

Date: May 12, 2015

File No.: 6500-20. Watershed Management

To: Salt Spring Island Local Trust Committee: For the meeting of May 15, 2015

From: Stefan Cermak, Acting Regional Planning Manager

Re: Watershed Management

Purpose

The Salt Spring Island Local Trust Committee (LTC) has identified watershed management on Salt Spring Island as one of its top priorities. The Watershed Program involves a multi-jurisdictional approach to the protection and management of freshwater resources on Salt Spring Island.

The purpose of this report is for LTC consideration of the terms of reference, scope of work, and qualifications for services relating to water conservation and water demand management measures.

Background

The Salt Spring Island Local Trust Committee (LTC) passed the following resolution at their February 5, 2015 regular business meeting:

It was MOVED and SECONDED,
that the Salt Spring Island Local Trust Committee direct staff in consultation with the Salt Spring Island Watershed Protection Authority to prepare terms of reference, scope of work, and qualifications for services relating to water conservation and water demand management measures. CARRIED

The draft Terms of Reference were subsequently considered by the Salt Spring Island Water Protection Authority February 19, 2015, the LTC at their April 16, 2015 meeting, and again by SSIWPA at their April 17, 2015 meeting. Draft minutes from the April 16, 2015 SSIWPA meeting include the following notes:

“There was discussion and the following points were highlighted:

- Water Districts will be requested to provide a letter of cooperation regarding data collection. Dale Green [CRD Program Manager, Integrated Watershed Management Program] will report back regarding CRD contact person;
- There are data gaps in the well registry and many wells are not registered. Pat Lapcevic, Ministry of Forests, Lands and Natural Resource Operations [Section Head - Water Program], [and local residents]: Albert Kaye, Hugh Greenwood and Keith Walstrom were noted as contacts.
- It may be necessary to divide the contract into phases: background research, draft management options and final report.”

At the same meeting, SSIWPA passed the following motions:

“By general consent the Salt Spring Island Watershed Protection Authority commit to working with a consultant in drafting a Salt Spring Island Water Conservation and Demand Management Plan for Salt Spring Island.

By general consent the Salt Spring Island Watershed Protection Authority recommends the following amendments to the Terms of Reference for a Salt Spring Island Water Conservation and Demand Management Plan:

1. Regular progress updates from staff to Salt Spring Island Watershed Protection Authority;
2. Regular verbal updates from contractor to Salt Spring Island Watershed Protection Authority (briefing at Salt Spring Island Watershed Protection Authority meeting every 3-4 months – depending on length of phase) to provide a synopsis of results and to receive feedback from Salt Spring Island Watershed Protection Authority;
3. To include in the purpose or objective a statement regarding analyzing sufficient data to provide confidence to undertake Community and infrastructure Planning;
4. To change objective statement “collaborate with agencies to conserve island water resources” to “agency collaboration to conserve island water resources”;
5. Include recommendations for outreach to existing island water managers and water consumers.”

Terms of Reference

Detailed terms of reference have been redrafted into a Request for Proposal format (Appendix 1). Below is a brief synopsis:

- | | |
|------------|---|
| Purpose | <ul style="list-style-type: none">• To draft and implement a water conservation and water demand management bylaw for Salt Spring Island Local Trust Committee |
| Objectives | <ul style="list-style-type: none">• Evaluate current and long term water supply and demand• Assess water demand values based on permitted land use• Demonstrate agency collaboration to conserve water resources and to plan infrastructure requirements• Critique use of rainwater catchment systems• Provide analysis sufficient to provide confidence to undertake community planning |
| Scope | <p>Research</p> <ul style="list-style-type: none">• Inventory existing known water supply for lakes, streams, and groundwater• Estimate build-out of undeveloped lands based on projected rate of growth; prioritizing lands in the North Salt Spring Waterworks District• Research future demand for undeveloped lands demand based on current permitted uses• Research water demand management options implementable by the SSI LTC <p>Analyze</p> <ul style="list-style-type: none">• Set targets, review measures and tools, select recommended measures and tools <p>Implement</p> <ul style="list-style-type: none">• Draft water conservation and water demand management bylaw |

Funding

Funding for the proposed drafting and implementation of a water conservation and water demand management measures bylaw was made available through unspent funds generated through the 2014/15 special property tax requisition. These funds, initially anticipated to be \$30,000, have been calculated to be the actual value of \$42,980. As per the [Islands Trust Special Property Tax Requisition Policy 6.3.ii.](#) any funds, generated through the special requisition, which are unspent at the conclusion of the fiscal year, will be held in reserve for the Local Trust Committee's use in the subsequent fiscal year to:

1. Complete the previously approved initiative or program; or
2. Undertake a new program, subject to a further resolution of the Local Trust Committee to do so.

The approved 2015/16 Trust Council budget reserved the unspent funds for an LTC project. SSIWPA Coordination is solely approved through the 2015/16 special property tax requisition. LTC projects must be applied via authority granted to the LTC through the Islands Trust Act and generally as per Part 26 of the Local Government Act. In short, the project must be related to planning and land use management. This is relevant as the proposed Terms of Reference are for the final deliverable of a bylaw which the LTC could implement as opposed to the development of an island wide water conservation plan. However, significant research is required for such a bylaw, information which could be useful for other agencies in coordinating an island wide approach to water conservation and demand management.

Further funding may be available for the LTC for this project through its approved work program for Watershed Management. This project includes anticipated OCP and Land Use Bylaw amendments including potential updates to development application procedures and associated publications resulting from completion of a St Mary Lake Integrated Watershed Management Plan. Budgeted costs include anticipated professional consultant costs, communications and facilitation services, legal review and public hearing.

The following table summarizes funding for the water related projects currently proposed or underway by the LTC:

	Funding Source	Funding Amount
Watershed Management	LTC Projects	\$15,000
Water Demand Management Bylaw	Unspent 2014/15 Special Property Tax Requisition	\$42,980
SSIWPA Coordination	2015/16 Special Property Tax Requisition	\$119,500

Discussion

Staff has amended the draft terms of reference to reflect SSIWPA's suggested changes. These changes include a verbal exchange between SSIWPA and the contractor approximately every 3-4 months or as the project progresses through its various phases. However, for clarity, this is not a SSIWPA project, it is an LTC project. Furthermore, once the service contract is signed, it is staff's responsibility to manage the contract.

Next Steps

The LTC may wish to consider the amending Terms of Reference. If the Terms of Reference are adopted in principle, staff will proceed with posting the Request for Proposal. Staff will present an updated Project Charter for LTC consideration reflecting these changes, when time and resources permit.

RECOMMENDATION

That the Salt Spring Island Local Trust Committee APPROVES in general the terms of reference included in the Staff Report dated May 8, 2015 and directs staff to issue a contract for the development of a water conservation and water demand management bylaw.

Prepared and Submitted by:

Stefan Cermak, Acting Regional Planning
Manager

Date

Appendices

Appendix 1: Extracted Terms of Reference for Salt Spring Island Water Conservation and Demand Management Bylaw

2. Organization Overview

2.1. The Islands Trust

The Trust Area consists of 13 major islands and more than 450 smaller islands between the BC Mainland and southern Vancouver Island, including Howe Sound and as far north as Comox. The population of the area is approximately 25,000.

The *Islands Trust Act* established the Islands Trust in 1974 and sets out its mandate as follows:

"To preserve and protect the trust area and its unique amenities and environment for the benefit of the residents of the trust area and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia."

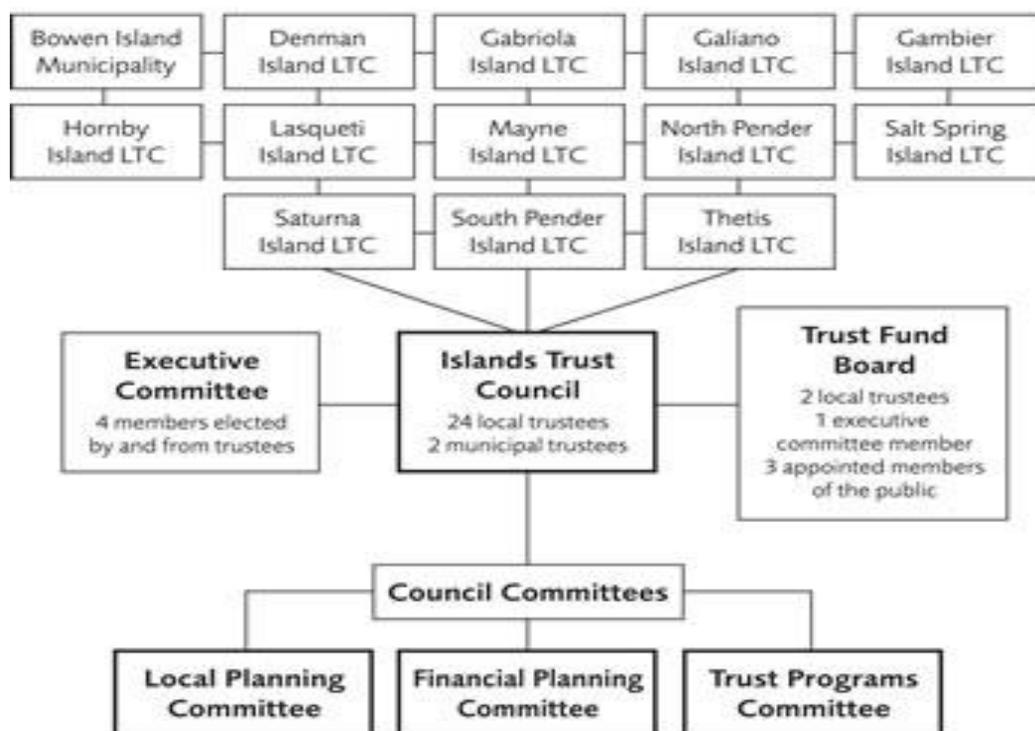
The Islands Trust is a federation of thirteen local government bodies. Within the Islands Trust federation, there are an additional 3 corporate bodies, an executive committee and several sub-committees.

Within the broader Islands Trust Area there are 26 elected trustees serving on 13 local trust committees and one island municipality, all of whom serve on Trust Council, which meets quarterly to address regional issues. Each Local Trust Committee is an incorporated, special purpose authority with statutory responsibility for planning and regulating land use within its local trust area. All other municipal services (e.g. water, sewer, garbage, roads) are provided by Regional Districts.

The Islands Trust website is located at: <http://www.islandstrust.bc.ca/>

This Request for Proposal is being issued by the Salt Spring Island Local Trust Committee (LTC).

Islands Trust Legislative Structure Local Trust Committees and Island Municipalities



2.2. Salt Spring Island Local Trust Committee and the Salt Spring Island Watershed Protection Authority

The [Salt Spring Island Local Trust Committee](#) (SSILTC) is comprised of locally elected officials who serve Salt Spring Island and make land use planning decisions on behalf of the Islands Trust. The Salt Spring Island Local Trust Committee was recently delegated additional authority by the Islands Trust Council through a bylaw under the Islands Trust Act. This authority was delegated to allow for the coordination of multiple agencies in addressing watershed management issues on Salt Spring Island. The SSILTC acts as a coordinating body for the Salt Spring Island Watershed Protection Authority (SSIWPA).

The [Salt Spring Island Watershed Protection Authority](#) (SSIWPA) is comprised of representatives from Provincial and local government agencies who have undertaken to protect and manage Salt Spring Island's watersheds. SSIWPA meetings, work plans, budgets, communications, grant applications, and general administrative and logistical duties are carried out by the SSIWPA Coordinator. The following agencies are participants:

- * Salt Spring Island Local Trust Committee
- * Capital Regional District
- * Island Health
- * BC Ministry of Health
- * BC Ministry of the Environment
- * North Salt Spring Water District
- * Highland & Fernwood Water Commissions

3. Summary of Requirements

The Salt Spring Island Local Trust Committee (SSI LTC) has long been concerned about the issues of water quality and quantity on the islands in Salt Spring Island Local Trust Area. The SSI LTC, nor the Islands Trust Council, has the jurisdiction to regulate water or wells. That is a provincial and regional district responsibility. Local trust committees can protect groundwater using land use planning tools and advocate for better provincial water legislation.

The Salt Spring Island Local Trust Committee (SSI LTC) made watershed management a top priority work program in 2012 to address water quality of surface water drinking sources. The SSI LTC has expanded the watershed management top priority work program to include water quantity issues. As such:

The SSI LTC is seeking proposals by qualified consultants to draft and implement a potable water conservation / water demand management bylaw, implementable by the SSI LTC.

Objectives of the project include:

- Determine water demand values based on actual data and industry standards relevant to the area
- Evaluate current and long term water supply and demand on Salt Spring Island
- Provide analysis sufficient to provide confidence to undertake community planning
- Demonstrate agency collaboration to conserve water resources and to plan infrastructure requirements
- Reduce demand for ground or surface water resources; encourage rainwater catchment systems
- Draft and implement a water conservation / water demand bylaw

4. Scope of Work

4.1. Scope of Work

The scope of work includes:

- Inventory existing known water supply for lakes, streams, and groundwater
- Identify areas of water supply deficit, data gaps, and indicate level of certainty
- Prioritizing lands in the North Salt Spring Waterworks District,
 - Estimate build-out of undeveloped lands based on projected rate of growth (rate of growth provided through previous studies);
 - Estimate water demand based on consumption standards versus actual metered data (where provided), and based on current permitted uses in the zones
 - Repeat above two points for remaining water improvement districts and community catchment areas together
- Recommend water demand values (consumption standards) relevant to the region and using local data where available
- Research water demand management measures which the SSI LTC can implement according to their authority
- Recommend water conservation priorities based on supply and demand analysis
- Recommend and set water conservation targets
- Review and recommend water conservation measures and tools
- Draft water conservation, water demand management bylaw implementable by the SSI LTC

4.2. Deliverables

Upon execution of a Service Contract, the successful proponent will:

Background and Research

1. Meet in person at the Salt Spring Islands Trust office with Islands Trust planning staff to coordinate resources, timing, budget and contacts.
2. Maintain regular (for example bi-weekly) communication with Planner managing the contract
3. Obtain a written letter of cooperation from chairpersons of Water Districts regarding data collection (contacts will be supplied)
4. Extensive communication (phone and email) with various agencies in order to retrieve necessary information
5. Obtain and summarize well data. Identify data gaps. Follow up with relevant contacts (some provided) to reduce data gaps as much as feasible.
6. Create an inventory of existing water supply including the following:
 - a. Lakes and streams
 - i. Update source availability
 - ii. Licenced withdrawals
 - iii. Review and recommend updates to Community Surface Water Systems data in section C.3.2 of the Official Community Plan
 - iv. Identify areas of water supply deficit
 - v. Identify data gaps, level of certainty
 - b. Groundwater
 - i. Review and recommend updates to Community Surface Water Systems data in section C.3.2 of the Official Community Plan
 - ii. Summarize known groundwater supply
 - iii. Summarize groundwater vulnerability and community catchment areas
 - iv. Identify areas of groundwater supply deficit (example evidence showing increasing water delivery to well users)
 - v. Identify data gaps, level of certainty
7. Draft a summary report for the above research.

8. Draft summary will be reviewed by Planner managing contract for feedback and forwarded to the Salt Spring Island Watershed Protection Authority for review and comment.
 9. Briefly and verbally (by phone or internet connection) summarize draft summary at a Salt Spring Island Watershed Protection Authority meeting (third Friday of every month)
 10. Discuss all feedback with Planner for consideration of any amendments. Any increase in scope of resources required must be approved via a resolution by the Local Trust Committee.
11. Research and Summarize Water Demand Management Options
 - a. Prioritizing lands in the North Salt Spring Waterworks District:
 - Estimate build-out of undeveloped lands based on projected rate of growth (rate of growth provided through previous studies);
 - Estimate water demand based on consumption standards versus actual metered data (where provided), and based on current permitted uses in the zones
 - b. Repeat points above, prioritizing lands in other Water Improvement Districts and Community Water Catchment areas (community wells)
 12. Recommend water demand values (consumption standards) relevant to the region and based on local data where available
 13. Research water demand management measures which the SSI LTC can implement according to their authority
 14. Recommend water conservation priorities based on supply and demand analysis
 15. Recommend water conservation targets
 16. Review and recommend water conservation measures and tools
 17. Draft a summary report for the above research (include all research up to this point)
 18. Draft summary will be reviewed by Planner managing the contract for feedback and forwarded to the Salt Spring Island Watershed Protection Authority for review and comment.
 19. Briefly and verbally (by phone or internet connection) summarize draft summary at a Salt Spring Island Watershed Protection Authority meeting (third Friday of every month)
 20. Discuss all feedback with Planner for consideration of any amendments. Any increase in scope of resources required must be approved via a resolution by the Local Trust Committee

Draft Bylaw

21. Draft water conservation / water demand management bylaw implementable by the SSI LTC
22. Draft Final Report including bylaw for review and comment by Planning staff
23. Draft communication materials for stakeholders, water managers, consumers and the public for review and comment by Planning staff. Materials suitable for the internet, general handouts, and for a Community Information Meeting.
24. In person, on Salt Spring Island, present materials at a Community Information Meeting (a special business meeting of the SSI LTC). At same meeting, engage in discussion with interested parties
25. In person, on Salt Spring Island, Present Final Report including bylaw to SSI LTC

Note that the above deliverables are organized into three phases (phase: 1 items 1-7, phase 2: items 8-20, phase 3: items 21-25). It is feasible that phase 2 could be delivered before phase 1. It may also be feasible that this becomes SSI LTC's priority. Therefore, proposals are strongly encouraged to divide proposals into the above phases with corresponding timelines and costing.

5. Qualifications and Experience

- Expert in drafting and implementing water conservation / water demand management bylaws
- Expert communicator/coordinator with multiple agencies or departments
- Procurement Policies require the Services to go through a Request for Proposal process

6. Service Contract

The successful proponent will be required to sign a service contract with Islands Trust. Please see Appendix A attached for a copy of our standard service contract. The successful proponent will be supplied with contact information to all relevant agencies as well as extensive background research regarding water quantity in the Gulf Islands and on Salt Spring Island in particular.

(Finance Officer to add information about insurance certificate requirements)

7. Proposed Timeline for RFP Process:

Activity	Estimated Completion Dates
Issue RFP	May 22, 2015
RFP Closing	June 12, 2015
Evaluation Period	June 15 – June 26
Award of Contract to Successful proponent	June 30, 2015
Completion of Deliverables	December 31, 2015

8. RFP Response Outline

Proposals should be clearly written, providing a straightforward, concise description of the proponent's ability to meet the requirements of the RFP.

The following format, sequence, and instructions should be followed in order to provide consistency in proponent response and ensure each proposal receives full consideration. All pages should be consecutively numbered.

- a. An unaltered and completed Request for Proposals cover page which is page one of this RFP document. The Proponent section must be completed and signed by an authorized signatory.
- b. Table of contents including page numbers.
- c. A summary describing the proponent's interpretation of the purpose, objectives, and scope of work
- d. A timeline and cost estimate to achieve the deliverables as outline in section 4.2
- e. A summary on the authority of the Salt Spring Island Local Trust Committee as assigned to it under the Islands Trust Act and Part 26 of the Local Government Act in comparison to other agencies and service providers that have authority to implement water conservation or water demand management measures
- f. A one page summary detailing your qualifications, experience and skills as outlined in Section 5.
- g. A resume for each individual that will be assigned to this project.
- h. The proponent must provide at least 3 references for work done in the last 5 years that are similar in size and complexity. These references may be contacted by Islands Trust and information should include contact name, position, name of the organization, email and telephone number.
- i. The RFP response must clearly indicate the details comprising an all-inclusive firm-fixed price (excluding GST and PST) for undertaking the deliverables described in this request for proposal. Pricing should include any associated travel cost, etc.

9. Evaluation

This section details all of the mandatory and desirable criteria against which proposals will be evaluated. Proponents should make sure that they fully respond to all criteria in order to receive full consideration during evaluation.

9.1. Mandatory Criteria

Proposals not clearly demonstrating that they meet the following mandatory criteria will be excluded from further consideration during the evaluation process:

A.	The proposal must be received at the closing location before the specified closing date and time.
B.	One unaltered, completed Request for Proposal cover page including an originally-signed Proponent Section. The person signing the form must be an authorized signatory for the company. This document is page one of this proposal package.
C.	The proposal must be in English and must not be sent by facsimile or e-mail.
D.	One hard copy of the proposal and one electronic PDF copy on flash drive or CD must be submitted.

9.2. Evaluation Criteria

Proponents who have satisfied all the Mandatory Criteria listed in Section 9.1 will be evaluated against the Evaluation Criteria detailed below.

Your proposal will be reviewed for completeness, suitability and match to requirements. Proposals will be evaluated and ranked based on the information provided within the proposal.

Criterion	Points
1. Understanding of the scope of the work, the deliverables of the proposal, and the timeframes required.	10
2. Experience that demonstrates drafting and implementing water conservation and water demand management bylaws,	30
3. Understanding of the respective authority to implement water conservation or water demand management measures in the Islands Trust area	20
4. Previous experience demonstrating expert communication / coordination with multiple agencies or departments	10
5. References – relevant examples of recent work performing services of similar size and complexity.	10
6. Proposed Fees/Cost	20
TOTAL	100