Regional District of Central Okanagan

NORTH WESTSIDE SERVICES & GOVERNANCE STUDY

DRAFT INTERIM REPORT

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Regional District of Central Okanagan

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Regional District of Central Okanagan

INTRODUCTION

The *North Westside Services & Governance Study* is being 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 *Interim Report* focuses on the current state of governance and service delivery. The 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. A sample 2022 North Westside tax notice, developed based on the information in the report, is included as *Appendix I*.

The information in the report will form the basis of the community engagement materials that, once created, will be used by the Study Committee to identify and understand the community's interests and concerns related to North Westside's current governance and service frameworks.

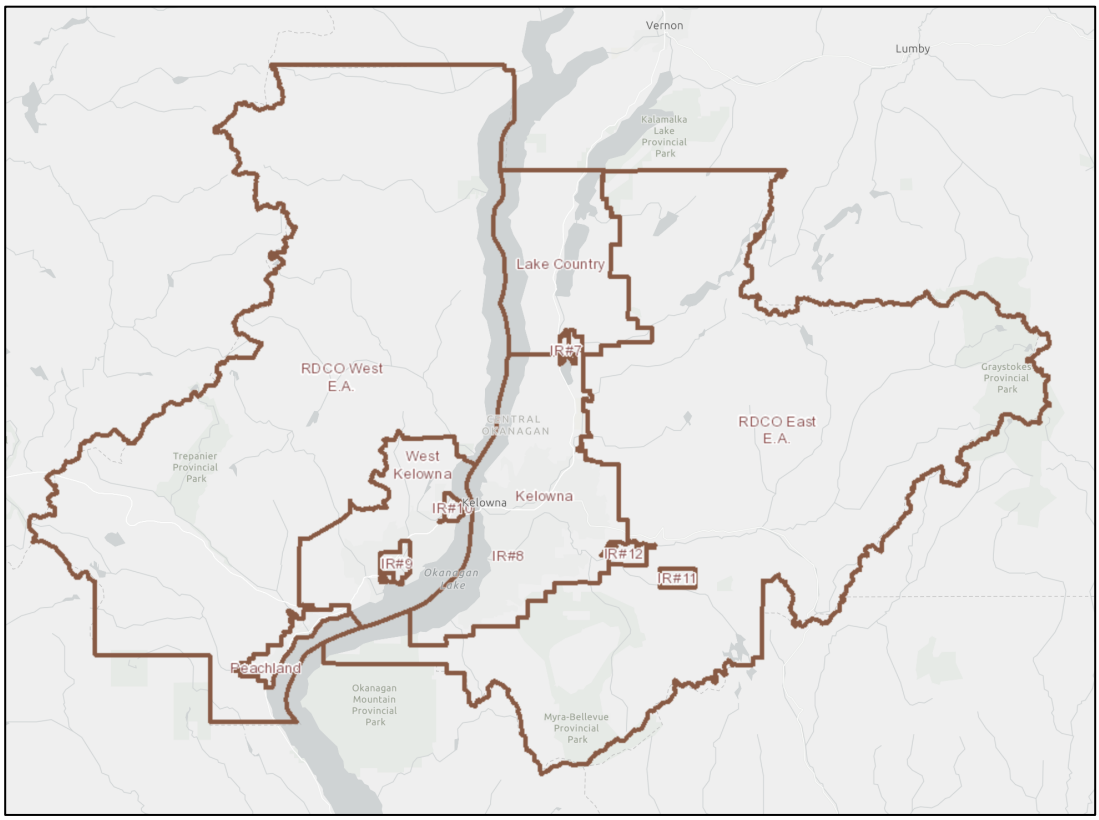
Regional District of Central Okanagan

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 distircts.

With the exception of the most northern parts of the province, British Columbia is divided into 27 regional distircts, 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 km^2, 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. In the RDCO, the chair has established one such committee: the Governance and Services Committee.

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.

[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.

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.[4] With the updated 2021 Census populations, the City of Kelowna's representation on the Board will increase to eight directors unless the Regional District requests — and the province approves — a higher voting unit. Figure 1.2 presents the RDCO Board of Directors for 2022, with a eight representatives from Kelowna, and a total of 15 directors.

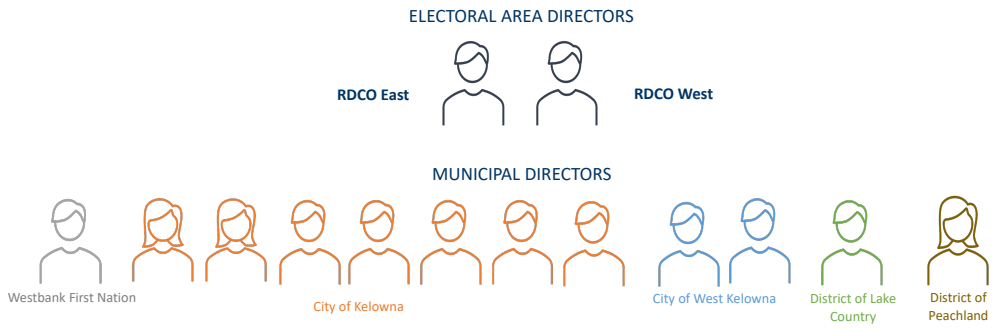
Voting Rules

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

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

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

Figure 1.2
2022 RDCO Board of Directors
(voting unit of 4,000)



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

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Decisions in which only a portion of the board participates are made using *stakeholder votes*. Stakeholder votes are used to make, change or repeal bylaws that govern the administration or operation of a service. Directors from jurisdictions that participate in the services are entitled to vote; other directors are not. All stakeholder votes are weighted, with directors receiving different numbers of votes based on their jurisdictions' populations and the regional district's voting unit. If there is only one participating area in the subject service, the entire board of directors votes.

Figure 1.3 shows the voting strength for each of the 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, Central Okanagan West's Electoral Area Director will have four votes in these decisions.

Given that Central Okanagan West participates in close to 40 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. Almost one-third of the services in which Central Okanagan West participates, however, are provided only to Central Okanagan West. 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

Figure 1.3
Voting Strength for RDCO Jurisdictions

Jurisdiction	2016 Census			2021 Census		
	Pop	Directors	Strength	Pop	Directors	Strength
Central OK West	11,009	1	3	13,797	1	4
Central OK East	3,824	1	1	4,258	1	2
City of Kelowna	129,044	7	33	144,576	8	37
City of West Kelowna	32,655	2	9	36,078	2	10
District of Lake Country	12,922	1	4	15,817	1	4
District of Peachland	5,428	1	2	5,789	1	2
Total	194,882	13	52	220,315	14	59

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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 1.4. The figure shows the number of local government services provided by RDCO to Central Okanagan West Electoral Area, 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 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.

Figure 1.4
Stakeholder Votes for RDCO Services

Type of RDCO Service	Number	Who Votes in Stakeholder Votes *(administration & operation)*
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.

[5] Details on the services are presented in Chapter 3.

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 determine 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

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

of Taxes that itemizes the regional district services provided, the tax rate or parcel tax for each service, and the =amount of taxes owning for each service In municipalities, property taxes bills identify a general municipal rate and amount owning to pay for the collection of municipal services provided. Regional district services in which the municipality participates are set out separately on municipal property tax bills, based on service requisitions issued to the municipalities by their regional districts. The tax revenues collected by each municipality for its regional services are remitted to the regional district by August 1 of each year.

Other Revenues

In addition to property taxes, regional districts generate revenues from user fees and charges, such as dog licenses, 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 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.

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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)

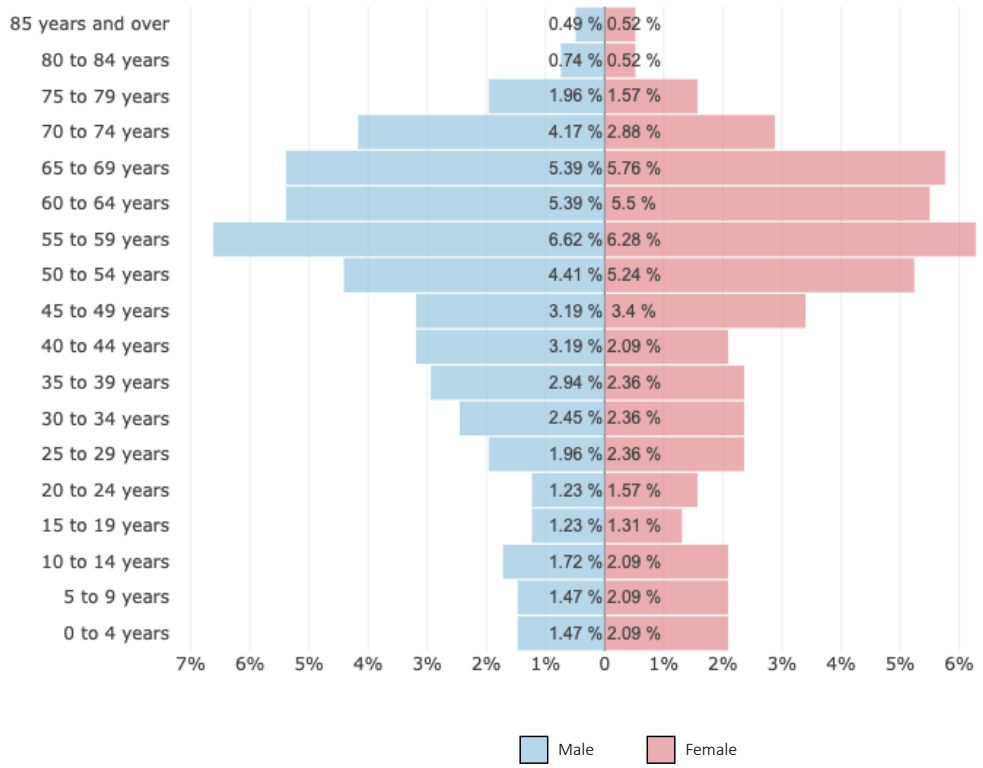


Figure 2.2 shows the 2021 Census population for each of the RDCO jurisdictions. Excluding the 10,900 residents on Westbank First Nation IR #9 and IR #10 — who are counted solely for the purpose of determining voting strength — Central Okanagan West Electoral Area is the smallest jurisdiction in the region.

LAND AREA

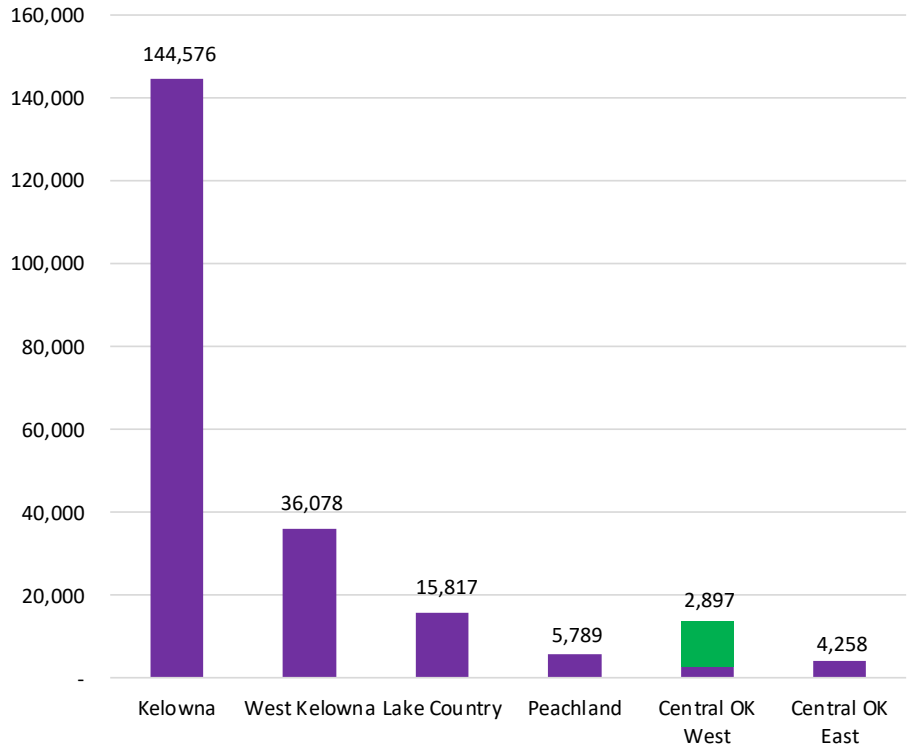
The Central Okanagan West electoral area has a total land area of 1,173.0 km^2. The North Westside area is estimated at approximately 19.46 km^2 (1,946 ha).

HOUSING

The 2021 Census reported 1,852 private dwellings in Central Okanagan West, including 1,290 of which are occupied permanently. The RDCO does not have an estimate of the number of dwellings in the North Westside through the Census, but BC Assessment information indicates a total of 1,379 single-family dwellings. 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).

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

Figure 2.2
2021 Census Population — RDCO Jurisdictions*



* The bar shaded green represents an additional 10,900 residents on Westbank First Nation land.

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.

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 the single-family dwellings in the North Westside in 2022 is $635,053.

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

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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.

Figure 2.4
2022 Central Okanagan West Property Assessment

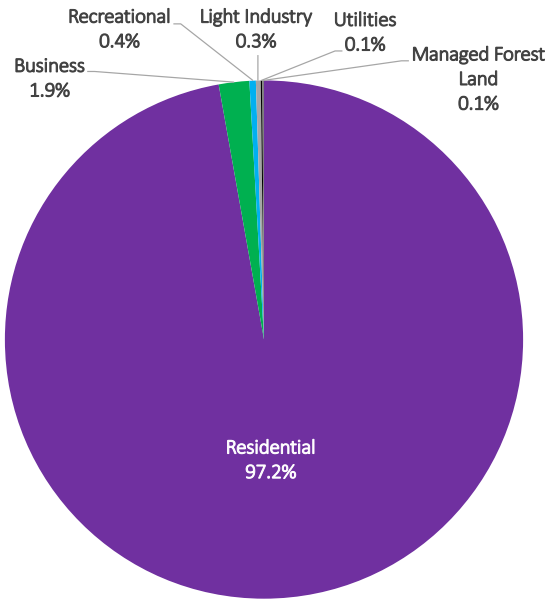
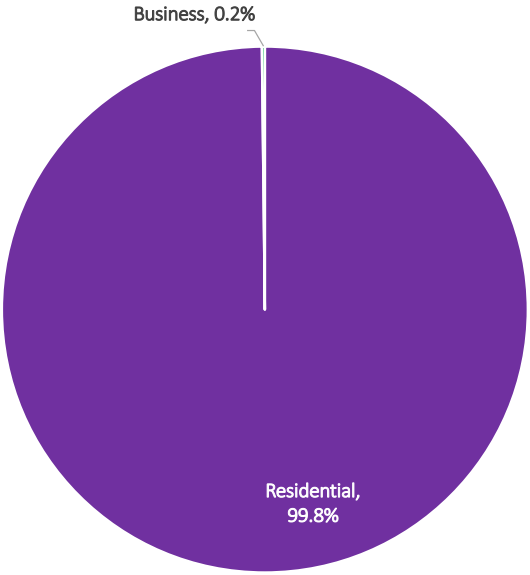


Figure 2.5
2022 North Westside Property Assessment



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.

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*. Reserve amounts shown are from the end of 2021 unless otherwise stated.

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 Fire Hall (debt servicing)
- Victim Services
- 911 Emergency Number
- Regional Rescue Service
- Crime Stoppers
- Alarm Control
- Crime Prevention

➤ **Fire Protection**

Fire protection service is provided to the North Westside through the North

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

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.

The other 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 Fire Hall

Related to fire protection services, the RDCO has a service set up to pay for the long term debt associated with the construction costs of the North Westside Fire Department's Ridgeview Fire Hall. The cost of that service is approximately

$11,000 each year, raised through parcel taxes in the North Westside area. 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. 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.

- **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 works closely with the RCMP in each of the jurisdictions to promote community safety and to provide crime prevention advice and leadership. The coordinator 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 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 sub-title "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 licenses, 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.

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 Fire Hall

This service was established to collect revenues to pay the long term debt associated with the construction of the Ridgeview Fire Hall. The cost of the service — approximately $11,000 each year — is raised primarily through parcel taxes in the North Westside 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.

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

[3] Regional District of North Okanagan, Regional District of Okanagan Similkameen, Columbia Shuswap Regional District, Regional District of Central Kootenay, Regional District of East Kootenay, Regional District of Kootenay Boundary, Thompson Nicola Regional District and Squamish Lillooet Regional District

[10] Westbank First Nation also contributes to the service.

Regional District of Central Okanagan

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
EA Fire	Electoral Areas	284,770	140,770	54,674	31,782	35.24
North Westside Fire	RDCO West (portion)	685,614	685,176	685,176	685,176	376.81
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
Regional Rescue	All	3,124,390	2,737,603	59,923	36,075	19.88
911	All	1,470,450	421,760	9,232	5,558	3.37
Alarm Control	All	222,827	-	-	-	-
Crime Stoppers	All	310,925	299,758	6,561	3,950	2.41
Victim Services	All	542,084	339,844	7,439	4,478	2.73
Crime Prevention	All but Kelowna	195,656	164,494	10,694	6,216	3.75

- Business Licences
- Building Inspection
- Transportation Demand Management

Staffing for these service 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 that includes the North Westside.

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 licencing 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 license. The Community Services Department sells RDCO business licenses as well as inter-community business licenses 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 utilizes Advisory Planning Commissions (APCs) for each of the two electoral areas. 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. In addition to these Commissions, the Board has a Governance and Services Committee comprised of all RDCO directors. This committee meets once a month to discuss a range of important 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 area agreements, which enable them to participate in decision-making.

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 Licencing budgets are recovered through a combination of permit and license 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 in part from planning applications, but primarily from property taxes levied on assessed values in both the electoral areas and municipalities. Unlike in other regional districts, municipalities of the RDCO contribute to the costs of Electoral Area Planning to give them a voice in planning decisions dealing with matters in interface (fringe) areas.

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 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 3.2.

BYLAW ENFORCEMENT SERVICES

Service Overview

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

Figure 3.2
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	7,961	4.83
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	10.92
TDM	Electoral Areas	15,704	13,999	7,306	4,247	2.54

- 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, unlicenced, 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 services 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 licenses, as well as impound fees and fines. Costs that are not recovered through licenses 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 3.3.

Figure 3.3
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	2.44
Insect Control	All but Kelowna & WK	23,905	4,484	632	367	0.19
Weed Control	All but WK	173,128	104,628	2,434	1,415	0.83
Dog Control	All	1,764,938	999,938	21,887	13,177	8.00
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.

- 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.

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

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.

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 3.4.

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

Figure 3.4
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	111,429	67.63
Westside Municipal Rec	RDCO West (portion)	39,726	39,726	39,726	148,054	52.88
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	15.56
Westside Community Parks	RDCO West	279,697	254,697	254,697	148,054	89.54
Okanagan Regional Library	Electoral Areas	321,605	321,605	167,829	97,558	58.99

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 3.5.

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

Figure 3.5
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	15,273	9.27

- 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, contribution 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 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 amounts 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 3.6 summarizes the financial information for the environmental services.

Figure 3.6
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	29,472	18.54
Air Quality	All but Lake Country	277,288	239,129	4,977	2,893	1.78
SIR	All	1,450,280	1,450,280	18,399	9,151	6.92

WATER & WASTEWATER

Service Overview

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

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 3.7.

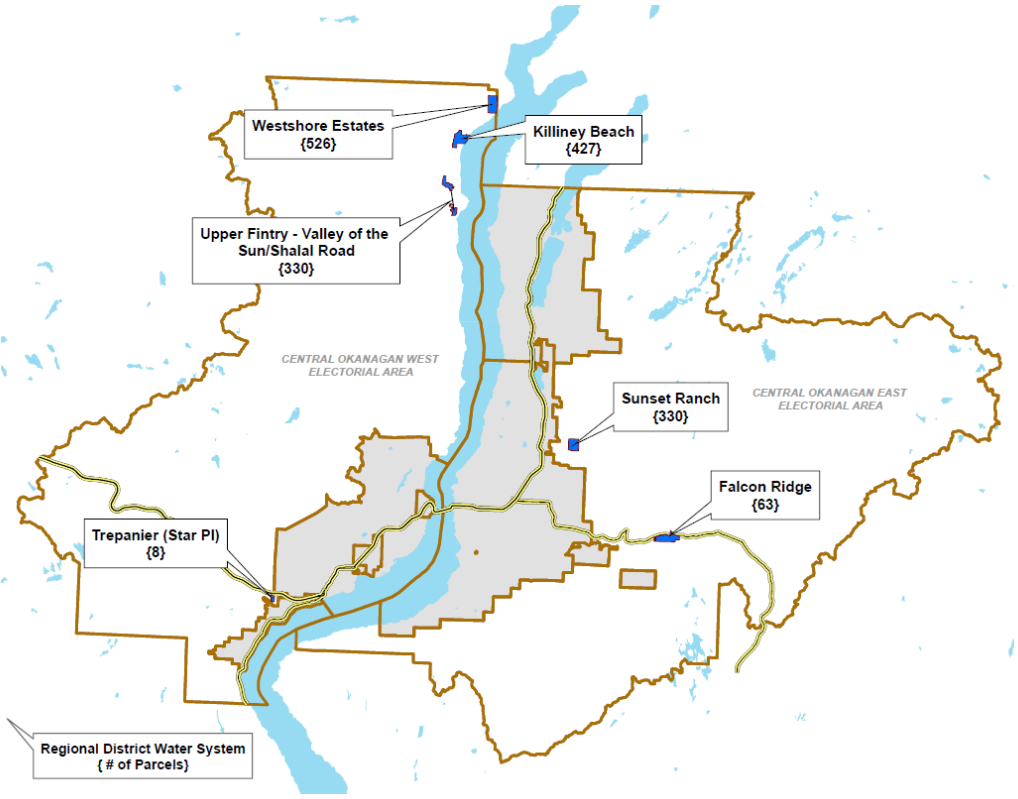
➤ Killiney Beach Water System

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 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.

Figure 3.7
Electoral Area Water Service Areas



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

➤ Fintry 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.

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 the 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 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 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.

All financial information for the Water and Wastewater Services is outlined in Figure 3.8.

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.

Figure 3.8
North Westside Water Rates

Rate Component		Killiney Beach	Westshore Estates	Fintry
Basic User Fee *(every connected parcel)*		137.00	153.00	210.00
Consumption Fee *(per m^3 each quarter)*	> First 30m^3	0.50	0.50	0.40
	> Next 60 m^3	0.70	0.70	0.55
	> Next 110 m^3	1.05	1.05	0.80
	> Remainder	2.00	2.00	2.00
Asset Renewal Fee *(every parcel)*		174.00	184.00	63.00
Parcel Tax		-	-	850.72

- **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 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 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 Frist Nation. The Electoral Area's contributions to the broader solid waste service are collected through a single parcel tax. 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.

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,

Regional District of Central Okanagan

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).

Regional District of Central Okanagan

All financial information for the services grouped under Administration is outlined in Figure 3.9.

Figure 3.9
Administration Services

Service	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	5.21
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	7.82
Central Okanagan West EA	28,836	26,500	26,500	15,404	9.33
Regional Grants in Aid	28,743	28,743	555	323	0.20
Grants - OK West	5,712	683	683	397	0.25
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
- 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 2021 was 0.45 per $1,000 of assessed value, which represents about $336 on an average residential home in Central Okanagan West (valued at $746,500). Central Okanagan West properties contributed approximately $610,000 in rural taxes in 2021, of which North Westside residents accounted for approximately $350,000. 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 $5,800 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.

- 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 RCMP Detachment service area.

In 2020, the provincial portion of the Vernon 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). In 2021, the police tax rate in Central Okanagan West was 0.0663 per $1,000 assessed value, or a total of $49.49 on an average (2021) residential home ($746,500).

The total amount collected from Central Okanagan West from the police tax in 2021 was $89,640. Expressed differently, the amount recovered for policing represents $31 per capita (based on 2021 Census numbers).

Residents within the North Westside contributed approximately $51,715 through police taxes in 2021. 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 1.4428 in 2021, or $1,077 on an average residential home (valued at $746,500). The school tax raised a total of $1.95 million from all the properties in Central Okanagan West in 2021. The amount raised for school taxes from within the North Westside was $1.13 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 2021 was 0.26198, or $195.57 on a home with an average assessed value of $746,500. The total funds raised from the electoral area toward hospital facilities in 2021 was approximately $355,000. The tax contributions from the North Westside represented approximately $205,000 of that total.

Regional District of Central Okanagan

APPENDIX I

SAMPLE PROPERTY TAX NOTICE NORTH WESTSIDE (2022)

NORTH WESTSIDE SERVICES & GOVERNANCE STUDY

DRAFT INTERIM REPORT

NEILSON STRATEGIES

leftside partners inc.

MAY 2022
APPENDIX I

SAMPLE TAX NOTICE – NORTH WESTSIDE

Regional District of Central Okanagan

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
Regional Grants in Aid	$0.20	$323
Surveyor of Taxes	$46.42	n/a
Planning & Development		
Electoral Area Planning	$72.93	$120,324
Regional Planning	$4.83	$7,961
Building Inspection	$10.92	$16,681
Transportation Demand Management	$2.54	$4,247
Bylaw Enforcement		
Noise[1]	$1.56	$3,083
Untidy Premises[1]	$2.44	$4,878
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 Parel 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.