

Municipality of North Cowichan

Committee of the Whole

AGENDA

Tuesday, December 8, 2020, 6:00 p.m.
Electronically

Pages

1. CALL TO ORDER

This meeting, though electronic, is open to the public. All representations to Council form part of the public record. Proceedings will be streamed live and archived at www.northcowichan.ca.

Members of the public may join this online meeting and participate in the Public Input and Question Period portions of the meeting.

- To join by computer, smartphone, or tablet, visit northcowichan.ca/virtualmeeting for instructions.
- To join by telephone, dial 1.844.426.4405, enter the meeting ID 141 270 9710, and then press # to join the meeting.

2. APPROVAL OF AGENDA

Recommendation:

That the Committee of the Whole agenda be adopted as circulated [or as amended].

3. ADOPTION OF MINUTES

4 - 11

Recommendation:

That the minutes of the Committee of the Whole meetings held November 10, 2020, November 24, 2020 and December 2, 2020 be adopted, as circulated.

4. PUBLIC INPUT

Opportunity for brief verbal and written input from public participants regarding subsequent agenda items.

- **To submit your comments in writing**, please email Agenda@northcowichan.ca by 5:00 p.m. on Monday, December 7, 2020. An Addendum Agenda, with all submissions received, will be published to the website at northcowichan.ca/agendas by 6:00 p.m. on Monday, December 7, 2020.
- **To submit your comments verbally**, use the "raise your hand" button or dial *3 on your phone to be added to the queue. Each speaker will have up to three minutes to share their comments with Council.

5. BUSINESS

5.1. Presentation of Departmental Business Plans

Purpose: To discuss with Council the proposed 2021 business plans for the Engineering, Environmental, Fire and Bylaw Services, Forestry, Planning and Building departments; the annual business plans support Council's impending budget 2021 deliberations and demonstrate how each service area proposes to operationalize Council's Strategic Plan, and other Master Plans of Council, consistent with Council's Strategic Plan Administration Policy.

5.1.1. Engineering Business Plan Presentation 12 - 45

Presentation by the Senior Manager, Engineering, Clay Reitsma

5.1.2. Environmental Business Plan Presentation 46 - 61

Presentation and report on a staffing request for Environmental Services, by the Director of Engineering, Dave Conway.

Recommendation:

That Council accept the Director of Engineering's December 8, 2020 report for information.

5.1.3. Fire and Bylaw Business Plan Presentation 62 - 89

Presentation by the Manager of Fire and Bylaw Services, Martin Drakeley and report on a staffing request for the Fire Department, by the General Manager of Financial and Protective Services, Mark Frame.

Recommendation:

That the Committee of the Whole recommends to Council:

That Council direct staff to include an Assistant Fire Chief position in the 2021 Budget effective January 1, 2021.

5.1.4. Forestry Business Plan Presentation 90 - 106

Presentation by the Municipal Forester, Shaun Mason and report on the Forestry Operating Deficit, by the Director of Parks and Recreation, Don Stewart.

Recommendation:

That Committee of the Whole recommends to Council:

That the Forest Reserve Fund be used to cover the 2021 operating budget deficit for the Forestry department while the forestry review, public engagement and First Nations consultation are on-going.

5.1.5. Planning and Building Business Plan Presentation 107 - 142

Presentation and report for information purposes on a staffing request for the Planning Department, by the Director of Planning and Building, Rob Conway.

Recommendation:

That Council accept the Director of Planning and Building's December 8, 2020 report for information.

6. **NEW BUSINESS**

7. **QUESTION PERIOD**

A 10-minute recess to be provided to give the public watching the livestream an opportunity to submit their questions by email to QP@northcowichan.ca regarding the business discussed at this meeting.

When the meeting reconvenes, the electronic public participants (both online and callers) will have an opportunity to ask brief questions regarding the business of this meeting by using the **"raise your hand" button or dial *3 to be placed in the queue.** Questions received by email will then be read out in the order they were received.

8. **ADJOURNMENT**

Recommendation:

That the meeting be adjourned at _____ p.m.

Municipality of North Cowichan Committee of the Whole MINUTES

**November 10, 2020, 6:00 p.m.
Electronically**

Members Present	Councillor Tek Manhas, Chair Mayor Al Siebring Councillor Rob Douglas Councillor Christopher Justice Councillor Kate Marsh Councillor Rosalie Sawrie Councillor Debra Toporowski
Staff Present	Ted Swabey, Chief Administrative Officer (CAO) Sarah Nixon, Deputy Chief Administrative Officer (D/CAO) David Conway, Director Engineering George Farkas, Director, Human Resources and Corporate Planning Rob Conway, Director, Planning and Building Clay Reitsma, Senior Manager, Engineering Megan Jordan, Manager, Communications and Public Engagement Chris Hutton, Community Planning Coordinator Michelle Martineau, Corporate Officer Tricia Mayea, Deputy Corporate Officer

1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 6:00 p.m.

2. APPROVAL OF AGENDA

IT WAS MOVED AND SECONDED:

That the Committee of the Whole agenda be adopted as circulated. CARRIED

3. ADOPTION OF MINUTES

3.1 Committee of the Whole meeting held October 13, 2020 for adoption

IT WAS MOVED AND SECONDED:

That Council adopt the minutes of the Committee of the Whole meeting held October 13, 2020. CARRIED

4. PUBLIC INPUT

The Committee received no submissions via email prior to the meeting.

5. BUSINESS

5.1 Official Community Plan (OCP) Draft Principles, Goals and Vision Statement

Suzy Lunn, Senior Planner, and Rob Barrs, Principal, Senior Planner, from MODUS Planning, Design & Engagement provided a presentation regarding North Cowichan OCP Vision, Goals and Principles.

Council agreed by unanimous consent to submit the three additional OCP principles outlined by Councillor Justice to MODUS to receive for information and to consider incorporating it into the OCP.

Council agreed by unanimous consent to submit the additional OCP vision statements outlined by Councillor Justice to MODUS to receive for information and to consider incorporating it into the OCP.

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends to Council:

That Council accepts the Vision and Goals Survey Summary Report and receives the Draft Principles, Goals and Vision Statement Interim Report for information. CARRIED

The meeting recessed by unanimous consent at 7:43 p.m. and reconvened at 7:55 p.m.

5.2 Official Community Plan (OCP) Project Status Update

Chris Hutton, Community Planning Coordinator provided an OCP project status update that included timeline impacts, budget impacts, an updated timeline, dependent projects, and community character mapping.

Councillor Douglas left the meeting at 8:05 p.m.

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends to Council:

That Council accepts the Official Community Plan (OCP) Project Status Update report. CARRIED

5.3 Environmental Advisory Committee Terms of Reference

David Conway, Director, Engineering, workshopped with Council to determine the desired Environmental Advisory Committee Terms of Reference.

Councillor Douglas returned to the meeting at 8:38 p.m.

IT WAS MOVED AND SECONDED:

That the meeting be extended until 10:00 p.m. CARRIED

Council agreed by unanimous consent that the following be included in the Environmental Advisory Committee Terms of Reference:

- The Committee shall meet bi-monthly through the completion of the OCP and then re-evaluate the meeting frequency after that.

- There shall be one Council member appointed to the Committee who will be the Chair.
- The membership shall consist of members from the public who have expertise in the environmental field as a first priority, and sector representation shall be of secondary consideration.
- The roles and functions of the Committee shall include "other emerging issues referred to by Council" in addition to the ones noted in the draft Terms of Reference provided to Council.

5.4 Local Government and First Nations Relationships Training

IT WAS MOVED AND SECONDED:

That item 5.4 [Local Government and First Nations Relations Training] be deferred to the next Committee of the Whole meeting. CARRIED

5.5 Council Training Opportunities

Council by unanimous consent agreed to defer the discussion regarding Council Training Opportunities to the next Committee of the Whole meeting.

6. NEW BUSINESS

None.

7. QUESTION PERIOD

Chair Manhas called for a recess at 9:16 p.m. to allow viewers to submit questions via email on the matters discussed during the meeting. One question had been submitted when the meeting reconvened at 9:26 p.m.

8. ADJOURNMENT

IT WAS MOVED AND SECONDED:

That the meeting be adjourned at 9:28 p.m. CARRIED

Certified by Corporate Officer

Signed by Mayor

Municipality of North Cowichan Committee of the Whole MINUTES

**November 24, 2020, 6:00 p.m.
Electronically**

Members Present	Councillor Tek Manhas, Chair Mayor Al Siebring Councillor Rob Douglas Councillor Christopher Justice Councillor Kate Marsh Councillor Rosalie Sawrie Councillor Debra Toporowski
Staff Present	Ted Swabey, Chief Administrative Officer (CAO) Sarah Nixon, Deputy Chief Administrative Officer (D/CAO) Mark Frame, General Manager, Financial and Protective Services David Conway, Director, Engineering Clay Reitsma, Senior Manager, Engineering Don Stewart, Director, Parks and Recreation Rob Conway, Director, Planning and Building Shawn Cator, Director, Operations George Farkas, Director, Human Resources and Corporate Planning Walter Wiebe, Senior Manager, Financial Services Jason Birch, Chief Information Officer Megan Jordan, Manager, Communications and Public Engagement Jamie Goodman, Manager, Budgets and Infrastructure Marla Laycock, Human Resources Advisor Rohan Bender, Health, Safety and Disability Management Advisor Chris Bear, Inspector North Cowichan / Duncan RCMP Michelle Martineau, Corporate Officer Tricia Mayea, Deputy Corporate Officer

1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 6:07 p.m.

2. APPROVAL OF AGENDA

Council added one late item [Webex discussion] to the agenda under New Business Item 5.1.

IT WAS MOVED AND SECONDED:

That the Committee of the Whole agenda be adopted as amended.

CARRIED

3. PUBLIC INPUT

The Committee received no submissions via email prior to the meeting and there were no public attendees at that time.

4. BUSINESS

4.1 Presentation of Departmental Business Plans

An opening presentation provided an overview of the departmental business plan presentations; highlighting the purpose and content of the plans, the 2021 budget schedule, the business planning process and what is new in the 2021 plans.

The Committee received the following staff presentations:

- CAO Office Departmental Business Plan
- Human Resources and Corporate Planning Department Business Plan
- Financial Services Business Plan
- RCMP Departmental Business Plan
- Information Management and Information Technology Business Plan
- Operations Department Business Plan
- Parks and Recreation Departmental Business Plan

Highlights from each presentation included:

- Organizational structure
- Staffing levels
- Department focus
- Overview of the core areas of business
- COVID-19 impacts
- Projected business plan deliverables
- Statistical information
- Operational budget – supplemental budget requests
- Operating budget
- Capital budget
- Climate emergency priorities
- Key performance indicators

Details of the departmental business plan presentations were included in the agenda package that was published to the District's website.

IT WAS MOVED AND SECONDED:

That the meeting be extended until 10:00 p.m.

CARRIED

IT WAS MOVED AND SECONDED:

That the meeting be extended until 11:00 p.m.

CARRIED

4.1.1 Information Report for 2021 Procurement Position Request

4.1.2 RCMP Office Supervisor/Police Support Services

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends:

That Council direct staff to include a RCMP Office Supervisor/Police Support Services position in the 2021 Budget effective January 1, 2021.

CARRIED

5. NEW BUSINESS

5.1 Webex Discussion

The impacts of the COVID-19 pandemic on how meetings are being administered using the Webex platform was discussed.

6. QUESTION PERIOD

Councillor Manhas called for a recess at 10:19 p.m. to allow viewers to submit questions via email or verbally online on the matters discussed during the meeting. One question had been submitted in relation to item 4.1 when the meeting reconvened at 10:30 p.m.

7. ADJOURNMENT

IT WAS MOVED AND SECONDED:

That the meeting be adjourned at 10:32 p.m.

CARRIED

Certified by Corporate Officer

Signed by Mayor

Municipality of North Cowichan Committee of the Whole MINUTES

**December 2, 2020, 6:00 p.m.
Electronically**

Members Present	Councillor Tek Manhas, Chair Mayor Al Siebring Councillor Rob Douglas Councillor Christopher Justice Councillor Kate Marsh Councillor Rosalie Sawrie Councillor Debra Toporowski
Staff Present	Ted Swabey, Chief Administrative Officer (CAO) Sarah Nixon, Deputy Chief Administrative Officer (D/CAO) Jason Birch, Chief Information Officer Megan Jordan, Manager, Communications and Public Engagement Michelle Martineau, Corporate Officer Tricia Mayea, Deputy Corporate Officer

1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 6:02 p.m.

2. APPROVAL OF AGENDA

IT WAS MOVED AND SECONDED:

That the Committee of the Whole agenda be adopted as presented.

CARRIED

3. PUBLIC INPUT

The Committee received no submissions via email prior to the meeting.

4. BUSINESS

4.1 Local Government and First Nations Relationship Training

IT WAS MOVED AND SECONDED:

That the following motion be amended to strike out the words '*January 15, 2021 or December 18, 2020*' and add the words '*and direct staff to conduct a Doodle Poll to determine the dates*' after the words '*at the cost of \$4,500*'.

"That the Committee of the Whole recommends to Council:

That staff be directed to coordinate the "Working Effectively with Indigenous People" virtual training through Indigenous Corporate Training Inc. on January 15, 2021 or December 18, 2020, at the cost of \$4,500."

CARRIED

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends to Council:

That staff be directed to coordinate the "Working Effectively with Indigenous People" virtual training through Indigenous Corporate Training Inc. at the cost of \$4,500, and direct staff to conduct a Doodle Poll to determine the dates. CARRIED

4.2 Council Training Opportunities

The Committee deferred further discussion on the matter '*Council Training Opportunities*' to a future meeting and requested that the Corporate Officer survey members of Council on which training opportunities they felt were a priority for Council to receive, pending the results from that survey.

5. NEW BUSINESS

None.

6. QUESTION PERIOD

Councillor Manhas called for a recess at 6:41 p.m. to allow viewers to submit questions via email on the matters discussed during the meeting. No questions had been submitted when the meeting reconvened at 6:51p.m.

7. ADJOURNMENT


IT WAS MOVED AND SECONDED:

That the meeting be adjourned at 6:52 p.m.

CARRIED

Certified by Corporate Officer

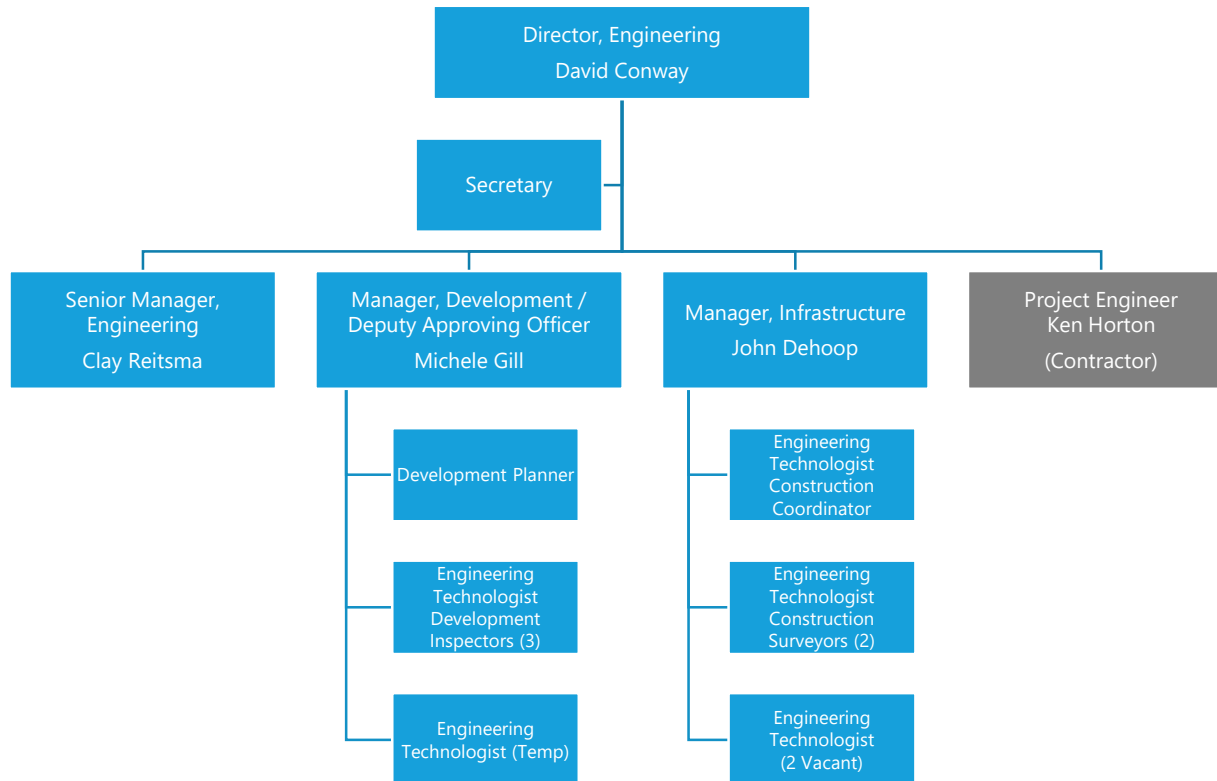
Signed by Mayor



ENGINEERING DEPARTMENT BUSINESS PLAN

Committee of the Whole
December 8, 2020

ORGANIZATIONAL STRUCTURE



STAFFING LEVELS

16

Total positions
as of October 30, 2020

14 Full Time, Permanent (2 vacant)

1 Term/Temporary

1 Contractor

(Exempt 5; CUPE 10; Contractor 1)

DEPARTMENT FOCUS

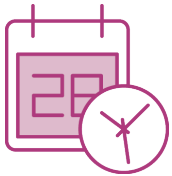
The Engineering Department is primarily responsible for:

- providing technical expertise to other departments with respect to municipal services and projects;
- reviewing and approving development projects;
- designing and overseeing construction of capital projects;
- implementing the asset management plan;
- providing technical expertise in the creation and management of Council's approved 5 year Capital plan.



CORE BUSINESS

The Engineering Department is responsible for four key services:



**ASSET
MANAGEMENT**



**CAPITAL
PROJECTS**



**DEVELOPMENT
ENGINEERING**



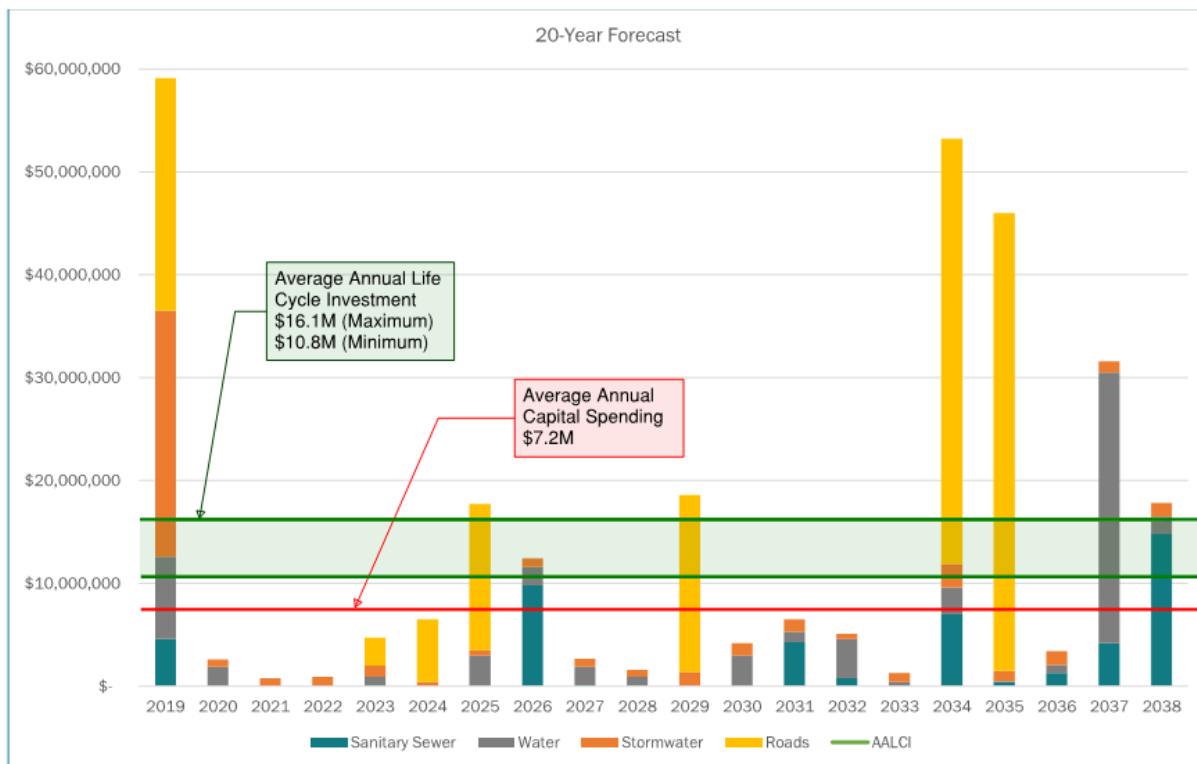
PERMITTING

ASSET MANAGEMENT

The Engineering Department is responsible for the following assets under the Municipality's Asset Management plan:

- Drinking Water Assets
- Storm Water Assets
- Wastewater Assets
- Roads Assets
- Natural Assets

ASSET MANAGEMENT



ASSET MANAGEMENT: DRINKING WATER

Assets: Approximately **240 km** of pipes valued at **\$208M**, 5 dams, 7 pump stations, 16 reservoirs, and 10,000 connections.

SOUTH END

Ground water source (Cowichan Aquifer).
60 km of pipes.
4 pump stations.
12 reservoirs.
Backup water can be supplied to South End water system via City of Duncan Water System.

CROFTON WATER

Surface water source (Cowichan River) via Paper Excellence pulp mill.
27 km of pipes.
2 pump stations.
3 reservoirs.
2 dams (@ Crofton Lake).
Backup water can be supplied from South End water system.

CHEMAINUS WATER

Surface water source (Holyoak Lake) and ground water source (Chemainus Aquifer).
54 km of pipes.
1 pump station.
2 reservoirs.
3 dams (2 @ Holyoak, 1 @ Banon Reservoir).

- City of Duncan supplies water to a few areas surrounding the City limits within the Municipality.
- Private water systems have been discouraged with the exception of bare land stratas and 25 homes in Genoa Bay (circa 1967).

ASSET MANAGEMENT: DRINKING WATER

Management of drinking water supply, including treatment, reservoirs, distribution system

KEY SERVICES

- Define and manage capital projects for replacement of existing infrastructure and new infrastructure.
- Future planning of water supply and distribution infrastructure.
- Compliance reporting to the Province (9 reports/yr).
- Engineering technical assistance to Operations.
- Assist with emergency response.
- Working with First Nations and other local governments.

ASSET MANAGEMENT: STORM WATER

Management of storm water and flood protection

ASSETS

- 160km of pipes valued at \$213M
- 16 managed wet lands
- 5 flood pump stations
- 4 km of dykes

KEY SERVICES

- Define and manage capital projects for replacement of existing infrastructure and new infrastructure.
- Future planning of storm water and flood protection infrastructure.
- Engineering technical assistance to Operations.
- Monitor and manage storm runoff in streams, lakes and wetlands.
- Assist with emergency response.
- Working with First Nations and other local governments.

ASSET MANAGEMENT: WASTEWATER

Assets: Approximately **150 km** of pipes valued at **\$188M**, 14 pump stations, 4 treatment plants.

SOUTH END

- JUB WWTP (aerated lagoon with tertiary add-on)
- 103 km of pipes
- 13 pump stations
- Co-owned with Duncan
- Serves DNC, Duncan, CVRD and Cowichan Tribes
- Freshwater discharge to Cowichan River

CROFTON

- Crofton WWTP (secondary treatment, aerobic digestion)
- 18 km of pipes
- 4 pump stations
- Serves DNC, Penelakut First Nation (Halalt First Nation pending)
- Marine discharge to Osborne Bay

CHEMAINUS

- Chemainus WWTP (secondary treatment, aerobic digestion, biosolids dewatering)
- 29 km of pipes
- 7 pump stations
- Marine discharge to Stuart Channel

MAPLE BAY

- Maple Bay WWTP (secondary treatment, membrane filtration)
- 1 km of pipes (privately owned)
- Marine discharge to Maple Bay

ASSET MANAGEMENT: WASTEWATER

Management of wastewater systems including, collection, treatment and capital upgrades.

KEY SERVICES

- Define and manage capital projects for replacement of existing infrastructure and new infrastructure.
- Future planning of wastewater collection and treatment infrastructure.
- Compliance reporting to the Province and Canada (28 reports/yr).
- Engineering technical assistance to Operations.
- Assist with emergency response .
- Working with First Nations and other local governments.

ASSET MANAGEMENT: ROADS

KEY FACTS:

- Approximately **280 kilometres** of paved roads valued at **\$220M**.
- Bare land stratas own and maintain private roads themselves.
- Approximately \$3.0M per year is budgeted for renewals, replacement and improvements.

7 bridges across rivers and streams:

- Lakes Road
- Herd Road
- Chemainus Road
- Canada Avenue (2 bridges nearing end of useful life)
- Gibbins Road
- Westholme Road

3 footbridges:

- Somenos Creek
- Chemainus Lake
- Kingston Park

4 large diameter culverts:

- Richards Trail
- Mary Street
- Drinkwater Road
- Menzies Road

MOTI roadways within the Municipality include:

- Crofton Road
- Tzouhalem Road
- Mount Sicker Road (Chemainus Road east of Trans Canada Highway)

ASSET MANAGEMENT: ROADS – CONT'D

KEY SERVICES:

- Define and manage capital projects for replacement of existing infrastructure and new infrastructure.
- Future planning of transportation infrastructure.
- Engineering technical assistance to Operations.
- Assist with emergency response.
- Working with First Nations and other local governments and the Province.



DEVELOPMENT ENGINEERING

Reviews, responds to inquiries, processes permits associated with the development of land as it relates to subdivision and municipal infrastructure and services.

KEY SERVICES:

- Subdivision applications and approvals
- Inspections Services (water, sanitary sewer, drainage, roads)
- Development Construction Approvals for Municipal Works
- Assists in pre-application reviews and prepares internal reports for applications processed through the Planning department, such as
 - Rezoning Applications,
 - Development Permits, and
 - Development Variance Permits
- Internal reports for Building Services
- Processes applications for municipal services to land
- Official Community Plan advisory services

KEY SUBDIVISION FACTS:

- 95% of new lots were fee simple lots and 5% were strata lots in 2020
- New lots created:
 - South End: 75%
 - Chemainus: 13%
 - Crofton: 8%
 - Rural: 4%
- Numbers include Preliminary Layout Assessments, Final Applications, Extensions, Amendments and Final Approvals.

ENGINEERING: PERMITTING

OTHER FACTS

The Engineering Department issues the following permits:

- Utility Permits (Hydro, TELUS, Shaw and FortisBC)
- Highway (Driveway) Access Permits
- Highway (Road) Construction Permits
- Blasting Permits
- Temporary Use Permits (Parades, Street Celebrations, etc.)
- Hydrant Use Permits

2021 BUSINESS PLAN

PROJECTED BUSINESS PLAN DELIVERABLES

Actions/Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> • Ensure compliance with Island Health requirements for drinking water (Chemainus, Crofton, South End). • South End Water System Alternate Supply. • Construct South End Trunk Main on Highway. 	<p>Ongoing</p> <p>2021</p> <p>2021</p>	Council Strategic Plan

PROJECTED BUSINESS PLAN DELIVERABLES

Actions/Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> • Agreement with Cowichan Tribes for Genoa Bay Water. 	2021	Council Strategic Plan
<ul style="list-style-type: none"> • Boys Rd Water PS Trunk Main Replacement. 	2022	
<ul style="list-style-type: none"> • Interconnect with City of Duncan (backup water supply). 	2023	
<ul style="list-style-type: none"> • Replacement of piping and facilities prior to end of service life (more formalized asset management planning). 	Ongoing	Council Strategic Plan
<ul style="list-style-type: none"> • Canada Avenue Floodgate, Road Raising, and Bridge Designs. 	2020	

PROJECTED BUSINESS PLAN DELIVERABLES

Actions/Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> Ensure compliance with Provincial and Federal requirements for sewage effluent (Chemainus STP, Crofton STP, JUB STP, Maple Bay STP). Relocate the Joint Utility Board Effluent Outfall. Replace the Maple Bay Road PS. Chemainus STP: New screen. 	<p>Ongoing</p> <p>2018</p> <p>2021</p> <p>2021</p>	Council Strategic Plan

PROJECTED BUSINESS PLAN DELIVERABLES

Actions/Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> Chemainus STP: New sludge thickener. Crofton STP: New screen. Crofton STP: New secondary clarifiers (2). Acquire SRW for Bell McKinnon sanitary sewer. 	<p>2021</p> <p>2021</p> <p>2022</p> <p>2021</p>	Council Strategic Plan

PROJECTED BUSINESS PLAN DELIVERABLES

Actions/Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> Master Transportation Plan (related to OCP). 	2020	Council Strategic Plan
<ul style="list-style-type: none"> Canada Avenue Complete Streets concept design. 	2020	
<ul style="list-style-type: none"> Asset Management Plan development (Phase 1). 	Complete	Master Plan of Council (Asset Management Investment Plan)
<ul style="list-style-type: none"> Create 10 year capital plan. 	2021	
<ul style="list-style-type: none"> Inventory of natural assets 	2022	Council Strategic Plan
<ul style="list-style-type: none"> Integrate natural assets into the overall asset management plan. 	2022	Master Plan of Council (Asset Management Investment Plan)

PROJECTED BUSINESS PLAN DELIVERABLES

Actions/Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> Update Subdivision Bylaw (incl. Engineering Design Standards). 	2021	Council Strategic Plan
<ul style="list-style-type: none"> Update Development Cost Charge (DCC) Bylaw (after outcome of OCP review) 	2022	
<ul style="list-style-type: none"> New Hospital at Bell McKinnon. 	2021	Council Strategic Plan
<ul style="list-style-type: none"> New High School. 	2021	
<ul style="list-style-type: none"> RCMP offsite works. 	2021	
<ul style="list-style-type: none"> Improve pedestrian safety on Boys Road. 	2022	Council Strategic Plan

OPERATING BUDGET – SUPPLEMENTAL BUDGET REQUESTS

- Ten Year Capital Plan Study (Asset Management):
 - Roads & Drainage
 - Sanitary & Water
- Subdivision Bylaw Update
- Crofton Water System Potable Water Assessment

Source of funding

General Taxation: \$40k

Utility Fees: \$60k

General Taxation: \$50k

Utility Fees: \$50k

OPERATING BUDGET

	2020 Budget	2021 Budget	\$ Change	% Change	2020 YTD
REVENUE					
Sales of Service	\$ 152,000	\$ 151,500	\$ (500)	0%	\$ 122,620
TOTAL REVENUES	\$ 152,000	\$ 151,500	\$ (500)	0%	\$ 122,620
EXPENSES					
Administration	\$ 1,716,402	\$ 1,958,500	\$ 242,098	14%	\$ 1,054,436
TOTAL EXPENSES	\$ 1,716,402	\$ 1,958,500	\$ 242,098	14%	\$ 1,054,436

MAJOR CAPITAL PROJECTS

Roads (Project Value > \$100,000)

+ Cowichan Lake Rd Sidewalk	\$180,000
+ Ford Road Improvements for RCMP Site	\$250,000
+ Menzies Rd Overlay and Bike Lanes	\$290,000
+ Murchie Rd	\$552,000
+ River Road Overlay	\$200,000
+ Sherman Road Sidewalk South Side	\$229,000
+ Canada Ave Complete Streets	\$300,000
+ Canada Ave Flood Gate, Road Raise, and Bridge Replacement	\$2,016,429
Grand Total	\$4,017,429

MAJOR CAPITAL PROJECTS

Drainage (Project Value > \$50,000)

+ Elkington Ave Proposed Drain & Replacement	\$75,000
+ Genoa Bay Rd Culvert Replacement 1200 mm	\$55,000
+ Hayhurst Creek Erosion	\$90,000
+ Mary Street Culvert Replacement (Fish Window)	\$75,000
+ River Road Drainage Improvements	\$66,500
Grand Total	\$361,500

MAJOR CAPITAL PROJECTS

Water (Project Value > \$100,000)

+ SE Emergency Water Supply	\$130,000
+ Smiley Rd Water Main	\$890,000
+ TCH Water Main	\$1,326,000
+ Chemainus Reservoir Power Supply Cable Replacement	\$100,000
+ Crofton Lake Saddle Dam	\$100,000
+ Osborne Bay Reservoir	\$200,000
+ Robert St Services Switchover	\$200,000
Grand Total	\$2,946,000

MAJOR CAPITAL PROJECTS

Sanitary (Project Value > \$100,000)

<input type="checkbox"/> Chemainus Sanitary Asset Mgmt Based Main Replacements	\$194,510
<input type="checkbox"/> Crofton Sanitary Asset Mgmt Based Main Replacements	\$200,000
<input type="checkbox"/> Hospital Sewer Trunk Main	\$200,000
<input type="checkbox"/> Southend Sanitary Asset Mgmt Based Main Replacements	\$400,000
<input type="checkbox"/> Maple Bay Road Sanitary PS Replacement	\$195,000
Grand Total	\$1,189,510

MAJOR CAPITAL PROJECTS

JUB (Project Value > \$100,000)

JUB Outfall Relocation Project	\$1,677,912
01 - FN/Public Consultation	\$16,000
02 - REMP	\$202,018
03 - Preliminary Design Phase	\$309,560
04 - Detailed Design Phase	\$1,150,334
Grand Total	\$1,677,912

CAPITAL BUDGET – KEY PROJECTS

Expense	2020	2021	2022	2023	2024	2025
Roads capital	\$5,942,000	\$4,365,180	\$2,566,500	\$3,127,800	\$3,190,400	\$3,254,200
Drainage capital	\$492,500	\$494,500	\$534,500	\$545,190	\$556,090	\$567,210



CLIMATE EMERGENCY PRIORITIES

CLIMATE EMERGENCY PRIORITIES

Engineering



PRIORITY 1:

Canada Avenue
Floodgate
(Adaptation)



PRIORITY 2:

Relocate the Joint
Utility Board Sewage
Outfall
(Adaptation)

KEY PERFORMANCE INDICATORS

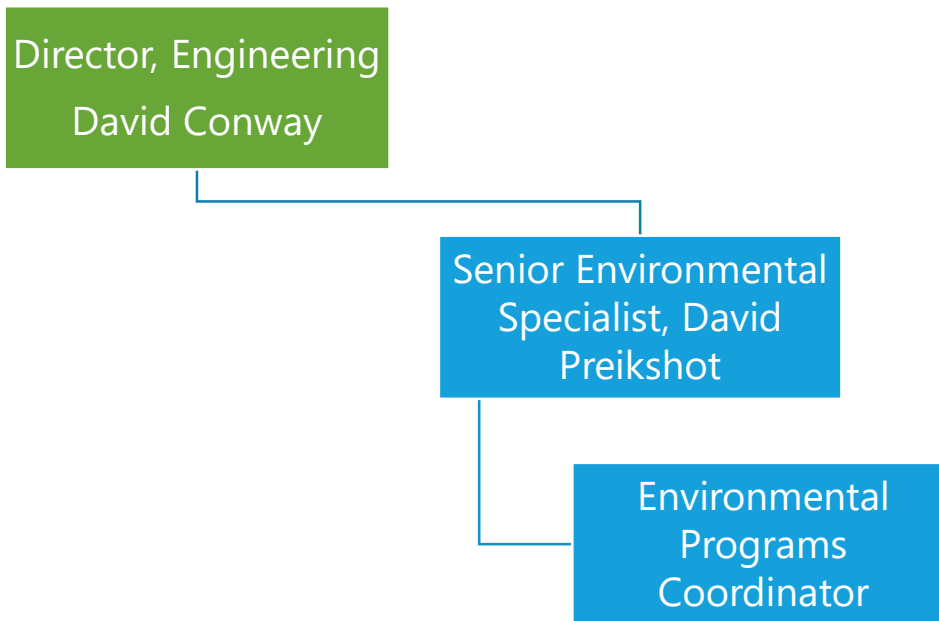
	2016	2017	2018	2019	2020
% approved capital spending against annual budget	N/A	N/A	N/A	N/A	69%
# of public enquiries that are actioned in a given year (General Engineering)	N/A	N/A	N/A	~2,500	~3,400
# of public enquiries that are actioned in a given year (Engineering Development Services)	N/A	N/A	N/A	~4,840	~6,200
# of active subdivision applications	N/A	N/A	N/A	N/A	60
# of subdivisions finalized (approved or rejected)	19	16	15	10	19
# of building permits reviewed	N/A	N/A	N/A	N/A	126
# of planning department referrals	N/A	N/A	N/A	N/A	138



ENVIRONMENTAL SERVICES (ENGINEERING) BUSINESS PLAN

Committee of the Whole
December 8, 2020

ORGANIZATIONAL STRUCTURE



** reflected in Engineering Department headcount*

STAFFING LEVELS

2

Total positions
as of October 30, 2020

2 Full Time

(Exempt 1; CUPE 1)

1 student (May – August 2021) *

** Historically pre-COVID-19, Environmental Services has hired one summer student for education programs in the schools and environmental projects*

DEPARTMENT FOCUS

Environmental Services, is a subset of the Engineering Department, and is primarily responsible for:

- Implementation of the Climate Action and Energy Plan and other environmental initiatives from the Council Strategic Plan 2019-2022
- Reviewing and providing input related to environmental impact of development and capital projects, and other municipal initiatives
- Investigation and reporting on environmental violations (spills, covenants, etc.)
- Managing invasive weed control program
- Managing storm water management pond maintenance
- Designing and implementing environmental initiatives
- Environmental assessment, research, management and support for the community and ALL municipal departments
- Processing and submitting compliance reports for water and sewer utilities (3 water, 4 sewer)



ENVIRONMENTAL SERVICES

We support Council's Strategic Plan goal of strengthening environmental policy with respect to water quality and quantity, and climate action.

KEY FACTS:

- LED streetlight conversion project
- Implemented Corporate energy plan to reduce the municipality's footprint
- 3 public EV charging stations in service
- ~20 correspondences per month with MNC council and citizens
- ~20 collaborations per month with other departments on environmental regulations, assessment and restoration
- 16 managed wetlands and growing to protect surface water quality and reduce peak runoff

KEY SERVICES:

- administering Monitoring and Management Plans for environmental assets (i.e., storm water management facilities approx. 16)
- Provide environmental review and advice to other municipal departments
- Collaboration with CVRD and Tribes on environmental management (i.e. watershed)
- Management of Recycling Agreement with Recycle BC
- Public outreach to stewardship groups and schools
- Invasive Plant monitoring and control (removal, herbicide)
- reporting surface, drinking and waste water quality,

2021 BUSINESS PLAN

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> • Increase awareness of waste reduction 	recurring	Council Strategic Plan
<ul style="list-style-type: none"> • CAEP modelling update • Develop CAEP implementation plan and integrate Climate Action Plan • Create a Biodiversity protection policy • Develop a comprehensive climate change risk & vulnerability registry • Integrate natural assets into the overall asset management program 	2020 2021 2021 2022 2022	Council Strategic Plan

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> • Report on requirements and impact of solar power alternatives to fossil fuels • Staff support for the new Environmental Advisory Committee • Obtain summer pumping approval for Chemainus Wells 	<p>2021</p> <p>2021</p> <p>2019 – 2021</p>	<p>Council Strategic Plan</p>

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> • Evaluate options for environmental improvements to Quamichan and Somenos Lakes (Quamichan Lake Water Quality and Somenos Marsh Management Plan) <ul style="list-style-type: none"> ○ Implementing monitoring program for Quamichan and Somenos Lakes (five year program) 	2020	Council Strategic Plan
<ul style="list-style-type: none"> • Coordinate works for Somenos Creek and Lake water quality in keeping with the Somenos Marsh Management Plan 	2019	
<ul style="list-style-type: none"> • Evaluate possible future uses for Canada Ave RCMP site 	2021	

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
<ul style="list-style-type: none"> • Implementation of Bonsall Creek Watershed Plan (hydrology model) • Chemainus River Watershed management plan (work with CVRD et al subject to leverage funding) • Support the health of our beaches including advocacy with other levels of government • Rodenticide review 	<p>2021-</p> <p>2021 (provisional)</p> <p>Ongoing</p> <p>2021</p>	<p>Council Strategic Plan</p>

OPERATING BUDGET – SUPPLEMENTAL BUDGET REQUESTS

	<u>Source of funding</u>
• CAEP implementation	(\$120k CAEP* funding)
• Chemainus Wells summer pumping approval	(\$100k)
• Chemainus River Watershed management plan	(\$50k - taxes)
• Somenos lake / creek management	(\$50k - taxes)
• Biodiversity protection policy	(\$25k – taxes)
• New Engineering Technologist	(\$55,102) + benefits


OPERATING BUDGET

	2020 Budget	2021 Budget	\$ Change	% Change	2020 YTD
EXPENSES					
Energy and Environment	\$583,655	\$491,560	(\$92,095)	-16%	\$300,931
TOTAL EXPENSES	\$583,655	\$491,560	(\$92,095)	-16%	\$300,931

KEY PERFORMANCE INDICATORS

	2016	2017	2018	2019	2020
# of public enquiries that are actioned in a given year (Environment)	N/A	N/A	N/A	~2,000	750
% contamination in recycling in a given year	5.3	6.1	5.8	9.5	TBD
Corporate GHG emissions (tonnes)	0	421	848	912	TBD
Zero oxygen days in Quamichan / Somenos Lakes	S=147 Q=n/a	S=127 Q=n/a	S=147 Q=60	S=120 Q= n/a	S=126 Q=40

Report

Date	December 8, 2020	File:
To	Committee of the Whole	
From	David Conway, Director, Engineering	Endorsed: 
Subject	Information Report for 2021 Environmental Technologist Request	

Purpose

To provide Council with information regarding the 2021 Operating Budget Supplemental Budget request for a permanent environmental technologist position in the draft 2021 Environmental Services Business Plan.

Background

North Cowichan began a significant effort around environmental policies and initiatives upon the adoption of the original Climate Action and Energy Plan (CAEP) and the general taxation to fund its implementation that was adopted in 2014. Staff were assigned responsibilities that included support for the Environmental Advisory Committee of Council (EAC). For a time, BC Hydro funded almost all the costs of a full-time staff member to manage this area of work from within the planning department, assisted by the engineering department (instrumental in developing the CAEP with consultants). The BC Hydro funding was eventually exhausted and the planning staff person left the municipality, while the demands on current staff to implement the CAEP and address an increasing scope of other environmental issues continued to grow. The formal accountability for environmental services was eventually transferred to the Engineering Department from planning. It became a core service for the Engineering team to deliver by a single full-time technologist. The technologist coordinates and administers a broad range of environmental programs, monitoring and reporting activities, most of which are mandated by larger governments.

Council approved a new specialist position in 2019 to provide additional staff capacity toward Council's strategic priority to improve water quality in the Quamichan and Somenos lakes, update the CAEP, and implement and support other environmental initiatives.

As part of operationalizing Council's 2019-2022 Strategic Plan, existing Environmental Services staff have been working beyond capacity to deliver on: an environmental review of corporate and development projects; water quality, waste reduction and recycling initiatives; completing and implementing the remodelled CAEP; acting on opportunities toward Council's acknowledgement of a climate emergency in July 2019; and, will soon be heavily involved in reinstating and supporting the EAC, alongside other continuing and anticipated emergent environmental priorities of Council. These initiatives and priorities are on top of the pre-existing tasks and, in many cases, mandated routine business of the environmental services function as outlined in the 2021 Environmental Services Business Plan presented to Committee of the Whole on December 8, 2020.

Council's on-going interest in seeing increased service levels and outputs from the environmental services function and the increased service-level of having environmental services work cross-functionally as part of major Council priority project teams and through providing internal advisory service to other lines of business has put significant pressure on the two current staff members, beyond the team's capacity to deliver.

Staff are requesting that Council consider a request to establish a permanent full-time Environmental Technologist position as part of the 2021 budget deliberations. This position would be within the Engineering department, falling under the Environmental Services team. The position would have a broad function of working with the public, Council, and developers in protection of the environment. Within a scope that would allow the existing senior staff to perform higher-level tasks consistent with the Strategic Plan, including fulsome support to the new EAC, implementing the CAEP and supporting the OCP project and related environmental work.

Discussion

It is evident that the demand on the Environmental Services team will continue to increase, particularly with the re-establishment of the EAC, and it will become increasingly challenging to meet the objectives set by Council, the Province and other levels of government. An Environmental Technologist position will enable existing senior staff to focus on higher priorities of Council, such as Chemainus water, Quamichan Lake, Somenos Lake, CVRD watershed function, ensuring beach health, implementing CAEP, the integrated Climate Action Plan and other matters.

The following list identifies some of the routine duties that would be undertaken by the proposed technologist position that is currently performed by existing senior environmental services staff:

- Initial response to requests and complaints (~2000/yr)
- Field work investigating Riparian Area Protection Regulation and Water Sustainability Act, waste, infractions
- Sampling lake water (could include beaches)
- Support for meetings and events (getting the word out about the environment)
- Supporting development approvals – review of submissions
- Preparing and filing waste and recycling reports
- Coordinating water conservation and restrictions

The above list of duties represents over 100 hours spent per month on average by existing staff. It does not take into account overtime and other hours spent or missed opportunities to advance other initiatives. The new CAEP and implementing the Climate Action Plan, plus support for the EAC, will be better supported through the addition of an environmental technologist.

Eliminating the summer student position will reduce net annual cost increase and increase the effectiveness of the existing environmental services staff. The proposed Environmental Technologist would perform the typical environmental awareness projects in schools and waste reduction, contamination in recycling, without the annual time investment in recruiting, selecting, onboarding, training and supervising a short-term student position.

Implications

If supported by Council, this position will:

- Significantly increase the Department's capacity to advance Council's Strategic Priorities in 2021 (e.g. CAEP implementation, Climate Action Strategy, Biodiversity Protection policy).
- Improve capacity and response times for interdepartmental reviews/supporting other lines of business in applying an "environmental lens" on service delivery and major projects – most significantly the OCP project.
- Result in a permanent staffing cost, estimated at approximately \$71,102 annual base salary, plus 27 percent of base salary to cover benefits. If Council approved this position, Engineering would no longer hire an environmental summer student at an annual cost of approximately \$16,000. The savings would be applied to offset the new position's cost, for a total new salary cost of \$55,102 (new technologist base salary less the cost of summer student).

Options

Staff anticipate formally asking Council for direction on budgeting for the Environmental Technologist position in January 2021 when Council considers supplemental items as part of Budget 2021 deliberations. Options for Council to consider at that time may include an Environmental Technologist position in the 2021 Budget effective February 1, 2021, or May 1, 2021.

Recommendation

That Council accept the Director of Engineering's December 8, 2020 report for information.



FIRE AND BYLAW SERVICES DEPARTMENT BUSINESS PLAN

Committee of the Whole
December 8, 2020

FIRE AND BYLAW SERVICES

This department is comprised of two service areas:

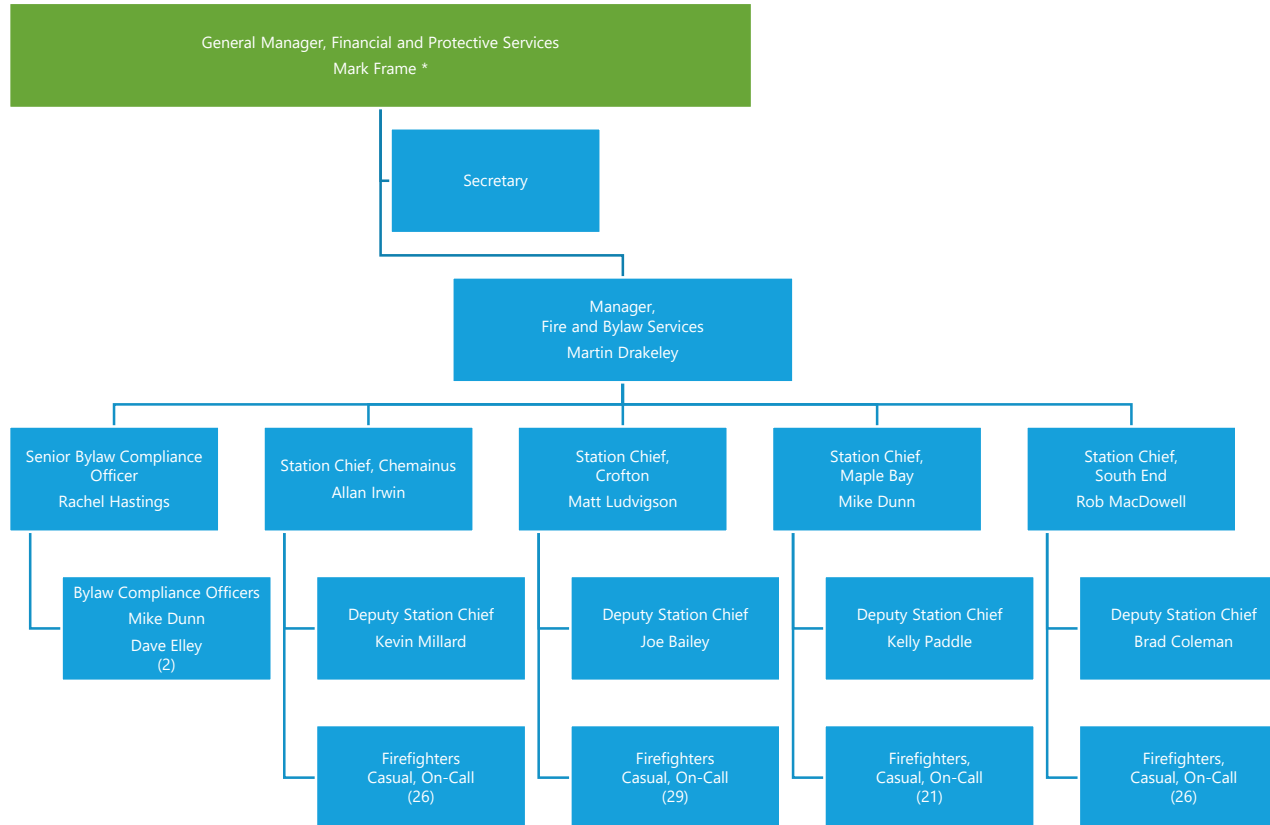


FIRE SERVICES



BYLAW SERVICES

ORGANIZATIONAL STRUCTURE – FIRE AND BYLAW SERVICES



* accounted for in Financial Services Business Plan

STAFFING LEVELS – FIRE AND BYLAW SERVICES

115

Total positions
as of October 19, 2020

- 5 Full time, Permanent
- 110 Casual, On-Call Firefighters
(includes Station Chiefs/Station Deputys)
(Exempt 112; CUPE 3)

DEPARTMENT FOCUS: FIRE AND BYLAW SERVICES

- **Fire Services**

- Response to emergency incidents
- Fire and Life Safety inspections and Fire Prevention
- Public Education (industrial, commercial, etc.)
- Firefighter Training
- Fleet and Facility maintenance

- **Bylaw Services**

- Educating the public about regulatory rules
- Conducting inspections to ensure that rules are being followed
- Mediating between members of the public
- Leveraging voluntary compliance with the rules where possible
- Seeking formal consequences for bylaw contraventions where compliance is not forthcoming or harm has been done to the community



FIRE SERVICES

- Fire Services covers the following fire areas: Chemainus, Crofton, Maple Bay, South End
 - Contract Service provided to Saltair (CVRD), Cowichan Tribes, Halalt FN, Penelakut FN, Stz'uminus FN
- One Fire Department, which includes:
 - Four Fire Halls (currently 110 paid on-call volunteers)
 - 12 major pieces of apparatus (replacement cost \$400k - \$1.6m each), 15 year life
- Manager of Fire and Bylaw (2019 new position) responsible for day-to-day administration and operations of the Fire Department.
 - 0.4 FTE Fire Inspections and Investigations
 - 0.5 Administrative Services

FIRE SERVICES

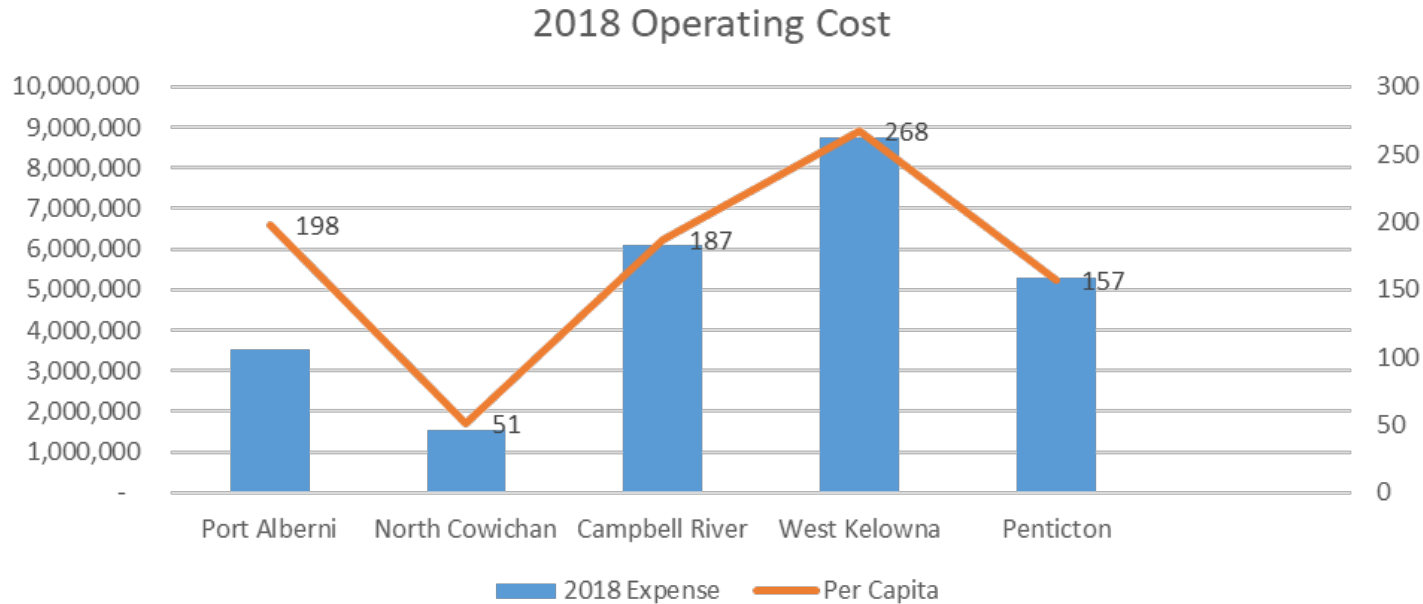
Key services include:

- Responding to calls (structure fires, motor vehicle accidents, hazardous materials , alarms, mutual aids for outlying areas, medical responses and assists, technical rescues)
- Fire inspections/License approvals
- Fire Dept Access(engineering) plan approvals (building)
- Fire prevention
- Public education
- Protection of natural assets

FIRE SERVICES

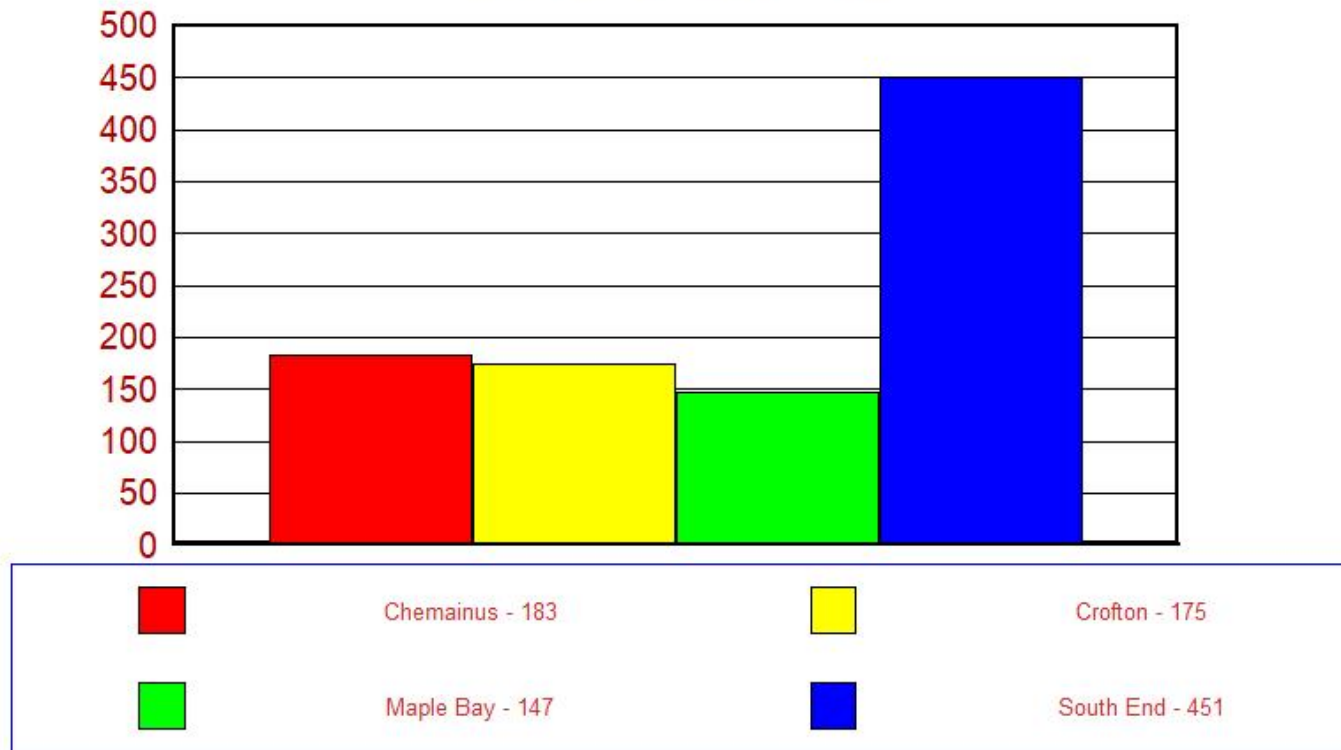
- Our paid on-call model is operating very well
- All halls are providing quick professional response
- Provides excellent value for taxpayer dollar
- Continued funding support and follow through on the Fire Services Review is essential to maintain morale
- The paid on call system relies on keeping up morale in the form of continued increased funding for training and top quality equipment, and proper support to Station Chiefs from Municipal staff

COMPARISONS OF FIRE PROTECTION COSTS



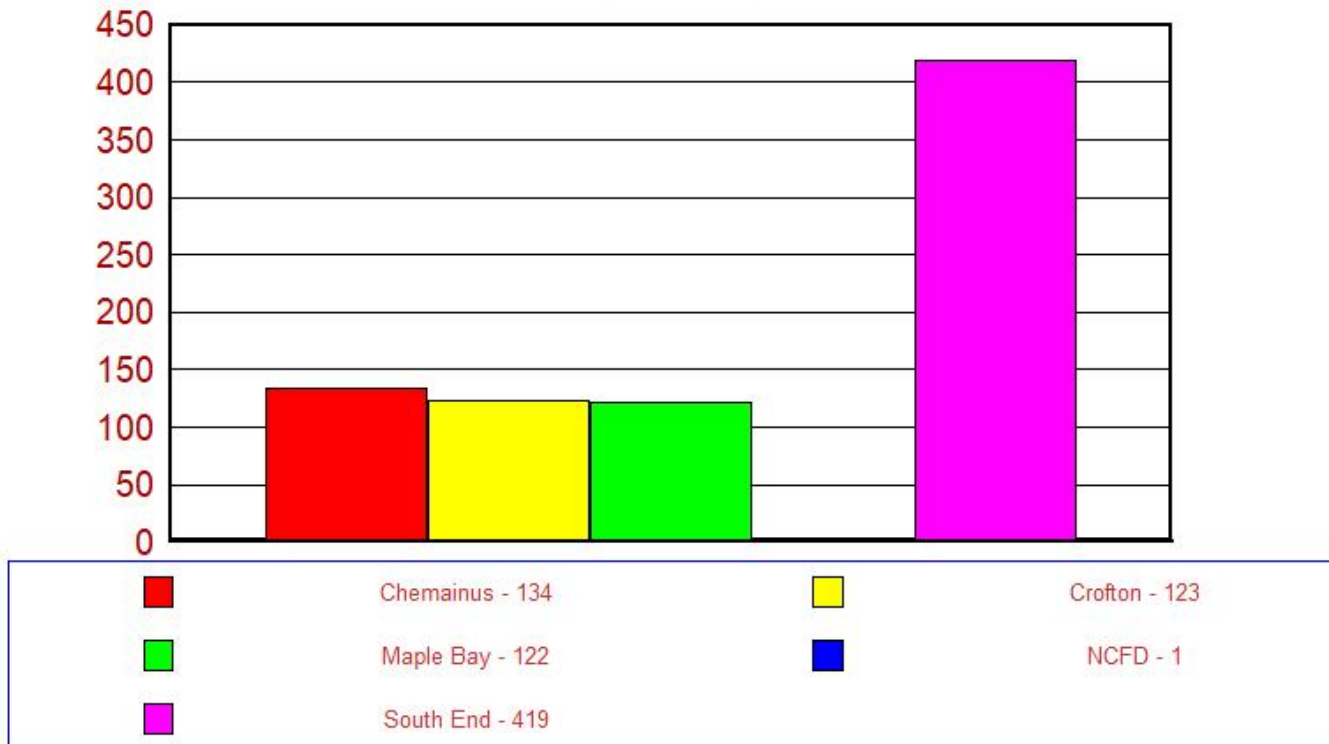
FIRE SERVICES – 2019 Total calls 1215

Totals by Station
From Jan 1 19 to Nov 13 19



FIRE SERVICES – 2020 YTD Total calls 1413

Totals by Station
From Jan 1 20 to Nov 13 20



TOP CALL TYPES FOR JANUARY 1 - NOVEMBER 13 (for both 2019 and 2020)

2019

Medical Aids – 207
Motor Vehicle Incidents – 122
Other Type Fires – 95
Burning Complaints – 147
Other type calls – 83
Assistance – 94
Residential Alarms – 57
Commercial Alarms – 117
Structure Fires - 46

2020

Medical Aids – 152
Motor Vehicle incidents – 106
Other type Fires – 84
Burning Complaints 107
Other type calls 67
Assistance 83
Residential Alarms 85
Commercial Alarms 86
Structure Fires - 42

BYLAW SERVICES

3.6 FTE (0.5 Manager, 2.6 Bylaw officers; 0.5 Administrative)

Bylaw Enforcement

- Opioid Crisis/Homeless Encampments
- Safer Community Plan
- Business Licensing
- Unsightly premise
- Nuisance properties
- Regulatory compliance
- False alarms
- Burning complaints bylaw enforcement

BYLAW TEAM

- Investigates complaints, provides education and seeks voluntary compliance with municipal bylaws
- Patrols corridor with joint bike patrols
- Where voluntary compliance is not achieved, additional progressive enforcement measures are considered
- Remediate contraventions when instructions are not followed by arranging for work to be done and billed to the property owner
- Regulates adherence to the *Business License Bylaw* by reviewing and issuing business licenses
- Collaborates with Fire Inspector on Business license approvals
- Operates the Corridor Safety Office in collaboration with the City of Duncan and Cowichan Tribes

BYLAW TEAM

- Focuses on external relationship building and collaboration with Tribes, CVRD and the City of Duncan for combined compliance matters
- Partners with RCMP for safety and security issues in and around corridor
- Educating the public about regulatory compliance
- Conducting inspections to ensure that regulations are being followed
- Mediation between members of the public
- Leveraging voluntary compliance with municipal fines
- Seeking formal consequences for bylaw contraventions
- Prosecuting MTI's initiated by Officers in provincial court

BYLAW CALLS – JANUARY 1 TO NOVEMBER 30 (for both 2019 and 2020)

	2019	Nov 2020
Open Burning/Fire	149	125
Noise	69	68
Traffic/Vehicle	109	131
Unsightly Premises	78	58
Squatters/Tents	40	74
Land Use	38	39
TOTAL CALLS FOR SERVICE	784	800

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
Implement Fire Services Review	Ongoing	Operational Strategic Plan
Paid On-Call Firefighter Recruitment and Retention Strategy	Ongoing	
Update Fire Department Organizational Structure <ul style="list-style-type: none"> Hire Assistant Fire Chief (per Fire Services Review) Transition to merit selection of officers rather than elections 	2021	
Replace Breathing Apparatus 72 units @ 4 fire halls \$10,000 each \$720,000 funded by taxation	2021- 2024	Operational Strategic Plan

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
Replace Crofton Fire Hall	2020 - 2022	Operational Strategic Plan
Implement Fire Inspection Service <ul style="list-style-type: none"> • Research online self inspections for Group D & E buildings • Implement fees for inspections 	2021	Operational Strategic Plan
Emergency Management <ul style="list-style-type: none"> • Governance Update • Risk and Vulnerability Analysis by Fire Service Area 	2021 2022	

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
Nuisance Property Bylaw	2020	Operational Strategic Plan
Bylaw Adjudication Process (Supporting Legislative Services and implementation)	2020	
Safer Community Plan implementation	2019	Council Strategic Plan Master Plan of Council (Safer Community Plan)

OPERATING BUDGET – SUPPLEMENTAL BUDGET REQUEST (FIRE SERVICES):

1 FTE Assistant Chief Fire Inspector to coordinate fire inspections (in 2021) at a cost of \$94,000 + benefits.

- Approved in 2020 and postponed due to COVID
- ~1500+ properties required to be inspected on an annual basis under the *Fire Services Act* of Provincial Legislation
- 1 FTE estimated to complete 500 inspections per annum
- Offset by initial fire inspection and re-inspection fees for non compliance (with update of Fire Protection Bylaw)

OPERATING BUDGET – SUPPLEMENTAL BUDGET REQUEST (FIRE SERVICES):

1 FTE Assistant Fire Chief (in 2022) for fire training, as recommended under Fire Services Review

- Adding the full time staff recommended in the Fire Services Review will allow us to maintain the extremely cost effective “Paid On-Call” Fire Department model
- Another FTE will be a key support for Station Chiefs and Assistant Station Chiefs, who are volunteers paid a modest honorarium for significant accountability

OPERATING BUDGET

	2020 Budget	2021 Budget	\$ Change	% Change	2020 YTD
REVENUE					
Bylaw	\$ 86,500	\$ 117,730	\$ 31,230	36%	\$ 125,242
Fire	245,650	239,170	(6,480)	-3%	210,969
TOTAL REVENUES	\$ 332,150	\$ 356,900	\$ 24,750	7%	\$ 336,211
EXPENSES					
Bylaw	\$ 691,100	\$ 732,720	\$ 41,620	6%	\$ 668,475
Fire	1,744,634	1,755,200	10,566	1%	1,334,126
TOTAL EXPENSES	\$ 2,435,734	\$ 2,487,920	\$ 52,186	2%	\$ 2,002,601

CAPITAL BUDGET

All mobile fire equipment is funded by the Fire Truck Replacement Reserve.

	2021	2022	2023	2024	2025
EXPENSE					
Fire Department Mobile Equipment					
Crofton Water Tender Re-Chasis			\$250,000		
Maple Bay Mini Pump					\$350,000
South End Ladder Truck	\$850,000	\$850,000			
South End Fire Engine				\$850,000	


CAPITAL BUDGET

	2021	2022	2023	2024	2025
EXPENSE					
Fire Department					
Breathing Apparatus	\$180,000	\$180,000	\$180,000	\$180,000	
Other Equipment	\$10,000	\$120,000	\$120,000	\$120,000	\$120,000

Key Performance Indicators

	2016	2017	2018	2019	2020
Per capita cost of fire services	\$54	\$65	\$51	\$50	\$51

Report

Date December 8, 2020 File:
To Committee of the Whole
From M. Frame, General Manager, Financial and Protective Services Endorsed: 
Subject Assistant Fire Chief - Inspections

Purpose

To consider the establishment of an Assistant Fire Chief position in the 2021 Budget.

Background

The Assistant Fire Chiefs were identified as key positions in the 2018 Fire Services Review. Investment in the Assistant Fire Chiefs positions would provide the essential resources required to meet the Municipality's obligation under section 36 [municipal duty to inspect hotels and public buildings] of the [Fire Services Act](#) (the "Act") and continue to leverage the enormous financial advantage of using Paid on Call Volunteer Fire Fighters as highlighted in the 2021 Fire and Bylaw Services Business Plan presentation dated December 8, 2020.

North Cowichan's inability to perform the fire inspections mandated under the Act leave the Municipality wide open to liability should an incident occur, which could have been mitigated had an inspection been completed. On December 18, 2019, after Council adopted the [Frequency of Fire Inspections Policy](#) (the "Policy"), they deferred the consideration of establishing a full-time Assistant Fire Chief position until after Council had been provided with a cost analysis and options (an excerpt from the minutes of that meeting are provided below).

Fire Inspection Policy

Councillor Toporowski arrived at 2:02 p.m.

It was moved and seconded:

That Council direct staff to establish a regular system of fire and life safety inspections of hotels and public buildings in which the frequency and method are to follow the Fire Services Act by implementing the Fire Inspection Policy attached to the Manager of Fire and Bylaw Services December 18, 2019 report.

CARRIED

It was moved and seconded:

That Council defer the motion, to include a full-time Assistant Fire Chief to implement the Fire Inspection Program in the 2020 budget, pending a staff report on cost-recovery and analysis of options.

CARRIED

Although North Cowichan has a 0.4 full-time employee (FTE) devoted to fire inspections and investigations, this does not provide sufficient staff resources to perform the number of inspections

required under the *Act*, as advised by staff on December 18, 2019. Council initially approved the FTE in 2020. However, it was deferred to the 2021 budget considerations in response to the COVID pandemic.

Discussion

This FTE would implement a risk-based inspection system, including self-inspections and online reporting for lower risk occupancies and physical inspections on higher risk occupancies. The FTE would incorporate a fire prevention and public education role, assist Fire Halls with their preplanning, and help coordinate a daytime emergency response.

Although Council adopted the Fire Inspection Policy in 2019, it did not ultimately authorize the staffing resources necessary to implement it. The Policy requires that inspections be carried out at least once every 12 months for buildings used for residential (i.e. hotels, motels and apartments), institutional, services industry/office – business, retail and high industrial hazard business, with some exceptions for inspections to be extended up to 24 or 36 months. One full-time inspector can do approximately 500 inspections per year; however, North Cowichan has 1700 plus properties that could require fire and life safety inspections based upon the current “frequency-based” system of inspections.

Staff has engaged [FireWise Consulting Ltd.](#) to perform a Simplified Community Risk Assessment (CRA) to assist in developing a risk reduction plan to mitigate or minimize community risk of fire through fire prevention measures, and identify options for providing an inspection program based on “risk” rather than mandatory “frequency”. The study, which will be completed by January 2021, will include fee for service options, demographic, geographic, building stock, fire experience, hazards, and economic profiles. It will categorize risks based on probability and impact and will be the basis of North Cowichan’s regular system of fire inspections. Following receipt of the study, an amendment to the Policy will be drafted for Council’s consideration. A full-time employee is required to implement the system (both the current “frequency-based” and proposed “risk-based” systems).

Options

Option 1 (recommended): That Committee of the Whole recommend to Council that Council direct staff to include an Assistant Fire Chief position in the 2021 Budget effective January 1, 2021.

Option 2: Council does not include an Assistant Fire Chief position in the 2021 Budget.

Implications

- The financial implications of a new FTE position are estimated at a \$94,000 annual base salary, plus 20% to cover benefits, offset by any inspection revenue.
- The position will reduce risk related to fire inspections, as non-compliance with the *Fire Services Act* leaves the Municipality open to liability for damage, injury or death in the event of a fire that could have been prevented if the Municipality had complied with a regular system of fire inspections established under the Policy.
- The position will reduce staff resource time spent completing inspections by changing to a “risk-based” inspection system, including self-inspections for low-risk occupancy, third party inspections and fees for some inspections to be implemented.

- It is estimated \$25,000 could be recovered in the first year and up to \$50,000 in subsequent years through inspection fees.

Recommendation

That Committee of the Whole recommends to Council that Council direct staff to include an Assistant Fire Chief position in the 2021 Budget effective January 1, 2021.

Attachment: Frequency of Fire Inspections Policy



FORESTRY DEPARTMENT BUSINESS PLAN

Committee of the Whole
December 8, 2020

ORGANIZATIONAL STRUCTURE



STAFFING LEVELS

2

Total positions
as of October 30, 2020

2 Full Time, permanent

(Exempt 1; CUPE 1)

DEPARTMENT FOCUS

- Forest operations currently suspended as per Council direction in 2020 while the Forestry review is taking place.
- Continued focus on helping UBC with the Forestry review and assisting with the public engagement and First Nations consultation processes.
- Reducing Wildfire Risk in the Community
 - Continue to apply for grant funding to act on the recommendations as per the Community Wildfire Protection Plan.



COMMUNITY SUPPORT

- Annual donation of three truckloads of firewood to youth-oriented organizations
 - 2020 suspended – no firewood
- Annual high school woodworking contest
 - 2020 postponed – due to COVID-19, resuming 2021
- Forest Legacy Fund – support community projects
 - Mount Tzouhalem - Cross trail completion

2021 BUSINESS PLAN

PROJECTED BUSINESS PLAN DELIVERABLES

Actions / Projects	Start Date	Strategic Alignment
Strengthen environmental policy in all land use planning	Ongoing	Council Strategic Plan
Conduct Forestry Review – UBC Partnership <ul style="list-style-type: none"> • Develop long term plan for Forestry Reserve • Support public engagement process • Support First Nations consultation process 	2019	
Update Community Wildfire Protection Plan	2019	
Implementing the recommendations from the Community Wildfire Protection Plan <ul style="list-style-type: none"> • Treatment Prescriptions • Wildfire Development Permit Area 	2020	

OPERATING BUDGET – SUPPLEMENTAL BUDGET REQUEST:

No new supplemental requests for 2021.

OPERATING BUDGET

	2020 Budget	2021 Budget	\$ Change	% Change	2020 YTD
REVENUES					
Log Sales	\$ 176,000	\$ -	\$ (176,000)	-100%	\$ 242,536
Less: Harvesting Cost	(101,000)	-	101,000	-100%	(125,411)
NET REVENUE - LOG SALES	75,000	-	(75,000)	-100%	\$ 117,125
Miscellaneous Income	101,160	99,150	(2,010)	-2%	\$ 73,400
Grant Revenue	17,000	110,000	93,000	547%	-
TOTAL REVENUE	\$193,160	\$209,150	\$ 15,990	8%	\$ 190,525
Expenses	839,600	800,970	(38,630)	-5%	606,798
NET INCOME (LOSS)	\$ (646,440)	\$ (591,820)	\$ 54,620	-8%	\$ (416,273)

OPERATING BUDGET – KEY CHANGES FOR 2021

	2021
Net Loss (Forest Reserve Used)	(\$591,820)
Estimated Forest Reserve at December 31, 2020	\$1,145,000
Estimated Forest Reserve at December 31, 2021	\$553,180

Forestry Reserve Balance Dec 31, 2020 \$~1.15million. No profit in 2020 to contribute to Forestry Reserve.



CLIMATE EMERGENCY PRIORITIES

CLIMATE EMERGENCY PRIORITIES

Forestry



PRIORITY 1:

Strengthen
environmental policy
in all land use
planning



PRIORITY 2:

Update Community
Wildfire Protection
Plan



PRIORITY 3:

Environment impact of
forestry review

KEY PERFORMANCE INDICATORS

	2016	2017	2018	2019	2020 YTD
Annual allowable cut within target level (m ³)	17,268	10,585	11,562	15,255	2,735
Net income (loss)	\$412,195	\$130,165	\$261,077	\$275,255	\$(416,273)

Report

Date December 8, 2020

To Committee of the Whole

From Don Stewart, Director of Parks and Recreation

Subject 2021 Forestry Budget Options

File:

Endorsed:



Purpose

To provide Council with information and options for balancing the 2021 Forestry Department operating budget while the forestry review, public engagement and First Nations consultation are on-going.

Background

As presented in the 2021 Forestry Business Plan to the Committee of the Whole on December 8, 2020, the anticipated Forestry Department's operating budget reflects no anticipated harvesting in 2021 while the forestry review, public engagement and First Nations consultation continue. The 2021 Forestry budget is estimated to generate \$209,000 in revenues with \$801,000 in expenses resulting in an anticipated deficit of \$592,000 for 2021.

Under Council's *Forestry Program - Allocation of Profits Policy (attached)*, 50% of net revenue would be allocated to the Forestry Reserve (developing, maintaining and expanding the Municipal Forest Reserve), 20% to the Forest Legacy Fund (legacy grants and capital projects), and 30% to General Revenue (to offset property taxes). Given the anticipated deficit of approximately \$592,000, there will be no profit allocations in 2021.

Staff have submitted a grant application to the FireSmart Community Funding and Supports Program to conduct treatment prescriptions for the identified high-risk areas and critical infrastructure as per the Community Wildfire Protection Plan. Depending on the outcome from the treatment prescriptions, staff may come back to Council to seek direction on the recommended actions from the treatment prescriptions, which may include harvesting opportunities. A summary of the treatment prescriptions results will be presented to Council for consideration in the third quarter of 2021.

Discussion

To date, revenue from harvesting has covered all of the Municipality's forestry-related expenses. No planned harvesting in 2021 does eliminate direct harvesting costs and reduce some other forest management costs, but silvicultural obligations and service level expectations (related to land management and access) remain relatively constant for 2021. Every effort has been made to reduce forestry operating costs in the preparation of the 2021 budget through savings where possible.

Any permanent change to staffing levels to further reduce forestry-related expenses will be contemplated in future budget years, if required by the outcome of the forestry review, the public engagement and First Nations consultation processes, and once the future-state service levels in relation to the Municipal Forest Reserve and forestry-related activities are better understood.

Balancing the 2021 budget, as mandated for local governments under legislation, will require either using the Forest Reserve Fund, increasing taxes or some other combination. If harvesting were to be suspended indefinitely upon conclusion of the on-going review, engagement and consultation in 2021, the Forest Reserve Fund can only offset the forestry related costs for approximately two more years at the current balance and current level of operations. Beyond the two years, other funding sources or a significant reduction in service levels concerning the forest reserve will need to be considered.

Options

There are two general options and one hybrid option available to Council to balance the 2021 Forestry Budget:

Option 1 (Recommended): That the Forest Reserve Fund be used to cover the 2021 budget deficit for the Forestry department.

Option 2: That funds be allocated from general revenue (increased taxation) to cover the 2021 Forestry department budget deficit.

Option 3: That the 2021 budget deficit for the Forestry department be covered by 50% through the Forest Reserve Fund and 50% from general revenue.

Implications

Option 1 (Recommended)

Using the Forestry Reserve Fund to balance the forestry budget in 2021 will decrease the projected balance of \$1.14 million by approximately \$592,000. While this is a viable option for 2021, staff caution that continuing depletion of the Forestry Reserve Fund in future budget years will present a risk to the Municipality in the event of a forest fire within the Municipal Forest Reserve. The Forestry Reserve Fund is the contingency fund available to the Municipality to cover firefighting costs of wildfire within the Reserve, while ensuring required silviculture activities are conducted.

Option 2

Balancing the forestry budget could also be achieved through increasing taxes (general revenue) by approximately 1.9% (\$592,000). This option is less consistent with previous Council comments and formal direction to staff on preparation of the 2021 recovery budget and is insensitive to the continuing economic instability for the community presented by COVID-19 as the pandemic continues into 2021.

Option 3

Forestry related costs could also be covered using a combination of increasing taxes by 0.95% with the balance of \$296,000 to cover the deficit taken from the Forestry Reserve Fund. This would result in a reduction in potential tax implications to cover forestry-related costs and reduce the decrease of available funds in the Forestry Reserve Fund to a lesser extent than Option 1. This option is still less than fully consistent with previous comments and direction from Council to staff on preparation of the 2021 recovery budget and demonstrates some insensitivity to the pandemic's continuing economic and financial impacts on the community.

Recommendation

That Committee of the Whole recommend to Council that the Forest Reserve Fund be used to cover the 2021 operating budget deficit for the Forestry department while the forestry review, public engagement and First Nations consultation are on-going.

Attachments: Forestry Program - Allocation of Profits Policy.pdf

COUNCIL POLICY:
FORESTRY PROGRAM – ALLOCATION OF PROFITS

Council Approval Date: June 1, 2016

Department: Forestry

Amended:

1. PURPOSE

To set policy on the distribution of the Municipal Forestry program profits.

2. POLICY

2.1. That Council set policy to distribute future Municipal Forestry program profits as follows:

- a) 50% to the Forest Reserve Fund (with a target balance of \$2,100,000 - \$1,400,000 for land acquisition to add land to the Municipal Forest Reserve and \$700,000 for unforeseen incidents);
- b) 20% to the Forest Legacy component of Forest Reserve (with a target balance of \$250,000); and
- c) 30% to the General Revenue Fund.

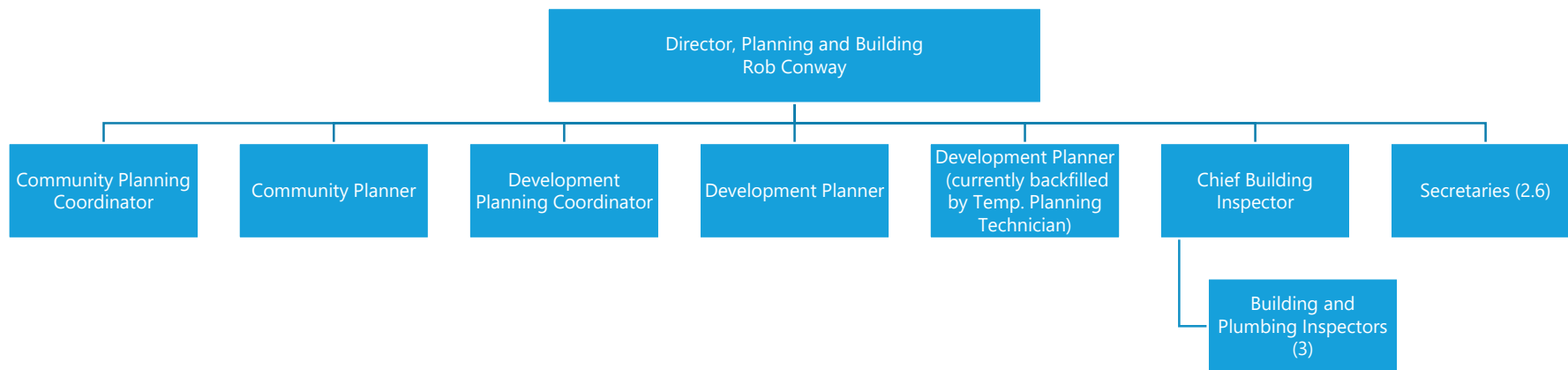
Note: This policy replaces November 1, 1995 and April 16, 2014 Forest Program Profit Distribution policies.



PLANNING AND BUILDING DEPARTMENT BUSINESS PLAN

Committee of the Whole
December 8, 2020

ORGANIZATIONAL STRUCTURE



STAFFING LEVELS

13

Total positions
as of November 3, 2020

12 Full Time, permanent (2 on leave)

- 2 Term/Temporary (backfilling full time)

1 Part Time, permanent

(Exempt 4; CUPE 9)

DEPARTMENT FOCUS

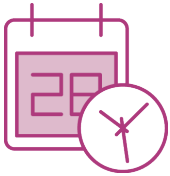
The Planning and Building Department provides information and support relating to services associated with community planning, land use and sustainable land development.

We prepare and maintain plans, regulations and policies for the responsible development of North Cowichan's communities and are responsible for the review and administration of planning and building approvals.



CORE BUSINESS

The Department is organized into four teams:



**COMMUNITY
PLANNING**



**DEVELOPMENT
PLANNING**



**BUILDING
INSPECTIONS**



**ADMINISTRATIVE
SUPPORT**

COMMUNITY PLANNING

1.6 FTE (Community Planning Coordinator; Community Planner)

- Responsible for land use plans and policy
- Official Community Plan and Zoning Bylaw Update
- Supports community partnership initiatives and emergent policy issues (i.e. affordable housing and cannabis legalization)
- Assists with complex development applications
- Assists with implementation of Climate Action Strategy
- Coordinates and collaborates on regional planning projects (i.e. Cowichan 2050, childcare and housing needs assessments)
- Provides planning support on a range of Municipal initiatives (i.e. Rowing Canada, Affordable Housing Project, Master Transportation Plan, Capital Works Program)
- Environmental Planning in collaboration with Environment staff
- Community planning projects (e.g., Local Area Plans)
- Grants, Social Planning, Arts & Culture, Heritage Planning, Parks & Trails, Infrastructure
- Builds external relationships and conducts public engagement on projects and policies

DEVELOPMENT PLANNING

3.4 FTE (Development Planning Coordinator; Development Planner; Development Planner (mat leave); Planning Technician (1 year term))

- Administers and maintains Zoning Bylaw and other development related regulations and policies
- Pre-application meetings and correspondence
- Processes development applications
- Works with applicants and land owners to achieve compliance with policies, regulations, and guidelines
- Business license approvals - land use
- Responds to public information requests
- Reviews and provides recommendations to Council and the Board of Variance on land use applications
- Processes Agricultural Land Commission applications
- Enforcement and compliance
- Communications with agencies
- Responds to external agency referrals

BUILDING INSPECTIONS

4 FTE (Chief Building Inspector; 3 Building and Plumbing Inspectors)

- Administers building, fire, health and life-safety standards and regulations
- Provides technical information to designers, builders and home owners
- Business license approvals regarding building standards
- Reviews and approves building, sign and plumbing permit applications
- Conducts inspections for compliance with BC Building Code, Building Bylaw and other applicable regulations
- Enforcement and compliance
- Promotion and implementation of the BC Energy Step Code

Completed in 2020

- Full digital building permit process
- Voluntary Step Code Program
- Building Bylaw Update

New to 2021

- Implementation of the mandatory BC Energy Step Code Program
- Building Permit Referral tracking system

BUILDING PERMITS

Year	Building Permits	Commercial	Residential	Other	Residential Units Created	Total Value of Construction
2016	305	30	218	47	158	\$40M
2017	294	36	198	60	162	\$47M
2018	336	30	194	112	378	\$67M
2019	263	20	171	70	333	\$85.8M
2020 *	251	22	159	70	181	\$55.8M

* to October 31

BUILDING PERMIT STATISTICS

Single Family, Duplex, Suites and Apartments

New Residential Units	Single Family Accessory Dwelling	Duplex	Suites	Multi-Family Apartment	Total
2015	87	4	10	0	101
2016	106	14	12	26	158
2017	130	14	14	12	170
2018	149	26	15	186	376
2019	125	20	16	171	332
2020 *	140	9	6	11	166

* to October 31

NON-RESIDENTIAL PERMITS

Commercial / Institutional / Agricultural

Building Permits	Industrial Agricultural	Care/Assisted Living Institutional	Commercial	Total
2015	0	4	11	15
2016	6	2	21	29
2017	4	4	22	30
2018	10	4	16	30
2019	4	3 / units 143	17	24
2020 *	5	4	22	31

* to October 31

TRENDS FOR 2021

- Building permit revenue in 2019 exceeded budget estimates by 60% due to very strong building activity. Building activity and revenue has remained strong in 2020 and will again exceed budget estimates.
- Following a lull in the spring due to COVID 19, the local real estate market has become very active due to pent-up demand and record-low mortgage rates. The trend is expected to continue for the remainder of the year and into 2021. The strong real estate market has increased the number of public inquiries and request for file information to the Planning and Building Department.

TRENDS FOR 2021 – CONT'D

- Development application activity slowed in 2020 and is expected to rebound in 2021 as economic recovery occurs and as the inventory of development land is depleted.
- Community Planning staff are heavily engaged in the OCP review and delivering other Council strategic priorities and community planning services.
- There is considerable interest from developers in the Bell McKinnon Road and Paddle/Ford Road areas. Coordinating services and amenities for those areas in accordance with the Bell McKinnon Local Area Plan is a primary focus of the Development Planning staff and will continue to be in future years.

TRENDS FOR 2021 – CONT'D

- Major Projects - Staff are involved in the planning and development of the new Cowichan Secondary School, the new Cowichan District Hospital, and the new Duncan/North Cowichan RCMP Detachment. A continued commitment of department resources to support those projects will be required in 2021.
- With the transition to electronic application and digital filing systems, there has been increased demand on support staff for coordinating, inputting and managing application information.

2021 BUSINESS PLAN

2021 PROJECTED BUSINESS PLAN DELIVERABLE

#1 – Update Official Community Plan

Strategic Plan Initiatives Implemented through OCP Update	Strategic Alignment
Re-write Official Community Plan	Council Strategic Plan
Incentivize or prioritize new growth to areas close to existing core development	Council Strategic Plan
Strengthen environmental policy in all land use planning	Council Strategic Plan
Reconsider the Urban Containment Boundary and where future growth should be concentrated, especially in relation to the Quamichan watershed	Council Strategic Plan

2021 PROJECTED BUSINESS PLAN DELIVERABLE

#1 – Update Official Community Plan – cont'd

Strategic Plan Initiatives Implemented through OCP Update	Strategic Alignment
Implement the Climate Action and Energy Plan	Council Strategic Plan
Create opportunities for new forms of housing	Council Strategic Plan
Explore opportunities for additional housing that meets the needs of the community	Council Strategic Plan
Maintain opportunities for multi-modal transportation	Council Strategic Plan

2021 PROJECTED BUSINESS PLAN DELIVERABLE

#2 – Local Area Plan Implementation

Actions/Projects	Strategic Alignment
Support planning and development of new Cowichan Secondary School, Cowichan District Hospital and Duncan/North Cowichan RCMP Detachment	Council Strategic Plan
Utilize development application process to negotiate for community amenities and land uses supported by Council endorsed Local Area Plans	Council Strategic Plan

2021 PROJECTED BUSINESS PLAN DELIVERABLE

#3 – Issues and Implications of Illegal Suites

Actions/Projects	Strategic Alignment
Prepare a report identifying potential safety issues, and financial and liability impacts and/or risks to the Municipality in relation to existing illegal secondary suites in North Cowichan.	Council Directive - September 16, 2020

2021 PROJECTED BUSINESS PLAN DELIVERABLE

#4 – Yet-to be-Defined Policy Initiatives

Actions/Projects	Strategic Alignment
<p>Undertake research, analysis and policy development on issues and topics not specified in the 2021 Planning and Development Department Business Plan.</p> <p>Note: Based on the work plan identified in the draft 2021 Business Plan and currently available budget and staffing resources, it is estimated that 2 or 3 unanticipated policy initiatives could be undertaken in 2021.</p>	<p>To be determined</p>

PROJECTED BUSINESS PLAN DELIVERABLES

2022 AND BEYOND

Actions/Projects	Strategic Alignment
Development Permit Guideline Review and Update	Council Strategic Plan
Zoning Bylaw Review and Update	Council Strategic Plan
Review the potential for creating a heritage protection policy	Council Strategic Plan
Review developer utilization of the professional reliance model	Council Strategic Plan
Develop incentives to create compact development	Council Strategic Plan

PROJECTED BUSINESS PLAN DELIVERABLES

2022 AND BEYOND – CONT'D

Actions/Projects	Strategic Alignment
Develop a business case for innovative development	Council Strategic Plan
Support, retain and attract light industry	Council Strategic Plan
Update the Agricultural Implementation Plan and encourage the use of arable land	Council Strategic Plan
Encourage appropriate development charges and amenities to support great development	Council Strategic Plan
Emergent issues	To be determined

OPERATING BUDGET – SUPPLEMENTAL BUDGET REQUEST:

Planning Manager

This position is intended to provide additional capacity to advance Council's Strategic Plan priorities.

A generalist skill set for a range of planning assignments (environmental planning; social planning; community planning).

Creates additional senior management capacity to coordinate and undertake land use and planning projects.

Estimated cost - \$111,543 + benefits

OPERATING BUDGET

	2020 Budget	2021 Budget	\$ Change	% Change	2020 YTD
REVENUE					
Building Permit Fees	\$ 440,830	\$ 445,240	\$ 4,410	1%	\$ 457,696
Development Fees	90,783	69,400	(21,383)	-24%	47,250
TOTAL REVENUES	\$ 531,613	\$ 514,640	\$ (16,973)	-3%	\$ 504,946
EXPENSES					
Building Inspections	\$ 542,729	\$ 580,450	\$ 37,721	7%	\$ 488,582
Planning Administration	1,309,898	1,206,130	(103,768)	-8%	1,024,036
TOTAL EXPENSES	\$ 1,852,627	\$ 1,786,580	\$ (66,047)	-4%	\$ 1,512,618



CLIMATE EMERGENCY PRIORITIES

CLIMATE EMERGENCY PRIORITIES

Planning and Building



PRIORITY 1:

Strengthen
environmental policy in
all land use planning



PRIORITY 2:

Reconsider the Urban
Containment Boundary
and where future growth
should be concentrated,
especially in relation to
the Quamichan
watershed



PRIORITY 3:


Implement the Climate
Action and Energy Plan

KEY PERFORMANCE INDICATORS

	2017	2018	2019	2020
Number of land applications received	N/A	229	167	73*
Number of building inspections completed	1,560	1,987	2,469	2,170 *
Estimated number of annual planning inquiries	N/A	N/A	5,900	4,743 *
Community engagement reach of building department	0	0	136	148 *
Percentage of new housing units within 1km of neighbourhood commercial centre or mixed use/commercial core	N/A	N/A	N/A	55.6%*

* to October 31

Report

Date	December 8, 2020	File:
To	Committee of the Whole	
From	Rob Conway, Director, Planning and Building	Endorsed: 
Subject	Information Report for 2021 Planning Manager Position Request	

Purpose

To provide Council with information regarding the 2021 supplementary budget option for a permanent Planning Manager position as presented in the draft 2021 Planning and Building Department Business Plan.

Background

The 2019-2022 Council Strategic Plan identified the review and update of many of the Municipality's land use and planning documents as priorities. These include:

- Re-write the Official Community Plan
- Renew the Zoning Bylaw
- Update the Subdivision Bylaw
- Update the Strategic Agricultural Plan
- Strengthen Environmental Policy in all land use planning

Council has also identified community engagement, housing, environment, economy and community as strategic priority areas and has identified actions within the Council Strategic Plan and by resolution of Council related to those broad strategic priority areas. Many of these actions fall to the Community Planning team of the Planning and Building Department to accomplish.

Business planning and the annual budgeting process are intended to ensure that core planning services are funded and that adequate resources are available for achieving Council priorities. The 2021 Planning and Building Department business plan has been prepared based on staff resources currently available. This report provides options for expanding resources in the Department, as a way of accelerating timelines for achieving Council priorities if desired by Council.

Discussion

Planning and Building Department Structure:

The Planning and Building Department is comprised of four teams: Building Inspections, Community Planning, Development Planning and Administrative Support. Of the five professional planning staff in the department, 3.4 are allocated to Development Planning and 1.6 to Community Planning. Much of the department's planning staff resources are used for administering the Municipality's land use and planning regulations, with approximately one third reserved for community planning work. The department's ability to deliver community planning services is constrained by the number of staff available to do that work.

2021 Business Plan:

The 2021 Business Plan for the Planning and Building Department seeks to deliver core planning and building inspection services and to advance the actions and priorities in Council's Strategic Plan using available resources. Without a doubt, the dominant community planning project to be undertaken in 2021 is the Official Community Plan (OCP) update. It cannot be understated how significant that project is, both in terms of the resources and organizational focus needed to see it through to a successful conclusion, and its implications for other priority projects of Council and further planning work necessary to implement the updated OCP. Because of the scope and importance of the OCP update, it is identified as the principal deliverable in the 2021 Planning and Building Department Business Plan. Other major community planning initiatives have not been identified in the 2021 Business Plan because they would shift focus away from the OCP review. Most are dependant on the OCP to be completed first. If the OCP update is completed in 2021, it is expected that the Zoning Bylaw review and update to development permit guidelines would commence in 2022. Other community planning projects such as local area plans and updates to the strategic agricultural plan likely won't occur until after 2022.

Accelerating Community Planning Priorities:

Advancing Council's community planning priorities involves more than just hiring additional staff or consultants. There are a sequence and rhythm to community planning processes that are not conducive to reviewing and updating multiple plans and policies concurrently. There are other constraints, such as the resources required from other departments to support community planning processes, the availability of Council, and the public's capacity to participate in multiple community engagement processes. As the Municipality is expected to be undertaking at least four major community planning and community engagement projects in 2021 (OCP Update, Municipal Forest Review, Master Transportation Plan, JUB Outfall), the organizational and community capacity for undertaking other initiatives in 2021 may not be available even if additional funding were to be obtained.

Once the OCP update is completed, existing community planning resources will be available to shift to other priorities. However, the list of community planning projects and priorities Council has is long, and the OCP update will likely identify other projects and implementation actions. Completing this work using current resources will take years. Each major planning project (e.g. comprehensive bylaw updates, local area plans, and secondary plans) can take between 6 months and two years to complete. To increase the number of community planning initiatives that can be undertaken and shorten the time required to complete projects, a combination of increased project funding and more staff dedicated to community planning projects is needed.

Option for Increasing Community Planning Capacity:

Staff anticipate formally asking Council for direction on budgeting for additional resourcing in

January 2021 when Council considers supplemental items as part of budget 2021 deliberations.

Options

Option 1 – Deliver Community Planning Services using existing community planning resources.

This option does not have any impact on the budget beyond inflationary increases, but the capacity for accomplishing community planning projects will be constrained, and some community planning projects identified in the Council Strategic Plan will not be completed within this Council's term.

Option 2 – Hire a Project Planner on a contract basis

Hiring a Community Planner on a contract would provide additional capacity for managing planning projects on a short-term basis. It would allow some of Council's priority projects to be advanced sooner than would otherwise be possible. Funding such a position would have similar budget implications as hiring a full-time Senior Planner (see estimates noted in Option 3). The continued need for this position would be reviewed annually. A contract position would not increase organizational capacity to undertake community planning work in the longer term, and it would not develop internal experience, knowledge and expertise to expand North Cowichan's community planning capacity in the longer term.

Option 3 – Hire a Senior Social and Housing Planner

During the 2020 budget process, Council considered creating a new "Senior Social and Housing Planner" position that would provide more capacity for addressing issues such as affordable housing, homelessness, poverty and the opioid crisis. A report regarding that position was provided at the February 19, 2020 Council meeting and is included with this report as Attachment 1. The annual cost of this position is estimated at \$122,500, *including* benefits.

A Senior Social and Housing Planner would allow progress to be made on Council's housing and social planning priorities, but it wouldn't necessarily provide the skill set and capacity for progressing on many of the community planning projects in Council's Strategic Plan. A Senior Planner who is a generalist with a background in community planning, environmental planning and social planning would be more versatile given the department's size and the diverse nature of planning work needing attention.

Option 4 – Hire a Planning Manager

Administering complex community planning projects is senior-level work that should be overseen by staff with experience in project management, developing plans and bylaws and community consultation processes that involve diverse interests and stakeholders. Hiring a Senior Planner with managerial experience and an ability to complete a broad range of planning assignments would allow for structural changes within the Planning and Building Department. It would increase capacity and resiliency and better position the Department to undertake new planning initiatives and regular updates and reviews to existing plans and bylaws. Such a position, if created, could offer the following:

- Ability to independently undertake planning projects and assignments;
- Knowledge and experience to successfully supervise and direct consultants and planning staff;
- A generalist skillset, with familiarity with community planning, social planning and environmental planning;
- Capability for managing large development applications;

- Ability to undertake managerial and supervisory tasks, thereby creating more time for other senior management to participate in planning projects and other duties; and,
- Experience to effectively mentor and develop junior planning staff.

Summary and Conclusion:

This report is meant to provide options for expanding North Cowichan's capacity for undertaking community planning projects. In addition to the staffing resources, additional funding will also be required for funding individual projects. A combination of administration capacity, project funding and strategic project scheduling is needed to accelerate the pace at which community planning projects are initiated and completed.

If Council wishes to expand administrative capacity for community planning, hiring a Planning Manager (Option 4) would be the staff recommended option. Directives in Council's Strategic Plan for updating many of the Municipality's land use plans and regulations and demand for further community planning work in the future arising from the OCP review suggest that the Planning and Building Department will be deeply involved in community planning projects for years to come. Improving the Department's administrative capacity through hiring a Planning Manager will allow it to make better progress on community planning initiatives that would otherwise not be possible with existing resources.

Implications

The annual base salary of a Planning Manager is estimated at \$111,543, excluding benefits. Based on a recent salary survey of exempt staff compensation, this is slightly lower than the median pay rate for this position in similarly sized municipalities elsewhere in British Columbia.

Additional resourcing for community planning will expand the capacity for initiating and completing projects. Maintaining community planning resources at current levels will allow community planning projects to be accomplished, but at a slower pace.


Recommendation

That Council accept the Director of Planning and Building's December 8, 2020 report for information

Attachments:

Attachment A – February 19, 2020 report re: Senior Social and Housing Planner Position

Report

Date	February 19, 2020	File:
To	Council	
From	Rob Conway, Director of Planning and Building	Endorsed: 
Subject	Senior Social and Housing Planner Position– Implications of not hiring	

Purpose

To advise Council which social and housing priorities identified within the 2019-2022 Corporate Strategic Plan may be achieved during the term, based upon current staffing capacities.

Background

Presentations to the Committee of the Whole on February 3, 2020 and the February 11, 2020 Special Council meeting on the 2020 Planning and Building Department Business Plan and the 2020-2024 General Operating Budget identified a "senior social and housing planner" as a staff position Council may wish to consider funding as a way to advance a number of its Strategic Plan priorities. At the February 11, 2020 Special Council meeting, Council discussed and debated the merits of the position and ultimately decided not to fund it in the 2020 budget. During Council's deliberation on the position there were questions about how housing and social planning services could be delivered with existing resources and how the position relates to the services provided by the CVRD's Regional Housing Service. This report is intended to provide Council with information regarding the proposed position, and to outline work that can be accomplished on Council's housing and social planning strategic priorities utilizing existing resources.

Discussion

What is social planning?

Social planning is about improving the well-being and quality of life of people. It is a process that involves collaboration with citizens, non-profit agencies, local government departments, provincial and federal agencies, community leaders and local business to address complex issues of accessibility, equity, affordability, safety and public health.

Demands for Social Services:

Housing and social planning are public services that have traditionally been provided by the senior levels of government. Despite past practice, local governments are increasingly involved in housing and social planning issues as the provincial and federal government have moved away from providing social services and the need for such services within communities has become more acute.

Due to the demand for these services and the impact of not providing them has on communities, the Municipality has become increasingly involved in issues of housing affordability, homelessness and the opioid crisis. Council's 2019-2022 Strategic Plan indicates Council's intention to maintain and expand housing and social planning services.

Current Resources and Capacity:

In response to increased demand for social planning services in the Cowichan Region and community needs identified in the Visions 2020 planning process two decades ago, Social Planning Cowichan was established as a charitable society in 2004 to provide social planning services within the Cowichan region. The organization is partially funded by the CVRD's Social Planning Service, which will provide \$51,000 to Social Planning Cowichan in 2020, of which approximately \$20,000 is funded by North Cowichan.

A new CVRD Regional Housing Service was established by referendum in 2018 for the purpose of assisting the Cowichan Housing Association with costs associated with providing programs and services related to affordable housing and homelessness prevention in the Cowichan Valley. The Service has two primary goals;

1. To increase local funds for affordable housing in order to leverage funds from other sources and to incentivize the development of affordable and attainable housing options in the Cowichan region.
2. To increase the capacity of local communities to develop affordable housing projects by providing expertise, knowledge and support.

The total 2020 budget for the service is \$765,000, of which approximately \$246,500 is funded by North Cowichan property owners. \$252,000 of the 2020 budget is allocated to operating the service with the remainder held in a reserve fund for affordable housing projects.

The Municipality presently does not have dedicated staff for housing and social planning issues or for advancing Council's housing and social planning agenda. Resourcing for housing and social planning is provided by the Chief Administrative Officer (CAO), senior management and community planning staff. The time that any individual staff member has to allocate to housing and social planning issues is small due to various other duties and competing priorities and none of these staff have specialized training or direct experience with housing and social planning. This ad hoc structure has allowed the Municipality to respond to emerging social issues and participate in social planning initiatives involving other partners, but the approach draws staff resources away from core services and other Council priorities. Current resources do not afford any additional capacity for expanding the level of service for housing and social planning issues without reducing service levels elsewhere.

Anticipated Capacity with Social and Housing Planner Position:

The ideal candidate for the position would be an experienced senior planner with expertise in social planning and housing, but also with a solid understanding of community planning in the municipal context. The candidate would be adept at building relationships, advocating for resources with municipal partners, and capable of delivering on the Municipality's objectives and priorities. The establishment of a dedicated social and housing planner position would allow the Municipality to accelerate the pace at which housing and social policy objectives are achieved and would better position the Municipality to respond to current and emerging challenges related to the cost and availability of housing, the opioid crisis, and the general health and well being of North Cowichan residents.

Specific duties associated with the position include:

- Promote and facilitate affordable housing, social equity, cultural diversity and community health.
- Liaise and develop strong relationships with non-profit agencies, community organizations, local first nations, provincial and federal agencies, and adjacent local and regional governments.
- The coordination and management of affordable housing and other housing and social planning projects.
- Coordinate, compile and maintain housing data.
- Facilitate and develop community partnerships.
- Prepare and administer social and housing policies.
- Participate in community planning processes, including the official community plan, local area plans, comprehensive land use planning.
- Undertake assignments involving the application of specialized knowledge in the analysis of community and social planning policy, legislation and best practice.
- Work collaboratively with Council, North Cowichan staff, external agencies, stakeholders and the public to achieve housing and social planning objectives.

Council Strategic Priorities and Projects:

Priorities from the 2019-2020 Council Strategic Plan that involve housing and social planning are:

SERVICE:	✓	Maintain the existing high level of service in the community
	✓	Identify potential new sources of review
ENGAGEMENT:	✓	Support community groups and organizations
	✓	Work collaboratively with regional government partners, ensuring a strong relationship with the CVRD
	✓	Lobby the CVRD, provincial and federal governments to support North Cowichan through grants, funding and tax revenues
HOUSING:	✓	Seek opportunities to partner and support affordable housing initiatives
	✓	Create opportunities for new forms of housing
	✓	Explore opportunities for additional housing that meets the needs of the community
ENVIRONMENT		"... lead in environmental policies and practices to support the future health of our community (purpose statement)
ECONOMY		"...attract and retain great talent and sustainable business, and have opportunities for all" (purpose statement)

Housing and social planning projects that are not specifically identified in Council's Strategic Plan, but which Council has explicitly supported through resolutions or implicitly supported through policy, including:

- Implementation of the Cowichan Attainable Housing Strategy.
- Participation on the Community Action Team.
- Participation in a Housing Needs Assessment with the CVRD and other member municipalities.
- Facilitation of the new Cowichan District Hospital and the new high school.
- Administration of the affordable housing reserve fund.
- Development of housing and social planning policy through the OCP review.
- Participation with the CVRD in the BC Childcare Space Planning Grant and application for funding from the Community Childcare Space Creation Program.
- Partnering with the Community Land Trust on affordable housing projects at Sherman Road and Willow Street.
- Establishment of the Safer Community Plan and the Corridor Safety Office.
- Exploring affordable housing options for municipally-owned properties.
- Interaction with land owners, developers and non-profit housing providers about prospective affordable housing projects.

Relationship to CVRD's Regional Housing Service and Social Planning Service:

Housing and social issues are not easily contained within municipal boundaries and such issues are often better regionally or inter-regionally. CVRD's Regional Housing and Social Planning Services are being effectively delivered by Cowichan Housing Society and Social Planning Cowichan and current and future resources that North Cowichan Council allocates for housing and social planning priorities within the Municipality should not be considered a substitute for these important regional initiatives. Similarly, while the Cowichan Housing Society and Social Planning Cowichan are valuable allies that help to promote and facilitate affordable housing and social planning in the Cowichan region, including North Cowichan, they have neither the mandate nor capacity to provide direct resourcing for Council's priorities and directives. However, by working in partnership with these organizations the Municipality can make effective use of existing resources and utilize those resources to help both North Cowichan and the Regional District realize their objectives. Cowichan Housing Society and Social Planning Cowichan are resources that complement and facilitate North Cowichan's housing and social planning priorities.

Conclusion:

"Opportunity Cost" is the cost of what has to be given up when making choice. In the context of the senior social and housing planner, the opportunity cost can be thought of as the work and accomplishments that cannot be achieved if the position is not created. While it is difficult to be precise about what won't be accomplished if Council decides to not create the new position because there is an ability to shift existing resources between priorities. The following list attempts to summarize some of the anticipated implications of not filling the position and continuing to use existing resources for providing housing and social planning services as well as implications if capacity is expanded by creating the new position.

Maintaining existing capacity means:

- Responsibility for delivering priorities will be shared among senior staff and community planning staff to the extent possible.
- Response to emerging issues and opportunities will tend to be reactive.
- Affordable housing projects initiated by North Cowichan or projects that involve the Municipality as a partner will require project management services to be contracted or be undertaken by a partner that may not be directly accountable to the Municipality.
- Staff will need to be selective about participating in housing and social planning initiatives due to capacity constraints.
- Some of Council's priorities may be delayed until staff resources are available, or until opportunities and circumstances are conducive to their delivery.
- Progress on Council priorities will be more dependant on other projects (e.g. OCP, local area plans) rather than stand-alone initiatives.

Expanding capacity through the creation of a new position means:

- Time that senior staff and community planning staff currently spend on housing and social planning issues can be re-allocated to other priorities.
- Funding and other resources from senior government can be more readily identified, accessed and leveraged.
- A more strategic and pre-emptive approach to current and emerging social issues can be taken.
- The Municipality can better participate in building the relationships and partnerships that are needed to address challenging social issues.
- Expectations may be raised about North Cowichan's responsibility for providing affordable housing and social services.

Implications

The annual cost of a senior social and housing planner, including wages and benefits, is \$120,000. This represents a tax rate increase of 0.20% in 2020 and 0.19% in 2021.

Recommendation

For information (no recommendation).