Notice of Meeting and Meeting Agenda
Planning and Protective Services Committee

Wednesday, September 18, 2019
10:00 AM
6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

K. Williams (Vice Chair), S. Brice, B. Desjardins, F. Haynes, M. Hicks, C. McNeil-Smith, R. Mersereau, G. Orr, J. Ranns, B. Thompson, G. Young, C. Plant (Board Chair, ex-officio)

1. Territorial Acknowledgement

2. Approval of Agenda

3. Adoption of Minutes

3.1. 19-722 Minutes of the July 17, 2019 Planning and Protective Services Committee Meeting

Recommendaion: That the minutes of the July 17, 2019 Planning and Protective Services Committee meeting be adopted as circulated.

Attachments: Minutes: July 17, 2019

4. Chair’s Remarks

5. Presentations/Delegations

19-801 Delegation - James Anderson; Resident of CRD / Central Saanich: Re: Agenda Items 6.3 and 6.4: South Island 911/Police Dispatch Centre

6. Committee Business

6.1. 19-757 Oak Bay Regional Context Statement

Recommendation: That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

That the District of Oak Bay regional context statement be considered in relation to the 2018 RGS (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the Local Government Act.

Attachments: Staff Report: Oak Bay Reg’l Content Statement Consideration
Appendix A: Oak Bay Regional Context Statement Referral
Appendix B: Regional Context Statement Evaluation

6.2. 19-762 Consideration of Regional Growth Strategy Amendment to Update Population Projections
**Recommendation:** That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

a) That the feedback received during the consultation period on the proposed amendment to update the CRD Regional Growth Strategy population, dwelling unit and employment projections (Appendix C) be received; and

b) That staff be directed refer proposed Bylaw No. 4328, "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019" for a period of 60 days to the following municipalities, the Juan de Fuca Land Use Committee, and provincial and federal departments and agencies for comment.

**Attachments:**
- Staff Report: Consider RGS Amend't to Update Popul'n Project'ns
- Appendix A: Sub-regional Projections
- Appendix B: Municipal Projections
- Appendix C: Projection Methodology
- Appendix D: Approved Consultation Plan
- Appendix E: Consultation Feedback
- Appendix F: Proposed Bylaw No. 4328

### 6.3. 19-789
**Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre - Fire Chief Consultation**

**Recommendation:** That the Planning and Protective Services Committee not support the proposed feasibility study and discontinue fire dispatch unification efforts at this time.

**Attachments:**
- Staff Report: Steps to Create Unified Fire Dispatch-Consultation
- Appendix A: July 17, 2019 Staff Report

### 6.4. 19-662
**Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre**

**Recommendation:** [The original staff recommendation was amended, then postponed, at the July 17, 2019 meeting as follows:]

That the Planning and Protective Services Committee recommend to the Capital Regional District Board:

1. That staff be directed to bring forward a budget proposal of $50,000 within the 2020 Legislative and General Service's budget to complete an independent feasibility process to look at a unified fire dispatch model for the region that may include the Saanich facility, the E-Comm facility, the CRD Langford facility and the Surrey dispatch facility; and

2. Ensure that the feasibility report includes direct involvement and a complete and comprehensive response from all the region's fire chiefs.

**Attachments:**
- Staff Report: Process & Steps to Create a Unified Fire Dispatch
- Appendix A: Notice with Motion
- Appendix B: E-Comm Memo-Consolidated Fire Dispatch-Initial Assessment
- Appendix C: Comments on Draft Staff Report from Fire Chiefs

### 6.5. 19-790
**Capital Regional District Deputy Emergency Manager Board Appointment**
**Recommendation:** That the Planning and Protective Services Committee recommends to the Capital Regional District Board:
That Jonathan Reimer, Manager, Electoral Area Fire and Emergency Programs be appointed as the Capital Regional District Deputy Emergency Manager.

**Attachments:**  
Staff Report: CRD Deputy Emergency Mgr Board Appointment

6.6. **19-712** Previous Minutes of Other CRD Committees and Commissions for Information

**Recommendation:** That the following minutes be received for information:
  a) Provincial Policies Municipal Planners Meeting Discussion Notes - June 25, 2019

**Attachments:**  
2019-06-25 PPMP (DPAC) Minutes

7. Notice(s) of Motion

8. New Business

9. Adjournment

The next meeting is October 16, 2019

To ensure quorum, please advise Sherri Closson (sclosson@crd.bc.ca) if you or your alternate cannot attend.
# Table 1. Regional Context Statement Evaluation Framework

## Relationship to Legislative Requirement

<table>
<thead>
<tr>
<th>LGA</th>
<th>RCS Content</th>
<th>All relevant content is included</th>
<th>Clearly articulates relevant content</th>
<th>Plan to be consistent over time</th>
</tr>
</thead>
<tbody>
<tr>
<td>429(2)(a)</td>
<td>Identify how the OCP relates to the RGS vision on p. 1 of the RGS.</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>429(2)(b)</td>
<td>Identify how the OCP relates to the projections provided in Table 1 of the RGS.</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
<tr>
<td>429(2)(c) and (d); 429(3)</td>
<td>Identify how the OCP relates to the RGS.</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
</tbody>
</table>

**Managing and Balancing Growth (Objectives 1.1 & 1.2)**

<table>
<thead>
<tr>
<th>LGA</th>
<th>RCS Content</th>
<th>All relevant content is included</th>
<th>Clearly articulates relevant content</th>
<th>Plan to be consistent over time</th>
</tr>
</thead>
<tbody>
<tr>
<td>429(2)(c) and (d); 429(3)</td>
<td>Identify how the OCP relates to the RGS.</td>
<td>✓</td>
<td>✓</td>
<td>N/A</td>
</tr>
</tbody>
</table>

The RCS articulates specific topic areas from the RGS.

The RCS references RGS population projection.

RCS reflects all relevant OCP content.

Urban development is directed to villages and commercial areas, Oak Bay is entirely within the Urban Containment boundary.

The projection aligns to the RGS projection at the subregional level, estimating an annual growth rate of 0.5%.
<table>
<thead>
<tr>
<th>LGA</th>
<th>RCS Content</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>Environment and Infrastructure</strong> <em>(Objectives 2.1 &amp; 2.2)</em></td>
</tr>
<tr>
<td></td>
<td>![Checkmark]</td>
</tr>
<tr>
<td></td>
<td>RCS reflects all relevant policy areas, and OCP policies.</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Housing and Community</strong> <em>(Objectives 3.1 &amp; 3.2)</em></td>
</tr>
<tr>
<td></td>
<td>![Checkmark]</td>
</tr>
<tr>
<td></td>
<td>RCS explicitly references Oak Bay's mixed use urban villages, neighbourhoods with community amenities, and housing affordability policies and targets.</td>
</tr>
<tr>
<td></td>
<td><strong>Transportation</strong> <em>(Objective 4.1)</em></td>
</tr>
<tr>
<td></td>
<td>![Checkmark]</td>
</tr>
<tr>
<td></td>
<td>Content reflects the Regional Transportation Plan and multi modal transportation network.</td>
</tr>
</tbody>
</table>
## Relationship to Legislative Requirement

For CRD Board consideration

<table>
<thead>
<tr>
<th>LGA</th>
<th>RCS Content</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>All relevant content is included</td>
</tr>
<tr>
<td>Economic Development (Objective 5.1)</td>
<td>✓</td>
</tr>
<tr>
<td>Food and Agricultural Systems (Objective 6.1)</td>
<td>✓</td>
</tr>
<tr>
<td>Climate Action (Objective 7.1)</td>
<td>✓</td>
</tr>
</tbody>
</table>

The RCS references OCP policies and summarizes the relationship between the OCP policies and RGS policies.

Policies support locally owned businesses, commercial areas and supporting tourism.

Policy citations are accurate.

The District does not have agricultural lands but rather focuses on supporting urban farming via boulevard growing, and food gardens on public land.

Content reflects policy citation, and policy relationships.

RCS references OCP policy statements supporting sustainable development, community energy efficiency for building performance, and support adaptation measures for sea level rise.
Capital Regional District
2019-2038 Population, Dwelling Units and Employment Projection Report

PREPARED FOR THE CAPITAL REGIONAL DISTRICT
BY BC STATS – APRIL 2019
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1. Introduction

This document describes the methodology used by BC Stats to produce the Capital Regional District (CRD) population, dwelling units and employment projection. It also includes a summary of the results. Projection for each component was done for the CRD, as well as its municipalities (see Figure 1 and Table 1), for the period covering 2019 to 2038. For this work, Juan de Fuca Part 1 and Part 2, two census subdivisions inside the CRD, were combined. Indigenous land and reserves that fall inside the Capital Regional District census division were not included in the projections.

<table>
<thead>
<tr>
<th>TABLE 1: CAPITAL REGIONAL DISTRICT MUNICIPALITIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Saanich</td>
</tr>
<tr>
<td>Colwood</td>
</tr>
<tr>
<td>Esquimalt</td>
</tr>
<tr>
<td>Highlands</td>
</tr>
<tr>
<td>Juan de Fuca (Part 1 and Part 2 combined)</td>
</tr>
<tr>
<td>Langford</td>
</tr>
<tr>
<td>Metchosin</td>
</tr>
<tr>
<td>North Saanich</td>
</tr>
<tr>
<td>Oak Bay</td>
</tr>
<tr>
<td>Saanich</td>
</tr>
<tr>
<td>Southern Gulf Islands</td>
</tr>
<tr>
<td>Sidney</td>
</tr>
<tr>
<td>Sooke</td>
</tr>
<tr>
<td>Salt Spring Island</td>
</tr>
<tr>
<td>Victoria</td>
</tr>
<tr>
<td>View Royal</td>
</tr>
</tbody>
</table>

For each municipality, population projection was done by single year of age and gender for each year in the projection period, while employment projection followed the 2012 North American Industry Classification System\(^1\) (NAICS).

In general, all assumptions relating to migration, births and deaths by small area are based on past conditions, modified wherever possible to take into consideration known future changes. Consequently, the resulting population projections are not necessarily what will be, but rather what could be given the realization of these conditions. It is certainly possible that unforeseen changes in factors such as government policy, economic development, land use and zoning will affect future populations. Projections should be regarded as only one possible scenario of the future size and age-sex structure of the population.

The accuracy of the sub-CRD population projection hinges on several assumptions including the accurate projection of future migration levels, the quality of the base population and the reliability of the projected CRD population. It should also be noted that because the process of change is cumulative, the reliability of the projections may decrease over time. Historical

\(^1\) [https://www.statcan.gc.ca/eng/subjects/standard/naics/2012/introduction](https://www.statcan.gc.ca/eng/subjects/standard/naics/2012/introduction)
data for international, interprovincial and intraprovincial migration at a sub-provincial level has proven to be quite volatile.

FIGURE 1: CAPITAL REGIONAL DISTRICT – CENSUS SUBDIVISIONS
2. Methodology

2.1. CRD Population Projection

The Capital Regional District population projection is based on the PEOPLE (Population Extrapolation for Organizational Planning with Less Error) methodology. PEOPLE projects population forward using a Component/Cohort-Survival population model. It uses fertility, mortality and migration assumptions, and applies them to a base year age-specific population. The population evolves by promoting each age group into the next, while considering the effects of net migration, deaths and births.

For this project, BC Stats used its 2018 population estimate, based on the 2016 Census\(^2\) adjusted for net census understimation\(^3\), as base population. Due to the nature of the Component/Cohort-Survival model, the assumptions for each component, namely fertility, mortality and migration, are projected separately. Each component is projected using historical data and trends for each Local Health Area in the region, the base geography used by PEOPLE for inputs. The accuracy of the projection for each component depends on the size of the sample for which historical data is available. Because of this, projection of the components based on a larger population tends to be more accurate than for smaller population. The population of the CRD was projected first, based on assumptions derived for the Local Health Areas inside the district\(^4\), so it can be used as a control total for individual municipality projections. The CRD-level projection sets the total population by age and gender to which the sum of all municipality-level projections must add up to. This method is essentially the same as the one used by BC Stats for projections of other sub-geographies in British Columbia.

2.1.1. Fertility

The BC Vital Statistics Agency supplies BC Stats with up-to-date data regarding vital events within the province. This is used to build a historic picture of births at the sub-provincial level and is used to forecast what might happen in the future. In general, vital events remain stable over time from a probabilistic perspective. As such, it is expected that certain historical trends will continue within the foreseeable future, or over the projection horizon.

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\(^3\) [https://www150.statcan.gc.ca/n1/daily-quotidien/180927/dq180927k-eng.htm](https://www150.statcan.gc.ca/n1/daily-quotidien/180927/dq180927k-eng.htm)

\(^4\) CRD municipalities fall in the following Local Health Areas: 61 (Esquimalt, Oak Bay, Victoria, View Royal), 62 (Colwood, Highlands, Juan de Fuca, Langford, Metchosin, Sooke), 63 (Central Saanich, North Saanich, Sidney), 64 (Salt Spring Island, Southern Gulf Islands), 61 and 63 each cover parts of Saanich.
The PEOPLE projection system uses Local Health Areas (LHA) as a base geography for its various inputs. Local Health Areas 61, 62, 63 and 64 all cover some parts of the CRD. Using historical birth events provided to BC Stats, age-specific fertility rates are projected up to 2038 for each of the LHA covering the CRD. Table 2 shows how the total fertility rates (i.e. the total number of births per 1,000 women through the ages 15 to 49) are projected to evolve over the 2019-2038 period. After a significant decrease in the number of children per woman over the last half-century, fertility rates have been observed to stabilise across many developed nations. Similarly, fertility rates are expected to stay quite stable until 2038 in the Capital Regional District.

<table>
<thead>
<tr>
<th>Local Health Area</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>61</td>
<td>1,154</td>
<td>1,164</td>
<td>1,165</td>
</tr>
<tr>
<td>62</td>
<td>1,560</td>
<td>1,555</td>
<td>1,552</td>
</tr>
<tr>
<td>63</td>
<td>1,442</td>
<td>1,443</td>
<td>1,441</td>
</tr>
<tr>
<td>64</td>
<td>1,448</td>
<td>1,447</td>
<td>1,445</td>
</tr>
</tbody>
</table>

### 2.1.2. Life Expectancy

BC Stats also obtains the number of death events from the BC Vital Statistics Agency. From this data, an age-specific mortality rate can be calculated and applied to each cohort to produce a death count. Unlike fertility rate, mortality rate is not stable, but slowly decreasing over time as life expectancy increases. Life expectancy is quite similar across CRD municipalities, the main difference being that life expectancy at birth for women is on average 3.2 years longer than for men in 2019. As shown in Table 3, it is forecasted that women's life expectancy will increase to 86.9 years by 2038, compared to 84.9 years for men, narrowing this gap slightly. Using the projected life expectancies at birth, mortality rates can be calculated for each year and applied to the CRD cohort.

<table>
<thead>
<tr>
<th>Gender</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>81.7</td>
<td>83.1</td>
<td>84.9</td>
</tr>
<tr>
<td>Female</td>
<td>84.9</td>
<td>85.8</td>
<td>86.9</td>
</tr>
</tbody>
</table>
2.1.3. Net Migration

The level of net migration is far more volatile and challenging to predict than the number of births and deaths. Government policy changes and regional economic factors could have a major short-term impact on migration levels or, for example, major projects may result in a large influx of new residents for several years. BC Stats attempts to address these challenges through careful consideration of available information. With regards to assumptions for migration across the province, the Major Projects Inventory (MPI)\(^5\) provides a tangible selection of large-scale infrastructure developments (each over $15 million in capital costs) at varying stages of completion. Also, major local facility development or cancellation of a major construction project may have significant impacts on small areas in terms of movement of people. These events are considered in the assumptions used for projection.

As for the other components, net migration is calculated on a Local Health Area basis. Net migration is obtained from the combination of international immigrants and emigrants, interprovincial migration, as well as intraprovincial migration. Due to its favourable weather, diverse service economy and large public administration workforce, the CRD has historically had positive net migration numbers, meaning that more people come to the region than leave it. Table 4 shows what are the projected levels of annual net migration for each LHA in the Capital Regional District. Due to the high level of uncertainty surrounding migration, projection is mostly based on historical averages of the last two decades, corrected for major projects planned in the region.

<table>
<thead>
<tr>
<th>Local Health Area</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>61</td>
<td>2,128</td>
<td>2,385</td>
<td>2,428</td>
</tr>
<tr>
<td>62</td>
<td>1,746</td>
<td>1,867</td>
<td>1,850</td>
</tr>
<tr>
<td>63</td>
<td>646</td>
<td>720</td>
<td>732</td>
</tr>
<tr>
<td>64</td>
<td>253</td>
<td>275</td>
<td>274</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>4,773</strong></td>
<td><strong>5,247</strong></td>
<td><strong>5,284</strong></td>
</tr>
</tbody>
</table>

In recent years, migration to the Capital Regional District has been quite diverse with around 30% of net migration coming from new international immigrants settling in the region, 30% from another Canadian province, and 40% from people who relocated to the region from somewhere else in British Columbia.

\(^5\) [https://www2.gov.bc.ca/gov/content/employment-business/economic-development/industry/bc-major-projects-inventory](https://www2.gov.bc.ca/gov/content/employment-business/economic-development/industry/bc-major-projects-inventory)
2.1.4. Municipality-level Projection

Once the CRD-level projection has been completed, the population can be divided amongst each of the individual municipalities. A common method to obtain population subsets from a larger projection consists in evaluating what fraction of the total population each subset represents at different times along the projection horizon and divide the total population accordingly to the demographic distribution of each components at the beginning of the projection. Table 5 contains the projected fraction of the CRD total population in each municipality based on population trends over the last two decades, as well as some level of information obtained from the municipalities.

<table>
<thead>
<tr>
<th>Municipality</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Saanich</td>
<td>4.4%</td>
<td>4.4%</td>
<td>4.3%</td>
</tr>
<tr>
<td>Colwood</td>
<td>4.4%</td>
<td>4.5%</td>
<td>4.6%</td>
</tr>
<tr>
<td>Esquimalt</td>
<td>4.6%</td>
<td>4.4%</td>
<td>4.2%</td>
</tr>
<tr>
<td>Highlands</td>
<td>0.6%</td>
<td>0.6%</td>
<td>0.6%</td>
</tr>
<tr>
<td>Juan de Fuca</td>
<td>1.2%</td>
<td>1.2%</td>
<td>1.1%</td>
</tr>
<tr>
<td>Langford</td>
<td>9.4%</td>
<td>11.2%</td>
<td>13.2%</td>
</tr>
<tr>
<td>Metchosin</td>
<td>1.2%</td>
<td>1.2%</td>
<td>1.1%</td>
</tr>
<tr>
<td>North Saanich</td>
<td>2.9%</td>
<td>2.8%</td>
<td>2.6%</td>
</tr>
<tr>
<td>Oak Bay</td>
<td>4.7%</td>
<td>4.3%</td>
<td>3.8%</td>
</tr>
<tr>
<td>Saanich</td>
<td>29.8%</td>
<td>28.9%</td>
<td>28.0%</td>
</tr>
<tr>
<td>Salt Spring Island</td>
<td>2.7%</td>
<td>2.6%</td>
<td>2.5%</td>
</tr>
<tr>
<td>Sidney</td>
<td>3.0%</td>
<td>2.9%</td>
<td>2.8%</td>
</tr>
<tr>
<td>Sooke</td>
<td>3.4%</td>
<td>3.9%</td>
<td>4.5%</td>
</tr>
<tr>
<td>Southern Gulf Islands</td>
<td>1.1%</td>
<td>0.9%</td>
<td>0.6%</td>
</tr>
<tr>
<td>Victoria</td>
<td>22.4%</td>
<td>22.1%</td>
<td>21.8%</td>
</tr>
<tr>
<td>View Royal</td>
<td>2.7%</td>
<td>2.9%</td>
<td>3.1%</td>
</tr>
<tr>
<td>IR6</td>
<td>1.3%</td>
<td>1.3%</td>
<td>1.3%</td>
</tr>
</tbody>
</table>

While the population in the CRD is growing, the relative distribution across municipalities will be changing. The city of Langford is expected to see the largest gains in terms of its weight in the CRD, representing up to 13.2% of the CRD population in 2038, up from 9.4% in 2019.

Combining the CRD population projection and the information in Table 5 with the age and gender structure of each municipality in 2018, detailed demographic profiles are created to cover the entire projection period. This ensures that the population by age and gender of

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6 Indigenous reserves and land are not part of the final CRD projection products.
each municipality represent the evolution of that population, while the combination of all municipalities is in line with the CRD control total population.

2.2. CRD Dwelling Units Projection

As is the case with population projections, projection of the number of private dwellings by small area is of value for planning purposes. The primary component of the British Columbia small area dwellings projection methodology is a projection of the average number of persons per private dwelling. As per Statistics Canada definition, Private Dwelling refers to a separate set of living quarters with a private entrance either from outside the building or from a common hall, lobby, vestibule or stairway inside the building. The entrance to the dwelling must be one that can be used without passing through the living quarters of some other person or group of persons. Specifically, the projection of dwelling units refers only to those that are occupied by usual (permanent) resident.

The number of people per dwelling is projected using a combination of three independent variables determined to be predictors of this variable:

1. The children population aged 0 to 19 by small area. Generally, children under 19 do not live in a private dwelling of their own. Hence, in areas with a relatively high child population, the number of persons per dwelling should tend to be higher.

2. The married/common-law population by small area. Marital status of the population will affect the number of people per dwelling. The married population accounts for a large proportion of households, and thus can influence average dwelling size. Although intuitive, it was found that the average number of people per dwelling by small area was inversely related to the size of married population. Although no study has yet been conducted by BC Stats to analyze this phenomenon, one possible explanation is that marriages result in the dissolution of larger parental households into multiple dwellings. For example, a family of four may result in two families of three and two each living in different dwellings after the marriage of one child, which is a lower average per dwelling.

3. The divorced and separated populations by small area. Divorce and separation affect the type and size of dwellings formed. For example, people who are divorced or separated can form lone-parent families or single-person households, which generally tends to result in lower average number of people per dwelling.

Table 6 shows that over the projection horizon, the average number of persons per dwelling unit in the CRD is expected to decrease in most municipalities. Once the number of persons

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7 https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage014-eng.cfm
8 http://www23.statcan.gc.ca/imdb/p3Var.pl?Function=Unit&Id=108091
per dwelling for some future point in time has been forecasted, the number of private
dwellings is derived by applying this ratio to an independently derived population projection
as outlined above. This method is first be applied to the CRD and then to each municipality,
ensuring that the total number of private dwellings agree.

<table>
<thead>
<tr>
<th>Municipality</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Saanich</td>
<td>2.34</td>
<td>2.25</td>
<td>2.12</td>
</tr>
<tr>
<td>Colwood</td>
<td>2.46</td>
<td>2.37</td>
<td>2.22</td>
</tr>
<tr>
<td>Esquimalt</td>
<td>2.00</td>
<td>1.96</td>
<td>1.90</td>
</tr>
<tr>
<td>Highlands</td>
<td>2.61</td>
<td>2.58</td>
<td>2.52</td>
</tr>
<tr>
<td>Juan de Fuca</td>
<td>2.24</td>
<td>2.15</td>
<td>2.02</td>
</tr>
<tr>
<td>Langford</td>
<td>2.39</td>
<td>2.29</td>
<td>2.14</td>
</tr>
<tr>
<td>Metchosin</td>
<td>2.47</td>
<td>2.31</td>
<td>2.10</td>
</tr>
<tr>
<td>North Saanich</td>
<td>2.33</td>
<td>2.24</td>
<td>2.11</td>
</tr>
<tr>
<td>Oak Bay</td>
<td>2.30</td>
<td>2.36</td>
<td>2.39</td>
</tr>
<tr>
<td>Saanich</td>
<td>2.38</td>
<td>2.39</td>
<td>2.36</td>
</tr>
<tr>
<td>Salt Spring Island</td>
<td>2.10</td>
<td>2.05</td>
<td>1.97</td>
</tr>
<tr>
<td>Sidney</td>
<td>2.00</td>
<td>1.91</td>
<td>1.79</td>
</tr>
<tr>
<td>Sooke</td>
<td>2.41</td>
<td>2.37</td>
<td>2.30</td>
</tr>
<tr>
<td>Southern Gulf Islands</td>
<td>1.85</td>
<td>1.83</td>
<td>1.77</td>
</tr>
<tr>
<td>Victoria</td>
<td>1.82</td>
<td>1.82</td>
<td>1.79</td>
</tr>
<tr>
<td>View Royal</td>
<td>2.36</td>
<td>2.24</td>
<td>2.06</td>
</tr>
</tbody>
</table>

**2.3. CRD Employment Projection**

Employment projections by place of work are not directly produced by BC Stats, but the
Workforce Innovation division of the Ministry of Advanced Education, Skills and Training does
produce employment growth projection by 2-digit NAICS industry⁹. These projections are
used as part of the labour market supply model to produce the BC Labour Market Outlook
report¹⁰. BC Stats acquired the employment growth figures for the 2018-2028 period, as well

---

⁹ Employment industry categories are based on the 2012 North American Industry Classification System. Categories were grouped to reflect projection inputs from the Workforce Innovation Division as follows: Trade (Wholesale trade and Retail trade); Finance, Insurance and Real Estate (Finance and insurance; Real estate, rental and leasing); Professional, Scientific and Managerial (Professional, scientific and technical services; Management of companies and enterprises); Other Services (Other services; Information and cultural industries; Administrative and support, waste management and remediation services; Art, entertainment and recreation).

as 2006 Census, 2011 National Household Survey and 2016 Census employment by place of
work and by industry data for the CRD, and each individual municipality. It is important to
note that place of work employment refers to the location of the workplace, not the residence
of the employee. For example, a worker living in the city of Langford who commutes every
day to work in an office in Victoria would be counted as being in Victoria for place of work
employment purposes.

Future employment levels are difficult to predict due to the direct impact of economic and
political events on the workforce that are impossible to accurately predict ahead of time.
While the employment growth data from the Workforce Innovation division is the best
available for this projection, it does not cover the 2029-2038 period. It is also intended to
represent the Vancouver Island/Coast Development Region and is not available for the CRD
alone. BC Stats consulted with the Workforce Innovation group about the two main
limitations outlined above and concluded that employment growth could be extrapolated to
2038. Since the CRD represent half the total population in the Vancouver Island/Coast region,
employment growth will be applied to the CRD-level projection. For municipality-level
projections, BC Stats analyzed the employment trends by industry in each municipality
between 2006 and 2016 based on Census data. Emergent or declining local industries should
show a sustained above- or below-average growth when compared to the CRD over the same
period. This leads to adjustments in the employment growth rates for individual municipality
for these industries. As with the population projection, employment growth will be used to
project employment by industry for the CRD, which will then be used as a control total for
municipality-level employment projections.

<table>
<thead>
<tr>
<th>Industry</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation and food services</td>
<td>100</td>
<td>123</td>
<td>158</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing and hunting</td>
<td>100</td>
<td>111</td>
<td>127</td>
</tr>
<tr>
<td>Construction</td>
<td>100</td>
<td>102</td>
<td>100</td>
</tr>
<tr>
<td>Educational services</td>
<td>100</td>
<td>120</td>
<td>153</td>
</tr>
<tr>
<td>Finance, Insurance and Real Estate</td>
<td>100</td>
<td>103</td>
<td>102</td>
</tr>
<tr>
<td>Government services</td>
<td>100</td>
<td>102</td>
<td>96</td>
</tr>
<tr>
<td>Health care and social assistance</td>
<td>100</td>
<td>112</td>
<td>125</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>100</td>
<td>106</td>
<td>113</td>
</tr>
<tr>
<td>Mining, quarrying, and oil and gas extraction</td>
<td>100</td>
<td>169</td>
<td>308</td>
</tr>
<tr>
<td>Other Services</td>
<td>100</td>
<td>115</td>
<td>133</td>
</tr>
<tr>
<td>Professional, Scientific and Managerial</td>
<td>100</td>
<td>114</td>
<td>130</td>
</tr>
<tr>
<td>Industry</td>
<td>2019</td>
<td>2028</td>
<td>2038</td>
</tr>
<tr>
<td>---------------------------</td>
<td>------</td>
<td>------</td>
<td>------</td>
</tr>
<tr>
<td>Trade</td>
<td>100</td>
<td>106</td>
<td>108</td>
</tr>
<tr>
<td>Transportation and warehousing</td>
<td>100</td>
<td>116</td>
<td>139</td>
</tr>
<tr>
<td>Utilities</td>
<td>100</td>
<td>128</td>
<td>184</td>
</tr>
</tbody>
</table>

While employment growth varies every year, Table 7 summarizes the changes that would occur in a normalized employment cohort of 100 people beginning in 2019. For each industry, the following columns indicate the size of the cohort in 2028 and 2038, accounting for the cumulative changes to the employment in this industry. As shown in the table, most of the gains are expected to be in service-related industries.
3. Results

3.1. CRD Population

Over the 2019-2038 period, the Capital Regional District population is projected to increase by 20%, from 412,465 to 493,975. Growth rate will be the highest in the Western Communities where the population will increase by over 30,000 people, similar to Saanich and Victoria combined over the same period. Langford alone is expected to see its population grow by over 25,000 people, the largest gain in the district. Table 8 summarizes the population of each municipality over the projection period, showing that population changes vary quite significantly between them.

<table>
<thead>
<tr>
<th>Municipality</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Saanich</td>
<td>18,403</td>
<td>20,084</td>
<td>21,545</td>
</tr>
<tr>
<td>Colwood</td>
<td>18,493</td>
<td>20,766</td>
<td>22,935</td>
</tr>
<tr>
<td>Esquimalt</td>
<td>19,191</td>
<td>20,327</td>
<td>21,137</td>
</tr>
<tr>
<td>Highlands</td>
<td>2,452</td>
<td>2,833</td>
<td>3,203</td>
</tr>
<tr>
<td>Juan de Fuca</td>
<td>5,048</td>
<td>5,300</td>
<td>5,425</td>
</tr>
<tr>
<td>Langford</td>
<td>39,352</td>
<td>51,403</td>
<td>65,794</td>
</tr>
<tr>
<td>Metchosin</td>
<td>5,127</td>
<td>5,460</td>
<td>5,614</td>
</tr>
<tr>
<td>North Saanich</td>
<td>12,310</td>
<td>12,803</td>
<td>13,012</td>
</tr>
<tr>
<td>Oak Bay</td>
<td>19,639</td>
<td>19,708</td>
<td>19,147</td>
</tr>
<tr>
<td>Saanich</td>
<td>124,375</td>
<td>133,179</td>
<td>139,897</td>
</tr>
<tr>
<td>Salt Spring Island</td>
<td>11,115</td>
<td>11,876</td>
<td>12,405</td>
</tr>
<tr>
<td>Sidney</td>
<td>12,715</td>
<td>13,507</td>
<td>14,045</td>
</tr>
<tr>
<td>Sooke</td>
<td>14,374</td>
<td>18,156</td>
<td>22,399</td>
</tr>
<tr>
<td>Southern Gulf Islands</td>
<td>4,811</td>
<td>4,139</td>
<td>3,106</td>
</tr>
<tr>
<td>Victoria</td>
<td>93,600</td>
<td>101,734</td>
<td>108,898</td>
</tr>
<tr>
<td>View Royal</td>
<td>11,460</td>
<td>13,353</td>
<td>15,413</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>412,465</strong></td>
<td><strong>454,628</strong></td>
<td><strong>493,975</strong></td>
</tr>
</tbody>
</table>

The demographic characteristics of the Capital Regional District are projected to change as well between 2019 and 2038. As show in Table 9, the age group of 65 years old and over is expected to see the largest increase at 53%, while the 0 to 17 years old is only expected to grow by 15%. This means that population 65 years and over will represent over 28% of the CRD population in 2038, compared to 22% in 2019. At the same time, the 18 to 64 years old
group is projected to only grow by around 9%, leading to a reduction in that group demographic weight to 57% of the population, from 63% in 2019. This change is significant since that age group contains most of the active workforce in the region.

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
<th>2019-2038 Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 17</td>
<td>62,884</td>
<td>69,534</td>
<td>72,469</td>
<td>15%</td>
</tr>
<tr>
<td>18 - 24</td>
<td>36,893</td>
<td>34,146</td>
<td>37,912</td>
<td>3%</td>
</tr>
<tr>
<td>25 - 44</td>
<td>108,302</td>
<td>117,502</td>
<td>115,302</td>
<td>6%</td>
</tr>
<tr>
<td>45 - 64</td>
<td>112,374</td>
<td>111,985</td>
<td>127,333</td>
<td>13%</td>
</tr>
<tr>
<td>65 and over</td>
<td>92,012</td>
<td>121,461</td>
<td>140,959</td>
<td>53%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>412,465</strong></td>
<td><strong>454,628</strong></td>
<td><strong>493,975</strong></td>
<td><strong>20%</strong></td>
</tr>
</tbody>
</table>

### 3.2. CRD Dwelling Units

The Capital Regional District is forecasted to see an increase of 30% in the number of its occupied dwelling units by 2038. As is the case for population, the Western Communities are expected to proportionally see the largest gains in the region. Table 10 presents a summary of the number of occupied dwelling units for each municipality.

<table>
<thead>
<tr>
<th>Municipality</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Saanich</td>
<td>7,884</td>
<td>8,961</td>
<td>10,228</td>
</tr>
<tr>
<td>Colwood</td>
<td>9,269</td>
<td>10,876</td>
<td>12,832</td>
</tr>
<tr>
<td>Esquimalt</td>
<td>8,217</td>
<td>9,039</td>
<td>9,966</td>
</tr>
<tr>
<td>Highlands</td>
<td>1,030</td>
<td>1,187</td>
<td>1,359</td>
</tr>
<tr>
<td>Juan de Fuca</td>
<td>2,399</td>
<td>2,580</td>
<td>2,757</td>
</tr>
<tr>
<td>Langford</td>
<td>21,258</td>
<td>28,147</td>
<td>37,136</td>
</tr>
<tr>
<td>Metchosin</td>
<td>2,228</td>
<td>2,312</td>
<td>2,347</td>
</tr>
<tr>
<td>North Saanich</td>
<td>6,750</td>
<td>7,026</td>
<td>7,256</td>
</tr>
<tr>
<td>Oak Bay</td>
<td>9,821</td>
<td>10,033</td>
<td>10,097</td>
</tr>
<tr>
<td>Saanich</td>
<td>50,476</td>
<td>56,288</td>
<td>62,911</td>
</tr>
<tr>
<td>Salt Spring Island</td>
<td>4,497</td>
<td>5,135</td>
<td>5,894</td>
</tr>
<tr>
<td>Sidney</td>
<td>5,327</td>
<td>5,909</td>
<td>6,559</td>
</tr>
<tr>
<td>Sooke</td>
<td>6,078</td>
<td>8,117</td>
<td>10,853</td>
</tr>
</tbody>
</table>

CRD PROJECTION REPORT | 12
<table>
<thead>
<tr>
<th>Municipality</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Southern Gulf Islands</td>
<td>1,846</td>
<td>1,603</td>
<td>1,233</td>
</tr>
<tr>
<td>Victoria</td>
<td>38,887</td>
<td>42,858</td>
<td>47,306</td>
</tr>
<tr>
<td>View Royal</td>
<td>5,115</td>
<td>6,205</td>
<td>7,619</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>181,082</strong></td>
<td><strong>206,276</strong></td>
<td><strong>236,353</strong></td>
</tr>
</tbody>
</table>

While most municipalities show a gain in dwelling units Southern Gulf Islands shows a significant decrease. It is important to remember that this projection is based on demographic factors and, as such, needs to be interpreted in addition to other real estate and economic factors. The reduced numbers of occupied dwelling units in Southern Gulf Islands is almost certainly not due to units becoming abandoned or demolished but is most probably due to a change in their primary use. With its aging demographics, it is reasonable to assume that a lot of the properties will change hands over the projection horizon and that some of them will become secondary residences, or possibly be used for short term rental purposes. Both of these dwelling use cases would not qualify them to be counted as private dwellings occupied by usual residents.

### 3.3. CRD Employment

Total employment levels in the Capital Regional District is expected to grow by 23% by 2038, similar to the growth in population over the same period. Most municipalities in the district are expected to see some growth in the number of people working within its boundaries. However, it is important to emphasize that employment is the most volatile components presented in this document. Policy and economic factors could make these figures vary dramatically over the projection horizon. Nevertheless, as shown in Table 11, the Western Communities are forecasted to see significant employment growth, as do Victoria and Saanich.

**TABLE 11: CRD PLACE OF WORK EMPLOYMENT BY MUNICIPALITY 2019-2038**

<table>
<thead>
<tr>
<th>Municipality</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Saanich</td>
<td>9,700</td>
<td>10,770</td>
<td>11,960</td>
</tr>
<tr>
<td>Colwood</td>
<td>4,309</td>
<td>4,712</td>
<td>5,251</td>
</tr>
<tr>
<td>Esquimalt</td>
<td>13,136</td>
<td>12,653</td>
<td>10,994</td>
</tr>
<tr>
<td>Highlands</td>
<td>244</td>
<td>401</td>
<td>695</td>
</tr>
<tr>
<td>Juan de Fuca</td>
<td>587</td>
<td>1,049</td>
<td>1,908</td>
</tr>
<tr>
<td>Langford</td>
<td>13,541</td>
<td>16,436</td>
<td>20,190</td>
</tr>
<tr>
<td>Metchosin</td>
<td>1,341</td>
<td>1,772</td>
<td>2,460</td>
</tr>
<tr>
<td>North Saanich</td>
<td>5,594</td>
<td>7,138</td>
<td>9,428</td>
</tr>
<tr>
<td>Oak Bay</td>
<td>8,017</td>
<td>7,763</td>
<td>7,944</td>
</tr>
</tbody>
</table>
Growth is projected to vary significantly across industries in the region. As the CRD continues to grow at a similar rate, construction employment is also expected to stay at similar levels as shown in Table 12. Services and Health care are projected to see the largest increases while others, such as Agriculture, Manufacturing and Trade, are expected to only see marginal changes.

<table>
<thead>
<tr>
<th>Industry</th>
<th>2019</th>
<th>2028</th>
<th>2038</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation and food services</td>
<td>19,573</td>
<td>24,149</td>
<td>30,909</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing and</td>
<td>2,117</td>
<td>2,344</td>
<td>2,692</td>
</tr>
<tr>
<td>hunting</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Construction</td>
<td>7,323</td>
<td>7,488</td>
<td>7,348</td>
</tr>
<tr>
<td>Educational services</td>
<td>18,777</td>
<td>22,589</td>
<td>28,681</td>
</tr>
<tr>
<td>Finance, Insurance and Real Estate</td>
<td>13,309</td>
<td>13,762</td>
<td>13,516</td>
</tr>
<tr>
<td>Government services</td>
<td>33,634</td>
<td>34,273</td>
<td>32,275</td>
</tr>
<tr>
<td>Health care and Social assistance</td>
<td>31,488</td>
<td>35,375</td>
<td>39,253</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>7,852</td>
<td>8,343</td>
<td>8,884</td>
</tr>
<tr>
<td>Mining, quarrying, and oil and gas</td>
<td>105</td>
<td>177</td>
<td>323</td>
</tr>
<tr>
<td>extraction</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other services</td>
<td>26,382</td>
<td>30,267</td>
<td>35,030</td>
</tr>
<tr>
<td>Professional, Scientific and</td>
<td>19,639</td>
<td>22,403</td>
<td>25,596</td>
</tr>
<tr>
<td>Managerial</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trade</td>
<td>33,316</td>
<td>35,325</td>
<td>35,861</td>
</tr>
<tr>
<td>Transportation and warehousing</td>
<td>6,867</td>
<td>7,990</td>
<td>9,515</td>
</tr>
</tbody>
</table>

11 Employment industry categories are based on the 2012 North American Industry Classification System. Categories were grouped to reflect projection inputs from the Workforce Innovation Division as follows: Trade (Wholesale trade and Retail trade); Finance, Insurance and Real Estate (Finance and insurance; Real estate, rental and leasing); Professional, Scientific and Managerial (Professional, scientific and technical services; Management of companies and enterprises); Other Services (Other services; Information and cultural industries; Administrative and support, waste management and remediation services; Art, entertainment and recreation).
<table>
<thead>
<tr>
<th>Utilities</th>
<th>461</th>
<th>590</th>
<th>850</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total</strong></td>
<td><strong>220,843</strong></td>
<td><strong>245,075</strong></td>
<td><strong>270,733</strong></td>
</tr>
</tbody>
</table>
4. Conclusion

The Capital Regional District is facing similar challenges as other parts of British Columbia. While the population in the region will keep growing, in part due to a diverse positive net migration, it will also age significantly due to a stable, but low, fertility rate. This situation is not unique to the region and is seen all across Canada and other developed nations. Victoria and Saanich will remain the largest population and employment centres over the projection horizon, but significant gains will happen in the Western Communities. Increasing land saturation and cost of property in Victoria and Saanich being probable contributing factors favouring the growth of all components in Langford and the surrounding municipalities.

To accommodate for the increased population, additional dwelling units will have to be constructed. It is reasonable to expect that municipalities such as Victoria and Saanich will see increased densification to accommodate these new units, probably with the construction of more high-density condominium towers. Less saturated areas such as the Western Communities should see a more diverse mix of new constructions including single-family housing, but additional densification in the municipality cores should also be expected.

All across the CRD, the population structure will change significantly, with 65 years old and over expected to grow by over 50% by 2038. This will impact how services are delivered, and increase accessibility and care needs across the region. While the younger population is not expected to grow nearly as much, it is a segment of the population that prefers to live near city centres, close to work and services. This not only impacts demographics in more rural areas but is also expected to keep putting pressure on the rental and real estate markets in urban centres. Moreover, while the Western Communities will see a large increase in population, Victoria and Saanich will keep on being the main locations of employment. The number of commuters should be expected to keep increasing, which will increase the needs for investments in mass transportation and infrastructure upgrades across the Capital Regional District.
BC Stats is the provincial government’s leader in statistical and economic research, information and analysis essential for evidence-based decision-making. BC Stats, the central statistics agency of government, is excited to be taking a lead role in the strategic understanding of data sources and analysis across government. The goal is to increase overall business intelligence—information decision makers can use. As part of this goal, BC Stats is also developing an organizational performance measurement program. For more information, please contact Elizabeth Vickery.

Box 9410 Stn Prov Govt
Victoria, B.C.
V8W 9V1

Web:  www.bcstats.gov.bc.ca
Twitter:  @BCStats
Email:  BC.Stats@gov.bc.ca
SUBJECT  Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre

ISSUE

At the April 17, 2019 Planning and Protective Services Committee (PPSC) meeting a Notice with Motion (Appendix A) was introduced. Following discussion, staff were directed to identify the process and steps to create a unified fire dispatch in the new South Island 911/Police Dispatch Centre operated by E-Comm per the following motion:

That the Planning and Protective Services Committee direct staff to prepare a report detailing the process, including procurement, and steps towards creating a unified Fire Dispatch in the new South Island 911/Police Dispatch Centre as supported by Saanich and, following preparation of the report, the draft report be presented to the area Fire Chiefs for their comment before the report comes back to the Planning and Protective Services Committee.

BACKGROUND

Currently fire dispatch services in the Capital Regional District (CRD) are provided by Saanich Fire Department, Victoria Fire Department, the CRD through contract with Langford Fire Department, and Surrey Fire Dispatch. The CRD fire dispatch services are provided under Bylaw No. 3854.

At the December 2017 meeting of the PPSC, staff were directed to review the potential for a Regional Fire Dispatch model. Staff facilitated a meeting with Victoria, Saanich, Langford and E-Comm to explore models for the unification of fire dispatch services within the region.

Based on that input from the dispatch focus group in early 2018 that had full participation of all agencies including E-Comm, the required components of a regional fire dispatch centre were determined to be as follows:

- Post disaster facility with seamless back-up at another site in case of systems failure;
- Have four work stations for operations and access to additional workstations for training and major events;
- Compliant with National Fire Protection Association (NFPA) standards for fire dispatch including staffing, training, facility, radios, technology, computer aided dispatch (CAD and records management);
- Staffing ratio of between 1:8,000 and 1:12,000 of dispatchers to annual call volume based on a range of service expectations (3 dispatchers 24/7); and
- Must meet NFPA performance standards and metrics.

Staff presented the requested feasibility report at the March 28, 2018 PPSC and the April 11, 2018 CRD Board meeting and were directed to undertake a cost analysis of the potential regional fire dispatch service out of the Saanich and CRD facilities.
At the April 25, 2018 PPSC meeting, the following direction was given:

That staff be requested to coordinate a meeting between the dispatch providers and the fire chiefs in the region to discuss integration of a regional fire dispatch and to make recommendations on needs and governance.

At this point, the municipalities of Sidney, North Saanich, Colwood, Esquimalt and View Royal had made the decision to receive fire dispatch services remotely from the Surrey Fire Dispatch centre with that transition occurring in September of 2018. As the interests of the individual dispatch centres and fire departments within the region were so disparate and incompatible at that point in time, it was not possible to come to a consensus on what a unified fire dispatch system would look like or make recommendations on a governance model.

In January and February of 2019, the transition of all 911 and police dispatch services in the region transitioned over to the newly constructed South Island 911/Police Dispatch Centre as planned and consistent with the service agreements in place with E-Comm.

In March 2019, the Victoria Fire Department entered into an agreement with the Langford Fire Department to co-locate their fire dispatch services at the fire dispatch facility in Langford due to the loss of back-up dispatch services when the Victoria Police transitioned to E-Comm and to ensure viability and effectiveness of their dispatch capabilities until such time as a long term solution was developed. It is expected that Victoria fire dispatch will be operational in the Langford site around August 2019.

The 2019-2022 CRD Corporate Plan identified the unification of fire dispatch services in the region as a corporate initiative.

**ALTERNATIVES**

**Alternative 1:**

That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

That staff be directed to bring forward a budget proposal of $50,000 within the 2020 Legislative and General Service’s budget to complete a feasibility process to look at a unified fire dispatch model for the region that includes E-Comm and alternative options outside of E-Comm.

**Alternative 2:**

That this report be received for information.

**DISCUSSION**

At the direction of the PPSC from the April 17, 2019 meeting, staff engaged E-Comm as the operator of the new South Island 911/Police Dispatch Centre to ascertain if the facility could accommodate the addition of fire dispatch services and if so what the next steps would be necessary to move the proposal forward.

E-Comm undertook an assessment of the facility and capacity which included the process necessary to incorporate a regional fire dispatch model into the new 911/Police Dispatch Centre which is summarized in Appendix B.
E-Comm, based on initial high level assessment, has stated that they feel that they can potentially accommodate up to six workstations within the South Island 911/Police Dispatch Centre.

In order to accurately determine the scope, feasibility and costs for E-Comm to deliver the services from the new centre, a substantial discovery process would need to occur in order to fully capture and document the minutia and details of each current CRD agency’s’ operating model. It is anticipated that this study would take approximately six weeks. E-Comm would require the costs for this study to be covered through an agreement. It is anticipated that transition to the new system would take approximately two years from the signing of the agreement.

The draft staff report was sent to all Fire Chiefs in the region for comment as per the April 17, 2019 PPSC motion. The comments received are attached as Appendix C. Feedback received from the fire departments in the region on the draft report covers a broad range of views on a modified fire dispatch model, some support a unified model, some support the status quo, and others support doing a feasibility study but also looking at other options rather than just E-Comm. Based on this input staff adjusted the staff report recommendations to reflect this feedback.

**IMPLICATIONS**

**Procurement Implications**

CRD procurement policies allow for sole source contracting with non-profit entities such as E-Comm. E-Comm would prefer to have a single contract versus a service contract with each fire department within the region as individual contracts would be untenable. CRD could act as the procurer of the contract on behalf of the region if requested.

**Labour Implications**

E-Comm has indicated that if the regional fire dispatch operations were consolidated under contract with them then staff would need to be CUPE 873.

**Financial Implications**

E-Comm has identified there will be costs of up to $50,000 associated with the feasibility and scoping study required. Funding for this study can potentially be undertaken by CRD through Legislative and General Services under governance through an Initiative Business Case for 2020 fiscal and service planning.

Once that scoping process is complete then an accurate estimate of costs for E-Comm to deliver a regional fire dispatch service under contract will be presented. E-Comm has stated that this scoping activity could be undertaken in 2020 with reasonable notice if the CRD wishes to proceed.

**Facilities Implications**

E-Comm has indicated that they will only act as the fire dispatch contractor if the services are delivered out of one of their facilities.

**Operations Implications**

There will be no operations implications until such time as the decision is made regarding the development of a regional fire dispatch system.
Intergovernmental Implications

The investigation of the potential for a regional fire dispatch service that meets the needs of all fire departments in the region aligns with the 2019-2022 CRD Corporate Plan.

Governance of a regional fire dispatch system would depend somewhat on the model chosen. Staff would report back on potential governance models.

CONCLUSION

The consolidation of fire dispatch services into a regional service delivery model could potentially decrease response times, improve public safety, and would create a number of economies of scale in the areas of staffing, technology, facilities and administration resulting in best value for tax dollars. An operating agreement with E-Comm in the new South Island 911/Police Dispatch Centre would be one avenue to explore to consolidate fire dispatch services in the region. The next steps would be the allocation of up to $50,000 to complete a discovery, feasibility and scoping process to identify the needs and costing required for a contracted fire dispatch service.

RECOMMENDATION

That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

That staff be directed to bring forward a budget proposal of $50,000 within the 2020 Legislative and General Service’s budget to complete a feasibility process to look at a unified fire dispatch model for the region that includes E-Comm and alternative options outside of E-Comm.
NOTICE WITH MOTION TO THE PLANNING AND PROTECTIVE SERVICES COMMITTEE

MEETING OF MARCH 20, 2019

SUBJECT Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre as Supported by Saanich

ISSUE

To prepare a report detailing the process and steps towards creating a unified Fire Dispatch in the new South Island 911/Police Dispatch Centre as supported by Saanich.

BACKGROUND

In December 2017 the following motion was passed by the Capital Regional District (CRD) Board:

“That staff be asked to:

1. Provide an analysis of the feasibility of co-locating 911 with police and fire dispatch in the new purpose-built centre or within the Saanich Emergency Services building.
2. Provide advice on the process required to establish a regional fire dispatch centre and a corresponding governance model.
3. Consult with municipal staff to identify issues that will need to be addressed to create a regional fire dispatch centre and governance model.”

Staff provided a report based on this motion to the March 28, 2018 Planning and Protective Services Committee (PPSC) and it was advanced to the April 11, 2018 CRD Board where it was carried. At this meeting the Board passed another motion:

“That staff be directed to provide costing models in more specifics on facility options for a Regional Fire Dispatch Model.”

A further staff report was brought to the April 24, 2018 PPSC and it was referred back to staff to provide further information as well as to coordinate a meeting with the dispatch providers and fire chiefs to discuss integration and make recommendations on needs and governance. Several meetings were held, however, governance issues emerged during discussions amongst the potential participants and the exploration process came to a halt.

This issue has emerged again post-election and following the completion of the new Board Strategic Priorities process. Item 4c under Advocacy, Governance and Accountability addresses this broadly:

4c - Explore more comprehensive regional coordination of emergency services, including an assessment of regional hazards, risks and vulnerabilities.

Saanich wishes to be part of a potential framework that will benefit the region’s taxpayers and help provide residents and property owners a unified high quality Fire Dispatch.
It is understood there is capacity in the new South Island 911/Police Dispatch Centre to have a Fire Dispatch within this building. Saanich is proposing a way forward for the region’s Fire Dispatch services that will result in a cohesive, unified and cost-effective model.

Saanich is prepared to release its current agreement with E-Comm and the right of first refusal in provision of E-Comm dispatch service agreements in the CRD with agreement that the fire dispatch services provided by the District of Saanich, City of Victoria, and the CRD fire dispatch service and its clients, including the City of Langford, be consolidated into one regional fire dispatch service and delivered under a new contractual arrangement(s) with E-Comm Emergency Communications for British Columbia Inc. at a mutually agreeable location within the Capital Regional District.

Saanich supports this initiative provided the following is addressed:

1. Agreement in principal that all current service provider parties will consolidate their existing services and client base into a new fire dispatch service provided by E-Comm;
2. Agreement to participate would be based on an acceptable financial and operational business case from E-Comm to all current service provider parties;
3. Saanich, as will other participants, will have the ability to contract its fire dispatch services requirements directly with E-Comm;
4. The location of a new regional fire dispatch service provided by E-Comm will be at the CRD - E-Comm South Island 911/Police Dispatch facility on Commerce Circle; and
5. Consideration will be given by the CRD Board of compensation to Saanich for release of its exclusive right to provide E-Comm fire dispatch services in the CRD and its investment in its fire dispatch infrastructure and related specialized E-Comm fire dispatch equipment and related technology requirements.

**RECOMMENDATION**

That the Planning and Protective Services Committee direct staff to prepare a report detailing the process and steps towards creating a unified Fire Dispatch in the new South Island 911/Police Dispatch Centre as supported by Saanich.

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<th>Submitted by:</th>
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<td>Concurrence:</td>
<td>Saanich Mayor Fred Haynes, CRD Director</td>
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MEMORANDUM

To: Kevin Lorette & Shawn Carby (Capital Regional District)  
From: Erin Ramsay, E-Comm Vice-President of Operations  
       Mike Webb, E-Comm Vice-President of Technology Services  
Date: June 20th 2019  
Re: CRD Consolidated Fire Dispatch – E-Comm Initial Assessment

This memo provides E-Comm’s initial assessment of the feasibility, transition process and requirements for establishing a consolidated fire dispatch operation in the CRD at the South Island Police Dispatch (EC-VI) facility at 4219 Commerce Circle, Saanich.

Facility Suitability

E-Comm has considered whether there is space at the EC-VI facility to house a consolidated Fire Dispatch operation for the Capital Regional District fire departments.

An initial requirement of six (6) workstations has been identified. This could be accommodated in the current EC-VI facility in one of two locations – the northwest corner of the ECVI operations floor, or the space currently designated as the “staff office”. Either location will require renovation and technical fit-out activities.

Transition Process – Milestones, Timeline, & Considerations

The following is a description of the process that should take place in order to properly prepare and execute a transition:

1) **LETTER OF INTENT** – Once a decision is made to proceed with scoping and feasibility, E-Comm would seek a letter of intent from the CRD. This is an important milestone as it will ensure that E-Comm is proceeding under authority from the CRD and will establish the basis of a cost-recovery mechanism for any funding or resourcing required to complete the next steps in the process.

2) **DISCOVERY, FEASIBILITY, & SCOPING** – Once a LOI is provided, the next stage of the process would be to engage in an in-depth discovery activity. This discovery process would lead to a detailed feasibility analysis which would capture enough information to determine the scope of services, and speak to the requirements of a transition plan. A complete modelling of a full scale CRD Fire dispatch operation will require a much deeper level of discovery than has been completed to date.

In order for a full proposal to be developed, a substantial discovery process would need to occur in order to fully capture and document details of each current CRD Fire
Agency’s operating model. This would include a detailed review of SOPs and business processes – identifying areas for consolidation and harmonization of policy, as well as agency specific or unique workflows. From a data perspective this also means collection of detailed data for each constituent agency. This would include (but not limited to) items such as:

a) Event volumes by hour, by month, and by year.
b) Call volumes for emergency calls (downstreamed from 9-1-1) and non-emergency (10-digit dialed) and administrative calls by hour, by month, and by year.
c) Copies of each agency’s response plans by event type.
d) Copies of each agency’s SOPs.
e) Information on current staffing arrangements and target staffing level determination (is achieving NFPA a consideration?)
f) Descriptions of each agency’s workflow.
g) Complete understanding of each agency’s operational model.

3) **ESTABLISH A TRANSITION DATE AND TIMELINE** – This step would involve utilizing all the information gathered during the previous phase in order to establish a target timeframe for transition. Establishing a target timeframe for a transition is key to establishing a project plan.

4) **CREATION OF A PROJECT PLAN** – E-Comm would utilize project management resources to establish a transition project timeline based on the desired model and will be highly dependent on the discovery activity described above.

5) **PROPOSAL AND SERVICE AGREEMENT** – Once the requirements are known, the operational model and the scope of services is agreed to, the requirements will be consolidated into a proposal document that will outline both timeline and costs, as well as describe the proposed operational model. This will form the basis of the agency specific Service Agreements which would then need to be executed. The execution of a Service Agreement is a vital milestone as it provides a cost recovery mechanism and authority for E-Comm to proceed with a transition project.

6) **TRANSITION PROJECT** – Once a Service Agreement is executed a detailed project plan would be finalized and a project team established. The physical transition project would begin with a “kickoff” meeting and proceed through to a “go-live” phase.

A transition timeline can be established once the first three phases of work, listed above, are completed. However, using experience from previous transitions, it is possible to estimate the general timeframes in which this process could proceed. A conservative estimate is that it would take a minimum of two years before an E-Comm managed CRD Consolidated Fire dispatch operation could be operational.
Caveats and Assumptions

The following list contains the assumptions and guiding principles regarding the implementation and operation of an E-Comm-run consolidated Fire dispatch operation for the CRD:

- **Union** – currently CUPE Local 873
  - All transitioning personnel would have to transition to CUPE, Local 873. A second union would present significant management challenges and will not work for E-Comm.
- **Security Requirements**
  - All staff would require a security clearance.
- **Location**
  - There is sufficient space at the ECVI building (4219 Commerce Circle), however renovations would be required.
  - Operating a Fire dispatch function out of another location in the CRD is not a viable option for E-Comm due to the challenges to manage and supervise a standalone work force.
- **Consolidated and documented policies and procedures**
  - These would need to be created for each agency.
  - These would also need to match the E-Comm standard.
- **Transition costs/planning**
  - Would include any recruitment and training that was required ahead of time to ensure appropriate staffing.
  - This is by no means the only transition cost that would exist; hiring staff ahead of time could be a significant cost depending on how many staff are required.
- **Training**
  - Work would need to be conducted ahead of time to prepare an appropriate training program for likely new hire employees.
- **Staffing**
  - Requirements and service level reporting would be on a consolidated basis as a consolidated dispatch group.
- **Leadership/Management**
  - Leadership positions (supervision and management) would need to be funded.
  - Completion of CREST radio system modernization (all agencies transitioned to new P25 system, including Gulf Islands, Sooke, etc.)
  - Harmonization of radio talk group plan to conform with E-Comm dispatch/tactical standard (per NFPA 1221).
  - The radio system to support fire dispatch needs to be fully featured, e.g. alert tones, etc.
We would need confirmation that the CREST talk groups are fully implemented with full features including shared talk groups for all agencies across the region.

- Service Levels
  - We would will build our staffing on targeting the NFPA standard.
  - These would need to be broadly agreed prior to a service agreement and formal quote.

- Urban/Career Fire Agencies
  - The urban/career departments would need to be managed on our CAD and our fire hall alerting system (currently Locution).
  - Mobile data terminals would also be recommended.

- Secondary Tasks
  - Functions such as after-hours call answer for engineering or other services will require clarification and separate costing to be agreed.
  - In a similar way, public works calls would need to be identified, costed and agreed.

- Feasibility Study costs (if applicable)
  - If any feasibility studies are to be undertaken these will need be identified and a funding source identified.

- CAD
  - All agencies would be dispatched using E-Comm’s Hexagon Fire CAD system.

- Fire Hall Alerting
  - CREST paging system replacement/modernization to be identified (volunteer and composite departments).
  - We assume that CREST can provide a Fire Hall alerting solution that needs to be integrated with E-Comm CAD.
  - An automated Fire hall alerting system for career departments/firehalls is preferred; manual alerting/paging will increase labour costs.

- Fire RMS
  - All agencies would be on an E-Comm-hosted, shared RMS.
  - We do not recommend interfacing multiple agency-owned RMS systems to our CAD system.

- Renovations
  - ECVI will require renovation (9-month process minimum).

- Mapping requirements
  - A joint effort with the CRD and the municipalities will be required in order to optimize the efficiency of developing standardized data sets.

- Transition Timing
  - This will be gated by a number of issues including NG911 platform transition (2021-2022).
  - A minimum of two years to completion of operational transition is expected.
Hi Shawn, here is my comment:

1. I highly recommend that the E-Comm discovery, feasibility, and scoping process be supported, and that it happens in an effort to determine the capital and operating costs associated with the required use of the E-Comm CAD, RMS, and Locution for automated alerting for all 26 fire departments in the region.

Thanks,

Chris
July 11, 2019

Planning and Protective Services Committee  
c/o Shawn Carby  
Senior Manager, Protective Services  
Capital Regional District  
625 Fisgard Street  
Victoria, B.C.  
V8W 2S6

Dear Mr. Carby,

This letter is in response to the draft report “Process and Steps to Create a Unified Fire Dispatch in the new South Island 911/Police Dispatch Center” as circulated on June 27th, 2019. Upon reading the draft report there are several items that we would like to bring to your attention:

- The Colwood Fire Department has been and is still supportive of the concept of a regional fire dispatch center. We were optimistic that this would happen in the fall of 2017 when a proposal was brought forward for consideration to the area Fire Chief’s and Chief Administrative Officers. Unfortunately, there were concerns regarding costs and the governance model which resulted in several area fire departments proceeding to a Request for Proposal process to verify market costs. This competitive process resulted in five area fire departments moving to the Surrey Fire Dispatch Center as their new dispatch provider in 2018. The Colwood Fire Department is extremely happy with this contract arrangement and will not be changing service providers.

- As part of the Request for Proposal process undertaken in 2017 the five area fire departments evaluated all of the items that you reference in your conclusion; including economies of scale, staffing levels, technology, facilities, administration, costs to tax payers, next generation 911 requirements, governance, service delivery models, and customer support. The recommendation to use $50,000 to conduct a discovery, feasibility, and scoping study for a regional fire dispatch center is not warranted as the five area fire departments that moved to Surrey Fire Dispatch have just completed this process and evaluation.
• There is a question about the optics, objectivity, and process of the recommendation to award a contract of $50,000 to perform a discovery, feasibility, and scoping study to the company that would potentially be providing the service. An open Request for Proposal process could potentially provide the same information at no cost.

• Currently there are 17 of the 26 area fire departments that use the CRD Regional Fire Dispatch Center managed under contract by the Langford Fire Department. The City of Victoria has recently entered into an agreement to use this facility for dispatching their department. Five area departments have concluded a Request for Proposal process and moved to Surrey Fire Dispatch. This leaves three fire departments within the region that would potentially benefit from the recommendation if approved. This does not make any sense from a business case or cost perspective as the CRD already operates a regional fire dispatch center. If there is a desire of the CRD to move forward on this issue then it should be supporting and augmenting the service it already provides.

The Colwood Fire Department would have preferred to have had the opportunity to discuss this item at length in person as there are many items and considerations that we have not been able to express in this letter. We do appreciate that you are bound by the wording in the original motion and direction given to staff but please be aware that the Colwood Fire Department is **not** in support of the recommendation to;

*Support the submission of an Initiative Business Case of $50,000 for the 2020 Legislative and General Services budget to include the time and costs necessary for E-Comm to complete a discovery, feasibility and scoping process for inclusion in the CRD Protective Services 2020 service plan.*

Respectfully,

John Cassidy
Fire Chief

Cc Rob Martin, Colwood Mayor
Chris Pease, CAO
East Sooke Fire is happy with the service provided by Langford Dispatch and would not support a change.

Kind regards,

Falk Wagenbach
Deputy Chief

East Sooke Volunteer Fire Department
6071 East Sooke Rd.
East Sooke, B.C. V9Z 0Z8
Office 250-642-4411
Fax 250-642-6964
Cell 250-818 4266
deputy.chief@eastsookefire.ca
July 08, 2019

Shawn Carby,
Senior Manager
Capital Regional District
Planning and Protective Services
625 Fisgard Street
Victoria BC V8W 1R7

Dear Mr. Carby,

I am writing you today in response to your recent request to provide comments for your staff report that will be presented to the Planning and Protective Services Committee on July 17, 2019.

I wish to offer the following comments on the concept of creating a single, Unified Fire Dispatch in the South Island 911 and Police Dispatch Center:

1. I fail to understand the rational of other officials taking a top down direction (such as within the 2019-2022 CRD Corporate Plan to unify fire dispatches, or the Saanich Council Motion) without the demonstrated need from fire service leaders.

2. Improving both interoperability and service delivery is a goal of the Esquimalt Fire Department along with many other departments in the region. The staff report alludes to the fact that a common fire dispatch is required. This is incorrect. We can point to many recent examples of how like-minded fire departments and dispatch agencies have collaboratively worked together to improve services while reducing costs.

3. Along with several other fire departments, we recently went to a competitive Request for Proposal process to select a new dispatch provider. Based on those responses we selected a new provider that has improved our service and controlled our costs. As noted in the "E-Comm attachment" to your staff report, assumptions of CREST, CAD and Alerting have been made that will undoubtedly drive costs up for all potential clients, especially in smaller departments who are not required or want additional dispatch or technology features.

4. It appears that the Capital Regional District (CRD) is attempting to create a "new" regional model for the Greater Victoria area when the CRD already maintains a regional dispatch function with the Langford Fire Department. What new cost savings or improvements to the current model will be realized? Competition in the market place already exists and this proposed unification of dispatch will provide a duplication of services and will create a less competitive environment for those potential and willing clients. My question to you is which fire departments are currently unhappy with their
present service provider? And if they are unhappy, why don't they select a proven alternative dispatch rather than this unproven proposal?

5. It appears that the E-Comm proposal is a one size fits all approach. Each regional and municipal department has differing operational needs. Our current dispatch provider provides excellent customer service and flexibility to our operational needs. This attachment clearly indicates that this will not be an option. As you are aware, the departments in the region range from urban to rural and career to volunteer staffing models, all with unique needs. I fail to see the value in a one size fits all approach.

6. I am astonished by the proposal of “Alternative 1” to use $50,000 of tax payers’ money to provide a detailed business case for the discovery, feasibility and scope development for a regional fire dispatch by E-Comm. Engaging a potential proponent to create a model that they may be competing for, or be the recipient of a sole source award, is a direct conflict of interest.

7. National Fire Protection Standards (NFPA 1221) are an important deliverable to the safety of our community in Esquimalt. The E-Comm attachment clearly illustrates that services would target the standard with no certainty or guarantee of deliverables.

8. I understand that by way of Notice of Motion to the Planning and Protective Services Committee, the District of Saanich Councilors on April 17, 2019 has asked for this report and a potential business case for a Unified Fire Dispatch. I am not aware of any limitation that prevents Saanich from conducting a feasibility study for their own costs or to engage E-Comm to provide fire dispatch services. E-Comm provides services for many fire departments across the province and continues to hold an exclusive relationship with the Saanich Fire Department.

In summary, I cannot support the exploration of a Unified Fire Dispatch model as presented in the report especially with the conflict of interest, lack of need from the other chiefs and the proposed cost.

Respectfully,

C.A. (Chris) Jancowski, MA, CFO, MiFireE
Fire Chief,
Esquimalt Fire Department
Mr. Shawn Carby  
Senior Manager Protective Services  
625 Fisgard St  
Victoria, BC V8W 1R7  

Dear Shawn,  

RE: Report to Planning and Protective Services Committee on Steps to Create a Unified Fire Dispatch  

Thank you for the opportunity to comment on your report for the July 17, 2019 meeting regarding fire dispatch.  

While I recognize that the scope of the motion was narrow and focused on the relevance of only E-Comm being the service provider for a unified fire dispatch and thereby limiting the discussion, the overall intention of the report is to establish a regional fire dispatch center. The CRD has already established a regional fire dispatch center and the CRD Regional Fire Dispatch Center has been providing the same service to the region that this report is advocating creating operated by the City of Langford as the service provider. Currently 17 of the 26 area fire departments are utilizing the CRD Regional Fire Dispatch Center and recently the City of Victoria has entered into a partnership agreement to co-locate their Fire Dispatch Center into the CRD Regional Center to provide new opportunities to unify our centers.  

The motion therefore to spend $50,000 to have E-Comm complete a discovery, feasibility and scoping process for a unified fire dispatch is not necessary as this service already exists. The model in which the CRD Regional Fire Dispatch Center operates under is cost-recovery based on the service levels agreed to in regular meetings by all clients. Costs are shared between clients and it is governed by CRD Bylaw 3854. The discussion in the report therefore should be advocating expanding the current existing regional model rather than exploring options to create a new one.  

The CRD Regional Fire Dispatch Center has worked hard to provide a service that meets the needs of the individual fire departments, regardless of size or make-up, to ensure that all departments can respond to public safety emergencies. The model allows for feedback to be able to make changes based on the changing nature of the fire service so that we are reactive to what our clients require. Most third party providers have a rigid contract and any changes are at an additional cost thereby providing only a base level of service.  

There is also the consideration of all the men and women who currently operate the existing CRD Regional Fire Dispatch Center as well as those from the other local centers. The report indicates that E-Comm could operate the unified system, but employees would be under CUPE 873 Collective Bargaining Agreement. If this is true then this would likely cause job loss to the current IAFF employees who have established a
standard that provides for the highest level of excellence for fire dispatching. Any new provider would not have the experience, knowledge, relationships and proficiency in dispatching the local fire departments as the existing staff do. I am proud of my staff and they excel in what they do and what they have achieved in the last 30 years as the areas fire dispatch provider. They all serve this region with professionalism, dedication and integrity and I would not support any change that would move away from using these outstanding people as my dispatch operators.

As demonstrated with the new partnership agreement with the City of Victoria, we as Fire Chiefs are demonstrating a desire to work together, to form new relationships and find opportunities to provide efficiencies and collaborate operationally. This new relationship between Langford Fire Rescue and Victoria Fire Rescue greatly enhances fire dispatch in the regional by consolidating our centers and provides a framework to provide unified fire dispatch services to all in the region who wish to sign on to the existing service. It is expandable, it is cost effective, it is adaptable to the needs of the clients and it is the preferred choice for Langford Fire Rescue for this region.

With most of the fire departments already clients of the CRD Fire Dispatch Center, the disruption of service, new infrastructure required, changes to the service levels as well as possible compensation to Saanich for release of its exclusive right to provide E-Comm fire dispatch services to the CRD would all create significant costs in moving forward. It would be far more cost effective to have the remaining fire departments move to the existing CRD Regional Fire Dispatch Center should they be looking for a new provider which could accommodate the rest of the region’s departments.

Therefore Langford Fire Rescue does NOT support the staff recommendation “for submission of an Initiative Business Case of $50,000 for the 2020 Legislative and General Service’s budget to include the time and costs necessary for E-Comm to complete a discovery, feasibility and scoping process for inclusion in the CRD Protective Services 2020 service plan.”

Sincerely,

[Signature]

Chris Aubrey
Fire Chief, Langford Fire Rescue
July 8, 2019

Shawn Carby
Senior Manager Protective Services
Capital Regional District
625 Fisgard Street
Victoria, B.C., V8W 2S6

Re: Unified Fire Dispatch

Dear Mr. Carby,

I appreciate the additional time you have provided for us to send our comments on your report. I would suggest the time provided is still not sufficient for us to give your request a fulsome consideration, including a full review with the Greater Victoria Fire Chiefs association, staff and our elected officials. In the absence of the time needed for a full review described above, I offer the following comments at this time:

- We are always looking for the most cost effective, and high-quality services for the residents of North Saanich. Our Council, like many municipalities in the region, has procurement policies in place that set out the process for determining, and selecting services. As you are aware, the District recently undertook a procurement process for Fire Dispatch services. Although we are always open to exploring options, the District was able to find a quality service provider at a competitive cost though that recent process.

- Attaining a collaborative and cost effective dispatch service for the Capital Region is supported throughout the local fire services. How we get to this goal needs to be thoroughly discussed and a comprehensive needs analysis is needed; the region’s municipal fire departments require different levels of service and technology. This of course if it is identified as a required need.
• I would suggest the funds for this proposed exercise be used to hire a professional communications technology consultant to consider the needs of every Department in the region and electoral areas. This would help determine if and how a unified dispatch could be possible, including where it should be located geographically and the financial implications. Given ECOMM would likely be a proponent for a regional dispatch service, I would suggest an independent consultant would be more appropriate and better suited for this task.

• We were informed in November 2017 that ECOMM did not have the necessary space in their South Island Communications Center for a Fire Dispatch operation and that it was to be a police consolidation only. I question how that might have changed.

In closing, North Saanich believes regional collaboration is positive if identified as a need and is able to save money, however we very recently underwent an official procurement process, compliant with Council’s policies and that we were able to find a cost effective, quality service solution for the District’s fire dispatch services. I would suggest that if there is a strong desire to pursue a regional dispatch, it will need to be done in a more collaborative and transparent way in order to explore the real possibilities of a cost-effective service that could meet the needs of all.
North Saanich does not support the motion of $50,000 or the recommendations that were made for the reasons outlined above.

Respectfully,

John Treford
Director of Emergency Services
July 9, 2019

Dear Mike Hicks

I understand that the CRD is considering spending $50,000 to investigate the feasibility of contracting E-Comm to provide Fire Dispatching services to all the Fire Departments in the CRD Region.

Given the many challenges that we are facing with E-Comm having recently taking over 911 dispatching in the CRD Region, I would strongly suggest that this is not a good time to consider a unified Fire Dispatch provided by E-Comm. If CRD has $50,000 available to spend, then those resources should be spent on repairing the considerable shortcomings of the E-Comm 911 dispatching in our region.

The Otter Point Fire Department is very satisfied with the dispatching service provided to us by Fire Dispatch in Langford. The level of services we receive is excellent. The management and staff of Fire Dispatch in Langford are always available to resolve any issues or concerns that may arise. The local knowledge of local dispatchers is also a tremendous asset.

For these reasons, I strongly suggest that we do not waste time or resources considering moving to a unified Fire Dispatch with E-Comm.

Thank you for considering our opinion.

Regards
John

John McCrea, Fire Chief
Otter Point Fire Department
Port Renfrew fire department is quite happy with Langford dispatch and why spend a pile of money to fix something that is not broken

Thanks Dan Kuzman. Fire chief

Sent from my iPad
July 10, 2019

Shawn Carby
Senior Manager, Protective Services
Capital Regional District
By Email: scarby@crd.bc.ca

Dear Mr. Carby

RE: Report to Planning and Protective Services Committee – “Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre”

I am writing in response to your correspondence dated June 27, 2019 requesting comments from area Fire Chiefs on the above subject matter and draft staff report to be considered by the CRD Planning and Protective Services Committee (PPSC) at their meeting of July 17, 2019.

The Saanich Fire Department wholly supports consolidation of fire dispatch services in the Capital Region and moving towards a one facility/service provider model. The economies of scale including but not limited to the financial and operational efficiencies achieved by consolidation of the current fire dispatch services in the region are significant and would result in a much higher level of service collectively for all residents of the Capital Region.

At present, it is my professional opinion that the delivery of fire dispatch services in the Capital Region has become more fractured, and is less efficient more so now than it has ever been. Previous studies commissioned by the CRD and other stakeholder organizations had recommended consolidation options for fire dispatch services in the region moving from three service providers down to two, and potentially to one over the long term with the necessary supports and system redundancies being in place. Contrary to these studies and recommendations, the region has now seen an increase from three fire dispatch providers to four, which has further eroded efficient and effective dispatching and delivery of fire services.

The complexity and challenges resulting from multiple fire dispatch agencies in the Capital Region are considerable and impactful. There are a number of well documented incidents in the region, more so of late, of service delays resulting from misdirected fire emergency call
transfers, unnecessary relaying/bouncing of emergency call information between fire dispatch centers, increased lack of response area familiarity and coordination between dispatch agencies, and deterioration of interoperable radio and telephony communications between fire departments. The end result in many instances has been an unnecessary delay in dispatching and arrival of emergency personnel beyond acceptable service delivery standards at a time when residents need emergency services the most.

The benefits of consolidating existing fire dispatch service providers and having a single regional fire dispatch service are significant including but not limited to:

- Maximize public and fire responder safety by ensuring call processing and dispatching are completed in a single centre and comply with NFPA fire dispatch staffing requirements and call processing times
- Achieve staffing efficiencies by ensuring fire dispatch for the Capital Region can meet peak call volumes for respective fire departments as well as ensure surge capacity for a major emergency or disaster can be managed
- Provide state-of-the-art Computer Aid Dispatch (CAD) and supporting systems technology for all phases of call taking and dispatching and enabling fire departments to share a common operating picture and operating plan for any event in the region
- Maximize responder safety by ensuring an agreed talk group plan to assign responding units Command and Tactical talk groups that are programmed into all radios and that all responding fire departments will interoperate using
- Ensure business continuity and disaster recovery includes complete redundancy in terms of an alternate dispatch location that is regularly tested to ensure full functionality
- Provide appropriate training and oversight of all personnel providing fire dispatch service with documented regular reporting to a User Committee representing both the fire departments receiving the service and the CRD
- Achieve significant economies of scale in the areas of staffing, technology, facilities, supervision and administration resulting in best value for service and tax dollars.

In consideration of a unified fire dispatch it is critical that elected officials and senior regional and municipal staff understand and consider the implementation of the Next Generation 911 system (NG911). The CRTC has mandated that the 911 system transition from voice only capability to be able to communicate with multiple communication technology mediums and devices anywhere, anytime, to deliver emergency services to citizens. The national timeline for NG911 establishes key dates of January 2021 for implementation of text to 911 capability and 2023 for implementation of NG911 data and multimedia services.

The benefits of NG911 to ensuring 911 services are seamless and can be relied upon in any emergency or major disaster anywhere within the province are significant. Similarly, the wave of NG911 financial and technological implications for service provider agencies, including local and regional governments, are imminent and require careful consideration. Consolidation of 911 and dispatching services for Police, Fire, and Ambulance is proven to be more efficient and provides significant financial, operational, and technological economies of scale and is mitigating to the significant NG911 financial impacts looming over service provider agencies and organizations.
With respect to delivery of fire dispatch services in the Capital Region, it is understood that the intent of the CRD staff report is to secure funding to conduct a feasibility study exploring the option of an operating agreement with E-Comm to deliver consolidated fire dispatch services out of the new E-Comm South Island 911/Police Dispatch Centre. As a recipient Department of E-Comm technology services, Saanich Fire can speak with confidence to the quality of fire dispatch technology and support services it receives contractually from E-Comm. Saanich Fire has benefited considerably from the E-Comm shared services approach to fully supported and redundant Tier 1 fire dispatch technology and support services and has further become a participant in the E-Comm NG911 telephony system.

The initial assessment document provided to the CRD by E-Comm details numerous caveats and assumptions for a unified fire dispatch. For Saanich Fire, transitioning from receiving fire dispatch and technology support services only from E-Comm to receiving full fire dispatch services raises many questions that require answers. It will be incumbent upon E-Comm to provide a compelling business case that outlines a service delivery model inclusive of detailed operating and capital costs that will provide equal or better fire dispatch services to Saanich residents for the same or less money. More importantly, an E-Comm business case for a unified fire dispatch will only succeed if it can garner the collective support of area fire chiefs and their respective elected officials.

In response to the E-Comm Initial Assessment Memorandum for CRD Consolidated Fire Dispatch and the accompanying CRD staff report to PPSC, I would point out that there are other viable options for consolidated fire dispatch services in the Capital Region that should be explored in detail. As such, consideration of a regional fire dispatch should not just be limited to an E-Comm service being delivered from the new South Island 911/Police Dispatch Centre.

There is a strong business case and rationale to consolidate the existing fire dispatch services provided by CRD/Langford, Saanich, and Victoria into one entity delivering regional fire dispatch services from a mutually agreeable location/facility in the Capital Region. A consolidation of this nature could capitalize on the existing E-Comm/Saanich technology and support services agreement while utilizing existing fire dispatch systems and technology infrastructure and experienced staff currently employed with the respective fire dispatch service providers. It is my professional opinion that such a model will prove out to be considerably more cost effective and provide a higher level of service to that of a new unified fire dispatch service delivered by E-Comm out of the new South Island 911/Police Dispatch Centre.

Thank you for the opportunity to review the draft staff report to the PPSC and to provide comments. We are supportive of the recommendation and funding request proposed; however, we would ask that Committee give consideration to expanding the scoping process to consider other business case options, including the consolidation of fire dispatch services currently provided by CRD/Langford, Saanich, and Victoria.
Sincerely,

Michael Burgess
Fire Chief

MB/mr

cc:  His Worship Mayor Fred Haynes and Council, District of Saanich
     Paul Thorkelsson, CAO, District of Saanich
Langford dispatch has served us well over the years, I have always been of the view that if it is not broken do not try to fix it. It seems like every time we try to move to some new system for whatever reason it costs us nothing but money and headaches in the long run. Why change what works well for the unknown.
TO:        Shawn Carby
FROM:    Brett Mikkelsen, Fire Chief
DATE:    July 5th, 2019
SUBJECT:  July 17th, CRD PPSC Meeting

Mr. Carby,

As requested, comments in response to the draft CRD staff report “Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre” circulated to fire chiefs on June 27th, 2019.

- Direction to draft a report detailing the “Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre” was issued on April 24th, 2019. The initial provision of only five working days for Fire Chiefs to review and provide feedback seems more a gesture of placation than a genuine effort to consult and collate stakeholder feedback.

- Alternative 1: $50,000.00 in CRD funds from the 2020 Legislative and General Service’s budget for E-Comm to complete a discovery and scoping process. The proposal is to pay the pre-selected sole source vendor a fee to provide an “accurate” estimate of costs. At the conclusion of a $50,000.00 tax funded scope of work exercise, how accurate will the estimate be? Will the accuracy be within a 5% range, a 10% range?

- The listed caveats and assumptions included in the E-Comm memorandum are extensive and will have significant cost implications. Will the CRD staff recommended vendor bid analysis (tax funded) detail these costs in the cost estimate or will these remain at the CRD’s (participating Fire Departments) risk?

- E-Comm memorandum states staffing levels would target the NFPA standard. This is unacceptable, full compliance with NFPA 1221 must be achieved at the outset.

- Staff report states “The 2019-2022 CRD Corporate Plan identified the unification of fire dispatch services in the region as a corporate initiative”. I found this interesting as I could not recollect the Greater Victoria Fire Chiefs (GVFCA) being consulted or solicited for input to this CRD corporate initiative. Were Southern Gulf Islands, Juan de Fuca, or the Salt Spring Fire Chiefs consulted?
Pursuance of a cohesive, unified, and cost-effective fire dispatch model is a goal all CRD fire dispatch stakeholders can support. This is achieved based on individual fire departmental requirements and needs, and is understandably what has currently necessitated multiple CRD fire dispatch providers. For example, the dispatch requirements for the City of Victoria Fire Department, including RMS, mapping, CAD, and station alerting differ greatly from the requirements of the Piers Island Fire Department, who responded to a total of 15 calls in 2018.

Staff report states “The consolidation of fire dispatch services into a regional service delivery model could potentially decrease response times, improve public safety, and would create a number of economies of scale in the areas of staffing, technology, facilities and administration resulting in best value for tax dollars”. Sidney recently entered into a dispatch model that has increased public safety by way of full service dispatch, fully supported modern RMS, and seamless dispatch integration with North Saanich Fire on auto aid structure fire responses for approximately 50% of our previous dispatch provider costs.

Improving interoperability amongst bordering municipalities and fire mutual aid departments is a key deliverable for elected officials and fire service leaders. However, the narrative that this can only be achieved with a geographically local unified fire dispatch center is false. If the real rationale for this initiative is to benefit resident taxpayers and improve public safety I respectfully recommend the $50,000.00 to fund a sole vendor bid analysis be re-allocated; to fund a communications consultant (selected in cooperation with stakeholder Fire Chiefs) to identify options to improve communications interoperability amongst CRD bordering and mutual aid fire departments.

Best Regards,

Brett Mikkelsen, PMP
Fire Chief, Emergency Management Coordinator
July 9, 2019

Planning and Protective Services Committee
c/o Shawn Carby
Senior Manager Protective Services
Capital Regional District
625 Fisgard St., Victoria BC
V8W 2S6

Mr. Carby,

Re: Unified Fire Dispatch

At the April 17, 2019 Planning and Protective Services Committee (PPSC) meeting a Notice of Motion was introduced for staff to report on the process and steps to create a unified fire dispatch centre in the new South Island 911/Police Dispatch Centre operated by E-Comm.

Included in the motion was the opportunity for area Fire Chiefs to provide comment before the report comes back to the Planning and Protective Services Committee. As such, the Victoria Fire department offers the following in response to the motion, the written submission from E-Comm, and the resultant draft report.

The Victoria Fire Department is in a unique position to offer our perspective as the only Fire Department in the Region operating a dispatch centre exclusive to our own service delivery model and independent from contractual obligation with a third party. Over the span of several decades the Victoria Fire Department has thoroughly investigated multiple options in an effort to identify efficiencies and improvements to the dispatching function of our operations. As a result, the Victoria Fire Department and the Langford Fire Department committed to a collaborative partnership which will co-locate each of their dispatching functions in a single centre. This partnership supports the concept of further integration of Fire Dispatch services in the CRD and the system will “go live” on July 25, 2019.

The following is a summary of observations from the E-Comm written submission and the CRD Draft Report.

- A suitable Regional Fire Dispatch Centre already exists.
  - The CRD, under Bylaw 3854, established a service for providing emergency communications dispatch in 2012.
  - The CRD is currently providing that service through contractual agreement with the City of Langford. The Bylaw, and the associated contract, provide an existing framework for a unified Fire Dispatch within the CRD.
- Quarterly fire dispatch user group meetings provide regular input to the CRD to ensure service expectations are being addressed and the service performance meets or exceeds emergency call processing standards for fire dispatch.

- **Union - Labour Relations**
  - A transition to E-Comm would require an application to the Labour Relations Board for sole bargaining unit rights under CUPE, Local 873. The IAFF would have opportunity to make application for successor rights for current IAFF employees who would transition or, potentially, face job loss.
  - CRD Fire Dispatch, Victoria Fire Dispatch, and Saanich Fire Dispatch employees are all presently represented by the IAFF.
  - Langford Fire and Victoria Fire Dispatch have successfully agreed to co-location of services with no resultant job loss, grievances, or other labour relations concerns.

- **Location**
  - The existing CRD Fire Dispatch centre is located in a purpose-built post-disaster building located in Langford Fire Hall #1.
  - The CRD Fire Dispatch centre is able to accommodate mobility challenged persons. The dispatch centre is located on the ground floor of the building and the doorways, washrooms and accommodations are in place to support all employees.

- **Operational Items - Technology**
  - A transition to E-Comm would require installation and implementation of Locution Software fire hall alerting. While effective, this would come at a significant cost to local departments/municipalities.
  - After hours call answering and Emergency Public Works calls are currently provided under the existing dispatch functions. E-Comm would require "separate costing" to perform this service.

- **Transition Timing**
  - The transition of Victoria Fire Dispatch to Langford Fire Hall #1 was conceptualized, planned, and executed in less than 6 months.
  - No renovations are required at the existing CRD dispatch centre.
  - E-Comm would require a nine month renovation process and a minimum of two years to transition the service.
  - Transitional processing was established through agreement with the City of Langford and advisement to the CRD in March of 2019. Should the CRD now be changing direction with regard to support of a regional fire dispatch service, notification should be provided immediately.

- **NFPA 1221**
  - The technology, computer aided dispatch platforms, radio systems, and records management systems currently in use by both CRD Fire Dispatch and E-Comm are NFPA 1221 compliant.
  - Effective July 25, 2019, both E-Comm and the CRD Fire Dispatch centre will meet NFPA 1221 compliance with respect to staffing.
• **Scope of the Motion and Recommendation**
  - The scope of the motion limits service delivery of Fire Dispatch for the region to a single physical location and as such, a single service provider, E-Comm.
  - The recommendation from staff is to allocate $50,000.00 to provide funding for a single corporation to provide a cost analysis to the CRD for their (E-Comm’s) sole benefit.

• **Radio Infrastructure - CREST**
  - E-Comm is the managing authority for radio infrastructure on the Lower Mainland and charges all users of the system an access fee.
  - CREST is the managing authority for radio infrastructure in the CRD which E-Comm and other dispatch agencies have recently joined; economies of scale through reduction of municipal levies have not been realized with the addition of these large user groups.

• **Governance and Fees**
  - The cost for participation in the CRD Fire Dispatch Service is based on a “cost recovery” approach and the funds are requisitioned pursuant to the authority the CRD has to provide enhanced 911 services.
  - “Common” or “shared” services under the CRD Bylaw are jointly funded through a clearly defined funding model. Members are not requisitioned for services they do not require or receive.
  - The CRD Regional Fire Dispatch operates under a clearly defined governance structure which is supported by the Victoria Fire Department.
  - Previously investigated E-Comm costing includes a 4% annual increase through 2021 representing a 16.98% increase in indirect costs.

The Victoria Fire Department continues to support the concept of an NFPA compliant unified Fire Dispatch Centre that meets the operational needs of its member departments through clearly defined governance and fiscal responsibility.

The CRD has an existing Regional Fire Dispatch Centre which is capable of supporting all member municipalities in the CRD. With the migration of Victoria Fire Dispatch to Langford, the Victoria Fire Department is committed to continued work within this existing framework to further identify future needs and opportunities for improvement and integration based on a comprehensive review and analysis of costs, effective response, and efficiencies.

Therefore, the Victoria Fire Department does NOT support the staff recommendation “for submission of an Initiative Business Case of $50,000 for the 2020 Legislative and General Service’s budget to include the time and costs necessary for E-Comm to complete a discovery, feasibility and scoping process for inclusion in the CRD Protective Services 2020 service plan”

Sincerely,

Daniel Atkinson  
Deputy Fire Chief  
Victoria Fire Department

V:\Admin\Correspondence\Unified Fire Dispatch.docx
July 8, 2019

Shawn Carby
Senior Manager Protective Services
Capital Regional District
625 Fisgard St., Victoria, BC, V8W 2S6

Re: Unified Fire Dispatch

Dear Mr. Carby,

I read with interest the report from your office and the motion from Saanich to explore the creation of a unified Fire Dispatch, located exclusively at E-COMM Victoria.

As Chair of the Greater Victoria Fire Chiefs Association, I can advise that the Greater Victoria Fire Chiefs have not identified or concluded that an actual problem exists with the current fire dispatch model.

The original motion by Saanich and your subsequent report infer that consolidating the dispatch at E-COMM will benefit the region. Although we are supportive of regional approaches and consolidations of service, as evidenced by several initiatives in which View Royal is involved, we have concluded that any form of consolidation of services must ensure an improvement in service and/or significant cost savings. View Royal Fire does not support the motion, or your recommendations as presented in your report to the PPSC.

Details of the motion, and your recommendation, indicate that the CRD PPSC will be approving a $50,000 payment to E-COMM to study the feasibility of E-COMM providing the exclusive fire dispatch service to Greater Victoria based out of the E-COMM facility in Saanich. A lucrative arrangement for E-COMM.

Based on your procurement statements, E-COMM will be the sole entity on a contract providing dispatch service. There are several other agencies in the Province that provide Fire Dispatch services to multiple clients and at significant savings to those agencies. As you are aware, Saanich and E-COMM share an exclusive contract for the provision of services related to fire dispatch for the Vancouver Island, a contract that was renewed in
2017. We are satisfied with current dispatch arrangements over either of these providers. When a unified fire dispatch is warranted, a formal competitive procurement process should be used.

The statements and conclusions included in your report and E-COMM’s letter are vague at best with respect to E-COMM’s ability to provide a compliant service from the center in Victoria. It is my understanding that ECOMM is considerably understaffed with respect to 911 call answer services resulting in a high percentage of calls being answered at their Vancouver center. Further, I understand that ECOMM intends on expanding its 911 call answer capabilities in Victoria which would occupy the space that has been suggested to be used as Fire Dispatch.

The CRD strategic plan speaks to “Increased political impetus to move to a regional fire dispatch model”. This described under the Sub Regional Services, Fire Dispatch function. We understand that the current CRD function is limited to the existing profile of dispatch of small communities in unincorporated areas.

It is important to clarify that the CRD already has a regional dispatch service in place which is contracted to the City of Langford. I am confident Langford could accommodate additional fire departments in the region. Approving funds to study the unification of fire dispatch in a sole source contract with E-COMM is not warranted or a responsible use of funds.

Yours truly,

[Signature]

Paul M Hurst M.B.
Fire Chief
Town of View Royal

CC: Greater Victoria Fire Chiefs
    Mayor David Screech
    Kim Anema, CAO, Town of View Royal