

Community Need



2023 Summary

Electoral Areas

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 volunteer 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.
- [JdF Community Parks & Recreation Strategic Plan](#): currently under development. Expected in Q4 2022.
- Economic strategic development:
 - Strengthen sustainable economic development in the SGI and SSI EAs: Support community economic diversity and social needs, business recovery, broaden shoulder season tourism, transportation, food security and agriculture, housing, demographic and economic diversity, business efficiency, improve island business cores, and build economic support through coordination, communication, and advocacy.
 - A Shared Business Services (SSI) entity as a single point-of-access for local producers, artisans, operators and institutions to obtain information and referral to service providers; negotiate favourable rates for services. Between 45 and 50 businesses were serviced through the initiative.
- 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.

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- [Connecting SGI: Connectivity Planning for the Southern Gulf Islands \(2020\)](#) documents community perceptions/experiences with internet connectivity and demonstrates how greater connectivity can advance common goals of sustainable economic development, and community health and resilience.
- [CRD SGI Regional Broadband Strategy \(2021\)](#) provides a vision for the future of connectivity in the SGI along with current levels of connectivity.
- [SGI Housing Strategy \(2022\)](#) recognizes the need to approach housing solutions in rural and remote communities, and especially within the Islands Trust area, with different assumptions than those used for conventional housing interventions in growing urban regions. The strategy [suggests a whole government approach and development of a](#) CRD Rural Housing program.
- [SGI Transportation Integration Plan \(SGI TIP\)](#) presents a business case for a new CRD transportation service for the SGI EA. The [SGI Active Transportation Plan](#) presents opportunities for alternate transportation paths on the SGI that would improve the environment of the islands and would also be beneficial in improving the health of the residents, improve accessibility and reduce GHG emissions.
- [Each major island within the SGI EA has a community parks and recreation service, guided by strategic planning and Master Plans. For example, see the Galiano Island Parks and Recreation Commission Master Plan and the Mayne Island Parks and Recreation Commission Master Plan \(2021 -2025\).](#)

Trends, risks and issues

- **Recreation:** programs and services can be impacted by COVID-19 restrictions. Program cancellations, reduced admissions and market restrictions have affected service budgets and may continue to do so. However, with the easing of restrictions staff have worked towards expanding service offering and programs for registered and drop-in activities, facility and park use bookings.
- **Volunteer service delivery models:** many EA services depend on volunteers to advise on or deliver services to communities on behalf of the CRD Board. Challenges include succession planning and integration of volunteers with staff and CRD policy requirements.
- **Housing:** Demographic shifts and increased housing costs impact labour markets and generational transitions. Workforce housing, rental housing, and attainable ownership housing is in very short supply.
- **Economic development:** support the community through economic challenges 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.
- **Rural island culture:** protect and sustain demographic diversity through housing strategies, volunteer recruitment for effective service delivery and supporting sustainable year-round tourism destination management practices.
- **Transportation:** support transportation alternatives and integrated transportation opportunities by coordinating with local transportation providers, BC Ferries and others, and advance service establishment in the SGI EA.
- **High-speed internet (SGI):** stimulate sustainable economies and improve community health resilience by improving broadband connections and ensuring access to sustainable broadband networks.
- **Water & wastewater:** prioritized capital project improvements to water and sewer systems in the EAs.

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- **Fire Protection:** volunteer-based governance model for Fire Commission and Fire Societies in the EAs presents increasing risk to the CRD, staff, firefighters, and commission members due to limited capacity of volunteers to meet minimum regulatory and administrative requirements.
- **Volunteer Emergency Programs:** The current process of using contractors to manage the volunteer emergency programs in the EAs on behalf of the CRD is a model that needs review and potential revision due to inequity between positions, potential liabilities, and associated sustainability challenges.
- Aging volunteer base with corresponding decrease in volunteerism amongst younger populations creating challenges to maintain EA fire departments and emergency programs, such as Emergency Support Services. This is creating challenges in maintaining volunteer-based EA emergency programs, such as Emergency Support Services and within volunteer fire services.

Services

Core Services Levels	
Service	Levels
SGI Administration	
<p>SGI Community Parks & Recreation New park development, maintenance, planning, and archaeology for Saturna Island, Pender Islands, Galiano Island and Mayne Island.</p>	<ul style="list-style-type: none"> • Commissions have administrative powers and deliver parks service and recreation programming through an incredible volunteer effort. Staff oversee contract management, procurement and fiscal accountability, and regulatory compliance. • Programme of work for 2023 continues particular focus on implementation of the CRD Archaeological Policy and relationship building with WŚÁNEĆ Leadership Council.
<p>SGI Economic Sustainability Preserving and strengthening existing business, attracting new business and coordinating local economic sustainability initiatives that contribute to the economic prosperity, social equity, and environmental quality of the SGI.</p>	<ul style="list-style-type: none"> • Staff 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. • Programme of work for 2023 prioritizes affordable housing, with a focus on implementation of the SGI Community Affordable Housing Strategy and development of a rural housing program. Continued work also includes supporting Connected Coast and last mile fibre to the home as part of the SGI Connectivity Project, and advising on service establishment for an integrated transportation service (pending voter approval). ↳ Service level adjusted, see initiative 2e-3 • The Commission continues its focus on food and agriculture in partnership with community groups, resourced by a combination of grants and in-kind

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Core Services Levels	
Service	Levels
	resources.
General Government Legislative and general government administration, including management of internal and external grants-in-aid for SGI.	<ul style="list-style-type: none"> The SGI EA Director supports the disbursement of grant funding to SGI community groups every year. Staff ensure the money is distributed equitably to each island. In 2021 and 2022, Community Works Funds in the amount of \$716,331 were distributed to support SGI infrastructure projects. There has also been \$154,283 in Grants in Aid and \$113,000 in COVID-19 Safe Restart grants disbursed to the community.
Accountability Community engagement, inter-agency and regional coordination, political support.	<ul style="list-style-type: none"> SGI Liaison program – local team of islanders to support the SGI work program and facilitate community engagement with the CRD more generally.
Other SGI-wide and local services	<ul style="list-style-type: none"> SGI Regional Library service Harbours & Docks (11 docks and harbours) Local health contribution services (Pender Community Health, Galiano Community Health & Saturna Medical Clinic) Hospital District (construction of health facility and debt service of capital project and equipment) Local utilities (small water and sewer utilities including: systems operations and maintenance, emergency response/system failure, infrastructure planning, capital project delivery & works, engineering services; for more detail refer to the Water Community Need Summary)
SSI Administration	
SSI Administration <i>Responsible</i> for the administration and management of the SSI Commissions and services.	<ul style="list-style-type: none"> Planning, organizing, and delivering services for SSI and support to the EA Director through various service Commissions and Committees. ↪ Service level adjusted, see initiative 15a-1 & 15a-1.1 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.
SSI Parks & Recreation	<ul style="list-style-type: none"> Develop and maintain community trails, beach accesses, active and passive parks, community recreation, aquatic

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Core Services Levels	
Service	Levels
Acquire, develop, operate and maintain community parks, and to provide recreational programs within the EA.	<ul style="list-style-type: none"> centre, child care centre, and SSI Saturday Market. SSI Aquatic Centre is open 49 weeks a year, 7 days/week offering a service level of 71 hours/week.
SSI Transportation & Docks Local transit service, pathways and Fernwood Dock	<ul style="list-style-type: none"> Develop active & 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 & Infrastructure, Islands 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 Fernwood Dock facility.
SSI Water and Sewer Service Water, septage & environmental monitoring	<ul style="list-style-type: none"> Manage eight local water and sewer service areas, and liquid waste management in collaboration with other CRD divisions. Capital infrastructure renewal and upgrade project delivery for eight services: Project design, procurement and delivery of projects planned each year, on time and budget. Installations, equipment replacement and capital projects support Infrastructure planning for eight services: strategic asset management for all services/systems including modeling and capacity analysis, vulnerability assessment, infrastructure renewal plans. Manage stormwater quality and provide for a monitoring service.
SSI Library & Arts Community	<ul style="list-style-type: none"> Facility maintenance of the Salt Spring Island Library Support contribution services and use agreements for ArtSpring and SSI Library services.
General Government and other SSI-wide and local services Regional and local government administration, local engineering service, grants-in-aid and economic development	<ul style="list-style-type: none"> Hospital District (Construction of health facility and debt serving of capital project and equipment) Solid waste disposal and recycling

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Core Services Levels	
Service	Levels
JdF	
<p>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 the environment, sustainable communities and resource management.</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. 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.
<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. The division provides oversight of the operations and maintenance needs of the Port Renfrew Community Centre.</p> <p>➔ Service level adjusted (absorbed): services re-organized and moved from Regional Parks to JdF Local Area Services in 2022.</p>	<p>Inspection, maintenance and repair of:</p> <ul style="list-style-type: none"> 8.6 km of trails 27 park facilities Two baseball fields and two tennis courts Two playgrounds <p>Administration of:</p> <ul style="list-style-type: none"> Four stewardship partnerships and 65 volunteers Four recreation program contracts and events Port Renfrew Community Centre JdF Parks and Recreation Advisory Commission JdF Recreation Programs Port Renfrew Community Centre <p>Other:</p> <ul style="list-style-type: none"> SEAPARC Recreation Centre and pool (for more detail see Recreation Community Need Summary) Sooke Regional Museum

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Core Services Levels	
Service	Levels
General Government and other JdF-wide and local services	<ul style="list-style-type: none"> Water, sewer and solid waste services (for more detail see Water, Wastewater and Landfill & Recycling Community Need Summaries) Environment (Millstream Remediation and Climate Actions and Adaptation) Hospital (construction of health facility and debt serving of capital project and equipment)
Combined Services	
Building Inspection Oversees the construction, alteration, repair or demolition of buildings and structures by ensuring the construction complies with the BC Building Code with respect to health, safety, fire, structural integrity, energy efficiency, and accessibility.	<ul style="list-style-type: none"> Provide information on the building permit process, BC Building Code requirements and approved construction practices Provide building permit and file information and respond to Freedom of Information requests Process between 800 and 1,000 building permit applications per year, including plumbing permits and permits for wood burning appliances Provide between 6,000 and 8,000 building inspection services per year Review all building permit applications for compliance with all applicable regulations Manage property files and enforcement, as needed
EA Fire Protection Support to fire commissions with delegated authority and oversight of fire society contracts.	<ul style="list-style-type: none"> Operational management of fire dispatch for the three EAs. Oversight and support of and to Fire and Rescue Commissions and services.
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 JdF SAR service Financial support to the SSI SAR Society to cover overhead (non-operational) costs

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Core Services Levels	
Service	Levels
<p>Bylaw Services and Animal Care Services Operational management of bylaw enforcement and animal control.</p>	<ul style="list-style-type: none"> Operation of a bylaw enforcement and animal control program that responds at municipal and CRD operations' requests.
<p>Support Services 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 Asset Management, Facility Management, Financial Services, Information Technology & GIS, Information Services, Human Resources & Corporate Safety, Corporate Communications, Legislative Services, Legal Services, Risk & Insurance and Real Estate Services.

Initiatives					
Ref	Initiative	Description	Year(s)	2023 impacts ¹	
1a-11	SGL Housing Strategy	Partnership with Regional Housing. Support implementation of SGL Housing Strategy inc. development of a SGL Housing Program business case & contract for part-time SGL Housing Coordinator	2023	-	\$16K Allocation/ other
2e-3	SGL Transportation Service Establishment	Establish a transportation service and Commission (if approved by referendum in October 2022)	2023 – ongoing	+1.0 FTE ongoing	\$475K Requisition
15a-1.1*	SSI Admin support	Additional 0.2 FTE for admin support	2023 – ongoing	+0.2 FTE ongoing	\$2.9K Allocation/ other
15a-1*	SSI Local Community Commission	Creation of an elected local community commission with authority over parks and recreation, transit, transportation, liquid waste and economic development	2023 – ongoing	+1.0 FTE ongoing	\$173K Requisition, allocation/ other

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

Initiatives highlighted in blue are contingent on further electoral approval

¹ Budget impacts reflect full program costs, including cost of staffing

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Business Model

Funding

Who contributes

- Building Inspection Service: All EAs
- JdF Community Planning Services: 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](#) including:

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

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Performance			
Definition and Source	2021 Actual	2022 Forecast	2023 Target
Metric 1: Building permits in all three EAs Total number of permits issued annually; data from CRD Tempest application database.	849	900	850 ²
Metric 2: Development application levels in the JdF EA Total number of development applications received annually; data from CRD Tempest application database.	78	75	75
SGI			
Metric 3: Broadband connectivity – attracting Internet Service Provider (ISP) investment to the SGI community Total number of new ISP projects connecting the SGI community to high-speed internet; data from SGI Administration division.	1	1	1
Metric 4: SGI Transportation Service Establishment Total value of transportation funding provided to transportation service providers in SGI (pending successful service establishment in 2022).	N/A	N/A	\$250k
SSI			
Metric 5: SSI Transit Build ridership revenue to pre-pandemic \$226K.	\$142K	\$160K	\$200K

Discussion

Discussion

- Metric 3: In 2021, the Galiano Association for Internet Access was established as a cooperative to deliver last mile wireless internet service on Galiano Island. In Q4 2022, the Connected Coast project will begin infrastructure installation in the SGI. 2023 should see completion of landing site installs and last mile fibre to the home on Galiano and Saturna Islands, possibly others, pending announcements of federal funding decisions.
- Metric 4: If service establishment is successful, development and implementation of an integrated transportation strategy will inform future metrics.

² Indicators of development/construction activity; we have therefore provided expected volumes rather than targets.

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Initiative Progress Report



Economic Development

Initiatives approved in 2020, 2021 & 2022			
Ref	Initiative	% complete	Progress to date
Affordable Housing			
1a-11	SGI Housing Strategy	100%	Lead: SGI Administration (2021) Completed
Transportation			
2e-1	SSI Transit Services	100%	Lead: SSI Administration (2020) Completed
2e-2	SSI Cycling & Pedestrian Infrastructure	100%	Lead: SSI Administration (2020) Completed
2e-3	SIGI Public Transportation	100%	Lead: SGI Administration (2020) Completed
2e-2	SIGI Transportation Service Establishment	75%	Lead: SGI Administration (2022) Progressing – SIGI Transportation Service Establishment Bylaw 4484 received three readings by the CRD Board and statutory approval by the Inspector of Municipalities. Voter assent to be confirmed by referendum October 15 2022.
Economic Development			
4a-1	SIGI Connect - Internet Service Establishment	75%	Lead: Real Estate & SGI Administration (2020 & 2022) Progressing – Connectivity Infrastructure Design plan complete, Connected Coast landing sites on track for 2022 installation, last mile and additional landing site connections subject to federal grant approval and confirmed community contribution by CRD SIGI EA.
4b-2	Economic Development & Plans through Commissions - SSI	100%	Lead: SSI Administration (2020) Completed – Program developed to assist business with digital marketing, social media strategy and campaign,

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Initiative Progress Report

Initiatives approved in 2020, 2021 & 2022			
Ref	Initiative	% complete	Progress to date
			website and e-commerce solutions; and digital advertising and search engine optimization.
4b-2	Economic Development & Plans through Commissions - SGI	100%	Lead: SGI Administration (2020) Part of core services – SGI Community Economic Sustainability Commission’s priorities advanced in 2019-2022 through separate IBCs for Connectivity, affordable housing and transportation.
Parks & Natural Resource Management			
6c-1.2	EA Community Parks - SGI	100%	Lead: SGI Administration (2020) Part of core services
6c-1.3	EA Community Parks – SSI	100%	Lead: SSI Administration (2020) Part of core services
6c-1.3	Crime Prevention in Community Parks	100%	Lead: SSI Administration (2022) Progressing – Grant funding was secured in 2021/2022 to provide additional Bylaw support in SSI Community Parks. Additional funding has been budgeted in 2023 to support this initiative.
Protective Services			
7a-12	SSI Community Safety	100%	Lead: SSI Administration (2020) Completed
Planning & Development			
11b-2	Fallow Deer on SGI	100%	Lead: SGI Administration (2020) Completed
11c-1	Building Inspection on Electoral Areas	100%	Lead: Building Inspection (2020) Completed – recommendation to maintain the three EAs as a single service under a single budget adopted by the CRD Board on April 14, 2021.
11c-2	Building Inspection Information Services	100%	Lead: Building Inspection (2022) Completed – position has been adjusted.

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Initiative Progress Report

Initiatives approved in 2020, 2021 & 2022			
Ref	Initiative	% complete	Progress to date
11d-1	New Development Application Review JdF Planning	100%	Lead: Juan de Fuca Local Area Services (2020) 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	100%	Lead: SSI Administration (2020) Completed
Recreation			
13a-1.4	Recreational Programming and Rates - SGIA	100%	Lead: SGI Administration (2020) Part of core services.
13a-1.5	Recreational Programming and Rates - SSIA	100%	Lead: SSI Administration (2020) Part of core services.
13a-1.5	SSI Community Centre	100%	Lead: SSI Administration (2022) Completed – The CRD assumed the operation and management of the SSI Middle School on July 2, 2022.
Accountability			
15a-1	EA Strategy and Operations	100%	Lead: SSI Administration (2020) Completed – Establishment of Local Community Commission subject to fall 2022 referendum.
15c-2	SGI-CRD Liaisons *	100%	Lead: SGI Administration (2020) Part of core services.