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**REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 18, 2023**

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

**ISSUE SUMMARY**

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

**BACKGROUND**

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

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

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

The Planning Community Need Summary is attached as Appendix A. The desired outcome is to keep approved plans current and monitor for effectiveness.

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

**ALTERNATIVES**

*Alternative 1*

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

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

*Alternative 2*

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

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

**IMPLICATIONS**

*Governance Implications*

In 2024, staff have prioritized programs and initiatives that:

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

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

*Financial Implications*

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

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

*Service Delivery Implications*

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

Staff are proposing to advance one new initiative for the Planning Community Need, as shown in Table 1. The initiative will advance a Board and Corporate Plan Priority.

Table 1. Planning Community Need Initiatives (2024)

<b>Initiative</b>	<b>Implementation year(s)</b>	<b>Staff impacts (2024)</b>	<b>Incremental cost (2024)</b>	<b>Funding source</b>
8b-1.1 Foodlands Access - Service Creation & Activation	2024-ongoing	0.5 New term	\$517,000	Requisition & Other

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

This initiative is subject to approval of a new service establishment bylaw. The financial and staffing impacts are provided for information. These costs will not appear in the preliminary budget as there is not yet service authority for this expenditure.

**8b-1.1 Foodlands Access - Service Creation & Activation**

The Foodlands Access Program aims to increase the amount of productive agricultural land in the region and give opportunities to young and new farmers seeking access to land. This will be accomplished through the reactivation of part of the CRD Regional Parks owned Bear Hill site for agricultural purposes, and through a land matching initiative that facilitates land lease agreements. With the cost of land being prohibitive to new farmers, and a large portion of farmers in the capital region approaching retirement age, this initiative will help transition to a new generation of farmers and increase the amount of food produced within the region.

The estimated cost of reactivating and operating the Bear Hill site is approximately \$145,000 annually (plus \$183,000 in set-up cost). Launching a land matching program will cost approximately \$120,000 annually.

Should a service be created, Initiative 8b-1.1 would increase the core budget of the Regional & Strategic Planning Division in line with the costs above to support the establishment of a new service. As noted above, service establishment associated expenditures are subject to elector approval.

**CONCLUSION**

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

**RECOMMENDATION**

The Planning and Protective Services Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:  
That Appendix A, Community Need Summary – Planning, be approved as presented and form the basis of the Provisional 2024-2028 Financial Plan.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**ATTACHMENT**

Appendix A: Community Need Summary – Planning

# 8 Planning



Keep approved plans current and monitor for effectiveness

## 01 Strategy

### STRATEGIES & PLANS

- › [Regional Growth Strategy](#)
- › [Regional Food & Agricultural Strategy](#)

### CORPORATE PLAN GOALS

- 8a Managed growth
- 8b Protect & enhance local agriculture to support long-term food systems security

## 02 Contacts

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## 03 Operating Context

### ACHIEVEMENTS IN 2023

1. In fall 2022, oriented a new Board of Directors to the CRD's role and functions, and to directors' responsibilities and duties.
2. Between November 2022 and May 2023, supported the CRD Board in identifying the 2023-2026 Board Strategic Priorities and worked with the Executive Leadership Team to develop the accompanying CRD 2023-2026 Corporate Plan.
3. Completed the 2022 Regional Growth Strategies Indicator Report.
4. CRD Board accepted two updated Regional Context Statements.
5. Received conditional approval from the CRD Parks Committee for use of a portion of Bear Hill Regional Park for the establishment of a Foodlands Access Program to support new and young farmers. This is a key step towards new service establishment.
6. Received a Union of BC Municipalities Complete Communities Grant to study mobility and growth throughout the region.
7. Reviewed and provided comments on Official Community Plan updates and other referrals related to the Regional Growth Strategy (RGS).

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

- Regional & Strategic Planning (RSP) supports regional growth management by:
  - Exploring new matters of regional interest and assessing the feasibility of developing new services
  - Providing demographic, planning, development and growth management analysis across the region
  - Providing specialized data, information, and modelling analysis quickly
  - Coordinating numerous interest from internal and external stakeholders.
- The Province is currently in the process of making significant changes to the land use planning and zoning frameworks for local governments. Understanding these changes and supporting local governments in fulfilling new growth targets will be a significant consideration in 2024.
- CRD staff, in partnership with the Development and Planning Advisory Committee (DPAC) will undertake workplanning for studies required to support consideration of the need to update the RGS.

### OPERATIONAL STATISTICS

- ▶ 2 Regional Context Statements reviewed by staff and approved by the CRD Board
- ▶ 42 referrals reviewed by staff

## 04 Services

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

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

- › 1.330 Regional Growth Strategy
- › 1.324 Regional Planning

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### 1. REGIONAL GROWTH STRATEGY

#### Description

Service is responsible for developing, monitoring, updating and coordinating implementation of the RGS, in accordance with provincial requirements. The RGS is a policy document, developed by municipalities, the JdF EA and the CRD in partnership, for identifying shared social, economic and environmental objectives.

#### What you can expect from us

- ▶ Every five years, research, analyze and provide advice on updates to the RGS
- ▶ Monitor RGS indicators and report on progress annually towards achieving regional objectives
- ▶ Coordinate ongoing RGS implementation by chairing an inter-municipal advisory committee and providing advice to the CRD Board and departments on RGS policies and issues
- ▶ Evaluate applicable documents for consistency with the RGS (e.g. municipal context statements)
- ▶ As an outcome of the five-year review, or as periodically initiated by a municipal request, draft policy, engage stakeholders, prepare documents and seek bylaw amendments to update the RGS

#### Staffing Complement

Regional & Strategic Planning Division: **1.0 FTE + Senior Manager and Administrative Support**

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

### Description

Service is responsible for data collection, research, modelling and analysis related to regional, sub-regional and local population change, employment, land use and transportation in support of the development and implementation of regional district services and municipal services, as needed.

### What you can expect from us

- ▶ Collect and disseminate primary source data through building permits (monthly), automobile (yearly) and bicycle counts (ongoing, supplemented by bi-yearly volunteer count) and origin and destination surveys (every five years)
- ▶ Compile, disseminate and support partners with the interpretation and application of statistical and spatial data, and conduct special studies, as needed
- ▶ Analyze, visualize and report on transportation, land use and housing data to support regional service delivery (e.g. regional transportation and urban growth models, climate action reporting)

### Staffing Complement

Regional & Strategic Planning Division: **0.5 FTE + Senior Manager and Administrative Support**

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## 3. STRATEGIC PLANNING

### Description

This function is responsible for strategic organizational decision-making through two key processes. First, the Board strategic planning process which happens at the start of every term and through which the Board identifies region-wide priorities that will have long-term impacts on the capital region. Second, the annual service planning process the organization undertakes to identify and prioritize the initiatives and resources needed to implement the Board and corporate priorities.

### What you can expect from us

- ▶ Support the CRD Board with strategic priority identification every four years and work with colleagues to develop the subsequent CRD Corporate Plan and other supporting documentation
- ▶ Report to CRD Board on progress made on the Board Priorities on a quarterly basis (through the CAO report) and on the CRD Corporate Plan twice yearly (through the strategic check-in in Q2 and service planning in Q4)
- ▶ Run a service planning process annually (Q1 to Q3) and develop tools to facilitate this corporate decision-making process about future initiatives and resource needs
- ▶ Assists departments with the delivery of up to four service-focused strategic planning processes annually

### Staffing Complement

Regional & Strategic Planning Division: **1.0 FTE (exempt manager) + Senior Manager and Administrative Support**

## 05 Initiatives

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

Initiative	Implementation year(s)	Impacts in 2024
8a-1 Explore changes to growth management approaches and identify implementation actions appropriate for local, regional and provincial implementation	Planned for 2025	-
8a-2 Assess the need for an update to the Regional Growth Strategy and accompanying monitoring program	Planned for 2025	-
8b-1 Consider establishment of a new foodlands access service ► <b>NEW IBC 8b-1.1</b> Foodlands Access - Service Creation & Activation <sup>2</sup>	2024 2024-ongoing	\$517K requisition + other    0.5 New term
8b-2 Activate agricultural activities on priority parcels, as appropriate	Planned for 2025-2026	-
8b-3 Building from the Regional Food and Agricultural Strategy, support partners to take action to bring land into agricultural production through research, development of policy positions and advocacy	Ongoing	-

<sup>2</sup> Initiative 8b-1.1 is subject to approval of a new service establishment bylaw. The financial and staffing impacts are provided for information. Note that these costs will not appear in the preliminary budget as there is not yet service authority for this expenditure.



## 06 Performance

Most performance measures relate to the performance of the region as a whole, rather than the CRD as an organization. This reflects that the indicators are drawn from the Regional Growth Strategy (RGS) Indicator Report and measure outcomes that require concerted action from multiple local government and agency partners.

### GOAL 8A: MANAGED GROWTH

#### Targets & Benchmarks

- **RGS consistency** monitors the percentage of Regional Context Statements (RCS) accepted and CRD bylaws and services that are deemed consistent with the RGS. The target for RGS consistency is 100%.
- **Net new dwellings built outside the Urban Containment Policy Area (UCPA)** measures the annual share of net new dwellings built in rural areas. The RGS includes a target to limit net new dwellings built outside the UCPA at 5% annually.
- **Net new dwellings in areas where more than 45% walk/bike/bus to work** measures the proportion of new growth located where it can be efficiently serviced by transit and active transportation. The desired trend is to increase the amount of growth in areas conducive to walking, cycling and taking transit.

#### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual*	2023 Forecast	2024 Target	Desired trend
1	<b>RGS Consistency</b>	Quantity	100%	100%	100%	→
2	<b>≤ 5% net new dwelling units built outside the Urban Containment Policy Area</b>	Quantity	3.7%	≤ 5%	≤ 5%	→
3	<b>Number of new dwellings in areas where more than 45% walk/bike/bus to work</b>	Quantity	12%	15%	≥ 35%	↗

<sup>1</sup> Total number of RCS accepted and CRD bylaws and services deemed consistent with the RGS; data from CRD Regional & Strategic Planning

<sup>2</sup> 2022 Regional Growth Strategy Indicator Report and data from CRD Regional & Strategic Planning

<sup>3</sup> 2022 Regional Growth Strategy Indicator Report and data from CRD Regional & Strategic Planning

\*Dates represent reporting year

#### Discussion

1. The RGS consistency target helps demonstrate how the CRD is upholding the RGS. This performance measure includes Regional Context Statements and determinations of bylaw and service consistency made by the CRD Board. This performance measure should be considered alongside the operational statistic of regional context statements reviewed by staff. The operational statistic provides

information about the volume of context statements considered by the CRD Board and the performance measure evaluates the degree of alignment with the RGS.

2. The RGS objective for managed growth is to keep urban settlement compact and protect the integrity of rural communities. In the past 10 years, the average percentage of growth outside the UCPA has been 4.9%.
3. Currently, the region locates 12% of new growth in areas conducive to walking, cycling and taking transit. Locating new growth in these areas is desirable as infrastructure and services are already in place to support high levels of active travel and transit. As the region develops, the desired trend can be achieved by locating new growth in areas that have high rates of walking, biking and transit use, or extending infrastructure to encourage and enable more people to walk, bike or take transit. The  $\geq 35\%$  target is based on best performance of historical trends for this metric, which is tracked in the RGS Indicator Report.

## GOAL 8B: PROTECT & ENHANCE LOCAL AGRICULTURE TO SUPPORT LONG-TERM FOOD SYSTEMS SECURITY

### Targets & Benchmarks

- **Average age of farmers** is an indicator of the health of the farming industry. A lower average age of farmers is desirable.
- **Gross farm receipts** are an indicator of productivity in the agricultural sector. The higher the value of farm receipts shows strong performance in the sector.

### Measuring Progress

Ref	Performance Measure(s)	Type	2022 Actual	2026 Target	Desired trend
1	Average age of farmer	Quantity	57.5	≤ 56	↘
2	Gross farm receipts	Quantity	\$49,294,191	\$55,000,000	↗

<sup>1</sup> Statistics Canada, Census of Agriculture 2016, 2021. The next data release is expected with the 2026 Census.

<sup>2</sup> Statistics Canada, Census of Agriculture 2016, 2021. The next data release is expected with the 2026 Census.

### Discussion

1. A higher than average age of farmers is a warning sign for the future of food production in the region. Progress toward this target remains static. The average age of farmers in the region remains higher than the Canadian average.
2. The value of farm receipts has increased since the last Census of Agriculture completed in 2016. While this means the region is trending in the right direction, the region is considerably less productive than other regions in BC such as the Fraser Valley and the Okanagan.
3. The CRD's current role is limited to considering matters related to food and agriculture as part of growth management planning. In this limited capacity, the CRD is not resourced to collect data related to agriculture and food systems. Staff rely instead on data from the Census of Agriculture, which is produced every five years. Reporting will be on a 5-year basis for these measures.

## 07 Business Model

**PARTICIPANTS**     [Regional Growth Strategy](#): All municipalities, Juan de Fuca Electoral Area and Tsawout and Songhees Nations

[Regional Planning Service](#): All municipalities, all Electoral Areas and Tsawout and Songhees Nations

**FUNDING SOURCES**     Requisitions and grants

**GOVERNANCE**     [Planning and Protective Services Committee](#)