



NORTH WESTSIDE SERVICES & GOVERNANCE STUDY

DRAFT COMMITTEE REPORT



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NORTH WESTSIDE SERVICES & GOVERNANCE STUDY

COMMITTEE REPORT



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INTRODUCTION

The *North Westside Services & Governance Study* was undertaken to:

- document and assess the current state of governance and service delivery in the Central Okanagan West Electoral Area — more specifically, the North Westside portion of the Electoral Area
- understand the concerns and interests of residents in the community related to governance and service arrangements
- identify future service delivery and governance options for the area to consider

This *Final Report* begins with an overview of British Columbia's system of regional districts. The North Westside and the broader Central Okanagan West Electoral Area are then profiled. The individual local government services provided to the North Westside by the Regional District of Central Okanagan (RDCO) are outlined next, followed by the local government services provided by other service bodies. The report then reviews the community engagement process and findings. The last chapter in the report details options that could address the range of issues identified throughout the study. The Committee's recommendation to the RDCO Board of Directors is presented at the end of the chapter.

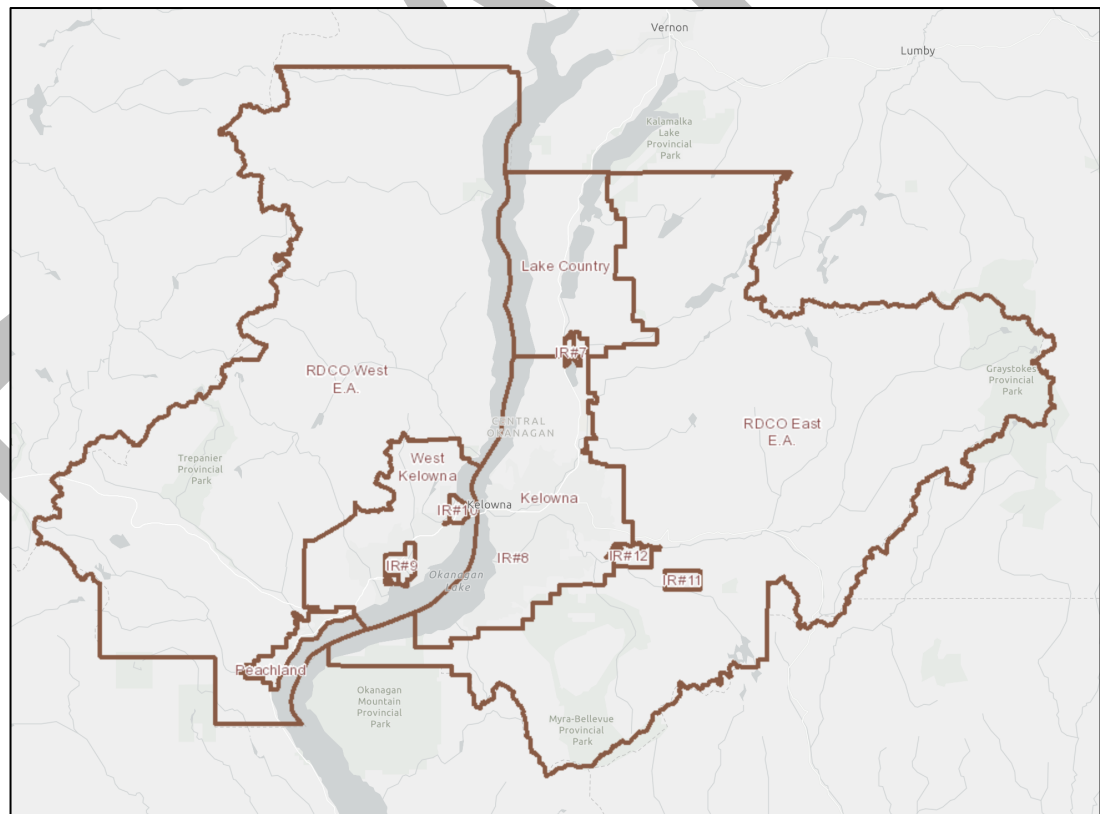
Key support materials produced over the course of the study and reference at various points in the report are attached as appendices.

CHAPTER 1 REGIONAL DISTRICTS 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 districts.

With the exception of the most northern parts of the province, British Columbia is divided into 27 regional districts, one of which is the Regional District of Central Okanagan. Each regional district includes a combination of municipalities and unincorporated electoral areas.¹ The RDCO has a total of four municipalities, including the City Kelowna, City of West Kelowna, District of Lake Country and District of Peachland. Outside of the municipalities are two separate electoral areas —

Figure 1.1
Regional District of Central Okanagan



¹ The sole exception is the Central Coast Regional District, which is comprised entirely of electoral areas.

Central Okanagan East and Central Okanagan West. RDCO, which is situated on the unceded traditional territory of syilx people, also encompasses five Westbank First Nation reserve lands, including Mission Creek #8, Tsinstikeptum #9 and #10, Medicine Hill #11 and Mission Creek #12.² With a total area of 3,145 km², RDCO is one of the smaller regional districts in terms of geography. Its 2021 population of 220,315, however, makes the RDCO the fourth largest regional district in British Columbia in terms of population.

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

- 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

Governing Body

Every regional district is governed by a board of directors consisting of two types of directors.³

- 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.

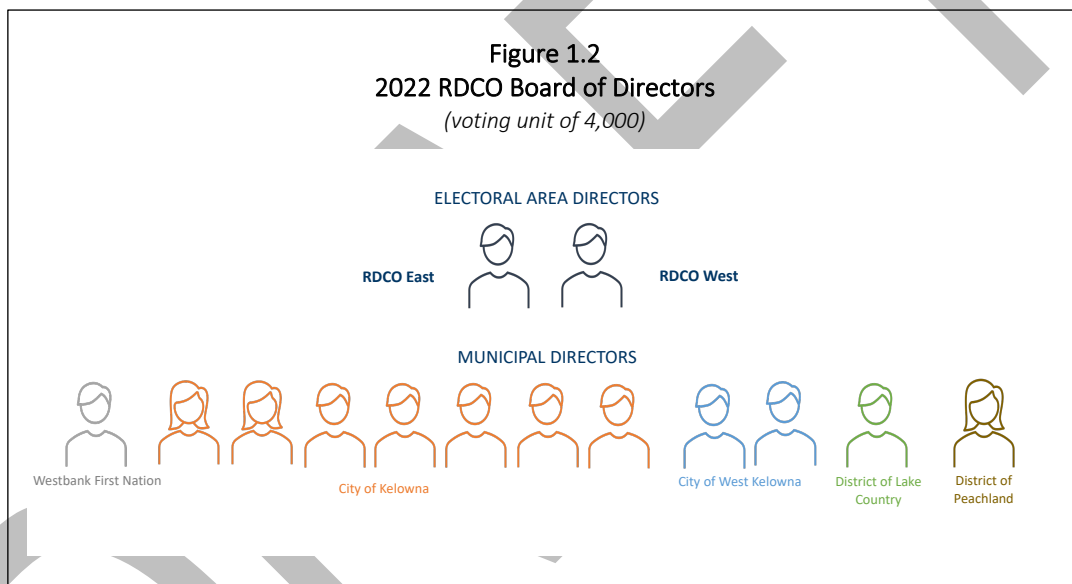
The voting strength of each municipality or electoral area in a regional district is a function of population size and voting unit. In the RDCO, the voting unit today is set at 4,000 people, which means that each jurisdiction of the RDCO receives one vote for every 4,000 residents, including residents 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 RDCO Board consists of 13 voting directors, including one from each of Central Okanagan East and Central Okanagan West Electoral Areas, one from the District of

² The Westbank First Nation is not a member jurisdiction of the RDCO.

³ In addition to electoral area and municipal directors, the RDCO Board also has a representative from Westbank First Nation who participates on the Board in a non-voting capacity.

Peachland, one from the District of Lake Country, two from the City of West Kelowna, and seven from the City of Kelowna.⁴ If the region remained with the 4,000 person voting unit, the updated 2021 Census populations would mean the City of Kelowna's representation on the Board would increase to eight directors. However, the RDCO has requested that the province approve a higher voting unit of 5,500, effective in October 2022 after the municipal elections. If approved, this will change the decision-making dynamic slightly, as the City of Kelowna will no longer have the majority of directors. While Kelowna would still have six representatives after the election, on a Board of 12, six member only represents half of the Board. To make decisions, a majority (50% + 1) is required, suggesting that for at least some types of votes (see voting rules below), the City of Kelowna would no longer be able to make decisions unilaterally. Figure 1.2 presents the RDCO Board of Directors for 2022, with seven representatives from Kelowna, and a total of 14 directors. Figure 1.3 shows the post-election composition of the RDCO Board.

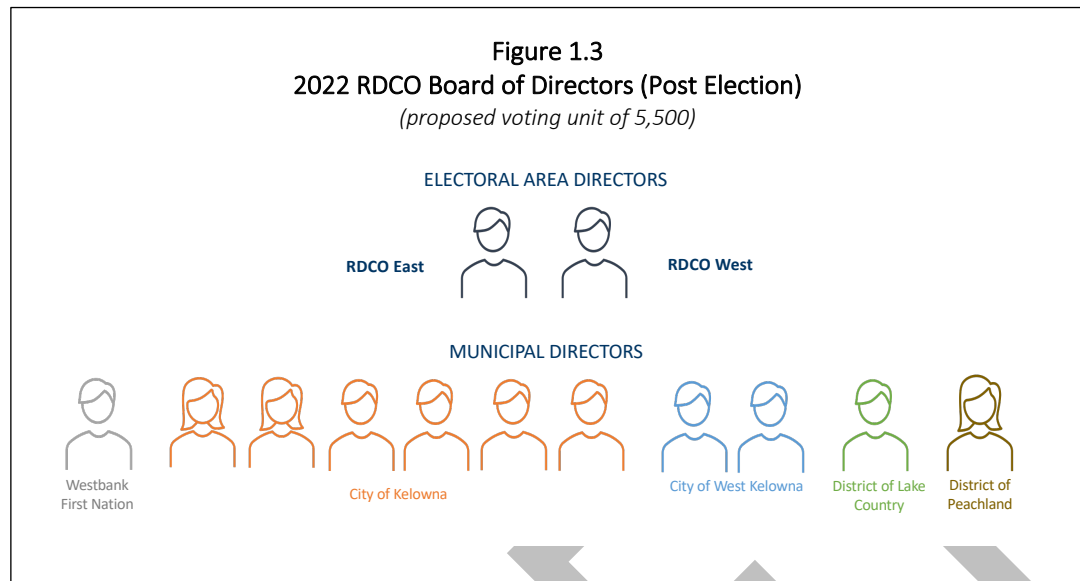


Voting Rules

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.

⁴ Westbank First Nation appoints one non-voting director to the Board for a total of 14.



- *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 1.4 shows the voting strength for each of the RDCO's electoral areas and municipalities. At present, the Director for Central Okanagan West has one vote on corporate unweighted matters, and three votes on decisions that are made using the corporate weighted and stakeholder votes. When adjustment are made for the updated 2021 Census numbers and the proposed new voting unit of 5,500, Central Okanagan West's Electoral Area Director will still have 3 votes in these decisions. Given that Central Okanagan West participates in 41 different services through the Regional District, and that stakeholder votes are to govern the "administration or operation" of services," it would seem that stakeholder votes should occur frequently, and that Central Okanagan West's population would regularly translate into a greater voice relative to that of Central Okanagan East and Peachland. A total of 13 of the services in which Central Okanagan West participates, however, are provided only to Central Okanagan West (either to all, or just a portion of the

Figure 1.4
Voting Strength for RDCO Jurisdictions, Before and After the 2022 Election

Jurisdiction	Today 2016 Census; Voting Unit 4,000			Post-2022 Election 2021 Census; Voting Unit 5,500		
	Pop	Directors	Strength	Pop	Directors	Strength
Central OK West	11,009	1	3	13,797	1	3
Central OK East	3,824	1	1	4,258	1	1
City of Kelowna	129,044	7	33	144,576	6	27
City of West Kelowna	32,655	2	9	36,078	2	7
District of Lake Country	12,922	1	4	15,817	1	3
District of Peachland	5,428	1	2	5,789	1	2
Total	194,882	13	52	220,315	12	43

Electoral Area), and no other RDCO jurisdictions. As noted earlier, where there is only one participant in a service, decisions must be made by the entire Board. In addition, the *Local Government Act* requires that bylaws for regulatory services — business licences, building inspection and dog control are examples — must be voted on by the full Board. Finally, as will be explained in more detail in Chapter 3, some Central Okanagan West services exist simply as vehicles to provide funding to another agency, such as the Okanagan Basin Water Board, Sterile Insect Release, or Okanagan Regional Library. For these services there is no opportunity to participate in decisions on administration and operation.

In all, while Central Okanagan West does exercise a greater influence in weighted votes on all money and budget matters, opportunities for the Electoral Area to influence weighted stakeholder votes arise infrequently. This conclusion is presented in Figure 1.5. The figure shows the number of local government services provided by RDCO to the North Westside, and identifies who gets to participate in (weighted) stakeholder votes.⁵

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 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

⁵ Details on the services are presented in Chapter 3.

Figure 1.5
Stakeholder Votes for RDCO Services Provided to North Westside

Type of RDCO Service	Number	Who Votes in Stakeholder Votes <i>(administration & operation)</i>
Region-wide services, provided to all jurisdictions	15	Entire Board of Directors
Sub-regional services provide to subset of jurisdictions	13	Directors from participating jurisdictions only*
Local Services provided only to Central Okanagan West Electoral Area	3	Entire Board of Directors
Local Services provided only to North Westside	5	Entire Board of Directors
Total RDCO Services	36	

* The exception is votes on bylaws that exercise a regulatory authority in relation to regulatory services. These votes involve the entire Board.

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 can 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
- solid waste management planning 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 policing and local roads — 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 are able 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 fire protection, for example, must be raised through the fire protection service; and, taxes and other revenues raised for fire protection may only be used to fund the delivery of the fire 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. Central Okanagan West participates in a broad range of

RDCO services, as shown earlier. The tax requisition for services provided by the electoral area as a whole is \$1.19 million (2022).⁶ The requisition for local services provided only to portions of the electoral area totals an additional \$1.1 million.

Property Taxes

Regional districts 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
- 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

Regional districts themselves do not set tax rates or collect taxes — those tasks are undertaken by the provincial government based on the total revenue requirements that are determined by regional districts. The province also determines the tax rate multiples for regional districts — that is, the ratio of taxes, compared to the residential rate, paid by business, industry and other non-residential property classes. The role of the province in taxation is a key difference between regional districts and municipalities. Municipalities collect their own property taxes, and have the authority to set their own municipal tax rates for all classes of property.

Residents of electoral areas receive a tax bill each year from the provincial Surveyor of Taxes that itemizes the regional district services provided, the tax rate or parcel tax for each service, and the amount of taxes owing for each service. In municipalities, property taxes bills identify a general municipal rate and amount owing 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.

Other Revenues

In addition to property taxes, regional districts generate revenues from user fees and charges, such as dog licences, land use application fees and building permits. 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

⁶ Not including taxes for local services received by only a portion of the electoral area or requisitions collected through parcel tax.

own discretion. Conditional grants are competitive, application-based grants awarded for specific projects, or are provided to a regional district to assist with a specific service.

➤ **Provincial Unconditional Grants**

All regional districts in British Columbia receive the provincial Regional District Basic Grant every year. This grant is designed to assist regional districts 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 and more rural regional districts:

- regional district total population
- regional district electoral area population
- the number of local community commissions, if any (neither Central Okanagan West nor the RDCO as a whole has any local community commissions today)

The amount transferred to the RDCO in 2021 under the Regional District Basic Grant was \$110,000; the amount for 2022 is estimated to be the same.

Municipalities receive a similar grant — the Small Community Grant — that is designed to assist in providing basic municipal services, including services that regional districts do not provide such as local roads. These grants generally apply to municipalities with populations up to 19,000. In addition, municipalities with a population greater than 5,000 receive a traffic fine revenue sharing grant to assist with policing costs. The traffic fine revenue sharing grant returns 100% of net revenues from traffic violations to municipalities that are directly responsible for paying for policing. Given that regional districts and unincorporated communities do not pay directly for policing costs, they are not eligible to receive this assistance.

➤ **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 BC, the program is administered by the UBCM. A portion of the program — the *Community Works Fund* — functions much like an unconditional grant program, and is delivered to all municipalities and regional districts (except those within the Metro Vancouver region) through a direct annual allocation. The grant is meant 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" (\$50,000 in the first year of the agreement; \$50,000 plus an indexed amount in each subsequent year of the agreement) along with an amount calculated on the basis of population. The RDCO received \$783,945 in Community Works Funding for 2022/23 and is scheduled to receive \$818,058 in 2023/2024. Local governments may accumulate the funds, and any interest earned, to support larger regional district 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 involving 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 may also be eligible to apply.

CHAPTER 2 COMMUNITY OVERVIEW

This chapter provides an overview of the North Westside in the context of the broader Central Okanagan West Electoral Area.

OVERVIEW

The North Westside is located in the northern section of the RDCO, on the west shore of Lake Okanagan and north of the City of West Kelowna. The North Westside includes the individual communities of Westshore Estates, Killiney Beach, Upper Fintry, Fintry and La Casa, extending south to Caesar's Landing. The communities are primarily residential in nature, with some community amenities such as Killiney community hall, fire stations, and a restaurant and liquor store in La Casa.

Central Okanagan West is located in the traditional territory of the syilx peoples of the Okanagan Valley. The electoral area surrounds IR #9 and #10 of the Westbank First Nation, one of eight Okanagan Nation communities. The syilx traditional territories extend from the south central interior of B.C. to north central Washington State. The syilx people are a division of the Interior Salish, speak the nsyilxcən language, and have inhabited the valley for thousands of years. Westbank First Nation is comprised of five reserves in the Central Okanagan, totalling approximately 5,340 acres.

The broader Central Okanagan West Electoral Area includes other communities such as Shelter Point, Wilson's Landing, and Traders Cove, all of which are located to the north of West Kelowna between the municipality and the North Westside. Trepanier and Brent Road are additional communities, located south of West Kelowna and adjacent to Peachland.

POPULATION

The 2021 Census reported a population for the whole of the present Central Okanagan West Electoral Area, not including IR #9 and #10, as 2,897. Between the 2016 and 2021 census years, the area grew significantly by 45.5%. When the population on First Nations reserves are included, the population of Central Okanagan West increases to 13,797. The population on the Tsinstikeptum Reserves 9 and 10 grew from 9,028 in 2016 to 10,900 in 2021, a growth of 20.7%. Previously it was estimated that the North Westside Fire District area had an estimated 1,200 residents; however, that estimate was made prior to the release of the 2021 Census population data.

Figure 2.1 presents the demographic breakdown for the entire Central Area West Area. The breakdown relies on 2016 Census data, which were the most recent available at the time of writing. The figure shows that the majority of residents in the Electoral Area are between 50 and 75 years in age.

Figure 2.1
Demographic Breakdown – Central Okanagan West
(2016 Census Data)

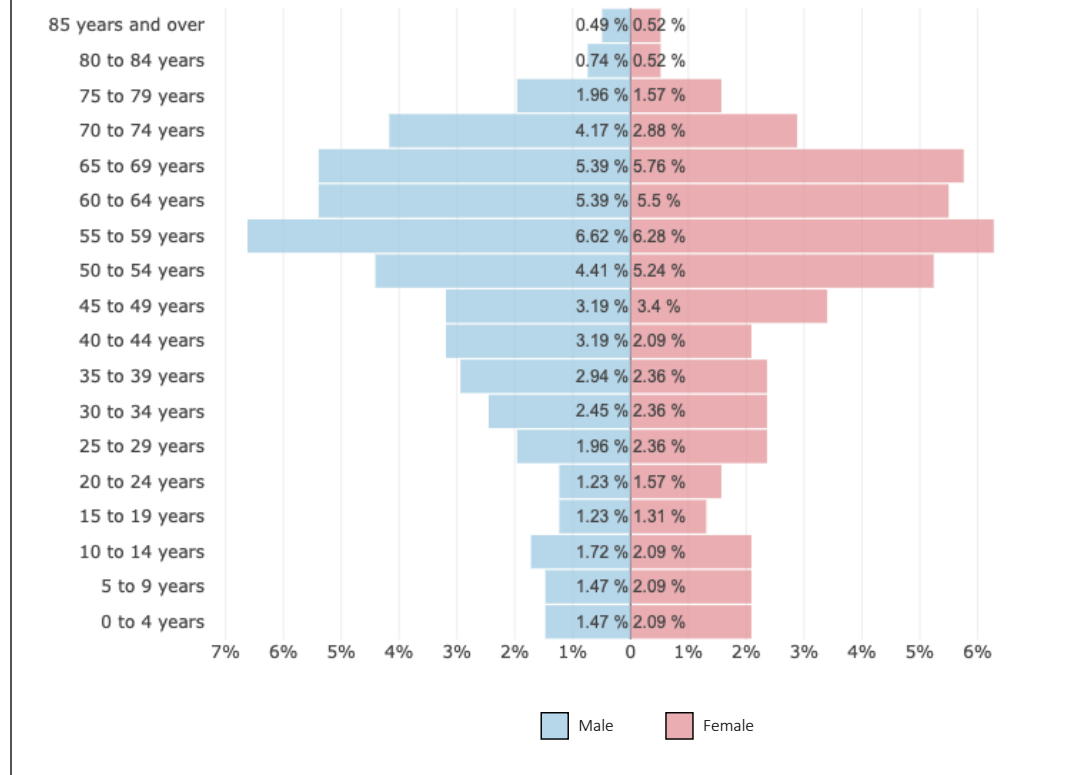


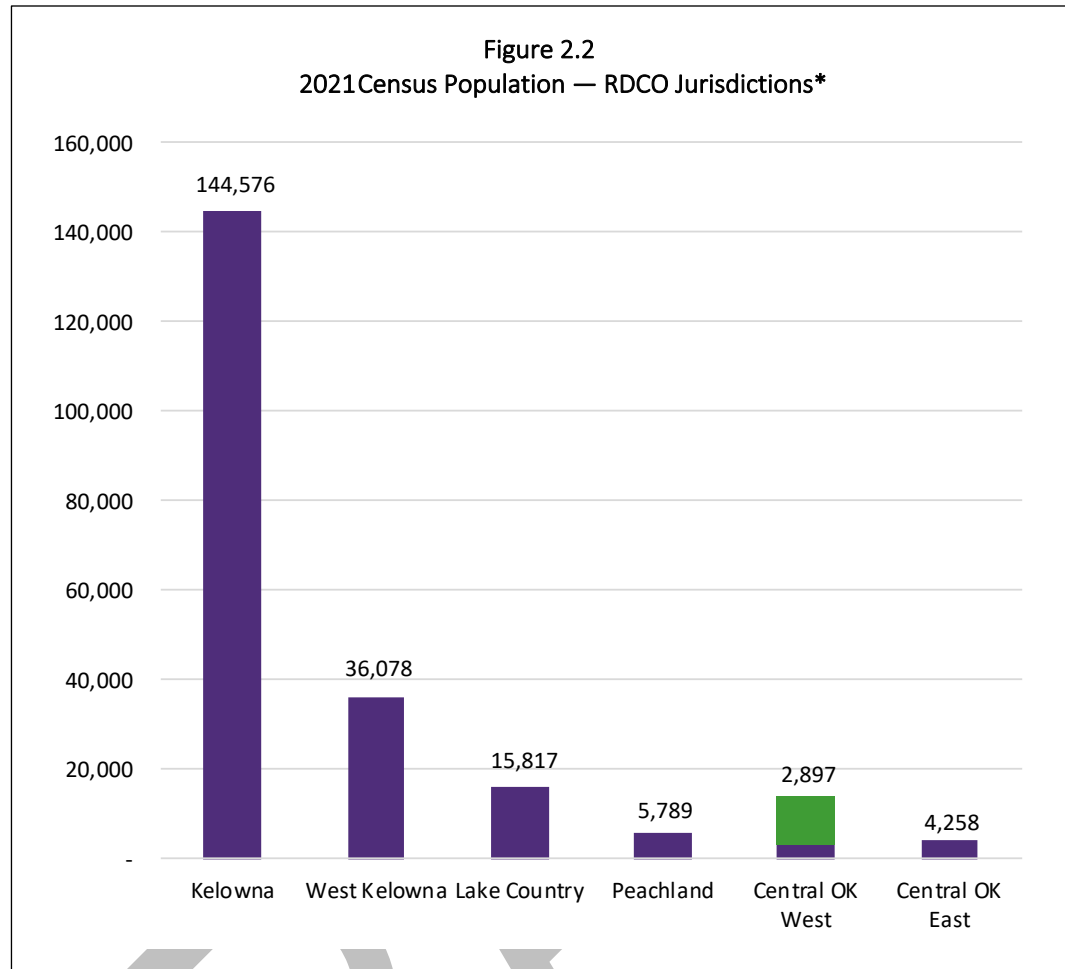
Figure 2.2 shows the 2021 Census population for each of the RDCO jurisdictions. Excluding the 10,900 residents on Westbank First Nation IR #9 and IR #10 — who are counted solely for the purpose of determining voting strength — Central Okanagan West Electoral Area is the smallest jurisdiction in the region.

LAND AREA

The Central Okanagan West electoral area has a total land area of 1,173.0 km². The North Westside area is estimated at approximately 19.46 km² (1,946 ha).

HOUSING

The 2021 Census reported 1,852 private dwellings in Central Okanagan West, including 1,290 of which are occupied permanently. Based on both BC Assessment and 2021 Census data, North Westside has approximately 1,389 dwellings, and using the persons per dwelling average from the entire Central Okanagan West, it is estimated that the North Westside has approximately 2,040 people. In total, the North Westside has a total of 2,116 folios, or tax parcels, of which 1,402 have improvements (i.e., are not vacant). Close to 68 per cent of the dwellings are occupied by what Census Canada refers to as “usual residents” which suggests that the dwellings are the primary dwellings or the place where the household or occupant spends the majority of time. This represents a significant shift from 2016,



when the percentage of dwellings occupied by usual residents was approximately 52%.

Single-detached houses comprise the vast majority of housing in the RDCO, including throughout Central Okanagan West and in the North Westside specifically. 2016 data on the distribution of housing types show that, at that time, Central Okanagan West had 97% single family homes, 1.1% apartments (in duplex form or in a small building), and 1.1% movable dwellings. Within the electoral area, 92% of dwellings were owned and 8% were rented.⁷

PROPERTY ASSESSMENTS

For 2022, BC Assessment data show 3,579 "occurrences" in Central Okanagan West as a whole, valued at \$1.733 billion, with a 2022 converted assessment of \$180,215,964. The average residential property in Central Okanagan West is valued at \$848,067.

⁷ 2021 Census data on housing types were not available at the time of writing.

The North Westside fire protection service area has 2,294 occurrences, with a total assessment of \$1.044 billion, and a converted assessment of \$104,758,850. Approximately 58% of the total converted assessment for all of Central Okanagan West is contained within the North Westside portion of the Electoral Area. The average assessed value of single-family dwellings in the North Westside in 2022 is \$635,053.

Figure 2.4 provides details on assessment values for all property classes in Central Okanagan West; Figure 2.5 shows the same detail for the North Westside. As illustrated in the figures, the North Westside area is almost entirely residential in nature and assessment, with 99.8% of the assessment base classified as residential.

PLANNING CONTEXT

The *Rural Westside Official Community Plan* (Bylaw No. 1274), originally adopted in 2010 and revised in 2014, outlines land use, development, and community objectives over a 20-year timeframe. The OCP area extends beyond the North Westside to include the shoreline of Okanagan Lake to Bear Creek Provincial Park, and the Crystal Mountain Ski Resort area.

Figure 2.4
2022 Central Okanagan West Property Assessment

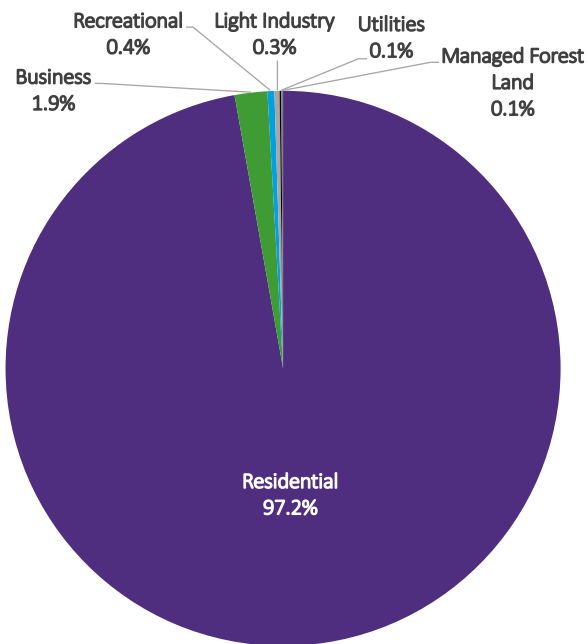
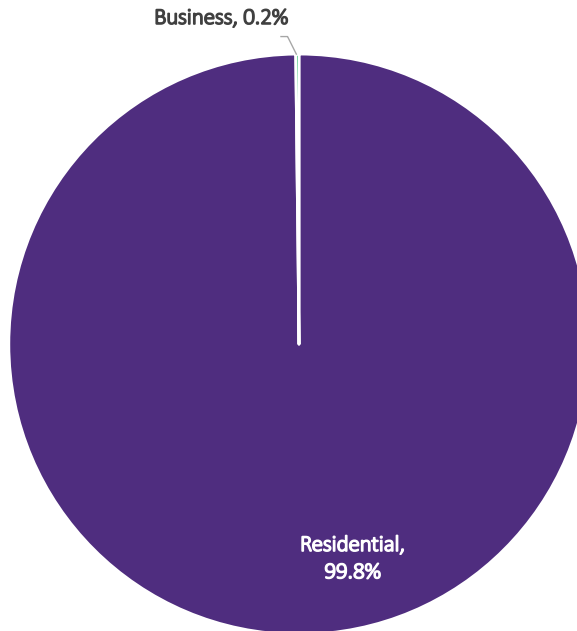


Figure 2.5
2022 North Westside Property Assessment



The region also has a Regional Growth Strategy (RGS) — *Our Home, Our Future* — that was adopted in 2013. The RGS notes the following goals for the region:

- *Our Land* — To manage the land base effectively to protect natural resources and limit urban sprawl
- *Our Economy* — To develop and enhance a positive business environment in the region to achieve a dynamic, resilient and sustainable economy
- *Our Water Resources* — To manage and protect water resources
- *Our Health* — To contribute to the improvement of community health, safety and social well-being
- *Our Housing* — to improve the range of housing types and tenures to meet the social and economic needs of the region
- *Our Climate* — To minimize regional greenhouse gas emissions and respond to the impacts of climate change
- *Our Ecosystems* — Be responsible stewards of the natural ecosystems to protect, enhance and restore biodiversity in the region
- *Our Transportation* — To enhance the regional transportation system to ensure that it is accessible, affordable and efficient
- *Our Governance* — To respond to the needs of the region with an effective and efficient governance service model

CHAPTER 3

LOCAL SERVICES PROVIDED BY RDCO

This chapter of the *Interim Report* provides an overview of each of the existing local government services provided to residents within both the North Westside and the broader Central Okanagan West Electoral Area. The services are presented under the following service categories:⁸

- emergency and protective services
- planning and development
- bylaw enforcement services
- parks and recreation, economic development
- environmental services
- water and wastewater
- solid waste
- administration

The text under each category identifies and explains the services. For each individual service an introduction is provided, followed by an outline of service governance (i.e., how decisions are made), and service finance (i.e., how services are paid for, and by whom). Unless otherwise stated, financial information is taken from the RDCO's *2022 - 2026 Cost Centre Financial Plans*. It is worth noting that most services have an operating reserve. Some services also have capital/facilities reserves, and equipment reserves. The reserve totals have been referenced only for the services that are provided to the North Westside area (water, community hall, fire protection), as well as the park services.

EMERGENCY & PROTECTIVE SERVICES

Services Overview

The RDCO provides a number of emergency and protective services to residents and properties in Central Okanagan West and the North Westside, either directly or through RDCO-funded organizations. These services include:

- Fire Protection (North Westside, Brent Road, Wilson's Landing and EA Fire Protection)
- Ridgeview (La Casa) Fire Service (debt servicing)
- Victim Services
- 911 Emergency Number
- Regional Rescue Service
- Crime Stoppers
- Alarm Control
- Crime Prevention

⁸ These categories do not necessarily correspond to the RDCO organizational divisions or departments that are in place today to deliver the services.

➤ **Fire Protection**

Fire protection service is provided to the North Westside through the North Westside Volunteer Fire Department. The Department has a chief, a deputy chief, and approximately 30 paid-on-call (POC) firefighters. The department provides medical response, fire prevention and fire suppression.

The Department is one of four fire departments within RDCO that service the electoral areas. RDCO also has an overarching electoral area fire service that funds a fire services manager and a fire services administrative assistant who provide support to all fire service areas. Examples of support provided include payroll administration, fire prevention, FireSmart and wildfire response planning. In 2022, the Regional District received a grant under the *Provincial Community Resiliency Investment Fund*. The primary purpose of the grant is to support the hiring of a FireSmart coordinator for one year, and the preparation of a *Community Wildfire Resiliency Plan*.

North Westside is within the North Westside Fire Service Area which includes three fire stations:

- Station 101 on Udell Road, which is the main hall and administration office
- Station 102 on Westside Road
- Station 103 just off Killiney Beach with a marine mobile water supply vessel

Each station meets the Fire Underwriters' Survey standards, and thus qualifies surrounding residents and their properties for discounts on their home insurance premiums.

A second fire department within Central Okanagan West is the Wilson's Landing Fire Department. That department, with approximately 25 members, services the residents along the waterfront from Shelter's Cove at the north end, down to Traders Cove in the south. It services approximately 175 residences, as well as Lake Okanagan Resort and a Girl Guides' camp.

The Brent Road area just south of Peachland receives fire protection services on contract from the District of Peachland. A service has been established to collect funds from the Brent Road area residences to pay for the contract service.

The portions of Central Okanagan West Electoral Area that are situated outside these three fire service areas are not serviced by a fire department. Properties in these outlying area neither pay for nor receive fire service.

➤ **Ridgeview (La Casa) Fire Service**

This service was established to pay the long-term debt associated with the inclusion of the La Casa neighbourhood within the North Westside fire service. The debt will be retired in 2025.

➤ **Victim Services**

The RDCO helps to fund the Central Okanagan RCMP's Victim Services program. Professional caseworkers in the program provide emotional support and practical assistance to victims and survivors of crime and/or trauma, focusing on grief, loss and trauma support to persons impacted. The program partners with the Kelowna Regional RCMP Detachment, but liaises with and accepts referrals from other RCMP detachments as required. Referrals are accepted by RCMP, community professionals and individuals; all counselling is free of charge. The RDCO has a part-time Victim Services team lead, as well as three part-time case workers and two relief workers. The service is provided to the entire region, including Westbank First Nation, regardless of what RCMP detachment provides service to the community.

➤ **911 Call Service**

Throughout the RDCO, Emergency 911 call services are provided by E-Comm, an emergency services call centre that operates primarily out of Vancouver. E-Comm is the largest 911 call centre in BC, handling calls for Metro Vancouver and 24 other regional districts and communities. The agency administers the 911 Public Safety Answer Point (PSAP) program on behalf of the Central Okanagan communities as well as eight other regional districts in the Central and Southern Interior. Calls from the Central Okanagan are initially answered by an operator at E-Comm, then transferred to the appropriate local public safety agency. E-Comm also offers "Text with 911" for deaf, deaf-blind, hard-of-hearing and speech-impaired people.

➤ **Regional Rescue Service**

The regional rescue service encompasses a variety of emergency operations, including radio and dispatch services, core rescue services, emergency operations, and search and rescue. The RDCO has a service agreement with the City of Kelowna to provide several components of the service, including the emergency operations centre, as well as emergency program coordination to the emergency management program. The emergency management program includes the development of emergency management plans and other preparedness, response and recovery measures for emergencies and disasters. The program is overseen by the Emergency Management Organization (EMO), which is comprised of the Chief Administration Officers from each Central Okanagan local government, plus an emergency program coordinator.

The regional rescue service also includes a contribution to Central Okanagan Search and Rescue (COSAR), a non-profit society, to support its rescue services.

➤ **Crime Stoppers**

The Central Okanagan Crime Stoppers program is locally operated by the RDCO in partnership with the Central Okanagan Crime Stoppers Society. The RDCO provides two full-time staff members that operate the program by accepting tips from the public and liaising with the RCMP, local media and community partners to help solve crimes. Crime Stoppers' volunteers assist with program promotion and fund raising to pay for rewards and special projects. All jurisdictions within the region participate in the service; the service is also provided to Westbank First Nation.

➤ **Alarm Control**

The RDCO provides an alarm control service that requires any residence or business with a security alarm system to have a valid annual alarm permit. The fees for the annual permits are \$10 for a residential alarm, and \$15 for a business. The service is part of a broader effort to reduce the number of false alarms activated throughout the year, and in so doing to lower the cost of law enforcement responses to false alarms.

In addition to educating residents and businesses, the service sends warning letters and information to service recipients if they have had three false alarms within a 12-month period; fees are charged for repeat offences. The service provides residents and business owners opportunities to review their alarm response plans, and contact alarm companies if necessary to prevent alarm permit suspensions. Even though this service is a component of the larger crime prevention service (see below), it is tracked separately for cost purposes. The alarm control permits fully cover the cost of the service, including the cost of the service administrator.

➤ **Crime Prevention**

The RDCO funds a Crime Prevention Coordinator through a sub-regional service shared by the municipalities of Lake Country, Peachland, West Kelowna, the Central Okanagan East and Central Okanagan West Electoral Areas, and Westbank First Nation. The coordinator's office is at the West Kelowna RCMP detachment of the Kelowna RCMP, and liaises with other RCMP detachments as needed. The coordinator works to promote community safety, provide crime prevention advice and is responsible for the administration, research, development and presentation of all crime prevention programs, and for recruiting volunteers to assist in the operation of the various programs. The RDCO coordinator attends community events, posts a quarterly Crime Prevention newsletter at various community notice boards, conducts property security assessments and works with neighbourhoods, including the Mountain Drive area of Westshore Estates (33 homes) and Fintry Delta Road (20 homes) in North Westside, to establish Block Watch programs.

The City of Kelowna has its own Crime Prevention Coordinator and is, therefore, not part of the sub-regional service.

Service Governance

Governance is all about decision-making — specifically, who makes decisions and how they are made. The governance system in place for each of the emergency and protective services is outlined in this section.

➤ Fire Protection

Fire protection exists as separate specified service areas in the North Westside and Wilson's Landing. Both fire services are contained entirely within Central Okanagan West Electoral Area, which means that Central Okanagan West is the sole participating RDCO jurisdiction in the service. Decisions for the service are made by the RDCO Board, through votes that include all RDCO directors.

In making its decisions, the Board considers recommendations from the volunteer fire chief, and RDCO staff (including the Fire Services Manager). In addition, the chiefs of the four RDCO electoral area fire departments meet annually to discuss broader issues such as budget and regional district policy.

➤ 911 Call Service

The 911 Call Service is provided to the entire region, including Westbank First Nation. Decisions on the delivery of the service, such as the contract to E-Comm and service agreements with other regional districts, are made by the entire RDCO Board.

➤ Regional Rescue Services

In 2019, the RDCO updated its emergency management program bylaw to delegate Board authority to the Emergency Management Organization, and to clarify the role of the EMO in the program. The bylaw effectively delegates authority for regional emergency planning to the EMO.

➤ Crime Stoppers and Victim Services

Both the Crime Stoppers and Victim Services are services provided to the entire region. The full RDCO Board makes decisions for these services.

➤ Crime Prevention and Alarm Control

The alarm permit program is a function of the larger Crime Prevention service but is tracked separately for funding purposes. Any operational or administrative decisions on these services are made by the participants, which include all jurisdictions except the City of Kelowna. Westbank First Nation contributes to the service but is not a participant for voting purposes. Decisions on budget matters would involve the entire Board.

Service Finance

Service cost and service funding are the two key points to understand under the subtitle "service finance". Each service creates costs which are then by revenues from different sources. Some services costs are funded by tax requisitions; others have

additional sources such as grants, or fees for permits and licences, to help cover costs.

➤ **Fire Protection**

Fire protection for the Central Okanagan West Electoral Area is funded in two ways:

- *Electoral Areas Fire Service* — Some of the administrative and planning aspects that benefit the broader electoral area, such as FireSmart plans and wildfire response, are funded through the Electoral Areas Fire Service. The service was budgeted at \$270,266 in 2022, not including the administrative overhead. The RDCO received a *Provincial Community Resiliency Investment Fund* grant in 2022, \$180,000 of the grant is allocated to this service. The grant will be used for FireSmart community projects, with the RDCO hiring a FireSmart Coordinator for one year to initiate the works. The primary purpose of the funds is to prepare a *Community Wildfire Resiliency Plan*. The remainder of the service is funded through tax requisition from the two electoral areas.
- *Local Fire Service Areas* — The local fire protection services provided by the POC fire departments are funded through property taxes paid by residents within each local service area.

The North Westside Road Fire Service was budgeted at \$631,176 in 2022, not including the administrative overhead of \$54,438. The funds were raised through tax requisition of \$685,176. The budget also included approximately \$54,000 of capital equipment paid for through the Capital Replacement Reserve Fund. The North Westside service has some significant capital expenses in the upcoming years for truck replacements, including a planned new tender replacement in 2024 (\$480,000), and significant costs in 2028 (\$200,000), 2029 (\$550,000) and 2032 (\$600,000). Capital estimates for trucks alone in the next 15 years are \$3.4 million. At the end of 2021, the North Westside Fire service had a capital reserve of \$500,488.

The Wilson's Landing Fire Service has a 2022 budget of \$314,833 plus \$29,411 in administrative overhead. A total of \$63,420 is budgeted to be spent on capital and equipment replacement, funded from reserves.

Operating and ongoing capital costs for both departments are recovered primarily through property taxes based on assessed values (land and improvements).

➤ **Ridgeview (La Casa) Fire Service**

This service was established to collect revenues to pay the long-term debt associated with the inclusion of the La Casa neighbourhood within the fire service. The cost of the service — approximately \$11,000 each year — is raised

primarily through parcel taxes in the La Casa area. A parcel tax of \$18.84 is levied on a total of 500 parcels. The debt will be retired in 2025.

➤ **Regional Rescue Service**

The Regional Rescue Service is funded in part through a contribution from Westbank First Nation, as well as with available grant funds from Workers Compensation Board, the Provincial Emergency Program (PEP), and the federal Joint Emergency Preparedness Program (JEPP). The bulk of service funding, however, comes from property value taxes levied on the value of land and improvements. The allocation of the regional service costs among participating jurisdictions is based on the net taxable values (not converted assessment).

➤ **911 Service**

The RDCO contracts to E-Comm for PSAP, but acts as a secondary dispatch call centre for eight other regional districts.⁹ In this position, the RDCO is able to share much of the cost of the service. The remainder of the costs are allocated to each participating RDCO jurisdiction based on net taxable values property assessment for land and improvements, and recovered from the electoral areas through property value tax.¹⁰

➤ **Alarm Control**

The cost of providing the Alarm Control Service is recovered entirely from fees paid by residents and businesses that receiving alarm permits.

➤ **Crime Stoppers**

The cost of providing Crime Stoppers is recovered through a service contract with Westbank First Nation, and through property taxes levied on land and improvements in all jurisdictions of the Regional District. The allocation of total costs across jurisdictions is based on net taxable values (not converted assessment).

➤ **Victim Services**

The cost of providing Victim Services is recovered through a service contract with the Westbank First Nation, annual provincial grant funding support, and property taxes levied on land and improvements. The allocation of total costs across jurisdictions is based on net taxable values (not converted assessment).

➤ **Crime Prevention Services**

The cost of the Crime Prevention Service is recovered primarily through property taxes levied on land and improvements within the participating jurisdictions (all but Kelowna), and a small service contribution from Westbank First Nation.

⁹ Regional Districts of North Okanagan, Okanagan Similkameen, Columbia Shuswap, Central Kootenay, East Kootenay, Kootenay Boundary, Thompson Nicola and Squamish Lillooet.

¹⁰ Westbank First Nation also contributes to the service.

Figure 3.1
Emergency and Protective Services

Service	Participants	Total Cost (Admin Included)	Recovered by Tax	Recovered from RDCO West	Recovered from North Westside	Tax on Average Home
Electoral Area Fire	Electoral Areas	284,770	140,770	54,674	31,782	19.26
North Westside Fire	RDCO West (portion)	685,614	685,176	685,176	685,176	415.32
Wilson's Landing Fire	RDCO West (portion)	344,244	302,689	302,689	-	329.47
Brent Road Fire	RDCO West (portion)	31,774	31,774	31,774	-	220.44
Ridgeview (La Casa)	RDCO West (portion)	10,967	9,422	9,422	9,422	18.84
Regional Rescue	All	3,124,390	2,737,603	59,923	36,216	21.95
911	All	1,470,450	421,760	9,232	5,580	3.38
Alarm Control	All	222,827	-	-	-	-
Crime Stoppers	All	310,925	299,758	6,561	3,965	2.40
Victim Services	All	542,084	339,844	7,439	4,496	2.73
Crime Prevention	All but Kelowna	195,656	164,494	10,694	6,216	3.77

Financial operating information for the emergency and protective services is summarized in Figure 3.1.

PLANNING AND DEVELOPMENT SERVICES

Service Overview

The RDCO provides several services with respect to land use planning and development, including:

- Regional Planning
- Electoral Area Planning
- Business Licences
- Building Inspection
- Transportation Demand Management

Staffing for these services in 2021 totalled 10.87 FTE in 2021 — a figure that is expected to increase to 12.5 in 2022.

➤ Regional Planning

Regional Planning involves the preparation of the RDCO's *Regional Growth Strategy* (RGS), as well as priority projects such as the *Central Okanagan Wellness and Poverty Strategy* and the *Regional Housing Strategy*. The RGS was updated adopted in 2014; a subsequent *Priority Projects Plan* was created 2017, followed by an *RGS Monitoring Framework* in 2019. Each year the Regional Board considers recommended regional planning projects and approves resources as required.

➤ **Electoral Area Planning**

The Planning Services Department helps to develop land use policies for the electoral areas to provide guidance to elected officials, developers, residents and others. The department is responsible for developing and implementing land use plans and environmental protection guidelines, along with regulations and initiatives. The department also assists the public in understanding the policies and development application processes. Staff evaluate such applications and provide recommendations to the Regional Board.

Central Okanagan West has two official community plans:

- the *Rural Westside OCP*, which covers an area from Traders Cove north along Westside Road, up to and including Westshore Estates and the Crystal Resort area Bylaw No. 785
- *Brent Road/Trepanier OCP*, which covers an area close to the District of Peachland, with Brent Road to the south and Trepanier to the northwest

Central Okanagan West has one zoning bylaw — *Zoning Bylaw 781* — that includes the North Westside, as well as all parts of Central Okanagan East outside of the Joe Rich planning area.

Subdivisions are processed and approved by the provincial Ministry of Transportation and Infrastructure (MoTI) in all unincorporated parts of the province, including Central Okanagan West Electoral Area and the North Westside. The RDCO does, however, have a subdivision service bylaw, and does comment on the land use and zoning implications of subdivision applications as part of the Ministry's approval process. Subdivision applications from the North Westside are processed by the Vernon MoTI office.

The planning services staff at RDCO deliver the services. In addition to the Director of Community Services, there are four planners, two environmental planners and four administrative assistants (several positions are part-time). Planning Services included a total of 6.72 FTE in 2021, and is expected to increase to 8.16 in 2022 with the addition of a Planning and Development Manager and Clerk. A UBCM grant is funding an additional Business Systems Analyst position within Planning Services for a two-year term.

➤ **Business Licences**

Unlike most regional districts, the RDCO has been granted authority for business licensing in the electoral areas. All businesses located and operating in the Central Okanagan East and Central Okanagan West Electoral Areas are required to have a business licence. The Community Services Department sells RDCO business licences as well as inter-community business licences for businesses that operate in more than one jurisdiction throughout the Okanagan.

➤ **Building Inspection**

The RDCO *Building Bylaw* administers the regulations of the *BC Building Code*, including local regulations, permits and building inspections. The RDCO Building Officials are responsible for reviewing building permit applications and inspecting properties to ensure the *Bylaw* and *Building Code* are upheld within the Central Okanagan East and Central Okanagan West Electoral Areas of the RDCO. The RDCO had 4.15 FTE allocated to Inspection Services in 2021, and is budgeting for 4.34 FTE in 2022. The Department has two full-time Building and Plumbing inspectors, one term Inspector and two relief Inspectors.

➤ **Transportation Demand Management**

Up to the end of 2020, the Sustainable Transportation Partnership of the Central Okanagan (STPCO) led the preparation of a *Regional Strategic Transportation Plan*, along with a supporting *Regional Bicycling and Trails Master Plan*, and a *Regional Disruptive Mobility Strategy*. Following the adoption of the *Strategic Transportation Plan* in 2020, the STPCO was disbanded.

Under STPCO, the Transportation Demand Management Service was used to fund the participation of the electoral areas in the planning process, and to contribute the Strategic Priorities Gas Tax funds approved by the RDCO for the Kelowna-led project. The service now oversees the implementation of transportation-related projects in the two electoral areas. The service also includes a share of the cost of a Traffic Safety Officer.

Service Governance

The Planning Services Department has an Advisory Planning Commission (APC) for the Central Okanagan West electoral area. The Central Okanagan West Advisory Planning Commission currently has five members, all of whom are appointed to the Commission for four years, and are chosen to reflect geographic, demographic, and professional diversity.

The mandate of the APC is to provide the Board, its Committees and staff advice on proposed regional and local land use policy changes. The APC considers and provides advice on matters referred to it, including land use issues, and the preparation and adoption of official community plans and proposed bylaws under Part 14 of the *Local Government Act*.

In addition to the APC, the RDCO also has a seven-member Agriculture Advisory Commission that advises the Regional Board on agricultural issues and the potential impact of planning decisions on agriculture in the electoral areas. There is also six-member Environmental Advisory Commission that advises the Regional Board on environmental matters.

Decisions on electoral planning-related services and applications are typically only made by only electoral area directors — that is, by the representatives of the jurisdictions that participate in the service. In the RDCO, however, the municipalities

participate in and contribute to the service through fringe planning area agreements, which enable them to participate in decision-making.

The North Westside is outside the fringe planning area that would provide directors from neighbouring municipalities a vote on site specific planning applications (such as a site specific rezoning, development variance permit or temporary use permit). Directors from West Kelowna, Kelowna and Peachland are entitled to vote, however, on changes to the *Rural Westside OCP*, since the OCP bylaw covers properties that are included in the fringe planning area. As well, directors from the entire RDCO are entitled to vote on non-site specific changes to *Zoning Bylaw 781*.¹¹

Decisions, such as the approval of the service budget, that have financial impacts are decided by the full Board of Directors. Regulatory services, such as Business Licencing and Building Inspection, are voted on by the full board, regardless of the number of participants. The Transportation Demand Management Service, which includes participation by both electoral areas, is not a regulatory service. Administrative and operational decisions related to this service are made solely by the two electoral area directors. Regional Planning, while not a regulatory service, involves all jurisdictions in the region; thus, decisions are made by the entire Regional Board.

Service Finance

The Building Inspection and Business Licensing budgets are recovered through a combination of permit and licence fees; outstanding Building Inspection service costs are recovered through property taxes levied on assessed values (land and improvements).

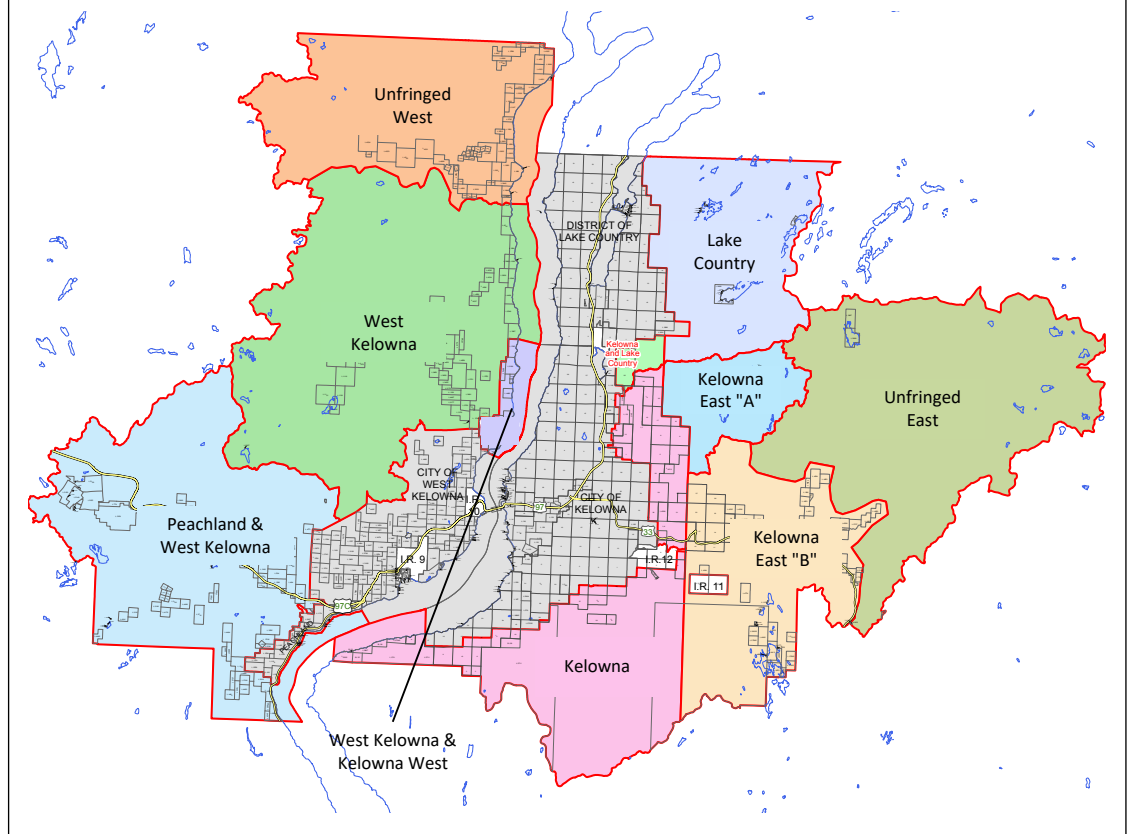
The allocation of the Regional Planning costs to each jurisdiction is based on the net taxable values (not converted assessment). Costs are recovered using property taxes levied on assessed values (land and improvement).

The Electoral Area Planning costs are recovered from planning applications, and from property taxes based on net taxable values. Monies raised in the municipalities reflect municipal participation in fringe area planning, and are shared by the electoral areas based on their respective numbers of taxable parcels situated within the fringe planning areas. North Westside, which represents almost two thirds of the taxable parcels within Central Okanagan West, is entirely outside the fringe planning area (see Figure 3.2). Conversely, only two taxable parcels in Central Okanagan East are outside the fringe planning area. Municipal contributions, therefore, are more significant to Central Okanagan East than Central Okanagan West.

Cost allocation of remaining service costs between the two electoral areas results in tax rates that are different for each area. Central Okanagan West contributes the

¹¹ Directors from other jurisdictions receive one vote each in votes on both the OCP and zoning bylaws.

Figure 3.2
Planning Fringe Planning Areas



highest total tax requisition towards the service — approximately \$207,000 in 2022, or 42% of the total requisition amount.

The Transportation Demand service is recovered from property taxes levied on assessed values (land and improvements) in the two electoral areas.

All financial information for the services grouped under Planning and Community Services is summarized in Figure 3.3.

Figure 3.3
Planning and Development Services

Service	Participants	Total Cost (Admin Included)	Recovered by Tax	Recovered from RDCO West	Recovered from North Westside	Tax on Average Home
Regional Planning	All	1,564,611	604,084	13,223	7,992	4.84
Electoral Area Planning	All	610,963	495,964	206,993	120,324	72.93
Business Licenses	Electoral Areas	43,055	-	-	-	-
Building Inspection	Electoral Areas	637,992	54,992	28,697	16,681	10.11
TDM	Electoral Areas	15,704	13,999	7,306	4,247	2.57

BYLAW ENFORCEMENT SERVICES

Service Overview

Bylaw enforcement services provided by the RDCO to Central Okanagan West residents include the following regulatory services:

- Noise Abatement
- Untidy Premises
- Weed Control
- Insect Control
- Dog Control
- Prohibited Animal Bylaw

The RDCO had 12.52 FTE dedicated to bylaw services in 2021, with 12.62 planned in 2022. Staffing includes a Chief Bylaw Enforcement Officer, a Bylaw Enforcement Officer, a Seasonal Enforcement Officer, nine Dog Control Officers (including three term officers), and a Dog Control Dispatch/Pound Keeper.

➤ Noise Abatement and Untidy Premises

The RDCO has a *Noise Control Bylaw* and a separate *Untidy Premises Bylaw* that covers the two electoral areas. The costs related to the services cover staffing to help enforce these bylaws.

➤ Weed Control

The RDCO provides a sub-regional service of all jurisdictions but the City of West Kelowna to prevent the growth of noxious and invasive weeds, and tall grasses. The Regional District's *Weed Control Bylaw* requires property owners within the electoral areas, the City of Kelowna, District of Lake Country and District of Peachland to prevent the growth of noxious weeds and tall grasses, and to provide for the cutting or destruction of all such plants. Under the bylaw, invasive weeds and grasses must be kept under 8 inches in height, and must be cut down and mulched or otherwise destroyed and removed.

➤ Insect Control

The RDCO also has an insect control service and bylaw that applies to the electoral areas, Lake Country and Peachland. Invasive insects are those that are considered to be harmful or destructive. The bylaw notes that it is the responsibility of property owners to take all action necessary to prevent their property from becoming infested — and, if it does become infested, to take all action necessary to control the infestation.

➤ Dog Control

All jurisdictions within the RDCO participate in the Dog Control Service. The region has a *Responsible Dog Ownership Bylaw* that outlines regulations and responsibilities for those who have dogs, including licencing fees, impound fees for dogs that are found, as well as fines for violating various regulations. Through

the service, residents obtain dog licences, report stray, lost and found dogs, and report dogs that may be dangerous, unlicensed, unwanted or improperly controlled. As noted earlier, the Regional District has several Dog Control Officers, and a Dispatch/Pound Keeper that assist with service operations.

➤ **Prohibited Animal Bylaw**

All RDCO jurisdictions other than the District of Lake Country and Central Okanagan East participate in the Prohibited Animal Bylaw Service. The Regional District has a bylaw that outlines a list of animals that residents are prohibited from owning, keeping, displaying in public or exhibiting for entertainment or educational purposes, either on a temporary basis or permanent basis.

Service Governance

Weed Control, Insect Control and the Prohibited Animal Bylaw are subregional in nature, and Noise Abatement and Untidy Premises are services of the electoral areas only. All of these services, however, are also regulatory services of the RDCO. Bylaws that are made or amended to exercise regulatory authority through a regulatory service are voted on by all Directors of the RDCO Board. Decisions on Dog Control are also made by the entire Board, since the service is both regulatory in nature and provided to all jurisdictions.

Service Finance

Noise Abatement and Untidy Premises are recovered from property taxes levied on assessed values for improvements only (not on land values). Weed Control and Insect Control costs are allocated on the basis of converted assessment amongst the participating areas. Insect Control receives the majority of its revenues from the City of Kelowna, which contracts with RDCO to receive the service. The remaining revenues required are raised through property value tax levied on total assessment (land and improvements). Weed Control also includes revenues from the sale of services, and recovers the remainder through property value tax on assessed values of land and improvements.

Revenues for Dog Control include the sale of dog licences, as well as impound fees and fines. Costs that are not recovered through licences and fees are collected using a property value tax. The tax requisition amount is allocated to each jurisdiction on the basis of net taxable values.

The costs associated with the Prohibited Animal Bylaw service are allocated among the participants based on converted assessment, then recovered through property value tax levied on assessed land and improvement values. The Central Okanagan West Electoral Area's total tax requisition for the service in 2022 was \$10.

All financial information for the Bylaw Enforcement Services is summarized in Figure 3.4.

Figure 3.4
Bylaw Enforcement Services

Service	Participants	Total Cost (Admin Included)	Recovered by Tax	Recovered from RDCO West	Recovered from North Westside	Tax on Average Home
Noise Abatement	Electoral Areas	13,621	9,621	4,707	3,083	1.56
Untidy Premises	Electoral Areas	22,225	15,225	7,448	4,878	2.46
Insect Control	All but Kelowna & WK	23,905	4,484	632	367	0.22
Weed Control	All but WK	173,128	104,628	2,434	1,415	0.86
Dog Control	All	1,764,938	999,938	21,887	13,228	8.02
Prohibited Animal	All but Central Ok East, LC	1,182	487	10	-	-

PARKS AND RECREATION SERVICES

Service Overview

Parks, Recreation and Library services provided by the RDCO to Central Okanagan West residents include:

- Regional Parks
- Westside Municipal Recreation
- Johnson Bentley Aquatic Centre
- Killiney Community Hall
- Westside Community Parks
- Okanagan Regional Library

➤ Regional Parks

The Regional District's Regional Parks Service offers more than 2,100 hectares of parkland, including 74 km of designated trails, in 30 regional parks. Four of the parks are within Central Okanagan West Electoral Area, including one at Antler's Beach south of Peachland, two in the Trepanier area, and one in Traders Cove. Regional Parks staffing, including operations staff and staff involved in regional parks planning, facilities and capital projects, totalled 32.22 FTE in 2021 (no change is expected in 2022).

➤ Westside Municipal Recreation and Aquatic Centre

The Westside Municipal Recreation and Aquatic Centre Service's boundaries were originally created by the RDCO prior to the incorporation of West Kelowna, and were intended to encompass those who benefit from the recreation facilities, including Mt. Boucherie Arena, the Seniors' Centre, Westside Youth Centre, and the Johnson Bentley Memorial Aquatic Centre. As part of the West Kelowna incorporation process, all recreation facilities were transferred to West Kelowna. The RDCO service area, however, remained in place to receive contributions from the benefitting properties outside the West Kelowna municipal boundary. A total of 268 properties within Central Okanagan West contribute to the service, including a small area around Traders Cove. A total of 164 properties contribute

to the Johnson Bentley Memorial Aquatic Centre — all of these properties are located to the west and south of West Kelowna. None of the contributing properties for either service are in the North Westside.

➤ **Killiney Community Hall**

In 2011, a Regional District service was established to fund the operations, maintenance and capital expenditures for Killiney Community Hall, including the hall proper, the adjacent "annex" building that houses the community library, and the surrounding driveway and parking lot. The properties that contribute to the service cover a service area similar to the North Westside Fire Service Area. The southernmost communities of Nahun and Caesar's Landing, however, do not contribute to the Killiney Community Hall. The community library service is delivered by the North Westside Community Association, and is not part of the Okanagan Regional Library system, although the ORL does provide some funding to support the community library (see below).

➤ **Westside Community Parks**

Central Okanagan West has a total of eight community parks that are within and funded by the entire Electoral Area. The parks include:

- Star Park
- Pine Point Waterfront
- Cinnabar Creek Waterfront
- Bouleau Lake Park
- Killiney Beach
- Fintry Beach Access #1 (boat launch)
- Fintry Beach Access #2
- Westshore Estates Community Park

Of these parks, Killiney Beach, the Fintry Beach accesses and the Westshore Estates Community Park are in the North Westside, as defined by the Fire Service Area boundary. Bouleau Lake Park is just outside the area. Killiney Beach and Fintry Beach have boat launch, picnic area and swimming beaches. Killiney Beach also has an off-leash dog area. Westshore Estates has a playground, soccer turf, basketball court and softball diamond.

Community parks services for both electoral areas had a staffing complement of 2.65 FTE in 2021, budgeted to increase to 3.10 FTE in 2022 with the addition of a Recreation Programmer.

➤ **Library Service**

Library Service is provided to Central Okanagan West and the RDCO as a whole by the Okanagan Regional Library (ORL). ORL is a large library system with a total of 29 branches and a service area population of over 400,000. The RDCO is one of four regional districts that participate (on behalf of electoral areas) in the service, along with 19 municipalities and two First Nations. Central Okanagan West is

served primarily by ORL's Westside Library in West Kelowna, as well as the Kelowna and Vernon branches. ORL Library cards are free to those who live or own property in the Area. Although the North Westside's community library is not a branch of the ORL branch, the ORL has provided funding (\$2,000) to the community library.

In addition to the selection of fiction and non-fiction books, magazines, newspapers, and reference materials available at the local branches, the ORL library card gives access to:

- programs for children and adults
- free Internet access at computer workstations as well as wireless access
- DVDs, CDs, audiobooks and eBooks
- services for members who are print disabled, living in remote areas or seeking materials in other languages
- BC public libraries via the BC OneCard

Service Governance

The governance systems in place for the Parks and Recreation services are outlined in this section.

➤ Regional Parks and Westside Community Parks

All jurisdictions participate in the Regional Parks service — thus, the full Board and makes decision for the service. The entire Board also makes decision for the Westside Community Parks service, because decisions on services with only one participant — Central Okanagan West in this case — are made by all Directors.

➤ Recreation and Aquatic Centre

The West Kelowna recreation facilities, including the aquatic centre, are overseen by and under the decision-making control of the City of West Kelowna. Neither Central Okanagan West Director nor the RDCO Board has any formal involvement in decisions related to these facilities.

➤ Killiney Community Hall

The Killiney Community Hall is overseen by the North Westside Community Association. The association has a 12-member elected board and is responsible for maintaining and administering the operations of the Hall and Annex for the benefit of Association members.

➤ Library Service

Decisions for the Library Service are made by the ORL's Board of Trustees, which is comprised of representatives of the system's member jurisdictions. As per the *Library Act*, each of the 19 participating municipalities appoints a council member to the Board. Each of the four participating regional districts appoints one electoral area director from the region's participating electoral areas. The Westbank First Nation appoints a member, as well. In all, the ORL Board consists

Figure 3.5
Parks and Recreation Services

Service	Participants	Total Cost (Admin Included)	Recovered by Tax	Recovered from RDCO West	Recovered from North Westside	Tax on Average Home
Regional Parks	All	9,478,197	8,455,884	185,090	111,865	67.81
Westside Municipal Rec	RDCO West (portion)	39,726	39,726	39,726	-	-
Aquatic Centre	RDCO West (portion)	14,818	14,818	14,818	-	-
Killiney Community Hall	RDCO West (portion)	25,385	25,385	25,385	25,385	15.62
Westside Community Parks	RDCO West	279,697	254,697	254,697	148,054	89.74
Okanagan Regional Library	Electoral Areas	321,605	321,605	167,829	97,558	59.14

of 24 trustees. Currently the Central Okanagan West Electoral Area Director represents the RDCO on this Board.

Most decisions, including those on library policy, are made using a corporate voting model in which each Board member receives one vote. Decisions related to the budgets and expenditure of monies are made using a weighted vote system that awards votes to members in proportion to the population size of their respective jurisdictions. The Board is supported in its decision-making by staff, as well as by three permanent ORL standing committees: the Policy & Planning Committee, the Personnel Committee and the Finance Committee.

It is important to understand that the boards of participating regional districts and the councils of participating municipalities have no formal involvement in ORL governance other than through their appointed representatives on the ORL Board. ORL is an independent corporation, separate from the municipalities and regional districts that participate in the system.

Service Finance

Regional Parks is funded through a combination of property taxes levied on assessed values (land and improvements), contributions from Westbank First Nation, and some donation and grant funding. The allocation of the regional service costs to each jurisdiction is based on the net taxable values (not converted assessment). The tax requisition amounts are then recovered based on property taxes levied on assessed land and improvement values in each jurisdiction.

As noted previously, 268 properties in of Central Okanagan West contribute toward the operating cost of the City of West Kelowna's recreation facilities; a smaller service area (164 properties) contributes toward the aquatic centre. The amount is recovered from residents through a property value tax based on converted assessment (land and improvements). Similarly, the Killiney Hall is also funded through property value tax levied on the specific local service area. The community library at the hall also receives an annual \$2,000 grant from the Okanagan Regional Library. The Killiney community hall service has a small operating reserve that totalled \$391 at the end of 2021.

Westside Community Parks are funded through property taxes levied on properties throughout the entire Central Okanagan West Electoral Area. Library contributions are also made through value tax payments (land and improvements).

All financial information for the services grouped under Parks and Recreation Services is outlined in Figure 3.5. Figure 3.6 shows the reserves for both the Regional Parks and the Westside Community Parks services.

Figure 3.6
Park Reserve Accounts

Reserves	Operating	Capital	Equipment	Parkland Reserve	Parks Legacy Reserve
Regional Parks	\$720,015	\$8,642,980	\$307,887	\$630,225	\$27,721
Westside Parks	\$19,384	\$321,337	\$47,782	\$180,226	n/a

ECONOMIC DEVELOPMENT SERVICES

Service Overview

Central Okanagan West participates in the Central Okanagan Economic Development Commission (COEDC) together with every jurisdiction in the region. The Commission supports existing businesses with economic data, workforce development support, business development programs, export development assistance and agricultural support. The Commission also supports new businesses that are looking to invest in the region. Economic development services had 5.34 FTE in 2021 — a complement that is expected to decrease to 4.34 in 2022.

Service Governance

The COEDC has a six-member executive, and various other committees that together form the Commission's Advisory Council. The Advisory Council helps to guide the service, and acts as a conduit of information and ideas among business, community leaders and government. It is comprised of 45 members, with representatives from industry, the community and local government. The Council meets monthly to share information and work together towards sustainable economic growth.

Each municipality and the RDCO appoints a representative to the Commission's Advisory Council — the Central Okanagan East Director is the RDCO representative on the Commission at present. COEDC operates with a high degree of autonomy from the RDCO Board. Where required, decisions by the Board involve all Directors.

Service Finance

The COEDC receives some funding from Westbank First Nation, as well as funding from available grants. The allocation of the remaining costs across jurisdictions is based on the net taxable values (not converted assessment). The costs are then

recovered from residents through a property tax levied on assessed values (land and improvements). All financial information for the Economic Development Service is outlined in Figure 3.7.

Figure 3.7
Economic Development Service

Service	Participants	Total Cost (Admin Included)	Recovered by Tax	Recovered from RDCO West	Recovered from North Westside	Tax on Average Home
COEDC	All	1,309,603	1,159,036	25,370	15,333	9.29

ENVIRONMENTAL SERVICES

Service Overview

Central Okanagan West, including the North Westside, participates in a collection of Environmental Services that includes:

- Air Quality
- Sterile Insect Release
- Okanagan Basin Water Board

➤ Air Quality

In 2015, the RDCO prepared a *Clean Air Strategy* to identify the primary air quality and pollution concerns in the Central Okanagan. The *Strategy* led to the creation of a set of programs to create awareness, educate the public and prevent air pollution. These programs, all of which are provided through the sub-regional Air Quality service, include:

- Restrictions on outdoor burning in the Central Okanagan
- Monitoring outdoor air quality and health considerations or advisories
- Wood waste disposal
- Mow-Chip-Rent it Rebate Program
- Wood Stove Exchange Program
- Vehicle idling awareness and control
- Radon testing program
- Safe Routes 4 Schools

All jurisdictions except for the District of Lake Country participate in the service. Lake Country does, however, contribute to the service through a service agreement, as does the Westbank First Nation.

➤ Sterile Insect Release

The Okanagan-Kootenay Sterile Insect Release Program exists to protect pome fruit (e.g., apples and pears) from the invasive codling moth. The program is a

partnership of four regional districts — the RDOS, RDCO, RDNO, CSRD — and pome fruit growers throughout participating areas. The service promotes sustainable agricultural practices while protecting air, water and food quality through delivery of area-wide enforcement activities and the application of environmentally-benign sterile insect release control methods. The RDCO Board appoints two members to this program each year. All municipalities and electoral areas in the region participate in the service.

➤ **Okanagan Basin Water Board**

The Okanagan Basin Water Board (OBWB) was created in 1970 as a partnership of the three Okanagan regional districts (North Okanagan, Central Okanagan and Okanagan-Similkameen) focused on providing a coordinated approach to water management and protection issues that span the basin. The OBWB has three main programs focused on collaborative water management, water quality improvement and aquatic weed/milfoil management, with the overall objective of supporting sustainable water supplies, clean water for drinking, and healthy lakes and streams. The OBWB is not a regulatory agency, and does not enact or enforce law; it does, however, have taxing authority.

The three Okanagan regional districts appoint three directors each to the OBWB Board of Directors. The Board also includes representatives from the Okanagan Nation Alliance, the Water Supply Association of BC and the Okanagan Water Stewardship Council. The Water Stewardship Council is a 34-member advisory body to the OBWB and a local source of technical expertise.

Within the RDCO all jurisdictions participate in and contribute to the Okanagan Basin Water Board. Westbank First Nation is also a contributing partner.

Service Governance

The governance systems in place for the Environmental services are outlined in this section.

➤ **Air Quality**

This service is considered a sub-regional service because not every jurisdiction in the RDCO is a participant. As a sub-regional service, decisions on administration and operation are involve participating jurisdictions only. In all, however, operational or administrative decisions are not often required for the service, since the service is one that exists primarily to provide information and education, and to create awareness. Decisions regarding budget for the service involve the entire RDCO Board.

➤ **Sterile Insect Release**

The OKSIR Board of Directors is the chief governing body for the SIR program. All key decisions related to the program are made by the OKSIR Board. The Board has eight voting and two non-voting members. The voting members include five regional district directors (or alternates) appointed by the participating regional

districts, and three grower representatives, one of whom must be a certified organic grower. The two non-voting members are representatives from Agriculture and Agri-Food Canada and the BC Ministry of Agriculture. Only the regional district directors vote on financial matters.

➤ **Okanagan Basin Water Board**

Decisions regarding the operation of the OBWB and expenditure of its budget are made by the OBWB Board with its three representatives from the RDCO. Each OBWB Board member has an equal vote on decisions (i.e., one director, one vote). On financial matters, only the representatives of the regional districts may vote.

The Board also relies upon advice from the Watershed Stewardship Council (the RDCO has a staff member on the Council). The OBWB does not have taxing authority, and can therefore determine, through approval by the Board, an appropriate budget and taxation rate to be recovered from the participating areas of each of the participating regional districts. Operational procedures for the OBWB require unanimous approval by the three regional districts.

Service Finance

Air Quality service receives contributions from agreements with Westbank First Nation and Lake Country. Remaining costs are allocated on the basis of converted assessment among the participating areas. The costs are recovered from Central Okanagan West residents using a property value tax levied against total assessment (land and improvements).

The costs for the Okanagan Basin Water Board are allocated among jurisdictions based on net taxable values (not converted assessment). The amount for each jurisdiction is recovered using a property value tax based on total assessment.

The costs of the Okanagan Sterile Insect Release program are raised through a combination of property taxes and parcel taxes. Residents pay property taxes on the basis of the assessed value of their land only (i.e. not improvements); orchard growers pay an additional amount in the form of a parcel tax levied on a per acre basis (\$150.40 per acre). In 2021, grower parcel taxes covered approximately 37% of the overall SIR program costs. There were no parcel taxes for the SIR levied in Central Okanagan West.

Figure 3.8 summarizes the financial information for the environmental services.

WATER & WASTEWATER

Service Overview

This section profiles the water systems in Central Okanagan West, as well as the regional effluent/water disposal service.

Figure 3.8
Environmental Services

Service	Participants	Total Cost (Admin Included)	Recovered by Tax	Recovered from RDCO West	Recovered from North Westside	Tax on Average Home
OBWB	All	2,319,812	2,236,492	48,954	29,587	17.93
Air Quality	All but Lake Country	277,288	239,129	4,977	2,893	1.75
SIR	All	1,450,280	1,450,280	18,399	9,151	6.94

The RDCO has a supervisor of Utilities Services, and a number of Utility Technicians, Technologists and Utility Operators. Many of the Utilities Service team is involved in the wastewater treatment plant, which does not service the electoral areas. Together, however, the region's two electoral areas have six water systems that are owned and operated by the RDCO, as well as the Ellison Sewer System and the Scotty Heights street lights. The Regional District also provides a service for septic effluent/water disposal.

In addition to the utilities team, the RDCO has Engineering Services and Asset Management staff. Total staffing assigned to the electoral area water systems was 1.94 FTE in 2021 (2.18 proposed for 2022).

Central Okanagan West specifically is home to four of the six electoral area water systems. Three of the four are within the North Westside, including:

- Killiney Beach Water System
- Westshore Estates Water System
- Fintry Water System

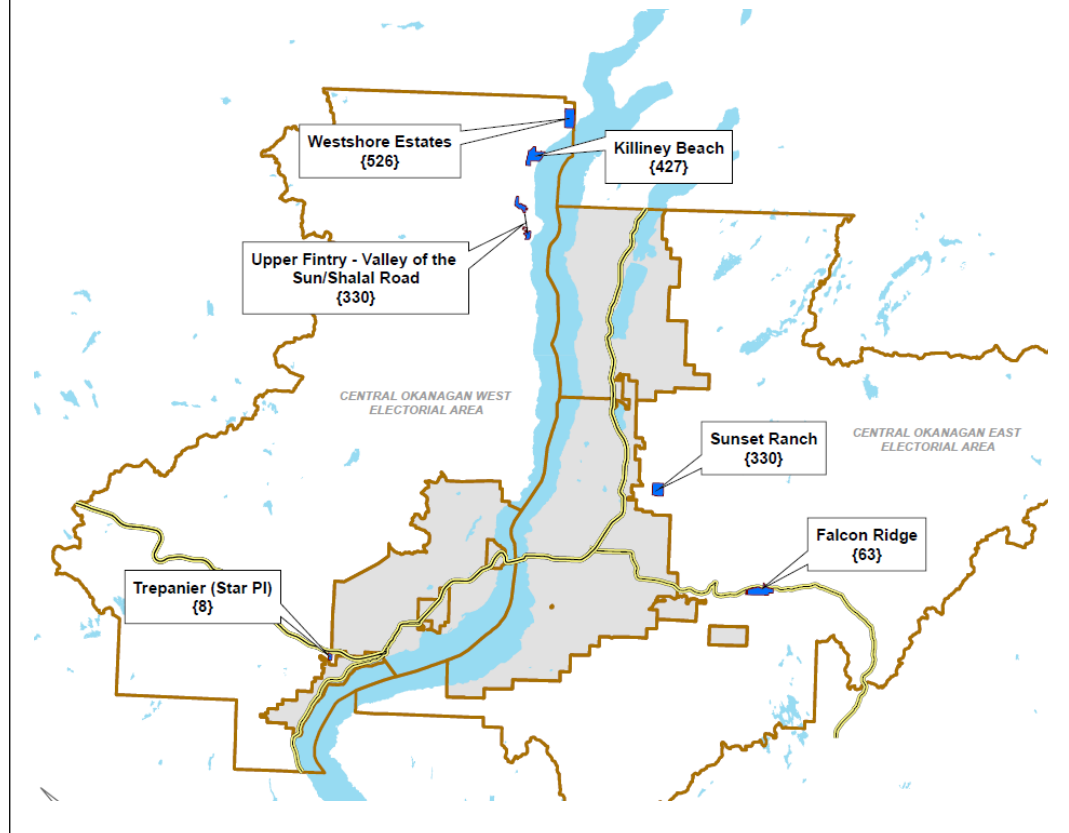
The Trepanier Bench (Star Place) water system is owned and operated by the RDCO and located within Central Okanagan West electoral area, but is outside the North Westside. The water service areas are shown in Figure 3.9.

➤ **Killiney Beach Water System**

Both Killiney Beach and Westshore Estates are considered to be large water systems. The RDCO's drinking water report in 2021 indicated that Killiney Beach system had approximately 293 active connections, with a service area of 427 parcels.

The Killiney Beach System was constructed in the late 1960s and is divided into multiple pressure zones. It includes three reservoirs and four pump stations. There are approximately 14,000 metres of PVC watermain, and a Supervisory Control and Data Acquisition (SCADA) system which allows for remote system

Figure 3.9
Electoral Area Water Service Areas
(number of parcels indicated)



monitoring. Water consumption is measured using water meters for each connection.

The method of treatment is chlorine disinfection. The water system does not currently meet all Canadian Standard Drinking Water Guidelines; however, UV disinfection and dedicated forcemain from the Lake Pumphouse to Udell Reservoir are planned works designed to improve water quality and meet all Interior Health objectives.

Future plans noted in the 2021 system assessment include:

- a source monitoring program for a new water intake location
- filtration deferral
- additional treatment/intake extension options
- a completed Ground Water Feasibility Assessment
- leak detection
- post-wildfire recovery (Foreshore Environmental/Hazardous Conditions Assessment ongoing)

➤ **Westshore Estates Water System**

The RDCO's drinking water report in 2021 indicated that the Westshore Estates Water System had 279 active connections, with a service area of 526 parcels. The system was constructed in the mid-1970s. It is divided into multiple pressure zones, and includes two reservoirs and two pump stations. Similar to Killiney, the Westshore Estates System features 14,000 metres of watermain, utilizes a Supervisory Control and Data Acquisition (SCADA) system, and measures consumption with water meters.

Also like Killiney, Westshore Estates' method of treatment is chlorine disinfection. The water system does not currently meet all Canadian Standard Drinking Water Guidelines; however, UV disinfection is planned to improve water quality and meet all Interior Health objectives.

Future plans noted in the 2021 system assessment include:

- a source monitoring program for a new water intake location ongoing
- additional treatment/intake extension options
- filtration deferral
- Northern View PRV replacement
- a completed Ground Water Feasibility Assessment
- peak detection

➤ **Upper Fintry/Shalal Road/Valley of the Sun Water System**

The Upper Fintry/Shalal Road/Valley of the Sun Water System is considered a small system, with 128 active connections and 330 parcels. It is fed by two wells in the Fintry area.

The system was constructed in 2012 with multiple pressure zones, two reservoirs and three pump stations. The system features 11,600 metres of watermain, utilizes a Supervisory Control and Data Acquisition (SCADA) system, and measures consumption with water meters.

The method of treatment is chlorine disinfection. The water system currently meets all Canadian Standard Drinking Water Guidelines and water quality advisories are rarely issued. No major upgrades are required or planned for the water system at this time.

➤ **Effluent/Water Disposal**

The RDCO provides a septage receiving facility, through agreement with the District of Lake Country, for contractors to empty or clean out septic tanks. The RDCO issues annual permits to contractors who service septic systems. Permit fees are charged along with an Ammonia-N surcharge, and a disposal tipping fee. Rates were raised in 2021 to ensure that the service continues to be funded on a user-pay basis. The facility is located at the Lake Country Wastewater Treatment Plant. Note that this service is provided as an option for contractors; local

contractors are not required to discharge at the RDCO facility and may choose to use other facilities.

Service Governance

Operational and financial decisions regarding the water services are made by the full Board (these services are provided to local service areas only). Decisions regarding the septage disposal service are also made by all Directors.

Service Finance

Water fees for RDCO water systems include a user fees component to cover consumption, and an asset renewal component. The asset renewal component applies to all properties in the water service area, irrespective of connection to or use of the system. Other minor revenues include late payment fees and inspection fees.

With the exception of the Upper Fintry System, the electoral area water systems recover the cost of services directly from benefitting property owners — there is no additional parcel tax or property value tax. The Upper Fintry System recovers a portion of costs through a parcel tax that is \$850.72 in 2022, levied on all 267 parcels. The tax is needed to compensate for a low asset renewal fee. Figure 3.10 shows the rates for the three North Westside systems.

The effluent/water disposal costs are recovered through disposal tipping fees. No taxes are levied to recover costs of this service.

Figure 3.10
North Westside Water Rates

Rate Component	Killiney Beach	Westshore Estates	Upper Fintry/Shalal Road/Valley of the Sun
Basic User Fee (<i>every connected parcel</i>)	137	153	210
Consumption Fee (<i>per m³ each quarter</i>)	> First 30m ³	0.5	0.4
	> Next 60 m ³	0.7	0.55
	> Next 110 m ³	1.05	0.8
	> Remainder	2	2
Asset Renewal Fee (<i>every parcel</i>)	174	184	63
Parcel Tax	-	-	850.72

Figure 3.11
Water System Reserves

Reserves	Operating	Capital	Equipment
Killiney Beach Water	\$37,708	\$860,653	\$520,552
Westshore Estates Water	\$48,622	\$1,064,433	\$1,013,988
Fintry Water	\$13,394	\$462,530	\$94,751

The three RDCO water system user fees, asset renewal fees and parcel taxes are noted in Figure 3.10. Figure 3.11 shows the reserves (operating, capital and equipment) for each of the three systems.

SOLID WASTE AND RECYCLING SERVICES

Service Overview

The RDCO receives and handles garbage and recycling throughout the entire region through a system of transfer stations, recycling depots and landfills. Solid waste staff at RDCO are encompassed within the Engineering Services Department. In 2022, it is proposed that 9.07 FTE will be needed for solid waste management purposes, include waste reduction facilitators, scale and transfer station operators and waste ambassadors. In 2021 the service included 8.01 FTE.

The RDCO has one solid waste management service that includes all collection, waste reduction, recycling, waste management planning and transfer station/landfill services across the entire region. For cost tracking purposes, however, the service is broken into four separate waste cost centres.

➤ Westside Residential Waste Disposal and Recycling Centre

This cost centre tracks funding for the waste disposal and recycling centre located in West Kelowna that services Peachland, Westbank First Nation, West Kelowna and Central Okanagan West residents. Since 2010, the Westside Residential Waste Disposal and Recycling Centre (Westside Transfer Station) has accepted a variety of garbage, yard waste and recyclables from residents for transport to the Glenmore Landfill, owned and operated by the City of Kelowna. The Westside facility does not accept commercial waste.

➤ Westside Sanitary Landfill

The RDCO previously operated the Westside Sanitary Landfill at 2640 Asquith Road in West Kelowna. The landfill ceased receiving waste, however, in 2010; closure works were completed in 2018. The service remains in place to complete landfill monitoring and annual reporting, including site inspections, gas, groundwater and surface water sampling, testing, reporting and other activities in

accordance with the facility's *Closure Plan*. The costs for this portion of the service are paid through the closure reserve.

➤ **Waste Reduction**

The RDCO provides recycling and waste reduction education and awareness services, as well as a solid waste management planning function. Solid waste management planning is a statutory requirement for regional districts in BC, mandated by the *Provincial Environmental Management Act*. Solid waste management plans provide a long-term vision for solid waste management, including waste diversion and disposal activities. Plans are updated on a regular basis to ensure that they reflect the current needs of the regional district, as well as current market conditions, technologies and regulations. The *RDCO Solid Waste Management Plan* was approved by the province on February 20, 2020. A five-year review of the plan is to be completed by the end of December 2024.

The RDCO's Waste Reduction Office undertakes many operational and maintenance activities to support positive waste reduction behaviours within the region, including:

- ongoing campaigns including Love Food, Hate Waste, Make Memories, Not Garbage, and Christmas tree chipping
- annual events such as trunk sales, community clean up, household hazardous waste and bulky item collection, repair cafes and compost sale and education
- waste collection operations, including curbside collection, transfer stations and recycling depots
- monitoring and clean-ups, including commercial landfill monitoring, contamination reduction, curbside cart management and inspections, and illegal dumping response

The Waste Reduction Office also undertakes significant projects to support the *Solid Waste Management Plan* and *RDCO Strategic Priorities*.

This service includes recycling and garbage collection in municipalities, which is contracted to Environmental 360 Solutions. The 10-year contract began in June 2019.

The RDCO and its member municipalities renewed partnership agreements with Recycle BC to collect residential recyclables on behalf of Recycle BC on November 30, 2018. The current partnership agreements will expire December 31, 2024. The RDCO is currently examining its agreement with Recycle BC to determine whether any changes are planned at the conclusion of the agreement, given updated contamination plan requirements and targets (and associated service level failure credits) introduced by Recycle BC in 2021. The RDCO and member municipalities must inform Recycle BC by mid-year 2022 if they are intending to transition away from the partnership agreement.

➤ **Solid Waste Collection**

Solid waste collection within the electoral areas is tracked in a separate cost centre. As noted above, earlier and garbage collection is contracted to Environmental 360 Solutions. Many of the Central Okanagan West Electoral Area residents, including those in the North Westside, do not receive curbside collection of garbage, recycling or yard waste. For those residents, the transfer station is the primary means of disposing of garbage and recycling.

Central Okanagan West is home to two transfer stations, including the Traders Cove transfer station on Bear Lake Main Road, and the North Westside transfer station on Sugarloaf Forest Service Road. The Traders Cove station is open three days a week; North Westside is open four days. Both stations accept residential garbage, yard waste and recyclables. ID cards are needed to use the transfer stations, as they are only open to RDCO residents, property owners and tenants who can prove place of residence.

Service Governance

The full regional Board of Directors makes decisions regarding the Waste Reduction and Recycling services, which are provided on a region-wide basis to all electoral areas and municipalities. Some decisions (e.g., tipping fees) for the Westside Residential Waste Disposal and Recycling Centre are made only by Directors from Peachland, Central Okanagan West, and West Kelowna, since only these three jurisdictions participate in the Centre.

As part of the *Solid Waste Management Plan* process, the RDCO created a public technical advisory committee to aid in consultation. The Public Technical Advisory Committee (PTAC) included local government and RDCO staff, First Nations, local environmental groups, owners of private waste facilities, commercial waste generators, waste haulers, and facility operators. Even though the plan was approved in 2020, the advisory committee is still active and meets every few months. The committee would be consulted on any future changes or updates to the plan.

Service Finance

The costs of the Westside Waste Disposal and Recycling Centre are recovered through a combination of tipping fees, fees allocated to each of the participants in the Centre, and contributions from the Westbank First Nation. The Electoral Area's contributions to the broader solid waste service are collected through a single parcel tax, as well as an annual user fee. The parcel tax on Central Okanagan West properties in 2022 is \$43, levied on 2,919 parcels throughout the Electoral Area, including in the North Westside. The \$167 user fee is included on utility bills (i.e. not tax notices). Residents in the electoral areas that receive curbside pick-up pay the same \$167 user fee; additional fees are charged if they want to upsize their garbage or yard waste disposal carts.

ADMINISTRATION SERVICES

Service Overview

General Administration services consist of a variety of functions that support the elected officials of the RDCO and their work, as well as the overall management of the RDCO organization. Since the functions support several different services, the cost is accounted for and recovered as overhead rather than as a separate tax requisition. Other costs that are not easily assigned to individual services are recovered directly from the electoral area residents as a separate service tax.

The cost centres listed under Administration Services include:

- Board
- Corporate Services & Administration
- Financial Services
- Engineering
- Human Resources
- Communications and Information Systems
- Electoral Areas
- Electoral Area West
- Regional Grants in Aid
- Grants — Westside

Together, these services encompass all administration functions, including reception, property management, the purchasing of office supplies and equipment, records management, financial services such as budgeting and accounting, legal services, communications, computers and software purchasing and management, recruitment and employee support services, administrative support for the board, elections, and several others. Together the administration services division, for the entire RDCO, had 27.28 FTE in 2021; it is expected to increase to 31.34 FTE in 2022.

General government and administration services are delivered primarily by RDCO staff under the direction of the Chief Administrative Officer (CAO), who is responsible for overall service delivery and management of the organization. The CAO is supported by a senior leadership team comprised of a Director of Financial Services, Director of Communications and Information Services, Director of Corporate Services, Director of Engineering Services, Director of Community Services and Director of Parks Services.

➤ Board

Board services cover a range of support services to ensure the Board is able to operate. The service includes everything from meeting costs, support services, website, software, elections, payroll, citizen's surveys, communications with board members, advertising, legal, travel, training, website, insurance, etc. Funds to support Board services and activities are raised by tax requisition from all the region's jurisdictions.

➤ **Corporate Services**

This department provides services and support to the Regional Board, policy and bylaw development, legal and legislative changes including Freedom of Information and Protection of Privacy requests, and records management. Every four years the Corporate Services Department oversees and manages Local Government Elections for Directors of Central Okanagan East and Central Okanagan West Electoral Areas, as well as School District No. 23 Trustees for these areas.

➤ **Financial Services**

Financial Services provides financial and administrative services to the Regional District and Regional Hospital District. It works with the Board, public, and all of the departments on financial budgeting, tax requisitioning, reporting, cash management, planning and monitoring. The department ensures that financial projections and Strategic Performance Based Budgeting targets are being met. Finally, Financial Services is responsible for the purchasing and procurement and contracting of goods and services by the Regional District.

➤ **Engineering Services**

This department provides Environmental Services including the Regional Waste Reduction Office, and operates the Westside Residential Waste Disposal and Recycling Centre and transfer stations at Traders Cove and North Westside. Engineering Services is responsible for the six RDCO water systems, and for providing the support Fire Services for the POC fire departments.

➤ **Human Resources**

Human Resources is responsible for the administration of all full-time, part-time and seasonal employees. The department handles labour relations, recruitment, training and career planning, employee health and safety and Workers Compensation regulations.

➤ **Communications & Information Services**

Responsible for all internal and external communications, advertising, news releases and other public engagement tools. Delivers online services such as Geographical Information Systems (GIS), and provides technical support to the organization as a whole.

➤ **Electoral Areas and Electoral Area West**

The Electoral Areas service provides corporate support to the combined electoral areas, including elections. The Electoral Area West service funds the costs incurred by the Electoral Area Director.

➤ **Grants in Aid**

Grants in aid are typically provided either by the entire Board (regional grants in aid) or decided upon and supported by an individual electoral area. In the past the RDCO has supported the Central Okanagan Community Gardens Society

through a regional grant in aid. In 2021 the Central Okanagan West community supported a school liaison officer, and a WildSafe Program. In 2022, there has been a grant provided to the North Westside Communities Association.

Service Governance

Decisions on administration and operation services are made by a combination of staff and the RDCO Board of Directors. Operational decisions for services that include the electoral areas and member municipalities are made by the full Board. Operational decisions for services that include electoral areas only are made by the electoral area directors. Budget or financial matters for all of the services are all made by the full Board.

Service Finance

Most staff support cost centres, including Corporate Services, Financial Services, Engineering, Human Resources and Communications, are recovered in part through administrative overhead (or engineering overhead) charges that are allocated to each individual service based on the level of effort and time involved to administer each service. Some administration costs are not attributed to individual services, including costs related to building operation, equipment, office furniture and ground maintenance. These costs are funded using other revenues.

Regional districts receive a grant from the provincial government each year to assist in general and electoral area administration costs. The amount received is based on population (total population in the regional district as well as the electoral area population).

Grants-in-aid for the region and for the individual electoral areas are also recovered through property value taxes. The budgets and cost recovery for individual electoral areas are kept separate so that each area can determine the amount in grants it wishes to contribute to local agencies.

Support for Board operations and the electoral area director participation in RDCO activities are funded primarily through property value tax levied on assessed values (land and improvements).

All financial information for the services grouped under Administration is outlined in Figure 3.12.

Figure 3.12
Administration Services

Services	Total Cost (Admin Included)	Recovered by Tax	Recovered from RDCO West	Recovered from North Westside	Tax on Average Home
Board	771,668	771,668	14,894	8,658	5.25
Corporate Services	657,390	-	-	-	-
Financial Services	428,465	-	-	-	-
Engineering	110,000	-	-	-	-
Human Resources	36,000	-	-	-	-
Communication & IT	256,645	-	-	-	-
Electoral Areas	57,563	2,563	1,338	778	0.47
Central Okanagan West EA	28,836	26,500	26,500	15,404	9.34
Regional Grants in Aid	28,743	28,743	555	323	0.20
Grants - OK West	5,712	683	683	397	0.24
Communications	112,500	-	-	-	-

CHAPTER 4

LOCAL SERVICES PROVIDED BY OTHERS

Not all local services provided to residents in Central Okanagan West and the North Westside are provided by the RDCO. This section reviews the services of other providers.

PRIVATE UTILITIES

In addition to the water systems owned and operated by the Regional District, there are several community systems owned and operated privately through utilities, strata councils or water users' communities.

A water users' community (WUC) is a group of six or more property owners, each with its own water licence(s), that creates and maintains a system to store and deliver water to a set of properties. The resulting "community" is incorporated and registered with BC's Comptroller of Water Rights. WUCs that supply drinking water must meet the requirements of the *Drinking Water Protection Act* and its associated regulations. The Trepanier Ditch Water Users Community is an example of a WUC in the Central Okanagan West Electoral Area.

A private water utility is a business that owns or operates equipment or facilities for the delivery of domestic water service to five or more persons, in exchange for compensation. Private water utilities are usually created by developers to service development in rural areas where community water service is required for subdivision approval, but where no other water purveyor is present. Private utilities are regulated by the province through the Comptroller of Water Rights, under the *Water Utility Act* and the *Utilities Commission Act*. The province's Utility Regulation Section ensures that water systems are properly designed and constructed prior to the sale of lots, and that utilities provide safe and adequate water service at rates that are fair, reasonable and sufficient to operate their water systems sustainably.

Private utilities must also meet the requirements of the *Drinking Water Protection Act* as enforced by the Interior Health Authority. Interior Health requires three different permits to provide drinking water: Drinking Water Source Assessment, Construction Permits and Operating Permits.

Several private water utilities operate small water systems within Central Okanagan West as well as within the North Westside area, including Fintry Utilities, La Casa on the Lake, and Watson Waterworks. Other utilities that serve Central Okanagan West residents include electricity, gas, phone, cable and internet companies. These companies are either private corporations or Crown corporations (e.g., BC Hydro).

IMPROVEMENT DISTRICTS

Improvement districts are a form of local government under the *Local Government*

Act. Decisions regarding water supply and distribution, including decisions regarding expansion, rates, operations and maintenance, are made by an improvement district board of trustees elected by area property owners. Central Okanagan West has one improvement district that supplies water to the Traders Cove area residents. The Traders Cove Waterworks District distributes water from Lake Okanagan to residents, and has one reservoir.

PROVINCIAL GOVERNMENT

The Province of BC provides a number of services to Central Okanagan West, including:

- Roads and Subdivision
- Tax Collection
- Parks
- Police
- Schools
- Health

➤ Roads and Subdivision

Within Central Okanagan West, as in all other unincorporated areas of the province, the provincial Ministry of Transportation and Infrastructure (MoTI) is responsible for providing and maintaining roads, highways and bridges, and approving subdivisions.

All work is performed by private contractors. The contractor for Service Area 8, which includes Central Okanagan West among many other areas, is Aim Roads Inc. All MoTI contractors sign a Highway Maintenance Agreement which includes specifications related to maintenance of road surfaces, control of roadside vegetation, drainage, winter clearing, traffic signs and other items. The standard maintenance specifications describe what services are to be provided, and set out minimum acceptable standards for completed work as well as performance timelines. The contract for Service Area 8 was signed in May 2019 and extends to April 30, 2029. The annual value of the initial year of the contract was \$17,734,350, but this amount is adjusted annually based on inflation and any changes to the infrastructure.

The cost of the services are recovered from property owners, in part, through the provincial rural tax. The rural tax rate in 2022 was 0.36 per \$1,000 of assessed value, which represents about \$229 on an average single-family residential home in North Westside (valued at \$635,000). Together, Central Okanagan West properties contributed approximately \$650,000 in provincial rural taxes in 2022, of which North Westside residents accounted for approximately \$377,000. The North Westside area covers approximately 60.5 km of local roads. Assuming all rural tax money collected from the community was used to directly fund these roads, the amount in the North Westside (rural tax collected divided by road length in the community) would represent approximately \$6,230 per km. While

it is difficult to compare to other road maintenance costs due to varying widths, standards, and conditions of each jurisdiction, an analysis undertaken of the provincial cost for maintaining rural roads in another rural jurisdiction was shown to be approximately \$5,000 per km. This figure is considered quite low by most engineering standards (particularly for areas receiving significant snowfall), but can be used to ballpark the minimum costs for maintaining North Westside roads.

➤ **Tax Collection**

Within unincorporated areas, the Provincial Surveyor of Taxes issues property tax notices to residents, collects taxes and remits the balances to the various authorities (regional district, Province, BC Assessment, school board, etc.). The RDCO lets the province know how much money is needed to provide the services for the year, and the Surveyor of Taxes determines the tax rates needed to raise the funds. The province charges a fee of 5.25% upon every tax collected (including both property value taxes and parcel taxes) to fund the service. The Province also collects and retains penalties and accrued interest funds.

➤ **Parks**

The Province provides provincial parks and recreational areas, both of which supplement the community and regional parks provided by the RDCO. Fintry Provincial Park and portions of the Fintry Protected Area are both within the North Westside, along with the Evely Recreation Site (along the waterfront near Westshore Estates).

Fintry Provincial Park is 357 hectares on the former Fintry Estate. The park encompasses a variety of features, extending from a delta area to a forest made up of ridges and canyons with a series of waterfalls and deep pools. There is over 2 km of waterfront with surrounding mountains and deep canyons. The park features 160 campsites, and opportunities for swimming, fishing, canoeing, kayaking, hiking and wildlife viewing.

The surrounding Fintry Protected Area was established in 2001 to enhance the ecological viability of the existing park. The Protected Area safeguards important California bighorn sheep habitat and provides canyon and hiking and viewing opportunities. From lake edge to its most westerly point, the protected area stretches 15 km into Shorts Creek canyon, covering 523 hectares of creek bottomlands, forest mountain sides, steep open rocky and grassy slopes and cliff rimmed canyon walls.

Only a small portion of the Protected Area is contained within the North Westside fire service area.

Evely Recreation Site offers 50 RV and tenting campsites along with a small boat launch, swimming beach and picnic areas. Other provincial parks, protected areas and recreation sites in Central Okanagan West include:

- Bear Creek Provincial Park
- Trepanier Provincial Park
- Eneas Lakes Provincial Park (small portion)
- Bear Creek Recreation Site
- Islaht Lake Recreation Site
- Esperon Lake Cabin Recreation Site
- Sandberg Lake Recreation Site
- Lambly Lake Recreation Site
- Jackpine Lake Recreation Site
- Macdonald Lake Recreation Site
- Peachland Lake Recreation Site
- Silver Lake Recreation Site

► **Policing**

Under the *Police Act*, responsibility for policing rural and unincorporated areas of British Columbia 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.

Central Okanagan West is served by both the Vernon North Okanagan detachment, as well as by the West Kelowna RCMP detachment. The south end of the North Westside Fire Service Area (Caesar's Landing, Nahun) are within the Kelowna RCMP Detachment service area, while everything to the north of that point is within the Vernon North RCMP Detachment service area.

In 2020, the provincial portion of the Vernon North Okanagan detachment had an authorized strength of nine officers servicing a population of 12,635 (including North Westside). The Kelowna Detachment had 16 general duty/general investigative services provincial officers serving a population of 17,592 in the unincorporated areas (electoral areas). The Kelowna detachment has six locations including one in West Kelowna and one in Peachland. The Vernon North Okanagan detachment has five locations. The closest detachment location to the North Westside is located in the City of Vernon, at 3402 30 Street.

The province pays 70% of the total RCMP cost for the Central Okanagan West Electoral Area; the federal government pays the remaining 30%. The provincial government recovers up to 50% of its portion through the police tax, which all unincorporated areas, including Central Okanagan West, began to pay in 2007. The tax is collected as a property value tax (land and improvements). The 2022 police tax rate in Central Okanagan West is 0.0442 per \$1,000 assessed value, or a total of \$28.07 on an average (2022) single-family North Westside residential home (\$635,000).

The total amount collected from Central Okanagan West from the police tax in 2022 was \$79,655. Expressed differently, the amount recovered for policing

represents \$27.5 per capita (based on 2021 Census numbers). Residents within the North Westside contributed approximately \$46,300 through police taxes in 2022. There are no other direct costs for policing services levied to these areas.

➤ **Schools**

The province is responsible for education services, which are delivered by the Central Okanagan School District #23. The Board of Trustees that governs the School District is comprised of seven trustees. The Board was elected in October 2018 for a four-year term. 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. There are no schools located in Central Okanagan West. Funding for schools is recovered through school taxes levied on all properties. The school tax rate for Central Okanagan West was 1.1804 in 2022, or \$750 on an average North Westside single-family residential home (valued at \$635,000). The school tax raised a total of \$2.13 million from all the properties in Central Okanagan West in 2022. The amount raised for school taxes from within the North Westside was \$1.24 million.

➤ **Health**

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

- implementation of drinking water quality regulations
- monitoring of the environmental health of the lake
- prevention and health promotion
- mental health and substance abuse treatment
- public health
- residential care

Almost all areas of the province are located within regional hospital districts that share the same boundaries and local government jurisdictions as regional districts. A hospital district property (value) tax is levied in every regional hospital district to help pay for healthcare facilities in the district. In the North Westside the taxes that are directed to local healthcare facilities show up on the property tax bills as the Central Okanagan Regional Hospital District (CORHD) tax. The tax rate for the CORHD in 2022 is 0.20928, or \$132.89 on a home with an assessed value of \$635,000. The total funds raised from the electoral area toward hospital facilities in 2022 was approximately \$377,000. The tax contributions from the North Westside represented approximately \$219,000 of that total.

➤ **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 Centre provides service to the RDCO, and all communities outside of the Lower Mainland and Vancouver Island. 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. 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 (BCAS) dispatch operations centres are staffed by emergency medical dispatchers (EMDs) and call takers (EMCTs). 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 (CRM) 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.

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

CHAPTER 5

PUBLIC ENGAGEMENT PROCESS

This chapter provides an overview of the public engagement process undertaken by the Committee, as well as a summary of the findings from the process.

ENGAGEMENT OPPORTUNITIES

The North Westside Services & Governance Study Committee engaged residents through a process built around four in-person community open houses. Each open house featured a series of poster boards (*Appendix II*) for residents to review and discuss, a presentation by the consultants, and a question-and-answer (Q&A) session. Every event lasted between two and three hours.

Prior to the community open houses, an overview (*Appendix III*) of the Committee's *Interim Report* was prepared and made available online at the RDCO's engagement portal (yoursay.rdco.com). Individual hard copies were delivered to each household in the North Westside. At the open houses, the Committee sought public feedback on governance and service delivery through a survey form (*Appendix IV*) that attendees could complete in hard copy, or online at the engagement portal.

Attendance at each of the four open houses ranged from 10 and 25 residents, for a total of approximately 60 people, not including Committee members. Over a nine-week survey period, a total of 98 surveys were completed. Three written submissions — separate from the completed surveys — were also provided to the Committee (*Appendix V*).

The engagement process, it should be noted, also included four in-person Committee meetings, all of which were open to the public. Residents in attendance were provided an opportunity at every meeting to ask questions and provide comments. Agendas and minutes (*Appendix VI*) were posted online along with video recordings of the meetings.

Information Resources

Outside of the engagement opportunities, several resources were made available online to help interested residents learn more about governance and service delivery in the North Westside. The list of such resources included:

- the *North Westside Services & Governance Study Interim Report*
- the *North Westside Services & Governance Study Overview*
- the *Restructure Planning Grant Letter of Approval* from the Minister of Municipal Affairs
- slides presented by the consultants at the Committee meetings
- slides presented at the community open houses

Advertising and Public Awareness

Communications staff from RDCO, working with the consultants, made use of several methods to make North Westside residents aware of the open houses, survey form, Committee meetings and information resources. Such methods included:

- Canada Post direct mail of the overview document to approximately 1,400 North Westside households
- event posters placed at the community board at the Killiney Community Hall, at Canada Post super boxes and at the transfer station
- regular social media posts, many of which were forwarded by Committee members to their own networks
- print advertisements the *Vernon Morning Star* (the newspaper most available in the North Westside)
- emails to members of the public who receive the regular the RDCO newsletter, and to those who registered to receive information on the governance study

OPEN HOUSE FEEDBACK

Each open house, as noted earlier, provided a Q&A opportunity for members of the public to ask questions of the consultants and Committee members. Residents were prompted to engage on governance and service issues with a set of key questions posed at the beginning of each presentation, then again at the beginning of the Q&A session. Included in the set of questions were the following examples:

- Do you receive all the local services you need?
- Do you feel that you receive good value for taxes paid?
- Do you have concerns with a specific service?
- Do you feel a sense of connection to RDCO jurisdictions?
- Do you have sufficient input into, and influence over, decisions on services?
- Is the involvement of others in North Westside service decisions a concern?
- What could RDCO do to address service or governance concerns?

In all of the open houses, residents were interested and engaged in the presentation and provided many thoughtful questions and comments. Questions and comments related to fire protection were front and centre in most of the discussions — not surprisingly, perhaps, given the significant loss of homes in the community during the wildfires of 2021. The full range of the most common local service-related topics raised by residents focused on:

- fire protection service, with a focus on the level of preparedness (perceived and actual) to manage wildfires
- fire leadership and administration, with a focus on the RDCO's difficulty in filling the North Westside Fire Chief position, and concerns related to the absence of generators that would be needed in the event of new wildfires
- water service delivery and water costs
- concern over hydro power (and how it relates to fire services)

- perceived value for services
- accountability for, and transparency surrounding, decisions taken by the Regional District
- garbage, including the cost of the service relative to the cost in other RDCO jurisdictions
- emergency response times, including police and ambulance
- planning and land use decisions, and development standards
- building permits and the time required to obtain a permit
- concerns related to local road quality, the responsiveness of contractors and — most significantly — the efforts of the Regional District to advocate with the Ministry of Transportation and Infrastructure on local road issues

During the discussions, the consultants were clear in identifying which local services were within the jurisdiction of the Regional District, and which were responsibilities of the provincial government. On the whole, residents understood that RDCO was not directly responsible for services such as local policing, ambulance and roads. Residents felt strongly, however, that the Regional District had an important role in advocating on behalf of the North Westside to the relevant provincial authorities.

The most common governance-related questions and answers that were raised by residents focused on:

- mechanisms, such as an electoral area services committee or local community commission, to give electoral areas and their directors a greater direct role in decisions on local services
- the costs and benefits of possible changes to the current system of governance — in particular, a re-drawing of the RDCO boundary to transfer North Westside to the Regional District of North Okanagan (RDNO)
- regional district voting rules (e.g., who votes in different situations, the determination of voting strength, the *de facto* power of the electoral areas) and how they influence the distribution of control in the RDCO
- the potential for collaboration with other jurisdictions in decision-making
- the role of individual directors in casting votes
- a desire to limit the influence of municipal directors on local services

SURVEY FORMS

The survey (*Appendix IV*) asked a number of service-related questions, including whether residents receive sufficient services, whether there is a need for different type of services or level of service, and whether residents feel they receive good value for services. Residents were asked to identify any services they currently do not receive, but would be interested in receiving. Input on residents' satisfaction with individual services, including those provided by RDCO and those under provincial jurisdiction.

Governance-related questions were also included. Residents were asked, for example, if they felt comfortable with their ability to provide input to decision-

making, if they felt well-represented in the current system, if new opportunities for input should be considered, and if they felt a sense of connection to other communities in RDCO.

The detailed account of responses to all questions is presented in *Appendix VII*. Key observations from the responses are provided in Figure 5.1. Themes that emerged from written comments submitted as part of the completed surveys are presented in the text that follows the figure.

Figure 5.1
Observations from the Completed Surveys

Observation	Detail
Geography of Responses	<ul style="list-style-type: none"> – the highest number of responses came from Westshore Estates and Killiney Beach
Resources Reviewed	<ul style="list-style-type: none"> – 84% of respondents noted they had reviewed the study materials on the website
Desire for Services	<ul style="list-style-type: none"> – 63% of respondents disagreed ("disagree" or "strongly disagree") that they current receive a sufficient range of local services from RDCO – 67% of respondents agreed ("agree" or "strongly agree") that they would like to see additional services – the strongest agreement (i.e., highest proportion of "strongly agree") was recorded in response to the statement regarding a desire for additional services
Unwillingness to Pay	<ul style="list-style-type: none"> – only 37% of respondents expressed a willingness to pay for additional services or higher service levels
Perceived Low Value	<ul style="list-style-type: none"> – 73% of respondents indicated that they do not receive good value for the taxes paid for their local services – the strongest disagreement (i.e., the highest proportion of "strongly disagree") was recorded in response to the statement regarding good value for taxes paid for RDCO services
Insufficient Information	<ul style="list-style-type: none"> – 63% of respondents disagreed (disagree or strongly disagree) that they currently receive or can access sufficient information from the RDCO about local services and service costs
High-Satisfaction Services	<ul style="list-style-type: none"> – RDCO services with the highest satisfaction ratings in the survey included Killiney Community Hall, Air Quality, Garbage and Recycling, Regional Parks and Community Parks – library services, provided by the Okanagan Regional Library, also received high ratings – services with the highest proportion of "very satisfied" ratings were Killiney Community Hall (17%) and Garbage and Recycling (15%)

Observation	Detail
Low-Satisfaction RDCO Services	<ul style="list-style-type: none"> – RDCO services with the lowest satisfaction rating were Fire Protection, Water, Electoral Area Planning, Regional Rescue and Emergency Planning, Administration, and Bylaw Enforcement – services that received the highest proportion of "very dissatisfied" ratings were Fire Protection (47%) and Regional Rescue and Emergency Planning (32%)
Low Satisfaction Provincial Services	– Local Roads received the lowest satisfaction rating (96%) of all provincially-delivered local services
Connection to RDCO Communities Mixed	<ul style="list-style-type: none"> – 54% of respondents expressed ("agree" or "strongly agree") a sense of connection to other Central Okanagan communities – 37% of respondents expressed ("disagree" or "strongly disagree") no such connection
Shared Interests with Communities Outside	– 73% of respondents expressed ("agree" or "strongly agree") that North Westside shares common interests with jurisdictions in regions outside of the RDCO
Insufficient Input	– 75% of respondents responded ("agree" or "strongly agree") that the Electoral Area Director does <u>not</u> have sufficient input into decisions on RDCO services provided to the North Westside
Advisory Committees Desired	– 74% of respondents expressed a desire ("agree" or "strongly agree") for additional advisory committees to involve residents in local decisions
Local Decision-Making	– 85% of respondents expressed a preference ("agree" or "strongly agree") to have decisions made by representatives of the North Westside
Concern with Kelowna Control	– 80% of respondents expressed discomfort ("agree" or "disagree") with the situation — unique to RDCO and one other regional district — in which one jurisdiction (Kelowna) has the ability to control the outcome of weighted votes
Lack of Representation	– 87% of respondents expressed the view ("agree" or "strongly agree") that the North Westside's local interests are not well-represented in the RDCO decision-making processes

Themes from Written Responses

The following themes related to local services emerged from the written responses provided to the Committee in the completed surveys:

- *Fire Protection* — Concerns for fire protection and safety of the community were paramount. Risk from wildfires contributed to these concerns, but so, too, did the uncertainty surrounding the community's level of preparedness

given its lack of a Fire Chief, and the outstanding need for reliable generators to assist in the event of a wildfire event.

- *Solid Waste* — A desire for curbside garbage collection was noted, as was a desire for expanded services — organics collection is an example — at the transfer station.
- *Public Transit* — A desire for bus service was expressed.
- *Local Roads* — A call for enhance road maintenance, including repairs and snow clearing, was a significant theme in the comments. Some writers who acknowledged that local roads are not controlled, funded, guided or delivered by the RDCO called on the Regional District to advocate for local interests with the Ministry of Transportation and Infrastructure.
- *Other Provincial Services* — There were requests for increased policing (community policing as well as speed patrol), schools, ambulance and medical services.
- *Community Amenities* — Requests were made for an additional community hall, possibly bundled with other community services such as daycare and recreational programming.
- *Efficiency* — Questions were asked about overhead costs incurred by RDCO to provide local services using staff based in Kelowna. Alternative service delivery methods were supported, including those that rely on local contractors.
- *Water* — Water service was a theme that emerged in the written submissions. Concerns were raised about supply and distribution for firefighting, but also increasing costs of water as a result of capital upgrades.

Key governance-related themes in the written submissions dealt primarily with the desire for greater local influence over decisions that affect the North Westside. Respondents called for opportunities for residents to give input, and for the Electoral Area Director to have greater influence in service decisions and the spending of local tax dollars. Writers also voiced concerns with:

- the Regional District's perceived lack of understanding of the community's circumstances, needs and perspectives
- the Regional District's level of responsiveness to North Westside concerns, and a perceived lack of action on community issues
- the level of communication between the community and the RDCO, and the difficulties in obtaining information on local services

- the make-up of the Board, and the City of Kelowna’s ability to set priorities for the region and control certain decisions that affect the North Westside

On a different note, some writers advocated for greater collaboration at the Board table with directors from other jurisdictions. Some also wanted assurance that views and positions put forward on behalf of the North Westside community represented the views of the broader community, and not just the opinions of a few individuals.

Finally, the written submissions revealed a desire to examine and understand the potential benefits associated with a transfer to the RDNO, particularly given the presence in the North Okanagan of several electoral areas and relatively small municipalities, and the absence of one dominant jurisdiction.

ADDITIONAL FEEDBACK

From the outset of the study, Committee members were encouraged, both at the open houses and between Committee events, to engage their neighbours and other residents in discussions on services and decision-making in the North Westside. Two members took the opportunity to present their findings from their discussions with others to the broader Committee in the form of a letter. This letter is attached to the report as *Appendix V*. Also included in *Appendix V* is written input provided to the Committee by one individual not on the Committee.

DRAFT

CHAPTER 6

OPTIONS TO CONSIDER

This chapter presents an overview of potential options to address the issues and concerns that emerged over the course of the study, including during the community engagement phase. The options, which are intended to help the Committee determine its recommended next steps, are divided into two groups:

- options that call for change within the existing local governance framework that features the North Westside as part of the RDCO Central Okanagan West Electoral Area
- options that call for change to the existing framework

Each group of options is presented separately, beginning with options that would result in change within the existing framework. All options are summarized in *Appendix VII*.

CHANGES WITHIN THE FRAMEWORK

Citizens Advisory Body

A desire for greater community input emerged during the engagement phase of the study. To meet this need, the RDCO could establish one or more citizen advisory committees, as a select committee of the Board, to provide recommendations on service priorities and other matters. Such committees could be established for specific services or for a group of services. The Regional District could, for example, establish a Westside Parks Advisory Committee to involve North Westside residents in providing advice on the community parks service and park priorities. Alternatively, there could be a North Westside Local Services Committee with broader terms of reference to examine and provide input on a range of services and priorities.

As the name suggests, an advisory committee would provide advice and recommendations only. All decisions would be made by the Board, unless the Board chose to delegate authority for certain types of decisions to the committee. Delegation would require the Board to pass a special delegation bylaw.

Electoral Area Services Committee

An Electoral Area Services Committee (EASC) is a standing committee that the RDCO Board Chair could establish, under s. 218 of the *Local Government Act*, to focus on a range of local services and issues of importance to the unincorporated communities of the Central Okanagan East and West Electoral Areas, including the communities of the North Westside.

EASCs have been established in many regional districts across the province. They provide a forum for electoral area directors and — in some cases — municipal directors appointed to the committees to examine electoral area services, needs,

opportunities and issues. Directors on the committees benefit from being able to discuss and debate matters at a level that is simply not feasible at the full Board table. Regional district boards benefit by being able to focus more of the full boards' time on regional matters — matters that affect and that are of interest to all jurisdictions and their directors.

As a standing committees, EASCs are advisory in nature, established to provide recommendations to the regional district boards on matters within the committees' scope of responsibility. A typical terms of reference for an EASC calls on the committee to provide advice on priorities and issues related to all local services provided by the regional district. The terms will also typically empower the committee to liaise with the Ministry of Transportation and Infrastructure on local road priorities and concerns, the RCMP on policing matters, and other agencies on services not provided by the regional district. Recommendations to the Board on matters of advocacy is important, as well.

In regional districts with several electoral areas, the membership of Electoral Area Services Committees tends to be limited to electoral area directors — that is, to the directors who are elected by the voters in the unincorporated areas that look to the regional districts as their local governments. In some regional districts, including those with relatively few electoral areas, municipal directors may be appointed to the committees in order to ensure sufficient numbers for proper examination, discussion and debate. Consider the case of Metro Vancouver Regional District with one electoral area. The sole electoral area director is joined by nine municipal directors to examine and provide advice to the Board on matters of importance to the electoral area.

The review of development applications in electoral areas is often a task assigned to EASCs. In RDCO, however, the presence of the fringe planning areas may compel the Board as a whole to review such applications. Alternatively, the membership of the committee could be tailored to provide for representation from each of the municipalities. In this scenario, planning applications could be reviewed by the committee with input from the interested jurisdictions.

In all, an EASC established by the RDCO Board Chair could help to address North Westside community concerns identified during the engagement process by giving greater attention to local community issues, and a greater voice and level of influence to the Electoral Area Director.

Communication and Advocacy

Several of the concerns identified by residents during the public engagement process related to provincial services outside RDCO's authority. Local roads was the service most cited in these concerns. RDCO is not the service provider and has no ability to direct provincial agencies and their service contractors. As the local government for the electoral areas, however, the Regional District can take an active role in communicating local priorities and advocating for resources.

The regional MOTI office, located in Vernon, has expressed a willingness to establish semi-annual meetings with RDCO, officials from MOTI and managers from AIM Roads (the Ministry's maintenance contractor for an area that includes the North Westside). The meetings could allow for a sharing of information on the Ministry's planned investments, and on the electoral areas' concerns and interests. Similar meetings could be initiated with the RCMP's Vernon Detachment, which provides service to the North Westside.

It does need to be noted that, meetings and advocacy notwithstanding, the ability of RDCO as the local government to improve road maintenance standards, road upgrade projects or policing priorities is limited. The concerns expressed by North Westside residents regarding road conditions and policing levels are not unique to the Central Okanagan — to the contrary, they appear to be ubiquitous in electoral areas across British Columbia. The annual Union of BC Municipalities' resolutions provide evidence of consistent and ongoing concerns, in particular for rural road standards and road safety matters. That the RDCO or any regional district has not successfully influenced MOTI standards or upgrading priorities may not be a reflection of the lack of advocacy, but rather of the provincial government's reluctance to provide an enhanced level of service.

Service Adjustments to Increase Stakeholder Votes

One concern identified during the public engagement process was the Electoral Area Director's lack of influence in decision-making for local services provided to and paid for by the electoral area. One option to increase influence is to ensure that the electoral area maximizes the opportunity for stakeholder voting.

As explained in Chapter 1 of this report, weighted stakeholder votes involve and are determined by directors from participating jurisdictions only. The votes are used for administrative and operational decisions, such as setting fees, contracting services, and creating, changing or repealing bylaws that govern the administration or operation of a service. As noted previously, however, several of the services in which Central Okanagan West participates are provided only to Central Okanagan West (either to whole of the area, or to just a part of the area, such as North Westside). In these instances, all directors, including those from the municipalities, are required to vote in stakeholder votes as per the regional district voting rules outlined in the *Local Government Act*.

Efforts could be made to restructure services that are currently provided in only one electoral area to include both electoral areas, thereby eliminating the need for all directors to vote. Consider the following examples:

- *Community Parks* — Rather than having separate community parks services for Central Okanagan West and Central Okanagan East Electoral Areas, the parties could work to create a combined service to extend across both areas.

Stakeholder votes for the combined service would include only the two electoral area directors.

- *Water* — An electoral area water service could be created to oversee and coordinate tasks relevant to all regional district local water systems, such as maintenance contracts, asset management, and quality testing. Because this overarching water service would apply to both electoral areas, some decisions could be made by the two electoral area directors alone.

These changes would give the electoral area directors greater say over the administrative and operational decisions for combined services. The changes would not, however, apply to all decisions. Many decisions, including those dealing with money matters, would continue to involve the entire Board.

Statutory Service Reviews

Pursuant to s. 357 of the *Local Government Act*, every jurisdiction that participates in a service may initiate a statutory review of the terms of participation in the service, including the service definition and scope of activities, cost and cost-sharing method, governance model, and other factors. The goal of a review is to resolve concerns and create a new service arrangement that will set the stage for success and cooperation moving forward.

Statutory service reviews involve representatives from all participating jurisdictions, are overseen by the Minister of Municipal Affairs, and are often facilitated by an independent consultant. The reviews can be cumbersome and expensive; however, they can also help to address key concerns related to the exercise of decision-making power, the allocation of costs and the setting of priorities. Jurisdictions may also choose together to conduct non-statutory reviews in an effort to resolve differences more informally. The RDCO has a strong tradition of such non-statutory reviews.

Community feedback suggests that in the North Westside, services that may warrant review, either non-statutory or statutory, include Fire Protection, Water, Westside Parks and Solid Waste (garbage collection and recycling).¹²

Service Establishment

New RDCO services could be established to respond to some of the interest expressed by the community in receiving additional or enhanced services.

Several of the service changes identified by the community concerned provincial government areas of jurisdiction, such as local roads, ambulance, policing and schooling. New services to address these needs would be difficult (and in some cases impossible) to establish through the Regional District. Other interests related to services concerned enhanced service levels in existing services such as Community

¹² The Regional District recently began a non-statutory review of all electoral area fire protection services, including the service in the North Westside.

Parks, Solid Waste, Fire Protection, Bylaw Enforcement and Dog Control. Interests related to a new community hall and transit service also emerged — these interested could be addressed through the establishment of new services.

To establish a new service, the RDCO must adopt a service establishing bylaw that outlines what the service is, the area over which it will be delivered, how much it will cost, and how costs will be recovered. The entire Board must vote on the question of a new service using a corporate unweighted vote. The service bylaw, once approved at the Board, must then be approved by the electors who will receive and pay for the service.

Local Community Commission

A local community commission (LCC) is a unique type of citizen body with a degree of delegated decision-making authority over specified local services. LCCs are comprised of either four or six commissioners, directly elected from and by the community they represent. The local electoral area director is automatically appointed to an LCC. A North Westside LCC could be established to oversee and make certain decisions for regional district services delivered to the North Westside. Local matters assigned to the LCC would receive a level of attention that is greater than that which is possible in the present situation involving a single electoral area director at the Regional District Board.

The bylaw to create a North Westside LCC would need to be approved by the electors in the community through a referendum. The approval of the Inspector of Municipalities would also be required. Authority delegated to the LCC would enable the Commission to determine how regional district services were to be managed, within a policy framework created by the RDCO Board. The LCC could also be empowered to make decisions concerning the spending funds allocated by the Board in its financial plan. Staff of the regional district would execute the decisions of the Commission.

Five LCCs exist in the province today; however, only three remain active. The Capital Regional District is in the process of creating a new LCC for Salt Spring Island, a significant community of close to 12,000 people. Based on the proposal going to referendum, the Salt Spring Island LCC would receive delegated authority to administer a range of important local services including parks and recreation, transportation, economic development, liquid waste disposal, street lighting, and the approval of grant-in-aid applications.¹³

In general, an LCC is considered feasible in a community that:

- is geographically separated from others and relatively easy to define

¹³ Fire protection on Salt Spring Island is provided by the Salt Spring Island Fire Protection District (an improvement district), which is separate from the Capital Regional District.

- receives a range of local regional district services that are separate from other services provided by the region
- demonstrates a high level of interest in the delivery of local services
- shares some of the characteristics of a municipality, but is not ready for incorporation
- seeks greater involvement in the governance of local services than

All of these conditions exist in the North Westside. A North Westside LCC may be able to help address issues raised by residents in the community engagement phase of the study by enabling a greater interest in community decision-making.

CHANGES TO THE FRAMEWORK

Regional District Boundary Change

One significant change that could be pursued to address concerns raised during the study would involve altering the RDCO boundary to exclude the North Westside. Under this scenario, the North Westside would, with the approval of RDCO, RDNO and the provincial government, join RDNO either as a separate electoral area or as part of an existing RDNO electoral area.¹⁴

The boundary change, it should be emphasized, would need to be preceded by and examined in a separate study involving the two regional districts and the local community. The study would set out to explore, in detail, the service, governance and financial implications of such a change to the North Westside, RDNO and RDCO. RDNO would need to agree to participate in the study.¹⁵

It is impossible at this point, prior to a new study being undertaken, to fully understand the implications of a regional district boundary change for the North Westside communities. It is not unreasonable to assume, however, that such a change could help to address the views expressed during the current study about the distribution of decision-making power at the RDCO, and the sense of connection between the North Westside and communities in the RDNO.

Electoral Area Boundary Change

A change to the Central Okanagan West Electoral Area boundary could be pursued as a separate option. Under this scenario, the North Westside would remain part of the RDCO, but with a different electoral area boundary configuration. One possibility would involve the division of Central Okanagan West into two separate areas — one for the North Westside, and another for the remainder of the existing area. The North Westside in this outcome would have its own electoral area director to represent local views and concerns at the RDCO Board. Opportunities could arise to restructure local services to include both of the new electoral areas in an effort to allow for the greater use of electoral area stakeholder votes, and greater local control.

¹⁴ RDNO today has a population of 91,610, with six municipalities and five electoral areas.

¹⁵ RDNO has not been formally approached on the matter.

Importantly, this scenario would also result in an increase to the total number of RDCO Board members (after October 2022) from 12 to 13. This increase would change the dynamic at the Board by denying the largest jurisdiction (Kelowna) the ability, through “block voting”, to control the outcome of corporate unweighted votes in which all directors receive one vote.¹⁶ The largest jurisdiction would continue, however, to be able to determine the outcome of all weighted votes, including those related to budgets and other financial matters.

As with a change in the regional district boundaries, a change to the Central Okanagan West Electoral Area boundary would require additional study and consultation, including consultation with other parts of the existing electoral area. Provincial government approval would also be required.

Other Structural Options

Another possible change to the framework would include — if only in theory — incorporation as a separate municipality. Incorporation could assist in addressing some of the concerns raised, including the desire for authority over local roads. The option, however, is typically only suggested for communities that meet a number of criteria considered essential for municipal sustainability. One criterion is a diverse tax base, with a commercial core and non-residential assessment that can be used to spread the local property tax burden beyond residential properties. The tax base in the North Westside today is not diverse.

¹⁶ The City of Kelowna would hold only six of the 13 places on the Board under this scenario.



APPENDIX I

SAMPLE PROPERTY TAX NOTICE NORTH WESTSIDE (2022)

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

NEILSON
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SEPTMEBER 2022
APPENDIX I

SAMPLE TAX NOTICE – NORTH WESTSIDE



1. RDCO services for North Westside (2022)

Administration	Property Tax per \$635,000 home	Total property tax collected in North Westside
Central Okanagan West Grants in Aid	\$0.25	\$397
Board	\$5.21	\$8,658
Electoral Area Administration	\$0.47	\$778
Central Okanagan West Administration	\$9.33	\$15,404
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Electoral Area Planning	\$72.93	\$120,324
Regional Planning	\$4.83	\$7,961
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Insect Control	\$0.19	\$367
Weed Control	\$0.83	\$1,415
Dog Control	\$8.00	\$13,177
Solid Waste		
Solid Waste Parcel Tax	\$43.00	\$59,727
Economic Development		
Economic Development Commission	\$9.27	\$15,273
Parks & Recreation		
Regional Parks	\$67.63	\$111,429
Westside Community Parks	\$89.54	\$148,054
Okanagan Regional Library	\$58.99	\$97,558
Environmental Services		
Okanagan Basin Water Board	\$18.54	\$29,472
Air quality	\$1.78	\$2,893
Sterile Insect Release ²	\$6.92	\$9,151
Emergency Services		
Regional Rescue	\$21.95	\$36,075
Victim Services	\$2.73	\$4,478
911 Emergency Call	\$3.37	\$5,558
Crime Stoppers	\$2.41	\$3,950
Crime Prevention	\$3.75	\$6,216
Electoral Area Fire	\$19.26	\$31,782
North Westside Fire Protection	\$415.32	\$685,176
Subtotal for area-wide taxes	\$930.58	\$1,444,485

2. Local Area specific services (2022)

Killiney Community Hall	\$15.56	\$25,385
Ridgeview Fire Hall parcel tax	\$18.84	\$9,422
Fintry Water Parcel Tax	\$850.72	\$227,141
* Fintry Water User Fee	\$273.00	n/a
* Killiney Beach Waer User Fee	\$311.00	n/a
* Westshore Estates Water User Fee	\$337.00	n/a
Subtotal for area-specific charges	N/A	

* these services reflect basic user fee + asset renewal fee. Does not include consumption fees

3. Provincial services for North Westside (2021*)

Police Tax	\$42.10	\$69,455
Rural Tax (roads, subdivision)	\$285.75	\$471,415
School Tax	\$916.18	\$1,511,461
Subtotal for provincial services	\$1,244.03	\$2,052,331

*2022 provincial tax rates not yet released

4. Other agencies for North Westside (2021*)

Central Okanagan Hospital District	\$166.36	\$274,447
Municipal Finance Authority	\$0.13	\$210
BC Assessment Authority	\$26.10	\$43,056
Subtotal for agency taxes	\$192.59	\$317,713

*2022 provincial tax rates not yet released

1. Tax rate is applied only to improvements. It is assumed the assessed value of the \$635,000 home is split evenly (50/50) between land and improvement value.
2. Tax rate is applied only to improvements. It is assumed the assessed value of the \$635,000 home is split evenly (50/50) between land and improvement value.



APPENDIX II

COMMUNITY OPEN HOUSE POSTER BOARDS

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

NEILSON
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SEPTMEBER 2022
APPENDIX II

OPEN HOUSE

Welcome to the North Westside Governance & Services Study Community Open House!

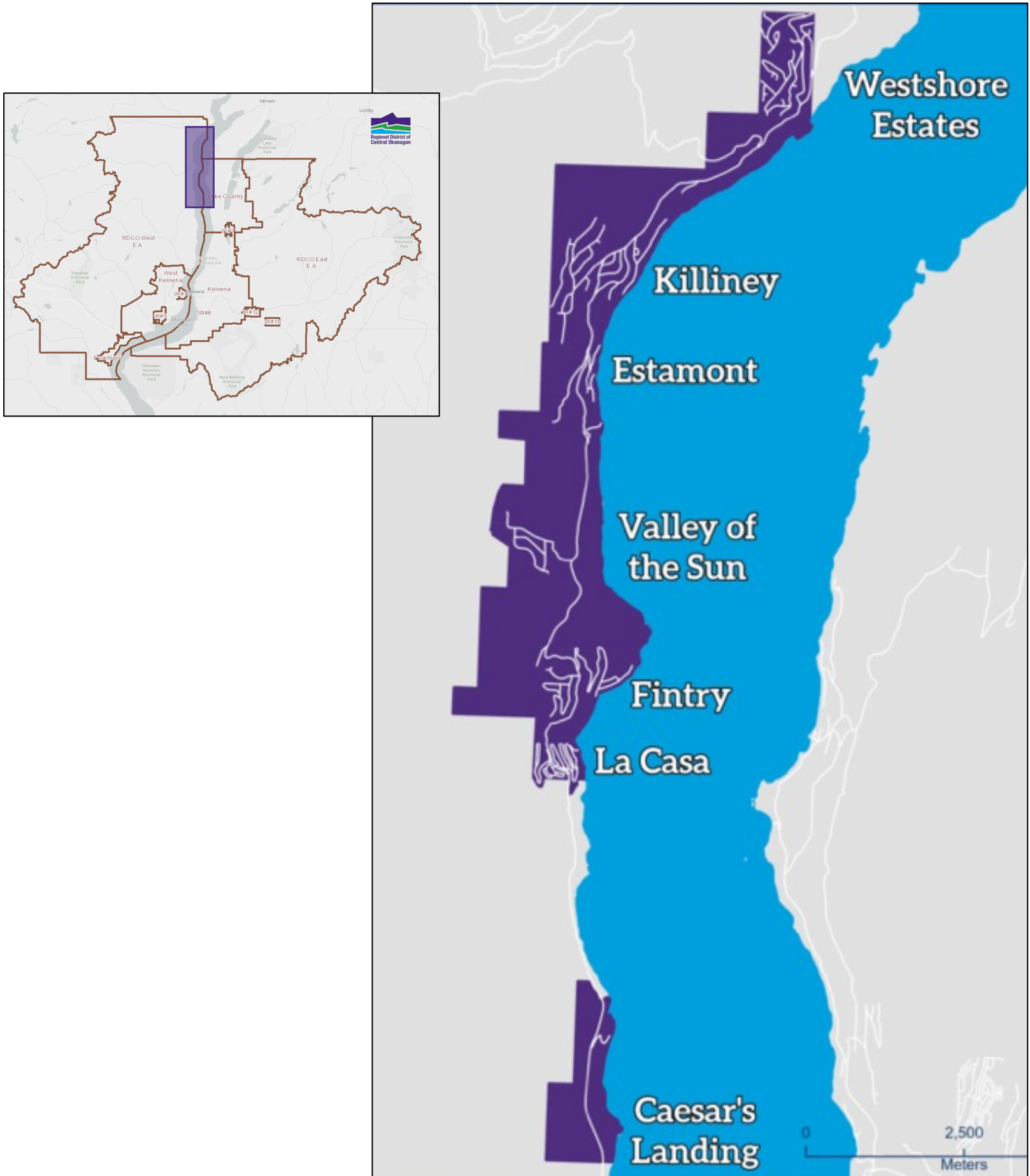
Please review the poster boards to learn about the study, and to familiarize yourself with local governance and service provision in the North Westside communities of Central Okanagan West Electoral Area. The Governance & Services Study Committee and the study consultants are here to discuss the topics and to answer any questions you may have.

Be sure to take a copy of the North Westside Governance & Services Study overview handout. Please also take a moment to provide your views on North Westside services and governance by completing the feedback form. The overview and feedback form are also available online at yoursay.rdco.com along with all other study materials.

WHERE DO YOU LIVE?



Place a pin on the map to show where in the North Westside you live.



NORTH WESTSIDE GOVERNANCE & SERVICES STUDY

PURPOSE

The North Westside Governance & Services Study is underway in the Central Okanagan West Electoral Area of the Regional District of Central Okanagan. The purpose of the study is threefold:

- to document the local governance and service provision in place today in the North Westside
- to understand the interests and concerns of residents related to governance and services
- to identify governance and service options to address the most pressing concerns brought forward

Some of the options identified through the study may call for changes that can be undertaken within the existing RDCO service and governance frameworks. Other options may prompt a re-thinking of Regional District boundaries or structure.

STUDY COMMITTEE

The study is guided by the RDCO's North Westside Governance & Services Study Committee, a body made up of North Westside residents who, taken together, represent the diversity of the communities in the North Westside. The Committee is an objective, fact-finding body, in place to gather and assess information, engage the community, and make recommendations to the RDCO Board on changes to consider. A team of local government consultants supports the Committee in its work.

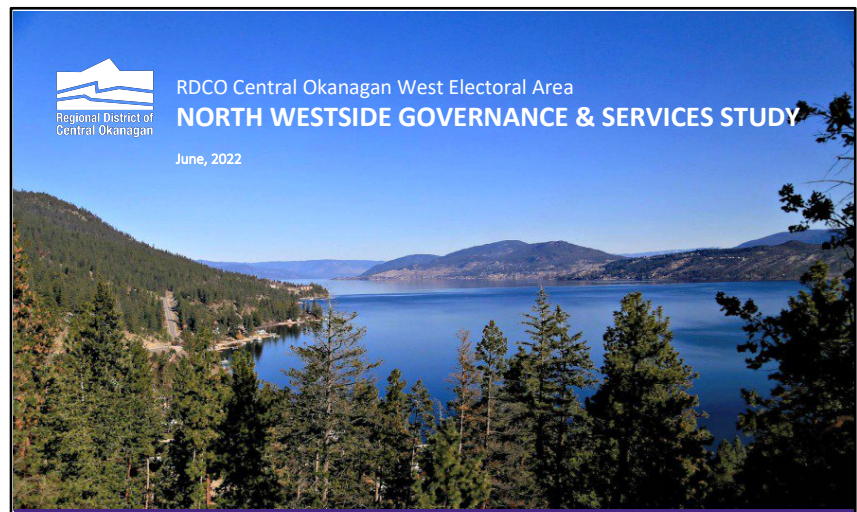
The Committee's 12 voting members include:

- | | |
|-------------------------------------|------------------|
| ➤ Scott Graham
(Committee Chair) | ➤ Eric Dennison |
| ➤ Josh Galloway
(Vice Chair) | ➤ Donna Green |
| ➤ Brian Arquilla | ➤ Darryl Hordo |
| ➤ Kerri Cooke | ➤ Dwain Johanson |
| ➤ Colin Copp | ➤ Tim Jones |
| | ➤ Rick Sanderson |
| | ➤ Callie Simpson |

Central Okanagan West Electoral Area Director, Wayne Carson, serves on the Committee in a non-voting, *ex officio* capacity. All Committee meetings are advertised on the study website (yoursay.rdco.com) and are open to the public. Recordings of every meeting are available on the website.

INTERIM REPORT

In late May, the Committee released its *DRAFT Interim Report* on the current system of local governance and service provision in the North Westside. The report sets the stage for the study's community engagement phase, a key part of which is this Community Open House. A full copy of the report is available to review and download on the website; the key information is presented in the overview booklet which is available online or in hard copy at the Community Open Houses.



RDCO Central Okanagan West Electoral Area
NORTH WESTSIDE GOVERNANCE & SERVICES STUDY
June, 2022

INTRODUCTION
The North Westside Governance & Services Study is underway in the Central Okanagan West Electoral Area of the Regional District of Central Okanagan (RDCO). The purpose of the study is threefold:

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- to understand the interests and concerns of residents related to governance and services
- to identify governance and service provision options to address the most pressing concerns brought forward

The study is guided by the RDCO's North Westside Governance & Services Study Committee. The Committee is made up of 12 residents who, taken together, represent the diversity of the communities in the North Westside. Central Okanagan West Electoral Area Director, Wayne Carson, sits on the Committee in a non-voting, *ex officio* capacity. A team of local government consultants supports the Committee in its work.

The Committee's inaugural meeting was on March 17, 2022, at the Killiney Beach Community Hall. On May 19, 2022, the Committee met again to review the consultants' *DRAFT Interim Report*. The report outlines in detail the current state of governance and services in the North Westside, as well as in the broader Central Okanagan Area West Electoral Area. A profile of the North Westside communities is also in the report, as is a sample 2022 property tax notice for a North Westside residence.

With the *Interim Report* in hand, the Committee is ready to kick-off the community engagement phase of the study. Engagement includes:

- three Community Open Houses in June at the Killiney Community Hall
- a survey available in person and online for community feedback
- a study website (yoursay.rdco.com)
- this overview booklet

WHAT'S INSIDE
This overview booklet provides information on the current approaches to governance and local service provision in the North Westside. The booklet covers four themes:

1

LOCAL GOVERNMENT IN NORTH WESTSIDE TODAY

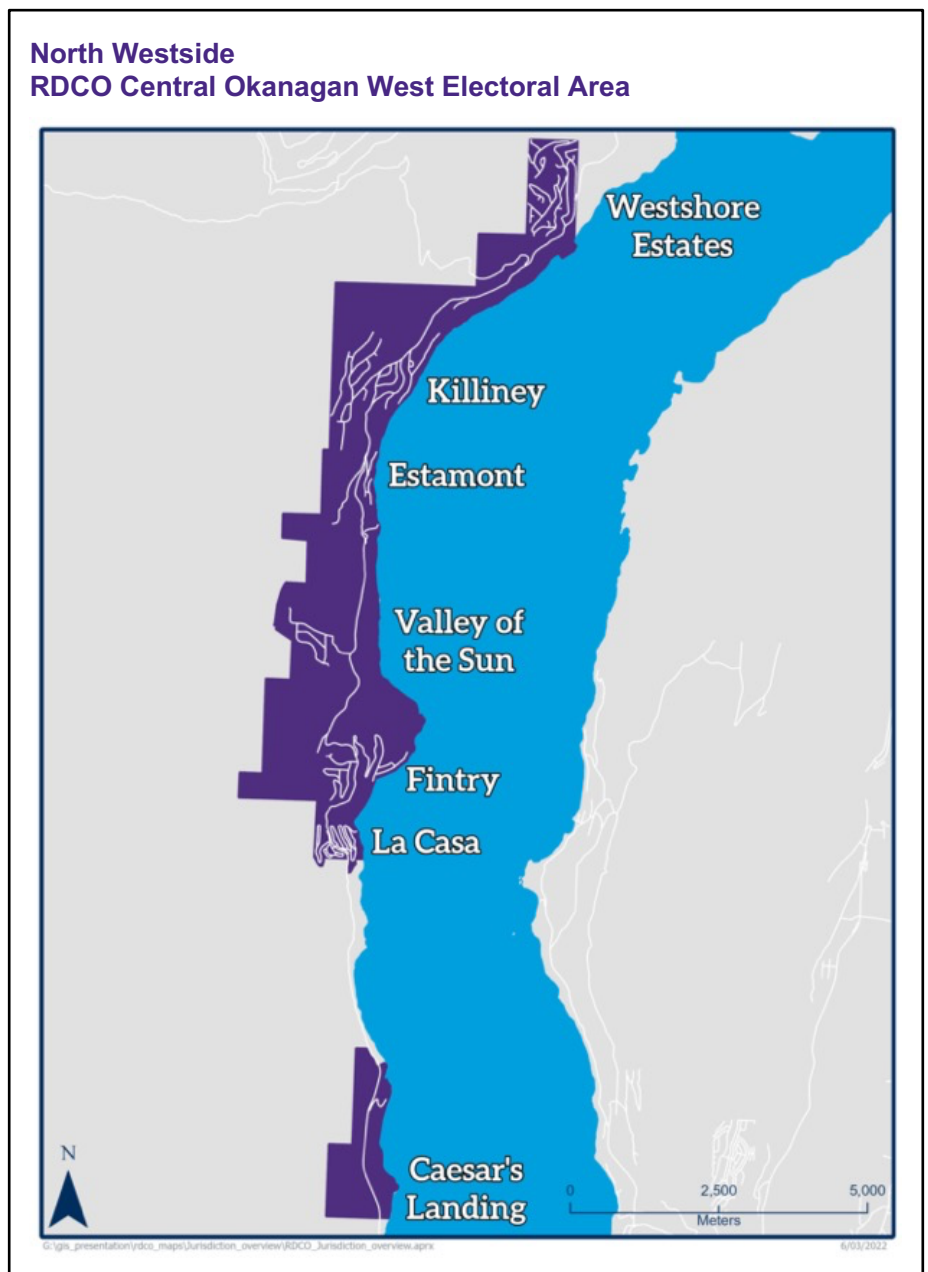


NORTH WESTSIDE

The North Westside is a collection of communities along the western shore of Lake Okanagan in the Central Okanagan West Electoral Area. The communities are concentrated within the North Westside Fire Protection Service Area, and include Caesar's Landing, Nahun, La Casa, Upper Fintry, Fintry Delta, Fintry Park, Valley of the Sun, Fintry North, Muirallen Estates, Ewings Landing, Estamont, Summersands, Aspen Shores, Forest House, Killiney Beach, Marshbank, Wainman Cove, Evely, and Westshore Estates. The local government for the area is the Regional District of Central Okanagan, governed by the Board of Directors. The Board is made up of 13 voting directors with one representative for the broader Central Okanagan West Electoral Area.

REGIONAL DISTRICTS

Regional Districts are federations of unincorporated electoral areas and incorporated municipalities. In the Central Okanagan there are two electoral areas — Central Okanagan West and Central Okanagan East — and four municipalities: the Cities of Kelowna and West Kelowna, and the Districts of Lake Country and Peachland. The entire RDCO is situated on the unceded traditional territory of the syilx people.



Regional districts exist to provide local government services in response to the needs and instructions of their members. Regional districts play three service-related roles:

- they are the local government for electoral areas, responsible for provide basic services
- they provide region-wide services to all electoral areas and municipalities
- they provide sub-regional services to different combinations of municipalities and electoral areas that choose to receive the services

SHARED COSTS AND DECISION-MAKING

Jurisdictions that participate together in services provided by regional districts share in the costs of the services, and in decision-making for the services. The sharing of service costs and decision-making power by jurisdictions is a key feature of the regional district model. It can also be a source of tension in cases where individual jurisdictions feel that they are either paying a disproportionate amount for a service, or that they do not have sufficient input into or decision-making authority over matters that affect them. Tensions that arise can result in studies, such as the North Westside Governance & Services Study, to fully understand the concerns of affected residents, and to identify changes aimed at addressing those concerns.

NORTH WESTSIDE SERVICES



RDCO

The Regional District of Central Okanagan, as the local government for the North Westside, is the primary local service provider. RDCO provides a total of 36 services to North Westside residents.

- ▶ *Region-Wide* — Fifteen services are provided across the entire Central Okanagan to all municipalities and electoral areas, including the North Westside in Central Okanagan West. Examples of region-wide services include Regional Parks, Regional Planning, Dog Control, Economic Development and Regional Rescue.
- ▶ *Sub-Regional* — Thirteen services are sub-regional in nature, provided to Central Okanagan West and at least one other jurisdiction. Examples of sub-regional services include Building Inspection, Weed Control, Insect Control, Bylaw Enforcement and Air Quality.
- ▶ *Local* — Three services — Westside Community Parks, Central Okanagan West Grants in Aid, and Central Okanagan West Administration — are provided only to the Central Okanagan West Electoral Area (including North Westside). Five other services are specified-area local services, provided just to residents within the North Westside. These services include North Westside Fire Protection, the Killiney Community Hall, and various Regional District local water systems.

GOVERNANCE & SERVICES STUDY

The North Westside Governance & Services Study seeks to understand the views of residents related to local services and governance in the North Westside communities.

Based on the feedback received, the Study Committee will identify options that may be pursued to address concerns and interests raised. Some options may call for changes that can be undertaken within the existing RDCO service and governance frameworks. Other options may prompt a re-thinking of Regional District boundaries or structure.

Options identified as part of the study will inform any recommendations the Committee chooses to make at the end of the Governance & Services Study. The need for additional work to fully examine the feasibility of possible changes will be determined by the RDCO and Ministry of Municipal Affairs, based on their consideration of recommendations put forward.

PROVINCE OF BRITISH COLUMBIA

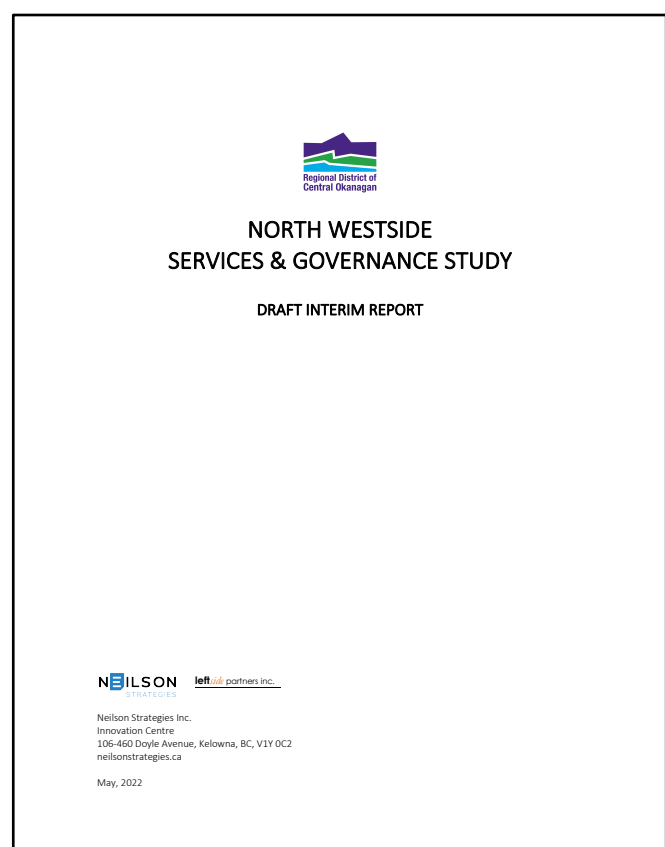
The RDCO is the primary local service provider to North Westside residents, but not the only provider. In unincorporated areas of British Columbia, including in Central Okanagan West, local roads and local policing are provided by the provincial government, not regional districts. The province also operates Fintry Provincial Park, oversees the Fintry Protected Area, and runs the Evely Recreation Site in North Westside. As well, the province provides ambulance, education and health care.

OTHER PROVIDERS

A number of private water utilities exist in the North Westside, including La Casa on the Lake, Watson Waterworks and Fintry Utilities Ltd. These systems are provided to neighbourhoods that are not serviced by RDCO's local water utilities.

INTERIM REPORT

The Committee's *DRAFT Interim Report*, available on the study website at yoursay.rdco.com, provides details on all North Westside services.



BOARD OF DIRECTORS

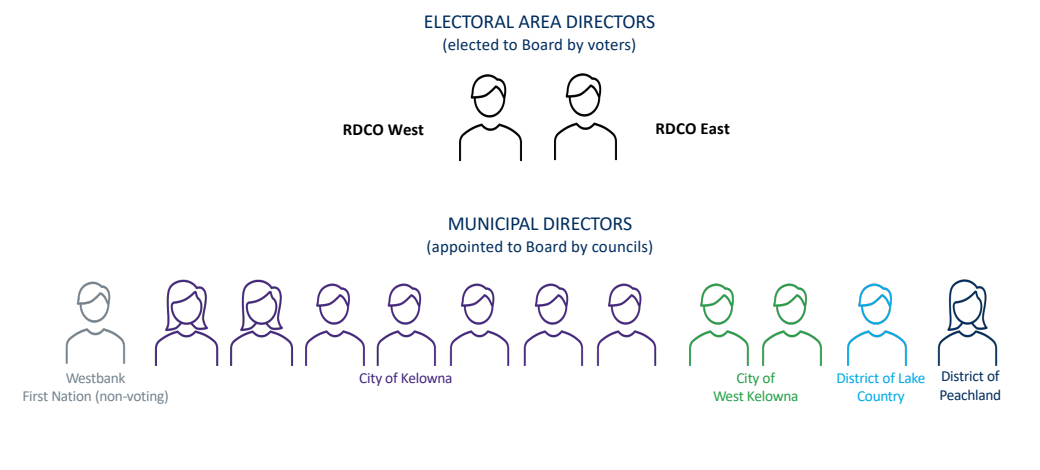


RDCO BOARD TODAY

Like every regional district in the province, the RDCO is governed by a board of directors with two types of directors:

- ▶ electoral area directors who are directly elected to the board for four-year terms by voters in their electoral areas
- ▶ municipal directors who sit on local municipal councils, and who are appointed to the regional board by their councils on an annual basis

Figure 1
RDCO Board Today
(voting unit of 4,000 people; 2016 Census)



The current RDCO Board consists of 13 voting directors, including one from Central Okanagan West Electoral Area, which includes the North Westside, along with one from Central Okanagan East, the District of Peachland and the District of Lake Country. The City of West Kelowna is represented by two directors, whereas the City of Kelowna has seven. Figure 1 shows the Board as it exists today.

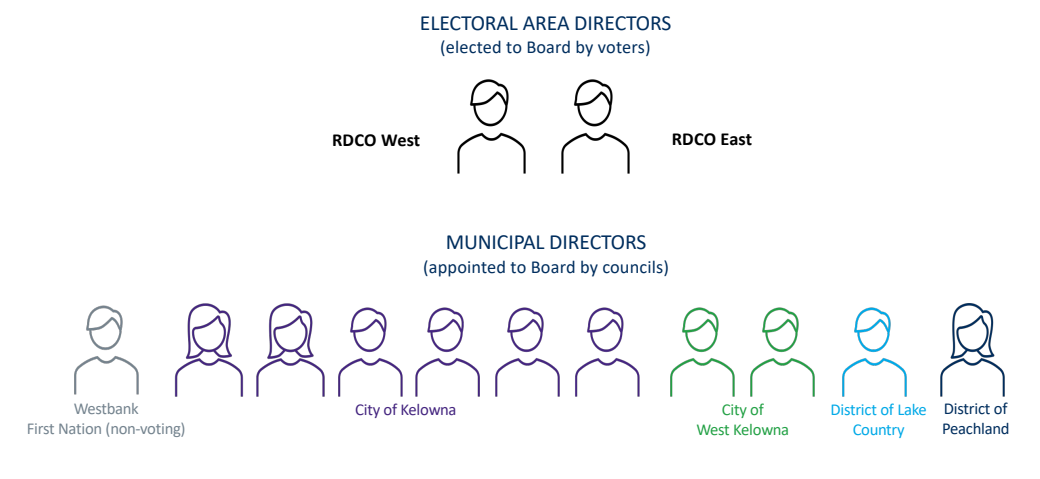
The difference in levels of representation among jurisdictions is a function of population and the Regional District's "voting unit". The RDCO's current voting unit is 4,000 people, which means that each jurisdiction receives one vote for every 4,000 residents (or portion thereof), including people who live on First Nations Reserves. For municipalities, the resulting voting strength is divided by five to determine the number of directors on the Regional District Board.

RDCO BOARD AFTER UPCOMING ELECTIONS

The current voting unit of 4,000 persons is applied to the 2016 Census population numbers to determine the make-up of the Board today. After the upcoming local government elections (October 2022), the 2016 numbers will be replaced by the more recent, and considerably higher, 2021 Census figures.

At the current voting unit of 4,000, the higher 2021 population figures would result in a larger Board with one extra director for the City of Kelowna. To avoid this expansion, the RDCO has requested the Ministry of Municipal Affairs to increase the voting unit to 5,500 people. This change will reduce the Board from 13 to 12 voting directors. The City of Kelowna's representation will fall slightly from seven to six directors. Figure 2 shows the Board as it will exist after the elections.

Figure 2
RDCO Board After Elections
(voting unit of 5,500 people; 2021 Census)



DECISION-MAKING



VOTING RULES

In municipalities, voting rules are simple: each member of the municipal council, including the mayor, votes on every question and receives one vote. Voting rules in regional districts are much different. Some decisions are made by the entire board of directors; other decisions are made by only the directors from the jurisdictions that participate in the particular service. Decisions that involve all directors area 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 business, and take certain other actions.
- *Corporate Weighted Votes* — All directors vote on these matters but receive different numbers of votes based on voting strength. Corporate weighted votes are used to buy property, pass budgets and approve borrowing.

Decisions on services in which only a portion of the region's jurisdictions participate are made using *stakeholder votes*. These votes are used for decisions, including bylaws, to guide the administration and operation of a service. Directors from all participating jurisdictions — that is, from *stakeholder* jurisdictions — are entitled to vote; others are not. All stakeholder votes are weighted, with directors receiving different numbers of votes based on their jurisdictions' voting strengths. When there is only one jurisdiction in a regional district service, decisions are made by the entire board. This rule applies to decisions on services that are provided only to the Central Okanagan West Electoral Area, or only to the North Westside portion of the Electoral Area. North Westside Fire Protection and the local water systems are examples of such services.

DECISIONS FOR NORTH WESTSIDE

The communities of North Westside receive 36 different services from the RDCO. A total of 15 of these services are region-wide, 13 are sub-regional, and eight are local in nature, provided only within Central Okanagan West. The regional district voting rules mean that every decision in the North Westside involves directors from at least one other jurisdiction.

The voting rules in place in the RDCO apply to all regional districts in the province. The involvement of directors from other jurisdictions in North Westside service decisions, therefore, would occur even if North Westside belonged to a different regional district. What differs among regional districts, however, is the level of influence that individual jurisdictions, based on their voting strength, have in decision-making.

The RDCO is one of the few regional districts in which voting power is concentrated in the largest jurisdiction. On the RDCO Board today, the City of Kelowna's directors are able to determine all votes when they vote as a bloc. This dynamic applies to corporate unweighted votes, in which each director receives one vote, but also to weighted votes that take into account voting strength. When the RDCO's voting unit changes after October's election, Kelowna's directors (voting together) will continue to be able to determine the outcome of weighted votes. On corporate unweighted votes, Kelowna's directors will be able to block any initiative, but will no longer be able to advance decisions without the support of at least one other director. Figure 1 shows the numbers.

Figure 1
Voting Strength for RDCO Jurisdictions

Jurisdiction	Today <i>2016 Census; Voting Unit 4,000</i>			Post-2022 Election <i>2021 Census; Voting Unit 5,500</i>		
	Pop	Directors	Strength	Pop	Directors	Strength
Central OK West	11,009	1	3	13,797	1	3
Central OK East	3,824	1	1	4,258	1	1
City of Kelowna	129,044	7	33	144,576	6	27
City of West Kelowna	32,655	2	9	36,078	2	7
District of Lake Country	12,922	1	4	15,817	1	3
District of Peachland	5,428	1	2	5,789	1	2
Total	194,882	13	52	220,315	12	43

PROPERTY TAXES



Property taxes are the most common revenue source for all local services in the RDCO (and all other regional districts). Figure 1 presents the 2022 residential property taxes for the North Westside. For each service the total property tax revenue collected in the North Westside is listed. Also listed is the tax paid on an average North Westside residence assessed at \$635,000.

Figure 1
2022 Residential Property Taxes — North Westside

1. RDCO services for North Westside (2022)

Administration	Property Tax per \$635,000 home	Total property tax collected in North Westside
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Environmental Services		
Okanagan Basin Water Board	\$17.93	\$29,587
Air quality	\$1.75	\$2,893
Sterile Insect Release ³	\$6.94	\$9,151
Emergency Services		
Regional Rescue	\$21.95	\$36,216
Victim Services	\$2.73	\$4,496
911 Emergency Call	\$3.38	\$5,580
Crime Stoppers	\$2.40	\$3,965
Crime Prevention	\$3.77	\$6,216
Electoral Area Fire	\$19.26	\$31,782
North Westside Fire Protection	\$415.32	\$685,176
Subtotal for area-wide taxes	\$1,096.92	\$1,677,420

2. Local area-specific services (2022)

Killiney Community Hall	\$15.62	\$25,385
La Casa fire service borrowing parcel tax	\$18.84	\$9,422
Fintry Water Parcel Tax	\$850.72	\$227,141
* Fintry Water User Fee ²	\$273.00	n/a
* Killiney Beach Water User Fee ²	\$311.00	n/a
* Westshore Estates Water User Fee ²	\$337.00	n/a
Subtotal for area-specific charges	N/A	

3. Provincial services (2022)

Police Tax	\$28.07	\$46,303
Rural Tax (roads, subdivision)	\$228.60	\$377,132
School Tax	\$749.55	\$1,236,573
Subtotal for provincial services	\$1,006.22	\$1,660,008

4. Other agencies (2022)

Central Okanagan Hospital District	\$132.89	\$219,239
Municipal Finance Authority	\$0.13	\$210
BC Assessment Authority	\$22.16	\$36,561
Subtotal for agency taxes	\$155.18	\$256,010

1. Tax rate is applied only to improvements. It is assumed the assessed value of the \$635,000 home is split evenly (50/50) between land and improvement value.
2. Garbage collection and water user fees are itemized on utility bills (not on tax notice).
3. Tax rate is applied only to improvements. It is assumed the assessed value of the \$635,000 home is split evenly (50/50) between land and improvement value.

SHARE YOUR VIEWS

The Governance & Services Study Committee wants to hear your views on local services provided to the North Westside by the Regional District (and others), and on the current governance system through which decisions affecting the North Westside are made.

Please fill out a feedback form and place it in the box. Or, if you prefer, complete the form online at yoursay.rdco.com. Feedback from residents will help to inform the Committee's recommendations to the RDCO Board.





APPENDIX III

OVERVIEW MAILOUT

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

NEILSON
STRATEGIES

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SEPTMEBER 2022
APPENDIX III



RDCO Central Okanagan West Electoral Area NORTH WESTSIDE GOVERNANCE & SERVICES STUDY

June, 2022



INTRODUCTION

The North Westside Governance & Services Study is underway in the Central Okanagan West Electoral Area of the Regional District of Central Okanagan (RDCO). The purpose of the study is threefold:

- to document the local governance and service provision in place today in the North Westside
- to understand the interests and concerns of residents related to governance and services
- to identify governance and service provision options to address the most pressing concerns brought forward

The study is guided by the RDCO's North Westside Governance & Services Study Committee. The Committee is made up of 12 residents who, taken together, represent the diversity of the communities in the North Westside. Central Okanagan West Electoral Area Director, Wayne Carson, sits on the Committee in a non-voting, *ex officio* capacity. A team of local government consultants supports the Committee in its work.

The Committee's inaugural meeting was on March 17, 2022, at the Killiney Beach Community Hall. On May

19, 2022, the Committee met again to review the consultants' *DRAFT Interim Report*. The report outlines in detail the current state of governance and services in the North Westside, as well as in the broader Central Okanagan Area West Electoral Area. A profile of the North Westside communities is also in the report, as is a sample 2022 property tax notice for a North Westside residence.

With the *Interim Report* in hand, the Committee is ready to kick-off the community engagement phase of the study. Engagement includes:

- four Community Open Houses in June and July at the Killiney Community Hall
- a feedback form available in person and online for residents' views
- a study website (yoursay.rdco.com)
- this overview booklet

WHAT'S INSIDE

This overview booklet provides information on the current approaches to governance and local service provision in the North Westside. The booklet covers four themes:

- local government in place today
- local services
- service governance (i.e., decision-making)
- service cost to taxpayers

The booklet also provides information on how to get involved, and presents some questions to consider.

LOCAL GOVERNMENT TODAY

The North Westside is a collection of communities along the western shore of Lake Okanagan, stretching from Caesar's Landing north through Nahun, La Casa, Upper Fintry, Fintry Delta, Fintry Park, Valley of the Sun, Fintry North, Muirallen Estates, Ewings Landing, Estamont, Summersands, Aspen Shores, Forest House, Killiney Beach, Marshbank, Wainman Cove, and Evely, as far north as Westshore Estates. The communities are unincorporated, which means that they do not exist as municipalities with their own councils. Instead, the local government for the area is the Regional District, governed by the Board of Directors.

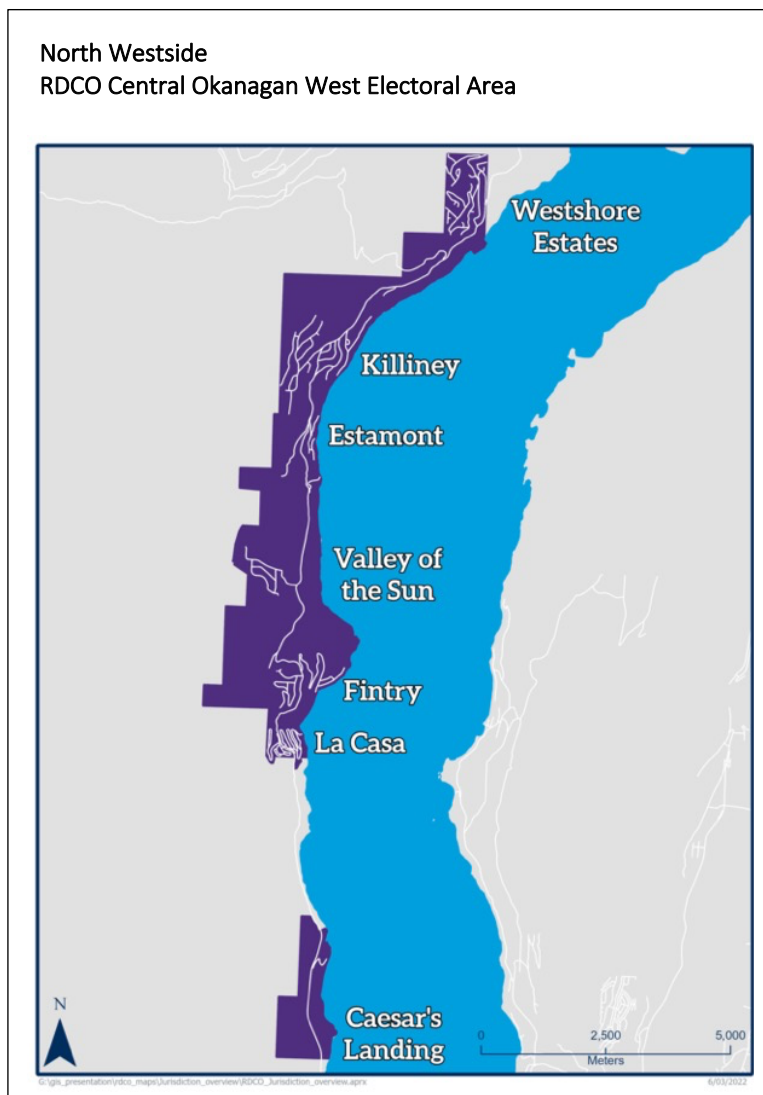
Regional districts are local government federations that include unincorporated electoral areas and incorporated municipalities. In the Central Okanagan there are two electoral areas — Central Okanagan West, which includes the North Westside, and Central Okanagan East. There are also four municipalities: the Cities of Kelowna and West Kelowna, and the Districts of Lake Country and Peachland. The entire Regional District is situated on the unceded traditional territory of the syilx people.

Regional districts exist to provide local government services in response to the needs of their members. Regional districts play three service-related roles:

- they are the local government for electoral areas, responsible for providing basic local services
- they provide region-wide services to all electoral areas and municipalities
- they provide sub-regional services to different combinations of municipalities and electoral areas that wish to receive the services

LOCAL SERVICE PROVISION

The RDCO, as the local government for the North



Westside, is the primary local service provider. The Regional District provides 36 services to North Westside residents.

- *Region-wide* — Fifteen services are provided across the entire RDCO to all municipalities and electoral areas, including North Westside in Central Okanagan West. Examples include Regional Parks, Regional Planning, Dog Control, Economic Development and Regional Rescue.
- *Sub-Regional* — Thirteen services are sub-regional in nature, provided to Central Okanagan West and at least one other jurisdiction. Examples of sub-regional services include Building Inspection, Weed Control, Insect Control, Bylaw Enforcement and Air Quality.

- *Local* — Three services — Westside Community Parks, Central Okanagan West Grants in Aid and Central Okanagan West Administration — are provided only to the Central Okanagan West Electoral Area (including North Westside). Five other services are specified-area local services, provided just within the North Westside. These services include North Westside Fire Protection, along with Killiney Community Hall and different Regional District water systems.

The RDCO is the primary local service provider, but not the only provider. In unincorporated areas of British Columbia, local roads and local police are provided by the provincial government, not regional districts. The province also operates Fintry Provincial Park, oversees the Fintry Protected Area, and runs the Evely Recreation Site in North Westside. Finally, the province provides ambulance, education and health care.

A number of private water utilities exist in the North Westside, including La Casa on the Lake, Watson Waterworks and Fintry Utilities Ltd. These systems are provided to neighbourhoods not serviced by RDCO's water systems.

SERVICE GOVERNANCE

Board of Directors

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

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

Every municipality and electoral area is assigned a specific voting strength based on its population size and the regional district's voting unit. In the RDCO, the current voting unit is 4,000 people, which means that each jurisdiction receives one vote for every 4,000 residents (or portion thereof), including people 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 RDCO Board consists of 13 voting directors, including one from each of Central Okanagan East and Central Okanagan West Electoral Areas, one from the District of Peachland, one from the District of Lake Country, two from the City of West Kelowna, and seven from the City of Kelowna. The Westbank First Nation, which (by choice) is not a member jurisdiction, appoints one non-voting member to the Board, for a total of 14. Figure 1 shows the breakdown of the Board today. Figure 2 shows the number of directors and voting strength for each jurisdiction.

At present, the 2016 Census numbers and voting unit of 4,000 are used to allocate decision-making power.

Figure 1
RDCO Board of Directors Today
(voting unit of 4,000)

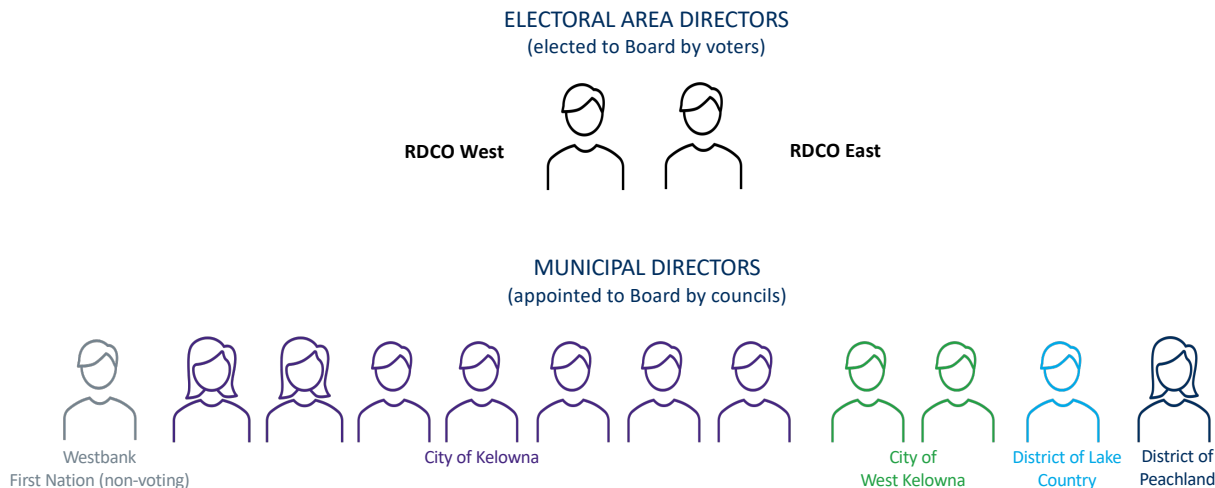


Figure 2
Voting Strength for RDCO Jurisdictions

Today 2016 Census; Voting Unit 4,000				Post-2022 Election 2021 Census; Voting Unit 5,500		
Jurisdiction	Pop	Directors	Strength	Pop	Directors	Strength
Central OK West	11,009	1	3	13,797	1	3
Central OK East	3,824	1	1	4,258	1	1
City of Kelowna	129,044	7	33	144,576	6	27
City of West Kelowna	32,655	2	9	36,078	2	7
District of Lake Country	12,922	1	4	15,817	1	3
District of Peachland	5,428	1	2	5,789	1	2
Total	194,882	13	52	220,315	12	43

After the next local government election in October 2022, the 2021 Census figures will be used along with an adjusted voting unit of 5,500. The adjustment to the voting unit will change the number of directors and voting strength for each jurisdiction. Figure 2 previews the changes to expect.

Voting Rules

In municipalities, voting rules are simple: each member of the municipal council, including the mayor, votes on every question and receives one vote. Voting rules in regional districts are much different. Some decisions are made by the entire board of directors; other decisions are made by only the directors from the jurisdictions that participate in the particular service.

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 business, and take certain other actions.
- *Corporate Weighted Votes* — All directors vote on these matters but receive different numbers of votes based on their jurisdictions' voting strength. Corporate weighted votes are used to buy and sell property, pass budgets and approve borrowing.

Decisions on services in which only a portion of the region's jurisdictions participate are made using *stakeholder votes*. These votes are used to make decisions, including bylaws, to guide the administration and operation of a service. Directors from all participating jurisdictions — i.e., stakeholder jurisdictions — are entitled to vote; others are not. All stakeholder votes are weighted, with directors receiving different numbers of votes based on their jurisdictions' voting strength.

When there is only one jurisdiction in a regional district service, decisions are made by the entire board of directors. This rule applies to decisions on services that are provided only to the Central Okanagan West Electoral Area, or only to the North Westside portion of the Electoral Area.

Decisions for North Westside

The communities of North Westside receive 36 different services from the RDCO. As noted earlier, 15 of these services are region-wide, 13 are sub-regional, and eight are local in nature, provided within Central Okanagan West only. The regional district voting rules mean that every decision involving a service in the North Westside involves directors from at least one other jurisdiction. In region-wide services, and on corporate decisions (e.g., budgets, service establishment) that involve the entire board, directors from all jurisdictions have a say.

It is important to emphasize that the voting rules in

place in the RDCO apply to all regional districts in the province. The involvement of directors from other jurisdictions in North Westside service decisions, therefore, would occur even if North Westside belonged to a different regional district. What differs among regional districts, however, is the level of influence that individual jurisdictions, based on their voting strength, have in decision-making.

The RDCO is one of the few regional districts in which voting power is concentrated in the largest jurisdiction. On all matters, at present, the City of Kelowna's directors on the Board are able to determine the vote, provided they vote together. This dynamic applies today both to corporate and stakeholder votes. When the RDCO's voting unit changes after October's election, Kelowna directors (voting together) will continue to be able to determine the outcome of corporate weighted and stakeholder votes. On corporate unweighted votes, Kelowna's directors will be able to block any initiative, but will no longer be able to advance decisions without the support of at least one other director.

Citizen Advisory Bodies

Residents of North Westside are represented at the Board table by the Central Okanagan West Electoral Area Director. Residents also have opportunities for direct involvement in the decision-making process through citizen advisory bodies. Residents of the North Westside can apply to join the Central Okanagan West Advisory Planning Commission, which provides advice to the RDCO on regional and local land use planning matters. Residents can also apply to join the Environmental Advisory Commission, which advises the Board on environmental matters in the two electoral areas. Finally, residents may apply to serve on the Central Okanagan Economic Development Commission Advisory Council.

SERVICE COST TO TAXPAYERS

Unlike municipalities, which collect and allocate general revenues to their services, regional districts must account for each individual service separately. The full cost (including a portion of overhead) to provide each service must be shown as a separate item, and must be recovered using revenue generated specifically for that service, and only that service. The full cost of providing fire protection, for example, must be raised through the fire protection service. Revenues

THE STUDY

The North Westside Governance & Services Study seeks to understand the views of residents related to local services and governance in the North Westside communities.

Based on the feedback received, the Study Committee will identify options that may be pursued to address concerns and interests raised. Some options may call for changes that can be undertaken within the existing RDCO service and governance frameworks. Other options may prompt a re-thinking of Regional District boundaries or structure.

Options identified as part of the study will inform any recommendations the Committee chooses to make at the end of the Governance & Services Study. The need for additional work to fully examine the feasibility of possible changes will be determined by the RDCO and Ministry of Municipal Affairs, based on their consideration of recommendations put forward.

raised for fire protection may only be used to fund the delivery of the fire service.

Local government services are funded using three main sources of revenue:

- property taxes, including property value taxes (based on property assessments) and property parcel taxes
- user fees, such as utility charges and dog licences
- grants from other orders of government

Property value taxes are the most common revenue source for local services in the RDCO (and all other regional districts).

Figure 3 at the back of the booklet presents the 2022 residential property taxes for the North Westside. The left-hand column under the first subtitle lists all of the Regional District services. Most of the services are provided not only to the North Westside but to other jurisdictions in the region as well. For each service the total property tax revenue collected in the North Westside is listed — \$1.68 million in 2022. Also listed

is the tax paid on an average North Westside residence assessed at \$635,000.

Six services are identified under the second subtitle (top right column) as Local Area services. These services are provided only to certain communities within the North Westside. Some charge parcel taxes; others collect user fees. The services provided by the provincial government are listed next, followed by services provided by other agencies, including the Central Okanagan Hospital District (an agency that raises tax revenue to help pay for new health care facilities).

HOW TO GET INVOLVED

The Study Committee is working to ensure that all North Westside residents have the opportunity to learn about local governance and services, to ask questions, and to voice their concerns, issues and/or interests. The Committee is providing several opportunities for residents to get involved.

Open Houses

Two Community Open Houses took place in early June at Killiney Community Hall. Two others are scheduled in the coming weeks for the same venue:

- Wednesday, June 22, 2022
- Thursday, July 7, 2022

Doors will open at 6:00 pm for each of the Open Houses. Poster boards and handouts will be available to review from 6:00 pm to 7:00 pm; Committee members and the consultants will be on hand to answer questions and participate in discussions. At 7:00 pm, the Committee's consultants will make a presentation followed by a Q&A session.

The same information will be presented at each of the events. Residents are encouraged to attend the *one* event that best suits their schedules.

Website

Go to yoursay.rdco.com and click on the link to the study under Current Projects. All background information on the study, and all materials produced for the Committee by the consultants is provided on the site. Recordings of the Committee meetings and meeting minutes are also available. Go to the site to register for study updates.

THE COMMITTEE

The North Westside Governance & Services Study Committee is an objective fact-finding body, in place to oversee the work of the consultants at all phases of the study, including the community engagement phase.

The Committee's 12 voting members collectively represent the communities of the North Westside, and include:

- Scott Graham (Chair)
- Josh Galloway (Vice Chair)
- Brian Arquilla
- Kerri Cooke
- Colin Copp
- Eric Denison
- Donna Green
- Darryl Hordo
- Dwain Johanson
- Tim Jones
- Rick Sanderson
- Callie Simpson

Central Okanagan West Electoral Area Director Wayne Carson serves on the Committee in a non-voting, *ex officio* capacity.

Feedback Forms

A feedback form to collect residents' views on governance and services will be available at all of the Open Houses and online at the study website. All feedback provided will be shared with the Committee and will help to inform any recommendations the Committee chooses to make to the RDCO Board.

QUESTIONS TO CONSIDER

The overview booklet is intended to foster an understanding of, and encourage reflection on, governance and service provision in the North Westside today. To assist with reflection, consider the following questions:

- Does the North Westside receive all the local services it needs? Are there some that should be added or dropped?
- In general, do you feel that you receive good value for the taxes you pay to receive local services?
- Do you have concerns with any specific services? Which one(s)?

- Do you as a North Westside resident feel a sense of connection to the RDCO and its member jurisdictions?
- Do North Westside residents have sufficient input into, and influence over, decisions on services they receive?
- In all regional districts, decision-making authority is shared (along with service costs) among participating jurisdictions. Given this reality, is the involvement of other RDCO jurisdictions in North Westside service decisions a concern?
- What could the Regional District do to help address service and governance concerns in North Westside?



Figure 3
2022 Property Taxes — North Westside Residence

1. RDCO services for North Westside (2022)

Administration	Property Tax per \$635,000 home	Total property tax collected in North Westside
Central Okanagan West Grants in Aid	\$0.24	\$397
Board	\$5.25	\$8,658
Electoral Area Administration	\$0.47	\$778
Central Okanagan West Administration	\$9.34	\$15,404
Regional Grants in Aid	\$0.20	\$323
Surveyor of Taxes	\$46.38	n/a
Planning & Development		
Electoral Area Planning	\$72.93	\$120,324
Regional Planning	\$4.84	\$7,992
Building Inspection	\$10.11	\$16,681
Transportation Demand Management	\$2.57	\$4,247
Bylaw Enforcement		
Noise ¹	\$1.56	\$3,083
Untidy Premises ¹	\$2.46	\$4,878
Insect Control	\$0.22	\$367
Weed Control	\$0.86	\$1,415
Dog Control	\$8.02	\$13,228
Solid Waste		
Solid Waste Parcel Tax	\$43.00	\$59,727
Garbage Collection User Fee ²	\$167.06	\$232,046
Economic Development		
Economic Development Commission	\$9.29	\$15,333
Parks & Recreation		
Regional Parks	\$67.81	\$111,865
Westside Community Parks	\$89.74	\$148,054
Okanagan Regional Library	\$59.14	\$97,558
Environmental Services		
Okanagan Basin Water Board	\$17.93	\$29,587
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APPENDIX IV

SURVEY FORM

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

NEILSON
STRATEGIES

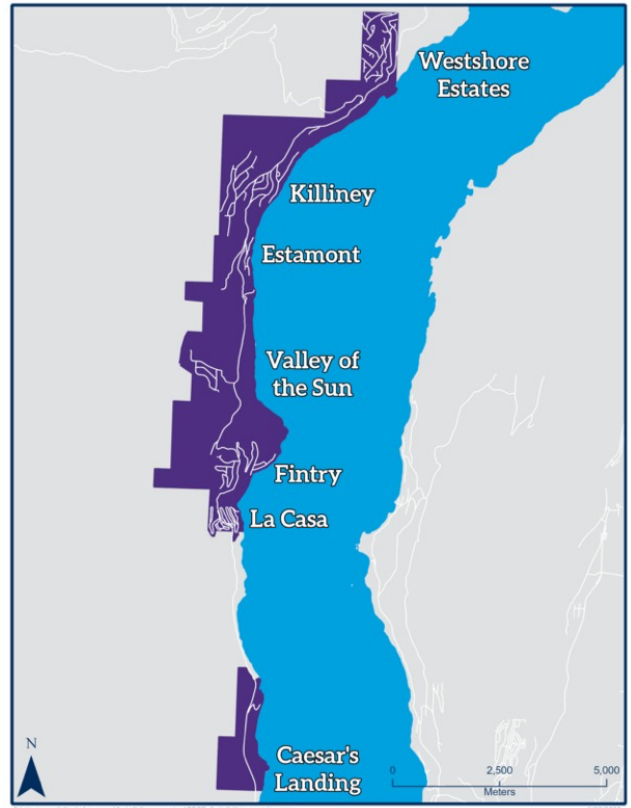
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APPENDIX IV

North Westside Services & Governance Study Feedback Form



Thank you for your interest in the North Westside Services and Governance Study. The Study is an initiative of the Regional District of Central Okanagan (RDCO) and is overseen by a citizen's Committee. The Committee is sharing information on the range of RDCO services provided to North Westside, including how decisions are made, and the cost of those services, through three open houses, and an overview document as well as other background information available on the project website, yoursay.rdco.com. The Committee is also seeking input on residents' interests, issues and concerns regarding services and governance. Please take a moment to answer a few questions and to provide your comments. All feedback will be reviewed by the Committee and summarized for the community.



1. Do you live or own property in the North Westside area (purple area on map)?

- Yes
- No

2. Which area below best describes where you live or own property?

- | | |
|--|--|
| <input type="checkbox"/> Westshore Estates | <input type="checkbox"/> Nahun |
| <input type="checkbox"/> Killiney or Killiney Beach | <input type="checkbox"/> Wainman Cove |
| <input type="checkbox"/> Fintry, Upper Fintry, Fintry North, Fintry Park or Fintry Delta | <input type="checkbox"/> Marshbank |
| <input type="checkbox"/> Estamont | <input type="checkbox"/> Ewings Landing |
| <input type="checkbox"/> La Casa | <input type="checkbox"/> Muirallen Estates |
| <input type="checkbox"/> Caesar's Landing | <input type="checkbox"/> Forest House |
| <input type="checkbox"/> Valley of the Sun | <input type="checkbox"/> Aspen Shores |
| <input type="checkbox"/> Other _____ | <input type="checkbox"/> Summersands |

3. Have you reviewed information on the Study website at yoursay.rdco.com?

- Yes
- No

4. Please indicate whether you attended any of the North Westside Services & Governance Study Open Houses. Select all that apply.

- Wednesday June 8
- Monday June 13
- Wednesday June 22

7. The following is a list of services provided to North Westside by the RDCO. Please indicate how satisfied you are with the individual services provided.

Service	Very Dissatisfied	Dissatisfied	Neutral	Satisfied	Very Satisfied	N/A or No Opinion
Planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Water	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional Parks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Westside Parks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fire Protection	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Building Inspection	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Bylaw Enforcement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Dog Control	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional Rescue & Emergency Planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Economic Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Garbage & Recycling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Library	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Air Quality	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Killiney Community Hall	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Administration	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

8. The following represents a list of services provided to North Westside by the Province. Please indicate how satisfied you are with the individual services provided.

Service	Very Dissatisfied	Dissatisfied	Neutral	Satisfied	Very Satisfied	N/A or No Opinion
Local Roads & Road Maintenance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Policing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ambulance Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Schools	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Hospitals	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. Please identify any services not currently provided to your community that you would like to receive.

10. From the list of RDCO service categories below, please mark **up to three (3)** boxes representing the three services with which you have the greatest concerns. If you have no service concerns, select "I have no RDCO service concerns" at the bottom of the list.

- | | |
|--|---|
| <input type="checkbox"/> Planning | <input type="checkbox"/> Regional Rescue & Emergency Planning |
| <input type="checkbox"/> Water | <input type="checkbox"/> Economic Development |
| <input type="checkbox"/> Regional Parks | <input type="checkbox"/> Garbage & Recycling |
| <input type="checkbox"/> Westside Parks | <input type="checkbox"/> Okanagan Regional Library |
| <input type="checkbox"/> Fire Protection | <input type="checkbox"/> Air Quality |
| <input type="checkbox"/> Building Inspection | <input type="checkbox"/> Killiney Community Hall |
| <input type="checkbox"/> Bylaw Enforcement | <input type="checkbox"/> Administration |
| <input type="checkbox"/> Dog Control | <input type="checkbox"/> I have no RDCO service concerns |

11. Please share any additional detail on why you selected the services in the above question. Select all that apply.

- Service level is too low
- Service level is greater than what is needed
- Cost is too high for what I receive
- I don't like how decisions are made for this service
- Other

12. If you indicated "other" in the question above, or if the options in the question above do not adequately capture your concerns, please provide additional information regarding your concerns.

13. Please share any ideas or suggestions you have regarding how your service or governance issues or concerns could be resolved.

14. Other comments.

Thank you for your feedback!

APPENDIX V

WRITTEN SUBMISSIONS TO THE COMMITTEE *(to be added to final report)*

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

NEILSON
STRATEGIES

left.side partners inc.



APPENDIX VI

AGENDAS AND MINUTES COMMITTEE MEETINGS

(to be added to final report)

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

NEILSON
STRATEGIES

left.side partners inc.

SEPTMEBER 2022
APPENDIX VI



APPENDIX VII

SUMMARY OF FEEDBACK

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

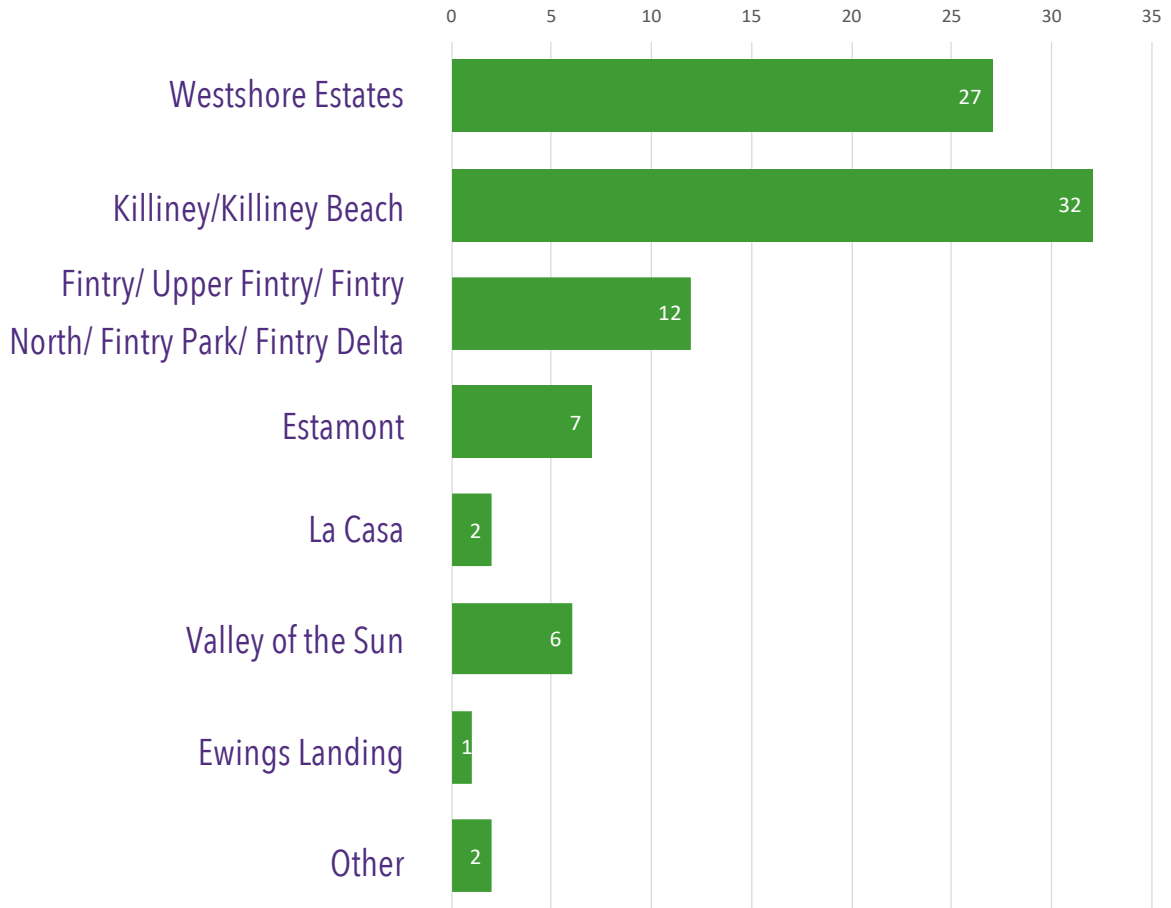
NEILSON
STRATEGIES

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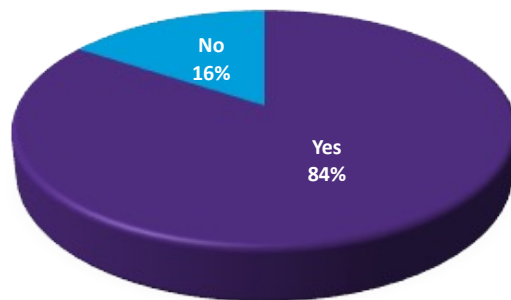
SEPTEMBER 2022
APPENDIX VII

1. Do you live or own property in the North Westside area (purple on the map above)? (88 responses, 88 yes)

2. Which area below best describes where you live or own property? (89 responses)



3. Have you reviewed information on this study website (yoursay.rdco.com)? (89 responses)

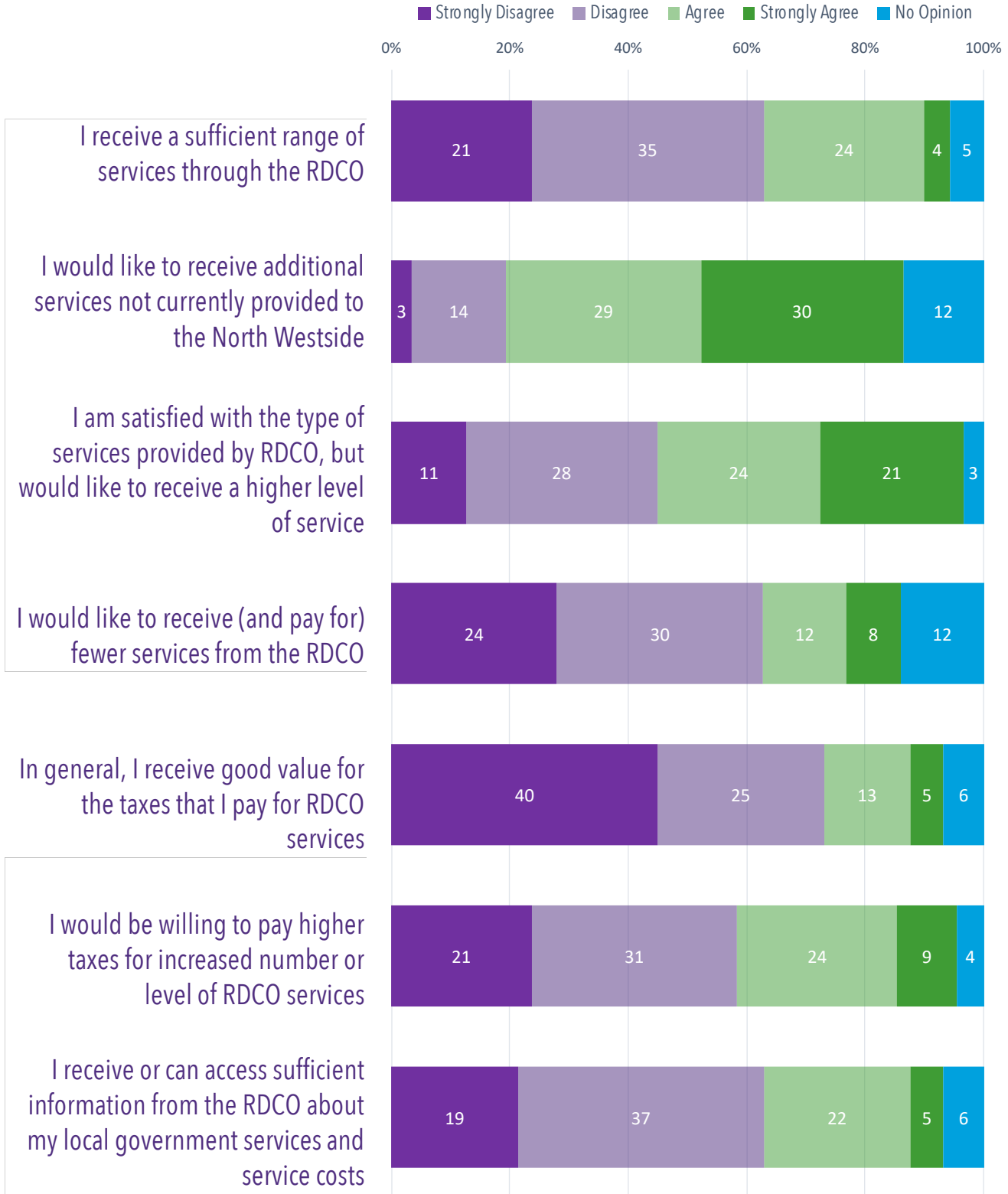


4. Please indicate whether you attended any of the North Westside Services and Governance Study Open Houses. Select all that apply. (30 responses)

- June 8: 9
- June 13: 13
- June 22: 14

** Note that the July 7 Open House was added after the survey was printed*

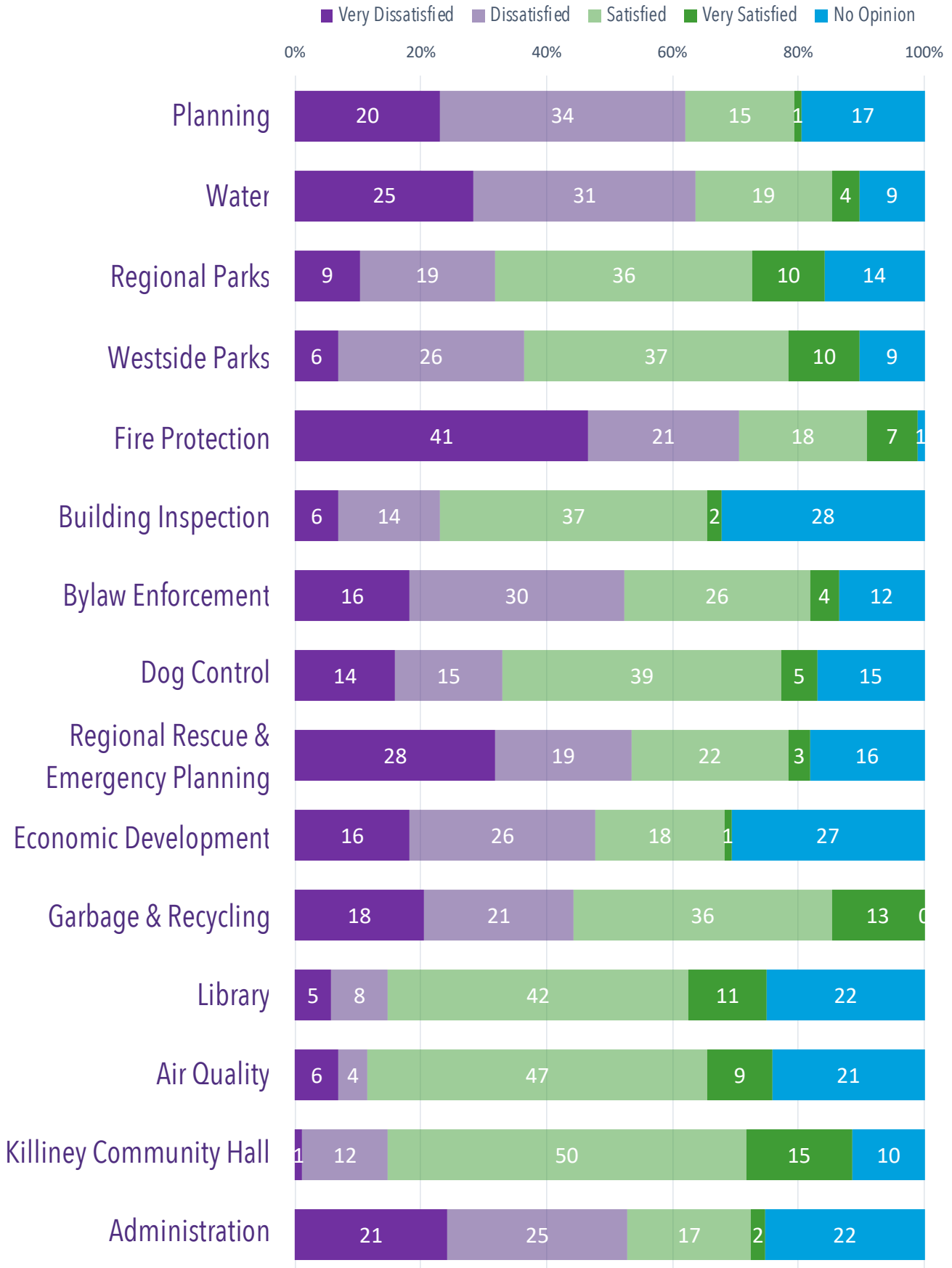
5. Please rate your level of agreement with the following statements regarding RDCO services and value for services. *Note that the chart shows the proportion (percentage) of responses, but the value shown in the chart is the number of responses that selected that rating.*



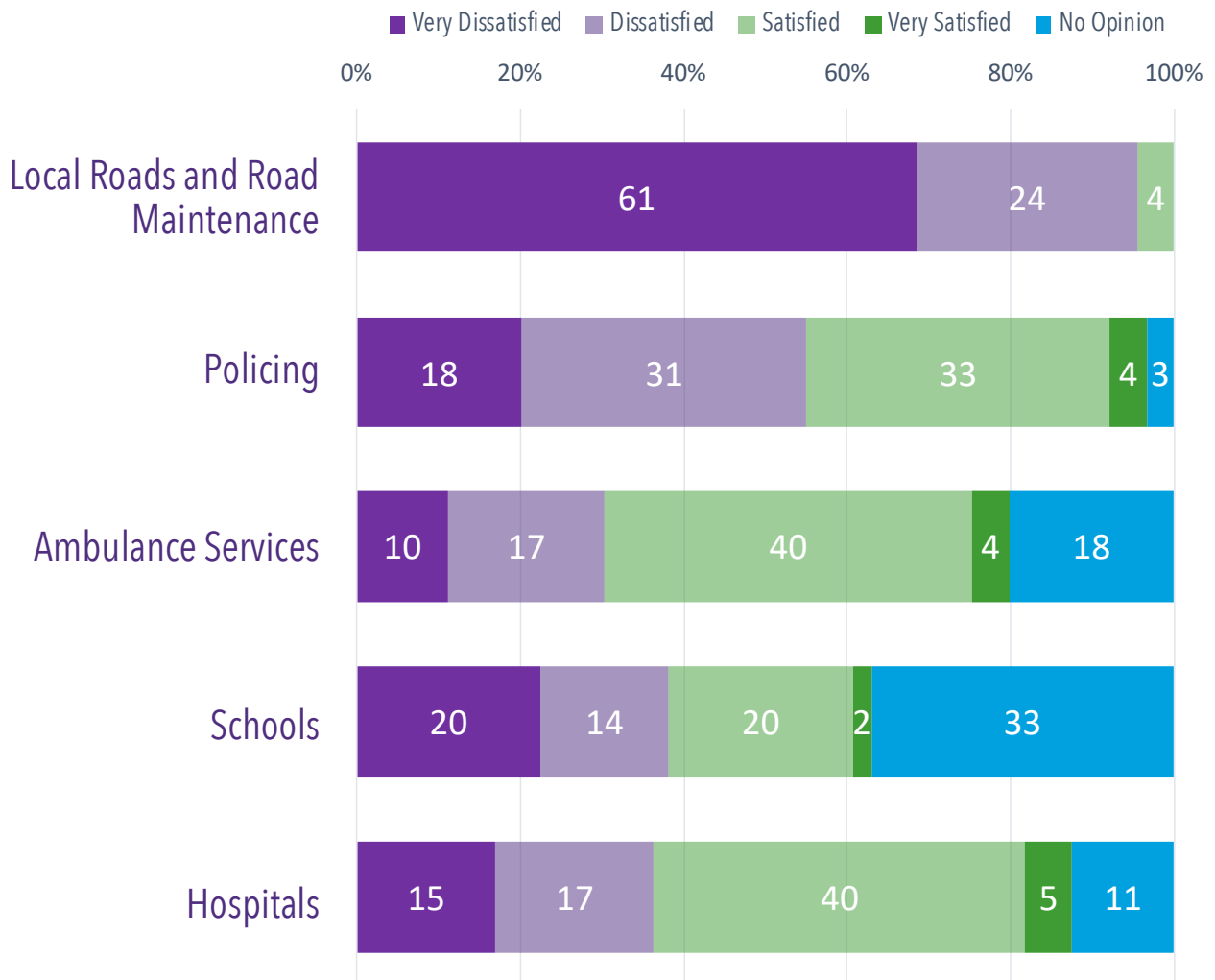
6. Please rate your level of agreement with the following statements regarding RDCO governance and decision-making.



7. The following is a list of services provided to North Westside by the RDCO. Please indicate how satisfied you are with the individual services provided. (88 responses)



8. The following is a list of services provided to North Westside by the Province. Please indicate how satisfied you are with the individual services provided. (89 responses)



9. Please identify any services not currently provided to your community that you would like to receive. (Note that personal information or references were removed from responses)

- Road maintenance and repair.
- Garbage and recycling pickup
- Police presence on Westside Road south
- A small school and a medical facility would be great
- Upgrade of local roads, better upkeep of Westside Road
- Garbage pick up
- RDCO works fine with some modifications. The idea of a separate municipality won't work because we don't have the tax base.
- Walkways with no stair way up a 400 foot embankment that is a potential liability for the Highways between Killarney and Hodges. Resident on Killarney parking truck in middle of walkway and growing a 30 foot tree that needs to be removed. Road are crumbling and no highway expenditure on Roads in our community. We also need schools to send our kids to

Open House Feedback Form Response Summary

in the Vernon area 25 minutes away rather than send them down a deadly road in the winter, for 2 hours a day to get to schools in Kelowna

- None, I personally like it how it is.
- Bus route, school, bike/skate parks, more stores/gas/shopping.
- Improved recycling location, school, increased policing and bylaw, dog control
- Snow removal / ice management seems inconsistent and lacking at times.
- Greater police presence to enforce speed limits and dangerous driving on Westside Road.
- Affordable transportation of a shuttle bus/van, and a ferry service. A public dock put back at the Fintry Delta for a ferry system to connect the main cities along the Okanagan.
- Electricity to all residents/lots & grants for solar panel, water turbines, steam turbines or wind turbine systems
- Faster repairs or maintenance of roads. Improved snow removal on small roads.
- Better and more up to date equipment for our firefighters
- Bigger budget for fire department
- Fire prevention action, grants & permits (permission to remove dead fall and brush from around the perimeter of our neighbourhoods like Westshore Estates did a few years ago.
- Medical or Paramedic center in Fintry or Killiney area
- Preschool, daycare, elementary, middle & high school in central location (Upper Fintry, North Fintry or Valley of the Sun location is in the middle of Westside Rd so it would seem logical to put them there.)
- Local recycling processing plant with locals working there. Not just collecting recyclables and shipping it off elsewhere.
- Reduced taxes for commercial lots to promote economic growth. I would like to see a second local community building (other than Killiney Hall) which would also be a school, library, hall, wellness centre, gym and gathering facility in the Fintry Delta, in Valley of the Sun, in Upper or North Fintry.
- Funding/grants/bursaries for arts, education, safety classes/training & community facilities or programs.
- Paved roads in upper fintry, garbage pickup, better water supply in case of forest fires!
- Please start taking fire prevention seriously, I lost my home last year in the fire!
- Proper fire protection including water supply infrastructure and equipment and staffing for chief positions.
- Fire safety
- I would like our community to have measured in place to support wildfire fighting efforts, especially considering last years catastrophic damage.
- Who is in charge of our local fire halls? There are no Fire Chiefs.
- Do we have a plan for water distribution to fight the fires?
- Last years attempts failed miserably due to no generators.
- Why wait so long to evacuate people when the air quality exceeded toxic levels? We all breathed that air in for weeks...I'm wondering which cancer I'll be so lucky to receive because of it.
- Paved Roads, Garbage Collection, Highway Maintenance on plowing snow and potholes, Rezoning for Commercial business
- Back up generator that is hooked up for the water system.
- Garbage and recycling pickup
- Properly run and staffed fire halls
- Properly maintained roads
- Child care services, schools in area, public transport
- Fire station staffing and support, we are in a fire zone now
- bus service

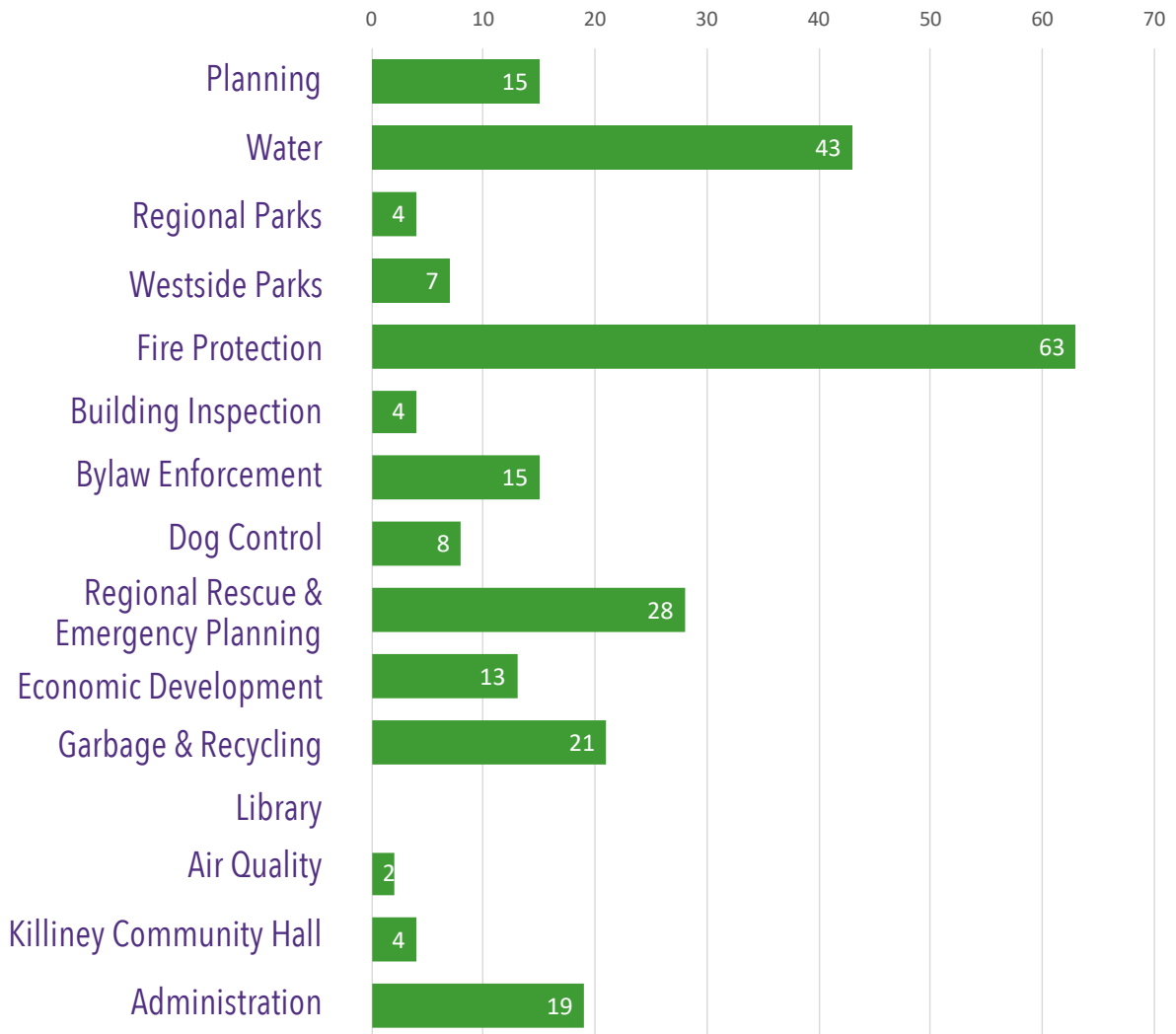
Open House Feedback Form Response Summary

- We need a plan for fire season. We need chiefs in our fire halls. We need more of a plan for the community when a disaster happens.
- Fire protection and services.
- The Killiney Beach Community Hall, Fire Dept. and Library are in a location that is not easily accessed and is quite hidden from the Fintry community at large. Community policing and/or ambulance service would be a welcome addition. There are many rumours and fear based chatter about the fact that the North Westside volunteer fire department is not adequate to handle structure fires or other emergency response. I would support paying more taxes for services like these and upgrades to systems and structures that provide safety for the community.
- extended days and hours of operation for the North Westside Rd Transfer Station (by Pin Cushion Mtn) Community composting bin or alternative option. Public Transportation
- Fire department that can actually be effective putting a fire out! Closest house to the fire boat didn't get a squirt!!!!
- Garage curb side pick up
- Daycare
- Schooling for local kids it's ridiculous to ship kids on buses all over the place.
- Inconsistent road maintenance and bylaw enforcement
- Dog control
- Snow removal
- Health care centre, but not a hospital
- Composting at the NW transfer station where composting material can be collected and compost soil can be purchased.
- I would like to ensure that our water and fire systems are supported and prioritized. Lack of a fire chief and unreasonable water levy fees are of concern.
- Although my daughter is all grown up and I do not have more children, I feel that it would be fair for families along the Westside to have schools for their children and a larger community building in a central location which would house a larger library, schools, police station, post office, community hall, etc. I would like to see a local police/safety team that is local and teaches people about safety. A bus, electric train, ferry or van system is needed, there is no public transit for myself or others that don't drive. Local recycling factory would be good, such as a plant to plastic chipping and melting, paper shredding, and processing other materials which could provide jobs to locals. Door to door collection is another service I would like. Also I would like to see all neighbors have electricity provided by our government and our government to put in the power poles, transformers and/or underground lines. Plus I want to see more work for flooding control and fire prevention.
- Garbage and recycling pick up. Permanent Power Backup for permanent water supply to homes and fire hydrants. Fire prevention sprinklers permanently installed to protect my home and property.
- Schools, public transportation to Vernon or Kelowna, Larger second community hall, medical clinic, police station, solar powered lights at the mailboxes, walking overpass at La Casa, daycare/preschool/afterschool kids programs, bear/cougar/animal safety classes, self defense/street smarts/safety/no hitchhiking classes, fire prevention/removal of dead fall/bigger safety fire barrier around all neighbourhoods/upgrading of fire hydrant pressure/better equipment for fire department, post office, strip mall or large community building around VOS or Estamont with health services/library/school, ways to lower taxes and community work bee group to help seniors/people with disabilities to keep properties looking good, local mental health clinic/workers in a local clinic , door to door recycling/garbage pick up , local recycling facility
- I would like the roads repaired and paved properly, I would like better garbage and recycling hours access or local pick up

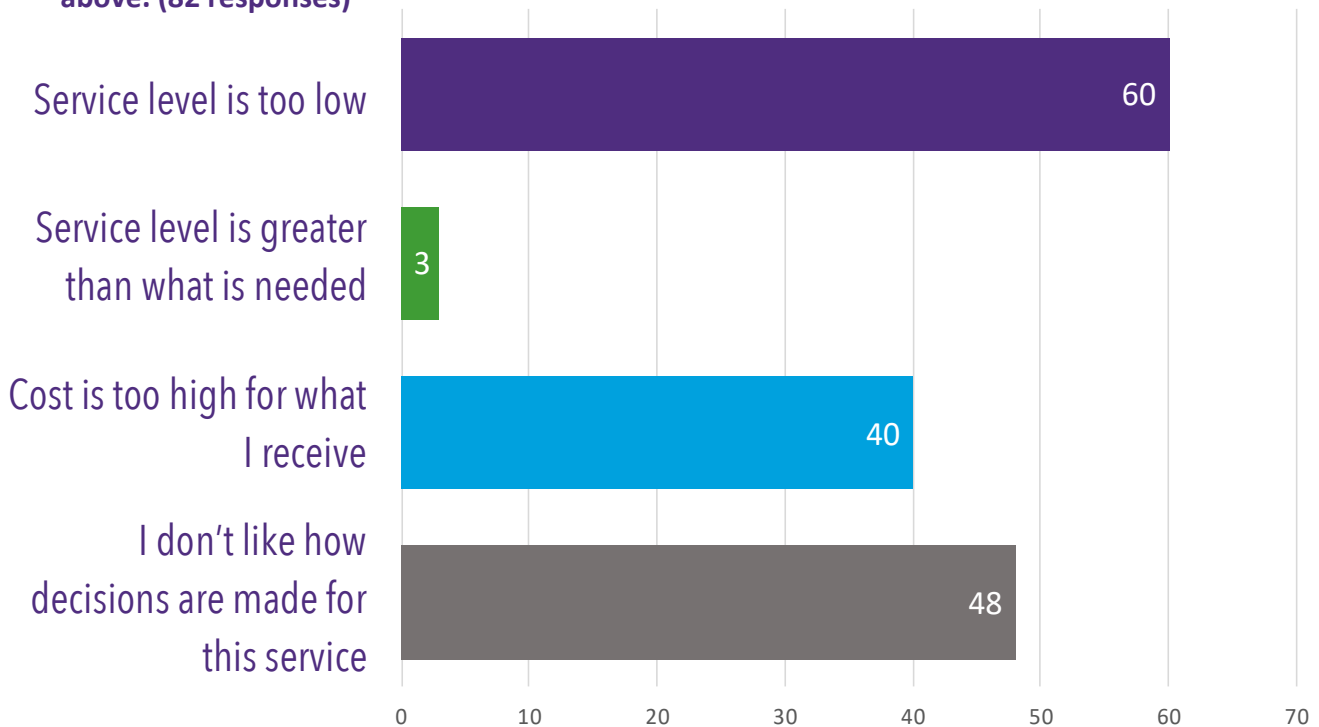
Open House Feedback Form Response Summary

- Fire services support- generators for water systems.
- Citizens bus service/local schools/local post office to Vernon (I realize these may not be RDCO services)
- Hospitals: Vernon jubilee.
- Ambulance services: quite a wait in an emergency.
- Could we have an ambulance bay locally to respond more efficiently in an emergency?

10. From the list of service categories below, please mark up to three (3) boxes representing the three services with which you have the greatest concerns. (89 responses)



11. Please share any additional detail on why you selected the services in the question above. (82 responses)



12. If you indicated "other" in the question above, or if the options in the question above do not adequately capture your concerns, please provide additional information regarding your concerns. (Note that personal information or references were removed from responses)

- We pay for structural protection and received NO protection at all during the Wildfires of 2021 (many ring doorbell videos can prove this). We have gone through numerous fire chiefs in the past few years that have had no experience/qualifications for that position.
- Requests for costs on community projects go ignored and then invoiced when we request through FOI.
- High administrative costs.
- Perhaps we should change the boundaries of RDCO so it just includes Westside (from Westshores to the Res at West Kelowna)
- There is no option for "other" in the question above.
- Why do we have RDCO controlling our fire rescue on the west side. They have failed miserably and keep hiring Vancouver retirees who have no knowledge of the area, where people start campfires, and no wildfire and backcountry experience. For water systems, we have union employees travelling 3 hours, 3 times a week from Peachland to maintain our water system when we should be using local contractors. Why did we not have power backup for our water system long before the fire last year....bad planning....no priority for the North Westside. Overhead costs are ridiculous for our small community and RDCO staff cannot and do not reasonably respond to our small community needs when their focus needs to be on the 98% of the RDCO population based in Kelowna, Lake Country and West Kelowna.
- all the westside parks are now way too crowded...fintry now truly is for non westside people with all the campsites...
- Believe it is time due to increased traffic on the Westside Road that there is highway improvement on the area between West Kelowna and La Casa. Too many near and actual

Open House Feedback Form Response Summary

accidents caused by an outdated and poorly designed road. How many people need to be involved in an accident or die before there is change?

- I see that there is little say in what we want as a community. Often our voices are not heard and not understood because the administrators and decision makers at the RDCO do not live in our area thus do not understand the high importance of our needs.
- Things such as keeping our taxes lower by hiring staff on Westside Road to check on the water quality, having individual masks for firefighters, and being pro-active about fire prevention.
- Fire prevention and safety (protection against windstorms, falling trees, heatwaves, etc) is priority and locals are willing to do the work to keep it as top priority and are not looking for it just to be hired out to someone else but often the RDCO or provincial government will say no and offer bureaucratic barriers. Seniors and locals that pick up dead fall are told there is a small number of permits issued to clear dead trees. Locals that will do the work to clear areas were told to stop and not issued permits after applying. Our government should be a system to support locals and listen to us. I like the elected system of the RDNO and how every 2500 residents can elect one representative.
- Another example of another need in our area is the high efficiency of a wood burning stove /furnace or a well insulated house is important thus the bylaws about smoke should not even be a focus.
- The people making the laws and enforcing the bylaws are so out of touch with this community because they don't live out here. If they understood how challenging it is to live with increasing taxes, battles against the weather, and how different it is to live out here, then their decisions/opinions would be very different.
- It concerns me that the administration takes such high pay. Their incomes make the RDCO so top heavy that there is less money for the actual services."
- Road maintenance
- RDCO would not come to a meeting of the property owners at Killiney Beach when asked. When the water meters were put in we were told we would only be billed for the amount of water we used. The volume one has to use is way too high before you get the lower rate. When the beach area was given to the Region all we gained was a portable bathroom and to the disgrace, public use. Parking has never been improved. The beach area has never been improved. As property owners we can't find a place to park at the beach because it is now a public park open to everyone. Boats and boat trailers are brought in as it is a free launch area to everyone but there is very little space for them thus causing parking problems. It is never policed.
- Extremely concerned about the lack of commitment to fire services in our community. After last summer's debacle it should be obvious that we need generators hooked up, a fire chief who is well trained in forest fire management, and the fire boat performing as it was designed to do.
- We need more action being taken for the community
- Q.10- All are of concern; All can be offered in a more practical and cost effective way;
- Killiney beach is losing parking and use area due to excessive sign posts, rock along ditch is dangerous for elderly to walk on when parking. no parking signs at end of turn around have made beach access less and less. It has worked for 30 yrs and now we are not allowed
- What upgrades are being planned for Westside Rd and when will they occur?
- Either need expanded hours at the North Westside Transfer station or expanded facility. Bins fill quickly (fast growing area) and is often so congested traffic can't move smoothly.
- It is becoming treacherous to launch your boat at Killiney Beach. Swimmers and sunbathers on the dock have little respect for how heavy boats are and how dangerous propellers are.
- barking and at large and no control whatsoever
- Maintain the roads better!

Open House Feedback Form Response Summary

- Concern with water - I am very happy with the water in Westshore, however the system in Killiney / Estamont has been awful since the fires. I am very concerned that we will be forced to pay a huge amount for future water/ filtration systems.
- We are paying taxes to RDCO but our actual services are being provided by communities outside the area where our taxes are being revived yet our water fees and fire protection fees have drastically increased.
- I am most concerned about fire protection. I am extremely concerned that there is still not back up generators for the water system relating to fire protection. Also very concerned there is still no leader for our fire department.
- When I explained my issues to the RDCO, the staff and administration do not understand because they do not have the same circumstances and perspective. They don't understand my challenges and give me solutions that don't work because they don't see the weather issues, the snow removal issues, transportation, wildlife & financial issues. They think that just making a bylaw and giving out a fine is going to solve the problems. When a bear rips through my house and makes a mess, it takes time to clean. Giving me a shiny pamphlet after evacuating me doesn't give me real help.
- There needs to be more building inspectors hired with the amount of new buildings. The workload is too much for the current inspector and it's not fair that he has so much work piled onto his plate. There isn't enough time for him to do a good quality inspection and it makes more sense to have a local office or a government office out here with the travel time and price of gas/vehicle maintenance. There's been way too many mistakes made by the building inspection department due to overload of work and with the fires/new builds, there should be more inspectors and a restructuring of the building process. Making the website more detailed and clear about the building process would make it easier too.
- I feel it's to start garbage removal and recycling door to door. Hire a few local guys, get a truck and cut the administration's wages.
- Cost of water levy- Water levy fees and supporting fire services.
- We need a fire chief badly. Please!
- RDCO does not seem to think the communities of the northwest side are important enough to allocate funds for our funds. Our areas are not maintained like others in the RDCO. I.e. roads, fire service.
- Other: local roads and road maintenance. Lack of summer repair and snow removal.
- Administration: In the early stages of the White Rock Lake Fire the communications by RDCO to residents were terrible. The OKIB communications on their website were up to date, informative and concise. As a result we had to rely on OKIB for information regarding fire status. (Please remember we were not even close to OKIB land yet they provided the best information.) While the RDCO did eventually establish a communication plan on their website it was too little too late.
- Communications by our District Representative during the WRLF were not available either.
- Overall communications by the RDCO and our District Representative were substandard.

13. Please share any ideas or suggestions you have regarding how your service or governance issues or concerns could be resolved. (Note that personal information or references were removed from responses)

- I believe our communities are more aligned with the electoral areas within the RDNO and we should investigate what that would look like.
- Let's get a Fire Chief for heaven's sake. The volunteer firefighters are demoralized by the lack of leadership.
- none at this time....
- As our population increases, perhaps we should have two Directors.

Open House Feedback Form Response Summary

- we need an electoral governance committee to represent North Westside 2) we need to be aligned with the communities we do business with, attend hospitals at, participate in recreation and community....that being Vernon and Armstrong 3) we need to move our boundary to have the North Westside merged with NORD to participate with other small agricultural communities with similar interests and needs. Also, within NORD, the representation and votes are widely disbursed with Vernon being the largest area having only 4 representatives at the table. We cannot blend the current cultural differences that exist between a small rural community and growing metropolitan area like Kelowna that has its own set of needs and interests.
- Highway improvement and greater law enforcement on Westside Road.
- I would prefer to see 3 huge changes to resolve issues:
 - a new unincorporated community started in the Fintry area which would include Nahun, La Casa, Valley of the Sun and up to North Fintry.
 - a new incorporated area started in Killiney/Westshore Estates or for that area to join the RDNO.
 - and a move of the RDCO boundary to south of Nahun.
- I believe this to be a multifaceted approach which would give smaller communities more voice and power. The current system with the RDCO feels like there is no accountability and very little collaboration with our current director.
- If each area had at least 16 leaders/staff/directors and each of a different personality (Myers Briggs) type then our leadership would see many different perspectives on issues and find many solutions.
- For services such as a large community building for a school and multiple uses in Fintry, Upper Fintry, North Fintry or Valley of the Sun, I suggest to implement large grants or set up municipal bonds after Fintry is their own unincorporated area. As most businesses can not afford to build a large building, it would be good for there to be grants or funding for a self-sustaining building such as ones around the world designed by Harold Haynes or Michael Reynolds which would have compostable toilet systems, grey water collection, walls of rammed earth, solar heat collection systems and lower cost maintenance.
- I like how the RDNO structures their services so that communities can vote on a service or not and opt out of paying for services that they don't want or need. I don't see us needing a large theatre such as the one in Vernon so it's great that we could opt out of paying for it on our taxes.
- Accountability for the lack of fire protection provided to Estamont during last years fire.
- We can't get our voices heard as part of RDCO which is entirely dominated by Kelowna.
- Involve the residents by receiving their feedback. You asked above if I'd attended any of the meetings, yet I had no idea meetings were being held.
- Improve your communication to residents. We deserve better.
- Especially with a 48% assessment increase this year...ludicrous!!
- We don't need a gazillion more services that will break our banks, we need effective and value added services that we have in place today to work as designed and expected.
- I know it's hard to please everyone, and there are competing priorities, but I'm really certain that fire fighting this season is top of kind for everyone.
- Still waiting for the mental health support from going through those experiences last year...it was beyond traumatic.
- Public consultation
- RDCO should listen to our representatives, who are speaking on our behalf. More surveys should be taken from the ratepayers before decisions are made. The rural area will never get their way because of the number of votes in the urban area. We need a much bigger waste disposal area as Westside is growing larger every year. We often get told to we are

Open House Feedback Form Response Summary

limited as to what we can bring to the transfer station as the dumpsters don't get emptied frequently. Accurate information is very seldom communicated to us.

- Be prepared for fire season - staff
- Please note above regarding fire services.
- Complaints regarding foreshore intrusion should be followed up
- Properties obstructing beach access should be fined and have obstruction removed
- RDCO has not provided enough post fire information regarding dangers of ash contamination and burnt tree removal
- We need our own govern.
- If we could actually have fire chiefs for our area
- Our roads are full of potholes and we have no Fire Chiefs or protection when the power goes out.
- Prioritizing resident safety and allocating funds to acquire the necessary support for services.
- A change to a different regional district that better understands our community and needs.
- Move from RDCO to NORD
- A local person should be cleaning playground washrooms instead of driving out from Kelowna.
- The provincial government needs to be aware and recognise the diminishing condition of Westside Rd due to the increase of vehicles including large heavy transport and logging trucks. A petition should be implemented requesting for financial funding to update Westside Rd.
- water services are run like a small fiefdom - seemingly serving the highly paid office staff more than end users. For example, when I complained about being charged double and triple the standard water rate I was ignored for months despite follow ups then after a few years of follow ups was told it would be presented to the board. After over two years I was told I would have to continue paying as much as 4 times the regular water rates to water a garden and orchard. My property is zoned RU4 and allows for animals and crops but there are zero allowances for any water use. When I started the venture there was no fee for water use - in past years my water bill has been over \$5000. I can't continue and will move to somewhere that encourages rather than kills small, local food production. I feel ripped off and taken advantage of
- Do not raise water rates and put in a water plant that costs money for no reason
- Make up your mind, we pay taxes to Kelowna but majority of people that live on Westside use and go to Vernon. Taxes should be Vernon not Kelowna
- We should get away from Kelowna and West Kelowna, their community visions are not aligned with ours. I believe being part of RDNO would be better for our North Westside communities.
- Elaborate on bylaws related to property use, noise, etc.
- Let the Director for the area help make decisions
- There needs to be more proactive actions towards fire protection and road safety.
- More local input and decision making!
- I do not believe the North Westside is considered enough when making decisions. Our needs are significantly different from those of Kelowna and the NWS should be better represented. Kelowna has too much voting power. However, I do not think the NWS should be independent with its own governing body.
- Move our district and taxes to the area that is providing our services. Roads, hospital, ambulance and policing are being provided from the north but the south is collecting our tax money and can not even provide us with a fire chief or maintain our roads. I do appreciate the waste transfer station but other services are questionable.
- I want to see a government that is there just for safety. Things like fire protection, education, clean water, good roads that are cleared and paved all lead back to safety as the

Open House Feedback Form Response Summary

goal. I don't need their slow procedures of emailing this person and that person when the water line was frozen to my house. I needed the government staff to be able to book their staff to come out and look at it or fix it. Instead so much time was wasted with finding the right department and emails back and forth too many times. I want to see repair people or government staff be in our neighborhood and not have some person sent from town. What a waste of gas and resources. The RDCO has gotten too top heavy and take too much money for administration who are not doing much for me anyways. I want to see a more effective way in dealing with people with mental health issues. Why have a system that is punitive? Being proactive is more effective than sending out fines and reacting to the complainers. If someone would of had developed door to door garbage removal system then my garbage wouldn't of accumulated. Most of the bylaws don't work.

- How about RDCO directors educate themselves on the needs of our rural communities before making decisions that affect us negatively. Would these directors make the same decisions if they all lived here?
- The air quality program is a joke. To send me and neighbours a water moisture meter with batteries that was probably over \$60 is a ridiculous waste of money. If they really want to improve air quality, then give a free no interest loan for people to get heat pump/air conditioning units, power poles, geothermal heat, solar panels and wind generators. Many people can't afford to heat their homes with electricity or propane which would be over \$2000 a year for an average sized home. We have area that don't even have power since the cost of hook-up is too high and BC Hydro wants cash up front.
- And it's outrageous the increasing crime, increase of littering/garbage dumped in the bush and battles over easements. Houses/mailboxes/cars/properties are broken into, cars/trucks/quads being stolen, murders/missing women, easements blocked, barb wires and hidden wires put across the back trails, bag of garbage/tires/crap dumped all over. More jobs and work is needed, especially for the youth
- Easements are needed for the fire department and ambulances so seeing people putting blockades up is crazy. Which brings up how there needs to be a different plan for people with mental health issues. There's too many loopholes and excuses from RCMP, Interior Health, RDCO who keep sending the responsibility/issue to another department.
- And somethings do not work. The RDCO's system is not working: like with sending bylaw out and fining people with the unsightly premises tickets. They should find out what's happening and why. Seniors and people who are sick in the hospital can't get to cleaning their yard and can't mow their lawns are getting fines. well instead of only responding to complaints, it makes more sense to stop accepting complaints and be proactive. A local person to check in on people and talk to them to see what's happening will fix the problem before it starts. Seniors struggling to walk after illnesses and with old age are not going to get their yard looking better with more letters and fines. One lady paid 3 fines and still couldn't get her yard mowed. The punishment system isn't effective. Her yard was finally weed wacked after a couple neighbours volunteered to help her. The 7 months of complaints and fines just made it worse.
- Maybe it's time to have security cameras at the entrance of our neighbourhoods and have them become gated communities? Not sure how to fix all of these problems but maybe brainstorming with neighbours we will find new solutions.
- The RDCO admin/decision makers are too far away to understand our needs. We need our road by La Casa improved. We need more pullouts at the side of the road. We need high fences and animal overpasses to keep the wildlife safe. We need more grassroots programs and less money taken up by administration. They are out of touch because they don't understand the needs of our community. We don't need them to give themselves a raise. We don't need more bylaws and rules. We need people working in the area to talk to each other and work together with each other. We need them to balance budgets, lower the cost

Open House Feedback Form Response Summary

of taxes and make things more efficient to cost less. We need a local government and local services out here. Not just one director, we need a team of 12 to 17 staff . Teams of 2 people per department. 6 to 7 departments (education, roads/transport, fire/safety, policing, etc) and a few people to be trained in every department so that if anyone gets sick, there can be substitute staff.

- let's try being unincorporated or joining the RDNO.
- I believe we would be better served from the N.O.R.D.
- most of or provincial service already come from the north so it would make sense to have NORD look after the others. We would see more connection and involvement from the north
- I feel if we joined NORD we would be in line with the concerns of the smaller communications and possibly have a voice.
- I would like to know that our local representative has some authority over how our tax dollars are being spent.
- Involve the citizens with a fire chief selection.
- Allowing more input from the northwest side area. Most suggestions are not allowed to go forward. They are voted down without letting our representation fight for our needs.
- We need to have evacuation guidelines in place before emergencies occur. It was too haphazard this last time with power outage and neighbours trying to alert neighbours.
- Emergency and education catchments are too far away. Fire protection decisions should be made by local officials or people in similar environmental situations. Water costs are way out of reach.
- It seems that a lot of people are getting paid to talk around things and not take the bull by the horns and get action happening RE: roads!!!
- We attended the July Open House (which isn't listed above) and in our view our District Representative seems more focused on the past in terms of providing history on various matters as opposed to proactively and collaboratively dealing with current issues. It appears as if interactions between our District Representative and RDCO are at an impasse. It seems as if the development of a non-adversarial and collaborative approach by our District Representative would go a long way to address issues as they arise.
- While the mention of establishing a local committee was made at the Open House, we are concerned that a local fiefdom will arise representing the interests of a few over the majority of the residents.
- We are generally happy with the services provided by the RDCO, however, if we were to have an issue we would go directly to the RDCO and assist to work out a solution.
- While Westside Road is a provincial responsibility, the RDCO and our District Representative need to do a much better job of lobbying and working with the Provincial Government and our local MLA to increase the level of current road maintenance and secure long term road improvements.

14. Please add any other comments you have regarding the study. (Note that personal information or references were removed from responses)

- I have been an active resident for 25 years and believe our director spends way too much money and alienates any one who has a contrary opinion
- Policing of bylaw enforcement can definitely benefit our area. EG. if I drive on the asphalt road I should not be scratching my truck from over grown trees. There is a large willow on Killarney Way and there is a whole property on Killarney Place/Killarney Way that has over grown trees the whole length of their property. This also hinders the snow plow when we do get them as they do not even go to the edge of the road.

Open House Feedback Form Response Summary

- keep us better informed...self governance was supposed to be the directive and now not without any word the director or the committee
- Thank you for giving us the opportunity to provide input. Hoping that all is considered and accumulative feedback is shared back and action taken.
- I'm very thankful for the opportunity to speak up. I have talked to a number of neighbours and a few wise individuals have stated: There needs to be a clear understanding of our options. Currently, many people are not getting their needs met or heard. We can open our minds to move towards a better future when our eyes are also open to seeing what we can do. 6 options that my neighbours presented were:
 - to be a new, separate incorporated area (i.e. if we started a township of Fintry)
 - to be a new, separate unincorporated area (i.e. such as the settlement of Falkland)
 - to join the RDNO
 - to join with one of the Native Reserves
 - to join West Kelowna
 - to stay with the RDCO but to get a change in the number of elected directors we get and to have a change in their system.
- I do not know the pros and cons of each choice but I do see that my neighbours and I are not getting the services and things that we need with the current system at the RDCO.
- For example, an elderly lady who fell ill and in the hospital so she could not mow her lawn or trim her weeds, instead of having the government/RDCO ask her how they could help her, they just gave her 2 fines for having an unsightly yard. This has happened to 2 other people in the area and the fines have not helped the situation. When someone is in the hospital and not even able to get out then no amount of fines is going to change the length of the grass & weeds. She needed help with her yardwork and needed help/support from the community not fines while she was in the hospital. So if there were locals governing, there would be more understanding of people's individual situations.
- We need a smaller local government where locals make the decisions.
- If our directors and all of our staff lived in Westside Road, wages could be lowered, more of the budget could go back into our communities, bylaws would be more relevant, and more locals would get their needs met. Carbon footprints would actually be lower since RDCO trucks wouldn't need to come from Kelowna out here. Instead of just saying that we'd be making a positive impact in the environment, we actually could do it.
- I would like to hear more neighbours to speak out on the pros and cons of each direction that we could take as a community then see a website on it so that we can do a vote on which direction to take.
- I believe the number of houses lost last year in the fire could have been reduced by proper planning and fire suppression efforts in the community
- Maybe a once a month feedback form rather than only when it's deemed absolutely necessary.
- More hot air and lip service it seems and not enough real action
- Is there any chance for us to see the compiled results of this survey in a summarized form? What good will filling out this survey do if very little action is taken on our suggestions?
- Take the community's input and actually take action.
- Good to see this happen
- This questionnaire is far from adequate in researching the needs and responses of the communities it is purporting to analyze.
- Well organized
- Another option is to extend public transportation to these areas.
- That Kelowna can veto with their 7 votes on the board is like being bullied by your abuser!
- Raise the speed limit from highway 97 to killnary beach to 80 km/h and hour

Open House Feedback Form Response Summary

- The roads are always in horrible condition. From potholes to not clearing snow until after 10 am. Roads should be cleared of snow before school buses come thru. That's how they use to be taken care of when the Watsons did snow removal.
- it was nice to have the option of watching the open houses on video.
- I only heard about this through a Facebook group, and have now registered with the RDCO website. I am not yet familiar with most of the processes and services, but intend to get more involved. My current primary concerns include fire prevention, road maintenance, noise, and property use... particularly unsightly garbage storage/dumping, multi-year home building projects, and short term rental impact.
- How many more years does this process take ... my god!!!!
- Rdco has ignored north Westside and prioritized Kelowna areas with little regard for fire services etc. Terrible mgmt during fires, little communication. Generator for our water system?!?
- Residents must be given a clear cost analysis and understanding of the ramifications of any proposed changes to the NWS governance and services before voting on such proposals.
- I thank our local committee members for their help with this matter
- This is a very good start and more of these would be helpful because we can combine wisdom and knowledge to make things better.
- Involvement of other RDCO jurisdictions in North Westside service decisions is definitely a concern, especially when it comes to lack of concern for the safety of my livelihood and property. Money should come before safety (eg blocking the Hooking up permanent generators at Killiney for permanent access to water)
- Appreciate this study and the opportunity to speak up
- Our elected representative is doing his best for the concerns of the community but unfortunately the concerns of RDCO are most concerned about Kelowna. We are on the back burner.
- There are large areas of burnt trees near power lines that need to be removed before they fall on to the lines. Also fuel removal prior to next fire season. ASAP!!!
- Would like to see our community better served and financed to suit local needs, but without losing quaint, close knit feeling.
- This study has clearly shown that the establishment of a self-governing Westside Road District faces a number of provincially legislated obstacles. In addition, discussion around joining the RDNO still leaves the same legislated framework in place. Regardless of which Regional District we belong to a key element remains the development of a good working relationship among all parties and a collaborative approach.
- The study itself seemed thorough, however, if a further study is deemed necessary the cost modelling in the 2nd study needs to ensure that realistic costing is utilized. The financials used in the 2nd study must be based on empirical data not wishful thinking.



APPENDIX VIII

SUMMARY OF OPTIONS

DRAFT

NORTH WESTSIDE
SERVICES &
GOVERNANCE STUDY

COMMITTEE
REPORT

NEILSON
STRATEGIES

left.side partners inc.

SEPTEMBER 2022
APPENDIX VIII

APPENDIX VII
North Westside Services & Governance Study
Summary of Options

OPTION	DESCRIPTION	SERVICE IMPACTS	GOVERNANCE IMPACTS	PROS/CONS
Changes WITHIN the Existing Framework				
Citizen Advisory Body	<ul style="list-style-type: none"> – advisory bodies (commissions, committees) may be created by the RDCO Board to provide input on a specific service or group of services – could provide advice to the Electoral Area Director, and through the Director to the Board – would be advisory only; it would have no delegated decision-making authority 	<ul style="list-style-type: none"> – allow for an enhanced level of community input and advice to inform decisions on a service or group of services 	<ul style="list-style-type: none"> – input is provided to the Electoral Area Director; staff and the Director can communicate the advice and recommendations to the Board – advisory body recommendations often carry more weight at Board table than input of single director 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – mechanism to involve more residents in service discussions – opportunity to communicate the North Westside community perspective to staff, the Director and ultimately the Board on a defined range of services <p><u>Cons</u></p> <ul style="list-style-type: none"> – does not translate into local control over decision-making; body is advisory only
Electoral Area Services Committee	<ul style="list-style-type: none"> – standing committee established by Board Chair to study electoral area services and issues, and to make recommendations to the Board – advisory only; no delegated decision-making power – would likely include electoral area directors and municipal directors 	<ul style="list-style-type: none"> – local service issues reviewed by EASC with recommendations going to Board – would need special provisions for addressing Electoral Area Planning matters, given presence of fringe area planning 	<ul style="list-style-type: none"> – local issues considered by subset of Board in separate, dedicated forum – RDCO Electoral Area Directors (East and West) would have greater say in local services, and in shaping recommendations to the Board 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – primary body responsible for hearing and making recommendations on electoral area issues – would eliminate the need for the full Board to spend time on the details of local service issues and applications from the electoral areas – based on experiences elsewhere, EASC recommendations typically carry considerable weight at board tables <p><u>Cons</u></p> <ul style="list-style-type: none"> – does not have decision-making authority

OPTION	DESCRIPTION	SERVICE IMPACTS	GOVERNANCE IMPACTS	PROS/CONS
Communication & Advocacy	<ul style="list-style-type: none"> – regular meetings between RDCO and MOTI (and contractor) to discuss priorities, upcoming projects, issues and concerns – could hold separate meetings with RCMP 	<ul style="list-style-type: none"> – MOTI would remain responsible for local roads; however, the meetings would provide RDCO with opportunity to voice concerns raised by electoral areas, and identify priority projects for MOTI consideration – would provide MOTI and contractor an opportunity to clarify issues, provide information and respond to concerns 	<ul style="list-style-type: none"> – no significant change to decision-making or authority; but meetings would enhance communication on important local services 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – opportunity for the RDCO to advocate for the North Westside, and communicate other electoral area priorities and concerns <p><u>Cons</u></p> <ul style="list-style-type: none"> – no real disadvantage to meetings, provided it is understood that while RDCO can communicate priorities and concerns, MOTI remains responsible for decision-making, setting of standards and funding local road maintenance – persistent perceived shortcomings should not be considered a reflection of advocacy efforts once meetings in place
Service Adjustments to Increase Stakeholder Votes	<ul style="list-style-type: none"> – restructure services to reduce need for full Board votes on operational and administrative decisions (stakeholder matters) 	<ul style="list-style-type: none"> – would not necessarily impact the delivery of services or budgeting (focus on decision-making) 	<ul style="list-style-type: none"> – could impact decision-making by limiting the number of directors and jurisdictions voting in stakeholder votes on administrative and operational issues for electoral area services 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – stakeholder votes remove the need for involvement of the entire board in electoral area service decisions <p><u>Cons</u></p> <ul style="list-style-type: none"> – requires cooperation with other electoral area(s) to establish common services (e.g., common community parks service, electoral area water service)
Statutory Service Reviews	<ul style="list-style-type: none"> – mechanism to address and resolve service concerns raised by participating jurisdiction(s) – undertaken when there is a lack of agreement with one or more component of the service, or when the 	<ul style="list-style-type: none"> – allow for the unpacking of services that are of primary concern, and the development of options for moving forward – can address questions raised by residents on the efficiencies of 	<ul style="list-style-type: none"> – may involve discussions of different decision-making models, including the creation of advisory bodies or delegation of decisions 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – provide opportunities to air issues and concerns, and can result in more responsive services that provide better value (perceived or actual), communication and transparency

OPTION	DESCRIPTION	SERVICE IMPACTS	GOVERNANCE IMPACTS	PROS/CONS
	<ul style="list-style-type: none"> – vision, scope, or underlying conditions for the service have changed – can focus on the element that is the source of the concern, such as the service level and scope, cost allocation or governance 	<ul style="list-style-type: none"> – contracting options, alternative service delivery models, increases in service levels or expanded scope and cost implications – unpackaging of service may assist in providing additional information to residents about the services, increasing transparency, and inspiring confidence in the new approach 		<ul style="list-style-type: none"> – could address issues identified by North Westside with respect to service levels <p><u>Cons</u></p> <ul style="list-style-type: none"> – no guarantee that review would result in new approaches or outcomes that resolve concerns identified by North Westside residents – statutory reviews can create tension among jurisdictions and directors – not an option for provincial services such as roads
Service Establishment	<ul style="list-style-type: none"> – establish new services to meet needs and interests raised in the study – could include new community hall, public transit and others – cannot establish services in provincial areas of jurisdiction, such as local roads 	<ul style="list-style-type: none"> – RDCO has broad authorities to provide services; new services would depend on interests of local community 	<ul style="list-style-type: none"> – service decision-making for any new service would depend on number of participating jurisdictions – a service provided to only the North Westside would be voted on by the entire Board, but could be structured to have a local committee that provided local input to the service 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – services can be established to address a broad range of local community needs and interests <p><u>Cons</u></p> <ul style="list-style-type: none"> – local services do not resolve issues with provincial services (schools, policing, roads) – if North Westside were the only participant in a new service, service decisions would be made by the entire regional board
Local Community Commission	<ul style="list-style-type: none"> – a type of regional district commission with delegated authority for administrative and operational decisions (spending within a budget limit) over local services provided within a defined community – comprised of four or six locally-elected commissioners plus the electoral area director 	<ul style="list-style-type: none"> – services themselves would not change, but depending on what services are included, the LCC could have authority to make operational and administrative decisions, including decisions on contracts, service fees, and other matters – mechanism to address local service concerns 	<ul style="list-style-type: none"> – local oversight and decision-making for specified local services could increase sense of transparency 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – with locally decision-making authority and control over the management of some local services, LCC could provide a greater voice for local residents, enhanced community involvement, and greater attention to local concerns <p><u>Cons</u></p>

OPTION	DESCRIPTION	SERVICE IMPACTS	GOVERNANCE IMPACTS	PROS/CONS
				<ul style="list-style-type: none"> – to date in BC, LCCs have been used only in very small communities (< 500 population) to address a limited number of services; however, the current effort on Salt Spring Island shows that the model can apply to larger communities as well – local control and input is only as good as the efforts of the community — an LCC requires active and engaged residents to serve on the Commission and provide input
Changes TO the Existing Framework				
Regional District Boundary Change	<ul style="list-style-type: none"> – request for a new regional district boundary change study to examine potential of moving North Westside from RDCO to RDNO – study would investigate the service, governance and financial implications for North Westside, the existing Central Okanagan West and the RDNO – RDCO, RDNO and the province would need to agree to the study and any recommended boundary change 	<ul style="list-style-type: none"> – RDNO would offer different menu of local and regional services, some of which could be new to North Westside – local services provided just to North Westside would remain in place – removal of North Westside from RDCO would impact services in the remaining area of Central Okanagan West 	<ul style="list-style-type: none"> – study would examine implications for governance, including governance of individual services as well as overall board composition and voting strength – impacts would be considered for the North Westside, Central Okanagan West and RDNO 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – study would clarify for residents the potential to change, and the implications of changing, regional districts <p><u>Cons</u></p> <ul style="list-style-type: none"> – while moving regional districts may not resolve all of the North Westside residents’ concerns, there are no significant drawbacks to examining the option
Electoral Area Boundary Change	<ul style="list-style-type: none"> – request reconfiguration of the RDCO electoral areas to create an additional electoral area for North Westside – would result in two electoral areas on the westside – study would be needed to examine and provide information on option to residents 	<ul style="list-style-type: none"> – creation of new electoral area would not necessarily impact services — the new area would continue to receive the services in place today – some services currently provided only to Central Okanagan West would be provided to two electoral areas 	<ul style="list-style-type: none"> – some services previously provided to Central Okanagan West would be provided to two electoral areas; thus, some decisions could be made by stakeholder vote rather than the full Board – North Westside would be able to elect its own director to the Board 	<p><u>Pros</u></p> <ul style="list-style-type: none"> – North Westside would elect its own electoral area director to represent the community – more decisions could be made by electoral area directors through stakeholder votes

OPTION	DESCRIPTION	SERVICE IMPACTS	GOVERNANCE IMPACTS	PROS/CONS
		<ul style="list-style-type: none"> - the cost of some services may change slightly 	<ul style="list-style-type: none"> - addition of an electoral area director would change the voting dynamic of the RDCO Board 	<ul style="list-style-type: none"> - change in dynamic at RDCO Board may be helpful to limit potential dominance of largest jurisdiction <p><u>Cons</u></p> <ul style="list-style-type: none"> - North Westside electoral area would have only one weighted vote instead of three (population living on Westbank First Nation lands would no longer included in calculating the North Westside voting strength)