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March 25, 2008
File No.: 0530-02/0360-37

Hon. Ida Chong, Minister,
Ministry of Community Services,
Parliament Buildings,
Victoria, B.C.

Dear Minister:

Re: Regional Governance Review – Okanagan Similkameen Valleys

Local governments in the Okanagan/Similkameen Valleys have been preoccupied with a review of regional governance since November 2007. This follows a request from you in early fall of 2007 that such a review be undertaken.

Attached is a report prepared by the Task Force setting out the results of that review. You will note from reading the report that a great amount of work was undertaken in a very short time. Due to the complexities and importance of this issue, the Task Force is unable to make a definitive recommendation on a governance model. Opinions and attitudes vary between urban/rural needs as well as between sizes of various jurisdictions.

As you may recall, when the Chairs of the three regional districts met with you in late September, 2007, there was discussion about the date to complete a governance review. At that time, there was some suggestion that December 31, 2007 would be an appropriate target date. After discussing the matter at some length, it was agreed that March 31, 2008 may provide a better time-frame.

The Task Force got organized in early November, 2007 and since that time, has devoted many hours to this issue. This is in addition to other demands on their public offices. Throughout the process, every effort has been made to involve all local elected officials in discussion (in excess of 110 people) and try to arrive at a consensus. Time constraints simply did not provide the opportunity to identify a final governance recommendation. However, the Task Force did identify two possible options that require extensive review and discussion to determine what may or may not be suitable for the Valley.

The ability to involve the general public and First Nations in any meaningful discussion on this important topic was severely impaired due to time constraints. The Task Force is hopeful that if this review continues to move forward, this missing component can be more fully addressed.

In very brief terms, the recommendation of the Task Force is that there are two governance options that require further review before any recommendation can be made on a governance model. This review will be very complex and will require full consultation with local government officials in the Valley. In addition, a more involved public consultation process will be required. While it is desirable to set an anticipated date for work to be complete, we would caution that a time frame that is too short may well produce a result is not only inadequately researched but one that will have difficulty gaining any level of acceptance in the Valley.

It should be noted that the members of the Task Force acknowledged that a review of this nature is very time consuming but the ability to work together, sharing and debating points of view about the future of the Okanagan/Similkameen Valleys has been a unique opportunity. The Task Force members look forward to the possibility of involvement in any future review and analysis of regional governance.

Yours sincerely,

Robert D. Hobson,
Task Force Chair

Encl.

REPORT TO THE

HONORABLE IDA CHONG,

MINISTER OF COMMUNITY SERVICES

ON

REGIONAL GOVERNANCE IN THE

OKANAGAN/SIMILKAMEEN VALLEYS

Task Force Members:

Robert Hobson, Chair (Chair, Regional District Central Okanagan)
Jerry Oglow, Vice-Chair (Chair, North Okanagan Regional District)
Dan Ashton (Chair, Okanagan-Similkameen Regional District)
Graham Reid (Mayor, District of Peachland)
John Slater (Mayor, Town of Osoyoos)
Rick Fairbairn (Electoral Area D Director, NORD.)
Patty Hanson (Electoral Area Director, Central Okanagan East, CORD)
Gerri Logan (Electoral Area H Director, OSRD)
Herman Halvorson (Electoral Area F Director, NORD)
Sharon Shepherd (Mayor, City of Kelowna)
Jake Kimberley (Mayor, City of Penticton)
Wayne Lippert (Mayor, City of Vernon)

March 25, 2008

REGIONAL GOVERNANCE IN THE OKANAGAN-SIMILKAMEEN VALLEYS

EXECUTIVE SUMMARY

In September, 2007, the Chairs of the three Okanagan regional districts were invited to a meeting with The Honorable Ida Chong, Minister of Community Services, to discuss regional governance in the Okanagan Valley. The Minister asked the Chairs to form a Task Force and undertake a review of regional governance in the Okanagan Valley and report back no later than March 31, 2008. The Task Force commenced their work in November, 2007.

The exercise to review regional governance in the Okanagan/Similkameen Valleys was a positive experience, giving locally elected officials an opportunity to talk collectively about the future governance of their communities. During the review process, officials discussed services which had valley-wide implications, noting some success with the Okanagan Basin Water Board, an Airshed Coalition, the Sterile Insect Program and the 9-1-1 service (which covers southeastern British Columbia).

The feedback received through the review process gave the Task Force clarity about the following:

- Whatever regional governance model is chosen , it has to have authority to implement services;
- Whatever regional governance model is chosen, there has to be equitable representation;

- There is a need to address climate change and growth management issues on a valley-wide basis;
- Local services should be dealt with locally.

The review process has identified two possible governance options, subject to further review. These options are:

- A. an Inter-Regional Authority
- B. the merger of three regional districts into one

Further review should be managed to clarify and determine which option, or a yet to be determined option, may best serve the interests of the Valley. Regardless of the option chosen, urban/rural conflicts have been identified and will have to be addressed in the future.

The timeframe given to the Task Force, while utilized fully with meaningful results, has been too short to develop a conclusive result. The Task Force recommends, at a minimum, that there be further review of the two alternative governance options.

After an extensive consultation process with local government representatives, the Task Force recommends that consideration be given to a detailed analysis of the regional governance options for the Okanagan/Similkameen Valleys. That work will require a substantial commitment of Provincial resources to assist in the analysis (resources local government does not have) and should include:

- A visioning exercise, using as an example, the three services of water, air quality and transportation to determine the goals of those services over a 10 to 30 year time period;

- Applying the result of the visioning exercise to the two alternative governance models identified (single Regional District and Inter-Regional Authority);
- A cost benefit analysis of the two options as compared with the status quo be prepared;
- Models concerning structure and political representation be developed for both options;
- Determination of sources of revenue and authority that may be available to any new or change in governance model (both for implementation and operation);
- Explore with First Nations how to work cooperatively to achieve common objectives on valley-wide services and climate action initiatives.

Introduction

At the annual UBCM convention held in Vancouver in 2007, The Honourable Ida Chong, Minister of Community Services and The Honourable Rick Thorpe, Minister of Small business and Revenue, met with the chairs of the Okanagan Valley Regional Districts (Dan Ashton of Okanagan Similkameen, Robert Hobson of Central Okanagan and Jerry Oglow of North Okanagan) to discuss the issue of Regional Governance in the Okanagan Valley. The Ministers noted that the Okanagan Valley is one of the most dynamic and fastest growing regions in the Province and it was necessary to ensure that local governments are equipped to face the serious challenges of climate change, including impacts on water supply, traffic management and air quality. These and other challenges affect the Okanagan Valley as a whole and there is a need to ensure that local governments are adapted to the nature and scale of challenges being faced. (See appendix “A”).

Minister Chong noted that governance structures in the Okanagan have not changed significantly over the past forty years and now would be an opportune time to examine regional governance approaches to ensure that growth can be effectively managed, provision can be made for critical services, and the region’s economic potential can be maximized.

The Regional District Chairs advised the Minister that they had already begun meeting to discuss these and similar service issues but with the support of the Minister and her staff, would now be able to move forward with more extensive discussions which would

include the optimum design/structure of regional governance for valley-wide service delivery.

The Task Force commenced work early in November 2007 and established immediate objectives to be accomplished prior to the end of November. The Task Force also recognized that the terminology “valley-wide” was to include the entire area of all three regional districts; the work of the Task Force would not be limited to only the Okanagan Valley, but would include the entire area of the three regional districts. A work plan was developed which recognized the desire of the Minister to receive a report on regional governance by March 31, 2008 (see appendix “B”).

November, 2007

The Task Force identified various services and issues that could be considered on a valley-wide basis and those issues are in appendix “C”. After reviewing the issues and services, the Task Force agreed that for the purposes of a governance review, a short list of three could be developed and analyzed to determine their suitability to a valley-wide approach. Three sub-committees were formed to review the issues and report back to the Task Force. Those three issues were Water Supply, Transportation and Air Quality.

In addition, the Task Force appointed a fourth sub-committee to develop governance options which could address these issues, for consideration by the Task Force.

The three sub-committees which reviewed service issues reported that there were increased opportunities for residents if there was a common, unified approach to the delivery of water, transportation and air quality. While all three services chosen could

continue to be developed by individual regional districts, there are real advantages to be achieved by combining efforts where the issues have a valley-wide impact. A copy of the report from the three service issue sub-committees can be found in appendices “D1,” “D2” and “D3”.

The governance sub-committee easily generated the most discussion and a copy of their report is attached as appendix “E”. This sub-committee developed a list of guiding principles that was added to over time to be used as a method of evaluating any governance model that may be proposed for consideration. Those guiding principles are:

- Recognize there are some issues on which valley-wide coordination, integration and cooperation are necessary;
- Not result in the creation of a new level of government;
- Create one voice for the broader area on issues which it is agreed there is a need for coordination;
- Recognize the diversity of communities that exist, and that all communities (Large, medium, small, rural, electoral areas) should have an opportunity to have their views and concerns represented;

At the meeting of the Task Force held January 31, 2008, the following three guiding principles were added by the Task Force:

- Recognize the agreed upon need to protect agricultural land to ensure food security and the viability of agricultural operations;
- Recognize the agreed upon need to follow Smart Growth Management principles, but also the need to further define such principles;

- Recognize the desirability of direct elector input in determining representation in a regional governance model.

January, 2008

The work of the four subcommittees was presented to a workshop of Regional District Directors on January 11, 2008 in Vernon. With respect to the service issues, the general consensus was:

- There are issues that need to be addressed valley-wide;
- There is a need for one valley-wide voice;
- There is a need to share information;
- The ability to deal with local issues should not be diluted;
- Currently there is a lack of valley-wide vision and formal arrangements for addressing issues at this scale;

The discussion of regional governance developed three options, with questions raised about design and structure. Those options are discussed in greater detail in a report from the workshop of January 11 (see appendix “F”); however, the options with key assumptions can be summarized as follows:

One Regional District for the Okanagan/Similkameen Valleys

- One Board of Directors for the new Regional District but the Board would be smaller than the combined size of the existing Board (which now totals 43 elected officials);

- Board would be structured in a equitable way to account for the differences in geography, community size and urban/rural needs;
- Board would be focused on valley-wide services; local and sub-regional services would be provided through sub-regional bodies (e.g. service commissions) with delegated decision-making authority; and

Inter-Regional Alliance

- The three Regional Districts would remain in place to do all the things that they do today (e.g. local services and governance to electoral areas, sub-regional services and regional services);
- An inter-regional committee or coordinating body would be created as a forum to raise and discuss common, valley-wide issues and to develop joint actions for addressing them;
- The regional boards would appoint representatives to sit on the committee and report back to the boards; and
- In this option the committee would not have the authority to direct the three regional boards or their member municipalities and final decision making authority would rest at the regional district and municipal level.

Inter-Regional Authority

- The three regional districts would remain in place to do all the things that they do today (e.g. local services and governance to electoral areas, sub-regional services and regional services);

- One or more bodies would be created by legislation to deal with specific issues that are shared valley-wide;
- A valley-wide body would have its own authority within its defined jurisdiction to raise monies and take decisive action on key issues; and
- The board of the valley-wide body would include representatives from the three regional districts.

February, 2008

Following the workshop of January 11, the issue of valley-wide services and alternate governance options was presented to each and every municipal council in all three regional districts. In addition, every electoral area director was provided an opportunity to attend a presentation in their regional district office. The public was invited to attend the various meetings. A report was received by the Task Force summarizing those presentations and is included as appendix “G”.

The presentations sought feedback on the work of the Task Force, specifically, valley-wide issues and services, the guiding principles set out by the Task Force and the governance options.

There was support to address issues on a valley-wide basis, especially those of air, water and transportation. It was acknowledged that there are others matters which could be dealt with valley-wide but there was consensus that air, water and transportation were highest priority.

Feedback on the guiding principles produced diverging views. For example, the principle of no new level of government was viewed as too simplistic. While viewed by some as the most important principle, many feel the real concern relates more to the overall cost effectiveness of government, irrespective of the number of government bodies or levels in place. Many felt that some additional principles should be added, such as the involvement of First Nations in the Governance study itself and in the ultimate form of governance that is selected. A further principle suggested was that there should be mandatory participation in services that are valley-wide; however, officials from smaller jurisdictions felt that participation should be optional.

Some officials felt that the principle recognizing community diversity and representation would give ultimate decision-making authority to the largest centers. Officials from other jurisdictions are calling for a principle of equality in voting; claiming that to not do so would result in an urban-centric model that ignored the broader area diversity and the interests of smaller jurisdictions.

Presentations on governance models did not produce any consensus amongst locally elected officials but preferences were emerging, summarized as follows:

- There was some support for a single regional district with concerns expressed about representation for smaller jurisdictions on a single board of directors. Concerns also included accountability to local taxpayers and extra costs related to the creation of sub-regional service bodies.

- There was more support for the creation of an Inter-Regional Authority as it would be constructed around the existing system. It was perceived to give smaller jurisdictions input into collective decision-making.
- There was some support for the creation of an Inter-Regional Alliance as it would allow for consensus building and voluntary participation.

Many officials pointed to the need to conduct cost/benefit analyses on the different options and to see details on representation and voting methods.

An option that was raised by some municipalities was that of a District Municipality under which existing municipalities and their surrounding electoral areas would be amalgamated. This was viewed as a way of addressing the issue of separate jurisdictions within a single or common community. It is important to note that this option was not supported by any electoral area director and that some electoral area directors want to ensure that any boundary or governance change has the involvement of residents. While the District Municipality is an important option that requires discussion, the Task Force agreed that this option would not go forward to the Council of Councils meeting on March 7 as this was a different type of option (deals with sub-regional issues) than one dealing with valley-wide issues such as air, water and transportation.

Given the results of the presentation to each locally elected group, the Task Force moved forward with a further meeting of all locally elected representatives in the three regional districts, called a 'Council of Councils' held March 7, 2008.

March, 2008

The Council of Councils meeting of March 7 focused on the presentation of the results of the consultation process conducted in February 2007. Small group discussions were held with each group asked to address four specific questions:

1. Given the challenge to design a regional governance arrangement suitable for the next 10 to 30 years, what are the primary strengths and weaknesses of each of the three governance options?
2. What else do you need to know about each option in order to fully evaluate it?
3. Are there any other options that should be considered?
4. Based on what you know today, which option do you think should be examined in more detail by the Task force over the next few months?

A summary of the comments received from the workshops is attached as appendices H1-H6.

Summary

The work of the Task Force commenced in November 2007 and concluded March 7, 2008, a period just marginally longer than four months. A great amount of work was accomplished and a local government consultation process undertaken. The Task Force recognizes that more complete consultation with the public and inclusion of First Nations would have been preferred but the limited time frame available to undertake the Regional Governance project was not sufficient to address this issue.

While a straw poll taken at the March 7 Council of Councils meeting (the straw poll was based on the fourth question – which option do you think should be reviewed in more detail?) indicated that one of the options, an inter-regional authority, had the most support, a single regional district also had significant support from those present. Some officials commented that a single regional district may be a preferred option in the long term but an inter-regional authority may be a better place to start. It is apparent to the Task Force that a great deal more information and consultation is required before there is any consensus with either of the two options. The Task Force simply did not have enough time or resources to explore any option to the extent that any one option was clearly preferred over any other.

The Task Force had identified three services, as examples, which could be dealt with Valley-wide. There was agreement that the services of water, air quality and transportation are important valley-wide issues and are significantly impacted by growth and climate change. It is obvious to the Task Force that additional time is required to identify and develop objectives for addressing these issues and then endeavor to make

some determination of the governance model that will best deliver those services. To do this will require some form of visioning process and further consultation (resources and time not currently available to the Task Force). A major initiative of the Provincial Government is action to address growth and climate change. Without a good visioning process, the Task Force is not able to determine, not only goals for the Valley, but also whether they are supporting the Provincial goals and vision.

A further concern raised is the ability to address the urban/rural conflicts that naturally exist. Several municipalities expressed concern about rural fringe areas and the need to address what they perceive as the unfair and unequal burden of providing services to areas which do not pay for them. Conversely, many electoral area directors argue that the rural lifestyle has to be protected and it is their perception that the rural lifestyle is in jeopardy of being ignored. The Task Force recognizes that this issue has to be addressed or no matter which governance option is chosen, there will be constant disagreement, making any cohesive approach to Valley-wide issues difficult to obtain.

The three governance options presented for discussion all raised questions of a similar nature:

- Structure and representation – there was no determination made on the eventual structure of a board under any of the options. Would there be a weighted vote system and if so, would the more populous areas control the activities of any regional body? How would persons be selected to the governing body? Would they be appointed from other bodies or elected directly to the regional body, or some combination? Will there be equitable representation?

- Cost/benefit – no costs have been offered for any of the options, nor a comparison of costs made to the existing model. What are the benefits of any proposed model over the existing model? Will any new model enable Valley-wide issues to be addressed more effectively? Are economies of scale created?
 - Role of the Province – will a change in local government result in downloading from the Province? Is the Province prepared to work with any new governance model on issues such as water conservation and transportation or is it simply business as usual but on a larger scale?
 - Revenue – what are the revenue sources for any new governance model? Do they include taxation? Will there be some participation by the Provincial Government?
- There remains a great deal of work to be done in this area.

The Task Force is convinced that valley-wide issues such as water, air quality and transportation have to be dealt with, valley-wide and that there will be other services in the future that need to be addressed valley-wide. What elected officials in the Okanagan want these valley-wide issues to look like in 10 to 30 years time and what governance model will best deliver the desired results can not be determined within the timeframe which the Task Force was given. The exercise has clearly produced some interesting and informative information and many questions but not sufficient to recommend any one governance model.

The feedback received through the review process provided enough clarity to recommend the following:

Whatever Regional Governance model is chosen:

- It has to have authority to implement decisions;
- There has to be fair representation;
- It has to have authority to address climate growth management and climate change issues such as air, water and transportation on a valley-wide basis;
- Local services should be dealt with locally.

Recommendation

After an extensive consultation process with local government representatives, the Task Force recommends that two models of regional governance be examined in more detail:

Further analysis of these two options should include:

- A visioning exercise, using as an example, the three services of water, air quality and transportation, to determine the goals and objectives for addressing these issues on a valley-wide basis and the scope of authority over a 10 to 30 year time period;
- Applying the result of the visioning exercise to the two models identified as needing further evaluation (Inter-Regional Authority and Single Regional District);
- A cost benefit analysis of the two options as compared with the status quo;
- Models for the structure and political representation;
- Determination of the role the Provincial Government would play in addressing climate change related services including the issues of water, air and transportation;
- Determination of sources of revenue and authority that may be available to implement and operate any new or change in governance model;
- Consultation with First Nations on how to work cooperatively to achieve common objectives on services and climate change initiatives;
- An appropriate consultation process;
- Terms of reference for any future analysis should be completed before consideration of time and resources need for the work is determined.

Appendices

- A. Letter from the Hon. Ida Chong, Minister of Community Services dated August 17, 2007 and October 4, 2007
- B. Work Plan for the Task Force
- C. Services and issues that could be considered on a valley-wide basis
- D1 Water Governance Sub-committee report
- D2 Okanagan Air Quality Policy paper
- D3 Transportation Governance Sub-committee report
- E Governance Sub-committee report
- F Workshop notes from meeting of Regional District Boards
January 11, 2008
- G Report of Consultations prepared by Neilson-Welch Consulting Inc.
- H 1-H6 Comments from Council or Councils meeting of March 7, 2008



The Best Place on Earth

AUG 17 2007

Ref: 123306

Chair Dan Ashton
and Members of the Board
Regional District of Okanagan-Similkameen
101 Martin Street
Penticton, BC V2A 5J9

Chair Robert Hobson
and Members of the Board
Regional District of Central Okanagan
1450 KLO Road
Kelowna, BC V1W 3Z4

Chair Jerry Oglow
and Members of the Board
Regional District of North Okanagan
9848 Aberdeen Road
Coldstream, BC V1B 2K9

Dear Chairs and Board Members:

I am writing to you about the growth management and governance challenges of the Okanagan Valley.

The Okanagan Valley is one of the most dynamic and fastest growing regions in the Province of British Columbia, and local governments of the Okanagan Valley are facing the serious challenges of climate change, water supply, traffic management and air quality. These problems are not confined to a single municipal or regional district jurisdiction and affect the Okanagan Valley as a whole. We always need to ensure that our local government institutions are well adapted to the nature and scale of the challenges we face. In the case of the Okanagan, regional governance structures have not changed significantly over the past 40 years. I am sure you will agree that it is opportune to examine our regional governance approaches for the Okanagan to ensure that we can effectively manage growth, provide for critical services and maximize the region's economic potential. The recent successful incorporation vote for Westside, the most significant change in local governance structure in the Okanagan Valley since the 1973 restructure of the City of Kelowna, provides some additional impetus to examine the larger challenges of regional governance for the Okanagan Valley.

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Ministry of Community Services
and Minister Responsible for
Seniors' and Women's Issues

Office of the Minister

Mailing Address:
PO Box 9056 Stn Prov C
Victoria BC V8W 9P2

Phone: 250 387-2283
Fax: 250 387-4312

AGENDA: RDOS Corporate
Issues Board Meeting

DATE: September 20, 2007

NO.: 5.1.2

www.gov.bc.ca/cserv

Chair Dan Ashton and Members of the Board
Chair Robert Hobson and Members of the Board
Chair Jerry Oglow and Members of the Board
Page 2

Like the Okanagan Valley, other regions in the province have particular challenges. As a result, the Ministry of Community Services wishes to proceed with three projects that offer custom solutions to specific regional district circumstances around the province. Although these projects are being designed to respond to specific circumstances, they may also serve as useful pilot projects with application for other areas of British Columbia. One of these projects will focus on the Okanagan Valley, and the other two are:

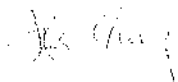
- the restructuring of the Comox Strathcona Regional District to create two new regional districts, the Comox Valley and the Strathcona Regional District; and
- the creation of a single-tier governance structure for the Northern Rockies.

I believe we have an historic opportunity to move forward in a way that enables the Okanagan Valley to realize its immense potential and to take its rightful place as British Columbia's third urban region. I do not have a preconceived model in mind and I think we need to look at a full range of regional governance and service delivery approaches. What I do know is that the Okanagan Valley has an opportunity to demonstrate new regional approaches to managing the wide range of challenges associated with the pressures and change that come with growth and development.

Our review of regional governance should primarily focus on valley wide issues. I acknowledge that the District of Peachland has recently written to me advocating such an approach. As well, I note that a number of regional leaders have been requesting such a discussion. Finally, I acknowledge that there are sub-regional challenges like those I recently discussed with the Board of the North Okanagan Regional District and the Council of the City of Vernon. These could be examined as well.

I look forward to working with you and your board members in the coming months to design a process for realizing these opportunities.

Sincerely,


Ida Cheng, PCGA
Minister

cc: Honourable Tom Christensen, M.L.A., Okanagan-Vernon
Honourable Rick Thériault, M.L.A., Okanagan-Westside
Honourable Bill Bransford, M.L.A., Penticton-Okanagan Valley
Honourable George Abbott, M.L.A., Shuswap
Mr. Al Horning, M.L.A., Kelowna-Lake Country
Ms. Sindi Hawkins, M.L.A., Kelowna-Mission
Ms. Brenda Blimie, President, Union of British Columbia Municipalities



OCT 04 2007

Ref: 124517

Mr. Dan Ashton, Chair
and Members of the Board
Regional District of Okanagan-Similkameen
101 Martin Street
Penticton, BC V2A 5J9

Mr. Robert Hobson, Chair
and Members of the Board
Regional District of Central Okanagan
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Mr. Jerry Oglow, Chair
and Members of the Board
Regional District of North Okanagan
9848 Absdeen Road
Coldstream, BC V1B 2K9

Dear Chairs and Members of the Board:

I am writing further to my August 17, 2007 letter regarding a review of regional governance in the Okanagan Valley to better enable the region to tackle the challenges of climate change, water supply, transportation, and air quality.

I appreciated the opportunity to meet with you and respective staff on September 25, at the UBCM Convention. Based on the discussions, each of the Boards will appoint three individuals to a task force that will oversee the development of a broad outline for changes to regional governance. I expect that the nine-member task force will include the mayors of the three largest cities: Kelowna, Penticton, and Vernon. As discussed, the appointments should be made by the end of the third week in October.

The task force will produce a work plan by the end of November, with the objective of producing a framework by the end of March 2008 for a new approach to regional governance in the Okanagan.

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Ministry of Community Services
and Minister Responsible for
Seniors' and Women's Issues

Office of the Minister

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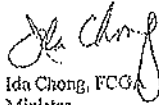
Location:
Room 323
Parliament Buildings
Victoria

www.gov.bc.ca/csen

Chair Dan Ashton and Members of the Board
Chair Robert Hobson and Members of the Board
Chair Jerry Oglow and Members of the Board
Page 2

I appreciated the opportunity to meet you and look forward to working with you in the coming year. If your staff require further clarification, please have them contact Mr. Dale Wall, Assistant Deputy Minister, Local Government Department, by telephone at: 250 356-6575 or by email at: Dale.Wall@gov.bc.ca.

Sincerely,



Ida Chong, FCCA
Minister

cc: Mr. Al Horning, MLA
Kelowna-Lake Country

Ms. Sindi Hawkins, MLA
Kelowna-Mission

Honourable Tom Christiansen, MLA
Okanagan-Vernon

Honourable Rick Thoipe, MLA
Okanagan-Westside

Honourable Bill Batisoff, MLA
Penticton-Okeanogan Valley

Honourable George Abbott, MLA
Shuswap

Mr. Dale Wall
Assistant Deputy Minister
Local Government Department

REGIONAL GOVERNANCE IN THE OKANAGAN VALLEY AND SIMILKAMEEN VALLEYS

The issue of regional governance in the Okanagan and Similkameen Valleys is currently being reviewed by a Task Force comprised of members from the three Regional District Boards – NORD, CORD, and RDOS. (Members of the Task Force are noted at the end of the work plan.) To facilitate this review, the Task Force has determined the following Work Plan.

In addition to meeting as a committee, the Task Force has determined that there is a need for a consultative process and to that end, has determined the following milestones:

- December 19, 2007 – to receive reports from four sub-committees in preparation for the January 11, 2008 meeting.
- January 11, 2008 – a meeting of all members of the three Regional District Boards and MLAs;
- February 9, 2008 – a meeting of all members of the three Regional District Boards and all members of each elected Municipal Council;
- March 31, 2008 – adopt an ‘accord’ setting out (principles and objectives for the future direction of regional governance in the Okanagan Valley.

The work of the Task Force in the period leading up to January 11, 2008 will be:

- To simultaneously prepare discussion papers on the areas of governance and region-wide issues and for that purpose, create smaller sub-committees;
- A sub-committee to explore options will be chaired by Mayor G. Reid and have as members, Mayor W. Lippert, Director G. Logan. Lois-Leah Goodwin, MCS and the three Regional District CAOs will also participate as resources. The purpose of this sub-committee is to develop possible governance models for presentation at the January 11 and February 9 meetings.
- Three sub-committees will be struck to explore examples of strategic region-wide issues which need to be addressed on a valley wide basis. The makeup of those committees will be:

- Water resource and conservation will be chaired by Mayor J. Slater. Other participants will include: Ms. Anna Sears of OBWB and Jim Mattison, Asst. Deputy Minister, Water Stewardship Division, Ministry of Environment and as a resource, Mr. Jason Johnson, RDOS.
- Air Quality will be chaired by Mayor S. Shepherd. Other participants will include Mr. Corey Davis, City of Kelowna and Ms. Janis Johnson, RDOS as well as a Ministry of Environment representative. Resource person will be Mr. Wayne d'Easum, CORD.
- Transportation (including transit) will be chaired by Mayor Jerry Oglow. Other participants include Mayor W. Lippert, Mr. Lorne Holochuck, City of Vernon, Mr. Ron Westlake, City of Kelowna and a Ministry of Transportation representative. Mr. Dale Wall, MCS, will act as a resource.

The Task Force will encourage input from Provincial Government representative to ensure that the Provincial interest is included in discussions.

A communications plan will be developed to encourage input from those who may not be a part of the Task Force process. Major public input would be required after March 31, 2008. In the interim, a communications plan would include:

- Access to Task Force reports and information through the website of the three regional districts. Individuals would be able to read information and offer comment electronically to the Committee.
- A news report will be prepared following each and every Task Force meeting.

During the period January 11, 2008-February 9, 2008, every municipality and regional district office will be interviewed by an individual(s) representing the task force. The purpose of the interviews will be to seek their input on the question of regional governance in the Okanagan Valley. The information gathered will be presented to the meeting on February 9, along with the results of the information from the meeting of January 11.

Following the meeting of February 9, the Task Force will prepare an accord outlining principles and objectives of regional governance in the Okanagan valley and to address critical region-wide issues. That accord, along with any pertinent background information will be forwarded to the Hon. I. Chong, Minister of Community Services by March 31, 2008.

After March 31, at the direction of the Minister, there will be a need to explore any option(s) in greater detail and a more comprehensive consultative process, especially one involving the general public, will have to be developed.

Necessity will require that the Task Force and Sub-committees will reach out to other resources not noted in this work plan, including the use of consultants. The budget covering this work plan is contained in a separate document.

Task Force Members

Regional District of North Okanagan

Mayor Jerry Oglow (Vice-Chair of Task Force)

Director Stan Field

Mayor Wayne Lippert

One other member to be named

Regional District of Central Okanagan

Councillor Robert Hobson (Chair of Task Force)

Mayor Graham Reid

Director Patty Hanson

Mayor Sharon Shepherd

Regional District of Okanagan-Similkameen

Councillor Dan Ashton

Director Gerri Logan

Mayor John Slater

Mayor Jake Kimberley

Communications Plan

- Immediately following each meeting, or as soon as possible, a press release be issued explaining what has occurred along with any next steps that may have been identified;
- Press release to be sent to Boards, Councils, MLAs, Community Services, News Media;
- January 11 (Vernon) Joint meetings of RD Boards;
- January 15 – February 26 Meetings/Workshops with each Board, inviting submissions from the Public in a workshop format;
- “GO” Committee meetings during period Jan 15-Feb 29 plus any that may be held in Mar/08;
- March 31 – final report and recommendations to be published.

Workplan – review examples of possible valley-wide services

- Review common services offered by the three RDs
- Speculate on common services that could be delivered on a valley-wide basis, both existing services and new noting the four main issues – Climate change, economics, public safety and growth management;
- Review service delivery mechanisms (governance) for discussion. Include full RD status, service contract concept;
- Examine OBWB and SIR for possible governance solutions or as part of a new structure;
- Review current voting structure of RDs and how a new governance model might be function with a voting structure.

PROVINCIAL GOVERNMENT WANTS ONE VOICE IN THE OKANAGAN THAT CAN SPEAK TO SUCH ISSUES AS AIR QUALITY, WATER QUALITY AND CONSERVATION, TRANSPORTATION, ETC.

Okanagan/Similkameen

Mandatory Functions:

Inter-regional
Services
(by agreement)

Planning, including:

data collection
GIS
policy setting
bylaw conform
growth mg't
boundaries

Transit
Corridor mg't.
Emergency
Planning
Conservation
Lands

Sustainability Issues

air
water
transportation

Heritage Sites
Foreshore
Mg't.

Regional Planning

broad zoning
le. urban
rural/agricul
conservation
areas
watersheds
landfills
aggregate
supply areas

Economic Dev
Regional Parks
& Trails

Water Governance Sub-Committee Report to the Governance Okanagan-Similkameen Committee

I. Sub-Committee Members

Mayor John Slater, Chair

Jim Mattison, ADM, Water Stewardship Division, BC Ministry of Environment

Meggin Messenger, Ministry of Community Services

Glen Brown, Ministry of Community Services

Anna Warwick Sears, Okanagan Basin Water Board

Jason Johnson, RDOS

II. The Service

The water governance sub-committee has been asked to examine the benefits, issues and needs for taking a regional approach to watershed planning and management.

III. The Purpose

The purpose of discussing valley-wide water governance is to identify challenges and priorities for sustainable water resource management. Understanding these issues will clarify the best governance option for the service – strengthening and extending existing efforts to meet the needs of residents and agriculture while supporting ecosystems. Service options must also be economically viable.

The best option will enable:

- Flexibility to adapt to climate change, population growth and other external drivers
- Protection of water source areas to protect water quality
- Protection from drought and floods through water management and infrastructure planning
- Rigorous, sustained water science and monitoring to track resource trends
- Equitable access to clean water at fair prices by all Okanagan residents
- Protection of Okanagan food security by protecting water for agriculture
- Protection of fish flows and ecosystem services
- Collaboration and communication among local and senior governments
- Cost-effective solutions and improved funding mechanisms

IV. Water Governance Options

The challenges facing water sustainability in the Okanagan Basin, including the Similkameen, are regional, not local and best addressed at a watershed scale. It is important to establish a governance structure that balances the needs of different areas of the valley for the good of the whole, and that is supported by a technical advisory body.

Options:

- A. Revised/modified version of the OBWB with broader mandate and greater regional authority. The OBWB model could exist either with or without changes to the current Regional District structure.

Pros:

- Established body with proven track record
- Clearly-defined role that does not duplicate existing functions
- Good model for regional collaboration with basin-wide representation and non-weighted votes
- Ability to plan, fund and implement basin-wide water programs
- Ability for Directors to focus on water issues and acquire expertise
- Adaptive capacity and flexibility for responding to emerging issues
- Supported by Okanagan Water Stewardship Council

- Doesn't require changes to the existing Regional District model
- Cost-effective administrative structure

Cons:

- Currently does not include the Similkameen or Shuswap
- Has a limited water management mandate and constrained authority
- Projects need consensus approval of all three Regional District Boards
- Challenges for communication back to local governments
- Disconnect between water management and other planning and resource sectors that affect water objectives (such as land use)

- B. Single Regional District:** With amalgamation of the three Okanagan Regional Districts, the new entity could take on a basin-wide coordination role and facilitate regional water management, stewardship and planning functions. Several options for models, e.g. Fraser Valley Regional District, Metro Vancouver

Pros:

- Full integration of water management with other resource management and planning efforts
- Ability to plan, fund and implement basin-wide water programs
- Increased communication with Regional District Board
- Some administrative efficiencies – projects could proceed with approval of only one Board
- Would include Similkameen and Shuswap

Cons:

- Time and efficiency losses by dismantling existing water management structure
- Unknown effectiveness of new management structure – “reinventing the wheel”
- Public resistance to merging Regional Districts
- Loss of adaptive capacity and flexibility
- Director's focus is spread between many competing concerns and resource issues
- Unknown cost impacts or savings

- C. Regional Services Board:** Water management and stewardship could be integrated with air quality, transportation and other services into a single Regional Services Board which could facilitate integrated resource planning and regional growth strategies. Structure could be informed by the strengths and weaknesses of the Greater Vernon Services model

Pros:

- Better integration of water management with other regional management and planning efforts
- Ability to plan, fund and implement basin-wide water programs
- Increased communication with other resource managers
- Would include Similkameen and Shuswap

Cons:

- Time and efficiency losses by dismantling existing water management structure
- Unknown effectiveness of new management structure – “reinventing the wheel”
- Director's focus is spread between several competing concerns and resource issues
- Need for clearly-delegated authority
- Unknown cost impacts or savings

V. Challenges facing Sustainable Water Management

As water is shared by all communities, it is particularly important to have integrated water planning.

A. Fragmented Water Management and Planning

Water planning and management is still mostly done independently by local governments and not integrated or coordinated between jurisdictions. Communities compete for infrastructure funds, and may compete directly for water during shortages when supplies do not meet licensed allocations. Senior government mandates and guidelines are not always clear and consistent, and there are gaps in policy (for example, insufficient groundwater legislation). The U.S. has interests in Okanagan and

Similkameen water for fisheries, irrigation and hydroelectric development, and local government needs to maintain involvement in the consultation process. The Okanagan Nation has substantial water interests that are still under negotiation.

B. Limited Mandate and Authority of OBWB

The OBWB provides integration and coordination of water management in the Basin – representing the interests of Okanagan local governments as a whole – but does not include the Similkameen or Shuswap, and has only a limited 3-year funding mandate for water management and constrained authority. The current structure could be adapted to include the Similkameen and its functions expanded to take on more responsibilities. In that case, it would be essential to have clearly-delegated authority from the regional districts.

C. Climate Change and Population Expansion

Climate change is projected to increase water demands by agriculture and domestic use, while reducing available water through evaporation and smaller snow packs. There will also be greater variability with more frequent droughts and floods. Warmer temperatures will raise the stream flow requirements to support fish, and cause more frequent toxic algae blooms. Population expansion will put greater demands on water delivery and treatment infrastructure, as well as on water supplies. Increased settlement and use of upper watersheds threatens water quality in source areas. A regional water governance approach facilitates basin-wide planning and policy integration to help communities adapt to change.

D. Increasing Costs of Water Infrastructure

Okanagan water systems have grown from a patchwork of irrigation systems. Population centers are scattered over a wide area, creating challenges for system integration and economies of scale. Drinking water quality standards have increased, and irrigation and drinking water systems must be delinked to reduce the cost of water treatment. Some areas do not have adequate DCCs or other funding mechanisms in place to address maintenance, expansion or upgrades despite escalating construction and labour costs. A regional water governance approach facilitates basin-wide infrastructure planning and could identify cost-saving strategies for integration of administration, financing, and infrastructure.

E. Need for Information Infrastructure

Sustainable water management depends on having accurate scientific information on the state of the resource and factors affecting water quality and supply. Although the Province and the OBWB are conducting an extensive Water Supply & Demand Project, many information gaps remain, including accurate groundwater information and accurate data on lake evaporation. It is also critical to have an adequate network of stream flow monitoring stations. Water resource information must be updated and maintained in an accessible form for water managers and planners to work effectively.

E. Lack of Alternative Funding Mechanisms

Local governments have few alternatives for funding local initiatives. If the Province increases local government mandates and responsibilities, we will require better funding mechanisms that are protected from political shifts in senior government priorities. A regional water governance approach could streamline the development and management of alternative funding mechanisms and facilitate communication among governments.

F. Sustainable Water is Essential for a Sustainable Economy

Water is a foundation of the Okanagan economy, with tourism as the largest sector employer. Localized water shortages, water-borne disease outbreaks, or other crises (e.g. the Kelowna fires) in any part of the Okanagan are attributed in the national media to the region as a whole, and impact the economy valley-wide. A regional water governance approach can better integrate with regional economic development and regional growth strategies, providing resilience to the Okanagan economy.

VI. Opportunities for Sustainable Water Management

The Okanagan Basin, including the Similkameen, is the third largest region after Metro Vancouver and the Capital Regional District. Through a basin-wide governance model, there are substantial opportunities for improving regional water management and stewardship, leading to improved water sustainability in the Okanagan and Similkameen. Benefits include:

- Improved local decision making;
- Increased influence in provincial decisions;
- Opportunities for coordinated water science and monitoring;
- Potential for expanded infrastructure grant programs;
- Development of valley-wide drought management agreements;
- Harmonized water conservation policies;
- Enable groundwater protection through water management planning;
- Ability to establish local government enforcement officers for watershed monitoring

Basin-wide governance can be accomplished by integrating water management and stewardship functions and delegating greater authority either into the existing Okanagan Basin Water Board, a single Okanagan Regional District or a Regional Services Board or some combination of these. Regardless of the governance model, in the next decade it will be essential to develop a series of water management agreements or formal plans that will specify regional policy and infrastructure development. This will not be accomplished without some form of regional water governance that maintains a focus on collaboration, equity, and the flexibility to adapt to social and environmental change.

VII. Provincial Interests in Sustainable Water Management

The Provincial government wishes to increase the effectiveness of Okanagan water management so that local governments are prepared for the impacts of climate change and population expansion. Building green communities requires integration at a variety of levels and is especially important for water.

A. Protecting Health

Water quality in lakes, streams and aquifers depends on consistent, coordinated efforts by all communities to prevent water pollution and manage recreation and resource activities in watersheds. Interior Health is interested in coordinated action by local governments to conduct watershed assessments, develop response plans to address impairments, and institute best practices to prevent polluted runoff in urban and agricultural areas.

B. Protecting the Environment

The Ministry of Environment seeks to protect ecosystems and environmental values by ensuring that sufficient water remains in streams and lakes, and that development and resource activities do not damage the ability of natural systems (such as wetlands and riparian areas) to prevent erosion and protect water quality. This requires agreement and cooperation across jurisdictions and between different user groups.

C. Reducing Infrastructure Costs

There are substantial upcoming costs for expanding water supply systems, separating drinking water and irrigation systems, and for upgrades of drinking water treatment plants, sewage treatment and disposal systems, and stormwater management infrastructure. Greater integration of water systems has the potential for increasing equity and reducing costs, providing best value for service delivery.

D. Improved Communication, Planning and Implementation

Increase integration of water management functions is considered to be important for better corporate communication between the Province and local government. Having a single water management structure would also allow better tracking of planning and implementation outcomes. The current

system has barriers to implementation, in that local jurisdictions can undermine the interests of the watershed as a whole through lack of information and understanding.

VIII. What Can Be Accomplished With a Change in Government Structure?

Although improved management and stewardship of the water resource can be accomplished simply through provision of greater authority to the OBWB, changes in regional government structure may make that authority easier to implement and the benefits could potentially be shared with the Similkameen. In addition, change in government structure would facilitate integration of other regional services such as air quality management and regional transportation with water planning and management.

IX. Does a Valley-Wide Approach Provide More Common Goals?

Regardless of the governance structure, a valley-wide approach provides more opportunities for sustainability planning and the ability to better identify common goals. Only with a valley-wide approach will the Okanagan-Similkameen be able to maintain a sustainable water resource in the face of climate change, given the current population growth and economic development.

OKANAGAN AIR QUALITY POLICY PAPER

A comparison of three air quality management plans

DECEMBER 2007

PREPARED FOR AND REVIEWED BY

OKANAGAN AIRSHED COALITION

PREPARED BY

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Introduction

In June 2003, an agreement to form the Okanagan Airshed Coalition was signed by Central Okanagan, North Okanagan and Okanagan-Similkameen Regional Districts to develop strategies for Valley-wide improvements in air quality.

This paper is a key step in the process of strategy development by helping all partners and their supporters to understand individual regional district issues, identify shared approaches and determine common concerns. The specific objectives of this paper are to:

- Provide a brief overview of each region's air quality program (staffing levels, when program started, previous management plans, delineated program area, etc.)
- Report on the political structure of each region's program and delineate those electoral areas that have opted out of the air quality planning process so far (report on the reasons why electoral areas have decided to opt out of the air quality planning process).
- Report on potential political differences or problems/conflicts.
- Report on the common strategies that have been implemented to date for all three regions
- Report on the strategies that have been implemented to date in one or two of the regions, but not all three.
- Report on the common elements (i.e. goals, strategies, performance measures, etc.) in all three plans.
- Advise what the common threats are to the airshed throughout the Okanagan Valley.

Description of Planning Area

The Okanagan Airshed is roughly defined as the Okanagan Valley consisting of the Regional District of North Okanagan, the Regional District of Central Okanagan and the Regional District of Okanagan-Similkameen. As shown in Table 1, the total population for the Airshed is approximately 331,500. One of the fastest growing regions in BC for the past decade, the valley population is expected to increase by 50% over the next 20 years, taking the number to nearly 500,000 residents. A significant tourist population is also growing due to recreational opportunities provided by the region's diverse geography and moderate climate.

Table 1 - Population by Regional District¹

	2005	2025 ²
North Okanagan	80 493	120 740
Central Okanagan	167 917	251 846
Okanagan-Similkameen	83 036	124 554
Total	331 446	497 140

¹ Population Section, BC Stats, Ministry of Labour & Citizens' Services, Government of British Columbia. December 2006. <http://www.bcstats.gov.bc.ca/data/pop/pop/mun/Mun9606e.asp>

² Based on 50% growth rate using 2005 population figures.

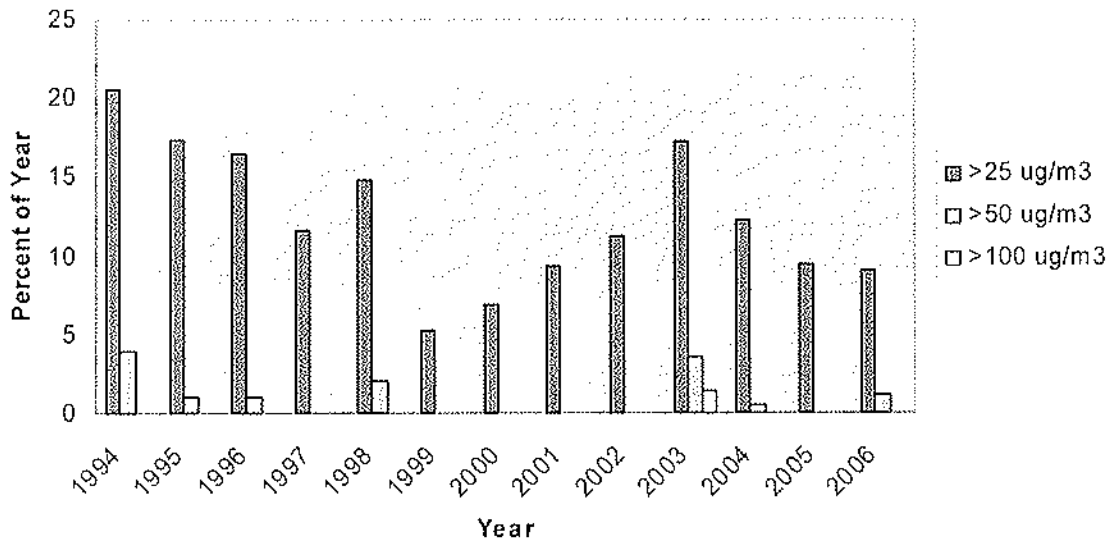
The Okanagan Valley stretches nearly 250 kilometres from Enderby to Osoyoos, and is marked by more than 250 lakes and many secluded mountain streams and rivers. Recently recognized as one of the most ecologically diverse regions of Canada, the valley also has more threatened, endangered and rare species than any other part of BC. Unfortunately, population growth, waste disposal practices, topography and weather patterns have contributed to air quality problems in the Okanagan Airshed. Suspended particulate matter (PM₁₀) and ground level ozone (O₃) are two pollutants of concern in the Okanagan and are highly visible pollutants, particularly in low-lying areas. Particulate sources include smoke from burning, sand and dust from roads, industrial emissions and vehicle exhaust.

While air quality monitoring has shown that health standards are exceeded for a short period each year (see Figure 1³), the objective of an airshed management is not only to reduce average values but to prevent exceedances. Given the economic and transportation activities in the Okanagan, the absence of bylaws, education, and emission reduction strategies would create air quality so poor that many residents would have to relocate.

Figure 1 provides a summary of annual PM₁₀ exceedances in the Central Okanagan based on provincial objectives. If the years 1998, 2003 and 2006 are excluded (all years with many forest fires) the PM₁₀ average for Kelowna is near 15ugm-3. While the focus of research and guidelines is now on PM_{2.5} because these smaller particulates travel deeper into the respiratory system, PM₁₀ does include these smaller particles and therefore these guidelines are still useful.

Figure 1 – Annual PM₁₀ Exceedances in Central Okanagan

Summary of Annual PM₁₀ Exceedances in the Central Okanagan Using Provincial Objectives



For the last three years (2004-2006), the PM_{2.5} annual average value for Kelowna is 5.2 ug_m-3, while the same value for Vernon is 6.1 ug_m-3.⁴ In the proposed PM_{2.5} objective for the province, the most

³ Chart provided by Corey Davis on June 1, 2007.

⁴ Values provided by Ralph Adams on December 14, 2007. See also Appendix A.

stringent suggested planning objective is set at 6 $\mu\text{g}/\text{m}^3$. Note that Central Okanagan has adopted 6.5 $\mu\text{g}/\text{m}^3$ as a performance measure (see Table 3).

For further information and clarification on data values, Ralph Adams and Eric Taylor with BC Ministry of Environment should be consulted.

Overview of Airshed planning by region

This overview of airshed planning in each region examines historical context, legal structure and membership, political support, staffing and funding, as well as the key pollutants and monitoring. In general, each Plan covers the area within the Regional District's political boundaries; exceptions to this coverage are noted in the Political Support discussion for each Plan.

North Okanagan

History

In 2002, the Ministry of Environment labelled the North Okanagan airshed as "degraded" because of consistently high levels of particulate matter (small particles, such as from smoke or dust, suspended in the air). In response, and in recognition of rising community concerns about air quality, the Regional District of North Okanagan (RDNO) established the Air Quality Stakeholder Committee (AQSC) in spring of 2004.

Legal Structure and Membership

The AQSC is an advisory committee of the Regional District with a mandate to improve air quality in the North Okanagan and was charged with drafting the regional Air Quality Action Plan. The Terms of Reference for the Committee indicate there may be 12 voting members including representatives from local government (3), community organizations (2), health (1), industry (2), agriculture (1), forest service (1), environmental technician (1), and First Nations (1). Unfortunately, local bands have not been sending representatives to AQSC meetings.

Political support

Support for the AQSC is growing but is not yet universal among municipalities and electoral areas. Local government membership includes political representatives from the District of Spallumcheen, Lumby and Area B, and a staff representative from the City of Vernon. The City of Armstrong, and District of Coldstream also support this function, but they do not yet have political representation. Coldstream will likely appoint a political representative by the end of 2007.

Electoral Areas D, E, F and the City of Enderby have opted out for the time being. In the case of Area D, support for the air quality function went to an Alternative Approval process and roughly 13% of the population voted not to participate. The Approval process occurred amidst public confusion regarding the mandate of the AQSC. Enough voters were mistakenly convinced that AQSC meant to introduce a ban on open-burning and the use of wood-burning appliances; this conviction created a wave of non-support.

Staffing and Funding

According to the Terms of Reference, the Committee is supported by a significant group of resource people from Ministry of Environment, Ministry of Forestry, local fire departments, Argo Road Maintenance, and technical staff that supply their expertise as needed. As with many committees, participation by all stakeholders on a consistent basis is highly desired, but is not always reflected by attendance records.

A part-time staff position was established by RDNO in 2005, with duties being split between waste reduction and air quality. With recent changes in staffing at RDNO, the air quality function is now a component of the full time Waste Reduction Coordinators duties. The budget for the air quality component is set at 600 hours per year at \$53 per hour for an annual cost of \$31,800.

Priority Pollutants and Monitoring

The Committee has prioritized particulate matter caused by smoke and dust as the priority pollutant to be addressed. Vehicle emissions were also identified as a priority source of air pollution. There are four air quality monitoring stations in the region. The main station at the Vernon Science Centre was installed in October 2002, and is tracking hourly concentrations of NO₂ (nitrogen dioxide), O₃ (ozone) and PM₁₀ (particulate matter).

Central Okanagan

History

Air quality management planning in the Central Okanagan began with the formation of the Central Okanagan Regional Air Quality Committee in 1998. Consisting of a group of elected officials from municipalities and areas of the Central Okanagan Regional District, the Committee fulfills an air quality monitoring and education/public awareness and advocacy function. Through public input and with provincial and federal staff encouragement, the Committee has been “charged with the development and implementation of Air Quality Management Plans for the Regional District of Central Okanagan subject to Regional Board approval.”

The current Air Quality Management Plan was developed by the Regional Air Quality Committee through public dialogue and in consultation with representatives from provincial and federal agencies, public health, municipal managers and politicians. Key agencies involved in the process included the Ministry of Environment, Environment Canada, Interior Health Authority, Ministry of Agriculture, Ministry of Transportation, Health Canada and the BC Lung Association. This AQMP builds on the success of the ‘Regional Growth Strategy Air Quality Discussion Paper, Planning for the Future’ developed in 2001, which has guided regional efforts to improve air quality over the past six years.

Legal Structure and Membership

Air quality is handled by a Regional District Committee of the Board with representation by the Districts of Peachland and Lake Country, the City of Kelowna and the entire Regional District (Westside and Central Okanagan East electoral areas).

Political support

Support for the air quality committee and the Plan is across the board. The District of Lake Country opted out for 5 years (2001 to 2005) due to budget constraints.

Staffing and Funding

There is one full-time equivalent air quality coordinator position shared between two staff members as well as supplemental support from their manager. Staff duties are split between planning, education and the operation of various emission reduction programs. All staffing is provided by the City of Kelowna, and the air quality function is funded by political members of the committee (i.e. Regional District of Central Okanagan and member municipalities).

With its adoption by the Regional Board and the Councils of Kelowna, Peachland and Lake Country, the new AQMP outlines future direction for policies and actions over the next five to ten years. This Plan incorporates the most recent trends in airshed management, issues, priorities and community input. The AQMP will be implemented through an annual priority setting process and annual budgets as directed through the Regional Air Quality Committee and Regional District Board.

Priority Pollutants and Monitoring

The two air pollutants of greatest concern in the Central Okanagan are Particulate Matter (PM) and Ozone (O₃), because they are widespread and can have serious impacts on our health and environment. Major sources in Central Okanagan being targeted include Open Burning, Solid Fuel Burning Appliances, Vehicles (Cars, Trucks and Buses), Industrial, Commercial and Institutional Sources, Construction and Agricultural Equipment.

There is one state of the art monitor located at Okanagan University College in Kelowna. Five air pollutants are measured: CO, NO₂, O₃, PM₁₀ and PM_{2.5} and SO₂. PM_{2.5} has been continuously monitored since 1997.

Okanagan-Similkameen

History

The Air Quality Management Planning process for the Regional District of Okanagan-Similkameen started in 2001 when citizens along with Interior Health, B.C. Environment, Environment Canada and the B.C. Lung Association brought together experts and concerned citizens in Penticton. Jane Coady, a Director at the Regional District and City of Penticton Councilor, seized the opportunity to form an advocacy group to address air quality and also to provide programs and education on air quality in the RDOS. From this group came a partnership between the RDOS and North and Central Okanagan Regional Districts, known as the Okanagan Valley Airshed Coalition, to share experiences and expertise for the betterment of all Valley residents.

In 2003 the Board established the RDOS Air Quality Stakeholder Committee with specific guidelines and goals and in June 2006, the current Plan was adopted.

Legal Structure and Membership

Air quality is handled by a Regional District Committee of the Board with representation by RDOS Board Directors, stakeholders and technical advisors. Names are put forth to the RDOS Board and then approved by the Board.

Political support

Political membership on the Air Quality Committee has grown each year, with only areas B and F not formally represented. However, representatives from these two areas have attended and provided comments at some meetings.

Staffing and Funding

Responsibility to undertake implementation of the RDOS Air Quality Management Plan remains with the RDOS Air Quality Committee and RDOS Air Quality staff. There is one temporary full-time staff person addressing air quality issues. 2007 Budget for Air Quality programming, education and staff is \$155,843.

Priority Pollutants and Monitoring

Particulate Matter_{2.5} (PM_{2.5}) has been identified as the primary risk, and the Air Quality Committee has prioritized garbage burning, open burning (wood and yard waste), engine emissions, and dust as priority pollutant sources. There lone monitoring station in the region is located in Osoyoos and tracks hourly average values for CO, NO₂, Ozone, PM₁₀ and SO₂. This monitoring station is located very close to the U.S. border and was sited as part of a transboundary pollution tracking project.

Political Differences or Problems/Conflicts

No extreme political differences were reported or could be found in the documentation for the three airshed plans. The very existence of the Coalition proves there is much common ground despite varying political support within each region. Three main reasons did surface for setbacks in Plan support and implementation as follows: rural attitudes towards open burning, miscommunication or misunderstanding about the intentions and strategies of the air quality committee, and inadequate funding.

In Okanagan-Similkameen, rural Directors are in support of Air Quality programs and the 2007 Air Quality budget was passed with the biggest dollars of any year. Still, the budget is not adequate to carry out existing programs where one will see a huge impact. There are some smaller municipalities in the RDOS that agreed to the budget but do not yet have restrictions on yard waste burning.

Challenges reported in the RDOS also include public education and awareness. While the coordinator there feels that the intentions and strategies of the air quality committee are generally supported, there are still questions in the community circulating regarding the severity of the risk of smoke to public health and a conviction that vehicle emissions are worse.

To address these issues the following best practices are suggested:

- Nurture diverse funding partnerships
- Ensure that air quality goals are fully integrated into economic development, growth management, transportation planning and official community plans
- Ensure that all department heads of the Regional Districts are well versed in the aspects of airshed management planning that overlaps with their department functions
- Offer continuous and well-researched public education backed up by agencies both inside and outside of the airshed
- Continued participation in provincial air quality networks combined with lobbying and support for senior agencies such as Interior Health and the Ministry of Environment to design and finance public education campaigns
- Strategic planning around local elections and by-elections in terms of communication messages, target audiences, and workplan priorities
- Establish research goals for the Okanagan Airshed Coalition and lobby senior government to fulfill

Local elections are held every three years in British Columbia and general voting day is always the third Saturday in November. By-elections may be called at other times to fill vacancies. The next elections are set for November 15, 2008.

Plan Component Comparison

This comparison of Plan components provides an overview of broad Plan components, namely goals, performance measures and strategies. The comparison then examines strategies outlined in each Plan for reducing emissions. Each Okanagan region's plan follows the standard pattern of a phased approach over many years, targeting multiple emission sources and involving multiple stakeholders.

All three plans have prioritized particulate matter from smoke and road dust as the largest health concern, but also target Ozone from vehicle emissions. These first two pollutants were identified as priorities through air quality and meteorological monitoring provided by the BC Ministry of Environment. This data provides hourly readouts of pollutant concentrations which can then be used to identify longer term trends and clearly indicate if provincial air quality objectives and Canada Wide Standards are being exceeded. In addition, all three airsheds have one community (Vernon, Kelowna, and Osoyoos) being monitored under a pilot website project called **AirPlay**⁵. This project provides a simple rating on air quality and associated health risks according to the Air Quality Health Index for 14 BC communities in total.

Air Quality Goals

All three plans are very clear about the basic desire to protect public health through acceptable air quality. Central Okanagan and Okanagan- Similkameen specifically include integration of air quality goals into other areas of growth management and make a clear link with climate change. RDNO also refers to integration of goals and links with climate change in their Plan discussion on recommendations. A comparison of Plan goals by region is provided in Table 2; it is possible that some variance in goals is due to the date of adoption, with RDCO being the most recent in May 2007, followed by RDOS one year earlier (June 2006), and RDNO two years earlier in April 2005.

Table 2 – Comparison of Plan goals

Central Okanagan	North Okanagan	Okanagan-Similkameen
<ul style="list-style-type: none"> • Ensure that citizens in the Central Okanagan have healthy air to breathe, by meeting /exceeding Canada Wide Standards and Provincial air quality objectives. • Ensure continuous improvement in air quality throughout the community/ region. • Educate and inform communities on air quality issues, especially the connection between air quality and health. • Lead by example and bring about changes in behaviour as needed to protect air quality. • Integrate regional air quality goals into all policies (i.e. land use planning, transportation planning, greenhouse gas management and energy management). • Facilitate cooperation with all levels of government for continued comprehensive monitoring of air quality. 	<ul style="list-style-type: none"> • less smoke in the Valley, • less dust in the air, • fewer emissions and • fewer kilometres traveled on our roads. 	<p>Air Quality in the Regional District Okanagan-Similkameen will be safeguarded and improved so that it:</p> <ul style="list-style-type: none"> • Consistently protects and promotes human and environmental health • Promotes excellent visibility • Addresses issues of global warming and climate change • Addresses unforeseen negative impacts upon air quality • Enhances economic development

⁵ <http://www.airplaytoday.org/>

<ul style="list-style-type: none"> • Harmonize regional air quality initiatives with the objectives of other agencies and all levels of government. 		
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Performance measures

The performance measures used vary between the three plans, most likely resulting from variations in availability of reliable and representative air quality monitoring data. North Okanagan and Okanagan-Similkameen recommend an annual review of the Plan and its strategies. Central Okanagan by contrast has five specific performance measures related to observed daily and annual concentrations of PM10, PM2.5 and Ozone. The RDCO Plan also calls for a 5 year review over the implementation period of 2007 – 2015.

In their Clearing the Air plan, Central Okanagan reports significant success with emission reduction initiatives. “According to data from the Ministry of Environment, air contaminant emissions in the region were reduced by 1,359 tonnes in 2005 due to the various programs and bylaws initiated by the RDCO Air Quality Committee. In fact, the Central Okanagan recorded the lowest concentration of PM_{2.5} (combustion sources, smoke from burning, emissions from vehicles) since monitoring of this pollutant started in 1997.”

Ministry of Environment officials note that 2006 values definitely do not represent the lowest values since 1997, even after correcting forest fires, as the annual average and 98 percentiles were 5.2 and 21.6 ugm-3 respectively. Furthermore, based on the latest data, MOE also notes that there has been no trend in the PM2.5 data for Kelowna since 1997, after fires are excluded.⁶

North Okanagan had an emissions inventory completed by MOE in 1995; this was updated with 2000 data but the results were not available in 2005 when their Plan was adopted. Okanagan-Similkameen and Central Okanagan do not have an emissions inventory for their airshed, although CORD has identified using an emissions inventory that is updated every 5 years as a strategy in their plan.

The completion of an Emission Inventory is a standard approach to problem identification, and is very effective at defining the contribution of each pollutant source to overall ambient air quality for the year the inventory is done.⁷ An extra effort should be made to communicate inventory limitations to the public if it is used in communication pieces. An emissions inventory is a snapshot in time and provides a generalized picture of air quality for a large region. The contribution of each source can and will vary over time, and by specific location in an airshed. An emissions inventory for the entire Okanagan Airshed may be necessary to convince key stakeholders to participate in implementation of certain strategies.

Table 3 – Comparison of Plan performance measures

Central Okanagan	North Okanagan	Okanagan-Similkameen
Ensure that the daily average concentrations of PM10 remain below the provincial air quality objective of 50 micrograms per cubic meter. Achievement to be based on the 98th percentile ambient measurement annually, (not the extreme maximum daily average) averaged over 3 consecutive years.	No specific performance measures included in Plan. Recommendation for annual review included in Plan.	No specific performance measures included in Plan. Recommendation for annual review included in Plan.

⁶ E-mail correspondence with Ralph Adams forwarded by Janice Johnson on November 29, 2007.

⁷ The RDCO Regional Growth Strategy Air Quality Discussion Paper (2001) recommended that an emissions inventory for the entire Okanagan airshed be completed and identifies parameters for this research.

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Central Okanagan	North Okanagan	Okanagan-Similkameen
Ensure that the daily average concentrations of PM10 remain below the provincial air quality objective of 50 micrograms per cubic meter. Ensure that the daily average concentrations of PM2.5 remain below the Canada Wide Standard of 30 micrograms per cubic meter.	See above	See above
Ensure that the average ozone concentrations of the eight highest consecutive hourly observations each day remain below the Canada Wide Standard of 130 micrograms per cubic meter (65 parts per billion) (based on the 4th highest daily maximum for each year, averaged over 3 consecutive years).	See above	See above
Ensure the annual average PM2.5 concentration does not exceed the highest annual average measured since 1998 recorded at 6.5ugm-3 (ignoring those PM2.5 concentrations that were influenced by wildfires).	See above	See above
Ensure the annual average PM2.5 concentration will decline (ignoring wildfires) from 2007 to 2015.	See above	See above

Emission Reduction Strategies

Cost-benefit analysis

In the development of a plan, certain consideration must be given to the costs and benefits associated with each strategy as well as the resources that will potentially be available for Plan implementation. A formal cost-benefit analysis is a complex task and was not undertaken by any of the three partners. RDNO does report however that “a full cost benefit analysis of the specific amount of emissions reduced from any emission reduction measures was contemplated in this process but the required emissions factor data has yet to be received from Environment Canada. In the absence of this data, and in the interest of keeping the planning process on track, the AQSC considered potential benefits, possible total costs and local applicability.” RDCO identifies working with Environment Canada for this purpose as well.

RDCO makes the point in their plan that “...strategies that could increase the Air Quality Program budget would not be implemented unless financial and staff support from senior levels of government could offset that cost. The AQMP will be implemented through an annual priority setting process and annual budgets as directed through the Regional Air Quality Committee and Regional District Board.”

Naturally, this approach is also true for RDNO and RDOS. As noted in the discussion on goals, links to other community planning goals and co-benefits of improving air quality such as increased tourism, reduced greenhouse gas emissions, and reduced health costs do result in both “avoided costs” and the opportunity for revenue generation. For example, the costs of implementing emission reduction strategies will be somewhat offset as a result of reduced energy consumption. All plans indicate that funding from climate change envelopes can be explored.

From the RDCO plan, we learn that a study of “Health Effects and Benefits Estimates” completed by Environment Canada in 2006 demonstrates that even small improvements in air quality (PM_{2.5} and ozone) will yield substantial economic benefits to the healthcare system. For the Regional District of Central Okanagan the quantifiable annual benefits estimates associated with a 10% improvement in PM_{2.5} and ozone are \$16,646,630 for PM_{2.5} and \$1,833,540 for ozone.

Financial contributions to Airshed Management Plan implementation from the Ministry of Health are not yet in place for the Okanagan Airshed, however, this type of partnership is viable and is meeting with evolving success in the Bulkley Valley-Lakes District airshed for the Woodstove Exchange Program. While even modest financial contributions are appreciated, the real benefit of this partnership is having the BC Ministry of Health logo on promotional material, underscoring the links between improved air quality and health to the general public who may be unaware or unconvinced. In the meantime, the common sense approach to strategy implementation is that the low cost, easily implemented emissions reduction cost measures should receive the highest priority.

Strategy implementation

Table 4 provides a breakdown of sources addressed in each plan, and lists where a common strategy exists in all three plans. All three Plans have prioritized smoke from open burning and wood burning appliances. Vehicle emissions are emerging as a new priority pollutant and much to the dismay of all three regions, federal funding for voluntary clinics was recently cut and these programs had to be discontinued. There is a desire by the RDOS to target vehicle emissions more aggressively but staffing limitations are preventing the introduction of new programs.

Smoke from wood burning appliances and open burning (from agriculture) as well as road dust have emission reduction strategies common to all three regions. Public education for all sources already enjoys overlap between all three regions and further opportunities are being explored.

Table 4 -- Comparison of strategies by source

Source	RDCO	RDNO	RDOS	Common Strategies
Open burning - forestry	√	√	√	
Open burning - agriculture	√	√	√	Agricultural chipping; integration with Solid Waste Management programs.
Backyard open burning and garbage burning	√	√	√	Public education
Wood burning appliances	√	√	√	Woodstove exchange program (annually since 2001) Public education
Landclearing	√	√	√	
Road dust -- paved roads	√	√	√	Timing of sweeping, traction material, spring cleanup, suppressant material, speed limits
Road dust -- un paved roads	√	√	√	Timing of sweeping, traction material, spring cleanup, suppressant material, speed limits
Road dust -- other	√	√	√	
Vehicle engine emissions	√	√	√	Voluntary AirCare clinics (until funding cut). Valley-wide public transit system.
Non-road engine emissions	√		√	Public education
Locomotive emissions		√		
Other industry	√	√	√	Support and lobby for higher level initiatives.

To present a more detailed comparison of strategies, the consultant developed a table of strategies using plan components described in the Guide to Airshed Planning in British Columbia (2004).⁸ Table 5 lists the generic airshed planning strategy name, as well as the specific name and implementation date of each Regional Plan strategy (if available). Strategies are grouped into two major categories: technical (dependent on science and technology, including regulated emission standards) and non-technical (dependent on policy and education).

A direct comparison of strategies implemented is somewhat challenging as strategies do vary between the Plans and evidence of a strategy implementation was not always obvious using information available to the consultant. Where a direct comparison was possible, strategies not yet implemented by a particular region are indicated with an (NI) for Not Implemented. Variations on generic strategies are noted by a description under each region's column.

⁸ BC Ministry of Environment, March 31, 2004. Guide to Airshed Planning in British Columbia, by R.J. Williams and K.K. Bhattacharyya for the Water, Air and Climate Change Branch, Victoria BC Canada.
www.env.gov.bc.ca/air/airquality/pdfs/airshedplan.pdf

Table 5 – Comparison of Plan strategies

(NI) – not implemented NA= Not applicable or noted in the Plan

Component	Central Okanagan	North Okanagan	Okanagan-Similkameen
Technical Emission Reduction Strategies			
Application of best available technology to all emission sources within a facility in the airshed, e.g., pulp and paper production, nonferrous smelting, cement manufacturing, natural gas processing plant and petroleum refining and storage facilities	Lobby senior govt to improve non-road engine emission standards (includes watercraft) and work with local industry to implement Best Management Practices to limit contaminant emission impacts.	Encourage local companies to exceed provincial standards.	Support federal, provincial and local AQ initiatives that encourage reduction of pollutants.
Development and enforcement of more stringent emission standards for specific industrial sources, wherever applicable	Ongoing including lobbying provincial government to develop ICI emission reduction programs.	Ongoing monitoring	Support federal, provincial and local AQ initiatives.
Control of emissions from industrial and commercial boilers and heaters	As above.	Ongoing monitoring	Support federal, provincial and local AQ initiatives.
Switch to cleaner fuels	Encourage non-road diesel engine retrofits and accelerate use of cleaner fuels.	Encourage environmental purchasing policy and lobby senior govt. Diesel retrofits.	Support federal, provincial and local AQ initiatives.
Energy and resource conservation measures	Development of regional GHG inventories; Energy Management Committee (1995 – City of Kelowna); Sustainable Building Pilot Project (2004).	Support federal, provincial and local AQ initiatives that encourage reduction of pollutants.	Support federal, provincial and local AQ initiatives that encourage reduction of pollutants.
Strict schedule for phasing out of beehive burners for wood waste	NA – MOE jurisdiction	NA – MOE jurisdiction	NA – MOE jurisdiction
Enforcement of regulations on residential wood burning heating appliances	Regional Smoke Control Bylaw No. 773 (Oct. 2005) ⁹ – by complaint only	NA and (NI). Considering bylaw similar to RDCO.	NA but considering for new development.
Restrictions on open burning of biomass and wastes	Regional Smoke Control Bylaw No. 773 (Oct. 2005) – proactive enforcement	Create a Regional Bylaw (NI) – most bylaws focus on safety only. Education on Best Practices in effect, more needed. Need review and update of bylaws and proactive enforcement.	Under consideration – most bylaws focus on safety only. Education on Best Practices in effect.
Gasoline vapour recovery at bulk transfer	NA	NA	NA

⁹ A consolidated bylaw which includes Bylaw Nos. 781 (1998), 969 (2002), 1059 (2004) and 1130 (2005)

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Component	Central Okanagan	North Okanagan	Okanagan-Similkameen
and service stations Requirement of low-sulphur diesel oil, cleaner gasoline and alternative fuels for motor vehicles	Encourage BC Transit to use low emission vehicles; lobby senior govt to provide incentives to consumers and improve to implement fuel efficiency standards. Promotion of NRCan's Sustainable Fleet Management Policy.	Support federal, provincial and local AQ initiatives that encourage reduction of pollutants.	Support federal, provincial and local AQ initiatives that encourage reduction of pollutants.
Motor vehicle emissions inspection and maintenance program	Promotion of NRCan's Sustainable Fleet Management Policy. Vehicle emission clinics (discontinued)	Continue sponsorship of voluntary emissions clinic discontinued by Federal Gov't	'Let's Drive Green!' - Free Vehicle Emission Testing discontinued by Federal Gov't
Non-technical emission reduction strategies			
Public awareness and communication programs	Ongoing and integrated into other programs i.e. Open Burning Best Practices Brochure, Open Burning Hotline, Living Greener and Natural Yard Care, Burn It Smart (Wood Stoves), Anti-idling. Educational website (RDCCO and City of Kelowna)	Ongoing and integrated into other programs i.e. Green Living and Natural Yard Care, Burn It Smart, Anti-idling. Educational website. Work more with First Nations. Partnerships -- climate change, go for green, ICBC, Cycling Advisory, Ribbons of Green.	Ongoing and a key feature of Plan. Homeowner education re: what not to burn, how to burn and harmful effects and alternatives. Agricultural groups. Clean Air Day, Burn it Smart, Educational website. Anti-Idling Programs(NI) PSA'S
Restrictions on wood burning appliances on poor air quality days	Regional Smoke Control Bylaw in Fire District areas No. 773 (Oct. 2005) -- by complaint only Restrictions on poor air quality days are not in place, since we rarely have fair or poor air quality during the indoor wood burning season. None of the regions have restrictions on poor air quality days.	"Please don't light tonight" campaign (NI)	NA as no monitoring stations to determine poor air quality days.
Replacement program for inefficient, high-polluting, woodburning appliances	Great Okanagan Wood Stove Change Out Program (annually since 2001)	Great Okanagan Wood Stove Change Out Program (annually since 2001)	Great Okanagan Wood Stove Change Out Program (annually since 2001)
Environmental stewardship programs by local authorities, major employers and community organizations	Agricultural Chipping Program (2004); Anti-Idling policy adopted by RDCCO, City of Kelowna, and Districts of Peachland and Lake Country.	Spot forecasting for forestry open burning. All levels of govt to adopt anti-idling policy (NI)	On site chipping of orchard waste -- pilot project (2007) Agriculture Plastics Recycling Program -- pilot project (2006 and 2007)

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Component	Central Okanagan	North Okanagan	Okanagan-Similkameen
Land-use and transportation planning by local authorities	Central Okanagan Smart Transit Plan (2005)	NI	NI
Development of pedestrian-friendly regional city/town centres and other major activity centres	NA although Smart Growth urban planning principles are promoted in the Plan.	NA although Smart Growth urban planning principles are promoted in the Plan.	NA
Provisions for carpooling/ridesharing and bicycling for employees by major employers	Transportation Demand Management	NI – Carshare, park and ride, car pooling.	NI
Employer-based incentive programs to reduce commuting to and from working place (such as telecommuting, flexible work days and hours, transit-use incentives)	Transportation Demand Management	NI	NI
Introduction or improvement of public transit system, wherever possible	Transportation Demand Management – Bus Rapid Transit system resulting from Smart Transit Plan.	NI – promote valley-wide transit system i.e. connect OUC campuses, light rail transit.	NI – promote valley-wide transit system
Transportation control measures of any appropriate kind, wherever possible (these measures include: route and vehicle restrictions, parking management and restrictions, traffic flow improvements, etc.)	Transportation Demand Management.	Valley-wide Air Care (NI), parking fees.	NI
Vehicle use restrictions on poor air quality days	NA	NA	NA
Scrapping program for old, high-polluting vehicles	Cash for Clunkers	NI	Support federal, provincial and local AQ initiatives.
Okanagan originals			
Venting Index (VI) must be good before burning is allowed.	1998 introduced. 2006 VI increased to 65 from 55.	Promote OBSCR VI level (55) Improve accuracy of VI	Promote OBSCR VI level (55) as well as RDC0 (65); want to see a provincial increase.
Promote new Air Quality Health Index	2006	2006	2006
Harmonize regulation and policy among all fire protection areas and timber supply areas (Ministry of Forests and Ministry of Environment)	Ongoing	Coordination of burning, alternatives to burning (9 provided), spot forecasting.	Working on dialogue.
Integration of AQ goals into long-range plans and working with other departments	Regional Growth Strategy, City of Kelowna Strategic Plan, Regional Transportation	Solid Waste Management – composting as alternative to	Solid Waste Management – plastic recycling 1-7 (NI).

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Component	Central Okanagan	North Okanagan	Okanagan-Similkameen
<p>to implement programs.</p> <p>Work with MOE to improve ambient air quality monitoring network.</p> <p>Work with Env. Canada and MOE to complete detailed emission inventories.</p> <p>Work with Env. Canada and MOE to facilitate further research.</p> <p>Work with Env. Canada on cost/benefit analysis of emission reduction measures.</p> <p>Okanagan Airshed Coalition – partner on implementation of common plan strategies.</p> <p>Reduction of Dust Particulate Matter.</p>	<p>Plan and municipal OCPs. Solid Waste Management (although not explicit in Plan)</p> <p>Ongoing</p> <p>Ongoing</p> <p>PM source apportionment studies. Dispersion modeling. Emission forecasting.</p> <p>Ongoing</p> <p>Ongoing since 2003.</p> <p>Dust control strategies already in place (may be for Kelowna only) include:</p> <ul style="list-style-type: none"> • Extensive liquid magnesium chloride program has reduced sanding volumes. • Earlier seasonal sweeping to reduce dust impacts. • State of the art sweeping equipment to reduce dust. • Zoning and Nuisance Bylaw Provisions <p>Alternatives to gas powered lawnmowers - public education</p>	<p>burning; no tipping fees for farmers.</p> <p>Encourage local industry to install monitors.</p> <p>Ongoing</p> <p>PM source apportionment studies.</p> <p>Ongoing</p> <p>Ongoing since 2003.</p> <p>Road dust from paved and unpaved roads – Timing of sweeping, traction material, suppressant material, speed limits (NI)</p> <ul style="list-style-type: none"> • Other dust sources – construction sites, parking lots, industry, industrial and leaf blowers NI • Use of windbreaks. (NI) • Phytoremediation (NI) • Arbour Day (NI) • Zoning and nuisance bylaw provisions(NI) • Land use permits (NI) • Dust permit system (NI) <p>NA</p>	<p>participation in valley-wide chipping program, composting, agricultural wood prunings and tree removal. Integration in Regional Growth Strategy (NI)</p> <p>Support federal, provincial and local AQ initiatives.</p> <p>Support federal, provincial and local AQ initiatives.</p> <p>Support federal, provincial and local AQ initiatives.</p> <p>Support federal, provincial and local AQ initiatives.</p> <p>Ongoing since 2003.</p> <ul style="list-style-type: none"> • Road dust from paved and unpaved roads – Timing of sweeping, traction material, spring cleanup, suppressant material (NI) • Other dust sources – construction sites, parking lots, industry, industrial and leaf blowers. (NI) • Use of windbreaks. (NI) • Phytoremediation (NI) • Arbour Day (NI) • Bylaw provisions(NI) • Land use permits (NI) • Dust permit system (NI) <p>Alternatives to gas powered lawnmowers (NI)</p>

Common Threats

Rapid and substantial population growth resulting in urban sprawl is by far the most serious threat to all three Coalition partners.

The Memorandum of Understanding for the Okanagan Airshed Coalition states that “air pollution threatens public health, vegetation and agricultural crops. It can also damage materials, reduce visibility, and affect tourism.” The Memorandum goes on to say that “population growth, waste disposal practices, topography and weather patterns have contributed to air quality problems in the Okanagan Airshed” and cites an expected population increase of 50% over the next 20 years.

Substantial population growth, both seasonal and permanent, has many implications for air quality, including:

- increased emissions from vehicle traffic
- increased emissions from air travel
- increased employment activities and associated emissions
- increased number of residents who are “at risk” for health problems associated with air quality

In the October 2001 Regional Growth Strategy Air Quality Discussion Paper, it was noted that within the larger Okanagan-Similkameen Health Region the current estimate is that 10% of the population is “at risk” for health problems associated with air quality. This poses and will continue to pose substantial costs to regional health care services.

Provincial and federal government commitment to airshed management planning will play into future threats to the Okanagan Airshed. Adequate staffing and resources to provide air quality monitoring and analysis as well as compliance monitoring and enforcement for environmental regulations are much valued components of any Plan implementation. Continuous review and development of policies, research, and infrastructure for health and environmental protection will be critical over the next 20 years as the region grapples with the implications of climate change and the rapid population growth.

Local and senior government commitment to sustained Plan implementation and monitoring, as well as improved coordination for Okanagan airshed protection will be critical. There is no room for complacency in a shifting climate, a shifting economy, and shifting health standards. Air quality protection initiatives must be tended to and nurtured if they are to meet with success year after year.

Similar to the movement in the waste management policy arena, airshed planners must begin to think about zero emissions and in particular net zero ghg emissions. The weather patterns and topography that make the Okanagan such a desirable place to live also make this airshed particularly vulnerable to sources of air pollution over which we have no control, such as wildfires and dust. A zero emission strategy is a design principle for industry and manufacturing, but it is also an environmental planning principle that advocates taking the high road. If we reduce the burden on the airshed by reducing sources that we **can** control, the airshed and its population will have a better chance of absorbing unexpected sources that we **cannot** control. In today’s terms, all of this means that the best available, economically feasible, control technology (BAEFCT) must be the standard, given the sensitivity of the Okanagan airshed.

Conclusions

The consultant offers the following conclusions from this brief review:

- Much good work has been done and is underway by the Air Quality Committees and their coordinators.
- Several key emission reduction strategies are yet to be implemented related to transportation emissions but many of these rely on senior government financial and regulatory support.
- Significant support from senior government seems to be forthcoming from both the air quality and climate change portfolios.
- Coordination with other airsheds in the province on education programs¹⁰ and emission reductions in specific sectors such as forestry will reduce the burden on the Coalition.
- Goals and performance measures can be fine-tuned in an Okanagan airshed wide plan.
- Most emission reduction strategies can and should be implemented valley-wide and doing so would benefit the entire airshed and the overall implementation budget.

References cited

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¹⁰ Using a community-based social marketing approach to design and deliver education programs will likely yield better results than traditional communication methods. For more information on this style of education, visit toolsofchange.com.

APPENDIX A – PM2.5 Median Values for Kelowna and Vernon

PM10 and 2.5 annual median daily concentrations for Kelowna		
Year	PM ₁₀	PM _{2.5}
1994	17	
1995	15	
1996	13	
1997	13	
1998	14	5.5
1999	12	4.2
2000	13	4.9
2001	14	4.7
2002	13	4.8
2003	14	4.6
2004	13	5.0
2005	13	4.1
2006	13	4.1

Summary of TEOM PM2.5 daily data for Vernon Science Centre						
Year	Capture	Max	Median	98th%	CWS metric	Exposure
	%	ug/m3	ug/m3	ug/m3	ug/m3	ug years /m3
2003	100.0%	130.8	6.3	27.4		538
2004	100.0%	25.6	6.1	18.7		153
2005	99.5%	19.2	4.79	14.5	20	61
2006	99.30	35.4	5.0	19.5	18	98

Mary Jane Drouin

From: Mary Jane Drouin
Sent: December 18, 2007 8:21 AM
To: Brian Reardon - CAO NORD; Chair Dan Ashton (RDOS); Chair Jerry Oglow (NORD); Chair Robert Hobson (CORD); Gerri Logan (RDOS); Jason Johnson - CAO RDOS; LoisLeah.Goodwin@gems7.gov.bc.ca; Mayor Graham Reid; Mayor Jake Kimberley; Mayor John Slater; Mayor Wayne Lippert; Patty Hanson; Sharon Shepherd; Stan Field (NORD); Wayne d'Easum
Subject: FW: Final Air Quality Discussion Paper version attached
Attachments: OAC plan comparison report Dec 14 2007 FINAL.pdf

From: Sharon Shepherd [mailto:SSHEPHERD@kelowna.ca]
Sent: December 17, 2007 7:01 PM
To: Mary Jane Drouin
Cc: Wayne d'Easum
Subject: FW: Final Air Quality Discussion Paper version attached

Mary Jane,
Please submit this plan to the Regional District committee with the following comments.

We had a meeting regarding the future of air quality in the valley and recognized that a great deal of work has already occurred with the three districts identifying an approach. We also believe that speaking with one voice to other levels of government would give us a great advantage over other areas. We therefore submit the OAC plan comparison report as a report to be considered.

The paper describes "Where we are" and assumes that there will be 3 separate regional districts. We recognized that if we continue with this approach that we may not be able to achieve an "ideal" approach to air quality. The difficulty is that despite all 3 regions being committed that there is definite inequality. Problems occur as communities opt in and out of the service. Performance measures need to be a standard and the vision of having one regional approach would result in potentially our valley having one of the best Air Quality Plans in the country.

It was agreed that we should all be aiming for the highest standard and that a "one region" approach should not be weakened by not going for the best. It was clearly understood that Adequate Financing is one of the main issues in achieving this so that alternatives (eg. to burning) for achieving better air quality can be provided as well as funds for education. GVRD may be a model where gas tax could be used and that in the discussion we should start with "Principles" and not be bureaucratic- simple is the message.

We feel that air quality discussions need to clearly include the Provincial Green House Gas plan as part of the program so that it would meet the needs of the Premier. It was also noted that First Nations needs to be at the table to make it extremely successful.

Many years have gone into the regional approach and yet there are many discrepancies between the regions and even within the 3 districts. We can do much better!!

Submitted by Mayor Sharon Shepherd on behalf of Mark Watt (City of Kelowna), Wayne d'Easum (RDCO), Ralph Adams (Ministry of Environment), Janice Johnson (RDOS)

Valley Wide Governance Task Force
-Transportation and Transit sub committee-

“Can you imagine....?”

1. The Service:

The sub committee is tasked with developing an overview of the Transit functions that currently exist in the Okanagan Region and what a Valley Wide Transit function might look like as well as an overview of what a broad based, inter regional Transportation function might look like.

2. Purpose Statement:

The express purpose of discussing a Valley Wide Transportation and Transit function is to challenge the status quo, to identify both the issues and the opportunities and to begin to answer the questions;

- Can you imagine* a seamless valley wide transit system?
- Can you imagine* valley wide integrated land use and transportation planning & policies?
- Can you imagine* transportation policies in harmony with sustainability objectives?
- Can you imagine* the economic benefit that would accrue to the Valley with enhanced, integrated, inter modal initiatives?
- Could you imagine* Metro Vancouver if they didn't?

Deliverables for upcoming discussions of existing strategies and initiatives could include:

- i. Summary statements of international, regional and local airport strategies (Transport Canada)
- ii. Summary statements of Regional and inter Regional transit initiatives (BC Transit & Local Gov.)
- iii. Summary statements from RTAC (Provincial Government)
- iv. Summary statements of current rail service and rail corridor strategies (Transport Canada)
- v. Best practice statements of existing land use, transportation linkages (Local Government)
- vi. Best practice statements in transportation demand management (Transport Canada & Local Gov.)

3. Service Delivery Options:

a) Transit – Transit Services are currently provided through several Operating Agreements between BC Transit, the Regional Districts and the major centers in the Okanagan valley. This has resulted in three efficiently run services however there is no integration nor linkage that connects them.

Consideration should be given to the following:

- i. enter into inter-regional service delivery agreement between the three Regional Districts to create that linkage; or
- ii. create a single transit service serving the entire Okanagan Valley.

b) Transportation – Transportation planning and service delivery is currently a responsibility of the Provincial Ministry of Transportation and Federal Ministry of Transport and falls outside the mandate of the three Okanagan Regional Districts. Consideration could be given to providing direct involvement in Transportation planning and service delivery matters by the three Regional Districts.

c) TDM Consideration should also be given to a Valley-Wide business plan and strategy for Transit Demand Management. The goal would be to develop a Valley-Wide marketing awareness strategy as an early or initial step.

7. Provincial interests

The Valley shares the same interests as the province

- i. That a valley wide approach to managing the function has a greater chance of success as we address environmental issues such as air shed management.
- ii. That a valley wide approach to managing the function will move away from unproductive competitiveness to building an economy based on productivity and efficiency.

8. Possible Change in Regional Governance could accomplish...

- A valley growth strategy that is made more effective through harmonization
- A seamless valley wide transit system
- The development of tangible and sustainable environmental initiatives
- Economic development through complimentary rather than competitive strategies
- Cost effective integrated service partnerships
- Streamlining regulatory obstacles
- Consistent and uniform recognition of First Nations rights, responsibilities and partnerships
- Enhancing municipal capacity through strategic collaborative planning

Governance Sub-Committee Report

After distributing by e-mail information on regional governance structures used in BC and Ontario to its members, the Governance Sub-Committee met on Thursday, December 13th to discuss this and other information and agree on the basis for this report. The report was written by Chair, Graham Reid and RDCO Administrator Wayne D'Easum, circulated to the members of the Committee for comment and revised. The intent of this report is not to exhaustively analyze the pros and cons of structure models, but to provide the basis for discussions by the entire Governance Okanagan Similkameen Committee (GOSC).

For the purposes of this report, the words:

“area wide” means the geographical area included within the boundaries of the Regional District of North Okanagan, the Regional District of Central Okanagan and the Regional District of Okanagan-Similkameen;

“rural area” means an unincorporated area within a regional district from which a Regional Director is elected.

The Sub-Committee’s discussions covered the following:

- What works and doesn’t work about the existing structure and cooperative approaches to issues of area wide concern.
- Principles for the assessment of proposed area wide governance models
- Description of four possible governance models
- Issues not covered by the Sub-Committee but requiring discussion by the GOSC

What works and what doesn’t and the challenges in achieving area wide action, in the view of the sub-committee participants, need not be set out here, but the discussion led to identification of the following principles (in no particular order) for the assessment of proposed area wide governance models:

PRINCIPLES FOR ASSESSMENT OF AREA WIDE GOVERNANCE MODELS

- No additional level of government is to be created.
- Any area wide structure must be able to deliver sub-regional services efficiently and effectively and at the appropriate level
- All participants in an area wide governance structure must have the same will, the same opportunity for information and the same understanding of the issues to participate in area wide decision-making
- Any area wide governance structure must have an efficient and effective decision-making process that is accountable to the electorate

The Sub-Committee discussed the following four models of area wide governance:

- Merging the three regional districts into one, under the existing legislation governing regional districts.
- Regional governance with mainly municipalities as members (with a few exceptions) as in Metro Vancouver and the Capital Regional District (see Appendix A for descriptions of the constituent parts of those Regions).
- The Regional Municipality model from Ontario (using the Regional Municipality of Waterloo as an example)
- Expansion of the Okanagan Basin Water Board model to encompass other issues requiring area wide decision-making

Description of the Models

Merge Regional Districts

The three Regional Districts have the following governance structures:

- NORD – 13 directors – 3 from Vernon, 1 each from Armstrong, Coldstream, Enderby, Lumby and Spallumcheen, 5 rural - Areas B, C, D, E and F (see maps)
- RDCO – 12 directors – 6 from Kelowna, 2 from new Westside District Municipality, 1 each from Lake Country and Peachland, 2 rural – Central Okanagan East and Central Okanagan West
- RDOS – 18 Directors – 4 from Penticton, 2 from Summerland, 1 each from Osoyoos, Oliver, Princeton and Keremeos, 8 rural - Kaleden/Okanagan Falls, Naramata, Okanagan Lake West/West Bench, Keremeos Rural/Hedley, Cawston, Rural Princeton, Rural Oliver and Rural Osoyoos.

Ignoring likely changes in the population per vote ratio, a simple merger would result in a board of 43 directors, 28 municipal and 15 rural. This would mean, for example, that the Director from Armstrong would vote on a development variance permit for rural Osoyoos. The sub-committee members felt that this was challenging, if not undesirable. It was observed that municipal directors have their own councils for local issues and come to the regional board to discuss issues of regional concern, but that rural area directors view the regional board as their local council. The existing regional district legislation could be amended, should that be needed to make a model based on a simple merger work better.

In the RDCO, of the 2006 Census population of 162,276, only about 6,000 now reside outside municipalities or under Westbank First Nations governance. The sub-committee observed that it is quite feasible for the boundaries of the four RDCO municipalities to be expanded to include the two rural areas, but this may not be as feasible in NORD or RDOS.

A suggested alternative is to merge the three regional districts into two, but where the dividing line would be is uncertain (assuming the RDCO would be split with parts moving north and south). Westside and Peachland residents have a natural affinity and connections to Kelowna, not to Penticton and Summerland.

Metro Vancouver/Capital Regional District model.

Metro Vancouver

Four separate corporate entities operate under the name Metro Vancouver: the Greater Vancouver Regional District (GVRD); the Greater Vancouver Water District (GVWD); the Greater Vancouver Sewerage and Drainage District (GVS&DD); and the Greater Vancouver Housing Corporation (GVHC). Metro Vancouver comprises the following 21 member municipalities and one electoral area:

- Village of Anmore
- Village of Belcarra
- Bowen Island Municipality
- City of Burnaby
- City of Coquitlam
- Corporation of Delta
- City of Langley
- Township of Langley
- Village of Lions Bay
- District of Maple Ridge
- City of New Westminster
- City of North Vancouver
- District of North Vancouver
- City of Pitt Meadows
- City of Port Coquitlam
- City of Port Moody
- City of Richmond
- City of Surrey
- City of Vancouver
- District of West Vancouver
- City of White Rock
- Electoral Area A

Electoral Area A is made up of the following unincorporated areas:

- the west side of Pitt Lake
- the northern portion of Indian Arm
- a portion of land between the District of West Vancouver and the Squamish-Lillooet Regional District (excluding the Village of Lions Bay)
- the islands of Bowyer, Passage and Barnston
- the University Endowment Lands (including Pacific Spirit Regional Park)
- the University of British Columbia

As well, the City of Abbotsford is a member of the Metro Vancouver with respect to the provision of GVRD park services

Capital Regional District

The Capital Regional District (CRD) is the regional government for thirteen municipalities (*number of directors in brackets*), Central Saanich (1), Colwood (1), Esquimalt (1), Highlands (1), Langford (1), Metchosin(1), North Saanich (1), Oak Bay (1), Saanich (5), Sidney (1), Sooke (1), Victoria (3) and View Royal (1) and three electoral areas, Juan de Fuca (1), Southern Gulf Islands (1) and Salt Spring Island (1), that are located on the southern tip of Vancouver Island. The urban centre of the CRD is the City of Victoria, and the regional district also includes many of the Gulf Islands, a number of rural municipalities and a vast tract of wilderness that lies along the south-western coast of Vancouver Island.

To get closer to the Metro Vancouver or CRD models, municipal boundaries would need to be expanded area wide to include the rural areas adjacent to existing municipalities. As mentioned above, this is probably more feasible in the RDCO than in NORD or RDOS.

Waterloo Model

Waterloo Region is located in Southern Ontario in the centre of the triangle formed by three Great Lakes: Ontario, Erie and Huron. Three urban municipalities – Cambridge, Kitchener and Waterloo, and four rural townships – North Dumfries, Wellesley, Wilmot and Woolwich, – make up Waterloo Region, with a combined population of over 450,000. The Region is 1,382 square kilometres in area, less than half the size of the RDCO.

The Regional Municipality of Waterloo officially came into being on January 1st, 1973 under the Regional Municipality of Waterloo Act. It reduced the number of local governments in the area from 16 to 8 and established a two-tier system of local government. The regional tier being the Regional Municipality of Waterloo and the local tier being comprised of the 7 area municipalities, namely, Cambridge, Kitchener, Waterloo, Wellesley, Wilmot, Woolwich, and North Dumfries. The Region was to be generally responsible for services and programs that cross municipal boundaries while the local tier was to be responsible for services and programs that were community specific and local in nature. Regional Council is the policy-forming and decision-making body of Regional government. The Regional Chair is the head of Council and is directly elected at large in the community. There are 16 members of Council - the Regional Chair, 8 directly elected councillors (4 from Kitchener, 2 from Cambridge and 2 from Waterloo), and the mayors from the 7 area municipalities - the cities of Cambridge, Kitchener, Waterloo, and the townships of North Dumfries, Wellesley, Wilmot and Woolwich.

While the area municipalities' boundaries include all the area of the Regional Municipality of Waterloo, elections in all 7 municipalities are by ward, giving former rural areas a clearer voice in electing their representative to municipal councils.

For more information, see the first two parts of the Regional Municipality of Waterloo Act (Appendix A). While this Act was repealed by the (Ontario) Municipal Act, 2001, it is easier to read than trying to find all the provisions in the Municipal Act.

Mayor Wayne Lippert has direct experience with the District Municipality of Muskoka, an entity similar to the Regional Municipality of Waterloo.

Expansion of the Okanagan Basin Water Board Model

The Okanagan Basin Water Board (OBWB) is established by supplementary letters patent of the three regional districts. For details of the NORD Supplementary Letters patent see: http://www.obwb.ca/fileadmin/docs/supplementary_letters_patent.pdf.

The OBWB is a unique form of local government, established under these letters patent with taxation powers to support its actions. The Board's jurisdiction is defined by the borders of the Okanagan watershed rather than by political boundaries. This long, narrow strip includes the six main lakes – Okanagan, Kalamalka, Wood, Skaha, Vascux and Osoyoos – and surrounding mountains, stretching from the City of Armstrong to the US border.

The OBWB has twelve directors with designated alternates. The three Okanagan regional districts each appoint three directors; and the Board has recently been expanded to include representatives from the Okanagan Nation Alliance, the Water Supply Association of B.C., and the Okanagan Water Stewardship Council. These new members vote and participate in all but the financial decisions of the Board. Directors hold one-year terms.

The OBWB model could be used to oversee the management, by a semi-autonomous board, of other area wide issues. To have a full discussion on this alternative a model would have to be developed setting out a possible board composition and how it may function.

Next Actions

With the time available, the sub-committee has not evaluated each model using the Principles for Assessment of Area Wide Governance Models set out earlier. It is suggested that this evaluation take place after a thorough discussion of these models on December 19th.

The Sub-Committee is also interested in the Mayors' Council on Regional Transportation and the new TransLink governance structure, established under the South Coast British Columbia Transportation Authority Act, but with the time available could not adequately research the governance structure of those bodies to see if they have any relevance to our circumstances. That information may be available for distribution on December 19th but will not have been discussed by the Governance Sub-Committee.

(Final Report-Dec.17/07)

APPENDIX A

Regional Municipality of Waterloo Act

R.S.O. 1990, CHAPTER R.17

NOTE: This Act was re-enacted on January 1, 1993, under 1991, c. 25, ss. 181(2), 185(1).

Amended by: 1992, c. 15, s. 94; 1993, c. 20, ss. 17, 18, 22; 1994, c. 37, s. 11; 1996, c. 1, Sched. M, s. 38; 1996, c. 4, s. 66; 1996, c. 32, s. 94; 1997, c. 11, ss. 1-3; 1997, c. 29, s. 69; 1997, c. 31, s. 176; 1998, c. 15, Sched. E, s. 41; 1999, c. 14, Sched. F, s. 11; 2000, c. 5, s. 23; 2001, c. 13, s. 28; 2001, c. 25, s. 484.

(NOTE: By Order in Council approved July 12, 1995, the powers and duties of the Minister were transferred to the Minister of Municipal Affairs and Housing.)

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Definitions

I. In this Act,

- “area municipality” means the municipality or corporation of the City of Cambridge, the City of Kitchener, the City of Waterloo, the Township of North Dumfries, the Township of Wilmot, the Township of Wellesley and the Township of Woolwich; (“municipalité de secteur”)
- “chair” means the chair of the Regional Council; (“président”)
- “debt” includes any obligation for the payment of money; (“dette”)
- “highway” and “road” mean a common and public highway or any part thereof, and include a street, bridge, and any other structure incidental thereto or any part thereof; (“voie publique”, “route”)
- “land” includes lands, tenements and hereditaments, and any estate or interest therein, and any right or easement affecting them, and land covered with water, and includes any buildings or improvements on land; (“bien-fonds”)
- “local board” means any school board, public utility commission, transportation commission, public library board, board of park management, board of health, police services board, planning board or any other board, commission, committee, body or local authority established or exercising any power or authority under any general or special Act with respect to any of the affairs or purposes, including school purposes, of the Regional Corporation or of an area municipality or of two or more area municipalities or parts thereof; (“conseil local”)
- “merged area” means a local municipality that was amalgamated with another local municipality or a part of a local municipality that was annexed to a local municipality to constitute an area municipality or the local municipality to which such part was annexed; (“secteur fusionné”)
- “Minister” means the Minister of Municipal Affairs; (“ministre”)
- “Ministry” means the Ministry of Municipal Affairs; (“ministère”)
- “Municipal Board” means the Ontario Municipal Board; (“Commission des affaires municipales”)
- “Regional Area” means the area from time to time included within the area municipalities; (“secteur régional”)
- “Regional Corporation” means The Regional Municipality of Waterloo; (“Municipalité régionale”)
- “Regional Council” means the council of the Regional Corporation; (“conseil régional”)
- “regional road” means a road forming part of the regional road system continued under Part III of the *Regional Municipalities Act*. (“route régionale”) R.S.O. 1990, c. R.17, s. 1.

**PART I
AREA MUNICIPALITIES**

Area municipalities continued

2. (1) The area municipalities are continued with the same name, status and boundaries as they had on the 31st day of December, 1990. R.S.O. 1990, c. R.17, s. 2.

Exception

(2) The boundary between the City of Cambridge and the Township of North Dumfries between,

- (a) the point on the centre line of the road allowance between concessions 9 and 10 (unopened) which is described on Reference Plan 67R-3098 registered in the land registry office for the Registry Division of Waterloo South as the southeasterly corner of Part 4; and
- (b) the point that is the northeasterly limit of the King's Highway No. 8 as that highway is shown on Deposited Plan 807 deposited in the land registry office for the Registry Division of Waterloo South,

is the line that begins at the centre line of the road allowance between concessions 9 and 10 (unopened) and ends at the northeasterly limit of the King's Highway No. 8 and that highway is shown on Deposited Plan 807 deposited in the land registry office for the Registry Division of Waterloo South, as shown on Plan 67G-984 and Plan 67G-983, which plans are registered in the land registry office for the Registry Division of Waterloo South, and the continuation of the curve on Plan 67G-983 across the King's Highway No. 8, the curve having a radius of 1002.106 metres. 1996, c. 4, s. 66.

(3) SPENT: 1996, c. 4, s. 66.

Composition of councils

3. (1) The council of each area municipality shall be composed of a head of council, who shall be elected by a general vote of the electors of the area municipality and the following number of other members of council:

- 1. The City of Cambridge — six members elected by wards, with one member being elected from each ward.
- 2. The City of Kitchener — six members elected by wards, with one member being elected from each ward.

3. The City of Waterloo — five members elected by wards, with one member being elected from each ward.
4. The Township of North Dumfries — four members elected by wards, with one member being elected from each ward.
5. The Township of Wilmot — four members elected by wards, with one member being elected from each ward.
6. The Township of Wellesley — four members elected by wards, with one member being elected from each ward.
7. The Township of Woolwich — four members elected by wards, with two members being elected from one ward and one member being elected from each of the two remaining wards. 2000, c. 5, s. 23 (1).

No board of control

- (2) No area municipality shall have a board of control. 2000, c. 5, s. 23 (1).

Woolwich

- (3) For the purposes of paragraph 7 of subsection (1), the ward having two members is the same ward which, in the 1997 regular election, had three members. 2000, c. 5, s. 23 (1).

PART II INCORPORATION AND COUNCIL OF REGIONAL AREA

Regional Corporation continued

4. (1) The inhabitants of the Regional Area are continued as a body corporate under the name of The Regional Municipality of Waterloo in English and under the name Municipalité régionale de Waterloo in French.

Deemed municipality

- (2) The Regional Corporation shall be deemed to be a municipality for the purposes of the *Municipal Affairs Act* and the *Ontario Municipal Board Act*.

Registry boundaries

- (3) Nothing in this Act shall be deemed to alter the boundaries of any registry or land titles division. R.S.O. 1990, c. R.17, s. 4.

Composition of Regional Council

5. (1) The Regional Council shall be composed of,
 - (a) a chair who shall be elected by general vote of all of the electors of all of the area municipalities;
 - (b) the head of council of each area municipality;
 - (c) two members elected by general vote of the electors of the City of Cambridge;
 - (d) four members elected by general vote of the electors of the City of Kitchener; and
 - (e) two members elected by general vote of the electors of the City of Waterloo. 2000, c. 5, s. 23 (2).

Application

- (2) Section 107 of the *Municipal Act* applies with necessary modifications to the Regional Council. 2000, c. 5, s. 23 (2).

Elections

6. (1) Except as otherwise provided in this Part, the elections to the office of chair and of regional councillor (other than the head of council of an area municipality) shall be conducted in accordance with the *Municipal Elections Act, 1996* to be held concurrently with the regular election in the area municipalities. 2000, c. 5, s. 23 (2).

Qualifications

- (2) A person is qualified to hold office as chair or as regional councillor of the Regional Council if,
 - (a) the person is entitled to be an elector under section 17 of the *Municipal Elections Act, 1996* for the election of members of the council of an area municipality; and
 - (b) the person is not disqualified by this or any other Act from holding the office of chair or regional councillor, as the case may be. 2000, c. 5, s. 23 (2).

Application

- (3) Section 40 of the *Municipal Act* applies with necessary modifications to the Regional Council. 2000, c. 5, s. 23 (2).

Election of chair

- 6.1 (1) For the purposes of electing the chair of the Regional Council,
 - (a) the clerk of the Regional Corporation is the returning officer;
 - (b) nominations shall be filed with the clerk of the Regional Corporation, who shall send the names of the candidates to the clerk of each area municipality by registered mail within 48 hours after the closing of nominations;
 - (c) despite clause (a), the clerk of each area municipality is the returning officer for the vote to be recorded in the area municipality and shall promptly report the vote recorded to the clerk of the Regional Corporation who shall prepare the final summary and announce the result of the vote. 2000, c. 5, s. 23 (3).

Election of regional councillor

(2) For the purpose of electing a regional councillor in an area municipality (other than the head of council of an area municipality),

- (a) the clerk of the Regional Corporation is the returning officer;
- (b) nominations shall be filed with the clerk of the Regional Corporation, who shall send the names of the candidates to the clerk of the area municipality by registered mail within 48 hours after the closing of nominations;
- (c) despite clause (a), the clerk of each area municipality is the returning officer for the vote to be recorded in the area municipality and shall promptly report the vote recorded to the clerk of the Regional Corporation who shall prepare the final summary and announce the result of the vote. 2000, c. 5, s. 23 (3).

Oath, declaration

(3) Every member of the Regional Council, before taking his or her seat, shall take an oath of allegiance in Form 1 of the *Municipal Act* and make a declaration of office in Form 3 of the *Municipal Act* using either the English or the French version of those forms and, in the case of the heads of council of the area municipalities, in those forms as modified appropriately. 2000, c. 5, s. 23 (3).

Regulations

(4) Despite this Act or the *Municipal Elections Act, 1996*, the Minister may by regulation provide for those matters which, in the opinion of the Minister, are necessary or expedient to conduct the 2000 regular elections under the *Municipal Elections Act, 1996* in the Regional Area. 2000, c. 5, s. 23 (3).

Conflicts

(5) In the event of a conflict between a regulation made under subsection (4) and this Act or the *Municipal Elections Act, 1996*, the regulation prevails. 2000, c. 5, s. 23 (3).

Quorum

6.2 (1) A majority of the members constituting the Regional Council is necessary to form a quorum and the concurring votes of a majority of the members present at any meeting are necessary to carry any resolution or other measure. 2000, c. 5, s. 23 (3).

One vote

(2) Each member of the Regional Council has one vote. 2000, c. 5, s. 23 (3).

Different quorum

(3) Despite subsection (1), the Regional Council may, by by-law, adopt a different quorum provision that requires the attendance of more than a majority of its members. 2000, c. 5, s. 23 (3).

Order of Minister

6.3 (1) Despite this or any other Act, the Minister shall, by order, establish six wards in the City of Kitchener and four wards in the Township of Wilmot. 2000, c. 5, s. 23 (3).

Effective date

(2) An order of the Minister under subsection (1) shall come into force on December 1, 2000 and on that date the wards existing in the City of Kitchener and the Township of Wilmot as of November 30, 2000 are dissolved. 2000, c. 5, s. 23 (3).

Vacancies

6.4 (1) If a vacancy occurs on or before March 31 in the year of a regular election under the *Municipal Elections Act, 1996* in the office of a member who is the chair or a regional councillor (other than a head of council of an area municipality),

- (a) the Regional Council shall appoint a person to fill the vacancy, and sections 45, 46 and 47 of the *Municipal Act* apply with necessary modifications to the filling of the vacancy as though those offices were the offices of mayor and councillor, respectively; or
- (b) the clerks of the Regional Corporation and the affected area municipalities shall hold an election to fill the vacancy and sections 46 and 47 of the *Municipal Act* apply with necessary modifications to the filling of the vacancy. 2000, c. 5, s. 23 (3).

By-law

(2) The Regional Council shall by by-law determine whether clause (1) (a) or (b) is to apply. 2000, c. 5, s. 23 (3).

Election year

(3) If a vacancy occurs after March 31 in the year of a regular election under the *Municipal Elections Act, 1996* in the office of a member who is the chair or a regional councillor (other than a head of council of an area municipality), the Regional Council shall fill the vacancy in accordance with clause (1) (a). 2000, c. 5, s. 23 (3).

Expenses

(4) The Regional Corporation shall pay all reasonable expenses incurred by area municipalities with respect to the election under clause (1) (b). 2000, c. 5, s. 23 (3).

Deemed resignation

(5) If a head of the council of an area municipality becomes chair of the Regional Council, he or she shall be deemed to have resigned as a member of the council and the person's seat on the council thereby becomes vacant. 2000, c. 5, s. 23 (3).

**Okanagan Governance Committee
RD Boards Workshop Notes**

Water/Air Quality/ Transportation (incl. transit) -three examples of growth management issues

Questions for the break out groups:

- What are the key policy and service issues that extend beyond existing RD boundaries?
- Could these issues benefit from coordinated and consistent management across the OK/SIM valleys?
- Is the existing RD governance structure a barrier to more effective management of these issues?
- What are other significant barriers to addressing these issues?

Question	Air	Water	Transportation	Mystery
<p>What are the key policy and service issues that extend beyond existing RD boundaries?</p>	<p>Group 1:</p> <ul style="list-style-type: none"> ▪ Difficult to address except by changing behaviours ▪ Wood burning is an essential part of rural living ▪ Wood burning in one part of the valley affects others in other parts of valley ▪ No tax base to support changes <ul style="list-style-type: none"> ○ Similkameen ▪ Need testing facilities valley-wide 	<p>Group 1:</p> <ul style="list-style-type: none"> ▪ Territorial/parochial perspective. → Need to think regionally <ul style="list-style-type: none"> ○ Voluntary? ○ Mandatory? ▪ Domestic, recreation, ecological, agriculture ▪ Source protection regionally, not locally ▪ One Valley wide voice to Province. And Province with one voice (integrated approach) with agencies 	<p>Group 1:</p> <ul style="list-style-type: none"> ▪ Coordination between Federal and Provincial Government for capital construction of roads – policies ▪ Global focus on Regional Service delivery including infrastructure (including railroads) ▪ RGSS should be integrated ▪ Needs of the areas have to be addressed 	<ul style="list-style-type: none"> ▪ Housing/affordability ▪ Solidwaste → garbage disposal ▪ Tourism/economic development ▪ Urban containment – planning/GIS ▪ Free-rider – funding services ▪ Emergency planning/delivery ▪ Agricultural food security ▪ Integrate FN governance ▪ Sustainability ▪ Conservation – park/open space

Question	Air	Water	Transportation	Mystery
	<ul style="list-style-type: none"> ▪ How do you make it possible for people in rural areas to convert? ▪ At the base, a financial issue <ul style="list-style-type: none"> ○ Homeowners <p>Group 2:</p> <ul style="list-style-type: none"> ▪ Different program in each regional district. <ul style="list-style-type: none"> ○ Some with different standards within the Regional District ○ No rules on First Nations lands ○ No enforcement mechanisms) <ul style="list-style-type: none"> ○ Not every jurisdiction is participating ○ One Airshed with different programs creates <u>confusion by the public</u> ○ Different funding levels result in inconsistent 	<ul style="list-style-type: none"> ▪ Share and use science regionally (same information/same science) ▪ Growth and planning for water management <p>Group 2:</p> <ul style="list-style-type: none"> ▪ Limited supply ▪ Balance on types of uses ▪ Water quality ▪ Standards vary ▪ Similkameen watershed to be separate ▪ Control by senior governments ▪ Expectations vary 	<p>Group 2:</p> <ul style="list-style-type: none"> ▪ Competitions ▪ Climate change ▪ Coordinate transit services ▪ Linkages in transit ▪ Cost/affordability ▪ Basic data <ul style="list-style-type: none"> ○ Feasibility studies 	<ul style="list-style-type: none"> ○ trails ▪ Pest management <ul style="list-style-type: none"> ○ Weeds ○ Insects ○ Etc. ▪ Energy conservation/production <ul style="list-style-type: none"> ○ Sustainability ▪ Foreshore/lake management ▪ Heritage ▪ Crown Lands – management/implementation (LRMP)

Question	Air	Water	Transportation	Mystery
<p>Could these issues benefit from coordinated and consistent management across the OK/SIM valleys?</p>	<p>programs (need to leverage our resources by sharing equipment)</p> <p>Group 1:</p> <ul style="list-style-type: none"> ▪ Rules are established at RD/municipal levels; need valley-wide policy ▪ Testing needs to be consistent ▪ Venting index ▪ Needs/challenges <ul style="list-style-type: none"> ○ Impact intensity ○ First Nation participation ○ Enforcement ▪ Centralized funding solutions could help → need valley-wide enforcement procedures <p>Group 2:</p> <ul style="list-style-type: none"> ▪ Yes side: ○ Economy of scale with 1 program 	<p>Group 1:</p> <ul style="list-style-type: none"> ▪ One regional voice allows better communication and coordination <ul style="list-style-type: none"> ○ Influence at Provincial level ○ Seamless ○ Consistency ▪ Shared information/science. e.g. SHIM, GIS ▪ Use resources more efficiently ▪ Better linkages to planning/GM ▪ Coordinated drought management – increases chances of buy-in ▪ Broader public education and awareness 	<p>Group 1:</p> <ul style="list-style-type: none"> Yes, but ▪ Cost of acting and not acting ▪ Concerns ▪ Equity of benefit ▪ Equity of cost-sharing ▪ Don't dilute local issues 	<p>Yes</p>

Question	Air	Water	Transportation	Mystery
	<ul style="list-style-type: none"> ○ Important to have program standard applied to entire airshed ○ Will achieve faster results with I Program ○ Could apply a consistent funding formula across the valley ○ I program has the potential of receiving more grants ○ Sharing resources and expertise ○ champions results in a better program ○ A coordinated program has a better chance of success 	<ul style="list-style-type: none"> ▪ Flexibility – timelines to adapt to changing/emerging issues. <ul style="list-style-type: none"> ○ e.g. climate change (long term) ○ e.g. draught (short term) <p>Group 2:</p> <ul style="list-style-type: none"> ▪ Better management ▪ Perhaps not – control by Province and Feds ▪ Single voice ▪ If responsibility is given to act 		
<p>Is the existing RD governance structure a barrier to more effective management of</p>	<p>Group 1:</p> <ul style="list-style-type: none"> ▪ Existing structure is “the slow way” to get area-wide program ▪ More funds would 	<p>Group 1:</p> <ul style="list-style-type: none"> ▪ Territorialism <ul style="list-style-type: none"> ○ RDs operating in silos ○ Not enough information 	<p>Group 1:</p> <ul style="list-style-type: none"> ▪ Yes <ul style="list-style-type: none"> ○ Not happening ○ Communication problems ○ Lack of critical 	<ul style="list-style-type: none"> ▪ Can't agree within regions (RDs) - How can we begin to deal with larger inter-regional issues? ▪ Urban rural-equity issues ▪ Not same policies or

Question	Air	Water	Transportation	Mystery
<p>these issues?</p>	<ul style="list-style-type: none"> ▪ help with centralized program ▪ Existing system allows communities to have their own systems/standards, but activities in one area may affect air quality in other areas ▪ Similkameen values air quality (no coal plants) but also values rural lifestyle ▪ Group 2: <ul style="list-style-type: none"> ▪ Current Okanagan Airshed Coalition is working well, but could be improved with a single program/approach: <ul style="list-style-type: none"> ○ i.e. share equipment, expertise, funding ▪ <u>Authority to use</u> tools to implement program valley-wide ▪ Needs to harmonize 	<ul style="list-style-type: none"> ▪ sharing <ul style="list-style-type: none"> ○ Not looking at benefits for entire valley ▪ Funding mechanisms are too complex ▪ Competition for funding ▪ Lack of buy-in ▪ Group 2: <ul style="list-style-type: none"> ▪ Too many fingers <ul style="list-style-type: none"> ○ Not only Local Government, but other senior government ministries ▪ Regional Districts speak in different voices <ul style="list-style-type: none"> ○ Lack authority for effective water management ○ Seen unwilling to give greater mandate to water management 	<ul style="list-style-type: none"> ▪ mass <ul style="list-style-type: none"> ○ Lack of formal arrangement ○ Need a public focus ▪ No <ul style="list-style-type: none"> ○ Politics vs. structure ○ We have capacity ○ Loss of individuality 	<ul style="list-style-type: none"> ▪ priorities/goals ▪ Not thinking inter-regionally ▪ Free-rider concerns e.g. affordable housing ▪ Duplicated management – economic development ▪ Lack of broader vision (thinking within political boundaries) ▪ Could do within structure – agreement <ul style="list-style-type: none"> ○ But so focused on intra-regional – conditioned to think within regional district boundaries ▪ Vested interest in looking inward within regions <ul style="list-style-type: none"> ○ Political base ▪ Until forced through structural change, won't do issues inter-regionally

Question	Air	Water	Transportation	Mystery
<p>What are other significant barriers to addressing these issues?</p>	<p>and strengthen service bylaws</p>	<ul style="list-style-type: none"> ▪ Senior Government not effective in managing our water resource ▪ A single water authority needs other tools 	<ul style="list-style-type: none"> ▪ \$ ▪ Leadership ▪ Information sharing ▪ Business partnerships ▪ Cooperation ▪ Broad based public support ▪ Time 	<ul style="list-style-type: none"> ▪ Political will (lack of) ▪ Lack of defined vision for valleys <ul style="list-style-type: none"> ○ We know pressures ▪ Unaware (generally) of successes we have inter-regionally ▪ Provincial legislation makes cooperation difficult ▪ Lack of valley-wide tax system/funding system



**OKANAGAN SIMILKAMEEN REGIONAL GOVERNANCE
WORKING COMMITTEE**

REPORT ON CONSULTATIONS

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February, 2008



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APPENDIX 1 Letter and Materials Sent to Elected Officials



1. INTRODUCTION

1.1 BACKGROUND

In November 2007, at the invitation of the Minister of Community Services, the Regional Districts of Okanagan-Similkameen, Central Okanagan and North Okanagan created the Okanagan Similkameen Regional Governance Working Committee to steer a process aimed at examining area-wide needs and governance options.

In November and December 2007, the Committee met a number of times to identify key area-wide issues, establish and refine a list of guiding principles, and develop a set of regional governance options for addressing the issues. On January 11, 2008, the Committee hosted a meeting of the full Boards of Directors from the three Regional Districts. At this larger meeting, Directors worked in small-groups and plenary sessions to review the Committee's initial efforts.

In late January 2008, the Committee worked to develop a new set of materials based on the input received from Directors at the January 11 event. In February 2008, the Committee distributed its refined package of materials to every Mayor, Councillor and Electoral Area Director in the Okanagan and Similkameen Valleys. The Committee asked Allan Neilson-Welch, a local government consultant, to meet with the elected officials to review the materials and to gather feedback on them for the Committee.

1.2 MEETINGS

Between February 11 and February 22, 2008, the consultant met with each Municipal Council and each set of Electoral Area Directors in the three Regional Districts — a total of 19 meetings. Prior to the meetings, elected officials received a letter from the Committee Chair (see *Appendix 1*). The letter presented the Committee's revised materials in three separate attachments:

- > *Attachment 1: Area-Wide Issues* — This attachment presents the list of issues that, in the Committee's view, are area-wide in nature (i.e., that transcend political boundaries to affect all communities throughout the Okanagan and Similkameen Valleys). Issues that, in the Committee's view, *must* be managed on an area-wide basis are distinguished from issues that would *benefit* from an area-wide approach, but do not necessarily *require* one.
- > *Attachment 2: Guiding Principles* — Attachment 2 presents the Committee's list of principles that are intended to guide the



discussion on regional governance and, more particularly, the development of area-wide governance options.

- > *Attachment 3: Regional Governance Options* — This attachment provides an overview of three distinct area-wide governance options to consider against the status quo.

In every meeting with local elected officials the consultant presented each of the attachments separately, then asked for feedback. Discussion on each attachment was initiated with a general question (e.g., Do you agree with the Committee's list area-wide issues?). Each meeting lasted approximately 90 minutes and was open to the public. In every meeting, members of the public and representatives of local media were invited by the chair to provide input and ask questions.

Finally, it should be noted that in each meeting, the consultant asked elected officials for their own, personal thoughts on the materials. Councils were not asked to provide an official Council position on the attachments.

1.3 REPORT

This *Report on Consultations* summarizes the feedback received during the meetings with elected officials. Feedback associated with each attachment is presented in its own, separate section. The text in each section highlights:

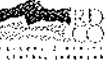
- > common themes — that is, general conclusions that can be drawn from the feedback provided by elected officials in jurisdictions throughout the broader area
- > key differences in views that exist between regional districts, and/or between types of jurisdictions (e.g., electoral areas and municipalities)

Over the course of the 19 meetings the consultant heard from more than 100 elected officials and took more than 200 pages of notes. Many comments and views — all of which are legitimate — were put forward. By necessity, the report offers a summary of these comments and views. As a summary document, the report cannot possibly present every specific statement from every meeting. An effort has been made, however, to present the full range of comments and views, and to identify the key themes and differences that emerged.

It should be noted, as well, that while general questions were used to initiate discussion, elected officials were not asked to complete a formal survey. The meetings were designed to promote open and informal



discussion on the materials that were put forward; the consultations were not intended to produce statistically valid survey responses to a tight set of questions. The terminology used throughout the report reflects the open and informal nature of the discussions that occurred. Terms such as "many", "widespread", "common" and "less common" are used to qualitatively measure the prevalence of different views. Quantitative measures are not provided (indeed, cannot be provided).



2. AREA-WIDE ISSUES

Attachment 1, as noted, presents the Committee's list of issues that are area-wide in nature. Issues that, in the Committee's view, *must* be managed on an area-wide basis are distinguished from issues that would *benefit* from an area-wide approach, but do not *require* one.

The consultant reviewed *Attachment 1* with each group of elected officials, focusing attention on the issues that, in the Committee's view, *must* be managed on an area-wide basis. The consultant posed the question:

- > Do you agree with the Committee's list of area-wide issues that must be addressed on an area-wide basis?

2.1 COMMON THEMES

Figure 2.1.1 identifies the common themes that emerged during discussions.

Figure 2.1.1
Common Themes Related to Area-Wide Issues

Theme	Description
Issues Exist	> There is widespread support for the view that there are issues that are area-wide in nature, and that must be addressed on an area-wide basis.
List Too Long	> The Committee's list is perceived by many to be too long. Many feel that it would be better to focus on a limited number of issues. Demonstrate success on a few key issues, then add to the list as needs arise.
Priority Issues	> Most agree that water, transportation and air quality are the three priority area-wide issues that require an area-wide approach.
Economic Development	> There is very little support for an area-wide approach to economic development. There is widespread concern that area-wide efforts would be controlled by, and would disproportionately benefit, the largest centre.
Issues Overlap	> Many of the issues, it is felt, are not mutually exclusive. Water, air quality, transportation and others may be better viewed as sub-sets of regional growth management.



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Theme	Description
Downloading	<ul style="list-style-type: none">> There is widespread concern that the study is being driven by a desire on the part of the Province to download responsibility (governance and funding) for a range of issues (area-wide transportation is cited as a key example).> Many officials feel that local governments (individually and collectively through a regional governance system) have neither the authority nor the financial means to assume responsibility over the issues. There is a concern that property tax revenues are neither sufficient nor appropriate to fund area-wide approaches on key issues.
Government Roles Overlap	<ul style="list-style-type: none">> Several officials note that the provincial and federal governments are active in addressing many of the issues listed (e.g., transportation, water, air quality, climate change). It is important to understand how the different levels of government will interact — more specifically, who will be responsible for what. Clarity is sought.> Local governments acting collectively through a regional governance model must be given proper authority and resources if they are expected to take on new responsibilities (see earlier note on downloading).
Definition of Issues	<ul style="list-style-type: none">> There is general confusion surrounding what exactly is meant by food security and climate change. Some suggest that these issues may be outcomes of efforts taken to address other issues, rather than issues unto themselves.> There is uncertainty regarding the divide between elements of issues that are local (and under local control) and elements that are area-wide (and under collective control). This uncertainty is noted specifically with respect to regional growth management, water and transportation.
Regional Growth Management	<ul style="list-style-type: none">> Elected officials in several jurisdictions support the notion of area-wide regional growth management, as well as efforts to coordinate (if not amalgamate) regional growth strategies.> There is uncertainty and concern (noted earlier), however, over the question of where local control ends and collective control begins.> Officials note that great diversity exists among



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Theme	Description
	communities in the broader area. Local autonomy over local planning is considered very important to protect this diversity. On area-wide planning issues, it is also important to recognize and protect diversity — one-size-fits-all approaches will not succeed.
Boundaries	> Issue (service) boundaries not necessarily consistent with the broader political boundary, as determined by the existing Regional Districts. This comment applies to several issues including transportation, air quality and water.

2.2 KEY DIFFERENCES

Certain differences emerged between and among Regional Districts in discussions on *Attachment 1*. Consider the following points:

- > Elected officials in several RDCO jurisdictions identify regional policing as an important issue to consider under an area wide governance model. Social policy (including affordable housing efforts), the regulation of lakeshore development and lake usage, culture and floodplain management are also identified by some officials in RDCO jurisdictions as important area-wide issues that would at least benefit from area-wide governance.
- > Concerns with the possible inter-basin exchange of water resources are noted by elected officials from jurisdictions in RDOS and RDNO that are outside of the Okanagan Basin.
- > Elected officials in several RDOS jurisdictions identify health as an important area-wide issue in which local governments (acting collectively) could play a valuable role.
- > Elected officials in several jurisdictions in RDOS and RDNO identify solid waste management as a priority area-wide issue that requires area-wide management. Emergency planning is also emphasized by some officials in these Regional Districts. Protected area planning is identified by some officials in RDNO as an issue worthy of consideration.



3. GUIDING PRINCIPLES

Attachment 2 presents the set of guiding principles put forward by the Committee to frame the discussion on regional governance and, more particularly, the development of regional governance options. The consultant reviewed *Attachment 2* with each group of elected officials. To initiate discussion, the consultant posed the following question:

- > Do you agree with the Committee's list of principles to guide the development of regional governance models?

3.1 COMMON THEMES

Figure 3.1.1 identifies the common themes that emerged during discussions.

Figure 3.1.1
Common Themes Related to Guiding Principles

Theme	Description
New Level of Government	<ul style="list-style-type: none"> > Several elected officials identify this principle as one of the more important ones. Many officials, however, suggest that the principle may be too simplistic; that the real concern relates more to the overall cost-effectiveness of government, irrespective of the number of government bodies or levels in place. Several officials note that the inter-regional service bodies in place today (e.g., OBWB, SIR, ORL, etc.) already constitute an extra level of government. > Some officials in each of the Regional Districts suggested that the principle, as stated, directs readers either intentionally or unintentionally towards Governance Option 1, and away from the other alternatives.
Contradictory Principles	<ul style="list-style-type: none"> > Many elected officials perceive there to be a contradiction between the third principle (no new level of government), and the final principle (direct elector input). The call for <i>direct</i> elector input implies the creation of a new level of government with decision-makers who are directly elected by voters, directly accountable to voters, and both separate from and independent of regional district boards and local councils.
Elected Officials	<ul style="list-style-type: none"> > There is widespread concern with the call for <i>direct</i> elector input, but there is also widespread support for the



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Theme	Description
	principle that decision-makers in any model of regional governance be elected (as opposed to unelected) officials.
First Nations' Involvement	> Elected officials from many jurisdictions propose as an additional principle the need to ensure First Nations participation, both in the Regional Governance Study and in the ultimate form of regional governance that is selected.
Mandatory Participation	> Elected officials from many jurisdictions propose as an additional principle the requirement for mandatory participation in services that are created on an area-wide basis to deal with common issues. (Officials from a much smaller number of jurisdictions, it should be noted, feel equally strongly that participation should be optional.)
Protection of Agricultural Lands	> In general, elected officials do not object to the principle that calls for the need to protect agricultural lands. Many officials, however, question why the principle is stated at all given the protection that is already in place through the ALR.

3.2 KEY DIFFERENCES

In discussions on guiding principles, officials from less populous jurisdictions (electoral areas and municipalities) raised some key concerns that were not voiced by officials from most of the bigger cities.

- > There is widespread concern with the wording of the principle that calls for the recognition of community diversity, and for extending to all communities the opportunity to have their views and concerns represented. Many suggest that this principle, as currently worded, will do nothing to prevent the development of a model that gives ultimate decision-making to the largest centres.
- > Many elected officials from (mostly) smaller jurisdictions are calling for a principle of equality in voting in regional governance (this view is related to the previously noted concern). Unequal (i.e., weighted) voting on area-wide issues would result, in the view of these officials, to an urban-centric model that ignored the broader area's diversity, and the interests of the small jurisdictions.



- > Many officials are concerned with the principle of "one voice". The concern is that "the voice" will be that of the larger centres.
- > Many officials question the reference to Smart Growth Management principles. Many of these principles, it is suggested, are well-suited to large, predominantly urban centres, but are ill-suited to the needs and interests of rural and semi-rural communities. Officials are reluctant at this point to endorse any broad application of Smart Growth Management.

In all, the fear that the largest urban centres will dominate decision-making in a new system of regional governance is widespread among officials from smaller jurisdictions. The guiding principles, as currently worded, do not mitigate this fear.



4. GOVERNANCE OPTIONS

Attachment 3 presents three distinct regional governance options, developed by the Committee, to consider against the status quo.

- > *Option 1: Single Regional District* — This option would see the amalgamation of the three existing Regional Districts to form one new Regional District for the entire combined area.
- > *Option 2: Inter-Regional Alliance* — The three existing Regional Districts would remain in place, but would jointly create an inter-regional coordinating body. The inter-regional body would serve as a forum for representatives of each Regional District to consider area-wide issues, and to develop, by consensus, joint approaches to address the issues. The body would recommend actions to the three Regional Districts; it would not have the authority to direct the Regional Boards.
- > *Option 3: Inter-Regional Authority* — The three Regional Districts would remain in place, but one or more special-purpose authorities would be created to manage specific area-wide issues. The special purpose authority(ies) would be given the power to requisition monies and take action on issues within its (their) jurisdiction. They would be decision-making, as opposed to advisory, bodies.

The consultant reviewed the description portion of *Attachment 3* with each group of elected officials. To initiate discussion, the consultant posed the following two questions:

- > Is a new regional governance model required, in place of the status quo, to properly address key area-wide issues?
- > If so, does any one of the options presented by the Committee appeal to you?

4.1 COMMON THEMES

Figure 4.1.1 on the next page identifies the common themes that emerged during discussions.



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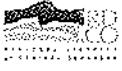


Figure 4.1.1
Common Themes Related to Governance Options

Theme	Description
Unclear on Motives	<ul style="list-style-type: none"> > Several elected officials are unclear as to why the study is being done. This view is prevalent in all Regional Districts, but is particularly strong among elected officials in RDOS. > Several officials suggest that it is important for the Committee to better explain what exactly the problems are that the regional governance options seek to address. The need for a change in regional governance is not fully understood.
Improvement Possible	<ul style="list-style-type: none"> > Notwithstanding the previous point, most elected officials suggest that improvement in governance, as in everything, is always possible. > There is strong support for the existing inter-regional bodies (OBWB, in particular, is viewed favourably by most), and the view that incremental changes could be pursued to make these bodies even more effective at addressing area-wide issues.
Little Support for Single Regional District	<ul style="list-style-type: none"> > There is little support overall for the Single Regional District option. The option, to be sure, is not completely without proponents: the majority of council members in two small municipalities favour the option, as do a few individual elected officials in a small number of other municipal jurisdictions. Overall, however, the level of support for the Single Regional District option is not strong. > The overall lack of interest in the Single Regional District option is attributable at least in part to concerns over representation for smaller jurisdictions on a single Board of Directors. The general view is that the broader area is too diverse for one Board to properly represent, and that the important perspectives and voices of many jurisdictions would be lost. Concerns over accountability to local taxpayers are also cited, as are concerns over extra costs related to the establishment of several sub-regional service bodies.
Most Support for Inter-Regional Authority	<ul style="list-style-type: none"> > The third option that calls for strong Inter-Regional Authorities (or a single authority) within a system that includes the existing three Regional District <u>has the most support among officials throughout the broader area.</u>



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Theme	Description
	<p>> Proponents support this option for a number of reasons. The option, it is suggested, would:</p> <ul style="list-style-type: none"> · build on the existing system and its components (e.g., OBWB) that, despite opportunities for improvement, are generally perceived to work well · result in mandatory participation for jurisdictions in area-wide efforts · provide bodies such as OBWB the authority they need to requisition funds and take action (i.e., the power to get things done) · retain the existing three Regional Districts, which are perceived to give smaller jurisdictions input into (or, a voice in) collective decision-making
Support for Regional District Appointees	<p>> Under the Inter-Regional Authority option, there is general support for the notion that decision-makers on the Authority's board (or Authorities' boards) should be appointed by, and from among the members of, the existing Regional District Boards.</p> <p>> There is <u>no consensus</u> on the question of whether to have <u>a single, multi-function authority, or several single-function authorities.</u></p>
Some Support for Inter-Regional Alliance	<p>> The second option, which calls for the creation of an Inter-Regional Coordinating Body, does have some support among officials in all Regional Districts — less support than the Inter-Regional Authority option, but more support than the Single Regional District option.</p> <p>> Proponents support this option because it:</p> <ul style="list-style-type: none"> · promotes consensus-building among decision-makers · allows for voluntary participation (put differently, allows jurisdictions to opt-out of collective actions) · keeps ultimate authority with the existing Regional District Boards
Further Analysis Required	<p>> Many elected officials point to the need to conduct cost-benefit analyses on the different options. <u>Officials also wish to see details on representation and voting methods under the options — specifically, how representation and voting would be structured to account for community diversity, and to provide all jurisdictions with meaningful input into decision-making.</u> <u>Details on scope of issues and funding models are desired as well.</u></p>



Theme	Description
Concerns with Process	<ul style="list-style-type: none"> <li data-bbox="657 304 1339 535">> Many elected officials are concerned with the process being followed by the Committee. The general view is that the <u>time line is far too tight for this topic</u>, and does not allow for the <u>proper development or assessment of options</u>. Officials support the notion that the period of time up to March 31 be considered the study's first phase. <li data-bbox="657 556 1347 682">> Many officials are also concerned with what they perceive to be inadequate opportunity for the public to provide input. Several call for a fuller public consultation process beyond March 31.

4.2 KEY DIFFERENCES

Certain key differences between types of jurisdictions and between regional districts emerged over the course of the discussions.

- > Elected officials in most municipalities (across all Regional Districts) support the addition of a District Municipality option under which existing municipalities and their surrounding electoral areas would be amalgamated. These officials suggest that local and sub-regional service delivery are frustrated by the presence of separate jurisdictions within what are, *de facto*, single communities. Combining the jurisdictions would improve local and sub-regional servicing issues.

Officials recognize that the Committee's primary focus is on inter-regional issues and governance, not on local and sub-regional servicing. Officials suggest, however, that concerns related to servicing and governance at all levels should be considered as part of the study. Some suggest that efforts to resolve existing local and sub-regional concerns would allow jurisdictions to direct their attention to inter-regional needs.

The District Municipality option is distinct from the sub-regional service provisions outlined under the Single Regional District option put forward in the Committee's materials. The Single Regional District option would rely on sub-regional commissions to address the joint servicing needs of existing municipalities and electoral areas. The District Municipality option would eliminate the need for sub-regional approaches by amalgamating jurisdictions. Service and



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governance needs would be addressed by the Councils of the larger District Municipalities that would result.

Officials suggest that in order to facilitate the development of District Municipalities the Province would need to eliminate the financial disincentives to incorporation. In particular, long-term assistance for electoral area road and policing costs would need to be provided.

The District Municipality option, it is important to note, is not supported by Electoral Area Directors in any of the Regional Districts.

- > The view that greater public participation is required in the study process is shared, as noted earlier, by many elected officials throughout the broader area. The view is particularly strong, however, among elected officials in RDNO jurisdictions. It is perhaps no coincidence that the highest public turnouts for meetings occurred in RDNO. Several elected officials in RDNO jurisdictions (particularly electoral areas) also suggest that voters should have the ultimate say in selecting any new system of regional governance.
- > Electoral Area Directors in RDOS and some elected officials from certain small RDOS municipalities opt, as their first choice, to "upload" responsibility over all of the identified area-wide issues to the Province. This view is related to the more broadly-cited concern over provincial downloading, but is expressed with greater force.



OKANAGAN-SIMILKAMEEN



APPENDIX 1 LETTER AND MATERIALS SENT TO ELECTED OFFICIALS



February 4, 2008

Mayors & Councils, Electoral Area Directors
Regional District Okanagan-Similkameen
Regional District Central Okanagan
Regional District North Okanagan

Dear Colleagues:

**Reference: Okanagan Similkameen Regional Governance
Consultation with Local Government Elected Bodies**

The Okanagan and Similkameen Valleys together represent one of the most dynamic and fastest growing regions in British Columbia. Continuous growth brings tremendous opportunities, but also brings new challenges for communities and their local governments to manage. Some of these challenges are local or sub-regional in nature, and can be managed by individual local governments or through sub-regional partnerships. Other issues transcend political boundaries to affect residents and environments throughout the broader area. New approaches to regional governance may be required to enable local governments to manage these area-wide issues effectively.

In November, 2007, at the invitation of the Minister of Community Services, the Regional Districts of Okanagan-Similkameen (RDOS), Central Okanagan (RD CO) and North Okanagan (RDNO) created the Okanagan Similkameen Regional Working Committee to steer a process aimed at examining area-wide needs and governance options. The Committee's membership of 12 includes three Board members from each Regional District, and the Mayor of each Regional District's largest municipality.

The Committee has met four times since its inception to identify key area-wide issues, establish and refine a list of guiding principles, and develop a set of regional governance options for addressing the issues. In early January, 2008, the Committee hosted a meeting of the full Boards of Directors from the three Regional Districts. At this larger meeting, elected officials worked in small-group and plenary gatherings to review and refine the Committee's work.

The Committee would now like to expand its consultations beyond its own members and the Regional District Boards of Directors to include all Mayors, Councillors and Electoral Area Directors throughout the Okanagan and Similkameen Valleys. To that end, the Committee has asked Mr. Allan Neilson-Welch, an Okanagan-based local government consultant, to meet on its behalf with each Municipal Council and set of Electoral Area Directors in the RDOS, RD CO and RDNO. This letter is intended to help set the stage for the upcoming meetings.

Meetings

The primary purpose of the meetings is to get feedback from the Municipal Councils and Electoral Area Directors on the materials (see later) that have been developed thus far through the Okanagan Similkameen Regional Governance process. The Committee's consultant will begin each meeting by giving a brief overview of these materials. Specific questions will then be posed to guide discussions.

In an effort to allow members of the public to follow the proceedings, the Committee suggests that the meetings with the consultant be open in nature. In the case of Municipal Councils, open Council-in-Committee meetings (or, Committee-of-the-Whole meetings) may be the best forum. Ninety minutes have been set aside for each meeting.

Materials

The materials to be reviewed with each local elected body are outlined in three separate attachments to this letter:

➤ **Attachment 1** **Area-Wide Issues**

The Okanagan Similkameen Regional Governance exercise is based on the premise that there are growth-related challenges which transcend political boundaries to affect all communities throughout the Okanagan and Similkameen Valleys. These challenges, which can be referred to as area-wide issues, are difficult to manage effectively under the existing regional governance system. A new model of regional governance may be needed to enable local governments to better deal, collectively, with these issues.

To be sure, not every challenge facing local governments and their communities is an area-wide issue. Many if not most of the issues local governments are expected to address are local in nature and neither require nor warrant collective action. Other issues are sub-regional in nature. Partnerships involving neighbouring jurisdictions can be developed to address these issues; area-wide approaches covering the entire Okanagan and Similkameen Valleys are not necessary.

When discussing the notion of area-wide issues, it is important move from the abstract to the specific. It is important, in other words, to identify which particular issues might best be managed through a collective, area-wide approach. Using input from the January Boards of Directors meeting, the Committee put together a list of the area-wide issues that it feels may best be managed on an area-wide basis, either today or in the years ahead. The list of these issues is presented in Attachment 1. Issues that, in the Committee's view, *must* be managed on an area-wide basis are distinguished from issues that would *benefit* from an area-wide approach, but do not *require* one.

➤ **Attachment 2** **Guiding Principles**

Based in large part on the discussions that occurred at the January Boards of Directors meeting, the Committee has developed a set of (draft) guiding principles to frame the

discussion around regional governance and, more particularly, the development of regional governance options. Attachment 2 lists these guiding principles. An effort was made to identify principles that speak to the need for an effective regional governance model, but that also recognize and accommodate some of the concerns that local governments may have when contemplating a new model.

➤ **Attachment 3**
Overview of Regional Governance Options

In December, 2007, a sub-committee on governance developed a preliminary set of regional governance options. These options were presented to the larger Boards of Directors meeting in early January, 2008. Input received from Directors was used to refine the sub-committee's work, and to develop a set of three distinct options. These options are put forward here for consideration against the status quo:

- *Option 1: Single Regional District* — This option would see the amalgamation of the three existing Regional Districts to form one new Regional District for the entire combined area.
- *Option 2: Inter-Regional Alliance* — The three existing Regional Districts would remain in place, but would jointly create an inter-regional coordinating body. The inter-regional body would serve as a forum for representatives of each Regional District to consider area-wide issues, and to develop, by consensus, joint approaches to address the issues. The body would not have the authority to direct the three Regional District Boards.
- *Option 3: Inter-Regional Authority* — Option 3 features the creation of one or more special purpose authorities to manage specific area-wide issues. The three Regional Districts would remain in place under this option. The special purpose authority(ies) would be given the power to requisition monies and take action on issues within its (their) jurisdiction. The governing body(ies) of the authority(ies) would include representatives of the three Regional District Boards of Directors.

These three options are outlined in greater detail, along with the status quo, in Attachment 3. It should be emphasized that the options have not been fully developed — many questions remain unanswered at this stage in the process. The feedback and ideas put forward by local Councils and Electoral Area Directors in the upcoming meetings will help to define the options further.

Next Steps

The meetings with Councils and Electoral Area Directors will be completed during the third week of February, 2008. On February 27, 2008, the consultant will present to the Committee a report on the consultations. The Committee's meeting at which the presentation is to be made will be open to the public, as is the case with all Committee meetings. A copy of the consultant's report will also be available online at the Committee's website: www.valleygovern.ca (individuals who wish to provide further input to the process may do so online at the same site).

On March 7, 2008, the Committee will be hosting a half-day "Council of Councils" meeting for all local government elected officials in the broader Okanagan Similkameen area. At that meeting, the Committee will present to participants a set of materials that incorporates the feedback received during the February meetings.

The Minister of Community Services has asked for a report from the Committee by March 31, 2008. The report, it is expected, will identify which regional governance option(s) the group wishes develop further. Additional work, as well as additional opportunities for consultation, will occur beyond March 31.

Thank you for taking the time to review this letter and its attachments. The Committee looks forward to receiving your feedback and suggestions.

Sincerely,

Robert Hobson, Chair
Okanagan Similkameen Regional Governance Working Committee

encl.

ATTACHMENTS

**Attachment 1
Area-Wide Issues**

The table below presents the list of area-wide issues that the Committee feels may be best addressed on an area-wide basis, either today or in the years ahead. Issues that, in the Committee's view, *must* be managed on an area-wide basis are distinguished from issues that would *benefit* from an area-wide approach, but do not *require* one.

Question: Do you agree with the Committee's list of area-wide issues that must be addressed on an area-wide basis?

Must Be Managed On Area-Wide Basis	Would Benefit From Area-Wide Approach
<p>Transportation</p> <ul style="list-style-type: none"> · Transit · Area-wide planning for movement of goods and people <p>Water</p> <ul style="list-style-type: none"> · Intra-basin drought management · Intra-basin water quality and quantity · Development of water best practices <p>Air Quality</p> <p>Solid Waste</p> <ul style="list-style-type: none"> · Area-wide SWMP <p>Emergency Preparedness</p> <ul style="list-style-type: none"> · Area-wide planning · Includes 9-1-1 (already in place) <p>Economic Development</p> <ul style="list-style-type: none"> · Efforts to promote area-wide identity · Other area-wide efforts that complement local and sub-regional efforts <p>Food Security</p> <ul style="list-style-type: none"> · Area-wide planning <p>Climate Change</p> <ul style="list-style-type: none"> · Area-wide initiatives <p>Nuisance Flora & Fauna</p> <ul style="list-style-type: none"> · Efforts to manage or eradicate challenges such as West Nile virus, milfoil, pine beetle · Includes SIR (already in place) <p>Regional Growth Management</p> <ul style="list-style-type: none"> · Area-wide Regional Growth Strategy 	<p>Parks & Trails</p> <p>Affordable Housing Strategies</p> <p>GIS</p> <p>Foreshore Management</p> <p>Heritage Programs</p> <p>Crown Lands (LRMP implementation)</p>

Attachment 2: Guiding Principles

In the Committee's view, the guiding principles listed here speak to the need for an effective regional governance model for managing shared challenges, but also recognize and accommodate some of the concerns that local governments may have when contemplating a new model.

Question: Do you agree with the Committee's list of principles to guide the development of regional governance models?

Guiding Principles

Any new area-wide governance model that is developed for the Okanagan and Similkameen Valleys should:

- ensure area-wide coordination, integration and cooperation on issues that have an area-wide impact
- recognize that there are some issues on which area-wide coordination, integration and cooperation are necessary
- not result in the creation of a new level of government
- result in one voice for the broader area on issues on which it is agreed that there is a need for coordination
- recognize the diversity of communities that exists, and that all communities (large, medium, small, rural, electoral areas) should have an opportunity to have their views and concerns represented
- recognize the agreed-upon need to protect agricultural land to ensure food security and the viability of agricultural operations
- recognize the agreed-upon need to follow Smart Growth Management principles, but also the need to further define such principles
- recognize the desirability of direct elector input in determining representation in a regional governance model

**Attachment 3
Overview of Regional Governance Options**

The table below provides an overview of three regional governance options to compare against the status quo. The status quo itself is described on page 5 of the attachment. Note that the options presented here have not been fully developed — many questions remain unanswered at this stage in the process. The feedback and ideas put forward by local Councils and Electoral Area Directors will help to define the options further.

Questions: Is a new regional governance model required to properly address key area-wide issues?
 What concerns do you have with respect to the options here? What do you like about them?
 Which of the options appears most promising?

	Option 1 Single Regional District	Option 2 Inter-Regional Alliance	Option 3 Inter-Regional Authority
Description:	<p>The three existing Regional Districts would be amalgamated to create one Regional District for the entire combined area.</p> <p>It is assumed that:</p> <ul style="list-style-type: none"> There would be one Board of Directors for the new Regional District. The new Board would be structured in an equitable way to take into account geography, community size and community diversity. In number of members, the Board would be smaller than the combined size of the three existing Boards (which totals 43 directors). The Board would focus its attention on area-wide service issues. Local (i.e., electoral area) and sub-regional services would be provided through sub-regional bodies with full delegated decision-making authority. 	<p>The three existing Regional Districts would jointly create an inter-regional coordinating body to address area-wide issues.</p> <p>It is assumed that:</p> <ul style="list-style-type: none"> RDOS, RDCO and RDNO would remain in place with their existing mandates. They would continue, as such, to provide local services and governance to electoral areas, provide sub-regional services to groupings of member jurisdictions, and provide regional services throughout their respective regions. An inter-regional body would be created as a forum for representatives of each Regional District to consider area-wide issues, and to develop, by consensus, joint approaches to address the issues. Representatives of the three 	<p>One or more special purpose authorities would be created to manage specific area-wide issues.</p> <p>It is assumed that:</p> <ul style="list-style-type: none"> The three Regional Districts would remain in place with their existing service and governance mandates. One or more area-wide body would be created by provincial legislation to deal with specific service issues that are deemed area-wide (i.e., that transcend political boundaries to affect the broader area as a whole). The governing body(ies) of the area-wide authority(ies) would include representatives of the three Regional District Boards of Directors. The area-wide authority(ies) would be given the power to requisition monies and take action on issues

Option 1 Single Regional District	Option 2 Inter-Regional Alliance	Option 3 Inter-Regional Authority
	<p>Regional Boards would sit on the inter-regional body.</p> <ul style="list-style-type: none"> The inter-regional body would not have the authority to direct the three Regional Boards. Decisions to take joint actions developed by the inter-regional group would rest with the Regional Boards. 	<p>that are fall under its (their) jurisdiction.</p>
<p>Legislative Authority</p>	<p>Thought would need to be given to the type of legal structure to use for the coordinating body. Regional Districts have the authority already to establish the body as a corporation or society, or as a less-formal inter-governmental committee.</p>	<p>There are examples in British Columbia today of inter-regional special purpose authorities — the Okanagan’s own Okanagan Basin Water Board is a notable example. Such authorities must, at present, be established by provincial enabling legislation. Regional Districts themselves do not have the legislative authority to create such authorities.</p>
<p>Functions</p>	<p>The inter-regional body would focus its efforts on area-wide issues.</p> <ul style="list-style-type: none"> Which specific issues would the body address? 	<p>Questions to consider:</p> <ul style="list-style-type: none"> Would it be better to establish one multi-function authority to address all shared issues, or several single-

	Option 1 Single Regional District	Option 2 Inter-Regional Alliance	Option 3 Inter-Regional Authority
	<p>decision-making authority over them) to sub-regional bodies. To consider:</p> <ul style="list-style-type: none"> Which specific functions would the Board retain/delegate? Are there region-wide functions that the Regional District would need special authority to undertake? Would the delegated functions and degree of delegation vary from one sub-region to another? 		<p>function bodies?</p> <ul style="list-style-type: none"> Would the body(ies) have jurisdiction over all service and policy aspects of an area-wide issue, or only parts? Would decisions of the authority(ies) be binding on the Regional Districts and local governments?
Structure	<p>There would be one Board of Directors for the single Regional District. Questions to consider:</p> <ul style="list-style-type: none"> How would directors be appointed or elected? How many sub-regional bodies would be required? Would there be one sub-regional body for all delegated services in an area, or more than one? 	<p>The intent is to create a body that includes representation from the existing three Regional Districts. Questions to consider:</p> <ul style="list-style-type: none"> How would representatives be chosen? Appointed? Elected? Would others sit on the body (e.g., general public, First Nations, provincial appointees, improvement district representatives)? 	<p>Questions to consider:</p> <ul style="list-style-type: none"> Who would sit on the governing body(ies) of the authority(ies)? Regional District directors? Officials elected to the body? First Nations? Others? To whom would the authority(ies) be accountable?
Boundaries	<p>As a starting point, it is assumed that the boundaries of the single Regional District would match the combined boundaries of the three existing RDs. Questions to consider:</p> <ul style="list-style-type: none"> Would boundary adjustments be needed to better match geographic characteristics or service areas? 	<p>The inter-regional body would discuss area-wide issues that transcend local political boundaries. Questions to consider:</p> <ul style="list-style-type: none"> For this body, does "area-wide" mean the existing Regional Districts' boundaries? 	<p>Questions to consider:</p> <ul style="list-style-type: none"> Would the boundaries (i.e., geographic jurisdiction) be different for each area-wide issue taken on by the authority(ies)?
Resources	<p>As a Regional District corporation, the single RD would have its own</p>	<p>Questions to consider:</p> <ul style="list-style-type: none"> How would the inter-regional body be 	<p>Questions to consider:</p> <ul style="list-style-type: none"> What would be the staff requirements

Option 1 Single Regional District	Option 2 Inter-Regional Alliance	Option 3 Inter-Regional Authority
<p>administration and, it is assumed, service staff. Services would be funded as they are today in Regional Districts — i.e., service costs would be recovered from benefitting areas.</p> <p>Questions to consider:</p> <ul style="list-style-type: none"> What would be the staffing needs of the corporation, particularly in regards to area-wide services? Would staff be assigned to a sub-region on a full-time basis? What financial responsibilities and authority would the sub-regional bodies have? 	<p>funded? Tax requisitions? Grants? Transfers?</p> <p>Would the inter-regional body have its own staff, or would it rely on staff from the existing Regional Districts (and/or other local governments)?</p>	<p>of the new authority(ies)?</p> <ul style="list-style-type: none"> Would the authority(ies) employ its (their) own staff, or second local government staff? Is it correct to assume that the authority(ies) would fund their administration and service activities, in part at least, using tax requisitions?

**Attachment 3 (continued)
Overview of Status Quo**

Status Quo	
Description	<p>The existing system of regional governance features three Regional Districts: RDOS, RDCO and RDNO. Each Regional District consists of member municipalities and electoral areas.</p> <p>Within the current system, there exist some structures and partnerships to foster inter-regional development and cooperation. The Okanagan Basin Water Board, which is comprised of representatives of all three Regional Districts, is one example. In the past it concentrated on reducing phosphorus and nitrogen inputs to the key lakes the Okanagan Basin, as well on controlling aquatic plants, providing support for sewage treatment and, more recently, considering water sustainability.</p> <p>Another example is the Okanagan-Kootenay Sterile Insect Release program, which exists to protect the fruit growing industry in the RDOS, RDCO and RDNO, as well as in the Columbia-Shuswap Regional District.</p> <p>Examples of other cooperative efforts include the Southern Interior Development Initiative Trust, the Okanagan Partnership and the Central Okanagan Regional Air Quality Committee.</p>
Legislative Authority	<p>The provincial <i>Local Government Act</i> and <i>Community Charter</i> are the primary pieces of legislation that govern and provide authority to the Regional Districts.</p>
Functions	<p>The <i>Local Government Act</i> authorizes each Regional District to operate any service that its Board considers to be necessary or desirable for all or part of its area. Each of the three existing Regional Districts provides in excess of 100 services today. Many of these services are local and are provided to single electoral areas, or groups of areas. Other services are sub-regional, provided to collections of municipalities and electoral areas. Still others are regional, provided to all jurisdictions that comprise the particular Regional District.</p> <p>Most services provided by Regional Districts are voluntary in nature — jurisdictions choose, or choose not, to participate. Certain services are mandatory, as specified in the <i>Local Government Act</i>.</p>
Structure	<p>Each Regional District is a corporation with its own Board of Directors. Member municipalities appoint representatives to sit on the Regional District's governing body, its Board of Directors. Voters in each electoral area directly elect</p>

Status Quo	
Boundaries	<p>representatives to the Board.</p> <p>Boundaries are established by letters patent.</p> <p>Questions have been raised regarding the appropriateness of certain boundaries in place today in the three Regional Districts. For example, the northern part of RDNO is within the Shuswap Basin, and tends to identify with the Columbia-Shuswap region. The Similkameen has similarities with communities in the Thompson-Nicola Regional District. And, there are two ski hills in Kootenay-Boundary Regional District that draw services from communities in RDCO and RDOS.</p>
Resources	<p>The Regional Districts employ staff directly to deliver services and implement Board decisions.</p> <p>Regional District services are funded using separate, dedicated service funds (the key feature of Regional District finance). Service costs are recovered from users and from participating jurisdictions and are placed into the service fund. All expenditures on the service come from the same fund.</p>

Single Regional District

Pros

- Reduces the number of Regional politicians
- Distributes fairness among areas
- Not a new level of government
- Policy formed by electoral areas across the valley
- Much easier (efficient) to deal with valley-wide issues
- Eliminates need for inter-regional authorities
- Probably would reduce admin. costs
- One body/one voice
- Would give Valley more political clout

Cons

- Sub-regional services would be another level of government
- Unknown costs
- Delegated authority to sub-regional bodies may be a problem-third layer of gov't.
- Rural areas need to be incorporated
- Whose policy would be implemented?
- How would representation work?
- Domination by larger municipalities
- Cumbersome
- Existing problems – on a bigger scale
- Size may lead to perception problems by public
- Urban-centric
- Diminished rural voice
- Increased workload for elected persons
- Difficult to administer
- Less sensitive to local issues
- What is the role of the Province?
- May lead to a lack of trust
- May lead to increased regulations where none exist now

Appendix H2

Inter-Regional Alliance

Pros

Would maintain status quo
Opportunity to build trust

Cons

No financial information
No information of structure or voting mechanisms
What is the role of the Province
No authority or ability to implement
No consistent implementation valley-wide
No mandate – ability to opt in or out

Appendix H3

Inter-Regional Authority

Legislated coordinating body
Has mandate – authority
Best compromise
Keeps existing RDs in place to protect rural areas
Focus on valley-wide
Encourages incremental change
Deals with valley-wide policy issues

Cons

No financial info
How is representation determined?
What is role of Province?
Who is it accountable to?
Full time job for politicians
Lack of checks and balances
Encourages provincial downloading
Participation driven by regions
Potential problems with integrated authority and accountability

Appendix H4

What do you need to know?

Cost vs. status quo

Have to deal with district municipality or other sub-regional structure

Are economies of scale created?

Authority vs cost – how much is the province willing to work with local government?

– source protection, crown land activities, etc.

How much politician time?

Staff availability?

How to ensure equitable representation?

What is the scope?

What is the mechanism for paying?

Cost/benefit?

How is rural voice represented?

Appendix H5

Other Options

If a district municipality is considered, it fits all options
Two Regional Districts
No Regional District – all district municipalities
Status Quo
Status Quo but deal with rural vs urban issues
Start over – analyze existing system – what is right/wrong
Phasing of Option 3 to Option 1
Rural municipality
Local service delivery through municipalities
Tweak existing RD system

Appendix H6

Voting

Option 1	9
Option 2	4.5
Option 3	14.5
Option 3 moving to 1	3
Status Quo with expanded mun. boundaries	7
2 RDs with inter-regional authority	4
Upload to Province	8

Too many outstanding issues to pick an option but agree more study is needed to determine what any option may look like and the impact on the Valley – need a full cost/benefit analysis. In order to develop more trust, slower may be better.