

Governance Committee Operational Guidelines

Prepared for the RDOS Electoral Area D Governance Committee

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Purpose and Scope of the Governance Committee

The governance committee is responsible for *guiding* and *managing* the research, analysis and public discussion of the governance and servicing options based on the attached terms of reference for the study. The committee is an objective fact-finding body; individual members of the committee should ensure that any expression of their personal opinions do not detract from the ability of the governance committee to function as a neutral and credible conduit for information to the community.

This includes the following tasks:

- oversight of the preparation of a governance and servicing study including analysis of community issues, by a consultant with BC local government expertise;
- oversight of the local process of community discussion and debate of the implications of governance and servicing improvement;
- promotion of a process that is inclusive and provides appropriate information to enable members of the community to make an informed decision about governance;
- maintenance of objectivity and a perspective that is unbiased and does not reflect preferred outcomes while overseeing the study and community participation processes;
- liaison with the Ministry of Community, Sport and Cultural Development (Ministry) to ensure that Ministry staff can support the committee through technical comments on the research and analysis of governance and servicing and answer questions on the current rural governance and servicing model.

Governance Committee Operational Guidelines

I. Committee Structure

The governance committee structure and the level of formality by which meetings and tasks are considered and planned will depend upon the unique needs of the participants and community undertaking the study process.

As a general principle, the open meeting rules of local governments apply and, as this a regional district advisory committee, the RDOS Procedure bylaw would apply as it does to other committees. Meetings

should be open to the public, as a high level of transparency will ensure that public debate will focus on the issues rather than the study process. The evaluation of consultant proposals, which may include proprietary information, and any secret ballots used to elect committee members to particular roles would be reasonable exceptions.

Chair

The Chair's role is to ensure that order is maintained throughout committee meetings, that all items on a meeting agenda are addressed, and that the study process as a whole transpires in a timely and orderly manner. A vice-chair may also be appointed to act in the absence of the chair.

Secretary

The committee should consider electing a secretary unless it is arranged that local government staff take this role. The availability of committee meeting minutes for examination by interested members of the public increases the transparency of the study process. Minutes can be made available at the local government office, the library or some other public venue easily accessed by members of the community who have an interest in the process. The minutes do not need to be expansive; they should simply record the general topics of discussion and any specific items agreed upon.

Treasurer

The committee will be working with a consultant, holding public meetings, and presenting information in various formats, which are all tasks that will incur costs to be covered by a provincial grant administered by the regional district. The committee will require a treasurer to track these costs, unless it is arranged that local government staff take this role.

Spokesperson

The Committee may want to designate a primary committee contact and spokesperson. This person can prepare and sign correspondence on behalf of the committee and be the primary media contact, or these two functions could be delegated to separate committee members. The chair or the secretary could hold this position. Despite this designation, all members of the committee should be able to address questions from the public about the process and the purpose of the study.

Subcommittees

Committees may wish to create subcommittees to handle such tasks as consultant selection, finance, intergovernmental liaison, community issues or concerns, or media relations. The committee as a whole should appoint members to a subcommittee. However, decisions must be made by the committee as a whole; subcommittees should perform an advisory function only. Furthermore, everyone on the committee should have a clear understanding of the role and functions of the subcommittees.

Because subcommittees have a purely advisory role, committees should consider carefully whether a need for such committee structures exist and should be wary of forming subcommittees to research specific areas of the study (roads, police, etc.), as both the consultant and the entire committee should be aware of specific information.

Decision-making

The committee will want to determine how it will reach decisions. A committee may decide that it should reach consensus on all major issues, or that a simple majority or a two-thirds majority is the appropriate mechanism to reach a decision. This will depend on the nature of the committee, its participants, and the community it represents. Generally, committee members should view themselves as process managers, not decision-makers, and therefore favour consensus rather than votes as the method of working and moving the process forward.

Ex-Officio members

The electoral area director – as a representative of all of Electoral Area D – is an ex officio member of the committee. As such, he (or she) will provide an important link between the committee and the RDOS Board. The study process is intended to be community-led, and an ex-officio member should participate in an advisory capacity rather than a decision-making capacity. Ex-officio members are stewards of the process, ensuring that it is carried out in an open and transparent manner.

II. Committee Meetings

Meetings should be conducted using RDOS policies

Each committee member needs to know and understand the RDOS Code of Ethics Policy and Harassment, Discrimination and Bullying Policy. Persons appointed by the Regional District to a board, committee, commission, panel, task force, or other body are asked to sign the Member Statement agreeing to adhere to the Code of Ethics Policy. Carefully review the two policies and consider them during committee meetings and in your interaction with the public and RDOS staff and directors.

All meetings should be open to the public

Open meetings contribute to an inclusive study process. An open process ensures that the community can focus on the results of the study rather than on the study process. This will enable the community to make informed decisions about island incorporation based on sound and factual information.

The committee should ensure that the public are notified about the time and location of meetings. At a minimum, the committee should announce the date and place of the next meeting at the end of each meeting. Developing a regular meeting schedule at specific days and times can also facilitate public involvement in the process.

Opportunity for public involvement and questions

As community interest in the study process is expected to be high, the committee may wish to consider routinely providing an opportunity at the end of each meeting for questions/comments from the members of the public who are in attendance. For the first few meetings, it is suggested that the committee accept written questions to the committee with answers to be provided by a specified time (e.g., within one month or two weeks).

Once the committee and consultant have developed a work plan, the committee may want to explain to the public when various topics will be addressed and the related opportunities for public involvement and questions. Information meetings dedicated to answering questions from members of the community can also be scheduled midway and at the end of the process.

Build an Agenda

An agenda should be prepared by the secretary and distributed along with relevant documentation to each committee member prior to each meeting. The agenda should be posted at the entrances to the meeting room or on a board in clear sight for members of the community who are in attendance.

The committee must also ensure that it is able to address committee business and not get side-tracked by seemingly endless debate. The Chair can play a positive role by maintaining order and ensuring that the committee is able to complete its tasks, but at the same time being sensitive to the need for public participation at particular times.

The Chair should introduce the agenda at the beginning of each meeting and communicate clearly to the members of the community who are in attendance the time when there will be opportunities for questions and feedback.

Develop "Basic Rules"

The committee should develop basic rules that will govern the manner in which the committee operates and functions. These rules include letting each member speak fully and finish their statements; respecting all members of the committee and the members of the public who are in attendance; and understanding that the committee is not the forum for taking positions about the outcome of the study process.

III. Open and Inclusive Communications

The committee should decide early in the process how it will keep the members of the community informed about the study. Public access to agendas and agenda items, websites, newsletters and public information meetings are all communication methods that can keep the community up to date on the status of the study.

The business of the governance committee should be conducted in an open and inclusive manner between committee members, between the committee and the public, and with the local government.

Information should be made available to all members of the committee, or a sub-committee, concurrently, whether it is provided by the consultant, a sub-committee, or the Ministry. Concurrently generally means being forwarded by email, fax, mail, or drop-off at a specific pre-determined location within a 36-hour period.

Minutes, agendas, and agenda items should be forwarded by email, fax, mail, or drop-off at a specific pre-determined location (such as a regional district office), as determined by each committee member as being the most accessible method for that member to receive information, and as determined by the committee as a whole as being the most reasonable method under the circumstances. The committee should determine how information is to be conveyed to each member at an initial meeting of the committee.

Minutes, agendas and agenda items should be available at a public location for community members to examine. Public locations can include a regional district office, a community hall, a library, or some other facility easily accessible by interested members of the public. Publication of these items online will also increase their accessibility outside of facility operating hours.

Draft materials prepared by the consultant that will be discussed at a meeting should be distributed to all committee members. Extra copies may be made available for the public in attendance at the meeting and recovered at the end of the discussion. It is recommended that draft materials not be broadly distributed or copied unless accompanied by a record of how the materials were received and related direction, as this can create confusion for the members of the community when changes are made prior to the final version of the study report.

IV. Committee Tasks

The following is a rough guideline of the sequence at which tasks should be completed:

1. Meet with Ministry staff for study and committee orientation.

Review committee orientation material and study terms of reference. The Ministry has issued terms of reference (TOR) for the analysis of governance, servicing and community concerns that are outlined in the Study Grant to the RDOS. (Refer to Appendix A: Terms of Reference)

2. Review and adopt committee operational guidelines. Set the committee structure. Set the agenda for the next meeting.

3. The Regional District of Okanagan-Similkameen will work with the Ministry to develop the request for proposal (RFP) based on the TOR for the governance study. Ministry staff will confirm the draft RFP closely matches the TOR. RDOS will then issue a RFP for the selection of a consultant with local government expertise.

4. Receive proposals for governance and servicing research and analysis and send copies to Ministry staff for comment.

Committee may conduct detailed review of proposals using RDOS process and policies. Interviews of consultants are a possibility, but generally not required. If the committee decides to conduct interviews, telephone conference calls or Skype should be considered as practical options.

5. Choose a consultant based on the committee's own analysis, RDOS evaluation criteria and Ministry staff comments. Inform Ministry staff about consultant selection.

6. Prepare draft outline for the public engagement and stakeholder consultation component of governance and servicing study. The committee may want to have the consultant assist in finalising the details of the public engagement process. Send public engagement and stakeholder consultation strategy to Ministry staff for comment.

7. Receive comments from Ministry staff and incorporate into the outline for the public engagement and consultation component of the study. RDOS Board to approve the Public Engagement Strategy.

8. Prepare a committee operating budget, and contact consultant to begin study process.

9. Meet with consultant to determine next steps in the study process and to prepare work plan details.

10. Send Ministry staff the draft governance and servicing analysis that has been prepared by the consultant (listing of current services and related bylaws from current service providers).
11. Receive and review the draft study from the consultant. This meeting may be conducted as a public information meeting. Prepare consolidated comments for consultant.
12. Consultant reviews and incorporates committee and Ministry comments and provides committee with governance and servicing analysis.
13. Organize public discussion of the (penultimate) governance study. The committee educates the Electoral Area D public on the implications of governance and servicing models and consults on community concerns, values, and interests, as set out in the public engagement and stakeholder consultation strategy.
14. Provide feedback to consultant at the end of the public consultation process in order for the consultant to finalize the study. The committee and consultant prepare an executive summary of the study report for wide public distribution and as the basis for the public dissemination.
15. Presentation of the final report to the committee. This meeting should be well publicized and study summary documents should be available for the community members who are in attendance.
16. Provide committee recommendation to the RDOS Board, with copies to the Minister of Community, Sport and Cultural Development and to the Ministry staff. This process may include an information mail-out including the report summary and further public information meetings.

Appendix A

Electoral Area D Governance Study

Terms of Reference

June 10, 2015

Overview

The purpose of the study is to review and consider methods of improvement of local governance in Electoral Area D of the Regional District of Okanagan-Similkameen (RDOS). The study will illustrate the manner in which communities in Electoral Area D receive or participate in:

- governance of the community,
- services and other things that are necessary or desirable for all or part of the community,
- stewardship of the public assets of the community, and
- fostering the economic, social and environmental well-being of the community.

The study will include research to describe these facets of local government in Electoral Area D, public engagement to discern both the issues that are of greatest concern to communities in Electoral Area D and how those communities envision future governance and service outcomes, and analysis to identify options, within the regional district framework, for addressing the most pressing interests of the communities.

Governance Study Process

The management and oversight of the governance study process rests with a local governance committee. The committee members are nominated by the Electoral Area Director and ultimately appointed by the RDOS Board.

Once established, the governance committee will advise the Regional District on the selection of a qualified consultant, providing direction to the consultant on the research, education, and analytical elements of the study work, and engaging the community in discussion of the study findings.

Working with RDOS staff, the committee will develop a request for proposals (RFP) for the consultant that builds upon the parameters set out in these terms of reference. The RFP will be issued by the RDOS, following its procurement policies and process. In supervising the consultant and managing the overall study process, the committee is responsible for ensuring that the study reports completed by the consultant meet the requirements outlined in the RFP and these terms of reference.

The study process is to include:

- a preliminary governance report, presenting the initial research and analysis on the current state of governance, services, asset management, and community well-being;
- a public engagement and stakeholder consultation process, utilizing the contents of the preliminary report to drive issues identification; and
- a final governance report, providing a synopsis of the current-state findings, a summary of the public engagement outcomes, and any supplementary synthesis, research and analysis that supports an assessment of options to address community interests identified in the public engagement process.

Following completion of the study, the committee will convey the study findings to the Board of the Regional District of Okanagan Similkameen. The committee will also forward a copy to the Minister of Community, Sport and Cultural Development.

Governance Study Area

The governance study area encompasses all of Electoral Area D, including the communities of Okanagan Falls, Kaleden, Skaha Estates, Heritage Hills, Upper Carmi, Vaseux Lake, Twin Lakes, and Apex.



Governance Study Timeline

The study must be completed and delivered no later than December 31, 2016.

The committee will establish time lines for the study in discussion with MCSCD staff and the study consultant. MCSCD staff will have the opportunity to review drafts and to provide comments prior to completion of the final study.

Public Engagement

The committee should determine how best to engage with the public and other stakeholders directly affected in the governance study process.

It is important to establish and communicate parameters for public participation so that residents and property owners understand the opportunities to participate in the governance study. The committee may wish to have the study consultant assist in finalising the public engagement process.

The public engagement and stakeholder consultation strategy should include:

- a communication plan for reporting out to the public on the study progress;
- one or more community meetings or other community engagement events to present information to the public and to seek community feedback; and

- a process to gather information from the public on subjects such as community issues.

Governance Committee

The committee guides the study process to ensure that the study and engagement with the community are neutral and balanced. The composition of the volunteer committee should be broadly representative of the various interests in the study area. The committee will ideally have between 7 and 12 members, including the Electoral Area Director in a non-voting capacity. The RDOS Board will select a chair from among the committee membership.

The committee is an objective fact-finding body; individual members of the committee should ensure that any expression of their personal opinions do not detract from the ability of the committee to function as a neutral and credible conduit for information to the community. Committee meetings are open to the public.

Governance Study Contents

The study must include the following:

1. Overview of community characteristics and socio-economic profile, including descriptions of:
 - a. history, overall and for each community or settlement node;
 - b. population trends, both historic and forecasted, by community if possible;
 - c. housing stock, household and dwelling characteristics across the study area;
 - d. tax base trends, by individual tax class and with respect to the mix of tax classes;
 - e. economic characteristics and growth trend indicators; and,
 - f. connectedness between the communities or settlement nodes.
2. Overview of the rural governance system, including explanation of the:
 - a. federated nature of regional districts, their three central roles, and the financial obligations of a regional district member (both electoral area and municipal).
 - b. powers, responsibilities, and functions of improvement districts and regional districts.
 - c. tax assessment system in BC and taxation in unincorporated jurisdictions, highlighting differences among relevant property tax classes and responsibilities for setting tax rates.
 - d. mechanisms available (under statute and common practice) for community participation in decision-making by regional districts and improvement districts.
3. Description of governance, services, and asset management in Electoral Area D, including the:
 - a. provision of services with reference to each of the major service providers (regional district, improvement districts, and the Province), including representative structure, service geography and methods of cost recovery.

- b. decision-making processes and procedures of the service providers, in relation to the services and other matters.
 - c. relationship between different service providers (e.g. where water service is provided by one entity and sewer or fire protection by another), how those linkages are functionally managed, and how the service providers identify common interests and communicate;
 - d. level of cooperation/collaboration among governing bodies of service providers, with reference to their relative roles and responsibilities.
 - e. the use of commissions and their effectiveness in Area “D”, including but not limited to, Advisory Planning Commissions, Recreation Commissions, Recreation Societies, etc.
 - f. variations in governance and/or service features and levels across different sub-areas of Electoral Area D, and complexities or benefits that arise.
4. Synopsis of public engagement, including a:
 - a. summary of the public engagement activities undertaken.
 - b. report on results of stakeholder consultation meetings.
 - c. summary of community issues raised.
 5. Conclusions on future community needs, including an analysis of the opportunities for local service providers to address issues or meet needs.
 6. Appendices
 - a. Copies of public engagement materials.
 - b. Copies of foundational documents (e.g., Terms of Reference, Request for Proposals, etc.).

Out of Scope

The focus of this governance study is the governance and service situation and options for improvement in the context of a regional district electoral area. A governance study should not be confused with an incorporation study, and speculative information about municipal incorporation is out of scope for this project.

Administration of the Study

The consultant shall report directly to the committee, and disbursements will be provided by the RDOS.

The total funding available for the governance study will be determined by the RDOS. The Ministry’s financial commitment to the governance study is \$50,000.

Appendix B

Glossary of Terms

Ad Valorem Taxes

A tax imposed on the assessed value of property, as opposed to parcel taxes or frontage taxes; also sometimes referred to simply as a property-value tax. Individual property taxes are determined by multiplying the assessed property value by a tax rate. In municipalities, municipal council sets the tax burden, and rate for each class of property assessment (see “Tax Classification”). In rural areas, the province sets the tax rate based on the required tax revenue and a fixed distribution of tax burden across different property tax classes.

Arterial Highway

Arterial highways are provincial roads within a municipality. The Ministry of Transportation may designate any municipal land that the government acquires as an arterial highway and has the same rights as the municipality to improve or otherwise alter the arterial highway.

There are no arterial roads in Electoral Area D, although Hwy 97 is designated as an arterial highway where it passes through municipalities. The Ministry of Transportation and Infrastructure is responsible for the public road network.

BC Assessment

Property assessments in BC are determined by the BC Assessment Authority, which operates as an independent provincial Crown corporation. BC Assessment produces independent, uniform and efficient property assessments on an annual basis for all property owners in the province.

Capital Spending/Projects

Capital spending refers to the use of money for infrastructure improvements (roads, parks, municipal buildings, etc.) and the purchase of vehicles and equipment. These assets can be financed in a number of ways, including using current year’s tax revenues, borrowing funds via long term loans, using reserve funds that have been put away over years, and using grant money from the Province.

Development Cost Charges (DCCs)

DCCs are one-time charges paid by developers to local governments when there is an extraordinary capital cost required to establish a new service. These charges offset the costs for services incurred by most new residential, commercial, industrial and institutional developments. For example, new development may require a local government to increase the capacity of its sewer system, which should not be the responsibility of the property owners who have already paid for the system. DCCs must relate to the actual or projected costs of infrastructure for that service.

Electoral Area

Electoral area is a term used to define non-municipal areas within regional district boundaries. Electoral areas are typically large geographic areas that contain multiple rural communities, which may receive services unique to each community. Voters in an electoral area directly elect a single electoral area director to the regional district board.

Electoral Area D geography stretches across the Okanagan Valley between Penticton and Vaseux Lake. EA D is larger in area than five neighboring electoral areas (A,B,C,E,F) but smaller than the two Similkameen electoral areas (G&H).

Governance Model

The local government system in British Columbia provides for two local governance models: rural and municipal. Under the rural model, the regional district provides the primary functions of a local government (representation, taxation for services, regulatory decision-making); under the municipal model, these functions are provided by the municipality. Locally-implemented measures to improve representation, community involvement in decision-making, and service delivery are available in either model.

As an electoral area of the Regional District of Okanagan-Similkameen, Electoral Area D has a rural governance model, with local features that include six improvement districts and a variety of committees and commissions advising the Regional District of Okanagan-Similkameen on services and issues.

Governance Study

A governance study is an analysis of the governance, servicing and concerns of a community or communities.

Home Owner Grant (HOG)

The Provincial home owner grant reduces the amount of property tax paid on a property owner's principal residence. The grant is available to qualified residents that pay property taxes to a municipality or the province in a rural area. Municipalities are reimbursed by the Province for the amount of foregone taxes from property owners who claim the grant.

Improvement District

Improvement districts are special-purpose local authorities that provide a limited range of local services for the benefit of residents. The powers of an improvement district are exercised by a board of trustees, which is elected by property owners. Most improvement districts were formed prior to the creation of regional districts, when the alternative was service delivery by the Province. The Province no longer creates improvement districts and encourages voluntary dissolution and the transfer of their services to general purpose local governments, particularly when a municipality incorporates in the same area.

Improvement districts provide water services to certain areas of Electoral Area D. They include:

- 1. Okanagan Falls Irrigation District*
- 2. Sun Valley Improvement District*
- 3. Rolling Hills Waterworks District*
- 4. Skaha Estates Improvement District*
- 5. Kaleden Irrigation District*
- 6. Vaseux Lake Improvement District*

Incorporation

Incorporation refers to changing a rural community to a municipality under the *Local Government Act*. A municipality is created when the Lieutenant Governor in Council (provincial Cabinet) issues Letters Patent that specifies its boundaries, area, classification, name, effective date of creation, dates of service transfers, and numerous other matters.

Letters Patent

The legal document used to incorporate municipalities, regional districts and improvement districts. Letters patent define the local government's name and boundary as well any customized authorities of that local government. Letters patent for regional districts also define its membership, including municipalities, electoral areas and Treaty First Nations.

Levy

A levy is a more general term for a property tax, user fee, or charge for a local service.

Local Area Service

A local area service is a municipal service that provides benefit to part of a municipality. Municipal council must adopt a bylaw to establish the service and define the service area boundary. Since the service benefits only part of a municipality, the property owners within the defined service area boundary are subject to the local service tax for the service.

Local Community Commission

A local community commission (LCC) is a regional district standing committee that has been delegated certain authority from a regional district board to advise and administer local services. LCC's are established, by bylaw, with the assent of electors (obtained by referendum) and approval of the Inspector of Municipalities. A LCC is comprised of 4 local commissioners plus the electoral area director; the local commissioners are usually elected at the same time and usually in the same manner as the director.

Municipal Council

The governing body of a municipality, a municipal council is comprised of a mayor and an even number of councillors. The number of councillors is based on classification and population. All members are elected every four years, typically by the electors of the entire municipality. Although rare, some municipalities elect some or all councillors in neighbourhood constituencies (sometimes referred to as "wards").

Municipal Finance Authority (MFA)

The Municipal Finance Authority is an independent agency established by Provincial statute to secure long-term financing for regional districts and their member municipalities. The MFA pools all the borrowing requests from these local governments, usually to finance capital projects using long-term debts, and then borrows the required amount on various money markets, choosing the best rates possible. The property tax rates used to finance the administration of the MFA are uniform across all areas of the province.

Parcel Tax

A tax imposed on the basis of a single amount for each parcel, the taxable area of a parcel or the taxable frontage of a parcel.

Property Classification

Properties are categorized into one of nine different classes, depending on the property type or use. Municipal or regional district zoning may factor into classification but it does not determine property class. BC Assessment has the responsibility for determining property class and property assessment.

Property Value Tax

A tax imposed on the basis of the value of land or improvements or both (see "Ad Valorem Taxes")

Provincial Police Tax

An ad valorem tax that paid in electoral areas and in municipalities with a population of less than 5,000 to recover up to 50% of Provincial costs for local policing in these areas. The provincial police tax is levied by the province under the *Police Act*.

Police tax rates in electoral areas reflect the contribution of provincial rural taxes towards local policing costs.

Provincial Rural Tax

An ad valorem tax that is paid in areas outside of municipalities as a contribution to the costs for local services provided by the Province. The provincial rural tax is levied by the province under the *Taxation (Rural Area) Act*.

The two most significant local services provided by the Province are local road maintenance and policing provided to rural residents.

Provincial Tax Collection Fee

A fee included in the tax rates for collection of property and school taxes by the Province on behalf of school boards and regional districts.

Referendum

A referendum is the process of referring a question to the electorate for a direct decision by general vote. In formal, binding situations, it is also known as assent voting. The rules for assent voting are similar to those of a general election, and a simple majority (more than 50% of the validly cast ballots) determines the outcome on the question.

Regional District

Regional districts are federations of municipal and electoral areas. Since 1965, regional districts have served as both a general purpose local government for non-municipal areas in British Columbia and as regional governments; this combination of functions is unique in Canada. The governing body of a regional district is a Board of Directors, comprised of representatives from the municipalities and electoral areas (non-municipal areas) within the regional district boundary. Regional districts provide a range of local and regulatory services to residents within electoral areas, and regional services to municipalities and electoral areas.

Regional District of Okanagan-Similkameen (RDOS)

The Regional District of Okanagan-Similkameen is one of 27 regional districts in British Columbia (see "Regional District"). The Regional District of Okanagan-Similkameen is a federation of 6 municipalities and 8 electoral areas. The RDOS Board is comprised of 18 directors, with 10 municipal directors representing Penticton, Summerland, Osoyoos, Oliver, Princeton, and Keremeos and 8 electoral area directors. Some municipalities have additional directors due to significant population (Penticton 4, Summerland 2).

Electoral Area D voters currently elect one representative on the RDOS Board every four years.

Small Community Grant

This is an unconditional grant to municipalities to assist them to provide basic services. 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.

Surveyor of Taxes

The Surveyor of Taxes is the tax collector for all property or leased Crown land in rural areas.