



OKSIR PROGRAM REQUESTS FOR RESOLUTIONS

Regional District of Central Okanagan
November 23, 2020



OPENING COMMENTS

- Meeting Operational Targets (Less than 0.2% damage in 90%)
- Envy of Apple Growing Regions (\$650K in sales, increasing annually)
- A Decade of Zero Increases (while revenues decreased)
- Still Burdened with 30-year old Legislation (sales, taxes, other pests)




PRESENTATION TO BOARD

- SIR Governance Review
- Working Group on Apportionment
- Cost-sharing Options
- Recommendations
- Request for Resolutions



GOVERNANCE REVIEW

- CAOs Committee recommended in early 2019 that SIR begin review
 - ✓ prompted by desire to examine value tax apportionment
 - ✓ other issues to explore



Okanagan-Kootenay Sterile Insect Release Program
CAOs Committee Conference Call
December 10, 2018

RECORD OF DISCUSSION

BACKGROUND
The CAOs conference call meeting was prompted by a letter from RDNO's General Manager of Finance, to SIR's General Manager, on the subject of tax burden apportionment. The meeting was arranged to discuss the letter and its potential implications for the participating regional districts. The meeting was also structured, however, to review the context in which the existing cost-apportionment approach was established in 2006, and to consider additional legislative and structural issues of importance to the Program and the parties.

In advance of the conference call, CAOs were provided a copy of the RDNO Staff letter, a copy of a Briefing Note (*Apportionment of Value Tax Burden*) prepared by the Program's consultant, and a spreadsheet to show the potential financial implications of a change in apportionment for participating regional districts.

All CAOs participated in the meeting, including:

- Bill Newell, RDOS
- Brian Reardon, RDCO
- David Sewell, RDNO
- Charles Hamilton, CSRD

Melissa Tesche, SIR GM, called the meeting and participated in the discussion. Program consultant, Allan Neilson, facilitated the meeting.

DISCUSSION
RDNO Staff Letter
The RDNO Staff letter is self-explanatory. It identifies that the current method of apportioning

the value tax burden among program participants is based on 2006 converted assessments (land) of the regional districts. The focus on 2006 assessments conflicts with section 4(2) of the 1990 *Okanagan-Kootenay Sterile Insect Release Service Regulation*, which focuses on current-year values. RDNO Staff request in their letter that the Program's actual apportionment method be aligned with that of the regulation.

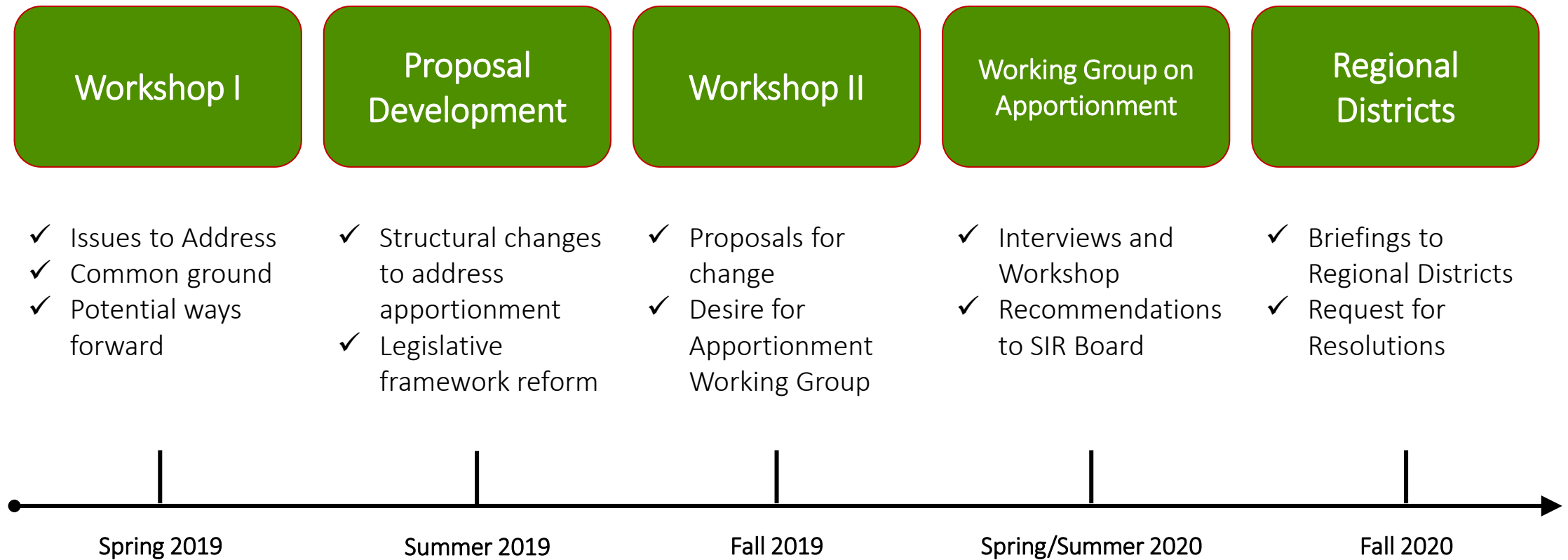
Context
The facilitator gave an overview of the context in which the current apportionment method was developed:

- In 2006, the SIR Program was in a period of instability. Regional District Central Kootenay was seeking withdrawal; and support for the Program among the other participating jurisdictions was uneven.
- The SIR Board at the time identified a number of specific concerns and structural issues that had been raised by Program stakeholders in the years leading up to 2006. With the support and involvement of the Ministry of Community Services (now Municipal Affairs and Housing), the Board and stakeholder representatives engaged in workshop discussions to address these concerns and issues.
- The outcome of the discussions was a "Recommended Post-2007 Program Structure". The recommended structure covered a broad range of service elements, including:



CAOs COMMITTEE CONFERENCE CALL
RECORD OF DISCUSSION

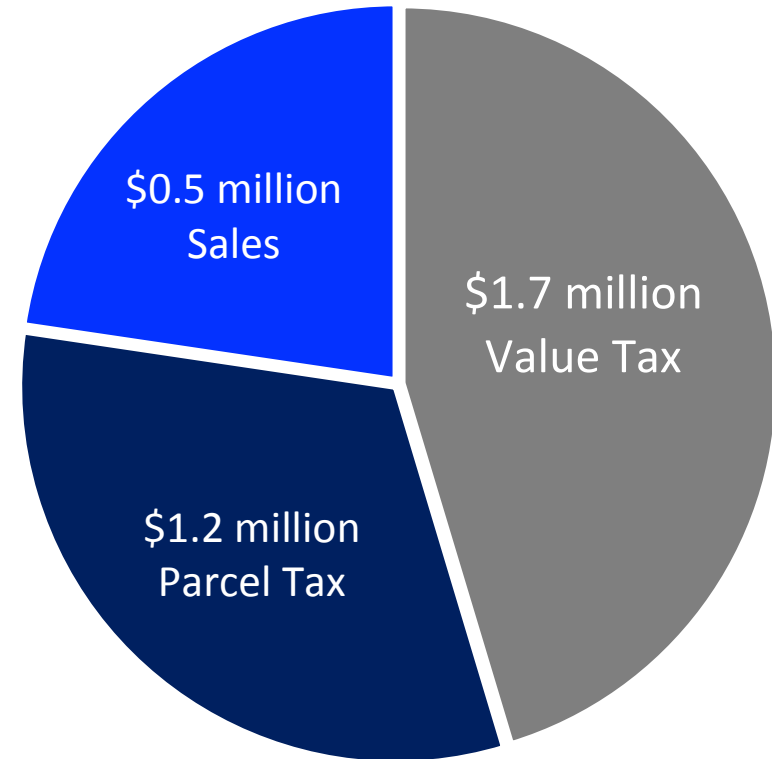
DECEMBER 10, 2018
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WORKING GROUP

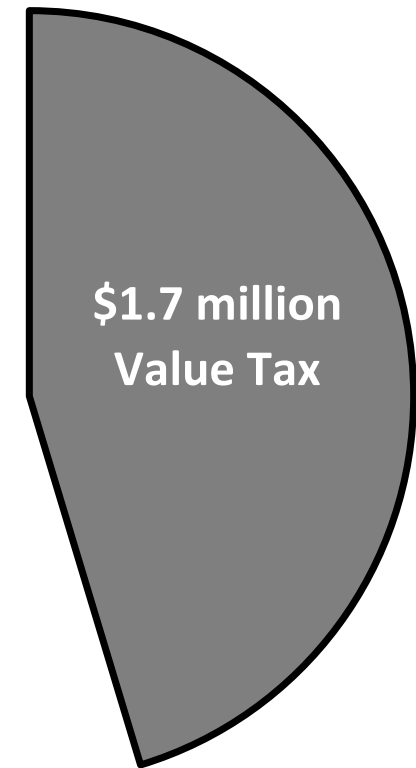
- Useful to remember how total funding for SIR works





WORKING GROUP

- Useful to remember how total funding for SIR works
- Working Group on Apportionment responsible for recommendation on value tax burden only





WORKING GROUP

- One SIR Director/Alternate, and CAO/designate from each Region
 - ✓ Director Sieben; Chair Given
 - ✓ CAO Reardon



Working Group on Apportionment Terms of Reference

The Working Group on Apportionment is responsible for recommending to the Okanagan-Kootenay Sterile Insect Release (OKSIR) Board of Directors a method of cost apportionment that promotes fairness among the regional districts that participate in the Sterile Insect Release (SIR) Program.

Working Group Background

The 1990 *OKSIR Regulation* prescribes that any value-tax burden generated by the SIR Program is to be allocated among participating regional districts on the basis of converted assessment (land). As a result of a review by the OKSIR Board in 2006, the participating regional districts agreed to change this prescribed cost-allocation method by fixing the proportion of costs assigned to each regional district on the basis of converted assessment (land) values recorded in 2006. The change to this fixed-proportion method was made to promote fairness among participants, given the assessment dynamic and other conditions in place in the SIR Program's service area at the time.

In 2018, one of the participating regional districts raised concerns regarding the fairness of the 2006 method. In view of these concerns, and in recognition that conditions throughout the service area have changed since 2006, the OKSIR Board, with the support of the participating regional districts, agreed to review cost apportionment for 2020 and beyond. The Working Group on Apportionment was established to assist the Board in this effort.

Working Group Responsibilities

The Working Group on Apportionment has been established by the OKSIR Board to identify and study apportionment options, and to recommend to the Board a preferred approach. In all, the Working Group is responsible for:

- understanding, through a review of key data, the current conditions in place throughout the SIR service area, including the area's assessment bases, population levels, distribution of pome fruit orchards, degree of participation by local jurisdictions, and other factors
- identifying the potential bases on which to allocate the Program's value-tax burden among participating regional districts
- assessing the merits of each cost-sharing approach, and setting out the implications (financial and otherwise) for the participating regional districts associated with each approach
- presenting to the OKSIR Board a report on the Working Group's study, complete with a recommended cost-sharing approach



WORKING GROUP

- Conducted mid-lockdown interviews with each delegation
- Held workshop in July, 2020



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FOUNDATION

- Key findings to highlight
 - ✓ Partnership is valued strongly
 - ✓ Benefit is targeted, but also broad
 - ✓ Fairest approach reflects in part each region's relative benefit
 - ✓ Hybrid approach
 - ✓ Service Area



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
June 10, 2020

BRIEFING NOTE

BACKGROUND
In late 2019, Okanagan-Kootenay Sterile Insect Release (SIR) Program Directors, Alternate Directors, and Regional District Chief Administrative Officers (CAOs) met in a facilitated workshop to review the apportionment of SIR Program costs among the four regional districts that participate in the Program. Arising out of the workshop, and based on consensus reached by workshop participants, the SIR Board of Directors established a Working Group on Apportionment. The role of the Working Group is to recommend to the Board a broadly-supported, preferred approach to sharing the value tax burden.

The Working Group is anticipated to meet in July, 2020 (see later). In anticipation of this first meeting, the SIR GM asked the Program's consultant to conduct brief interviews in late May, 2020, with each Regional District's representatives on the Working Group. The purpose of the interviews was twofold:


- > to re-connect with members after the COVID-19 hiatus
- > to better understand the different views and concerns that participants have with respect to cost-sharing

BRIEFING NOTE
This *Briefing Note* summarizes the feedback provided by Working Group members in the recent interviews with the consultant. Feedback is presented under the following topics:

- > Regional District Partnership
- > Program Benefit
- > Equity
- > Pragmatism
- > Preferred Cost-Sharing Factors
- > Other Program Revenues
- > Service Area
- > Parcel Taxes

A set of next steps and proposed timing are also presented.

COST-SHARING FOCUS
Before turning to the feedback it is important to clarify the role of the Working Group as it relates to the Program's different revenue sources. At present, the SIR Board relies primarily on two sources of revenue to cover the costs of the Program:

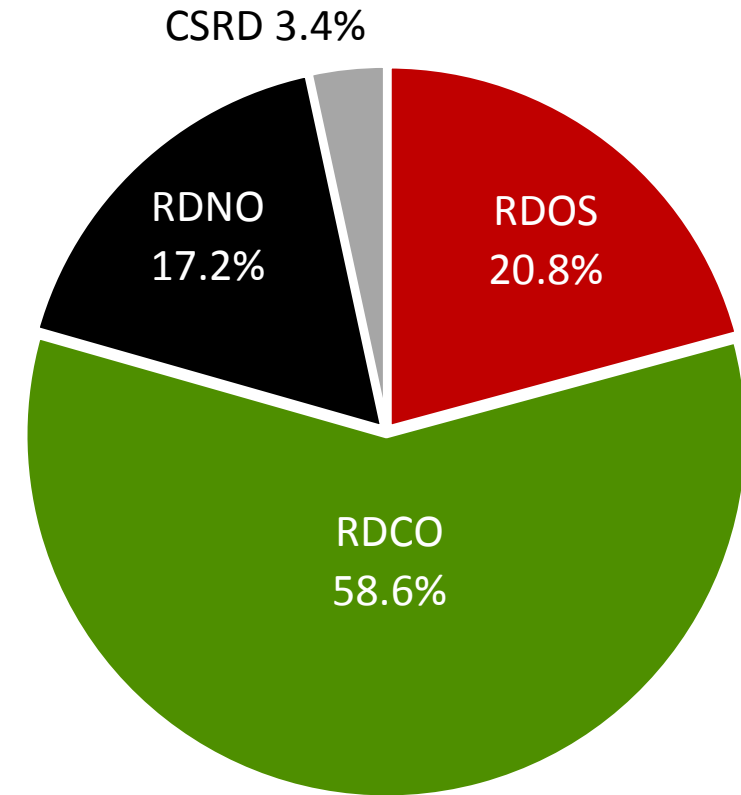


WORKING GROUP ON APPORTIONMENT
BRIEFING NOTE

JUNE 10, 2020
PAGE 1

COST-SHARING OPTIONS

- Current arrangement in place
 - ✓ fixed percentage for each Regional District
 - ✓ Percentages set at each region's 2006 converted *land* assessment, relative to whole
 - ✓ Fixed, not impacted by changes in assessment bases





COST-SHARING OPTIONS

- Option 1 – 50/50
Converted Assessment (L + I)
Taxable Acreage
-
- ✓ Full converted assessment base
 - ✓ Significant weight on acreage
 - ✓ Amounts allocated change in response to changes in assessment base and acreage



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
July 17, 2020

APPORTIONMENT OPTIONS

INTRODUCTION

This paper outlines, for discussion with the Working Group, a set of cost-sharing options that the Regional Districts of Okanagan Similkameen (RDOS), Central Okanagan (RDCO), North Okanagan (RDNO), and Columbia Shuswap (CSRSD) could use to allocate the SIR Program's value property tax burden.

The options have been developed based on the information and views brought forward by the Working Group members, most recently during interviews in June, 2020, with the SIR Program consultant. During those interviews Working Group members identified preferred cost-sharing factors, highlighted the potential for other program revenues, and set out important principles to guide the apportionment exercise. These principles included:

- > *Partnership* — Working Group members recognize the importance of the inter-regional partnership at the heart of the SIR.
- > *Broad Benefit* — Members recognize that the Program provides broad and significant benefit to all communities, residents, and ecosystems throughout the service area.

OPTIONS

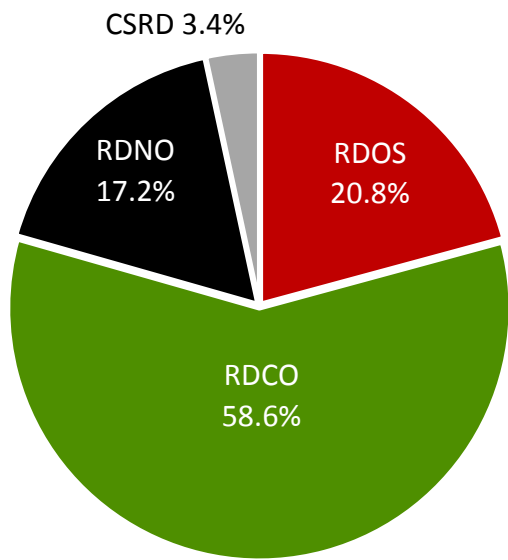
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- > *Equity* — Members believe that equity would be strengthened under a formula that reflects each region's relative benefit from the Program. Such a solution will take into account inter-regional differences in pome fruit acreage, in addition to an assessment base factor.
- > *Pragmatism* — Working Group members recognize that the actual dollar amount assigned to each Regional District is important to consider, cost-sharing rationale notwithstanding. Shifts in the tax burden must be pragmatic in order to win support.

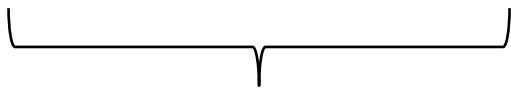


WORKING GROUP ON APPORTIONMENT
APPORTIONMENT OPTIONS

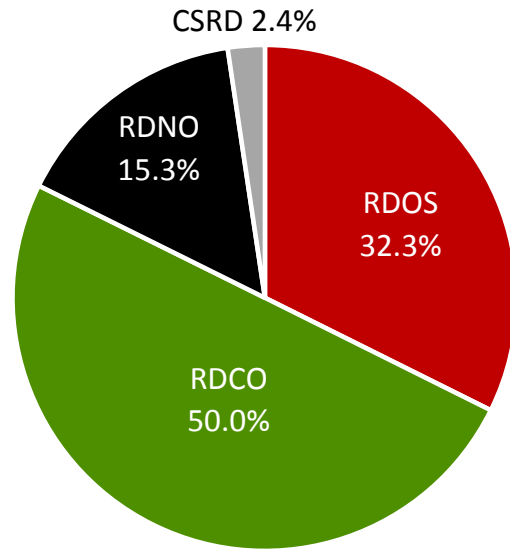
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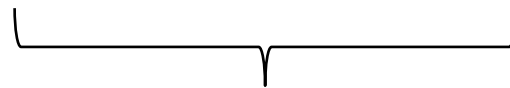
Current



Fixed



Option 1



Changes over time



COST-SHARING OPTIONS

- Option 2 – 75/25
Converted Assessment (L + I)
Taxable Acreage
-
- ✓ Full converted assessment base
 - ✓ Greater weight on broad benefit, but recognizes service provided
 - ✓ Amounts allocated change in response to changes in assessment base and acreage



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
July 17, 2020

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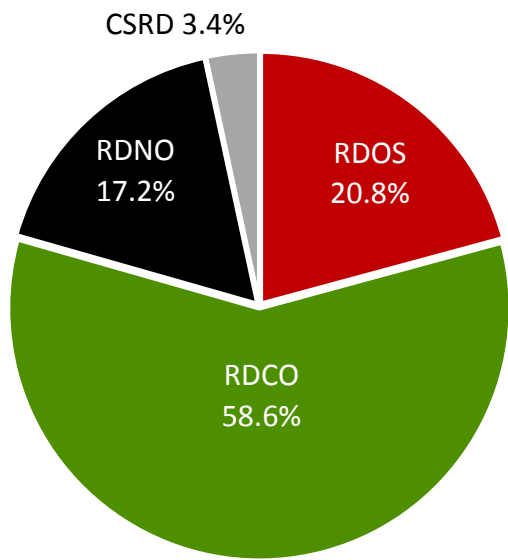
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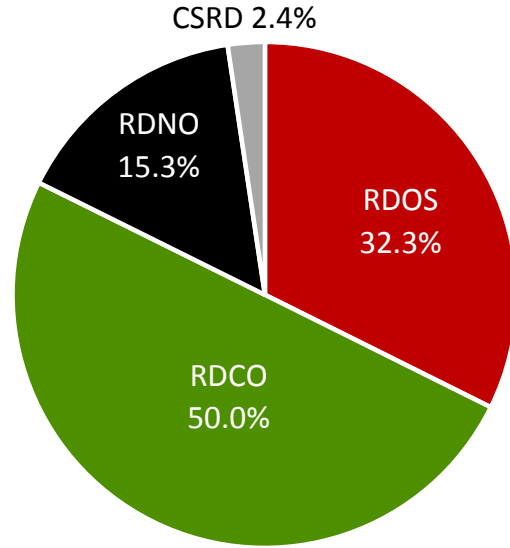


WORKING GROUP ON APPORTIONMENT
APPORTIONMENT OPTIONS

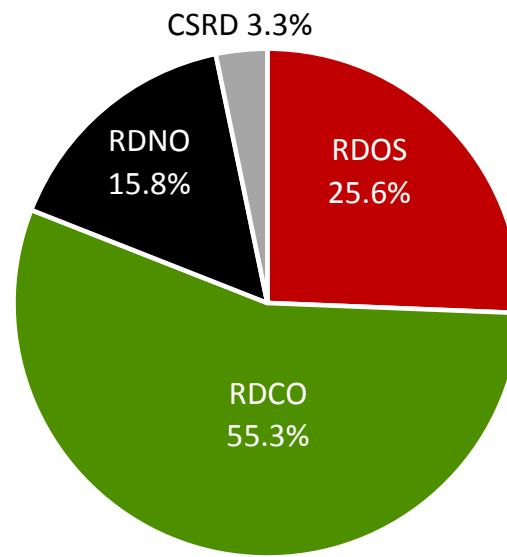
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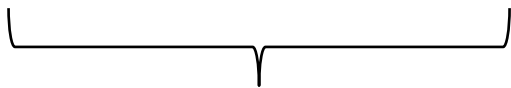
Current



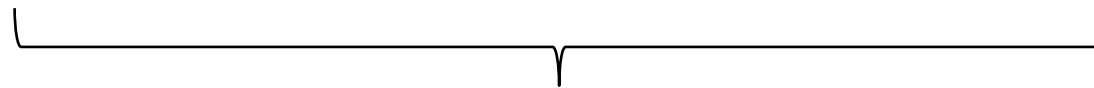
Option 1



Option 2



Fixed



Change over time



COST-SHARING OPTIONS

- Option 3 – 75/25
Converted Assessment (Land)
Taxable Acreage
-
- ✓ Greater weight on land assessment further moderates impact
 - ✓ Amounts allocated change in response to changes in assessment base and acreage



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
July 17, 2020

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WORKING GROUP ON APPORTIONMENT
APPORTIONMENT OPTIONS

JULY 17, 2020
PAGE 1



COST-SHARING OPTIONS

- Option 3 – 75/25
Converted Assessment (Land)
Taxable Acreage
-
- ✓ Less reflective of benefit to communities and residents
 - ✓ Equity concerns for RDCO given disproportionately high land base
 - ✓ May not fairly tax properties with relatively low land values



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
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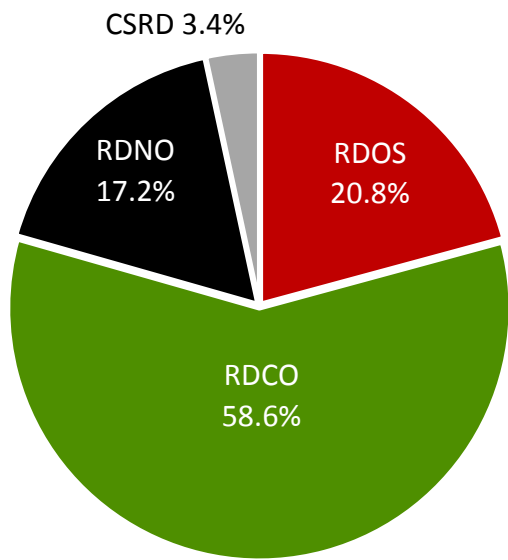
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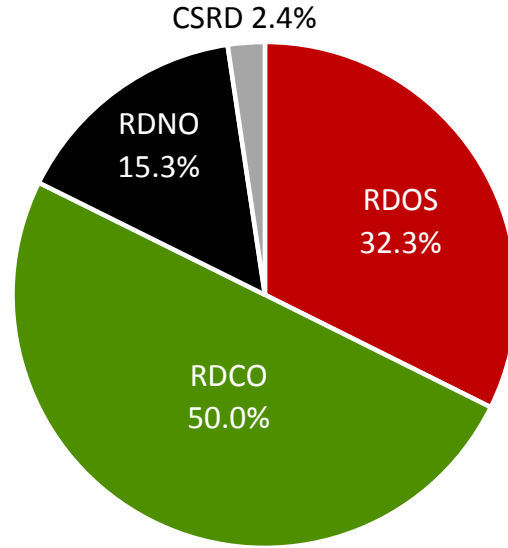


WORKING GROUP ON APPORTIONMENT
APPORTIONMENT OPTIONS

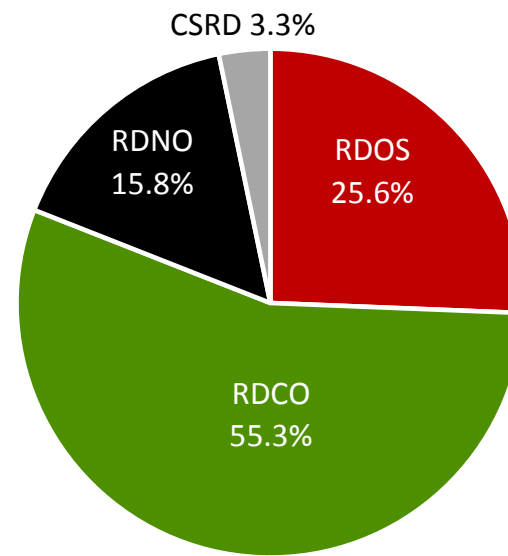
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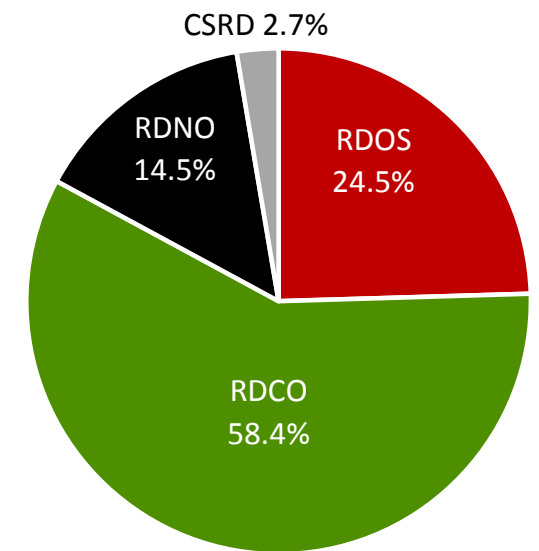
Current



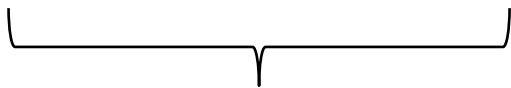
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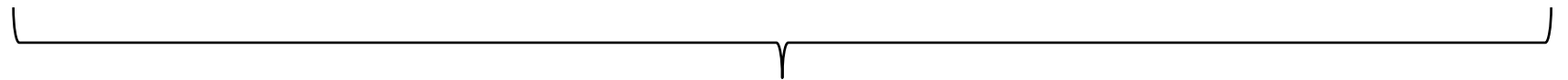
Option 2



Option 3



Fixed



Change over time



RECOMMENDATION

- Option 2 – 75/25
Converted Assessment (L + I)
Taxable Acreage

- ✓ broad benefit
- ✓ familiar basis
- ✓ RDCO's land values



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
August, 2020

SUMMARY OF WORKSHOP

INTRODUCTION
On July 17, 2020, the members of the *Working Group on Apportionment* met in a facilitated workshop to examine options for sharing among participating Regional Districts the annual value tax burden incurred to provide the SIR service. This paper summarizes the workshop discussions and key outcomes.

DISCUSSIONS
Mandate
The workshop began with a brief review of SIR cost recovery, which includes three major sources of revenue:

- parcel taxes paid by commercial growers
- value taxes paid by all local taxpayers, including commercial growers, throughout the service area
- sales of sterile codling moths and egg sheets to buyers outside of the service area

A fourth revenue source for the past several years has been an accumulated operating surplus which the Board has relied on in

place of tax increases to fund Program costs. Value tax revenues comprise the largest single component of cost-recovery, and account for close to 60% of all property taxes raised (parcel taxes account for just over 40%).

Members noted that the Working Group was established to address the value tax component — more specifically, the allocation of the annual value tax burden among participating Regional Districts. The parcel tax and sale-of-product revenues are outside of the Group's mandate.

Foundation Points
In the lead-up to the workshop, the SIR Program consultant interviewed each Regional District's Working Group representatives to gather ideas, identify concerns, and understand needs. Arising from the interviews was a set of foundation points to guide workshop discussions. These points were presented to participants both before and at the workshop as follows:



WORKING GROUP ON APPORTIONMENT
SUMMARY OF WORKSHOP

AUGUST, 2020
PAGE 1



RECOMMENDATION

- Phase-in provision (four years)



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
August, 2020

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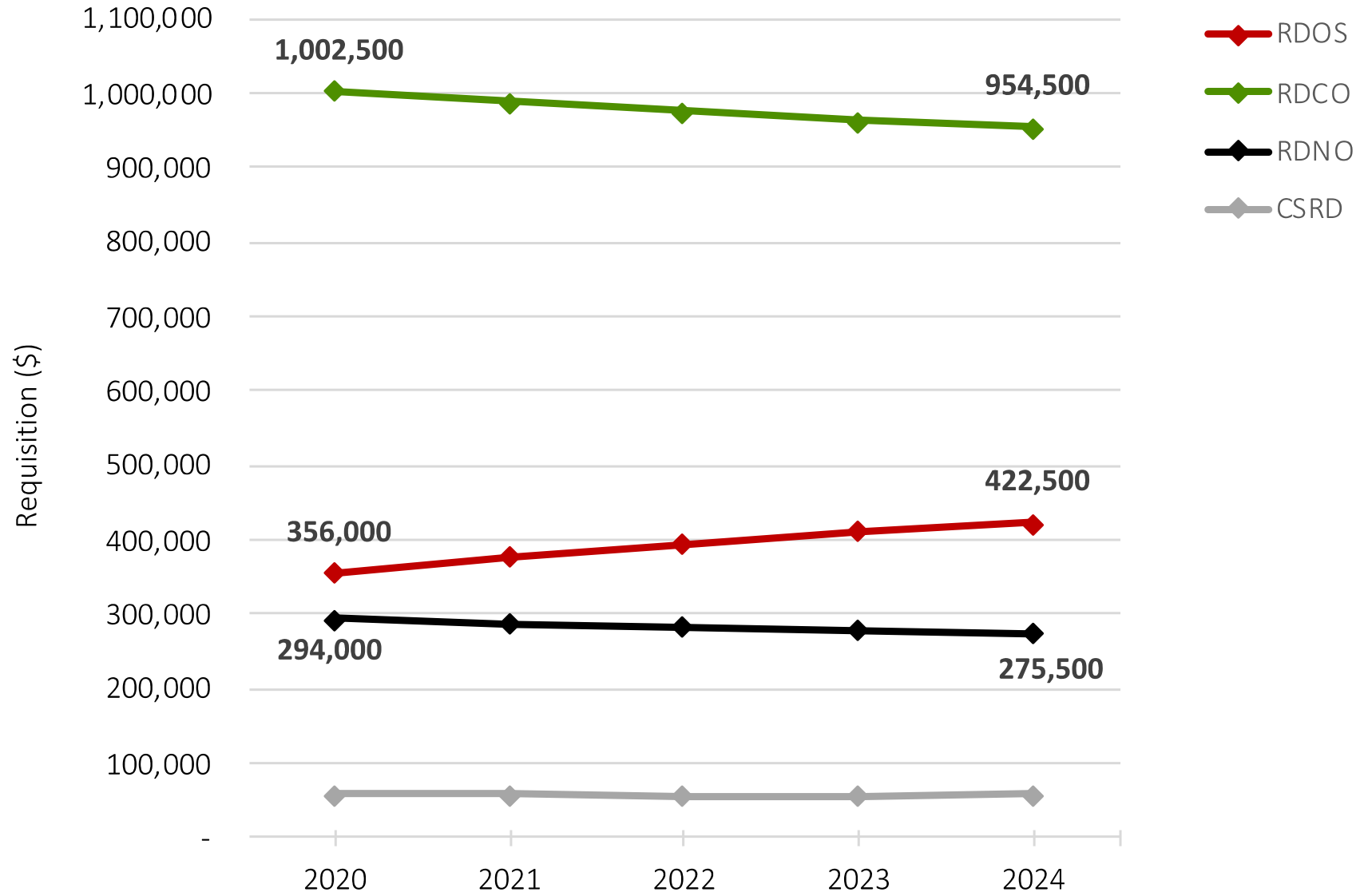
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RECOMMENDATION

- Phase-in provision (four years)
- Service area extension mechanism
 - ✓ criteria to expand service area
 - ✓ mechanism for adding new lands



Okanagan Kootenay Sterile Insect Release Program
Working Group on Apportionment
August, 2020

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WORKING GROUP ON APPORTIONMENT
SUMMARY OF WORKSHOP

AUGUST, 2020
PAGE 1



REQUEST FOR RESOLUTIONS

- Recommended apportionment
- Phase-in provision
- Order in Council



Okanagan-Kootenay Sterile Insect Release Program
Presentations to Regional District Boards on Apportionment
November, 2020

REQUEST FOR RESOLUTIONS

BACKGROUND

In late 2019, Okanagan-Kootenay Sterile Insect Release (SIR) Program Directors, Alternate Directors, and Regional District Chief Administrative Officers held a workshop to review the apportionment of the SIR Program's annual value tax burden among the four regional districts that participate in the Program. The workshop was convened as part of a broader SIR Governance Review that the SIR Board, with the support of the participating Regional Districts, initiated to examine the potential for legislative reform and related structural changes for the Program. The workshop was also held in response to concerns raised by the Regional District of North Okanagan regarding the fairness of the current value tax apportionment method, as well as the degree of consistency between the current method and that which is prescribed in the 1990 OKSIR Regulation.

Based on the outcomes of the workshop, the SIR Board of Directors established a Working Group on Apportionment comprised of equal numbers of representatives from each Regional District. The Working Group was asked to study the apportionment issue, consider alternate apportionment methods, and recommend a preferred path forward.

WORKING GROUP ON APPORTIONMENT

In the spring of 2020, members of the Working Group were interviewed to better understand the range of views to consider and to identify opportunities for consensus. In July, 2020, the members came together for a workshop to share

their views and consider specific apportionment options.¹

Foundation Points

The Group was guided in its discussions by a set of foundation points that emerged from the interviews:

- > *Partnership* — Working Group members recognize and wish to strengthen the importance of the inter-regional partnership at the heart of the SIR.
- > *Broad Benefit* — Members recognize that the Program provides broad and significant benefit to all communities, residents and ecosystems throughout the service area.
- > *Equity* — Members believe that equity will be strengthened under a formula that reflects each region's relative benefit from the Program. Such a solution will take into account inter-regional differences in pome fruit acreage in addition to differences in converted assessment.
- > *Pragmatism* — Working Group members recognize that the actual dollar amount assigned to each Regional District is important to consider, cost-sharing rationale notwithstanding. Shifts in the tax burden must be pragmatic to win support.
- > *Hybrid Approach* — Members support an approach to cost-sharing that recognizes the

¹ Summary of Workshop paper attached.



OKSIR PROGRAM REQUESTS FOR RESOLUTIONS

Regional District of Central Okanagan
November 23, 2020