

Ministry of Sustainable Resource Management

Agricultural Land Commission

SERVICE PLAN

2003/04 - 2005/06



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Accountability Statement

The 2003/04 – 2005/06 Agricultural Land Commission Service Plan was prepared under my direction in accordance with the *Budget Transparency and Accountability Act*.

I am accountable for the bases upon which the plan was prepared. The plan was developed in the context of the government's Strategic Plan.

All material fiscal assumptions and policy decisions as of January 28, 2003 were considered while preparing the plan and I am accountable for achieving the specific objectives set out therein.

Honourable Stan Hagen

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Minister of Sustainable Resource Management

February 3, 2003



Ministry of Sustainable Resource Management — Agricultural Land Commission



I am pleased to present the 2003/04 – 2005/06 Service Plan of the Agricultural Land Commission, an agency reporting to me but operating under its own enabling legislation, the *Agricultural Land Commission Act*.

The Commission is charged with preserving agricultural land and encouraging and enabling farm businesses throughout British Columbia.

It accomplishes these goals by managing the Agricultural Land Reserve (ALR) in collaboration with local governments, public agencies and other stakeholders. A protected agricultural land base provides opportunities for the expansion of agriculture and other compatible activities, to help

achieve economic growth throughout the province. The work of the Commission addresses government goals and the ministry's objectives for promoting economic development while protecting social and environmental values.

In the past year government has achieved its commitment to make the Commission more regionally responsive to community needs by implementing a new structure for the Commission based on six regional panels. It has focused the work of the Commission on agricultural land preservation. And it has passed new legislation to provide the Commission with additional tools to manage the Reserve more efficiently and effectively, in partnership with local governments and other public agencies. The Commission is well poised to continue its work. It is a made-in-BC success story which has contributed to the expansion of the agricultural economy in BC for over 30 years.

This Service Plan details the Agricultural Land Commission's vision, mission and objectives, all of which support government direction. The plan includes performance measures that will be used to assess the Commission's progress in achieving its objectives.

The agriculture industry in British Columbia remains a strong and stable contributor to the provincial economy. A secured land base is a fundamental requirement for the continuing growth of this critical industry. Government supports this growth in order to provide jobs for British Columbians, abundant food and high quality products for export. Government is committed to maintaining the broader public interest in protecting farmlands and to ensuring that sustainable farmlands continue to help build sustainable communities.

Honourable Stan Hagen

Minister of Sustainable Resource Management

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Strategic Context

This Service Plan sets out a three-year plan for achieving the Agricultural Land Commission's goals and objectives and for monitoring progress, in accordance with the *Budget Transparency and Accountability Act*.

Vision

A provincial agricultural land reserve system that fosters economic, environmental and social sustainability

The Agricultural Land Reserve provides a sustainable agricultural land base that supports, and creates opportunities for, a safe and secure source of food and other agricultural products. The protected land base provides for agricultural expansion and compatible economic activities. It helps build healthy and sustainable rural and urban communities.

The Commission's vision is consistent with the Ministry of Sustainable Resource Management's vision of a vibrant economy supporting the social and environmental values of British Columbians.

Mission

Preserve agricultural land and encourage and enable farm businesses throughout British Columbia.

The Agricultural Land Commission is the provincial agency responsible for administering the Province's land use zone in favour of agriculture — the Agricultural Land Reserve. In pursuit of its vision and mission, the Commission adjudicates change of use applications, reviews plans and bylaws to ensure consistency with provincial objectives; and works with local governments and others to encourage and enable farming of agricultural lands. The preservation of agricultural land and encouragement of farming is a provincial interest that has widespread public and industry support.¹

Values and Principles

The Commission is committed to the following values to guide its activities and the delivery of public services. These values complement the Ministry's Governance Principles for Sustainable Resource Management.

¹ "British Columbia Agri-business Survey No. 3, June 2002" by the Canadian Federation of Independent Business reported 89% of respondents (BC agri-business members) support leaving the ALR in place.

Integration — Policies and programs foster long-term sustainability by considering a range of economic, social and environmental values for the benefit of present and future generations.

Accountability and fairness — The Commission sets performance standards and implements mechanisms for compliance, auditing and reporting on progress. The Commission acts fairly and in the public interest.

Transparency — The Commission establishes open decision-making processes and the basis of all decisions is public information.

Science and knowledge — Agricultural Land Reserve boundaries and decisions are based on biophysical criteria, local knowledge and site specific circumstances.

Responsiveness — The Commission, in carrying out its responsibility to protect the provincial interest in agricultural land preservation, considers the needs of farmers, landowners, applicants, First Nations, local governments and others.

Shared Responsibility — The Commission is aware that its decisions affect others, and that others share in the responsibility for making decisions. The Commission strives to develop working relationships with local governments, First Nations and other communities of interest and to ensure consultation with stakeholders in all of its decisions and activities. The Commission works towards delegating some decision-making to interested local governments and public agencies.

Certainty — The Commission makes clear and timely decisions within a predictable and understandable regulatory framework.

Planning Context

Trends

The Agricultural Land Commission operates in a dynamic environment that is affected by many external trends and events. These may be global, national, provincial or wholly within the agricultural industry. The Commission's response to these will determine, in part, its success in accomplishing its mission and implementing new government directions.

International trends and events may affect the utilization and economic importance of BC's working agricultural land base. For example:

- rising populations, increasing competition for land and water in other countries and provinces, and BC's reputation for high quality food products may result in larger export markets for BC farm products, as well as a larger domestic market;
- rising living standards within many nations may result in an increased ability to buy BC farm products, as well as create additional demand as daily caloric consumption per capita increases; and
- global trade policies and international agreements may affect BC's agricultural industry.

Within BC significant trends that affect the land reserve system and the use of agricultural land include:

- population growth, particularly in the Fraser Valley, Okanagan and Vancouver Island, increases the development pressure on agricultural land, increases competition for water resources, and creates other demands on the working land base;
- advances in technology have the potential to increase the sustainable productive capacity
 of agricultural land and enable farmers to adapt quickly to changing market forces and to
 respond to market opportunities;
- increasing public environmental awareness continues to highlight the importance of agricultural land for other values such as wildlife habitat and recreation, and contributes to public demands for more sustainable farming practices by industry;
- increasing awareness by the general public of global food issues affects decisions about what foods to import, and uncertainty about foreign farm practices increases support for retaining our ability to grow food in BC; and
- growing public demand for organically and locally grown produce may result in changes in the way agricultural land is utilized.

The ALR — a success story

Most urban regions in North America are faced with growth pressures and rising land servicing costs. BC has achieved success in limiting sprawl in part because agricultural lands are protected.

A recent study by Northwest Environment Watch and Smart Growth BC entitled, "Sprawl and Smart Growth in Greater Vancouver" credited BC's Agricultural Land Reserve for achieving compact development and for limiting sprawl in greater Vancouver. The study measured trends in urban density in the Vancouver and Seattle metropolitan areas between 1986 and 2001. It showed that greater Vancouver, which almost doubled its population in this period, significantly increased urban density while protecting agricultural land and green space.

In contrast, Seattle's weaker zoning and other protections led to rampant sprawl and an associated loss of farmland and open space. The study noted that "if Vancouver had grown the way Seattle did over the last century, all remaining developable land in greater Vancouver, along with four fifths of the remaining agricultural land, would be covered with tracts of suburban housing". Clearly, despite population growth in the Lower Mainland, the provincial land reserve system has helped shape more efficient development and reduced the infrastructure costs associated with urban sprawl.

Strengths

The agriculture industry is a strong and growing contributor to the provincial economy and provides tens of thousand of direct jobs in farming, ranching, food processing, distribution and retail sales, together with many more indirect ones. Strengths of the industry include²:

- Agricultural sector revenues based on total farm sales were \$2.2 billion in 2001; BC's growth in this sector has outpaced the national growth rate over 10 years
- In 2001 the industry directly employed 26,000 people;
- The decline in number of BC farms is the smallest in the country at 7.1% (20,290 farms in 2001) compared to a 10.7% decline nationally;
- The value of agri-food exports from BC in 2001 was \$1.5 billion, an increase from \$1.1 billion over 1996;
- The total farm area in BC has increased by 2.3% since 1996;
- BC produces a greater variety of products more than 200 commodities over a wider range of geographical and climatic conditions than any other area in Canada;
- BC agriculture operates within a protected land base, an advantage most of our competitors do not share:
- The industry is less affected than other resource sectors by downturns in the economy. Agriculture has a stabilizing effect on rural communities because economic returns and jobs have remained relatively stable over the years.

The success of this industry is dependent on many factors, including activities of both the public and private sectors and also trends within and outside of BC. Nevertheless, a protected agricultural land base is a contributing factor to the success of BC's agri-food industry, one which enjoys a significant potential for future growth across the province.

Challenges

The Commission operates within rapidly changing social, political and economic environments that present many challenges. These include:

- The transition to new core services and business processes, which must be completed with fewer financial and staff resources;
- The changes in other ministries and agencies which may impact on the Commission's ability to deliver core services;
- The reluctance of some local governments to assume more land use decision-making responsibility within the ALR, and the preference of many for the status quo;

² Ministry of Agriculture, Food and Fisheries Fast Facts 2002 and Statistics Canada Agriculture 2001 Census.

- Continuing development pressures on agricultural lands near urban areas and the importance of protecting farmers' right-to-farm in the ALR;
- Fluctuating agricultural commodity prices and demand for lands to diversify the economic base of communities, which may result in continuing and possibly mounting pressure to release lands from the ALR;
- Public demand for the protection of environmental values on private agricultural lands, which directly affects agricultural viability and requires innovative solutions to balance competing values on the same land base;
- The First Nation treaty settlement process, which will involve large tracts of land designated as Agricultural Land Reserve; and achieving balance between the preservation of agricultural land and the needs of First Nations; and
- The competing demands on Crown ALR land for forest production, environmental protection and wildlife habitat preservation which can make significant areas unavailable for agricultural development.

Opportunities

In addition to challenges, the Commission has identified a number of opportunities:

- Increasing support by local governments, farmers, the public and others for securing foodlands which will result in more opportunities for partnership and collaborative governance;
- Other government initiatives that will result in opportunities to strengthen the land reserve system and to deliver services more efficiently and effectively;
- New opportunities for diversified economic growth, particularly in rural areas, which will help strengthen rural economies;
- The re-structuring of government, which offers opportunities for partnerships, streamlining and enhanced access to data and information to support the delivery of services; and
- Policies and programs that are in progress to make Crown ALR lands available for agricultural economic development through an improved lease, license and purchase program.

Highlights of Changes from Previous Plan

During the period following the adoption of the 2002/03 Service Plan, a number of significant changes were made to the Commission's mandate and its way of doing business. In Spring 2002 government passed new legislation and regulations focusing the Commission's purpose on agricultural land preservation and streamlining procedures. The Commission was successful in reducing regulatory requirements by introducing new results-based processes

and broadening uses permitted in the Reserve. However, during this time the Commission also experienced an increase in the number of applications.

The target of 'deciding 80% of applications within 60 days' was not met within the six-month period April to September 2002. With the appointment of six Commission panels in May 2002, the focus became improving liaison with local governments and stakeholders through an increased number of meetings around the province. As resources decrease in fiscal 2003/04 it will become even more challenging to meet some performance targets. This plan revises the target for timely response to 'deciding 80% of applications within 90 days'. This revised target provides for a transition period when the emphasis will be on negotiating delegation agreements with local governments and public agencies. Once agreements are in place the number of applications to the Commission should decline and timeliness improve.

The target of delegating partial decision authority to 20% of local governments in 2002/03 was not met. All local governments have been offered the opportunity to assume delegated responsibility for land use and subdivision decisions within the ALR. However, there was a clear reluctance on the part of some local governments to take on this role, especially during an election year. Some viewed delegation as downloading while others may have been awaiting the outcomes of the Community Charter initiative.

Goals

The Commission expects to achieve its mission through the realization of its four complementary goals:

- 1. Preservation of agricultural land
- 2. The encouragement and enabling of farm businesses
- 3. A provincial land reserve system that considers community interests
- 4. Sound governance and organizational excellence

The Commission administers the Agricultural Land Reserve, which is a provincial land use zone that encompasses 4.7 million hectares of agricultural land. The ALR was established in 1973-74 based on a review of agricultural capability (a combination of soil and climate measures), existing land use and an extensive consultation process. The boundaries of the ALR are continually adjusted to reflect better information on the suitability of lands for agriculture, changes in land use and community needs.

The *Agricultural Land Commission Act*, 2002 (ALCA) came into effect on November 1, 2002. It replaced the *Land Reserve Commission Act*, the *Agricultural Land Reserve Act* and the *Soil Conservation Act*. The ALCA re-affirms the Commission's mandate and purpose which is to preserve agricultural land and encourage and enable farming. It sets out processes for land use approvals including the inclusion or removal of land from the ALR, non-farm uses and subdivisions. The Act is supported by the Agricultural Land Reserve Use, Subdivision and Procedure Regulation, which details procedures for applications and defines permitted land uses and subdivisions of land within the ALR. New regulations have broadened uses permitted in the Reserve, providing for more diversified and value-added agricultural activities and expanded economic opportunities. As a result government reduced, by approximately 20%, the number of regulatory requirements for the Commission's areas of responsibility during 2002/03.

Amended provisions of the Act provide for the delegation of authority to decide non-farm use and subdivision applications to local governments, public authorities or the Chief Executive Officer of the Commission.

In addition to adjudicating land use applications under the ALCA, the Commission reviews plans and bylaws of local governments and other agencies to ensure that the ALR is properly identified and that the policies are supportive of the ALR and farmland preservation. Review of these plans helps to further the Commission's mandate.

The business of the Commission is carried out through three functional areas¹:

Strategic Planning & Corporate Policy

This encompasses the Commission's policy development role, participation in the planning and policy initiatives of other organizations including local government plans and bylaws, and communications;

Regional Operations

This is focused on the review and adjudication of applications under the *Agricultural Land Commission Act*, compliance with the Act and regulations, and enforcement; and

Administration & Information Systems

This includes administrative support and records management. The Commission maintains an application database and ALR maps for the province.

The Commission's functions and services are intended to meet the objectives and deliver the outcomes described in this plan, and to support the government's overall strategic direction.

As a result of the Core Services Review process the Forest Land Reserve and regulation of private land forest practices are no longer part of the core business of the Commission. This Service Plan focuses on the remaining core business of the Commission, namely to administer the Agricultural Land Reserve province wide.

¹ The Commission operates under a single sub-vote of MSRM as specified in the Public Estimates Blue Book.

Objectives, Strategies, Performance Measures and Targets

Goal 1: Preservation of agricultural land

Objective 1.1: Lands suitable for agriculture are retained in the ALR				
Strategies	Performance measures	Targets		
1. Adjudicate applications based on land suitability	Total area in ALR	Maintain ALR area		
and capability for agriculture.2. Review the agricultural suitability of lands within the ALR as needed in response to planning reviews, changing land use trends and improved information.	Net changes in the ALR by region	and minimize net reduction		
Objective 1.2: Land use changes do not significan agriculture	tly diminish land capa	ability and use for		
Strategies	Performance measures	Targets		
1. Review and decide applications using the best available information, including site visits and meetings with applicants where possible.	Application approvals (# of ha) with significant potential	Minimize application approvals with significant impact		
2. Assess the potential impact of decisions on the land's use for agriculture.	impact (under development)	Establish baseline 2003/04		
3. Minimize the amount of suitable agricultural land excluded from the ALR or alienated by incompatible development.				
Objective 1.3: Expansion of economic opportuniti	es for agriculture and	compatible activities		
Strategies	Performance measures	Targets		
 Consider compatible or complementary activities in the ALR in support of economic diversification Where appropriate, negotiate compensating 	% of applications approved for compatible uses	Establish baseline 2003/04 and determine target		
benefits for agriculture if lands are removed from the ALR or converted to non-farm use 3. Implement a results-based process for removal of	% of applications approved with compensating benefit			
soil and placement of fill on agricultural land 4. Chair to participate in Minister's Economic Council to promote economic policies.	Estimated value (production or \$ value) of resource extraction compatible with agriculture in the ALR	Estimated value		

Goal 2: The encouragement and enabling of farm businesses

Objective 2.1: Plans, policies and activities of local governments, agencies and First Nations encourage, enable and accommodate farming

Strategies	Performance measures	Targets
 Work with local governments to establish guidelines for community planning that address the provincial interest in encouraging farming Apply guidelines to plan reviews to ensure provincial ALR interest is met 	Local government plans are consistent with provincial ALR guidelines	80% of plans audited are consistent by 2005/06
3. When requested, have discussions on potential treaty settlement lands and agreements that balance agricultural land preservation with the needs of First Nations		

Objective 2.2: Improved local government capacity to plan for agriculture and support farm businesses

Strategies	Performance measures	Targets
Communicate and provide assistance to local governments on the new regulatory provisions and processes	# of advisory committees with farm sector representation	Increase % of local governments with advisory committees
2. Encourage local governments to include farm community representatives in planning, including their participation on Board or Council advisory committees		

Goal 3: A provincial land reserve system that considers community interests

Objective 3.1: Increased awareness of community issues within the Reserve				
Strategies	Performance measures	Targets		
1. Build regional responsiveness of the Commission to community issues through increased presence in the regions	# of Commission panel meeting days in regions	Maintain 2002/2003 #		
2. Meet with local governments and others to discuss community issues and ways to accommodate them while respecting the Commission's mandate				

Objective 3.2: Community issues and needs factored into decision-making Performance **Targets Strategies** measures Establish baseline 1. Consider community issues when making % of applications decisions approved for which 2003/04 community need is a 2. Work with local governments to address factor community needs, particularly through community planning processes 3. Develop processes for dispute resolution when conflicts are unresolved between Commission and a local government

Objective 3.3: Increased participation of local governments and public authorities in ALR decision-making under delegated authority

Strategies	Performance measures	Targets
 Meet with local governments to promote the benefits of shared decision-making under delegated authority Negotiate delegation agreements in priority areas with interested and supportive local governments and public authorities 	# of delegation agreements with local governments # of delegation agreements with public authorities	50% of supportive local governments have delegation powers by 2005/06 2 agreements with authorities by 2003/04

Goal 4: Sound governance and organizational excellence

Objective 4.1: A responsive, effective and accountable Commission				
Strategies	Performance measures	Targets		
Reduce regulatory requirements Develop and implement a comprehensive performance measurement system Reduce the workload through voluntary delegation of non-farm and subdivision	# of regulatory requirements ¹ Performance reporting by region fully operational	Reduce 70% from 2001/02 base by end 2003/04 2003/2004		
applications to local governments and other agencies4. Continually update Governance Policy to improve administrative fairness and accountability	# of non-farm use/subdivision applications decided by Commission	Reduce 20% from 2001/02 base by end 2003/04		
5. Transfer the regulation of forest practices on private managed forest land to another agency and eliminate the FLR	New private managed forest land legislation	Late 2003		
Objective 4.2: Timely and efficient response				
Strategies	Performance measures	Targets		
Set standards for application response times and monitor results	Application processing time	80% of applications decided within 90 days		
Objective 4.3: Performance focused staff				
Strategies	Performance measures	Targets		
 Develop and implement an employee performance and development planning system (EPDP) Clarify responsibilities, accountabilities and deliverables in revised job descriptions consistent 	EPDP's completed for staff and implemented	2003/04		
deliverables in revised job descriptions consistent with Service Plan				

¹ Regulatory requirements for the 4 acts and associated regulations under Commission responsibility for fiscal 2002/03 was 903. Regulatory requirements for the *Agricultural Land Commission Act*, 2002 and regulation for fiscal 2003/04 is 276 (assuming repeal of the *Forest Land Reserve Act*).

Consistency with Government Strategic Plan

The Agricultural Land Commission's Service Plan responds to government's *New Era* commitments and to its Strategic Plan.

New Era Commitment achieved in 2002/03:

Increase the regional responsiveness of the Commission to community needs.

The Commission implemented its new structure on May 1, 2002. The *Agricultural Land Commission Act*, effective November 1, 2002, provided the Commission with new tools and streamlined processes, while maintaining its purpose to protect agricultural land. The Commission is now comprised of six panels based in six regions of the province: Interior, Island, South Coastal, North, Okanagan and Kootenay. The panels meet in their regions monthly and are responsible for decision-making, plan reviews and delegation agreements within their regions. 'Community issue' is defined in the new legislation and provision is made for voluntary dispute resolution where there is disagreement between a local government and the Commission over a community issue.

Government Strategic Plan:

Goal: A strong and vibrant provincial economy

A strong and expanding agriculture industry is fostered through strategies to recognize value added and compatible or complementary economic activity in the Reserve and by reducing the regulatory burden for land use changes at the provincial and local levels.

Goal: Safe, healthy communities and a sustainable environment

The agricultural land reserve system contributes to this goal by helping to:

- promote the orderly development of communities, both urban and rural;
- maintain productive soils in a working landscape; and
- provide environmental values such as habitat and water conservation functions on farmland.

Objective: British Columbia will have sustainable natural resources

Strategy: Reform the management of the Agricultural Land Commission to better reflect local input

Government changed the structure of the Commission with improved regional representation to better reflect local knowledge and to improve opportunities for local input into decision-making. The Commission has strategies to increase local involvement in decision-making and to encourage local governments to assume authority for more land use decisions in the ALR.

When making decisions, the Commission considers community interests together with the provincial interest in preserving agricultural land and sustaining natural resources.

Ministry Service Plan 2003/04 to 2005/06:

The Commission plan contributes to the Ministry of Sustainable Resource Management's vision of "a vibrant economy supporting the social and environmental values of British Columbians."

Resource Summary

Core Businesses	2002/03 Restated Estimates ¹	2003/04 Estimates	2004/05 Plan	2005/06 Plan	
	Operating Expen	ses (\$000)			
Total Operating Budget	2,931	2,296	1,957	1,957	
Capital Expe	Capital Expenditures (Consolidated Revenue Fund) (\$000)				
Total Capital	51	43	43	43	
Full-time Equivalents (FTE)					
Total Staff FTE	29	22	20	20	

¹ These amounts have been restated, for comparative purposes only, to be consistent with the presentation of the 2003/04 *Estimates*. Schedule A, Consolidated Revenue Fund Expense, FTE and Capital Expenditure Reconciliations — 2002/03, of the *Estimates* presents a detailed reconciliation.

The Agricultural Land Commission budget forms part of the budget of the Ministry of Sustainable Resource Management. The Commission operates under a single sub-vote of MSRM as specified in the *Estimates*.

Summary of Related Planning Processes

Human Resource Management Plan 2003/04 - 2005/06

The Agricultural Land Commission values its employees and strives to meet the needs of staff to ensure that all have the necessary knowledge, skills and abilities in a supportive, safe and healthy work environment. In order to achieve sound governance and organizational excellence, the following goals, objectives, strategies and performance measures guide the development of our human resources such that we achieve the vision set out in our service plan.

Goal	Objective	Strategy	Performance Measures
Proactive and Visionary Leadership	 Develop a clear understanding of Commission goals and plans with staff Build capacity within the Commission to ensure leaders have the skills to fulfill their responsibilities 	 Communicate Commission plans to all staff Support leadership development and participation in the Renewal workshops and programs 	 All staff clearly understand the Commission's goals and plans Directors participate in leadership workshops
Performance Focused Workforce	Establish clear goals, expectations and feedback for staff to support Commission and individual goals	 Ensure that staff understand their role and how they contribute to the accomplishment of the service plan Staff to develop personal performance plans and review with manager 	 Staff understand their goals and roles by March 31, 2003 Staff have performance plans prepared and a review completed by 2003/04

Goal	Objective	Strategy	Performance Measures
Flexible and Motivating Work Environment	 Recognize and reward employees for contributions to the Commission's success Plan for succession and find capable people to be considered for Commission work opportunities 	 Provide information on recognition awards programs and consider "made at home" opportunities Recognize individuals and teams for achievement of service plan objectives Be proactive in planning and finding qualified and inspired people to fill vacancies 	 All staff are aware of programs Recognition of staff and teams at formal and informal recognition events Time it takes to plan and find qualified people to fill positions
Learning and Innovative Organization	• Ensure staff have the skills to do their jobs and are growing their skills for new and changing opportunities	Incorporate continuing education, learning and career plans into performance management plans	 All performance plans include continuing education, learning and/or career plans Staff development is supported through flexible schedules and by budget
Progressive Inter- Relationships in the Workplace	 Inspire shared responsibility for flexible and motivated work environments through building of mutual trust and respect Minimize the impact of Workforce Adjustment on staff 	 Consult with staff about issues that affect them Ensure compliance with collective agreements during workforce adjustment Ensure that human resource reductions are managed according to the principles of Workforce Adjustment 	 Staff feel they have an opportunity to consult Collective agreements are followed