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REPORT TO ELECTORAL AREAS COMMITTEE MEETING OF WEDNESDAY, OCTOBER 14, 2020

SUBJECT 2019-2022 Electoral Areas Service Planning

ISSUE SUMMARY

To provide the Electoral Areas Committee with an overview of relevant initiatives undertaken by the Salt Spring Island (SSI) Administration, Southern Gulf Island (SGI) Administration and Juan de Fuca (JdF) Electoral Area Planning divisions to deliver on approved Board Priorities and the Corporate Plan. The report also highlights initiatives to be approved by other Standing Committees and Commissions that directly benefit the three Electoral Areas.

BACKGROUND

The Capital Regional District (CRD) Board completed its strategic planning early in 2019 and approved the CRD Board Strategic Priorities 2019-2022.

The four priorities are:

1. Community Well-being – Transportation & Housing;
2. Climate Action & Environmental Stewardship;
3. First Nations Reconciliation; and
4. Advocacy, Governance & Accountability.

The priorities were confirmed at the annual check-in on May 13, 2020.

The 2019-2022 CRD Corporate Plan is aligned to Board direction. It highlights the initiatives the CRD needs to deliver over the Board's four-year term to address the region's most important needs. Initiatives that directly work towards making progress on addressing the needs of the communities in the Electoral Areas have been identified across all of the Community Needs.

Appendix A *Community Need Summary - Electoral Areas 2021* is a summary of the planned activities for 2021. It contains details about core service levels and performance metrics. No new initiatives to deliver on Board or corporate priorities are proposed this year.

Appendix B *Electoral Areas - Initiatives Progress Report* provides insights into what has been delivered through the 20 initiatives approved last year, across nine Community Needs, for delivery in 2020.

The Service Planning process gathered information necessary to assemble a provisional budget for Committee and Board review. The purpose of this report is to explain how the SSI Administration, SGI Administration and JdF Electoral Area Planning divisional program of work connects to the Board Priorities, Corporate Plan and provisional budget.

ALTERNATIVES

Alternative 1

The Electoral Areas Committee recommends to the Capital Regional District Board: That Appendix A Community Need Summary - Electoral Areas be approved as presented and advanced to the October 28, 2020 provisional budget review process.

Alternative 2

The Electoral Areas Committee recommends to the Capital Regional District Board: That Appendix A Community Need Summary - Electoral Areas be approved as amended and advanced to the October 28, 2020 provisional budget review process.

IMPLICATIONS

Financial Implications

Initiatives identified in the Corporate Plan (including Board Priorities) cannot be undertaken without resourcing. The Board determines resourcing through its annual review and approval of financial plans. To support the Board's decision-making, staff, through the service planning process, provide recommendations on funding, timing and service levels.

During this year's service planning process, staff have been mindful of the fiscal challenges facing the region. No new initiatives to deliver on Board or corporate priorities are proposed this year.

Any budget changes driven by local services are reflected in the Electoral Areas' budgets.

Service Delivery Implications

The Community Need Summary found in Appendix A provides an overview of all work that needs to be undertaken in order to meet regulatory requirements, satisfy Board direction and meet the needs of the communities served by the CRD.

Alignment with Board & Corporate Priorities

Staff have not identified any new delivery initiatives for 2021.

18 of the 20 initiatives approved in 2020 have either been completed or are now part of our core services. Two will start in 2021. No additional budget impacts have been identified.

CONCLUSION

Staff have been progressing initiatives and actions identified in the Corporate Plan, including Board Priorities. The Board determines resourcing through its annual review and approval of financial plans. As per previous years, to support the Board's decision-making, staff are providing recommendations on funding, timing and service levels through the service and financial planning processes.

RECOMMENDATION

The Electoral Areas Committee recommends to the Capital Regional District Board:
That Appendix A Community Need Summary - Electoral Areas be approved as presented and advanced to the October 28, 2020 provisional budget review process.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., General Manager, Integrated Water Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Community Need Summary - Electoral Areas
Appendix B: Electoral Areas - Initiatives Progress Report

Electoral Area

Strategy

Overview

There are three Electoral Areas (EA) in the capital region: Juan de Fuca (JdF), Salt Spring Island (SSI) and the Southern Gulf Islands (SGI). An EA Director is elected every four years by the local communities to represent the area on the CRD Board. In each EA, the CRD provides some of the services of a municipal government, including water, sewage, fire protection, recreation and parks. Community planning and land use regulation services are provided in the JdF EA. In the SSI EA and the SGI EA, the Islands Trust local trust committees have land use planning authority.

Since its inception, the CRD has established many different commissions to assist with service delivery. At present, there are over 60 commissions that assist with a wide range of services, from fire protection to theatre management. Each CRD commission has a unique purpose and there is wide diversity in operational practice that stems from the role of the commission, its governance structure, its relationship to CRD staff and the service that it helps administer.

Strategic Context

Strategies

- [SSI Parks Strategic Plan](#): provide access to quality, safe, diverse, year-round, and inclusive parks, recreation and sport facilities, trails and water access, and deliver recreational programs that enhance quality of life, promote healthy lifestyles, strengthen the sense of community, and connect all residents and visitors with nature, while following environmental best practices.
- Broaden shoulder season tourism, agriculture, food, housing, economic diversity, business efficiency, improve island business core, and build economic support through coordination, communication, and advocacy.
- Establish a Gulf Islands Shared Business Services entity to act as a “single window” point-of-access for local producers, artisans, operators and institutions to obtain information and referral to service providers; act as a “broker” to help obtain favourable rates for services.
- Optimize allocation of resources, support long term financial plans to fund infrastructure renewal/replacement as required to ensure water and sewer systems meet acceptable levels of service, regulatory requirements, and recommendations from asset management plans.

Trends, Risks and Issues

- Support a regional economic development focus to achieve economies of scale by advocating for federal/provincial funding mechanisms.
- Advocate for rural designation within the EAs to ensure rural areas of the CRD qualify for the same provincial and federal grant programs that are available for other rural areas of the province.
- Help local businesses grow and thrive through economic challenges, including Covid-19, by developing entrepreneurial opportunities and establishing shared service offerings to diversify marketing and sales resources, shared labour force pool, coordinated island supply and delivery chain management, distribution and export hub for island products, access to professional services, IT and administrative services, and business skills training.
- Protect and sustain rural island culture through housing strategies and by facilitating ways to implement effective and sustainable year-round tourism destination management practices.
- Address local transportation needs by optimizing integrated transportation opportunities through coordination with BC Ferries and local entities and consideration of service establishment in the SGI EA.
- Stimulate sustainable economic growth and improve community health resilience by improving broadband connections and ensuring access to sustainable broadband networks.
- From a land planning and building inspection point of view, changes to the Building Code, seasonal and weather patterns and building activity cycles related to the economy can all affect the cost and volume of construction projects and therefore processing time for applications and permits.
- Annual changes (increase/decrease) in residential, commercial and industrial construction and the number of building permits and development permits being issued (e.g. as a result of changes in market demand for new parcels of land and changes in land use); existing staffing capacity is redirected to longer-term project work, such as OCP and land use bylaw review, during periods of lower development activity.
- Changes to federal and/or provincial legislation, including changes to public consultation procedures and bylaw enforcement action (e.g. introduction of Cannabis Retail licensing process), have resulted in additional staff time required to process applications and permits.
- Prioritized capital project improvements to water and sewer systems in the EAs.

Services

Core Services Levels	
Service	Levels
<p>SSI Administration</p> <p>Responsible for the administration and management of the SSI Parks and Recreation Commission, Transportation and Transit Commission, Community Economic Development Commission, Fernwood dock; and in collaboration with other CRD divisions, eight local water and sewer service areas, and Liquid Waste Management Commission. The SSI Division is also responsible for planning, organizing, and delivering services for SSI and support to the EA Director through these various service Commissions and Committees.</p>	<ul style="list-style-type: none"> • Implement the economic strategic development plan in areas of tourism, agriculture and food, and build economic support through communication and advocacy, economic diversification, business support, and enhancement and beautification of Ganges and Fulford villages • Assist and coordinate service delivery outcomes and capital infrastructure planning, design, procurement and project management for water, sewer, and liquid waste • Develop active and passive transportation initiatives and services (studies, construction, maintenance, and pedestrian and cycling safety) • Implement transportation infrastructure projects in coordination with outside agencies (Ministry of Transportation, Island’s Trust, BC Ferries, BC Transit) • Provide optimal level of service for public transit system on the island through an annual operating agreement between the CRD, BC Transit and local contractor; construct and maintain bus stops/shelters • Manage and operate dock facility • Develop and maintain community trails, beach accesses, active and passive parks, community recreation, aquatic centre, child care centre, and SSI Saturday Market • Facility maintenance of the SSI Library • Support contribution services and use agreements for ArtSpring and SSI Library services • Manage stormwater quality and provide for a monitoring service

Core Services Levels	
Service	Levels
<p>SGI Administration</p> <p>Responsible for the administration and management of service delivery in the SGI in the areas of Community Parks and Recreation, Commission support, the receipt and award of grant funding, and by assisting with the economic development initiatives of the SGI Community Economic Sustainability Commission. The SGI Division also provides community planning, organizing and coordination to support the goals of the EA Director.</p>	<ul style="list-style-type: none"> • Support the Community Economic Sustainability Commission in coordinating local economic sustainability initiatives that contribute to the economic prosperity, social equity, and environmental quality of the SGI • Provide project management, and make recommendations for strategies that support service delivery in the region, including broadband connectivity, transportation, and affordable housing • Administer the delivery of parks and recreation services by the Galiano Island Parks and Recreation Commission, the Pender Island Parks and Recreation Commission, the Mayne Island Parks and Recreation Commission, and the Saturna Island Parks and Recreation Commission • Manage the CRD liaisons who coordinate and support CRD programs on each island
Planning & Development	
<p>Building Inspections</p> <p>Oversees the construction, alteration, repair or demolition of buildings and structures in the EAs by ensuring the construction complies with the BC Building Code with respect to health, safety, fire, structural integrity, energy efficiency, and accessibility.</p>	<ul style="list-style-type: none"> • Provide information on the building permit process, BC Building Code requirements and approved construction practices • Process between 800 and 1,000 building permit applications per year, including plumbing permits and permits for wood burning appliances • Provide between 6,000 and 8,000 building inspection services per year • Review all building permit applications for compliance with all applicable regulations • Manage property files and enforcement, as needed
<p>Juan de Fuca (JdF) Community Planning</p> <p>Develops community plans and implements and administers land use regulations by providing professional advice and recommendations on planning processes and development services, providing for orderly growth, protection of</p>	<ul style="list-style-type: none"> • Review, evaluate and process approx. 50-60 development applications annually, including zoning and OCP amendments, development variance permits, development permits, soil deposit and removal permits, Board of Variance approvals, subdivision referrals, ALR applications • Review all building permit applications for compliance with land use regulations

Core Services Levels	
Service	Levels
the environment, sustainable communities and resource management.	<ul style="list-style-type: none"> • Provide land use information in response to inquiries from the public, developers, realtors, and consultants • Review and amend land use regulation and policy documents in response to changes in the environment, community objectives, and provincial legislation • Respond to land use related bylaw complaints in coordination with Bylaw Enforcement and Building Inspection • Provide administrative and technical support to the JdF Land Use Committee and advisory commissions
Protective Services	
Fire Dispatch Operational management of fire dispatch.	<ul style="list-style-type: none"> • Operational management of fire dispatch for the three EAs
EA Emergency Coordination Oversight and administration of the EA Emergency Programs.	<ul style="list-style-type: none"> • Oversee and coordinate emergency planning and response by the EA Emergency Programs
EA Emergency Program and Search and Rescue (SAR) Operation of a community-based emergency management program, supported by the CRD EOC that meets the needs of the local community.	<ul style="list-style-type: none"> • Program oversight for the Juan de Fuca SAR service • Financial support to the Salt Spring Island SAR Society to cover overhead (non-operational) costs
EA Fire Services	<ul style="list-style-type: none"> • Oversight and support of and to Fire and Rescue Commissions and services
Bylaw Services and Animal Care Services Operational management of bylaw enforcement and animal control.	<ul style="list-style-type: none"> • Operation of a bylaw enforcement and animal control program that responds at municipal and CRD operations' requests

Core Services Levels	
Service	Levels
Parks & Environmental Resource Management	
<p>JdF Community Parks & Recreation</p> <p>The JdF EA Parks & Recreation Division acquires, develops and maintains community parks and provides community recreational programming in the electoral area. Oversight of the operations and maintenance needs of the Port Renfrew Community Centre.</p>	<p>Inspection, maintenance and repair of:</p> <ul style="list-style-type: none"> • 8.1km of trails • 23 park facilities • Two baseball fields and two tennis courts • Two playgrounds <p>Administration of:</p> <ul style="list-style-type: none"> • 4 stewardship programs and 65 volunteers • 6 recreation program contracts and events • Operating costs of Port Renfrew Community Centre through revenue
Water	
<p>Water Systems Operations & Maintenance</p> <p>Wholesale water and wastewater services to the small systems in the JdF Water Distribution and electoral areas.</p>	<p>The following key service areas support the small water systems in the electoral areas</p> <ul style="list-style-type: none"> • Water systems operations and maintenance • Emergency response/system failure • Infrastructure Planning • Capital Project Delivery & Works • Engineering Services <p>For more detail, please refer to the Water Community Need Summary</p>
Support Services	
<p>Support Services</p> <p>The core services listed rely on the support of several corporate and support divisions to effectively operate on a daily basis. These services are reported on in the Accountability Community Need Summary.</p>	<ul style="list-style-type: none"> • Services include Human Resources & Corporate Safety, Corporate Communications, Asset Management, Financial Services, Information Technology & GIS, Information Services, Legislative Services, Facility Management, Fleet Management, Legal Services, Risk & Insurance and Real Estate Services

Initiatives

Initiatives approved in prior years which have now been delivered or absorbed in Core Services:

Arts & Culture

- 12c-2 – SSI Art Spring/SSI Art Council Operating & Maintenance Recreation

Accountability

- 15a-1 – EA Strategy & Operations
- 15c-2 – CRD Liaisons*

Economic Development

- 4b-1 – Grants Dashboards for EAs
- 4b-2 – Economic Development Plans through Commissions SGI Administration

Parks & Environmental Resource Management

- 6c-1.1 – EA Community Parks – JdF Planning
- 6c-1.3 – EA Community Parks – SSI Administration

Planning & Development

- 11b-2 – Fallow Deer on SGI
- 11c-1 – Building Inspection on EAs
- 11d-1 – New Development Application Review JdF Planning

Protective Services

- 7a-10 – Jordan River Dam Breach Siren*
- 7a-12 – SSI Community Safety*
- 7c-1 – FireSmart Program for EAs

Recreation

- 13a-1.4 – Recreational Programming & Rates SGI Administration
- 13a-1.5 – Recreational Programming & Rates SSI Administration

Transportation

- 2e-1 – SSI Transit Services
- 2e-2 – SSI Cycling & Pedestrian Infrastructure
- 2e-3 – SGI Public Transportation

Water

- 10d-4 SSI Watershed Protection

*New – Initiatives not in the 2019-2022 Corporate Plan

Business Model

Funding

Who contributes

- Building Inspection Service: All EAs
- JdF Community Planning Service: JdF EA
- SSI Administration Services: SSI EA
- SGI Administration Services: SGI EA
- Other Services, including Support Services: varies by service

Funding Sources

- Requisitions, grants and fee-for-service (e.g. retail water rate)

Reporting Structure

[Electoral Area Committee](#)

Various [Local Service Areas Commissions](#) incl.:

- **Fire Protection and Emergency Response** (East Sooke, North Galiano, Otter Point, Port Renfrew, Shirley, and Willis Point)
- **Parks and Recreation** (Galiano Island, JdF EA, Mayne Island, Pender Islands, SSI EA, Saturna Island and, Sooke and EA)
- **Water Services** (Port Renfrew, Wilderness Mountain, Lyall Harbour/Boot Cove, Magic Lake Estates, Skana, Beddis, Cedar Lane, Cedars of Tuam, Fernwood, Fulford, Highland, Sticks Allison, Surfside Park)

- [Emergency Management Committee](#)
- [Planning, Transportation and Protective Services Committee](#)
- [Traffic Safety Commission](#)

Performance			
Definition and Source	2019 Actual	2020 Forecast	2021 Target
<p>Metric 1: EA Fire departments meeting the Office of the Fire Commissioner (OFC) Playbook guidelines for Fire Services</p> <p>Total number of fire departments that meet the guidelines; data from fire departments and audit reports</p>	N/A	9	9
<p>Metric 2: Building permits in all three EAs</p> <p>Total number of permits issued annually; data from CRD Tempest application database</p>	866	800	880*
<p>Metric 3: Development application levels in the JdF EA</p> <p>Total number of development applications received annually; data from CRD Tempest application database</p>	58	50	55*
<p><i>Future Metric 4: Island businesses participating in Shared Business Services</i></p> <p>Number of island businesses registered with Shared Business Services; data from SSI Administration Division</p>	N/A	N/A	N/A
<p><i>Future Metric 5: Broadband connectivity – attracting Internet Service Provider (ISP) investment to the SGI community</i></p> <p>Total value of investment made by ISPs to connect the SGI community to high-speed internet; data from SGI Administration Division</p>	N/A	N/A	N/A
Discussion			
<ul style="list-style-type: none"> • Metric 1: All fire services in BC are required to meet the standards for their declared service levels as established by the OFC Playbook and WSBC. • Metric 2: *This is an indicator of construction level therefore a target is not appropriate. Estimated volume has been provided instead. This volume of permits results in 6,000 to 8,000 inspections per year. • Metric 3: *This is an indicator of development activity therefore a target is not appropriate. Estimated volume has been provided instead. • Metric 4: This is highlighted as a future metric; the CRD's intention is to report on this starting October 2021. This metric highlights the success of the Shared Business Services strategy for the gulf islands measured as the total number of participants in the project. A pilot project will be run in 2020 to validate the proposed service offering and refine before scaling up and making this service available to all businesses in the gulf islands. This initiative will be contracted out. 			

Community Need



2021 Summary

- **Metric 5:** This is highlighted as a future metric; the CRD's intention is to report on this from October 2021. This metric highlights the total amount of ISP investment attracted to bring high-speed broadband connection to the SGI community (high-speed defined as per the federal standard of download/upload speeds of 50/10 Mbps). Connectivity planning ensures infrastructure investments are coordinated, scalable, provide value for money, and achieve priority objectives for the region. A community-based connectivity plan is currently under development. It is hoped that it will guide Internet Service Providers in their investment decisions. The plan will help determine future KPI targets.

Electoral Areas

Initiatives approved in 2020 Budget		
Ref	Initiative	Progress to date
Transportation		
2e-1	SSI Transit Services	Progressing – BC Transit initiating Salt Spring transit review on Salt Spring Fall 2020. Project completion anticipated in Q3 2021.
2e-2	SSI Cycling & Pedestrian Infrastructure	Progressing - North Ganges Transportation Plan project nearing completion in Q4 2020. Progressing – Baker Road to Vesuvius Bay Road pathway project nearing completion in Q4 2020. Initiating – Booth Canal to Baker Road pathway planned to Q4 2020.
2e-3	SGI Public Transportation	Progressing – the project purpose is to investigate the establishment of an integrated, multi-modal transportation service or services for the SGI EA. Work is underway to engage qualified professionals to develop and cost a service model, including the steps necessary to develop a land-based public transit system, water-based passenger service and a multi-model trail system. This work is currently being funded through Community Works Funds; applications for additional funding via external grants is also underway.
Economic Development		
4a-1	High-speed Internet Services	Progressing – Phase 1 report, “Connecting SGI”, is complete. Based on in-depth community engagement, it documents how greater connectivity can advance each island’s goals of sustainable economic development, community health, and resilience. Phase 2 involves engaging an engineering firm to complete a connectivity infrastructure design plan. This work is underway and funded through Community Works Funds and through a grant from the Province of British Columbia.
4b-1	Grants Dashboards for EAs	Initiative planned for 2021

Initiative Progress Report

Initiatives approved in 2020 Budget		
Ref	Initiative	Progress to date
4b-2	Economic Development Plans through Commissions SGI Administration	Progressing – the 2020 work program for SGI Economic Sustainability Commission includes COVID-19 economic resiliency, an SGI affordable housing strategy, connectivity (broadband planning), food security, and transportation planning.
4b-2	Economic Development & Plans through Commissions SSI Administration	Progressing – Rural Dividend grant project to establish a shared business services model where local businesses, First Nations, and individuals could purchase membership shares and raise capital to benefit SSI; offer direct and indirect services to small business owners, service providers, or agencies to create economies of scale through shared purchasing power with the following offerings: branding and marketing of island made products; off-island product distribution and export hub; supply chain; business training and skill development; IT and e-commerce tools; and shared labour pool.
Parks & Environmental Resource Management		
6c-1.1	EA Community Parks – JdF Planning	Part of core services – maintenance for over 15 community parks in the JdF electoral area. Achievements in 2020 include removal of an abandoned building, creation of 1.2km of trails, completion of trail repairs at Seagirt Ponds Community Parks and of the Kemp Lake Foreshore access project.
6c-1.2	EA Community Parks – SGI Administration	Part of core services – SGI community parks services are delivered by the Mayne Island Parks and Recreation Commission, Saturna Island Parks and Recreation Commission, Galiano Island Parks and Recreation Commission, and the Pender Island Parks and Recreation Commission.
6c-1.3	EA Community Parks – SSI Administration	Part of core services
Protective Services		
7a-10	Jordan River Dam Breach Siren*	Completed
7a-12	SSI Community Safety*	Completed – elector assent by alternative approval process for proposed service not obtained.
7c-1	FireSmart Program for EAs	Progressing – Grant applications were successful. Work is ongoing.

Initiative Progress Report

Initiatives approved in 2020 Budget		
Ref	Initiative	Progress to date
Water		
10a-7	SSI & SGI Water Operations*	Part of core services
10d-4	SSI Watershed Protection*	Progressing – subject to the recommendations from the water optimization study examining challenges in operating multiple water distribution and treatment systems on an unincorporated island EA.
Planning & Development		
11b-2	Fallow Deer on SGI	Completed
11c-1	Building Inspection on EAs	Progressing – The review is continuing. Financial implications with respect to further clarity of the needs of the three separate EA’s are under review. Budget analysis is ongoing. Discussions regarding legal and legislative implications are also underway.
11d-1	New Development Application Review JdF Planning	Completed - through adoption of a new Development Applications Fees and Procedures bylaw at beginning of 2019.
Arts & Culture		
12c-2	SSI Art Spring/SSI Art Council Operating & Maintenance	Completed
Recreation		
13a-1.4	Recreational Programming & Rates SGI Administration	Part of core services – recreation programming delivered through SGI community parks services (Mayne Island Parks and Recreation Commission, Saturna Island Parks and Recreation Commission, Galiano Island Parks and Recreation Commission, Pender Island Parks and Recreation Commission).
13a-1.5	Recreational Programming & Rates SSI Administration	Completed
Accountability		
15a-1	EA Strategy & Operations – SSI Administration	Planned for 2021 – develop a comprehensive strategy and operational review on the current rural regional district governance structure within the unique needs of Salt Spring Island.

Community Need



Initiative Progress Report

Initiatives approved in 2020 Budget		
Ref	Initiative	Progress to date
15c-2	CRD Liaisons *	Part of core services – SGI Liaison program continues to facilitate community support and coordination on behalf of the CRD.

* New - Initiatives not in the 2019-2022 Corporate Plan