VILLAGE OF WARFIELD
MUNICIPAL SUSTAINABILITY STUDY

INTERIM REPORT

leftside partners inc.

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INTRODUCTION

This *Interim Report* is intended to document the current state of the Village of Warfield, including a detailed account of the Village's services, finances, governance and community characteristics, as a precursor to assessing the Village's sustainability. The report lays the foundation for further analysis of the Village's sustainability as a standalone municipality, and the consideration of options that help to address any sustainability concerns. The report is therefore one step in a longer process and study.

The overall purpose of the study is fourfold:

- document and examine the Village's services, finances, financial capacity, governance, development opportunities and challenges, and community characteristics
- assess the Village's sustainability as a standalone, autonomous municipality
- identify changes to consider within the current local government structure, or to the local government structure, to address sustainability concerns
- engage the community on the questions of municipal sustainability, potential changes to achieve sustainability, and the potential for local government restructure

This *Interim Report* focuses on the current state of governance and service delivery within the Village. The report begins with an overview of British Columbia's system of municipal government, as well as how those municipalities fit into, and receive services from regional districts. An overview and profile of the Village, including demographics, context and priorities is included in Chapter 2. The individual local government services provided to Warfield residents by the Village are outlined next, followed by the services provided by the regional district and provincial government.

The information in the report lays the groundwork for the analysis that occurs in the subsequent stages, which involves a deeper look into the challenges, opportunities, and assesses the Village's sustainability as a standalone, autonomous municipality. The consultants will then identify possible changes to the Village's services, approach to service delivery, inter-municipal service arrangements, asset management efforts, property taxation levels, revenue sources, development landscape, governance model and other characteristics that the Village could consider making to bolster its sustainability. The pros and cons of each potential change will be identified and explained. Anticipated impacts on local property taxes and user fees will be highlighted in a full sustainability assessment, along with the set of proposed changes, in a subsequent comprehensive report.

CHAPTER 1
MUNICIPAL OVERVIEW

Under Canada's *Constitution* (Section 92), provincial governments are responsible for creating and implementing their own systems of local government. All systems across the country feature municipalities of one type or another, and some form of regional governance. British Columbia's system is unique from all others in its use of regional distircts.

MUNICIPALITIES

Municipalities were first established in B.C. in the late 1800s. As noted above, municipalities are created by the provincial government, which is responsible for creating a system of local government. Within the provincial framework, municipalities are autonomous, responsible and accountable governments directed by democratically and locally elected councils. In BC municipalities are responsible for providing local services and governance to approximately 89 percent of the province's population.

There are currently 161 municipalities in BC, ranging in population (2021 Census) from 126 to more than 660,000 people and in size from 63 hectares to more than 8,500,000 hectares. Municipalities are classified as either a town, village, district or city depending on the size of their population and geographic area. Some municipalities are still referred to as townships, although that classification is no longer referenced in the legislation (*Community Charter* and *Local Government Act*) that describes the BC local government framework, and sets out the powers and authorities for municipalities to respond to the service needs and circumstances of each community.

MUNICIPAL GOVERNANCE

Municipalities are governed – that is, decisions on behalf of the municipality are made by – the municipal council. Councils are democratically elected to make decisions on behalf of their community, and are accountable for those decisions to their electorate. Councils are comprised of a mayor and councillors, and vary in size from five to 11 members. Council size is in part a function of the population of the municipality, but also depends upon the desire of council and its residents, as the size can be adjusted by council. In all cases the total number of council members is an odd number, and all members serve a four-year term.

Municipal councils have discretion to set policies, adopt bylaws, budgets and establish direction for their communities in accordance with legislation and other legal requirements. In some specific cases, and on some topics, council may be constrained by the need for input, approval from the electors or the Inspector of Municipalities before, for example, a bylaw is adopted or approval granted.

Municipalities are also subject to the jurisdiction of bodies such as Ombudsperson, the Information and Privacy Commissioner and the courts.

Municipal councils may only make decisions by bylaw or resolution. A resolution is a formal expression of opinion or a decision by council on a specific matter, whereas a bylaw is a document that formalizes a regulation made by council. Most matters can be decided by a simple majority of those present (if there is a quorum). A tie vote means that the motion fails, and if a council member chooses not to vote, abstention is counted as an affirmative vote.

Council oversees the general administration of the municipality. All local governments must have at least two officer positions, with minimum required duties set out in provincial legislation: one responsible for the local government's corporate administration and, the other for financial administration. The same individual can be appointed as both the corporate officer as well as the financial officer.

Council can establish any officer position by bylaw, and assign duties to the officer that the local government considers necessary, such as a chief administrative officer (CAO) to manage overall operations. Most municipalities appoint a CAO to lead the management team, and report directly to the mayor and council. The CAO facilitates the council's strategic direction for the future, advises on priority and high profile municipal operation matters, oversees the development of annual operating and capital budgets, and provides guidance and policy direction to municipal staff. Municipal councils may delegate some decision-making authorities to local government staff, subject to certain limitations.

MUNICIPAL SERVICES

Municipalities have the authority to establish a wide range of services under the *Community Charter* and other provincial legislation. There are a few services that a municipality is required to provide to its residents, including local roads, local emergency planning, and, if the municipality's population exceeds 5,000, policing. Aside from mandatory services, a municipal council may choose whether or not to offer a particular service in their municipality, based on local circumstances. Municipalities may provide services directly or indirectly – for example, through the regional district, with a private partner or with another government.

Most municipal services are provided to the entire municpality, such as road maintenance, or parks and recreation. However some services can be provided to just a portion of the municipality, such as street lighting or a sewer service, and the costs recovered only from those who benefit from the service. These services are called local area services and the municipality may impose taxes within the defined local area to pay for some or all of the cost of those services.

Municipalities are also empowered to provide services outside of their boundaries to other municipalities, unincorporated rural communities (parts or all of an electoral

area of a regional district), First Nation communities, or to a combination of these participants, subject to agreement from the outside jurisdictions.

MUNICIPAL FINANCE

Property Taxes

Municipalities raise funds primarily through property taxation. There are two types of property taxes:

- parcel taxes, which are applied as set amounts per parcel, land area, or metre of frontage (an example in Warfield is the water, sewer and works and services parcel taxes that are levied per parcel)
- value taxes, which are based on the assessed value of the property, as determined by the value of the land, the improvements on the land, or both

Municipalities collect their own property taxes and have the authority to set their own municipal tax rates for all classes of property.[1] In municipalities, property tax bills identify a general municipal rate and amount owning to pay for the collection of municipal services provided. Regional district services in which the municipality participates are set out separately on municipal property tax bills, based on service requisitions issued to the municipalities by their regional districts. The tax revenues collected by each municipality for its regional services are remitted to the regional district by August 1 of each year.

Property Value Tax

Property value tax (also know as an ad valorem tax) is a tax applied to the value of a land and improvements (buildings and other fixtures) and is the principal source of revenue for most municipalities in British Columbia. Municipal councils have the authority to set general tax rates to recover the costs of services across the municipality through the annual budget process and financial plan bylaw. Municipalities must adopt a property value tax bylaw each year after the annual budget (financial plan). Municipalities set their municipal tax rates to raise the revenue required from the nine different classes of property, based on the tax revenue requirements in the budget, including the need to etablish and replenish reserves, and their property assessment totals. Municipalities must set their tax rates for each property class, by bylaw, before May 15 of each year, and submit the tax bylaw to the Ministry of Municipal Affairs.

Municipalities generally have broad authority to set tax rates. While tax rates may not vary within a property class (all Residential (Class 1) properties are taxed at the same rate), tax rates may vary between different property classes (the Residential (Class 1) tax rate may differ from the Business (Class 6) tax rate). The ability to establish

[1] There are some limits on the tax rates or ratios for certain property assessment classes. For instance the maximum tax rate that can be levied by any municipality on a Utility (Class 2) property is the greater of $40 per 1,000 or 2.5 times the Business (Class 6) property tax rate.

different tax rates for different property classes is referred to as a variable rate taxation system. The residential (Class 1) general municipal tax rate for Warfield was 3.4332 in 2024, which equates to $1,475.30 on an average single-family residential property valued at $429,717.[2]

As noted above, municipalities can also create local service taxes to pay all or part of the cost of a local area service that is only provided to a portion of the municipality, such as a street lighting or sewer service. The tax may be structured as a property value tax, a parcel tax or a combination of the two. The proceeds of a local service tax may only be spent for the local area service for which it is collected.

Other Revenues

In addition to property taxes, municipalities generate revenues from user fees and charges, such as land use application fees, building permits and recreation user fees. A further source of revenue is grants from other levels of government. Grants from provincial and federal government are particularly important for small communities, and are becoming increasingly important for costly infrastructure renewal in communities of all sizes.

There are generally two types of grants from other levels of government: unconditional and conditional grants. Unconditional grants are direct transfers with few (if any) restrictions on their use. Local governments may use such funds at their own discretion. Conditional grants are competitive, application-based grants awarded for specific projects, or are provided to assist with a specific service.

- **Provincial Unconditional Grants**

  Small municipalities — those with fewer than 19,000 residents — in British Columbia receive the provincial Small Community Grant each year. This grant is designed to assist municipalities with administration costs for services that are provided to meet local needs and priorities. As per the *Local Government Grants Act and Regulation*, the amount of the grant is calculated based on three factors, with an overall bias towards smaller municipalities:

  - a base amount
  - an equalization amount based on an assessment weighting factor, and
  - a population amount:
    - a municipality with a population of 5,000 or fewer, is multiplied by $50, or
    - if the municipality has a mean population of more than 5,000, $250,000 is subtracted from the amount determined by multiplying $25 by the difference between the municipality's mean population and 5,000.

[2] Not including services contracted to RDKB and paid for through the municipal property taxes, nor the utility (sewer or water) services paid through user fees and parcel taxes.

The amount allocated to Warfield under the Small Communities Grant in 2024 is approximately $463,000.

- **Federal Unconditional Grants**

In September 2005, the federal and provincial governments along with the Union of British Columbia Municipalities (UBCM) signed *The Agreement on the Transfer of Federal Gas Tax Revenue Under the New Deal for Cities and Communities* (2005-2015). The agreement was subsequently renewed in 2014 (*Renewed Gas Tax Agreement*) for a further 10 years, representing a transfer of an estimated $21.8 billion in funding across Canada for local government infrastructure aimed at reducing greenhouse gas emissions and providing cleaner air and water. In April 2024, 10-year *Administrative Agreements* came into effect to further extend the program.

In BC, the program is administered by the UBCM. A portion of the program — the *Community Works Fund* — functions much like an unconditional grant, and is delivered to all municipalities and regional districts (except those within the Metro Vancouver region) through a direct annual allocation. The grant is intended to support local projects that align with the program objectives of reducing greenhouse gas emissions, and creating cleaner air and water. Projects must fall into a defined list of eligible categories.

Community Works funding is delivered twice annually. Each local government receives a "floor amount" along with an amount based on population. Warfield received $269,804 in *Community Works* funding in 2023. Warfield is scheduled to receive $143,232 in 2024, 2025 and 2026, increasing slightly to $148,962 in 2027 and 2028. Local governments may accumulate the funds, and any interest earned, to support larger municipal projects. In BC, the gas tax program also includes an application-based conditional grant program, known as the *Strategic Priorities Fund*.

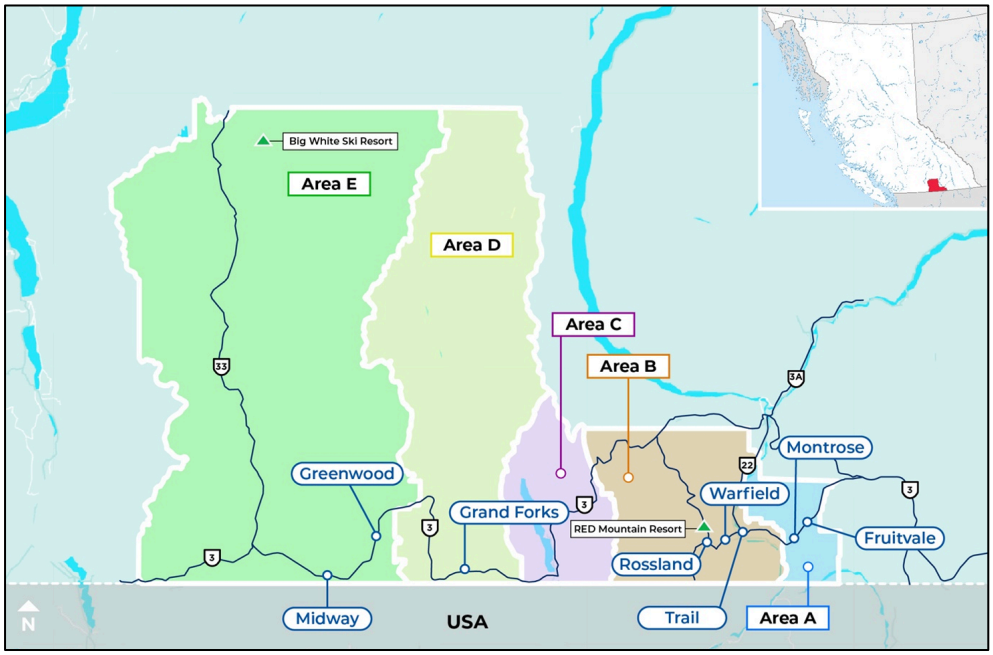
- **Conditional Grants**

Conditional grants are typically competitive, application-based grants awarded to specific projects. For local governments, the federal and provincial governments are the principal providers of such grants; the majority of their conditional grant funding is earmarked for local government capital projects (e.g. sewer, water, roads). Some programs involve cost-sharing amongst all three levels of government (an example is the *Investing in Canada Infrastructure Program*), while others, such as the gas tax *Strategic Priorities Fund*, can be up to 100% federally funded. Application intakes are offered periodically; regional districts and municipalities submit project proposals based on local priorities and funding program objectives. In some cases, community non-profit organizations and private sector bodies are also eligible to apply.

REGIONAL DISTRICTS

With the exception of the most northern parts of the province, British Columbia is divided into 28 regional districts, one of which is the Regional District of Kootenay Boundary (RDKB). The RDKB has a total area of 8,081 km^2, a population of 33,152 (2021 Census), and is situated on the converging, traditional and unceded territory of the Syilx, Secwepemc, Sinixt and Ktunaxa Peoples as well as the Metis Peoples. Each regional district includes a combination of municipalities and unincorporated electoral areas.[3] The RDKB has a total of eight municipalities, including the Village of Warfield, City of Rossland, City of Trail, Village of Fruitvale, Village of Montrose, City of Grand Forks, City of Greenwood and Village of Midway. Outside of the municipalities are five separate electoral areas — Area A, Area B/Lower Columbia-Old Glory, Area C/Christina Lake, Area D/Rural Grand Forks and Area E/West Boundary (see Figure 1.1).

Figure 1.1
Kootenay Boundary Regional District



RDKB, similar to all regional districts, exists to provide local government services in response to the needs and instructions of its members. In this role, the RDKB and other regional districts:

[3] The sole exception is the Central Coast Regional District, which is comprised entirely of electoral areas.

- serve as the local government for electoral areas, providing them with basic local services such as community planning, plus a range of other services that areas choose to receive
- provide region-wide services to all electoral areas and municipalities
- provide a framework for different combinations of municipalities and electoral areas to participate in sub-regional services

REGIONAL DISTRICT GOVERNANCE

Every regional district is governed by a board of directors consisting of two types of directors:

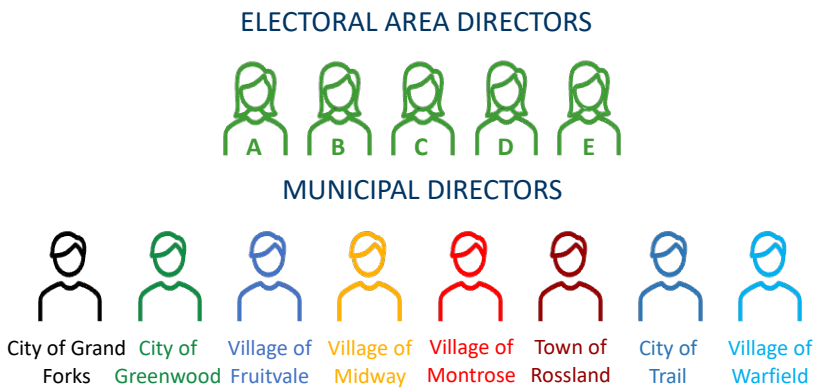
- electoral area directors, each of whom is elected directly for a four-year term by the voters in his or her electoral area
- municipal directors, each of whom is a member of a municipal council, appointed by his or her council to the regional board on an annual basis

The board selects its own chair, who has the authority to create standing committees of the board to study and give advice on specific services, general matters or other areas of business.

The voting strength of each municipality or electoral area in a regional district is a function of population size and voting unit. In the RDKB, the voting unit today is set at 2,500 people, which means that each jurisdiction of the RDKB receives one vote for every 2,500 residents, including residents who live on First Nations Reserves. For municipalities, the resulting voting strength is divided by five to determine the number of directors appointed to the board.

The RDKB Board consists of 13 voting directors, including one from each of the eight municipalities, plus one from each electoral area. Figure 1.2 presents the RDKB Board of Directors.

Figure 1.2
RDKB Board of Directors Composition
2024



Voting Rules

Some decisions at the regional district board table are made by the entire board of directors; other decisions, specific to individual services, are made only by the directors from the local jurisdictions that participate in the services. Decisions that involve all directors are made using *corporate votes*, of which there are two types:

- *Corporate Unweighted Votes* — These votes are those in which every director votes, and every director receives one vote. They are used to establish new services, make bylaws to exercise a regulatory authority, set rules to govern the conduct of the board's businesses, and take certain other actions.

- *Corporate Weighted Votes* — All directors vote on these matters but receive different numbers of votes based on the populations of their respective jurisdictions, and the regional district's voting unit. Corporate weighted votes are used to acquire or dispose property, adopt annual budgets, authorize borrowing, and address all other financial matters.

Decisions in which only a portion of the board participates are made using *stakeholder votes*. Stakeholder votes are used to make, change or repeal bylaws that govern the administration or operation of a service. Directors from jurisdictions that participate in the services are entitled to vote; other directors are not. All stakeholder votes are weighted, with directors receiving different numbers of votes based on their jurisdictions' populations and the regional district's voting unit. If there is only one participating area in the subject service, the entire board of directors votes. Figure 1.3 shows the voting strength for each of the RDKB's municipalities and electoral areas. Warfield has one vote on both corporate unweighted matters, and on decisions that are made using the corporate weighted and stakeholder votes.

Figure 1.3
Voting Strength for RDKB Jurisdictions

Jurisdiction	Directors & Voting Strength 2021 Census; Voting Unit 2,500		
	Pop	Directors	Strength
Electoral Area A	1,905	1	1
Electoral Area B	1,422	1	1
Electoral Area C	1,627	1	1
Electoral Area D	3,226	1	2
Electoral Area E	3,004	1	2
Village of Fruitvale	1,958	1	1
City of Greenwood	702	1	1
City of Grand Forks	4,112	1	2
Village of Midway	651	1	1
Village of Montrose	1,013	1	1
City of Rossland	4,140	1	2
City of Trail	7,920	1	4
Village of Warfield	1,753	1	1
Total	33,433	13	20

REGIONAL DISTRICT SERVICES

Regional districts provide a broad range of services to residents. With the exception of certain provincially-mandated services that regional districts are required to provide, the range of regional district services in any one region is determined by the board, in response to the wishes and instructions of individual jurisdictions.

The menu of services provided to jurisdictions therefore varies by regional district and can be different within each electoral area or community. Certain services may be provided to only a portion of an electoral area; others, referred to as sub-regional services, are provided to a combination of electoral areas and municipalities. Regional services are those that are provided to all member municipalities and electoral areas in the regional district.

Services are established to respond to needs identified by the board, electoral area directors, member municipalities, staff or residents. As part of the establishment process, proposed services must be assessed to determine their feasibility. Factors such as service scope, service cost and service delivery are considered. If deemed feasible, a service establishing bylaw must be developed and adopted by the full board of directors, including directors from jurisdictions that may not participate in the service. Ultimately, the bylaw must also be approved by the province's Inspector of Municipalities, as well as by the electors who will receive and pay for the service. Elector approval may be obtained through a petition, an alternative approval process, or a referendum. In some cases, approval can be given on behalf of electors by the participating municipality's Council, or the participating electoral area's director.

Service reviews may be undertaken periodically to assess whether an existing service is still desired and effective. Some services have provisions for service reviews written into their establishing bylaws; others have "sunset clauses" that require the dissolution of the service at a particular time unless all participants agree to extend it. The *Local Government Act* has provisions that enable any individual participant to initiate a statutory service review. The *Act* allows participants to withdraw from most services if service reviews do not satisfactorily address concerns.

Required Services

Regional districts, as noted, establish and provide most of their services in response to the interests of and directions from their member jurisdictions. All regional districts, however, are required to provide certain mandated services, including:

- general administration for the region as a whole
- electoral area administration
- the processing of long-term capital financing for the regional district and member municipalities through the Municipal Finance Authority of British Columbia
- hospital capital financing through one or more regional hospital districts

- land use planning in electoral areas[4]
- solid waste management plan for the region as a whole
- emergency planning for electoral areas

Regional districts serve as the local governments for electoral areas. In this capacity, however, regional districts do not provide the same suite of local government services as that which is provided by municipalities to their residents. Certain key local services — namely local roads, but also tax collection and subdivision approval — are provided to rural areas by the provincial government. Other services, such as water and sewer treatment, can be provided by regional districts, but are in some cases provided by improvement districts or by independent private utilities. Services provided by private utilities are also outside of the responsibility and control of regional districts.

REGIONAL DISTRICT FINANCE

Unlike municipalities, which have the flexibility to collect and allocate general revenues to their services, regional districts must account for each individual service separately. More specifically, the cost of providing each service must be recovered using revenue generated for that service, and only that service. In addition, all costs incurred in providing each service, including a portion of regional district administrative overhead, must be covered by the revenue raised for the service. The full cost of providing street lighting, for example, must be raised through the street lighting service; and, taxes and other revenues raised for street lighting may only be used to fund the delivery of that specific street lighting service.

This service-specific nature of regional district finances reflects two key points:

- not all jurisdictions in a regional district participate in every service provided by the regional district
- jurisdictions pay only towards the cost of the services in which they participate

The total tax requisition assigned to an electoral area or municipality by its regional district will depend on the types and number of regional district services in which the jurisdiction participates, as well as on the size of the jurisdiction's assessment base relative to that of others. Warfield participates in a broad range of RDKB services, as detailed in Chapter 4. The tax requisition for services provided by RDKB to Warfield was $505,438 in 2024, resulting in a tax rate of 1.47874, which equates to $635.44 on an average ($429,717) residential property.[5]

[4] The exception is in areas where the Islands Trust provides land use planning service, such as on Gabriola, DeCourcy and Mudge Islands in the Regional District of Nanaimo.

[5] Not including services contracted to RDKB and paid for through the municipal tax rate, such as building inspection and fringe area planning, nor the sewer or water contract services paid through user fees and parcel taxes.

CHAPTER 2
COMMUNITY OVERVIEW

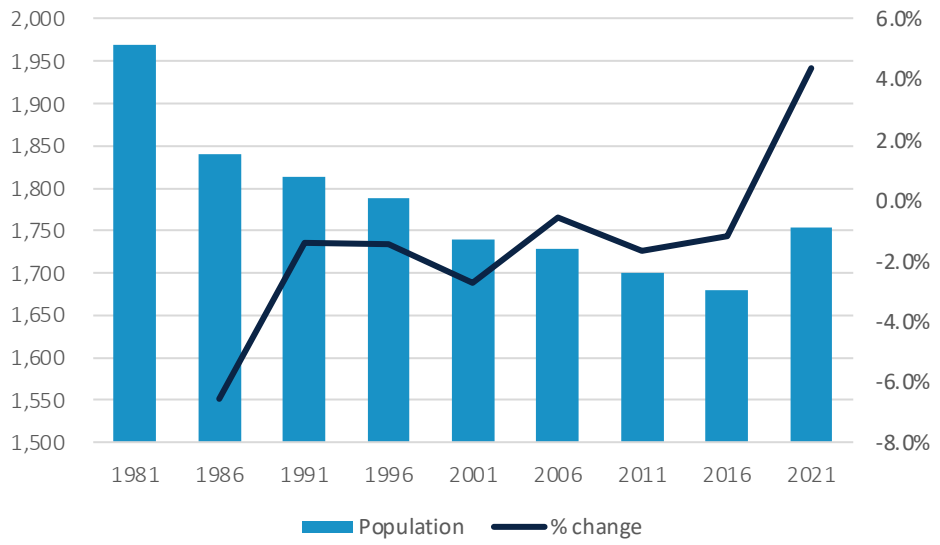
The Village of Warfield, incorporated in 1952, is located in southern British Columbia in the West Kootenay region. Warfield covers close to 1.9 square kilometers and is nestled between the City of Trail to the east and the City of Rossland to the west. Warfield's community amenities include an elementary school, an outdoor pool, recreation trails and neighbourhood parks, a community hall, and a small core of commercial services including a liquor store, restaurant and a gas station.

Warfield is home to a unique style of single-family dwellings, resulting from the 1938 construction of 150 homes by Cominco (now Teck). The houses shared similar features — bright colors, sharp sloped peaked roofs, small windows and small doors, and resembled houses featured in animated Mickey Mouse cartoons, earning Warfield its other nickname: Mickey Mouse Town. The Village's elementary school opened in 1949, the Warfield Community Hall followed in 1955, and the Warfield Centennial Pool opened its doors in 1967.

POPULATION

The 2021 Census showed that the Warfield grew in population by 4.3% between 2016 and 2021, the first time the municipality has grown in 40 years. Figure 2.1 illustrates this growth, as well as the population and growth rate over the past 40

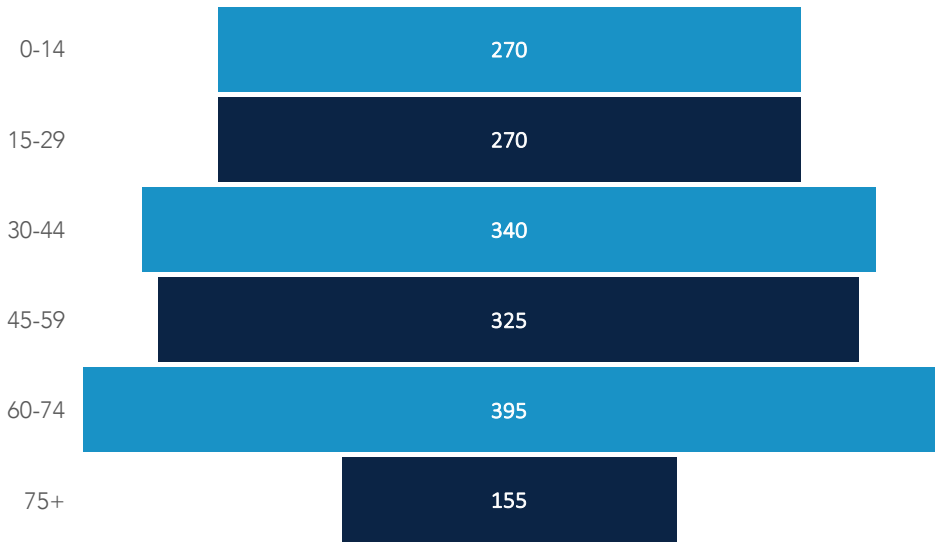
Figure 2.1
Population Growth, 1981 - 2021
(2021 Census Data)



years. The 2021 Census reported Warfield's population as 1,753. Despite the more recent growth, the Region's *2020 Housing Needs Report* estimates relatively flat population and household growth for the Village to 2031.

Figure 2.2 presents the 2021 age breakdown for Warfield, based on the proportion of the total population within each age category. The figure shows a relatively even distribution, with the largest proportion of residents between 60 and 74 years in age. Figure 2.3 shows the same population information, but broken down into 5-year increments, and including the proportions of residents identifying as male and female. Figure 2.4 shows the 2021 Census population for each of the RDKB jurisdictions.

Figure 2.2
Age Distribution – Warfield
(2021 Census Data)



LAND AREA

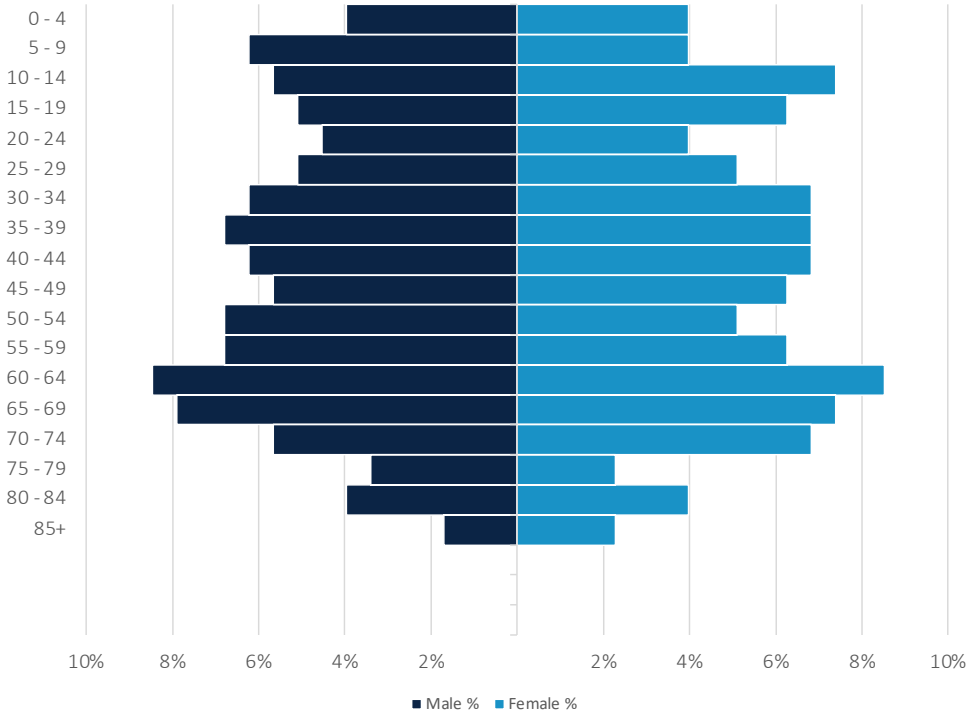
Warfield has a total land area of 189 hectares for a population density of almost 930 persons per km^2. Warfield's land base makes it the fourth smallest municipality in BC. Only Montrose, Slocan and Silverton are smaller in terms of land area.

HOUSING

The 2021 Census reported 828 private dwellings in Warfield, including 798 of which are occupied by "usual residents" which means that 96% of the dwellings are the primary dwellings or the place where the household or occupant spends the majority of their time.

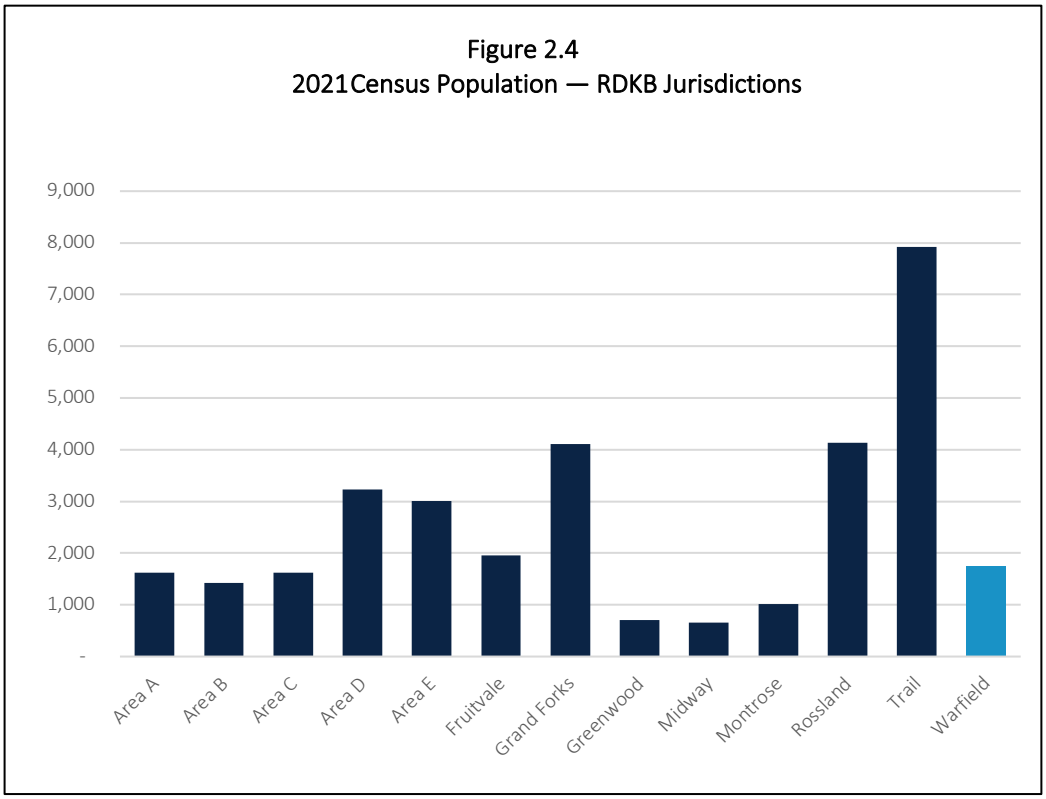
Single-detached houses comprise the vast majority of housing in Warfield. 2021 data notes that Warfield had 81% single-family homes. Other unit types include semi-detached, duplex or apartment units. The household size for Warfield is 2.2 persons; the average size of census families[6] is 2.7 persons.

Figure 2.3
Age Distribution by Gender – Warfield
(2021 Census Data)



6 Census family is defined as a married couple and the children, if any, of either and/or both spouses; a couple living common law and the children, if any, of either and/or both partners; or a parent of any marital status in a one-parent family with at least one child living in the same dwelling and that child or those children. All members of a particular census family live in the same dwelling.

Figure 2.4
2021 Census Population — RDKB Jurisdictions



The majority of Warfield's housing stock was built prior to 1980 (87%). As noted previously, the housing that the area is known for is more than 80 years old, built by by Cominco (now Teck) in 1938 for its employees. At that time it was common for local industry to build housing for workers. Cominco developed 316 lots in Upper Warfield.

The proximity of the Warfield community to Trail enables residents to access services, shops, and other amenities in downtown Trail. New people moving into the area are reportedly buying in Warfield in part to optimize the house size for the purchase price, relative to Trail, while still living in close proximity to work (e.g. Teck). The *Housing Needs Report* notes that stakeholders suggested that it is more economical for households to buy an older home and renovate in Warfield. Despite the lower house values, during the development of the *Housing Needs Report*, Warfield residents revealed concerns about increasing home prices in the community. Data supports this observation, with substantial increases to the assessed value of a representative single-detached homes in Warfield over the past five years, from $244,077 in 2019 to $429,717 in 2024.[7]

Based on 2020 data, there were 30 renters living in Warfield, and 20% of them spend more than 30% of their gross income towards housing costs. While the overall

[7] Local Government Statistics, Schedule 704, BC Ministry of Municipal Affairs. The house value is calculated using the assessment values of single-family residential properties in Warfield divided by the number of single-family residential occurrences using BC Assessment data.

median income in Warfield is relatively high ($78,000), especially compared to the RDKB as a whole, the community does include a proportion of low-income renters.

The *Housing Needs Report* includes the estimated demand for housing units in Warfield by the year 2031 (13 new units). The housing chart shown in Figure 2.5 is from the *Housing Needs Report*, and reflects the required new homes over the period of 2019 to 2031, as well as the bedroom mix, assuming historical trends and development patterns. The chart also includes a potential development shift scenario that assumes that the new housing is able to respond to needs from seniors and smaller families, and deliver units that contain fewer bedrooms.

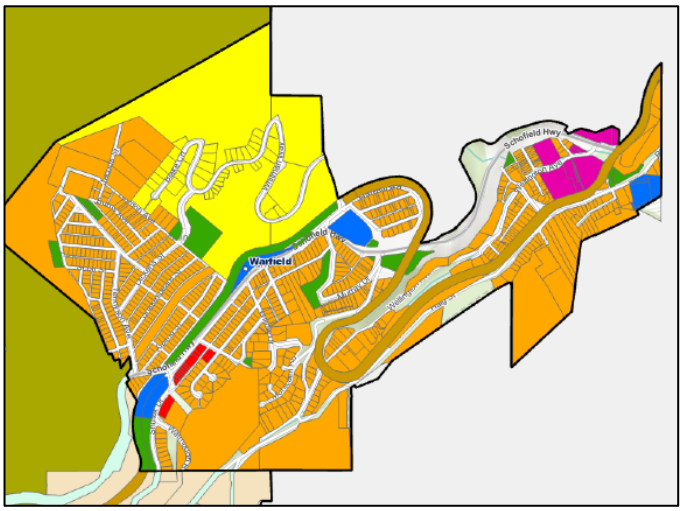
Figure 2.5 Anticipated Housing Units By Size
Warfield (2019 to 2031)
BC Stats (Housing Needs Assessment Report)

Table 6: Anticipated Housing Units by Size, Warfield (2019 to 2031)
Source: BC Statistics, Consultant Calculations

Unit Size	Baseline Scenario			Potential Development Shift Scenario		
	Net Units	Total Units	Mix	Net Units	Total Units	Mix
Bachelor	0	0	0.0%	0	0	0.0%
1-Bedroom	0	22	2.6%	37	58	7.0%
2-Bedroom	4	259	31.0%	13	267	32.0%
3-Bedroom	6	355	42.6%	-16	334	40.0%
4+Bedroom	3	199	23.9%	-21	175	21.0%
Total	**13**	**835**	**100.0%**	**13**	**835**	**100.0%**

As noted in Warfield's Official Community Plan, the Emerald Ridge area of Warfield (see yellow area depicted in Figure 2.6) has significant development potential for additional residential units, including a mix of single-family and multi-family. Facilitating development of Emerald Ridge is one of Council's priorities (2023 – 2026). The Village's contracted planning firm, WSP, is preparing a Comprehensive Development Plan for the area. At full build-out, the multi-unit

Figure 2.6 Warfield OCP Designations

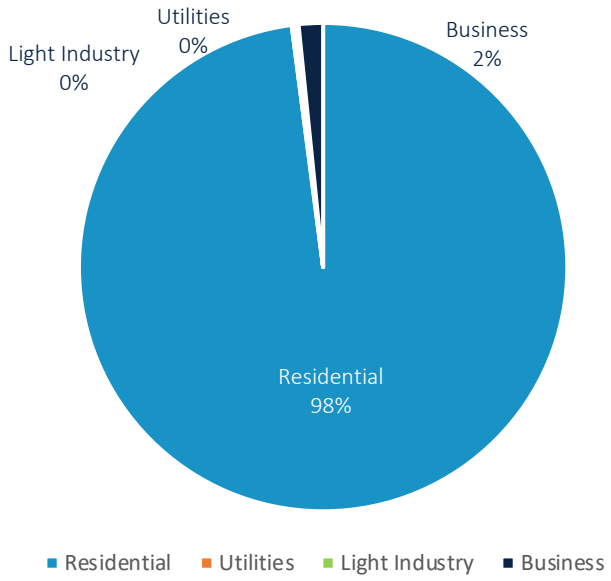


residential areas are anticipated to accommodate 100 new multi-unit dwellings, including 67 medium-density dwellings and 33 row houses. The single- and two-unit residential areas are being planned to accommodate 92 new principal dwellings with one secondary suite contained in each, plus one accessory suite for every two principal dwellings. This could result in a total of 230 new dwellings. The undeveloped parcels within this area should easily accommodate potential demand for new housing in Warfield over the next 5-10 years. The estimated population projection for Emerald Ridge, at build-out, is 480 people.

PROPERTY ASSESSMENTS

For 2024, BC Assessment data shows the total assessment in Warfield as $323,023,400[8] — an amount that translates into a converted assessment of $3,341,393. The average assessed value of residential properties in Warfield in 2024 is $429,717. Figure 2.7 provides details on proportion of assessment values for all property classes in Warfield. As is obvious from the pie chart, the Village has a very limited diversity in its tax base, which is almost exclusively residential.

Figure 2.7
2024 Warfield Property Assessment



ECONOMY

The main employers for Warfield residents are not actually located within the municipality, but rather in Trail —Teck and Kootenay Boundary Regional Hospital are

[8] 2024 Warfield Net Taxable Assessment

the two largest. Together, Teck and KBRH directly employ over 3,400 individuals and contribute to the economic base through wages, salaries and significant local spending, which helps to foster the local business community in the broader "Greater Trail Area" that encompasses Trail, Warfield, Rossland, Montrose and Fruitvale, as well as portions of RDKB Electoral Area A and B. In addition to direct employment, these two employers support many trickle-down jobs and provide niche opportunities for new business and industry related to the metallurgical and health care sectors.

Other industries in the area include tourism, primarily through Rossland's Red Mountain Resort, which is the largest employer in neighbouring Rossland, and offers winter skiing and snowboarding, but also summer mountain biking trails. Employers within Warfield's municipal boundaries include the elementary school, and municipality, including seasonal work at the outdoor pool.

STRATEGIC PLAN

The Strategic Plan identifies Warfield's priorities that Council proposes to advance and wishes to achieve for the community. The priorities guide the use of the Village's resources, including funds, staff, time and energy. The Village's Strategic Plan was approved in 2023, and set out the following 10-year vision:

> *Warfield is a thriving community with opportunities for all citizens to connect and prosper. It is a desirable and affordable community, attractive to young families, seniors and other age groups that seek affordable housing options. It is a complete community that boasts a wide range of services, including robust utilities, a local elementary school and charging stations for electric cars and bikes.*
>
> *Principles of sustainability guide growth in Warfield. Economic development is pursued alongside, rather than in place of, progress on climate action and environmental protection. Financial plans address important infrastructure and service needs without burdening future generations. Active and engaged citizens ensure that major service and governance decisions receive broad support.*
>
> *Warfield remains a distinct part of the broader Greater Trail Area. Past years marked by service uncertainty and inter-jurisdictional mistrust have given way to strong collaboration, a recognition of shared values, and a new Greater Trail local government structure.*

The Village's priorities are grouped under four themes. The themes and specific priority projects and actions are summarized in the table (Figure 2.8) below:

Figure 2.8 Warfield Themes and Priorities

Themes	Priorities
Infrastructure	• Secure New Water Supply • Control Infiltration into Sewage Collection System • Upgrade Water Treatment Plant • Develop a Five-Year Capital Plan
Growth and Development	• Facilitate Development of Emerald Ridge • Increase the Supply and Diversity of Housing
Climate and Environment	• Increase Tree Canopy in Warfield • Facilitate the Use of Electric Vehicles • Improve Resiliency of Critical Infrastructure • Prepare for Climate-Related Disasters
Local Government Sustainability	• Ensure Proper Succession Planning is in Place • Invest in Important Corporate Systems • Strengthen and Diversify Municipal Revenues • Identify Most Appropriate Local Government Structure for Future Success

PLANNING CONTEXT

Warfield's Official Community Plan, completed and adopted by Council in 2017, also helps to define a vision for the community, and guide Council's work. The plan is centred around sustainability goals and determining what the Village will need to achieve in the long term to create a sustainable community that does not compromise the ability of future generations to meet their needs. The guiding principles for the plan include:

- **Environmental Sustainability:** Ensuring ecosystems are healthy by avoiding continuous encroachment into natural areas, and by reducing and eventually eliminating the ongoing build-up of synthetic materials, toxins, metals and fossil fuels in nature.

- **Social Sustainability:** Being inclusive and free of barriers for all people, so they can meet their physical and emotional needs, regardless of age, ability, income or ethnicity.

- **Economic Sustainability:** An economic system that is strong, resilient and adaptable; one that avoids undermining the social and ecological systems on which it is dependent.

- **Smart Growth:** Development that supports our overall sustainability objective by prioritizing infill, redevelopment, and densification strategies, which aim to enhance quality of life, avoid continuous encroachment into the natural environment, maintain ecological integrity, and save money over time.

CHAPTER 3
LOCAL SERVICES PROVIDED BY WARFIELD

This chapter of the *Report* provides an overview of each of the existing local government services provided to residents by the Village of Warfield

WARFIELD SERVICES - OVERVIEW

As a small municipality, the Village has a small staff of 8.4 FTE (see Appendix I for summary), including:

- 1 CAO/CFO (part-time)
- 1 accounting and operational support clerk
- 1 payroll and administrative clerk
- 4 public works staff (1 foreman, 3 operators)
- Preschool supervisor and assistant (part-time)
- Pool manager, guarding and cashier staff (15 staff for 2 months in summer)
- 2 summer students (full-time for 3 months)

Together the staff team provides and oversees a variety of services, including services delivered through contracts, such as planning services and corporate officer. Village services are summarized in the following chart (Figure 3.1).

Figure 3.1 Village Services

Village Service	Description
Recreation and Culture	Recreation programming, library services, seniors programing, youth group program, preschool, pool operations and maintenance, community hall, parks, special events and food advisory committee
Protective Services	Bylaw enforcement, servicing of hydrants, animal control , business licenses and building inspection
Planning and Development Services	Planning, mapping, GIS, and easements (issues associated with public rights-of-way). Referred to as “Environmental Development”
Transportation, Drainage and Street Lighting	Paved road maintenance, drainage ditches, storm sewers and catch basins, street cleaning, snow plowing and sanding, winter sand, retaining walls and flood control, street lighting, decorative lighting and street signs
Environmental Health	Yard waste collection, Village clean-up, trees and boulevard maintenance, rentals of Village assets
General Government and Fiscal Services	Administration, Council support, Village office, labour relations, records management, software licensing and IT support, insurance, audit requirements, legal support, elections, grants, training, asset management and public relations

Water	Operation and maintenance of the water treatment plant and the local distribution network
Sewer	Maintenance of local collection network, and funding Warfield's share of the regional sewage treatment plant operations and capital requirements

Information on each Village service, or group of services is provided below, including an overview, information on the range of services included, staffing, operational and capital budgets. Information from the Village's asset management database is also shared, including the asset renewal cost and condition. Most of the asset renewal cost estimates in the database were based on capital costs plus a component for design (15%), contingency (10%), and inspections or removal (10%), with values estimated in 2020 (so have not been increased to account for inflation). The condition of the assets was estimated at the same time. In some cases, such as underground sewer and water pipes, estimated condition is based on the date of installation (and calculations of remaining life based on commonly used engineering standards). Where the condition is more easily observed (above-grade assets such as roads, sidewalks and buildings), condition was assessed based on on-site inspection.

RECREATION AND CULTURE

Service Overview

Recreation and culture represent a key function for the Village, and the services provide residents with quality of life. A significant portion of the Village's recreation services are provided through an agreement with the City of Trail, which enables Warfield residents to use the Trail facilities, including the aquatic and leisure centrem and the Trail Memorial Centre (Cominco Arena) and pay "Greater Trail Resident" rates for use of facilities. It also provides residents with access to the Trail Library.

Assets

The Village's recreation and culture assets include:

- Community hall, works yard and Village Square Park – playground, benches and covered BBQ picnic area (2.74 acres)
- Warfield Centennial Pool (Kootenay Savings Water Park) – outdoor 25m pool with diving tank, two waterslides and spray park (1.15 acres)

The Village has six parks:

- Village Square Park – playground, benches and covered BBQ picnic area (part of 2.74-acre parcel above)
- Kootenay Savings Water Park – playground adjacent to pool and spray park (area included in the 1.15 acres above)
- Dickens Street Park – playground, playing fields, disc golf course – 3.79 acres
- Muzzin Park – 0.64 acres
- French Street Park – playground, basketball court – 0.25 acres
- Byron Street Park – 0.74 acres

The Village also features some trails through the Village, primarily located in rights-of-way owned by the Village. Level of service depends on the improvements, with paved path, and recent upgrades to Beaver Bend reflecting higher maintenance and service levels.

- Arnold Lauriente Way (paved path)
- Wagon Trail Row
- Beaver Bend (recently upgraded path)
- Rail Bed

Figure 3.2: Recreation and Culture Asset Renewal Cost (2020)

The renewal cost for the assets (playgrounds, community hall, pool and associated structures) as estimated in the Village's Asset Management database in 2020 is shown in Figure 3.2.

Staffing

The Village delivers the recreation and culture services through a combination of employees and contracts, including:

- Library and recreation services through an agreement with the City of Trail (5-year agreement extending until end of 2025)
- Senior's coordinator (0.5 time contractor shared with Rossland and Trail)
- Preschool – supervisor and assistant provide five hours of preschool during weekdays from September to June (0.67 FTE)
- Pool staff, including a manager and approximately 14 guarding and cashier staff to work during July and August, representing a total of 1.07 FTE.
- A contractor runs the youth programs (Warfield Youth Action Network), with hours offset by a Columbia Basin Trust grant
- The Village hires two summer students full-time from June through August (3 months) that assist with park maintenance, but also other public works duties including vacation coverage. Half of the summer student time has been allocated to recreation services (0.25 FTE)

The staff associated with the recreation and culture services (including public works staff time, pool staff, preschool) is an estimated 2.49 FTE, not including contracted senior's coordinator, Trail library and recreation services, and WYAN contractor.

Operating Budget

The Recreation and Culture operating budget is shown in Figure 3.3 on the following page. In addition to the operating costs, there are some capital items required over the next five-year period. Capital items from the municipal operations are grouped and referenced together at the end of this chapter.

Figure 3.3: Recreation and Culture Operating Budget

Service Component	2024 Budget	2023 Actual
Trail Recreation & Library contribution	$151,200	$145,400
Other Recreation (includes Senior's coordinator)	$18,300	$16,950
Youth Action Network	$40,000	$31,413
Preschool	$43,200	$38,795
Pool Maintenance	$85,700	$66,248
Pool Operations	$100,000	$109,069
Community Hall	$38,800	$35,500
Parks	$56,300	$53,021
Special Events*	$7,500	$3,212
Food Advisory	$3,200	$4,540
TOTAL	**$544,200**	**$504,148**

* *includes 2023 beautification expenses*

Revenues

The operating expenses for recreation and culture are partially offset by revenues that are generated specifically by the recreation services, including preschool fees, pool user fees, and rentals of the community hall. These are itemized in Figure 3.4.

Figure 3.4: Recreation and Culture Revenues

Revenue Source	2024 Budget	2023 Actual
Youth Action Network	$40,000	$31,413
Preschool	$37,500	$33,594
Pool Admissions	$45,000	$43,181
Pool Concession	$12,250	$12,236
Community Hall Rental	$23,000	$20,256
Special Events	$3,500	$1,515
TOTAL	**$161,250**	**$142,195**

The gap between the department-specific revenues and operating costs, estimated at $382,950 for recreation services in 2024, represents the amount funded through property taxes.

PROTECTIVE SERVICES

Service Overview

The Village provides a variety of services under the broad protective services grouping that involve regulatory services,[9] including:

- Bylaw enforcement
- Animal control
- Building inspection
- Business licenses
- Hydrant maintenance

The following provides some further details on the delivery of these services:

- Bylaw enforcement is delivered through an agreement with the City of Rossland, where the Rossland Bylaw Enforcement Officer provides up to 10 hours of service per week.
- Animal control service level currently consists of purchasing dog waste bags.
- Building inspection and permits are delivered through a contract with the RDKB. The RDKB provides the service to all electoral areas and six of the eight municipalities in the region (Rossland and Grand Forks are the exceptions). The service costs are recovered through the regional requisition.
- The Village issues approximately 45 to 50 business licenses each year, including home-based businesses
- The Village maintains 80 hydrants to support the sub-regional fire suppression service, provided through the RDKB.

Assets

There are no specific Village assets related to the delivery of protective services. The Village does own the fire hall, which is leased to the RDKB for the fire service, and the Village is also responsible for maintaining a total of 80 fire hydrants. These assets are referenced and included elsewhere in the report (Administration and Water).

Staffing

The protective services are primarily delivered on contract – bylaw enforcement through Rossland, and building inspection and permitting through RDKB. Public works staff are involved with hydrant maintenance, totalling approximately 0.11 FTE (with some contract assistance). As staff receive additional training/experience, they will spend more staff time undertaking the hydrant maintenance.

[9] The Village's hydrant maintenance is included in protective services because it supports the RDKB fire suppression service, so while the time spent on hydrant maintenance is accounted for in protective services, the hydrant assets are referenced within the water service.

Operating Costs

Budgeted operating costs for Protective Services are shown in Figure 3.5 below, together with 2023 actual figures. The RDKB recovers the cost of providing building inspection and permitting costs through the regional district requisition. Revenues from permits are provided directly to the Village. The majority of the hydrant maintenance costs relate to parts and supplies ($25,000). Maintenance of the hydrants by public works staff is estimated to increase as staff receive training and gain experience. In 2024 the hydrant maintenance is budgeted for approximately $10,000 of internal labour, as well as $9,500 of contracted services.

Figure 3.6: 2023 Construction Value

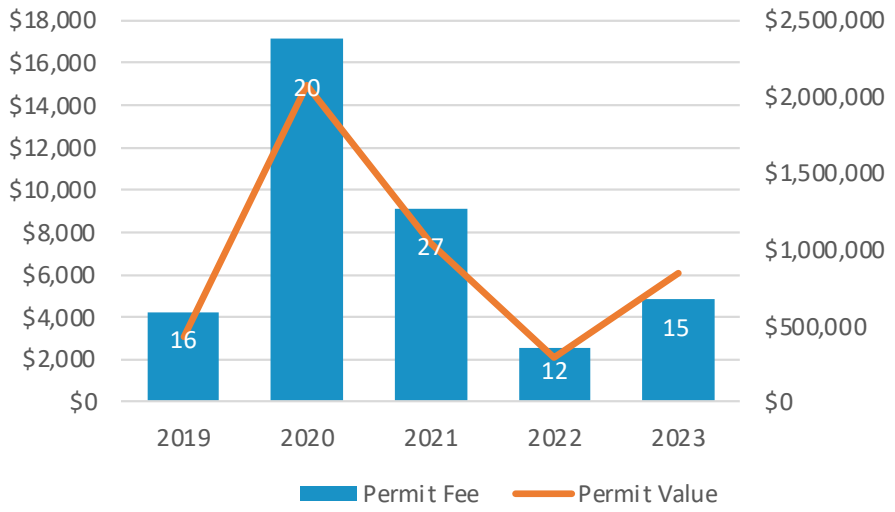
Figure 3.5: Protective Services Operating Costs

Service Component	2024 Budget	2023 Actual
Hydrant Maintenance	$45,000	$15,744
Animal Control	$2,200	$0
Building Inspection (contract with RDKB)	$38,350	$44,082
Bylaw Enforcement (contract with Rossland)	$17,500	$12,147
TOTAL	$103,050	$71,973

Revenues

Protective Service revenues include fines resulting from bylaw enforcement (estimated at $150 in the 2024 budget), business license revenues of approximately $5,800, as well as building permit revenues. Construction value for 2023 is highlighted in Figure 3.6. The resulting building permit fees were $4,850. Building Permit revenues are shown in Figure 3.7, along with the total construction value of the permits and the number of permits issued over the last five years. It is worth noting that thus far the 2024 building permits have not kept pace with previous years, and actual revenues are likely to be well below the 2023 values.

Figure 3.7: Building Permit Revenues, Construction Values and Number of Permits, 2019 – 2023



PLANNING AND DEVELOPMENT SERVICES (Environmental Development)

Service Overview

The Village provides planning and development services, including:

- Development approvals – rezonings, OCP amendment, development variance permits, Board of Variance
- Preparation of (and amendments to) the Village's Integrated Official Community Plan as well as any other land use plans
- Property and planning-related inquiries (zoning, development potential), land title information
- Mapping services (as needed), including preparation of maps for staff reports, advertisements, sharing information and maps with consultants as needed

The Village's Integrated OCP was adopted in 2017, and the Zoning Bylaw prepared and adopted in 2021. Building inspection and building permits are provided through the RDKB. The Village also has an agreement with the RDKB that enables the Village to stay informed on, and participate in, decision-making (voting and on any directly related committees) for planning related matters in Electoral Area B in areas just west of the Warfield municipal boundary. The current agreement extends until the end of 2026, and the cost is based on a base amount of $1,000 plus an area-based rate of $4.14 per square kilometre. In 2024 the cost of the agreement was $1,013.

Assets

There are no assets associated with the planning and development/environmental development department.

Staffing

Planning and development services are provided by the Village but are delivered through contracts. The Village has a contract with WSP, and the firm provides all planning consulting advice, assists with amendments to zoning and OCP bylaws, and is currently finalizing a Comprehensive Development Plan for Emerald Ridge. WSP has also been appointed as the Village's Approving Officer.

Operating Costs

The costs of planning and easement services are shown in Figure 3.8 below.

Figure 3.8: Planning and Development Operating Costs

Service Component	2024 Budget	2023 Actual
One-time planning projects and plans (e.g. CDP)	$17,500	$8,632
Other Contract Planning (e.g. planning applications)	$14,750	$17,639
Mapping, GIS, legal	$8,000	n/a
Easements and legal ROW expenses	$6,000	$2,530
TOTAL	**$46,250**	**$28,801**

Revenue

Planning receives revenues from development applications, when they arise. Fees are estimated to be $1,550 in the 2024 budget.[10]

TRANSPORTATION

Service Overview

The transportation function involves maintaining the Village's road network, including activities such as sweeping and sanding/snow removal, as well as stormwater management (ditches, pipes and culverts), and street lighting.

Assets

The Village's transportation assets include road and drainage infrastructure:

- 104,718 m^2 (10.47 ha) of local road paved surfaces (road overlay)
- 15 manhole covers (all in good condition)[11]
- 8 catch basins (all in good condition)
- 4,858 linear metres of stormwater pipes (transmission mains, service connections and culverts)

[10] This figure is derived from the total Licenses/Permits revenue budgeted in 2024, less the building permit and business license fees referenced in the Protective Services revenues.

[11] This figure refers to only the manhole covers that relate to the stormwater system; those that relate to the municipal wastewater system are included within the sewer infrastructure referenced on p. 40.

- A variety of equipment primarily associated with transportation services (76% of the Village's equipment costs are assigned to transportation services)
- Public works building, public works Quonset hut and sand storage

The Village's 80 streetlights are owned and maintained by Fortis BC, but funded by the Village. As part of the Village's asset management plan, an inventory, condition assessment and risk for all infrastructure was created in 2020. Figures 3.9 and 3.10 reflect the renewal costs of the stormwater and the road infrastructure (as recorded in 2020). The condition of the road overlay and the stormwater pipes are shown in Figures 3.11 and 3.12 below.

Figure 3.9: Stormwater Infrastructure Renewal Cost (2020)

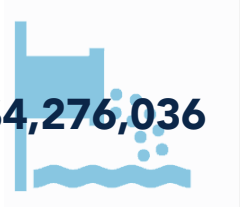


Figure 3.10: Road Overlay Renewal Cost (2020)

Figure 3.11: Stormwater Condition by Linear Metre

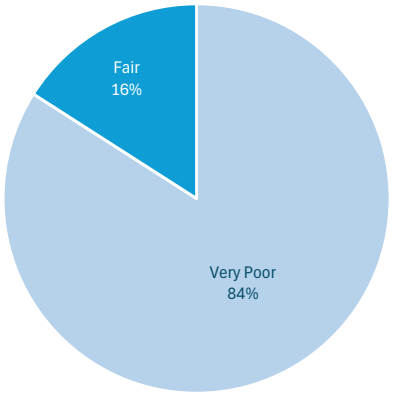
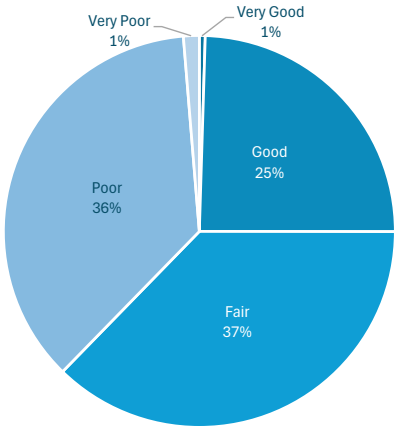


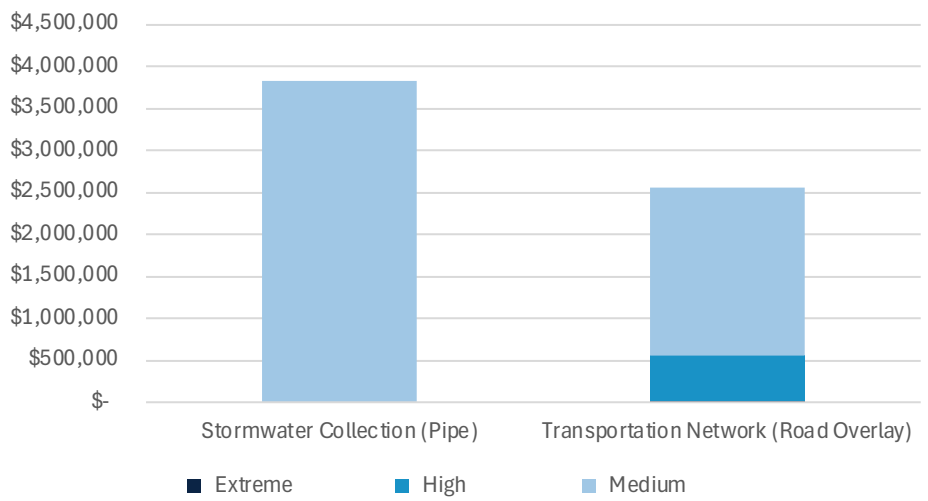
Figure 3.12: Road Overlay Condition by Area (m^2)



The following chart (Figure 3.13) provides the risk profile for renewal costs (estimated in 2020) for the transportation (road and stormwater) infrastructure components.[12]

[12] Note that the risk profile does not take into account capital upgrades between 2020 and 2023

Figure 3.13: Risk Profile, Warfield Transportation Infrastructure
Asset value with medium to extreme risk



Staffing

Transportation services are provided primarily by public works staff, although some contract services are also used to assist in the delivery of the service. The public works staff consists of a public works foreman, and three public works operators. The public works department makes use of a public works consultant to assist with a variety of public works related tasks. Transportation is budgeted for an estimated 2.46 FTE in 2024. In addition, half of the two summer student positions (0.25 FTE) has been accounted for in the transportation FTE total.

Operating Costs

The costs of transportation services are shown in Figure 3.14. Of the operating budget for 2024, almost 44% represents labour costs (including on-call, seasonal and overtime). Contractor assistance represents 15.5% of the transportation budget ($103,750).

Figure 3.14: Transportation Operating Costs

Service Component	2024 Budget	2023 Actual
Public Works facilities	$97,350	$92,567
Public Works administration/on call	$116,100	$121,975
Transportation	$308,550	$461,619
Street lighting and signs	$52,150	$50,869
Equipment	$96,650	$112,245
TOTAL	$670,800	$839,275

Revenue

Transportation services are generally paid for through property taxes, with no significant revenues.

Capital

The Village has a capital plan for roadworks and stormwater infrastructure as part of its general capital five year plan. The capital expenses for transportation are referenced together with other general fund capital items later in this chapter.

ENVIRONMENTAL HEALTH

Service Overview

Environmental Health services include the garden and yard waste collection service, plus clean-up services within the Village, rentals to third parties, as well as maintenance of Village boulevards, including maintaining public trees.

Assets

There are no specific assets for Environmental Health services, because the yard waste collection is completed through a contract. The natural assets such as street trees have not yet been evaluated or included as capital assets in the Village's asset management database.

Staffing

The environmental health services are provided through a combination of contracts (yard waste collection, public tree maintenance) and public works staff. Total staffing represents 0.15 FTE.

Operating Costs

Operating costs for Environmental Health are shown in Figure 3.15 below.

Figure 3.15: Environmental Health Operating Costs

Service Component	2024 Budget	2023 Actual
Yard waste collection	$43,500	$84,178
Village clean-up	$4,900	$5,868
Third party rentals	$600	$0
Trees and boulevard maintenance	$73,500	$69,549
TOTAL	$122,500	$159,595

Revenues

The environmental health budget includes revenues from rentals, as well as fees for yard waste collection. Yard waste fees were $53.75 per residence in 2024 ($51.00 if paid on or prior to the last business day in February), resulting in $41,300 in revenue. The Village has $124,950 in rentals, the majority of which is rental of the fire hall to the RDKB fire service.

GENERAL GOVERNMENT & FISCAL SERVICES

Service Overview

General government includes all the administrative functions necessary to run the municipality, including supporting Council, as well as the functioning of the Village municipal office. Fiscal services such as bank services and leasing, are also included in this section. The Village has a lease through the Municipal Finance Authority for John Deere equipment that expired in April 2024, but is reflected within the 2024 budget. The lease for acquiring the Village's Vactor runs until April 2028.

Assets

The primary asset of the Village in this service category is the municipal hall building. An associated storage shed located on the same property (555 Schofield Highway) is included in the estimate of renewal cost for the buildings, shown in Figure 3.16.

Figure 3.16: Village Buildings Renewal Cost (2020)

Staffing

General government services are provided by a combination of Village staff and contractors. The general government staff include the chief administrative officer/chief financial officer (0.65 FTE), an accounting and operations support clerk (0.8 FTE), and a payroll and administrative clerk (0.7 FTE). Corporate officer support is provided

on contract. A total of 0.08 FTE from public works is associated with and assigned to general government services.

Operating Costs

The operating costs for general government and fiscal services is shown in Figure 3.17 below. When fiscal services is combined with general government, the labour costs reflect close to 47% of the combined 2024 budget.

Figure 3.17: General Government & Fiscal Services Operating Costs

Service Component	2024 Budget	2023 Actual
Legislative services	$59,250	$54,779
Administration/Labour	$397,400	$335,679
Office/Computer	$102,600	$84,284
Audit/Legal	$60,700	$112,038
Insurance	$76,500	$77,347
Election	0	0
Other	$73,600	$76,473
Bank service charges	$3,950	$3,429
Rentals & leases	$77,750	$90,889
TOTAL	**$851,750**	**$834,918**

Revenues

Although not necessarily generated specifically by the general government services or administration department, revenues provided through grants and miscellaneous sources are accounted for in the government services and administration section. Revenues include unconditional grants from the provincial government, intended to assist with administrative costs, but also franchise fees, taxes based on revenues earned by utility companies (required by legislation), penalties and interest charged during tax collection and miscellaneous fees. Revenues are shown in Figure 3.18.

Figure 3.18: General Government Revenues

Revenue Source	2024 Budget	2023 Actual
1% Utility Taxes	$23,750	$21,918
Franchise Fee (Fortis Agreement)	$23,550	$23,566
Interest	$37,500	$43,048
Penalties and Interest	$14,900	$17,311
Miscellaneous	$3,250	$5,463
Small Communities Grant	$463,000	$452,000
TOTAL	**$565,950**	**$563,306**

WATER SERVICES

Service Overview

The Village has a water treatment plant and municipal water distribution system with approximately 736 residential and 13 non-residential or mixed-use connections, and an agreement with Teck to supply chlorinated Columbia River water to the Village. The water supply agreement is scheduled to expire in 2026, but an agreement is currently being negotiated to extend that agreement to allow the Village additional time to establish its own water source independent of Teck. This section includes information on the existing system and assets, and the condition of those, as well as the plans underway to establish a new water source.

It is worth emphasizing that infrastructure is one of the Village's key themes identified within the strategic plan, including specific priorities referencing the need to secure a new water supply for the Village to support long-term needs, as well as to undertake upgrades to the water treatment plant to ensure it can continue to meet the needs of the community into the future.

- **Water Treatment Plant and Distribution System**

  A water distribution system for the communities of Annable, Lower Warfield and Upper Warfield was constructed in 1938, and subsequently upgraded in 1959, including the replacement of the original pump station and tank, and the addition of pressure reducing stations. Construction of the Village's water treatment plant was undertaken in 1965, funded by BC Hydro and constructed by Cominco in response to an expectation of an adverse impact on water quality caused by the construction of the Hugh Keenleyside Dam (originally called the High Arrow Dam when completed in 1968). According to a water treatment plant assessment report prepared for Warfield in 2022,[13] relatively little has changed at the plant since that time and most plant components are original. In 2008, Teck Cominco and the Village of Warfield entered into a Water Agreement to facilitate the transfer of control and responsibility for the water treatment plant over to the Village. The Village subsequently assumed ownership and operation of the water treatment plant as part of the initial phase of the agreement.[14]

  An assessment of the water treatment plant was completed in 2022 by True Engineering. The assessment noted that rehabilitation of the plant, and completion of some notable upgrades, could provide acceptable service levels for another 20-year period. The report highlighted the need for several upgrades, estimated at approximately $1,475,000:

  - Repair clarifier roof
  - Rehabilitate painted steel water retaining structures (gravity filters and flume)

[13] True Engineering, Water Treatment Plant Assessment, Village of Warfield, February 2022

[14] The agreement with Teck Cominco provides for the transfer of the water treatment plan, however it notes that should the Village no longer require the treatment facility, the plant would be transferred back to Teck ownership for $10.

- Install magnesium anodes (gravity filters and clarifier
- UV disinfection so the clarifier can be taken offline for maintenance and de-sludging
- Structural repairs to the building
- Heating and ventilation improvements
- Electrical and system control upgrades
- Replacement of natural gas piping and heating/ventilation improvements to the chlorination room
- Building lighting improvements and removal of obsolete electrical equipment

The cost estimate for the higher priority (first five year) upgrades in the assessment was $575,000, with priorities for years 6 to 20 totalling another $900,000 (Class C estimates). In 2023 the estimate for the treatment plant upgrades was updated to $1,675,000[15] in a pre-design report. Some issues and risks were identified in the report that could impact costs and require additional upgrades. The same report noted that the construction of a new water treatment plant (as an alternative) would likely be in the range of $8 million (Class D estimate).

➤ **Water Supply**

As referenced previously, Teck continues to provide chlorinated water to the Village of Warfield. In 2008, Teck and Warfield entered into a Water Agreement that obliges the Village to construct its own raw water supply by 2025. Although the use of any new supply will not be operational by the end of 2025, the Village is proceeding towards the construction of a new supply source. In 2022 an intake location was selected and preliminary design of an access road was completed. In 2023, a pre-design report provided concepts and costs for other major project components, including:

- River Intake
- Pump Station
- Access Road
- Watermain
- Existing Flume Pump House

The report estimated the intake cost to be approximately $10.9 million (in addition to the water treatment plant upgrades).

Alternate Solutions

Prior to commissioning the pre-design work for a new water intake, the Village funded a 2018 feasibility study that reviewed several future raw water sources. That study concluded that the Columbia River and the City of Trail treated water were the only viable sources of raw water.

[15] True Engineering Columbia River Intake Water Supply Pre-Design Report, March 2023 p. 14.

The recommendation from the 2018 feasibility study was that the Village of Warfield and City of Trail work towards an agreement which would result in Warfield receiving treated water from the City of Trail. However, the report acknowledged that linking the water system to Trail would trigger an amalgamation process – an element that was not evaluated as part of the process. The report concluded that if a solution between the Village of Warfield and City of Trail is not viable or supported, then the Village would need to complete preliminary design for a new Columbia River intake.

Subsequent to the pre-design report on the Columbia River intake, the City of Trail has been evaluating options for its own water system, that could potentially provide options for Warfield. [16] The decision to proceed with the Columbia River intake was therefore delayed while these other options were considered. The Village is currently assisting and working with Teck to finalize an extension to the Water Agreement to provide the Village with an extension (potentially another five years) to identify a feasible solution. At this point Trail has rejected an option that was under consideration, and the Columbia intake is back to being the Village's preferred solution. However, in the absence of significant grant funding, there is little capacity for Warfield to proceed.

Assets

The Village of Warfield has a total of 24.67 km of water pipes, including service connection lines, distribution force mains, and transmission force mains. The condition of these assets (as documented in 2020) is summarized in Figure 3.19. The renewal cost (2020) of the entire water distribution and treatment system is $23,382,313, including:

- Water treatment plant
- Reservoir and reservoir building
- Pump stations
- PRV stations
- Pipes (service connections distribution force mains, transmission force mains)
- 80 Hydrants
- Valves (Curb stops and main gates)
- Parts (Caps)

Figure 3.19: Village Water Distribution Renewal Cost (2020)

[16] Trail was considering developing a second water line to cross the Columbia River that involved running a water line directly across the river from the Trail WTP, potentially creating alignment with Warfield, and negating the need for Warfield to construct a river intake. However, after an initial engineering review and feasibility assessment, Trail has decided not to pursue this option.

The components are itemized in the table (Figure 3.20) below, followed by a graph of the condition assessment of the water distribution pipes by linear metre. Because underground assets are not easy to inspect, pipe condition in the asset management databased is based on date of installation and estimates of life span.

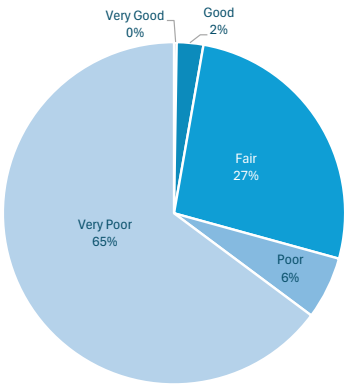
Figure 3.20: Water System Components and Renewal Costs

Service Component	Renewal Cost
Pipes	$7,428,463
Reservoirs (#1 and #2 Jacobs Street, 1 Bingay Road) plus building	$7,285,000
Treatment plant	$2,640,000
Valves (curb stop and main gate)	$2,400,000
Pump station and pump house	$2,258,000
PRV stations	$849,600
Hydrants	$500,000
Pump	$12,500
Cap	$8,750
TOTAL	$23,382,313

Staffing

The operation of the water treatment plant has been contracted to RDKB since 2011. The most recent agreement extends to December 31, 2025, and ensures that a trained and certified operator, with appropriate accreditation, operates the water treatment plant. The operations agreement includes testing, inspections, calibration, and adjustments to meet the requirements for the permits granted by the Interior Health Authority.

Figure 3.21: Water pipes condition by linear metre



The Village is responsible for the operation and maintenance of any pump station, reservoir or any part of the distribution system. The RDKB informs the Village of all required maintenance items noted during the operations of the treatment plant.
The Village's public works staff dedicates approximately 0.37 FTE to various water system maintenance related services.

Operating Costs

The estimated operating costs for the water system are included in Figure 3.22 below.

Figure 3.22: Water Operating Costs

Service Component	2024 Budget	2023 Actual
Administration	$20,100	$4,354
Purification and treatment	$249,100	$232,934
Operation and maintenance	$78,600	$77,470
Debt charges	$99,750	$99,722
Transfer to water reserve fund	$79,300	$79,300
Transfer to capital	$80,000	$75,000
TOTAL	$606,850	$568,780

Revenues

The water operating fund revenues come from a combination of the user fees, parcel taxes and a water system improvement tax.

The water user fee for residential properties in 2024 (as per Bylaw 946) is $549.30 per residential dwelling ($511 if paid on or before the last business day in February), and $264.10 for secondary suites ($245.70 if paid by the last business day in February).

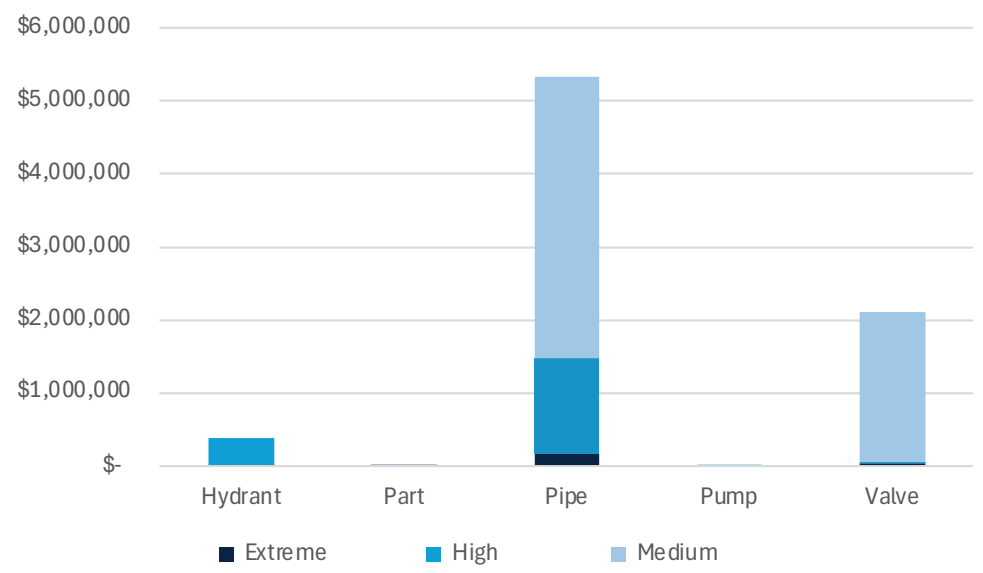
In addition to user fees, there is a "works and services" parcel tax, which helps to offset both operating and capital expenses, and a "water improvement parcel tax" intended primarily to fund water-related capital expenditures. The works and services parcel tax was $310 in 2024, and the resulting revenue is split between the General Operating Fund to offset public works expenses, and water ($79,360) that is transferred to the Water Capital Reserve Fund. The water improvement parcel tax in 2024 was budgeted for $120, resulting in approximately $95,000 in revenue.

Capital

As noted previously, the water treatment plant is in need of approximately $1,675,000 in improvements. The budget includes money set aside for water reserves and capital. In 2024, $79,300 (the works and services parcel tax) is budgeted to be allocated to water reserves, and an additional $80,000 is budgeted for water capital items. The financial goal is to gradually increase funding for capital from operating revenue. The budget also notes that the development of an independent water source that removes the Village's dependency from Teck will need to be factored into the Five Year Plan once estimates are available.

The following chart provides the risk profile for renewal costs (estimated in 2020) for the water infrastructure components.[17]

Figure 3.23: Risk Profile, Warfield Water System
Asset value with medium to extreme risk



[17] Note that the risk profile does not take into account capital upgrades between 2020 and 2023

Figure 3.24 shows the planned capital expenses for the water fund anticipated over the next five years, as well as the funding source.

Figure 3.24: Water Capital Expenses and Funding Sources

Service Expense	2024	2025	2026	2027	2028
Intake					
Water Treatment Plant	$115,000				
PRV	$75,000	$115,000	$113,000	$122,000	$114,000
Conservation	$50,000				
Other	$260,000				
TOTAL	$500,000	$115,000	$113,000	$122,000	$114,000
Revenue Source					
Water Revenues	$80,000	$90,000	$100,000	$110,000	$114,000
Surplus	$105,000	$25,000	$13,000	$12,000	
Reserves	$115,000				
Gas Tax					
Grants	$200,000				
TOTAL	$500,000	$115,000	$113,000	$122,000	$114,000

Reserves and Operating Surplus

The Village has a water reserve fund, and a capital fund. At the end of 2023 the water reserve fund had $317,435. At the end of 2024, after transfers from the Village's revenues, as well as some expenditures, the water reserve fund is budgeted to be $283,335. In addition, at the end of 2023 the water operating fund had a surplus of $374,646.

SEWER SERVICES

Service Overview

The Village of Warfield provides local wastewater collection services to 734 residential connections, and 10 non-residential properties, (741 parcels) through a series of pipes and infrastructure within the municipality. The municipal system collects sewage and delivers it to the regional sewage mains, which receive sewage from the participating areas of Trail, Warfield, Rossland and a small portion of Electoral Area B (Oasis and Rivervale). The sewage is then processed in the Columbia Pollution Control Centre, located in Trail (see below). Warfield's share of the operating and capital cost of the regional treatment plant and inter-municipal collection is provided through a contract, and is recovered through the Village's levies on properties that are connected to the sewer.

Assets

Warfield's network of wastewater collection pipes totals 16.672 km of transmission mains and service connection pipes, 257 manholes, 5 cleanouts, 1 lift station and 1 pump. The renewal cost of the municipal system was estimated in 2020 at just under $9 million[18] and is shown in Figure 3.25. The condition of the pipes is depicted in Figure 3.26. Because underground assets are not easy to inspect, pipe condition in the asset management databased is based on date of installation and estimates of life span.

As noted previously, the RDKB owns the CPCC and the transmission mains that collect the municipal sewage; those assets are not included here.

Figure 3.26: Municipal sewer pipes condition by linear metre

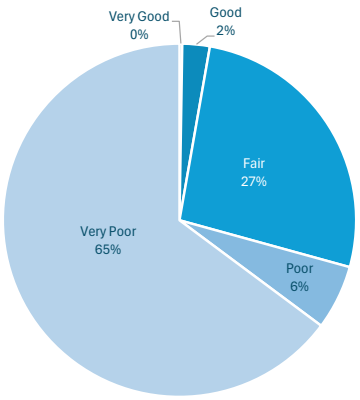


Figure 3.25: Village Sewer Distribution Renewal Cost (2020)

Staffing

The Village maintains the local sewer collection infrastructure through a combination of contracted services and public works staff at the Village. A total of 0.35 FTE is attributed to the sewer service.

Operating Costs

The operating costs of the sewer service include the labour for the local collection system and lift stations, but also the amounts allocated to the treatment contract through the RDKB. Operating costs are shown in Figure 3.27 on the following page.

[18] No adjustments have been made for inflation in the Asset Management Program capital estimates, nor any changes resulting from any capital expenditures since 2020.

Figure 3.27: Sewer Operating Costs

Service Component	2024 Budget	2023 Actual
Administration	$7,500	$0
Maintenance and collection	$83,250	$31,795
Lift stations	$12,050	$694
Regional District contract	$325,000	$274,277
Transfer to capital/reserve fund	$120,000	$173,220
TOTAL	$547,800	$479,986

Revenue

The costs of providing sewer services are recovered primarily through parcel tax ($570 in 2024) and non-residential sewer user fees. Connection fees provide some limited additional revenues. User fees vary for non-residential uses depending on the type of business and the combination of residential units on the site.

Capital

As noted previously, the sewer infrastructure is in need of upgrades. Figure 3.28 provides the risk profile for renewal costs (estimated in 2020) for the Village's sewer infrastructure.

Figure 3.28: Risk Profile, Warfield Sewer System (including RDKB Assets)
Asset value with medium to extreme risk

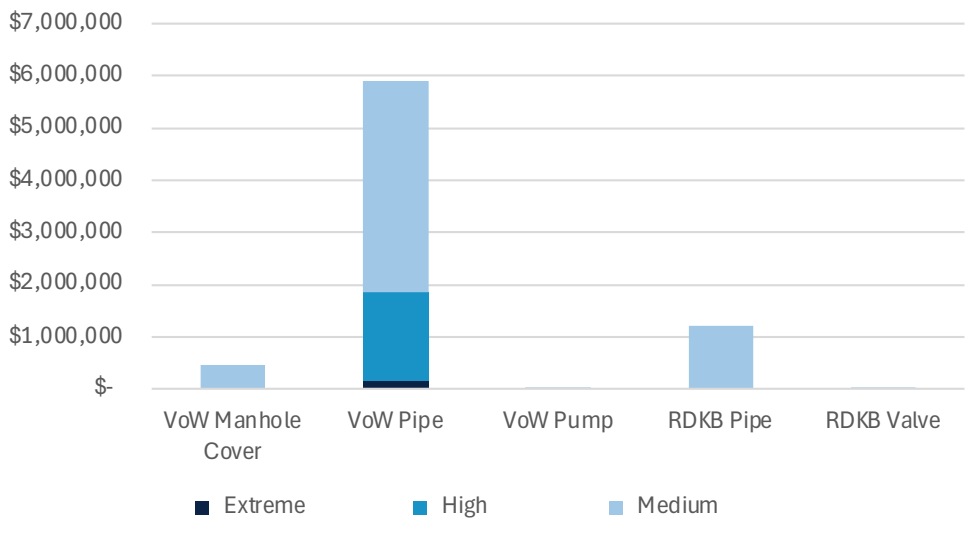


Figure 3.29 on the following page shows the planned capital expenses for the sewer fund anticipated over the next five years, as well as the funding source.

Figure 3.29: Sewer Capital Expenses

Service Expense	2024	2025	2026	2027	2028
Inflow & Infiltration	$75,000				
Lines & Mains	$240,000	$115,000	$115,000	$115,000	$115,000
Lift Stations					
Other					
TOTAL	$315,000	$115,000	$115,000	$115,000	$115,000
Revenue Source					
Sewer Revenues	$120,000	$115,000	$115,000	$115,000	$115,000
Surplus	$70,000				
Reserves					
Grants	$125,000				
TOTAL	$315,000	$115,000	$115,000	$115,000	$115,000

As noted in Figure 3.29, $120,000 is budgeted to be set aside from the sewer operating budget in 2024 for sewer capital works, with $115,000 in subsequent years.

In addition to the works referenced above, the RDKB will be undertaking significant work to upgrade the treatment facility (CPCC), which will include debt to fund the local share of the project. Operating costs are expected to increase with the plant upgrades.

Reserves

The Village does not have a sewer reserve fund; capital items are funded through the sewer operating fund revenues (see Sewer Revenues in Figure 3.29), as well as the fund's surplus. At the end of 2023 the sewer operating fund had a surplus of $872,481.

GENERAL CAPITAL PLAN

The Village does not have a history of building capital reserves, and until recently did not have established asset management practices. In past years the Village used surplus funds to supplement operations, and maintain a lower tax rate. However, over the past few years the Village has advanced its capital planning and asset management practices, and is setting aside funds in anticipation of significant future capital works and infrastructure renewal costs, and considering amortization costs. Over the past few years the Village has built an asset management database to help the Village evaluate risks and costs for the Village's infrastructure.

The table (Figure 3.30) on the following page shows some of the capital costs anticipated over the next five years relating to the general Village services (not including sewer and water funds), as well as the funding sources.

Figure 3.30: 5 Year Capital Plan – General Services

Service Expense	2024	2025	2026	2027	2028
Administration		$40,000			
Transportation	$345,000	$229,000	$115,000	$150,000	$300,000
Recreation & Culture	$64,500		$74,300		
TOTAL	$409,500	$269,000	$189,300	$150,000	$300,000
Revenue Source					
General Revenues	$72,450	$119,000	$189,300	$150,000	$239,300
Surplus	$18,550				$60,700
Reserves	$168,500				
Grants	$150,000	$150,000			
TOTAL	$409,500	$269,000	$189,300	$150,000	$300,000

Reserve accounts

The Village has reserve accounts set aside for equipment, general capital, growing communities fund, and the community hall. Not including the water reserve fund (referenced previously), or the gas tax funds, the Village had an additional $1,105,906 in reserve fund accounts at the end of 2023 (beginning of 2024).

At the end of 2023, the Village had $1,587,064 in unspent gas tax funds that can be spent on eligible infrastructure categories. In addition, approximately $60,000 from other grants (Columbia Basin Trust and UBCM 911 grants) had not been spent at the end of 2023.

A surplus for the general operating fund also exists. At the end of 2023, the general operating surplus was $273,989.

Figure 3.31 provides a summary of the unspent funds at the end of 2023, as referenced in the Village's audited financial statements, including reserve fund and operational surplus amounts.

Figure 3.31: Reserves and Surplus – End of 2023

Accounts/Funds	End of 2023 Total
Water Reserve	$317,435
Equipment Reserve	$1,119
General Capital Reserve	$69,089
Community Hall Reserve	$1,809
Growing Communities Fund	$943,889
Community Works Fund (Federal Gas Tax)	$1,587,064
Other Grants (unspent – Columbia Basin Trust and UBCM 911 Next Generation)	$60,163
General Fund Surplus	$273,989
Water Fund Surplus	$374,646
Sewer Fund Surplus	$872,481
TOTAL	$4,501,684

CHAPTER 4
REGIONAL DISTRICT & PROVINCIAL SERVICES

This chapter of the *Report* provides an overview of each of the regional district services the Village participates in, and therefore receives and pays for, as well as services provided by the Province and provincial agencies.

REGIONAL DISTRICT SERVICES

The RDKB provides many services to Warfield. As noted in Chapter 3, the Village has contracted RDKB to deliver some municipal services such as building inspection and operation of the municipal water treatment plant. Those contracts and agreements were referenced in the municipal services in Chapter 3, and recovered through property and parcel taxes and user fees.

In addition to those contract arrangements, the Village participates in several regional and sub-regional services that are established by and through the RDKB, with costs apportioned to those that participate in the service. This section summarizes the following services that are provided to Warfield by the RDKB, including whether the service is provided on a regional basis (to all electoral areas and municipalities) or sub-regional (to a sub-set of jurisdictions):

- Regional administration and General Government
- Planning and Development
- Feasibility Studies
- Police Based Victims' Assistance
- Regionalized Solid Waste Management
- Emergency Preparedness
- 9-1-1 Emergency Communications
- East End Economic Development
- Culture, Arts and Recreation in the Lower Columbia
- Fire Protection Regionalized East End
- Cemeteries – East End
- East End Transit
- East End Sewer Utility

Administration and General Government (Regional)

Similar to the administration services at the Village of Warfield, this service provides for legislative, legal and administrative support to the RDKB Board of Directors and RDKB staff. The service enables the sharing of the the costs of corporate administration (legislation, voting, record keeping, bylaws, legal matters, Freedom of Information & Privacy Protection), finance, human resources, information technology, communications, occupational health and safety, and climate action and sustainability. Costs for administration of electoral area services and support for electoral area directors is recovered separately and allocated only to electoral areas.

Regional Planning and Development (Regional)

In addition to providing land use planning and development services for the region's five unincorporated (electoral) areas, the RDKB planning department provides services to the region's municipalities, including:

- floodplain management and other environmental protective measures that apply to the land base across our region
- coordination of land use strategies with municipalities in urban fringe areas
- preparation of housing needs reports for the broader region
- preparation of multi-jurisdictional studies and initiatives, such as the South Kootenay Agricultural Strategy and multi-use transportation corridor connecting South Kootenay communities
- Hosting of an interactive web map service, and development of GIS-based mapping products for the entire region

Reserve for Feasibility Studies (Regional)

The region has a reserve for feasibility studies, typically used to support analysis for new regional services proposed by electoral areas or municipalities. All the region's jurisdictions (eight municipalities and five electoral areas) are participants in the service. There are no contributions to this reserve planned for 2024, however some studies are anticipated in 2024, so annual requisitions of close to $15,500 (shared amongst all regional jurisdictions) are anticipated in future years.

Police Based Victims' Assistance (Sub-regional)

Victims' assistance is a service that provides 24-hour access to professionally trained staff and volunteers to support victims following a traumatic experience. The service is provided at the Greater Trail and District RCMP detachment and services the municipalities of Rossland, Trail, Fruitvale, Montrose, and Warfield, as well as Electoral Areas 'A' and 'B'. The Regional District of Kootenay Boundary and the BC Ministry of Public Safety and Solicitor General co-fund the program.

Regionalized Solid Waste Management (Regional)

Solid waste management at the RDKB includes the management and operation of the region's solid waste facilities (landfill and transfer station), as well as a solid waste planning function, the preparation and updating of a solid waste management plan for the region, and coordination of curbside collection of garbage and organics.

- **Curbside Collection**

  Warfield transitioned to having RDKB provide weekly curbside collection of garbage in October 2023 to help facilitate the collection of organics at the same time. RDKB provides organics and garbage collection in Rossland, Warfield, Trail, Montrose, Fruitvale, and Areas A & B. Garbage collection is a user-pay, bag-tag system that allows for the dual collection of garbage and food waste at the same time using split packer trucks. Weekly curbside garbage collection is provided to single-family homes and multi-family units (four units or less) in the Kootenay region. Apartments and businesses contract garbage collection through private waste haulers. The cost of garbage collection is on a per tag basis, at $3

per tag (for one can of garbage). Residents can purchase garbage tags at the Village hall or Petro Canada. The cost of the broader service, including organics collection, is recovered from residents in Warfield through the regional requisition, (2024 requisition is $59,270).

Recycle BC provides bi-weekly curbside collection of recycling throughout the Regional District. Both the garbage and organics collection, as well as the curbside recycling are provided through contracts with GFL Environmental.

- **Landfill Operations**
  The RDKB owns and operates three landfill sites, three staffed transfer stations and four unstaffed transfer stations. The landfill closest to Warfield is the McKelvey Creek Landfill, located at 1900 Hwy. 3B in Trail. The landfill is open seven days a week, from 8:30 am to 4:30 pm. In addition to receiving garbage from commercial customers and household waste from the general public, the McKelvey Creek landfill provide areas for the collection of recyclable materials (including garden waste, clean wood waste and scrap metal), product care depot (paint, pesticides and flammable liquids), construction/demolition waste, and disposal of controlled waste (controlled waste requires approval), as well as furniture, appliances, mattresses and empty propane tanks.

- **Solid Waste Management Plan**
  The Province of BC's *Environmental Management Act* mandates that regional districts prepare and regularly update solid waste management plans. A solid waste management plan reflects a long-term vision for how each regional district manages its solid waste, including diversion and disposal. The RDKB's *Solid Waste Management Plan* (SWMP) outlines commitments to solid waste diversion and management to 2025, and was last updated in 2005. The plan has been supplemented by the region's Organics Management Strategy that was completed in 2019.

Emergency Preparedness Program (Regional)

The RDKB Emergency Program is responsible for implementing the region's Emergency Plan to support residents during emergencies. The program offers preparedness tips for floods and fires and provides communications as well as supports during emergencies through the Emergency Operations Centre (EOC). All the region's municipalities are participants in the service and actively involved in the regional emergency management program through the regional EOC.

911 Emergency Communications (Regional)

The RDKB provides 911 emergency telephone service for the entire regional district. The RDKB partners with Regional District of Central Okanagan (RDCO) who administers the service to nine regional districts through E-Comm, a 911 service provider located in the Vancouver area.

East End Economic Development (Sub-regional)

The East End Economic Development supports the newly merged Lower Columbia Community Development Team Society (LCCDTS) and Lower Columbia Initiatives Corporation (LCIC). The corporation and parent organization recently amalgamated into one entity that handles both economic and community development. The partnership is supported by the five eastern municipalities — City of Rossland, City of Trail, Village of Warfield, Village of Montrose, Village of Fruitvale and electoral areas A & B of the Regional District of Kootenay Boundary. The City of Trail provides its contribution through a direct municipal agreement rather than through the RDKB.

The combined mandate is still to provide economic development services within the Lower Columbia Region, foster economic growth and serve as the 'first place of call' as opportunities develop. The new structure is intended to help the organization more efficiently pursue funding and partnerships, and eliminate administrative duplication. The goal is to maintain all economic development activities while broadening the scope of work to include community development. The merged entity is working with its municipal stakeholders (Rossland, Warfield, Trail, Montrose, Fruitvale and Areas A and B) on a rebrand and new name.

Culture, Arts & Recreation in the Lower Columbia (Sub-regional)

The RDKB service supports recreation and cultural services in the Greater Trail area, through this service which supports a number of local arts and cultural organizations and facilities through grant funding, including the Trail and District Arts Council, (which, in addition to offering programs and events, manages the Bailey Theatre), Visual Arts Centre (VISAC) Gallery, Trail Museum and Archives and others.

Fire Protection Regionalized East End (Sub-regional)

The RDKB provides fire/rescue services across the region except in the Village of Midway (Midway Fire Rescue) and in the City of Grand Forks (Grand Forks Fire Rescue), which operate their own fire rescue services in close cooperation with the RDKB. The region employs full- and part-time paid and volunteer fire fighters that respond to structural fires, automobile accidents, wilderness rescues, natural disasters and other threats or hazards to human safety. They also perform fire inspections of public buildings. The RDKB east regionalized fire service rents the Village's fire hall as a base for responding to Warfield and area emergencies.

Cemeteries – East End (Sub-regional)

The Village participates in an "east end" cemeteries service to share in the costs of providing and maintaining a cemetery for residents. The service helps to maintain Mountain View cemetery, established in 1930 and located just above the Old Trail Cemetery on Highway 3B between Rossland and Warfield.

East End Transit (Sub-regional)

West Kootenay Transit offers scheduled service to major destinations and residential areas, regional services connect between larger West Kootenay communities – the 98 Castlegar/ Trail operates between Trail and Castlegar and the connecting 99

Castlegar/Nelson operates between Castlegar and Nelson – and health connections service that provides accessible transportation options to access non-emergency medical appointments. HandyDART is door-to-door, shared service for people who are unable to take the fixed-route service.

Funding for West Kootenay Transit is cost shared between the Regional District of Central Kootenay, Regional District of Kootenay Boundary, City of Nelson and BC Transit. Funding for Health Connections service is provided by the Interior Health Authority. Decisions on fares, routes and service levels are made by local governments based on recommendations by the West Kootenay Transit Committee (made up of local government representatives), based on public feedback and information provided by BC Transit. Buses are operated by PW Transit. Operating costs are met by a combination of farebox revenues and joint local and provincial funding.

The Village of Warfield is serviced primarily by routes #46 and 48 that also service Rossland, and route 45 goes between Teck's Warfield plant and Trail.

East End Sewer Utility (Sub-regional)

The RDKB owns the Columbia Pollution Control Center (Centre), which is a primary level sewage treatment facility within Trail that provides regional wastewater treatment and disposal for approximately 14,000 residents of Trail, Rossland and Warfield, as well as the two smaller adjacent rural communities of Oasis and Rivervale.

The current primary treatment consists of screening of the wastewater to remove trash and coarse solids, followed by gravity settling to remove grit, and primary sedimentation to separate crude solids from the raw wastewater. The treated water is disinfected using chlorine gas, and de-chlorinated prior to its discharge to the Columbia River. Waste solids from the primary clarifiers are stabilized in two anaerobic digesters and then dewatered and biosolids are disposed at the landfill, for inclusion into composting.

In December 2021, the RDKB announced it had received a $46 million infrastructure grant to modernize the sewer plant and upgrade to secondary treatment. The grant came from the federal and provincial governments through the Investing in Canada Infrastructure Program. The upgrades are expected to cost $63 million (2021 estimates).

REGIONAL DISTRICT REQUISITION

The cost of each of the services referenced above includes the administration costs allocated to that service, in accordance with the RDKB cost allocation policy approved by the Board. The requisition for each service included below is apportioned between the participating jurisdictions on the basis of converted assessment. An exception is the sewer service, which apportions the cost between the participating communities

on the basis of monthly flows generated from each community, as well as the planning fringe agreements which reflect a base fee plus an area charge.

The following table provides the 2024 requisition amount from the RDKB to the Village of Warfield for each of the RDKB services, as well as the associated residential tax rate and resulting cost on the average valued residential property in Warfield. Note that the following represents the requisition for regional services that apply to all of Warfield, and does not include municipal services that have direct municipal agreements with RDKB that were referenced within the previous municipal services and budgets (general, water and sewer), including building inspection, water operations contract and sewer treatment.

Figure 4.1: RDKB Services and 2024 Requisition Amounts

Service	Warfield Requisition	Residential Tax Rate	Tax Impact*
Administration & General Government	$34,625	0.1013	$43.53
Planning & Development	$6,965	0.0204	$8.76
Feasibility Studies	$0	0.0000	$0.00
Victim's Assistance	$4,790	0.0140	$6.02
Regionalized Solid Waste Management	$59,270	0.1734	$74.51
Emergency Preparedness Program	$13,382	0.0392	$16.82
911 Emergency Communications	$10,624	0.0311	$13.36
East End Economic Development	$21,077	0.0617	$26.50
Culture, Arts & Recreation	$13,780	0.0403	$17.32
Fire Protection Regionalized East End	$230,025	0.6730	$289.19
Cemeteries – East End	$30,481	0.0892	$38.32
East End Transit	$80,482	0.2355	$101.18
Adjustment	($63)	(0.0002)	($0.08)
TOTAL	$505,438	1.4787	$635.44

** on an average single-family residential property assessed at $429,717*

PROVINCIAL GOVERNMENT SERVICES

The Province of BC provides a number of services to Warfield, including:

- Police
- Schools
- Health
- Ambulance

- **Policing**

Under the *Police Act*, responsibility for policing rural and unincorporated areas of British Columbia, as well as municipalities with population below 5,000, rests with the provincial government. The province contracts delivery to the RCMP. Services include uniformed patrols, response-to-call duties, investigative services, community-based policing, traffic enforcement and administrative support to provincial detachments.

Warfield is served by the Kootenay Boundary regional detachment, which is part of the Kootenay Boundary regional detachment that services Castlegar, Grand Forks, Kaslo, Midway, Nakusp, Nelson, Salmo, Slocan Lake, as well as the "Trail & Greater District" which includes Warfield, Fruitvale, Montrose and Rossland. The Trail and Greater District area, with a service population of 12,192, has an authorized strength of eight shared general duty/general investigation service officers (three officers in charge and five general investigation officers) that are based in the Trail detachment. The City of Trail, because they have a population that exceeds 5,000, have their own municipal unit with an authorized strength of 14, that is funded separately (Trail pays for 70% of its policing costs).

The province pays 70% of the total RCMP cost for Warfield; the federal government pays the remaining 30%. The provincial government recovers 33% of the legislated cost (just under 50% of its portion) through the police tax, which all unincorporated areas and municipalities under 5,000 population began to pay in 2007. The tax is collected as a property value tax (land and improvements). The 2024 residential police tax rate in Warfield is 0.2972 per $1,000 assessed value, or a total of $127.71 on an average (2024) residential home in Warfield ($429,717). It is worth noting that in 2024 Greenwood has the same residential police tax rate as Warfield, but the rate is higher than the other RDKB municipalities under 5,000 (Montrose, Fruitvale, Rossland, Midway, Grand Forks), which is in part a reflection of the municipal tax base.

The total amount collected from Warfield from the police tax in 2024 was $101,583. Expressed differently, the amount recovered for policing represents $57.95 per capita (based on 2021 Census numbers). There are no other direct costs for policing services levied to Warfield.

- **Schools**

The province is responsible for education services, which are delivered by the Kootenay-Columbia School District #20. The Board of Trustees that governs the School District is comprised of nine trustees. The Board's duties and responsibilities include public oversight of education, finance, facility management, human resources, and policy, as well as public meetings and community consultation. Webster Elementary School is the only public school within Warfield.

Funding for schools is recovered through school taxes levied on all properties.

The school tax rate for Warfield was 1.7434 in 2024, or $749.17 on a residential home (valued at $429,717). The school tax raised a total of $579,643 from all the properties in Warfield in 2024.

➢ Health

Interior Health is the authority mandated (and funded) by the province to deliver health care programs and services to residents of Warfield. Interior Health delivers a wide range of services, including:

- hospital services
- home and community care
- long-term care
- seniors care
- end of life care
- environmental health
- prevention and health promotion
- mental health and substance use
- public health

Almost all areas of the province are located within regional hospital districts. While many hospital districts share the same boundaries and local government jurisdictions as regional districts, Warfield and all RDKB jurisdictions are part of the West Kootenay Boundary Regional Hospital District, which includes the Regional District of Central Kootenay (RDCK) and RDKB. The main purpose of the WKBRHD is to provide funding for hospital equipment and capital projects. Projects and priorities are proposed each year by the Interior Health Authority (IHA), with a list developed in consultation between the IHA and WKBRHD. The hospital district typically pays for 40% of the cost of approved projects while the remaining 60% is funded by the Provincial Government or through donations provided by local hospital foundations. A hospital district property (value) tax is levied in every regional hospital district to raise the hospital district's portion of funding.

In Warfield the taxes that are directed to local healthcare facilities show up on the property tax bills as the WKBRHD tax. The two main hospitals servicing the WKBRHD include the Kootenay Boundary Regional Hospital (KBRH) in Trail as well as the Kootenay Lake Hospital in Nelson. KBRH opened in 1954 and offers a variety of health-care services including 24-hour emergency and trauma services, Level 2 laboratory, acute and obstetrical care, psychiatry, and chemotherapy.

The tax rate for the WKBRHD in 2024 is 0.15775, or $67.79 on a home with an assessed value of $429,717. The total funds raised from Warfield toward hospital facilities in 2024 was approximately $53,000.

Some recent capital projects funded in part by the WKBRHD include the redevelopment of the KBRH, with the most recent improvements completed in

2023. Improvements over the past five years included a two-storey addition that is home to a new emergency department and day surgery unit, as well as renovations and upgrades to the pharmacy, oncology, physiotherapy departments, the cast clinic and a renovated health information management area. The new emergency department opened in 2020, with the expanded pharmacy, renovated oncology department, a modernized physiotherapy department and an upgraded cast clinic completed in 2022.

- **Ambulance Service**

The BC Ambulance Service is a provincially-funded and delivered service provided by BC Emergency Health Services. The BC Ambulance Service provides emergency pre-hospital treatment and transportation by ambulance, and is the largest provider of emergency health care in Canada.

BC Emergency Health Services operates three dispatch operations centres in Vancouver, Victoria and Kamloops that manage the receipt of all 911 calls and coordinate responses to those calls. The centres operate 24 hours a day, seven days a week and are the first point of contact for people requiring emergency pre-hospital care. The Kamloops Dispatch Operations Centre provides service to the RDKB, including Warfield. In 2019, new technology was implemented that enables the emergency medical call-takers to answer and process 911 requests for service for any of the three dispatch centres, and the communities they serve.

BC Ambulance Service dispatch operations centres are staffed by emergency medical dispatchers and call takers. When a call for help is received, they use a medical priority dispatch system to assess the severity of the patient's condition and respond with the appropriate help. The BC Ambulance Service prioritizes how ambulances are dispatched based on the caller's description of the nature and extent of the medical condition or injury, which allows for the most critical patients to be attended to first. An updated system for assigning paramedics, ambulances and other resources to 9-1-1 calls was introduced in 2018. The new Clinical Response Model is aimed at more accurately matching resources to the needs of the patient.

Dispatch Operations coordinates the movement of paramedic crews (including helicopters and bike squads) to provide optimum coverage of resources and sharing of information to ensure the fastest and best possible response to patients. Dispatchers work closely with partner agencies such as police, fire, search and rescue and coast guard to ensure that British Columbians have access to timely and effective care. Provides service to all communities outside of the Lower Mainland and Vancouver Island, throughout the Interior and Northern BC. Covering one of the largest geographical areas in North America, Kamloops Dispatch Operations Centre receives an average of 500-600 calls a day and is responsible for dispatching ambulances to 98 communities throughout British Columbia.

The ambulance service is not taxed separately, so there is no specific tax rate related directly to BC Ambulance Services.

TECK

Although not a regional district or provincial service provider, Teck, formerly known as Cominco, provides water services to the Village of Warfield. The company built a fertilizer plant and a residential area for its workers in the 1930s, as well as the necessary infrastructure services. Warfield incorporated as a village in 1952, and while the incorporated area did not include the fertilizer plant, Cominco continued to provide infrastructure services to the incorporated community. Only recently has the Village begun to secure a water supply independent from Teck. As noted in Chapter 3, water from the Columbia River is pumped by Teck to reservoirs where it is chlorinated and pumped to the Warfield Water Treatment Facility. The Warfield Water Treatment Plant treats water with rapid sand bed filtration, and chlorination before water is supplied to the Village of Warfield. Teck has in place procedures to deal with potential emergency situations such as microbiological or chemical contamination, Columbia River contamination, loss of pumping facilities, loss of chlorination, loss of treatment facilities, cross connection contamination, broken water mains, power failure, terrorism/vandalism, railway accident (adjacent to pump house). The Village of Warfield has responsibility for testing the water and to notify water users of any water related health risks.

As noted previously, the Village is in the process of identifying a plan and the associated works to secure its own water supply. At that time, the Village would no longer rely upon Teck for water services.

APPENDIX I Warfield 2024 Operating Budget

1. Revenue

REVENUE	2024 Budget	2023 Actual
Sale of Services		
Garbage Fees	$41,300	$108,048
Pool/Concession	$57,250	$55,417
Community Hall	$23,000	$20,256
Special Events	$3,500	$1,515
Preschool	$37,500	$33,594
Other Revenue Own Sources		
Licenses/Permits	$12,200	$12,222
Fines	$150	$100
Rental	$124,950	$108,277
Franchise	$23,550	$23,566
Interest	$37,500	$43,048
Penatlies and Interest	$14,900	$17,311
Misc	$3,250	$5,463
Grants		
Small Communities	$463,000	$452,000
Conditional Grant (CBT)*	$50,000	$1,280,557
Taxes		
Property Tax	$1,128,950	$992,741
Works & Services Parcel Tax	$164,350	$243,350
1% Utility Tax	$23,750	$21,918
Transfer from Surplus	$201,900	$342,560
Total Revenue	**$2,411,000**	**$3,761,943**

** 2023 grants included one-time Growing Communities Fund grant provided to all BC local governments (Warfield received allocation of $1,193,000). Warfield also received $269,804 in Community Works (Gas Tax) Funds, but these are not shown as operating revenues*

2. Expenses

EXPENSES	2024 Budget	2023 Actual
Recreation & Culture		
Recreation	$169,500	$162,350
Youth Group Program	$40,000	$31,413
Preschool	$43,200	$38,795
Pool Maintenance	$85,700	$66,248
Pool Operations	$100,000	$109,069
Community Hall	$38,800	$35,500
Parks	$56,300	$53,021
Beautification	$0	$538
Special Events	$7,500	$2,674
Food Advisory	$3,200	$4,540
Protective Services		
Bylaw Enforcement	$17,500	$12,147
Hydrants	$45,000	$15,744
Animal Control	$2,200	$0
Building Inspection	$38,350	$44,082
Planning & Development (Environmental Development)		
Development Services	$40,250	$26,271
Easements	$6,000	$2,530
Transportation		
PW Facilities	$97,350	$92,567
PW Administration	$116,100	$121,975
Transportation	$308,550	$461,619
Street Lighting & Signage	$52,150	$50,869
Equipment	$96,650	$112,245
Environmental Health		
Garbage Collection	$43,500	$84,178
Village Clean-Up	$4,900	$5,868
Third Party Rentals	$600	$0
Trees & Boulevards	$73,500	$69,549
General Government & Fiscal Services		
Legislative	$59,250	$54,779
Administration/Labour	$397,400	$335,679
Office/Computer	$102,600	$84,284
Audit/Legal	$60,700	$112,038
Insurance	$76,500	$77,347
Elections	$0	$0
Other	$73,600	$76,473
Bank Service	$3,950	$3,429
Rentals & Leases	$77,750	$90,889
Transfer to Capital	$72,450	$131,500
Total Expenses	**$2,411,000**	**$2,438,710**

APPENDIX I Warfield 2024 Operating Budget

3. Water Fund

REVENUE	2024 Budget	2023 Actual
Parcel Taxes	$79,300	$79,300
Water Improvement Parcel Tax	$95,400	$87,340
Water User Fees	$420,550	$405,592
Water Connection Fees	$0	$1,950
Transfer from Surplus	$11,600	$0
Total Revenue	$595,250	$574,182
Expenses		
Administration	$20,100	$4,354
Purification & Treatment	$249,100	$232,934
Operations & Maintenance	$78,600	$77,470
Debt Charges	$99,750	$99,722
Transfer to Water Reserve	$79,300	$79,300
Transfer to Capital	$80,000	$75,000
Total Expenses	$606,850	$568,780

4. Sewer Fund

REVENUE	2024 Budget	2023 Actual
Parcel Taxes	$506,050	$447,700
Sewer User Fees	$41,000	$38,196
Sale of Service	$750	
Transfer from Surplus	$0	
Total Revenue	$547,800	$485,896
Expenses		
Administration	$7,500	$0
Maintenance & Collection	$83,250	$31,795
Lift Station	$12,050	$694
RDKB Contract	$325,000	$274,277
Transfer to Capital	$120,000	$173,220
Total Expenses	$547,800	$479,986

APPENDIX II – WARFIELD STAFFING AND CONTRACTING SUMMARY

Service / Department	2024 FTE	Included in FTE	Contracts & Agreements
Recreation & Culture	2.49	• PW time (0.5) • Pool manager and guarding/cashier staff (1.07) • Preschool supervisor and assistant (0.67) • 1 summer student (0.25)	• Senior's coordinator (shared with Rossland and Trail) • Warfield Youth coordinator • Agreement with Trail for recreation and library services
Protective Services	0.11	• PW staff time (hydrant maintenance) (0.11)	• Building inspection (RDKB) • Bylaw enforcement (Rossland) • Contract assistance (hydrant maintenance) as required
Planning & Development	0.00		• WSP planning contract • Agreement with RDKB for shared decision-making in fringe areas
Transportation	2.71	• PW staff time (2.46) • 1 summer student (0.25)	• PW consultant • Contract assistance as required
Environmental Health	0.15	• PW staff time (0.15)	• Yard waste collection contract (GFL) • Public tree maintenance contract
General Government & Fiscal Services	2.23	• CAO (0.65) • accounting & operational support (0.8) • payroll & administration (0.7) • PW staff admin (0.08)	• Corporate Officer • Contractors/consultants for projects (asset management, strategic planning, etc. as required) • IT contractor (DHC)
Water	0.37	• PW staff time (0.37)	• Treatment plant operation (RDKB) • Water supply (Teck) • Consultants as required
Sewer	0.35	• PW staff time (0.35)	• Sewage treatment (RDKB)
TOTAL	8.41		

APPENDIX III Sample 2024 Property Tax Notice

Your property tax notice includes a combination of Village services, regional district services, but also Provincial services, and services provided by other agencies. The following provides a 2024 tax bill for a residential property in Warfield valued at $429,717.

1. Village of Warfield Taxes

	Tax Rate	Total Tax on $429,717 Residential
Municipal Property Tax	3.4330	$1,475.22
Sewer Parcel Tax	$570/parcel	$570.00
Water Parcel Tax	$120/parcel	$120.00
Works & Services Parcel Tax	$310/parcel	$310.00
Subtotal for Village taxes		**$2,475.22**

2. RDKB Services Provided to Warfield

	Tax Rate	Total Tax on $429,717 Residential
Emergency Services		
Emergency Perparedness Program	0.0392	$16.82
911 Emergency Communications	0.0311	$13.36
Fire Protection Regionalized East End	0.6730	$289.19
Police Based Victims' Assistance	0.0140	$6.02
Planning & Development		
Planning & Development	0.0204	$8.76
East End Economic Development	0.0617	$26.50
Culture, Arts & Recreation		
Culture, Arts & Recreation	0.0403	$17.32
Environmental Services		
Regionalized Solid Waste Management	0.1734	$74.51
Community Services		
Cemeteries - East End	0.0892	$38.32
East End Transit	0.2355	$101.18
Administration		
General Government Administration	0.1013	$43.53
Feasibility Studies (Regional)	0.0000	$0.00
RDKB Adjustments	(0.0002)	($0.08)
Subtotal for RDKB taxes	**1.4787**	**$635.44**

Denotes Region-wide Service

3. Provincial and Agency Property Taxes

	Tax Rate	Total Tax on $429,717 Residential
Police Tax	0.2972	$127.71
School Tax	1.7434	$749.17
Regional Hospital District	0.1578	$67.79
Municipal Finance Authority	0.0002	$0.09
BC Assessment Authority	0.0347	$14.91
Subtotal for Provincial and Agency taxes	**2.2333**	**$959.67**

TOTAL TAX BILL	**$4,070.33**

4. User Fees (Not included on Tax Notice)

Water User Fee*	$549.3/parcel	$549.30
Yard Waste Collection Fee*	$53.75/parcel	$53.75
RDKB Garbage Collection Fee per bag **	$3/bag or can	$156.00
Subtotal for User Fees		**$759.05**

** User fees would not normally be included on a property tax bill, but are shown here. Discounted rates ($511 and $50) are available if paid in full on or before the last business day in February.*

*** Garbage Fee assumes one bag/can of garbage every week for the year (52 cans).*