



1



STUDY COMMITTEE

► *Terms of Reference*

- ✓ Terms of Reference
- ✓ Roles and responsibilities
- ✓ Administration and communication



Electoral Area West and North Westside Governance and Services Study Committee

TERMS OF REFERENCE

EXECUTIVE SUMMARY

On October 7, 2021, the Honourable Josée Osborne, Minister of Municipal Affairs, advised that \$90,000 in restructuring planning grants was approved to the Regional District of Central Okanagan (RDCO) for a governance and services study in the Electoral Area West.

On December 6, 2021 the RDCO Board approved the Municipal Affairs proposed RDCO Electoral Area West – North Westside Governance and Services Study [terms of reference](#).

The purpose of the Governance and Services Study ("Study") is to engage the public in an analysis of the current state of local governance and service delivery in the Electoral Area West with an emphasis on North Westside Communities.

As one component of the Study process, a local citizen-based Study Committee ("Committee"), will be formed. The Committee working with the consultant, ensures that the Study and engagement with the community are neutral and balanced. The composition of the volunteer Committee will be:

- 7-12 members, selected through an advertised call for members,
- appointed by the Board on the recommendation of the Electoral Area Director.

OBJECTIVE

To work with the consultant through the research and engagement elements of the Study work and engage the community on discussion of the Study findings. The Study Committee is to function as a neutral conduit for information to the community.

SCOPE OF WORK

The Study Committee ("Committee"), working with the consultant, ensures that the Study and engagement with the community are neutral and balanced. The composition of the volunteer Committee should be broadly representative of the various interests and localities in the Study area. This leaves options for the Committee to include diverse perspectives of the greater community (e.g., Westbank First Nation residents or Electoral Area residents outside of the fire service area).

The Study Committee will work with the consultant through the research and analysis elements of the Study work and in engaging the community in discussion of the Study

1 | Page

2



STUDY COMMITTEE

- Roles and Responsibilities
 - ✓ Governance & Service Study Committee
 - ✓ Electoral Area Director
 - ✓ Regional District
 - ✓ Ministry of Municipal Affairs
 - ✓ Consultants
 - ✓ Community



Electoral Area West and North Westside Governance and Services Study Committee

TERMS OF REFERENCE

EXECUTIVE SUMMARY

On October 7, 2021, the Honourable Josée Osborne, Minister of Municipal Affairs, advised that \$60,000 in restructuring planning grants was approved to the Regional District of Central Okanagan (RDCCO) for a governance and services study in the Electoral Area West.

On December 6, 2021 the RDCCO Board approved the Municipal Affairs proposed RDCCO Electoral Area West – North Westside Governance and Services Study [terms of reference](#).

The purpose of the Governance and Services Study ("Study") is to engage the public in an analysis of the current state of local governance and service delivery in the Electoral Area West with an emphasis on North Westside Communities.

As one component of the Study process, a local citizen-based Study Committee ("Committee"), will be formed. The Committee working with the consultant, ensures that the Study and engagement with the community are neutral and balanced. The composition of the volunteer Committee will be:

- 7-12 members, selected through an advertised call for members,
- appointed by the Board on the recommendation of the Electoral Area Director.

OBJECTIVE

To work with the consultant through the research and engagement elements of the Study work and engage the community on discussion of the Study findings. The Study Committee is to function as a neutral conduit for information to the community.

SCOPE OF WORK

The Study Committee ("Committee"), working with the consultant, ensures that the Study and engagement with the community are neutral and balanced. The composition of the volunteer Committee should be broadly representative of the various interests and localities in the Study area. This leaves options for the Committee to include diverse perspectives of the greater community (e.g., Westbank First Nation residents or Electoral Area residents outside of the fire service area).

The Study Committee will work with the consultant through the research and analysis elements of the Study work and in engaging the community in discussion of the Study

1 | Page



STUDY COMMITTEE

- Administration and Communication
 - ✓ Regional District administrators
 - ✓ Copy Chair and Vice Chair
 - ✓ Communication with Ministry
 - ✓ Communication to Community



Electoral Area West and North Westside Governance and Services Study Committee

TERMS OF REFERENCE

EXECUTIVE SUMMARY

On October 7, 2021, the Honourable Josée Osborne, Minister of Municipal Affairs, advised that \$60,000 in restructuring planning grants was approved to the Regional District of Central Okanagan (RDCCO) for a governance and services study in the Electoral Area West.

On December 6, 2021 the RDCCO Board approved the Municipal Affairs proposed RDCCO Electoral Area West – North Westside Governance and Services Study [terms of reference](#).

The purpose of the Governance and Services Study ("Study") is to engage the public in an analysis of the current state of local governance and service delivery in the Electoral Area West with an emphasis on North Westside Communities.

As one component of the Study process, a local citizen-based Study Committee ("Committee"), will be formed. The Committee working with the consultant, ensures that the Study and engagement with the community are neutral and balanced. The composition of the volunteer Committee will be:

- 7-12 members, selected through an advertised call for members,
- appointed by the Board on the recommendation of the Electoral Area Director.

OBJECTIVE

To work with the consultant through the research and engagement elements of the Study work and engage the community on discussion of the Study findings. The Study Committee is to function as a neutral conduit for information to the community.

SCOPE OF WORK

The Study Committee ("Committee"), working with the consultant, ensures that the Study and engagement with the community are neutral and balanced. The composition of the volunteer Committee should be broadly representative of the various interests and localities in the Study area. This leaves options for the Committee to include diverse perspectives of the greater community (e.g., Westbank First Nation residents or Electoral Area residents outside of the fire service area).

The Study Committee will work with the consultant through the research and analysis elements of the Study work and in engaging the community in discussion of the Study

1 | Page



THE STUDY

- Purpose of the Study is threefold:
 - ✓ what is in place today
 - ✓ are the services and governance structure meeting the needs of residents
 - ✓ how can concerns expressed by residents be best addressed

November 2021

Terms of Reference
RDCO Electoral Area West - North
Westside Governance and Services
Study

Overview

The purpose of the Governance and Services Study (Study) is to engage the public in an analysis of the current state of local governance and service delivery in the Regional District of Central Okanagan (RDCO) Electoral Area West North Westside communities.

This Study will describe and educate on facts of governance and services in Electoral Area West, engage the public to understand the concerns and interests of North Westside residents, and identify robust options, within the regional district framework, for addressing the most pressing interests of the communities.

Options will be informed by different restructuring approaches made available by the Local Government Act, including flexibility with electoral area boundaries, establishment of advisory or management commissions for service delivery, and broad scope with communication and public engagement approaches to meet the unique needs of rural communities.

This Study will build on a previous 2017 North Westside Services and Community Issues Review. The outcomes of the 2017 Study were for the RDCO to improve communication methods within the communities, establish a platform for regular dialogue and to conduct a detailed diagnostic assessment of the services that are of principal concern to the community.

This Study will expand on the 2017 work and:

- Describe the governance of unincorporated areas, contrasted with governance of municipalities as appropriate for clarity;
- Describe how decisions are made in each local government jurisdiction for each of the local government services received;
- Identify and describe the different roles, responsibilities, and jurisdictions of all service providers, including the costs and cost recovery method for services;
- Identify geographies of concurrent services and cohesive community identities; and,
- Engage residents and property owners in the identification of common interests and concerns.

With a common understanding of the local government system there will be an opportunity for the community to engage in a discussion about the ways in which the current structure of governance is and is not meeting the needs of the community and the identification of common issues facing residents and property owners.

The Study will not provide detailed technical or financial information on the impact of municipal incorporation. It is not an incorporation study. This Study will outline considerations moving forward to meet provincial priorities and objectives. Considerations that may be identified in the Study include local

1

5



THE STUDY

- Study is an important step on path that considers change
 - ✓ communities evolve and needs change over time
 - ✓ important for governance and service models to evolve in response to needs
 - ✓ if concerns arise, can prompt study to understand concerns, and identify possible changes (options) to address

November 2021

Terms of Reference
RDCO Electoral Area West - North
Westside Governance and Services
Study

Overview

The purpose of the Governance and Services Study (Study) is to engage the public in an analysis of the current state of local governance and service delivery in the Regional District of Central Okanagan (RDCO) Electoral Area West North Westside communities.

This Study will describe and educate on facts of governance and services in Electoral Area West, engage the public to understand the concerns and interests of North Westside residents, and identify robust options, within the regional district framework, for addressing the most pressing interests of the communities.

Options will be informed by different restructuring approaches made available by the Local Government Act, including flexibility with electoral area boundaries, establishment of advisory or management commissions for service delivery, and broad scope with communication and public engagement approaches to meet the unique needs of rural communities.

This Study will build on a previous 2017 North Westside Services and Community Issues Review. The outcomes of the 2017 Study were for the RDCO to improve communication methods within the communities, establish a platform for regular dialogue and to conduct a detailed diagnostic assessment of the services that are of principal concern to the community.

This Study will expand on the 2017 work and:

- Describe the governance of unincorporated areas, contrasted with governance of municipalities as appropriate for clarity;
- Describe how decisions are made in each local government jurisdiction for each of the local government services received;
- Identify and describe the different roles, responsibilities, and jurisdictions of all service providers, including the costs and cost recovery method for services;
- Identify geographies of concurrent services and cohesive community identities; and,
- Engage residents and property owners in the identification of common interests and concerns.

With a common understanding of the local government system there will be an opportunity for the community to engage in a discussion about the ways in which the current structure of governance is and is not meeting the needs of the community and the identification of common issues facing residents and property owners.

The Study will not provide detailed technical or financial information on the impact of municipal incorporation. It is not an incorporation study. This Study will outline considerations moving forward to meet provincial priorities and objectives. Considerations that may be identified in the Study include local

1

6



THE STUDY

- Study is an important step on path that considers change
- ✓ *Governance & Services Study* is the vehicle for understanding the concerns and identifying possible changes

Terms of Reference RDCO Electoral Area West - North Westside Governance and Services Study

November 2021

Overview

The purpose of the Governance and Services Study (Study) is to engage the public in an analysis of the current state of local governance and service delivery in the Regional District of Central Okanagan (RDCO) Electoral Area West North Westside communities.

This Study will describe and educate on facts of governance and services in Electoral Area West, engage the public to understand the concerns and interests of North Westside residents, and identify robust options, within the regional district framework, for addressing the most pressing interests of the communities.

Options will be informed by different restructure approaches made available by the Local Government Act, including flexibility with electoral area boundaries, establishment of advisory or management commissions for service delivery, and broad scope with communication and public engagement approaches to meet the unique needs of rural communities.

This Study will build on a previous 2017 North Westside Services and Community Issues Review. The outcomes of the 2017 Study were for the RDCO to improve communication methods within the communities, establish a platform for regular dialogue and to conduct a detailed diagnostic assessment of the services that are of principal concern to the community.

This Study will expand on the 2017 work and:

- Describe the governance of unincorporated areas, contrasted with governance of municipalities as appropriate for clarity;
- Describe how decisions are made in each local government jurisdiction for each of the local government services received;
- Identify and describe the different roles, responsibilities, and jurisdictions of all service providers, including the costs and cost recovery method for services;
- Identify geographies of concurrent services and cohesive community identities; and,
- Engage residents and property owners in the identification of common interests and concerns.

With a common understanding of the local government system there will be an opportunity for the community to engage in a discussion about the ways in which the current structure of governance is and is not meeting the needs of the community and the identification of common issues facing residents and property owners.

The Study will not provide detailed technical or financial information on the impact of municipal incorporation. It is not an incorporation study. This Study will outline considerations moving forward to meet provincial priorities and objectives. Considerations that may be identified in the Study include local

1

7



THE STUDY

- Study is an important step on path that considers change
- ✓ some possible changes may be within the existing structure, and may be relatively easy to make
- ✓ other possible changes may involve structural change of some kind

Terms of Reference RDCO Electoral Area West - North Westside Governance and Services Study

November 2021

Overview

The purpose of the Governance and Services Study (Study) is to engage the public in an analysis of the current state of local governance and service delivery in the Regional District of Central Okanagan (RDCO) Electoral Area West North Westside communities.

This Study will describe and educate on facts of governance and services in Electoral Area West, engage the public to understand the concerns and interests of North Westside residents, and identify robust options, within the regional district framework, for addressing the most pressing interests of the communities.

Options will be informed by different restructure approaches made available by the Local Government Act, including flexibility with electoral area boundaries, establishment of advisory or management commissions for service delivery, and broad scope with communication and public engagement approaches to meet the unique needs of rural communities.

This Study will build on a previous 2017 North Westside Services and Community Issues Review. The outcomes of the 2017 Study were for the RDCO to improve communication methods within the communities, establish a platform for regular dialogue and to conduct a detailed diagnostic assessment of the services that are of principal concern to the community.

This Study will expand on the 2017 work and:

- Describe the governance of unincorporated areas, contrasted with governance of municipalities as appropriate for clarity;
- Describe how decisions are made in each local government jurisdiction for each of the local government services received;
- Identify and describe the different roles, responsibilities, and jurisdictions of all service providers, including the costs and cost recovery method for services;
- Identify geographies of concurrent services and cohesive community identities; and,
- Engage residents and property owners in the identification of common interests and concerns.

With a common understanding of the local government system there will be an opportunity for the community to engage in a discussion about the ways in which the current structure of governance is and is not meeting the needs of the community and the identification of common issues facing residents and property owners.

The Study will not provide detailed technical or financial information on the impact of municipal incorporation. It is not an incorporation study. This Study will outline considerations moving forward to meet provincial priorities and objectives. Considerations that may be identified in the Study include local

1

8



THE STUDY

- ▶ Study is an important step on path that considers change
 - ✓ Committee, based on input from residents and advice from consultants, will identify and recommend possible changes
 - ✓ if Committee recommends structural change, could involve second phase
 - ✓ Minister will determine need for any second phase

Terms of Reference RDCO Electoral Area West - North Westside Governance and Services Study

November 2021

Overview

The purpose of the Governance and Services Study (Study) is to engage the public in an analysis of the current state of local governance and service delivery in the Regional District of Central Okanagan (RDCO) Electoral Area West North Westside communities.

This Study will describe and educate on facts of governance and services in Electoral Area West, engage the public to understand the concerns and interests of North Westside residents, and identify robust options, within the regional district framework, for addressing the most pressing interests of the communities.

Options will be informed by different restructuring approaches made available by the Local Government Act, including flexibility with electoral area boundaries, establishment of advisory or management commissions for service delivery, and formal scope with communication and public engagement approaches to meet the unique needs of rural communities.

This Study will build on a previous 2017 North Westside Services and Community Issues Review. The outcomes of the 2017 Study were for the RDCO to improve communication methods within the communities, establish a platform for regular dialogue and to conduct a detailed diagnostic assessment of the services that are of principal concern to the community.

This Study will expand on the 2017 work and:

- Describe the governance of unincorporated areas, contrasted with governance of municipalities as appropriate for clarity;
- Describe how decisions are made in each local government jurisdiction for each of the local government services received;
- Identify and describe the different roles, responsibilities, and jurisdictions of all service providers, including the costs and cost recovery method for services;
- Identify geographies of concurrent services and cohesive community identities; and,
- Engage residents and property owners in the identification of common interests and concerns.

With a common understanding of the local government system there will be an opportunity for the community to engage in a discussion about the ways in which the current structure of governance is and is not meeting the needs of the community and the identification of common issues facing residents and property owners.

The Study will not provide detailed technical or financial information on the impact of municipal incorporation. It is not an incorporation study. This Study will outline considerations moving forward to meet provincial priorities and objectives. Considerations that may be identified in the Study include local

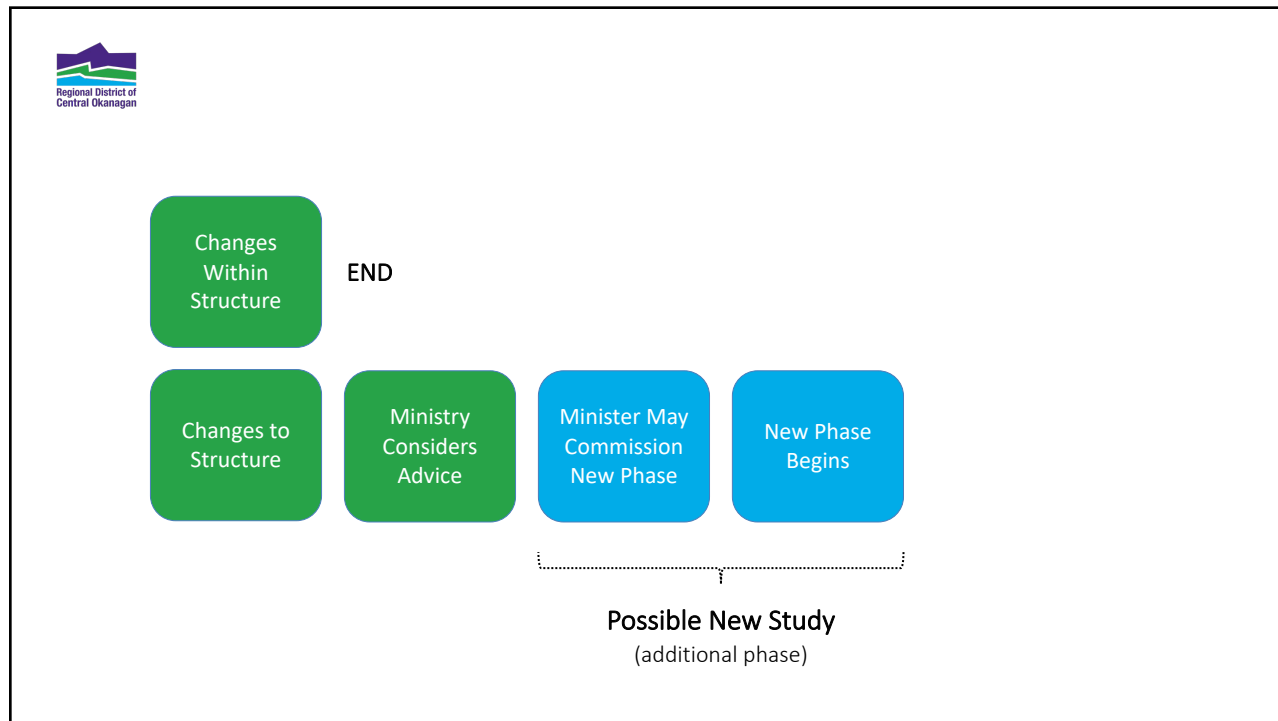
1

9




North Westside Governance & Services Study
(current phase)

10



11



THE STUDY

► Key pieces from *Terms of Reference*

- ✓ Build on previous *Services & Community Issues Study* (2017)
- ✓ outline system of electoral area governance
- ✓ review all services, providers, costs, taxes
- ✓ engage community to provide information and understand concerns

November 2021

Terms of Reference
RDCO Electoral Area West - North
Westside Governance and Services
Study

Overview

The purpose of the Governance and Services Study (Study) is to engage the public in an analysis of the current state of local governance and service delivery in the Regional District of Central Okanagan (RDCO) Electoral Area West North Westside communities.

This Study will describe and educate on factors of governance and services in Electoral Area West, engage the public to understand the concerns and interests of North Westside residents, and identify robust options, within the regional district framework, for addressing the most pressing interests of the communities.

Options will be informed by different restructure approaches made available by the Local Government Act, including flexibility with electoral area boundaries, establishment of advisory or management commissions for service delivery, and broad scope with communication and public engagement approaches to meet the unique needs of rural communities.

This Study will build on a previous 2017 North Westside Services and Community Issues Review. The outcomes of the 2017 Study were for the RDCO to improve communication methods within the communities, establish a platform for regular dialogue and to conduct a detailed diagnostic assessment of the services that are of principal concern to the community.

This Study will expand on the 2017 work and:

- Describe the governance of unincorporated areas, contrasted with governance of municipalities as appropriate for clarity;
- Describe how decisions are made in each local government jurisdiction for each of the local government services received;
- Identify and describe the different roles, responsibilities, and jurisdictions of all service providers, including the costs and cost recovery method for services;
- Identify geographies of concurrent services and cohesive community identities; and,
- Engage residents and property owners in the identification of common interests and concerns.

With a common understanding of the local government system there will be an opportunity for the community to engage in a discussion about the ways in which the current structure of governance is and is not meeting the needs of the community and the identification of common issues facing residents and property owners.

The Study will not provide detailed technical or financial information on the impact of municipal incorporation. It is not an incorporation study. This Study will outline considerations moving forward to meet provincial priorities and objectives. Considerations that may be identified in the Study include local

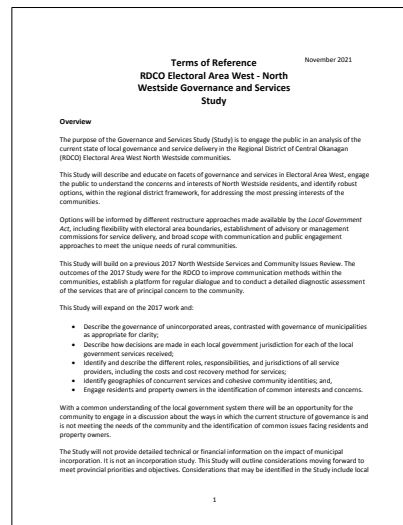
1

12



THE STUDY

- Key pieces from *Terms of Reference*
 - ✓ report out on findings, public engagement outcomes, options, next steps

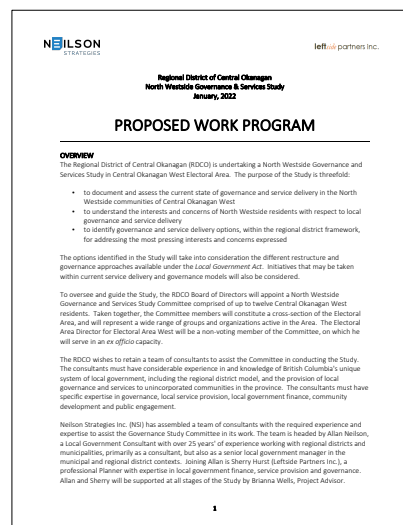


13



THE STUDY

- Consultants' work program
 - ✓ Current State
 - ✓ Concerns and Interests
 - ✓ Options to Consider

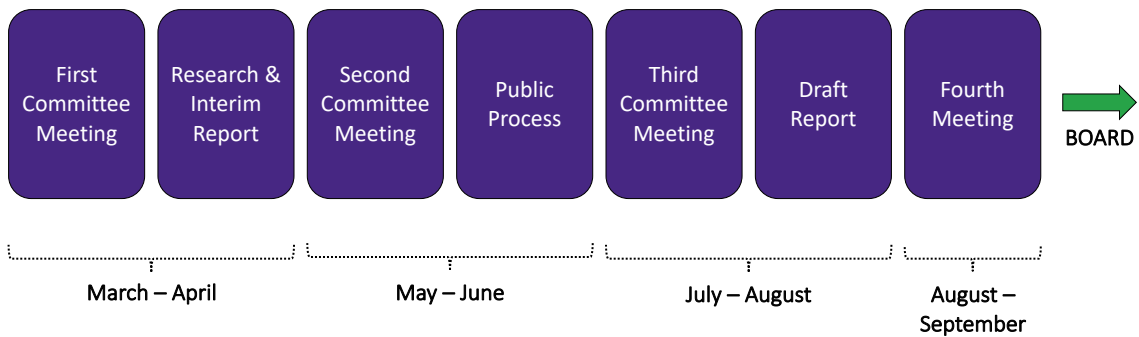


14

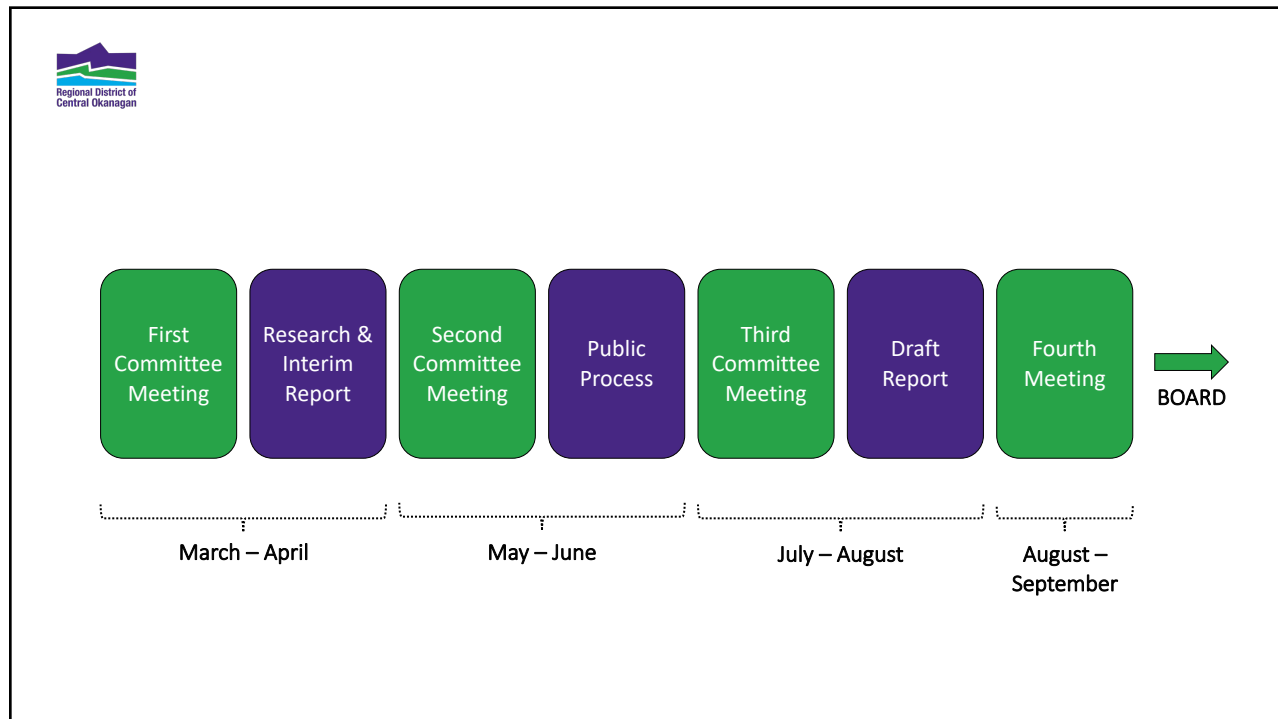


PROCESS


15



16




17



LOCAL GOVERNMENT

➤ What is a Regional District?

- ✓ Federation of jurisdictions
- ✓ Exist to provide services



North Westside Governance & Services Study
Background Paper
March, 2022

REGIONAL DISTRICT GOVERNANCE

INTRODUCTION

The paper titled Regional District Governance, provides an overview of regional districts in British Columbia's system of local government. Regional districts' fundamental roles are explained, as are their governance structure, voting rules, service responsibilities and system of service finance. The paper is intended to give Committee members, at the outset of the study, a common base of knowledge on which to build going forward.

WHAT IS A REGIONAL DISTRICT?

Regional districts are federations of municipalities and electoral areas. Each is governed by a regional board of directors with representation from every member jurisdiction. Member jurisdictions of the RDCO include four municipalities – Kelowna, West Kelowna, Lake Country and Peachland – along with the Electoral Areas of Central Okanagan East and Central Okanagan West. The Westbank First Nation is not part of the RDCO; the First Nation has, however, chosen to appoint a representative to the RDCO Board of Directors in a non-voting capacity.

Regional districts exist, first and foremost, to provide services. In this role, regional districts:

- serve as the local governments for their electoral areas, responsible for providing basic services such as community planning, water supply and fire protection

WHO MAKES DECISIONS?

Each regional district board of directors consists of two types of directors:

- electoral area directors, elected directly by rural area voters for four year terms
- municipal directors, appointed to the regional board by the municipalities

Information in this section is taken from the Regional District Fact Sheet, written by the consultant for the Union of British Columbia Municipalities.

NORTH WESTSIDE GOVERNANCE & SERVICES STUDY
REGIONAL DISTRICT GOVERNANCE

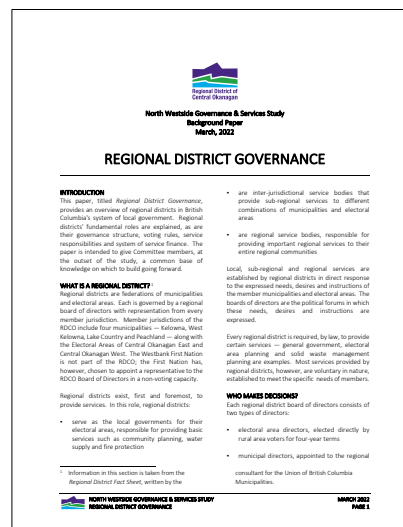
MARCH 2022
PAGE 1

18



LOCAL GOVERNMENT

- Who makes decisions?
 - ✓ Board of Directors
 - ✓ Electoral Area and Municipal Directors



19



LOCAL GOVERNMENT

- Special voting rules
 - ✓ Corporate unweighted votes
 - ✓ Corporate weighted votes
 - ✓ Stakeholder (weighted) votes

Figure 1
Voting Strength for Weighted Votes

Jurisdiction	Population*	Votes
Kelowna	144,576	37
West Kelowna	36,078	10
Lake Country	15,817	4
Peachland	5,789	2
Central OK West	13,797	4
Central OK East	4,258	2
Total RDCO	222,162	59

* 2021 Census. For purpose of determining voting strength, Kelowna's population includes OIB IR No. 7 population of 1,847. Central OK West's population includes 10,900 people on WFN IRs No. 9 and 10.

20



LOCAL GOVERNMENT

- Special voting rules
 - ✓ No single Director can decide
 - ✓ Rules mean that every decision for North Westside service involves others

Figure 1
Voting Strength for Weighted Votes

Jurisdiction	Population*	Votes
Kelowna	144,576	37
West Kelowna	36,078	10
Lake Country	15,817	4
Peachland	5,789	2
Central OK West	13,797	4
Central OK East	4,258	2
Total RDCO	222,162	59

* 2021 Census. For purpose of determining voting strength, Kelowna's population includes OIB IR No. 7 population of 1,847. Central OK West's population includes 10,900 people on WFN IRs No. 9 and 10.

21



LOCAL SERVICES

- Regional District services
 - ✓ Local
 - ✓ Sub-Regional
 - ✓ Regional



NORTH WESTSIDE AREA SERVICES OVERVIEW

WHAT IS THE CENTRAL OKANAGAN WEST ELECTORAL AREA?

The Regional District of Central Okanagan is one of 27 regional districts in BC. It is made up of two electoral areas (unincorporated areas) and four municipalities. The electoral area boundary also includes Westbank First Nation Reserves #9 and #10. However, the Westbank First Nation is an independent government. Central Okanagan West, often referred to as RDCO West, is one of the two electoral areas. RDCO West encompasses 1,173 km² and is home to about 2,807 residents (2021 Census), not including those living on the Westbank First Nation reserve lands. If the 10,900 WFN residents (and lands) are included, the total rises to 13,797 and 3,340 km². The electoral area includes the communities of Trader's Cove, Killney Beach, Wilson's Landing, Westshore Estates, Ferry, Valley of the Sun, as well as areas like the Trappanier Valley and Brent Road, just outside of Penticton.

The focus of this study is specifically on the North Westside communities within the Central Okanagan West electoral area. These communities are those within the North Westside Road fire protection

service area, and includes Killney Beach, Westshore Estates, Ferry and Valley of the Sun.

WHAT SERVICES DOES CENTRAL OKANAGAN WEST RECEIVE?

The RDCO West electoral area receives services from a combination of providers, including the RDCO, the provincial government, employment district, and some private companies that provide infrastructure services (water) to specific areas.

The Provincial government provides roads, policing and is the approval authority for subdivisions within unincorporated areas of BC.

As noted in the Regional District Governance background, regional districts can provide a broad range of services. With the exception of a few provincially mandated services, the services are determined by the regional board, with the support of residents. Because the board only provides services that their members, or residents, agree the regional district should provide, the menu of services varies by regional district, and can be different within each electoral area or community. Therefore, just because the RDCO offers a service in one area of the region, does not mean the service is provided for RDCO West, or indeed to the North Westside communities within RDCO West.

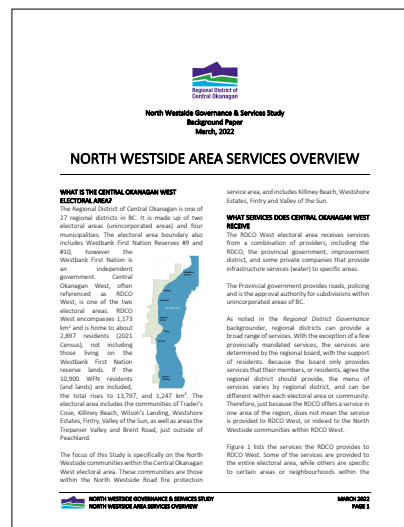
Figure 1 lists the services the RDCO provides to RDCO West. Some of the services are provided to the entire electoral area, while others are specific to certain areas or neighbourhoods within the

22



LOCAL SERVICES

- ▶ How do Regional Districts pay for services?
 - ✓ No general revenues
 - ✓ Separate service budgets and accounts
 - ✓ Paid from user fees and property taxes; some grants from other governments
 - ✓ Taxes collected by province

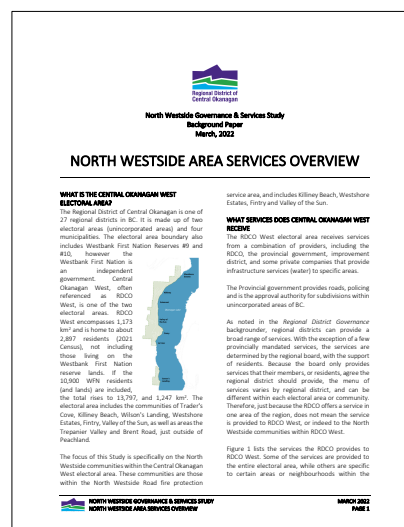


23



LOCAL SERVICES

- ▶ Other local service providers

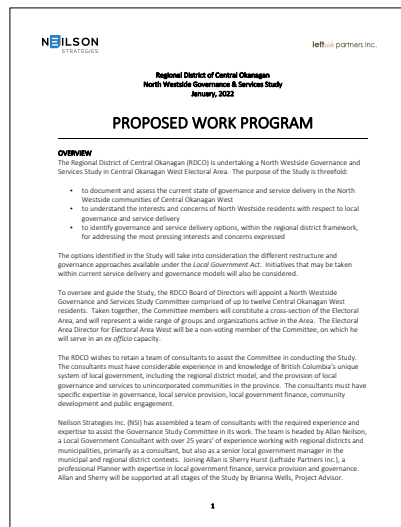


24



COMMUNITY ENGAGEMENT

- Important part of the Committee's role
- Ongoing engagement efforts

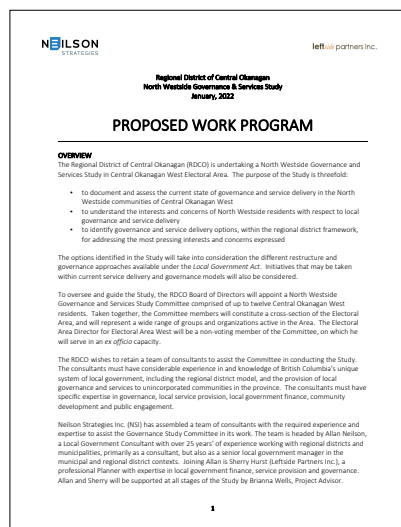


25



COMMUNITY ENGAGEMENT

- Important part of the Committee's role
- Ongoing engagement efforts
 - ✓ rdco.com
 - ✓ social media
 - ✓ Committee meetings

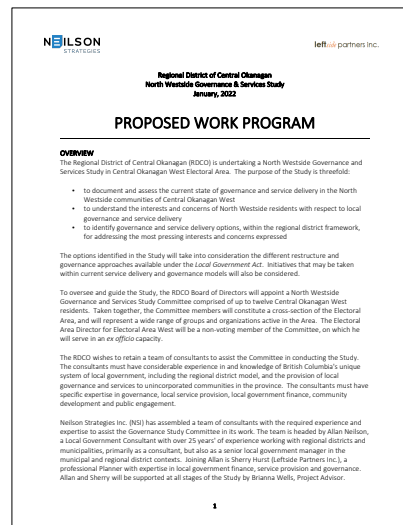


26



COMMUNITY ENGAGEMENT

- Important part of the Committee's role
- Two-month program
 - ✓ Three Open Houses
 - ✓ Overview (mail-out)
 - ✓ Stakeholder group meetings



27



NEXT MEETING

- May 2022
- DRAFT *Interim Report*
 - ✓ North Westside community profile
 - ✓ Regional District structure
 - ✓ Services and governance

28

