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PPS 2019-01

REPORT TO THE ELECTORAL AREAS COMMITTEE MEETING OF WEDNESDAY, OCTOBER 9, 2019

SUBJECT 2019-2022 Electoral Areas Service Planning

ISSUE

To provide the Electoral Areas Committee with an overview of relevant initiatives undertaken by the Electoral Areas in 2019 and planned for 2020 to deliver on approved Board Priorities and the Corporate Plan.

BACKGROUND

The Board completed its strategic planning early in 2019 and subsequently approved the *Capital Regional District (CRD) Board Strategic Priorities 2019-2022*. Top priorities included:

1. Community Wellbeing – Transportation & Housing
2. Climate Action & Environmental Stewardship
3. First Nations Reconciliation
4. Advocacy, Governance & Accountability

Following Board confirmation of priorities, staff prepared the 2019-2022 CRD *Corporate Plan* to identify potential initiatives to advance Board priorities. The Corporate Plan also identified initiatives to deliver on the CRD's established service mandates, approved plans and corporate priorities. Progress on the priorities is reported quarterly under the corporate priorities dashboard.

The Corporate Plan identified several initiatives for the Electoral Areas and staff have identified additional initiatives. Appendix A provides an overview of the Community Needs Summary – Electoral Areas and identifies the core service levels and a list of the new initiatives proposed for 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 Electoral Areas provisional budget connects to Board Priorities and the Corporate Plan.

A staff report (Appendix B) outlines the 2019-2022 Service Planning and Budget Process and was received at the October 2, 2019 Governance and Finance Committee.

ALTERNATIVES

Alternative 1:

That the Electoral Areas Committee recommends to the Capital Regional District Board:

That the new initiatives proposed in the provisional budget related to the Electoral Areas Committee mandate (Appendix A: *Community Needs Summary – Electoral Areas*) be advanced to the October 30, 2019 Provisional Budget review process.

Alternative 2:

That the Electoral Areas Committee recommends to the Capital Regional District Board that the new initiatives proposed in the 2020 provisional budget related to the Electoral Areas Committee mandate (Appendix A: *Community Needs Summary – Electoral Areas*) be referred back to staff for additional information.

DISCUSSION

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.

FINANCIAL IMPLICATIONS

Electoral Areas has identified several initiatives that will have budget implications for 2020 (Table 1).

Table 1: Community Needs Summary – Electoral Areas, Initiatives

#	Initiatives	Description	Implement- ation Year	New FTEs for 2020	Budget Impact
Transportation					
2e-1	Salt Spring Island (SSI) Transit Services	Work with BC Transit to evaluate service level enhancements for SSI Transit Services	2020		Included in Provisional Budget
2e-2	SSI Cycling & Pedestrian Infrastructure	Construct pathways, cycling infrastructure & sidewalks on SSI	2020		Included in Provisional Budget
2e-3	Southern Gulf Islands (SGI) Public Transportation	Work with BC Transit, BC Ferries, and community groups to develop an integrated land and water based public transportation service in the SGI.	2020		In Core Service Area
Economic Development					
4b-2	Economic Development Plans through Commissions SGIA	Advance economic development & plans through Commissions. In 2020, focus is on internet Connectivity Planning in the SGI.	2020		In Core Service Area
Parks & Environmental Protection					
6c-1.1	EA Community Parks – Juan de Fuca (JdF) Planning	Demolish and remove abandoned residence in Williams Simmons Park	2020		Included in Provisional Budget
6c-1.3	EA Community Parks – SSIA	Enhance access & maintenance within EA community parks	2020	1.26 Ongoing	Included in Provisional Budget

#	Initiatives	Description	Implement- ation Year	New FTEs for 2020	Budget Impact
Protective Services					
7a-10	Jordan River Dam Breach Siren*	Annual maintenance program for dam breach siren at Jordan River Regional Park	2020		Included in Provisional Budget
7a-12	SSI Community Safety*	SSI EA Community safety service	2020		Not included in Provisional Budget
7c-1	FireSmart Program for EAs	Work with EAs on the FireSmart program to reduce wildfire risk to communities	2020		Included in Provisional Budget
Water					
10a-7	SSI & SGI Water Operations *	Provide additional operations staff resources to support ongoing operation and maintenance of upgraded water and wastewater treatment systems in the local service areas	2020	1.5 Ongoing	Included in Provisional Budget
10d-4	SSI Watershed Protection *	SSI EA Drinking Water and Watershed Protection Service	2020		Not included in Provisional Budget
Planning & Development					
11b-2	Fallow Deer on SGI	Coordinate management of fallow deer on SGI	2020		Included in Provisional Budget
Arts & Culture					
12c-2	SSI Art Spring Theatre Maintenance	Evaluate effectiveness of grant programs in supporting organizational sustainability, creative innovation & equity	2020		Included in Provisional Budget
Recreation					
13a-1.5	Recreational Programming & Rates SSIA	Work with Commissions to determine appropriate types of recreational programming & recovery rates to meet community needs	2020	0.2 Ongoing	Included in Provisional Budget
Accountability					
15a-1	EA Strategy & Operations	Develop a comprehensive strategy & operational review to reflect the unique needs of electoral areas	2021		Included in Provisional Budget
15c-2	CRD Liaisons *	Continue facilitating SGI community needs and improved CRD presence through the SGI CRD offices and Island Liaisons	2020		Included in Provisional Budget

Transportation

2e-1

BC Transit conducted a comprehensive service review of the SSI transit system between January 2014 – February 2015. The study examined immediate issues and opportunities within the system and proposed 11 service options. Only five service initiatives requiring expansion funding remain to be formalized through the process of securing provincial funding and local government share. The five year service expansion is estimated at \$7,640 in 2021 and \$137,100 in 2023. To fund the expansion through current maximum requisition is not an option and will require elector approval to increase the requisition for long term support of an expanded service.

2e-2

The SSI Transportation Commission identified key infrastructure changes as priority focus areas for pedestrian and cycling improvements on SSI: 1) Upgrades to safety conditions in the Fulford Village and the Fulford ferry terminal approach; 2) Completion of Phases 2 – 5 of the North Ganges Transportation Plan; 3) Upgrades to safety conditions on Ganges Hill; 4) Traffic calming of Ganges Village; and 5) Wayfinding signage which links bikeways to local routes and major destinations. Cost estimates for designs and construction will need to be developed to prepare for electoral approval to requisition required funds.

2e-3

The Electoral Areas Committee of the CRD has given direction to establish a transportation service and commission for the SGI. A new transportation service will enable the SGI to deliver on the priority areas of land based, public transportation, inter-island water based passenger service, and the Experience the Gulf Islands trail network. At minimum, the service establishment bylaw will:

- identify the governance and administrative framework for the service;
- set a baseline of required core funding for the operation and asset management of land based public transportation services;
- enable the legal ability for acquisition of property, rights, and tenure for the service; and
- enable an integrated transportation service that incorporates water based transportation for inter-island travel, land based public transportation options, and an inter-island trail network.

Work planned for 2020 includes defining service scope and phasing and developing a business plan for service establishment, with implementation planned for 2021 and beyond. This initiative will use core funding and existing staff resources with additional funds for outside expertise sought through Community Works Funds and other external grants.

Economic Development

4b-2

The SGI Initiatives division assists in delivering programs that advance the objectives of the Community Economic Sustainability Commission. A major undertaking of the Commission is to improve the internet capacity of the SGI. Building on the results of phase one of this project, to engage the community and create “digital roadmap” for the SGI, phase two is planned for 2020. Phase two of the project is to develop a “SGI Connectivity Design Strategy”, that will consider how the community goals identified in phase 1 can be advanced through infrastructure design. It will take into account existing service hubs and identify technical requirements needed for an ideal combination of infrastructure and technology that will advance the digital roadmap. The results of phase 1 and 2 will establish a strong business case for integrating private and public sector

investment opportunities that can be supported for advancing the community's own connectivity goals, as identified in the plan. The program will use core funding and existing staff resources and will be dependent on additional funding from Community Works Funds and other external grants. This initiative also supports 4a-1.

Parks & Environmental Protection

6c-1.1

A one-time expense of \$20,000 is required in 2020 for the JdF Parks and Recreation Service to demolish, remove and remediate an abandoned residence within Williams Simmons Park.

6c-1.3

The 2019 SSI Parks and Recreation Strategic Plan identifies four key strategies for parks, water access and trails: 1) Provide a diverse mix of outdoor athletic facilities; 2) Create more and enhance existing access to our lakes and the ocean; 3) Create, enhance and maintain our community parks; and 4) Plan and develop an interconnected network of exceptional trails across the island. To meet these strategies the preliminary budget includes \$64,491 to increase the Park Planning Assistant from a 0.8 to 1.0 and increasing available hours for parks maintenance staff and Bylaw.

Protective Services

7a-10

In 2017, BC Hydro paid for the installation of a siren at Jordan River Regional Park to warn people in the event of a seismic event that had the potential of breaching the Diversion Reservoir dam. Annual system checks are required to ensure that the siren is operating properly and will perform when needed. The annual maintenance schedule includes several system checks and siren tests, including a full systems check in May and a further overview in October of each year. The overall annual cost is approximately \$13,000 before taxes. Further costs for emergency callouts due to possible system failures also need to be considered as part of an annual contingency.

7a-12

The SSI EA Director has requested an alternative approval process to seek community support in funding a new Community Safety Service. If voter approval is granted the 2020 requisition amount would be \$35,000 to review potential community safety initiatives and establish roles and responsibilities of the funding and operating partners such as the local RCMP detachment.

7c-1

Wildfire is a considerable hazard in CRD Electoral Areas. FireSmart programs mitigate wildfire risk by reducing forest fuel loading and helping residents improve the safety of their homes. Galiano Island is planning to reduce community fuel loading in 2020 at an anticipated cost of less than \$30,000. This programs would be fully funded by grants.

Water

10a-7

Treatment process improvements have recently been completed in some of the water and wastewater local service areas including the Ganges wastewater service on SSI and the Magic Lake Estates water service on Pender Island. A new 0.5 FTE is required to support the operating and maintenance needs of the new infrastructure as well as changing safety requirements for confined space entry procedures. The new FTE funding in the amount of \$90,000, has been

distributed across the provisional operating budgets. The remaining 1.0 FTE is to formalize an existing auxiliary conversion position; there is no budget implication associated with this position as it is currently funded through the operating budgets.

10d-4

A study is required to look at dealing with the island-wide issue of water source protection and watershed management through a CRD service. Work is currently being done to ascertain how such a service could be established and what responsibilities could fall under the service.

Planning & Development

11b-2

Fallow Deer Management is an ongoing environmental problem on Mayne Island as well as other islands in the SGI. The high incidence of fallow deer, an invasive species, is impacting the islands by outcompeting native species for space and nutrients. A fallow deer management plan for Mayne Island is being commissioned in the 2019 fiscal year. Implementation would target 2020 and beyond. Implementation for 2020 will likely include community consultation and perhaps another traditional hunt modelled after the pilot project conducted in spring 2019. The provisional budget identifies \$17,000 in project funding for this initiative. Grant funds will also be sought to supplement the SGI budget.

Arts & Culture

12c-2

The SSI Arts service was established for the purpose of contributing to the cost of maintaining, equipping and operating the ArtSpring Theatre and contributing to local arts programming. The ArtSpring Theatre is operated by the Island Arts Centre Society while the arts programs are run by the Gulf Islands Community Arts Council. The CRD owns the land that the ArtSpring Theatre is situated on and there is a license of occupation with the Island Arts Society. Supported by the SSI EA Director an increase to the service budget of \$20,000 is planned in 2020 to address ongoing funding shortfalls.

Recreation

13a-1.5

A recreation program fees and charges policy was approved by the SSI Parks and Recreation Commission in 2019 to determine recover rates for adult and youth programs. The 2019 SSI Parks and Recreation Strategic Plan identifies two key strategies for our plan for recreation: 1) Provide a diverse range of indoor recreation facilities and 2) Provide engaging recreation programs. The addition of a licensed preschool program is planned for the fall of 2020 to meet community needs and the addition of senior and youth programs has been identified as a key strategy in the 2019 SSI Parks and Recreation Strategic Plan. The provisional budget identified an ongoing supplementary item of \$24,330 to fund these initiatives.

Accountability

15c-2

The existing CRD liaison program in the SGI was established in April 2019. Now trained, integrated, and established with offices the Galiano, Mayne, and Saturna liaisons are positioned to assist even more with advancing the priorities of the Electoral Area Director, supporting commission work, and in supporting CRD services in the SGI. The liaisons also staff the offices

and provide coordination for community members accessing CRD services. The provisional budget includes \$54,000 to continue contracting with the island liaisons, and \$25,000 for office leases, supplies, and operations for Mayne, Saturna, Pender, and Galiano offices.

BOARD PRIORITY IMPLICATIONS

Board approval of the budget/financial plans will enable staff to effectively and efficiently deliver services as outlined in the Board's priorities.

CONCLUSION

Effectively and transparently aligning financial planning to Board Priorities/Corporate Plans is considered a governance best-practise. Electoral Areas has identified several initiatives that will have budget implications for 2020 as identified in Appendix A.

RECOMMENDATION

That the Electoral Areas Committee recommends to the Capital Regional District Board:

That the new initiatives proposed in the provisional budget related to the Electoral Areas Committee mandate (Appendix A: *Community Needs Summary – Electoral Areas*) be advanced to the October 30, 2019 Provisional Budget review process.

Submitted by:	Karla Campbell, BPA, Senior Manager Salt Spring Island Electoral Area
Submitted by:	Kristen Morley, J.D., General Manager Corporate Services & Corporate Officer
Submitted by:	Larisa Hutcheson, P.Eng., General Manager Parks & Environmental Services
Submitted by:	Ted Robbins, B.Sc., C. Tech, General Manager Integrated Water Services
Submitted by:	Kevin Lorette, P.Eng., MBA, General Manager Planning & Protective Services
Submitted by:	Nelson Chan, MBA, CPA, CMA, Chief Financial Officer
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

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Attachments: Appendix A – 2020 Community Needs Summary – Electoral Areas
Appendix B – 2019-2022 Service Planning and Budget Process

COMMUNITY NEED SUMMARY

Electoral Areas

Strategy

Overview

The CRD has three electoral areas (EA): Juan de Fuca (JdF); Salt Spring Island (SSI); and the Southern Gulf Islands (SGI). An Electoral Area Director is elected every four years by the electors of the area to represent it on the CRD Board.

In each EA, the CRD provides some of the services of a municipal government, such as water, sewage, fire protection, recreation and parks. CRD community planning and land use regulation is provided in the JdF Electoral Area. In the SSI Electoral Area and the SGI Electoral Area, 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.

Related Strategies

- [Regional Growth Strategy](#)
- [Regional Housing Affordability Strategy](#)
- [Regional Climate Action Strategy](#)
- [Regional Parks Strategic Plan](#)
- [Solid Waste Management Plan](#)
- [Regional Transportation Plan](#)
- [Regional Water Supply Strategic Plan](#)

Core Service Levels

Building Inspection

- The Building Inspection Division works to provide protection to the residents of the Capital Region for the health, safety, structural integrity, and the fire protection of buildings through the BC Building Code, CRD Building Bylaws, and the *Local Government Act/Community Chart*. Service provided to JdF, SSI and SGI Electoral Areas.

Juan de Fuca Planning

- The JdF EA Community Planning Service 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.

Salt Spring Island Administration

- The SSI EA Administration is 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.

Southern Gulf Islands Administration

- The SGI Administration is 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.

Juan de Fuca Community Parks and Recreation

- The JdF Parks & Recreation division supports community well-being through the acquisition, development and maintenance of community parks as well as the provision of community recreational programming in the electoral area.

Protective Services

- The Protective Services division protects CRD EA residents by planning for, responding to and recovering from emergencies, providing 911 Call Answer and Fire Dispatch services, supporting EA volunteers emergency programs and fire services, enforcing bylaws and providing animal control service.

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Transportation					
2e-1	SSI Transit Services	Work with BC Transit to evaluate service level enhancements for SSI Transit Services	2020		Included in Provisional Budget
2e-2	SSI Cycling & Pedestrian Infrastructure	Construct pathways, cycling infrastructure & sidewalks on SSI	2020		Included in Provisional Budget
2e-3	SGL Public Transportation	Work with BC Transit, BC Ferries, and community groups to develop an integrated land and water based public transportation service in the SGL.	2020		In Core Service Area
Economic Development					
4b-1	Grants Dashboards for EAs	Ensure EAs take full advantage of available grants by enhancing grants dashboard	2020		Included in Provisional Budget
4b-2	Economic Development Plans through Commissions SGIA	Advance economic development & plans through Commissions. In 2020, focus is on internet Connectivity Planning in the SGL.	2020		In Core Service Area
Parks & Environmental Protection					
6c-1.1	EA Community Parks – JdF Planning	Demolish and remove abandoned residence in William Simmons Park	2020		Included in Provisional Budget
6c-1.3	EA Community Parks – SSIA	Enhance access & maintenance within EA community parks	2020	1.26 Ongoing	Included in Provisional Budget

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7a-10	Jordan River Dam Breach Siren*	Annual maintenance program for dam breach siren at Jordan River Regional Park	2020		Included in Provisional Budget
7a-12	SSI Community Safety*	SSI EA Community safety service	2020		Included in Provisional Budget
7c-1	FireSmart Program for EAs	Work with EAs on the FireSmart program to reduce wildfire risk to communities	2020		Included in Provisional Budget
Water					
10a-7	SSI & SGI Water Operations *	Provide resources to ensure ongoing operation and maintenance of the local service operations on SSI and the SGI	2020	1.5 Ongoing	Included in Provisional Budget
10d-4	SSI Watershed Protection *	SSI EA Drinking Water and Watershed Protection Service	2020		Not included in Provisional Budget
Planning & Development					
11b-2	Fallow Deer on SGI	Coordinate management of fallow deer on SGI	2020		Included in Provisional Budget
11c-1	Building Inspection on EAs	Complete an operational review of Building Inspection services in the EAs	2019 - 2020		Already funded

#	Initiatives	Description	Implement- ation Year	New FTEs for 2020	Budget Impact
11d-1	New Development Application Review JdF Planning	Complete a development application review process update	2019 - 2020		Already funded
Arts & Culture					
12c-2	SSI Art Spring/SSI Art Council Operating & Maintenance	Evaluate effectiveness of grant programs in supporting organizational sustainability, creative innovation & equity	2020		Included in Provisional Budget
Recreation					
13a-1.4	Recreational Programming & Rates SGIA	Work with Commissions to determine appropriate types of recreational programming & recovery rates to meet community needs	2020		Already funded
13a-1.5	Recreational Programming & Rates SSIA	Work with Commissions to determine appropriate types of recreational programming & recovery rates to meet community needs	2020	0.2 Ongoing	Included in Provisional Budget
Accountability					
15a-1	EA Strategy & Operations	Develop a comprehensive strategy & operational review to reflect the unique needs of electoral areas	2021		Included in Provisional Budget

#	Initiatives	Description	Implement- ation Year	New FTEs for 2020	Budget Impact
15c-2	CRD Liaisons *	Continue facilitating SGI community needs and improved CRD presence through the SGI CRD offices and Island Liaisons	2020		Included in Provisional Budget

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

** Blue highlighted areas are initiatives that are high-priority items.

Business Model

Who Contributes
<ul style="list-style-type: none"> Varies per service.

Metrics

Metric #1
<p>Target: Metrics will be developed for each initiative.</p> <p>Current Status: Ongoing</p>