



Columbia Shuswap Regional District

ELECTORAL AREA C (SOUTH SHUSWAP) GOVERNANCE STUDY FINAL REPORT

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**ELECTORAL AREA C
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FINAL REPORT

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INTRODUCTION

This *Final Report* presents the results of the Electoral Area C (South Shuswap) Governance Study. The purpose of the study was threefold:

- to document and assess the current state of local governance and service delivery in Electoral Area C of the Columbia Shuswap Regional District (CSR)
- to understand the concerns and interests of Area C residents with respect to governance and service delivery
- to identify future governance and service delivery options for the Electoral Area

The Study was conducted by the Electoral Area C Governance Study Committee with the assistance of a local government consulting team. The Committee was comprised of twelve (12) Area C residents who, taken together, represented a cross-section of the broader Area C community, as well as the various groups and organizations active within it. The Electoral Area Director for Area C served on the Committee in an ex-officio capacity.¹

The *Final Report* was preceded by an *Interim Report* that was presented to the Committee in February, 2017. The *Interim Report* outlined the regional district model of local government, provided a profile of the Area C community, and documented in considerable detail the current state of local governance and service delivery in the South Shuswap. The *Interim Report* was reviewed by the Committee in a public forum, by CSR staff, and the Ministry of Community, Sport and Cultural Development. Comments and feedback provided on the *Interim Report* were incorporated by the consultants into the text.

The *Interim Report* set the stage for an extensive, two-month public engagement process beginning in early May, 2017. The primary purpose of the engagement was to understand the concerns and interests of Area C residents with respect to the existing local governance and service delivery frameworks.

The public feedback received through the engagement effort formed the basis of the Study Committee's recommendation to the CSR Board of Directors on next steps. The recommendation, along with the findings of the engagement process and the information from the (revised) *Interim Report*, is presented in this *Final Report*.

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¹ *Appendix I* presents the Terms of Reference for both the Study and the Study Committee.



REPORT STRUCTURE

The *Final Report* consists of seven chapters:

- *Chapter 1: Regional Districts Overview* — This chapter outlines the regional district system of local government in British Columbia. Regional district governance, services, taxation and finance are explained. Comparisons to the municipal system are provided where useful.
- *Chapter 2: Electoral Area C Community Profile* — Chapter 2 profiles the South Shuswap Community. Information on the Area C's demographics, history, land use, economy, amenities, and other characteristics is provided.
- *Chapter 3: Electoral Area Services (CSR)* — The many local services provided by the CSR to Area C are documented and assessed in Chapter 3. Wherever possible, 2016 Census data are shown.
- *Chapter 4: Electoral Area Services (Other Bodies)* — The local services provided to Area C by other service bodies are documented and assessed in Chapter 4. Key examples of such services are local roads and policing.
- *Chapter 5: Electoral Area C Tax Bill* — The 2016 Electoral Area C tax bill is presented in Chapter 5.
- *Chapter 6: Public Engagement Process* — The extensive engagement process is the focus of Chapter 6. The process is described and the findings are presented.
- *Chapter 7: Assessment and Recommendation* — The report's final chapter, Chapter 7, presents an assessment of the public engagement findings. The chapter also presents the Committee's recommendation, based on the findings, on next steps.

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CHAPTER 1

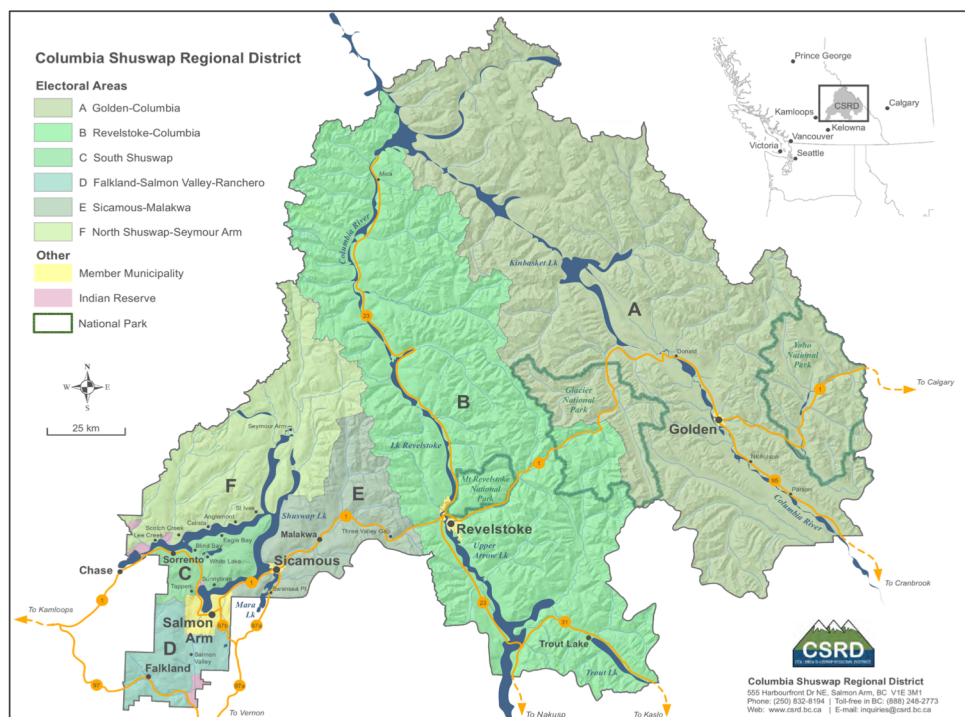
REGIONAL DISTRICTS OVERVIEW

There are 27 regional districts in British Columbia, including the CSRD. As a general rule, regional districts cover vast geographies — the CSRD, with an area measuring 28,929 km², is no exception to this rule (see Figure 1.1). Regional districts include municipalities and unincorporated electoral areas.² The CSRD has a total of four municipalities — Salmon Arm, Sicamous, Golden and Revelstoke — and six electoral areas, including Electoral Area C (South Shuswap).

Regional districts exist, fundamentally, to provide local government services in response to the needs and instructions of their members. In their role as service providers, regional districts:

- serve as the local government for electoral areas, providing them with basic local services such as community planning, plus a range of other services that areas choose to receive
- provide region-wide services to all member electoral areas and municipalities
- provide a framework for different combinations of municipalities and electoral areas to participate in sub-regional services

Figure 1.1
Columbia Shuswap Regional District



² The exception is Central Coast Regional District, which has electoral areas only.

REGIONAL DISTRICT GOVERNANCE

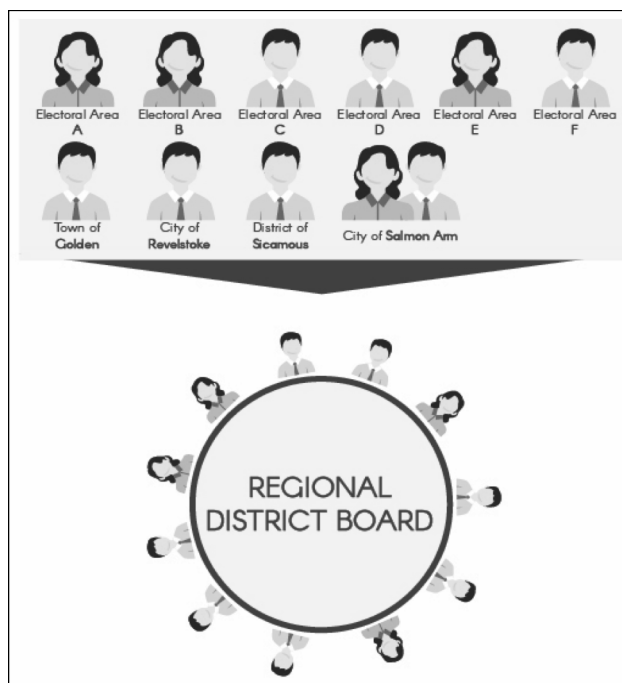
Regional districts are governed by a board consisting of two types of directors:

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

The board selects its own chair, who has the authority to create standing committees to study and give advice on specific subject matters or areas of business. In the CSRD the chair has established two such committees: an Administration and Finance Committee, and an Electoral Area Directors Committee.

The voting strength of each municipality or electoral area in a regional district is a function of population size. In the CSRD, each jurisdiction receives one vote for every 2,500 residents. The voting strength is then divided by five to determine the number of directors that sit on the board from each jurisdiction. The CSRD Board consists of 11 directors – one from each of the six electoral areas, and one from each of Sicamous, Revelstoke and Golden. The City of Salmon Arm, with a population of close to 18,000 appoints two directors (see Figure 1.2).

Figure 1.2
CSRD Board of Directors



Some decisions at the regional district board table are made by the entire board of directors; other decisions, specific to individual services, are made only by the directors from the local jurisdictions that participate in the services. There are two types of votes at the board:

- *Corporate Votes* — This type of vote involves all directors of the board. In some cases the votes are unweighted (1 director, 1 vote), such as for establishing new services, or regulatory bylaws. Weighted corporate votes are used for money matters, such as the financial plan, borrowing or buying property. On these matters, the number of votes allotted to directors varies based on the population of directors' jurisdictions.

- **Stakeholder Votes** — In stakeholder votes, only directors from jurisdictions that participate in a given service are entitled to vote. Weighted votes (by population) are used for matters that relate to the operations of existing services. If there is only one participating area, the entire board votes.

Figure 1.3 shows the voting strength for each rural area and municipality on weighted votes. As indicated, the vote of the Director for Area C counts as four votes on matters that are decided using the weighted vote approach. Given that Area C participates in 45 different services through the Regional District, and that stakeholder votes are used in the “operations and administration of services,” it would seem that stakeholder votes should occur frequently, and that Area C’s population would regularly translate into a greater voice relative to other electoral areas on the provision of services. However, 40% of the services in which Area C participates, are delivered *only* to Area C. As noted

above, where there is only one participant in a service, decisions must be made by the entire Board. In addition, local government legislation requires regulatory services to be voted on by the full Board (land use planning, bylaw enforcement, dog control, fireworks, etc.). As explained in more detail in Chapter 3, for some Area C services the service itself is just a vehicle to provide funding to another agency, such as BC Transit, the SPCA or the Okanagan Regional Library. For services such as these there are no real administration or service operation decisions, so there are rarely any stakeholder votes. In other words, while Area C does exercise a greater influence in weighted votes on all money and budget matters, in practice the weighted stakeholder votes on service operations are infrequent.

Figure 1.3
CSRD Weighted Voting Strength

Area	Population	Voting Strength
Revelstoke	7,547	4
Salmon Arm	17,904	8
Sicamous	2,429	1
Golden	3,708	2
Area A	3,148	2
Area B	598	1
Area C	7,972	4
Area D	4,158	2
Area E	1,185	1
Area F	2,717	2
Total	51,366	27

REGIONAL DISTRICT SERVICES

Regional districts provide a broad range of services to residents. With the exception of certain provincially-mandated services that regional districts are required to provide, the range of regional district services is determined by the board, in response to the wishes and instructions of individual jurisdictions. Because the regional district only provides services that their members, or residents, agree the regional district should provide, the menu of services varies by regional district, and can be different within each electoral area or community.

Certain services may be provided to a portion of an electoral area; others, referred to as sub-regional services, are provided to a combination of electoral areas and

municipalities. Regional services are those that are provided to all member municipalities and electoral areas in the regional district.

Services are established to respond to needs identified by the board, electoral area directors, member municipalities, staff or residents. Most services must go through a review process to determine their feasibility. Factors such as service scope, cost and delivery options are assessed. If deemed feasible, a service establishing bylaw must be developed and adopted by the regional district board. Ultimately, the bylaw must also be approved by the province's Inspector of Municipalities, as well as by the electors who will receive and pay for the service. Participating area elector approval can be demonstrated through a petition, an alternative approval process, or a referendum. In some cases, approval can be given on behalf of electors by the participating municipality's Council, or the participating electoral area's director.

Once established, periodic service reviews can be undertaken to assess whether the service is still desired and effective. Some services have service reviews written into the establishing bylaws, or clauses that indicate that the service will conclude unless all participants agree to extend the service. The *Local Government Act* includes provisions guiding the service review, dispute resolution and withdrawal process.

Required services of regional districts include:

- general administration for the region as a whole
- administration for electoral areas in particular
- the processing of long-term capital financing for the regional district and member municipalities through the Municipal Finance Authority
- hospital capital financing
- land use planning in electoral areas
- solid waste management planning for the region as a whole
- liquid waste management planning
- emergency planning

The Services section of this report (Chapter 3) details the services provided by the CSR to residents of Area C.

As noted, regional districts serve as the local governments for electoral areas. In this capacity, however, regional districts do not provide the same suite of local government services as that provided by municipalities to their residents. Some services, such as policing and roads, are provided to rural areas by the provincial government. These services are not the responsibility of regional districts; regional districts have no control over the provision of these services. Other services, such as water and sewer treatment, can be provided by regional districts, but are in some cases provided by independent private utilities. Services provided by private utilities are also outside of the responsibility and control of regional districts.

REGIONAL DISTRICT FINANCE

Unlike municipalities, which are able to allocate general revenues to their services, each service provided by a regional district must be accounted for separately. The cost of providing each service must be recovered using revenue generated for that specific service — revenues generated for other services cannot be used to subsidize another service. Taxes raised for a fire protection service, for example, may only be used to fund the delivery of the fire service; no unrelated activity or service can be funded using these resources.

Regional districts raise funds primarily through property taxation. There are two types of property taxes:

- *Parcel Taxes* — These taxes are applied as set amounts per parcel, land area, or metre of frontage
- *Value Taxes* — These taxes are based on the assessed value of the property as determined by the value of the land, the improvements on the land, or both

Regional districts are not taxing jurisdictions, and while they do determine the cost recovery methods, the province sets the rates based on the regional district's requisition requests. The Province also determines the tax rate multiples for regional districts — that is, the ratio of taxes paid by each of the different tax classes (businesses, residential, industrial, etc.). The Province's role in setting multiples represents a key difference between regional districts and municipalities. Municipalities have the flexibility to set municipal tax rates and to adjust the tax ratios among property classes as determined in an annual property taxation bylaw.

Rural residents will receive a tax bill that itemizes the services received, and for each service, the associated parcel tax or tax rate. In rural areas, the provincial Surveyor of Taxes collects property taxes from individual property owners, based on the regional district requisitions. A fee of 5.25% on top of the regional district tax rate is included on the tax bills to cover the Surveyor of Taxes charge associated with collection services. Within municipalities, property taxes for regional district services are included on municipal property tax bills, based on service requisitions provided to the municipalities by their regional districts. The taxes are then collected by the municipalities and remitted to the regional districts by August 1 of each year. Because municipalities collect their own taxes, they are not subject to the 5.25% surcharge that applies to electoral area tax requisitions.

Regional districts also generate revenues from user fees and charges, such as dog licenses, application fees, transit fares and recreation admissions. A further source of revenue is senior government grants. Grants from the provincial and federal government are particularly important for small communities, and are becoming increasingly important for costly infrastructure renewal in communities of all sizes.

Senior Government Grants

There are generally two types of senior government grants available to local

governments in BC: unconditional and conditional grants. Unconditional grants are direct transfers from the senior government that usually have few or no restrictions on their use and are not typically related to any specific project. Local governments may generally use such funds at their own discretion. Conditional grants are typically competitive, application-based grants awarded for specific projects. These grants also have restrictions on their use.

- *Provincial Unconditional Grants* — All regional districts in BC receive the provincial Regional District Basic Grant on an annual basis. The purpose of this grant is to assist regional districts with administration costs for service delivery based on local needs and priorities. As per the *Local Government Grants Act* and *Regulation*, the amount of the grant is calculated based on three factors with an emphasis on smaller and rural regional districts:
 - regional district total population
 - regional district electoral area population
 - the number of local community commissions, if any (*the CSR does not presently have any local community commissions*)

The amount transferred to the CSR in 2016 under the Regional District Basic Grant was \$158,116.

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

- *Federal Unconditional Grants* — In September 2005, the federal and provincial governments along with the Union of BC Municipalities (UBCM) signed *The Agreement on the Transfer of Federal Gas Tax Revenue Under the New Deal for Cities and Communities (2005-2015)*. The agreement was subsequently renewed in 2014 (*Renewed Gas Tax Agreement*) for a further 10 years, representing a transfer of an estimated \$21.8 billion in funding across Canada for local government infrastructure aimed at reducing greenhouse gas emissions and providing cleaner air and water.

In BC, the program is administered by the UBCM. A portion of the program — the Community Works Fund — functions much like an unconditional grant program, and is delivered to all municipalities and regional districts (except

those within the Metro Vancouver region) through a direct annual allocation. The grant is meant to support local projects that align with the program objectives of reducing greenhouse gas emissions, and creating cleaner air and water. Projects must fall into a defined list of eligible categories.

Community Works funding is delivered twice annually. Each local government receives a “floor amount” (\$50,000 in the first year of the agreement, and \$50,000 plus an indexed amount in each subsequent year of the agreement) plus an amount calculated on the basis of population using Census data. The CSRD received \$844,155 in Community Works Funding for 2015/2016 and is scheduled to receive \$866,364 in 2016/2017 (subject to any adjustments for the recent Census). Local governments may accumulate the funds, and any interest earned, to support larger regional district projects. In BC, the Gas Tax program also includes an application-based conditional grant program, known as the Strategic Priorities Fund.

Figure 1.4 lists the amount of basic grant, small communities grant, traffic revenue fine sharing and Community Works funding that the CSRD, and its member municipalities, received in 2016.

Figure 1.4
Grant Amounts in CSRD

Grant	Salmon Arm	Sicamous	Golden	Revelstoke	CSRD
RD Basic					\$158,116
Small Communities	\$216,249	\$360,513	\$448,810	\$455,454	
Traffic Fine Revenue Sharing	\$162,604			\$85,918	
Gas Tax (CWF)*	\$789,212	\$155,473	\$208,625	\$353,656	\$886,364
Total	\$1,168,065	\$515,986	\$657,435	\$895,028	\$1,044,480

* Gas Tax amounts are projected for 2016/2017

- **Conditional Grants** — Conditional grants are typically competitive, application-based grants awarded to specific projects. Within the local government sector, the federal and provincial governments are the principal providers of such grants, and the majority of their conditional grant funding is earmarked for local government (municipal, regional district and First Nations) capital projects (e.g. sewer, water, roads, etc.). Some programs involve cost sharing between all three levels of government (such as the New Building Canada Fund), while others, such as the Gas Tax Strategic Priorities Fund, can be up to 100% federally funded. Application intakes are offered periodically, and local governments submit project proposals based on local priorities and funding program objectives. In some cases, community non-profit organizations and private sector bodies may also be eligible to apply.

CHAPTER 2

ELECTORAL AREA C COMMUNITY PROFILE

This profile provides an overview of the broader South Shuswap community, including its history, demographics, economy, housing, and planning context. This information was compiled to provide background information for Electoral Area C governance discussions currently taking place.

Note that at the time of writing, population figures from the 2016 Canada Census were available and are used in the discussion of population and density comparisons. More detailed Census information, however, such as age, income, and employment have yet to be released. Where 2016 Census data are unavailable, 2011 data are used.

OVERVIEW

Electoral Area C is located on Shuswap Lake in the western portion of the CSR, north of the City of Salmon Arm (see Figure 2.1). There are a number of settlements within the area, including Sorrento, White Lake, Blind Bay, Eagle Bay, Reedman Point, Tappen, Sunnybrae, Notch Hill, Skimikin, Carlin, and Wild Rose Bay. Sorrento and Blind Bay are the two main settlements. Sorrento has an established commercial core, tourist accommodations and housing, while Blind Bay consists primarily of housing. Notch Hill, Carlin, and Tappen fall largely within the Agricultural Land Reserve.

Figure 2.1
Electoral Area C



Area C is located in the traditional territory of the Secwepemc, or Shuswap, people. Local First Nations include Shuswap Nation Tribal Council, Adams Lake Indian Band, Little Shuswap Lake Indian Band, Neskonlith Indian Band, and Splatshin First Nation.

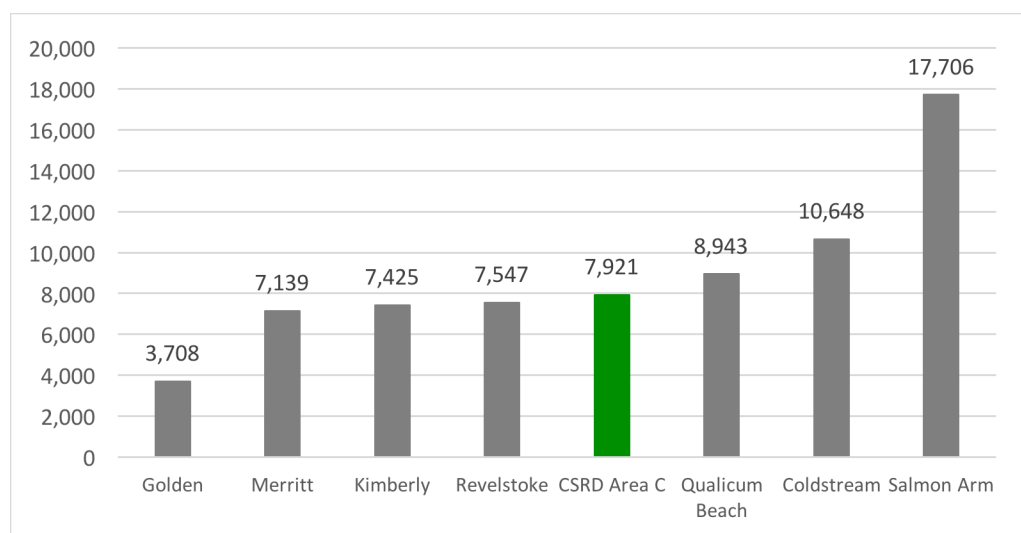
Settlers to the area were originally attracted to the region by mineral deposits; however, settlements took root with the establishment of farming. Agriculture has been foundational to the economy and culture of South Shuswap over the past 150 years. The area is now predominantly residential with some farmland, including both speciality hobby and traditional farms. Agriculture remains an important source of livelihoods, as evidenced by the produce farms, wineries, and livestock operations in the area.

The community is known as the centre of the Columbia Shuswap region, and as an attractive destination for recreation and fishing. Area C also has a vibrant arts community and hosts many community events, including the Shuswap Artisans Market, Music in the Bay, Shuswap Lake Culture Crawl, the High Country Pottery Sale, and the Nimblefingers Workshop and Festival.

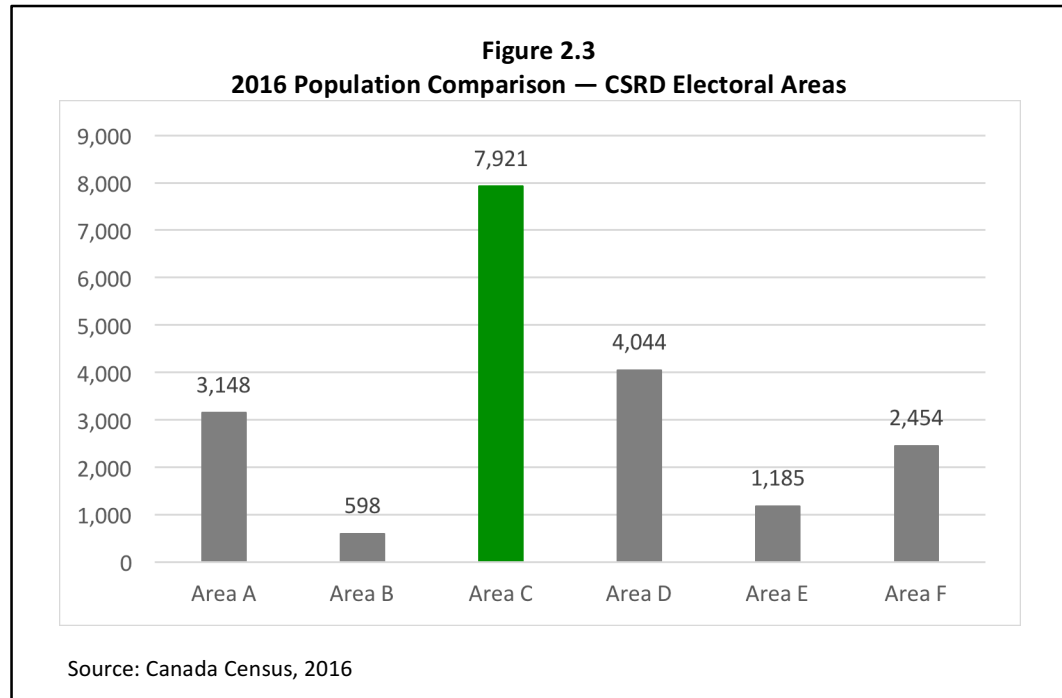
POPULATION

The 2011 Census recorded Area C's population at 7,662. Between 2006 and 2011, the population shrunk slightly by 0.4 percent. Between the 2011 and 2016 census years, Area C grew by 3.4 percent, to 7,921. In terms of population, Area C is larger than all but four electoral areas in the province. Area C also has a higher population than that of almost 100 BC municipalities (there are 162 municipalities in total). Figure 2.2 shows Area C in the context of municipalities of comparable population size and/or character.

Figure 2.2
2016 Population Comparison



For comparison, Figure 2.3 shows Area C in the context of other electoral areas in the CSRD. Area C has a population size that is almost double that of the next largest electoral area in the CSRD, Area D.



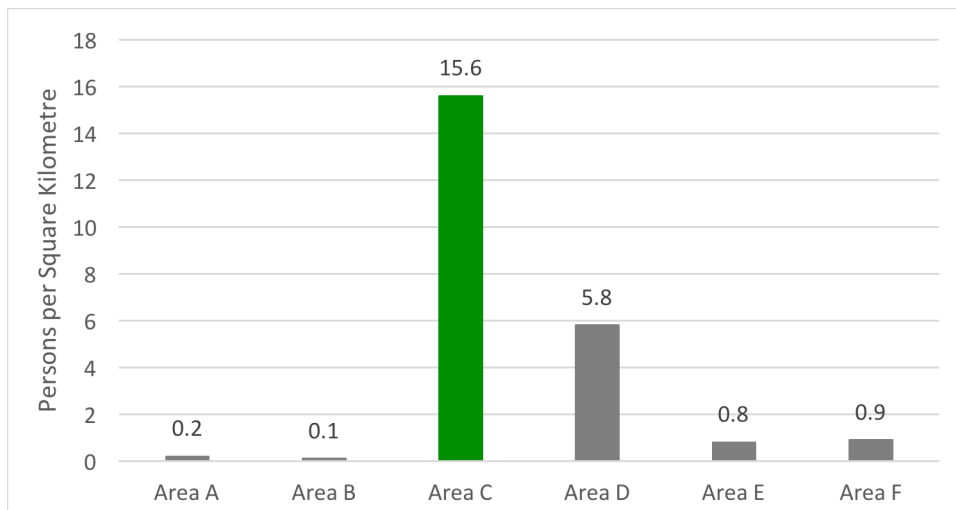
LAND AREA AND DENSITY

Area C has a total land area of 506 km². While not large in comparison to other electoral areas in the province, Area C is larger in land area than all but four BC municipalities — Northern Rockies Regional Municipality, the District of Tumbler Ridge, the District of Hudson's Hope, and the District of Stewart.

Though Area C is the smallest electoral area within the district, representing only two percent of CSRD land, it contains 15 percent of the regional district's population. The Area has a population density of 15.6 persons per square kilometre (based on 2016 population figures), which is higher than the 1.8 persons per square kilometre for the CSRD as a whole. Figure 2.4 shows the population densities across the CSRD electoral areas. Despite the higher population densities in comparison to other electoral areas, much of the Electoral Area C population is concentrated in the settlements of Sorrento and Blind Bay, and the remainder is still primarily rural in character. A large portion of Area C is forested or agricultural.

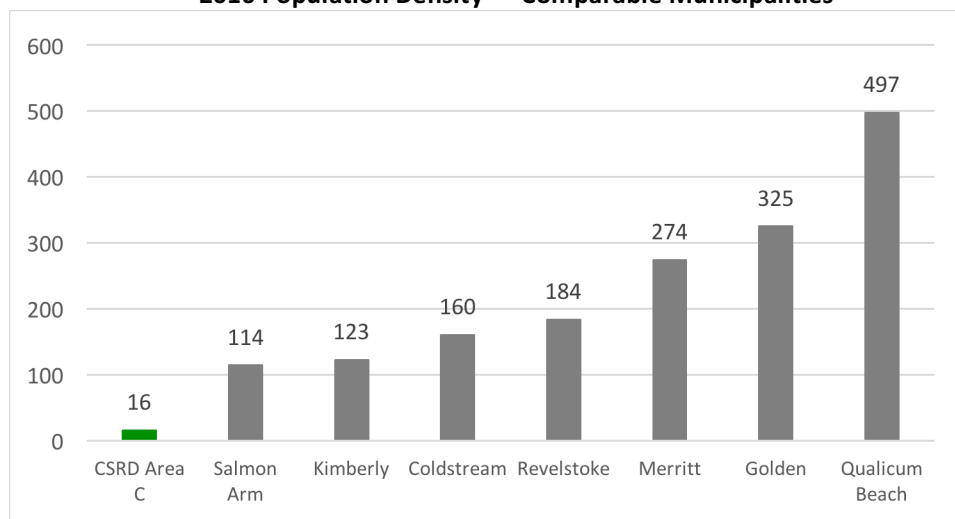
Area C has a much lower population density than comparable municipalities (see Figure 2.5). For comparison, the City of Salmon Arm has a population density of 114 persons per square kilometre.

Figure 2.4
2016 Population Density — CSRD Electoral Areas



Source: Canada Census, 2016.

Figure 2.5
2016 Population Density — Comparable Municipalities



Source: Canada Census, 2016.

SETTLEMENT AREAS

As noted earlier, the most concentrated settlements in Area C are the communities of Sorrento and Blind Bay. Figure 2.6 provides population and density figures for the major settlement areas in Area C. As illustrated, population densities in Sorrento and Blind Bay are approaching those seen in comparable municipalities (see Figure 2.5).

Figure 2.6
Population and Density Data for Settlements in Area C

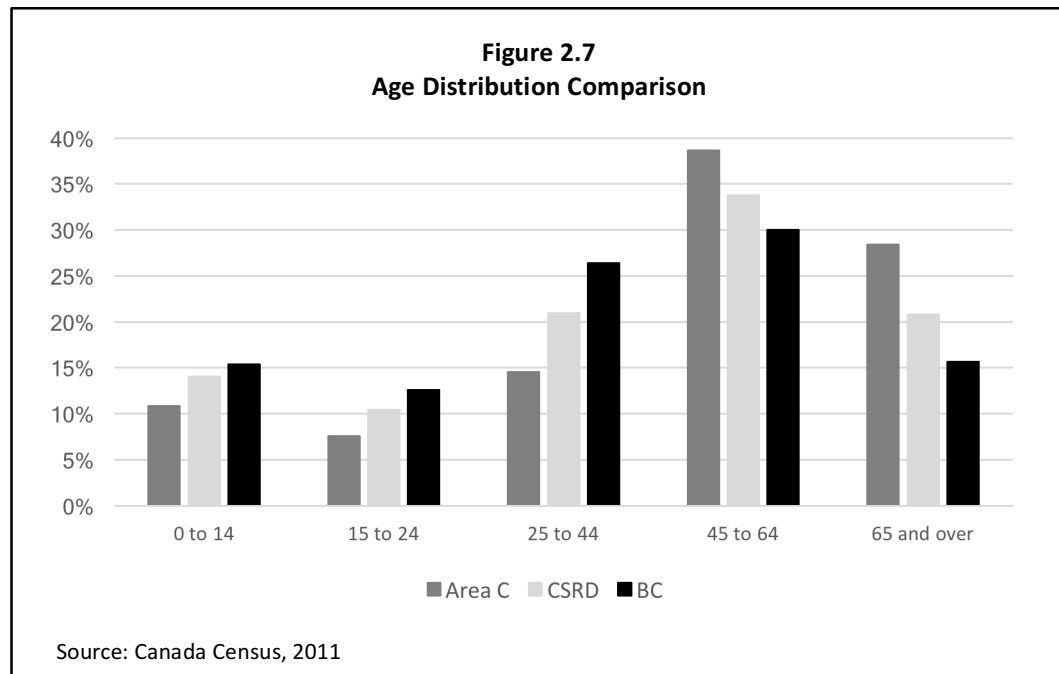
Settlement	2011 Population	2016 Population	2016 Population Density
Sorrento	1,255	1,285	108 persons/km ²
Blind Bay Population Centre*	1,915	1,976	586 persons/km ²
Blind Bay Designated Place*	1,315	1,234	78 persons/km ²
Sunnybrae	626	610	54 persons/km ²
White Lake	619	656	37 persons/km ²
Tappen	826	853	32 persons/km ²
Notch Hill	675	674	18 persons/km ²
Eagle Bay	400	428	13 persons/km ²

Source: Canada Census, 2016.

*Statistics Canada provides separate Community Profiles for the Blind Bay Population Centre and the Blind Bay Designated Place (Unincorporated). The Population Centre generally refers to the denser subdivisions between the southwest shore of Blind Bay and the Trans Canada Highway. The Designated Place generally refers to the areas surrounding the Population Centre (i.e., the eastern shore of Blind Bay, Loftus Lake and Santabin Lake, and the Durham Road area). It is noted that there is some minor overlap between boundaries of the Blind Bay Population Centre and the Blind Bay Designated Place, particularly by Pleasant Dale Road W. and the Hopes Way/Canada Way area (i.e., residents in these areas are included in both Community Profiles).

AGE

Area C's median age of 55.6 (2011 figure, compared to 52.3 in 2006) is substantially older than the province-wide median age of 41.9, reflective of a large retirement community. The Area's scenic beauty and outdoor recreational opportunities make it a popular retirement destination. Figure 2.7 summarizes the age distribution of Area C with comparisons to the CSRD and the Province. Area C has a much higher proportion of residents age 65 and older than the regional district or the province as a whole.



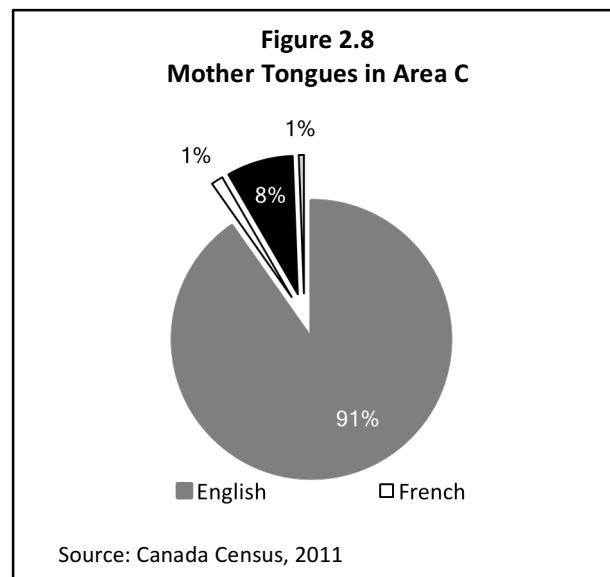
LANGUAGE

Figure 2.8 summarizes reported mother tongues for residents in Area C. Most CSRD residents report English as their language of birth. Of the eight percent of residents who report a non-official language, the most frequently cited are German, Dutch, Ukrainian, and Russian.

ECONOMY & LABOUR FORCE

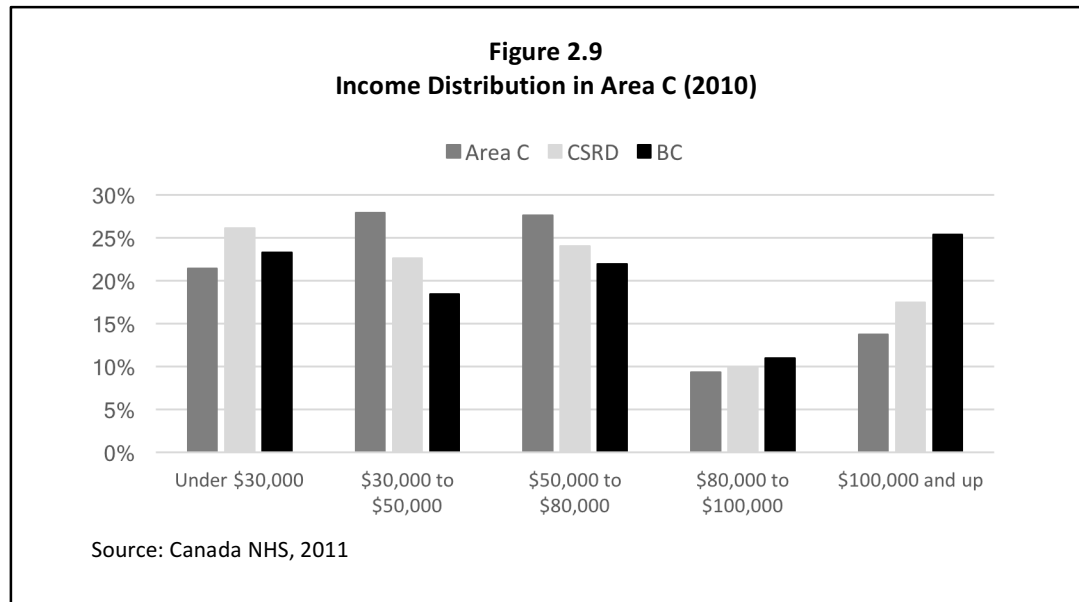
Area C is one of six economic development areas within the CSRD — the others are Salmon Arm, Sicamous, and electoral areas D, E, and F. The natural resources of the area drive the economy, including fertile agriculture lands, a strong forestry industry, and a vibrant tourism sector. The community has long been attractive as a vacation destination and place for retirement.

Area C's labour participation rate is 46 percent, compared to 59 percent for the CSRD as a whole, and 65% for British Columbia. Relatively low workforce participation in the Area is likely the result of a greater number of retirees. In 2011, Area C had an

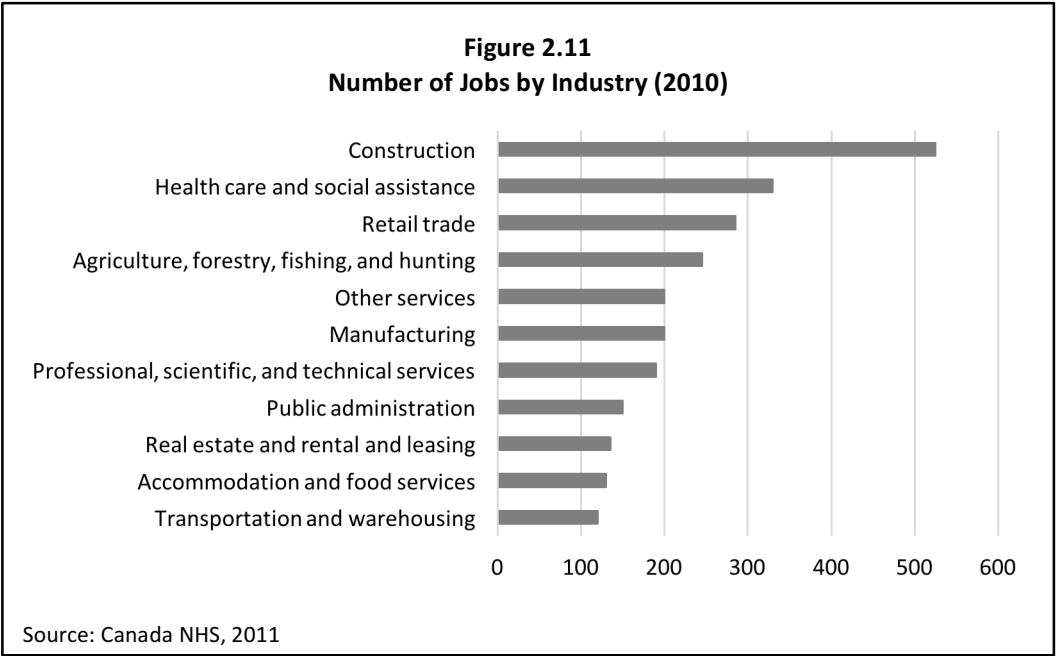
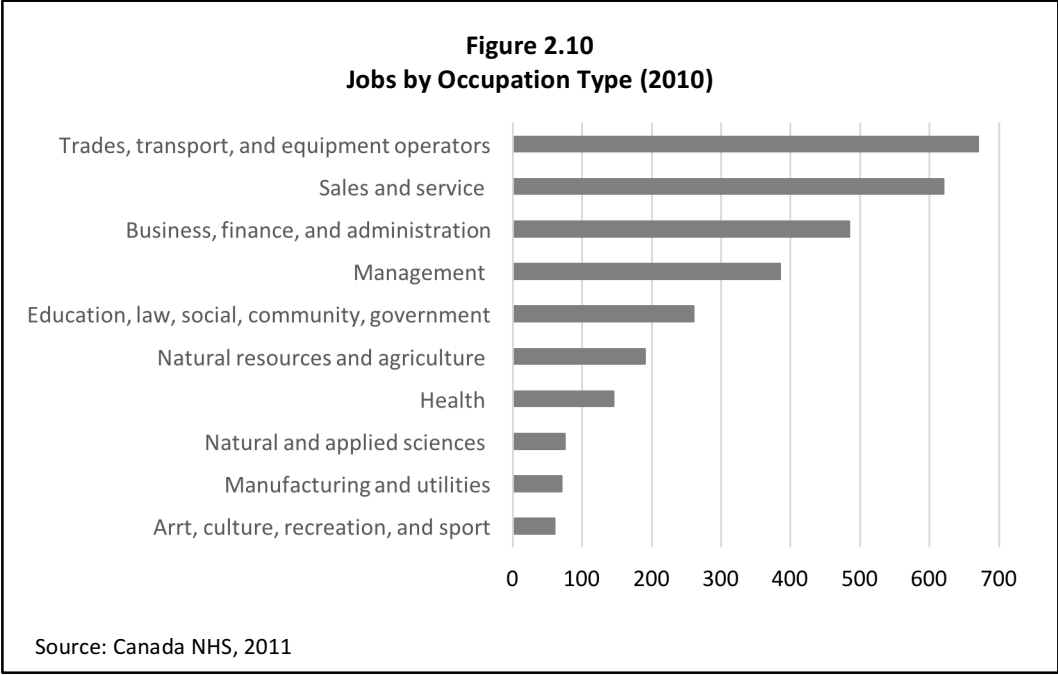


unemployment rate of 10.7 percent, slightly lower than the regional district rate of 11.6 percent, but still much higher than the provincial rate of 7.8 percent.

Figure 2.9 summarizes income distribution in Area C, the CSRD as a whole, and the province. In 2010, the median before-tax household income of Area C residents was \$50,550, slightly lower than that for the regional district as a whole: \$51,523. In line with the CSRD as a whole, Area C has a higher proportion of moderate incomes — \$30,000 to \$80,000 — and a smaller proportion of high incomes — over \$100,000 — than the province as a whole.



The top occupation types are trades, transport, and equipment operators; sales and service; and business, finance, and administration. The majority, or 73 percent, of reported Area C jobs were full-time in 2010, in line with the proportion of full-time positions across the CSRD, but slightly lower than the proportion of full-time positions province-wide (77 percent). For Area C, Figure 2.10 summarizes the number of jobs of each occupation type (2010). Figure 2.11 identifies industries in Area C with more than 100 employees.

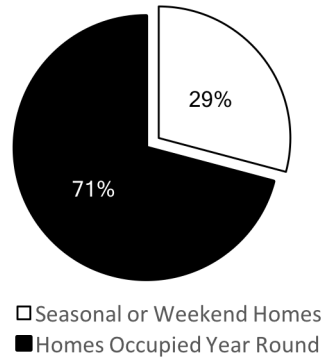


HOUSING

The 2016 Census reported 5,010 private dwellings in Area C, including 3,592 of which are occupied permanently. Based on 2011 census data, Figure 2.12 shows the breakdown between homes occupied year-round, and those occupied seasonally or as weekend getaways.

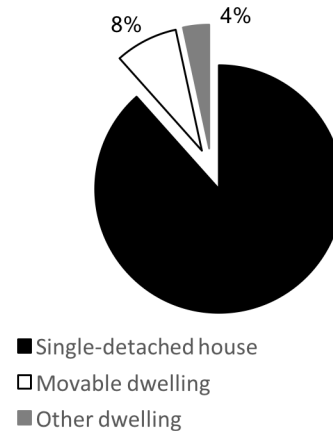
Single-detached houses comprise the vast majority of housing in the CSRD (see Figure 2.13). A higher proportion of movable dwellings, such as mobile homes, is reflective of both lower income housing choices and the number of vacation properties.

Figure 2.12
Home Occupancy in Area C



Source: Canada NHS, 2011

Figure 2.13
Dwelling Types in Area C



Source: Canada Census, 2011

PROPERTY ASSESSMENTS

For 2016, BC Assessment data show 6,583 properties valued at a total of \$2,102,510,000, and a converted assessment value of \$220,380,000 in Area C.³ The average residential property was valued at approximately \$330,000. Figure 2.14 provides details on assessment values for each of the property classes.

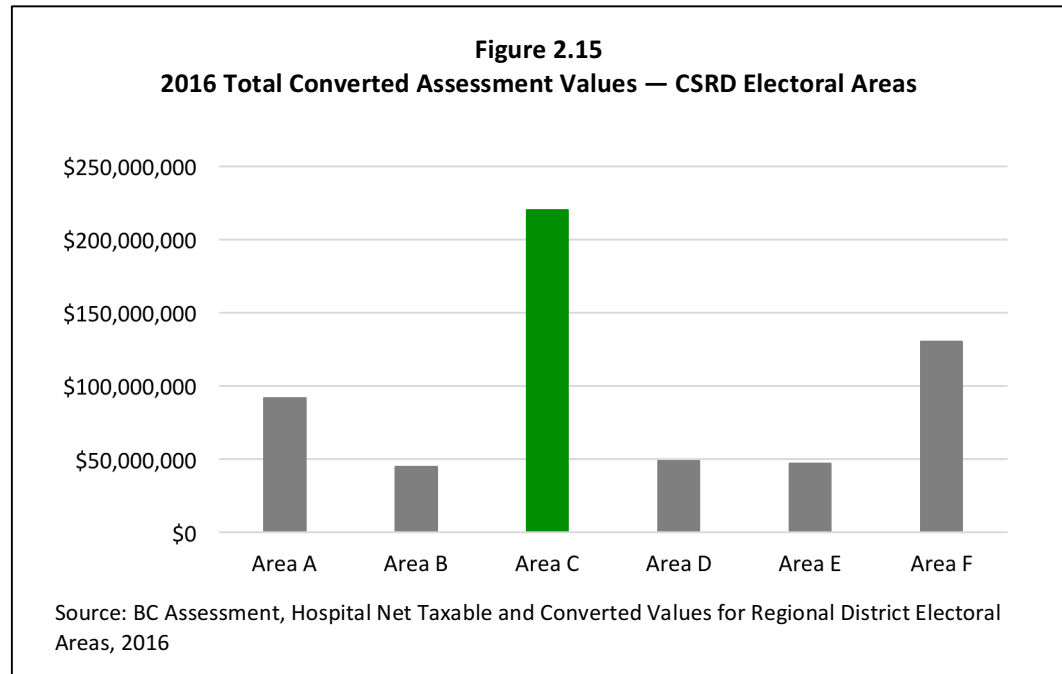
Figure 2.14
Area C Property Assessment

Class	Folios	Assessed Value	%	Average Folio	Converted Assessment	%
1—Residential	6,122	\$2,036,920,000	96.9%	\$330,000	\$203,690,000	92.4%
2—Utilities	60	\$15,060,000	0.7%	\$250,000	\$5,270,000	2.4%
5—Light Industry	35	\$10,430,000	0.5%	\$300,000	\$3,540,000	1.6%
6—Business	114	\$25,730,000	1.2%	\$230,000	\$6,300,000	2.9%
7—Managed Forest	3	\$640,000	0.0%	\$210,000	\$190,000	0.1%
8—Rec Property	26	\$10,970,000	0.5%	\$420,000	\$1,100,000	0.5%
9—Farm	223	\$2,770,000	0.1%	\$10,000	\$280,000	0.1%
Total	6,583	\$2,102,510,000	100.0%	\$320,000	\$220,380,000	100.0%

Source: BC Assessment, Hospital Net Taxable and Converted Values for Regional District Electoral Areas, 2016

³ Converted assessment is the net taxable value of land and improvements in each property class, multiplied by the percentage identified for the class in BC's *Converted Values Percentages Regulation*. The converted values for each class are added together to get the total for a jurisdiction.

For comparison, Figure 2.15 shows the total converted assessment values for all electoral areas within CSRD. Area C's total converted assessment value is much greater than that in other CSRD electoral areas.



Area C also has the highest average Class 1 (Residential) assessment value, as shown in Figure 2.16.

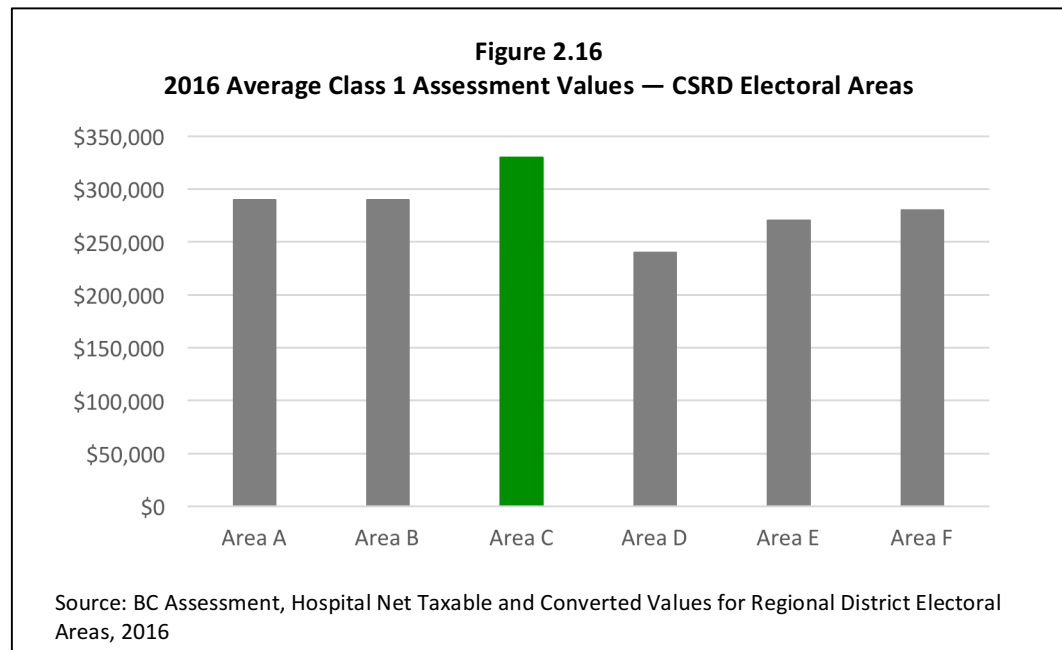
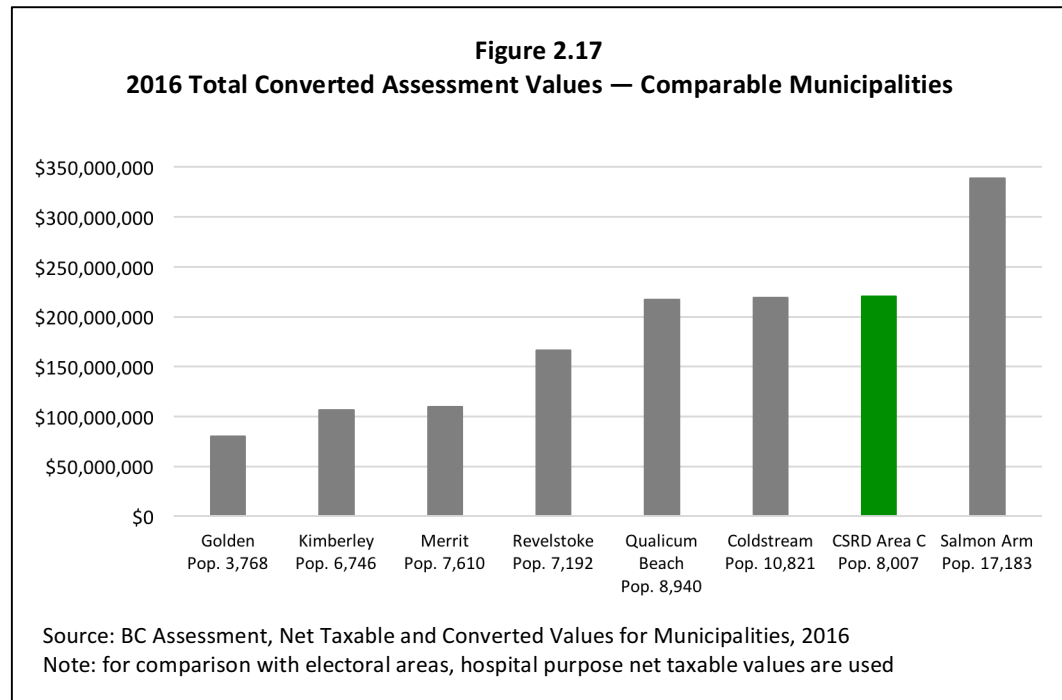
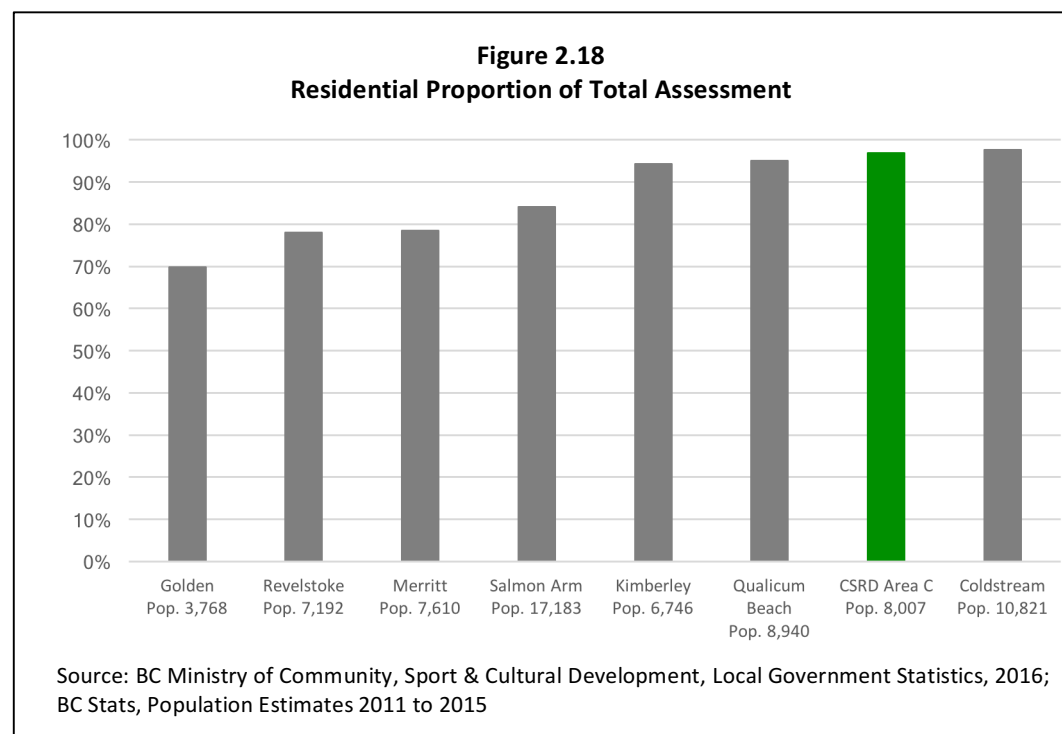


Figure 2.17 places Area C in the context of comparable municipalities, including both nearby centres and those with similar population size and demographic

compositions. The figures show that Area C has a relatively high total converted assessment value.



Area C is predominantly residential. Of the total assessment value, 97 percent is Class 1 (Residential). This proportion is relatively high compared to other communities (see Figure 2.18), and is reflective of Area C's proximity to an urban area (Salmon Arm), as well as relatively low levels of commercial and other development in Area C.



AGRICULTURE

Agriculture is a significant element of the South Shuswap identity. Along with tourism and forestry, agriculture is also one of the foundations of the local economy. The fertile soil of the region is well-suited to a wide range of activities, supporting produce farms, wineries, a micro-brewery, and chicken and cattle operations.

PLANNING CONTEXT

The *Electoral Area C Official Community Plan* (Bylaw No. 725) was adopted in 2014, outlining land use, development and community objectives over a 20-year timeframe. Environmental protection is a key priority of the plan and the main consideration for future development. In all, the plan sets out nine guiding principles:

1. Protection and restoration of the natural environment
2. Maintenance of the rural landscape while encouraging gradual, sustainable, moderate and efficient development
3. Support for a range of housing options
4. Agriculture, tourism and forestry are foundations of the economy, while economic diversification that has low impact on the environment is encouraged
5. Safe roads, improved transit, and opportunities for cycling and walking
6. Public access to the shorelines, parks and facilities suitable for families, and development of low-impact outdoor recreation are encouraged
7. Region-wide approach to correct inferior water and sewage treatment systems and a liquid waste management system
8. Concentration of community facilities in Sorrento and Blind Bay
9. Active community involvement in planning decisions

As outlined in the OCP, development is restricted to areas with lower environmental values within the Village Centre and Secondary Settlement Areas. Sorrento Village Centre, already the hub of commercial activity within Area C, will continue to be the location of most residential, retail and business development. It will be connected to community water and sewer systems, as well. Future development is also planned for Balmoral Village Centre. Secondary Settlement Areas — Blind Bay, Sunnybrae, White Lake and Eagle Bay — may contain some residential development. Looking forward 100 years, the OCP anticipates that the vast majority of South Shuswap will remain rural.

COMMUNITY AMENITIES

South Shuswap is endowed with beautiful natural features, including lakes and rolling hillsides. The area offers numerous outdoor recreational opportunities and scenic views. The CSR is currently preparing an Area C Parks Master Plan.

As shown in Figure 2.19, there are a number of parks, trails, and waterfront amenities located within the Area.

Figure 2.19
Parks, Trails, and Waterfront Amenities in Area C

- | | | |
|--------------------------------------|---------------------------------|--|
| · Balmoral Trail Head | · John Evdokimoff Bike Park | · Robinson Creek Park |
| · Blind Bay Beaches (Pebble & Sandy) | · MacArthur Heights Trailhead | · Rocky Martinson Community Park Trail |
| · Caen Road Park | · Markwart Road Boat Launch | · Rocky Point Road |
| · Cedar Heights Park | · Mt. Baldy Trail | · Shannon Beach |
| · Ferro Road Lake Access | · Mt. Tuam Community Bike Park | · Sorrento/Blind Bay Park |
| · Gail Road Community Park | · Notch Hill Community Park | · Sunnybrae Park |
| · Gillespie Road Community Park | · Reedman Road Community Park | · White Lake Community Park |
| · Harbour Road Boat Launch | · Reinecker Creek Trail | · Whitehead Road Boat Launch |
| · Hugh Road Community Park | · Robertson Road Community Park | · Wild Rose Bay |

CHAPTER 3

ELECTORAL AREA C SERVICES PROVIDED BY CSR

This chapter provides details on each of the local government services provided to residents and properties in Electoral Area C by the CSR. The services are presented in broad service categories, including emergency services, administration, and planning and development. These categories do not necessarily correspond with the CSR divisions or departments that are in place to deliver key services.

The text under each category introduces and explains a set of individual local government services. An overview is provided for each service, followed by an outline of service governance (i.e., how decisions are made), and service finance (i.e., how services are paid for, and by whom). Charts present information on each service's budget, tax requisition and other details. Unless otherwise stated, financial information is taken from the CSR's 2017 five-year financial plan. Reserve amounts are from the end of 2015, which represents the most recent year of audited financial statements. Several of the 2016 service totals include amounts that were set aside in 2016 to establish reserve accounts. These reserves, it is understood, have been established; however, audited accounts of the reserve balances are not yet available.

EMERGENCY SERVICES

Service Overview

The CSR provides a number of emergency services to residents and properties in Area C, either directly or through CSR-funded organizations. These services include:

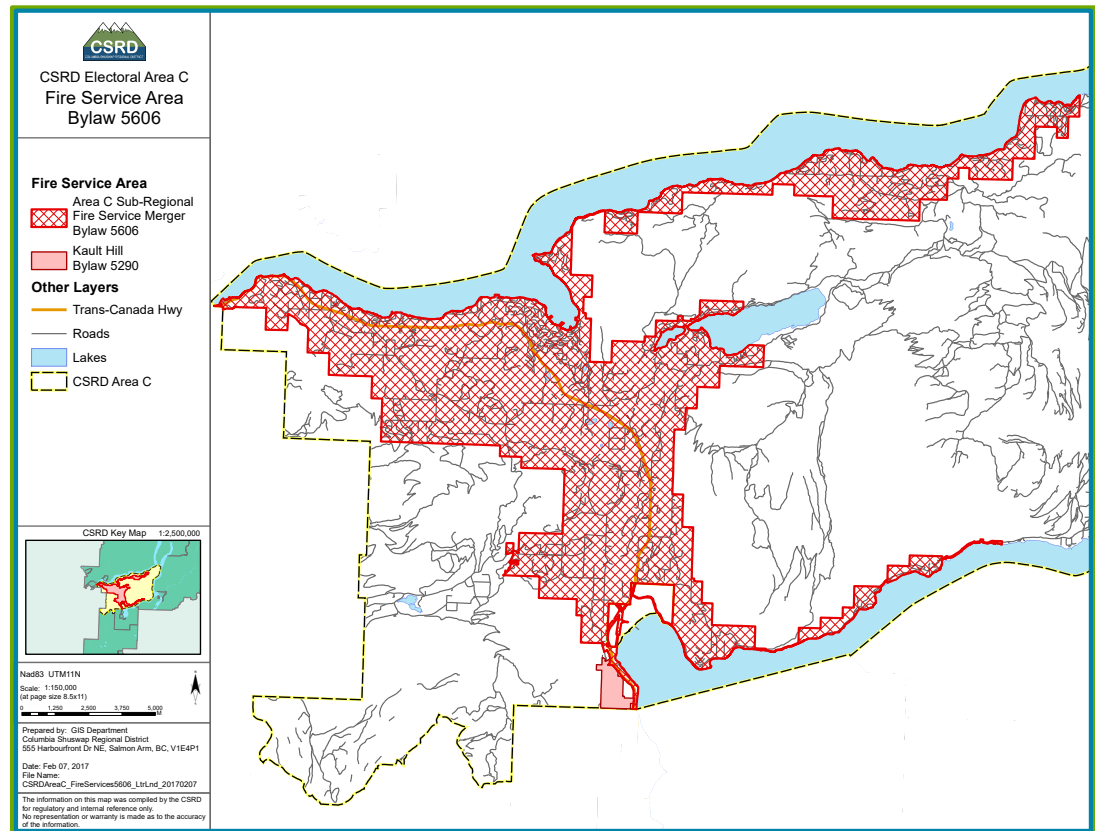
- Fire Protection
- Emergency Planning
- 911 Call Service
- First Response
- Search and Rescue

► Fire Protection

A fire protection service is provided to the majority of Area C through a combination of four volunteer fire departments: Eagle Bay, Shuswap, Tappen/Sunnybrae, and White Lake. The Kault Hill portion of Area C is serviced separately, outside of the fire protection service area, under a contract with the City of Salmon Arm. Both service areas are shown on the map in Figure 3.1.

Each volunteer department is comprised of a fire chief, an assistant chief (and/or other officer positions) and a group of paid on-call (POC) firefighters. The Shuswap Volunteer Fire Department is the largest of the four departments, with 42 active POCs (June 2016); among the four departments in all, there are 111 active POCs. In addition to the chief, assistants and firefighters in each of the departments, the CSR has a regional fire service, with a fire chief and an

Figure 3.1
Area C Fire Service Areas



assistant regional chief who oversee and coordinate fire services across all electoral areas.

Each department in the Area C fire protection service area serves its local community. The Tappen/Sunnybrae volunteer department is also contracted to provide fire protection services to the North Bay Reserve land of the Little Shuswap First Nation.

► **Emergency Planning**

The Shuswap Emergency Program (SEP) is a sub-regional service provided by the CSR to Electoral Areas C, D, E and F, and to the City of Salmon Arm and District of Sicamous. The SEP was formed in 1999 to provide emergency planning, emergency mitigation, emergency preparedness and emergency recovery for the area surrounding Shuswap Lake. The service area encompasses approximately 6,500 km². It includes an estimated permanent population of 35,000 residents, which routinely swells to over 100,000 during the summer.

The Shuswap Emergency Program is primarily delivered by volunteers, but is supplemented by trained local government staff from the CSR, as well as the City of Salmon Arm and District of Sicamous. The CSR has one emergency program coordinator, and one emergency plan assistant. The program has access to more than 85 volunteers and 45 staff members that are seconded as needed.

SEP provides response and recovery in major emergencies, including disaster assistance such as aiding emergency agencies, coordinating provincial funding for response, providing community awareness and media relations, and assisting RCMP with planning evacuations.

➤ **911 Call Service**

In the CSR, similar to other regions of BC, 911 call services are provided by E-Comm, an emergency services call centre that operates primarily out of Vancouver. E-Comm is the largest 911 call centre in BC, handling calls for Metro Vancouver and 24 other regional districts and communities.

➤ **First Response and Search and Rescue**

Area C participates in both the Shuswap Search and Rescue service, and the South Shuswap First Response Service. Both services are delivered by non-profit societies, supported by CSR grants-in-aid. The CSR contributes through grants to the cost of the services, but has no oversight role for the services.

The first response service is delivered by the South Shuswap First Responders Association (SSFRA). The Association provides medically trained volunteers to respond to medical emergencies for South Shuswap residents who live more than 15 minutes from a hospital. The service area includes Balmoral, Blind Bay, Carlin, Eagle Bay, Notch Hill, Skimikin, Sorrento, Sunnybrae, Tappen and White Lake. The SSFRA received grant-in-aid of \$30,000 in 2015; in 2016, the budget increased to \$50,000.

Search and Rescue is also delivered by a non-profit society, the Shuswap Volunteer Search and Rescue (SVSAR) Association. The service cost was \$80,200 in 2015, but increased to \$105,000 in 2016 to accommodate a marine rescue unit provided by the Shuswap Lifeboat Society. There are approximately 30 members of the SVSAR team who on average attend 20 search missions each year. Funds for the grant-in-aid are provided by all jurisdictions in the service area, including Electoral Areas C, D, E and F, and the municipalities of Sicamous and Salmon Arm.

Service Governance

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

➤ **Fire Protection**

Fire protection exists as a single specified service that includes the operations of



the four volunteer departments. The service is contained entirely within Electoral Area C, which means that Area C is the sole participating CSRD jurisdiction in the service. Decisions for the service are made by the CSRD Board, through votes that include all CSRD directors.

In making its decisions, the Board considers recommendations from the volunteer fire chiefs, CSRD staff, and the Area C Fire Services Advisory Committee. The Committee is comprised of two citizen representatives from each of the four fire service areas. The four fire chiefs, the Electoral Area C Director and the regional manager participate on the committee as non-voting members. In addition to the work of the Committee, the chiefs of all the CSRD fire departments meet annually to discuss broader issues such as budget and regional district policy.

➤ **Emergency Planning**

The Shuswap Emergency Program is operated primarily by an executive committee comprised of the director from each of the participating areas (Electoral Areas C, D, E and F, and the City of Salmon Arm and District of Sicamous). The committee provides advice to the Board on issues such as the budget.

➤ **911 Call Service**

The 911 Call Service is provided to the entire region, including the Adams Lake and Little Shuswap Lake First Nations. Decisions on the delivery of the service (contract to E-Comm), are made by the entire Board.

➤ **First Response**

The South Shuswap First Response is a volunteer program that serves only Area C. The only decision made by the entire Board concerns the provision of ongoing funding. The CSRD is not involved in the delivery of the service, or the operations of the South Shuswap First Responders Association.

➤ **Search and Rescue**

Electoral Areas C, D, E and F, along with the municipalities of Sicamous and Salmon Arm, support the service delivery efforts of two non-profit groups (Shuswap Volunteer SAR and Shuswap Lifeboat Society) through grants-in-aid. The CSRD has no involvement in the operations of these services. The upper limit for the contributions is set through the establishment bylaw; decisions on the annual budget are approved by the entire Board.

Service Finance

Service cost and service funding are the two key points to understand under the sub-title "service finance".

➤ **Fire Protection**

The 2017 budget for fire services in Area C is over \$1.8 million. This total includes regular capital expenditures on equipment that is required to meet demand for

service, insurance standards and the requirements of the *Fire Services Act* as detailed in the *Structure Firefighters Competency and Training Playbook* (the Playbook).

Some of the 2016 capital expenditure highlights from the four departments include:

- a new training building at the White Lake Fire Department
- expansion of the Tappen/Sunnybrae fire hall
- replacement of the Shuswap mini pumper in Hall #1

Operating and ongoing capital costs are recovered primarily through property taxes based on assessed values (land and improvements). In 2011, individual local service areas for Blind Bay/Sorrento, White Lake, Eagle Bay and Tappen/Sunnybrae were combined into one larger Area C fire protection service area. The consolidation was in part the result of a fire service review by the CSR in 2009, but was also driven by cost pressures related to training and equipment purchase. Today, all property owners in the consolidated service area pay a single common tax rate for the overall service. This approach recognizes that service costs are more manageable and stable, and ultimately no less equitable, when spread across the broader area.

Within Area C there are two exceptions to this consolidated funding approach. The first is the Little Shuswap Lake First Nation reserve lands which pay a contract amount for service from the Tappen/Sunnybrae department. The second is the Kault Hill area. Kault Hill, as noted earlier, is outside of the Area C fire protection service area. The community contracts the City of Salmon Arm to provide fire protection. The Area C fire protection service has a capital reserve fund to assist with major, one-time purchases. At the end of 2015, the reserve fund balance was \$334,264 — a figure that was bolstered significantly in 2016 with the transfer of the reserves from the former Sorrento/Blind Bay Fire Protection Reserve account, which was at \$458,719 in 2015.

➤ **Emergency Planning**

In 2015, a total of \$446,576 was spent on the emergency planning service. 2015 represented an unusual year during which the CSR leased-out its structural protection units to the province to combat forest fires. The lease arrangements provided additional revenue and allowed for the placement of funds into reserve accounts for the service. In 2016, \$322,296 was spent on emergency preparedness, including the purchase of an additional equipment for interface fires. The 2017 budget is for \$384,282.

Funds are raised primarily through property value taxes (land and improvements), but also include contributions from the Adams Lake and Little Shuswap Lake First Nations (who participate in the service).

► 911 Service

Costs for the 911 service are recovered through property value taxes on land and improvements, as well as agreements with Adams Lake and Little Shuswap Lake First Nations. The service has more than one year's budget in its reserve account.

► First Response and Search and Rescue

The SVFRA, SVSAR and Shuswap Lifeboat Society are funded through Area C grants-in-aid, the amounts of which are recovered from Area C taxpayers through property value taxes (land and improvements).

All financial information for the Area C Fire Protection Service, the Kault Hill Fire Protection Service, the broader Regional Fire Service, the Emergency Planning Service, the Emergency 911 Service and the First Response and Search and Rescue operations is outlined in Figure 3.2.

Figure 3.2
Area C Emergency Services Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Reserves (2015)	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
Area C Fire Protection	Area C, Little Shuswap	\$1,841,771	\$1,753,822	\$334,264 (plus \$458,719 in Sorrento Fire reserve)	\$1,214,530	0.6392	\$212.68
Kault Hill Fire Protection	Area C	\$9,400	\$9,400	n/a	\$8,781	0.5149	\$171.32
Regional Fire	Areas C,D,E,F	\$438,105	\$357,915	n/a	n/a	n/a	n/a
Emergency Planning	Areas C,D,E,F, Salmon Arm, Sicamous, Adams Lake, Little Shuswap	\$384,282	\$322,296	\$108,556	\$268,960	0.0328	\$10.92
Emergency 911	All of CSR, Adams Lake, Little Shuswap	\$297,319	\$265,851	\$319,221	\$251,955	0.0213	\$7.08
First Response	Area C	\$61,000	\$50,200	n/a	\$20,200	0.0240	\$7.98
Search and Rescue	Areas C,D,E,F, Salmon Arm, Sicamous	\$106,000	\$105,200	n/a	\$105,200	0.0128	\$4.27

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

PLANNING AND DEVELOPMENT SERVICES

Service Overview

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

- Development Services
- Planning Special Projects
- GIS/Mapping
- House Numbering
- Bylaw Enforcement

➤ **Development Services**

Development services includes the administration of the *Electoral Area C (South Shuswap) Official Community Plan* and three Area C land use (zoning) bylaws, namely: the *South Shuswap Zoning Bylaw (No. 701)*, which covers the majority of Area C, the *Kault Hill Rural Zoning Bylaw (No. 3000)*, and the *Lakes Zoning Bylaw (No. 900)*, which covers docks and buoys for areas covered by water. Planning applications processed under development services include development permits, rezoning applications and development variances.

Subdivisions are not processed by the regional district, but rather are approved by the Ministry of Transportation and Infrastructure. The regional district does, however, have a subdivision service bylaw, and does comment on the land use and zoning implications of subdivision applications as part of the Ministry's approval process.

The development services staff at CSR deliver the services, with the exception of house numbering and GIS mapping, which are delivered by the GIS/IT department. The development services department includes a total of 13 staff, including a manager of development services, team leader, five planners, one planning assistant, two clerical assistants, two bylaw enforcement officers and a building inspector. The building inspector is not involved in providing services to Area C.⁴

➤ **Special Projects**

Special projects is a separate service that funds projects which are outside the scope of the typical day-to-day activities under development services. Larger projects, such as updates to zoning bylaws and OCPs, are included under special projects, but so, too, are studies that are not strictly planning related, such as parks master plans, and this governance study. The service is funded by all electoral areas on the understanding that each area will receive its share of relevant studies and projects over time, and that each area benefits from planning and projects completed in and for the greater region. Electoral Area C, for example, is scheduled to have zoning projects undertaken in both 2018 and 2019 (budgeted at \$50,000 in each year). Projects in 2016 included zoning work in Areas D and F, Official Community Plan work in Area E, a project on building

⁴ CSR building inspection is currently provided in a portion of Electoral Area F only. Each member municipality has its own building inspection service.

regulation, as well as the start of the Area C governance study.⁵ Special projects are typically delivered by a combination of staff in the relevant departments with assistance from consultants as required.

➤ **GIS Mapping and House Numbering**

GIS/Mapping service integrates hardware and software to capture, analyze, display, model and assess spatial data (such as boundaries, water features, grids, roads and aerial photos) used in land use and planning decisions. The information is available not only to staff but also to the public through the mapping program on the CSRD website. The Information Technology and GIS department provide support for the use of those tools.

Through the House Numbering service the CSRD assigns house numbers or civic addresses to residents in the electoral areas. Addresses are used by 911 services and fire departments. Utilities agencies such as hydro, gas and telephone require addresses to be assigned prior to allowing service connections.

GIS and house numbering are delivered by staff in the combined Information Technology and GIS department. The department has a total of six staff, including a manager, an IT coordinator, a GIS technologist, two GIS technicians and a webmaster/communications technologist.

➤ **Bylaw Enforcement**

Although the bylaw enforcement service is under the development services umbrella, bylaw enforcement involves enforcement of many regulatory bylaws and issues that fall outside of the planning sphere. Enforcement of zoning and land use bylaws, however, does typically represent a significant portion of the CSRD's bylaw enforcement budget, as is the case in other local government jurisdictions.

Bylaw enforcement is delivered by CSRD staff, and is a service provided to all the electoral areas within the CSRD. Area C accounts for the majority of bylaw enforcement complaints due to the population, size, and density of the electoral area, but also because of the absence of a building inspection service in the area. There are two bylaw enforcement staff that work across the region.

Service Governance

The development services department utilizes Advisory Planning Commissions for most electoral areas. The Area C Advisory Planning Commission currently has nine members who are appointed to the Commission for four years, and who are chosen to reflect a geographically, demographically and professionally diverse group of residents. The role of the APC is to advise the Board on land use and community

⁵ The Area C Governance Study is funded primarily using a grant provided by the Ministry of Community, Sport and Cultural Development. The CSRD is contributing additional funds through Special Projects to enhance the public engagement process.

planning matters. The APC reviews and provides advice on planning applications, including zoning and OCP amendments, development permit and variance applications, temporary use permits, and agricultural land reserve applications.

In addition to the APC, there is an Electoral Area Directors' Committee of the Board, comprised of all CSRD electoral area directors. This committee discusses matters of importance to the electoral areas, and as such, can be used to discuss planning and bylaw enforcement issues, along with special projects.

Decisions on planning-related services and applications are made by only the electoral area directors — that is, by the representatives of the jurisdictions that participate in the service. Decisions, such as the approval of the service budget, that have financial impacts are decided by the full Board of Directors.

Service Finance

The development services budget is recovered through a combination of application and permit fees, and property taxes. All of the other services referenced in this section are recovered primarily from property taxes (land and improvements). Bylaw enforcement costs are shared equally among all electoral areas based on converted assessment values, and are recovered through property value taxes (land and improvements).

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

Figure 3.3
Area C Planning and Development Services Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
Development Services	Areas A,B,C,D,E,F	\$1,229,813	\$1,423,778	\$992,042	0.1788	\$59.49
Special Projects	Areas A,B,C,D,E,F	\$380,474	\$392,704	\$70,717	0.0127	\$4.24
GIS Mapping	Areas A,B,C,D,E,F	\$366,362	\$436,409	\$342,366	0.0617	\$20.53
House Numbering	Areas A,B,C,D,E,F	\$28,140	\$21,748	\$20,124	0.0036	\$1.21
Bylaw Enforcement	Areas A,B,C,D,E,F	\$486,454	\$396,546	\$332,346	0.0599	\$19.93

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

PARKS AND RECREATION SERVICES

Service Overview

Parks, recreation and library services provided by the CSRD to Area C residents include:

- Community parks
- Shaw Centre Arena service
- Library service

➤ **Community Parks**

Area C is home to 28 community parks that include trailheads, boat launches and beaches (the provincial parks and recreation areas in Area C are not included in the Area's community parks service). Community parks are acquired through land development as a requirement of subdivision, or through purchases, donations, or transfer/lease/license of occupation of crown land.

Electoral Area C's parks service includes the acquisition of park land, as well as the development (playgrounds, trails, etc.), maintenance and operation of the park land. The Area has a Parks Plan that was completed in 2003, and that is currently undergoing an update. The plan, which is anticipated to be available in draft form in February 2017, will provide direction for the acquisition and development of parks and trails within the electoral area over the next 20 years. The update follows on the heels of a recreational needs assessment that was conducted in 2014 to understand current recreational uses and future needs for Area C residents.

The CSRD Parks and Recreation Division is responsible for the planning, management and operation of all community parks within the CSRD, including those in Area C. The division has a total of four staff including a parks and recreation planner, a parks and recreation coordinator and a seasonal operator. Park maintenance is contracted out.

➤ **Shaw Centre Arena**

Electoral Area C residents contribute to the City of Salmon Arm's Shaw Centre, a twin arena recreation complex. Sharing in the costs of existing facilities within Salmon Arm is an acknowledgement of the fact that residents use these facilities. Cost sharing also provides an alternative to providing residents with their own facilities in Area C.

➤ **Library Service**

Library service is provided to Electoral Area C by the Okanagan Regional Library (ORL). ORL is a large library system with a total of 29 branches and a service area population of over 360,000. The CSRD is one of four regional districts that participate (on behalf of electoral areas) in the service, along with 19 municipalities and two First Nations. Electoral Area C is served primarily by ORL's South Shuswap branch, located in Blind Bay. The branch is open for five days each week, for a total of 34 hours. ORL Library cards are free to those who live or own property in the Area.

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

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

Service governance

Decisions regarding community parks are made by the Board with input from staff and the Electoral Area C Parks Advisory Committee. The committee provides advice on parks operations and on the implementation of the parks plan. The committee has seven non-elected members who serve for three-year terms; terms are staggered in order to provide a degree of continuity. The committee is purely advisory and has no delegated authority.

Neither Electoral Area C nor the CSRD has any formal involvement in decisions related to the City of Salmon Arm's Shaw Centre.

Decisions for the library service are made by the ORL's Board of Trustees, which is comprised of representatives of the system's member jurisdictions. As per the *Library Act*, each of the 19 participating municipalities appoints a council member to the Board. Each of the four participating regional districts appoints one electoral area director from the region's participating electoral areas. The Westbank First Nation and Penticton Indian Band each appoint a member, as well. In all, the ORL Board consists of 25 trustees. Currently the Area F Director represents the CSRD on this Board; the Area C Director is the alternate.

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

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

Service Finance

The Area C community parks service is funded through property value taxes, supplemented by grants from the Community Works fund. Typically, the annual budget for the service is \$700,000 to \$900,000 depending on the projects that are planned. In 2016, the update of the Area C parks plan began, which accounts for the higher 2016 budget (the master plan is paid for through gas tax funds). In 2017, money has been earmarked for park land acquisition in Blind Bay, as well as for repairing a boat launch at Markwart Road. In addition to the operational budget, there is a community parks capital reserve of \$166,081, as well as a parkland acquisition reserve for Electoral Area C that had a balance of \$803,335 at the end of 2015.

The CSRD makes a lump sum contribution toward the operating cost of the City of Salmon Arm Shaw Centre arena. The amount is recovered from residents through a property value tax based on converted assessment (land and improvements). Library contributions are also made through value tax payments (land and improvements).

All financial information for the services grouped under Parks and Recreation Services is outlined in Figure 3.4.

Figure 3.4
Area C Parks and Recreation Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Reserves (2015)	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
Area C Community Parks	Area C	\$1,599,191	\$646,789	\$166,081 + \$803,335 (acquisition)	\$511,274	0.2443	\$81.27
Shuswap Multipurpose Recreation (Shaw Centre)	Area C	\$61,200	\$60,800	n/a	\$60,800	0.0290	\$9.66
Library Service	Areas B,C,D,E,F	\$871,111	\$891,293	n/a	\$868,174	0.1888	\$62.82

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

ECONOMIC DEVELOPMENT SERVICES

Service Overview

Area C participates in several distinct services that all fall under the umbrella of economic development, including:

- Shuswap Economic Development
- Shuswap Tourism
- Film Commission
- Area C Tourism Promotion

While these services are related to one another, they are treated separately in part because they have different funding partners. Together, the services are delivered by two staff members — the economic development officer and one clerical assistant.

➤ **Shuswap Economic Development**

The Shuswap economic development service is a joint service funded by and delivered to Areas C, D, E and F, and the District of Sicamous. The service is intended to support business growth through existing business expansion and retention, and the attraction of new businesses to the Shuswap. The service aims to generate economic development opportunities through a variety of strategies, including a number of marketing events and promotions, a website, and a business retention and expansion program. An agricultural strategy was completed two years ago; and an overall economic strategy is planned for 2017.

➤ **Shuswap Tourism**

The CSRD has a separate service for the tourism component of economic development. Shuswap tourism is focused on the marketing and promotion of the Shuswap region, including through the production of videos, regional signage, the website, social media, trail guide, experience guide and support for many of the region's events and activities. Since the impacts of tourism and the promotion of the area benefit a broad area, the costs of the service are shared by a wide variety of jurisdictions, including the City of Salmon Arm, District of Sicamous and the CSRD Electoral Areas C, D, E and F. Also included in the service is the City of Enderby from the Regional District of North Okanagan, and the Village of Chase from the Thompson Nicola Regional District.

➤ **Film Commission**

The Columbia Shuswap Film Commission promotes film and television production activity in Revelstoke, Salmon Arm, Sicamous, and CSRD Electoral Areas B, C, D, E, and F. Creative BC, which emerged out of the former BC Film Commission and BC Film and Media, collaborates with the service.

➤ **Tourism Information — Area C**

The Tourism Information — Area C service is an initiative that supports the Area C Chamber of Commerce. Support for the Chamber is committed until the end of 2017.

Service Governance

The Shuswap Economic Development service is guided by the Economic Development Advisory Committee. The Committee, which makes recommendations to the CSRD Board, is comprised of the electoral area directors from Areas C, D, E, and F, as well as one representative from the District of Sicamous. There are also up to six members of the business community (for a maximum total of 11 members) on the Committee. Business members are appointed for two-year terms. All Committee members are appointed by the CSRD Board.

The Tourism Service is guided by a separate Shuswap Tourism Advisory Committee, which includes a director from each of the electoral areas, an elected official from each of Chase, Sicamous and Salmon Arm, and a designate of the Enderby Chamber of Commerce. There are also up to eight representatives of the tourism business community, for a maximum of 16 members on the Committee. All members are appointed by the CSR Board; each business representative serves a two-year term. The Committee is advisory in nature only and does not have decision-making powers. The Committee supports the CSR economic development officer, who attends the meetings, but is not a member of the Committee.

The Area C director sits as a non-voting member on the Salmon Arm Economic Development Society (SAEDS). This society is not part of the Area C economic development service; however, given the links between activities in Area C and Salmon Arm, SAEDS allows for some sharing of knowledge between the groups.

Service Finance

Cost recovery for all of the economic development services is through property value taxes (land and improvements). Grants are used when available, including one regular provincial grant for the BC Film Commission (\$15,000), and Community Tourism Opportunities funding for the economic development service (approximately \$50,000 in years 2016 through 2020). Some advertising revenues assist with cost recovery.

As noted, the service area and set of participating jurisdictions for each component of economic development varies slightly; however, for all of the services, costs are allocated on the basis of converted assessment. The exception is the tourism service in which Enderby and Chase, and the Little Shuswap Lake First Nation, participate. Each of these three jurisdictions contributes a set amount (\$5,000 from each of Enderby and Chase; \$3,500 from the Little Shuswap Lake First Nation) to the service.

The service that provides support to the Area C Chamber of Commerce is funded solely by Area C properties. Support through the service is set to expire at the end of 2017; no funding is budgeted for the service beyond that time. The Film Commission receives a provincial grant and a contribution from the Little Shuswap Lake First Nation (\$5,000), in addition to tax revenues. The tax requisition portion is expected to increase in 2017 to approximately \$47,000 (from about \$30,000) because of a lack of surplus from earlier years.

It is worth noting that until 2016, the funds raised for the tourism service were added as revenues to the Shuswap Economic Development budget. This approach makes the 2016 economic development service appear to have a high actual cost (\$564,136) compared to the service's requisition (\$325,818). Beginning 2017, the two service budgets were separated.

All financial information for the services grouped under Economic Development Services is outlined in Figure 3.5.

Figure 3.5
Area C Economic Development Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
Shuswap Economic Development	Areas C,D,E,F Sicamous	\$540,528	\$564,136	\$325,818	0.0654	\$21.78
Shuswap Tourism	Areas C,D,E,F Sicamous, Salmon Arm Enderby (RDNO), Chase (TNRD)	\$369,865	\$184,411	\$170,911	0.0209	\$6.94
Film Commission	Areas B,C,D,E,F Salmon Arm, Sicamous, Revelstoke, Little Shuswap	\$80,051	\$34,828	\$34,278	0.0034	\$1.12
Area C Tourism Info	Area C	\$25,500	\$25,900	\$20,900	0.0100	\$3.32

** 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation*

TRANSPORTATION SERVICES

Service Overview

Area C participates in two transportation-related services:

- Shuswap Regional Transit
- Shuswap Regional Airport

➤ Shuswap Regional Transit System

The Shuswap Regional Transit System, delivered by BC Transit, provides modest service levels to electoral areas C and D. Two routes service Electoral Area C, and one route services a portion of Area D. Route 12 travels from Salmon Arm to Eagle Bay (through Blind Bay and White Lake); Route 13 travels from Salmon Arm to Sorrento (through Blind Bay). Both routes travel through Tappen, Carlin and Balmoral. Fares are \$1.75 for one zone (Salmon Arm to Tappen), with an additional \$0.50 required to travel to Sorrento or Blind Bay, and a further \$0.50 (\$2.75 total) to travel from Salmon Arm to Eagle Bay. Service on both routes is provided on Thursdays only.

➤ Shuswap Regional Airport

The Shuswap Regional Airport, located in Salmon Arm's industrial area, has a terminal building and one runway. The airport services chartered flights only; there is no regularly scheduled service. It is owned and staffed by the City of Salmon Arm. The CSR service exists to provide a financial contribution to the operation of the facility.

Service Governance

BC Transit is responsible for making long-range plans, operational plans and transit schedules. BC Transit also promotes transit system information, makes policies, sets rates, and manages fleets and contracts. The CSRD shares in the funding responsibilities, approves service plans and rates, accounts for revenue, and maintains local transit infrastructure such as bus stops and exchanges. The local governments also market local ridership benefits and programs.

The Shuswap Regional Airport is governed by a Shuswap Regional Airport Commission. The Commission, created in 1992, exists to review the annual operating budget estimates for the airport. Once satisfied with the budget, the Commission recommends adoption to Salmon Arm City Council and the CSRD Board. The Commission has eight commissioners: four nominated by the City of Salmon Arm, and four nominated by the CSRD Board. Each member serves a two-year term.

In addition to the Commission, there is a Shuswap Regional Airport Operations Committee which is in charge of day-to-day operations activities of the airport. The Operations Committee is comprised of one Councillor from Salmon Arm, one CSRD Board member, the Airport Manager, three airport users and a Salmon Arm staff member. This Committee deals with policies, operations, maintenance, capital improvements and development issues.

Service Finance

The Shuswap Regional Transit System is funded by BC Transit and the CSRD. The CSRD contributes to the three routes that service the regional district (two in Area C), using property value tax revenues (land and improvements) raised in Electoral Areas C and D. BC Transit funds 47% of the transit service; a portion of this contribution is recovered through user fees (i.e., bus fares).

The Shuswap Regional Airport Service is funded through property value taxes in within Electoral Areas C, D and E, and the District of Sicamous. All financial information for the services grouped under Transportation Services is outlined in Figure 3.6.

Figure 3.6
Area C Transportation Services Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
Shuswap Regional Transit	Areas C,D	\$30,015	\$28,819	\$28,404	0.0125	\$4.17
Shuswap Regional Airport	Areas C,D,E, District of Sicamous	\$133,064	\$138,876	\$128,011	0.0342	\$11.39

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

ADMINISTRATION SERVICES

Service Overview

General administration services consist of a variety of functions that support the elected officials of the CSRD and their work, as well as the overall management of the CSRD organization. The CSRD has three general administration services:

- General government (all areas)
- General government (electoral areas only)
- General government (overhead)

Together, these services encompass all administration functions, including property management, the purchasing of office supplies and equipment, records management, financial services such as budgeting and accounting, legal services, communications, computers and software purchasing and management, administrative support for the board, elections, and several others.

Also included under the category of Administration are services that support other functions, and services through which the CSRD provides financial support. These services include:

- Vehicle Fleet
- Feasibility Studies
- Grants in Aid (Electoral Areas)

General government and administration services are delivered primarily by CSRD staff under the direction of the Chief Administrative Officer (CAO), who is responsible for service delivery and management of the organization. The CAO is supported by a senior management team comprised of a manager of operations management, a manager of financial services, and a manager of development services. The Administration department includes a total of five people, including the CAO, deputy corporate administrator, an executive assistant, administrative clerk and receptionist. The financial services department has six staff members including the financial services manager, a deputy treasurer, three financial services assistants and an accounting clerk.

Service Governance

Decisions on administration services are made by the CSRD Board of Directors. Operational decisions for services that include all electoral areas and member municipalities are made by the full Board. Operational decisions for services that include electoral areas only, involve only the electoral area directors, and may be discussed by the Electoral Area Directors Committee. Budget or financial matters for all of the services are all made by the full Board.

Service Finance

General government services are recovered in part through charges that are allocated to each individual service based on the level of effort and time involved to administer

each service, as well as time spent by electoral area directors. Close to \$1.2 million in administrative costs were assigned in this way to the general administration and electoral area administration services in 2016. Some administration costs are not attributed to individual services, including costs related to building operation, equipment, office furniture and ground maintenance.

Regional districts also receive a grant from the provincial government each year to assist in general and electoral area administration costs. The amount received is based on population (total population in the regional district as well as the electoral area population). Other administrative revenues include grants and payments-in-lieu of taxes from public agencies, such as the federal government and BC Hydro.

Administration costs that cannot be allocated to individual services, and that cannot be recovered through grants or payments-in-lieu of taxes, are recovered through property value taxes.

Grants-in-aid for electoral areas are also recovered through property value taxes. Although the service includes all electoral areas, the budgets and cost recovery for individual electoral areas are kept separate so that each area can determine the amount in grants it wishes to contribute to local agencies. Electoral Area C has the most generous grants-in-aid budget of any of the electoral areas, but also has the largest tax base to fund the service. Area C's grants-in-aid amount was \$139,059 in 2016 (budgeted to increase to \$214,369 in 2017, and level off at \$165,000 thereafter). This amount is in addition to the individual grants issued to Shuswap Search and Rescue, South Shuswap First Responders and the SPCA, as these contributions are established by bylaw (and referenced elsewhere in this report). Organizations that received aid from Area C in 2016 include Blind Bay, Sorrento, Sunnybrae and Cedar Heights community associations, as well as community halls in Sorrento and White Lake, and the Arts Council for South Shuswap.

All financial information for the services grouped under Administration is outlined in Figure 3.7.

Figure 3.7
Area C Administration Services Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Reserves (2015)	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
General Government (Region)	All of CSRD	\$1,343,183	\$1,371,746	n/a	n/a	n/a	n/a
General Government (Electoral Areas)	Areas A,B,C,D,E,F	\$1,609,314	\$1,126,226	n/a	\$722,619	0.1302	\$43.33
General Government (Overhead)	All CSRD	\$1,443,685	\$1,353,153	\$5,033	\$1,254,456	0.1660	\$55.24
Vehicle Fleet	All CSRD	\$88,839	\$85,133	n/a	n/a	n/a	n/a
Feasibility Study Funds	All CSRD	\$20,000	\$20,000	203,045	\$20,000	0.0026	\$0.88
Grants-in-Aid (Area C only)	Area C	\$214,369	\$139,059	n/a	\$165,000	0.0788	\$26.23

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

WATER SERVICES

Service Overview

The CSRD owns and operates ten community water systems across the broader region. Five of the water service areas are located within Area C, including:

- Cedar Heights
- Eagle Bay
- MacArthur/Reedman
- Sorrento
- Sunnybrae

A summary of the Area C systems is attached as *Appendix II*. In addition to the individual water system services, there is an umbrella regional waterworks service that funds the coordination and operations of all ten water services and the utilities staff.

The CSRD has three staff that look after water, sewer, fire hydrant maintenance and street lighting services (utilities). The operations management department also includes a manager and four staff who provide administrative assistance; however, those positions attend to a much broader range of services, including solid waste, liquid waste, parks and recreation, fire services and emergency services.

The CSRD is undertaking certain projects that will affect all of its water systems — the Asset Management program and the Managed Maintenance program are examples of such projects. The asset management program collects data on the infrastructure

in each water system, and assigns each asset a life span and replacement value. The information is used to help the CSR assess whether reserve funds attached to each system are adequate to meet future capital needs. The Managed Maintenance program involves the collection of information on CSR equipment, and the assignment of service and rebuild schedules. In 2016, the CSR also upgraded the SCADA monitoring system (computer server and software). The SCADA system provides remote monitoring of each CSR water system and is instrumental in reducing operational costs. The cost for these projects is shared by all CSR water system users.

In addition to the five water systems in Area C, there are some water-related services provided by the CSR, including:

- Shuswap Watershed Council Service
- South Shuswap Liquid Waste Management Plan
- Waverly Park Water Users Loan

➤ **Shuswap Watershed Council Service**

This service provides for the coordination of water quality monitoring and analysis throughout the watershed, across several agencies. The service is intended to investigate water quality issues and promote water quality enhancement and protection. There is a small portion of recreational safety awareness built into the service, as well. The service was established in 2015 as a result of the Shuswap Lake Integrated Planning Process. The CSR is one of the funding partners for the service, the delivery of which is contracted to the Fraser Basin Council.

➤ **South Shuswap Liquid Waste Management Plan**

Liquid Waste Management Plans (LWMP) reference existing liquid waste circumstances, and identify alternatives for managing liquid waste. The plans recommend the most financially, socially and environmentally acceptable solutions. LWMPs are encouraged by the province, but are not required. The plans give their host regional district authorization to borrow for capital works. Different stages of the LWMP for the South Shuswap (Area C) have been completed over time. A stage 3 LWMP was completed in 2009, for example, that recommended public education, water quality monitoring, and bylaws to minimize the impacts of existing septic systems. The process also flagged the need for community sewer in the Sorrento, Blind Bay and Reedman Point area.

A report was prepared (2014) introducing some concepts for community sewer services in Sorrento, Blind Bay and Reedman Point. An advisory committee that was created to discuss and consider the options recommended the development of a community sewer system option that involves construction of separate satellite wastewater treatment facilities for the communities. A facility at the Fredrickson Road site, it is anticipated, would initially service top priority areas in Sorrento and Blind Bay. A facility in the Balmoral area, to be constructed later,

would service all of Blind Bay and Reedman Point; the Fredrickson Road would continue to serve Sorrento.

At the time of the study, the preferred option was estimated to cost approximately \$16.1 million at phase 1, and \$47.9 million at phase 2. If senior government funded 66% of phase 1, the cost for each property within that phase was estimated at \$871, plus a connection fee. Another study completed around the same time examined whether lower-cost rapid infiltration sites could be developed in the Blind Bay and Sorrento areas. That study process concluded that a suitable site is not available in Sorrento. A lower cost option with a treatment plant located in Boundary Bay/Balmoral is currently being pursued.

A Sorrento/Blind Bay/Reedman Point service area was recently created, consistent with the LWMP, and a borrowing bylaw put in place to enable the CSR to seek and acquire a site and undertake the preliminary design work for a community sewer treatment facility. The bylaw enables borrowing of approximately \$2 million. The work will enable the CSR to apply for infrastructure grants to help pay for the construction costs associated with a treatment facility to service the area.

The majority of the cost involved with the South Shuswap Liquid Waste Management Plan service is related to ongoing monitoring in Area C, as well as additional studies and outreach. The most recent work stemming from the LWMP has included advancing the Septic Smart education program for homeowners regarding on-site sewer system technology and maintenance.

➤ **Waverly Park Water Users Loan**

Under this service the CSR borrowed money, using municipal finance authority rates, on behalf of the Waverly Park residents to enable them to connect to the Sorrento water system.

Service Governance

The CSR has a Regional Water System Advisory Committee that provides advice to the CSR Utilities Team Leader. In specific terms, the Committee exists to:

- provide advice on policies for the operation and maintenance of the systems
- communicate water systems issues
- supply local input and knowledge in regards to the CSR water system
- provide a local perspective on water
- provide advice regarding new water system acquisition

The Committee consists of one representative plus an alternate from each water system operated by the CSR, as well as the CSR Utilities Team Leader (ex-officio) and a representative from Interior Health (non-voting seat). The Committee advises on all of the water systems operated by the CSR (i.e., not just for Electoral Area C); however, five of the ten regional water systems are within Area C.

The CSR also has provisions and procedures to create a Local Transition Advisory Committee for any water service that is being transferred from a privately held system or improvement district to the CSR. This Committee would include five representatives from the system, plus the CSR Utilities Team Leader. The purpose of the Committee is to ensure smooth transition to CSR operations, including the provision of historical records and information, assistance with communications, and assistance in the transition to the Regional Water System Advisory Committee.⁶

The Shuswap Watershed Council service is governed by a standing committee known as the Shuswap Watershed Council. The Council includes representatives from various jurisdictions within the watershed, including:

- CSR Electoral Areas C, D, E and F
- City of Salmon Arm
- District of Sicamous
- Thompson Nicola Regional District
- North Okanagan Regional District
- Secwepemc Nation
- Okanagan Nation

There are also representatives from the Ministry of Environment, Ministry of Agriculture and the broader community (three community representatives). The total number on the Council is 18. The role of the Council is to:

- provide direction and oversight for the implementation of its programs
- increase collaboration of all relevant interests in the Shuswap watershed
- monitor risks and quality of program implementation
- approve budgets and annual reports
- resolve conflicts as necessary
- receive and approve scientific and technical input, plans and budgets (as appropriate) from the Water Quality Monitoring Group for implementing the water quality program

The CSR creates advisory committees during the preparation of the Liquid Waste Management Plan and any of the resulting studies (such as the community sewer design). No advisory committees are currently active as part of this service.

In addition to the input from the committees noted above, operational and financial decisions regarding the water services, the Waverly Park loan service, and liquid waste management matters are made by the full Board (these services are provided to Area C only; however, decisions cannot be made by one director). Operating decisions are made by the Shuswap Watershed Council, although the CSR portion of the Council's budget must be approved by the full Board.

⁶ There are not, at present, any private water systems in the process of being transferred to the CSR.

Service Finance

The cost of each water service is recovered through a combination of user fees and property parcel taxes. Parcel taxes range from approximately \$140 in Cedar Heights to \$265 in Eagle Bay in 2016. User fees include rates based on consumption, as well as connection fees for new users. Each water system also has a reserve account.

The regional waterworks service is recovered through contributions from each individual system, and therefore involves no separate tax. Regional waterworks have been subsidized from the General Government (Electoral Areas) service for many years; however, a transition plan is now in place to phase in the recovery of costs from the individual water systems, beginning in 2017. The costs will be fully recovered from water systems by 2024.

The cost of the Shuswap Watershed Council service is recovered from CSRD service participants through a parcel tax. The service also receives contributions from the City of Salmon Arm and the Thompson Nicola Regional District directly. The CSRD budget for the service represents only the CSRD portion of the Watershed Council Service. The Liquid Waste Management service is recovered through parcel taxes, as is the Waverly Park Water Users Loan (the Waverly Park Loan parcel tax is applied only to residents who connect to the Sorrento infrastructure).

All financial information for the services under Water Services is in Figure 3.8.

Figure 3.8
Area C Water Services Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Reserves (2015)	Parcel Tax Requisition (2016)	User Fees (2016)	Parcel Tax + User Fee Avg. Res.
Cedar Heights Water	Portion of Area C	\$279,846	\$158,777	\$317,915	\$62,500	\$85,000	\$366.47
Eagle Bay Water	Portion of Area C	\$51,588	\$224,274	\$213,946	\$24,250	\$20,520	\$513.13
MacArthur / Reedman Water	Portion of Area C	\$129,989	\$80,935	\$104,127	\$26,250	\$51,604	\$687.95
Sorrento Water	Portion of Area C	\$335,302	\$284,420	\$1,244,390	\$61,859	\$214,342	\$509.18
Sunnybrae Water**	Portion of Area C	\$1,728,874	\$90,707	n/a	\$23,700	\$34,680	\$786.00
Liquid Waste Management Plan	Area C	\$54,041	\$56,894	n/a	\$38,279	n/a	\$7.19
Shuswap Watershed Council Service	Areas C,D,E,F Sicamous	\$175,091	\$177,948	n/a	\$180,000	n/a	\$12.27
Waverly Park Water Users Loan	Portion of Area C	\$22,549	\$22,525	n/a	\$7,823	n/a	\$329.35

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

** Sunnybrae Actual 2016 figure is for the year the system was acquired. Tax requisition and user fee amounts are for 2017.

STREET LIGHTING SERVICES

Service Overview

The CSR has established several service areas to install street lights that improve visibility for pedestrians and traffic. The services are created through a formal assent process initiated by property owners living within the specified service areas. The service provides either lights mounted on wooden hydro poles (overhead street lights) owned and maintained by BC Hydro (but leased to CSR who collects the taxes to operate the lights), or ornamental street lights that are mounted on metal poles. The ornamental street lights are owned and maintained by the CSR through a contract with an electrical contractor.

Prior to 2015, the CSR had 11 street lighting service areas, six of which were within Area C. At the end of 2015, however, the CSR merged several of the individual ornamental street lighting service areas within the Shuswap Lake Estates subdivision (Crestview subdivision, Fairway Greens, Highland Heights and the Mountview service area) together with the existing Blind Bay service area (overhead street lights) to form a larger Blind Bay street lighting service area. The merger enabled the five service areas to be treated as one for financial planning and taxing purposes. The larger tax base enables rates with less fluctuation, and spreads the burden for raising the capital necessary to fund replacement or major upgrades. A significant amount (from 8 to 23% of the annual budget) of the Blind Bay street light service budget will be placed into an operating reserve for the service between 2017 and 2020.

There is also a Sorrento street lighting local service area.

Service Governance

Decisions regarding the street lighting service are made by the entire Board (service decisions cannot be made by only one electoral area director). There is no local advisory committee for street lighting services.

Service Finance

The cost of the street lighting services is approximately \$22,000 per year for the expanded Blind Bay service area, and \$3,000 per year for the Sorrento area. Both amounts are recovered through property value taxes (land and improvements). All financial information for the Street Lighting Services is outlined in Figure 3.9.

Figure 3.9
Area C Street Lighting Service Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
Blind Bay Street Lighting	Portion of Area C	\$23,111	\$105,916**	\$20,919	0.0440	\$14.64
Sorrento Street Lighting	Portion of Area C	\$2,950	\$3,200	\$2,917	0.0953	\$31.71

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

** The budgets from the formerly-separate service areas were merged to create the Blind Bay Street Lighting service area in 2016. Surplus 2016 funds have been placed in a service reserve.



SOLID WASTE AND RECYCLING SERVICES

Service Overview

The CSRD receives and handles garbage and recycling throughout the entire region through a system of CSRD transfer stations, recycling depots and landfills (the CSRD does not provide curbside garbage collection in Area C). Electoral Area C has one transfer station, located at 2281 Skimikin Road. The station accepts a variety of garbage, yard waste and recyclables, and is open five days a week throughout the year (with the exception of statutory holidays). Area C garbage is transferred to a landfill (resource recovery centre) located in Salmon Arm next to the Shuswap Regional Airport.

Three recycling locations are located within Electoral Area C: the Tappen Co-op Recycling Depot, the Skimikin Transfer Station and the Sorrento Recycling Depot. The depots accept a variety of glass, plastic containers, foam containers and paper products. CSRD municipalities have curbside collection programs available for both recycling and garbage; however, curbside collection is not provided as a government service in the electoral areas. All curbside collection in electoral areas must be arranged, where desired, with private haulers. Curbside collection is under evaluation for Area C and may be introduced as early as 2018.

In addition to providing transfer stations and recycling depots, the CSRD undertakes a solid waste management planning function. Solid waste management planning is a statutory requirement for regional districts in BC. The CSRD last completed a review and update of its solid waste management plan in 2015.

Solid waste staff at CSRD includes a team leader of environmental health services, a waste reduction facilitator and a waste management facilities superintendent. Landfill, transfer station and recycling depot operations are delivered through contract.

Service Governance

The full regional Board of Directors makes decisions regarding the solid waste and recycling services, which are provided on a region-wide basis to all electoral areas and municipalities.

A Solid Waste Management Plan Monitoring Advisory Committee exists to advise CSRD staff on issues related to solid waste management, including policy, new initiatives, plan amendments, community feedback, staff reports, program performance, public consultation, future updates and other related items. The Committee includes a maximum of six members appointed by the CSRD Board to represent the public, and a maximum of four members appointed by the CSRD Board to represent special interest groups such as recycling organizations, private solid waste facilities, commercial haulers and commercial organic management companies. Each of the four member municipalities and five First Nations may select one staff member as its representative on the Committee. The Ministry of Environment also has one staff member on the Committee.

Service Finance

The regional recycling program is funded through a variety of means, including service agreements with the Little Shuswap Lake and Adams Lake First Nations, funds from Multi-Materials BC, tipping fees from specific materials that can be recycled, and property value taxes levied throughout the service area.

For garbage handling, the CSRD recovers the majority of its costs through landfill and transfer station tipping fees. No taxes are collected to fund this element of the service. All financial information for the services grouped under Solid Waste is outlined in Figure 3.10.

Figure 3.10
Area C Solid Waste Services Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Reserves (2015)	Tax Requisition (2016)	Class 1 Rate (2016)	Cost Impact Avg. Res.
Recycling	All of CSRD Adams Lake, Little Shuswap Lake	\$1,716,535	\$1,717,969	n/a	\$953,778	0.0806	\$26.80
Garbage	All of CSRD	\$3,905,000	\$3,828,913	\$422,187 + \$1,004,009 (landfill closure)	n/a	n/a	\$208.00**

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

** Tipping fee based on two bags of garbage per week

MISCELLANEOUS LOCAL GOVERNMENT SERVICES

Service Overview

Area C participates in a number of services that do not easily fit into any particular category:

- Fireworks Service
- Noxious Weeds
- Milfoil
- Dog Control
- SPCA Grant-in-Aid
- Anti-Whistling Elson Road Crossing

➤ Fireworks Service

The CSRD has the power to regulate, prohibit and impose requirements in relation to the use of fireworks and firecrackers. Electoral Area C has established a service to implement its authority. Under the service, a \$20 permit, issued by the fire service coordinator of the CSRD, is required to use fireworks. The majority of the service costs relate to advertising and administration.

➤ **Noxious Weeds**

The noxious weed enforcement service is provided to all jurisdictions across the region. The service was initially conceived for just the electoral areas; however, the municipalities ultimately asked to be included. The program is administered through a non-profit society, the Columbia Shuswap Invasive Species Society, using the annual contribution from the CSR.

➤ **Milfoil Control**

The milfoil service is a program that uses rototillers in the fall and winter, and harvesters in the summer, to control the presence and spread of milfoil and to limit its impact on the Shuswap Lake system. Dense mats of surfacing milfoil can adversely affect recreational activities such as swimming, boating, water-skiing and fishing. Thick milfoil growth can also affect flood control, irrigation, drainage, water conservation facilities and fish spawning areas.

The service also involves public outreach as well as monitoring of lakes that are not infested. The service builds reserves to ensure replacement of its harvesting and rototilling vessels. The milfoil service is overseen by the Environmental Health Team Leader at the CSR; two milfoil operators work seasonally.

➤ **Dog Control**

Area C is one of two electoral areas in the CSR that have established a dog control services (a portion of Area D has as well). The service is intended to promote responsible dog ownership and accountability. Through the dog control service, residents obtain dog licences, report stray, lost and found dogs, and report dogs that may be dangerous, un-licensed, unwanted or improperly controlled. The CSR contracts dog control services to K9 Dog Control Services.

➤ **SPCA (Grant-in-Aid)**

In addition to the dog control service, Area C contributes to the funding of a grant to support the Society for the Protection of Cruelty to Animals (SPCA). Rather than a general grant in aid, the support for the SPCA has its own bylaw linked to a specific service. The SPCA is also supported by electoral areas D, E and F, and the District of Sicamous. The SPCA has operated a shelter in Salmon Arm since 1987.

➤ **Anti-whistling**

This service, which was established in 2006 in response to an elector-petition, seeks to eliminate the requirement for CP Rail trains to sound their whistles at a crossing in a residential area of Electoral Area C. Through the service, property owners near the crossing pay 50% of the incremental annual liability insurance costs that CP must pay to not sound its whistle.

Service Governance

Decisions regarding most of these services are made by the entire Board, either because they are delivered to the entire region (noxious weeds), or because they are delivered to Electoral Area C only (decisions cannot be made by one single director).

The milfoil service is provided to a sub-region of the CSRD. Operational decisions for this service are made by directors who represent participating jurisdictions (Areas C, D, E and F, and the municipalities of Sicamous and Salmon Arm). Budgeting and financial decisions are made by the entire Board. A Milfoil Control Planning Committee exists to oversee the program and budget, and to make recommendations to the CSRD Board. The Committee is comprised of directors from the participating jurisdictions, representatives from the Ministry of Environment and the federal Department of Fisheries and Oceans, and representatives from three First Nations (Adams Lake, Little Shuswap Lake and Neskonlith).

Service Finance

The fireworks service cost is recovered through property value taxes on land and improvements, but can be no more than \$0.005/\$1,000 of assessed value. The service also receives revenues through any permits issued. Ten percent of the property value tax requisition required for the noxious weeds service is allocated to the participating municipalities. The remainder is funded by the electoral areas.

Revenues for the dog control service include the sale of dog licenses, as well as impound fees and fines. Costs that are not recovered through licenses and fees are collected through a property value taxes. The grant for the SPCA is also recovered through property value taxes. The cost associated with the anti-whistling liability insurance (approximately \$600 per year) are shared by roughly 30 property owners who live within the service area, collected as a property value tax.

All financial information for the Miscellaneous Services is outlined in Figure 3.11.

Figure 3.11
Area C Miscellaneous Services Finance

Service	Jurisdictions	Budget (2017)*	Actual (2016)*	Reserves (2015)	Tax Requisition (2016)	Class 1 Rate (2016)	Tax Impact Avg. Res.
Fireworks	Area C	\$750	\$4,114	n/a	\$600	0.0003	\$0.09
Noxious Weeds	All of CSRD, Little Shuswap	\$69,728	\$82,525	n/a	\$68,096	0.0110	\$3.68
Milfoil Control	Areas C,D,E,F Salmon Arm, Sicamous, Little Shuswap, Adams Lake	\$285,417	\$326,331	\$85,353	\$254,368	0.0310	\$10.33
Dog Control	Area C	\$46,023	\$26,364	n/a	\$28,536	0.0136	\$4.54
SPCA Grant	Areas C,D,E,F Sicamous	\$10,250	\$10,200	n/a	\$10,200	0.0020	\$0.68
Anti-Whistling	Portion of Area C	\$650	\$590	n/a	\$600	0.0676	\$22.49

* 2016 Actual and 2017 Budget numbers were preliminary at the time of the report preparation

CHAPTER 4

ELECTORAL AREA C SERVICES PROVIDED BY OTHERS

Not all local services are provided to Electoral Area C by the CSR; other governments, including the Little Shuswap Lake First Nation, private utilities and the provincial government also provide certain services. This chapter reviews the services of these other providers in Electoral Area C.

LITTLE SHUSWAP LAKE

The Little Shuswap Lake First Nation is also known as the Little Shuswap Lake Indian Band. The Band delivers a range of services to its members, who live both in the main village of Quaaout near Chase, and on the North Bay Reserve in Tappen within Area C. As of July 2016, there were 349 registered Little Shuswap Lake members, of whom 196 live on Little Shuswap Lake reserves (41 live on other reserves, and 112 live off reserve).

Services to the Band are governed by a Council elected by the Band membership. The Council and Band administration staff are generally responsible for the day to day management of the Band, and for administering services funded primarily by the federal government, including public and capital works, housing, health and wellness, social services as well as fisheries, forestry and land use planning. The Band also has its own volunteer fire department, which services the Quaaout Village, but not the North Bay reserve lands in Tappen. In addition to the elected Band Council, the Bands also have elders in the community that are relied upon for guidance and leadership. The Little Shuswap Lake Indian Band Council has one chief and two Councillors.

While the Little Shuswap Lake Indian Band provides many services to members, the Band also has a servicing agreement with the CSR, which includes recycling and refuse disposal, milfoil and weed control, emergency preparedness, economic development, tourism, film commission, 911 emergency dispatch, the North Okanagan – Columbia Shuswap Regional Hospital District. The agreement provides fire suppression service to the North Bay Reserve (Tappen) in Area C, and community parks, mosquito control and fire services to the Scotch Creek Reserve in Area F. The servicing agreement extends to December 31, 2019, and covers the service needs of members and non-members living on the reserve.

WATER USERS' COMMUNITIES AND PRIVATE UTILITIES

In addition to the water systems owned and operated by the regional district, there are several community systems owned and operated privately through utilities, strata councils or water users' communities. In all, the CSR is home to more than 60 private water systems in its electoral areas.

A water users' community (WUC) is a group of six or more property owners, each with their own water licence(s), who jointly create and maintain a system to store

and deliver water to their respective properties. The resulting "community" is incorporated and registered with BC's Comptroller of Water Rights. WUCs that supply drinking water must meet the requirements of the *Drinking Water Protection Act* and its associated regulations. One of the larger WUCs in Area C is the White Lake/White Creek Water Users Community, which includes about 130 licenses.

A private water utility is a business that owns or operates equipment or facilities for the delivery of domestic water service to five or more persons, in exchange for compensation. Private water utilities are usually created by developers to service development in rural areas where community water service is required for subdivision approval, but where no other water purveyor is present. Private utilities are regulated by the province through the Comptroller of Water Rights.

The largest private water utility in Area C serves Shuswap Lake Estates, a community of more than 1,100 lots. Shuswap Lake Estates Utility provides both community water distribution and sewage collection, and a sewage treatment facility. The sewage treatment consists of three aerated lagoons and a fourth pond that stores treated wastewater. From the storage pond the excess water that does not evaporate can be treated with chlorine and used on the golf course. The Shuswap Lake Estates treatment system is run under license from the Ministry of Health.

Other utilities that serve Area C residents include electricity, gas, phone, cable and internet companies. These companies are either private corporations or Crown corporations (e.g., BC Hydro).

PROVINCIAL GOVERNMENT

The Province of BC provides a number of local services to Electoral Area C, including:

- Roads and Subdivision
- Police
- Schools
- Health

➤ Roads and Subdivision

Within Area C, as in all other unincorporated areas of the province, the Ministry of Transportation and Infrastructure (MOTI) is responsible for providing and maintaining public roads, highways and bridges, and for approving subdivisions.

All work is performed by private contractors. The contractor for Service Area 13, which includes Area C, is JPW Road and Bridge Inc. Area C includes approximately 375 km of public roads. All MOTI contractors sign a Highway Maintenance Agreement which includes specifications related to maintenance of road surfaces, control of roadside vegetation, drainage, winter clearing, traffic signs and other items. The standard maintenance specifications describe what services are to be provided, and set out minimum acceptable standards for completed work as well as performance timelines.

The services are funded by the province, and are recovered from Area C property owners, in part, through the provincial rural tax. The rural tax rate is 0.56 per \$1,000 of assessed value, which represents about \$186 on an average residential home in Area C (valued at \$332,721). Area C properties contributed approximately \$1.3 million in rural taxes in 2016. Assuming all of that money was used toward roads, that amount would represent approximately \$3,500 per km of road in Area C. While it is difficult to compare to other road maintenance costs due to varying widths, standards and conditions of each jurisdiction, an analysis undertaken of the provincial cost for maintaining rural roads in another rural jurisdiction was recently shown to be approximately \$5,000 per km. This figure is considered quite low by most engineering standards, and can be used to ballpark the minimum costs for maintaining Area C.

► **Policing**

Under the *Police Act*, responsibility for policing rural and unincorporated areas of British Columbia rests with the provincial government. The province contracts delivery to the RCMP. Services include uniformed patrols, response-to-call duties, investigative services, community-based policing, traffic enforcement and administrative support to provincial detachments. Electoral Area C is served by both the Salmon Arm RCMP detachment, which also services three First Nations and the City of Salmon Arm, as well as by the Chase RCMP detachment, which services Sorrento (as well as the Village of Chase, and communities of Chase Creek, Monte Creek, North Shuswap, Pritchard, Seymour Arm, Turtle Valley and the Little Shuswap Lake and Neskonlith First Nations). In 2015 the provincial portion of the Chase detachment had an authorized strength of 9 officers servicing a population of 8,283 (including Sorrento). The Salmon Arm detachment had 19 municipal officers (serving the municipality with a population of 17,183 people), and 5 provincial officers serving a population of 9,541 in the unincorporated areas (electoral areas, including part of Area C). The number of provincial officers servicing the unincorporated areas in both the Chase and Salmon Arm detachments did not change between 2006 and 2015. The 9 provincial officers in the Chase office in 2015 had an average case load (number of criminal code offences per authorized officer) of 67, and the 5 provincial officers in the Salmon Arm office had an average case load of 66.

The Salmon Arm detachment encompasses three sections: general duty (day-to-day policing and traffic enforcement), general investigations and traffic. The South East District RCMP Headquarters in Kelowna provides support to the Salmon Arm Detachment as needed, including the Operational Communications (Dispatch) Center, an RCMP helicopter, RCMP police dog services and specialized support (e.g., homicide investigators and Emergency Response Team assistance).

The province pays 70% of the total RCMP cost for Area C; the federal government pays the remaining 30%. The provincial government recovers approximately 50% of its portion through the Police Tax, which all unincorporated areas, including Area C, began to pay in 2007. The tax is collected as a property value tax (land

and improvements). In 2016 the police tax rate in Area C was 0.1306 per \$1,000 assessed value, or a total of \$43.45 on an average residential home in Area C. The total amount collected from Area C from the police tax was \$287,814. Expressed differently, the amount recovered for policing represents \$36 per capita.

In contrast, under the *Police Act*, municipalities with a population greater than 5,000 must provide their own law enforcement by forming their own police department, contracting with an existing police department or contracting with the provincial government for RCMP services. Municipalities with a population over 5,000 but less than 15,000 pay 70% of police costs; the federal government funds the other 30%. Municipalities are responsible for paying 100% of the costs of the detachment building and cells, furniture and civilian support staff.

Costs to run the Salmon Arm municipal force in 2015 were approximately \$2.8 million, or \$164 per capita. As a community with more than 15,000 people, Salmon Arm residents must pay for 90% of those policing costs (the federal government funds the remaining 10%). Revelstoke, which may provide a more relevant municipal comparison (given the population of 7,192 in 2015 which is more similar to the population of Area C) had an authorized strength of 12 officers to service the municipality in 2015 (and an additional two officers servicing the unincorporated areas). The 2015 cost to run the municipal portion of the Revelstoke police service was \$1.4 million, or \$192 per capita. Revelstoke's tax base pays for 70% of those costs.

Figure 4.1 shows the cost of policing in municipalities with similar populations to that of Area C, including the number of authorized officers and costs per capita. Note that municipalities of this size are responsible for paying 70% of the policing costs shown below. Only the costs of the municipal police force are shown.

Figure 4.1
2015 Municipal Policing Costs

Municipality	Population	Authorized Strength	Case Load	Total Cost	Cost Per Capita
Castlegar	7,953	13	51	\$1,660,897	\$209
Kent*	6,195	7	63	\$1,030,727	\$166
Kimberely	6,746	8	44	\$814,935	\$121
Kitimat	8,211	18	38	\$1,995,512	\$243
Ladysmith	8,177	7	94	\$997,980	\$122
Merritt	7,610	15	69	\$2,271,484	\$298
Qualicum Beach	8,940	8	37	\$979,260	\$110
Revelstoke	7,192	12	44	\$1,381,483	\$192
Trail	7,448	14	40	\$2,204,250	\$296

* Kent's authorized strength is adjusted up one, to account for Lower Mainland integrated team members assigned on a regional basis

➤ **Schools**

The province is responsible for education services, which are delivered by the North Okanagan Shuswap School District #83. School districts are typically governed by a board of trustees; however, in 2016 the nine-member board for District #83 was dismissed (three had already resigned) and replaced by a provincially-appointed "official trustee". The official trustee assumes all duties and responsibilities typically required of a board, including public oversight of education, finance, facility management, human resources, and policy, as well as conducting public meetings and community consultation. There are two schools located in Area C: Sorrento Elementary, with approximately 180 students; and Carlin Elementary Middle School with about 270 students. Funding for schools is recovered through school taxes levied on all properties. The school tax rate for Area C was 2.307 in 2016, or \$767.59 on an average residential home (assessed at \$332,721). The school tax raised a total of \$5.15 million from all the properties in Area C in 2016.

➤ **Health**

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

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

Almost all areas of the province are located within regional hospital districts (the exception is the Stikine Region in northern BC), which share the same boundaries and local government jurisdictions as regional districts. A hospital district property (value) tax is levied in every regional hospital district to help pay for healthcare facilities in the district. In Area C, the taxes that are directed to local healthcare facilities show up on the property tax bills as the North Okanagan Columbia Shuswap Regional Hospital District (NOCSRHD) tax. The tax rate for the NOCSRHD in 2016 was 0.2818, or \$93.76 on a home with an average assessed value (\$332,721) in Area C. The total funds raised from Area C toward hospital facilities in 2016 was \$621,024.

CHAPTER 5

ELECTORAL AREA C PROPERTY TAX BILL (2016)

The package of local services provided to Electoral Area C, and referenced in this report, are funded through a variety of means, the most important of which are property value and property parcel taxes. A 2016 tax bill for an average Area C property, with an assessed value of \$332,721, is reproduced in Figure 5.1. The tax bill shows the:

- provincial property taxes for school, roads (rural tax) and police
- taxes for each of the area-wide services, which identify Area C's portion of services provided across the entire CSRD, Area C's portion of services provided within specific sub-regions that include Area C, and services that are provided within Area C only
- tax for the North Okanagan Columbia Shuswap Regional Hospital District
- tax for the Okanagan Regional Library District
- taxes for specified areas within portions of Area C
- parcel taxes for the water and liquid waste services

A 2017 tax bill based on preliminary figures for the 2017 budget is included in *Appendix III*.

PROPERTY TAXES		RESIDENTIAL TAX RATES				
		Property Tax Rate	Amount per \$100 of Property Tax	2016 Tax on average residential home	2015 Tax on average residential home	Change to average residential home
PROVINCIAL TAXES						
1	PROVINCIAL SCHOOL TAX	\$ 2.3070	\$ 47.42	\$ 767.59	\$ 793.94	\$ (26.35)
2	PROVINCIAL RURAL TAX	0.5600	\$ 11.51	186.32	187.69	(1.37)
3	POLICE TAX	0.1306	2.68	43.45	44.59	(1.13)
TOTAL PROVINCIAL TAXES		\$ 2.9976	\$ 61.61	\$ 997.36	\$ 1,026.22	\$ (28.85)
LOCAL SERVICE TAXES						
1 AREA WIDE TAXES						
AREA 'C' COLUMBIA SHUSWAP RD						
1	General Government & Administration	\$ 0.1660	\$ 3.41	\$ 55.24	\$ 58.50	(3.26)
2	Electoral Area Administration	0.1302	2.68	43.33	43.61	(0.27)
3	Feasibility Studies	0.0026	0.05	0.88	1.80	(0.92)
4	9-1-1 Emergency Communications	0.0213	0.44	7.08	9.16	(2.08)
5	Solid Waste - Recycling	0.0806	1.66	26.80	27.75	(0.95)
6	By-law Enforcement	0.0599	1.23	19.93	15.88	4.05
7	GIS/Mapping	0.0617	1.27	20.53	20.82	(0.29)
8	House Numbering	0.0036	0.07	1.21	1.27	(0.06)
9	Development Services	0.1788	3.67	59.49	62.08	(2.59)
10	Planning Special Projects	0.0127	0.26	4.24	4.98	(0.74)
11	Electoral Area Grants in Aid	0.0788	1.62	26.23	20.04	6.19
12	Shuswap SPCA	0.0020	0.04	0.68	0.68	(0.00)
13	Shuswap Search and Rescue	0.0128	0.26	4.27	3.34	0.93
14	Emergency Preparedness	0.0328	0.67	10.92	10.90	0.02
15	Airport - Shuswap Regional Airport	0.0342	0.70	11.39	11.52	(0.12)
16	Transit - Area C Service	0.0125	0.26	4.17	4.26	(0.09)
17	Milfoil Control Program	0.0310	0.64	10.33	9.24	1.08
18	Weed Control and Enforcement	0.0110	0.23	3.68	3.74	(0.07)
19	Tourism Shuswap	0.0209	0.43	6.94	6.98	(0.04)
20	Economic Development	0.0654	1.34	21.78	15.82	5.96
21	Film Commission	0.0034	0.07	1.12	0.97	0.15
22	Shuswap Recreation Complex	0.0290	0.60	9.66	9.74	(0.07)
23	Area C First Responders	0.0240	0.49	7.98	4.84	3.14
24	Area C - Dog Control	0.0136	0.28	4.54	3.64	0.89
25	Tourism Information - Area C	0.0100	0.21	3.32	5.75	(2.43)
26	Area C Community Parks	0.2443	5.02	81.27	76.50	4.77
Total Area 'C' Regional District		\$ 1.3435	\$ 27.61	\$ 447.01	\$ 433.80	\$ 13.21
2 HOSPITAL DISTRICTS						
NORTH OKANAGAN COLUMBIA SHUSWAP RHD		0.2818	5.79	\$ 93.76	\$ 96.09	(2.32)
Total Hospital Districts		\$ 0.2818	\$ 5.79	\$ 93.76	\$ 96.09	\$ (2.32)
3 OTHER AGENCIES						
BC ASSESSMENT AUTHORITY		\$ 0.0543	\$ 1.12	\$ 18.07	\$ 19.63	\$ (1.56)
MUNICIPAL FINANCE AUTHORITY		0.0002	0.00	0.07	0.07	0.00
OKANAGAN REGIONAL LIBRARY		0.1888	3.88	62.82	63.03	(0.21)
Total Other Agencies		\$ 0.2433	\$ 5.00	\$ 80.95	\$ 82.72	\$ (1.77)
TOTAL LOCAL SERVICE TAXES		\$ 1.8686	\$ 38.40	\$ 621.72	\$ 612.60	\$ 9.12
TOTAL AREA WIDE PROPERTY TAXES		\$ 4.8662	\$ 100.01	\$ 1,619.09	\$ 1,638.82	\$ (19.73)
SPECIFIED AREAS WITHIN AREA C TAXES						
1	Anti-Whistling - Elson Road Crossing	\$ 0.0676		\$ 22.49	\$ 21.90	\$ 0.59
2	Fire Protection - Area C Subregional	0.6392		212.68	153.45	59.23
3	Fire Protection - Kault Hill	0.5149		171.32	172.31	(1.00)
4	Street Lighting - Crestview	-		-	39.65	(39.65)
5	Street Lighting - Blind Bay	0.0440		14.64	20.55	(5.91)
6	Street Lighting - Mountview	-		-	25.32	(25.32)
7	Street Lighting - Fairway Greens	-		-	10.54	(10.54)
8	Street Lighting - Sorrento	0.0953		31.71	32.07	(0.36)
9	Street Lighting - Highlands	-		-	22.52	(22.52)
TOTAL SPECIFIED AREA TAXES						
PARCEL TAXES WITHIN AREA C						
1	Cedar Heights Water			\$ 141.47	\$ 141.47	0.00
2	Eagle Bay Water			\$ 263.13	\$ 263.13	0.00
3	MacArthur/Reedman Water			\$ 187.95	\$ 187.95	0.00
4	Sorrento Water			\$ 159.18	\$ 159.18	0.00
5	Waverly Park Water Users Loan			\$ 329.35	\$ -	329.35
6	Shuswap Watershed Council			\$ 12.27	\$ -	12.27
7	South Shuswap LWMP			\$ 7.16	\$ 8.42	(1.26)

CHAPTER 6

PUBLIC ENGAGEMENT PROCESS

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

ENGAGEMENT OPPORTUNITIES

The Electoral Area C Governance Study Committee engaged residents through a series of six public open houses across Area C in Sorrento, Sunnybrae, White Lake, Eagle Bay Notch Hill and Shuswap Lake Estates. The Committee also received public feedback on governance and service delivery through a survey available at the open houses in hard copy, and an online survey hosted by CivicInfo BC (accessible through the CSRD website). The open houses featured a series of poster boards, handouts, presentations by the consultants and group discussions (materials from the open houses are provided in *Appendix IV*). Area C resident associations and relevant CSRD commissions and committees (e.g., Advisory Planning Commission, Parks Advisory Committee) were offered separate presentations; none of these groups acted on this offer.

Over the course of the study the Committee held four meetings, all of which were open to the public (meeting minutes are presented in *Appendix V*). One of these meetings — June 15, 2017 — featured presentations by, and discussions with, elected representatives from other local government jurisdictions that had experience with governance reviews. Every Committee meeting provided agenda space for members of the public to ask questions and provide comments.

Attendance at each of the six open houses ranged from 11 to 38 members of the public, for a total of 108 people. The open house at Shuswap Lake Estates in the Blind Bay part of Area C was the best attended of the six. A total of 216 surveys were completed over a one month period. Meetings of the Committee were all well attended — over 100 people filled the gallery at the February 17, 2017 meeting; close to 100 attended the June 15, 2017 meeting.

Educational Opportunities

In addition to the public events and survey, residents interested in the Area C Governance Study were provided opportunities to learn about governance and service delivery in the CSRD, and in Area C specifically, through the CSRD's website and the study materials posted on it. Materials included:

- the *Area C (South Shuswap) Governance Study Interim Report*
- the *Area C Governance Study Overview – Getting to Know Area C*
- the Area C Governance Study Committee Terms of Reference
- details on every Committee meeting
- full agenda packages for, and minutes from, each Committee meeting
- public engagement findings

- contact details for the Committee Chair and the CSR

Advertising and Public Awareness

Several methods were used to publicize the open houses, survey, Committee meetings and educational opportunities:

- Canada Post direct mail of a two-page project flyer reached approximately 2,000 Area C households
- print advertisements in the *Shuswap Market News* and the *South Shuswap Scoop* were placed in May, 2017, and again in June, 2017.
- the Area C Director also posted editorials addressing the study in both the May and June, 2017, issues of the *South Shuswap Scoop*, the *Shuswap Market News*, and the *Sunnybrae Citizen*
- the CSR sent emails (i.e., an "E-blast") to members of the public who receive the regular the CSR newsletter, and to those who registered to receive information on the governance study specifically
- the CSR web news, event calendars, Twitter, and Facebook sites provided four timely notices in May, 2017, and June, 2017, of public consultation and feedback opportunities

OPEN HOUSE FEEDBACK

Each open house began with an informal, self-directed learning hour during which residents could review a set of poster boards and interact with the consultants and individual Committee members. Following this hour, the consultants presented a series of slides to review the purpose of the study, the existing governance and service delivery frameworks, and the alternative models in BC (e.g., municipal government). Residents were then engaged in discussion on service delivery and governance in Area C, prompted by some key questions:

Service Delivery

- *In general, do you receive good value for the taxes you pay for your local services?*
- *Do you get the local services – type, level – that you need? Do you receive and pay for some services that you don't need? Are there ones you would like to receive that you don't currently have?*
- *What are your views on local roads and policing services, which are provided by the Province?*

Governance

- *Does the current Regional District model of governance give Area C an appropriate level of influence in decision-making?*
- *Is there any need to consider a change in the form of local government to address current issues and/or future challenges facing Area C?*
- *If you had to choose, would you be willing to pay more for your local services in exchange for greater influence over decisions?*

In all of the open houses, residents were interested and engaged in the presentation and provided many thoughtful questions and comments. A limited but consistent set of themes emerged through discussions, including:

- an appreciation for the chance to learn more about the regional district model of government, and the local Area C situation specifically
- a view that the concerns of the more urban parts of Area C may be different and unique compared to the more rural areas
- in the more rural areas, a general level of satisfaction with the *status quo*, and the view that demands for service (type and level) are relatively modest
- in the more urban areas, general interest in pursuing a second phase of the governance study to investigate other options and — most importantly — to understand the costs and implications of these other options
- widespread concern with, and interest in, costs related to services and governance models
- a willingness among residents in the more rural areas for a second phase to the study in order to allow residents of the more urban areas to gather the information they need
- some frustration with the regional district voting model and the limitations on autonomy
- frustration with road conditions and maintenance levels, and the related concern over issues of pedestrian safety and quality of life in the face of increasing traffic on rural-standard roads
- a concern that residents may not be able to gauge value for money, given the difficulty in aligning expectations and cost
- some concern that although residents may be generally satisfied today, future impacts that result from ongoing growth and development may erode satisfaction in the regional district model
- some desire to continue to strengthen volunteerism and community cohesiveness

There were a number of points made about local services; however, in most cases these points were expressed by only a few people, and thus do not qualify as broad themes. Examples of these points are as follows:

- some services are good, some not as good
- development impacts are not being well addressed
- water quality protection and management are concerns
- there is a need for sewer to facilitate small scale housing options
- people move away from the area to be closer to health care services
- there is a need for building inspection
- there is a need for garbage clean-up on road sides
- there is a need for better pedestrian connections
- there is a desire to increase tourism promotion and to improve signage
- there is satisfaction with the existing structure and CSR staff
- there are good services available now from the CSR

- traffic generated by Herald Provincial Park has an impact on safety and quality of life in the area
- a note that community groups are a big asset
- several concerns with the Trans-Canada Highway
- more effort is required to work well and communicate with the Province
- some residents want more required permits for development

PUBLIC SURVEY FEEDBACK

Profile of Respondents

In total, 216 responses to the survey were received. The vast majority (79%) of respondents indicated that prior to completing the survey, they had reviewed either or both of the *Electoral Area C (South Shuswap) Governance Study Interim Report*, and the *Area C Governance Study Overview*.

Respondents represented a range of communities throughout Area C, with the largest groups living or owning property in Blind Bay (35%), Sorrento (18%), Eagle Bay (13%) or Sunnybrae (11%). Eighty-eight percent (88%) were permanent area residents; just over half (57%) were over the age of 60.

Figures 6.1 through 6.4 show the profile of respondents.

Figure 6.1
Knowledge of Study Materials (n=200)

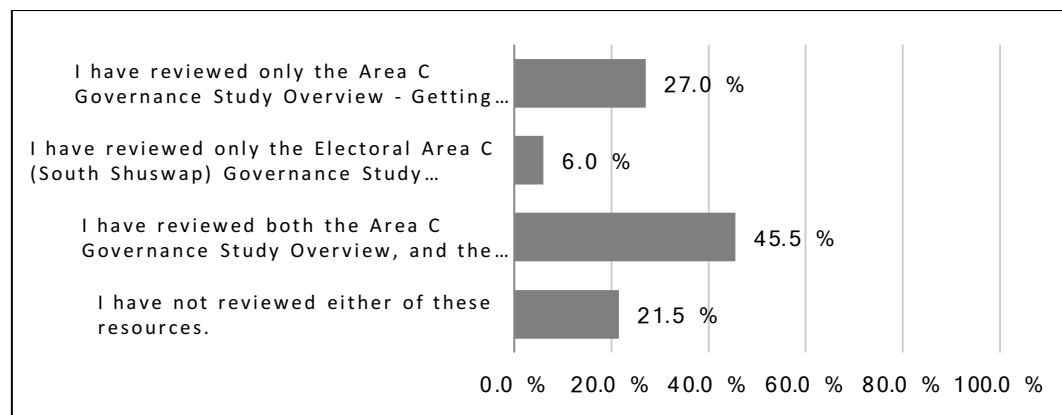
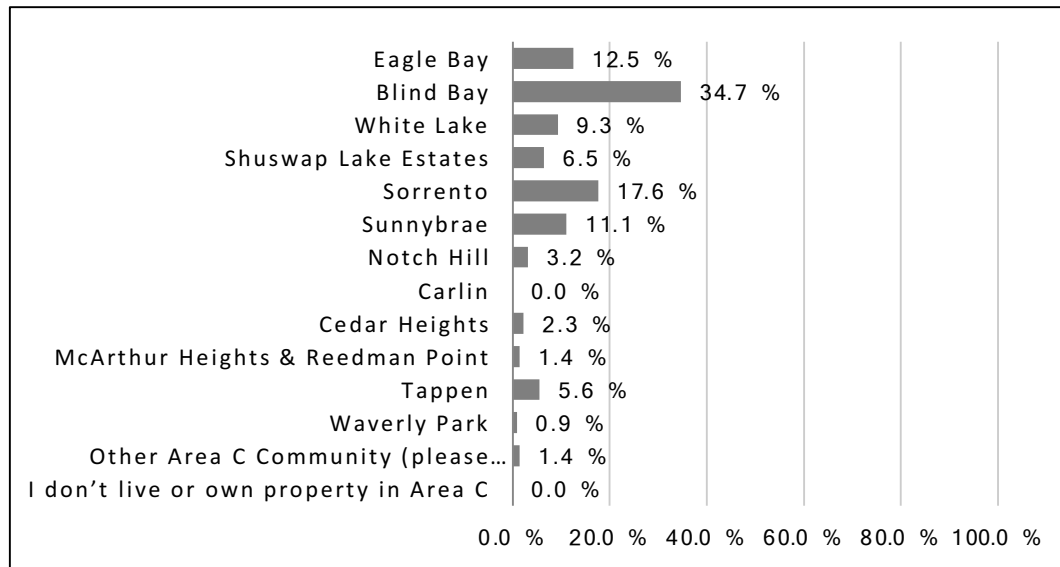


Figure 6.2
Community of Residence or Property Ownership (n=216)



* Other Area C communities included Balmoral, Paradise Point (Harold Bay), near to Wild Rose.

Figure 6.3
Permanent or Seasonal Resident (n=200)

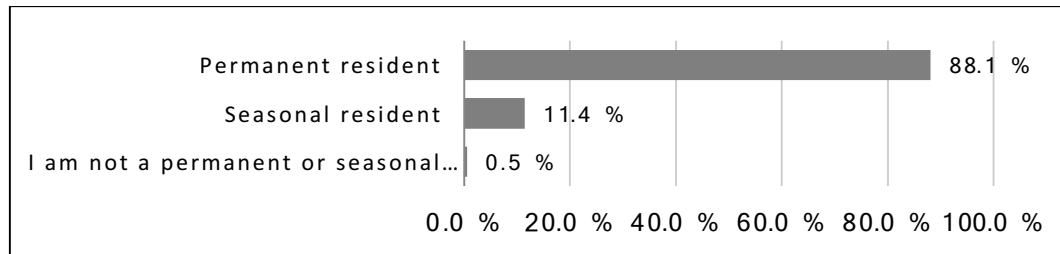
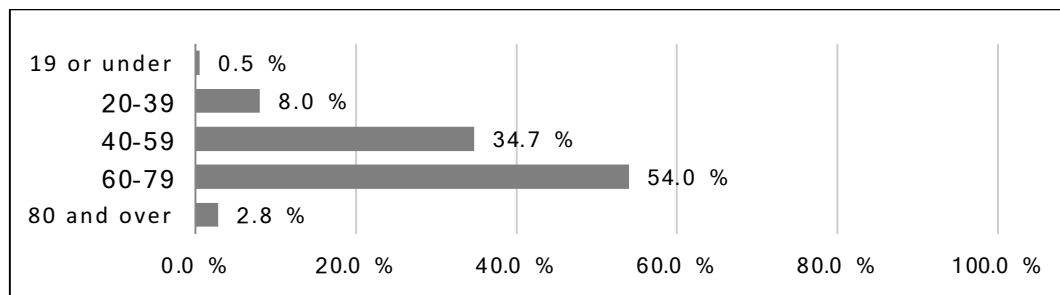


Figure 6.4
Age of Respondent (n=213)



Satisfaction with, and Importance of, Services

When considering local services, the highest *levels of satisfaction* were noted for fire protection and emergency services, where over 75% of respondents indicated that they are satisfied or very satisfied with the services provided. Between 50% and 60% of respondents are also satisfied or very satisfied with library, police, water, Shuswap tourism and recycling services.

Low levels of satisfaction were reported for land use planning and bylaw enforcement services, where only a quarter of respondents (26% and 25% respectively) indicated that they are satisfied or very satisfied with these services. Transit and sewer/wastewater also did not score well for satisfaction. It should be noted, however, that these services are not applicable (i.e., no service provided) to many respondents.

Only about one-third (31%) of all respondents are satisfied or very satisfied with roads.

When asked about their views on the *importance of services*, fire protection and emergency services were again top of the list with over 98% of respondents identifying these services as important or very important. Ninety-six percent (96%) also noted that road services are important or very important. Between 75% and 90% of respondents indicated that police, community parks, land use planning, bylaw enforcement and recycling are important or very important. At least 50% of respondents consider all services as important or very important, with the exception of the Shaw Centre (31%) and transit services (42%).

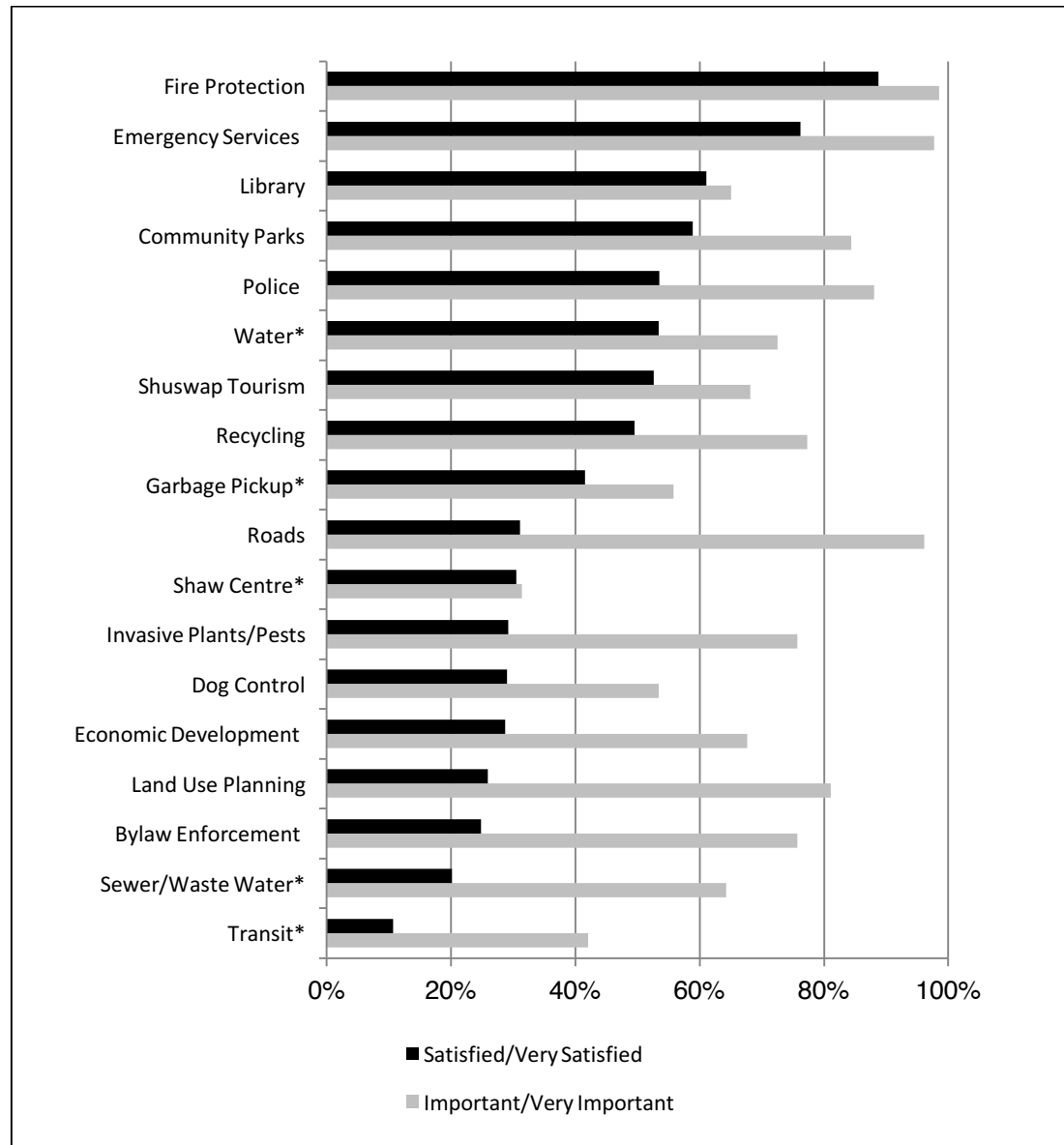
Figure 6.5 on the following page compares the importance of each local service to respondents’ assessment of their satisfaction with the service.

Additional or Excess Services

Respondents were asked for their opinions on the range of services in Area C — more specifically, on the need for additional, or the need for fewer, services in Area C. Twenty-six (26%) of respondents stated that no additional services are needed; 74% took the opposite view. Additional services that were identified by at least five respondents in this latter group included:

- Sewer services – 51
- Road maintenance – 43
- Recycling pick-up/depot – 19
- Transit/handidart - 16
- Parks – 15
- Bylaw enforcement – 15
- Drinking water quality – 14
- Health services – 14
- Building inspection – 12
- Recreation centre – 11
- Walking/biking paths – 9
- Street lighting – 8
- Police presence – 7
- Lake water quality – 5
- Improved land use planning – 5

Figure 6.5
Importance of and Satisfaction with Services



* Over 10% of respondents identified these services as “not applicable”

Eighty-one percent (81%) of respondents noted that all of the services provided today to Area C are needed, while 19% suggested there are some current services that are not needed. Services that respondents (minimum of 5 responses) felt are not needed include bylaw controls (7 responses), and the Shaw Centre (6 responses).

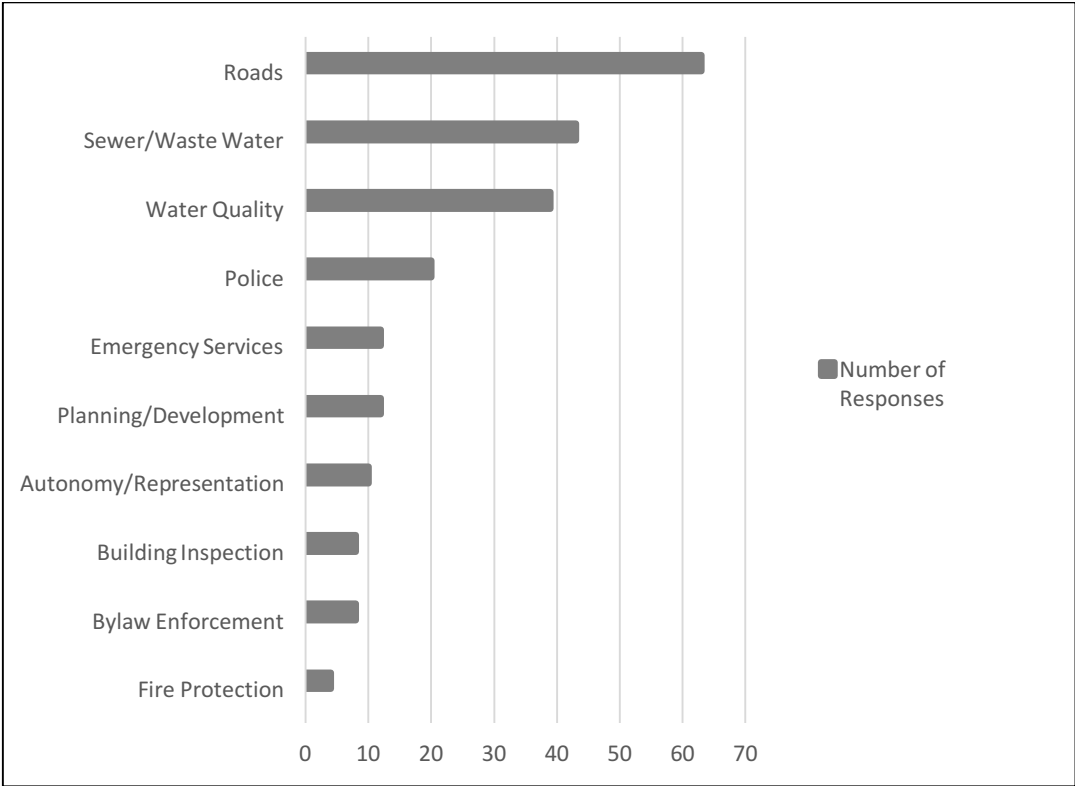
Top Service and Governance Issues

The top governance and service issues identified by respondents focus on roads, sewer and wastewater, and water quality. Road issues relate to the maintenance and repair of local roads, as well as to the level of road provided (i.e., rural). Concerns regarding the condition of the Trans-Canada Highway were also expressed.

Sewer and wastewater concerns focused on the lack of sewer services in general, as well as the impact of septic systems on lake water quality. The combined number of concerns related to sewer and water quality surpasses the number of concerns with roads.

Other issues raised included: a lack of police presence, planning and development shortfalls, a desire for increased emergency services (e.g., ambulance service), a desire for increased autonomy and representation, additional bylaw enforcement, introduction of building inspection, and the importance of fire protection. Figure 6.6 identifies the number of times service and governance issues were identified.

Figure 6.6
Top Service or Governance Issues



Value for Taxes, Knowledge of Service Providers, Communication

Respondents were asked to rate the value received for taxes on local services. Fifty-five percent (55%) of respondents strongly agree or somewhat agree that they receive good value for the taxes paid, while 31% strongly disagree or somewhat disagree (see Figure 6.7). Fifty-four percent (54%) strongly agree or somewhat agree that they know whom to contact when they have a question about their local services, while 29% strongly disagree or somewhat disagree (see Figure 6.8). When asked about how they prefer to obtain answers to their questions on local services, 41% of respondents identified on-line methods, 23% identified email and 17% identified the telephone. Other means included direct mail, in person, communication through community associations and local papers (see Figure 6.9).

Figure 6.7
Value for Taxes (n=202)

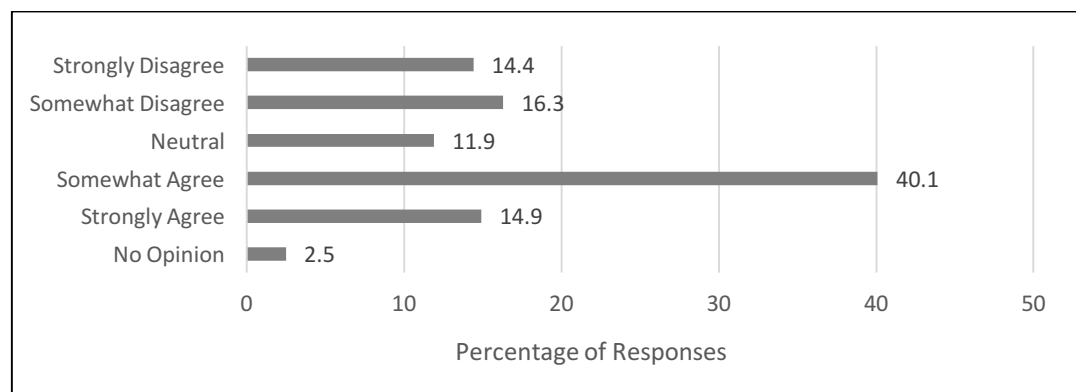


Figure 6.8
Knowledge of Responsible Service Provider (n=202)

I know which agency to contact if I have questions about my local services.

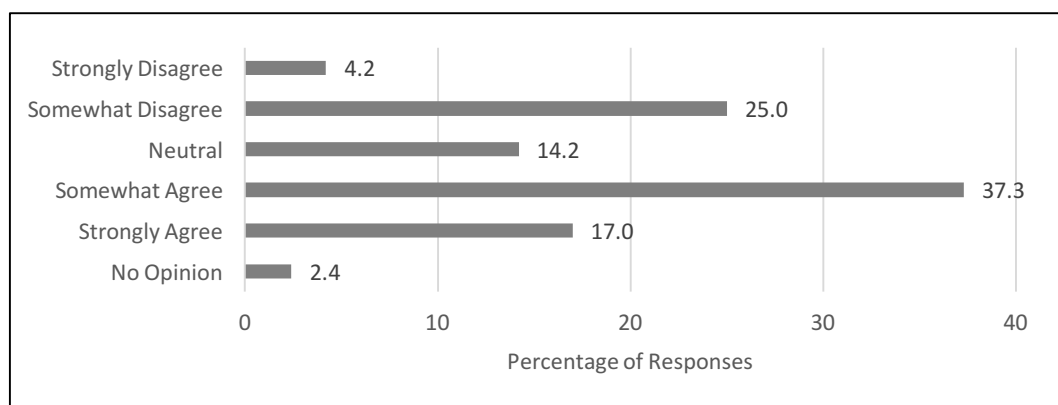
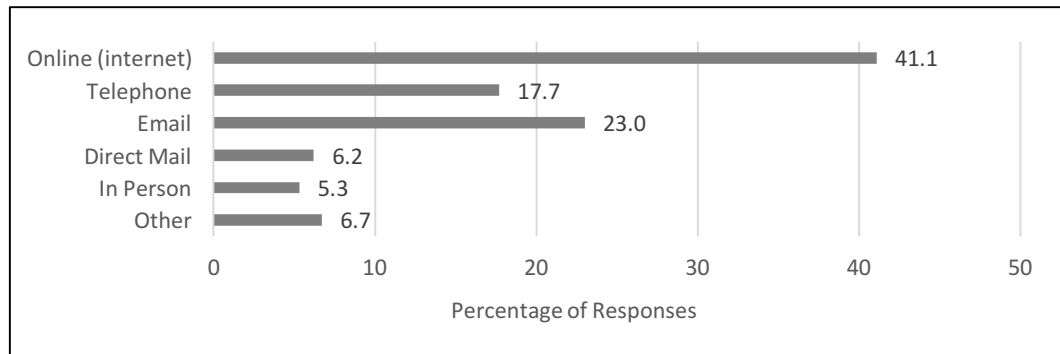


Figure 6.9
Preferred Means to Seek Answers to Questions



Representation, Autonomy and Governance

Respondents were asked for their views on governance and representation. The following points, illustrated in Figures 6.10 through 6.15, highlight the responses:

- Thirty-two percent (32%) strongly agree or somewhat agree that the number of elected officials (one Area C Director) for Area C is sufficient; 50% strongly disagree or somewhat disagree.
- Forty-four percent (44%) strongly agree or somewhat agree that there are sufficient opportunities to have a say in local decisions; 35% strongly disagree or somewhat disagree.
- A number of respondents support the idea of having additional committees and commissions as a way to provide advice to the Regional District Board of Directors on local Area C issues. Sixty-one percent (61%) strongly agree or somewhat agree with this idea; only 14% strongly or somewhat disagree.
- Twenty-seven percent (27%) of respondents indicated they strongly agree or somewhat agree that the current Regional District governance model allows for fair and equitable representation of the views and interests of Area C residents and property owners at the Regional Board. About half (49%) of respondents strongly disagree or somewhat disagree.
- Eighty percent (80%) strongly or somewhat agree that in order to address current issues and future challenges facing the South Shuswap, Area C needs to have a greater influence over CSRD decisions that are specific to the South Shuswap. Seven percent (7%) strongly or somewhat disagree.
- Seventy percent (70%) of respondents indicated they strongly agree or somewhat agree that different governance options, beyond the current system, should be explored as possible ways to increase the level of influence

of Area C residents in decisions that affect their communities. Only 13% strongly disagree or somewhat disagree.

Figure 6.10
Number of Elected Officials (n=214)

The number of elected officials representing Area C on the Board is sufficient.

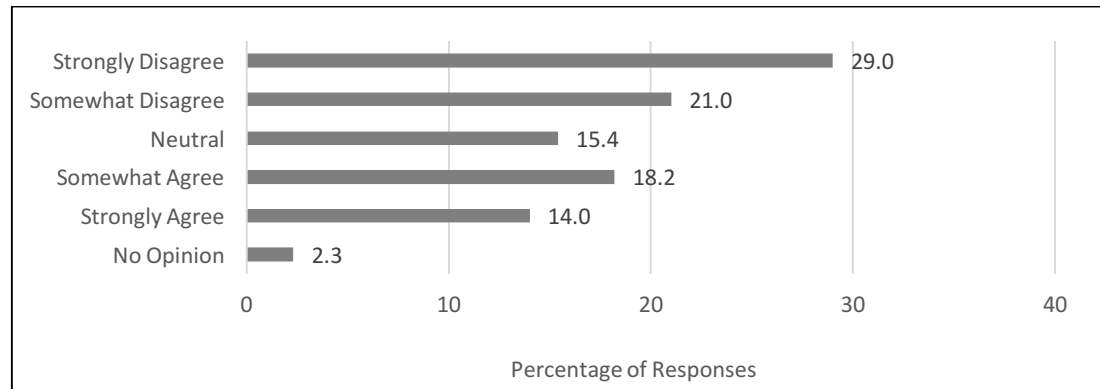


Figure 6.11
Opportunities to Have a Say in Decisions (n=214)

There are sufficient opportunities to have a say in decisions affecting my local services.

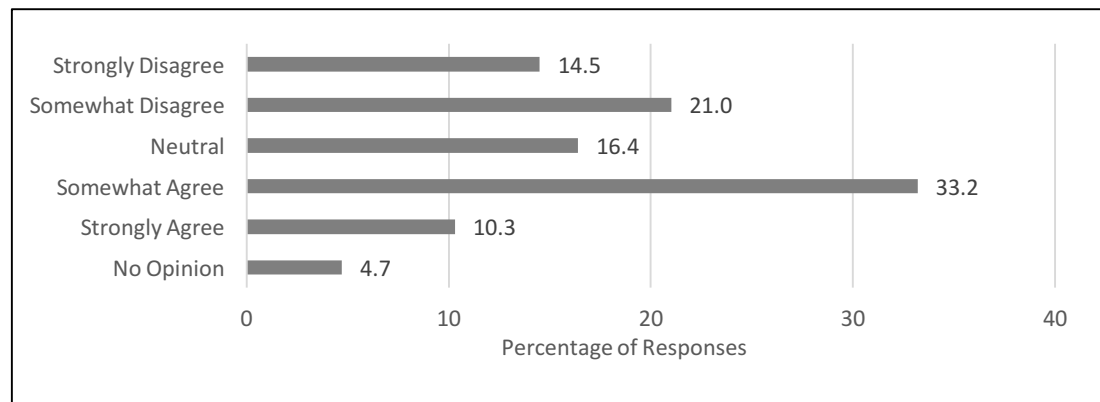


Figure 6.12
Additional Committees and Commissions (n=209)

Additional Area C committees and commissions should be used to provide advice to the Regional District Board of Directors on local Area C issues.

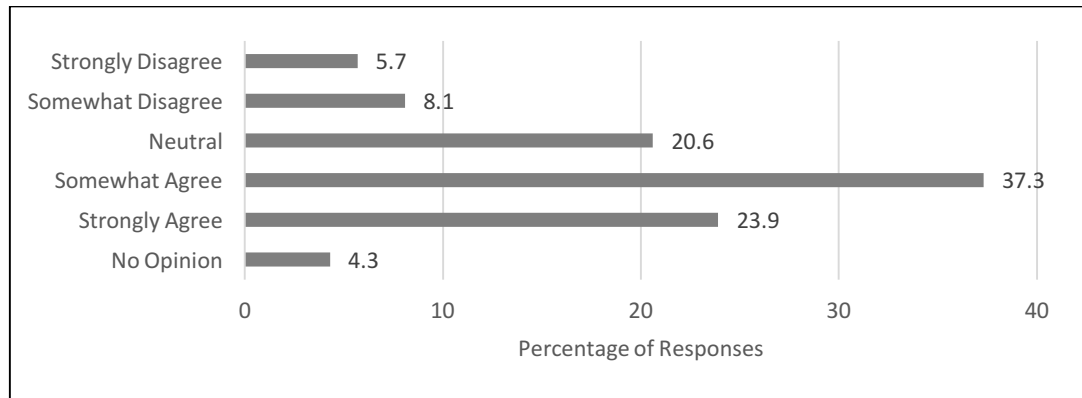


Figure 6.13
Fair and Equitable Representation (n=213)

The current Regional District governance model allows for fair and equitable representation of the views and interests of Area C residents and property owners at the Regional Board.

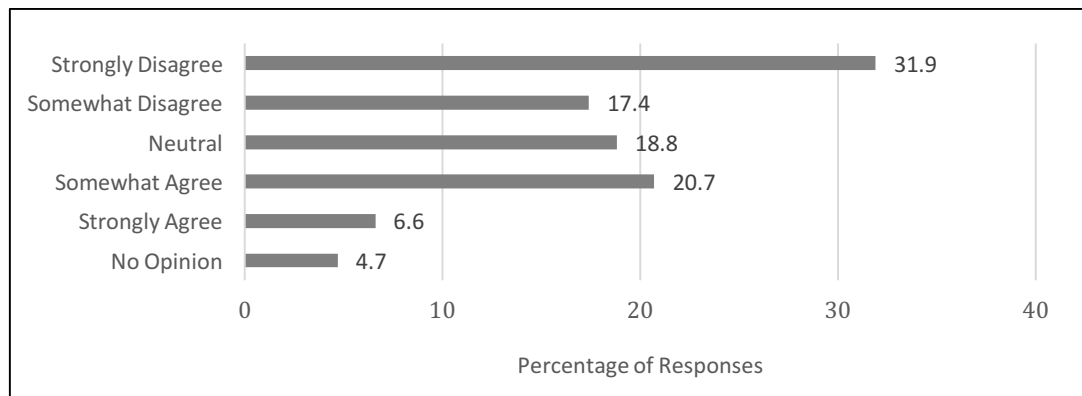


Figure 6.14
Need for Greater Area C Influence (n=214)

In order to address current issues and future challenges facing the South Shuswap, Area C needs to have a greater influence over decisions specific to the South Shuswap.

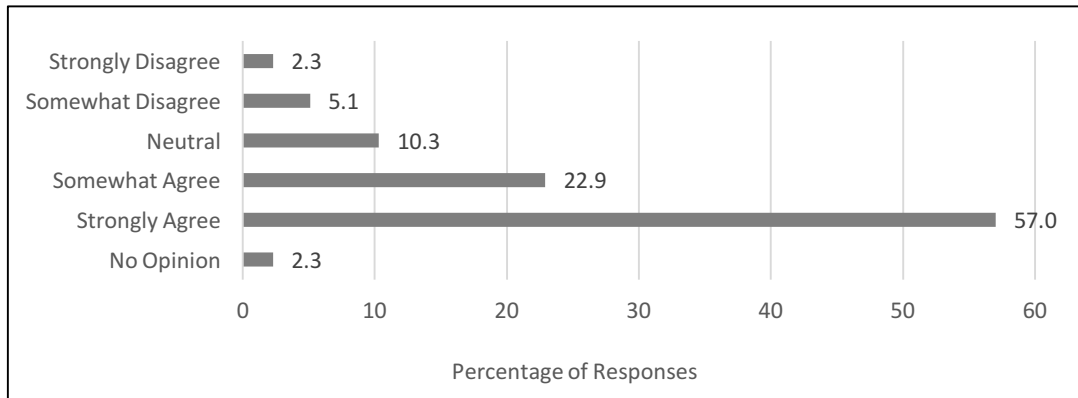
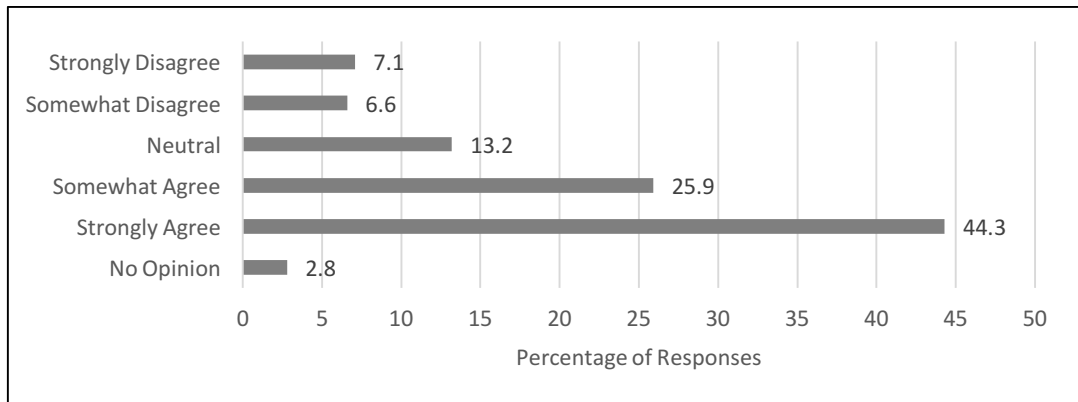


Figure 6.15
Exploration of Other Governance Options (n=212)

Different governance options, beyond the current system, should be explored to increase the influence Area C residents have over decisions that affect their communities.



Improvements to Services and Governance

Several themes emerged when respondents were asked to record their thoughts concerning improvements to services or to how services are delivered or governed:⁷

- **Improve Governance/Representation: 69 Comments**

⁷ The numbers at the end of the bold and bulleted text indicate the overall frequency of related comments. Only comments raised four or more times are noted by the bulleted text. The numbers of comments do not in all cases add up to the total number listed through the bullets due to the fact that a number of individual comments were noted that did not generate a bullet theme.

- Area C’s population and/or tax base justifies more representation – 18
 - Divide Area C into two areas (i.e., split or provide 2 directors) – 11
 - Outside directors should not have an influence on Area C decisions (e.g., parks) – 8
 - Move forward to explore other options – 8
 - Support incorporation (e.g., incorporate Sorrento/Blind Bay) – 5
 - Changes could cost the taxpayer – 4
- *More Parks, Walking Trails, Recreation Facilities: 14 Comments*
 - More waterfront/beach and community parks are needed (e.g., Blind Bay) – 4
 - More walking trails are needed (e.g., Blind Bay Road) – 4
 - More family and youth activities and facilities – 4
 - *Improve Communications: 13 Comments*
 - Improve communication and education between the CSR and residents/land owners (not only with community associations) and listen to Advisory Boards, Community Associations and residents - 9
 - Improve communication and advocacy with the Province – 4
 - *More Bylaw Enforcement, Introduce Building Permits: 10 Comments*
 - Enforce bylaws – docks, buoys, dogs, unsightly premises (e.g. Eagle Bay Road), toxic weed control, public access to beaches (Reedman Point), gravel pit (dust/noise) - 6
 - Need for building permits/inspections (e.g., codes, septic, development permit areas, tax assessment fairness/accuracy) – 4
 - *Need for Sewer: 8 Comments*
 - *Need for Health Care/Emergency Services: 7 Comments*
 - *Road Maintenance: 6 Comments*
 - Need for road maintenance, repair, and/or resurfacing (e.g., Sunnybrae Canoe Point Road, White Lake Road, Tappen Roads) and the need for a longer term financial plan for roads - 6
 - *More Police Services: 5 Comments*

Final Comments to the Governance Study Committee

This section identifies the themes that emerged from the final comments written in the survey by some respondents to the Committee. A total of 95 of the 216 respondents chose to provide written comments. Respondents’ actual comments are provided here, unedited.

➤ **Theme:**

Content with Status Quo; Less Government; Maintain Rural Nature

- I think everything is fine the way it is.
- Too much government now. Don't need any more.
- Let's keep the area natural. I don't want the "city" feeling to take over our country feel here.
- When you compare services and taxes with other communities, we are completely happy.
- The predominant vibe I hear in discussions of this nature is a sense of wanting government to stay minimal. People who live in Area C do so because they like to be out in the country. The country/rural lifestyle is largely defined by keeping things simple and unregulated. Over governance will only reduce quality of life and frustrate most of the residents.
- We are a rural area, which is what people are looking for when they move here. Self-employed people and small businesses are the machine that drives a rural community and helps it to grow and thrive. The sad thing is we are over governed and under serviced. CSRD has taken a hard line approach over recent years to limiting land use and implementing more bylaws and regulating everything we do to the point they have stunted our area's opportunity of economic development and growth.
- The ever-increasing list of regulations and what we can't do in this area has not improved our situation. It has minimized opportunity, especially for the younger generation, which has always been slim in this area and now even more difficult and that shows clearly in our ever-increasing median age. Lack of growth means lack of employment, lack of employment means no young people, without young people there is no growth - it's a cycle that area C has experienced for years and it's getting worse.
- Area C is/has a local farming community as well as a tourism draw. Notch Hill Road, for example, is a tourist cycling destination. It's pretty incredible for someone from the city to bike down that road of rolling green fields and glimpse a herd of cows across the tracks. I wish to bring up that I think it's important we remember that where we live, and the nature we're blessed with, is beautiful. People from elsewhere appreciate it, and as the next generation, I'm very concerned about preserving this beauty. Instead of trying to be something we're not, why don't we excel at being what we are?
- Overall I am happy with the services we have now. We have a very good water system and decent fire protection. In Eagle Bay we and our neighbours consider ourselves rural due to low density population and larger lot size and we want to stay that way - that's why we moved here. I suspect the Blind Bay / Sorrento areas may feel differently due to higher density and smaller lot sizes. When the time comes that we need more

services (primarily health care) we plan to move to an area that offers those services and has them already established.

- The study doesn't seem to address the diversity issue in the area to the extent it is relevant. The focus of the interpretation appears to be on population center(s) even though as is noted in the report, a large percentage of 'C' is rural/forested. Many I have spoken with expressed some concern that the committee does not adequately represent the population. A more open approach to interested parties may have yielded more optimal results.
- This past winter was our first winter here and road services for plowing and sanding was excellent, far better than Sicamous from where we came.
- In general I am very satisfied with the level of government services I receive in Area C based on the taxes I pay. One of the primary reasons I moved to the Shuswap Lake Estates area of Area C was because they had an excellent existing water, sewer and street light systems. I am very concerned that any changes in the current governance model that we have in Area C will result in an increase in taxes to fund those and other services for areas of our regional district that currently do not have them. Also I believe that the creation of any new style of municipal government (if approved at referendum) always means more taxes will be required to support that system (e.g. new buildings, services, equipment, staff costs).

➤ **Theme:**
Resistance to Incorporation

- Blind Bay and/or associated areas DO NOT need a municipal council structure.
- I believe we are stronger with better effective use of tax dollars by being part of the larger CSR. There may be an argument for increased board representation for Area C or splitting Area C into two, this would also set an argument for increased representation for other communities.
- I believe there is a push within the Blind Bay - Sorrento area for incorporation to gain more control over governance. Within this group there is also a rivalry between Blind Bay and Sorrento, which would not be calmed by a joint incorporation, and individual incorporation would leave two small cities with almost no commercial tax base.
- The debate regarding Self Governance has been ongoing for years, spearheaded by a minority of Sorrento Residents. Incorporation has pros and cons. At the last study 2015 (I think), they were given a clear message by the residents of Blind Bay that the only way it could be feasible is to envelope the entire Blind Bay, Eagle Bay Area, and that the majority of Blind Bay residents were just not interested. That is not to say that Regional Governance is a positive thing. It used to be, but as all things continues to expand its interests to areas covered by other governing agencies, increasing its staff and expanding its hardscape with a very

expensive waterfront building overlooking the Shuswap. It, as an organization, has become, and I am certain will continue to become, an ever-growing bureaucracy. I would rather see the Regional Government be revamped to a more basic footprint than go through the expense and teeth gnashing of incorporation. I believe that CSRD can be fixed. Let's be frank. Our directors are but an illusion of governance. The true everyday governance is provided by employees. The CEO is our real leader; he is non-elected and appears to be the most level headed of everyone. Employees write the bills, submit the paperwork, and provide the day-to-day business of regional governance. Sometimes I think the directors while fielding their own agendas and pet projects really just follow CSRD lead.

- Having seen the results of changing from a model like CSRD to a local incorporated village I can say without hesitation that the CSRD model is vastly superior to a local governance model. Just my opinion but local governance model offers nothing superior to the current model. Our experience was that the services did not improve, if anything they decreased because there was no money, taxes increased immensely as in from around \$60.00 per year to over \$1800 per year over 25 years. Favoritism for land use was rampant. I have absolutely nothing good to say about having a more local governance model. We have only been here two years but it has been such an improvement compared to the previous place. No continual disputes over minor local issues.
- We do not need to be incorporated.
- ABSOLUTELY NO to incorporation.
- I would not be in favour of incorporation. There are no additional services we require and find the director for area c does a good job of managing the area.
- A new model does need to be considered but incorporation is not it. (The recent public meeting seemed clear that this was one of the subliminal texts)
- The OCP developed by the CSRD started to address this issue (recognizing that overall 'C' would remain predominantly rural) and some reasonable consideration may be given to the concept of taking the major population center (Sorrento/Blind Bay?) into a separate electoral district or incorporated area. I believe it is correct to forecast the importance of tourism and retirement living as important economic drivers of the area; however, I can see no advantage or desire to initiate the incorporation of the whole electoral area. I see no reason to publicly fund an incorporation study as has been suggested by the chamber of commerce.

➤ **Theme:**
More Local Representation

- Issues that affect ONLY Area C should not be able to be overruled by representatives from outside of the area.

- We need our own voice - too much power in the hands of other directors when specific matters are concern to Area C only.
- Having directors from other areas shooting down solid proposals for our community is wrong.
- Having one Director at the CSRD for an area this large is inadequate as it creates a dictatorial situation.
- Because of the population density in the Blind Bay/Sorrento area, the Area C director seems to always come from this area and may not see the needs/wants of the other parts of Area C as clearly as needed.
- Non-resident taxpayers are always left out of the loop in terms of governance, yet they pay significant taxes for the very few services they use.
- Seasonal owners need a voice.
- Totally dissatisfied with governance and representation in this area. There should be more Area C community involvement in Area C matters.
- We need more say in our future and how our tax dollars are spent. Our taxes are the lion's share of the CSRD Budget and we get very little back for them!!!
- Very distant and irrelevant governance, no local input, no attention to water and lake.
- Because of area C's population, we require more representation

➤ **Theme:**

Need to Explore Other Options; Support for Incorporation

- We should do an incorporation study to find out what the costs and benefits would be. Once we have all the information, we can then decide how to best proceed.
- Do an incorporation study... we need to understand the numbers so an informed decision can be made.
- It is worth exploring options for alternative governance models, however I would want to see a very strong economic argument for change rather than emotional perceptions of control.
- There should be a study started and several informational/opinion-seeking public sessions held in each of the communities in Area C from Sorrento to Eagle Bay, and south to Carlin and Sunnybrae.
- Care should be taken to avoid the mistakes other local governments have made in not planning for the transition from a rural area to an area where residents demand more urban amenities. Long term out of the box thinking should be used in all decision making to ensure the same mistakes do not occur in our community.
- A new type of governance is required for the heavily populated areas of Area C. One of the reasons that most of us live in this area is Shuswap Lake. I feel that the way in which this natural resource is treated should be at the top of CSRD's list. We have derelict docks with foam under them, buoy dumps, pool and hot tubs discharging into the lake,

houseboats discharging grey water and ruining foreshore, septic systems that are old or malfunctioning...leaking into the lake during high water, algae blooms, I could go on, but will stop there. The services in the area are sufficient, so I feel that we need to concentrate our efforts into keeping this huge natural resource healthy and pristine for generations to come.

- Find a way to connect effectively with the electorate first. In the meantime, prepare the groundwork to have a successful study/decision. Then consult with the voters. Apathy of the electorate and ignorance of the facts is a huge problem that largely never gets addressed. As an involved citizen, I guarantee this. Many residents don't vote; there is significant misinformation, interest and participation. 'I' ask and discuss with friends and neighbours and am shocked that the MAJORITY of residents know very little about the structure of local government. Some refuse to even discuss it.
- There needs to be a committee struck to address this problem in order to have an informed electorate. Our Director spends countless hours attempting to deliver information to the public in order to make decisions on their behalf (much of that time is totally without remuneration, which, incidentally, MOST people do not realize. Fortunately, we have a Director now, and previously, who puts in those hours. This may not always be the case. I speak not of whether I agree or disagree with a Director's viewpoints ... only of his ability and required dedication to effectively govern on behalf of Area 'C'.
- I believe we should be doing an incorporation study. There are more funding opportunities available to municipalities than regional districts, and I believe in a municipality there would be more visioning for the incorporated community. Sorrento can do little without community sewer, and that project has taken far longer than it should have considering we have had an approved liquid waste management plan since the late 1990s. The lack of community sewer has stifled development on both the residential and commercial side in Sorrento. I believe the status of the town centre is at stake, as how can the town centre survive without being able to develop? Since the RD was implemented, I think generally we have not had the leadership we should have had to move some of the more important services and communities forward, i.e., it is my understanding both the Sorrento water system and fire department were started by concerned residents, yet we had a local government that should have been bringing these forward.

➤ **Theme:
Take Action**

- Frustrated with studies after study, it is time to put the decision to Taxpayer

- Get on with it and quit wasting taxpayer's money on study after study after study, as nothing is getting done.
- This governance study should have been an Incorporation Study. Why waste money doing both.

➤ **Theme:**

Improvements and Comments on Communication

- Open houses are time consuming but worth the investment.
- Information as presented in The Scoop and the Kicker is a good start to notifying citizens as to what is happening. Publicizing procedures of who to call when problems arise would be helpful.
- The current director feels that the local community association is the voice of the community. It is not. It provides very little to the community as a whole nor does it seek input from the community as a whole. Therefore the needs and concerns of the community are not fairly represented.
- I have had a difficult time finding access to any information about our Director, his views, policies, positions etc. All I have found is a list of the committees he sits on. How does he communicate? I've searched for social media, e-newsletters etc. and no information. Where can I find Terms of Reference for the Director's position? What is the expectation in terms of communication to constituents?
- Better communication, I was totally unaware of this study, due to lack of communication, nothing sent by email or direct mail. Only by contacting a neighbour did I find out about this study. It should be required of the CSR to contact all property owners by direct mail.
- I asked neighbours why they were not interested in completing this survey and their answer was: the CSR does what it wants, regardless of what the people want/think. I would like to believe that there is more transparency and integrity at our local government level than there is at the provincial, federal and global levels. Common sense does not have to be out of fashion!
- Improve communications and the opportunity for involvement from all property owners. This is the 21st century, employ modern technology to achieve this. The broader the base of involvement the stronger the community and ability to achieve objectives. Could an evacuation in case of fire as in Ft. McMurray be handled? Lowering speed limits is not the answer people living in Wildrose and beyond should be assured of a reasonable commuting time to the Trans-Canada Highway or anywhere else. A bike/walking path is a popular form of recreation and a healthy life style and is badly needed. Let's ALL get involved and get things done.

➤ **Theme:**
Better Bylaw Enforcement

- Bylaw enforcement seems lax.
- Better enforcement of local bylaws would be an asset.
- Stricter bylaws need to be in place and enforced.
- More dog control in parks.
- We need a building inspector and an effective bylaw enforcement officer
- Seems to be an increasing number of cigar boats/jet boats running up and down the lake at excessive speeds, creating so much noise conversations can't continue.
- Heavier fines for dogs off leash or uncontrolled. Burning slash or garden waste should be better regulated re wetter times of year- and heavier fines imposed.

SUBMISSIONS TO GOVERNANCE COMMITTEE

The Committee did not solicit written submissions from individuals or community groups. On its own initiative, however, the South Shuswap Chamber of Commerce submitted a formal "Position Statement on Area C Governance Study" to the Committee. As outlined in its submission, the Chamber asks the Governance Committee to recommend a second phase of the Governance Study that examines, in detail, a change from the current local governance model.

The Chambers position statement is presented in *Appendix VI*.

CHAPTER 7

ASSESSMENT AND RECOMMENDATION

The summary and findings of the public engagement process, provided in Chapter 6, were presented to the Committee at its final meeting on June 29, 2017. Also presented was the consultants' assessment of the findings to assist the Committee in determining its recommendation to the CSRD Board of Directors on next steps.

This chapter of the report — Chapter 7 — presents the assessment of the public engagement findings and the Committee's recommendation.

ASSESSMENT OF FINDINGS

The public engagement process undertaken by the Committee was extensive, and was successful in generating a considerable amount public comment and feedback on governance and service delivery in South Shuswap. The findings from the process, including the survey and open houses, point to certain conclusions:

- The small, more remote communities in Area C — places such as Sunnybrae, Tappen, White Lake and Eagle Bay — appear, in general, to be well-served by the regional district model of local government.
- The Committee heard during the engagement process that people in the small communities do not have significant concerns with the range or level of existing local services (indeed, the Committee heard that many people choose to live in small, more rural centres because they neither expect nor need urban-level services and service levels). The anticipated cost increase that would accompany any expansion in the number or level of services would be problematic. Residents in these communities also note that development opportunities and pressures are limited under existing land-use plans. The need for an expanded range or level of services in future years, therefore, is not anticipated to be significant.
- In the small communities, road maintenance levels and traffic impacts are a source of some concern, though not as significant as in larger communities (see later). Under the regional district model of local government, local roads are the responsibility of the Ministry of Transportation and Infrastructure (MOTI). While it is possible to negotiate new service level agreements with MOTI for rural areas, such agreements are not common. In reality, regional districts have limited ability to influence local road service levels in unincorporated areas.
- The level of representation for Area C on the Regional District Board of Directors is a concern in the small communities. The nature of the concern, however, appears linked to the ability of one Director to represent and serve such a large electoral area. For the small communities, the sub-division of

Area C into two electoral areas, each with one Director, would help to address this concern in a way that may be more appealing than incorporation.

- The large communities of Blind Bay, Sorrento and Shuswap Lake Estates have concerns with certain local services, including local roads, water, sewer, lake water quality, and policing. There are no serious concerns, however, related to existing or imminent service failures (no such failures were identified). In addition, much of the concern is anticipatory in nature. People in the communities recognize that ongoing development and growth in future years will put additional pressure on existing services, and may result in demands for new services and enhanced service levels. The CSRD may be capable of meeting existing local service demands (with the exception of local roads); however, it is not clear that the regional district model would be capable of meeting future urban-level service expectations that may emerge in the communities.
- Local roads in the large communities are a concern. Expectations for enhanced road maintenance and amenities (e.g., bike lanes, sidewalks) exist and are expected to grow in future years in tandem with growth. As explained earlier, regional districts do not have control over local road services, nor do they have much ability to effect change in local road service levels. Concerns over local roads are most easily addressed under the municipal form of local government.⁸
- Water and sewer infrastructure were identified as important services that will become even more important in the years ahead. Such systems can be developed and operated by regional districts, which are eligible for senior government grant monies. Success in acquiring such grants, however, may be more readily achieved in a municipality with its own Council that is focused on the needs of the single jurisdiction. A regional district board must advocate on behalf of several electoral areas, some of which may be competing for grants.
- Representation for Area C on the CSRD Board of Directors is a governance concern for the large communities. Perhaps an even greater concern, however, is autonomy. There is a prevailing view throughout Area C —and particularly in the larger centres — that local service decisions should be made by local elected representatives. The current situation, in which every decision for Area C services involves Directors from other jurisdictions, is considered problematic.

⁸ Communities that incorporate are required to assume the costs of building and maintaining local roads. These costs, and the ensuing tax burden on residents, may be considered a financial barrier to incorporation.

- Across Area C, in the small and large communities, residents are acutely aware of costs, and are keenly interested in learning about the costs associated with different governance options. The prevailing view expressed at the open houses, and identified in the survey results, supports further study to gather more information on the options available, and the cost implications of those options.

Governance Options

At the Committee's June 15, 2017 meeting, the consultants presented a document titled *Governance Options* (see *Appendix VII*). The document reviews three options — *Status Quo*, Incorporation, and New Electoral Area. For each option, the document:

- provides a description
- reviews how representation and decision-making work
- assigns responsibility for local service provision
- suggests the conditions under which the Committee may wish to recommend the option
- provides other comments

None of the material provided in the document was new to the Committee — all of the information arose in earlier discussions, including at the open houses. The document did bring all of the information together, however, in an effort to help the Committee determine its recommendation on next steps to the CSRD Board of Directors.

In addition to the three featured governance options, the document lists options that were raised by members of the public over the course of the open houses. These options include:

- local community commission
- regional district service commission
- boundary change to include portion of Area C in another jurisdiction
- boundary change to the entire CSRD
- resort municipality

The following points explain why these options were not explored in detail with the Committee:

- *Local Community Commission* — Local community commissions (LCCs) are created by regional district bylaw to operate and/or make decisions for specific local services in a portion of an electoral area. They are designed to provide local residents a greater degree of local involvement in and control over certain services within the local community. LCC's consist of four residents who are elected locally to serve on the commission, and by the Electoral Area Director.

During the public engagement process, the desire for greater local community control over service decisions and operations did not emerge as an issue. Concerns over control focused on the inclusion of elected representatives from other local government jurisdictions (e.g., electoral areas) in Area C decisions.

- *Service Commissions* — Service commissions can be assigned responsibility for certain service decisions and operations in an electoral area. Authority for key decisions (e.g., bylaws, budgets, land acquisition), however, cannot be delegated to commissions, and must instead remain with the Board. The governance concern raised in the engagement process related to the inclusion of elected representatives from other jurisdictions in the key decisions affecting Area C.
- *Area C Boundary Change* — The geography and settlement pattern of Area C make it unfeasible to consider placing a portion of the jurisdiction in another electoral area, or in Salmon Arm (the closest municipality).
- *CSR Boundary Change* — The idea of changing the boundaries of the entire CSR could serve to align the regional district with the Shuswap water basin. The initiative would do nothing, however, to address the concerns raised in the Area C Governance Study.
- *Resort Municipality* — Municipalities that are designated as mountain resort municipalities or resort areas under the *Local Government Act* have certain characteristics that are not present in Area C. Chief among these characteristics is a high number of tourist accommodation rooms relative to population.

COMMITTEE RECOMMENDATION

The Committee's unanimous recommendation to the CSR Board of Directors on next steps is as follows:

Based on its review of the current governance and service delivery frameworks, the South Shuswap Governance Committee recommends to the CSR Board of Directors that a restructure study for Electoral Area C be undertaken, and that the restructure study examine two options:

- *the incorporation of a portion of the electoral area; and*
- *the division of the current electoral area into two electoral areas.*

In making this recommendation, the Committee recognizes that the exact incorporation study area, and the exact boundaries for two electoral areas, would need to be determined. The Committee understands that these questions would be addressed in the early stages of any new restructure study.