



Notice of Meeting and Meeting Agenda Capital Regional District Board

Wednesday, February 14, 2024

1:05 PM

6th Floor Boardroom
625 Fisgard Street
Victoria, BC

The Capital Regional District strives to be a place where inclusion is paramount and all people are treated with dignity. We pledge to make our meetings a place where all feel welcome and respected.

1. TERRITORIAL ACKNOWLEDGEMENT

2. APPROVAL OF THE AGENDA

3. ADOPTION OF MINUTES

3.1. [24-169](#) Minutes of the January 10, 2024 Capital Regional District Board Meeting

Recommendation: That the minutes of the Capital Regional District Board meeting of January 10, 2024 be adopted as circulated.

Attachments: [Minutes - January 10, 2024](#)

4. REPORT OF THE CHAIR

5. PRESENTATIONS/DELEGATIONS

The public are welcome to attend CRD Board meetings in-person.

Delegations will have the option to participate electronically. Please complete the online application at www.crd.bc.ca/address no later than 4:30 pm two days before the meeting and staff will respond with details.

Alternatively, you may email your comments on an agenda item to the CRD Board at crdboard@crd.bc.ca.

6. CONSENT AGENDA

6.1. [24-151](#) Union of British Columbia Municipalities Grant for Emergency Support Services - Motion of Support

Recommendation: The Electoral Areas Committee recommends to the Capital Regional District Board: That the Capital Regional District Board support an application to the Union of British Columbia Municipalities Community Emergency Preparedness for the Emergency Support Services Grant 2024 and direct staff to provide overall grant management. (NWA)

Attachments: [Staff Report: UBCM Grant for ESS - Motion of Support](#)

[Appendix A: UBCM ESS 2024 Application Form](#)

6.2. [24-195](#) Municipal and Regional District Tax: Designation of Southern Gulf Islands Tourism Partnership Society as the Designated Destination Management Organization

Recommendation: The Electoral Areas Committee recommends to the Capital Regional District Board: That the CRD Board Chair write a letter of support for Destination BC to designate the Southern Gulf Islands Tourism Partnership as the Destination Marketing Organization for the next five years for the Southern Gulf Islands and Salt Spring Island Electoral Areas as the designated accommodation area.
(NWA)

Attachments: [Staff Report: MRDT Designation of SGITP](#)

6.3. [24-057](#) Measures to Reduce Regional Greenhouse Gas Emissions

Recommendation: [At the January 17, 2024 Environmental Services Committee meeting, the recommendation was amended to add specific wording around climate mitigation and 2038 GHG targets and adding part 3 (modelling expanded mass transit) as follows:]
The Environmental Services Committee recommends to the Capital Regional District Board:
That the Climate Action service initiate a 2024 budget amendment for \$190,000 utilizing existing service budget reserves to accelerate climate mitigation action in order to get on track to achieve our 2038 GHG targets, including to accommodate:
1. a one-year auxiliary term position to develop a community mobilization program and undertake regional education activities; and
2. additional policy analysis, regulatory reviews, and greenhouse gas (GHG) modelling related to innovative policy approaches identified through the GHG policy mapping initiative.
3. to report back on modelling expanded mass transit in the CRD and its potential climate impacts.
(WA)

Attachments: [Staff Report: Measures to Reduce Greenhouse Gas Emissions](#)
[Appendix A: 2022 Greenhouse Gas Emissions Summary](#)
[Appendix B: Capital Region-Wide GHG Climate Action Strategy Scenario](#)
[Appendix C: CRD GHG Emissions Policy Mapping - Memo from Introba](#)

6.4. [24-056](#) Boats Management Options in Regional Waters for Local Governments

Recommendation: The Environmental Services Committee recommends to the Capital Regional District Board:
1. That staff host a regional workshop regarding boats management options for local governments.
(NWA)
[At the January 17, 2024 Environmental Services Committee meeting, the following motion arising was carried:]
The Environmental Services Committee recommends to the Capital Regional District Board:
2. That Chair Plant contact appropriate provincial and federal ministers requesting their participation as well as their senior staff at the workshop.
(NWA)

Attachments: [Staff Report: Boats Management Options in Rgnl Waters for Local Gov'ts](#)
[Appendix A: 2021 Inventory of Boats/PMBs - Tsehum Harbour/Brentwood](#)
[Appendix B: Private Mooring Buoys Regulation Options](#)

6.5. [24-060](#) 2024 Appointments Advisory Committee

Recommendation: [At the February 7, 2024 Governance Committee meeting, Vice Chair Goodmanson, and Director Brice volunteered to serve on the Appointments Advisory Committee:]
The Governance Committee recommends to the Capital Regional District Board:
That the membership of the Appointments Advisory Committee for 2024 include Governance Committee Chair Little and the following two committee members:
Governance Committee Vice Chair Goodmanson and Director Brice.
(NWA)

Attachments: [Staff Report: 2024 Appointments Advisory Committee](#)
[Appendix A: CRD Appointment of Public Members To External Boards Policy](#)

6.6. [24-146](#) CRD Engagement Practices and Platforms

Recommendation: There is no recommendation. This report is for information only.

Attachments: [Staff Report: CRD Engagement Practices and Platforms](#)
[Appendix A: Summary of Engagement Platforms - LG & RD](#)

6.7. [24-153](#) Board Code of Conduct - Draft Bylaw Review

Recommendation: [At the February 7, 2024 Governance Committee meeting, the recommendation was amended to add item #3 and carried as follows:]
The Governance Committee recommends to the Capital Regional District Board:
1. That staff be directed to finalize the Board Code of Conduct Bylaw inclusive of the terms set out in the draft attached at Appendix A.
2. That the Board Code of Conduct Bylaw go directly to the Regional Board for readings and adoption at the March Board meeting.
3. Direct staff modify bylaw Section 18 to reference Board Chair and CAO as the parties to whom a Board Member may submit a complaint.
(NWA)

[At the February 7, 2024 Governance Committee meeting, the following three motions arising were carried:]
The Governance Committee recommends to the Capital Regional District Board:
4. Staff bring forward a document for Directors to sign to show their acceptance and support for the Code of Conduct following adoption of the bylaw.
5. That staff develop a reporting out mechanism for the committee to review and conduct a review of this bylaw after the first year and report back to the Governance Committee.
6. That staff be directed to include a separate one-page flowchart of the Board Code of Conduct for easy Board reference.
(NWA)

Attachments: [Staff Report: Board Code of Conduct - Draft Bylaw Review](#)
 [Appendix A: Board Code of Conduct Bylaw \(Draft\)](#)

6.8. [24-128](#) Future Housing Priorities and Partnerships Framework

Recommendation: [At the February 7, 2024 Hospitals and Housing Committee meeting, presentations were made by the consultants for the CRD Regional Housing Acquisition Study and Rural Housing Program Pilot Financial Analysis. Both presentations are attached.] The Hospitals and Housing Committee recommends to the Capital Regional District Board:

1. That staff begin advancing efforts under the Regional Housing: Acquisition Strategy; and

(WP - All)

2. That the CRD negotiate and execute a Memorandum of Understanding with the Southern Gulf Islands Tourism Partnership to receive \$100,000 for staff coordination of the Rural Housing Program pilot scoping.

(WA)

[At the February 7, 2024 Hospitals and Housing Committee meeting, the following motion arising was carried:]

The Hospitals and Housing Committee recommends to the Capital Regional District Board:

3. That the Rural Housing Pilot Project Analysis and recommendations be referred to the Electoral Areas Committee for their review and possible recommendations to the Board.

(NWA)

Attachments: [Staff Report: Future Housing Priorities & Partnerships Framework](#)
[Appendix A: Future Housing Priorities & Partnerships White Paper](#)
[Appendix B: Regional Housing: Acquisition Strategy](#)
[Appendix C: Rural Housing Pilot Project Analysis](#)
[Appendix D: Rural Housing Program Pilot \(2024\)](#)
[Presentation: CRD Regional Housing Acquisition Study](#)
[Presentation: Rural Housing Program Pilot Financial Analysis](#)

6.9. [24-101](#) Reaching Home Program Agreement

Recommendation: The Hospitals and Housing Committee recommends to the Capital Regional District Board:
That Capital Regional District staff be authorized to negotiate, execute agreements with the Government of Canada and receive funds through the Reaching Home Program and do all things incidental to finalize such agreements and deliver the program.

(WA)

Attachments: [Staff Report: Reaching Home Program Agreement](#)
[Appendix A: Reaching Home Program Sub-Projects 2023-24](#)
[Appendix B: Reaching Home Program CAB Terms of Reference](#)
[Appendix C: Draft Reaching Home Prgm Amend't Agrmt 2024-2026](#)

6.10. [24-029](#) Regional Growth Strategy Indicators Report

Recommendation: [At the January 17, 2024 Planning and Protective Service Committee, the report was presented for information and the following motion arising was carried:]
The Planning and Protective Services Committee recommends to the Capital Regional District Board:
That staff include the Regional Growth Strategy Indicators report and appendix as part of future Board Strategic Priorities check-ins.
(NWA)

[REVISED APPENDIX A attached. Two sections of the RGS indicators report have been updated to clarify information, no substantive changes to data or findings were made, as follows:

- Indicator 2.2b Average residential water consumption: The "How we are doing" section has been updated to clarify the driving factors behind the reduction and then stabilization of water consumption.
- Indicator 4.1a Percentage of total trips made by walking, cycling, and transit in the Growth Management Planning Area: A legend has been added to clarify the mode share for each data set in the bar graph.]

Attachments: [Staff Report: Regional Growth Strategy Indicators Report](#)
[Appendix A \(Revised\): 2023 RGS Indicators Report](#)
[Appendix A: 2023 Regional Growth Strategy Indicators Report](#)

6.11. [24-051](#) Capital Regional District Emergency HazMat Team Service Review

Recommendation: The Planning and Protective Services Committee recommends to the Capital Regional District Board:
That staff be directed to distribute the report and to engage interest holders and to report back to the Committee with an implementation plan.
(NWA)

Attachments: [Staff Report: CRD Emergency HazMat Team Service Review](#)
[Appendix A: Emergency HazMat Response Team Service Review](#)

6.12. [24-062](#) Island View Beach Regional Park Campground - Operating Season Extension Pilot

Recommendation: The Regional Parks Committee recommends to the Capital Regional District Board:
That the operating season for the Island View Beach Regional Park campground be extended to the end of the Thanksgiving weekend each year.
(WP - All)

Attachments: [Staff Report: IVBRP Campground – Operating Season Extension Pilot](#)
[Appendix A: IVBRP Campground Map](#)

6.13. [24-085](#) Regional Parks Internal Inclusion and Accessibility Audit

Recommendation: There is no recommendation. This report is for information only.

Attachments: [Staff Report: Regional Parks Internal Inclusion & Accessibility Audit](#)
[Appendix A: Accessible Nature-Based Outdoor Rec Opportunities Study](#)
[Presentation: Regional Parks Internal Inclusion & Accessibility Audit](#)

6.14. [24-059](#) Regional Water Supply 2024 Capital Plan Update

Recommendation: That the Regional Water Supply Commission recommends that the Capital Regional District Board:
Approve updating the 2024 Regional Water Supply Service Capital Budget and Five Year Capital Plan to include 2024 budget updates for projects 24-19, 20-16, 20-17, 21-03, 19-16, 18-18 and 21-11 as outlined in Appendix A.
(WP - All except SGI & SSI)

Attachments: [Regional Water Supply 2024 Capital Plan Update](#)
 [Appendix A: Updated 2024-2028 Regional Water Five Year Capital Plan](#)

6.15. [24-175](#) 2024 Committee and External Membership Appointments - Update #1

Recommendation: That the Board receive for information the updated 2024 Committee and External Membership Appointments as attached.
(NWA)

Attachments: [2024 Board & Committee Membership Appointments](#)

7. ADMINISTRATION REPORTS**7.1.** [24-174](#) AAP Results & Adoption for Bylaw 4552 - Borrowing for Land Assembly, Housing and Land Banking Service

Recommendation: 1. That the attached Certificate of Results of Alternative Approval Process for Bylaw No. 4552 (Appendix B) be received; and
(NWA)
2. That Bylaw No. 4552, "Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023" be adopted.
(WA)

Attachments: [Staff Report: AAP Results for Bylaw No. 4552 - Borrowing for Land & Housing](#)
 [Appendix A: Bylaw No. 4552](#)
 [Appendix B: Certificate of Results for Bylaw No. 4552](#)

7.2. [24-093](#) The History and Possible Future of the Performing Arts Facilities Select Committee

Recommendation: That Capital Regional District 10b-2 to "scale up regional support for performing arts facilities within the region" be evaluated in terms of its scope and level of priority along with consideration to establish a new select committee at the next annual check-in of the 2023-2026 CRD Corporate Plan in late spring 2024.
(NWA)

Attachments: [Staff Report: History Possible Future PAFSC](#)
 [Appendix A: Stage One Report on PAF in the CRD](#)
 [Appendix B: ToR 2021 PAFSC](#)
 [Appendix C: Service Plan 2021 Performing Arts Facilities](#)
 [Appendix D: Estimated Costs 2021 Performing Arts Facilities](#)

- 7.3. [24-137](#) Recommendation to Award Contract 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024
- Recommendation:** That Contract No. 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024, be awarded to Insituform Technologies Ltd. for an amount of \$7,505,825 (excluding GST); and authorize staff to expend up to an additional \$400,000 in contract contingency funds as required during the execution of the project.
(WA)
- Attachments:** [Staff Report: Recommendation to Award Contract 2023-909](#)
[Appendix A: Location Map](#)
[Appendix B: Core Area 5 Year Capital Plan](#)
- 7.4. [24-161](#) Biosolids Monthly Update - February
- Recommendation:** There is no recommendation. This report is for information only.
- Attachments:** [Staff Report: Biosolids Monthly Update - February](#)
[Appendix A: Summary of Biosolids Production & End Use for 2023](#)
- 7.5. [24-100](#) 902 Foul Bay Road Housing Agreement Rescission Bylaw
- Recommendation:** 1. That Bylaw No. 4600, "Resale Control and Housing Agreement Rescission Bylaw (902 Foul Bay Road), 2024", be introduced and read a first, second and third time; and
(WA)
2. That Bylaw No. 4600 be adopted.
(WA, 2/3rds on adoption)
- Attachments:** [Staff Report: 902 Foul Bay Road Housing Agrmt Rescission Bylaw](#)
[Appendix A: Bylaw No. 4600](#)
[Appendix B: Certified Copy of Resolution of City of Victoria](#)

8. REPORTS OF COMMITTEES

Electoral Areas Committee

- 8.1. [24-194](#) Motion with Notice: Amendment to Board Procedures Bylaw (Director Holman)
- Recommendation:** The Electoral Areas Committee recommends to the Capital Regional District Board: That staff report to CRD Governance Committee regarding the implications and process for amending the Board Procedures Bylaw so that the CRD Board Chair participates in the Electoral Areas Committee on a voice without vote basis.
(NWA)

9. BYLAWS

- 9.1. [24-177](#) Adoption of Bylaw 4574 - Shirley Fire Protection and Emergency Response Service Establishment Bylaw No. 1, 1991, Amendment Bylaw No. 3, 2023

Recommendation: That Bylaw 4574, "Shirley Fire Protection and Emergency Response Service Establishment Bylaw No. 1, 1991, Amendment Bylaw No. 3, 2023" be adopted. (NWA)

Attachments: [Bylaw No. 4574](#)

10. NOTICE(S) OF MOTION

11. NEW BUSINESS

12. MOTION TO CLOSE THE MEETING

- 12.1. [24-178](#) Motion to Close the Meeting

Recommendation:

1. That the meeting be closed for Appointments in accordance with Section 90(1)(a) of the Community Charter. [2 items]
2. That the meeting be closed for a Legal Update in accordance with Section 90(1)(i) of the Community Charter. [1 item]
3. That the meeting be closed for Intergovernmental Negotiations in accordance with Section 90(2)(b) of the Community Charter. [1 item]

13. RISE AND REPORT

14. ADJOURNMENT

Voting Key:

NWA - Non-weighted vote of all Directors

NWP - Non-weighted vote of participants (as listed)

WA - Weighted vote of all Directors

WP - Weighted vote of participants (as listed)

Meeting Minutes

Capital Regional District Board

Wednesday, January 10, 2024

1:10 PM

6th Floor Boardroom
625 Fisgard Street
Victoria, BC

PRESENT

DIRECTORS: C. Plant (Chair), M. Little (Vice Chair), M. Alto, P. Brent, S. Brice, J. Brownoff, J. Caradonna, C. Coleman, Z. de Vries, B. Desjardins, S. Goodmanson (EP), G. Holman, P. Jones, D. Kobayashi, C. McNeil-Smith, K. Murdoch, D. Murdock, S. Riddell (for R. Windsor), K. Roessingh (for K. Williams), L. Szpak, M. Tait, D. Thompson, S. Tobias, A. Wickheim

STAFF: T. Robbins, Chief Administrative Officer; N. Chan, Chief Financial Officer; A. Fraser, General Manager, Integrated Water Services; L. Hutcheson, General Manager, Parks and Environmental Services; K. Lorette, General Manager, Planning and Protective Services; K. Morley, General Manager, Corporate Services; A. Orr, Senior Manager, Corporate Communications; M. Lagoa, Deputy Corporate Officer; J. Dorman, Committee Clerk (Recorder)

EP - Electronic Participation

Regrets: Directors K. Williams, R. Windsor

The meeting was called to order at 1:43 pm.

1. TERRITORIAL ACKNOWLEDGEMENT

A Territorial Acknowledgement was provided in the preceding meeting.

2. APPROVAL OF THE AGENDA

MOVED by Director Coleman, **SECONDED** by Director Brice,
That the agenda for the January 10, 2024 session of the Capital Regional District Board be approved.
CARRIED

3. ADOPTION OF MINUTES

3.1. [24-040](#) Minutes of the December 13, 2023 Capital Regional District Board Meeting

MOVED by Director Alto, **SECONDED** by Director Brice,
That the minutes of the Capital Regional District Board meeting of December 13, 2023 be adopted as circulated.
CARRIED

4. REPORT OF THE CHAIR

Happy New Year. I think and hope this will be the last time I use this expression but it is still true and for many of you this is the first time I have seen you. I hope you have all had a relaxing break. Today's agenda is a little light in that that we have a relatively short agenda but there is a lot of work coming at us soon. As such my remarks today are largely looking forward over the upcoming weeks and months. Next Wednesday at 5pm the CRD is hosting a public online forum and presentation on our provisional 2024 budget. This is a new initiative and I thank staff in advance for their work in making it happen. While I am not sure there are going to be hundreds of participants I think it is another important step in ensuring we are transparent and open to the public in how we operate. I will provide an update next month on how it went. As January is one of the months where we have 5 Wednesdays in a month we will be having the Diversity Inclusion and Equity and Accessibility training on January 31st in the morning. I hope every Director can participate in order to show our collective interest and commitment to this important work. I had a conversation with the facilitator this morning and I'm looking forward to this work as it is being designed for our CRD organization and Board. As you likely know while we have a provisional budget approved we will be coming together again to approve our budget in March and finalize the budget. I would encourage Directors, if you have any questions or concerns, please reach out to staff or myself to discuss in advance. I want to thank members of the Board who are serving with me on the committee to help find a new GM for Parks, Recreation and Environmental services. We are working hard to bring a recommended candidate for the Board to consider in April. In May on the morning of our monthly Board Meeting we will be meeting to review and discuss our Strategic Priorities. This is our annual check-in on priorities and a chance for us to comment and potentially make changes if we need.

5. PRESENTATIONS/DELEGATIONS

There were no presentations or delegations.

6. CONSENT AGENDA

**MOVED by Director Murdoch, SECONDED by Director Coleman,
That consent agenda items 6.1. and 6.2. be approved.
CARRIED**

6.1. [23-975](#) Capital Regional District 2023 Audit Planning Discussion

**That the Capital Regional District 2023 Audit Plan developed by KPMG be approved.
CARRIED**

6.2. [23-976](#) Capital Regional District External Grants Update

This report was received for information.

7. ADMINISTRATION REPORTS

7.1. [24-027](#) CAO Quarterly Progress Report No. 4, 2023

T. Robbins presented Item 7.1. for information

Discussion ensued regarding:

- delays associated with capital projects
- citizen survey initiative regarding CRD services and programs
- status of funding programs for housing projects

7.2. [24-048](#) Long-Term Biosolids Management Planning - Consultation Update

L. Hutcheson presented Item 7.2. for information.

Discussion ensued regarding online survey engagement process.

Motion Arising:

**MOVED by Director de Vries, SECONDED by Director Holman,
That staff be directed to include a statistically valid survey in the consultation process.**

Discussion ensued regarding:

- merits and clarification of a statistically valid survey
- projected timing of consultation with the added survey component
- statutory requirements to initiate public consultation
- accessibility and inclusiveness of survey
- projected cost of survey
- types of questions on the survey
- regional distribution
- public participation framework
- potential moral and financial conflicts with consultant

The question was called on the motion arising:

That staff be directed to include a statistically valid survey in the consultation process.

CARRIED

OPPOSED: Brent, Jones

8. REPORTS OF COMMITTEES

Finance Committee

- 8.1. [23-977](#) Bylaw No. 4597: Security Issuing Bylaw, Spring 2024
- MOVED** by Director Brice, **SECONDED** by Director Coleman,
1. That Bylaw No. 4597, "Security Issuing Bylaw No. 1, 2024", be introduced and read a first, second and third time.
CARRIED
- MOVED** by Director Brice, **SECONDED** by Director Coleman,
2. That Bylaw No 4597 be adopted.
CARRIED
- 8.2. [24-002](#) Bylaw No. 4596: Saanich Peninsula Wastewater Services Loan Authorization Bylaw No. 1, 2024
- MOVED** by Director Brice, **SECONDED** by Director Coleman,
1. That Bylaw No. 4596, "Saanich Peninsula Wastewater Services Loan Authorization Bylaw No. 1, 2024", be introduced and read a first, second and third time.
CARRIED
- MOVED** by Director Brice, **SECONDED** by Director Brent,
2. That participating area approval for Bylaw No 4596 be obtained by way of the municipal consent process for North Saanich, Central Saanich and Sidney, and if successful, be referred to the Inspector of Municipalities for approval.
CARRIED

9. BYLAWS

There were no bylaws for consideration.

10. NOTICE(S) OF MOTION

There were no notice(s) of motion.

11. NEW BUSINESS

There was no new business.

12. MOTION TO CLOSE THE MEETING

12.1. [24-041](#)

Motion to Close the Meeting

MOVED by Director Little, **SECONDED** by Director Murdoch,

1. That the meeting be closed for Appointments in accordance with Section 90(1)(a) of the Community Charter.

CARRIED

MOVED by Director Little, **SECONDED** by Director Murdoch,

2. That the meeting be closed for Labour Relations in accordance with Section 90(1)(c) of the Community Charter.

CARRIED

MOVED by Director Little, **SECONDED** by Director Murdoch,

3. That the meeting be closed for Land Acquisition in accordance with Section 90(1)(e) of the Community Charter.

CARRIED

MOVED by Director Little, **SECONDED** by Director Murdoch,

4. That such disclosures could reasonably be expected to harm the interests of the Regional District.

CARRIED

MOVED by Director Little, **SECONDED** by Director Murdoch,

5. That the meeting be closed for a Legal Update in accordance with Section 90(1)(i) of the Community Charter.

CARRIED

The Capital Regional District Board moved to the closed session at 3:09 pm.

13. RISE AND REPORT

The Capital Regional District Board rose from the closed session at 3:51 pm and reported on the following:

- In accordance with Bylaw 3963 that the following be appointed to the Beddis Water Service Commission for a term to expire December 31, 2025: Chris Cheeseman, Chris Smid

- In accordance with Bylaw 3963 that the following be appointed to the Cedars of Tuam Water Service Commission for a term to expire December 31, 2025: Julian Edwards

- In accordance with Bylaw 3488 that the following be appointed to the Mayne Island Parks and Recreation for a term to expire December 31, 2024: David Moss

- In accordance with Bylaw 2397 that the following be appointed to the Peninsula Recreation Commission for a term to expire December 31, 2025: Vince Kreiser

- In accordance with Bylaw 3427 that the following be appointed to the Saanich Peninsula Wastewater Commission for a term to expire December 31, 2025: Dwayne Halldorson

- In accordance with Bylaw Letters Patent that the following be appointed to the Saanich Peninsula Water Commission for a term to expire December 31, 2024: Dwayne Halldorson

- In accordance with Bylaw 2788 that the following be appointed to the Sooke and Electoral Parks And Recreation Commission for a term to expire December 31, 2025: Dal Little

14. ADJOURNMENT

MOVED by Director Tait, SECONDED by Director Coleman,
That the January 10, 2024 Capital Regional District Board meeting be adjourned at 3:52 pm.
CARRIED

CHAIR

CERTIFIED CORRECT:

CORPORATE OFFICER



Making a difference...together

**REPORT TO ELECTORAL AREAS COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 14, 2024**

SUBJECT Union of British Columbia Municipalities Grant for Emergency Support Services - Motion of Support

ISSUE SUMMARY

Protective Services has applied to the Union of British Columbia Municipalities (UBCM) Community Emergency Preparedness Fund (CEPF) 2024 grant stream for funding to purchase technology and equipment for the Capital Regional District (CRD) cross-electoral area (EA) virtual Evacuee Registration and Assistance (ERA) team (Appendix A). This team has been trained to provide Emergency Support Services (ESS) virtually when required. UBCM requires that all grant applications be accompanied by a motion of support from the local government and so a motion is required to move forward with the grant.

BACKGROUND

Under the *Emergency and Disaster Management Act (EDMA)*, the CRD is responsible for the provision of ESS in the Juan de Fuca, Salt Spring Island, and Southern Gulf Islands EAs.

The Province has introduced an online registration tool known as the ERA tool. This tool enables the provision of virtual support to residents displaced by emergencies. Protective Services has formed a team of ESS volunteers drawn from each of the three EAs who have undergone the requisite ERA training, as well as Cultural Perspectives and Accessibility training. This empowers our ESS volunteers to provide aid to residents and fellow ESS volunteers in neighboring communities in the event of an evacuation order that surpasses the existing ESS capacity in that area. To effectively access and utilize the new ERA tool and support ESS, additional training and equipment will be required.

The funding requested through the UBCM CEPF 2024 grant will benefit the three EA emergency programs and residents equally, as all three have volunteers on the CRD virtual ERA Team. Funding will additionally bolster and enhance collaborative, multi-jurisdictional responses to emergencies and disasters across the region. The grant request totals \$29,970.

ALTERNATIVES

Alternative 1

The Electoral Areas Committee recommends to the Capital Regional District Board:
That the Capital Regional District Board support an application to the Union of British Columbia Municipalities Community Emergency Preparedness for the Emergency Support Services Grant 2024 and direct staff to provide overall grant management.

Alternative 2

That staff be directed to not submit a grant application to the Community Emergency Preparedness Fund for Juan de Fuca, Southern Gulf Islands, and Salt Spring Island Emergency programs for the Emergency Support Services funding stream.

IMPLICATIONS

Financial Implications

The grant funding will have no impact on annual core Emergency Program budgets and the requisition revenue, but if the grant application is successful, the additional funding will allow greater community resilience during emergency events.

CONCLUSION

CRD Board support for this grant will allow Protective Services to strengthen ESS capacity in the CRD EAs while enhancing collaborative, multi-jurisdictional responses to emergencies and disasters across the region.

RECOMMENDATION

The Electoral Areas Committee recommends to the Capital Regional District Board:
That the Capital Regional District Board support an application to the Union of British Columbia Municipalities Community Emergency Preparedness for the Emergency Support Services Grant 2024 and direct staff to provide overall grant management.

Submitted by:	Shawn Carby, CD, BHSc, MAL, Senior Manager, Protective Services
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, Chief Administrative Officer

ATTACHMENT

Appendix A – UBCM Emergency Support Services 2024 Application Form

Community Emergency Preparedness Fund Emergency Support Services Equipment and Training 2024 Application Worksheet

Please complete and return the worksheet with all required attachments by **January 26, 2024**. Applicants will be advised of the status of their application within 90 days of the application deadline.

All questions must be answered by typing directly in this form. **As all questions are reviewed and scored as part of the adjudication process, please do not leave any questions blank.**

If you have any questions, contact cepf@ubcm.ca or (604) 270-8226 ext. 220.

SECTION 1: Primary Applicant Information

First Nation or Local Government full name: Capital Regional District	File number*: LGPS-10393
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**Refer to the LGPS Online Application Form submission confirmation email*

SECTION 2: Detailed Project Information

1. Proposed Activities. What specific activities will be undertaken as part of the proposed project? Refer to Section 6 of the *Program and Application Guide* for eligibility.

a) Equipment and supplies

The purchase of supplies and equipment required to support ESS modernization by outfitting the Capital Regional District (CRD) Virtual Evacuee Registration and Assistance (ERA) Team with the equipment required to provide virtual ESS. Specific equipment will include; tablets, mobile devices, headsets, and carrying cases for a team of 20 volunteers.

b) Training and exercises

N/A

c) Volunteer recognition and retention

N/A

2. Alignment with funding stream. Describe how your activities align with the intent of the funding stream (build local capacity to provide emergency support services through ESS volunteer/responder recruitment, retention and training, and the purchase of ESS equipment).

- a) How will the proposed activities support the modernization of the local ESS program? Will the Evacuee Registration and Assistance (ERA) Tool be implemented?

A well equipped CRD ERA Team will empower our ESS volunteers to provide aid to residents and fellow ESS volunteers in their own and in neighbouring communities, in the event of an evacuation order that surpasses the existing ESS capacity in that area.

- b) Describe how the proposed project will increase emergency response capacity as a host community.

With the necessary technology, the CRD will be better equipped to act as a virtual host community, by ensuring the virtual ERA Team has the technology required to use the ERA tool effectively.

3. Engagement with First Nations and/or Indigenous Organizations. In the following questions, please identify the specific bands, Treaty First Nations, and/or Indigenous organizations as well as the specific traditional territory, reserve, or other First Nations' land that may be impacted by the proposed project.

- a) Which First Nations and/or Indigenous organizations were proactively engaged as part of the development of this application?

N/A

- b) Which First Nations and/or Indigenous organizations will participate in the proposed activities and what specific role will they play?

N/A

- c) Please indicate the extent to which staff and/or elected officials have undertaken Indigenous Cultural Safety and Cultural Humility Training.

N/A

If applicable, please submit evidence of support for the proposed activities from First Nations and/or Indigenous organizations identified above. This could be in the form of a letter, email, or other correspondence.

4. Engagement with Neighbouring Jurisdictions and Affected Parties. Identify any neighbouring jurisdictions and/or partners (e.g., equity-denied populations, pet-care organizations, organizations involved in a web of support network) you will engage with as appropriate to the project. Rural and remote communities may want to consider engaging with regional districts and/or health authorities, and First Nation applicants may want to consider engaging with the First Nations' Emergency Services Society or the First Nations Health Authority.

The 2023 UBCM CEPF ESS Grant was used to build an Electoral Area virtual ERA Team. During the formation of this team, collaborative training opportunities were shared with the neighbouring municipalities of Saanich, Victoria, and Esquimalt. The 2024 UBCM CEPF ESS Grant would be used to build on the ability for the new ERA Team to respond to emergencies locally and cross jurisdictionally.

5. Comprehensive, cooperative, regional approach and benefits. Describe how your project will contribute to a comprehensive, cooperative, and regional approach to ESS. What regional benefits will result from this project?

The 2024 UBCM CEPF ESS Grant would be used to build on the ability for the new CRD Virtual ERA Team to respond to emergencies locally and cross jurisdictionally. This would support both ESS volunteers and residents during emergencies, as well as enhancing community resiliency throughout the region.

6. Additional Information. Please share any other information you think may help support your submission.

The 2023 UBCM CEPF Grant was Phase I of the CRD Virtual ERA Team.

Approval of the 2024 UBCM CEPF Grant would allow the CRD to move forward with Phase II of the same project.

SECTION 3: Required Attachments

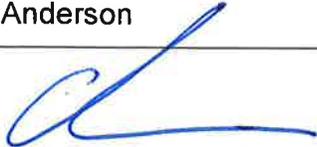
Only complete applications will be considered for funding.

The following separate attachments are required to be submitted as part of the application:

- Band Council resolution, Treaty First Nation resolution, or local government Council or Board resolution, indicating support for the current proposed activities and willingness to provide overall grant management.
- Detailed budget that indicates the proposed expenditures from CEPF and aligns with the proposed activities outlined in the Application Worksheet. Although additional funding or support is not required, any other grant funding or in-kind contributions must be identified. Applicants are encouraged to use the new [LGPS Budget and Financial Summary Tool](#).
- For regional projects only: Band Council resolution, Treaty First Nation, or local government Council or Board resolution, from each sub-applicant that clearly states their approval for the primary applicant to apply for, receive, and manage the grant funding on their behalf.

SECTION 4: Signature This worksheet is required to be signed by an authorized representative of the applicant (*i.e., staff member or elected official*). Please note all application materials will be shared with the Province of BC.

I certify that to the best of my knowledge: (1) all information is accurate, (2) the area covered by the proposed project is within the applicant's jurisdiction (or appropriate approvals are in place) and (3) it is understood that this project may be subject to a compliance audit under the program.

Name: Corey Anderson	Title: Manager, Emergency Programs
Signature*:  <i>*A certified digital or original signature is required.</i>	Date: January 24, 2024

**Documents should be submitted as Word, Excel, or PDF files.
Total file size for email attachments cannot exceed 20 MB.**

**All documents should be submitted to Local Government Program Services,
Union of BC Municipalities by email: cepf@ubcm.ca**

Please note "2024-ESS" in the subject line.

2024 UBCM CEPF ESS Grant Budget - Proposed

Name of Applicant: Corey Anderson, Capital Regional District
Funding Program/Stream: UBCM CEPF ESS Equipment and Training
Project Name/Application Number: CRD Virtual ERA Team - Phase II / File# LGPS-10393

<u>Expense:</u>	<u>Description:</u>	<u>Cost per:</u>	<u>Number:</u>	<u>Sub-Total:</u>	<u>Tax:</u>	<u>Total:</u>
Surface Pro Tablets - (basic 64GB, 4GB Ram)- with Windows installed, and attaching keyboard	Surface Pro Tablets	\$ 800.00	20	\$ 16,000.00	\$ 1,920.00	\$ 17,920.00
Mobile devices - iPhone 11 refurbished	iPhone 11 refurbished	\$ 500.00	20	\$ 10,000.00	\$ 1,200.00	\$ 11,200.00
Headsets (iPhone 11 compatible)	Headsets - iPhone 11 compatible	\$ 37.95	20	\$ 759.00	\$ 91.08	\$ 850.08
Total Request:						<u>\$ 29,970.08</u>



Making a difference...together

**REPORT TO ELECTORAL AREAS COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 14, 2024**

SUBJECT Municipal and Regional District Tax: Designation of Southern Gulf Islands Tourism Partnership Society as the Designated Destination Management Organization

ISSUE SUMMARY

The Southern Gulf Islands Tourism Partnership (SGITP) has requested a letter of support from the CRD Board to be re-designated by Destination BC as the Destination Management Organization (DMO) for the Southern Gulf Islands (SGI) and Salt Spring Island (SSI) Electoral Areas (EAs) for another five years. The SGITP has been operating as the DMO to levy the three percent Municipal and Regional District Tax (MRDT) under the accommodation provisions of the Provincial Sales Tax Act since 2019.

BACKGROUND

The MRDT program is enabled by the Provincial Sales Tax Act to impose a tax of up to three percent on the purchase price of accommodation in a specified geographic area (“designated accommodation area”) on behalf of a “designated recipient.”

Under this program, the SGITP is the designated recipient of the MRDT, and SSI and SGI EAs comprise one designated accommodation area. SGITP has been the DMO for SSI and SGI since 2019, and the Economic Development services for each of the EAs have contributed annual funding, as is required by Destination BC to demonstrate the tax is incremental to existing funding sources.

The purpose of the MRDT program is to assist designated recipients to fund tourism marketing, programs and projects. Affordable housing is a permissible use of funds to help address local housing needs. Designated recipients have the flexibility to define, identify, and fund affordable housing initiatives that they deem appropriate to meet local needs in consultation with the local government. Over the last five years, the Southern Gulf Islands Tourism Partnership has collaborated with CRD and the island communities in both EAs to support housing solutions. The SGITP has committed to funding the CRD’s new Rural Housing Program, starting with a \$100k funding contribution in 2024.

ALTERNATIVES

Alternative 1

The Electoral Areas Committee recommends to the Capital Regional District Board:
That the CRD Board Chair write a letter of support for Destination BC to designate the Southern Gulf Islands Tourism Partnership as the Destination Marketing Organization for the next five years for the Southern Gulf Islands and Salt Spring Island Electoral Areas as the designated accommodation area.

Alternative 2

The Electoral Areas Committee recommends to the Capital Regional District Board:
That staff be requested to return with additional information.

IMPLICATIONS

Financial Implications

The MRDT application requires the eligible entity to provide evidence that the funds from the tax are incremental to other sustained funding. The Salt Spring Island Local Community Commission (LCC) and the Southern Gulf Islands Community Economic Sustainability Commission (SGI CESC) have earmarked funds for the SGITP over the next 5-years.

The SGITP has been successful in leveraging additional grants and co-op funding to the EAs in support of the hospitality sector, as well as community needs related to housing and transportation. The SGITP has committed \$100k to CRD to support the Rural Housing Program in 2024 (to be secured through an Memorandum of Understanding which is currently in process). SGITP has indicated similar funding could be on-going over the next 5 years, in addition to other investments in housing solutions for the two EAs.

Intergovernmental Implications

The SGITP as the designated DMO must provide a letter of support confirming that the CRD has been consulted and agrees with the tax being imposed within the designated area. The SGITP has been working with staff and commissioners from each of the SSI and SGI EAs to ensure thorough understanding of the request, of the track record of the SGITP over the last five years, and of the SGITP's next five year strategic plan. The SSI LCC and the SGI CESC have each passed resolutions to recommend the CRD Board designate the SGITP as the DMO for the next five years:

On January 16, 2024, the SGI CESC passed the following resolution:

In recognition of the positive work of the Southern Gulf Islands Tourism Partnership, it follows that the SGI CESC supports a CRD Electoral Areas Committee recommendation that the CRD Board designate that organization as the Destination Management and Marketing Organization for the application of the MRDT accommodation tax in the Southern Gulf Islands Electoral Area for the next five years and provide a letter of support.

On February 01, 2024, the SSI LCC passed the following resolutions:

That the LCC support the renewed designation of the Southern Gulf Islands Tourism Partnership (SGITP) as the recipient of Municipal and Regional District (MRDT) tax revenues for another five-year period beginning in September 2024, subject to SGITP committing to devote the full amount of Online Accommodation Platform (OAP) MRDT revenues to affordable housing initiatives, except for an instance when there was a severe unanticipated decline in other MRDT revenues or a significant change in the programs the SGITP is supporting, to the extent that it could compromise the SGITP's ability to deliver its core marketing programs.

That the Local Community Commission recommend to Southern Gulf Islands Tourism Partnership the following:

- *That approximately \$100,000 of online MRDT be allocated annually to the CRD rural housing program, approximately \$50,000 for the Housing Now program, subject to changes over time in these programs and changes in online MRDT revenue.*
- *That \$100,000 of online MRDT (OAP) revenue in 2024 be allocated to SGITP's existing \$200,000 capital reserve for housing.*
- *That best efforts be made to ensure an equitable distribution of MRDT-related funding between electoral areas.*

Accommodation Sector

In addition to demonstrating local government support, the “eligible entity” applying for the MRDT must also demonstrate a majority of accommodation providers in the area support the tax to be imposed. The SGITP is actively consulting with the SGI and SSI accommodation sector and tourism industry stakeholders to document their support for another five year term.

Social, Environmental, and Economic Implications

The destination management provided by SGITP uses branding that upholds island values of culture and environment, and aims to create a visitor economy with a net positive benefit for the region. The SGITP has two seasonal marketing campaigns:

- (1) Encouraging shoulder and off-season travel that better supports local businesses through slow periods; and
- (2) communicating responsible behaviour for visitors already coming in the summer.

The SGITP has data to indicate that there has been a shift in visitors to off-peak months which suggests the SGITP's work is achieving its intended impact.

CONCLUSION

The Southern Gulf Islands Tourism Partnership (SGITP) has been operating as the Destination Management Organization (DMO) to collect the three percent Municipal and Regional District Tax (MRDT) on accommodations in the Salt Spring Island and Southern Gulf Islands Electoral Areas since 2019. In order to be designated by Destination BC to be the DMO for an additional five years, the SGITP has requested a letter of support from the CRD Board.

RECOMMENDATION

The Electoral Areas Committee recommends to the Capital Regional District Board:
That the CRD Board Chair write a letter of support for Destination BC to designate the Southern Gulf Islands Tourism Partnership as the Destination Marketing Organization for the next five years for the Southern Gulf Islands and Salt Spring Island Electoral Areas as the designated accommodation area.

Electoral Areas Committee – February 14, 2024
Municipal and Regional District Tax: Designation of Southern Gulf Islands Tourism Partnership Society as the Designated Destination Management Organization **4**

Submitted by:	Justine Starke, MCIP, RPP; Manager, Southern Gulf Islands Electoral Area
Concurrence:	Karla Campbell, Senior Manager, Salt Spring Island Electoral Area
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE
MEETING OF WEDNESDAY, JANUARY 17, 2024**

SUBJECT **Measures to Reduce Regional Greenhouse Gas Emissions**

ISSUE SUMMARY

To seek direction on a proposed Climate Action Service budget amendment to increase capacity related to climate action community behaviour change and education programming, as well as innovative greenhouse gas reduction focused policy analysis approaches.

BACKGROUND

The Capital Regional District's (CRD) Regional Growth Strategy (RGS) sets a target to reduce the region's greenhouse gas (GHG) emissions by 61% by 2038, based on 2007 levels. To monitor trends and inform planning and programming focused on reducing emissions in the capital region, the CRD's Climate Action service produces regional and local government community GHG inventories every two years. The 2022 GHG inventory was provided to the Board on October 11, 2023 (Appendix A). It indicates that while per capita trends are decreasing, the region is not on track to achieve its 2038 GHG targets. Staff were directed by the Board to report back on "new and innovative and ambitious options and measures to reduce this trend in future years and achieve our existing 2038 emissions targets."

The CRD's Climate Action Strategy, approved in late 2021, identifies a pathway for how the CRD may achieve its regional GHG reduction goals (Appendix B). It recognizes that a collective commitment to climate action at all levels of government is required to achieve GHG targets. The strategy includes over 125 actions for how the CRD, through its various services, will play a role to advance regional and corporate climate goals through 2025.

Staff have reviewed the existing Climate Action Strategy actions and workplans, related Board directives, internal service planning processes, and considered recent input collected through the CRD Climate Action Inter-Municipal Working Group (IMWG) and Climate Action Inter-Municipal Task Force (Task Force) to develop recommended next steps.

Related Board Direction and Inter-Municipal Committee Recommendations

Transportation Governance

At the direction of the Board, the Regional and Strategic Planning (RSP) division is currently leading a process to review new transportation governance options. Changes to transportation governance will take time to enact. The first step is to establish a new CRD Transportation Service. As directed by the Board on December 13, 2023, through 2024, RSP will lead a service design and feasibility study to identify the functions, service levels and operating requirements for this new service. The scope of the feasibility study will be all existing CRD transportation functions and new transportation functions that better enable regional collaboration (e.g., connectivity, traffic flow and congestion) and enhanced service delivery (e.g., new mobility, behaviour change). Pending Board direction, the second step could be to establish a new transportation authority. This would require legislative change. The Province has also clearly communicated that no such

changes will be considered unless the region's 13 municipalities and three electoral areas agree. Additionally, the Province has signalled that such changes would not occur within this Board term. As a result, staff have recommended that the CRD Board focus on establishing a new CRD service in 2024 and begin preparing a business case for a new transportation authority in 2025.

All of these proposed governance changes relate to how decisions about transportation are made – what is the scope, who decides, who pays, and who is responsible for implementation. Governance changes in the short-term will not directly reduce GHG emissions. However, the changes could encourage faster implementation of transportation infrastructure and delivery of transit services. These changes are enabling, with the objective of reducing GHG emissions over the long-term.

Climate/Carbon Budgeting

After receiving a request from the District of Central Saanich for the CRD to adopt a carbon budgeting policy and support local governments in doing the same, in spring 2023, staff were directed by the Board to host a workshop with elected officials and local government staff to better understand the opportunities and implications for pursuing this work. A workshop was held in June 2023 and follow-up discussions occurred with the CRD's climate action inter-municipal staff and elected official committees to review and refine input collected and related recommendations. Refer to the January 17, 2023 staff report titled 'Carbon Budget Update' for further information and related staff recommendations.

Community Mobilization and Education

The Task Force is an advisory group to the Environmental Services Committee (ESC). During its discussions, and from input provided during these meetings, members have identified an interest in the CRD increasing its programming related to climate action behaviour change and community mobilization. While the Climate Action service has historically undertaken these efforts, these have been campaign-based and often linked to specific grant-funded programs.

Current staff capacity does not allow for broader programming; however, opportunities remain to expand current reach, enhance tools related to existing programs, and scope new programming with additional resources in 2024. As such, staff propose a 2024 budget amendment to support the hiring of a one-year auxiliary position, at a cost of \$90,000, to support this work. At its December 1, 2023 meeting, the majority of Task Force members reaffirmed their interest in including this consideration in a response to the Board.

Policy Mapping and Innovation

To better understand the current context for GHG reduction-related policy and opportunities for innovation in the region, staff, working with Introba Consulting, developed a GHG policy mapping summary. Interviews were held with representatives across government and other experts and input was collected from the CRD's climate action inter-municipal committees to collate for known policies per level of government that will change the trajectory of the emissions toward the region's 2038 GHG targets. Additionally, an initial list of future-looking more innovative policy approaches that would require additional analysis (i.e., regulatory reviews, advocacy pathways, and more detailed GHG modelling) were collected (Appendix C). This list prioritizes 'stretch/innovative' policies that are expected to have medium-to-high GHG reductions within the 2038 regional target timeline.

Staff recommend using the prioritized list as a basis for a one-time \$100,000 request to conduct additional analysis on the more aggressive 'stretch/innovative' policies that could be either undertaken by the CRD within its authority, or by local governments, with the CRD Climate Action service providing research and/or a coordination function (similar to other recent local government policies such as Zero Carbon Step Code and electric vehicle (EV) ready bylaws). Over the coming months, staff would further engage municipal staff and experts to determine which identified 'stretch/innovative' policy approaches (up to three), listed in Appendix C, are the top priorities for further study. Outcomes of this analysis would be reported to the ESC and inform the next iteration of the CRD's Climate Action Strategy.

Other Active GHG Emissions-Related Projects and Opportunities

Staff are actively undertaking several initiatives, as directed by the CRD Climate Action Strategy, which will inform future regional programming and associated workplans and service requests:

- Buildings – Home Energy Navigator Program iteration, regional benchmarking program design, low-income financing program design study, Zero Carbon Step Code policy support
- Transportation – EV policy toolkits, EV infrastructure investments and grant management, regional trails widening, lighting and trestle repair and additional active travel work on the Gulf Islands, transportation governance analysis
- Land Use – Growth and Mobility Study (led by RSP), GHG scenario analysis and Board consideration of the need to update the RGS
- Waste – Implementation of the Solid Waste Management Plan and related capital projects
- Corporate Leadership – Energy management initiatives, corporate GHG reduction projects and climate lens-related initiatives

As per the current Climate Action Strategy, staff anticipate future service requests starting in the 2025 budget year. These requests encompass an EV coordinator continuation of a full-time equivalent, regional benchmarking program, potential low-income retrofit financing, community mobilization programming and other corporate capital projects. Staff also plan to undertake a process to renew the CRD Climate Action Strategy in 2025 to identify future service priorities, including those related to climate adaptation. This would be informed by current program outcomes, inter-municipal engagement, and the ongoing research and policy analysis planned for the coming year.

ALTERNATIVES

Alternative 1

The Environmental Services Committee recommends to the Capital Regional District Board: That the Climate Action service initiate a 2024 budget amendment for \$190,000 utilizing existing service budget reserves to accommodate:

1. a one-year auxiliary term position to develop a community mobilization program and undertake regional education activities; and
2. additional policy analysis, regulatory reviews, and greenhouse gas (GHG) modelling related to innovative policy approaches identified through the GHG policy mapping initiative.

Alternative 2

That this report be referred back to staff for additional information.

IMPLICATIONS

Alignment with Board & Corporate Priorities

Reducing greenhouse gas emissions is embedded in the Climate Action & Environment Board and Corporate Priorities.

Alignment with Existing Plans & Strategies

Increasing resources to develop and undertake community mobilization and education activities to align with CRD Corporate Plan Initiative 6a-1 to “promote community capacity building on climate action.” While undertaking additional policy analysis is not specifically noted in the Board priorities or Corporate Plan, the 2021 CRD Climate Action Strategy includes an action to “identify innovative action to close the regional 2030 emissions gap.”

Environmental & Climate Action

The proposed approach will provide additional capacity to support residents in undertaking climate action and provide more information for decision-makers in the future. At this point, actual emissions savings per dollar invested is unclear. Additionally, current Board direction does not include climate adaptation considerations, which will need to be contemplated in the future.

Financial Implications

Existing Climate Action service reserve funds would be utilized for the 2024 budget amendment. Approximately \$90,000 would be allocated for a one-year term position, and approximately \$100,000 would be allotted to undertake additional policy analysis.

Intergovernmental Implications

Staff will continue to engage the region’s local governments through the CRD’s Climate Action IMWG and Task Force on better understanding new policy approaches and supporting implementation of existing programs and policies in a collaborative manner. Staff will continue to work with local government staff on any new efforts related to innovative regional and local government-focused policies and programs, as proposed.

CONCLUSION

The Board recently directed staff to investigate new initiatives related to achieving regional greenhouse gas reduction targets. Further, the CRD Climate Action Inter-Municipal Task Force is requesting that the Board consider additional resources to undertake more climate action focused community mobilization and education activities. As directives do not align with the existing service planning process, staff are recommending a one-time budget amendment within the regional climate action service to increase service capacity in the 2024 budget year. Outcomes through this work and other planning processes (such as those related to transportation governance) will support the Board in understanding future opportunities and inform service priorities through the CRD’s Climate Action Strategy renewal in 2025.

RECOMMENDATION

The Environmental Services Committee recommends to the Capital Regional District Board:
That the Climate Action service initiate a 2024 budget amendment for \$190,000 utilizing existing service budget reserves to accommodate:

1. a one-year auxiliary term position to develop a community mobilization program and undertake regional education activities; and
2. additional policy analysis, regulatory reviews, and greenhouse gas (GHG) modelling related to innovative policy approaches identified through the GHG policy mapping initiative.

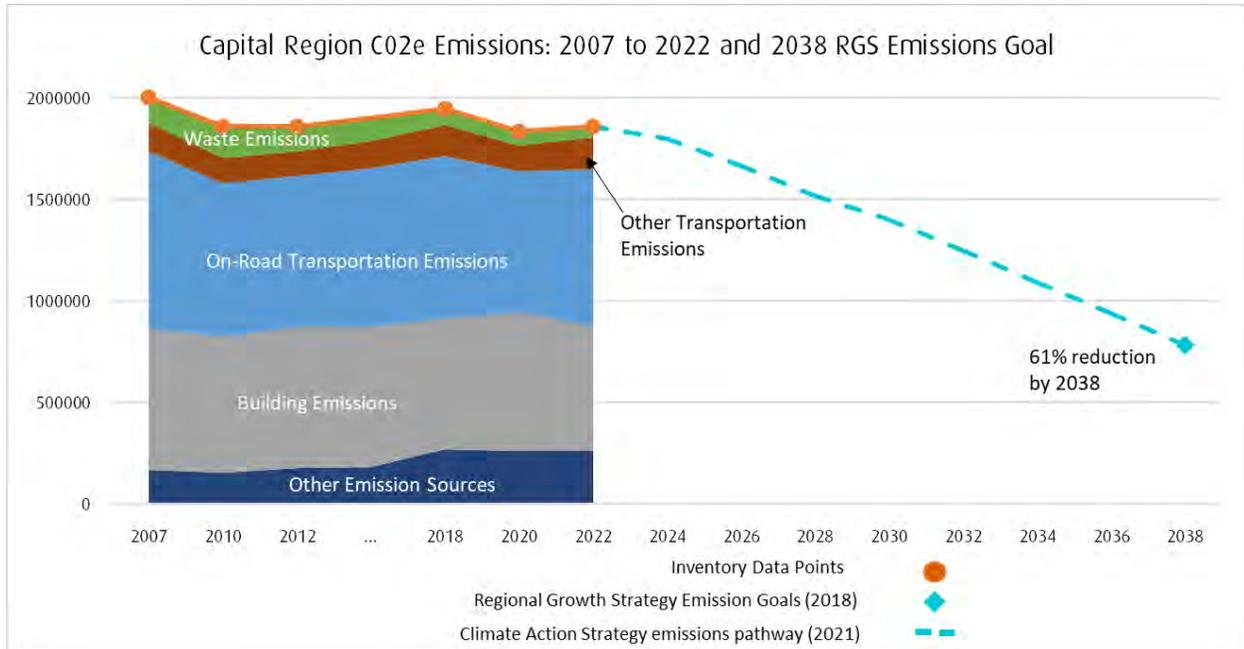
Submitted by:	Nikki Elliott, BES, MPA, Manager, Climate Action Programs
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: 2022 Regional Greenhouse Gas Inventory Summary
- Appendix B: Capital Region-Wide Greenhouse Gas Emissions Climate Action Strategy Scenario
- Appendix C: CRD Greenhouse Gas Emissions Policy Mapping – Memo from Introba (December 2023)

2022 REGIONAL GREENHOUSE GAS INVENTORY SUMMARY

January 2024

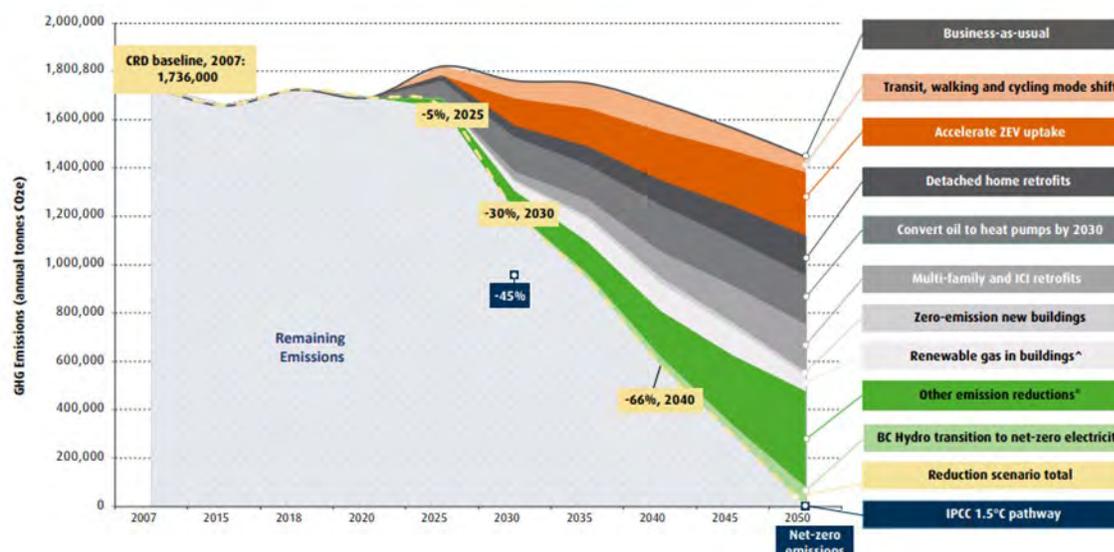


Data source: Stantec Consulting Ltd. (2023, September 14). Capital Regional District 2022 GPC BASIC+ Community Greenhouse Gas (GHG) Emissions Inventory Report. https://www.crd.bc.ca/docs/default-source/climate-action-pdf/reports/2022-regional-ghg-inventory-study-.pdf?sfvrsn=3722e7ce_1

CAPITAL REGION-WIDE GREENHOUSE GAS EMISSIONS CLIMATE ACTION STRATEGY SCENARIO

January 2024

Figure 8. Capital region-wide GHG emissions: Climate Action Strategy scenario, 2007-2050 (tonnes CO₂e)



[^] Renewable gas may include several sources, e.g., captured landfill gas, gas from anaerobic digesters, future supply of hydrogen gas.

^{*} Other emissions sources include agriculture, forestry, other land use, fugitive, marine and aviation, product use

Source: 2021 CRD Climate Action Strategy, p. 22

NOTES

- Current CRD Climate Action Strategy actions were structured around how the CRD can best play a role within known authorities to reduce regional Greenhouse Gas (GHG) emissions under these broad approaches.
- Transportation accounted for 42% of regional GHGs in 2022. Transportation Governance outcomes are likely to support some of the mode-shift related emissions; the remainder are covered by provincial fuel policy and electric vehicle/renewable fuels transitions.
 - The CRD is supporting this through Electric Vehicle (EV) infrastructure programming, building off of provincial level EV incentives and minimum EV sale quotas for manufacturers.
 - The establishment of a new transportation service could encourage GHG reductions through faster implementation of transportation infrastructure and delivery of transit services. The two most significant changes would be to:
 - Prioritize infrastructure projects at the regional level to allow for robust CRD Board advocacy to federal and provincial funders.
 - Accelerate mode shift through a new behaviour change program that would offer education activities to support community mobilization.
- Buildings accounted for over 30% of regional GHGs in 2022.
 - The CRD is advancing iterative retrofit support work for residential homeowners through the Home Energy Navigator program, policy implementation support for local governments on the BC Energy Step Code and Zero Carbon Step Code, and scoping of potential building benchmarking and low-income financing programs.

CRD Greenhouse Gas Emissions Policy Mapping

MEMO | December 2023

Background

The Capital Regional District (CRD) has established a target to reduce the region’s greenhouse gas (GHG) emissions by 61% by 2038, based on 2007 levels. The CRD’s latest GHG inventory indicates that the region emitted 1.86 million tonnes of CO_{2e} in 2022, which approximately equates to a 7% reduction from the 2007 baseline, and a 1% increase since 2020. To ensure the CRD remains on track to achieving its regional 2038 target, staff have been directed by their Board to report on “new and innovative and ambitious options and measures to reduce this trend in future years and achieve our existing 2038 emissions targets”.

This short memo provides an overview of the general approach taken to this work, as well as key findings.

Approach

The first step in this work was to conduct a scan of the policy landscape covering all levels of government and all major sectors, and detailing known/existing, forthcoming, and potentially innovative policies that can or could support the region’s emissions reduction efforts. The purpose of this review was to identify:

1. Key policies (both existing and forthcoming) at all levels of government that would have a material impact on the region’s GHG emissions, and
2. Policy gaps and potential innovative policies at the regional and local government level, including areas that should be explored to better understand impact and jurisdictional limits and allowances.

This process began with a review of existing documents, followed by interviews with subject matter experts and CRD staff who provided additional insights on planned or potential actions. Potential actions to explore were also collected from two inter-municipal committee meetings with elected officials and municipal staff, respectively.

Documents Reviewed	Interviewees (External to CRD)
<ul style="list-style-type: none"> • Pan-Canadian Framework on Clean Growth and Climate Change • CleanBC Roadmap to 2030 • CRD Climate Action Strategy • CRD Solid Waste Management Plan • Saanich Building Retrofit Strategy 	<ul style="list-style-type: none"> • Matte Horne, City of Vancouver • Megan Lohmann, Community Energy Association • Zachery May, Province of BC • Robyn Webb, BC Hydro • Karen Tam Wu, Independent (formerly of Pembina Institute) • CRD Climate Action Inter-Municipal Working Group • CRD Climate Action Inter-Municipal Task Force

This led to the development of a list of current, planned or potential actions that were further categorized and evaluated using the criteria found in Table 1.

CRD Greenhouse Gas Emissions Policy Mapping

Table 1: Categorization of Actions

Category	Details
Sector of interest	<p>Policies were categorized according to the CRD's GHG emissions inventory</p> <ul style="list-style-type: none"> • General (actions related to overall financing, advocacy, regional coordination or authority) • Stationary Energy (New Building Construction, Existing Buildings, New and Existing Buildings) • Energy • Industry • Transportation (On-Road Transportation, Active Transportation and Public Transit, Other Transportation) • Waste • Industrial Processes and Product Uses • Agriculture, Forestry and Other Land Use
Level of Government	Policies were classified as falling under Federal, Provincial, Regional, or Local jurisdiction
Core v. enabling	Policies were classified as either a key action necessary to reduce emissions in a given sector (Core), vs. those that support the achievement of those emissions reductions (Enabling)
Authority	<p>Policies were classified as either:</p> <ul style="list-style-type: none"> • Within Authority – Existing: policies known to be underway and within existing authority (<i>applies to federal/provincial/regional actions</i>). • Within Authority – Planned: planned policies within existing authority (<i>applies to federal/provincial/regional actions</i>). • With Authority – Explore: policies within existing authority that the CRD should explore (<i>applies to regional actions only</i>). • Within Authority: applied only to local governments, who are in varying stages of planning and implementation. • Stretch/Innovative: actions that were deemed on the edge or outside of the authority of regional or local governments.
Emissions Reduction Impact by 2038	<p>Actions were classified as having a Low, Medium, or High impact on emission reductions.</p> <p>Values in this category were assigned based on consultant experience developing multiple emissions inventories and climate action plans and represent of the impact of an action in reducing emissions within its own sector (not across the inventory). Actions that may have a high impact in the longer term (e.g., to 2050) or that apply to scopes of emissions outside the inventory (e.g. embodied carbon) were designated as "low". Note that additional GHG modelling and analysis may change the rankings in this category.</p>
Type of Action	Actions were classified as one of the following: Regulate, Incentivize, Coordinate, Educate, Advocate, or Corporate (i.e. applicable to CRD assets only)

Key Findings

The results of this work can be found in a companion Excel, which should be considered a working document that reflects the current state of policy development and available insights at the time of this study. As such, it should be considered a reference that can be reviewed and updated as new information arises. The resultant list of policies and actions has been designed to be readily accessible and able to be sorted, as well as to be updated to incorporate emerging policies and programs over time.

CRD Greenhouse Gas Emissions Policy Mapping

Overall, it should be noted that there was broad agreement among interviewees that one of the CRD's key functions and indeed contributions is as a coordinator, including identifying and promoting minimum policy options for adoption across its local governments, fostering collaboration to ensure alignment, and undertaking programs and projects better done at the regional scale. Transparent and effective coordination across the region was also seen as increasing the likelihood of provincial involvement in initiatives that could either enable or directly contribute to emissions reductions that are not being actively pursued.

To this point, while many actions identified for the regional level fall under the category of advocacy, the region may wish to review and identify any opportunities to participate in existing efforts; for example, ongoing planning or policy development efforts at the provincial level, and/or, advocate to the provincial or federal government to enhance or accelerate their existing policies and programs. This is noted in the recommendation to *Develop a Regional Advocacy Plan*.

More specifically, this work yielded a list of higher impact actions (i.e. medium or high) that the CRD and/or its local governments should explore to understand where their current authority could be expanded (see Table 2 and Table 3, respectively).

Finally, it should also be noted that the actions included in this review have been evaluated only for their impact on the region's current territorial emissions, and do not take into consideration any other co-benefits that certain actions may bring.

Table 2: Medium or high impact actions for the CRD to explore

Sector	Policy	Core vs. Enabling	Authority	Emissions Reduction Impact by 2038	Type of Action
General					
General	Seek authority to regulate GHG emissions regionally. Review current legislation for the authority to regulate GHG Emissions regionally and/or potentially seek delegated powers from the Province of BC.	Core	Stretch/Innovative	High	Advocate
Stationary Energy					
New Construction	Regional Coordination and Permitting for New Construction. The regional government takes on the role of permitting for all member municipalities. This would support smaller municipalities that are hesitant to adopt higher levels of the step code due to capacity constraints and knowledge gaps. This might also support the provincial efforts in digital permitting.	Enabling	Stretch/Innovative	Medium	Regulate
Existing Buildings					
Existing Buildings	Oil Tank Removal. Introduce a regulation that requires the removal of oil tanks via stormwater bylaws, delegated authorities, or other regulatory approaches.	Core	Stretch/Innovative	Medium	Regulate
Transportation					
On-Road Transportation					
On-Road Transportation	Distance (VKT)-Based Charging. Conduct research and advocate for ICBC to consider distance-based charging, where costs associated with vehicle usage, such as road infrastructure use and insurance premiums, are based on VKT.	Enabling	Stretch/Innovative	Medium	Advocate
On-Road Transportation	Passenger and Freight Movement. Explore the opportunities to enhance passenger and freight services to provide a lower-carbon alternative and meet transportation needs. Frequent electrified rail service and light rail transit (LRT) could be examined further as longer-term options. However, lead times for both rail and LRT are likely too long to have any impact on the 2038 targets.	Core	Stretch/Innovative	Medium (future)	Advocate/Coordinate
Active Transportation and Public Transit					
Active Transportation and Public Transit	Regional Multimodal Network. Establish a regional transportation authority and funding service to facilitate improvements to the Regional Multimodal Network.	Core	Stretch/Innovative	Medium	Coordinate

CRD Greenhouse Gas Emissions Policy Mapping

Table 3: Medium or high impact actions for local governments to explore

Sector	Policy	Core vs. Enabling	Authority	Emissions Reduction Impact by 2038	Type of Action
General					
General	Establish Carbon Fees. Explore the application of a "carbon fee" - e.g., in permitting, applications, licences - to help discourage carbon-intensive practices, encourage low-carbon practices, and use fees to help fund climate-related programs.	Core	Stretch/Innovative	Medium	Incentivize
Stationary Energy					
Existing Buildings					
Existing Buildings	Building Performance Standards. Set maximum energy or GHG emissions intensity limits that decline over time in existing Part 3 buildings.	Core	Stretch/Innovative	High	Regulate
Existing Buildings	Removal of Oil Heating Systems. Implement a legislative requirement for the removal of oil heating systems from buildings under the (joint) authority of environmental protection or other pathway, as determined.	Core	Stretch/Innovative	Medium	Regulate
Existing Buildings	Prescriptive Requirements for Building Retrofits. Set prescriptive requirements for buildings undergoing retrofit, perhaps building off the forthcoming alterations code.	Core	Stretch/Innovative	Medium	Regulate
New and Existing Buildings					
New and Existing Buildings	Equipment Standards. Explore authority to set efficiency and/or fuel requirements for new space and water heating equipment.	Core	Stretch/Innovative	High	Regulate
Energy					
Energy	Natural Gas Hookup Ban. Prohibit natural gas hookups in all new construction and/or greenfield developments and explore options to limit or prevent the installation of any new natural gas infrastructure (e.g., through rezoning policy, development permits, DPA, etc.)	Core	Stretch/Innovative	High	Regulate
Transportation					
On-Road Transportation					
On-Road Transportation	Parking Restrictions. Encourage active transportation through parking restriction options, including replacing parking minimums with maximums, reducing free parking spaces, regulating the size and type of vehicles that can park, require a higher percentage for accessible/disabled for on-street parking, and charge parking fees in parks	Enabling	Stretch/Innovative	Medium	Regulate
On-Road Transportation	Congestion Charging and Tolling. Imposes fees for using selected roads during peak hours or in heavily congested areas to motivate people to either shift their travel times or opt for alternative modes of transportation. Consider a congestion management fee for ride-hailing businesses.	Core	Stretch/Innovative	High	Regulate
On-Road Transportation	Low/Zero Emission Zones. Ban the highest-polluting vehicles from entering the targeted high use zone or charges higher-polluting vehicles a fee to enter.	Core	Stretch/Innovative	Medium	Regulate

CRD GHG Policy Mapping (Last Update: December 2023)



Sector and Policy Area	Level of Government	Policy	Core vs. Enabling	Authority	Emissions Reduction Impact by 2038	Type of Action	Notes
General							
General	Federal	Carbon Pricing. The federal minimum price is set at \$65 per tonne of CO2 equivalent as of April 2023. It started at \$20 per tonne in 2019 and will increase by \$15 annually until it reaches \$170 in 2030.	Core	Within Authority - Existing	High	Regulate	
General	Federal	GHG Offset Credit System. Verified GHG reductions achieved by a project either by reducing GHG emissions or increasing GHG removals from the atmosphere. Offset credits can be sold and used for compliance by facilities covered in the federal Output-Based Pricing System or sold and used by others who are looking to meet voluntary climate targets or commitments.	Enabling	Within Authority - Existing	Medium	Regulate	
General	Provincial	B.C.'s Carbon Tax. The current carbon tax rate is \$65 per tonne of CO2 equivalent and will meet or exceed federal carbon price requirements as part of the Roadmap to 2030.	Core	Within Authority - Existing	High	Regulate	
General	Regional	Climate Action Fund. Set up a regional endowment fund to raise awareness and support innovative climate actions to reduce GHG emissions.	Enabling	Within Authority - Explore	Low	Incentivize	Suggested by IMWG
General	Regional	Develop a Regional-Wide Approach to Nature-based Climate Solutions. Explore, support, and coordinate carefully planned natural-based climate solutions with monitoring and moving forward with carbon sequestration potential data.	Enabling	Within Authority - Explore	Low	Coordinate	Suggested by IMWG
General	Regional	Coordinate regional Climate Action. Consider the use of a services by-law that allows CRD to provide increase services across all of their member municipalities.	Enabling	Within Authority - Existing	Low	Coordinate	
General	Regional	Seek authority to regulate GHG emissions regionally. Review current legislation for the authority to regulate GHG Emissions regionally and/or potentially seek delegated powers from the Province of BC.	Core	Stretch/Innovative	High	Advocate	Metro Vancouver has unique authority over air quality.
General	Regional	Develop a Regional Advocacy Plan. Identify advocacy priorities and develop a strategy for advocating for key areas of potential impact.	Core	Within Authority - Explore	Medium	Advocate	
General	Local	Establish Carbon Fees. Explore the application of a "carbon fee" - e.g. in permitting, applications, licences - to help discourage carbon-intensive practices, encourage low-carbon practices, and use fees to help fund climate-related programs.	Core	Stretch/Innovative	Medium	Incentivize	Suggested by IMTF
General	Local	Explore the use of Business Licensing, Noise And Nuisance By-laws and Standards of Maintenance By-laws. For example, Local Governments could make the provision of EV chargers a requirement for business licenses or use the frequency of noise as a way to regulate gas-fired equipment or vehicles.	Enabling	Within Authority - Explore	Medium	Regulate	The City of Vancouver has approved a policy EV chargers as requirement for business licensing - unclear whether the authority only exists under the Vancouver Charter or if it also exists under the Local Government Act.

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Stationary Energy Sector GHG Emissions = 728,096 tCO2e (39% of Total GHG Emissions)

New Building Construction

New Construction	Federal	National Energy Code of Canada for Buildings. Sets out the technical requirements for the energy-efficient design and construction of new buildings and additions. It includes four progressive performance tiers with the last tier yielding at least a 60% reduction in energy consumption over the baseline tier 1 to maximize energy efficiency in new construction.	Core	Within Authority - Existing	Medium	Regulate	
New Construction	Federal	Low Carbon Building Materials Innovation Hub. Drives further research, building code reform, and demonstration activities, all promoting the use of lower carbon construction materials (e.g., wood, steel, cement, etc.) in the built environment	Enabling	Within Authority - Planned	Low	Educate	Low impact in terms of CRD's emissions inventory in 2038, but whole lifecycle emissions impact could be high
New Construction	Federal	Code Acceleration Fund. Provides financial support to provinces, territories, municipalities, and Indigenous governments and communities to support the adoption of higher levels of energy code.	Enabling	Within Authority - Existing	Low	Incentivize	
New Construction	Provincial	BC Energy Step Code. Introduced in 2017 through the BC Building Code (BCBC), sets energy efficiency performance requirements for new construction (both P9 and P3). Baseline levels of performance are set by building type and are increased every 3-4 years in "steps", reaching net-zero energy-ready performance requirements by 2032.	Core	Within Authority - Existing	Low	Regulate	
New Construction	Provincial	Zero Carbon Step Code. Introduced in 2023 through the ZCSC, sets optional carbon emissions performance requirements for new construction (both P9 and P3). Sets four levels of increasing stringency, from "measure only" through to moderate, strong, and zero. Baseline performance levels have been established for 2030 (zero carbon); interim limits are expected to be set for 2024 (moderate) and 2027 (strong) but have not yet been confirmed by the Province.	Core	Within Authority - Existing	Medium	Regulate	
New Construction	Provincial	CleanBC Building Innovation Fund. Provides incentives to B.C. manufacturers and technology developers to commercialize and demonstrate new energy efficient and low-carbon building technologies, designs, and practices.	Enabling	Within Authority - Existing	Medium	Incentivize	

New Construction	Regional	Regional Coordination and Permitting for New Construction. The regional government takes on the role of permitting for all member municipalities. This would support smaller municipalities that are hesitant to adopt higher levels of the step code due to capacity constraints and knowledge gaps. This might also support the provincial efforts in digital permitting.	Enabling	Stretch/Innovative	Medium	Regulate	Local governments would have to delegate the authority to the regional government.
New Construction	Regional	Support Embodied Carbon Reduction. Advocate for funding to incentivize low-carbon building materials (e.g. CarbonCure technology) and support capacity building and pilot projects in reducing embodied carbon	Enabling	Within Authority - Existing	Low	Advocate	Suggested by IMWG Low impact in terms of CRD's emissions inventory in 2038, but whole lifecycle emissions impact could be high
New Construction	Local	Accelerated Adoption of Energy Step Code. Implement BC Energy Step Code requirements for new building permit applications in advance of provincial adoption schedule.	Core	Within Authority	Low	Regulate	
New Construction	Local	Adoption of Zero Carbon Step Code. Local governments can reference the Zero Carbon Step Code in bylaws and require or encourage require a given level in the Zero Carbon Step Code for new buildings in their jurisdiction.	Core	Within Authority	Medium	Regulate	
New Construction	Local	Revitalization Tax Exemptions. Exempt eligible properties from taxes to encourage various types of revitalization to achieve a range of environmental, economic, or social objectives.	Enabling	Within Authority	Low	Incentivize	
New Construction	Local	Density Bonusing. Allows for extra density, up to a specified maximum floor space ratio, or relaxations of buildable market floor area for meeting higher levels of the step codes or achieving specified green building certifications.	Enabling	Within Authority	Low	Incentivize	
New Construction	Local	Building Permit Rebates or Permit Fast Tracking. Rebates or faster turnaround of permit applications for meeting higher levels of the step codes or achieving specified green building certifications.	Enabling	Within Authority	Low	Incentivize	
New Construction	Local	Embodied/Whole Life Carbon Limits. Set requirements and provide guidance on low embodied carbon within new construction codes and guidelines.	Core	Stretch/Innovative	Low	Regulate	Embodied carbon limits will have a big impact on scope 3 emissions which are not accounted for in CRD's GHG inventory, hence emissions reductions in marked as low. Suggested by IMWG; local governments may be able to do this through rezoning by-laws.
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Existing Buildings							
Existing Buildings	Federal	Alterations to Existing Buildings codes. Sets out technical requirements for existing building alterations or existing building performance to support GHG reduction, energy efficiency, and resilience in existing buildings	Core	Within Authority - Planned	Medium	Regulate	
Existing Buildings	Federal	Canada Greener Homes Grants and Financing. funding to help homeowners make their homes more energy-efficient, create new jobs across Canada for energy advisors, grow our domestic green supply chains. The Greener Homes Loan program provides interest-free loans to help homeowners complete deep home retrofits.	Enabling	Within Authority - Existing	Medium	Incentivize	
Existing Buildings	Federal	Canada Infrastructure Bank Building Retrofit Initiative. Grants smaller and medium-sized building owners access to financing for green building upgrades.	Enabling	Within Authority - Existing	Low	Incentivize	
Existing Buildings	Federal	Home Energy Labeling. Requires EnerGuide labelling of homes at the time of sale. Plans to design a complementary Climate Adaptation Home Rating Program.	Core	Within Authority - Planned	Medium	Regulate	
Existing Buildings	Federal	Retrofit Accelerator Initiative. Provides funding to organizations (i.e. "retrofit accelerators") that help building owners in the development of deep retrofits in commercial, institutional, and mid- or high-rise multi-unit residential buildings in Canada.	Enabling	Within Authority - Existing	Medium	Incentivize	
Existing Buildings	Provincial	Alterations Code. The Province has mandates to create an energy efficiency code for alterations to existing buildings by 2024. B.C. is working with Codes Canada on this shared mandate.	Core	Within Authority - Planned	Medium	Regulate	
Existing Buildings	Provincial	Home Energy Labelling. It is understood that the provincial government is currently developing a virtual home energy rating system and labelling program, a user-friendly, web-based, virtual home-energy rating tool to let people see how efficient their homes are.	Core	Within Authority - Existing	Medium	Regulate	
Existing Buildings	Provincial	Better Homes Income Qualified Program. Offers enhanced rebates to households that meet income qualification requirements to make energy-saving home upgrades. Besides heat pumps, other eligible upgrades include insulation, windows and doors, ventilation, health and safety, and electric service upgrades. The rebates will cover 60–95% of the upgrade costs.	Enabling	Within Authority - Existing	Low	Incentivize	
Existing Buildings	Regional	Building Energy Benchmarking. Coordinate with senior and local government to understand and pursue opportunities related to regional energy benchmarking. Would require jurisdictions having authority (e.g. local government) to enable.	Enabling	Within Authority - Existing	Low	Coordinate	
Existing Buildings	Regional	Energy Retrofit Program (Home Energy Navigator Program). Support residents to undertake low-carbon home energy retrofits and take advantage of government and utility incentives. Scale up the program across the region.	Enabling	Within Authority - Existing	Medium	Incentivize	IMTF suggested to scale up the Home Energy Navigator program, get building officials on board, and increase awareness about the program.
Existing Buildings	Regional	Strata Energy Advisor Program. Work with member municipalities to establish an energy advisory/retrofit concierge service for strata buildings.	Enabling	Within Authority - Existing	Medium	Incentivize	Suggested by IMWG

Existing Buildings	Regional	Deep Retrofits for Corporate Buildings. Conduct low-carbon upgrades and switch to electric heating and cooling in existing recreation centers, offices, and other CRD buildings to reduce energy usage and emissions.	Core	Within Authority - Planned	Medium	Corporate
Existing Buildings	Regional	Promote Participation in the Canada Greener Homes Grants. Share program information and highlight application deadlines to encourage the adoption of incentives for retrofits.	Enabling	Within Authority - Explore	Medium	Advocate
Existing Buildings	Regional	Oil Tank Removal. Introduce a regulation that requires the removal of oil tanks via stormwater bylaws, delegated authorities, or other regulatory approaches.	Core	Stretch/Innovative	Medium	Regulate
Existing Buildings	Local	Building Energy Benchmarking and Disclosure. Authority exists under the Local Government Act and must be established via a municipal bylaw. Requires P3 buildings of a certain size and type to measure and submit an annual report on annual energy use and emissions performance. Information can be used to influence further program development. May be accompanied by disclosure policies whereby information is released to the public as a means of influencing the market, either building-specific or in aggregate.	Core	Within Authority - Existing	Low	Regulate
Existing Buildings	Local	Building Performance Standards. Set maximum energy or GHG emissions intensity limits that decline over time in existing Part 3 buildings. Regional and local governments would need to explore their authority to regulate existing buildings.	Core	Stretch/Innovative	High	Regulate The City of Vancouver has implemented its annual greenhouse gas and energy limits by-law based on authority under the Vancouver Charter. Metro Vancouver is in the process of implementing this type of standard, based on its authority to regulate air quality, an authority delegated to them from the Province.
Existing Buildings	Local	Removal of Oil Heating Systems. Implement a legislative requirement for the removal of oil heating systems from buildings under the (joint) authority of environmental protection or other pathway, as determined.	Core	Stretch/Innovative	Medium	Regulate
Existing Buildings	Local	Prescriptive Requirements for Building Retrofits. Set prescriptive requirements for buildings undergoing retrofit, perhaps building off the forthcoming alterations code. Would require new authority, and could be explored under exiting bylaws.	Core	Stretch/Innovative	Medium	Regulate Suggested by IMWG; would require new authority. Could be explored under exiting bylaw, e.g. Standards and Maintenance Bylaw
Existing Buildings	Local	Fuel Source Declaration. Establish a requirement for building owners to declare building fuel sources, if needed - depending on data collected through a potential energy benchmarking program and the Province's Virtual Energy Rating System and related labelling requirements.	Enabling	Stretch/Innovative	Low	Regulate Explore the legislative authority for this declaration to be mandatory.

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New and Existing Buildings

New and Existing Buildings	Federal	Energy Efficiency Regulations. Set requirements for regulated products to meet certain levels of energy efficiency to be imported into Canada or shipped from one province to another for the purpose of sale or lease.	Enabling	Within Authority - Existing	High	Regulate
New and Existing Buildings	Provincial	Highest Efficiency Equipment Standards. A standard that will require new space and water heating equipment sold and installed in B.C. to be at least 100% efficient from 2030. Requirements will be implemented via a Point of Installation standard for simple/packaged equipment, and via a Point of Installation standard for more complex/field-integrated systems.	Core	Within Authority - Planned	High	Regulate
New and Existing Buildings	Provincial	CleanBC Incentives. Better Homes and Better Buildings programs provide rebates and support for homeowners and businesses to reduce energy use and greenhouse gas emissions in new and existing buildings. In addition, providing tax exemption and credit, and a low-interest financing program to encourage fuel switching and retrofits.	Enabling	Within Authority - Existing	Medium	Incentivize
New and Existing Buildings	Regional	Increase Public Awareness of Available Incentives. Work with member jurisdictions, the BC Government, and other partners to deliver awareness and educational programs/resources that help home and building owners learn more about available incentives in terms of who a specific program is for and what it covers.	Enabling	Within Authority - Existing	Low	Educate Suggested by IMWG
New and Existing Buildings	Regional	Support zero carbon affordable housing. Support uptake of high efficiency and zero carbon building practices for affordable housing developments (as per Zero Carbon Step Code).	Core	Within Authority - Existing	Low	Coordinate
New and Existing Buildings	Local	Early Adoption of Highest Efficiency Equipment Standards. Local governments will be given the option to adopt the Point of Installation standard ahead of 2030 and implement the proposed early adoption pathway.	Core	Within Authority - Planned	High	Regulate
New and Existing Buildings	Local	Development Permit Areas. Leverage the authority to designate development permit areas for GHG emissions reduction. Explore the establishment of land use designations for regenerative design.	Core	Within Authority - Existing	Medium	Coordinate Suggested by IMWG
New and Existing Buildings	Local	Equipment Standards. Explore authority to set efficiency and/or fuel requirements for new space and water heating equipment. Important if the Province's Highest Efficiency Equipment Standard is not realized.	Core	Stretch/Innovative	High	Regulate
New and Existing Buildings	Local	PACE Financing. PACE financing provides access to long-term financing to help building owners invest in energy retrofits. The liability is secured against the property, not the owner and repaid through an additional property tax, collected by the local authority or a third party, typically over extended timescales that make repayments affordable. Could be implemented at various scales.	Enabling	Stretch/Innovative	Low	Incentivize PACE financing could be implemented at various scales led by the respective level of government, but uncertainty persists regarding the level of authority and local governments have consistently advocated to the province to streamline authority. It is generally felt that the Province would be better placed to provide a consistent and appropriately resourced program.

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Energy							
Energy	Federal	Clean Fuel Regulations. Require liquid fuel (gasoline and diesel) suppliers to gradually reduce the carbon intensity of the fuels they produce and sell for use in Canada over time.	Core	Within Authority - Existing	High	Regulate	
Energy	Federal	Clean Fuels Fund. De-risks the capital investment for building new or retrofitting/ expanding existing clean fuel production facilities.	Enabling	Within Authority - Existing	Low	Incentivize	High impact Canada-wide but low for CRD
Energy	Federal	Phase-Out of Coal-Fired Power Plants. Coal-fired electricity to cease as of January 1, 2030.	Core	Within Authority - Existing	Low	Regulate	High impact Canada-wide but low for CRD
Energy	Federal	Regulatory Performance Standards for New Natural Gas Units and Converted Coal-to-Gas Units. Sets performance standards for natural gas-fired electricity generation.	Core	Within Authority - Existing	Low	Regulate	Medium impact Canada-wide but low for CRD
Energy	Federal	Emerging Renewable Power Program. Supports projects of emerging renewables not yet established commercially in Canada, such as geothermal, tidal and offshore wind.	Enabling	Within Authority - Existing	Low	Incentivize	Medium impact Canada-wide but low for CRD
Energy	Federal	The Future Electricity Fund (FEF). Supports clean electricity projects and/or programs. Proceeds collected from OBPS covered utilities will be returned through funding agreements with governments of eligible jurisdictions or other designated third parties within the jurisdictions of origin.	Enabling	Within Authority - Existing	Low	Incentivize	Medium impact Canada-wide but low for CRD
Energy	Provincial	Clean Electricity Delivery Standard. Under the Roadmap to 2030, 100 percent of electricity generated in B.C. must be from clean or renewable sources. BC Hydro currently generates 98 percent clean electricity.	Core	Within Authority - Existing	Low	Regulate	
Energy	Provincial	Methane Emissions Regulations. Reduce methane emissions in the upstream production of natural gas by 45 percent by 2025.	Core	Within Authority - Existing	Low	Regulate	High overall impact but low for CRD
Energy	Provincial	GHG Cap for Natural Gas Utilities. Puts in place a regulatory emissions cap for natural gas utilities, encouraging new investment in low-carbon technologies and fuels as well as energy efficiency.	Core	Within Authority - Planned	High	Regulate	
Energy	Regional	Regional Energy Planning. Coordinate a review of regional electricity capacity constraints and work with BC Hydro to address them. Several local governments in the region have already started discussing the concept with BC Hydro and it may be beneficial to work at the regional scale rather than a piecemeal local approach. The CRD could also work to identify opportunities for district energy and large-scale renewables at a broader scale and consider how to enable renewable energy co-ops.	Enabling	Within Authority - Explore	Medium	Coordinate	
Energy	Regional	Renewable Energy Generation. Investigate new regional renewable energy potential from CRD infrastructure for district energy systems.	Enabling	Within Authority - Explore	Low	Corporate	
Energy	Local	Natural Gas Hookup Ban. Prohibit natural gas hookups in all new construction and/or greenfield developments and explore options to limit or prevent the installation of any new natural gas infrastructure (e.g., through rezoning policy, development permits, DPA, etc.) . Requires exploration of authority and mechanisms.	Core	Stretch/Innovative	High	Regulate	Suggested by IMWG;
Energy	Local	Explore District Energy Opportunities. Require developers to explore the feasibility of district energy in new developments.	Enabling	Within Authority	Low	Regulate	
Energy	Local	Solar PV programs. Encourage residents to install solar PV. This may include implementing or participating in community solar programs, offering incentives, and supporting BC Hydro's net metering programs. Could also be offered regionally.	Enabling	Within Authority	Low	Incentivize	Suggested by IMWG.
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Industry							
Industry	Federal	Oil and Gas Methane Regulations Amendments. Further reduce methane emissions from the oil and gas sector to at least 75% of 2012 levels by 2030.	Core	Within Authority - Planned	Low	Regulate	High impact Canada-wide but low for CRD
Industry	Federal	Oil and Gas Emissions Cap. Cap oil and gas sector emissions at current levels and ensure that the sector makes an ambitious and achievable contribution to meeting the country's 2030 climate goals. Reduce emissions at a pace and scale needed to align with the achievement of net-zero emissions by 2050, with five-year targets to stay on track.	Core	Within Authority - Planned	Low	Regulate	High impact Canada-wide but low for CRD
Industry	Federal	Emissions Reduction Fund (ERF). Funding to support capital investments, clean technology deployment and research to reduce methane and other GHG emissions reductions from onshore and offshore oil and gas.	Enabling	Within Authority - Existing	Low	Incentivize	High impact Canada-wide but low for CRD
Industry	Federal	The Decarbonization Incentive Program (DIP). Incentivizes the decarbonization of industrial sectors by supporting clean technology projects to reduce GHG emissions. Proceeds collected from federal OBPS non-electricity generating facilities will be returned via DIP to the jurisdictions of origin funding the most competitive decarbonization projects.	Enabling	Within Authority - Existing	Low	Incentivize	
Industry	Federal	Net Zero Accelerator. Invests in projects to support the decarbonization of large emitters, industrial transformation to remain successful and competitive in the net-zero global economy of 2050, and clean technology and battery ecosystem development.	Enabling	Within Authority - Existing	Low	Incentivize	
Industry	Federal	The Net-Zero Challenge. Supports industrial emitters to develop and implement plans to transition their facilities to net-zero emissions by 2050.	Enabling	Within Authority - Existing	Low	Incentivize	
Industry	Federal	CCUS Investment Tax Credit (ITC). The refundable ITC will be available to businesses incurring eligible CCUS capital expenses, to the extent that they permanently store captured CO2 through an eligible use.	Enabling	Within Authority - Existing	Low	Incentivize	
Industry	Federal	Output-Based Pricing System (OBPS). A performance-based emissions trading system for industrial facilities that emit 50,000 tonnes of CO2 equivalent or more per year.	Core	Within Authority - Existing	Medium	Regulate	

Industry	Provincial	B.C. Output-Based Pricing System. Instead of paying the tax on fuels, industrial emitters pay a carbon price on the portion of their emissions that are above a limit, which will be determined based on a product-specific performance standard. B.C. OBPS is mandatory for facilities that emit over 10,000 tCO2e per year.	Core	Within Authority - Existing	Medium	Regulate
Industry	Provincial	Methane Emissions Regulations. Proposes a 75% reduction in methane emissions from the oil and gas sector below 2014 levels by 2030 and near-zero methane emissions by 2035.	Core	Within Authority - Planned	Medium	Regulate
Industry	Provincial	Net-Zero New Industry Policy. New large industrial development will be required to submit plans to achieve net-zero emissions by 2050 and show how they align with interim 2030 and 2040 targets.	Core	Within Authority - Existing	Medium	Regulate
Industry	Provincial	CleanBC Industry Fund. Supports the development, trial and deployment of projects that reduce greenhouse gas (GHG) emissions from large industrial operations in B.C.	Enabling	Within Authority - Existing	Low	Incentivize
Industry	Provincial	CleanBC Industrial Incentive Program. Reduces carbon tax costs for facilities that can demonstrate their operations are among the lowest emitting for their sector compared to world-leading greenhouse gas emissions benchmarks.	Enabling	Within Authority - Existing	Low	Incentivize
Industry	Provincial	Emission Standards. Develop emissions standards for industrial facilities or processes.	Core	Stretch/Innovative	Medium	Regulate
Industry	Provincial	Carbon Tariffs. Establish carbon tariffs or carbon border tax adjustments for certain imported products used by industry and end-consumers.	Enabling	Stretch/Innovative	Medium	Regulate
Industry	Provincial	Guidance on Low-Carbon Industrial Procurement. Develop guidance on procurement to prioritize low-carbon industrial equipment and products. The guidance could outline available certifications, best practices, circular economy considerations, and emission disclosure requirements.	Enabling	Stretch/Innovative	Low	Educate
Industry	Regional	Carbon Capture. Explore potential opportunities for carbon capture at industrial facilities in the region, including pilot projects and uses of captured carbon dioxide.	Core	Stretch/Innovative	Low	Coordinate Would require large single sources where carbon is released.
Industry	Local	Regenerative DPA for Industrial Areas. Establish a DPA for regenerative development to transform industrial areas, including guidelines for sustainability.	Core	Stretch/Innovative	Low	Regulate Suggested by Task Force/IMWG

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Transportation Sector GHG Emissions = 930,656 tCO2e (50% of Total GHG Emissions)

On-Road Transportation

On-Road Transportation	Federal	Passenger Automobile and Light Truck Greenhouse Gas Emission Regulations. Establishes progressively more stringent GHG emission standards for new on-road light-duty vehicles manufactured, or imported into Canada for the purpose of sale.	Core	Within Authority - Existing	High	Regulate
On-Road Transportation	Federal	Heavy-Duty On-Road Vehicle Emissions Regulations. Amendments to ensure post-2025 regulations are aligned with most stringent standards in North America	Core	Within Authority - Planned	Medium	Regulate
On-Road Transportation	Federal	LDV ZEV Sales Target. The government is developing a light-duty ZEV sales mandate for new vehicle purchases, which will set annually increasing requirements towards achieving 100% ZEV sales by 2035, including interim targets of at least 20% by 2026 and at least 60% by 2030.	Core	Within Authority - Planned	High	Regulate
On-Road Transportation	Federal	Clean Fuel Regulations. Require liquid fossil fuel (gasoline and diesel) suppliers to gradually reduce the carbon intensity from the fuels they produce and sell for use in Canada over time, leading to a decrease of approximately 15% (below 2016 levels) in the carbon intensity of gasoline and diesel used in Canada by 2030.	Core	Within Authority - Existing	High	Regulate
On-Road Transportation	Federal	Incentives for Zero Emission Vehicles (iZEV). Incentives up to \$5,000 for Canadians and Canadian businesses purchasing/leasing eligible zero-emission vehicles.	Enabling	Within Authority - Existing	Low	Incentivize
On-Road Transportation	Federal	Incentives for Medium- and Heavy-Duty Zero-Emission Vehicles (iMHZEV). Incentives up to \$200,000 for Canadian businesses and organizations purchasing/leasing eligible zero-emission vehicles.	Enabling	Within Authority - Existing	Low	Incentivize
On-Road Transportation	Federal	Zero-Emissions Trucking Program (ZETP). The ZETP was allocated \$75.8 million over five years, starting in 2022-23, to implement the various program activities including workshops and research.	Enabling	Within Authority - Existing	Low	Educate
On-Road Transportation	Federal	Zero Emission Vehicle Infrastructure Program (ZEVIP). provides funding towards the deployment of electric vehicle (EV) chargers and hydrogen refueling stations across Canada.	Enabling	Within Authority - Existing	Low	Incentivize
On-Road Transportation	Provincial	LDV ZEV Sales Targets. By 2026 ZEV sales will account for 26% of all new light-duty vehicle sales in B.C., rising to 90% by 2030, and 100% by 2035.	Core	Within Authority - Existing	High	Regulate
On-Road Transportation	Provincial	M/HDV ZEV Sales Targets. New ZEV targets for medium- and heavy-duty vehicles to be developed in alignment with California.	Core	Within Authority - Planned	Medium	Regulate
On-Road Transportation	Provincial	CleanBC Go Electric Rebate Program. Income-qualified individuals leasing or buying a new electric vehicle in B.C. are eligible for up to \$4,000 in rebates.	Enabling	Within Authority - Existing	Low	Incentivize
On-Road Transportation	Provincial	Emotive Program. Raises public awareness of ZEVs in B.C. by partnering with communities and local organizations.	Enabling	Within Authority - Existing	Low	Educate
On-Road Transportation	Provincial	“Right to Charge” Legislation. Provide residents at multi-unit dwellings (and other properties) with the right to install a charging station for the individual's use provided that certain conditions are met.	Enabling	Within Authority - Planned	Low	Regulate
On-Road Transportation	Provincial	Low Carbon Fuel Standard. Requires fuel suppliers to reduce the average carbon intensity of their fuels annually to achieve a 30% reduction by 2030.	Core	Within Authority - Existing	High	Regulate

On-Road Transportation	Provincial	Charger Rebates. B.C.'s EV charger rebate program provides funding towards the purchase and installation of eligible charger models. There are 'Home', 'Apartment, condo and townhouse complex, and 'Workplace' rebates.	Enabling	Within Authority - Existing	Low	Incentivize
On-Road Transportation	Regional	Corporate Fleet Electrification. Develop EV adoption, right-sizing plan, and infrastructure plan for the corporate fleet	Core	Within Authority - Planned	Low	Corporate Low regionally, high for corporate GHG targets.
On-Road Transportation	Regional	EV Infrastructure. Implement the Roadmap to coordinate funding applications and deployment, support planning, and coordination on charger site selection, engage with BC Hydro on infrastructure planning, track and share usage at existing sites to monitor performance and inform planning	Enabling	Within Authority - Existing	Medium	Coordinate Also includes infrastructure investments.
On-Road Transportation	Regional	Education Programs Focused on Zero-Emission Mobility. Develop, deliver and support new regional education programs focused on active, public and zero-emission transportation, including electric vehicles and e-bikes	Enabling	Within Authority - Existing	Low	Educate
On-Road Transportation	Regional	Bulk Buying Electric Vehicles. Coordinate the bulk buy of EV fleet vehicles regionally to reduce costs, especially trucks, vans, speciality vehicles (fire, dump trucks, etc.).	Enabling	Within Authority - Explore	Low	Coordinate Suggested by IMWG
On-Road Transportation	Regional	Distance (VKT)-Based Charging. Conduct research and advocate for ICBC to consider distance-based charging, where costs associated with vehicle usage, such as road infrastructure use and insurance premiums, are based on VKT.	Enabling	Stretch/Innovative	Medium	Advocate
On-Road Transportation	Regional	Explore Opportunities for the Applications of Renewable Fuels. Explore opportunities for both use renewable fuels access locally as an option for heavy-duty transport in terms of readiness levels, cost, and GHG emissions reductions.	Enabling	Stretch/Innovative	Low	Coordinate Suggested by IMWG
On-Road Transportation	Regional	Passenger and Freight Movement. Explore the opportunities to enhance passenger and freight services to provide a lower-carbon alternative and meet transportation needs. Frequent electrified rail service and light rail transit (LRT) could be examined further as longer term options. However, lead times for both rail and LRT are likely too long to have any impact on the 2038 targets.	Core	Stretch/Innovative	Medium	Advocate CRD also could have a coordination role to contribute to research, analysis, buusiness case development and planning. Note: medium GHG ranking pertains to future emissions savings beyond 2038.
On-Road Transportation	Regional	Anti-Idling Bylaw. Applies to all vehicle types and prohibits vehicle idling beyond a specified time threshold, with a prevalent limit set at three continuous minutes.	Enabling	Within Authority - Existing	Low	Regulate
On-Road Transportation	Local	Electric Vehicle Charging in New Buildings. Adopt bylaws to require EV charging infrastructure in new developments, with specific requirements tailored to different building classes.	Enabling	Within Authority	Low	Regulate
On-Road Transportation	Local	Parking Restrictions. Encourage active transportation through parking restriction options, including replacing parking minimums with maximums, reducing free parking spaces, regulating the size and type of vehicles that can park, require a higher percentage for accessible/disabled for on-street parking, and charge parking fees in parks. Research and advocacy also required before regulation.	Enabling	Stretch/Innovative	Medium	Regulate Suggested by IMWG;
On-Road Transportation	Local	Congestion Charging and Tolling. Imposes fees for using selected roads during peak hours or in heavily congested areas to motivate people to either shift their travel times or opt for alternative modes of transportation. Consider a congestion management fee for ride-hailing businesses.	Core	Stretch/Innovative	High	Regulate
On-Road Transportation	Local	Low/Zero Emission Zones. Ban the highest-polluting vehicles from entering the targeted high use zone or charges higher-polluting vehicles a fee to enter.	Core	Stretch/Innovative	Medium	Regulate
On-Road Transportation	Local	EV-Ready Street Parking. Make it a requirement to review electricity distribution and capacity for new on-street parking locations, to ensure EV chargers can be installed at the time or in the future.	Enabling	Stretch/Innovative	Low	Regulate
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Active Transportation and Public Transit						
Active Transportation and Public Transit	Federal	Active Transportation Fund. The Fund invests in projects that build new and expanded networks of pathways, bike lanes, trails, and pedestrian bridges, in addition to supporting active transportation planning activities.	Enabling	Within Authority - Existing	Low	Incentivize
Active Transportation and Public Transit	Federal	Zero Emission Transit Fund. This Fund supports public transit and school bus operators plan for electrification, supports the purchase of 5,000 zero-emission buses and build supporting infrastructure.	Enabling	Within Authority - Existing	Low	Incentivize
Active Transportation and Public Transit	Federal	Rural Transit Solutions Fund. This Fund supports locally-driven transit solutions for rural and remote communities, with flexibility for different local transit system innovations from fixed routes to on-demand services to ride-shares.	Enabling	Within Authority - Existing	Low	Incentivize
Active Transportation and Public Transit	Provincial	Active Transportation Infrastructure and Planning Grants. Offer grants to Indigenous and local governments to share 50 to 80 percent of the cost of their active transportation infrastructure projects. Include funding for design for smaller jurisdictions.	Enabling	Within Authority - Existing	Low	Incentivize
Active Transportation and Public Transit	Provincial	BC Transit Electrification. As part of its low carbon fleet program, BC Transit will replace more than 1,200 existing buses and add another 350 over the next 10 years, with the goal of having an entire fleet of electric buses by 2040.	Core	Within Authority - Existing	Medium	Coordinate
Active Transportation and Public Transit	Provincial	RapidBus Transit. MOTI and BC Transit are working with the CRD and member municipalities to introduce RapidBus Routes (Westshore Line underway, McKenzie and Peninsula Lines are planned). Involves the reallocation of dedicated lanes to rapid transit.	Enabling	Within Authority - Existing	Low	Coordinate

Active Transportation and Public Transit	Provincial	More Homes Near Transit Hubs. Require municipalities to designate Transit Oriented Development Areas (TOD Areas) near transit hubs. In these designated TOD Areas, municipalities will be required to permit housing developments that meet provincial standards for allowable height and density remove restrictive parking minimums, and allow for parking to be determined by need	Enabling	Within Authority - Planned	Low	Regulate	The new Provincial Housing Policy identifies a significant number of TOD areas within the region.
Active Transportation and Public Transit	Provincial	Electric Bike Rebate Program. Income-qualified rebates for residents of BC when they buy a new electric bike with a minimum purchase price of \$2,000 before taxes. Rebates are based on a person's income and range from \$350 (net income is \$51,131 and over) to \$1,400 (net income less than).	Enabling	Within Authority - Existing	Low	Incentivize	Suggested by IMWG
Active Transportation and Public Transit	Regional	Strategic Transportation Plan. Implement Regional Transportation Plan.	Enabling	Within Authority - Existing	Low	Coordinate	
Active Transportation and Public Transit	Regional	Regional Multimodal Network. Establish a regional transportation authority and funding service to facilitate improvements to the Regional Multimodal Network.	Core	Stretch/Innovative	Medium	Coordinate	
Active Transportation and Public Transit	Regional	Infrastructure Improvements. Increase capacity on existing regional trails through widening, mode separation and lighting.	Enabling	Within Authority - Existing	Low	Corporate	
Active Transportation and Public Transit	Regional	Advocate for Additional Funding. Advocate to the provincial government and the Government of Canada to expand stable and consistent funding, potentially considering population-based funding, to enable a Regional Multimodal Network action.	Enabling	Within Authority	Medium	Advocate	
Active Transportation and Public Transit	Regional	Support RapidBus Transit Expansion. Support Local Governments as they work with MOTI and BC Transit to identify opportunities for the expansion of the RapidBus Network. Opportunity to fasttrack this in line with 2038 targets.	Enabling	Within Authority - Planned	Low	Coordinate	
Active Transportation and Public Transit	Regional	E-Bike/Bus Compatibility. Work with BC Transit on safely transport E-bikes on transit buses.	Enabling	Within Authority - Existing	Low	Advocate	Suggested by IMWG
Active Transportation and Public Transit	Regional	Education and Training Campaigns. Develop an education campaign to dispel myths about sustainable transportation options. Provide transit training for seniors, recent immigrants, and other marginalized communities.	Enabling	Within Authority	Low	Educate	
Active Transportation and Public Transit	Local	Car Sharing. Encourage expansion and use of car sharing, including addressing barriers to car sharing in stratas.	Enabling	Within Authority	Low	Coordinate	
Active Transportation and Public Transit	Local	Pedestrian-Only Zones. Reserve certain areas for pedestrian- and alternative mode-only use.	Enabling	Within Authority	Low	Regulate	
Active Transportation and Public Transit	Local	Road Allocations. Reallocate roadway space for active transit throughout the municipality. Consider the use of separated lanes for electric and non-electric options.	Enabling	Within Authority - Explore	Low	Regulate	
Active Transportation and Public Transit	Local	Land-Use Plans. Continue to amend community land use plans to encourage more integrated, complete and compact neighbourhoods that are walkable. Will have long term GHG impacts, low in the shorter term.	Enabling	Within Authority	Low	Regulate	
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Other Transportation							
Other Transportation	Federal	Off-Road Zero Emissions Equipment Regulations. Introduces zero emission standard requirements for equipment 19kW and under. These requirements would be phased in over a period of time, aiming to have all prescribed new equipment with zero emissions by 2028.	Core	Within Authority - Planned	Low	Regulate	For our region..
Other Transportation	Federal	Aviation Fuels. Canada's Aviation Climate Action Plan (2022-2030) aims to have 10 percent of all aviation fuel used come from sustainable sources by 2030.	Core	Within Authority - Existing	Low	Regulate	For our region, higher impact nationally.
Other Transportation	Provincial	Ferry Electrification. CleanBC commits to fully electrifying B.C.'s inland ferry fleet by 2040.	Core	Within Authority - Existing	Medium	Regulate	
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Waste Sector GHG Emissions = 50,275 tCO2e (3% of Total GHG Emissions)							
Waste	Federal	Landfill Methane Regulations. Regulate landfills to take action to reduce methane emissions, maximize methane recovery, and encourage the utilization of recovered methane to produce low-carbon fuels and energy.	Core	Within Authority - Planned	Medium	Regulate	
Waste	Provincial	Landfill Gas Management Regulation. Requires municipal solid waste landfills (> 1000 tonnes methane/year) to install approved landfill gas capture systems with a capture rate target of 75%. An effective environmental monitoring program should be in place to ensure that landfills meet the performance criteria outlined in the Landfill Criteria.	Core	Within Authority - Existing	Medium	Regulate	
Waste	Provincial	Recycling Regulation. Requires all producers of designated products to submit an extended producer responsibility (EPR) plan or meet EPR program requirements.	Enabling	Within Authority - Existing	Low	Regulate	
Waste	Regional	Hartland Renewable Natural Gas Initiative. Upgrade the biogas generated at Hartland Landfill to Renewable Natural Gas (RNG), sell it to FortisBC, and inject it into the region's local gas system.	Core	Within Authority - Existing	Low	Corporate	CRD already has an agreement with Fortis BC, who will buy the RNG, that the environmental attributes stay in the region should their municipal/public sector customers request/purchase it.
Waste	Regional	Optimize Landfill Gas Management. The provincial capture target rate is 75% and CRD is currently achieving 80 % at the Hartland Landfill Site. Continue to optimize to achieve the highest rates possible.	Core	Within Authority - Existing	Medium	Corporate	
Waste	Regional	Methane Generation Modelling. Explore how waste reduction achieved through the SWMP impacts methane generation. Modelling is complex as materials have different methane emission profiles.	Enabling	Within Authority - Explore	Low	Educate	
Waste	Regional	Fugitive Emissions Monitoring. Continue to actively monitor the landfill's fugitive emissions and undertake operational adjustments to reduce them. Includes drone hot spot monitoring.	Enabling	Within Authority - Existing	Low	Coordinate	

Waste	Regional	Landfill Material Bans. Ban wood (clean, treated and salvageable), carpet, and asphalt shingles from being landfilled.	Enabling	Within Authority - Planned	Low	Regulate	Long term emissions impacts.
Waste	Regional	Landfill Tipping Fee. Increase the general refuse tipping fee to \$150/tonne and introduce reduced tipping fees for wood, carpet, and asphalt shingles.	Enabling	Within Authority - Planned	Low	Incentivize	
Waste	Regional	Electrify Waste Transportation. Work with Recycle BC and member municipalities to electrify the recycling and waste collection trucks. The regional government could offer preferential rates for EV trucks coming to Hartland Landfill.	Core	Stretch/Innovative	Low	Corporate	
Waste	Regional	Support Local Governments in Working towards Zero Waste and a Circular Economy. Work with local governments to identify their needs and develop model language for bylaws, best practices, official community plans.	Enabling	Within Authority - Existing	Low	Coordinate	Included in CRD's Solid Waste Management Plan
Waste	Regional	Education Program and Communications. Continue and enhance education programs to promote the 3Rs, encourage waste prevention, and support reduction of avoidable food waste. Encourage proper public space waste management activities.	Enabling	Within Authority - Existing	Low	Educate	
Waste	Local	Construction & Demolition Waste Diversion Bylaw and Guidance. Establishes a requirement for diverting a minimum amount of waste generated from building demolitions away from landfills. This could be built into demolition permits. Evaluate and prepare guidelines for construction and demolition materials to encourage recycling and reuse of building materials.	Core	Within Authority	Low	Regulate	
Waste	Local	Increase Waste Diversion. Allocate resources and develop policy to support and promote the diversion of recyclable materials and organics for residential and ICI settings.	Core	Within Authority	Low	Coordinate	Also included in CRD's Solid Waste Management Plan
Waste	Local	Support Reuse and Circular Economy Initiatives. Work with partners on circular economy initiatives (e.g. partner with groups that recover/repurpose items for reuse). Consider a circular economy education campaign and "challenge" for residents. Create zoning policies that incentivize light industrial repair, refurbishment, and circular activities to create the space required for these processes. Impacts on embodied but not on CRD targets.	Enabling	Within Authority	Low	Coordinate	Also included in CRD's Solid Waste Management Plan

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Industrial Processes and Product Uses Sector GHG Emissions = 135,461 tCO2e (7% of Total GHG Emissions)

IPPU	Federal	Hydrofluorocarbon (HFC) Regulations. Establish a phase-down of HFC consumption from an established baseline and prohibit the import and manufacturing of products containing or designed to contain HFCs, with a global warming potential (GWP) above a specific limit.	Core	Within Authority - Existing	Low	Regulate	
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Agriculture, Forestry and Other Land Use Sector GHG Emissions = 13,837 tCO2e (1% of Total GHG Emissions)

AFOLU	Federal	Agricultural Clean Technology Program. Provides funding for research, innovation, and adoption of clean technology that will sustainable growth in the agriculture sector.	Enabling	Within Authority - Existing	Low	Incentivize	
AFOLU	Federal	Agricultural Climate Solutions. This 10-year funding program brings together farmers, scientists, and other sector partners to co-develop and test beneficial on-farm practices to enhance climate resiliency.	Enabling	Within Authority - Existing	Low	Incentivize	
AFOLU	Federal	On-Farm Climate Action Fund. The funding broadens support to additional key climate mitigation practices and adoption of practices that contribute to the fertilizer emissions target.	Enabling	Within Authority - Existing	Low	Incentivize	
AFOLU	Federal	Nature-Smart Climate Solutions Fund. Provides funding for projects that conserve, restore and enhance wetlands, peatlands and grasslands to store and capture carbon.	Enabling	Within Authority - Existing	Low	Incentivize	
AFOLU	Federal	2 Billion Trees Program. Provides funding to support tree-planting efforts by provinces, territories, third part organizations and Indigenous organizations in order to plant 2 billion trees across Canada.	Enabling	Within Authority - Existing	Low	Incentivize	
AFOLU	Provincial	Beneficial Management Practices Program. Supports on-farm upgrades to sustainable and climate-resilient agriculture practices.	Enabling	Within Authority - Existing	Low	Incentivize	
AFOLU	Provincial	Environmental Farm Plan Program. Helps agricultural producers decrease on-farm emissions and reduce climate risks, with cost-share funding for projects.	Enabling	Within Authority - Existing	Low	Incentivize	
AFOLU	Regional	Support Local Food and Agriculture Planning and Programs. Create a new CRD Foodlands Access Service and explore the viability of a future agricultural land trust. Develop public engagement materials on local food systems and low-carbon food choices and support and promote Indigenous food systems	Enabling	Within Authority - Explore	Low	Coordinate	Suggested by IMWG/IMTF
AFOLU	Regional	Outreach Program on Reducing Agricultural Emissions. Develop and implement an awareness and outreach program on reducing agricultural emissions.	Enabling	Within Authority - Existing	Low	Educate	Suggested by IMTF
AFOLU	Regional	Track AFOLU Assets and Carbon Sequestration. Identify and monitor assets and track impact on carbon sequestration and food security.	Core	Within Authority - Explore	Low	Coordinate	Suggested by IMTF
AFOLU	Regional	Regional Parks Strategic Plan on Climate Action. Strategically acquire and manage natural areas to address climate mitigation	Enabling	Within Authority - Planned	Low	Coordinate	
AFOLU	Local	Tree Planting Programs. Increase tree planting initiatives on public lands and implement new tree planting programs on private lands, such as the Adopt-A-Tree Program, and provide incentives to plant large trees that sequester more carbon.	Enabling	Within Authority	Low	Incentivize	

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**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE
MEETING OF WEDNESDAY, JANUARY 17, 2024**

SUBJECT Boats Management Options in Regional Waters for Local Governments

ISSUE SUMMARY

The unregulated placement of private mooring buoys and proliferation of long-term moored boats, along with an increase in derelict, abandoned and wrecked boats in many bays and harbours throughout the region, has become problematic for several municipalities.

BACKGROUND

Determining options to reduce or eliminate issues associated with a proliferation of boats and unregulated placement of private mooring buoys is a key priority of the partners in the Saanich Peninsula Harbours Environmental Action service. That service was established in 2021 through the Saanich Peninsula Wastewater Commission, with direction to address various environmental issues, and specifically the presence and concerns around boats moored in the near shore waters around the Saanich Peninsula. The issue has implications across the region and staff were encouraged to bring the issue to the Environmental Services Committee for a broader discussion.

The Saanich Peninsula Harbours and Waterways Initiative working group determined that the proliferation of long-term moored boats (Appendix A), and the corresponding increase in derelict, abandoned and wrecked boats in Brentwood Bay and Tsehum Harbour, are a direct result of the unregulated placement of Private Mooring Buoys (PMBs). An understanding of the complex and multi-jurisdictional regulatory framework around abandoned and derelict boats and PMBs, the enforcement constraints of the provincial and federal agencies, and an unwillingness of the Province to regulate placement of private mooring buoys on provincially-controlled seabeds was gained through discussions with government and agency stakeholders in late 2021 and throughout 2022. As a result, the partners decided to focus on options that were fully within the control of local governments rather than continuing to advocate for solutions from federal and provincial jurisdictions largely responsible for the existing regulatory framework around PMBs, derelict, abandoned and wrecked boats.

Through zoning, land use and structure bylaws, local governments can better manage boat-related use of lands within their metes and bounds by regulating the placement and number of PMBs, regulating the structures associated with the PMBs and regulating uses (i.e., live-aboard, boat storage). Doing so would reduce the need for local governments to respond to incidents of derelict, abandoned and wrecked boats and could address many of the environmental, safety and neighbourhood concerns expressed by the impacted communities. Three options (Appendix B) are recommended for consideration:

1. Prohibit Private Mooring Buoys through Zoning and Land Use bylaws.
2. Regulate allowable harbour uses, the number of and placement of Private Mooring Buoys and allowable structures through Zoning, Land Use and Structure bylaws.
3. Allow Private Mooring Buoys and charge a fee through Licence of Occupation.

Staff have led significant stakeholder discussions in an effort to establish roles and responsibilities and current policy positions by the respective agencies and governments. Similar issues with a

proliferation of boats and PMBs exist in other regional harbours such as Sooke Basin, Cadboro Bay, Oak Bay and multiple bays and harbours on Salt Spring Island and the Southern Gulf Islands. It is recognized that action to resolve ongoing boat issues within the Saanich Peninsula municipalities could transfer or increase boat issues for local governments in other harbours. A regional conversation is needed to:

- discuss the proposed options to determine if a coordinated strategy is needed;
- determine appropriate locations to address the apparent need for long-term boat storage; and
- identify opportunities for regional advocacy to provincial and federal governments to assist local government in providing resolution to ongoing boat issues in the region.

ALTERNATIVES

Alternative 1

The Environmental Services Committee recommends to the Capital Regional District Board: That staff host a regional workshop regarding boats management options for local governments.

Alternative 2

The Environmental Services Committee recommends to the Capital Regional District Board: That this report be received for information and provided to affected local governments.

IMPLICATIONS

Environmental & Climate Action

The proliferation of long-term moored boats and unregulated placement of PMBs in many bays and harbours in the region has become problematic, resulting in issues such as pollution from wastewater and garbage, increase in dilapidated boats that break apart or become submerged during winter storms, increase in police and fire resources to respond to boat-related incidents and concerns, increase in the number of boats being parked for long periods of time and the unregulated placement of private mooring buoys, often in environmentally significant areas.

Environmental and community concerns include impacts to eelgrass beds and marine bird habitat, shoreline impacts due to lack of facilities and amenities to service this use of public lands, as well as an infringement upon public uses of large parts of the harbours due to the sheer number of moored boats and PMBs.

Financial Implications

Some local governments have spent considerable resources dealing with dilapidated boats that have impacted their shorelines or dealing with significant community concerns associated with large numbers of moored boats and PMBs within their metes and bounds. Navigating the lengthy and complex jurisdictional framework and trying to collaborate with the multiple federal and provincial agencies involved in responding to abandoned, derelict and wrecked boats can require significant staff resources and can be frustrating.

For some options, there may be a higher initial enforcement cost (i.e., to move PMBs out) but significantly lower long-term staffing requirements, whereas municipalities wishing to regulate and manage PMBs and the long-term moorage of boats may have increased long-term financial implications.

Potential cost implications and regional collaboration to provide efficient and effective local government roles and responsibilities can be discussed through a regional workshop. Costs for the workshop could be covered by the current Core Area and Saanich Peninsula harbour services.

Intergovernmental Implications

The proliferation of long-term moored boats and the increase in derelict boats requiring a municipal response in bays and harbours throughout the region is a direct result of the unregulated placement of PMBs.

Unlike the need to provide temporary anchorage for a reasonable time, Transport Canada staff confirmed local governments can prohibit the placement of PMBs within their metes and bounds. Transport Canada is largely responsible for regulation and enforcement of PMBs but only as it relates to placement with respect to navigation channels or other PMBs, and to the buoy colouration, marking and anchor system requirements. The Province has chosen not to regulate the placement of PMBs on provincial seabeds, despite their ability to do so. Therefore, local governments may want to consider using their authority through zoning, land use and structure bylaws to either prohibit PMBs or regulate their number and placement.

Implementation of the any new policy may have impacts on neighbouring jurisdictions.

CONCLUSION

The proliferation of long-term moored boats and the corresponding increase in abandoned derelict or wrecked boats are a direct result of the unregulated placement of private mooring buoys (PMBs). Dealing with derelict, abandoned and wrecked boats requires complex jurisdictional oversight and significant municipal resources. Local governments can control the presence or absence of PMBs within their metes and bounds and need to consider their next steps. A regionally-coordinated approach is also needed to avoid moving the problem around the region.

RECOMMENDATION

The Environmental Services Committee recommends to the Capital Regional District Board: That staff host a regional workshop regarding boats management options for local governments.

Submitted by:	Glenn Harris, Ph.D., R.P.Bio., Senior Manager, Environmental Protection
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: 2021 Inventory of Boats and Private Mooring Buoys in Tsehum Harbour and Brentwood Bay
- Appendix B: Private Mooring Buoys – Regulation Options

2021 INVENTORY OF BOATS AND PRIVATE MOORING BUOYS IN TSEHUM HARBOUR AND BRENTWOOD BAY

January 2024

A 2021 inventory of boats and private mooring buoys (PMBs) in both harbours was conducted using the 2021 high-resolution ortho photos. GPS locations of all PMBs and boats were obtained. Further work is required to obtain additional information about the PMBs (ownership, colour) and the boats (hull number, identifying features). The summary results of the inventory are provided below.

Table 1: Number of private mooring buoys in each harbour area (July 2021)

PMB Colour	Tsehum Harbour	Brentwood Bay	Todd Inlet
Red PMB	44	58	1
White PMB	64	40	10
Not Visible	5	12	18
Total	113	110	29

Table 2: Number of boats by type in each harbour area (July 2021)

Boat Type	Tsehum Harbour	Brentwood Bay	Todd Inlet
Sailboat	68	58	6
Motorboat	15	27	17
Catamaran	2	1	0
Float (structure)	7	13	1
Other	3	1	0
Total	95	100	24

Private Mooring Buoys Violations

The 2021 inventory revealed multiple violations of the PMB regulation and the Minor Works Order, which were reported to Transport Canada. The regulations allow for only one vessel to be attached to a PMB; however, there were 22 PMBs that had more than one vessel (Table 3). The regulations limit the maximum size of boat allowable on a PMB to twelve metres in length. However, there were 37 boats that were greater than 12 m (largest was 17.4 m) attached to PMBs in these harbours; 10 of these large boats were also attached to a PMB with multiple other boats.

Table 3: Occasions of >1 vessel on PMB

# Boats/ PMB	Tsehum Harbour	Brentwood Bay
2 boats	7	5
3 boats	1	3
4-5 boats	1	3
9 boats		1
Boats > 12m length	19	18

Further violations included several PMBs and boats located within the defined navigation channels (Figures 1 and 2).

Appendix A
2021 Inventory of Boats & Private Mooring Buoys in Tsehum Harbour & Brentwood Bay 2

Figure 1: Ortho image of boats and private mooring buoys (red dots) in Tsehum Harbour including placement in navigation channels



Figure 2: Ortho image of boats and private mooring buoys (red dots) in Brentwood Bay including placement in navigation channels



PRIVATE MOORING BUOYS – REGULATION OPTIONS

January 2024

	OPTION 1 Prohibit Private Mooring Buoys through Zoning, Land Use and Structure Bylaws	OPTION 2 Regulate Private Mooring Buoys through Zoning, Land Use and Structure Bylaws	OPTION 3 Enter into a Licence of Occupation with the Province to Regulate Private Mooring Buoys and Recover Fees
Summary Description	<ul style="list-style-type: none"> Through zoning and land use bylaws, local government prohibits the placement of Private Mooring Buoys (PMBs) within their metes and bounds. 	<ul style="list-style-type: none"> Regulate the number of and/or location of PMBs through land use and structure bylaws. Regulate allowable structures on the PMBs through Land Use and Structures bylaw. No moorage fees are recovered by local government. 	<ul style="list-style-type: none"> Local government enters into crown land tenure through a Licence of Occupation, with an approved management plan, that defines the maximum number of moorages within the tenure area and terms of use for the moorages. To charge mooring fees and recover costs, a local government would need to enter into a Licence of Occupation with the Province.
Local Government Role	<ul style="list-style-type: none"> Develop or amend land use and structure bylaws to prohibit the placement of PMBs. Enforcement of bylaws (this could include the removal/relocation of buoys). 	<ul style="list-style-type: none"> Determine appropriate number and locations for PMBs and long-term storage of boats. Develop or amend land use and structure bylaws to regulate the placement and number of PMBs. Provision of shore services and amenities (i.e., location for row boats/garbage/sewage discharge). Enforcement of bylaws. 	<ul style="list-style-type: none"> Develop a management plan for each harbour area. Negotiate Licence of Occupation with the Province. Develop or amend land use and structure bylaws to regulate the placement and number of PMBs. Set up a registration and payment system. Provision of shore services and amenities (i.e., location for row boats/garbage/sewage discharge). Enforcement of bylaws.

	OPTION 1 Prohibit Private Mooring Buoys through Zoning, Land Use and Structure Bylaws	OPTION 2 Regulate Private Mooring Buoys through Zoning, Land Use and Structure Bylaws	OPTION 3 Enter into a Licence of Occupation with the Province to Regulate Private Mooring Buoys and Recover Fees
Financial Implications	<ul style="list-style-type: none"> • Enforcement of bylaws. 	<ul style="list-style-type: none"> • Provision of shoreline amenities (garbage, access for small boat tie up area, sewage pump out facility). • Enforcement of bylaws. 	<ul style="list-style-type: none"> • Signage at wharf/access point. • Provision of shoreline amenities (garbage, access and small boat tie-up area, sewage pump out facility). • Moorage buoy placement and maintenance. • Administration of moorage fees. • Enforcement of bylaws.
Environmental Implications	<ul style="list-style-type: none"> • Reduce or eliminate issues with derelict, abandoned and wrecked boats. • Eliminate depending on senior levels of government to better regulate PMBs and problem boats. 	<ul style="list-style-type: none"> • Due to the ability to regulate structures, local government would be able to set conditions on the types of structures attached to PMBs, which could significantly alleviate issues with derelict, abandoned and wrecked boats. • Through land use bylaws, local government could determine where they would accommodate PMBs and they could also determine if/where liveaboards would be accommodated. • Local government could implement a permit requirement to easily control placement of PMBs and regulate appropriate uses. Permit conditions could include meeting new federal boat registration and licencing requirements, set time limits on boat moorage, among many other things, and could be revoked if not adhered to. 	<ul style="list-style-type: none"> • Due to the ability to regulate structures, local government would be able to set conditions on the types of structures attached to PMBs, which could significantly alleviate issues with derelict, abandoned and wrecked boats. • Through land use bylaws, local government could determine where they would accommodate PMBs and they could also determine if/where liveaboards would be accommodated. • Local government could implement a permit requirement to easily control placement of PMBs and regulate appropriate uses. Permit conditions could include meeting new federal boat registration and licencing requirements, set time limits on boat moorage, among many other things and could be revoked if not adhered to.

	OPTION 1 Prohibit Private Mooring Buoys through Zoning, Land Use and Structure Bylaws	OPTION 2 Regulate Private Mooring Buoys through Zoning, Land Use and Structure Bylaws	OPTION 3 Enter into a Licence of Occupation with the Province to Regulate Private Mooring Buoys and Recover Fees
Intergovernmental Implications	<ul style="list-style-type: none"> • Likely that a number of boats will try to move into other harbours and bays, which could exacerbate/create boat issues for other local governments. • Need for regional discussions to address the need for long-term boat mooring (storage) with appropriate shore facilities. 	<ul style="list-style-type: none"> • Less impact on other local governments and other harbours and bays. 	<ul style="list-style-type: none"> • Less impact on other local governments and other harbours and bays.
Legal Implications	<ul style="list-style-type: none"> • Legal review to determine implications if a bylaw is put into place after PMBs have been in place for some time. 	<ul style="list-style-type: none"> • Legal review to determine implications if a bylaw is put into place after PMBs have been in place for some time. 	<ul style="list-style-type: none"> • Legal review to determine potential environmental liability to Local Government from Province, as a result of clauses in the Licence of Occupation template.
Enforcement Implications	<ul style="list-style-type: none"> • Initial enforcement requirements may be high in areas where current bylaws prohibit PMBs but that have not been enforced. • Similarly, enforcement could be high. • Once this is complete, long-term and ongoing enforcement would be minimal. 	<ul style="list-style-type: none"> • Ongoing enforcement of zoning, land use and structure bylaws. 	<ul style="list-style-type: none"> • Ongoing enforcement of zoning, land use and structure bylaws.



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**REPORT TO GOVERNANCE COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 07, 2024**

SUBJECT 2024 Appointments Advisory Committee

ISSUE SUMMARY

Establish membership to the Appointments Advisory Committee for the current year.

BACKGROUND

On April 14, 2021, the CRD Board adopted the policy titled “*CRD Appointment of Public Members to External Boards*” attached as Appendix A.

The purpose of this policy is to ensure that the most suitable candidates are selected and appointed as CRD Representatives, and to ensure that the process of appointing Public Members to an External Board is inclusive, transparent, and consistently applied. The policy defines the establishment of an Appointment Advisory Committee as an advisory committee responsible for reviewing applications and making recommendations for public member appointments to the CRD Board.

Section 1.0(c) of the Governance Committee’s Terms of Reference states:

(c) The Committee may establish an Appointment Advisory Committee, on an as-and-when needed basis, responsible for reviewing applications and making recommendation for appointments to external boards.

i. The Appointment Advisory Committee is permitted to meet in closed when evaluating public member applications.

The decision before the Governance Committee is to appoint three of its members to the Appointments Advisory Committee. Historically, the Chair of the Governance Committee has also served as the Chair to the Appointments Advisory Committee.

ALTERNATIVES

Alternative 1

The Governance Committee recommends to the Capital Regional District Board:

That the membership of the Appointments Advisory Committee for 2024 include Governance Committee Chair Little and the following two committee members: Director [X], and Director [Y].

Alternative 2

That this report be referred to the Capital Regional District Board for a decision on appointing three members to the Appointments Advisory Committee for 2024.

IMPLICATIONS

The CRD has received notice of the following vacancies requiring appointments in 2024:

- **Royal & McPherson Theatres Society:** Appointment of one Appointed Director for a 2-year term by the April 10, 2024 Board meeting.
- **Victoria Airport Authority:** Appointment of 1 member for a 3-year term to be finalized by end of 2024.

Legislative Services staff will prepare the call for expressions of interest and work with CRD Corporate Communications on posting the opportunity to serve on the external boards listed above. Staff will bring forward a report to a Closed meeting of the Appointments Advisory Committee that will include a matrix showing which individuals have met the eligibility requirements and member criteria as established by the External Board. The Appointments Advisory Committee will then make a recommendation to the CRD Board for nomination or appointment.

RECOMMENDATION

The Governance Committee recommends to the Capital Regional District Board:
That the membership of the Appointments Advisory Committee for 2024 include Governance Committee Chair Little and the following two committee members: Director [X], and Director [Y].

Submitted by:	Marlene Lagoa, MPA, Manager, Legislative Services & Deputy Corporate Officer
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: CRD Appointment of Public Members to External Boards Policy



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CAPITAL REGIONAL DISTRICT CORPORATE POLICY

Policy Type	Board		
Section			
Title	CRD Appointment of Public Members to External Boards		
Adopted Date	April 14, 2021	Policy Number	BRD08
Last Amended			
Policy Owner	Legislative Services		

1. POLICY:

The intent of the policy is to establish a standard process for the CRD Board's appointment of Public Members to External Boards.

2. PURPOSE:

The purpose of this policy is to ensure that the most suitable candidates are selected and appointed as CRD Representatives, and to ensure that the process of appointing Public Members to an External Board is inclusive, transparent and consistently applied.

3. SCOPE:

This policy applies to the filling of vacancies when Public Members are eligible for appointment as a CRD representative or nominee to an External Board.

This policy is intended to supplement, not replace, the appointment processes already prescribed in the establishing governance documents for the External Board. Where sections of this policy conflict with requirements set out in legislation or bylaws, the requirements of those governing documents will prevail.

This policy does not apply to the appointment of CRD Board Members or Municipal Councillors.

4. DEFINITIONS:

"Appointment" means a resolution by the CRD Board to nominate or appoint a Public Member to an External Board.

"Appointment Advisory Committee" means an advisory committee responsible for reviewing applications and making recommendations for public member appointments.

"CRD Board" means the governing and executive bodies of the Capital Regional Board, Capital Regional Hospital District Board, and Capital Region Housing Corporation.

"External Board" means a non-CRD Board or committee, including but not limited to a society, corporation, foundation, public utility or authority, which has a CRD-appointed or nominated representative as a member.

“**Public Member**” means an individual who is not a CRD Board Member or Municipal Councillor.

5. PROCEDURE:

5.1. Confirmation of Vacancies

- Legislative Services staff will monitor membership terms and vacancies in accordance with the relevant legislation, bylaw, and terms of reference, as applicable.
- External Boards seeking appointments may specify preferred qualifications or areas of experience for prospective CRD Representatives.

5.2. Call for Expressions of Interest

- Calls for expressions of interest will be posted to the CRD website and on social media.
- Expressions of interest for available vacancies may be published in a local newspaper or posted in a local meeting place.
- Expressions of interest must be open for a period of no less than 30 days from the first date of publication of the call for expression of interest.

5.3. Consideration of Candidates & Appointments

- CRD staff will prepare a Closed staff report for consideration by the Appointment Advisory Committee during a Closed meeting in accordance with Section 90(1)(a) of the *Community Charter*.
- The Closed staff report must include the following information:
 - **Candidates:** naming of all individuals who have expressed interest by the deadline and may include materials they have submitted;
 - **Re-appointments:** Identify any individuals currently serving on the committee/commission and seeking re-appointment;
 - **Eligibility-Criteria Matrix:** When applicable, a matrix showing which individuals have met the eligibility requirements and member criteria.
 - **Recommendation:** Recommendation to nominate or appoint will be made in accordance with the External Board governing documents and confirmed by a resolution of the CRD Board.
- The appointment of individuals will be determined by a non-weighted all majority vote by the CRD Board.

5.4. Communicating and Tracking Appointments

- Legislative Services staff will send written notice and a certified copy of the CRD Board’s resolution to the External Board informing them of the appointment.
- Legislative Services staff will maintain the pertinent contact information of Public Members, along with the appointment information of the External Board to which they have been appointed.

6. SCHEDULE:

Schedule A: External Boards with Public Member Appointments

7. AMENDMENT(S):

Adoption Date	Description:
April 14, 2021	

8. REVIEW(S):

Review Date	Description:
April 2026	

9. RELATED POLICY, PROCEDURE OR GUIDELINE:

CRD Board Procedures Bylaw (No. 3828)

Guidelines for CRD Commissions Policy

Non-Disclosure / Confidentiality Agreement for CRD Commissions Policy

SCHEDULE A

External Boards with Public Member Appointments

Member Agency Boards	Representation Type	Appointment vs. Nomination	Term Length	Current Membership	Governing Documents
BC Ferry Authority	Southern Vancouver Island CVRD or CRD Representative	Nomination	3 years	CVRD Public Member	<i>Coastal Ferry Act/ BC Ferry Bylaw</i>
CREST Corporation	Director	Nomination	2 years	3 Public Members	<i>ECC Act</i>
Greater Victoria Harbour Authority	Member Director	Nomination	2 years	CRD Director	Board Recruitment Policy BRD06
Island Corridor Foundation	Director	Nomination	2 years	CRD Director	ICF Bylaw
Royal and McPherson Theatres Society	Appointed Director	Appointment	2 years <i>RMTS Board may re-appoint (up to 6 years)</i>	3-5 Public Members	RMTS Bylaw
Victoria Airport Authority	CRD Representative	Nomination	3 years	Public Member	VAA Bylaw No. 3



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REPORT TO GOVERNANCE COMMITTEE MEETING OF WEDNESDAY, FEBRUARY 07, 2024

SUBJECT **CRD Engagement Practices and Platforms**

ISSUE SUMMARY

This report summarizes current engagement practices and platforms used by the Capital Regional District.

BACKGROUND

On December 6, 2023, the Governance Committee heard a presentation by Director Tobias introducing an engagement tool developed for and implemented by the Environmental Assessment Office (EAO) using the name EPIC. Following the presentation, a motion arising directed staff to “report back on current engagement platforms utilized by CRD and the implications of implementing the provincial engagement tool presented by Director Tobias.”

This report provides background on the current engagement platform in use by the CRD, as well as identified opportunities and issues with procuring or implementing the tool presented.

Current Engagement Practices at the Capital Regional District

The CRD is guided by a Board-approved Public Participation Framework which aligns with best practices shared nationally within Canada by the International Association of Public Participation (IAP2). CRD’s Corporate Communications division is responsible for public participation initiatives, defined as “opportunities for community members to have a say on issues and decisions that matter to them”. Each initiative is then resourced and implemented at the program level, with corporate oversight.

In 2021, Corporate Communications acquired and launched an online public engagement platform, GetInvolved.crd.bc.ca. The platform was the result of a 3-month planning and competitive procurement process with input from staff representing 12 divisions within the CRD. An internal selection committee reviewed 3 proponents, eventually selecting Bang the Table, now named EngagementHQ. This was done after a rigorous requirements gathering process to identify more than 70 distinct requirements that focused on the organization’s need for functionality, flexibility & scalability, vendor support/training, accessibility, security, and privacy. Since launching GetInvolved.crd.bc.ca, the CRD has used it to engage with residents about 12 initiatives with an additional 8 projects planned or underway in 2024.

As a regional district, the CRD consults on regional, sub-regional and local electoral area initiatives. Given the variety of services and decisions to be made by the CRD Board and delegated commissions, the staff approach is to be consistent but not uniform. This means sharing examples of previous surveys and question types internally, as well as survey training and review to ensure surveys adhere to privacy requirements and organizational standards. Staff can and do adjust surveys and other data collection methods to best meet the subject matter requirements and objectives of each initiative.

Corporate Communications has positive collaborative relationships with municipal communication colleagues, which were strengthened during the pandemic as each organization saw rapid change in the use of digital tools for public engagement. CRD staff also plan to collaborate with the Comox Valley Regional District and Nanaimo Regional District to ensure our public engagement policies and practices align with our commitments to equity, diversity, inclusion and accessibility. A summary of platforms in use by local municipalities and other regional districts is attached as Appendix A.

About the Tool

CRD staff met with AOT Technologies, the company that built the platform for the EAO, and confirmed the underlying platform is named Modern Engagement Tool (MET). The platform is open source, which allows for modification or reuse by other organizations. Since its launch in 2021, another instance has been set up by the Province as part of its Government Digital Experience (GDX) unit to enable potential use in future by other public sector bodies.

The main elements of the platform include:

- Interactive and accessible features for information sharing and data collection (surveys)
- Compliance with strict privacy and security requirements and legislation
- Reduced licensing costs as an open-source solution, with continued costs for maintenance and hosting
- Ability to integrate with BC Services Card or other common providers to verify identity.

The following concepts would require additional design and development work. This could be done by requesting a separate code set to be customized, hosted and maintained by the CRD or a third party.

- Survey templating and data sharing models between local governments
- Ability for users to register and subscribe for updates from more than one organization.

Without a fulsome evaluation or proposal, it is difficult to assess in detail how the platform meets or would need to be modified or enhanced to meet the CRD's needs. That said, the security and privacy requirements the Province of BC has are likely similar to those of the CRD. These include data security measures, robust platform maintenance and security patches, access controls, and ensuring data collection and access is highly controlled. Any work to enable data sharing between organizations would require a robust data-sharing agreement, strong oversight and additional development and configuration.

Identity management is another common area of interest between the CRD and other governments. Work related to this concept, including potential use of the BC Services Card, is part of work underway to develop an organizational digital strategy. However, the CRD is unlikely to leverage this type of authentication for public engagement projects as feedback from participants to date has been that any registration or login is a barrier to participation. Furthermore, it is unlikely that the collection or use of a personal digital identity as part of a public engagement project would be approved by the CRD's Information Security and Privacy division unless it is required to be able to deliver a service or meet a specific engagement goal.

IMPLICATIONS

Alignment with Existing Plans & Strategies

Corporate Communications plans to initiative a competitive and open procurement process for an engagement platform in early 2025. This process may result in reacquiring EngagementHQ or purchasing an alternative solution based on best value as well as ability to adapt to emerging needs. The timing of this work is intended to follow an update to the CRD's public participation framework in 2024, initiated to ensure alignment with Board direction to apply an equity lens as well as promote participation in local government. The work done in 2024 will also help inform any changes to organizational requirements ahead of procurement in 2025.

Resource Implications

The CRD uses a decentralized model for public engagement with corporate oversight through the Corporate Communications Division. The 2025 timeline for procurement is based on existing commitments for Corporate Communications, including work to update the CRD public participation framework and to modernize the CRD website in 2024. Acquiring or implementing a new tool sooner would result in these projects being deferred or delayed as they rely on availability of the manager responsible.

Beyond delivering and hosting the platform, the CRD also relies on vendor support for training, troubleshooting and ongoing advice. Without this type of support provided along with the platform, the CRD would need to look at additional internal resourcing to be able to support ongoing growth and use of the platform by a mix of staff and contractors.

Financial Implications

Any cost estimates for implementing MET as an engagement platform for the CRD would be considered preliminary until a full procurement process is underway. Based on initial information shared, there would be costs associated with modifying the platform as well as migrating it to a cloud hosted solution, with ongoing maintenance costs and a service level agreement to ensure the platform remains secure and available.

While it was suggested that the current developer could be contracted, any solicitation of service must be competitively procured unless a non-competitive exemption applies. CRD is prohibited from "buying local" where above trade-agreement thresholds (typically \$75,000 for goods and services and \$200,000 for construction in policy).

Legal Implications

The CRD's policy, BRD14, "Procurement Policy", as well as CRD's trade agreement obligations, require purchases to be acquired by way of competitive procurement, unless a relevant non-competitive procurement option is approved. The Chief Administrative Officer is delegated up to \$5-million in transactional authority for purchases of goods, services, and construction under Bylaw No. 4186, "Capital Regional District Delegation Bylaw No. 1, 2017", and under the CRHC Delegation of Authority Policy.

The total value of a procurement is the total value of all extensions and the entire process – for

example, if a software product is \$25,000 per year with a four-year term, this would be a total of \$100,000. While there is a relevant exemption for purchases from public authorities, such as the Province of British Columbia, it would be unusual to acquire software without considering in full CRD’s process requirements, business needs, available budget, and what alternative tools are available in the marketplace.

Based on preliminary findings, any work done by a software developer to modify or maintain the tool would be considered subject to the CRD procurement policy. This means AOT Technologies could be approached to solicit a bid for a future RFP, or alternatively MET could be considered at the time as a comparable product.

Intergovernmental Implications

The opportunity to collaborate with other organizations is of interest to the CRD, provided there is an understanding that each organization and initiative has unique needs. Staff have reached out to colleagues within GDx to better understand their use of the tool and to gauge interest in future collaboration. The concept of a single platform for regional and local governments would require further analysis with input from municipalities to determine interest in and feasibility of a shared platform.

The MET platform supports a multi-tenant solution, which means it is possible to create ‘hubs’ administered separately by individual organizations. This ability was not considered in the requirements for the CRD’s current platform but can be added as a consideration for future procurement should there be interest among other local governments in a shared solution.

CONCLUSION

The CRD has an existing engagement platform in place and is planning to review and update its public participation framework in 2024, ahead of running a competitive procurement process for online engagement solutions in 2025. The CRD would consider a proposal to use the MET platform alongside other proposals for engagement at that time.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Zoe Gray, Manager, Website & Public Engagement
Concurrence:	Andy Orr, Senior Manager, Corporate Communications
Concurrence:	Chris Hauff, Senior Manager, Technology & Digital Transformation
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Summary of Engagement Platforms – Local Governments & Regional Districts

APPENDIX A: Summary of Engagement Platforms

Local Governments

Municipality	Link	Platform
Central Saanich	Let's Talk, Central Saanich (letstalkcentralsaanich.ca)	Bang the Table/EngagementHQ
Langford	Let's Chat Langford (letschatlangford.ca)	Bang the Table/EngagementHQ
North Saanich	Connect North Saanich	Bang the Table/EngagementHQ
Colwood	Let's Talk Colwood (letstalkcolwood.ca)	Bang the Table/EngagementHQ
Oak Bay	Connect Oak Bay	Bang the Table/EngagementHQ
Saanich	Hello Saanich	Citizen Lab
Sooke	Let's Talk Sooke	Bang the Table/EngagementHQ
Victoria	Have Your Say (victoria.ca)	Bang the Table/EngagementHQ

Regional Districts

Region	Link	Platform
Comox Valley Regional District	Home Engage Comox Valley	Social Pinpoint
Cowichan Valley Regional District	Plan Your CVRD (planyourcowichan.ca)	Bang the Table/EngagementHQ
Regional District of Nanaimo	Get Involved RDN	Bang the Table/EngagementHQ
Regional District of Kootenay Boundary	Regional District of Kootenay Boundary - Join the Conversation (rdkb.com)	Bang the Table/EngagementHQ
Regional District of East Kootenay	Engage East Kootenay (rdek.bc.ca)	Bang the Table/EngagementHQ
Peace River Regional District	Engage! - Peace River Regional District (prrd.bc.ca)	Developed by local web agency



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**REPORT TO GOVERNANCE COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 07, 2024**

SUBJECT **Board Code of Conduct – Draft Bylaw Review**

ISSUE SUMMARY

To conduct a review of the draft Board Code of Conduct Bylaw.

BACKGROUND

On December 13, 2023, the CRD Board endorsed the development of a Code of Conduct bylaw that includes the following provisions:

- a. Standards of conduct will be applicable to Board Directors, Alternate Directors, and elected members of CRD Committees and Commissions;*
- b. Allows for complaints to be made by Directors, Alternate Directors, and elected members on CRD Committees and Commissions;*
- c. Includes a clear process for filing complaints;*
- d. Allows for complaints to be referred to and adjudicated by a third-party investigator;*
- e. Has a preliminary screening mechanism, an informal and formal resolution process;*
- f. Allows for the imposition of remedies and sanctions;*
- g. Includes guidelines for confidentiality in investigations and provides for the public release of investigative reports;*
- h. Provides for the discretionary reimbursement of legal expenses.*

Attached at Appendix A is a draft Code of Conduct bylaw (the “Code”) that incorporates the Board’s direction for final review prior to adoption. In developing this draft, staff consulted with external counsel to ensure it meets current best practices and addresses the most frequent and problematic types of conduct that are being experienced by local governments across the province.

ALTERNATIVES

Alternative 1

The Governance Committee recommends to the Capital Regional District Board:

1. That staff be directed to finalize the Board Code of Conduct Bylaw inclusive of the terms set out in the draft attached at Appendix A, and;
2. That the Board Code of Conduct Bylaw go directly to the Regional Board for readings and adoption at the March Board meeting.

Alternative 2

The Governance Committee recommends to the Capital Regional District Board:

That staff amend the draft Code of Conduct Bylaw as directed and return to Governance Committee with an amended draft bylaw for review.

IMPLICATIONS

The purpose of this report is to engage the Committee and Board in a facilitated discussion on the provisions included in the draft Code prior to its adoption. The intent of the Code is to create shared standards of conduct amongst Board members. For that reason, the discussions leading to the adoption of the Code are fundamental in establishing and refining what those shared expectations are. This report is intended to highlight the foundational components included in the draft Code. Directors are encouraged to reference the Code at Appendix A while reading this report to understand the full context of the comments.

Scope and Application

The provisions of the Code apply to elected officials at the CRD that come under the definition of “Board Member” which includes, Directors, Alternate Directors, Municipal Elected Officials appointed to a CRD committee or commission, and Local Community Commissioners on Salt Spring Island.

Section 3 includes statements that explain how the Code provisions should be interpreted, clarifying that it does not conflict or replace legislative provisions, it is not intended to stifle democratic discussion and participation, and should not preclude or replace informal one-on-one conflict resolution between Directors.

Section 4 sets out foundational principles for responsible conduct that establish the tone for the more specific provision that follow. There are 6 principles included: integrity; accountability; leadership; respect; transparency; collaboration.

Section 5 provisions address application of the Code, clarifying that it applies to Board Members on all bodies to which they have been appointed by the Regional Board, for example, on recreation commissions or water and wastewater commissions. In section 5(2) the Code states that the provisions do not apply to Board Member’s personal life, however, this is qualified by “except to the extent that it brings the reputation of the Regional District into disrepute or reasonably undermines public confidence in local governance”. Section 5(3) clarifies that the Code applies to use of both personal and professional social media accounts. This provision is further clarified in section 10, with direction on how Board Members may provide opinion and commentary in public and on social media, provided it is clearly stated as such and not represented as the position of the CRD.

Conduct Regulations

Division 2 of the Code outlines the standards of conduct that apply to Board Members in sections 6 to 15. The baseline standard is ensuring compliance with all federal, provincial and municipal laws, as well as policies of the Regional District. Section 8 reinforces compliance with the established bylaws and policies that guide the rules of procedure at CRD. Section 9 focuses on Board Member interactions with staff and expands upon the provisions of section 153 of the *Community Charter*, which provides that elected officials cannot interfere with, hinder, or obstruct staff in the exercise or performance of their job duties.

With respect to staff, it should be noted that staff are not able to register a conduct complaint under the Code so any alleged infraction would have to be brought forward by a Board Member

who observed the behavior. While this may limit the enforceability of this section, keeping it in the Code still establishes the standard of conduct expected in staff interactions. Staff who wish to engage in a formal process to address problematic behavior by Board Members still have the option of pursuing a complaint under the Respectful Workplace Policy.

Section 10 addresses Board Member interaction with the public and media when speaking about other Board Members and discussing Board decisions. Section 10(2) provides direction to Board Members that an explicit disclaimer is required when expressing personal opinions on matters within the Board's jurisdiction.

Sections 12 through 14 expand upon legislative provisions that apply to elected officials conduct including the handling of confidential information, conflict of interest, and receipt of gifts. These provisions are consistent with the legislation and the Code does not alter or restrict the application of these rules.

Investigation, Compliance and Enforcement

Part 2 of the Code sets out the process for filing complaints, through to investigation, adjudication, final decision, and post-decision release of reports. There is an emphasis throughout this section that the Code is intended to be self-enforcing. Board members are required in the Code to attempt to resolve complaints directly and informally wherever possible, prior to engaging the formal resolution process as set out in section 17.

The complaint intake process is described in section 18. Only those subject to the Code, i.e. Board Members as defined, can make a complaint under the Code. Complaints are initially filed with the CAO or Corporate Officer and must include the elements in section 18(2). There is a timeline of 60 days within which to file a complaint. Sections 18(5) and (6) address complaints received within 90 days of the General Local Election which will be held in abeyance until after the election.

The process for handling complaints has three phases: preliminary assessment; informal resolution; and formal resolution. The goal is that most complaints will be dealt with in the first two stages and rarely progress to a formal resolution.

Preliminary assessment can be conducted by the CAO or Corporate Officer, or can be referred to an external solicitor. Complaints may be dismissed at the preliminary assessment stage if warranted and based on the conditions outlined in section 19(2), including frivolous or vexatious complaints; complaints better addressed through another process; or where the conduct complained of is not a breach of the Code provisions. Complaints that allege criminal conduct will be referred to the police per section 20. Complaints that are the subject matter of a parallel disqualification proceeding against the respondent under section 111 of the *Community Charter* will be suspended while the proceeding is ongoing.

If a complaint is not resolved at preliminary assessment, it must be referred to an external solicitor (if not already referred) to assess whether the complaint will proceed to an informal or formal resolution process. If undertaking an informal process, the external solicitor may engage a third party such as a mediator to assist and may consider non-traditional restorative justice approaches. The solicitor may also seek the assistance of the Board Chair or Board Vice-Chair in resolving the complaint. Pursuant to section 23(5), if the parties choose not to participate or the

informal resolution process is not resolved in 30 days it must be referred to a third-party investigator in section 24.

The powers of a third-party investigator are set out in section 24 and 25. Section 24(3) provides that once appointed, an investigator can only be dismissed for cause. This provision is to preserve their independence and impartiality. The formal resolution process is outlined at section 25 and includes powers for the investigator to undertake an investigation. The provisions of this part of the Code are drafted to ensure it meets the requirements of procedural fairness to respondents of a complaint, namely that they have an opportunity to know the case against them and respond to the allegation. Other measures in place to protect the integrity of the process are included in sections 26 to 28. Section 26 mandates that anyone assisting in an investigation make reasonable efforts to keep it confidential. Section 27 is a no obstruction clause, and section 28 allows remedies to be imposed on those who obstruct the process or make frivolous or vexatious complaints.

Investigators have 90 days to complete an investigation, with potential for one 30-day extension. The investigation report will determine if there was a breach of the Code and must include the requirements of Section 29 in the written report. The findings must be provided to the complainant and respondent and must also be provided to the Board.

Final Determination by the Board

Sections 30 and 31 address the role of the Board after receiving an investigation report. The Board must convene a meeting to consider the report within 30 days and, if a breach has been found, must determine whether to impose any sanctions or remedies on the respondent.

A report may be received in an open meeting, however, the information disclosed would have to comply with the requirement to protect the respondent's personal privacy under the *Freedom of Information and Protection of Privacy Act* (FIPPA) which may necessitate a need to close the meeting under section 90 of the *Community Charter*. To balance the need for the Board to receive all relevant information with the need to be transparent to the public, section 30(4) requires that the Board publicly disclose the report (or a summary of it) along with the Board's decision 30 days after receipt.

Section 31 lists the potential remedies the Board may impose and outlines the factors that should be considered prior to imposing a remedy. The goal of imposing a remedy should be restorative, not punitive. The Code does not include a provision to reduce remuneration, however imposition of some of the listed remedies would have a financial consequence, such as being removed from standing committees or from a Chair or Vice-Chair role.

Section 32 provides discretion to the Board to consider reimbursement to the respondent for the cost of legal advice, subject to the limitations set out subsection 3.

Implementation of the Code

If the draft Code is approved, staff can advance a final copy for adoption to the March Regional Board meeting. Staff will also prepare a statement of commitment for Board Members to sign on adoption of the Code. Once adopted, staff intend to seek expressions of interest for investigators to create a roster of pre-qualified individuals who will be retained under a standing offer agreement

and can act in the event that a complaint is submitted.

CONCLUSION

Attached at Appendix A is a draft Code of Conduct bylaw for review and comment, developed in accordance with the Board’s previous direction.

RECOMMENDATION

The Governance Committee recommends to the Capital Regional District Board:

1. That staff be directed to finalize the Board Code of Conduct Bylaw inclusive of the terms set out in the draft attached at Appendix A, and;
2. That the Board Code of Conduct Bylaw go directly to the Regional Board for readings and adoption at the March Board meeting.

Submitted by:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Board Code of Conduct Bylaw (DRAFT)

CAPITAL REGIONAL DISTRICT

CODE OF CONDUCT

BYLAW NO. XXXX-2024

A bylaw to regulate the conduct of Board Members.

WHEREAS Board Members are charged with serving their community and must therefore uphold the highest standards of ethical behaviour in order to maintain the public’s trust and confidence in local government;

AND WHEREAS it is to the benefit of the community for Board Members to conduct themselves and their business in accordance with the guiding principles of integrity, accountability, leadership, respect, transparency and collaboration;

AND WHEREAS a Code of Conduct bylaw establishes shared standards and expectations with respect to the conduct expected of Board Members;

THEREFORE BE IT RESOLVED that the Board of the Capital Regional District, in open meeting assembled, hereby ENACTS AS FOLLOWS:

PART ONE – ETHICAL CONDUCT

Division 1– Interpretation and Application

Citation

1 This Bylaw may be cited as the “Capital Regional District Board Code of Conduct”.

Definitions

2 In this Bylaw:

“**Board**” means the Board of the Capital Regional District;

“**Board Member**” means all Directors and Alternate Directors of the Regional District, Municipal Elected Officials appointed to a Regional District committee or commission, and members of the Local Community Commission on Salt Spring Island;

“**CAO**” means the Chief Administrative Officer for the Regional District;

“Chair” means the Chair of the Capital Regional District Board;

“Corporate Officer” means the Corporate Officer appointed by the Board pursuant to section 236 of the *Local Government Act*;

“Executive Leadership Team” means the CAO, Chief Financial Officer, the Corporate Officer, and the General Managers for the Regional District;

“FIPPA” means the *Freedom of Information and Protection of Privacy Act* (British Columbia);

“Investigator” means the investigator appointed in section 24;

“Municipal Elected Official” means a Mayor or Councillor duly elected in a municipality of the Regional District appointed to serve on a CRD committee or commission;

“Regional District” means the Capital Regional District;

“Solicitor” means the Regional District’s external solicitor; and

“Staff” means an officer or employee of the Regional District, but does not include contractors.

“Vice-Chair” means the Vice-Chair of the Capital Regional District Board;

Interpretation

3 (1) This Bylaw is to be interpreted broadly and in a manner that is consistent with the *Local Government Act* and the *Community Charter*.

(2) The intention of the Board in enacting this Code is not to stifle Board Members or to limit their ability to fully perform the governmental and advocacy functions that their position entails, with all the vigour, flair and freedom that is typical of a well-functioning democratic institution, but instead to guide Board Members to undertake those functions in a manner that accords with sound ethical principles.

(3) The foundational principles in section 4 are to inform the interpretation of the substantive provisions of this Bylaw and shall not form stand-alone bases for complaints.

(4) Nothing in this Bylaw is intended to preclude Board Members, prior to the filing of a complaint, from speaking to each other in order to resolve matters which may otherwise be captured by this Bylaw.

Foundational Principles

4 Responsible conduct is based on the following foundational principles:

(a) Integrity: Board Members are keepers of the public trust, and they must uphold the highest standards of ethical behaviour including by acting lawfully, being free from undue influence, and making decisions that benefit the community;

(b) Accountability: Board Members are trusted to act competently, diligently and responsibly and be accountable to the public for their actions and decisions;

(c) Leadership: Board Members must demonstrate and promote the key principles of the Code of Conduct through their decisions, actions and behaviour, including by demonstrating behaviour that builds and inspires the public's trust and confidence in the Regional District;

(d) Respect: Board Members must conduct themselves in a respectful manner and be courteous and civil with each other and others;

(e) Transparency: Board Members must conduct their duties in an open and transparent manner, except where this conflicts with their duties to protect confidential information; and

(f) Collaboration: Board Members shall seek to collaborate whenever possible and appropriate, as the social fabric of communities and the wellbeing of residents depends on solid and sustainable community partnerships.

Application

5 (1) This Bylaw applies to all Board Members, inclusive of their actions in their capacity as members of the Board, committees, and other Regional District discretionary appointments.

(2) Unless otherwise provided, this Bylaw does not apply to a Board Member's conduct in their personal life, except to the extent that such conduct brings the reputation of the Regional District into disrepute or reasonably undermines public confidence in local governance.

(3) For clarity, the provisions of this Bylaw apply to a Board Member's use of personal and professional social media accounts.

(4) In the event of a conflict between this Bylaw and another Regional District Bylaw or policy governing Board Member conduct, this Bylaw prevails.

Division 2 – Conduct Regulations

Comply with all Laws

- 6 Board Members shall comply with all applicable federal, provincial and municipal laws in the performance of their public duties, including but not limited to:
- (a) the *Local Government Act*;
 - (b) the *Community Charter*;
 - (c) FIPPA;
 - (d) the *Financial Disclosure Act*; and
 - (e) all bylaws and policies of the Regional District.

General Conduct

- 7 Board Members shall not:
- (a) engage with others in the Regional District, including Staff, members of the public and other Board Members, in a manner that is abusive, bullying, intimidating or derogatory; or
 - (b) use their office to attempt to gain personal or financial benefits for themselves or their family members, friends or business interests.

Respect for Process

- 8 Board Members shall perform their duties in accordance with the policies, procedures and rules of order established by the Board from time to time.

Interactions with Staff

- 9 (1) Board Members shall not:
- (a) interfere with, hinder, or obstruct Staff in the exercise or performance of their roles, responsibilities, powers, duties, or functions in accordance with section 153 of the *Community Charter*, nor impair the ability of Staff to implement the Board's policy decisions;
 - (b) request or require that Staff undertake personal or private work for or on behalf of a Board Member; or

(c) request or require that Staff engage in political activities, or subject them to reprisal of any kind for refusing to engage in such activities.

(2) If a Board Member is unsure where to direct a question or inquiry regarding a departmental issue or other work-related item, or regarding a personal item that requires interactions with the regulatory functions of the Regional District, they shall direct the question or inquiry to the CAO or to someone on the Executive Leadership Team.

Interactions with the Public and Media

10 (1) Board Members shall not publicly:

- (a) misrepresent a decision of the Board, even if they disagree with that decision; or
- (b) make disparaging comments about other Board Members.

(2) When presenting their individual opinions and positions on matters that are within the Board's jurisdiction, Board Members shall take all reasonable measures to ensure that, unless they are the designated spokesperson on a matter, they clearly state that their opinions and positions represent their own personal views and not those of the Board or the Regional District.

(3) For opinions and positions presented on a social media account, subsection (2) may be satisfied through a statement on the Board Member's profile.

Conduct of Meetings

11 (1) Board Members shall conduct themselves with decorum at meetings, including by:

- (a) complying with all conduct provisions set out in the *Capital Regional District Board Procedures Bylaw, 2012*;
- (b) adequately preparing for meetings;
- (c) using respectful language;
- (d) not using offensive gestures or signs;
- (e) listening courteously and attentively to all discussions before the body, and focusing on the business at hand;
- (f) not making comments not germane to the business of the body;
- (g) not interrupting other speakers, except to raise a point of order; and

(h) not otherwise interfering with the orderly conduct of a meeting.

Handling of Confidential Information

- 12** (1) Board Members shall keep information and records prohibited from release under section 117 of the *Community Charter* in strict confidence.
- (2) Without limiting the generality of subsection (1), Board Members shall not disclose:
- (a) information or records concerning the property, personnel, legal affairs, or other information of the Regional District distributed for the purposes of, or considered in, a closed Board meeting;
 - (b) resolutions or Staff report contents from a closed meeting of the Board unless and until a Board decision has been made for the information to become public; or
 - (c) details on the Board's closed meeting deliberations or how individual Board Members voted on a question in a closed meeting.
- (3) Board Members shall not use confidential information to advance, directly or indirectly, their own personal, financial or other private interests.

Conflict of Interest

- 13** (1) Board Members shall not participate in discussion of a matter, or vote on a question in respect of that matter, if they have a conflict of interest.
- (2) In respect of each matter before the Board, Board Members shall:
- (a) assess whether they have a conflict of interest; and
 - (b) determine whether it is necessary to seek independent legal advice at their own cost, except where the CAO approves the cost, with respect to any situation that may result in a conflict of interest.
- (3) If a Board Member believes that they have a conflict of interest in respect of a matter in a Board or committee meeting, the Board Member shall:
- (a) prior to the matter's consideration, notify the Chair of the meeting that they have a conflict of interest, stating in general terms why they consider that to be the case;
 - (b) leave any meeting if the matter is discussed and not return until the discussion has ended or voting has been concluded;

(c) refrain from discussing the matter with any other Board Member publicly or privately; and

(d) refrain from attempting in any way to influence the voting on any question in respect of the matter.

Gifts

14 (1) Board Members shall not accept a gift or personal benefit, except in accordance with section 105 of the *Community Charter*.

(2) Board Members shall disclose a gift or personal benefit, received in accordance with section 105 of the *Community Charter*, as per section 106 of the *Community Charter*.

Use of Public Resources

15 (1) Board Members shall not use resources provided to them by the Regional District, including but not limited to:

(a) Staff time;

(b) equipment;

(c) technology;

(d) supplies;

(e) facilities; or

(f) other property,

for personal gain or election-related purposes.

(2) Board Members shall not undertake municipal election campaign related activities at the Regional District office or on other premises owned by the Regional District during regular working hours unless such activities are organized by the Regional District.

PART TWO – INVESTIGATION, COMPLIANCE AND ENFORCEMENT

Division 1 – Implementation and Preliminary Steps

Implementation

16 (1) As an expression of the standards of conduct for Board Members expected by the Regional District, this Code is intended to be self-enforcing.

(2) This Code is most effective when Board Members are thoroughly familiar with it and embrace its provisions. For this reason, this Bylaw shall be provided as information to candidates for the Board.

(3) On adoption of this Code, and thereafter at the start of each Board term following the General Local Election, Board Members will sign a statement of commitment acknowledging they have read and understood the Code.

Preliminary Steps

17 If a Board Member believes that they have observed another Board Member engaging in conduct that would breach this Bylaw, they must attempt to resolve the complaint directly with the other Board Member, if possible, prior to submitting a complaint under section 18.

Division 2 – Complaint Intake

Complaint Procedure

18 (1) Subject to section 17, a Board Member may submit a complaint to the CAO or to the Corporate Officer.

(2) A complaint must be in writing, must be submitted within 60 days of the alleged breach, and must include, with sufficient detail:

- (a) the name of the complainant;
- (b) the name of the respondent Board Member(s);
- (c) the conduct that the complainant alleges was in breach of the Code;
- (d) the date of the alleged conduct;
- (e) the parts of the Code the alleged conduct breached;

(f) the basis for the complainant's knowledge of the conduct; and

(g) whether there was any attempt to resolve the complaint informally under section 17.

(3) A complaint may be accepted notwithstanding that it does not comply with every requirement in subsection (2), if the CAO or Corporate Officer determines that there has been substantial compliance or if the circumstances otherwise warrant acceptance.

(4) A complaint submitted outside the time limits set out in subsection (2) must be rejected.

(5) In an election year, a complaint submitted within 90 days of the general voting day must be accepted and held in abeyance until after the new Board has taken office, at which time the complaint shall only proceed if it relates to a Board Member who was re-elected in that election year or in the case of a Board Member that is a municipal director is reappointed to the Board.

(6) For certainty, if the Board Member who is the subject of a complaint held in abeyance pursuant to subsection (5) is not re-elected or re-appointed to the Board, the complaint must be rejected.

Preliminary Assessment

19 (1) On receipt of a complaint, the CAO or Corporate Officer shall conduct a preliminary assessment of the complaint or forward the complaint to the Solicitor to conduct a preliminary assessment.

(2) If the CAO, Corporate Officer or Solicitor determines that any of the following circumstances apply, they must notify the complainant and respondent Board Member in writing that the complaint will be closed, stating the reasons for the closure:

(a) the complaint is not with respect to a breach of this Bylaw;

(b) the complaint is frivolous, vexatious, or not made in good faith;

(c) the complaint would be more appropriately addressed through another process;

(d) the complaint is not in compliance with section 18(2) and the respondent Board Member will be prejudiced by the complainant's failure to comply;

(e) the complaint concerns the same subject matter as a previous complaint that has already been accepted under this section, and it is not necessary to expand that original complaint or add the new complainant;

(f) the complainant wishes to withdraw the complaint, and it would be appropriate to allow the complaint to be withdrawn;

(g) the complaint was submitted by a Board Member, and the Board Member ought to have first attempted to resolve the complaint informally under section 17; or

(h) there are no possible grounds on which to conclude that a violation of this Bylaw has occurred.

(3) In completing the preliminary assessment, the Solicitor may request further information from the complainant before determining whether there are sufficient grounds to believe that a breach of this Bylaw may have occurred.

(4) If the Solicitor receives multiple complaints concerning the same matter, the Solicitor must proceed with the first complaint accepted, but may expand the complaint and/or add complainants for the purpose of seeking resolution of the complaint.

Criminal Conduct

20 (1) If, at any stage in the complaint procedure, the CAO, Corporate Officer, Solicitor or Investigator determines that there are reasonable grounds to believe that there has been a contravention of the *Criminal Code*, or learns that there is an ongoing police investigation into the conduct that gave rise to the complaint, then they must immediately refer the matter to the appropriate authorities and suspend any investigation into the complaint until any resulting police investigation and charge have been finally disposed of, and shall report the suspension to the Board, the complainant, and the respondent Board Member.

(2) For certainty, a complaint must be suspended while the Board Member is on a mandatory leave of absence under section 109.3(1) of the *Community Charter*, and may be re-commenced only once the mandatory leave of absence ends pursuant to section 109.3(1)(b) of the *Community Charter*.

Disqualification Proceedings

21 (1) If, at any stage in the complaint procedure, the CAO, Corporate Officer, Solicitor or Investigator determines that:

(a) the subject-matter of the complaint is being addressed in a disqualification proceeding commenced under section 111 of the *Community Charter*; or

(b) the complainant could commence a disqualification proceeding under section 111 of the *Community Charter* in relation to the matter that is the subject of the complaint

the complaint must immediately be suspended until the proceeding under subsection (a) has concluded or the time-period within which the complainant could commence a proceeding under subsection (b) has expired.

(2) If a complaint has been suspended under subsection (1), it may be re-commenced upon the conclusion of a disqualification proceeding, or the time-period within which a disqualification proceeding could be filed has expired, if:

(a) the Board Member who is subject to the complaint has not been disqualified from office by the British Columbia Supreme Court; and

(b) it would be in the public interest to do so.

Division 3 – Resolution Procedures & Investigations

Informal or Formal Resolution

22 (1) After a complaint is accepted under section 19(1),

(a) the Corporate Officer or CAO must refer the complaint to the Solicitor, if not already referred under section 19(1), for a determination under subsection (b); and

(b) the Solicitor must then determine whether the complaint requires a formal investigation or whether the complaint may be resolved informally.

(2) When determining whether the complaint may be resolved informally, the Solicitor:

(a) may consider culturally appropriate or transformative or restorative justice approaches, and may engage a third-party mediator or facilitator to assist for this purpose; and

(b) shall give strong preference to the informal resolution process where possible.

(3) The complainant or respondent Board Member may decline to participate in an informal resolution at any time.

Informal Resolution

23 (1) Where the Solicitor has determined that the complaint may be resolved informally, the Solicitor may, at their discretion, either attempt to resolve the complaint directly, or refer the complaint to the Chair, unless the complaint is against the Chair, in which case the complaint will be referred to the Vice-Chair of the Board.

(2) Where the Solicitor has referred the complaint in subsection (1), the Chair or Vice-Chair, as the case may be, may agree to assist in resolving the complaint directly.

(3) Where the Chair, Vice-Chair or a third-party mediator or facilitator is engaged to assist in the informal resolution of a complaint, they shall assess the suitability for settlement or resolution on an ongoing basis and may decline to assist at any point.

(4) If the complaint is resolved informally by someone other than the Solicitor, the person assisting in resolving the complaint must notify the Solicitor in writing of the terms of the resolution, upon receipt of which, the Solicitor must close the complaint.

(5) If the person assisting in the informal resolution of a complaint declines to assist, the complainant or respondent Board Member declines to participate, or 30 days has passed since the determination in section 22(1)(b) was made by the Solicitor to resolve the complaint informally, then the complaint shall be referred in accordance with section 24.

Referral to Third-Party Investigator

24 (1) If the Solicitor determines that the complaint requires a formal investigation under section 22(1)(b), or in the event that informal resolution is unsuccessful, they shall refer the complaint to a neutral and independent third-party Investigator to conduct an investigation and notify the complainant and respondent Board Member of the referral.

(2) The Investigator shall, at all times during an investigation, have the power to:

(a) dismiss a complaint on a preliminary basis as set out in section 19; and

(b) attempt to resolve the complaint informally if the Investigator considers it appropriate in the circumstances.

(3) The Investigator, once retained, may only be dismissed for cause.

Formal Resolution

25 (1) Once retained, the Investigator shall deliver the complaint to the respondent Board Member, along with a request that the respondent Board Member provide a written response to the complaint, together with any submissions that the respondent chooses to make, within 10 days, subject to the Investigator's discretion to reasonably extend the timeline.

(2) The Investigator may, at their discretion, deliver the respondent Board Member's written response and submissions to the complainant and request a reply in writing within 10 days, subject to the Investigator's discretion to reasonably extend the timeline.

(3) The Investigator may:

(a) speak to anyone relevant to the complaint;

(b) request disclosure of documents relevant to the complaint, including closed meeting minutes; and

(c) access any record in the custody or control of the Regional District, within the meaning of FIPPA, with the exception of records subject to solicitor-client privilege.

(4) The Investigator has discretion to conduct the investigation as they see fit, but must ensure that the investigation complies with the rules of procedural fairness and natural justice required in the circumstances of the complaint.

Confidentiality

26 (1) The CAO, Corporate Officer, Solicitor and Investigator must make all reasonable efforts to process and investigate complaints in a confidential manner.

(2) The Investigator and every person acting under the Investigator's instructions must preserve confidentiality with respect to all matters that come into the Investigator's knowledge in the course of any investigation or complaint, except as otherwise required by law.

(3) Board Members must make all reasonable efforts to keep complaints and all matters pertaining to complaints under this Bylaw, at any stage, confidential, except as otherwise provided in this Bylaw.

Obstruction

27 (1) A Board Member must not obstruct the Investigator, Solicitor, CAO or Corporate Officer in relation to the administration of this Bylaw or the investigation of a complaint.

(2) Without limitation, the following shall constitute obstruction:

(a) uttering of threats or undertaking any reprisal against any person involved in the complaint;

(b) destruction of relevant records or documents; and

(c) refusal to cooperate with the Investigator.

Frivolous and Vexatious Complaints

- 28** Any Board Member who is found to have obstructed the Investigator, Solicitor, CAO or Corporate Officer, contrary to section 27, or who makes a complaint that is subsequently found to have been made in a deliberately frivolous, vexatious or malicious manner, or otherwise made in bad faith, will be subject to appropriate disciplinary action, which may include, but is not limited to the sanctions and remedies as described in section 31.

Division 4 – Adjudication and Reporting

Final Determination by Investigator

- 29** (1) The Investigator must conclude the investigation and make a determination regarding the alleged breach within 90 days of referral under section 23(1), unless the Investigator determines that doing so is not practicable, in which case the Investigator must notify the complainant and respondent Board Member of the delay and provide a revised decision date, which may be extended by periods of up to 30 days at a time on provision of written notice to the complainant and respondent Board Member.
- (2) If, after reviewing all the material information, the Investigator determines that a Board Member did not violate this Bylaw, then the Investigator shall:
- (a) prepare a written investigation report providing reasons for their determination, which shall include a determination of whether the complaint was submitted frivolously, vexatiously or in bad faith;
 - (b) deliver a summary of the investigation report to the complainant; and
 - (c) deliver a copy of the investigation report to the respondent Board Member and the Board.
- (3) If, after reviewing all the material information, the Investigator determines that a Board Member did violate this Bylaw, then the Investigator shall:
- (a) prepare a written investigation report providing reasons for their determination, which must include:
 - (i) a summary of the factual findings of the Investigator;
 - (ii) an application of this Bylaw, and any other applicable law, to the facts;
 - (iii) a recommendation of the appropriate sanction, subject to subsection (iv); and

(iv) if applicable, a determination of whether the respondent Board Member took all reasonable steps to avoid the breach or whether the breach was trivial, inadvertent or due to an error in judgment made in good faith, in which case the Investigator may recommend that no sanction be imposed;

(b) notify the complainant that the investigation is complete and inform them that the investigation report, or a summary thereof, will be subsequently released by the Board in accordance with section 30(4);

(c) deliver a copy of the investigation report to the respondent Board Member; and

(d) 48 hours after the delivery of the investigation report to the respondent Board Member, deliver a copy of the investigation report to the Board.

(4) The Investigator may choose to distribute the investigation report to the Board under this section through the Corporate Officer.

Final Determination by the Board

30 (1) The Board must, within 30 days of the Investigator's delivery of the investigation report, decide on the appropriate measures, if any, that are warranted by a breach of this Bylaw.

(2) Prior to making any decision regarding the findings and recommendations set out in the investigation report, the respondent Board Member must be provided with an opportunity, in person and in writing, to comment to the Board on the Investigator's determinations and recommendations.

(3) An investigation report may be considered in a closed meeting, if the circumstances warrant and there is a valid reason to close the meeting under section 90 of the *Community Charter*.

(4) Within 30 days of receiving the investigation report under section 29(2)(c) or section 29(3)(d), the Board must, subject to the Regional District's obligations under FIPPA, release to the public the investigation report, or a summary thereof, along with a summary of the Board's decision, if applicable.

Remedies

31 (1) The Board may impose the following remedies for a violation of this Bylaw:

(a) a letter of reprimand from the Board, addressed to the respondent Board Member;

(b) a request from the Board that the respondent Board Member issue a letter of apology;

(c) the publication of the letters contemplated in subsections (a) and (b), along with the respondent Board Member's response, if any;

(d) directions to the CAO regarding the method of providing documents that contain confidential information to the respondent Board Member;

(e) a recommendation that the respondent Board Member:

(i) attend specific training or counselling;

(ii) complete a specified number of volunteer hours; or

(iii) make a charitable donation of a specified or unspecified amount to a particular charity;

(f) limitations on access to certain Regional District facilities;

(g) prohibition from representing the Regional District at events and/or attending conferences or seminars;

(h) suspension or removal of the respondent Board Member from the position of chair or vice-chair on Committees;

(i) suspension or removal of the respondent Board Member from Board committees;

(j) public censure of the respondent Board Member; or

(k) any other sanction recommended by the Investigator, so long as that sanction is within the authority of the Board.

(2) The Board must consider the following factors when determining whether to impose or remedy on a Board Member:

(a) the degree and nature of the conduct;

(b) whether the contravention was a single or repeated act;

(c) whether the Board Member knowingly contravened this Bylaw;

(d) whether the Board Member took steps to mitigate or remedy the contravention;

(e) the Board Member's history of other contraventions; and

(f) if applicable, the Investigator's finding that the respondent Board Member took all reasonable steps to avoid the breach, or that the breach was trivial or done inadvertently or because of an error in judgment.

(3) When the Board imposes a remedy pursuant to subsection (1), it may include secondary remedies to take effect on a date set by the Board in the event that the Board Member fails to comply.

Division 5 – Post-Decision Matters

Reimbursement of Costs

32 (1) For clarity, the reimbursement rules set out in this section apply despite any other indemnification bylaw or policy.

(2) A Board Member may make a request to the Board for reimbursement of the costs of legal advice and representation in responding to the formal complaint process outlined in this Bylaw.

(3) If appropriate, after considering all of the circumstances, the Board may resolve to reimburse legal fees reasonably incurred by a Board Member, provided that all of the following are met:

(a) the Board Member has not previously been found to have breached this Bylaw;

(b) the Board Member has not previously been reimbursed under this section;

(c) the amount claimed does not exceed \$10,000; and

(d) the Board Member did not engage in dishonest, grossly negligent, or malicious conduct.



Making a difference...together

REPORT TO HOSPITALS AND HOUSING COMMITTEE MEETING OF WEDNESDAY, FEBRUARY 07, 2024

SUBJECT **Future Housing Priorities and Partnerships Framework**

ISSUE SUMMARY

To seek direction from the Capital Regional District (CRD) Board to begin advancing an Acquisition Strategy (Appendix B) and the Rural Housing Program (Appendix C), through the development of a pilot initiative (Appendix D). These efforts aim to address unmet need related to housing affordability through innovation, partnership, and cross-sectoral collaboration.

BACKGROUND

The Regional Housing First Program (RHFP) is a \$120 million (M) housing supply partnership between the CRD, BC Housing and Canada Mortgage and Housing Corporation (CMHC). As of January 2024, the RHFP has supported the completion of approximately 958 new affordable rental units across the capital region with an additional 97 by mid-2024. At full build out, the RHFP is expected to deliver up to almost 1,500 total units of affordable rental housing by 2028.

The CRD 2019-2022 Corporate Plan identified an initiative to determine continuation of a housing supply program beyond RHFP Implementation. Beginning with the CRD Board endorsement of the Southern Gulf Island (SGI) Housing Strategy in May 2022, staff then included consideration of a Rural Housing Program (RHP) as one component of the Future Housing Priorities and Partnerships (FHPP) white paper (Appendix A). The CRD Board endorsed the FHPP in July 2022, which also includes a focus on an Acquisition Strategy and Complex Care.

To advance efforts under FHPP staff were directed to look at options to fund the establishment, and seed investment for a scaled-up regional housing program. Though there is existing requisition capacity under Bylaw No. 3712 Land Assembly, Housing and Land Banking Service Establishment Bylaw, much of the current capacity is allocated toward approved capital projects under the RHFP. Therefore, the CRD Board directed staff to advance an amendment to Bylaw No. 3712 and advance a new loan authorization bylaw to permit the borrowing of up to \$85M.

The FHPP and the parallel work to advance efforts to increase borrowing capacity under Bylaw No. 3712 have been developed to position the CRD with a clarity of focus and sufficient requisition authority and debt capacity to support scaled-up regional efforts while seeking to incentivize partnership with senior levels of government.

ALTERNATIVES

Alternative 1

The Hospitals and Housing Committee recommends to the Capital Regional District Board:

1. That staff begin advancing efforts under the Regional Housing: Acquisition Strategy; and
2. That the CRD negotiate and execute a Memorandum of Understanding with the Southern Gulf Islands Tourism Partnership to receive \$100,000 for staff coordination of the Rural Housing Program pilot scoping.

Alternative 2

That this report be referred to staff for additional information based on Hospitals and Housing Committee direction.

IMPLICATIONS

Social Implications

The capital region, like many communities across Canada, continues to experience challenges related to escalating cost of housing, affordability, and homelessness. Demand is particularly strong in the rental system and especially for affordable rental units. The FHPP seeks to position the capital region as a committed partner through looking at:

- An Acquisition Strategy, which aims to increase and/or preserve the supply of affordable rental housing within the urban areas of the region. The Acquisition Strategy will help to guide investment decisions using set criteria intended to help inform the CRD Board on prospective acquisition and investment. The range of model inputs are shown on page 5 of Appendix B.
- A RHP, which aims to increase, preserve, and broaden the supply of affordable housing in rural and remote communities. The approach recognizes the need to approach housing solutions in rural and remote communities with different expectations than those used for conventional housing projects in more densely populated urban regions. At this time, staff are only recommending a pilot on SGI and Salt Spring Island (SSI) to develop the program and test the efficacy of some initiatives, which, subject to CRD Board approval, could be implemented across to the region starting in 2025/2026.
- A Complex Care Housing initiative, which aims to increase the supply of housing with supports for people with complex needs and support complementary to the provincial Complex-Care Housing service. In Greater Victoria, Complex-Care Housing is delivered by Island Health in partnership with BC Housing and non-profit service providers. Due to the critical roles of Island Health, BC Housing, and non-profit organizations in the delivery of Complex Care, CRD staff worked through 2023 to engage, consult and explore opportunities for collaboration and partnership. Island Health and BC Housing continue to look at needs across the health authority, including on Southern Vancouver Island, and CRD staff remain actively engaged and are committed to supporting this ongoing effort. Additional updates will be provided to the CRD Board later in 2024 as the work continues along side Island Health and BC Housing.

Operational Implications

The Housing Planning, Policy, and Programs function operates within Regional Housing and receives grants from federal and provincial partner agencies, provides oversight, and deploys funds within the region, administers housing affordability agreements with developers and owners in the region on behalf of municipalities, and undertakes research and develops policy and programs focused on increasing housing supply across the region.

Staff capacity to advance work under this function was supported through the development of IBC 5a-2.1 Housing Opportunity Innovation and Outcomes Analysis. It is anticipated that there will be approximately 0.75 FTE available to support the advancement of the Acquisition Strategy, including 0.25 FTE management, and 0.5 FTE support staff.

The RHP pilot will be soft launched in 2024 using existing staff resources as well as 1 FTE of new capacity as a two-year term position. The new term position will be supported, in part, through Municipal and Regional District Tax (MRDT) Program funding. Staff will begin implementation of program design and will work to leverage additional external grant funding where possible.

Service Delivery 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, which has been considered through determining the appropriate balance of requisition impact and securing sufficient capacity to begin advancing the Acquisition Strategy and RHP.

Initiating the Acquisition Strategy in full would require a significant lift in resources being available in the 2024 CRD Financial Plan. Property identification, undertaking appropriate due diligence and advancing acquisitions, subject to CRD Board approval, draws on internal capacity through the Real Estate, Regional Housing and Corporate Finance functions while also relying on the engagement of consultant services on items such as land surveys, environmental and geotechnical analysis, building condition assessments, archaeological reports, appraisals, feasibility analysis and massing modelling, etc.

Staff anticipate that current capacity, including that contained within the 2024 CRD Financial Plan, will be sufficient to support property identification and a high-level assessment of acquisition potential. Staff will then return to the CRD Board to request additional resources to undertake due diligence and funds to place a deposit on a project-by-project basis and through a budget amendment. Final decisions will also come back to the CRD Board, which may require an additional budget amendment.

The RHP pilot scoping work (Appendix D) is to allocate available capacity in support of building the program parameters to consider providing pre-development funding while also starting work on the development of a Missing Middle/Accessory Dwelling Unit Incentive Program. These efforts can be supported through available capacity and resources provided by the MRDT funding.

Intergovernmental Implications

The development of the Acquisition Strategy (applied primarily within the Urban Containment Boundary) and the RHP (applied primarily outside of the Urban Containment Boundary) is to acknowledge the diversity of housing need and development contexts across the capital region and provide suitable, flexible, and tailored tools to advance projects and programs better equipped to support local needs and opportunities and within a municipal/electoral area land use context.

The RHP envisions a whole government approach to support housing solutions outside of the Urban Containment Boundary and in the Electoral Areas where governance is inherently multi-jurisdictional. MRDT funding for 2024 will require a memorandum of understanding (MoU) between CRD and the SGI Tourism Partnership Society. The CRD has also worked to partner with the Islands Trust through an application to the CMHC Housing Accelerator Fund on Mayne Island. If successful, the funding will be awarded to Islands Trust and an MoU with CRD will be required to advance a sub-pilot project to accelerate 73 units of housing on Mayne Island.

In addition to the program, strategy development, and bylaw work undertaken by the CRD in support of advancing the Acquisition Strategy and RHP, the Government of BC has passed several pieces of legislation that alter the local government land use planning framework including increasing small-scale multi-unit housing, establishing proactive planning requirements, changes to development finance tools, and support for transit-oriented development areas.

Beyond the range of recent legislative changes introduced by the Government of BC, Budget 2023 also allocated a total of \$1.7 billion (B) over three years in operating and capital funding through Building BC and BC Housing programs as well as transit-oriented development. A recent example of this is the opening of a Community Housing Fund (CHF) call on August 28, 2023,

which closed on November 17, 2023. BC Builds was also announced on April 3, 2023, as a focused effort to speed up delivery of new homes and increase the supply of middle-income housing. Further details on BC Builds are expected into 2024. The CRD anticipates additional CHF calls in future years as well as calls to apply for funds through BC Builds, which present a range of ongoing partnership opportunities.

Through the 2023 Government of Canada Fall Economic Statement update, several additional resources were signalled including \$15B in new loan authority through the Apartment Construction Loan Program (ACLP), and \$1B for capital grants through the Affordable Housing Fund (AHF). It is expected that these new resources will be made available starting in 2025. It should also be noted that as recently as December 29, 2023, the Honourable Sean Fraser, Minister of Housing, Infrastructure and Communities, Government of Canada, announced that there is expected to be a renewed housing plan to help alleviate homebuilding cost pressures and boost productivity.

There are considerable changes locally, provincially, federally and the CRD has taken the necessary steps to develop key areas of focus through the FHPP and continues to secure debt capacity in support of seed funding for a scaled-up housing supply program.

Financial Implications

To advance the Acquisition Strategy, on December 13, 2023, the CRD Board approved amending Bylaw No. 4551 to increase the maximum requisition to the greater of \$11.5M annually or \$0.062 per \$1,000 assessed value for Bylaw No. 3712 Land Assembly, Housing and Land Banking Service Establishment Bylaw. This increase in maximum requisition represents a maximum change per average household of up to \$26 annually. It should be noted that the increased requisition will be committed to debt servicing costs for the \$85M capacity attached to the loan authorization bylaw which is currently subject to an alternative approval process (AAP).

In preparation for the potential approval of increased borrowing capacity through the approval of a loan authorization bylaw, and subject to a successful AAP, staff intend to begin exploring potential sites for acquisition while also starting to undertake scoping work on a RHP pilot project. This will be done through use of available capacity, which is subject to CRD Board approval of the 2024 Financial Plan.

As noted under service delivery implications, considerable works must be undertaken prior to bringing a recommendation forward to the CRD Board and staff will look to return to the CRD Board seeking funds on a project-by-project basis.

Environmental Implications

The housing priorities being advanced are with consideration of the Regional Growth Strategy, the *Islands Trust Act*, and core principles of smart growth planning. Each municipality and land use authority can ensure environmental metrics are met at the time of project approvals.

The Acquisition Strategy further considers two key components to support a reduction of adverse environmental impacts:

- 1) Walkability – The consultant has prepared maps depicting those areas that are within 400 metres of a transit stop, which are shown on pages 68-77 of Appendix B. This is to help the CRD focus its efforts on those locations well served by transit.

- 2) Parking – Due to the focus on walkability when considering potential acquisition or investment, the model prepared by the consultants assumes zero parking stalls for a studio, 1 and 2-bedroom unit. The model further assumes a single parking stall for any unit that is 3-bedroom + as this would consist of a larger family that may be more reliant on vehicle use.

Development undertaken on acquired lands would be subject to local government requirements and sustainability/efficiency measurement built into a capital or operating funding program. The RHP pilot scoping work will be taking place within the SGI and SSI electoral areas, which are under the land use authority of Islands Trust and the legislative obligations under the *Island Trust Act*.

CONCLUSION

Future Housing Priorities and Partnership initiatives are being developed to address unmet need related to housing affordability and homelessness through innovation, partnership, and cross-sectoral collaboration.

Two consultant reports have been appended to the staff report with a focus on enabling the advancement of the Acquisition Strategy as well as a feasibility report on an RHP. Staff are recommending to begin advancing efforts under the Acquisition Strategy while also beginning to develop the scope of a pilot program on SSI and SGI that falls under the RHP. This is to be done through use of existing resources with any new resources being subject to CRD Board approval through budget amendments, which are to be advanced on a project-by-project basis.

RECOMMENDATION

The Hospitals and Housing Committee recommends to the Capital Regional District Board:

1. That staff begin advancing efforts under the Regional Housing: Acquisition Strategy; and
2. That the CRD negotiate and execute a Memorandum of Understanding with the Southern Gulf Islands Tourism Partnership to receive \$100,000 for staff coordination of the Rural Housing Program pilot scoping.

Submitted by:	Don Elliott, MUP, Senior Manager, Regional Housing
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: Future Housing Priorities and Partnerships White Paper
Appendix B: Regional Housing: Acquisition Strategy (Patricia Maloney Consulting, Bayshore Planning Services Inc., and Mullholland Parker Land Economists Ltd. 2024)
Appendix C: Rural Housing Pilot Project Analysis (Urban Matters, 2024)
Appendix D: Rural Housing Program Pilot (2024)



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Future Housing Priorities and Partnerships

INTRODUCTION

Since 2016, a partnership between the Capital Regional District (CRD) and federal and provincial partners has contributed to the development of over a thousand new units, addressing the needs of households in need of affordable housing in the region. Through the Regional Housing First Program (RHFP), the CRD, BC Housing Management Commission (BC Housing) and the Canada Mortgage and Housing Corporation (CMHC) committed \$30 million (M) each to build housing units to help address chronic homelessness in the region. In 2020, each partner committed to increasing their contribution by \$10M to address escalating land acquisition and construction costs. With a total capital fund of \$120M, the RHFP was better positioned to achieve its target of up to 2,000 Affordable Rental Units, with up to 400 of those units having rents set at Government of British Columbia's Income Assistance Rate Table Shelter Maximum (Shelter Rate). Overall, the program is expected to leverage the development of approximately \$600M in capital development. As of July 2022, 11 projects have been approved through the RHFP program, representing 1,055 units, with 238 to be rented at Shelter Rate.

Although details have yet to be announced, new and revitalized federal programs, such as the new Housing Accelerator Fund, a third round of the Rapid Housing Initiative and potential reopening of the Affordable Housing Innovation Fund, as well as initial discussions with federal colleagues, suggest potential opportunities for future partnerships. While a specific provincial funding program is not currently open to support a partnership, early discussions with the Province indicate interest, should opportunities present. A new partnership could also help the provincial government achieve its target of building 114,000 units by 2027.

The following provides an overview of current challenges and presents options for the next opportunity to address unmet need related to housing affordability and homelessness through innovation, partnership and cross-sectoral collaboration. Opportunities to address unmet need were identified through research, analysis and engagement with internal CRD staff, municipal, provincial and federal stakeholders, including with the Regional Housing Advisory Committee.

Recommended interventions for consideration include:

- Opportunities to acquire existing housing or land to increase and preserve the supply of affordable rental and create future redevelopment opportunities;
- A Rural Housing Strategy to increase the supply of affordable housing in rural and remote communities; and
- Increase the supply of housing with supports to people with complex needs not currently adequately supported by the traditional models.

CURRENT CHALLENGES

The capital region, like many communities across Canada and around the world, continues to experience challenges related to escalating cost of housing, affordability and homelessness. The population of the region is expected to continue to grow from an estimated 392,100 in 2018, to an estimated 478,500 in 2038¹, adding housing pressure in the region. Demand is particularly

¹ [bylawno-4328.pdf \(crd.bc.ca\)](https://www.crd.bc.ca/bylawno-4328.pdf)

strong in the rental system, especially affordable rental units. Data suggests a continued trend of low vacancies in the lower price quartiles and high rates of core housing needs for renters².

CMHC's 2021 Rental Market Report, released in February 2022, showed tightened market conditions in the Victoria Census Metropolitan Area (CMA) in 2021³. Key findings include:

- Vacancy rates declined to 1%, one of the lowest in Canada;
- Two-bedroom purpose built rentals average rent increased by 3.1%;
- Demand returned, but supply is lagging behind and is unevenly distributed with 80% new supply concentrated in the Westshore region; and,
- Rental affordability and suitability remain a challenge for low-income households.

As of March 31, 2020, there were 12,957 subsidized housing units in the Growth Management Planning Area (GMPA), including emergency shelters, housing for the homeless, transitional and supported housing and assisted living, independent social housing and rent assistance in the private market, representing an increase of 1,046 units over the previous year⁴.

The development of non-market housing has been supported through a number of new and expanded funding programs at all levels of government. In 2019, the Province of British Columbia committed more than \$7 billion over 10 years for programs such as Building BC, including the Community Housing Fund, Affordable Rental Housing Program, Supportive Housing Fund, Women's Transition Housing Fund and Indigenous Housing Fund. In 2020, the Government of Canada launched the Rapid Housing Initiative, providing capital contributions to support the creation of new affordable rental units for people who are vulnerable. In the capital region, there has been and continues to be significant investments in housing through federal and provincial programs. Since 2018, the following units have been supported through various provincial and federal programs:

- Supportive Housing Fund: funding toward over 600 units across 12 projects
- Community Housing Fund: funding toward almost 900 units across 10 projects
- Rapid Housing Initiative: funding toward 136 units across three projects
- Indigenous Housing Fund: funding toward 164 units across two projects.

While the region has seen increases in the number of subsidized housing units in the GMPA, insufficient supply of affordable housing in the private market relative to population growth is also a factor. In response, a number of funding programs to support increased supply of below market housing have been launched in recent years. Provincially, this includes the HousingHub which brings together private and non-profit stakeholders to create new affordable rental and homeownership options for middle-income residents. The federal government also launched and then expanded programs such as the National Housing Co-Investment Fund to support development of mixed-income, mixed tenure and mixed-use affordable housing.

While insufficient supply is a contributing factor to the increasing cost of housing, low mortgage rates, increasing upper-middle class incomes, investor buyers and accumulated equity are also key factors. Investor buyers and repeat purchasers make up the majority of homebuyers, many

² <http://crd.ca.legistar.com/gateway.aspx?M=F&ID=a7f6cc77-f6b6-4b32-bde9-c0a8e4411b45.pdf>

³ [Rental Market Report | CMHC \(cmhc-schl.gc.ca\)](https://www.cmhc-schl.gc.ca/en/rental-market-report)

⁴ [rgs-indicatorreport2021.pdf \(crd.bc.ca\)](https://www.crd.bc.ca/rgs-indicatorreport2021.pdf)

of which have accumulated significant equity from rising home prices. As one of the leading Canadian researchers on housing, Steve Pomeroy notes:

“It is not the quantity of buyers (i.e., total demand), it is the quality (income and wealth, abetted by low mortgage rates) of this very small segment of ‘market makers’ that have been the ones driving up home prices. ... This small segment is creating market imbalance and serious challenge for lower income households...”⁵.

This suggests the importance of building the right supply, rather than the quantity.

Although challenges related to the cost of housing are felt by many in the capital region, research indicates some residents and communities face distinct challenges, including people with complex needs who are experiencing homelessness, and people in rural and remote areas of the region.

Challenges addressing homelessness

The 2020 Greater Victoria Point-in-Time homeless survey estimated 1,523 individuals experiencing homelessness in the region, compared to 1,525 in 2018⁶. 2020 survey results showed higher numbers of unsheltered individuals (270, as compared to 158 in 2018) and higher numbers of people couch surfing (145, as compared to 95 in 2018). Using a different methodology, a new provincial report on homelessness estimates 1,595 individuals experienced homelessness in 2019⁷.

The COVID-19 pandemic placed enormous pressure on individuals and communities throughout the region. Many in our communities lost income, resulting in greater housing insecurity or housing loss. Individuals without homes, living outside or in shelter were challenged to comply with public health recommendations to maintain physical distance.

People living with complex needs experience particularly difficult challenges. While the CRD, Province of BC and the Government of Canada have all made historic investments in housing, including housing to meet the needs of people experiencing homelessness, many communities are not able to meet the needs of some vulnerable residents.

Supportive housing (subsidized housing with onsite supports for single adults, seniors and people with disabilities at-risk of or experiencing homelessness) is an important part of the housing continuum. The onsite support services help people who have experienced homelessness find and maintain stable housing.

However, people with complex needs do not always fit into the current supportive housing model. The current healthcare system is also challenged to provide appropriate support. There is a lack of ongoing rehabilitation care, services that specialize in mental health or substance use, but not both, and a lack of housing options for people who are not ready or not willing to engage in treatment. As a result, people with complex needs fall through the cracks. In many communities, including the capital region, this can lead to increased erratic behavior, open drug use and crime.

⁵ [Exploring causes of escalating home prices: Part 2, demand issues | chec ccrri.ca \(chec-ccrri.ca\)](https://checcrri.ca/checcrri.ca)

⁶ [crd-pit-count-2020-community-report-2020-07-31.pdf \(victoriahomelessness.ca\)](https://victoriahomelessness.ca/crd-pit-count-2020-community-report-2020-07-31.pdf)

⁷ [Appendix: 2019 Homeless Cohort Data Tables \(gov.bc.ca\)](https://gov.bc.ca/Appendix:2019HomelessCohortDataTables)

In response, the BC Urban Mayors caucus has actively advocated for the creation of appropriate housing and supports for people with complex needs⁸.

A distinct approach is required to address the needs of people who have overlapping mental-health challenges, substance-use issues, trauma and acquired brain injuries and who may experience or be at greater risk of homelessness. Approaches may include coordinated health, mental health and substance use services, along with housing, cultural and social supports, to meet these complex needs. This requires new approaches for collaborating across sectors.

In response to this challenge, the Province of BC has initiated plans to support up to 500 people with new Complex Care Housing: a suite of services and supports to better meet the needs of people with complex needs, including people with severe mental health, substance use issues or traumatic and acquired brain injuries who are homeless or unstably housed. In March 2022, the Province announced plans for 100 spaces in Greater Victoria. As the investment does not include capital funding, it is anticipated that the complex care spaces will be delivered by converting existing supportive housing sites, or supportive housing sites currently in development.

Challenges in rural and remote communities

Discussions of challenges associated with preserving, acquiring and developing housing are often in relation to large, urban centres. However, many rural and remote communities experience distinct and urgent needs. Rural homelessness is difficult to measure, as it is often more hidden, with more people living temporarily with friends or family or living in abandoned or overcrowded buildings. According to a 2021 report from the National Alliance to End Rural and Remote Homelessness, 31% of Canadians live in rural and remote communities where residents suffer from homelessness in equal or greater numbers than their urban counterparts⁹. A recent provincial research study quantifying homelessness found that, on a per capita basis, it was smaller, rural and northern communities that have the highest proportion of homelessness, based on their population¹⁰.

Housing affordability challenges have been experienced in many rural and remote communities. Recent assessed property values increased across the region, but particularly in smaller communities where value estimates rose by up to 34% in the District of Highlands and District of Sooke, and up to 35% in the District of Metchosin and the Gulf Islands¹¹. According to the recently updated Southern Gulf Islands Housing Needs Report, between 2017 and 2021, median sales prices have increased significantly from 35% to 137%, depending on the island¹².

CMHC's Rental Market Survey indicates lower vacancy rates and higher average rents across the Victoria CMA (see Figure 1 below). This includes areas outside of the core, which saw

⁸ [BC Urban Mayors make renewed and urgent call to implement complex care housing solutions - BC Urban Mayors' Caucus \(bcurbanmayorscaucus.ca\)](https://bcurbanmayorscaucus.ca)

⁹ [NationalAllianceToEndRuralAndRemoteHomelessness-e.pdf \(ourcommons.ca\)](https://ourcommons.ca)

¹⁰ [Report: Preventing and Reducing Homelessness Integrated Data Project, Province of British Columbia 2021 \(gov.bc.ca\)](https://gov.bc.ca)

¹¹ [Vancouver Island 2022 Property Assessments in the Mail \(bcassessment.ca\)](https://bcassessment.ca)

¹² Southern Gulf Islands Updated Market Analysis (Feb 2022)

decreased vacancy rates and increased average rents for almost all apartment types.¹³ See Appendix A for vacancy rates and average rents across Zones 1-10 of the Victoria CMA.



Rural and remote communities also face unique challenges in the development of affordable housing. These include: difficulty accessing financing; limited development expertise; fewer consultants with specialized expertise in rural and remote communities; challenges related smaller scale projects; funding program criteria that is not always applicable to rural and remote context; and lower supply of skilled labour¹⁴. Areas such as Salt Spring Island and the Southern Gulf Islands are also part of the Islands Trust Area, which mandates preservation and protection of the natural environment and unique amenities of the area.

Released in November 2021, the Southern Gulf Islands Community Housing Strategy identifies the need to approach housing solutions using different assumptions than those used for conventional housing interventions in urban areas of the region. The Strategy includes key objectives such as: exploring the potential for a CRD Rural Housing Program; annual affordable housing demand estimates; supporting third party affordable housing projects through new tools; support for pre-development expenses for affordable housing; development of garden suites and cottages; enabling alternative housing types; and taking a whole government approach through collaboration and advocacy.

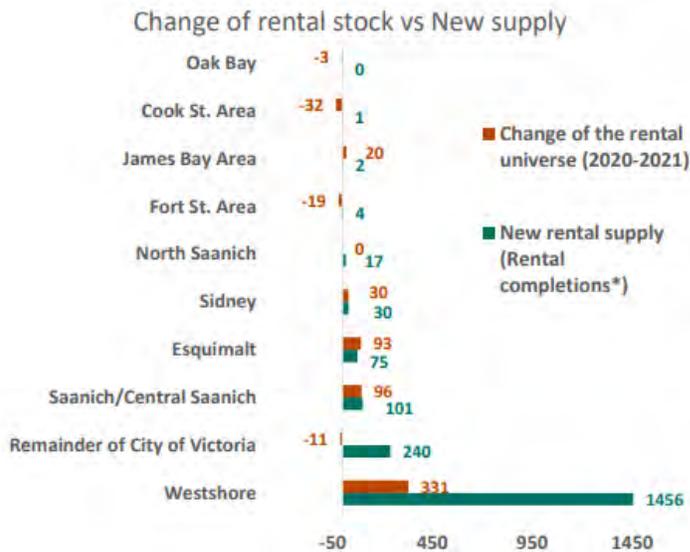
A distinct approach, including specific tools, resources and supports, is required to meet the needs of rural and remote communities.

Challenges preserving existing affordable housing

Recent years have seen an increased number of financial landlords such as private equity firms, asset managers, publicly listed companies, real estate investment trusts (REITs) and financial institutions purchasing multi-family rental and single family rental, including naturally occurring affordable housing (NOAH). Between 2011 and 2016, across the country, the number of private rental units affordable to households earning less than \$30,000 per year declined by 322,600

¹³ Source: Rental Market Survey (CMHC). © 2022 Canada Mortgage and Housing Corporation
¹⁴ [SmallCommunitiesInitiative-Research-Brief-plus-Resource-Guide-March-28.pdf \(mnpha.com\)](https://www.mnpha.com/SmallCommunitiesInitiative-Research-Brief-plus-Resource-Guide-March-28.pdf)

units¹⁵. In BC, recent analysis by Housing Central notes that between 2015 and 2019, 34,000 rental units were lost. With provincial investment supporting just over 11,000 affordable homes in the same time period, for every one affordable unit developed, over three affordable homes in the private sector were lost¹⁶. According to recent CMHC Rental Market Survey data, this trend is also evident within the capital region, as illustrated in the table below¹⁷.



* The number of rental completions is the cumulative number of rental structures completed from July 2020 to June 2021. This is consistent with the time frame covered by the 2021 Rental Market Survey.

The loss of NOAH is partially driven by the financialization of rental housing through investment by large capital funds and smaller investors capitalizing on rising rents, as well as redevelopment of sites with older, low-moderate rent properties¹⁸. Building new supply is one approach, but the high cost and longer timelines for construction makes replacing these affordable units challenging.

In recent years, there has been an increased awareness of the impact of the financialization of housing, which refers to the “expanding and dominant role of financial markets and corporations in the field of housing, leading to unaffordable and insufficient housing and discrimination¹⁹.” Rather than for social good or human rights, housing is treated as vehicle for income and investment, and has transformed housing and real estate markets around the world²⁰. The United

¹⁵ [Why Canada needs a non-market rental acquisition strategy. May 2020 | Focus Consulting Inc. \(focus-consult.com\)](#)

¹⁶ [Budget 2022 Submission - BC Non-Profit Housing Association | BCNPHA](#)

¹⁷ Source: CMHC Rental Market Survey, CMHC Starts and Completion Survey. The geographical definition in the chart is based on the CMHC Rental Market Survey Zone. For details, please refer to the Rental Market Report February 2022.

¹⁸ [Why Canada needs a non-market rental acquisition strategy. May 2020 | Focus Consulting Inc. \(focus-consult.com\)](#)

¹⁹ [Facing financialization in the housing sector: A human right to adequate housing for all - Ingrid Leijten, Kaisa de Bel, 2020 \(sagepub.com\)](#)

²⁰ [OHCHR | Financialization of housing](#)

Nations Special Rapporteur on the Right to Adequate Housing has called for governments to ensure markets serve housing need rather than investment priorities.

Strategies that enable non-profit housing providers to preserve existing affordable rental housing include an acquisition strategy. An acquisition strategy would: “enable low-income tenants to stay where they are, stabilizing neighbourhoods and preserving a diversity of incomes and tenures in gentrifying districts; preserve and extend the legacy of public investment (many of the buildings at risk of financialization were created through federal grants and tax incentives totalling \$4 Billion Canada-wide); [and] be faster and surer than new builds²¹.”

The BC Non-Profit Housing Association has called on the Province of BC to commit \$500M to create a rental housing acquisition strategy to provide expedited grants to acquisition projects initiated by the community housing sector. An acquisition fund could also include a revolving loan fund to facilitate strategic property acquisition, replaced with long-term low rate financing from CMHC²². The value of an acquisition fund has been raised by federal Minister Ahmed Hussen at the February 2022 National Housing Supply Summit, including the ability for non-profits and local governments to acquire land and the importance of not losing supply. The Minister’s mandate letter also directs the Minister to “help affordable housing providers acquire land and buildings to build and preserve more units²³.” However, the 2022 Federal Budget did not include funding toward an acquisition strategy.

The above mentioned challenges highlight the significant housing gaps in the region and areas where households are not being adequately served. It also helps explain why communities in the capital region face substantial barriers in addressing these challenges. These challenges also shed light on what is necessary to address these challenges. While new affordable housing supply is needed, additional supply is not enough. Addressing unmet needs in the region will require innovation, partnership and cross-sectoral collaboration.

RESPONDING TO THE CHALLENGE

The CRD is exploring options for addressing housing affordability challenges in the region through partnerships with provincial and federal partners. A future funding program to address unmet need through development and acquisition of new affordable housing units could target three specific areas of unmet need:

1. **Acquisition fund** to increase and preserve the supply of affordable rental and create future redevelopment opportunities, purchase of shovel-ready developments or acquire land for development of affordable housing
2. **Rural Housing Strategy** to increase, preserve and broaden the supply of affordable housing in rural and remote communities, recognizing the need to approach housing solutions in rural communities with different assumptions than those used for conventional housing interventions in growing urban regions

²¹ [Beat the REITs? Or join them? | Opening the Window](#)

²² [Affordable housing is a hot commodity — and a new Ottawa land trust wants to counter that | Ottawa Citizen](#)

²³ [Minister of Housing and Diversity and Inclusion Mandate Letter \(pm.gc.ca\)](#)

3. Increase the supply of **housing with supports for people with complex needs** currently not adequately supported by the traditional model as a compliment to new provincial Complex Care Housing initiative

The three priorities target areas with unique challenges and where need is unable to be met by traditional funding programs. The priorities also acknowledge the changing landscape and expanding role of financial markets and corporations in the field of housing, reducing barriers for communities and non-profit providers in protecting, preserving and enhancing existing affordable stock.

Current CRD Services

The CRD currently offers a number of services that would complement a new funding program to acquire land and housing and address the unique needs underserved households such as those with complex needs and in rural communities.

The CRD's Real Estate Services strategically manages appraisal, acquisition and disposal of real property interests. In addition, Real Estate Services is responsible for maintaining property information, coordinating referrals from outside agencies and performing property research on behalf of CRD staff. These existing services would be an asset to supporting a future acquisition fund in the region.

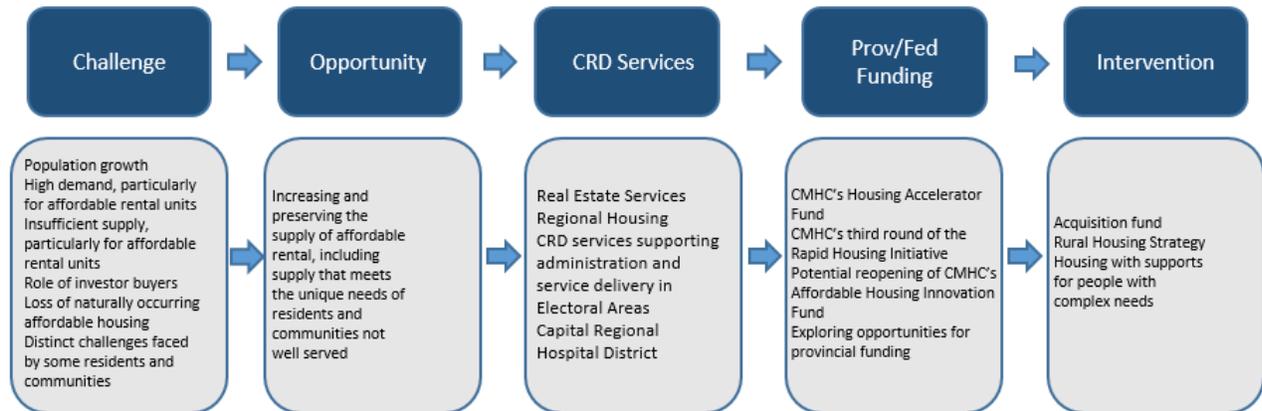
The range of services provided under the Regional Housing portfolio would also ensure the CRD is well positioned to support a program with the above mentioned priorities. Regional Housing includes planning, construction and operation of housing services, as well as administration of the current RHFP.

As a regional district, the CRD is responsible for administration and delivery of local services in the Juan de Fuca, Salt Spring Island and Southern Gulf Islands electoral areas. The recently released Southern Gulf Islands Housing Strategy includes a recommendation to explore the potential for a CRD Rural Housing Program that takes into consideration the unique characteristics of rural communities. Development of a business case that explores the viability of establishing a CRD Rural Housing Program would help support and guide the development of a future funding partnership opportunity.

The CRD is well positioned to support a program to increase the supply of housing with supports for people with complex needs, not adequately supported by the traditional housing and health models. The CRD's Housing Initiatives and Programs team administers the federal Reaching Home funding program, expected to total over \$3.2M in funding to support people experiencing homelessness in the region.

Finally, the Capital Regional Hospital District's (CRHD) capital funding mechanism would also play a complimentary role. The CRHD partners with Island Health and community stakeholder agencies to develop and improve healthcare facilities in the region and provide capital funding for infrastructure such as acute care, residential care and hospital equipment.

CONCLUSION AND RECOMMENDED NEXT STEPS



This document has provided an overview of: current challenges; proposed opportunities to address unmet need; existing CRD services that could support new funding programs; potential funding partnerships; and interventions to address housing affordability challenges in the region through innovation, partnership and cross-sector collaboration. Challenges include:

- Population growth
- High demand, particularly for affordable rental units
- Insufficient supply, particularly for affordable rental units
- Role of investor buyers
- Loss of naturally occurring affordable housing
- Distinct challenges faced by some residents and communities

Opportunities to address these challenges were identified through research and engagement with internal CRD staff and municipal, provincial and federal stakeholders, including the Regional Housing Advisory Committee. These include increasing and preserving the supply of affordable rental, including supply that meets the unique needs of people with complex needs who are experiencing homelessness, and people in rural and remote areas of the region.

The identified opportunities could be supported by existing CRD services, including: Real Estate Services; Regional Housing; CRD services supporting administration and service delivery in Electoral Areas; and the CRHD.

Initial discussions with provincial and federal partners indicate potential funding opportunities to support the identified priorities to address unmet need in the region. This may include:

- CMHC's Housing Accelerator Fund
- CMHC's third round of the Rapid Housing Initiative
- Potential reopening of CMHC's Affordable Housing Innovation Fund
- Exploring opportunities for provincial funding, supporting the provincial government's target of building 114,000 units by 2027

Recommendation

Through consideration of challenges, opportunities, support through CRD services and potential funding through federal and provincial partners, the following interventions are recommended to address unmet need in the region through innovation, partnership and cross-sector collaboration have been presented:

1. **Acquisition fund** to increase and preserve the supply of affordable rental and create future redevelopment opportunities, purchase of shovel-ready developments or acquire land for development of affordable housing;
2. **Rural Housing Strategy** to increase, preserve and broaden the supply of affordable housing in rural and remote communities, recognizing the need to approach housing solutions in these communities with different assumptions than those used for conventional housing interventions in growing urban regions; and
3. Increase the supply of **housing with supports for people with complex needs** currently not adequately supported by the traditional model as a compliment to new provincial Complex Care Housing initiative.

In addition to staff continuing to explore these three identified pillars underpinning additional efforts to address housing affordability pressures felt across the capital region, advocacy to senior levels of government and continued engagement with municipal partners will be critical in supporting success. As noted throughout this white paper, intervention in the complex issue of decreasing housing affordability and the continued persistence of homelessness will require efforts from all levels of government in support of programs that are tailored to the unique needs of households and individuals across the capital region.

Therefore it is further recommended that staff continue to:

4. Explore opportunities to **advocate to senior levels of government** on the opportunities for partnerships on the identified interventions presented through this document; and
5. **Share efforts on continuing to explore these intervention areas with interested municipalities** to ensure that any future housing supply program reflects the diversity of needs and opportunities across the capital region.

Next Steps

Housing affordability and homelessness are complex policy problems that require new approaches, innovation, partnership and cross-sector collaboration. It is no longer possible for any one level of government to address these challenges alone. The RHFP has demonstrated the impact of partnership; through development of an anticipated 2,000 affordable rental units, with up to 400 of those units having rents set at the income assistance shelter rate. As the CRD prepares for the RHFP to come to a close, there is an opportunity to consider priority interventions to meet unmet need in the region.

Staff will continue to develop the recommended options, which will include continued engagement with provincial and federal partners to: explore funding contributions; consider financial modelling and funding mechanisms; development of a proposed budget; cost implications; eligibility criteria; roles and responsibilities of funding partners; and plans for monitoring and reporting. Staff will return in 2023 with a detailed proposal for a Program Framework and business case, for intended implementation in 2024.

Table 1: Private Apartment Vacancy Rates (%) by Zone and Bedroom Type - Victoria CMA

Zone	Bachelor		1-bedroom		2-bedroom		3-bedroom	
	Oct-20	Oct-21	Oct-20	Oct-21	Oct-20	Oct-21	Oct-20	Oct-21
Zone 1 - Cook Street Area	0.4	1.0	2.2	1.2	1.5	0.7	0.0	0.0
Zone 2 - Fort Street Area	1.4	1.6	1.8	0.5	1.7	0.4	**	0.0
Zone 3 - James Bay Area	3.6	0.5	2.6	2.0	4.9	1.4	**	**
Zone 4 - Remainder of City	2.1	1.1	2.6	0.8	1.9	1.0	0.0	2.3
City of Victoria (Zones 1-4)	2.1	1.0	2.3	1.1	2.5	0.9	1.2	2.1
Zone 5 – Saanich/Central Saanich	1.2	**	2.3	1.3	3.2	1.2	**	**
Zone 6 - Esquimalt	0.9	0.9	1.1	1.6	1.8	0.6	0.0	1.3
Zone 7 – Langford/View Royal/Colwood/Sooke	2.7	0.7	1.6	0.4	2.4	0.3	0.7	0.7
Zone 8 – Oak Bay	**	0.0	0.9	0.4	1.2	0.2	**	**
Zone 9 – North Saanich	**	**	**	**	**	**	**	**
Zone 10 – Sidney	**	**	0.0	0.0	**	1.0	**	0.0
Remainder of CMA (Zones 5-10)	2.2	1.0	1.6	1.0	2.3	0.7	0.8	0.9
Victoria CMA	2.1	1.0	2.1	1.0	2.4	0.8	0.9	1.4

** Data Suppressed

Table 2: Private Apartment Average Rents (\$), by Zone and Bedroom Type - Victoria CMA

Zone	Bachelor		1-bedroom		2-bedroom		3-bedroom	
	Oct-20	Oct-21	Oct-20	Oct-21	Oct-20	Oct-21	Oct-20	Oct-21
Zone 1 - Cook Street Area	957	994	1,193	1,207	1,475	1,500	1,879	1,753
Zone 2 - Fort Street Area	986	961	1,125	1,157	1,450	1,501	2,082	2,069
Zone 3 - James Bay Area	1,084	1,091	1,273	1,281	1,661	1,697	2,129	2,201
Zone 4 - Remainder of City	992	1,019	1,173	1,197	1,518	1,595	1,828	1,916
City of Victoria (Zones 1-4)	1,009	1,024	1,184	1,205	1,528	1,580	1,920	1,975
Zone 5 – Saanich/Central Saanich	1,020	1,013	1,150	1,213	1,490	1,558	1,622	1,928
Zone 6 - Esquimalt	905	920	1,109	1,125	1,252	1,323	1,512	1,636
Zone 7 – Langford/View Royal/Colwood/Sooke	1,139	1,160	1,385	1,417	1,660	1,710	1,697	1,849
Zone 8 – Oak Bay	920	1,005	1,154	1,207	1,579	1,641	**	**
Zone 9 – North Saanich	**	**	**	**	**	**	**	**
Zone 10 – Sidney	**	1,218	1,276	1,251	1,492	1,618	**	2,311
Remainder of CMA (Zones 5-10)	1,036	1,060	1,189	1,234	1,484	1,562	1,653	1,843
Victoria CMA	1,015	1,032	1,185	1,214	1,507	1,571	1,758	1,894

** Data Suppressed

CAPITAL REGIONAL DISTRICT

Regional Housing: Acquisition Strategy

*Prepared by Patricia Maloney Consulting
In partnership with
Bayshore Planning Services Inc. and Mulholland Parker Land
Economists Ltd.*



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Executive Summary

The Capital Regional District (CRD) engaged Patricia Maloney and Associates, in collaboration with Bayshore Planning Services Inc. and Mulholland Parker Land Economists Ltd. (the Consultant), to formulate a Regional Housing Acquisition Strategy. The primary objective is to identify strategic avenues for building and preserving the supply of affordable housing within the Region's urban areas.

Housing is a critical issue in our society today. Affordability, availability, appropriateness, and tenure are critical issues that have been exacerbated by increasing construction prices, rising mortgage and interest rates, in-migration to British Columbia, shortages in staff and experienced trades and overall increases in the cost of living.

The Capital Regional District wants to see how they can contribute to increasing housing in the region. Ten urban municipalities of the Region were the subjects of the research and mapping. Only the lands within the urban containment boundaries were considered. Data was obtained from a variety of sources including BC Transit, each municipal Land Use Bylaw (LUB)¹ and Official Community Plan as well as BC Assessment. Other sources such as Reddit and on-line rental sites were used to gather data on current market rents in the region. BC Housing standards for residential dwelling unit size was used to calculate costs and densities. Housing is considered affordable (attainable) when it consumes no more than 30% of a household's gross, pre-tax income. This definition is used by both BC Housing and Canada Mortgage and Housing Corporation.

With recent legislative changes in British Columbia, as well as new funding programs, the support for the development of both market and non-market housing is strong. A review of new funding opportunities for the private sector, local government, and non-profit societies was conducted. Emphasis is placed on collaboration among these groups, aiming to provide expertise and partnership for developing or redeveloping existing sites along with the utilization of the CRD "seed money".

The Consultant has created criteria for the location of affordable housing projects, defined walkability, researched other land acquisition strategies and ultimately created a model for CRD to use to establish the financial viability of any identified project. The strategy looks at ways for CRD to finance housing projects. The options reviewed were: buy land and partner with a non-profit organization to build and manage housing; buy land, and build and manage housing; purchase turnkey units in market buildings; and purchase existing residential units to ensure affordable housing.

¹ The Local Government Act refers to Land Use Regulation Bylaws. Division 5 of the Act refers to Zoning Bylaws. However, each municipality may refer to their bylaw as a Land Use or a Zoning Bylaw. For the purpose of this reports, we have used the term Land Use Bylaw.

The key findings and recommendations of the Housing Acquisition Strategy include:

- The CRD should be able to respond to opportunities quickly;
- Utilize lands already owned by non-profits, local governments, and senior governments for affordable housing and looking at ways to expand this land inventory;
- Use the Official Community Plan to identify lands for housing and eliminating public hearings for rezoning;
- Pre-zone lands for housing to reduce the costs and time to process applications;
- Increase density bonusing, and relax DCCs and ACCs;
- Use the local jurisdiction authority to waive fees for affordable housing projects;
- Establish inclusionary requirements for affordable housing units in new multi-family residential development projects;
- Locate affordable housing in walkable areas;
- Remove or drastically relaxing parking requirements;
- Lobby to improve transit services; and
- Increase allowable densities and Floor Space Areas in transit-oriented locations to enable these developments to achieve financial viability, as warranted.

The key deliverable of the study is a spreadsheet that allows the CRD to test any potential site for financial viability. The Financial Model will create a pro forma for each individual project identified. The CRD will input the current information for the specific site. The examples completed for this report were based on current municipal LUB regulations and BC assessment for land prices. The Model will allow the CRD to assess each individual site, in collaboration with the home municipality to determine the actual financial viability of each project. The criteria or elements built into the model include:

Land Costs	Architect fees	Operating Costs
Land Financing	Engineering Fees	Periodic Improvements
Construction Costs	Site Servicing	Structural Reserve Fund
Construction Financing	Site Connections	Tenant Improvements
Property Tax Transfer	DCCs and ACCs	Hard Cost Contingency
Other Closing Costs	Landscaping, Signage and Lighting	Furniture, Fixtures and Equipment
Real Estate fees	Project Management	Survey
Property Taxes	Other Consultants	Accounting
GST	School Site Acquisition Charge	Legal
Rezoning Fee	Research and Appraisal	Insurance
Development Permit Application Fee	Building Permit and Inspection Fees	Utilities

The Operator’s Manual is provided separate to this report, as it contains proprietary information for the CRD.

1.0 INTRODUCTION

The Capital Regional District (CRD or Region) is the regional government for 13 municipalities and three electoral areas on the southern Vancouver Island and southern Gulf Islands serving over 415,000 people, according to the 2021 Federal Census. This is an 8.4% increase from the 383,360 population of 2016. The CRD also encompasses traditional territories of many First Nations spanning portions of the Region and 11 of those Nations hold reserve lands throughout the CRD. This significant growth in the Region has not been matched by housing construction.

The CRD is similar to many geographies in Canada. There is a critical shortage of affordable housing for a wide variety of households including vulnerable, seniors, supportive and “workforce” housing. The CRD has been involved in finding solutions to the housing shortage for years, including the Regional Housing First Program initiated in 2016, working with BC Housing and Canada Mortgage and Housing Corporation (CMHC). The CRD currently offers services supporting the implementation of an acquisition plan through the Regional Housing Division (Housing, Planning and Protective Services) works closely with the Real Estate Division (Corporate Services). The CRD Corporation is an established and experienced arm of the CRD that will be able to manage and operate funded housing projects due to this strategy.

This study has looked at 10 of the urban municipalities in the Region, and their policies and bylaws to identify the current costs of construction, current costs of land, and the forms that affordable housing could take. The assumption has been made that the form of housing will be in multi-unit residential development to make best use of the land by ensuring an appropriate density. Not all 13 municipalities were included due to the rural nature of some of the jurisdictions. Electoral areas were not included, again, due to the rural nature of the area implying that transit and infrastructure to support multi-family residential developments is not available. In addition to non-market housing, the model developed looks at the opportunity to combine market and non-market housing to provide housing types and prices for all. The study only considered lands within the Urban Containment Boundary.

It was recognized that affordable housing has locational criteria that make lands more or less suited for affordable housing. These include walkability to a wide variety of services and facilities, and access to transit. These walkable/accessible areas were mapped for each of the 10 municipalities.

This report includes the results of research on land acquisition strategies and walkability in other jurisdictions to identify best practices and options. In addition, the Consultant has looked at the Land Use Bylaws (LUBs) and the Official Community Plans (OCPs) of each municipality. This has provided the basis for the financial model, recognizing that a municipality can waive fees, reducing parking and increasing density for specific projects.

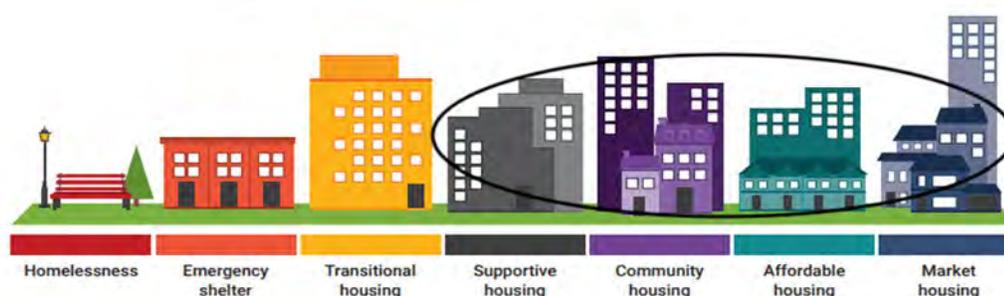
Market rental data was captured from on-line rental sites. This rental data for various unit sizes across the CRD was utilized to determine affordable rent levels based on the affordability benchmark. Affordability has been defined as not exceeding 30% of the annual net income before taxes and including other shelter costs (power, taxes, strata fees etc.). Research was also undertaken to identify funding any partnership opportunities with senior levels of government, which includes BC Housing, Ministry of Housing and CMHC. Explorations into the characteristics of existing affordable housing funds and the availability of public lands were conducted, recognizing these as critical components for developing affordable housing in the Region. This information aims to facilitate a deeper understanding of the affordable housing context in the CRD and British Columbia (BC).

This report was also prepared with the anticipation that the CRD would receive elector approval to borrow \$85 million to act as “seed money” for projects as well as to be used to purchase land and buildings.

The primary deliverable of this project is a spreadsheet that will allow the CRD to input the specific information regarding the purchase of a potential housing site and create a pro forma that will indicate the viability of the site, the density and the costs.

1.1 Purpose

The purpose of this study is to complete the research and develop a strategy for a housing and land acquisition strategy for the CRD. The Housing Continuum delineates a broad range of housing types from individuals experiencing homelessness (living on the streets, in their cars, or couch-surfing) to various shelter options, transitional housing, and supportive housing. It contains the near market and market housing both for ownership and rental. The non-market housing comprises supportive, community, and affordable housing, generally encompassing rental units with necessary support services, such as counseling, medical assistance, or financial aid. The market housing needs to have ranges from low to higher income. This study specifically investigates entry-level market housing and all forms of affordable housing, potentially including support for individuals aspiring to purchase their homes as illustrated on **Figure 1**.

Figure 1: The Housing Continuum²

As a component of the CRD's Regional Housing Acquisition Strategy, the application to borrow \$85 million is considered to be supportive for the strategy in that these funds will be utilized to catalyze affordable housing development and foster collaboration with municipalities, development communities, and non-profit housing providers.

1.2 Scope

The Request for Proposals specified a scope of work in three phases:

1. Exploration and Analysis;
2. Develop and Compare Acquisition Models; and
3. Preparation of the Final Report and Acquisition Strategy.

A Findings Report was submitted at the end of October 2023. The Scope of work identified direction for the acquisition models including:

- Purchase naturally occurring affordable rental housing;
- Purchase of shovel ready or development ready affordable housing projects;
- Purchase properties for future affordable rental housing development;
- Partner with landowners for affordable rental housing development; and
- Alternative methods.

Phase 3 of the study was to create an evaluation tool to guide investment decision and assess opportunities. This spreadsheet will allow the CRD to complete a walkability assessment for each site under consideration.

The deliverables for the project, included in this report are:

- Background research;
- Engagement Summary;
- Develop and compare potential acquisition models;
- Recommended acquisition models and an evaluation tool;
- Implementation and monitoring plan; and
- Draft and Final Acquisition Strategy.

² Canada Mortgage and Housing Corporation Housing Continuum

1.3 Engagement Summary

The engagement for this project included various committees of the CRD in addition to several meetings with staff. The engagement took place during October and November 2023, with the final presentation to the CRD Board in February 2024. **Table 1** below details what was included in each meeting.

Table 1: Engagement Summary

Date	Committee/Participants	Key Issues Raised
Sept. 5, 2023	Kick off Meeting with CRD Staff	Provided direction regarding focusing only on rental units. Confirmed to only use the 30% affordability definition.
Oct. 16, 2023	CRD and CMHC	Information provided on National Housing Co-Investment program and discussion of the soon to be announced housing project.
Oct. 20, 2023	CRD Senior Management	Definition of walkability should consider shorter distances than 400 m. Use BC Housing unit sizes and design guidelines.
Oct. 20, 2023	Regional Housing Advisory Committee	Ensure Rapid Transit nodes are included on maps. Consider partnering with private sector. Determine the percentage of units and their sizes.
Nov. 6, 2023	CRD and City of Victoria	Victoria has looked at 15 sites for housing. Victoria uses a 20% premium for lot consolidation for projects
Nov. 27, 2023	District Planning Advisory Committee	Concern that land values were high (BC Assessment was used). Concern that many municipalities reduce parking for affordable housing projects (current adopted LUB regulations were used)
Feb. 7, 2024	CRD Board	Present the final document.

2.0 DEFINITIONS

Addressing the rental housing challenge requires collaboration amongst various stakeholders including senior governments, regional agencies, municipalities, the non-profit development sector, and the development industry. However, these groups often have different perspectives and communication styles adding complexity to the process.

This document uses the following definitions:

"Affordable": means what the average person can afford for rent. For the purpose of this study, the report uses the definition adopted by both CMHC and BC Housing. Affordable housing is when a household does not pay more than 30% of their gross income before taxes on shelter. This includes rent/mortgage, strata fees, heat, and insurance. In 2021, the median household income for renters in the CRD was \$60,800, compared to the overall median of approximately \$84,000, which includes both owners and renters (Stats Can, 2021 Census).

"Amenity Cost Charges" (ACC): mean the amenities contributed by the developer to the community. Prior to the royal assent of Bill 46, community amenity contributions (CACs) were negotiated between the jurisdiction and the developer to provide some public benefit. Under the new legislation, ACCs will not be negotiated between municipalities and developers at the zoning stage. Rather, ACCs will be known upfront and adopted by bylaw. As with other development finance tools, local governments or the province may waive or reduce ACCs related to the development of certain types of affordable housing. In addition, ACCs will only be imposed on developments that benefit from the specific amenities in question and developers are only responsible for the portion of capital costs assigned to new users. ACCs will not be payable if a development is not expected to result in an increase in the population of residents or workers.

"Density Bonus": means a zoning practice where a developer is awarded additional density and units for the provision of some benefit to the municipality. These benefits may include on-site amenities, affordable housing or cash-in-lieu.

"Development Cost Charge (DCC)": means a charge on new development applied by Municipalities and regional districts levy to pay for new or expanded infrastructure such as sewer, water, drainage, parks and roads necessary to adequately service the demands of that new development. The DCC is established by bylaw reflecting all benefitting lands. Updating development cost charge bylaw every five years will generally keep the estimates of new development and infrastructure costs current.

“Land”: means the physical sites that can be acquired for development and redeveloped. This can be purchased, donated or transferred and for the purpose of this study generally refers to land for housing development. The land considered in this report is located within the urban containment boundaries of the urban municipalities.

“Profit”: means the net revenue that a developer intends to earn by completing a successful development project.

“Return on Investment” (ROI): means the income generated from investing capital in rental housing, expressed as an annual percentage of the capital amount. For instance, a \$10 million investment with a 5% ROI would yield a \$500,000 annual net income. Investors generally expect a three-part return: initial net income, gradual increases assuming rising rents, and potential profit from future asset sales exceeding the purchase price. ROI is not considered when developing publicly owned affordable housing projects but will be considered if a partnership of market and non-market housing is considered.

“Risk”: means, in real estate projects, the potential for not meeting target profit or ROI, leading to a loss. Main risks in rental housing development include market risk (unlikely in Metro Vancouver currently), cost risk (rising construction costs), approvals risk (uncertainty, duration, and complexity of the approvals process), and regulatory risk (e.g., rent controls, constraints on keeping pace with market rents, and renovation restrictions).

3.0 STRATEGIC OBJECTIVES

The primary objective of this work is to develop a strategy for the CRD for the expenditure of public funds to increase the supply of affordable rental housing in the urban municipalities within the CRD. To do this, the strategy has considered tools and criteria for the identification of sites and level of development that will be financially viable. Challenges have been identified and recommendations for overcoming the challenges and adding to the overall housing stock in the Region.



The Strategic Objectives for this report are:

- Use public funds responsibly;
- Increase the overall number of housing units;
- Increase the total number of affordable and appropriate housing units;
- Consider partnerships for the provision of affordable housing;
- Establish “best practices” for defining the locations for affordable housing; and
- Create tools for the CRD to assess the financial viability of potential sites for affordable housing.

4.0 KEY FINDINGS

The research has provided several key findings for the basis of this report and the recommendations:

- Land cost is a major barrier to affordability. Use of public funds to acquire land for housing, increases the affordability and long-term security of the housing project.
- Purchase and rezoning of land for affordable housing will speed up the delivery of housing. Funders require the lands to be secured and appropriately zoned. Not-for-profit organizations are often challenged with the planning process and having the land zoned for the appropriate use removes the potential for residents who may not support affordable housing to have political influence.
- Parking is a cost barrier to the provision of affordable housing. Whether surface or underground, parking is costly and undermines the financial viability of a project. By providing affordable housing in walkable areas serviced by transit, parking requirements can be reduced or eliminated. In addition, new legislation, which takes effect June 30, 2024, states that developments with 6 or less residential units, does not have to provide on-site parking. It is left to municipal discretion.
- Most Housing Needs Assessments identify the primary need for housing as affordable, appropriate rental units. This strategy has focused on rental units.
- There is a need for larger rental units for families. The market cannot provide affordable 3-bedroom units. This must be part of the strategy.
- There are many partners to consider when the CRD is considering an affordable housing project including the federal and provincial governments, not-for-profit organizations as well as private sector partners.
- Affordable housing locations must consider walkability and less dependence on personal vehicles. This places a much greater emphasis on timely and well-located transit, as well as bike lanes and safe walking trails/sidewalks.

This report explores a variety of strategies for increasing the availability of land for new affordable rental supply:

1. Utilizing lands already owned by non-profits, local governments, and senior governments for affordable housing, and exploring innovative methods to expand this land inventory.
2. Using the OCP to identify lands for housing, thereby not requiring public hearings for rezoning.
3. Pre-zoning lands for housing to reduce the costs and time to process applications.
4. Using the rezoning process and associated tools to allow for density bonusing, relaxation of DCCs and ACCs.
5. Using the local jurisdiction authority to waive fees for affordable housing projects.
6. Establishing inclusionary requirements for affordable housing units in new multi-family residential development projects.

These approaches can be used in combination. It is common, for example, to combine an inclusionary housing requirement with higher density, so that the value of the new density offsets the costs of providing affordable units.

It is important to note that while the CRD was developing this strategy, the CRD was also seeking permission to borrow \$85 million for seed money for affordable housing projects. However, the CRD does not have any jurisdiction over land, zoning, development regulations, subdivision or Development Permit Area interpretation. The CRD must work in partnership with the municipalities to identify locations for affordable housing that have municipal support for rezoning and development.

The report looks at 10 urban municipalities and provides a financial model for the CRD to utilize for each potential opportunity, as well as developing criteria for sites and development scenarios.

Provided in this report are examples of how the definitions and assumptions apply to a municipality. The two primary deliverables of this report are:

1. The provision of a financial model for a direct and automated comparison of various scenarios. The parameters of the financial model include built form (density, usage mix), costs (land, hard costs, soft costs, and financing), and operating revenue over time. The municipality builds their current regulations or reduced regulations into the proforma model to determine the financial viability of a specific site.
2. The provision of a strategy of how best to utilize the CRD finances to create the maximum number of affordable housing units.

4.1 Context

The CRD is the regional government for 13 municipalities and three electoral areas on southern Vancouver Island and the Gulf Islands, serving about 440,000 people. The traditional territories of many First Nations span portions of the region and 11 of those Nations hold reserve lands throughout the capital region. While each municipality has jurisdiction over their own land use, the Regional Growth Plan guides development throughout the Region. And while zoning and development falls within the jurisdiction of the municipalities, the CRD has determined that housing is a critical issue and requires the participation of the CRD along with senior levels of government to work towards alleviating the housing crisis.

4.1.1 The Capital Region Housing Corporation

The Capital Region Housing Corporation (CRHC) is a wholly owned subsidiary of the CRD and mandated to address affordable housing needs within the CRD. Managing more than 50 housing complexes across eight municipalities, CRHC is the Region's largest social housing provider, delivering affordable, inclusive, and sustainable housing for low-and-moderate-income families, low-

income seniors, and individuals on government disability pensions. CRHC strives to offer safe, suitable homes that remain affordable as residents' circumstances change.

4.1.2 CRD Seed Funding

The CRD realizes that the seed funding for these projects is critical to the success. The purchase of the land, or the front end of the construction, or buying turnkey units with the application of housing agreements, all contribute to the provision of affordable housing: both rental and owned. To further this initiative, the CRD is awaiting final approval from the CRD members to borrow \$85 million to continue participating in the provision of affordable housing.

This money, along with money contributed by the participating municipalities will provide seed money for many more projects. The recommendations of this report and the strategic actions will direct the spending of this money to provide the “biggest bang for the CRD buck” to make that money stretch and create as many housing units as possible.

4.2 Publicly Owned Rental Housing

An additional potential solution involves a substantial increase in direct government investment in rental housing, mainly through extensive land acquisition. This approach aims to make sites available to rental housing developers at an affordable cost. While the report explores this approach to some extent, the complexity arises due to the high land prices in the region. Relying solely on purchasing land at market value to accommodate the needed rental housing would require an enormous capital investment.



Metro Vancouver Example

Metro Vancouver estimates an annual need for approximately 6,000 new rental units, encompassing social housing, non-market, affordable, and market rental units. To illustrate, if these rental units were distributed throughout the region, assuming average land values of \$100 per buildable square foot of strata apartment residential space (a likely conservative estimate), the required capital investment in land alone would be around \$450 million per year. This projection, based on an average unit size of 750 ft², implies a land cost estimate of 6,000 units x 750 ft² per unit x \$100 per ft² buildable for land.

Considering construction costs and rental rate structures, this investment might be recouped over the long term. However, it necessitates substantial cash or borrowing to build and maintain this extensive housing portfolio. If construction costs an average of \$450 per ft², an additional \$2 billion per year in construction investment is required, leading to a total annual investment of approximately \$2.5 billion for both land and construction.

The Vancouver example illustrates that seeking the investment to meet the region's rental housing needs poses a financial challenge. If housing prices in Metro Vancouver persistently outpace incomes, substantial government housing investment, akin to models observed in communities like Vienna, may be imperative for a long-term solution. On a smaller scale, Whistler has implemented a localized approach, reserving a subset of housing exclusively for employees and pricing it based on local employment income rather than global demand for resort property. Transferring this concept to the regional scale; however, may hinge on whether the required capital investment is within the government's capacity and willingness. If not, it may be necessary to rely on the private sector and non-profit organizations to continue providing a significant share of new rental housing for the foreseeable future.

Affordable housing, by its very nature, needs to reduce the costs for the residents. This also implies that the reduction of dependence on personal vehicles is a priority to allow people to access services and facilities without the need for a personal vehicle. This leads to the location criteria for affordable housing to be based on walkability to services, employment opportunities, education, and recreation. The next section provides a walkability definition to be used in the location of projects.

To complete a land acquisition strategy, it is critical to understand where the land should be acquired to be the most effective for affordable housing.

5.0 WALKABILITY

One of the critical elements in the development of affordable housing is the location of the housing. Affordable housing implies that the residents may have financial limitations and need to be located close to transit. In addition, in an attempt to create complete communities, proximity to services and facilities reduces the dependence on personal vehicles and driving and reduces greenhouse gas emissions. Therefore, this study has assumed that any site being considered for affordable housing, should be a site that is considered walkable. There is no common definition for walkability for the CRD or the member municipalities in policy or regulatory documents. This section looks at the benefits of walkability, a proposed definition of walkability and examples of walkability maps for the CRD's municipalities.



5.1 Best Practices of Walkability

In urban planning, walkability focuses on making amenities accessible by foot, emphasizing the need for complete and inclusive communities beyond transport corridors designed for maximum vehicle throughput. This approach aligns with recent trends, recognizing the health, economic and environmental advantages. For affordable housing, it is crucial to be within walking distance of transit stops, facilities and services, necessitating not only proximity, but also supportive infrastructure such as footpaths, sidewalks, bike lanes, and traffic management. But what is considered walkable?

This assessment emphasizes location, density, and functional mix, revealing challenges in promoting multi-unit affordable housing in rural areas where infrastructure may be lacking, and density does not offer economies of scale. Walkable environments, with concentrated populations and diverse destinations, reduce reliance on personal vehicles, enhance resident health, lower carbon footprints, and support public transit – aligning with OCPs.

The following are three "best practices" to define walkability and guide the creation of a definition for the CRD:

1. **Walk Score** – this is a realtor-utilized metric that, and while valuable, has limitations. It does not account for sidewalk presence, transit frequency, traffic complexity, local crime rates, or weather conditions. Furthermore, it does not distinguish between amenities, treating a major grocery store and a small convenience store equally. The score ranges from 1 to 100, with 100 indicating an ideal pedestrian environment and 1 indicating heavy reliance on personal vehicles. While trademarked, Walk Score provides:
 - A Walk Score, based on walking routes to destinations such as grocery stores, schools, parks, restaurants, and retail.
 - Pedestrian friendliness metrics include population density, average block length, and intersection density.
 - Transit Score calculates distance to closest stop on each route, analyses route frequency and type.
 - Bike Score based on bike infrastructure, topography, destinations, and road connectivity.

2. **15 Minute City** – The 15-minute city is an urban planning concept in which most daily necessities and services, such as work, shopping, education, healthcare, and leisure can be easily reached by a 15-minute walk or bike ride from any point in the city. This approach aims to reduce car dependency, promote healthy and sustainable living, and improve wellbeing and quality of life for city dwellers. Implementing the 15-minute city concept requires a multi-disciplinary approach, involving transportation planning, urban design, and policymaking, to create well-designed public spaces, pedestrian-friendly streets, and mixed-use development. Recent trends in remote working support this concept. Criticism of this process includes the fact that not everyone walks at the same pace, it does not factor in terrain, and it only reflects very urban living.

3. **400/800-m Distances** – Many jurisdictions use a standard distance calculation. This often focuses on distance to transit but can be applied to other uses and services. Research has demonstrated that most people are willing to walk for 5 to 10 minutes, or approximately $\frac{1}{4}$ - to $\frac{1}{2}$ -mile (1,320 feet or 400 m to 2,640 feet or 800 m) to a transit stop. While this may appear to be the simplest practice, it also provides a municipality with a quick and easy assessment. The first step is to map transit routes and identify the frequency of the route. A route that runs infrequently is not considered the same as a route that operates long hours and provides frequent service. And while 800 m may be a reasonable distance for able bodied people, it may be beyond the reach of children or people with physical restrictions to walk.

5.2 Definition of Walkability

Considering the three best practices, this report recommends a definition of walkability to be used in the modelling for the CRD investment in affordable housing and how each municipality should define walkability in their policy documents.

It is noted that municipalities may create specific criteria. The recommendation provided here looks at an industry standard that generally provides accessibility for all. In addition to considering distance, accessibility is also an issue. For example, are there sidewalks or sidewalk cuts (for wheelchair, stroller or scooter access)?

The walkability assessment also recognizes transit routes and the frequency of service. But some more rural areas have less regular service, and it needs to be determined if a bus that runs once every four hours, rather than once every 20 minutes, is truly considered a benefit to walkability.

Diverse land uses and urban densities are major determinants of walkability. This is often not available in smaller, more rural municipalities.

The recommendations for walkability are:

- a. Every municipality amend their OCP to include a walkability definition and policies to support the development of walkable areas. These policies could include:
 - o Encouragement for mixed land use and greater development density to shorten distances between homes workplaces, schools, and recreation so people can walk or bike more easily to them.
 - o Work with BC Transit to provide frequent transit between high density residential areas to major employment nodes to reduce the dependence upon automobiles.
 - o Support the construction of pedestrian and bicycle infrastructure.
 - o Ensure affordable housing is available for people of all income levels and family types.
 - o Incorporate parks and public spaces in all comprehensive mixed-use developments where people can gather and mingle as part of their daily activities.
 - o Utilize ACCs to increase complete communities and improve walkability to increase access, remove barriers, and reduce the need for personal vehicles.
- b. It is recommended that the CRD adopt the following definition of walkability:
 - o Land within 400 m of a transit stop that provides service every 30 minutes or faster service.
 - o Within 800 m of a minimum of three of the following services: school/educational facilities, medical services, grocery store (not merely a convenience store but a full grocery store), financial institutions, government services building (social services, child welfare services), parks and recreation, day care, religious/places of worship

facilities, employment opportunities, shopping centers, food and beverage services, libraries, and personal services (insurance, beauty salons and barbershops, health and wellness services).

For this report, Saanich was selected to demonstrate the walkability criteria. All municipalities and their walkability maps are illustrated in **Appendix A**. **Figure 2** illustrates how the 400 m criteria is applied to Saanich and what areas would be considered walkable based on this definition. It is noted that the more urban the municipality, the more walkable. For example, the City of Victoria is extremely walkable, while Colwood and View Royal are more rural, and have less walkable areas. It is noted that when a specific site is identified, the walkability map will be updated by the municipality to confirm the site meets the criteria.

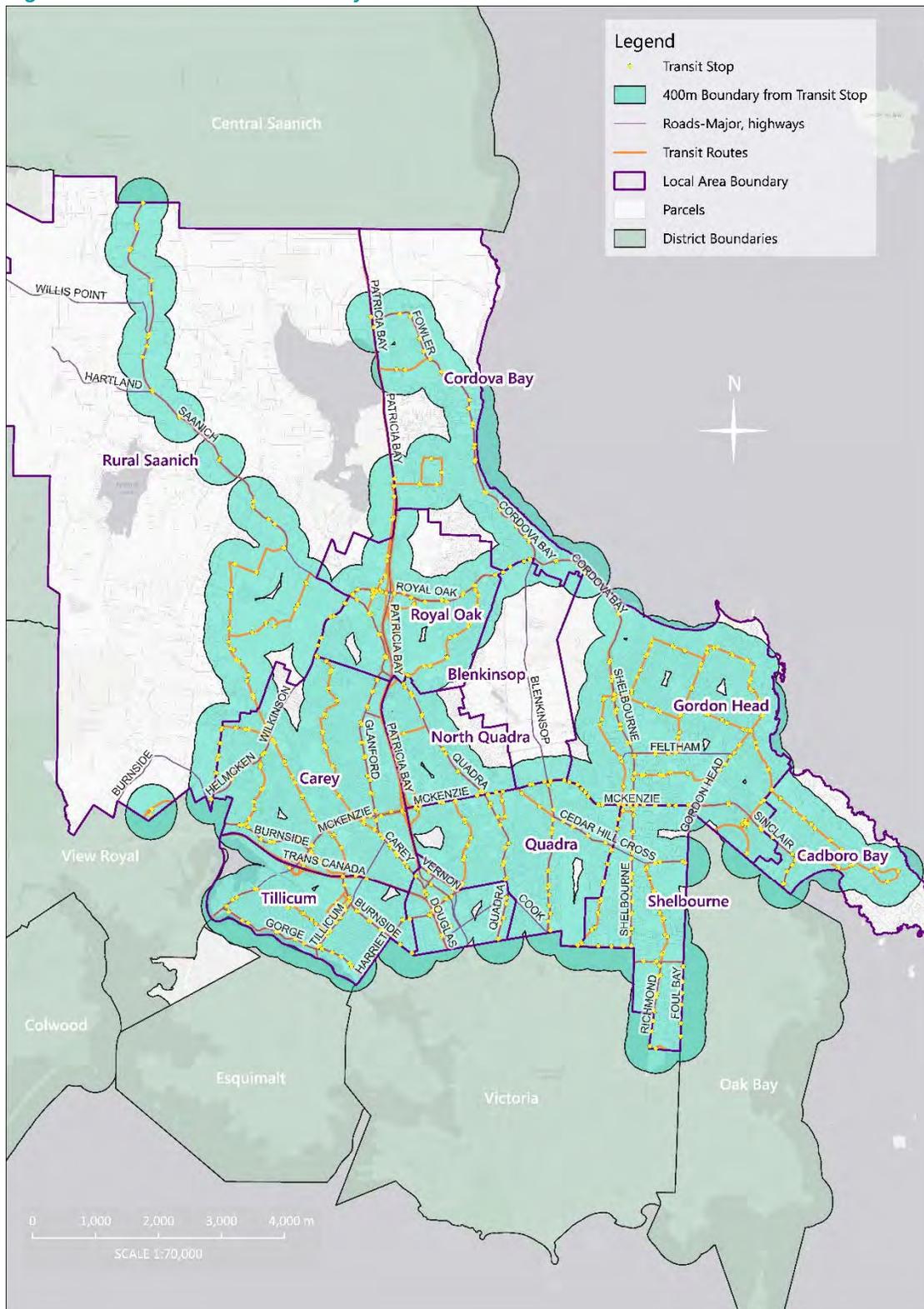
It is also noted that when a specific site is selected, the bus routes and schedules should be reassessed, as BC Transit may have altered routes and timing.

Figures 2 and 3 illustrate how the walkability criteria would apply to Saanich. The figures for all municipalities are provided in **Appendix B**.

Figure 2 illustrates the areas within 400 m of bus routes and bus stops. **Figure 3** illustrates how the walkability definition includes the services and facilities in the criteria. Developing a community definition will allow the CRD to better define existing areas in districts where multi-family development is ideal. This map has defined an area in a district that meets a “whole community” definition: 400m from transit stops, 800m from grocery stores, schools, parks and trails.



Figure 2: 400 m Transit Walkability for Saanich



6.0 LOCAL GOVERNMENT ACQUISITION STRATEGIES

This section provides some examples of other jurisdictions that have implemented government acquisition strategies.

6.1 Local Government Acquisition Strategies

While Canada has lacked systematic support for housing acquisitions, there are several examples at the national level as well as at the local level of municipal acquisition strategies. The examples provided in **Table 2** demonstrate a variety of ways to deliver affordable housing.

Table 2 highlights four well-developed Canadian approaches that hold significant promise for rental housing acquisition. These municipalities have implemented acquisition strategies that include options to build, provide seed money and partner to develop both affordable and market housing. Through local government housing acquisition strategies, the theory is that there will be an overall increased supply of rental units available potentially leading to market adjustment and producing more affordable/reduced rental rates.

Table 2: Local Government Acquisition Strategies across Canada

Jurisdiction	Units	Rents	Funding
Halifax (Community Housing Acquisition Program)	335 units to date, in at least three projects, - Properties with at least five self-contained units (or private rooms in a rooming house), where at least 30% of units have rents at or below average median rent (AMR).	The City of Halifax managed the project. At least 30% of units in a project must be rented below the Average Market Rents, with rental increases limited to the Consumer Price Index or legislated rate, and tenant income must be below the Household Income Limits, except for existing tenants.	The funding type is a loan offering up to \$10 million per project with up to 95% financing (100% for supportive housing), plus an additional 10% for major repairs, a maximum 30-year amortization, and flexible or fixed interest rates. The City of Halifax is primarily an administrator of the program rather than a financial contributor.

Jurisdiction	Units	Rents	Funding
Toronto (Multi-Unit Residential Acquisitions Program - MURA)	50 to 67 units per year, focusing on small apartments and rooming houses with 5-60 units whether vacant or occupied or at risk of being lost due to conversion.	99-year affordability, where no single unit exceeds 100% of AMR, and the overall project average does not exceed 80% of AMR.	Grants of up to \$200,000 per unit for small apartment buildings and \$150,000 for rooming houses, including permit fee and property tax waivers, with at least 20% of annual funding dedicated to acquisitions by Indigenous housing organizations. The City of Toronto has committed over \$1.3 billion in land value, capital funding and financial incentives to the program.
City of Montreal Montréal's Right of First Refusal Program	Right of First Refusal to Purchase Multi-Family Properties: 277 pre-selected sites.	Not program specific.	Grant funding program. Approx. \$10 million a year (for housing).
Vancouver	105 Single Room Accommodation (SRO) properties (2,500 rooms) to purchase and renovate.	Housing Agreements to control rents geared to income.	Total Cost = \$1 billion Contingent on federal and provincial funding.

6.2 Acquisition Program Highlights

The success of many acquisition programs is related to the partnerships between local governments and the non-profit sector. The Halifax, Toronto, and Vancouver examples partnered with the non-profit sector to provide affordable financing to housing providers. Partnerships were made possible through establishing agreements to manage significant financial resources for property acquisitions. Ordinarily, banks are unlikely to approve large financial loans to buy housing in the non-profit sector unless there is local government support structured to de-risk lending by transferring the creditworthiness to the non-profit borrower. Halifax's Program was launched in July 2022 as Canada's first dedicated provincial acquisitions program since the 1990s. According to Woodford (2022), the loan program "helped in getting the Bank of Montréal on board," and enabled the Nova Scotia Housing Trust to acquire a large portfolio of buildings, which would not have been

possible otherwise. The program also provides non-profits with much-needed equity, via a 95-100% loan offered with a low interest rate. (Source: Hart Report 2023)

The challenges associated with the Halifax program is the funding model was to provide loans with no long-term affordability requirements. This made it difficult for operators to sustain affordable rental rates. Housing providers depend on income streams from properties to repay the loans and support daily operations, but if costs mount rents could go up. As such, the program may prove to be ineffective in supporting long term affordable housing without other subsidies. Funding levels of \$10 million-per-project limit, while intended to help catalyze other investment, is unlikely to support large-scale acquisitions.

In contrast, Toronto's MURA Program is rooted in the certainty it provided to the non-profit sector through its pre-approval process, which provided groups with up front predictable funding support. The City's pre-approval process allows them to shop for properties knowing the money is available. A 10% up-front funding transfer allows non-profits to act fast if a promising building comes up for sale (putting down a deposit, conducting a building condition assessment, and so on). The City's commitment to approve projects quickly and transfer full funding within 30 days means that non-profits can move at the speed of the market.

The MURA offers funding via direct grants rather than loans that must be repaid. Grants allow for deeper levels of affordability than loans. In addition, grant funding provides much-needed equity, allowing non-profits to obtain financing from non-state actors. Most banks will only offer a loan on 70-80% of the value of a building without other guarantees in place, and non-profits are not likely to have 20-30% of a building's value in equity on hand.

Toronto's program far exceeds affordability timelines set by other acquisition programs. Long-term Affordability Requirements: which range from 15-60 years in length. The City of Toronto's mechanism for ensuring affordability is quite unique as the City's grant funding is given as a 99-year forgivable loan, in which the outstanding balance is reduced by 1% each year. This provides a lien on the title that secures the 99-year affordability commitment. A downside of this mechanism is that the 'grant' appears as a loan liability on the books of non-profits, which can affect their business operations and ability to access further financing.

The City of Toronto has committed funding to MURA for two years and would like to continue the program but has yet to secure a long-term funding arrangement (City of Toronto, 2021). The main challenge is that annual funding commitments are low so very few affordable buildings can be acquired through this program. More funding is needed to scale up the program.

The City of Montreal's Right of First Refusal is a proactive approach to protecting vulnerable areas. Montréal has pre-selected 'at-risk' sites in the city that should be protected for affordable housing to prevent displacement, curb gentrification, and maintain neighbourhood diversity. This is the only

Canadian program that has a systematic approach to identifying buildings to acquire in advance, rather than buying properties reactively. The program has the potential to prevent the erosion of affordable housing by stopping the sale of affordable buildings and acquiring them for social ownership.

The main challenge with all the examples is the lack of funding. Despite a recent announcement of approximately \$10 million annually for acquisitions (Ville de Montréal, 2021), the main limitation of Montréal's program is the lack of funding to make its aspirations (covering 350+ properties) real. The City has an excellent framework in place to pre-identify affordable housing and protect it from loss, but without substantial resources for acquisitions, properties that come up for sale will not be purchased through the program.

In the City of Vancouver's Downtown Eastside, the Province of BC had previously acquired 24 SRO properties. The program, a public-private partnership, funded renovations and turned the properties over to non-profit societies, with agreements and maintenance funding to manage them as long-term supportive housing for 15 years. In 2020, the City of Vancouver launched the ambitious SRO Purchase Plan (City of Vancouver, 2020), to purchase and renovate all remaining private 105 SRO properties (2,500 rooms). A continuation of a previous SRO revitalization effort (City of Vancouver, 2017), the plan's estimated cost is \$1 billion, contingent on federal and provincial funding.

A major challenge facing BC and Vancouver's programs is the absence of a discrete funding path. Vancouver's Single Room accommodation (SRO) purchase plan depends on \$1 billion from other orders of government that is not confirmed. The City and Province have used equity subsidies, loans, direct state acquisitions, and even expropriation to acquire rental properties on an ad hoc basis. A more systematic approach to property acquisition strategy with guaranteed funding sources would provide more certainty to non-profits seeking to protect affordable housing.

The theme emerging across the four Canadian case studies is that they lack adequate funding at the scale needed to address the affordable housing crisis. These programs tend to focus on small buildings (rooming houses or small apartments) and support very few properties per year. More funding could scale-up and support existing local and provincially designed programs. For example, the Toronto MURA, program could be adopted by cities across Canada and supported by federal or provincial funds.

One approach to scale up funding has been put forward by the Federation of Canadian Municipalities (FCM; 2020). FCM recommends funding for two kinds of acquisitions, with large-scale federal investment. First, their deeply affordable supportive housing option would work to house the homeless and other vulnerable populations. For this, FCM recommends a program to provide grants for 100% of the cost of acquisition, estimated at \$170-400,000 per unit, plus \$40-90,000 for renovations per unit. An annual contribution of \$3.5 billion would support an estimated 12,000 deeply affordable units. Second, their moderately-affordable workforce housing option

would support acquisition of currently affordable apartments at risk of becoming unaffordable. In these properties, it is assumed that rent levels would remain the same after acquisition or be gradually reduced over time (and to deeply affordable levels if layered with other funding programs). This type of housing could be supported with a combination of loans (75% of project costs) and grants (25%), with costs of \$150-350,000 per unit for purchase plus \$20-50,000 per unit for repairs. For \$585 million in capital grants, FCM calculated that the federal government could support non-profits in acquiring 10,000 moderately affordable apartment units. (*Hart Report, Daniels and August 2023*)

Successful acquisition strategies establish clear affordability parameters for acquired properties, that both preserve existing affordability and generate deeper affordability over time. The research indicates that North American programs set out key criteria to target properties for acquisition including: (i) rent at 80% of average market rent (AMR), and or are (ii) affordable to households earning 80% of area median income (AMI). These properties may not provide deep affordability at the outset, but they can be acquired and operated initially with minimal (or zero) operating subsidy. Robust programs have accountability mechanisms and outline minimum affordability levels that must be maintained for acquired properties. The City of Toronto's MURA program, for example, requires that no unit exceed 100% of AMR, and that a property's average rents not exceed 80% of AMR. Toronto's program requires this standard to be met over 99 years. Effective programs go further to deepen affordability over time. San Francisco's Small Sites Program includes a tenant succession strategy to ensure that when a unit is vacated it is made available to an incoming resident with a lower income. Greater affordability can also be incentivized through program design, by providing additional operating subsidies or 'bonuses' in the form of higher grant values per unit. California's Project Homekey³, for example, provided greater operational subsidy if lower tiers of government contributed matching capital grants for acquisition. Deeper affordability can be achieved by stacking rental income supports (City of Toronto, 2021).

6.3 Property Acquisition Initiatives

Other municipal programs include the purchase of existing structures to ensure that they remain affordable. The building remains a municipal asset, the project is often managed by a non-profit organization and rent is controlled through tools, such as Housing Agreements or municipal housing policies.

Table 3 addresses some initiatives being undertaken by individual municipalities. It is also important to note other agencies and not for profit organizations that support affordable rental. The Rental Protection Fund, acknowledges that the most affordable housing, is the housing we already have. The Fund provides capital contributions to non-profit housing organizations to help them purchase

³ Source: Acquisitions for Affordable Housing: Creating non-market supply and preserving Affordability. Housing Assessment Resource Tools (HART) Project. Joseph Daniels Martine August 2023

existing, occupied, purpose-built rental buildings – and retain their affordability and stability over time. This is an applicant-led process funded by the Province of BC through the Ministry of Housing.

Table 3: Property Acquisition Examples

Jurisdiction	Year	Units	Construction Cost/ Investment	Rents	Funding
Chilliwack, BC	2021	80	\$21.8 million (With annual operating subsidy of approximately \$2.4 million)	Supportive	<ul style="list-style-type: none"> BC Housing (Supportive Housing Fund)
Surrey, BC	2021	28	\$8.7 million, annual operating subsidy of about \$840,000	Supportive	<ul style="list-style-type: none"> BC Housing
100 Mile House, BC	2019	33	\$2.9 million	Affordable rental	<ul style="list-style-type: none"> Housing Hub
Kamloops, BC	2022	53	\$10.1 million	Affordable rental	<ul style="list-style-type: none"> BC Housing and Canada Mortgage and Housing Corporation
Edmonton, Alberta (AB; Affordable Housing Investment Plan)	2019-2022	2500	Overall Construction Cost: \$507M (approximate) City of Edmonton's contribution: \$132.7 M Expects contribution from other government orders, equity, and financing from affordable housing providers to fill the gap of \$377 M.	Affordable Housing	<ul style="list-style-type: none"> City Resources: \$132.7 million - 360 secondary Suites: \$7.2 million-75 Surplus School Sites: \$31 million 500 Grants: \$40 million 600 Permanent Supportive Housing: \$29.6 million 200 City-owned Housing Inventory: \$14.4 million 365 Existing Commitment: \$10.5 million

Jurisdiction	Year	Units	Construction Cost/ Investment	Rents	Funding
Calgary, AB	2021-2022	82	\$30 million	Affordable Housing	<ul style="list-style-type: none"> -Government of Alberta (\$1 million) -Government of Canada (\$1 million) CMHC through the Phase 2 Rapid Housing Initiative (\$16.6 million); Collaborative Capital Campaign fundraising (\$5.7 million); the City of Calgary (\$5.5M); and CMHC in seed funding (\$200,00).

7.0 PARTNERSHIPS AND FUNDING

One of the hard facts about affordable housing is that in hot real estate markets, the only way to achieve affordable housing is with government intervention. The primary funding sources and potential partners for this initiative originate from various levels of government, with an additional opportunity for collaboration with the private sector.

BC Housing has several programs that could apply, which generally do not include the purchase of the land. Often in affordable housing projects, the land is donated or is excess municipal land or has been purchased by the municipality. The CRD should work with the local municipalities to identify vacant or available municipal land, or lands that will be sold for taxes. These or lands must be located within the urban containment boundary, meet the requirements for walkability be appropriate for higher density housing.

Table 4: Housing Funding Sources

BC Housing	CMHC	BC Ministry of Housing	CRD
<ul style="list-style-type: none"> • Community Housing Fund • Secondary Suites Incentive Program • Affordable Rental Housing • Housing Hub 	<ul style="list-style-type: none"> • Housing Accelerator Fund • National Housing Co-Investment Fund • Preservation Fund • Affordable Housing Innovation Fund • CGAH Retrofit Funding • Rental Construction Funding Initiative • Seed Funding (anticipated to return in 2025) 	<ul style="list-style-type: none"> • Development Application Permit Review • Housing Needs Assessments • Legislative Changes (Bills 44, 46 and 47) 	<ul style="list-style-type: none"> • Capital Region Housing Corporation • \$85 million borrow

In addition, partnering with private developers to either buy turnkey units, or to participate in the entire project for a percentage of the units to be controlled as affordable by housing agreement.

8.0 MUNICIPAL POLICIES AND BYLAWS

As noted earlier, while this is a CRD initiative, the local municipality controls the land use, development permit, subdivision and building permit process. For this study, a scan was made of each of the 10 municipalities included in the assessment for affordable housing. This review of municipal documents looked at density and parking requirements, supportive policies in the OCP and identified areas for affordable housing in OCPs.

It is recognized that municipalities with rural character and electoral areas are not best suited to higher density multi-unit housing. Lack of piped services, low density development and significant distances between services and residential development, preclude these areas as targets for affordable housing.

Addressing the rental housing crisis requires decisive action, acknowledging the disparity between rental construction and demand, as evidenced by decreasing vacancy rates and increased rents. Local governments, rental housing developers, and the province are actively exploring diverse strategies to foster the development of more affordable units, with the focus on rental units.

This section looks at what is being done and what can be done to expedite the development of housing, and specifically affordable housing.

8.1 Municipal Authority

Municipal powers in BC flow from the *Local Government Act* (LGA) and the Community Charter. Regarding rental housing, these two pieces of legislation enable municipalities to act in a variety of ways to regulate development, make land available, support affordable rental developments, or construct and operate rental housing.

Perhaps the most sweeping authority is created by Section 8 of the Community Charter, which states in Section 8.1 that “*A municipality has the capacity, rights, powers and privileges of natural person of full capacity*” and in Section 8.2 that “*A municipality may provide any services that the council considers necessary or desirable and may do this directly or through another public authority or another person or organization.*”

These sections enable broad scope to fund housing, provide land for housing, own and operate housing, or assist organizations in the development and operation of housing.

As well, Section 24 anticipates that a municipality might dispose of land or improvements for less than market value, guarantee a loan, or partner with another organization, although public notice is

required and Section 25 states that a council “must not provide a grant, benefit, advantage or other form of assistance to a business”.

The Charter also enables municipalities to provide property tax relief under various circumstances. For example, Section 224 authorizes permissive exemptions for property taxes which could exempt land and improvements owned by a non-profit organization, which could be used for affordable housing. Section 226 allows revitalization tax exemptions which could be used to reduce property taxes for up to 10 years for various kinds of development, which could include rental housing even if owned by the private sector (because revitalization tax exemptions are excluded from the general prohibition against providing assistance to a business). These powers allow municipalities to vary requirements to increase the total number of residential units, as well as affordability.

Municipalities can affect affordable housing by strategically enacting a variety of policies, programs, and initiatives across the areas it has jurisdiction. **Appendix C** provides a non-exhaustive inventory of measures that local jurisdictions could initiate, to reduce barriers and increases opportunities for creating affordable housing options.

It is acknowledged that in an effort to create an attractive community, increasing active transportation, and ensuring parks and recreation spaces and facilities for residents, municipal requirements often affect affordability. The more a developer is asked to contribute or provide, the less affordable the housing becomes.



8.2 Zoning, Development Cost Charges, Amenity Cost Charges and Affordable Housing

The LGA, as well as recent Bills 44, 46 and 47, contain direction and provisions that can be used to support affordable rental housing. There are three main ways in which the zoning authority allows local governments to take positive action to facilitate affordable housing:

1. Under Section 479, BC municipalities can enact LUBs to regulate land use and development parameters. Municipal Councils, with discretionary powers, can set conditions during rezoning, requiring public benefits like Amenity Cost Charges, affordable housing (units or funds), and heritage conservation. This rezoning flexibility is commonly used to negotiate affordable housing inclusion in redevelopment, often secured through housing agreements or transfers of ownership.
2. Section 482 enables municipalities to use density bonusing as a way to obtain affordable housing or public amenities. Density bonus bylaws establish a base density that is achievable without providing public benefits and additional density that, at the developer's option, can be achieved if a prescribed affordable housing component (usually secured via a housing agreement) or other amenity contribution is provided.
3. Section 481, adopted in 2018, gives municipalities a new zoning power to "...limit the form of tenure to residential rental tenure within a zone or part of a zone...in which multi-family residential use is permitted". This limit could apply to an entire parcel or to a specified number, portion, or percentage of units in a building.

In addition, the new legislation continues to provide support for housing, including affordable housing.

- Bill 44 – *Housing Statutes (Residential Developments) Amendment Act 2023* – Section 464 states that a local government must not hold a public hearing and proposed zoning amendment if the application conforms to the OCP, if the application is only for residential uses and if residential accounts for at least 50% of the gross floor area. Public hearings are often adversarial, sway political decision making and add to the cost, time and risk of approvals of affordable housing.
- Bill 46 – *Housing Statutes (Development Financing) Amendment Act 2023* – Division 19.1 addresses Amenity Cost Recovery. Section 570.4 states that no ACC are payable "in relation to a development for any class of affordable housing prescribed by regulation." Currently amenity contributions are negotiated between the municipality and the developer and are considered to be one of the contributing factors to unaffordable housing.
- Bill 47 – *Housing Statutes (Transit Oriented Areas) Amendment Act 2023* – Section 481.01 says that an authority cannot prohibit or "restrict any duty or use or a size or dimension of buildings or other structures set out in the regulations in relation to land that is in a transit-oriented area and zoned to permit:
 - a. Any residential use, or
 - b. A prescribed use other residential use."

The LGA also allows municipalities to impose DCCs on new development, to help fund growth-related community-wide infrastructure. With few exceptions, the allowable infrastructure is limited to water, sewer, roads, drainage, and park acquisition. However, the Act does allow municipalities to waive or reduce the DCC for not-for-profit rental housing and for-profit affordable rental housing.

Ultimately, the decisions a municipality makes will reflect the support or opposition of the ratepayers. Increased development, density and affordable housing are often seen as negative additions to a community, with the impression that this will decrease property values. The CRD has no control over the decision of the municipality. BC Housing recognizes the impact of non-market housing in communities and has prepared several Toolkits for non-market housing providers. Community Acceptance of Non-Market Housing was prepared in 2018 to guide non-market housing providers to engage with the community. In addition, BC Housing completed a study demonstrating that non-market housing does not negatively impact adjacent housing and property values.

8.3 Municipal Borrowing

Municipalities can borrow funds for public purposes, including borrowing to construct affordable housing if that is a municipal priority and if the municipality has the borrowing capacity (based on its calculated borrowing limits and its other needs for capital spending).

Most municipalities borrow through the BC Municipal Finance Authority, so they benefit from low borrowing rates because of the strength of the province's credit rating. Tax Increment Financing (TIF) is sometimes suggested as a borrowing mechanism that could be used to fund affordable housing. In TIF, the property tax increases in a defined area (typically an area in which property values are expected to increase due to public infrastructure investment) are dedicated to paying back a loan or a bond issue. This vehicle can be useful if a lender or bond holder wants assurance that a defined portion of municipal tax revenue is allocated to repayment regardless of other municipal financial circumstances. However, it is important to note that TIF is simply one way of securing debt payments. It does not produce tax revenue that would not otherwise exist, so it is not a means of creating "new" money for affordable housing (or any other civic purpose).

8.4 Summary

Based on the Community Charter and the LGA, local governments can:

- Acquire land and make it available for less than market value for affordable housing provided by a non-profit entity. Lease land for 49 to 99 years at a nominal rate.
- Develop housing agreements for quick adaptation to new projects.
- Invest in the creation of affordable rental housing or partner with organizations for the creation of affordable housing.
- Speed up the development process by ensuring that lands for housing for 20 years is clearly delineated in the OCP to avoid public hearings and ACCs being applied.

- Use their zoning powers to achieve affordable rental housing in redevelopment projects that involve rezoning.
- Use their “rental” zoning power to try to make it easier for rental housing developers to obtain sites.
- Reduce or eliminate development fees for rental housing.
- Alter development regulations to reduce construction cost (e.g., reduce parking requirements).
- Increase the pace of project approvals to help increase the pace of new unit construction.



9.0 OPTIONS FOR ACQUISITION

The study has explored several strategic options that are currently under analysis, offering diverse investment opportunities for the CRD. These options include:

- The CRD acquires land in a walkable area and leases it to a not-for-profit housing provider for a 49 to 99-year term for the construction and management of an affordable housing development.
- The CRD purchases land in a walkable area and seeks funding through BC Housing or CMHC to construct affordable housing and either manage the building through the CRD or through a non-profit organization.
- The CRD acquires an existing multi-family building and manages it as perpetual affordable housing.
- The CRD negotiates with private sector developers and purchases units in a new (turnkey) market development within a walkable area.
- The CRD collaborates with private sector developers to acquire land and build a mixed market/affordable housing development.

The critical element here is that the CRD will not be the approving authority on the land since the affordable projects will be located with the urban containment boundary of the jurisdictions of the member municipalities.

Assumptions that have been made include:

- The local municipality will support the development and work to engage the community to proceed with the rezoning of the land unimpeded.
- The local municipality will waive some or all fees and charges to allow the development to be affordable.
- Municipalities could consider waiving securities for landscaping and instead enter into a letter of understanding with the developer and project manager.
- The CRD will establish housing agreements, management contracts and other administrative components to ensure that the housing is operated in an appropriate manner and that affordability is maintained.
- The housing to be constructed is affordable, generally independent living and not supportive and is geared to “workforce” housing rather than transient/vulnerable/at risk of homelessness.
- The housing to be developed under this strategy is for rental housing.

A financial model has been prepared that will analyze the development economics of hypothetical CRD affordable rental apartment developments under several development scenario, varying location, density and financial strategy. The purpose of this model is to determine for each scenario

how much affordable housing may be delivered and how much capital equity would be required from the CRD, ultimately producing an estimate of CRD capital efficiency per scenario.

This analysis uses a standard developer proforma that represents the flow of money through the development project based on revenue and cost assumptions which are described in more detail in **Section 9.1** below.

It is important to note that the Financial Model presented in this report is an example of how the model would work to prepare a pro forma for each individual project identified. The CRD will input the current information for the specific site. The example review completed for this report was based on current municipal LUB regulations and BC Assessment for land prices. The Model will allow the CRD to assess each individual site, in collaboration with the home municipality to determine the actual financial viability of each project.

The model has investigated 60 scenarios that vary in terms of geography, density, and financial strategy. This section defines those parameters.

9.1 Geography

This analysis investigates the economics of affordable housing provision within the CRD's Urban Containment Boundary (UCB), which covers at least part of each of the following municipalities (the Subject Municipalities):

- Central Saanich
- Colwood
- Esquimalt
- Langford
- Oak Bay
- Saanich
- Sidney
- Victoria
- View Royal

The UCB also covers much of Sooke, but market research suggests that market rental rates in Sooke are near or below the affordable level.

9.2 Density

This analysis investigates a number of building heights that provide a wide variety of densities. The research reviewed each municipality's LUB and OCP and has determined the maximum height of multi-unit buildings that could be permitted in each of the nine municipalities. This is represented in **Table 5**.

Table 5: Floor Space Ratio⁴ by Density Scenario⁵

	4-storey	6-storey	12-storey	15-storey	18-storey
Central Saanich	0.6	-	-	-	-
Colwood	1.5	1.6	1.75	1.85	-
Esquimalt	1.5	2.0	3.0	-	-
Langford	1.5	2.0	2.25	2.5	3.0
Oak Bay	1.5	1.6	1.8	1.95	-
Saanich	1.5	2.0	2.25	2.5	3.0
Sidney	1.5	2.0	-	-	-
Victoria	1.5	2.0	2.25	2.5	3.0
View Royal	1.5	-	-	-	-

Table 5 shows that because not all municipalities support all five building heights, there are 30 unique combinations of density and geography investigated in this financial analysis.

9.2.1 Financial Strategy

This analysis investigates two approaches to creating affordable rental apartments:

1. Non-Market Scenarios: in these scenarios, the CRD buys land and either proceeds to construct a multi-unit building on the property, or partners with a non-profit organization to build and ultimately manage the development. All units thus developed are operated as affordable rental housing for the duration of the building's 60-year⁶ lifespan.
2. Private Partner Scenarios: in these scenarios, the CRD buys land and leases the property at a nominal rate to a private developer. In exchange for reduced land costs, the developer includes some affordable rental units alongside its market rental units.

For each scenario, the maximum number of affordable rental units that the developer can afford to provide, while still achieving an acceptable annual IRR⁷ of 5.5%, was calculated. The Consultant assumed that each development achieves its respective maximum number of affordable units. In those few scenarios where the developer can achieve an IRR of

⁴ Floor space ratio is a measure of density equal to a development's gross floor area divided by its land area.

⁵ In **Table 5**, black items are taken directly from municipal documents such as LUB or OCP, while red items are suggested by the Consultant with the aims of consistency and realism.

⁶ Sixty (60) years is used as the life span of the building, although many leases may extend for 99 years.

⁷ The Internal Rate of Return (IRR) is the interest rate of a hypothetical asset that produces interest at the same pace as the project in question. A measure of project performance. A higher IRR represents faster profit, or greater profit over the same timeframe. IRR is a better measure of project viability than simple profit-to-cost for projects that generate revenue over a long timeframe because the former reflects the time value of money whereas the latter does not.

greater than 5.5%, while providing 100% affordable units, the land lease price paid by the developer is increased to produce an IRR of 5.5% overall.

The Non-Market Scenarios produce a greater number of affordable rental units because all of the units are affordable, but it also imposes a greater capital cost burden on the CRD, which must pay for the entire project. By comparison, the Private Partner Scenarios produces fewer affordable rental units but are much less costly for the CRD, which is only responsible for the initial land purchase.

In the Non-Market Scenarios, the CRD's equity requirement is calculated as follows:

$$\text{Equity requirement} = \text{Project capital costs} - \text{takeout financing}$$

Takeout financing is a mortgage borrowed against the building's ongoing net revenue. In the Non-Market Scenarios, it is the only source of revenue available to offset the CRD's capital costs.

Whereas in the Private Partner Scenarios, the CRD's equity requirement is calculated as follows:

$$\text{Equity requirement} = \text{Land costs} - \text{land lease}$$

The land lease amount is nominal (effectively zero) in some scenarios but significant in others.

Applying each of these two financial strategies to each of the 30 combinations of geography and density presented in **Table 5** above produces 60 scenarios overall.

9.3 Assumptions

This section presents the assumptions regarding the built form, cost, and revenue applied in this financial analysis.

9.3.1 Built Form Assumptions

Each scenario is assumed to take place on a serviced half-acre (21,780 ft²) parcel. Using identical site size assumptions in all scenarios facilitates comparison and interpretation between scenarios.

All buildings are assumed to achieve efficiency of 85%.⁸ As directed by the CRD, the report has assumed the distribution of unit sizes as illustrated in **Table 6**.

⁸ Building efficiency equals a building's rentable space divided by its gross floor area.

Table 6: Target Unit Size Composition

	Share of units	Average Unit Size (ft ²) based on BC Housing Averages for Affordable Housing
Studio	5%	350
1-Bedroom	35%	525
2-Bedroom	40%	725
3-Bedroom	20%	925
Average		676

The unit size composition in **Table 6** is a target shared by all scenarios, but in practice these scenarios vary slightly depending on their total building size and distribution of market versus non-market units. **Table 7** combines the assumptions in **Tables 5** and **6**, which produces the following total unit counts.

Table 7: Unit Count by Scenario

	4-storey	6-storey	12-storey	15-storey	18-storey
Central Saanich	16	-	-	-	-
Colwood	41	44	48	51	-
Esquimalt	41	55	82	-	-
Langford	41	55	62	68	82
Oak Bay	41	44	49	53	-
Saanich	41	55	62	68	82
Sidney	41	55	-	-	-
Victoria	41	55	62	68	82
View Royal	41	-	-	-	-

The maximum unit count has been calculated using the following calculation. Should the municipality and CRD wish to increase the number of units, the FSR can be increased beyond 3.0:

- An average site area of 0.5 acre or 2,024 m²
- A gross building site coverage of 3.0 Floor Space Ratio (3 x 21,780 = 65,340 ft²)
- Net rentable area of 85% of the gross building area (85% x 65,340 = 55,539 ft²)
- Average Unit Size of 676 ft² per unit
- Net rentable area / average unit size = 55,539 / 676 = 82 units.

As instructed by the Client, the Consultant assumed that zero parking stalls will be provided for studio, 1-bedroom, and 2-bedroom affordable units, and that one parking stall will be provided for 3-bedroom affordable units to produce an overall parking ratio of 0.2 stalls per affordable unit.

The Consultant assumed that parking stalls for market units will be provided in line with each municipality's LUB. Note that these are blended rates reflecting the target unit size distribution presented in **Table 6**:

- Central Saanich: 1.75 stalls per unit

- Colwood: 1.36 stalls per unit⁹
- Esquimalt: 1.3 stalls per unit¹⁰
- Langford: 1.25 stalls per unit¹¹
- Oak Bay: 2.25 stalls per unit¹²
- Saanich: 1.5 stalls per unit
- Sidney: 1 stall per unit
- Victoria: 0.875 stalls per unit¹³
- View Royal: 1.4 stalls per unit.

It is assumed that any parking required by the municipality will require 100% underground parking in all cases. Note that parking construction is the largest cost that varies due to municipal policy. Surface parking could be provided at a lesser cost but for the purpose of the model, the report has assumed all required parking would be underground.

9.3.2 Cost Assumptions

A total of 64 example sites throughout the region were reviewed. Each of these sites met the walkability criteria and were a minimum of ½ acre (2,000 m²) deemed appropriate for CRD affordable housing projects. The example sites included a mix of sites that require assembly and sites that do not. Based on this sample, the land price was collected from BC Assessment. For parcels that required assembly, 20% premium was added to the land costs¹⁴, for assembly and related costs:

- Central Saanich: \$2,616,000
- Colwood: \$3,873,000
- Esquimalt: \$3,968,000
- Langford: \$2,578,000
- Oak Bay: \$5,799,000
- Saanich: \$4,106,000
- Sidney: \$6,861,000
- Victoria: \$8,435,000
- View Royal: \$3,181,000.

⁹ Colwood has different parking requirements for different sub-areas. The Consultant assumed the site is located in the “urban centre” area.

¹⁰ Esquimalt has different parking requirements for different zones. The Consultant assumed the site is located in a “medium and high-density apartment zone”.

¹¹ Langford has different parking requirements for different land use designations. The Consultant assumed the site carries the City Centre or Mixed-Use Employment Centre designation.

¹² Oak Bay has different parking requirements for different zones. The Consultant assumed the site is zoned RM-1LD, RM-1MD, RM-1HD, RM-2, RM-3, RM-4, RM-8, or RM-MC1.

¹³ Victoria has different parking requirements for different sub-areas. The Consultant assumed the site is located in the “village centre” area.

¹⁴ Twenty (20) percent premium added to the land cost was used to mirror what the City of Victoria currently uses in their proformas, considered to be industry representative.

Other land costs include BC's property transfer tax¹⁵ and additional closing costs have been averaged at \$50,000 per lot.

The model has also applied the following project cost assumptions for hard costs, soft costs and municipal fees. **Tables 8, 9 and 10** illustrate these costs. It is important to note that these costs may be updated to be tailored to each specific site and project considerations that would be critical in determining the feasibility of an initiative. It is assumed that the CRD will engage qualified consultants, including a quantity surveyor, to inform the model assumptions, as required.

Table 8: Hard Cost Estimates

Hard Costs	
Site Servicing and Geotechnical	\$300,000
Servicing Connections	\$10,000
Utilities During Construction	\$10,000
Building Construction ¹⁶ : <ul style="list-style-type: none"> • 4-storey wood frame • 6-storey wood frame • 12-storey concrete • 15 or 18 concrete storey 	<ul style="list-style-type: none"> • \$340 / ft² • \$350 / ft² • \$380 / ft² • \$380 / ft²
Underground Parking per stall	\$60,000
Furniture/Fixtures/Equipment	\$100,000 to \$180,000
Landscaping/Signage/Lighting	\$50,000
Hard Cost Contingency	10% of all hard cost items

Table 9: Soft Costs Estimates

Soft Costs	
Project Management	2% of total Project Costs
Architectural Fees	1% of building construction costs plus contingency
Engineering Fees	1% of Hard Costs
Other Consultant Fees	1% of Hard Costs
Research and Appraisal	\$20,000
Surveying	\$20,000
Accounting	\$20,000
Legal Costs	\$1,000 per unit
Insurance	0.51% of Hard costs

¹⁵ Property transfer tax is defined here: <https://www2.gov.bc.ca/gov/content/taxes/property-taxes/property-transfer-tax>

¹⁶ Source: Altus Group (2023). 2023 Canadian Cost Guide.

Table 10: Municipal Costs

Municipality	Rezoning	Development Permit Fee	Building Permit Fees	Regional DCCs	Municipal DCCs
Central Saanich	\$4,800	\$3,100	\$6,250 plus 1% of construction costs above \$500,000	\$933 / unit	\$3,944 / unit, minus 30% in Non-Market Scenarios
Colwood	\$4,699	N/A	\$5,238 plus 0.8% of construction costs above \$500,000	\$1,644 / unit	\$7,021 / unit
Esquimalt	\$1,000 + \$600 per unit	\$1,200 plus \$120 per unit	\$5,737 plus 0.9% of construction costs above \$500,000	N/A	N/A
Langford	\$9,888	N/A	\$11,068 plus 0.485% of construction costs from \$1 million to \$15 million, plus 0.245% of construction costs above \$15 million	\$1,644 / unit	\$1,438 plus \$3,635 / unit
Oak Bay	\$7,000	\$6,500	\$5,000 plus 1.3% of construction costs above \$500,000	N/A	N/A
Saanich	\$2,000	\$1,000	\$8,234 plus 1.25% of construction costs above \$500,000	N/A	\$8,134 / unit ¹⁷
Sidney	\$3,400	\$300 plus \$50 per unit	\$5,987 plus 0.9% of construction costs above \$500,000	\$933 / unit	\$650 / unit ¹⁸
Victoria	\$6,000 + \$0.50 per m ² (\$0.046 per ft ²)	\$6,000 plus \$2.50 per m ² (\$0.23 per ft ²) of gross floor area	\$100 plus 1.4% of construction costs	N/A	\$44.77 per m ² (\$4.16 per ft ²) of gross floor area
View Royal	\$2,200	\$1.15 per m ² (\$0.107 per ft ²) of gross floor area	\$6,531 plus 0.9375% of construction costs above \$500,000	\$1,644 / unit	\$6,519 per unit

¹⁷ The consultant assumed that the site is located outside of the Cordova Bay Road DCC area.

¹⁸ DCC rates in Sidney vary considerably by location. The Consultant assumed a rough average.

Other assumptions made include:

- No amenity contributions are required for affordable housing units.
- Municipalities who charge School site acquisition fees, have the ability to waive the fees. For example, Colwood and Langford charge \$600 per unit.
- Rental projects are exempt from GST.
- Advertising and promotion: 2% of the value of market rental units based on an annual capitalization rate of 3.9%¹⁹.
- New home warranty: \$2,000 per unit.
- Post-construction customer service: \$2,000 per unit.
- Corporate overhead: 2% of total project costs.
- Miscellaneous soft costs: 2% of all soft cost items above.
- Soft cost contingency: 10% of all soft cost items above.

9.3.3 Revenue

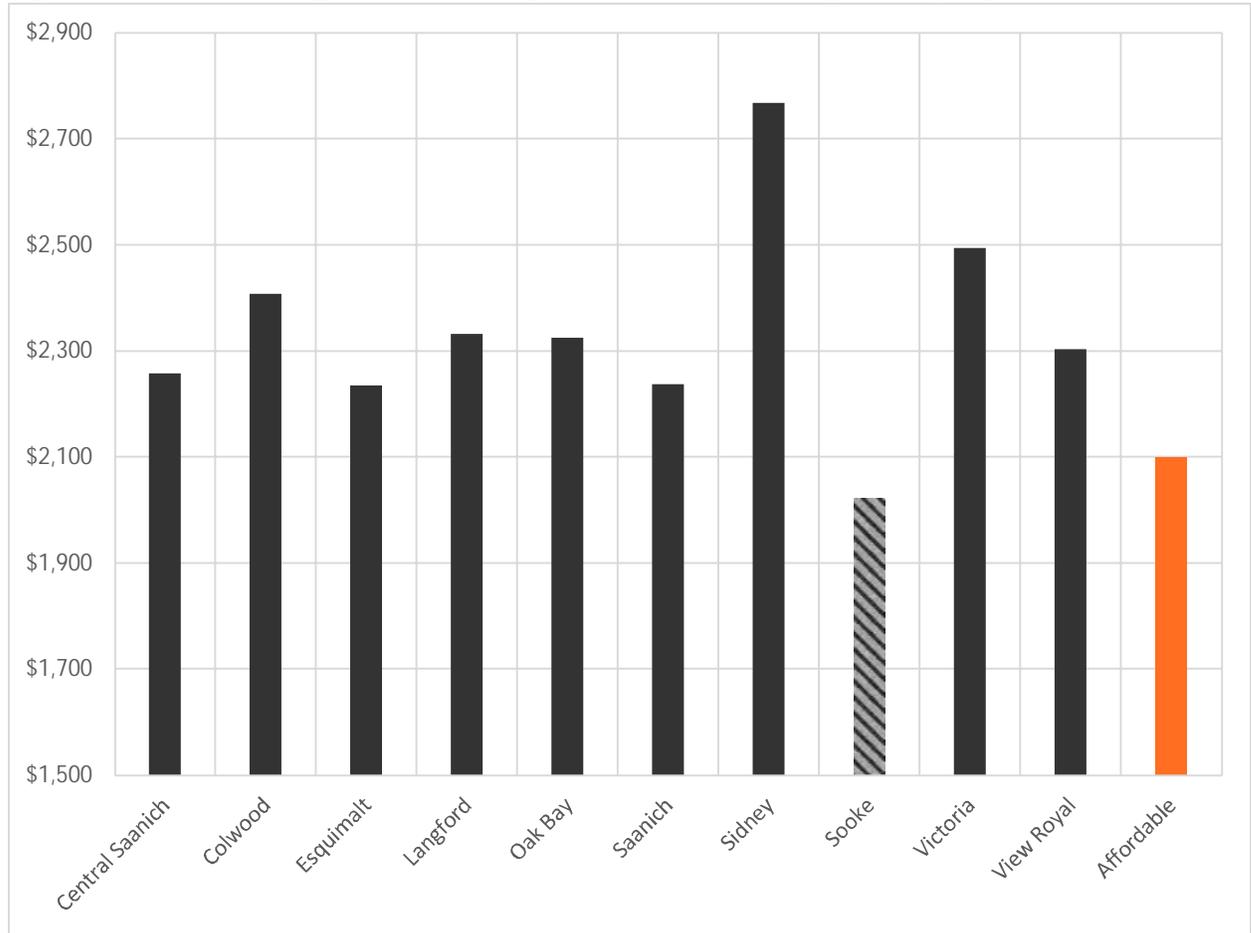
The Consultant has applied the following rental rates in each scenario's first year of operation shown in **Table 11**.

Table 11: Monthly Rental Rate Target Per Unit

	Municipality	Studio	1- bedroom	2- bedroom	3- bedroom	Blended Average
Market Rates	Central Saanich	\$1,400	\$1,895	\$2,378	\$2,858	\$2,258
	Colwood	\$1,530	\$2,074	\$2,559	\$2,914	\$2,408
	Esquimalt	\$1,726	\$2,016	\$2,298	\$2,609	\$2,235
	Langford	\$1,512	\$1,979	\$2,458	\$2,905	\$2,331
	Oak Bay	\$1,540	\$1,990	\$2,443	\$2,858	\$2,324
	Saanich	\$1,568	\$1,985	\$2,327	\$2,664	\$2,238
	Sidney	\$1,918	\$2,462	\$2,893	\$3,265	\$2,767
	Sooke ²⁰	\$1,292	\$1,685	\$2,103	\$2,636	\$2,023
	Victoria	\$1,582	\$2,100	\$2,632	\$3,127	\$2,494
	View Royal	\$1,582	\$2,016	\$2,407	\$2,775	\$2,303
Affordable Rental Rate		\$1,428	\$1,817	\$2,204	\$2,553	\$2,100

¹⁹ The capitalization rate of a revenue-generating asset is the amount of net revenue it produces in a given time-period (typically one year, as in this case), divided by the sale value of that asset. A lower capitalization rate indicates a higher sales price. Capitalization rates are therefore a measure of investor appetite.

²⁰ Note that Sooke is excluded from this analysis because its market rental rates are affordable. It is included in this section to demonstrate this point.

Figure 4: Blended Average Market Monthly Rental Rate Per Unit by Municipality²¹Table 12: Monthly Rental Rate per ft²

	Municipality	Studio	1-Bedroom	2-Bedroom	3-Bedroom	Average
Market Rates	Central Saanich	\$4.00	\$3.61	\$3.28	\$3.09	\$3.34
	Colwood	\$4.37	\$3.95	\$3.53	\$3.15	\$3.56
	Esquimalt	\$4.93	\$3.84	\$3.17	\$2.82	\$3.31
	Langford	\$4.32	\$3.77	\$3.39	\$3.14	\$3.45
	Oak Bay	\$4.40	\$3.79	\$3.37	\$3.09	\$3.44
	Saanich	\$4.48	\$3.78	\$3.21	\$2.88	\$3.31
	Sidney	\$5.48	\$4.69	\$3.99	\$3.53	\$4.09
	Sooke	\$3.69	\$3.21	\$2.90	\$2.85	\$3.00
	Victoria	\$4.52	\$4.00	\$3.63	\$3.38	\$3.69
	View Royal	\$4.52	\$3.84	\$3.32	\$3.00	\$3.41
Affordable Rental Rate		\$4.08	\$3.46	\$3.04	\$2.76	\$3.11

²¹ Note that Sooke is excluded from this analysis because its market rental rates are affordable. It is included in this section to demonstrate this point.

All market rates presented in **Tables 11** and **12**, and **Figure 4** above are derived from market research performed by the Consultant and presented in the Findings Report. These reflect the market rental rates for brand-new apartments of the sizes indicated in **Table 6**.

Note that in practice, unit sizes achieved within each scenario vary slightly depending on their total building size and distribution of market versus non-market units. Consequently, the per-unit rates indicated in **Table 11** are informative targets, but it is the per-square-foot rates in **Table 12** that are applied consistently to all scenarios to account for slight variations in unit size.

Regarding affordable rental rates, the Consultant was instructed to calculate a rental rate that would be affordable to a household with the median annual household income. Affordable rent is defined as 30% of household income. The median household income of each of the Subject Municipalities and their resulting affordable rental rates are presented below in **Table 13**.

Table 13: Median Annual Household Income and Resulting Affordable Monthly Rental Rate by Municipality

Municipality	Median Annual Household Income ²²	Affordable Monthly Rent
Central Saanich	\$103,000	\$2,575
Colwood	\$102,000	\$2,550
Esquimalt	\$76,000	\$1,900
Langford	\$93,000	\$2,325
Oak Bay	\$107,000	\$2,675
Saanich	\$93,000	\$2,325
Sidney	\$77,000	\$1,925
Victoria	\$67,500	\$1,688
View Royal	\$98,000	\$2,450
Capital Regional District	\$84,000	\$2,100

Because the median household income reported in **Table 13** includes both homeowner and renter households, the median income of six out of nine Subject Municipalities is greater than \$90,000 and the rental rate that would be affordable for those municipalities' median income households is equal to or greater than local market rents. If affordable rental rates are above market rental rates, the present exercise becomes meaningless. Therefore, the Consultant concluded that calculating affordable rental rates based on each municipality's median household income is an inadequate methodology.

Instead, the Consultant has applied the regional median household income of \$84,000, which yields an affordable monthly rental rate of \$2,100. This rental rate is lower than the market rental rate in

²² Source: 2021 Census of Canada. Note that Household income is not broken down by housing tenureship. This average combines both owners and renters. And note that the income data are based on 2020 incomes.

any of the nine Subject Municipalities, making it a practical definition of affordable housing for the present analysis. Applying the same definition of affordable housing throughout this analysis also facilitates comparison and interpretation between scenarios.

Applying this income level yields a single affordable rental rate of \$2,100 but this exercise requires four distinct affordable rental rates because the analysis uses four sizes of apartment (namely studio, 1-bedroom, 2-bedroom, and 3-bedroom). Dividing \$2,100 by the average unit size of 676 ft² yields an average affordable rental rate of \$3.11 per ft². This might be an affordable average rental rate, but it cannot effectively be treated as an affordable rental rate for all unit sizes because it exceeds market rental rates for 3-bedroom units (see **Table 13** above).

In practice, market rental rates per square foot decrease as unit size increases so that larger units are more expensive in total but less expensive on a per square foot basis. In order to function properly both within this analysis and in the real world, affordable rental rates must do the same so that they remain below market rates at all unit sizes. To produce a set of rental rates that achieve this, the Consultant has identified the typical market rental rate at each unit size within the UCB and then reduced these rates by a set amount to achieve the target average rental rate of \$3.11 per ft² or \$2,100 per unit that is affordable to the regional median household income of \$84,000. This process is demonstrated in **Figure 5** and **Table 14** below.

Figure 5: Unit Size versus Monthly Rental Rate per ft² Among Recent Rental Listings in the UCB

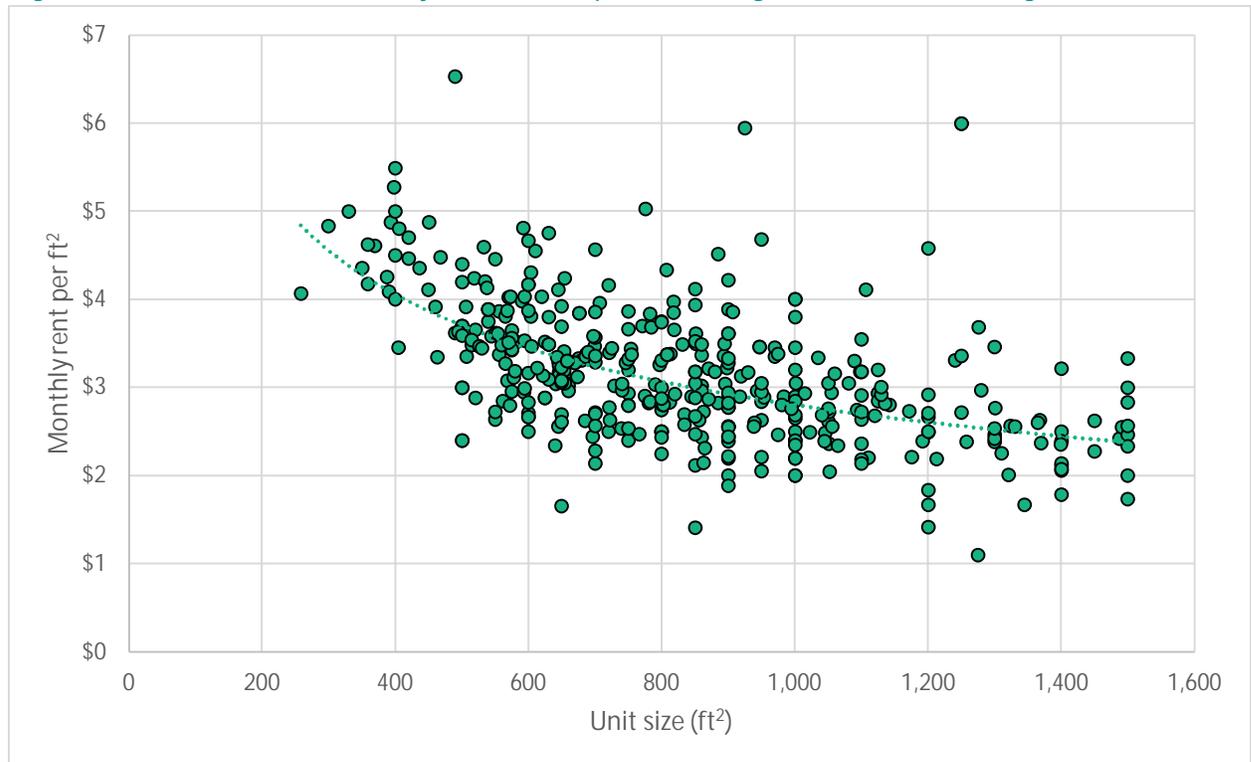


Figure 5 above displays all rental listings within the CRD's Urban Containment Boundary with an identified unit size below 1,500 ft². This data reflects the period during which the Consultant was performing market research for this project, namely September to October of 2023. Note that the market rental level indicated here is generally lower than that suggested in **Table 12** and **Figure 4** because it reflects all rental listings rather than just brand-new units.

Table 14: Observed versus Affordable Monthly Rental Rates

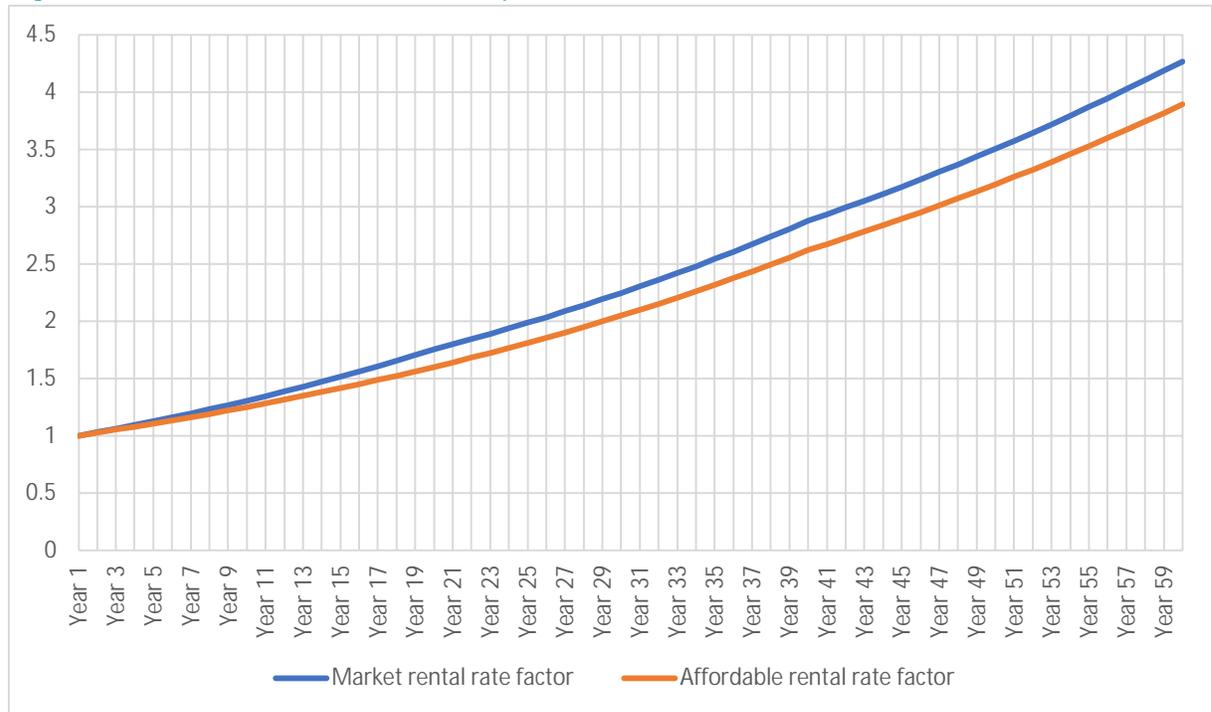
	Observed Market Monthly Rate		Affordable Monthly Rate	
	Per ft ²	Per unit	Per ft ²	Per unit
Studio	\$4.28	\$1,499	\$4.08	\$1,428
1-Bedroom	\$3.64	\$1,909	\$3.46	\$1,819
2-Bedroom	\$3.19	\$2,315	\$3.04	\$2,205
3-Bedroom	\$2.89	\$2,677	\$2.76	\$2,550
Average	\$3.26	\$2,204	\$3.11	\$2,100

The observed market data, shown in **Figure 5** above, is summarized in **Table 14**. It suggests a market rental rate of \$3.26 per ft² or \$2,204 per unit, which may be reduced by 5% to produce the affordable rental rate of \$3.11 per ft² or \$2,100 per unit, which would be affordable to the region's median income household. Therefore, this 5% reduction is applied to each of the observed studio, 1-bedroom, 2-bedroom, and 3-bedroom rates to produce the affordable rental rates used in this analysis, which are indicated in **Table 11**, **Table 12**, **Table 14**, and **Figure 4** above.

To calculate net operating income, the Consultant has applied the following assumptions:

- Vacancy rates:
 - For affordable units: zero vacancy.
 - For market units in the first year of operation: 5%.
 - For market units in the second year of operation: 2%.
 - For market units after the second year of operation: 1%.
- Operating costs:
 - For market units: 30% of gross income.
 - For affordable units: \$534 per unit per month as instructed by the CRD.
- Periodic structural maintenance of \$7.5 per ft² of gross floor area every five years.
- Escalation (see **Figure 6** below):
 - Market rental rates are assumed to increase by 3% per year for the first 20 years of operation, by 2.5% per year for the following 20 years, and afterwards by 2% per year.
 - Affordable rental rates are assumed to increase by 2.5% per year for the first forty years of operation and afterwards by 2% per year.
 - Periodic structural maintenance costs are assumed to increase at the same rate as market rental rates.

Figure 6: Rental Rate Escalation Assumptions



9.3.4 Financing

The only form of cash available to rental development is called “takeout financing”. It is essentially a mortgage against the project’s ongoing net revenue. For a given magnitude of net revenue, the quantity of takeout financing available is determined by three parameters:

1. Interest rate: the amount of interest charged per year as a portion of outstanding debt;
2. Amortization period: the duration of the mortgage; and
3. Debt service ratio: the ratio of net revenue to mortgage burden.

In this analysis, the Consultant applied different assumptions for these parameters to Non-Market and Private Partner Scenarios because public sector affordable housing initiatives are able to access more favourable borrowing terms than private sector developments:

- In Non-Market Scenarios (as instructed by the CRD):
 - Interest rate: 4.27%.
 - Amortization period: 35 years.
 - Debt service ratio: 1.1.
 - **Resulting ratio of takeout financing to one year of net revenue: 16.6.**
- In Private Partner Scenarios:
 - Interest rate: 7%.
 - Amortization period: 25 years.
 - Debt service ratio: 1.25.
 - **Resulting ratio of takeout financing to one year of net revenue: 9.5.**

In summary, because of its more favorable lending parameters, non-profit development in Non-Market Scenarios can access 75% more financing per unit of operating income compared to for-profit development in Private Partner Scenarios.

The quantity of takeout financing available in each scenario is equal to the quantity of construction financing available because the takeout financing is used to retire the construction loan. The Consultant applied the following assumptions to construction financing:

- Planning period: 12 months.
- Construction period: 12 months.
- Interest on equity, which represents opportunity cost:
 - In Non-Market Scenarios: none.
 - In Private Partner Scenarios: 10%.
- Construction financing interest rate:
 - In Non-Market Scenarios, in the first year: 4.6%.
 - In Non-Market Scenarios, in the second year: 3.5%.
 - In Private Partner Scenarios: 7%.

10.0 RESULTS

This section outlines the results of the scenarios and assumptions.

Table 15 shows how each of the Non-Market Scenarios performs to produce a total CRD equity burden: total capital costs minus takeout financing equals the scenario's capital shortfall or equity requirement. With affordable rental rates and parking requirements equal between scenarios, the principal factor driving differences of project performance between municipalities is land price.

Table 15: Non-Market Scenario Capital and Financing Outcomes (\$ million)

		4-storey	6-storey	12-storey	15-storey	18-storey
Total Capital Costs	Central Saanich	\$9.6				
	Colwood	\$20.0	\$21.5	\$24.4	\$26.4	
	Esquimalt	\$19.7	\$25.1	\$37.4		
	Langford	\$18.3	\$23.7	\$28.0	\$32.0	\$37.7
	Oak Bay	\$22.0	\$23.3	\$26.8	\$29.4	
	Saanich	\$20.3	\$25.9	\$30.2	\$34.2	\$40.0
	Sidney	\$23.2	\$28.1			
	Victoria	\$25.4	\$30.8	\$35.1	\$39.1	\$44.8
	View Royal	\$19.2				
Takeout Financing	Central Saanich	\$4.9				
	Colwood	\$12.1	\$12.7	\$13.9	\$14.8	
	Esquimalt	\$12.1	\$16.0	\$24.0		
	Langford	\$12.1	\$16.0	\$18.0	\$20.0	\$24.0
	Oak Bay	\$12.1	\$12.7	\$14.4	\$15.6	
	Saanich	\$12.1	\$16.0	\$18.0	\$20.0	\$24.0
	Sidney	\$12.1	\$16.0			
	Victoria	\$12.1	\$16.0	\$18.0	\$20.0	\$24.0
	View Royal	\$12.1				
CRD Equity Requirement	Central Saanich	\$4.7				
	Colwood	\$8.0	\$8.7	\$10.4	\$11.7	
	Esquimalt	\$7.7	\$9.2	\$13.4		
	Langford	\$6.3	\$7.8	\$10.1	\$12.0	\$13.7
	Oak Bay	\$9.9	\$10.6	\$12.4	\$13.8	
	Saanich	\$8.3	\$9.9	\$12.2	\$14.3	\$16.0
	Sidney	\$11.2	\$12.1			
	Victoria	\$13.3	\$14.9	\$17.2	\$19.2	\$20.8
	View Royal	\$7.1				

Due to the extremely low parking requirements (**Section 9.3.2**) and relatively high affordable rental rates (**Table 14**) assumed for affordable units in these scenarios, the Private Partner Scenarios can

provide 100% affordable housing in all scenarios except in Central Saanich, where rental development is not viable due to its low density.

In fact, the private developers in these scenarios can afford to pay a land lease amount (white panel in **Table 16** below) which is in some cases greater than the land price (certain densities in Esquimalt and Langford, indicated in green below), meaning that the CRD would profit from these developments. If the CRD would prefer not to take profit but rather to break even, they may elect to reduce affordable rental rates in such cases, although this is not modelled here.

Table 16: Private Partner Scenario Capital and Financing Outcomes (\$ million)

		4-storey	6-storey	12-storey	15-storey	18-storey
Land Cost	Central Saanich	Not viable				
	Colwood	\$4.03	\$4.03	\$4.03	\$4.03	
	Esquimalt	\$4.13	\$4.13	\$4.13		
	Langford	\$2.68	\$2.68	\$2.68	\$2.68	\$2.68
	Oak Bay	\$6.06	\$6.06	\$6.06	\$6.06	
	Saanich	\$4.28	\$4.28	\$4.28	\$4.28	\$4.28
	Sidney	\$7.17	\$7.17			
	Victoria	\$8.82	\$8.82	\$8.82	\$8.82	\$8.82
	View Royal	\$3.31				
Land-Lease	Central Saanich	Not viable				
	Colwood	\$2.95	\$2.63	\$1.83	\$1.25	
	Esquimalt	\$3.27	\$3.95	\$4.30		
	Langford	\$3.10	\$3.70	\$2.80	\$2.15	\$2.75
	Oak Bay	\$3.25	\$2.95	\$2.30	\$1.70	
	Saanich	\$2.93	\$3.45	\$2.50	\$1.80	\$2.30
	Sidney	\$2.30	\$3.23			
	Victoria	\$3.06	\$3.65	\$2.75	\$2.05	\$2.60
	View Royal	\$2.96				
CRD Equity Requirement	Central Saanich	Not viable				
	Colwood	\$1.08	\$1.40	\$2.20	\$2.78	
	Esquimalt	\$0.86	\$0.18	-\$0.17		
	Langford	-\$0.42	-\$1.02	-\$0.12	\$0.53	-\$0.07
	Oak Bay	\$2.81	\$3.11	\$3.76	\$4.36	
	Saanich	\$1.35	\$0.83	\$1.78	\$2.48	\$1.98
	Sidney	\$3.94	\$2.82			
	Victoria	\$5.76	\$5.17	\$6.07	\$6.77	\$6.22
	View Royal	\$0.35				

Table 16 shows how each of the Private Partner Scenarios performs to produce a total CRD equity burden: the cost of land minus whatever land lease the developer can afford equals the scenario's

capital shortfall or equity requirement. It is important to consider market and non-market buildings. The market units will help support the non-market units and as the building ages, there is the ability to increase the number of affordable units.

The CRD Equity rows in **Tables 15** and **16** may be directly compared as they each represent the net cost to the CRD of implementing these scenarios.

Dividing the equity requirements identified in **Tables 15** and **16** by the unit counts indicated in **Table 7** produces an estimate of equity requirement per affordable unit created. This is a general metric of scenario performance and may be used to inform CRD strategy, as shown in **Table 17**.

Table 17: CRD Equity Requirement per Affordable Rental Unit

		4-storey	6-storey	12-storey	15-storey	18-storey
Non-Market Scenarios	Central Saanich	\$292,000				
	Colwood	\$195,000	\$199,000	\$218,000	\$229,000	
	Esquimalt	\$188,000	\$167,000	\$164,000		
	Langford	\$153,000	\$141,000	\$162,000	\$177,000	\$167,000
	Oak Bay	\$241,000	\$242,000	\$253,000	\$261,000	
	Saanich	\$202,000	\$180,000	\$197,000	\$210,000	\$195,000
	Sidney	\$273,000	\$220,000			
	Victoria	\$324,000	\$270,000	\$277,000	\$282,000	\$254,000
	View Royal	\$174,000				
Private Partner Scenarios	Central Saanich	n/a				
	Colwood	\$26,000	\$32,000	\$46,000	\$55,000	
	Esquimalt	\$21,000	\$3,500	-\$2,000		
	Langford	-\$10,000	-\$18,000	-\$2,000	\$8,000	-\$1,000
	Oak Bay	\$68,000	\$71,000	\$77,000	\$82,000	
	Saanich	\$33,000	\$15,000	\$29,000	\$36,000	\$24,000
	Sidney	\$96,000	\$51,000			
	Victoria	\$141,000	\$94,000	\$98,000	\$100,000	\$76,000
	View Royal	\$8,500				

CRD equity requirement per affordable rental units (**Table 17**) indicates the CRD's capital shortfall per unit in each scenario. This represents the CRD cost, minus available funds per unit in each scenario. This is derived differently in the Non-Market and Private Partner Scenarios:

- Non-Market Scenario – the CRD simply pays for the project, and the only source of upfront cash is take-out financing (basically a mortgage). So CRD equity shortfall equals capital costs minus the take-out financing. These items are illustrated in **Table 15**.

- Private Partner Scenario – the CRD buys the land and then leases it to a for-profit developer. The calculation of what a private developer can afford is factored in. The CRD equity shortfall equals the land cost minus the lease. These items are shown in detail on **Table 16**. Note that this is sometimes a negative number, which means that the CRD is in a positive cash situation due to the very low parking requirement anticipated.

By comparing the capital shortfall per unit by scenario, we gain a sense of where and how the CRD's money might go further.

Figure 7: CRD Equity Requirement per Affordable Rental Unit in Non-Market Scenarios

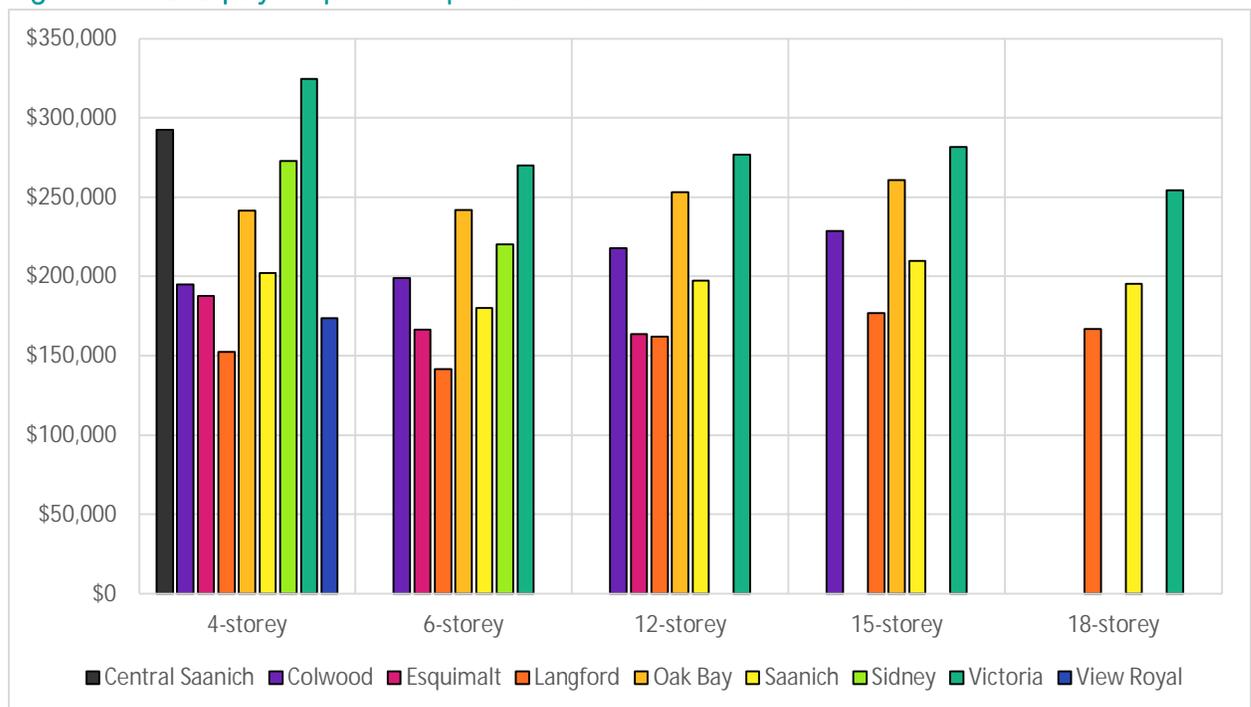
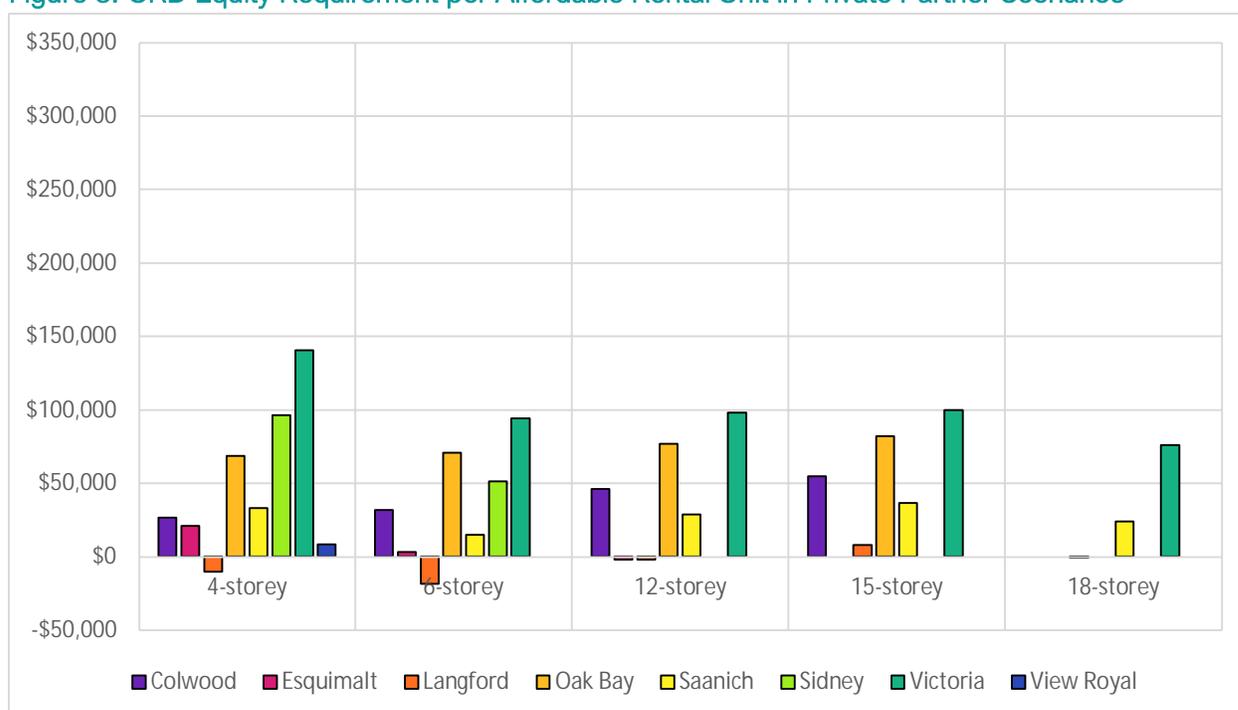


Figure 8: CRD Equity Requirement per Affordable Rental Unit in Private Partner Scenarios²³

In general, in a given municipality and at a given density, the Private Partner Scenario performs better than the Non-Market Scenario. This is because private developers may be satisfied taking many years to recoup their investment, while the CRD is a public entity and views gradual cost recovery as a capital shortfall. Moreover, in some Private Partner Scenarios in Esquimalt and Langford, the supportable land lease that the developer can afford is greater than the price paid for the land by the CRD, meaning that CRD profit is possible.

Non-Market Scenarios tend to achieve equity efficiency in the range of \$150,000 - \$300,000 per unit. The most efficient municipality is generally Langford while the least efficient municipality is generally Victoria. Differences between municipalities are mostly the result of land costs.

Whereas Private Partner Scenarios tend to achieve equity efficiency in the range of zero to \$100,000 per unit, with the exception of \$141,000 per unit at 4 storeys in Victoria. Note again that the CRD equity cost per unit is negative in some scenarios in Esquimalt and Langford because the supportable land lease exceeds land costs. If the CRD would prefer not to take profit but rather to break even, they may elect to reduce affordable rental rates in such cases, although this is not modelled here.

²³ Values for Colwood at 15 storeys (\$3.9 million) and Saanich at 6 storeys (\$1.4 million) are excluded from **Figure 5** because they are so large. These values are so large because these scenarios support so few affordable rental units (one and three, respectively).

According to this analysis, the most efficient approach to creating affordable housing in the Subject Municipalities today would be to use the Private Partner Strategy to build 6-storey wood frame affordable apartment buildings in Langford, which should earn the CRD profit of about \$18,000 per unit. Six (6)-storey wood frame buildings in Langford are also the most economical approach if the CRD chooses to focus on the Non-Market Strategy, in which case the cost to the CRD would be \$141,000 per unit.

Table 18 identifies the most economical approach in each municipality and its achieved efficiency:

Table 18: Optimal Scenario by Municipality

	Optimal Scenario	Equity Requirement per Affordable Unit
Central Saanich	4-storey with Non-Market Strategy	\$292,000
Colwood	4-storey with Private Partner Strategy	\$26,000
Esquimalt	12-storey with Private Partner Strategy	-\$2,000
Langford	6-storey with Private Partner Strategy	-\$18,000
Oak Bay	4-storey with Private Partner Strategy	\$68,000
Saanich	6-storey with Private Partner Strategy	\$15,000
Sidney	6-storey with Private Partner Strategy	\$51,000
Victoria	18-storey with Private Partner Strategy	\$76,000
View Royal	4-storey with Private Partner Strategy	\$8,500

In summary, the Subject Municipalities fall into five categories:

1. In Central Saanich, the most efficient approach is 4-storey wood frame apartments with a Non-Market Strategy because rental housing is not economically viable due to low density.
2. In Victoria, the most efficient approach is a Private Partner Strategy with as much density as possible due to its high land costs.
3. In Esquimalt, the most efficient approach is a 12-storey concrete with a Private Partner strategy.
4. In Langford, Saanich, and Sidney, the most efficient approach is 6-storey wood frame apartments with a Private Partner strategy.
5. In Colwood, Oak Bay, and View Royal, the most efficient approach is 4-storey wood frame apartments with a Private Partner strategy.

These results suggest that in certain locations, it may be possible for the CRD to produce affordable housing very cheaply. This surprising and possibly counter-intuitive result depends on two remarkable assumptions:

1. Affordable rents are here defined as affordable for the region's median income household, including homeowner households. This yields an average rental rate of \$2,100 per month, which is somewhat more affordable than market rents outside of Sooke, but not extremely affordable in absolute terms.

2. The CRD direction to the Consultant was to assume that zero parking stalls will be provided for studio, 1-bedroom, and 2-bedroom affordable units, and that one parking stall will be provided for 3-bedroom affordable units to produce an overall average parking ratio of 0.2 stalls per affordable unit.

The Consultant assumed that parking stalls for market units will be provided in line with each municipality's LUBs and will be inserted into the proforma model at the time of consideration of a specific site and unit ratios. Note that these are blended rates reflecting the target unit size distribution presented in **Table 6**:

- Central Saanich: 1.75 stalls per unit.
- Colwood: 1.36 stalls per unit²⁴.
- Esquimalt: 1.3 stalls per unit²⁵.
- Langford: 1.25 stalls per unit²⁶.
- Oak Bay: 2.25 stalls per unit²⁷.
- Saanich: 1.5 stalls per unit.
- Sidney: 1 stall per unit.
- Victoria: 0.875 stalls per unit²⁸.
- View Royal: 1.4 stalls per unit.

It is assumed that the municipality will require 100% underground parking in all cases. Note that parking construction is the largest cost that varies due to municipal policy.

The Operators Manual, prepared in support of the Housing Acquisition Strategy, provides the details of how to run the proformas for each individual project.

²⁴ Colwood has different parking requirements for different sub-areas. The Consultant assumed the site is located in the "urban centre" area.

²⁵ Esquimalt has different parking requirements for different zones. The Consultant assumed the site is located in a "medium and high-density apartment zone".

²⁶ Langford has different parking requirements for different land use designations. The Consultant assumed the site carries the City Centre or Mixed-Use Employment Centre designation.

²⁷ Oak Bay has different parking requirements for different zones. The Consultant assumed the site is zoned RM-1LD, RM-1MD, RM-1HD, RM-2, RM-3, RM-4, RM-8 or RM-MC1.

²⁸ Victoria has different parking requirements for different sub-areas. The Consultant assumed the site is located in the "village centre" area.

11.0 PURCHASE OF BUILDINGS OR UNITS

Alternative options are available to the CRD for the acquisition of residential units for affordable housing from what has been previously explored in this report. This section looks at two options: purchase an entire existing residential building; and purchase units in a market building. It is noted that all options here, either buy a building or buy units, would still be required to meet the walkability criteria for affordable housing.

11.1 Purchase Existing Residential Buildings

This option would be for the CRD to purchase of an existing multi unit residential building. The benefits to purchasing an existing building include:

- There are more sources of provincial and federal funding for the purchase of an existing building than raw land.
- The land is already serviced.
- DCCs and CACs would not apply (even though they could be waived by the Municipality).
- The building has been approved under the LUB and the density has been accepted by the community.
- Purchase of a building is a good use of CRD staff time and capacity, rather than overseeing the assembly of land and the design and construction of a building.

The Consultant looked at several buildings currently for sale in the Region. The building's age could range from the 1970s to the 2010s. Three examples are provided here, and the full assessment of existing residential buildings for sale or those that had recently been sold as of November 1, 2023, is included in **Appendix D**.

When assessing an existing residential building, a renovation fee per unit has been applied. Based on the Federation of Canadian Municipalities research for housing grants, renovations per unit can range between \$40,000 and \$90,000 per unit based on age and previous renovations. The three examples show a range of age and renovation cost estimates.

- Langford (Goldstream) – This 5-storey building with 166 units was constructed in 2019. The assessed value of the building was \$54.7 million. It meets the walkability criteria. Considering the age of the building, the cost of renovation has been estimated at \$40,000 per unit (\$6,640,000) for a total move in cost of \$61,340,000 or \$370,000 per unit.
- Central Saanich (Brentwood Bay) – This 6-storey building has 92 units and was constructed in 1992. The assessed value of the building was \$25,111,000. This development is near the Brentwood commercial area and meets the walkability criteria. This building has 92 units.

Based on the age of this building, a renovation costs per unit of \$55,000 has been used (\$5,060,000) or a total move in cost of \$30,171,000 or \$328,000 per unit.

- City of Victoria (Yates Street) - This 4-storey building with 77 units was constructed in 1966. The assessed value of the building was \$20,362,000 million. It meets the walkability criteria. Considering the age of the building, the cost of renovation has been estimated at \$90,000 per unit (\$6,930,000) for a total move in cost of \$27,292,000 or \$354,500 per unit.

The recommendation is to consider buildings with 16 or more units, to use funds efficiently and make management of the units cost effective.

There are a number of potential challenges including:

- The existing building was developed at previous lower density regulations. And while this demonstrates zoning and community support, the density may be far less than what could be achieved under current zoning and policies; thereby, losing potential residential units if the site were to be redeveloped. For example, a building may have 16 units and if developed under current regulations, could potentially create 60 units. This reflects a loss in overall housing units.
- The building might not meet current building codes. This could be particularly related to heat, HVAC, access and building materials. Accessibility could require installation or upgrade of elevator, widening of doorways, or inclusion of ramps and provision of storage for scooters.
- The building may require renovations and upgrades. Depending on the age of the building and the dates of the last renovations, the units may require some upgrades to meet current building code standards.
- Buildings that are currently occupied that may require major renovations, will have to plan to relocate tenants during the renovations. The tenants may be guaranteed a unit in the building and new rents may need to be re-established.

11.2 Purchase of Turnkey Units

This option is to purchase units in market buildings to then be managed by the CRD as affordable housing units.

The benefits to purchasing “turnkey” units include:

- Less capacity and fewer resources from the CRD.
- Certainty of approval and use.
- As with the purchase of an entire building, the option for purchasing “turnkey”²⁹ units in market buildings allows the CRD to avoid any land assembly, zoning issues, purchase of land and construction delays.

²⁹ Turnkey refers to something that is ready for immediate use, in this case, an apartment that has been built by a third party and ready for immediate use of the CRD and potential tenants.

- Purchase of the units would be negotiated with builder/developer pre-completion and developer may receive some reductions in DCCs and AACs, along with waiving of fees to match the percentage of affordable units.
- As with the purchase of a whole building, there are some potential challenges:
 - Developers may not be amenable to having “affordable” units in their market buildings.
 - If the building is a strata building, the strata fee would have to be subsidized by the CRD for ongoing operational costs.

11.3 Financial Viability

Based on the financial assessment completed for this report, purchase of a building or of turnkey units should consider all costs associated with the purchase, and the operationalization (which may include renovations or upgrades). From the examples above in Section 11.1, paying more than \$400,000 for a unit reduces the financial viability for affordability.



12.0 DATA GAPS AND CHALLENGES

12.1 Data Gaps

This report used 2021 Federal Census data for incomes. The 2021 Federal Census income stats are based on 2020 income. The incomes were not factored up to reflect cost of living increases. The direction from the CRD was that salaries had not kept pace with the cost of living and as such would not be representative when calculating median incomes or affordable rents. This must be considered at the time a project is selected and individual tenants will be required to prove income to become tenants in future developments.

12.2 Challenges

Freeing up public lands is a process that requires a considerable amount of time. Both the Provincial and Federal governments have recently pledged over \$22 million in grants and financing for the next decade. However, it is crucial to note that the allocation of this funding is contingent on establishing partnerships with local governments or other funders to facilitate the development initiatives. In this collaborative approach, non-profit organizations are expected to play a pivotal role by contributing land and/or making substantial equity contributions.



Moreover, projects seeking funding must demonstrate financial viability and provide evidence of approval, emphasizing the importance of meeting specific criteria within a short timeline to secure the necessary financial support.

This dual-layered framework underscores the complexity and interconnectedness of the funding process, emphasizing the need for cooperation and shared responsibilities among various stakeholders involved in freeing up public lands for developmental purposes.

These expectations continue to place considerable pressure on local governments to support non-profit housing development in their communities, and to become active beyond their traditional land use planning and development approval's role in the provision of affordable housing. Another challenge that has been noted in this report is that the CRD does not control the zoning or development approvals for affordable housing. The CRD must work with the individual municipalities to identify a property that can be rezoned for the appropriate density to accommodate a financially viable development. Public opposition may be a challenge to the approval of these developments.

13.0 STRATEGY AND RECOMMENDATIONS

The CRD and member municipalities have prepared housing needs assessments and housing action plans. Generally, these documents recognize the inherent connection between housing and access to public transportation, proximity to services and facilities and the complicated relationship between housing and mental health.

In response to the regional growth pressures and housing affordability issues, the primary focus of Municipal OCPs are to encourage complete communities. Strategies are needed to preserve existing rental housing stock and support existing tenants. The Acquisition study emphasizes locating market rental and non-market rental housing near transit and leveraging transit-oriented development opportunities. The provision of affordable housing is also related to the costs and timing for approvals of projects and removing or reducing any barriers to quick approvals will assist in the delivery of more housing units, of which affordability can be a component.

The Housing Acquisition Strategy for the CRD should be multi-focused and flexible and be able to respond to opportunities quickly. It is recognized that:

- There is a housing crisis and many people cannot afford appropriate housing for their household;
- This report has focused on rental units only;
- Affordable housing takes many forms including near market, supportive and temporary;
- Housing the vulnerable populations is not just a bricks and mortar issue but it includes deeper mental health and social impediments;
- The prospect of combining non-market and market units in a single building enhances the financial viability of the project; and
- This strategy primarily focuses on the near market rental units.

This report explores a variety of strategies for increasing the availability of land for new affordable rental supply:

1. Utilizing lands already owned by non-profits, local governments, and senior governments for affordable housing, and exploring innovative methods to expand this land inventory.
2. Using the OCP to identify lands for housing, thereby not requiring public hearings for rezoning.
3. Pre-zoning lands for housing to reduce the costs and time to process applications.
4. Using the rezoning process and associated tools to allow for density bonusing, relaxation of DCCs and ACCs.
5. Using the local jurisdiction authority to waive fees for affordable housing projects.

6. Establishing inclusionary requirements for affordable housing units in new multi-family residential development projects.

Based on our findings and research the following initiatives cited as being instrumental to incentivizing affordable housing:

- These results suggest that in certain locations, it may be possible for the CRD to produce affordable housing very cheaply. This surprising and possibly counter-intuitive result depends on two remarkable assumptions:
 - Affordable rents are defined here as affordable for the region's median income household, including homeowner households. This yields an average rental rate of \$2,100 per month, which is somewhat more affordable than market rents outside of Sooke, but not extremely affordable in absolute terms.
 - Parking provision of only 0.2 stalls per affordable unit (zero per studio, 1-bedroom, and 2-bedroom units and one stall per 3-bedroom unit).
- Leverage Federal/Provincial surplus or under-utilized public properties in frequent transit locations for rental housing for very low to moderate income households, where appropriate, to achieve long-term housing, transit, and financial objectives.
- Reduction or removal of parking requirements, particularly underground parking, is critical for the affordability of housing. With the cost of a single underground parking stall of \$50 to \$70,000, it becomes clear that parking reduces the affordability significantly. This is why the locational criteria of a walkable site, is so important for affordable housing.
- Complimentary to reduced parking is the need for improved and enhanced transit to service the area and improve the walkability and reduce the dependence on personal vehicles.
- Establish transit-oriented inclusionary housing targets for purpose built rental and for housing affordable to very low to low-income households within 800m of new or existing transit stations and 400m of frequent bus corridors that are anticipated to accommodate enhanced residential growth.
- Provide incentives for new purpose-built rental housing and mixed income housing located in transit-oriented locations to enable these developments to achieve financial viability, as warranted.
- Offer incentives and use tools that will help make development of new purpose-built market rental housing financially viable (i.e., parking reductions, fee waivers, increased density, and fast-tracking), as needed.

The financial model will consider a number of criteria that will for the proforma for each individual site. The information will be added to the worksheet and the outcome will provide a proforma identifying the financial viability of the project.

The criteria to be considered are shown in **Table 19**.

Table 19: Input Data for Financial Model

Land Costs	Architect fees	Operating Costs
Land Financing	Engineering Fees	Periodic Improvements
Construction Costs	Site Servicing	Structural Reserve Fund
Construction Financing	Site Connections	Tenant Improvements
Property Tax Transfer	DCCs and ACCs	Hard Cost Contingency
Other Closing Costs	Landscaping, Signage and Lighting	Furniture, Fixtures and Equipment
Real Estate fees	Project Management	Survey
Property Taxes	Other Consultants	Accounting
GST	School Site Acquisition Charge	Legal
Rezoning Fee	Research and Appraisal	Insurance
Development Permit Application Fee	Building Permit and Inspection Fees	Utilities



Appendix A

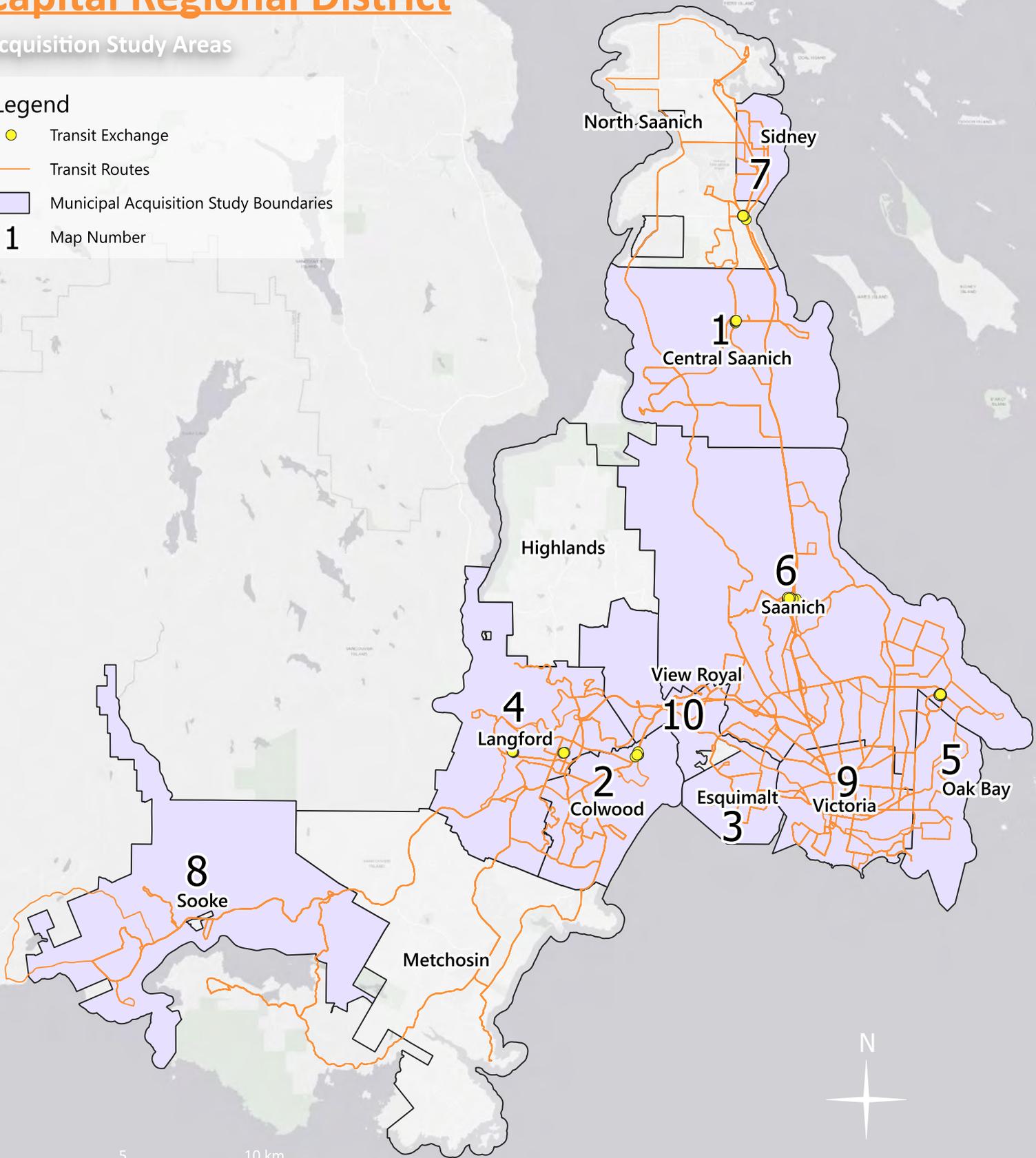
Walkability Maps

Capital Regional District

Acquisition Study Areas

Legend

-  Transit Exchange
-  Transit Routes
-  Municipal Acquisition Study Boundaries
- 1** Map Number



SCALE 1:200,000

District of Central Saanich

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit stops
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- Central Saanich Parcels
- Central Saanich Administrative Boundary

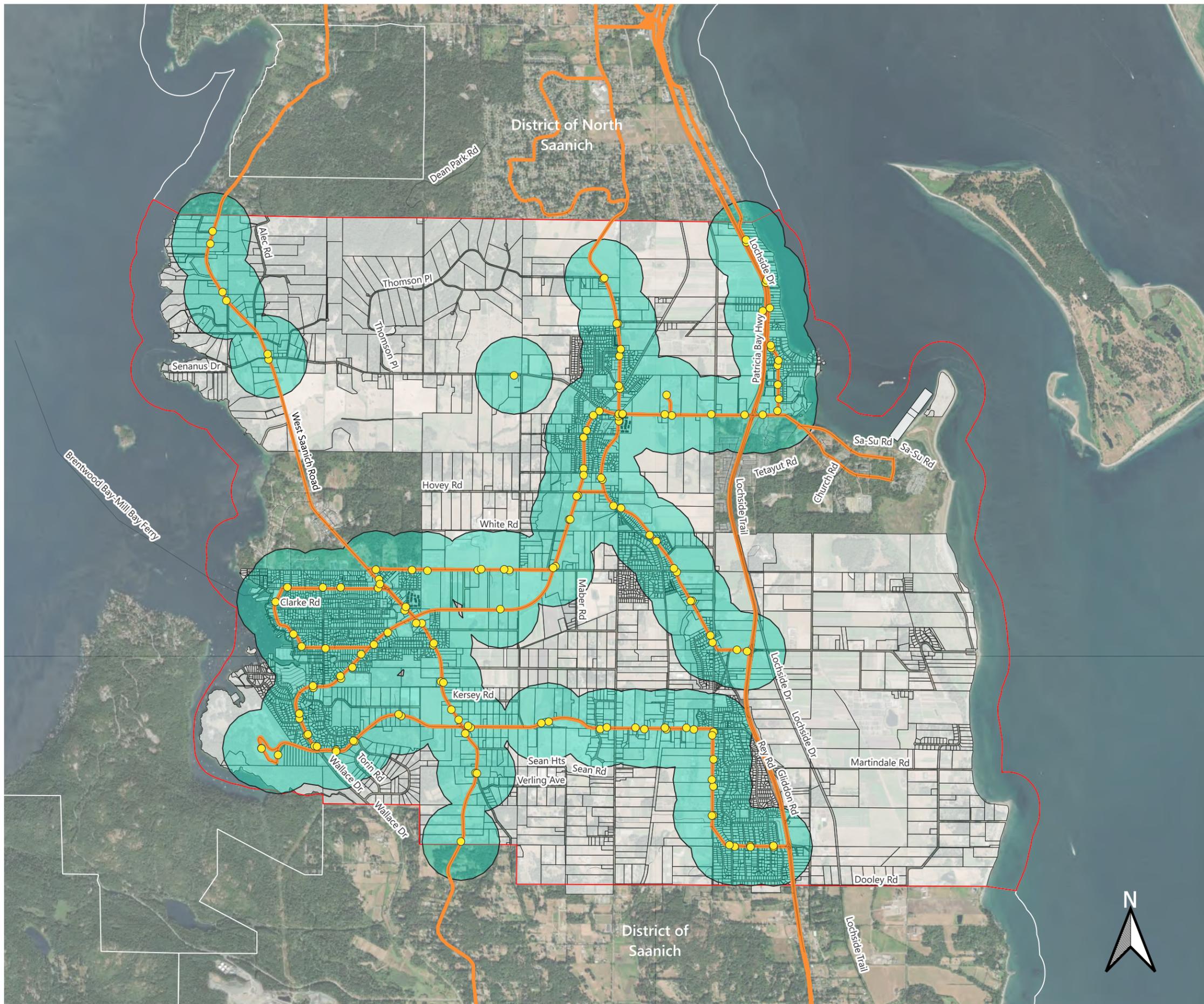


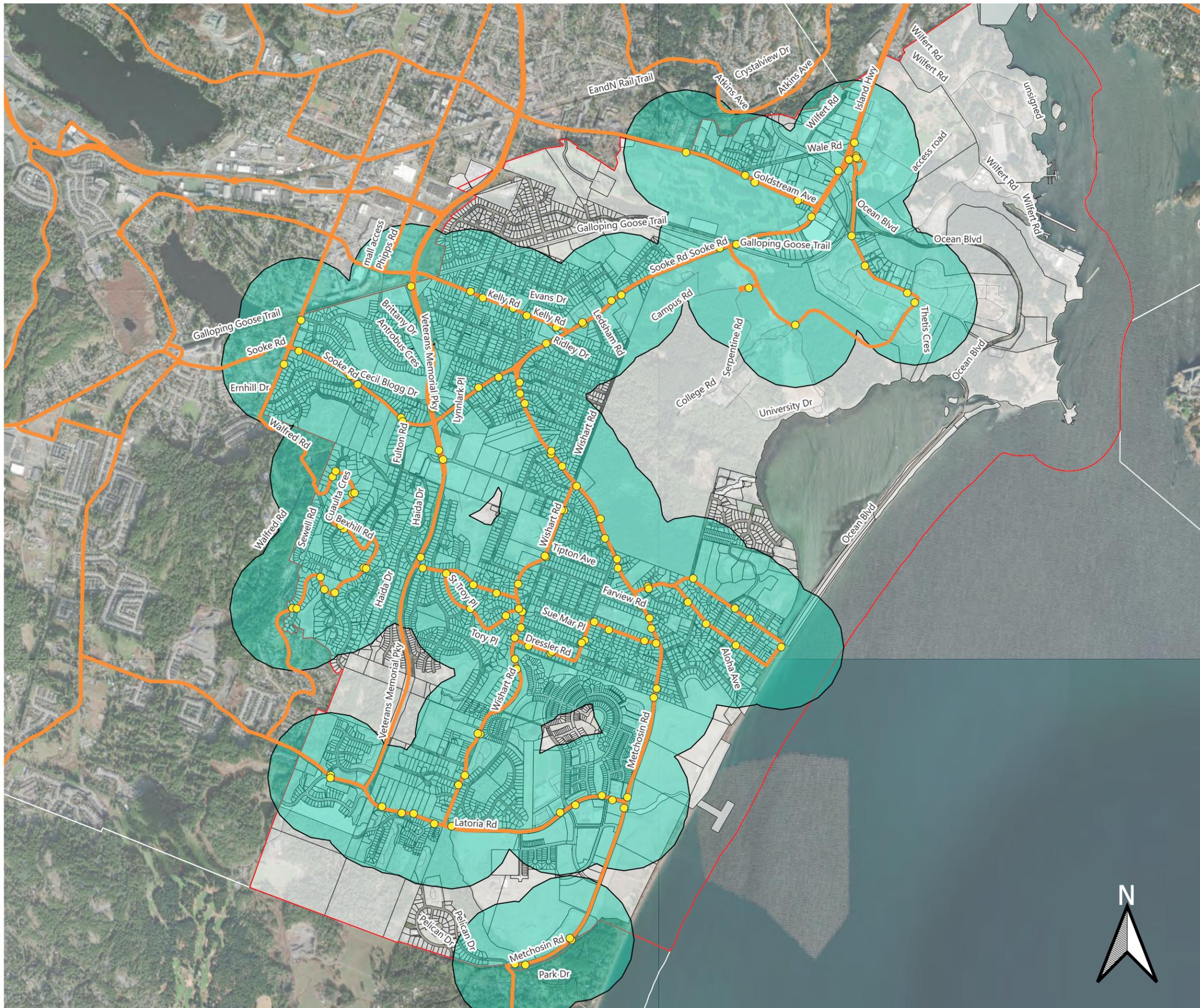
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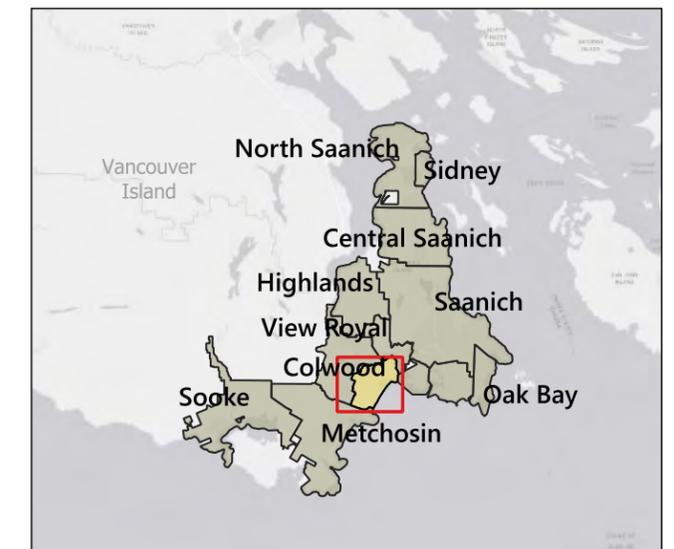
City of Colwood

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stops
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- City of Colwood Parcels
- City of Colwood Administrative Boundary



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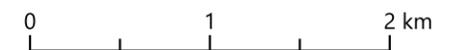
City of Langford

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stops
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- Langford Parcels
- Langford Administrative Boundary



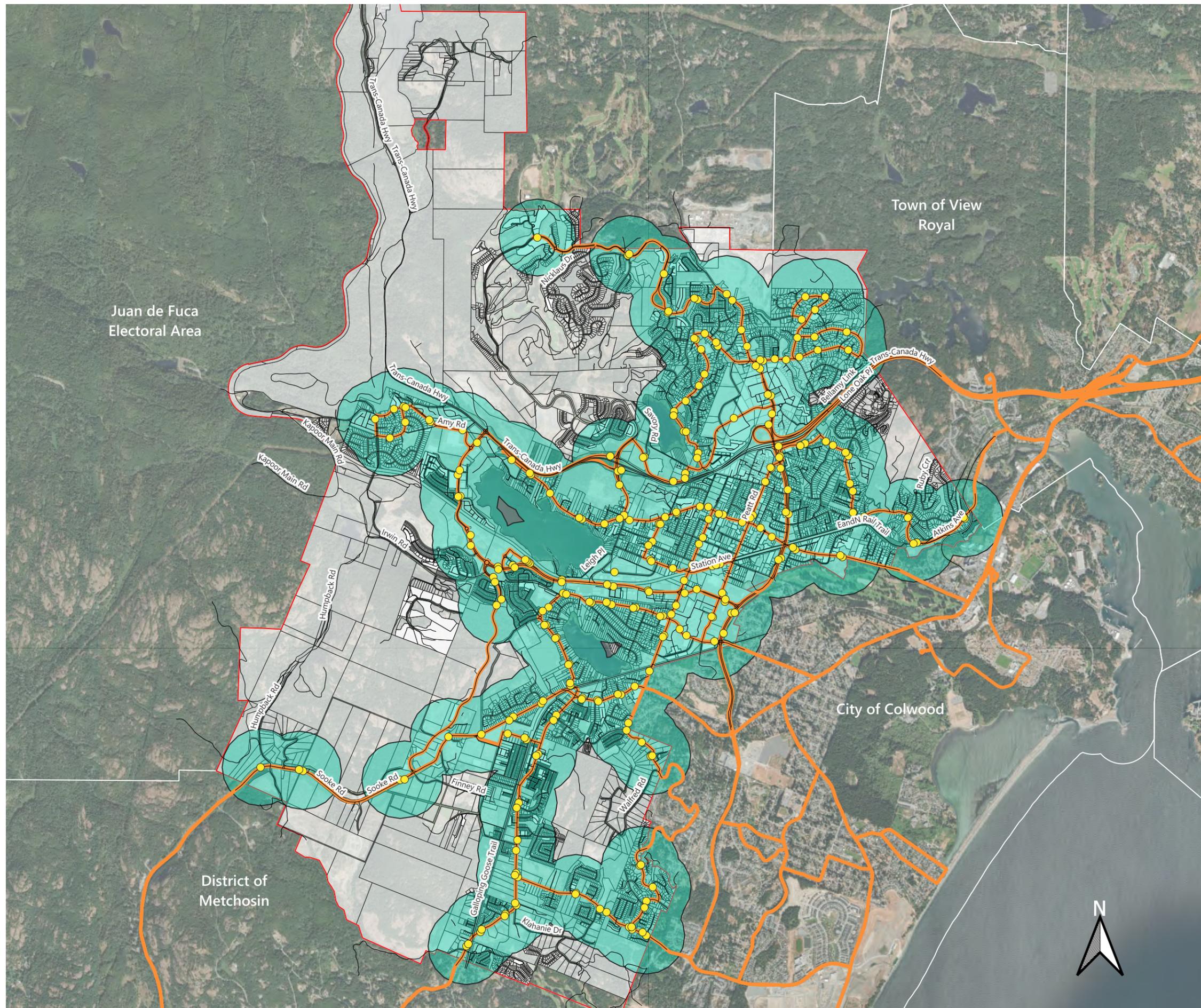
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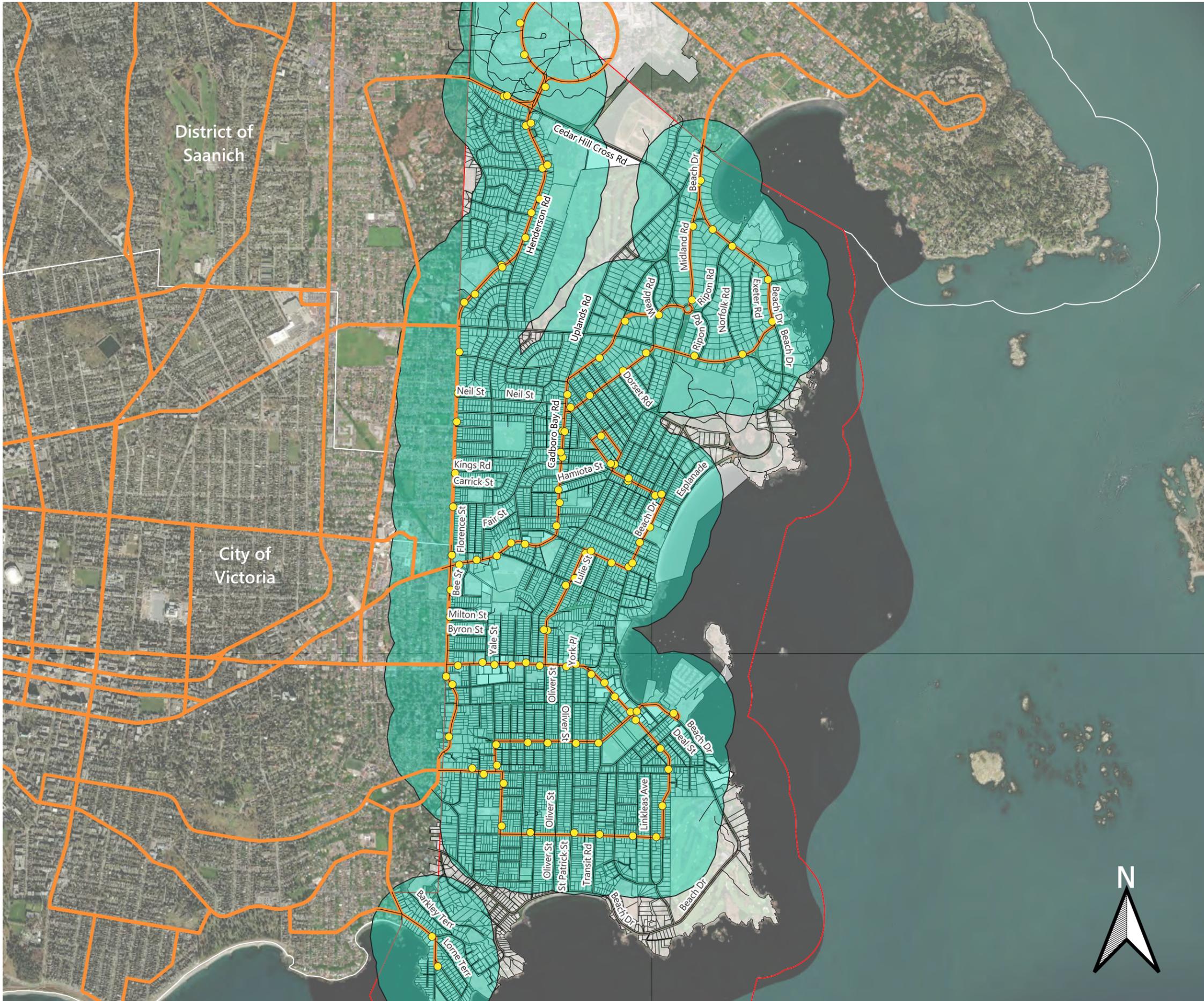
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District of Oak Bay

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stops
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- Oak Bay Parcels
- Oak Bay Administrative Boundary



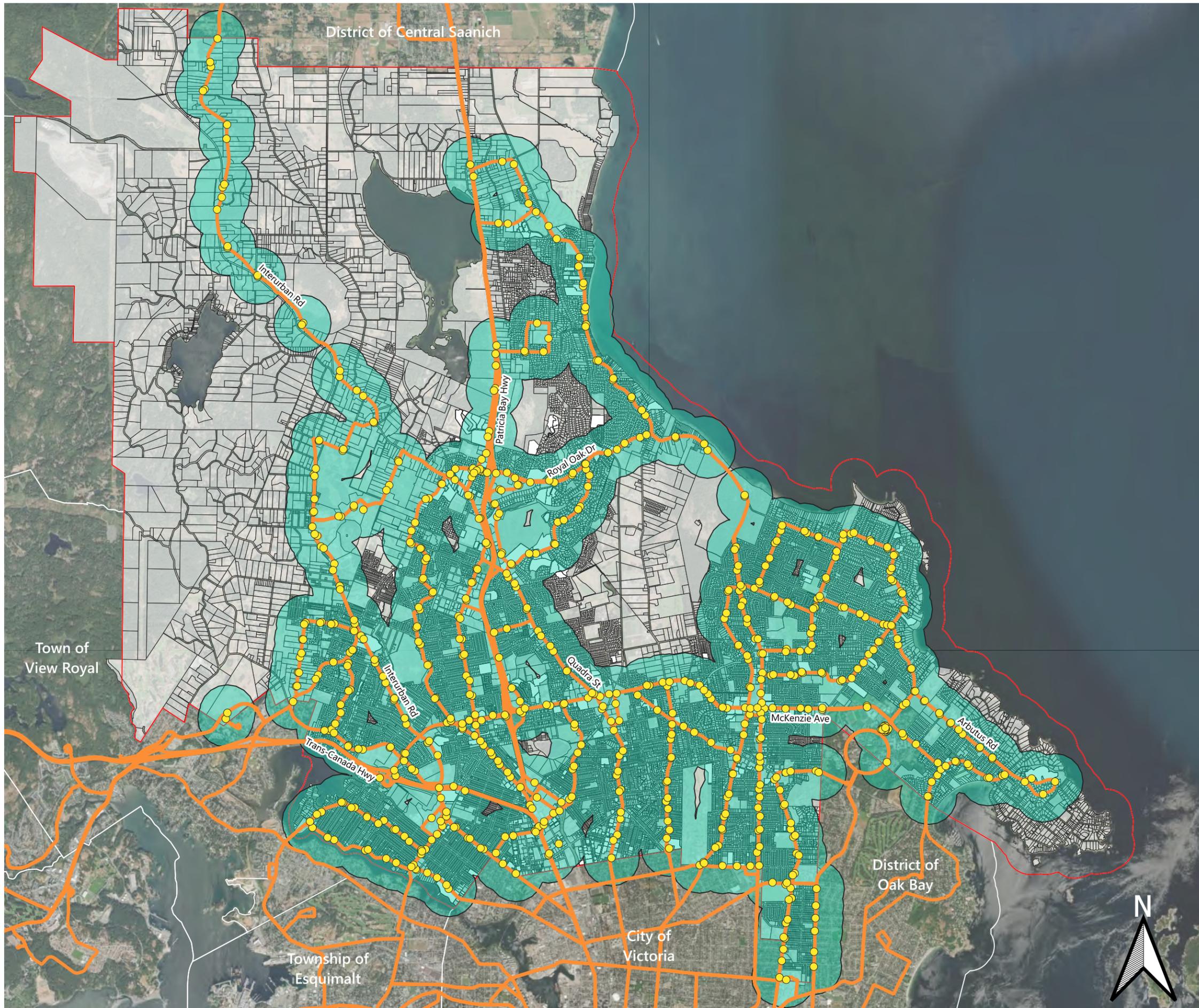
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District of Saanich

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stop
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- Saanich Parcels
- Saanich Administrative Boundary



Projection: NAD83/UTM 10N 1: 55,000

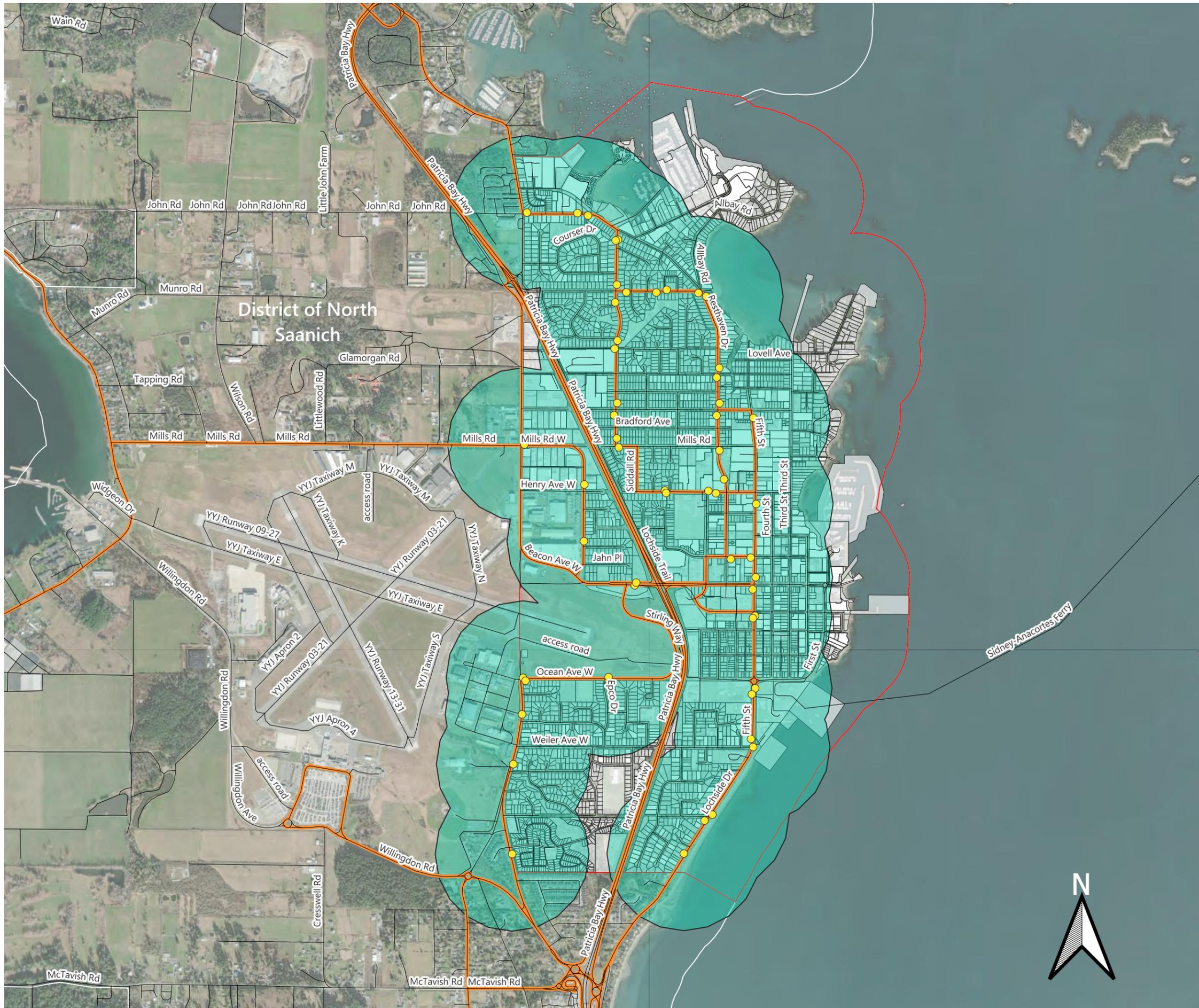
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Town of Sidney

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stops
- 400m Boundary from Transit Stops
- Transit Routes
- Street Network
- Sidney Parcels
- Sidney Administrative Boundary



Projection: NAD83/UTM 10N 1: 20,000

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District of Sooke

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stops
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- Sooke Parcels
- Sooke Administrative Boundary



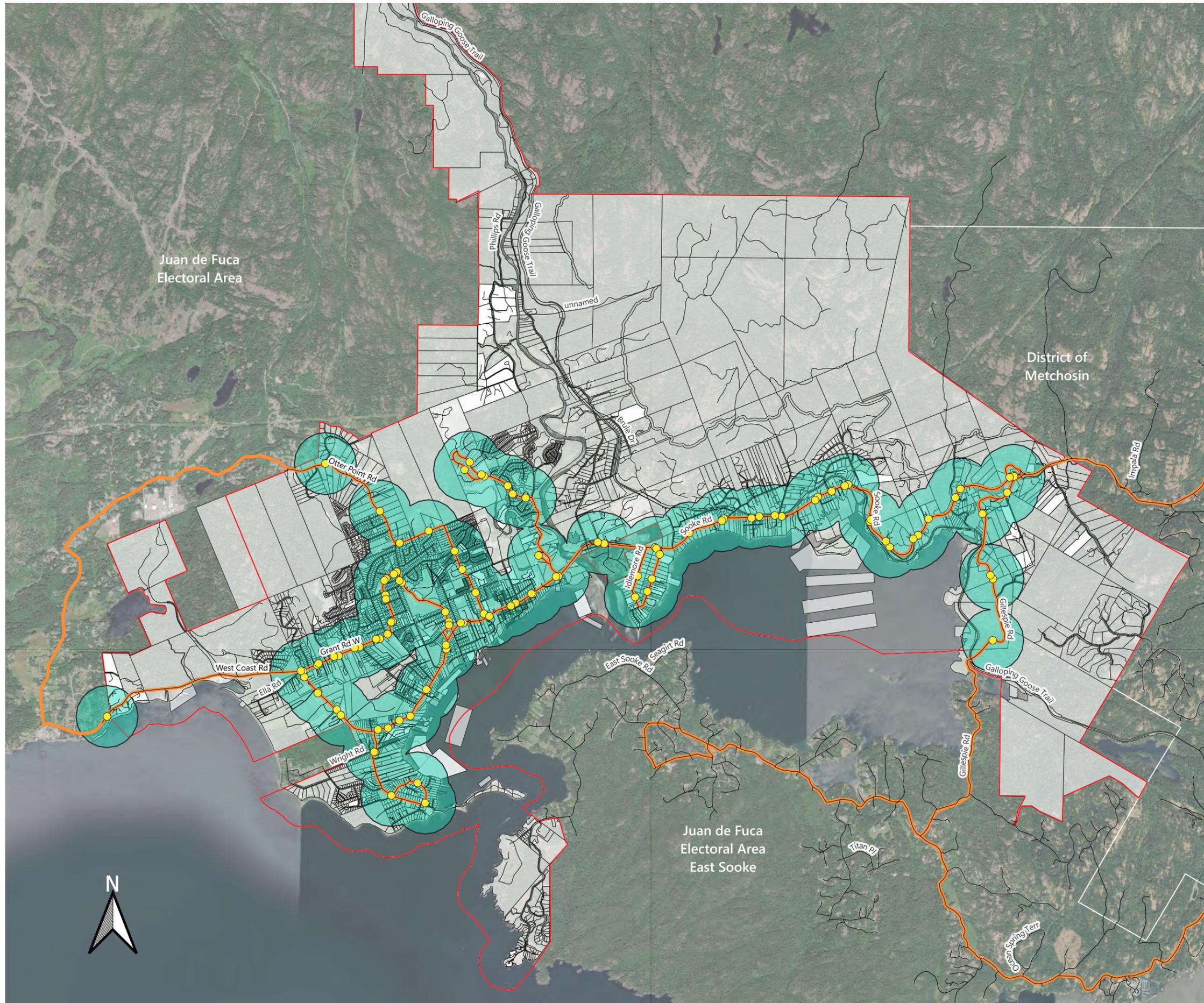
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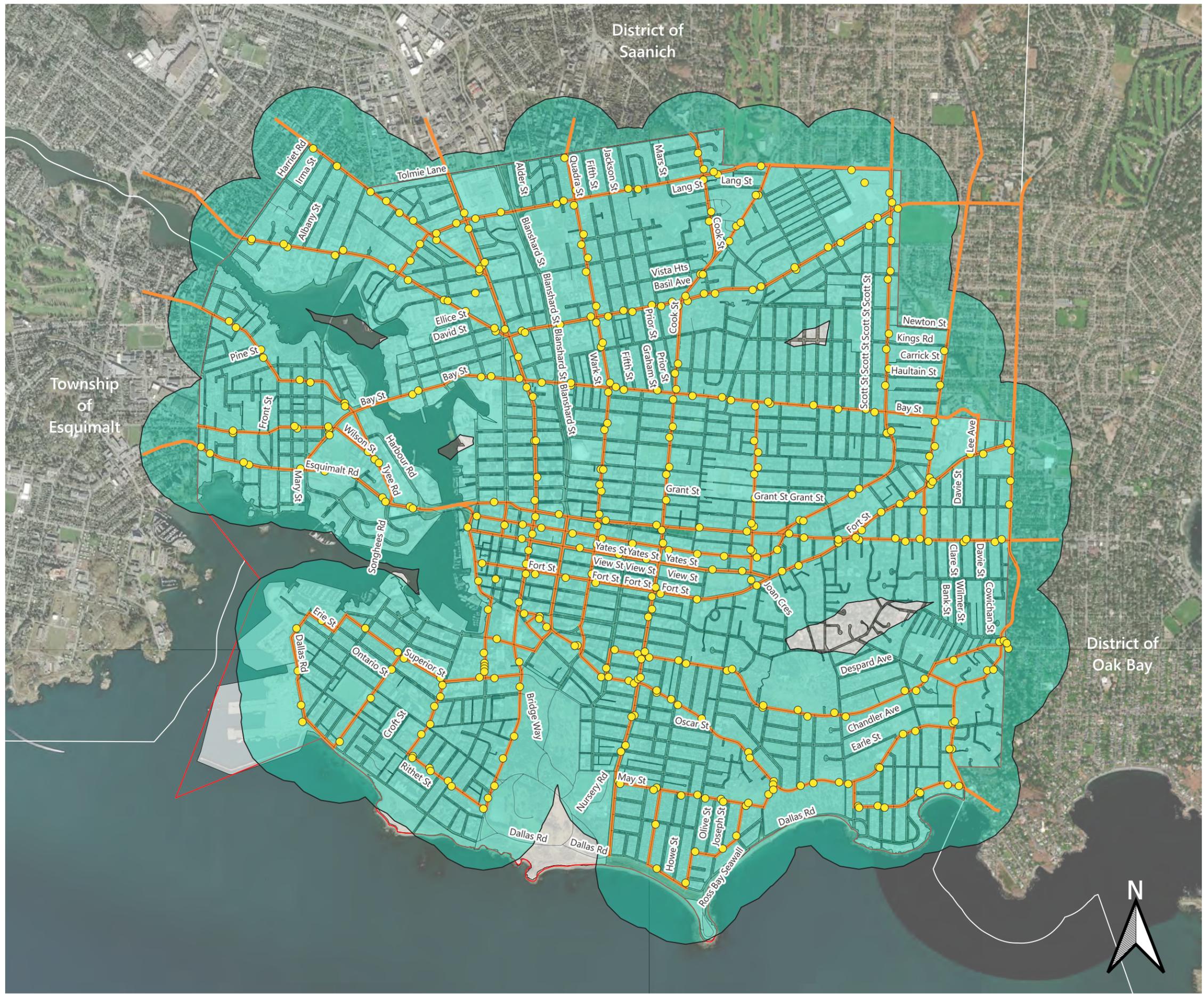
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City of Victoria

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stops
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- Victoria City Blocks
- Victoria Administrative Boundary



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Town of View Royal

400m Boundary From Transit Stops

Capital Regional District
Regional Housing: Acquisition Strategy



- Transit Stop
- 400m Boundary from Transit Stop
- Transit Routes
- Street Network
- View Royal Parcels
- View Royal Administrative Boundary



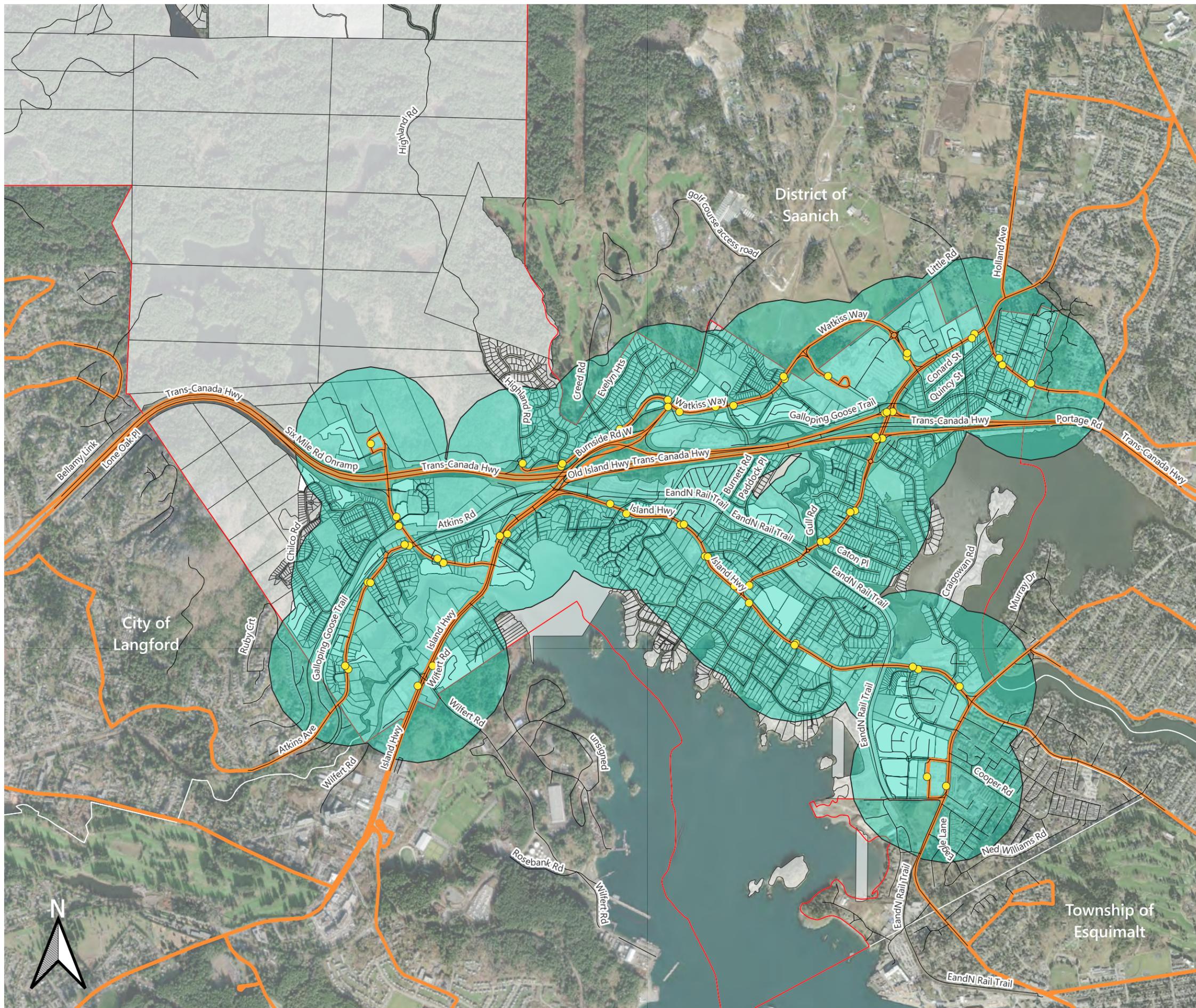
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Appendix B

Municipal Policy and Regulation Summary

	Median HH Income (Based on 2020 data)	Median Cost of Living Adjustment	Apartment Densities	Rezoning Fee	Building Permit Fee	Development Permit Fee	Development Cost Charges	School Site Acquisition Charge	Notes
Central Saanich	103,000	2021 = \$103,515 2022 = \$105,683.215 2023 = \$112,998.429	Bachelor Apartment minimum of 40.0 m ² net of common area 1 Bedroom Apartment minimum of 50.0 m ² net of common area 2 Bedroom Apartment minimum of 65.0 m ² net of common area 3 Bedroom Apartment minimum of 80.0 m ² net of common area 4 Bedroom Apartment minimum of 111.5 m ²	Single Residential/ Duplex Min Fee: \$3600 OR \$360 per lot, whichever is greater Multiple dwellings or townhouse: \$4800	Min Fee \$150 Portion of construction value up to \$100,000 \$150 plus 1.30% Portion of construction value from \$100,001 to \$500,000 plus 1.20% Portion of construction value over \$500,000 plus 1.00%	N/A	Residential Detached: \$6101 Residential Small Detached: \$5431 Multi-family Residential: \$3944	Set by the province through the SSAC calc.: Low Density Residential (1-20 units/Ha), \$1,000/unit Medium Low Density (21 to 50 units/Ha), \$900/unit Medium Density (51 to 125 units/Ha), \$800/unit Medium High Density (126 to 200 units/Ha) \$700/unit High Density (201+ units/Ha) \$600/unit	Bylaw to Provide a Reduction of Development Cost Charges
Colwood	102,000	2021 = \$102,510 2022 = \$104,657 2023 = \$111,895	Apartment Residential designation are 100 uph (40 upa) to 250 uph (100 upa)	\$4,193 (base fee) + \$0.25 /m ² lot area <5,000 m ² + \$0.12/m ² lot area >5,000 m ²	Permits less than \$1,000 or less = \$50 For permits in excess of \$1,000.00, the fees shall be \$50.00 or the first thousand, plus \$12.00 per thousand or part for the next \$99,000.00, plus \$10.00 per thousand or part for the next \$400,000.00, plus \$8.00 per thousand, or part thereof, for the remainder Application Fee included in Building Permit Fee Permits with a construction value of \$200,000 or less: \$100.00 Permits with a construction value more than \$200,000. \$1,000.00Application Fee, non-refundable, included in Building Permit Fee Permits with a construction value of \$200,000 or less: \$100.00	N/A	Single Family: \$7015 Townhouse/ Duplex: \$4539 Apartment/ Condo: \$4624		Development Cost Charges Estimator: https://www.colwood.ca/city-services/development-services/development-cost-charges-estimator
Esquimalt	76,000	2021 = \$76,380 2022 = \$77,979 2023 = \$83,356	Medium density residential FAR of up to 2.0 or 6 storeys High Density residential FAR up to 3.0 or 12 storeys	\$1000 plus \$500 for each dwelling unit	For permits \$1000.00 or less in value=\$50.00 For permits in excess of \$1000.00 in value the fees shall be \$50.00 of the first thousand, plus \$13.00 per thousand or part thereof for the next \$99,000.00, plus \$11.00 per thousand or part thereof for the next \$400,000.00 and \$9.00 per thousand in excess of \$500,000.00	Single Family Infill dwelling unit \$750/dwelling unit Duplex \$750/dwelling unit Multiple Family Residential \$1200 plus \$120/dwelling unit Mixed use development Fee to be calculated based on the combined fees for the	Does not have DCCs		
Langford	93,000	2021 = \$93,465 2022 = \$95,428.36 2023 = \$102,016.29	N/A	Text amendment only: \$1116 Text amendment only under existing zoning for changes to not more than two aspects of the Zoning Bylaw: \$2226 All land uses: <1000m ² of site area: \$3465 1001m ² - 8094m ² : \$7159 >8094m ² - 40467m ² : \$10275	N/A	Interface Fire Hazard DP Ara: \$310 Riparian DP Area: \$618 Two-Family Residential (Duplex): \$991 Two-Family Residential (Duplex, not compliant with DG): \$2539	Link to Development Cost Charges for Major Roads, Sewers, Water Board.		
Oak Bay	107,000	2021 = \$107,535 2022 = \$109,778.83 2023 = \$117,355.44	N/A	Zoning By-law Amendment = \$2,500 Additional deposits in increments of Five Hundred Dollars \$500	Building Permit fees are based on the value of construction	\$500.00, plus \$65.00 for each variance of a bylaw provision in excess of one that is required to accommodate the development or other proposal represented by the application	N/A		
Saanich	93,000	2021 = \$93,465 2022 = \$95,428.36 2023 = \$102,016.29	N/A	\$2,000.00 where the application is to rezone lands in any zone EXCEPT that a lesser fee of \$1,000.00 shall be submitted where the application is to rezone lands from one single family zone (RS) to another single family zone (RS) for the sole purpose of creating one lot for single family dwelling use	Value of \$1000 or less: 100.00 Value of \$1001 - 499,999: \$ 13.00 / \$1,000 of Permit Value Value of \$500,000 +: 10.00 / \$1,000 of Permit Value	\$500.00	Single Family Residential: \$11542 Duplex/Triplex/Quadplex: \$9108 Townhouse Residential: \$8071 Apartment Residential: \$6162		
Sidney	77,000	2021 = \$77,385 2022 = \$78,015.68 2023 = \$83,401.38	Multi-family Residential Density and Height: 45-65 UPH, up to 6 storeys	Joint Zoning and OCP = \$1,800.00 plus \$1,50.00 Public Hearing and \$300 mail-out deposit Amendment to Zoning Bylaw = \$1,300.00 plus \$1,500.00 Public Hearing and \$300 mail-out deposit	Plan Processing Fee for Building Permit Application: Construction value less than \$100,000: \$50 Construction value greater than \$100,000: \$100 Commercial or multi-family new construction: \$200 Reduced fee for alterations, additions, or repairs to existing buildings: \$100 Building Permit Fee (based on construction valuation): \$1,000 or less: \$100 Over \$1,000: \$100 for the first \$1,000, plus \$13 per thousand for the next \$99,000, plus \$11 per thousand for the next \$400,000, and \$9 per thousand for amounts over	DP Minor = \$150.00 DP Major = \$300.00 plus \$50.00 per unit of residential construction as per the application \$300.00 plus \$0.50 x m ² of floor area as per application for all other uses	Town DCCs vary by location. For a complete list of the DCCs for your development site, please visit Town Hall or send an email request. (never got back to me)		
Sooke	87,000	2021 = \$87,435 2022 = \$89,272.23 2023 = \$95,434.79	OCP OR Zoning By-law Amendment \$5300.00*. Additional Fee of \$0.15/m² of lot area Link to FAR here:	Zoning By-Law Amendment: \$5300*+\$0.15/m ² of lot area	Building Permit Fees Based on Construction Value	Development Permit \$1200.00 \$1.50/m ² of gross floor area Development Permit Amendment \$700.00 n/a	Low Density Residential: \$16,237 Medium Density Multi-Family: \$8882 High Density Multi-Family: \$5251		
Victoria	67,500	2021 = \$67,837.50 2022 = \$69,262.08 2023 = \$74,046.35	Total FSR of a residential component for non-market housing may range up to approximately 2.5:1, as indicated in local area plans	Up to 3 dwelling units (excluding Duplex/ Triplex) \$2000 per dw/unit Duplex \$3000 Triplex \$4000 Over 3 dwelling units of any type = \$6000 + \$0.50 per m ² of total floor area	Application fee: \$100 Building Permit Fee: 1.40% of cost of construction* (not including plumbing & electrical value)	Up to 3 dwelling units \$2000 per dwell/unit Duplex \$3000 Triplex \$4000 Over 3 dwelling units of any type \$6000 + \$2.50 per m ² of total floor area	Detached Dwelling: \$6871 per lot Two Family Dwelling: \$12,178 per lot Attached Dwelling: \$44.77 per m ² of total FA Multiple Dwelling: \$44.87 per m ² of total FA		
View Royal	98,000	2021 = \$98,490 2022 = \$100,550.79 2023 = \$107,491.76	Large Lot Residential: up to 5 stories Residential: Max. FSR .5 permitted for infill, up to 2.5 storeys Mixed Residential: up to 3 storeys/ 1.25 FSR permitted, 4 storeys/1.6 FSR permitted for apartment dwellings Neighbourhood Mixed Use: 3 storeys, 1.5 FSR permitted Neighbourhood Centre (Commerical with	\$2,200.00	Building Permit Fees Based on Construction Value \$0-\$10000 = Min. \$100 \$10,001-\$100,000 = \$100 plus 1.25% \$100,001-\$500,000 = \$1228 plus 1% Over \$500,000 = \$5228 plus .75%	\$550.00 for first five variances ** FOR LARGE PROJECTS: Gross floor area (m ²) x \$1.15 (All residential projects over 4 dwelling units)	Detached Residential: \$9806 Multi-family Residential: \$6519 Commercial: \$40.59, m ² of gross FA		

Appendix C

Continuum of Measures for Housing Affordability

Continuum of Measures for Housing Affordability³⁰

Fiscal Measures:

- -Payment in-lieu accepted for density bonus
- -Amenity Cost Charges (ACC) allocated to affordable housing
- -Waiving development fees for affordable housing
- -Waive/reduce municipal development cost charges for affordable housing
- -Property tax exemption for non-supportive affordable housing
- -Grants to facilitate affordable housing
- -Heritage grants that address housing affordability
- -Lease City owned sites appropriate for affordable housing to non-profits
- -Donate City-owned land to facilitate affordable housing
- -Land trust for affordable housing
- -Affordable housing reserve/trust fund
- -Energy efficiency programs for affordable housing
- -Other fiscal actions (unique to local municipality)

Planning Process or Policies

- Official community plan policies showing commitment to providing a range of housing choices
- Neighbourhood plans/area plans showing commitment to providing a range of housing choices
- Identifying suitable affordable housing sites in neighbourhood and planning processes
- Tenant relocation policy
- Family friendly policy
- Adaptable housing policy (include definitions/details)
- Heritage Program includes provisions to consider/address housing affordability
- Affordable housing strategy or housing action plan
- Ownership affordability program/policy (provide specifics)
- Other planning actions

Zoning/Regulatory Actions

- Increased density in areas appropriate for affordable housing
- Micro housing units policy
- Micro housing units approved on a case-by-case review
- Smaller lots
- Coach houses

³⁰ Neil Spicer, Senior Policy and Planning Analyst, Parks, Planning and Environment, “*Municipal Measures for Affordable housing Matrix – 2018 Update*” dated May 23, 2018 presented at the Metro Vancouver Regional District, Regional Planning Committee June 8, 2018.

- Secondary suites in single family zones
- Secondary suites in other zones
- Lock-off units in apartment and/or row housing
- Infill housing
- Broadening row house/townhouse & duplex zoning
- Density bonus provisions for affordable housing
- Reduced parking requirements for all housing located in areas with good access to transit
- Reduced parking requirement for affordable housing
- Pre-zone lands for affordable housing
- Comprehensive development zone guidelines favour affordable housing
- Inclusionary zoning policy for affordable housing
- Inclusionary zoning has occurred with rezoning process
- Modified building standard (i.e., code related)
- Housing agreements
- Other zoning actions

Approval Process Measures

- Provide assistance
- Concurrent rezoning and building permit applications
- Fast track approval of affordable housing projects

Purpose Built Market Rental Incentives

- Fees waived or reduced for new market rental housing development
- Density bonus for new market rental housing development
- Parking requirements relaxed for new market rental housing development

Rental Housing Loss Prevention Measures

- Standards of maintenance by-law
- Replacement policies for loss of rental housing stock
- Demolition policies
- Condo/strata conversion policies
- Retention policy

Education and Advocacy Measures

- Monitor rental housing stock
- Guide to development process for affordable housing options such as secondary suites

Appendix D

Existing Building Examples

Geography	Land Size	Storeys	Units	Assessed \$	Asking \$	Sold in the Last 3 Years \$	Age	Zoning	Considerations
Central Saanich									
1230 Verdier Avenue, Brentwood Bay Saanichton V8M 1P2	102228 sf	6	92	\$ 25,111,000	N/A	N/A	1992	N/A	N/A
1040 Stellys Cross Road, Brentwood Bay V8M 1H5	2.85 ac	4	70	\$ 30,029,000	N/A	N/A	2021	N/A	N/A
7878 East Saanich Road, Saanichton V8M 1T4	20579 sf	5	48	\$ 21,503,000	N/A	N/A	2016	N/A	N/A
North Saanich & Sidney									
2433 Malaview Avenue, Sidney V8L 4G4	53066 sf	4	60	\$ 18,622,000	N/A	N/A	1979	N/A	N/A
2433 Malaview Avenue, Sidney V8L 4G4	53066 sf	4	60	\$ 18,622,000	N/A	N/A	1979	N/A	N/A
Colwood									
3221 Heatherbell Road, Colwood V9C 1Y8	4.21 ac	4	33	\$ 6,740,300	N/A	N/A	2017	N/A	N/A
Landmark Building 1085 Goldstream Avenue, Victoria V9B 0Y7	2.15 ac	5	166	\$ 54,881,000	N/A	N/A	2019	N/A	N/A
284 Belmont Road, Colwood V9C 1B1	0.58 ac	4	48	N/A	\$ 14,926,000	N/A	2021	N/A	Originally built in partnership with BC Housing Hub program.
Esquimalt									
908 Carlton Terrace, Esquimalt V9A 5A5	17266 sf	2	8	\$ 2,460,000	\$ 4,125,000	N/A	1970	RM4	N/A
687 Admirals Road, Esquimalt V9A 6N7	16361 sf	6	50	\$ 14,270,000	N/A	N/A	2022	N/A	Recently developed.
860 Carrie Street, Esquimalt V9A 5R4	12500 sf	3	16	\$ 3,406,000	\$ 5,350,000	N/A	1971	RM4	Tenants currently residing below market rent. For sale for more than 250 days.
Saanich									
3216 Alder Street, Victoria V8X 1P2	N/A	4	27	\$ 9,862,000	N/A	N/A	2019	N/A	N/A
3501 Savannah Avenue, Victoria V8X 1S6	52514 sf	4	48	\$ 15,295,000	N/A	N/A	1978	N/A	N/A
1028 Inverness Road, Saanich V8X 2S1	14880 sf	3	13	\$ 4,246,000	\$ 4,999,000	N/A	1976	N/A	Property is surrounded by multi-family zoning.
Langford									
Belmont Place Apartments 3130 Jacklin Road, Victoria V9B 3Z1	5.12 ac	5	222	\$ 80,568,000	N/A	N/A	2019	N/A	N/A
711 Treanor Avenue, Victoria V9B 6W7	62646 sf	6	95	\$ 40,231,000	N/A	N/A	2021	N/A	N/A
691 Hoylake Avenue, Victoria V9B 3P9	2.45 ac	5	147	\$ 49,530,000	N/A	N/A	N/A	N/A	N/A
Oak Bay									
2161 Haultain Street, Oak Bay V8R 2L8	14048 sf	3	14	\$ 3,471,000	\$ 3,980,000	N/A	1953	RM3	Large majority of suites currently rented below market rate.
2174 Cadboro Bay Road, Victoria V8R 5H1	51575 sf	4	67	\$ 17,689,000	N/A	N/A	1968	N/A	N/A
2314 Oak Bay Avenue, Victoria V8R 1G9	20132 sf	4	27	\$ 9,255,000	N/A	N/A	1965	N/A	N/A
View Royal									
Aurora Watkiss Way, Victoria V8Z 0E6	2.22 ac	5	114	N/A	\$ 46,910,000	N/A	2018	N/A	N/A
Nursery Heights 301 Nursery Hill Drive, Victoria V9B 0L3	1.44 ac	5	72	N/A	\$ 28,523,000	N/A	2018	N/A	N/A
Sooke & Metchosin									
2068 Townsend Road, Sooke V9Z 0H2	11817 sf	3	6	\$ 1,153,000	\$ 1,999,000	\$ 1,450,000 (Sept 2021)	1963	R1	This property is in Sooke's City Town Core area, which allows redevelopment of an FSR or 2.5:1 and up to 6 storeys.
Victoria									
971 Market Street, Victoria V8T 4Z3	26100 sf	4	33	\$ 9,310,000	N/A	9,350,000 (April 2022)	1976	R3-2	When advertised for sale in 2022 a 2.0 FSR potential gross buildable area (52,200 sf) was noted.
1236 Pandora Avenue, Victoria V8V 3R4	23634 sf	4	43	\$ 11,866,000	N/A	\$ 13,973,000 (Nov 2021)	1979	N/A	N/A
1220 Pandora Avenue, Victoria V8V 3R4	24044 sf	4	28	\$ 9,106,000	N/A	\$ 9,127,000 (Nov 2022)	1977	N/A	N/A
1255 Grant Street, Victoria V8T 1C1	16206 sf	3	25	\$ 6,358,000	N/A	N/A	1965	N/A	N/A
1300 Yates Street, Victoria V8S 1Z9	45965 sf	4	77	\$ 20,362,000	N/A	N/A	1966	N/A	N/A
1165 Meares Street, Victoria V8V 3J9	7200 sf	3	11	\$ 2,627,000	\$ 3,725,000	N/A	1961	R3-AM-1	N/A

Rural Housing Pilot Project Analysis

January 2024





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Executive Summary

This executive summary provides an overview of the findings from the rental housing analysis and affordable homeownership research conducted for the Capital Regional District's (CRD) rural areas. The report focuses on three areas where the CRD is the local government: Southern Gulf Islands Electoral Area (SGI), Salt Spring Island Electoral Area (SSI), and Juan de Fuca Electoral Area (JdF). The analysis explores various housing typologies, funding mechanisms, and economic conditions to provide incentives for expanded affordable housing options under a possible Rural Housing Program pilot. Key insights and recommendations from the financial analysis and research are highlighted below:

- **The Rural Housing Program (RHP) should prioritize allocating funding to projects in CRD rural areas where housing would have otherwise not been created.** While single-detached houses and accessory dwelling units are permitted across SGIs and SSI, the uptake to build accessory dwelling units has been slow. Previous studies have shown there is market demand for rental housing on the SGI and SSI, however, there has not been enough incentive or funding available to encourage developers and landowners to fill the market gap.
- **Secondary suites have the biggest potential to scale up in unit numbers when coupled with grant funding.** The financial analysis shows that grant funding has the biggest impact on making secondary suite rents affordable (for renovation of existing suites or new construction). The estimated grant needed to influence the development potential or affordability of secondary suites is \$30,000 per unit. The uptake potential of secondary suites, however, can be impacted by cultural preferences and whether there is strong market interest to build these units.
- **Cottages have higher development costs and require more grant funding than secondary suites.** Cottage development has higher costs and requires an estimated grant of \$60,000 per unit to influence the development potential or affordability of the unit, however, they may be preferred by residents in rural communities. Collaborating with different development approval authorities to create a pre-approved design for cottages, including septic system design, and developing under preferred interest rates can deepen affordability.

- **Multiplex rental development projects are challenging to develop from a financial standpoint under the current land use framework without stacking partnerships and grant funding.** Several factors contribute to the high cost of development, including a lengthy pre-development stage, cost of rural development, and permitted densities that do not maximize building cost efficiencies. To offset a portion of the pre-development costs, a grant of \$10,000 to \$20,000 per door can move development projects towards the building permit approval stage. This grant would lower the required rents in the project, and allow housing providers to contribute to the required equity for the project, which could unlock partnerships and further grant funding.
- **Entry-level homeownership programs such as rent-to-own and down payment matching programs should have smaller funding allocations as the investment costs are high and affordability is not guaranteed to carry over to the next user.** This program reach could be greater if coupled with partnerships or through existing funding programs.
- **The potential reach of the Rural Housing Program (RHP) pilot depends on the allocation of funding.** The allocation strategy for a hypothetical reserve of \$5.0 million to \$15 million for the RHP pilot should maximize the number of units built. The suggested distribution prioritizes rental housing (75%) and affordable homeownership (25%), aiming to create a total of 165 affordable units under a \$5.0 million program outreach and up to 308 units under the \$15 million program outreach.

In summary, the potential reach of the Rural Housing Program is substantial. It can help support housing providers in bringing forth several needed housing options, such as accessory dwelling units for rent, multi-unit rental housing, and affordable homeownership. While the reach of the program can change depending on the economic conditions, the recommended strategies and funding allocations aim to maximize the impact of the Rural Housing Program by increasing the development potential or affordability of the housing options.



Introduction

1.0 Introduction

The Capital Regional District (CRD) is exploring a suitable pilot project to increase housing options across the CRD's rural areas. The CRD's rural areas include Electoral Areas and municipalities outside of the CRD Urban Containment Policy Area Boundary (Saanich Peninsula and rural West Shore). This report focused its analysis on the CRD's Electoral Areas for which it is the local government:

- Southern Gulf Islands Electoral Area
- Salt Spring Island Electoral Area
- Juan de Fuca Electoral Area

The goal of the project is to understand the financial feasibility of developing different types of housing and how these housing types are impacted by financial support (grants or forgivable loans). Ultimately, the CRD is looking to see how policies that offer grants or forgivable loans might most efficiently be designed to result in additional homes being developed. The findings from this analysis are intended to support recommendations for the development of a Capital Regional District Rural Housing Program (RHP).

This report contains a section on defining housing affordability in order to understand what the target rents would be under the RHP. The report analyzes three main elements:

Rental Housing Analysis

1. Financial incentives for encouraging the development of accessory dwelling units as rental units.
2. Pre-development funding to move multi-plex rental housing projects forward.

Affordable Homeownership Analysis

3. A review of common entry level home ownership programs in Canada and the benefits and limitations of each.

Findings and recommendations for the funding allocation are outlined in sections 5 and 6 of this report, including a discussion on stacking CRD grants with other government funding programs in order to move housing development concepts off the ground.



Defining Affordable Housing

2.0 Defining Affordable Housing

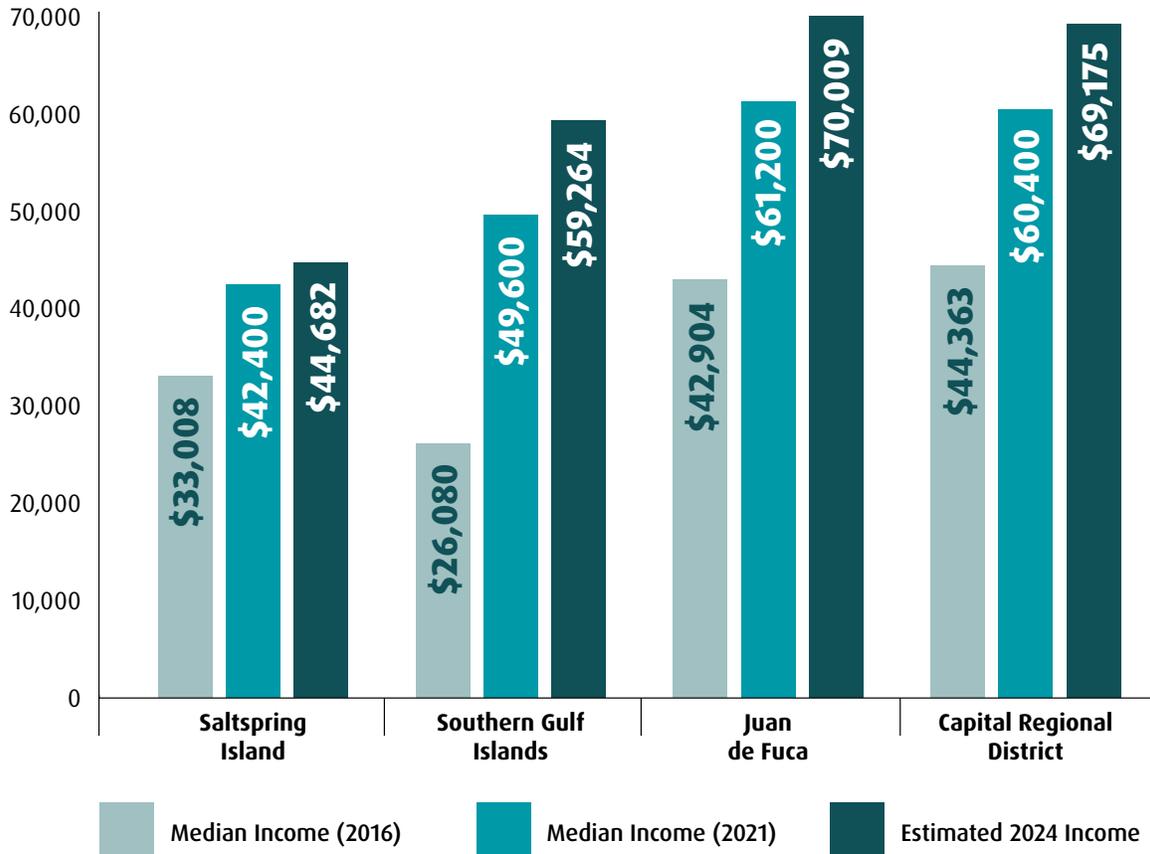
The CRD currently does not define affordable housing for the municipalities and electoral areas within its jurisdiction. To understand the housing affordability levels that could be achieved through CRD's Rural Area Housing Pilot Program, this section proposes rental affordability thresholds for the housing types examined in this report. The definition takes into consideration the remoteness of the CRD's rural communities and household incomes, which differ from the urban areas of the CRD.

2.1 Renter Household Income

The newest household income data available across the three rural areas that form part of this study, Salt Spring Island, Southern Gulf Islands, and Juan de Fuca Electoral Area (Part 1) is from the Census 2021. **Figure 1** shows median incomes for 2016 and 2021 across the rural areas of the CRD and the Regional District as a whole. Renter household incomes have increased substantially across these jurisdictions since 2016. This is attributable to a decline in renters at the lowest income levels (earning less than \$20,000 annually) in each jurisdiction and the region as a whole. We have provided estimated renter incomes for 2024, based on historical income growth for renter households between 2006 and 2021.

The CERB benefit offered by the federal government in 2021 had a significant impact on incomes for the most vulnerable households in Canada, including low-income renters. As such, the decline in low-income renters is likely attributable to the short-term impact of CERB, creating more income stability for vulnerable households, and the lack of rental housing availability in these areas. Salt Spring in particular saw an overall decline in the number of renters (from 1,160 in 2016 to 950 in 2021), which is indicative of a challenging rental market.

Figure 1: A Comparison of Renter Income and Estimated Income Across Rural CRD Areas, 2006, 2021, 2024



A comparative analysis of renter income distribution in 2016 and 2021 shows a significant upward shift in the income level of renters across all areas. The SSI and the SGI had a much higher proportion of renters earning less than \$60,000 per year than the region as a whole. The income profile for renter households in Juan de Fuca showed more similarity to the CRD as a whole than SSI and SGI. The findings of this analysis are shown in **Table 1** on the following page.

Table 1: Renter Household Income Distribution Analysis, 2016 and 2021

	2016	2021
Southern Gulf Islands (SGI)	78% of renter households earned less than \$60,000, and 67% earned less than \$40,000	54% of renter households earned less than \$60,000, and 40% earned less than \$40,000
Salt Spring Island (SSI)	78% of renter households earned less than \$60,000, and 50% earned less than \$40,000	67% of renter households earned less than \$60,000 and 44% earned less than \$40,000
Juan de Fuca (JdF)	57% of renter households earned less than \$60,000, and 48% earned less than \$40,000	27% of renter households earned less than \$60,000, and 27% earned less than \$40,000
Capital Regional District (CRD)	65% of renter households earned less than \$60,000, and 45% earned less than \$40,000	50% of renter households earned less than \$60,000, and 35% earned less than \$40,000

Source: Adapted from Statistics Canada, Census 2016 and 2021

Based on available income data, it is clear that the SGI and SSI have a different composition of renters than seen in JdF and the CRD as a whole, with a higher proportion of very low, and low income renters. While income levels have improved somewhat between 2016 and 2021, it has been suggested in some interviews (with SGI Liaisons) that a noticeable segment of the lowest income residents of these areas have moved after being priced out of the market. Nevertheless, the data shows that any affordability definition for these areas must consider the fact that renters on the islands are likely to be lower income than renters in other parts of the CRD (including Juan de Fuca).

Table 2 below shows BC Housing's Housing Income Limits (HILs) for Greater Victoria in 2023. These figures are derived from CMHC's Rental Market Survey, conducted annually in most Census Agglomerations. The Rental Market Survey focuses on the primary rental market (i.e. purpose-built rental housing). However, most, if not all, of the rental stock in the CRD's rural areas is in the secondary market (i.e. secondary suites, private homes rented out, etc.), and little data is available about the cost of these rentals.

Table 2: Housing Income Limits for the Greater Victoria Region (CRD), 2023

	1-Bdrm/less	2-Bdrm	3-Bdrm	4-Bdrm
Rent levels as defined by HILs	\$1,250	\$1,625	\$2,050	\$2,388
Income threshold	\$50,000	\$65,000	\$82,000	\$95,500

Source: BC Housing

2.2 Proposed Rental Housing Affordability Guidelines

Based on the household income data, this points to a strong need to provide affordable rental opportunities on the islands that will serve renters at the lower end of the income continuum. The program should therefore consider the following thresholds for rental housing:

- **Market Rental and Rent-to-Own threshold:** \$1,500 and up (for households earning \$60,000 and up)
- **Below Market threshold:** \$1,000 to \$2,050 (for households earning \$40,000 to \$60,000)
- **Deep Subsidy threshold:** \$1,000 and below (for households earning less than \$40,000)

This latter category is likely to be the most needed by current renters on the islands. However, it is also the least viable, as rents may be too low to pay off all operating costs. Units in this category may need some form of cross subsidy.

Rental income for financial analysis for the SGI and SSI should therefore be structured as outlined in **Table 3** below. Rent Geared to Income (RGI) or Deep Subsidy rental thresholds are low but align with income assistance shelter rates for the smallest unit. **It should be noted that for all categories outlined in Tables 2 and 3, thresholds are intended to be a starting point for that category. It should also be noted that these guidelines should be updated on an annual basis as HILs are updated.**

Table 3: Rental Thresholds for the Southern Gulf Islands and Salt Spring Island, 2023

	1 Bdrm/less	2 Bdrm	3 Bdrm
Market Rent and Rent-to-Own Guidelines	\$1,500	\$1,950	\$2,438
Below Market Rental Thresholds	\$1,000	\$1,250	\$1,500
Deep Subsidy Thresholds	\$500	\$750	\$1,000

Rental thresholds for Juan de Fuca should conform more closely to the CRD HIL rates, as the income profile of renters more closely matches the regional profile. As such the rental thresholds outlined in **Table 4** can be used for financial analysis.

Table 4: Rental Thresholds for Juan de Fuca, 2023

	1 Bdrm/less	2 Bdrm	3 Bdrm
Market Rent Guidelines	\$1,500	\$1,950	\$2,438
Below Market Rental Thresholds	\$1,250	\$1,625	\$2,050
Deep Subsidy Thresholds	\$500	\$750	\$1,000





Rental Housing Analysis

3.0 Rental Housing Analysis

This section reviews the financial impacts of developing **rental housing** in the context of the CRD's rural areas. The purpose of this financial analysis is to understand the market rents supposed if the rental units were built: 1) Under mortgage lending rates of 7.0%; 2) Under decreased mortgage lending rates of 4.0%; 3) The rents that could be supported if funding were available in both 1 and 2.

While the Bank of Canada has held its benchmark interest rate at 5% since July 2024, some economists are forecasting the Bank of Canada to initiate rate cuts slowly, starting in the second quarter of 2024 and potentially to 4.25% by the end of 2024^{1,2}. While interest rates are out of the CRD's control, modelling two market conditions where the mortgage lending rate is 7.0% and at a lower lending rate of 4.0% illustrates that the timing of the economic market can impact the potential reach of the RHP.

This section reviews three types of rental housing:

- **Secondary suites**, which include the renovation and new construction of secondary suites
- **Accessory dwelling units**, such as cottages or garden suites
- **Multi-unit buildings**, which could be plexes or townhouses. While duplexes are permitted under some zones, multi-plexes and townhouses are not commonly permitted under current zoning across the CRD's rural areas.

Required Rent and Decrease in Supportable Rent

The "required rent" outlined in each test scenario refers to the monthly rent that a landlord would have to receive from a tenanted unit in order to pay for its expenses. Note that these rents refer to the starting rents for the unit during first tenancy only.

Throughout this analysis, the term "decrease in supportable rent" refers to how much the required rent would be lowered if a RHP grant were provided to the landlord during development. For example, if the rent was \$1,000 without any grants and the rent dropped to \$950 with a \$10,000 grant, then the decrease in supportable rent is \$50.

1 "Interest rate increases bite, leading to deeper recession", Deloitte, 2023, <https://www2.deloitte.com/content/dam/Deloitte/ca/Documents/finance/ca-economic-outlook-september-2023-report-aoda-en.pdf?icid=eo-report-september-2023-aoda-en>

2 "Long-Term Forecast", TD Economics, 2023, <https://economics.td.com/ca-long-term-forecast>

Policy Goal and Securing Affordability

Under the RHP, the policy goal is that any grant provided to landowners will secure the units as non-market units. This means that after the first tenancy, the required rents can only be increased according to the provincially mandated annual permitted rent increase and not with any increases in the housing market. In addition, during tenant turnover, it is intended that the housing agreement will limit the rent increase to the Consumer Price Index. In other words, even if units are initially rented at rents above the affordability guidelines, over time, the unit would be secured as non-market affordable housing (assuming an escalating rental market). Whether the unit starts off within the affordability guidelines or above it is dictated by the way the grant is distributed into the equity of the approach (see the Equity Approach section below).

One mechanism to secure the affordability is for the CRD to enter into a housing agreement with the landowner, which is then approved as a bylaw and registered on title as a condition of the grant, and dictates the terms for use of the unit. The term for the housing agreement should consider the relative size of the initial investment against the number of years the agreement is in place, and the equity approach that is applied.

One challenge to using housing agreements for secondary suites and cottages across the CRD's rural areas is that with program success, there will be an increase in the number of agreements to adopt, administer and enforce. However, it can be done with a streamlined internal process and appropriate levels of staffing to administer the program. The CRD could also explore a program to partner with a non-profit organization with a mandate to support affordable housing that to sign the land lease agreements with a group of individual landowners on behalf of tenants. Outside of housing agreements, further research is needed to understand whether additional tools are available to local governments, such as forgivable loans. The CRD is currently undertaking a Housing Agreement Program review which will help inform the implementation of the RHP.

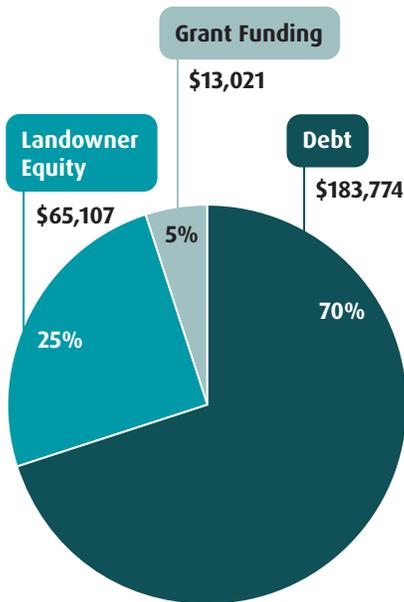
Equity Approach

There are two equity approaches in which the secondary suites and cottages could be supported financially and each approach has its own merits³. The goal to provide an incentive to build a unit, rent it, and agree to have the rent controlled as a non-market unit. Scenario 2A requires a 25% equity requirement from the landowner, and any grant funding from the CRD is stacked on top of the 25%. Scenario 2B requires a 25% equity, however, any grant funding from the CRD goes towards the 25% and lowers the portion to be contributed by landowner.

³ Note that Scenario 2B does not apply to the multi-unit building analysis as the initial equity required is high due to the construction costs.

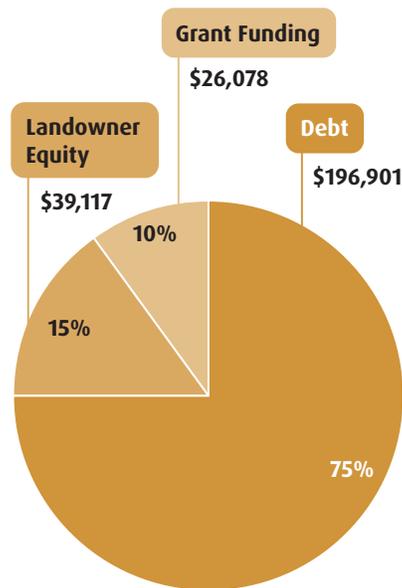
One scenario, “**Scenario 2A**” as shown in **Figure 2**, is to structure the equity so that the landowner contributes the minimum amount of equity required to make the project financially viable, and any additional grants from government (CRD or other entity) would be directed to reducing rental rates to make the rent more affordable. This is because any additional grants are added on top of the 25% equity, lowering the principal mortgage required.

Figure 2: Example of Landowner-Led Equity Distribution in an Auxiliary Dwelling (Scenario 2A)



The second scenario, “**Scenario 2B**” as shown below in **Figure 3**, models a situation where the landowner only contributes a portion of the equity and the remaining required equity is topped up with grant funding, targeting a total equity of 25%. The intent of this approach is to encourage the development of units rather than deepen the affordability of the rents. It also recognizes that not every landowner may have the upfront equity required (a full 25% equity) to construct an accessory dwelling unit as modelled in Scenario 2A. This scenario does not model an equity contribution of more than 25%.

Figure 3: Example of Top Up Equity Distribution in Secondary Suite Renovation (Scenario 2B)



In summary, Scenario 2A allows the grant contributions to support lower mortgage payments, and therefore lowers the required rents in the units. Scenario 2B allows the grant contributions to lower the equity that landowners must put towards the unit and does change the required starting rents. Both scenarios will secure non-market units, but the uptake is dependent on individual landowner’s preferences. To better understand which approach would receive more uptake, it is suggested that the CRD conduct community engagement to gather input on the two equity approaches.

Assumptions and Limitations

All scenarios in this section are run under the assumption that a debt service coverage ratio (DSCR) of 1.1 must be met, as that is one metric that lending institutions will use to determine whether a loan can be approved. Inherently this means that a minimal amount of annual revenue will be returned as profit to the landowner if there are no major vacancies⁴ during the year. This annual return on equity is discussed in the scenarios below.

It is also assumed that the minimum equity contribution for the mortgage must be 25% of project costs and the assumed loan would be 75% on a 25-year amortization period at a fixed interest rate of 7.0% or 4.0%. Some institutions may approve different loan to ratio values which would increase or decrease the monthly mortgage payments modelled in this section. The rest of the assumptions are outlined in the **Table 5** below.

Construction costs for the secondary suites and cottages are based on a survey conducted by New Commons to local builders on the SGI in early 2022. To account for the increase in construction costs from 2022 to late 2023, the costs were adjusted by 5%. The multi-plex construction cost is based on a builder working on a similar SGI project in 2024. Builders on SSI and JdF were contacted as part of this study, but the response rate was limited. Note that these projects costs are for an average development model and construction costs may be higher or lower depending on the specific site or house (in the context of a renovation).

Table 5: Summary of Assumptions for Rental Housing Analysis

	Secondary Suite – Renovation	Secondary Suite – New	Cottage – New	Multi-Unit Building
Cost to Acquire Land	\$0	\$0	\$0	\$0
Unit Size (sq. ft.)	1-Bdrm: 600 sq.ft. 2-Bdrm: 969 sq.ft.	1-Bdrm: 600 sq.ft. 2-Bdrm: 969 sq.ft.	1-Bdrm: 600 sq.ft. 2-Bdrm: 969 sq.ft.	1-Bdrm: 600 sq.ft. 2-Bdrm: 850 sq.ft. 3-Bdrm: 1,100 sq.ft.
Construction Cost (\$/sq. ft.)	\$296	\$368	\$439	\$600
Contingency	5% of hard costs	5% of hard costs	5% of hard costs	8% of hard costs
Soft Costs	15% of hard costs	17% of hard costs	17% of hard costs	22% of hard costs
Construction Timeline	12 months	12 months	12 months	18 months
Vacancy Allowance	Half of one month's rent			

⁴ The analysis includes a small vacancy allowance equivalent to half a month's rent in each scenario to account for tenant turnover.

A limitation to this analysis is that the annual operating costs for each unit will vary in practice. While we have provided estimates of what the operating costs are, they will be dependent on what the individual landowner has budgeted for the rental unit. This is an important metric as the monthly mortgage payments plus the operating expenses are used to calculate whether the development meets the DSCR and what the landowner's return on equity is.

Another limitation to this analysis is that construction costs and development approval timelines will vary depending on the geography and builder. Some owners may want higher-end design and finishing, which will impact the cost to construct a rental unit. As the CRD's rural areas cover three different markets (SGI, SSI, and JdF), the cost variations and regulatory processes require more fine-grained market data. This analysis, however, uses general cost data in order to account for higher labour costs on the SGI and SSI. As such, the actual construction costs for each housing typology may be less on JdF.

Annual Returns / Covering Expenses Related to Operating Rental Housing

As shown in the accessory dwelling unit scenarios, the financial analysis solves for an annual return for landowners. While a developer profit is not built into the analysis, as would occur in typical development scenarios, the annual return here is a result of the excess net operating income to service debt and expenses (mortgage payments and operational expenses) as required by lending institutions when receiving the loan approval.

There are risks in taking out a loan to build or renovate any unit, in addition to the responsibility of operating a rental housing unit, and an annual return helps to understand what the landowner could earn on their investment converting their property into a rental unit. The annual return is a metric that helps landowners decide if they are better off investing their money at the bank or other investment.

If enough of a financial incentive were to be provided, the possibility of scaling up accessory dwelling units could be possible in CRD's Electoral Areas, although it would come down to the individual landowner and how they weigh the financial options.

3.1 Secondary Suites – Renovation

Base Scenario

This scenario models a secondary suite renovation with a unit size of 600 square feet (1-bedroom) and a unit size of 969 square feet (2-bedroom unit). The monthly operating expenses for both the units are estimated to be \$165 to \$215 which includes vacancy allowance, property tax, home insurance, interior maintenance, and capital reserve fund.

Table 6 below shows the results of the analysis. The total project costs across the 7.0% and 4.0% interest rate scenarios do not vary much, however, it changes the required rents drastically between the scenarios. This is because the threshold to service the debt (e.g., monthly mortgage payments) operating expenses is lowered when the mortgage payments are less.

Under the 7.0% interest rate scenario, assuming a minimum injection of 25% equity into the project, the landowner would need to set the monthly rent at \$1,487 for the 1-bedroom unit, which meets the market rental guideline for a 1-bedroom (\$1,500). The 2-bedroom unit would support a monthly rent of \$2,326 which is above the market rental guideline for a 2-bedroom unit (\$1,950). The rents under the 4.0% interest rate scenario are lower.

As mentioned in Section 3.0, these projects costs are for an average secondary suite renovation. It is important to recognize that the costs could be lower or higher depending on the individual house's structural base and other conditions.

Table 6: Secondary Suite Renovation (Base Scenario)

	7.0% Interest Rate (Mortgage)		4.0% Interest Rate (Mortgage)	
	1-Bedroom	2-Bedroom	1-Bedroom	2-Bedroom
Total Project Costs	\$223,773	\$361,392	\$221,337	\$357,459
Equity Required	\$55,943	\$90,348	\$55,334	\$89,365
Loan-to-Value Ratio (LTV)	0.75	0.75	0.75	0.75
Principal Mortgage Amount	\$169,656	\$273,994	\$167,221	\$270,061
Mortgage Payment (Monthly)	\$1,188	\$1,919	\$880	\$1,421
Operating Expenses incl. Vacancy Allowance (Monthly)	\$180	\$215	\$165	\$190

	7.0% Interest Rate (Mortgage)		4.0% Interest Rate (Mortgage)	
Debt Service Coverage Ratio (DSCR)	1.1	1.1	1.1	1.1
Annual Return	\$1,426 or 2.5% on equity	\$2303 or 2.5% on equity	\$1,056 or 1.9% on equity	\$1,705 or 1.9% on equity
Rent Required to Cover Operations and Mortgage Payment (Monthly)	\$1,487	\$2,326	\$1,132	\$1,753

While we assume the developer profit will be 0% in the base scenario, the DSCR of 1.1 means the developer will receive \$1,402 in profit for the first year of operation for a 1-bedroom unit, barring the absence of any major vacancies. This is equivalent to an annual return of 2.5% on the equity contributed by the landowner.

The 4.0% interest rate scenario shows an improved outlook on required monthly rents. Both the 1-bedroom rent (\$1,122) and 2-bedroom unit rent (\$1,737) are closer to the respective market rental guidelines.



Subsidized Scenario: 1-Bedroom

As mentioned earlier at the start of Section 3.0, there are two equity approaches in which secondary suite renovations could be subsidized.

Since the base scenario yields a rent that meets the market rent guideline, **Table 7** below shows how incremental additional grants could deepen the affordability to below market rents. If a grant with a contribution amount of between \$40,000 and \$50,000 were to be provided by the CRD or another entity, the SGI and SSI threshold for below market rent of \$1,000 (1-bedroom) is met. For JdF, the below market rent of \$1,250 could be met with a grant of approximately \$30,000.

At the higher grant levels, however, the annual return on the landowner's equity decreases. As such, even though additional grants may increase the affordability of the rent, it may not necessarily be enough of a financial incentive for a landowner to build and operate a secondary suite. The alternative equity approach, Scenario 2B, presented later in this section creates a scenario where there is more financial incentive for a landowner to take on debt and renovate a unit.

Table 7: Landowner-Led Equity Distribution (Scenario 2A) in Secondary Suite Renovation, 1-Bedroom at 7.0% Interest Rate

Grant/ Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$55,943	\$1,487	\$0	\$1,426	2.5%
\$10,000	\$55,831	\$1,404	\$84	\$1,338	2.4%
\$20,000	\$55,722	\$1,322	\$165	\$1,253	2.2%
\$30,000	\$55,610	\$1,238	\$249	\$1,165	2.1%
\$40,000	\$55,500	\$1,156	\$331	\$1,080	1.9%
\$50,000	\$55,388	\$1,073	\$415	\$992	1.8%
\$60,000	\$55,276	\$989	\$498	\$905	1.6%

*Rounded to the nearest \$1,000 for illustrative purposes.

To illustrate the impact of grant funding under a 4.0% interest rate scenario, **Table 8** shows the rent for a renovated 1-bedroom secondary suite could be lowered to \$1,010 with a \$20,000 grant (compared to a \$40,000 to \$50,000 grant under the 7.0% interest rate).

Table 8: Landowner-Led Equity Distribution (Scenario 2A) in Secondary Suite Renovation, 1-Bedroom at 4.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$55,334	\$1,132	\$0	\$1,056	1.9%
\$10,000	\$55,260	\$1,070	\$62	\$991	1.8%
\$20,000	\$55,187	\$1,010	\$123	\$927	1.7%
\$30,000	\$55,112	\$948	\$184	\$863	1.6%
\$40,000	\$55,039	\$887	\$245	\$799	1.5%
\$50,000	\$54,964	\$825	\$307	\$735	1.3%
\$60,000	\$54,889	\$763	\$369	\$670	1.2%

*Rounded to the nearest \$1,000 for illustrative purposes.

To make the opportunity more attractive to landowners, **Table 9** below demonstrates the top up equity approach (Scenario 2B) for the 1-bedroom secondary suite renovation.

A 20% equity contribution (\$44,755) from the landowner and 5% equity from grant funding (\$11,189) would support the same monthly rent as Scenario 2A with no grant funding (\$1,487). This scenario, however, offers a higher annual return on equity (3.2% at 5%) and offers a lower downpayment barrier which may be more attractive for landowners.

Table 9: Top Up Equity Distribution (Scenario 2B) in Secondary Suite Renovation, 1-Bedroom at 7.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$11,189	20%	\$44,755	\$1,487	\$1,426	3.2%
10%	\$22,377	15%	\$33,566	\$1,487	\$1,426	4.2%
15%	\$33,566	10%	\$22,377	\$1,487	\$1,426	6.4%
20%	\$44,755	5%	\$11,189	\$1,487	\$1,426	12.7%

The advantage in this approach is with more funding is provided, the higher the annual returns are provided to the landowner (as their equity contribution lessens). At 10% funding (\$22,377), the annual return on the landowner's investment is 4.2% which may be comparable to common investment options offered by banks in today's market conditions.

Table 10 below shows the same top-up equity approach but under the 4.0% interest rate scenario.

Table 10: Top Up Equity Distribution (Scenario 2B) in Secondary Suite Renovation, 1-Bedroom at 7.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$11,067	20%	\$44,267	\$1,132	\$1,056	2.4%
10%	\$22,134	15%	\$33,201	\$1,132	\$1,056	3.2%
15%	\$33,201	10%	\$22,134	\$1,132	\$1,056	4.8%
20%	\$44,267	5%	\$11,067	\$1,132	\$1,056	9.5%



Subsidized Scenario: 2-Bedroom

For a 2-bedroom secondary suite renovation, **Table 11** below summarizes how incremental grant contributions can decrease the monthly rent. At a grant contribution of between \$40,000 to \$50,000, the market rental guideline for a 2-bedroom unit (\$1,950) can be reached for the rural areas.

Table 11: Landowner-Led Equity Distribution (Scenario 2A) in Secondary Suite Renovation, 2-Bedroom at 7.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$90,348	\$2,326	\$0	\$2,303	2.5%
\$10,000	\$90,236	\$2,242	\$84	\$2,215	2.5%
\$20,000	\$90,126	\$2,160	\$166	\$2,129	2.4%
\$30,000	\$90,016	\$2,078	\$248	\$2,043	2.3%
\$40,000	\$89,906	\$1,996	\$330	\$1,957	2.2%
\$50,000	\$89,793	\$1,912	\$414	\$1,870	2.1%
\$60,000	\$89,683	\$1,830	\$496	\$1,784	2.0%

*Rounded to the nearest \$1,000 for illustrative purposes.

Table 12 below shows the incremental grant contribution deepen the affordability of the rents under the 4.0% interest rate scenario. For instance, a \$10,000 grant could support a monthly rent of \$1,691 for a 2-bedroom secondary suite renovation.

Table 12: Landowner-Led Equity Distribution (Scenario 2A) in Secondary Suite Renovation, 2-Bedroom at 4.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$89,365	\$1,753	\$0	\$1,705	1.9%
\$10,000	\$89,290	\$1,691	\$62	\$1,640	1.8%
\$20,000	\$89,159	\$1,582	\$171	\$1,526	1.7%
\$30,000	\$89,055	\$1,496	\$257	\$1,436	1.6%
\$40,000	\$88,952	\$1,411	\$342	\$1,347	1.5%
\$50,000	\$88,850	\$1,326	\$427	\$1,258	1.4%
\$60,000	\$88,746	\$1,240	\$513	\$1,168	1.3%

*Rounded to the nearest \$1,000 for illustrative purposes.

Table 13 and **Table 14** below demonstrates the impact of increasing the share of grant funding towards a fixed 25% equity (Scenario 2B) under different economic conditions. Under the 7.0% interest rate, a grant contribution of approximately 10% or \$36,139, the annual return on the landowner's equity is 4.2% which is improved from Scenario 2A.

Table 13: Top Up Equity Distribution (Scenario 2B) in Secondary Suite Renovation, 2-Bedroom at 7.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$18,070	20%	\$72,278	\$2,326	\$2,303	3.2%
10%	\$36,139	15%	\$54,209	\$2,326	\$2,303	4.2%
15%	\$54,209	10%	\$36,139	\$2,326	\$2,303	6.4%
20%	\$72,278	5%	\$18,070	\$2,326	\$2,303	12.7%

As noted previously, the monthly rent is substantially lower under the 4.0% interest rate scenario as shown in **Table 14** below.

Table 14: Top Up Equity Distribution (Scenario 2B) in Secondary Suite Renovation, 2-Bedroom at 4.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$17,873	20%	\$71,492	\$1,753	\$1,705	2.4%
10%	\$35,746	15%	\$53,619	\$1,753	\$1,705	3.2%
15%	\$53,619	10%	\$35,746	\$1,753	\$1,705	4.8%
20%	\$71,492	5%	\$17,873	\$1,753	\$1,705	9.5%

Stacking Incentives for Accessory Dwelling Units

In October 2023, BC Housing announced the Secondary Suite Incentive Program (SSIP). The program rebate is available for eligible new legal self-contained units with a kitchen and full bathroom (i.e., excludes improvements to existing rental units) and laneway homes / garden suites. The SSIP is intended to help homeowners create new affordable rental housing in their communities through the provision of a rebate in the form of a forgivable loan for 50% of renovation costs, to a maximum of \$40,000. A full summary of the eligibility requirements can be found in Appendix A and on BC Housing's website.

While the SSIP is only open for properties located within the 161 incorporated municipalities in BC, and therefore not applicable to properties located in CRD's Electoral Areas, a forgivable loan similar to this would stack well with potential contributions from the CRD to make the grant dollars go further, and to provide more affordable housing units in CRD's rural areas.

3.2 Secondary Suites – New Construction

Base Scenarios

The base scenarios model the construction of a new secondary suite with a unit size of 600 square feet (1-bedroom) and 1,000 square feet (2-bedroom). The monthly operating expenses for both unit types are estimated to be between \$175 to \$238 which includes vacancy allowance, property tax, home insurance, interior maintenance, and capital reserve fund.

The construction cost for new secondary suites is based on a survey with local builders. While we are modelling a higher construction cost for new suites than for the renovation of a suite, it is possible that a renovation of a suite could cost more. The actual project cost of each specific case will depend on the physical condition of the house.

Table 15 below shows the results of the analysis. Under the higher interest rate scenario (7.0%), the required rent to support the 1-bedroom unit, at \$1,837, is close to the market rental guideline for a 1-bedroom (\$1,500). The 2-bedroom unit, at a monthly rent of \$2,891, may be considered affordable for an annual household income of \$115,600 which is above the median renter household incomes across SGI, SSI and JdF. These rents are lower under the 4.0% interest rate scenario.

Table 15: Secondary Suite New Construction (Base Scenario)

	7.0% Interest Rate		4.0% Interest Rate	
	1-Bedroom	2-Bedroom	1-Bedroom	2-Bedroom
Total Project Costs	\$281,295	\$454,291	\$278,234	\$449,347
Equity Required	\$70,324	\$113,573	\$69,559	\$112,337
Loan-to-Ratio Value (LTV)	0.75	0.75	0.75	0.75
Principal Mortgage Amount	\$213,267	\$344,426	\$210,206	\$339,482
Mortgage Payment (Monthly)	\$1,494	\$2,412	\$1,106	\$1,785
Operating Expenses incl. vacancy allowance (Monthly)	\$194	\$238	\$175	\$208
Debt Service Coverage Ratio (DSCR)	1.1	1.1	1.1	1.1
Annual Return	\$1,793 or 2.5% on equity	\$2,895 or 2.5%	\$1,327 or 1.9%	\$2,143 or 1.9%
Rent Required to Cover Operations and Mortgage Payment (Monthly)	\$1,837	\$2,891	\$1,391	\$2,172



Subsidized Scenario: 1-Bedroom

Table 16 shows the landowner-led equity approach (Scenario 2A) coupled with incremental \$10,000 grants for the construction of a new secondary suite. If a grant with a contribution amount of approximately \$30,000 were to be provided by the CRD or by another entity, the required rent would be \$1,583, which is closest to the market rent guideline for a 1-bedroom (\$1,500).

Table 16: Landowner-Led Equity Distribution in New Secondary Suite (Scenario 2A), 1-Bedroom at 7.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$70,324	\$1,837	\$0	\$1,793	2.5%
\$10,000	\$70,211	\$1,752	\$85	\$1,704	2.4%
\$20,000	\$70,099	\$1,669	\$168	\$1,617	2.3%
\$30,000	\$69,984	\$1,583	\$254	\$1,527	2.2%
\$40,000	\$69,872	\$1,500	\$337	\$1,440	2.1%
\$50,000	\$69,761	\$1,416	\$421	\$1,353	1.9%
\$60,000	\$69,649	\$1,333	\$504	\$1,266	1.8%

*Rounded to the nearest \$1,000 for illustrative purposes.

Under a 4.0% interest rate scenario, the monthly rents for a new 1-bedroom secondary suite would be within the market rent guideline (\$1,500) as shown in **Table 17** below.

Table 17: Landowner-Led Equity Distribution in New Secondary Suite (Scenario 2A), 1-Bedroom at 4.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$69,559	\$1,391	\$0	\$1,327	1.9%
\$10,000	\$69,483	\$1,329	\$63	\$1,261	1.8%
\$20,000	\$69,409	\$1,267	\$124	\$1,197	1.7%
\$30,000	\$69,332	\$1,204	\$188	\$1,130	1.6%
\$40,000	\$69,257	\$1,142	\$250	\$1,066	1.5%
\$50,000	\$69,183	\$1,080	\$311	\$1,001	1.4%
\$60,000	\$69,108	\$1,018	\$373	\$937	1.4%

Table 18 and **Table 19** show that the annual returns for the landowner's equity will increase incrementally if grant funding is used to top up the equity to 25% of total project costs (Scenario 2B).

Table 18: Top Up Equity Distribution in New Secondary Suite (Scenario 2B), 1-Bedroom at 7.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$14,065	20%	\$56,259	\$1,837	\$1,793	3.2%
10%	\$28,130	15%	\$42,194	\$1,837	\$1,793	4.2%
15%	\$42,194	10%	\$28,130	\$1,837	\$1,793	6.4%
20%	\$56,259	5%	\$14,065	\$1,837	\$1,793	12.7%

Table 19: Top Up Equity Distribution in New Secondary Suite (Scenario 2B), 1-Bedroom at 4.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$13,912	20%	\$55,647	\$1,391	\$1,327	2.4%
10%	\$27,823	15%	\$41,735	\$1,391	\$1,327	3.2%
15%	\$41,735	10%	\$27,823	\$1,391	\$1,327	4.8%
20%	\$55,647	5%	\$13,912	\$1,391	\$1,327	9.5%



Subsidized Scenario: 2-Bedroom

Under the 7.0% interest rate scenario, if a grant with a contribution amount of \$60,000 were to be provided by the CRD or by another entity, the required rent would be \$2,400. This rent level would be considered affordable for an annual household income of \$96,000 (**Table 20**).

Table 20: Landowner-Led Equity Distribution in New Secondary Suite (Scenario 2A), 2-Bedroom at 7.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$113,573	\$2,891	\$0	\$2,895	2.5%
\$10,000	\$113,464	\$2,810	\$81	\$2,810	2.5%
\$20,000	\$113,353	\$2,727	\$164	\$2,723	2.4%
\$30,000	\$113,244	\$2,646	\$246	\$2,638	2.3%
\$40,000	\$113,135	\$2,565	\$327	\$2,553	2.3%
\$50,000	\$113,027	\$2,483	\$408	\$2,468	2.2%
\$60,000	\$112,915	\$2,400	\$491	\$2,382	2.1%

Under a 4.0% interest rate scenario, an approximate grant contribution of \$30,000 would bring the monthly rent down to the market rental guidelines for a 2-bedroom unit for the rural areas (as shown in **Table 21**).

Table 21: Landowner-Led Equity Distribution in New Secondary Suite, 2-Bedroom at 4.0% Interest Rate (Scenario 2A)

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$112,337	\$2,172	\$0	\$2,143	1.9%
\$10,000	\$112,261	\$2,109	\$63	\$2,077	1.9%
\$20,000	\$112,187	\$2,048	\$124	\$2,013	1.8%
\$30,000	\$112,111	\$1,985	\$187	\$1,947	1.7%
\$40,000	\$112,037	\$1,923	\$249	\$1,883	1.7%
\$50,000	\$111,961	\$1,860	\$312	\$1,817	1.6%
\$60,000	\$111,887	\$1,799	\$373	\$1,753	1.6%

Table 22 and **Table 23** below show the decreasing landowner equity needed as the share of grant funding increases.

Table 22: Top Up Equity Distribution in New Secondary Suite (Scenario 2B), 2-Bedroom at 7.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$22,715	20%	\$90,858	\$2,891	\$2,895	3.2%
10%	\$45,429	15%	\$68,144	\$2,891	\$2,895	4.2%
15%	\$68,144	10%	\$45,429	\$2,891	\$2,895	6.4%
20%	\$90,858	5%	\$22,715	\$2,891	\$2,895	12.7%

Table 23: Top Up Equity Distribution in New Secondary Suite (Scenario 2B), 2-Bedroom at 4.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$22,467	20%	\$89,869	\$2,172	\$2,143	2.4%
10%	\$44,935	15%	\$67,402	\$2,172	\$2,143	3.2%
15%	\$67,402	10%	\$44,935	\$2,172	\$2,143	4.8%
20%	\$89,869	5%	\$22,467	\$2,172	\$2,143	9.5%

3.3 Cottage – New Construction

Base Scenario

This scenario models the construction of a new 1-bedroom cottage with a unit size of 600 square feet and a new 2-bedroom cottage with a unit size of 1,000 square feet. The monthly operating expenses for both units are estimated to be \$261 to \$330 which includes vacancy allowance (half month of rent), property tax, home insurance, interior maintenance, and capital reserve fund.

Table 24 below shows the results of the analysis. The required rent to support the 1-bedroom unit is \$2,616 which is above the market rental guideline for a 1-bedroom (\$1,500). At this rent level, the unit may be considered affordable for an annual household income of \$104,600 which is above the median renter household incomes across the rural areas. However, it is important to keep in mind that the project costs could be lower depending on the specific project and landowner (e.g., sweat-equity type of maintenance, casual labour during construction, conversion of an accessory building, etc.). The rents are lower in the 4.0% interest rate scenario.

Table 24: New Construction Cottage (Base Scenario)

	7.0% Interest Rate		4.0% Interest Rate	
	1-Bedroom	2-Bedroom	1-Bedroom	2-Bedroom
Total Project Costs	\$398,479	\$622,057	\$394,142	\$615,287
Equity Required	\$99,620	\$155,514	\$9,536	\$152,694
Loan-to-Value Ratio (LTV)	0.75	0.75	0.75	0.75
Principal Mortgage Amount	\$302,111	\$471,620	\$297,775	\$464,850
Mortgage Payment (Monthly)	\$2,116	\$3,303	\$1,566	\$2,445
Operating Expenses incl. vacancy allowance (Monthly)	\$289	\$330	\$261	\$303
Debt Service Coverage Ratio (DSCR)	1.1	1.1	1.1	1.1
Annual Return	\$2,539 or 2.5% on equity	\$3,964 or 2.5% on equity	\$1,880 or 1.9% on equity	\$2,934 or 1.9% on equity
Rent Required to Cover Operations and Mortgage Payment (Monthly)	\$2,616	\$3,979	\$1,965	\$2,993



Subsidized Scenario: 1-Bedroom

Table 25 below shows the landowner-led equity approach (Scenario 2A) coupled with incremental \$10,000 grants for the construction of a 1-bedroom cottage. If a grant with a contribution amount of \$60,000 were to be provided by the CRD or by another entity, the required rent would be closer, but still not within the range of market rent guideline for a 1-bedroom (\$1,500). This rent level would be considered affordable for an annual household income of \$84,700.

Table 25: Landowner Led Equity Distribution (Scenario 2A) in New Cottage, 1-Bedroom at 7.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$99,620	\$2,616	\$0	\$2,539	2.5%
\$10,000	\$99,507	\$2,532	\$84	\$2,451	2.5%
\$20,000	\$99,399	\$2,451	\$165	\$2,367	2.4%
\$30,000	\$99,288	\$2,369	\$248	\$2,280	2.3%
\$40,000	\$99,177	\$2,286	\$330	\$2,194	2.2%
\$50,000	\$99,065	\$2,202	\$415	\$2,106	2.1%
\$60,000	\$98,952	\$2,118	\$499	\$2,018	2.0%

*Rounded to the nearest \$1,000 for illustrative purposes.

Under the 4.0% interest rate scenario, the monthly rents for the 1-bedroom cottage drop substantially. A grant contribution of \$60,000 would be required to bring the rents closer to the market rental guideline for a 1-bedroom unit (\$1,500), as shown in **Table 26**.

Table 26: Landowner Led Equity Distribution (Scenario 2A) in New Cottage, 1-Bedroom at 4.0% Interest Rate

Grant/Fund (\$) [*]	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$98,536	\$1,984	\$0	\$1,880	1.9%
\$10,000	\$98,460	\$1,922	\$62	\$1,814	1.8%
\$20,000	\$98,388	\$1,862	\$122	\$1,752	1.8%
\$30,000	\$98,314	\$1,800	\$183	\$1,688	1.7%
\$40,000	\$98,241	\$1,739	\$245	\$1,624	1.7%
\$50,000	\$98,165	\$1,677	\$307	\$1,559	1.6%
\$60,000	\$98,090	\$1,615	\$369	\$1,494	1.5%

^{*}Rounded to the nearest \$1,000 for illustrative purposes.

Table 27 and **Table 28** shows that the annual returns for the landowner's equity will increase incrementally if grant funding is used to top up the equity to 25% of total project costs. In addition, the equity required by the landowner could be lowered with grant funding.

Table 27: Top Up Equity Distribution (Scenario 2B) in New Cottage, 1-Bedroom at 7.0% Interest Rate

Grant/Fund		Landowner Equity		Rent	Annual	Annual
%	\$	%	\$	(monthly)	Return (\$)	Return on Equity (%)
5%	\$19,924	20%	\$79,696	\$2,616	\$2,539	3.2%
10%	\$39,848	15%	\$59,772	\$2,616	\$2,539	4.2%
15%	\$59,772	10%	\$39,848	\$2,616	\$2,539	6.4%
20%	\$79,696	5%	\$19,924	\$2,616	\$2,539	12.7%

Table 28: Top Up Equity Distribution (Scenario 2B) in New Cottage, 1-Bedroom at 4.0% Interest Rate

Grant/Fund		Landowner Equity		Rent	Annual	Annual
%	\$	%	\$	(monthly)	Return (\$)	Return on Equity (%)
5%	\$19,707	20%	\$78,828	\$1,984	\$1,880	2.4%
10%	\$39,414	15%	\$59,121	\$1,984	\$1,880	3.2%
15%	\$59,121	10%	\$39,414	\$1,984	\$1,880	4.8%
20%	\$78,828	5%	\$19,707	\$1,984	\$1,880	9.5%



Subsidized Scenario: 2-Bedroom

The development costs for a 2-bedroom cottage are the highest, and the rents in **Table 29** reflect this.

Table 29: Landowner Led Equity Distribution (Scenario 2A) in New Cottage, 2-Bedroom at 7.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$155,514	\$3,979	\$0	\$3,964	2.5%
\$10,000	\$155,403	\$3,896	\$83	\$3,877	2.5%
\$20,000	\$155,292	\$3,813	\$166	\$3,790	2.4%
\$30,000	\$155,183	\$3,731	\$248	\$3,705	2.4%
\$40,000	\$155,071	\$3,648	\$331	\$3,618	2.3%
\$50,000	\$154,959	\$3,565	\$415	\$3,531	2.3%
\$60,000	\$154,851	\$3,484	\$495	\$3,446	2.2%

*Rounded to the nearest \$1,000 for illustrative purposes.

However, a decreased interest rate to 4.0% substantially drops the required rent by \$950 before any grant contributions to \$2,993 (**Table 30**). A grant contribution of \$60,000 could decrease the rent to \$2,626 (as shown in **Table 30**). While this rent is outside the market rental guideline for a 2-bedroom unit (\$1,950), it could potentially provide the incentive for a landowner to offset the site preparation costs for building a cottage⁵.

Table 30: Landowner Led Equity Distribution (Scenario 2A) in New Cottage, 2-Bedroom at 4.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)	Decrease in Supportable Rent (\$ monthly)	Annual Return (\$)	Annual Return on Equity (%)
No Grant	\$153,822	\$2,993	\$0	\$2,934	1.9%
\$10,000	\$153,747	\$2,931	\$62	\$2,870	1.9%
\$20,000	\$153,673	\$2,869	\$123	\$2,806	1.8%
\$30,000	\$153,601	\$2,809	\$183	\$2,743	1.8%
\$40,000	\$153,526	\$2,747	\$245	\$2,678	1.7%
\$50,000	\$153,452	\$2,686	\$307	\$2,613	1.7%
\$60,000	\$153,380	\$2,626	\$367	\$2,551	1.7%

*Rounded to the nearest \$1,000 for illustrative purposes.

⁵ Cottages on the Gulf Islands typically carry higher site preparation costs, and are dependent on the specific site

Table 31 and **Table 32** below show the impact of increasing the grant share of the 25% equity. Under the 7.0% interest rate scenario, a 10% equity contribution (or approximately \$62,206), the annual return on the landowner's equity could be attractive at 4.2% under the respective economic and interest rate conditions.

Table 31: Top Up Equity Distribution (Scenario 2B) in New Cottage, 2-Bedroom at 7.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$31,103	20%	\$124,411	\$3,979	\$3,964	3.2%
10%	\$62,206	15%	\$93,309	\$3,979	\$3,964	4.2%
15%	\$93,309	10%	\$62,206	\$3,979	\$3,964	6.4%
20%	\$124,411	5%	\$31,103	\$3,979	\$3,964	12.7%

Table 32: Top Up Equity Distribution (Scenario 2B) in New Cottage, 2-Bedroom at 4.0% Interest Rate

Grant/Fund		Landowner Equity		Rent (monthly)	Annual Return (\$)	Annual Return on Equity (%)
%	\$	%	\$			
5%	\$30,764	20%	\$123,057	\$2,993	\$2,934	2.4%
10%	\$61,529	15%	\$92,293	\$2,993	\$2,934	3.2%
15%	\$92,293	10%	\$61,529	\$2,993	\$2,934	4.8%
20%	\$123,057	5%	\$30,764	\$2,993	\$2,934	9.5%

3.4 Multiplex Rental Housing

Multi-unit rental housing development has historically been uncommon on SGI and limited on SSI because it is not a land use that is widely permitted. These housing developments are in a unique position as they could deliver much needed rental housing, however, at the same time, the development approval process is not configured to efficiently review this type of housing application optimally. As such, multi-unit development applications bear higher development costs during the application review process, which referred to as “pre-development costs” in this report.

A development application in the SGI and SSI must go through several government authorities for approval, including CRD, Islands Trust, Ministry of Transportation and Infrastructure, and Island Health, and extensive community consultation to meet various conditions at each approval stage (e.g., zoning, subdivision, etc.) prior to building permit approval. This review is more complex for more intense uses, such as multi-unit developments, to conduct proof of water, proof of septic, assess archaeological implications, assess vehicle traffic impact, and ensure environmental standards are met.

Three interviews were conducted with non-profit housing providers developing multi-units on the islands to understand the costs incurred during rezoning through to building permit⁶. Typically, a large portion of the **rezoning costs** in the rural areas are related to ensuring the development will be consistent with Islands Trust policies, and ensuring adequate servicing can be provided, often as on-site services for water and sewage disposal⁷. These costs vary from site to site. The following estimates of rezoning costs were provided in the interviews:

- Housing Provider #1: \$93,400
- Housing Provider #2: \$129,600
- Housing Provider #3: \$150,000

⁶ One out of the three development projects could only speak to rezoning costs.

⁷ This includes proving water availability and no big impacts to neighbouring wells over multiple rounds of testing, preliminary wastewater design and perc testing, arborist's assessment, Phase 1 ESA, Ecological Assessment (to inform restrictive covenant), survey (for site plan preparation), geotechnical investigation, completion of a water management plan involving civil and mechanical consultants, schematic design services, and legal fees associated with the development and review of the Housing Agreement and restrictive covenants with the Local Trust Committee.

These costs do not include time related to managing the project to ensure the right documentation was being provided and coordinated during the rezoning stage, such as development consultant fees and in-kind volunteer contributions from non-profit housing providers. Depending on the length of the rezoning process and whether there is development consultant support, the additional in-kind volunteer costs could be an estimated \$41,600⁸ annually for one full-time equivalent staff at a non-profit housing organization. Two interviewers noted that the rezoning process was lengthy and took around three (3) years for approval.

In addition to rezoning costs, multi-unit development projects in the rural areas can incur higher infrastructure costs prior to building permit approval. One housing provider indicated they budgeted \$400,000 to build an access road as part of the subdivision plan process, while another housing provider budgeted \$200,000 for related infrastructure.

Based on the information provided in the three interviews, the pre-development costs (i.e., rezoning costs plus infrastructure-related costs) can range anywhere from the low \$300,000 to \$500,000. These costs could vary depending on the specific site and development conditions. Funding from other levels of government for pre-development costs is not typically available for the rural areas because program eligibility often requires higher density development, such as multi-family buildings and not multi-plex buildings.

Despite the challenges posed by the high costs in the predevelopment stage and limited funding for multi-unit rental housing development projects in the rural areas, the availability of grant funding serves as a valuable resource to mitigate the financial burdens associated with the development approvals process, offering a positive opportunity for project advancement. The analysis below shows how grants of \$100,000 and \$200,000 can offset a portion of the pre-development costs and increase housing affordability. Providing pre-development funding also allows the housing provider to direct their own funds towards the required equity under other funding programs.

Base Scenario

This scenario models the construction of a new 10-unit multiplex (duplexes, and triplexes) with a mix of 1-bedroom (3 units), 2-bedroom (3 units) and 3-bedroom units (4 units). This scenario requires the prefabrication of larger components to occur off-island using structural insulated panels and insulated concrete forms. The monthly operating expenses for the unit are estimated to be around \$525 which includes vacancy allowance, property tax, home insurance, interior maintenance, and capital reserve fund.

⁸ Assuming an hourly wage of \$20 per hour as compensation.

Table 33 below shows the baseline scenario analysis results. The required rents to support the units are higher than the market rent guideline for each of the respective unit types. However, this is not atypical as multi-unit developments often require capital funding and operating subsidy to achieve affordable rents in most markets across BC. The table also shows an improved scenario where a 4.0% interest rate and alternative financing terms (50 year amortization period, 80% loan to value) are obtained.

Table 33: Landowner-Led Equity Distribution in 10-Unit Multiplex (Base Scenario)

	7.0% Interest Rate (Mortgage)	4.0% Interest Rate with Alternative Financing Terms (Mortgage)
Total Project Costs	\$7,315,929	\$7,211,977
Equity Required	\$1,828,982	\$1,442,395
Loan-to-Value Ratio (LTV)	0.75	0.80
Principal Mortgage Amount	\$5,568,841	\$5,814,307
Mortgage Payment (Monthly)	\$39,005 (total units)	\$22,299 (total units)
Operating Expenses incl. Vacancy Allowance (Monthly)	\$527	\$525
Debt Service Coverage Ratio (DSCR)	1.1	1.1
Annual Return	\$46,806 or 2.7% on equity	\$26,759 or 1.9% on equity
Rent Required to Cover Operations and Mortgage Payment (Monthly)	Average of \$5.77 per sq. ft. 1-Bdrm: \$3,461 2-Bdrm: \$4,904 3-Bdrm: \$5,769	Average of \$3.57 per sq. ft. 1-Bdrm: \$2,140 2-Bdrm: \$3,032 3-Bdrm: \$3,567



Subsidized Scenario: 10 Units

To model the impact of using grant funding to offset the rezoning costs, **Table 33** shows grant contributions of \$100,000 and \$200,000 for the 10-unit multiplex development. At a grant contribution of up to \$10,000 per door (i.e., a total of \$100,000), decreases the monthly rent by \$60, \$84, and \$99 for the 1-, 2- and 3-bedrooms, respectively. At a grant contribution of \$20,000 (i.e., a total of \$200,000), the monthly rent is decreased by \$118, \$167, and \$196 for the 1-, 2- and 3-bedrooms, respectively. These rents can be brought into a deeper level of affordability once additional funding programs are secured by the housing provider, which can offer provide capital and operational funding.

While the annual returns on the landowner's equity are higher in this scenario than in the secondary suites or cottage development, it requires a much bigger upfront equity contribution or ongoing operating subsidy. As such, the multi-plex rental projects are likely only attractive and/or suitable to developers with alternate investment return goals, particularly the non-profit sector. This is evident in affordable housing projects being built across the SGI and SSI as they are being led by non-profit housing organizations.

Table 34: Landowner Led Equity Distribution (Scenario 2A) in 10-Unit Multiplex at 7.0% Interest Rate

Grant/Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)			Annual Return (\$)	Annual Return on Equity (%)
		1-Bdrm	2-Bdrm	3-Bdrm		
No Grant	\$1,828,982	\$3,461	\$4,904	\$5,769	\$46,806	2.6%
\$100,000	\$1,827,399	\$3,402	\$4,819	\$5,670	\$45,901	2.5%
\$200,000	\$1,825,854	\$3,344	\$4,737	\$5,573	\$45,018	2.5%

Some financing programs offer longer amortization terms, loan to value ratios up to 100%, and discounted interest rates⁹. To understand how a financing program similar to the Canada Mortgage Housing Corporation (CMHC) Rental Construction Financing Initiative (RCFi) would impact the multiplex in the scenario above, we model a 80% loan to value – as a starting equity requirement, which decreases with each incremental grant contributions – and an amortization period of 50 years in **Table 35**. The interest rate modelled in this scenario is 4.0%.

⁹ Discounted interest rates are typically offered in financing programs that require a percentage of the units to meet median household income in the community. For the RCFi program, 20% of units need to be below 30% of median household income in a community. Other funding programs with different eligibility criteria are available which include BC Housing's Community Housing Fund.

Table 35: Landowner Led Equity Distribution (Scenario 2A) in 10-Unit Multiplex with Alternate Financing Terms at 4.0% Interest Rate

Grant/ Fund (\$)*	25% Equity from Landowner (\$)	Rent (\$ Monthly)			Annual Return (\$)	Annual Return on Equity (%)
		1-Bdrm	2-Bdrm	3-Bdrm		
No Grant	\$1,442,395	\$2,140	\$3,032	\$3,567	\$26,759	1.9%
\$100,000	\$1,441,585	\$2,108	\$2,986	\$3,513	\$26,274	1.8%
\$200,000	\$1,440,794	\$2,077	\$2,942	\$3,461	\$25,801	1.8%

Under this improved scenario, the required rents are closer to the market rent guidelines. At a grant contribution of up to \$10,000 per door (i.e., a total of \$100,000), decreases the monthly rent by \$32, \$46, and \$54 for the 1-, 2- and 3-bedrooms, respectively. At a grant contribution of \$20,000 (i.e., a total of \$200,000), the monthly rent is decreased by \$63, \$90, and \$106 for the 1-, 2- and 3-bedrooms, respectively. As with the previous scenario, additional funding could be acquired by the housing provider to further deepen the affordability of the units.

While the RHP pre-development funding of \$100,000 or \$200,000 would not be able to offset the total estimated pre-development costs of a single development project, it allows the housing provider to move past certain stages of the development process and to redirect their initial funds towards another development cost. The effect is that it decreases the overall development costs, which improves project success and leads to lower required rents as shown in **Table 34** and **Table 35**.

While the rents in **Table 34** and **Table 35** may not meet the rental housing affordability guidelines upon completion, the rents secured at first tenancy will be held to controlled rent increases outlined in the housing agreement. Over the term of the housing agreement, these units would have below-market rents and be considered non-market housing units. Furthermore, the affordability could be deepened if additional funding programs beyond the RHP grant and the CMHC RCFi could be stacked.

3.4.1 Possible Cost Efficiencies in Multi-Unit Development

In addition to offsetting development costs through grants, the financial viability of a project can be increased by finding cost efficiencies through design and construction. While a higher density multi-unit development project (e.g., 20 units) was not modelled in this analysis, increasing the number of units would be beneficial from a financial perspective because it can lower the capital cost per unit as well as the operating costs per unit. The capital cost savings can only be found by placing more units into one building and distributing the cost of shared components (e.g., roof, walls, mechanical systems, etc.). If these units are distributed across plex-type buildings, such as in 10-unit multiplex example discussed above, then these cost efficiencies may be lost. The density allowance of lots is controlled through zoning and is a factor that is within the authority of local governments to change.

Some items in operational costs for multi-unit buildings are fixed and can be distributed at a lower cost per unit when the number of units are increased within a building. However, if the number of units in a building is too small, then the building cannot sustain full-time equivalent staff. In smaller multi-unit projects, this will drive up staffing costs in order to hire someone. While this is not a labour market issue that is unique to the CRD's rural areas, it is a challenge that can be lessened if more multi-unit buildings existed (to share resources across the same owner) or if more density were permitted on the development site.





Affordable Homeownership

4.0 Affordable Homeownership

Affordable homeownership programs in Canada are generally focused on assisting households within a certain income range to enter homeownership, which provides an opportunity to free up rental housing.

Securing affordable homeownership units at the local government level is not common in Canada. This could be attributed to the greatest housing need being in markets where ownership prices are high; however, it can also be attributed to the fact that the cost to subsidize affordable homeownership units is high.

Nonetheless, some municipalities have established their own programs or have obtained these units on an ad-hoc basis. The program rules vary depending on the administrator and, in recent years, the calculation of the resale value for affordable unit has become an even more important consideration as housing prices dramatically increase in some markets.

4.1 Rent-to-Own Options

Rent-to-own programs are viewed as an affordable homeownership program because it bypasses the need for a down payment: the rent paid by the tenant becomes the equity or downpayment required to purchase the house. The idea is to hold the property for the would-be buyer until they can save up what is needed to qualify for a conventional mortgage with a lending institution. The terms of a rent-to-own program vary and are set by the administrator. In general, it is an agreement between renters and property owners or investors to buy a home at a set price at a future deadline. The agreement is made up of a lease and an option to purchase.

4.1.1 Agreement Types

As rent-to-own programs are relatively new, there are generally only two types of rent-to-own agreements available to tenants in Canada¹⁰. These two agreement types are summarized below:

- **Lease-Purchase Agreement:** This type of agreement virtually guarantees that the tenant will purchase the home once their rent-to-own agreement is complete. These are usually designed to safeguard landlords, so they have a designated buyer.
- **Lease-Option Agreement:** This type of agreement gives the tenant the option of purchasing once the rent-to-own agreement is up and the rent they paid goes towards the equity contribution for a downpayment. While there is no obligation to purchase the home, the money the tenant has put towards the house will not be reimbursed. In that sense, it becomes more like a regular rental agreement.

4.1.2 Organizations Providing Rent-to-Own Options

In addition to the agreement type, there are three types of organizations in Canada who administer rent-to-own programs:

1. **Lending Institutions and Investors**
2. **Developers (*with funding from government*)**
3. **Public Sector Organization**

In some cases, the different types of organizations work together to provide rent-to-own financing for occupants. The biggest difference between the organizations, however, is the distinction between for-profit and non-profit. Having an investment return requirement changes the way the rent-to-own program is structured. This is because the initial mortgage (i.e., during the lease agreement period with the tenant and landlord) is held by the owner. As this owner is taking on risk, they could add additional fees, potentially in the form of higher interest rates and rents, to recover the cost of this risk.

The degree of risk and equity required to build and hold the initial mortgage for would-be buyers is likely why there are very few public sector organizations who administer rent-to-own builds. The authors of this report are only aware of one public sector organization who is developing and administering their rent-to-own units. The organization is a First Nation with specific program goals to house their members, and as such, there is no expectation to receive a return on their equity contribution. A complete list of the organizations researched is available in **Appendix A**.

¹⁰ Research was conducted on rent-to-own models in the United States of America; these models either follow similar program requirements and methodology as those in Canada, or are down payment matching programs.

4.1.3 Funding Opportunity: CMHC Rent-to-Own

In Canada, the only existing funding opportunity for publicly-owned rent-to-own programs is the Canada Mortgage and Housing Corporation (CMHC) Rent-to-Own funding stream nestled within the Affordable Housing Innovation Fund. This funding is directed to housing providers interested in developing, testing, and scaling innovative rent-to-own models and projects.

This program seeks to provide housing providers the resources to identify better ways of meeting housing challenges, including financing projects and developing funding models enable rent-to-own housing across Canada. As such, there are program fulfilment requirements related to capturing and sharing lessons learned to transfer knowledge. Eligible projects must also demonstrate innovation, affordability, financial sustainability, and safeguards to protect prospective homebuyers. A key outcome of this program is for participants to identify methods to calculate the resale value of rent-to-own units, as this is an emerging area of administrating affordable homeownership programs.

The list of eligible recipients is broad and include municipalities, provinces, and territories; private sector developers and builders; non-profit housing providers and community housing organizations; and Indigenous governments and organizations.

4.1.4 Summary

Mechanisms for securing affordability

If there is not a measure in place to regulate property value increases between ownership change, the affordability of the unit can be lost after the first homeowner returns the house to the market. In the research examples, the resale value of the rent-to-own units were not restricted after the first homeowner. As such, the CMHC Innovation Fund program requires there to be a clear methodology for determining future sale price.

Benefits of rent-to-own

Rent-to-own programs require an initial investor who is willing to front-end the project with equity needed to build the project. A successful rent-to-own program brings new rental units into a market that could become ownership units, which free up rental units for other households in the community, and offers an opportunity for households to purchase a house when they otherwise may not be able to afford homeownership.

Limitations of rent-to-own

The limitation to the rent-to-own concept is that the program will vary depending on the policy or investment goal. For instance, some investors may require a return on equity for taking on this risk, which can be built into the rent required or interest rate, which effectively raises the costs for the tenant and eventual homebuyer. The benefit of owning a house is the opportunity for the homeowner to capitalize on any appreciation gains upon the sale of the house. The policy goal of such a program should be clear and transparent about whether it is to secure a non-market affordable unit or to enable the first homeowners to capitalize on the asset upon sale.

4.2 Down Payment Matching Options Programs

Down payment matching programs are offered by several organizations in Canada. The intent of these programs is to lower the down payment required for the eligible household by providing a supplementary down payment as a second mortgage. This in turn helps households to access a mortgage, lowers monthly mortgage payments (i.e., smaller principal mortgage amount), and lowers insurance premiums if the minimum downpayment is reached.

4.2.1 Options Ready Program

One of the more established down payment matching programs is offered by Options for Homes, a non-profit organization, and serves the Greater Toronto Area market. The **Options Ready Program** requires a minimum of 5% down payment from the applicant and will provide down payment support from 10% to 15% of the purchase price. As Options for Home is a non-profit organization, they forego the initial developer's profit on the construction of the house and use the equity towards matching the applicant's downpayment.

The Options Ready Program operates on a shared-equity approach. This means that upon sale of the unit, homeowners are required to pay back the second mortgage, any associated interest due on the second mortgage, and capital appreciation associated with the second mortgage. In addition, participants can keep any capital appreciation on their portion of the equity. Since this program relies on a market value increase of the house upon sale, it does not maintain affordability past the first owner.

An important distinction to note in the Options Ready Program is that any capital appreciation on the second mortgage amount is returned to Options for Homes, which is then re-invested into the community to build additional affordable homes. This program may work well in an area where the housing market is strong and there is a vested interest from a developer to provide this service.

4.2.2 Municipal Affordable Homeownership Programs

The City of Langford in British Columbia (BC) operates an Attainable Homeownership Program, with the most recent policy amendment in February 2023. It is intended to assist Langford residents earning less than \$150,000 in household income. The City provides a grant towards a 5% down payment for the housing unit¹¹. The grant amount varies based on the maximum purchase price set for the housing unit (e.g., 1-bedroom, 2-bedroom, and 3-bedroom units) and the household income. The grants are as follows:

- Household Income of less than \$119,999: 75% of the 5% downpayment
- Household Income of between \$120,000 and \$134,999: 50% of the 5%downpayment
- Household Income of between \$135,000 to \$150,000: 25% of the 5% downpayment

The attainable units under this program are provided by developers and must abide to construction requirements outlined in the program policy. The program restricts the resale value of the units for the first five years of the program, after which there are no restrictions. The inability to secure affordability for future users is a limitation in the program.

Given that the maximum purchase price for the largest unit (e.g., 3-bedroom unit) is \$499,000, the maximum grant available would be \$18,713 for a household earning less than \$119,999. This policy appears to work for apartment units in high cost of living markets (e.g., higher salaries).

The County of Simcoe in Ontario offers an **Affordable Homeownership Program**. It is intended to assist low-to-moderate income renter households located in Simcoe County. The County does not own or secure affordable homeownership units, instead it provides a 10% down payment assistance (to a maximum of \$50,000) to the eligible participant's preferred house on the market. The program has rules governing the eligibility of households for the program and applicants need to be pre-approved for a mortgage. The 10% down payment is offered as a 20-year, interest free, forgivable loan with the condition that the mortgage cannot be refinanced for a higher amount than the original. The program does not restrict capital appreciation upon sale of the property, meaning the affordability of the unit is not carried over to the next purchaser.

¹¹ *The program participant cannot put more than a 5% downpayment (including City of Langford grant) towards the purchase of their house.*

4.2.3 Funding Opportunity: BC Housing Affordable Home Ownership Program (AHOP)

The **Affordable Home Ownership Program** (AHOP) is administered by BC Housing with the goal of increasing affordable housing for middle-income households across BC. The program helps home purchasers to target a minimum down payment of 10% on the home's value.

Through this program, BC Housing provides home purchasers with an interest-free second mortgage, known as an AHOP Mortgage, toward the purchase of their home. The buyer is required to contribute a minimum of 5% on the first \$500,000 of the home value (10% downpayment is required on the remaining value of a purchase over \$500,000). The AHOP Mortgage is interest and payment-free for up to 25 years. AHOP units can be built using BC Housing's low interest interim construction financing and equity contributions.

The AHOP program requires a partnership between the project partners¹² – which typically consists of a developer and a local government – and BC Housing, which may not be suitable for every local government depending on their capacity to support the AHOP project. In addition, the intention of the AHOP is to reinvest the funds back into community, however it is not clear what this entails and how many addition units can be built. If no restrictions are placed on the AHOP units, then the affordability on the AHOP units could be lost once the unit is sold on the market.

Repaid AHOP Mortgage amounts are contributed to the local government where there is an agreement in place to help support more affordable homes within that local government. If there is no agreement in place between BC Housing and the local government, BC Housing will use the proceeds to help support more affordable homes in British Columbia.

¹² The term of "project partner" is loosely used in the BC Housing AHOP Framework, indicating flexibility in the program for who the local government partner can be. To date, the program uptake has been for five projects which are all located in a municipal jurisdiction.

4.2.4 Summary

Mechanisms for securing affordability

Mechanisms to secure affordability are not commonly implemented in the research examples. One approach that is used to secure affordability on affordable homeownership units is to restrict the resale value for a certain number of years after date of purchase. The City of Langford does this through the use of Housing Agreements adopted as a bylaw and registered on title.

Benefits of down payment matching

Down payment matching programs enable people who may not have been able to access homeownership the opportunity to do so and frees up rental housing for other households. The ability to utilize capital allows individuals to purchase an asset they may not otherwise be able to afford. Down payment matching programs – if allowing for up to 20% of purchase price – can also enable individuals to have lower mortgage payments which can support manageable cash flow. Additionally, insurance premiums are often reduced due to the higher down payment amount, providing individuals with access to more of their monthly income.

Limitations of down payment matching

The agreement language within down payment matching programs is vague regarding the role definition of all parties, namely: developers, individual private owner, the local government and other parties (e.g., BC Housing). It is also unclear what the municipality must commit to in order promote these partnerships and the risks that they must be willing to take on in engaging in the relationship.

There is also an amount of administrative burden in monitoring and enforcing these agreements, especially if affordability is to be maintained throughout the duration of the housing agreement. There are many stipulations about subleasing or selling units to ensure the objective of the program maintains its integrity. The responsibility of ensuring these units is not rented or sublet falls on the program partner (e.g., local government or funder).



Findings

5.0 Findings

This section highlights the key findings from the rental housing analysis and affordable homeownership research. This analysis demonstrates that there are a number of ways that funding can be used to increase the affordability of housing units or to provide an incentive to increase the number of housing units built.

It is important to note that these financial analysis scenarios represent one development cost for each housing typology. Variations in development costs will exist across properties in the CRD's rural areas, and the impact of grant funding may generate deeper affordability if the development costs are below what is modelled here. Considerations include lower operating costs, in-kind contributions by tenants and volunteers (e.g., sweat equity), or more casual labour crews.

To illustrate the potential reach of the program, and to compare opportunity across the housing types, this section allocates a theoretical affordable housing sum of \$5M, \$10M, and \$15M for each stream.

5.1 Partnerships

The analysis in this report reflects current market conditions, and a potential improved scenario where the interest rates are lowered to 4.0%. Despite this, we anticipate the RPH would be able to maximize the grant contributions if multiple government funding programs were stacked together. Below is an example of list of potential programs mentioned that are important for the CRD, senior levels of government, and housing non-profit housing providers in the CRD's rural areas to take note of:

- BC Rural Economic Diversification and Infrastructure Program
- CMHC Rental Construction Financing Initiative Program (RCFi)
- BC Housing Community Housing Fund
- BC Housing Secondary Suite Program
- BC Housing Affordable Homeownership Program (AHOP)

Some of these programs have eligibility criteria that preclude affordable housing development projects in the CRD's rural areas unless they are multi-family projects (i.e., not multi-plexes).

5.2 Mechanisms for Securing Affordability

As noted previously, the required rents are the starting rents for the first tenancy and annual increases will be controlled in exchange for the grants. To secure the affordability of homeownership or rental units over an extended period of time, a mechanism needs to be set up in order to prevent sale prices or rents from going to full market value between occupants. A housing agreement is the only legal tool available to local governments to secure the term, household income limits, housing prices or rents, and other restrictions to ensure affordability between users of affordable homeownership units.

Outside of housing agreements, further research is needed to understand whether additional tools are available to local governments, such as forgivable loans or partnerships with non-profit organizations who could sign a land lease agreement with individual landowners. The CRD is currently undertaking a Housing Agreement Program review which will help inform the implementation of the RHP.

5.3 Rental Housing Analysis

5.3.1 Secondary Suites – Renovation



1-Bedroom Unit

- The most financially viable rental housing to develop under current market conditions is the renovation of 1-bedroom secondary suites. This rental housing requires the least amount of equity, requires less approvals and construction, and can achieve and potentially exceed the bottom threshold of market rental rates for 1-bedroom units across the CRD's rural areas.
- A drawback to secondary suite renovations is that it is up to the individual landowner to invest in and operate. In Scenario 2A, under the 7.0% interest rate scenario, while the rent (\$1,487) is within the market rent guideline (\$1,500), the annual return of 2.5% on the landowner's initial equity of \$56,000 may not be competitive enough. As such, a greater financial incentive may be required to encourage landowners, either through stacking government funding programs or through the top up equity approach (i.e., Scenario 2B).
- The Scenario 2B top-up equity distribution model with grant funding of 15% equity (\$34,000) could lower the required landowner equity from \$56,000 to \$34,000 while maintaining the monthly rent at \$1,487 under the 7.0% interest rate scenario and \$1,132 under the 4.0% interest rate scenario.



2-Bedroom Unit

- With grant funding up to \$30,000 per door, under the following scenarios, the required monthly rents could be:
 - » 7.0% Interest Rate: \$2,078
 - » 4.0% Interest Rate: \$1,496
- Alternatively, a top-up equity distribution model with grant funding of 10% equity (\$36,000) could lower the required landowner equity from \$89,000 to \$54,000 while maintaining the monthly rent at \$2,288 under the 7.0% interest rate scenario and \$1,753 under the 4.0% interest rate scenario.

5.3.2 Secondary Suites – New Construction



1-Bedroom Unit

- A new secondary suite unit is the second most financially viable rental housing to develop under current market conditions.
- Under the 7.0% interest rate scenario, the construction of a new 1-bedroom secondary suite will require a monthly rent of \$1,837 which is slightly above the market rental guideline of \$1,500. However, the annual return of 2.5% may not be competitive enough for all landowners to invest the initial equity of \$70,000.
- With grant funding up to \$30,000 per door, under the following scenarios, the required monthly rents could be:
 - » 7.0% Interest Rate: \$1,583
 - » 4.0% Interest Rate: \$1,204
- Alternatively, a top-up equity distribution model with grant funding of 10% equity (\$28,000) could lower the required landowner equity from \$70,000 to \$42,000 while maintaining the monthly rent at \$1,837 under the 7.0% interest rate scenario and \$1,391 under the 4.0% scenario.



2-Bedroom Unit

- With grant funding up to \$30,000 per door, under the following scenarios, the required monthly rents could be:
 - » 7.0% Interest Rate: \$2,646
 - » 4.0% Interest Rate: \$1,985
- Alternatively, a with grant funding of 10% equity (\$45,000) could lower the required landowner equity from \$114,000 to \$68,000 while maintaining the required rent at \$2,891 under the 7.0% interest rate scenario and from \$112,000 to \$67,000 while maintaining the required rent at \$2,172 under the 4.0% scenario.

5.3.3 Cottages – New Construction



1-Bedroom Unit

- After secondary suite renovations and new suite construction, cottage units are the third most financially viable rental housing to develop under current market conditions.
- With grant funding up to \$60,000 per door, under the following scenarios, the required monthly rents could be:
 - » 7.0% Interest Rate: \$2,118
 - » 4.0% Interest Rate: \$1,615
- The biggest cost barrier to cottages is the site preparation required and the installation of septic systems which can cost \$50,000 or more per site.
- Alternatively, a top-up equity distribution model with grant funding of 10% equity (\$40,000) could lower the required landowner equity from \$100,000 to \$60,000 while maintaining the required rent at \$2,616 under the 7.0% interest rate scenario and \$99,000 to \$59,000 while maintaining the required rent at \$1,984 under the 4.0% scenario.



2-Bedroom Unit

- With grant funding up to \$60,000 per door, under the following scenarios, the required monthly rents for a new build 2-bedroom cottage would be:
 - » 7.0% Interest Rate: \$3,484
 - » 4.0% Interest Rate: \$2,626

- The equity needed to build a 2-bedroom cottage is high (~\$156,000 at 25% contribution), and may be less accessible to a broader range of landowners than a 1-bedroom cottage. A top-up equity distribution model with grant funding could lower the barrier to building 2-bedroom cottages by providing a financial incentive to landowners.
 - » Grant funding of 10% equity (\$61,000) could lower the required landowner equity from \$156,000 to \$93,000 while maintaining the required rent at \$3,979 under the 7.0% interest rate scenario and from \$154,000 to \$92,000 while maintaining the rent at \$2,934 under the 4.0% scenario.

5.3.4 Multiplex Rental Housing – New Construction

- The 10-unit rental housing is made up of duplexes and triplexes and is intended to represent one type of multi-unit building. This analysis signals a strong need for government grants to increase the affordability of multi-unit rental housing projects in CRD’s rural areas as construction costs are high across all housing types (e.g., ground-oriented and multi-unit).
- Our analysis models an initial required equity of \$1.8 million under the current interest rate of 7.0%. The pre-development costs (i.e., rezoning costs related to prove servicing and environmental standards, plus infrastructure-related costs during the subdivision and building permit process) can range anywhere from the low \$300,000 to \$500,000. These costs could vary depending on the specific site and development conditions.
- With grant funding of \$10,000 per door (i.e., \$100,000), under the following scenarios without stacking additional funding programs, the required monthly rents could be lowered by:
 - » 7.0% Interest Rate:
 - 1-Bdrm: \$60
 - 2-Bdrm: \$85
 - 3-Bdrm: \$100
 - » 4.0% Interest Rate, 50 year amortization period, 80% Loan to Value:
 - 1-Bdrm: \$32
 - 2-Bdrm: \$46
 - 3-Bdrm: \$54

- With grant funding of \$20,000 per door (i.e., \$200,000), under the following scenarios without stacking additional funding programs, the required monthly rents could be lowered by:
 - » 7.0% Interest Rate:
 - 1-Bdrm: \$118
 - 2-Bdrm: \$167
 - 3-Bdrm: \$197
 - » 4.0% Interest Rate, 50 year amortization period, 80% Loan to Value:
 - 1-Bdrm: \$63
 - 2-Bdrm: \$90
 - 3-Bdrm: 106

Benefits of Pre-Development Funding

- A CRD funding program to support pre-development costs such as professional reporting or infrastructure upgrades would increase the viability of multi-unit projects, especially those being advanced by the non-profit housing sector. Additional pre-development funding can support investment in key infrastructure such as well development, driveway construction, and/or professional reporting.
- The impact of the pre-development funding, along with the stacking of other potential grants offered (as outlined in Section 5.1) could encourage more housing providers to develop in CRD's rural areas by:
 - » Increasing the equity in the project by providing grant funding – which opens up opportunities to secure other funding and lowers required rents;
 - » Decreasing the high financial threshold that organizations need to fundraise for multi-unit developments, and therefore lowering the barrier for organizations to pursue these development concepts.

5.4 Affordable Homeownership Analysis

5.4.1 Rent-to-Own

- Rent-to-own program terms and conditions will vary depending on the individual project and in most cases, the affordability of the home is lost after the unit is returned to the market after the first owner, unless a mechanism is put in place to maintain affordability between users.
- As the average 2021 housing price across the SGIs is \$767,500 and the cost to build a single unit in a multi-unit dwelling is around \$700,000, the initial equity required to take out a mortgage for a rent-to-own unit could be a barrier. Without an initial investor who is willing to provide equity for the development of rent-to-own dwellings, the program reach for this stream would be low, as the CRD or another organization would be responsible for taking the unit off the market to maintain affordability.
- While rent-to-own programs can include lower density forms of housing, the program is most cost effective with multi-unit buildings because government grants can be used to lower the development price, resulting in a lower purchasing price of the units.

5.4.2 Down Payment Matching

- Down payment matching programs enable people who may not have been able to access homeownership the opportunity to do so. However, depending on the home purchase price, the equity required can be high and may be a less effective use of funds (if provided) when compared to other rental housing options in this study (e.g., cottages, secondary suites).
- Similar to rent-to-own programs, if the policy goal is non-market affordable housing past the initial owner, a mechanism needs to be put in place to ensure the unit does not revert to market value upon sale of the property.

5.5 Potential Reach of the Rural Housing Program

Given the findings above, if the RHP were to carry a hypothetical reserve of \$5.0 million to \$15 million, then the investment dollars should be allocated in a way that maximizes the reach of the program.

Table 36 below illustrates a funding allocation of 75% for rental housing and 25% for affordable homeownership, distributed as follows:

- **Secondary Suite, Renovations:** \$30,000 per door (1- and 2-bedrooms)
- **Secondary Suite, New Construction:** \$30,000 per door (1-bedroom) and \$60,000 per door (2-bedrooms)¹³
- **Cottage, New Construction:** \$60,000 per door (1- and 2-bedrooms)
- **Multi-Unit:** \$10,000 per door (all unit types)
- **Rent-to-own:** 10% of downpayment or \$76,750 in this instance¹⁴
- **Downpayment matching program:** 10% of downpayment or \$76,750 in this instance¹⁵

Using this distribution under the \$5.0 million program outreach, a total of 165 affordable units would be supported:

- **Secondary Suite, Renovations:** 33 units
- **Secondary Suite, New Construction:** 22 units
- **Cottage, New Construction:** 29 units
- **Multi-Unit:** 75 units
- **Rent-to-own:** 3 units
- **Downpayment matching program:** 3 units

¹³ A 50/50 split is assumed as the distributed share of 1-bedroom and 2-bedroom secondary suites in the new construction category.

¹⁴ Assumes 10% of the average housing sales price for an older home – approximately \$767,500 across the SGI in 2021 – or 10% of the construction price for a new multi-unit dwelling (e.g., plex). This assumes there would be a program administrator and an investor willing to assume the risk of taking the unit off the market during the period where the program participant rents the house.

¹⁵ Same as Footnote 14, except the program participant would be responsible for purchasing the house under a housing agreement at the outset.

Table 36 below breaks this out further under a \$5.0 million, \$10 million, and \$15 million funding reserve.

Table 36: Potential Funding Allocation Under the Rural Housing Program

	\$5 Million			\$10 Million			\$15 Million		
	Funding Allocation (%)	Funding Amount (\$)	Estimated Number of Units Supported	Funding Allocation (%)	Funding Amount (\$)	Estimated Number of Units Supported	Funding Allocation (%)	Funding Amount (\$)	Estimated Number of Units Supported
Secondary Suite - Renovation	20%	\$1,000,000	33.0	20%	\$2,000,000	66	20%	\$3,000,000	100
Secondary Suite - New Construction	20%	\$1,000,000	22.0	20%	\$2,000,000	44	20%	\$3,000,000	66
Cottage - New Construction	35%	\$1,750,000	29.0	35%	\$3,500,000	58	35%	\$5,250,000	87
Multi-Unit	15%	\$750,000	75	15%	\$1,500,000	150	15%	\$2,250,000	225
Rent-to-Own	5%	\$250,000	3.0	5%	\$500,000	6	5%	\$750,000	9
Down Payment Matching Program	5%	\$250,000	3.0	5%	\$500,000	6	5%	\$750,000	9
Total	100%	\$5,000,000	165	100%	\$10,000,000	330	100%	\$15,000,000	496



Recommendations

6.0 Recommendations

Based on the analysis findings, we recommend six (6) strategies for the CRD when developing and implementing the RHP. Community engagement is recommended to inform the potential uptake of the program and to understand which incentives are most attractive to landowners.

Recommendation 1

- **The RHP should prioritize allocating funding to projects in CRD’s rural areas where housing would have otherwise not been created.** While single-detached houses and accessory dwelling units are permitted across SGI and SSI, the uptake to build accessory dwelling units has been slow. Previous studies have shown there is market demand for rental housing on the SGI and SSI, however, there has not been enough incentive or funding available to encourage developers and landowners to fill the market gap.

Recommendation 2

- **Secondary suites have the biggest potential to scale up in unit numbers when coupled with grant funding.** It is recommended that secondary suites receive the highest allocation of funding as it shows that secondary suites have the biggest potential to scale up in unit numbers when coupled with grant funding, making it the most effective use of funding. However, consideration should be given to cultural preferences and whether there would be strong market demand to build these units.

Recommendation 3

- **Cottages have potential to scale up in number of units and may be suitable for middle income households and residents in rural communities.** It is recommended that cottages receive the second highest allocation of funding. Due to the high costs to develop cottages, the program reach may be lessened if development costs are too high or if rents are not affordable for a median-earning renter household. In addition, collaborating with different development approval authorities to create a pre-approved design for cottages, including septic system design, can deepen affordability.

Recommendation 4:

- **Multi-unit buildings should receive the third highest allocation after secondary suites and cottages, as the projects are approved infrequently. Where possible, the stacking of government funding programs will bring deeper affordability to multi-unit developments, including the allowance of more units (e.g., higher density) into one building to realize cost efficiencies.**

Recommendation 5:

- **Entry-level homeownership programs should have smaller funding allocations as the investment costs are high and affordability is not guaranteed to carry over to the next user.** This program reach could be greater if coupled with partnerships or through existing funding programs.

Recommendation 6:

- **When reviewing applications under the Rural Housing Pilot Project, the CRD should take into consideration the following list of factors that impact the effectiveness of the grant.**
 - » Operating expenses will vary project by project, but is an important metric as it impacts how much revenue (e.g., rent) the landowner needs to cover all operational costs. A reasonable operating expense should be proposed.
 - » Different interest rates and amortization periods can dramatically alter the project finances. While we have modelled an interest rate reflecting the current market (7.0% interest rate), and an improved interest rate of 4.0%, a slight increase or decrease and a variance in the amortization period (25 years) will change the impact of any grant funding on the project.
 - » Variations in development costs will exist across properties in the CRD's rural areas, and the impact of grant funding may generate deeper affordability if the development costs are below what is modelled in this report.
 - » The term of the housing agreement should consider the initial grant amount.
 - » Tracking and monitoring rental costs for the secondary rental market in the CRD's rural areas to understand the benchmark market rents year over year in relation to the RHP rents.

Appendices

Appendix A

BC Housing Secondary Suite Incentive Program

The following summarizes eligibility requirements for BC Housing's Secondary Suite Incentive Program:

Homeowners

- Registered owner(s) must be Canadian citizens or permanent residents
- Live in the property as their primary home
- Combined gross annual income of homeowners on title of less than \$209,240 (in the previous tax year)

Properties

- Located within one of the 161 incorporated municipalities in BC
- Have a BC Assessment value below the homeowner grant threshold (\$2.125 million in 2023)

Secondary Suite

- New legal self-contained unit with a kitchen and full bathroom
 - » Improvements to *existing* rental units are ineligible
- Laneway homes / garden suites are eligible
- Received municipal building permits *on* or *after* April 1, 2023

Costs

All costs must be directly related to the creation of the new secondary suite and must be \$20,000 or more. Eligible costs include the following:

- Architectural and design fees
 - » Landscaping costs are ineligible
- Structural modification
- Electrical work
- Fixtures
- Appliances (50% of actual cost to a maximum of \$2,500)
- Building and trade permit fees
- Costs to obtain certificates, drawings and specifications directly related to eligible scope of work
- Materials related to the approved construction
 - » Extensions, conversions, repair, or replacement of items for the homeowner are ineligible
- Contractor labour (not including work done by Applicant or any member of the Household)
 - » Labour costs for work completed by the homeowner are ineligible
- PST and GST

The terms for loan forgiveness are as follows:

- The rebate amount and BC Housing legal costs of \$2,000 will be registered on title for 5 years as a forgivable loan;
- The new suite must be located on the same property where the homeowner lives and continues to be the principal residence;
- The new suite must be rented out at *below market rates*, as determined by BC Housing, for at least five years;
- The new suite was rented for at least 10 months in the preceding year and the tenancy is under an agreement compliant with the Residential Tenancy Act on a month-to-month or minimum 1-year fixed term tenancy; and
- The tenant is not an immediate family member (spouse, child, parent, or sibling) of the homeowner(s).

If the loan forgiveness requirements are met, the loan will be forgiven at 20% per year, inclusive of BC Housing's legal costs, over five years, when all SSIP requirements are met. Note that interest will accrue on the loan based on the current prime interest rate charged by the Royal Bank of Canada, plus 2.00%.

There are no payments required on either the principal or interest during the forgiveness period if the homeowner complies with the terms and conditions of the SSIP loan. In the event the homeowner does not comply with all the terms and conditions, the loan and any interest that has accrued will become payable on demand to BC Housing.

Appendix B

Rent-to-Own Research

Examples of select rent-to-own programs in Canada are broken down below.

- **Requity Homes:** Operates in Northern Ontario (Thunder Bay, Sault Ste. Marie, Sudbury and North Bay), Saskatchewan (Regina and Saskatoon), Alberta (Calgary and Edmonton), and Manitoba (Winnipeg). Requity purchases the home and allows the occupant to rent and save for the downpayment. Then, when the occupant is ready, they can buy back the home or cash out savings.
- **Clover Properties:** Operates throughout Ontario. The program offers 24, 36, or 48 month rent to own programs while tenants live in the home they will own at the end of the program term.
- **MB Rent-2-Own:** Operates in Alberta and Manitoba and targets people specifically who require improvements to their credit score in order to purchase a home. Much like Requity homes MB Rent-2-Own will purchase the home and work with the buyer through improving their credit. An initial deposit of 3% is required for this program
- **GVC Property Solutions:** Operates in the Lower Mainland and Fraser Valley British Columbia. Much like the previous examples, MB Rent-2-Own and Requity Homes, GVC property solutions purchases homes and offers them to the rent-to-own market. Within this program the purchaser puts a down payment of between \$5,000 and \$60,000. Typically, the rent-to- own agreement is 24 months long.
- **RTO Homes:** Operates in the Vancouver area through Apex Western Homes which is a contracting company located in the lower mainland. This program is also targeted to people who have a credit score that would prevent them from being eligible for a mortgage. A 5% down payment is typically required to partake in this program, and available listings are fed through Apex Western Homes.
- **HOS Financial Inc:** operates in Ontario and Quebec. The minimum down payment within this program is the greater of 3% or \$10,000. HOS Financial finds third party investors to purchase properties on the client's behalf. Typically, these agreements span three to five years.

- **JAAG:** Operates in Ontario and targets clients who require time and hands on support to improve their credit scores. This rent to own program typically spans a period of one to three years.
- **Sprout Properties:** Operates across Canada using lending partners. This program is between two and four years in length and requires a downpayment which is the greater of 3% or \$10,000. This program also requires a \$1000 commitment fee. This fee is also counted towards the purchase price.



January 17, 2024

Rural Housing Program Pilot Scoping (2024)

The Capital Regional District (CRD) Rural Housing Program is being developed with acknowledgement that solutions to the housing crisis in CRD's Electoral Areas need to be tailored to the rural context, this is especially true for the Salt Spring Island (SSI) and Southern Gulf Islands (SGI) which are within the Islands Trust Area, and have a special mandate to preserve and protect the environment.

The following provides an outline of a 2024 Rural Housing Program pilot project for the SSI and SGI Electoral Areas.

Proposed CRD Rural Housing Program 2024 Pilot Scoping Work:

1. Build Program to Support Pre-development Funding
 - Engage stakeholders to determine opportunity and anticipate cost to support pre-development work that includes undertaking technical studies and determining infrastructure requirements (including on-site servicing) for multi-unit affordable housing projects.
 - Program will be modelled after the Canada Mortgage and Housing Corporation Seed Funding Program and tailored for the CRD's Rural Housing Program (RHP) Pilot on SSI and SGI.
 - Program criteria will be based on project readiness and effective utilization of funds towards regulatory approvals. Priority will be given to non-profit proponents of affordable housing, with development applications under consideration by the CRD or Islands Trust, or subdivision applications under consideration by the Ministry of Transportation and Infrastructure.
2. Develop a Missing Middle/Accessory Dwelling Unit (ADU) Incentive Program¹ to create non-market housing across the secondary housing market (suites and cottages and missing middle housing typologies).
 - Program design will be guided by the recommendations in the "Rural Housing Pilot Project Analysis," (Urban Matters, 2024).
 - Work in 2024 will include community engagement to test the uptake of different program options, as well as develop criteria, program parameters, application forms, legal and financial reviews, etc. for program roll out in 2025.
 - In future years, subject to funding, the program will offer financial incentives for ADUs in exchange for housing agreements to secure non-market units.
3. In 2024, soft launch of the RHP will be supported by existing staff and supplemented by a program coordinator using Municipal and Regional District Tax Program funding.

¹ Electoral Areas are excluded from Provincial Secondary Suite Incentive Program.



CRD Regional Housing Acquisition Study

Patricia Maloney Consulting



Purpose

- To develop a **Housing Acquisition Strategy for the Capital Region** that will help to respond to the current housing crisis, work with member municipalities and leverage senior government grants.



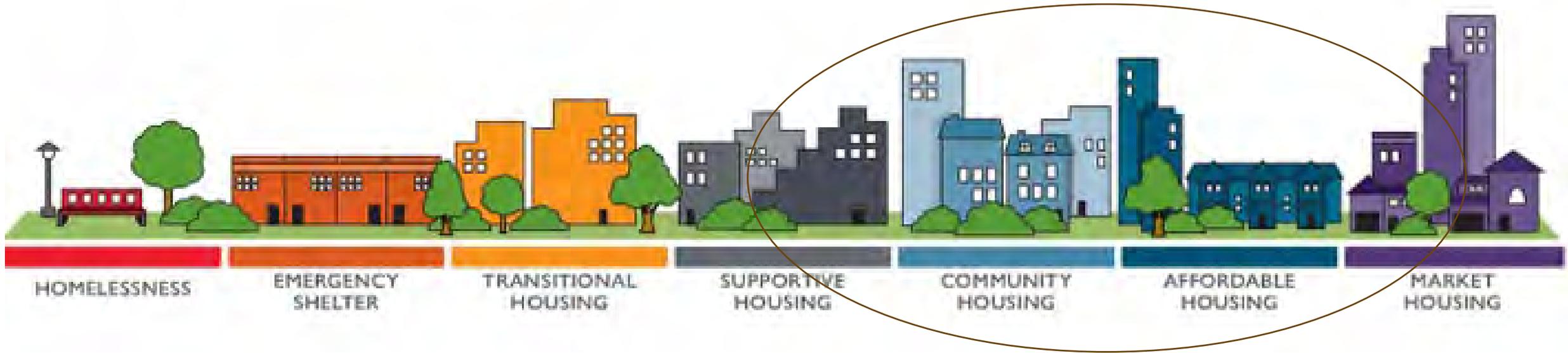
The Project

The CRD engaged our consulting team to prepare a **Regional Housing: Acquisition Strategy**.

The project has provides guidance on locations for affordable housing, recommendations for policy development, options for acquisition that will provide the CRD with most benefit for investment, and a financial model to assess each potential site and develop a proforma for purchase or development of affordable housing.



Housing Continuum(CMHC)



Guidelines for Study

- **Only consider the urban municipalities;**
- **Consider 10 urban municipalities;**
- **Do not consider land outside of the Urban Containment Boundaries;**
- **Use the BC Housing and CMHC definition of affordable (no more than 30% of pre-tax income spent on shelter);**
- **Only address rental units;**
- **Develop a definition of walkability that will be used to identify appropriate locations for affordable housing projects.**

Location Policies

- Build affordable housing close to amenities, services and facilities to reduce the dependence upon personal vehicles
- Allows for parking requirements to be reduced
- Encourages higher density and mixed land use
- Requires frequent transit to key employment centres
- Requires active transportation options (bike paths) and good pedestrian routes (good sidewalks)
- Create community focus points where people can gather and mingle as part of their daily activities.
- Offer improved access to green space and parks.



Definition of Walkability

That Lands/real estate will be considered walkable if they are:

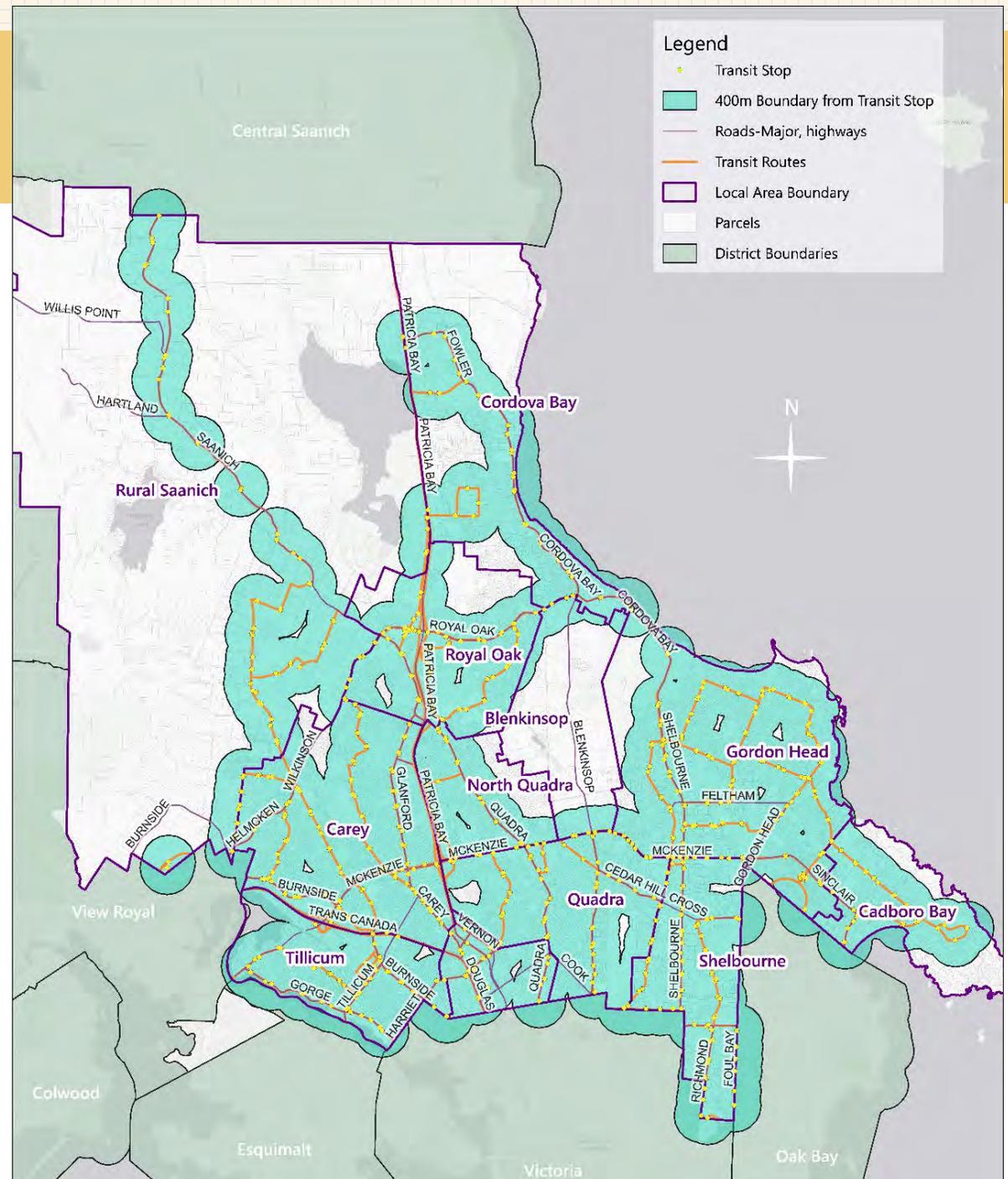
Within 400 meters of a transit stop that provides service with 30 minute or faster service or within 800 meters of three of the following services:

- School/educational facilities,
- Medical services,
- Grocery store and/or shopping centre,
- Financial institutions,
- Government services (social services, child welfare services),
- Parks and recreation,
- Day care,
- Religious/places of worship facilities,
- Employment opportunities,
- Food and beverage services,
- Personal services (insurance, beauty salons and barbershops, health and wellness services, and
- Libraries.

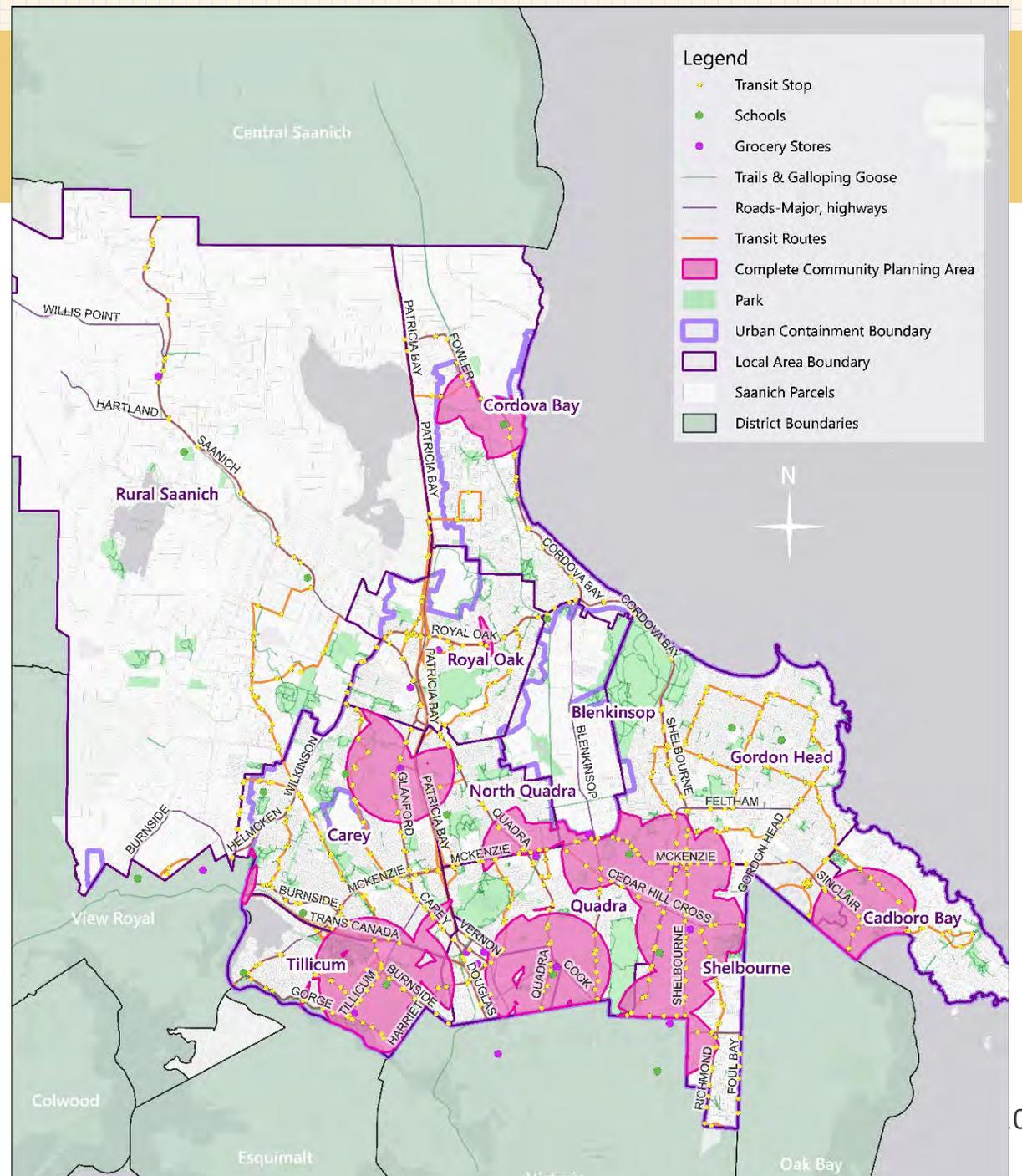
City of Victoria



400 m Transit Walkability for Saanich



Community Services and Facilities Walkability for Saanich



Funding Options

BC Housing

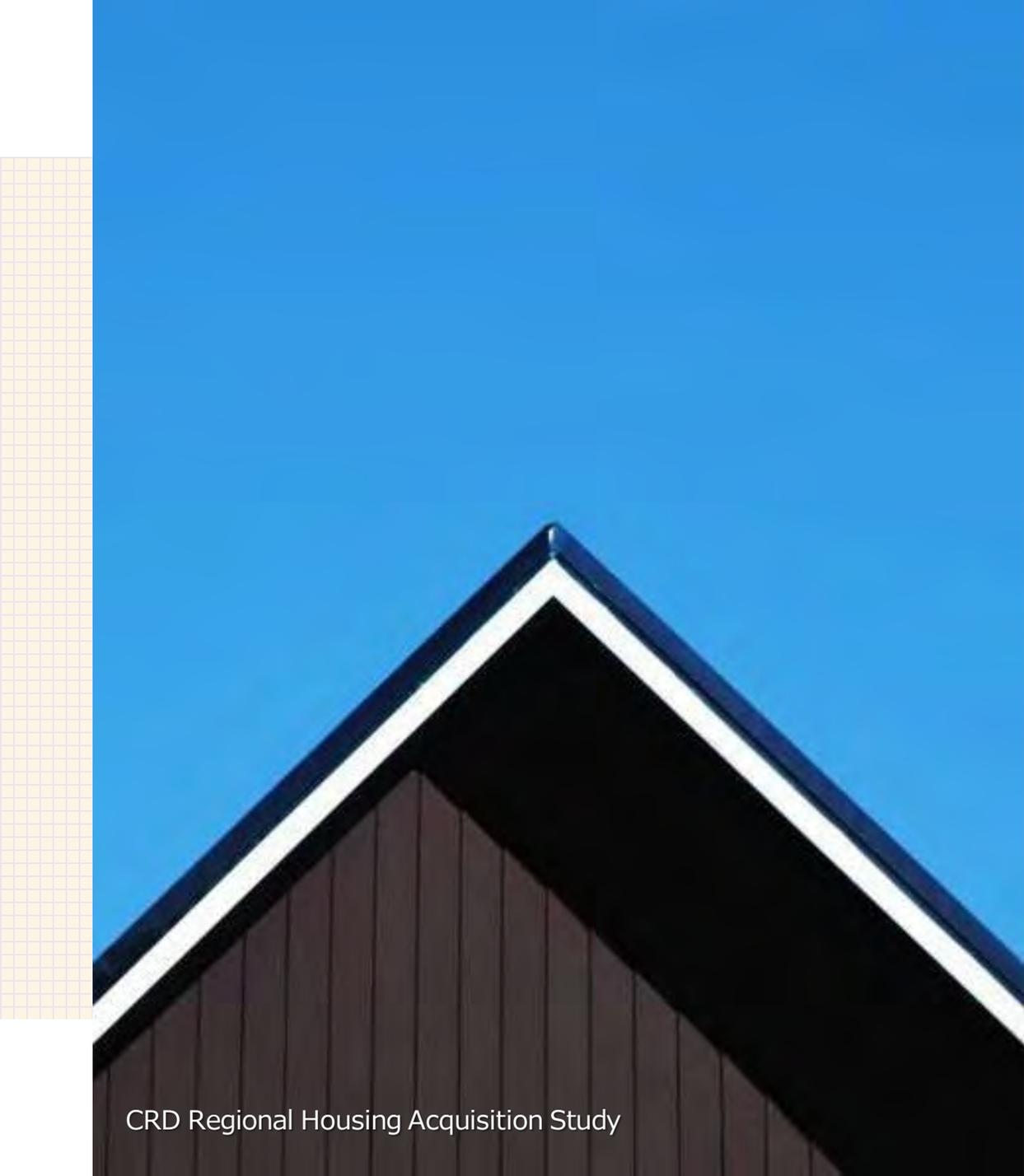
- **Community Housing Fund**
- **Secondary Suite Incentive Program**
- **Affordable Rental Housing**
- **Housing Hub**

CMHC

- **Housing Accelerator Fund**
- **National Housing Co-Investment Fund**
- **Preservation Fund**
- **Affordable Housing Innovation Fund**
- **CGAH Retrofit Funding**
- **Rental Construction Financing Initiative**
- **Seed Funding (to return)**

BC Ministry of Housing

- **Development Application Permit Review**
- **Housing Needs Assessments**
- **Legislative Changes (mandate density, removal of age restrictive stratas, more support for seniors, more money for transitional housing, more funding for indigenous housing)**



Acquisition options include:

1. CRD purchasing land and lease to a third party to build and manage
2. CRD to purchase, build and manage
3. CRD to purchase existing residential multi-family building to ensure affordability
4. CRD buy units in market buildings at turn-key price

It is important to note that while the CRD was developing this strategy, the CRD was also seeking permission to borrow \$85 million for seed money for affordable housing projects. However, the CRD does not have any jurisdiction over land, zoning, development regulations, subdivision or Development Permit Area interpretation. The CRD must work in partnership with the municipalities to identify locations for affordable housing that have municipal support for rezoning and development.

Financial Analysis

- **Ten Geographies**
 - **Victoria, Central Saanich, Sidney, Colwood, Esquimalt, Saanich, Langford, Oak Bay, View Royal, Sooke**
- **Consider rental apartment development at four densities (roughly, 4-storey, 6-storey, 10-storey, 12-storey, 15-storey and 18-Storey apartment buildings)**
- **Use two approaches for supplying affordable housing – CRD buys land/builds/manages, and the CRD buys land and nonprofit builds/manages**
- **Consider three levels of affordability (30%, 40% and 50% of median household income within each geography).**

Components of the Financial Model

Land Costs	Architect fees	Operating Costs
Land Financing	Engineering Fees	Periodic Improvements
Construction Costs	Site Servicing	Structural Reserve Fund
Construction Financing	Site Connections	Tenant Improvements
Property Tax Transfer	DCCs and ACCs	Hard Cost Contingency
Other Closing Costs	Landscaping, Signage and Lighting	Furniture, Fixtures and Equipment
Real Estate fees	Project Management	Survey
Property Taxes	Other Consultants	Accounting
GST	School Site Acquisition Charge	Legal
Rezoning Fee	Research and Appraisal	Insurance
Development Permit Application Fee	Building Permit and Inspection Fees	Utilities

What kind of questions can you answer?

- Identify which projects perform better or worse according to any number of metrics.
- Troubleshoot projects by testing which variables need to change to produce desired outcomes.
- In our case, we will be identifying for each scenario its ratio of CRD equity requirement per affordable unit.

Key Findings

- The CRD must be able to respond to opportunities quickly;
- Utilize lands already owned
- Amend OCP's to identify lands for housing (eliminating public hearings for rezoning);
- Pre-zone lands for housing to reduce the costs and time to process applications;
- Relax DCCs and ACCs;
- Waive fees for affordable housing projects;
- Locate affordable housing in walkable areas;
- Remove or drastically relaxing parking requirements;
- Lobby to improve transit services; and
- Increase densities/ FSR in transit-oriented locations.

Each site and building is assessed individually

It is important to note that the Financial Model presented in this report is an example of how the model would work to prepare a pro forma for each individual project identified. The CRD will input the current information for the specific site. The example review completed for this report was based on current municipal LUB regulations and BC Assessment for land prices.

The Model will allow the CRD to assess each individual site, in collaboration with the home municipality to determine the actual financial viability of each project.



Thank you

RURAL HOUSING PROGRAM PILOT FINANCIAL ANALYSIS

Presentation to the Hospital and Housing Committee, Capital
Regional District

February 7, 2024

urban
matters

Context

- Urban Matters CCC was commissioned by the Capital Regional District (CRD) to provide a financial analysis of secondary rental market options with grants or forgivable loans, in exchange for housing agreements to ensure affordability or non-market units.
- There are two driving factors behind this:
 - The development potential of the Electoral Areas is limited
 - The CRD's Southern Gulf Islands Housing Strategy recommended a focus on the secondary housing market because **existing zoning is already in place, but high building costs have limited the uptake.**
- While accessory dwelling units (ADU) are one housing option that could be scaled up, there are examples of multi-unit affordable housing projects being advanced by the non-profit sector on Salt Spring Island and the Southern Gulf Islands, and these groups struggle with high costs at the pre-development phase to ensure their projects are adequately serviced and meet the high environmental standards of Islands Trust.

Project Overview

The project goal is to support the development of a **Rural Housing Program Pilot** by understanding:

1. The financial feasibility of developing different housing type and how the financial feasibility is impacted by financial support;
2. How policies that offer grants or forgivable loans might be designed to result in additional homes being developed.

Rental Housing Analysis

Financial incentives for encouraging the development of accessory dwelling units

Pre-development funding to move multi-plex housing projects forward

Affordable Homeownership Analysis

Review of common entry level home ownership programs in Canada

Rental Housing Affordability Guidelines

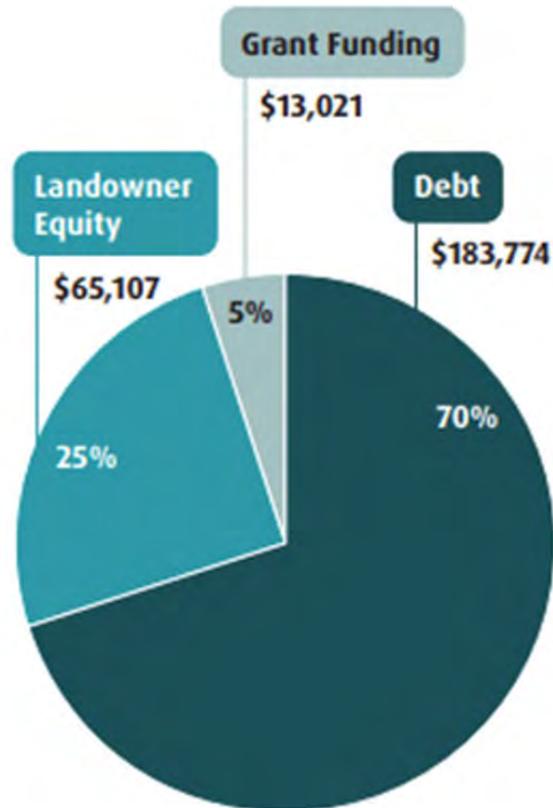
- The Rental Housing Affordability Guidelines provide a benchmark for assessing the results of the financial analysis.
- Based on lower renter household incomes in the Southern Gulf Islands and on Salt Spring Island, the program should consider adjusting rent thresholds to slightly below Housing Income Limits (as set by BC Housing) for these areas.
- Juan de Fuca renter incomes align more closely with those of the Capital Regional District as a whole.

Table 1. Rental Thresholds for the Southern Gulf Islands and Salt Spring Island

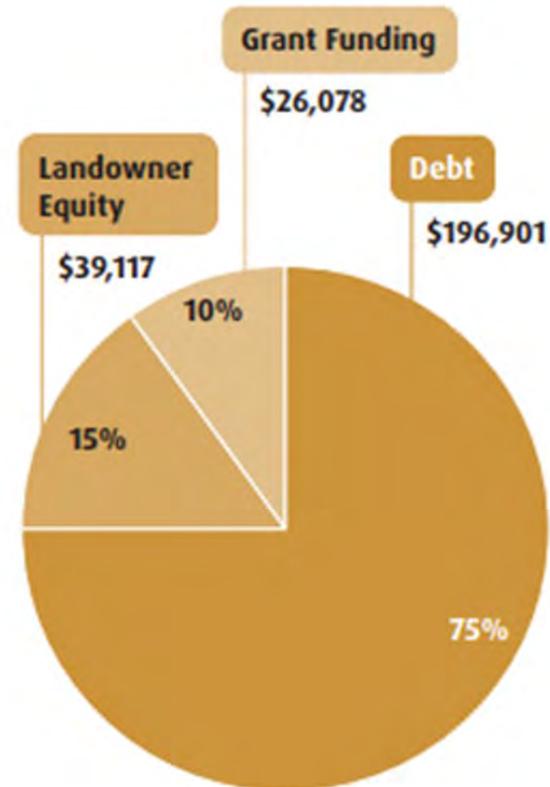
	1 Bdrm/less	2 Bdrm	3 Bdrm
Market Rent and Rent-to-Own Guidelines	\$1,500	\$1,950	\$2,438
Below Market Rental Thresholds	\$1,000	\$1,250	\$1,500
Deep Subsidy Thresholds	\$500	\$750	\$1,000

Equity Approaches

Equity Approach 1: Landowner-Led Equity Distribution (e.g., exceeding the 25% equity)



Equity Approach 2: Top Up Equity Distribution (e.g., added towards the 25% equity)



KEY FINDINGS

urban
matters

Secondary Suites: Renovation

One Bedroom Unit

- This scenario relies on individual landowner to invest in and operate the units.
- With no grant funding, the required monthly rents could be:
 - 7.0% Interest Rate: **\$1,487**
 - 4.0% Interest Rate: **\$1,132**

Two Bedroom Unit

- With grant funding of \$30,000 per door, under the following scenarios, the required monthly rents could be:
 - 7.0% Interest Rate: **\$2,078** (Baseline Rent: \$2,326)
 - 4.0% Interest Rate: **\$1,496** (Baseline Rent: \$1,753)

Example: Equity Approach 2

Grant for a 1-Bedroom Secondary Suite Renovation, 7.0% Interest Rate

- A \$34,000 grant would act as an incentive by lowering landowner's required equity contribution from \$55,000 to \$22,000
- The landowner would receive 6.4% annual return on their equity contribution.
- The required rent remains at the baseline of \$1,487/month.

Secondary Suites: New Construction

One Bedroom Unit

- With grant funding of \$30,000 per door, the required monthly rents could be:
 - 7.0% Interest Rate: **\$1,583** (Baseline Rent: \$1,837)
 - 4.0% Interest Rate: **\$1,204** (Baseline Rent: \$1,391)

Two Bedroom Unit

- With grant funding of \$30,000 per door, the required monthly rents could be:
 - 7.0% Interest Rate: **\$2,646** (Baseline Rent: \$2,891)
 - 4.0% Interest Rate: **\$1,985** (Baseline Rent: \$2,172)

Example: Equity Approach 2

Grant for a 2-Bedroom Secondary Suite New Construction, 7.0% Interest Rate

- A \$45,000 grant would act as an incentive by lowering landowner's required equity contribution from \$114,000 to \$68,000.
- The landowner would receive 4.2% annual return on their equity contribution.
- The supportable rent remains at the baseline of \$2,891/month.

Cottages

One Bedroom Unit

- With grant funding of \$60,000 per door, under the following scenarios, the required monthly rents could be:
 - 7.0% Interest Rate: **\$2,118** (Baseline Rent: \$2,616)
 - 4.0% Interest Rate: **\$1,615** (Baseline Rent: \$1,965)

Two Bedroom Unit

- With grant funding of \$60,000 per door, under the following scenarios, the required monthly rents for a new build 2-bedroom cottage would be:
 - 7.0% Interest Rate: **\$3,484** (Baseline Rent: \$3,979)
 - 4.0% Interest Rate: **\$2,626** (Baseline Rent: \$2,993)

Example: Equity Approach 2

Grant for a 2-Bedroom Secondary Suite New Construction, 7.0% Interest Rate

- A \$62,000 grant would act as an incentive by lowering landowner's required equity contribution from \$156,000 to \$93,000.
- The landowner would receive 4.2% annual return on their equity contribution.
- The supportable rent remains at the baseline of \$3,979/month.

Multi-Plex

- Multi-plex rental development projects are challenging to develop from a financial standpoint due to several factors:
 - Lengthy pre-development stage
 - High construction costs associated with rural development
 - Lost building cost efficiencies
- A grant to offset a portion of the pre-development costs can encourage more multi-unit development through:
 - Opening opportunities to secure other funding
 - Lowering required rents
 - Lowering the financial barrier for organizations to pursue these development concepts

Example: Equity Approach 2

Grant for a 10-Unit Multiplex Rental Building, 7.0% Interest Rate

- A grant of \$20,000 per door (i.e., \$200,000) would increase financial viability and lower the required monthly rents by:
 - 7.0% Interest Rate: **\$118, \$167, and \$197**
 - 4.0% Interest Rate*: **\$63, \$90, and \$106**
- The stacking of funding from senior levels of government is needed to deepen affordability.

*50 year amortization, 80% Loan to Value

Affordable Homeownership

Option	Definition	Benefits	Limitations
Rent to Own	<ul style="list-style-type: none"> Helps a program participant become a homeowner as their rent becomes the downpayment required to purchase the house. 	<ul style="list-style-type: none"> Bring rental units into a market that could become ownership units. Free up rental units in the market for other tenants. 	<ul style="list-style-type: none"> Requires an investor willing to hold onto the mortgage during the “rent” period. Requires a sizeable equity contribution in markets where housing sales prices are high – program reach is lower.
Down Payment Matching Options	<ul style="list-style-type: none"> Lowers the down payment required for the eligible household by providing a supplementary down payment as a second mortgage. 	<ul style="list-style-type: none"> Allows individuals to purchase an asset they may not otherwise be able to afford. If downpayment is 20%, it enables individuals to have lower mortgage payments. 	<ul style="list-style-type: none"> Secure affordability between users is not commonly implemented in the research examples. Requires a sizeable equity contribution in markets where housing sales prices are high – program reach is lower.



Recommendations



1. Prioritize allocating funding to projects in CRD's rural areas where housing would have otherwise not been created (e.g., accessory dwelling units in Salt Spring Island and Southern Gulf Islands).
2. Secondary suites have the biggest potential to scale up in unit numbers when coupled with grant funding.
3. Cottages have potential to scale up in number of units and may be suitable for middle income households and residents in rural communities.
4. Multi-unit buildings should receive the third highest allocation after secondary suites and cottages, as the projects are approved infrequently.
5. Entry-level homeownership programs should have smaller funding allocations as the investment costs are high and affordability is not guaranteed to carry over to the next user.
6. Consider other program parameters and factors when developing the Rural Housing Program Pilot.

Recommendations

In summary, the **potential reach of the Rural Housing Program is substantial**, and the program reach depends on the allocation and distribution of funding.

- The allocation strategy for a hypothetical reserve of \$5M to \$15M for the Rural Housing Program pilot should maximize the number of units built.
- The suggested distribution prioritizes rental housing (75%) and affordable homeownership (25%), aiming to create a total of **165 units** under a \$5M program outreach and up to **308 units** under the \$15M program outreach.

THANK YOU

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QUESTIONS

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REPORT TO HOSPITALS AND HOUSING COMMITTEE MEETING OF WEDNESDAY, FEBRUARY 07, 2024

SUBJECT Reaching Home Program Agreement

ISSUE SUMMARY

The Capital Regional District (CRD) and the Government of Canada need to negotiate and execute an amending agreement to allow the CRD to continue to act as Community Entity (CE), responsible for administering the Reaching Home Program (RHP): Canada's Homelessness Strategy.

BACKGROUND

The CRD is administering \$11.6 million (M) in Designated Communities funding between 2019 and 2024 on behalf of the Government of Canada through the Reaching Home Program (RHP).

The RHP is a community-based program aimed at preventing and reducing homelessness across Canada. This program provides funding to urban, Indigenous, rural, and remote communities to help them address their local homelessness needs. The RHP aligns with the goals of the National Housing Strategy (NHS) to support the most vulnerable Canadians in maintaining safe, stable, and affordable housing and to reduce chronic homelessness nationally by 50% by 2028.

Local priorities are set out in the 'Community Plan to End Homelessness', which is approved by a Community Advisory Board (CAB). Appendix A, attached, contains a summary overview of the range of sub-projects currently supported through the RHP. The CAB supports the CRD, as CE, in implementing the RHP by undertaking a range of activities in critical community-based program delivery. Appendix B, attached, is the CAB Terms of Reference.

On November 28, 2023, the Government of Canada notified the CRD of its intention to extend the RHP Contribution Agreement (which was to end on March 31, 2024) for a further two years for an additional amount of \$6.1M. Following consultation with the CAB, the CRD has launched a Request for Proposals (RFP) process to identify projects for funding starting April 1, 2024. The draft agreement amendment is attached as Appendix C.

ALTERNATIVES

Alternative 1

The Hospitals and Housing Committee recommends to the Capital Regional District Board: That Capital Regional District staff be authorized to negotiate, execute agreements with the Government of Canada and receive funds through the Reaching Home Program and do all things incidental to finalize such agreements and deliver the program.

Alternative 2

That this report be referred to staff for additional information based on Hospital and Housing Committee direction.

IMPLICATIONS

Social Implications

The Reaching Home Program directly supports vulnerable Canadians and will directly contribute towards advancing this priority through the work of sub-projects in community. Though the CRD as CE, does not directly provide social and/or clinical services in support of vulnerable populations, the funding is allocated to several community projects that do. Projects are identified through RFPs with priorities guided by the ‘Community Plan to End Homelessness’ and specific recommendations from the CAB. Upon receipt of applications for funding, CE staff screen applications for eligibility and then distribute to CAB members for evaluation and scoring which results in a list of project recommendations. This process is to help ensure alignment between the needs of individuals experiencing or are at imminent risk of homelessness as outlined in the Community Plan to End Homelessness and the requirements of the RHP.

Legal Implications

In additional to the general terms of the RHP Contribution Agreement related to administrative and program delivery obligations, there are three distinct projects that are also requirements of the agreement amendment:

Coordinated Access and Assessment (CAA)

Section 8.1 of Appendix C outlines, that in partnership with the Indigenous Homelessness Community Entity, the CRD will be required to have a Coordinated Access system in place by March 31, 2026. The minimum requirements, as prescribed by Canada, include expectations related to governance, access points, triage, vacancy matching and referrals.

Homeless Individuals and Families Information System (HIFIS)

To support the successful implementation of CAA, Section 8.2 of Appendix C stipulates that communities must implement HIFIS to achieve the minimum requirements for Coordinated Access.

Point-in-Time Count and Enumeration

To further data collection activities, Canada is requiring a Point-in-Time Count be completed every three years, starting in the fall of 2024. This activity will include both an enumeration and survey of people experiencing homelessness in the community to standards set out by Canada. Additionally, future enumerations shall be conducted annually, in a similar time period beginning in 2025 as outlined in Section 8.5 Appendix C.

Financial Implications

Consistent with projections in the 2024-2028 CRD Provisional Financial Plan, Table 1 shows the total RHP funds expected from the Government of Canada for the next two years. Note that the Government of Canada’s fiscal year cycle is April 1 – March 31.

Table 1: Designated Communities (DC) Funding by Year

Designated Communities	2024-2025	2025-2026	Total
Funding for Initiatives	\$2,594,879	\$2,594,879	\$5,189,758
Administration	\$ 457,919	\$ 457,919	\$ 915,838
Sub-Total	\$3,052,798	\$3,052,798	\$6,105,596

The RHP responsibility over program oversight includes financial administration, reporting and record keeping as well as oversight of eligible expenditures. Quarterly, the CE submits claims to the Government of Canada based on actuals spent and annual is subject to financial review conducted by the Government of Canada and is subject to an annual audit of the program's activities conducted by a third party. These conditions remain unchanged in the amending agreement.

Service Delivery Implications

All costs associated with the delivery of the RHP are recovered through the administrative allocation as permitted by the program. Therefore, there is no additional cost associated with program delivery.

Intergovernmental Implications

Entering into these agreements will sustain a partnership that has proven effective in addressing the Government of Canada and CRD's mutual interests in working to better address the challenge of homelessness in Canada. The delivery of the program through a community-based approach also positions the CRD in an influential role in working with the provincial government and its agencies to address homelessness.

CONCLUSION

The CRD can sustain its partnership with the Government of Canada to address issues related to homelessness by continuing to act as the CE for the RHP. To better position itself to execute the agreements in a short time frame, staff recommend the CRD Board delegate the finalization and execution of the agreements to CRD staff. In total, this will represent an additional \$6.1M for RHP funds into the community with all costs for delivering these funds to eligible community-based projects being covered through the administrative allocation as permitted by the program.

RECOMMENDATION

Alternative 1

The Hospitals and Housing Committee recommends to the Capital Regional District Board: That Capital Regional District staff be authorized to negotiate, execute agreements with the Government of Canada and receive funds through the Reaching Home Program and do all things incidental to finalize such agreements and deliver the program.

Submitted by:	Don Elliott, MUP, Senior Manager, Regional Housing
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: Reaching Home Program Sub-Projects 2023-24
- Appendix B: Reaching Home Program Community Advisory Board Terms of Reference
- Appendix C: Draft Reaching Home Program Amendment Agreement 2024-2026

DESIGNATED SUB-PROJECTS 2023-24				
Organization	Sub-Project Title	File Number	Total Funding Allocation 2023-24	Project Description
Victoria Cool Aid Society	Positive Flow Client Service Worker	D2021-01	\$103,811	The Victoria Cool Aid Society is being funded from April 1, 2021 - March 31, 2024 for a Client Service Worker to support clients who are ready to move from supportive housing into more independent, affordable rental housing in the CRD. The Client Support Worker will provide supports to people as they move into more independent affordable housing. This will free up supportive housing for people experiencing homelessness in the community.
CRD	Community Planner	D2021-02	\$137,887	Tasked with developing the local Coordinated Assessment and Access system and use of the Homelessness Individuals and Families Information System in Greater Victoria, the CRD Community Planner will be key in the CRD meeting the requirements of the Community Entity in the Reaching Home Program.
Beacon Community Association	Homelessness Prevention Fund (HPF)	D2022-1	\$210,429	The HPF is a partnership between eight organizations working together to provide emergency assistance to individuals and families who are in financial crisis and at imminent risk of losing their housing through provision of non-repayable subsidies to cover rent or utilities.
Victoria Cool Aid Society	Indigenous Tenant & Cultural Supports	D2022-02	\$150,880	The Victoria Cool Aid Society is providing housing and cultural supports to Indigenous people who are homeless or at risk of homelessness. The program funds an Indigenous Client Services worker and Elders, along with a rich variety of cultural activities, life skills education and support, contact with Elders, and supports to connect with clinical services.

Pacifica Housing	Streets to Homes	D2022-03	\$347,801	This project funds housing outreach workers who are working with clients with a history of chronic or episodic homelessness to locate market housing, support them in their housing, and re-house them if necessary. BC Housing provides rent supplements for these clients to make the rent more affordable. The Streets to Homes project is a collaborative community initiative designed to address homelessness in the community. It has a large network of housing resources and landlords, and provides supports by community referrals. This project is connected to other housing providers in the community and coordinates referrals to their program through shelters and drop in centers, along with many other portals.
Peers Victoria Resources	Housing Outreach and Support	D2022-04	\$242,450	Peers provides housing and case management services to people who may be from the sex industry who are chronically or episodically homeless. Housing outreach and support workers are providing assistance in locating rental housing, help with moving and storage, administration of rent supplements, support to secure income assistance and to apply for housing, and services that help with life skills and financial assistance through connections with provincial ministries. The housing support workers liaises with shelter and other housing support providers in the region to co-serve clients looking for housing and to share related costs. Peers provides an innovative complement to the existing housing and shelter supports with a unique target population of current and former sex workers. Their service model is harm reduction oriented and based on peer leadership.
Threshold Housing Society	Youth Homelessness Prevention & Housing Stabilization	D2022-05	\$333,700	Threshold Housing is funded to provide support services for a wrap-around youth transitional housing program. Activities target at-risk youth ages 16-24. As youth become more stable, they graduate to more independent living situations. Threshold helps at risk youth build self-reliance by providing transitional housing, life skills supports, referrals to outside agencies, preparation for tenancy, financial literacy, cooking classes, social activities, pre-employment support, housing loss prevention, and school completion as required.
Burnside Gorge Community Association	Supporting Families Transitioning to Permanency	D2022-06	\$136,871	Housing Outreach Workers will assist 35 families annually that are homeless, chronically homeless, or living in precarious housing transition into stable, long-term housing. Qualified families will be able to access up to \$3,000 to cover costs associated with transitioning to permanent housing, including first months' rent, damage deposit, utility and service connections, furniture and basic needs supplies. Additional support will be offered by Housing Outreach Workers liaising with landlords and acquiring income assistance or other financial resources.
John Howard Society - Victoria	Housing Access Team (HAT)	D2022-07	\$570,380	A collaborative, community-based program that will focus on moving individuals through the housing continuum and into suitable, permanent housing. Staff will work one on one with each client, removing as many barriers to housing as possible. Needs assessments will be completed, and discussions with community partners to support housing placements.

Pacifica Housing	Community Connections	D2022-08	\$106,707	The Community Connections Program is a client-centred homeless prevention program that funds a Tenant Support Worker to proactively identify and provide immediate support services for vulnerable tenants struggling with independent-living within Pacifica's portfolio of 25 subsidized and rent-gear-to-income (RGI) buildings. Tenants supported through Community Connections include those with a history of chronic and episodic homelessness, mental health and substance misuse concerns, and those who had previously participated in other housing programs such as Supportive Housing, shelters, or precarious living situations as they moved through the local Coordinated Assessment and Access (CAA) homelessness response system.
Community Social Planning Council	2023 PiT Count	D2022-09	\$45,774	The Community Social Planning Council of Greater Victoria will be coordinating and reporting results for the 2023 Point-in-Time Count. Activities include working closely with the Aboriginal Coalition to End Homelessness and Volunteer Victoria to ensure success of the survey implementation.
Elizabeth Fry Society	Victoria Collaborative-A Way Home	D2022-10	\$384,142	A Way Home is a collaboration between the Elizabeth Fry Society (EFry) and Lookout. The objective is to place individuals into housing, provide prevention and diversion support services as well as discharge planning from institutions.
Greater Victoria Coalition to End Homelessness	Micro-credentials	D2022-11	\$159,719	Co-developing free, accessible micro-credentialed training modules for workers in the homelessness response housing sector. Facilitating coordinated service delivery and standardized best practices throughout the region. Aligning with community-based requests, recommendations, and Housing First principles.
Tsawout First Nation	Reconciling On-Reserve Housing Injustices	D2022-12	\$384,923	Tsawout First Nation is building a responsive community of care ensuring Indigenous families receive housing security through the support of families experiencing rent arrears with eviction prevention services. This program aims to bridge the jurisdictional gap between Indigenous People experiencing homelessness on and off reserve by providing wraparound housing services to community members who are experiencing homelessness or are precariously housed.
Victoria Women's Transition House Society	Homelessness Prevention Project	D2022-13	\$219,943	The Homelessness Prevention Project assists women who are survivors of intimate partner violence and abuse to secure safe, stable housing for themselves and their children. This will be accomplished through temporary financial support for maintaining housing, including covering expenses such as utility bills, moving and storage fees, rent and security deposits.

Victoria Youth Clinic	Family Reconnect Program	D2022-14	\$276,837	The Family Reconnect Program supports youth aged 14-24 who are experiencing homelessness in stabilizing their housing situations. This will be accomplished through wraparound support services as well as supporting individuals in re-establishing supportive relationships with their families.
Sooke Shelter Society	Outreach Team	D2022-15	\$348,710	Sooke Shelter Society will be providing housing support services, including prevention and housing set-up services to Sooke residents who are experiencing or at risk of homelessness.
Victoria Brain Injury Society	Housing Outreach Program	D2023-01	\$25,000	The Housing Outreach Program (HOP) provides housing supports to brain injury-affected adults to reduce the threat of homelessness. Through financial aid, home resources and training, HOP addresses housing challenges by empowering survivors with increased communication, confidence, and tenancy skills. HOP will aid brain injury survivors in housing navigation, fostering self-reliance and equip individuals with strategies like budgeting, emergency readiness and maintenance.
Songhees Nation	Housing Strategies Plan - Bring Them Home	D2023-02	\$75,000	Songhees Nation is beginning a comprehensive engagement planning process to develop an over-arching Lands and Housing Strategies Plan. The plan will address housing needs in First Nation community, contribute direction for an intentional re-integration of homeless Indigenous Peoples while honouring Indigenous culture and heritage within the community. The plan will also maximize land use and long-term economic potential for lands and long-term housing sustainability. This Housing Strategies Plan will contribute to Songhees Nation's 10 year Strategic Plan, provide information and direction, and answer questions for long-range community planning.
Pacifica Housing	Community Services Truck	D2023-03	\$52,000	The Community Services Truck will be used to keep vulnerable residents housed and on track to regaining/maintaining independence. The vehicle will aid in meeting client service needs, primarily assistance with junk removal, housing set-up, donation pickups that build food security and basic needs resources which contribute greatly to housing stability and retention.
Salvation Army	Finding Home Project	D2023-04	\$45,944	The Finding Home project at the Victoria Additions and Rehabilitation Centre (ARC) is for residents whose 12 month stay in Salvation Army's transitional housing program is coming to an end. Finding Home is a housing navigation and support pilot program intended to support people leaving transitional housing with finding permanent affordable and/or supportive housing . This project is designed to increase the continuum of care at the ARC.

**Reaching Home Program Community Advisory Board (CAB)
Terms of Reference**

PREAMBLE

On April 1, 2019, the Capital Regional District (CRD) entered into a five-year agreement with the Government of Canada to act as the Community Entity (CE) responsible for administering the Designated Communities Funding Stream of the Reaching Home Program, the Government of Canada's homelessness strategy. Reaching Home requires that all CEs facilitate a Community Advisory Board (CAB) that is inclusive and representative of the community and supports community planning and priority identification. The geographic scope of the CAB is the boundaries of the Greater Victoria Census Metropolitan Area (CMA), as defined by Statistics Canada.

1.0 PURPOSE

Reaching Home is a community-based program aimed at preventing and reducing homelessness across Canada. This program provides funding through various streams across Canada including Designated Communities (urban centers), Indigenous Communities, Territorial Communities and Rural and Remote Communities. Reaching Home supports the goals of the National Housing Strategy, in particular to support the most vulnerable Canadians in maintaining safe, stable and affordable housing and to reduce chronic homelessness nationally by 50% by fiscal year 2027 to 2028.

2.0 ESTABLISHMENT AND AUTHORITY

- a) Members of the Reaching Home CAB will be recommended by the General Manager, Planning and Protective Services to the CRD Board for approval.
- b) The convening Chair and Vice Chair of the Reaching Home CAB will be selected on an annual basis.

3.0 ROLES AND RESPONSIBILITIES

- a) Create and implement a Terms of Reference and other policies and procedures central to the functions of the CAB that address membership terms and conditions, including recruitment processes, length of tenure, attendance requirements, and/or any delegated tasks. Provide advice to the CE (CRD) in its actions directed toward fulfillment of its roles and responsibilities (see Appendix A).
- b) Through the CAB, provide advice to the Alliance to End Homelessness in the Capital Region (AEH) on CE responsibilities delegated to the AEH as outlined in Appendix B.
- c) Collaborate with the Indigenous Homelessness CAB to ensure effective coordination of funding for the purpose of service delivery in the community.
- d) Develop an engagement strategy that includes details on how it will achieve and sustain broad and inclusive representation.
- e) Provide approval of a Community Plan that includes outcomes and indicators to be used to guide action and monitor progress toward effectively addressing issues related to homelessness in the Greater Victoria area.
- f) Assess and recommend projects for funding to the CE.
- g) Be representative of the community by recruiting members that provide broad and inclusive representation of the community.

- h) Support the CE (CRD) and its partners in the planning and implementation of coordinated access.
- i) Approve Community Progress Reports.

4.0 MEMBERSHIP

- a) The Reaching Home CAB will consist of up to 16 voting members. BC Housing, Vancouver Island Health Authority and the Alliance to End Homelessness in the Capital Region are considered standing members and will have the opportunity to appoint members to the CAB.
- b) The Reaching Home CAB will have up to 13 voting members from the following groups:
 - Agencies serving Indigenous people experiencing homelessness
 - First Nations located within the boundaries of the CMA
 - Local non-profit organizations providing housing to people experiencing homelessness
 - Local health or social support service providers
 - People with lived experience of homelessness
 - Police or Correctional service providers
 - Local business community
 - Senior serving agencies
 - Youth serving agencies or Child Welfare authorities
 - Newcomer serving agencies
 - Local neighborhood or community associations
- c) Ex-officio representation from both Service Canada and the CE (CRD staff) who will advise on program eligibility requirements, and guide the CAB if and when significant changes to the program are introduced.
- d) Non-standing members will be identified through a public recruitment and selection process.
- e) The CAB may provide input on membership to CRD Staff who in turn will submit a slate of members for approval by the CRD Board.
- f) Whenever possible, Indigenous representation will be a true reflection of the percentage of Indigenous people experiencing homelessness at any point in time.
- g) The Community Entity will make an effort to provide for the participation of individuals from groups who experience systemic discrimination in the community, particularly those who are identified within various protected grounds of federal and provincial human rights legislation.
- h) In the event of the death, resignation, termination or disqualification of a CAB member, CRD staff can appoint a successor for the remainder of the term.
- i) If a member is absent from two or more consecutive meetings of the CAB without approval of the CAB Chair, the CRD Board may, upon the recommendation of the General Manager of Planning and Protective Services, terminate the appointment of such member thereby creating a vacancy on the CAB.
- j) Members will be appointed to serve an initial two-year term and can serve up-to an additional consecutive two-year term for a maximum of four years at the discretion of the General Manager of Planning and Protective Services and with CRD Board approval.

5.0 MEETINGS

- a) The CAB will meet on a quarterly basis throughout the year.

6.0 PROCEDURES

- a) Any directions and decisions requiring a vote will be done by assigning each member one vote.
- b) A quorum of the CAB is a majority of the representatives nominated and/or appointed from time to time. In the case that a conflict of interest is declared, quorum will still be in effect and not be reassessed dependent on the number of voting members leaving.
- c) Representatives of the CAB shall serve without remuneration.
- d) At the request of a CAB member, and with the consent of the CAB Chair, guests or delegations may be invited to attend, present to and/or participate in meetings of the Committee.
- e) The CAB Terms of Reference will be reviewed annually or as required.

7.0 RESOURCES AND SUPPORT

- a) The Senior Manager of the CRD Regional Housing Division, the Manager of CRD Housing Initiatives and Programs, will provide strategic support and act as liaisons for the Committee.
- b) Minutes and agendas are prepared and distributed by the CRD Regional Housing Division.
- c) The CRD Regional Housing Division will employ staff that provide additional administrative and planning support as required.

Appendix A

Reaching Home Program

Designated Communities

1.0 Community Entity Roles and Responsibilities

- a) Enter into agreements with the Government of Canada to administer the Reaching Home Program.
- b) Ex-officio representation on the Community Advisory Board (CAB) to include the Community Entity (CE) who will advise on program eligibility requirements, and guide the CAB where significant changes to the program are introduced.
- c) Implement Reaching Home in accordance with Employment and Social Development Canada (ESDC) approved work plans.
- d) Manage all aspects of program administration.
- e) Implementing selection processes and soliciting and assessing sub-project proposals in an open and fair manner;
 - Facilitating calls for proposals;
 - Determining eligibility of proposals based on Program Directives;
 - Overseeing proposal evaluation and recommendation processes;
 - Completing due diligence and approving project budgets;
 - Executing final agreements with sub-projects and other planning projects;
 - Managing sub-project funding agreements, including financial and activity monitoring of sub-projects to ensure compliance with sub-agreements and achievement of expected results;
 - Implement required data collection processes with sub-project organizations;
 - Reporting quarterly and annually to ESDC on program implementation, sub-project performance, financial claims, and progress toward achievement of outcomes;
 - Conducting and submitting annual audit to ESDC;
 - Overseeing Community Progress Report development, submission to ESDC and publication.
- f) Ensure Designated Communities funding stream is fully invested to address priorities identified in the Community Plan. Ensure Indigenous Homelessness funding stream is fully invested to address priorities identified by the CAB.
- g) Inform the CAB about the status and results of sub-projects and other activities related to the prevention and reduction of homelessness in the community.
- h) Manage all public communications related to the implementation of the Reaching Home Program.
- i) CABs and CEs are expected to identify Official Language Minority Communities (OLMCs) within their community and ensure that appropriate services and supports are available in both official languages where there is significant demand. See Directives for more details on CE roles related to OLMCs.
- j) Through working with community partners, including, if applicable, in partnership with the Indigenous Homelessness stream Community Entity within the Designated Community where the recipient is located, CEs shall provide annually to Canada, beginning in 2020-2021, using a template provided by Canada, no later than 60 days following the period covered by the report (i.e., the previous fiscal year), a Community Progress Report, satisfactory to Canada in scope and detail. The Community Progress Report will be published publicly in a time and manner prescribed by Canada.

2.0 Coordinated Access

- a) Oversee the development of policies and procedures outlining how the coordinated access process operates in the areas of access, assessment, prioritization and matching & referral.
- b) Have a Coordinated Access system in place by March 31, 2022, that fully meets all Reaching Home minimum requirements for Coordinated Access. The minimum requirements, as prescribed by Canada, outline Canada's expectations for the design of Coordinated Access systems across the following areas: coverage, governance operating model, access, assessment, prioritization, matching and referral, and Homelessness Management Information System (HMIS) platform.
- c) Where one CE is responsible for delivering both streams, the CE will be responsible to engage with the CAB(s) and Indigenous service providers as they are critical partners in a community's efforts to prevent and reduce homelessness, and their participation in coordinated access is essential to its success.

3.0 Homeless Individuals and Families Information System (HIFIS)

- a) Develop a set of local agreements to manage privacy, data sharing, and client consent within a community-wide HMIS in compliance to municipal, provincial and federal laws.
- b) Work with BC Housing and ESDC to sign necessary Data Provision Agreements and an End-user License Agreements to support the use of HIFIS to support the delivery of Reaching Home.
- c) Setup a governance structure to oversee decisions related to implementing and maintaining HIFIS and the data collected.
- d) Access a server and establish corresponding security and safeguards to secure the data collected.

Appendix B
Reaching Home Program
Designated Communities

1.0 Alliance to End Homelessness in the Capital Region (AEH)

- a) Coordinate government agencies, non-profits, health services and community organizations around the delivery of housing and services directed toward efforts to reduce homelessness in the region, and report to the Community Advisory Board through the AEH Executive Director.
- b) Support engagement in the development of a Community Plan that includes outcomes and indicators to be used to guide action and monitor progress toward effectively addressing issues related to homelessness in the Greater Victoria area.
- c) Engage with community organizations and individuals, including Indigenous, in the community beyond the homeless serving sector and gather all available information related to the community's local homelessness priorities, and develop a coordinated approach to addressing homelessness in the region.
- d) Receive and report on quantitative and qualitative data that outlines progress toward the achievement of the goals of the regional Community Plan to End Homelessness.
- e) Provide advice and feedback on any plans or strategies required by the Government of Canada related to the Community Entity's delivery of the Reaching Home Program.

Appendix C
Reaching Home Program - Designated Communities
Conflict of Interest Policy (from BC Community Charter)

Division 6- Conflict of Interest

100 Disclosure of conflict

- a) This section applies to council members in relation to:
 - council meetings
 - council committee meetings, and
 - meetings of any other body referred to in section 93 [*application of open meeting rules to other bodies*].
- b) If a council member attending a meeting considers that he or she is not entitled to participate in the discussion of a matter, or to vote on a question in respect of a matter, because the member has:
 - a direct or indirect pecuniary interest in the matter, or
 - another interest in the matter that constitutes a conflict of interest, the member must declare this and state in general terms the reason why the member considers this to be the case.
- c) After making a declaration under subsection (2), the council member must not do anything referred to in section 101 (2) [restrictions on participation].
- d) As an exception to subsection (3), if a council member has made a declaration under subsection (2) and, after receiving legal advice on the issue, determines that he or she was wrong respecting his or her entitlement to participate in respect of the matter, the member may:
 - return to the meeting or attend another meeting of the same body,
 - withdraw the declaration by stating in general terms the basis on which the member has determined that he or she is entitled to participate, and
 - after this, participate and vote in relation to the matter.
- e) For certainty, a council member who makes a statement under subsection (4) remains subject to section 101 [restrictions on participation if in conflict].
- f) When a declaration under subsection (2) or a statement under subsection (4) is made,
 - the person recording the minutes of the meeting must record,
 - the member's declaration or statement,
 - the reasons given for it, and
 - the time of the member's departure from the meeting room and, if applicable, of the member's return, and
- g) unless a statement is made under subsection (4), the person presiding at that meeting or any following meeting in respect of the matter must ensure that the member is not present at any part of the meeting during which the matter is under consideration.

101 Restrictions on participation if in conflict

- a) This section applies if a council member has a direct or indirect pecuniary interest in a matter, whether or not the member has made a declaration under section 100.
- b) The council member must not
 - remain or attend at any part of a meeting referred to in section 100 (1) during which the matter is under consideration,
 - participate in any discussion of the matter at such a meeting,

- vote on a question in respect of the matter at such a meeting, or
 - attempt in any way, whether before, during or after such a meeting, to influence the voting on any question in respect of the matter.
- c) A person who contravenes this section is disqualified from holding office as described in section 108.1 [*disqualification for contravening conflict rules*] unless the contravention was done inadvertently or because of an error in judgment made in good faith.

102 Restrictions on inside influence

- a) This section applies if a council member has a direct or indirect pecuniary interest in a matter, whether or not the member has made a declaration under section 100.
- b) The council member must not
- remain or attend at any part of a meeting referred to in section 100 (1) during which the matter is under consideration,
 - participate in any discussion of the matter at such a meeting,
 - vote on a question in respect of the matter at such a meeting, or
 - attempt in any way, whether before, during or after such a meeting, to influence the voting on any question in respect of the matter.
- c) A person who contravenes this section is disqualified from holding office as described in section 108.1 [*disqualification for contravening conflict rules*] unless the contravention was done inadvertently or because of an error in judgment made in good faith.

103 Restrictions on outside influence

- a) In addition to the restriction under section 102, a council member must not use his or her office to attempt to influence in any way a decision, recommendation or action to be made or taken by any other person or body, if the member has a direct or indirect pecuniary interest in the matter to which the decision, recommendation or other action relates.
- b) A person who contravenes this section is disqualified from holding office as described in section 108.1 [*disqualification for contravening conflict rules*] unless the contravention was done inadvertently or because of an error in judgment made in good faith.

104 Exceptions from conflict restrictions

- a) Sections 100 to 103 do not apply if one or more of the following circumstances applies:
- the pecuniary interest of the council member is a pecuniary interest in common with electors of the municipality generally;
 - in the case of a matter that relates to a local service, the pecuniary interest of the council member is in common with other persons who are or would be liable for the local service tax;
 - the matter relates to remuneration, expenses or benefits payable to one or more council members in relation to their duties as council members;
 - the pecuniary interest is so remote or insignificant that it cannot reasonably be regarded as likely to influence the member in relation to the matter;
 - the pecuniary interest is of a nature prescribed by regulation.
- b) Despite sections 100 to 103, if a council member:
- has a legal right to be heard in respect of a matter or to make representations to council, and
 - 105 is restricted by one or more of those sections from exercising that right in relation to the matter, the council member may appoint another person as a representative to exercise the member's right on his or her behalf.

105 Restrictions on accepting gifts

- a) A council member must not, directly or indirectly, accept a fee, gift or personal benefit that is connected with the member's performance of the duties of office.
- b) Subsection (1) does not apply to:
 - a gift or personal benefit that is received as an incident of the protocol or social obligations that normally accompany the responsibilities of office,
 - compensation authorized by law, or
 - a lawful contribution made to a member who is a candidate for election to a local government.
- c) A person who contravenes this section is disqualified from holding office as described in section 108.1 [*disqualification for contravening conflict rules*] unless the contravention was done inadvertently or because of an error in judgment made in good faith.

106 Disclosure of gifts

- a) This section applies if;
 - a council member receives a gift or personal benefit referred to in section 105 (2) (a) that exceeds \$250 in value, or
 - the total value of such gifts and benefits, received directly or indirectly from one source in any 12-month period, exceeds \$250.
- b) In the circumstances described in subsection (1), the council member must file with the corporate officer, as soon as reasonably practicable, a disclosure statement indicating;
 - the nature of the gift or benefit,
 - its source, including, if it is from a corporation, the full names and addresses of at least 2 individuals who are directors of the corporation,
 - when it was received, and
 - the circumstances under which it was given and accepted.
- c) A person who contravenes this section is disqualified from holding office as described in section 108.1 [*disqualification for contravening conflict rules*] unless the contravention was done inadvertently or because of an error in judgment made in good faith.

107 Disclosure of contracts with council members and former council members

- a) If a municipality enters into a contract in which;
 - a council member, or
 - a person who was a council member at any time during the previous 6 months, has a direct or indirect pecuniary interest, this must be reported as soon as reasonably practicable at a council meeting that is open to the public.
- b) In addition to the obligation under section 100 [*disclosure of conflict*], a council member or former council member must advise the corporate officer, as soon as reasonably practicable, of any contracts that must be reported under subsection (1) in relation to that person.
- c) A person who contravenes subsection (2) is disqualified from holding office as described in section 108.1 [*disqualification for contravening conflict rules*] unless the contravention was done inadvertently or because of an error in judgment made in good faith.

Project #: Project #
Amendment #: Amend #

**Reaching Home: Canada's
Homelessness Strategy**

Community Entity

Designated Communities

Contribution

Agreement

Between

**His Majesty the King in Right of Canada (hereinafter
referred to as "Canada"), as represented by the Minister
of Housing, Infrastructure and Communities AND**

Legal Name of the Recipient

(hereinafter referred to as "the Recipient")

Hereinafter collectively referred to as "the Parties"

Articles of Agreement

Whereas Canada has established Reaching Home: Canada's Homelessness Strategy (hereinafter referred to as "the Program") to support projects aimed at reducing homelessness and includes projects aimed at preventing individuals and families at imminent risk from becoming homeless;

Whereas the Recipient has applied to Canada for funding to carry out the project described in Schedule A;

Whereas Canada has determined that the Recipient is eligible to apply for funding under the Program and that the Project qualifies for support under the Program; and

Whereas Canada has agreed to make a contribution to the Recipient towards the costs of the Project;

Now, therefore, Canada and the Recipient agree as follows:

1.0 AGREEMENT

1.1 The following documents, and any amendments thereto, constitute the entire agreement between the Recipient and Canada with respect to its subject matter and supersedes all previous understandings, agreements, negotiations and documents collateral, oral or otherwise between them relating to its subject matter:

- (a) These Articles of Agreement;
- (b) Schedule A - entitled "Project Description";
- (c) Schedule B - entitled "Financial Provisions"; and
- (d) Schedule C - entitled "Additional Provisions".

2.0 INTERPRETATION

2.1 Unless the context requires otherwise, the expressions listed below have the following meanings for the purposes of this Agreement:

"Eligible Expenditures" means the expenditures which are listed in the Project Budget in Schedule B, and in compliance with the Conditions Governing the Eligibility of Expenditures set out in Schedule B;

"Fiscal Year" means the period commencing on April 1 in one calendar year and ending on March 31 in the next calendar year;

"Project" means the project described in Schedule A;

"Project Period" means the period beginning on the Project Start Date specified in Schedule A and ending on the Project End Date specified in Schedule A; and

"Working Day" means Monday through Friday except statutory holidays.

3.0 EFFECTIVE DATE AND SURVIVAL OF AGREEMENT

3.1 This Agreement shall come into effect on the date it is signed by the last of the Parties to do so and, subject to section 3.2, shall expire at the end of the Project Period unless the Agreement is terminated on a prior date in accordance with the terms of this Agreement.

3.2 The following provisions which are expressly identified as surviving this Agreement shall survive the expiry of this Agreement and shall continue in full force and effect: article 9, Project Records; article 10, Canada's Right to Audit; article 12, Inquiry by the Auditor General of Canada; article 13, Final Report; article 14, Evaluation; article 17, Indemnification; article 24 Disposition of Capital Assets; and article 29, Enurement.



4.0 PURPOSE OF THE CONTRIBUTION

4.1 The purpose of Canada's funding is to enable the Recipient to carry out the Project. The funding shall be used by the Recipient solely for the purpose of paying the Eligible Expenditures.

5.0 CANADA'S CONTRIBUTION

5.1 Subject to the terms and conditions of this Agreement, Canada agrees to make a contribution to the Recipient in respect of the Eligible Expenditures. The amount of Canada's contribution shall not exceed the total maximum amount specified in section 1.1 of Schedule B.

5.2 Where the Project Period covers more than one Fiscal Year, the amount payable by Canada on account of its contribution in each Fiscal Year of the Project Period shall not exceed the amount shown in section 1.2 of Schedule B for that Fiscal Year.

6.0 APPROPRIATION

6.1 Any payment under this Agreement is subject to the appropriation of funds by Parliament for the Fiscal Year in which the payment is to be made.

7.0 REDUCTION OR TERMINATION OF FUNDING

7.1 If

- (a) the Program named in this Agreement is cancelled,
- (b) the level of funding for the Program named in this Agreement for any Fiscal Year in which payment is to be made under the Agreement is reduced as a result of a governmental or departmental spending decision, or
- (c) Parliament reduces the overall level of funding for the programs of the Office of Infrastructure Canada for any Fiscal Year in which payment is to be made under this Agreement,

Canada may, upon not less than ninety (90) days notice, reduce its funding under this Agreement or terminate the Agreement.

7.2 Where, pursuant to section 7.1, Canada gives notice of its intention to reduce its funding, and where, as a result of the reduction in funding, the Recipient is of the opinion that it will be unable to complete the Project or will be unable to complete the Project in the manner desired by the Recipient, the Recipient shall notify Canada of same as soon as possible after receiving notice of the funding reduction and may, upon not less than thirty (30) days written notice to Canada, terminate the Agreement.

8.0 RECIPIENT DECLARATIONS

8.1 The Recipient

- (a) declares that it has provided Canada with a true and accurate list of all amounts owing to the Government of Canada under legislation or funding agreements which were past due and in arrears at the time of the Recipient's application for funding under the Program named in this Agreement,
- (b) agrees to declare any amounts owing to the Government of Canada under legislation or funding agreements which have become past due and in arrears following the date of its application for funding, and
- (c) recognizes that Canada may recover any amounts referred to in paragraph (a) or (b) that are owing by deducting or setting off such amounts from any sum of money that may be due or payable to the Recipient under this Agreement.

8.2 The Recipient declares that any person who has been lobbying on its behalf to obtain the contribution that is the subject of this Agreement was in compliance with the provisions of the Lobbying Act [R.S.C. 1985 c. 44 (4th Supp.)], as amended from time to time, at the time the lobbying occurred and that any such person to whom the aforementioned act applies, has received, or will receive, no payment, directly or indirectly, from the Recipient that is in whole or in part contingent on obtaining this Agreement.

9.0 PROJECT RECORDS

9.1 The Recipient shall

- (a) keep proper books and records, in accordance with generally accepted accounting principles, of all expenditures and revenues relating to the Project, including cash contributions received from Canada and cash contributions from other sources, as well as records substantiating the receipt and value of any in-kind contributions to the costs of the Project referred to in the Project Budget in Schedule B,
- (b) keep records of all Project-related contracts and agreements and all invoices, receipts and vouchers relating to Eligible Expenditures, and
- (c) keep records of all Project-related activity, progress and evaluation reports and reports of Project reviews or audits carried out by, or on behalf of, the Recipient.

9.2 The Recipient shall retain the books and records referred to in section 9.1 for a period of six (6) years following the Project Period.

10.0 CANADA'S RIGHT TO AUDIT

10.1 During the Project Period and for a period of six (6) years thereafter, the Recipient shall, upon request, grant representatives of Canada access to the books and records referred to in section 9.0 for the purpose of conducting an audit to verify compliance with the terms and conditions of this Agreement and verify expenses claimed by the Recipient as Eligible Expenditures. The Recipient shall permit Canada's representative(s) to take copies and extracts from such accounts and records. The Recipient shall also provide Canada with such additional information as Canada may require with reference to such books and records.



11.0 FINANCIAL AND ACTIVITY MONITORING

11.1 During the Project Period, the Recipient shall grant representatives of Canada reasonable access to the Project site and business premises of the Recipient, if different from the Project site, and to all Project-related books and records referred to in section 9.0 at all reasonable times for the purpose of conducting periodic financial and activity monitoring reviews of the Project. The Recipient shall also, upon request, provide representatives of Canada with copies and extracts from such books and records.

12.0 INQUIRY BY THE AUDITOR GENERAL OF CANADA

12.1 If, during the Project Period or within a period of six years thereafter, the Auditor General of Canada, in relation to an inquiry conducted under subsection 7.1(1) of the *Auditor General Act* [R.S.C., 1985, c. A-17], requests that the Recipient provide him, her or them with any records, documents or other information pertaining to the utilization of the funding provided under this Agreement, the Recipient shall provide the records, documents or other information within such period of time as may be reasonably requested in writing by the Auditor General of Canada.

13.0 FINAL REPORT

13.1 Unless the Recipient is required under a schedule to this Agreement to provide another, more specific, final report outlining the results of the Project, the Recipient shall provide Canada with a final report that summarizes the Project scope, describes the results achieved, explains any discrepancies between the results and the planned or expected results and contains such other information as Canada may specify in writing to the Recipient. The Recipient shall provide Canada with the final report within sixty (60) days following the Project Period.

14.0 EVALUATION

14.1 The Recipient agrees to cooperate with Canada in the conduct of any evaluation of the Project and/or the Program named in this agreement that Canada may carry out during the Project Period or within a period of three years thereafter. Without limiting the generality of the foregoing, if requested by Canada to do so for the purpose of conducting an evaluation, the Recipient agrees to:

- (a) participate in any survey, interview, case study or other data collection exercise initiated by Canada; and
- (b) subject to section 14.2, provide Canada with contact information of the Project partner organizations, if any, who participated in the Project, and of the members of the board of directors of the Recipient.

14.2 The Recipient shall provide Canada with the contact information of a person (name, address, phone number and e-mail address) referred to in paragraph 14.1(b) only if the person has given their written consent to the release of the information to Canada. The Recipient agrees to make all reasonable efforts to secure such consent during the Project Period. When providing a person's contact information to Canada, the Recipient shall provide Canada with an accompanying written statement certifying that the person has given their consent to the sharing of their contact information with Canada.

14.3 The evaluation process shall be informed by the principle of cultural sensitivity. In the event of a dispute, the provisions of Article 27.0 shall be followed.

15.0 CONTRACTING PROCEDURES

15.1 Contracting

- 1) Subject to subsection (2), the Recipient shall use a fair and accountable process, involving soliciting a minimum of three bids or proposals, when procuring goods and services from contractors in relation to the Project. The Recipient shall select the bid or proposal offering the best value at the lowest cost.
- 2) The requirement under subsection (1) shall apply, unless otherwise authorized in writing by Canada to all goods or services contracts valued at \$25,000 or more (before taxes). The Recipient must not unnecessarily divide a requirement for goods or services into a number of smaller contracts to avoid this requirement.

15.2 Restrictions Regarding Non-Arms-Length Contracts

- 1) Unless otherwise authorized in writing by Canada, all goods or services contracts, regardless of their value, entered into in relation to the Project between the Recipient and
 - (a) an officer, director or employee of the Recipient,
 - (b) a member of the immediate family of an officer, director or employee of the Recipient,
 - (c) a business in which an officer, director or employee of the Recipient, or a member of their immediate family, has a financial interest, or
 - (d) a business which is related to, or associated or affiliated with, the Recipient,

require the prior written approval of Canada. In any such contract, the Recipient shall ensure that Canada has a right of access to the relevant records of the supplying entity for the purpose of verifying, if necessary, the amount of the expenditure claimed by the Recipient in relation to a contract referred to in this subsection.

- 2) In this section, "immediate family" means the father, mother, step-father, step-mother, brother, sister, spouse (including common law partner), child, step-child (including child of common law partner), ward, father-in-law, mother-in-law or relative permanently residing in the household of the officer, director or employee.

15.3 Restrictions Regarding Sub-contracting of Recipient Duties or Responsibilities

- 1) The Recipient shall not subcontract the performance of any of its duties or responsibilities in managing the Project, including administrative responsibilities, to another party without the prior written consent of Canada unless the Recipient has already indicated in the approved Project Description attached as Schedule A to this Agreement that it intends to use a subcontractor or subcontractors to perform those duties or responsibilities.



16.0 TERMINATION OF AGREEMENT

Termination for Default

16.1 (1) The following constitute Events of Default:

- (a) the Recipient becomes bankrupt, has a receiving order made against it, makes an assignment for the benefit of creditors, takes the benefit of the statute relating to bankrupt or insolvent debtors or an order is made or resolution passed for the winding up of the Recipient;
- (b) the Recipient ceases to operate;
- (c) the Recipient is in breach of the performance of, or compliance with, any provision of this Agreement;
- (d) the Recipient, in support of its application for Canada's contribution or in connection with this Agreement, has made materially false or misleading representations, statements or declarations, or provided materially false or misleading information to Canada; or
- (e) in the opinion of Canada, there is a material adverse change in risk in the Recipient's ability to complete the Project or to achieve the expected results of the Project set out in Schedule A.

(2) If

- (a) an Event of Default specified in paragraph (1)(a) or (b) occurs; or
- (b) an Event of Default specified in paragraphs (1)(c), (d) or (e) occurs and has not been remedied within thirty (30) days of receipt by the Recipient of written notice of default, or a plan satisfactory to Canada to remedy such Event of Default has not been put into place within such time period,

Canada may, in addition to any remedies otherwise available, immediately terminate the Agreement by written notice. Upon providing such notice of termination, Canada shall have no obligation to make any further contribution to the Recipient.

(3) In the event Canada gives the Recipient written notice of default pursuant to paragraph (2)(b), Canada may suspend any further payment under this Agreement until the end of the period given to the Recipient to remedy the Event of Default.

(4) The fact that Canada refrains from exercising a remedy it is entitled to exercise under this Agreement shall not be considered to be a waiver of such right and, furthermore, partial or limited exercise of a right conferred upon Canada shall not prevent Canada in any way from later exercising any other right or remedy under this Agreement or other applicable law.

Termination for Convenience

16.2 Canada may also terminate this Agreement at any time without cause upon not less than ninety (90) days written notice of intention to terminate.

16.3 Obligations Relating to Termination under section 7.1 or 16.2 and Minimizing Cancellation Costs

(1) In the event of a termination notice being given by Canada under section 7.1 or 16.2,

- (a) the Recipient shall make no further commitments in relation to the Project and shall cancel or otherwise reduce, to the extent possible, the amount of any outstanding commitments in relation thereto; and
- (b) all Eligible Expenditures incurred by the Recipient up to the date of termination will be paid by Canada, including the Recipient's costs of, and incidental to, the cancellation of obligations incurred by it as a consequence of the termination of the Agreement; provided always that payment and reimbursement under this paragraph shall only be made to the extent that it is established to the satisfaction of Canada that the costs mentioned herein were actually incurred by the Recipient and the same are reasonable and properly attributable to the termination of the Agreement

16.4 The Recipient shall negotiate all contracts related to the Project, including employment contracts with staff, on terms that will enable the Recipient to cancel same upon conditions and terms that will minimize to the extent possible their cancellation costs in the event of a termination of this Agreement. The Recipient shall cooperate with Canada and do everything reasonably within its power at all times to minimize and reduce the amount of Canada's obligations under section 16.3 in the event of a termination of this Agreement.

16.5 The Recipient shall collaborate with Canada and community partners to ensure continuity of the Project and the continuation of service to clients in the event that a new Recipient is identified.

17.0 INDEMNIFICATION

17.1 The Recipient shall, both during and following the Project Period, indemnify and save Canada harmless from and against all claims, losses, damages, costs, expenses and other actions made, sustained, brought, threatened to be brought or prosecuted, in any manner based upon, occasioned by or attributable to any injury or death of a person, or loss or damage to property caused or alleged to be caused by any wilful or negligent act, omission or delay on the part of the Recipient or its employees or agents, and participating employers or Project participants, if any, in connection with anything purported to be or required to be provided by or done by the Recipient pursuant to this Agreement or done otherwise in connection with the implementation of the Project.



18.0 INSURANCE

18.1 The Recipient shall arrange, maintain and provide proof to Canada upon request that, during the Project Period, appropriate comprehensive general liability insurance coverage to cover claims for bodily injury or property damage resulting from anything done or omitted by the Recipient or its employees, agents or Project participants, if any, in carrying out the Project.

19.0 RELATIONSHIP BETWEEN THE PARTIES AND NON-LIABILITY OF CANADA

19.1 The management and supervision of the Project are the sole and absolute responsibility of the Recipient. The Recipient is not in any way authorized to make a promise, agreement or contract on behalf of Canada. This Agreement is a funding agreement only, not a contract for services or a contract of service or employment. Canada's responsibility is limited to providing financial assistance to the Recipient towards the Eligible Expenditures. The parties hereto declare that nothing in this agreement shall be construed as creating a partnership, an employer-employee, or agency relationship between them. The Recipient shall not represent itself as an agent, employee or partner of Canada.

19.2 Nothing in this Agreement creates any undertaking, commitment or obligation by Canada respecting additional or future funding of the Project beyond the Project Period, or that exceeds the maximum contribution specified in Schedule B. Canada shall not be liable for any loan, capital lease or other long-term obligation which the Recipient may enter into in relation to carrying out its responsibilities under this Agreement or for any obligation incurred by the Recipient toward another party in relation to the Project.

20.0 CONFLICT OF INTEREST

20.1 No current or former public servant or public office holder to whom the *Conflict of Interest Act* [S.C. 2006, c. 9, s. 2], the *Policy on Conflict of Interest and Post-Employment* or the *Values and Ethics Code for the Public Sector* applies shall derive a direct benefit from the Agreement unless the provision or receipt of such benefit is in compliance with the said legislation or codes.

20.2 No member of the Senate or the House of Commons shall be admitted to any share or part of the Agreement or to any benefit arising from it that is not otherwise available to the general public.

21.0 INFORMING CANADIANS OF THE GOVERNMENT OF CANADA'S CONTRIBUTION

21.1 The Recipient hereby agrees that a public announcement with respect to this Agreement and subsequent communication opportunities (e.g. funding announcement) may be made by the Minister or delegates in the form of a press release, press conference or otherwise, and that all reasonable and necessary assistance in the organization of the public announcement, as the Canada sees fit, shall be provided.

21.2 The Recipient shall notify Canada twenty (20) working days in advance of initial and subsequent official ceremonies or events related to the announcement of the funding of the Project. Canada reserves the right to approve the time, place, and agenda of the ceremony as well as the participation of the Minister or delegate to the ceremony or event.

21.3 The Recipient shall notify Canada fifteen (15) working days in advance of publications, advertising, and press releases planned by the Recipient or by a third party with whom it has an agreement relating to the Project. Canada and Recipient joint publication material will be approved by Canada prior to the release.

21.4 The Recipient shall ensure that in any and all communication activities, publications, advertising and press releases regarding the Project, recognition, in terms and in a form and manner satisfactory to Canada, are given to Canada's financial assistance to the Project.

21.5 The Recipient agrees to display signs, plaques or symbols as Canada may provide in locations on its premises as Canada may designate. The Recipient agrees to recognize federal funding through the use of a digital sign or the Canada wordmark and the following wording, "This project is funded in part by the Government of Canada" or "This project is funded by the Government of Canada", when creating a website or webpage to promote or communicate progress on a funded Project or Projects.

21.6 The Recipient shall cooperate with representatives of Canada during any official news release or in-person and virtual media events relating to the announcement of the Project.

22.0 ACCESS TO INFORMATION

22.1 The Recipient acknowledges that Canada is subject to the *Access to Information Act* [RSC 1985, Chapter A-1], and information obtained by Canada pertaining to this Agreement may be disclosed by Canada to the public upon request under the aforementioned act.

23.0 PROACTIVE DISCLOSURE

23.1 The Recipient acknowledges that the name of the Recipient, the amount of the contributions and the general nature of the Project may be made publicly available by Canada in accordance with the Government of Canada's commitment to proactively disclose the awarding of grants and contributions.

24.0 DISPOSITION OF CAPITAL ASSETS

24.1 During the Project Period, the Recipient shall preserve any capital asset purchased by the Recipient with funding provided under this Agreement and shall not dispose of it unless Canada authorizes its disposition.

24.2 At the end of the Project Period, or upon termination of this Agreement, if earlier, Canada reserves the right to direct the Recipient to dispose of any capital asset purchased by the Recipient with funding provided under this Agreement by:

- (a) selling it at fair market value and applying the funds realised from such sale to offset Canada's contribution to the Eligible Expenditures;
- (b) turning it over to another organization or to an individual designated or approved by Canada; or
- (c) disposing of it in such other manner as may be determined by Canada.

24.3 Where Canada elects to exercise its right under section 24.2, the Recipient agrees to comply with the related direction provided by Canada.



24.4 For the purposes of section 24.0, "capital asset" means any single item, or a collection of items which form one identifiable functional unit, that:

- (a) is not physically incorporated into another product or not fully consumed by the end of the Project, and
- (b) has a purchase or lease value of more than \$1,000 (before taxes),

but does not include land or buildings purchased or leased by the Recipient in connection with the implementation of the Project.

25.0 INTELLECTUAL PROPERTY

25.1 Where in the course of carrying out the Project, the Recipient produces any work using funds provided by Canada, the copyright in the work shall vest in the Recipient. However, the Recipient hereby grants to Canada a non-exclusive, irrevocable and royalty free license to use, translate, adapt, record by any means or reproduce, except for commercial sale in competition with the Recipient, any such work which is produced by the Recipient.

25.2 The license granted under section 25.1 shall be for the duration of the copyright and shall include:

- (a) the right to sub-license the use of the work to any contractor engaged by Canada solely for the purpose of performing contracts with Canada; and
- (b) the right to distribute the work outside the Office of Infrastructure Canada as long as the distribution does not undermine any commercial use of the work intended by the Recipient.

25.3 The Recipient agrees to execute any acknowledgements, agreements, assurances or other documents deemed necessary by Canada to establish or confirm the license granted under section 25.1.

25.4 Additionally, with respect to any work licensed under section 25.1, the Recipient:

- (a) warrants that the work shall not infringe on the copyrights of others;
- (b) agrees to indemnify and save harmless Canada from all costs, expenses and damages arising from any breach of any such warranty; and
- (c) shall include an acknowledgment, in a manner satisfactory to Canada, on any work which is produced by it with funds contributed by Canada under this Agreement, acknowledging that the work was produced with funds contributed by Canada and identifying the Recipient as being solely responsible for the content of such work.

25.5 The Recipient shall include in the final report for the Project, which the Recipient is required to submit to Canada under the terms of this Agreement, a copy of any work licensed under section 25.1.

26.0 NOTICES

26.1 Any notices to be given and all reports, information, correspondence and other documents to be provided by either party under this Agreement shall be given or provided by personal delivery, mail, courier service, fax or email at the postal address, fax number or email address, as the case may be, of the receiving party as shown in Schedule A. If there is any change to the postal address, fax number or email address or contact person of a party, the party concerned shall notify the other in writing of the change as soon as possible.

26.2 Notices, reports, information, correspondence and other documents that are delivered personally or by courier service shall be deemed to have been received upon delivery, or if sent by mail five (5) working days after the date of mailing, or in the case of notices and documents sent by fax or email, one (1) working day after they are sent.

27.0 DISPUTE RESOLUTION

27.1 In the event of a dispute arising under the terms of this Agreement, the Parties agree to make a good faith attempt to settle the dispute. In the event that the Parties are unable to resolve the dispute through negotiation, they agree to give good faith consideration to resorting to other alternate dispute resolution processes to resolve the dispute. However, the Parties agree that nothing contained in this section shall affect, alter or modify the rights of either Party to terminate the Agreement.

27.2 If a dispute arises out of, or in connection with this agreement, the parties shall first seek to resolve the dispute via good faith discussions between the parties' representatives as identified in Schedule A of this Agreement.

27.3 The parties have twenty (20) business days from the date on which a party notifies the other party of the dispute to resolve the dispute. The parties may agree to an extension of this twenty (20) business day period. The Agreement shall be in writing and signed by a representative as identified by each of the parties listed in Schedule A in this agreement.

27.4 If the parties are not able to resolve the dispute within the time specified in section 27.3 of this agreement, the parties agree to mediate the dispute.

27.5 The parties have forty (40) business days starting on the date they agree to proceed to mediation to complete the mediation. The parties may agree to an extension of this forty (40) business day period. The Agreement shall be in writing and signed by each of the parties listed in Schedule A of this agreement.

27.6 If the parties are not able to resolve a dispute via mediation in the time specified in section 27.5 of this agreement, the parties agree to arbitrate the dispute in accordance with the Commercial Arbitration Act (R.S.C., 1985, c. 17 (2nd supp.)) As amended from time to time.

27.7 The provisions of this article 27.0 survive the termination of this agreement and remain in full force and effect.

28.0 ASSIGNMENT OF THE AGREEMENT

28.1 The Recipient shall not assign this Agreement or any part thereof without the prior written consent of Canada.



29.0 ENUREMENT

29.1 This Agreement is binding upon and enures to the benefit of the parties and their respective successors, successors-in-title and permitted assigns.

30.0 COMPLIANCE WITH LAWS

30.1 The Recipient shall carry out the Project in compliance with all applicable federal, provincial and municipal laws, by-laws and regulations, including any environmental legislation and legislation related to protection of information and privacy. The Recipient shall obtain, prior to the commencement of the Project, all permits, licenses, consents and other authorizations that are necessary to the carrying out of the Project.

31.0 APPLICABLE LAW

31.1 This Agreement shall be governed by and construed in accordance with the applicable laws of the province or territory where the Project will be performed or, if the Project is to be carried out in more than one province or territory, of the province or territory where the Recipient has its main place of business.

32.0 SEVERABILITY

32.1 If any provision of this Agreement is held void or unenforceable as a result of the dispute resolution process under article 36.0 of this Agreement or by a court or tribunal of competent jurisdiction, the remainder of this Agreement shall be unaffected and each remaining provision of this Agreement shall be valid and be enforceable to the fullest extent permissible by law.

33.0 WAIVER

33.1 Failure by any Party to exercise any of its rights, powers, or remedies under this Agreement or its delay to do so does not constitute a waiver of those rights, powers, or remedies. Any waiver by either Party of any of its rights, powers, or remedies under this Agreement must be in writing; and, such a waiver does not constitute a continuing waiver unless it is so explicitly stated.

34.0 AMENDMENT

34.1 This Agreement may be amended by mutual consent of the parties. To be valid, any amendment to this Agreement shall be in writing and signed by the parties.

35.0 UNINCORPORATED ASSOCIATION

35.1 If the Recipient is an unincorporated association, it is understood and agreed by the persons signing this Agreement on behalf of the Recipient that in addition to signing this Agreement in their representative capacities on behalf of the members of the Recipient, they shall be personally, jointly and severally liable for the obligations of the Recipient under this Agreement, including the obligation to pay any debt that may become owing to Canada under this Agreement.

36.0 COUNTERPARTS

36.1 This Agreement may be executed in counterparts, each of which shall be deemed an original but both of which taken together shall constitute one and the same agreement. The exchange of copies of this Agreement and of signature pages by facsimile or electronic transmission shall constitute effective execution and delivery of this Agreement as to the parties and may be used in lieu of the original Agreement for all purposes. Signatures of the parties transmitted by facsimile or electronic transmission shall be deemed to be their original signatures for all purposes.

37.0 INDEPENDENT LEGAL ADVICE

37.1 The Parties acknowledge and agree that they have been given full opportunity to seek independent legal advice and if they chose to avail themselves of said opportunity, had independent legal advice to the full extent deemed necessary by each of them, and that they have not acted under any duress or undue influence in the negotiating, preparation and execution of this Agreement.



SIGNATURES

Signed this _____ day of _____, _____

For the Recipient, by the following authorized officer(s):

(Name, please print)

(Name, please print)

(Signature)

(Signature)

(Position)

(Position)

And signed this _____ day of _____, _____

For Canada, by the following authorized officer:

(Name, please print)

(Signature)

(Position)

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SCHEDULE A

PROJECT DESCRIPTION

NAME OF RECIPIENT: Enter text	
PROJECT TITLE: Enter text	
Recipient	Canada
Complete Mailing Address:	Complete Mailing Address:
Enter text	Enter text
Primary Contact Enter text	Primary Contact Enter text
Telephone Number Enter text	Telephone Number Enter text
Fax Number Enter text	Fax Number Enter text
Email Address Enter text	Email Address Enter text
Secondary Contact Enter text	Secondary Contact Enter text
Telephone Number Enter text	Telephone Number Enter text
Fax Number Enter text	Fax Number Enter text
Email Address Enter text	Email Address Enter text

Project Start Date	Project End Date	Total Number of Participants:
Date	Date	(If applicable) N/A

Project Description

Amendment # _____

Included in this amendment: additional funding of:

2024-2025 funding of \$XXX,XXX
 2025-2026 funding of \$XXX,XXX

[For DC, TH and IH agreements with existing CCI allocations to support implementation of Coordinated Access]

Of this additional funding, the following amounts are intended to provide additional support towards maintaining and improving Coordinated Access systems.

2024-2025 funding of \$XXX,XXX
 2025-2026 funding of \$XXX,XXX

Communities are required to match this additional funding for 2024-2025 and 2025-2026, with contributions from the community. This will be reported as part of the Community Plan for funding for 2024-2025 to 2025-2026.

The Articles of Agreement have been updated as follows:

- Revision of Header, 12.0 Inquiry by the Auditor General of Canada, 14.0 Evaluation, 15.0 Contracting Procedures, 16.0 Termination of Agreement, 18.0 Insurance, 21.0 Informing Canadians of the Government of Canada's Contribution; and Signatures

Objectives

From April 1, 2019, to March 31, 2026, the Recipient, as the Community Entity for [name of community], will administer funding under the Designated Communities stream of Reaching Home in accordance with priorities identified through community planning.

The funding allocation under the Designated Communities funding stream for [name of community] is [\$000,000] annually in 2024-2025 and 2025-2026. Reaching Home funds will be used to support projects selected based on Community Planning priorities and recommendations of the Community Advisory Board, as well as program terms and conditions, and related policies and directives of Reaching Home.

The Recipient is allocated funding of [\$00,000] annually in 2024-2025 and 2025-26 to support continued investments towards maintaining and improving the Coordinated Access system.

[For DC and TH Communities only: where IH-CE is in the same community]



Through working with community partners, including in partnership with the Indigenous Homelessness stream Community Entity, the Recipient will be responsible for publicly reporting on the work to maintain and improve a Coordinated Access system and prevent and reduce homelessness using an Outcomes-Based Approach, including reporting on core community-level outcomes.

Activities

The Recipient will administer Reaching Home – Designated Communities funding stream, which includes the following activities that will be monitored against milestones in the Work Plan:

The Recipient is responsible for implementing strategies to address Community Plan priorities set out in conjunction with the Community Advisory Board. This includes maintaining and improving a Coordinated Access system, and continuing to prevent and reduce homelessness using an Outcomes-Based Approach.

The Recipient will engage community stakeholders and funding partners to actively work together to prevent and reduce homelessness.

The Recipient will identify funding, other than Reaching Home, received from partners to meet the community contribution-matching requirement.

The Recipient will promote the participation and representation of Indigenous organizations in the planning and implementation of the Community Plan priorities.

[NOTE: For DC agreements where there is also an IH CE in the same community, the following text would be added:]

The Recipient will facilitate collaboration with the Indigenous Homelessness stream Community Entity in the development and implementation of the Community Planning priorities. This includes continuing to prevent and reduce homelessness using an Outcomes-Based Approach.

The Recipient is responsible for undertaking activities to maintain and improve a Coordinated Access system.

The Recipient will work in partnership with the Indigenous Homelessness funding stream to maintain and improve a Coordinated Access system.

The Recipient will implement selection processes and solicit and assess sub-project proposals in an open, impartial and fair manner.

The Recipient will approve and enter into funding agreements with sub-projects recommended by the Community Advisory Board that meet the Community Plan priorities and terms and conditions of Reaching Home and related policies and directives, including eligible activities.

The Recipient is responsible for the management of sub-project funding agreements, including financial and activity monitoring of sub-projects to ensure compliance with sub-agreements and achievement of expected results. The Recipient will inform the Community Advisory Board about the status and results of sub-projects and other activities related to the prevention and reduction of homelessness in the community. The Recipient will report on its activities, including the management of sub-agreements and work to maintain and improve a Coordinated Access system, to Canada in accordance with the reporting requirements described in the Reaching Home funding agreement, as well as any additional reporting as required by Canada.

Expected Results

Activities are supported in accordance with Community Plan priorities as established by the Community Advisory Board.

Reaching Home Designated Communities stream funding is fully invested to address priorities identified in the Community Plan.

Reaching Home Designated Communities funding is matched on an annual basis with other funding partners.

The Community Homelessness Report is completed annually and a summary is published publicly, to the end of the program in 2027-2028.

All Coordinated Access minimum requirements are implemented by the end of 2025-2026. More specifically, the Recipient must:

- Maintain minimum requirements that were met by 2023-2024;
- Meet requirements that were modified as of 2024-2025; and,
- Meet new requirements introduced in 2024-2025.

All outcomes-based approach minimum requirements are implemented by the end of 2025-2026. More specifically, the Recipient must:

- Maintain minimum requirements that were met by 2023-2024;
- Meet requirements that were modified as of 2024-2025; and,
- Meet new requirements introduced in 2024-2025.



Outcomes

Reduction in and prevention of homelessness in the community is achieved as measured through community-wide outcomes prescribed by Canada and voluntary community-wide outcomes identified at the community level.

Through investments in Reaching Home-funded sub-projects: homeless individuals and families are connected to more stable housing; homeless individuals and those at imminent risk of homelessness experience greater housing stability; and homeless individuals and those at imminent risk of homelessness experience greater economic stability and self-sufficiency.

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SCHEDULE B

FINANCIAL PROVISIONS

LEGAL NAME OF RECIPIENT: Error! Reference source not found.
PROJECT TITLE: Enter text

1.0 MAXIMUM CONTRIBUTION OF CANADA

1.1 The total maximum amount of Canada's contribution towards the Eligible Expenditures of the Project is: **\$ 000,000**.

1.2 The maximum amount payable by Canada in each Fiscal Year of the Project Period on account of the contribution is as follows, unless otherwise authorized in writing by Canada:

- \$ 000,000 in Fiscal Year 2019/2020
- \$ 000,000 in Fiscal Year 2020/2021
- \$ 000,000 in Fiscal Year 2021/2022
- \$ 000,000 in Fiscal Year 2022/2023
- \$ 000,000 in Fiscal Year 2023/2024
- \$ 000,000 in Fiscal Year 2024/2025
- \$ 000,000 in Fiscal Year 2025/2026

2.0 INTEREST EARNED ON CONTRIBUTION

2.1 The amount of interest earned on advances may be retained by the Recipient provided it is used by the Recipient during the Project Period to pursue activities consistent with the objectives of the Agreement. If there is any unspent interest at the end of the Project Period, the amount of such interest shall be deemed part of Canada's contribution to which the Recipient is not entitled for the purpose of section 3.0 of this Schedule.

3.0 REPAYMENT REQUIREMENTS

3.1 In the event payments made to the Recipient exceed the amount to which the Recipient is entitled under this agreement, the amount of the excess is a debt owing to Canada and shall be promptly repaid to Canada upon receipt of notice to do so and within the period specified in the notice. Without limiting the generality of the foregoing, amounts to which the Recipient is not entitled include:

- (a) the amount of any expenditures paid for with the contribution which are disallowed or determined to be ineligible, and
- (b) any amount paid in error or any amount paid in excess of the amount of the expenditure actually incurred.

3.2 Interest shall be charged on overdue repayments owing under section 3.1 in accordance with the Interest and Administrative Charges Regulations (SOR/96-188) (the "Regulations") made pursuant to the Financial Administration Act (R.S.C., 1985, c. F-11). Interest is calculated and compounded monthly at the "average bank rate", within the meaning of such expression as contained in the Regulations, plus three per cent (3%) during the period beginning on the due date specified in the notice to repay and ending on the day before the day on which payment is received by Canada.

3.3 The Recipient acknowledges that where an instrument tendered in payment or settlement of an amount due to Canada under section 3.1 is, for any reason, dishonoured, an administrative charge of \$15 is payable by the Recipient to Canada in accordance with the Regulations.

4.0 OTHER SOURCES OF FUNDING

4.1 The Recipient declares that it has received or is entitled to receive

- (a) the following funding (cash) for the Project from the following sources:
 - (i) \$ 000,000
- (b) goods, services or other non-cash contributions for the Project from the following sources, having the following agreed estimated fair and reasonable monetary value:
 - (i) \$ 000,000

4.2 The Recipient agrees to inform Canada promptly in writing of any change to the declaration made under section 4.1.

4.3 The Recipient agrees that where there is a change to the declaration made in section 4.1, Canada may, in its discretion, reduce the amount of its maximum contribution to the Project by such amount, not exceeding the amount of the change in assistance received, that it considers appropriate.

4.4 If the amount of Canada's contribution already paid to the Recipient exceeds the reduced maximum contribution, as determined under section 4.3, the amount of the excess shall be deemed to be an amount to which the Recipient is not entitled and shall be repaid to Canada in accordance with section 3.0 of this Schedule (Repayment Requirements).

4.5 Upon completion of the Project, and if the amount set out in section 1.1 is in excess of \$100,000, the Recipient agrees to provide Canada with a statement identifying the total funding provided from all sources for the Project, including total funding received for the Project from federal, provincial/territorial and municipal governments.

5.0 PROJECT BUDGET

5.1 The following is the Project Budget:



COST CATEGORIES	CANADA	OTHER SOURCES		TOTAL
		CASH	IN-KIND	
1. Administrative Costs	\$ 000			
2. Capital Costs	\$ 000			
a. Facilities				
b. Capital assets	000			
3. Direct Costs	\$ 000			
a. Staff wages *	000			
b. Participant costs				
c. Project costs	000			
d. Child care costs				
e. Sub-projects Project Costs *	000			
TOTAL	\$ 000	\$ 000	\$ 000	\$ 000

Budget notes:

"Administrative Costs" means any expenditure incurred by the Recipient in the course of its regular or ongoing operations that enable the Recipient to manage the Project successfully;

"Facilities" means any expenditure incurred by the Recipient, in direct relation to a Project activity, towards the purchase of land or a building, construction or renovation of a building, or accomplishing any pre-development activities leading up to any of the latter ends;

"Capital Assets" means any expenditure incurred by the Recipient towards the purchase or leasing-to-own of materials subject to the provisions of section 24.0 of the Articles of Agreement;

"Staff Wages" means any wages, mandatory employment related costs (as required by law) or benefits (as required by a collective agreement or company policy) paid by the Recipient to, or on behalf of, an employee of the Recipient working directly on the Project;

"Participant Costs" means any wages, mandatory employment related costs (as required by law) or benefits (as required by a collective agreement or company policy), and any support payments (for travel, emergencies, disability, living expenses, dependent care, materials, etc.), tuition fees, or program participation or completion bonuses paid by the Recipient to, or on behalf of, Project Participants;

"Project Costs" means any expenditure incurred by the Recipient in direct relation to the Project activities that is not covered by any other cost category in the Project Budget;

"Child Care Costs" means any expenditure incurred by the Recipient in support of child care service offerings to aboriginal persons that are adapted to the particular needs of this clientele; and

"Sub-Project Project Costs" means any expenditure incurred by a Third Party in respect of a Sub-Project that does not meet the definition of expenditures included in the Sub-Project Administrative Costs cost category.

5.2 Canada will provide payment to the Recipient for Administrative Costs up to 15% of the total maximum amount of Canada's contribution referred to in section 1.1. The usage of this payment is exempt from the reporting requirements stipulated in this Agreement.

6.0 BUDGET FLEXIBILITY

6.1 The Recipient may, except in cases specified in section 6.2, make adjustments to its allocation of funds between any of the cost categories identified in the Project Budget without having to obtain Canada's approval, provided the adjustments do not result in an increase in Canada's maximum contribution set out in section 1.1. However, where the Recipient makes an adjustment allowed by this section, it shall notify Canada promptly in writing of the adjustment.

6.2 The Recipient must obtain Canada's written approval prior to making an adjustment to the Project Budget that increases or decreases the subtotal amount budgeted for:

- (i) any cost category identified with an asterisk (*) by any amount, or
- (ii) any other cost category by more than 10%;

6.3 Depending upon the extent and significance of the adjustments, written approval by Canada of adjustments made under section 6.2 may be required by Canada to be documented by way of a formal amending agreement signed by both parties.

[Note for Indigenous Organizations only receiving funding under any RH funding stream]**

6.4 Departmental managers responsible for preparing funding agreements are to ensure the following provisions apply for Indigenous recipients when the flexible contribution approach is used:

(a) it is at the recipient's discretion to redirect funding among specified cost categories; and

(b) the recipient may retain, during the term of the funding agreement, any unexpended funding remaining at the end of each fiscal year for use in the next fiscal year to further achieve results toward the program objectives. Any unexpended funding remaining at the expiry of the funding agreement constitutes a debt due to the Crown.



7.0 CONDITIONS GOVERNING THE ELIGIBILITY OF EXPENDITURES

7.1 The expenditures set out in the Project Budget above are subject to the following conditions:

- (a) expenditures must, subject to section 7.2, be incurred during the Project Period;
- (b) expenditures must, in the opinion of Canada, be reasonable;
- (c) the portion of the cost of any travel, meals and accommodation costs that exceeds the rates for public servants set out in the National Joint Council of Canada's Travel Directive is not eligible for reimbursement;
- (d) the portion of hospitality costs that exceed the rates set out in the Directive on Travel, Hospitality, Conference and Event Expenditures, Appendix 2 of Canada's Treasury Board is not eligible for reimbursement;
- (e) the portion of the cost of any goods and services purchased by the Recipient for which the Recipient may claim a tax credit or reimbursement is not eligible for reimbursement;
- (f) depreciation of capital assets is not eligible for reimbursement;
- (g) fines and penalties are not eligible for reimbursement;
- (h) the cost of alcoholic beverages are not eligible for reimbursement;
- (i) costs associated with software development for the collection and/or management of homelessness data that results in an inability to participate in the National Homelessness Information System initiative (NHIS) database; and that constitutes a redundant use of funds and duplicates activities already offered through the Homeless Individuals and Families Information System (HIFIS) are not eligible for reimbursement.

7.2 If, under the terms of this Agreement, the Recipient is required to provide to Canada an audited annual financial report at the end of the Project Period, and if the cost of the audit is otherwise an Eligible Expenditure notwithstanding that it is incurred outside the Project Period.

8.0 TERMS OF PAYMENT

8.1 Subject to section 8.2, Canada will make payments of its contribution by way of **Payment Type**. Each payment shall cover a **Payment Period** period (hereinafter referred to as the "Payment Period") during the Project Period.

8.2 (1) Subject to subsection (2), Canada may, at any time and in its sole discretion,

- (a) change the basis of payments of its contribution to the Recipient to **Payment Type** for any period during the Project Period, or
- (b) change the Payment Period to a **Payment Period** period, or
- (c) change both (a) and (b).

(2) Where Canada decides to make a payment change pursuant to subsection (1), Canada shall notify the Recipient in writing of the change and of the period during which the change will be applicable.

(3) For the purposes of this Schedule,

"progress payments" means payments to reimburse the Recipient for Eligible Expenditures after they have been incurred,

"monthly period" means a calendar month that falls within the Project Period or, if the calendar month falls only partially within the Project Period, such portion thereof, and

"quarterly period", in relation to a series of consecutive three-month periods encompassing the Project Period and beginning on the first day of the calendar month determined by Canada for purposes of administering this agreement, means such a quarter that falls within the Project Period or, if the quarter falls only partially within the Project Period, such portion thereof.

8.3 (1) Where Canada makes payments of its contribution to the Recipient by way of advances,

- (a) each advance shall cover the Recipient's estimated financial requirements for each Payment Period. Such estimate shall be based upon a cash flow forecast that, in the opinion of Canada, is reliable and up-to-date; and
- (b) if the amount of an advance payment for a Payment Period exceeds the actual amount of Eligible Expenditures incurred by the Recipient during the Payment Period, Canada reserves the right to deduct the excess amount from any subsequent advance payment to be made under this Agreement.

(2) Where Canada makes payments of its contribution to the Recipient by way of progress payments, each progress payment shall cover the Recipient's actual Eligible Expenditures incurred during the Payment Period as approved by Canada following submission by the Recipient of the financial claim referred to in section 8.4 (1).



8.4 (1) Following the end of each Payment Period of the Agreement, the Recipient shall provide Canada with a financial claim using a form provided by Canada and signed/certified as true and accurate by an authorized official (or officials) of the Recipient. The financial claim shall contain:

- (a) a summary breakdown, per cost category in the Project Budget, of Eligible Expenditures incurred during the Payment Period;
- (b) an updated forecast of Project expenditures;
- (c) an activity report describing the work completed on the Project during the Payment Period; and
- (d) any supporting documentation relative to the financial claim that may be requested by Canada (e.g. a copy of the general ledger).

(2) The Recipient shall submit the financial claim required under subsection (1) no later than,

- (a) if the Payment Period is monthly, **forty-five (45) days** following the Payment Period;
- and
- (b) if the Payment Period is quarterly, **sixty (60) days** following the Payment Period.

8.5 (1) Canada may withhold any advance payment due to the Recipient under this Agreement

- (a) if the Recipient has failed to submit when due
 - (i) a financial claim under section 8.4 (1); or
 - (ii) any other document required by Canada under this Agreement; or
- (b) pending the completion of an audit of the Recipient's books and records, should Canada decide to undertake such an audit.

(2) Canada may also withhold any progress payment due to the Recipient under this Agreement

- (a) if the Recipient has failed to submit when due any other document required by Canada under this agreement; or
- (b) pending the completion of an audit of the Recipient's books and records, should Canada decide to undertake such an audit.

8.6 Canada may retain a holdback of an amount up to 10% of its maximum contribution at the end of the Project Period pending

- (a) receipt and verification by Canada of a final financial claim for the last Payment Period where advances have been made,
- (b) receipt and acceptance by Canada of the final report for the Project that the Recipient is required to submit to Canada under the terms of this Agreement, and
- (c) receipt of any other Project-related record that may be required by Canada.

9.0 ANNUAL FINANCIAL REPORTS

9.1 (1) Within one hundred and twenty (120) days following the end of each "Reporting Period" during the Project Period, the Recipient shall provide to Canada a financial report containing,

- (a) a statement setting out:
 - (i) the total amount received from Canada under this Agreement during the Reporting Period,
 - (ii) the total revenue received from other sources for the Project during the Reporting Period, including cash and the value of in-kind contributions,
 - (iii) the total amount of GST/HST rebates and interest earned by the Recipient during the Reporting Period on advances of Canada's contribution if the amount of interest earned is in excess of one hundred dollars (\$100), and
 - (iv) the amounts realized during the Reporting Period from the disposition of any capital assets that had been originally purchased with funds from Canada's contribution under this Agreement, and
- (b) an itemized statement setting out, by expenditure category as per the Project Budget, the total amount of the expenditures incurred during the Reporting Period in relation to the Project and to the corresponding approved Investment Plan.

(2) For greater certainty, failure on the part of the Recipient to submit financial reports within the timeframe specified under subsection (1) may result in Canada withholding payment of an advance or progress payment in accordance with subsections 8.5(1) or (2) of this Schedule or withholding payment of any holdback retained by Canada in accordance with section 8.6 of this Schedule.

(3) For the purposes of this section, "Reporting Period" means each Fiscal Year that falls within the Project Period or, if the Fiscal Year falls only partially within the Project Period, such portion thereof.

9.2 Each financial report submitted to Canada pursuant to section 9.1 shall be accompanied by such supporting documentation as may be requested by Canada.



Audit Requirement

9.3 (1) Unless otherwise notified by Canada in writing, the Recipient shall engage an independent licensed public accountant to audit, in accordance with Canadian generally accepted auditing standards, each financial report required under section 9.1. The Recipient's letter of audit engagement shall include the requirements set out under section 9.1.

(2) If requested by Canada to do so, the Recipient shall allow representatives of Canada to discuss any audited financial report referred to in this section with the Recipient's auditors. The Recipient shall execute such directions, consents and other authorizations as may be required in order to permit its auditors to discuss the report with representatives of Canada and provide any requested information to them in relation to the audit.

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SCHEDULE C

ADDITIONAL CONDITIONS

LEGAL NAME OF RECIPIENT: Error! Reference source not found.
PROJECT TITLE: Error! Reference source not found.

1.0 WORK PLAN

1.1 For each Fiscal Year that falls within the Project Period or, if the Fiscal Year falls only partially within the Project Period, such portion thereof, the Recipient shall provide to Canada for approval a "Work Plan" outlining the activities to be undertaken by the Recipient in implementing the Project during the Fiscal Year or part thereof. Each Work Plan shall be prepared in accordance with guidelines issued by Canada.

1.2 The Recipient's approved Work Plan for the first Fiscal Year or part thereof of the Project Period is attached to and forms an integral part of Schedule A (Project Description) to this Agreement. The Work Plan for each subsequent Fiscal Year or part thereof shall be provided to Canada for approval no later than sixty (60) days prior to the beginning of each Fiscal Year to which it relates.

1.3 Canada will notify the Recipient of its approval of each subsequent Work Plan no later than thirty (30) days following receipt of each plan. Upon approval, each subsequent Work Plan shall be attached to and form an integral part of Schedule A.

1.4 The Recipient shall implement the Project in accordance with the approved Work Plans. The Recipient shall not make any material change to an approved Work Plan without the written approval of Canada.

2.0 REDISTRIBUTION OF FUNDING TOWARDS SUB-PROJECTS

Interpretation

2.1 For the purposes of this Agreement,

"Sub-Agreement Holder" means an organization other than the Recipient, to whom funding provided to the Recipient under this Agreement is further distributed to enable the organization to carry out a Sub-Project; and

"Sub-Project" means:

- (a) an activity eligible for financial support under the Project which is implemented by a Sub-Agreement Holder, or
- (b) an activity eligible for financial support under the Project implemented directly by the Recipient.

Sub-Project Selection Process

2.2 (1) The Recipient shall put into place a process satisfactory to Canada for ensuring that proposals for Sub-Projects to be funded with Canada's contribution, including Sub-Projects implemented directly by the Recipient, are assessed and selected in an open, impartial and fair manner. The Recipient agrees that the Community Entity will assess, approve and enter into funding agreements with Sub-Projects based on recommendations by the Community Advisory Board. The Recipient must ensure that Sub-Project proposals of a capital nature address their sustainability; for Sub-Projects of a capital nature Canada will provide a form to address this aspect that is to be included as part of such proposals.

(2) The Recipient shall also put into place written operational policies and procedures relating to its financial management of the Project and its administration of Sub-Projects, and shall provide a copy of those policies and procedures to Canada, together with the names and positions of personnel within the Recipient's organization with responsibilities for the financial management and decision making in connection with the carrying out of the responsibilities of the Recipient under this Agreement. The Recipient shall notify Canada promptly of any changes in such personnel that occur from time to time.

(3) A sub-project shall not be funded under this Agreement unless the organization demonstrates that it applies sound financial management practices and respects the highest level of integrity.

(4) Without limiting the foregoing and subject to subsection 5, a sub-project shall not be funded under this Agreement if a review, audit or investigation conducted by the federal government, the government of a province or a public body created under the law of a province in the previous 3 years concludes to irregularities in the organization's financial management practices or raises integrity issues.

(5) The restriction in subsection 4 does not apply if an organization demonstrates that the irregularities and issues have been resolved and that measures have been diligently put in place to prevent reoccurrence.

Agreements with Sub-Agreement Holders

2.3 (1) When the Recipient provides funding to a Sub-Agreement Holder to support the costs of a Sub-Project, the Recipient shall ensure that there is a written agreement between it and the Sub-Agreement Holder that sets out the terms and conditions under which the Recipient is providing funding to the Sub-Agreement Holder.

(2) The written agreement referred to in subsection (1) shall include:

- (a) an identification of the Sub-Agreement Holder (proper legal name and address);
- (b) a description of the purpose of the funding;
- (c) the effective date, the date of signing and the duration of the agreement;



(d) the financial and/or non-financial conditions attached to the funding and the consequence of failing to adhere to these conditions, including provision for a right of termination of the agreement in the event of a breach of the agreement;

(e) the costs of the Sub-Project eligible for reimbursement;

(f) the conditions to be met before payment is made and the schedule and basis of payment;

(g) the maximum amount payable;

(h) the provision of such reports by the Sub-Agreement Holder on its Sub-Project, outcomes and results as may be specified by Canada in any reporting guidelines or instructions provided to the Recipient by Canada or as may be specified elsewhere in this Agreement;

(i) a provision giving both Canada and the Recipient the right to conduct an audit of the books and records of the Sub-Agreement Holder, even though an audit may not always be undertaken, and to have access to the business premises and business site of the Sub-Agreement Holder to monitor and inspect the administration of the Sub-Project;

(j) a requirement for the Sub-Agreement Holder to repay to the Recipient the amount of any funding provided to which it is not entitled. The agreement should specify that amounts to which it is not entitled include the amount of any payments:

(i) made in error;

(ii) made for costs in excess of the amount actually incurred for those costs; and

(iii) that were used for costs that were not eligible for reimbursement under the agreement;

(k) if the Sub-Project involves an activity described in section 4.1 or 4.3,

(i) a repayment requirement modeled on the provisions of section 4.1 or 4.3, as the case may be, except that every reference to "Recipient" in those provisions shall be replaced by a reference to the term used by the Recipient to identify the Sub-Agreement Holder in its agreement with the Sub-Agreement Holder and every reference to "Canada" shall be replaced by a reference to the term used by the Recipient to identify itself in its agreement with the Sub-Agreement Holder; and

(ii) a provision giving both Canada and the Recipient, for the number of years following the end-date of the Sub-Project in respect of which the repayment requirement referred to in subparagraph (i) applies to the Sub-Agreement Holder, the right to inspect the operation of the facility referred to in section 4.1 or 4.3 at any reasonable time to verify the continuing use of the facility for the purposes for which it was funded; and

(iii) a provision stipulating that the Sub-Agreement holder shall not mortgage, charge or otherwise encumber the facility property during the period of the Sub-Project, or for the number of years following the end-date of the Sub-Project in respect of which the repayment requirement referred to in subparagraph (i) applies to the Sub-Agreement Holder, without the prior written approval of the Recipient; and

(iv) a provision stipulating that the Sub-Agreement Holder shall ensure that all environmental protection measures, standards and rules relating to the Sub-Project established by competent authorities are respected;

(l) a provision stipulating that payment of any funding under the agreement is subject to the availability of funds and that payment of funding may be cancelled or reduced in the event that Canada cancels or reduces its funding to the Recipient;

(m) a requirement for the Sub-Agreement Holder to give appropriate recognition of the contribution of Canada to the Sub-Project being carried out in its publicity and signage relating to the Sub-Project, including any information provided to the public on any web site or social media platform maintained by the Sub-Agreement Holder;

(n) a requirement that the Sub-Agreement Holder notify the Recipient (Community Entity) twenty (20) working days in advance of any and all communications activities, publications, advertising and press releases planned by the Sub-Agreement Holder relating to the Sub-Project; and

(o) a requirement for the Sub-Agreement Holder to cooperate with representatives of Canada during any official news release or ceremonies relating to the announcement of the Sub-Project.

Internal Memoranda of Understanding (MOU)

2.4 When the Recipient is implementing a Sub-Project directly, the Recipient shall ensure that there is an internal memorandum of understanding (MOU) with the head of the branch or division of its organization responsible for implementing the Sub-Project, as if the head of the branch or division implementing the Sub-Project was a Sub-Agreement Holder, setting out terms and conditions of the funding modelled on the requirements of section 2.3, with such modifications as the circumstances may require.

Provision of Copies of Agreements and MOUs

2.5 Upon request, the Recipient shall provide Canada with a copy of any or all agreements with Sub-Agreement Holders and MOUs referred to in sections 2.3 and 2.4, respectively.



Monitoring and Audit of Sub-Projects

2.6 The Recipient shall exercise due diligence in the administration of its agreements with Sub-Agreement Holders and of its MOUs referred to in section 2.4. Without limiting the generality of the foregoing, in exercising due diligence, the Recipient shall take appropriate measures for ensuring compliance by Sub-Agreement Holders and, in the case of MOUs referred to in section 2.4, by the responsible branch or division head of the Recipient, with the terms and conditions of the agreement or MOU, as the case may be, including:

- (a) monitoring the Sub-Project through, as appropriate, periodic visits to the Sub-Project site or other means such as telephone calls and questionnaires,
- (b) undertaking periodic audits or inspections of financial records to verify that costs claimed under the agreement or MOU, were actually incurred and were in accordance with the agreement or MOU, as the case may be,
- (c) furnishing the Sub-Agreement Holder or the branch or division head of the Recipient, as the case may be, with necessary advice, support and training to assist it in carrying out the Sub-Project and in realizing the objectives and achieving the results of the Sub-Project,
- (d) where there are breaches of the agreement or MOU, taking appropriate measures to resolve the situation, including, in the case of an agreement with a Sub-Agreement Holder, termination of the agreement with the Sub-Agreement Holder or legal action to enforce compliance with the agreement, and
- (e) in the case of an agreement with a Sub-Agreement Holder, making all reasonable efforts to recover any overpayments under the agreement.

2.7 The Recipient shall provide to Canada, upon request, a report of any monitoring review or audit of a Sub-Project undertaken by the Recipient under section 2.6.

2.8 Where Canada desires to exercise its right to audit the books and records of a Sub-Agreement Holder or to monitor and inspect its Sub-Project, Canada shall notify the Recipient of its desire to do so. The Recipient shall cooperate with Canada in obtaining access to the financial records and, if required by Canada, it shall take all necessary steps to enforce the Recipient's and Canada's right of access to the Sub-Agreement Holder's records, including taking legal proceedings against the Sub-Agreement Holder.

3.0 REPORTING ON SUB-PROJECTS FUNDED THROUGH REACHING HOME

Report of Approved Sub-Projects

3.1 Each financial claim submitted to Canada pursuant to section 8 (Terms of Payment) of Schedule B to this Agreement shall be accompanied by a report identifying all agreements with Sub-Agreement Holders and MOUs approved by the Recipient to date containing the following information about each Sub-Project:

- (a) the Sub-Project file identifier;
- (b) in the case of agreements with Sub-Agreement Holders, the legal name of the Sub-Agreement Holder and Sub-Agreement Holder contact information;
- (c) in the case of MOUs, the name of the branch or division within the Recipient's organization responsible for carrying out the Sub-Project and Recipient branch or division contact information;
- (d) the amount of funding provided under this Agreement to be provided by the Recipient for the Sub-Project as well as the total budget of the Sub-Project;
- (e) identification of the applicable Reaching Home funding stream;
- (f) the Sub-Project start and end dates; and
- (g) the activity areas(s) supported by the Sub-Project, i.e. (i) housing; (ii) prevention and shelter diversion; (iii) client support services; (iv) capital investments; or (v) coordination of resources and data collection.

Results Reporting

3.2 The Recipient shall provide a project details report, acceptable to Canada, that sets out the detailed description of any new or amended Sub-Agreements, including those retained for direct delivery by the Recipient.

3.3 The report submitted pursuant to section 3.2 is required within thirty (30) days of an online results reporting system being available or in a timeframe and manner as prescribed by Canada. Any changes to the funding amount, activities, or end date of a Project approved by the Recipient must be documented and provided to Canada, within thirty (30) days of the change, once the Recipient has received the online results reporting system.

3.4 The Recipient shall provide to Canada, an annual results report detailing the outputs and outcomes achieved, using an online results reporting system provided by Canada, no later than sixty (60) days following each Fiscal Year of the Project Period, or in a timeframe and manner as prescribed by Canada, where applicable depending on the activity categories for each Sub-Agreement, including those retained for direct delivery by the Recipient.

Funded activities that include follow-up beyond the duration of the sub-project and/or Recipient agreement remain as obligations of the Recipient and survive termination or expiry of this Agreement. This includes 3 and 12 month follow-up requirements as follows:

Prevention and Shelter Diversion (Core Services) require a 3-month follow-up once a person has received a Core Prevention service. Follow-up for interventions received in the last three months of a fiscal reporting period (January to March) will always occur in the first three months of the next fiscal reporting period.

Housing Placements require a 12-month follow-up once an individual is placed into housing. Follow-up will always occur in the next fiscal reporting period for up to 12 months.



4.0 REQUIREMENTS IN RESPECT OF FACILITY PROPERTY AND REPAYMENT

Project Funding Used to Purchase Land or a Building for a Facility

4.1 If

(a) funding provided for a Sub-Project is used towards the costs of purchasing land or a building to establish a new facility to provide shelter space, transitional or supportive housing or other services for the homeless, and

(b) the amount of the funding referred to in paragraph (a) is in excess of \$50,000, the Recipient shall repay as a debt owing to Canada,

(c) an amount equal to 100% of the funding referred to in paragraph (a) if,

(i) five (5) years following the end date of the Sub-Project, a facility that provides shelter space, transitional or supportive housing or other services for the homeless has not been established on the property referred to in paragraph (a), or

(ii) at any time during the five-year period following the end date of the Sub-Project, Canada concludes, based on

(A) information provided by the Recipient under section 4.7, or

(B) the results of a site inspection conducted by Canada under section 4.9

that the facility referred to in paragraph (a) will not be established during said five-year period and notifies the Recipient of such conclusion in writing, and

(d) an amount determined in accordance with section 4.2 if, within five (5) years following the end date of the Sub-Project, the land or building referred to in paragraph (a) is sold and the proceeds of disposition are not forthwith committed to supporting a facility providing similar services to the homeless that is approved by Canada.

4.2 The amount repayable by the Recipient under paragraph 4.1(d), if the event referred to in that paragraph occurs, shall be determined as follows:

(a) if the event occurs within one year of the end date of the Sub-Project, a sum equal to 100% of the funding referred to in paragraph 4.1(a);

(b) if the event occurs within two years, but after one year of the end date of the Sub-Project, a sum equal to 80% of the funding referred to in paragraph 4.1(a);

(c) if the event occurs within three years, but after two years of the end date of the Sub-Project, a sum equal to 60% of the funding referred to in paragraph 4.1(a);

(d) if the event occurs within four years, but after three years of the end date of the Sub-Project, a sum equal to 40% of the funding referred to in paragraph 4.1(a); or

(e) if the event occurs within five years, but after four years of the end date of the Sub-Project, a sum equal to 20% of the funding referred to in paragraph 4.1(a).

Project Funding Used for Construction or Renovations

4.3 If

(a) funding provided for a Sub-Project is used towards the costs of constructing or renovating a building to establish a new facility to provide shelter space, transitional or supportive housing or other services for the homeless, or towards the costs of expanding or renovating an existing facility that provides shelter space, transitional or supportive housing or other services for the homeless, and

(b) the amount of the funding referred to in paragraph (a) is in excess of \$50,000, the Recipient shall repay as a debt owing to Canada,

(c) an amount equal to 100% of the funding referred to in paragraph (a) if the Sub-Project referred to in that paragraph is not completed by the end date of the Sub-Project, and

(d) an amount determined in accordance with section 4.4 if the activity referred to in paragraph (a) is completed by the end date of the Sub-Project but within five (5) years following the end date of the Sub-Project either of the following events occurs:

(i) the facility ceases to operate for its intended purpose and is not used for some other service approved by Canada in support of the homeless but is converted to some other use, or

(ii) the facility is sold and the proceeds of disposition are not forthwith committed to supporting a facility providing similar services to the homeless that is approved by Canada.

4.4 The amount repayable by the Recipient under paragraph 4.3(d) if either event referred to in subparagraph 4.3(d)(i) or (ii) occurs shall be determined as follows:

(a) for renovations representing 30% or less of the market value of the facility established as part of the project assessment process, if the event occurs within:

(i) one year of the end date of the Sub-Project a sum equal to 100% of the funding referred to in paragraph 4.3(a); or

(ii) two years, but after one year of the end date of the Sub-Project, a sum equal to 80% of the funding referred to in paragraph 4.3(a); and



(b) for construction and for renovations representing more than 30% of the market value of the facility established as part of the project assessment process, if the event occurs within:

- (i) one year of the end date of the Sub-Project, a sum equal to 100% of the funding referred to in paragraph 4.3(a);
- (ii) two years, but after one year of the end date of the Sub-Project, a sum equal to 80% of the funding referred to in paragraph 4.3(a);
- (iii) three years, but after two years of the end date of the Sub-Project, a sum equal to 60% of the funding referred to in paragraph 4.3(a);
- (iv) four years, but after three years of the end date of the Sub-Project, a sum equal to 40% of the funding referred to in paragraph 4.3(a); or
- (v) five years, but after four years of the end date of the Sub-Project, a sum equal to 20% of the funding referred to in paragraph 4.3(a).

4.5 For greater certainty, the Recipient acknowledges that the repayment requirements in sections 4.1 and 4.3 apply to it not only where the Sub-Project is implemented by it directly but also where it is being implemented by a Sub-Agreement Holder. Consequently, where the Recipient provides funding to a Sub-Agreement Holder for a Sub-Project that involves an activity referred to in section 4.1 or 4.3, the Recipient must ensure pursuant to paragraph 2.3(k) that its agreement with the Sub-Agreement Holder includes repayment obligations on the part of the Sub-Agreement Holder that are modeled on the provisions of section 4.1 or 4.3, as the case may be, except that every reference to "Recipient" in those provisions shall be replaced by a reference to the term used by the Recipient to identify the Sub-Agreement Holder in its agreement with the Sub-Agreement Holder and every reference to "Canada" shall be replaced by a reference to the term used by the Recipient to identify itself in its agreement with the Sub-Agreement Holder.

Repayment to Canada of Amounts Recovered from Sub-Agreement Holders

4.6 Where a Sub-Agreement Holder is required, under the terms of its agreement with the Recipient, to repay an amount to a Recipient pursuant to a repayment obligation referred to in section 4.5, the Recipient shall repay to Canada any such amount recovered by the Recipient from the Sub-Agreement Holder.

Annual Monitoring of, and Declaration on, Facility Establishment and/or Utilization Following Completion

4.7 If a Sub-Project involves an activity described in section 4.1 or 4.3, the Recipient shall, for the number of years following the end-date of the Sub-Project in respect of which the repayment requirements in section 4.2 or 4.4, as the case may be, are applicable (hereinafter "the Monitoring Period")

- (a) annually monitor, as the case may be,
 - (i) progress made towards the establishment of the facility, or
 - (ii) the use of the facility to verify its continuing use for the purposes for which the Recipient had provided its funding, andimmediately notify Canada if the activities leading to the establishment of a facility have ceased, the facility property has been sold or the facility has ceased to be used for its intended purposes, and
- (b) provide annually to Canada, using a form provided by Canada, a declaration regarding, as the case may be,
 - (i) the progress made towards the establishment of the facility during the year covered by the declaration, or
 - (ii) utilization of the facility during the year covered by the declaration.

4.8 Each annual declaration referred to in section 4.7 shall be provided to Canada no later than ninety (90) days following the end of the year covered by the declaration.

4.9 During the Monitoring Period, the Recipient shall ensure that representatives of Canada are allowed to inspect the operation of the facility at any reasonable time to verify its continuing use for the purposes for which it was funded.

No Mortgaging or Charging of Facility Property

4.10. If the Recipient itself carries out a Sub-Project involving an activity described in section 4.1 or 4.3, the Recipient shall not mortgage, charge or otherwise encumber the facility property during the period of the Sub-Project or during the Monitoring Period, without the prior written approval of Canada. Canada undertakes that its approval shall not be unreasonably withheld.

4.11 If a Sub-Agreement Holder is carrying out a Sub-Project involving an activity described in section 4.1 or 4.3, the Recipient shall ensure that the Sub-Agreement Holder does not mortgage, charge or otherwise encumber the facility property during the period of the Sub-Project or during the Monitoring Period, without the prior written approval of the Recipient.

5.0 ENVIRONMENTAL PROTECTION

5.1 The Recipient shall:

- (a) maintain and implement any and all environmental protection measures prescribed by Canada for ensuring that the harm to the environment resulting from the Project, if any, will remain minimal; and
- (b) ensure that all environmental protection measures, standards and rules relating to the Project established by competent authorities are respected.



6.0 INDIGENOUS CONSULTATION

6.1 Based on the program design, Canada's funding is to enable the Recipient to carry out the Project. Canada does not assess, approve and enter into funding agreements with Sub-Projects. The Community Entity will assess, approve and enter into funding agreements with Sub-Projects based on recommendations by the Community Advisory Board. Canada does not have sufficient details to understand the nature and scope of the potential impacts on s.35 rights at the time funding is provided to the Recipient because Canada has no knowledge of the specific activities of the sub-project. As such, Canada has determined that a Duty to Consult would not be triggered.

7.0 OFFICIAL LANGUAGES

7.1 Where the Project is to be delivered to members of either language community, the Recipient shall:

- (a) make Project-related documentation and announcements (for the public and prospective Project participants, if any) in both official languages where applicable;
- (b) actively offer and provide in both official languages any Project-related services to be provided or made available to members of the public, where applicable;
- (c) encourage members of both official language communities, including official language minority communities, to participate in the Project and its activities; and
- (d) organize activities and provide its services, where appropriate, in such a manner as to address the needs of both official language communities.

8.0 ADDITIONAL PROVISIONS

Coordinated Access

8.1 Through working with community partners, including, if applicable, in partnership with the Indigenous Homelessness stream Community Entity within the Designated Community where the Recipient is located, the Recipient shall be required to have a Coordinated Access system in place by March 31, 2026 that fully meets all Reaching Home minimum requirements for Coordinated Access. More specifically, the recipient shall: maintain all minimum requirements that were met between April 1 2019 and March 31, 2024; meet all minimum requirements that were modified as of April 1, 2024; and meet new minimum requirements introduced on April 1, 2024. The minimum requirements, as prescribed by Canada, outline Canada's expectations for the design of Coordinated Access systems across the following areas: governance and partnerships, access points to service, triage and assessment, the Coordinated Access Resource Inventory, vacancy matching and referral, and use of the Homeless Individuals and Families Information System (HIFIS) or an existing, equivalent Homelessness Management Information System (HMIS).

The Homeless Individuals and Families Information System (HIFIS)

8.2 Through working with community partners, including, if applicable, in partnership with the Indigenous Homelessness stream Community Entity within the Designated Community where the Recipient is located, the Recipient shall be required to implement HIFIS, or utilize an equivalent Homelessness Management Information System (HMIS) if one is already in place, to achieve Coordinated Access minimum requirements.

Outcomes-Based Approach

8.3 Through working with community partners, including, if applicable, in partnership with the Indigenous Homelessness stream Community Entity within the Designated Community where the Recipient is located, the Recipient shall be required to continue to prevent and reduce homelessness using an Outcomes-Based Approach by fully meeting all Reaching Home minimum requirements for an Outcomes-Based Approach. More specifically, the recipient shall maintain all minimum requirements that were met between April 1, 2019 and March 31, 2024, it shall meet all minimum requirements that were modified as of April 1, 2024, and it shall meet new minimum requirements introduced on April 1, 2024. The minimum requirements, as prescribed by Canada, outline Canada's expectations to use person-specific data that is real-time and comprehensive to meet homelessness reduction targets for core community-level outcomes.

Community Homelessness Report

8.4 Through working with community partners, including, if applicable, in partnership with the Indigenous Homelessness stream Community Entity within the Designated Community where the Recipient is located, the Recipient shall provide annually to Canada to the end of the program in 2027-2028, using a template provided by Canada, no later than sixty (60) days following the period covered by the report (i.e. the previous fiscal year), a Community Homelessness Report, satisfactory to Canada in scope and detail. A summary of the Community Homelessness Report will be published publicly by the Recipient in a time and manner prescribed by Canada.

Point-in-Time Count

8.5 The Recipient shall conduct a Point-in-Time Count Enumeration and a Survey on Homelessness, between October 1, 2024 and November 30, 2024. Surveys on Homelessness can be administered over the course of one month and must be completed on or before December 30. Future enumerations shall be conducted annually, in the same time period (October-November), beginning in 2025, with surveys every three years (i.e., 2024, 2027) in alignment with the Reaching Home nationally coordinated Point-in-Time Count timelines. The methodology for the PiT Count must adhere to the national Point-in-Time Count methodology as prescribed by Canada, including common national survey questions.

8.6 The Recipient may conduct the Point-in-Time Count in coordination with a Registry Week or another enumeration methodology provided that the methodological standards prescribed by Canada are followed.

8.7 In a manner prescribed by Canada, for 2024 and onward, the Recipient shall provide the results of the PiT Count to Canada within two months of completing the enumeration and two months of completing the survey, including, but not limited to:

- (a) an enumeration of people who were experiencing homelessness in shelters (e.g. emergency shelters, Domestic Violence shelters, extreme weather shelters), transitional housing, and the number who were in unsheltered locations on a single night; and
- (b) individual-level survey data from the common national survey questions asked of people experiencing homelessness.

8.8 These results will be used by Canada to report at aggregate levels (e.g. nationally, by region) without identifying results for particular survey respondents or for particular communities.



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REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 17, 2024

SUBJECT Regional Growth Strategy Indicators Report

ISSUE SUMMARY

To receive the Regional Growth Strategy (RGS) Indicators Report.

BACKGROUND

The *Local Government Act (LGA)* section 452 sets out requirements for regional districts with adopted regional growth strategies. Specifically, a regional district must:

- a) Establish a program to monitor RGS implementation and the progress made towards its objectives and actions; and
- b) Prepare an annual report on that implementation and progress.

The RGS Indicators Report was developed in 2019 to support consistent annual reporting and meet legislative requirements. The report consists of 20 indicators that measure progress towards achieving RGS targets and objectives. Each indicator includes a description of what is being measured, why it is important and a discussion of trends. Criteria for selection of indicators included: relevance, data availability, accuracy, cost, and effort. While many indicators use data that is available annually, some indicators rely on Census data that is only available every five years. Changes in year-to-year performance do not always equate to a long-term trend. It may take several years of data collection to reliably identify a trend.

This report is based on data available for the 2022 reporting year (January 2022 – December 2022). In this reporting year, 18 of the 20 indicators were updated with new data. Please see Appendix A for the report and detailed information about the new data.

The report will be posted on the Capital Regional District's (CRD) website. A copy of the report will be sent to municipal councils and the Juan de Fuca Electoral Area Director.

IMPLICATIONS

Alignment with Board & Corporate Priorities

Annual indicator reporting addresses the Planning Community Need in the 2023-2026 CRD Corporate Plan. Initiative 8a-2 is to assess the need for an update to the Regional Growth Strategy. Annual monitoring contributes to this initiative by identifying progress being made toward RGS implementation and alerting the region to a need for change if progress is not being seen. Additionally, the indicators provide insight on progress on other Board priority areas such as transportation, housing and climate action.

Alignment with Existing Plans & Strategies

This year, two indicators were revised to better align with the Regional Parks and Trails Strategic Plan 2022-2032. Total Regional Park land acquired (2.1a), was revised to include all park land acquisitions rather than exclusively focusing on the Sea-to-Sea Green/Blue Belt which was largely completed by land acquisitions during 2000-2010. Percentage of the Regional Trail Network

completed (2.1b) was updated to track the completion of the three regional trails (Galloping Goose, Lochside and E&N) rather than the network identified in the 2012-2021 Regional Parks strategic plan which is superseded by the 2022-2032 plan.

Environmental & Climate Action

In 2022, the CRD's annual greenhouse gas (GHG) emissions totalled approximately 1.86 million tonnes. This represents a 7% decline from the 2007 base year GHG emissions, and a 1% increase from 2020. Building and transportation related carbon pollution continue to be the largest sources of the region's carbon pollution at approximately 75%. On a per capita basis there has been a decline of 25% between 2007 and 2022. This speaks to the efforts by the CRD, local, provincial and federal governments to reduce energy consumption and GHG emissions. However, the current trend suggests that we will not meet the target by 2038 unless greater effort is made.

Intergovernmental Implications

The Development and Planning Advisory Committee (DPAC) reviewed the draft indicator report. Following receipt by the CRD Board, copies will be forwarded to municipal councils.

Regional Growth Strategy Implications

Achieving RGS objectives requires collaborative partnerships between local, regional and provincial levels of government, each with specific jurisdictional authorities. The RGS indicators show how we are doing as a region rather than the performance of a specific CRD service. The region's growth management approach, policies and targets are to be reevaluated every five years to help the CRD Board in its consideration of the need to update the RGS. The five-year milestone is 2026. Staff will report on the timing and implications of the work required to consider an update to the RGS in Q1 2024.

Managing and Balancing Growth, Housing and Community, Environment and Infrastructure, Economic Development, and Transportation are RGS policy areas where the indicators suggest a need to closely watch for progress against RGS objectives.

1. From a growth management and transportation perspective, only 15% of growth occurs in areas meeting the mode share target of 45% for active transportation and transit in the past five years (1.1a). When looking at the supplemental map to indicator 1.1a, we can see that the areas with 25%-44% walk/bike/bus mode share are mostly adjacent to areas meeting or exceeding the target of 45%.

The two most efficient means to improve this indicator are to direct development into areas already meeting the target and improving infrastructure and transit service in areas currently in the 25%-44% category. Significant and concerted investment in infrastructure and transit service would be needed to increase walking, cycling and transit use in areas where the walk/bike/bus mode share is below 24%.

This indicator will be monitored for change as the result of the introduction of Bill 44 Small-Scale Multi-Unit Housing and Bill 47 Transit-Oriented Areas. It is hoped these bills will lead to more development in areas with high levels of active transportation and transit.

2. From a housing affordability perspective, the region is making steady progress to increase the supply of affordable housing, adding 3,796 units between 2016 and 2022 (3.2d), 483 of which were added between March 2021 to March 2022. However, low rental vacancy rates at all levels of the price spectrum indicate a market that is difficult for renters (3.2c). Low vacancy rates are compounded by average rent increases that have continued to outpace inflation (3.2b).

3. From an environment and infrastructure perspective solid waste disposal (2.2a) has performed well compared to the provincial average. Nevertheless, recent years' data has shown that the region was unable to meet the provincial 2020 target. In 2023 the CRD Board approved significant Hartland Landfill policy changes including banning of wood waste along with other construction and demolition materials, and adjustment of the tipping fee schedule. These changes will be implemented in 2024 and are anticipated to reduce waste by up to 40,500 tonnes/year, having a positive impact on decreasing our per capita waste disposal numbers.
4. From an economic development perspective, there has been a shift with the sub-regional jobs to population ratios (5.1a). Data from 2021 show a pattern of employment shifting from the core, which has historically maintained the highest job to population ratio to the West Shore which has had the lowest ratio. This trend may be influenced by the increased number of people working from home brought about due to the COVID-19 pandemic.
5. From a transportation perspective, the overall active transportation and transit mode share (4.1a) has increased due to a sizeable increase in cycling trips and a steady increase in walking. The region's high level of success with walking and cycling suggest that these modes should be strongly considered when making land use and infrastructure decisions if the goal is to reduce dependency on personal vehicles.

Service Delivery Implications

The legislation stipulates that all services undertaken by a regional district after the Board has adopted a regional growth strategy must be consistent with its RGS. Any adjustments to service levels in support of achieving RGS objectives can be considered through the CRD's established service planning and budgetary processes. Based on current data, no items require adjustment.

CONCLUSION

The RGS Indicators Report monitors the region's progress towards the targets outlined in the RGS and is updated annually. For this reporting year, 18 of the 20 indicators were updated with new data. The RGS Indicator Report will be posted on the CRD website and forwarded to municipal councils.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Larisa Hutcheson, P. Eng., Acting Chief Administrative Officer

ATTACHMENT

Appendix A: 2023 RGS Indicators Report

Regional Growth Strategy Indicators Report 2023



Making a difference...together

RGS INDICATORS – AT A GLANCE

Managing and Balancing Growth

1.1a Number of net new dwelling units in areas where more than 45% walk/bike/bus to work



1.1b Hectares added to the Urban Containment Policy Area (UCPA) Growth Boundary



1.2a Percentage of net new dwellings built outside the UCPA



Environment and Infrastructure

2.1a Total Regional Park land acquired



2.1b Percentage of the Regional Trail Network completed



2.1c Compliance with Source Control Bylaw



2.1d Number of stormwater discharges with a high public health concern



2.2a Waste stream: solid waste disposal



2.2b Average residential water consumption



2.2c Net new dwelling units in East Sooke and Otter Point Official Community Plan (OCP) areas



Housing and Community

3.1a Create safe and complete communities



3.2a Reduce core housing need



3.2b Average rent for two-bedroom apartment



3.2c Vacancy rate by rental price quartiles



3.2d Increase supply of affordable housing



Transportation

4.1a Percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area (GMPA)



Economic Development

5.1a Jobs to population ratio



Food Systems

6.1a Farm operating revenues in the GMPA



6.1b Average age of farmer



Climate Action

7.1a Community greenhouse gas (GHG) emissions



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The Regional Growth Strategy (RGS)

The 2018 Regional Growth Strategy (RGS) is a framework developed by municipalities and the regional district to address how communities will work together to enhance regional quality of life and social well-being over the next 20 years.

The provincial government created the growth strategy legislation to “promote human settlement that is socially, economically and environmentally healthy and that makes efficient use of public facilities and services, land and other resources”.

The RGS also includes policies, actions and targets for the reduction of greenhouse gas emissions. The strategy was developed with significant public and stakeholder involvement and responds to the regional vision of a livable community that stewards the environment and natural resources with care.

The RGS Indicator Report

A robust monitoring program helps the region measure progress towards achieving RGS goals and objectives.

Wherever possible, indicators were selected such that data would be available on an annual basis. However, for many of the indicators, information is only available through census data and will therefore only be updated every five years.

Data updated for 2023

This report is based on data available for the 2022 reporting year (January 2022 to December 2022). In this reporting year, 18 of the 20 indicators were updated with new data.

New Indicators

This year Total Regional Park land acquired (2.1a) and Percentage of the Regional Trail Network completed (2.1b) were revised to better align with the Regional Parks and Trails Strategic Plan 2022-2032.

Additionally, Hectares of farmland in the Growth Management Planning Area (6.1a) was replaced by Farm operating revenues in the Growth Management Planning Area (6.1a) due to data availability.

How to use this report

For each indicator, four key questions are answered:

- What is being measured?
- Why is the indicator important?
- What is the target/desired trend?
- How are we doing?

Indicator performance is described relative to a goal or baseline year. However, it is important to note that changes in year-to-year performance do not always equate to a long-term trend.

While performance in any given year may be positive or negative, it may take many years of data to reliably identify a trend. Where possible, trend lines are included in the graphs to illustrate indicator trends.

The following table shows the RGS indicator priority areas, objectives and 2038 targets evaluated in this report. Note that the new indicators for RGS objective 2.1 and 6.1 are slightly different than the 2038 RGS targets.

2038 Targets by priority area and objective

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
1.0 Managing and Balancing Growth	1.1 Keep Urban Settlement Compact 1.2 Protect the Integrity of Rural Communities	<ul style="list-style-type: none"> Accommodate a minimum of 95% of the region's new dwelling units within the Urban Containment Policy Area.
2.0 Environment and Infrastructure	2.1 Protect, Conserve and Manage Ecosystem Health	<ul style="list-style-type: none"> Acquire 100% of the Sea-to-Sea Green/Blue Belt.* Complete 100% of the Regional Trail Network.* Reduce contaminants to fresh and marine water bodies.
	2.2 Deliver Services Consistent with RGS Objectives	<ul style="list-style-type: none"> Prepare long-term capital plans for Capital Regional District utilities and major infrastructure improvements that take into consideration the conservation of land, water and energy resources and the impacts of climate change and natural hazards.
3.0 Housing and Community	3.1 Create Safe and Complete Communities	<ul style="list-style-type: none"> Municipal targets for the number of people living in complete communities to be identified by municipalities in Regional Context Statements.
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> Increase the supply of more affordable housing. Reduce the number of people in core housing need. Reduce the number of people who are homeless.
4.0 Transportation	4.1 Improve Multi-Modal Connectivity and Mobility	<ul style="list-style-type: none"> Achieve a transportation system that sees 45% of all trips made by walking, cycling and transit.**
5.0 Economic Development	5.1 Realize the Region's Economic Potential	<ul style="list-style-type: none"> Achieve a jobs/population ratio of: <ul style="list-style-type: none"> 0.60 in Core Area 0.53 in Saanich Peninsula 0.36 in West Shore
6.0 Food Systems	6.1 Foster a Resilient Food and Agriculture System	<ul style="list-style-type: none"> Increase the amount of land in crop production for food by 5,000 hectares to enhance local food security.* Municipal targets to increase the amount of land in crop production for food and to encourage agricultural land to be identified by municipalities in Regional Context Statements.
7.0 Climate Action	7.1 Significantly reduce community based greenhouse gas emissions	<ul style="list-style-type: none"> Reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.

*Indicator reporting targets slightly different than the RGS.

**Updated to reflect increase in transit mode share target.

1.1a Number of net new dwelling units in areas where more than 45% walk/bike/bus to work



What is being measured?

This indicator tracks new dwelling units created in census Dissemination Areas (DA) where at least 45% of trips involve active transportation (walking, biking or taking transit).

Why is this indicator important?

The Regional Growth Strategy aims to keep urban settlement compact and directs new growth to be located where it can be efficiently serviced by transit and active transportation.

Target/Desired Trend

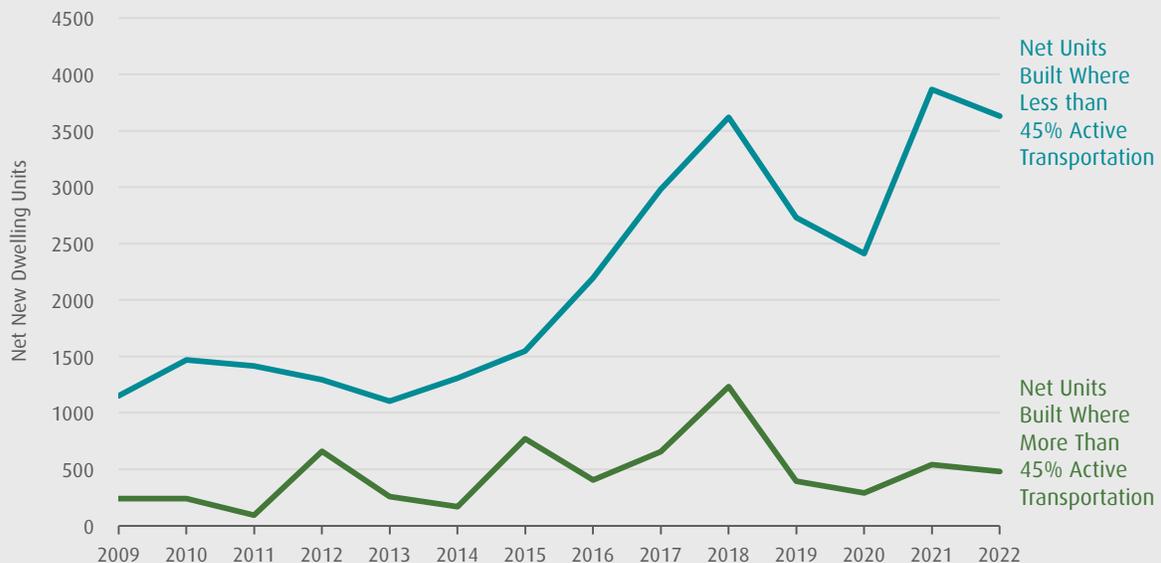
Place growth in areas conducive to walking, cycling and transit.

How are we doing?

Currently, we are not meeting the desired trend.

In the Growth Management Planning Area between 2012-2015, we saw as much as 26% of growth in net new dwelling units in areas with greater than 45% active transportation. In the last five years, 15% of growth in net new dwelling units was in areas with high active transportation.

BC Transit has increased its mode share target from 12% to 15%. Our target has been adjusted from 42% to 45% to reflect this change.



Source: CRD Building Permit Database and Statistics Canada Census of Population 2021

Supplemental map of areas with more than 45% walk/bike/bus to work

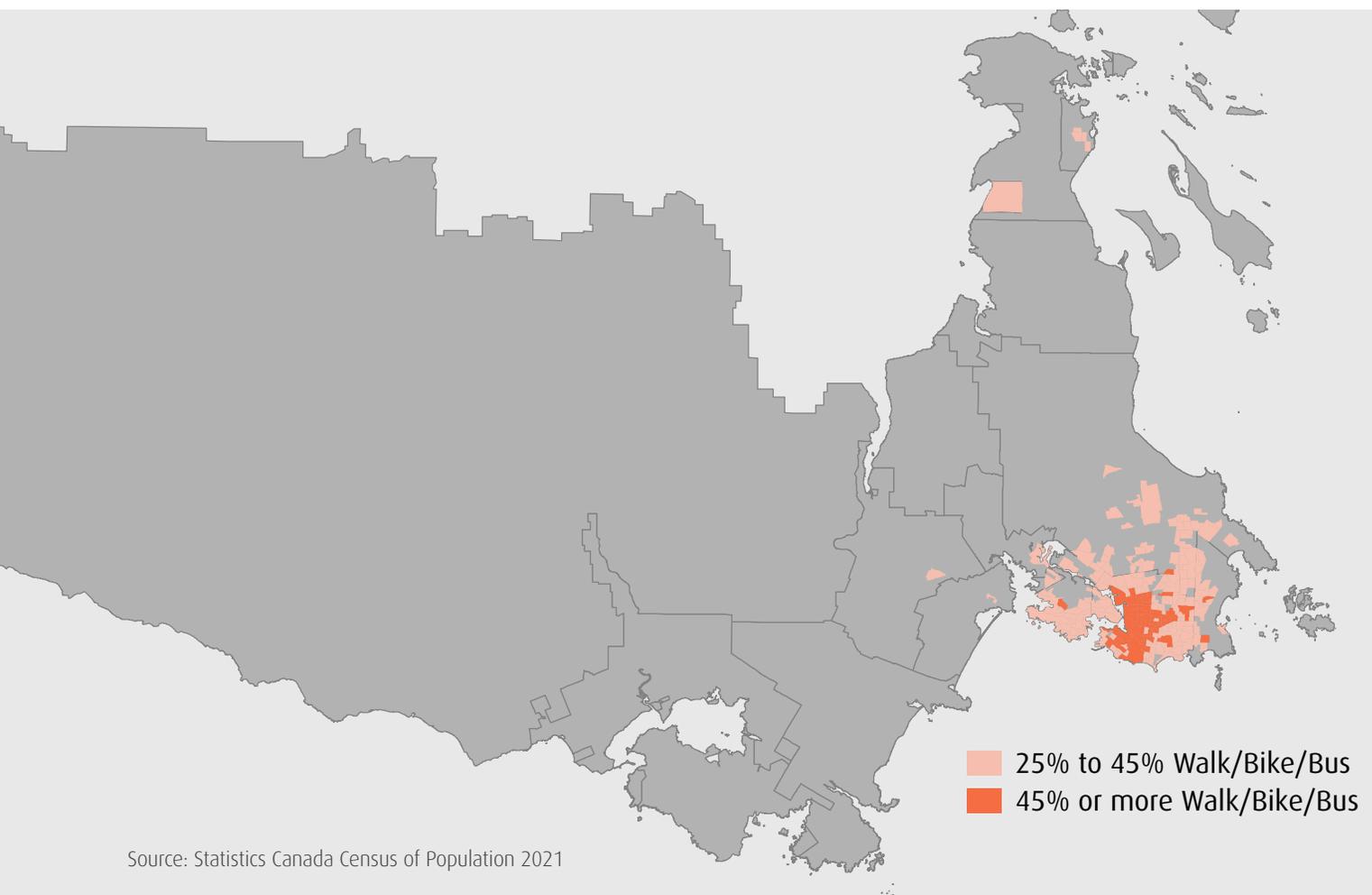
What does the map indicate?

This map shows census Dissemination Areas where more than 45% of residents walk, bike and bus to work, meeting the Regional Growth Strategy mode share target.

These areas are mostly located in the region's core in Victoria, and portions of Esquimalt, Oak Bay and Saanich.

Also provided for reference are the areas with between 25% to 45% walk/bike/bus to show locations that could meet the Regional Growth Strategy goal if further action was taken.

As noted in Indicator 1.1(a), new growth in these areas is desirable as infrastructure and services are already in place to support high levels of active transportation and transit. As the region develops, the desired trend is to see more areas meeting the 45% target.



1.1b Hectares added to the Urban Containment Policy Area (UCPA) growth boundary



What is being measured?

This indicator measures the net change in the land area of the Urban Containment Policy Area (UCPA). The UCPA is intended to hold a land supply that will accommodate the region’s population and employment growth.

Why is this indicator important?

This indicator aligns with the Regional Growth Strategy (RGS) objective to keep urban settlement compact. The RGS includes a policy that generally permits amendment to the UCPA only as an outcome of a comprehensive five-year review of the RGS.

Target/Desired Trend

Minimize change to the UCPA from the date of adoption of the 2018 RGS.

How are we doing?

We are meeting the desired trend.

Since the March 2018 adoption of the RGS, there have been no changes to the UCPA.



Source: CRD Regional Planning

1.2a Percentage of net new dwellings built outside the Urban Containment Policy Area (UCPA)



What is being measured?

This indicator measures the annual share of net new dwelling units located outside the Urban Containment Policy Area (UCPA).

Why is this indicator important?

The Regional Growth Strategy (RGS) aims to keep urban settlement compact and protect the integrity of rural communities.

Target/Desired Trend

Accommodate a maximum of 5% of the region’s net new dwelling units outside the UCPA (for a minimum 95% of net new dwelling units within the UCPA, as per RGS target).

How are we doing?

We met the target this year.

In the past 10 years, the average percentage growth outside the UCPA has been 4.9%.



Source: CRD Building Permit Database

Supplemental graph showing the location of net new dwellings built outside the Urban Containment Policy Area (UCPA)

What does the graph indicate?

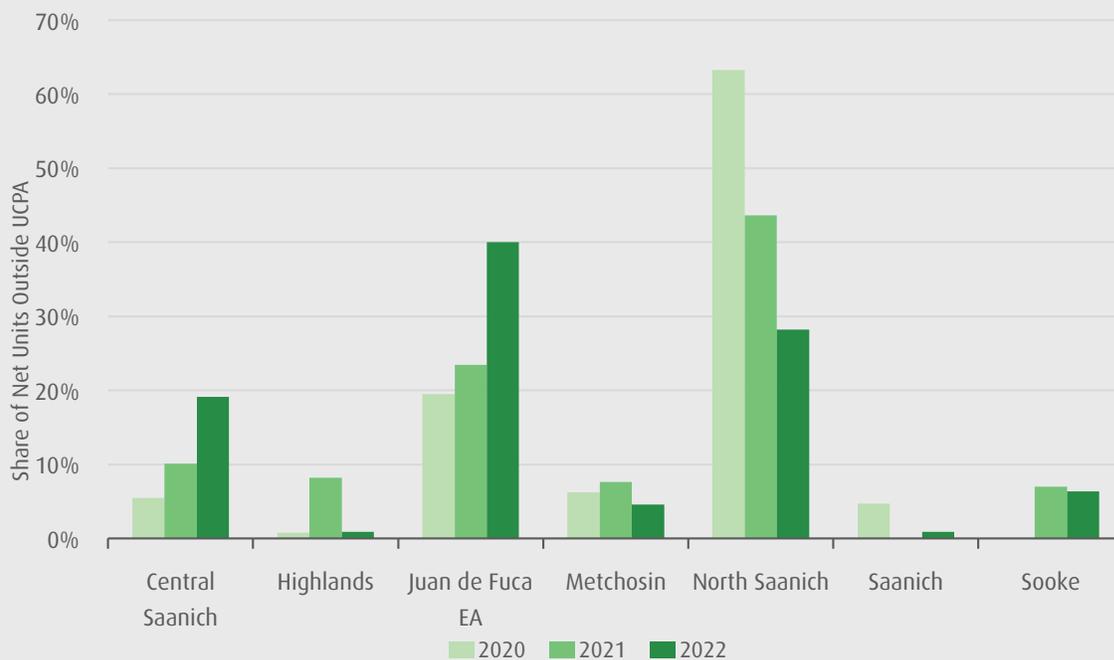
This graph shows the distribution of net new dwellings built outside the Urban Containment Policy Area (UCPA).

Only local governments that have land outside the growth boundary are included. Together these units make up the percentage of new units built outside the growth area.

As noted in Indicator 1.2(a), the Regional Growth Strategy aims to keep urban settlement compact and protect the integrity of rural communities.

Local governments with land outside the growth boundary help achieve this goal through land use policy and decision making that avoids the creation of future urban areas.

Monitoring the distribution of net new dwelling units built outside the growth area provides insight on the performance of local government growth management policies.



Source: CRD Building Permit Database

2.1a Total Regional Park land acquired



What is being measured?

This indicator tracks land protected in the CRD as a Regional Park. Additionally, it shows the types of park land use and the distribution of land for conservation areas, wilderness areas, conservancy areas and natural recreation areas. There is currently no land in conservancy areas as protection of natural and cultural features is a new area.

In previous indicator reports, the measure was the percentage of land acquired for the 1997 Sea-to-Sea Green/Blue Belt Strategy, which was largely completed by land acquisitions during 2000-2010.

With the new Regional Parks and Trails Strategic Plan 2022-2032, measuring the total amount of CRD park land is a better indicator of progress.

Why is this indicator important?

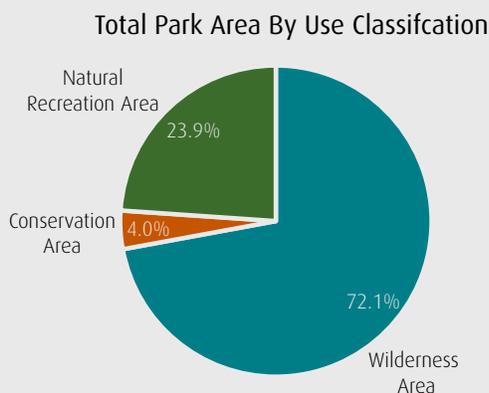
The Regional Growth Strategy aims to protect, conserve and manage ecosystem health. This indicator is important to show growth of CRD parks and the different types of functions they perform including water catchment, natural recreation and habitat conservation.

Target/Desired Trend

Continue to acquire park land.

How are we doing?

We are making steady progress acquiring regional park land according to CRD's Regional Parks Land Acquisition Strategy and the Regional Parks and Trails Strategic Plan 2022-2032.



Source: CRD Regional Parks

2.1b Percentage of the Regional Trail Network completed



What is being measured?

This indicator measures the percentage of the Proposed Regional Trail Network (Galloping Goose, Lochside and E&N) that has been completed at the end of 2022.

The Regional Growth Strategy (RGS) targets refer to the 2012-2021 Regional Parks Strategic Plan and the 1997 Sea-to-Sea Green/Blue Belt Strategy, which the Regional Parks and Trails Strategic Plan 2022-2032 supersedes.

Why is this indicator important?

The RGS aims to protect, conserve and manage ecosystem health, and it also strives to improve multi-modal transportation connectivity. The Regional Trail Network represents an integrated trail, active transportation corridor and linear park system linking urban areas to rural green space which helps further both of these goals.

Target/Desired Trend

Complete 100% of the Regional Trail Network as identified in the 2022-2032 CRD Regional Parks Strategic Plan.

How are we doing?

We are making good progress towards the target.

As of 2022, 96.2 km of the proposed 100 kilometres of the Regional Trail Network has been completed.

In August of 2023, the CRD Board approved the Regional Trails Widening and Lighting Project. Future versions of this indicator will track progress on trail enhancements in addition to new sections of trail.



96 km of Regional Trail Network completed (2022)

Source: CRD Regional Parks

2.1c Compliance with Source Control Bylaw



What is being measured?

This indicator measures the percentage of businesses in compliance with Source Control Bylaw standards. This pollution prevention initiative aims to reduce the amount of contaminants that industries, businesses, institutions and households discharge into the region's sanitary sewer systems.

Why is this indicator important?

The Regional Growth Strategy aims to protect, conserve and manage ecosystem health. A high level of compliance reduces contaminants in fresh and marine regional waterways.

Target/Desired Trend

Maintain compliance of the standards established in the Source Control Bylaw at a rate of 90% or above.

How are we doing?

We are seeing consistently high levels of compliance.



NOTE: Prior to 2014, the indicator tracked proper waste treatment. The new measure, overall compliance, is a stricter standard indicating proper waste treatment facilities that are fully functioning.

Source: CRD Environmental Protection

2.1d Number of stormwater discharges with a high public health concern



What is being measured?

This indicator monitors the number of stormwater discharges with high public health concern.

Why is this indicator important?

The Regional Growth Strategy aims to protect, conserve and manage ecosystem health.

Target/Desired Trend

Reduced bacterial contamination to fresh and marine water bodies.

How are we doing?

We are meeting the desired trend.

The overall number of stormwater discharges with high public health concerns has decreased in the Core Area since 2012 and on the Saanich Peninsula since 2005.

There were 22 discharges in the Core Area and five in the Saanich Peninsula in 2022.



Source: CRD Environmental Protection

2.2a Waste stream: solid waste disposal



What is being measured?

This indicator measures the per capita amount of solid waste disposed annually from both residential and non-residential sources.

Why is this indicator important?

The Regional Growth Strategy aims to minimize the consumption of renewable and non-renewable resources through efficient use and responsible management.

Target/Desired Trend

In 2020, the BC Government set a solid waste disposal target rate of 350 kg/person per year, which is the current target. The target for the region is established in the Capital Regional District Solid Waste Management Plan. This plan identifies three new targets: short-term (three years) 340 kg/

person, medium-term (five years) 285 kg/person and long-term (10+ years) 250 kg/person.

How are we doing?

Currently, we are not meeting the target.

We are at less than the provincial average of 506 kg/person (2021). Following years of decline, recent economic activity has resulted in a sustained increase in per capita solid waste disposal. In 2023, the CRD Board approved significant Hartland Landfill policy changes including banning of wood waste along with other construction and demolition materials, and adjustment of the tipping fee schedule. These changes will be implemented in 2024 and are anticipated to reduce waste by up to 40,500 tonnes/year, having a positive impact on decreasing our per capita waste disposal numbers.



Source: CRD Environmental Resource Management

2.2b Average residential water consumption



What is being measured?

This indicator measures the average daily consumption of potable water per capita for residential uses.

Why is this indicator important?

The Regional Growth Strategy aims to minimize the consumption of renewable and non-renewable resources through efficient use and responsible management.

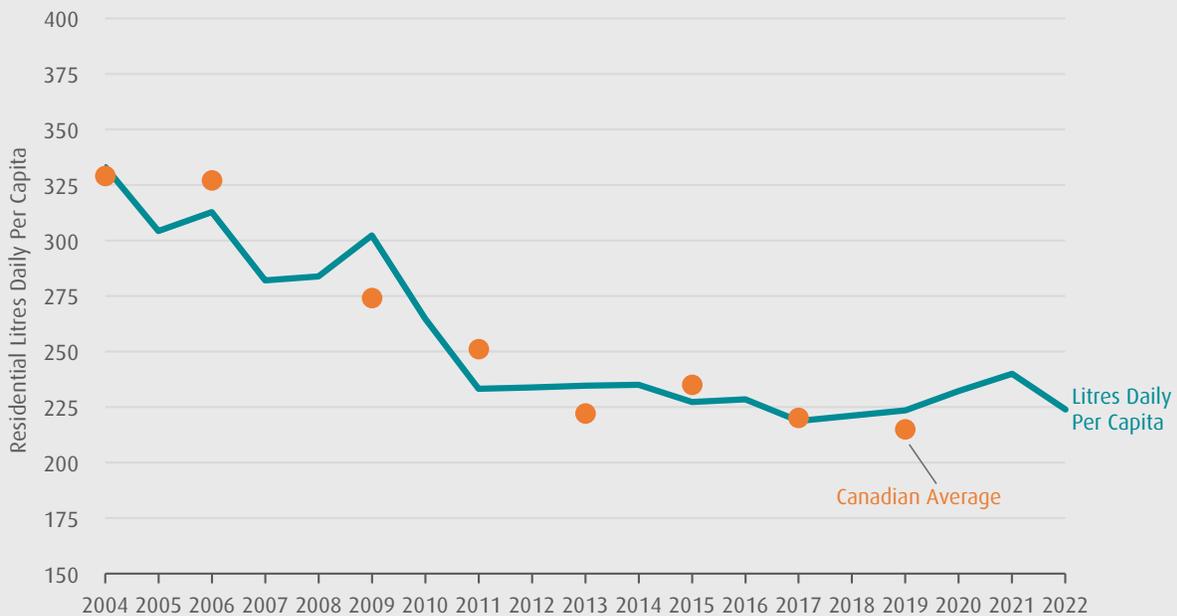
Target/Desired Trend

Decrease per capita consumption of potable water.

How are we doing?

Following a sizable reduction in per capita water consumption between 1995 to 2010 as a result of greater conservation and the introduction of efficient plumbing fixtures and appliances, rates have stabilized in the last 10 years around the Canadian average.

It is expected that the increase in water consumption observed in 2021 is attributable to changed residential water consumption patterns during the COVID-19 pandemic as people spent significantly more time at home due to office, business and facility closures. As anticipated, 2022 usage has returned to 2019 levels.



Source: CRD Integrated Water Services, 2004-2022 Environment Canada Municipal Water and Wastewater Survey
2011-2019 Statistics Canada Survey of Drinking Water Plants

2.2c Net new dwelling units in East Sooke and Otter Point Official Community Plan (OCP) areas



What is being measured?

This indicator measures annual net new dwelling units located in the East Sooke and Otter Point Official Community Plan (OCP) areas of the Juan de Fuca Electoral Area.

Why is this indicator important?

The Regional Growth Strategy allows for the possible provision of water servicing in East Sooke and Otter Point and specifies the total number of existing and new units permitted within their OCPs.

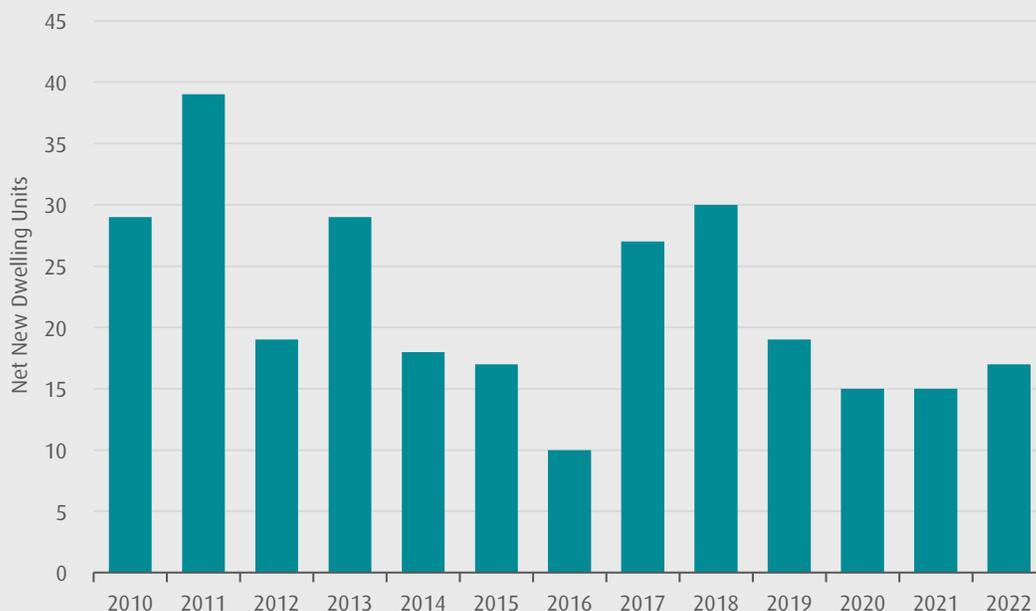
Target/Desired Trend

The total number of units in East Sooke and Otter Point is not to exceed 3,384 units. This includes both existing and new units.

How are we doing?

We are meeting the target.

As of 2022 there are 1,683 dwelling units in East Sooke and Otter Point. There has been minimal expansion, with an average of 20 net new units per year over the past 10 years.



Source: CRD Building Permit Database

3.1a Create safe and complete communities**What is being measured?**

This indicator measures the number of people living in complete communities identified by municipalities in their Official Community Plans.

Why is this indicator important?

The Regional Growth Strategy supports the development of complete communities that allow residents to undertake many daily activities close to home.

Target/Desired Trend

Increase the number of people living in complete communities.

How are we doing?

This indicator will be updated in 2024 to track development in the Transit Oriented Areas within the Growth Management Planning Area identified by the provincial government as part of Bill 47.



3.2a Reduce core housing need



What is being measured?

This indicator measures the percentage of households in core housing need.

A household in core housing need falls below at least one of the housing standards: adequacy (property does not require major repairs); affordability; or suitability (number of bedrooms match household size) and it would have to spend 30% or more of its total before-tax income to pay the median rent for housing that is acceptable (meets all three standards).

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability.

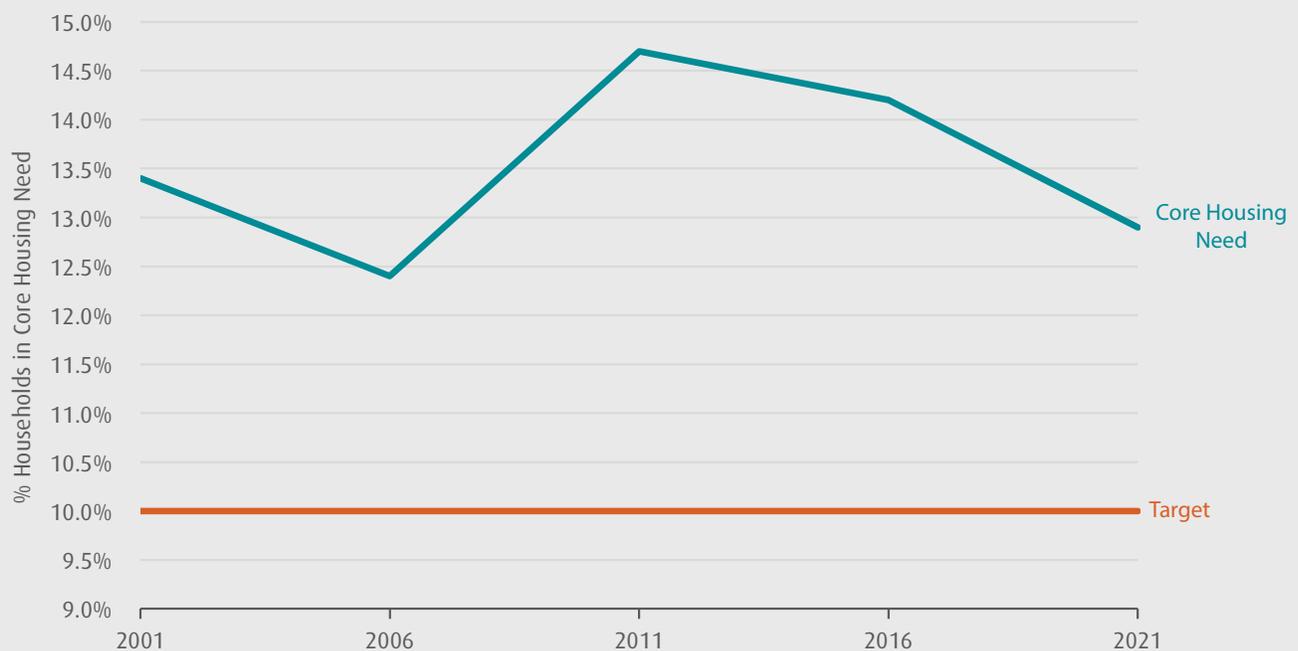
Target/Desired Trend

Reduce percentage of households in core housing need to 10%.

How are we doing?

The income measure used to calculate core housing need was from 2020. The percentage of Canadians living with low income saw the most significant decline in a five-year period since 1976. This was driven mainly by higher government transfers, especially pandemic-related benefits. These benefits primarily benefited the working-age population, with the Canada Child Benefit helping parents and children (The Daily, Statistics Canada, July 13, 2022).

We are far from our target.



Source: Statistics Canada, Census of Population, 2001, 2006, 2016 and 2021 and National Household Survey, 2011

3.2b Average rent for two-bedroom apartment



What is being measured?

This indicator measures the average cost of two-bedroom rental housing in the Victoria Census Metropolitan Area.

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability.

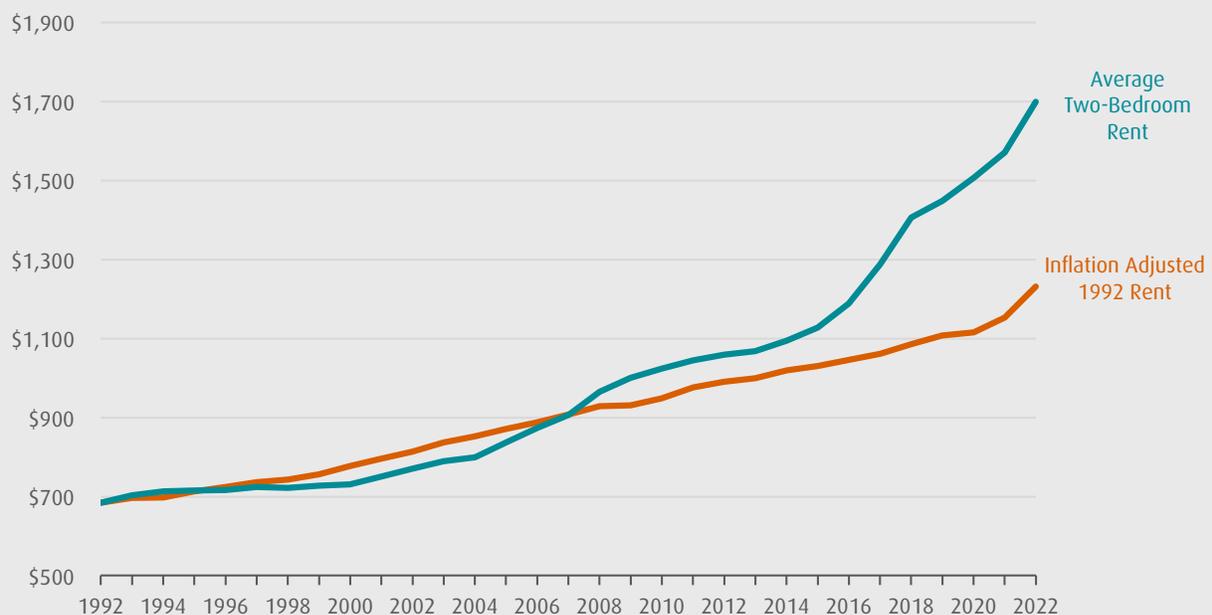
Target/Desired Trend

There is no target for the average cost of rental housing, however, cost increases at or below the level of inflation are preferable.

How are we doing?

We are currently not meeting the target.

The price of a two-bedroom rental has outpaced inflation since 2008.



Source: Canada Mortgage and Housing Corporation Rental Market Survey

3.2c Vacancy rate by rental price quartiles



What is being measured?

This indicator measures the rental vacancy rate by rental price quartiles in the Victoria Census Metropolitan Area (CMA) over time.

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability in the region. The rental vacancy rate by rental price quartiles is an indicator of housing supply and housing affordability in the region.

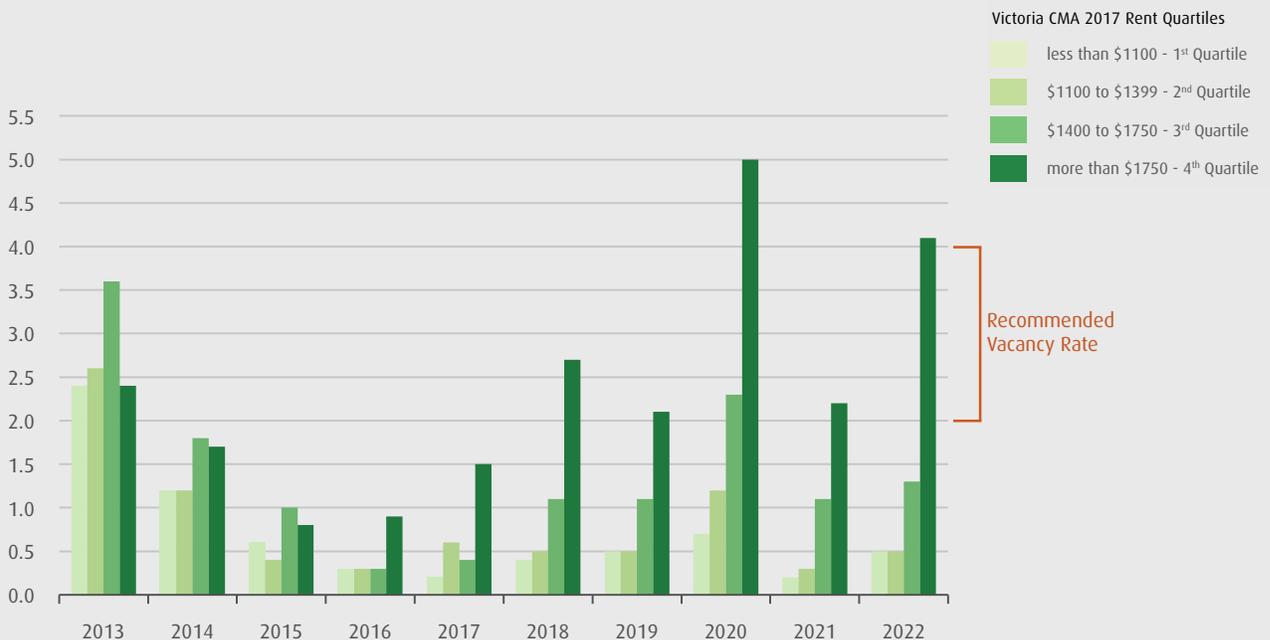
Target/Desired Trend

Higher vacancy rates across all prices are preferable. Recommended vacancy rates range between 2-4%.

How are we doing?

We are currently not meeting the desired trend.

There has been a general trend of very low vacancy rates in the region, especially at the lower price quartiles. Data from the past four years shows a marginal increase in vacancies, most significantly in units renting for more than \$1,750.



Source: Canada Mortgage and Housing Corporation Rental Market Survey

3.2d Increase supply of affordable housing



What is being measured?

This indicator measures the cumulative number of subsidized housing units in the Growth Management Planning Area (GMPA) that have a financial relationship with BC Housing. The units include emergency shelters, housing for the homeless, transitional and supported housing and assisted living, independent social housing and rent assistance in the private market.

Why is this indicator important?

The Regional Growth Strategy aims to increase the supply of affordable housing and to reduce the number of people who are experiencing homelessness.

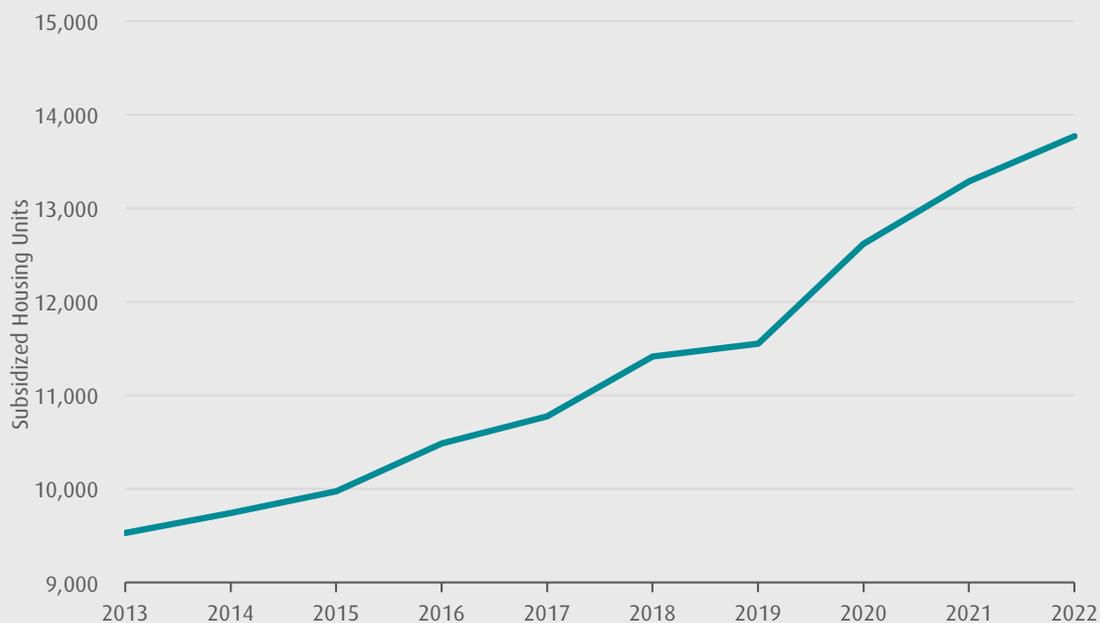
Target/Desired Trend

Increase the cumulative number of subsidized housing units that have a financial relationship with BC Housing.

How are we doing?

Progress is being made toward the target.

As of March 31, 2022 there were 13,772 subsidized housing units in the GMPA, representing an increase of 483 units in this reporting period.



Source: BC Housing's Research & Corporate Planning Department Unit Count Report March 2019, 2020, 2021, 2022

4.1a Percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area (GMPA)



What is being measured?

This indicator measures the percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area.

Why is this indicator important?

The Regional Growth Strategy aims to improve multi-modal connectivity and mobility. Mode share percentages provide the necessary data to track transportation choices over time.

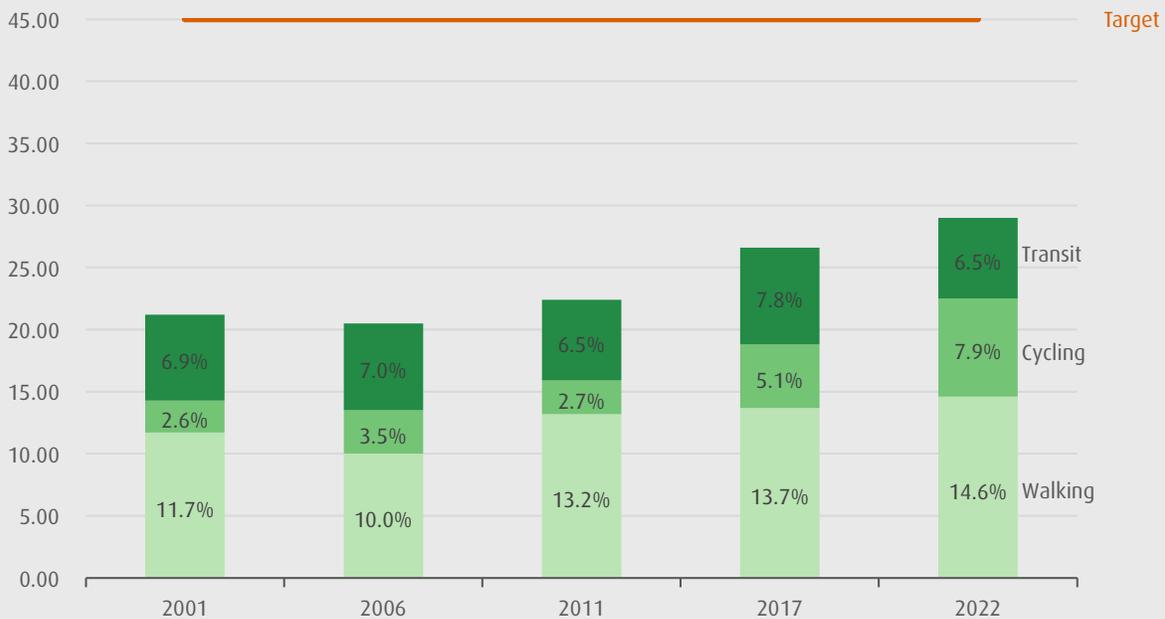
Target/Desired Trend

Achieve a transportation system that sees 45% of all trips made by walking, cycling and transit by 2038.

How are we doing?

Progress is being made toward the target.

The overall active transportation mode share has increased due to a sizeable increase in cycling trips and a steady increase in walking.



Source: CRD Origin Destination Survey 2001, 2006, 2011, 2017, 2022

5.1a Jobs to population ratio



What is being measured?

This indicator measures the ratio of employment to population in each Capital Regional District sub-region.

Why is this indicator important?

The Regional Growth Strategy aims to realize the region’s economic potential. A balanced distribution of employment and jobs indicates economic opportunities spread across the region.

Target/Desired Trend

Achieve a jobs to population ratio of:

- 0.53 in the Saanich Peninsula
- 0.60 in the Core Area
- 0.36 in the West Shore

How are we doing?

Data from the 2021 census show a pattern of employment shifting from the core, which has historically maintained the highest job to population ratio to the West Shore which has had the lowest ratio. This trend may be influenced by the shift to working from home brought about due to the COVID-19 pandemic.



Source: Statistics Canada, Census of population, 2006, 2011, 2016, 2021, Place of Residence and Place of Work Tables

6.1a Farm operating revenues in the Growth Management Planning Area (GMPA)



What is being measured?

Incorporated farms and communal farming organizations with total farm operating revenues equal to or greater than \$25,000, as well as unincorporated farms with total farm operating revenues of \$10,000 and over. As of 2020, a farm is defined as an operation that produces at least one agricultural product and reports revenue and expenses to the Canada Revenue Agency. Prior to 2020, a farm was defined based on its intention to sell agricultural commodities.

Why is this indicator important?

The Regional Growth Strategy (RGS) aims to foster a resilient food and agricultural system. Tracking operating revenues is a way to report on the productivity of the region's farms.

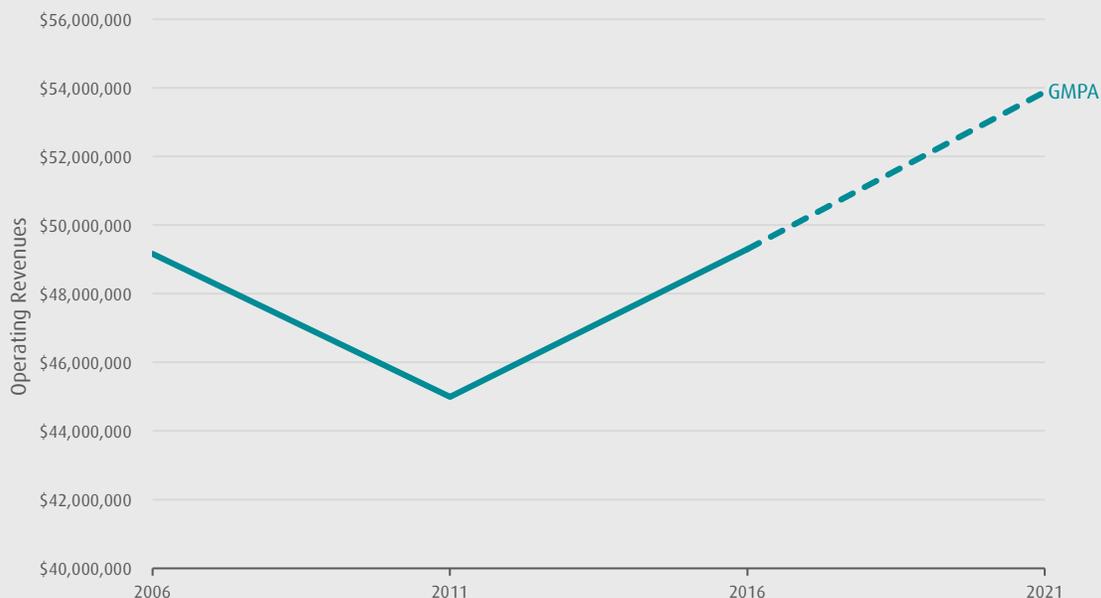
Target/Desired Trend

Increase the operating revenues.

How are we doing?

Food systems were added to the RGS in 2018. This indicator initially tracked hectares of farmland in the Growth Management Planning Area, however the 2021 census data wasn't available for our region due to poor data quality.

This new indicator from the Census of Agriculture is derived from administrative records. Caution should be used when comparing data from 2021 with prior years as operating revenues and expenses use an updated definition and different sources than previous Censuses of Agriculture.



Source: Statistics Canada, custom tabulation of Census of Agriculture 2006, 2011, 2016, 2021

6.1b Average age of farmer



What is being measured?

This indicator measures the average age of farm operators.

Why is this indicator important?

The Regional Growth Strategy aims to foster a resilient food and agricultural system. A higher average age of farmers represents a warning sign for the future of food production in the region.

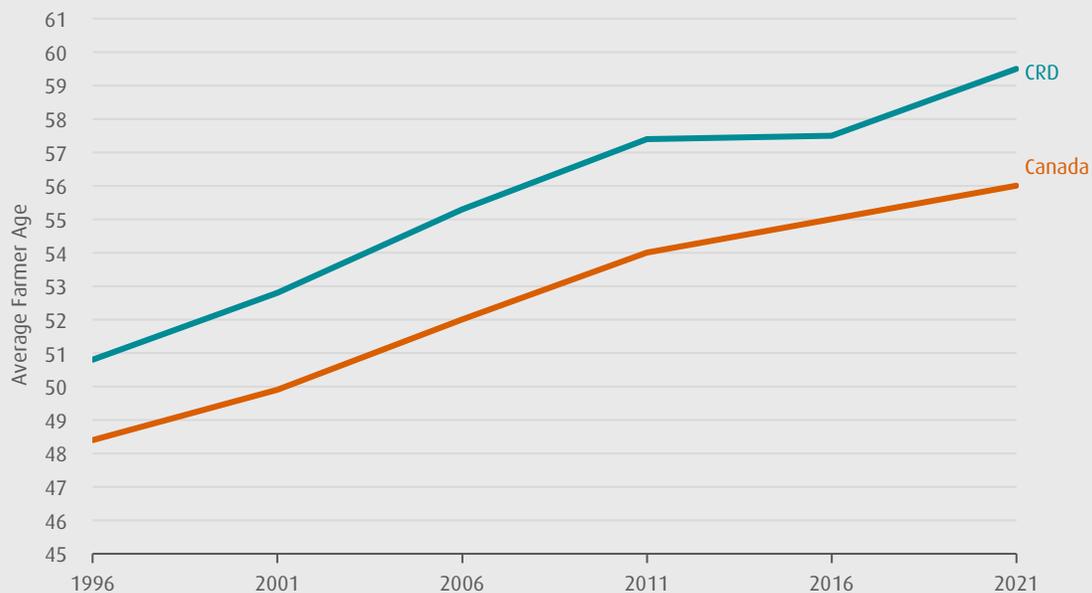
Target/Desired Trend

A lower average age of farmers is desirable.

How are we doing?

Progress toward this target remains static.

The average age of farmers in the region remains higher than the Canadian average.



Source: Statistics Canada, Census of Agriculture 1996, 2001, 2006, 2011, 2016, 2021

7.1a Community greenhouse gas (GHG) emissions



What is being measured?

Community greenhouse gas (GHG) emissions.

This GHG inventory represents the best available information. Following the GPC BASIC + protocol, the scope of emissions includes: stationary energy (e.g., buildings, construction, energy industry), transportation, waste, industrial process and product use, agriculture, forestry and other land use.

Why is this indicator important?

The Regional Growth Strategy aims to significantly reduce community GHG emissions.

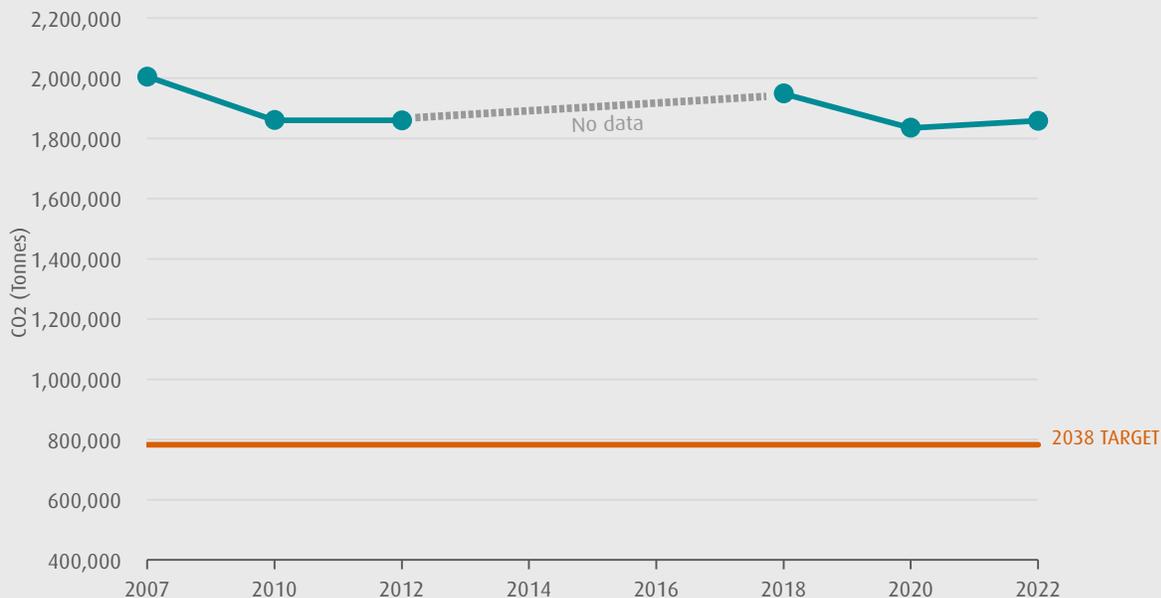
Target/Desired Trend

Decrease community GHG emissions by 33% from 2007 levels by 2020 and 61% by 2038.

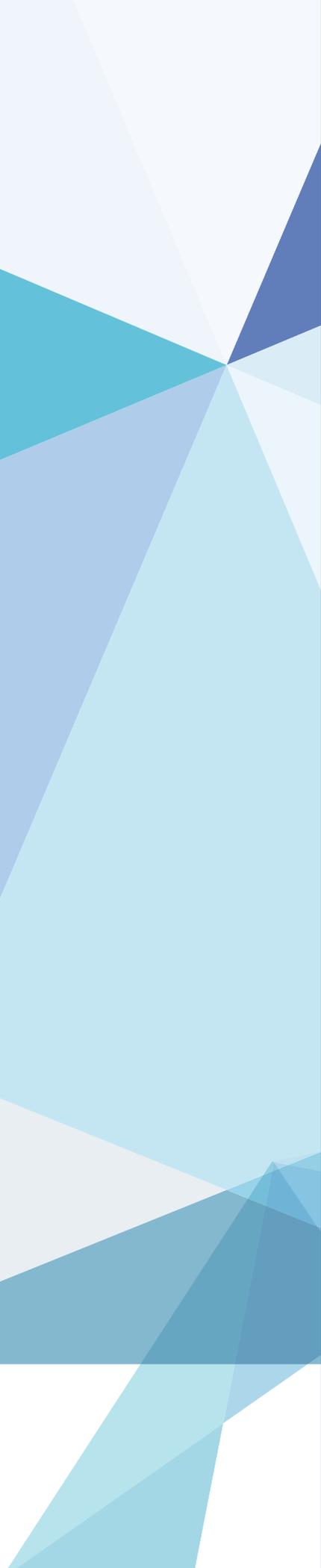
How are we doing?

In 2022, the Capital Regional District's (CRD) annual GHG emissions totalled approximately 1.86 million tonnes, which represents a 7% decline from the 2007 base year GHG emissions, and a 1% increase from 2020.

Together, building and transportation-related carbon pollution continue to be the largest sources of the region's carbon pollution, (approximately 75%) in 2022. On a per capita basis there has been a decline of 25% between 2007 and 2022. This speaks to the efforts the CRD, local, provincial and federal governments have made to reduce energy consumption and GHG emissions. However, the current trend suggests that we will not meet the target by 2038 unless greater effort is made.



Source: CRD 2022 Greenhouse Gas Protocol BASIC+ Community Greenhouse Gas Emissions Inventory Report



CRD

Making a difference...together

Regional Growth Strategy Indicators Report 2023



Making a difference...together

RGS INDICATORS – AT A GLANCE

Managing and Balancing Growth

1.1a Number of net new dwelling units in areas where more than 45% walk/bike/bus to work



1.1b Hectares added to the Urban Containment Policy Area (UCPA) Growth Boundary



1.2a Percentage of net new dwellings built outside the UCPA



Environment and Infrastructure

2.1a Total Regional Park land acquired



2.1b Percentage of the Regional Trail Network completed



2.1c Compliance with Source Control Bylaw



2.1d Number of stormwater discharges with a high public health concern



2.2a Waste stream: solid waste disposal



2.2b Average residential water consumption



2.2c Net new dwelling units in East Sooke and Otter Point Official Community Plan (OCP) areas



Housing and Community

3.1a Create safe and complete communities



3.2a Reduce core housing need



3.2b Average rent for two-bedroom apartment



3.2c Vacancy rate by rental price quartiles



3.2d Increase supply of affordable housing



Transportation

4.1a Percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area (GMPA)



Economic Development

5.1a Jobs to population ratio



Food Systems

6.1a Farm operating revenues in the GMPA



6.1b Average age of farmer



Climate Action

7.1a Community greenhouse gas (GHG) emissions



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The Regional Growth Strategy (RGS)

The 2018 Regional Growth Strategy (RGS) is a framework developed by municipalities and the regional district to address how communities will work together to enhance regional quality of life and social well-being over the next 20 years.

The provincial government created the growth strategy legislation to “promote human settlement that is socially, economically and environmentally healthy and that makes efficient use of public facilities and services, land and other resources”.

The RGS also includes policies, actions and targets for the reduction of greenhouse gas emissions. The strategy was developed with significant public and stakeholder involvement and responds to the regional vision of a livable community that stewards the environment and natural resources with care.

The RGS Indicator Report

A robust monitoring program helps the region measure progress towards achieving RGS goals and objectives.

Wherever possible, indicators were selected such that data would be available on an annual basis. However, for many of the indicators, information is only available through census data and will therefore only be updated every five years.

Data updated for 2023

This report is based on data available for the 2022 reporting year (January 2022 to December 2022). In this reporting year, 18 of the 20 indicators were updated with new data.

New Indicators

This year Total Regional Park land acquired (2.1a) and Percentage of the Regional Trail Network completed (2.1b) were revised to better align with the Regional Parks and Trails Strategic Plan 2022-2032.

Additionally, Hectares of farmland in the Growth Management Planning Area (6.1a) was replaced by Farm operating revenues in the Growth Management Planning Area (6.1a) due to data availability.

How to use this report

For each indicator, four key questions are answered:

- What is being measured?
- Why is the indicator important?
- What is the target/desired trend?
- How are we doing?

Indicator performance is described relative to a goal or baseline year. However, it is important to note that changes in year-to-year performance do not always equate to a long-term trend.

While performance in any given year may be positive or negative, it may take many years of data to reliably identify a trend. Where possible, trend lines are included in the graphs to illustrate indicator trends.

The following table shows the RGS indicator priority areas, objectives and 2038 targets evaluated in this report. Note that the new indicators for RGS objective 2.1 and 6.1 are slightly different than the 2038 RGS targets.

2038 Targets by priority area and objective

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
1.0 Managing and Balancing Growth	1.1 Keep Urban Settlement Compact 1.2 Protect the Integrity of Rural Communities	<ul style="list-style-type: none"> Accommodate a minimum of 95% of the region's new dwelling units within the Urban Containment Policy Area.
2.0 Environment and Infrastructure	2.1 Protect, Conserve and Manage Ecosystem Health	<ul style="list-style-type: none"> Acquire 100% of the Sea-to-Sea Green/Blue Belt.* Complete 100% of the Regional Trail Network.* Reduce contaminants to fresh and marine water bodies.
	2.2 Deliver Services Consistent with RGS Objectives	<ul style="list-style-type: none"> Prepare long-term capital plans for Capital Regional District utilities and major infrastructure improvements that take into consideration the conservation of land, water and energy resources and the impacts of climate change and natural hazards.
3.0 Housing and Community	3.1 Create Safe and Complete Communities	<ul style="list-style-type: none"> Municipal targets for the number of people living in complete communities to be identified by municipalities in Regional Context Statements.
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> Increase the supply of more affordable housing. Reduce the number of people in core housing need. Reduce the number of people who are homeless.
4.0 Transportation	4.1 Improve Multi-Modal Connectivity and Mobility	<ul style="list-style-type: none"> Achieve a transportation system that sees 45% of all trips made by walking, cycling and transit.**
5.0 Economic Development	5.1 Realize the Region's Economic Potential	<ul style="list-style-type: none"> Achieve a jobs/population ratio of: <ul style="list-style-type: none"> 0.60 in Core Area 0.53 in Saanich Peninsula 0.36 in West Shore
6.0 Food Systems	6.1 Foster a Resilient Food and Agriculture System	<ul style="list-style-type: none"> Increase the amount of land in crop production for food by 5,000 hectares to enhance local food security.* Municipal targets to increase the amount of land in crop production for food and to encourage agricultural land to be identified by municipalities in Regional Context Statements.
7.0 Climate Action	7.1 Significantly reduce community based greenhouse gas emissions	<ul style="list-style-type: none"> Reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.

*Indicator reporting targets slightly different than the RGS.

**Updated to reflect increase in transit mode share target.

1.1a Number of net new dwelling units in areas where more than 45% walk/bike/bus to work



What is being measured?

This indicator tracks new dwelling units created in census Dissemination Areas (DA) where at least 45% of trips involve active transportation (walking, biking or taking transit).

Why is this indicator important?

The Regional Growth Strategy aims to keep urban settlement compact and directs new growth to be located where it can be efficiently serviced by transit and active transportation.

Target/Desired Trend

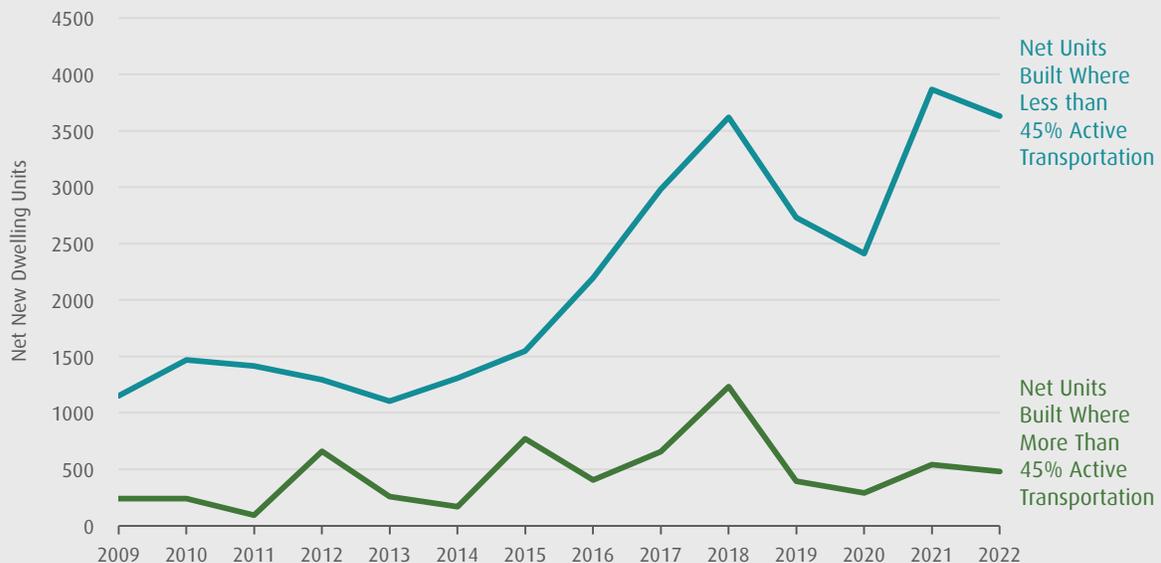
Place growth in areas conducive to walking, cycling and transit.

How are we doing?

Currently, we are not meeting the desired trend.

In the Growth Management Planning Area between 2012-2015, we saw as much as 26% of growth in net new dwelling units in areas with greater than 45% active transportation. In the last five years, 15% of growth in net new dwelling units was in areas with high active transportation.

BC Transit has increased its mode share target from 12% to 15%. Our target has been adjusted from 42% to 45% to reflect this change.



Source: CRD Building Permit Database and Statistics Canada Census of Population 2021

Supplemental map of areas with more than 45% walk/bike/bus to work

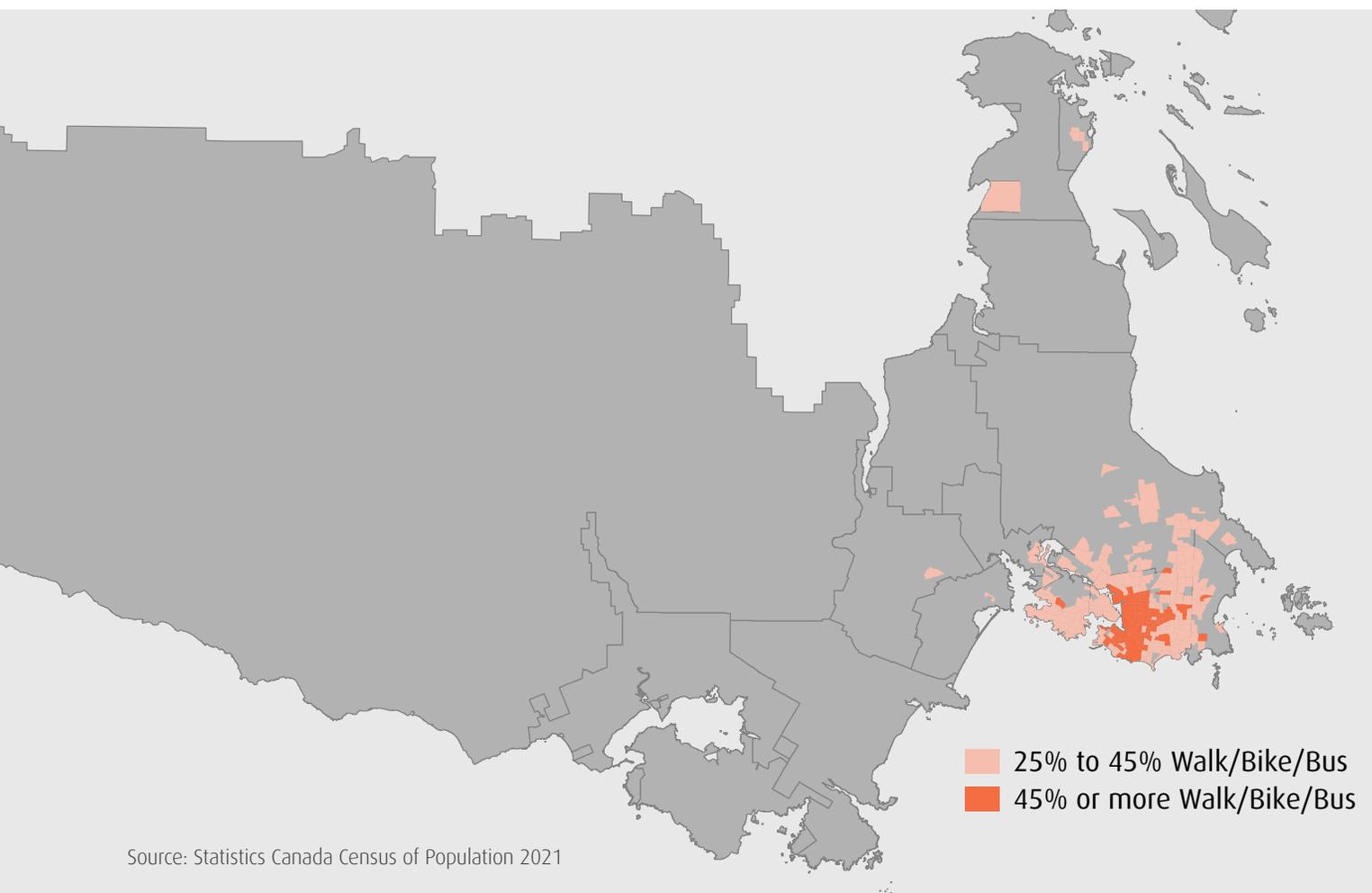
What does the map indicate?

This map shows census Dissemination Areas where more than 45% of residents walk, bike and bus to work, meeting the Regional Growth Strategy mode share target.

These areas are mostly located in the region's core in Victoria, and portions of Esquimalt, Oak Bay and Saanich.

Also provided for reference are the areas with between 25% to 45% walk/bike/bus to show locations that could meet the Regional Growth Strategy goal if further action was taken.

As noted in Indicator 1.1(a), new growth in these areas is desirable as infrastructure and services are already in place to support high levels of active transportation and transit. As the region develops, the desired trend is to see more areas meeting the 45% target.



Source: Statistics Canada Census of Population 2021

1.1b Hectares added to the Urban Containment Policy Area (UCPA) growth boundary



What is being measured?

This indicator measures the net change in the land area of the Urban Containment Policy Area (UCPA). The UCPA is intended to hold a land supply that will accommodate the region’s population and employment growth.

Why is this indicator important?

This indicator aligns with the Regional Growth Strategy (RGS) objective to keep urban settlement compact. The RGS includes a policy that generally permits amendment to the UCPA only as an outcome of a comprehensive five-year review of the RGS.

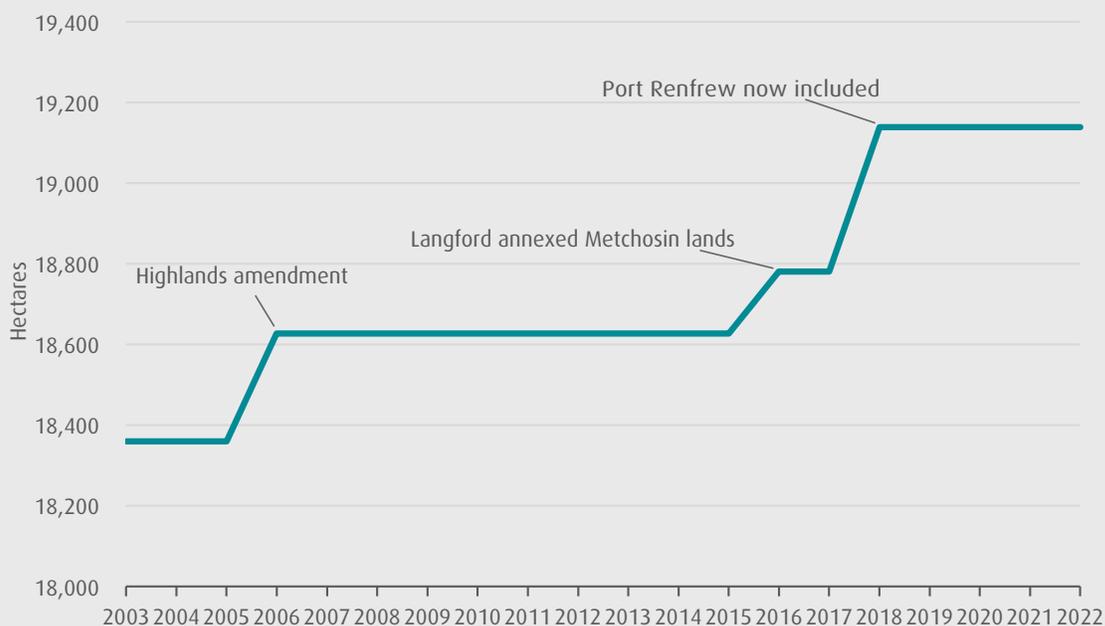
Target/Desired Trend

Minimize change to the UCPA from the date of adoption of the 2018 RGS.

How are we doing?

We are meeting the desired trend.

Since the March 2018 adoption of the RGS, there have been no changes to the UCPA.



Source: CRD Regional Planning

1.2a Percentage of net new dwellings built outside the Urban Containment Policy Area (UCPA)



What is being measured?

This indicator measures the annual share of net new dwelling units located outside the Urban Containment Policy Area (UCPA).

Why is this indicator important?

The Regional Growth Strategy (RGS) aims to keep urban settlement compact and protect the integrity of rural communities.

Target/Desired Trend

Accommodate a maximum of 5% of the region’s net new dwelling units outside the UCPA (for a minimum 95% of net new dwelling units within the UCPA, as per RGS target).

How are we doing?

We met the target this year.

In the past 10 years, the average percentage growth outside the UCPA has been 4.9%.



Source: CRD Building Permit Database

Supplemental graph showing the location of net new dwellings built outside the Urban Containment Policy Area (UCPA)

What does the graph indicate?

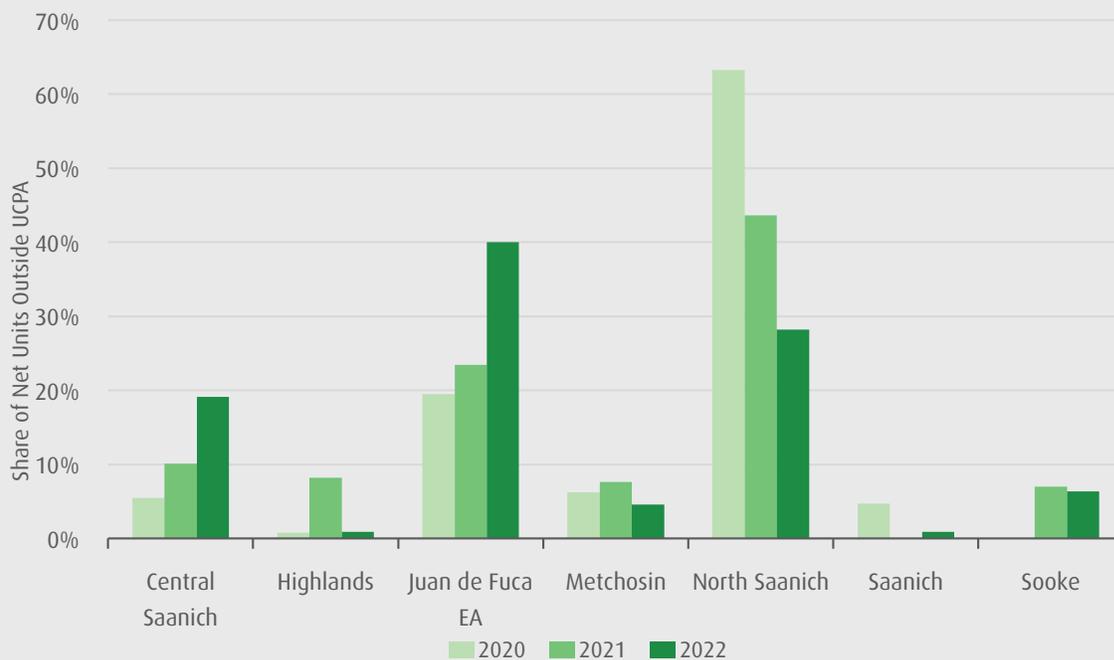
This graph shows the distribution of net new dwellings built outside the Urban Containment Policy Area (UCPA).

Only local governments that have land outside the growth boundary are included. Together these units make up the percentage of new units built outside the growth area.

As noted in Indicator 1.2(a), the Regional Growth Strategy aims to keep urban settlement compact and protect the integrity of rural communities.

Local governments with land outside the growth boundary help achieve this goal through land use policy and decision making that avoids the creation of future urban areas.

Monitoring the distribution of net new dwelling units built outside the growth area provides insight on the performance of local government growth management policies.



Source: CRD Building Permit Database

2.1a Total Regional Park land acquired



What is being measured?

This indicator tracks land protected in the CRD as a Regional Park. Additionally, it shows the types of park land use and the distribution of land for conservation areas, wilderness areas, conservancy areas and natural recreation areas. There is currently no land in conservancy areas as protection of natural and cultural features is a new area.

In previous indicator reports, the measure was the percentage of land acquired for the 1997 Sea-to-Sea Green/Blue Belt Strategy, which was largely completed by land acquisitions during 2000-2010.

With the new Regional Parks and Trails Strategic Plan 2022-2032, measuring the total amount of CRD park land is a better indicator of progress.

Why is this indicator important?

The Regional Growth Strategy aims to protect, conserve and manage ecosystem health. This indicator is important to show growth of CRD parks and the different types of functions they perform including water catchment, natural recreation and habitat conservation.

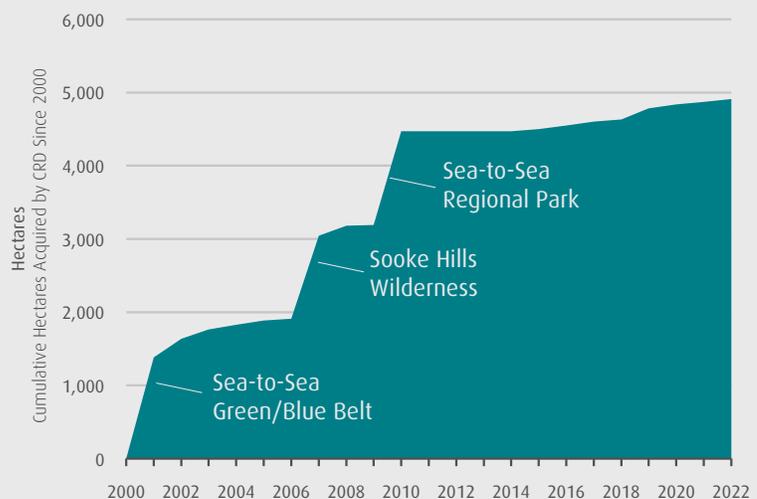
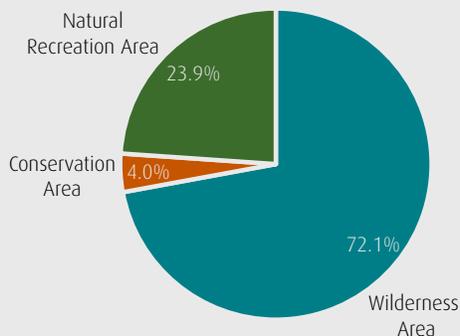
Target/Desired Trend

Continue to acquire park land.

How are we doing?

We are making steady progress acquiring regional park land according to CRD's Regional Parks Land Acquisition Strategy and the Regional Parks and Trails Strategic Plan 2022-2032.

Total Park Area By Use Classification



Source: CRD Regional Parks

2.1b Percentage of the Regional Trail Network completed



What is being measured?

This indicator measures the percentage of the Proposed Regional Trail Network (Galloping Goose, Lochside and E&N) that has been completed at the end of 2022.

The Regional Growth Strategy (RGS) targets refer to the 2012-2021 Regional Parks Strategic Plan and the 1997 Sea-to-Sea Green/Blue Belt Strategy, which the Regional Parks and Trails Strategic Plan 2022-2032 supersedes.

Why is this indicator important?

The RGS aims to protect, conserve and manage ecosystem health, and it also strives to improve multi-modal transportation connectivity. The Regional Trail Network represents an integrated trail, active transportation corridor and linear park system linking urban areas to rural green space which helps further both of these goals.

Target/Desired Trend

Complete 100% of the Regional Trail Network as identified in the 2022-2032 CRD Regional Parks Strategic Plan.

How are we doing?

We are making good progress towards the target.

As of 2022, 96.2 km of the proposed 100 kilometres of the Regional Trail Network has been completed.

In August of 2023, the CRD Board approved the Regional Trails Widening and Lighting Project. Future versions of this indicator will track progress on trail enhancements in addition to new sections of trail.



96 km of Regional Trail Network completed (2022)

Source: CRD Regional Parks

2.1c Compliance with Source Control Bylaw



What is being measured?

This indicator measures the percentage of businesses in compliance with Source Control Bylaw standards. This pollution prevention initiative aims to reduce the amount of contaminants that industries, businesses, institutions and households discharge into the region’s sanitary sewer systems.

Why is this indicator important?

The Regional Growth Strategy aims to protect, conserve and manage ecosystem health. A high level of compliance reduces contaminants in fresh and marine regional waterways.

Target/Desired Trend

Maintain compliance of the standards established in the Source Control Bylaw at a rate of 90% or above.

How are we doing?

We are seeing consistently high levels of compliance.



NOTE: Prior to 2014, the indicator tracked proper waste treatment. The new measure, overall compliance, is a stricter standard indicating proper waste treatment facilities that are fully functioning.

Source: CRD Environmental Protection

2.1d Number of stormwater discharges with a high public health concern



What is being measured?

This indicator monitors the number of stormwater discharges with high public health concern.

Why is this indicator important?

The Regional Growth Strategy aims to protect, conserve and manage ecosystem health.

Target/Desired Trend

Reduced bacterial contamination to fresh and marine water bodies.

How are we doing?

We are meeting the desired trend.

The overall number of stormwater discharges with high public health concerns has decreased in the Core Area since 2012 and on the Saanich Peninsula since 2005.

There were 22 discharges in the Core Area and five in the Saanich Peninsula in 2022.



Source: CRD Environmental Protection

2.2a Waste stream: solid waste disposal



What is being measured?

This indicator measures the per capita amount of solid waste disposed annually from both residential and non-residential sources.

Why is this indicator important?

The Regional Growth Strategy aims to minimize the consumption of renewable and non-renewable resources through efficient use and responsible management.

Target/Desired Trend

In 2020, the BC Government set a solid waste disposal target rate of 350 kg/person per year, which is the current target. The target for the region is established in the Capital Regional District Solid Waste Management Plan. This plan identifies three new targets: short-term (three years) 340 kg/

person, medium-term (five years) 285 kg/person and long-term (10+ years) 250 kg/person.

How are we doing?

Currently, we are not meeting the target.

We are at less than the provincial average of 506 kg/person (2021). Following years of decline, recent economic activity has resulted in a sustained increase in per capita solid waste disposal. In 2023, the CRD Board approved significant Hartland Landfill policy changes including banning of wood waste along with other construction and demolition materials, and adjustment of the tipping fee schedule. These changes will be implemented in 2024 and are anticipated to reduce waste by up to 40,500 tonnes/year, having a positive impact on decreasing our per capita waste disposal numbers.



Source: CRD Environmental Resource Management

2.2b Average residential water consumption



What is being measured?

This indicator measures the average daily consumption of potable water per capita for residential uses.

Why is this indicator important?

The Regional Growth Strategy aims to minimize the consumption of renewable and non-renewable resources through efficient use and responsible management.

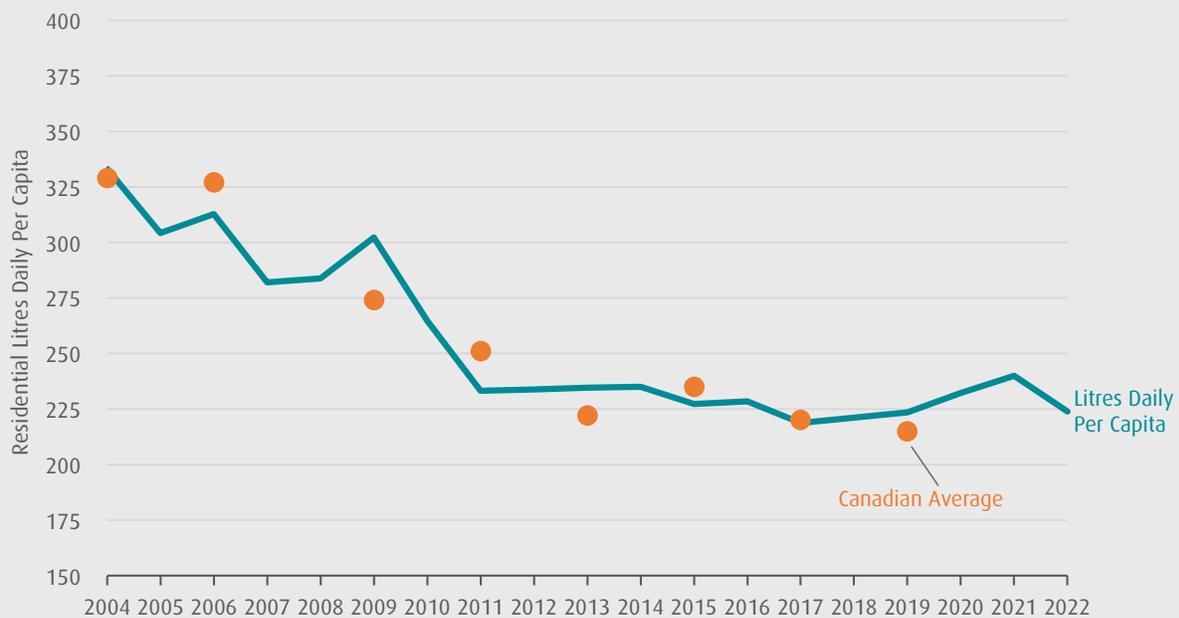
Target/Desired Trend

Decrease per capita consumption of potable water.

How are we doing?

Following a sizable reduction in per capita water consumption in the region, rates have stabilized around the Canadian average.

It is expected that the increase in water consumption observed in 2021 is attributable to changed residential water consumption patterns during the COVID-19 pandemic as people spent significantly more time at home due to office, business and facility closures. As anticipated, 2022 usage has returned to 2019 levels.



Source: CRD Integrated Water Services, 2004-2022 Environment Canada Municipal Water and Wastewater Survey
2011-2019 Statistics Canada Survey of Drinking Water Plants

2.2c Net new dwelling units in East Sooke and Otter Point Official Community Plan (OCP) areas



What is being measured?

This indicator measures annual net new dwelling units located in the East Sooke and Otter Point Official Community Plan (OCP) areas of the Juan de Fuca Electoral Area.

Why is this indicator important?

The Regional Growth Strategy allows for the possible provision of water servicing in East Sooke and Otter Point and specifies the total number of existing and new units permitted within their OCPs.

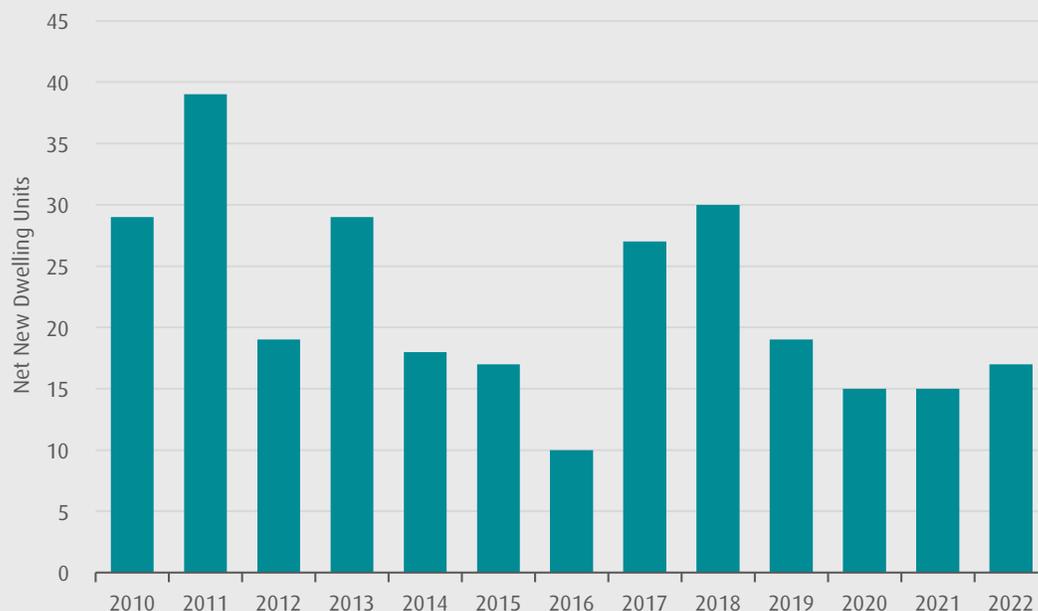
Target/Desired Trend

The total number of units in East Sooke and Otter Point is not to exceed 3,384 units. This includes both existing and new units.

How are we doing?

We are meeting the target.

As of 2022 there are 1,683 dwelling units in East Sooke and Otter Point. There has been minimal expansion, with an average of 20 net new units per year over the past 10 years.



Source: CRD Building Permit Database

3.1a Create safe and complete communities**What is being measured?**

This indicator measures the number of people living in complete communities identified by municipalities in their Official Community Plans.

Why is this indicator important?

The Regional Growth Strategy supports the development of complete communities that allow residents to undertake many daily activities close to home.

Target/Desired Trend

Increase the number of people living in complete communities.

How are we doing?

This indicator will be updated in 2024 to track development in the Transit Oriented Areas within the Growth Management Planning Area identified by the provincial government as part of Bill 47.



3.2a Reduce core housing need



What is being measured?

This indicator measures the percentage of households in core housing need.

A household in core housing need falls below at least one of the housing standards: adequacy (property does not require major repairs); affordability; or suitability (number of bedrooms match household size) and it would have to spend 30% or more of its total before-tax income to pay the median rent for housing that is acceptable (meets all three standards).

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability.

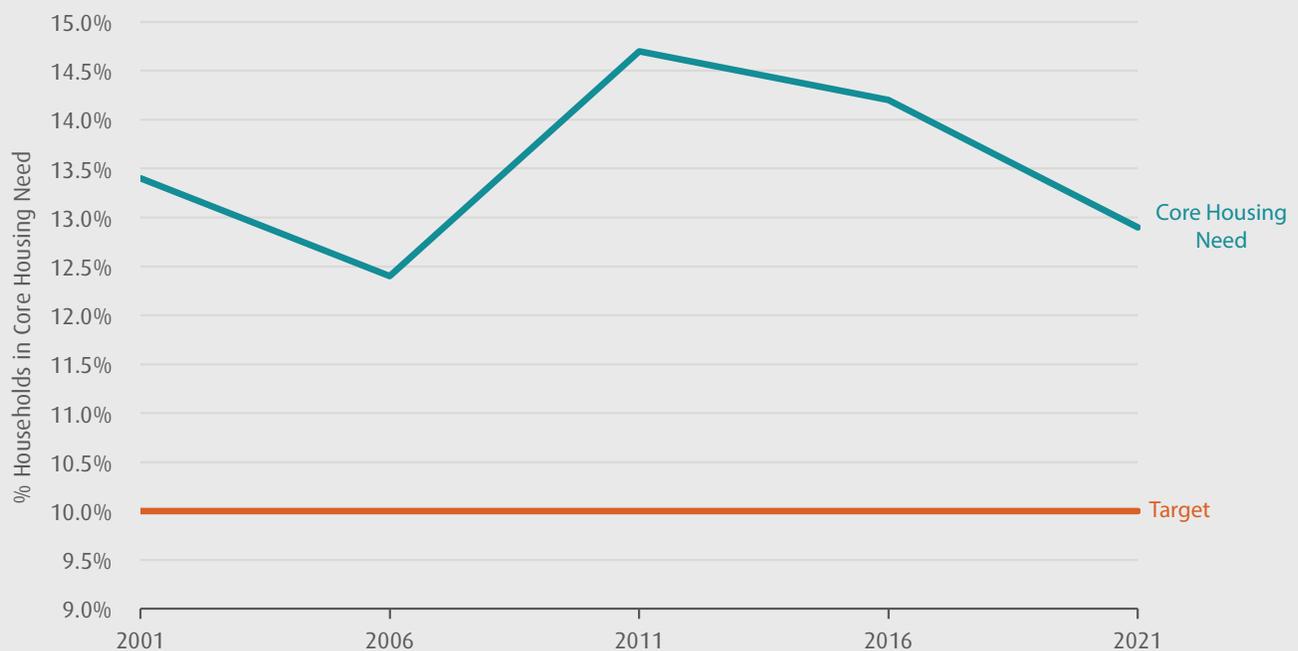
Target/Desired Trend

Reduce percentage of households in core housing need to 10%.

How are we doing?

The income measure used to calculate core housing need was from 2020. The percentage of Canadians living with low income saw the most significant decline in a five-year period since 1976. This was driven mainly by higher government transfers, especially pandemic-related benefits. These benefits primarily benefited the working-age population, with the Canada Child Benefit helping parents and children (The Daily, Statistics Canada, July 13, 2022).

We are far from our target.



Source: Statistics Canada, Census of Population, 2001, 2006, 2016 and 2021 and National Household Survey, 2011

3.2b Average rent for two-bedroom apartment



What is being measured?

This indicator measures the average cost of two-bedroom rental housing in the Victoria Census Metropolitan Area.

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability.

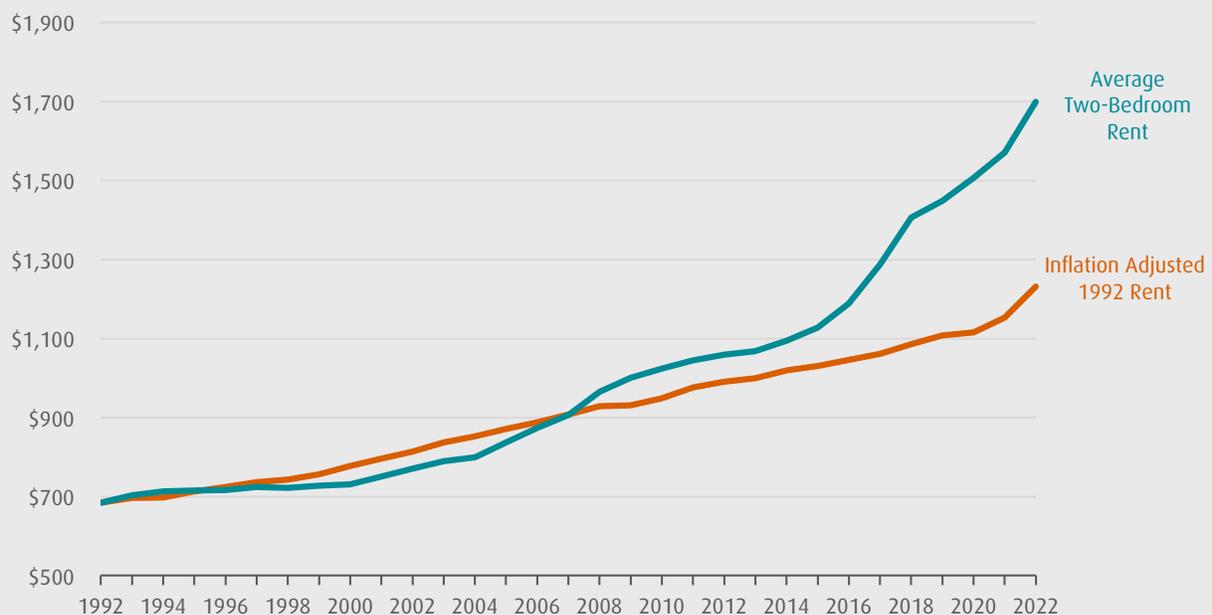
Target/Desired Trend

There is no target for the average cost of rental housing, however, cost increases at or below the level of inflation are preferable.

How are we doing?

We are currently not meeting the target.

The price of a two-bedroom rental has outpaced inflation since 2008.



Source: Canada Mortgage and Housing Corporation Rental Market Survey

3.2c Vacancy rate by rental price quartiles



What is being measured?

This indicator measures the rental vacancy rate by rental price quartiles in the Victoria Census Metropolitan Area (CMA) over time.

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability in the region. The rental vacancy rate by rental price quartiles is an indicator of housing supply and housing affordability in the region.

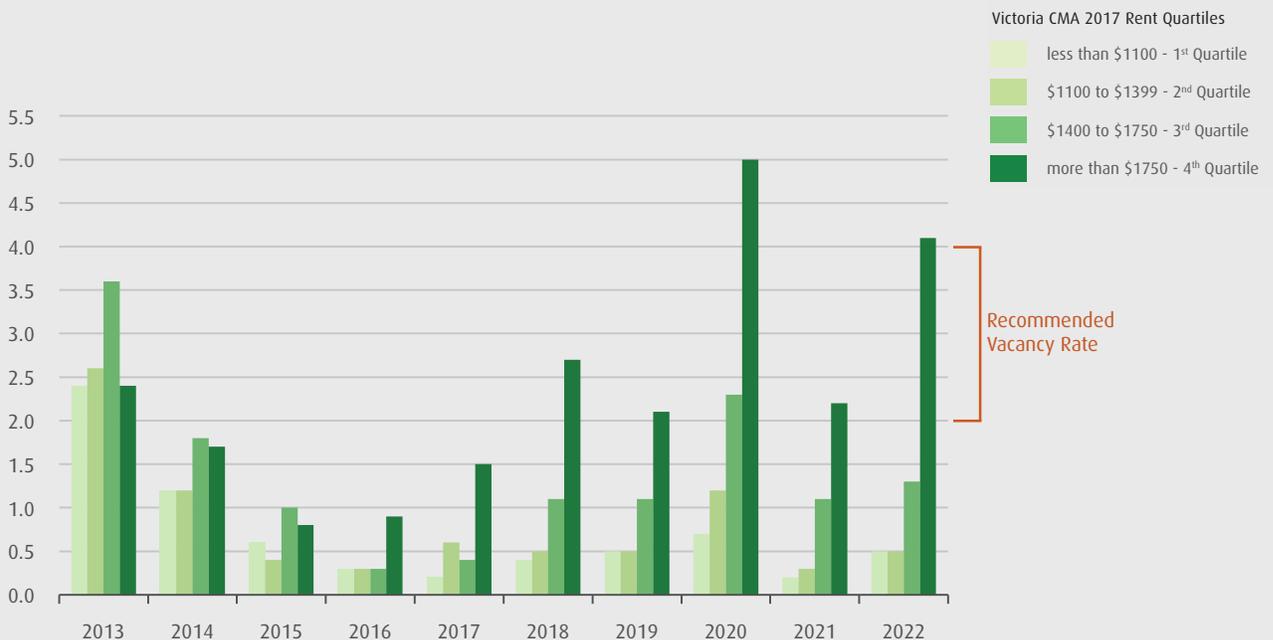
Target/Desired Trend

Higher vacancy rates across all prices are preferable. Recommended vacancy rates range between 2-4%.

How are we doing?

We are currently not meeting the desired trend.

There has been a general trend of very low vacancy rates in the region, especially at the lower price quartiles. Data from the past four years shows a marginal increase in vacancies, most significantly in units renting for more than \$1,750.



Source: Canada Mortgage and Housing Corporation Rental Market Survey

3.2d Increase supply of affordable housing



What is being measured?

This indicator measures the cumulative number of subsidized housing units in the Growth Management Planning Area (GMPA) that have a financial relationship with BC Housing. The units include emergency shelters, housing for the homeless, transitional and supported housing and assisted living, independent social housing and rent assistance in the private market.

Why is this indicator important?

The Regional Growth Strategy aims to increase the supply of affordable housing and to reduce the number of people who are experiencing homelessness.

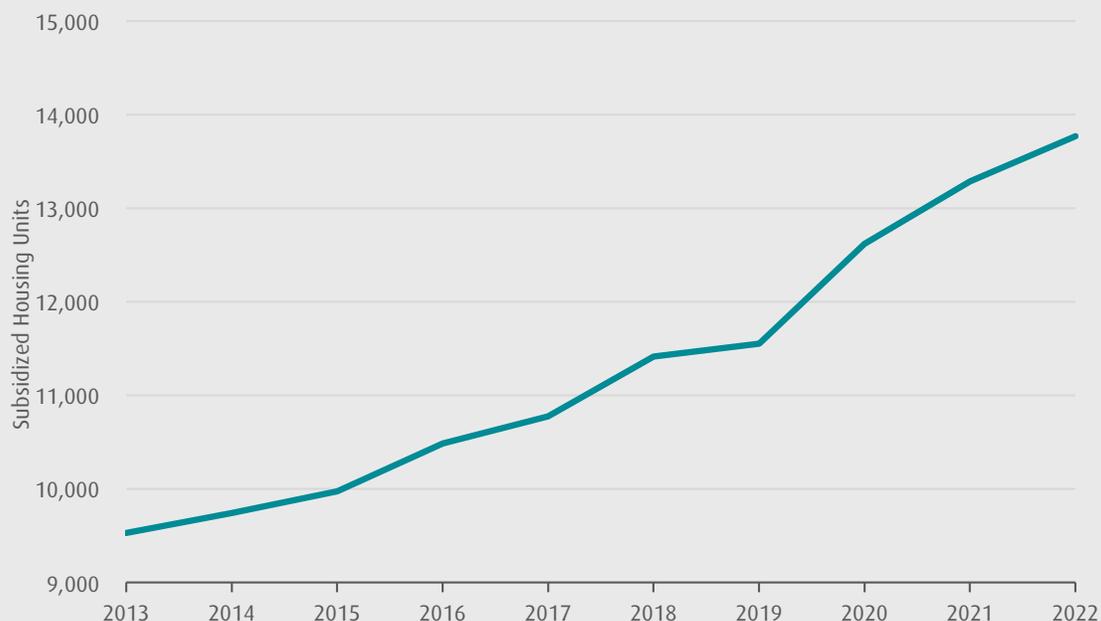
Target/Desired Trend

Increase the cumulative number of subsidized housing units that have a financial relationship with BC Housing.

How are we doing?

Progress is being made toward the target.

As of March 31, 2022 there were 13,772 subsidized housing units in the GMPA, representing an increase of 483 units in this reporting period.



Source: BC Housing's Research & Corporate Planning Department Unit Count Report March 2019, 2020, 2021, 2022

4.1a Percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area (GMPA)



What is being measured?

This indicator measures the percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area.

Why is this indicator important?

The Regional Growth Strategy aims to improve multi-modal connectivity and mobility. Mode share percentages provide the necessary data to track transportation choices over time.

Target/Desired Trend

Achieve a transportation system that sees 45% of all trips made by walking, cycling and transit by 2038.

How are we doing?

Progress is being made toward the target.

The overall active transportation mode share has increased due to a sizeable increase in cycling trips and a steady increase in walking.



Source: CRD Origin Destination Survey 2001, 2006, 2011, 2017, 2022

5.1a Jobs to population ratio



What is being measured?

This indicator measures the ratio of employment to population in each Capital Regional District sub-region.

Why is this indicator important?

The Regional Growth Strategy aims to realize the region’s economic potential. A balanced distribution of employment and jobs indicates economic opportunities spread across the region.

Target/Desired Trend

Achieve a jobs to population ratio of:

- 0.53 in the Saanich Peninsula
- 0.60 in the Core Area
- 0.36 in the West Shore

How are we doing?

Data from the 2021 census show a pattern of employment shifting from the core, which has historically maintained the highest job to population ratio to the West Shore which has had the lowest ratio. This trend may be influenced by the shift to working from home brought about due to the COVID-19 pandemic.



Source: Statistics Canada, Census of population, 2006, 2011, 2016, 2021, Place of Residence and Place of Work Tables

6.1a Farm operating revenues in the Growth Management Planning Area (GMPA)



What is being measured?

Incorporated farms and communal farming organizations with total farm operating revenues equal to or greater than \$25,000, as well as unincorporated farms with total farm operating revenues of \$10,000 and over. As of 2020, a farm is defined as an operation that produces at least one agricultural product and reports revenue and expenses to the Canada Revenue Agency. Prior to 2020, a farm was defined based on its intention to sell agricultural commodities.

Why is this indicator important?

The Regional Growth Strategy (RGS) aims to foster a resilient food and agricultural system. Tracking operating revenues is a way to report on the productivity of the region's farms.

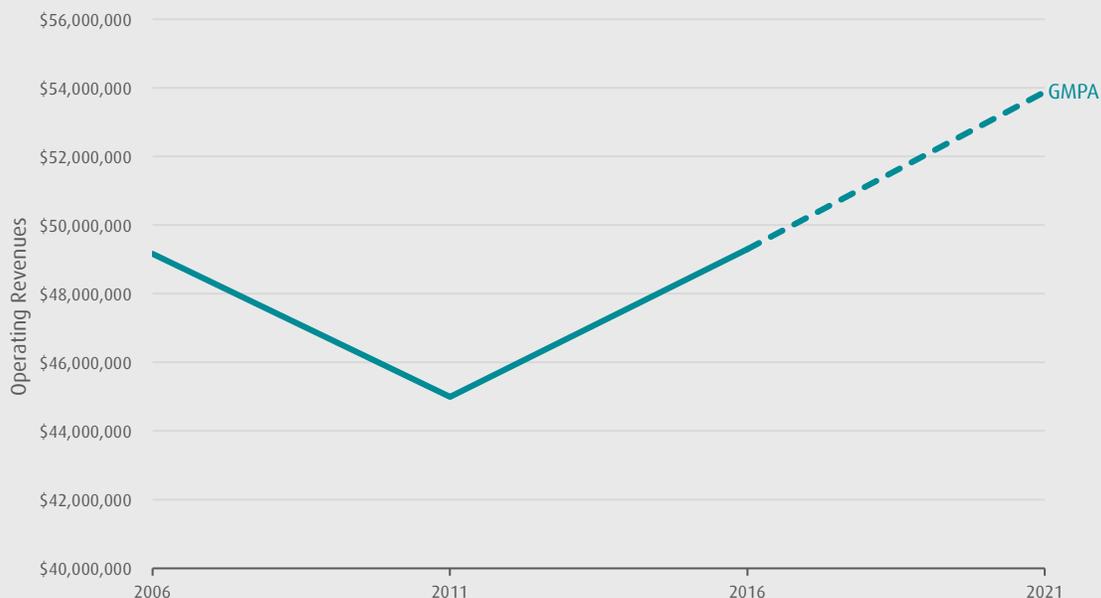
Target/Desired Trend

Increase the operating revenues.

How are we doing?

Food systems were added to the RGS in 2018. This indicator initially tracked hectares of farmland in the Growth Management Planning Area, however the 2021 census data wasn't available for our region due to poor data quality.

This new indicator from the Census of Agriculture is derived from administrative records. Caution should be used when comparing data from 2021 with prior years as operating revenues and expenses use an updated definition and different sources than previous Censuses of Agriculture.



Source: Statistics Canada, custom tabulation of Census of Agriculture 2006, 2011, 2016, 2021

6.1b Average age of farmer



What is being measured?

This indicator measures the average age of farm operators.

Why is this indicator important?

The Regional Growth Strategy aims to foster a resilient food and agricultural system. A higher average age of farmers represents a warning sign for the future of food production in the region.

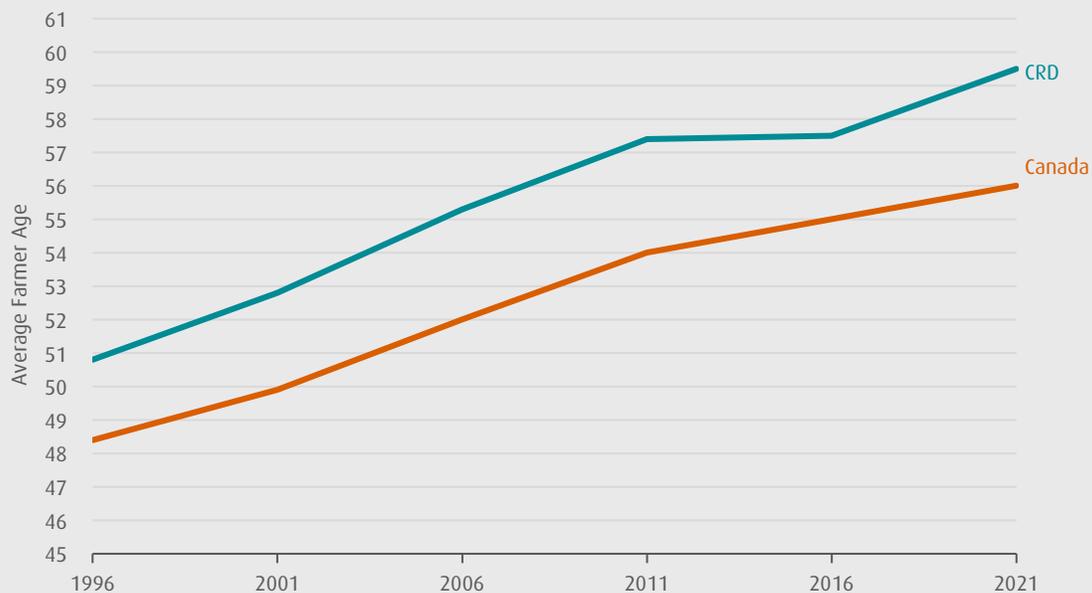
Target/Desired Trend

A lower average age of farmers is desirable.

How are we doing?

Progress toward this target remains static.

The average age of farmers in the region remains higher than the Canadian average.



Source: Statistics Canada, Census of Agriculture 1996, 2001, 2006, 2011, 2016, 2021

7.1a Community greenhouse gas (GHG) emissions



What is being measured?

Community greenhouse gas (GHG) emissions.

This GHG inventory represents the best available information. Following the GPC BASIC + protocol, the scope of emissions includes: stationary energy (e.g., buildings, construction, energy industry), transportation, waste, industrial process and product use, agriculture, forestry and other land use.

Why is this indicator important?

The Regional Growth Strategy aims to significantly reduce community GHG emissions.

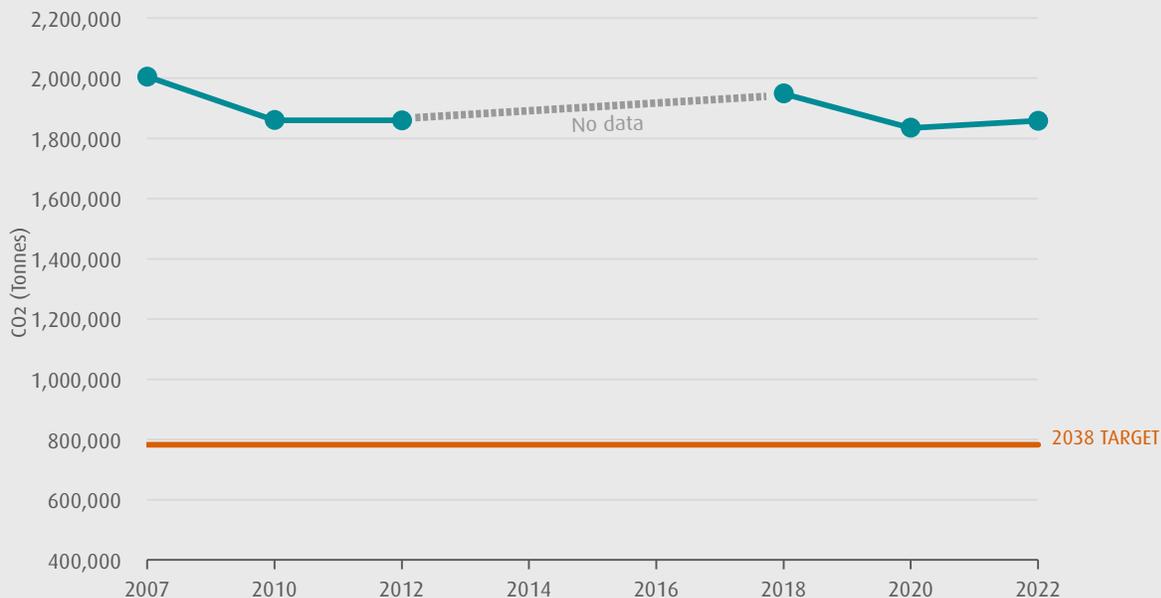
Target/Desired Trend

Decrease community GHG emissions by 33% from 2007 levels by 2020 and 61% by 2038.

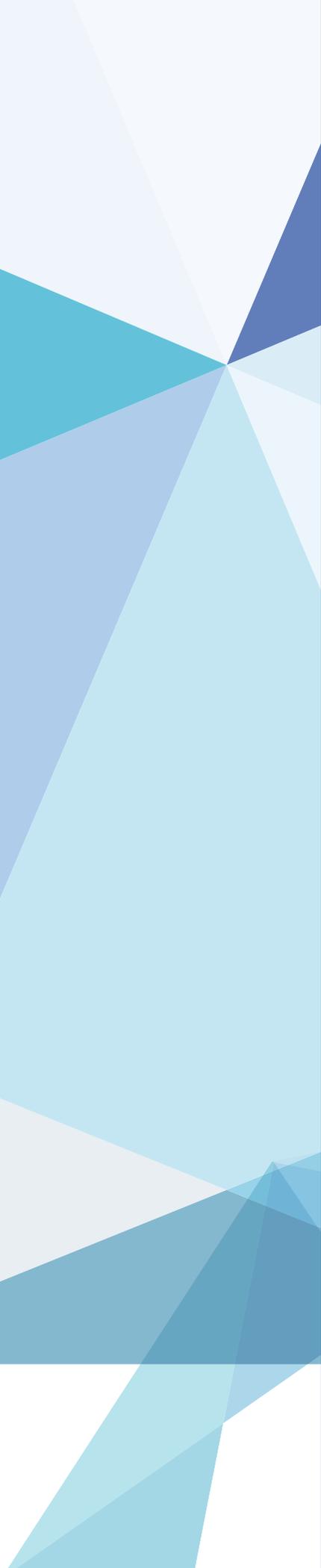
How are we doing?

In 2022, the Capital Regional District's (CRD) annual GHG emissions totalled approximately 1.86 million tonnes, which represents a 7% decline from the 2007 base year GHG emissions, and a 1% increase from 2020.

Together, building and transportation-related carbon pollution continue to be the largest sources of the region's carbon pollution, (approximately 75%) in 2022. On a per capita basis there has been a decline of 25% between 2007 and 2022. This speaks to the efforts the CRD, local, provincial and federal governments have made to reduce energy consumption and GHG emissions. However, the current trend suggests that we will not meet the target by 2038 unless greater effort is made.



Source: CRD 2022 Greenhouse Gas Protocol BASIC+ Community Greenhouse Gas Emissions Inventory Report



CRD

Making a difference...together



Making a difference...together

REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 17, 2024

SUBJECT **Capital Regional District Emergency HazMat Team Service Review**

ISSUE SUMMARY

To introduce the Capital Regional District (CRD) Emergency HazMat Team (EHT) Service Review report and to seek approval to engage interest holders toward the development of an implementation plan in response to the recommendations in the report.

BACKGROUND

It is generally expected and understood that an emergency hazardous materials (HazMat) response team arrives with the ability to perform the services it was requested for. Ideally, having in-place a properly resourced, trained, and equipped program creates a truly mission ready package that can be deployed with reasonable expectations for success. The protection of lives, property, and the environment form the very basis of these assumptions.

The CRD provides for the administration and operation of the regional EHT in partnership with the region's 25 fire departments. Each of these 25 fire departments have a seat on the EHT Advisory Committee that acts as a conduit for information sharing and coordination between the CRD and the member municipal fire services.

In 2008, the CRD entered a contractual relationship with the Central Saanich Fire Department to organize team training, house operational response equipment, and coordinate day-to-day response operations.

The existing EHT service delivery model is unique in Canada whereby 14 fire departments contribute personnel to the team composition. In addition, there are 11 fire departments that do not have members on the team but receive the response services offered by the CRD. The dynamics of the fire service throughout the region and provincially have changed considerably since the EHT inception in 2008, thus requiring a review of the existing model and service delivery approach. CRD undertook a Request for Proposal (RFP) process and retained Emergency Management Group (EMG) to facilitate the review and report.

A service review such as this one requested by the CRD, is the process to collect, organize, analyze, interpret, and share relevant information to improve the structure and governance of the EHT program. The purpose of this EHT service review is to enhance success through the development of insight and intelligence about the program.

The recommendations provided have been developed based upon an extensive consultation process with the EHT Contractor, CRD Senior Manager, CRD Fire Services Coordinator, Contract Training Provider, EHT Team Leads, the 14 fire departments with team members, several fire departments in the region without team members, a third-party HazMat response provider, Nanaimo Fire Rescue, and a law enforcement representative of the Greater Victoria Emergency Response Team. In total, EMG conducted 26 interviews, in-person or virtually, and each EHT Team Member/Technician was provided the opportunity for feedback through an anonymous survey, with 35 team members completing the online survey.

Further, the analysis and recommendations have been developed in consideration of industry best practices, industry organizations such as the National Fire Protection Association (NFPA), and provincial legislation. A wholesome review and consideration of the recommendations in this report must involve engagement between CRD leadership, regional fire department leadership via the EHT Advisory Committee, EHT team leads, and by extension, local municipal governments that could be impacted by a HazMat incident.

When considering options for the EHT service delivery model, it is critical to weigh the advantages and disadvantages of each option. The sustainability and success of the EHT must be considered in the context that services delivered are effective, efficient, and meet local expectations for emergency HazMat operations.

Primary consideration must be given toward:

- Ensuring efficacy and efficiency of HazMat response to incidents regionally.
- Clearly defining and articulating roles and responsibilities of the EHT.
- Scheduled training and curriculum that provides team members with knowledge, skills, and abilities to confidently and safely conduct response operations at the Technician Level.
- Communicating training expectations and requirements, ensuring accountability for required competencies and Job Performance Requirements per NFPA 472.
- Enhancing the roles and responsibilities of regional fire service leaders through the EHT Advisory Committee.
- Open and transparent relationships fostered between the CRD and fire department stakeholders.
- Consensus for the fire department stakeholder agreement and support for the chosen service delivery model.
- All HazMat equipment and apparatus maintained in a state of readiness.
- Identifying, communicating, and adherence to all health and safety requirements.

ALTERNATIVES

Alternative 1

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

That staff be directed to distribute the report and to engage interest holders and to report back to the Committee with an implementation plan.

Alternative 2

That this report be referred back to staff for additional information based on Planning and Protective Services Committee direction.

IMPLICATIONS

Alignment with Board & Corporate Priorities

A CRD Board priority for the 2023-2026 term is the effective advocacy, coordinated and collaborative governance, and leadership in organizational performance and service delivery. Initiative 16g-3 is to review and modernize fire and emergency management programs.

Financial Implications

The contractor (District of Central Saanich) has provided notice to terminate the existing contract on February 19, 2024, to renegotiate a new contract or allow the CRD to undergo an RFP for the delivery of HazMat response. To maintain the existing model, the CRD would be required to

increase the annual contractor fee on a prorated schedule from \$70,640 to \$177,000. This is a 151% increase measured in real costs as a \$106,360 difference annually.

The CRD and the contractor have agreed to extend the current service contract to the end of 2024, and the fee for service formula is within the 2024 approved provisional financial plan. The interim agreement amendment allows for the continued housing, vehicle and equipment checks, and response of the vehicle and trailer to calls by Central Saanich for a monthly fee of \$5,000. The operational oversight and coordination of the EHT has been removed from the amended contract to mitigate the cost increase. EHT coordination is expected to be managed by Protective Services through contract while the plans for the service are being developed.

Service Delivery Implications

Staff will distribute the report to the EHT Advisory Committee, which has representation from all fire departments in the CRD, and engage the Advisory Committee to develop a plan to sustain and support the EHT service into the future based on the recommendations and report back to the Planning and Protective Services Committee with an implementation plan. Staff do not anticipate any service delivery interruptions in 2024 while this planning process evolves.

CONCLUSION

This service review of the EHT highlights strengths, current challenges, and opportunities, and provides several prioritized recommendations for moving the program forward. As such, this report seeks to understand and identify the issues impacting the EHT, to provide an opportunity for short and long-term financial, administrative, and operational planning to meet service level needs and to increase local emergency response capability. Within this, opportunities exist to leverage the experience and expertise of engaged fire and emergency services leaders within the region. This is best facilitated through the CRD EHT Advisory Committee. Selection and implementation of the recommendations in this report will require a future-focused lens, one of several critical elements necessary to meet the future needs of the EHT.

RECOMMENDATION

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

That staff be directed to distribute the report and to engage interest holders and to report back to the Committee with an implementation plan.

Submitted by:	Shawn Carby, CD, BHSc, MAL, Senior Manager, Protective Services
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

Appendix A: Emergency Hazardous Materials Response Team Service Review



Capital Regional District

Emergency HAZMAT Team Review



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EXECUTIVE SUMMARY

The Capital Regional District (CRD) oversees the management and function of the regional Emergency HazMat Team (EHT), collaborating with local fire departments. Initiated in 2006, the CRD has utilized the Central Saanich Fire Department as a contractor to supervise team training, maintain response equipment, and handle daily operational tasks. The team includes over 60 trained firefighters from various departments throughout the region. The goal of the EHT is to provide an efficient and professional response to hazardous material (HazMat) emergencies until the responsible party can take control of the situation. The EHT has the training and equipment to take offensive action to mitigate the incident, if necessary, with the focus being a short-term mitigation process until the responsible party assumes control of the scene.

The CRD is responsible for the administration and operations of the EHT program which includes contract management, budget development, equipment acquisition and maintenance, assets and record keeping, and service oversight. The CRD EHT Advisory Committee is made up of representatives from the 25 partnering fire departments that collaborate to provide advice and recommendations to the CRD on administration and operations of the EHT.

On June 26, 2023, the Central Saanich Council passed a resolution that the District of Central Saanich and the Central Saanich Fire Department serve notice to terminate the existing agreement with the CRD for the EHT effective February 19, 2024. Further to this, the Central Saanich Fire Chief sent correspondence (date unknown) to the CRD advising of the estimated cost of \$177,000 for 2024 to align with the labour and operational costs to manage the program.

On August 24, 2023, the CRD sent correspondence to all participants of the CRD EHT advising them of the awarded contract to EMG to conduct a comprehensive service review of the regional emergency HazMat response service. As part of a contingency plan, the CRD issued notice to enter into a service agreement with Nucor Environmental Services (NES) to provide 24/7 emergency HazMat response and remediation services when and if required after termination of the contract.

This Service Review encompasses a comprehensive review of the program, cost effectiveness and compliance with current industry standards, as well as identifying whether the existing service delivery model is or is not suitable to meet the current and future needs of the CRD.

The recommendations provided have been developed based upon an extensive consultation process with the EHT Contractor, CRD Senior Manager, CRD Fire Services Coordinator, Contract Training Provider, EHT Team Leads, the 14 fire departments with team members, several fire departments in the region without team members, a third-party HazMat response provider, Nanaimo Fire Rescue, and a law enforcement representative of the Greater Victoria Emergency Response Team. In total, EMG

conducted 26 interviews, in-person or virtually, and each EHT Team Member/Technician was provided the opportunity for feedback through an anonymous survey, with 35 team members completing the online survey.

The consultants were able to gather information on existing processes and challenges to better understand the current roles, responsibilities, and liabilities. Based upon these interviews with fire service stakeholders in the CRD, EMG is providing recommendations on service delivery model options and service review recommendations, so the EHT can effectively respond to HazMat incidents in the CRD.

The recommendations in this review consist of three parts:

- 1) EHT Service Delivery Model Options
- 2) Supplemental EHT Service Delivery Recommendations
- 3) Service Review Recommendations

Supplemental EHT Service Delivery Recommendations

The additional recommendations are provided with the overall goal of moving the delivery of emergency HazMat response within the CRD forward into the future with a strategic focus.

1. **HazMat Advisory Committee:** An opportunity exists to leverage regional stakeholder interest, experience, and expertise to ensure a sustainable HazMat capacity in the region. Engagement of key fire service leaders through the formation of sub-committees and/or working groups collaboratively with CRD leadership would bring significant value. Utilizing the sub-committee/working group structure allows more time to focus on specific projects, investigate new areas of work, and involve local expertise.
2. **Rapid Assessment Team:** To align with industry best practices, the service delivery model for the EHT should be restructured to facilitate deployment of a Rapid Assessment Team (RAT) to all HazMat incidents. The EHT-RAT should consist of one chief officer and four Technicians able to respond within 30 minutes of notification. This would enhance incident management, resourcing, and mitigation. This approach to be included within whichever option the CRD pursues.
3. **Communications:** The transition to a different service delivery model must be communicated to all CRD fire departments and their municipal governments. Ongoing and regularly scheduled communications and engagement with all stakeholders will serve the EHT well. Over-communication in the realm of emergency services is often a must.

4. **Staffing:** Revise the minimum staffing for the deployed EHT to eight trained HazMat Technicians. This represents the true minimum staffing to cover required positions to perform a standard, 2 in/ 2 out entry. The EHT-RAT would comprise the initial element of this staffing model, which when deployed would only require the addition of four more Technicians. Positions required by regulation or implied responsibilities are:
- a. 1- HazMat Group Supervisor/ Team Leader/ HazMat Officer
 - b. 1- Assistant Safety Officer HazMat
 - c. 1- Technical Reference/ Science Officer
 - d. 1- Entry Team Leader
 - e. 2- Entry personnel
 - f. 2- Back up personnel

Benefits of the Service Review

There are five key benefits of a review process which include:



- 1) Identifying gaps and having a clear vision of the future needs in terms of emergency HazMat response for the CRD.
- 2) Stakeholder engagement for feedback, input, and potential solutions for gaps.
- 3) Understanding the financial costs for the service delivery for the CRD.
- 4) Analyzing training and service levels and how they compare to current industry standards and best practices.

- 5) Identifying options for the CRD and how best to provide emergency HazMat response services.

The recommended service delivery options and recommendations within this Service Review document are aimed at assisting the CRD in making decisions relating to the efficient allocation of the EHT. The options and recommendations provide immediate and short-term solutions, as the existing contractual agreement with Central Saanich Fire Department expires on February 19, 2024.

Ultimately, the implementation of a service delivery option and recommendations will depend on the direction of the CRD and with consultation of the impacted fire departments within this service model.

Summary of Service Review Recommendations

Below is a summary of the recommendations within each of the key categories. Greater detail surrounding each recommendation can be found within the section from which it is derived.

Human Resource Management

- The CRD work with the EHT Advisory Committee to identify a recruitment strategy for the EHT.
- The CRD consider separating the Team Coordinator from the Contractor to schedule training, recruitment, administrator duties and maintaining training and response records for the EHT.

Administrative Practices

- The CRD should review recent Hazard Risk Vulnerability Assessments (HRVAs) conducted for the region and/or specific municipalities to ensure the level of service delivery being provided aligns with the hazard and risks identified.
- The CRD and EHT Advisory Committee should identify which data to collect and interpret as related to the delivery of HazMat incident response in the CRD.

Policies, Directions, and Operational Guidelines

- The CRD to create a working committee with the HazMat Advisory Committee to review the Operational Guidelines (OGs) and complete within a 12-month period. The CRD should also develop a Terms of Reference (TOR) for this committee.
- Operational Guideline 1-004 – it is suggested that “Feminine Sanitary Napkins” be added to page 7 of the check list in proximity to the coveralls, helmets, and radio vests.
- NFPA 1072 Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications (2017) and NFPA 472 Standard for

Competence of Responders to Hazardous Materials/ Weapons of Mass Destruction Incidents (2018) be incorporated into the training and operations of the CRD EHT.

- Operational Guideline 3-001 be revised to clarify the qualifications of the Incident Commander versus the HazMat Sector Commander.
- Revise OG 4-004 Incident Response to read, “The CRD EHT Incident Action Plan (IAP) should undergo thorough discussion, review, and approval by the Incident Commander before implementation. This requirement ensures that the IAP aligns with established protocols and is consistent with the overall incident, contributing to the effective and safe management of HazMat incidents.”
- Revise OG 4-004 Incident Response org chart to include two (2) doffers in the warm zone, one (1) doffer in the cold zone, and one (1) EHT member in the warm zone to verify the effectiveness of the decon process.
- Revise OG 4-005 Decontamination Procedures to having civilians remove clothing.
- Revise OG 4-005 Decontamination Procedures to include the use of a Level ‘C’ TYVEK suit for patient transfer to BCAS.
- Revise OG 4-007 Personal Protective Equipment to include two (2) twelve inches of ChemTape as part of the Level ‘A’ and ‘B’ inventory.

Response Trends/ Types and Response Capacity

- The CRD should regularly analyze the call volume, call types, and work with the EHT Advisory Committee to identify trends.
- The CRD EHT should focus efforts on response capacity within the CRD, and not look to provide services outside this geographic area. The capacity does not currently exist, and the systems are not in place for this model to be effective.
- The CRD should look to incorporate a wholesome approach to data analysis for the CRD EHT. This data should include Dispatch Time, Turn Out Time, overall Response Time, and Incident On-Scene Time. This will require careful data collection, attention to detail, access to statistical programs, and skills in result interpretation.
- The CRD should assess the feasibility of entering a relationship with a third-party contractor to support any future CRD EHT model. This third-party contractor could provide specialized technical support remotely, and/or become the designated and recommended incident mitigation service provider. This would allow the CRD EHT to transition site mitigation and clean up, thereby transitioning regional firefighting resources back into service sooner.

- The CRD should assess the feasibility of leveraging the on-duty firefighting personnel in the Region for initial response. Given the number of personnel required for an RAT, and the remainder needed for a base-level Technician-Level HazMat response, the deployment model could be transitioned to a layered one, with on-duty firefighting staff deploying initially and then requesting off-duty personnel as/when the need requires.
- The CRD should look to engage, through an RFP process, a fire department in the region interested and able to provide the CRD with an effective EHT. Administrative and operational oversight would be streamlined in this process, allowing the CRD to provide a strategic lens to the support it provides.
- Establish an agreed-upon approach that is consistent and clearly communicated across the region regarding team member availability and activation processes and protocols.
- Research and identify a communications solution to ensure any team member notification or activation is widespread and available to all team members.
- Ensure processes and protocols for the dispatching of resources are consistent and clear between both Saanich and Surrey dispatch centers.

Training

- NFPA 1072 (2017 edition) and NFPA 472 (2018 edition) be adopted and incorporated into the training and operations of the CRD EHT.
- Each community participating in the CRD EHT program conduct a community risk assessment relating to HazMat concerns. These assessments will be used to form the basis for specific training.
- Training in Level A & B suits be incorporated into the “Open Learning” sessions as well as combined with DECON training in the “Skills Maintenance Training.”
- The responsibility of decontamination procedures should be assigned to the fire service requesting support.
- The development and delivery of training specifically for chemical properties and behavior be delivered into the “Open Learning” as well as reinforced at the “Skills Maintenance Training” sessions.
- Additional training be provided two times a year over a three-five day period and developed with input from EHT members and derived from Post Incident Action Reports. The first two-three days focused on skills with the remaining two days focused on scenario based learning.
- Training should be developed and delivered by team members with a 5:1 student/instructor ratio.

- The CRD engage other agencies such as EMS, police, and Non-Governmental Organizations to ensure open and transparent communication and work the possibility of incorporating them into the team, which in time could see the team become a chemical, biological, radioactive, nuclear, explosives (CBRNE) team.

Finance/ Asset Management & Procurement

- Meetings between the CRD and the Contractor to review the annual budget increase for the operational budget. Adjustments should not only meet but exceed inflation rates and account for the notable escalation in equipment costs.
- Schedule meetings with the CRD Contractor to identify the real costs for the self-contained breathing apparatus (SCBA) and Command Vehicle replacement scheduled for 2027.
- The CRD EHT implement an Asset Management Plan (AMP) for all HazMat response equipment. This should identify projected replacement dates and cost cycles for all hard and soft equipment and consumables. The AMP should be overseen by incorporating the Asset Manager role into the current Team Coordinator role, or other roles as deemed appropriate.
- Establish a Capital Expenditure Reserve with annual contributions. This will ensure the equipment required to support a robust HazMat response is funded and available. The amount for the annual contribution should be derived following an assessment of current equipment, lifespan, and expected replacement dates.
- Fire apparatus (vehicles) required to support the CRD EHT need to be a key aspect of the recommended AMP.

Surveys

- The CRD form a working group to address recommendations in this report.

Project Overview Steps

The following describes the actions carried out by the EMG team in developing the Hazardous Materials Team review for the CRD.

Central Saanich Fire Department and Participating Fire Departments

- Interviewing key stakeholders with the CRD that participate in the EHT.
- Interviewing fire departments with the CRD that utilize the EHT but do not have any members on the team.
- Interviewing NES representative regarding a HazMat response model.

- Interviewing Nanaimo Fire Chief regarding their operations level response capacity combined with a NES response.
- Identification of gaps in the existing service model.
- Identification of service model options.

Bylaws and Legislation

- Review of Bylaw No. 3322, a bylaw to establish and provide the service of responding to HazMat incidents in the CRD.
 - The boundaries of the service are within the boundaries of the CRD.
 - The electoral areas of Juan de Fuca, Salt Spring Island and the Southern Gulf Islands and the municipalities of North Saanich, Sidney, Central Saanich, Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Colwood, Langford, Highlands, Metchosin and Sooke are in the participating areas for this service.

Operational Guidelines

- Review operational guidelines and policies.

Service Agreements

- Review of the existing service agreement (January 7, 2019) between the CRD and the District of Central Saanich.
- Review of the Emergency Services and Remediation Contract between NES Ltd., and the City of Nanaimo.

Finance

- Review the operational and capital budgets for EHT.

Reporting Relationships and Administrative Practices

- Review of response data analysis from 2009-present.

Organizational Structure

- Review of the organizational structure of the CRD EHT.

Service Level

- Review the existing service model to determine whether the existing model is suitable to meet current and future needs of the CRD and the broad range of fire service stakeholders.

Information Management

- Review of training and response incidents.

Insurance Coverage/Service Liability

- Identified with WorkSafe BC that the employer (responding fire department) is responsible to complete the necessary documentation and file with WorkSafeBC if a workplace injury occurs.

Training Program

- Personnel training standards, relevant credentials, and ongoing/future training/certification requirements.
- Retention and recruitment of firefighters for the EHT.
- Review of training records.

Asset Management and Procurement

- Inventory and maintenance best practices, annual equipment testing, the equipment's life span, replacement criteria, and supplies.

Human Resources Management

- Staffing of the EHT and records management.

Deliverables for the EHT Review

As noted in the CRD's RFP, the service review will:

- 1) Include input from members of the CRD and participating fire departments.
- 2) Be conducted using best practices, current industry standards, and applicable legislation related to HazMat response.
- 3) Review the effectiveness, cost efficiency, and call volume of the EHT.
- 4) Evaluate compliance with existing standards.
- 5) Identify gaps and strengths in the structure and governance of the team and make recommendations.
- 6) Address participating fire department input processes and potential partnerships. Review and make recommendations regarding the level and range EHT service delivery, including present and future requirements considering predicted growth and service delivery expectations.
- 7) Review existing bylaws and legislation. Consider the potential of mutual aid and/or automatic aid agreements with neighbouring municipalities.

- 8) Review reporting procedures and administrative practices.
- 9) Review the training program and records management and make recommendations regarding the training program.
- 10) Examine the procurement process and finances. Make recommendations regarding budgeting, procurement process, replacement cycles, and maintenance of equipment that are based on the present and future needs of the EHT.
- 11) Look into the human resource management. Make recommendations regarding staffing of the EHT including career and volunteer firefighters, recruitment and retention for the team, and remuneration of career and volunteer staff.
- 12) Examine service liability.
- 13) Use both quantitative and qualitative research methodologies to develop a strong understanding of current and future needs and circumstances of emergency HazMat response within the CRD, or other potential jurisdictions.
- 14) The final report to the CRD will include key findings, consultant analysis and recommendations, identification of implementation issues, financial implications, and recommended implementation timetable.

To accomplish the scope of requirements, EMG has:

- Reviewed the existing bylaw and applicable municipal, provincial, and federal legislations.
- Gathered information on operational requirements including past and current response statistics (call volumes) to analyze for trends, staff availability/ needs and response capabilities, etc.
- Reviewed service administration including staffing, organizational structure, policies and procedures, administrative support, record keeping and information management/technology, purchasing and inventory control.
- Conducted in-person and virtual meetings with the EHT Contractor, CRD senior manager, CRD Fire Services Coordinator, Contract Training Provider, EHT Team Leads, the 14 fire departments with team members, several fire departments in the region without team members, a third-party HazMat response provider (Nucor), Nanaimo Fire Rescue, and a law enforcement representative of the Greater Victoria Emergency Response Team.
- Examined equipment including the maintenance program.
- Reviewed fire service policies, procedures, and emergency response operational guidelines, training programs and records.
- Identified and compared industry best practices relating HazMat response.

- Reviewed the operational and capital budgets along with reserves.
- Based on the previously noted criteria, through meetings with participating fire departments and Leadership Team members, EMG was able to complete a thorough review of elements that are working well and areas requiring improvement within the EHT.
- Data provided was reviewed in relation to emergency responses from 2009 to the present.

Performance Measures and Standards

This review has been based upon (but not limited to) key performance indicators (KPIs) that have been identified in national standards and safety regulations such as:

- Fire Services Act
- WorkSafeBC
- BC Transport of Dangerous Goods Act
- BC Transport of Dangerous Goods Regulations
- BC Spill Reporting Regulation
- BC Environmental Management Act
- BC Hazardous Waste Management Program
- BC Ministry of Environment, Hazardous Waste Legislation Guide
- NFPA standards
- Transportation of Dangerous Goods Act, 1992
- Transportation of Dangerous Goods Regulations

Project Consultants

Although several staff at EMG were involved in the collaboration and completion of this EHT review, the overall review was conducted by (in order of involvement):

- Les Karpluk, Project Lead
- Brian Hutchinson, Fire Service Consultant
- Brent Sterling, Fire Service Consultant
- Lyle Quan, Fire Service Consultant/ VP of Operations - Project Lead
- Darryl Culley, President

Together, the team has amassed a considerable amount of experience in all areas of fire and emergency services program development, review, and training. The EMG team has worked on projects such as strategic and master fire plans and the development of emergency response programs for clients.

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ACRONYMS

AHJ	Authority Having Jurisdiction
AMP	Asset Management Plan
BCAS	British Columbia Ambulance Service
COR	Certificate of Recognition
CRD	Capital Regional District
DECON	Decontamination
EHT	Emergency HAZMAT Team
ENV	Ministry of the Environment and Climate Change Strategy
EMG	Emergency Management Group Inc.
ERF	Effective Response Force
HazMat	Hazardous material
HRVA	Hazard Risk Vulnerability Assessment
IAP	Incident Action Plan
ICS	Incident Command System
IFSAC	International Fire Service Accreditation Congress
JPR	Job Performance Requirement
KPI	Key performance indicators
MOE	Ministry of Environment
NES	Nucor Environmental Services
NFPA	National Fire Protection Association

OHSMS	Occupational health and safety management system
PPE	Personal Protective Equipment
PSAP	Public safety answering point
RAT	Rapid Assessment Team
RFP	Request for Proposal
SCBA	Self-contained breathing apparatus
TOR	Terms of Reference
VIHA	Vancouver Island Health Authority



SECTION 1

Capital Regional District & Hazardous Materials Response - Overview

SECTION 1: CAPITAL REGIONAL DISTRICT & EHT OVERVIEW

1.1 Capital Regional District Overview

In 1966, the CRD was established as part of the British Columbia Provincial Government's initiative to introduce the concept of 'regional districts' in local governments across the province. This regional territory coincides with the traditional lands of multiple First Nations, with eleven Indigenous communities possessing reserve lands within the capital area.

This governance model was designed to address the need for services that extend beyond the boundaries of individual municipalities and create an environment of collaboration to achieve cost efficiencies among municipalities. The CRD covers southern Vancouver Island and the Gulf Islands, and acts as the governing body for 13 municipalities and 3 electoral areas, serving an estimated population of 440,000.

The CRD provides over 200 services, financial partnerships, and infrastructure provisions with municipalities and electoral regions, which are categorized into three service types:

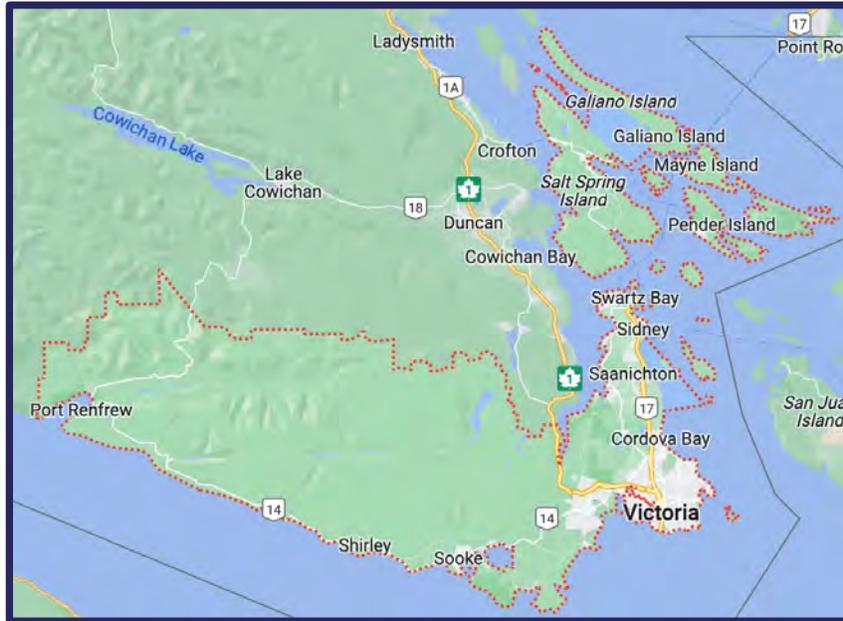
- i. **Regional Services:** Covering all 13 municipalities and 3 electoral areas.
- ii. **Sub-Regional Services:** Extending to a minimum of 2 jurisdictions.
- iii. **Local Services:** Specifically relevant to electoral regions where the CRD serves as the local administrative authority.

The CRD facilitates improved service delivery on a regional scale or through collaborative approaches amongst communities. As the governing body for electoral areas, the CRD oversees and implements projects and amenities for residents in these non-municipal areas.

The CRD has adopted a service establishing bylaw under the *Local Government Act* for the provision of a HazMat response system service within the service area defined in the establishing bylaw. Section 263(1)(b) of the *Local Government Act* R.S.B.C. 2015, c. 1, as amended, gives the regional districts the power to make agreements with a public authority, respecting activities, works and services within the powers of a party to the agreement, including agreements respecting the undertaking, provision, and operation of activities, works and services.

In 2006, the EHT was established in partnership with the region's fire departments. The Central Saanich Fire Department was contracted to coordinate team training, house operational response equipment, and coordinate the day-to-day response operations. The coordination for training and response capacity includes approximately 60 firefighters from different departments across the region.

FIGURE #1: CAPITAL REGIONAL DISTRICT



Map retrieved from Google Maps.

With a total land area of approximately 2,341 km², and a population of 415,451 (Canada 2021 census), the CRD has a population density of 177.7/km². The CRD has major highways and roadways that bring a large volume of transport trucks transporting goods across Canada, including unknown quantities of dangerous commodities on Trans-Canada Highway 1, including the Malahat Drive which runs 25 km along the west side of Saanich Inlet to the region surrounding it.

1.2 Contractor Responsibilities

The Central Saanich Fire Department consists of one fire station staffed by seven career firefighters and 57 volunteer members, with three firefighters being part of the EHT. From 2016 to 2023, the Central Saanich Fire Department call volume has increased by 28%, excluding HazMat incidents.

In 2006, the CRD established the EHT and contracted the Central Saanich Fire Department to coordinate team training, house operational response equipment, and coordinate day-to-day response operations. Before the existing service delivery model, the Surrey Fire Department provided HazMat response to the CRD. From the interviews, it was determined that the change to a CRD emergency hazardous response team was brought about by fire chiefs and communities wanting a timelier response to dangerous goods incidents.

As the Contractor, the Central Saanich Fire Department administers and coordinates the response of the CRD's HazMat team, as well as the ongoing maintenance of the equipment in accordance to the CRD HazMat OGS. In addition, the Contractor is responsible for the following:

- The appointment of a HazMat Coordinator, trained to Technician Level and recognized as a qualified trainer, and serve as an active member of the HazMat team.
- Produce complete post-incident HazMat Response Reports indicating date/time of call, duration, location, details of the hazardous materials, and parties responsible.
- Provide EHT support documentation to assist the CRD with invoicing individuals, companies, or transportation providers that have caused an impact to the environment due to releases or spills.
- Maintain accurate training and equipment records to assist the team in maintaining their status as a Certified Hazardous Materials Team.
- Schedule annual training necessary to maintain team competency and provide training opportunities in coordination with instructors, host facilities, partner training officers, and HazMat team members.
- Coordinate the development of HazMat Technician and HazMat operations level training documents for distribution through partner fire department training officers or other online training portals on an annual basis.
- Identify hazardous materials equipment vendors to ensure best pricing and to receive approval for purchases from the CRD prior to expenditure.
- Provide administrative support to the CRD EHT as necessary.
- Provide information on federal/provincial initiatives that pertain to hazardous materials teams to include funding opportunities.
- Maintain an active HazMat Technician Recruitment program, in partnership with the CRD and the Region's fire departments.
- Coordinate response protocols and training with other agencies such as, but not limited to police, ambulance, and medical facilities.
- Provide transportation for HazMat equipment and trailer to/from HazMat responses as required.
- Provide a 24-hour, on-duty HazMat Technician to coordinate team response as approved by CRD response protocols.
- Inventory, inspect and maintain all personal protective equipment (PPE), entry suits, gloves, and other HazMat response equipment in accordance with manufacturers' recommendations.

- Inventory, inspect, maintain, and calibrate field survey instruments in accordance with manufacturers' recommendations and at intervals recommended by the manufacturer.
- Provide, as requested, copies of all maintenance logs showing regular inventories, inspections, and proper maintenance as noted above.
- Liaise with the CRD Protective Services to develop annual work plan and budget for the HazMat response system service.

The Team Coordinator for the EHT is also a member of the Central Saanich Fire Department and is the liaison between the Equipment Contractor, the EHT Advisory Committee, Operations Working Group, Response Team Leaders, and the CRD.

1.3 Emergency HazMat Team Overview

The EHT was created in 2006 by the CRD to respond to hazardous materials incidents with the personnel, equipment, and training to mitigate an incident for the protection of life, property, and the environment. The EHT is composed of 25 fire departments with 50- 60 members of the team from 14 partnering fire departments.

Each of these 25 fire departments have a seat on the HazMat Advisory Committee that acts as a conduit for information between the CRD and the member municipal fire services. The existing EHT service delivery model is unique in Canada whereby 14 fire departments contribute personnel to the team composition. In addition, there are 11 fire departments that do not have members on the team but receive the response services offered by the CRD.

The EHT has two general components:

- 1) Under contract with the CRD, the Central Saanich Fire Department (Contractor) houses and maintains the HazMat equipment, HazMat truck, and HazMat trailer. The cache of equipment is checked regularly by the Contractor to ensure it meets industry standards and is in a state of readiness. As part of the equipment cache, basic level response spill kits have been distributed to each fire hall within the region.
- 2) The EHT funds and maintains between 50-60 HazMat Technicians for the EHT. These technicians are from 14 fire departments within the CRD. Each fire department is responsible to train their own staff to the awareness and/or operations level.

The goal of the EHT is to provide an efficient and professional response to HazMat emergencies until the responsible party can take control of the situation. The EHT has the training and equipment to take offensive action to mitigate the incident, if necessary, with the focus being a short-term mitigation process until the responsible party assumes control of the scene. The EHT does this by:

- Assessing unknown products.
- Providing technical advice on response.
- Providing information and recommendations on public safety around a HazMat incident.
- Providing information and recommendations on supportive actions outside the hot zone.
- Remaining on scene until a responsible party can assume control.

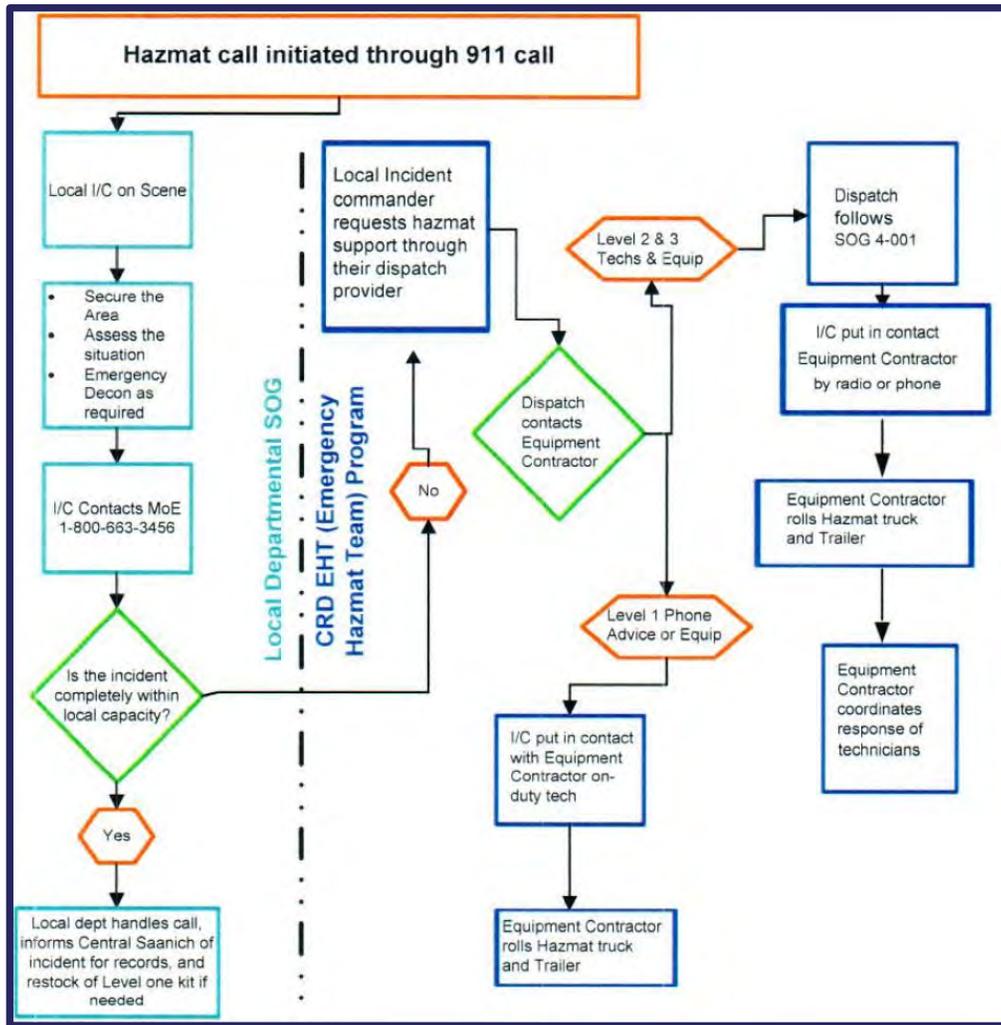
The EHT identifies the responsible party for most incidents through legislation, as follows:

- Police - for drug related incidents.
- Ministry of Environment and Climate Change Strategy (ENV) - responsible for all spills within BC.
- Chemical producers/ carriers – responsible for HazMat response to incidents involving their own product.

The ENV must be contacted and provided with details of an incident. An Emergency Response Officer will call back to the Incident Commander to determine long-term strategies or advise the Incident Commander that a third party may be contracted to assume control of the incident.

The CRD is responsible for the administration and operations of the EHT program which includes contract management, budget development, equipment acquisition and maintenance, assets and record keeping, and service oversight. The EHT can only be activated by the local fire department through their dispatch provider to the CRD. External agencies are not able to activate the EHT and must go through the local fire department.

FIGURE #2: EHT DEPLOYMENT FLOW CHART



The CRD Operational Guideline 4-001 identifies three levels of response for the EHT:

- i. **Level I Response** – this level does not generally require specialized PPE other than regular firefighting turnout gear and SCBA. It can be managed by the resources of the first responding fire department. All HazMat incidents within the CRD are to be first dispatched as a Level I Response unless determined through a comprehensive pre-incident planning of specific hazards, facilities, and situations.
- ii. **Level II Response** – determined by the on-scene Incident Commander to be outside of the responding fire department’s capabilities and determined to require some degree of support

from the CRD EHT. As a rule, a Level II Response requires specialized technical competencies and HazMat PPE to control and stabilize the incident.

- iii. **Level III Response** – these incidents are determined by the on-scene Incident Commander to pose a serious hazard and risk to the public and is outside the capabilities of the first responding agency, which requires a full deployment and response from the CRD EHT. The Level III Response generally requires:
- o The creation of secure zones (hot, warm, cold)
 - o Specialized HazMat PPE (Level B or Level A suits)
 - o Specialized HazMat competencies of NFPA 472 Technician and Specialist level training responders.
 - o The creation of a “HazMat Group” under the Incident Command System.
 - o A full response of the CRD EHT.
 - o Response by specialized emergency responders and private contractors.
 - o May require the activation of the responding jurisdictions’ EOC.

FIGURE #3: EHT RESPONSE CRITERIA RE OG 4-001

RESPONSE CRITERIA	LEVEL I	LEVEL II	LEVEL III
	<ul style="list-style-type: none"> • Readily controlled by first responders. • HAZMAT team provides technical help. • Normally does not require team response. 	<ul style="list-style-type: none"> • Requires special resources for control and stabilization. • Limited team response. 	<ul style="list-style-type: none"> • Requires special resources. • May require need for other agencies. • AUTOMATIC TEAM RESPONSE.
Container Size	SMALL (Consumer Package)	MEDIUM (Drum, Cylinder)	LARGE (Tanker, Bulk Tank)
Container Integrity	Container intact.	Damaged but containing product.	Heavy damage or large release.
Chemical Form	SOLID (Non-dangerous when wet.)	LOW VAPORIZING LIQUID	GAS / VAPORIZING LIQUID
Leak Severity	No apparent leak, small leak.	Greater than 5 gallons or 20 lbs. released.	May be uncontrollable.
NFPA "704" Rating	One (1) in any category.	Two (2) in any category.	Three (3) or four (4) in any category.
Special Hazards		Radioactive	Dangerous When Wet / Oxidizer
Threat to Life	LOW (Rural Area) No apparent health risk.	MEDIUM (Suburban Area) Possible health risk.	HIGH (Urban Area) Apparent or probable health risk.
Fire or Explosive Hazard	LOW (Non-Flammable)	MEDIUM (Combustible)	HIGH (Explosive, Flammable, Oxidizer)
Environmental Impact	MINIMAL	MODERATE	SEVERE
Chemical ID		DOT Placarded Explosive, Class 1.3, 1.4 Gases, Class 2.1, 2.2 Flammable Liquids, Class 3 Flammable Solids, Class 4.1 Toxic Substances, Class 6.1, 6.2 Corrosive Substances, Class 8 Miscellaneous Substances, Class 9 PCBs without Fire EPA Regulated Waste (UNKNOWN MATERIAL) WMD Threat Operating Drug Lab	Explosives, Class 1.1, 1.2, 1.5, 1.6 Poisonous Gases, Class 2.3 Flammable Solids, Class 4.2, 4.3 Oxidizing Substances, Class 5.1, 5.2 Radioactive Materials, Class 7 Chlorine, Flourine Anhydrous Ammonia Organic Pesticides DOT Inhalation Hazard Chemicals EPA Extremely Hazardous Substances Cryogenic Materials PCB's with Fire WMD Attack
Level I Response - Phone advisory, on-site advisory or on-site analysis with 1 to 2 trained HAZMAT personnel. Some on-site testing and hazard categorization. No hot zone activity. Level II Response - Product ID and with on-site testing and hazardous categorization with 3 to 8 personnel. Hazard control as needed. Minimal hot zone activity. Level III Response - Full resources with personnel as needed. Multi-team response available on large scale incidents. Hot zone activity.			TELEPHONE NUMBERS PEP / MOE 1-800-663-3456 CRD HAZMAT (250)-217-2237 Langford Dispatch (250)-478-9555 Saanich Dispatch (250)-475-6111

1.3.1 EHT Advisory Committee

The EHT Advisory Committee comprises of members representing their fire department who collaborate to present a unified voice for the fire services within the CRD EHT. This committee offers guidance and suggestions to the CRD regarding administrative and operational matters pertaining to fire services administration and operations within the EHT. Each fire department within the CRD electoral regions is entitled to one representative.

1.3.2 Team Coordinator

A non-operational position responsible for administrative duties only. The Team Coordinator is the liaison between the Equipment Contractor, the EHT Advisory Group, Operations Working Group, Response Team Leaders, and the CRD. The Team Coordinator is selected by peers and approved by the CRD to be the single voice for the Response Group Leaders and fulfill duties of a Response Group Leader when required.

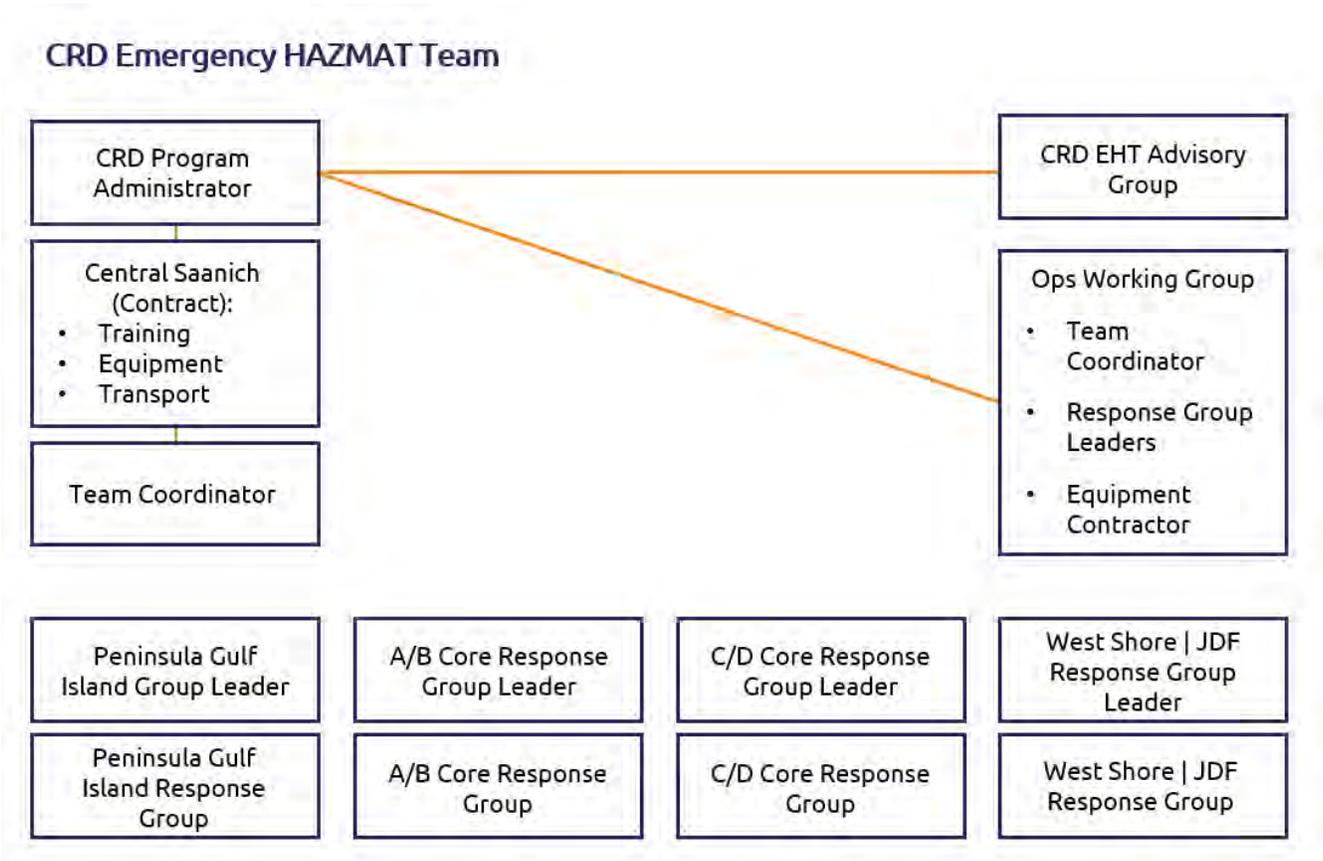
1.3.3 Response Group Team Leaders

Response Group Team Leaders are chosen from within each Response Group by members of that Response Group. There are four Team Leaders representing the needs of their Response Group along with the Team Coordinator that receive a monthly stipend with the condition that they attend Skills Maintenance Session Planning whenever possible. Typically, the Skills Maintenance Session Planning will take place in the afternoon prior to the scheduled training session.

1.3.4 Working Groups

Working groups are created through a motion of the Advisory Group to deal with a specific work/project and provide regular updates to the Advisory Group until such time as the work/ project is complete.

FIGURE #4: CRD EHT ORGANIZATIONAL STRUCTURE



1.4 Assessment of Current Bylaw

As part of this review process, bylaws were reviewed by EMG and where required, recommendations have been presented.

1.4.1 Capital Regional District Bylaw No. 3322

In accordance with the *Local Government Act*, the CRD established a bylaw for the service of HazMat emergency response in the CRD, which includes the electoral areas of Juan De Fuca, Salt Spring Island, and the Southern Gulf Islands, and the municipalities of North Saanich, Sidney, Central Saanich, Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Colwood, Langford, Highlands, Metchosin and Sooke.

The bylaw identifies cost recovery and apportionment of costs by the requisition of money under Section 805 and 806 of the *Local Government Act* to be collected by a property tax value, based on land and improvements levied and collected under Sections 805.1 and 806.1 of the *Local Government Act*.

The bylaw does not identify the minimum level of service, training expectations, or levels of response within the CRD.

1.5 Human Resource Management

Recruitment and retention of EHT team members is multifaceted. The EHT is comprised of career and volunteer members which provides some advantages and disadvantages for the team. The CRD EHT model is unique where 25 fire departments have input into the EHT, with 14 of those departments contributing with assigned members. To maintain an ideal team size of 60 members, the fire department allocation is noted below.

TABLE #1: Fire Department EHT Member Allocation

Core Departments	Team Members
Victoria	13
Oak Bay	4
Esquimalt	2
Saanich	16
West Shore	
View Royal	2
Colwood	2
Langford	5
Sooke	3
Peninsula	
Central Saanich	3
North Saanich	2
Salt Spring Island	2
Pender/Southern Gulf Islands	2
Metchosin	1

In terms of recruitment for the EHT, there is no formal program in place. When a vacancy occurs, interested individuals generally advise their fire chief or team leader within the team that they want to be a member of the EHT.

During the consultation process, there was some frustration within the team regarding training attendance or emergency response. Career members are limited to responding to incidents while on duty while volunteer members are challenged to respond to incidents during the daytime hours from Monday to Friday. Training schedules do not always coincide with a volunteer members work schedule, whereas career members are challenged to attend weekend training due to work scheduling.

At the time of the consultation process, the EHT was short eight (8) members. This may be contributed to the existing recruitment and retention problem facing the fire service. Throughout Canada, it is becoming more of a challenge to recruit members within the fire service. As with many volunteer fire departments, the daytime hours from Monday to Friday are the greatest challenge for volunteer responses due to fact that many volunteer firefighters are attending their primary vocation, school, or taking care of family.

There are numerous potential reasons for leaving a fire department, including:

- No time to volunteer
- Conflicts within the organization
- Organizational leadership created an adverse atmosphere
- Too much training
- Attitude of existing personnel towards newcomers
- Criticism received from officers/ older members
- Lack of camaraderie

While some issues may be uncontrollable, other issues can be mitigated such as conflicts within the organization, leadership, training, attitudes, communication, and camaraderie. It was noted during the consultation process that many of the volunteer members were challenged to attend more than the minimum requirement of training.

Section 1 Recommendation

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 1 – Capital Regional District & EHT Overview				
1	The CRD work with the EHT Advisory Committee to identify a recruitment strategy for the EHT.	13-24 months	Committee Time	Ensuring that the EHT staffing is at full capacity improves the team response model and overall effectiveness.
2	The CRD consider separating the Team Coordinator from the Contractor to schedule training, recruitment, administrator duties, maintaining training, and response records for the EHT.	0-12 months	CRD to determine annual salary	Decreasing the administrative responsibility from the Contractor and revising the Team Coordinator position external to the Contractor will increase records keeping for the CRD.

Section 2



Response Capacity

SECTION 2: RESPONSE CAPACITY

2.1 Current EHT Response Capacity

The ability for CRD leadership to explain the value inherent within the CRD EHT is essential to ensuring the appropriate resources are allocated for emergency response, training, and prevention. Structured data typically are well organized and easily formatted in searchable databases and include incident information, such as incident numbers and response times. Data capture, procurement and preparation are fundamental to assuring sound analytics and data visualization.

There are currently no federal or provincial regulations that mandate the level of HazMat incident response that a municipality must provide. With that, the Province of British Columbia has provided guidance within the British Columbia Hazardous Material Response Plan (2013). This guidance provides that “Local governments with their emergency services...are responsible for operational support to the extent that expertise and resources are available and to the extent that the response functions are within their mandate” (2-2). It is left to the Authority Having Jurisdiction (AHJ) or in this case, the Region being the CRD, to determine the level of HazMat incident response required to address the hazards and risks present within the Region. Ensuring that service delivery aligns with an HRVA is a foundational component of program development and delivery. A regional HRVA should speak to the risks associated with hazardous materials in the region.

Each fire hall in the region has been provided a CRD spill kit. These kits are to be placed in frontline vehicles/ apparatus to assist with the immediate clean-up of minor events. If a fire department uses a kit, they are to contact Central Saanich Fire Department for a replacement.

2.2 Targets and Performance

At this time, little data has been collected to establish baselines, benchmarks, or to set targets and assess performance. The EHT service level targets are informed by industry standards, benchmarks, and leading practice. In British Columbia, and by extension within the CRD, as in many other North American municipalities, service level targets are primarily influenced by the NFPA.

The NFPA is a self-funded, not-for-profit organization based in the United States that delivers codes and standards with the mission of eliminating death, injury, property and economic loss from fire, electrical, and other hazards. Accordingly, two standards exist for response to HazMat incidents; the *NFPA 472: Standard for Competence of Responders to Hazardous Materials/Weapons*

of Mass Destruction Incidents and NFPA 1072: Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications.

Putting in place substantive measures related to assembly of an Effective Response Force (ERF) on-scene at HazMat incidents should be the first step. To this end, there are three basic components that should be used as foundational assessment tools of response capacity and performance for the CRD EHT. These components are availability, capability, and operational effectiveness.

- i. **Availability** — The degree to which the resources are ready and available to respond.
- ii. **Capability** — The ability of deployed resources to manage an incident.
- iii. **Operational Effectiveness** — A product of availability and capability. It is the outcome achieved by the deployed resources or the ability to match resources deployed to the risks to which they are responding.

To thoroughly assess these aspects of HazMat incident response for the CRD EHT, the collection and presentation of data is necessary. This data, at a minimum, should include the type of call, times for crew dispatch, turnout times, arrival on scene, and termination of the response. These times are all significant in assessing performance and can be enriched by additional on-scene operational task times. At present, the full scope of data noted above is not being collected, compiled, and interpreted to the extent that it could be. Increasing efforts in this area could further support development of response capacity for the CRD EHT.

2.2.1 Availability

Under the current deployment model, the availability of the CRD EHT is difficult to quantify. The system relies on a call-out process that does not provide defined numbers of responding personnel, nor does it necessarily delineate the skillsets and experience that will arrive on-scene when personnel assemble. Having a team comprised of 60 personnel should equate to a high level of availability, however the actual availability of the team remains undetermined.

2.2.2 Capability

The CRD EHT provides a reasonable return on investment when it comes to capability. The current Contractor can provide advice remotely regarding response protocols to fire department personnel already on-scene at an incident. The Contractor can/will also respond with the requisite equipment for incident mitigation. It should also be recognized that the personnel who voluntarily join the CRD EHT do so out of a desire to contribute and bring their professionalism and dedication to the team. However, due to limited volume of incident responses, and minimal annual training requirements, a gap does remain within the realm of

capability. This directly correlates to uncertainty around level of training, experience, and expertise of responding personnel.

2.2.3 Operational Effectiveness

Given the current structure of the CRD EHT, a core component of the measure should be the timely on-scene assembly of an ERF. An ERF is defined as the minimum number of firefighters and equipment that must reach a specific emergency incident location within a maximum prescribed time. The maximum prescribed assembly time acts as one indicator of resource deployment efficiency and effectiveness. It is recognized that once on-scene, the CRD EHT has been successful in managing a wide array of HazMat incident types in the past. That said, receiving fire departments within the region are uncertain about who will be coming, when they will arrive, and what levels of expertise they will bring. Being able to convey to all stakeholders what they can expect from the CRD EHT during incident response will be enhanced by communicating expectations around an ERF. This ERF measure is not one currently being monitored, documented, or communicated for the CRD EHT.

In summary, incidents to which the CRD EHT are being deployed, are being mitigated and managed effectively. The approach being utilized is resulting in the protection of lives, property, and the environment.

There are areas for improvement. The ability to properly assess availability, capability, and operational effectiveness as a measure of overall response capacity and effectiveness for the CRD EHT is lacking, which leads to a level of uncertainty amongst all stakeholders. While discussions have occurred around the feasibility of the CRD EHT deploying outside of the current response areas on a fee-for-service model, until such time as the CRD EHT can meet defined parameters around operational effectiveness, these discussions should be deferred. Further, the CRD should look at employing the means to measure effectiveness as a key performance indicator for any future iteration of the CRD EHT.

Collection of this data moving forward will provide all stakeholders with the information necessary to make evidence-based decisions related to the capacity and capabilities of the EHT. This includes the establishment of agreed-upon KPI for the EHT. Many of these KPIs will be descriptive outputs, which can provide trend information related to HazMat incidents and their impacts. While this information can and will provide context, the most impactful performance measure for the EHT will be the speed with which a RAT can be assembled, deployed, and on-scene. Further assembly of an ERF comprised of all positions staffed as per NFPA for on-site Hazardous Materials Team should be employed.

The CRD EHT should prepare for increasing data integration into everyday activities. To gain greater data acuity for responsible decision-making, this should start with training metrics, response times, and incident mitigation stages.

2.3 Demand for Service

With its size and population, the CRD requires a coordinated effort from multiple agencies to effectively respond to emergencies such as HazMat spills. With that, the CRD EHT plays a crucial role in bringing local agencies together to prepare for and respond to these incidents of low frequency, but potentially high consequence.

The total volume of service calls for the CRD EHT was reviewed over a 15-year period (2009-2023). The annual volume of incident response is an average of 3.87 calls for service. The highest incidence of responses was in 2012 with 10 incident responses, and the lowest year was 2019 with 1. The past four years 2020-2023 have seen a steady occurrence of between 4 and 6 incidents per year.

TABLE #2: Number of Incidents per Year

Year	Number of Incidents
2009	2
2010	2
2011	3
2012	10
2013	2
2014	2
2015	4
2016	2
2017	4
2018	5
2019	1
2020	4
2021	6
2022	5
2023	6

Based on the 2023 public facing budget for the CRD EHT of \$352,731.00 the result is a 15-year average cost per incident of \$91,145.00. With that said, the cost per capita in the region for the delivery of this service, at a 2021 population estimate of 432,062 equates to less than a dollar per resident annually (\$0.82). In contrast to the high dollar per incident rate, this per capita would appear to be a reasonable investment in the mitigation of HazMat incidents.

2.4 Benchmarking

Benchmarking identifies areas of needed improvement and strengths. It further helps by using data to make decisions and uncover innovative ways to elevate performance. Benchmarking also provides information that leads to greater accountability and transparency, encourages continuous improvement, and improves consistency. A peripheral comparison of the CRD EHT in comparison to HazMat services provided in Nanaimo, Surrey, Vancouver, and the three North Shore municipalities of North Vancouver City, West Vancouver, and District of North Vancouver was conducted as an initial benchmarking exercise.

The focus of this benchmarking comparison was on the scope of services provided, as well as the differences between their operating models. For the purposes of this analysis, the administrative and operational costs have not been included. This is primarily due to the lack of publicly available information to allow a reasonable comparison of relevant HazMat incident response teams/programs. Further, summary observations from this comparison highlighted the reality that different municipalities deliver HazMat incident response under significantly different models, making direct comparisons difficult and misleading in some cases. Also, the scope and volume of HazMat incidents vary significantly across jurisdictions.

While no one model fits exactly with the operating environment in the CRD, there are elements within each of the models reviewed that could add value and enhance effectiveness and efficiency of service delivery for the CRD EHT.

Nanaimo engages a third-party contractor for HazMat Technician Level responses. However, this model necessitates that Nanaimo Fire Rescue maintains a robust HazMat Operations-Level capacity internally. Initial response and incident mitigation is well within the scope of Nanaimo Fire Rescue, with the third-party contractor 'layering' their services on top of this capacity, to support Nanaimo Fire Rescue with releasing resources to focus on their core services.

Vancouver and *Surrey* are both full-time career urban fire services with personnel trained and assigned to this discipline 24/7/365. Vancouver Fire Rescue Services and the Surrey Fire Service both maintain an on-duty roster of HazMat Technicians, based out of dedicated fire stations. Both entities easily meet and exceed required staffing levels to field an ERF for HazMat incident response.

North Vancouver City, West Vancouver, and District of North Vancouver are commonly referred to as the *North Shore* municipalities within Metro Vancouver. As an outgrowth of their Shared-Services and automatic aid agreement, North Vancouver City provides HazMat response at the Technician Level for all three municipalities. In effect, this equates to having a dedicated HazMat team based out of a single location to better facilitate response and mitigation.

Given the varying models and the unique approach currently utilized for HazMat response within the CRD, it can be challenging to compare performance or benchmark services using key financial and operating metrics. As has been recommended elsewhere in this service review, regardless of the model used by the CRD, the establishment of relevant baselines and benchmarks should be established to measure performance and use data to support evidence-based decision making for the CRD EHT ensuring program effectiveness, efficiency, and sustainability.

2.5 Nucor Environmental Solutions

With the notice from the Central Saanich Fire Department to terminate the existing Hazardous Materials Response Service Agreement effective February 19, 2024, the CRD issued a Notice of Intent to enter into a service agreement with NES. As part of the project scope, EMG met virtually with a NES representative on October 5, 2023.

NES offers round-the-clock emergency response services to a diverse variety of industries. They have highly trained personnel and specialized equipment nationwide which empowers them to effectively address extensive and intricate incidents, whether on land or water.

NES Emergency Response team is able to deploy to industrial, commercial, institutional, marine, rail, and a wide variety of environmental emergencies, which include:

- Biohazard Response
- Confined Space Rescue
- Hazardous Material Response
- Land Spill Response
- Rail Response
- Safety Training & Consulting
- Water Spill Response

Biohazard- The NES team specializes in the implementation of proper decontamination procedures as well as biohazard cleanup work. They have safe work procedures that have been developed by NES Industrial Hygienist and have responded to biohazard responses across

Canada. They keep a current stock of hospital grade disinfectants for viruses, bacteria, moulds, and fungi.

Confined Space Rescue- The NES rescue team members help their clients perform confined space risk assessments, develop rescue plans, and staff confined space projects with trained whole watch and rescue personnel.

Hazardous Materials Response- The NES team works closely with their clients to provide rapid response and containment of HazMat releases, exposure incidents, and illegal dumps, which include:

- Field Level Identification & Risk Assessment
- Containment
- Remediation & Abatement
- Waste Packaging
- Transport & Disposal

Land Fill Response- NES has extensive experience managing land spills with their team capable of mobilizing within hours for large-scale spill response, including:

- Fixed facility incidents
- Rail incidents
- Highway and freight incidents
- Pipeline release

Rail Response- The NES team has extensive, specific, and ongoing rail training and have responded to numerous rail-based incidents across Canada.

Safety Training & Consulting- NES has the resources and ability to train and consult in a variety of subjects.

Water Spill Response- Their team has extensive experience managing releases affecting waterways, both inland and open water, including shoreline cleanup and can mobilize immediately for large-scale release responses, including, but not limited to:

- Oil & Fuel releases
- Damming & Diking
- Shoreline cleanup & management

- Containment boom deployment
- Water salvage operations
- Skimming operations
- Assets decontamination

Health & Safety- Health and Safety is the number one core value for NES and they recognize the importance of training and employing qualified and competent field personnel to ensure safe and healthy work sites. All field staff are trained to industry standards and receive ongoing training upgrades as part of NES’s “Environmental, Health and Safety Program.”

NES has a Certificate of Recognition (COR) which, as per WorkSafe BC, is “...a voluntary employer certification program intended to motivate employers to take a proactive role in occupational health and safety. The COR program recognizes and rewards employers who go beyond the current legal requirements, implement an effective occupational health and safety management system (OHSMS), and pass a certification audit to the standards set out by the Board.”¹ Their COR certified team is highly trained and meets or exceeds relevant regulatory standards.

2.6 Nanaimo Fire Department and NES Agreement

On January 15, 2021, NES and the City of Nanaimo entered into an agreement for the provision of emergency services for the purpose of mitigating a HazMat event which cannot be brought under control by the use of local emergency services (Nanaimo Fire Department) and resources within the City of Nanaimo.

Key definitions within the contract include:

- Best Efforts-means all commercially reasonable efforts consistent with land-based emergency response industry practices and having regard to the information available to NES under the circumstances, the location of the site of the Spill in relation to NES available resources, the size and nature of the Spill or Other Emergency, and the extent of any other commitments NES may have to other parties at the time of the Spill.
- Dangerous Goods-has the meaning given to that term under Section 2 of the *Transportation of Dangerous Goods Act (Canada)*, as amended from time to time.
- Emergency Services-Emergency Services means the provision of Emergency Services and Resources by NES to the City of Nanaimo for the purpose of mitigating a HazMat event

¹ “Certificate of Recognition (COR),” WorkSafeBC, Accessed January 3, 2024, <https://www.worksafebc.com/en/health-safety/create-manage/certificate-recognition>

which cannot be brought under control by the use of local Emergency Services and Resources within the City of Nanaimo.

- Mitigation means operations directed towards removing the immediate risk of exposing people and the environment to a Spill, including assessment and initial recovery of spilled material, and may or may not include incident Remediation.
- Remediation means the reduction of the long-term risk of exposure to hazardous materials, dangerous goods, or waste, to people and the environment, once an incident has been stabilized and mitigated, and includes operations directed towards assessment and final recovery of spilled material by means of waste disposal, site cleanup, and site restoration.
- Spill means a release into the natural environment of waste, contaminants, dangerous goods, or hazardous substances which is prohibited by applicable law.
- Stabilization means operations directed towards containment of a Spill, including detecting, assessing, stopping, and containing actual or potential Spills in order to reduce the risk of chemical exposure to people and the environment, and may or may not include incident Mitigation or Remediation.

The agreement further identifies that a post review be requested between the parties; this can occur to identify any gaps. The notification of NES is clearly identified within the contract. Further identified is that NES does not guarantee that its provision of Emergency Services will partially or fully ameliorate or remedy the hazardous conditions caused by the Spill or Contaminated Waste.

Operator responsibility, standards of performance, remediation work, and fees are also clearly identified within the agreement.

To better understand the working agreement between the City of Nanaimo and NES, EMG conducted a virtual meeting with an NES representative on October 5, 2023. EMG was informed of the scope of services that NES provided. A summary of the key points discussed in the meeting are identified below.

- There is a focus on “phone a friend” during a call and to assist them with advice, direction, or expertise to allow the Nanaimo Fire Rescue to return to their stations and resume normal duties and/or be response ready for an emergency. The teams on the lower mainland are more focused on derailments, vehicle rollovers (fuel trucks), etc.
- NES can leverage 20-25 responders in the field quickly and they also partner with other groups to pull resources from.

- It takes 60-90 minutes to be road ready. NES responds out of Maple Bay and not Nanaimo. They do have portions of their team that can be on the ground from Parkside and Nanaimo.
- The Malahat Road is a concern. The abatement team from Langford will be the boots on the ground initially.
- The best model would be a local team with immediate access to the CRD as a whole with the layer that NES is requested to take over the incident so the EHT can return to their normal duties.
- NES does not have equipment readily available for the Greater Victoria Area and they would have to have a trailer and resources placed there, but a localized team is in a better position to respond immediately.
- If NES were to be the primary responder to HazMat incidents, it would be huge shift and large impact to their existing call volume.

On the 16th of October 2023, EMG convened a virtual meeting with Nanaimo Fire Chief, Tim Doyle, with the objective of enhancing our understanding regarding the services rendered by NES. Chief Doyle provided the following valuable insights during the session:

- With over 100 firefighters, the Nanaimo Fire Rescue was never trained to the Technician Level and had to decide on adding another core discipline to their department with the stringent requirements required for Technicians.
- The Nanaimo Fire Rescue decided to train to and exceed the Operations Level of training. The Nanaimo Fire Rescue also has some HazMat equipment that would be required for Technicians, with Nanaimo Fire Rescue staff being trained and competent in their use.
- NES works with the City of Nanaimo for all their HazMat incidents, help with Parks and Rec, etc.
- Past experience with NES was positive as Nanaimo Fire Rescue conducted Operations Level response and NES conducted Technician and remediation services.
- Nanaimo Fire Rescue has invested heavily into their Operations equipment and has an extensive list of Technician equipment.
- Nanaimo Fire Rescue recognized that Technician Level training would be a significant requirement for staff.
- Nanaimo Fire Rescue is pleased with the costing model in the agreement.

2.6.1 Nanaimo and NES Synopsis

It is evident that NES is well versed in delivery of HazMat response, mitigation, and remediation. The model with the Nanaimo Fire Rescue and NES works very well as NES can respond quickly from Maple Bay. There is a question about potential incidents on the Malahat highway and the ability of NES to respond to the Greater Victoria Area. During the virtual meeting with the NES representative, there was not a clear path on where equipment would be housed/stored if NES were to be the primary responder for HazMat incidents for the CRD.

EMG strongly believes that the model used with the Nanaimo Fire Rescue is successful due to the robust training and equipment for an Operations Level of service and the ability for the NES team to be onsite from Maple Bay within a 60–90-minute timeframe.

During this consultation process, EMG believes that the NES response model for the Nanaimo Fire Rescue would be hard to replicate with the CRD. Exploring this option is identified as Option Four in the service level recommendations.

2.7 Dispatching Processes & Protocols

The ability for CRD EHT to effectively deploy in response to HazMat incidents relies on timely dispatch and notification. Having in-place a structured, standardized set of procedures that reduce risk and complexity allows responding resources such as the CRD EHT to provide critical support and incident mitigation. This is an area where efforts have been made to improve the processes and protocols, yet gaps continue to exist. Regardless of the deployment model selected for the CRD EHT, efforts should be directed at an analysis of the processes and protocols currently in use and contrasted with industry best practice and standards. Opportunities exist to incorporate current technology and to align approaches for consistency and continuity of service.

Currently, response to HazMat incidents will most often be initiated through the provincial public safety answering point (PSAP) E-Comm 911 service. The incident is then transferred to the respective municipal fire department via one of two fire dispatch services within the CRD – Saanich Fire Dispatch Centre or Surrey Fire Regional Dispatch. Once the host fire department receives the incident and responds with resources, as the AHJ and as a recipient of the CRD EHT services, a request can then be placed for activation/deployment of the CRD EHT. At this time, the typical process is to connect a HazMat Technician from Central Saanich with the on-scene AHJ representative to further assess and determine the appropriate resource deployment.

2.7.1 Saanich Fire Dispatch Centre

The Saanich Fire Dispatch Centre receives, processes and dispatches emergency and non-emergency calls for 18 regional departments, serving over 200,000 residents. A relationship exists between Saanich Fire Dispatch and E-Comm 911 that supports software and technology to manage the delivery of this service.

2.7.2 Surrey Fire Regional Dispatch

Surrey Fire Regional Dispatch provides call-taking and dispatch for the Surrey Fire Service and several other municipalities across British Columbia. The Surrey Fire Dispatch delivers dispatching services to multiple fire departments covering over 25% of the BC population for fire dispatch. Several municipal fire services within the CRD are Surrey Fire Service clients.

2.7.3 CRD EHT Activation

Following the incident being pushed to the responding AHJ, the actual activation and deployment of the CRD EHT at this point becomes more complex. There are gaps in terms of a consistent approach from regional fire departments around deployment of on-duty or off-duty career personnel, communications fan out to EHT members from Paid-On-Call/Volunteer Fire Departments, and the lack of a system to confirm both availability of personnel pre-incident and confirmation on who is responding. The infrastructure piece whereby actual dispatching of resources is done by two separate entities (Saanich & Surrey) can also add complexity to field deployment of a functional CRD EHT. Streamlining and clarifying the dispatch and notification process and communicating this to all stakeholders should be a priority for any future iteration of the CRD EHT.

Section 2 Recommendations

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 2 – Response Capacity				
3	The CRD EHT should focus efforts on response capacity within the CRD, and not look to provide services outside this geographic area.	0-12 months	CRD Staff Time	The capacity does not currently exist, and the systems are not in place for this model to be effective.
4	The CRD should look to incorporate a wholesome approach to data analysis for the CRD EHT. This data should include Dispatch Time, Turn Out Time, overall Response Time, and Incident On-Scene Time. This will require careful data collection, attention to detail, access to statistical programs, and skills in result interpretation.	0-12 months	CRD Staff Time	This recommendation applies what is industry best-practice for fire & emergency services to this specific service delivery area.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
5	The CRD should assess the feasibility of entering a relationship with a third-party contractor to support any future CRD EHT model. This third-party contractor could provide specialized technical support remotely, and/or become the designated and recommended incident mitigation service provider. This would allow the CRD EHT to transition site mitigation and clean up, thereby transitioning regional firefighting resources back into service sooner.	0-12 months	CRD/ Advisory Committee Time	This model is based on, yet differs slightly from, the model being used between Nanaimo Fire Rescue and NES.
6	The CRD should assess the feasibility of leveraging the on-duty firefighting personnel in the Region for initial response. Given the number of personnel required for a RAT, and the remainder needed for a Technician-Level HazMat response, the deployment model could be transitioned to a layered one, with on-duty firefighting staff initial deployment and subsequent request of off-duty personnel as/when the need requires.	0-12 months	CRD/ Advisory Committee Time	This model incorporates elements used in Vancouver and Surrey, where HazMat Team members at assigned fire stations comprise the initial deployment. Once assessments are complete, additional resources can be requested. This provides a level of certainty with who is coming, how many are responding, and anticipated response times.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
7	Through an RFP process, the CRD should look to engage a fire department in the region interested and able to provide the CRD with an effective EHT. Administrative and operational oversight would be streamlined in this process, allowing the CRD to provide a strategic lens to the support it provides.	13-24 months	RFP to Determine	This model mirrors the relationship in place on the North Shore of Metro Vancouver, whereby one fire department provides HazMat incident response for all three municipalities. It is believed there are fire departments in the CRD with the capacity to provide this service.
8	Establish an agreed-upon approach that is consistent and clearly communicated across the region regarding team member availability and activation processes and protocols.	0-12 months	CRD/ Advisory Committee Time	To reduce the complexity of deploying the EHT to incidents
9	Research and identify a communications solution to ensure any team member notification or activation is widespread and available to all team members	13-24 months	CRD/ Advisory Committee Time	Technology solutions exist to support this and can also support a dashboard that conveys member availability and response times.
10	Ensure processes and protocols for the dispatching of resources is consistent and clear between both Saanich and Surrey dispatch centers.	13-24 months	CRD/ Advisory Committee Time	To reduce the complexity of deploying the EHT to incidents.

Section 3

Administrative Practices



SECTION 3: ADMINISTRATIVE PRACTICES

The overall administration and operational management of the EHT resides with the CRD. This includes service oversight, contract management, budget development, finance approvals, equipment, assets, and record keeping.

This administrative process is significant and requires engagement and communication with 25 participating fire services/municipalities. Of this number, 14 are actively vested with the CRD EHT through the commitment of fire service personnel to the team, with the remaining 11 being involved as CRD EHT service delivery recipients.

Within the CRD EHT, there are three distinct levels of administration (CRD Program Administration, Primary Contractor, Team Coordinator). In addition, two advisory/ support functions provide input directly to the CRD, these being the CRD EHT Advisory Committee made up of all 25 participating entities, and the Operations Working Group with representation from CRD, Team Coordinator, Primary Contractor, and the Response Group Leaders. The final segment of this organizational structure is the four geographically allocated functional response groups, each with a designated Response Group Leader. The four response groups combined make up the 60 team members. The composition and size of the CRD EHT can lead to challenges with consistency, communications, and coordination.

Team Size

The CRD will endeavor to maintain a team strength of 60 members.

The distribution of team members will be as follows:

Group	Distribution of Team Members
Core Response	35
West Shore JDF	11
Peninsula	10
Equipment Contractor	4
Total	60

Opportunities for improvements centered on inclusion, engagement, and communications exist within the current organizational structure. However, given some of the complexity within this structure and the natural inclination to segment operations by function, the presence of organizational silos may be impacting the overall vision and mission of the CRD EHT. Within this

report, service delivery options and subsequent recommendations seek to address and minimize these barriers to the success and sustainability of HazMat incident response in the CRD. Regardless of the direction taken in the future, the recommendation within this section can assist with streamlining these processes.

3.1 Operational Context

The EHT operates within the CRD, under the authority of Section 796 of the *Local Government Act* as articulated within the key document: Capital Regional District Bylaw No. 3322. This document is also referenced as the Capital Regional District Hazardous Materials Incident Response Service Establishment Bylaw No. 1, 2006. Following is an excerpt of the establishing bylaw:

CAPITAL REGIONAL DISTRICT BYLAW NO. 3322

NOW THEREFORE the Board of the Capital Regional District in open meeting assembled enacts as follows:

Service

1. The Service of preparation for a hazardous materials emergency and providing for a system of response to hazardous material emergency incidents in the Capital Regional District is hereby established.

Boundaries

2. The boundaries of the service are coterminous with the boundaries of the Capital Regional District.

Participating Area

3. The electoral areas of Juan de Fuca, Salt Spring Island and the Southern Gulf Islands and the municipalities of North Saanich, Sidney, Central Saanich, Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Colwood, Langford, Highlands, Metchosin and Sooke are the participating areas for this service.

This establishing bylaw for the EHT was adopted on October 6th, 2006.

While contract management is a key administrative process for the CRD EHT, efforts should be directed towards identifying, collecting, and interpreting data related to the delivery of HazMat incident response in the CRD. Oversight of service delivery should be an organizational priority. The use of data in this way will support evidence-based decision making to ensure effectiveness and efficiency of the CRD EHT.

Analyzing response data is valuable to the CRD as it lays the groundwork for improving future responses, optimizing resource allocation from participating fire departments, and enhances the overall performance of the EHT. Regularly reviewing past incidents allows the EHT to learn from their experiences which facilitates a continuous improvement in response and training. The collection of accurate data serves as legal documentation that demonstrates compliance to legislation and standards.

Section 3 Recommendations

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 3 – Administrative Practices				
11	The CRD should review recent HRVAs conducted for the region and/or specific municipalities to ensure the level of service delivery being provided aligns with the hazard and risks identified.	13-24 Months	CRD/ Participating Fire Depts Time	It is an accepted premise that the completion of an HRVA assists communities to make risk-based choices that thereby address local vulnerabilities, mitigate hazards, and respond to and recover from hazard impacts. Aligning the delivery of HazMat incident response to a regional HRVA is a best-practice.
12	The CRD and EHT Advisory Committee should identify which data to collect and interpret related to the delivery of HazMat incident response in the CRD.	0-12 months	CRD/ Advisory Committee Time	The collection of detailed data enables informed decision-making and contributes to continuous improvement in the management of the EHT.



Section 4

**Policies, Directions and
Operational Guidelines**

SECTION 4: POLICIES, DIRECTIVES, AND OPERATIONAL GUIDELINES

4.1 Operational Guidelines Review

This section will explore the OGs of the CRD EHT. Analyzing the OGs of the CRD EHT in conjunction with the NFPA 472 *Standard for Competence of Responders to Hazardous Materials / Weapons of Mass Destruction Incidents*, 2018 as well as the NFPA 1072 *Standard for Hazardous Materials / Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications*, 2017 will identify existing gaps.

Examining the OGs in accordance with NFPA 472, which identifies the competencies essential for responders in HazMat incidents, will assist in pinpointing any deficiencies or areas in need of enhancement. It is imperative to ensure that the team's protocols align with the most recent edition of NFPA 472 to uphold current and effective response capabilities.

Furthermore, a comparison between the OGs and NFPA 1072, providing detailed professional qualifications for hazardous materials emergency response personnel, guarantees that team members adhere to the standards outlined in the 2017 edition. This involves verifying that personnel possess the requisite knowledge, skills, and abilities as stipulated by NFPA guidelines.

Policies and guidelines have immense value for an emergency service. They are the critical foundation for the emergency services success.

- A **policy** is a high-level statement that expects consistent compliance. It permits very little to no flexibility.
- A **guideline** is a standard with an acceptable level of quality or attainment. It provides direction on how to act in each situation with non-mandatory controls.
- A **procedure** is a requirement with an acceptable level of quality or accomplishment in a series of detailed steps to accomplish an end. There are step-by-step instructions for execution and completion.

The CRD has operational guidelines for the following:

- Administration
 - Program Administration
 - Standard of Response
 - Incident Readiness/ Vehicle Equipment Maintenance

- Equipment Testing and Operations
- Equipment Acquisition
- Dispute Resolution Procedure
- Safety
 - Safety Program
 - Medical Surveillance
- Training
 - Training Program
- Operations
 - Dispatch
 - Communication
 - Member Responses to Incidents
 - Incident Response
 - Decontamination Procedure
 - Reconnaissance Procedure
 - Personal Protective Equipment
 - Response to Criminal Events
 - Response to Radiation Events
 - Grounding and Bonding
- Post Incident
 - Incident Documentation
 - After Action Report
 - Cost Recovery

To ensure all the OGs are current, they need to be reviewed and revised on an ongoing basis as circumstances will change amongst the participating fire departments. The *Hazardous Materials Emergency Response Program, Overview for Fire Departments* is dated, and all OGs should be reviewed with the date of review noted on the final version.

Reviewing the OGs can be an incredibly detailed and very involved process; due to the complexities of the EHT with 25 fire departments involved, and it would be in the best interest

of the CRD to create a working committee with the HazMat Advisory Committee to review and complete within a 12-month period. The CRD should also develop a TOR for this committee.

In addition to the OGs, the CRD has a *Hazardous Materials Emergency Response Program, Overview for Fire Departments* within the CRD (2012). Within this document a statement of service was developed by the HazMat Program's Working Group which states;

"The CRD Emergency HazMat Team (EHT) supports local jurisdictions by providing professionally trained and equipped HazMat technicians for working in hazardous material environments (the hot zone). The CRD EHT does this by:

- *Assessment of unknown products,*
- *Providing technical advice on response,*
- *Providing information and recommendations on public safety around a HazMat incident,*
- *Providing information and recommendations on supportive actions outside the hot zone,*
- *Remaining on scene until a responsible party can assume control, and*

The CRD EHT is an independent operational unit, whose team leader will work under the overall direction of the scene incident commander.

4.2 SOG 1-004 Incident Readiness

This OG is to establish the vehicle and maintenance procedures by the CRD EHT to ensure a state of readiness of equipment and apparatus. This OG includes an inventory list for the HazMat trailer and truck.

In terms of inventory, a practical and innovative solution to address visibility challenges arising from moisture buildup for first responders wearing fully encapsulating Level "A" or "B" suits is to attach a feminine sanitary napkin to the helmet. This strategy is in line with the best practice of improving the field of view for emergency responders in difficult conditions.

By leveraging the absorbent properties of the napkin and its adhesive strip, responders can effectively clear the clear plastic screen on the encapsulating suit without having to remove their hand from the suit to wipe away moisture. This uncomplicated yet efficient solution underscores a commitment to the safety and effectiveness of emergency responders confronting potentially hazardous situations.

Moreover, this action aligns with the principles of adaptability and resourcefulness, crucial facets of emergency response, and could be considered a valuable addition to OGs. It is

advisable to document this practice within the OGs to ensure that all team members are aware of and trained in this practical technique.

4.3 SOG 3-001 Training Program

OG 3-001 Training Program lists minimum qualifications as "All CRD EHT members will be trained to "National Fire Protection Association (NFPA) 472 Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents" and certified through a Pro Board or International Fire Service Accreditation Congress (IFSAC) accredited agency. Support personnel shall be certified to Operational and Awareness Level training."²

The EHT training program is focused on the Technician Level, and OG 3-0001 identifies the three different training levels.

1. **NFPA 472 Awareness**-This level of training provides the skill and knowledge for responders to identify a HazMat incident, begin site control measures, and begin to collect pertinent information for higher level responders. Awareness is the minimum level of training required for any member responding to a HazMat incident in which the CRD EHT is deployed. It is also the minimum requirement for an incident commander.
2. **NFPA 472 Operational**- In addition to the knowledge and skills in the Awareness Level, Operational Level responders have the skills and knowledge to undertake defensive control measures at a HAMAT incident.
3. **NFPA 472 Technician**-In addition to the knowledge and skills in the Operations Level, Technician Level responders have the knowledge and skills to undertake complex offensive control measures to mitigate HazMat incidents.

Operational guideline OG 3-001 Training Program states under Levels of Training: "**NFPA 472 Awareness** - This level of training provides the skill and knowledge for responders to identify a hazardous materials incident, begin site control measures, and begin to collect pertinent information for higher level responders. Awareness is the minimum level of training required for any member responding to a Hazardous materials incident in which the CRD EHT is deployed. It is also the minimum requirement for an incident commander."³

EMG agrees that the Incident Commander should, at a minimum, possess NFPA 1072 Awareness Level training as a prudent measure to establish a fundamental understanding of HazMat

² "Training Operational Guideline 3-001 – CRD Emergency HazMat Team," 2012, p.1

³ "Training Operational Guideline 3-001 – CRD Emergency HazMat Team," 2020, p.1

incidents. However, it is vital to prevent any confusion with the prerequisites for the HazMat sector officer.⁴

In scenarios where the Incident Commander has not specifically designated a particular HazMat sector, it is advisable for both the HazMat sector and the overall Incident Commander to possess training and certification up to the NFPA 1072 Technician Level. This heightened level of training provides them with more comprehensive knowledge and skills, ensuring a proficient response to intricate HazMat incidents.

This approach also recognizes the specialized nature of managing HazMat incidents and guarantees that individuals in leadership roles within the incident possess the requisite expertise to make well-informed decisions. It aligns with the emphasis on professional qualifications identified in NFPA 1072 and contributes significantly to the overall efficiency and safety of emergency responses.

Regardless of the type of incident, the Incident Commander should be trained and competent in hazardous materials as the Incident Commander is expected to understand the types of resources required for the incident when formulating an incident action plan.

Section 23 of the *Workers Compensation Act* (RSBC 2019) identifies the general duties of a supervisor.

23 (1) Every supervisor must

- (a) ensure the health and safety of all workers under the direct supervision of the supervisor,
- (b) be knowledgeable about the OHS provisions and those regulations applicable to the work being supervised, and
- (c) comply with the OHS provisions, the regulations and any applicable orders.

(2) Without limiting subsection (1), a supervisor must

- (a) ensure that the workers under the supervisor's direct supervision
 - (i) are made aware of all known or reasonably foreseeable health or safety hazards in the area where they work, and
 - (ii) comply with the OHS provisions, the regulations and any applicable orders,

⁴ Supported by NFPA 1072 Standard for Hazardous Materials / Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications 2017 Edition

(b) consult and cooperate with the joint committee or worker health and safety representative for the workplace, and

(c) cooperate with the Board, officers of the Board and any other person carrying out a duty under the OHS provisions or the regulations.⁵

4.3.1 Skills Maintenance

As per OG 3-001, the skills maintenance training composes of two streams – skill maintenance Full Day, and Remote Learning. Each are intended to reinforce the competency of members and provide continuous learning opportunities to enhance existing training certifications. The skill maintenance Full Day and Remote Learning training is approved in advance and funded by the CRD. This includes:

- **Full Day** - The skill maintenance training sessions or scenarios that take place a minimum of four (4) times per year. Each session will be one (1) full day (8-hours) in duration. The Contractor is responsible for planning and scheduling the skill maintenance training sessions in consultation with the Operations Working Group and the CRD.
- **Remote Learning** -The remote learning opportunities may be provided directly to team members in addition to, or lieu of full day sessions depending on environmental and/or financial circumstances. Remote learning lesson packages will be emailed directly to team members by the Contractor and are intended to be completed by the team member, while on-duty, and with the approval of their supervisor. Lesson packages shall be designed so that the lesson can be completed in a one-hour class. Additionally, all Technicians are required to complete assigned remote learning lessons and return to the Contractor within 30 days of assignment.
- **Attendance** - EHT members will be provided with multiple annual refresher training opportunities to maintain their level of competency and at a minimum must attend at least one (1) skill maintenance training session every 12 months. Members who are unable to meet the minimum standard within the preceding 12-month period must receive permission from the CRD through the Contractor to remain on the team. The CRD will take into consideration the specific circumstances of each member in determining whether the member can remain on the team.

Adopting the latest NFPA standards in EHT emergency response operations and operational guidelines offers several compelling benefits:

⁵ Workers Compensation Act (RSBC 2019)

- **Updated Best Practices:** The NFPA standards undergo regular revisions to integrate the latest research, technology, and best practices in the field. By adopting the latest standards, the CRD ensures that the EHT procedures align with the most current and effective approaches to emergency response.
- **Legal Compliance:** NFPA standards often serve as a benchmark for legal regulations and compliance. Adhering to the latest standards helps ensure that the CRD EHT operations meet or surpass legal requirements, reducing the risk of non-compliance and associated consequences.
- **Enhanced Safety:** The primary focus of NFPA standards is on safety. Staying current with these standards involves incorporating the latest safety protocols and technologies, contributing to a safer working environment for team members and the public.
- **Industry Recognition:** Adhering to the latest NFPA standards enhances the CRD EHT credibility within the fire service community. It signals a commitment to excellence and adherence to recognized industry norms.
- **Insurance and Liability:** Insurance providers frequently consider adherence to industry standards when assessing risk. By aligning with the latest NFPA standards, the CRD could positively impact insurance premiums and demonstrate a proactive approach to risk management, potentially reducing liability.
- **Continuous Improvement:** NFPA standards evolve based on lessons learned from incidents, technological advancements, and research. Embracing the latest standards reflects a commitment to continuous improvement.

4.4 OG 4-004 Incident Response

Within this OG, the IAP identifies that once site control measures are in place to ensure the immediate threat of the incident is controlled, the CRD EHT Team Leader must begin to develop an IAP. The IAP includes the following:

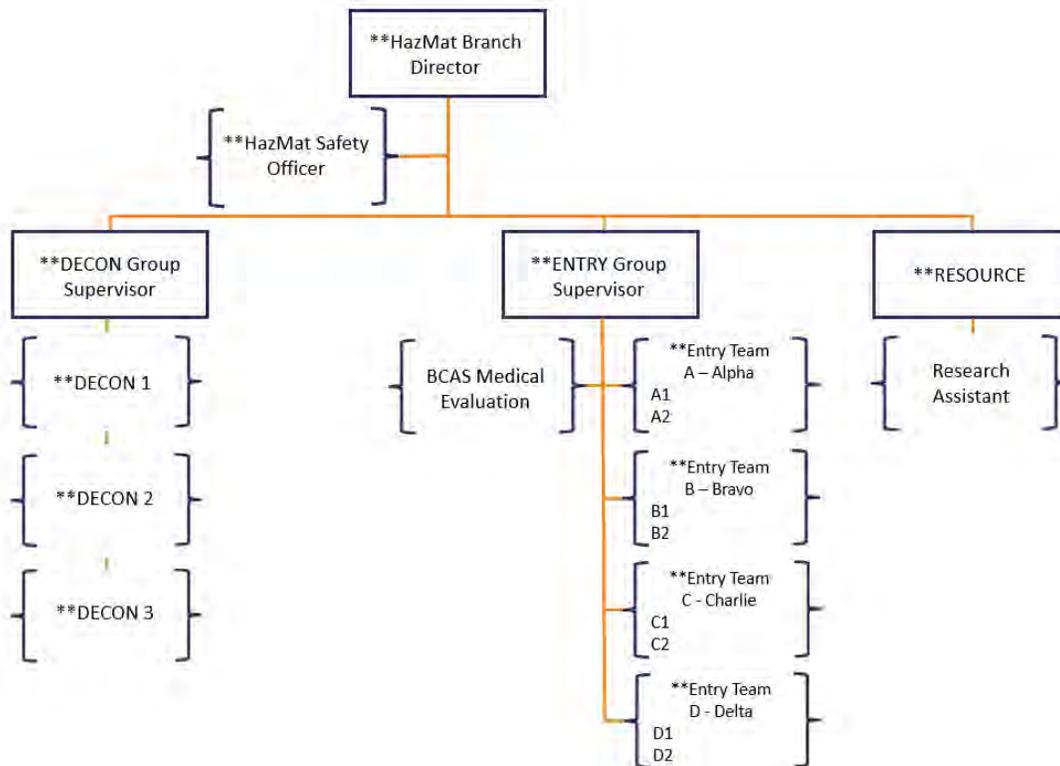
- Analyze available information.
- Examine mitigation options.
- Coordination of available resources.
- The formulation of a plan to produce a favorable outcome by choosing the best available strategic goals and tactical objectives.

Further to this, the OG states, “The CRD EHT Incident Action Plan will be discussed with the Incident Commander (IC) prior to implementation to ensure it is consistent with the overall incident.”

EMG recommends revising the paragraph to read, NFPA 1561 *Standard on Emergency Services Incident Management System and Command Safety*, (2020) states, "The incident commander shall be responsible for developing and/or approving an incident action plan (IAP)."⁶

The operational guideline provides the HazMat branch diagram as noted below:

FIGURE #5: HAZMAT BRANCH DIAGRAM



The type of decontamination (DECON) operations conducted at an incident are determined by a variety of factors including but not limited to;

- Number of people requiring decontamination.
- Type of hazardous materials involved.
- Weather (washing off contaminants with a hose stream may not be a viable option in cold temperatures).

⁶ NFPA 1561 Standard on Emergency Services Incident Management System and Command Safety, (2020). Section 5.3.16.1

- Personnel and equipment available.⁷

EMG suggests that the organizational chart be eliminated so the Incident Commander and the DECON Officer can set configure it based on the situation presented to them. Alternatively, the organizational chart be revised to include: two (2) doffers in the warm zone, one (1) doffer in the cold zone, and one (1) member in the warm zone verifying the effectiveness of the DECON process. DECON operations should be verified using appropriate monitoring and detection equipment.⁸

4.5 OG 4-005 Decontamination Procedures

There is no mention of the removal of clothing within this OG, while IFSTA (2017) states, “When conducting DECON of victims, the more clothing removed the better (disrobing is effective DECON in itself). Unless a victim is soaked in some -thing that would penetrate the outer clothing and into their underwear, there is no real need to have people disrobe completely.”⁹

4.5.1 BCAS and Regional Health Authority Systems

Transfer of civilian and responder patients to the British Columbia Ambulance Service (BCAS) and subsequently to the Vancouver Island Health Authority (VIHA) requires detailed, timely procedures, and communication. All patients must be fully decontaminated and packaged in a disposable non-encapsulating Level ‘B’ suit prior to transfer to BCAS. EMG suggests that this section of the OG be reviewed and revised to replace the Level ‘B’ suit to a Level ‘C’ TYVEK suite before transfer to BCAS.¹⁰

4.6 OG 4-007 Personal Protective Equipment

This OG identifies the parameters for the use of a Level “A” suit, and what constitutes Level “A” PPE. If the wearer of a level “A” or “B” suit suffers a tear in the suit, an emergency repair can be done with very little effort and in a short period of time. The person who has suffered the tear can affix ChemTape¹¹ to the tear from the inside and their partner can affix their ChemTape from their right thigh to the outside over the tear. This down range repair will provide the best opportunity for the wearer to exit the hot zone and time to go through the DECON process.

⁷ Hazardous Materials for First Responders, 2017

⁸ Hazardous Materials for First Responders 2017

⁹ IFSTA, Hazardous Materials for First Responders, 2017, p. 506

¹⁰ OG 4-005 Decontamination Procedures, p.4 of 5

¹¹ “ChemTape®, Chemical Protection,” Kappler, Accessed January 4, 2024, <https://www.kappler.com/products/chemtape>.

Note: ChemTape is a patented chemical-resistant tape that is designed specifically for protective apparel.

Section 4 Recommendations

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 4 – Policies, Directives and Operational Guidelines				
13	The CRD to create a working committee with the HazMat Advisory Committee to review the OGs and complete the review within a 12-month period. The CRD should also develop a TOR for this committee.	0-12 Month	Working Group Time	This ensures that the OGs are current and relevant. The TOR will provide details such as committee members, meeting schedules, etc.
14	OG 1-004 – It is suggested that “Feminine Sanitary Napkins” be added to page 7 of the check list in proximity to the coveralls, helmets, and radio vests.	0-12 months	Working Group Time	Through the use of sanitary napkins, the responder does not have to remove their hand from the suit to wipe the moisture.
15	Incorporate NFPA 1072 Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications (2017) and NFPA 472 Standard for Competence of Responders to Hazardous Materials/ Weapons of Mass Destruction Incidents (2018) into the training and operations of the CRD EHT.	0-12 months	Working Group Time	Adopting the latest NFPA standards in EHT emergency response operations and OGs ensures compliance to industry standards.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
16	Revise OG 3-001 to clarify the qualifications of the Incident Commander versus the HazMat sector commander.	0-12 months	Working Group Time	The scene Incident Commander should have the in-depth knowledge to make informed decisions.
17	Revise OG 4-004 Incident Response to read, "The CRD EHT Incident Action Plan (IAP) should undergo thorough discussion, review and approval by the Incident Commander before implementation. This requirement ensures that the IAP aligns with established protocols and is consistent with the overall incident, contributing to the effective and safe management of hazardous materials incidents."	0-12 months	Working Group Time	As per NFPA 1561, the Incident Commander shall be responsible for developing and/or approving an IAP.
18	Revise OG 4-004 Incident Response organizational chart to include two (2) doffers in the warm zone, one (1) doffer in the cold zone and one (1) EHT member in the warm zone to verify the effectiveness of the decon process.	0-12 months	Working Group Time	Based on industry best practices.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
19	Revise OG 4-005 Decontamination Procedures to having civilians remove clothing.	0-12 months	Working Group Time	Industry best practices dictates that the more clothing removed the better, and unless a person is soaked in a penetrating product there is no reason to disrobe completely.
20	Revise OG 4-005 Decontamination Procedures to include the use of a Level 'C' TYVEK suit for patient transfer to BCAS.	0-12 months	Working Group Time	Based upon industry practices.
21	Revise OG 4-007 Personal Protective Equipment to include two (2) twelve inches of ChemTape as part of the Level "A" and "B" inventory.	0-12 months	Working Group Time	If the wearer of a Level "A" or "B" suit suffers a tear, an immediate repair can be made.

Section 5

Trends and Response Types



SECTION 5: RESPONSE TRENDS AND RESPONSE TYPES

EMG analyzed the call volume for the EHT from 2009-2023. Analyzing call volume data over an extended period can offer valuable insight and benefits for the CRD and enables evidence-based decision making. This data can provide insight into trends and patterns which can help with future resource and equipment allocation. Analyzing the response data will also help the EHT training program focus on specific types of emergencies that occur regularly or the ones that pose a high risk to the community.

5.1 Incident Reports Review

Understanding the frequency and nature of the HazMat incidents allows the CRD EHT to proactively plan for potential scenarios and work towards developing response protocols, along with coordinating with other emergency services such as Health, EMS, ENV, and Law Enforcement to enhance overall preparedness.

By conducting a regular analysis of the call volume data, the CRD can refine procedures, update the training program, make adjustments to OGs, and establish performance metrics.

As noted in Table #3, apart from 2012, on average the CRD EHT responds to around four (4) incidents annually. Following that, Table #4 shows the call volume from 2009-2023.

TABLE #3: Call Volume 2009 - 2023

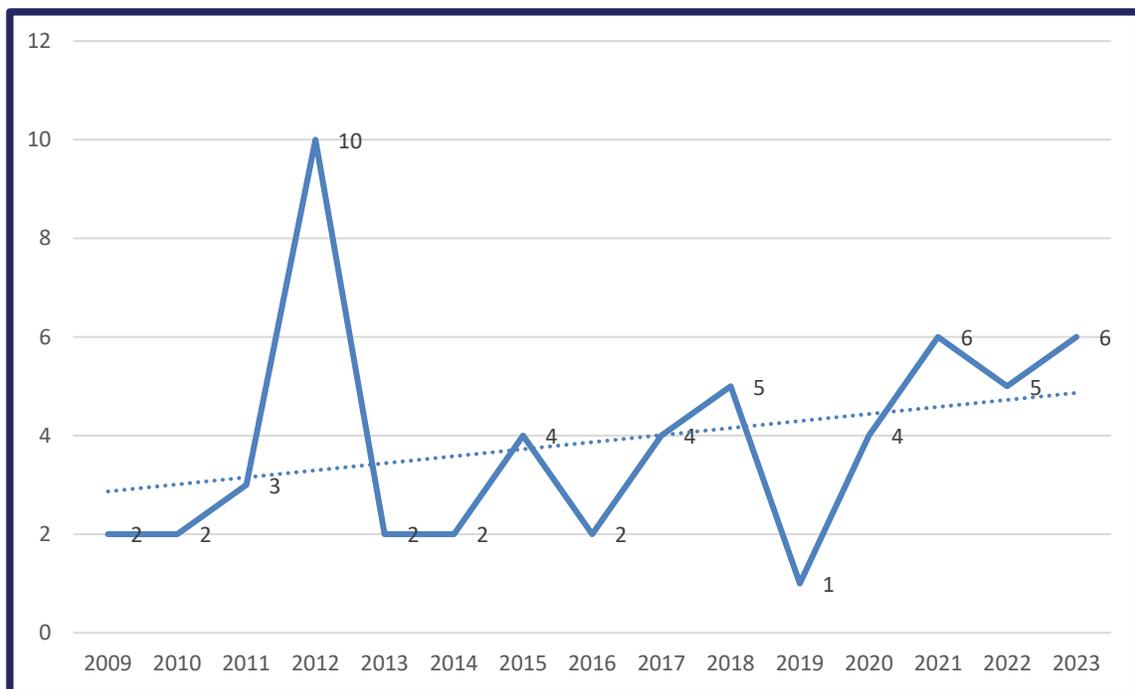
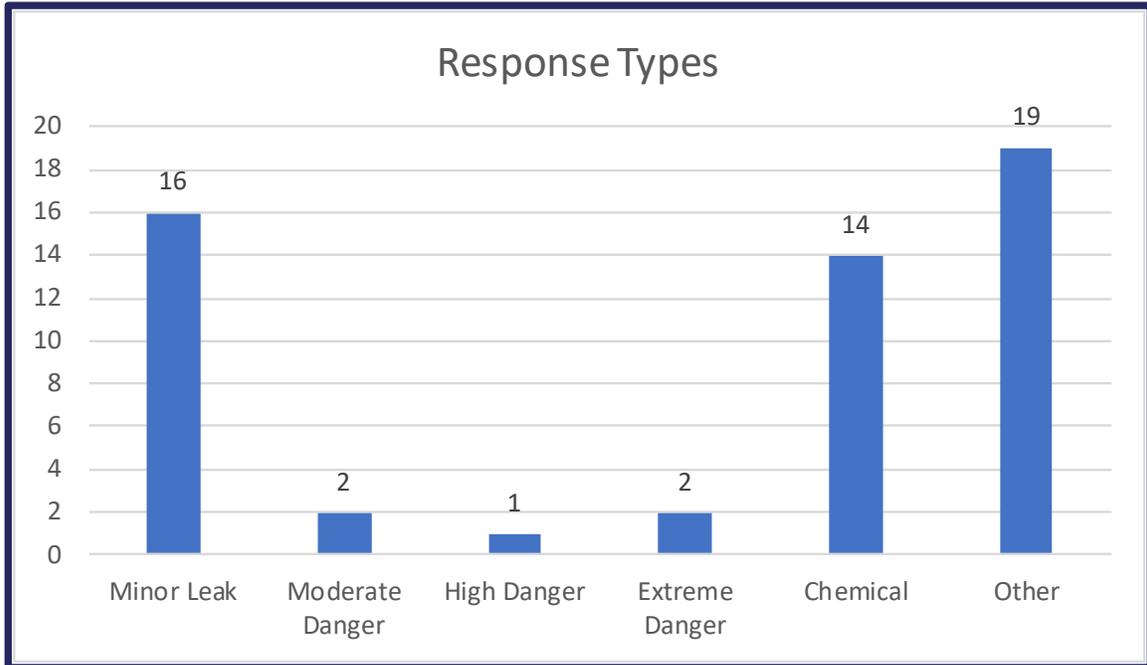


TABLE #4: Response Types 2009- 2023



Notably, minor leaks and chemical spills make up most calls with the high danger and extreme dangerous incidents being a rare occurrence. The other classification types consist of a variety of incidents which do not fall within the other categories.

There was a total of 35 calls that recorded 126.54 hours of deployment with an average of 3:36 hours per incident of EHT deployment, with 287 technicians responding to 37 incidents. The average call for deployment was 7.75 staff per incident and on average there were 7.75 technicians on scene for 3.5 hours for minor leak incidents.

The data analysis revealed that 62% of the CRD EHT incidents occur in the greater Victoria region with 11 incidents resulting in no deployment of Technicians. Table #4 identifies the location percentage and Figure hot spots for incidents.

TABLE #5: Incident Locations

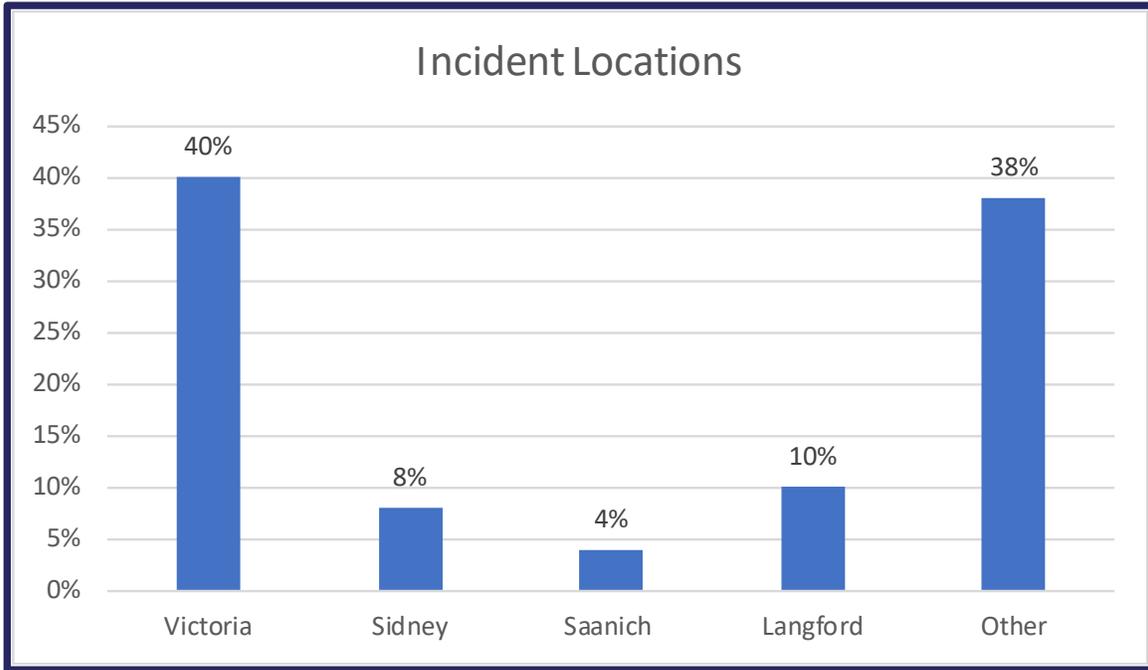
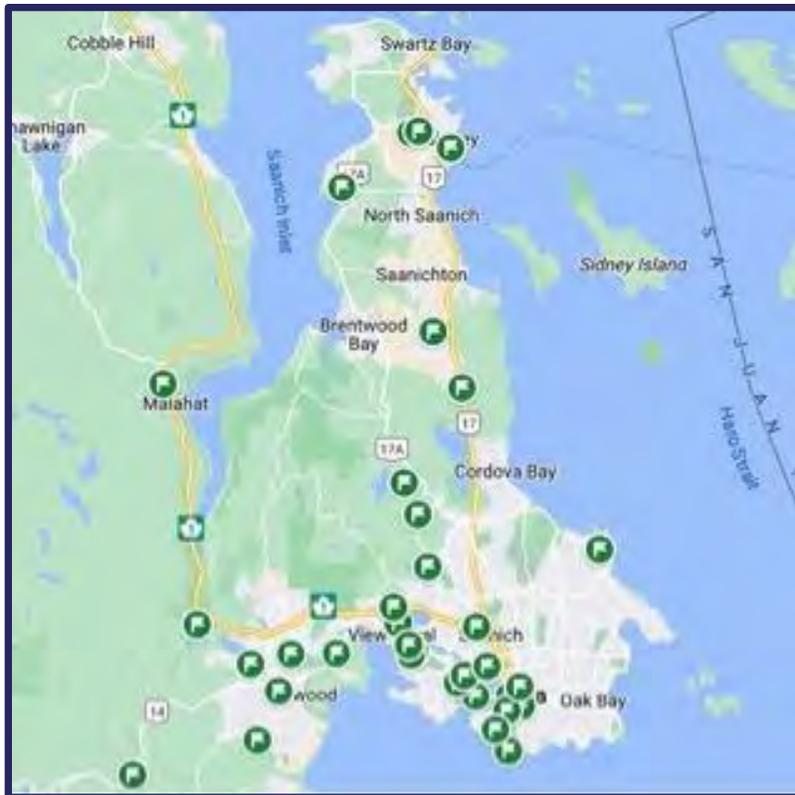


FIGURE #6: INCIDENT HOT SPOT MAP



Analyzing the call volume data for HazMat incidents is crucial for the CRD EHT to enhance their overall state of readiness, response effectiveness, and general community safety.

Section 5 Recommendation

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 5 – Response Trends and Response Types				
22	The CRD should regularly analyze the call volume and call types and work with the EHT Advisory Committee to identify trends.	0-36 months	CRD/ Advisory Committee Time	Conducting this annual review will improve the state of readiness and overall effectiveness of the CRD EHT.

Section 6



Training

SECTION 6: TRAINING

An examination of the training program employed by the EHT was conducted by EMG. The review was conducted and compared with the standards outlined in NFPA 472 and NFPA 1072, which serves to guarantee that the team's training protocols align seamlessly with recognized industry standards for addressing HazMat incidents.

Regarding training and professional development, *NFPA 1201 – Providing Fire and Emergency Services to the Public* stipulates:

4.11.1 Purpose. *"The Fire and Emergency Service Organization (FESO) shall have training and education programs and policies to ensure that personnel are trained, and that competency is maintained to effectively, efficiently, and safely execute all responsibilities."*¹²

NFPA 1500 Standard on Occupational Safety, Health, and Wellness Program states that:

5.1.1. *"a fire department shall establish and maintain a training, education, and professional development program with a goal of preventing occupational deaths, injuries, and illnesses."*¹³

NFPA 1500 also states that... *"training programs should include but not be limited to the following: community risk reduction (fire prevention, public education, investigation, etc.), health and safety, fire suppression, emergency medical, human resources (leadership, supervision, interpersonal dynamics, equal employment opportunity, etc.), incident management system, hazardous materials, technical rescue, information systems and computer technology, position-specific development (firefighter, company officer, chief officer, telecommunicator, investigator, inspector, driver/operator, etc.)."*¹⁴

Through the review of the training program against these established standards, there is a clear picture of a dedication to excellence and a commitment to aligning with acknowledged best practices in responding to hazardous materials. A sound training program enhances the EHT

¹² "NFPA 1201 Standard for Providing Fire and Emergency Services to the Public," National Fire Protection Association, Accessed January 4, 2024, <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1201>

¹³ "NFPA 1500 Standard of Fire Department Occupational Safety, Health, and Wellness Program," National Fire Protection Association, Accessed January 4, 2024, <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1500>

¹⁴ "NFPA 1500 Standard of Fire Department Occupational Safety, Health, and Wellness Program," National Fire Protection Association, Accessed January 4, 2024, <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1500>

response capacity and provides assurance to the community that the EHT is prepared and trained for HazMat incidents.

A comprehensive training program for a HazMat team should cover various aspects to ensure that team members are well-prepared to respond effectively to HazMat incidents. The following subsections describe key components of such a program.

6.1 Regulatory Compliance Training

An understanding and adherence to relevant local, national, and international regulations and standards governing HazMat response. Adopting NFPA 1072 (Standard for Hazardous Materials/Emergency Medical Services Professional Qualifications) and NFPA 472 (Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents) provides several benefits for a community's HazMat emergency response personnel:

i. **Establishing Professional Standards:**

NFPA standards are recognized as industry benchmarks. Adopting NFPA 1072 and NFPA 472 establishes clear and standardized professional qualifications for HazMat response personnel.

ii. **Ensuring Competence and Proficiency:**

The standards outline the competencies and proficiencies required for HazMat response. By adopting these standards, a community ensures that its emergency responders possess the necessary skills and knowledge to handle HazMat incidents effectively.

iii. **Training and Education:**

NFPA standards provide a framework for training and education programs. Adopting these standards facilitates the development of comprehensive training programs that cover the essential skills and knowledge required for HazMat response.

iv. **Quality Assurance:**

Adopting NFPA standards serves as a form of quality assurance. It demonstrates a commitment to maintaining high standards in HazMat response, which can enhance the community's overall emergency management capabilities.

v. **Interagency Collaboration:**

NFPA standards provide a common language and set of expectations for HazMat response personnel. This commonality fosters better collaboration and coordination among different agencies involved in emergency response.

Adopting NFPA 1072 and NFPA 472 provides a structured and nationally recognized framework for developing, maintaining, and improving the professional qualifications of HazMat response personnel, contributing to a more effective and standardized emergency response in the community.

6.2 Risk Assessment and Hazard Recognition

Conducting a community risk assessment related to HazMat issues is essential for the CRD and the EHT for several reasons:

i. **Identification of Potential Hazards:**

A risk assessment helps identify and assess the types and quantities of hazardous materials present or transported within the community. This includes industrial facilities, transportation routes, and storage areas.

ii. **Vulnerability Analysis:**

Understanding the vulnerabilities of the community, such as population density, proximity to hazardous sites, and critical infrastructure, allows for targeted planning and mitigation efforts.

iii. **Emergency Response Planning:**

A comprehensive risk assessment serves as the foundation for developing effective emergency response plans tailored to the specific HazMat risks within the community. This ensures that EHT responders are well-prepared for potential incidents.

iv. **Resource Allocation:**

Knowing the specific risks allows communities to allocate resources more efficiently. This includes training EHT responders, acquiring necessary equipment, and establishing communication protocols.

v. **Community Preparedness:**

A risk assessment enhances community awareness and preparedness. Residents can be informed about potential hazards, evacuation routes, and protective measures, empowering them to respond appropriately in case of an emergency.

vi. **Interagency Collaboration:**

A community risk assessment encourages collaboration among various agencies, including fire departments, environmental agencies, local government, and industry stakeholders. This collaboration fosters a coordinated response to potential HazMat incidents.

vii. **Environmental Protection:**

Identifying and mitigating risks associated with hazardous materials helps protect the environment. It allows for proactive measures to prevent or minimize environmental damage in the event of a spill or release.

viii. **Health and Safety of Residents:**

Prioritizing community safety, a risk assessment helps minimize the potential impact of HazMat incidents on residents' health. This includes developing strategies to protect vulnerable populations such as schools, hospitals, and nursing homes.

ix. **Continuous Improvement:**

Periodic risk assessments enable the EHT and communities to adapt and improve their preparedness and response strategies over time. As circumstances change, staying proactive ensures ongoing effectiveness.

x. **Public Trust and Confidence:**

Transparently conducting and sharing the results of a risk assessment fosters public trust. Knowing that local authorities are actively addressing potential HazMat risks contributes to community confidence in emergency management.

By undertaking a community risk assessment related to HazMat issues, communities can enhance their overall resilience, preparedness, and responsiveness, ultimately creating safer environments for residents and businesses alike.

6.3 Personal Protective Equipment Training

The proper selection, use, and maintenance of PPE to ensure the safety of team members during HazMat incidents.

i. **Decontamination Procedures:**

Training on decontamination processes for personnel, equipment, and the environment following exposure to hazardous materials.

ii. **Chemical Properties and Behavior:**

Understanding the physical and chemical properties of hazardous substances, including how they behave in different environmental conditions.

iii. **Exercises and Drills:**

Regular drills and exercises to test the team's response capabilities and improve coordination and decision-making skills, and operational preparedness.

iv. **Collaboration with Other Agencies:**

Coordination and joint training exercises with other emergency response agencies to enhance interoperability during multi-agency responses.

A well-rounded training program that encompasses these elements can better prepare the EHT to respond effectively and safely to a wide range of HazMat incidents.

6.4 Decontamination Procedures

Having local fire departments involved in DECON during a HazMat response is a common practice for several reasons:

i. **Swift Response:**

Local fire departments will be the first responders to a HazMat incident in their response jurisdiction. Their proximity and quick response time make them well-suited to initiate DECON procedures promptly.

ii. **Resource Availability:**

Fire departments typically have the necessary resources, such as personnel, equipment, and specialized decontamination units, to quickly establish and manage DECON operations. Any fire services that do not currently have this capacity can rectify this with a reasonably small cash investment in collaboration with the CRD.

iii. **Integrated Emergency Response:**

Collaborating with the local fire department ensures an integrated and coordinated emergency response. Firefighters are trained in incident command and can seamlessly integrate DECON procedures into the broader emergency response framework.

iv. **Familiarity with Local Terrain:**

Local fire departments are familiar with the geography and infrastructure of the area they serve. This knowledge is valuable in planning and executing DECON operations tailored to the specific environment.

v. **Community Trust and Familiarity:**

Firefighters are often seen as trusted figures within the community. Involving them in DECON operations can help reassure the public and maintain community confidence in the response efforts.

vi. **Training and Expertise:**

Firefighters undergo extensive training, including HazMat response training. They are equipped with the necessary skills and knowledge to handle decontamination

procedures safely and effectively. With the requirements of NFPA 1001 a firefighter must be trained in HazMat Operations to receive their certification.

vii. **Operational Efficiency:**

Integrating DECON into the overall fire department response streamlines operations. Firefighters can begin DECON procedures while other response elements, such as the CRD EHT can initiate other functions as required.

While local fire departments play a crucial role in the initial stages of decontamination, it is essential for their efforts to be part of a larger, coordinated response involving the EHT, ENV, and other relevant entities to ensure a comprehensive and effective resolution to the incident.

6.5 Chemical Properties and Behavior

The Technician should understand the chemical properties and behavior of substances to ensure a safe, effective, and well-coordinated response to incidents involving hazardous materials. This knowledge is fundamental to mitigating risks, protecting personnel, and minimizing the impact of hazardous material releases on the community and the environment. Training EHT Technicians in chemical properties and behavior is crucial for several reasons:

i. **Risk Assessment:**

Understanding the chemical properties of hazardous materials is essential for accurately assessing the risks associated with them. This knowledge forms the basis for developing effective strategies and response plans.

ii. **PPE Selection:**

Chemical properties influence the selection of appropriate PPE. Training in this area ensures that the EHT can identify the specific hazards posed by different chemicals and choose the right protective gear to mitigate risks during response activities.

iii. **Decontamination Procedures:**

Understanding how hazardous materials behave aids in the development of effective decontamination procedures. EHT Technicians trained in chemical properties can anticipate potential contamination scenarios and implement proper DECON protocols.

iv. **Environmental Impact Assessment:**

Chemical properties influence how substances interact with the environment. The EHT requires this knowledge to assess the potential impact of hazardous materials on ecosystems, water sources, and air quality during and after incidents.

v. **Prediction of Hazards:**

Knowledge of chemical properties allows the EHT to predict potential hazards, including the release of toxic gases, flammable conditions, or other dangerous reactions. This foresight is essential for proactive risk management.

vi. **Training for Specific Hazardous Materials:**

Different hazardous materials exhibit varying behaviors. Training in chemical properties is necessary for addressing the unique characteristics of specific substances commonly found in industrial, transportation, or other settings.

vii. **Preventing Escalation of Incidents:**

Understanding chemical properties allows the EHT to take preventive measures that can help avoid the escalation of the incident. This proactive approach is essential for mitigating risks and minimizing the impact of hazardous materials events.

In summary, training the EHT Technicians in chemical properties and behavior is fundamental for informed decision-making, effective response planning, and ensuring the safety of both responders and the community during incidents involving hazardous materials.

6.6 Exercises and Drills

Conducting exercises and drills in HazMat response at least two times a year is crucial for several reasons:

i. **Skill Maintenance:**

HazMat response skills require regular practice to be maintained at a high level. Conducting exercises twice a year ensures that firefighters retain proficiency in handling hazardous materials and responding to related incidents.

ii. **Familiarity with Equipment:**

Regular drills allow the EHT to stay familiar with the specialized equipment used in HazMat response, such as PPE, monitoring devices, and decontamination equipment.

iii. **Adherence to Operating Guidelines:**

HazMat response involves following specific OGs to ensure safety and effectiveness. Regular drills reinforce adherence to these procedures, helping firefighters internalize the correct protocols for various scenarios.

iv. **Scenario-Based Training:**

Conducting exercises provides an opportunity for scenario-based training, allows the EHT to practice responding to different types of HazMat incidents. This diverse training helps Technicians adapt to a range of potential challenges.

v. **Team Coordination and Communication:**

HazMat incidents often require coordinated efforts among team members. Regular drills enhance teamwork, coordination, and communication skills among the team, ensuring a seamless response during actual emergencies.

vi. **Hazard Recognition and Assessment:**

Practice in hazard recognition and assessment is vital for HazMat response. Frequent drills help the EHT refine their ability to identify hazardous materials, assess risks, and make informed decisions in dynamic situations.

vii. **Equipment Testing and Maintenance:**

Regular drills provide an opportunity to test and maintain HazMat response equipment. This ensures that tools and devices are in good working condition when needed and that any issues are addressed promptly.

viii. **Emergency Response Planning:**

Conducting drills allows the EHT to test and refine their emergency response plans for HazMat incidents. This helps identify areas for improvement and ensures that plans are effective and up to date.

ix. **Building Confidence and Resilience:**

Regular training builds confidence amongst the EHT, making them more resilient in the face of challenging situations. This psychological preparedness is crucial for maintaining composure during actual emergencies and creates camaraderie amongst the team.

x. **Continuous Improvement:**

Frequent drills allow the EHT to assess their performance, identify areas for improvement, and implement changes as needed. This continuous improvement cycle is essential for enhancing overall readiness of the EHT.

Conducting exercises and drills in HazMat response at least two times a year is essential for maintaining proficiency, ensuring equipment readiness, and enhancing overall preparedness to respond effectively to HazMat incidents.

6.7 Collaboration with Other Agencies

Collaboration between the EHT and other agencies is crucial for several reasons:

- i. **Multidisciplinary Expertise:**

HazMat incidents often involve complex challenges that require expertise from various disciplines, including fire services, law enforcement, emergency medical services, environmental agencies, and public health. Collaboration ensures access to diverse skill sets and knowledge.
- ii. **Resource Sharing:**

Different agencies bring unique resources to the table. Collaborating allows for the sharing of equipment, personnel, and other resources, optimizing the collective response capabilities and ensuring a more comprehensive and efficient resolution to HazMat incidents.
- iii. **Effective Incident Command:**

HazMat incidents require a coordinated response under the Incident Command System (ICS). Collaboration ensures that each agency understands its role within the ICS structure, facilitating effective communication, coordination, and overall incident management.
- iv. **Specialized Equipment and Training:**

Various agencies may have specialized equipment and training that are valuable in HazMat response. Collaborating enables the EHT to leverage these resources, enhancing their capabilities and increasing the overall effectiveness of the response.
- v. **Community Safety:**

Collaboration among agencies ensures a unified and comprehensive approach to protecting the safety and well-being of the community during HazMat incidents. Coordinated efforts minimize the potential impact of hazardous materials on residents and the environment.
- vi. **Information Sharing:**

Timely and accurate information is essential for effective HazMat response. Collaborating agencies can share critical information about the incident, including the type of hazardous material involved, its properties, and potential impacts. This shared information informs decision-making and response strategies.

vii. **Training and Exercises:**

Collaborative training exercises involving multiple agencies simulate real-world scenarios and help build a shared understanding of roles, responsibilities, and communication protocols. This preparation is essential for a coordinated response during actual HazMat incidents and identifies gaps when multiple agencies are involved.

viii. **Unified Communication:**

Effective communication is critical during HazMat incidents. Collaborating agencies can establish unified communication channels, ensuring that information flows smoothly between the EHT and decision-makers, leading to a more coordinated and efficient response.

ix. **Legal and Liability Considerations:**

Collaborative efforts help address legal and liability considerations that may arise during HazMat incidents. Clarity on roles, responsibilities, and actions can mitigate potential legal issues and ensure a more organized response.

x. **Continuous Improvement:**

Collaborative post-incident debriefings and reviews contribute to continuous improvement. Agencies can assess their performance, identify areas for enhancement, and implement changes in their procedures and protocols for future incidents.

In summary, collaboration among the EHT and other agencies is essential for a well-coordinated, effective, and resilient response to HazMat incidents, ultimately ensuring the safety of responders and the communities they serve.

Section 6 Training Recommendations

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 6 – Training				
23	Adopt and incorporate NFPA 1072 (2017) edition and NFPA 472 (2018) into the training and operations of the CRD EHT.	0-12 months	CRD Staff Time	Using the latest NFPA standards benefits the CRD and EHT as described in the report.
24	Each community participating in the CRD EHT program conduct a community risk assessment relating to HazMat concerns. These assessments will be used to form the basis for specific training.	13-24 months	Participating Fire Depts Time	The identification of potential hazards will help keep responders safe.
25	Incorporate training in Level “A” & “B” suits into the “Open Learning” sessions as well as combined with DECON training in the “Skills Maintenance Training.”	0-12 months	CRD/Advisory Committee Time	Regular training ensures responders can don, doff, and use this specialized equipment.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
26	The responsibility of decontamination procedures should be assigned to the fire service requesting support.	0-12 months	CRD/Advisory Committee Time	The initial responding FD will be first on scene and can initiate decontamination procedures promptly.
27	The development and delivery of training specifically for chemical properties and behavior be delivered into the "Open Learning" as well as reinforced at the "Skills Maintenance Training" sessions.	13-24 months	CRD/Advisory Committee Time	Understanding chemical properties for HazMat is essential for accurately assessing the risks.
28	Additional training be provided two (2) times a year over a three- to five-day period and developed with input from EHT members and derived from Post-Incident Action Reports. The first two to three days focused on skills with the remaining two days focused on scenario based learning.	13-24 months	CRD Time	Skills and competency are essential for the specialized skills required at the technical level.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
29	Training should be developed and delivered by team members with a 5:1 student/instructor ratio.	0-12 months	CRD to determine costs for extra instructors	More focus on skills during the training can occur.
30	The CRD engage other agencies such as EMS, police, and NGOs to ensure open and transparent communication and work the possibility of incorporating them into the team, which in time could see the team become a CBRNE team.	13-24 months	CRD Staff Time	Engagement and involvement of other agencies often requires expertise from various disciplines.



SECTION 7

Service Agreements & Service Liability

SECTION 7: SERVICE AGREEMENTS & SERVICE LIABILITY

7.1 Service Agreements

Mutual aid, automatic aid, and fire protection agreements are programs used to support a community's fire department at times when local resources are exhausted. Depending upon the agreement, they can offer quicker response coverage than that of the host department. Service agreements can also create an automatic response by bordering fire departments to properties that are closer to their fire stations than that of the host fire department.

The CRD has a service agreement with the Central Saanich Fire Department to provide a 24-hour duty officer HazMat technician, the response and maintenance of CRD HazMat equipment, and administrative (training) responsibilities for the HazMat team.

7.2 Mutual and Automatic Aid

Mutual aid is meant as a reciprocal agreement whereby one department aids another at a major incident. Mutual aid should not be used as a means of supplementing short comings in fire protection.

Automatic aid agreements allow for fire stations from other jurisdictions, that may be closer to an emergency event, to respond either first or in conjunction with the local municipal fire department. Automatic aid is generally considered a program designed to provide and/or receive assistance from the closest available resource, regardless of municipal boundaries, allowing for a level of service that is manageable and sustainable. No mutual or automatic aid agreements exist for the CRD EHT.

7.3 Central Saanich Contractor Proposal

In 2006, the CRD established the EHT and contracted the Central Saanich Fire Department to coordinate team training, house operational response equipment, and coordinate day-to-day response operations.

On June 26, 2023, the Central Saanich Council passed a resolution that the District of Central Saanich and the Central Saanich Fire Department serve notice to terminate the existing Agreement with the CRD for the EHT effective February 19, 2024. Further to this, the Central Saanich Fire Chief sent correspondence (date unknown) to the CRD advising of the estimated cost of \$177,000 for 2024 to align with the labour and operational costs to manage the program.

On August 24, 2023, the CRD sent correspondence to all participants of the CRD EHT advising them of the awarded contract to EMG to conduct a comprehensive service review of the regional emergency HazMat response service. As part of a contingency plan, the CRD issued notice to enter into a service agreement with NES to provide 24/7 emergency HazMat response and remediation services when and if required after termination of the contract.

7.4 Workers Compensation Coverage

WorkSafeBC is a regional organization committed to fostering secure and wellness-focused workplaces throughout British Columbia. WorkSafeBC collaborates with both employees and employers, to strive toward safeguarding lives and mitigating the risks of work-related injuries, diseases, and disabilities. WorkSafeBC offers educational initiatives, preventive measures, assistance for injured workers, and no-fault insurance to ensure the well-being of both employers and employees.

EMG was requested to investigate whether the CRD was responsible for reporting a workplace injury to WorkSafeBC or whether the individual fire department was responsible. EMG contacted WorkSafeBC and it was confirmed that each individual fire department is solely responsible for reporting an injury to a firefighter injured while performing their duties within the EHT.

Section 8

Finance



SECTION 8: FINANCE

The CRD is required by legislation to develop a financial plan each year that represents operating and capital expenditures for the next five years. These plans provide a longer-term focus regarding the resources required to deliver programs and services needed by the community, and to accomplish Board priorities.¹⁵ As a regional district, the CRD does not directly collect property taxes from electoral area property owners. Instead, the Provincial Surveyor of Taxes collects revenue on behalf of the CRD and the hospital district.¹⁶ The delivery of Emergency Hazardous Materials Response to incidents within the CRD, and the legal expenditure authorization for financial accountability and service delivery is articulated within the CRD Bylaw No. 3322.

The four top contributing municipalities (Saanich, Victoria, Langford, and Oak Bay) to the CRD EHT comprise 76% of the funding requisitioned by the CRD. Requisition amounts for these four range from \$91,522.00 for Saanich, through to \$17,514.00 for Oak Bay.

TABLE #6: CRD Requisitioned Funding

Municipality	Percentage of Total	Requisition - 2023
District of Saanich	27.34%	\$91,522.00
City of Victoria	22.76%	\$76,161.00
City of Langford	10.67%	\$35,727.00
District of Oak Bay	5.23%	\$17,514.00
District of Central Saanich	4.33%	\$14,484.00
City of Colwood	4.29%	\$14,375.00
Township of Esquimalt	3.78%	\$12,664.00
District of North Saanich	3.63%	\$12,145.00
District of Sooke	3.24%	\$10,829.00

¹⁵ "Budget Planning Process," Capital Regional District (2023), Accessed January 4, 2024, <https://www.crd.bc.ca/about/financial-accountability/budget-planning-process>

¹⁶ "Electoral Area Property Taxes," Capital Regional District, Accessed January 4, 2024, <https://www.crd.bc.ca/about/electoral-areas/electoral-area-property-taxes>

Municipality	Percentage of Total	Requisition - 2023
Town of Sidney	3.23%	\$10,798.00
Salt Spring Island*	3.07%	\$10,271.00
Town of View Royal	2.62%	\$8,785.00
Southern Gulf Islands*	1.92%	\$6,436.00
Juan de Fuca*	1.52%	\$5,084.00
District of Metchosin	1.13%	\$3,769.00
District of Highlands	0.62%	\$2,082.00
Songhees**	0.31%	\$1,051.00
Tsawout**	0.30%	\$999.00
Totals	99.99%	\$334,696.00

*Electoral Areas:

1. Juan de Fuca (East Sooke, Otter Point, Port Renfrew, Shirley, Willis Point).
2. Southern Gulf Islands (South Galiano, Pender Island, Saturna Island, Mayne Island, Piers Island).

**First Nations

1. Songhees Nation served by Town of View Royal
2. Tsawout First Nation served by District of Central Saanich

The operating budget for the CRD EHT faces formidable challenges, particularly in the aftermath of the COVID-19 pandemic, where the costs associated with essential equipment have surged significantly. Another hurdle is anticipating the salaries for firefighting personnel when the training and overtime salaries vary from department to department.

Concurrently, the exponential increase in the costs of firefighting equipment and apparatus compounds the financial strain on the operating budget. As the pandemic has disrupted global supply chains, procuring essential equipment and apparatus has become a complex ordeal, further exacerbated by extended delivery times. This logistical dilemma not only tests the financial resilience of the CRD but also necessitates strategic planning to ensure timely access to critical resources.

These challenges force the CRD to enhance operational efficiency and adapt to the evolving landscape of emergency response post-COVID. The challenge for the CRD lies in striking a delicate balance with operational and capital budgets to equip the CRD EHT adequately despite the unprecedented challenges faced today.

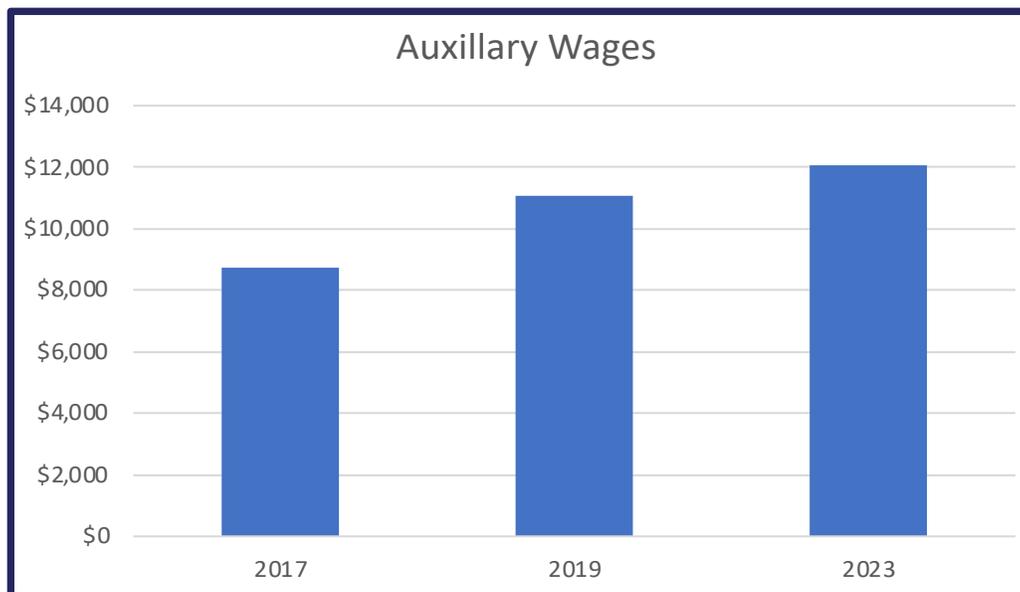
8.1 Operating Budget

EMG reviewed the CRD EHT operating budget from 2017-2023, and it was noted that key accounting operating sections were identified, such as:

- Auxiliary wages
- Contract for Services
- Insurance
- Purchased Maintenance-Equipment
- Staff Training & Development
- Emergency Program Coordinator

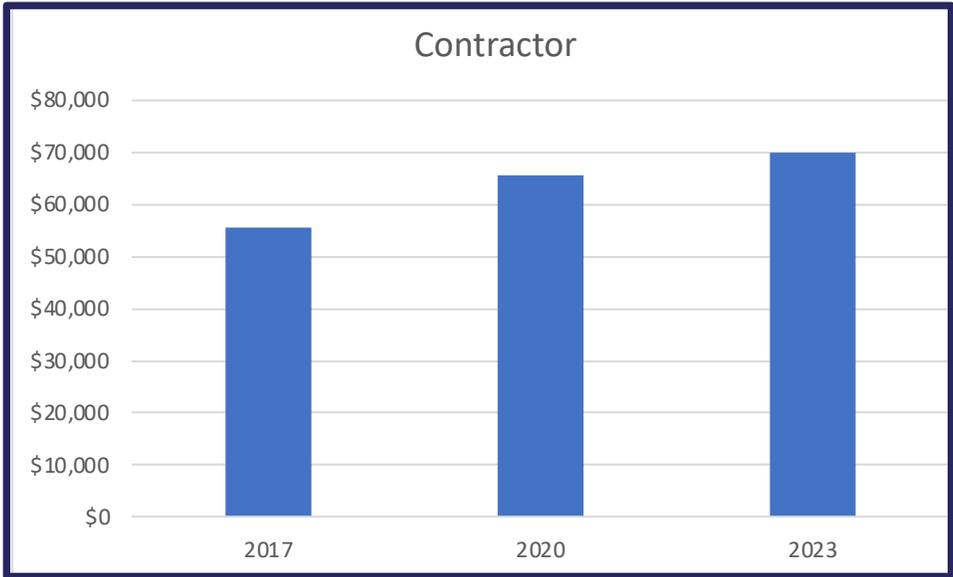
The following charts will identify trends in the operating budget since 2017.

FIGURE #7: 2017-2023 AUXILLARY WAGES



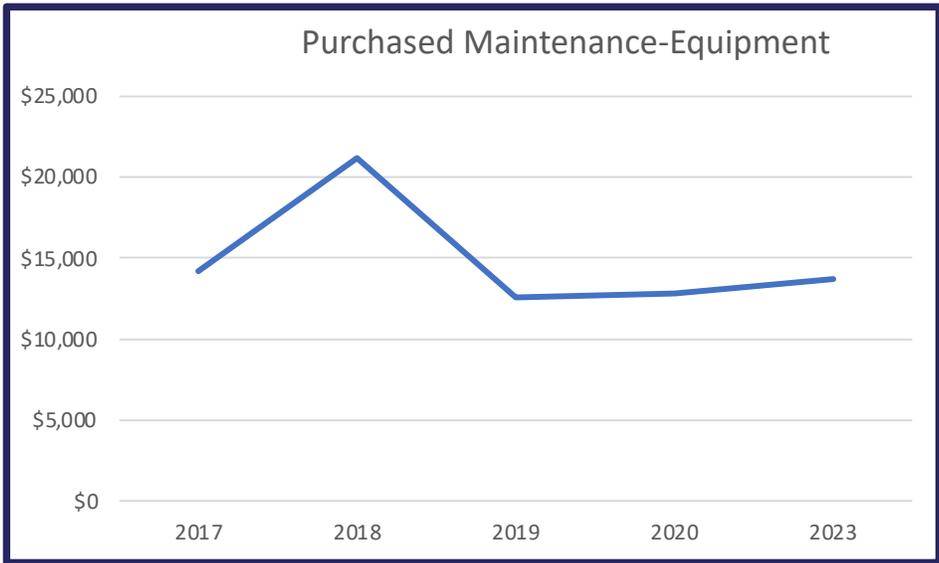
Auxiliary Wages	
2017-2019	26% increase
2019-2023	2.0-2.1% increase

FIGURE #8: CONTRACTOR FEE 2017-2023



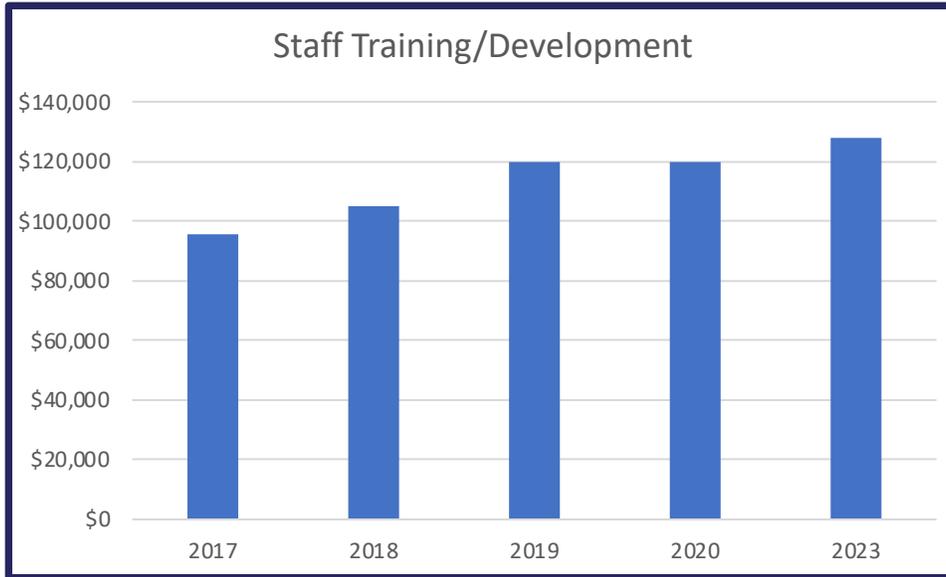
Contractor	
2017-2020	18% increase
2020-2023	Annual Increase of 2.0-2.1%

FIGURE #9: MAINTENANCE AND EQUIPMENT



Maintenance and Equipment	
2017-2018	49% Increase
2018-2019	59% Decrease
2019-2023	Annual 2.1% increase

FIGURE #10: STAFF TRAINING/DEVELOPMENT COSTS



Staff Training/Development	
2017-2018	10.2% Increase
2018-2019	14% Increase
2019-2023	Annual 2.2% increase

The landscape of HazMat response has evolved over the years, spurred by advancements in technology and the priority to uphold rigorous safety standards. Since 2020, the costs associated with acquiring and maintaining HazMat equipment, detectors, SCBA, and other indispensable tools have experienced a notable escalation.

To strengthen the safety of the EHT team members and augment the operational capabilities, it is imperative that a meticulous review of the operating budget is undertaken. Emphasis should be directed toward prioritizing essential items to ensure alignment with the evolving demands and standards within the HazMat response domain.

8.2 Asset Management & Procurement

Strategically managing assets within the CRD EHT will result in more efficient and cost-effective operations. The intent and purpose behind the recommendation for implementation of a comprehensive Asset Management Program involves improved management of acquired assets to ensure they are used effectively and efficiently.

Typically, an AMP provides a framework to facilitate the purchasing, tracking, tagging, redeployment, and end-of-life management of different assets. For the CRD EHT, this will

encompass a full scope of HazMat response-related equipment and apparatus. Having such a system in place will support tracking the overall performance and lifespan of these HazMat response assets. The data collected will allow the CRD EHT to make sure assets are being utilized efficiently, provide opportunities to review performance, highlight any unnecessary costs, and inform long-range budgeting. In conjunction with this approach, the CRD EHT should designate and support an asset manager that would streamline, oversee, and enhance this process.

In conjunction with asset management, the asset procurement process is an important part of fire service operations as it supports the acquisition of the resources required to fulfill the mission. As a key element of the budgeting process, a strong AMP will support a robust asset procurement process, which can and should help reduce costs, find efficiencies, and ensure that the right resources are available when needed. Upon review, the CRD has a robust and well-defined procurement process to support the CRD EHT, and by building out an AMP, the processes will be complementary. This will also support long-term capital budget projections.

8.3 Capital Budget

Capital budgeting for the CRD EHT entails estimating the financial viability of acquired assets over the life of this investment. The purpose of a 5-Year Capital Plan is to provide a budgetary framework for the CRD to plan management of EHT resources and expenditures to best serve the community. It is of primary importance that the implementation of an AMP informs and supports the capital budget projections for the CRD EHT. At this time, this appears to be a gap that can be closed through a review of current assets, implementation of an AMP, and designation of an Asset Manager.

Capital budget planning is necessary to allocate resources for compliance-related expenditures, such as the purchase of equipment that meets industry standards or the implementation of safety improvements to align with regulatory requirements and industry best practices. The capital budget plan is essential for the CRD as it provides the financial framework necessary to acquire, maintain, and upgrade critical assets, ensuring that the EHT can respond effectively to HazMat emergencies in the future.

The following table provides the Project Description and Budget, as part of the CRD 5-Year Capital Plan 2023-2027.

TABLE #7: CRD 5-Year Capital Plan 2023-2027

Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget
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Replacement	Hazmat Equipment	Hazmat Equipment Replacement	\$55,000
	SCBA	SCBA Replacement	\$89,000
	Command Vehicle	Replace Command Vehicle	\$300,000

The annual funding allocations to meet the total project budget for the three-line items above is as follows:

TABLE #8: Annual Funding Allocations

	Carry Over (2022)	2023	2024	2025	2026	2027	5-year Total
HazMat Equipment	\$0	\$35,000	\$10,000	\$10,000	\$0	\$0	\$55,000
SCBA	\$53,000	\$53,000	\$0	\$0	\$0	\$20,000	\$73,000
Command Vehicle	\$0	\$0	\$0	\$0	\$0	\$300,000	\$300,000
Grand Total	\$53,000	\$88,000	\$10,000	\$10,000	\$0	\$320,000	\$428,000

8.4 Capital Expenditure Reserve

The presence of a Capital Expenditure Reserve was not apparent within the budget documents reviewed. Aside from two items targeted for purchase in 2027, there did not appear to be a plan for any unplanned equipment acquisition. Due to the nature of emergency response and the technical requirements of related HazMat equipment, the planning for unforeseen expenditures should be incorporated into the 5-Year Capital Budget cycle. This reserve will also support the planning process for larger equipment purchases and the need for apparatus replacement into the future.

8.5 Fire Apparatus

A gap is present within the asset management and procurement process for the CRD EHT around the HazMat Command vehicle replacement. Currently \$300,000 is budgeted for replacement of this truck in 2027. Recent studies have shown that both raw and finished materials used to manufacture fire apparatus have increased by 15 to 30% and up in the last two years. Planning for replacement apparatus used to anticipate a 12-month build, whereas manufacturers are now estimating build times of 12 to 36 months. Fixed and guaranteed pricing is also being impacted with some of the largest fire apparatus manufacturers re-pricing in the past year on confirmed orders, regardless of existing fixed price contracts. As the HazMat Command vehicle is the largest financial asset held by the CRD EHT, the integration of this item into a well-defined asset management plan is critical.

EMG was advised that the \$300,000 allocated for the Command vehicle in 2027 was a placeholder. It should be noted that in 2023, this same truck replacement cost can safely be estimated at over \$500,000. Considering an annual increase in apparatus costs ranging from 15 to 30%, a reasonable projection for the HazMat Command vehicle acquisition in 2027 would be in the range of \$700,000-800,000.

Section 8 Recommendations

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 8-Finance				
31	Meetings between the CRD and the Contractor to review the annual budget increase for the operational budget. Adjustments should not only meet but exceed inflation rates and account for the notable escalation in equipment costs.	0-12 months	CRD/ Contractor Time	This approach will strengthen the financial resilience of the CRD and enable it to sustain optimal operational effectiveness.
32	Schedule meetings with the CRD Contractor to identify the real costs for the SCBA and Command Vehicle replacement scheduled for 2027.	0-12 months	CRD/ Contractor Time	Engagement in this process is vital to ensure the alignment of CRD five (5) strategies with organizational objectives and to proactively address the escalating costs of equipment and assets.
33	CRD EHT implement an AMP for all HazMat response equipment. This should identify projected replacement dates and cost cycles for all hard and soft equipment and consumables. The AMP should be overseen by incorporating the Asset Manager role into the current Team Coordinator role, or other roles as deemed appropriate.	0-12 months	CRD Staff Time	Implementing an AMP with a clear structure and oversight helps ensure the availability, safety, and efficiency of hazardous materials response equipment within the CRD EHT.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
34	Establish a Capital Expenditure Reserve with annual contributions. This will ensure the equipment required to support a robust hazardous materials response is funded and available. The amount for the annual contribution should be derived following an assessment of current equipment, lifespan, and expected replacement dates.	0-12 months	CRD Staff Time	It aligns with best practices in emergency response asset management programs.
35	Fire apparatus (vehicles) required to support the CRD EHT need to be a key aspect of the recommended AMP.	0-12 months	CRD Staff Time	When planned for, and properly funded over time, the acquisition of these significant purchases will be more manageable and financially sustainable.



Section 9

Surveys



SECTION 9: SURVEYS

Surveys serve as indispensable tools for gathering data, assessing needs, and informing strategic decision-making. By collecting opinions and concerns, surveys are useful tools for the implementation of recommendations.

9.1 Methodology

During the consultation process, an objective based set of nine (9) questions were asked of the fire chiefs and key stakeholders to identify any common themes or existing patterns. Various question types were employed as each category elicits distinct information, contributing to a more thorough comprehension of the CRD EHT's service delivery level.

9.2 Fire Administration and Stakeholder Surveys

The questions and a summary of the fire administration and stakeholders' responses are included below:

1) What has been your experience with the CRD EHT?

- The majority were either on the team at some point in their career or supported the team from a chief officer level.
- The initial creation of the team was necessary to provide a service that had a more efficient response time than the Surrey Fire Department.
- In the early years it was felt there was a high level of passion within the team, with the retention of members and passion declining in recent years.

2) What do you feel the program is doing well?

- The availability of a well-equipped team to respond to a community was a key point.
- The CRD equipment and apparatus are well maintained by the contractor.
- Training had its rise and falls and is coming around, as COVID set the team and training back in terms of in-person training and relationship building.
- Technical advice is readily available by phone for those at an incident without any hazardous materials equipment or technicians.

3) *For an effective HazMat Response Team in the CRD, what do we need to start doing that we currently do not do?*

- Open lines of communication that are transparent and involve the EHT advisory group.
- Clearly identify the minimum standard of training for a technician on the team. How many hours annually and how to ensure that a technician is competent and confident in their skills.
- Clear protocols for the two dispatching agencies to ensure there is no time delay in notifying departments for a response.
- More onsite training for local fire departments so they can train on local dangerous goods risks.
- Clear operating guideline for a Team Leader to assume the lead role of the team within the incident management system.

4) *To be an effective HazMat Response Team, what should we stop doing?*

- There is a perception of the CRD not involving or meeting with the Advisory Group.

5) *To be successful, what does the CRD HazMat Team need to continue/keep doing?*

- Keep funding the EHT so communities know that a response will occur when needed.
- More training to ensure that Technicians are competent and when responding they can fit into the overall team without any questions of competency.

6) *Are there any hurdles to the CRD EHT being successful? (Organizational, political, or culture)*

- Lack of communication from the CRD, with no scheduled meetings creates a barrier to open and transparent relationships.
- Different levels of training amongst the team. The minimum eight hours annually does not guarantee that all team members onsite of an incident have the same level of training.
- The existing organization of the EHT poses some barriers as decision making occurs without input, feedback, or communication with fire chiefs.
- A lack of a training schedule that identifies the subject matter for the training session.

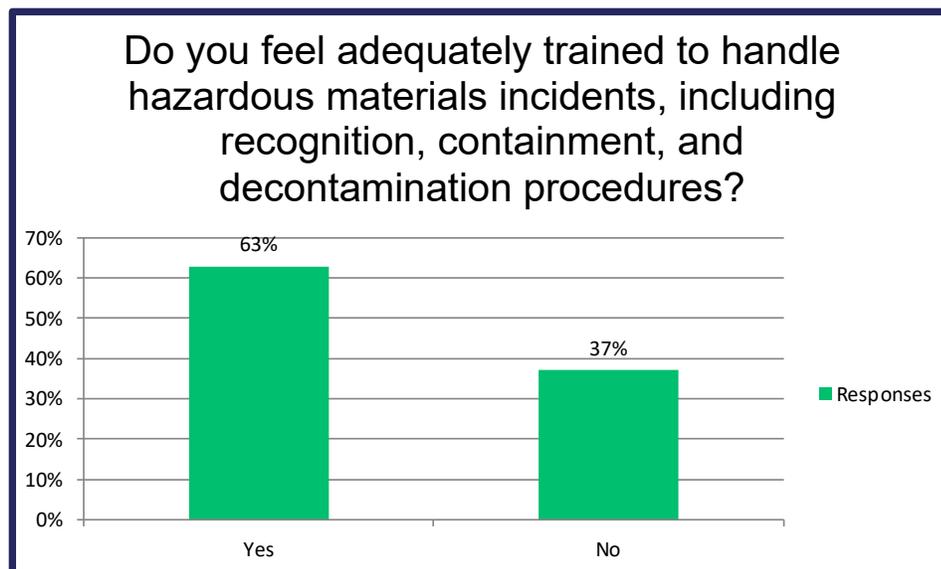
- Challenges for notifying team members, either by phone, pager, or through their fire department.
- 7) *There are a number of models for HazMat delivery, in your perspective what would be the optimal structure or configuration of the CRD EHT?*
- No clear model was given a preference as the common theme was to have a readily available team to response to dangerous goods incidents.
- 8) *Do you feel the current model is cost effective?*
- The majority stated they felt the current model was cost effective.
- 9) *If there was one thing you wanted to leave us with, what would that be?*
- Feedback varied amongst all individual interviewed and their input has been included throughout this report.

9.3 Technician Member Survey Synopsis

35 members of the EHT completed the online survey provided by EMG. The survey consisted of eight (8) questions with five (5) of the questions being a text filled box for comments and the remaining three (3) questions were a yes/no format.

Below is a summary of the results for each question.

- 1) Do you feel adequately trained to handle hazardous materials incidents, including recognition, containment, and decontamination procedures? (Yes/No Check Box)



2) Are there specific areas of hazardous materials training you believe need more attention or improvement?

- Once per year training is not adequate to maintain competency.
- Hands on tools training and onsite scenarios.
- Team leader training.
- Coordination and training with host departments to include the roles and responsibilities of the initial arriving department.
- The response time for team members to arrive on scene.
- Potentially look at HazMat specialists or CBRN training.

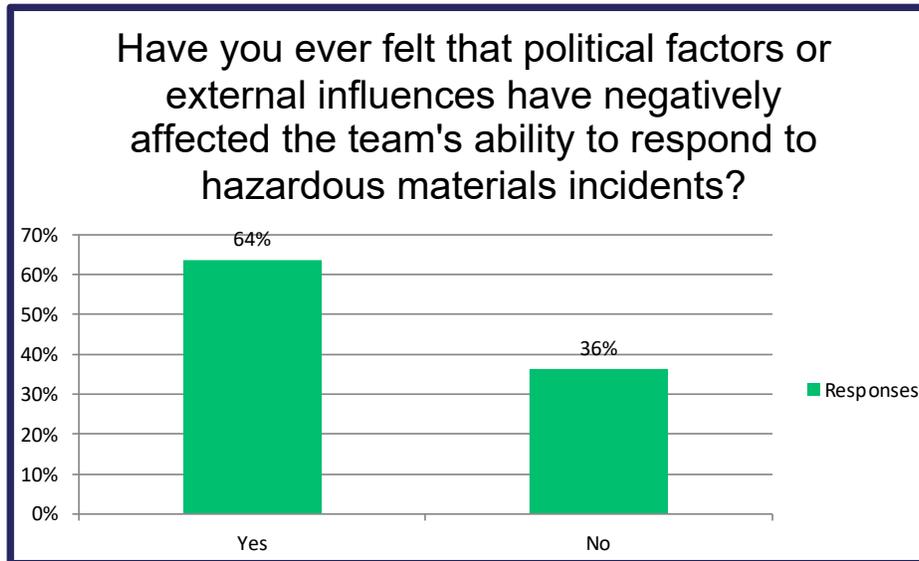
3) How would you describe the effectiveness of communication and cooperation within the EHT team outside of emergencies?

- Need more direction and involvement from the EHT Advisory Committee.
- Improving.
- Good communication regarding training dates.
- A disconnect between the CRD and team departments.
- Communication can vary from department to department depending upon who is responsible to relay information.
- Little to poor.
- Average/good.

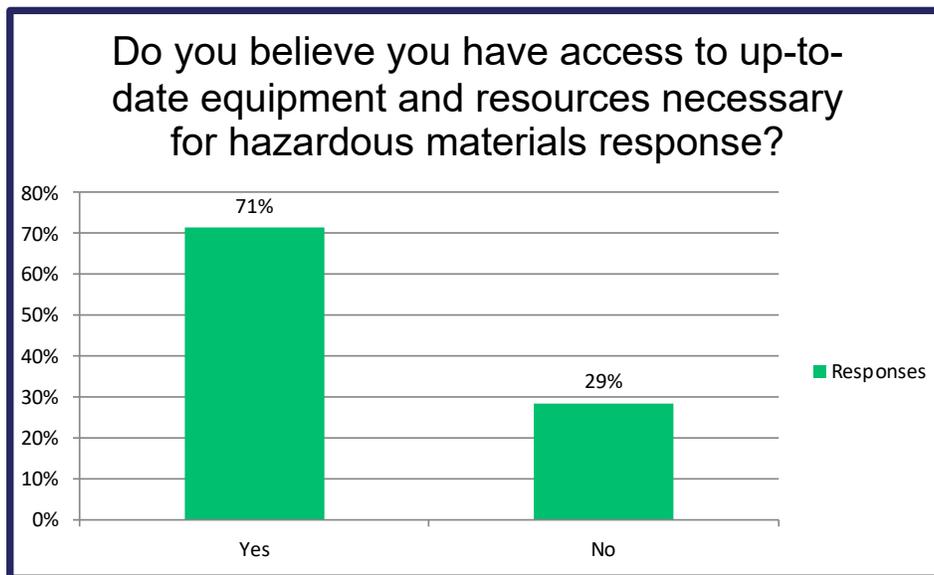
4) Are there aspects of the team's culture that could be improved to make the EHT more effective?

- Not inviting for composite members.
- More involvement from members that are on the team.
- A good culture.
- Eliminate negativity about the program.
- Look at changing the municipal allotments for the team.
- Look at ways to increase the interest of members on the team.
- Schedule weekend training.
- Understand the vision and future of the team.

5) Have you ever felt that political factors or external influences have negatively affected the team's ability to respond to hazardous materials incidents? (Yes/No Checkbox)



Do you believe you have access to up-to-date equipment and resources necessary for hazardous materials response? (Yes/No Checkbox)



6) Are there specific training or equipment needs you feel have been neglected or require improvement?

- More than once a year minimum for training.
- Training and support on new equipment.
- More local area familiarization.
- Training in clandestine drug labs.
- Decon tent is in poor shape.
- Preplans for local hazardous materials storage.
- Replace equipment before service life end date.

7) What specific changes or enhancements do you believe could be made within our hazardous materials team to boost motivation and create a more exciting and dynamic atmosphere for our members?

- Implement a more robust application process.
- Value and support the team.
- Change the compensation for team positions.
- Accountability for members not attending training sessions.
- Look at options for half day training sessions.
- Minimum of eight (8) members to respond to the scene.
- A mass notification system for all members of the team.
- More subject matter experts for training.
- A team social event or team meetings so members get to know each other.
- Schedule half the training dates on weekends.
- Scenarios for training events.
- Regular training with assigned platoons.

The feedback in the online survey demonstrates that members care about the EHT program and want to see it succeed, despite some of the gaps. Through consultation with EHT team members, EMG believes new ideas can be implemented to make the team more efficient and effective in terms of response capacity and training engagement.

9.4 Previous Surveys

EMG reviewed the February 2022 CRD HazMat Team (Active Technician) Survey Summary of Results. The survey consisted of 14 questions that focused on training and incident responses. EMG conducted an objective based set of nine (9) questions for the fire chiefs and key stakeholders to identify any common themes or existing patterns. Trends were identified in both surveys relating to training and the EHT response model.

Section 9 Recommendation

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 9-Surveys				
36	The CRD form a working group to address recommendations in this report.	0-12 months	CRD/Working Committee Time	A working group will ensure the CRD has an effective HazMat response team and recommendations and resolutions are discussed for the improved efficiency of the EHT.

SECTION 10: RECOMMENDATIONS, TIMELINES AND ASSOCIATED COSTS

10.1 Conclusion

During the review conducted by EMG, it was demonstrated that the participating departments in the EHT are truly dedicated to the EHT and the communities they serve.

All costs and associated timelines noted in this report are approximate estimates that can be implemented through prioritization by the CRD.

10.2 Recommendations, Estimated Costs, and Rationale

The analysis and recommendations have been developed in consideration of industry best practices, industry organizations such as the NFPA, and provincial legislation. A wholesome review and consideration of the recommendations in this report must involve engagement between CRD leadership, regional fire department leadership via the HazMat Advisory Committee, EHT team leads, and by extension, local municipal governments that could be impacted by a HazMat incident.

When considering options for the EHT service delivery model, it is critical to weigh the advantages and disadvantages of each option. The sustainability and success of the EHT must be considered in the context that services delivered are effective, efficient, and meet local expectations for emergency HazMat operations. Primary consideration must be given toward:

- Ensuring efficacy and efficiency of HazMat response to incidents regionally.
- Clearly defining and articulating roles and responsibilities of the EHT.
- Scheduled training and curriculum that provides team members with knowledge, skills, and abilities to confidently conduct response operations at the Technician Level.
- Communicating training expectations and requirements, ensuring accountability for required competencies per NFPA 472.
- Enhancing the roles and responsibilities of regional fire service leaders through the HazMat Advisory Committee.
- Open and transparent relationships fostered between the CRD and fire department stakeholders.
- Consensus for the fire department stakeholder agreement and support for the chosen service delivery model.

- All hazardous materials equipment and apparatus maintained in a state of readiness.
- Identifying, communicating, and adherence to all health and safety requirements.

There are four (4) service delivery models presented in this report, with each option having specific recommendations along with their advantages and disadvantages. Furthermore, EMG provided four (4) supplemental delivery recommendations and 36 service review recommendations.

The four (4) service delivery model options presented herein by EMG are listed in descending order of recommendation/preference, however it remains within the scope of the CRD and the stakeholder agencies to select and prioritize the option that best meets the needs of the region. These deliberations will be best served occurring under the auspices of the CRD HazMat Advisory Committee. To ensure sustainability and resiliency of whichever option is selected, these deliberations and decision-making processes need to be consensus-based, inclusive, transparent, and accountable.

Option One – Interim Contract Extension

With the existing contract expiring on February 19, 2024, EMG recommends that the CRD negotiate terms for an interim contract extension with the current Contractor. This extension should be for a minimum six-month period. The current Contractor provided a revised service fee structure, which could be adjusted to the proposed term and prorated. This option would support stakeholder engagement focused on the remaining recommendations within this report (Option #2, Option #3, Option #4), to determine a path forward collaboratively. Unnecessary administrative, logistical, and operational impacts to the continuity of operations for the EHT can be avoided while the decision-making process unfolds. This option also provides for the establishment of definitive timelines and allows for comprehensive planning. Pursuing this option ensures communities are provided consistent levels of HazMat incident response service within the CRD until a more permanent solution can be achieved.

Advantages

- The primary advantage of this option is it provides for a pause while ensuring continuity of services. The CRD and regional stakeholders can enter discussions, evaluate options as presented in this report, and come to a consensus decision regarding next steps for the EHT.

Disadvantages

- There are three key disadvantages to this approach. Firstly, the CRD will need to come to an agreement with the Contractor around financial implications of an interim contract

extension. Secondly, current issues that need to be addressed in terms of deployment model, training, and program logistics will likely not be dealt with during this period. And thirdly, some stakeholders may perceive this approach as only serving to push a decision further into the future. These disadvantages are not insurmountable and may be outweighed by the value of this option by identifying a path forward for the EHT through stakeholder collaboration and consensus agreement.

OPTION ONE RECOMMENDATIONS

For this interim solution to be implemented, the following should occur:

- The CRD via the HazMat Advisory Committee should initiate dialogue immediately and establish a sub-committee to review operations and to determine which option(s) presented best serves the region moving forward.
- Commitment from all parties that lines of communication between the HazMat Advisory Committee and CRD representatives will be open, transparent, and collaborative. Regional stakeholders, via the HazMat Advisory Committee and CRD need to demonstrate common cause and focus on the effective and efficient provision of emergency hazardous materials response.

Option Two – Contract Single Fire Department for full EHT Services

EMG recommends that an RFP be issued for a CRD member Fire Departments to provide regional EHT services at the Technician Level. This option can provide a defined response in terms of personnel and equipment and removes the need for fire departments to have Technician-trained personnel. An outcome will be the streamlining of service delivery and providing fire departments in the region with a more defined resource deployment model in response to incidents within their jurisdiction. Practical experience and implied expectations have shown that due to the responsibilities and complexities of HazMat incidents, this change more accurately represents the required approach for HazMat incident mitigation. This option highlights the opportunity to reconcile the shortfalls of the existing model and change to accurately represent the functional needs of a deployable EHT.

Advantages

- Fire Departments will have clear understanding of what an effective EHT response force will comprise in terms of staffing levels and qualifications, with defined timelines when requested for incident response.
- Administration, training, logistics, and operational readiness become the responsibility of one entity (single contractor).

- Communications between the contractor, regional stakeholders, and the CRD may be streamlined and improved.
- The HazMat Advisory Committee would engage with the CRD with any concerns regarding the delivery of emergency HazMat response.
- The CRD would convey to the Contractor the concerns raised by the HazMat Advisory Committee and address emerging issues, performance objectives or concerns.
- Less administrative time and a decreased chance of miscommunication will result from more focused communications as opposed to the current model of the CRD engaging directly with all 14 fire departments actively supporting the EHT with personnel.

Disadvantages

- Maintenance of Technician-Level skills amongst most fire departments in the region will decrease or be unnecessary. Some fire departments will see this as a loss of specialized skills within their roster.
- Regional dynamics may cause friction or conflict should one fire department become the primary supplier of HazMat incident response to the exclusion of others.
- The CRD will be required to transfer control of its existing HazMat equipment and apparatus to the selected fire department/contractor, while remaining accountable for ongoing maintenance and equipment acquisition.

OPTION TWO RECOMMENDATIONS

Should there be one fire department in the region willing and interested to take on the provision of HazMat response, several elements should be considered to ensure the long-term success and sustainability of this model.

- The selected Fire Department (single contractor) will be expected to provide annual engagement/training opportunities within the region. Supporting local Fire Departments to maintain an Operations-Level of HazMat competency within their ranks will assist with the overall success of any HazMat response.
- Defined staffing levels and response parameters will need to be assessed and aligned with industry best practices and standards. This is further highlighted in the 'Supplementary EHT Service Delivery Recommendations' section of this report.
- Expectations around communications (Type, Frequency, Format, etc.) between the fire department/contractor, the CRD, and all stakeholders must be clearly defined and disseminated regionally.

- The funding model whereby the CRD compensates for the staffing costs associated with training and response should remain the same, with no additional costs to be borne by requesting agencies/municipalities if they already contribute through CRD assessments.

Option Three – Renew Current Contract

As a third option, EMG recommends that the CRD accept the terms of renewal as provided by the current contractor (Central Saanich Fire Department) for a minimum of a two-year period. As such, the existing model of service delivery shall remain the same for 2024 and 2025. This option continues the process of the CRD providing emergency hazardous materials response through the existing contractor and 14 participating fire departments.

Advantages

- The existing model has been in place since 2006. The 25 fire departments that receive services through this contract are familiar with the service delivery model.
- The contractor is in place, is familiar with the procurement processes of the CRD, and no transition is required to another provider.
- A timely response occurs under the existing EHT model with Central Saanich Fire Department deploying a resource officer and equipment quickly to the scene.
- Team Leads and EHT members are familiar with their roles and the training program.
- Finally, this timeline allows the CRD and regional stakeholders to engage in wholesome discussions, further evaluation of options presented in this report, and preplanning of the next 3-to-5-years with clearly defined expectations and outcomes for the EHT.

Disadvantages

- The contractor has provided notice to terminate the existing contract on February 19, 2024, to renegotiate a new contract or allow the CRD to undergo an RFP for the delivery of HazMat response. To maintain the existing model, the CRD will be required to increase the annual contractor fee on a prorated schedule from \$70,640 to \$177,000. This is a 151% increase measured in real costs as a \$106,360 difference annually.
- Expectations regarding the roles and responsibilities of the Contractor may need to be assessed. All fire departments have a core responsibility to serve their communities, and the management/administration of a regional HazMat program should not detract from that mission.
- Inconsistencies remain within the current model related to staffing levels, configuration, and timelines for incident response from the current EHT.

- Training requirements for EHT members need to be assessed, addressed, and as applicable, enforced. Current obligations for EHT members may not be adequate.
- The existing deployment model would need to be revised to incorporate a RAT. The EHT-RAT would consist of at least one Chief Officer and four Technicians to respond immediately to an incident. Assessment, resourcing, and early mitigation are all components of a RAT within HazMat response.

OPTION THREE RECOMMENDATIONS

Should this option be exercised, the existing model requires the following be resolved within the proposed renewal period:

- Review/revise the TOR for the CRD EHT.
- Review/revise the TOR for the EHT Team Leads.
- Review/revise the TOR for the HazMat Advisory Committee.
- Lines of communication with the HazMat Advisory Committee, the CRD, the Contractor, and all EHT stakeholders need to be open and transparent. The regional fire departments, through the HazMat Advisory Committee, and the CRD must collaborate and support the model to ensure that the focus is on effective and efficient provision of emergency HazMat response.
- Defined staffing levels and response parameters will need to be assessed and aligned with industry best practices and standards. This is further highlighted in the 'Supplementary EHT Service Delivery Recommendations' section of this report.
- A wholesome review of the costs incurred to manage, maintain, and house the EHT be undertaken to ensure the annual service fee is fair, equitable, and attractive to the contract Fire Department. Auditing and reporting should occur annually and be available to all CRD member stakeholders.

Option Four – Third-Party Private Contractor & Operations-Level EHT

In this fourth option, the CRD would engage a third-party contractor for the provision of Technician-Level HazMat response capability. This option would involve outsourcing to a specialized HazMat response company, which can provide expertise and resources but might lack immediate availability and understanding of local conditions. Based on current best practices and similar models, this would necessitate transitioning the CRD EHT from the Technician Level to an Operations Level response. This hybrid approach, combines in-house and outsourced resources, offering flexibility but possibly complicating coordination between the third party, the EHT, and responding fire departments. This approach reduces the need for a regional Technician-Level HazMat Team but does not remove the need for an EHT at the Operations Level to be properly resourced, managed, administered, and funded.

Advantages

- Fire departments within the CRD will be able to decrease their training level to the Operations Level. This may reduce training demands placed upon each fire department at the Technician Level.
- For some regional fire departments, this reduced level of training requirement and response capacity should allow them to focus on their core operational services.
- The equipment necessary for a Technician-Level response may no longer be required by the CRD. However, resourcing an Operations-Level EHT will remain.
- Fire department personnel trained to the Operations Level would manage initial incident response and mitigation and the HazMat DECON process.
- Responding fire departments with Operations-Level trained firefighters would be able to assist at a Technician Level if or when required to enter the hot zone.

Disadvantages

- There are no existing third-party contractors readily available in the greater Victoria region to provide a quick or immediate Technician-Level initial response.
- For this option to function, capacity, and capability to respond to HazMat incidents at the Operations Level necessitates the EHT to be maintained.
- Ongoing logistics, administration, funding, equipping, and oversight of an Operations-Level EHT will be required.
- Through the HazMat Advisory Committee, the CRD and regional stakeholders must agree on what Operations-Level response comprises.

- Transitioning to this model will require robust stakeholder engagement and ongoing communications to sustain and enhance relationships between CRD and regional fire departments.
- Existing EHT members and respective fire departments may feel CRD has minimized their role and left communities without quick incident response.
- A new location for the EHT equipment and apparatus will still be required.

OPTION FOUR RECOMMENDATIONS

- Implementation of this option will require consideration be given to the budget, local risks, response times, and resource availability. The model must be tailored to the CRD needs and constraints. While in theory this model streamlines the delivery of HazMat response, there are elements of complexity that remain to be addressed. A regular review of this model will be essential for ongoing effectiveness in managing HazMat incidents with the CRD boundaries.
- CRD, HazMat Advisory Committee, and stakeholders will need to quantify and articulate roles, responsibilities, and expectations for an Operations-Level EHT.
- The CRD and a sub-committee of the HazMat Advisory Committee enter discussions with third-party providers to examine potential provision of Technician-Level response within the CRD. This would entail confirmation of:
 - An agreement on Technician staffing levels and response parameters that meet industry best practices and standards. This is further highlighted in the 'Supplemental EHT Service Delivery Recommendations' section of this report.
 - The third-party provider must have equipment and apparatus for the initial response. Interoperability with current CRD assets will be necessary.

Supplemental EHT Service Delivery Recommendations

The additional recommendations are provided with the overall goal of moving the delivery of emergency HazMat response within the CRD forward into the future with a strategic focus.

1. **HazMat Advisory Committee:** An opportunity exists to leverage regional stakeholder interest, experience, and expertise to ensure a sustainable hazardous materials capacity in the region. Engagement of key fire service leaders through the formation of sub-committees and/or working groups collaboratively with CRD leadership would bring significant value. Utilizing the sub-committee/working group structure allows more time to focus on specific projects, investigate new areas of work and involve local expertise.
2. **Rapid Assessment Team:** To align with industry best practices, the service delivery model for the EHT should be restructured to facilitate deployment of a RAT to all HazMat incidents. The EHT-RAT should consist of one chief officer and four Technicians able to respond within 30 minutes of notification. This would enhance incident management, resourcing, and mitigation. This approach to be included within whichever option the CRD pursues.
3. **Communications:** The transition to a different service delivery model must be communicated to all CRD fire departments and their municipal governments. Ongoing and regularly scheduled communications and engagement with all stakeholders will serve the EHT well. Over-communication in the realm of emergency services is often a must.
4. **Staffing:** Revise the minimum staffing for the deployed EHT to eight trained HazMat Technicians. This represents the true minimum staffing to cover required positions to perform a standard, 2 in/ 2 out entry. The EHT-RAT would comprise the initial element of this staffing model, which when deployed would only require the addition of four more Technicians. Positions required by regulation or implied responsibilities are:
 - a. 1- HazMat Group Supervisor/ Team Leader/ HazMat Officer
 - b. 1- Assistant Safety Officer HazMat
 - c. 1- Technical Reference/ Science Officer
 - d. 1- Entry Team Leader
 - e. 2- Entry personnel
 - f. 2- Back up personnel

SERVICE REVIEW RECOMMENDATIONS

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 1 – Capital Regional District & EHT Overview				
1	The CRD work with the EHT Advisory Committee to identify a recruitment strategy for the EHT.	13-24 months	Committee Time	Ensuring that the EHT staffing is at full capacity improves the team response model and overall effectiveness.
2	The CRD consider separating the Team Coordinator from the Contractor to schedule training, recruitment, administrator duties and maintaining training and response records for the EHT.	0-12 months	CRD to determine annual salary	Decreasing the administrative responsibility from the Contractor and revising the Team Coordinator position external to the Contractor will increase records keeping for the CRD.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 2 – Response Capacity				
3	The CRD EHT should focus efforts on response capacity within the CRD, and not look to provide services outside this geographic area.	0-12 months	CRD Staff Time	The capacity does not currently exist, and the systems are not in place for this model to be effective.
4	The CRD should look to incorporate a fulsome approach to data analysis for the CRD EHT. This data should include Dispatch Time, Turn Out Time, overall Response Time, and Incident on-scene time. This will require careful data collection, attention to detail, access to statistical programs and skills in result interpretation.	0-12 months	CRD Staff Time	This recommendation applies what is industry best-practice for fire & emergency services to this specific service delivery area.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 2 – Response Capacity				
5	<p>The CRD should assess the feasibility of entering a relationship with a 3rd-party contractor to support any future CRD EHT model. This 3rd-party contractor could provide specialized technical support remotely, and/or become the designated and recommended incident mitigation service provider. This would allow the CRD EHT to transition site mitigation and clean up, thereby transitioning regional firefighting resources back into service sooner.</p>	0-12 months	CRD/ Advisory Committee Time	<p>This model is based on, yet differs slightly from, the model being used between Nanaimo Fire Rescue and NES.</p>

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
6	The CRD should assess the feasibility of leveraging the on-duty firefighting personnel in the Region for initial response. Given the number of personnel required for a Rapid Assessment Team, and the remainder needed for a base-level Technician-Level hazardous materials response, the deployment model could be transitioned to a layered one, with on-duty firefighting staff deploying initially and then requesting off-duty personnel as/when the need requires.	0-12 months	CRD/ Advisory Committee Time	This model incorporates elements used in Vancouver and Surrey, where HazMat Team members at assigned fire stations comprise the initial deployment. Once assessments are complete, additional resources can be requested. This provides a level of certainty with who is coming, how many are responding, and anticipated response times.
7	The CRD should look to engage through RFP process, a fire department in the region interested and able to provide the CRD with an effective EHT. Administrative and operational oversight would be streamlined in this process, allowing the CRD to provide a strategic lens to the support it provides.	13-24 months	RFP to Determine	This model mirrors the relationship in-place on the North Shore of Metro Vancouver, whereby one fire department provides hazardous materials incident response for all three municipalities. It is believed there are fire departments in the CRD with the capacity to provide this service.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
8	Establish an agreed-upon approach that is consistent and clearly communicated across the region regarding team member availability and activation processes and protocols.	0-12 months	CRD/ Advisory Committee Time	To reduce the complexity of deploying the EHT to incidents
9	Research and identify a communications solution to ensure any team member notification or activation is widespread and available to all team members	13-24 months	CRD/ Advisory Committee Time	Technology solutions exist to support this and can also support a dashboard that conveys member availability and response times.
10	Ensure processes and protocols for the dispatching of resources is consistent and clear between both Saanich and Surrey dispatch centers.	13-24 months	CRD/ Advisory Committee Time	To reduce the complexity of deploying the EHT to incidents.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 3 – Administrative Practices				
11	The CRD should review recent HRVA's conducted for the region and/or specific municipalities to ensure the level of service delivery being provided aligns with the hazard and risks identified.	13-24 months	CRD/ Participating Fire Depts Time	It is an accepted premise that the completion of an HRVA assists communities to make risk-based choices that thereby address local vulnerabilities, mitigate hazards, respond to and recover from hazard impacts. Aligning the delivery of hazardous materials incident response to a regional HRVA is a best-practice.
12	The CRD and EHT Advisory Committee should identify which data to collect, and interpret related to the delivery of hazardous materials incident response in the CRD.	0-12 months	CRD/ Advisory Committee Time	The collection of detailed enables informed decision-making and contributes to continuous improvement in the management of the EHT.
Section 4 – Policies, Directives and Operational Guidelines				
13	The CRD to create a working committee with the HazMat Advisory Committee to review the OGs and complete within a 12-month period. The CRD should also develop a Terms of Reference (TOR) for this committee.	0-12 Months	Working Group Time	This ensures that the OGs are current, relevant. The TOR will provide details such as committee members, meeting schedules, etc.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
14	Operational Guideline 1-004. It is suggested that "Feminine Sanitary Napkins" be added to page 7 of the check list in proximity to the coveralls, helmets, and radio vests.	0-12 months	Working Group Time	The responder does not have to remove their hand from the suite to wipe the moisture.
Section 4 – Policies, Directives and Operational Guidelines				
15	NFPA 1072 Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications (2017) and NFPA 472 Standard for Competence of Responders to Hazardous Materials/ Weapons of Mass Destruction Incidents (2018) be incorporated into the training and operations of the CRD EHT.	0-12 months	Working Group Time	Adopting the latest NFPA standards in EHT emergency response operations and operational guidelines ensures compliance to industry standards
16	Operatoinal Guideline 3-001 be revised to clarify the qualifications of the Incident Commander versus the HazMat sector commander.	0-12 months	Working Group Time	The scene IC should have the in-depth knowledge to make informed decisions.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
17	Revise OG 4-004 Incident Response to read, ““The CRD EHT Incident Action Plan (IAP) should undergo thorough discussion, review and approval by the Incident Commander before implementation. This requirement ensures that the IAP aligns with established protocols and is consistent with the overall incident, contributing to the effective and safe management of hazardous materials incidents.”	0-12 months	Working Group Time	As per NFPA 1561, the IC shall be responsible for developing and/or approving an incident action plan.
18	Revise OG 4-004 Incident Response org chart be revised to include two (2) doffers in the warm zone, one (1) doffer in the cold zone and one (1) EHT member in the warm zone to verify the effectiveness of the decon process.	0-12 months	Working Group Time	Based on industry best practices.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
19	Revise OG 4-005 Decontamination Procedures to having civilians remove clothing.	0-12 months	Working Group Time	Industry best practices dictates that the more clothing removed the better, and unless a person is soaked in a penetrating product there is no reason to disrobe completely.
20	Revise OG 4-005 Decontamination Procedures to include the use of a Level 'C' TYVEK suit for patient transfer to BCAS.	0-12 months	Working Group Time	Based upon industry practices.
21	Revise OG 4-007 Personal Protective Equipment to include two (2) twelve inches of ChemTape as part of the Level 'A' and 'B' inventory.	0-12 months	Working Group Time	If the wearer of a Level 'A' or 'B' suit suffers a tear an immediate repair can be made.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 5 – Response Trends and Response Types				
22	The CRD should regularly analyze the call volume and call types and work with the EHT Advisory Committee to identify trends.	0-36 months	CRD/Advisory Committee Time	Conducting this annual review will improve the state of readiness and overall effectiveness of the CRD EHT.
Section 6 – Training				
23	NFPA 1072 (2017) edition and NFPA 472 (2018) edition be adopted and incorporated into the training and operations of the CRD EHT.	0-12 months	CRD Staff Time	Using the latest NFPA standards benefits the CRD and EHT as described in the report.
24	Each community participating in the CRD EHT program conduct a community risk assessment relating to HazMat concerns. These assessments will be used to form the basis for specific training.	13-24 months	Participating Fire Depts Time	The identification of potential hazards will help keep responders safe.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
25	Training in Level A & B suits be incorporated into the "Open Learning" sessions as well as combined with DECON training in the "Skills Maintenance Training."	0-12 months	CRD/Advisory Committee Time	Regular training ensures responders are able to don, doff and use this specialized equipment.
26	The responsibility of decontamination procedures should be assigned to the fire service requesting support.	0-12 months	CRD/Advisory Committee Time	The initial responding FD will be first on scene and can initiate decontamination procedures promptly.
27	The development and delivery of training specifically for chemical properties and behavior be delivered into the "Open Learning" as well as reinforced at the "Skills Maintenance Training" sessions.	13-24 months	CRD/Advisory Committee Time	Understanding chemical properties for HazMat is essential for accurately assessing the risks.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
28	Additional training be provided two (2) times a year over a three-five day period and developed with input from EHT members and derived from Post Incident Action Reports. The first two-three days focused on skills with the remaining two days focused on scenario based learning.	13-24 months	CRD Time	Skills and competency are essential for the specialized skills required at the technical level.
29	Training should be developed and delivered by team members with a 5:1 student/instructor ratio.	0-12 months	CRD to determine costs for extra instructors	More focus on skills during the training can occur.
30	The CRD engage other agencies such as EMS, Police and NGOs to ensure open and transparent communication and work the possibility of incorporating them into the team, which in time could see the team become a CBRNE team.	13-24 months	CRD Staff Time	Engagement and involvement of other agencies often requires expertise from various disciplines.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
Section 7 - Service Agreements & Service Liability				
There are no recommendations for this section.				
Section 8-Finance				
31	Meetings between the CRD and the Contractor to review the annual budget increase for the operational budget. Adjustments should not only meet but exceed inflation rates and account for the notable escalation in equipment costs.	0-12 months	CRD/ Contractor Time	This approach will strengthen the financial resilience of the CRD and enable it to sustain optimal operational effectiveness.
32	Schedule meetings with the CRD Contractor to identify the real costs for the SCBA and Command Vehicle replacement scheduled for 2027.	0-12 months	CRD/ Contractor Time	Engagement in this process is vital to ensure the alignment of CRD five (5) strategies with organizational objectives and to proactively address the escalating costs of equipment and assets.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
33	That the CRD EHT implement an AMP for all hazardous materials response equipment. This should identify projected replacement dates and cost cycles for all hard and soft equipment and consumables. The AMP should be overseen by incorporating the Asset Manager role into the current Team Coordinator role, or other roles as deemed appropriate.	0-12 months	CRD Staff Time	Implementing an Asset Management Plan with a clear structure and oversight helps ensure the availability, safety, and efficiency of hazardous materials response equipment within the CRD EHT
34	A Capital Expenditure Reserve be established with annual contributions. This will ensure the equipment required to support a robust hazardous materials response is funded and available. The amount for the annual contribution should be derived following an assessment of current equipment, lifespan, and expected replacement dates.	0-12 months	CRD Staff Time	It aligns with best practices in emergency response asset management programs.

Rec #	Recommendation	Suggested Timeline	Estimated Cost	Rationale
35	Fire apparatus (vehicles) required to support the CRD EHT need to be a key aspect of the recommended asset management plan.	0-12 months	CRD Staff Time	When planned for, and properly funded over time, the acquisition of these significant purchases will be more manageable and financially sustainable.
Section 9-Surveys				
36	The CRD form a working group to address recommendations in this report.	0-12 months	CRD/Working Committee Time	A working group will ensure the CRD has an effective EHT and recommendations and resolutions are discussed for the improved efficiency of the EHT.



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REPORT TO REGIONAL PARKS COMMITTEE MEETING OF WEDNESDAY, JANUARY 24, 2024

SUBJECT **Island View Beach Regional Park Campground – Operating Season Extension Pilot**

ISSUE SUMMARY

To report on the pilot to extend the length of the operating season at Island View Beach Regional Park campground and to seek direction on the future term of the operating season.

BACKGROUND

The Capital Regional District (CRD) operates a campground at Island View Beach Regional Park (IVBRP) that consists of 18 recreational vehicle (RV) sites, 5 small trailer sites and 24 tent sites (Appendix A) under a temporary use permit from the District of Central Saanich (Central Saanich). Since opening in 2010, the CRD has operated the campground from the beginning of the Victoria Day weekend in May until the end of the Labour Day weekend in September.

On February 10, 2023, the CRD submitted a temporary use permit renewal application to Central Saanich to continue operating the IVBRP campground for an additional three years (standard permit term), which was approved on May 24, 2023. During the application review process, Central Saanich Council expressed interest in having the camping season extended on a trial basis. At its May 24, 2023 meeting, the Regional Parks Committee carried the following motion arising:

That staff report at the July Capital Regional District Board meeting on adding a pilot to extend the IVB camping season beyond the current end of season on Labour Day.

The Board carried the following recommendation at its July 12, 2023 meeting:

- 1) *That the 2023 operating season for the Island View Beach Regional Park Campground be extended to the end of the Thanksgiving long weekend, October 9, 2023, as a pilot project; and*
- 2) *That CRD staff review the success of the pilot project and report back to the Regional Parks Committee and Board in early 2024.*

Staff are reporting back on the pilot to extend the operating season at Island View Beach Regional Park campground.

ALTERNATIVES

Alternative 1

The Regional Parks Committee recommends to the Capital Regional District Board: That the operating season for the Island View Beach Regional Park campground be extended to the end of the Thanksgiving weekend each year.

Alternative 2

That the operating season for the Island View Beach Regional Park campground remain from the beginning of the Victoria Day weekend until the end of the Labour Day weekend.

IMPLICATIONS

Alignment with Existing Plans & Strategies

The CRD began operating the campground in 2010 when the land was acquired through the Land Acquisition Fund. The CRD did not own the land on which the existing campground is located when the Island View Beach Regional Park Management Plan Bylaw No. 1, 1989 was approved in 1989, nor when it was amended in 1996 and 1997. As such, there is no specific management direction for the campground.

The Regional Parks and Trails Strategic Plan 2022-2032 (Strategic Plan) contains the following Visitor Experience Strategic Priority, which provides high-level support for offering camping services in regional parks:

3-1 Offer compatible outdoor recreation opportunities that are enjoyable, healthy, safe and immersed in nature.

Financial Implications

Camping at IVBRP is a subsidized recreational activity. In 2023, camping fees were set at \$25/night, plus \$10 per additional vehicle, for all 47 sites. The total revenue collected from camping fees was approximately \$126,700 (see Table 1) and operating costs totalled approximately \$138,000, resulting in a net operating deficiency of approximately \$11,300.

Table 1: Island View Beach Regional Park Campground – 2023 Revenue

Month	Operating Days	Fee Revenue	Average \$/Day	Estimated Occupancy Rate
May	13	11,309.52	869.96	77%
June	30	26,190.48	873.02	78%
July	31	31,357.14	1,011.52	90%
August	31	32,976.19	1,063.75	95%
September	30	20,595.24	686.51	61%
October	8	4,285.71	535.71	47%
Totals	143	\$126,714.28	\$886.11	79%

The estimated occupancy rate for the entire 2023 camping season was 79%, with the traditional season (Victoria Day to Labour Day) at 87% and the pilot extension season (Labour Day to Thanksgiving) at 54%. Due to lower occupancy rates during the pilot extension, staff reduced operating costs by decreasing staff hours and services. Operating expenses for the pilot extension totalled \$21,250 and revenue collected totalled \$21,238 for a net operating expense of \$12, as outlined in Table 2.

Table 2: Island View Beach Regional Park Campground – 2023 Pilot Extension Period Cost and Revenue (September 4 to October 9, 2023)

Operating Days	Fee Revenue (+GST)	Revenue/Operating Days	Operating Expenses	Net Operating Expense	Estimated Occupancy Rate
35	\$21,238	\$606.80	\$21,250	\$12	54%

Intergovernmental Implications

CRD staff have provided updates to Tsawout First Nation and Central Saanich staff on the pilot to extend the operating season at the IVBRP campground and the proposed recommendation to permanently extend the operating season. Feedback from the updates supported the pilot and permanent extension of the operating season.

The campground is permitted to operate through a Central Saanich temporary use permit and the CRD will submit the necessary land use applications to formalize the campground as a permitted use under Central Saanich’s bylaws. CRD staff will continue informing the Tsawout First Nation and Central Saanich about the ongoing management of IVBRP and the campground.

Service Delivery Implications

Operating the IVBRP campground is funded through core budget sources. The additional revenue and operating expenses associated with permanently extending the operating season to the Thanksgiving weekend each year can be absorbed into the existing core budget.

Social Implications

Island View Beach Regional Park offers a uniquely picturesque setting on the east coast of the Saanich Peninsula, which attracts many visitors from across the region and beyond. Extending the camping season at IVBRP will offer additional camping options to the public through the early fall. Bookings are anticipated to be primarily on weekends, with the RV and tent trailer sites receiving the highest occupancy rates, as weather can be variable.

CONCLUSION

At the July 12, 2023 CRD Board meeting, staff were directed to pilot an extension of the operating season at the Island View Beach Regional Park campground to the end of the Thanksgiving weekend, October 9, 2023, and report back to the Regional Parks Committee. Staff have completed the pilot, assessed the implications and are recommending extending the operating season from the beginning of the Victoria Day weekend in May until the end of the Thanksgiving weekend in October each year.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board: That the operating season for the Island View Beach Regional Park campground be extended to the end of the Thanksgiving weekend each year.

Submitted by:	Mike MacIntyre, Acting Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: Island View Beach Regional Park Campground Map

Capital Regional District
 Island View Beach
 Regional Park
 Campground



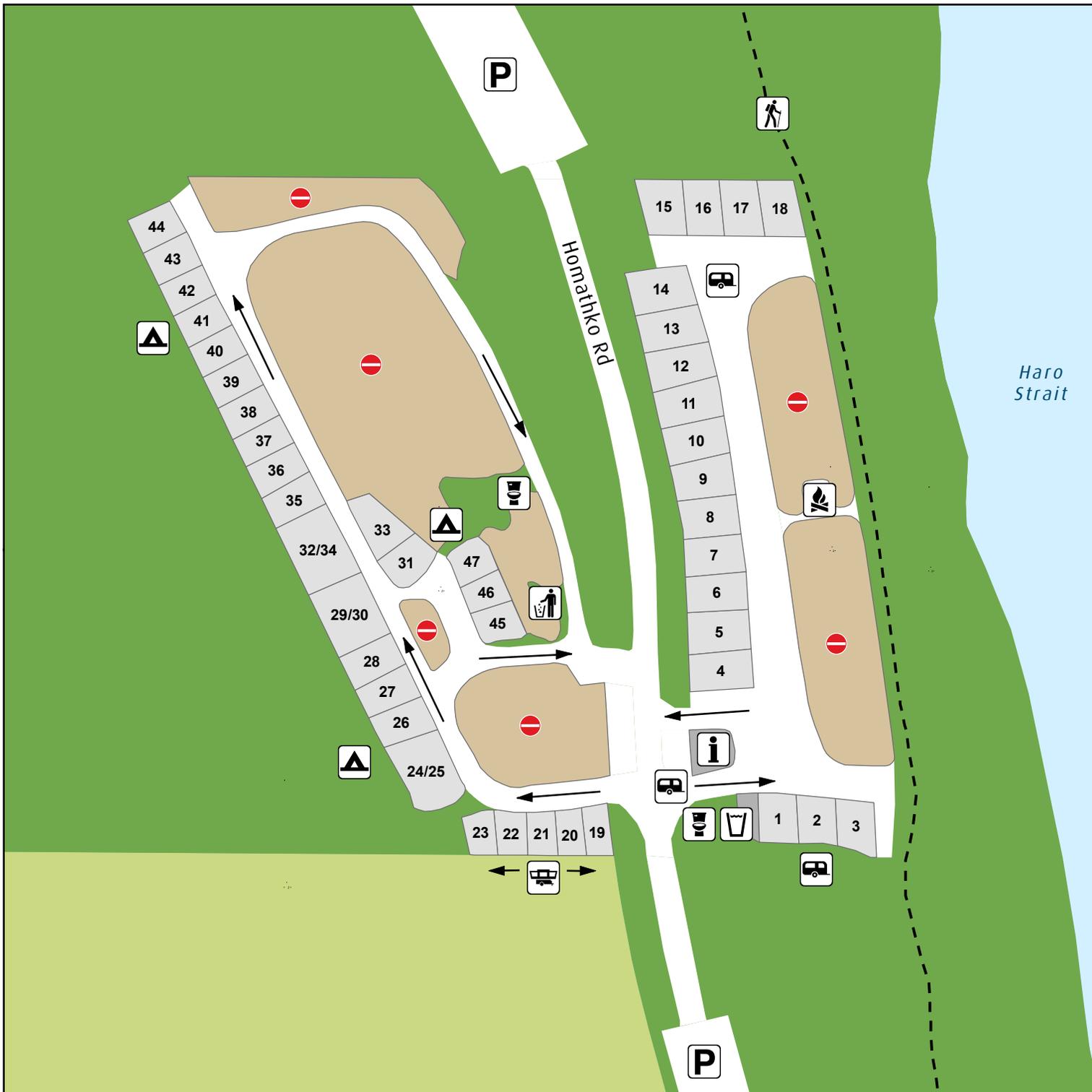
- | | |
|-------------------|--------------------------|
| Drinking Water | Parking |
| Fire Ring | RV Site #1-18 |
| Garbage/Recycling | Tent Site #24-47 |
| Hiking | Tent Trailer Site #19-23 |
| Information | Toilet |

- Hiking Trail
- Reserve Camping Site*
- Burweed Management Area
- Facility Area
- Island View Beach Regional Park
- Island View Beach Municipal Park
- Ocean

* All sites are only reservable with no first-come first-serve.



DISCLAIMER
 Important This map is for general information purposes only. The Capital Regional District (CRD) makes no representations or warranties regarding the accuracy or completeness of this map or the suitability of the map for any purpose. This map is not for navigation. The CRD will not be liable for any damage, loss or injury resulting from the use of the map or information on the map and the map may be changed by the CRD at any time.





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REPORT TO REGIONAL PARKS COMMITTEE MEETING OF WEDNESDAY, JANUARY 24, 2024

SUBJECT **Regional Parks Internal Inclusion and Accessibility Audit**

ISSUE SUMMARY

To provide a summary of the ongoing accessibility audits and enhancements taking place across the regional parks and trails system.

BACKGROUND

Enhancing health and well-being by providing equitable access to regional parks and regional trails is a priority for the Capital Regional District (CRD). Goal five under Strategic Priorities of the CRD Board-approved Regional Parks and Trails Strategic Plan 2022-2032 identifies that regional parks and regional trails are inclusive and accessible.

In 2003, a Universal Access Plan for Regional Parks was developed. This plan identified approaches to establish facilities and services for the widest possible range of park and trail visitors and set out a five-year plan to implement changes. Between 2003 and 2022, projects related to inclusion and accessibility were undertaken on an ad-hoc basis, as resources allowed. Projects included: upgrades to the accessible Elsie/King Trail and Nature Centre in Francis/King Regional Park; accessible building upgrades as facilities were replaced; construction of accessible fishing piers at Elk/Beaver Lake and Mount Work regional parks; installation of mobility mats at Thetis Lake and Elk/Beaver Lake regional parks; numerous trail surface enhancement projects across the system; the development of the User-Friendly Trail Guide, a partnership with the Intermunicipal Advisory Committee on Disability Issues and West Shore Parks & Recreation.

In 2019, Regional Parks introduced a new position to the staff complement, an Outdoor Recreation Specialist. This position, and the subsequent Outdoor Recreation Technician, greatly increased the capacity of Regional Parks to assess access and equity initiatives across the parks and trails system and to help prioritize projects.

Recognizing that user objectives for visiting regional parks and trails is unique to each individual and depends on the characteristics of the recreation setting, the CRD set out to improve park and trail accessibility through the curation of quality experiences. In 2022, the CRD retained consulting firm, McElhanney, in partnership with RC Strategies and the Recreation Adaptive Society, to undertake a review of accessible nature-based outdoor recreation opportunities within CRD regional parks and trails. Five parks with high visitation, proximity to urban centres and that provided a range of recreational activities were reviewed. Potential enhancements to these parks were identified through consultation with stakeholders and subject-matter experts. The full report can be found in Appendix A.

In 2023, a number of projects were undertaken to enhance accessibility within regional parks and trails:

- Completion of an initial annual regional parks and trails accessibility audit, focusing on built infrastructure.

- Completion of 52% of the recommended maintenance improvements identified by the internal accessibility audit.
- Development of an accessible parking facility standard that meets current guidelines and the recognized Canadian Standards Association accessible design standards.
- Establishment of a partnership with the not-for-profit Power to Be to provide staff resources, and equipment to deliver accessible regional park nature programs.
- Updating the information provided for all regional park nature programs to include detailed trail and facility information for each event.
- Creating accessibility information documents for four high-visitation regional parks, including Thetis Lake, Elk/Beaver Lake, Francis/King and Island View Beach. These accessibility information documents can be found on the respective park pages on the CRD website.

In 2024, the CRD will retain a consultant to develop accessibility guidelines for regional parks. These guidelines will provide specifications for built infrastructure within regional parks and trails, along with standardizing what visitor use information is provided.

IMPLICATIONS

Alignment with Existing Plans & Strategies

Priority action 5-1b of the Regional Parks and Trails Strategic Plan 2022-2032 provides direction to conduct an Inclusion and Accessibility Assessment of regional parks and regional trails that assess barriers and deterrents to access. To accompany the 2023 staff-led regional parks and trail accessibility audit, in 2024 staff will undertake a subsequent regional parks and trails inclusion audit.

Equity, Diversity & Inclusion

Statistics Canada estimated that in 2018, 20.5% of BC's population aged 15-64 years old was living with one or more disabilities and 41.7% of BC's population is living with one or more disabilities. Accessibility and inclusion are about creating communities and offering services that enable everyone to fully participate without barriers.

Following the development of the *Accessible Canada Act, 2019*, and the subsequent formation of Accessibility Standards Canada, a technical committee is developing a national accessibility standard for Outdoor Spaces (CAN-ASC-2.1). This standard is anticipated for publication in summer 2024 and will provide specifications for outdoor path and trails, seating and picnic areas, accessible parking and outdoor play spaces.

The *Accessible British Columbia Act* requires the CRD to establish an Accessibility Advisory Committee, which was implemented in fall 2023. This committee will provide recommendations to inform the CRD Accessibility Plan and help improve the livability, inclusivity and accessibility for persons working and interacting with the CRD.

Service Delivery Implications

Environmental and topographical limitation will prevent accessible access to all areas of regional parks and trails. The CRD will prioritize providing unique and meaningful accessible opportunities that represent the regional parks and trails system.

CONCLUSION

Regional parks and regional trails are a public good that belong to everyone in the region. CRD Regional Park staff have completed numerous projects to improve access and equity within the context of regional parks and trails. In 2023, projects focused on enhancing the visitor experience for park users with diverse abilities, providing more detailed information online for accessible trip planning, and removing physical barriers that deter access to regional parks and trails. Staff will continue to identify opportunities to improve park and trail accessibility, inclusion and equity.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Mike MacIntyre, Acting Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: Accessible Nature-Based Outdoor Recreation Opportunities Study – April 10, 2023



Accessible Nature-Based Outdoor Recreation Opportunities Study

April 10, 2023 | Our File: 2511- 0163100 | Submitted to: Capital Regional District

McElhanney Ltd.
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1. INTRODUCTION

1.1. PURPOSE OF THE PROJECT

Regional parks play a vital role in the lives of all who live and visit the Capital Region. The outdoor recreation opportunities provided by regional parks have a powerful positive influence on the physical, mental and emotional health, happiness and quality of life of those who choose to recreate in regional parks. However, not everyone who lives in the region has equitable or inclusive access to Regional Parks or the opportunity to enjoy nature-based outdoor recreation in Regional Parks — this is particularly true for those residents who live with a disability. A disability is defined by the Government of Canada as “any impairment, including a physical, mental, intellectual, cognitive, learning, communication or sensory impairment — or a functional limitation — whether permanent, temporary or episodic in nature, or evident or not, that, in interaction with a barrier, hinders a person’s full and equal participation in society”ⁱ. People with disabilities continue to face barriers that prevent them from being able to enjoy regional parks as others do and some prevent them from being able to enjoy regional parks entirely. Limited access to parks further contributes to the inequities that people with disabilities face in other aspects of their life such as housing, health care, and employment.

Recognizing the above, Goal 5 of the recently approved Regional Parks and Trails Strategic Plan (2022-2032) is to ensure that “Regional parks and regional trails are inclusive and accessible” while Goal 3 is to ensure that “visitors to regional parks are involved in stewardship and have enjoyable outdoor recreation experiences”. The strategic plan acknowledges that equitable access to nature is key to safeguarding the physical and psychological wellbeing of residents. While the strategic plan does not specifically recognize that the design and condition of visitor infrastructure in regional parks can, and is, a major barrier to providing inclusive and equitable access to nature, it does acknowledge that lack of access to transportation and proximity to parks can be barriers to preventing members of society from enjoying the benefits of parks. Figure 1 graphically illustrates the differences between inclusion, exclusion, segregation, and integration, with integration being the most desirable approach to take when planning outdoor recreation opportunities for everyone. The strategic plan identifies that “offering compatible outdoor recreation experiences that are enjoyable, healthy, safe and immersed in nature” and “enhancing health and well-being by providing equitable access to regional parks and regional trails” are priorities for the system. Regarding equity and access, the plan directs managers to:

- Develop and apply an equity lens to inform management and operation of regional parks and regional trails.
- Conducting an inclusion and accessibility assessment of regional parks and regional trails that assesses barriers and deterrents to access.
- Replace the 2003 Universal Access Plan for Regional Parks with new Accessibility Guidelines that provide objective information about the visitor experience, such as descriptions of trail terrain, length and slope to

Disability

Any impairment, including a physical, mental, intellectual, cognitive, learning, communication or sensory impairment — or a functional limitation — whether permanent, temporary or episodic in nature, or evident or not, that, in interaction with a barrier, hinders a person’s full and equal participation in society.

Barrier

Anything that hinders the full and equal participation in society of persons with a physical, mental, intellectual, cognitive, learning, communication or sensory impairment or functional limitation.



empower visitors to make appropriate individual choices and to better align user expectations with self-preparedness and ability.

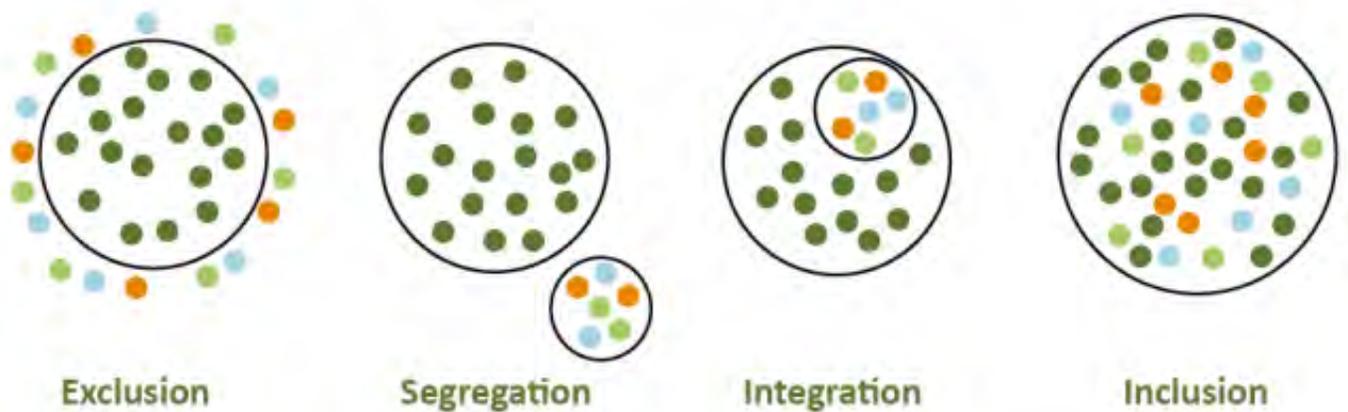


Figure 1 A Model Illustrating the Differences between Inclusion, Exclusion, Segregation, Integration, Alberta Parks Everyone Belongs Outside Inclusion Plan

While the focus of this project was not intended to deliver on the above actions, it is intended to help the Visitor Experience division of Regional Parks determine and understand opportunities to increase or expand accessible and adaptive nature-based recreation in select regional parks so that these opportunities can be considered in ongoing park management planning processes and upcoming capital planning.

Specifically, the purposes of this project were to:

- ✓ Assess the supply of accessible and adaptive nature-based outdoor recreation opportunities and supporting facilities that currently exist within regional parks.
- ✓ Provide guidance on the quality of the current provision of accessible and adaptive nature-based outdoor recreation opportunities and facilities and any improvement that could be completed.
- ✓ Review the current provision that exists across the region and how opportunities within CRD's parks do / could complement existing opportunities.
- ✓ Undertake engagement with accessibility focused stakeholder groups to understand the sufficiency of the current supply of opportunities and future potential opportunities and priorities.
- ✓ Based on learnings from the above, identify and prioritize opportunities to enhance existing or provide new accessible nature-based outdoor recreation experiences in regional parks including a high-level concept design and a Class D cost estimate.

CRD Regional Parks retained RC Strategies, Tanelle Bolt with the RAD Society, and McElhanney, experts in accessible and adaptive outdoor recreation planning and design, to lead the project.

1.2. SCOPE

The project focused on both accessible and adaptive nature-based outdoor recreation opportunities. The spatial scope of the project's recommendations was limited to the CRD Regional Parks with priority given to the following six regional parks:

- East Sooke Regional Park
- Thetis Lake Regional Park
- Francis/King Regional Park
- Island View Regional Park
- Mount Work Regional Park
- Elk / Beaver Lakes Regional Park

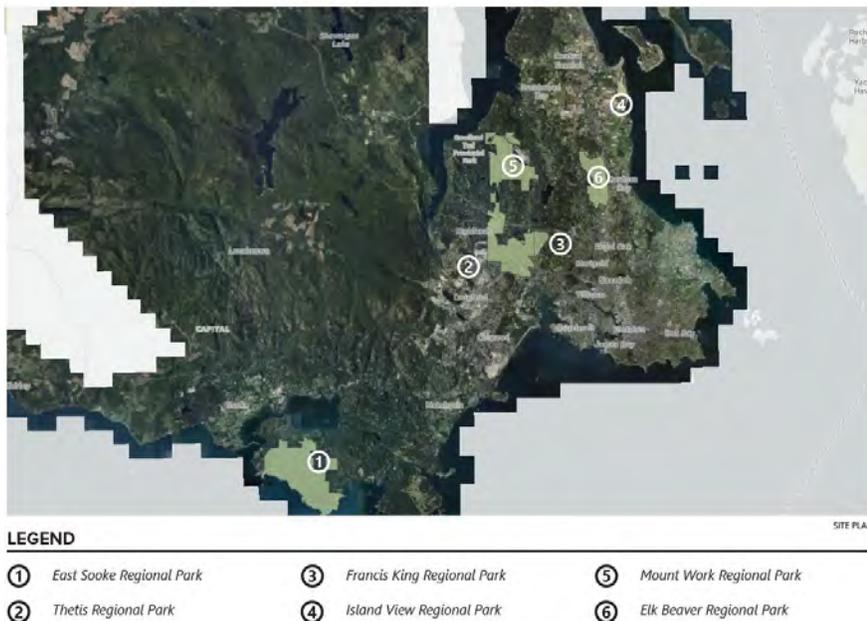


Figure 2 Map of Regional Parks considered in the study.

Further, the scope of the identified opportunities where to attempt to identify accessible and adaptive nature-based outdoor recreation opportunities in a coastal / ocean experience, freshwater lake / lakeside experience and an inland forested experience.

1.3. INTERNATIONAL & PROVINCIAL POLICY & LEGISLATIVE DIRECTION

1.3.1. United Nations Convention on the Rights of Persons with Disabilities

According to the Government of Canada, the Convention on the Rights of Persons with Disabilities is an international human rights treaty aimed at protecting the rights and dignity of persons with disabilities without discrimination and on an equal basis with others. Canada ratified the United Nations Convention on the Rights of Persons with Disabilities

(CRPD) in 2010. Parties to the CPRD are required to promote and ensure the full enjoyment of human rights of persons with disabilities including full equality under the lawⁱⁱ.

1.3.2. Accessible British Columbia Actⁱⁱⁱ

The *Accessible British Columbia Act* became law in June 2021. The intent of the Act is to make British Columbia more accessible. The *Accessible British Columbia Regulation* was passed in 2022 and identifies the public sector organizations that must comply with the Act. In accordance with section 3(b) of the regulation, the provisions of the Act apply to Regional Districts. In accordance with the Act, prescribed organizations, such as Regional Districts, are required to establish 1) an accessibility committee (representation direction is provided), 2) an accessibility plan (does not have to be submitted to the province for review but should be made public) and 3) a tool and process to receive feedback on the accessibility plan and barriers to accessibility. The province, through the work of the Provincial Accessibility Committee, is preparing accessibility standards. Accessibility standards will outline the rules government and organizations must follow to remove barriers for a wide range of areas including, but not limited to, the built environment such as buildings, places, and spaces (e.g. parks, trails, and related infrastructure).





2. REGIONAL PARKS

The Capital Regional District (CRD), through its Regional Parks program, protects and manages more than 13,200 hectares of natural space through a network of 32 Regional Parks. Regional parks, which cover 5.5% of the CRD's land base, work to protect ecologically and culturally important areas while supporting the health and well-being, offering social connections, and improving the quality of life of residents through enjoyable nature-based outdoor recreation opportunities. The most popular activities occurring in regional parks include hiking, walking, horseback riding, cycling, mountain biking, camping, swimming, paddling, fishing, and nature study. In 2021, regional parks hosted over 5 million visits to the parks system. No adaptive recreation activities emerged as among the most popular activities in regional parks or trails though it is unclear whether adaptive recreation activities were included specifically in the survey. Over the past decade, visitation to regional parks has increased by 64%^{iv}. Unfortunately, data insights into the proportion of visits by people with disabilities is unavailable.

2.1. VISITOR ACTIVITIES & INFRASTRUCTURE

While there are three campgrounds operating in the regional parks system, regional parks are primarily intended to offer visitors the opportunity to enjoy part-day and full-day trail-based recreation in front-country, midcountry, and remote backcountry settings. Over 300km of formalized trails are available in the regional parks system. Regional parks also provide opportunity for freshwater and saltwater outdoor recreation through its network of natural and manicured beaches, docks / fishing piers, and boat launches. Typical visitor comfort and convenience amenity infrastructure provided in regional parks includes parking areas, trailheads, benches, picnic areas, vault toilets, washroom / shower buildings, and waste and recycling receptacles. While direct programming and interpretive services are limited in the regional parks system, the system does offer two nature centres that are open to the public as well as some natural and cultural interpretive school based programs and other public events. The system doesn't currently provide outdoor recreation or accessibility specific programming.

Regional parks are one component in a much larger parks and protected areas system in the CRD. This larger system is comprised of municipal and community parks (e.g. Beacon Hill), provincial parks (e.g. Goldstream, Gowlland Tod, John Dean), national parks (Gulf Islands National Park Reserve), and land conservancies and trusts. While there is some overlap in mandates, each park system provider in the network has a specific mandate that they working to achieve and the characteristics of their parks and the recreation opportunities and visitors services that each offer are purposefully different. In contrast to municipal and community parks, regional parks are typically larger parcels of land acquired for conservation purposes and are located outside of the central urban core and have more limited and less intensive recreation facilities and limited visitor services. Regional Parks are typically smaller than the vast provincial and federal parks systems and tend to provide more recreation opportunity and services than the conservation focused land conservancies and trusts.



2.2. MANAGEMENT DIRECTION FOR REGIONAL PARKS

As indicated in section 1.1 above, the Regional Parks and Trails Strategic Plan (2022-2032) provides a long-term vision and direction of the regional parks and trails system. The strategic plan establishes a vision, articulates the mission of the regional parks and trails service, identifies values that will guide management decisions, and identifies goals, priorities, and specific actions that will be taken over the next 10 years. In addition to direction from the strategic plan, each park in the system has been classified in accordance with the CRD's Regional Parks Classification System^v. The park classification establishes and communicates the intended purpose of each park and sets the framework for determining which recreational activities and infrastructure are compatible in each park class. Further to each park's classification, 18 of the 32 parks in the network are managed in accordance with a park management plan. Management plans are formally approved by the CRD Board and provide more site-specific guidance regarding how the respective park is to be managed and what visitor services and infrastructure will be offered. Direction regarding accessible and adaptive nature-based recreation is ideally derived from and integrated into management plans as they are initially developed or reviewed and updated.

The Equity Value in the Strategic Plan States:

Regional parks and regional trails are inclusive, culturally safe, and accessible to visitors of all ages, abilities and income levels.

2.3. A SYSTEMS APPROACH

While it is commonly accepted that a single park can't be all things to all people, it's also true that a single park provider and their system of parks can't be all things to all people. Meeting the diverse needs for accessible and adaptive nature-based outdoor recreation opportunities in the Capital Region can not be delivered by a single park provider. Given the diverse mandates of the different park management agencies, meeting the needs for accessible and adaptive nature-based outdoor recreation requires a deliberate, coordinated, and well planned "systems approach" involving each of the different park system providers in the CRD. While this project has worked to identify opportunities to provide additional or to enhance existing accessible and adaptive nature-based outdoor recreation opportunities in select Regional Parks, it should not be interpreted as replacing or addressing the need for a more comprehensive and integrated system wide planning effort to truly ensure that the needs for accessible and adaptive outdoor recreation are being met by the Capital Region's broader parks system. A system wide approach is outside the scope of this study.



Figure 3 Accessible Fishing Pier at Durrance Lake Mount Work Regional Park

Identifying new or expanded accessible and adaptive outdoor recreation opportunities needs to begin with a clear understanding of the core components of a nature-based outdoor recreation opportunity and what is meant by and how the terms accessible and adaptive differ.



3. ACCESSIBLE & ADAPTIVE NATURE-BASED RECREATION OPPORTUNITIES

3.1. WHAT IS A NATURE-BASED OUTDOOR RECREATION OPPORTUNITY

At its foundation, an outdoor recreation opportunity can be defined as the physical, social and intellectual activities that are immersed in a natural outdoor setting, are dependent on the natural landscape, are compatible with and relatively low impact on the natural environment, and that directly or indirectly foster appreciation for the natural environment. As this definition illustrates, an outdoor recreation opportunity, whether accessible, adaptive, or not, is about much more than the simple activity the individual is participating in. The level of difficulty provided by the asset, the recreation setting, and the natural region or ecosystem that the activity occurs in are fundamental experience factors that need to be considered when planning for new or expanded experiences.



Figure 4 Elements of an Outdoor Recreation Opportunity (Justin Ellis, 2018)

While the Regional Parks and Trails Strategic Plan does not specifically define what an outdoor recreation opportunity is, nor acknowledge the key components of an outdoor recreation opportunity, it does define nature-based outdoor recreation as outdoor recreation activities that:

- Are immersed in the natural environment;
- Do not degrade the ecological integrity of the park;
- Are human-powered;
- Encourage an appreciation for and understanding of natural and cultural values; and
- Do not significantly interfere with the enjoyment of other park users.

CRD Parks Managers should note that stakeholders who took part in this project process identified concerns with the final bullet in the nature-based outdoor recreation definition. As representatives of park users who have been traditionally excluded from parks through traditional park management and infrastructure planning and provision,



stakeholders expressed concern that this bullet could limit the ability to provide new or enhance existing infrastructure to be more inclusive and; therefore, continue the systemic exclusion persons with disabilities from regional parks.

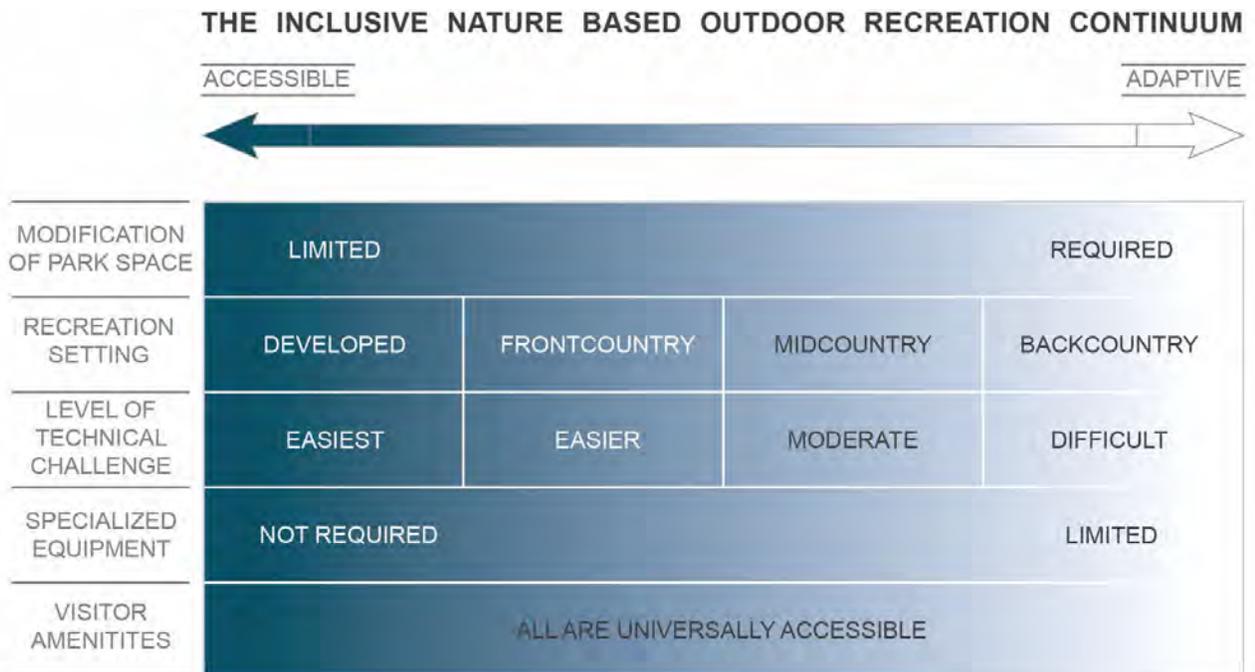
3.2. ACCESSIBLE & ADAPTIVE NATURE-BASED OUTDOOR RECREATION

For the purposes of this study, accessible and adaptive nature-based outdoor recreation are not synonymous terms. While both meet the definition of nature-based outdoor recreation and are comprised of the key components of an outdoor recreation opportunity (activity, difficulty, setting, natural region / ecosystem), they can actually be viewed as a continuum (Figure 4) and differ in terms of modifications to the park space that are required to facilitate the experience, whether specialized equipment is required or not, the level of technical challenge, the recreation setting and visitor amenities.

Accessible Nature-Based Outdoor Recreation

Accessibility enables a person with a disability to experience a park and its facilities without assistance or specialized equipment. Accessible nature-based outdoor recreation opportunities rely on application of universal design principles by park managers to ensure that park infrastructure (e.g. trails, quiet contemplative areas, viewpoints) as well as comfort and convenience amenities (e.g. toilets, signs, benches, picnic shelters, parking areas, waste receptacles) and any services provided (e.g. programming, website registration etc.) are accessible and meet the needs and abilities of as many people living with disabilities (e.g. mobility, cognitive, visual, hearing) as possible. For people living with physical disabilities, accessible nature-based outdoor recreation typically requires physical modification of park spaces and infrastructure to ensure that the park can be experienced independently using standard equipment and devices that are readily provided / available to the individual. Accessible nature-based outdoor recreation does not require individuals to have access to specialized equipment or supports.

Adaptive Nature-Based Outdoor Recreation



Where accessible nature-based outdoor recreation focuses largely on modifying the physical park space and infrastructure to meet the needs of people with disabilities, adaptive nature-based outdoor recreation focuses on adapting the individual’s abilities to enjoy the park space as it is through adaptive equipment and supports. The adaptive equipment

Figure 5 The Inclusive Nature Based Outdoor Recreation Construction



used makes it easier for people of varying abilities to participate in the recreation activity. However, it is important to recognize that adaptive nature-based outdoor recreation still requires accessible visitor comfort and convenience amenities (e.g. toilets, benches, picnic shelters, parking areas, waste receptacles) to ensure basic dignity and independence. Adaptive nature-based outdoor recreation can enable people living with disabilities to experience a greater diversity of outdoor activities at a greater range of technical difficulties and a broader range of recreation settings than accessible nature-based outdoor recreation.

3.3. THE CASE FOR ACCESSIBLE & ADAPTIVE NATURE-BASED OUTDOOR RECREATION

Data and research specific to the Capital Regional District on the number and geographic distribution of people with disabilities, the types of disabilities and their outdoor recreation demands and preferences are, unfortunately, unavailable. However, research from other national and provincial sources can provide valuable insights. Insights that make the case for accessible and adaptive nature-based outdoor recreation include:

- In 2018, 20.5% of British Columbia's population, aged 15 – 64 years old, have one or more disabilities^{vi}. Over two-thirds of persons with disabilities have at least two or more disability types. In 2021, the CRD's population of residents aged 15 – 64 was 263,425 which suggests that approximately 54,000 or more people aged 15 – 64 years living in the CRD may experience one or more disabilities. 41.7% of British Columbian's, 65 years and over, have one or more disabilities^{vii}. In 2021, the CRD's population of residents aged 65 or older was 99,645 which suggests that approximately 41,000 people aged 65 or older who live in the CRD may have one or more disabilities. Recognizing that the Canadian Survey on Disability is repeated every five(5) years, the region may contain over 95,000 people, aged 15 and older, who experience one or more disabilities. Not only are nearly 20.5% of the population living with a disability, anyone - at any time, could become a member of the disability community, and most people will experience a disability at some point in their life^{viii}.
- Disabilities relating to pain (15%), flexibility (10%), mobility (10%), and mental health (7%) were the most common disability types among Canadians aged 15 years and over followed by seeing (5%), hearing (5%), dexterity (5%), learning (4%), and memory (4%)^{ix}. Older Canadians more commonly (23% to 26%) experience pain-related, flexibility or mobility disabilities when compared to youth aged 15-23 (5%).
- The type of leisure activities that people with disabilities engage have been found to be different than the activities than people without disabilities. Persons with disabilities tend to engage in leisure activities that are more passive, unstructured, and socially isolated than those people who do not live with a disability^x. Persons with disabilities were less likely than those without disabilities to participate in sports, exercise or outdoor activities (15.0% and 21.2% respectively) and more likely to participate in activities such as arts, writing and use of technology for recreation (43.5% and 41.1% respectively) than those with out disabilities. This suggests that persons with disabilities may experience nature-based outdoor recreation and its benefits considerably less than those who do not live with a disability.
- Persons with disabilities are almost twice as likely as persons without disabilities to report that most days are quite a bit or extremely stressful (23.4% and 11.9% respectively). These differences in levels of stress highlight inequities between persons with and without disabilities, as stress has long been shown to have a negative impact on health, including long-term impacts on physical and mental health^{xi}. Further, people with disabilities

95,000 +

people, aged 15 years or older, live with one or more disabilities in the CRD

Persons with disabilities tend to engage in leisure activities that are more **passive, unstructured and, socially isolated** than those people who do not live with a disability.



were more likely than those without disabilities to feel trapped in their daily routine (42.5% and 28.9% respectively) and that they have no time for fun (34.4% and 22.7% respectively).

Trans Canada Trail, in partnership with AccessNow, recently completed a National Trail Accessibility Survey^{xii}. The survey was intended to understand trail use by individuals who have disabilities or are close to, or work with, someone with disabilities. Key findings from the survey include:

- Individuals with a disability use trails regularly with 52% of respondents using trails monthly and 39% using trails weekly.
- Spending time in nature is the most common motivator for using trails (31%), while physical exercise (26%) and supporting mental health (26%) were also important motivators.
- The duration of trail outings varies from 30 minutes or less up to multi-day excursions. 57% of respondent's trail outings last 1-3 hours while 35% last 30 minutes to 1 hour. 5% of respondents spend fewer than 30 minutes while 3% spend more than 3 hours per trail outing. This suggests that trail systems must afford diversity in the length of trail outings with most of the supply being focused on outings that are between 30 minutes to 3 hours in length.
- 86% of respondents will use trails while on vacation particularly if the trail is not out of the way or inconvenient to get to. This suggests that accessible and adaptive trail experiences should be integrated into tourism destination planning and marketing.
- The most common barriers to using trails or planning outings on trails include:
 - Lack of information about what trails are accessible (54%)
 - Lack of support of accessible trails (12%)
 - Lack of adequate transportation
- Recognizing that a lack of information is one of, if not the, most significant barrier that people with disabilities face in deciding whether to recreate on trails, 56% of respondents indicated that detailed information about the trail's width, slope, and surface was the most important information to have. Use of designations such as "Accessible Trail" or a level of challenge rating scale (e.g. easy, intermediate, difficult) rated much lower in importance (23% and 17% respectively).

Lack of Information About the Trail

is the most significant barrier to people with disabilities using trails.



BARRIERS TO USING TRAILS

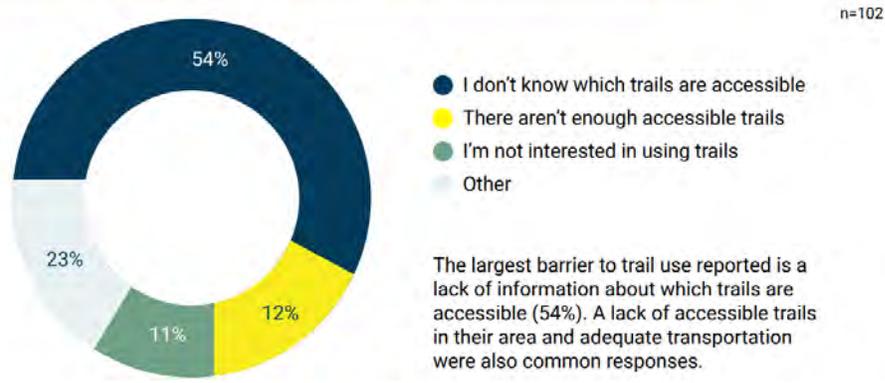


Figure 6 Barriers to Using Trails - Trans Canada Trail's National Trail Accessibility Study

3.3.1. Regional Parks' Role in Providing Accessible & Adaptive Nature-Based Outdoor Recreation Opportunities

As CRD Regional Parks continues to evolve its role and mandate, it is important that the organization clearly defines its role in the delivery of accessible and adaptive nature-based outdoor recreation opportunities. Unlike many / most municipal, provincial and national parks providers, CRD Regional Parks system does not have a clearly articulated mandate for the development and delivery of visitor experience programming. As such, very few direct visitor experience programs are delivered by the CRD in the regional parks system and, as a result, the CRD does not maintain a compliment of staff that are responsible for developing and delivering programs or services to directly support and assist people with disabilities with accessing and enjoying regional parks and their associated benefits.

Under the current operational model, CRD's role in the delivery of accessible and adaptive nature-based outdoor recreation includes:

- Provisions (planning, design, construction and maintenance) of visitor facilities, amenities and infrastructure.
- Development and distribution of information and promotion of outdoor recreation opportunities in regional parks.
- Enabling and supporting the delivery of visitor experience programs by partners.



4. PROMISING PRACTICES

Precedent Research

The project team reviewed research and observed practices from organizations such as Parks Canada, Alberta Parks, BC Parks, Canadian Parks Collective for Innovation and Learning, National and Provincial Recreation and Park Associations, Park People, and Accessible Parks Canada, along with testimony from people with lived experience, to identify the following promising practices that regional parks managers should consider as efforts are made to improve the availability of accessible and adaptive nature-based outdoor recreation opportunities.

4.1. ADOPT AN EQUITY, DIVERSITY, INCLUSION & ACCESSIBILITY LENS

An equity, diversity, inclusion, and accessibility lens is a tool to help organizations be deliberately inclusive as it makes decisions about its business. The lens is a tool organizations use to review existing and evaluate future policies, bylaws, procedures programs, and capital investments to ensure they have adequately considered the needs of equity-deserving groups (e.g. persons with disabilities, racialized, women, 2S/LGBTQ+). Whether it be new capital development, park acquisition, staff training, staff recruitment, the system's strategic plan, or a new rule or bylaw, such a policy tool will help regional parks managers be confident that all aspects of the regional parks system, has considered and are responsive to the needs of all equity-deserving groups. Some promising examples of organizations prioritizing accessibility and developing and applying an equity, diversity, inclusion, and accessibility lens include:

- Battleford Joint Master Plan Lens Framework - <https://battleford.municipalwebsites.ca/Editor/images/Parks/2020-10-07%20Battlefords%20MP-SM.pdf>
- Gender Based Analysis Plus - <https://women-gender-equality.canada.ca/en/gender-based-analysis-plus.html>
- City of Vancouver Equity in Parks and Recreation Bold Moves and Equity Initiatives - <https://vancouver.ca/parks-recreation-culture/equity-in-parks-and-recreation.aspx>
- National Recreation and Parks Association Parks for Inclusion Policy Guide - <https://www.nrpa.org/our-work/partnerships/initiatives/parks-for-inclusion/policy-guide/>
- City of Portland Racial Equity Plan and Lens for Parks - <https://www.portland.gov/parks/five-year-racial-equity-plan>
- Oregon State Parks - <https://www.oregon.gov/orec/Documents/OREC-Gov-Task-Force-Outdoors-2020.pdf>

4.2. ENGAGE THOSE MOST AFFECTED

The principle of “nothing about us without us” is being recognized widely by governments. Nobody understands the barriers to enjoying nature-based outdoor recreation better than those who live with disabilities and face these barriers daily. As such, it is imperative that regional parks managers deliberately and meaningfully seek out, engage with and listen to, and respond to the input of those who live with disabilities on a daily basis. This means that engagement processes on regional park matters must be inclusive but it also means that more formalized and ongoing processes should be put in place to receive regular insights, advice, and reviews. Establishing and effectively implementing an



Inclusion, Diversity, Equity, & Access (IDEA) group, comprised of individuals with lived experience, to advise on policy matters, capital priorities, and designs is a promising practice that could help regional parks become more inclusive and better ensure that the system is providing the right mix or appropriately designed and sited accessible and adaptive nature-based outdoor recreation experiences. Such an initiative could involve becoming more directly involved with the Intermunicipal Advisory Committee on Disability Issues or the establishment of a regional parks specific advisory committee.

4.3. DELIBERATELY PROVIDE FOR DIVERSITY IN EXPERIENCES

Recreation demands and desires are diverse. Like all recreation, the demand for accessible and adaptive outdoor recreation opportunities is also diverse. In keeping with the Society of Outdoor Recreation Professionals' Principles for Recreation Resource Planning, it is necessary to plan for and maintain a spectrum of diverse recreation opportunities in regional parks. While a single park can not provide for the full range desired accessible and adaptive recreation demands, the system as a whole should be able to meet these demands by taking an effective system wide approach to recreation planning. In keeping with the components of an outdoor recreation opportunity identified in section 3.1, regional park managers should plan for diversity in:

- The activity type.
- The level of challenge (easiest through to most difficult).
- The recreation settings (frontcountry, midcountry, backcountry).
- The landscape / ecosystem (e.g. inland forested, coastal, freshwater, saltwater).

Deliberately planning for diversity of experience better ensures the demands of persons with disabilities will be met, the experiences will be satisfying, and the network will support their progression in the activities they are passionate about. Failing to take a systems approach to planning outdoor recreation is likely to result in a homogenous mix of experiences (e.g. all short linear trails, all forested experiences, all at the same level of challenge) that are less satisfying and less likely to meet the needs and demands of residents.

4.4. INFRASTRUCTURE & AMENITY DESIGN STANDARDS AND GUIDELINES

Recognizing that park environments do not always lend themselves to modification as easily as built structures and that many parks also have a mandate for conservation and minimizing development impacts on a park's environmental and cultural values, many parks and the infrastructure they contain can be made to be more accessible through more deliberate and thoughtful planning and design. Given that built infrastructure in parks represents one of the most significant barriers to participation, many parks managers are developing / adopting and applying design standards or guidelines to direct how infrastructure and amenities are to be built. These standards or guidelines provide the design details to ensure that physical, sensory, visual, communication and other barriers are considered and removed or mitigated as new park infrastructure is developed or existing park infrastructure is refurbished. The adherence to the Standards and Guidelines are then mandated by organizations. When done well, universal design is not obvious and it ensures that the park space, and its infrastructure and amenities, do not prevent persons with disabilities from being able to experience the park space independently. While some park managers work to develop near

“We don’t want special entrances. We just want to get there like everyone else. Why is there always a wheelchair symbol on the door? People do not want things labelled ‘disabled,’” said Mr. McCannel. “Really good universal design is not obvious. It should be as normal as possible.”

Infrastructure design is about more than providing accessible picnic sites, benches, outhouses, and parking. It requires accommodating a much more diverse range of accessible features, for vision, hearing, mobility-impaired individuals, persons with literacy considerations and the multicultural community.



comprehensive design guidelines for all parks infrastructure, such as Alberta Parks' *Designing for Inclusion and Accessibility in Provincial Parks* (link unavailable) and [BC Park's Universal Design Guide for Front-country Parks](#), others will also adopt more specialized activity specific guidelines such as the [Kootenay Adaptive Sport Association's Adaptive Trail Standards \(2020\)](#), the [aMTB Trail Design Guidelines](#) for adaptive mountain biking, or the Canadian Tire JumpStart program which includes fields, rinks, and courts <https://jumpstart.canadiantire.ca/blogs/news/a-guide-to-creating-inclusive-play-spaces> Rick Hansen Foundation [Guide to Creating Accessible Play Spaces](#)

4.5. PARTNERSHIPS ELEVATE ACCESSIBLE & ADAPTIVE NATURE-BASED

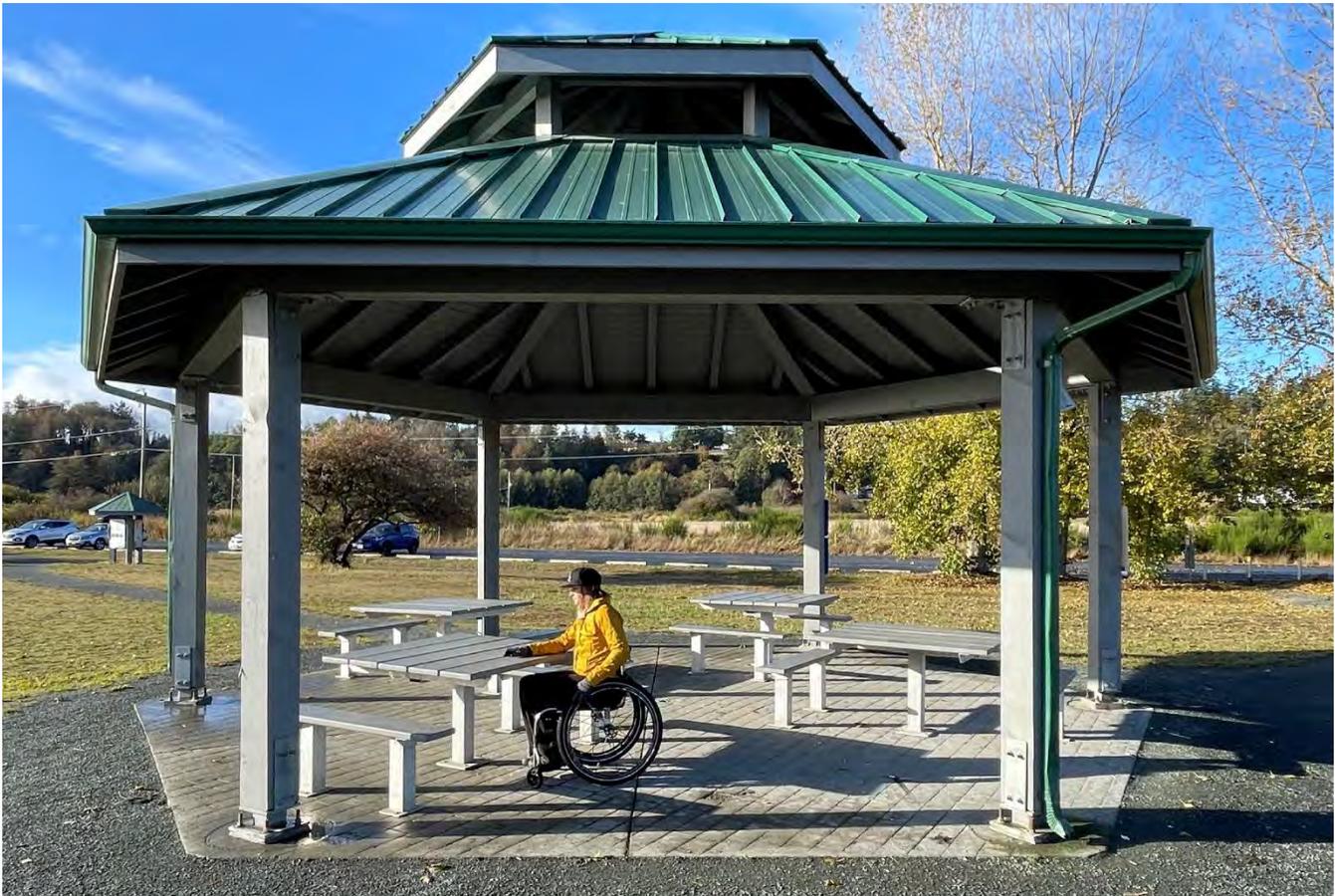


Figure 7 Accessible Picnic Shelter with Considerable Choice for Visitors at Island View Beach Regional Park



OUTDOOR RECREATION

Capacity, and in some cases the corporate mandate, to directly deliver visitor experience programming can be limited in some parks systems. Further, parks managers may have limited lived experience, expertise, knowledge, and equipment to deliver quality, enjoyable and safe accessible and adaptive recreation programs. Programs, including the presence of trained and compassionate staff, can be a critical component of providing and enhancing accessible and adaptive nature-based outdoor recreation opportunities and helping people with disabilities overcome the barriers they face. Further, Power To Be's report on *Furthering Accessibility in our Regional Parks and Beaches* ^{xiii} found that 57% of people surveyed reported that the attitude of park staff and customer service have been a barrier to enjoying the parks or beaches. In addition, a high proportion of people with disabilities rely on public transportation services or shuttles. Power To Be's research also found that 71% of respondents report transportation as a barrier they faced in accessing

parks and beaches. The distance between transit stops and parks, frequency of the transit services, and the quality of the transit stops are all critical considerations in improving transportation options for people with disabilities.^{xiv}

Recognizing limited capacity and mandates for such programs, park agencies can and should develop and support (including financially) partnerships with expert organizations that specialize in the provision of accessible and adaptive programs. Partnerships should be established to address and provide services such as:

- Delivery of in-park visitor programming and experiences (e.g. [Power To Be](#))
- Provision of adaptive recreation equipment in-park (e.g. [RAD Society](#))
- Transportation to / from parks (e.g. [Parkbus](#))
- Parks staff training about inclusion, diversity, equity and accessibility in the workplace and customer service

Social barriers can be reduced by having staff trained on accessibility and adaptability and having the ability to provide guidance and suggestions for different people's accessibility needs. Power To Be's research found that **57% of people reported that attitudes of park staff and customer service have been a barrier for them.**

Transportation to parks was identified as **one of the most significant barriers by workshop participants.**

Research by Power To Be found that **71% of people surveyed identified transportation as a barrier that they have faced.**



4.6. THE RIGHT INFORMATION AT THE RIGHT TIME

Like all visitors to parks, people with disabilities require the right information, in the right mediums, at the right times to:

1. Be inspired to want to engage in nature-based outdoor recreation,
2. Become aware of the opportunities that exist for nature-based outdoor recreation and establish a “consideration list”,
3. Understand the characteristics (activities, recreation settings, landscapes, amenities) of each available opportunity,
4. Evaluate the opportunities and choose which opportunity is right for the experience they are seeking and which location provides for their needs,
5. Know what equipment and preparations are required to take part in the opportunity safely and enjoyably,
6. Know how to access the opportunity (e.g. public transit, Parkbus, personal vehicles, active transportation), and
7. Navigate the park and enjoy the experience once they arrive on site.

However, a lack of marketing and promotional materials showing people with disabilities in parks together with a lack of accurate and timely information about the parks is routinely identified as significant barriers that are limiting people with disabilities from accessing and enjoying outdoor recreation^{xv xvi xvii xviii xix}.

Efforts to increase the availability of accessibility information continues to improve, particularly in the realm of mobile apps such as [AccessNow](#). While some of these apps verify data, many of these apps are crowdsourced by users and if the data is not reliable, these apps can risk making wayfinding and the enjoyment of parks more challenging. Parks managers can partner with these organizations to help disseminate accurate information through these types of tools which are being embraced by visitors. It is often much more effective to partner with existing tools that are already embraced by visitors than to try to re-create agency specific tools which often aren’t embraced by the public. As an example, the Trans Canada Trail (TCT) partnered with AccessNow to assess and disseminate accessibility information on [37 segments](#) of the TCT.

Efforts are also being made to improve the inclusiveness of marketing materials (e.g. images used) as well as the information about the characteristics of parks and trails are being provided to visitors at park gateways and trailheads within the parks themselves. In park signage is being used more regularly by trail managers and park agencies to clearly communicate the physical characteristics of infrastructure. For example, integrating detailed Trail Access Information (e.g. grades, cross slopes, tread widths, surface firmness, surface stability, obstructions, location or accessible amenities such as toilets, picnic shelters etc.) on appealing and easy to read signage allows visitors to make educated decisions regarding which trail to travel based on their individual needs and abilities (Figure 7 Trail Accessibility Information Sign Post).



Figure 8 Trail Accessibility Information Signpost





Figure 9 Visitor Experience Cycle

information about the park, it is too late. As illustrated in Figure 8 and Figure 9, the “Visitor Experience Cycle” or the “Pathway to Purchase, Destination Canada” models, respectively, should be used to ensure visitors receive the right information at each step of the visitor journey or Pathway to Purchase.

Helpful links:

- Journey Experience Model for Accessibility - <https://cpcil.ca/events/parcours-the-journey-experience-model-for-accessibility-jemma/>

4.7. MAKE ADAPTIVE RECREATION EQUIPMENT AVAILABLE

Innovation and technology continue to advance the supply of assistive devices that allow people with disabilities to participate in outdoor recreation activities such as hiking, biking, skiing, and paddling. However, these devices are often extremely expensive and the cost of purchasing or renting adaptive equipment become a major barrier that limits the frequency with which people can participate in outdoor recreation, the diversity of activities they can participate in or limits the ability to participate completely. Partnering with service provider organizations to make adaptive recreation equipment available for loan and / or rent can mitigate barriers and help to ensure that everyone is able to experience the benefits of outdoor recreation.

RAD Society and Power To Be are two local examples of organizations working to make adaptive equipment available in park settings. RAD Society has created a [gearbox prototype](#), which consists of a shipping container full of adaptive equipment, height adjustable workbenches and tools to customize equipment. The available equipment includes access trax, mountain trikes, wave skis, adaptive kayaks, and multiple styles of handcycles. Power To Be is working towards an [Accessibility Guarantee](#) with BC Parks in which they have compiled a list of adaptive equipment and where it is available across the province. This information is provided on their website. Through the BC Parks license plate program, BC Parks is supporting partner organizations in all 6 regions of the province with the purchase of adaptive equipment.



Figure 11 Paragolfer

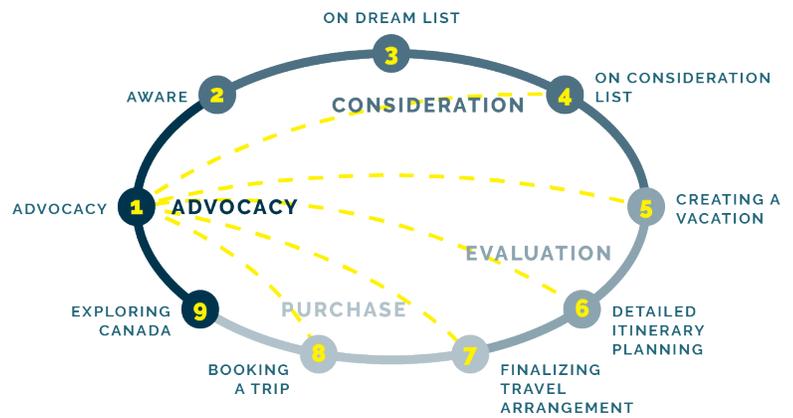


Figure 10 Pathway to Purchase, Destination Canada

In addition to providing the right information, it is imperative that visitors receive information at the right time to help inform their choices. If a visitor arrives at a park without having received any



5. ENGAGEMENT & WHAT WE HEARD

5.1. WHAT WE HEARD

The following sections provide an overview of the input received in response to each of the questions posed to workshop participants.

Workshop Insights

An interactive workshop was held on October 20, 2022 with accessibility advocacy and support organizations as well as accessibility specialists from around the CRD. The purpose of the workshop was to gather insights, based on lived experience, on:

- The current supply of accessible and adaptive nature-based outdoor recreation opportunities in regional parks and the broader capital region.
- The strengths and weaknesses of the current supply of accessible and adaptive nature-based outdoor recreation opportunities.
- The demands for accessible and adaptive nature-based outdoor recreation opportunities and which opportunities are the highest priority to address in the regional parks system.

Invitees who were unable to attend the workshop were provided the workshop focus questions and invited to provide written input in response to the questions.

Workshop Participants Included

- RAD Society (project team)
- Intermunicipal Advisory Committee on Disability Issues
- Power to Be
- Spinal Cord Injury BC
- Canadian National Institute for the Blind
- Queen Alexandra for Orthotics, Prosthetics & Seating
- Speech Pathologist
- CBI Health & Occupational Therapist
- The Cridge
- Westshore Parks & Recreation

Written Submissions Received From

- Intermunicipal Advisory Committee on Disability Issues
- Canucks Autism Network s



1. Accessible & Adaptive Nature-Based Outdoor Recreation Opportunities in the CRD

Participants were asked to identify the parks in the CRD that they are aware of, travel to, or support someone with a disability to travel to in order to take part in nature-based outdoor recreation opportunity. These parks and locations were identified:

Regional Parks

- Thetis Regional Park (Upper Thetis Lake) – CRD Regional Parks
- Elk / Beaver Lake Regional Park – CRD Regional Parks
- East Sooke Regional Park – CRD Regional Parks
- Mill Hill Regional Park – CRD Regional Parks
- Island View Beach Regional Park – CRD Regional Parks
- Witty Lagoon Regional Park – CRD Regional Parks

Municipal Parks

- Langford Lake Ed Nixon Trail – City of Langford
- Latoria Creek Park – City of Colwood
- Esquimalt Lagoon – City of Colwood
- Dallas Road Waterfront Pathway – City of Victoria
- Esquimalt Gorge Park – Township of Esquimalt
- Whiffin Spit Park – District of Sooke
- Cadboro-Gyro Park – District of Saanich

Participants also acknowledged the network of trails in the region that have been identified as being “user-friendly” by the IACDI, CRD, and Westshore Parks and Recreation in 2014. The user-friendly trails initiative resulted in the creation of an assessment process for determining user-friendly trails, a printed and online guide promoting user-friendly trails and amenities, consistent user-friendly signage and a tool kit on engaging communities in the same process. User-friendly trail experiences identified in regional parks include:

- Matheson Lake & Roche Cove Regional Parks – Galloping Goose Regional Trail (5 km, in/out)
- East Sooke Regional Park – Pike Road to Iron Mine Bay Trail (1,600 m, in/out, unable to access the beach)
- East Sooke Regional Park – Aylard Farm to Becher Bay (300 m, in/out, unable to access the beach)
- Witty’s Lagoon Regional Park – West-Mont School to Teaching Shelter (300 m, in/out)
- Witty’s Lagoon Regional Park – Tower Point Trail (500 m, in/out, not accessible)
- Francis / King Regional Park – Elsie King Trail (850 m, loop)
- Mount Work Regional Park – Munn Road Loop (650 m, loop, not accessible)
- Elk / Beaver Lake Regional Park – Filter Beds to Brookleigh Boat Launch (5,000 m, in/out)



- Island View Beach Regional Park – Island View Beach Trail (900 m, in/out)

Participants also suggested that it is a good time to update and modernize the current brochure and make it available to existing trail mapping services.

5.1.1. Strengths & Weaknesses of Existing Accessible & Adaptive Nature-based Outdoor Recreation Opportunities

Reflecting on the parks and accessible and adaptive nature-based outdoor recreation opportunities that were identified, and with emphasis on regional parks, participants were asked to identify the strengths and weaknesses associated with the existing opportunities.

Strengths

- Elsie King Trail – Francis King Regional Park. Looped trail and visitor amenities are universally accessible.
- User-Friendly designated Trails and Brochure and the identification of 17 user-friendly outdoor trail experiences - though the “user-friendly” trails were identified as a strength, it was also acknowledged that the brochure is now out of print, there is limited current familiarity with the user-friendly program and network, the terminology of “user-friendly” may not be immediately recognizable to persons with disabilities.

Weaknesses

- The volume of accessible and adaptive nature-based outdoor recreation opportunities in the region generally, and regional parks specifically, are limited.
- The diversity of opportunities available in the region generally, and regional parks specifically, are limited. The opportunities that are available are short, relatively homogenous and the system of opportunities do not support or enable progression in the activity by visitors.
- Many regional parks contain inaccessible parking lots and limited supply of accessible parking stalls. Stalls are often undersized and undelineated by pavement markings. Many accessible parking stalls become occupied by CRD Parks operations staff or others who do not require accessible parking stalls.
- Pathways leading from parking lots in regional parks to the park trails, beaches, and visitor amenities are not accessible.



Figure 12 Wire Grid Installed on Boardwalk Improves Traction, Limits Vibrations for People with Mobility Devices and reduces maintenance requirements, Guide Rail Provides Tactile Orientation for People with Visual Impairments and Limits Potential for Mobility Devices to Leave the Tread



Figure 13 Packed Crushed Aggregate with Fines Provides for an Accessible Trail Surface with Minimal Tread Obstructions

- Tread widths, surfacing and grades and cross slopes of many trails in regional parks are not accessible.
- No regional parks provide fully accessible access to freshwater or salt water beach and swimming opportunities. While Thetis Lake provides a MobiMat opportunity, there are barriers to reaching the MobiMat from the parking lot and onsite amenities are not universally accessible and the location of the MobiMat isolates visitors to one side of the beach. Marine beaches do not contain any segments that are regularly cleared of driftwood to provide for access to and along the beaches. Mobility aid users provide their own water-safe wheelchair or other device suitable to be submerged in the lake water.
- Picnic tables, benches, and surfacing around seating and picnic areas in regional parks often do not support visitors with disabilities or mobility devices.
- Most comfort and convenience amenities are not accessible (e.g. toilets, doors and door handles, waste receptacles, change rooms) and other amenities that are deemed essential are not provided (e.g. adult change tables in change rooms).
- Trails that are or have the potential to be accessible contain few quiet contemplative spaces to support people with sensory disabilities.
- Trip planning information promoting accessible and adaptive recreation opportunities in regional parks is limited to non-existent and not made available at each step of the visitor experience cycle. Signage and trip planning information communicating the design characteristics of trails (e.g. slope, surfacing, grades) is not provided.
- While an accessible floating pier is available at Durrance Lake, accessible paddle board, canoe or kayak launches are not available on any of the lakes in regional parks.
- Limited and at times non existing access to adaptive recreation equipment on site at regional parks. Limited in-park programming focused on helping people with disabilities experience regional parks.
- Most regional parks are not accessible by transit which further limits the ability for people with disabilities to enjoy regional parks. A transportation service such as Parkbus has yet to be arranged to help people who require transportation support to access regional parks. This service would reduce the number of people that are currently required to drive to regional parks.

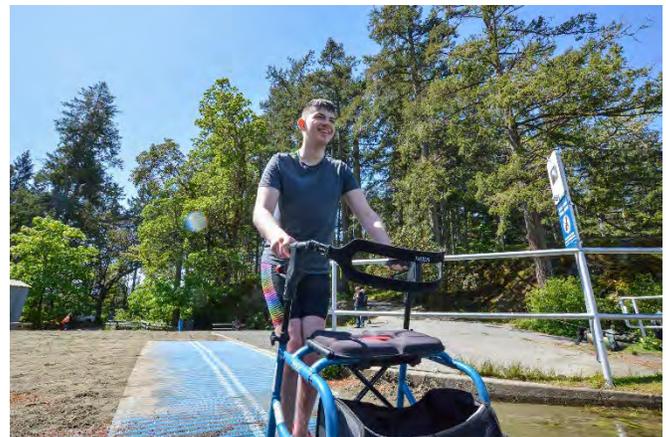


Figure 14 MobiMat at Thetis Lake Regional Park

5.1.2. Demands for Accessible & Adaptive Nature-Based Outdoor Recreation Opportunities

With a focus on day use opportunities, participants were invited to identify which types of accessible and adaptive nature-based outdoor recreation opportunities are in greatest demand. Participants were reminded of the mandate of regional parks and encouraged to ensure the identified opportunities aligned with the definition of nature-based outdoor recreation. The following opportunities were identified as being of greatest need:

Trail Experiences

- Short (1-2 hour) accessible looped trail experience (forested and coastal landscape).
- Part day (2-3 hour) accessible looped trail experience (forested and coastal landscape).
- Full-day (8 hours) connected trail experience for adaptive recreation with accessible visitor amenities (e.g. toilets, rest areas, benches) (forested landscape, mid-country setting)
- Adaptive Mountain Biking trails with progression (green, blue, black) (forested landscape)

Water-based Experiences & Water Access

- Freshwater swimming / water play/paddling & picnic experience.
- Marine / saltwater swimming / water play & picnic experience.
- Accessible and independent freshwater paddle board / kayak / canoe launch.

Passive / Contemplative Spaces

- Accessible viewpoint.
- Formalized quiet rest and contemplative spaces adjacent to trails.



Figure 25 Short Accessible In/Out Coastal Trail at Island View Beach Regional Park

Further, participants stressed the importance of the following:

- Providing diversity in the recreation setting and landscapes / ecosystem as well as in the level of challenge available to visitors seeking accessible and adaptive nature-based outdoor recreation. The network of opportunities should enable and support progression in visitors' technical skills and abilities.
- Ensuring the design of the infrastructure and amenities enable visitors to independently experience the park. For example, to the extent possible canoe / kayak launches ought to be designed in a way that allows the visitor to independently enter their watercraft and enter the water without the support of a caregiver to have to transfer the visitor from their mobility device into the boat and then push them into the water.
- In addition to physical disabilities, Regional Parks has an obligation to address and accommodate the needs of persons with visual, mental, intellectual, cognitive, learning, communication or sensory disabilities in its network of nature-based outdoor recreation opportunities.
- Regional Parks has an obligation to integrate communication boards at trails heads to enable visitors with communication disabilities to communicate about what they would like to do and what they are seeing around them.

5.1.3. Prioritization Criteria

Recognizing that not all regional parks will have the characteristics and qualities that make them well suited to providing accessible or adaptive nature-based outdoor recreation opportunities, participants were invited to identify the criteria they believe the CRD should use to determine which parks are best suited to provide or expand these opportunities. The following criteria were identified.

The park:

- Should be close to (with 200m) a transit stop or directly accessible by transit.
- Should be popular and well visited.
- Should be close to higher density population areas.
- Should be close to group homes / caregiving centres.
- Management plan and zoning should permit visitor infrastructure development.
- Should contain existing visitor comfort and convenience amenities (e.g. parking, toilets, benches, picnic sites, pavilions, nature house, waste receptacles) that meet accessibility standards.
- Should already have, or can be easily re-configured to have, sufficient supply of accessible parking spaces.
- Should contain terrain and features that make it technically feasible and desirable to develop the infrastructure needed to provide and support the intended experience.
- Should have the characteristics and quality that make it cost effective to develop the infrastructure and servicing needed to provide and support the experience.





6. RAPID ASSESSMENT OF CURRENT ACCESSIBLE & ADAPTIVE NATURE-BASED OUTDOOR RECREATION OPPORTUNITIES

A rapid site assessment of the parks identified during the stakeholder workshop, and the accessible and adaptive nature-based outdoor recreation opportunities they offer, was undertaken in October 2022. The assessment was performed by Tanelle Bolt from the RAD Society and Justin Ellis from RC Strategies. Recognizing that the assessment was not intended to a full or comprehensive accessibility audit, the purpose of the assessment was to review and document the following at each site:

- Park Name and Provider
- Type of accessible and / or adaptive recreation activity supported on site
- Recreation Setting
- Landscape / Ecosystem
- Level of Challenge
- Comfort & Convenience Amenities on Site
- Availability of Transit to the Site
- Strengths and weaknesses of each site regarding its provision of accessible and / or adaptive nature-based outdoor recreation opportunities.

Park sites included in the rapid assessment included:

- Durrance Lake – Mount Work Regional - CRD Regional Parks
- Island View Beach Regional Park – CRD Regional Parks
- Elk & Beaver Lake – CRD Regional Parks
- Mount Work Regional Park – CRD Regional Parks
- Francis King Regional Park – CRD Regional Parks
- Thetis Lake Regional Park – CRD Regional Parks
- Esquimalt Lagoon – City of Colwood
- Latoria Walk – City of Colwood
- Langford Lake / Ed Nixon Trail – City of Langford
- East Sooke Regional Park (Aylard Farm) – CRD Regional Parks
- Whiffin Spit Park – District of Sooke

Based on the observations from the rapid site assessment, the following general conclusions can be made about the supply of accessible and adaptive nature-based outdoor recreation opportunities in parks throughout the Capital Region.



Experiences

- The supply of fully accessible and adaptive nature-based outdoor recreation opportunities are very limited. Opportunities are limited in terms of the types of activities enabled, the length of the outings supported, the level of difficulty / technical challenge and progressions, the diversity of recreation settings and in the diversity of ecosystems and landscape.
- Some parks assessed had no level of accessibility. Others were moderately accessible meaning that they contained some accessible features and the parks could be used by some people with disabilities. In general, most parks assessed required significant investment of time, budget, and capital to truly provide quality accessible or adaptive nature-based outdoor recreation opportunities.
- Most of the accessible nature-based outdoor recreation experiences that are available occur in inland forested landscapes. Accessible opportunities in coastal landscapes are limited in the parks that were assessed.
- Thetis Lake Regional Park provides the only accessible freshwater water-based experience though there are barriers to accessing the MobiMatand visitor comfort and convenience amenities.
- Table 1 provides a summary of the accessible and adaptive nature-based outdoor recreation opportunities that workshop participants identified as being in demand and whether and where those opportunities are available.

Table 1 Summary of Stakeholder Identified In-Demand Experiences Available in Regional Parks

In-Demand Opportunity as Identified by Stakeholders	Available (Yes / No / Partial)	Locations
Trail Experience - Forested		
.5 hour -2 hour accessible looped trail experience	Yes	Francis King Regional Park's Elsie King Trail
2-3 hour accessible looped trail experience	Partial	Elk/Beaver Lake Regional Park's Filter Beds to Brookleigh Boat Launch Trail – linear not looped
Full-day (8 hours) connected trail experience for adaptive recreation with accessible visitor amenities (e.g. toilets, rest areas, benches) (forested landscape, mid-country setting)	No	
Adaptive Mountain Biking trails with progression (green, blue, black difficulty) (forested landscape)	No	
Trail Experience - Coastal		
.5 hour-2 hour accessible looped trail experience	Partial	Island View Regional Park – linear not looped
2-3 hour accessible looped trail experience	No	



Water-based Experiences & Water Access		
Freshwater swimming / water play & picnic experience	Partial	Thetis Lake Regional Park's MobiMatat main beach – barriers to accessing MobiMatat and visitor comfort and convenience amenities.
Marine / saltwater swimming / water play & picnic experience	No	
Accessible and independent freshwater paddle board / kayak / canoe launch	No	
Passive / Contemplative Spaces		
Formalized accessible viewpoint	No	
Formalized quiet rest and contemplative spaces adjacent to trails	No	

- “User-friendly” trails typically provide an “in and out” linear trail experience rather than a looped experience which are readily available to other visitors on these sites. Of the 17 trail experiences identified as “user-friendly”, just four are looped trail experiences ranging from 600 m to 1,100 m in length. Most of the other user-friendly trails are less than 1,000 m in length with most being approximately 500 m in length. The Filter Beds to Brookleigh Boat Launch in Elk / Beaver Regional Park was the longest user-friendly trail at 5 km, though it is an in-out trail which would likely require some visitors to have the ability to stage a vehicle or arrange a shuttle at either end of the trail in order to travel the entire trail. This trail like all trails requires maintenance to ensure they remain accessible. Given the distance required to travel to some of these trails and the investment and challenges associated with that challenge, the brief length of the trails and the overall outdoor outing may make it unreasonable to justify for many people.

Common Weaknesses

The following were observed as common concerns and weaknesses in the parks that were assessed. Pictures illustrating many of these concerns are provided below.

- Very few parks are fully accessible. While some components in the park may be accessible, others are not.
- Trail grades, cross slopes, tread materials and widths of trails intending to provide an accessible opportunity do not consistently meet accessibility standards. Where accessibility standards are met, the accessible trails often stop short of the most desirable destinations which create barriers and segregation from enjoying the destination with the visitor’s family and friends.
- Beach access is limited by the grades and / or surfacing of access trails and by driftwood and, in some cases, by steps leading down to the beach.
- Playgrounds do not meet accessibility standards – surfacing, transition into playground, play features.



- Toilets, toilet buildings, and access to toilet buildings do not meet accessibility design standards (e.g. back support behind toilet, grab rails, coat hooks, hand sanitizer locations, door swing, transitions to toilet building etc.). Many toilet buildings are not gender neutral.
- Parking lots do not consistently contain delineated (lined, signed), sufficiently sized (e.g. van accessible) or a sufficient volume of accessible parking stalls.
- Trails and pathways leading from parking lots and accessible parking stalls often contain physical barriers (e.g. speed bumps, access limiters) the limit mobility devices or the trail / pathway widths and grades are unsuitable for persons with disabilities.
- Existing picnic tables do not provide opportunity for choice, and the surfacing around the tables do not provide the visitor accessibility to move around the table.
- Waste and recycling receptacles are not accessible (e.g. closing mechanism, approach to receptacle).
- Docks and piers do not allow visitors to independently launch their canoes, kayaks, or paddle boards.
- On-site signage provides limited to no information on the trails and available amenities that would allow the visitor to determine which portions of the site are suitable and will meet their needs (e.g. tread widths, grades, cross slopes, tread firmness and stability). The design of signage on sites may not consider the needs of visitors with visual disabilities (e.g. font colour, size, and type).
- Few of the parks contain a sufficient number of formalized quiet contemplative rest spaces along trails to support the needs of those visitors who may have sensory disabilities or those visitors who simply need to rest and wish to stop and enjoy the setting.
- No parks contain communication boards to allow visitors who have communication disabilities to identify the opportunities they would like to take part in.
- Parks that provide beach-based recreation opportunities do not contain accessible shower buildings with powered or manual lifts and adult changing tables.

Parking Lots & Transitions to Park's Trail System



Staff Only Parking in What Should be a No Parking Area Between to Accessible Parking Stalls



Accessible Stalls Do Not Provide Space for Vans with Side Loading Devices



Wheel Stop Location Allows Vehicles to Block Narrow Path from Parking Lot to Trail



Access from Accessible Parking Stall to Park's Trail System is Blocked by Parking Stall

Trails



Overly Steep Trail Grades Limit Access to the Beach Which is the Most Desired Destination



Driftwood Limits Access to the Beach



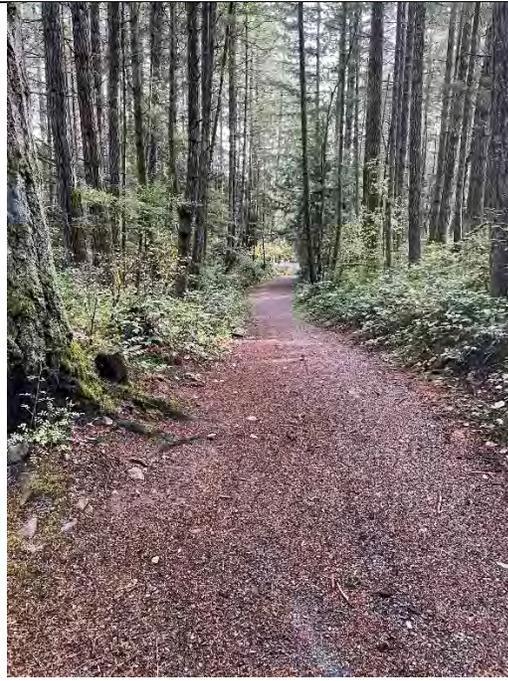
Unsuitable Trail Tread Widths and Transition from Pavement to Gravel



Waterbar Creates a Trail Tread Obstacle



Erosion Channels in Steeper Segments of Trail Expose Base Materials and Create Barriers

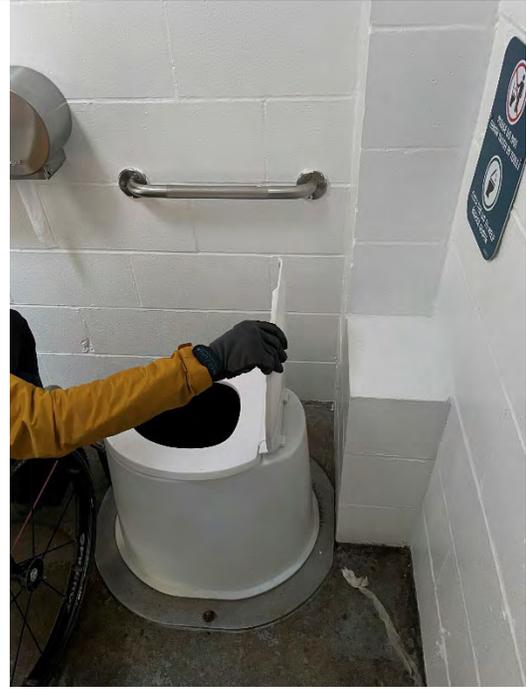


Long Segment of Trail with Steep Grade (10-15%) is a Barrier to Visitors with Mobility Constraints

Comfort & Convenience Amenities



Transition into the Toilet Building is a Barrier



Gap Between Toilet Throne and Back Wall Does Not Support People with Limited or No Core Strength and Poses a Risk for Falling Off the Toilet



Direction of the Door Swing Makes it Very Difficult to Access the Toilet from the Concrete Platform



Height & Placement of Grab Bars, Coat Hooks, Inside Door Handles, Toilet Paper Dispensers and Hand Sanitizer Can Greatly Impact Functionality of the Toilet Building for People with Disabilities



Limited Access to Approach Sink

Seating and Eating Amenities



Benches Installation Should Include Space on Either End to Accommodate Mobility Devices



Inaccessible Access to an Accessible Picnic Table



Surfacing Around Picnic Table Limits Ability to Travel Around Table & Accessibility Overhang on One End Limits Visitor Choice



Accessible Picnic Table Provides for Choice but Transition and Adjacent Surfacing Limits Access



Installation Orientation Limits Ability to Approach Under Table

Other Amenities



Grades to Toilet Building May Make Access Difficult



Grades & Surfacing Around Trailhead Kiosks Can Pose Barriers to Accessing the Kiosk



Positioning of Interpretive Signage Can Limit Ability of Some Visitors to Engage with the Sign



Installation Height & Dimensions of Railings Can Block Views Along Trails



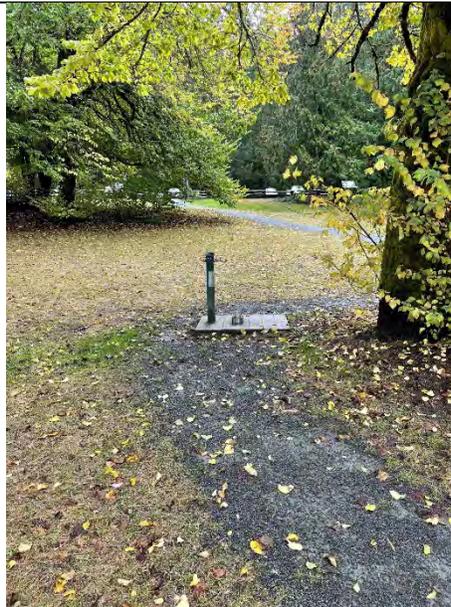
Inaccessible Open / Close Mechanism on Waste Receptacle – Some Visitors Do Not Have the Core Strength to Open the Lid



Inaccessible Waste Receptacle



Pushbutton Size is Small and Can be Challenging to Identify for People with Visual Impairments and Difficult to Depress for People with Some Physical Disabilities



Inaccessible Potable Water – Access & Tap Function

Recreation Assets



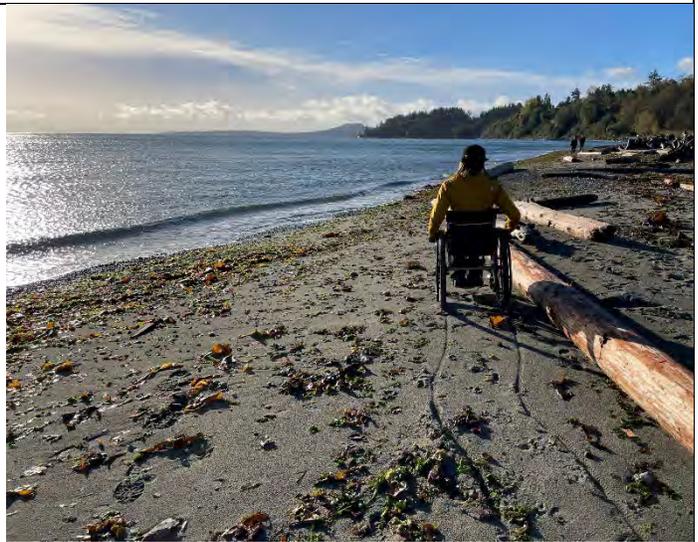
Inaccessible Playground – Surfacing & Significant Concrete Transition



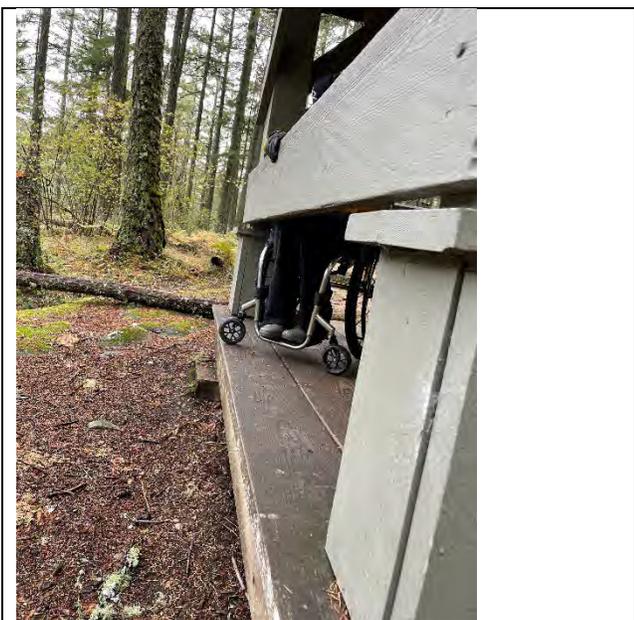
Sand and Transition Makes the Beach and Lake Inaccessible



Concrete Transition to Beach is a Barrier



Driftwood Limits Enjoyment of Coastal Beaches



Pavilion Does Not Include Wheel Stops Which Poses a Tipping Hazard

Visitor Trip Planning Information

Before undertaking the rapid site assessment, the field team undertook an online review to determine what trip planning information is available to people who are seeking accessible and adaptive nature-based outdoor recreation opportunities in the Capital Region and regional parks specifically. The team found that the promotion of available opportunities showing people with disabilities enjoying regional parks, as well as detailed information to help people understand and plan accessible and adaptive nature-based outdoor recreation opportunities, is very limited. Online searches were performed using the following search terms:

- British Columbia Capital Region accessible parks
- Accessible trails Capital Regional District
- Accessible outdoor recreation Capital Regional District
- Adaptive outdoor recreation Capital Regional District

The top commonly returned websites were as follows:

- <https://www.crd.bc.ca/parks-recreation-culture/parks-trails/crd-regional-parks/park-usage-rules/accessibility>
- <https://www.crd.bc.ca/docs/default-source/parks-pdf/userfriendly-trails.pdf>
- <https://vancouverisland.travel/2017/12/08/blog-wheelchair-accessible-trails-vancouver-island/>

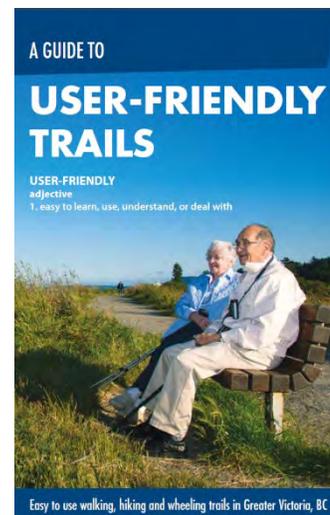


Figure 16 User-Friendly Trails Guide



- https://www.tripadvisor.ca/ShowUserReviews-g154945-d6866847-r305923223-Francis_King_Regional_Park-Victoria_Victoria_Capital_Regional_District_Vancouver.html
- <https://healthyliving.bcrpa.bc.ca/regional-parks-connect-people-to-nature-in-the-capital-regional-district/>
- https://www.crd.bc.ca/docs/default-source/parks-pdf/vip-newsletter-summer-2022.pdf?sfvrsn =99b18acd_2
- <https://www.capitaldaily.ca/news/recreation-adapted-society-helps-bc-paraplegics-reach-new-heights-in-outdoor-recreation>

The CRD's Accessibility in Regional Parks and Trails website was a top return and among the only websites that provided basic information about accessibility in regional parks and access to a digital copy of the Guide to User-Friendly Trails. However, the website provides limited information that would allow visitors to truly make an informed decision about whether the opportunity is suitable for their needs or not and it does not provide any form of search functionality (e.g. by activity, length of outing, level of challenge, distance, recreation setting, landscape). Further, a number of the parks and opportunities that are promoted on the website are not actually accessible opportunities (e.g. Beaver Beach, Mount Work Regional Park, 10 km trails only a portion is identified in User-Friendly Trails) and the amenities referenced as accessible are not actually accessible (e.g. toilets, picnic shelters, picnic tables).



7. RECOMMENDATIONS

7.1. PROJECT RECOMMENDATIONS

7.1.1. **Develop and Apply an Accessible & Adaptive Visitor Infrastructure Design & Siting Standards for all Park Amenities including but not limited to the following;**

- Signage
- Parking
- Washrooms & Shower Buildings
- Toilets
- Parking Lots, accessible parking stalls, and transitions to park trails / pathways
- Picnic Tables
- Benches
- Waste & Recycling Receptacles
- Picnic Shelters
- Trails by classification
- Signage – including Communication Board
- Beach & Water Access – Mobi Mats
- Viewpoints
- Water fountains

7.1.2. **Enhance the Marketing of and Information About Accessible & Adaptive Nature-Based Outdoor Recreation Opportunities at Every Stage of the Visitor Experience Cycle**

- Identify the organizations who provide products, services and facilities for visitors with disabilities who wish to experience nature based outdoor recreations and that any trip planning information is made readily available and accurate. Expanding upon current Municipal and Provincial online information, partnering with current organizations such as AllTrails, sport organizations and outdoor recreation providers
- Increased access to public transportation
- On site information regarding accessible park infrastructure is posted and up to date
- Adequate infrastructure

7.2. PARK SPECIFIC PROJECT RECOMMENDATIONS



FRANCIS KING REGIONAL PARK CRD

RECOMMENDED IMPROVEMENTS

- Elsie King Trail network expansion – add a new loop(s) to provide for multi hour forested trail experience.
- Minor safety upgrades to existing trail – e.g. pavilion look out kicker plate to prevent coaster wheels from running off decking.
- Washrooms should be clearly identified with signage and follow universal design principles. Entry pads at washroom entrances must include a sufficient clear floor space, level and compacted surface, be connected to accessible parking and an accessible route. Attention to the opening position of doors, design of thresholds, interior hardware and overall spatial requirements must follow the principles of accessibility.
- Ensure accessible parking (and van accessible) spaces are provided close to the entrance and clearly designated with pavement markings and vertical signage, containing the Dynamic Symbol of Accessibility (DSA). Pathway and trail connections from parking lot to site should not pose any barriers to access such as inappropriate surfacing, roots, speed bumps or narrow passages.
- Day use areas, and areas with picnic tables and benches must be connected by an accessible route or trail to other amenities, such as accessible parking and washrooms, or as part of a beach access route. Picnic tables should be accessible on both ends. Disperse the locations of accessible picnic tables in picnic areas to provide a choice for users with disabilities. Reasonable clearance is to be provided for approaching the accessible seating positions, as well as at the accessible seating position itself for clear turning space. The edges of transitioning surfaces must be level transitions. All surfaces must be designed and maintained to ensure positive drainage. Picnic tables and benches located within Day Use areas or Shelters should allow the user the same freedom of movement as tables and benches outside of structures.

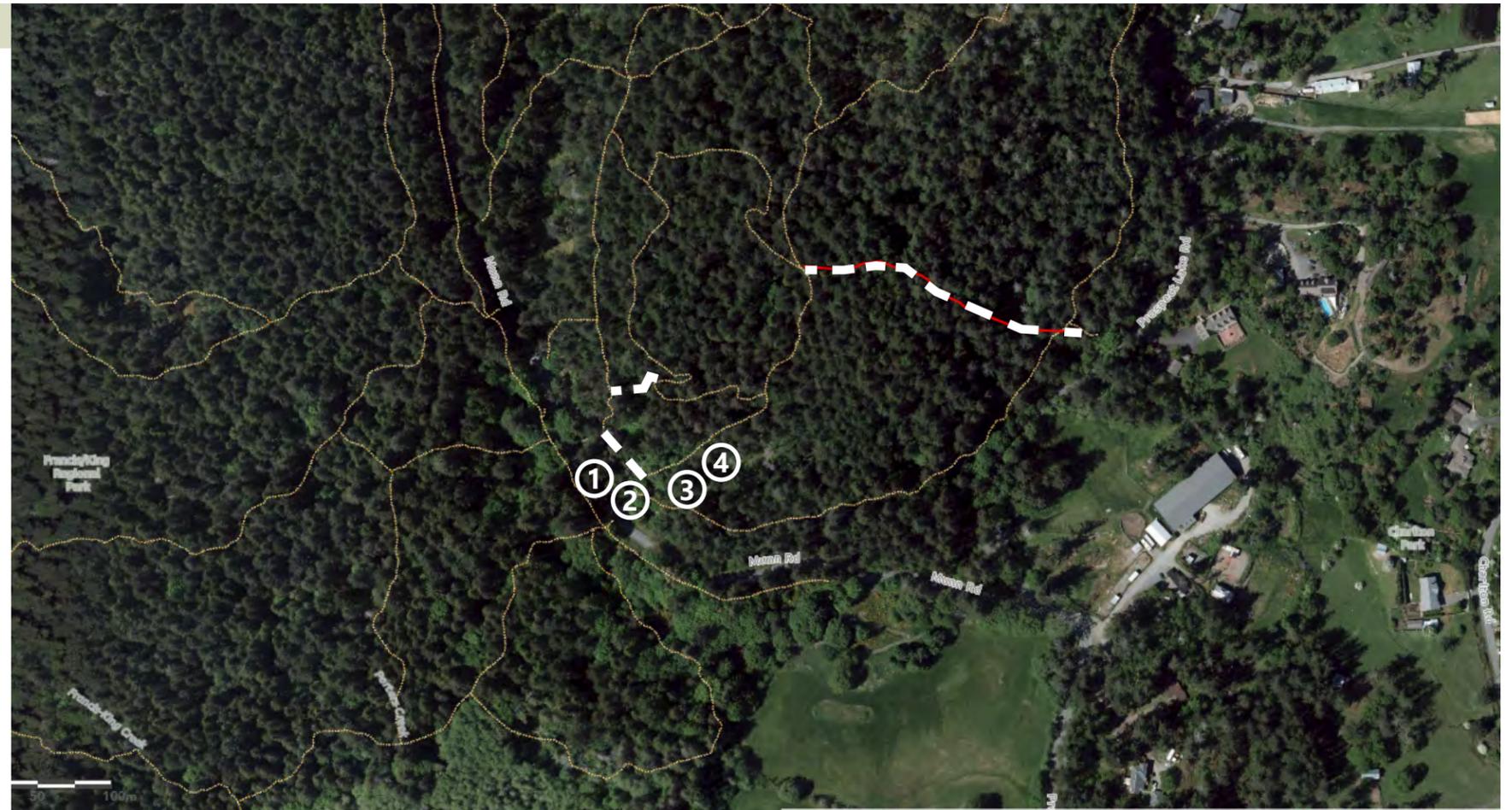
GENERAL NOTES

- Ensure the accessibility of all park features including signage, recycling and waste containers, water fountains, and kiosks.
- Maintenance frequency and level of service should be reviewed. Regular inspections of all park surfacing including accessible parking spaces and adjacent access aisles, thresholds, picnic areas, day use areas, trail surfacing and beach access points.
- Any site development is subject to the applicable approvals which could include but not be limited to cultural heritage, environmental and municipal.

COST ESTIMATE

Francis King Regional Park

Item	Unit	Rate	Quantity	Total
Washroom upgrades	L.S.	\$ 5,000.00	1	\$ 5,000.00
Day Use area upgrades	M ²	\$ 133.00	40	\$ 5,320.00
Pathway network expansion	L.M.	\$ 120.00	230	\$ 27,600.00
Pavillion edge repair	L.S.	\$ 2,000.00	1	\$ 2,000.00
Parking lot enhancement	L.S.	\$ 3,000.00	1	\$ 3,000.00
			Total	\$ 42,920.00



SITE PLAN

LEGEND

- ① Picnic Tables
- ② Parking Lot
- ③ Washrooms
- ④ Viewing Platform
- Pathway



PICNIC TABLES



VIEWING PLATFORM



BOARDWALK AND WASHROOMS

ELK/BEAVER REGIONAL PARK CRD

RECOMMENDED IMPROVEMENTS

- An accessible pathway designed to the most modern best practice should be provided to connect the existing washrooms to the pathway. Pathways leading to the new washroom do not meet accessibility standards in terms of steepness of slope and side slope.
- A mobility mat should be provided with associated pathway connections to allow for access to the cross the beach and into water.
- Ideally the washroom should be outfitted with a fully accessible shower including a lift and should be provided in proximity to the accessible beach access point. The shower should be outfitted with an adjustable handheld shower head with a flexible hose to accommodate a wide range of users. Attention to the design of dry zones, wet zones, controls and accessories including the location of tables and benches, grab bars, seat surface material, flooring surface, floor drain locations must follow Universal design principles and exceed standards.
- Washrooms should be clearly identified with signage and follow the principles of Accessible design. Entry pads at washroom entrances must include sufficient clear floor space, level and compacted surface, be connected to accessible parking and an accessible route. Attention should be paid to the opening position of doors, design of thresholds, interior hardware and overall spatial requirements must follow the principles of accessibility.
- Ensure accessible parking spaces and van accessible parking spaces are provided close to the entrance and clearly designated with pavement markings and vertical signage, containing the Dynamic Symbol of Accessibility (DSA). Pathway and trail connections from parking lot to site should not pose any barriers to access such as inappropriate

GENERAL NOTES

- Day use areas, and areas with picnic tables and benches must be connected by an accessible route or trail to other amenities, such as accessible parking and washrooms, or as part of a beach access route. All new picnic tables should be accessible on both ends. Disperse the locations of accessible picnic tables in picnic areas to provide a choice for users with disabilities. Clearance is to be provided for approaching the accessible seating positions, as well as at the accessible seating position itself for clear turning space. The edges of transitioning surfaces must be level transitions. All surfaces must be designed and maintained to ensure positive drainage. Picnic tables and benches located within Day Use areas or Shelters should allow the user the same freedom of movement as tables and benches outside of structures.
- Ensure the accessibility of all park features including signage, recycling and waste containers, water fountains, and kiosks.
- Maintenance frequency and level of service should be reviewed. Regular inspections of all park surfacing including accessible parking spaces and adjacent access aisles, thresholds, picnic areas, day use areas, trail surfacing and beach access points.
- Any site development is subject to the applicable approvals which could include but not be limited to cultural heritage, environmental and municipal.



COST ESTIMATE

Elk Beaver Regional Park				
Item	Unit	Rate	Quantity	Total
Washroom upgrades	L.S.	\$ 5,000.00	1	\$ 5,000.00
Parking lots	L.S.	\$ 3,000.00	1	\$ 3,000.00
Access to washroom	M ²	\$ 60.00	20	\$ 1,200.00
Grading and seeding around picnic tables	M ²	\$ 20.00	50	\$ 1,000.00
Lift in washroom with benches and table	L.S.	\$ 30,000.00	1	\$ 30,000.00
MobiMat	L.F.	\$ 60.00	75	\$ 4,500.00
			Total	\$ 44,700.00

LEGEND

SITE PLAN

- ① Washrooms including Lift Bench and Table
- Pathway
- MobiMat



WATERFRONT AND PICNIC TABLES



WASHROOM



PLAY AREA

THETIS LAKE REGIONAL PARK CRD

RECOMMENDED IMPROVEMENTS

- A second mobility mat should be provided with associated pathway connections from the washroom building across the beach to allow for access into the water.
- Ideally the washroom should be outfitted with a shower including a lift. The shower should be outfitted with an adjustable handheld shower head with a flexible hose to accommodate a wide range of users. Attention to the design of dry zones, wet zones, controls and accessories including the location of tables and benches, grab bars, seat surface material, flooring surface, drain hole locations must follow accessibility principles.
- Washrooms should be clearly identified with signage and follow the principles of Universal design. Entry pads at washroom entrances must include a clear floor space, level and compacted surface, be connected to accessible parking and an accessible route. Attention to the opening position of doors, design of thresholds, interior hardware and overall spatial requirements must follow the principles of accessibility.
- Ensure a sufficient number of accessible and van accessible parking spaces are level and provided close to the entrance and clearly designated with pavement markings and vertical signage, containing the Dynamic Symbol of Accessibility (DSA). Pathway and trail connection from parking lot to site should not pose any barriers to access such as inappropriate surfacing, steep slopes, curbs, speed bumps or narrow passages.

GENERAL NOTES

- Day Use areas, picnic tables and benches must be connected by an accessible route or trail to other amenities, such as accessible parking and washrooms, or as part of a beach access route. All picnic tables should be accessible on at least 2 sides. Disperse the locations of accessible picnic tables in picnic areas to provide a choice for users with disabilities. Clearance is to be maintained for approaching the accessible seating positions, as well as at the accessible seating position itself for clear turning space. The edges of transitioning surfaces must be level transitions. All surfaces must be designed and maintained to ensure positive drainage. Picnic tables and benches located within Day Use areas or Shelters should allow the user the same freedom of movement as tables and benches outside of structures.
- Ensure the accessibility of all park features including signage, recycling and waste containers, water fountains, kiosks.
- Maintenance frequency and level of service should be reviewed. Regular inspections of all park surfacing including accessible parking spaces and adjacent access aisles, picnic areas, day use areas, trail surfacing and beach access points.
- Any site development is subject to the applicable approvals which could include but not be limited to cultural heritage, environmental and municipal.

LEGEND

- ① Washrooms including Lift, Bench and Table
- ② Parking Lot to be Improved
- ||||| MobiMat
- — Pathway
- Asphalt Pathway



SITE PLAN

COST ESTIMATE

Thetis Lake Regional Park

Item	Unit	Rate	Quantity	Total
MobiMat, no anchors or reel	L.F.	\$ 60.00	150	\$ 9,000.00
Washroom upgrade including lift, benches and table	L.S.	\$ 30,000.00	1	\$ 30,000.00
Expand accessible parking	L.S.	\$ 3,000.00	1	\$ 3,000.00
Asphalt pathway from parking to beach 2m	M ²	\$ 200.00	280	\$ 56,000.00
			Total	\$ 98,000.00



DOCK AND BEACH



LAKE AND BEACH



WASHROOMS

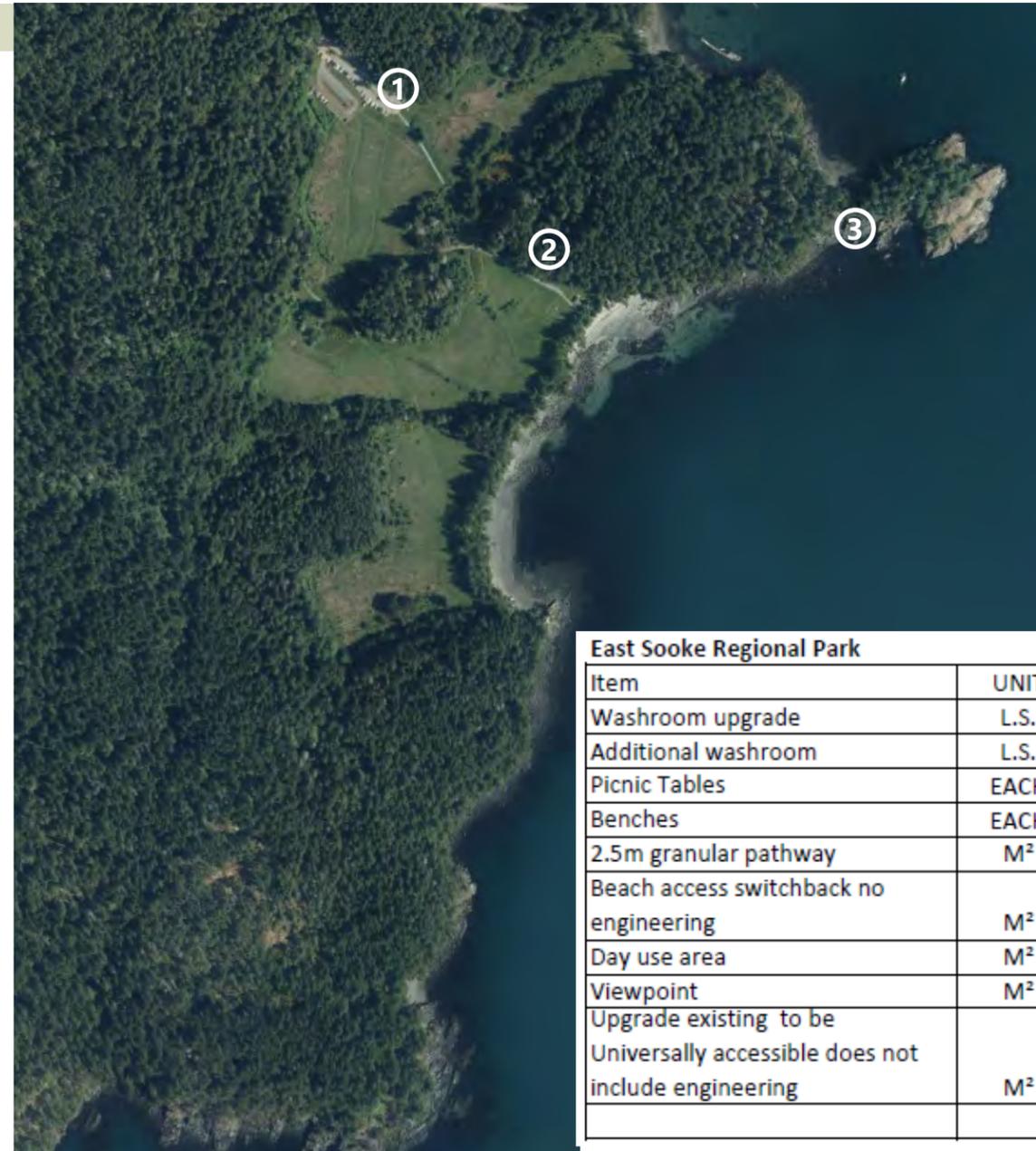
EAST SOOKE REGIONAL PARK CRD

RECOMMENDED IMPROVEMENTS

- The site has established pedestrian desire lines which can be utilized to convert and expand the existing trail system to accommodate the addition of accessible pathways.
- Accessible viewpoints should be incorporated in proximity to the Coast Trail.
- Beach access points along the Coast Trail would increase the quality of visitor experience.
- The addition of an additional washroom and day use area at the south end of the open space would help to provide additional amenities and support the longer journey toward the end of the field.
- Day Use areas, picnic tables and benches must be connected by an accessible route or trail to other amenities, such as accessible parking and washrooms, or as part of a beach access route. All picnic tables should be accessible on at least 2 sides. Disperse the locations of accessible picnic tables in picnic areas to provide a choice for users with disabilities. Clearance is to be provided for approaching the accessible seating positions, as well as at the accessible seating position itself for clear turning space. The edges of transitioning surfaces must be level transitions. All surfaces must be designed and maintained to ensure positive drainage. Picnic tables and benches located within Day Use areas or Shelters should allow the user the same freedom of movement as tables and benches outside of structures

GENERAL NOTES

- Washrooms should be clearly identified with signage and follow the principles of Accessible design. Entry pads at washroom entrances must include a sufficient clear floor space, level and compacted surface, be connected to accessible parking and an accessible route. Attention paid to the opening position of doors, design of thresholds, interior hardware and overall spatial requirements must follow the principles of accessibility.
- Ensure accessible parking spaces and van accessible parking spaces are provided close to the entrance and clearly designated with pavement markings and vertical signage, containing the Dynamic Symbol of Accessibility (DSA). Pathway and trail connections from parking lot to site should not pose any barriers to access such as inappropriate surfacing, thresholds, roots, speed bumps or narrow passages.
- Ensure the accessibility of all park features including signage, recycling and waste containers, water fountains, and kiosks.
- Maintenance frequency and level of service should be reviewed. Regular inspections of all accessible park surfacing including accessible parking spaces and adjacent access aisles, thresholds, picnic areas, day use areas, trails and beach access points.
- Any site development is subject to the applicable approvals which could include but not be limited to cultural heritage, environmental and municipal.



LEGEND

- ① Washrooms to be Improved
- ② Picnic Tables
- ③ Existing Viewpoint

East Sooke Regional Park

Item	UNIT	RATE	QUANTITY	TOTAL
Washroom upgrade	L.S.	\$ 5,000.00	1	\$ 5,000.00
Additional washroom	L.S.	\$ 200,000.00	1	\$ 200,000.00
Picnic Tables	EACH	\$ 4,000.00	2	\$ 8,000.00
Benches	EACH	\$ 3,000.00	5	\$ 15,000.00
2.5m granular pathway	M ²	\$ 133.00	7500	\$ 997,500.00
Beach access switchback no engineering	M ²	\$ 160.00	200	\$ 32,000.00
Day use area	M ²	\$ 133.00	40	\$ 5,320.00
Viewpoint	M ²	\$ 350.00	100	\$ 35,000.00
Upgrade existing to be Universally accessible does not include engineering	M ²	\$ 350.00	300	\$ 105,000.00
			Total	\$ 1,174,820.00

SITE PLAN



WASHROOMS



PICNIC TABLES



VIEWPOINT

DURRANCE LAKE - MOUNT WORK REGIONAL PARK CRD

RECOMMENDED IMPROVEMENTS

- Modify the current floating dock to provide kayak and paddle board launch options including a step and handrail.
- Ensure accessible parking spaces and a van accessible parking space are clearly designated with pavement and vertical signage, containing the Dynamic Symbol of Accessibility (DSA).

GENERAL NOTES

- Washrooms should be clearly identified with signage and follow the principles of Universal design. Entry pads at washroom entrances must include a clear floor space, level and compacted surface, be connected to accessible parking and an accessible route. Attention to the opening position of doors, design of thresholds, interior hardware and overall spatial requirements must follow the principles of accessibility.
- Day Use areas, picnic tables and benches must be connected by an accessible route or trail to other amenities, such as accessible parking and washrooms. All picnic tables should be accessible on 2 sides. Disperse the locations of accessible picnic tables in picnic areas to provide a choice for users with disabilities. Clearance is to be provided for approaching the accessible seating positions, as well as at the accessible seating position itself for clear turning space. The edges of transitioning surfaces must be level transitions. All surfaces must be designed and maintained to ensure positive drainage. Picnic tables and benches located within Day Use areas or Shelters should allow the user the same freedom of movement as tables and benches outside of structures
- Maintenance frequency and level of service should be reviewed. Regular inspections of all park surfacing including accessible parking spaces and adjacent access aisles, picnic areas, day use areas, trail surfacing.
- Ensure the accessibility of all park features including signage, recycling and waste containers, water fountains, kiosks.
- Any site development is subject to the applicable approvals which could include but not be limited to cultural heritage, environmental and municipal.

COST ESTIMATE

Durrance Lake

ITEM	UNIT	RATE	QUANTITY	TOTAL
Day use area upgrades, including gravel for picnic tables, 2.5m granular pathway	M ²	\$ 133.00	92.5	\$ 12,302.50
Floating Dock modifications	L.S.	\$ 15,000.00	1	\$ 15,000.00
			Total	\$ 27,302.50



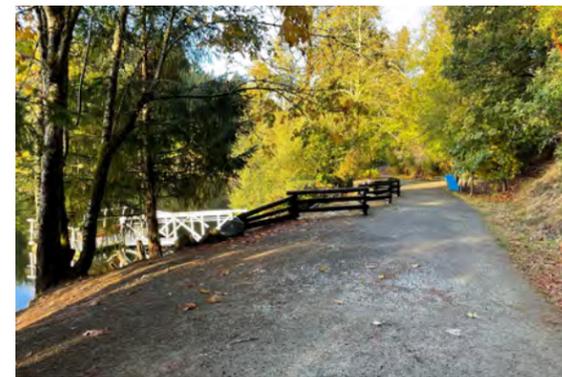
SITE PLAN

LEGEND

- ① Parking, Bike Racks
- ③ Washrooms
- ② Dock / Fishing Platform, Picnic Tables, Garbage cans
- ④ In-and-Out Trail



RAMP AND DOCK



PATHWAY AND DOCK



PATHWAY AND BIKE RACKS

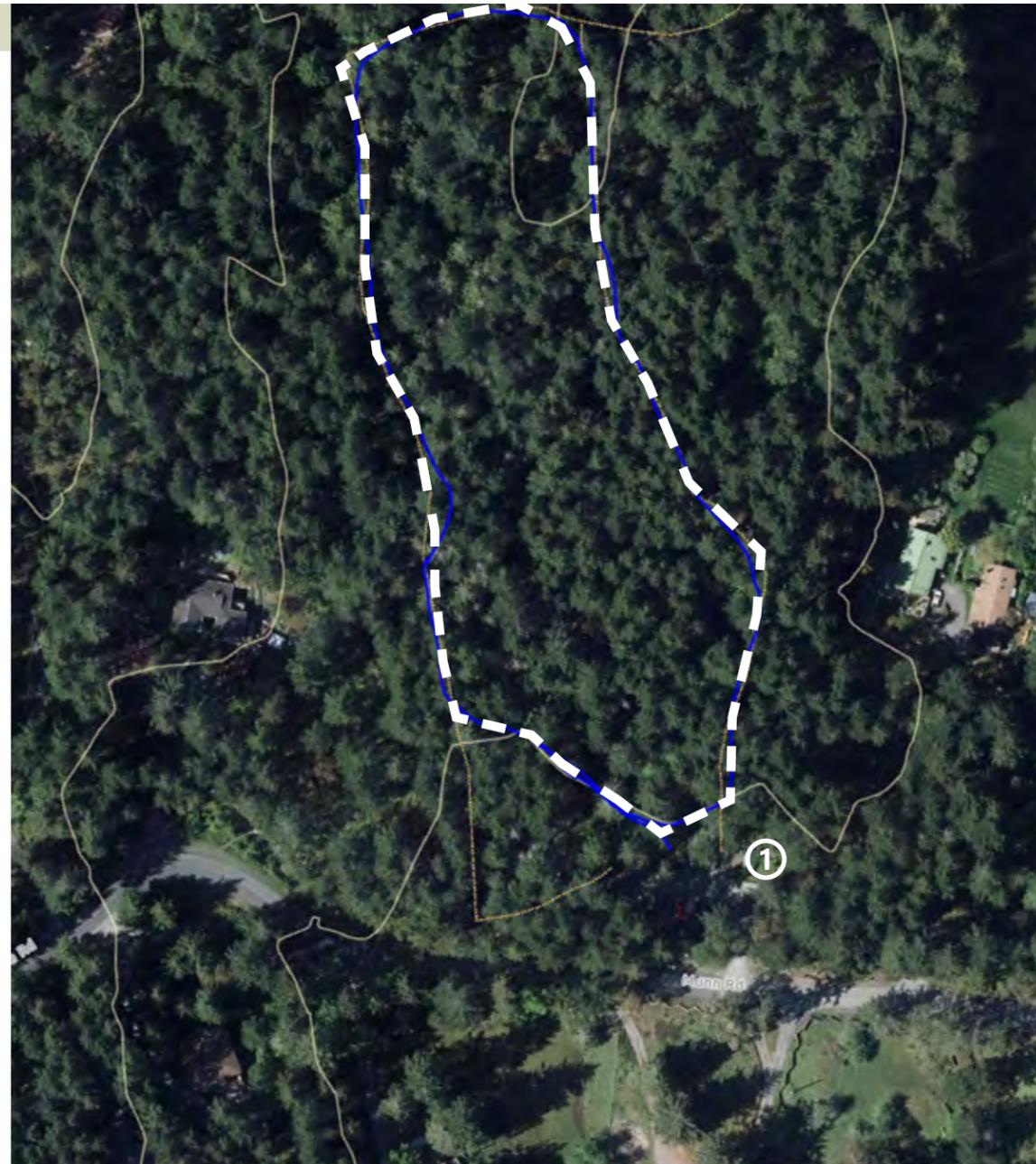
MOUNT WORK - MUNN ROAD TRAIL RE-ALIGNMENT CRD

RECOMMENDED IMPROVEMENTS

- Realign the north south trail in the right of way to reduce grade to the parking lot. This will enable the trail to be used in both directions. The trail on the northwest side is too steep to be enjoyed in both directions and the grade makes it much higher difficulty for most users.
- Washrooms should be clearly identified with signage and follow the principles of Universal design. Entry pads at washroom entrances must include a clear floor space, level and compacted surface, be connected to accessible parking and an accessible route. Attention to the opening position of doors, design of thresholds, interior hardware and overall spatial requirements must follow the principles of accessibility.
- Ensure accessible parking spaces and van accessible parking are provided close to the entrance and clearly designated with pavement and vertical signage, containing the Dynamic Symbol of Accessibility (DSA). Pathway and trail connection from parking lot to site should not pose any barriers to access such as inappropriate surfacing, speed bumps or narrow passages.

GENERAL NOTES

- Day use areas, and areas with picnic tables and benches must be connected by an accessible route or trail to other amenities, such as accessible parking and washrooms, or as part of a beach access route. All picnic tables should be accessible on 2 sides. Disperse the locations of accessible picnic tables in picnic areas to provide a choice for users with disabilities. Clearance is to be provided for approaching the accessible seating positions, as well as at the accessible seating position itself for clear turning space. The edges of transitioning surfaces must be level transitions. All surfaces must be designed and maintained to ensure positive drainage. Picnic tables and benches located within Day Use areas or Shelters should allow the user the same freedom of movement as tables and benches outside of structures.
- Ensure the accessibility of all park features including signage, recycling and waste containers, water fountains, kiosks.
- Maintenance frequency and level of service should be reviewed. Regular inspections of all park surfacing including accessible parking spaces and adjacent access aisles, picnic areas, day use areas, trail surfacing and beach access points.
- Any site development is subject to the applicable approvals which could include but not be limited to cultural heritage, environmental and municipal.



LEGEND

- Pathway
- ① Washrooms To Be Improved

SITE PLAN

Mount Work Munn Road

Item	UNIT	RATE	QUANTITY	TOTAL
Washroom upgrades	L.S.	\$ 5,000.00	1	\$ 5,000.00
Pathway realignment includes clearing	M ²	\$ 155.00	600	\$ 93,000.00
			Total	\$ 98,000.00



WASHROOMS, SIGNAGE AND BIKE RACKS



PATHWAY



PARKING

ADAPTIVE MOUNTAIN BIKE TRAILS CRD FEASIBILITY ASSESSMENT

RECOMMENDED IMPROVEMENTS

- Recommend that CRD undertake a feasibility study at the Mount Work Mountain Bike Area to evaluate the potential for advancing adaptive mountain bike trails in line with the KASA (Kootenay Adaptive Mountain Bike Association) design guidelines. Trails should be provided to support aMTB (Adaptive Mountain Bike) rider progression including a green climb / descent trail from parking lot with connections to two (2) 300-500m blue aMTB flow trails, as well as a 300m-500m blue aMTB tech trail.
- Ensure van accessible parking spaces are provided close to the entrance and clearly designated with pavement and vertical signage, containing the Dynamic Symbol of Accessibility (DSA). Pathway and trail connections from parking lot to site should not pose any barriers to access such as inappropriate surfacing, speed bumps or narrow passages.
- Washrooms should be clearly identified with signage and follow the principles of Universal design. Entry pads at washroom entrances must include a clear floor space, level and compacted surface, be connected to accessible parking and an accessible route. Attention to the opening position of doors, design of thresholds, interior hardware and overall spatial requirements must follow the principles of accessibility.

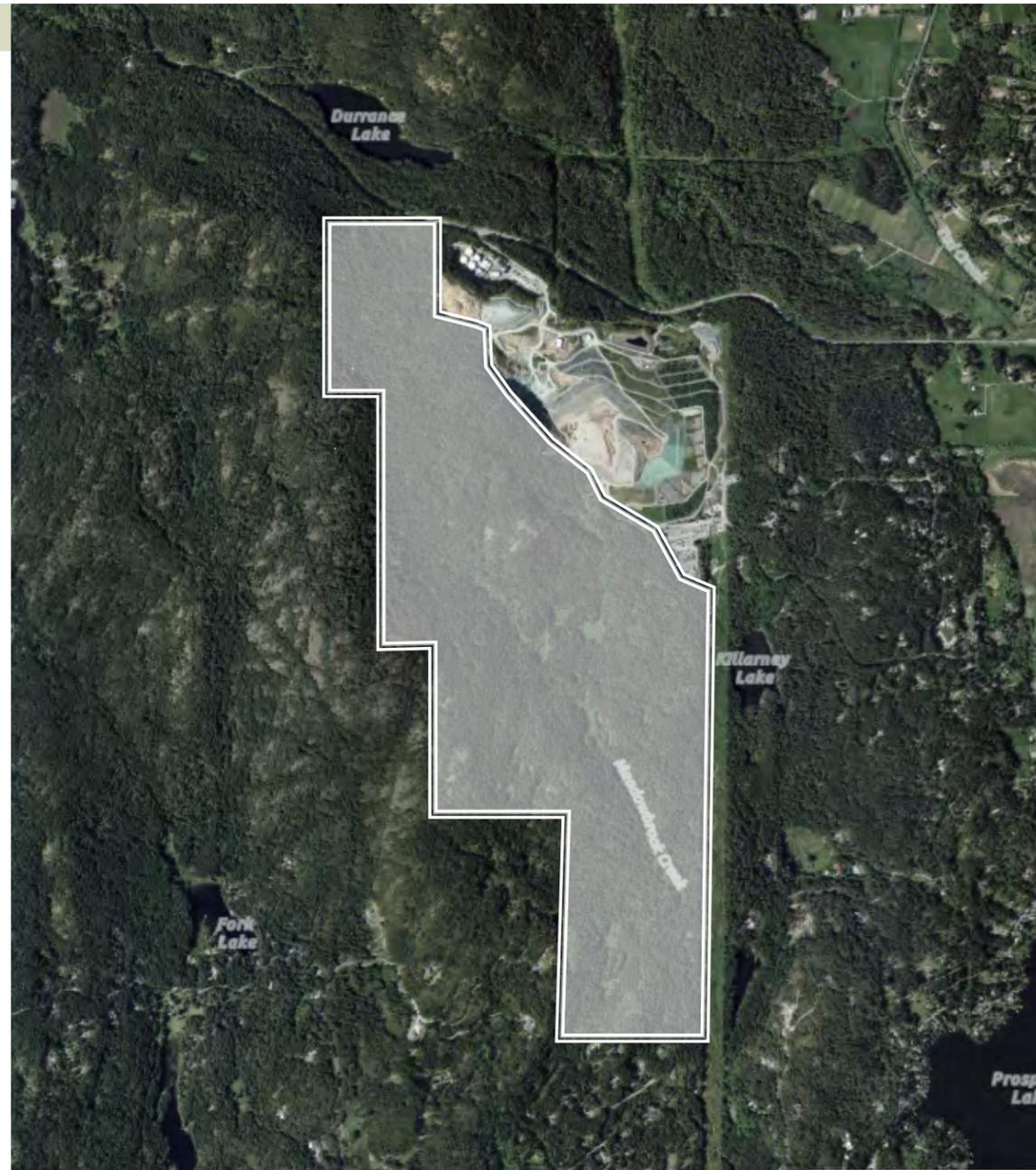
GENERAL NOTES

- Day use areas, and areas with picnic tables and benches must be connected by an accessible route or trail to other amenities, such as accessible parking and washrooms, or as part of a beach access route. Disperse the locations of accessible picnic tables in picnic areas to provide a choice for users with disabilities. Clearance is to be provided for approaching the accessible seating positions, as well as at the accessible seating position itself for clear turning space. The edges of transitioning surfaces must be level transitions. All surfaces must be designed and maintained to ensure positive drainage. Picnic tables and benches located within Day Use areas or Shelters should allow the user the same freedom of movement as tables and benches outside of structures.
- Ensure the accessibility of all park features including signage, recycling and waste containers, water fountains, kiosks.
- Maintenance frequency and level of service should be reviewed. Regular inspections of all park surfacing including accessible parking spaces and adjacent access aisles, picnic areas, day use areas, trail surfacing and beach access points.

COST ESTIMATE

Mount Work Munn Road

Item	UNIT	RATE	QUANTITY	TOTAL
Washroom upgrades	L.S.	\$ 5,000.00	1	\$ 5,000.00
Pathway realignment includes clearing	M ²	\$ 155.00	600	\$ 93,000.00
			Total	\$ 98,000.00



SITE PLAN

LEGEND

- ==== Mountain Bike Trail Area



MOUNTAIN BIKE TRIKE



BIKE PATHWAY



BIKE WASH STATION

LONG DISTANCE ADAPTIVE HIKING TRAIL CRD

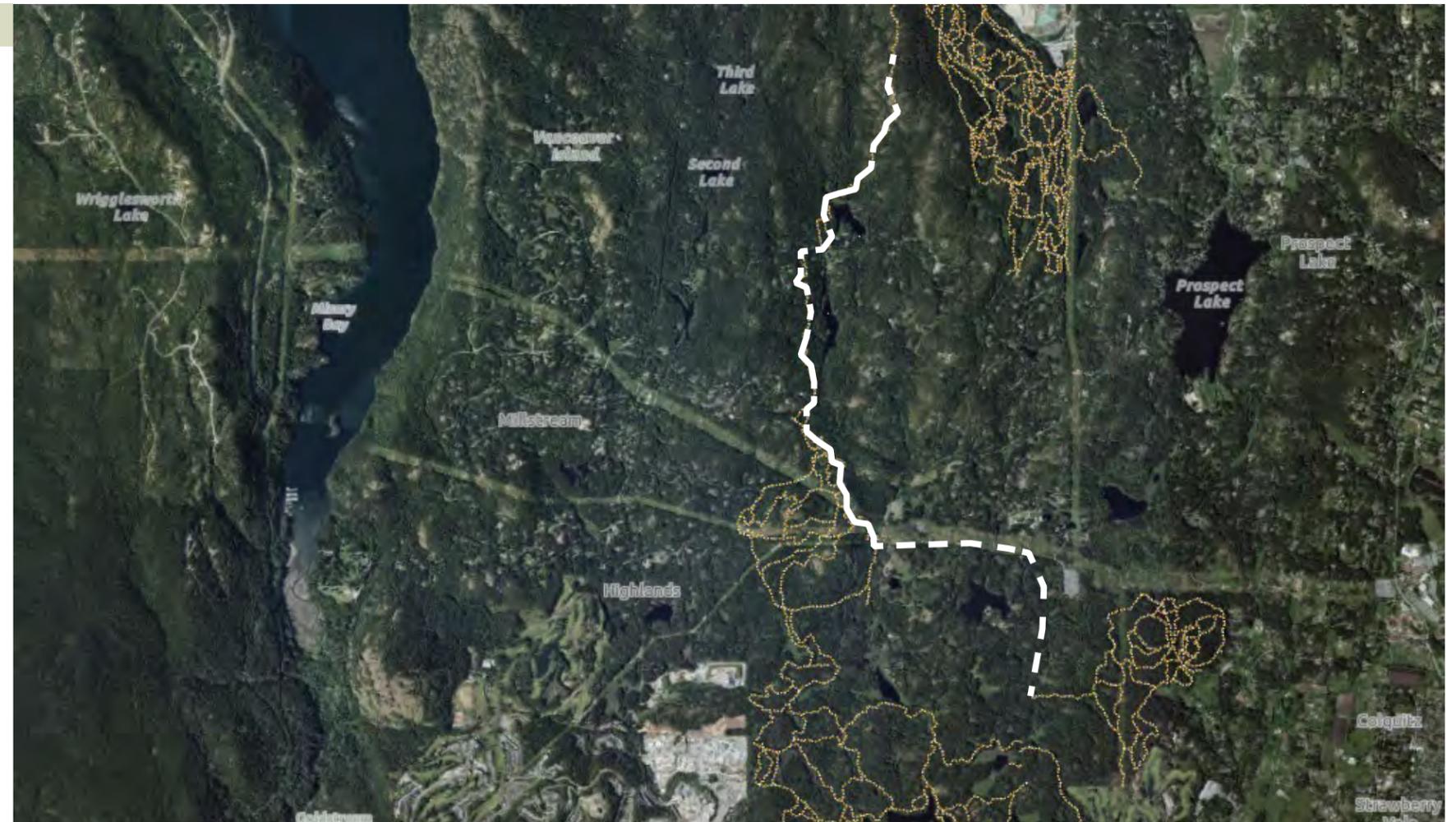
RECOMMENDED IMPROVEMENTS

- Recommend that CRD undertake a feasibility study to evaluate the potential for Long Distance Adaptive Recreation Trail from Thetis and or Francis King to Mount Work.

COST ESTIMATE

Long Distance Trail

Item	UNIT	RATE	QUANTITY	TOTAL
Feasibility Study	LS	\$ 50,000.00	1	\$ 50,000.00
			Total	\$ 50,000.00



SITE PLAN

LEGEND

— Pathway



ADAPTIVE HIKING TRAIL



ADAPTIVE HIKING TRAIL



ADAPTIVE HIKING TRAIL



APPENDIX A



REFERENCES

- ⁱ Government of Canada (2019). Accessible Canada Act. Retrieved January 15, 2023 from <https://laws-lois.justice.gc.ca/eng/acts/a-0.6/page-1.html?wbdisable=true#:~:text=disability%20means%20any%20impairment%2C%20including,person's%20full%20and%20equal%20participation>.
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- ⁱⁱⁱ Government of British Columbia (2022). Accessibility Legislation. Retrieved January 3, 2023 from <https://www2.gov.bc.ca/gov/content/governments/about-the-bc-government/accessibility/legislation>
- ^{iv} Capital Regional District (2021). Regional Parks and Trails Strategic Plan. Retrieved January 3, 2023 from https://www.crd.bc.ca/docs/default-source/crd-document-library/plans-reports/parks-recreation/crd-regional-parks-and-trails-strategic-plan-2022-2032-reduced.pdf?sfvrsn=93a7cd_4
- ^v Ibid.
- ^{vi} Statistics Canada (2018). Persons with and without disabilities aged 15 years and over, by age group and sex. Retrieved January 15, 2023 from <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=1310037401&pickMembers%5B0%5D=1.13>
- ^{vii} Ibid.
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- ^x Statistics Canada (2022). Time use among persons with disabilities in Canada. Retrieved January 15, 2023 from <https://www150.statcan.gc.ca/n1/pub/89-654-x/89-654-x2022001-eng.pdf>
- ^{xi} Ibid.
- ^{xii} Trans Canada Trail (2022). National Trail Accessibility Survey Findings. Retrieved January 15, 2023 from https://tctrail.ca/wp-content/uploads/2023/01/22-039-TR_Trail-Accessibility-Survey-Findings_EN_Dec19.pdf
- ^{xiii} Power To Be. (2021). Report on Accessibility and Access in Regional Parks and Beaches.
- ^{xiv} Park People. (2022). Ensuring Inclusive Accessible and Welcoming Large Urban Parks in Canada. Retrieved January 23, 2023 from <https://parkpeople.ca/blog/ensuring-inclusive-accessible-and-welcoming-large-urban-parks-in-canada>.
- ^{xv} Trans Canada Trail (2022). National Trail Accessibility Survey Findings. Retrieved January 15, 2023 from https://tctrail.ca/wp-content/uploads/2023/01/22-039-TR_Trail-Accessibility-Survey-Findings_EN_Dec19.pdf
- ^{xvi} Power To Be. (2021). Report on Accessibility and Access in Regional Parks and Beaches.
- ^{xvii} Bianchi, P., Cappelletti, G., et al. (2020). Accessible Tourism in Natural Park Areas: A Social Network Analysis to Discard Barriers and Provide Information for People with Disabilities. *Journal of Sustainability*. Retrieved online January 23, 2023 from <https://www.mdpi.com/2071-1050/12/23/9915>
- ^{xviii} Chen, R. (2013). Beyond Management and Sustainability: Visitor Experiences of Physical Accessibility in the Great Smoky Mountain National Park, USA. *Journal of Management and Sustainability*. Retrieved online January 23, 2023 from file:///C:/Users/jpell/Downloads/23410-86489-1-PB.pdf
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CRD Regional Parks Inclusion & Accessibility Audit



Regional Parks Committee
January 24, 2024

Francis/King Regional Park

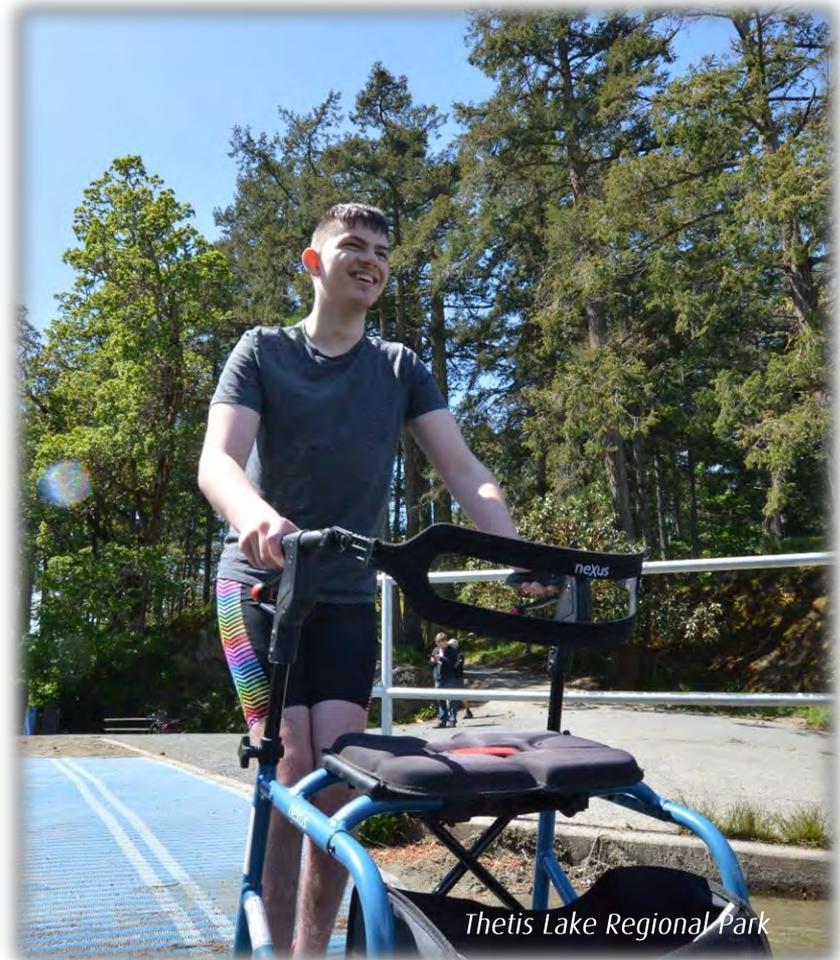
Enhancing health and well-being by providing equitable access to regional parks and regional trails is a priority for the Capital Regional District.

Key priority actions include:

5-1a Develop and apply an Equity Lens to inform management and operation of regional parks and regional trails.

5-1b Conduct an Inclusion and Accessibility Assessment of regional parks and regional trails that assess barriers and deterrents to access.

5-1c Replace the 2003 Universal Access Plan for Regional Parks with new Accessibility Guidelines.



2023 Access & Equity Focus Areas

Elk/Beaver Lake Regional Park



Initial research and education led staff to four key focuses around access & equity projects for 2023:

- To complete a staff-led Accessibility Audit of all regional parks.
- To review current regional parks accessibility standards.
- To continue developing local partnerships.
- To improve the accessibility information regional parks provides.

2023 Maintenance Improvements



Elk/Beaver Lake Regional Park



East Sooke Regional Park



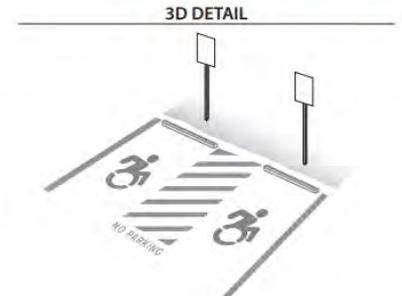
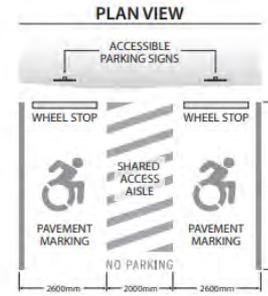
Thetis Lake Regional Park



Mill Hill Regional Park



CRD Regional Parks - Facility Standards



RECOMMENDED NUMBER OF DESIGNATED PARKING SPACES

Number of designated parking spaces	Park accessibility value	Number of designated accessible parking spaces
2-50	Low	0-1
	Medium	1-2
	High	2-3
51-100	Low	1-2
	Medium	2-3
	High	3-4
101-200	Low	4-5
	Medium	5-7
	High	6-8
201-300	Low	5-6
	Medium	6-8
	High	8-10

PARK ACCESSIBILITY VALUE

- Access to a designated user friendly regional parks trail and/or direct access to a regional trail.
- Adaptive or accessible facility (dock, washrooms, playground) and/or adaptive or accessible feature (adaptive biking trail, mobi-mat).
- Accessible picnic facilities and/or accessible access day-use areas.

Accessible value is to be calculated based on the above accessible value criteria. Should a regional park possess multiples within one accessible criteria, each item should be added to the total accessible value.

- High: 3 or more.
- Moderate: 1 or more.
- Low: 0-1

F-28	Accessible Parking Stalls - Paved Parking Lot
Application	To be used in paved parking lots to provide suitable parking for visitors with a disability. These standards meet the CSA B651-18 Accessible design for the build environment requirements.
Specifications	Parking spaces are a minimum of 2600mm (103") wide with an access aisle 2000mm (79") wide on a minimum of one side. The international symbol of access painted on the pavement must be at least 1000mm long and painted white.
Supplemental Information	In locations with a single accessible parking stall, a 2000mm access aisle is required adjacent to the accessible parking stall. To be used in combination with sign standard P-019.

Partnership Programs

CRD





Connecting to Nature

Saturday, January 20 | 1:30-3pm 

Connecting to Nature (Guided Walk)-All ages
Devonian Regional Park (Metcalm)

On this guided walk with a CRD Regional Parks naturalist, you'll make connections to nature while exploring the forest, wetland and beach. From the mushrooms providing life to the forest, to the trees providing life to animals, we'll discover connections small and large.

Meeting place: Meet at the information kiosk at the parking lot off William Head Road.

Trail Description: 1km; compact surface with roots; moderate incline.

BC Transit #54 or #55

Sunday, January 21 | 10am-12pm  

Moss Landscapes of Vancouver Island
(Guided Adult Walk)-18 years+
Francis/King Regional Park (Saanich)

Join guest naturalist, Kem Luther, and a CRD Regional Parks naturalist to discover the strange lives of mosses along the accessible Elsie King Trail. Learn how to identify the most common species of Vancouver Island. Bring a hand lens/magnifier if you have one and dress for the weather.

\$8/person + GST. You must pre-register as space is limited.
Visit www.crd.bc.ca/parks-events.

Trail Description: 800m; boardwalk and compact surface; slight incline. Wheelchair accessible.

Saturday, January 27 | 1:30-3pm  

Taking a Lichen to Nature (Guided Adult Walk)-18 years+
Francis/King Regional Park (Saanich)

Join guest naturalist, Juliet Pendray and a CRD Regional Parks naturalist to discover the often-overlooked lichens of the forest along the accessible Elsie King Trail. Juliet will share her passion, experience and knowledge on these small but important species as you stroll or roll along the trail. Learn how to identify the most common species and what role lichen plays in the forest. Bring a hand lens/magnifier if you have one and dress for the weather.

\$8/person + GST. You must pre-register as space is limited.
Visit www.crd.bc.ca/parks-events.

Trail Description: 800m; boardwalk and compact surface; slight incline. Wheelchair accessible.

Sunday, January 28 | 1:30-3pm  

Magnificent Moss (Guided Walk)-All ages
Francis/King Regional Park (Saanich)

Spend your afternoon in the forest with a CRD Regional Parks naturalist to discover the wonderful world of mosses and what makes them so magnificent.

Meeting place: Meet at the Francis/King Nature Centre off Munn Road.

Trail Description: 800m; boardwalk and compact surface; slight incline. Wheelchair accessible.



Moss Landscapes of Vancouver Island



Exploring Indigenous Perspectives through Storytelling

Wednesday, January 31 | 10-11am 

Exploring Indigenous Perspectives Through Storytelling
(Guided Walk)-All ages

Elk/Beaver Lake Regional Park (Saanich)

On this interactive program, we invite participants to explore the cultural significance of birds and animals, through a First Peoples lens. The cultural lessons and values shared through the time-honoured tradition of storytelling will amaze participants. We will discover how First Peoples passed down important teachings from their respective territories to upcoming generations. We begin with a traditional welcome and territory acknowledgement, then share the history and importance of the site to the First Peoples of the area. We will move along the trail and meet some interesting characters who will share their knowledge and wisdom to help us gain an understanding of how they are interconnected with First Peoples.

Meeting place: Meet at the Beaver Lake Picnic Shelter at the Filter Beds parking lot.

Trail Description: 800m; on compact surface; slight incline.

BC Transit #70, #72 or #75

Updated Website Information



Trails

The main trails at Elk/Beaver Lake are the 10k Trail and the Lakeside Trail. The 10k Trail is relatively wide with a packed gravel surface. Some sections have slopes greater than 5%. Gravel is firm and compact for most sections. The lake side trail is a narrower natural surface trail that follows the east side of the lake. Trail tread consists of roots, rocks, woody debris, and some narrow pinch points. Both trails are susceptible to seasonal wet spots and muddy areas.



Toilet Building Washrooms

Washrooms are in the picnic area at the main beach. Packed gravel pathways with a gradual slope connect the 10k trail to the washrooms. Washrooms have accessible toilet stalls with transfer space and grab bars beside and behind the toilet. Toilet paper dispensers are closed-roll style, mounted above the side grab bar. Latch locks are located on the doors. Sinks have ample knee clearance under the bowl.



Fishing Pier

The fishing pier is an accessible floating dock located on Elk Lake. Low slope ramps connect the dock to the main parking area. The dock provides ample access for maneuverability for those with limited mobility. Rod holders and benches are in place, as well as a sink for cleaning.



Playground, Beach and Picnic Area

The playground, beach and picnic area are accessed by either a paved or packed gravel pathway. Both pathways have a slight slope. Pathways connect with the playground, and an accessible picnic table. The beach and lake is accessed over a short grass area and then a small strip of sand. Entrance pathways also connect with the Elk/Beaver Lake 10K Trail.



2023 What We Learned

- Park users are seeking a range of visitor experiences.
- Detailed accessibility information is essential.
- Consistent standards across jurisdictions/land managers is key.
- Working with local partner organizations brings so much value.
- It is essential to work with consultants & stakeholders with lived experiences.



Francis/King Regional Park

2024 Access & Equity Projects



Elk/Beaver Lake Regional Park

- Develop a set of Regional Parks and Trails Accessibility Guidelines.
- Undertake the second annual park accessibility audit.
- Complete a study of accessible use on the regional trails.
- Continue to work on improvements identified in the 2023 accessibility audit.

Questions?

CRD

Questions?



**REPORT TO REGIONAL WATER SUPPLY COMMISSION
MEETING OF WEDNESDAY, JANUARY 17, 2024**

SUBJECT **Regional Water Supply 2024 Capital Plan Update**

ISSUE SUMMARY

To recommend updates to the Regional Water Supply Service 2024 Capital Budget and Five Year Capital Plan for six existing projects and one new project.

BACKGROUND

On October 18, 2023, the Regional Water Supply Commission (Commission) recommended to the Capital Regional District (CRD) Board, approval of the 2024 Operating and Capital Budget and the Five Year Capital Plan. This staff report outlines adjustments to the Five Year Capital Plan to be incorporated prior to final Board approval. It is proposed to fund the capital project adjustments from within the capital plan at an estimated value of \$1,875,000. There is no financial impact anticipated on the 2024 water rates with these adjustments.

New Project 24-19 - Mount Tolmie Tank Structural and Infiltration Improvements

The south cell of Mount Tolmie water storage tank was taken offline for maintenance in the fourth quarter (Q4) of 2023 and a detailed inspection was conducted at that time. Water infiltration and some structural deficiencies were discovered that need to be mitigated. The condition of the north cell will also be subsequently inspected and may contain similar deficiencies. The budget of \$850,000 added into the 2024 Capital Plan is a preliminary estimate to allow CRD staff to continue with planning, engineering, and improvements to the roof slab of the Mount Tolmie Tank. Depending on the extent of the deficiencies, this project is likely to extend into subsequent years and require further funding.

Project 20-16 - Cecelia Meter Replacement

The Cecelia Meter Replacement project was tendered in 2023. Two bids were received but pricing exceeded the available budget and the tender was cancelled. The total project budget is being increased to \$1,500,000 to account for this market escalation. The project will be retendered in 2024 after the approval of the revised budget. The added expenses of this replacement are still believed to be justified given the potential lost revenues currently being incurred at this meter location during lower flows.

Project 20-17 – Decommission & Conceptual Design of the Smith Hill Reservoir Site

This project previously had \$300,000 in funding available for 2024 with subsequent funding pushed out to 2026. This update is increasing the 2024 funding to \$450,000 to allow CRD a greater buffer in advancing conceptual design of a future reservoir as well as further advancement of interim decommissioning plans. The actual decommissioning work would be conducted in subsequent years with additional funding.

Project 21-03 – Deception Dam – Dam Safety Review 2021 and Improvements

Recent inspections have determined that deficiencies with the Deception Dam low level overflow vent pipe and hydraulic gate need to be prioritized to align with the remediation plan approved by the Dam Safety Officer. The scope of work and detailed estimate are still under development. In the interim, the 2024 budget has been increased from \$400,000 to \$600,000 to address these deficiencies, in addition to other work/studies planned for this Dam.

Project 19-16 – Dam Improvements Annual Provisional Account

The Annual Provisional Account for Dam Safety Improvements has been increased from \$300,000 to \$475,000 in 2024 to provide a larger buffer for CRD staff to advance planning and execution of miscellaneous dam safety improvements from the dam risk register.

Projects 18-18 and 21-11 – Main No. 3 Segment Replacement & RWS Supply Main No. 4 Upgrade

The total project budgets, or current delivery schedule, for these two projects have not been affected but the 2024 funding has been reduced to offset all the previously listed projects. These reductions are justified based on the status of these designs and the cost forecasting indicating that the larger construction costs will not be occurring until later years.

ALTERNATIVES

Alternative 1

That the Regional Water Supply Commission recommends that the Capital Regional District Board:

Approve updating the 2024 Regional Water Supply Service Capital Budget and Five Year Capital Plan to include 2024 budget updates for projects 24-19, 20-16, 20-17, 21-03, 19-16, 18-18 and 21-11 as outlined in Appendix A.

Alternative 2

That this report be referred back to staff for additional information.

IMPLICATIONS

Financial Implications

There are no net impacts on the capital budget for 2024 or on the 2024 water rates. Updated project forecasting indicates the proposed additionally requested funds will be offset within the capital plan. Appendix A reflects the 5-year Capital Plan revised to include the changes outlined in this report. As directed at the October 18, 2023 Commission Meeting, the Capital Plan will be subsequently updated to capture carry forward changes after year end.

Service Delivery Implications

The budget updates are necessary for CRD staff to be able to advance multiple projects that have been given a higher priority based on findings in 2023.

CONCLUSION

A Capital Plan update is required to better align funding to advance multiple projects in 2024. The updated expenditures are fully funded and balanced and will not increase the 2024 capital funding requirements or water utility rates beyond what was previously approved by the Regional Water Supply Commission.

RECOMMENDATION

That the Regional Water Supply Commission recommends that the Capital Regional District Board:

Approve updating the 2024 Regional Water Supply Service Capital Budget and Five Year Capital Plan to include 2024 budget updates for projects 24-19, 20-16, 20-17, 21-03, 19-16, 18-18 and 21-11 as outlined in Appendix A.

Submitted by:	Jared Kelly, P.Eng., Manager, Capital Projects
Concurrence:	Joseph Marr, P.Eng., Senior Manager, Infrastructure Engineering
Concurrence:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Updated 2024-2028 Regional Water Supply Service Five Year Capital Plan

CAPITAL REGIONAL DISTRICT

5 YEAR CAPITAL PLAN

2024 - 2028

Service #:

2.670

Service Name:

Regional Water Supply

Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total
WATERSHED PROTECTION													
Planning													
17-01	Renewal	Historic Goldstream Powerhouse Building	Repairs of historic Goldstream Powerhouse building and work toward making the site accessible to the public	\$ 120,000	B	WU	\$ 20,000	\$ 20,000	\$ 50,000	\$ -	\$ -	\$ -	\$ 70,000
17-01	Renewal	West Leech Road	Plan followed by construction of a road to access the western portion of the Leech WSA.	\$ 320,000	B	Grant	\$ -	\$ -	\$ 300,000	\$ -	\$ -	\$ -	\$ 300,000
18-10	Study	Species-at-Risk Wildlife Habitat	Assessments (office and field) and planning for managing wildlife habitat, in particular species-at-risk habitat, in the GVWSA.	\$ 185,000	L	WU	\$ 40,000	\$ 40,000	\$ -	\$ -	\$ -	\$ -	\$ 40,000
19-30	Study	Leech WSA Lakes/Tributaries Assessment	An assessment of the physical, chemical and biological parameters of the lakes in the Leech WSA	\$ 75,000	L	WU	\$ 41,000	\$ 41,000	\$ -	\$ -	\$ -	\$ -	\$ 41,000
20-05	Renewal	Leech WSA Terrestrial Ecosystem Mapping & Wetland Classification/Mapping	Classification and mapping of terrestrial ecosystems and wetlands and integration with Sooke and Goldstream data.	\$ 180,000	L	WU	\$ 38,000	\$ 38,000	\$ -	\$ -	\$ -	\$ -	\$ 38,000
20-06	Study	Addressing mining in Leech WSA (impacts, agreements)	Funding to support work to reduce the impact of mining claims in the Leech WSA	\$ 70,000	L	WU	\$ -	\$ 16,000	\$ 12,000	\$ 12,000	\$ -	\$ -	\$ 40,000
20-27	Study	GVWSA Forest Resilience - wildfire/forest modelling and forest management field trials	Modelling forest and wildfire risk under climate change scenarios & forest/fuel management field trials.	\$ 1,495,000	L	WU	\$ -	\$ 500,000	\$ -	\$ -	\$ -	\$ -	\$ 500,000
20-27	Study	GVWSA Forest Resilience - Assessments of forest health and resilience	Field assessments to better understand current forest health and resilience.	\$ 230,000	L	WU	\$ 65,000	\$ 65,000	\$ 60,000	\$ -	\$ -	\$ -	\$ 125,000
21-20	Study	West Leech Road	Plan followed by construction of a road to access the western portion of the Leech WSA.	\$ 320,000	L	WU	\$ 100,000	\$ 100,000	\$ 100,000	\$ -	\$ -	\$ -	\$ 200,000
23-02	Renewal	GVWSA LIDAR Mapping	Detailed contour mapping of ground, vegetation and tree cover (3D scanning)	\$ 300,000	L	WU	\$ 65,000	\$ 165,000	\$ -	\$ -	\$ -	\$ -	\$ 165,000
22-04	Renewal	GVWSA Orthophotography	Annual contribution to capture of regional digital orthophotography for baseline mapping and monitoring.	\$ 95,000	L	WU	\$ -	\$ -	\$ 35,000	\$ -	\$ 40,000	\$ -	\$ 75,000
22-09	Study	GVWSA Powerlines Wildfire Risk Mitigation Plan	A detailed assessment, options and plan to reduce the risk of wildfire start from tree fall onto CRD powerlines in the GVWSA.	\$ 110,000	L	WU	\$ 23,000	\$ 43,000	\$ 40,000	\$ -	\$ -	\$ -	\$ 83,000
22-10	New	GVWSA/RWS Educational Videos	Development of educational videos to address Regional Water Supply issues of interest to the public such as: wildfire risk and mitigation; climate change; water supply master plan update.	\$ 60,000	L	WU	\$ 27,000	\$ 27,000	\$ 30,000	\$ -	\$ -	\$ -	\$ 77,000
23-05	Study	Spill Management Plan and Implementation	Review, assessment and re-development of a spill management plan for the GVWSA along with potential procurement of additional equipment or supplies.	\$ 70,000	L	WU	\$ 50,000	\$ 70,000	\$ -	\$ -	\$ -	\$ -	\$ 70,000
24-03	Study	Biosecurity Risk Assessment & Procedures	Assess GVWSA biosecurity risks and develop mitigating protocols/procedures	\$ 50,000	L	WU	\$ -	\$ -	\$ 50,000	\$ -	\$ -	\$ -	\$ 50,000
Capital													
09-01	Renewal	Leech River Watershed Restoration	A 17 year project to restore the Leech WSA lands for water supply.	\$ 5,756,000	L	WU	\$ 180,000	\$ 380,000	\$ 200,000	\$ -	\$ -	\$ -	\$ 580,000
16-06	Renewal	Goldstream IWS Field Office	Renewal of Water Quality field office/lab and equipment storage and Watershed Protection office, yard, training space and equipment storage, replacing longstanding temporary facilities.	\$ 12,000,000	B	WU	\$ 100,000	\$ 3,540,000	\$ 2,000,000	\$ -	\$ -	\$ -	\$ 5,540,000
16-06	Renewal	Leech River HydroMet System	Installation of a network of hydrometeorological stations to collect water quantity and quality information for the Leech WSA.	\$ 585,000	B	Other	\$ 3,000,000	\$ 4,000,000	\$ 1,000,000	\$ -	\$ -	\$ -	\$ 5,000,000
17-02	New	GVWSA Forest Fuel Management/FireSmart Activities	Implementation of forest fuel management and FireSmart actions in strategic locations for wildfire risk management in the GVWSA.	\$ 1,200,000	L	WU	\$ 51,000	\$ 151,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 1,000,000
18-05	New	Whiskey Creek Bridge Replacement (Sooke WSA)	Replacement of the existing undersized bridge with a longer and higher concrete structure.	\$ 330,000	S	WU	\$ 10,000	\$ 10,000	\$ 300,000	\$ -	\$ -	\$ -	\$ 310,000
19-19	New	Hydromet Upgrades Sooke and Goldstream	Install additional hydrology monitoring sites on Sooke Lake Reservoir inflow streams and increase instrumentation on meteorological stations in Sooke and Goldstream watersheds.	\$ 400,000	E	WU	\$ 13,000	\$ 183,000	\$ -	\$ -	\$ -	\$ -	\$ 183,000
20-01	Replacement	Kapoor Main Mile 1 Bridge and Asphalt Upgrade	Replacement of the existing undersized culvert with a large bridge as well as subsequent 500 m road asphalt replacement.	\$ 1,050,000	S	WU	\$ 418,000	\$ 868,000	\$ 160,000	\$ -	\$ -	\$ -	\$ 1,028,000
20-29	Renewal	GVWSA Gravel Crushing	Production of gravel at existing quarries in Sooke and Goldstream WSAs.	\$ 650,000	S	WU	\$ 100,000	\$ -	\$ 200,000	\$ -	\$ -	\$ -	\$ 300,000
21-26	New	Road Deactivation/Rehabilitation in the GVWSA	Deactivate or rehabilitate unneeded roads in the Sooke and Goldstream WSAs.	\$ 360,000	L	WU	\$ 108,000	\$ 108,000	\$ 100,000	\$ 100,000	\$ -	\$ -	\$ 308,000
21-27	New	Autogate Installations on Primary Access Routes	Install autogates on the main access routes where the Sooke Hills Wilderness Trail and E&N rail line cross to improve security	\$ 600,000	S	WU	\$ -	\$ 50,000	\$ 300,000	\$ -	\$ -	\$ -	\$ 350,000
22-02	New	Muckpile Bridge Supply and Install (Deception)	Replacement of undersized culverts with bridge which will allow for fish and western toad migration.	\$ 340,000	S	WU	\$ -	\$ -	\$ -	\$ 325,000	\$ -	\$ -	\$ 325,000
23-04	Renewal	175/Sooke Main Bridge Replacement	Undersized bridge replacement	\$ 315,000	S	WU	\$ -	\$ -	\$ 15,000	\$ -	\$ 300,000	\$ -	\$ 315,000
22-11	New	Additional Boom Anchors for Sooke Lake Reservoir debris boom.	The log boom protecting the Sooke Lake Reservoir Intake Tower from floating woody debris is inadequately anchored and requiring two additional anchors.	\$ 60,000	E	WU	\$ 60,000	\$ 60,000	\$ -	\$ -	\$ -	\$ -	\$ 60,000
23-10	New	Work platform for Sooke Lake Reservoir	A towable work platform for conducting stationary on-water work activities such as boom and intake tower maintenance and spill response.	\$ 30,000	E	WU	\$ 10,000	\$ 10,000	\$ -	\$ -	\$ -	\$ -	\$ 10,000
23-11	New	Purchase and Deployment of Second Wildfire Camera for Leech WSA, and Analytic software	A secondary wildfire camera to monitor for heat and smoke signatures in the Leech WSA during fire season.	\$ 100,000	E	WU	\$ -	\$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ 50,000
23-23	Replacement	Brushcutting head for Excavator	The existing brushcutting head from the excavator used in roadside maintenance has reached end of life and requires replacement.	\$ 30,000	V	WU	\$ 10,000	\$ 10,000	\$ -	\$ -	\$ -	\$ -	\$ 10,000
24-05	New	Dock for Sooke Lake Reservoir	Sooke Lake Reservoir requires a dock for safe deployment of boats, gear and crew.	\$ 100,000	S	WU	\$ -	\$ 10,000	\$ 90,000	\$ -	\$ -	\$ -	\$ 100,000
25-05	New	Helicopter Fire Tank	A large water tank for helicopter bucketing to be deployed in Goldstream WSA.	\$ 20,000	E	WU	\$ -	\$ -	\$ 20,000	\$ -	\$ -	\$ -	\$ 20,000
24-13	New	Replace Storage Sheds with Containers	Covered sand storage between sea containers that have been procured.	\$ 50,000	S	WU	\$ -	\$ 30,000	\$ -	\$ -	\$ -	\$ -	\$ 30,000
24-06	Study	Post Wildfire Assessment Program	Acquiring access to existing software programs to model sediment and debris flows from burned areas.	\$ 55,000	L	WU	\$ -	\$ 55,000	\$ -	\$ -	\$ -	\$ -	\$ 55,000
24-07	Replacement	Field Operations Centre - IT Infrastructure Upgrades	The firewall, switches and telephony system are end of life and require replacement. The equipment will be transferred to the new building.	\$ 40,000	E	WU	\$ -	\$ 40,000	\$ -	\$ -	\$ -	\$ -	\$ 40,000
Watershed Protection Sub-Total				\$ 27,807,000			\$ 4,500,000	\$ 11,346,000	\$ 4,962,000	\$ 737,000	\$ 440,000	\$ 100,000	\$ 17,585,000
INFRASTRUCTURE ENGINEERING AND OPERATIONS													
Planning													
16-10	New	Post Disaster Emergency Water Supply	Identify and procure emergency systems for post disaster preparedness.	\$ 2,250,000	S	WU	\$ 150,000	\$ 350,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,150,000
17-13	New	Asset Management Plan	Development of a plan to inform future areas of study and highlight critical infrastructure improvements.	\$ 400,000	S	WU	\$ 200,000	\$ 200,000	\$ -	\$ -	\$ -	\$ -	\$ 200,000
19-15	New	Hydraulic Capacity Assessment and Transient Pressure Analysis	Determine the existing level-of-service for the RWSC transmission system and conduct a transient pressure analysis	\$ 250,000	S	WU	\$ 100,000	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ 100,000
20-08	Study	Regional Water DCC Program	Design of a Regional DCC Program	\$ 450,000	S	WU	\$ 250,000	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ 250,000
20-10	Study	Condition & Vulnerability Assessment	Conduct a condition assessment of critical supply infrastructure and assess its possibility of risk.	\$ 200,000	S	WU	\$ 175,000	\$ 175,000	\$ -	\$ -	\$ -	\$ -	\$ 175,000
21-05	Study	Level of Service Agreement	From #19-15 & #20-11, develop level-of-service agreements for participating municipalities to address hydraulic capacity of infrastructure.	\$ 150,000	S	WU	\$ 140,000	\$ 140,000	\$ -	\$ -	\$ -	\$ -	\$ 140,000
22-14	Study	Sooke River Intake Feasibility	A feasibility study for an intake from Sooke River to replace the Main No. 15 salmon fishery contribution, for a variety of reasons.	\$ 50,000	S	WU	\$ 40,000	\$ 40,000	\$ -	\$ -	\$ -	\$ -	\$ 40,000
23-12	Study	Project Delivery Strategy	Develop a strategy to deliver the identified projects from the 2022 RWS Master Plan.	\$ 200,000	S	WU	\$ 100,000	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ 100,000
23-13	Study	Filtration Plant Planning & Design	Conduct a siting, conceptual design and detailed design for a filtration plant	\$ 16,300,000	S	WU	\$ 253,125	\$ -	\$ 400,000	\$ 500,000	\$ 5,400,000	\$ 10,000,000	\$ 16,300,000
23-14	Study	Council Creek Crossing Hydrology Review	Conduct a hydrology review of the Council Creek crossing of water mains to ensure pipe resilience during high rainfall events.	\$ 100,000	S	WU	\$ -	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ 100,000

Service #: 2.670
 Service Name: Regional Water Supply

Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total
23-24	New	East-West Connector (Filtration Plant to District of Sooke)	Planning and Conceptual Design of the East-West Supply Main from the proposed filtration plant to the District of Sooke (identified in the 2022 Master Plan)	\$ 400,000	S	WU	\$ -	\$ -	\$ -	\$ -	\$ 200,000	\$ 200,000	\$ 400,000
23-25	New	Deep Northern Intake and Sooke Lake Pump Station	Planning and Design of the Deep Northern Intake and Sooke Lake Pump Station (identified in the 2022 Master Plan)	\$ 12,200,000	S	WU	\$ 506,250	\$ -	\$ 600,000	\$ 3,600,000	\$ 4,000,000	\$ 4,000,000	\$ 12,200,000
23-26	New	Transmission Main - Sooke Lake Pump Station to Head Tank	Planning and Design of the Transmission Main from the Sooke Lake Pump Station to Head Tank (identified in the 2022 Master Plan)	\$ 3,400,000	S	WU	\$ 168,750	\$ -	\$ 200,000	\$ 1,000,000	\$ 1,200,000	\$ 1,000,000	\$ 3,400,000
23-27	New	Gravity Main - Sooke Lake to Head Tank	Planning and Design of a Gravity Transmission Main (redundancy) from Sooke Lake to Head Tank (identified in the 2022 Master Plan)	\$ 1,400,000	S	WU	\$ 84,375	\$ -	\$ 300,000	\$ 400,000	\$ 700,000	\$ -	\$ 1,400,000
23-28	New	Goldstream Reservoir Connector	Planning and Design of the Goldstream Reservoir Connector transmission main	\$ 4,600,000	S	WU	\$ 84,375	\$ -	\$ 400,000	\$ 2,000,000	\$ 2,200,000	\$ -	\$ 4,600,000
24-08	Study	Seismic and Flood Vulnerability Assessment of Supply Main 10 and 11 Spillway Crossing	Engineering Seismic Assessment of the spanned crossing of Supply Main No 10 and 11 over the Sooke Lake Spillway channel	\$ 150,000	S	WU	\$ -	\$ 150,000	\$ -	\$ -	\$ -	\$ -	\$ 150,000
24-09	Study	Aggricultural Water Rate Review	Phase 2	\$ 100,000	S	WU	\$ -	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ 100,000
18-07	New	Replacement of UV System	Replacement of the UV system at the Goldstream Water Treatment Plant	\$ 11,500,000	E	WU	\$ 6,600,000	\$ 9,370,000	\$ -	\$ -	\$ -	\$ -	\$ 9,370,000
18-08	Replacement	Bulk Supply Meter Replacement Program	Planned replacement of aging bulk meter replacement based upon a condition assessment and water audit.	\$ 2,050,000	E	WU	\$ 950,000	\$ 950,000	\$ 200,000	\$ 200,000	\$ 150,000	\$ -	\$ 1,500,000
18-15	Renewal	Corrosion Protection Program	Study deficiencies in the current material protection and implement recommendations.	\$ 1,150,000	S	WU	\$ 300,000	\$ 300,000	\$ 150,000	\$ 150,000	\$ -	\$ -	\$ 600,000
18-18	Replacement	Main No.3 Segment Replacement	Replacement of segments of Main No. 3 based upon previous studies.	\$ 15,600,000	S	WU	\$ 500,000	\$ 1,010,000	\$ 10,590,000	\$ 3,600,000	\$ -	\$ -	\$ 15,200,000
19-05	Renewal	Repairs - Kapoor Shutdown	Repair items such as defects in the Kapoor tunnel, replacement of critical valves, intake exterior inspection and actuator replacement while the Kapoor tunnel is shutdown.	\$ 700,000	S	WU	\$ 105,000	\$ 205,000	\$ 100,000	\$ -	\$ -	\$ -	\$ 305,000
19-23	New	Critical Spare Equipment Storage & Pipe Yard	Plan, design and construct a critical equipment storage building.	\$ 1,200,000	S	WU	\$ 250,000	\$ 250,000	\$ 950,000	\$ -	\$ -	\$ -	\$ 1,200,000
20-16	Replacement	Cecelia Meter Replacement	Replacement of the Cecelia billing meter as well as its enclosure.	\$ 1,300,000	S	WU	\$ 450,000	\$ 950,000	\$ -	\$ -	\$ -	\$ -	\$ 950,000
20-17	Replacement	Decommission & Conceptual Design of the Smith Hill Site	Plan for decommission the conceptual design for the replacement of the Smith Hill reservoir site.	\$ 1,450,000	S	WU	\$ 253,125	\$ 450,000	\$ -	\$ 1,000,000	\$ -	\$ -	\$ 1,450,000
21-06	Replacement	Sooke Lake Dam Spillway Hoist and Stop Log Replacement	Replacement of the sluice gate spillway hoist and stop logs at Sooke Lake Dam.	\$ 775,000	E	WU	\$ 470,000	\$ 470,000	\$ 250,000	\$ -	\$ -	\$ -	\$ 720,000
21-09	New	Goldstream Water Chlorination Gas System Removal	Plan and construct provisions for removal of chlorination system	\$ 200,000	S	WU	\$ 170,000	\$ 170,000	\$ -	\$ -	\$ -	\$ -	\$ 170,000
21-10	Replacement	SCADA Masterplan and System Upgrades	Update the SCADA Master Plan in conjunction with the Juan de Fuca Water Distribution, Saanich Peninsula Water and Wastewater, and Core Area Wastewater Services.	\$ 2,150,000	E	WU	\$ 750,000	\$ 300,000	\$ 725,000	\$ 600,000	\$ 300,000	\$ -	\$ 1,925,000
21-11	Replacement	RWS Supply Main No. 4 Upgrade	Upgrade vulnerable sections of the RWS Supply Main No. 4 and Main No. 1 to a resilient system to better able to withstand a seismic event. Vulnerable sections are Concrete Cylinder pipe material which is susceptible to failure during a seismic event. This is part of project partnered with the Saanich Peninsula Water system.	\$ 33,900,000	S	WU	\$ 3,000,000	\$ 1,715,000	\$ 1,885,000	\$ 20,000,000	\$ 10,000,000	\$ -	\$ 33,600,000
21-11	Replacement		DMAF Grant portion, grant submitted November 2021 and resubmitted in July 2023.	\$ 14,800,000	S	Grant			\$ 1,200,000	\$ 2,000,000	\$ 3,600,000	\$ 6,000,000	\$ 12,800,000
22-15	New	Microwave Radio Upgrades	To provide a high bandwidth communications backbone to the RWS system, a microwave communications system will be installed.	\$ 1,100,000	S	WU	\$ 240,000	\$ 440,000	\$ 200,000	\$ 200,000	\$ -	\$ -	\$ 840,000
22-16	Renewal	Goldstream WTP Drainage Improvements	Construct drainage improvements for the Goldstream Water Treatment Plant and assess	\$ 200,000	S	WU	\$ 120,000	\$ 120,000	\$ -	\$ -	\$ -	\$ -	\$ 120,000
22-17	New	Goldstream WTP Safety Improvements	Construct employee and public safety improvements such as a trail notification system if there was an ammonia spill.	\$ 200,000	E	WU	\$ 150,000	\$ 150,000	\$ -	\$ -	\$ -	\$ -	\$ 150,000
23-16	Renewal	Humpback Channel Assessment and Upgrades	Hydraulically assess the Humpback Overflow channel and conduct a condition assessment of the culverts at the Gatehouse.	\$ 200,000	S	WU	\$ 200,000	\$ 200,000	\$ -	\$ -	\$ -	\$ -	\$ 200,000
23-17	Replacement	Main No. 4 - Mt Newton to Highway 17	Replacement of an approximately 1.9km of the Main No. 4 concrete pipe from Mt Newton and Central Saanich Road south to where it crosses Highway 17. A Strategic Priorities Fund grant has been applied to fund a portion of the works.	\$ 3,800,000	S	WU	\$ 2,600,000	\$ 2,600,000	\$ 1,000,000	\$ -	\$ -	\$ -	\$ 3,600,000
23-17	Replacement			\$ 6,000,000	S	Grant	\$ -	\$ 6,000,000	\$ -	\$ -	\$ -	\$ -	\$ 6,000,000
25-03	Renewal	Transmission Main Upgrade Program	Identify, conceptually design, detail design and construct transmission main upgrades.	\$ 40,000,000	S	WU	\$ -	\$ -	\$ 10,000,000	\$ 10,000,000	\$ 10,000,000	\$ 10,000,000	\$ 40,000,000
23-29	Renewal	Mt. Tolmie Control Valve Replacement	Supply and installation of the Mt. Tolmie Reservoir Control Valve	\$ 800,000	E	WU	\$ 250,000	\$ 750,000	\$ -	\$ -	\$ -	\$ -	\$ 750,000
24-10	Replacement	Sooke River Road WTP UPS Replacement	UPS at Sooke River Road WTP is 21 years old and in need of replacement.	\$ 50,000	E	WU	\$ -	\$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ 50,000
24-11	Replacement	IT Core Infrastructure Replacement	Replacement of Core IT Infrastructure such as servers, network switches, UPS, etc for equipment end of life. Includes IT equipment located at tower sites within the RWS system.	\$ 420,000	E	WU	\$ -	\$ 25,000	\$ 15,000	\$ -	\$ 130,000	\$ 250,000	\$ 420,000
24-12	Renewal	Head Tank Valve Replacement	Supply and installation of Head Tank valves and actuators.	\$ 450,000	E	WU	\$ -	\$ 450,000	\$ -	\$ -	\$ -	\$ -	\$ 450,000
24-19	Renewal	Mount Tolmie Tank Structural and Infiltration Improvements	Initial Budget to address leakage and structural repairs discovered at Mount Tolmie Tank in Q4 2023. Further budget refinement is expected as engineering assessment is further developed.	\$ 850,000	E	WU	\$ -	\$ 850,000	\$ -	\$ -	\$ -	\$ -	\$ 850,000
Infrastructure Engineering and Operations Sub-Total				\$ 183,645,000			\$ 19,610,000	\$ 29,480,000	\$ 29,365,000	\$ 45,450,000	\$ 38,080,000	\$ 31,650,000	\$ 174,025,000
DAM SAFETY PROGRAM													
16-16	Renewal	Implications from Goldstream Dam Safety Review	Database	\$ 825,000	S	WU	\$ 418,000	\$ 493,000	\$ -	\$ -	\$ -	\$ -	\$ 493,000
17-25	Renewal	Implications from 2016 Sooke Lake Dam Safety Review	Conduct dam improvements at the Goldstream dams that resulted for the Dam Safety Review and routine inspections (refer to the Dam Safety Database).	\$ 1,210,000	S	WU	\$ 637,000	\$ 637,000	\$ -	\$ -	\$ -	\$ -	\$ 637,000
18-19	New	Sooke Lake Dam - Instrumentation System Improvements	Complete dam performance instrumentation system/surveillance improvements for the Sooke Lake Dam.	\$ 2,200,000	S	WU	\$ 290,000	\$ 1,290,000	\$ -	\$ -	\$ -	\$ -	\$ 1,290,000
18-20	New	Sooke Lake Dam - Breach Risk Reduction Measures	Implement measures to reduce Sooke Lake Dam breach implications in the unlikely event of dam failure (refer to the WSC Consulting Study).	\$ 600,000	S	WU	\$ 513,000	\$ 513,000	\$ -	\$ -	\$ -	\$ -	\$ 513,000
19-07	New	Integrate Dam Performance and Hydromet to SCADA	Integrate the dam safety instrumentation/surveillance (i.e. piezometers and weirs) and HydroMet stations to report to WTD through the existing SCADA system.	\$ 1,300,000	E	WU	\$ 600,000	\$ 600,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ -	\$ 1,200,000
19-09	New	Cabin Pond Dams Decommissioning (PES)	The Cabin Pond Dams (x2) have been retired from drinking water service, plan to decommission.	\$ 600,000	S	WU	\$ 600,000	\$ 600,000	\$ -	\$ -	\$ -	\$ -	\$ 600,000
19-12	New	Goldstream Dams instrumentation improvements	Conduct dam safety instrumentation/surveillance improvements (refer to report from Thurber Engineering).	\$ 700,000	S	WU	\$ 665,000	\$ 665,000	\$ -	\$ -	\$ -	\$ -	\$ 665,000
19-13	New	Dam Safety Instrumentation	The existing dam safety instrumentation/surveillance equipment is getting older and will need to be replaced/rehabilitated (does not include pending SCADA effort).	\$ 300,000	E	WU	\$ 200,000	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ 250,000
20-19	Replacement	Goldstream System High Level Outlet Valve Replacements	The Goldstream and Butchart high level outlet valves have been identified as requiring replacement.	\$ 300,000	S	WU	\$ 250,000	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ 250,000
21-03	New	Decoction Dam - Dam Safety Review 2021 & Improvements	Conduct a Dam Safety Review and improvements for the Decoction Dam. Improvements to include recommendations from the DSR as well as Low Level Overflow Vent Pipe and Hydraulic Gate Improvements.	\$ 2,000,000	S	WU	\$ 350,000	\$ 600,000	\$ 400,000	\$ 500,000	\$ 500,000	\$ -	\$ 2,000,000
21-04	New	Saddle Dam - Dam Safety Review 2021 & Improvements	Conduct a Dam Safety Review and improvements for the Saddle Dam.	\$ 800,000	S	WU	\$ 165,000	\$ 450,000	\$ 200,000	\$ 75,000	\$ 75,000	\$ -	\$ 800,000
21-21	Replacement	Goldstream Dams - 4 Low Level Gate Improvements	Several of the water control gates related to the Goldstream dams are in need of repair and possibly replacement.	\$ 150,000	S	WU	\$ 150,000	\$ 150,000	\$ -	\$ -	\$ -	\$ -	\$ 150,000

APPENDIX A

Service #: 2.670

Service Name: Regional Water Supply

Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total
22-08	New	Deception Dam Surveillance Improvements	Replace and supplement the Dam Safety Instrumentation at Deception Dam.	\$ 450,000	S	WU	\$ 150,000	\$ 300,000	\$ 150,000	\$ -	\$ -	\$ -	\$ 450,000
23-07	Study	Sooke Lake Dam Spillway and Gates Retrofit	Detailed design for seismic retrofits for the existing structures initially focusing on the spillway and gates structures. Construction to be budgetted subsequently.	\$ 450,000	S	WU	\$ 150,000	\$ 450,000	\$ -	\$ -	\$ -	\$ -	\$ 450,000
23-08	Study	Regional Watershed Dams – Flood Forecasting System	Update the existing flood forecasting system (WD4Cast) to a modern version including Standard Operating Procedures and training for staff.	\$ 300,000	S	WU	\$ 100,000	\$ 200,000	\$ 50,000	\$ -	\$ -	\$ -	\$ 250,000
23-09	Study	Sooke Lake Dam - Dam Safety Review 2023	Conduct a Dam Safety Review to meet regulatory requirement.	\$ 200,000	S	WU	\$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
23-18	Renewal	Sooke Lake Dam Spillway Channel Improvements	Construct bank protection for the Sooke Spillway Channel and clear the seepage weir blockage.	\$ 700,000	S	WU	\$ 200,000	\$ 400,000	\$ 300,000	\$ -	\$ -	\$ -	\$ 700,000
23-19	Renewal	Charters Dam - Implications from Dam Safety Review	Carry out recommendations from the 2022 Dam Safety Review for Charters Dam	\$ 200,000	S	WU	\$ 20,000	\$ 120,000	\$ -	\$ -	\$ -	\$ -	\$ 120,000
25-01	Study	Goldstream Dam - Dam Safety Review 2025 & Addressing Implications	Conduct a Dam Safety Review to meet regulatory requirement.	\$ 200,000	S	WU	\$ -	\$ -	\$ 200,000	\$ 75,000	\$ 75,000	\$ 75,000	\$ 425,000

Service #: 2.670
 Service Name: Regional Water Supply

Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total
25-02	Study	Probable Maximum Flood and Inflow Design Flood Updates	Update the previous edition from 2015 (recommended 10 year review cycle).	\$ 150,000	S	WU	\$ -	\$ -	\$ 150,000	\$ -	\$ -	\$ -	\$ 150,000
25-06	Replacement	Goldstream Dam Spillway Replacement	Replacement of Goldstream Dam Spillway due to deteriorated condition.	\$ 500,000	S	WU	\$ -	\$ -	\$ 100,000	\$ 400,000	\$ -	\$ -	\$ 500,000
24-13	Replacement	Reservoir Log Boom Upgrade Program	Review, analysis and upgrades to log booms, prioritizing Sooke Lake Reservoir.	\$ 500,000	S	WU	\$ -	\$ 200,000	\$ 300,000	\$ -	\$ -	\$ -	\$ 500,000
Dam Safety Program Sub-Total				\$ 14,635,000			\$ 5,508,000	\$ 8,168,000	\$ 2,050,000	\$ 1,250,000	\$ 850,000	\$ 75,000	\$ 12,993,000
WATER QUALITY													\$ -
20-04	New	Sooke Lake HyDi Model Development	Critical data collection, model building-calibration, model utilization for 3 different scenarios	\$ 520,000	E	WU	\$ 100,000	\$ 120,000	\$ -	\$ -	\$ -	\$ -	\$ 120,000
22-06	Study	Sooke Lake Food Web Study	Assess the aquatic food web structure and create an inventory of fish and invertebrate species and distribution in Sooke Lake Reservoir - to be used as indicators of stream health	\$ 100,000	S	WU	\$ 20,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
23-06	Study	GDVWS Nitrification Study	Investigate nitrification occurrence and potential impacts on drinking water quality	\$ 50,000	S	WU	\$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
24-02	Replacement	Boat Motor Replacement with Electric Outboards (Sooke and Goldstream Boats)	50hp and 15hp motor replacement due to age and water quality concerns, large electric outboards are already available from Torqueds for instance	\$ 60,000	E	WU	\$ 60,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
24-04	Study	Sooke Lake Drawdown Study	Investigate drawdown effects on Sooke Lake water quality and ecosystem impacts with max drawdown and determine a safe max drawdown level for SOL.	\$ 100,000	S	WU	\$ -	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ 100,000
25-04	Replacement	4 x multi-parameter field analyzers (SL1000)	Replace 4 multi-parameter (total/free/mono/ammonia) field analyzers	\$ 20,000	E	WU	\$ -	\$ -	\$ 20,000	\$ -	\$ -	\$ -	\$ 20,000
26-01	New	2 x Floating Water Quality Sensor Platforms	To support and confirm water quality data in SOL for Deep Norther Intake, install 2 floating sensor platforms	\$ 200,000	E	WU	\$ -	\$ -	\$ -	\$ 200,000	\$ -	\$ -	\$ 200,000
27-01	Study	Drinking Water Safety Plan Update	Review and update existing DWSP spreadsheet and risk registry. Consider planned system expansions/upgrades.	\$ 80,000	S	WU	\$ -	\$ -	\$ -	\$ -	\$ 80,000	\$ -	\$ 80,000
24-14	Replacement	Laboratory Equipment Replacements	Replacement of critical laboratory equipment.	\$ 75,000	E	WU	\$ -	\$ 75,000	\$ -	\$ -	\$ -	\$ -	\$ 75,000
24-15	Replacement	Laboratory Renovations	Renovation for main lab cabinetry, floor, aquatic ecology lab and prep room.	\$ 200,000	B	WU	\$ -	\$ 200,000	\$ -	\$ -	\$ -	\$ -	\$ 200,000
24-16	Replacement	WQ Field Office IT Upgrades	The firewal, switches and telephony system are end of life and require replacement.	\$ 10,000	E	WU	\$ -	\$ 10,000	\$ -	\$ -	\$ -	\$ -	\$ 10,000
Water Quality Sub-Total				\$ 1,415,000			\$ 230,000	\$ 505,000	\$ 20,000	\$ 200,000	\$ 80,000	\$ -	\$ 805,000
ANNUAL PROVISIONAL													\$ -
17-27	Replacement	Watershed Bridge and Culvert Replacement	Replacement of small culverts and bridges throughout the GVVSA.	\$ 1,000,000	S	WU	\$ -	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,000,000
17-28	Replacement	Watershed Security Infrastructure Upgrade and Replacement	New, upgrade and replacement of security infrastructure in the GVVSA.	\$ 600,000	E	WU	\$ -	\$ 200,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 600,000
17-29	Replacement	Water Supply Area Equipment Replacement	Hydrometeorological, fireweather and wildfire suppression equipment replacement.	\$ 640,000	E	WU	\$ -	\$ 140,000	\$ 125,000	\$ 125,000	\$ 125,000	\$ 125,000	\$ 640,000
17-30	Replacement	Transmission Main Repairs	Emergency repairs to the transmission mains.	\$ 1,000,000	S	WU	\$ -	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,000,000
17-31	Replacement	Transmission System Components Replacement	Replacement and repair of transmission components.	\$ 400,000	S	WU	\$ -	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000	\$ 400,000
17-33	Replacement	Disinfection Equipment Parts Replacement	Replacement of incidental equipment and parts associated with the disinfection system.	\$ 1,000,000	E	WU	\$ -	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,000,000
17-34	Renewal	Supply System Computer Model Update	Annual update of the regional hydraulic model.	\$ 100,000	S	WU	\$ -	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 100,000
19-16	Replacement	Dam improvements	Items not covered by Dam Safety Reviews, but brought up in Dam Safety Inspections and Dam Safety Reviews and address them in the dam safety database/risk registry	\$ 1,675,000	S	WU	\$ -	\$ 475,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 1,675,000
19-22	Replacement	SCADA Repairs & Equipment Replacement	Items not covered by the SCADA Replacement and SCADA Master Plan, but integral in maintaining the SCADA System and revenue meter system.	\$ 750,000	E	WU	\$ -	\$ 150,000	\$ 150,000	\$ 150,000	\$ 150,000	\$ 150,000	\$ 750,000
21-15	Replacement	Corrosion Protection	Replace corrosion protection assets, such as coatings, for the transmission system when identified.	\$ 250,000	S	WU	\$ -	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 250,000
21-16	Replacement	Valve Chamber Upgrades	Replace failing valves and appurtenances along the RWS supply system.	\$ 1,500,000	S	WU	\$ -	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 1,500,000
21-17	Replacement	Water Quality Equipment Replacement	Replacement of water quality equipment for the water quality lab and water quality operations	\$ 250,000	E	WU	\$ -	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 250,000
21-18	Renewal	LIMS support	Support for LIMS database	\$ 125,000	E	WU	\$ -	\$ 25,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 125,000
23-20	Study	Land Exchange/Acquisition	Land surveys, appraisals to support decisions regarding land exchange to increase catchment area, buffer water supply areas and other possible land exchange and acquisition within the RWS system.	\$ 400,000	L	WU	\$ -	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000	\$ 400,000
Annual Provisional Sub-Total				\$ 9,690,000			\$ -	\$ 2,170,000	\$ 1,880,000	\$ 1,880,000	\$ 1,880,000	\$ 1,880,000	\$ 9,690,000
CUSTOMER AND TECHNICAL SERVICES													\$ -
17-35	Replacement	Vehicle & Equipment Replacement (Funding from Replacement Fund)	This is for replacement of vehicles and equipment used by CRD Water Services for the day-to-day operation and maintenance of the supply system.	\$ 2,873,000	V	ERF	\$ -	\$ 1,191,000	\$ 685,250	\$ 773,000	\$ 855,000	\$ 495,000	\$ 3,999,250
20-22	New	Vehicle for the Dam Safety Program	New Transil Van	\$ 100,000	V	WU	\$ 100,000	\$ 120,000	\$ -	\$ -	\$ -	\$ -	\$ 120,000
20-23	New	Vehicle for the CSE Support Program	New Transil Van	\$ 100,000	V	WU	\$ 100,000	\$ 120,000	\$ -	\$ -	\$ -	\$ -	\$ 120,000
21-30	New	Vehicle for Warehouse Operations	New pickup	\$ 90,000	V	WU	\$ 90,000	\$ 90,000	\$ -	\$ -	\$ -	\$ -	\$ 90,000
23-21	New	EV Charging Stations Electrical Infrastructure	Electrical System upgrades at 479 Island Hwy to power up 44 charging stations	\$ 855,000	E	WU	\$ 650,000	\$ 855,000	\$ -	\$ 400,000	\$ -	\$ -	\$ 1,255,000
23-22	New	Fuel Truck	Fuel tender truck	\$ 200,000	E	WU	\$ 200,000	\$ 325,000	\$ -	\$ -	\$ -	\$ -	\$ 325,000
23-30	New	Raft Shop Host	Heavy Capacity Host for fleet maintenance	\$ 35,000	E	WU	\$ 35,000	\$ 70,000	\$ -	\$ -	\$ -	\$ -	\$ 70,000
23-31	New	Purchase of land	Purchasing of land near 479 for future office space	\$ 1,500,000	L	WU	\$ 1,500,000	\$ 1,500,000	\$ -	\$ -	\$ -	\$ -	\$ 1,500,000
24-17	New	Pool Vehicles	2 new EV Pickups	\$ 180,000	V	WU	\$ -	\$ 180,000	\$ -	\$ -	\$ -	\$ -	\$ 180,000
24-18	New	Vehicle for Watershed Hydrology Program	New pickup truck for watershed hydrology program	\$ 100,000	V	WU	\$ -	\$ 90,000	\$ -	\$ -	\$ -	\$ -	\$ 90,000
Customer and Technical Services Sub-Total				\$ 6,033,000			\$ 2,675,000	\$ 4,541,000	\$ 685,250	\$ 1,173,000	\$ 855,000	\$ 495,000	\$ 7,749,250
GRAND TOTAL				\$ 243,225,000			\$ 32,523,000	\$ 56,210,000	\$ 38,962,250	\$ 50,690,000	\$ 42,185,000	\$ 34,200,000	\$ 222,247,250

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Capital Regional District Board

Chair: Director Plant
Vice Chair: Director Little

Capital Regional Hospital District Board

Chair: Director Murdoch
Acting Chair: Director McNeil-Smith

Capital Region Housing Corporation Board

Chair: Director de Vries
Vice Chair: Director Caradonna

Board of Directors

Participant	Director	Alternate Director
Central Saanich	R. Windsor	S. Riddell
Colwood	D. Kobayashi	I. Ward
Esquimalt	B. Desjardins	K. Armour
Highlands	K. Williams	K. Roessingh
JDF EA	A. Wickheim	J. Grant
Langford	S. Goodmanson	C. Harder, M. Wagner
Langford	L. Szpak	C. Harder, M. Wagner
Metchosin	M. Little	S. Epp
North Saanich	P. Jones	C. Stock
Oak Bay	K. Murdoch	H. Braithwaite
Saanich	S. Brice	M. Westhaver/ N. Chambers / K. Harper / T. Phelps Bondaroff
Saanich	J. Brownoff	T. Phelps Bondaroff / M. Westhaver / N. Chambers / K. Harper
Saanich	Z. de Vries	K. Harper / T. Phelps Bondaroff / M. Westhaver / N. Chambers
Saanich	D. Murdock	M. Westhaver / N. Chambers / K. Harper / T. Phelps Bondaroff
Saanich	C. Plant	N. Chambers / K. Harper / T. Phelps Bondaroff / M. Westhaver
SGI EA	P. Brent	R. Fenton
Sidney	C. McNeil-Smith	C. Rintoul
Sooke	M. Tait	J. Bateman
SSI EA	G. Holman	M. Richardson
Victoria	M. Alto	S. Kim / M. Dell / K. Loughton / S. Hammond / M. Gardiner
Victoria	J. Caradonna	S. Kim / M. Dell / K. Loughton / S. Hammond / M. Gardiner
Victoria	C. Coleman	S. Kim / M. Dell / K. Loughton / S. Hammond / M. Gardiner
Victoria	D. Thompson	S. Kim / M. Dell / K. Loughton / S. Hammond / M. Gardiner
View Royal	S. Tobias	J. Rogers

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Standing Committees

Core Area Liquid Waste Management

Membership consists of all 15 Board members from the seven municipal participants in the Core Area Liquid Waste Management Plan.

Chair: Director Coleman

3. Director Alto
4. Director Brice
5. Director Brownoff
6. Director Caradonna
7. Director de Vries
8. Director Desjardins
9. Director Goodmanson

Vice Chair: Director Kobayashi

10. Director K. Murdoch
11. Director D. Murdock
12. Director Plant
13. Director Szpak
14. Director Thompson
15. Director Tobias

Electoral Areas Committee

Membership consists of all 3 Electoral Area Directors.

Chair: Director Brent

3. Director Wickheim

Vice Chair: Director Holman

Board Chair (ex-officio)

Environmental Services Committee

Chair: Director Desjardins

3. Director Brownoff
4. Director Caradonna
5. Director Holman
6. Director Kobayashi
7. Director Murdock

Vice Chair: Director Tobias

8. Director Tait
 9. Director Thompson
 10. Director Wickheim
- Board Chair (ex-officio)

Finance Committee

Chair: Director Brice

3. Director Brent
4. Director Coleman
5. Director Goodmanson
6. Director Kobayashi

Vice Chair: Director Jones

7. Director Little
 8. Director Williams
 9. Director Windsor
- Board Chair (ex-officio)

First Nations Relations Committee

Chair: Director Tait

3. Director Alto
4. Director Brent
5. Director Desjardins
6. Director Goodmanson

Vice Chair: Director Windsor

7. Director Little
 8. Director K. Murdoch
 9. Director Williams
- Board Chair (ex-officio)

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Governance Committee

Chair: Director Little

3. Director Brice
4. Director Coleman
5. Director Desjardins
6. Director Holman
7. Director Jones

Vice Chair: Director Goodmanson

8. Director K. Murdoch
9. Director D. Murdock
10. Director Tobias

Board Chair (ex-officio)

Hospitals and Housing Committee

Chair: Director Murdoch

3. Director Alto
4. Director Brent
5. Director Brice
6. Director de Vries
7. Director Holman

Vice Chair: Director Caradonna

8. Director Jones
9. Director Kobayashi
10. Director McNeil-Smith
11. Director Szpak

Board Chair (ex-officio)

Planning & Protective Services

Chair: Director de Vries

3. Director Desjardins
4. Director Little
5. Director McNeil-Smith
6. Director Thompson

Vice Chair: Director Williams

7. Director Wickheim
8. Director Windsor

Board Chair (ex-officio)

Regional Parks Committee

Chair: Director McNeil-Smith

3. Director Coleman
4. Director Goodmanson
5. Director Holman
6. Director Szpak
7. Director Tait

Vice Chair: Director Brownoff

8. Director Tobias
9. Director Williams
10. Director Windsor

Board Chair (ex-officio)

Transportation Committee

Chair: Director Murdock

3. Director Brent
4. Director Brice
5. Director Caradonna
6. Director de Vries
7. Director Desjardins
8. Director Goodmanson

Vice Chair: Director Szpak

9. Director Kobayashi
10. Director McNeil-Smith
11. Director Tait

12. Director Thompson

Board Chair (ex-officio)

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Select & Sub-Committees

Accessibility Advisory Committee

Governance Committee member is appointed as liaison. Term is up to two years.

Director
Director Little

Appointments Advisory Committee

(reporting to the Governance Committee). Term is for one year.

Chair: Director Little	Vice Chair: Director Goodmanson
Director Brice	

Royal and McPherson Theatres Services Advisory Committee

(reporting to the Finance Committee). Term is for one year.

Participant	Board Member
Saanich	Colin Plant
	Susan Brice
Victoria	TBC
	TBC
Oak Bay	Kevin Murdoch

Solid Waste Advisory Committee

(reporting to the Environmental Services Committee).

Chair: Director Desjardins	Vice Chair: Elected from amongst the membership
Colin Plant	Board Chair (ex-officio)

Technical and Community Advisory Committee

Chair and Vice Chair shall be the Chair and Vice Chair of the Core Area Liquid Waste Management Committee. Term expires no later than December 31, 2024.

Representative
Director Coleman (Chair)
Director Kobayashi (Vice Chair)

Victoria Family Court and Youth Justice Committee

(reporting to the Governance Committee) Members appointed from each of the participants. Term is two years.

Participant	Member
Central Saanich	Zeb King
Colwood	Cynthia Day
Esquimalt	Darlene Rotchford
Highlands	Marcie McLean
Langford	Kimberley Guiry
Metchosin	Marie-Térèse Little
North Saanich	Jack McClintock
Oak Bay	Esther Paterson
Saanich	Mena Westhaver
Sidney	Terri O'Keeffe

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Sooke	Jeff Bateman
Victoria	Krista Loughton
View Royal	Ron Mattson

Other CRD Committees & Commissions

Arts Commission

Members appointed from each of the participants. Term is four years for Directors, two years for Non-Directors.

Participant	Representative	Alternate
Esquimalt	Duncan Cavens	Andrea Boardman
Highlands	Karel Roessingh	None
Metchosin	Sharie Epp	None
Oak Bay	Carrie Smart	Cairine Green
Saanich	Colin Plant	Nathalie Chambers
Sooke	Dana Lajeunesse	Jeff Bateman
Southern Gulf Islands	Paul Brent	None
Victoria	Marianne Alto (Chair)	None
View Royal	Gery Lemon	None

Climate Action Inter-Municipal Task Force

Task Force consists of one elected representative of each municipality and the three electoral areas. Term is for four years.

Local Government	Representative	Alternate
Central Saanich	Sarah Riddell	None
Colwood	David Grove	Cynthia Day
Esquimalt	Duncan Cavens	None
Highlands	Ann Baird	None
Langford	Mary Wagner	None
Metchosin	Steve Gray	None
North Saanich	Peter Jones	All Councillors
Oak Bay	Carrie Smart	Lesley Watson
Saanich	Judy Brownoff	None
Sidney	Steve Duck	Sara Duncan
Sooke	Tony St-Pierre	None
Victoria	Marg Gardiner	None
View Royal	Alison MacKenzie	Gery Lemon
Salt Spring Island	Gary Holman	None
Southern Gulf Islands	Paul Brent	None
Juan de Fuca	Al Wickheim	None

Emergency Management Committee

Board appointment of the 3 EA Directors, ELT & Senior Manager, Protective Services. Term is four years.

Electoral Areas	Representative	ELT + Management		
Juan de Fuca	Al Wickheim	Ted Robbins	Larisa Hutcheson	Shawn Carby
Southern Gulf Islands	Paul Brent	Kevin Lorette	Alicia Fraser	
Salt Spring Island	Gary Holman	Nelson Chan	Kristen Morley	

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Juan de Fuca Water Distribution Commission

Members appointed from each of the participants. Term is four years.

Participant	Commissioner	Alternate
Colwood	David Grove	Misty Olsen
Highlands	Gord Baird	Karel Roessingh
Juan de Fuca EA	Al Wickheim	Jeri Grant
Langford	Colby Harder	Keith Yacucha, Mark Morley
Langford	Mary Wagner	Keith Yacucha, Mark Morley
Metchosin	Shelly Donaldson	Steve Gray
Sooke	Kevin Pearson	Dana Lajeunesse
View Royal	John Rogers	Ron Mattson

Peninsula Recreation Commission

Members appointed from each of the participants. Term is four years for Directors, two years for Non-Directors.

Participants	Commissioner	Alternate
Central Saanich	Niall Paltiel	Gord Newton
Central Saanich	Ryan Windsor	Sarah Riddell
North Saanich	Phil DiBattista	Kristine Marshall
North Saanich	Peter Jones	Celia Stock
Sidney	Scott Garnett	Steve Duck
Sidney	Cliff McNeil-Smith	Chad Rintoul

Regional Housing Trust Fund Commission

One Council member is appointed by each participating municipality. The Salt Spring Island and Southern Gulf Islands Electoral Area Directors are also members. Term is two years.

Participant	Commissioner	Alternate
Central Saanich	Bob Thompson	Sarah Riddell
Esquimalt	Ken Armour	None
Highlands	Ann Baird	None
Metchosin	Shelly Donaldson	None
North Saanich	Celia Stock	Irene McConkey
Oak Bay	Lesley Watson	Carrie Smart
Saanich	Zac de Vries	None
Salt Spring Island	Gary Holman	None
Sidney	Richard Novek	Terri O'Keeffe
Sooke	Tony St. Pierre	None
Southern Gulf Islands	Paul Brent	None
Victoria	Krista Loughton	None
View Royal	Sid Tobias	None

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Regional Water Supply Commission

Members appointed from each of the participants. Term is four years.

Participant	Commissioner	Alternate
Central Saanich	Chris Graham	Zeb King
Colwood	Kim Jordison	Misty Olsen
Esquimalt	Tim Morrison	Duncan Cavens
Highlands	Gord Baird	Karel Roessingh
Juan de Fuca EA	Al Wickheim	Jeri Grant
Langford	Kimberly Guiry	Colby Harder, Keith Yacucha
	Mary Wagner	Colby Harder, Keith Yacucha
Metchosin	Steve Gray	Shelly Donaldson
North Saanich	Celia Stock	Irene McConkey
Oak Bay	Cairine Green	Esther Paterson
Saanich	Teale Phelps Bondaroff	None
	Nathalie Chambers*	Colin Plant, Susan Brice, Judy Brownoff
	Zac de Vries*	Judy Brownoff, Colin Plant, Susan Brice
	Karen Harper*	Susan Brice, Judy Brownoff, Colin Plant
	Mena Westhaver*	Susan Brice, Judy Brownoff, Colin Plant
Sidney	Sara Duncan	Steve Duck
Sooke	Dana Lajeunesse	Kevin Pearson
Victoria	Jeremy Caradonna	None
	Chris Coleman	None
	Stephen Hammond	None
	Susan Kim	None
View Royal	John Rogers	Ron Mattson

*Assignment of one additional vote

Saanich Peninsula Wastewater Commission

Members appointed from each of the participants. Term is two years.

Participant	Commissioner	Alternate
Central Saanich	Zeb King	Chris Graham
Central Saanich	Ryan Windsor	Sarah Riddell
North Saanich	Peter Jones	Celia Stock
North Saanich	Sanjiv Shrivastava	Kristine Marshall
Sidney	Cliff McNeil-Smith	Chad Rintoul
Sidney	Sara Duncan	Steve Duck

Saanich Peninsula Water Commission

Members appointed from each of the participants. Term is for one year, except if CRD Directors, then term is four years.

Participant	Commissioner	Alternate
Central Saanich	Zeb King	Chris Graham
Central Saanich	Ryan Windsor	Sarah Riddell
North Saanich	Peter Jones	Celia Stock
North Saanich	Sanjiv Shrivastava	Kristine Marshall
Sidney	Cliff McNeil-Smith	Chad Rintoul
Sidney	Sara Duncan	None

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Traffic Safety Commission

Board appoints one Director as a Representative, and one Director as an Alternate. Term is two years.

Representative	Alternate
Director D. Murdock	Director de Vries

Appointments to External Boards

Alliance to End Homelessness in the Capital Region

(previously Greater Victoria Coalition to End Homelessness)

For the Society Board, 3 Directors from the CRD who are also Mayors representing municipalities in the Core, Peninsula, and Westshore, with one to be nominated as the CRD Co-Chair on the Board. Corporate representation will include up to 4 others including staff. Term is two years.

Appointed Directors:	Corporate Member Representative:
Director McNeil-Smith (Peninsula)	Kevin Lorette, GM, Planning & Protective Services
Director K. Murdoch (Core)	Don Elliott, Senior Manager, Regional Housing
TBC (Westshore)	TBC

CREST (Capital Region Emergency Service Telecommunications)

The CRD Board appoints Electoral Area Directors for shareholder votes for a four-year term. Proxies are appointed annually.

Appointed CRD Shareholder	Proxy
Al Wickheim	Jeri Grant
Gary Holman	John Wakefield
Paul Brent	Rob Releeder

Greater Victoria Harbour Authority Board

CRD Board Chair nominates up to three CRD Board Directors to be nominated as GVHA Director for a four-year term. Board appoints Member representative annually.

Member Representative (One Year Term)	Member Representative Alternate (One Year Term)	Board Nominee (Four Year Term)
Director Goodmanson	Director Plant	Director Brice

Community Liaison Committee - Greater Victoria Harbour Authority

GVHA Member Representative to be appointed.

Member Representative	Member Representative - Alternate
Director Goodmanson	Director Plant

Greater Victoria Labour Relations Association

The CRD Board appoints one Director as its representative, and one Director as alternate. Annual appointment.

Representative & AGM Delegate	Alternate
Director Coleman	Director Goodmanson

ICET – Island Coastal Economic Trust

The Board appoints either the CRD Board Chair or Director as representative. Annual appointment.

Member Representative
Director Brent

2024 Appointments

Board and Committee Membership

Capital Regional District | 2024

Island Corridor Foundation

Board appoints one Director as Local Government Designated Representative annually. Board nominates one Director for election to the Foundation Board (could be the same person as the Member Representative) at its AGM, held in May, for a two-year term.

Member Representative	Nominee
Barb Desjardins	Barb Desjardins

Municipal Finance Authority

CRD Board appoints two Directors as representatives and two Directors as alternates. Annual appointment.

Director	Alternate
Director Brent	None
Director Kobayashi	None

Regional Representative to the Te'mexw Treaty Advisory Committee

Annual appointment.

Representative	Alternate
Director Wickheim	None

Royal and McPherson Theatres Society Board

Appointed by member Councils. Annual appointment.

Participants	Board Member	Alternate
Oak Bay	Hazel Braithwaite	Andrew Appleton
Saanich	Teale Phelps Bondaroff	None
Victoria	Jeremy Caradonna	Krista Loughton

Salt Spring Island Ferry Advisory Committee

Appointed by BC Ferries - Ferry Advisory Committee. Term is two years.

Representative
Director Holman

Sooke and Electoral Area Parks and Recreation Commission

Appointed by member councils. CRD Board Directors terms are four-years. Council appointee term is two years.

Participants	Commissioner	Alternate
Juan de Fuca	Al Wickheim (CRD Board Director)	Jeri Grant
Sooke	Maja Tait (CRD Board Director)	Jeff Bateman
Sooke	Al Beddows (Sooke Council Appointed)	Kevin Pearson

Vancouver Island and Coastal Communities Climate Leadership Plan (VICC-CLP) Steering Committee

Elected Official(s) to be appointed for a four-year term.

Representative	Alternate
Director Thompson	None

2024 Appointments

Board and Committee Membership
Capital Regional District | 2024

Vancouver Island Regional Library Board

CRD Board appoints. Only Juan de Fuca Area participates in this service function. Annual appointment.

Representative	Alternate
Al Wickheim	Jeri Grant



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REPORT TO CAPITAL REGIONAL DISTRICT BOARD MEETING OF WEDNESDAY, FEBRUARY 14, 2024

SUBJECT **AAP Results & Adoption for Bylaw 4552 – Borrowing for Land Assembly, Housing and Land Banking Service**

ISSUE SUMMARY

To report back on the results of the Alternate Approval Process for Bylaw No. 4552 and advance the bylaw for adoption.

BACKGROUND

At its meeting held September 13, 2023, the Capital Regional District (CRD) Board gave third reading to Bylaw No. 4552, “Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023” (Appendix A). The bylaw authorizes the borrowing of eighty-five million dollars (\$85,000,000) for the purposes of the Land Assembly, Housing and Land Banking Service, including to support future housing partnership opportunities and to increase the supply of affordable, inclusive, and adequate housing in the region. The debt servicing cost will be recovered over a period not exceeding 30 years through annual requisition for the service.

On December 13, 2023, the CRD Board established that elector assent be obtained by Alternative Approval Process (AAP) for the electors in the entire service area in accordance with section 345 of the *Local Government Act (LGA)*. The number of registered electors was determined to be 331,905 of which 10% is 33,191 electors [the number needed to voice opposition]. Notice was published on January 3, 2024 in the Times Colonist newspaper publications and under Notices on the CRD website in accordance with section 345(2) of the *LGA* and the CRD’s Public Notice Bylaw.

The CRD communicated beyond the statutory public notice requirements to support public awareness and participation in the process. Staff issued a media bulletin that garnered widespread local media coverage, posted details of the AAP on the CRD website, posted about the process on social media, and responded to public questions about both the land banking service and the AAP process. An opinion editorial was also submitted on behalf of the CRHC Chair and Vice-Chair to further outline the rationale for the proposed bylaw.

The CRD received 1,859 valid response forms indicating opposition to the adoption of the bylaw by the closing date of February 5, 2024. As the response rate was less than 10% of electors, elector approval was received for Bylaw No. 4552. In accordance with section 86(8) of the *LGA*, the Corporate Officer’s certification of results is attached as Appendix B.

ALTERNATIVES

Alternative 1

1. That the attached Certificate of Results of Alternative Approval Process for Bylaw No. 4552 (Appendix B) be received; and
2. That Bylaw No. 4552, “Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023” be adopted.

Alternative 2

That this report be referred back to staff for additional information.

CONCLUSION

On February 5, 2024, elector approval was obtained by an Alternative Approval Process (AAP) for Bylaw No. 4552, “Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023”. The bylaw authorizes the borrowing of eighty-five million dollars (\$85,000,000) for the purposes of the Land Assembly, Housing and Land Banking Service, including to support future housing partnership opportunities and to increase the supply of affordable, inclusive, and adequate housing in the region. The debt servicing cost will be recovered over a period not exceeding 30 years through annual requisition for the service. The Bylaw received approval from the Inspector of Municipalities on September 25, 2023, prior to elector approval by AAP, and is now ready for adoption.

RECOMMENDATION

1. That the attached Certificate of Results of Alternative Approval Process for Bylaw No. 4552 (Appendix B) be received; and
2. That Bylaw No. 4552, “Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023” be adopted.

Submitted by:	Marlene Lagoa, MPA, Manager, Legislative Services & Deputy Corporate Officer
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Bylaw No. 4552

Appendix B: Certificate of Results for Bylaw No. 4552

CAPITAL REGIONAL DISTRICT

BYLAW NO. 4552

**A BYLAW TO AUTHORIZE THE BORROWING OF EIGHTY-FIVE MILLION DOLLARS
(\$85,000,000) FOR FUTURE HOUSING PARTNERSHIPS**

WHEREAS:

- A. By Supplementary Letters Patent, Division XII dated July 25, 1974, as amended by further Supplementary Letters Patent, the Capital Regional District was granted the function of Land Assembly, Housing and Land Banking which included the power to undertake land assembly for the purpose of housing, either public or private and, public housing pursuant to the provisions of the *National Housing Act*, the *Municipal Act*, the *Housing Act*, and other legislation pertaining to land assembly and public housing, as if the regional district were a municipality;
- B. Under Bylaw No. 3712, Land Assembly, Housing and Land Banking Service Establishment Bylaw No. 1, 2010, the Capital Regional District converted this to a service under the *Local Government Act* in all member municipalities and electoral areas (the "Service");
- C. It is deemed desirable to borrow additional funds in the amount of Eighty-Five Million Dollars (\$85,000,000) for the Service, which is the amount of debt intended to be authorized under this Bylaw, for use to support future housing partnership opportunities and advance the CRD Board priority of increasing supply of affordable, inclusive and adequate housing in the region;
- D. It is proposed that the financing is to be undertaken by the Municipal Finance Authority of British Columbia pursuant to proposed agreements between it and the CRD;
- E. Pursuant to section 407 of the *Local Government Act*, participating area approval is required for this borrowing and shall be obtained by alternative approval process for the entire service area under section 345 of the *Local Government Act*; and,
- F. The approval of the Inspector of Municipalities is required under Section 403 of the *Local Government Act*.

NOW THEREFORE the Board of the Capital Regional District in open meeting assembled enacts as follows:

- 1. The Board is hereby empowered and authorized to borrow upon the credit of the Capital Regional District a sum not exceeding Eighty-Five Million Dollars (\$85,000,000) for the purposes of Land Assembly, Housing and Land Banking, including to support future housing partnership opportunities and to increase supply of affordable, inclusive and adequate housing in the region, and do all things necessary in connection therewith and without limiting the generality of the forgoing, to acquire all such real property, easements,

rights-of-way, licenses, rights or authorities as may be requisite or desirable for or in connection with the Land Assembly, Housing and Land Banking Service.

2. The maximum term for which debentures may be issued to secure the debt intended to be created by this bylaw is 30 years.
3. This Bylaw may be cited as the "Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023".

READ A FIRST TIME THIS	10 th	day of	May,	2023
READ A SECOND TIME THIS	10 th	day of	May,	2023
READ A THIRD TIME THIS	13 th	day of	September,	2023
APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS	25 th	day of	September,	2023
APPROVED BY ALTERNATIVE APPROVAL PROCESS PER S. 345 OF THE LOCAL GOVERNMENT ACT	8 th	day of	February,	2024
ADOPTED THIS		day of	,	2024

CHAIR

CORPORATE OFFICER



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CORPORATE OFFICER'S CERTIFICATION

I, the undersigned Corporate Officer, as the person assigned responsibility for corporate administration under section 236 of the *Local Government Act*, certify the results of the alternative approval process that was conducted to obtain the approval of the electors for Capital Regional District **Bylaw No. 4552 "Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023"** as follows:

331,905	Estimated number of eligible electors
33,191	10% of the number of eligible electors
1,876	Number of elector response forms submitted by the deadline
17	Number of elector response forms rejected
1859	Number of elector response forms accepted

and in accordance with section 86 of the *Community Charter*, the approval of the electors was obtained.

Dated this 8th day of February, 2024



Kristen Morley, Corporate Officer



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REPORT TO CAPITAL REGIONAL DISTRICT BOARD MEETING OF WEDNESDAY, FEBRUARY 14, 2024

SUBJECT **The History and Possible Future of the Performing Arts Facilities Select Committee**

ISSUE SUMMARY

To review the work completed by the past Performing Arts Facilities Select Committee (PAFSC) and to examine the possibility of a scope of work for a new version of this committee.

BACKGROUND

On December 13, 2023, the Capital Regional District (CRD) Board approved a motion with notice:

“That staff report back to the Capital Regional District Board on the work completed by past select committees on establishing a regional performing arts facilities service and recommend a scope of work for re-establishing a new Performing Arts Facilities Select Committee.”

The 2019-2022 CRD Corporate Plan included the action to “Facilitate a discussion of the region’s art facility needs and explore partnerships to support 100% participation in the CRD arts function.” This was advanced in 2020 through the formation of the Regional Arts Facilities Select Committee (RAFSC), which hired a consultant to produce the *Stage One* report (Appendix A).

On April 7, 2021, the PAFSC was formed as a continuation of the RAFSC. The PAFSC’s mandate was to act on the recommendations of the *Stage One* report to establish a new full regional performing arts facilities service (Appendix B).

In the end, the PAFSC and RAFSC accomplished two main actions: a study of the region’s performing arts infrastructure, the *Stage One* report and the design of a new full regional service that would support performing arts facilities with regional impact (Appendix C) with estimated costs (Appendix D).

Proposed Full Regional Performing Arts Facilities Service (2021-2022)

In 2021, the proposed full regional Performing Arts Facilities Service responded to the *Stage One* report, recommending a more coordinated approach to supporting performing arts facilities with regional impact with functions to plan, develop and support.

- Plan: A planning grants function to support feasibility studies or other planning activities
- Develop: \$1M/year would be allocated to a reserve fund for major capital projects
- Support: Three existing facilities would be included in the proposed policy for operating and minor capital support (renovation and maintenance) - the Royal Theatre (CRD-supported), the McPherson Playhouse (CRD-supported) and the Charlie White Theatre (supported by inter-municipal agreement between North Saanich and Sidney)

On September 8, 2021, the previous CRD Board considered a four-part motion to establish a new full regional Performing Arts Facilities Service, recommended by staff and the PAFSC. The motions to approve the establishing bylaw carried but the motion to proceed by full regional alternative approval process (AAP) failed, leaving no path forward. The proposal could not proceed by council consent for municipalities and electoral area AAP due in part to letters from Salt Spring Island and Langford, indicating they would oppose the establishment of the new service. The proposal was sent back to PAFSC, and staff were directed to provide a timeline and costs of approval by full regional referendum (see *Legislative Implications* below for more on approval processes).

On February 9, 2022, the proposed full regional Performing Arts Facilities Service was reconsidered by the previous CRD Board with the possibility of proceeding by way of a full regional referendum as an approval process. This motion was not voted on and instead was referred by the previous CRD Board to the strategic planning process of the current CRD Board, where it could be decided whether this initiative would be a board priority for the next corporate plan.

Current CRD Board - Key Actions

The issue of performing arts facilities was not raised as a priority during the strategic planning process of the current CRD Board. Instead, a more flexible approach was included in the CRD Corporate Plan as initiative 10b-2 to “Scale up regional support for performing arts facilities in the region.” (see *Alignment with Board and Corporate Priorities* below)

In 2023, as one way of advancing initiative 10b-2, the Royal and McPherson Theatres Services Advisory Committee (RMTSAC) directed staff to draft amending bylaws, which, if adopted, could provide more support for the Royal Theatre and McPherson Playhouse. This action was in response to a letter sent by the Royal and McPherson Theatres Society in April 2023 requesting these changes.

On July 12, 2023, the CRD Board approved amending bylaws for the Royal Theater Service (No. 4560) and the McPherson Playhouse Service (No. 4561). They have been sent to participating jurisdictions for council consent (see Table 1 for status as of February 9, 2024).

Table 1: Council Consent Status for Amending Bylaws

Amending Bylaw	Saanich	Oak Bay	Victoria
4560 (Royal Theatre)	Approved	Not yet considered	Not yet considered
4561 (McPherson Playhouse)	Not applicable	Not applicable	Not yet considered

If adopted, these amending bylaws would remove the fixed maximum contribution amount for each service. This would enable the CRD to scale up support for these two performing arts facilities through greater budgeting flexibility and allow more accurate cost estimates for jurisdictions that may consider joining these services.

ALTERNATIVES

Alternative 1

That CRD Initiative 10b-2 to “scale up regional support for performing arts facilities within the region” be evaluated in terms of its scope and level of priority along with consideration to establish

a new select committee at the next annual check-in of the 2023-2026 CRD Corporate Plan in late spring 2024.

Alternative 2

That this report be referred back to staff for additional information.

IMPLICATIONS

Alignment with Board and Corporate Priorities

In the current CRD Corporate Plan (2023-2026), initiative 10b-2 states the CRD will “Scale up regional support for performing art facilities within the region.”

The mandate for a PAFSC is less evident in the current plan than in the previous CRD Corporate Plan (2019-2022) when the action was to “Facilitate a discussion of the region’s art facility needs and explore partnerships to support 100% participation in the CRD arts function.”

If the CRD Board wants to change the level of priority for this initiative (10b-2) and consider establishing a new select committee, the annual review of the CRD Corporate Plan would be the ideal time for such a discussion when this possible priority could be considered in relation to other existing Board priorities. A new iteration of the PAFSC would only be warranted if this initiative, or a similar one focused on arts facilities, is designated as a strategic priority of the CRD Board.

Alignment with Existing Plans and Strategies

The relaunch of a PAFSC would not directly advance any of the goals or actions contained in the 2024-2027 CRD Arts and Culture Support Service Strategic Plan. This plan is focused on community outreach, convening activities and grant programs that focus on support for arts programming.

Financial Implications

The RAFSC, which preceded the PAFSC, allocated \$40,000 for a consultant to conduct engagement and produce a report, which resulted in *Stage One*. Also, the previous PAFSC included requisition for a feasibility fund of \$150,000 to support costs associated with research, community engagement and staffing necessary to support the committee and its objectives.

In the feasibility fund, not all funds allocated to support the PAFSC were spent by the committee. The remaining surplus of \$114,832 will be returned by way of a negative requisition in the 2024 Financial Plan.

Legislative Implications

During the deliberations concerning a new full regional Performing Arts Facilities Service, approval processes were a key consideration and major topic of discussion. The establishment of a full regional service must proceed through one of three approval processes. (see Table 2)

Table 2. Overview of Approval Processes for a New Full Regional Service

Approval Method	Cost	Staffing	Threshold to Advance
Council Consent + AAP in Electoral Areas	Low	Medium	Unanimous (and not opposed by AAP)
Full Regional AAP	Medium	High	Fewer than 10% of electors opposed
Full Regional Referendum	Very High	Very High	More than 50% respondents in favour

Each of these approval processes were examined in depth by the previous CRD Board and none of them were found to be feasible at that time.

Service Delivery Implications

If established, a new PAFSC would require significant staff support from legislative services and the Arts and Culture Division. In turn, this could delay the policy development necessary to advance the 2024-27 CRD Arts and Culture Support Service Strategic Plan or the boardroom redesign, which have been designated as priorities of this current Board.

CONCLUSION

The previous PAFSC had two main accomplishments: the production of the *Stage One* report and the design of a proposed full regional performing arts facilities service. The previous CRD Board did not endorse an approval process necessary to advance the proposed service. The current CRD Board continues to examine the issue of performing arts facilities and how best they can be supported in alignment with the current CRD strategic plan.

RECOMMENDATION

That CRD Initiative 10b-2 to “scale up regional support for performing arts facilities within the region” be evaluated in terms of its scope and level of priority along with consideration to establish a new select committee at the next annual check-in of the 2023-2026 CRD Corporate Plan in late spring 2024.

Submitted by:	Chris Gilpin, MPA, Manager, Arts & Culture
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: Stage One Report on Performing Arts Facilities in the CRD (December 2020)
- Appendix B: Terms of Reference for 2021 Performing Arts Facilities Select Committee
- Appendix C: Service Plan for 2021 Full Regional Performing Arts Facilities Service
- Appendix D: Estimated Costs for 2021 Full Regional Performing Arts Facilities Service



Report and Recommendations

December 2020

**STAGE
ONE** A Public
Conversation about
**PERFORMING
ARTS FACILITIES**
in the CRD

We acknowledge the First Nations whose traditional territories span the Capital Region: Pacheedaht First Nation, Scia'new (Beecher Bay) First Nation, T'Sou-ke Nation, Esquimalt Nation, Songhees Nation, WJOLÉŁP (Tsartlip) First Nation, BOKÉĆEN (Pauquachin) First Nation, SXÁUTW (Tsawout) First Nation, WSÍKEM (Tseycum) First Nation, MÁLEXEŁ (Malahat) First Nation, Stz'uminus (Chemainus) First Nation, Quw'utsun (Cowichan) Tribes, Halalt First Nation, Lake Cowichan First Nation, Lyackson First Nation, Penelakut Tribe, Tsawwassen First Nation, SEMYOME (Semiahmoo) First Nation.

The initiative to facilitate a discussion on the Region's Arts Facilities Needs (RFP FT 2020-002) was commissioned by the Regional Arts Facilities Select Committee of the Capital Regional District. The facilitation of this discussion as well as this resulting report and recommendations were provided by:

Strategic Moves
Whitehorse, Yukon
www.strategicmoves.ca
ipetri@strategicmoves.ca

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PART 1: BACKGROUND AND CONTEXT

THE PUBLIC CONSULTATIONS

In the CRD 2019-2022 Corporate Plan the CRD Board adopted Board Initiative 12a-1 which set out to facilitate a discussion on the region's arts facilities' needs, develop an analysis of those needs, and develop recommendations for future work.

The CRD's Regional Arts Facilities Select Committee commissioned Strategic Moves, an independent consultancy in Whitehorse, Yukon, to design and lead a comprehensive public consultation process and research activities.

The scope of the work included:

- Researching and compiling an inventory and information about oversight of performing art facilities, their functions and roles within the current ecosystem
- Gap analysis
- Equity including demographic and geographic equity
- Considerations related to the intersection of local and regional interests
- Funding and sustainability
- Challenges
- Suggested modifications and improvements (short and long term)
- Partnerships
- Other relevant issues as may arise

This work commenced in June 2020 after the Select Committee took the decision to proceed with a digital engagement process due to the COVID-19 pandemic public health restrictions to gatherings. As a result the original time line was extended to December 2020.

To gain strong direction from the public consultation process, a multi-pronged, iterative and open approach using both qualitative and quantitative methods was designed.

Stage One: A Public Conversation about Performing Arts Facilities in the CRD was selected as the title of the project, and a wordmark was developed to ensure cohesive communications.

The CRD Arts & Culture Support Service provided its email lists as well as social media channels to promote the consultations and encourage broad participation.

To encourage further reflection and dialogue on this multi-faceted public conversation among stakeholders all results were posted online at:

www.placespeak.com/StageOneCRD

Methodology

Stage One was designed to offer a variety of ways to encourage broad participation by community members across the entire region. We fostered a highly engaged group of several hundred performing arts workers and those who attend events throughout:

- **Online video conference conversations**

- June 23 to 26: Four pre-consultations sessions were attended by 75 participants representing as many organizations.
- July 21 and 22: Three 90-minute conversations were attended by 67 participants to review and contextualize the facility inventory
- August 24 and 25: Three 90-minute conversations were attended by 25 individuals to review information about local and regional jurisdictional responsibilities as well as forecast population growth by municipality to 2038
- September: 34 participants attended three conversations; one on September 10 focussed on gaps and opportunities for independent artists and small performing arts organizations (13 participants) and two more on September 24 and 25 to share and review online survey results.
- October 16 to 21, Four conversations were attended by 27 individuals for a review of proposed findings and recommendations resulting from this work

In total 197 different individuals registered for this series of online consultations. Published recordings have been watched an additional 280 times.

- **Consultation website: www.placespeak.com/StageOneCRD**

- More than 1,600 views
- 19 individuals participated in the online discussion forum

103 registered connections

- **Online Surveys**

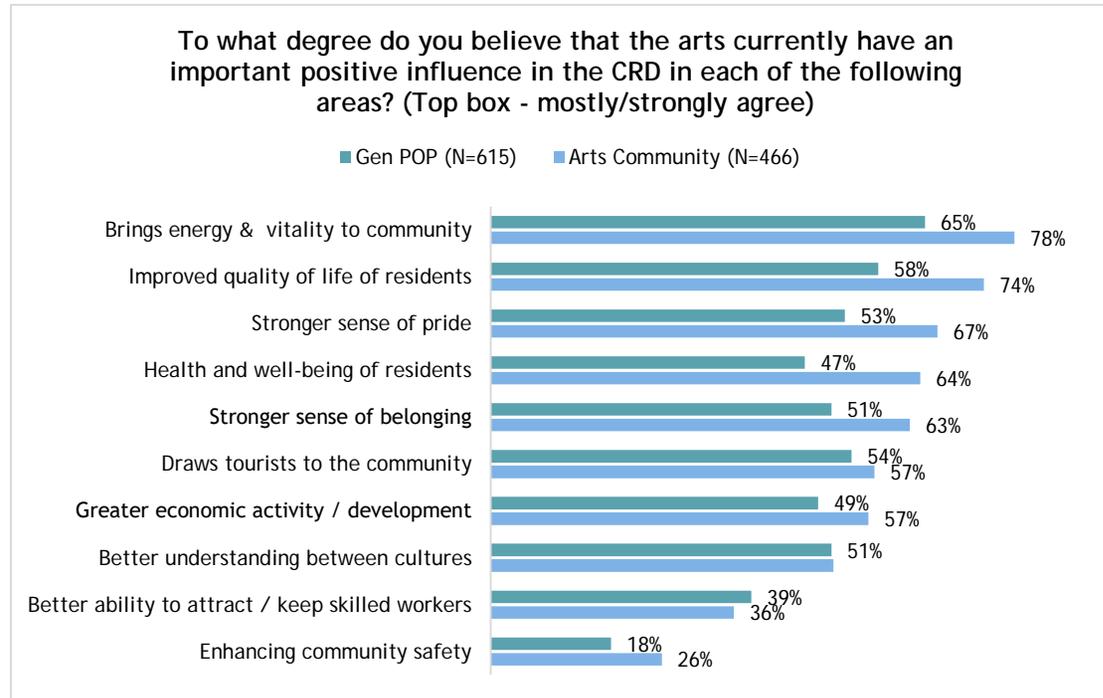
- An online survey open from August 10 to September 10; recruitment via a convenience sample method comprised of email invitations, social media promotion, outreach, and the Placespeak site. Results, posted on Placespeak, should not be extrapolated to the general population but reflect the respondents.

555 full responses were received; plus 80 partials. 57% reported attending but not working or volunteering in the performing arts.

- **Individual interviews**

- 16 interviews with performing arts organizations and artists including First Nations and visible minorities.
- Six interviews with CRD and municipal staff, Select Committee members and Cowichan Valley Regional District Arts & Culture Division regarding jurisdictional relationships and mechanisms to support arts facilities.

VALUE AND BENEFITS OF ARTS



RESULTS FROM SURVEY OF THE ARTS COMMUNITY, SUMMER 2016 AND SURVEY OF THE GENERAL POPULATION OF THE CRD, SEPTEMBER 2016 (UNDERTAKEN AS PART OF "BUILDING OUR #ARTSFUTURE TOGETHER")

CRD residents attribute a wide range of benefits to having the arts in their communities. This finding corroborates national data sets such as *The Value of Presenting: A Study of Performing Arts Presentation in Canada* (©2013, CAPACOA/Strategic Moves).

This data shows that the more engaged residents are in the arts, the more strongly they tend to identify these benefit; in general the order of importance reported is consistent between the arts workers and attendees and the general public.

While social and health benefits for residents and the local community are most strongly associated with the arts about half of the population see the importance of arts to tourism and economic benefits as well.

"Culture creates shared experiences that in turn create healthy and vibrant communities where culture and arts are a driving force of creativity and innovation." – Canadian Heritage

Economic Impact

The economic impact of arts and culture in British Columbia, and the performing arts in particular, has been outpacing growth in Canada overall. According to 2018 data from Statistics Canada ([Table 36-10-0452-01](#) Culture and sport indicators by domain and sub-domain, by province and territory, product perspective):

Culture GDP in British Columbia was \$7.6 billion in 2018, representing 2.7% of the province's total GDP. This figure represents 17% growth since 2012, with the live performance sector having grown by 40% to \$448 million during these seven years. BC growth rate meant the province caught up to Canada in terms of share of GDP: Canada's Culture GDP rose to \$56 billion (12% increase since 2012), also representing 2.7% of total GDP. The performing arts sector grew only by 20% nationally over this period of time. The number of culture jobs in B.C. was 98,050, or 4% of total jobs in province, which leads the country and represents a 21% increase from 2014.

Economic impact in the performing arts is primarily derived from salaries and wages as well as earned revenue. In addition to paid work in the performing arts, much of the community-arts and professional arts sector in the CRD thrives on unpaid work by volunteers to deliver major cultural, social and financial benefits: The CRD Arts Service's 2016 general population survey found that 23% of residents volunteered in the arts during the last two years. This is significantly higher than the Canadian average of about 3% annually.

BC's tourism industry has seen strong growth contributing \$8.3 billion to GDP in 2018. Victoria and Vancouver Island remain excellent cultural tourism destinations attracting millions of visitors annually. The performing arts and festival sectors make a positive contribution to attracting visitors, both domestic and foreign.

“Culture contributes 2.7% of GDP in Canada’s economy. At \$56 billion, the culture industry’s contribution to Canadian GDP is larger than that of utilities, or accommodation and food industries which amounted to about \$43 billion for each. Culture was also far ahead of the agriculture, forestry, fishing and hunting industry, which equaled \$39 billion.”
– Statistics Canada

Previous research reported in the *Greater Victoria Arts and Culture Sector Economic Activity Study (2012)*, “the total economic activity generated by the Greater Victoria arts and culture sector in 2012 was \$177 million in net income (GDP) activity. Given the development of the arts in BC and the CRD, this figure will have risen significantly.

PART 2: FINDINGS

JURISDICTIONAL POWERS AND OBLIGATIONS

The Province of BC is the legal entity that creates municipal and regional government. The Province gives municipalities and regional districts broad authority to provide services that their respective municipal councils or regional district boards consider necessary or desirable. Importantly, member municipalities “lend” authority to the regional government, rather than being “under” its authority.

The basic principle behind the establishment of regional governments is to help achieve regional economies of scale, so that necessary services become more affordable than they would be, if each municipality had to create its own unique service or system. Regional government also provides flexible service arrangements in which residents only pay for the services they receive. However, there are instances where the recipients of a service do not pay for this service, either at all or equitably. This is the case with arts and culture in the capital region.

Arts and Culture has been embraced by the vast majority of local governments across Canada due to the far-reaching social, economic and cultural benefits they engender. However, Arts and Culture is NOT a mandated service by provincial law for regional or municipal governments, leaving it up to each jurisdiction to determine its specific support activities.

Relevant Powers of Regional Government

- It may establish inter-municipal or sub-regional services and funding mechanisms, such as facilities where residents within and outside a municipality benefit from a service.
- A critical element of the local government financial system is regional-joint-and-several-liability, whereby the debenture debt of one municipality or regional service is essentially guaranteed by the entire regional district.
- Regional government also provides mandated region-wide services (e.g. emergency management, solid waste)
- And it provides local government for electoral areas including waterworks and fire protection.

Relevant Powers of Municipalities

- Each municipality delivers services for the benefit of and with tax support from residents.
- Municipalities may, by bylaw adopted by each participating municipality, establish an inter-municipal scheme – i.e. bringing several municipalities together for a specific purpose – for any matters they have authority over.

Regional Arts Funding Framework

The CRD has several sub-regional mechanisms in place under which it provides support for the development of arts and culture sector in the region:

- CRD Bylaw No. 2884 established the CRD Arts & Culture Support Service in 2001. The budget is established through the annual CRD Financial Planning process and is funded by an annual property tax levied within the participating municipalities. Nine of 16 municipalities currently participate: Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Highlands, Metchosin, Sooke and Southern Gulf Islands. North Saanich is not a Service participant but has provided an annual donation since 2013. Their donation in 2020 was \$5,000 but has been as much as \$15,000.
- CRD Bylaws 2587 and 2685 are the service agreements through which funding is provided by the funding participants of the Royal Theatre (Saanich, Victoria, Oak Bay) and the McPherson Playhouse (Victoria) to support the operations and management of the two venues. Bylaw 2587 sets the maximum funding for the Royal Theatre at \$480,000 for capital and \$100,000 for operating. Bylaw 2685 sets the maximum funding for the McPherson at \$400,000 for capital and \$350,000 for operating. No adjustments to the maximum amounts have been made since these bylaws were established in 1998 and 1999 respectively. The Royal Theatre is owned by the CRD. Its management is contracted to the Royal & McPherson Theatres Society (RMTS) through authorization enabled by Bylaw 2647. The McPherson



ROYAL THEATRE, 1,400 SEATS



MCPHERSON PLAYHOUSE, 772 SEATS

Playhouse is also managed by the RMTS but owned by the City of Victoria that maintains a separate management contract outside of the CRD.

- CRD Bylaw No. 3116 "Salt Spring Island Arts Contribution Services Establishment Bylaw No 1, 2003" was passed by referendum in 2004. This service provides annual funding to the Island Arts Centre Society, the owner of ArtSpring Theatre, and the Salt Spring Island Arts Council through a property tax levy on Salt Spring Island. Furthermore, the land on which ArtSpring is built is owned by the CRD and leased at no cost to the organization.

Without CRD involvement, the Mary Winspear Centre and its 310 seat theatre opened in 2001. It currently receives about \$500,000 from the **Town of Sidney** where it is located and **North Saanich**. **Central Saanich** discontinued its annual grant – worth about \$5,000 – in 2017.

This table shows the actual contributions, totalling more than \$4.6 million, to the performing arts through these CRD Bylaw provisions for 2020 and, in the case, of the Mary Winspear Centre, through an inter-municipal arrangement. These contributions to the Arts & Culture Support Service and five arts facilities that have a regional aspect are calculated based on property value tax levies. To aid understanding the scale of contribution by each municipality, they were converted to investment *per capita*.

Of note: municipalities can and do fund additional local arts and cultural programming separate from these CRD or inter-municipal mechanisms.

Municipality or Electoral Area	Population 2019	Property tax levy for Arts Service *	Arts Service	Royal Theatre	McPherson Playhouse	Salt Spring (ArtSpring & Arts Council)	Mary Winspear (Not via CRD Bylaw)	per capita
South Gulf Islands	4,800	\$22,000	Group 2 (30%)					\$ 4.58
Salt Spring Island	11,100					\$118,000		\$ 10.63
North Saanich	12,300	\$5,000	Grant to CRD				\$185,000	\$ 15.45
Sidney	12,700		left in 2017				\$325,000	\$ 25.59
Central Saanich	18,400						Nil since 2017	
Highlands	2,500	\$7,000	Group 2 (30%)					\$ 2.80
Saanich	124,400	\$1,126,000	Group 1 (100%)	\$276,000				\$ 11.27
Victoria	93,600	\$1,000,000	Group 1 (100%)	\$249,000	\$ 750,000			\$ 21.36
Oak Bay	19,600	\$216,000	Group 1 (100%)	\$55,000				\$ 13.83
Esquimalt	19,200	\$153,000	Group 1 (100%)					\$ 7.97
View Royal	11,500	\$106,000	Group 1 (100%)					\$ 9.22
Colwood	18,500							
Langford	39,400							
Metchosin	5,100	\$13,000	Group 2 (30%)					\$ 2.55
Sooke	14,400	\$36,000	Group 2 (30%)					\$ 2.50
Juan de Fuca EA	5,000							
Total	412,500	\$2,684,000		\$580,000	\$750,000	\$118,000	\$510,000	\$ 11.25

* <https://www.crd.bc.ca/docs/default-source/finance-pdf/budget-2021>

POPULATION PROJECTION

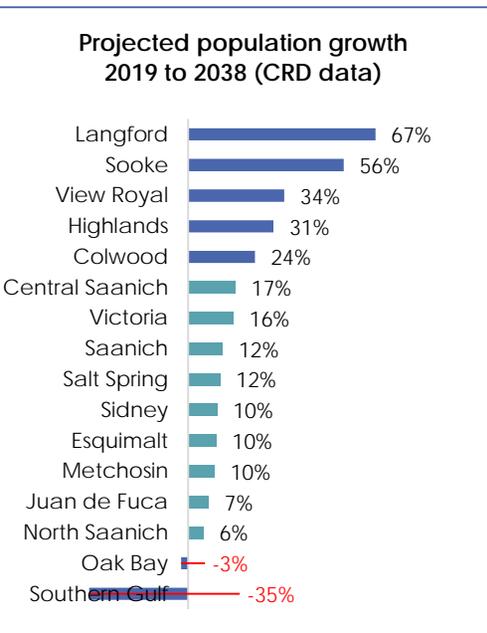
Several population trends have been forecast for the CRD for the next 2 decades that have to be considered in the context of infrastructure investments and evolving needs:

- Overall population growth of about 20%
- The fastest growing age group will be 65 and over, increasing from 22.3% to 28.5% of the total population by 2038.

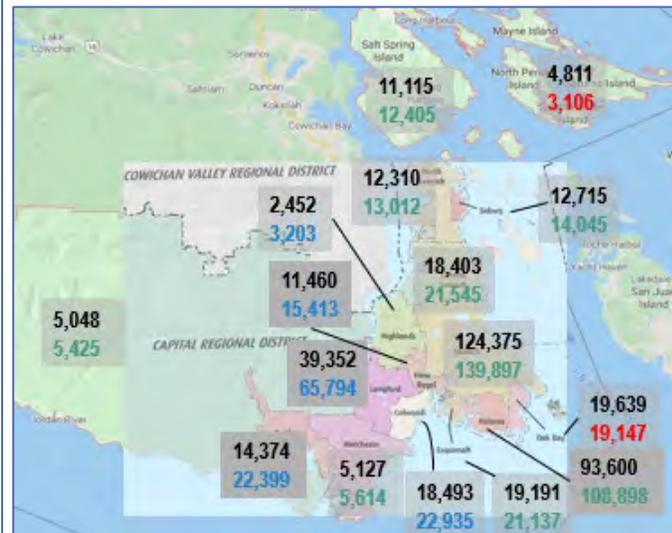
Census data reveals another fast growing segment of the population: visible minorities. From Census 2001 to 2016 visible minorities grew by 85%; as a share of total population these groups comprised 8.7% (27,000) in 2001 and 13.7% (50,000) in 2016.

TABLE 9: CRD POPULATION AGE DISTRIBUTION 2019-2038

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



Population growth is projected to be most significant in Westshore communities led by



Langford and Sooke. However, despite this high percentage growth forecast, the dominance of Saanich and Victoria will persist into the foreseeable future: Those two municipalities' population is expected to make up about 50% by 2038, a reduction of only 3 points compared to 2019.

In general, a growing population will put pressure on existing infrastructures and amenities including venues for the performing arts. The type of venues and their physical requirements needed change with the age composition and more diverse cultural backgrounds of the population.

TRAVEL TIME TO PREFERRED VENUE

The 2020 Online Survey (full results posted at www.placespeak.com/StageOneCRD) revealed the length of time survey respondents reported it takes them to get to their preferred performing arts venue by whatever mode of transport they preferred.

By cross-tabulating the result with their municipal residence, we see that the great majority of respondents from Victoria, Oak Bay and Esquimalt report taking less than 20 minutes. While respondents of Salt Spring and Southern Gulf Islands benefit from on-island facilities, residents of Juan de Fuca, Sooke, and North Saanich report the longest travel time to their preferred venue.

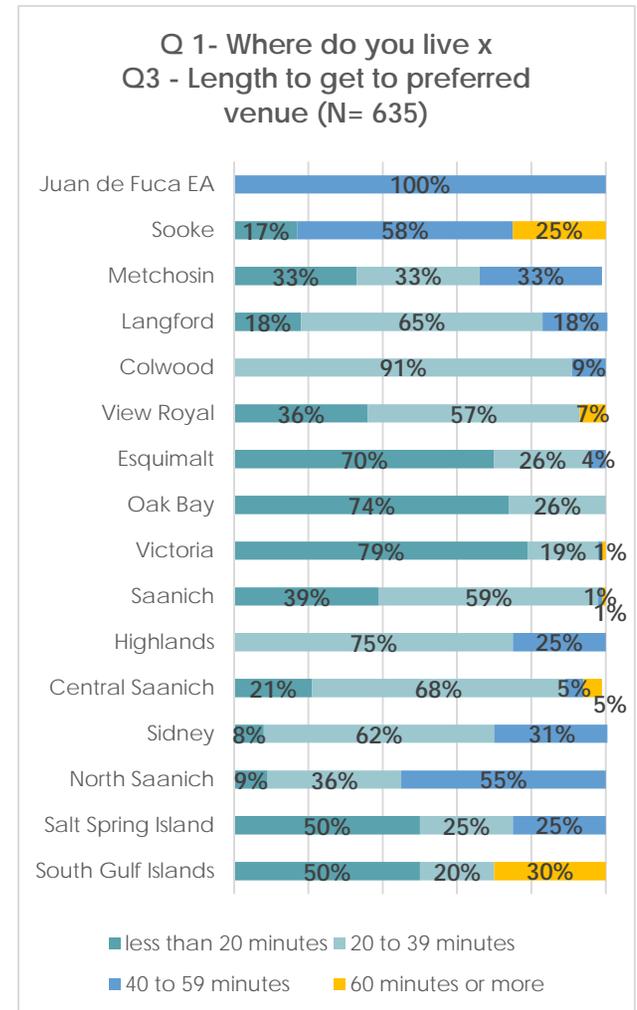
Importantly, this question did not simply ask about the closest arts facility to their residence, but their preferred one. Preference can be driven by several factors, including proximity to ones residence or work, and the types of programming respondents prefer. For instance, only one (perhaps two) venues can host large shows such as opera, symphony orchestra or Broadway. As such we can infer that longer travel times from the Peninsula are driven by programming at major theatres in Victoria, that is not available at the Mary Winspear Centre’s 310 seat theatre.

A summary by the three major regions shows that Westshore and Peninsula residents report considerably longer travel times than those residing in the Centre of the region.

Summary by regions	Westshore (N=59)	Peninsula (N=41)	Centre (N=504)
less than 20 minutes	19%	15%	67%
20 to 39 minutes	49%	61%	32%
40 to 59 minutes	25%	22%	1%
60 minutes or more	7%	2%	0%

The time it takes to get to a venue has a major impact on whether someone attends and at what frequency.

In short, location matters.



FACILITY INVENTORY

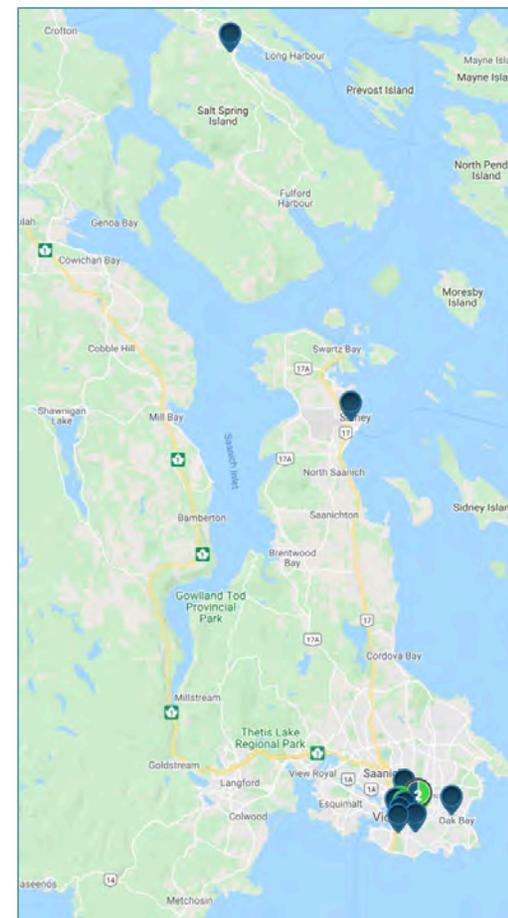
As part of this initiative, we researched and analyzed all the facilities in the CRD that can be considered part of the performing arts eco-system. The arts community asked that we not limit the inventory to *theatres*, but review a broader array of criteria. As a result we identified a long list of 180 performing arts-related facilities, which were narrowed to 85 facilities most relevant to this initiative:

14 Theatre spaces	Location	Seating
Canadian College of Performing Arts /Hall	Oak Bay	51 - 150
ArtSpring Theatre	Salt Spring	151 - 300
Mary Winspear Centre/ Charlie White Theatre	Sidney	301 - 500
Belfry / BMO Financial Group/Studio Theatre	Victoria	51 - 150
Belfry / Patrick Stewart Theatre	Victoria	151 - 300
Intrepid Theatre Club	Victoria	1 - 50
Intrepid Theatre Metro Studio	Victoria	151 - 300
Langham Court Theatre	Victoria	151 - 300
McPherson Playhouse (RMTS)	Victoria	501 - 1,000
Paul Phillips Hall / Fernwood (Theatre Inconnu)	Victoria	n/a
Roxy Theatre (Blue Bridge Repertory Theatre)	Victoria	151 - 300
Royal Theatre (RMTS)	Victoria	1,001 - 2,000
St. Ann's Academy National Historic Site Auditorium	Victoria	151 - 300
Victoria Conservatory of Music: Alix Goolden Perf Hall	Victoria	501 - 1000

Seating capacity ranges widely, with six theatres seating 151-300, four theatres with capacity above 301 and the remaining four are smaller venues.

Additionally, the Victoria Conservatory has two recital halls with seating below 150.

11 (79%) of these theatres are located in Victoria.



We identified a range of dance, music and theatre studio spaces suited for some rehearsals and performances.

23 Studio Spaces	Location	Seating
Canadian College of Performing Arts / Studios (B,C,D,E,F)	Oak Bay	n/a
Cedar Hill Recreation Centre / Dance studio	Saanich	51 - 150
Dance Unlimited studio	Saanich	n/a
Gordon Head Recreation Facility / Dance Studio	Saanich	1 - 50
Kaleidoscope Theatre for Young People	Saanich	51 - 150
Passion and Performance Studio	Saanich	n/a
Hilltop House Concerts	Sooke	1-50
Ballet Victoria studio	Victoria	n/a
Bashirah Middle Eastern Dance Studio	Victoria	n/a
Baumann Centre / Wingate Studio / Pacific Opera	Victoria	1 - 50
Centennial United Church / Dance studio	Victoria	n/a
Dance Victoria Studios	Victoria	1 - 50
Draw Heart Studio	Victoria	n/a
Fisgard St. Forum Studio	Victoria	n/a
Hidden Gem Studios	Victoria	n/a
Maple Leaf School of Russian Ballet	Victoria	n/a
Pro Jam Space: Alpha Studio	Victoria	n/a
Pro Jam Space: Li'l Beta Studio	Victoria	n/a
Pro Jam Space: Pembroke Studio	Victoria	n/a
Pro Jam Space: Quadra Studio	Victoria	n/a
Subculture Club	Victoria	1 - 50
Theatre SKAM / Meeting Room/Secondary Studio	Victoria	n/a
Theatre SKAM / Primary Studio	Victoria	1-50
Theatre SKAM / Satellite Studio	Victoria	n/a

Finally, there are a number of outdoor spaces that are used for performances and festivals. Of these 13 spaces, two are in Sidney, and one each in Highlands and Colwood, the remaining nine are in Victoria.

13 Outdoor Spaces
Fort Rodd Hill and Fisgard Lighthouse National Historic Sites - Colwood
Caleb Pike Heritage Park - Highlands
Mary Winspear Centre / Blue Heron Park - Sidney
Sidney Pier Bandshell
Victoria / St. Ann's Academy National Historic Site / Academy Green
Victoria / Bastion Square
Victoria / Cameron Bandshell / The Stage in the Park
Victoria / Inner Harbour (Lower Causeway, Ship Point, Belleville Street Forecourt & Upper Plaza)
Victoria / Parliament Buildings
Victoria / Royal Athletic Park
St. Ann's Academy National Historic Site / Novitiate Garden
Victoria Public Market at the Hudson
Victoria's Spirit Square at Centennial Square

Within educational institutions from secondary schools to universities, there are over 30 performing arts spaces. 19 of them are theatre spaces that can be rented by arts groups outside the educational system, even though access tends to be limited. Some of these facilities accommodate regular performances such as those by the Sooke Community Theatre and Four Seasons Musical Theatre. The Victoria Symphony has begun using Farquhar Auditorium at University of Victoria for some regular season concerts.

19 Theatres in Educational Institutions <i>*GVSD = Greater Victoria School District</i>	Location	Seating
Camosun / Gibson Auditorium	Oak Bay	151 - 300
Camosun / Na'tsa'maht - The Gathering Place	Oak Bay	51 - 150
UVIC / Farquhar Auditorium	Saanich	1001 - 2000
UVIC / Philip T. Young Hall	Oak Bay	151 - 300
UVIC / (Phoenix Theatre) Roger Bishop Theatre	Oak Bay	151 - 300
UVIC / (Phoenix Theatre) Chief Dan George Theatre	Oak Bay	151 - 300
UVIC / (Phoenix Theatre) Barbara McIntyre Studio	Oak Bay	51 - 150
Pearson College / McConnell Theatre in the Max Bell Hall	Metchosin	151 - 300
Teechamitsa Theatre @ Royal Bay Secondary	Colwood	301 - 500
GVSD* / Esquimalt High School Theatre	Esquimalt	151 - 300
Isabelle Reader Theatre @ Spencer Middle School	Langford	n/a
Glenlyon Norfolk School Theatre	Oak Bay	n/a
GVSD / Dave Dunnet Community Theatre	Oak Bay	301 - 500
GVSD / Dave Dunnet Drama Black Box Teaching Space	Oak Bay	n/a
GVSD / Reynolds High School Theatre	Saanich	151 - 300
GVSD / Spectrum Community School Theatre	Saanich	151 - 300
Ridge Playhouse Theatre @Claremont Secondary / Four Seasons Musical Theatre	Saanich	151 - 300
Edward Milne Community School / Sooke Community Theatre	Sooke	301 - 500
GVSD / Vic High Theatre	Victoria	151 - 300

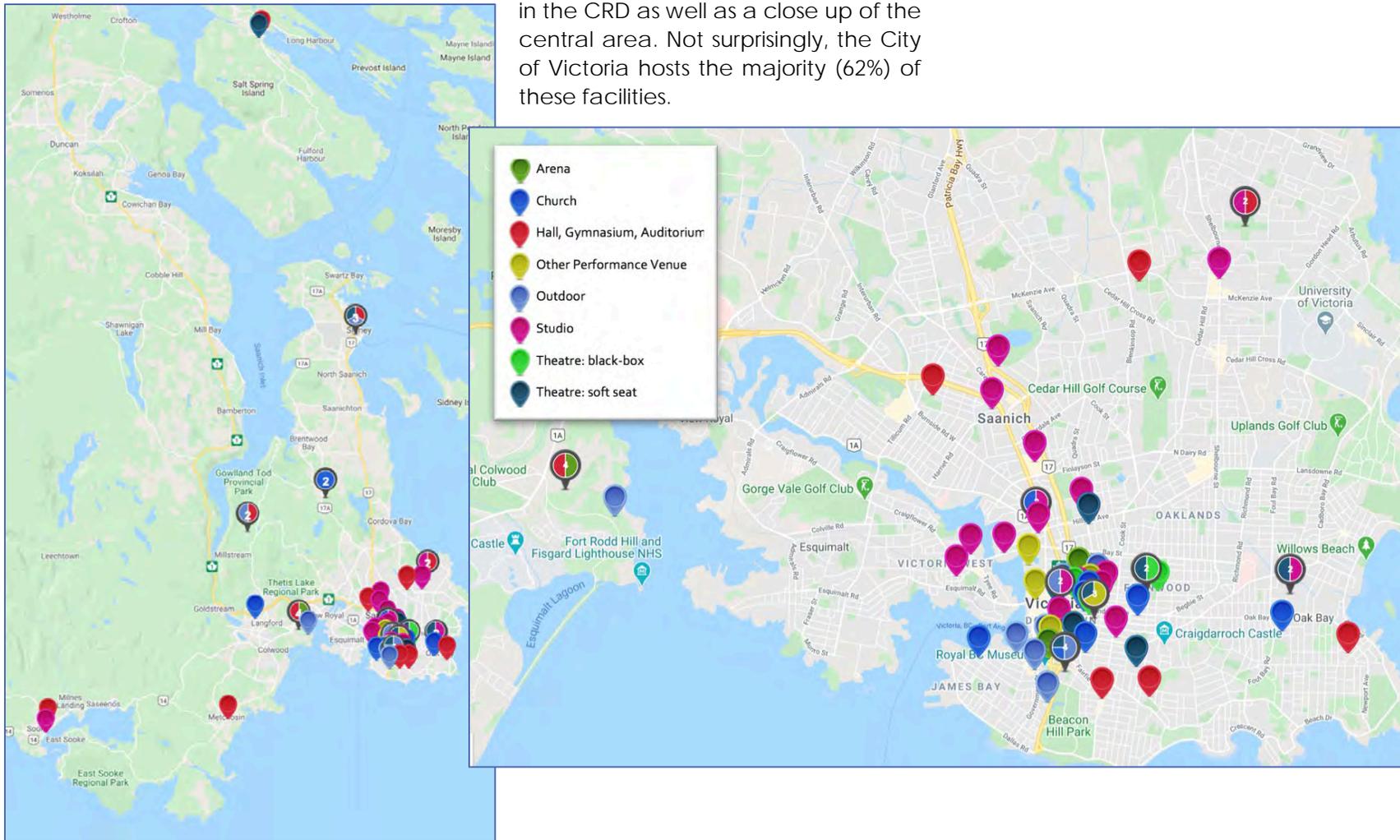
Most of these spaces in educational settings have a greatly limited ability to handle longer rehearsal periods needed for much of the performing arts.

While Oak Bay and Saanich dominate this listing, four of the schools are located in four different Westshore communities.

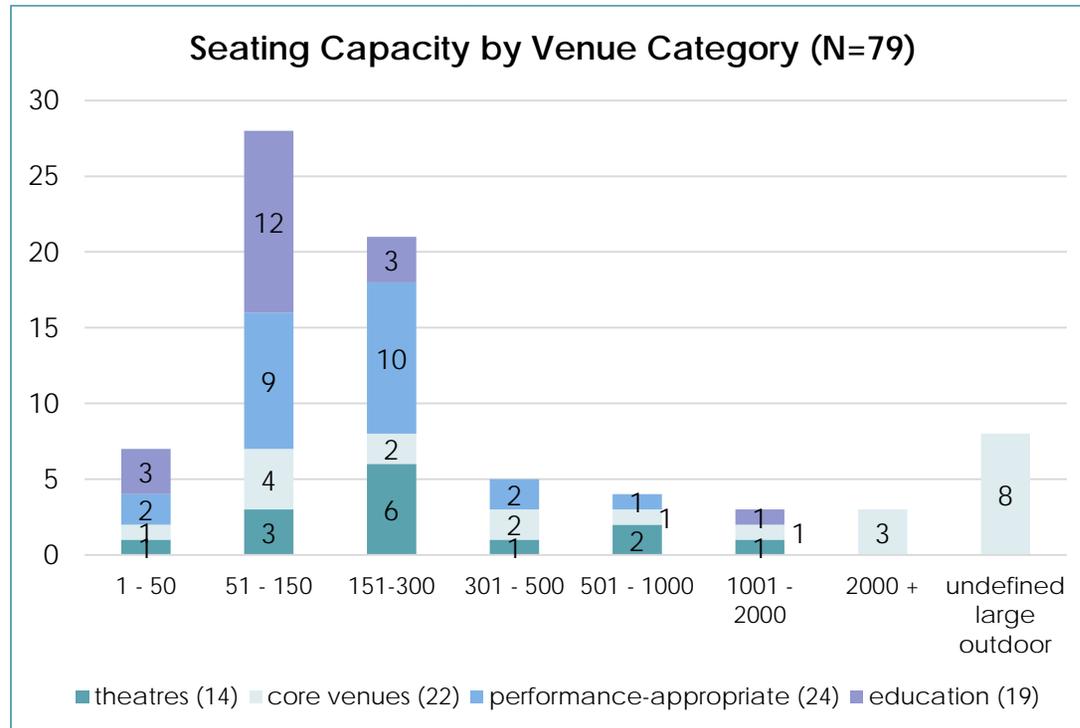
Additionally, there are three **arenas**: Juan de Fuca Arena (501 - 1,000), Juan de Fuca Lower Park, Save-On Foods Memorial Centre both with capacity of more than 2,000. Three privately run outfits in Victoria provide flexible **event spaces**: Sunset Labs, Vinyl Envy (each 51 to 150) and The Rubber Boot Club (151-300).

Other spaces that can be used for performances, but have other primary functions include churches, auditoriums, banquet halls, legion halls, lecture halls, bars and restaurants.

These two maps show 79 performing arts-related venues except educational institutions in the CRD as well as a close up of the central area. Not surprisingly, the City of Victoria hosts the majority (62%) of these facilities.



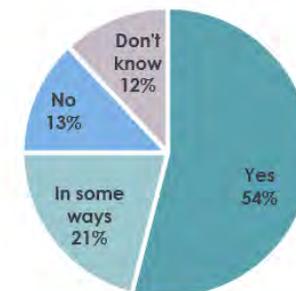
This chart summarizes the capacity of various venues. There is a range of facilities with various capacities in the CRD, with the vast majority in Victoria and the central core municipalities (Saanich and Oak Bay).



producer and performing arts companies being able to access the right space for the work they need to do.

When asked in the Online Survey, whether there are needs that are NOT MET by existing performing arts facilities within the capital region, whether for professional productions or community based performances, more than half of the respondents said yes and another 1 in 5 said *in some ways*.

Whether there are unmet Needs (N= 624)



This view was somewhat stronger among artists and producers (N=197): 68% said yes, there are unmet needs, and another 18% said *in some ways*.

Gap Analysis

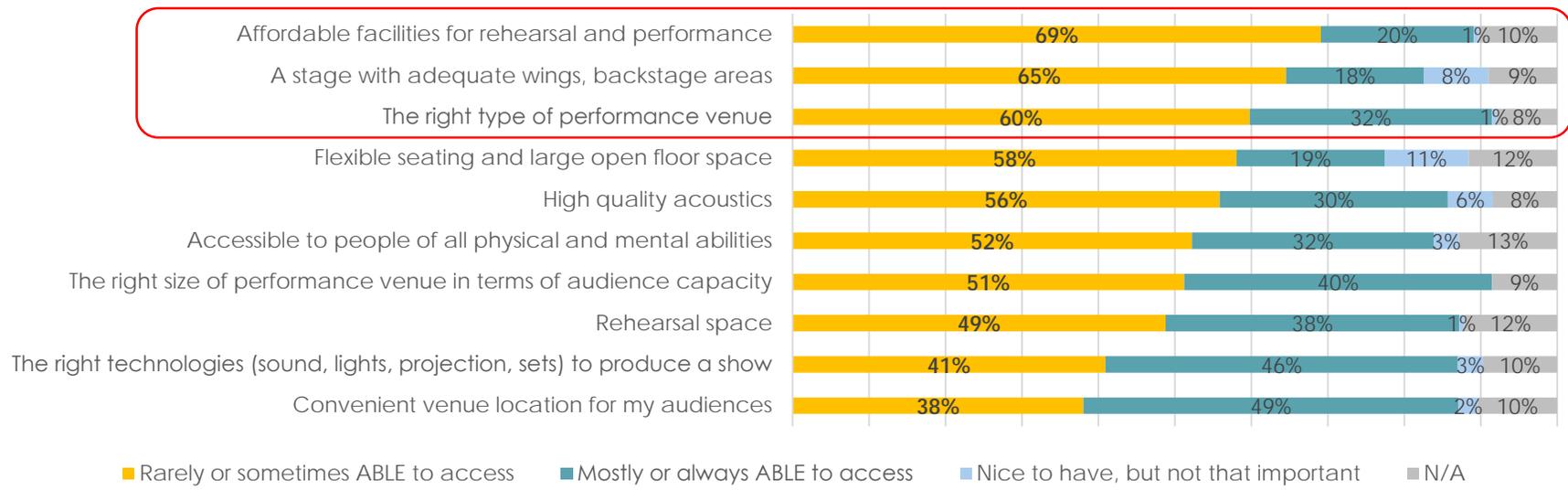
As indicated earlier, availability of many facilities is a major concern, and not only as it relates to the educational facilities. There are major concerns among independent artists,

When analyzing the survey responses by region, the results are very similar in terms of unmet needs for respondents both from the Westshore and Centre. Respondents from the Peninsula reported the highest *No* and *Don't know* with almost half.

We followed by asking artists and producers about their experience with access to performing arts facilities. This subgroup of 166 survey respondents identified that they rarely or never were able to access affordable facilities, adequate facilities, and the right type of venue followed by several other access issues.

By region	Westshore (N=59)	Peninsula (N=41)	Centre (N=506)
Yes	59%	29%	56%
In some ways	22%	24%	21%
No	14%	20%	12%
Don't know	5%	27%	11%

Please indicate whether you are able to access various types of performing arts facilities that you need. (N=166 Artists/art orgs)

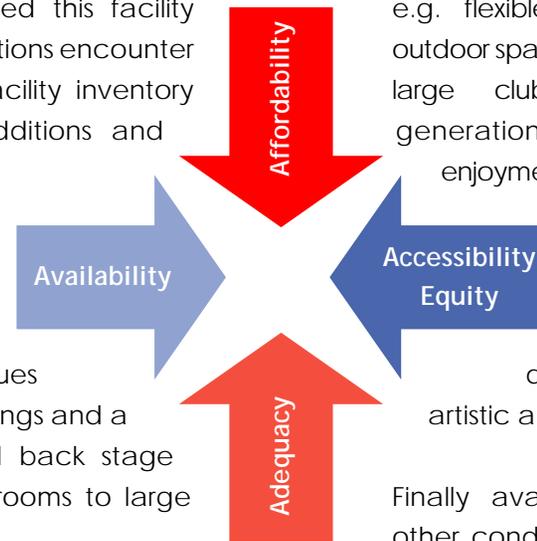


During online consultations with the arts sector, we reviewed this facility inventory and identified gaps different people and arts organizations encounter with the current array of facilities. Indeed we shared the facility inventory spreadsheet online and invited participants to provide additions and corrections.

We learned that there are four main pressures in terms of current facilities. There are serious concerns about both the affordability and adequacy of existing facilities for the specific works artists and producing companies wish to produce. The issues about adequacy range from the stage itself, such the lack of wings and a large enough orchestra pit at the Royal Theatre, or limited back stage amenities, to the amenities from adequate number of washrooms to large enough lobby spaces and bar service.

There was extensive feedback about the lack of physical accessibility both front-of-house and especially back-of-house in all venues. It was felt that the oldest venues have the greatest challenges to modify for greater accessibility; those with awareness of the aging population in the region felt that this will become an ever more important challenge to resolve. Further, participants reported that few efforts were made to retrofit buildings to become fully and adequately accessible.

There were also many comments about access by equity-seeking groups being a major challenge. This, at least in part, results from the focus on European performing arts and performance methodologies which are not, in fact, universally shared. Performing arts spaces that easily and flexibly adapt to different cultural performance modes, or where several generations can enjoy performances have not been a requirement in the past:



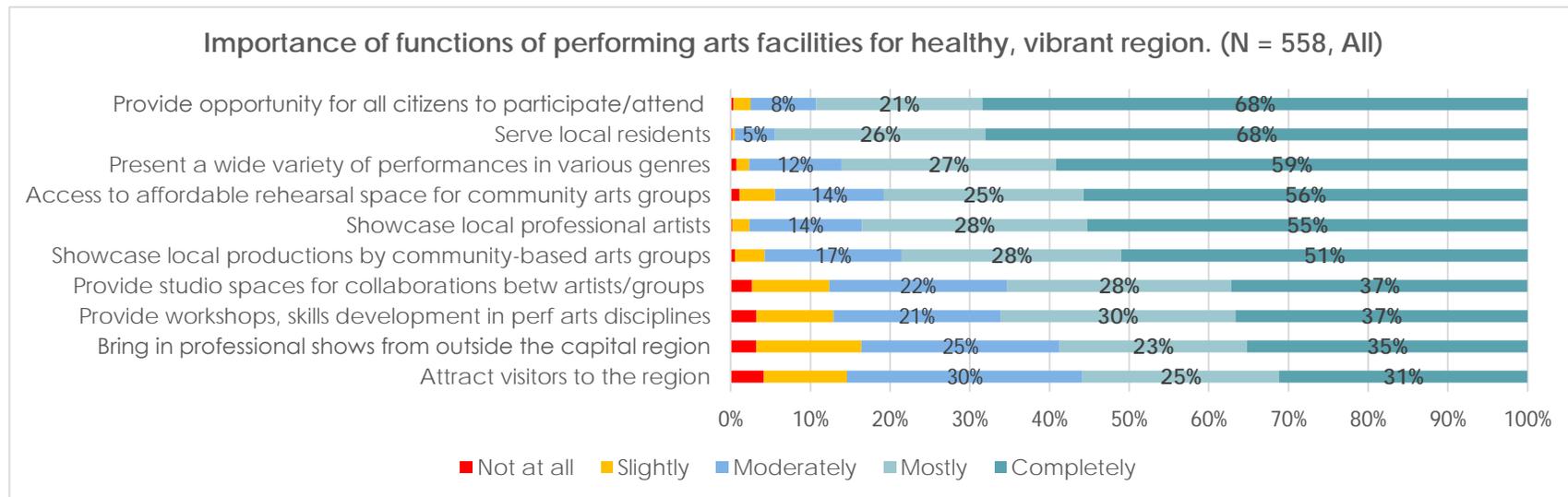
e.g. flexible seating, flexible indoor / outdoor spaces with a club atmosphere, a large club designed with multi-generational patron comfort and enjoyment in mind. As Canada and the CRD becomes more diverse, it is important to consider how to embrace the work of people from different backgrounds and artistic and cultural practices.

Finally availability matters once the other conditions for use are met. Here the sheer size of the local arts community results in very high demand for facilities of many different sizes and for different purposes. For those without a dedicated facility relationship, i.e. the majority of artists, these four factors together present a serious restriction to their ability to develop work, to build their careers, and to grow viable revenue streams both through public funding and earned revenue.

The needs are quite different for different arts organizations. Smaller companies and productions require spaces at the right size, time and space for rehearsal and to build shows, and have the time to develop their work; while the major institutions have highly specialized needs for Symphony and Opera, in particular, that are not fully met at the Royal Theatre, where rental rates and availability of coveted weekend dates had become a flash point.

mean they aren't important in the overall mix; patrons do seek a great deal of variety and professional quality as is evidence in actual ticket buying behaviours.

In the Online Survey we asked how important are each of the following functions of performing arts facilities to a healthy, vibrant region. Respondents strongly favoured providing opportunities for all citizens to participate in or attend performing arts events and serving local residents. Access to a variety of genres, as well as affordability for community arts and showcasing local artists and productions followed quite closely. While local residents didn't consider tourism or touring shows as highly, this does not



FINANCIAL MANAGEMENT FOR ARTS FACILITIES

These 15 not-for-profit performing arts organizations are running facilities within the CRD:

1. Island Arts Society (soft-seat ArtSpring Theatre on Salt Spring Island)
2. Salt Spring Arts Council (Mahon Memorial Hall, auditorium, in Salt Spring Islands)
3. Mary Winspear Centre Foundation; Saanich Peninsula Memorial Park Society (Charlie White Theatre, soft-seat; Bodine Family Hall, auditorium; Blue Heron Park, outdoor; all in Sidney)
4. Canadian Heritage Arts Society (soft-seat Canadian College of Performing Arts' Performance Hall in Oak Bay)
5. Victoria Conservatory of Music (soft-seat Alix Goolden Performance Hall; Winifred Wood Recital Hall; Westhills Recital Room)
6. Ballet Victoria
7. Belfry Theatre Society (soft-seat Patrick Stewart Theatre; black-box Studio Theatre)
8. Blue Bridge Theatre Society (soft-seat Roxy Theatre)
9. Dance Victoria Society
10. Intrepid Theatre Company Society (2 black-box theatres: Intrepid Theatre Club and Metro Studio)
11. Kaleidoscope Theatre for Young People
12. Langham Court Theatre Society (soft-seat theatre)
13. Pacific Opera Association (Baumann Centre, studio space)
14. Royal and McPherson Theatre Society (Royal Theatre and McPherson Playhouse)
15. Theatre SKAM Society

Eight of these organizations receive a CRD Arts & Culture Support Service operating grant. Their total annual budgets range widely from \$500,000 to \$5,000,000.

Level of Public Funding

- For nine of the 15 organizations, government funding constitutes less than 25% of their annual budgets.
- For four organizations it makes up 25% - 50%
- Two organizations receive more than 50% from government sources.

To be eligible for federal operational funding through the Canadian Arts Presentation Fund requires that the venue has a curatorial presentation program. The Royal and McPherson Theatre Society (RMTS) is a rental facility and therefore cannot access this fund. This significantly reduces its grants from government which is limited to the regional level.

Federal Cultural Spaces infrastructure funding is available to all of these organizations. However, it appears as though major capital investment will require a concerted and cohesive regional approach to succeed, rather than individual asks from several different organizations.

This chart shows revenue sorted by earned review from highest to lowest percentage.

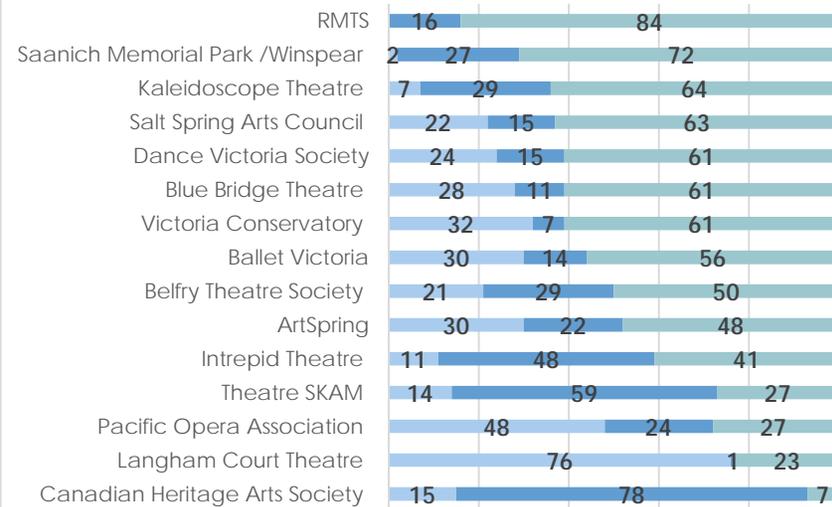
The Royal and McPherson Theatre Society had 84% earned revenue and a quite low 16% in municipal/regional support. In its latest financials public support dropped to 11% as earned rental revenues increased. The only other facility that has a similar financial model is the Mary Winspear Centre in Sidney. These facilities have the highest level of earned revenue of all examined.

All other arts organizations that manage facilities have a considerable percentage in donations and gifts and, in most cases, a higher percentage of government support. Some of those organizations receive support from federal, provincial as well as municipal/regional funding, due to their curatorial presenting programs and other programs taking place at their facilities.

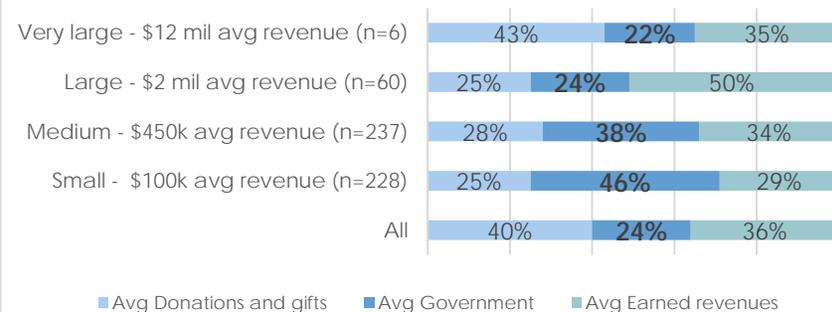
As a point of comparison, we reference the only source of publicly available data: the federal Canada Arts Presentation Fund analyzed by CAPACOA in 2014. The results show that on average 24% of revenue comes from government sources; the smaller the organization, the higher the public contribution. Arts organizations in the CRD tend to receive lower levels of support from public sources.

The only two arts organizations showing a significantly higher public contribution are those with extensive educational programming, Theatre SKAM and Canadian Heritage Arts Society (College of the Performing Arts).

**Revenue Streams of Arts Organizations with Facilities
(in % of their annual budget - for 2018 - from CRA)**



Canada Arts Presentation Fund recipients (10 year data 2003 to 2013; CAPACOA/Canadian Heritage)



GOVERNANCE OF ARTS FACILITIES

The majority of these theatre facilities are owned and operated by not-for-profit arts organizations, and managed by internal staff reporting to a board of directors. Some of these venues both rent their facilities and present their own work or curate presentations. Some work in ongoing partnerships whereby rental clients are treated as partners with a high degree of services.

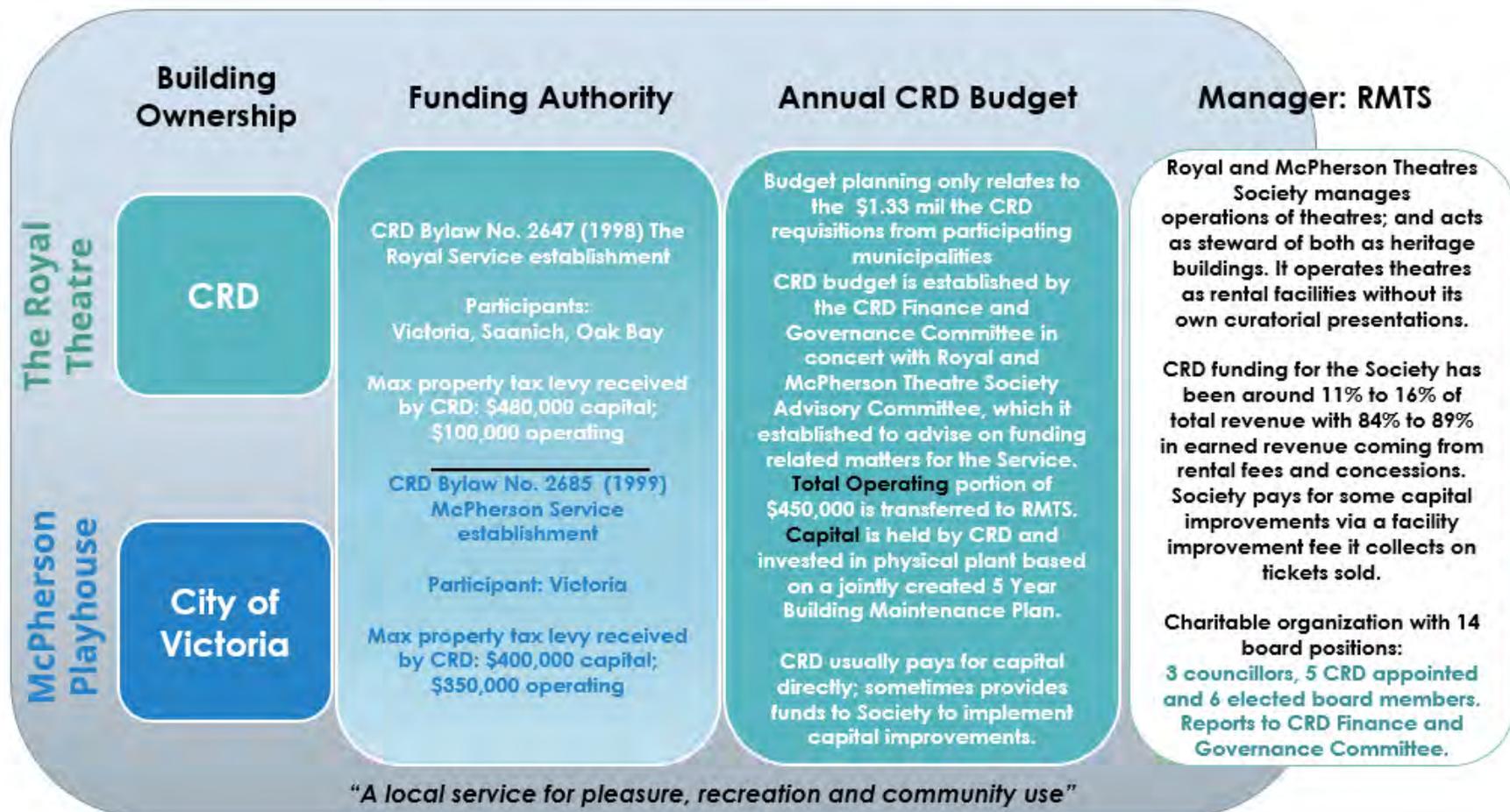
There are also a variety of other ownership models within the capital region, ranging from municipal ownership for a range of outdoor spaces, the McPherson Playhouse (City of Victoria), CRD ownership of the Royal Theatre on behalf of three municipalities (City of Victoria, Saanich and Oak Bay), to private ownership of studio spaces, churches and non-arts not-for-profit organizations.

Each model can be successful. Key appears to be a clear mandate and vision, and to nurture good relationships and effective, clear communications between venue owner, management, producers, user groups / rental clients so that expectations are known.

In consultations with independent artists and smaller arts organizations, we heard that their main issue was that facility planning horizons were often difficult to work with, as their funding often wasn't in place early enough to get their preferred show dates. This is a systemic issue everyone deals with. In general, there was a great deal of collegiality within that part of the arts eco-system and a sense of a common understanding of the challenges each part has to deal with. These artists also required far more access to adequate rehearsal spaces than is available. Many felt this was more difficult to find than performance spaces, as rehearsal periods tended to extend over several weeks.

We also heard a great deal of feedback about the way the Royal Theatre and McPherson Playhouse had been operated. There were signs of a fractured relationship between the RMTS as operating society, and major arts organizations that rely on these theatres to present their works. It appears as though the new leadership at the RMTS has made progress on shifting toward more productive relationships. Nonetheless, there is a persistent lack of understanding how the Royal and McPherson ownership and management is structured. An area of concern relates to the sense that no-one was accountable to the user groups or arts community at large for the way these two major theatres are used. And there are sets of assumptions and expectations that appear to have been hardened by years of difficult community relations. As such, we have worked to better understand the governance model for these two theatre and how the public funding flows.

Governing the Royal Theatre and McPherson Playhouse



We offer the following observations about the financial relationship between the CRD, the two theatres and the Society that manages them:

- The CRD collects \$1,330,000 each year from the three participating municipalities through the two service agreements.
- Operating funding of \$450,000 that the Society receives pays for direct expenses to turn lights on in the two theatres; it does not pay for its administrative or technical staff – and, as mentioned, the Society does not have a curatorial performing arts program of its own. This is in contrast to operating funding that arts organizations receive which they can use for a wide variety of operating and programming expenses.
- The CRD Finance and Governance Committee holds the capital portion of \$880,000 and handles the financing related to capital improvements directly; there is a mutually agreed on 5-year building maintenance and upkeep plan. Sometimes, the CRD forwards capital funding to the RMTS to implement agreed-on capital improvements.
- The Society pays for some capital improvements out of its earned revenue including a facility ticket surcharge; the Society does not derive a private benefit from doing so.
- The Society is a typical roadhouse manager; the theatres are available for rent by arts producers, promoters or presenting organizations within and from outside the CRD. Roadhouses tend to work to optimize their rental revenue.
- Some roadhouses curate an arts presentation program of their own. Having a curatorial program would open new avenues of potential public funding from other levels of government, even as it injects additional risks into the operation.
- Despite its charitable status, the Society has not solicited donations, until mid-2020 when it began a Raise the Curtain campaign soliciting donations to aid in COVID-19 recovery. The RMTS has not received any increases in regional funding in more than 20 years, despite significant inflation during these years. This intensifies the need to run an effective, diversified revenue generating rental program with a focus on increasing revenues to keep up with its obligations and secure the Society's long-term viability.

Concern: Lack of Participation by all Municipalities

Both theatres are frequented by residents from every municipality in the CRD, not only those that are participating via the CRD Service Agreement. The non-participation by the great majority of municipalities, violates the rationale for having regional government services. The CRD like all regional governments uses bylaws and service agreements as a way to ensure that residents pay only for the services they receive and to build economies of scale for various services that otherwise would be difficult or impossible to afford. In this case, three municipalities are paying while the benefits are enjoyed by all municipalities and their residents. Arguably, the longer a regional service exists without full participation, the harder it becomes to shift toward a shared financial responsibility model for these two theatres. Perhaps as a consequence no other regional arts facilities with CRD involvement exist today.

Concern: Accountability and Responsibility is Unclear

It has been said that when it comes to the Royal and McPherson *the buck stops nowhere*. When conflicts have arisen, for instance, recent disputes between three local rental clients for the Royal Theatre and RMTS management about rental rates and availability of dates, there has been no sense of recourse.

Neither the CRD as owner, nor the three participating municipalities have taken any responsibility for providing direction to the Society or provided any answer on how they view rental rates at the theatres. They have said they want the Society as manager and the rental organizations to sort out their differences.

However, it is notable that the CRD and the three municipalities are not, in fact, merely funders of these publicly owned theatres. The RMTS Board of Directors includes one municipal councillor from each of the participating municipalities and the CRD appoints five additional individuals to the Board. That means that eight of 14 positions, i.e. the majority of board members, are selected by the municipal and regional government.

The Board of Directors has oversight over operational and administrative policies and a role in providing the strategic direction of the RMTS. In actual fact, it is not clear what, if any, direction municipal councillors take from their municipal council and whether the appointed board members receive or take any direction from the CRD at all. It is clear that all board members of a charitable not-for-profit society are expected to act in the best interests of the organization; they are not supposed to represent other entities on the board or act in the interests of any other organizations while acting as director. (source: https://www.bclaws.ca/civix/document/id/complete/statreg/15018_01#section52)

Concern: Divergent Views on Purpose and Priorities

Throughout these consultations there has been a consistent thread suggesting that the role of the Royal Theatre and McPherson Playhouse should be to support the local arts community and that the RMTS has been falling short for years. Instead what is specified in the Bylaw is that the theatres are converted to “a local service for pleasure, recreation and community use.” Simply put this broad service description provides no clarity on how to interpret *community use*, and whether it should be interpreted as use by residents or use by local arts groups. The notion that the local arts community should benefit from these two publicly supported theatres might be a natural assumption. Yet, the RMTS’ operational funding from the CRD does not leave slack to subsidize local rental clients. Nonetheless, over two decades the RMTS has extended discounted rates to the three primary local clients and given preferential access for rehearsal.

Good Relationships Thrive with Good Communications

It appears as though an adversarial relationship grew between the RMTS and parts of the local arts community over many years. Perceptions of RMTS as an organization have been often quite negative, despite or perhaps because of the major role it plays in managing the two pre-eminent theatres in the CRD. As a facility manager, the RMTS is in the business of renting these theatres sustainably while stewarding these heritage assets for the public good. Good relations are in everyone's best interest. To build those requires mutual understanding and trust, clear and consistent communications. With a change in RMTS senior leadership in early 2020, a new approach has been evident and appreciated by some who have felt grievances in the past.

Lessons

- The CRD appears to not particularly wish to be involved in running the theatres. But due to its ownership, the funding mechanism and appointing some board members, the CRD may wish to clarify its specific involvement in the two theatres, how it appoints board members and what, if anything, it expects them to accomplish. In publicly articulating the specific lines of authority and responsibility related to ownership, as well as management and day-to-day operational decision-making unambiguous clarity could be achieved.
 - This report focusses on the flow of public money from the participating municipalities to the operating Society because of confusion amongst participants in this conversation about arts facilities. Indeed, we pieced together from several sources: the financial picture from RMTS financials in Canada Revenue Agency's charitable directory listing which only provided limited insight, asking for and receiving the Society's annual financial statements and reviewing CRD and municipal annual budget documents. Furthermore, the bylaws in question were difficult to locate online and the contract between the CRD and RMTS is not available online. There is little information in the public sphere about the financial relationship and governance mechanisms.
- When public confusion or misperceptions about governance, financing and decision-making at the RMTS persist, the most effective antidote is to address them as early as possible with open and transparent information sharing in a coordinated, clear manner.
 - Open, clear and consistent communications are at the heart of building trust and understanding.

Municipal Role in Arts Facilities

All across Canada municipal or regional governments have deep involvement in performing arts and other cultural facilities, from public galleries to libraries and museums. The roles local government takes vary:

- Owner and operator with city staff managing, presenting and renting the facility
- Owner with a not-for-profit society as operator
- Funder only

All models are and can be successful. Competent management, effective leadership, collaborative mindsets are all necessary ingredients to ensure a well-functioning, mutually supportive and engaged arts community – venue operator relationship.

Regional Funding

The financing of regional facilities and regional arts programming has been fragmented with sub-regional services as well as inter-municipal arrangements. In a growing region with a burgeoning arts scene there are many pressures to content with. Growing and strengthening the performing arts eco-system further will bring a wide range of benefits and impacts on the social, and economic health of the region and its people. Establishing suitable financing mechanisms to achieve that aim should be a priority.

The Mary Winspear Centre is owned by the Saanich Peninsula Memorial Society. It replaced Sanscha Hall which was originally built in 1958. In 1995 a \$6 million proposal to build the new facility was issued by the Society and supported by a successful capital fundraising campaign by the Sanscha Community Cultural Centre Foundation (now Mary Winspear Centre Foundation). The new Centre opened in 2001. The Town of Sidney provides annual operational funding and pays for a parking agreement using land of the Society.

Of note, the Cowichan Valley Regional District, succeeded in 2016 to establish a full regional arts and culture service.

STRONG PUBLIC SUPPORT FOR CRD FUNDING ROLE

Between 1995 and 2001, many decisions were taken by the CRD and interested municipalities to strengthen and develop the arts through support for facilities in the CRD:

- Royal ownership change and Royal and McPherson service establishing bylaws passed in late 1990s
- Arts & Culture Support Service established in 2001
- Salt Spring referendum established property tax levy for two arts organizations and facilities in 2004

Since then the region has continued to grow quickly. And in the next 20 years the region is expected to close in on half a million residents. But no other performing arts facility has come about to absorb the increased level of arts activity along with population growth.

Currently there are a number of proposed projects in various stages of ideation and planning including:

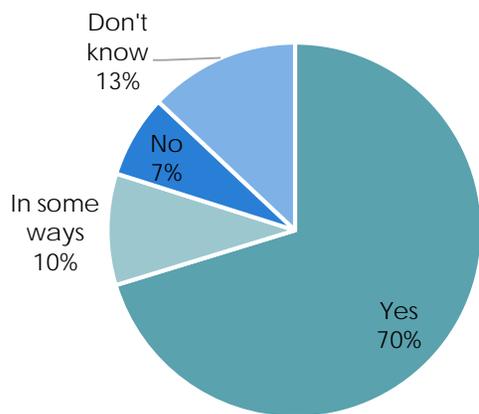
- Juan de Fuca Performing Arts Centre in Colwood
- City of Langford performing arts centre
- Victoria Conservatory of Music partnership with a developer to move into a new space
- Arts On View Society is pursuing an acquisition of 753/751 View Street
- Salt Spring Community Theatre Society looking to create community arts facility for non-profit groups in Ganges, perhaps in the Salt Spring Middle School that may be closing

Others initiatives may emerge with both local and regional aspirations.

Over the years, other projects have been abandoned as the political will and financing have not materialized. At least in part this appears to result from other levels of government feeling hard pressed to support a multitude of projects in the same area without meaningful coordination between the interested parties. The federal government should not be expected to pick and choose among local initiatives. Rather those who are engaged locally need to work together to build a strong coalition with clearly defined priorities and line up the local government and financial supports.

In the online survey, there was some concern whether establishing a new service will mean an automatic increase in property tax bills to pay for it. Importantly, like all services a regional government provides, it does so with the support of the member municipalities, citizens and stakeholders

Q15. Do you believe there is currently a clear, compelling case for funding of performing arts facilities by the CRD as the regional government? (N=562)



Among sub-groups there was some variance in emphasis, but the basic results persisted:

Attendees

69% say yes / 4% no / 15% don't know

Venue staff

69% say yes / 19% no, 13% don't know Creators/Performers/

Producing companies

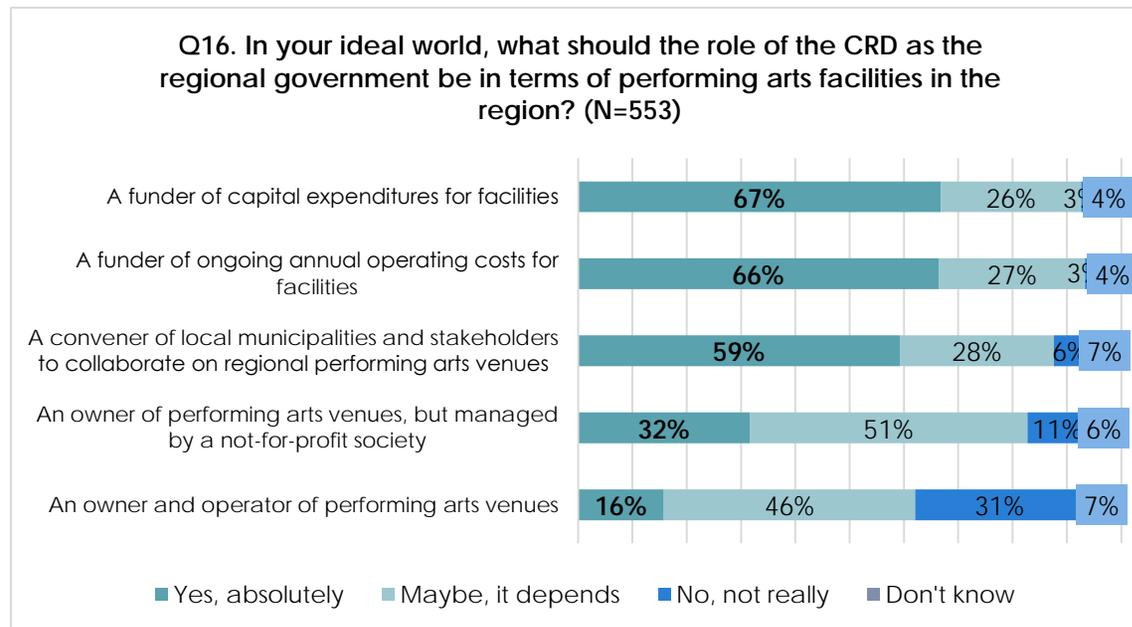
78% say yes / 10% no; 7% don't know

Furthermore, this question about the case for CRD funding generated almost 200 comments. Most were in favour of the CRD taking on a pro-active role in regional arts facilities due to its impact on quality of life, economics and strengthening the arts community. Many also wanted to see fair way to ensure all municipalities would participate. And many more favoured the prospect of a new performing arts centre than did not.

Several comments showed that for some respondents there is little trust that the CRD should be involved in owning or managing a facility or curating artistic programming, and some are uncertain about the best role for the CRD, if any.

Top comments (Q 15)	#
importance of arts: contribute to quality of life and vitality of city/ community	45
all municipalities, region, to financially support the arts	38
imbalance between use by citizens and funding by their municipalities	15
Nurture local arts	35
New performing arts centre yes	30
No new facility needed	4
CRD should financially support arts	22
CRD to act as management/coordination/ balancing municipalities	17
Fix gaps in adequacy of existing venues	17
Arts are an economic driver	17

When asked which roles the CRD should play, the funding role returned the strongest support. Both capital and operating funding received the full support of 2/3 of the respondents with nearly 3 in 10 saying *maybe, it depends*.



The role of convener of stakeholders to collaborate was a strong second, showing that there is a perceived vacuum in terms of a coordinated approach regardless of any other involvement.

One challenge in operationalizing this convener role is that there has to be someone able to take responsibility for the CRD to take any action. At present no CRD department or service exists with responsibility for regional arts facilities.

Further open-ended responses make clear that there is considerable desire to find ways to grow and strengthen the local arts community. Survey respondents clearly regard the arts as a major regional asset.

Open-ended comments Q17 Please share any other observations or comments you have about the adequacy, availability, affordability and accessibility of performing arts facilities in the capital region:	#
Support/ nurture local artists and organizations	84
Availability is an issue for artists	65
Support new buildings	39
governance/ management/ ownership/ partnerships	36
Adequacy/age of Royal and McPherson	34
Accessibility (geographic)	29
Funding	22
N=	275

OTHER FACTORS AFFECTING PERFORMING ARTS

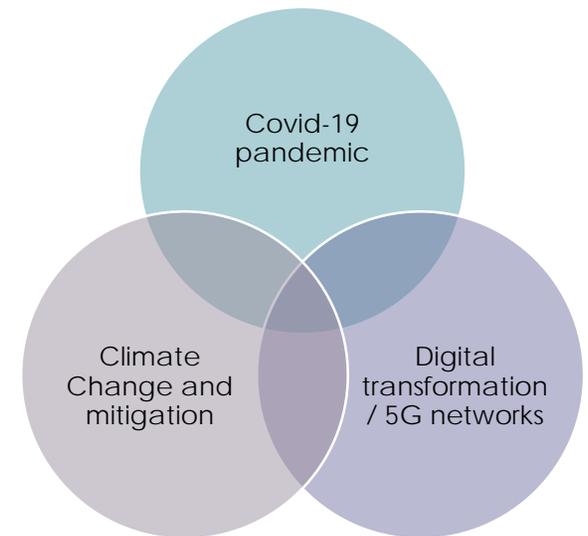
In addition to population growth along with a population that is getting older and more diverse, three other major factors should be considered when contemplating performing arts facilities moving forward:

The COVID-19 pandemic response has, at times, shuttered regular life including schools and any venues where people gather in public from restaurants to performing arts venues. Several vaccines thought to be effective against COVID have received positive media coverage and may receive authorization to be used at population level. Nonetheless, this period has shown that as a species we are vulnerable to viruses in profound ways. The COVID public health mitigation strategies have aimed at curtailing the spread of the virus by requiring greater physical distance between people not living together, an emphasis on HVAC and ventilation. These measures may foreshadow how public venues will be designed in the near future, from requiring larger, more flexible spaces with flexible seating to more personal workspaces hived off with separate ventilation systems.

Similarly, climate change mitigation strategies include a push toward NetZero buildings standards where energy consumption and the creation of greenhouse gases is minimized significantly.

Finally, COVID-19 has accelerated the push to digital including digitizing the performing arts. Coupled with the emergence of the first 5G Internet networks — with their promise of 1,000 faster Internet speed — in Canada in 2020 creates new opportunities or perhaps requirements for performing arts facilities. Numerous existing theatres and other spaces

have adapted by investing in digital production facilities to facilitate high quality video production for streaming shows as well as live streaming technologies.



The consultant expects these factors to play an increasing role in retrofitting existing and building new performing arts facilities over the next period.

PART 3: RECOMMENDATIONS

RECOMMENDATION 1: ESTABLISH CRD “PERFORMING ARTS FACILITIES SERVICE”

Objective

Establish a new region-wide Service Agreement and funding mechanism for performing arts facilities that have regional impact.

Action

- Evaluate and seek CRD Board and / or municipal input into how best to create this service within the CRD’s bylaw framework – e.g. as a new stand-alone service or by amending the Arts and Culture Support Service bylaw to include responsibility for regional arts facilities and their funding.
- Establish the staff required to operate this service.
- Meet with all 16 municipalities to explore how their current support of arts facilities or desired future arts facilities can be integrated or acknowledged within this new bylaw and / or service.
- Establish eligibility and criteria for regional arts facilities to receive capital and operating funding.
- Establish a full regional as well as a back-up sub-regional funding formula for this service.

Timeline

Prepare CRD Bylaw text and put to a CRD vote spring to winter 2021.

Obtain municipal consent or use alternative approval process during 2022 and advance it to the province for approval.

Rationale

Regional Performing Arts Facilities are important to the social, cultural, economic health and well-being of all across the region. It is in the region’s best interest to grow and strengthen the arts community by enabling existing facilities to become more accessible and by ensuring new facilities meet identified needs of the arts community and audiences.

The CRD exists to leverage scale that an individual municipality cannot achieve by itself. This Stage One process has made clear that there is a great need and desire among participants and survey respondents who work in or are beneficiaries of the performing arts for full regional participation in arts and culture, in general, and performing arts, in particular.

Proliferating *ad hoc* facility arrangements is not going to provide the strategic and coordinated service that will help the arts community grow and develop its work.

RECOMMENDATION 2: CRD ASSIGNS PLACE WITHIN CRD FOR REGIONAL ARTS FACILITIES DEVELOPMENT

Objective

Immediately assign a place (an entity) within the CRD structure with responsibility for planning and development of Regional Arts Facilities to manage the implementation of the following recommendations. This assignment can be limited to a specific period of time related to the work and outcomes of recommendations 1, 3 and 4.

Action

- Discuss at the CRD Select Committee, come to an agreement and bring motion to the CRD Board.
- Establish a mechanism by which the CRD can take on convening a series of working groups with mandates specified in recommendations 3 and 4 to build on the work during Stage One.
- This mechanism should identify an adequate budget and allocate some staff time to oversee, co-ordinate and drive forward the work of these working groups in the subsequent recommendations. It does not have to be a full-time commitment as long as qualified consultants are contracted to lead them.

Timeline: Establish this planning mechanism and related budget during winter 2021.

Rationale

Rather than wait for the service establishing bylaw to pass to begin the Stage Two planning process (Recommendation 1) this recommendation seeks to enable work to move forward immediately while the CRD works toward a longer-term objective of

adopting a new service establishing bylaw. An appropriate funding mechanism for the Stage Two phase of work has to be identified by the CRD.

Without it there is little the CRD can do in practical terms to support regional performing arts facilities, both existing and future ones. The facilities conversation would likely remain mired in the status quo.

Structurally, it could be a continuation of the current Regional Arts Facilities Select Committee or it could be an added responsibility for an existing service with provision of adequate additional resources.

RECOMMENDATION 3: REGIONAL PLANNING GROUP

Objective

Establish a **Regional Performing Arts Facilities Planning Group** with specific working groups:

- A) **Accessibility and Equity** – develop a plan and recommendations to improve access to existing regional arts facilities including improving physical accessibility
- B) **Study feasibility** (considers gaps in accessibility, affordability, adequacy for specific purposes, availability) of a new performing arts centre or district and its strategic location(s) in the CRD – invite all current projects proposed or under consideration to participate
- C) **Independent artists**, small to medium-sized companies to develop facility solutions for their needs for rehearsal spaces and the right size of professional theatre spaces

Action

- Planning Group to include municipal governments, current venue operators, arts groups (user groups), regional planning experts, and cultural spaces consultant to manage the process
- To develop a specific regional performing arts facilities plan that strengthens and grows the local arts community while enabling it to show its works locally and to export its works off-Island (in the real world, or digitally)
- To review existing facilities in terms of best approaches to enhance infrastructure and accessibility for equity-seeking groups and consider potential new facilities;
- To develop a geographic information system (GIS) study showing ideal places to locate a new performing arts centre, as well as smaller rehearsal and creative production spaces

Timeline: 12 months mandate from spring 2021 to spring 2022

Rationale

The results of the Stage One initiative are clear: there is a great desire to unlock the potential of the Capital Region's arts scene and further enrich the lives of residents. There is a clear need to establish a regional approach to arts facilities that are used by/benefit more than a single municipality. For regional facilities, the CRD is the ideal convening entity capable of driving forward any agreed on projects and pursue federal and provincial capital funding. Municipalities have zoning and property tax authority and they hold significant levers of taking action on plans. They need to be actively engaged in regional planning. Furthermore, because these facilities serve particular user groups, they should be participating in the planning.

This Stage Two planning process can proceed without a Service Establishing Bylaw, as long as the work is assigned to a responsible entity identified through Recommendation 2.

RECOMMENDATION 4: EXPLORE MODELS OF CRD INVOLVEMENT IN ARTS

Objective

Convene an *ad hoc* “**Governance and Management Task Force**” to explore the various models of ownership, use of operating organization and facility funding; identify potential types of partnerships to more effectively fill the facility gaps within the region, and especially ensure affordability of suitable facilities; prepare a set of recommendations on governance, leadership and management of regional performing arts facilities.

Action

- Establish this task force comprised of members from major facilities, user groups, the CRD and facilitated by a governance consultant.
- Explore ownership and operating models, including a cost-benefit analysis, and funding models for arts facilities that are used by / benefit more than one municipality.
- Identify potential partnership
- Share information with the Regional Performing Arts Facilities Planning Group

Timeline

Spring 2021 to winter 2022 (6 to 9 months mandate)

Rationale

Through this task force a holistic review of the various options can be undertaken. This work will result in specific recommendations for governance, management arrangements and funding for future regional facilities to determine best options for regional facilities.

Throughout the Stage One process, there has been confusion and misconceptions within the arts community about the way the RMTS functions, as well as a lack of clarity of theatre ownership and financing of the sub-regional service that the RMTS manages. While this recommendation is not designed to focus on the Royal and McPherson Theatres, it is inspired by the recognition that there needs to be a full exploration of how to secure sustainable region facilities which requires an evaluation and recommendations related to CRD and municipal ownership and operating models.

Terms of Reference



PERFORMING ARTS FACILITIES SELECT COMMITTEE

PREAMBLE

Acting on the Board motion to establish a regional performing arts facilities service for the planning, development and funding of regional performing arts facilities, the Performing Arts Facilities Select Committee is established by the CRD Board to advise and make recommendations to the Board on the scope and function of a CRD Performing Arts Facilities Service.

The Performing Arts Facilities Service is intended to provide regional oversight on the planning, development and funding of regionally significant arts facilities. Participants would be all municipalities and electoral areas.

The Select Committee's official name is to be:

Performing Arts Facilities Select Committee

1.0 PURPOSE

The mandate of the Committee is to:

- Provide recommendations to the CRD Board on the scope of a service that will plan, develop and fund regional performing arts facilities in order to provide staff direction in the creation of an establishing bylaw.

2.0 ESTABLISHMENT AND AUTHORITY

- a) The Board Chair will appoint the Committee Chair and Committee members.
- b) The Committee will make recommendations to the Board for consideration.
- c) A report is expected by the end of 2021.

3.0 COMPOSITION

- a) The Chair, Vice-Chair and Committee members are appointed annually by the Board Chair.
- b) Committee members will be comprised of a number of CRD Directors providing regional representation as deemed appropriate by the Board. Directors appointed to the Select Committee may have their Alternates attend in their place.

4.0 PROCEDURES

- a) The Committee shall meet at the call of the Committee Chair.
- b) The Committee Chair shall determine the agenda or meetings in consultation with staff and any Committee member may request that a matter be placed on the agenda.

5.0 RESOURCES AND SUPPORT

- a) The CFO/General Manager, Finance and Technology, will provide strategic support and act as a liaison.
- b) Minutes and agendas are prepared and distributed by the Corporate Services Division.
- c) The Arts & and Culture Support Service will provide additional administrative support as required.

Approved by CRD Board on _____, 2021

Service Plan for Establishment of a Performing Arts Facilities Service

Capital Regional District

Revised: August 27, 2021



Making a difference...together

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1 Overview

1.1 Division & Service Summary

WHY

- On April 14, 2021, the CRD Board approved a Governance Committee recommendation to create a Performing Arts Facilities Select Committee “whose purpose will be to define the scope and functions of a regional service that will lead to the drafting of an establishing bylaw for the Performing Arts Facilities Service.”
- On May 19, 2021, the Performing Arts Facilities Select Committee provided direction that “Staff develop a service bylaw, service plan and a process to consult with municipalities, electoral areas, arts organizations, and other bodies.”

WHAT

A regional service to Plan, Develop, and Fund performing arts facilities that have regional impact.

A Regional Performing Arts Facility (RPAF) is defined as a venue that:

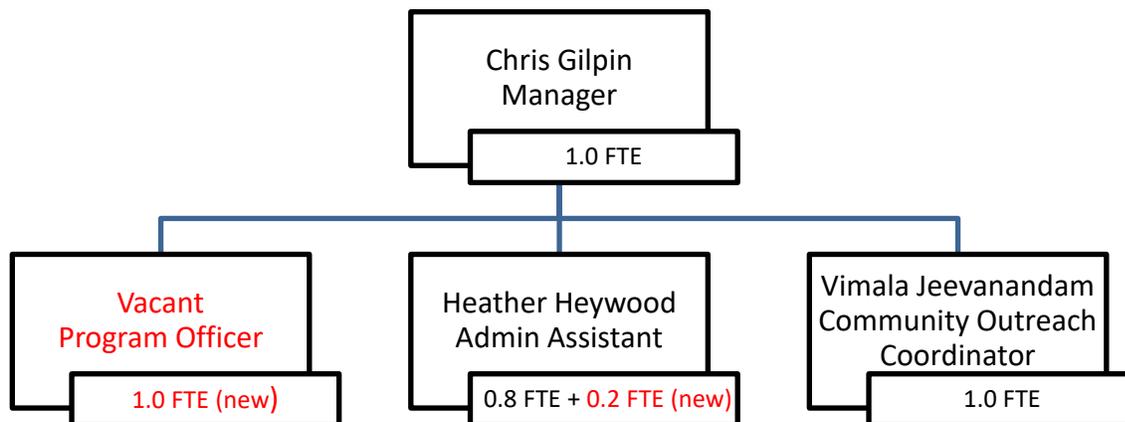
- Is located within the boundaries of the Capital Regional District;
- Is designed for the primary purpose and function of performing arts presentation;
- Attracts audiences from beyond its local area (i.e. has a regional draw);
- Functions as a roadhouse-style presentation venue that is available for bookings from a wide range of commercial and community user groups on a year-round basis;
- Is not embedded as part of an educational, religious, or for-profit organization; and
- Is owned and operated by a non-profit or local government (or combination thereof).

HOW

Function	Implementation	Financial / Service Implications
Plan	Planning Grants Program to support: feasibility plans, business plans, renovation or expansion plans, or construction plans. Maximum request amount = 50% of project expenses	Grants administered by CRD to non-profits or local governments. Annual program budget = \$120,000/yr Unspent rolls into next year's budget.
Develop	1. Major Capital Access Program to support major capital projects (construction, expansion) and Minor Capital Grants Program (maintenance, accessibility). 2. Staff support for external grants to apply to provincial and federal funds.	\$1,000,000/yr contribution toward growing reserve fund for major capital projects. Royal Theatre (\$480,000) + McPherson Playhouse (\$400,000) + Charlie White Theatre (TBD, ~\$300,000) = \$1,180,000 for existing minor capital expenses. Annual total budget = \$2,180,000/yr
Fund	Operating Grants Program to existing RPAF at current or comparable level of existing contribution.	Royal Theatre (\$100,000) + McPherson Playhouse (\$350,000) + Charlie White Theatre (TBD, ~\$180,000) Annual program budget = \$630,000/yr
Governance	CRD Board for first year. Reviewed and new committee or commission model could be proposed for some or all of service.	Depends on outcome of review.
CRD operations	1.2 FTE support in Arts and Culture division	Administers granting programs. \$130,000/yr (with benefits).
		Total Requisition = \$3,060,000
		Existing Requisition Included= \$1,330,000
		Total New Fiscal Impact = \$1,730,000

1.2 Organization Chart

Proposed staffing for both existing Arts and Culture Support Service and new Performing Arts Facilities Service (new required capacity in red).



Arts and Culture Division would require 1.2 net new FTE to deliver the Performing Arts Facilities Service:

- 0.2 FTE new capacity added to Administrative Assistant (currently at 0.8 FTE)
 - Rationale: higher volume of applications requires additional capacity for data input and processing, as well as secretariat support for committees and adjudications.
- 1.0 FTE new position – Program Officer
 - Rationale: four additional grant programs requires a dedicated program officer to support applicants, adjudication process, and evaluate outcomes, and to draft CRD applications for provincial and federal funding to major infrastructure programs in collaboration with local governments and/or non-profit clients.

The new Performing Arts Facilities Service will also receive staff support from existing roles in finance, information technology, corporate services, and other cross-departmental administrative areas.

1.3 Key Trends, Issues & Risks – Service Specific

A study commissioned by the Capital Regional District (CRD) Regional Arts Facilities Select Committee titled, *Stage One: A Public Conversation about Performing Arts Facilities in the CRD*, proposed a unified decision-making framework for planning, development and funding of regional performing arts facilities. The report highlighted the economic and social value of investing in the arts and confirmed community support for CRD funding and leadership with a priority on performing arts infrastructure.

Facilities and arts programming across the region are varied, with local, sub-regional services or inter- municipal agreements currently governing operational or capital funding. Municipalities and regions would need to be engaged to explore how existing and future states of arts facilities would be integrated into the new service. Specifically, Sidney and North Saanich would need to be consulted on how this service would affect their current inter-municipal arrangement to fund the Charlie White Theatre in the Mary Winspear Centre.

The COVID-19 virus and the corresponding Provincial Health Officer restrictions on events and gatherings has posed major challenges to the performing arts sector throughout 2020 and 2021. Many performing arts facilities have been completely closed or, if open, staged performances in limited ways. The COVID-19 pandemic has also spurred some performing arts organizations to innovate new methods of connecting to audiences online through upgraded livestreaming experiences and to retrofit or upgrade HVAC systems and other health-related infrastructure in their facilities.

On July 1, 2021, the Province of B.C. moved to Step 3 of the four-step restart plan, which allowed indoor gatherings of up to 50 people or 50% venue's total capacity, whichever is greater. This allowed some performing arts organizations to restart in-person performances. The Province also announced that all restrictions on indoor gatherings would be lifted in Step 4, which was scheduled to begin as early as September 7, 2021, encouraging performing arts facilities to book shows for fall/winter 2021 and 2022. Since the Step 3 announcement, the impact of new virus variants has led to decreased optimism about reopening plans and increased uncertainty. The Provincial Health Officer has indicated that Step 4 will not begin, in full, on September 7, 2021, but instead that the timeline for Step 4 is being evaluated on an on-going basis.

While significant uncertainty remains over the path to reopen performing arts facilities at full capacity, the Province's vaccine card policy, announced on August 23, 2021, has been greeted by the arts community as a key tool in making it safe for audiences to return to indoor performing arts facilities. Ticket sales at performing arts venues for future shows in late 2021 and 2022 have been robust, showing strong renewed consumer demand for performing arts activities, although the level of this demand is clearly connected to trends in COVID-19 virus transmission at the local and provincial levels. According to recent studies, culture goers increasingly plan to return to indoor cultural events as soon as they reopen with public health guidelines in place. Over 50% of culture goers said that vaccinated audiences are the main precaution necessary to make them feel comfortable in attending indoor cultural events.¹

The Arts and Culture Support Service is guided by its 2020-2023 Strategic Plan, which is co-created with the arts community through consultations. The Performing Arts Facilities Service could have significant implications for the next round of strategic planning, but in the meantime is in alignment with and builds off of current Vision, Mission, Goals and Priorities.

1.4 Link to Board Strategic Priorities

The establishment of a regional performing arts facilities service is in fulfillment of Initiative 12a-1 of the *CRD 2019-2022 Corporate Plan*:

“Facilitate a discussion of the region’s art facility needs & explore partnerships to support 100% participation in the CRD arts function.”

¹ Business in the Arts / Nanos. (June 2021). *Optimism for in-person activities continues to increase among culture-goers*, p. 8.

2 Services

2.1 Service Levels

	Service Level Adjustments in Role/Scope				
Service	Base year	Year 1 (2022)	Year 2 (2023)	Year 3 (2024)	Year 4 (2025)
Plan: Planning Grants Program		Design Planning Grants Program. Deliver pilot version.	Deliver Planning Grants Program.	Deliver Planning Grants Program.	Deliver Planning Grants Program.
Develop: Major Capital Access Program		Design Major Capital Access Program.	Deliver Major Capital Access Program.	Deliver Major Capital Access Program.	Deliver Major Capital Access Program.
Develop: Minor Capital Grants Program		Design Minor Capital Grants Program. Transition from current services funding Royal & McPherson.	Deliver Minor Capital Grants Program.	Deliver Minor Capital Grants Program.	Deliver Minor Capital Grants Program.
Fund: Operating Grants Program for Existing Facilities		Design Operating Grants Program. Transition from current services funding Royal & McPherson (2587 & 2685).	Deliver Operating Grants Program.	Deliver Operating Grants Program.	Deliver Operating Grants Program.
Committee Support	Provide support to Performing Arts Facilities Select Committee	Provide support to Performing Arts Facilities Select Committee for service development and CRD Board.	Provide support for governance review and potential to form new standing committee or commission.	Provide support to committee or commission responsible for oversight of service.	Provide support to committee or commission responsible for oversight of service.
Information Resource and Data Collection	Consultations, as necessary.	Privacy Impact Assessment conducted as part of grant program design.	Application form information and data collected by Arts and Culture Division.	Application form and final report information and data collected by Arts and Culture Division.	Application form and final report information and data collected by Arts and Culture Division.

2.2 Workforce Considerations

Workforce (FTEs)					
Service	Base year 2022	Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	Year 4 (2026)
Total	1.0 FTE Total for half-year (1.0 FTE Program Officer)	1.2 FTE Total (1.0 FTE Program Officer 0.2 Admin Assistant)	1.2 FTE Total	1.2 FTE Total	1.2 FTE Total

3 Divisional Initiatives & Budget Implications

Title & Estimated Completion Date	Description	Priority	Budget Implications
2021			
Establish Service	Acting on Board direction to “begin the process of establishing a regional service for the purposes of planning, developing and funding of performing arts facilities that have regional impact.” - Draft establishing bylaw and service plan. - Conduct consultations with municipalities, electoral areas, performing arts facilities and user groups, as necessary.	12a-1	\$150,000 (core)
2022			
Approval Process	- Electoral approval process. - Authorization by Inspector of Municipalities. - Bylaw comes into force.	n/a	TBD
Existing Bylaws Amended or Repealed	- Royal Theatre bylaws (2587, 2855) - McPherson Playhouse bylaws (2685, 3270)	n/a	Funding for Royal Theatre and McPherson Playhouse absorbed into new service, but still in effect for Budget 2022
Governance Review	- Governance Committee examines possible standing committee or commission models.	n/a	None
Programs Designed	-Draft program guidelines and application forms for Planning Grants, Major Capital Access Program, Minor Capital Grants Program, and Operating Grants.	n/a	None
CRD Board Oversees Establishment	- CRD Board establishes service parameters. o Reviews grant program design. o Reviews Budget 2023 allocations.	n/a	Service levels for Charlie White Theatre determined.
Staff Support	- Hire and train new Program Officer.	n/a	1.0 FTE staff capacity required for half-year. \$50,000 (funded from 2021 feasibility reserve).

Title & Estimated Completion Date	Description	Priority	Budget Implications
2023			
Planning Grants Program Launched	-1 st intake for planning projects	n/a	\$120,000 (core)
Major Capital Access Program Launched	-1 st intake for major capital projects	n/a	\$1,000,000 contributed to Capital Access Reserve Fund (core)
Minor Capital Grants Program Launched	-1 st intake for minor capital projects	n/a	Royal Theatre (\$480,000) + McPherson Playhouse (\$400,000) + Charlie White Theatre (TBD, \$300,000 approx.) = \$1,180,000 Total (core)
Operating Grants Program Launched	-1 st intake for operating grants	n/a	Royal Theatre (\$100,000) + McPherson Playhouse (\$350,000) + Charlie White Theatre (TBD, \$180,000 approx.) = \$630,000 Total (core)
Staff Support	- Programs integrated into core budget - Program Officer (1.0 FTE) - Admin Assistant (0.2 FTE)	n/a	1.2 FTE \$130,000 (core)
2024			
Programs Evaluated	- Full program review after 1 st year of programs o Improvements recommended o Guidelines and application forms revised	n/a	None
Planning Grants Program Delivered	-2 nd intake for planning projects	n/a	\$120,000 (core)
Major Capital Access Program Launched	-2 nd intake for major capital projects	n/a	\$1,000,000 contributed to Capital Access Reserve Fund (core)
Minor Capital Grants Program Launched	-2 nd intake for minor capital projects	n/a	Royal Theatre (\$480,000) + McPherson Playhouse (\$400,000) + Charlie White Theatre (TBD, \$300,000 approx.) = \$1,180,000 Total (core)
Operating Grants Program Launched	-2 nd intake for operating grants	n/a	Royal Theatre (\$100,000) + McPherson Playhouse (\$350,000) + Charlie White Theatre (TBD, \$180,000 approx.) = \$630,000 Total (core)
Staff Support	- Program Officer (1.0 FTE) - Admin Assistant (0.2 FTE) - Supports committee and delivers programs	n/a	1.2 FTE \$130,000 (core)

4 Goals & Performance Indicators

	Service Goals	Performance Indicators
2022	<ol style="list-style-type: none"> 1. Design four new programs (guidelines and application form) 2. Conduct consultations with potential applicants and impacted user groups to inform program design. 	<ol style="list-style-type: none"> 1. Guidelines and application forms for new programs endorsed. Privacy Impact Assessment completed. 2. Targeted consultations conducted. 3. Funding levels established for Royal Theatre, McPherson Playhouse, and Charlie White Theatre in Minor Capital Grants and Operating Grants programs through Budget 2023 planning process.
2023	<ol style="list-style-type: none"> 1. Merge existing Royal Theatre service and McPherson Playhouse service into new Performing Arts Facility Service. 2. Deliver four new programs <ul style="list-style-type: none"> • Planning Grants Program • Major Capital Access Program • Minor Capital Grants Program • Operating Grants Program 	<ol style="list-style-type: none"> 1. Consistent funding levels to Royal Theatre and McPherson Playhouse maintained with no disruption to funding support. 2. At least two applicants to Planning Grants Program.
2024	<ol style="list-style-type: none"> 1. Deliver four programs. 	<ol style="list-style-type: none"> 1. Two or more applicants to Planning Grants Program. 2. Equal or greater number of applicants to other three programs.
2025	<ol style="list-style-type: none"> 1. Deliver four programs. 	<ol style="list-style-type: none"> 1. Two or more applicants to Planning Grants Program. 2. Equal or greater number of applicants to other three programs.

Contact

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Title: Manager, Arts and Culture Division
Contact information: 250.360.3205

Appendix D: Financial Simulation of Full Regional Participation in New Performing Arts Facilities Service

Municipalities		2021 Current Participation for Royal and McPherson Theatre Services		2021 Estimated Requisition and Cost Sharing Simulation for New Performing Arts Facilities Service			Change in Cost	Change in Cost %
		2021 Actual Theatre Services Requisition	2021 Average Cost Per Household	2021 Estimated New Service Requisition	2021 Average Cost Per Household	2021 Cost Sharing %		
	Central Saanich			134,350	15.90	4.41%	134,350	n/a
	Colwood			122,261	16.43	3.37%	122,261	n/a
	Esquimalt			118,235	18.66	3.20%	118,235	n/a
	Highlands			18,143	16.79	0.60%	18,143	n/a
	Langford			302,989	14.09	9.30%	302,989	n/a
	Metchosin			33,531	19.31	0.99%	33,531	n/a
	North Saanich			106,292	18.00	4.10%	106,292	n/a
	Oak Bay	52,804	7.72	165,561	24.20	6.31%	112,757	213.54%
	Saanich	278,826	6.00	854,806	18.38	26.06%	575,980	206.57%
	Sidney			99,405	12.79	3.56%	99,405	n/a
	Sooke			92,778	13.27	2.47%	92,778	n/a
	Victoria	998,370	20.98	742,504	15.60	26.03%	(255,866)	(25.6%)
	View Royal			79,209	16.49	2.36%	79,209	n/a
	Juan De Fuca			45,363	10.99	1.67%	45,363	n/a
	Salt Spring Island			90,441	13.50	3.21%	90,441	n/a
	Southern Gulf Island			54,132	7.80	2.36%	54,132	n/a
Total Group 1		1,330,000		3,060,000		100.00%	1,730,000	130.08%

Assumptions used in this simulation:

- 1). Projected Requisition Amount used to calculate the unit rate.
- 2). 2021 Revised Roll Assessment Data (Hospital) used for this simulation.
- 3). 2020 estimated Population data provided by CRD Planning Department.
- 4). Cost Sharing method used is 50% by Assessment, 50% by Population
- 5). Average Cost Per Household is the average residential assessment. It does not include rental households.



**REPORT TO CAPITAL REGIONAL DISTRICT BOARD
MEETING OF WEDNESDAY, FEBRUARY 14, 2024**

SUBJECT **Recommendation to Award Contract 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024**

ISSUE SUMMARY

To seek Capital Regional District (CRD) Board approval to award Contract 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024 as identified in the 5 Year Core Area Capital Plan.

BACKGROUND

The East Coast Interceptor (ECI) (circa 1990) and North East Trunk - Bowker (Bowker) (circa 1914) sewers were originally constructed to serve Victoria, Oak Bay, and the Saanich Panhandle. Portions of these sewers have been rehabilitated by Cured-in-Place Pipe (CIPP) lining, a cost-effective trenchless technology that largely eliminates the need to disturb the surface works. Based on closed-circuit television (CCTV) inspections, most of the remaining old sewer also needs to be rehabilitated with CIPP lining. Appendix A details the ECI and Bowker sewers and outlines which portions are proposed for the next phase of CIPP rehabilitation.

In 2023, the financial 5 Year Core Area Capital Plan (Appendix B) was approved by the Core Area Liquid Waste Management Committee and CRD Board, which included \$8.3 million in funding to continue with Phase 1 of the Bowker Sewer Rehabilitation project (Core Area Capital Project 21-09) in 2023 and an additional \$8 million in funding to proceed with Phase 2 of rehabilitation in 2024 (Core Area Capital Project Number 24-10). All CIPP lining work on Phase 1 was completed in 2023, and any remaining budget will be carried into 2024 to fund close-out costs as well as some of the engineering and project management efforts that will transition between Phase 1 into Phase 2.

To progress Phase 2, the CRD retained AECOM Canada Ltd. (AECOM) to design and support in tendering the project. Given current market conditions and the uncertainty of price escalation, AECOM broke the tender down into base bid (about 1,900 meters (m) of higher priority pipe segments), and provisional pipe segments (about 700m).

Bids from tenderers were received on January 4, 2024 as follows:

Tenderer	Tender Amount of Base Bid (excl. GST)	Tender Amount of Provisional Items (excl. GST)	* Total Amount (excl. GST)
Insituform Technologies Ltd.	\$5,412,570	\$1,993,255	\$7,505,825
Capital Sewer Services Inc.	\$7,270,338	\$2,670,874	\$10,041,212

* Includes \$100,000 contingency amount built into the contract

AECOM confirmed that Insituform Technologies Ltd. (ITL) tendered prices are complete, mathematically correct, within industry standards based on the current market, and will provide good value to the CRD. CRD staff have conducted their own review of the tenders and concur with this assessment. By utilizing the remaining Phase 1 budget to continue with engineering and project management services, staff believe that the base bid and provisional works can be completed in Phase 2.

Staff are bringing this recommendation to the CRD Board directly to save one month in project schedule and better ensure that the project can be completed in the dry weather window required to conduct the bypass pumping necessary for this work.

ALTERNATIVES

Alternative 1

That Contract No. 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024, be awarded to Insituform Technologies Ltd. for an amount of \$7,505,825 (excluding GST); and authorize staff to expend up to an additional \$400,000 in contract contingency funds as required during the execution of the project.

Alternative 2

That Contract No. 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024, be deferred until the Core Area Liquid Waste Management Committee can provide recommendation for award.

Alternative 3

That Contract No. 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024, not be awarded and that staff be directed to cancel or retender the project.

IMPLICATIONS

Service Delivery Implications

ITL has demonstrated that they understand the scope of work and their pricing will provide good value to the CRD. ITL has successfully completed lining projects for the CRD and other municipalities in Greater Victoria in the past, including the successful CIPP lining of approximately 1,900m of pipe within Phase 1 of the Bowker Sewer Rehabilitation Project (Core Area Capital Project Number 21-09). Additional pipe lining can be incorporated into this contract (under Provisional Items) for a total pipe rehabilitation length of about 2,600m. ITL has indicated that they can complete the work within the specified completion date of October 15, 2024.

Deferring the award of this work will compress the schedule and put greater risk on not being able to complete the rehabilitation during the 2024 dry weather period.

Environmental & Climate Action

The 100-year-old sewer needs to be rehabilitated before it fails or degrades to the point in which trenchless rehabilitation is no longer viable. CIPP rehabilitation minimizes impact on the public and the environment. During construction, any noise resulting from bypass pumping and traffic impacts will be managed by the contractor in consultation with the CRD and the municipalities. Work will take place during the dry months of the year.

Financial Implications

The tender could be cancelled and retendered to try to solicit interest from firms that did not bid; however, such cancellation and re-tendering without a change in the scope of the project or the specifications would not be in line with CRD's procurement practices. Cancellation would delay the rehabilitation of 100-year-old pipe and may result in ITL choosing not to proceed with a future bid for this work. Re-tendered cost will likely be more expensive due to continuing pressures of wages, equipment, fuel, and materials. Staff recommend proceeding with the qualified tenderer.

CONCLUSION

The East Coast Interceptor and North East Trunk - Bowker sewers have exceeded typical design life expectations and need to be rehabilitated. AECOM completed the design and staff are confident that they will successfully administer the construction contract. ITL understands the scope of work and their pricing will provide good value to the CRD. ITL's tender was compliant, and they have successfully completed numerous similar rehabilitation projects. About 2,600m of sewer pipe length can be rehabilitated in 2024 within the available project budgets. The delegated signing authority limit for the Chief Administrative Officer is \$5 million, therefore approval of the award of contract by the Capital Regional District Board is required.

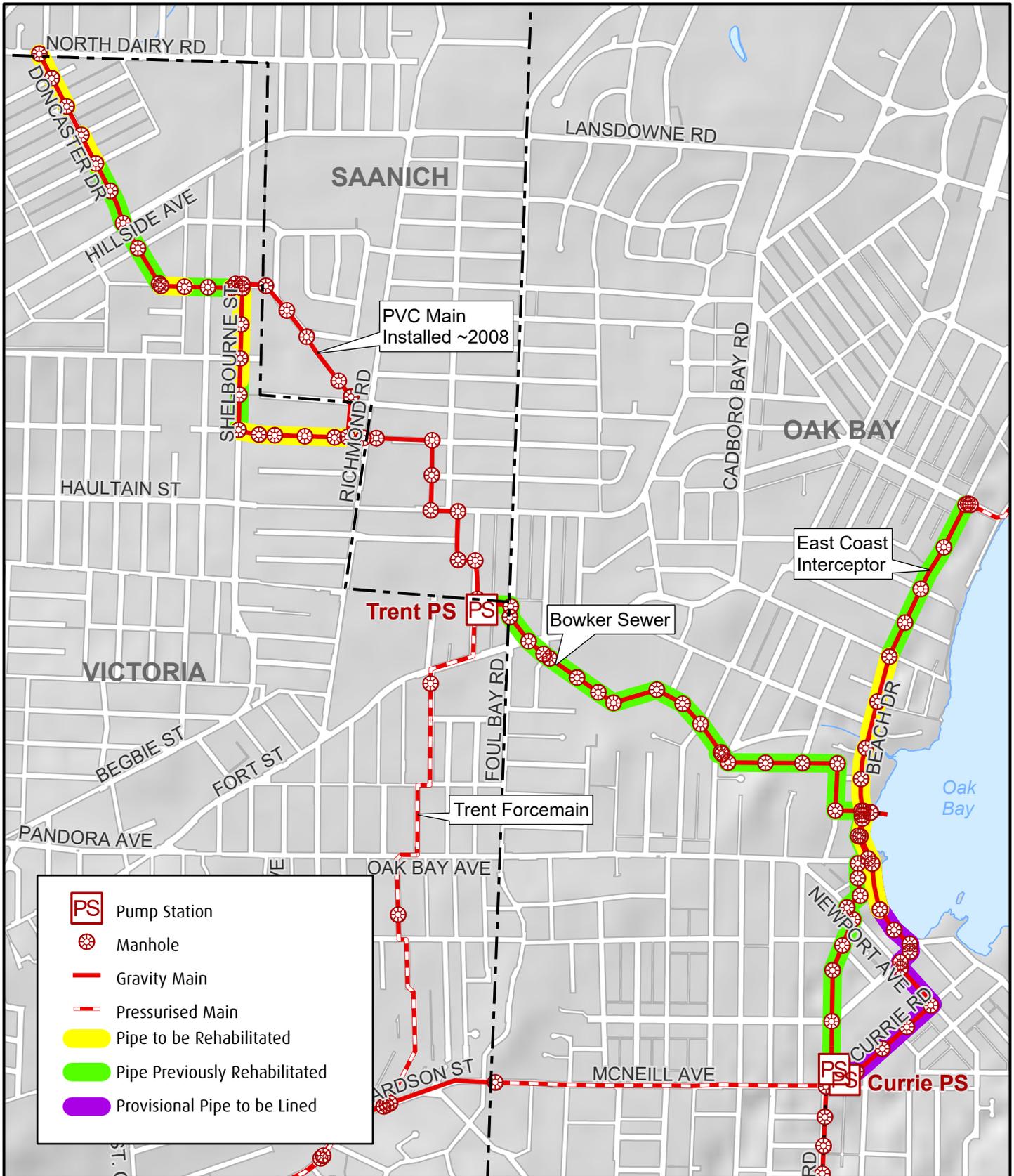
RECOMMENDATION

That Contract No. 2023-909, East Coast Interceptor and Bowker Sewer Rehabilitation 2024, be awarded to Insituform Technologies Ltd. for an amount of \$7,505,825 (excluding GST); and authorize staff to expend up to an additional \$400,000 in contract contingency funds as required during the execution of the project.

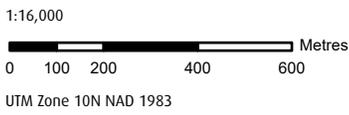
Submitted by:	Joseph Marr, P.Eng., Senior Manager, Infrastructure Engineering
Concurrence:	Alicia Fraser, P. Eng., General Manager, Integrated Water Services
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

- Appendix A: Location Map
- Appendix B: Core Area 5 Year Capital Plan



	Pump Station
	Manhole
	Gravity Main
	Pressurised Main
	Pipe to be Rehabilitated
	Pipe Previously Rehabilitated
	Provisional Pipe to be Lined



Core Area Wastewater East Coast Interceptor and Bowker Sewer Rehabilitation 2024



Making a difference...together

DISCLAIMER
This map is for general information only and may contain inaccuracies.
January 2024 | M_wwr_Rehabilitation.aprx | helpdesk@crd.bc.ca

Service #: **3.798C**
 Service Name: **Debt - Core Area Wastewater Treatment Program**

Project Number	Capital Expenditure Type	Capital Project Title	Capital Project Description	PROJECT BUDGET & SCHEDULE											
				Total Project Budget	Asset Class	Funding Source	Carryforward	2024	2025	2026	2027	2028	5 - Year Total		
25-01	Renewal	Admirals Siphon Assessment	The Admirals Siphon is PVC pipe, and has never been flushed or assessed. Flushing and assessment of the pipe is required.	\$ 500,000	S	Debt	\$ -	\$ -	\$ 500,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 500,000
24-12	Renewal	Harriet Siphon Cleaning and Assessment	Specialized flushing and cleaning to remove solids from both 400m siphons.	\$ 500,000	S	Res	\$ -	\$ 500,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 500,000
24-13	Renewal	Craigflower Inlet Reconfiguration	Increasing flows and off-gassing from the vortex drop are generating odours and causing corrosion. Re-alignment of the influent sewer is required to mitigate odours, corrosion and address health and safety concerns.	\$ 1,700,000	S	Debt	\$ -	\$ 1,700,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,700,000
24-14	Renewal	Parsons Siphon/Bridge Connection Repairs	The siphon pipe support connections to the Parsons Bridge require repairs.	\$ 400,000	S	Res	\$ -	\$ 400,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 400,000
25-03	Renewal	Harriet Siphon Inlet Chamber Upgrade	Assess concrete corrosion and replace seized control gates.	\$ 1,500,000	S	Debt	\$ -	\$ -	\$ 1,500,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,500,000
27-01	Study	Forcemain Pipe Assessment Study	There are several forcemain pipes downstream from each pump station that have never been assessed. A study is proposed to investigate various technologies to evaluate the condition of the pipes.	\$ 250,000	S	Debt	\$ -	\$ -	\$ -	\$ -	\$ 250,000	\$ -	\$ -	\$ 250,000	
FLOW METERS															\$ -
21-15	Replacement	Parsons Meter Replacement	Based on KWL's 2018-19 Flow Meter Audit review, Parsons meter is to be replaced with two doppler meters and one magmeter on Wilfert PS (includes install of meters, kiosk and conduit).	\$ 400,000	S	Debt	\$ 170,000	\$ 320,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 320,000
21-16	New	Gorge & Chapman Meter	Based on KWL's 2018-19 Flow Meter Audit review, KWL recommended a new flodar meter to measure the unmetred Gorge and Chapman catchments. Includes installation of new metering manhole.	\$ 230,000	S	Debt	\$ 100,000	\$ 200,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 200,000
21-17	New	Esquimalt Nation Meter	Based on KWL's 2018-19 Flow Meter Audit review, KWL recommended a new custom weir, kiosk and conduit to measure the unmetred Esquimalt Nation catchment.	\$ 300,000	S	Debt	\$ 165,000	\$ 265,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 265,000
21-18	New	Shoreline Trunk Meter	Based on KWL's 2018-19 Flow Meter Audit review, KWL recommended a new flodar meter to measure the unmetred Shoreline catchment. Includes installation of FloDar meter, kiosk and conduit.	\$ 340,000	S	Debt	\$ 200,000	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 250,000
21-19	New	Selkirk Meter	Based on KWL's 2018-19 Flow Meter Audit review, KWL recommended a new flume meter to measure the unmetred Selkirk catchment (install weir, kiosk and conduit).	\$ 340,000	S	Debt	\$ 160,000	\$ 310,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 310,000
GENERAL															\$ -
21-22	Study	Asset Management Plan Update	Previous condition assessment studies will be updated and incorporated into a long-term asset management plan to meet expected level-of-service requirements.	\$ 250,000	S	Debt	\$ 250,000	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 250,000
21-23	Study	DCC Program Development	With the completion of CAWTP and amendment of the Service Establishment Bylaw, it was noted that a DCC Program would be established to fund future wastewater projects related to growth. This project is to create the program, consult with stakeholders and prepare a new DCC bylaw.	\$ 400,000	S	Debt		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
21-24	Renewal	Record Drawing and Wastewater Agreement Updates	The old as-built drawings, connection points and wastewater agreements with the contributing municipalities has not been updated in many years. Updates are required to reflect changes in the system, identify clear demarcation points, and reflect updates in the LWMP.	\$ 1,100,000	S	Debt	\$ 30,000	\$ 230,000	\$ 250,000	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ 730,000
21-25	Renewal	SCADA and Radio Assessment	Majority of the radio and SCADA equipment are nearing end of life, technological advances do not allow for straight replacements, funding is required for assessments of existing equipment and site requirements.	\$ 3,900,000	S	Debt		\$ 750,000	\$ 750,000	\$ 750,000	\$ 750,000	\$ -	\$ -	\$ -	\$ 3,000,000
22-03	Renewal	Acquisition of Outstanding Right-of-Ways	Some of the infrastructure is located on privately owned land that do not have rights-of-way. A plan is being developed to acquire SRW's for all infrastructure over time. Initial spending requires a study and plan prior to acquisition.	\$ 1,200,000	S	Debt		\$ -	\$ 500,000	\$ 500,000	\$ -	\$ -	\$ -	\$ -	\$ 1,000,000
21-27	New	New Infrastructure Optimization	Unforeseen and unplanned optimization at a number of new facilities to improve operation and health and safety requirements.	\$ 500,000	S	Debt	\$ 300,000	\$ 300,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 300,000
22-04	New	Microwave Radio Upgrades	To provide a high bandwidth communications backbone to the CAWWT system, a microwave communications system will be installed.	\$ 600,000	S	ERF	\$ 100,000	\$ 200,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ -	\$ -	\$ -	\$ 500,000
23-07	New	Enterprise Data Historian Management System	A data historian is required to store large amounts of data that is required for compliance reporting to regulators, operational performance reports, cost allocation, and engineering analysis.	\$ 300,000	E	Debt	\$ 300,000	\$ 300,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 300,000
28-01	Decommission	Mariogld Surge Tank Deconstruction	The old Mariogld Surge Tank has been abandoned for many years, is becoming a safety concern for youth, a needs to be removed.	\$ 1,800,000	S	Debt	\$ -	\$ -	\$ -	\$ -	\$ 300,000	\$ 1,500,000	\$ -	\$ -	\$ 1,800,000
24-15	Replacement	IT Core Infrastructure Replacement	Replacement of Core IT infrastructure such as servers, network switches, UPS, etc for equipment end of life	\$ 505,000	S	ERF	\$ -	\$ 55,000	\$ -	\$ -	\$ 350,000	\$ 100,000	\$ -	\$ -	\$ 505,000
ANNUAL PROVISIONAL															\$ -
21-26	Replacement	Annual Provisional Emergency Repairs	Unforeseen and unplanned emergency repairs can occur which require immediate attention.	\$ 5,000,000	S	Res	\$ -	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 5,000,000
23-06	Replacement	Annual Provisional Equipment Replacement	Replacement of at end of service life, including valves, variable frequency drives, capacitors.	\$ 1,500,000	S	ERF	\$ -	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 1,500,000
23-08	New	Process & Mechanical Upgrades	Upgrades to the Core Area Wastewater Treatment and Conveyance infrastructure in order to optimize operations	\$ 4,250,000	S	Debt	\$ -	\$ 850,000	\$ 850,000	\$ 850,000	\$ 850,000	\$ 850,000	\$ 850,000	\$ 850,000	\$ 4,250,000
23-09	New	Safety & Security Upgrades	Upgrades to the Core Area Wastewater Treatment and Conveyance infrastructure to improve worker health and safety	\$ 2,400,000	S	Debt	\$ -	\$ 600,000	\$ 600,000	\$ 400,000	\$ 400,000	\$ 400,000	\$ 400,000	\$ 400,000	\$ 2,400,000
OUTFALLS / OVERFLOWS															\$ -
24-08	Renewal	Clover Point Outfall Retrofit	The existing Clover outfall is no longer operated on a regular basis since wastewater is now conveyed to McLoughlin WWTP, but it must be ready for operation during peak storm events. As a result, the existing outfall will need to be assessed for best operational and maintenance practices based on limited use.	\$ 500,000	S	Debt	\$ -	\$ -	\$ 500,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 500,000
25-02	Renewal	Macaulay Point Outfall Retrofit	A section of coating the emergency short outfall has failed and the pipe is corroding, and the long outfall needs to be modified to suit reduced usage. This project is to repair the coating, provide shoreline protection, and prepare a plan to maintain the deep outfall based on limited use.	\$ 750,000	S	Debt	\$ -	\$ -	\$ 750,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 750,000
27-02	Renewal	Broom Overflow Pipe Rehabilitation	Overflow pipe is cracked and severed in multiple locations and H2S gases and odours are present.	\$ 575,000	S	Debt	\$ -	\$ -	\$ -	\$ -	\$ 75,000	\$ 500,000	\$ -	\$ -	\$ 575,000
RESIDUAL SOLIDS															\$ -
24-09	New	Centrate Return Line Automated Monitoring	Installation of level transducer at manhole 48 to monitor the centrate line level to avoid surcharging of the man hole and potential spill.	\$ 175,000	S	Debt	\$ -	\$ -	\$ -	\$ 175,000	\$ -	\$ -	\$ -	\$ -	\$ 175,000
24-16	New	Biosolids Particle Size Optimization	Installation of equipment to ensure biosolids particle size meets reuse option specifications.	\$ 250,000	E	Debt	\$ -	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 250,000
DCC PROJECTS															\$ -
GRAND TOTAL				\$ 107,120,000			\$ 6,765,000	\$ 32,820,000	\$ 16,300,000	\$ 7,475,000	\$ 12,025,000	\$ 12,150,000	\$ -	\$ -	\$ 80,770,000

**REPORT TO CAPITAL REGIONAL DISTRICT BOARD
MEETING OF WEDNESDAY, FEBRUARY 14, 2024**

SUBJECT **Biosolids Monthly Update – February**

ISSUE SUMMARY

To update the Board on the status of the short-term options for biosolids management, as well as progress on the development of the Long-Term Biosolids Management Plan and advanced thermal pilot project.

BACKGROUND

Since the commissioning of the core area wastewater treatment project in 2020, the Capital Regional District (CRD) has been responsible for the beneficial reuse of Class A biosolids produced at the Residuals Treatment Facility (RTF). Currently, the CRD is operating under a five-year Short-Term Biosolids Management Plan, with beneficial use options, including incineration as an alternative fuel in a cement manufacturing plant in Richmond, BC, with industrial land reclamation at a quarry near Cassidy, BC and integration with landfill cover systems as contingencies. When none of these options are available, landfilling biosolids at Hartland Landfill is the only alternative. In 2011, the Board banned the land application of biosolids; however, in 2023, given the operational and logistical challenges with the Short-Term Plan, the Board amended its position to allow non-agricultural land application of biosolids as a contingency option. Staff continue to seek additional Short-Term beneficial use contingency options consistent with CRD Board direction (short-term, non-agricultural land application options).

The CRD is also required to develop a Long-Term Biosolids Management Plan by June 2024. Plan development will include input from the Technical and Community Advisory Committee (TCAC; established October 2023), First Nations engagement and public consultation.

Short-term Plan Implementation

A 2023 summary of biosolids production and end use is provided in Appendix A. The CRD produced 2,908 tonnes of Class A Biosolids this past year; 555 tonnes of non-Class A biosolids were produced when the RTF dryer was down for maintenance and that material was handled as controlled waste.

Cement Kiln: Only 67 tonnes of biosolids were able to be sent to the Richmond cement kiln in 2023; no biosolids have been sent to Richmond since November of last year. Maintenance at the facility was not completed in time to send biosolids prior to a planned winter maintenance shutdown. The kiln is expected to reopen in mid-March following equipment repairs.

Land Reclamation in Cassidy, BC: Reclamation of the up-island industrial quarry is being done in phases, meaning there is a short-term limit on the quantity of biosolids that can be received at the facility. This limit was met in early January and, therefore, shipping of biosolids to the quarry has been paused until at least March 2024, depending on how quickly the quarry site utilizes the existing stored biosolids.

Second Quarry Site in the Regional District of Nanaimo, BC: The CRD was approached by a site operator of a second gravel quarry within the Regional District of Nanaimo to receive CRD Class A biosolids for site reclamation. Given the CRD Board's current resolution to allow non-agricultural land application out-of-region, but not in-region, opposition to the site has been raised and the operator has now withdrawn their proposal.

Landfilling: Currently, all biosolids are being landfilled, as no other short-term management options are available. In 2023, the volume of biosolids and mixed soil that were landfilled totalled 9,000 cubic meters. Landfilling is not a beneficial use, as per provincial and federal expectations, and continues to consume valuable airspace that would be better utilized for municipal solid waste.

Long-term Planning

Public Engagement: Public engagement on the Long-term Biosolids Management Plan was launched January 11, 2024 and will close March 6, 2024. The consultant will provide a "What We Heard" report in April. This engagement includes background information, various means to provide feedback, all of which are available via the CRD's Get Involved engagement platform (<https://getinvolved.crd.bc.ca/biosolids>). A virtual open house is scheduled for February 20, 2024. The TCAC is also reviewing the public engagement feedback, along with a review of available beneficial reuse options, and will bring recommendations forward to the Environmental Services Committee.

First Nations Engagement: Staff have retained an engagement consultant to conduct First Nations engagement on long-term biosolids management options and planning. The consultant has experience working with Indigenous communities in BC and anticipates completing First Nations engagement parallel to the public engagement process.

Advanced Thermal Technology Demonstration Plant: A Request for Proposals (RFP) for a technical advisor to support CRD staff in developing terms and technical requirements for a demonstration plant has been issued and closes on March 4. The subsequent RFP for the demonstration plant is expected to be issued in April, with a preferred proponent selected in fall 2024.

Organic Matter Recycling Regulation Technical Working Group Review: In 2023, the provincial Ministry of Environment and Climate Change Strategy conducted a review of the Organic Matter Recycling Regulation, including an evaluation of emerging contaminants of concern in the context of land application. The report was anticipated to be released in late 2023, but staff have been advised that the date has been delayed to the end of Q1 2024.

CONCLUSION

The Capital Regional District continues to implement the Short-Term Biosolids Management Plan while also developing the draft Long-Term Biosolids Management Plan. The program has experienced operational challenges and has inadequate contingency capacity consistent with CRD Board policy to ensure beneficial use of biosolids. These challenges emphasize the need for flexibility in the short-term plan, as well as for a complement of preferred and contingency options in the Long-term Plan. The CRD continues to landfill a significant amount of material, which consumes valuable landfill airspace and is contrary to provincial regulatory direction.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Glenn Harris, Ph.D., R.P.Bio., Senior Manager, Environmental Protection
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: Summary of Biosolids Production and End Use for 2023

SUMMARY OF BIOSOLIDS PRODUCTION AND END USE FOR 2023

February 2024

Amount of Biosolids Produced

In 2023, the Residuals Treatment Facility (RTF) produced 2,980 tonnes of Class A Biosolids. 67 tonnes were used as alternative fuel at a cement manufacturing facility, per the Definitive Plan. An alternative contingency plan, using biosolids during the reclamation of a gravel quarry near Cassidy BC, was developed in 2023, and 680 tonnes of biosolids were beneficially used. 2,233 tonnes were landfilled at Hartland landfill. During August and September, shutdowns of the RTF's dryer required the disposal of 555 tonnes of Non-Class A Biosolids (25% solids) at Hartland Landfill. This is equivalent to 139 tonnes of dried biosolids and represents about 14 days of production.

Biosolids production and end-use data for 2023 is as follows:

Biosolids Type	Produced	End Use		
		Definitive Plan ^b	Alternative Contingency Plan ^c	Hartland Landfill ^d
Dried ^a Class A	2,908 t	67 t	680 t	2,233t
Non-Class A ^e	555	X		555 t

^a Greater than 90% solids

^b Used as an alternative fuel at the Lafarge cement manufacturing facility in Richmond, BC

^c Mixed with sand at Hartland Landfill and stockpiled in Cassidy for future use in quarry reclamation.

^d Class A Biosolids are rendered inert by mixing with soil and landfilled within leachate containment areas, and Non Class A Biosolids are landfilled as a controlled waste.

^e 20-25% solids

Compliance Monitoring

The CRD's contractor, Hartland Resource Management Group (HRMG), tests biosolids produced at the RTF to ensure the biosolids are Class A, as defined by the BC Organic Matter Recycling Regulation (OMRR). Testing is performed by CARO Analytical Services. OMRR specifies that for Class A biosolids, metals concentrations must not exceed "those specified in Trade Memorandum T-4-93 (September 1997), Standards for Metals in Fertilizers and Supplements, as amended from time to time."

The latest version of OMRR can be found at:

<https://www2.gov.bc.ca/gov/content/environment/waste-management/food-and-organic-waste/regulations-guidelines> and the latest version of Trade Memorandum T-4-93 at <https://inspection.canada.ca/plant-health/fertilizers/trade-memoranda/t-4-93/eng/1305611387327/1305611547479>.

In June 2022, the Ministry of Environment and Climate Change Strategy announced the intention to amend OMRR, including new standards for Class A biosolids. Regulatory amendments are expected in 2024. The proposed OMRR Standards have been included in the table for reference.

Values reported in the table below represent the average, minimum and maximum of the 42 samples taken between January and December 2023.

Substance	OMRR Limit ^a (mg/kg dry weight)	Proposed OMRR Standard ^b (mg/kg dry weight)	RTF Biosolids (mg/kg dry weight)		
			Average	Minimum	Maximum
Metals					
Arsenic (As)	666	41	1.91	1.34	2.49
Cadmium (Cd)	177	15	1.49	1.12	1.85
Chromium (Cr)	9,333	1000	39.9	28.2	47.5
Cobalt (Co)	1,333	150	2.90	2.18	3.90
Copper (Cu)	6,666	1500	462	368	594
Mercury (Hg)	44	4	0.591	0.470	0.803
Molybdenum (Mo)	177	20	7.81	5.72	9.98
Nickel (Ni)	1,600	180	18.2	14.1	22.0
Lead (Pb)	4,444	300	29.2	22.4	37.4
Selenium (Se)	124	25	4.69	3.78	6.04
Thallium (Tl)	44	ns	<0.10	<0.10	<0.10
Vanadium (V)	5,777	ns	14.0	9.9	19.1
Zinc (Zn)	16,444	1820	855	634	1170
Fecal Coliforms					
MPN	1,000	1000	<3.0	<3.0	9.7

^a For metals, the maximum allowable concentrations for Class A biosolids are calculated based on a 500 kg/ha annual application rate; for fecal coliforms, the maximum allowable concentration is a fixed value

^b Proposed OMRR standards are tabled for reference - standards subject to change once final OMRR amendment is published.

ns = no standard

For reference, the following CRD reports can be found in the links below:

1. Biosolids Beneficial Use Strategy – <https://www.crd.bc.ca/project/biosolids-beneficial-use-strategy>
2. Definitive Plan – <https://www.crd.bc.ca/docs/default-source/biosolids-pdf/appendix-a-biosolids-beneficial-use-definitive-plan---sylvia.pdf?sfvrsn=7105cfca>
3. Short-Term Biosolids Contingency Plan – https://www.crd.bc.ca/docs/default-source/biosolids-pdf/crd-biosolids-short-term-contingency-plan.pdf?sfvrsn=a2b023cc_2
4. Biosolids Production Reports – <https://www.crd.bc.ca/about/data/biosolids-production>



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REPORT TO CAPITAL REGIONAL DISTRICT BOARD MEETING OF WEDNESDAY, FEBRUARY 14, 2024

SUBJECT 902 Foul Bay Road Housing Agreement Rescission Bylaw

ISSUE SUMMARY

The Capital Regional District (CRD) needs to approve a bylaw that discharges a housing agreement and restrictive covenant taken under Bylaw No. 4501 because the developer-initiated affordable housing proposed for 902 Foul Bay Road is not advancing.

BACKGROUND

The CRD's Regional Housing Division, through discussions with the City of Victoria and Aryze (the Developer), agreed to enter into a housing agreement and restrictive covenant for four below-market resale units as part of an 18-unit development located at 902 Foul Bay Road in the City of Victoria.

At its August 10, 2022 meeting, the CRD Board approved Bylaw No. 4501, "Resale Control and Housing Agreement Bylaw (902 Foul Bay Road), 2022", to support the CRD entering into a Housing Agreement, restrictive covenant, and option to purchase such units with Aryze, to administer resales of four below-market units within the development. A housing agreement is a statutory restriction on use set out under the *Local Government Act* and requires a bylaw amendment and consent of the owner in order to modify or change. These affordable resale housing agreements typically require resale of units at below-market rates of anywhere between 10% to 20%. CRD's agreements are joined with a restrictive covenant, rent charge, and option to purchase to ensure compliance and purchaser awareness of the terms.

Aryze has informed the CRD and City of Victoria that the development as originally proposed cannot advance due to rising interest rates on construction financing. Aryze offered a financial contribution of \$60,000 to the City of Victoria's housing fund as an alternative, which was accepted by the City of Victoria at its December 7, 2023 meeting. Victoria City Council approved the CRD terminate the housing agreement and restrictive covenant.

ALTERNATIVES

Alternative 1

1. That Bylaw No. 4600, "Resale Control and Housing Agreement Rescission Bylaw (902 Foul Bay Road), 2024", be introduced and read a first, second and third time; and
2. That Bylaw No. 4600 be adopted.

Alternative 2

That this report be referred to staff for additional information based on CRD Board direction.

IMPLICATIONS

Service Delivery Implications

This decision will relieve the CRD and the property owner of the obligations in the housing agreement and restrictive covenant. It is consistent with City of Victoria's request and the current goals of the affordable home ownership program, which exists only to support regional housing

service participants in administering housing agreements. Changing market conditions are a known issue and concern with this program, as they also effect the ability of owners to resell properties and the ability of future purchasers to get financing to purchase even “affordable” units.

While the CRD Board is the ultimate authority and could choose to leave the housing agreement and restrictive covenant on title, this would not be in keeping with the goals of the affordable home ownership program, which exists only to support regional housing service participants in administering housing agreements. It would also not be in keeping with past practice, which has permitted discharge or abandonment of charges where projects cannot proceed (typically where rezoning is not granted).

Legal Implications

The *Local Government Act* requires any change or modification to a housing agreement to be done by bylaw. Amending Bylaw No. 4600 permits the housing agreement to be discharged and that the Chair, Corporate Officer, or Chief Administrative Officer may sign instruments related to the discharge and take any actions necessary and incidental to affect the discharge.

CONCLUSION

The CRD agreed to enter into a Housing Agreement with Aryze to administer resales of below-market housing units. The project will not advance and the City of Victoria Council has approved that CRD discharge the housing agreement and restrictive covenant.

RECOMMENDATION

1. That Bylaw No. 4600, “Resale Control and Housing Agreement Rescission Bylaw (902 Foul Bay Road), 2024”, be introduced and read a first, second and third time; and
2. That Bylaw No. 4600 be adopted.

Submitted by:	Don Elliott, MUP, Senior Manager, Regional Housing
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., Chief Administrative Officer

ATTACHMENTS

- Appendix A: Bylaw No. 4600
- Appendix B: Certified Copy of Resolution of City of Victoria

CAPITAL REGIONAL DISTRICT
BYLAW NO. 4600

A BYLAW TO AUTHORIZE DISCHARGE OF A HOUSING AGREEMENT
(902 FOUL BAY ROAD)

WHEREAS:

- A. The owner of lands legally described as PID 007-652-674, Block G, Section 68, Victoria District, Plan VIP1247, known as 902 Foul Bay Road, planned to develop such lands in the City of Victoria to provide, among market housing, four (4) units of affordable housing;
B. Under the Local Government Act, RSBC 2015, c 1, section 483, the Capital Regional District entered into a housing agreement and Land Title Act, RSBC 1996, c 250 restrictive covenant under Bylaw No. 4501, "Resale Control and Housing Agreement Bylaw (902 Foul Bay Road), 2022", to secure the affordable housing;
C. The owner has informed the City of Victoria the affordable housing component will not proceed, and the City of Victoria at open meeting December 7, 2023 endorsed discharge of the housing agreement and restrictive covenant in exchange for a minimum \$60,000 donation to the City of Victoria's housing fund, which has been received;
D. The Capital Regional District Board wishes to permit discharge of the housing agreement and restrictive covenant at 902 Foul Bay Road;

NOW THEREFORE, the Capital Regional District Board in open meeting assembled hereby enacts as follows:

- 1. The Capital Regional District is authorized to discharge the Local Government Act section 483 housing agreement and Land Title Act section 219 covenant authorized by Bylaw No. 4501, "Resale Control and Housing Agreement Bylaw (902 Foul Bay Road), 2022" (the "Housing Agreement").
2. The Chief Administrative Officer is authorized to execute the Housing Agreement discharge and the Corporate Officer is authorized to discharge the Notice of the Housing Agreement.
3. This Bylaw may be cited for all purposes as "Resale Control and Housing Agreement Rescission Bylaw (902 Foul Bay Road), 2024".

READ A FIRST TIME THIS day of 20__
READ A SECOND TIME THIS day of 20__
READ A THIRD TIME THIS day of 20__
ADOPTED THIS day of 20__

CHAIR

CORPORATE OFFICER



1 CENTENNIAL SQUARE, VICTORIA, BC V8W 1P6 | victoria.ca

Legislative Services

1 Centennial Square, Victoria, BC V8W 1P6
legislativeservices@victoria.ca | 250.361.0571

December 20, 2023

Certified Council Resolution

902 Foul Bay Road: Request to endorse discharge of a covenant and housing agreement (Fairfield)

That Council approve the Capital Regional District (CRD) terminating the housing agreement and Section 219 Covenant (registered under charge number CB104564 and notation number CB137177) between the CRD and the owner, which designated four dwelling units as affordable home ownership units for the property located at 902 Foul Bay Road, subject to a contribution of a minimum of \$60,000 to the City of Victoria's Housing Reserve Fund.

A Certified true copy of a Council Resolution from the December 7, 2023 meeting.

Dated this 20th day of December, 2023.

Sincerely,

A handwritten signature in blue ink, appearing to read "Crystal Anderson".

Crystal Anderson
Deputy City Clerk
City of Victoria

**CAPITAL REGIONAL DISTRICT
BYLAW NO. 4574**

**A BYLAW TO AMEND SHIRLEY FIRE PROTECTION AND EMERGENCY RESPONSE SERVICE
AREA ESTABLISHMENT BYLAW NO. 1, 1991**

WHEREAS:

- A. Under Bylaw No. 1927, "Shirley Fire Protection and Emergency Response Service Establishment Bylaw No. 1, 1991", the Regional Board established a service to provide fire protection service to residents of the Local Service Area (the "Service");
- B. By petition under section 337 of the *Local Government Act* and under section 2 of the *Regional District Establishing Bylaw Approval Exemption Regulation*, a landowner requests inclusion into the service area and has provided a compliant petition;
- C. The Electoral Area Director for the Juan de Fuca Electoral Area has consented to the modifications to the establishing bylaw under ss. 347 and 349 of the *Local Government Act*; and
- D. The Board wishes to amend Bylaw No. 1927 to ensure fire protection and emergency response in the community;

NOW THEREFORE, the Capital Regional District Board in open meeting assembled hereby enacts as follows:

- 1. Bylaw No. 1927, "Shirley Fire Protection and Emergency Response Service Establishment Bylaw No. 1, 1991" is hereby amended by replacing Schedule "A" in its entirety with the attached amended Schedule "A".
- 2. This Bylaw may be cited for all purposes as "Shirley Fire Protection and Emergency Response Service Establishment Bylaw No. 1, 1991, Amendment Bylaw No. 3, 2023".

READ A FIRST TIME THIS	13 th	day of	December	2023
READ A SECOND TIME THIS	13 th	day of	December	2023
READ A THIRD TIME THIS	13 th	day of	December	2023
APPROVED BY THE ELECTORAL AREA DIRECTOR THIS	12 th	day of	January,	2024
ADOPTED THIS		day of		2024

CHAIR

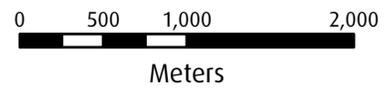
CORPORATE OFFICER



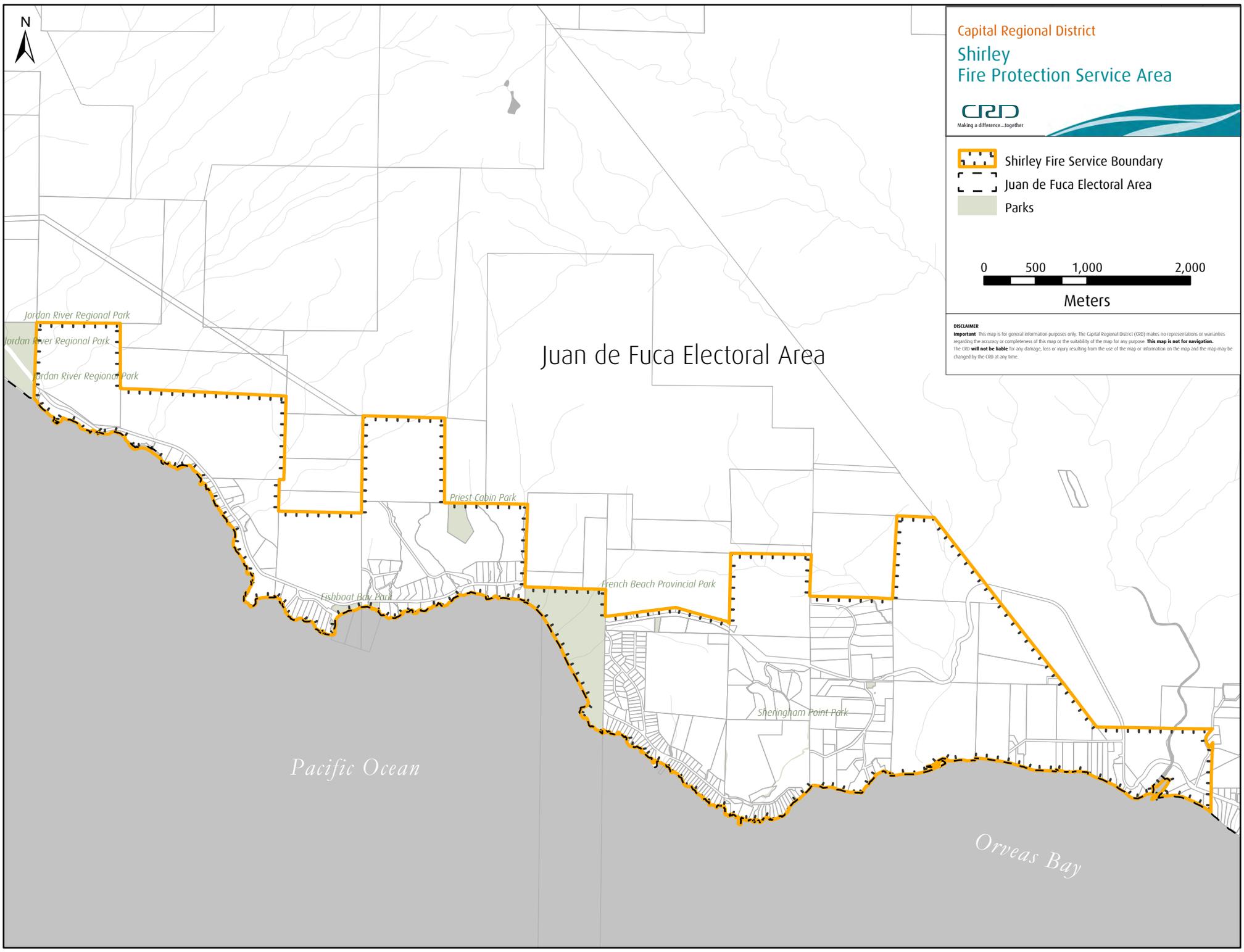
Capital Regional District
Shirley
Fire Protection Service Area



-  Shirley Fire Service Boundary
-  Juan de Fuca Electoral Area
-  Parks



DISCLAIMER
 Important: This map is for general information purposes only. The Capital Regional District (CRD) makes no representations or warranties regarding the accuracy or completeness of this map or the suitability of the map for any purpose. **This map is not for navigation.**
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Juan de Fuca Electoral Area

Pacific Ocean

Orveas Bay