



## Notice of Meeting and Meeting Agenda Capital Regional District Board

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Wednesday, October 25, 2023

1:10 PM

6th Floor Boardroom  
625 Fisgard Street  
Victoria, BC

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### Special Meeting - Provisional Budget

The Capital Regional District strives to be a place where inclusion is paramount and all people are treated with dignity. We pledge to make our meetings a place where all feel welcome and respected.

#### 1. TERRITORIAL ACKNOWLEDGEMENT

#### 2. APPROVAL OF THE AGENDA

#### 3. PRESENTATIONS/DELEGATIONS

#### 4. SPECIAL MEETING MATTERS

##### 4.1. [23-802](#) Service Planning 2024 - Community Need Summaries

**Recommendation:** There is no recommendation. This report is for information only.

**Attachments:** [Staff Report: Service Planning 2024 - Community Need Summaries](#)  
[Appendix A: Community Need Summary - Advocacy](#)  
[Appendix B: Community Need Summary - Arts & Recreation](#)  
[Appendix C: Community Need Summary - Business Systems & Processes](#)  
[Appendix D: Community Need Summary - Climate Action](#)  
[Appendix E: Community Need Summary - First Nations](#)  
[Appendix F: Community Need Summary - Housing & Health](#)  
[Appendix G: Community Need Summary - Local Government](#)  
[Appendix H: Community Need Summary - Open Government](#)  
[Appendix I: Community Need Summary - People](#)  
[Appendix J: Community Need Summary - Planning](#)  
[Appendix K: Community Need Summary - Regional Parks](#)  
[Appendix L: Community Need Summary - Safety & Emergency Management](#)  
[Appendix M: Community Need Summary - Solid Waste & Recycling](#)  
[Appendix N: Community Need Summary - Transportation](#)  
[Appendix O: Community Need Summary - Wastewater](#)  
[Appendix P: Community Need Summary - Water](#)

**4.2.**      [23-654](#)      Capital Regional District 2024 Financial Plan Provisional Approval

- Recommendation:** The Committee of the Whole recommends to the Capital Regional District Board:
1. That the Capital Regional District 2024 Financial Plan be given provisional approval as presented;  
(WA)
  2. That the Board Directed and Board Endorsed Initiatives be approved and incorporated into the final budget, subject to successful service establishment where required;  
(WA)
  3. That the new initiatives and capital identified in Appendix H for January 1, 2024, implementation be approved for expenditure;  
(WA)
  4. That the 2024 Community Need Summaries be approved as presented; and  
(WP - All)
  5. That the Staff Establishment Chart as attached in Appendix L be approved.  
(NWA)

**Attachments:**

[Staff Report: CRD 2024 Financial Plan Provisional](#)  
[Presentation: 2024 CRD Provisional Budget](#)  
[Appendix A: Budget Process and Planning Guidelines](#)  
[Appendix B: 2024 Operating Budget Overview](#)  
[Appendix C: 2024 Capital Budget Overview](#)  
[Appendix D: 2024 Preliminary Financial Plan Summary](#)  
[Appendix E: 2024 Major Capital Projects](#)  
[Appendix F: 2024 Financial Indicators](#)  
[Appendix G Part A: Budget Review](#)  
[Appendix G Part B: Budget Review](#)  
[Appendix G Part C: Budget Review](#)  
[Appendix H: January 2024 Approvals](#)  
[Appendix I: 2024 Operating Cost Summary by Service](#)  
[Appendix J: Service Budget Highlights](#)  
[Appendix K: Initiative Business Cases-2024 Budget Impact](#)  
[Appendix L: CRD Staff Establishment](#)  
[Appendix M: Operating & Capital Reserve Forecasts](#)  
[Appendix N: Service Listing-Direct to Board](#)  
[Appendix O1.1: EAC Report](#)  
[Appendix O1.2: JDF](#)  
[Appendix O1.3: SSI](#)  
[Appendix O1.4: SGI](#)  
[Appendix O1.5: Jan 2024 Approvals](#)  
[Appendix O2: CALWMC Budget Pkg](#)  
[Appendix O3: ESC Budget Pkg](#)  
[Appendix O4: GC Budget Pkg](#)  
[Appendix O5: JDFWDC Budget Pkg](#)  
[Appendix O6: Penn Rec Commission Budget Pkg](#)  
[Appendix O7: Regional Parks Committee Budget Pkg](#)  
[Appendix O8: RWSC Budget Pkg](#)  
[Appendix O9: San Pen Water & Wastewater Budget Pkg](#)  
[Appendix O10: SEAPARC Budget Pkg](#)  
[Appendix O11: Arts Commission Budget Pkg](#)  
[Appendix O12: RMTSAC Budget Pkg](#)  
[Appendix O13: SSILCC Budget Pkg](#)

4.3.      [23-803](#)      Award of Contract for Construction Services for Hartland Landfill - Cell 4  
Liner

**Recommendation:**      That Contract 30.22.06, Construction Services for Hartland Landfill Cell 4 Liner, be  
awarded to Hall Constructors in the amount of \$10,867,860.  
(WA)

**Attachments:**      [Staff Report: Award of Contract - Hartland Landfill Construction Services](#)  
[Appendix A: Draft Contract - Construction Services Hartland Cell 4 Liner](#)

## 5. ADJOURNMENT

### Voting Key:

NWA - Non-weighted vote of all Directors

NWP - Non-weighted vote of participants (as listed)

WA - Weighted vote of all Directors

WP - Weighted vote of participants (as listed)

**REPORT TO COMMITTEE OF THE WHOLE  
MEETING OF WEDNESDAY, OCTOBER 25, 2023**

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**SUBJECT**     **Service Planning 2024 – Community Need Summaries**

**ISSUE SUMMARY**

To provide strategic context and an overview of Capital Regional District (CRD) services, initiatives and performance data by Community Need as set out in the 2023-2026 CRD Corporate Plan.

**BACKGROUND**

The CRD Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first full year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work. Staff continuously look for ways to improve the quality of information shared with the CRD Board and will enhance long-range forecasts over the coming years.

Between September 6 and October 19, 2023, standing committees and commissions considered the Community Need Summaries and recommended that they all be advanced to the Committee of the Whole meeting of October 25, 2023. Appendices A to P provide the staff report and Community Need Summaries considered by the committees and commissions. In instances where several committees or commissions considered the same Community Need Summary, the reports have been consolidated as a single appendix. The Community Need Summaries form the basis of the 2024-2028 Provisional Financial Plan. In addition, local area initiatives were evaluated through the Electoral Areas Committee (Appendix G).

Staff have identified 44 initiatives in support of the 16 community needs that will have incremental budget implications in 2024. A further eight initiatives have been forecasted for 2025.

The key drivers for the proposed initiatives are:

1. Initiatives that advance 2023-2026 Board Priorities or the Corporate Plan;
2. Initiatives that operationalize capital investments; and/or
3. Initiatives that are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

Through the review process, standing committees requested the following adjustments be made to the Community Need Summaries:

<b>Direction</b>	<b>Staff response</b>
<p>On September 21, 2023 at the <b>Salt Spring Island Local Community Commission</b> the following motion arising related to the <b>Local Government Community Need</b> was carried:</p> <p><i>“That the Salt Spring Island Local Community Commission defer the addition of a Salt Spring Island Multi Space (SIMS) facility worker until 2025.”</i></p>	<p>The amendment has been made in time for the provisional financial plan approval in October 2023.</p> <p>The initiative will be listed as <b>16b-1.1 SSI Parks &amp; Recreation SIMS Staffing</b>.</p>
<p>On September 28, 2023, at the <b>Peninsula Recreation Commission</b> the following amended motion related to the <b>Arts &amp; Recreation Community Need</b> was carried:</p> <p><i>“The Peninsula Recreation Commission recommends the Committee of the Whole recommend to the Capital Regional District Board: That Appendix A, Community Need Summary – Arts &amp; Recreation, be approved as amended to include the number of participants and the number of programs in Performance Measure 1 and form the basis of the Final 2024-2028 Financial Plan.”</i></p>	<p>The amendment will be made in time for the annual public engagement on the financial plan, which will take place between approval of the provisional financial plan in October and the final financial plan approval in March 2024.</p>
<p>On October 4, 2023, at the <b>Governance Committee</b> the following amended motion related to the <b>Open Government Community Need</b> was carried:</p> <p><i>“The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board: That Appendix A, Community Need Summary - Open Government be approved with expediting the implementation timeline of item 12b 4-1 Meeting Management Improvements to 2024-2025 service planning cycle as amended and form the basis of the Provisional 2024 - 2028 Financial Plan.”</i></p>	<p>The amendment will be made in time for the annual public engagement on the financial plan, which will take place between approval of the provisional financial plan in October and the final financial plan approval in March 2024.</p> <p>The initiative will be listed as <b>12b 4-1 Meeting Management Improvements</b>.</p>

<p>On October 11, 2023, at the <b>CRD Board</b> the following motion was carried:</p> <p><i>The Hospitals and Housing Committee recommends to the Capital Regional District Board: 1. That the Capital Regional District commits to three years of annual funding to support the Aboriginal Coalition to End Homelessness starting at \$155,250 (2024) and increased annually based on the consumer price index for Victoria; and 2. That staff be directed to amend the Financial Plan to reflect the extended Service Agreement funding commencing in 2024.</i></p>	<p>The amendment will be made in time for the annual public engagement on the financial plan, which will take place between approval of the provisional financial plan in October and the final financial plan approval in March 2024.</p> <p>The initiative will be listed as <b>5c-1.1 Aboriginal Coalition to End Homelessness Core Funding</b>.</p>
<p>On October 11, 2023, at the <b>CRD Board</b> the following motion was carried:</p> <p><i>The Hospitals and Housing Committee recommends to the Capital Regional District Board: 1. That staff be directed to negotiate a one-time increase of \$120,000 from \$225,000 to \$345,000 in 2024; 2. That staff be directed to amend the 2024 Financial Plan to reflect the increase in funding; and 3. That staff work through the 2025 service planning cycle to revisit the allocation of resources between the Alliance and those dedicated directly to advancing the CRD Board and Corporate priorities.</i></p>	<p>The amendment will be made in time for the annual public engagement on the financial plan, which will take place between approval of the provisional financial plan in October and the final financial plan approval in March 2024.</p> <p>The initiative will be listed as <b>5c-1.2 Alliance to End Homelessness in the Capital Region Funding</b>.</p>

## **IMPLICATIONS**

### *Financial Implications*

The financial implications of the Community Need Summaries, core service level adjustments and new initiatives are addressed in the CRD 2024 Financial Plan Provisional Approval report, to be presented at the same meeting as this report. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

Regional and sub-regional commissions have considered the financial implications of the relevant proposed programs of work, including the Core Area Liquid Waste Management Committee, Regional Water Supply Commission, Juan de Fuca Water Distribution Commission, Saanich Peninsula Wastewater and Water Commissions, Sooke and Electoral Area Parks and Recreation Commission, the Peninsula Recreation Commission, and the Salt Spring Island Local Community Commission. Some local service committees and commissions will be reviewing their provisional budgets between now and the end of the year; any recommended amendments will be reflected in the final financial plan approval in March 2024.

### *Service Delivery Implications*

Each Community Need Summary includes information about the existing services, operational considerations, new initiatives and performance.

### *Alignment with Board & Corporate Priorities*

The Executive Leadership Team (ELT) has reviewed and assessed all proposed initiatives and confirmed alignment with the criteria set out above. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

To ensure that there is adequate organizational capacity to progress the packages of work proposed, ELT has phased some of the initiatives over several years. Future year initiatives have been highlighted in the Community Need Summaries for transparency. The intention is to continue to forecast future years moving forward.

### *Environmental & Climate Action / Equity, Diversity & Inclusion / First Nations Reconciliation*

All initiatives included considerations of impacts on Climate Action, First Nations Reconciliation and Equity, Diversity and Inclusion.

## **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes. Standing committees and commissions considered the Community Need Summaries and recommended that they all be advanced to the Committee of the Whole meeting of October 25, 2023.

## **RECOMMENDATION**

There is no recommendation. This report is for information only.

Submitted by:	Fran Lopez, M. Sc., Manager, Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

## **ATTACHMENTS**

Appendix A: Advocacy  
Appendix B: Arts & Recreation  
Appendix C: Business Systems & Processes  
Appendix D: Climate Action



Appendix E: First Nations  
Appendix F: Housing & Health  
Appendix G: Local Government  
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Appendix P: Water

**REPORT TO GOVERNANCE COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 04, 2023**

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**SUBJECT**     **Service Planning 2024 – Advocacy Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Advocacy Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing, and service levels required to advance the work in future years.

The Advocacy Community Need Summary is attached as Appendix A. The desired outcome is effective and coordinated advocacy.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Advocacy, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Advocacy, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations, and performance.

## **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing, and service levels through the service and financial planning processes.

**RECOMMENDATION**

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Advocacy, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Carolyn Jenkinson, Manager, Executive Operations
Concurrence:	Andy Orr, Senior Manager, Corporate Communications
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Community Need Summary – Advocacy

14

## Advocacy



Effective and coordinated advocacy

### 01 Strategy

#### STRATEGIES & PLANS

- › [Advocacy Strategy for the Capital Regional District](#)

#### CORPORATE PLAN GOALS

- 14a Influence regional issues & advocate in a consistent, focused way that aligns with the Board Priorities

### 02 Contacts

CRD Board Chair	<a href="#">@email</a>	250.360.3126
Chief Administrative Officer	<a href="#">@email</a>	250.360.3124
Senior Manager, Corporate Communications	<a href="#">@email</a>	250.360.3229
Manager, Executive Operations	<a href="#">@email</a>	250.360.3125

## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Continued to advance advocacy on Board Strategic Priorities and other Board and operational issues that arose during the year.
2. Updated Advocacy Strategy for Board approval and alignment to new Board Priorities.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- By definition, positive outcomes of advocacy are almost entirely dependent on third parties acting in ways that we believe will benefit the region.
- A successful advocacy strategy is targeted, focused and requires message discipline and consistency. Those we are advocating to must understand what our priorities are and that we are committed to advancing them.
- While the Board is within its right to advocate on matters that are outside of the CRD's service or legislated mandate, a lack of subject matter expertise internally can create significant challenges in putting together content to support advocacy efforts.
- Securing advocacy meetings can be challenging, depending on the appetite of the stakeholder involved. However, having a record of strong performance on a service provides us with essential credibility to secure these discussions.
- To be effective in gaining the support of senior orders of government, local government, and partners, the Priorities agreed to by the Board will remain the basis of the Advocacy Strategy, unless updated by the Board annually, or supplemented by resolutions of the Board to advocate on specific initiatives. The Board Priorities are organized under five themes with defined initiatives and desired outcomes. Role clarity, clear communication, and reporting is essential for both elected officials and staff to enhance effectiveness and portray the strength of common cause.

### OPERATIONAL STATISTICS

2019	› 37 outgoing letters
2020	› 16 outgoing letters
2021	› 14 outgoing letters
2022	› 7 outgoing letters
2023	› 8 outgoing letters to date

Details are updated quarterly in the [Advocacy Dashboard](#) and presented as part of the Chief Administrative Officer Quarterly Report to the CRD Board.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.014 CAO and Executive Services
- › 1.118 Corporate Communications
- › 1.011 Board Expenditures

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### 1. EXECUTIVE SERVICES

#### Description

Includes the Office of the CAO and Executive Administration, Corporate Communications, Human Resources and Corporate Safety, and Salt Spring Island Administration. Under the direction of the CAO, Executive Services:

#### What you can expect from us

- ▶ Provide overall management of CRD departments and programs, foster relationships and submit recommendations and progress reporting to the Board.
- ▶ Provide Board Chair and Board support.

#### Staffing Complement

Executive Administration  
Corporate Communications

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### 2. ADVOCACY SUPPORT

#### Description

The Board may act on any advocacy topic where it feels there is a regional interest or to support a local interest in collaboration with Electoral Area Directors. An Advocacy Strategy was developed in 2019 and updated in 2023 to assist the Board to be effective at gaining the support of other orders of governments and partners. The Board Strategic Priorities are the basis for Board advocacy. The process for adding to those is by Board resolution with follow-up actions typically directed through the Board

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<sup>1</sup> Service budget(s) listed may fund other services

Chair, Chief Administrative Officer or Executive Leadership Team. The Board Chair may ask for the support of other Directors or staff to assist with efforts based on relationships, expertise and experience.

#### What you can expect from us

- ▶ Oversee the preparation of technical information briefs for the Chief Administrative Officer and/or Board Chair.
- ▶ Coordinate outreach including, but not limited to, correspondence and meetings.
- ▶ Track responses in the [Advocacy Dashboard](#), which transparently reports on all advocacy activities undertaken.

#### Staffing Complement

This work is incorporated into the existing workplans of the Senior Manager, Corporate Communications and Manager, Executive Operations.

## 05 Initiatives

*Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.*

Initiative	Implementation year(s)	Impacts in 2024
14a-1 Work collaboratively to address multi-jurisdictional issues that impact residents' wellbeing in alignment with the Board Priorities	Ongoing	-



## 06 Performance

### GOAL 14A: INFLUENCE REGIONAL ISSUES & ADVOCATE IN A CONSISTENT, FOCUSED WAY THAT ALIGNS WITH THE BOARD PRIORITIES

#### Targets & Benchmarks

The CRD has a well-structured Advocacy Strategy that outlines the approach and maintains an Advocacy Dashboard keeping detailed records of all meetings, letters, phone calls documenting the advocacy initiatives discussed. The Advocacy Dashboard is a public facing document that is updated regularly and shared with the CRD Board through the Chief Administrative Officers' Quarterly Report.

Achieving a provincial or federal policy change or senior government action through regional district advocacy can be a slow and incremental process although worthwhile. Advocacy efforts may take years to yield results making it challenging to attribute specific outcomes to advocacy. Establishing a direct causal link between advocacy efforts and policy changes can be complicated as other factors such as public opinion, election outcomes or external events can influence policy decisions. Response levels to specific requests are unpredictable and often dependent on ministry approach and the immediate priorities of senior orders of government. Measuring the success of advocacy efforts can be difficult for local government and regional districts as they are often more nuanced and subjective. For these reasons, a specific performance target has not been identified.

## 07 Business Model

**PARTICIPANTS** All municipalities and electoral areas

**FUNDING SOURCES** Requisition

**GOVERNANCE** [Capital Regional District Board](#)

**REPORT TO ARTS COMMISSION  
MEETING OF WEDNESDAY, SEPTEMBER 27, 2023**

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**SUBJECT     2024 Budget for Arts and Culture Support Service**

**ISSUE SUMMARY**

The 2024 service plan and budget for the Arts and Culture Support Service has been prepared by staff and is ready for review by the Arts Commission in preparation for presentation to the CRD Committee of the Whole and subsequent adoption by the Board.

**BACKGROUND**

On May 10, 2023, the CRD Board approved the 2024 Service Financial Planning Guidelines, which proposed to limit increases in core operations kept to 3.5% in the planning process.

In the budget recommendation for 2024, the requisition increase for the Arts and Culture Service for participating areas is \$99,962 or 3.5%, which is within the planning guideline limits (Appendix A). The total budgeted costs are \$3,208,277, an increase of \$76,240 or 2.4% over 2023. Key budget components include:

- Grants budget of \$2,738,363, an increase of \$53,693, or 2%; and
- Administrative costs of \$468,914, an increase of \$21,547, or 4.8%.
- The increase is primarily related to the new collective agreement with unionized staff pay increases, standard overhead allocation, building occupancy, human resources adjustments, and projected contract increases.

The Community Need summary sets out the service parameters for the Arts and Culture Support Service for 2024 (Appendix B). This summary includes performance targets for social and economic contributions for all the arts and recreation services. The information relevant to this service and budget is in the sections referred to, or titled as, "Arts and Culture Support Service".

The budget recommendation from the Arts Commission will be reviewed by the CRD Committee of the Whole on October 25th, 2023 as part of the provisional budget review process.

**ALTERNATIVES**

*Alternative 1*

The Arts Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That the 2024 Arts & Culture Service Support Budget be approved as presented.

*Alternative 2*

The Arts Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That the 2024 Arts & Culture Service Support Budget be approved as amended.

## **IMPLICATIONS**

### *Financial Implications*

On May 25, 2022, the Arts Commission approved the utilization of the Operating Reserve funds to support expenses related to the EDI Implementation Framework, including a doubling of the budget for Equity Grants and additional funds to support reducing barriers to access in the application and adjudication processes. As presented in this financial plan, the Operating Reserve would be drawn down by \$49,500 in 2024 to support these expenses and meet financial planning constraints.

The balance of the Operating Reserve is estimated to be \$258,472 by the end of 2024 including interest. Currently, \$40,000 of EDI initiatives are funded on a pilot basis from the Operating Reserve on an annual basis. Due to limited Operating Reserve funds, these initiatives will need to be evaluated and, depending on the results of that evaluation, incorporated into the core budget in a future year.

### *Service Delivery Implications*

The core budget will enable the Arts and Culture Support Service to continue delivering five key granting programs in 2024: Operating Grants; Project, Series and Extending Programming Grants; IDEA (Innovate, Develop, Experiment, Access) Grants; Equity Grants; and Incubator Grants. In 2023, the Arts and Culture Support Service will continue to develop and champion regional arts through convening events and workshops that champion the value of the arts and connect the region's arts communities to funding, while continuing to expand the reach of the service's robust social media channels and e-newsletter dedicated to CRD Arts.

## **CONCLUSION**

The Arts & Culture Support Service Budget for 2024 notes changes and additions in alignment with direction provided by the Commission and accommodates increases related to contract increases and internal allocations within the CRD approved Financial Planning Guidelines.

## **RECOMMENDATION**

The Arts Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That the 2024 Arts & Culture Service Support Budget be approved as presented.

Submitted by:	Chris Gilpin, MPA, Manager, Arts & Culture Support Service
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

## **ATTACHMENT(S)**

Appendix A: 2024 Arts & Culture Support Service Budget

Appendix B: Community Need Summary 2024 – Arts & Recreation

# **CAPITAL REGIONAL DISTRICT**

## **2024 BUDGET**

### **Arts Grants and Development**

#### **Arts Commission Review**

**Service:** 1.297 Arts Grants and Development

**Committee:** Finance

**DEFINITION:**

To establish a service for the provision of assistance in relation to the arts and culture for the purpose of benefiting the community or an aspect of the community. Bylaw No. 2884, July 3, 2001.

**SERVICE DESCRIPTION:**

CRD municipalities invest in the arts for the economic impact and employment they provide, for their contribution to the quality of life, for the provincial and national visibility arts organizations provide to the region, and for providing a wide range of educational, participatory and audience opportunities for citizens and visitors. This service provides grants for NFP arts sector organizations within the CRD. An arms length committee, the CRD Arts Advisory Council, adjudicates grant applications based on parameters and total budget limits set by the CRD Arts Committee. Operating grants provide annual, ongoing assistance to larger arts organizations that meet established criteria for artistic, organizational and financial accountability. Project grants support three types of smaller organizations: those that work on a Project-to-Project basis, new and emerging arts organizations, those undertaking special, one-time initiatives or development projects. IDEA grants encourage the development of arts programming capacity within non-arts mandated not-for-profit organizations.

**PARTICIPATION:**

Municipalities of Victoria, Saanich, Oak Bay, Esquimalt, and View Royal (Group 1 participating area) and Highlands, Metchosin, Southern Gulf Islands and Sooke (Group 2 participating area).

**MAXIMUM LEVY:**

Greater of \$1,980,000 or \$0.102 / \$1,000 for hospital assessed values of Group 1 participating area.

**MAXIMUM CAPITAL DEBT:**

N/A

**COMMISSION:**

Arts

			BUDGET REQUEST				FUTURE PROJECTIONS			
	2023 BOARD BUDGET	2023 ESTIMATED ACTUAL	2024 CORE BUDGET	2024 ONGOING	2024 ONE-TIME	2024 TOTAL	2025 TOTAL	2026 TOTAL	2027 TOTAL	2028 TOTAL
ARTS GRANTS										
<u>ARTS GRANTS:</u>										
Operating Grants	2,349,670	2,306,270	2,360,363	-	-	2,360,363	2,407,570	2,455,721	2,504,835	2,554,932
Project Grants	335,000	390,400	378,000	-	-	378,000	385,560	393,271	401,136	409,159
<b>Total Grants Payment</b>	2,684,670	2,696,670 0.45%	2,738,363 2.00%	-	-	2,738,363 2.00%	2,793,130 2.00%	2,848,992 2.00%	2,905,971 2.00%	2,964,091 2.00%
<u>ADMINISTRATION COSTS:</u>										
Salaries and Wages	319,108	276,780	341,668	-	-	341,668	349,863	358,249	366,830	375,611
Internal Allocations	79,551	79,551	85,627	-	-	85,627	88,417	90,715	92,696	94,975
Insurance Cost	660	660	770	-	-	770	810	850	890	930
Opearting Cost - Other	48,048	46,653	40,849	-	-	40,849	41,666	42,499	43,348	44,214
<b>Total Administration Costs</b>	447,367	403,644 -9.77%	468,914 4.82%	-	-	468,914 5%	480,756 2.53%	492,313 2.40%	503,764 2.33%	515,730 2.38%
<b>TOTAL OPERATING COSTS</b>	3,132,037	3,100,314 -1.0%	3,207,277 2.4%	-	-	3,207,277 2.4%	3,273,886 2.08%	3,341,305 2.06%	3,409,735 2.05%	3,479,821 2.06%
<u>CAPITAL / RESERVE TRANSFER</u>										
Transfer to Operating Reserve Fund	-	31,723	-	-	-	-	-	-	-	-
Transfer to Equipment Replacement Fund	-	-	1,000	-	-	1,000	1,020	1,040	1,061	1,082
<b>TOTAL CAPITAL / RESERVES TRANSFER</b>	-	31,723	1,000	-	-	1,000	1,020	1,040	1,061	1,082
<b>TOTAL COSTS</b>	3,132,037	3,132,037 0.00%	3,208,277 2.43%	-	-	3,208,277 2.43%	3,274,906 2.08%	3,342,345 2.06%	3,410,796 2.05%	3,480,903 2.06%
Internal Recoveries	(13,893)	(13,893)	(15,130)	-	-	(15,130)	(15,490)	(15,860)	(16,240)	(16,630)
<b>OPERATING LESS RECOVERIES</b>	3,118,144	3,118,144 0.00%	3,193,147 2.41%	-	-	3,193,147 2.41%	3,259,416 2.08%	3,326,485 2.06%	3,394,556 2.05%	3,464,273 2.05%
<u>FUNDING SOURCES (REVENUE)</u>										
Estimated balance C/F from current to Next year	-	-	-	-	-	-	-	-	-	-
Balance C/F from Prior to Current year	-	-	-	-	-	-	-	-	-	-
Revenue - Other	-	-	-	-	-	-	-	-	-	-
Transfer from Operating Reserve Fund	(74,459)	(74,459)	(49,500)	-	-	(49,500)	(40,000)	(40,000)	(40,000)	(40,000)
Payments In Lieu of Taxes	(178,754)	(178,754)	(178,754)	-	-	(178,754)	(178,754)	(178,754)	(178,754)	(178,754)
					-	-				
<b>TOTAL REVENUE</b>	(253,213)	(253,213) 0.00%	(228,254) -9.86%	-	-	(228,254) -9.86%	(218,754) -4.16%	(218,754) 0.00%	(218,754) 0.00%	(218,754) 0.00%
<b>REQUISITION</b>	(2,864,931)	(2,864,931)	(2,964,893) 3.49%	-	-	(2,964,893) 3.49%	(3,040,662) 2.56%	(3,107,731) 2.21%	(3,175,802) 2.19%	(3,245,519) 2.20%
AUTHORIZED POSITIONS:	3.00	3.00	3.00	0.00	0.00	3.00	3.00	3.00	3.00	3.00

Change in Budget 2023 to 2024			
Service:	1.297 Arts Grants and Development	Total Expenditure	Comments
2023 Budget		3,132,037	
Change in Salaries:			
	Base salary and benefit change	22,560	Inclusive of estimated collective agreement changes
	Step increase/paygrade change	-	
	Other (explain as necessary)	-	
	Total Change in Salaries	22,560	
Other Changes:			
	External Grants	53,693	
	Human Resources Allocation	2,591	Contribution towards 2024 Human Resources & Corporate Safety initiatives
	Standard Overhead Allocation	2,513	Increase in 2023 operating costs
	Building Occupancy	969	
	Other Costs	(6,086)	
	Total Other Changes	53,680	
2024 Budget		3,208,277	
Summary of % Expense Increase			
	2024 Base salary and benefit change	0.7%	
	External Grants	1.7%	
	Balance of increase	0.0%	
	% expense increase from 2023:	2.4%	
	% Requisition increase from 2023 (if applicable):	3.5%	Requisition funding is 93% of service revenue

**Overall 2023 Budget Performance**  
(expected variance to budget and surplus treatment)

There is an estimated one-time favourable variance of \$31,723 to saving in salaries. This variance will be returned to Operating Reserve,

**CAPITAL REGIONAL DISTRICT**  
**FIVE YEAR CAPITAL EXPENDITURE PLAN SUMMARY - 2024 to 2028**

<b>Service No.</b>	<b>1.297</b>	<b>Carry Forward from 2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>TOTAL</b>
	<b>Arts Grants and Development</b>							

**EXPENDITURE**

Buildings	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Equipment	\$0	\$2,100	\$0	\$3,800	\$0	\$0	\$0	\$5,900
Land	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Engineered Structures	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Vehicles	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0

<b>\$0</b>	<b>\$2,100</b>	<b>\$0</b>	<b>\$3,800</b>	<b>\$0</b>	<b>\$0</b>	<b>\$5,900</b>
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**SOURCE OF FUNDS**

Capital Funds on Hand	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Debenture Debt (New Debt Only)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Equipment Replacement Fund	\$0	\$2,100	\$0	\$3,800	\$0	\$0	\$0	\$5,900
Grants (Federal, Provincial)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Donations / Third Party Funding	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Reserve Fund	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0

<b>\$0</b>	<b>\$2,100</b>	<b>\$0</b>	<b>\$3,800</b>	<b>\$0</b>	<b>\$0</b>	<b>\$5,900</b>
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## 5 YEAR CAPITAL PLAN

Service #:

1.297

Service Name:

### Arts Grants and Development

				PROJECT BUDGET & SCHEDULE									
Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total
24-01	Replacement	Computer and Printer	IT scheduled Routine Replacement	\$ 2,100	E	ERF		\$ 2,100					\$ 2,100
26-01	Replacement	Computer and Printer	IT scheduled Routine Replacement	\$ 3,800	E	ERF				\$ 3,800			\$ 3,800
													\$ -
													\$ -
													\$ -
													\$ -
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													\$ -
GRAND TOTAL				\$ 5,900			\$ -	\$ 2,100	\$ -	\$ 3,800	\$ -	\$ -	\$ 5,900

Service:

1.297

Arts Grants and Development

Project Number	24-01	Capital Project Title	Computer and Printer	Capital Project Description	IT scheduled Routine Replacement
Project Rationale	Computers and printers will be replaced based on equipment lifecycle assessment managed by IT department				

Project Number	26-01	Capital Project Title	Computer and Printer	Capital Project Description	IT scheduled Routine Replacement
Project Rationale	Computers and printers will be replaced based on equipment lifecycle assessment managed by IT department				

1.297 Arts grants and Development  
Asset and Reserve Summary  
2024 - 2028 Financial Plan

Asset Profile

Arts grants and Development

Assets held by the Arts grants and Development service consist of computers and office equipment.

Equipment Replacement Fund Schedule (ERF)

ERF Fund: 1.297 Arts Grants and Development Equipment Replacement Fund

Equipment Replacement Fund	Est Actual	Budget				
	2023	2024	2025	2026	2027	2028
Beginning Balance	5,857	5,907	4,857	5,857	3,057	4,057
Planned Purchase (Based on Capital Plan)	-	(2,100)	-	(3,800)	-	-
Transfer from Ops Budget	-	1,000	1,000	1,000	1,000	1,000
Interest Income*	50	50	-	-	-	-
Ending Balance \$	5,907	4,857	5,857	3,057	4,057	5,057

\* Interest should be included in determining the estimated ending balance for the current year. Interest in planning years nets against inflation which is not included.

1.297 Arts and Cultural Grants  
 Operating Reserve Summary  
 2024 - 2028 Financial Plan

Profile
<b>Arts and Cultural Grants</b> Established by Bylaw No. 4145 to enable CRD services to set aside operating funds to cover cyclical expenditures, unforeseen operating expenses, special one-time operating projects, as well as to mitigate fluctuations in revenue.

Operating Reserve Schedule - FC 105300						
Operating Reserve Schedule Projected year end balance	Est Actual	Budget				
	2023	2024	2025	2026	2027	2028
Beginning Balance	322,108	295,972	258,472	218,472	178,472	138,472
Planned Purchase	(74,459)	(49,500)	(40,000)	(40,000)	(40,000)	(40,000)
Transfer from Ops Budget	31,723					
Interest Income*	16,600	12,000				
Total projected year end balance	295,972	258,472	218,472	178,472	138,472	98,472
Assumptions/Background:						

\* Interest should be included in determining the estimated ending balance for the current year. Interest in planning years nets against inflation which is not included.

10

## Arts & Recreation



Residents have access to appropriate and affordable arts and recreation opportunities that enhance quality of life

### 01 Strategy

#### STRATEGIES & PLANS

- › [Panorama Recreation Strategic Plan](#)
- › [SEAPARC Strategic Plan](#)
- › [CRD Arts & Culture Support Service Strategic Plan](#)

#### CORPORATE PLAN GOALS

- 10a Support, promote & celebrate the arts
- 10b Sustain & enhance arts throughout the region
- 10c Affordable recreation opportunities that improve livability

### 02 Contacts

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Melanie Alsdorf, SEAPARC	@ <a href="#">email</a>	T. 250.642.8009

### 03 Operating Context

#### ACHIEVEMENTS IN 2023

1. CRD Arts and Culture hosted the Arts Champions Summit on May 17, 2023 at the Baumann Centre, which gathered over 100 arts leaders and supporters to celebrate sector innovations, spark new collaborations, and collect sector feedback on community needs and opportunities.
2. After an extensive public engagement process, the CRD Arts Commission approved a new strategic plan for the Arts & Culture Support Service with a refreshed Mission and Vision for 2024-27.
3. Panorama Recreation received the BC Recreation and Parks Association's Facility Excellence Award for facilities under \$3 million, for the Jumpstart Multi Sport Court.
4. SEAPARC completed a 20-year capital plan to support asset management.

#### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

##### Arts

- Sustaining and increasing investment in the arts is strongly tied to local and global economic trends that affect municipalities' ability and desire to provide support.
- Many arts and cultural organizations have also demonstrated tremendous resilience, adaptability, and innovation throughout the pandemic with 84.3% of surveyed Operating and Project Grant recipients developing alternative programming, relying heavily on digital formats such as live-streaming and virtual gatherings.
- Statistics Canada reports that, on a provincial level, arts and culture work is a fast-growing economic sector. From 2010-21, the number of culture jobs in British Columbia increased by 28% and the culture sector GDP per capita increased by 7%, both are the fastest increases in Canada in those respective measures (adjusted for population growth and inflation).

##### Panorama Recreation

- COVID-19 impact on services has diminished. Registered programs have returned to pre-pandemic levels, and drop-in programs are at 91% of pre-pandemic levels as of June 2023.
- A competitive job market throughout the region continues to challenge operations and may impact service delivery.
- The Panorama Strategic Plan 2022-2026 sets the direction for the future of our services by prioritizing several infrastructure investments that will result in increased capacity and require staffing adjustments.
- Planning is underway for the construction of a covered multi-sport box in Central Saanich. This new facility will provide year-round space for lacrosse, pickleball, roller hockey, and recreation programming. Construction is expected to be complete in Winter 2025.
- Management and operations planning has begun for Panorama Recreation to assume the operation of recreation facilities for partnering areas. This may include tennis courts, pickleball courts, sports fields and programming spaces for North Saanich, Central Saanich and Sidney.
- Design work and cost analysis has begun for enhancements to arena dressing rooms and adjacent support spaces to modernize them, with a focus on equity and functionality.

### Sooke and Electoral Area Parks and Recreation (SEAPARC)

- The SEAPARC aquatic and arena facilities are aging. Financial impacts of new infrastructure to support a growing community and plans for renewal/replacement need to be balanced in the capital plan to ensure service continuity. A long-term asset management plan has been completed to inform financial planning. Climate goal considerations for recreational facilities will also have financial implications on the capital plan.
- A competitive job market throughout the region continues to challenge operations.
- Projected population growth within the District of Sooke and Juan de Fuca (JdF) Electoral Area will increase demand for recreational programs and services.
- SEAPARC will undertake a new strategic plan in 2024 to provide direction for 2025-2035.
- SEAPARC is participating in a regional initiative, under the umbrella of The Village Initiative, to improve access to local programs and opportunities for youth to assist in the prevention of crime and vandalism, while strengthening regional service coordination.

### OPERATIONAL STATISTICS

#### Arts

1. In 2022, the CRD Arts and Culture delivered **six granting intakes for five different granting programs**: Operating Grants, Projects Grants (two intakes), IDEA Grants, Equity Grants, and Incubator Grants.
2. In 2022, the six granting intakes received a combined total of **119 applications**, which are reviewed by staff and adjudicated through assessment teams of the Arts Advisory Council.
3. In 2022, a record-high **95 of these applicants received funding** through these grant programs.
4. In terms of outreach capacity, in 2022, the CRD Arts and Culture e-newsletter grew to over **800 subscribers** who receive information about launches of grant programs, information sessions, and other notifications about opportunities in the arts sector in the capital region.
5. Performance, in terms of outcomes, is measured against social and economic indicators as outlined in Section 6.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Arts

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.297 Arts Grants and Development
- › 1.290 Royal Theatre
- › 1.295 McPherson Theatre

#### 1. ARTS & CULTURE SUPPORT SERVICE

##### Description

Supports, champions and develops arts and cultural activities for the benefit of the community through funding programs and outreach activities.

##### What you can expect from us

- ▶ Deliver five granting programs: Operating Grants, Project Grants, IDEA (Innovate, Develop, Experiment, Access) Grants, Equity Grants, and Incubator Grants.
- ▶ Provide support to organizations on not-for-profit structure, governance, and capacity development in general and as it relates to Arts Service programs.
- ▶ Provide support to Arts Commission by maintaining accountable processes for allocation of program budgets.
- ▶ Respond to inquiries on funding (CRD and other sources) within three business days.
- ▶ Collect data about trends and impact of arts and culture for internal use and for dissemination to arts communities.
- ▶ Manage publically available online database of regional public art.
- ▶ Connect and facilitate dialogue within the regional arts community and with CRD through biennial summit, social media presence, e-newsletter, and funding application workshops.

##### Staffing Complement

Arts & Culture Support Service: **2.8 FTE (includes 0.8 FTE Manager and 1 FTE Administrative Support)**

<sup>1</sup> Service budget(s) listed may fund other services



### 2. THE MCPHERSON PLAYHOUSE SERVICE

#### Description

Contribution agreement for the municipal support of the theatre.

#### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the McPherson Playhouse Theatre

#### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

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### 3. THE ROYAL THEATRE SERVICE

#### Description

Contribution agreement for the municipal support of the theatre.

#### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the Royal Theatre.

#### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

## Panorama Recreation

### SERVICE BUDGET REFERENCES<sup>2</sup>

- › 1.44X Panorama Recreation Centre

### 3. PENINSULA RECREATION

#### Description

Provides recreational programming and maintains recreational facilities in North Saanich. Peninsula Recreation also operates satellite locations, including Greenglade Community Centre, Central Saanich Cultural Centre and North Saanich Middle School. Greenglade Community Centre has become a valuable asset for the delivery of recreation programs and services.

#### What you can expect from us

For Panorama Recreation Centre, administration of the delivery of programs and services for:

- ▶ Two arenas
- ▶ An indoor swimming pool and indoor leisure pool with the tallest, wheelchair-accessible waterslide in the region
- ▶ Four indoor tennis courts, two outdoor tennis courts and squash and racquetball courts
- ▶ Weight room and fitness studio
- ▶ Three small multi-purpose rooms
- ▶ A 13,200 square foot outdoor Jumpstart Multi Sport Court

For Greenglade Community Centre, amenities include:

- ▶ Gymnasium
- ▶ Activity rooms for program use
- ▶ Pottery studio
- ▶ Weight and fitness room, mind and body studio and dance studio
- ▶ Teen lounge and sports fields
- ▶ Licensed childcare
- ▶ Community Garden

For North Saanich Middle School, operating agreement with Saanich School District 63 for the use of facility spaces outside of school hours to deliver programs and services:

- ▶ Gymnasium
- ▶ Multipurpose room
- ▶ Multipurpose dance/fitness studio
- ▶ Foods and textiles room

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<sup>2</sup> Service budget(s) listed may fund other services

For Central Saanich Cultural Centre, operating agreement with Central Saanich for the use of:

- ▶ Two activity rooms for program use

### Staffing Complement

Panorama Recreation: **36.85 FTE (includes Manager and Administrative Support)**

## SEAPARC

### SERVICE BUDGET REFERENCES<sup>3</sup>

- › 1.40X SEAPARC – Facilities & Recreation

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## 4. SEAPARC

### Description

Provides recreational programming and maintains recreational facilities with a focus on the citizens of the District of Sooke and the JdF Electoral Area.

### What you can expect from us

Administration of:

- ▶ Ice arena/dry floor
- ▶ Aquatic center
- ▶ Community recreation programs
- ▶ Facility and grounds maintenance
- ▶ Program, multi-purpose and boardroom spaces
- ▶ Slo-pitch field and baseball diamond
- ▶ Bike park
- ▶ Skateboard park
- ▶ Joint Use Agreement with School District 62
- ▶ Community Events
- ▶ Multi-use trail
- ▶ DeMamiel Creek golf course
- ▶ Fitness studio and programs
- ▶ Weight Room
- ▶ Outdoor sport box

### Staffing Complement

SEAPARC: **19.1 FTE (includes Manager and Administrative Support)**

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<sup>3</sup> Service budget(s) listed may fund other services

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
10a-1 Develop and implement a revised Arts & Culture Support Service Strategic Plan	2023-2026	-	-
10b-1 Scale up regional participation in the CRD Arts & Culture Support Service	2026	-	-
10b-2 Scale up regional support for performing art facilities within the region	2026	-	-
10c-1 Consider service expansions to address gaps and opportunities, as they emerge	Ongoing	-	-
▶ <b>NEW IBC 10c-1.1</b> Peninsula Recreation – Management and Operations Planning	2024-ongoing	\$27K requisition	Auxiliary
▶ <b>NEW IBC 10c-1.2</b> Peninsula Recreation – Facility Maintenance Supervisor	2024-ongoing	\$30K fee-for-service	0.9 New Ongoing
10c-2 Regularly monitor and review services to determine appropriate types of recreational programming and recovery rates to meet Community Needs	Ongoing		
▶ <b>FUTURE IBC 10c-2.1</b> SEAPARC – Maintain Reception Staffing	Planned for 2025	\$ - cost offset	0.5 Auxiliary Converted
▶ <b>NEW IBC 10c-2.2</b> SEAPARC – Manager of Operations	2024-ongoing	\$157K fee-for-service	1 New Ongoing
10c-3 Develop and implement a long-term strategic plan for SEAPARC	2024	\$50K Fee-for-service	-
10c-4 Undertake a review of youth-focused programming at SEAPARC	2023-2025	-	-

## 06 Performance

### GOAL 10A: SUPPORT, CHAMPION & DEVELOP THE ARTS

#### Targets & Benchmarks

Through funding programs and other activities, the Arts & Culture Support Service amplifies the contribution that arts organizations make to economic sustainability, community vitality and quality of life across the region and their role in providing a wide range of activities for citizens and visitors.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
<b>Social Contributions</b>						
1	Total number of CRD-funded events <sup>1</sup>	Quantity	11,000	12,000	12,500	↗
2	Total attendees at CRD-funded arts events <sup>2</sup>	Quantity	3,000,000	3,300,000	3,500,000	↗
3	Total number of grants distributed <sup>3</sup>	Quantity	95	93	100	↗
4	First-time grant recipients <sup>4</sup>	Quantity	15	13	16	↗

<sup>1-4</sup> Data from 2021 Arts & Culture Progress Report

#### Economic Contributions

5	Total funding invested (via CRD grants) in grant recipients <sup>5</sup>	Quantity	\$2,601,270	\$2,684,670	\$2,778,000	↗
6	Total culture GDP (\$M) generated in CRD <sup>6</sup>	Quantity	\$800.0	\$820.0	\$840.0	↗
7	Total culture jobs generated in CRD <sup>7</sup>	Quantity	10,000	10,500	11,000	↗

<sup>5</sup> Data from 2021 Arts & Culture Progress Report

<sup>6-7</sup> Data from Statistics Canada based on forecasts from Cultural Satellite Account

#### Discussion

##### Social Contributions

1. The number of events and workshops rose sharply in 2022, due to the restarting of in-person events in 2022 after COVID-19 restrictions were lifted in late 2021.
2. 2022 saw pent-up demand for in-person attendance increasing as soon as event and gathering restrictions were loosened.

3. In 2022, the number of grants distributed was similar to the previous year, which was an all-time high.
4. CRD Arts and Culture conducts promotion of its programs and targeted outreach to eligible organizations, all in an effort to enlarge the pool of grant applicants. Funding more first-time applicants is an effective method of diversifying the variety of arts projects activated and audiences engaged.

### Economic Contributions

5. Total arts grant funding has remained consistent throughout the pandemic and continues to have modest increases in 2023.
6. The most recent GDP data from Statistics Canada is from 2020, which shows the pandemic pullback in activity. With the restart of arts activities in 2021 and 2022, it is expected that GDP will rebound to prior levels at minimum.
7. The most recent jobs data from Statistics Canada is from 2020, which shows the impact of the COVID-19 pullback in economic activity. The long-term trend, however, has been a continued increase in culture jobs.

## GOAL 10B: SUSTAIN & ENHANCE ARTS THROUGHOUT THE REGION

### Targets & Benchmarks

1. To scale up participation in the Arts and Culture Support Service will require new jurisdictions to join this service.
2. To scale up support for performing arts facilities would require more funding, which could be pursued through multiple methods, including through existing services.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Increase the number of participants in the Arts and Culture Support Service <sup>1</sup>	Quantity	9	9	10	↗
2	Increase the support available for performing arts facilities (\$M)	Quantity	\$1.33	\$1.33	\$1.38	↗

<sup>1</sup> Currently there are nine participating jurisdictions in this service.

### Discussion

1. The ability to add participants to this service is dependent on external factors, namely the interest level of willingness of non-participating jurisdictions to join the service through the council consent process.
2. The ability to increase support to the Royal Theatre and McPherson Playhouse is also dependent on external factors, namely that current participants support amending bylaws to remove the current fixed maximum contribution amount.

## **GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – PANORAMA RECREATION**

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1 Offer programs that meet community need</b>	Program success rate <sup>1</sup>	Quality	85%	88%	85%
	Program participation rate <sup>2</sup>	Quantity	83%	86%	85%
<b>2 Maximize participation levels in drop-in recreation programs and services <sup>3</sup></b>	Aquatics	Quantity	121,474	170,487	194,869
	Arena during ice season	Quantity	8,577	11,931	13,392
	Fitness classes	Quantity	21,039	29,574	33,147
	Weights	Quantity	98,762	148,557	187,206
	Sports	Quantity	2,084	6,252	8,025
	Community Recreation	Quantity	4,239	4,271	4,280
<b>3 Increase new program offerings and maximize revenue <sup>4</sup></b>	New program offerings <sup>5</sup>	Quality	45	30	35
	Registered programs revenue <sup>6</sup>	Quantity	\$1,833,424	\$1,988,967	\$1,910,850
	Admissions – single admission <sup>7</sup>	Quantity	\$352,050	\$417,288	\$346,812
	Admissions – punch pass <sup>8</sup>	Quantity	\$724,918	\$943,318	\$1,172,045

<sup>1</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>2</sup> Average participation rate of courses, as a percentage of maximum course capacity reached, on average across all programs. Calculated by number of participants registered divided by the maximum capacity of the program. Data from recreation software Activity Registration Summary.

<sup>3</sup> Total annual visitors to drop-in reservable programs given capacity and staffing limitations; data from recreation software Daily Attendance Report – Date Range.

<sup>4</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators.

<sup>5</sup> New program is defined as a program not offered in the prior year.

<sup>6</sup> Revenue generated by registration in programs.

<sup>7</sup> Revenue generated by single admission purchase.

<sup>8</sup> Revenue generated by punch pass and timed pass purchases.



### Discussion

**Metric 1:** Course participation has been added as an additional benchmark for Metric 1. Course participation reflects how full courses are on average, based on the number of participants registered relative to the total spaces available.

A target participation rate of 85% represents service delivery, which balances diversity of programming, alignment with community need, and financial sustainability.

**Metric 2:** Attendance continues to recover to pre-pandemic levels. June 2023 attendance is at 91% of June 2019, up from 77% in 2022.

**Metric 3:** The Lifesaving Society Swim for Life program was adopted in 2022 to replace the Canadian Red Cross program, which was phased out across Canada in 2022. The implementation of this program in 2022 led to a higher number of new programs than anticipated.

Licensed childcare program revenue is reduced from 2022 and 2023 as a result of increased funding from Child Care Operating Fund (CCOF) for Fee Reduction Initiative which directly reduces the fees paid by the public. The decrease in program revenue is reflected in a comparable increase in grant funding revenue. Projected CCOF funding for 2024 is \$229,270.

## GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – SEAPARC

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1 Deliver fitness programs and service that meet community need and recover operation investment <sup>1</sup></b>	Fitness/Weights admissions	Quantity	\$22,838	\$57,000	-
	Membership sales	Quantity	\$289,258	\$431,000	-
<b>2 Manage user funding at approximately 30% <sup>2</sup></b>	-	Quality	30.6%	32%	35%
<b>3 Increase Community Recreation program revenue by each year <sup>3</sup></b>	-	Quantity	\$180,378	\$216,000	-
<b>4 Offer programs that meet community need</b>	Program offering success rate <sup>4</sup>	Quality	73%	75%	78%
<b>5 Maximize participation levels in drop-in recreation programs and services <sup>5</sup></b>	Aquatics	Quantity	74,170	78,000	82,000
	Arena	Quantity	10,401	12,000	12,250
	Fitness classes	Quantity	4,449	6,500	6,800
	Weights	Quantity	26,421	45,000	47,250
	Golf	Quantity	18,800	22,000	22,500
	Community Recreation	Quantity	1,024	1,900	2,000
<b>6 Increase new program offerings and maximize revenue</b>	New program offerings <sup>6</sup>	Quality	24	17	15
	Registered programs revenue <sup>7</sup>	Quantity	\$346,524	\$472,000	\$522,000
	Admissions – single admission <sup>8</sup>	Quantity	\$226,600	\$364,000	\$400,500
	Membership revenue - general <sup>9</sup>	Quantity	\$219,796	\$350,000	\$399,250
	Membership revenue – golf <sup>10</sup>	Quantity	\$69,462	\$81,000	\$85,000

<sup>1</sup> Fitness & weight room admission revenue and revenue from all membership sales.

<sup>2</sup> User funding or tax investment (without debt).

<sup>3</sup> Total registered programs revenue (gross revenue) generated by registration in community recreation programs; data from recreation software General Ledger

<sup>4</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>5</sup> Total annual visits to drop-in programs by program area. Data from Membership Pass Scan report, Drop-in Sales report and Activity Registration Summary report.

<sup>6</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators. New program is defined as a program not offered in the prior year.

<sup>7</sup> Total revenue generated by registration in programs. Data from General Ledger.

<sup>8</sup> Revenue generated by single admission purchase, including golf. Data from General Ledger.

<sup>9</sup> Revenue recognized from SEAPARC membership pass sales (excludes golf). Data from General Ledger.

<sup>10</sup> Revenue recognized from golf membership pass sales. Data from General Ledger.

### Discussion

**Metric 1:** The weight room and fitness classes have returned to drop-in operations post-COVID and fitness class offerings have increased. This has resulted in a trend of increased admissions and membership pass sales. Membership sales increase may also be supported by population growth. These metrics will be discontinued in 2024 and replaced with Metrics 5 & 6.

**Metric 2:** The projected increase in membership sales will contribute to an increase in proportion of user funding as there is generally only a small increase in expense associated with drop-in services.

**Metric 3:** A return of the licensed preschool program in 2022 and continuing through 2023 is the main factor in the increase in community recreation revenue.

**Metric 4:** The goal is to be responsive to community needs by offering desired programs, contributing to a high success rate. Each season program coordinators evaluate the success of programs and discontinue or adjust those that have a pattern of being cancelled and try out new programs based on feedback>

**Metric 5 & 6:** This metric reflects current trends with increased admission, membership and registered program revenue, as well as increased fees as approved in the fees & charges bylaw. The trend is particularly strong with the weight room and fitness, with quickly increasing demand for these services.

## 07 Business Model

### Arts

#### PARTICIPANTS

**Arts & Culture Support Service:** Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Metchosin, Highlands, Sooke, and Southern Gulf Islands.

**The McPherson Playhouse Service:** Victoria

**The Royal Theatre Service:** Saanich, Victoria, Oak Bay

#### FUNDING SOURCES

Requisitions

#### GOVERNANCE

**Arts & Culture Support Service:** [Arts Commission](#)

**Theatres:** [Royal and McPherson Theatres Services Advisory Committee](#)

### Panorama Recreation

#### PARTICIPANTS

Sidney, Central Saanich and North Saanich

#### FUNDING SOURCES

Requisitions, grants, sponsorships, donations and non-tax revenue

#### GOVERNANCE

[Peninsula Recreation Commission](#)

### SEAPARC

#### PARTICIPANTS

Sooke and JdF EA

#### FUNDING SOURCES

Requisition (75% Sooke, Juan de Fuca Electoral Area 25%), grants, sponsorships, donations, non-tax revenue

#### GOVERNANCE

[Sooke and Electoral Area Parks and Recreation Commission](#)

**REPORT TO PENINSULA RECREATION COMMISSION  
MEETING OF THURSDAY, SEPTEMBER 28, 2023**

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**SUBJECT**     **Service Planning 2024 – Arts & Recreation Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Arts & Recreation Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan, which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Arts & Recreation Community Need Summary is attached as Appendix A. The desired outcome is that residents have access to appropriate and affordable arts and recreation opportunities that enhance quality of life.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Peninsula Recreation Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Arts & Recreation, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Peninsula Recreation Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Arts & Recreation, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all initiative business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives, as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget, which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

#### *1. Proposed changes for 2024*

Staff are proposing to advance one new initiative for the Arts & Recreation Community Need that has financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. Advancing a Board or Corporate Plan Priority; and
2. Adjustments to core service levels to maintain safety.

Table 1. Arts & Recreation Community Need Initiatives (2024)

<b>Initiative</b>	<b>Implementation year(s)</b>	<b>Staff impacts (2024)</b>	<b>Incremental cost (2024)</b>	<b>Funding source</b>
10c-1.2 Peninsula Recreation – Facility Maintenance Supervisor	2024-ongoing	0.9 New Ongoing	\$30,000	Fee-for-service

The information in Table 1 reflects the initiative business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### **10c-1.2 Peninsula Recreation – Facility Maintenance Supervisor**

Growth in volume and complexity of work associated with the operation of Panorama Recreation has steadily increased over time and is anticipated to continue to grow over the next 10 years.

The Panorama Recreation maintenance team does not currently have a supervisor. The addition of a supervisor role would ensure there is adequate capacity to take on the increasing requirements for the onboarding, supervision, scheduling, training and development of 14 regular staff and 15-20 auxiliary staff. This position would also give the Manager of Facilities & Operations the capacity to execute capital projects, equipment replacement and asset management planning, as well as setting the Division up for expected future growth and expansion.

Initiative 10c-1.2 seeks to create a regular ongoing Maintenance Supervisor position to achieve these outcomes. In addition, the initiative seeks to restructure existing maintenance vacancies to minimize the financial impact of this request and to optimize resourcing.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Peninsula Recreation Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Arts & Recreation, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan

Submitted by:	Lorraine Brewster, M. A., Senior Manager, Panorama Recreation
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Arts & Recreation

10

## Arts & Recreation



Residents have access to appropriate and affordable arts and recreation opportunities that enhance quality of life

### 01 Strategy

#### STRATEGIES & PLANS

- › [Panorama Recreation Strategic Plan](#)
- › [SEAPARC Strategic Plan](#)
- › [CRD Arts & Culture Support Service Strategic Plan](#)

#### CORPORATE PLAN GOALS

- 10a Support, promote & celebrate the arts
- 10b Sustain & enhance arts throughout the region
- 10c Affordable recreation opportunities that improve livability

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. CRD Arts and Culture hosted the Arts Champions Summit on May 17, 2023 at the Baumann Centre, which gathered over 100 arts leaders and supporters to celebrate sector innovations, spark new collaborations, and collect sector feedback on community needs and opportunities.
2. After an extensive public engagement process, the CRD Arts Commission approved a new strategic plan for the Arts & Culture Support Service with a refreshed Mission and Vision for 2024-27.
3. Panorama Recreation received the BC Recreation and Parks Association's Facility Excellence Award for facilities under \$3 million, for the Jumpstart Multi Sport Court.
4. SEAPARC completed a 20-year capital plan to support asset management.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

#### Arts

- Sustaining and increasing investment in the arts is strongly tied to local and global economic trends that affect municipalities' ability and desire to provide support.
- Many arts and cultural organizations have also demonstrated tremendous resilience, adaptability, and innovation throughout the pandemic with 84.3% of surveyed Operating and Project Grant recipients developing alternative programming, relying heavily on digital formats such as live-streaming and virtual gatherings.
- Statistics Canada reports that, on a provincial level, arts and culture work is a fast-growing economic sector. From 2010-21, the number of culture jobs in British Columbia increased by 28% and the culture sector GDP per capita increased by 7%, both are the fastest increases in Canada in those respective measures (adjusted for population growth and inflation).

#### Panorama Recreation

- COVID-19 impact on services has diminished. Registered programs have returned to pre-pandemic levels, and drop-in programs are at 91% of pre-pandemic levels as of June 2023.
- A competitive job market throughout the region continues to challenge operations and may impact service delivery.
- The Panorama Strategic Plan 2022-2026 sets the direction for the future of our services by prioritizing several infrastructure investments that will result in increased capacity and require staffing adjustments.
- Planning is underway for the construction of a covered multi-sport box in Central Saanich. This new facility will provide year-round space for lacrosse, pickleball, roller hockey, and recreation programming. Construction is expected to be complete in Winter 2025.
- Design work and cost analysis has begun for enhancements to arena dressing rooms and adjacent support spaces to modernize them, with a focus on equity and functionality.

### Sooke and Electoral Area Parks and Recreation (SEAPARC)

- The SEAPARC aquatic and arena facilities are aging. Financial impacts of new infrastructure to support a growing community and plans for renewal/replacement need to be balanced in the capital plan to ensure service continuity. A long-term asset management plan has been completed to inform financial planning. Climate goal considerations for recreational facilities will also have financial implications on the capital plan.
- A competitive job market throughout the region continues to challenge operations.
- Projected population growth within the District of Sooke and Juan de Fuca (JdF) Electoral Area will increase demand for recreational programs and services.
- SEAPARC will undertake a new strategic plan in 2024 to provide direction for 2025-2035.
- SEAPARC is participating in a regional initiative, under the umbrella of The Village Initiative, to improve access to local programs and opportunities for youth to assist in the prevention of crime and vandalism, while strengthening regional service coordination.

## OPERATIONAL STATISTICS

### Arts

1. In 2022, the CRD Arts and Culture delivered **six granting intakes for five different granting programs**: Operating Grants, Projects Grants (two intakes), IDEA Grants, Equity Grants, and Incubator Grants.
2. In 2022, the six granting intakes received a combined total of **119 applications**, which are reviewed by staff and adjudicated through assessment teams of the Arts Advisory Council.
3. In 2022, a record-high **95 of these applicants received funding** through these grant programs.
4. In terms of outreach capacity, in 2022, the CRD Arts and Culture e-newsletter grew to over **800 subscribers** who receive information about launches of grant programs, information sessions, and other notifications about opportunities in the arts sector in the capital region.
5. Performance, in terms of outcomes, is measured against social and economic indicators as outlined in Section 6.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Arts

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.297 Arts Grants and Development
- › 1.290 Royal Theatre
- › 1.295 McPherson Theatre

#### 1. ARTS & CULTURE SUPPORT SERVICE

##### Description

Supports, champions and develops arts and cultural activities for the benefit of the community through funding programs and outreach activities.

##### What you can expect from us

- ▶ Deliver five granting programs: Operating Grants, Project Grants, IDEA (Innovate, Develop, Experiment, Access) Grants, Equity Grants, and Incubator Grants.
- ▶ Provide support to organizations on not-for-profit structure, governance, and capacity development in general and as it relates to Arts Service programs.
- ▶ Provide support to Arts Commission by maintaining accountable processes for allocation of program budgets.
- ▶ Respond to inquiries on funding (CRD and other sources) within three business days.
- ▶ Collect data about trends and impact of arts and culture for internal use and for dissemination to arts communities.
- ▶ Manage publically available online database of regional public art.
- ▶ Connect and facilitate dialogue within the regional arts community and with CRD through biennial summit, social media presence, e-newsletter, and funding application workshops.

##### Staffing Complement

Arts & Culture Support Service: **2.8 FTE (includes 0.8 FTE Manager and 1 FTE Administrative Support)**

<sup>1</sup> Service budget(s) listed may fund other services

## 2. THE MCPHERSON PLAYHOUSE SERVICE

### Description

Contribution agreement for the municipal support of the theatre.

### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the McPherson Playhouse Theatre

### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

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## 3. THE ROYAL THEATRE SERVICE

### Description

Contribution agreement for the municipal support of the theatre.

### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the Royal Theatre.

### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

## Panorama Recreation

### SERVICE BUDGET REFERENCES<sup>2</sup>

- › 1.44X Panorama Recreation Centre

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### 3. PENINSULA RECREATION

#### Description

Provides recreational programming and maintains recreational facilities in North Saanich. Peninsula Recreation also operates satellite locations, including Greenglade Community Centre, Central Saanich Cultural Centre and North Saanich Middle School. Greenglade Community Centre has become a valuable asset for the delivery of recreation programs and services.

#### What you can expect from us

For Panorama Recreation Centre, administration of the delivery of programs and services for:

- ▶ Two arenas
- ▶ An indoor swimming pool and indoor leisure pool with the tallest, wheelchair-accessible waterslide in the region
- ▶ Four indoor tennis courts, two outdoor tennis courts and squash and racquetball courts
- ▶ Weight room and fitness studio
- ▶ Three small multi-purpose rooms
- ▶ A 13,200 square foot outdoor Jumpstart Multi Sport Court

For Greenglade Community Centre, amenities include:

- ▶ Gymnasium
- ▶ Activity rooms for program use
- ▶ Pottery studio
- ▶ Weight and fitness room, mind and body studio and dance studio
- ▶ Teen lounge and sports fields
- ▶ Licensed childcare
- ▶ Community Garden

For North Saanich Middle School, operating agreement with Saanich School District 63 for the use of facility spaces outside of school hours to deliver programs and services:

- ▶ Gymnasium
- ▶ Multipurpose room
- ▶ Multipurpose dance/fitness studio
- ▶ Foods and textiles room

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<sup>2</sup> Service budget(s) listed may fund other services

For Central Saanich Cultural Centre, operating agreement with Central Saanich for the use of:

- ▶ Two activity rooms for program use

### Staffing Complement

Panorama Recreation: **36.85 FTE (includes Manager and Administrative Support)**

## SEAPARC

### SERVICE BUDGET REFERENCES<sup>3</sup>

- › 1.40X SEAPARC – Facilities & Recreation

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## 4. SEAPARC

### Description

Provides recreational programming and maintains recreational facilities with a focus on the citizens of the District of Sooke and the JdF Electoral Area.

### What you can expect from us

Administration of:

- ▶ Ice arena/dry floor
- ▶ Aquatic center
- ▶ Community recreation programs
- ▶ Facility and grounds maintenance
- ▶ Program, multi-purpose and boardroom spaces
- ▶ Slo-pitch field and baseball diamond
- ▶ Bike park
- ▶ Skateboard park
- ▶ Joint Use Agreement with School District 62
- ▶ Community Events
- ▶ Multi-use trail
- ▶ DeMamiel Creek golf course
- ▶ Fitness studio and programs
- ▶ Weight Room
- ▶ Outdoor sport box

### Staffing Complement

SEAPARC: **19.1 FTE (includes Manager and Administrative Support)**

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<sup>3</sup> Service budget(s) listed may fund other services

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
10a-1 Develop and implement a revised Arts & Culture Support Service Strategic Plan	2023-2026	-	-
10b-1 Scale up regional participation in the CRD Arts & Culture Support Service	2026	-	-
10b-2 Scale up regional support for performing art facilities within the region	2026	-	-
10c-1 Consider service expansions to address gaps and opportunities, as they emerge	Ongoing	-	-
▶ <b>NEW IBC</b> 10c-1.2 Peninsula Recreation – Facility Maintenance Supervisor	2024-ongoing	\$30K fee-for-service	0.9 New Ongoing
10c-2 Regularly monitor and review services to determine appropriate types of recreational programming and recovery rates to meet Community Needs	Ongoing		
▶ <b>FUTURE IBC</b> 10c-2.1 SEAPARC – Maintain Reception Staffing	Planned for 2025	\$ - cost offset	0.5 Auxiliary Converted
▶ <b>NEW IBC</b> 10c-2.2 SEAPARC – Manager of Operations	2024-ongoing	\$157K fee-for-service	1 New Ongoing
10c-3 Develop and implement a long-term strategic plan for SEAPARC	2024	\$50K Fee-for-service	-
10c-4 Undertake a review of youth-focused programming at SEAPARC	2023-2025	-	-

## 06 Performance

### GOAL 10A: SUPPORT, CHAMPION & DEVELOP THE ARTS

#### Targets & Benchmarks

Through funding programs and other activities, the Arts & Culture Support Service amplifies the contribution that arts organizations make to economic sustainability, community vitality and quality of life across the region and their role in providing a wide range of activities for citizens and visitors.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
<b>Social Contributions</b>						
1	Total number of CRD-funded events <sup>1</sup>	Quantity	11,000	12,000	12,500	↗
2	Total attendees at CRD-funded arts events <sup>2</sup>	Quantity	3,000,000	3,300,000	3,500,000	↗
3	Total number of grants distributed <sup>3</sup>	Quantity	95	93	100	↗
4	First-time grant recipients <sup>4</sup>	Quantity	15	13	16	↗

<sup>1-4</sup> Data from 2021 Arts & Culture Progress Report

#### Economic Contributions

5	Total funding invested (via CRD grants) in grant recipients <sup>5</sup>	Quantity	\$2,601,270	\$2,684,670	\$2,778,000	↗
6	Total culture GDP (\$M) generated in CRD <sup>6</sup>	Quantity	\$800.0	\$820.0	\$840.0	↗
7	Total culture jobs generated in CRD <sup>7</sup>	Quantity	10,000	10,500	11,000	↗

<sup>5</sup> Data from 2021 Arts & Culture Progress Report

<sup>6-7</sup> Data from Statistics Canada based on forecasts from Cultural Satellite Account

#### Discussion

##### Social Contributions

1. The number of events and workshops rose sharply in 2022, due to the restarting of in-person events in 2022 after COVID-19 restrictions were lifted in late 2021.
2. 2022 saw pent-up demand for in-person attendance increasing as soon as event and gathering restrictions were loosened.



3. In 2022, the number of grants distributed was similar to the previous year, which was an all-time high.
4. CRD Arts and Culture conducts promotion of its programs and targeted outreach to eligible organizations, all in an effort to enlarge the pool of grant applicants. Funding more first-time applicants is an effective method of diversifying the variety of arts projects activated and audiences engaged.

### Economic Contributions

5. Total arts grant funding has remained consistent throughout the pandemic and continues to have modest increases in 2023.
6. The most recent GDP data from Statistics Canada is from 2020, which shows the pandemic pullback in activity. With the restart of arts activities in 2021 and 2022, it is expected that GDP will rebound to prior levels at minimum.
7. The most recent jobs data from Statistics Canada is from 2020, which shows the impact of the COVID-19 pullback in economic activity. The long-term trend, however, has been a continued increase in culture jobs.

## GOAL 10B: SUSTAIN & ENHANCE ARTS THROUGHOUT THE REGION

### Targets & Benchmarks

1. To scale up participation in the Arts and Culture Support Service will require new jurisdictions to join this service.
2. To scale up support for performing arts facilities would require more funding, which could be pursued through multiple methods, including through existing services.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Increase the number of participants in the Arts and Culture Support Service <sup>1</sup>	Quantity	9	9	10	↗
2	Increase the support available for performing arts facilities (\$M)	Quantity	\$1.33	\$1.33	\$1.38	↗

<sup>1</sup> Currently there are nine participating jurisdictions in this service.

### Discussion

1. The ability to add participants to this service is dependent on external factors, namely the interest level of willingness of non-participating jurisdictions to join the service through the council consent process.
2. The ability to increase support to the Royal Theatre and McPherson Playhouse is also dependent on external factors, namely that current participants support amending bylaws to remove the current fixed maximum contribution amount.

## **GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – PANORAMA RECREATION**

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1 Offer programs that meet community need</b>	Program success rate <sup>1</sup>	Quality	85%	88%	85%
	Program participation rate <sup>2</sup>	Quantity	83%	86%	85%
<b>2 Maximize participation levels in drop-in recreation programs and services <sup>3</sup></b>	Aquatics	Quantity	121,474	170,487	194,869
	Arena during ice season	Quantity	8,577	11,931	13,392
	Fitness classes	Quantity	21,039	29,574	33,147
	Weights	Quantity	98,762	148,557	187,206
	Sports	Quantity	2,084	6,252	8,025
	Community Recreation	Quantity	4,239	4,271	4,280
<b>3 Increase new program offerings and maximize revenue <sup>4</sup></b>	New program offerings <sup>5</sup>	Quality	45	30	35
	Registered programs revenue <sup>6</sup>	Quantity	\$1,833,424	\$1,988,967	\$1,910,850
	Admissions – single admission <sup>7</sup>	Quantity	\$352,050	\$417,288	\$346,812
	Admissions – punch pass <sup>8</sup>	Quantity	\$724,918	\$943,318	\$1,172,045

<sup>1</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>2</sup> Average participation rate of courses, as a percentage of maximum course capacity reached, on average across all programs. Calculated by number of participants registered divided by the maximum capacity of the program. Data from recreation software Activity Registration Summary.

<sup>3</sup> Total annual visitors to drop-in reservable programs given capacity and staffing limitations; data from recreation software Daily Attendance Report – Date Range.

<sup>4</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators.

<sup>5</sup> New program is defined as a program not offered in the prior year.

<sup>6</sup> Revenue generated by registration in programs.

<sup>7</sup> Revenue generated by single admission purchase.

<sup>8</sup> Revenue generated by punch pass and timed pass purchases.

## Discussion

**Metric 1:** Course participation has been added as an additional benchmark for Metric 1. Course participation reflects how full courses are on average, based on the number of participants registered relative to the total spaces available.

A target participation rate of 85% represents service delivery, which balances diversity of programming, alignment with community need, and financial sustainability.

**Metric 2:** Attendance continues to recover to pre-pandemic levels. June 2023 attendance is at 91% of June 2019, up from 77% in 2022.

**Metric 3:** The Lifesaving Society Swim for Life program was adopted in 2022 to replace the Canadian Red Cross program, which was phased out across Canada in 2022. The implementation of this program in 2022 led to a higher number of new programs than anticipated.

Licensed childcare program revenue is reduced from 2022 and 2023 as a result of increased funding from Child Care Operating Fund (CCOF) for Fee Reduction Initiative which directly reduces the fees paid by the public. The decrease in program revenue is reflected in a comparable increase in grant funding revenue. Projected CCOF funding for 2024 is \$229,270.

## GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – SEAPARC

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1 Deliver fitness programs and service that meet community need and recover operation investment <sup>1</sup></b>	Fitness/Weights admissions	Quantity	\$22,838	\$57,000	-
	Membership sales	Quantity	\$289,258	\$431,000	-
<b>2 Manage user funding at approximately 30% <sup>2</sup></b>	-	Quality	30.6%	32%	35%
<b>3 Increase Community Recreation program revenue by each year <sup>3</sup></b>	-	Quantity	\$180,378	\$216,000	-
<b>4 Offer programs that meet community need</b>	Program offering success rate <sup>4</sup>	Quality	73%	75%	78%
<b>5 Maximize participation levels in drop-in recreation programs and services <sup>5</sup></b>	Aquatics	Quantity	74,170	78,000	82,000
	Arena	Quantity	10,401	12,000	12,250
	Fitness classes	Quantity	4,449	6,500	6,800
	Weights	Quantity	26,421	45,000	47,250
	Golf	Quantity	18,800	22,000	22,500
	Community Recreation	Quantity	1,024	1,900	2,000
<b>6 Increase new program offerings and maximize revenue</b>	New program offerings <sup>6</sup>	Quality	24	17	15
	Registered programs revenue <sup>7</sup>	Quantity	\$346,524	\$472,000	\$522,000
	Admissions – single admission <sup>8</sup>	Quantity	\$226,600	\$364,000	\$400,500
	Membership revenue - general <sup>9</sup>	Quantity	\$219,796	\$350,000	\$399,250
	Membership revenue – golf <sup>10</sup>	Quantity	\$69,462	\$81,000	\$85,000

<sup>1</sup> Fitness & weight room admission revenue and revenue from all membership sales.

<sup>2</sup> User funding or tax investment (without debt).

<sup>3</sup> Total registered programs revenue (gross revenue) generated by registration in community recreation programs; data from recreation software General Ledger

<sup>4</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>5</sup> Total annual visits to drop-in programs by program area. Data from Membership Pass Scan report, Drop-in Sales report and Activity Registration Summary report.

<sup>6</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators. New program is defined as a program not offered in the prior year.

<sup>7</sup> Total revenue generated by registration in programs. Data from General Ledger.

<sup>8</sup> Revenue generated by single admission purchase, including golf. Data from General Ledger.

<sup>9</sup> Revenue recognized from SEAPARC membership pass sales (excludes golf). Data from General Ledger.

<sup>10</sup> Revenue recognized from golf membership pass sales. Data from General Ledger.

## Discussion

**Metric 1:** The weight room and fitness classes have returned to drop-in operations post-COVID and fitness class offerings have increased. This has resulted in a trend of increased admissions and membership pass sales. Membership sales increase may also be supported by population growth. These metrics will be discontinued in 2024 and replaced with Metrics 5 & 6.

**Metric 2:** The projected increase in membership sales will contribute to an increase in proportion of user funding as there is generally only a small increase in expense associated with drop-in services.

**Metric 3:** A return of the licensed preschool program in 2022 and continuing through 2023 is the main factor in the increase in community recreation revenue.

**Metric 4:** The goal is to be responsive to community needs by offering desired programs, contributing to a high success rate. Each season program coordinators evaluate the success of programs and discontinue or adjust those that have a pattern of being cancelled and try out new programs based on feedback>

**Metric 5 & 6:** This metric reflects current trends with increased admission, membership and registered program revenue, as well as increased fees as approved in the fees & charges bylaw. The trend is particularly strong with the weight room and fitness, with quickly increasing demand for these services.

## 07 Business Model

### Arts

#### PARTICIPANTS

**Arts & Culture Support Service:** Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Metchosin, Highlands, Sooke, and Southern Gulf Islands.

**The McPherson Playhouse Service:** Victoria

**The Royal Theatre Service:** Saanich, Victoria, Oak Bay

#### FUNDING SOURCES

Requisitions

#### GOVERNANCE

**Arts & Culture Support Service:** [Arts Commission](#)

**Theatres:** [Royal and McPherson Theatres Services Advisory Committee](#)

### Panorama Recreation

#### PARTICIPANTS

Sidney, Central Saanich and North Saanich

#### FUNDING SOURCES

Requisitions, grants, sponsorships, donations and non-tax revenue

#### GOVERNANCE

[Peninsula Recreation Commission](#)

### SEAPARC

#### PARTICIPANTS

Sooke and JdF EA

#### FUNDING SOURCES

Requisition (75% Sooke, Juan de Fuca Electoral Area 25%), grants, sponsorships, donations, non-tax revenue

#### GOVERNANCE

[Sooke and Electoral Area Parks and Recreation Commission](#)

**REPORT TO THE ROYAL & MCPHERSON THEATRES SERVICES ADVISORY COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 04, 2023**

---

**SUBJECT**     **2024 Budget for the Royal Theatre Service and the McPherson Playhouse Service**

**ISSUE SUMMARY**

The Royal and McPherson Theatres Services Advisory Committee (RMTSAC) oversees the operating and capital contributions provided to the Royal and McPherson Theatres Society for the Royal Theatre through service Bylaw No. 2587 and the McPherson Playhouse through service Bylaw No. 2685.

**BACKGROUND**

The bylaws governing the theatre services specify a contribution of up to \$580,000 for the Royal Theatre (supported by the participating jurisdictions Oak Bay, Saanich, and Victoria) and \$750,000 for the McPherson Playhouse (supported by the participating jurisdiction of Victoria). Historically the contribution to both theatres has been approved at the maximum amount.

The Capital Regional District (CRD) provides these contributions, along with management agreements, to the Royal and McPherson Theatres Society (RMTS), a non-profit organization of theatre management professionals established for the purpose of operating and leading building improvements for the Royal Theatre and McPherson Playhouse. Each year RMTS is required to provide audited financial statements to the CRD as part of their reporting requirements (Appendix A).

These recommendations are based on the current bylaws for these subregional services. Currently amending Bylaw No. 4560 for the Royal Theatre Service and amending Bylaw No. 4561 for the McPherson Playhouse Service have been distributed for council consent. The timeline for receiving the results of this process is unknown at this time, as it is dependent on when participating jurisdictions consider the matter at their respective councils and then notify the CRD of the results of their deliberations.

The RMTSAC reports to the Finance Committee, which does not meet before the consideration of the provisional budget on October 25. Input from RMTSAC on budget levels will flow through the Finance Committee to be considered as part for the final budget package.

**IMPLICATIONS**

*Financial Implications*

In addition to operational expenses, RMTS has also planned approximately \$1.2 million in building improvement capital expenses in 2024 for necessary repairs and upgrades. These improvements include building envelope repairs at the Royal Theatre and upgrades to the audio and lighting systems at the McPherson Playhouse (see Appendix B and C for full list of capital projects). RMTS collects a building improvement fee as part of its ticket sales and those proceeds also assist in funding capital projects.



Increasing support for these facilities is noted as a goal in the Community Needs Summary for CRD Arts and Recreation (Appendix D, page 11).

#### *Service Delivery Implications*

Notably, RMTS supported the presentation of the largest-ever production at the Royal Theatre in May 2023, the musical *Come From Away*, which sold out many shows and contributed to 39,568 total attendees in a single month (across both theatres), a record-high. This achievement demonstrates agile leadership and pent-up audience demand for high-quality presentations.

In 2024, high inflation continues to degrade the purchasing power of the fixed contribution amounts to the Royal Theatre and McPherson Playhouse. RMTS has indicated that it may need to program more commercial shows, which generate higher rental fees and shared revenue than community non-profit shows, to remain financially sustainable.

#### **CONCLUSION**

Annual funding of the Royal Theatre through Bylaw No. 2587 and for the McPherson Playhouse through Bylaw No. 2685 are part of the budget approval process. The Royal and McPherson Theatres Society has provided audited financial statements, and Five-Year capital plans for the Royal Theatre and McPherson Playhouse to provide more context and rationale for the CRD contribution levels.

#### **RECOMMENDATION**

The Royal and McPherson Theatres Services Advisory Committee recommends the Finance Committee recommend to the Capital Regional District Board:

1. That the maximum allowable contribution amount of \$580,000 be approved for the Royal Theatre Service; and
2. That the maximum allowable contribution amount of \$750,000 be approved for the McPherson Playhouse Service.

Submitted by:	Chris Gilpin, MPA, Manager, Arts & Culture Support Service
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

#### **ATTACHMENTS**

Appendix A: 2022 Financial Statements for the Royal & McPherson Theatres Society  
Appendix B: 2024 Budget for the Royal Theatre Service  
Appendix C: 2024 Budget for the McPherson Playhouse Service  
Appendix D: 2024 Community Needs Summary 2024 - Arts & Recreation

Financial Statements of

**THE ROYAL AND MCPHERSON  
THEATRES SOCIETY**

And Independent Auditor's Report thereon

Year ended December 31, 2022



KPMG LLP  
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Victoria BC V8W 3Y7  
Canada  
Telephone (250) 480-3500  
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## INDEPENDENT AUDITOR'S REPORT

*To the Members of The Royal and McPherson Theatres Society*

### Report on the Audit of Financial Statements

#### ***Opinion***

We have audited the financial statements of The Royal and McPherson Theatres Society (the Society), which comprise:

- the statement of financial position as at December 31, 2022
- the statement of operations and changes in fund balances for the year then ended
- the statement of cash flows for the year then ended
- and notes to the financial statements, including a summary of significant accounting policies

(hereinafter referred to as the "financial statements").

In our opinion, the accompanying financial statements, present fairly, in all material respects, the financial position of the Society as at December 31, 2022, and its results of operations and its cash flows for the year then ended in accordance with Canadian public sector accounting standards.

#### ***Basis for Opinion***

We conducted our audit in accordance with Canadian generally accepted auditing standards. Our responsibilities under those standards are further described in the "**Auditor's Responsibilities for the Audit of the Financial Statements**" section of our Auditor's report.

We are independent of the Society in accordance with the ethical requirements that are relevant to our audit of the financial statements in Canada and we have fulfilled our other ethical responsibilities in accordance with these requirements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.



## ***Responsibilities of Management and Those Charged with Governance for the Financial Statements***

Management is responsible for the preparation and fair presentation of the financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the Society's ability to continue as a going concern, disclosing as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the Society or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Society's financial reporting process.

## ***Auditor's Responsibilities for the Audit of the Financial Statements***

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an Auditor's report that includes our opinion.

Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists.

Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of the financial statements.

As part of an audit in accordance with Canadian generally accepted auditing standards, we exercise professional judgment and maintain professional skepticism throughout the audit.

We also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion.

The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.

- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Society's internal control.



- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Society's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our Auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify our opinion. Our conclusions are based on the audit evidence obtained up to the date of our Auditor's report. However, future events or conditions may cause the Society to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.
- Communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit

### **Report on Other Legal and Regulatory Requirements**

As required by the Societies Act (British Columbia), we report that, in our opinion, the accounting policies applied in preparing and presenting the financial statements in accordance with Canadian public sector accounting standards have been applied on a basis consistent with that of the preceding year.

A handwritten signature in black ink that reads 'KPMG LLP' with a horizontal line underneath.

Chartered Professional Accountants

Victoria, Canada  
April 14, 2023

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Statement of Financial Position

December 31, 2022, with comparative information for 2021

	2022	2021
<b>Assets</b>		
Current assets:		
Cash and cash equivalents	\$ 2,905,884	\$ 1,229,751
Accounts receivable	3,859	120,571
Due from Capital Regional District	134,301	132,086
Inventory	17,987	14,574
Prepaid expenses	100,959	77,948
	3,162,990	1,574,930
Investments (note 2)	5,617,691	4,534,879
Capital assets (note 3)	544,434	631,775
	\$ 9,325,115	\$ 6,741,584

## Liabilities and Fund Balances

Current liabilities:		
Accounts payable and accrued liabilities	\$ 317,000	\$ 359,398
Deferred revenue (note 4b)	6,700	22,735
Deferred ticket sales	4,398,889	2,159,875
	4,722,589	2,542,008
Deferred contributions (note 4a)	401,450	386,301
Fund balances:		
Unrestricted:		
McPherson Playhouse Operating Fund	-	-
Royal Theatre Operating Fund	-	-
Invested in capital assets – capital asset fund	544,434	631,775
Internally restricted (note 5):		
McPherson Playhouse Operating Reserve Fund	113,140	195,119
Royal Theatre Operating Reserve Fund	875,567	563,782
McPherson Playhouse Capital Fund	117,965	74,524
Royal Theatre Capital Fund	2,549,970	2,348,075
	4,201,076	3,813,275
	\$ 9,325,115	\$ 6,741,584

See accompanying notes to financial statements.

On behalf of the Board:



Director



Director

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Statement of Operations and Changes in Fund Balances

Year ended December 31, 2022, with comparative information for 2021

	McPherson Playhouse			Royal Theatre			Capital Asset Fund	Combined	
	Operating Fund	Reserve Fund	Capital Fund	Operating Fund	Reserve Fund	Capital Fund		Total 2022	Total 2021
Revenue (Schedule)	\$ 1,525,009	\$ -	\$ -	\$ 2,608,990	\$ -	\$ -	\$ -	\$ 4,133,999	\$ 1,668,690
Deferred contributions (note 4a)	-	-	128,591	-	-	46,260	-	174,851	68,850
Deferred revenue (note 4b)	-	-	-	-	-	16,035	-	16,035	55,265
Interest income	-	3,485	1,148	-	10,066	41,023	-	55,722	36,950
	1,525,009	3,485	129,739	2,608,990	10,066	103,318	-	4,380,607	1,829,755
Expenses (Schedule)	(1,555,619)	-	-	(2,130,855)	-	-	-	(3,686,474)	(2,160,569)
Amortization of capital assets	-	-	-	-	-	-	(112,580)	(112,580)	(112,419)
Building and equipment:									
Owner (note 4a) and externally funded (note 4b)	-	-	(128,591)	-	-	(62,295)	-	(190,886)	(124,115)
Society funded	-	-	(386)	-	-	(2,480)	-	(2,866)	(18,830)
	(1,555,619)	-	(128,977)	(2,130,855)	-	(64,775)	(112,580)	(3,992,806)	(2,415,933)
Excess (deficiency) of revenue over expenses	(30,610)	3,485	762	478,135	10,066	38,543	(112,580)	387,801	(586,178)
Fund balances, beginning of year	-	195,119	74,524	-	563,782	2,348,075	631,775	3,813,275	4,399,453
Funding capital improvements	-	-	(12,175)	-	-	(13,064)	25,239	-	-
Transfer of user fees to capital funds (note 5)	(54,854)	-	54,854	(176,416)	-	176,416	-	-	-
Transfer to (from) reserve funds (from) to operating funds (note 5)	85,464	(85,464)	-	(301,719)	301,719	-	-	-	-
Fund balances, end of year	\$ -	\$ 113,140	\$ 117,965	\$ -	\$ 875,567	\$ 2,549,970	\$ 544,434	\$ 4,201,076	\$ 3,813,275

See accompanying notes to financial statements.

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Statement of Cash Flows

Year ended December 31, 2022, with comparative information for 2021

	2022	2021
Cash provided by (used in):		
Operations:		
Excess (deficiency) of revenue over expenses	\$ 387,801	\$ (586,178)
Amortization of capital assets	112,580	112,419
Amortization of deferred contributions	(174,851)	(68,850)
Contributions received	190,000	192,000
Net change in non-cash working capital (note 6)	2,268,654	1,675,220
	2,784,184	1,324,611
Investing:		
Net change in investments	(1,082,812)	(791,877)
Purchase of capital assets	(25,239)	(110,082)
	(1,108,051)	(901,959)
Increase in cash and cash equivalents	1,676,133	422,652
Cash and cash equivalents, beginning of year	1,229,751	807,099
Cash and cash equivalents, end of year	\$ 2,905,884	\$ 1,229,751

See accompanying notes to financial statements.



# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

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The Royal and McPherson Theatres Society (the “Society”) operates and manages the McPherson Playhouse on behalf of the City of Victoria (the “owner”) and Royal Theatre on behalf of the Capital Regional District (the “owner”). The Society was incorporated under the Society Act of British Columbia on March 3, 1977 and transitioned into the new Societies Act (British Columbia) on June 28, 2017. The Society is a registered charity under the Income Tax Act and accordingly is exempt from income taxes, provided certain requirements of the Income Tax Act are met.

### 1. Significant accounting policies:

#### (a) Basis of presentation:

The financial statements have been prepared by management in accordance with Canadian Public Sector Accounting Standards including the standards for government not-for-profit organizations. The following is a summary of the significant accounting policies used in the preparation of the financial statements.

#### (b) Fund accounting:

Revenue and expenses related to operating the McPherson Playhouse are reported in the McPherson Playhouse Operating Fund. Revenue and expenses related to operating the Royal Theatre are reported in the Royal Theatre Operating Fund. The Capital Asset Fund reports the revenue and expenses on capital assets owned by the Society.

The McPherson Playhouse Capital Fund and the Royal Theatre Capital Fund report revenue and expenses related to capital expenses at the McPherson Playhouse and the Royal Theatre respectively. Building and other capital costs are not recorded as assets because the Society is the manager and not the owner of these venues. Fundraising amounts and capital expenses, relating to these facilities, are recorded as revenue and expenses in these funds.

The McPherson Playhouse Operating Reserve Fund and the Royal Theatre Operating Reserve Fund report assets held for the purpose of supporting day-to-day operations and managing risk associated with unforeseen shortfalls or disruption.

Donations are reported in the appropriate fund designated by the donor.

#### (c) Cash and cash equivalents:

Cash and cash equivalents include highly liquid investments with terms to maturity of three months or less at the date of purchase.

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

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### 1. Significant accounting policies (continued):

#### (d) Capital assets:

Purchased capital assets owned by the Society are recorded in the capital fund at cost. Contributed assets are recorded in the capital fund at estimated fair value at the date of the contribution. Amortization is provided on a straight-line basis over the assets' estimated useful lives. Pianos are amortized over 25 years, box office ticketing enterprise system and website over 10 years, furniture and equipment over 5 years and office leasehold improvements over 10 years. Building and leasehold improvements, including stage and front of house equipment, are shown as expenses within the appropriate capital fund and not capitalized, as the benefit of the asset accrues to the owner.

#### (e) Revenue recognition:

The Society follows the deferral method of accounting for contributions. Restricted contributions are deferred and recognized as revenue of the appropriate fund in the year in which the related expenses are incurred. Unrestricted contributions are recognized as revenue of the appropriate fund when received or receivable if the amount to be received can be reasonably estimated and collection is reasonably assured.

Revenue from production recoveries, box office, and theatre rentals are recognized once the event has occurred.

Restricted investment income is recognized as revenue of the appropriate fund in the year in which the related expenses are incurred. Unrestricted investment income is recognized in the appropriate operating fund when earned.

#### (f) Allocations:

Certain operations of the operating funds are conducted jointly. Revenue and expenses, which are not directly attributable to either operating fund, are allocated equally between the funds.

#### (g) Contributed services:

The Society receives certain benefits from volunteers. Due to the difficulty in determining their fair value, contributed services are not recognized in the financial statements.

#### (h) Financial instruments:

Financial instruments are recorded at fair value on initial recognition and are subsequently recorded at cost or amortized cost unless management has elected to carry the instruments at fair value. Management has not elected to record any financial instruments at fair value.

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

### 1. Significant accounting policies (continued)

#### (i) Use of estimates:

The preparation of financial statements requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and the disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenue and expenses during the period. Items requiring the use of estimates include amortization of capital assets, valuation of gift certificate liabilities and the collectability of accounts receivable. Actual results could differ from these estimates.

### 2. Investments:

Investments consist of bankers' acceptances and term deposits bearing interest at rates varying between 0.80% and 4.50% and maturity dates varying between 90 days and up to three years. It is the Society's intention to hold these assets on a long-term basis.

### 3. Capital assets:

			2022
	Cost	Accumulated amortization	Net book value
Furniture and equipment	\$ 657,495	\$ 604,859	\$ 52,636
Box office ticketing enterprise system and website	967,059	681,973	285,086
Pianos	188,568	126,700	61,868
Office leasehold improvements	241,418	96,574	144,844
	\$ 2,054,540	\$ 1,510,106	\$ 544,434

			2021
	Cost	Accumulated amortization	Net book value
Furniture and equipment	\$ 632,256	\$ 568,179	\$ 64,077
Box office ticketing enterprise system and website	967,059	637,753	329,306
Pianos	188,568	119,164	69,404
Office leasehold improvements	241,418	72,430	168,988
	\$ 2,029,301	\$ 1,397,526	\$ 631,775

The above tables only reflect those capital assets owned by the Society. Any building and other capital costs incurred by the Society are recorded as expenses in either the McPherson Playhouse Capital Fund or Royal Theatre Capital Fund in the year incurred.

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

### 4. Deferred contributions and revenue:

- (a) Deferred contributions, received from the owners and reported in the McPherson Playhouse Capital Fund and the Royal Theatre Capital Fund, pertain to restricted contributions for each building.

The changes for the year in the deferred contributions balances reported in the McPherson Playhouse Capital Fund and the Royal Theatre Capital Fund are as follows:

	McPherson Playhouse Capital Fund	Royal Theatre Capital Fund	Total
Balance, December 31, 2020	\$ 195,726	\$ 67,425	\$ 263,151
Contributions	92,000	100,000	192,000
Amounts recognized to revenue	(22,874)	(45,976)	(68,850)
Balance, December 31, 2021	264,852	121,449	386,301
Contributions	88,000	102,000	190,000
Amounts recognized to revenue	(128,591)	(46,260)	(174,851)
Balance, December 31, 2022	\$ 224,261	\$ 177,189	\$ 401,450

- (b) Deferred revenue, received externally and reported in the McPherson Playhouse Capital Fund and the Royal Theatre Capital Fund, pertain to restricted revenues for each building.

The changes for the year in the deferred revenue balances reported in the McPherson Playhouse Capital Fund and the Royal Theatre Capital Fund are as follows:

	McPherson Playhouse Capital Fund	Royal Theatre Capital Fund	Total
Balance, December 31, 2020	\$ -	\$ 44,000	\$ 44,000
Contributions	34,000	-	34,000
Amounts recognized to revenue	(34,000)	(21,265)	(55,265)
Balance, December 31, 2021	-	22,735	22,735
Contributions	-	-	-
Amounts recognized to revenue	-	(16,035)	(16,035)
Balance, December 31, 2022	\$ -	\$ 6,700	\$ 6,700

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

### 5. Internally restricted fund balances:

The Society levies a user fee for all patrons attending performances at each theatre. The Board has internally restricted these resources to be expended subject to certain restrictions. These funds are transferred from the operating funds to the corresponding capital fund. In 2022, the Society transferred user fees totaling \$54,854 (2021 - \$8,930) to the McPherson Playhouse Capital Fund and \$176,416 (2021 - \$35,872) to the Royal Theatre Capital Fund respectively.

In 2019, the Society formally established the McPherson Playhouse Operating Reserve Fund and the Royal Theatre Operating Reserve Fund. The purpose of these Funds is to hold sufficient reserves to help ensure the operational stability and resilience of the Society. The Board has internally restricted these funds to be expended subject to certain restrictions. In 2019, the Society transferred \$505,202 from the McPherson Playhouse Operating Fund and \$1,131,211 from the Royal Theatre Operating Fund to establish the Reserve Fund balances. In 2022, the Society transferred \$85,464 (2021 - \$117,010) from the McPherson Playhouse Reserve Fund to the McPherson Playhouse Operating Fund and \$301,719 from the Royal Theatre Operating Fund to the Royal Theatre Reserve Fund (2021 - \$385,975 from the Royal Theatre Reserve Fund to the Royal Theatre Operating Fund.)

### 6. Net change in non-cash working capital:

	2022	2021
Accounts receivable decrease (increase)	\$ 116,712	\$ (40,216)
Due from Capital Regional District decrease (increase)	(2,215)	(24,861)
Inventory decrease (increase)	(3,413)	(8,505)
Prepaid expenses decrease (increase)	(23,011)	(39,734)
Accounts payable and accrued liabilities increase (decrease)	(42,398)	173,124
Deferred revenue increase (decrease)	(16,035)	(21,265)
Deferred ticket sales increase (decrease)	2,239,014	1,636,677
	<u>\$ 2,268,654</u>	<u>\$ 1,675,220</u>

### 7. Financial risks and concentration of credit risk:

It is management's opinion that the Society is not exposed to significant interest, currency or credit risks.

Liquidity risk is the risk that the Society will not be able to meet its financial obligations as they become due. The Society uses budgets to monitor actual and forecasted cash flows to ensure operations are within resources available and sufficient cash is generated to sustain operations. Liquidity risk is mitigated in part by maintaining adequate working capital and sufficient fund balances. It is management's opinion that the exposure to liquidity risk has reduced from 2021.

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

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### 8. Pension plan:

The Society and its employees contribute to the Municipal Pension Plan (the Plan), a jointly trustee pension plan. The board of trustees, representing plan members and employers, is responsible for administering the Plan, including investment of the assets and administration of benefits. The Plan is a multi-employer defined pension plan. Basic pension benefits provided are based on a formula. As at December 31, 2021, the Plan has about 227,000 active members and approximately 118,000 retired members. Active members include approximately 30 contributors from the Society.

Every three years, an actuarial valuation is performed to assess the financial position of the plan and adequacy of plan funding. The actuary determines an appropriate combined employer and member contribution rate to fund the plan. The actuary's calculated contribution rate is based on the entry-age normal cost method, which produces the long-term rate of member and employer contributions sufficient to provide benefits for average future entrants to the plan. This rate may be adjusted for the amortization of any actuarial funding surplus and will be adjusted for the amortization of any unfunded actuarial liability.

The most recent actuarial valuation as at December 31, 2021 indicated a \$3,761 million funding surplus for basic pension benefits on a going concern basis. The next valuation will be as at December 31, 2024 with the results available in 2025.

Employers participating in the Plan record their pension expense as the amount of employer contributions made during the fiscal year (defined contribution pension plan accounting). This is because the Plan records accrued liabilities and accrued assets for the Plan in aggregate resulting in no consistent and reliable basis for allocating the obligation, assets and cost to the individual employers participating in the Plan.

The Society paid \$141,216 (2021 - \$106,739) for employer contributions to the Plan in fiscal 2022.

### 9. Remuneration paid to Directors, Employees and Contractors:

Under the British Columbia Societies Act, the Society is required to disclose in the annual financial statements all remuneration paid to directors and the annual remuneration paid to employees and contractors receiving greater than \$75,000.

For the fiscal year ending December 31, 2022, the Society paid total remuneration of nil (2021 - nil) to directors. The Society paid \$931,659 to 10 employees (2021 - \$379,326 to four employees) for services, each of whom received total annual remuneration of \$75,000 or greater. No contractors were paid a total annual remuneration of \$75,000 or greater in either 2022 or 2021.

# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

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### 10. Commitments:

The Society is committed to an operating lease agreement for office premises from April 2019 to March 2024, with an option to renew for a further term of five years. Future minimum lease payments until renewal are as follows:

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2023	\$ 48,166
2024	12,119

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### 11. Government COVID-19 subsidies

The Society received the following subsidies which have been included in revenue of the McPherson Playhouse and Royal Theatre Operating funds:

	2022	2021
Canada Emergency Wage Subsidy (CEWS)	\$ -	\$ 381,911
Canada Emergency Rent Subsidy (CERS)	-	43,129
Tourism and Hospitality Recovery Program (THRP) Wage Subsidy	234,612	76,184
Tourism and Hospitality Recovery Program (THRP) Rent Subsidy	13,682	4,824
	\$ 248,294	\$ 506,048

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# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Notes to Financial Statements

Year ended December 31, 2022

### 12. Statement of Operations and Fund Balances comparative information:

The comparative information for the McPherson Playhouse and Royal Theatre operating funds is presented in the Schedule of Operating Fund Revenue and Expenses. The comparative information for the other funds is as follows:

	2021 McPherson Playhouse		2021 Royal Theatre		2021
	Reserve	Capital	Reserve	Capital	Capital
	Fund	Fund	Fund	Fund	Asset
					Fund
Revenue:					
Deferred contributions (note 4a)	\$ -	\$ 22,874	\$ -	\$ 45,976	\$ -
Deferred revenue (note 4b)	-	34,000	-	21,265	-
Interest income	1,843	1,058	5,607	28,442	-
	1,843	57,932	5,607	95,683	-
Expenses:					
Amortization of capital assets	-	-	-	-	(112,419)
Building and equipment: Owner (note 4a) and externally funded (note 4b)	-	(56,874)	-	(67,241)	-
Society funded	-	(2,972)	-	(15,858)	-
	-	(59,846)	-	(83,099)	(112,419)
Excess (deficiency) of revenue over expenses	1,843	(1,914)	5,607	12,584	(112,419)
Fund balances, beginning of year	310,286	122,755	944,150	2,354,454	634,112
Funding capital improvements	-	(55,247)	-	(54,835)	110,082
Transfer of user fees to capital funds (note 5)	-	8,930	-	35,872	-
Transfer of operating funds to reserve fund (note 5)	(117,010)	-	(385,975)	-	-
Fund balances, end of year	\$ 195,119	\$ 74,524	\$ 563,782	\$ 2,348,075	\$ 631,775



# THE ROYAL AND MCPHERSON THEATRES SOCIETY

## Schedule of Operating Fund Revenue and Expenses

Year ended December 31, 2022, with comparative information for 2021

	McPherson Playhouse Operating Fund	Royal Theatre Operating Fund	Total 2022	McPherson Playhouse Operating Fund	Royal Theatre Operating Fund	Total 2021
Revenue:						
Production recoveries	\$ 274,820	\$ 832,795	\$ 1,107,615	\$ 46,770	\$ 166,381	\$ 213,151
Grants from owners	350,000	100,000	450,000	350,000	100,000	450,000
Box office charges	410,190	410,190	820,380	85,198	85,198	170,396
Rental income	109,160	501,945	611,105	23,515	90,763	114,278
User fee charges (note 5)	54,854	176,416	231,270	8,930	35,872	44,802
Concession sales	91,426	353,085	444,511	19,803	85,414	105,217
OnStage revenue	14,360	14,360	28,720	-	-	-
Interest income	23,025	23,025	46,050	2,225	2,225	4,450
Government COVID-19 subsidies (note 11)	124,147	124,147	248,294	253,024	253,024	506,048
Other	73,027	73,027	146,054	30,174	30,174	60,348
	1,525,009	2,608,990	4,133,999	819,639	849,051	1,668,690
Expenses:						
Administration:						
Salaries, contracts and benefits	464,603	464,603	929,206	353,006	353,006	706,012
Office	137,452	137,452	274,904	107,714	107,714	215,428
Professional fees	16,844	16,844	33,688	14,264	14,264	28,528
Conventions, conferences and travel	3,077	3,077	6,154	122	122	244
Administration and management fees	12,810	12,810	25,620	12,663	12,663	25,326
Bad debt expense (recovery)	-	(330)	(330)	-	-	-
Production expenses	295,495	678,120	973,615	109,547	191,101	300,648
Box office operations	279,238	279,238	558,476	170,007	170,007	340,014
Building operations	118,751	172,504	291,255	91,869	201,869	293,738
Building maintenance	140,951	166,469	307,420	74,701	106,669	181,370
Concession operations	60,172	169,738	229,910	19,102	44,849	63,951
OnStage expenses	24,860	24,860	49,720	-	-	-
Community services	1,366	5,470	6,836	-	5,310	5,310
	1,555,619	2,130,855	3,686,474	952,995	1,207,574	2,160,569
Excess of revenue over expenses	(30,610)	478,135	447,525	(133,356)	(358,523)	(491,879)
Transfer of user fees to capital funds (note 5)	(54,854)	(176,416)	(231,270)	(8,930)	(35,872)	(44,802)
Change in operating funds before transfer from operating reserve funds (note 5)	\$ (85,464)	\$ 301,719	\$ 216,255	\$ (142,286)	\$ (394,395)	\$ (536,681)

# **CAPITAL REGIONAL DISTRICT**

## **2024 BUDGET**

### **Royal Theatre**

#### **Royal and McPherson Theatres Services Advisory Committee Review**

October 2023

**Service:** 1.290 Royal Theatre

**Committee:** Finance

**DEFINITION:**

The function of purchasing, maintaining, equipping, operating and selling the Royal Theatre in Victoria to the Capital Regional District. The function is for the purpose of pleasure, recreation and community use and includes all facilities and concessions associated with the Royal Theatre and a parking lot. Local Services Establishment Bylaw No. 2587, March 25, 1998.

**SERVICE DESCRIPTION:**

This is a service to provide funding for the support of the Royal Theatre in the City of Victoria as a community centre of art and education. Ownership was transferred to the CRD in 1998. The service operates under an agreement with the Royal and McPherson Theatres Society Board who manage the theatre in return for financial support.

**PARTICIPATION:**

City of Victoria, District of Saanich, and District of Oak Bay, apportioned 50% on converted value of land and improvements and 50% on the basis of population (see bylaw for details).

**MAXIMUM LEVY:**

Capital Expenditures	\$480,000
Annual Operating Expenditures	\$100,000

Note: Grants in Lieu of Taxes paid to the Regional District will be held to the credit of the participant.

**MAXIMUM CAPITAL DEBT:**

NIL

**COMMISSION:**

Royal and McPherson Theatre Society reporting to a sub-committee of the Finance Committee.

**FUNDING:**



**CAPITAL REGIONAL DISTRICT**  
**FIVE YEAR CAPITAL EXPENDITURE PLAN SUMMARY - 2024 to 2028**

<b>Service No.</b>	<b>1.290</b>	<b>Carry</b>						
	<b>Royal Theatre</b>	<b>Forward</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>TOTAL</b>
		<b>from 2023</b>						

**EXPENDITURE**

Buildings	\$0	\$867,000	\$2,337,000	\$93,000	\$0	\$0	\$3,297,000
Equipment	\$0	\$0	\$462,000	\$44,000	\$0	\$16,500	\$522,500
Land	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Engineered Structures	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Vehicles	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<b>\$0</b>	<b>\$867,000</b>	<b>\$2,799,000</b>	<b>\$137,000</b>	<b>\$0</b>	<b>\$16,500</b>	<b>\$3,819,500</b>

**SOURCE OF FUNDS**

Capital Funds on Hand	\$0	\$0	\$112,000	\$0	\$0	\$0	\$112,000
Debenture Debt (New Debt Only)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Equipment Replacement Fund	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants (Federal, Provincial)	\$0	\$0	\$680,000	\$0	\$0	\$0	\$680,000
Donations / Third Party Funding	\$0	\$350,000	\$1,055,000	\$0	\$0	\$0	\$1,405,000
Reserve Fund	\$0	\$517,000	\$952,000	\$137,000	\$0	\$16,500	\$1,622,500
	<b>\$0</b>	<b>\$867,000</b>	<b>\$2,799,000</b>	<b>\$137,000</b>	<b>\$0</b>	<b>\$16,500</b>	<b>\$3,819,500</b>

CAPITAL REGIONAL DISTRICT

5 YEAR CAPITAL PLAN

2024 - 2028

Service #:

1.290

Service Name:

Royal Theatre

				PROJECT BUDGET & SCHEDULE									
Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total
20-03	New	Add Balcony & Pit Railings	Add railings to ensure patron safety and comfort	\$ 75,000	B	Res			\$ 75,000				\$ 75,000
21-12	Renewal	Repair Building Envelope	Repairing building envelope of the 1914 structure	\$ 2,293,000	B	Res		\$ 350,000	\$ 375,000	\$ 93,000			\$ 818,000
	Renewal	Repair Building Envelope	Repairing building envelope of the 1914 structure		B	Other		\$ 350,000	\$ 375,000				\$ 725,000
21-13	Renewal	Plan, Rebuild and Expand Orchestra Pit	Plan, Rebuild and expand orchestra Pit to allow increased physical distancing of musicians and performers	\$ 115,000	B	Cap			\$ 112,000				\$ 112,000
24-01	Replacement	Repour and refinish concrete main floor and replacement of seats and aisle light	Repour and refinish concrete main floor and replacement of seats and aisle lights	\$ 700,000	B	Other			\$ 280,000				\$ 280,000
	Replacement	Repour and refinish concrete main floor and replacement of seats and aisle light	Repour and refinish concrete main floor and replacement of seats and aisle lights.		B	Grant			\$ 280,000				\$ 280,000
	Replacement	Repour and refinish concrete main floor and replacement of seats and aisle light	Repour and refinish concrete main floor and replacement of seats and aisle lights.		B	Res			\$ 140,000				\$ 140,000
24-02	Replacement	Replace Orchestra Shel	Replace 40 year old orchestra shel	\$ 750,000	B	Other			\$ 300,000				\$ 300,000
	Replacement	Replace Orchestra Shel	Replace 40 year old orchestra shel		E	Grant			\$ 300,000				\$ 300,000
	Replacement	Replace Orchestra Shel	Replace 40 year old orchestra shel		E	Res			\$ 150,000				\$ 150,000
24-03	Defer	Emergency Repairs	Unforeseen emergency repairs	\$ 50,000	B	Res		\$ 50,000					\$ 50,000
24-04	Renewal	Wardrobe Department Upgrade	Upgrade wardrobe department	\$ 83,000	B	Res		\$ 83,000	\$ 100,000				\$ 183,000
24-05	Renewal	Restore Stage Surface	Deep restoration and refinish of stage surface	\$ 9,000	B	Res		\$ 9,000	\$ 50,000				\$ 59,000
24-06	New	Install Loading Bay Safety Lighting	Install new loading bay safety lighting	\$ 25,000	B	Res		\$ 25,000					\$ 25,000
25-01	Replacement	Replace Seats and Aisle Lights in balcony	Replace 20 year old seats in balcony	\$ 250,000	B	Other			\$ 100,000				\$ 100,000
	Replacement	Replace Seats and Aisle Lights in Balcony	Replace 20 year old seats in balcony		B	Grant			\$ 100,000				\$ 100,000
	Replacement	Replace Seats and Aisle Lights in Balcony	Replace 20 year old seats in balcony		B	Res			\$ 50,000				\$ 50,000
25-02	Replacement	Replace APs and UPS	Replace wireless access points and back up batteries	\$ 12,000	E	Res			\$ 12,000				\$ 12,000
26-01	Replacement	Replace Switches	Replace network switches	\$ 44,000	E	Res				\$ 44,000			\$ 44,000
28-01	Replacement	Replace SRST	Replace Cisco phone communications system	\$ 16,500	E	Res						\$ 16,500	\$ 16,500
													\$ -
			GRAND TOTAL	\$ 4,422,500			\$ -	\$ 867,000	\$ 2,799,000	\$ 137,000	\$ -	\$ 16,500	\$ 3,819,500

Service:

1.290

Royal Theatre

**Project Number** 20-03

**Capital Project Title** Add Balcony & Pit Railings

**Capital Project Description**

Add railings to ensure patron safety and comfort

**Project Rationale** The addition of railings will ensure patron safety and comfort while moving to and from seats in the balcony area of the theatre.

**Project Number** 21-12

**Capital Project Title** Repair Building Envelope

**Capital Project Description**

Repairing building envelope of the 1914 structure.

**Project Rationale** Flagged as immediate priority in Royal Theatre – Building Envelope Assessment Report prepared for the CRD Dec. 8, 2020 by Stantec Architecture Ltd. Repairing building envelope will ensure the 1914 structure will remain stable and will reduce energy consumption

**Project Number** 21-13

**Capital Project Title** Plan, Rebuild and Expand Orchestra Pit

**Capital Project Description**

Plan, Rebuild and expand orchestra Pit to allow increased physical distancing of musicians and performers

**Project Rationale** Plan, rebuild and expand orchestra pit to align with professional standards of performing arts organizations.

**Project Number** 24-01

**Capital Project Title** Repour and refinish concrete main floor and replacement of seats and aisle lights

**Capital Project Description**

Repour and refinish concrete main floor and replacement of seats and aisle lights

**Project Rationale** Repouring and refinishing concrete main floor for improved safety, hygiene and cleaning protocols. Replacing the seats and lights for patrons comfort and safety. New seating will improve cleaning protocols. Current seats reaching end of useful life.

Service: 1.290 Royal Theatre

Project Number 24-02 Capital Project Title Replace Orchestra Shell Capital Project Description Replace 40 year old orchestra shell

Project Rationale Replace 40 year old inappropriate orchestra shell with custom designed shell for professional symphony orchestra to provide the best quality product for patrons and clients.

Project Number 24-03 Capital Project Title Emergency Repairs Capital Project Description Unforeseen emergency repairs.

Project Rationale Capital funds to accommodate any emergency repairs to the building.

Project Number 24-04 Capital Project Title Wardrobe Department Upgrade Capital Project Description Upgrade wardrobe department

Project Rationale Upgrade wardrobe department with electrical upgrade, extensive plumbing upgrades, dropped ceiling and drywall to accommodate two more stacked washers and dryers in order to meet clients' requirements.

Project Number 24-05 Capital Project Title Restore Stage Surface Capital Project Description Deep restoration and refinish of stage surface

Project Rationale Deep restoration and refinish of stage surface to return to fixed level.



1.290 Royal Theatre  
 Asset and Reserve Summary  
 2024 - 2028 Financial Plan

Asset Profile
<p><b>Royal Theatre</b></p> <p>Assets held by the Royal Theatre service consist of land, Royal Theatre built in 1913 as well as various equipment. Royal Theatre was renovated in 2003 and 2005.</p>

Capital Reserve Fund Schedule						
Reserve Fund: 1.290 Royal Theatre Capital Reserve Fund (Bylaw No. 2855)						
Cost Centre: 101607 (PLO)						
Capital Reserve Fund	Est Actual	Budget				
Projected year end balance	2023	2024	2025	2026	2027	2028
Beginning Balance	1,235,072	737,072	602,072	25,072	259,072	630,072
Planned Capital Expenditure (Based on Capital Plan)	(927,000)	(517,000)	(952,000)	(137,000)	-	(16,500)
Transfer from Operating Budget	379,000	375,000	375,000	371,000	371,000	371,000
Interest Income**	50,000	7,000				
Total projected year end balance	737,072	602,072	25,072	259,072	630,072	984,572

\*\* Interest should be included in determining the estimated ending balance for the current year. Interest in planning years nets against inflation which is not included.

# **CAPITAL REGIONAL DISTRICT**

## **2024 BUDGET**

### **McPherson Theatre**

#### **Royal and McPherson Theatres Services Advisory Committee Review**

**Service:** 1.295 McPherson Theatre

**Committee:** Finance

**DEFINITION:**

A local service established for the purpose of purchasing, maintaining, equipping and operating the McPherson Playhouse in Victoria, British Columbia. Local Services Establishment Bylaw No. 2685, March 10, 1999.

**SERVICE DESCRIPTION:**

This is a service to provide funding for the support of the McPherson Theatre in the City of Victoria. The building is owned by the City of Victoria. The service operates under an agreement with the Royal and McPherson Theatres Society Board who manage the theatre in return for financial support. This building operation was transferred to the CRD for ease of administration with the Royal & McPherson Theatres Society and to recognize the benefits of one organization operating the two theatres (one ticket system, ability to move acts between if financially beneficial, etc.)

**PARTICIPATION:**

The City of Victoria is the only participant.

**MAXIMUM LEVY:**

The maximum amount that may be requisitioned under section 816(1) of the Municipal Act (Section 803 of the Local Government Act) for the annual cost of the local service will be:

- (a) for capital expenditures including but not limited to, the renovation, reconstruction or rebuilding of a performing arts theatre, machinery and equipment, reserve fund transfer and annual debt servicing payments. The maximum amount will be \$400,000.
- (b) for annual operating expenditures which may also include expenditures of a nature referred to in (a) above, the maximum amount will be \$350,000.

**MAXIMUM CAPITAL DEBT:**

None

**COMMISSION:**

Royal and McPherson Theatre Society reporting to a sub-committee of the Finance Committee.

**FUNDING:**

McPHERSON THEATRE			BUDGET REQUEST				FUTURE PROJECTIONS			
	2023 BOARD BUDGET	2023 ESTIMATED ACTUAL	2024 CORE BUDGET	2024 ONGOING	2024 ONE-TIME	2024 TOTAL	2025 TOTAL	2026 TOTAL	2027 TOTAL	2028 TOTAL
<u>OPERATING COSTS:</u>										
Third Party Payments	307,342	307,342	306,765	-	-	306,765	305,886	304,988	304,070	303,133
Internal Allocations	41,947	41,947	42,524	-	-	42,524	43,403	44,301	45,219	46,156
Interest Charge	300	300	300	-	-	300	300	300	300	300
<b>TOTAL OPERATING COSTS</b>	<b>349,589</b>	<b>349,589</b>	<b>349,589</b>	<b>-</b>	<b>-</b>	<b>349,589</b>	<b>349,589</b>	<b>349,589</b>	<b>349,589</b>	<b>349,589</b>
*Percentage Increase	0.00%	0.00%	0.00%			0.00%	0.00%	0.00%	0.00%	0.00%
<u>CAPITAL / RESERVE</u>										
Capital Equipment Purchases	88,000	88,000	90,000	-	-	90,000	90,000	90,000	94,000	94,000
Transfer to Reserve Fund	348,233	348,233	346,233	-	-	346,233	346,233	346,233	342,233	342,233
<b>TOTAL CAPITAL / RESERVES</b>	<b>436,233</b>	<b>436,233</b>	<b>436,233</b>	<b>-</b>	<b>-</b>	<b>436,233</b>	<b>436,233</b>	<b>436,233</b>	<b>436,233</b>	<b>436,233</b>
<b>TOTAL COSTS</b>	<b>785,822</b>	<b>785,822</b>	<b>785,822</b>	<b>-</b>	<b>-</b>	<b>785,822</b>	<b>785,822</b>	<b>785,822</b>	<b>785,822</b>	<b>785,822</b>
<u>FUNDING SOURCES (REVENUE)</u>										
Estimated balance C/F from current to Next year		-	-	-	-					
Balance C/F from Prior to Current year	-	-								
Grants In Lieu of Taxes	(35,822)	(35,822)	(35,822)	-	-	(35,822)	(35,822)	(35,822)	(35,822)	(35,822)
<b>TOTAL REVENUE</b>	<b>(35,822)</b>	<b>(35,822)</b>	<b>(35,822)</b>	<b>-</b>	<b>-</b>	<b>(35,822)</b>	<b>(35,822)</b>	<b>(35,822)</b>	<b>(35,822)</b>	<b>(35,822)</b>
<b>REQUISITION</b>	<b>(750,000)</b>	<b>(750,000)</b>	<b>(750,000)</b>	<b>-</b>	<b>-</b>	<b>(750,000)</b>	<b>(750,000)</b>	<b>(750,000)</b>	<b>(750,000)</b>	<b>(750,000)</b>
*Percentage increase over prior year requisition		0.0%	0.00%			0.00%	0.00%	0.00%	0.00%	0.00%

**CAPITAL REGIONAL DISTRICT**  
**FIVE YEAR CAPITAL EXPENDITURE PLAN SUMMARY - 2024 to 2028**

<b>Service No.</b>	<b>1.295 McPherson Theatre</b>	<b>Carry Forward from 2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>TOTAL</b>
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**EXPENDITURE**

Buildings	\$0	\$270,000	\$300,000	\$238,000	\$190,000	\$0	\$998,000
Equipment	\$0	\$57,000	\$15,000	\$55,000	\$0	\$16,500	\$143,500
Land	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Engineered Structures	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Vehicles	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<b>\$0</b>	<b>\$327,000</b>	<b>\$315,000</b>	<b>\$293,000</b>	<b>\$190,000</b>	<b>\$16,500</b>	<b>\$1,141,500</b>

**SOURCE OF FUNDS**

Capital Funds on Hand	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Debenture Debt (New Debt Only)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Equipment Replacement Fund	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants (Federal, Provincial)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Donations / Third Party Funding	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Reserve Fund	\$0	\$327,000	\$315,000	\$293,000	\$190,000	\$16,500	\$1,141,500
	<b>\$0</b>	<b>\$327,000</b>	<b>\$315,000</b>	<b>\$293,000</b>	<b>\$190,000</b>	<b>\$16,500</b>	<b>\$1,141,500</b>

CAPITAL REGIONAL DISTRICT

5 YEAR CAPITAL PLAN

2024 - 2028

Service #:

1.295

Service Name:

McPherson Theatre

				PROJECT BUDGET & SCHEDULE									
Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total
21-13	Renewal	Repair Building Envelope and Restore Façade	Repair building envelope and restore façade	\$ 1,163,000	B	Res		\$ 110,000	\$ 300,000	\$ 238,000	\$ 190,000		\$ 838,000
22-06	Renewal	Recoating of Fibreglass Façade	Recoating of fibreglass façade	\$ 26,000	B	Res		\$ 26,000					\$ 26,000
22-07	Renewal	Repair Stand-alone canopy	Repair stand-alone canopy	\$ 5,000	B	Res		\$ -					\$ -
24-01	Defer	Emergency Repairs	For Unforeseen Emergency Repair	\$ 50,000	B	Res		\$ 50,000					\$ 50,000
24-02	Replacement	Replace Architectural Detail Lightin	Replace tungsten and quartz architectural lights with LED technolog	\$ 20,000	B	Res		\$ 20,000					\$ 20,000
24-03	New	Install Loading Bay Safety Lightin	Intall new loading bay safety lightin	\$ 24,000	B	Res		\$ 24,000					\$ 24,000
24-04	New	Wireless Microphone Expansion Projec	Expand wireless microphone inventor	\$ 57,000	E	Res		\$ 57,000					\$ 57,000
24-05	Replacement	Remove Concrete Canopies	Remove concrete canopies	\$ 40,000	B	Res		\$ 40,000					\$ 40,000
25-01	Replacement	Replace APs and UPS	Replace wireless access points and back up batterie	\$ 15,000	E	Res			\$ 15,000				\$ 15,000
26-01	Replacement	Replace Switches	Replace network switches	\$ 55,000	E	Res				\$ 55,000			\$ 55,000
28-01	Replacement	Replace SRST	Replace Cisco phone communications system	\$ 16,500	E	Res						\$ 16,500	\$ 16,500
			GRAND TOTAL	\$ 1,471,500			\$ -	\$ 327,000	\$ 315,000	\$ 293,000	\$ 190,000	\$ 16,500	\$ 1,141,500

Service:

1.295

McPherson Theatre

**Project Number** 21-13

**Capital Project Title** Repair Building Envelope and Restore Façade

**Capital Project Description** Repair building envelope and restore façade

**Project Rationale** Flagged as immediate priority in McPherson Playhouse – Building Envelope Assessment Report prepared for the CRD Dec. 8, 2020 by Stantec Architecture Ltd. Repairing building envelope will ensure the 1913 structure will remain stable and will reduce energy consumption. Restoring the 1913 façade will include point work on the bricks, gutter replacement and refinishing the fiberglass stonework around the historic wooden doors.

**Project Number** 22-06

**Capital Project Title** Recoating of Fibreglass Façade

**Capital Project Description** Recoating of fibreglass façade

**Project Rationale** Flagged as immediate priority in McPherson Playhouse – Building Envelope Assessment Report prepared for the CRD Dec. 8, 2020 by Stantec Architecture Ltd. Recoating the fibreglass façade will reduce shredding and breaking down.

**Project Number** 22-07

**Capital Project Title** Repair Stand-alone canopies

**Capital Project Description** Repair stand-alone canopies

**Project Rationale** As indicated in the 2022 McPherson Playhouse Detailed Seismic Assessment by Stantec Consulting Ltd., develop plan to remove concrete roof slabs and replace with a lightweight steel structure which will reduce seismic weight of the canopies by 80%.

**Project Number** 24-01

**Capital Project Title** Emergency Repairs

**Capital Project Description** For Unforeseen Emergency Repairs

**Project Rationale** Capital funds to accommodate any emergency repairs to the building.

Service:

1.295

McPherson Theatre

**Project Number** 24-02

**Capital Project Title** Replace Architectural Detail Lighting

**Capital Project Description** Replace tungsten and quartz architectural lights with LED technology

**Project Rationale** Replace tungsten and quartz architectural lights with LED fixtures for reduced heat load, reduced electrical consumption and brighter, higher quality of light for patron comfort and safety in the audience chamber

**Project Number** 24-03

**Capital Project Title** Install Loading Bay Safety Lighting

**Capital Project Description** Install new loading bay safety lighting

**Project Rationale** Install new safety lighting for loading and unloading to the McPherson stage. The City of Victoria bike lane install has altered the location that the majority of the stage crew work when loading trucks and there is no safety lighting in this area.

**Project Number** 24-04

**Capital Project Title** Wireless Microphone Expansion Project

**Capital Project Description** Expand wireless microphone inventory

**Project Rationale** Expanding the inventory of wireless microphones to meet the service level requirements of clients.

**Project Number** 24-05

**Capital Project Title** Remove Concrete Canopies

**Capital Project Description** Remove concrete canopies

**Project Rationale** As indicated in the 2022 McPherson Playhouse Detailed Seismic Assessment by Stantec Consulting Ltd., the current concrete canopies are deficient under current seismic loads and will become a safety risk. In preparation of replacing with a lightweight steel structure, the concrete roof slabs must be removed.



Service: 1.295 McPherson Theatre

Project Number 25-01

Capital Project Title Replace APs and UPS

Capital Project Description Replace wireless access points and back up batteries

Project Rationale Replace APs and UPS to update the network infrastructure as required by CRD Information Technology replacement plan.

Project Number 26-01

Capital Project Title Replace Switches

Capital Project Description Replace network switches

Project Rationale Replace switches in the network infrastructure as required by CRD Information Technology replacement plan.

Project Number 28-01

Capital Project Title Replace SRST

Capital Project Description Replace Cisco phone communications system

Project Rationale Replace Cisco phone communications as required by CRD Information Technology replacement plan.

1.295 McPherson Theatre  
 Asset and Reserve Summary  
 2024 - 2028 Financial Plan

Asset Profile
McPherson Theatre
Assets held by the McPherson Theatre service consist of new upgrades to McPherson Theatre built in 1914 as well as various equipment.

Capital Reserve Fund Schedule
Reserve Fund: 1.295 McPherson Playhouse Capital Reserve Fund (Bylaw No. 3270)
Cost Centre: 101899 (PLO)
Capital Reserve Fund
Projected year end balance
Beginning Balance
Planned Capital Expenditure (Based on Capital Plan)
Transfer from Operating Budget
Interest Income*
Total projected year end balance

Est Actual	Budget				
2022	2023	2024	2025	2026	2027
2,390,503	2,220,736	2,341,969	2,373,202	2,426,435	2,582,668
(618,000)	(327,000)	(315,000)	(293,000)	(190,000)	(16,500)
348,233	348,233	346,233	346,233	346,233	342,233
100,000	100,000				
2,220,736	2,341,969	2,373,202	2,426,435	2,582,668	2,908,401

\* Interest should be included in determining the estimated ending balance for the current year. Interest in planning years nets against inflation which is not included.

10

## Arts & Recreation



Residents have access to appropriate and affordable arts and recreation opportunities that enhance quality of life

### 01 Strategy

#### STRATEGIES & PLANS

- › [Panorama Recreation Strategic Plan](#) › [CRD Arts & Culture Support Service Strategic Plan](#)
- › [SEAPARC Strategic Plan](#)

#### CORPORATE PLAN GOALS

- 10a Support, promote & celebrate the arts
- 10b Sustain & enhance arts throughout the region
- 10c Affordable recreation opportunities that improve livability

### 02 Contacts

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Melanie Alsdorf, SEAPARC	@ <a href="#">email</a>	T. 250.642.8009

### 03 Operating Context

#### ACHIEVEMENTS IN 2023

1. CRD Arts and Culture hosted the Arts Champions Summit on May 17, 2023 at the Baumann Centre, which gathered over 100 arts leaders and supporters to celebrate sector innovations, spark new collaborations, and collect sector feedback on community needs and opportunities.
2. After an extensive public engagement process, the CRD Arts Commission approved a new strategic plan for the Arts & Culture Support Service with a refreshed Mission and Vision for 2024-27.
3. Panorama Recreation received the BC Recreation and Parks Association's Facility Excellence Award for facilities under \$3 million, for the Jumpstart Multi Sport Court.
4. SEAPARC completed a 20-year capital plan to support asset management.

#### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

##### Arts

- Sustaining and increasing investment in the arts is strongly tied to local and global economic trends that affect municipalities' ability and desire to provide support.
- Many arts and cultural organizations have also demonstrated tremendous resilience, adaptability, and innovation throughout the pandemic with 84.3% of surveyed Operating and Project Grant recipients developing alternative programming, relying heavily on digital formats such as live-streaming and virtual gatherings.
- Statistics Canada reports that, on a provincial level, arts and culture work is a fast-growing economic sector. From 2010-21, the number of culture jobs in British Columbia increased by 28% and the culture sector GDP per capita increased by 7%, both are the fastest increases in Canada in those respective measures (adjusted for population growth and inflation).

##### Panorama Recreation

- COVID-19 impact on services has diminished. Registered programs have returned to pre-pandemic levels, and drop-in programs are at 91% of pre-pandemic levels as of June 2023.
- A competitive job market throughout the region continues to challenge operations and may impact service delivery.
- The Panorama Strategic Plan 2022-2026 sets the direction for the future of our services by prioritizing several infrastructure investments that will result in increased capacity and require staffing adjustments.
- Planning is underway for the construction of a covered multi-sport box in Central Saanich. This new facility will provide year-round space for lacrosse, pickleball, roller hockey, and recreation programming. Construction is expected to be complete in Winter 2025.
- Management and operations planning has begun for Panorama Recreation to assume the operation of recreation facilities for partnering areas. This may include tennis courts, pickleball courts, sports fields and programming spaces for North Saanich, Central Saanich and Sidney.
- Design work and cost analysis has begun for enhancements to arena dressing rooms and adjacent support spaces to modernize them, with a focus on equity and functionality.

### Sooke and Electoral Area Parks and Recreation (SEAPARC)

- The SEAPARC aquatic and arena facilities are aging. Financial impacts of new infrastructure to support a growing community and plans for renewal/replacement need to be balanced in the capital plan to ensure service continuity. A long-term asset management plan has been completed to inform financial planning. Climate goal considerations for recreational facilities will also have financial implications on the capital plan.
- A competitive job market throughout the region continues to challenge operations.
- Projected population growth within the District of Sooke and Juan de Fuca (JdF) Electoral Area will increase demand for recreational programs and services.
- SEAPARC will undertake a new strategic plan in 2024 to provide direction for 2025-2035.
- SEAPARC is participating in a regional initiative, under the umbrella of The Village Initiative, to improve access to local programs and opportunities for youth to assist in the prevention of crime and vandalism, while strengthening regional service coordination.

### OPERATIONAL STATISTICS

#### Arts

1. In 2022, the CRD Arts and Culture delivered **six granting intakes for five different granting programs**: Operating Grants, Projects Grants (two intakes), IDEA Grants, Equity Grants, and Incubator Grants.
2. In 2022, the six granting intakes received a combined total of **119 applications**, which are reviewed by staff and adjudicated through assessment teams of the Arts Advisory Council.
3. In 2022, a record-high **95 of these applicants received funding** through these grant programs.
4. In terms of outreach capacity, in 2022, the CRD Arts and Culture e-newsletter grew to over **800 subscribers** who receive information about launches of grant programs, information sessions, and other notifications about opportunities in the arts sector in the capital region.
5. Performance, in terms of outcomes, is measured against social and economic indicators as outlined in Section 6.

### 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

#### Arts

##### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.297 Arts Grants and Development
- › 1.290 Royal Theatre
- › 1.295 McPherson Theatre

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#### 1. ARTS & CULTURE SUPPORT SERVICE

##### Description

Supports, champions and develops arts and cultural activities for the benefit of the community through funding programs and outreach activities.

##### What you can expect from us

- ▶ Deliver five granting programs: Operating Grants, Project Grants, IDEA (Innovate, Develop, Experiment, Access) Grants, Equity Grants, and Incubator Grants.
- ▶ Provide support to organizations on not-for-profit structure, governance, and capacity development in general and as it relates to Arts Service programs.
- ▶ Provide support to Arts Commission by maintaining accountable processes for allocation of program budgets.
- ▶ Respond to inquiries on funding (CRD and other sources) within three business days.
- ▶ Collect data about trends and impact of arts and culture for internal use and for dissemination to arts communities.
- ▶ Manage publically available online database of regional public art.
- ▶ Connect and facilitate dialogue within the regional arts community and with CRD through biennial summit, social media presence, e-newsletter, and funding application workshops.

##### Staffing Complement

Arts & Culture Support Service: **2.8 FTE (includes 0.8 FTE Manager and 1 FTE Administrative Support)**

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<sup>1</sup> Service budget(s) listed may fund other services

### 2. THE MCPHERSON PLAYHOUSE SERVICE

#### Description

Contribution agreement for the municipal support of the theatre.

#### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the McPherson Playhouse Theatre

#### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

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### 3. THE ROYAL THEATRE SERVICE

#### Description

Contribution agreement for the municipal support of the theatre.

#### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the Royal Theatre.

#### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

### Panorama Recreation

#### SERVICE BUDGET REFERENCES<sup>2</sup>

- › 1.44X Panorama Recreation Centre

### 3. PENINSULA RECREATION

#### Description

Provides recreational programming and maintains recreational facilities in North Saanich. Peninsula Recreation also operates satellite locations, including Greenglade Community Centre, Central Saanich Cultural Centre and North Saanich Middle School. Greenglade Community Centre has become a valuable asset for the delivery of recreation programs and services.

#### What you can expect from us

For Panorama Recreation Centre, administration of the delivery of programs and services for:

- ▶ Two arenas
- ▶ An indoor swimming pool and indoor leisure pool with the tallest, wheelchair-accessible waterslide in the region
- ▶ Four indoor tennis courts, two outdoor tennis courts and squash and racquetball courts
- ▶ Weight room and fitness studio
- ▶ Three small multi-purpose rooms
- ▶ A 13,200 square foot outdoor Jumpstart Multi Sport Court

For Greenglade Community Centre, amenities include:

- ▶ Gymnasium
- ▶ Activity rooms for program use
- ▶ Pottery studio
- ▶ Weight and fitness room, mind and body studio and dance studio
- ▶ Teen lounge and sports fields
- ▶ Licensed childcare
- ▶ Community Garden

For North Saanich Middle School, operating agreement with Saanich School District 63 for the use of facility spaces outside of school hours to deliver programs and services:

- ▶ Gymnasium
- ▶ Multipurpose room
- ▶ Multipurpose dance/fitness studio
- ▶ Foods and textiles room

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<sup>2</sup> Service budget(s) listed may fund other services



For Central Saanich Cultural Centre, operating agreement with Central Saanich for the use of:

- ▶ Two activity rooms for program use

### Staffing Complement

Panorama Recreation: **36.85 FTE (includes Manager and Administrative Support)**

## SEAPARC

### SERVICE BUDGET REFERENCES<sup>3</sup>

- › 1.40X SEAPARC – Facilities & Recreation

## 4. SEAPARC

### Description

Provides recreational programming and maintains recreational facilities with a focus on the citizens of the District of Sooke and the JdF Electoral Area.

### What you can expect from us

Administration of:

- ▶ Ice arena/dry floor
- ▶ Aquatic center
- ▶ Community recreation programs
- ▶ Facility and grounds maintenance
- ▶ Program, multi-purpose and boardroom spaces
- ▶ Slo-pitch field and baseball diamond
- ▶ Bike park
- ▶ Skateboard park
- ▶ Joint Use Agreement with School District 62
- ▶ Community Events
- ▶ Multi-use trail
- ▶ DeMamiel Creek golf course
- ▶ Fitness studio and programs
- ▶ Weight Room
- ▶ Outdoor sport box

### Staffing Complement

SEAPARC: **19.1 FTE (includes Manager and Administrative Support)**

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<sup>3</sup> Service budget(s) listed may fund other services

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
10a-1 Develop and implement a revised Arts & Culture Support Service Strategic Plan	2023-2026	-	-
10b-1 Scale up regional participation in the CRD Arts & Culture Support Service	2026	-	-
10b-2 Scale up regional support for performing art facilities within the region	2026	-	-
10c-1 Consider service expansions to address gaps and opportunities, as they emerge	Ongoing	-	-
▶ <b>NEW IBC 10c-1.1</b> Peninsula Recreation – Management and Operations Planning	2024-ongoing	\$27K requisition	Auxiliary
▶ <b>NEW IBC 10c-1.2</b> Peninsula Recreation – Facility Maintenance Supervisor	2024-ongoing	\$30K fee-for-service	0.9 New Ongoing
10c-2 Regularly monitor and review services to determine appropriate types of recreational programming and recovery rates to meet Community Needs	Ongoing		
▶ <b>FUTURE IBC 10c-2.1</b> SEAPARC – Maintain Reception Staffing	Planned for 2025	\$ - cost offset	0.5 Auxiliary Converted
▶ <b>NEW IBC 10c-2.2</b> SEAPARC – Manager of Operations	2024-ongoing	\$157K fee-for-service	1 New Ongoing
10c-3 Develop and implement a long-term strategic plan for SEAPARC	2024	\$50K Fee-for-service	-
10c-4 Undertake a review of youth-focused programming at SEAPARC	2023-2025	-	-

## 06 Performance

### GOAL 10A: SUPPORT, CHAMPION & DEVELOP THE ARTS

#### Targets & Benchmarks

Through funding programs and other activities, the Arts & Culture Support Service amplifies the contribution that arts organizations make to economic sustainability, community vitality and quality of life across the region and their role in providing a wide range of activities for citizens and visitors.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
<b>Social Contributions</b>						
1	Total number of CRD-funded events <sup>1</sup>	Quantity	11,000	12,000	12,500	↗
2	Total attendees at CRD-funded arts events <sup>2</sup>	Quantity	3,000,000	3,300,000	3,500,000	↗
3	Total number of grants distributed <sup>3</sup>	Quantity	95	93	100	↗
4	First-time grant recipients <sup>4</sup>	Quantity	15	13	16	↗

<sup>1-4</sup> Data from 2021 Arts & Culture Progress Report

#### Economic Contributions

5	Total funding invested (via CRD grants) in grant recipients <sup>5</sup>	Quantity	\$2,601,270	\$2,684,670	\$2,778,000	↗
6	Total culture GDP (\$M) generated in CRD <sup>6</sup>	Quantity	\$800.0	\$820.0	\$840.0	↗
7	Total culture jobs generated in CRD <sup>7</sup>	Quantity	10,000	10,500	11,000	↗

<sup>5</sup> Data from 2021 Arts & Culture Progress Report

<sup>6-7</sup> Data from Statistics Canada based on forecasts from Cultural Satellite Account

#### Discussion

##### Social Contributions

1. The number of events and workshops rose sharply in 2022, due to the restarting of in-person events in 2022 after COVID-19 restrictions were lifted in late 2021.
2. 2022 saw pent-up demand for in-person attendance increasing as soon as event and gathering restrictions were loosened.

3. In 2022, the number of grants distributed was similar to the previous year, which was an all-time high.
4. CRD Arts and Culture conducts promotion of its programs and targeted outreach to eligible organizations, all in an effort to enlarge the pool of grant applicants. Funding more first-time applicants is an effective method of diversifying the variety of arts projects activated and audiences engaged.

### Economic Contributions

5. Total arts grant funding has remained consistent throughout the pandemic and continues to have modest increases in 2023.
6. The most recent GDP data from Statistics Canada is from 2020, which shows the pandemic pullback in activity. With the restart of arts activities in 2021 and 2022, it is expected that GDP will rebound to prior levels at minimum.
7. The most recent jobs data from Statistics Canada is from 2020, which shows the impact of the COVID-19 pullback in economic activity. The long-term trend, however, has been a continued increase in culture jobs.

## GOAL 10B: SUSTAIN & ENHANCE ARTS THROUGHOUT THE REGION

### Targets & Benchmarks

1. To scale up participation in the Arts and Culture Support Service will require new jurisdictions to join this service.
2. To scale up support for performing arts facilities would require more funding, which could be pursued through multiple methods, including through existing services.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Increase the number of participants in the Arts and Culture Support Service <sup>1</sup>	Quantity	9	9	10	↗
2	Increase the support available for performing arts facilities (\$M)	Quantity	\$1.33	\$1.33	\$1.38	↗

<sup>1</sup> Currently there are nine participating jurisdictions in this service.

### Discussion

1. The ability to add participants to this service is dependent on external factors, namely the interest level of willingness of non-participating jurisdictions to join the service through the council consent process.
2. The ability to increase support to the Royal Theatre and McPherson Playhouse is also dependent on external factors, namely that current participants support amending bylaws to remove the current fixed maximum contribution amount.

## GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – PANORAMA RECREATION

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
1 Offer programs that meet community need	Program success rate <sup>1</sup>	Quality	85%	88%	85%
	Program participation rate <sup>2</sup>	Quantity	83%	86%	85%
2 Maximize participation levels in drop-in recreation programs and services <sup>3</sup>	Aquatics	Quantity	121,474	170,487	194,869
	Arena during ice season	Quantity	8,577	11,931	13,392
	Fitness classes	Quantity	21,039	29,574	33,147
	Weights	Quantity	98,762	148,557	187,206
	Sports	Quantity	2,084	6,252	8,025
	Community Recreation	Quantity	4,239	4,271	4,280
3 Increase new program offerings and maximize revenue <sup>4</sup>	New program offerings <sup>5</sup>	Quality	45	30	35
	Registered programs revenue <sup>6</sup>	Quantity	\$1,833,424	\$1,988,967	\$1,910,850
	Admissions – single admission <sup>7</sup>	Quantity	\$352,050	\$417,288	\$346,812
	Admissions – punch pass <sup>8</sup>	Quantity	\$724,918	\$943,318	\$1,172,045

<sup>1</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>2</sup> Average participation rate of courses, as a percentage of maximum course capacity reached, on average across all programs. Calculated by number of participants registered divided by the maximum capacity of the program. Data from recreation software Activity Registration Summary.

<sup>3</sup> Total annual visitors to drop-in reservable programs given capacity and staffing limitations; data from recreation software Daily Attendance Report – Date Range.

<sup>4</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators.

<sup>5</sup> New program is defined as a program not offered in the prior year.

<sup>6</sup> Revenue generated by registration in programs.

<sup>7</sup> Revenue generated by single admission purchase.

<sup>8</sup> Revenue generated by punch pass and timed pass purchases.

### Discussion

**Metric 1:** Course participation has been added as an additional benchmark for Metric 1. Course participation reflects how full courses are on average, based on the number of participants registered relative to the total spaces available.

A target participation rate of 85% represents service delivery, which balances diversity of programming, alignment with community need, and financial sustainability.

**Metric 2:** Attendance continues to recover to pre-pandemic levels. June 2023 attendance is at 91% of June 2019, up from 77% in 2022.

**Metric 3:** The Lifesaving Society Swim for Life program was adopted in 2022 to replace the Canadian Red Cross program, which was phased out across Canada in 2022. The implementation of this program in 2022 led to a higher number of new programs than anticipated.

Licensed childcare program revenue is reduced from 2022 and 2023 as a result of increased funding from Child Care Operating Fund (CCOF) for Fee Reduction Initiative which directly reduces the fees paid by the public. The decrease in program revenue is reflected in a comparable increase in grant funding revenue. Projected CCOF funding for 2024 is \$229,270.

## GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – SEAPARC

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1 Deliver fitness programs and service that meet community need and recover operation investment <sup>1</sup></b>	Fitness/Weights admissions	Quantity	\$22,838	\$57,000	-
	Membership sales	Quantity	\$289,258	\$431,000	-
<b>2 Manage user funding at approximately 30% <sup>2</sup></b>	-	Quality	30.6%	32%	35%
<b>3 Increase Community Recreation program revenue by each year <sup>3</sup></b>	-	Quantity	\$180,378	\$216,000	-
<b>4 Offer programs that meet community need</b>	Program offering success rate <sup>4</sup>	Quality	73%	75%	78%
<b>5 Maximize participation levels in drop-in recreation programs and services <sup>5</sup></b>	Aquatics	Quantity	74,170	78,000	82,000
	Arena	Quantity	10,401	12,000	12,250
	Fitness classes	Quantity	4,449	6,500	6,800
	Weights	Quantity	26,421	45,000	47,250
	Golf	Quantity	18,800	22,000	22,500
	Community Recreation	Quantity	1,024	1,900	2,000
<b>6 Increase new program offerings and maximize revenue</b>	New program offerings <sup>6</sup>	Quality	24	17	15
	Registered programs revenue <sup>7</sup>	Quantity	\$346,524	\$472,000	\$522,000
	Admissions – single admission <sup>8</sup>	Quantity	\$226,600	\$364,000	\$400,500
	Membership revenue - general <sup>9</sup>	Quantity	\$219,796	\$350,000	\$399,250
	Membership revenue – golf <sup>10</sup>	Quantity	\$69,462	\$81,000	\$85,000



<sup>1</sup> Fitness & weight room admission revenue and revenue from all membership sales.

<sup>2</sup> User funding or tax investment (without debt).

<sup>3</sup> Total registered programs revenue (gross revenue) generated by registration in community recreation programs; data from recreation software General Ledger

<sup>4</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>5</sup> Total annual visits to drop-in programs by program area. Data from Membership Pass Scan report, Drop-in Sales report and Activity Registration Summary report.

<sup>6</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators. New program is defined as a program not offered in the prior year.

<sup>7</sup> Total revenue generated by registration in programs. Data from General Ledger.

<sup>8</sup> Revenue generated by single admission purchase, including golf. Data from General Ledger.

<sup>9</sup> Revenue recognized from SEAPARC membership pass sales (excludes golf). Data from General Ledger.

<sup>10</sup> Revenue recognized from golf membership pass sales. Data from General Ledger.

### Discussion

**Metric 1:** The weight room and fitness classes have returned to drop-in operations post-COVID and fitness class offerings have increased. This has resulted in a trend of increased admissions and membership pass sales. Membership sales increase may also be supported by population growth. These metrics will be discontinued in 2024 and replaced with Metrics 5 & 6.

**Metric 2:** The projected increase in membership sales will contribute to an increase in proportion of user funding as there is generally only a small increase in expense associated with drop-in services.

**Metric 3:** A return of the licensed preschool program in 2022 and continuing through 2023 is the main factor in the increase in community recreation revenue.

**Metric 4:** The goal is to be responsive to community needs by offering desired programs, contributing to a high success rate. Each season program coordinators evaluate the success of programs and discontinue or adjust those that have a pattern of being cancelled and try out new programs based on feedback>

**Metric 5 & 6:** This metric reflects current trends with increased admission, membership and registered program revenue, as well as increased fees as approved in the fees & charges bylaw. The trend is particularly strong with the weight room and fitness, with quickly increasing demand for these services.

## 07 Business Model

### Arts

#### PARTICIPANTS

Arts & Culture Support Service: Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Metchosin, Highlands, Sooke, and Southern Gulf Islands.

The McPherson Playhouse Service: Victoria

The Royal Theatre Service: Saanich, Victoria, Oak Bay

#### FUNDING SOURCES

Requisitions

#### GOVERNANCE

Arts & Culture Support Service: [Arts Commission](#)

Theatres: [Royal and McPherson Theatres Services Advisory Committee](#)

### Panorama Recreation

#### PARTICIPANTS

Sidney, Central Saanich and North Saanich

#### FUNDING SOURCES

Requisitions, grants, sponsorships, donations and non-tax revenue

#### GOVERNANCE

[Peninsula Recreation Commission](#)

### SEAPARC

#### PARTICIPANTS

Sooke and JdF EA

#### FUNDING SOURCES

Requisition (75% Sooke, Juan de Fuca Electoral Area 25%), grants, sponsorships, donations, non-tax revenue

#### GOVERNANCE

[Sooke and Electoral Area Parks and Recreation Commission](#)

## REPORT TO THE SOOKE & ELECTORAL AREA PARKS AND RECREATION COMMISSION MEETING OF TUESDAY, OCTOBER 03, 2023

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**SUBJECT**     Service Planning 2024 – Arts & Recreation Community Need Summary

### **ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Arts & Recreation Community Need.

### **BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan, which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing, and service levels required to advance the work in future years.

The Arts & Recreation Community Need Summary is attached as Appendix A. The desired outcome is that residents have access to appropriate and affordable arts and recreation opportunities that enhance quality of life.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

### **ALTERNATIVES**

#### *Alternative 1*

The Sooke & Electoral Area Parks and Recreation Commission recommend the Committee of the Whole recommends to the Capital Regional District Board:

That Appendix A, Community Need Summary – Arts & Recreation, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

*Alternative 2*

The Sooke & Electoral Area Parks and Recreation Commission recommend the Committee of the Whole recommends to the Capital Regional District Board:

That Appendix A, Community Need Summary – Arts & Recreation, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

**IMPLICATIONS**

*Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all initiative business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

*Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

*Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations, and performance. Additional information has been provided below about the proposed changes for 2024/2025.

*1. Proposed changes for 2024*

Staff are proposing to advance one new initiative for the Arts & Recreation Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. Advancing a Board or Corporate Plan Priority; and
2. Adjustments to core service levels to maintain safety.

**Table 1. Arts & Recreation Community Need Initiatives (2024)**

Initiative	Implementation Year(s)	Staff Impacts (2024)	Incremental Cost (2024)	Funding Source
10c-2.2 SEAPARC – Manager of Operations	2024-Ongoing	1 New Ongoing	\$157,000	Fee-For-Service

The information in Table 1 reflects the initiative business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### 10c-2.2 SEAPARC – Manager of Operations

The SEAPARC Leisure Complex is experiencing record attendance and membership/pass sales as the community continues to grow. Increased facility use means an enhanced reliance on preventative maintenance and accurate planning of lifecycle of equipment as use increases to ensure continuity of service delivery to patrons. The expanded operation with a variety of diverse facilities requires leadership and overarching planning and oversight beyond the current supervisor role.

SEAPARC has added several low or no cost recreational opportunities over the past seven years, including a bike park, golf course and sport box. As the community is projected to continue to grow, it is expected that more recreational facilities will be required to meet demand for a healthy and livable community. Current and future facilities need to be managed, both with preventative maintenance and long-term planning for servicing, repairs, and replacement. The increased regulatory requirements also require management oversight for the health and safety of staff and public at these facilities.

Initiative 10c-2.2 seeks to create a new regular ongoing Manager of Operations position for SEAPARC responsible for lifecycle and asset management planning, health & safety and regulatory oversight, and project management, among other responsibilities.

### 2. Planned Changes in 2025

There is one initiative planned for 2025, shown in Table 2. The CRD Board will consider approval next year.

**Table 2. Forecast of Future Initiatives: Arts & Recreation Community Need**

Initiative	Implementation Year(s)	Staff Impacts (2025)	Incremental Cost (2025)	Funding Source
10c-2.1 SEAPARC – Maintain Reception Staffing	2025-Ongoing	0.5 Auxiliary Converted	\$0	Cost Offset

The information in Table 2 also reflects the business case costs.

### **10c-2.1 SEAPARC – Maintain Reception Staffing**

In a challenging labour market, it is valuable to have a balance of regular and auxiliary staff for the reception services at SEAPARC. Regular staff provide consistency and ability to schedule based on operational need. Auxiliary staff complement these shifts and provide relief in the event of staff illness, vacation, etc.

An existing reception staff position was converted to regular part-time status in 2013. Should the position become vacant, however, it would revert to auxiliary. This would negatively impact operations as the demand for services continues to grow and reception hours continue to increase to support program offerings.

Initiative 10c-2.1 will propose to maintain current staffing levels and associated levels of service, by formally converting this part-time (0.5 FTE) auxiliary reception staffing role to an ongoing regular position in the SEAPARC Division.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Sooke & Electoral Area Parks and Recreation Commission recommend the Committee of the Whole recommends to the Capital Regional District Board:

That Appendix A, Community Need Summary – Arts & Recreation, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Melanie Alsdorf, Manager, SEAPARC
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Arts & Recreation

10

## Arts & Recreation



Residents have access to appropriate and affordable arts and recreation opportunities that enhance quality of life

### 01 Strategy

#### STRATEGIES & PLANS

- › [Panorama Recreation Strategic Plan](#) › [CRD Arts & Culture Support Service Strategic Plan](#)
- › [SEAPARC Strategic Plan](#)

#### CORPORATE PLAN GOALS

- 10a Support, promote & celebrate the arts
- 10b Sustain & enhance arts throughout the region
- 10c Affordable recreation opportunities that improve livability

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. CRD Arts and Culture hosted the Arts Champions Summit on May 17, 2023 at the Baumann Centre, which gathered over 100 arts leaders and supporters to celebrate sector innovations, spark new collaborations, and collect sector feedback on community needs and opportunities.
2. After an extensive public engagement process, the CRD Arts Commission approved a new strategic plan for the Arts & Culture Support Service with a refreshed Mission and Vision for 2024-27.
3. Panorama Recreation received the BC Recreation and Parks Association's Facility Excellence Award for facilities under \$3 million, for the Jumpstart Multi Sport Court.
4. SEAPARC completed a 20-year capital plan to support asset management.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

#### Arts

- Sustaining and increasing investment in the arts is strongly tied to local and global economic trends that affect municipalities' ability and desire to provide support.
- Many arts and cultural organizations have also demonstrated tremendous resilience, adaptability, and innovation throughout the pandemic with 84.3% of surveyed Operating and Project Grant recipients developing alternative programming, relying heavily on digital formats such as live-streaming and virtual gatherings.
- Statistics Canada reports that, on a provincial level, arts and culture work is a fast-growing economic sector. From 2010-21, the number of culture jobs in British Columbia increased by 28% and the culture sector GDP per capita increased by 7%, both are the fastest increases in Canada in those respective measures (adjusted for population growth and inflation).

#### Panorama Recreation

- COVID-19 impact on services has diminished. Registered programs have returned to pre-pandemic levels, and drop-in programs are at 91% of pre-pandemic levels as of June 2023.
- A competitive job market throughout the region continues to challenge operations and may impact service delivery.
- The Panorama Strategic Plan 2022-2026 sets the direction for the future of our services by prioritizing several infrastructure investments that will result in increased capacity and require staffing adjustments.
- Planning is underway for the construction of a covered multi-sport box in Central Saanich. This new facility will provide year-round space for lacrosse, pickleball, roller hockey, and recreation programming. Construction is expected to be complete in Winter 2025.
- Management and operations planning has begun for Panorama Recreation to assume the operation of recreation facilities for partnering areas. This may include tennis courts, pickleball courts, sports fields and programming spaces for North Saanich, Central Saanich and Sidney.
- Design work and cost analysis has begun for enhancements to arena dressing rooms and adjacent support spaces to modernize them, with a focus on equity and functionality.



### Sooke and Electoral Area Parks and Recreation (SEAPARC)

- The SEAPARC aquatic and arena facilities are aging. Financial impacts of new infrastructure to support a growing community and plans for renewal/replacement need to be balanced in the capital plan to ensure service continuity. A long-term asset management plan has been completed to inform financial planning. Climate goal considerations for recreational facilities will also have financial implications on the capital plan.
- A competitive job market throughout the region continues to challenge operations.
- Projected population growth within the District of Sooke and Juan de Fuca (JdF) Electoral Area will increase demand for recreational programs and services.
- SEAPARC will undertake a new strategic plan in 2024 to provide direction for 2025-2035.
- SEAPARC is participating in a regional initiative, under the umbrella of The Village Initiative, to improve access to local programs and opportunities for youth to assist in the prevention of crime and vandalism, while strengthening regional service coordination.

## OPERATIONAL STATISTICS

### Arts

1. In 2022, the CRD Arts and Culture delivered **six granting intakes for five different granting programs**: Operating Grants, Projects Grants (two intakes), IDEA Grants, Equity Grants, and Incubator Grants.
2. In 2022, the six granting intakes received a combined total of **119 applications**, which are reviewed by staff and adjudicated through assessment teams of the Arts Advisory Council.
3. In 2022, a record-high **95 of these applicants received funding** through these grant programs.
4. In terms of outreach capacity, in 2022, the CRD Arts and Culture e-newsletter grew to over **800 subscribers** who receive information about launches of grant programs, information sessions, and other notifications about opportunities in the arts sector in the capital region.
5. Performance, in terms of outcomes, is measured against social and economic indicators as outlined in Section 6.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Arts

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.297 Arts Grants and Development
- › 1.290 Royal Theatre
- › 1.295 McPherson Theatre

#### 1. ARTS & CULTURE SUPPORT SERVICE

##### Description

Supports, champions and develops arts and cultural activities for the benefit of the community through funding programs and outreach activities.

##### What you can expect from us

- ▶ Deliver five granting programs: Operating Grants, Project Grants, IDEA (Innovate, Develop, Experiment, Access) Grants, Equity Grants, and Incubator Grants.
- ▶ Provide support to organizations on not-for-profit structure, governance, and capacity development in general and as it relates to Arts Service programs.
- ▶ Provide support to Arts Commission by maintaining accountable processes for allocation of program budgets.
- ▶ Respond to inquiries on funding (CRD and other sources) within three business days.
- ▶ Collect data about trends and impact of arts and culture for internal use and for dissemination to arts communities.
- ▶ Manage publically available online database of regional public art.
- ▶ Connect and facilitate dialogue within the regional arts community and with CRD through biennial summit, social media presence, e-newsletter, and funding application workshops.

##### Staffing Complement

Arts & Culture Support Service: **2.8 FTE (includes 0.8 FTE Manager and 1 FTE Administrative Support)**

<sup>1</sup> Service budget(s) listed may fund other services

## 2. THE MCPHERSON PLAYHOUSE SERVICE

### Description

Contribution agreement for the municipal support of the theatre.

### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the McPherson Playhouse Theatre

### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

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## 3. THE ROYAL THEATRE SERVICE

### Description

Contribution agreement for the municipal support of the theatre.

### What you can expect from us

- ▶ Provides capital and operational support for pleasure, recreation and community uses related to the Royal Theatre.

### Staffing Complement

Arts & Culture Support Service: **0.1 FTE (Manager only)**

## Panorama Recreation

### SERVICE BUDGET REFERENCES<sup>2</sup>

- › 1.44X Panorama Recreation Centre

### 3. PENINSULA RECREATION

#### Description

Provides recreational programming and maintains recreational facilities in North Saanich. Peninsula Recreation also operates satellite locations, including Greenglade Community Centre, Central Saanich Cultural Centre and North Saanich Middle School. Greenglade Community Centre has become a valuable asset for the delivery of recreation programs and services.

#### What you can expect from us

For Panorama Recreation Centre, administration of the delivery of programs and services for:

- ▶ Two arenas
- ▶ An indoor swimming pool and indoor leisure pool with the tallest, wheelchair-accessible waterslide in the region
- ▶ Four indoor tennis courts, two outdoor tennis courts and squash and racquetball courts
- ▶ Weight room and fitness studio
- ▶ Three small multi-purpose rooms
- ▶ A 13,200 square foot outdoor Jumpstart Multi Sport Court

For Greenglade Community Centre, amenities include:

- ▶ Gymnasium
- ▶ Activity rooms for program use
- ▶ Pottery studio
- ▶ Weight and fitness room, mind and body studio and dance studio
- ▶ Teen lounge and sports fields
- ▶ Licensed childcare
- ▶ Community Garden

For North Saanich Middle School, operating agreement with Saanich School District 63 for the use of facility spaces outside of school hours to deliver programs and services:

- ▶ Gymnasium
- ▶ Multipurpose room
- ▶ Multipurpose dance/fitness studio
- ▶ Foods and textiles room

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<sup>2</sup> Service budget(s) listed may fund other services

For Central Saanich Cultural Centre, operating agreement with Central Saanich for the use of:

- ▶ Two activity rooms for program use

### Staffing Complement

Panorama Recreation: **36.85 FTE (includes Manager and Administrative Support)**

## SEAPARC

### SERVICE BUDGET REFERENCES<sup>3</sup>

- › 1.40X SEAPARC – Facilities & Recreation

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## 4. SEAPARC

### Description

Provides recreational programming and maintains recreational facilities with a focus on the citizens of the District of Sooke and the JdF Electoral Area.

### What you can expect from us

Administration of:

- ▶ Ice arena/dry floor
- ▶ Aquatic center
- ▶ Community recreation programs
- ▶ Facility and grounds maintenance
- ▶ Program, multi-purpose and boardroom spaces
- ▶ Slo-pitch field and baseball diamond
- ▶ Bike park
- ▶ Skateboard park
- ▶ Joint Use Agreement with School District 62
- ▶ Community Events
- ▶ Multi-use trail
- ▶ DeMamiel Creek golf course
- ▶ Fitness studio and programs
- ▶ Weight Room
- ▶ Outdoor sport box

### Staffing Complement

SEAPARC: **19.1 FTE (includes Manager and Administrative Support)**

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<sup>3</sup> Service budget(s) listed may fund other services

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
10a-1 Develop and implement a revised Arts & Culture Support Service Strategic Plan	2023-2026	-	-
10b-1 Scale up regional participation in the CRD Arts & Culture Support Service	2026	-	-
10b-2 Scale up regional support for performing art facilities within the region	2026	-	-
10c-1 Consider service expansions to address gaps and opportunities, as they emerge	Ongoing	-	-
▶ <b>NEW IBC 10c-1.1</b> Peninsula Recreation – Management and Operations Planning	2024-ongoing	\$27K requisition	Auxiliary
▶ <b>NEW IBC 10c-1.2</b> Peninsula Recreation – Facility Maintenance Supervisor	2024-ongoing	\$30K fee-for-service	0.9 New Ongoing
10c-2 Regularly monitor and review services to determine appropriate types of recreational programming and recovery rates to meet Community Needs	Ongoing		
▶ <b>FUTURE IBC 10c-2.1</b> SEAPARC – Maintain Reception Staffing	Planned for 2025	\$ - cost offset	0.5 Auxiliary Converted
▶ <b>NEW IBC 10c-2.2</b> SEAPARC – Manager of Operations	2024-ongoing	\$157K fee-for-service	1 New Ongoing
10c-3 Develop and implement a long-term strategic plan for SEAPARC	2024	\$50K Fee-for-service	-
10c-4 Undertake a review of youth-focused programming at SEAPARC	2023-2025	-	-

## 06 Performance

### GOAL 10A: SUPPORT, CHAMPION & DEVELOP THE ARTS

#### Targets & Benchmarks

Through funding programs and other activities, the Arts & Culture Support Service amplifies the contribution that arts organizations make to economic sustainability, community vitality and quality of life across the region and their role in providing a wide range of activities for citizens and visitors.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
<b>Social Contributions</b>						
1	Total number of CRD-funded events <sup>1</sup>	Quantity	11,000	12,000	12,500	↗
2	Total attendees at CRD-funded arts events <sup>2</sup>	Quantity	3,000,000	3,300,000	3,500,000	↗
3	Total number of grants distributed <sup>3</sup>	Quantity	95	93	100	↗
4	First-time grant recipients <sup>4</sup>	Quantity	15	13	16	↗

<sup>1-4</sup> Data from 2021 Arts & Culture Progress Report

#### Economic Contributions

5	Total funding invested (via CRD grants) in grant recipients <sup>5</sup>	Quantity	\$2,601,270	\$2,684,670	\$2,778,000	↗
6	Total culture GDP (\$M) generated in CRD <sup>6</sup>	Quantity	\$800.0	\$820.0	\$840.0	↗
7	Total culture jobs generated in CRD <sup>7</sup>	Quantity	10,000	10,500	11,000	↗

<sup>5</sup> Data from 2021 Arts & Culture Progress Report

<sup>6-7</sup> Data from Statistics Canada based on forecasts from Cultural Satellite Account

#### Discussion

##### Social Contributions

1. The number of events and workshops rose sharply in 2022, due to the restarting of in-person events in 2022 after COVID-19 restrictions were lifted in late 2021.
2. 2022 saw pent-up demand for in-person attendance increasing as soon as event and gathering restrictions were loosened.

3. In 2022, the number of grants distributed was similar to the previous year, which was an all-time high.
4. CRD Arts and Culture conducts promotion of its programs and targeted outreach to eligible organizations, all in an effort to enlarge the pool of grant applicants. Funding more first-time applicants is an effective method of diversifying the variety of arts projects activated and audiences engaged.

### Economic Contributions

5. Total arts grant funding has remained consistent throughout the pandemic and continues to have modest increases in 2023.
6. The most recent GDP data from Statistics Canada is from 2020, which shows the pandemic pullback in activity. With the restart of arts activities in 2021 and 2022, it is expected that GDP will rebound to prior levels at minimum.
7. The most recent jobs data from Statistics Canada is from 2020, which shows the impact of the COVID-19 pullback in economic activity. The long-term trend, however, has been a continued increase in culture jobs.



## GOAL 10B: SUSTAIN & ENHANCE ARTS THROUGHOUT THE REGION

### Targets & Benchmarks

1. To scale up participation in the Arts and Culture Support Service will require new jurisdictions to join this service.
2. To scale up support for performing arts facilities would require more funding, which could be pursued through multiple methods, including through existing services.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Increase the number of participants in the Arts and Culture Support Service <sup>1</sup>	Quantity	9	9	10	↗
2	Increase the support available for performing arts facilities (\$M)	Quantity	\$1.33	\$1.33	\$1.38	↗

<sup>1</sup> Currently there are nine participating jurisdictions in this service.

### Discussion

1. The ability to add participants to this service is dependent on external factors, namely the interest level of willingness of non-participating jurisdictions to join the service through the council consent process.
2. The ability to increase support to the Royal Theatre and McPherson Playhouse is also dependent on external factors, namely that current participants support amending bylaws to remove the current fixed maximum contribution amount.

## **GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – PANORAMA RECREATION**

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1 Offer programs that meet community need</b>	Program success rate <sup>1</sup>	Quality	85%	88%	85%
	Program participation rate <sup>2</sup>	Quantity	83%	86%	85%
<b>2 Maximize participation levels in drop-in recreation programs and services <sup>3</sup></b>	Aquatics	Quantity	121,474	170,487	194,869
	Arena during ice season	Quantity	8,577	11,931	13,392
	Fitness classes	Quantity	21,039	29,574	33,147
	Weights	Quantity	98,762	148,557	187,206
	Sports	Quantity	2,084	6,252	8,025
	Community Recreation	Quantity	4,239	4,271	4,280
<b>3 Increase new program offerings and maximize revenue <sup>4</sup></b>	New program offerings <sup>5</sup>	Quality	45	30	35
	Registered programs revenue <sup>6</sup>	Quantity	\$1,833,424	\$1,988,967	\$1,910,850
	Admissions – single admission <sup>7</sup>	Quantity	\$352,050	\$417,288	\$346,812
	Admissions – punch pass <sup>8</sup>	Quantity	\$724,918	\$943,318	\$1,172,045

<sup>1</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>2</sup> Average participation rate of courses, as a percentage of maximum course capacity reached, on average across all programs. Calculated by number of participants registered divided by the maximum capacity of the program. Data from recreation software Activity Registration Summary.

<sup>3</sup> Total annual visitors to drop-in reservable programs given capacity and staffing limitations; data from recreation software Daily Attendance Report – Date Range.

<sup>4</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators.

<sup>5</sup> New program is defined as a program not offered in the prior year.

<sup>6</sup> Revenue generated by registration in programs.

<sup>7</sup> Revenue generated by single admission purchase.

<sup>8</sup> Revenue generated by punch pass and timed pass purchases.

## Discussion

**Metric 1:** Course participation has been added as an additional benchmark for Metric 1. Course participation reflects how full courses are on average, based on the number of participants registered relative to the total spaces available.

A target participation rate of 85% represents service delivery, which balances diversity of programming, alignment with community need, and financial sustainability.

**Metric 2:** Attendance continues to recover to pre-pandemic levels. June 2023 attendance is at 91% of June 2019, up from 77% in 2022.

**Metric 3:** The Lifesaving Society Swim for Life program was adopted in 2022 to replace the Canadian Red Cross program, which was phased out across Canada in 2022. The implementation of this program in 2022 led to a higher number of new programs than anticipated.

Licensed childcare program revenue is reduced from 2022 and 2023 as a result of increased funding from Child Care Operating Fund (CCOF) for Fee Reduction Initiative which directly reduces the fees paid by the public. The decrease in program revenue is reflected in a comparable increase in grant funding revenue. Projected CCOF funding for 2024 is \$229,270.

## GOAL 10C: AFFORDABLE RECREATION OPPORTUNITIES THAT IMPROVE LIVABILITY – SEAPARC

### Targets & Benchmarks

The metrics reflect attendance and overall success of programs and services, which show that what is offered to the community meets its needs and is affordable.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1 Deliver fitness programs and service that meet community need and recover operation investment <sup>1</sup></b>	Fitness/Weights admissions	Quantity	\$22,838	\$57,000	-
	Membership sales	Quantity	\$289,258	\$431,000	-
<b>2 Manage user funding at approximately 30% <sup>2</sup></b>	-	Quality	30.6%	32%	35%
<b>3 Increase Community Recreation program revenue by each year <sup>3</sup></b>	-	Quantity	\$180,378	\$216,000	-
<b>4 Offer programs that meet community need</b>	Program offering success rate <sup>4</sup>	Quality	73%	75%	78%
<b>5 Maximize participation levels in drop-in recreation programs and services <sup>5</sup></b>	Aquatics	Quantity	74,170	78,000	82,000
	Arena	Quantity	10,401	12,000	12,250
	Fitness classes	Quantity	4,449	6,500	6,800
	Weights	Quantity	26,421	45,000	47,250
	Golf	Quantity	18,800	22,000	22,500
	Community Recreation	Quantity	1,024	1,900	2,000
<b>6 Increase new program offerings and maximize revenue</b>	New program offerings <sup>6</sup>	Quality	24	17	15
	Registered programs revenue <sup>7</sup>	Quantity	\$346,524	\$472,000	\$522,000
	Admissions – single admission <sup>8</sup>	Quantity	\$226,600	\$364,000	\$400,500
	Membership revenue - general <sup>9</sup>	Quantity	\$219,796	\$350,000	\$399,250
	Membership revenue – golf <sup>10</sup>	Quantity	\$69,462	\$81,000	\$85,000

<sup>1</sup> Fitness & weight room admission revenue and revenue from all membership sales.

<sup>2</sup> User funding or tax investment (without debt).

<sup>3</sup> Total registered programs revenue (gross revenue) generated by registration in community recreation programs; data from recreation software General Ledger

<sup>4</sup> Proportion of registered programs offered to the public that proceed, as minimum registration levels have been met. Calculated by programs that run divided by programs offered. Data from recreation software Activity Registration Summary.

<sup>5</sup> Total annual visits to drop-in programs by program area. Data from Membership Pass Scan report, Drop-in Sales report and Activity Registration Summary report.

<sup>6</sup> Data from recreation software General Ledger, Activity Registration report and program coordinators. New program is defined as a program not offered in the prior year.

<sup>7</sup> Total revenue generated by registration in programs. Data from General Ledger.

<sup>8</sup> Revenue generated by single admission purchase, including golf. Data from General Ledger.

<sup>9</sup> Revenue recognized from SEAPARC membership pass sales (excludes golf). Data from General Ledger.

<sup>10</sup> Revenue recognized from golf membership pass sales. Data from General Ledger.

## Discussion

**Metric 1:** The weight room and fitness classes have returned to drop-in operations post-COVID and fitness class offerings have increased. This has resulted in a trend of increased admissions and membership pass sales. Membership sales increase may also be supported by population growth. These metrics will be discontinued in 2024 and replaced with Metrics 5 & 6.

**Metric 2:** The projected increase in membership sales will contribute to an increase in proportion of user funding as there is generally only a small increase in expense associated with drop-in services.

**Metric 3:** A return of the licensed preschool program in 2022 and continuing through 2023 is the main factor in the increase in community recreation revenue.

**Metric 4:** The goal is to be responsive to community needs by offering desired programs, contributing to a high success rate. Each season program coordinators evaluate the success of programs and discontinue or adjust those that have a pattern of being cancelled and try out new programs based on feedback>

**Metric 5 & 6:** This metric reflects current trends with increased admission, membership and registered program revenue, as well as increased fees as approved in the fees & charges bylaw. The trend is particularly strong with the weight room and fitness, with quickly increasing demand for these services.

## 07 Business Model

### Arts

#### PARTICIPANTS

**Arts & Culture Support Service:** Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Metchosin, Highlands, Sooke, and Southern Gulf Islands.

**The McPherson Playhouse Service:** Victoria

**The Royal Theatre Service:** Saanich, Victoria, Oak Bay

#### FUNDING SOURCES

Requisitions

#### GOVERNANCE

**Arts & Culture Support Service:** [Arts Commission](#)

**Theatres:** [Royal and McPherson Theatres Services Advisory Committee](#)

### Panorama Recreation

#### PARTICIPANTS

Sidney, Central Saanich and North Saanich

#### FUNDING SOURCES

Requisitions, grants, sponsorships, donations and non-tax revenue

#### GOVERNANCE

[Peninsula Recreation Commission](#)

### SEAPARC

#### PARTICIPANTS

Sooke and JdF EA

#### FUNDING SOURCES

Requisition (75% Sooke, Juan de Fuca Electoral Area 25%), grants, sponsorships, donations, non-tax revenue

#### GOVERNANCE

[Sooke and Electoral Area Parks and Recreation Commission](#)

**REPORT TO GOVERNANCE COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 04, 2023**

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**SUBJECT**      **Service Planning 2024 – Business Systems & Processes Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Business Systems & Processes Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Business Systems & Processes Community Need Summary is attached as Appendix A. The desired outcome is leading systems and policies to respond to best practices, comply with legislative requirements and delivery sustainable budgets.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Business Systems & Processes be approved as

presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Business Systems & Processes be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all initiative business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

#### *1. Proposed changes for 2024*

Include summary of service level(s) change(s), if applicable



## Support resources

In both the Financial Services and Information Technology & GIS Divisions, there are no new initiatives proposed for 2024. Work continues to progress on several multi-year initiatives including the implementation of the Corporate Asset Management Strategy and upgrade of the organization's Enterprise Resource Management software system.

However, the Financial Services and Information Technology & GIS Divisions are support services for the organization that provide one-time and ongoing project assistance. To provide the necessary support to the initiatives that are advancing the sixteen Community Needs in 2024, the Divisions seek to increase their staffing complement as shown in Table 1.

Table 1. Support services resourcing (2024):

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
<i>Transportation Community Need</i>				
4a-1.1 Transportation Service	2024–2025	Financial Services: 0.5 New Term	\$47,000	Requisition/Internal Recovery
<i>Housing &amp; Health Community Need</i>				
5a-1.1 Capital Project Delivery	2023-2028	Financial Services: 0.5 New Term	\$47,000	Requisition/Internal Recovery
<i>All Other Community Needs</i>				
Various IBCs	2024-ongoing	Financial Services: 1.0 New Ongoing	\$82,000	Requisition/Internal Recovery
Various IBCs	2024-ongoing	Information Technology & GIS: 1.0 New Ongoing	\$140,000	Requisition/Internal Recovery

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect a phased implementation of resourcing in 2024 and include non-labour costs such as equipment, furniture, office space, etc. Full annual impacts of labour are reflected in the 2025 and ongoing budgets.

## 2. Planned changes in 2025

There is one initiative planned for 2025, shown in Table 2. The CRD Board will consider approval next year.

Table 2. Forecast of Future Initiatives: Business Systems &amp; Processes Community Need

Initiative	Implementation year(s)	Staff impacts (2025)	Incremental cost (2025)	Funding source
13c-1.1 Revenue Services	2025-ongoing	1 New Ongoing	\$196,000	Fee-for-service & Requisition

The information in Table 2 also reflects the business case costs.

### 13c-1.1 Revenue Services

In 2018, the CRD established a new service level to meet current revenue management needs and accommodate future growth. A new position was created with a service level allocation of 30% revenue, 20% corporate finance, 30% treasury and debt management, and 20% cash management and other related responsibilities. This service level proved very successful in providing dedicated support for revenue analysis, solidifying a best practice approach to revenue strategy, billing, collections and customer service.

New demand has emerged in this area over time, beyond the originally planned growth and initiative 13c-1.1 will be proposed to create a regular ongoing Manager of Revenue position in the Financial Services Division to maintain service levels considering this growth.

### CONCLUSION

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### RECOMMENDATION

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Business Systems & Processes be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Submitted by:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Approved by:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### ATTACHMENT

Appendix A: Community Need Summary – Business Systems & Processes

## 13

## Business Systems & Processes



Leading systems and policies to respond to best practices, comply with legislative requirements and deliver sustainable budgets

### 01 Strategy

#### STRATEGIES & PLANS

- › [Corporate Asset Management Strategy](#)

#### CORPORATE PLAN GOALS

- 13a Effective systems, processes & policies
- 13b Business capacity & continuity
- 13c Achieve sustainable budgets through innovation & streamlining while recognizing the need for infrastructure investments & accountability to taxpayers

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

#### Financial Services:

1. Corporate Accounting and Standard Compliance: Implementation of Corporate Internal Control Framework and Financial Risk Mitigation and Monitoring Programming as well as implementation of the new public sector accounting standard for asset retirement obligations. Trending since 2020 higher levels of statutory payroll, corporate filing changes, increased federal government statistical reporting requirements and a greater number of changing accounting and auditing standards has increased risk of non-compliance as the organization has grown and increased risk of financial statement misstatements.
2. Corporate Asset Management Strategy (CAMS): Since the adoption of the CAMS in 2019, the CRD has advanced long-term planning activities and standardization of asset information. Highlights include completion of Sustainable Service Delivery Plans (SSDPs) for approximately 50% (31 services) and requirements building for an enterprise asset management system. Effort to achieve the targets in the CAMS have increased due to the additional resources that were approved in 2022 for the Asset Management Division.
3. Scalability and Efficacy: Completed redesign of financial reporting data hierarchy and SAP Lifecycle Replacement Project scoping supporting the successful launch of the S4Hana Migration Project.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

#### Financial Services

- **Organizational growth:** has resulted in increased demand for financial services such as strategic analysis, service establishment, infrastructure planning, borrowing, budgeting, reporting, payroll and system development. In support of growth and to meet demand, modernization of digital platforms and business practices are key for scalability and efficacy of financial system structure and practices.
- **Staff Recruitment and Development:** Staff retirements and turn over in financial services and across the organization have lead to a greater degree of training to address knowledge gaps within a growing organization. This increases the pressure on existing capacity to move through and complete deliverables annually.
- **Corporate Finance and Decision Support:** Continue to see higher levels of activity in service establishment, infrastructure replacement planning, financing strategy development, business case and proforma development.
- **Grant funding:** Also in 2021 and trending into 2022, externally driven, increased government grant activity is placing greater demand on financial services to support in eligibility assessment, application support, reporting and compliance.
- **Treasury and Debt:** With recent economic volatility and interest rate increases, the organization continues to see increased need for treasury planning and activity, while also an increased need for oversight of reserves against operating and capital reserve guidelines. Market volatility increases uncertainty in planning service sustainability and adequacy of reserves.

## Information Technology & GIS (IT&GIS)

- In response to the rapid technological advancements, increasing digital demands and direction from the Executive Leadership Team, IT&GIS are looking to implement a comprehensive Digital and IT Strategy. These strategies will be designed to enhance the experiences of citizens, businesses, and employees by leveraging centralized IT governance, modern tools, secure digital identity solutions, streamlined online service delivery, advanced application rationalization, digitization of paper-based forms, enhanced protection of CRD data through cybersecurity controls, and efficient cloud hosting services. Over the next three years, the Digital and IT strategy action plan promises to elevate service and operational excellence while effectively addressing the needs of the stakeholders of the CRD. Key objectives and benefits are expected to include:
  - **Centralized IT Governance and Decision Making:** streamlined processes to maximize benefits for each dollar spent, better resource allocation, and engagement with IT managers and CIOs across the region to enhance regional cooperation and information sharing.
  - **Modern Tools and Technologies in the Workplace:** empowered employees that have access to productivity-boosting tools and technologies, enabling solutions to support alternative work options, and deployment of business intelligence and data analytics tools to improve service monitoring and reporting.
  - **Digital Identity and Services:** seamless and secure access to CRD's online services.
  - **Delivery of Digital Tools & Online Services:** continued digitization of paper-based records, provision of 24/7 access to essential services for residents, and consolidation of existing applications and systems to drive operational efficiency and cost savings.
  - **Application Rationalization and Modernization:** reduce costs by optimizing existing applications and reducing reliance on legacy applications and technologies.
  - **A Cybersecurity Program:** that is compliant with all regulatory standards and safeguards sensitive data and assets.
  - **Migration to Cloud Hosting Services and Alternate Data Center(s):** long term migration to cloud-based services will provide additional scalability, flexibility, and cost efficiency.
  - **Service and Operational Excellence:** implementing options for residents to pay online for CRD licences and permits and offer other modern online services to enhance service delivery and operations.
- The implementation of a sustainable Digital and IT Strategy is poised to revolutionize the way citizens, businesses, and employees interact with CRD services. By focusing on the key objectives listed above, CRD is well-positioned to thrive in the digital age. Over the next three years, this strategy will drive innovation, efficiency, and satisfaction among stakeholders.

## Facilities

- **Facilities Centralization Plan:** Facilities continues to grow and centralize key aspects of Facilities Management into existing CRD departments to ensure all CRD facilities are maintained and operated consistently to industry best practices.
- **Space Planning:** Facilities continues to focus its efforts on spatial planning. The main requirement is for desk/office space for new staff to meet the increasing demands at all of the main CRD locations.

- **SMART Buildings Technology:** As buildings systems integrate new technology into their controls, buildings are becoming SMART; which means the building is “alive” and adaptable to changing environments for such things as HVAC and electrical requirements. Facilities systems are continually being updated to become SMART.
- **Maintenance & Operations:** As the building systems change and become more SMART, the skill set to maintain them must adapt with the changes. Building maintenance and operational staff will require continual training to ensure they meet the requirement to maintain the buildings.

## OPERATIONAL STATISTICS

### Facilities

	2022
Total Number of Work Orders	2,738
Total Number of Preventative Work Orders	1,105
Total Number of Reactive Work Orders	50
Misc./Staff Requests	1,583

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- |   |  |
|---|--|
| › 1.017 Financial Services & Asset Management | › 1.107 Corporate Satellite Building   |
| › 1.022 Information Technology                | › 1.112 Regional Grant in Aid          |
| › 1.101 GIS                                   | › 1.335 Geo-Spatial Referencing System |
| › 1.105 Facility Management                   | › 21.1 Feasibility Reserve Fund        |
| › 1.106 CRD Headquarters Buildings            |  |

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### 1. ASSET MANAGEMENT

#### Description

Provides professional advice and expertise to services on asset management best practices. The team leads corporate initiatives that advance asset management maturity for the organization.

#### What you can expect from us

- ▶ Develop and advise on corporate asset management strategies, plans, standards and procedures for \$3.0bn in CRD, CRHC and CRHD assets
- ▶ Support system development project for a Corporate Enterprise Asset Management system, supporting ongoing management and planning capabilities
- ▶ Responsible for implementation of 40 of the 73 actions identified in the CRD Corporate Asset Management Strategy, including development of an asset management program (standards, tools, templates and development of sustainable service delivery plans) and enterprise asset management system (enhanced asset registries and planning practices); divisions and other stakeholders responsible for remaining actions
- ▶ Provide advice/expert guidance for developing SSDPs
- ▶ Provide standard methodologies to define service levels, set goals and key performance indicators, develop asset registries, risk assessments, criticality assessments, capital project prioritization, asset management maturity assessments, capital planning, project management and reliability-centered design, operations, and maintenance

#### Staffing Complement

Financial Services: **3.0 FTE (including Manager)**

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<sup>1</sup> Service budget(s) listed may fund other services

## 2. FINANCE SERVICES

### Description

Financial Services provides guidance on the overall financial stability of the organization and is responsible for the organization's adherence to the legislated framework governing financial administration in local government.

- Financial Planning
- Corporate Accounting and Reporting
- Internal Controls over Financial Reporting
- Revenues and Collections (taxes and fees)
- Disbursements (Inc. Payroll)
- Corporate Finance Policy and Decision Support
- Long Term Financial Planning
- Treasury and Banking
- Financial Systems
- Grants Management
- Other administrative services, such as transit pass inventory management, printing internal interoffice mail

### What you can expect from us

- ▶ Biweekly payroll processing, reporting for 1,250 employees totaling \$95M in four employee groups under both the CRD and CRHC.
- ▶ Weekly cheque and EFT runs produce 30,000 vendor payments a year
- ▶ Process on average four periodic updates to the financial system for legislative and financial system upgrades
- ▶ Monthly and quarterly billing and collections for approximately 30,000 water billing customers.
- ▶ Develop banking services for CRD (transactions flow through 36 bank accounts a year); monthly reconciliation of all bank accounts for approximately 24,000 banking transactions and integration of over 150,000 transactions a year
- ▶ Oversight over corporate financial regulatory compliance and provincial and federal legislative and reporting alignment
- ▶ Provide overarching corporate support and coordination for more than 200 CRD services to develop five year operating and capital plans for each of the three entities and for each service as legislated.
- ▶ Execute on financial system projects and program development scaling services to address organizational growth and demand.
- ▶ Statutory Corporate Reporting to the Board, including annual audited financial statements and the annual five year financial plan.
- ▶ Evaluating large project business cases by forecasting financial impact and evaluating market and economic risks.
- ▶ Implementing long-term financial planning beyond the standard five-year financial planning framework to ensure corporate sustainability and achieving long-term objectives.
- ▶ Manage internal grant programs for the Electoral Areas, including Community Works Fund, Grants-in-Aid Fund and special programs such as COVID Safe Restart Grant, Growing Community Fund (GCF).



- ▶ Manage the organization's external grants portfolio by notifying CRD services of available grant programs weekly, providing advice on grant application. Received over \$555M in grant funding from senior levels of government since 2014. Treasury management and strategy across all three legal entities, with a combined invested reserves portfolio holdings of over \$400 million on average.
- ▶ Print shop production of high volume of customer billings/other material and daily internal mail & courier service to 14 CRD offices.

### Staffing Complement

Financial Services: **54.5 FTE (including Managers, Administrative Support and Water Billing services)**

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## 3. INFORMATION TECHNOLOGY & GIS

### Description

Information Technology is responsible for the development and delivery of highly available, reliable, and secure corporate information systems, technology services, and tools to CRD Departments, the public and the Board.

- Supporting and maintaining core foundation technologies and enterprise service delivery for network, telecom, cybersecurity, device, mobility, corporate and client applications, data centre and cloud services
- Information Technology Service Desk and Desktop Support team
- Provision and support of our corporate SAP Enterprise Resource Planning (ERP) for Financial, Payroll, and HR Systems
- Corporate-wide voice, data, video conferencing, Wi-Fi and radio communications systems
- Corporate Website and Digital Engagement support and planning
- Board and Committee meeting support
- Office Productivity Suite (Microsoft 365) of applications and services
- Vendor and Contract Management Office
- IT Project Portfolio Management and Technology Investment Planning
- Geographic Information Data and Systems Support
- Orthophotography and lidar data acquisition and deployment
- Cloud hosting and Data Center Services
- Application development and Business Solutions

### What you can expect from us

- ▶ Supporting and maintaining core foundation applications technologies and enterprise standards for network, telecom, cybersecurity, mobility, client systems, data centre, cloud services, identity, and access management.
- ▶ Enabling and supporting the digital workforce through oversight of collaboration tools and technologies. Responding to technology issues through the Information Technology Service Desk and Desktop Support team and maintaining the end user system equipment fleet of computers, monitors, and peripheral devices.

- ▶ Manage the technology infrastructure connecting 30+ sites across the CRD, including 1,100 full time and auxiliary users, 100+ applications, 1,200 computers, 600 smartphones, 300 servers and systems and an integrated end to end corporate phone systems.
- ▶ Manage SAP our Enterprise Resource Planning system including financial, payroll, purchasing, assets, capital projects, water utility billing and maintenance systems for CRD, CRHD and CRHD.
- ▶ Developing, managing, and operating the CRD's digital service delivery channels and platforms, including the CRD's website (crd.bc.ca), geographic information systems (GIS), SharePoint and corporate applications. Overseeing the Digital Strategy. Developing and delivering Technology Services' annual IT Strategy. Providing strategic oversight, enterprise architecture, roadmaps and guidelines for projects, initiatives, and products within the Technology and digital services portfolio
- ▶ Procurement of GIS orthophotography and lidar data for 23 Capital Region municipal and federal partners
- ▶ Support Hartland Landfill automated scales, processing 140,000 tonnes of solid waste and generating \$16M of revenue annually.
- ▶ Provide daily operational and technical support for Tempest system, for the management of bylaws, building inspection, planning, zoning, and dog licensing, generating approximately \$1.25M of revenue annually
- ▶ Provide daily operational and technical support for PerfectMind Recreation Management System for three Recreation Centres and Regional Parks generating approximately \$14.5M annually
- ▶ Produce and process approximately 30,000 maintenance workorders annually for the maintenance of corporate assets located in Housing, Integrated Water, and Facilities Management
- ▶ Management and support of the corporate Project System, processing \$400M annually in capital projects
- ▶ Provide project management and technology solutions for approx. 200 projects to address changing and emerging business needs throughout the organization.
- ▶ In partnership with Corporate Services provide ongoing improvements to records management practices and systems to ensure regulatory compliance
- ▶ In partnership with Financial Services provide Asset Management support for the development of the Corporate Asset Management Strategy, including the development and implementation of a corporate Enterprise Asset Management system, providing management and planning capabilities for \$2B in CRD assets
- ▶ In partnership with Human Resources & Corporate Safety, develop and implement the upgrade to our SAP platform to S4 HANA including the addition of new SAP modules in support of HR business process improvements related to managing employee information and employee Onboarding and Recruitment practices.

### Staffing Complement

Division: **45 FTE (including Managers and Administrative Support)**

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## 4. FACILITIES MANAGEMENT

### Description

Delivers comprehensive Facilities Management (FM) services to corporate facilities to all CRD departments. FM provides numerous functions/services to internal CRD departments, they include:

- Facilities Planning
  - Facilities Master Plans
  - Space Planning
  - Maintenance Planning
  - Building Condition Assessments
  - Security Assessments
- Energy Management
  - Energy Audits
  - Energy Data Collection
- Operations & Maintenance Delivery
  - Internal Technical Staff
  - External Contractors
- Project Management

Team of specialized maintenance technicians, project engineers and coordinators, energy specialists and tradespeople who ensure CRD facilities are performing optimally and are safe and comfortable for staff and public.

### What you can expect from us

- ▶ Directly manage the facilities components of various CRD buildings that include treatment plants, pump stations, office and operational buildings.
- ▶ Procure multi-year facility/building management service contracts for facilities; support other departments to ensure service contracts align with corporate standards
- ▶ Administer regulatory requirements for CRD facilities; this program includes fire safety, elevators, boilers, emergency generators, roof anchors and backflow preventers
- ▶ Deliver capital projects related to new construction and building system renewals, as well as numerous maintenance projects
- ▶ Provide Project Management services for facility projects to other CRD departments

### Staffing Complement

Facilities Management & Engineering Services: **12.0 FTE (including Manager and Administrative Support)**

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## 5. ENGINEERING SERVICES

### Description

Provide engineering feasibility studies, detailed design, tendering, construction management and commissioning services that support a number of community needs (Solid Waste & Recycling, Regional Parks, Housing & Health, Climate Action, Arts & Recreation and Local Government).

### What you can expect from us

- ▶ Lead or support the planning, design and project management of 15-20 major construction projects, with an approximate total value of \$15-\$20 million annually
- ▶ Projects include ongoing contract management of the solid waste filling and aggregate production contracts, as well as smaller projects related to landfill gas collection, leachate management, environmental controls and emergency response preparation
- ▶ Engineering Services also manages an additional 15-20 smaller projects each year for other CRD facilities
- ▶ Lead the design, procurement and construction of the Renewable Natural Gas, Kitchen Scraps Processing, New Liner for Landfill Cell 4/5, and Biosolids Advanced Thermal Demonstration Plant projects

### Staffing Complement

Facilities Management & Engineering Services: **13.0 FTE (including Managers and Administrative Support)**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
13a-1 Advance strategic approaches to procurement and project delivery to build capacity, improve standardization and support affordable services		-	-
13a-2 Advance the Technology Strategic Plan to guide the modernization and transformation of our current IT services and systems and launching new digital technology solutions	Ongoing	-	-
13b-1 Continue implementing business continuity planning and the Enterprise Risk Management framework	Ongoing	-	-
13b-2 Mature the integration of asset management into capital planning processes to strengthen fiscal management practices and support resource sustainability	Ongoing	-	-
13c-1 Advance changes to policies and systems to streamline activities, reduce complexity and increase efficiency			
► <b>FUTURE IBC</b> 13c-1.1 Revenue Services	Planned for 2025	\$196K fee-for-service + requisition	1 New Ongoing
13c-2 Optimize Financial Services through enhanced internal controls and continuous improvement methodologies	2024	-	-
<b>SUPPORT SERVICES</b>			
► Resources required in Financial Services to help support all IBCs	2024-ongoing	\$176K internal recovery + requisition	1 New Ongoing 1 New Term
► Resources required in Information Technology & GIS to help support all IBCs	2024-ongoing	\$140K internal recovery + requisition	1 New Ongoing

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, SEPTEMBER 27, 2023**

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**SUBJECT**     **Service Planning 2024 – Climate Action Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Climate Action Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan, which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Climate Action Community Need Summary is attached as Appendix A. The desired outcome is progress on adaptation, reduced greenhouse gas emissions and triple-bottom-line solutions that consider social, environmental and economic impacts.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Environmental Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Climate Action, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Environmental Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Climate Action, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- advance 2023-2026 Board Priorities or Corporate Plan initiatives
- operationalize capital investments; and/or
- are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all initiative business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives, as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget, which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

#### *1. Proposed changes for 2024*

Staff are proposing to advance three new initiatives for the Climate Action Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority; and
2. operationalization of capital investments.

Table 1. Climate Action Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
6a-4.1 Biodiversity Service	2024-ongoing	Existing position moved	-	Core budget
6b-3.1 Fuel Purchase System	2024	-	\$17,000	Other
6b-3.3 Fleet Overhead Recovery	2024	-	\$128,000	Other

The information in Table 1 reflects the initiative business case costs, which ELT reviewed as part of its annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### 6a-4.1 Biodiversity Service

The CRD Board directed staff to “explore options for a regional approach to biodiversity and the protection of ecological assets.” Increased environmental stewardship through action on biodiversity and protection of ecological assets can improve watershed and harbour health, build climate resilience and create more sustainable and livable communities.

Ecosystems that have a high degree of biodiversity with a wide variety of species are more resilient than those that have less biodiversity. The more diverse an ecosystem, the more it can withstand stressors like climate change, invasive species, disease, or other disturbances. Conserving and restoring natural spaces, both on land and in the water, is essential for limiting carbon emissions and adapting to an already changing climate.

As a start, initiative 6a-4.1 seeks to allocate an existing staff position (0.5 full-time equivalent) and budget in the Environmental Protection Division to create a new Biodiversity & Environmental Stewardship Service (Sooke to Saanich Peninsula) to coordinate invasive species management, biodiversity and ecological assets.

### 6b-3.1 Fuel Purchase System

The CRD currently utilizes the services of seven vendors to facilitate fuel purchasing for its fleet assets. This approach evolved over time as services grew but is no longer efficient.

Initiative 6b-3.1 seeks a core budget increase to identify and implement a software tool to improve the CRD’s fuel purchasing process. Doing so will enable the Customer & Technical Services Division to streamline cost allocation, lower the administrative burden and acquire data to facilitate better fiscal and climate action monitoring and reporting.

### 6b-3.3 Fleet Overhead Recovery

Since it was created in 2007, the Corporate Fleet function has grown its internal customer base from two water services with 100 fleet assets to 33 services across the region with a fleet size of 420 assets. The fleet supported has also grown more complex, as a wider variety of vehicles and mobile equipment was added. The replacement value of all current fleet assets is \$55 million.



While the scope of services provided has grown steadily, the way that the function recovers costs for services rendered has not been updated. Currently, overhead costs are only recovered from the Integrated Water Services fleet users, which only account for 45% of all customers. The shortfall has been made up using Integrated Water Services revenue.

Initiative 6b-3.3 seeks to expand the cost recovery model to all internal customers to ensure appropriate fiscal accountability and support the ongoing fleet management and electrification.

## **2. Planned changes in 2025**

There are two initiatives planned for 2025, shown in Table 2. The CRD Board will consider approval next year.

Table 2. Forecast of Future Initiatives: Climate Action Community Need

<b>Initiative</b>	<b>Implementation year(s)</b>	<b>Staff impacts (2025)</b>	<b>Incremental cost (2025)</b>	<b>Funding source</b>
6b-2.1 Corporate Fleet Mechanic	2025-ongoing	1 New Ongoing	\$120,000	Fee-for-service
6b-3.1 Fleet Data Telematics	2025	-	-	

The information in Table 2 also reflects the business case costs.

### **6b-2.1 Corporate Fleet Mechanic**

The number of vehicles and equipment that the CRD's Corporate Fleet function (Customer & Technical Services Division) supports has grown from 100 to over 400 over the last 10 years, in alignment with the growth of operations. The addition of specialist vehicles (e.g., fire and rescue vehicles) and growing geographic area supported means the level of complexity and effort involved in maintaining the fleet has grown considerably.

Separately, the CRD is implementing a strategy to electrify 75% of its light duty fleet by 2028 and 90% by 2030. Guiding and supporting this implementation is drawing considerable effort from the function. While the function has so far been able to respond to times of high demand by drawing on contracts for services, the cost of doing so has increased by 40% in recent years for lower levels of service.

Initiative 6b-2.1 will propose the creation of one new regular ongoing Fleet Mechanic position with the Customer & Technical Services Division to address these pressures in a cost-efficient manner and improve the level of support for fleet users.

### **6b-3.2 Fleet Data Telematics**

Initiative 6b-3.2 will propose to identify and implement fleet telematics to strengthen utilization management, reporting, fiscal accountability and climate action.

## **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

## **RECOMMENDATION**

The Environmental Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Climate Action, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Nikki Elliott, MPA, Manager, Climate Action Programs
Concurrence:	Glenn Harris, Ph.D., R.P.Bio., Senior Manager, Environmental Protection
Concurrence:	Jan van Niekerk, Senior Manager, Customer & Technical Services
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

## **ATTACHMENT**

Appendix A: Community Need Summary – Climate Action

## 6

## Climate Action



Progress on adaptation, reduced greenhouse gas emissions and triple-bottom line solutions that consider social, environmental and economic impacts

### 01 Strategy

#### STRATEGIES & PLANS

- › [Climate Action Strategy](#)
- › [Regional Growth Strategy](#)
- › [Regional Water Supply Strategic Plan](#)
- › [Regional Parks Strategic Plan 2022-2032](#)
- › [Special Task Force on First Nations Relations](#)
- › [Statement of Reconciliation](#)
- › [Solid Waste Management Plan](#)

#### CORPORATE PLAN GOALS

- 6a Sustainable & resilient land use, planning and preparedness
- 6b Low carbon mobility
- 6c Low carbon & resilient buildings & infrastructure
- 6d Community-based greenhouse gas emissions

### 02 Contacts

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Nikki Elliott, Manager Climate Action Programs @ [email](#) T. 250.360.3048

## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Publication of [2022 Climate Action Progress Report](#).
2. Continued execution of the Home Energy Navigator Program and Regional Electric Vehicle Infrastructure program.
3. Continued implementation of corporate Green Fleet Policy, and new execution of corporate Green Building Policy and Carbon Price Policy.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- Climate is changing, which will result in various regional impacts to human health, water supply and demand, rainwater and coastal storm management, transportation networks, ecosystems and species, buildings, infrastructure and energy systems, tourism and recreation, and food and agriculture
- Climate action is a shared responsibility and the regional government has a limited role focused on data collection and research, education and outreach, policy facilitation, regional program delivery, and managing emissions and adaptation within its own service delivery.
- The Board declared a Climate Emergency in February 2019 and approved a renewed Climate Action Strategy in late 2021. This aligns corporate and regional actions with senior levels of government and local government coordination to meet climate action targets through 2025.
- CRD Climate Action service levels were increased in 2022 through 2025 to focus on key areas (electric vehicle infrastructure, residential retrofit program), along with corporate energy management. It is anticipated that service levels will need to continue at similar or increased levels, 2025 onwards.
- There was a 7.7% reduction in the overall regional greenhouse gas emissions (GHG) reductions between 2007 and 2022 (equivalent to 26% reduction per capita), and 1% increase between 2020 and 2022 partly due to COVID-19 recovery. Population growth and concurrent economic growth will continue to add emissions as the region transitions to a reduced dependence on fossil fuels.
- There was a 6% decrease in corporate GHG emissions between 2007 and 2022. With increases in service levels and associated infrastructure, the CRD will need to sustain efforts and investment in GHG reduction initiatives to achieve future targets. Various policies and processes are being adopted to embed a climate lens in corporate decision making which target low carbon building systems and capital expenditures to ensure a sustained effort.

### OPERATIONAL STATISTICS OF CLIMATE ACTION SERVICE

- Over 2022 – 2023, accessed or applied to external funding for 19 distinct corporate or regional climate projects/programs:
  - 6 complete (approximate \$450k grant value)
  - 10 in progress (approximate \$1.1m value, including \$142k redistributed to municipal partners)

- 3 in application process (approximate \$7.7m value, including \$5.7m to be redistributed to municipal/community partners)
- Annually administered four climate action Inter-municipal Working Group meetings and four Inter-Municipal Task Force meetings, produced monthly local government climate action e-newsletters and actively participated in five distinct provincial local government peer networks.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.309 Climate Action & Adaptation
- › 1.012 Other Legislative & General - Climate

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### 1. COMMUNITY CLIMATE ACTION

#### Description

To support and align regional climate action efforts with local governments related to strategies, policies and programs, and liaising and coordinating information and efforts with senior levels of government.

#### What you can expect from us

- ▶ Provide support to local governments in developing and implementing climate action plans and policies and execute regional programs.
- ▶ Catalyze action through partnerships with public and private sectors, non-governmental organizations and community organizations and increase public awareness of climate change issues.
- ▶ Liaise with senior levels of government on climate change-related programs, policies and legislation that impact the capital region.
- ▶ Provide scientific information, data and indicators related to local and regional GHG emissions and projected climate impacts.
- ▶ Support the CRD in fulfilling its corporate climate objectives and support execution of climate-related Board priorities.

#### Staffing Complement

Climate Action Program: **5 FTE (including 1 term and 1 manager)**

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### 2. CORPORATE CLIMATE ACTION

#### Description

CRD services will embed climate action within their own service delivery, with support from Climate Action program staff. The program will support the organization with its corporate climate goals/commitments, develop and monitor corporate policies related to climate action, undertake annual reporting, support corporate building and fleet emission reduction and climate preparedness initiatives.

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<sup>1</sup> Service budget(s) listed may fund other services

### What you can expect from us

- ▶ Develop and monitor corporate climate action activities, policies and strategies.
- ▶ Facilitate internal coordination, knowledge sharing, capacity building and project identification and execution.
- ▶ Pursue grants and support services in implementing corporate projects.
- ▶ Complete annual reporting.

### Staffing Complement

Climate Action Program: **1 FTE**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
6a-1 Promote community capacity building on climate action	Ongoing		
6a-2 Update the climate projections for the capital region to support decision making and to help community partners understand how their work may be affected by our changing climate	2023-2024		
6a-3 Generate analysis to understand vulnerability and exposure to extreme heat now and into the future	2023-2024		
6a-4 Explore options for a regional approach to biodiversity and the protection of ecological assets	2024-2026		
▶ <b>NEW IBC</b> 6a-4.1 Biodiversity Service	2024-ongoing	-	Existing position moved
6b-1 Implement the Capital Region Electric Vehicle Infrastructure Roadmap to support shift to low-carbon transportation options	Ongoing		
6b-2 Advance the electrification of the CRD vehicle fleet	2023-2030		
▶ <b>FUTURE IBC</b> 6b-2.1 Corporate Fleet Mechanic	Planned for 2025	\$120K fee-for-service	1 New Ongoing
6b-3 Enhance on-board and CRD fleet management technology to support utilization management, reporting, fiscal accountability and climate action	2024		
▶ <b>NEW IBC</b> 6b-3.1 Fuel Purchase System	2024	\$17K other	-
▶ <b>FUTURE IBC</b> 6b-3.1 Fleet Data Telematics	Planned for 2025	-	-
▶ <b>NEW IBC</b> 6b-3.3 Fleet Overhead Recovery	2024	\$128K other	-



Initiative	Implementation year(s)	Impacts in 2024
6c-1 Collaborative policies, programs and data collection initiatives to achieve energy efficient and low carbon buildings across the region	Ongoing	
6c-2 Implement the CRD Corporate Green Building Policy and CRD Corporate Carbon Price Policy	Ongoing	
6c-3 Expand the Home Energy Navigator program	Ongoing	
6d-1 Update the regional greenhouse gas inventories biannually to monitor progress on emissions reduction targets	2023 & 2025	

## 06 Performance

### GOAL 6A: SUSTAINABLE & RESILIENT LAND USE, PLANNING AND PREPAREDNESS

#### Targets & Benchmarks

Tracking regional resiliency is challenging due to data availability and the various roles and responsibilities of governments and agencies within the region. Additionally, the regulatory framework will be changing with the modernization of the provincial *Emergency Programs Act*.

Staff will work with partners to consider opportunities for developing regional targets, benchmarks and related monitoring programs in the future.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
	N/A	-	-	-	-	-

#### Discussion

N/A

## GOAL 6B: LOW CARBON MOBILITY

### Targets & Benchmarks

- Transportation mode shift targets: the Regional Transportation Plan established a mode share target of 42% for active transportation and transit combined for the region by 2038, based on 15% walking, 15% cycling and 12% transit. The Victoria Regional Transit Commission increased the transit mode share target to 15% in 2020, increasing the regional target to 45%.
- New public electric vehicle (EV) charging infrastructure target: 770 public Level 2 EV charger ports and 132 Direct Current Fast Charging (DCFC) ports by 2030
- Regional EV registrations: provided for context, no explicit target in place.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Total trips made by walking, cycling and transit in the Growth Management Planning Area <sup>1</sup>	Quantity	26.6%	TBC	N/A	↗
2	New public EV charging infrastructure installed across the region: Level 2 ports/ DCFC ports <sup>2</sup>	Quantity	296 / 35	400 / 37	500 / 45	↗
3	Regional EV registrations <sup>3</sup>	Quantity	2.5%	3%	7%	↗

<sup>1</sup> Indicator details are available in the [Regional Growth Strategy indicator report](#); data is collected every five years through the CRD Origin and Destination Household Survey, last update completed in 2017

<sup>2</sup> Data from the [Electric Charging and Alternative Fuelling Stations Locator \(canada.ca\)](#)

<sup>3</sup> EVs as a percentage of all vehicles registered with ICBC in the capital region; data collected and provided by ICBC.

### Discussion

- Metric 1: Targets included in Regional Transportation Plan.
- Metric 2: Target from Capital Region EV Infrastructure Roadmap (2021). Forecast assumes implementation of the CRD EV Infrastructure Regional network, Saanich and Victoria EV network.

## GOAL 6C: LOW CARBON & RESILIENT BUILDINGS & INFRASTRUCTURE

### Targets & Benchmarks

- Natural gas consumption: provided for context, no explicit target in place.
- Natural gas connections: provided for context, no explicit target in place.
- Fossil fuel heated homes sold in the region: provided for context, no explicit target in place.
- Home Energy Navigator participation: provided for context, no explicit target in place.
- Home Energy Navigator supported retrofits: the business case for the Navigator program targeted 1,000 per year of operation.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Regional natural gas reported consumption <sup>1</sup>	Quantity	7.4 PJ	7.8 PJ	7.4 PJ	↘
2	Regional Fortis BC gas connections <sup>2</sup>	Quantity	60,260	61,000	60,000	↘
3	Fossil fuel heated homes sold in the capital region <sup>3</sup>	Quantity	31.1%	30.5%	30%	↘
4	Home Energy Navigator participation <sup>4</sup>	Quantity	164	600	1,500	↗
5	Home Energy Navigator low carbon retrofits <sup>5</sup>	Quantity	0	400	1,000	↗

<sup>1</sup> Total natural gas consumed annually in the capital region; data collected and provided by the Province of BC.

<sup>2</sup> All gas connections active in the capital region in any given year; data collected and provided by the Province of BC.

<sup>3</sup> Oil, propane and natural gas heated homes in the capital region; data provided by the Victoria Real Estate Board.

<sup>4</sup> Annual total Home Energy Navigators participants; data collected and provided by City Green Solutions and CRD Climate Action Program.

<sup>5</sup> Annual retrofit projects supported by the Home Energy Navigator; data collected and provided by City Green Solutions and CRD Climate Action Program.

### Discussion

- Metric 5: the CRD launched the regional Home Energy Navigator Program in November 2022. Participation includes anyone who accessed the program for support during the term.
- Metric 6: Low carbon retrofits/conversion is a lagging indicator.

## GOAL 6D: COMMUNITY-BASED GREENHOUSE GAS EMISSIONS

### Targets & Benchmarks

The metrics included provide community and corporate Greenhouse Gas (GHG) reduction results.

- The CRD Board set a target to decrease community GHG emissions by 33% from 2007 levels by 2020, and 61% by 2038.
- The CRD has a target to decrease corporate GHG emissions by 45% from 2007 levels by 2030, and net-zero by 2050.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Community GHG emissions	Quantity	1.85m	N/A	N/A	↘
2	Corporate GHG emissions	Quantity	2,845	2,720	2,500	↘

<sup>1</sup> Tonnes of CO<sub>2</sub> emissions generated by community activities; data from Regional GHG Inventory Study (Stantec, 2023)

<sup>2</sup> Tonnes of CO<sub>2</sub> emissions generated by CRD operations; data from CRD 2022 Climate Action Progress Report

### Discussion

- Metric 1: Includes emissions sources such as stationary energy, transportation, waste, industrial process and product use, agriculture, forestry and other land use. Inventories completed every two years.
- Metric 2: Does not include waste processing emissions from Hartland Landfill nor Capital Region Housing Corporation. The 2023 drop in emissions is expected thanks to the Green Fleet policy which enabled the purchase of EVs when they have demonstrated a lower total cost of ownership.

## 07 Business Model

<b>PARTICIPANTS</b>	All municipalities and electoral areas
<b>FUNDING SOURCES</b>	Requisitions and grants
<b>GOVERNANCE</b>	<u><a href="#">Environmental Services Committee</a></u>

**REPORT TO FIRST NATIONS RELATIONS COMMITTEE  
MEETING OF WEDNESDAY, SEPTEMBER 27, 2023**

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**SUBJECT**     **Service Planning 2024 – First Nations Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the First Nations Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The First Nations Community Need Summary is attached as Appendix A. The desired outcome is strong relationships with First Nations based on trust and mutual respect, partnerships and working together on shared goals.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The First Nations Relations Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – First Nations, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The First Nations Relations Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – First Nations, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all initiative business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance two new initiatives for the First Nations Community Need that have financial implications for 2024, as shown in Table 1. The initiatives advance Board or Corporate Plan Priorities.



Table 1. First Nations Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
15a-1.1 Government-to-Government relationships building	2024–2028	-	\$250,000	Requisition
15a-1.2 First Nations Relations Staffing	2024–ongoing	1 New Ongoing	\$82,633	Requisition

The information in Table 1 reflects the initiative business case costs which ELT reviewed as part of their annual assessment of initiatives.

### **15a-1.1 Government-to-Government Relationship Building**

Many Nations in the region have identified capacity funding as a critical component to building respectful intergovernmental relationships. The CRD has received several direct funding requests from local First Nations in the past year, to support Nations in responding to CRD requests for input and participating in CRD initiatives.

The CRD Board approved a one-time budget increase of \$250,000 in 2023 as capacity funding to support government-to-government relationship building with those Nations with whom the CRD is already engaged in ongoing dialogue related to CRD service delivery, where the CRD has or is actively negotiating service agreements or traditional use agreements. Outcomes from this initiative are anticipated to include requests from First Nations for ongoing capacity funding to support regular intergovernmental meetings.

Initiative 15a-1.1 looks to continue this work and seeks to increase the core budget by \$250,000 annually until 2028 as capacity funding to support ongoing relationship building while longer-term requests are considered.

### **15a-1.2 First Nations Relations Staffing**

First Nations, the Province, and the CRD Board all have increasing expectations regarding First Nations engagement and collaborative decision-making across service delivery planning, operations, and governance. To implement reconciliation-related Board Priorities and to stay responsive to the changing legal context will require increasing capacity to effectively support and advise across CRD Divisions, to provide oversight to numerous First Nations engagement initiatives, and to coordinate an increasing number of ongoing meetings and negotiations with Nations.

Initiative 15a-1.2 seeks to create one new regular ongoing position in the First Nations Relations Division to increase capacity in the team to support this critical work. Note that the cost of the new position for 2024 reflects a half year implementation of that role. The full impact of the position on an ongoing basis will be reflected in the 2025 budget. One additional position is planned for 2025; further information will be submitted for Board approval next year.

## **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

## **RECOMMENDATION**

The First Nations Relations Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – First Nations, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Caitlyn Vernon, MES, Manager, First Nations Relations
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

## **ATTACHMENT**

Appendix A: Community Need Summary – First Nations

15

## First Nations



Strong relationships with First Nations based on trust and mutual respect, partnerships and working together on shared goals

### 01 Strategy

#### STRATEGIES & PLANS

- › [Special Task Force on First Nations Relations](#)
- › [Statement of Reconciliation](#)
- › [Climate Action Strategy](#)
- › [Regional Food & Agricultural Strategy](#)
- › [Regional Growth Strategy](#)
- › [Regional Housing Affordability Strategy](#)
- › [Regional Parks & Trails Strategic Plan](#)
- › [Regional Water Supply Strategic Plan](#)
- › [Corporate Asset Management Strategy](#)

#### CORPORATE PLAN GOALS

- 15a Government-to-government relationships
- 15b Indigenous leadership & traditional knowledge
- 15c Shared prosperity

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Developed and launched the South Island Indigenous Business Directory, in collaboration with the Greater Victoria Harbour Authority, South Island Prosperity Partnership, City of Victoria, Greater Victoria Chamber of Commerce, and Animikii.
2. Government-to-Government Relationship Building Initiative launched; initial meetings underway.
3. Cultural Perspectives Training for Board and for new staff.
4. Released Indigenous Employment Project reports, and collaborated with Human Resources & Corporate Safety Division on a staffing request for 2024 service planning as the first step to implementing the report recommendations (please see People Community Need Summary for more information).
5. Strengthened relationships with First Nations around the conservation and protection of heritage sites.
6. Training and awareness sessions with CRD staff, commissions, contractors and volunteers to support understanding and compliance with provincial and CRD heritage management processes.
7. Supported Regional Parks to implement a new notification process prior to land acquisitions
8. Released a Working with Indigenous Elders guidance document for CRD staff.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- Increasing requests from First Nations for direct government-to-government meetings with CRD decision-makers, and to have a say in all decisions that impact their traditional territories.
- First Nations are requesting the development of Memorandums of Understanding, partnership agreements, and communications frameworks to guide how we work together. Often with funding requests to support this engagement.
- Increasing requests from First Nations for quarterly staff-level meetings and project information.
- Scope and scale of engagement is creating the need for a new organization-wide systematized approach to tracking action items, communications and information sharing with Nations.
- For projects requiring provincial or federal approvals, formal consultation of First Nations is required, involving detailed tracking.
- Increasing interest from CRD divisions to involve First Nations in collaborative process on plans and projects, yet without a corporate strategic engagement framework to guide culturally safe and respectful mechanisms, timelines and capacity funding for engagement. There is a risk of harming relationships where there is an abundance of requests without adequate timelines or mechanisms to incorporate First Nations input.
- High priority from the province to finalize treaties in the region, with items that intersect with CRD services/interests still to be negotiated. Added request for the CRD to also participate in Recognition of Indigenous Rights and Self-Determination negotiations between First Nations and the provincial and federal government.

- As corporate and region-wide efforts to support reconciliation with First Nations continue, and as the number of requests from First Nations increase, additional capacity within the CRD and within First Nations will likely be required to support continued efforts.
- Increased interest from non-Indigenous community members in restoration of Indigenous place names, signage and other symbols of reconciliation. This needs to be approached carefully in areas of shared territory amongst multiple Nations, so that the CRD is not arbitrating territorial boundaries.
- Many CRD staff are open to cultural competency trainings and to adapting their workflow to accommodate new ways of collaborating with First Nations, however require support from First Nations Relations to do so.
- Heightened interest from First Nations regarding CRD land acquisition.
- Heightened scrutiny from First Nations regarding heritage site protection in the context of land-altering works. Increased interest in co-development of heritage management protocols and policy. Increasing interest in field participation of First Nations' staff during project work (cultural monitors, Guardians, field technicians).
- Implementation of the Declaration on the Rights of Indigenous Peoples Act Action Plan is anticipated to impact the delivery of regional, sub-regional and local services by the CRD, with details still to be determined.
- Provincially-funded initiative to explore inclusion of First Nations on regional district boards.
- Heightened scrutiny on how CRD Board and staff are translating reconciliation commitments into meaningful action, in the context of societal shifts towards increasing diversity, equity and inclusion.
- Increasing expectation of cultural safety for Indigenous employees and contractors, for approaches to First Nations' relations, and for Indigenous peoples interacting with CRD staff and services, pose reputational and relationship risks. For example around Indigenous cultural use and traditional practices in parks.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.027 First Nations Relations

### STAFFING COMPLEMENT

First Nations Relations Division: **4.0 FTE (including 2 Managers, 1 Advisor, and 1 Administrative Support)**

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#### 1. LEADERSHIP VISION

##### Description

Support the Board Priority through facilitating opportunities to build government-to-government relationships between Board Directors and First Nations' elected leadership.

##### What you can expect from us

- ▶ Advance inclusive governance across CRD
- ▶ Identify opportunities for gatherings or events
- ▶ Provide updates to committee on the progress of various items related to Board Priority
- ▶ Provide cultural perspectives training and coaching for Board Directors

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#### 2. EMERGENT ISSUES & OPPORTUNITIES

##### Description

Explore, develop, and action areas of common interest with First Nations through seeking Board direction while working closely with First Nations and affected CRD Divisions.

##### What you can expect from us

- ▶ Respond to and work to help coordinate activities related to requests from First Nations
- ▶ Participate in Treaty and Recognition of Indigenous Rights & Self-Determination processes
- ▶ Liaise with provincial and/or federal staff to discuss items and areas of opportunity

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<sup>1</sup> Service budget(s) listed may fund other services

### 3. INTERNAL DEPARTMENTAL SUPPORT

#### Description

Support, advise and train CRD planning & operations across all service areas to explore and improve internal approaches, processes and protocols for working with First Nations.

#### What you can expect from us

- ▶ Provide training and support to CRD divisions to ensure implementation of the Protection and Conservation of Heritage Sites Policy
  - ▶ Provide support to CRD divisions looking to engage First Nations on planning, activities, initiatives, field visits and regulatory referrals
  - ▶ Respond to requests from CRD divisions and offer advice on clear, concise intergovernmental communication.
  - ▶ Deliver a Cultural Perspectives training program to new staff and identify opportunities for ongoing education for all staff
  - ▶ Collaborate with Human Resources & Corporate Safety to develop and implement an Indigenous Employment Strategy
  - ▶ Support CRD divisions in their meetings with First Nations
  - ▶ Participate in and/or negotiate agreements with First Nations
  - ▶ Collaborate with CRD divisions to develop and implement a Reconciliation Action Plan
- 

### 4. EXTERNAL FIRST NATIONS SUPPORT

#### Description

Directly engage First Nations on a range of projects, initiatives, and activities to build and maintain relationships with First Nations.

#### What you can expect from us

- ▶ Participate in First Nations' community events and gatherings
- ▶ Support First Nations to access information on CRD activities and processes
- ▶ Listen to and work to understand the interests and activities of First Nations and share this information with CRD divisions
- ▶ Identify opportunities to support and participate in First Nations' initiatives and events
- ▶ Participate in Te'mexw Treaty main table discussions and implementation of treaty related projects at the request of First Nations

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
<b>15a-1</b> Seek First Nations' guidance on understanding, developing, and implementing new mechanisms to support ongoing government-to-government relations at the leadership and operational levels <b>▶ NEW IBC 15a-1.1</b> Government-to-Government relationships building <b>▶ NEW IBC 15a-1.2</b> First Nations Relations Staffing	2024-2028  2024-ongoing	\$250K requisition  \$82,633K requisition    1 New Ongoing (6 months in 2024)
<b>15a-2</b> Collaborate with First Nations and the province to support inclusive governance by advancing First Nations participation in regional district boards	Ongoing	-
15a-3 Partner with First Nations to develop, monitor and report out on an organization-wide Reconciliation Action Plan	Planned for 2025	-
<b>15b-1</b> Offer ongoing learning opportunities for staff and Board Directors to build awareness and understanding of Indigenous perspectives, law, and systems of governance	Ongoing	-
<b>15b-2</b> Seek out and invite opportunities for Indigenous leadership and knowledge to inform and transform approaches to taking care of land and water, across CRD service delivery areas	Ongoing	-
<b>15b-3</b> Engage First Nations to collaboratively develop inclusive approaches to land acquisition that respects Indigenous rights and strengthens government-to-government relationships	2024-ongoing	-
<b>15c-1</b> Increase the number of economic partnerships with First Nations, across CRD service delivery areas	Ongoing	-



## 06 Performance

### GOAL 15A: GOVERNMENT-TO-GOVERNMENT RELATIONSHIPS

#### Targets & Benchmarks

First Nations are requesting direct government-to-government relationships with CRD decision-makers, with associated mechanisms such as Memoranda of Understanding (MOU), capacity funding and inclusion on the regional district board.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Government-to-government meetings involving CRD and First Nations leadership <sup>1</sup>	Quantity	3	10	12	↗
2	CRD governance tables open to First Nations as voting participants <sup>2</sup>	Quantity	13	13	14	↗
3	Government-to-governments agreements between the CRD and First Nations <sup>3</sup>	Quantity	2	3	5	↗

<sup>1</sup> Number of government-to-government meetings between CRD Directors and First Nations elected leadership. Information collected by First Nations Relations.

<sup>2</sup> Number of Standing Committees and other governance tables where First Nations have the opportunity to attend as voting participants, whether or not they are currently attending. Information collected by First Nations Relations, with input from other divisions.

<sup>3</sup> Number of active government-to-government agreements such as MOUs. Information collected by First Nations Relations.

#### Discussion

With the launch of the Government-to-Government Relationship Building Initiative, it is anticipated that meetings between CRD Directors and First Nations' leadership will continue to increase into 2024. MOUs or other government-to-government agreements are anticipated to increase as a result of this initiative.

First Nations have seats available on the Core Area Liquid Waste Management Committee, the Saanich Peninsula Water Commission, Port Renfrew Utility Services Committee, and the East Sooke Fire Protection and Emergency Response Service Commission. In addition, in 2021 the CRD Board amended its bylaws to create spaces for each Nation to appoint an elected representative to sit as a First nation Member on CRD Standing Committees, including Environmental Services, First Nations Relations, Planning and Protective Services, Regional Parks, Governance, Finance, Transportation, Hospitals and Housing, and Electoral Areas. There has been very limited uptake from the Nations at least in part due to a preference to be in a decision-making capacity on the regional district Board instead. The provincial government is currently exploring opportunities for more inclusive governance on regional district boards.

## GOAL 15B: INDIGENOUS LEADERSHIP & TRADITIONAL KNOWLEDGE

### Targets & Benchmarks

Inviting, respecting and incorporating Indigenous leadership and traditional knowledge through engagement and ongoing learning opportunities will enhance CRD initiatives and strategies by informing and transforming approaches to taking care of land and water.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
4	Agreements with First Nations related to taking care of land and water <sup>4</sup>	Quantity	2	2	3	↗
5	Planning and operations initiatives actively engaging First Nations <sup>5</sup>	Quantity	18	37	38	↗
6	Learning opportunities: Indigenous perspectives <sup>6</sup>	Quantity	30	10	11	→

<sup>4</sup> Number of agreements with First Nations related to taking care of land and water, such as Access Agreements and Traditional Use Agreements. Information collected by First Nations Relations with input from other divisions.

<sup>5</sup> Number of planning & operations initiatives actively engaging First Nations (each initiative may involve multiple Nations). Does not include regulatory referrals. Information collected by First Nations Relations with input from other divisions.

<sup>6</sup> Number of opportunities for CRD staff and/or Board to learn directly from First Nations, e.g. through trainings, gatherings, or presentations. Does not include site visits. Information collected by First Nations Relations.

### Discussion

Agreements refer to Traditional Use Agreements, Access Agreements, or other formal arrangements with First Nations related to access to, and stewardship of, land and water. Engagement with First Nations for any given planning or operations initiative may include a variety of meetings, review of documents, site visits, and in-field collaborations between CRD staff and First Nations' staff (including lands managers, cultural workers, Guardians, field technicians, referral officers, administrators). These initiatives include such things as updating the Regional Parks and Trails Strategic Plan, Regional Parks management plans, Juan de Fuca land use planning, Liquid Waste Management Plans, Emergency Management Plans and invasive species removal. The number will depend on the scope of active CRD initiatives and as such may fluctuate each year.

Ongoing learning opportunities for staff and Board Directors will build awareness and understanding of Indigenous perspectives, laws, and systems of governance. These opportunities include trainings, gatherings, lunch & learns, and the Forum of All Councils. Metrics reflect the extra cultural competency training sessions held in 2022 in an effort to reach all staff.

## GOAL 15C: SHARED PROSPERITY

### Targets & Benchmarks

Economic reconciliation has been identified as a critical interest of First Nations and an area of opportunity within CRD services. These relationships are often detailed through services agreements. Metrics around procurement from Indigenous businesses could be considered in future.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
7	Service agreements with First Nations <sup>7</sup>	Quantity	13	14	15	↗
8	Economic initiatives involving First Nations <sup>8</sup>	Quantity	4	5	6	↗

<sup>7</sup> Total number of active or honoured service agreements with First Nations. Information collected by First Nations Relations, with input from other divisions.

<sup>8</sup> Number of active initiatives geared to enhancing economic opportunities for First Nations, not including procurement. Includes planning & operations initiatives that include economic opportunities. Information collected by First Nations Relations, with input from other divisions.

### Discussion

Economic initiatives refer to the development and launch of the South Island Indigenous Business Directory, housing initiatives, sharing of natural resources such as wood and gravel, and the release of the CRD Indigenous Employment Project final reports, which set the stage for the development of a CRD Indigenous Employment Strategy.

In addition to measuring the number of signed service agreements, measuring the number of contracts awarded to Indigenous businesses would be a valuable indicator of increasing support for First Nations' economic opportunities over time. Currently the CRD does award a number of contracts to Indigenous businesses, including contracts for cultural workers as part of land altering works and a Regional Parks contract with T'Sou-ke to operate the Sooke Potholes Campground. Corporate-wide Indigenous procurement is not tracked at this time; doing so would be a good indicator of progress towards this priority however would require more centralized procurement support.

Offering capacity funding to First Nations can be seen as both an operational statistic, reflecting new ways of doing business and supporting government-to-government relationship building, and a performance metric, as it uplifts the capacity of First Nations to engage with CRD service delivery in meaningful ways. Staff are working towards a way to measure capacity funding organization-wide.

## 07 Business Model

<b>PARTICIPANTS</b>	All 13 municipalities and three electoral areas
<b>FUNDING SOURCES</b>	Requisition
<b>GOVERNANCE</b>	<a href="#"><u>First Nations Relations Committee</u></a>

**REPORT TO HOSPITALS AND HOUSING COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 04, 2023**

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**SUBJECT**     **Service Planning 2024 – Housing & Health Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Housing & Health Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Housing & Health Community Need Summary is attached as Appendix A. The desired outcome is that residents have access to affordable housing and improved health facilities that enhances livability.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Hospitals and Housing Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Housing & Health, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Hospitals and Housing Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Housing & Health, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

Staff are proposing to advance six new initiatives for the Housing & Health Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority; and
2. operationalizing capital investments.

Table 1. Housing & Health Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
5a-1.1 Capital Project Delivery	2023-2028	1 Term Converted 2.5 New Term	\$551,000	Capital & Requisition
5a-1.2 Maintaining CRHC Operations	2024-ongoing	2 New Ongoing 1 Term Extended	\$560,000	Fee-for-service & Other
5a-2.1 Housing Opportunity Innovation & Outcomes Analysis	2024-ongoing	1.5 New Ongoing 1 New Term	\$352,000	Requisition & Other
5b-1.1 Improving Existing Housing Stock	2023-2028	1 Term Extended 1 New Term	\$297,000	Reserve & Requisition
5c-1.2 Reaching Home Term Extensions	2024-2029	4 Term Extended	\$319,000	Grant
5f-1.1 Health Communities Planner	2024-2027	1 Term Extended	\$138,000	Requisition & Grant

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### 5a-1.1 Capital Project Delivery

Since 2018, the volume of projects and opportunities has grown considerably in response to the increased need for new affordable housing in the region. The Capital Region Housing Corporation (CRHC) is exploring opportunities to increase the regional housing stock and initiate projects through various programs including BC Housing's Building BC: Community Housing Fund. Staff are also pursuing grant funding opportunities through the Canadian Mortgage and Housing Corporation and Federation of Canadian Municipalities.

In addition to the nine active projects outlined in the CRHC's Major Capital Plan 2023-2027, six additional properties with significant development and redevelopment potential have been identified and are being targeted for grant funding applications in late 2023.

The staffing complement that supports this considerable program of work is at capacity. Allocating the appropriate staff resources to support each major capital project is paramount to increasing the delivery of affordable, attractive, inclusive, sustainable housing on time, and within budget and scope. A lack of staffing capacity would result in current projects not receiving adequate oversight and attention, and missed future opportunities, including potential partnerships, funding opportunities and the redevelopment of existing CRHC stock.

Initiative 5a-1.1 seeks to increase the staffing complement in the Regional Housing Division to maintain the service level to keep up with this growing portfolio. It seeks to convert an existing Term position to a regular ongoing role and to create two additional three-year term positions. An additional part-time (0.5 FTE) Term position in the Financial Services Division is also being sought to support the necessary enhanced levels of capital financial modelling, planning and cash flow analysis, among many other activities.

### **5a-1.2 Maintaining CRHC Operations**

As the largest social housing provider on Vancouver Island and one of the largest in BC, the CRHC delivers affordable, attractive, inclusive, and sustainable affordable rental housing. The primary activities of this work are the day-to-day management and operations of what will be 53 properties and more than 2,000 units by 2024.

The CRHC will be opening and operating 97 new units across two buildings at Michigan Square in Q1 2024. This will be followed by at least five more building openings, with a total of 695 new units, in the three years following that.

Initiative 5a-1.2 seeks to increase staff capacity in the Regional Housing Division to maintain operational requirements, meet regulatory and legislative obligations and ensure compliance with the terms of the various funding agreements supporting operations moving forward. It seeks to extend one existing Rental Assist Term position to support the renting out of units, and to create two new regular ongoing positions to manage and operate the Michigan Square building. Additional positions are planned for 2025 and beyond to continue supporting the operational requirements of future buildings.

### **5a-2.1 Housing Opportunity Innovation and Outcomes Analysis**

Through the 2023-2026 Board Priorities, the CRD Board has directed staff to “increase the supply of affordable, inclusive and adequate housing in the region”. To advance this work, additional policy expertise is required in the Regional Housing Division focused on partnerships and program design, as well as support for administrative activities which have grown in step with operational activities.

Initiative 5a-2.1 seeks to increase an existing part-time (0.5 FTE) ongoing Administrative Coordinator position to a full-time position. It also seeks to create one new regular ongoing Planning Assistant position and one new two-year Policy Analyst/Planning Assistant Term position. The latter position will be funded through a grant and be focused on rural and remote housing.

### **5b-1.1 Improving Existing Housing Stock**

The CRHC’s primary activities are the day-to-day management of subsidized and affordable housing for residents who currently live in 52 housing complexes across eight municipalities totalling over 1900 units and providing homes for almost 4,000 tenants.

All buildings that are owned or operated by CRHC (except for five buildings) are subject to an operating agreement. The buildings that do not have operating agreements are still maintained to the same operating standards as the buildings with operating agreements. CRHC has obligations under the operating agreements with BC Housing, Canada Mortgage and Housing Corporation and Homes BC relating to operation, maintenance, and management of the properties.

Currently, CRHC’s minor and major capital procurements are carried out by two separate work areas that do not overlap with workflow, direction or process. Additionally, while CRHC staff have the expertise in building design, procurement, construction, and project management to deliver



initiative 5b-1.1, the team lacks the required capacity from a strategic, financial, and operational perspective to actively pursue new building envelope remediation projects through various funding channels.

Initiative 5b-1.1 seeks to extend an existing Term position by five years and create a new five-year Administrative Clerk position to take on the administrative functions of this work area and support procurement work related to minor capital procurement for the existing housing stock thereby freeing up existing staff capacity to focus on value-add activities.

### **5c-1.2 Reaching Home Term Extensions**

The Reaching Home Program supports a broad range of efforts to address homelessness needs of communities across Canada. It is a critical component of Canada's Homelessness Strategy.

The CRD, on behalf of the Government of Canada, administers the Reaching Home Program in the capital region. In support of this responsibility, the CRD entered a five-year (2019–2024) Funding Agreement where the CRD is identified as the Community Entity charged with administering federal funds. The CRD allocates resources directly into the community and provides systems planning and program administration.

It is expected that the Government of Canada will engage the CRD for a new five-year Funding Agreement for 2024–2029. Initiative 5c-1.2 seeks to extend four five-year Term positions which are necessary to effectively administer the Reaching Home Program. The positions include two Administrative Coordinators, a Clerk and a Planning Analyst. These positions are directly responsible for providing the systems planning work and the administrative and reporting activities associated with fulfilling the CRD's responsibilities as Community Entity and is funded through the Reaching Home Grant.

### **5f-1.1 Healthy Communities Planner**

There have been significant changes in the community health and wellbeing landscape in the capital region (e.g., decriminalization and community safety). The CRD currently employs a Healthy Communities position on a Term basis in the Health & Capital Planning Strategies Division. This position is responsible for supporting community health and wellbeing through policy and planning, public health bylaws and education and for facilitating knowledge mobilization and partnerships with a range of stakeholders across the region.

Initiative 5f-1.1 seeks to extend the Healthy Communities Planner term position by another three years to ensure this important work continues unimpeded. It is anticipated that grant funding will be received to support this work. A onetime increase to the core budget of \$50,000 for the Health & Capital Planning Strategies Division is included to deliver the Board directed priority of supporting action toward a community safety plan for the capital region.

## **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

**RECOMMENDATION**

The Hospitals and Housing Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Housing & Health, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Don Elliott, MUP, Senior Manager, Regional Housing
Submitted by:	Michael Barnes, MPP, Senior Manager, Health & Capital Planning Strategies
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Community Need Summary – Housing & Health

## 5

## Housing & Health



Residents have access to affordable housing and improved health facilities that enhances livability

### 01 Strategy

#### STRATEGIES & PLANS

- › [Regional Housing Affordability Strategy](#)
- › [Regional Growth Strategy](#)
- › [Southern Gulf Islands Housing Strategy](#)
- › [Future Housing Priorities & Partnerships White Paper](#)
- › [Capital Regional Hospital District 10-Year Capital Plan](#)

#### CORPORATE PLAN GOALS

- 5a Increase the supply of affordable housing across the region
- 5b Protect & maintain non-market & market rental housing stock
- 5c Regional response to homelessness
- 5d Better regional housing data to support evidence-based decision making & community understanding
- 5e Provide the local share of health capital infrastructure
- 5f Support health through public health bylaws & education
- 5g Facilitate knowledge mobilization & partnerships to support community health & healthy public policy

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Housing: Opening of Charters – February 2023 (M’akola Housing) under the Regional Housing First Program (RHFP) and the Regional Housing Trust Fund (RHTF).
2. Housing: Opening of Prosser Place – April 2023 under the RHFP and RHTF.
3. Housing: Opening of Aurora (Pacifica Housing) – June 2023 under the Rapid Housing Initiative (RHI).
4. Housing: Opening of Catherine Street (Aboriginal Coalition to End Homelessness) and Albina Street (Our Place Society) – March 2023 under the RHI.
5. Housing: Point in Time Count Report – August 2023.
6. Housing: Issued a Call for Proposals for additional sub-projects under the Reaching Home Program: Canada’s Homelessness Strategy – July 2023.
7. Housing: RHI Round 3 Announced November 2022, anticipate project announcement in 2023.
8. Health: The Capital Regional Hospital District (CRHD) has completed the demolition of Oak Bay Lodge and undertaken several rounds of community engagement toward the planning and redevelopment of Oak Bay Lodge. This is a high priority project in the capital region.
9. Health: A new Long Term Care project was announced in Royal Bay and represents a partnership between Island Health and the CRHD. CRHD will provide the land and cost share at 30 percent of capital costs. This is an exciting upcoming initiative, and the planning work is underway with Island Health.

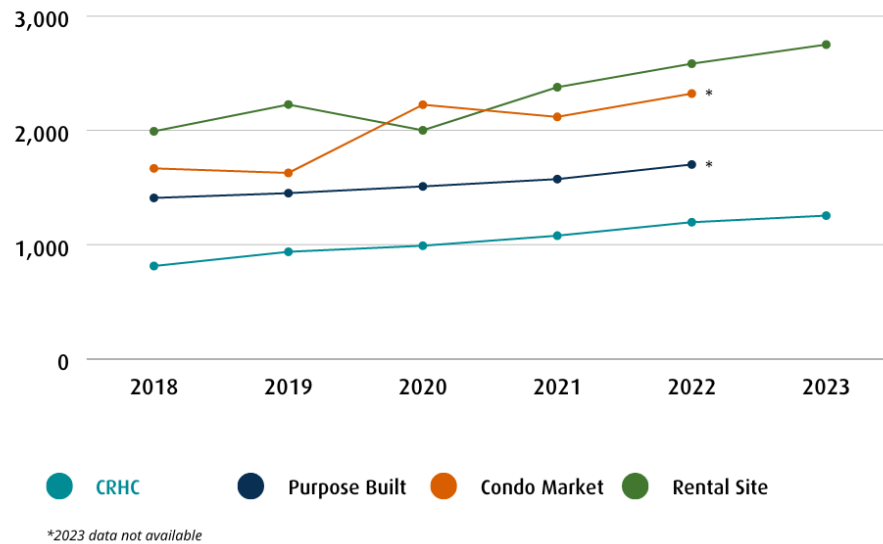
### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- Housing: Changing rental housing market dynamics related to the continued negative economic impacts of COVID (e.g., higher vacancy rates, rent increase limitations), supply chain pressures, and inflation.
- Housing: Anticipate increased demand for affordable housing product due to continued escalation of rental prices in the region.
- Housing: Significant increases in the costs of acquiring property for affordable housing projects.
- Housing: Increased project administration and oversight.
- Housing: Increase in funding available through various streams with considerable administrative demands and pressing timelines.
- Housing: Increase in competition for available funds in support of development.
- Housing: More units coming online impact on future staffing requirements.
- Housing: Increased complexity and number of funding applications required to support increased development costs.
- Housing: Increasingly specialized roles in support of service delivery and tight employment market for specific roles.
- Housing: Difficulty in staff recruitment and retention.

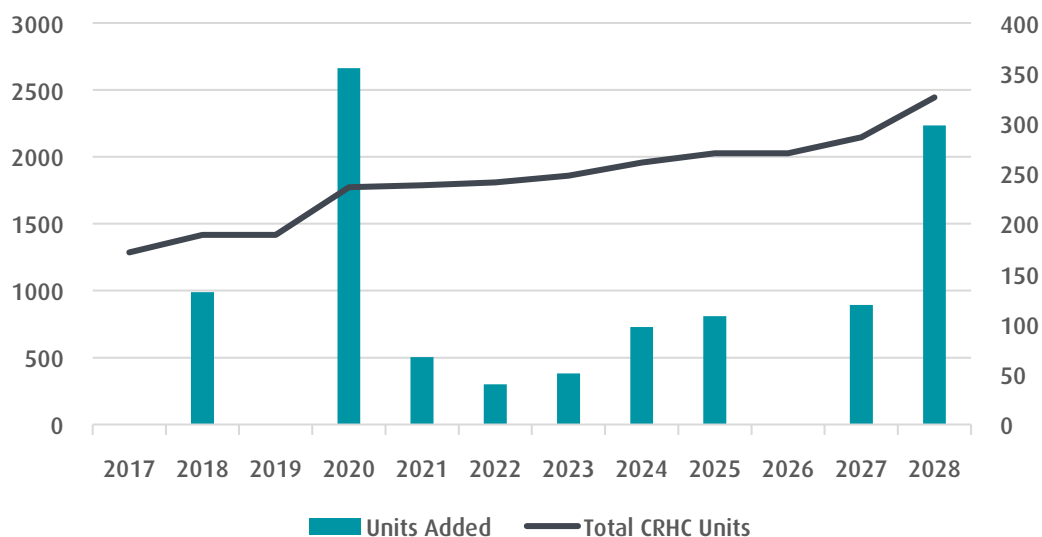
- Housing: This service area is also heavily impacted by the availability and nature of provincial and federal programs as senior-level governments play a key role in funding and shaping the non-profit housing sector (e.g., [National Housing Strategy](#), [Homes for B.C.: A 30-Point Plan for Housing Affordability in British Columbia](#)).
- Health: There are continued investments needed for health facility upgrades, replacement and/or expansion projects, as well as medical equipment throughout the capital region.
- Health: Island Health has identified primary, community, and long-term care as priorities and a major focus. This includes both replacement and new beds in long-term care.
- Health: The division needs to be able to respond to emerging opportunities, such as developing existing land holdings and new strategic land acquisition, for future health-related facilities to meet future demands across the region.
- Health: Island Health continues to balance priorities that are broader than the Capital Regional District (CRD) which can delay the implementation of local priorities and resulting projects.

## OPERATIONAL STATISTICS

Up to the end of Q3 2023, the average cost of a CRHC 2-bedroom unit was \$1,251/month, which is \$1,499/month less than the average at the end of Q3 2023 for those posted on a rental site.



The CRD/CRHC delivered 645 units between 2018 and 2023. The CRHC is forecasting a minimum of 622 units from 2024 to 2028. Considerable additional staffing resources will be required to support the delivery and operation of these units over the coming years. Additionally, efforts to ensure a scalability of corporate infrastructure and processes will be a key focus in coming years.



## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Housing and the Capital Region Housing Corporation

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.30 Land Banking & Housing (Regional Housing)
- › 1.311 Regional Housing Trust Fund

#### 1. CAPITAL REGION HOUSING CORPORATION (CRHC)

##### Description

Wholly owned subsidiary of the CRD, develops, manages and promotes affordable housing for low- and moderate-income families, seniors and persons living with disabilities. The CRHC currently owns and operates 1,860 units of housing across 52 properties and has 255 new units under construction and 559 units in pre-construction and development. In addition, the CRHC manages 65 units in three buildings on behalf of third parties.

##### What you can expect from us

- ▶ Operational management of units, adjusting service delivery needs as required.
- ▶ Property management of 65 units for third party owners.
- ▶ Asset management: ongoing delivery of Routine Capital Plan and building envelope remediation of Carey Lane.
- ▶ Contract management of Umbrella Operating Agreement with BC Housing.

##### Staffing Complement

Regional Housing Division: **51 FTE (includes Managers and Administrative Support) + leadership support**

#### 2. PLANNING & DEVELOPMENT AND CAPITAL CONSTRUCTION

##### Description

Supports all planning and development processes related to achieving the approval of CRHC projects by municipal authorities and other approval bodies. Facilitates the capital construction of all CRHC projects and supervises the construction of RHFP projects that will be acquired by the CRD/CRHC for operations.

<sup>1</sup> Service budget(s) listed may fund other services.

### What you can expect from us

- ▶ Fulfill the CRHC mission to develop affordable housing within the capital region through review and analysis of existing residential assets to identify opportunities for redevelopment or renewal.
- ▶ Further the regional priorities of the CRD Board through collaboration and development of strategic partnerships to enable the planning, design and construction of new affordable housing units within the capital region in a manner that is environmentally, socially and financially responsible.
- ▶ Responsible for early feasibility, site analysis, conceptual design development and coordination of municipal approvals required to progress new affordable housing developments to the construction stage.
- ▶ Identifies and secures new and continued funding sources to allow for the continued development of new affordable housing units in the capital region.
- ▶ Evaluates and recommends to the CRD/CRHC Board of Directors opportunities for new land acquisitions or air space parcel leases to further the vision and mission of the CRHC to provide additional affordable housing to low- and moderate-income residents of the capital region.
- ▶ Supporting the ongoing delivery of 255 units under construction and 559 units in pre-construction and planning.

### Staffing Complement

Regional Housing: **10 FTE (includes Managers and Administrative Support) + leadership support**

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## 3. HOUSING PLANNING, POLICY & PROGRAMS (HP3)

### Description

Facilitates the development of affordable housing through collaboration with other levels of government, community and housing agencies, private development industry, and other funders in accordance with the Regional Housing Affordability Strategy (RHAS). HP3 acts as the Community Entity for the Government of Canada on the Reaching Home Program (RHP), administers funds under the Rapid Housing Initiative (RHI), Regional Housing First Program (RHFP), and the Regional Housing Trust Fund (RHTF), stewards applications to the Canada Mortgage and Housing Corporation (CMHC) Affordable Housing Innovation Fund (Innovation Fund), and manages/supports the region's Housing Agreement Program (HAP) and Service Agreements with non-profit societies.

### What you can expect from us

- ▶ Support continued implementation of the RHAS and Southern Gulf Island Affordable Housing Strategy.
- ▶ Supports efforts to advance the Future Housing Priorities and Partnership work.
- ▶ Review and process required Letters of Intent and proposals for the RHFP and RHTF.
- ▶ Administer the RHI as required.
- ▶ Support applications to the Innovation Fund where and when required.
- ▶ Renew and manage the Alliance to End Homelessness (AEH) and Aboriginal Coalition to End Homelessness Service Agreements.
- ▶ Administer Housing Agreements.



- ▶ Issuing quarterly Request for Proposals to non-profit and private developers for the RHFP.
- ▶ Acquiring, developing and building housing in accordance with the RHFP Framework and, where appropriate, transitioning CRD owned housing to the CRHC for operations.
- ▶ Manage and administer the RHP – Designated Communities Funding Stream to support efforts to respond to and prevent homelessness in the region.
- ▶ Advance efforts to implement a Coordinated Access and Assessment Process (CAA) and a Homeless Management Information System (HMIS).

### Staffing Complement

Regional Housing: **7 FTE (includes Manager and Administrative Support) + leadership support**

## Health and the Capital Regional Hospital District

### SERVICE BUDGET REFERENCES<sup>2</sup>

- › 1.018 Health and Capital Planning Strategies
- › 1.224 Community Health

## 4. CAPITAL REGIONAL HOSPITAL DISTRICT (CRHD)

### Description

Provides the local taxpayers' share of capital infrastructure to expand, improve and maintain health care facilities in the region. Island Health is responsible for the delivery of health care services in the region.

### What you can expect from us

- ▶ Health facilities planning.
- ▶ Strategic property acquisition and planning of property development to increase health facility capacity within the capital region.
- ▶ Property management of health facilities and land holdings.
- ▶ Research, analyze and coordinate with Island Health in preparation of the CRHD's 10-Year Capital Plan and minor capital and equipment funding requests.
- ▶ Monitor expenditures and administration of payments to Island Health and other partners annually, including oversight of expenditure patterns of multiple capital and equipment projects to ensure CRHD funds are spent according to approved project scope, schedule and budget.

### Staffing Complement

Health & Capital Planning Strategies: **2.0 FTE (includes 1 Senior Manager, 1 Administrative Support)**

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<sup>2</sup> Service budget(s) listed may fund other services.

## 5. COMMUNITY HEALTH

Responsible for public health bylaws and enforcement contracts with Island Health (IH), and healthy community planning and service coordination.

### What you can expect from us

#### Public Health

- ▶ Enact and enforce public health bylaws
- ▶ Contract with Island Health to conduct research, education and enforcement in support of existing or planned health-related bylaws and provide oversight of public health bylaws enforcement

#### Community Health

- ▶ Coordinating the Community Health Network to support healthy communities planning through research and partnership development
- ▶ Filling community health and wellness gaps through consultation, coordination, hosting of forums, action planning and collective implementation of programs and services

### Staffing Complement

Health & Capital Planning Strategies: **1.0 FTE**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
<b>5a-1</b> Increase supply of affordable, inclusive and adequate housing across the region  ▶ <b>NEW IBC 5a-1.1</b> Capital Project Delivery  ▶ <b>NEW IBC 5a-1.2</b> Maintaining CRHC Operations	2023-2028  2024-ongoing	\$551K capital + requisition  \$560K fee-for-service + other	1 Term Converted 2.5 New Term <sup>3</sup>  2 New Ongoing 1 Term Extended
<b>5a-2</b> Pursue funding opportunities and matching funds to deliver more housing  ▶ <b>NEW IBC 5a-2.1</b> Housing Opportunity Innovation & Outcomes Analysis	Ongoing  2024-ongoing	\$352K requisition + other	1.5 New Ongoing 1 New Term
<b>5b-1</b> Support continued investment into existing housing stock to preserve and enhance the quality of the buildings and units  ▶ <b>NEW IBC 5b-1.1</b> Improving Existing Housing Stock	Ongoing  2023-2028	\$297K reserve + requisition	1 Term Extended 1 New Term
<b>5b-2</b> Protect existing market rental housing to preserve affordability	2024-ongoing		-
<b>5c-1</b> Support a coordinated, regional and collaborative response to homelessness  ▶ <b>NEW IBC 5c-1.2</b> Reaching Home Term Extensions	Ongoing  2024-2029	\$319K grant	4 Term Extended

<sup>3</sup> Includes 0.5 FTE in Financial Services Division as support service.

Initiative	Implementation year(s)	Impacts in 2024
5d-1 Data collection and research analysis capacity dedicated to housing data	<i>Advanced through 5a-2.1</i>	-
5e-1 Provide major and minor capital investment, equipment, land holdings, property management, and development	Ongoing	
5f-1 Work with Island Health to ensure public health bylaws are responsive to changing needs and legislation	Ongoing	
► <b>NEW IBC 5f-1.1</b> Health Communities Planner	2024-2027	\$138K requisition + grant 1 Term Extended
5g-1 Through the Community Health Network, support knowledge and partnership development to fill identified gaps in community health initiatives	Ongoing	-

## 06 Performance

### GOAL 5A: INCREASE THE SUPPLY OF AFFORDABLE HOUSING ACROSS THE REGION

#### Targets & Benchmarks

Ensuring that residents have access to affordable housing and enhancing community well-being requires a multi-pronged approach. Increasing supply and maintaining affordable housing broadly is a critical measure of effort made in support of this outcome. However, for those individuals potentially requiring additional support in increasing or maintaining their stability, ensuring there are enough units available to them that are affordable on income assistance while also being linked to available community-based support services is the foundation of their recovery from homelessness.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Increase directly managed affordable housing for low to moderate income households to 2,000 <sup>1</sup>	Quantity	1,809	1,860	1,957	↗
2	Meet the terms of the RHFP Definitive Agreement by December 31, 2022 of having 400 shelter rate units under construction or completed <sup>2</sup>	Quantity	180	238	363	↗

<sup>1</sup> Total number of affordable units directly owned and managed by the CRHC; data from Regional Housing Division

<sup>2</sup> Total number of approved RHFP units that are under construction or completed; data from Regional Housing Division

#### Discussion

- At the end of 2022, the CRHC owned and operated a total of 1,809 units of affordable rental housing. Through 2023, the CRD opened an additional 51 units in Central Saanich bringing the total of units owned and operated to 1,860 at the end of 2023. Though it was initially anticipated that 97 units at Michigan Square would be open in late 2023, these units will now be operational in Q2 2024. The CRHC expects to own and operate a total of 1,957 units by the end of 2024.
- A total of 238 units of shelter-rate housing had been approved through the RHFP at end of 2023. It is anticipated that the CRD will close out 2024 with an additional 125 units approved for a total of 363 shelter-rate units. This will see the full allocation of the CRD, CMHC and BC Housing program.

## GOAL 5B: PROTECT & MAINTAIN NON-MARKET & MARKET RENTAL HOUSING STOCK

### Targets & Benchmarks

- TBC

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Invest \$11M from 2020-2024 to improving existing CRHC housing stock under Umbrella Operating Agreement (UOA) <sup>1</sup>	Quantity	4.6M	7.7M	11M	↗
2	Ensure turnover of CRHC units is no greater than 30 days <sup>2</sup>	Quantity	78	65	30	↘

<sup>1</sup> Total cumulative investment (\$M) 2020-2024; data from CRHC Routine Capital Budget for the UOA properties

<sup>2</sup> Average number of days to turnover a unit after it has been vacated; data from CRHC Operations

### Discussion

- At the end of 2022 the CRHC budgeted a total of \$4.6M, expecting to close out 2023 with an accumulated total of \$7.7M. The Corporation will continue to work towards achieving a budget target of \$11M in 2024.
- Unit turnover times suffered in 2021 and 2022 due to a range of issues associated with COVID-19. Impacts continued into 2023 but staff are working on returning to the 30-day target in 2024.

## GOAL 5C: REGIONAL RESPONSE TO HOMELESSNESS

### Targets & Benchmarks

As the Community Entity responsible for Reaching Home: Canada's Homelessness Strategy, CRD Regional Housing is working collaboratively with the Province, the Government of Canada and local service providers and agencies, to expand the use of the Homeless Individuals and Families Information System (HIFIS). The system tracks information about vulnerable individuals experiencing chronic homelessness and allows for the coordination of housing and supports to address these individuals' needs.

### Measuring Chronic Homelessness

Ref	Performance Measure(s)	Type	2018	2020	2023	Desired trend
1	Decrease number of people experiencing homelessness <sup>1</sup>	Quantitative	1,525	1,523	1,665	↘

<sup>1</sup> Data from Point in Time (PiT) count. No inference or suggestion of a trend should be drawn due to changing PiT Count methodology.

### Discussion

- A Point-in-Time (PiT) count was conducted in March 2023, finding that at least 1,665 people were experiencing homelessness in Greater Victoria. While this number is higher than the count completed in 2020 (1,523), it is noteworthy that trends should not be inferred due to the changing methodology of the PiT counts themselves.
- The 2023 Greater Victoria PiT Count found that 67% of respondents had been homeless for six months or longer, a decrease from 2020 which reported 82%. Due to changes in PiT methodology, connecting chronic homeless numbers to a one-day PiT count are speculative and not consistently supported.
- The CRD continues to work closely with the Government of Canada and the Province of British Columbia to expand the use of HIFIS which will better determine community-level trends and occurrences of homelessness. This is expected to be available in late 2023 or early 2024.

**GOAL 5D: BETTER REGIONAL HOUSING DATA TO SUPPORT EVIDENCE-BASED DECISION MAKING & COMMUNITY UNDERSTANDING**

**Targets & Benchmarks**

Work to develop the scope of this goal anticipated to start in 2024, with action for implementation to begin in 2025.



## GOAL 5E: PROVIDE THE LOCAL SHARE OF HEALTH CAPITAL INFRASTRUCTURE

### Targets & Benchmarks

New, improved or upgraded health facilities contribute to better health and well-being outcomes for the region. The ongoing investments made in major and minor capital projects are an indicator of improved health facilities offering.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Meet the annual contribution of health infrastructure to minor capital projects and equipment <sup>1</sup>	Quantity	\$6.7M	\$6.7M	\$6.7M	→
2	Meet the annual contribution of health infrastructure to major capital projects <sup>2</sup>	Quantity	\$14.7M	\$23.5M	\$15.5M	→

<sup>1</sup> Projects with total value 100K<\$2.0M (breakdown: Projects \$3.8M; Equipment \$2.9M). Data from Schedule B of 2022 Capital Expenditures (approved by Board March 18, 2022)

<sup>2</sup> Projects with total value >\$2.0M. Data from Schedule B of 2022 Capital Expenditures (approved by Board March 18, 2022) and 2021 Amended Capital Plan (approved by Board March 24, 2022)

### Discussion

The CRHD provides the local share of health capital infrastructure through major and minor capital, equipment, and land holdings. Major capital projects are cost shared at 30 percent with Island Health and minor capital is cost shared at 40 percent. Equipment is supported through grants with an annual contribution of \$2.9 million.

## GOAL 5F: SUPPORT HEALTH THROUGH PUBLIC HEALTH BYLAWS & EDUCATION

### Targets & Benchmarks

- Annual report from Island Health to the Board providing updates on:
  - Number of students who participated in educational programs
  - Number of complaints responded to
  - Number of Clean Air Bylaw patrols conducted
  - Number of tattoo and tanning facility inspections conducted

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Compliance and enforcement	Quantity	-Number of people engaged: >800 -Complaint and inspections > 80 -Proactive patrols > 30	Number of people engaged: >800 -Complaint and inspections > 80 -Proactive patrols > 30	Number of people engaged: >800 -Complaint and inspections > 80 -Proactive patrols > 30	→

### Discussion

- The CRD has an annual Service Agreement with Island Health to enforce the Public Health Bylaws. Island Health takes a progressive enforcement approach and responds largely on a complaint basis.
- Island Health partners with local sports clubs and events to inform youth about the health impacts of smoking and provide information about the Public Health Bylaws. The Healthy Communities Planner works closely with Island Health to provide information to the public about the Public Health Bylaws when requested.

## GOAL 5G: FACILITATE KNOWLEDGE MOBILIZATION & PARTNERSHIPS TO SUPPORT COMMUNITY HEALTH & HEALTHY PUBLIC POLICY

### Targets & Benchmarks

- Host community engagement sessions throughout the year to share health and wellness information and facilitate partnership development.
- Respond to health and wellness gaps identified by the community through subgroup activities such as research projects and community programs delivered through partnerships.
- Support a contract to conduct a feasibility study that identifies the potential role the CRD can play in regional violence prevention and wellness promotion work.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Community engagement sessions held to share health and wellness information and facilitate partnership development <sup>1</sup>	Quantity	12	14	16	↗
2	Research projects and community programs delivered through partnerships <sup>2</sup>	Quantity	0	1	2	↗
3	Complete feasibility study to identify potential role the CRD can play in regional violence prevention and wellness promotion work <sup>3</sup>	Quality	Future measure to be determined upon completion of feasibility study			N/A

<sup>1</sup> Community engagement sessions hosted by CRD. Data from Health & Capital Planning Strategies Division.

<sup>2</sup> Total number of research projects and community programs completed. Data from Health & Capital Planning Strategies Division.

<sup>3</sup> Feasibility study on potential CRD role in violence and prevention will be completed in 2024, as directed by CRD Board.

### Discussion

- Through the Community Health Network's (CHN) nine meetings per year, we invite service providers, municipalities, Island Health and the University of Victoria to come together to discuss pressing topics related to health and wellness in our region and determine potential solutions that can be conducted collectively. Recent topics include: the impact of climate change on mental health, supporting service providers to adjust to the changing demographics of the CRD, and creating decolonized health policy and planning in our region.
- The gaps and potential solutions identified by the larger CHN lead to subgroups that align with the CHN's 10 goal areas. In these subgroups, we conduct research projects and collective programs to respond to the gaps. Two recent examples include a research project on the health impacts of extreme heat and a climate anxiety program for youth.
- In spring 2023, the Board directed staff to invest \$50,000 to support research into the potential role the CRD could play in violence prevention and wellness promotion in our region. These funds will be contracted out in 2024.

## 07 Business Model

### Housing

#### PARTICIPANTS

All municipalities and electoral areas participate in some aspect of these services

All local First Nations

Non-profit housing and private housing providers

BC Housing, CMHC, Employment and Social Development Canada

#### FUNDING SOURCES

Requisitions, operating agreements subsidies, fee-for-service (tenant rent and housing agreements) and grants

#### GOVERNANCE

[Capital Regional District Board](#)

[Capital Region Housing Corporation Board](#)

[Hospitals and Housing Committee Board](#)

[Regional Housing Trust Fund Commission](#)

[BC Housing Executive Committee](#)

[Canadian Mortgage and Housing Corporation](#)

[Employment and Social Development Canada](#)

Tenant Advisory Committee

[Regional Housing Advisory Committee](#)

Development Planners Advisory Committee

### Health

#### PARTICIPANTS

**CRHD:** All municipalities, electoral areas, First Nations, non-profit providers, community, Island Health, school districts, and other community planning and funding partners and numerous community foundations.

**Community Health Service:** All municipalities, electoral areas, First Nations, non-profit, community, Island Health, school districts, and other community planning and funding partners, such as the United Way, and numerous community foundations.

#### FUNDING SOURCES

Capital projects, requisition (CRHD and CRD)

#### GOVERNANCE

[Capital Regional Hospital District Board](#)

[Capital Regional District Board](#)

[Hospital & Housing Committee](#)

**REPORT TO ELECTORAL AREAS COMMITTEE  
MEETING OF MONDAY, OCTOBER 23, 2023**

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**SUBJECT**     **Service Planning 2024 – Local Government Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Local Government Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Local Government Community Need Summary is attached as Appendix A. The desired outcome is to administer and deliver local services in the three Electoral Areas.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Electoral Areas Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Local Government, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Electoral Areas Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Local Government, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance four new initiatives for the Local Government Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority; and
2. adjustments to core service levels to maintain safety.

Table 1. Local Government Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
9a-2.2 Fire Services Coordination and Support	2024-ongoing	1.5 New Ongoing	\$251,000	Requisition & Reserve
12b-4.1 Meeting Management Improvements	2023-2025	-	\$40,000	Requisition
16b-1.1 SSI Parks & Recreation SSI Multi-Space Staffing	2024-ongoing	1.1 New Ongoing	\$43,000	Requisition
16f-2.1 Digitizing Building Permits and Historical Records	2024	-	\$75,000	Reserve transfer

The information in Table 1 reflects the business case costs (full program costs, including cost of staffing) which ELT reviewed as part of their annual assessment of initiatives.

### 9a-2.2 Fire Services Coordination and Support

The Province is updating the *Fire Protection Act*. The new legislation will require that fire services in local and regional authorities change their operations to meet the updated regulatory requirements.

Currently, fire services in the CRD electoral areas are mainly volunteer based and operated through a mix of delegated authority commissions and contracted societies. Since the last changes to the training standards introduced by the Office of the Fire Commissioner in 2015, the CRD fire services have been severely challenged to meet minimum expectations for compliance with training, WorkSafe BC, and data tracking and reporting standards. Additional support for coordination and administrative tasks has been requested by many departments as they are focused mainly on recruiting and retaining volunteers to allow their stations to meet minimum staffing and operational expectations required by standards and insurers.

Initiative 9a-2.2 seeks to create a new regular ongoing Fire Services Manager position (currently a contracted position since 2021) and a part-time (0.5 FTE) regular ongoing administrative position in the Protective Services Division. These will enable the Protective Services Division to take the necessary steps to comply with the increased regulatory and safety requirements in the revised *Fire Protection Act* and WorkSafe BC regulations.

### 12b-4.1 Meeting Management Improvements

To meet the expectations in the community for more transparent governance processes, staff seek to progress with improvements to the audio-visual equipment in the Salt Spring Island Middle School to improve the quality and technology to broadcast the Local Community Commission meetings through a Live Webcast on the CRD website. Initiative 12b-4.1 seeks a one-time core budget requisition of \$40,000 to implement these technological changes.

### 16b-1.1 SSI Parks & Recreation SIMS Staffing

Salt Spring Island (SSI) Parks and Recreation has experienced rapid growth in recreation programs and services in recent years in response to community demand. The addition of the Salt Spring Island Multi Space (SIMS) facility has created additional pressures for staff to support program offerings, facility bookings and community events. Additional staff resources are needed to support facility and program supervision and keep up with additional facility maintenance and janitorial pressures.

Initiative 16b-1.1 seeks to create two new part-time ongoing regular positions (Recreation Program Assistant and Facility Maintenance Worker) in the SSI Administration Division to address this increasing demand on services. The cost of the two positions will be offset using existing auxiliary funding to minimize their impact on budgets.

### **16f-2.1 Digitizing Building Permits and Historical Records**

Building Permits and historical records from 1975 to 2015 are in paper format and on microfiche. These records, which require permanent retention, are stored in boxes in four offices that service the electoral areas and have been deteriorating over time. Digitizing the records and storing them in pdf format would make them accessible to staff and the public for future permits, reduce division time spent retrieving, compiling and digitizing records for Freedom of Information requests and prevent further degradation of records.

Initiative 16f-2.1 seeks a one-time budget increase to digitize these historical records to preserve them and provide timely staff and public access to these records moving forward. The Building Inspection Division proposes to fund this initiative from its operating reserve fund to minimize the financial impact of this project.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Electoral Areas Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Local Government, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Iain Lawrence, Senior Manager, Juan de Fuca Local Area Services
Concurrence:	Karla Campbell, Senior Manager, Salt Spring Island Electoral Area
Concurrence:	Justine Starke, Manager, Service Delivery, Southern Gulf Islands
Concurrence:	Stephen Henderson, Senior Manager, Real Estate and Southern Gulf Islands
Concurrence:	Shawn Carby, CD, BHSc, MAL, Senior Manager, Protective Service
Concurrence:	Mike Taylor, RBO, Manager and Chief Building Inspector, Building Inspection
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Local Government



## 16 Local Government



Administer and deliver local services in Juan de Fuca, Salt Spring Island and the Southern Gulf Islands

### 01 Strategy

#### STRATEGIES & PLANS

##### Juan de Fuca (JdF)

- › [JdF Parks & Recreation Strategic Plan](#)

##### Salt Spring Island (SSI)

- › [Centennial Park Master Plan \(2016\)](#)
- › [SSI Parks & Recreation Strategic Plan \(2019\)](#)
- › [Rainbow Recreation Centre Master Plan \(2022\)](#)
- › [SSI Active Network Transportation Plan \(2023\)](#)
- › [SSI Pedestrian and Cycling Master Plan \(2013\)](#)

##### Southern Gulf Islands (SGI)

- › [SGI Transportation Integration Plan](#)
- › [SGI Connectivity Plan](#)
- › [SGI Housing Strategy](#)
- › [Mayne Island Parks & Recreation Commission Master Plan \(2021-2025\)](#)
- › [Galiano Island Parks & Recreation Commission Master Plan \(2020-2024\)](#)
- › [Pender Island Parks & Recreation Commission Master Plan \(2022-2026\)](#)

#### CORPORATE PLAN GOALS

16a Climate Action & Environment

16b Community Parks & Recreation

16c Drinking Water

16d Economic Development

16e Governance

16f Planning

16g Public Safety & Emergency Response

16h Transportation

16i Wastewater

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

#### JdF

1. Approval of the JdF Community Parks and Recreation Strategic Plan.

#### SGI

1. Continuation of SGI Liaison Program to deliver local community coordination of CRD services in SGI Electoral Area (EA).
2. Development and feasibility analysis of a Rural Housing Program, with an initial focus on implementation of the SGI Housing Strategy.
3. Community Issues Assessment of Magic Lake Estates, North Pender Island.
4. Completed engineering design for Schooner Way-School Trail, a recreational trail from Magic Lake Estates to the Elementary School.
5. Mayne Island Regional Trail construction initiated from the Ferry Terminal to Village Bay.
6. Completion of construction of the Anson Road dock on Mayne Island with 720 lineal feet of moorage.
7. Completion of major capital works to upgrade CRD docks at Hope Bay, Swartz Bay, Spanish Hills and Port Washington.
8. Decommissioning of old wells in the Skana Water Service Area on Mayne Island is in progress.
9. Improvements to the dam on Money Lake for the Lyall Harbour Boot Cove Water Service on Saturna Island are progressing.
10. Improvements to the dam on Buck Lake on Pender Island are progressing.
11. Nearing 50% completion of a \$9 million sewer infrastructure upgrade on Pender Island.

#### SSI

1. Completion of SSI's Active Network Transportation Plan.
2. Establishment of SSI Local Community Commission (LCC) to oversee island-wide services.
3. Completion of SSI's Economic Engagement Report.
4. Completion of Burgoyne Bay septage receiving facility alternative waste-stream management options analysis.
5. Completion of designs for Cedar Lane Water treatment of manganese.
6. Completion of Fulford water a/c water main replacement strategy.
7. Replacement of the SSI Rotary Dingy Dock.
8. Acquisition of 75 acres of parkland on Mount Maxwell.
9. Installation of two electric vehicle chargers located at the Rainbow Recreation Centre.
10. Installation of a new dance floor located at the SSI Multi-Space (SIMS).
11. Replacement of the water filtration system located at SIMS.
12. Nearing completion of the Portlock Park Master Plan.

## Public Safety and Emergency Response

13. Acquired new records management system for fire services (First Due). User training underway.
14. Initiated Fire Services Governance review expected completion in September 2023.
15. Community Evacuation Guides completed for all EA's.
16. Developed the CRD Electoral Areas Heat Event Response Plan 2023.
17. Completed Wildfire Exposure Maps for each EA.
18. Completed Wildfire resiliency Plans for each EA.
19. New Open Burning Bylaw in place as of February 2023.
20. 2023 is a record year for CRD FireSmart wildfire prevention activities in the EA's.
21. Roll-out of CRD Emergency Management software to EA Emergency Programs.
22. Successfully applied for numerous grants to support EA Emergency Programs and fire services.

## FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Housing:** An extreme shortage of rental and affordable housing is driving urgent need for the CRD to implement a rural housing program for the Electoral Areas.
- **Economic development:** support a regional economic development focus to achieve economies of scale by advocating for federal/provincial funding mechanisms.
- Need for continued advocacy and rural designation within the Electoral Areas to ensure rural areas of the CRD qualify for the same provincial and federal grant programs that are available for other rural areas of the province.
- Support for effective and sustainable year-round tourism destination management practices.
- Stimulate sustainable economic growth and improve community health resilience by improving broadband connections and ensuring access to sustainable broadband networks.
- Strategic focus on the opportunities outlined in the 2023 SSI Economic Sustainability Engagement Report.
- Support for workforce housing is central to economic sustainability and needs continued CRD support of groups such as the SGI Community Resource Centre and the SGI Tourism Partnership.
- **Transportation:** Support and advance transportation solutions that will enable public transport, inter-island connection, and active transportation infrastructure.
- **Water & Wastewater:** prioritized capital project improvements to water and sewer systems in the electoral areas.
- Governance review to facilitate the transition of the Salt Spring Island Watershed Protection Alliance to the CRD.
- **Governance:** Increased administration and legislative services support for Salt Spring Island's newly elected LCC. It is expected that there will be a significant increase in the activity of the LCC with respect to the additional number of other services included in their oversight.
- **Community Parks:** Some CRD Community Parks are managed by volunteer commissions who deliver parks and recreation services on behalf of CRD. Through this volunteer model, the CRD is able to manage hundreds of community parks, trails, and shore accesses throughout Electoral Areas.

Increases in the complexity of parks' management and corporate governance standards may require more support for volunteer service delivery models to remain sustainable.

- SSI manages community parks, playing fields, trails, beach accesses, docks, boardwalks, bike and skateboard parks in addition to operating the Rainbow Recreation Centre and SIMS.
- **Land planning and building inspection:** changes to the Building Code and building activity cycles related to the economy can all affect the cost and volume of construction projects and, therefore, processing time for applications and permits. As a result, Building Inspection and JdF Community Planning sees annual changes in residential, commercial and industrial construction and subsequent building and development permits being issued.
- JdF Community Planning development application fee revenue exceeded budget expectations by 82% in 2022. Application numbers in 2023 began at a steady rate; however, since May they have decreased in comparison with 2021 and 2022. Application fee revenue at the end of Q2 was on track to meet the 2023 budget projection.
- Building permit revenue for 2021 and 2022 has rebounded from a COVID related drop in 2020. Previous building permit fee adjustments, to more realistically align with increased construction values, has helped to build a stronger budget for 2021 and beyond. Building permit revenue for the first half of 2023 has been equal to that of the first half of 2022.
- Requests for building permit and file information have been increasing steadily since 2018. This trend is expected to continue through 2023 and onwards.
- **Public Safety & Emergency Response:** changes to federal and/or provincial legislation, including changes to public consultation procedures and bylaw enforcement action (e.g., introduction of Cannabis Retail licensing process), have resulted in additional staff time required to process applications and permits. Increased frequency of emergency incidents requiring dedicated staff time, such as wildfire, drought, heat wave, atmospheric rivers, and other operational incidents. Incident frequency impacts the capacity to address work plan and service plan priorities.
- There is an increased public expectation for governmental assistance and timely communications during emergency events, including services outside existing program mandates.
- Pending modernization of the BC's *Emergency Program Act* and regulations will require review of CRD resources and emergency plans required to ensure alignment with new legislation. The changes signaled by the province to date indicates this will exceed current program capacity.
- Shifting regulatory framework for fire services continues to evolve. This would prompt increased staff for operational support and a review of existing fire service delivery models and potential liabilities. This exceeds current capacity within the program.
- There is increased provincial regulatory standards for volunteer fire services that are consistent with career fire departments, compounding challenges in recruiting and retaining volunteers.
- The rigorous requirements of the regulations governing fire services requires a level of records management that is challenging for volunteer fire departments to achieve and maintain in order to comply with requirements. Evolving regulations and increased support needs of volunteer fire services to comply will require a review of Protective Services staff resourcing in 2023 and onwards.
- Increased First Nation capacity in emergency management with increased government-to-government coordination.

## OPERATIONAL STATISTICS

### All Electoral Areas

- The Building Inspection Department reviews and issues **700 to 900 building permits** each year and completes more than **6,000 site inspections**.

### JdF

- JdF Community Parks oversees **27 community parks** and over **8.6 km of community trails**.
- JdF Community Recreation manages and maintains the **community hall in Port Renfrew** and provides financial assistance to **4 recreation programs** for the benefit of local residents.
- JdF Community Planning receives, reviews and processes applications for variances, development permits, rezoning, subdivision, soil deposit and removal, changes to the agricultural land reserve and radio communication towers. **In 2021 and 2022, 78 and 61 development applications** were received respectively. To date, **31 applications** have been received for **2023**.

### SGI

- The SGI Electoral Area has standing contracts with **community liaisons** on each island who support CRD service delivery, connect the communities with CRD, and support Electoral Area Admin planning for future needs (such as housing, connectivity, transportation).
- The SGI Electoral Area leases & maintains **administrative offices** on each of the main islands: Pender, Mayne, Saturna, and Galiano and liaisons hold office hours to respond to community inquiries.
- The SGI Harbours Service manages and operates **13 public dock facilities** throughout the SGI EA.

### SSI

- The SSI Electoral Area is responsible **water and sewer infrastructure, active transportation and parks and recreation** planning, capital project delivery and works, and engineering services.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › Please see annual budget presentation

## Administration

### 1. SSI ADMINISTRATION

#### Description

Responsible for the administration and management of the parks and recreation, transportation and transit, economic development, Fernwood and rotary dock; search and rescue, library, arts service, street lighting, stormwater quality and monitoring, and in collaboration with other CRD divisions, seven local water and sewer service areas, and liquid waste. The SSI division is also responsible for planning, organizing, and delivering services for SSI and support to the Electoral Area Director through these various service Commissions and Committees; and newly elected LCC with delegated decision-making authority for 14 island-wide services.

#### What you can expect from us

- ▶ Implement the economic strategic development plan in areas of tourism, agriculture and food, and build economic support through communication and advocacy, economic diversification, business support, and enhancement and beautification of Ganges and Fulford villages
- ▶ Assist and coordinate service delivery outcomes and capital infrastructure planning, design, procurement and project management for water, sewer, and liquid waste
- ▶ Develop active and passive transportation initiatives and services (studies, construction, maintenance, and pedestrian and cycling safety)
- ▶ Implement transportation infrastructure projects in coordination with outside agencies (Ministry of Transportation, Island's Trust, BC Ferries, BC Transit)
- ▶ Provide optimal level of service for public transit system on the island through an annual operating agreement between the CRD, BC Transit; construct and maintain bus stops/shelters
- ▶ Manage and operate dock facilities
- ▶ Develop and maintain community trails, beach accesses, active and passive parks, community recreation, Rainbow Recreation Centre, childcare centre, and SIMS
- ▶ Facility maintenance of the SSI Library

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<sup>1</sup> Service budget(s) listed may fund other services.

- ▶ Support contribution services and use agreements for ArtSpring, SSI Library, and search and rescue services
- ▶ Manage stormwater quality and provide for a monitoring service

### Staffing Complement

SSI Administration: **7 FTE (including Manager and Administrative Support)**

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## 2. SGI ADMINISTRATION

### Description

Responsible for the administration and management of service delivery in the SGI Electoral Area, including four SGI Parks and Recreation Services, Community Economic Sustainability Service, the SGI Harbours Service, Grants in Aid and the distribution of Community Works Funds, and various contribution services such as the SGI Library Commission and community health services on each island. Service delivery includes management of a number of volunteer commissions and committees that administer or advise on the implementation of services. The SGI division provides support to the Electoral Area Director and is responsible for high level community planning and connects with local communities through the CRD liaison program.

### What you can expect from us

- ▶ Support SGI Electoral Area Director to advance strategic goals such as development and feasibility analysis of a rural housing program, integrated transportation planning, and relationship building with First Nations
- ▶ Provide community coordination and engagement through Liaison program
- ▶ Support community planning solutions and address service gaps including affordable housing, connectivity, water conservation, climate, transportation
- ▶ Provide information and resources to support community access to CRD service delivery
- ▶ Oversee CRD grant issuance through Community Works Funds and Grants in Aid
- ▶ Access external grant programs to support program and service delivery
- ▶ Implement economic sustainability and build economic diversification through partnerships with the SGI Community Resource Centre and other community groups that deliver grant support and community programs such as the Housing Now home matching program, and the SGI Food & Agriculture Plan
- ▶ Provide communication and advocacy to external agencies to share understanding of the unique governance structure and support the SGI EAs needs being met through inclusion in federal and provincial funding programs
- ▶ Assist and coordinate service delivery outcomes and capital infrastructure planning, design, procurement and project management as requested by other divisions
- ▶ Develop active and passive transportation initiatives through parks commissions and the planning and business case development of proposals for service establishment
- ▶ Manage and operate 13 public dock facilities throughout the SGI EA

- ▶ Manage local parks commissions to develop and maintain community trails, beach accesses, active and passive parks and community recreation
- ▶ Support contribution services and use agreements for Southern Gulf Island Library services, the Pender Island Health Centre, the Saturna Island Medical Clinic, and the Galiano Island Health Care Centre
- ▶ Support freshwater conservation through rain barrel rebate programs under the stormwater quality service, delivered by community partner Transition Salt Spring

### Staffing Complement

SGI Administration: **1 FTE (Manager) + .8 FTE (via 4 part-time contract liaisons) + 0.10 FTE leadership support**

## Planning

### 3. BUILDING INSPECTION

#### Description

Oversees the construction, alteration, repair or demolition of buildings and structures by ensuring the construction complies with the BC Building Code with respect to health, safety, fire, structural integrity, energy efficiency, and accessibility.

#### What you can expect from us

- ▶ Provide information on the building permit process, BC Building Code requirements and approved construction practices
- ▶ Provide building permit and file information and respond to Freedom of Information requests
- ▶ Process between 800 and 1,000 building permit applications per year, including plumbing permits and permits for wood burning appliances
- ▶ Provide between 6,000 and 8,000 building inspection services per year
- ▶ Review all building permit applications for compliance with all applicable regulations
- ▶ Manage property files and enforcement, as needed

### Staffing Complement

Building Inspection: **10.2 FTE (including 1 Manager and Administrative Support)**

### 4. JDF COMMUNITY PLANNING

#### Description

Develops community plans and implements and administers land use regulations by providing professional advice and recommendations on planning processes and development services, providing for orderly growth, protection of the environment, sustainable communities and resource management.



### What you can expect from us

- ▶ Review, evaluate and process approx. 50-80 development applications annually, including zoning and OCP amendments, development variance permits, development permits, soil deposit and removal permits, Board of Variance approvals, subdivision referrals, ALR applications
- ▶ Review all building permit applications for compliance with land use regulations
- ▶ Provide land use information in response to inquiries from the public, developers, realtors, and consultants
- ▶ Review and amend land use regulation and policy documents in response to changes in the environment, community objectives, and provincial legislation
- ▶ Respond to land use related bylaw complaints in coordination with Bylaw Enforcement and Building Inspection
- ▶ Liaise with provincial agencies to address community concerns outside local government jurisdiction
- ▶ Provide administrative and technical support to the JdF Land Use Committee, Board of Variance and advisory planning commissions

### Staffing Complement

Division: **3.7 FTE (including 1 Manager)**

## Community Parks & Recreation

### 5. JdF COMMUNITY PARKS & RECREATION

#### Description

The JdF Community Parks service acquires, develops and maintains community parks and trails. The JdF Community Recreation service provides oversight of the operations and maintenance needs of the Port Renfrew Community Centre and provides financial support for community-based recreational programming to local residents.

### What you can expect from us

Inspection, maintenance and repair of:

- ▶ 8.6 km of trails
- ▶ 27 park facilities
- ▶ Two baseball fields and two tennis/pickleball courts
- ▶ Two playgrounds

Administration of:

- ▶ Four stewardship partnerships and 65 volunteers
- ▶ Four recreation program contracts and events
- ▶ Port Renfrew Community Centre
- ▶ JdF Parks and Recreation Advisory Commission
- ▶ JdF Recreation Programs
- ▶ Port Renfrew Community Centre

### Staffing Complement

Division: **0.6 FTE (Manager) + 2 Seasonal Parks Workers**

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## 6. SSI COMMUNITY PARKS & RECREATION

### Description

The SSI Parks and Recreation PARC is responsible for acquiring and maintaining community parks, trails water access points, facilities and provides recreation programs and services to the communities of SSI.

### What you can expect from us

Inspection, maintenance and repair of:

- ▶ Trails and roadside pathways
- ▶ Over 50 park facilities ranging from 0.6 ha to 40 ha.
- ▶ Three baseball fields and five tennis/pickleball courts
- ▶ Three playgrounds
- ▶ Two boardwalks
- ▶ Two marine docks
- ▶ Two indoor recreation facilities

Administration of:

- ▶ Rainbow Recreation Centre
- ▶ Salt Spring Island Multi Space
- ▶ Over 30 recreation program contracts
- ▶ SSI Recreation Programs and special events
- ▶ Licensed preschool and daycare facilities
- ▶ Volunteers

### Staffing Complement

Division: **5.0 FTE + 8 Regular Part-Time + 20-30 auxiliary staff**

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## 6. SGI COMMUNITY PARKS & RECREATION

### Description

The SGI Administration oversees management of over 100 community parks across four main islands. Each island has a volunteer parks and recreation commission to carry out deliver parks and recreation services on behalf of the CRD Board. The duties of the Commission include both the administration of the service, as well as its operation. Functionally, the Commission can use its operating budget to contract support. This typically includes hiring a recording secretary/minute taker, a bookkeeper, and a maintenance contractor. However, in some cases, these functions are carried out by the volunteers

themselves. Commissions report to the CRD Board through the CRD Director who sits on the Commission, as well in most cases, through the Electoral Areas Committee.

## Safety & Emergency Management

### STAFFING COMPLEMENT

Protective Services Division: **1 FTE + leadership support**

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### 6. ELECTORAL AREAS EMERGENCY COORDINATION

#### Description

Oversight and administration of the Electoral Areas Emergency Programs.

#### What you can expect from us

- ▶ Oversee and coordinate emergency planning and response by the Electoral Area Emergency Programs

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### 7. ELECTORAL AREAS SEARCH-AND-RESCUE (SAR) SUPPORT

#### Description

Support of community-based volunteer SAR teams to meet the needs of the local community.

#### What you can expect from us

- ▶ Program oversight for the JdF SAR service
- ▶ Financial support to the SSI SAR Society to cover overhead (non-operational) costs

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### 8. ELECTORAL AREAS FIRE SERVICES

#### Description

Support to fire commissions with delegated authority and oversight of fire society contracts.

#### What you can expect from us

- ▶ Oversight and support of Fire and Rescue Commissions, societies, and operational leadership

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### 9. BYLAW SERVICES AND ANIMAL CARE SERVICES

#### Description

Operational management of bylaw enforcement and animal control.

### What you can expect from us

- ▶ Operation of a bylaw enforcement and animal control program that responds at municipal and CRD operations' requests

### Staffing Complement

Protective Services Division: **9.5 FTE (including staff contracted out to partner municipalities)**

## Drinking Water

### 10. WATER SYSTEMS OPERATIONS & MAINTENANCE

#### Description

Wholesale water supply and distribution to the small water systems in the Electoral Areas.

#### What you can expect from us

The following key service areas support the small water systems in the electoral areas

- ▶ Water systems operations and maintenance
- ▶ Emergency response/system failure
- ▶ Infrastructure Planning
- ▶ Capital Project Delivery & Works
- ▶ Engineering Services

For more detail, please refer to the Water Community Need Summary

#### Staffing Complement

Integrated Water Services: **5.9 FTE (plus additional leadership, operational, and administrative support)**

## Wastewater

### 11. WASTEWATER SYSTEMS OPERATIONS & MAINTENANCE

#### Description

Wastewater treatment collection and transmission system operation and monitoring for the small wastewater systems in the Electoral Areas. System and facility maintenance, consumables management and preventative maintenance.

#### What you can expect from us

- ▶ Wastewater treatment
- ▶ System operation, monitoring and maintenance
- ▶ Consumables management

#### Staffing Complement

Integrated Water Services: **4.9 FTE (plus additional leadership, operational, and administrative support)**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
16a-1 Explore options for an electoral area specific Climate Action service	Planned for 2026	-	-
16a-2 Explore opportunities to extend environmental protection programs and tools to the electoral areas	Ongoing	-	-
16a-3 Develop a joint approach for water conservation education and resource management in the electoral areas	Ongoing	-	-
16a-4 Evaluate Juan de Fuca's rural water resources for development	2024	\$100K CWF grant	
16b-1 Work with commissions to enhance and manage community parks, recreation facilities and trail networks and to deliver service improvements, where needed	Ongoing	-	-
► <b>NEW IBC</b> 16b-1.1 SSI Parks & Recreation SSI Multi-Space Staffing	2024-ongoing	\$43K Requisition	1.1 New Ongoing
16b-2 Develop and/or update community parks management plans, as needed	Ongoing	-	-
16b-3 Explore future potential uses for Salt Spring Island's fire hall site, with input from the local community	Planned for 2026	-	-
16b-4 Investigate options to develop a community hall in Otter Point and proceed with implementation, if feasible	2023	-	-

Initiative	Implementation year(s)	Impacts in 2024	
16b-5 Develop and implement a Juan de Fuca Community Parks and Recreation Strategic Plan	2023-ongoing	-	-
16c-1 Develop plans, facilitate infrastructure maintenance, upgrades and service expansions to support the treatment, storage and distribution of water, as needed by the community	Ongoing	-	-
16d-1 Advance the goals of the Community Economic Sustainability Commissions for Salt Spring Island and Southern Gulf Islands through planning and implementation activities	Ongoing	-	-
► <b>INTER-RELATED</b> see 5a-2.1 <i>Housing Opportunity Innovation and Outcomes Analysis in Housing &amp; Health Community Need Summary</i>	2024-ongoing	See Housing & Health Community need for impacts	
16e-3 Continue to review committees and commissions to find efficiencies and improve consistency	Ongoing	-	-
16e-4 Implement the Local Community Commission on Salt Spring Island to oversee island-wide services	2023-2024	-	-
► <b>INTER-RELATED</b> see 12b-4.1 <i>Meeting Management Improvements in Open Government Community Need Summary</i>	2023-2025	\$40K requisition	-
16f-1 Implement the B.C. Energy Step Code requirements, as mandated by the provincial government	2023	-	-
16f-2 Digitize historical building permits, property files and other building records	2024	-	-
► <b>NEW IBC 16f-2.1</b> Digitizing Building Permits and Historical Records	2024	\$75K Reserve	-
16f-3 Continue to review Official Community Plans in Juan de Fuca Electoral Area	Ongoing	-	-

Initiative	Implementation year(s)	Impacts in 2024	
16f-4 Establish mechanisms for First Nations to engage in land use planning in the Juan de Fuca Electoral Area	2023-2024	-	-
16g-1 Continue to implement wildfire resiliency activities	Ongoing	-	-
16g-2 Enhance public notification processes for emergencies	2024	-	-
16g-3 Review and modernize fire and emergency management programs	2024-2025	-	-
► <b>INTER-RELATED</b> see 9a-2.2 <i>Fire Services Coordination &amp; Support in Safety &amp; Emergency Management Community Need Summary</i>	2024-ongoing	\$251K requisition, transfers	1.5 New Ongoing
16h-1 Develop and implement an Active Transportation Plan for the Ganges Village	2024	-	-
16h-2 Advocate for transit service improvements, including seamless connections with ferry services	Ongoing	-	-
16h-3 Support rural transportation opportunities	2024-2026	-	-
16h-4 Coordinate on shovel-ready active transportation projects to access and leverage equitable resourcing in design and engineering	Ongoing	-	-
16i-1 Develop plans, facilitate infrastructure maintenance, upgrades and service expansions to support local wastewater treatment plants, as needed by the community	Ongoing	-	-

Initiative	Implementation year(s)	Impacts in 2024
16i-2 Explore improvements to wastewater treatment, including alternative uses for wastewater and enhanced liquid waste facilities	2023	-
► <b>INTER-RELATED</b> see 15a-1 SSI Local Community Commission in 2023 Electoral Areas Community Need Summary	Implementation deferred to 2024*	See 2023 Electoral Areas Community Need Summary for impacts

\* Subject to approval



## 06 Performance

### GOALS 16A-16I

#### Targets & Benchmarks

- N/A

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Building permits in all three electoral areas	Quantity	849	750	750	↗
2	Development application levels in the JdF Electoral Area	Quantity	61	75 <sup>2</sup>	50	↗
3	Application of BC Energy Step Code for new construction	Quantity	-	45	N/A	↗
4	Electoral Area Fire Departments meeting new structural fire fighter training standards (comes into effect March 2024)	Quality	N/A	N/A	6	↗
5	Meeting Management Improvements	Quantity	0	22	22	→
6	Broadband connectivity – attracting Internet Service Provider (ISP) investment to SGI	Quality	Future metric			↗

<sup>1</sup> Total number of permits issued annually; data from CRD Tempest application database

<sup>2</sup> Total number of development applications received annually; data from CRD Tempest application database

<sup>3</sup> Number of building permits affected by Energy Step Code provisions; estimates only

<sup>4</sup> Total number of fire departments that meet the guidelines; data from Fire Departments and audit reports

<sup>5</sup> Number of SSI Local Community Commission meetings; data from SSI Administration division

<sup>6</sup> Improvements in transport/last mile ongoing: GAIA (Galiano), Starlink (all), Rogers/Shaw (Pender/Mayne), CityWest-Connected Coast (Saturna, Galiano, Pender)

#### Discussion

**Metric 1:** This is an indicator of construction level. This volume of permits results in 6,000 to 8,000 inspections per year.

**Metric 2:** This is an indicator of development activity. Estimated volume is provided as a benchmark. A steady trend provides greater certainty for staffing levels and budgeting.

**Metric 3:** This is an indicator of permits affected therefore a target is not appropriate. Energy Step Code provisions have been made mandatory in the BC Building Code as of May 1, 2023. Step Code requirements are primarily applicable to new residential construction and limited amounts of new commercial projects. Numbers are estimates only. Optional Building Code restrictions on greenhouse gas emissions from new buildings will become mandatory in the electoral areas in 2024.

**Metric 4:** All fire services in BC are required to begin training by March 2024 to meet the new structural fire fighter training standards for their declared service levels as established by the OFC. This new standard places an increased requirement for fire fighter training and operations in alignment with WSBC regulations.

**Metric 5:** This is highlighted as a future metric; improvements for the functionality in meeting management software and broadcasting of LCC meetings to improve electronic meeting participation and engagement.

**Metric 6:** This is highlighted as a future metric. This metric highlights the total amount of ISP investment attracted to bring high-speed broadband connection to the SGI community (high-speed defined as per the federal standard of download/upload speeds of 50/10 Mbps). Connectivity planning ensures infrastructure investments are coordinated, scalable, provide value for money, and achieve priority objectives for the region. A community-based connectivity plan is currently under development. It is hoped that it will guide Internet Service Providers in their investment decisions. The plan will help determine future KPI targets.

## 07 Business Model

### PARTICIPANTS

**Building Inspection Service:** All Electoral Areas

**Environmental Resource Management:** Port Renfrew

**Integrated Water Services:** SSI Electoral Area, SGI Electoral Area; JdF Communities of East Sooke and Port Renfrew

**JdF Community Parks:** JdF Electoral Area communities

**JdF Community Recreation:** All JdF EA communities except Willis Point.

**JdF Community Planning:** JdF Electoral Area communities

**Safety & Emergency Management:** All municipalities, all electoral areas and First Nations participate in some aspect of these regional or sub-regional services

**SSI Administration:** SSI Electoral Area

**SGI Initiatives:** SGI Electoral Area

### FUNDING SOURCES

Varies per service, requisitions, grants, donations and fee-for-service (e.g., building permits, retail water rates)

### GOVERNANCE

[Electoral Areas Committee](#)

[SSI Local Community Commission](#)

[JdF Land Use Committee](#)

[Emergency Management Committee](#)

[Planning and Protective Services Committee](#)

[Traffic Safety Commission](#)

Various [Local Service Area Commissions](#) incl.:

- ▶ **Fire Protection and Emergency Response** (East Sooke, North Galiano, Otter Point, Port Renfrew, Shirley, and Willis Point)
- ▶ **Parks and Recreation** (JdF EA, Galiano Island, Mayne Island, Pender Islands, SSI EA, Saturna Island)
- ▶ **Solid Waste, Water and Wastewater Services** (Port Renfrew)
- ▶ **Water Services** (JdF, Wilderness Mountain, Lyall Harbour/Boot Cove, Magic Lake Estates, Skana, Beddis, Cedar Lane, Cedars of Tuam, Fernwood, Fulford, Highland, Sticks Allison, Surfside Park)

**REPORT TO GOVERNANCE COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 04, 2023**

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**SUBJECT**     **Service Planning 2024 – Open Government Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Open Government Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Open Government Community Need Summary is attached as Appendix A. The desired outcome is coordinated and collaborative governance, and leadership in organizational performance and service review.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Open Government be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Open Government be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance four new initiatives for the Open Government Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority; and
2. adjustments to core service levels to meet regulatory obligations.

Table 1. Open Government Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
12a-1.1 Privacy & Information Senior Analyst	2024-ongoing	1 New Ongoing	\$115,000	Requisition
12b-1.1 Build EDI principles into Public Participation Framework	2024	-	\$25,000	Requisition
12b-2.1 Citizen Experience Survey	2024	-	\$53,000	Requisition
12b-4.1 Meeting Management Improvements	2024-2025	-	\$40,000	Requisition

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts generally reflect full program costs, however, the staffing costs reflect a Q2 2024 implementation; the full staffing costs will be reflected in the 2025 budget.

### **12a-1.1 Privacy and Information Senior Analyst**

The CRD must comply with the *Freedom of Information and Protection of Privacy Act* (FOIPPA). This means responding to Freedom of Information requests in a timely manner and developing comprehensive Privacy Impact Assessments (PIA) for new initiatives. The Privacy & Information Services Division supports the organization with this work, reinforcing the importance of privacy safe and FOIPPA compliant practices, as well as policy and program activities and adjustments in response to legislative changes.

Recent changes to the FOIPPA legislation are forecasted to significantly increased the scope of work for the Division, particularly related to PIAs. The Division is currently made up of one manager and one part-time analyst. As such, current staff capacity to respond to legislative changes is limited. The proposed FTE position will be a part-year implementation in 2024, with an anticipated start date in April.

Initiative 12a-1.1 seeks to create a new regular ongoing Privacy and Information Senior Analyst to support the annual increases to PIA work already impacting the Division, which are expected to compound due to the FOIPPA legislative changes.

### **12b-1.1 Build EDI principles into Public Participation Framework**

The CRD Public Participation Framework guides current engagement practices. The framework was developed in 2014 and does not reflect the CRD Board and organizational commitments to Equity, Diversity & Inclusion (EDI) principles and lessons learned in recent years.

The framework should be updated to include these principles and supported by a new toolkit to enable staff across the organization to effectively plan and deliver public engagement initiatives that are inclusive, gather feedback from a wider range of residents, address barriers to participation, and ultimately support more inclusive representation and decision making.

The Corporate Communications Division has held preliminary discussions with the Regional District of Nanaimo and confirmed they would be willing to share their policy and toolkit, which were developed in collaboration with the Cowichan Valley Regional District, Comox Valley Regional District and City of Courtenay in 2019. Staff will look for opportunities to collaborate with these organizations, where feasible.

Initiative 12b-1.1 seeks a one-time increase to the Corporate Communications core budget to hire a consultant to share their expertise in this emerging area, including advice on targeted outreach to groups or organizations that represent underrepresented communities.

### **12b-2.1 Citizen Experience Survey**

A citizen survey is a tool that can increase transparency, improve accountability, build relationships with citizens, and contribute to informed decision making. A CRD wide resident satisfaction study has not been conducted for several years so currently there is a data gap and no baselines by which to create metric-based approaches to strategic communication planning. Recent insights from the Employee Engagement Survey point to a need to explore the sentiment towards the CRD in the region.

To address this gap, the Corporate Communications Division would like to conduct a Citizen Experience Survey in 2024. Initiative 12b-2.1 seeks a one-time increase to the Corporate Communications core budget to engage a research consultant to frame the survey questions, conduct the research, analyze the data, and develop baseline of data to inform service planning, communication strategy and outreach activities moving forward.

### **12b-4.1 Meeting Management Improvements**

Meeting logistics play a crucial role in supporting active civic participation and engagement among diverse community members. As the regional population grows, so do community expectations and, more practically, the representation on the Board which is proportional to population.

To meet the demand from the community the Legislative Services Division would like to progress the following meeting logistics improvements:

- 1) Improvements to the audio-visual equipment in the Fisgard Street and Salt Spring Island Middle School boardrooms to improve the quality of broadcast,
- 2) Improvements to the functionality of the meeting management software used, including to add an automated voting dashboard and create an ability to scale up the technology for use by all local service committees and commissions, and
- 3) Redesign the Fisgard Street boardroom to provide additional seating to accommodate extra directors and additional First Nations representation.

Initiative 12b-4.1 seeks a one-time core budget increase to start preparing for these major changes. A more specific approach and implementation costs will be presented through the 2025 service planning cycle.

## **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

## **RECOMMENDATION**

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Open Government be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Andy Orr, Senior Manager, Corporate Communications
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

## **ATTACHMENT**

Appendix A: Community Need Summary – Open Government



12

## Open Government



Coordinated and collaborative governance, and leadership in organizational performance and service delivery

### 01 Strategy

#### STRATEGIES & PLANS

- › [2022-2026 Corporate Plan](#) › [Climate Action Strategy](#)

#### CORPORATE PLAN GOALS

- 12a Enhanced privacy & records management  
12b Foster greater civic participation among diverse community members

### 02 Contacts

Manager, FOI and Privacy	@ <a href="#">email</a>	T. 250.360.5673
Manager, Information Services	@ <a href="#">email</a>	T. 250.360.3639
Manager, Legislative Services	@ <a href="#">email</a>	T. 250.360.3127

## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. **Work is underway to procure and implement a Digital Asset Management System<sup>1</sup>.** The system will improve efficiency and capacity to present a unified message, and oversight to reduce risks related to records and related copyright, permissions and licensing requirements for digital images and graphics.
2. **SharePoint Analytics** are being activated this year, enabling the CRD to measure how the corporate intranet landing page is used and identify opportunities to better communicate and engage employees in support of corporate goals.
3. **Website redesign** planning is underway to modernize the CRD website's design and navigation systems and create a user-friendly, dynamic and accessible virtual front counter.
4. **EDRMS (Electronic Documents and Records Management System)** planning work continues as IT&GIS prepares the CRD's Microsoft foundation to support EDRMS and SharePoint Online.
5. **Elections for Salt Spring Island Local Community Commission** was conducted in May 2023 and orientation was held in conjunction with the Oath of Office for new Commissioners in June.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

#### Communications

- **Internal Communications:** informs decision-making and influences employee behaviour in ways that benefit government, the public, and employees themselves. Visual communication has emerged as a significant trend. Research shows that visual content gets far more engagement and improves information retention drastically. Since the pandemic and restrictions on face-to-face interactions the shift to digital communications was key to internal communications.
- **Digital Communications:** More Canadians than ever are using the Internet to connect with government; digital communications remains the fastest growing area for Corporate Communications. The CRD has been building internal capacity, implementing a digital engagement platform, and upgrading its social media management toolkit to be able to adapt to a rapidly shifting context.
- **Media:** We continue to see disruption of business models for local media outlets, news coverage, as well as instability of major social media platforms. As the information ecosystem changes, the CRD needs to continue diversifying its strategies to leverage content created and distributed via traditional and digital channels. As the region grapples with major changes such as climate change, the CRD will require effective delivery of timely, credible and informative messaging to counter misinformation and maintain public trust.

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<sup>1</sup> This workstream is focused on digital assets (e.g. images) which is distinct from the Enterprise Asset Management System which captures infrastructure data (e.g. bridges). Information about the latter is captured in the Business Systems & Processes Community Need Summary.

- **Accessibility:** In support of a corporate accessibility plan, Corporate Communications will be reviewing information accessibility standards and how to implement them as part of its style guides, website design and communication materials.
- **Social Media:** The CRD has been coordinating and posting to CRD social media channels since 2015. Between 2021-2022 CRD followers grew to 23,000 from 16,000 an increase of 43%. The CRD is also focusing on engagement, with an engagement rate of 12% on social channels that's an increase of 7 % between 2021-2022. The CRD is increasing the sophistication of its approaches through data-based insights and by developing more media-rich content with an emphasis on video. anticipating where shifting audience preferences. The CRD has created a Threads and Mastadon accounts, as Twitter devolves into a more unreliable platform.

### Information and Privacy

- **Electronic Documents and Records Management System (EDRMS):** Technology use and information growth has exceeded the CRD's recordkeeping capabilities, resulting in an accumulating spread of electronic records which cannot be managed effectively in accordance with legal & regulatory requirements, policies or business needs. As modernizing our information management program framework is complex and requires significant effort and investment, the CRD is using a phased approach. Foundation work is underway to prepare for EDRMS and SharePoint Online. However, given how immense this information footprint is, future work will be necessary to address remaining physical and electronic legacy records after EDRMS is operational (i.e. clean up/dispositions, migrations, digitizing, etc.)
- **Information Access:** Freedom of Information (FOI) requests continues to increase year-over-year, as does the complexity of records to process. Thus far, 2023 is trending higher compared to previous years (248 requests in 2022, 239 requests in 2021 and 172 requests in 2020.) Furthermore, a significant trend is emerging with Bylaw Enforcement FOI requests, leading to exceptionally high volumes of audio and video record formats to review, redact and release. It appears that recordings are becoming increasingly relied on for bylaw enforcement complaints so this trend may continue.
- **Privacy Management:** FIPPA amendments (November 2021) have resulted in higher legislative privacy requirements for conducting a privacy management program, privacy impact assessments (PIAs) and mandatory breach notifications. These elevated requirements are anticipated to drive even more demand for privacy and information services support. In 2022, Information Services worked on over 35 PIAs while completing 28. Many initiatives requiring a PIA were only partially assessed or bypassed the PIA process due to workload capacity issues. A request for 1 FTE Senior Privacy and Information Analyst is included in the 2024 budget to increase service capacity.

### Governance

- The CRD has over 79 commissions, committees and contribution services that assist in the governance and operational guidance of CRD services. The resultant levels of service provided by Legislative Services have been increasing over the years, including:
- Continuous increase year-over-year in the establishment of new committees and commissions

- Increase in number of elector approval processes requested by divisions, this has resulted in conducting voting on elector approval processes (i.e. Referendums) in 2021, 2022, and conducting elections for the Salt Spring Island Local Community Commission in 2023.
- A review of the agenda management software for CRD Board to assess capability to improve webcasting audio-visual in the boardroom, as well as assess the future capability to scale-up agenda management software to be used across the organization to create consistency in the appearance of CRD meeting agendas and webcasting.

### Legal counsel

- Growth in Regional Housing (Regional Housing First program), as well as a general increase in up-take of legal assistance by divisions are continuing to increase pressure on Legal Services staff to support contracting, procurement process, mortgage and housing agreements and tenant management issues.

## OPERATIONAL STATISTICS

### 2022 data at a glance:

# Surveys undertaken (internal and external)	32
# Public engagement projects undertaken	8
# FOI requests received	248
# Privacy Impact Assessments completed	28
# Staff reports submitted to the three CRD Boards for direction <sup>1</sup>	199

<sup>1</sup> Excludes 'For Information' reports

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>2</sup>

- |                            |                                  |
|----------------------------|----------------------------------|
| › 1.103 Elections          | › 1.015 Real Estate              |
| › 1.011 Board Expenditures | › 1.118 Corporate Communications |
| › 1.014 Corporate Services |                                  |

### 1. CORPORATE COMMUNICATIONS

#### Description

Develops communications strategies and systems for effective communications with external and internal audiences. The division is responsible for developing and applying communication guidelines and tools, as well as strategy and advice in alignment with Board, corporate and service area priorities. Also responsible for developing tools and techniques to foster engagement, ensuring that the public has access to accurate, timely and consistent information.

#### What you can expect from us

- ▶ Board communication support (agendas, priorities, programs and overall information to support public understanding of organization)
- ▶ Create and update corporate documents and website content (e.g. reports, dashboards, progress updates)
- ▶ Oversee and manage the Internal Communications Framework
- ▶ Oversee survey creation and public participation initiatives, including planning and implementation of projects on the CRD engagement platform.
- ▶ Media strategy and relations
- ▶ Coordinate advertising buys and social media strategy
- ▶ Manage the internal communications framework and implementation; maintain CRD Central intranet landing page
- ▶ Establish communication protocols and training for the organization that lead to efficiency, alignment and best practice
- ▶ Provide creative direction for print, online, video and event communications
- ▶ Provide training for designated website and survey authors across the organization

<sup>2</sup> Service budget(s) listed may fund other services

### Staffing Complement

Corporate Communications: **3.0 FTE + 4 Managers + Administrative Support**

## 2. LEGAL SERVICES

### Description

Provides professional advice and expertise related to bylaws, contracts, agreements, procurement, legislative compliance and all legal matters.

### What you can expect from us

- ▶ Bylaw drafting and review, including supervision of outside counsel when required
- ▶ Manage governance changes and advise on legislative and statutory interpretation
- ▶ Manage policy development to ensure compliance with policy framework and modern principles of policy development
- ▶ Staff training in procurement, policy, and contract and bylaw drafting
- ▶ Manage and litigate commercial, administrative, and public law claims relating to CRD, CRHD and CRHC
- ▶ Advise on ticket enforcement, bylaw application, regulatory compliance, real estate matters, building inspection, and other areas
- ▶ Report quarterly on contracts and procurement trends at the CRD
- ▶ Draft, review and approve 800+ agreements per year, and respond to 1,500+ inquiries for legal advice

### Staffing Complement

Legal & Risk Management: **4.0 FTE + Senior Manager (include 2 FTE for Integrated Water Services Purchasing)**

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## 3. LEGISLATIVE SERVICES

### Description

Provides professional advice and expertise related to meetings, parliamentary procedure, internal and external appointments, legislative requirements and processes, and elector approval processes.

### What you can expect from us

- ▶ Administrative and legislative support to the three CRD Boards, 11 standing committees, and 79 committees and commissions
- ▶ Publish agendas and record minutes for over 100 open and closed meetings annually for the three CRD Boards, and their standing and select committees
- ▶ Facilitate 40+ delegations from residents and organizations who wish to speak at CRD Board or Committee meetings
- ▶ Conduct elections and bylaw assent processes

- ▶ Process ~70 bylaws annually for adoption and manage the administration of bylaws including referrals for provincial approval
- ▶ Coordinate ~300 appointments annually to CRD committees and commissions
- ▶ Conduct training for commission members, meeting chairs, and staff on parliamentary procedure
- ▶ Annually review and distribute 1000+ pieces of correspondence addressed to the CRD Board

### Staffing Complement

Legislative Services: **3.0 FTE + Manager**

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## 4. PRIVACY & INFORMATION SERVICES

### Description

Provides professional advice and expertise to guide and support the organization to protect privacy, provide information access and effectively manage and use its valued information resources. Leads and administers the corporate privacy and information management programs, information access requests, privacy impact assessments (PIAs) and other legal matters under FOIPPA.

### What you can expect from us

- ▶ Administer 200+ FOI requests annually (including 2,000+ associated records each year)
- ▶ Administer 35+ PIAs annually; review and support documenting initiatives, write collection notices, conduct risk assessments and legal research, advise/make recommendations, coordinate across stakeholders
- ▶ Develop and administer the corporate privacy and information management programs to support regulatory compliance and effective practices
- ▶ Conduct regular mandatory privacy training sessions to onboard new employees within 6 months of hiring; offer specialized training periodically
- ▶ Respond to complaints or matters involving the Office of the Privacy Commissioner (OIPC) under FOIPPA; lead reviews and incident reporting
- ▶ Conduct records inventories & appraisals, develop lifecycle management plans for all records and approve disposition (destroy or retain permanently) to ensure timely and effective management of information resources
- ▶ Develop framework for effective documents and records management, including metadata and rules-based recordkeeping (RBR) in SharePoint Online for EDRMS and associated work
- ▶ Lead and support digitization projects and addressing legacy records

### Staffing Complement

Privacy & Information Services: **2.5 FTE + 2 Managers**

## 5. REAL ESTATE

### Description

Provides professional advice and expertise related to the strategic management of the CRD's real estate portfolio including the acquisition and disposal of property, registering CRD rights on properties, and property management services.

### What you can expect from us

- ▶ Manage the real estate portfolio and property management services across the organization
- ▶ Manage and complete due diligence for acquisitions and dispositions of property for: Regional Parks, Housing (CRHC), Hospitals (CRHD), Hartland Landfill, Community Parks, Small Craft Harbours, Communications Towers and Integrated Water Services
- ▶ Co-ordinate the internal review and response to third-party referrals submitted to the CRD
- ▶ Manage corporate land and land agreement data both tabular and spatial
- ▶ Co-ordinate, complete and manage leases, licenses, permits, and land-use applications
- ▶ Oversee the completion and registration of ~150 new covenants and statutory right-of-way annually in favour of CRD
- ▶ Conduct land research and due diligence to support corporate initiatives and decisions

### Staffing Complement

Real Estate & SGI Administration: **1.0 FTE + Senior Manager**

---

## 6. RISK & INSURANCE

### Description

Provides professional advice and expertise related to liability, risk management, business continuity and insurance procurement on behalf of the CRD.

### What you can expect from us

- ▶ Manage risks and reporting out through the Corporate Risk Registry on a semi-annual basis
- ▶ Binding insurance for property loss for \$650M worth of assets, liability coverage for internal and external claims, and course of construction coverage for capital project
- ▶ Oversee and maintain volunteer insurance program
- ▶ Business Continuity Planning assistance for all CRD services
- ▶ Investigate and adjudicate minor claims submitted against the CRD, and manage litigated claims including instructing external counsel
- ▶ Review contracts and agreements for risk and insurance considerations

### Staffing Complement

Legal & Risk Management: **2.0 FTE + Manager**



## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
<b>12a-1</b> Adhere to new and emerging requirements of privacy legislation in a consistent manner  <b>► NEW IBC 12a-1.1</b> Privacy & Information Senior Analyst	Ongoing  2024-ongoing	\$115K requisition	1 New Ongoing
<b>12a-2</b> Support the digitization of our legacy records once the Electronic Documents and Records Management System is implemented	2023–2026	-	-
<b>12b-1</b> Enhance the public participation and engagement practices and framework to foster trust and understanding, informed by input from residents and equity, diversity and inclusion principles  <b>► NEW IBC 12b-1.1</b> Build EDI principles into Public Participation Framework	2024  2024	\$25K requisition	-
<b>12b-2</b> Advance the Communications Strategic Plan to guide organizational communications practices and policies internally and externally  <b>► NEW IBC 12b-2.1</b> Citizen Experience Survey	2023  2024	\$53K requisition	-
<b>12b-3</b> Modernize the crd.bc.ca website	2023–2025	-	-
<b>12b-4</b> Redesign and upgrade the CRD boardroom and broadcasting equipment to prepare for future planned growth and improve electronic meeting participation and engagement  <b>► NEW IBC 12b-4.1</b> Meeting Management Improvements	2023-2025  2023-2025	\$40K requisition	-

12b-5 Build capacity for elections and electoral approval processes to address increasing demand for new service creation	Planned for 2025	-	-
12b-6 Implement a Board voting dashboard	<i>Advanced through 12b-4.1</i>	-	-

## 06 Performance

### GOAL 12A: ENHANCED PRIVACY & RECORDS MANAGEMENT

#### Targets & Benchmarks

Full compliance with the *Freedom of Information and Protection of Privacy Act* (the Act) by responding to all access requests within the legislated time-limit serves the public's interest and demonstrates the CRD's commitment to accountability, openness and transparency.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	FOI and Privacy Program Compliance for Access Requests <sup>1</sup>	Quality	100%	100%	100%	→
2	Volume of FOI requests <sup>2</sup>	Quantity	248	300	250	↘
3	Completed PIA requests for initiatives <sup>3</sup>	Quantity	28	18	30	↗

<sup>1</sup> Percentage of FOI requests which were answered within the legislated timeframe; data from Information and Privacy division.

<sup>2</sup> Total number of FOI requests received by the CRD.

<sup>3</sup> Total number of PIA requests completed.

#### Discussion

For access requests, the desired trend is to reduce the annual volume of FOI requests by implementing fee-based and non-cost records release programs, where beneficial and practicable. This allows disclosure of records outside of the FOI process, though personal information and any other excepted information must still be protected in accordance with the Act. Efforts are planned in 2024 to implement a fee-based release program for applicable Building Inspection records (pending approval of initiative 12a1-1.) Once established, staff will compare the number of Building Inspection FOI requests to previous years (as well as document page counts) and monitor the outcome of this work jointly with Building Inspection. Additional reporting metrics will be established in due course.

For privacy impact assessments (PIAs), the desired trend is to complete each PIA review request for a proposed initiative prior to the initiative's launch. Our goal is complete all required PIAs for proposed initiatives for full compliance with the Act. It is important to note that this work may not fall within the same calendar year, depending on the initiative's start and launch date. Approval of initiative 12a1-1 will increase Privacy and Information Services' capacity to complete PIA reviews in compliance with the Act. Additional reporting metrics will be established in due course.

## GOAL 12B: FOSTER CIVIC PARTICIPATION AMONG DIVERSE COMMUNITY MEMBERS

### Targets & Benchmarks

- Website sessions and reach indicators measure the reach of our organizational information and how engaged our audiences are with the information disseminated.
- The Boards decision-making measure tracks the work of the three Boards.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Unique visits to the crd.bc.ca site (sessions)	Quantity	2.1M	2.0M	2.1M	↗
2	Social media engagement	Quantity	10.4%	7.0%	7.0%	↗
3	Impressions	Quantity	855,000	1,600,000	1,800,000	↗

<sup>1</sup> Data from Google analytics

<sup>2</sup> Average engagement per post (comments, likes, shares, reactions) across CRD social platforms - Twitter, Facebook, Linked In, Instagram

<sup>3</sup> Impressions: Number pieces of content a users sees on their social media activity stream

### Discussion

- Measure 1:** Google analytics has updated how it calculates data as of July 1, 2023. The new calculation reduces duplication and therefore a lower number is to be expected. The 2022 Actual numbers are based on previous methods and the 2023 Forecast numbers are based on new methods.
- Measure 2:** Social media platforms are showing considerable volatility at the moment and the CRD's social media audience is growing and beginning to shift from a smaller more dedicated audience to a larger more casual audience. This is why the forecast shows a dip in the engagement rate. Any engagement above 1% is considered good and the standard across all industries.
- Measure 3:** Impressions reflect the growth in the volume of CRD content and a growth in the audience that content is reaching.

## 07 Business Model

<b>PARTICIPANTS</b>	All municipalities and electoral areas
<b>FUNDING SOURCES</b>	Requisitions
<b>GOVERNANCE</b>	<a href="#"><u>Governance Committee</u></a>

**REPORT TO GOVERNANCE COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 04, 2023**

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**SUBJECT**     **Service Planning 2024 – People Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the People Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The People Community Need Summary is attached as Appendix A. The desired outcome is an organization staff are proud to be a part of.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – People, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

*Alternative 2*

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

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**IMPLICATIONS**

*Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

*Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

*Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

*1. Proposed changes for 2024*

Staff are proposing to advance six new initiatives for the People Community Need that have financial implications for 2024, as shown in Table 1. The initiatives are:

1. advancing a Board or Corporate Plan Priority; and
2. adjustments to core service levels to meet regulatory and safety requirements.

Table 1. People Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
11a-1.1 Develop & implement the Corporate Accessibility Plan	2024-ongoing	1 New ongoing	\$60,000	Other
11a-2.1 Enhance understanding & accountability for EDI	2024-2026	-	\$15,000	Requisition
11a-3.1 Create & implement an Indigenous Employment Strategy	2024-ongoing	1 New Ongoing	\$210,000	Requisition & Other
11b-1.3 Human Resources Manager	2024-ongoing	1 New Ongoing	\$210,000	Other
11b-4.1 Employee Survey	2024-ongoing	-	\$50,000	Other
11b-7.1 Manager of Corporate Initiatives & Administration	2024-ongoing	1 New Ongoing	\$125,000	Requisition

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts generally reflect full program costs, however the staffing costs associated with initiatives 11a-1.1 and 11b-7.1 reflect a phased implementation in 2024; the full staffing costs will be reflected in the 2025 budget.

### **11a-1.1 Develop and Implement the Corporate Accessibility Plan**

In June 2021, the *Accessible British Columbia Act* became law and provides a framework to identify, remove, and prevent barriers to accessibility. In September 2022, new regulations came into force which require local governments to establish by September 2023:

- (1) an accessibility committee;
- (2) an accessibility plan; and
- (3) a tool to receive feedback on accessibility.

An Accessibility Plan must outline how the organization will identify, remove and prevent barriers to people in the organization or engaging with it. The plan must consider the principles of inclusion, adaptability, diversity, collaboration, self-determination, and universal design.

In April 2023, the Governance Committee and the CRD Board received and supported the establishment of an Accessibility Advisory Committee (AAC), with consideration on resources required to support the AAC as part of 2024 service planning. This support is necessary to deliver the significant requirements and outcomes needed to deliver and coordinate activities pertaining to an Accessibility Plan for the size and scope of the CRD organization. Currently, there are not dedicated staff resources or available capacity to support the activities related to this regulatory initiative on an on-going basis.



Initiative 11a-1.1 seeks to create a new regular ongoing role in the Human Resources & Corporate Safety Division to develop and implement an Accessibility Plan. The initiative also seeks an increase to the Division's core budget to identify and implement accessible technology to engage the public and committee.

### **11a-2.1 Enhance Understanding and Accountability for Equity, Diversity & Inclusion**

The CRD Board adopted the following priority in 2023 "Develop understanding of, accountability for, equity, diversity and inclusion across CRD decision-making bodies". To advance this priority, initiative 11a-2.1 seeks a one-time budget increase for 2024-2026 (\$15,000/year for a three year total of \$45,000) to continue to advance educational sessions, titled Inclusion Literacy and Board Readiness, to CRD decision-making bodies.

These sessions will be focused on establishing a common foundational baseline around diversity and inclusive excellence. They explore the journey towards fostering a more psychologically safe, physically and mentally healthier workplace, and ultimately, a more inclusive workplace. The first module is specifically designed to prepare the board for the Equity, Diversity & Inclusion (EDI) journey and to identify the board's readiness, as well as the barriers that may bar them from leading the EDI journey. These sessions will be delivered to staff and to the CRD Board and will be expanded to all decision-making bodies, in line with the CRD Board Priority.

### **11a-3.1 Create and Implement an Indigenous Employment Strategy**

The current labour market shortage and higher demand for Indigenous employees has led to increased numbers of Indigenous community members accessing employment. An Indigenous Employment Project report completed for the CRD in 2023 identified that many Indigenous community members, including young people, are seeking opportunities to advance their careers, build their skills, engage in more meaningful and rewarding work, find a workplace that is culturally safe and free from racism, or find work that supports them to fulfill cultural obligations in their communities.

The CRD has been working to identify opportunities to support Indigenous economic development and more inclusive models of governance and decision-making since 2015. Through this work, it has been determined that the organization needs to develop an Indigenous Employment Strategy, in collaboration with Indigenous communities, to lay out specific actions that the CRD will take for the CRD to become a desirable, competitive workplace for prospective Indigenous employees.

Initiative 11a-3.1 seeks to develop, deliver and resource the Indigenous Employment Project to support Indigenous employment at the CRD. To facilitate the work, the initiative seeks to create a new regular ongoing Manager of EDI and Indigenous Recruitment in the Human Resources & Corporate Safety Division to lead, implement, manage and monitor the effectiveness of the strategy moving forward.

### **11b-1.3 Human Resources Manager**

The Human Resources & Corporate Safety Division operates in-house professional human resource and corporate safety services supporting the departments of the CRD. The organizational staffing complement has grown by 26.5% since 2018. In recent years, several Divisions such as Regional Housing, Regional Parks, and Information Technology & GIS have required more focused human resource attention given the nature of the industry and the recent growth requirements. In addition, the market for talent and expectations to modernize work environments, the impacts of the health pandemic both during and after, and requirements placed on organizations by regulatory agencies and lawmakers have increased substantially.

Resourcing in human resources has not increased while the organization was evolving. This has placed a significant burden on the Division's ability to keep pace with these increasing organizational changes, and resulting human resources support demands.

Initiative 11b-1.3 seeks to create a new regular ongoing Human Resources Manager role in the Human Resources & Corporate Safety Division. This position will bolster the staffing complement to ensure a continued high level of services to all CRD departments and Divisions, while further advancing the many strategic human resources programs required.

### **11b-4.1 CRD Employee Survey**

Employee Experience Surveys offer an opportunity for all employees to share feedback about their experiences of working at the CRD. This information provides valuable data about the work and workplace, and a better understanding of employee experience, organizational climate, and engagement levels with the organization. The insights from the survey help the CRD and its staff continuously ensure that the CRD is a workplace where employees realize their potential and whose lives are improved through organizational connections and meaningful, fulfilling work.

Following the 2023 Employee Experience Survey, the CRD is looking to conduct Employee Experience Surveys every 18-24 months as part of its focus on employee engagement and ensuring a meaningful, fulfilling, and productive work environment.

Initiative 11b-4.1 seeks an increase to the core budget of Human Resources & Corporate Safety to facilitate future surveys, with the next iteration planned in Q3/Q4 of 2024.

### **11b-7.1 Manager of Corporate Initiatives and Administration**

The CRD has experienced an increase in the number of corporate initiatives that are initiated by the Chief Administrative Officer and the Executive Leadership Team and do not relate directly to departmental lines of business.

Initiative 11b-7.1 seeks to create a new regular ongoing Manager of Corporate Initiatives and Administration role in the Executive Services department. The position will plan and lead the implementation of corporate initiatives, navigating change management and implementing new processes, procedures, and business strategies. The position will also develop and lead a more formal approach to corporate administration, and provide corporate administration oversight.

## *2. Planned changes in 2025*

There are three initiatives planned for 2025, shown in Table 2. The CRD Board will consider approval next year.

Table 2. Forecast of Future Initiatives: People Community Need

<b>Initiative</b>	<b>Implementation year(s)</b>	<b>Staff impacts (2025)</b>	<b>Incremental cost (2025)</b>	<b>Funding source</b>
11b-1.1 HRIS Talent Suite	2025-2028	-		Not applicable
11b-1.2 Alignment of Services: Manager of Safety	2025-ongoing	1 New Ongoing	\$195,000	Other
11b-3.1 Benefits, Wellness & Abilities Management Coordinator	2025-2025	1 New Ongoing	\$153,000	Other

The information in Table 2 also reflects the business case costs.

### **11b-1.1 HRIS Talent Suite**

Talent management is a key focus of our corporate strategic human resources initiatives. Included within a talent strategy is the need for improved functionality of our learning and development, performance and goals, and succession and development platforms to aid employees and managers, along with human resources.

In 2023, the CRD started the first phase of a robust Human Resources Information System (HRIS) with Employee Central and Recruitment & Onboarding. As the next phase of our HRIS, this initiative involves the purchase and adoption of SAP's cloud based SuccessFactors Talent Suite modules (Learning, Performance & Goals, Succession & Development) to leverage our existing system and capabilities. SuccessFactors helps organization ensure centralized employee records and assist managers and the organization in more modern talent management strategies and approaches.

Initiative 11b-1.1 will propose to increase staffing resources and core budgets in the Human Resources & Corporate Safety, Financial Services and Information Technology & GIS Divisions to facilitate the next phase of implementation starting in 2026.

### **11b-1.2 Alignment of Services: Manager of Safety**

Over the past years, the CRD has experience considerable organizational growth in response to service and regulatory expectations. Divisions such as Integrated Water Services, Regional Housing and Regional Parks, for example, are requiring more focused corporate safety attention than ever before given the nature of the industry, growing infrastructure and employee bases, and related hazards and risk levels. In addition, and over that same period, the occupational health and safety obligations placed on employers by senior levels of government, the public, workers, and industry, combined with the impacts of the health pandemic, both during and after, and

requirements placed on organizations by regulatory agencies and lawmakers have increased substantially.

The combination of these factors and changes in regulatory requirements and legislation including the *Workers Compensation Act* and Occupational Health & Safety Regulations, have exceeded the current capacity of the four staff resources in Corporate Safety.

Initiative 11b-1.2 will propose to create a new regular ongoing Manager of Safety position in the Human Resources & Corporate Safety Division. This position will supplement the current staff complement and ensure continued, effective professional corporate safety oversight for the organization, in partnership with departments.

### **11b-3.1 Benefits, Wellness & Abilities Management Coordinator**

In the recent CRD Employee Surveys, staff identified the need for more wellness initiatives to make the CRD a great place to work. Various studies have shown that good employee health is positively correlated to job satisfaction and increased employee engagement which affects productivity, turn over, sick leave usage etc. In past years, organizations focused on benefit programs as wellness strategies.

While the CRD currently engages in a number of wellness related corporate initiatives and informal worksite specific activities, there is not a formal wellness program at the CRD with dedicated resources to drive these initiatives forward in a robust and comprehensive way.

Initiative 11b-3.1 will propose to create a new regular ongoing Benefits, Wellness & Abilities Management Coordinator in the Human Resources & Corporate Safety Division. This position aims to consolidate existing but less comprehensive benefits and abilities management programs, then develop and lead coordinated and aligned benefits, wellness and abilities management programs aimed to provide proactive tools, resources, and programs that keep employees engaged on the job, and to quickly return employees back to work when they may be unable to temporarily be in the workplace. Professional resources to assist in delivering a comprehensive approach is paramount to ensure a successful program.

## **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

## **RECOMMENDATION**

The Governance Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – People, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Chris Neilson, MBA, CPHR, Senior Manager HR and Corporate Safety
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Community Need Summary – People

11

## People



An organization staff are proud to be a part of

### 01 Strategy

#### STRATEGIES & PLANS

- › [Organizational Development Plan](#)
- › [CRD Climate Action Strategy](#)

#### CORPORATE PLAN GOALS

- 11a Equity, diversity & inclusion
- 11b Organizational capacity

### 02 Contacts

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Human Resources & Corporate Safety

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Certificate of Recognition with Merit Certification Rating (\$900K+ cost savings) with WorkSafeBC
2. Canada's Greenest Employers Designation
3. Alternative Work Options Implementation
4. Collective Bargaining: Merger of United Steelworkers 1-1937 into Canadian Union of Public Employees Local 1978
5. Developed and Implemented 2023 Employee Experience Survey; Action Planning Underway

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

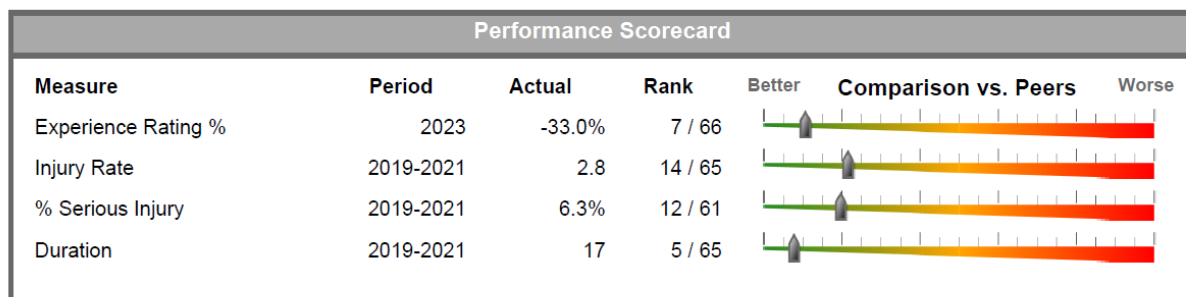
- Changing workplace and society demographics have significant impact on the nature of HR programs. There are a number of trends impacting the CRD including: significant workplace retirements, more employee transitional/family needs, acceleration of workplace and technological change, and shifting economic conditions with inflated costs of living, and exceptionally low unemployment with increased pressures on attracting and retaining staff.
- Enhanced efforts in organizational design, absence management, workforce & succession planning, recruitment and retention, and learning & development will be paramount to ensure the continued success of the CRD.
- Many divisions are seeing a decreasing pool of candidates for vacancies, and efforts are being placed in redefining operations to ensure an appropriate pool of employees continues to deliver the wide variety of services.
- We continue to see increased pressures on the recruitment and retention of technical, professional and senior level staff especially, and most recently on more junior staff particular to the pandemic. Increased efforts ongoing to evaluate ongoing staffing needs, train and develop staff, and conduct succession planning.

## OPERATIONAL STATISTICS (TO QUARTER 1, 2023)

	CRD Current Q1, 2023	CRD Current Annual 2023	Industry Average Annual 2023	CRD Annual 2022	Industry Average 2022
1. Total Unionized Workforce (all staff)	89.8%	89.8%	78.6%	89.3%	81.2%
2. Average Length of Service (regular staff)	9.2 years	9.2 years	11.0 years	9.5 years	11.1 years
3. Average Employee Age (regular staff)	45.4 years	45.4 years	46.6 years	45.7 years	46.7 years
4. Turnover Rate / Retirement Rate (regular staff) <sup>1</sup>	1.4% / 0.3%	1.4% / 0.3%	2.1% / 0.5%	11.7% / 3.4%	11.1% / 2.9%
5. Job Opportunities (all staff)	111	205	N/A	565	N/A
6. Vacancy Rate (regular staff)	2.6%	2.6%	3.2%	3.3%	4.9%
7. Absenteeism (Sick Leave) Rate (regular staff)	5.1%	5.1%	6.2%	5.1%	5.8%
8. WorkSafeBC Employer Rate (all staff)	2.14% less 10% <sup>2</sup>	2.14% less 10% <sup>2</sup>	3.19%	2.05% less 10% <sup>2</sup>	2.92%

For further information about these statistics please refer to the CAO Quarterly Progress Reports.

WorkSafeBC Trends Analysis (3 Tables):

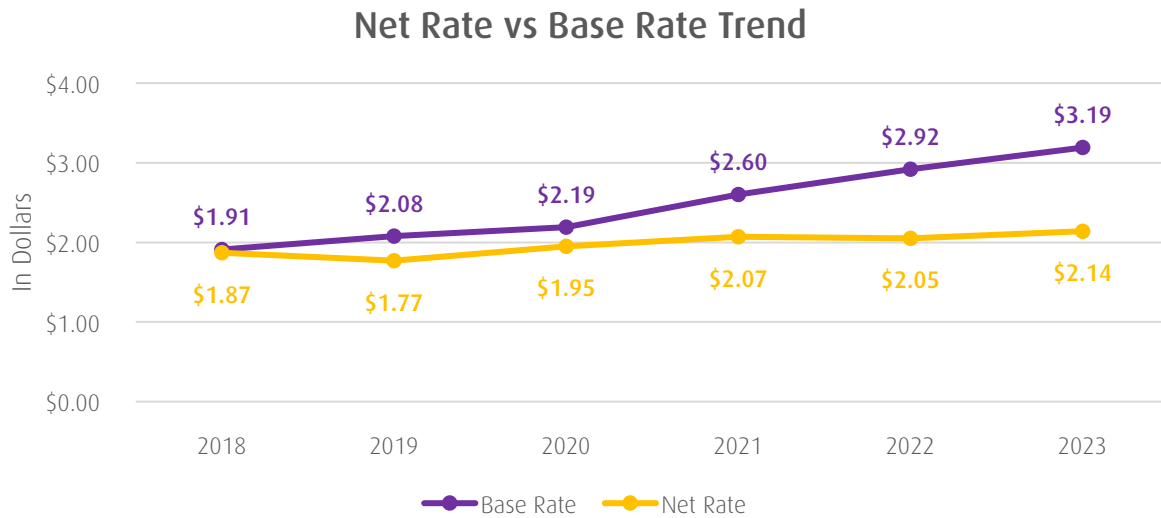


<sup>1</sup> Quarterly statistics are cumulative, with annuals being the sum of all quarters in the calendar year.

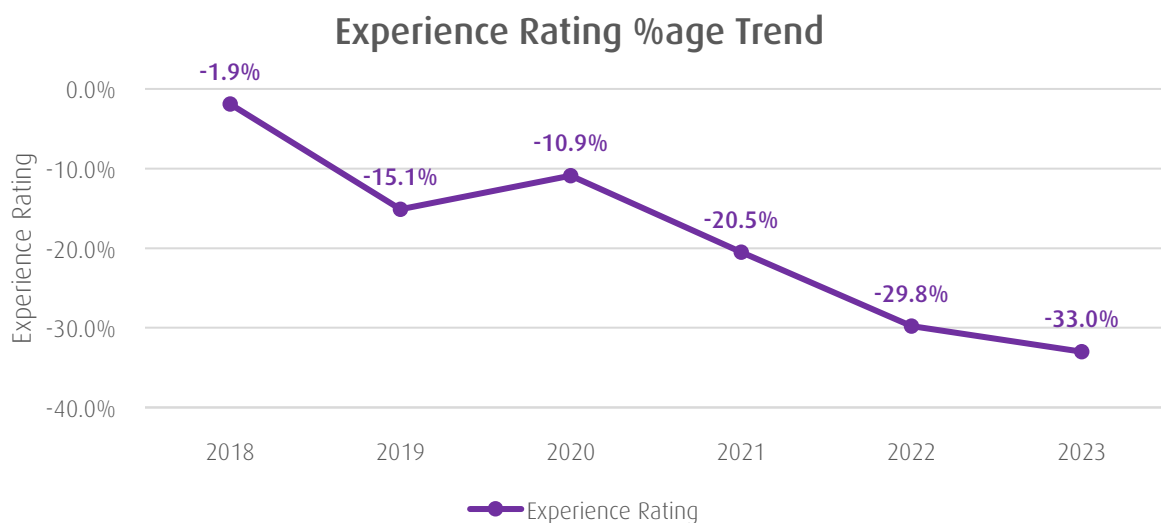
<sup>2</sup> An additional 10% reduction in assessed premiums is applied to the assessed rate, as a result of the CRD's Certificate of Recognition program and designation.



Cost of WorkSafeBC premiums per \$100 of assessable earnings. Net rate is the CRD's rate assigned by WorkSafeBC. Base rate is the rate for the industry. For 2023, the CRD's premium rate assessment is 49% below industry base assessments.



Experience rating is the amount of cost savings or cost premium over base rate each year. For 2023, the CRD is at an experience rating 33% better than industry base average.



## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>3</sup>

- › 1.016 Human Resources

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### HUMAN RESOURCES & CORPORATE SAFETY

#### Description

Provides professional in-house services to all departments and divisions for a multi-faceted inside and outside workforce. The Human Resource generalists and Corporate Occupational Health and Safety specialists support strong relationships between employees and managers, provide a one-stop HR shop with the information, tools, advice and support needed to align individual and organizational success and ensure a healthy and safe workplace and workforce.

#### What you can expect from us

- ▶ Employment relations, including 500+ job opportunities, labour relations for two unions, and Human Resources Information System (HRIS) management and reporting for 1,100+ employees and 1,400 volunteers
- ▶ Occupational health and safety, corporate wellness and benefits, and disability management
- ▶ Development and administration of over 80 personnel policies and corporate safe work practices
- ▶ Developing and delivering corporate learning and development programs (600+ participants annually)
- ▶ Delivering impactful stay-at-work/return-to-work disability management activities, ensuring impactful and meaningful employee engagement and absenteeism below rising industry norms
- ▶ Strategic Human Resource and Corporate Safety programs related to: Equity, Diversity, Inclusion and Accessibility; Organizational Capacity; Talent Acquisition; Employee Experience and Recognition; Talent Excellence; Human Resources and Corporate Safety Compliance and Excellence; and Leadership and Culture.

#### Staffing Complement

Division: **14.0 FTE (including Managers and Administrative Support)**

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<sup>3</sup> Service budget(s) listed may fund other services

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
<b>11a-1</b> Develop and implement an organizational accessibility plan that is informed by residents and an Accessibility Advisory Committee  ► <b>NEW IBC 11a-1.1</b> Develop & implement the Corporate Accessibility Plan	2024  2024-ongoing	\$60K other	1 New ongoing (Q4 2024 start)
<b>11a-2</b> Develop understanding of, and accountability for, equity, diversity and inclusion across CRD decision-making bodies  ► <b>NEW IBC 11a-2.1</b> Enhance understanding & accountability for Equity, Diversity & Inclusion (EDI)	2024  2024-2026	\$15K requisition	-
<b>11a-3</b> Create and implement an Indigenous Employment Strategy in partnership with local Indigenous communities and Indigenous-serving organizations  ► <b>NEW IBC 11a-3.1</b> Create & implement an Indigenous Employment Strategy	2024  2024-ongoing	\$210K requisition + other	1 New Ongoing
<b>11a-4</b> Strengthen Board decision-making frameworks to include First Nations Reconciliation, Equity, Diversity & Inclusion, and Climate Action lenses	Ongoing	-	-
<b>11b-1</b> Advance the Human Resource Strategic Plan to guide organizational capacity and continuity, workforce planning and retention, and corporate safety  ► <b>FUTURE IBC 11b-1.1</b> HRIS Talent Suite  ► <b>FUTURE IBC 11b-1.2</b> Alignment of Services: Manager of Safety  ► <b>NEW IBC 11b-1.3</b> Human Resources Manager	Ongoing  Planned for 2025 Planned for 2025 2024-ongoing	\$ -  \$195K other \$210K other	-  1 New Ongoing 1 New Ongoing

Initiative	Implementation year(s)	Impacts in 2024	
11b-2 Maintain and enhance corporate compliance and alignment with workplace safety legislation	2023	-	-
11b-3 Maintain business continuity, efficiency and resilience by rightsizing the staffing complement and facilities	Ongoing	-	-
► <b>FUTURE IBC</b> 11b-3.1 Benefits, Wellness & Abilities Management Coordinator	Planned for 2025	\$153K other	1 New Ongoing
11b-4 Implement the recommendations in the 2023 CRD Employee Survey report	2023-2024	-	-
► <b>NEW IBC</b> 11b-4.1 Employee Survey	2024-ongoing	\$50K other	-
11b-5 Continue supporting the CRD Leadership Development Program	Ongoing	-	-
11b-6 Evaluate the effectiveness and impacts of the workplace flexibility and Alternative Work Options implementation on the organization and staff	2024-ongoing	-	-
► <b>NEW IBC</b> 11b-7.1 Manager of Corporate Initiatives & Administration	2024-ongoing	\$125K requisition	1 New Ongoing (Q2 2024 start)

## 06 Performance

### GOAL 11A: EQUITY, DIVERSITY & INCLUSION

#### Targets & Benchmarks

Education for CRD staff and decision-makers to achieve a level of EDI competence and confidence needed to create a diverse, equitable, and inclusive organization.

The target for 2023 is to increase the number of CRD staff, and thus the overall percentage of CRD staff, who have completed EDI educational sessions.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	The number of CRD staff participants who completed EDI educational sessions	Quantity	40	80	120	↗
2	Percentage of CRD staff who have completed EDI educational sessions	Quantity	12%	22%	38%	↗

<sup>1</sup> Counted as unique participant who have completed EDI training at the CRD

<sup>2</sup> Shown as a percentage of unique participants who have completed EDI training at the CRD

#### Discussion

Once staff have completed foundational levels of education, aligned with the education the decision-making bodies will receive, they will be better equipped to inform decision-making.

In 2022, two EDI educational sessions were facilitated. In 2023, there will be three EDI educational sessions facilitated for CRD Staff. Further, in 2023, EDI principles have begun to be embedded in other educational sessions (e.g. Recruitment & Selection, Performance Management, iLead Leadership Development Program, etc.).

Since engaging Inclusive Excellence Strategy Solutions to conduct EDI educational sessions, over 119 unique CRD employees (approximately 16%) at all levels of the organization have received education (many CRD staff members have taken multiple EDI educational sessions). The following educational sessions have been offered and we will continue to augment these as deemed appropriate: Confronting Unconscious Bias in the Workplace, Confronting Unconscious Bias in Recruitment, How to be an Ally, and Active Bystander

Future topics of EDI educational sessions will be developed to meet the changing requirements of an evolving society.

## GOAL 11B: ORGANIZATIONAL CAPACITY

### Targets & Benchmarks

Workforce engagement performance indicators measure the strength of the organization through the active engagement of employees, and assists in responding to changes in our external and internal environments through our Human Resources and Corporate Safety strategies and initiatives.

- Employee turnover industry average (2022): **11.1%**
- Unplanned absenteeism industry average (2022): **5.8%**
- Position vacancy rate industry average (2022): **4.9%**

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Employee turnover	Quality	11.7%	9.0%	9.0%	↘
2	Unplanned absenteeism	Quality	5.1%	5.1%	4.5%	↘
3	Regular Position Vacancy Rate	Quality	3.3%	3.0%	2.5%	↘

<sup>1</sup> Total number of CRD staff (regular) that have left their employment with us as a percentage of the regular staff pool; data retrieved from corporate enterprise resource planning system

<sup>2</sup> Percentage of working time missed as a result of CRD staff (regular) unplanned absence (e.g. sick leave, emergency leave, other); data retrieved from corporate enterprise resource planning system

<sup>3</sup> Percentage of regular staff positions that are vacant, including those under active recruitment; data retrieved from corporate enterprise resource planning system and recruitment dashboard

### Discussion

The CRD has 758.94 FTE's – 732.94 regular and 26 term positions (with terms ranging from one to five years, with the majority being two year or longer, term positions) – and 433 auxiliary staff, mostly in Parks and Recreation. 89.8% of the CRD's paid workforce is unionized. The average length of service and average workforce age of CRD staff remain relatively consistent from previous years, at 9.2 years and 45.4 years respectively. Following the pandemic, with the increased pressures of a competitive labour market, turnover across industry has increased including at the CRD. Retirement rates account for approximately 21% of all employee turnover. We anticipate as the economy begins to righten, turnover will return to pre-pandemic levels at approximately 9%.

As an essential service, the CRD closely monitors the impact of absenteeism and takes appropriate measures to ensure essential operations are maintained. The CRD measures and monitors absenteeism by both its sick leave usage and safety ratings and has commenced a comprehensive disability management program aimed at early intervention and proactive and positive return to work programs.

By this the CRD is continuing its proactive disability management efforts to ensure costs of absenteeism are appropriately managed, and employees are actively engaged early in return-to-work measures to aid in their recovery to work from illness, as well as its proactive healthy workplace program focused on providing employees personal tools to keep them healthy. Sick leave absenteeism rates remaining trending consistently with previous years and remain below industry averages. We forecast that with new alternative work options, along with reduced pressures related to pandemic constraints of previous years, that absenteeism levels will return back to pre-pandemic levels.

## 07 Business Model

<b>PARTICIPANTS</b>	All municipalities and electoral areas
<b>FUNDING SOURCES</b>	Allocations, requisitions
<b>GOVERNANCE</b>	<a href="#">Governance Committee</a>

**REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 18, 2023**

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**SUBJECT**     **Service Planning 2024 – Planning Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Planning Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Planning Community Need Summary is attached as Appendix A. The desired outcome is to keep approved plans current and monitor for effectiveness.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Planning, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.



### *Alternative 2*

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Planning, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance one new initiative for the Planning Community Need, as shown in Table 1. The initiative will advance a Board and Corporate Plan Priority.

Table 1. Planning Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
8b-1.1 Foodlands Access - Service Creation & Activation	2024-ongoing	0.5 New term	\$517,000	Requisition & Other

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

This initiative is subject to approval of a new service establishment bylaw. The financial and staffing impacts are provided for information. These costs will not appear in the preliminary budget as there is not yet service authority for this expenditure.

### **8b-1.1 Foodlands Access - Service Creation & Activation**

The Foodlands Access Program aims to increase the amount of productive agricultural land in the region and give opportunities to young and new farmers seeking access to land. This will be accomplished through the reactivation of part of the CRD Regional Parks owned Bear Hill site for agricultural purposes, and through a land matching initiative that facilitates land lease agreements. With the cost of land being prohibitive to new farmers, and a large portion of farmers in the capital region approaching retirement age, this initiative will help transition to a new generation of farmers and increase the amount of food produced within the region.

The estimated cost of reactivating and operating the Bear Hill site is approximately \$145,000 annually (plus \$183,000 in set-up cost). Launching a land matching program will cost approximately \$120,000 annually.

Should a service be created, Initiative 8b-1.1 would increase the core budget of the Regional & Strategic Planning Division in line with the costs above to support the establishment of a new service. As noted above, service establishment associated expenditures are subject to elector approval.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:  
That Appendix A, Community Need Summary – Planning, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Planning

## 8

## Planning



Keep approved plans current and monitor for effectiveness

### 01 Strategy

#### STRATEGIES & PLANS

- › [Regional Growth Strategy](#)
- › [Regional Food & Agricultural Strategy](#)

#### CORPORATE PLAN GOALS

- 8a Managed growth
- 8b Protect & enhance local agriculture to support long-term food systems security

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. In fall 2022, oriented a new Board of Directors to the CRD's role and functions, and to directors' responsibilities and duties.
2. Between November 2022 and May 2023, supported the CRD Board in identifying the 2023-2026 Board Strategic Priorities and worked with the Executive Leadership Team to develop the accompanying CRD 2023-2026 Corporate Plan.
3. Completed the 2022 Regional Growth Strategies Indicator Report.
4. CRD Board accepted two updated Regional Context Statements.
5. Received conditional approval from the CRD Parks Committee for use of a portion of Bear Hill Regional Park for the establishment of a Foodlands Access Program to support new and young farmers. This is a key step towards new service establishment.
6. Received a Union of BC Municipalities Complete Communities Grant to study mobility and growth throughout the region.
7. Reviewed and provided comments on Official Community Plan updates and other referrals related to the Regional Growth Strategy (RGS).

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- Regional & Strategic Planning (RSP) supports regional growth management by:
  - Exploring new matters of regional interest and assessing the feasibility of developing new services
  - Providing demographic, planning, development and growth management analysis across the region
  - Providing specialized data, information, and modelling analysis quickly
  - Coordinating numerous interest from internal and external stakeholders.
- The Province is currently in the process of making significant changes to the land use planning and zoning frameworks for local governments. Understanding these changes and supporting local governments in fulfilling new growth targets will be a significant consideration in 2024.
- CRD staff, in partnership with the Development and Planning Advisory Committee (DPAC) will undertake workplanning for studies required to support consideration of the need to update the RGS.

### OPERATIONAL STATISTICS

- ▶ 2 Regional Context Statements reviewed by staff and approved by the CRD Board
- ▶ 42 referrals reviewed by staff

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.330 Regional Growth Strategy
- › 1.324 Regional Planning

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### 1. REGIONAL GROWTH STRATEGY

#### Description

Service is responsible for developing, monitoring, updating and coordinating implementation of the RGS, in accordance with provincial requirements. The RGS is a policy document, developed by municipalities, the JdF EA and the CRD in partnership, for identifying shared social, economic and environmental objectives.

#### What you can expect from us

- ▶ Every five years, research, analyze and provide advice on updates to the RGS
- ▶ Monitor RGS indicators and report on progress annually towards achieving regional objectives
- ▶ Coordinate ongoing RGS implementation by chairing an inter-municipal advisory committee and providing advice to the CRD Board and departments on RGS policies and issues
- ▶ Evaluate applicable documents for consistency with the RGS (e.g. municipal context statements)
- ▶ As an outcome of the five-year review, or as periodically initiated by a municipal request, draft policy, engage stakeholders, prepare documents and seek bylaw amendments to update the RGS

#### Staffing Complement

Regional & Strategic Planning Division: **1.0 FTE + Senior Manager and Administrative Support**

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<sup>1</sup> Service budget(s) listed may fund other services.

### Description

Service is responsible for data collection, research, modelling and analysis related to regional, sub-regional and local population change, employment, land use and transportation in support of the development and implementation of regional district services and municipal services, as needed.

### What you can expect from us

- ▶ Collect and disseminate primary source data through building permits (monthly), automobile (yearly) and bicycle counts (ongoing, supplemented by bi-yearly volunteer count) and origin and destination surveys (every five years)
- ▶ Compile, disseminate and support partners with the interpretation and application of statistical and spatial data, and conduct special studies, as needed
- ▶ Analyze, visualize and report on transportation, land use and housing data to support regional service delivery (e.g. regional transportation and urban growth models, climate action reporting)

### Staffing Complement

Regional & Strategic Planning Division: **0.5 FTE + Senior Manager and Administrative Support**

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## 3. STRATEGIC PLANNING

### Description

This function is responsible for strategic organizational decision-making through two key processes. First, the Board strategic planning process which happens at the start of every term and through which the Board identifies region-wide priorities that will have long-term impacts on the capital region. Second, the annual service planning process the organization undertakes to identify and prioritize the initiatives and resources needed to implement the Board and corporate priorities.

### What you can expect from us

- ▶ Support the CRD Board with strategic priority identification every four years and work with colleagues to develop the subsequent CRD Corporate Plan and other supporting documentation
- ▶ Report to CRD Board on progress made on the Board Priorities on a quarterly basis (through the CAO report) and on the CRD Corporate Plan twice yearly (through the strategic check-in in Q2 and service planning in Q4)
- ▶ Run a service planning process annually (Q1 to Q3) and develop tools to facilitate this corporate decision-making process about future initiatives and resource needs
- ▶ Assists departments with the delivery of up to four service-focused strategic planning processes annually

### Staffing Complement

Regional & Strategic Planning Division: **1.0 FTE (exempt manager) + Senior Manager and Administrative Support**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
8a-1 Explore changes to growth management approaches and identify implementation actions appropriate for local, regional and provincial implementation	Planned for 2025	-
8a-2 Assess the need for an update to the Regional Growth Strategy and accompanying monitoring program	Planned for 2025	-
<b>8b-1</b> Consider establishment of a new foodlands access service ► <b>NEW IBC 8b-1.1</b> Foodlands Access - Service Creation & Activation <sup>2</sup>	2024 2024-ongoing	\$517K    0.5 New term <small>requisition</small> + other
8b-2 Activate agricultural activities on priority parcels, as appropriate	Planned for 2025-2026	-
<b>8b-3</b> Building from the Regional Food and Agricultural Strategy, support partners to take action to bring land into agricultural production through research, development of policy positions and advocacy	Ongoing	-

<sup>2</sup> Initiative 8b-1.1 is subject to approval of a new service establishment bylaw. The financial and staffing impacts are provided for information. Note that these costs will not appear in the preliminary budget as there is not yet service authority for this expenditure.

## 06 Performance

Most performance measures relate to the performance of the region as a whole, rather than the CRD as an organization. This reflects that the indicators are drawn from the Regional Growth Strategy (RGS) Indicator Report and measure outcomes that require concerted action from multiple local government and agency partners.

### GOAL 8A: MANAGED GROWTH

#### Targets & Benchmarks

- **RGS consistency** monitors the percentage of Regional Context Statements (RCS) accepted and CRD bylaws and services that are deemed consistent with the RGS. The target for RGS consistency is 100%.
- **Net new dwellings built outside the Urban Containment Policy Area (UCPA)** measures the annual share of net new dwellings built in rural areas. The RGS includes a target to limit net new dwellings built outside the UCPA at 5% annually.
- **Net new dwellings in areas where more than 45% walk/bike/bus to work** measures the proportion of new growth located where it can be efficiently serviced by transit and active transportation. The desired trend is to increase the amount of growth in areas conducive to walking, cycling and taking transit.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual*	2023 Forecast	2024 Target	Desired trend
1	RGS Consistency	Quantity	100%	100%	100%	→
2	≤ 5% net new dwelling units built outside the Urban Containment Policy Area	Quantity	3.7%	≤ 5%	≤ 5%	→
3	Number of new dwellings in areas where more than 45% walk/bike/bus to work	Quantity	12%	15%	≥ 35%	↗

<sup>1</sup> Total number of RCS accepted and CRD bylaws and services deemed consistent with the RGS; data from CRD Regional & Strategic Planning

<sup>2</sup> 2022 Regional Growth Strategy Indicator Report and data from CRD Regional & Strategic Planning

<sup>3</sup> 2022 Regional Growth Strategy Indicator Report and data from CRD Regional & Strategic Planning

\*Dates represent reporting year

#### Discussion

1. The RGS consistency target helps demonstrate how the CRD is upholding the RGS. This performance measure includes Regional Context Statements and determinations of bylaw and service consistency made by the CRD Board. This performance measure should be considered alongside the operational statistic of regional context statements reviewed by staff. The operational statistic provides



information about the volume of context statements considered by the CRD Board and the performance measure evaluates the degree of alignment with the RGS.

2. The RGS objective for managed growth is to keep urban settlement compact and protect the integrity of rural communities. In the past 10 years, the average percentage of growth outside the UCPA has been 4.9%.
3. Currently, the region locates 12% of new growth in areas conducive to walking, cycling and taking transit. Locating new growth in these areas is desirable as infrastructure and services are already in place to support high levels of active travel and transit. As the region develops, the desired trend can be achieved by locating new growth in areas that have high rates of walking, biking and transit use, or extending infrastructure to encourage and enable more people to walk, bike or take transit. The  $\geq 35\%$  target is based on best performance of historical trends for this metric, which is tracked in the RGS Indicator Report.

## GOAL 8B: PROTECT & ENHANCE LOCAL AGRICULTURE TO SUPPORT LONG-TERM FOOD SYSTEMS SECURITY

### Targets & Benchmarks

- **Average age of farmers** is an indicator of the health of the farming industry. A lower average age of farmers is desirable.
- **Gross farm receipts** are an indicator of productivity in the agricultural sector. The higher the value of farm receipts shows strong performance in the sector.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2026 Target	Desired trend
1	Average age of farmer	Quantity	57.5	≤ 56	↘
2	Gross farm receipts	Quantity	\$49,294,191	\$55,000,000	↗

<sup>1</sup> Statistics Canada, Census of Agriculture 2016, 2021. The next data release is expected with the 2026 Census.

<sup>2</sup> Statistics Canada, Census of Agriculture 2016, 2021. The next data release is expected with the 2026 Census.

### Discussion

1. A higher than average age of farmers is a warning sign for the future of food production in the region. Progress toward this target remains static. The average age of farmers in the region remains higher than the Canadian average.
2. The value of farm receipts has increased since the last Census of Agriculture completed in 2016. While this means the region is trending in the right direction, the region is considerably less productive than other regions in BC such as the Fraser Valley and the Okanagan.
3. The CRD's current role is limited to considering matters related to food and agriculture as part of growth management planning. In this limited capacity, the CRD is not resourced to collect data related to agriculture and food systems. Staff rely instead on data from the Census of Agriculture, which is produced every five years. Reporting will be on a 5-year basis for these measures.

## 07 Business Model

**PARTICIPANTS**      [Regional Growth Strategy](#): All municipalities, Juan de Fuca Electoral Area and Tsawout and Songhees Nations

[Regional Planning Service](#): All municipalities, all Electoral Areas and Tsawout and Songhees Nations

**FUNDING SOURCES**      Requisitions and grants

**GOVERNANCE**      [Planning and Protective Services Committee](#)

**REPORT TO REGIONAL PARKS COMMITTEE  
MEETING OF WEDNESDAY, SEPTEMBER 27, 2023**

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**SUBJECT**     **Service Planning 2024 – Regional Parks Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Regional Parks Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan, which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Regional Parks Community Need Summary is attached as Appendix A. The desired outcome is additional land acquisitions and increased access to parks and recreational trails that are safe, respect Indigenous culture and conservation values.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Regional Parks Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Regional Parks, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Regional Parks Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Regional Parks, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all initiative business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives, as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget, which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

A separate supplemental service budget report will be submitted to the Regional Parks committee.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance three new initiatives for the Regional Parks Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority;
2. operationalizing capital investment(s); and
3. adjustments to core service levels to maintain safety and regulatory obligations.

Table 1. Regional Parks Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
7c-3.1 Elk/Beaver Lake Water Quality Monitoring	2024-2026	-	\$25,000	Requisition
7e-3.1 Asset Management Engineered Structure Inspections	2024-ongoing	-	\$225,000	Requisition
7f-1.1 First Nations Strategic Priority Initiatives	2024-ongoing	-	\$300,000	Requisition

The information in Table 1 reflects the initiative business case costs, which ELT reviewed as part of its annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### 7c-3.1 Elk/Beaver Lake Water Quality Monitoring

Elk/Beaver Lake Regional Park is one of the busiest regional parks, with high recreational and ecological values. The lake has been impacted by nutrient loading from the surrounding area and invasive species, which has resulted in increased algae blooms and weed growth, which in turn impacts recreational use and ecosystem function. The CRD Board approved the installation of an in-lake oxygenation system in 2023 to help improve water quality.

Initiative 7c-3.1 follows this earlier initiative and seeks a one-time increase to the Regional Parks core budget in 2024-2026 to gather data to assess the overall health of the lake over time and make recommendations to support the long-term management of water quality at Elk/Beaver Lake and operation of the oxygenation system.

### 7e-3.1 Asset Management Engineered Structure Inspections

The Regional Parks division manages a portfolio of 41 dam, bridge and trestle engineered structures that are critical to delivering the regional parks and trails service. To meet the established guidelines and regulatory requirements set by the Province, engineered inspections and condition assessments are required. Assurance statements for engineered structures are also required to follow regulations and must be provided by qualified professional engineers. The cost to complete engineered inspections on critical aging infrastructure have increased in recent years.

Initiative 7f-1.1 seeks to increase the Regional Parks core budget to address the rising cost of engineered inspections of regional park dam, bridge and trestle structure. Doing so will enable the Regional Parks division to ensure regulatory compliance and to extend the service life of aging critical infrastructure.

### 7f-1.1 First Nations Strategic Priority Initiatives

First Nations wish to be involved in the implementation of the recently refreshed Regional Parks and Trails Strategic Plan 2022-2032 and have stressed that there should be “nothing about us, without us.”

Current short-term transactional arrangements for engaging First Nations on regional park and regional trail initiatives are no longer sufficient to advance reconciliation efforts and meaningfully involve and collaborate with First Nations in the operation and management of regional parks and regional trails. Additional capacity is required to support strengthening relationships and to move toward co-development of long-term agreements that recognize and support reconciliation, self-determination, decision-making and economic independence related to regional parks and regional trails.

Initiative 7f-1.1 seeks an increase to the Regional Parks core budget to provide additional capacity funding to facilitate this work.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Regional Parks Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Regional Parks, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Jeff Leahy, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Regional Parks

## 7

## Regional Parks



Additional land acquisitions and increased access to parks and recreational trails that respect Indigenous culture and conservation values

### 01 Strategy

#### STRATEGIES & PLANS

- › [Regional Parks & Trails Strategic Plan](#)
- › [Regional Growth Strategy](#)
- › [Climate Action Strategy](#)
- › [Special Task Force on First Nations Relations](#)
- › [CRD Corporate Plan](#)
- › [Statement of Reconciliation](#)
- › [Regional Trails Management Plan](#)
- › [Land Acquisition Strategy](#)
- › [Park Management Plans \(Various\)](#)

#### CORPORATE PLAN GOALS

- 7a Complete the strategic planning & engagement process
- 7b Access & equity
- 7c Enhance the protection of biodiversity, ecological integrity & natural assets in regional parks
- 7d Expand access to green space & outdoor recreation
- 7e Climate action & resilience
- 7f Reconciliation

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

- |   |   |
|---|---|
| <ol style="list-style-type: none"> <li>1. Complete Regional Parks &amp; Trails Strategic Plan</li> <li>2. Regional Trails Asset Renewal Plan</li> <li>3. Regional Trails Detour Policy</li> <li>4. Complete Mayne Island Regional Trail</li> <li>5. Complete Mill Hill Sewer Line</li> <li>6. Bilston Creek Bridge Replacements</li> <li>7. Initiate State of Natural Values Report</li> <li>8. Initiate State of Outdoor Recreation Report</li> <li>9. Inclusion and Accessibility Assessment</li> <li>10. Complete Regional Park Trail Standards</li> <li>11. Initiate Land Acquisition Strategy Renewal</li> <li>12. Complete Regional Parks Asset Renewal Plan</li> </ol> | <ol style="list-style-type: none"> <li>13. Initiate Lochside Trail License Agreement Update</li> <li>14. Initiate Conservation and Outdoor Rec Plan</li> <li>15. Regional Parks included in National Conservation Network</li> <li>16. Impact Assessment Process</li> <li>17. Elk Lake Oxygenation System</li> <li>18. Initiate Regional Parks Resident Survey 2023</li> <li>19. Complete Approved FTE Increase</li> <li>20. Critical Repairs to Selkirk Trestle (Phase 0)</li> <li>21. Lochside Trail Paving Project complete from Swartz Bay to Beacon Avenue.</li> </ol> |
|---|---|

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Changes to Regional Development** – The region is experiencing growth in multi-family developments, development sites and intensity of development. This is leading to more pressure for recreational space on nearby regional parks.
- **Changes to Recreational Use Patterns** – With the increasing popularity of outdoor recreation come challenges for meeting user objectives, including ensuring safety, mitigating environmental damage, and resolving conflict between users. There is also increased pressure for a diversity of recreational uses and greater advocacy from various recreational stakeholder groups.
- **Sustainable Service Delivery** – Major infrastructure in regional parks is nearing the end of its lifespan and needs improvements to support demands they were not built for. In recent years, the increased cost of materials and the complexity of projects has led to high costs for these major capital projects. Anticipate increased costs associated with the need for improved and safer active transportation infrastructure.
- **First Nation Reconciliation** – The CRD supports working with First Nations on common interests and recognizes that how this is achieved will be an ongoing discussion with each First Nation and will evolve as priorities, capacities and governance structures shift over time. Reconciliation is a journey towards strengthened relationships with First Nations and overall increased cultural awareness and respect to improve management of regional parks and trails.
- **Demographic Changes** – The population within the CRD is aging overall. It is also becoming more ethnically diverse. This demographic change will likely continue and will create demands for different forms of recreation and new ways of using open space. It also raises the need to help new Canadians to learn about regional parks and trails, to fully enjoy the park experiences, and to understand and respect the environment of the regional parks and trails system. These demographic changes will give rise to different recreation demands for people with differing needs and abilities.

- **Events** – Regional parks provide locations for recreation activity, events, tourism and filming, all of which are major contributors to the regional economy. However, there is also growing demand for economic activity in the parks, arising from activities such as commercial filming, and numerous group events. The number of permits continues to increase to allow these type of events to occur within the system.
- **Volunteers** – There are shifting trends in terms of volunteers in regional parks and trails. Volunteer input is a valued and essential contribution to the regional park system; however, it requires investment to manage and facilitate volunteer programs.
- **Ecological Integrity** – Over a number of years, there has been increased interest in understanding the region's biodiversity and reaching national climate targets, as well as including Traditional Ecological Knowledge. Increased pressures stem from the need to provide funding, supervision and expertise to support conservation programs that maintain and monitor ecological integrity.
- **Human Disturbance** – Conflict can occur between the need to protect ecological, geological and cultural features and visitor access or recreational activities. While some park features, such as streams, coastal dunes and similar natural ecosystems may be considered attractive for some recreation pursuits, they may not be suitable for many activities because of their vulnerability to irreversible change. The CRD has a responsibility to protect species and ecosystems at risk, as well as areas with Indigenous cultural value.
- **Species At Risk** – Effective management of threatened plant and animal species can be complex and requires specialist expertise. Threatened species recovery is a long-term process and success may take time and be financially costly.
- **Climate Change** – Regional Parks continued to mitigate and respond to the impacts of climate change (drought, unseasonably warm temperatures, wildfire, increasing rain, snow and wind events) on park assets and natural resources.
- **Monitoring and Research** – Increased monitoring and research will be required to evaluate the success of conservation programs, the impact of activities on parks and to determine where additional efforts may be required.

## OPERATIONAL STATISTICS

› **8.8 million visits** to regional parks and trails in 2021.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

1.280 Regional Parks

#### 1. PLANNING & DEVELOPMENT

##### Description

Contribute to effective and efficient decision making through plan and policy development, natural and cultural resource management, capital development planning, project management and geographic mapping and development of the Strategic Plan and park management plans. Provide oversight of the Land Acquisition Program. Guide the implementation of scientific and technical work related to environmental management.

##### What you can expect from us

- ▶ Increase the percentage of management plans that are less than 15 years old.
- ▶ First Nations Reconciliation. Develop work plans and traditional use agreements with willing First Nations. Seek economic development opportunities for First Nations in regional parks.
- ▶ All new management plans seek to have First Nations section written by First Nations.
- ▶ Evaluate up to 20 candidate properties for land acquisition and complete two acquisitions per year. Annual budget of \$5M. Develop two annual acquisition reports and update the 10-year land acquisition strategy.
- ▶ Provide planning and project management for capital projects. Procure a minimum of two grants annually to support capital development.
- ▶ Procure engineer assessments of critical built assets (dams, trestles, bridges) up to a value of \$225,000 annually. Prepare a 10-year critical asset assessment schedule.
- ▶ Manage asset inventory data and coordinate renewal forecasting asset management and capital project planning in 5, 10 and 20 year capital plans.
- ▶ Provide spatial and GIS data analysis and collection for a range of purposes, including existing and new digital data-sharing agreements and up to 200 public and internal cartography products for 34 parks and 100s of sign posts, park facilities, trails, etc.
- ▶ Respond to 70+ development referrals per year.

##### Staffing Complement

Regional Parks: **12 FTE + 1 Manager**

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<sup>1</sup> Service budget(s) listed may fund other services

## 2. REGIONAL PARK OPERATIONS

### Description

Regional Park Operations is responsible for the operations and maintenance of all regional parks and regional trails. Park Operations staff operate and maintain all regional park facilities and critical infrastructure, including, bridges, dams, roads and trails. The operation of regional parks occurs 365 days per year, with facilities being visited once or twice daily on average. The regional park system geographically spans from the Southern Gulf Islands to Jordan River and requires staff to travel large distances to visit facilities daily, weekly and monthly.

### What you can expect from us

- ▶ Manage and maintain 400 km of park trails, 55 washrooms and 132 garbage containers (most serviced daily).
- ▶ Support capital project development; undertake infrastructure and facility replacement and repair projects annually.
- ▶ Support for large special use events in regional parks.
- ▶ Prepare or update 37 (up from 33 in 2022) Regional Park Operating Plans.
- ▶ Manage three regional campgrounds; meet target of 65% weekend occupancy rate at Sooke Potholes and Island View Beach (from May to September).
- ▶ Complete a variety of annual safety-related programs, including dam safety, danger tree program, and facility inspections.
- ▶ Manage and maintain the Regional Parks fleet, including operations vehicles and other heavy equipment.

### Staffing Complement

Regional Parks: **38 FTE (including Administrative Support) + 1 Manager**

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## 3. VISITOR EXPERIENCE & STEWARDSHIP

### Description

Regional parks and regional trails are vital to the region, supporting health and wellbeing, offering social connections, and improving quality of life. Regional parks provide over 300 kilometres (km) of trails and a range of opportunities for outdoor recreation, experiencing nature, learning about natural and cultural heritage, participating in park stewardship, and gathering for events. CRD Regional Parks Visitor Experience and Stewardship staff contribute to quality visitor experience in regional parks through public education, a compliance and enforcement program, public engagement, communications, and stakeholder support. Through conservation and stewardship initiatives, including the volunteer program, staff monitor and support the improvement of biodiversity in regional parks. Staff serve the public by answering public inquiries in a timely manner, coordinating permits and managing online registration for regional parks camping.

### What you can expect from us

- ▶ 500+ volunteers delivering parks and trails condition checks and invasive species removal.

- ▶ Deliver 250+ natural and cultural educational programs, nature outings and outreach events annually.
- ▶ Process 200+ park use permits annually.
- ▶ Undertake five conservation projects per year.
- ▶ Ongoing ecological and species at risk monitoring.
- ▶ Conduct 4,500+ compliance and enforcement patrol hours annually utilizing CRD bylaw enforcement officers and CRD park rangers ( Regional Parks and Trails).
- ▶ Deliver at least three public awareness campaigns related to regional parks and trails annually.
- ▶ Conduct an annual accessibility audit.
- ▶ Work with recreational activity license agreement holders to improve recreational experiences.

### Staffing Complement

Regional Parks: **21 FTE + 1 Manager**

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## 4. REGIONAL TRAILS

### Description

Manage regional trails system to protect and operate three regional trails that provide a transportation and recreation function and that provide non-motorized trails for active transportation and recreation to connect municipalities, electoral areas and the region with adjacent jurisdictions.

### What you can expect from us (through Regional Parks Operations)

- ▶ Operate, manage and maintain 95 km of multi-use regional trails.
- ▶ Conduct 250 km of boom flail vegetation removal annually.

### Staffing Complement

Regional Parks: **FTE built into operations FTE**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
7a-1 Finalize the Regional Parks & Trails Strategic Plan	2023	N/A
7b-1 Conduct research, develop and implement a Universal Access Plan to improve inclusion and accessibility in regional parks and trails	2024-2025	\$120K Core Budget
4b-3 Implement the Regional Trails Closure Policy	2024-ongoing	\$35K Requisition
7c-1 Conduct research and prepare and implement a Natural Areas Conservation Plan <sup>2</sup>	2023-2025	\$64K Core Budget
7c-2 Develop and implement Impact Assessment and Best Management Practice Guidelines	2023	N/A
<b>NEW IBC</b> 7c-3.1 Elk/Beaver Lake Water Quality Monitoring*	2024-2026	\$25K Requisition
7d-1 Develop and implement an Outdoor Recreation Plan	2023-2025	\$64K Core Budget
7d-2 Undertake the Resident Survey	2023-2024	\$65K Core Budget

<sup>2</sup> Natural Areas Conservation Plan and Outdoor Recreation Plan to be combined

Initiative	Implementation year(s)	Impacts in 2024
7d-3 Develop an Interpretive Program Plan	2027	N/A
7e-1 Plan for and implement bike parking and e-bike, electric vehicle charging stations at high-use regional park accesses	ongoing	-
7e-2 Update the Land Acquisition Strategy to incorporate criteria that reflects First Nations interests	2023-2024	\$95K Core Budget
<b>NEW IBC</b> 7e-3.1 Asset Management Engineered Structure Inspections*	2024-ongoing	\$225K Requisition
7f-1 Work with First Nations to develop and implement priority initiatives related to regional parks and regional trails	Ongoing	
► <b>NEW IBC</b> 7f-1.1 First Nations Strategic Priority Initiatives	2024-ongoing	\$300K Requisition
7f-2 Develop a policy for supporting and clarifying Indigenous cultural use and cultural safety in regional parks	2024	\$40K Core Budget

\*Not captured in the 2022-2026 Corporate Plan

## 06 Performance

### GOAL 7A: COMPLETE THE STRATEGIC PLANNING & ENGAGEMENT PROCESS

#### Targets & Benchmarks

- Board approval of the Strategic Plan indicates general First Nations and public support for the plan.
- Actions identified in Strategic Plan form the basis of annual Board-approved service and work plans.
- Collaboration with First Nations governments, municipalities, park agencies, CRD divisions and stakeholders form the basis for implementing the Strategic Plan.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	The Strategic Plan reflects changes in the system through minor plan amendments	Quantity	0	1	2	→
2	High priority actions identified in the Strategic Plan are initiated	Quantity	0	5	8	→
3	First Nations participate in implementing the Strategic Plan	Quantity	0	2	5	→

<sup>1</sup> Minor amendments to the Strategic Plan will be brought forward when necessary to update factual information and to update park and trail classifications, as new additions to the system are identified and established.

<sup>2</sup> High priority actions are identified through annual work planning and form part of the annual financial planning process.

<sup>3</sup> First Nation participation in implementation of the Strategic Plan will be through the development of tailored work plans with each Nation.

#### Discussion

- The new regional park classification, Conservancy Area, may increase participation of First Nations in land acquisition discussions and development of cooperative management agreements.
- Acquisition of new park land through the Land Acquisition Program may necessitate minor amendments to the Strategic Plan to update park classifications and other information.
- Implementation of some high-priority actions will help to set the policy framework for the management of regional parks and trails.



## GOAL 7B: ACCESS & EQUITY

### Targets & Benchmarks

- Measuring the level of asset renewal investment and condition of parks and recreation trail infrastructure is a good indicator of how well-maintained, and therefore accessible and inclusive, the infrastructure is. This is supplemented by information about visitor satisfaction to ensure that expectations are met and that CRD actions and initiatives are facilitating a good experience for visitors.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Maintain a visitor experience satisfaction rate of 85% or better for regional parks and trails	Quality	85%	85%	85%	→
2	100% of critical infrastructure in the Regional Parks and Trails system in good or better condition	Quality	85%	100%	100%	→

<sup>1</sup> Percentage of visitors that described their overall experience with Regional Parks and Trails as 'quite satisfactory' or 'very satisfactory'; data from CRD Regional Parks Resident Survey 2017 (collected every 5 years).

<sup>2</sup> Percentage of critical infrastructure in the Regional Parks and Trails system that is in good or very good condition; data from asset management sustainable report cards.

### Discussion

- Resident Survey to be completed in 2023.
- Asset Management Sustainable Report Cards to be updated in 2023 and an asset management plan completed. Criticality defined as 4 or 5.

## GOAL 7C: ENHANCE THE PROTECTION OF BIODIVERSITY, ECOLOGICAL INTEGRITY & NATURAL ASSETS IN REGIONAL PARKS

### Targets & Benchmarks

- The CRD receives the gracious help of many volunteers who support the preservation and enjoyment of regional parks and trails through positions like naturalists, restoration volunteers, park stewards and trail ambassadors as well as recreational activity groups.
- Our target is to maintain or better the existing volunteer base.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Maintain a volunteer base of greater than 500 people	Quantity	500	500	500	↗

<sup>1</sup> Number of active volunteers in Regional Parks and Trails; data from volunteer registry.

### Discussion

- Experienced lower volunteer numbers during the pandemic but numbers are creeping back up to pre-pandemic levels.

## GOAL 7D: EXPAND ACCESS TO GREEN SPACE & OUTDOOR RECREATION

### Targets & Benchmarks

- The Land Acquisition Fund provides funding for the purchase of land for regional parks and trails. Tracking community contributions helps demonstrate the sufficient availability of funding and community support for the strategy that has been put in place.
- The target for community contributions is 25% of the fund contributions received annually.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	A 25% contribution of land acquisition funding from community partners	Quantity	25%	0%	25%	→

<sup>1</sup> Percentage of the Land Acquisition Fund contributions annually that comes from community partners; data from Land Acquisition Updates.

### Discussion

- The CRD continues to seek partnerships for land acquisition.

## GOAL 7E: CLIMATE ACTION & RESILIENCE

### Targets & Benchmarks

- Regional Parks is contributing to the development of complete and connected communities by improving multi-modal access to regional parks by installing electric bike and vehicle charging stations at high-use regional parks.
- A process to update the Land Acquisition Strategy with fulsome First Nations engagement early in the process will help to ensure that the criteria, principles, and process identified in the Strategy reflect First Nations values.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Electric vehicle (EV) charging stations are installed in seven high-priority parks	Quantity	0	2	7	→

<sup>1</sup> High-priority regional parks will get double ev-charging stations at main access points.

### Discussion

- The EV-charging stations are included in the Regional Parks capital plan.
- Engagement with First Nations on the updated Land Acquisition Strategy will proceed in three phases over 2023 and 2024 leading up to Board approval of the Strategy at the end of 2024.

## GOAL 7F: RECONCILIATION

### Targets & Benchmarks

- The CRD Regional Parks and Trails Strategic Plan supports ongoing engagement with First Nations in the management and operation of regional parks and regional trails in years to come and ensures that parks and trails remain culturally safe and inclusive.
- Reconciliation workplans are developed with each First Nation. The target is two new workplans annually.
- Traditional use agreements are initiated with all First Nations in the region. The target is two new agreements annually.
- A cultural safety policy is developed and implemented.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Reconciliation workplans are developed with each First Nation	Quantity	0	0	2	→
2	Traditional use agreements are initiated with all First Nations in the region	Quantity	1	1	2	→
3	A cultural safety policy is developed and implemented	Quantity	0	0	Complete	N/A
4	Participation of 19 First Nations in the update of the Land Acquisition Strategy	Quantity	0	15	18	↗

### Discussion

The Regional Parks and Trails Strategic Plan 2022–2032 focuses on strengthening government-to-government relationships and understanding between the CRD and First Nations in the region. Through the latter half of 2022, engagement on the Interim Strategic Plan took place with First Nations in the region. The CRD is committed to maintaining an open dialogue with First Nations to confirm that Indigenous cultural values and cultural uses are respected and that the priorities and actions remain relevant and meaningful.

## 07 Business Model

<b>PARTICIPANTS</b>	All municipalities and electoral areas
<b>FUNDING SOURCES</b>	Requisitions, grants, donations and non-tax revenue
<b>GOVERNANCE</b>	<a href="#"><u>Regional Parks Committee</u></a> <a href="#"><u>Regional Transportation Committee</u></a>

**REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 18, 2023**

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**SUBJECT**      **Service Planning 2024 – Safety & Emergency Management Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Safety & Emergency Management Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Safety & Emergency Management Community Need Summary is attached as Appendix A. The desired outcome is to protect public safety and cooperatively mitigate against, prepare for, respond to and recover from emergencies.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Safety & Emergency Management, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

**Planning and Protective Services Committee – October 18, 2023**  
**Service Planning 2024 – Safety & Emergency Management Community Need Summary 2**

*Alternative 2*

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Safety & Emergency Management, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

**IMPLICATIONS**

*Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

*Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

*Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

*1. Proposed changes for 2024*

There are no new initiatives currently planned for 2024 as the new *Emergency and Disaster Management Act* was delayed from the announced spring 2023 release date. Release of the new *Act* is now expected for Fall 2023. Based on provincial government communications and workshops on the expectations of the new legislation on local and regional governments, staff proactively identified some initial additional resources that would be needed to assess and begin planning to achieve compliance. This resource is the 9a-2.1 Resiliency and Recovery Coordinator highlighted for the 2025 budget. Once the new legislation is released and has been reviewed for impact on service expectations and requirements for compliance, it may be necessary to review the timing of the 9a-2.1 Resiliency and Recovery Coordinator position for potential consideration in the 2024 fiscal period.

*2. Planned changes in 2025*

There is one initiative planned for 2025, shown in Table 2. The CRD Board will consider approval next year.



**Planning and Protective Services Committee – October 18, 2023**  
**Service Planning 2024 – Safety & Emergency Management Community Need Summary 3**

Table 2. Forecast of Future Initiatives: Business Systems & Processes Community Need

Initiative	Implementation year(s)	Staff impacts (2025)	Incremental cost (2025)	Funding source
9a-2.1 Resiliency and Recovery Coordinator	2025-ongoing	1 New Ongoing	\$160,000	Requisition

The information in Table 2 also reflects the business case costs.

### **9a-2.1 Resiliency and Recovery Coordinator**

The Province is updating the *Emergency Program Act*. The new *Act* will significantly change the obligations of local and regional authority emergency programs to meet the new standards. The additional focus on climate resiliency and response, recovery, critical infrastructure planning, and coordination and consultation with First Nations will require additional resources to comply.

Initiative 9a-2.1 will propose to create a new regular ongoing Resiliency & Recovery Coordinator position in the Protective Services Division to respond to these changes once they have been confirmed. A core budget increase of \$30,000 annually will also be requested to provide capacity funding to First Nations.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Safety & Emergency Management, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Shawn Carby, CD, BHSc, MAL, Senior Manager, Protective Service
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Safety & Emergency Management

## 9

## Safety & Emergency Management



Protect public safety and cooperatively mitigate against, prepare for, respond to and recover from emergencies

### 01 Strategy

#### STRATEGIES & PLANS

- › [CRD Corporate Emergency Plan](#)
- › [CRD Climate Action Strategy](#)
- › [Regional Emergency Management Partnership \(REMP\)](#)
- › [Regional Growth Strategy](#)

#### CORPORATE PLAN GOALS

- 9a Effective emergency management

### 02 Contacts

Shawn Carby, Senior Manager, Protective Services

@ [email](#)

T. 250.360.3186

## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. CRD Emergency Hazmat Review Request for Proposals awarded

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- Increased frequency of emergency incidents requiring dedicated staff time, such as wildfire, drought, heat wave, atmospheric rivers, and other operational incidents. Incident frequency impacts the capacity to address work plan and service plan priorities.
- Increased public expectation for governmental assistance and timely communications during emergency events, including services outside existing program mandates.
- Pending modernization of the BC's *Emergency Program Act* and regulations will require review of CRD resources and emergency plans required to ensure alignment with new legislation.
- Shifting regulatory framework for fire services continues to evolve. This would prompt increased staff operational support and a review of existing fire service delivery models and potential liabilities.
- Increased provincial regulatory standards for volunteer fire services that are consistent with career fire departments, compounding challenges in recruiting and retaining volunteers.
- The rigorous requirements of the regulations governing fire services requires a level of records management that is challenging for volunteer fire departments to achieve and maintain in order to comply with requirements. Evolving regulations and increased support needs of volunteer fire services to comply will require a review of Protective Services staff resourcing in 2023 and onwards.
- Increased First Nation capacity in emergency management with increased government-to-government coordination.
- The CRD's Emergency Hazmat Team was established in 2008 and the program is now at a stage that it will benefit from an operational review to ensure program effectiveness, cost efficiency and compliance with current standards.
- The evolution to Next Generation 911 will result in increased operational and financial obligations.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.025 – Corporate Emergency

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#### 1. CRD EMERGENCY MANAGEMENT

##### Description

Responsible for local emergency management programs in each of the Electoral Areas (EAs) supported centrally by the CRD Corporate Emergency Program.

##### What you can expect from us

- ▶ Provision of 24/7 on-call Duty Emergency Manager
- ▶ Operation of the CRD EOC and coordination of associated corporate level emergency planning
- ▶ Provide support to internal departments and external agencies during emergencies
- ▶ Support (advance planning, training, response coordination, site support, and after-action reviews) to internal departments and external agencies during emergencies impacting water systems and other CRD assets or services

##### Staffing Complement

Protective Services: **1.0 FTE + Senior Manager + Administrative Support**

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<sup>1</sup> Service budget(s) listed may fund other services.

## Regional Services

### SERVICE BUDGET REFERENCES<sup>2</sup>

- › 1.374 – Regional Emergency Program Support
- › 1.375 – Hazardous Material Incident Response
- › 1.911 & 1.912 – 911 Call Answer

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### 2. 911 CALL ANSWER

#### Description

Administration and oversight of 911 Call Answer services within the Capital Regional District.

#### What you can expect from us

- ▶ Ensure that contractor meets performance targets, consistent with contractual obligations

#### Staffing Complement

Protective Services: **Senior Manager**

---

### 3. HAZMAT RESPONSE

#### Description

Operation and administration of the regional Emergency Hazardous Material Response team in partnership with the region's fire departments.

#### What you can expect from us

- ▶ Ensure that the CRD Emergency Hazmat Team is properly prepared and able to effectively respond to hazardous materials incidents in the CRD

#### Staffing Complement

Protective Services: **Senior Manager**

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### 4. REGIONAL EMERGENCY MANAGEMENT COORDINATION

#### Description

Developed to provide a coordinating role among local municipal and EA programs. The funding for this service is used to support the Regional Emergency Management Program (REMP), in collaboration with Emergency Management and Climate Resilience BC.

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<sup>2</sup> Service budget(s) listed may fund other services.

### What you can expect from us

- ▶ Coordinate resource and information sharing among local municipal and EA programs, supported by the CRD Local Government Emergency Program Advisory Commission and Regional Emergency Planning Advisory Commission

### Staffing Complement

Protective Services: **1.0 FTE + Senior Manager**

## Sub-Regional Services

### SERVICE BUDGET REFERENCES<sup>3</sup>

- › 1.913 – Fire Dispatch
- › 1.313 – Animal Care Services
- › 1.323 – Bylaw Services

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## 5. FIRE DISPATCH

### Description

Operational management of fire dispatch.

### What you can expect from us

- ▶ Ensure that fire dispatch contractor meets performance targets, consistent with contractual obligations for the three EAs and participating municipalities (Sooke, Metchosin, and Highlands)

### Staffing Complement

Protective Services: **Senior Manager**

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## 6. BYLAW SERVICES AND ANIMAL CARE SERVICES

### Description

Operational management of bylaw enforcement and animal care.

### What you can expect from us

- ▶ Operation of a bylaw enforcement and animal care program that responds to municipal and CRD operations' requests

### Staffing Complement

Division: **9.5 FTE + 1 Manager + Administrative Support**

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<sup>3</sup> Service budget(s) listed may fund other services.

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
9a-1 Support planning for regional-scale emergencies in cooperation with the Regional Emergency Management Program	Ongoing	-
9a-2 Develop plans and implement actions consistent with regulatory requirements for local government and regional emergency management, including new <i>Emergency Management Act</i> requirements	2024-2025	
► <b>FUTURE IBC</b> 9a-2.1 Resiliency and Recovery Coordinator  ► <b>NEW IBC</b> 9a-2.2 Fire Services Coordination and Support	Planned for 2025  2024-ongoing	\$251K <small>requisition + reserve</small>  1.5 New ongoing
9a-3 Pursue accreditation for CRD emergency management program Protective Services	Planned for 2026	-

## 06 Performance

### GOAL 9A: EFFECTIVE EMERGENCY MANAGEMENT

#### Targets & Benchmarks

Collectively the performance measures highlight how effectively the CRD is managing its services and creating effective regional cooperation to protect public safety and preparing for, responding to, and recovering from emergencies.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Emergency response time: 911 <sup>1</sup>	Quality	97%	95%	95%	↗
2	Emergency response time: Fire Dispatch <sup>2</sup>	Quality	90%	90%	90%	↗
3	Number of EOC exercises conducted annually <sup>3</sup>	Quantity	4	2	2	→

<sup>1</sup> Data from E-comm

<sup>2</sup> Data from CRD Fire Dispatch

<sup>3</sup> Data from CRD Protective Services

#### Discussion

- Measure 1 reports on the emergency response time for 911 call answer consistent with contractual target to answer **95%** of calls within five seconds.
- Measure 2 reports on the emergency response time for fire dispatch call answer consistent with contractual target to answer **90%** of calls within 15 seconds.
- Measure 3 addresses corporate readiness to meet the expectations of Goal 9A: Effective Emergency Management through exercising the EOC to ensure operational effectiveness.



## 07 Business Model

### **PARTICIPANTS**

All municipalities, all electoral areas and First Nations participate in some aspect of the regional or sub-regional services.

### **FUNDING SOURCES**

911 Call Answer is funded by a Call-Answer Levy collected from all telephone landline service providers within the capital region, and by requisition.

All other services are funded by requisition, fee for service and/or grants.

### **GOVERNANCE**

[Emergency Management Committee](#)  
[Planning and Protective Services Committee](#)

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, SEPTEMBER 27, 2023**

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**SUBJECT**     **Service Planning 2024 – Solid Waste & Recycling Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Solid Waste & Recycling Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan, which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Solid Waste & Recycling Community Need Summary is attached as Appendix A. The desired outcome is to minimize waste disposal and maximize waste diversion.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

***Alternative 1***

The Environmental Services Committee recommends the Committee of the Whole recommend to the CRD Board:

That Appendix A, Community Need Summary – Solid Waste & Recycling, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

*Alternative 2*

The Environmental Services Committee recommends the Committee of the Whole recommend to the CRD Board:

That Appendix A, Community Need Summary – Solid Waste & Recycling, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

**IMPLICATIONS**

*Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- operationalize capital investments; and/or
- are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all initiative business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

*Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives, as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget, which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

A separate supplemental service budget report will be submitted to the Environmental Services Committee.

*Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance one new initiative for the Solid Waste & Recycling Community Need that have financial implications for 2024, as shown in Table 1. The initiative advances a Board or Corporate Plan Priority.

Table 1. Solid Waste & Recycling Community Need Initiatives (2024)

<b>Initiative</b>	<b>Implementation year(s)</b>	<b>Staff impacts (2024)</b>	<b>Incremental cost (2024)</b>	<b>Funding source</b>
3a-1.1 Hartland 2100	2024-ongoing	3 New Ongoing	\$491,000	Fee-for-service

The information in Table 1 reflects the initiative business case costs, which ELT reviewed as part of its annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### **3a-1.1 Hartland 2100**

In 2021, the CRD Board approved a new Solid Waste Management Plan (SWMP) for the region. The plan targets reducing the region's annual disposal rate to 250 kg/per capita or better by 2031. Other goals include extending the life of the landfill to meet the community's needs past 2100, having informed citizens participating effectively in proper waste management practices, and ensuring the solid waste service is financially sustainable. A recent study found that 47% of material directed to Hartland landfill could have been diverted at the source and managed through existing systems in the community.

Initiative 3a-1.1 seeks to create three new regular ongoing positions in the Environmental Resource Management division and secure additional auxiliary hours to better support waste reduction and diversion activities in line with the goals of the SWMP and evaluate the feasibility of increasing Hartland Landfill public access hours.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Environmental Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Solid Waste & Recycling, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Russ Smith, Senior Manager, Environmental Resource Management
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Solid Waste & Recycling

## 3

## Solid Waste & Recycling



Minimize waste disposal and maximize waste diversion

### 01 Strategy

#### STRATEGIES & PLANS

- › Solid Waste Management Plan
- › Hartland Environmental Programs
- › [Regional Growth Strategy](#)
- › [Climate Action Strategy](#)
- › [Special Task Force on First Nations Relations](#)
- › [CRD Corporate Plan](#)

#### CORPORATE PLAN GOALS

- 3a Maximize solid waste diversion & resource recovery from waste materials
- 3b Outreach & engagement with communities

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. **Solid Waste Management Plan (SWMP) Approval:** following CRD Board endorsement of the Plan in May 2021, the SWMP received approval from the Ministry of Environment & Climate Change Strategy (ENV) in July 2023.
2. **Design, Operations and Closure Plan Update:** submitted the revised Design, Operations and Closure Plan to ENV for review and approval.
3. **New Policies to divert waste from Hartland Landfill:** board endorsement of policies to commence in 2024, including: modifying the tipping fee structure to incent diversion, expanding landfill material bans for streams where viable alternatives exist, facilitating the diversion of material and energy recovery of diverted material and enhancing bylaw enforcement to reduce the amount of banned materials and recyclables being sent to the landfill.
4. **Plan Monitoring and Performance Measures:** in consultation with the CRD's Solid Waste Advisory Committee, staff developed metrics for reporting on the goals of the SWMP.
5. **Hartland Landfill Operations:** Researched and piloted new technologies to maximize the densification and compaction rate at the active face. Decreased use of raw materials (such as aggregate) for cover by increasing beneficial use of select waste material, consistent with ENV guidelines.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Solid Waste Management Plan:** The new SWMP was endorsed by the CRD Board in May 2021, and approved by the Ministry of Environment and Climate Change (ENV) in July 2023. The SWMP has a target of reducing waste in the region by more than one third over the next decade. Though ENV approved the SWMP, the Board expressed a desire in its deliberations to achieve waste reduction levels greater than the targets laid out in it.
- **Collaboration on Waste Diversion Targets:** Despite the newly approved Plan, waste received at Hartland Landfill has increased each year since 2020, and achieving SWMP targets will require significant dedication and effort by the CRD, along with behaviour change by the public, and complementary actions by other jurisdictions and entities, including Province of BC, federal government, municipalities and stewardship agencies such as Recycle BC.
- **Material Stream Diversion:** New policies to be implemented in 2024, including landfill bans on wood waste, carpet and underlay and asphalt shingles, along with a modernization of the tipping fee structure and increased bylaw enforcement are expected to generate waste reductions in support of meeting the SWMP targets. Implementation of the material diversion policies will involve development of a material diversion transfer site at the Hartland Landfill, transport and processing contracts for newly diverted materials, and increased resourcing requirements to account for additional materials handling, processing and, in future years, increased bylaw enforcement.
- **Material Diversion Depots:** The Hartland public drop-off area continues to experience increased customer volumes, likely resulting from strong housing market activity. Increased WorkSafe BC requirements when receiving homeowner renovation and demolition materials at the landfill. As

part of the new SWMP, staff will be investigating options to increase access to depots, including expanding Hartland Depot operating hours, and establishing new depots.

- **Organics/Kitchen Scraps:** Organic waste made up 16.7% of the material received at Hartland Landfill in 2022. The kitchen scraps transfer station is being relocated on-site and will require continued staffing to ensure diversion and processing of the segregated food waste materials. The Environmental Service Committee has directed staff to explore regulating curbside organics collection from municipalities and electoral areas in the Region. Increased organics collection would require evaluation of processing capacity in region and on the Island.
- **Resource Recovery/Landfill Gas Utilization:** The existing electricity generation plant has reached end-of-life and the CRD has entered into a 25-year agreement to upgrade landfill gas generated at Hartland Landfill to RNG and sell it to FortisBC. A Renewable Natural Gas upgrade facility, to be operated by Waga Energy through its subsidiary Hartland Renewable Resource Group, will come on-line in 2024 and is expected to reduce the capital region's greenhouse gas (GHG) emission by approximately 450,000 tonnes of carbon dioxide equivalent over the next 24 years (equivalent to removing 3,900 cars from the road).
- **Landfill Operations:** As cell 3 becomes full of waste and Hartland begins landfilling waste in cell 4, commercial traffic will be moved to the North access point from Willis Point Road to accommodate the fill plan.

#### OPERATIONAL STATISTICS (2022 DATA)

- Received and disposed of **180,004 tonnes** of waste, **409 kg/capita**, an increase of 9kg/capita over 2021
- Issued **559 tickets** and **13 warnings** primarily related to banned materials in garbage
- Removed **30,000 m<sup>3</sup> of overburden** and **225,000 m<sup>3</sup> of in-situ rock** to prepare the new landfilling cell to receive future garbage.
- Achieved a **69% gas collection efficiency** based on the ENV model, and a **78% gas collection efficiency** based on the UBCi model in 2021.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.521 & 1.525 Environmental Resource Management

### STAFFING COMPLEMENT

Environmental Resources Management Division: **25.7 FTE (including 3 Managers and 2 Administrative Support)**

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#### 1. DIVERSION SERVICES

##### Description

Responsible for solid waste management planning in the capital region, including policy and program development to increase waste reduction or recycling.

##### What you can expect from us

- ▶ Planning & policy development activities include the SWMP and the administration of 49 contracts and agreements and Compost Facilities Bylaw
- ▶ Delivery of the recycling programs, including curbside collection from 132,232 households and packaging, printed paper and glass collection from six electoral area depots. Today, the Hartland recycling facility collects more than 80 items from 28 product categories
- ▶ Implementation of new diversion policies that will reduce the amount of waste received at Hartland Landfill and increase reuse, recycling, recovery and beneficial use
- ▶ Beginning in 2024, delivery of material stream diversion transfer service for wood waste, asphalt shingles, carpet and underlay

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#### 2. LANDFILLING SERVICES

##### Description

Ensure regional landfill capacity with the operation of the CRD's Hartland Landfill. Ongoing capital and operating investments are made at Hartland to ensure compliance with the ENV landfill regulations, including leachate and landfill gas management infrastructure.

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<sup>1</sup> Service budget(s) listed may fund other services



### What you can expect from us

- ▶ Administration of five contracts and agreements
  - ▶ Residential service at bin area (9am-5pm weekdays, 9am-2pm Saturdays)
  - ▶ Commercial service at Hartland Landfill active face (7am-5pm weekdays, 9am-2pm Saturdays)
- 

## 3. RESOURCE RECOVERY SERVICES

### Description

Installation and operation of landfill gas collection and utilization infrastructure at Hartland Landfill to ensure landfill gas (methane) destruction, and compliance with provincial environmental regulations. Seek to maximize the environmental and financial benefits of Hartland Landfill gas utilization.

### What you can expect from us

- ▶ Production of Renewable Natural Gas (RNG) from upgraded landfill gas for sale to FortisBC, reducing GHG emissions by approximately 450,000 tonnes carbon dioxide equivalent over the next 25 years (beginning in 2024).
- 

## 4. HARTLAND ENVIRONMENTAL PROGRAMS

### Description

Monitoring, assessment and technical reporting to support regulatory compliance and contaminant reduction at Hartland Landfill.

### What you can expect from us

- ▶ Regulatory compliance monitoring of surface water, groundwater, landfill gas and leachate

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
3a-1 Develop and implement new and enhanced waste diversion policies	2024	
► <b>NEW IBC</b> 3a-3.1 Hartland 2100	2024-ongoing	\$491K fee-for-service      3 New Ongoing
3a-2 Investigate regional waste flow management	Planned for 2025	N/A
3a-3 Increase multi-family dwelling and industrial, commercial and institutional sector waste diversion	2023-2026	Impacts included in 3a-1
3a-4 Explore beneficial uses for solid waste residuals	2023-2026	Impacts included in 3a-1
3a-5 Financially sustainable service delivery	2023-2026	Impacts included in 3a-1
3b-1 Ongoing engagement and outreach on all major policies and new diversion programs and plans	2023-2026	Impacts included in 3a-1

## 06 Performance

### GOAL 3A: MAXIMIZE SOLID WASTE DIVERSION & RESOURCE RECOVERY FROM WASTE MATERIALS

#### Targets & Benchmarks

The landfill and recycling metrics focus on minimizing waste disposal and maximizing waste diversion (Metric 1) while ensuring they are done efficiently (Metric 3) and environmentally sustainably (Metric 2).

#### Measuring Progress

	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target
1	Solid waste disposal target rate of 250 kg/person per year by 2030 <sup>1</sup>	Quantity	410 kg/capita	375 kg/capita	350kg/capita
2	Capture 75% of landfill gas at Hartland landfill <sup>2</sup>	Quantity	73%	75%	75%
3	Waste compaction rate at Hartland Landfill of 850 kg/m <sup>3</sup>	Quantity	921 kg/m <sup>3</sup>	850 kg/m <sup>3</sup>	900 kg/m <sup>3</sup>

<sup>1</sup> Annual kilos of solid waste per capita; calculation based on provincial Municipal Solid Waste methodology

<sup>2</sup> Percentage of landfill gas captured at Hartland Landfill; data from CRD staff measurement and calculation

<sup>3</sup> Kilos per cubic metre; data from CRD staff measurement

#### Discussion

- **Metric 1** – per capita disposal rates have been on the rise due to a very active real estate market but rates are expected to decline as market conditions cool.
- **Metric 2** – landfill gas capture continues to improve with additional capital investment and enhanced landfill gas collection techniques.
- **Metric 3** – recent waste volume increases have resulted in challenges associated with waste compaction effectiveness. Hartland engineering is working with our heavy equipment contractor to improve compaction.

### ● GOAL 3B: OUTREACH & ENGAGEMENT WITH COMMUNITIES

#### Targets & Benchmarks

- Following the July 2023 provincial approval of the SWMP, establish baseline data for current and new CRD programs with performance measures to be developed in subsequent years

## 07 Business Model

<b>PARTICIPANTS</b>	Service users (no requisition)
<b>FUNDING SOURCES</b>	Fee-for-service: landfill tipping fees, Extended Producer Responsibility and recycling programs, biogas sale revenue
<b>GOVERNANCE</b>	Environmental Services Committee

**REPORT TO TRANSPORTATION COMMITTEE  
MEETING OF WEDNESDAY, SEPTEMBER 13, 2023**

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**SUBJECT**     **Service Planning 2024 – Transportation Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Transportation Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Transportation Community Need Summary is attached as Appendix A. The desired outcome is that residents have access to convenient, green and affordable multi-modal transportation systems that enhance livability.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The CRD Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2025. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Transportation Committee recommends to the Capital Regional District Board:  
That Appendix A, Community Need Summary – Transportation, be approved as presented and form the basis of the 2024-2028 Financial Plan.

### *Alternative 2*

The Transportation Committee recommends to the Capital Regional District Board:  
That Appendix A, Community Need Summary – Transportation, be approved as amended and form the basis of the 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines.

Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance four new initiatives for the Transportation Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority; and
2. adjustments to core service levels to maintain safety.

Table 1. Transportation Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
4a-1.1 Transportation service	2024–2025	0.5 New Term	\$422,000	Requisition
4b-1.1 Regional Trails Closure Policy Implementation Funding	2024-ongoing	-	\$35,000	Requisition
4b-2.1 Island Corridor Consultation	2024	-	\$600,000	Grant
4c-2.1 Regional Trails Project Engineer	2024–2028	1 New Term	\$117,000	Capital & requisition

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

#### 4a-1.1 Transportation Service

Discrete transportation management approaches and municipal priorities can be at cross-purposes when it comes to establishing a consistent multi-modal approach to transportation, region wide. If done effectively, regional transportation authorities ease the transportation management and delivery burden on local governments, allowing them to focus on other priorities that are important to their residents. The CRD Board has prioritized the need to explore and advance an increased regional role in how transportation is managed and delivered. A new transportation service is needed as the first step toward advancing such governance changes.

As a first step, all municipalities, electoral areas and key partners in the region are being engaged between July and September 2023 to gather information about aspirations and regional consensus on a new transportation service. This information will be used to scope service level options within the Regional District's statutory authorities to support the CRD Board's goals to ease traffic congestion, reduce greenhouse gas emissions from transportation and support higher rates of walking, cycling and transit use.

Initiative 4a-1.1 seeks a one-time budget adjustment to undertake this scoping work, namely a service feasibility study to identify, define and cost the new service levels, and a supporting facilitation or public engagement process. The initiative also seeks to create a part-time (0.5 FTE) two-year term position in the Financial Services Division to support this milestone project.

#### 4b-1.1 Regional Trails Closure Policy Implementation Funding

The CRD operates and maintains a 100-kilometre multi-use regional trail network comprised of the Galloping Goose Regional Trail, the Lochside Regional Trail and the E&N Rail Trail – Humpback Connector that connects key destinations throughout the region. Temporary closures are sometimes required on the regional trails to address operational issues, conduct regular maintenance or to complete infrastructure improvements and repairs. Such closures, either planned as part of the core service delivery or unplanned because of an emergency, can impede the use of the regional trails as transportation corridors if safe detour routes are not provided.



A new CRD Regional Trails Closure Policy was approved by the General Manager of Parks & Environmental Services in 2023, in accordance with the CRD's Policy Management Framework. The policy enhances the level of service provided to trail users by designing and implementing a transportation engineered detour route that meets All Ages and Abilities facility standards when a regional trail is temporarily closed.

Initiative 4b-1.1 seeks an ongoing increase to the Regional Parks core budget to support the implementation of the Regional Trail Closure Policy. Staff will retain the services of a transportation engineer to design detour routes around closures and for any necessary materials to implement the detour. The funding has been estimated to support up to seven trail closures per year.

#### **4b-2.1 Island Corridor Consultation**

The island rail corridor is a 295 kilometre protected rail corridor that connects the CRD to Courtenay. The Provincial Ministry of Transportation and Infrastructure has given the CRD \$600,000 in conditional grant funding to support the development of a shared vision for the future of this corridor. The funding, which was approved by Board resolution on April 12, 2023, must be used to consult and plan collaboratively with regional districts, First Nations, and other levels of government to secure this joint vision.

This initiative is retroactive as the funding has already been accepted by resolution and staff expect to start work on some of the deliverables in 2023. It has been submitted to track the work and secure the necessary internal resources. There are no additional resources (financial or staffing) required to progress the work.

#### **4c-2.1 Regional Trail Project Engineer**

The Galloping Goose and Lochside Regional Trails see two million and one million visits per year, respectively. The urban sections of these trails consist of a paved pathway for cyclists and pedestrians in a dual-direction flow. A study has been completed to evaluate options to widen and separate portions of the regional trails and to consider the installation of lighting along the corridors. The CRD Board approved accelerated implementation of the regional trails widening and lighting project in the summer.

Initiative 4c-2.1 seeks to create a new regular ongoing position in the Facilities Management & Engineering Services Division to support the delivery of the multiple phases of the widening and lighting project.

### **CONCLUSION**

CRD staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

**RECOMMENDATION**

The Transportation Committee recommends to the Capital Regional District Board:  
That Appendix A, Community Need Summary – Transportation, be approved as presented and form the basis of the 2024-2028 Financial Plan.

Submitted by:	Fran Lopez, M. Sc., Manager, Strategic Planning
Submitted by:	Jeff Leahy, Senior Manager, Regional Parks
Concurrence:	Emily Sinclair, MCIP, RPP, Acting General Manager, Planning & Protective Services
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Community Need Summary – Transportation

## 4

## Transportation



Residents have access to convenient, green and affordable multi-modal transportation systems that enhance livability

### 01 Strategy

#### STRATEGIES & PLANS

- › [Regional Transportation Plan](#)
- › [Regional Growth Strategy](#)
- › [Regional Parks & Trails Strategic Plan](#)
- › [Regional Trails Management Plan](#)
- › [Climate Action Strategy](#)

#### CORPORATE PLAN GOALS

- 4a Present options for changes in governance for transportation in the region, including the electoral areas
- 4b Improve regional connectivity & safety across transportation modes
- 4c Support investments, expansion & equitable access to active and low carbon transportation
- 4d Education, encouragement & information

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Initiated pre-planning for the Transportation Governance initiative including research and first round of engagement with municipalities, electoral areas and other partners (see initiative 4a-1.1).
2. CRD Board approved a regional definition for All Ages & Abilities (AAA) cycling facilities, developed with the Transportation Working Group.
3. Developed a regional trails closure policy to minimize disruptions to trail users and provide a consistent approach to regional trail closures.
4. CRD Board approved accelerated implementation of the Regional Trails Widening and Lighting Project in Q3 2023. This project will widen and light the most used sections of the Galloping Goose and Lochside trails.
5. Initiated the Critical Repairs to Selkirk Trestle project (phase 0).
6. Completed the Lochside Trail Paving Project. The project extends from Swartz Bay to Beacon Avenue.
7. Completed the Bilston Creek Bridge Replacement Project.
8. Completed the Regional Trails Asset Renewal Plan.
9. Completed the Salt Spring Island Active Transportation Plan.
10. Administered the Origin Destination Household Travel Survey in 2022 and presented results in Q3 2023.
11. Completed the 2022-23 cohort for the Ready Step Roll initiative (two elementary schools and two municipalities).
12. Launched the Sustainable Commute Planning pilot with CFB Esquimalt and Seaspan, bringing learnings from the Ready Step Roll initiative to employers and workplaces.
13. Conducted annual bicycle and vehicle counts.
14. Received a grant from the Ministry of Transportation and Infrastructure (MOTI) to support participation in consultation on the Island Rail Corridor, to be undertaken in partnership with the federal and provincial governments, island regional districts, First Nations and the Island Corridor Foundation.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Regional Transportation Governance:** A service feasibility study will be undertaken pending results from the transportation governance initiative engagement. Study findings could result in new or adjusted program and service delivery activities in both Regional and Strategic Planning and Regional Parks.
- **Mode Shift and Population Growth:** The volume of transportation work around the region remains high to accommodate population growth and to meet shared objectives to reduce congestion, support higher rates of walking, cycling and transit use and reduce greenhouse gas emissions. Transportation planning and infrastructure delivery is a shared responsibility among local governments, the province and service delivery partners such as BC Transit. There is a sustained need for data collection, research, analysis and regional coordination to ensure that project planning and delivery achieves a consistent, connected and sustainable transportation system.

- **Changing User Needs and Expectations:** Regional trail user needs and expectations are changing with increased rates of cycling and walking, as well as increased use of eBikes and other mobility devices. This has the potential to impact service levels. In addition, Board direction to accelerate implementation of regional trail widening and lighting to support increased rates of walking and cycling will require a dedicated project delivery team, resourced as the project moves forward.
- **Sustainable Service Delivery:** Major infrastructure in regional trails is nearing the end of its lifespan and needs improvements to support demands they were not built for. In recent years, the increased cost of materials and the complexity of projects has led to high costs for these major capital projects. Anticipate increased costs associated with the need for improved and safer active transportation infrastructure.
- **Pandemic Recovery:** The active school travel planning initiative, Ready Step Roll, has been in place for almost five years. We are starting to see the capacity of our school and community partners increase following a low in the COVID-19 pandemic, with four schools participating in 2023-2024. A continuous improvement approach is being used to refine delivery of this initiative and to consider expansion to employers and workplaces.

#### **OPERATIONAL STATISTICS (IF APPLICABLE)**

- 2022 Regional Trail peak user volume: 3,750 (July 2022, CRD Regional and Strategic Planning)

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 1.324 Regional Planning
- › 1.280 Regional Parks\*

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### 1. REGIONAL PLANNING – TRANSPORTATION

#### Description

Responsible for data collection, research and modelling related to regional multi-modal travel. The service supports the development and implementation of regional district services and informs local, agency and provincial government transportation and land use planning processes.

#### What you can expect from us

- ▶ Every five years, prepare the Origin Destination Household Travel Survey to gather mode shift data and other information about regional travel patterns.
- ▶ Collect and monitor multi-modal transportation data on an ongoing basis. Liaise and disseminate findings to municipalities, electoral areas, the provincial government, partner agencies, academic institutions and other partners, on demand.
- ▶ Deliver active school travel planning services with up to five schools per year.
- ▶ Analyze the impacts of actual and projected changes to the transportation system and provide transportation planning advice and expertise to regional, sub-regional and local planning and transportation projects and initiatives, on demand.
- ▶ Implement and monitor the Regional Transportation Plan, including research, analysis and advice to achieve the multi-modal Regional Transportation Network and support CRD departments advance active transportation infrastructure and programming.
- ▶ Deliver on CRD Board direction to scope and develop governance options, including consideration of a new transportation authority.

#### Staffing Complement<sup>2</sup>

Regional & Strategic Planning: **3.5 FTE + Senior Manager and 1 Administrative Support**

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<sup>1</sup> Service budget(s) listed may fund other services

<sup>2</sup> Excluding exempt and administrative support staff

## 2. REGIONAL TRAILS

### Description

Manage Regional Trails system to protect and operate three regional trails that provide a transportation and recreation function and that provide non-motorized trails for active transportation and recreation to connect municipalities, electoral areas and the region with adjacent jurisdictions.

### What you can expect from us (through Regional Parks Operations)

- ▶ Operate, manage and maintain 95 km of multi-use regional trails.
- ▶ Implement the Regional Parks and Trails Strategic Plan and Regional Trails Management Plan to achieve regional transportation objectives.
- ▶ Conduct 250 km of boom flail vegetation removal annually.
- ▶ Procure engineer assessments of critical built assets (dams, trestles, bridges) up to a value of \$225,000 annually. Prepare a 10-year critical asset assessment schedule.

### Staffing Complement

Regional Parks: [See the Regional Parks Community Need Summary](#). Regional Trail FTEs are built into the [Regional Parks Staffing complement](#).

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
4a-1 Scope and develop governance options, including consideration of a new transportation authority	2024-ongoing		
► <b>NEW IBC</b> 4a-1.1 Transportation service	2024-2025	\$422K requisition	0.5 New Term
4a-2 Work collaboratively with elected and staff leaders in electoral areas, local governments, partner agencies and the province on transportation governance options development	Planned for 2025	-	-
4a-3 Chart a pathway to approval, based on a preferred transportation governance option	Planned for 2026	-	-
4b-1 Work with the Transportation Working Group to implement the regional multi-modal transportation network	Ongoing		
► <b>NEW IBC</b> 4b-1.1 Regional Trails Closure Policy Implementation Funding	2024-ongoing	\$35K requisition	-
4b-2 Prepare policy positions to support advocacy for infrastructure investments and service improvements to achieve regional transportation priority items related to mass transit, general transit improvements, active transportation and multi-modal and safe highways	Ongoing		
► <b>NEW IBC</b> 4b-2.1 Island Corridor Consultation	2024	\$600K grant	-
4b-3 Support local governments to implement consistent approaches to transportation demand management, active transportation and safety policy	Ongoing	-	-
4c-1 Update the Regional Trails Management Plan	Planned for 2025	-	-



Initiative	Implementation year(s)	Impacts in 2024	
<p>4c-2 Prepare a funding strategy to support implementation of priority regional trail enhancement and expansion projects</p> <p>► <b>NEW IBC 4c-2.1</b> Regional Trails Project Engineer</p>	<p>2023</p> <p>2024-2028</p>	<p>\$117K capital + requisition</p>	<p>1 New Term</p>
4d-1 Shift travel behaviour through education, encouragement, and information	Planned for 2025	-	-

## 06 Performance

### GOAL 4A: PRESENT OPTIONS FOR CHANGES IN GOVERNANCE FOR TRANSPORTATION IN THE REGION, INCLUDING THE ELECTORAL AREAS

#### Targets & Benchmarks

- **Rate of stakeholder participation** will measure the level of stakeholder engagement in the transportation governance initiative. High levels of participation indicate that stakeholders are interested, informed and committed to the initiative. Low levels of participation indicate possible indifference or resistance.
- **Progress reporting** on workplan deliverables will measure the number of decision milestones reached on time. Progress is on track if the timing of decisions continues to align with the timing required to execute governance change within the Board's term.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
1	Percentage of stakeholders participating in the transportation governance initiative <sup>1</sup>	Quantity	N/A	100%	100%	→
2	Number of decision milestones reached on time <sup>2</sup>	Quantity	N/A	2/2	3/3	→

<sup>1</sup> Participation, expressed as a percentage, of the 22 stakeholders invited to participate in the transportation governance initiative.

<sup>2</sup> Number of decision milestones, based on the project plan, that need to be reached in-year to deliver transportation governance change within the 2023-2026 Board term.

#### Discussion

- **Measure 1:** 22 stakeholders are participating in the transportation governance initiative (13 municipalities, three electoral areas and six agency partners.) Participation will be measured yearly and evaluated based on whether the stakeholder provided input into the engagement process. The target is for 100% participation as governance changes will impact all stakeholders. Note that First Nations have been informed of the project and invited to participate on an opt-in basis. Their participation will be tracked separately.
- **Measure 2:** The project timelines for the transportation governance initiative were presented to the CRD Board on June 14, 2023. The timelines aim to deliver governance options for CRD Board consideration in 2024 to allow for new service creation in 2025, pending Board direction. Project timing is constrained by fixed deadlines (i.e., Board term, statutory requirements for service creation) and decision milestones are dependent on completing deliverables and securing consensus from multiple stakeholders. When decisions are not made on time, progress toward achieving transportation governance change will slow. This measure will indicate friction-points in the process and allow for the consideration of adjustments where needed (e.g., change to engagement approach or re-scoping). Note that decision milestones are not cumulative from year to year.

## GOAL 4B: IMPROVE REGIONAL CONNECTIVITY & SAFETY ACROSS TRANSPORTATION MODES

### Targets & Benchmarks

- **Mode share** is a good indicator of residents' willingness and ability to make sustainable transport choices for at least some of their trips. The regional mode share target is 45% for active transportation and transit combined for the region by 2038, based on 15% walking, 15% cycling and 15% transit. Note this is a 3% increase from the mode share target in the Regional Growth Strategy as the Victoria Regional Transit Commission increased the transit mode share target to 15% in 2020.

### Measuring progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
3	Percentage of all trips made annually in the capital region by walking, cycling and public transit <sup>3</sup>	Quantity	29%	29%	29%	↗

<sup>3</sup> data from CRD Origin Destination survey 2022

### Discussion

- The mode share target is measured through the CRD OD Survey, administered every five years. There is no year-on-year reporting of the target.
- The CRD has been tracking mode share since 2001. Starting in 2006, there has been a steady increase in the combined walking, cycling and public transit mode share over time:
  - 2001: 21.2%
  - 2006: 20.5%
  - 2011: 22.4%
  - 2017: 26.6%
  - 2022: 29%

## GOAL 4C: SUPPORT INVESTMENTS, EXPANSION & EQUITABLE ACCESS TO ACTIVE AND LOW CARBON TRANSPORTATION

### Targets & Benchmarks

- **Value of capital spending** in CRD active and low-carbon infrastructure indicates the level of organizational commitment to deliver this goal.
- **Value of grant funding** from federal, provincial and other funding bodies for CRD active and low-carbon infrastructure projects indicates the amount of external support available to deliver this goal.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
4	Total estimated CRD capital investments in active and low-carbon infrastructure projects <sup>4</sup>	Quantity	\$1.4M	\$1.9M	\$1.7M	↗
5	Total value of grant funding for CRD active and low-carbon infrastructure projects from external sources <sup>5,6</sup>	Quantity	\$1.4M	\$3.1M	\$6.9M	↗

<sup>4</sup> Estimated totals from CRD operating and capital plans

<sup>5</sup> Total value of grants received by the CRD.

<sup>6</sup> Total value of unsecured funds based on outstanding federal grant program applications (2024)

### Discussion

- **Measure 4:** The desired trend is to increase the amount invested in CRD active and low-carbon transportation infrastructure to keep pace with user needs. Targets are set for each fiscal year through the service and financial planning processes. The reported dollar figures include capital investments for regional trail expansion, enhancement, maintenance and operations in the fiscal year. Regional trails, both existing and proposed, are defined on Map 6 of the Regional Parks and Trails Strategic Plan and include the Galloping Goose, Lochside, E&N Rail-Trail Humpback Connector and the proposed network on Salt Spring Island and the Southern Gulf Islands. The figures also include investments in low-carbon infrastructure charging. Note the 2024 target does not include any debt servicing associated with borrowing related to acceleration of the Regional Trails Widening and Lighting project.
- **Measure 5:** The desired trend is to attract greater amounts of external funding for active and low-carbon transportation infrastructure. CRD priorities for active and low-carbon transportation are closely aligned to federal and provincial goals. The assumption is that the CRD is in a strong position to attract funding. If the measure trends down, this could indicate that grants are over-subscribed or there is a need to consider new grant application strategies. Note that the forecast and target values are for unsecured funds.

## GOAL 4D: EDUCATION, ENCOURAGEMENT & INFORMATION

### Targets & Benchmarks

- Measuring the number of schools participating in the Ready Step Roll initiative tracks the number of schools that have received hands-on support to educate younger residents on matters of traffic safety and sustainable mode choice.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2023 Forecast	2024 Target	Desired trend
6	Active School Travel Planning: schools' participation in the regional Ready Step Roll initiative <sup>6</sup>	Quantity	45	47	51	↗

<sup>6</sup> Total number of schools that have participated in the regional Ready Step Roll initiative since 2015; data from CRD Regional Planning

### Discussion

- The active school travel planning initiative is delivered as a partnership among schools (administration and parent advisory committees), municipalities and the CRD. The initiative cannot succeed without the active participation of all three partners. Due to pressures facing school administrators and parents from the ongoing COVID-19 pandemic, only two schools participated in the initiative for the 2022/23 cohort (or school year). Four schools and municipalities have committed to participating in the initiative for the 2023/24 cohort.

## 07 Business Model

<b>PARTICIPANTS</b>	All municipalities, Tsawout Nation and Songhees Nations
<b>FUNDING SOURCES</b>	Requisitions, grants and reserves
<b>GOVERNANCE</b>	<a href="#"><u>Transportation Committee</u></a> <a href="#"><u>Traffic Safety Commission</u></a> <a href="#"><u>Regional Parks Committee</u></a>

**REPORT TO CORE AREA LIQUID WASTE MANAGEMENT COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 11, 2023**

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**SUBJECT     Service Planning 2024 – Wastewater Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Wastewater Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Wastewater Community Need Summary is attached as Appendix A. The desired outcome is efficient and effective management of the region's wastewater.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Core Area Liquid Waste Management Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Wastewater, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

### *Alternative 2*

The Core Area Liquid Waste Management Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Wastewater, be approved as amended and form the basis of the Final 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Boards' and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

The 2024 operating costs include non-negotiable collective agreement increases from 2023 coupled with chemical and carbon media cost escalations and additional landfill tipping fees for biosolids delaying the receipt of tipping fee revenue contributed to the 2024 core operating cost increase exceeding the 3.5% threshold.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

A separate supplemental service budget report will be submitted to the Core Area Liquid Waste Management Committee.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance four new initiatives for the Wastewater Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:



1. advancing a Board or Corporate Plan Priority;
2. operationalizing capital investments; and
3. adjustments to core service levels to maintain safety.

Table 1. Wastewater Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
1a-1.1 Lab Technician (Core Area)	2024-2026	1 Term Extended	\$111,000	Requisition
1a-2.1 Environmental Monitoring Program – Environmental Technician Odour	2024-2026	1 Term Extended	\$111,000	Requisition
1a-2.2 Facilities Maintenance Worker	2024-ongoing	1 Term Converted	\$106,000	Other
1b-4.1 Biosolids Coordinator	2024-2027	1 Term Extended	\$111,000	Requisition

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

#### **1a-1.1 Lab Technician Core Area**

Lab Services are an essential component of wastewater service delivery and help ensure fewer contaminants enter the marine ecosystem. Since the CRD began operating the McLoughlin Wastewater Treatment Plant, Lab Services has relied on a term-based Laboratory Technician 2 position to fulfill ongoing operational requirements identified by Integrated Water Services. This position will expire in December 2023.

Initiative 1a-1.1 seeks to extend the term position for three years to ensure service levels are maintained to support the wastewater service going forward. This position is in the Environmental Services division.

#### **1a-2.1 Environmental Monitoring Program - Environmental Technician Odour**

Environmental monitoring is required by provincial regulators for all seven of the CRD's wastewater treatment plants. The CRD has relied on a term-based environmental and wastewater sampling technician position since the implementation of the federal wastewater regulations in 2012. It was envisioned that the role would be reviewed once the McLoughlin Point Wastewater Treatment Plant was operational, and the ongoing wastewater sampling and odour support needs were determined. The position is expiring in December 2023.

The complexity and scope of monitoring requirements has increased with the commissioning of the new McLoughlin Point Wastewater Treatment Plant. In response, initiative 1a-2.1 seeks to extend the term position for three years to maintain service delivery and continuity of sampling and odour complaint response support to Integrated Water Services, and other internal divisions. This position is in the Environmental Services division.

#### **1a-2.2 Facilities Maintenance Worker 4**

Facilities Management (FM) continues to grow as the CRD centralizes maintenance and operations roles throughout the organization. In 2023, FM took on the responsibility of maintaining the buildings (pump stations) for the core area conveyance line to allow Integrated Water Services staff to concentrate on the systems. This transfer was phased over two years and a term position was recruited to provide temporary support to FM. The division is now expanding into other wastewater sites on a fee-for-service basis. It also provides project management services for a variety of projects cross-organization, from new building construction to interior renovations.

Initiative 1a-2.2 seeks to convert the term position to regular ongoing to ensure the Facilities Management & Engineering Services division can deliver the maintenance plan moving forward.

#### **1b-4.1 Biosolids Coordinator**

The management of biosolids is an integral component of the new core area wastewater system. Day-to-day coordination of core area biosolids has been more challenging than anticipated and is only expected to become more complex as short-term management options are implemented and operationalized, and as staff develop the long-term planning and ongoing management plan. The current auxiliary position expires in March 2024.

Initiative 1b-4.1 seeks to extend the term position for three years to ensure continuity of service to Integrated Water Services and its need to manage core area biosolids and optimize its distribution for beneficial reuse. This position is in the Environmental Services division.

### **CONCLUSION**

Capital Regional District (CRD) staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the CRD Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Core Area Liquid Waste Management Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Wastewater, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Wastewater

## 1

# Wastewater



Efficient and effective management of the region's wastewater

## 01 Strategy

### STRATEGIES & PLANS

- › [Core Area Liquid Waste Management Plan](#)
- › [Saanich Peninsula Liquid Waste Management Plan](#)

### CORPORATE PLAN GOALS

- 1a Optimize Core Area wastewater treatment system
- 1b Management of wastewater & treatment residuals

## 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Completed Bowker Sewer Rehabilitation Phase 1. The aging Northeast Trunk - Bowker sanitary sewer system is made from large diameter cast-in-place brick and non-reinforced concrete pipes. Based on results of video inspection about 2,000 metres of sanitary sewer pipes from Foul Bay Road towards Currie Pump Station were deteriorating and in need of repair and rehabilitation. The pipes were lined from the inside using a trenchless technology method, cured-in-place-pipe, to minimize above ground disturbance.
2. Started Phase 1 of the Regional Wastewater Development Cost Charge Program. The need for such a program was identified in the CRD 2023-2026 Corporate Plan and will be used to fund future growth-related regional wastewater system improvements.
3. Various McLoughlin Wastewater Treatment Plant Improvement Projects. These projects refine and optimize operations at the McLoughlin Wastewater Treatment Plant to reduce cost, improve efficiency and odour controls.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Core Area Wastewater System:**
- Monitoring programs for new wastewater infrastructure in the Core Area continue to be implemented and updated. Additional samples will need to be collected and analyzed on an ongoing basis to support the ongoing operational commissioning and refinement, and monitoring programs.
- Work continues to optimize the operation and maintenance of the new infrastructure. Activities include refining staffing requirements, infrastructure performance, and operations and maintenance functions to improve effluent quality and reduce community impacts related to the operation.
- The CRD continues to implement its short-term biosolids strategy, while also advancing long-term planning, options analysis and pilot testing.
- As the CRD gains more operating experience and implements the outcomes of ongoing optimization works across the Core Area Wastewater System, the annual operating budget will continue to be monitored closely and refined annually.
- **Operational cost increases:** the costs of essential wastewater system operating supplies, such as coagulant chemicals, have been increasing 30-40% year over year which is impacting the cost of service delivery. This trend has been seen across North America.
- **Asset Management:** the ongoing trend in reviewing, updating and completing asset management plans and the continuous upgrading, replacement and growth of assets in the water and wastewater systems rely on having an up-to-date asset registry, as well as an asset onboarding process. Both the Scottish Water Review in 2018 and the EMA Readiness Assessment of 2020 highlighted the need for a reliable asset registry for Water and Wastewater.
  - The risk of assets not being maintained, replaced in a timely manner and failing could impact the CRD's ability to provide the expected water and wastewater level of service and could even result in environmental and public health and safety risks.

- The asset registry is an important step in ensuring that assets are captured in the Maintenance Management System and Preventative Maintenance Plans are developed. This information is also critical with regards to capital and financial planning for the utility services.
- **Aging Infrastructure:** infrastructure is of various ages and in several cases large scale infrastructure renewal will be required to maintain a state of good repair.
- Facility Management's role in supporting maintenance of superstructures in wastewater is being defined.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Wastewater systems and small wastewater systems

Services include wastewater conveyance and tertiary treatment for Core Area, and conveyance and secondary treatment for Saanich Peninsula, and the small wastewater systems in the Electoral Areas.

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 3.717 Core Area Wastewater Operations
- › 3.798C Core Area Wastewater Capital
- › 3.718 Saanich Peninsula Wastewater
- › 3.720 Saanich Peninsula Liquid Waste Management Planning Budget
- › 3.750 Core Area Liquid Waste Management Planning Budget

#### 1. WASTEWATER SYSTEM OPERATIONS

##### Description

Wastewater treatment, collection and transmission system operation and monitoring. System and facility maintenance, consumables management and preventative maintenance. Respond to wastewater system emergencies, service interruptions and wastewater overflows.

##### What you can expect from us

- ▶ 24/7 wastewater treatment
- ▶ Conveyance system operation
- ▶ System monitoring
- ▶ Customer service and odour monitoring/investigation
- ▶ System and facility maintenance
- ▶ Consumables management
- ▶ 24/7 operator response to system emergencies, service interruptions, wastewater overflows and public and environmental health protection

##### Staffing Complement

Wastewater Infrastructure Operations: **64 FTE (including 5 Managers and 2 Administrative Support)**

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<sup>1</sup> Service budget(s) listed may fund other services

## 2. CAPITAL PROJECT DELIVERY

### Description

Project design, procurement and delivery of projects planned each year, on time and budget. Installations, equipment replacement and capital projects support.

### What you can expect from us

- ▶ Capital program for seven services
- ▶ Infrastructure renewal and upgrades
- ▶ Capital project support

### Staffing Complement

Capital Projects: **8 FTE (including 1 Manager)**

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## 3. INFRASTRUCTURE PLANNING

### Description

Strategic asset management for all services/systems including modeling and capacity analysis, vulnerability assessment, infrastructure renewal plans.

### What you can expect from us

- ▶ Asset management plans
- ▶ Manage capital plans for seven wastewater services
- ▶ Proactive capital planning for all seven wastewater services with a 15-year outlook
- ▶ Ongoing condition assessment to inform the capital program and ensure wastewater systems assets remain in a state of good repair
- ▶ Incorporating growth and expansion demands into future plans

### Staffing Complement

Wastewater Engineering and Planning: **5 FTE (including 1 Manager)**

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## 4. PROCESS ENGINEERING SERVICES

### Description

Support of Infrastructure Operations through engineering services such as process, civil, electrical and mechanical investigation and optimization.

### What you can expect from us

- ▶ Engineering support of utility operations for the seven wastewater services in the areas of process optimization and troubleshooting (including odour treatment systems and energy efficiency), management of change, and root cause failure analysis
- ▶ Long-range planning and implementation of treatment system improvements
- ▶ Feasibility studies, including cost estimates, technical reports and recommendations,

- ▶ Detailed technical research and analysis to support plant operations

### Staffing Complement

Process Engineering: 2 FTE (including 1 Manager)

## Environmental Protection

Regulatory and non-regulatory services and a support role across the organization that focuses on contaminant reduction, monitoring and assessment associated with liquid waste treatment.

### SERVICE BUDGET REFERENCES<sup>2</sup>

- |   |  |
|---|--|
| ▶ 1.536 Stormwater Quality Management - Core Area       | ▶ 3.700 Septage Disposal Agreement                               |
| ▶ 1.537 Stormwater Quality Management - Peninsula       | ▶ 3.709 Inflow & Infiltration Enhancement Program                |
| ▶ 1.538 Source - Stormwater Quality - Saanich Peninsula | ▶ 3.750 Liquid Waste Management Plan- Public Involvement Process |
| ▶ 1.577 Environmental Operations                        | ▶ 3.752 Stage 3 Harbour Studies                                  |
|   | ▶ 3.756 Harbours Environmental Action                            |

## 5. REGIONAL SOURCE CONTROL

### Description

Administration, monitoring and reporting of compliance with regional bylaw.

### What you can expect from us

- ▶ Inspect, monitor and enforcement for businesses and institutions connected to sanitary sewer
- ▶ Promote contaminant reduction associated with sanitary and stormwater systems

### Staffing Complement

Environmental Protection: 8.25 FTE + leadership support

## 6. CORE AREA AND SAANICH PENINSULA WASTEWATER & MARINE ENVIRONMENTAL PROGRAM

### Description

Oversight for wastewater monitoring and assessment and reporting to meet regulatory requirements.

### What you can expect from us

- ▶ Marine outfall monitoring, assessment and reporting services to demonstrate compliance with federal and provincial legislation
- ▶ Update of Liquid Waste Management Plans

<sup>2</sup> Service budget(s) listed may fund other services



### Staffing Complement

Environmental Protection: **3.5 FTE + leadership support**

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## 7. RESIDUALS TREATMENT FACILITY

### Description

Administration of the Project Agreement for operation of the RTF and biosolids beneficial use strategy.

### What you can expect from us

- ▶ Monitoring and compliance reporting.

### Staffing Complement

Environmental Protection: **1.2 FTE + leadership support**

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## 8. ON-SITE WASTEWATER MANAGEMENT

### Description

Regulatory oversight for onsite wastewater systems and education and outreach services across the region.

### What you can expect from us

- ▶ Promote and monitor compliance with regional bylaw.

### Staffing Complement

Environmental Protection: **0.7 FTE + leadership support**

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## 9. SEPTAGE SERVICE

### Description

Administration, monitoring and reporting of regional septage service.

### What you can expect from us

- ▶ Negotiate and manage one septage disposal contract servicing the capital region.

### Staffing Complement

Environmental Protection: **0.1 FTE + leadership support**

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## 10. WATERSHED MANAGEMENT PROGRAM

### Description

Promote environmental stewardship associated with sanitary and stormwater systems, contaminants and flows.

### What you can expect from us

- ▶ Promote public awareness and stewardship initiatives.
- ▶ Public education and engagement in the region to promote sustainable behavior through campaigns, initiatives and services.

### Staffing Complement

Environmental Protection: **1.5 FTE**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
1a-1 Refine and optimize operations at the McLoughlin Wastewater Treatment Plant to reduce cost, improve efficiency and odour controls	2023-2024	\$111K requisition	1 Term Extended
▶ <b>NEW IBC</b> 1a-1.1 Lab Technician (Core Area)	2024-2026	\$111K requisition	1 Term Extended
1a-2 Support other infrastructure projects that form part of the Core Area wastewater treatment system, including the Residuals Treatment Facility and conveyance system	2023		
▶ <b>NEW IBC</b> 1a-2.1 Environmental Monitoring Program – Environmental Technician Odour	2024-2026	\$111K requisition	1 Term Extended
▶ <b>NEW IBC</b> 1a-2.2 Facilities Maintenance Worker	2024-ongoing	\$106K other	1 Term Converted
1b-1 Implement a development cost charge program for the Core Area wastewater service	2024	-	-
1b-2 Deliver master plans, capital plans and operations for wastewater treatment and conveyance to service current and future population, and address infrastructure deficiencies	Ongoing	-	-
1b-3 Update the Liquid Waste Management Plan for Saanich Peninsula and Core Area	2024-2025	-	-
1b-4 Develop and implement a long-term Biosolids Management Plan	2022-2024		existing
▶ <b>NEW IBC</b> 1b-4.1 Biosolids Coordinator	2024-2027	\$111K requisition	1 Term Extended

## 06 Performance

### GOAL 1A: OPTIMIZE CORE AREA WASTEWATER TREATMENT SYSTEM

### GOAL 1B: MANAGEMENT OF WASTEWATER & TREATMENT RESIDUALS

#### Targets & Benchmarks

Indicators benchmarked in 2022/2023 include:

- Energy use per megalitre of wastewater treated: n/a
- Utilization of gas generated at the Residuals Treatment Facility: n/a

#### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1. Volume of biosolids beneficially used</b>	All Wastewater Services	Quantity	600	1,600	3,600
<b>2. Wastewater effluent quality non-compliance events with provincial and federal regulatory requirements</b>	Core Area Wastewater	Quantity	10	5	0
	Saanich Peninsula Wastewater	Quantity	0	0	0
	Salt Spring Island Liquid Waste	Quantity	6	8	0
	Local Services	Quantity	18	12	10
<b>3. Number of wastewater overflows or flow exceedances</b>	Core Area Wastewater	Quantity	36	20	0
	Saanich Peninsula Wastewater	Quantity	0	0	0
	Salt Spring Island Liquid Waste	Quantity	2	2	0
	Local Services	Quantity	17	15	15
<b>4. Total volume of wastewater collected and treated<sup>2</sup></b>	Core Area Wastewater	Quantity	33,851,491	34,000,000	34,500,000
	Saanich Peninsula Wastewater	Quantity	3,588,904	3,500,000	3,700,000
	Salt Spring Island Liquid Waste	Quantity	178,734	180,000	182,000
	Local Services	Quantity	301,043	300,000	305,000
<b>5. Operating cost per megaliter of wastewater collected and treated<sup>3</sup></b>	Core Area Wastewater	Quantity	686	807	811
	Saanich Peninsula Wastewater	Quantity	1,014	1,099	1,011
	Salt Spring Island Liquid Waste	Quantity	4,431	4,538	4,527
	Local Services	Quantity	5,300	5,579	5,404
<b>6. Number of odour complaints related to operation</b>	Core Area Wastewater	Quantity	98	95	90
	Saanich Peninsula Wastewater	Quantity	0	1	1
	Salt Spring Island Liquid Waste	Quantity	0	0	0
	Local Services	Quantity	2	2	2
<b>7. Delivery of annual capital program<sup>4</sup></b>	Core Area Wastewater	Quantity	6,500,000	24,000,000	32,500,000
	Saanich Peninsula Wastewater	Quantity	2,200,000	3,000,000	3,200,000
	Local Services	Quantity	802,000	7,000,000	4,000,000
<b>8. Preventative maintenance completion<sup>5</sup></b>	Core Area Wastewater	Quantity	70%	82%	85%
	Saanich Peninsula Wastewater	Quantity	87%	94%	95%
	Salt Spring Island Liquid Waste	Quantity	84%	88%	91%
	Local Services	Quantity	89%	95%	95%

<sup>2</sup> Volume is expressed in cubic meters

<sup>3</sup> Expressed in dollars

<sup>4</sup> Expressed in dollars spent

<sup>5</sup> Expressed as percentage of planned maintenance work completed

## 07 Business Model

### **PARTICIPANTS**

Core Area Municipalities (Colwood, Esquimalt, Langford, Oak Bay, Saanich, Victoria, View Royal) and Songhees and Esquimalt First Nations

Saanich Peninsula Municipalities (Central Saanich, North Saanich, Sidney) and Saanich Peninsula First Nations

Local Wastewater Service Areas in the Electoral Areas (Magic Lake, Port Renfrew, Ganges, Maliview, SSI Liquid Waste)

### **FUNDING SOURCES**

Requisitions and user charges (Local Wastewater Service Areas)

### **GOVERNANCE**

[Core Area Liquid Waste Management Committee](#)

[Saanich Peninsula Wastewater Commission](#)

[Electoral Areas Committee](#)

[Local Wastewater Service Area Committees and Commissions](#)

**REPORT TO SAANICH PENINSULA WASTEWATER COMMISSION  
MEETING OF THURSDAY, OCTOBER 19, 2023**

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**SUBJECT     Service Planning 2024 – Wastewater Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Wastewater Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Wastewater Community Need Summary is attached as Appendix A. The desired outcome is efficient and effective management of the region's wastewater.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Saanich Peninsula Wastewater Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Wastewater, be approved as presented and form the basis of the 2024-2028 Financial Plan.

*Alternative 2*

The Saanich Peninsula Wastewater Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Wastewater, be approved as amended and form the basis of the 2024-2028 Financial Plan.

**IMPLICATIONS***Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

*Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

A separate supplemental service budget report will be submitted to the Saanich Peninsula Wastewater Commission.

*Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024.

Staff are proposing to advance four new initiatives for the Wastewater Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority;
2. operationalizing capital investments; and
3. adjustments to core service levels to maintain safety.

Table 1. Wastewater Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
1a-1.1 Lab Technician (Core Area)	2024-2026	1 Term Extended	\$111,000	Requisition
1a-2.1 Environmental Monitoring Program – Environmental Technician Odour	2024-2026	1 Term Extended	\$111,000	Requisition
1a-2.2 Facilities Maintenance Worker	2024-ongoing	1 Term Converted	\$106,000	Fee-for-service & Requisition
1b-4.1 Biosolids Coordinator	2024-2027	1 Term Extended	\$111,000	Requisition

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

#### **1a-1.1 Lab Technician Core Area**

Lab Services are an essential component of wastewater service delivery and help ensure fewer contaminants enter the marine ecosystem. Since the CRD began operating the McLoughlin Wastewater Treatment Plant, Lab Services has relied on a term-based Laboratory Technician 2 position to fulfill ongoing operational requirements identified by Integrated Water Services. This position will expire in December 2023.

Initiative 1a-1.1 seeks to extend the term position for three years to ensure service levels are maintained to support the wastewater service going forward. This position is in the Environmental Services division.

#### **1a-2.1 Environmental Monitoring Program - Environmental Technician Odour**

Environmental monitoring is required by provincial regulators for all seven of the CRD's wastewater treatment plants. The CRD has relied on a term-based environmental and wastewater sampling technician position since the implementation of the federal wastewater regulations in 2012. It was envisioned that the role would be reviewed once the McLoughlin Point Wastewater Treatment Plant was operational, and the ongoing wastewater sampling and odour support needs were determined. The position is expiring in December 2023.

The complexity and scope of monitoring requirements has increased with the commissioning of the new McLoughlin Point Wastewater Treatment Plant. In response, initiative 1a-2.1 seeks to extend the term position for three years to maintain service delivery and continuity of sampling and odour complaint response support to Integrated Water Services, and other internal divisions. This position is in the Environmental Services division.



### **1a-2.2 Facilities Maintenance Worker 4**

Facilities Management (FM) continues to grow as the CRD centralizes maintenance and operations roles throughout the organization. In 2023, FM took on the responsibility of maintaining the buildings (pump stations) for the core area conveyance line to allow Integrated Water Services staff to concentrate on the systems. This transfer was phased over two years and a term position was recruited to provide temporary support to FM. The division is now expanding into other wastewater sites on a fee-for-service basis. It also provides project management services for a variety of projects cross-organization, from new building construction to interior renovations.

Initiative 1a-2.2 seeks to convert the term position to regular ongoing to ensure the Facilities Management & Engineering Services division can deliver the maintenance plan moving forward.

### **1b-4.1 Biosolids Coordinator**

The management of biosolids is an integral component of the new core area wastewater system. Day-to-day coordination of core area biosolids has been more challenging than anticipated and is only expected to become more complex as short-term management options are implemented and operationalized, and as staff develop the long-term planning and ongoing management plan. The current auxiliary position expires in March 2024.

Initiative 1b-4.1 seeks to extend the term position for three years to ensure continuity of service to Integrated Water Services and its need to manage core area biosolids and optimize its distribution for beneficial reuse. This position is in the Environmental Services division.

## **CONCLUSION**

Capital Regional District (CRD) staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the CRD Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

## **RECOMMENDATION**

The Saanich Peninsula Wastewater Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Wastewater, be approved as presented and form the basis of the 2024-2028 Financial Plan.

Submitted by:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

## **ATTACHMENT**

Appendix A: Community Need Summary – Wastewater

## 1

# Wastewater



Efficient and effective management of the region's wastewater

## 01 Strategy

### STRATEGIES & PLANS

- › [Core Area Liquid Waste Management Plan](#)
- › [Saanich Peninsula Liquid Waste Management Plan](#)

### CORPORATE PLAN GOALS

- 1a Optimize Core Area wastewater treatment system
- 1b Management of wastewater & treatment residuals

## 02 Contacts

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Joseph Marr , Senior Manager, Infrastructure Engineering	@ <a href="#">email</a>	T. 250.474.9656

## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. Completed Bowker Sewer Rehabilitation Phase 1. The aging Northeast Trunk - Bowker sanitary sewer system is made from large diameter cast-in-place brick and non-reinforced concrete pipes. Based on results of video inspection about 2,000 metres of sanitary sewer pipes from Foul Bay Road towards Currie Pump Station were deteriorating and in need of repair and rehabilitation. The pipes were lined from the inside using a trenchless technology method, cured-in-place-pipe, to minimize above ground disturbance.
2. Started Phase 1 of the Regional Wastewater Development Cost Charge Program. The need for such a program was identified in the CRD 2023-2026 Corporate Plan and will be used to fund future growth-related regional wastewater system improvements.
3. Various McLoughlin Wastewater Treatment Plant Improvement Projects. These projects refine and optimize operations at the McLoughlin Wastewater Treatment Plant to reduce cost, improve efficiency and odour controls.

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Core Area Wastewater System:**
- Monitoring programs for new wastewater infrastructure in the Core Area continue to be implemented and updated. Additional samples will need to be collected and analyzed on an ongoing basis to support the ongoing operational commissioning and refinement, and monitoring programs.
- Work continues to optimize the operation and maintenance of the new infrastructure. Activities include refining staffing requirements, infrastructure performance, and operations and maintenance functions to improve effluent quality and reduce community impacts related to the operation.
- The CRD continues to implement its short-term biosolids strategy, while also advancing long-term planning, options analysis and pilot testing.
- As the CRD gains more operating experience and implements the outcomes of ongoing optimization works across the Core Area Wastewater System, the annual operating budget will continue to be monitored closely and refined annually.
- **Operational cost increases:** the costs of essential wastewater system operating supplies, such as coagulant chemicals, have been increasing 30-40% year over year which is impacting the cost of service delivery. This trend has been seen across North America.
- **Asset Management:** the ongoing trend in reviewing, updating and completing asset management plans and the continuous upgrading, replacement and growth of assets in the water and wastewater systems rely on having an up-to-date asset registry, as well as an asset onboarding process. Both the Scottish Water Review in 2018 and the EMA Readiness Assessment of 2020 highlighted the need for a reliable asset registry for Water and Wastewater.
  - The risk of assets not being maintained, replaced in a timely manner and failing could impact the CRD's ability to provide the expected water and wastewater level of service and could even result in environmental and public health and safety risks.

- The asset registry is an important step in ensuring that assets are captured in the Maintenance Management System and Preventative Maintenance Plans are developed. This information is also critical with regards to capital and financial planning for the utility services.
- **Aging Infrastructure:** infrastructure is of various ages and in several cases large scale infrastructure renewal will be required to maintain a state of good repair.
- Facility Management's role in supporting maintenance of superstructures in wastewater is being defined.

## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Wastewater systems and small wastewater systems

Services include wastewater conveyance and tertiary treatment for Core Area, and conveyance and secondary treatment for Saanich Peninsula, and the small wastewater systems in the Electoral Areas.

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 3.717 Core Area Wastewater Operations
- › 3.798C Core Area Wastewater Capital
- › 3.718 Saanich Peninsula Wastewater
- › 3.720 Saanich Peninsula Liquid Waste Management Planning Budget
- › 3.750 Core Area Liquid Waste Management Planning Budget

### 1. WASTEWATER SYSTEM OPERATIONS

#### Description

Wastewater treatment, collection and transmission system operation and monitoring. System and facility maintenance, consumables management and preventative maintenance. Respond to wastewater system emergencies, service interruptions and wastewater overflows.

#### What you can expect from us

- ▶ 24/7 wastewater treatment
- ▶ Conveyance system operation
- ▶ System monitoring
- ▶ Customer service and odour monitoring/investigation
- ▶ System and facility maintenance
- ▶ Consumables management
- ▶ 24/7 operator response to system emergencies, service interruptions, wastewater overflows and public and environmental health protection

#### Staffing Complement

Wastewater Infrastructure Operations: **64 FTE (including 5 Managers and 2 Administrative Support)**

<sup>1</sup> Service budget(s) listed may fund other services

## 2. CAPITAL PROJECT DELIVERY

### Description

Project design, procurement and delivery of projects planned each year, on time and budget. Installations, equipment replacement and capital projects support.

### What you can expect from us

- ▶ Capital program for seven services
- ▶ Infrastructure renewal and upgrades
- ▶ Capital project support

### Staffing Complement

Capital Projects: **8 FTE (including 1 Manager)**

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## 3. INFRASTRUCTURE PLANNING

### Description

Strategic asset management for all services/systems including modeling and capacity analysis, vulnerability assessment, infrastructure renewal plans.

### What you can expect from us

- ▶ Asset management plans
- ▶ Manage capital plans for seven wastewater services
- ▶ Proactive capital planning for all seven wastewater services with a 15-year outlook
- ▶ Ongoing condition assessment to inform the capital program and ensure wastewater systems assets remain in a state of good repair
- ▶ Incorporating growth and expansion demands into future plans

### Staffing Complement

Wastewater Engineering and Planning: **5 FTE (including 1 Manager)**

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## 4. PROCESS ENGINEERING SERVICES

### Description

Support of Infrastructure Operations through engineering services such as process, civil, electrical and mechanical investigation and optimization.

### What you can expect from us

- ▶ Engineering support of utility operations for the seven wastewater services in the areas of process optimization and troubleshooting (including odour treatment systems and energy efficiency), management of change, and root cause failure analysis
- ▶ Long-range planning and implementation of treatment system improvements
- ▶ Feasibility studies, including cost estimates, technical reports and recommendations,

- ▶ Detailed technical research and analysis to support plant operations

### Staffing Complement

Process Engineering: 2 FTE (including 1 Manager)

## Environmental Protection

Regulatory and non-regulatory services and a support role across the organization that focuses on contaminant reduction, monitoring and assessment associated with liquid waste treatment.

### SERVICE BUDGET REFERENCES<sup>2</sup>

- |   |  |
|---|--|
| ▶ 1.536 Stormwater Quality Management - Core Area       | ▶ 3.700 Septage Disposal Agreement                               |
| ▶ 1.537 Stormwater Quality Management - Peninsula       | ▶ 3.709 Inflow & Infiltration Enhancement Program                |
| ▶ 1.538 Source - Stormwater Quality - Saanich Peninsula | ▶ 3.750 Liquid Waste Management Plan- Public Involvement Process |
| ▶ 1.577 Environmental Operations                        | ▶ 3.752 Stage 3 Harbour Studies                                  |
|   | ▶ 3.756 Harbours Environmental Action                            |

## 5. REGIONAL SOURCE CONTROL

### Description

Administration, monitoring and reporting of compliance with regional bylaw.

### What you can expect from us

- ▶ Inspect, monitor and enforcement for businesses and institutions connected to sanitary sewer
- ▶ Promote contaminant reduction associated with sanitary and stormwater systems

### Staffing Complement

Environmental Protection: 8.25 FTE + leadership support

## 6. CORE AREA AND SAANICH PENINSULA WASTEWATER & MARINE ENVIRONMENTAL PROGRAM

### Description

Oversight for wastewater monitoring and assessment and reporting to meet regulatory requirements.

### What you can expect from us

- ▶ Marine outfall monitoring, assessment and reporting services to demonstrate compliance with federal and provincial legislation
- ▶ Update of Liquid Waste Management Plans

<sup>2</sup> Service budget(s) listed may fund other services

### Staffing Complement

Environmental Protection: **3.5 FTE + leadership support**

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## 7. RESIDUALS TREATMENT FACILITY

### Description

Administration of the Project Agreement for operation of the RTF and biosolids beneficial use strategy.

### What you can expect from us

- ▶ Monitoring and compliance reporting.

### Staffing Complement

Environmental Protection: **1.2 FTE + leadership support**

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## 8. ON-SITE WASTEWATER MANAGEMENT

### Description

Regulatory oversight for onsite wastewater systems and education and outreach services across the region.

### What you can expect from us

- ▶ Promote and monitor compliance with regional bylaw.

### Staffing Complement

Environmental Protection: **0.7 FTE + leadership support**

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## 9. SEPTAGE SERVICE

### Description

Administration, monitoring and reporting of regional septage service.

### What you can expect from us

- ▶ Negotiate and manage one septage disposal contract servicing the capital region.

### Staffing Complement

Environmental Protection: **0.1 FTE + leadership support**

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## 10. WATERSHED MANAGEMENT PROGRAM

### Description

Promote environmental stewardship associated with sanitary and stormwater systems, contaminants and flows.

### What you can expect from us

- ▶ Promote public awareness and stewardship initiatives.
- ▶ Public education and engagement in the region to promote sustainable behavior through campaigns, initiatives and services.

### Staffing Complement

Environmental Protection: **1.5 FTE**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024	
1a-1 Refine and optimize operations at the McLoughlin Wastewater Treatment Plant to reduce cost, improve efficiency and odour controls	2023-2024	\$111K requisition	1 Term Extended
▶ <b>NEW IBC</b> 1a-1.1 Lab Technician (Core Area)	2024-2026	\$111K requisition	1 Term Extended
1a-2 Support other infrastructure projects that form part of the Core Area wastewater treatment system, including the Residuals Treatment Facility and conveyance system	2023		
▶ <b>NEW IBC</b> 1a-2.1 Environmental Monitoring Program – Environmental Technician Odour	2024-2026	\$111K requisition	1 Term Extended
▶ <b>NEW IBC</b> 1a-2.2 Facilities Maintenance Worker	2024-ongoing	\$106K other	1 Term Converted
1b-1 Implement a development cost charge program for the Core Area wastewater service	2024	-	-
1b-2 Deliver master plans, capital plans and operations for wastewater treatment and conveyance to service current and future population, and address infrastructure deficiencies	Ongoing	-	-
1b-3 Update the Liquid Waste Management Plan for Saanich Peninsula and Core Area	2024-2025	-	-
1b-4 Develop and implement a long-term Biosolids Management Plan	2022-2024		existing
▶ <b>NEW IBC</b> 1b-4.1 Biosolids Coordinator	2024-2027	\$111K requisition	1 Term Extended

## 06 Performance

### GOAL 1A: OPTIMIZE CORE AREA WASTEWATER TREATMENT SYSTEM

### GOAL 1B: MANAGEMENT OF WASTEWATER & TREATMENT RESIDUALS

#### Targets & Benchmarks

Indicators benchmarked in 2022/2023 include:

- Energy use per megalitre of wastewater treated: n/a
- Utilization of gas generated at the Residuals Treatment Facility: n/a

#### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1. Volume of biosolids beneficially used</b>	All Wastewater Services	Quantity	600	1,600	3,600
<b>2. Wastewater effluent quality non-compliance events with provincial and federal regulatory requirements</b>	Core Area Wastewater	Quantity	10	5	0
	Saanich Peninsula Wastewater	Quantity	0	0	0
	Salt Spring Island Liquid Waste	Quantity	6	8	0
	Local Services	Quantity	18	12	10
<b>3. Number of wastewater overflows or flow exceedances</b>	Core Area Wastewater	Quantity	36	20	0
	Saanich Peninsula Wastewater	Quantity	0	0	0
	Salt Spring Island Liquid Waste	Quantity	2	2	0
	Local Services	Quantity	17	15	15
<b>4. Total volume of wastewater collected and treated<sup>2</sup></b>	Core Area Wastewater	Quantity	33,851,491	34,000,000	34,500,000
	Saanich Peninsula Wastewater	Quantity	3,588,904	3,500,000	3,700,000
	Salt Spring Island Liquid Waste	Quantity	178,734	180,000	182,000
	Local Services	Quantity	301,043	300,000	305,000
<b>5. Operating cost per megaliter of wastewater collected and treated<sup>3</sup></b>	Core Area Wastewater	Quantity	686	807	811
	Saanich Peninsula Wastewater	Quantity	1,014	1,099	1,011
	Salt Spring Island Liquid Waste	Quantity	4,431	4,538	4,527
	Local Services	Quantity	5,300	5,579	5,404
<b>6. Number of odour complaints related to operation</b>	Core Area Wastewater	Quantity	98	95	90
	Saanich Peninsula Wastewater	Quantity	0	1	1
	Salt Spring Island Liquid Waste	Quantity	0	0	0
	Local Services	Quantity	2	2	2
<b>7. Delivery of annual capital program<sup>4</sup></b>	Core Area Wastewater	Quantity	6,500,000	24,000,000	32,500,000
	Saanich Peninsula Wastewater	Quantity	2,200,000	3,000,000	3,200,000
	Local Services	Quantity	802,000	7,000,000	4,000,000
<b>8. Preventative maintenance completion<sup>5</sup></b>	Core Area Wastewater	Quantity	70%	82%	85%
	Saanich Peninsula Wastewater	Quantity	87%	94%	95%
	Salt Spring Island Liquid Waste	Quantity	84%	88%	91%
	Local Services	Quantity	89%	95%	95%

<sup>2</sup> Volume is expressed in cubic meters

<sup>3</sup> Expressed in dollars

<sup>4</sup> Expressed in dollars spent

<sup>5</sup> Expressed as percentage of planned maintenance work completed

## 07 Business Model

### **PARTICIPANTS**

Core Area Municipalities (Colwood, Esquimalt, Langford, Oak Bay, Saanich, Victoria, View Royal) and Songhees and Esquimalt First Nations

Saanich Peninsula Municipalities (Central Saanich, North Saanich, Sidney) and Saanich Peninsula First Nations

Local Wastewater Service Areas in the Electoral Areas (Magic Lake, Port Renfrew, Ganges, Maliview, SSI Liquid Waste)

### **FUNDING SOURCES**

Requisitions and user charges (Local Wastewater Service Areas)

### **GOVERNANCE**

[Core Area Liquid Waste Management Committee](#)

[Saanich Peninsula Wastewater Commission](#)

[Electoral Areas Committee](#)

[Local Wastewater Service Area Committees and Commissions](#)

**REPORT TO JUAN DE FUCA WATER DISTRIBUTION COMMISSION  
MEETING OF TUESDAY, OCTOBER 3, 2023**

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**SUBJECT     Service Planning 2024 – Water Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Water Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Water Community Need Summary is attached as Appendix A. The desired outcome is safe drinking water and a resilient water supply.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Juan de Fuca Water Distribution Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as presented and form the basis of the 2024-2028 Financial Plan.

*Alternative 2*

The Juan de Fuca Water Distribution Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as amended and form the basis of the 2024-2028 Financial Plan.

**IMPLICATIONS***Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

*Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

The 2024 operating costs include non-negotiable collective agreement increases coupled with chemical cost escalations that were effective for 2024, as well as retroactively capturing increases from 2023 which were finalized after the 2023 water rate approval. As a result, the 2024 core operating cost increase exceeds the 3.5% threshold.

Financial and staff impacts for initiatives will be summarized and included in the October 3, 2023 Juan de Fuca Distribution Service 2024 Operating and Capital Budget report, and in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

*Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

### 1. Proposed changes for 2024

Staff are proposing to advance four new initiatives for the Water Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority;
2. operationalizing capital investments; and
3. adjustments to core service levels to maintain safety.

Table 1. Water Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
2a-2.1 Contracts Coordinator	2024–ongoing	1 Auxiliary Converted	\$92,000	Fee-for-service
2a-2.2 Purchaser	2024–ongoing	1 New Ongoing	\$205,000	Fee-for-service & Requisition
2a-8.1 Water Quality Sampling Technician	2024–ongoing	Increase to daily hours	\$38,000	Other
2b-1.1 Dam Safety Program – Integrated Water Services	2024–ongoing	2 New Ongoing	\$375,000	Fee-for-service

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

#### 2a-2.1 Contracts Coordinator

Timely contract assembly and completion is essential to reducing financial risks (e.g., from rapid increases in material costs) and schedule risks (e.g., from inability to start projects as planned). The Integrated Water Services Administration division has experienced an exponential increase in the volume of contract-related work due to the growth of the water and wastewater capital programs, the expanded CA Wastewater service and the adoption of the 30-year Regional Water Supply 2022 Master Plan.

Initiative 2a-2.1 seeks to convert existing auxiliary hours to one regular ongoing Contracts Coordinator position to meet the increasing demand for contract management, coordination and related contracts and records management functions within the department.

#### 2a-2.2 Purchaser

The Integrated Water Services purchasing division has operated with one purchaser for over a decade. Integrated Water Services' staff, budgets, and purchasing needs, both for operating and capital, have increase significantly over that period. With more buying comes more legal and financial risk, and trained purchasers provide critical first-stage advice to avoid later stage disputes or litigation matters.

Initiative 2a-2.2 seeks to create a new regular ongoing Purchaser position in the Legal & Risk Management division to increase support for the Integrated Water Services centralized purchasing function and increase organizational capacity by freeing up specialized staff to focus on service delivery and spend less time on procurement activities.

### **2a-8.1 Water Quality Sampling Technician (Regular)**

The CRD is required to meet drinking water monitoring requirements to ensure compliance with provincial laws. Keeping monitoring and system oversight in step with regional growth in drinking water is part of its commitment to provide high-quality and safe drinking water to the region. The Greater Victoria Drinking Water System is rapidly expanding to meet the region's growth. Regulatory requirements for drinking water monitoring are growing relative to population growth and additional water sampling staff resources are needed to keep up.

Initiative 2a-8.1 seeks to increase existing Environmental Protection staff hours from a 7h per workday to 8h workday to achieve this.

### **2b-1.1 Dam Safety Program - Integrated Water Services**

Integrated Water Services manages 23 water supply dams, 15 of which are directly related to the Regional Water Supply System. The remaining eight dams are located within three other water services: Magic Lake Estates on North Pender Island (4), Lyall Harbour/Boot Cove on Saturna Island (1), and Wilderness Mountain near East Sooke (3).

Integrated Water Services is responsible for the operation, maintenance, and surveillance of the dams, as well as regulatory compliance activities and resolving safety issues through capital and operational safety improvements. Dams are essential for storing water for delivery to customers, but they are inherently risky. The failure of a dam can result in catastrophic consequences, including loss of life, economic impacts (e.g., property damage), and environmental and social impacts.

The Dam Safety program is currently led by the Infrastructure Engineering division, with support from various divisions in Integrated Water Services and other parts of the organization. In accordance with regulatory requirements, staff conduct regular safety reviews and studies to assess the state of the infrastructure and compare the CRD's dam management approaches against best management practices. This monitoring has highlighted that the number of safety issues has been trending up since 2017. It has now become clear that to successfully manage dam-related risks moving forward the department needs a proactive strategy and dedicated, experienced staff with a robust understanding of the complexities of dam safety projects.

Initiative 2b-1.1 seeks to consolidate resources and create a dedicated Dam Safety division with operational and engineering staff to operate, maintain and monitor dams in a 'safe condition', prioritize and resolve known deficiencies, identify and manage new risks, adapt to changing climatic conditions, and ensure compliance with the Dam Safety Regulation and Water Sustainability Act.



As a starting point, the division seeks to create two new regular ongoing positions in 2024 in the Infrastructure Engineering and the Water Infrastructure Operations divisions to start this process. Additional resources requests are expected to follow in 2025 and 2026 as the function becomes established.

## *2. Planned changes in 2025*

There is one initiative planned for 2025, shown in Table 2. The CRD Board will consider approval next year.

Table 2. Forecast of Future Initiatives: Water Community Need

Initiative	Implementation year(s)	Staff impacts (2025)	Incremental cost (2025)	Funding source
2b-2.1 Utility Operator Team Lead – Water Operations	2025-ongoing	1 New Ongoing	\$153,000	Fee-for-service & Requisition

The information in Table 2 also reflects the business case costs.

### **2b-2.1 Utility Operator - Water Operations**

The Water Operations division maintains and operates the Juan de Fuca Water Distribution system for Colwood, Langford, Metchosin, View Royal, Sooke, Highlands and the Juan de Fuca Electoral Area (East Sooke), serving approximately 60,000 customers. The system continues to expand due to development and, as the system ages, additional maintenance and infrastructure renewal is required. The Water Operations division has identified several challenges related to the system's reliability, and efficiency including aging infrastructure, maintenance frequency, and increasing demand.

To address these challenges, initiative 2b-2.1 seeks to create one new regular ongoing Utility Operator position. This position will be responsible for ensuring operational activities are planned in a safe manner and compliant with regulatory requirements, while increasing the resilience of the drinking water systems.

### **CONCLUSION**

Capital Regional District (CRD) staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board and commissions with delegated authorities determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

**RECOMMENDATION**

The Juan de Fuca Water Distribution Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as presented and form the basis of the 2024-2028 Financial Plan.

Submitted by:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Community Need Summary – Water

## 2 Water



Safe drinking water and a resilient water supply

### 01 Strategy

#### STRATEGIES & PLANS

- › Regional Water Supply Strategic Plan
- › Regional Water Supply Master Plan 2022-2050
- › Regional Growth Strategy

#### CORPORATE PLAN GOALS

- 2a High quality, safe drinking water
- 2b Reliable & efficient drinking water transmission system

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

#### Infrastructure Engineering:

1. Started procurement of a design consultant for replacement of sections of Regional Supply Main No.3 and No.4. These projects will replace aging infrastructure and improve seismic resilience in the regional transmission system. High quality, safe drinking water.
2. Completed Phase 1 and started Phase 2 of the Regional Water Development Cost Charge Program. The need for such a program was identified in the CRD 2023-2026 Corporate Plan and will be used to fund future growth-related regional water supply system improvements.
3. Completed major projects in the Juan de Fuca Water distribution system including two new pump stations and three water storage tanks. These projects replaced aging infrastructure and provided additional capacity for growth within the Juan de Fuca Water Distribution system.

#### Watershed Protection:

1. Completion of two autogates to prevent recreation driven trespass into the Greater Victoria Water Supply Area and public safety around the Goldstream Water Treatment Facilities.
2. Completion of an upgraded Goldstream Entrance to the Greater Victoria Water Supply Area to provide more functional access control, security and visible security presence.
3. Implementation of an infrared wildfire detection camera on a tower on Mount Healy for more effective surveillance and monitoring of any wildfire starts in the Sooke Water Supply Area (WSA).

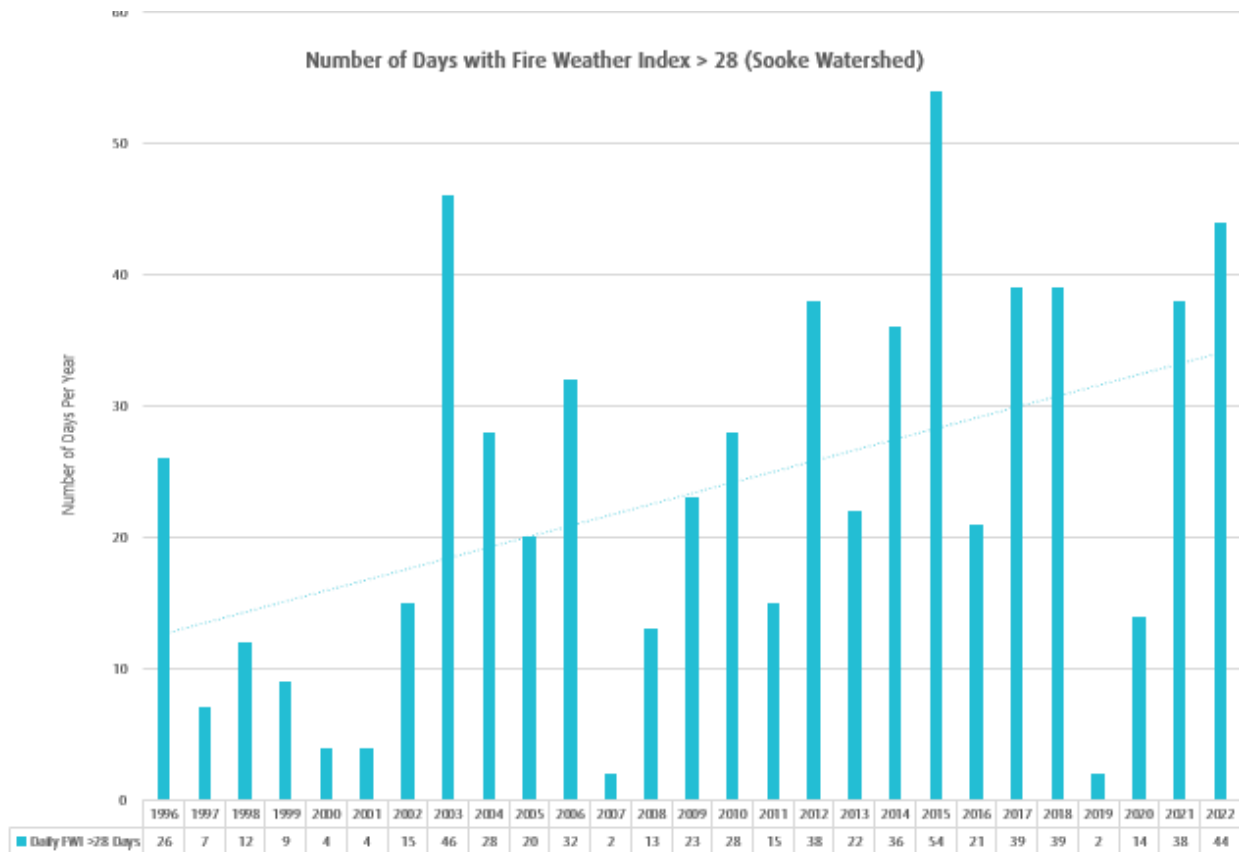
### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Security and patrols:** there is an ongoing need to monitor for and respond to recreational pressure into the Greater Victoria Water Supply Area from Sooke Hills Wilderness Regional Park and from the rapidly developing residential area around Langford and Goldstream. During Extreme Fire Danger Rating, this creates additional risk to the Greater Victoria Water Supply Area and additional pressure on the Watershed team.
- **Climate Action:** the most significant risks for water services relate to climate and environmental changes. Predicted trends of drier, hotter summers will impact the water services in several ways:
  - Demand for water, including for local agricultural activities – this is monitored closely and evaluated against historical trends. Model predictions are updated for areas exhibiting higher than predicted demands. This will inform future infrastructure upgrades to meet growing demands.
  - Water quality may be affected due to increased biological growth in the source water and distribution system. The 2022 Regional Water Supply Master Plan recommends implementing filtration as a step in the treatment process by 2037.
  - In the Greater Victoria Water Supply Area, increasing periods of elevated wildfire risk, peak flows from winter storms, drought stress on trees which could lead to increased mortality and forest pests/diseases.
  - Increased risk of power outages.

- **Infrastructure Vulnerability, Resiliency, and Emergency Preparedness:** there are increases in operational and system maintenance demands from a growing region combined with aging infrastructure. The 2022 Regional Water Supply Master Plan identified a strategy to address supply (quantity) and critical delivery infrastructure (redundancy) needs over the next 30 years. In addition to continuing to replace and refresh our existing assets to ensure they remain in a state of good repair, preliminary studies will also commence on the large elements identified in the Regional Water Supply Master Plan.
- **Asset Management:** the ongoing trend in reviewing, updating and completing asset management plans and the continuous upgrading, replacement and growth of assets in the water and wastewater systems rely on having an up-to-date asset registry, as well as an asset onboarding process. Both the Scottish Water Review in 2018 and the EMA Readiness Assessment of 2020 highlighted the need for a reliable asset registry for Water and Wastewater.
  - The risk of assets not being maintained, replaced in a timely manner and failing could impact the CRD's ability to provide the expected water and wastewater level of service and could even result in environmental and public health and safety risks.
  - The asset registry is an important step in ensuring that assets are captured in the Maintenance Management System and Preventative Maintenance Plans are developed. This information is also critical with regards to capital and financial planning for the utility services.
- **Operational cost increases:** the costs of essential water system operating supplies, such as disinfection chemicals, have been increasing 30-40% year over year which is impacting the cost-of-service delivery. This trend has been seen across North America.
- **Regional Water Supply Strategic Plan (2017):** Actions and initiatives to support the strategic priorities and commitments will be updated, starting in 2023. The revised plan, which will be published in 2024, will look to address future needs for the 2025-2029 period.
- **Rate Structure Review:** A new service delivery model for First Nations water servicing is being advanced with implementation expected in late 2023/early 2024. Through the agreement, the Regional Water Supply Service will become the service provider for participating First Nations governments.

## OPERATIONAL STATISTICS

An example of the effect of climate change on the number of days of elevated wildfire risk for the Greater Victoria Water Supply Area:



## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Water Supply & Distribution

Wholesale water supply to approximately 400,000 consumers in Greater Victoria and residents in three municipalities on the Saanich Peninsula, water distribution system within Langford, Sooke, View Royal, Colwood, East Sooke, Metchosin and Highlands and the small water systems in the Electoral Areas (EAs) supported through the following key service areas:

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 2.670 Regional Water Supply
- › 2.680 Juan de Fuca Water Distribution
- › 2.610 Saanich Peninsula Water
- › Small water systems in the Electoral Areas

### 1. WATER SYSTEMS OPERATIONS AND MAINTENANCE

#### Description

Water treatment, supply and distribution system operation and monitoring. System and facility maintenance, consumables management and preventative maintenance. Respond to water main breaks and other system emergencies.

#### What you can expect from us

- ▶ 24/7 water treatment operations for two facilities for Greater Victoria
- ▶ Supply and distribution system operation
- ▶ System monitoring
- ▶ Customer service
- ▶ System and facility maintenance
- ▶ Consumables management
- ▶ Component preventative maintenance
- ▶ 24/7 emergency response to water main breaks and other system emergencies

#### Staffing Complement

Water Infrastructure Operations: **61 FTE (including 5 Managers and Administrative Support)**

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<sup>1</sup> Service budget(s) listed may fund other services

## 2. INFRASTRUCTURE PLANNING

### Description

Strategic asset management for all services/systems including modeling and capacity analysis, vulnerability assessment, infrastructure renewal plans.

### What you can expect from us

- ▶ Asset management and capital planning
- ▶ Adjust plans for 15 water services
- ▶ System expansion and growth planning
- ▶ Proactive capital planning for all 15 water services with a 15-year outlook
- ▶ Ongoing condition assessment to inform the capital program and ensure water systems assets remain in a state of good repair
- ▶ Incorporating growth and expansion demands into future plans

### Staffing Complement

Water Supply Engineering and Planning: **4 FTE**

Water Distribution Engineering and Planning: **6 FTE (including 1 Manager)**

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## 3. CAPITAL PROJECT DELIVERY

### Description

Project design, procurement and delivery of capital projects annually on time/budget. Main installations, dam upgrades, equipment replacement and capital projects support.

### What you can expect from us

- ▶ Infrastructure renewal and upgrades
- ▶ Capital Program for 15 water services (including Salt Spring Island)
- ▶ Engineering support of utility operations for the 15 water services.

### Staffing Complement

Capital Projects **8 FTE (including 1 Manager)**



## Watershed Protection

Forest land management of the 20,611 hectares of the Greater Victoria Water Supply Area to ensure high-quality source drinking water for the Regional Water Supply System through following service areas:

### SERVICE BUDGET REFERENCE<sup>2</sup>

- › 2.670 Regional Water Supply

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## 5. WILDFIRE, SECURITY & EMERGENCY RESPONSE

### Description

Watershed security, wildfire and spill preparedness, prevention and response.

### What you can expect from us

- ▶ 24/7 watershed emergency duty officer standby
- ▶ Security/wildfire patrols and standby (weekends and holidays; daily during elevated fire conditions)
- ▶ Wildfire detection air patrol during high and extreme fire hazard; infrared camera detection for the Sooke WSA

### Staffing Complement

Watershed Protection: **8 FTE (including 1 Manager and Administrative Support) + leadership support**

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## 6. WATERSHED OPERATIONS

### Description

Silviculture, forest health and forest fuel management; invasive plant management; vegetation management and road maintenance, upgrades and rehabilitation

### What you can expect from us

- ▶ Winter/summer road maintenance
- ▶ Culvert and bridge upgrades to accommodate higher peak flows to higher standards and changing climate
- ▶ Forest fuel and forest resilience treatments and fire smarting maintenance including brushing, thinning and chipping or burning of woody debris
- ▶ Brushing dam faces and around facilities, gates and fences
- ▶ Danger tree assessment and removal along roads and powerlines
- ▶ Invasive plants management

### Staffing Complement

Watershed Protection: **10 FTE (including 1 Manager) + leadership support**

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<sup>2</sup> Service budget(s) listed may fund other services

## 7. RESOURCE PLANNING

### Description

Wildlife management, ecological inventories and analyses, risk assessment and management, and GIS and data management.

### What you can expect from us

- ▶ Development of a comprehensive watershed hydrology monitoring program
- ▶ Annual forest health survey
- ▶ Partnering in climate change and other research in the Greater Victoria Water Supply Area
- ▶ Management of beaver, Canada geese and bullfrogs
- ▶ School and public tours of the Water Supply Area and facilities

### Staffing Complement

Watershed Protection: **8 FTE (including 1 Manager) + leadership support**

## ENVIRONMENTAL PROTECTION

Regulatory and non-regulatory services and a support role across the organization that focuses on enhanced integration of drinking water quality protection programs and integration of communication initiatives.

### SERVICE BUDGET REFERENCES:<sup>3</sup>

- |   |   |
|---|---|
| › 1.531 Stormwater Quality Management - Sooke | › 3.707 On Site System Management Program                               |
| › 1.576 Environmental Engineering Services    | › 3.720 Saanich Peninsula Liquid Waste Management Plan - Implementation |
| › 1.578 & 1.579 Environmental Protection      | › 3.755 Regional Source Control Program                                 |
| › 3.701 Millstream Remediation                |   |

## 8. WATER QUALITY 1.0

### Description

Monitoring, data analysis, assessment, reporting and technical advice to meet water quality regulatory requirements.

### What you can expect from us

- ▶ Source water and distribution system monitoring, assessment and reporting
- ▶ Physical, chemical and biological analytical services, assessment and reporting

### Staffing Complement

Environmental Protection: **6 + lab staff FTE + leadership support**

<sup>3</sup> Service budget(s) listed may fund other services

## 9. DEMAND MANAGEMENT

### Description

Research and data to inform capital planning, water conservation, and communications and education.

### What you can expect from us

- ▶ Accurate data
- ▶ Per capita targets (residential and Industrial, Commercial and Institutional)

### Staffing Complement

Environmental Protection: **1.0 FTE + leadership support**

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## 10. CROSS CONNECTION CONTROL

### Description

Identification, registration, tracking and reporting of potential cross connection contamination sources in the Greater Victoria Drinking Water System.

### What you can expect from us

- ▶ Contamination prevention through facility inspections, testing and education for backflow prevention devices
- ▶ Monitor and track (>28,000) backflow prevention devices

### Staffing Complement

Environmental Protection: **4.6 FTE**

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## 11. COMMUNICATIONS & ENVIRONMENTAL EDUCATION

### Description

Public education and engagement in the region to promote sustainable behavior through campaigns, initiatives and services. Position is shared 80:20 with Wastewater communications support.

### What you can expect from us

- ▶ Increased public awareness of CRD messages and subsequent behavior changes (declining trend in per capita and per sector water use)

### Staffing Complement

Environmental Protection: **0.8 FTE + leadership support**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
2a-1 Update the Regional Water Supply Strategic Plan	2023	-
2a-2 Implement the 2022-2050 Regional Water Supply Master Plan	Ongoing	-
▶ <b>NEW IBC</b> 2a-2.1 Contracts Coordinator	2024-ongoing	\$92K fee-for-service 1 Auxiliary Converted
▶ <b>NEW IBC</b> 2a-2.2 Purchaser	2024-ongoing	\$205K fee-for-service + requisition 1 New Ongoing
2a-3 Review water rates in service agreements with First Nations	2024	Continued negotiation and implementation
2a-4 Review and determine appropriate level of water subsidy used for agriculture	2024	Ongoing, no change in subsidy in 2024
2a-5 Active forest/ecological management to enhance forest health and resilience in the Water Supply Areas	Planned for 2025	-
2a-6 Collect and analyze information for climate adaptation, reservoir management and the siting of new major infrastructure	Ongoing	-
2a-7 Implement a development cost charge program for the Regional Water Service	2024	-
▶ <b>NEW IBC</b> 2a-8.1 Water Quality Sampling Technician*	2024-ongoing	\$38K other Increase from 7 to 8-hour shifts

Initiative	Implementation year(s)	Impacts in 2024	
2b-1 Enhance safety of aging dams, meet increasing regulatory requirements and mitigate against the risk of failures	2024		
► <b>NEW IBC</b> 2b-1.1 Dam Safety Program – Integrated Water Services	2024-ongoing	\$375K fee-for-service	2 New Ongoing
2b-2 Invest in and maintain capital assets, and undertake regulatory monitoring, to service current and future population and climate adaptation	2024		
► <b>FUTURE IBC</b> 2b-2.1 Utility Operator Team Lead – Water Operations	Planned for 2025	\$153K fee-for-service + requisition	1 New Ongoing

<sup>16</sup>Not captured in the 2022-2026 Corporate Plan

## 06 Performance

### GOAL 2A: HIGH QUALITY, SAFE DRINKING WATER

#### Targets & Benchmarks

The performance measures link to the CRD's goals of safe, sustainable and resilient water resources for the Capital Region.

#### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1. Regulatory Compliance<sup>1</sup></b>	Regional Water Supply	Quantity	None	None	None
	Juan de Fuca Water Distribution	Quantity	None	None	None
	Saanich Peninsula Water Supply	Quantity	None	None	None
	Local Services	Quantity	8	3	None
<b>2. Water Quality Sampling (raw)<sup>2</sup></b>	Regional Water Supply	Quantity	15,589	17,174	17,174
	Local Services	Quantity	3,670	4,218	4,218
<b>3. Water Quality Sampling (treated)<sup>3</sup></b>	Regional Water Supply	Quality	1,787	1,888	1,888
	Juan de Fuca Water Distribution	Quality	7,531	7,378	7,762
	Saanich Peninsula Water Supply	Quality	2,102	3,701	3,701
	Local Services	Quality	24,904	17,893	17,893
<b>4. Demand<sup>4</sup></b>	Regional Water Supply	Quantity	359	340	340
	Juan de Fuca Water Distribution	Quantity	314	300	300
	Saanich Peninsula Water Supply	Quantity	479	420	420
	Local Services	Quantity	227.8	216.5	215.8

<sup>1</sup> Non-compliance with Island Health, provincial and federal regulatory requirements and operational certificates that result in Boil Water Advisories or Do Not Consume Events

<sup>2</sup> Water quality samples analyzed annually from source reservoirs (raw water)

<sup>3</sup> Water quality samples analyzed annually from transmission/distribution systems (treated water)

<sup>4</sup> Average day per capita water use (litres per capita per day)

#### Discussion

Measure 4. Demand: average day per capita water use (litres per capita per day)

- Regional Water Supply: Demand is plateauing due to the replacement of inefficient appliances and a surge of new high-density buildings with built-in water efficiencies
- Saanich Peninsula Water Supply: Driven by agricultural demand and lack of residential densification
- Local Services: Values represent the average of twelve services

## GOAL 2B: RELIABLE & EFFICIENT DRINKING WATER TRANSMISSION SYSTEM

### Target & Benchmarks

The performance measures link to the CRD's goals of safe, sustainable and resilient water resources for the capital region.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>5. Operating cost<sup>5</sup></b>	Regional Water Supply	Quantity	\$111	\$112	\$115
<b>6. Energy usage<sup>6</sup></b>	Regional Water Supply	Quantity	62.5	66	66
<b>7. Watershed water release<sup>7</sup></b>	Regional Water Supply	Quantity	11,229	11,500	12,000
<b>8. Water-main leak repairs<sup>8</sup></b>	Juan de Fuca Water Distribution	Quantity	8.2	10	8
	Local Services	Quantity	1	1	1
<b>9. Preventative maintenance<sup>9</sup></b>	Regional Water Supply	Quality	86%	96%	98%
	Juan de Fuca Water Distribution	Quality	84%	94%	96%
	Saanich Peninsula Water Supply	Quality	97%	98%	98%
	Local Services	Quality	91%	98%	98%

<sup>5</sup> Annual operating cost per megaliter of drinking water treated and supplied/distributed

<sup>6</sup> Annual energy use (kWh) per megaliter of drinking water treated and supplied/distributed

<sup>7</sup> Volume of raw water released annually from Regional Water Supply watersheds to rivers to support fish habitat (megaliters)

<sup>8</sup> Number of water-main leak repairs and service line leaks annually per 100 kilometers of pipe (distribution systems)

<sup>9</sup> Preventative maintenance completed (% of planned)

### Discussion

- N/A

## 07 Business Model

### Water Supply & Distribution, Watershed Protection

**PARTICIPANTS** **Regional Water Supply:** All Municipalities, Juan de Fuca Electoral Area, First Nations (via Distribution Systems)

**Saanich Peninsula Water Supply:** Municipalities (Central Saanich, North Saanich, Sidney)

**JDF Water Distribution:** Langford, Colwood, View Royal, Metchosin, Highlands, Sooke, Juan de Fuca Electoral Area

**Local Water Service Areas in the Electoral Areas**

**FUNDING SOURCES** **Regional Water Supply:** Bulk water sales revenue

**Juan de Fuca Water Distribution System:** Retail water sales revenue in West Shore Municipalities

**Saanich Peninsula Water:** Wholesale water sales revenue

**GOVERNANCE** [Regional Water Supply Commission](#)  
[Water Advisory Committee](#)  
[Saanich Peninsula Water Commission](#)  
[Juan de Fuca Water Distribution Commission](#)  
[Various Local Services Commissions](#)

### Environmental Protection

**PARTICIPANTS** **Water Quality Service:** Allocation from Integrated Water Services and Local Service Areas (LSA) from the municipalities of Regional Water Supply area, Juan de Fuca and various local service areas, Sidney, North Saanich, Central Saanich and Peninsula First Nations

**Demand Management, Cross Connection Control Services:** water rate from all Municipalities and Electoral Areas

**Communications and Environmental Education:** all Municipalities and Electoral Areas

**FUNDING SOURCES** Water rate and requisition

**GOVERNANCE** [Regional Water Supply Commission](#)  
[Water Advisory Committee](#)  
[Saanich Peninsula Water Commission](#)  
[Juan de Fuca Water Distribution Commission](#)  
[Various Local Services Commissions](#)



**REPORT TO REGIONAL WATER SUPPLY COMMISSION  
MEETING OF WEDNESDAY, OCTOBER 18, 2023**

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**SUBJECT**     **Service Planning 2024 – Water Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Water Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 Capital Regional District (CRD) Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Water Community Need Summary is attached as Appendix A. The desired outcome is safe drinking water and a resilient water supply.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Regional Water Supply Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as presented and form the basis of the 2024-2028 Financial Plan.

### *Alternative 2*

The Regional Water Supply Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as amended and form the basis of the 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

The 2024 operating costs include non-negotiable collective agreement increases that were effective for 2024, as well as retroactively capturing increases from 2023 which were finalized after the 2023 water rate approval. As a result, the 2024 core operating cost increase exceeds the 3.5% threshold.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

#### *1. Proposed changes for 2024*

Staff are proposing to advance four new initiatives for the Water Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority;
2. operationalizing capital investments; and
3. adjustments to core service levels to maintain safety.

Table 1. Water Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
2a-2.1 Contracts Coordinator	2024–ongoing	1 Auxiliary Converted	\$92,000	Fee-for-service
2a-2.2 Purchaser	2024–ongoing	1 New Ongoing	\$205,000	Fee-for-service & Requisition
2a-8.1 Water Quality Sampling Technician	2024-ongoing	Increase to daily hours	\$38,000	Fee-for-service & Requisition
2b-1.1 Dam Safety Program – Integrated Water Services	2024–ongoing	2 New Ongoing	\$375,000	Fee-for-service

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### 2a-2.1 Contracts Coordinator

Timely contract assembly and completion is essential to reducing financial risks (e.g., from rapid increases in material costs) and schedule risks (e.g., from inability to start projects as planned). The Integrated Water Services Administration division has experienced an exponential increase in the volume of contract-related work due to the growth of the water and wastewater capital programs, the expanded core area wastewater service and the adoption of the 30-year Regional Water Supply 2022 Master Plan.

Initiative 2a-2.1 seeks to convert existing auxiliary hours to one regular ongoing Contracts Coordinator position to meet the increasing demand for contract management, coordination and related contracts and records management functions within the department.

### 2a-2.2 Purchaser

The Integrated Water Services purchasing division has operated with one purchaser for over a decade. Integrated Water Services' staff, budgets, and purchasing needs, both for operating and capital, have increased significantly over that period. With more buying comes more legal and financial risk, and trained purchasers provide critical first-stage advice to avoid later stage disputes or litigation matters.

Initiative 2a-2.2 seeks to create a new regular ongoing Purchaser position in the Legal & Risk Management division to increase support for the Integrated Water Services centralized purchasing function and increase organizational capacity by freeing up specialized staff to focus on service delivery and spend less time on procurement activities.

### 2a-8.1 Water Quality Sampling Technician (Regular)

The CRD is required to meet drinking water monitoring requirements to ensure compliance with provincial laws. Keeping monitoring and system oversight in step with regional growth in drinking water is part of its commitment to provide high-quality and safe drinking water to the region. The

Greater Victoria Drinking Water System is rapidly expanding to meet the region's growth. Regulatory requirements for drinking water monitoring are growing relative to population growth and additional water sampling staff resources are needed to keep up.

Initiative 2a-8.1 seeks to increase existing Environmental Protection staff hours from a 7 hour workday to an 8 hour workday to achieve this.

### **2b-1.1 Dam Safety Program - Integrated Water Services**

Integrated Water Services manages 23 water supply dams, 15 of which are directly related to the Regional Water Supply System. The remaining eight dams are located within three other water services: Magic Lake Estates on North Pender Island (4), Lyall Harbour/Boot Cove on Saturna Island (1), and Wilderness Mountain near East Sooke (3).

Integrated Water Services is responsible for the operation, maintenance, and surveillance of the dams, as well as regulatory compliance activities and resolving safety issues through capital and operational safety improvements. Dams are essential for storing water for delivery to customers, but they are inherently risky. The failure of a dam can result in catastrophic consequences, including loss of life, economic impacts (e.g., property damage), and environmental and social impacts.

The Dam Safety program is currently led by the Infrastructure Engineering division, with support from various divisions in Integrated Water Services and other parts of the organization. In accordance with regulatory requirements, staff conduct regular safety reviews and studies to assess the state of the infrastructure and compare the CRD's dam management approaches against best management practices. This monitoring has highlighted that the number of safety issues has been trending up since 2017. It has now become clear that to successfully manage dam-related risks moving forward the department needs a proactive strategy and dedicated, experienced staff with a robust understanding of the complexities of dam safety projects.

Initiative 2b-1.1 seeks to consolidate resources and create a dedicated Dam Safety division with operational and engineering staff to operate, maintain and monitor dams in a 'safe condition', prioritize and resolve known deficiencies, identify and manage new risks, adapt to changing climatic conditions, and ensure compliance with the Dam Safety Regulation and Water Sustainability Act.

As a starting point, the division seeks to create two new regular ongoing positions in 2024 in the Infrastructure Engineering and the Water Infrastructure Operations divisions to start this process. Additional resources requests are expected to follow in 2025 and 2026 as the function becomes established.

#### *Planned changes in 2025*

There is one initiative planned for 2025, shown in Table 2. The CRD Board will consider approval next year.

Table 2. Forecast of Future Initiatives: Water Community Need

Initiative	Implementation year(s)	Staff impacts (2025)	Incremental cost (2025)	Funding source
2b-2.1 Utility Operator Team Lead – Water Operations	2025-ongoing	1 New Ongoing	\$153,000	Fee-for-service & Requisition

The information in Table 2 also reflects the business case costs.

### 2b-2.1 Utility Operator - Water Operations

The Water Operations division maintains and operates the Juan de Fuca Water Distribution system for Colwood, Langford, Metchosin, View Royal, Sooke, Highlands and the Juan de Fuca Electoral Area (East Sooke), serving approximately 60,000 customers. The system continues to expand due to development and, as the system ages, additional maintenance and infrastructure renewal is required. The Water Operations division has identified several challenges related to the system's reliability, and efficiency including aging infrastructure, maintenance frequency, and increasing demand.

To address these challenges, initiative 2b-2.1 seeks to create one new regular ongoing Utility Operator position. This position will be responsible for ensuring operational activities are planned in a safe manner and compliant with regulatory requirements, while increasing the resilience of the drinking water systems.

### **CONCLUSION**

Capital Regional District (CRD) staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board, and commissions with delegated authorities, determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Regional Water Supply Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as presented and form the basis of the 2024-2028 Financial Plan.

Submitted by:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT**

Appendix A: Community Need Summary – Water

## 2 Water



Safe drinking water and a resilient water supply

### 01 Strategy

#### STRATEGIES & PLANS

- › Regional Water Supply Strategic Plan
- › Regional Water Supply Master Plan 2022-2050
- › Regional Growth Strategy

#### CORPORATE PLAN GOALS

- 2a High quality, safe drinking water
- 2b Reliable & efficient drinking water transmission system

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

#### Infrastructure Engineering:

1. Started procurement of a design consultant for replacement of sections of Regional Supply Main No.3 and No.4. These projects will replace aging infrastructure and improve seismic resilience in the regional transmission system. High quality, safe drinking water.
2. Completed Phase 1 and started Phase 2 of the Regional Water Development Cost Charge Program. The need for such a program was identified in the CRD 2023-2026 Corporate Plan and will be used to fund future growth-related regional water supply system improvements.
3. Completed major projects in the Juan de Fuca Water distribution system including two new pump stations and three water storage tanks. These projects replaced aging infrastructure and provided additional capacity for growth within the Juan de Fuca Water Distribution system.

#### Watershed Protection:

1. Completion of two autogates to prevent recreation driven trespass into the Greater Victoria Water Supply Area and public safety around the Goldstream Water Treatment Facilities.
2. Completion of an upgraded Goldstream Entrance to the Greater Victoria Water Supply Area to provide more functional access control, security and visible security presence.
3. Implementation of an infrared wildfire detection camera on a tower on Mount Healy for more effective surveillance and monitoring of any wildfire starts in the Sooke Water Supply Area (WSA).

### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

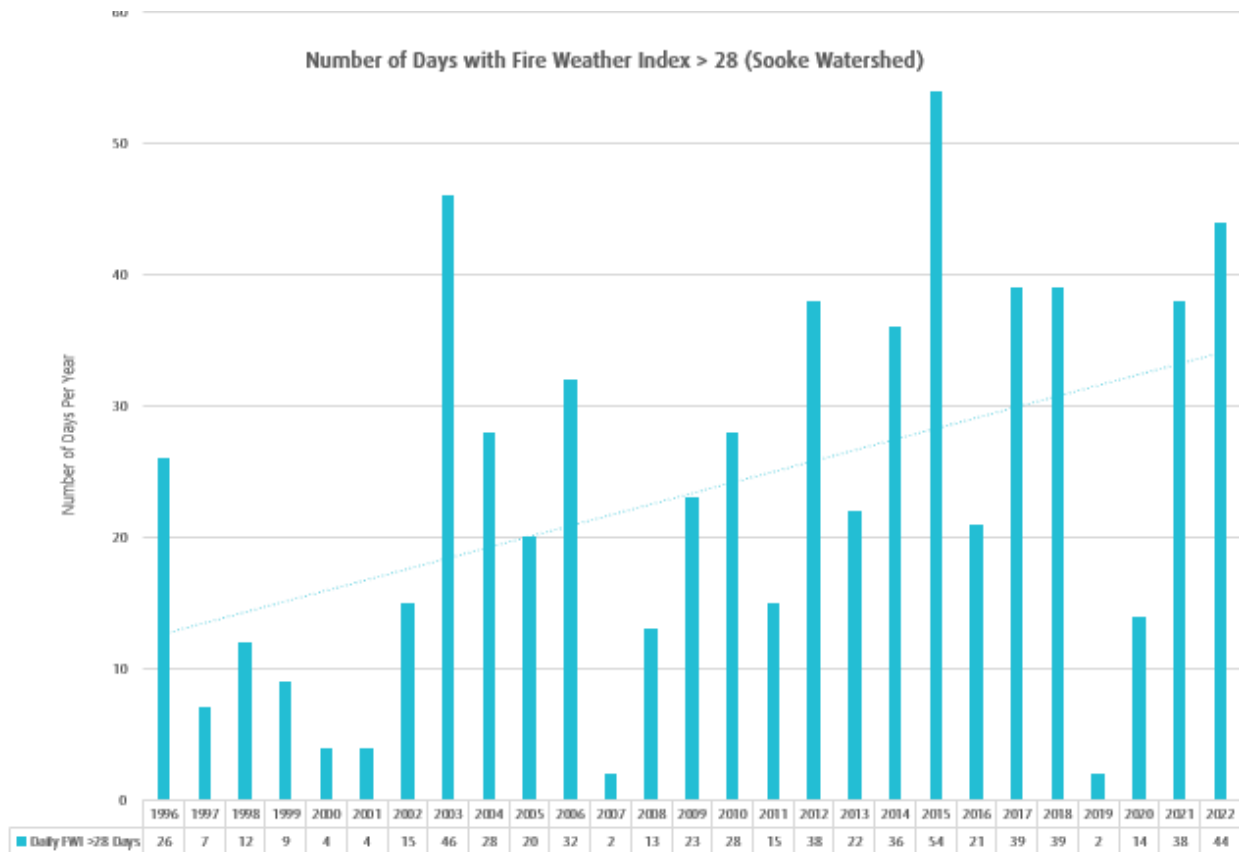
- **Security and patrols:** there is an ongoing need to monitor for and respond to recreational pressure into the Greater Victoria Water Supply Area from Sooke Hills Wilderness Regional Park and from the rapidly developing residential area around Langford and Goldstream. During Extreme Fire Danger Rating, this creates additional risk to the Greater Victoria Water Supply Area and additional pressure on the Watershed team.
- **Climate Action:** the most significant risks for water services relate to climate and environmental changes. Predicted trends of drier, hotter summers will impact the water services in several ways:
  - Demand for water, including for local agricultural activities – this is monitored closely and evaluated against historical trends. Model predictions are updated for areas exhibiting higher than predicted demands. This will inform future infrastructure upgrades to meet growing demands.
  - Water quality may be affected due to increased biological growth in the source water and distribution system. The 2022 Regional Water Supply Master Plan recommends implementing filtration as a step in the treatment process by 2037.
  - In the Greater Victoria Water Supply Area, increasing periods of elevated wildfire risk, peak flows from winter storms, drought stress on trees which could lead to increased mortality and forest pests/diseases.
  - Increased risk of power outages.

- **Infrastructure Vulnerability, Resiliency, and Emergency Preparedness:** there are increases in operational and system maintenance demands from a growing region combined with aging infrastructure. The 2022 Regional Water Supply Master Plan identified a strategy to address supply (quantity) and critical delivery infrastructure (redundancy) needs over the next 30 years. In addition to continuing to replace and refresh our existing assets to ensure they remain in a state of good repair, preliminary studies will also commence on the large elements identified in the Regional Water Supply Master Plan.
- **Asset Management:** the ongoing trend in reviewing, updating and completing asset management plans and the continuous upgrading, replacement and growth of assets in the water and wastewater systems rely on having an up-to-date asset registry, as well as an asset onboarding process. Both the Scottish Water Review in 2018 and the EMA Readiness Assessment of 2020 highlighted the need for a reliable asset registry for Water and Wastewater.
  - The risk of assets not being maintained, replaced in a timely manner and failing could impact the CRD's ability to provide the expected water and wastewater level of service and could even result in environmental and public health and safety risks.
  - The asset registry is an important step in ensuring that assets are captured in the Maintenance Management System and Preventative Maintenance Plans are developed. This information is also critical with regards to capital and financial planning for the utility services.
- **Operational cost increases:** the costs of essential water system operating supplies, such as disinfection chemicals, have been increasing 30-40% year over year which is impacting the cost-of-service delivery. This trend has been seen across North America.
- **Regional Water Supply Strategic Plan (2017):** Actions and initiatives to support the strategic priorities and commitments will be updated, starting in 2023. The revised plan, which will be published in 2024, will look to address future needs for the 2025-2029 period.
- **Rate Structure Review:** A new service delivery model for First Nations water servicing is being advanced with implementation expected in late 2023/early 2024. Through the agreement, the Regional Water Supply Service will become the service provider for participating First Nations governments.



## OPERATIONAL STATISTICS

An example of the effect of climate change on the number of days of elevated wildfire risk for the Greater Victoria Water Supply Area:



## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Water Supply & Distribution

Wholesale water supply to approximately 400,000 consumers in Greater Victoria and residents in three municipalities on the Saanich Peninsula, water distribution system within Langford, Sooke, View Royal, Colwood, East Sooke, Metchosin and Highlands and the small water systems in the Electoral Areas (EAs) supported through the following key service areas:

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 2.670 Regional Water Supply
- › 2.680 Juan de Fuca Water Distribution
- › 2.610 Saanich Peninsula Water
- › Small water systems in the Electoral Areas

---

### 1. WATER SYSTEMS OPERATIONS AND MAINTENANCE

#### Description

Water treatment, supply and distribution system operation and monitoring. System and facility maintenance, consumables management and preventative maintenance. Respond to water main breaks and other system emergencies.

#### What you can expect from us

- ▶ 24/7 water treatment operations for two facilities for Greater Victoria
- ▶ Supply and distribution system operation
- ▶ System monitoring
- ▶ Customer service
- ▶ System and facility maintenance
- ▶ Consumables management
- ▶ Component preventative maintenance
- ▶ 24/7 emergency response to water main breaks and other system emergencies

#### Staffing Complement

Water Infrastructure Operations: **61 FTE (including 5 Managers and Administrative Support)**

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<sup>1</sup> Service budget(s) listed may fund other services

## 2. INFRASTRUCTURE PLANNING

### Description

Strategic asset management for all services/systems including modeling and capacity analysis, vulnerability assessment, infrastructure renewal plans.

### What you can expect from us

- ▶ Asset management and capital planning
- ▶ Adjust plans for 15 water services
- ▶ System expansion and growth planning
- ▶ Proactive capital planning for all 15 water services with a 15-year outlook
- ▶ Ongoing condition assessment to inform the capital program and ensure water systems assets remain in a state of good repair
- ▶ Incorporating growth and expansion demands into future plans

### Staffing Complement

Water Supply Engineering and Planning: **4 FTE**

Water Distribution Engineering and Planning: **6 FTE (including 1 Manager)**

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## 3. CAPITAL PROJECT DELIVERY

### Description

Project design, procurement and delivery of capital projects annually on time/budget. Main installations, dam upgrades, equipment replacement and capital projects support.

### What you can expect from us

- ▶ Infrastructure renewal and upgrades
- ▶ Capital Program for 15 water services (including Salt Spring Island)
- ▶ Engineering support of utility operations for the 15 water services.

### Staffing Complement

Capital Projects **8 FTE (including 1 Manager)**

## Watershed Protection

Forest land management of the 20,611 hectares of the Greater Victoria Water Supply Area to ensure high-quality source drinking water for the Regional Water Supply System through following service areas:

### SERVICE BUDGET REFERENCE<sup>2</sup>

- › 2.670 Regional Water Supply

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## 5. WILDFIRE, SECURITY & EMERGENCY RESPONSE

### Description

Watershed security, wildfire and spill preparedness, prevention and response.

### What you can expect from us

- ▶ 24/7 watershed emergency duty officer standby
- ▶ Security/wildfire patrols and standby (weekends and holidays; daily during elevated fire conditions)
- ▶ Wildfire detection air patrol during high and extreme fire hazard; infrared camera detection for the Sooke Water Supply Area.

### Staffing Complement

Watershed Protection: **8 FTE (including 1 Manager and Administrative Support) + leadership support**

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## 6. WATERSHED OPERATIONS

### Description

Silviculture, forest health and forest fuel management; invasive plant management; vegetation management and road maintenance, upgrades and rehabilitation

### What you can expect from us

- ▶ Winter/summer road maintenance
- ▶ Culvert and bridge upgrades to accommodate higher peak flows to higher standards and changing climate
- ▶ Forest fuel and forest resilience treatments and fire smarting maintenance including brushing, thinning and chipping or burning of woody debris
- ▶ Brushing dam faces and around facilities, gates and fences
- ▶ Danger tree assessment and removal along roads and powerlines
- ▶ Invasive plants management

### Staffing Complement

Watershed Protection: **10 FTE (including 1 Manager) + leadership support**

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<sup>2</sup> Service budget(s) listed may fund other services

## 7. RESOURCE PLANNING

### Description

Wildlife management, ecological inventories and analyses, risk assessment and management, and GIS and data management.

### What you can expect from us

- ▶ Development of a comprehensive watershed hydrology monitoring program
- ▶ Annual forest health survey
- ▶ Partnering in climate change and other research in the Greater Victoria Water Supply Area
- ▶ Management of beaver, Canada geese and bullfrogs
- ▶ School and public tours of the Water Supply Area and facilities

### Staffing Complement

Watershed Protection: **8 FTE (including 1 Manager) + leadership support**

## ENVIRONMENTAL PROTECTION

Regulatory and non-regulatory services and a support role across the organization that focuses on enhanced integration of drinking water quality protection programs and integration of communication initiatives.

### SERVICE BUDGET REFERENCES:<sup>3</sup>

- |   |   |
|---|---|
| › 1.531 Stormwater Quality Management - Sooke | › 3.707 On Site System Management Program                               |
| › 1.576 Environmental Engineering Services    | › 3.720 Saanich Peninsula Liquid Waste Management Plan - Implementation |
| › 1.578 & 1.579 Environmental Protection      | › 3.755 Regional Source Control Program                                 |
| › 3.701 Millstream Remediation                |   |

## 8. WATER QUALITY 1.0

### Description

Monitoring, data analysis, assessment, reporting and technical advice to meet water quality regulatory requirements.

### What you can expect from us

- ▶ Source water and distribution system monitoring, assessment and reporting
- ▶ Physical, chemical and biological analytical services, assessment and reporting

### Staffing Complement

Environmental Protection: **6 + lab staff FTE + leadership support**

<sup>3</sup> Service budget(s) listed may fund other services

## 9. DEMAND MANAGEMENT

### Description

Research and data to inform capital planning, water conservation, and communications and education.

### What you can expect from us

- ▶ Accurate data
- ▶ Per capita targets (residential and Industrial, Commercial and Institutional)

### Staffing Complement

Environmental Protection: **1.0 FTE + leadership support**

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## 10. CROSS CONNECTION CONTROL

### Description

Identification, registration, tracking and reporting of potential cross connection contamination sources in the Greater Victoria Drinking Water System.

### What you can expect from us

- ▶ Contamination prevention through facility inspections, testing and education for backflow prevention devices
- ▶ Monitor and track (>28,000) backflow prevention devices

### Staffing Complement

Environmental Protection: **4.6 FTE**

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## 11. COMMUNICATIONS & ENVIRONMENTAL EDUCATION

### Description

Public education and engagement in the region to promote sustainable behavior through campaigns, initiatives and services. Position is shared 80:20 with Wastewater communications support.

### What you can expect from us

- ▶ Increased public awareness of CRD messages and subsequent behavior changes (declining trend in per capita and per sector water use)

### Staffing Complement

Environmental Protection: **0.8 FTE + leadership support**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
2a-1 Update the Regional Water Supply Strategic Plan	2023	-
2a-2 Implement the 2022-2050 Regional Water Supply Master Plan	Ongoing	-
▶ <b>NEW IBC</b> 2a-2.1 Contracts Coordinator	2024-ongoing	\$92K fee-for-service 1 Auxiliary Converted
▶ <b>NEW IBC</b> 2a-2.2 Purchaser	2024-ongoing	\$205K fee-for-service + requisition 1 New Ongoing
2a-3 Review water rates in service agreements with First Nations	2024	Continued negotiation and implementation
2a-4 Review and determine appropriate level of water subsidy used for agriculture	2024	Ongoing, no change in subsidy in 2024
2a-5 Active forest/ecological management to enhance forest health and resilience in the Water Supply Areas	Planned for 2025	-
2a-6 Collect and analyze information for climate adaptation, reservoir management and the siting of new major infrastructure	Ongoing	-
2a-7 Implement a development cost charge program for the Regional Water Service	2024	-
▶ <b>NEW IBC</b> 2a-8.1 Water Quality Sampling Technician*	2024-ongoing	\$38K other Increase from 7 to 8-hour shifts

Initiative	Implementation year(s)	Impacts in 2024	
2b-1 Enhance safety of aging dams, meet increasing regulatory requirements and mitigate against the risk of failures	2024		
► <b>NEW IBC</b> 2b-1.1 Dam Safety Program – Integrated Water Services	2024-ongoing	\$375K fee-for-service	2 New Ongoing
2b-2 Invest in and maintain capital assets, and undertake regulatory monitoring, to service current and future population and climate adaptation	2024		
► <b>FUTURE IBC</b> 2b-2.1 Utility Operator Team Lead – Water Operations	Planned for 2025	\$153K fee-for-service + requisition	1 New Ongoing

<sup>16</sup>Not captured in the 2022-2026 Corporate Plan



## 06 Performance

### GOAL 2A: HIGH QUALITY, SAFE DRINKING WATER

#### Targets & Benchmarks

The performance measures link to the CRD's goals of safe, sustainable and resilient water resources for the Capital Region.

#### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1. Regulatory Compliance<sup>1</sup></b>	Regional Water Supply	Quantity	None	None	None
	Juan de Fuca Water Distribution	Quantity	None	None	None
	Saanich Peninsula Water Supply	Quantity	None	None	None
	Local Services	Quantity	8	3	None
<b>2. Water Quality Sampling (raw)<sup>2</sup></b>	Regional Water Supply	Quantity	15,589	17,174	17,174
	Local Services	Quantity	3,670	4,218	4,218
<b>3. Water Quality Sampling (treated)<sup>3</sup></b>	Regional Water Supply	Quality	1,787	1,888	1,888
	Juan de Fuca Water Distribution	Quality	7,531	7,378	7,762
	Saanich Peninsula Water Supply	Quality	2,102	3,701	3,701
	Local Services	Quality	24,904	17,893	17,893
<b>4. Demand<sup>4</sup></b>	Regional Water Supply	Quantity	359	340	340
	Juan de Fuca Water Distribution	Quantity	314	300	300
	Saanich Peninsula Water Supply	Quantity	479	420	420
	Local Services	Quantity	227.8	216.5	215.8

<sup>1</sup> Non-compliance with Island Health, provincial and federal regulatory requirements and operational certificates that result in Boil Water Advisories or Do Not Consume Events

<sup>2</sup> Water quality samples analyzed annually from source reservoirs (raw water)

<sup>3</sup> Water quality samples analyzed annually from transmission/distribution systems (treated water)

<sup>4</sup> Average day per capita water use (litres per capita per day)

#### Discussion

Measure 4. Demand: average day per capita water use (litres per capita per day)

- Regional Water Supply: Demand is plateauing due to the replacement of inefficient appliances and a surge of new high-density buildings with built-in water efficiencies
- Saanich Peninsula Water Supply: Driven by agricultural demand and lack of residential densification
- Local Services: Values represent the average of twelve services

## GOAL 2B: RELIABLE & EFFICIENT DRINKING WATER TRANSMISSION SYSTEM

### Target & Benchmarks

The performance measures link to the CRD's goals of safe, sustainable and resilient water resources for the capital region.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>5. Operating cost<sup>5</sup></b>	Regional Water Supply	Quantity	\$111	\$112	\$115
<b>6. Energy usage<sup>6</sup></b>	Regional Water Supply	Quantity	62.5	66	66
<b>7. Watershed water release<sup>7</sup></b>	Regional Water Supply	Quantity	11,229	11,500	12,000
<b>8. Water-main leak repairs<sup>8</sup></b>	Juan de Fuca Water Distribution	Quantity	8.2	10	8
	Local Services	Quantity	1	1	1
<b>9. Preventative maintenance<sup>9</sup></b>	Regional Water Supply	Quality	86%	96%	98%
	Juan de Fuca Water Distribution	Quality	84%	94%	96%
	Saanich Peninsula Water Supply	Quality	97%	98%	98%
	Local Services	Quality	91%	98%	98%

<sup>5</sup> Annual operating cost per megaliter of drinking water treated and supplied/distributed

<sup>6</sup> Annual energy use (kWh) per megaliter of drinking water treated and supplied/distributed

<sup>7</sup> Volume of raw water released annually from Regional Water Supply watersheds to rivers to support fish habitat (megaliters)

<sup>8</sup> Number of water-main leak repairs and service line leaks annually per 100 kilometers of pipe (distribution systems)

<sup>9</sup> Preventative maintenance completed (% of planned)

### Discussion

- N/A

## 07 Business Model

### Water Supply & Distribution, Watershed Protection

**PARTICIPANTS** **Regional Water Supply:** All Municipalities, Juan de Fuca Electoral Area, First Nations (via Distribution Systems)

**Saanich Peninsula Water Supply:** Municipalities (Central Saanich, North Saanich, Sidney)

**JDF Water Distribution:** Langford, Colwood, View Royal, Metchosin, Highlands, Sooke, Juan de Fuca Electoral Area

**Local Water Service Areas in the Electoral Areas**

**FUNDING SOURCES** **Regional Water Supply:** Bulk water sales revenue

**Juan de Fuca Water Distribution System:** Retail water sales revenue in West Shore Municipalities

**Saanich Peninsula Water:** Wholesale water sales revenue

**GOVERNANCE** [Regional Water Supply Commission](#)  
[Water Advisory Committee](#)  
[Saanich Peninsula Water Commission](#)  
[Juan de Fuca Water Distribution Commission](#)  
[Various Local Services Commissions](#)

### Environmental Protection

**PARTICIPANTS** **Water Quality Service:** Allocation from Integrated Water Services and Local Service Areas (LSA) from the municipalities of Regional Water Supply area, Juan de Fuca and various local service areas, Sidney, North Saanich, Central Saanich and Peninsula First Nations

**Demand Management, Cross Connection Control Services:** water rate from all Municipalities and Electoral Areas

**Communications and Environmental Education:** all Municipalities and Electoral Areas

**FUNDING SOURCES** Water rate and requisition

**GOVERNANCE** [Regional Water Supply Commission](#)  
[Water Advisory Committee](#)  
[Saanich Peninsula Water Commission](#)  
[Juan de Fuca Water Distribution Commission](#)  
[Various Local Services Commissions](#)

**REPORT TO SAANICH PENINSULA WATER COMMISSION  
MEETING OF THURSDAY, OCTOBER 19, 2023**

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**SUBJECT     Service Planning 2024 – Water Community Need Summary**

**ISSUE SUMMARY**

To provide strategic context and an overview of services, initiatives and performance data related to the Water Community Need.

**BACKGROUND**

The Capital Regional District (CRD) Board approved the 2023-2026 Board Priorities on March 8, 2023. Staff then developed the 2023-2026 CRD Corporate Plan which was approved by the CRD Board on April 12, 2023.

The CRD Corporate Plan presents the work the organization needs to deliver over the four-year term, along with the critical regional, sub-regional and local services, to meet the region's most important needs (i.e., Community Needs) and advance the Board's Vision and Priorities. Board Priorities, Corporate Plan initiatives and core service delivery form the foundation of the five-year financial plan.

The 2024 planning cycle marks the first year of the implementation of the 2023-2026 CRD Corporate Plan. The CRD's annual service plans, known as Community Need Summaries, provide an overview of the operational and strategic context, services levels, initiatives, and performance data for each Community Need. They also provide details of the initiatives, associated staffing, timing and service levels required to advance the work in future years.

The Water Community Need Summary is attached as Appendix A. The desired outcome is safe drinking water and a resilient water supply.

The CRD reports on the progress of its initiatives and services on a regular basis. The Board receives updates about the Board Strategic Priorities through the Chief Administrative Officer Quarterly Progress Reports. The Board also receives an overview of progress made on delivering the Corporate Plan twice a year at the strategic check-in and provisional budget meetings, which take place in the spring and fall respectively. The next strategic check-in will take place in spring 2024. During the year, standing committees and commissions also fulfill an oversight and advisory role in relation to the work.

**ALTERNATIVES**

*Alternative 1*

The Saanich Peninsula Water Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as presented and form the basis of the 2024-2028 Financial Plan.

### *Alternative 2*

The Saanich Peninsula Water Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as amended and form the basis of the 2024-2028 Financial Plan.

## **IMPLICATIONS**

### *Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

- Advance 2023-2026 Board Priorities or Corporate Plan initiatives;
- Operationalize capital investments; and/or
- Are necessary to maintain a core service level following a regulatory change or where there is a safety risk to customers, communities, or staff.

The Executive Leadership Team (ELT) has reviewed and assessed all business cases and confirmed alignment with the criteria. ELT has determined that the consolidated package of work is appropriate and a proportional response to the CRD Board's and communities' expectations of the organization.

### *Financial Implications*

To exercise constraint and cost containment, the CRD Board directed staff to keep the core inflationary adjustment to 3.5% through the 2024 Service and Financial Planning Guidelines. Staff and management have taken the necessary steps to mitigate the financial impact of proposed initiatives as well as cost escalation and high inflation rate experienced in 2022 through to 2023.

The 2024 operating costs include non-negotiable collective agreement increases that were effective for 2024, as well as retroactively capturing increases from 2023 which were finalized after the 2023 water rate approval. As a result, the 2024 core operating cost increase exceeds the 3.5% threshold.

Financial and staff impacts for initiatives will be summarized and included in the provisional budget which will be presented at the Committee of the Whole meeting scheduled for October 25, 2023. Starting this year, this will also include a five-year forecast of staffing level changes, which will be reviewed annually.

### *Service Delivery Implications*

Appendix A includes information about existing service delivery, operational considerations and performance. Additional information has been provided below about the proposed changes for 2024/2025.

#### *1. Proposed changes for 2024*

Staff are proposing to advance four new initiatives for the Water Community Need that have financial implications for 2024, as shown in Table 1. The key drivers for the initiatives are:

1. advancing a Board or Corporate Plan Priority;
2. operationalizing capital investments; and
3. adjustments to core service levels to maintain safety.

Table 1. Water Community Need Initiatives (2024)

Initiative	Implementation year(s)	Staff impacts (2024)	Incremental cost (2024)	Funding source
2a-2.1 Contracts Coordinator	2024–ongoing	1 Auxiliary Converted	\$92,000	Fee-for-service
2a-2.2 Purchaser	2024–ongoing	1 New Ongoing	\$205,000	Fee-for-service & Requisition
2a-8.1 Water Quality Sampling Technician	2024-ongoing	Increase to daily hours	\$38,000	Fee-for-service & Requisition
2b-1.1 Dam Safety Program – Integrated Water Services	2024–ongoing	2 New Ongoing	\$375,000	Fee-for-service

The information in Table 1 reflects the business case costs which ELT reviewed as part of their annual assessment of initiatives. The financial impacts reflect full program costs, including cost of staffing.

### 2a-2.1 Contracts Coordinator

Timely contract assembly and completion is essential to reducing financial risks (e.g., from rapid increases in material costs) and schedule risks (e.g., from inability to start projects as planned). The Integrated Water Services Administration division has experienced an exponential increase in the volume of contract-related work due to the growth of the water and wastewater capital programs, the expanded core area wastewater service and the adoption of the 30-year Regional Water Supply 2022 Master Plan.

Initiative 2a-2.1 seeks to convert existing auxiliary hours to one regular ongoing Contracts Coordinator position to meet the increasing demand for contract management, coordination and related contracts and records management functions within the department.

### 2a-2.2 Purchaser

The Integrated Water Services purchasing division has operated with one purchaser for over a decade. Integrated Water Services' staff, budgets, and purchasing needs, both for operating and capital, have increase significantly over that period. With more buying comes more legal and financial risk, and trained purchasers provide critical first-stage advice to avoid later stage disputes or litigation matters.

Initiative 2a-2.2 seeks to create a new regular ongoing Purchaser position in the Legal & Risk Management division to increase support for the Integrated Water Services centralized purchasing function and increase organizational capacity by freeing up specialized staff to focus on service delivery and spend less time on procurement activities.

### 2a-8.1 Water Quality Sampling Technician (Regular)

The CRD is required to meet drinking water monitoring requirements to ensure compliance with provincial laws. Keeping monitoring and system oversight in step with regional growth in drinking water is part of its commitment to provide high-quality and safe drinking water to the region. The

Greater Victoria Drinking Water System is rapidly expanding to meet the region's growth. Regulatory requirements for drinking water monitoring are growing relative to population growth and additional water sampling staff resources are needed to keep up.

Initiative 2a-8.1 seeks to increase existing Environmental Protection staff hours from a 7 hour workday to 8 hour workday to achieve this.

### **2b-1.1 Dam Safety Program - Integrated Water Services**

Integrated Water Services manages 23 water supply dams, 15 of which are directly related to the Regional Water Supply System. The remaining eight dams are located within three other water services: Magic Lake Estates on North Pender Island (4), Lyall Harbour/Boot Cove on Saturna Island (1), and Wilderness Mountain near East Sooke (3).

Integrated Water Services is responsible for the operation, maintenance, and surveillance of the dams, as well as regulatory compliance activities and resolving safety issues through capital and operational safety improvements. Dams are essential for storing water for delivery to customers, but they are inherently risky. The failure of a dam can result in catastrophic consequences, including loss of life, economic impacts (e.g., property damage), and environmental and social impacts.

The Dam Safety program is currently led by the Infrastructure Engineering division, with support from various divisions in Integrated Water Services and other parts of the organization. In accordance with regulatory requirements, staff conduct regular safety reviews and studies to assess the state of the infrastructure and compare the CRD's dam management approaches against best management practices. This monitoring has highlighted that the number of safety issues has been trending up since 2017. It has now become clear that to successfully manage dam-related risks moving forward the department needs a proactive strategy and dedicated, experienced staff with a robust understanding of the complexities of dam safety projects.

Initiative 2b-1.1 seeks to consolidate resources and create a dedicated Dam Safety division with operational and engineering staff to operate, maintain and monitor dams in a 'safe condition', prioritize and resolve known deficiencies, identify and manage new risks, adapt to changing climatic conditions, and ensure compliance with the Dam Safety Regulation and Water Sustainability Act.

As a starting point, the division seeks to create two new regular ongoing positions in 2024 in the Infrastructure Engineering and the Water Infrastructure Operations divisions to start this process. Additional resources requests are expected to follow in 2025 and 2026 as the function becomes established.

## **2. Planned changes in 2025**

There is one initiative planned for 2025, shown in Table 2. The CRD Board will consider approval next year.

Table 2. Forecast of Future Initiatives: Water Community Need

Initiative	Implementation year(s)	Staff impacts (2025)	Incremental cost (2025)	Funding source
2b-2.1 Utility Operator Team Lead – Water Operations	2025-ongoing	1 New Ongoing	\$153,000	Fee-for-service & Requisition

The information in Table 2 also reflects the business case costs.

### **2b-2.1 Utility Operator - Water Operations**

The Water Operations division maintains and operates the Juan de Fuca Water Distribution system for Colwood, Langford, Metchosin, View Royal, Sooke, Highlands and the Juan de Fuca Electoral Area (East Sooke), serving approximately 60,000 customers. The system continues to expand due to development and, as the system ages, additional maintenance and infrastructure renewal is required. The Water Operations division has identified several challenges related to the system's reliability, and efficiency including aging infrastructure, maintenance frequency, and increasing demand.

To address these challenges, initiative 2b-2.1 seeks to create one new regular ongoing Utility Operator position. This position will be responsible for ensuring operational activities are planned in a safe manner and compliant with regulatory requirements, while increasing the resilience of the drinking water systems.

### **CONCLUSION**

Capital Regional District (CRD) staff are progressing initiatives identified in the 2023-2026 CRD Corporate Plan, including the Board Priorities. The CRD Board, and commissions with delegated authorities, determine resourcing through the annual review and approval of the provisional financial plan. To support decision-making, staff provide recommendations on funding, timing and service levels through the service and financial planning processes.

### **RECOMMENDATION**

The Saanich Peninsula Water Commission recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Water, be approved as presented and form the basis of the 2024-2028 Financial Plan.

Submitted by:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

### **ATTACHMENT(S)**

Appendix A: Community Need Summary – Water



## 2 Water



Safe drinking water and a resilient water supply

### 01 Strategy

#### STRATEGIES & PLANS

- › Regional Water Supply Strategic Plan
- › Regional Water Supply Master Plan 2022-2050
- › Regional Growth Strategy

#### CORPORATE PLAN GOALS

- 2a High quality, safe drinking water
- 2b Reliable & efficient drinking water transmission system

### 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

#### Infrastructure Engineering:

1. Started procurement of a design consultant for replacement of sections of Regional Supply Main No.3 and No.4. These projects will replace aging infrastructure and improve seismic resilience in the regional transmission system. High quality, safe drinking water.
2. Completed Phase 1 and started Phase 2 of the Regional Water Development Cost Charge Program. The need for such a program was identified in the CRD 2023-2026 Corporate Plan and will be used to fund future growth-related regional water supply system improvements.
3. Completed major projects in the Juan de Fuca Water distribution system including two new pump stations and three water storage tanks. These projects replaced aging infrastructure and provided additional capacity for growth within the Juan de Fuca Water Distribution system.

#### Watershed Protection:

1. Completion of two autogates to prevent recreation driven trespass into the Greater Victoria Water Supply Area and public safety around the Goldstream Water Treatment Facilities.
2. Completion of an upgraded Goldstream Entrance to the Greater Victoria Water Supply Area to provide more functional access control, security and visible security presence.
3. Implementation of an infrared wildfire detection camera on a tower on Mount Healy for more effective surveillance and monitoring of any wildfire starts in the Sooke Water Supply Area (WSA).

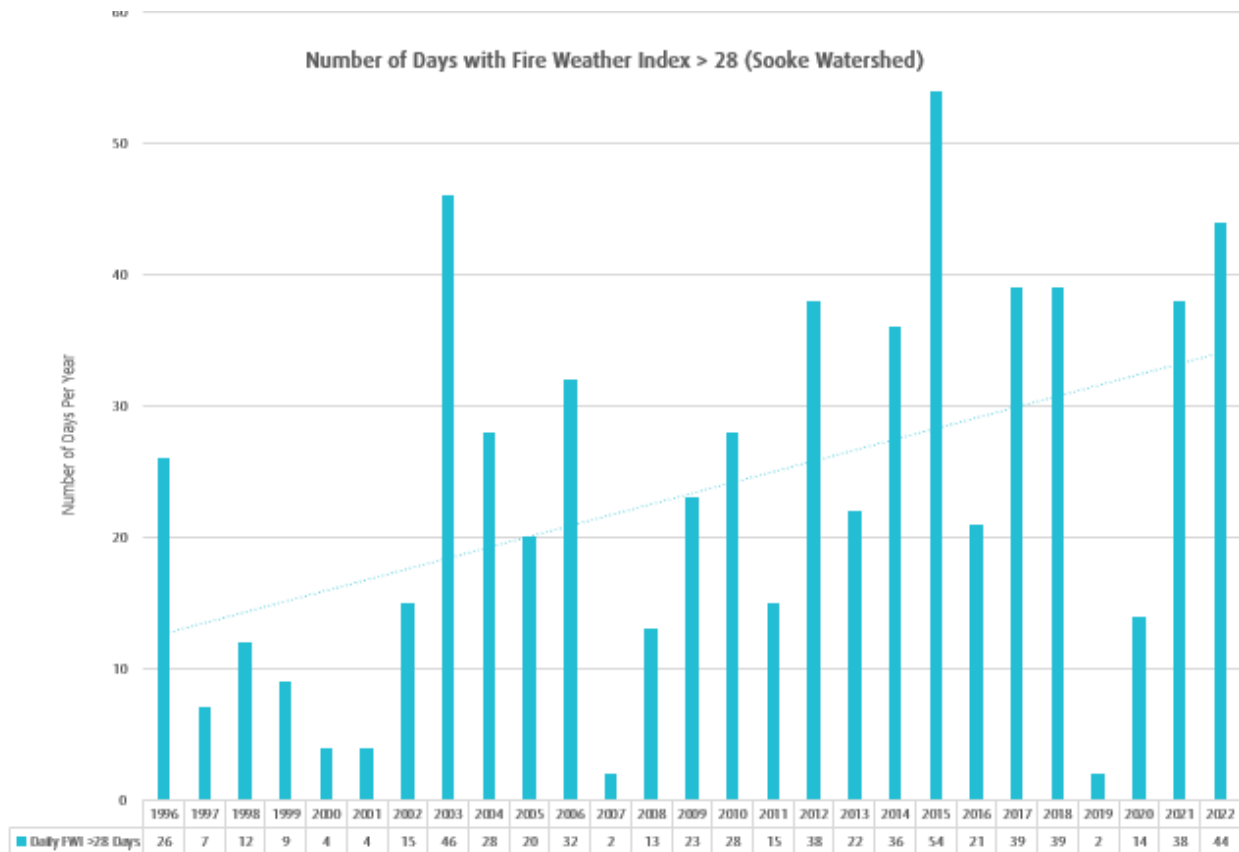
### FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2024 AND BEYOND

- **Security and patrols:** there is an ongoing need to monitor for and respond to recreational pressure into the Greater Victoria Water Supply Area from Sooke Hills Wilderness Regional Park and from the rapidly developing residential area around Langford and Goldstream. During Extreme Fire Danger Rating, this creates additional risk to the Greater Victoria Water Supply Area and additional pressure on the Watershed team.
- **Climate Action:** the most significant risks for water services relate to climate and environmental changes. Predicted trends of drier, hotter summers will impact the water services in several ways:
  - Demand for water, including for local agricultural activities – this is monitored closely and evaluated against historical trends. Model predictions are updated for areas exhibiting higher than predicted demands. This will inform future infrastructure upgrades to meet growing demands.
  - Water quality may be affected due to increased biological growth in the source water and distribution system. The 2022 Regional Water Supply Master Plan recommends implementing filtration as a step in the treatment process by 2037.
  - In the Greater Victoria Water Supply Area, increasing periods of elevated wildfire risk, peak flows from winter storms, drought stress on trees which could lead to increased mortality and forest pests/diseases.
  - Increased risk of power outages.

- **Infrastructure Vulnerability, Resiliency, and Emergency Preparedness:** there are increases in operational and system maintenance demands from a growing region combined with aging infrastructure. The 2022 Regional Water Supply Master Plan identified a strategy to address supply (quantity) and critical delivery infrastructure (redundancy) needs over the next 30 years. In addition to continuing to replace and refresh our existing assets to ensure they remain in a state of good repair, preliminary studies will also commence on the large elements identified in the Regional Water Supply Master Plan.
- **Asset Management:** the ongoing trend in reviewing, updating and completing asset management plans and the continuous upgrading, replacement and growth of assets in the water and wastewater systems rely on having an up-to-date asset registry, as well as an asset onboarding process. Both the Scottish Water Review in 2018 and the EMA Readiness Assessment of 2020 highlighted the need for a reliable asset registry for Water and Wastewater.
  - The risk of assets not being maintained, replaced in a timely manner and failing could impact the CRD's ability to provide the expected water and wastewater level of service and could even result in environmental and public health and safety risks.
  - The asset registry is an important step in ensuring that assets are captured in the Maintenance Management System and Preventative Maintenance Plans are developed. This information is also critical with regards to capital and financial planning for the utility services.
- **Operational cost increases:** the costs of essential water system operating supplies, such as disinfection chemicals, have been increasing 30-40% year over year which is impacting the cost-of-service delivery. This trend has been seen across North America.
- **Regional Water Supply Strategic Plan (2017):** Actions and initiatives to support the strategic priorities and commitments will be updated, starting in 2023. The revised plan, which will be published in 2024, will look to address future needs for the 2025-2029 period.
- **Rate Structure Review:** A new service delivery model for First Nations water servicing is being advanced with implementation expected in late 2023/early 2024. Through the agreement, the Regional Water Supply Service will become the service provider for participating First Nations governments.

## OPERATIONAL STATISTICS

An example of the effect of climate change on the number of days of elevated wildfire risk for the Greater Victoria Water Supply Area:



## 04 Services

*The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.*

### Water Supply & Distribution

Wholesale water supply to approximately 400,000 consumers in Greater Victoria and residents in three municipalities on the Saanich Peninsula, water distribution system within Langford, Sooke, View Royal, Colwood, East Sooke, Metchosin and Highlands and the small water systems in the Electoral Areas (EAs) supported through the following key service areas:

#### SERVICE BUDGET REFERENCES<sup>1</sup>

- › 2.670 Regional Water Supply
- › 2.680 Juan de Fuca Water Distribution
- › 2.610 Saanich Peninsula Water
- › Small water systems in the Electoral Areas

### 1. WATER SYSTEMS OPERATIONS AND MAINTENANCE

#### Description

Water treatment, supply and distribution system operation and monitoring. System and facility maintenance, consumables management and preventative maintenance. Respond to water main breaks and other system emergencies.

#### What you can expect from us

- ▶ 24/7 water treatment operations for two facilities for Greater Victoria
- ▶ Supply and distribution system operation
- ▶ System monitoring
- ▶ Customer service
- ▶ System and facility maintenance
- ▶ Consumables management
- ▶ Component preventative maintenance
- ▶ 24/7 emergency response to water main breaks and other system emergencies

#### Staffing Complement

Water Infrastructure Operations: **61 FTE (including 5 Managers and Administrative Support)**

<sup>1</sup> Service budget(s) listed may fund other services

## 2. INFRASTRUCTURE PLANNING

### Description

Strategic asset management for all services/systems including modeling and capacity analysis, vulnerability assessment, infrastructure renewal plans.

### What you can expect from us

- ▶ Asset management and capital planning
- ▶ Adjust plans for 15 water services
- ▶ System expansion and growth planning
- ▶ Proactive capital planning for all 15 water services with a 15-year outlook
- ▶ Ongoing condition assessment to inform the capital program and ensure water systems assets remain in a state of good repair
- ▶ Incorporating growth and expansion demands into future plans

### Staffing Complement

Water Supply Engineering and Planning: **4 FTE**

Water Distribution Engineering and Planning: **6 FTE (including 1 Manager)**

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## 3. CAPITAL PROJECT DELIVERY

### Description

Project design, procurement and delivery of capital projects annually on time/budget. Main installations, dam upgrades, equipment replacement and capital projects support.

### What you can expect from us

- ▶ Infrastructure renewal and upgrades
- ▶ Capital Program for 15 water services (including Salt Spring Island)
- ▶ Engineering support of utility operations for the 15 water services.

### Staffing Complement

Capital Projects **8 FTE (including 1 Manager)**

## Watershed Protection

Forest land management of the 20,611 hectares of the Greater Victoria Water Supply Area to ensure high-quality source drinking water for the Regional Water Supply System through following service areas:

### SERVICE BUDGET REFERENCE<sup>2</sup>

- › 2.670 Regional Water Supply

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## 5. WILDFIRE, SECURITY & EMERGENCY RESPONSE

### Description

Watershed security, wildfire and spill preparedness, prevention and response.

### What you can expect from us

- ▶ 24/7 watershed emergency duty officer standby
- ▶ Security/wildfire patrols and standby (weekends and holidays; daily during elevated fire conditions)
- ▶ Wildfire detection air patrol during high and extreme fire hazard; infrared camera detection for the Sooke WSA

### Staffing Complement

Watershed Protection: **8 FTE (including 1 Manager and Administrative Support) + leadership support**

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## 6. WATERSHED OPERATIONS

### Description

Silviculture, forest health and forest fuel management; invasive plant management; vegetation management and road maintenance, upgrades and rehabilitation

### What you can expect from us

- ▶ Winter/summer road maintenance
- ▶ Culvert and bridge upgrades to accommodate higher peak flows to higher standards and changing climate
- ▶ Forest fuel and forest resilience treatments and fire smarting maintenance including brushing, thinning and chipping or burning of woody debris
- ▶ Brushing dam faces and around facilities, gates and fences
- ▶ Danger tree assessment and removal along roads and powerlines
- ▶ Invasive plants management

### Staffing Complement

Watershed Protection: **10 FTE (including 1 Manager) + leadership support**

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<sup>2</sup> Service budget(s) listed may fund other services

## 7. RESOURCE PLANNING

### Description

Wildlife management, ecological inventories and analyses, risk assessment and management, and GIS and data management.

### What you can expect from us

- ▶ Development of a comprehensive watershed hydrology monitoring program
- ▶ Annual forest health survey
- ▶ Partnering in climate change and other research in the Greater Victoria Water Supply Area
- ▶ Management of beaver, Canada geese and bullfrogs
- ▶ School and public tours of the Water Supply Area and facilities

### Staffing Complement

Watershed Protection: **8 FTE (including 1 Manager) + leadership support**

## ENVIRONMENTAL PROTECTION

Regulatory and non-regulatory services and a support role across the organization that focuses on enhanced integration of drinking water quality protection programs and integration of communication initiatives.

### SERVICE BUDGET REFERENCES:<sup>3</sup>

- |   |   |
|---|---|
| › 1.531 Stormwater Quality Management - Sooke | › 3.707 On Site System Management Program                               |
| › 1.576 Environmental Engineering Services    | › 3.720 Saanich Peninsula Liquid Waste Management Plan - Implementation |
| › 1.578 & 1.579 Environmental Protection      | › 3.755 Regional Source Control Program                                 |
| › 3.701 Millstream Remediation                |   |

## 8. WATER QUALITY 1.0

### Description

Monitoring, data analysis, assessment, reporting and technical advice to meet water quality regulatory requirements.

### What you can expect from us

- ▶ Source water and distribution system monitoring, assessment and reporting
- ▶ Physical, chemical and biological analytical services, assessment and reporting

### Staffing Complement

Environmental Protection: **6 + lab staff FTE + leadership support**

<sup>3</sup> Service budget(s) listed may fund other services



## 9. DEMAND MANAGEMENT

### Description

Research and data to inform capital planning, water conservation, and communications and education.

### What you can expect from us

- ▶ Accurate data
- ▶ Per capita targets (residential and Industrial, Commercial and Institutional)

### Staffing Complement

Environmental Protection: **1.0 FTE + leadership support**

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## 10. CROSS CONNECTION CONTROL

### Description

Identification, registration, tracking and reporting of potential cross connection contamination sources in the Greater Victoria Drinking Water System.

### What you can expect from us

- ▶ Contamination prevention through facility inspections, testing and education for backflow prevention devices
- ▶ Monitor and track (>28,000) backflow prevention devices

### Staffing Complement

Environmental Protection: **4.6 FTE**

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## 11. COMMUNICATIONS & ENVIRONMENTAL EDUCATION

### Description

Public education and engagement in the region to promote sustainable behavior through campaigns, initiatives and services. Position is shared 80:20 with Wastewater communications support.

### What you can expect from us

- ▶ Increased public awareness of CRD messages and subsequent behavior changes (declining trend in per capita and per sector water use)

### Staffing Complement

Environmental Protection: **0.8 FTE + leadership support**

## 05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2024. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)	Impacts in 2024
2a-1 Update the Regional Water Supply Strategic Plan	2023	-
2a-2 Implement the 2022-2050 Regional Water Supply Master Plan	Ongoing	-
▶ <b>NEW IBC</b> 2a-2.1 Contracts Coordinator	2024-ongoing	\$92K fee-for-service 1 Auxiliary Converted
▶ <b>NEW IBC</b> 2a-2.2 Purchaser	2024-ongoing	\$205K fee-for-service + requisition 1 New Ongoing
2a-3 Review water rates in service agreements with First Nations	2024	Continued negotiation and implementation
2a-4 Review and determine appropriate level of water subsidy used for agriculture	2024	Ongoing, no change in subsidy in 2024
2a-5 Active forest/ecological management to enhance forest health and resilience in the Water Supply Areas	Planned for 2025	-
2a-6 Collect and analyze information for climate adaptation, reservoir management and the siting of new major infrastructure	Ongoing	-
2a-7 Implement a development cost charge program for the Regional Water Service	2024	-
▶ <b>NEW IBC</b> 2a-8.1 Water Quality Sampling Technician*	2024-ongoing	\$38K other Increase from 7 to 8-hour shifts

Initiative	Implementation year(s)	Impacts in 2024	
2b-1 Enhance safety of aging dams, meet increasing regulatory requirements and mitigate against the risk of failures	2024		
► <b>NEW IBC</b> 2b-1.1 Dam Safety Program – Integrated Water Services	2024-ongoing	\$375K fee-for-service	2 New Ongoing
2b-2 Invest in and maintain capital assets, and undertake regulatory monitoring, to service current and future population and climate adaptation	2024		
► <b>FUTURE IBC</b> 2b-2.1 Utility Operator Team Lead – Water Operations	Planned for 2025	\$153K fee-for-service + requisition	1 New Ongoing

<sup>16</sup>Not captured in the 2022-2026 Corporate Plan

## 06 Performance

### GOAL 2A: HIGH QUALITY, SAFE DRINKING WATER

#### Targets & Benchmarks

The performance measures link to the CRD's goals of safe, sustainable and resilient water resources for the Capital Region.

#### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>1. Regulatory Compliance<sup>1</sup></b>	Regional Water Supply	Quantity	None	None	None
	Juan de Fuca Water Distribution	Quantity	None	None	None
	Saanich Peninsula Water Supply	Quantity	None	None	None
	Local Services	Quantity	8	3	None
<b>2. Water Quality Sampling (raw)<sup>2</sup></b>	Regional Water Supply	Quantity	15,589	17,174	17,174
	Local Services	Quantity	3,670	4,218	4,218
<b>3. Water Quality Sampling (treated)<sup>3</sup></b>	Regional Water Supply	Quality	1,787	1,888	1,888
	Juan de Fuca Water Distribution	Quality	7,531	7,378	7,762
	Saanich Peninsula Water Supply	Quality	2,102	3,701	3,701
	Local Services	Quality	24,904	17,893	17,893
<b>4. Demand<sup>4</sup></b>	Regional Water Supply	Quantity	359	340	340
	Juan de Fuca Water Distribution	Quantity	314	300	300
	Saanich Peninsula Water Supply	Quantity	479	420	420
	Local Services	Quantity	227.8	216.5	215.8

<sup>1</sup> Non-compliance with Island Health, provincial and federal regulatory requirements and operational certificates that result in Boil Water Advisories or Do Not Consume Events

<sup>2</sup> Water quality samples analyzed annually from source reservoirs (raw water)

<sup>3</sup> Water quality samples analyzed annually from transmission/distribution systems (treated water)

<sup>4</sup> Average day per capita water use (litres per capita per day)

#### Discussion

Measure 4. Demand: average day per capita water use (litres per capita per day)

- Regional Water Supply: Demand is plateauing due to the replacement of inefficient appliances and a surge of new high-density buildings with built-in water efficiencies
- Saanich Peninsula Water Supply: Driven by agricultural demand and lack of residential densification
- Local Services: Values represent the average of twelve services

## GOAL 2B: RELIABLE & EFFICIENT DRINKING WATER TRANSMISSION SYSTEM

### Target & Benchmarks

The performance measures link to the CRD's goals of safe, sustainable and resilient water resources for the capital region.

### Measuring Progress

Performance Measure(s)	Service	Type	2022 Actual	2023 Forecast	2024 Target
<b>5. Operating cost<sup>5</sup></b>	Regional Water Supply	Quantity	\$111	\$112	\$115
<b>6. Energy usage<sup>6</sup></b>	Regional Water Supply	Quantity	62.5	66	66
<b>7. Watershed water release<sup>7</sup></b>	Regional Water Supply	Quantity	11,229	11,500	12,000
<b>8. Water-main leak repairs<sup>8</sup></b>	Juan de Fuca Water Distribution	Quantity	8.2	10	8
	Local Services	Quantity	1	1	1
<b>9. Preventative maintenance<sup>9</sup></b>	Regional Water Supply	Quality	86%	96%	98%
	Juan de Fuca Water Distribution	Quality	84%	94%	96%
	Saanich Peninsula Water Supply	Quality	97%	98%	98%
	Local Services	Quality	91%	98%	98%

<sup>5</sup> Annual operating cost per megaliter of drinking water treated and supplied/distributed

<sup>6</sup> Annual energy use (kWh) per megaliter of drinking water treated and supplied/distributed

<sup>7</sup> Volume of raw water released annually from Regional Water Supply watersheds to rivers to support fish habitat (megaliters)

<sup>8</sup> Number of water-main leak repairs and service line leaks annually per 100 kilometers of pipe (distribution systems)

<sup>9</sup> Preventative maintenance completed (% of planned)

### Discussion

- N/A

## 07 Business Model

### Water Supply & Distribution, Watershed Protection

**PARTICIPANTS** **Regional Water Supply:** All Municipalities, Juan de Fuca Electoral Area, First Nations (via Distribution Systems)

**Saanich Peninsula Water Supply:** Municipalities (Central Saanich, North Saanich, Sidney)

**JDF Water Distribution:** Langford, Colwood, View Royal, Metchosin, Highlands, Sooke, Juan de Fuca Electoral Area

**Local Water Service Areas in the Electoral Areas**

**FUNDING SOURCES** **Regional Water Supply:** Bulk water sales revenue

**Juan de Fuca Water Distribution System:** Retail water sales revenue in West Shore Municipalities

**Saanich Peninsula Water:** Wholesale water sales revenue

**GOVERNANCE** [Regional Water Supply Commission](#)  
[Water Advisory Committee](#)  
[Saanich Peninsula Water Commission](#)  
[Juan de Fuca Water Distribution Commission](#)  
[Various Local Services Commissions](#)

### Environmental Protection

**PARTICIPANTS** **Water Quality Service:** Allocation from Integrated Water Services and Local Service Areas (LSA) from the municipalities of Regional Water Supply area, Juan de Fuca and various local service areas, Sidney, North Saanich, Central Saanich and Peninsula First Nations

**Demand Management, Cross Connection Control Services:** water rate from all Municipalities and Electoral Areas

**Communications and Environmental Education:** all Municipalities and Electoral Areas

**FUNDING SOURCES** Water rate and requisition

**GOVERNANCE** [Regional Water Supply Commission](#)  
[Water Advisory Committee](#)  
[Saanich Peninsula Water Commission](#)  
[Juan de Fuca Water Distribution Commission](#)  
[Various Local Services Commissions](#)