

Notice of Meeting and Meeting Agenda Planning and Protective Services Committee

Wednesday, May 15, 2019

10:00 AM

6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

R. Windsor (Chair), K. Williams (Vice Chair), S. Brice, B. Desjardins, F. Haynes, M. Hicks,
C. McNeil-Smith, R. Mersereau, G. Orr, J. Ranns, G. Young, C. Plant (Board Chair, ex-officio)

1. Approval of Agenda

2. Adoption of Minutes

2.1. [19-520](#) Minutes of the April 17, 2019 Planning and Protective Services Committee Meeting

Recommendation: That the minutes of the April 17, 2019 Planning and Protective Services Committee meeting be adopted as circulated.

Attachments: [Minutes: April 17, 2019](#)

3. Chair's Remarks

4. Presentations/Delegations

5. Committee Business

5.1. [19-500](#) Regional Growth Strategy Population Projections Update

Recommendation: That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

- a) That an amendment to Bylaw No. 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016" Table 1 be initiated to show sub-regional population, dwelling unit and employment projections, as shown in Appendix A;
- b) That the consultation plan (Appendix D) for the amendment of the 2018 RGS be approved, including the waiving of a public hearing; and
- c) That the Minister of Municipal Affairs and Housing, municipal councils and the Juan de Fuca Land Use Committee be notified that an amendment to the RGS has been initiated.

Attachments: [Staff Report: Regional Growth Strategy Population Projections](#)
[Appendix A: RGS Table 1 - Sub-regional Projections](#)
[Appendix B: RGS Table 1 - Municipal and EA Projections](#)
[Appendix C: BC Statistics Methodology Report](#)
[Appendix D: Consultation Plan for RGS Amendment](#)

5.2. [19-451](#) Previous Minutes of Other CRD Committees and Commissions for Information

Recommendation: That the following minutes be received for information:
a) Development Planning Advisory Committee minutes - April 12, 2019

Attachments: [Minutes: DPAC - April 12, 2019](#)

6. New Business

7. Adjournment

Next Meeting: June 19, 2019

To ensure quorum, please advise Pat Perna (pperma@crd.bc.ca) if you or your alternate cannot attend.

Meeting Minutes

Planning and Protective Services Committee

Wednesday, April 17, 2019

10:00 AM

6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

PRESENT:

Directors: R. Windsor (Chair), K. Williams (Vice Chair), M. Alto (for G. Young), S. Brice, J. Brownoff (for F. Haynes), B. Desjardins, M. Hicks, C. McNeil-Smith, R. Mersereau, G. Orr, J. Ranns, C. Plant (Board Chair, ex-officio)

Staff: R. Lapham, Chief Administrative Officer; K. Lorette, General Manager, Planning and Protective Services; S. Bagh, Senior Manager, Regional and Strategic Planning; S. Carby, Senior Manager, Protective Services; E. Gorman, Deputy Corporate Officer; P. Perna, Committee Clerk (Recorder)

The meeting was called to order at 10:00 am.

1. Approval of Agenda

**MOVED by Director Brice, SECONDED by Director Orr,
That the agenda for the April 17, 2019 Planning and Protective Services
Committee meeting be approved as circulated.
CARRIED**

2. Adoption of Minutes

- 2.1. [19-417](#) Minutes of the March 20, 2019 Planning and Protective Services Committee Meeting

**MOVED by Director McNeil-Smith, SECONDED by Director Desjardins,
That the minutes of the March 20, 2019 Planning and Protective Services
Committee meeting be adopted as circulated.
CARRIED**

3. Chair's Remarks

The Chair had no remarks.

4. Presentations/Delegations

- 4.1. [19-428](#) Delegation: Colin Nielsen Re: Agenda Item 6.1. Motion with Notice: Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre as Supported by Saanich

C. Nielsen spoke in support of the Motion with Notice: Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre as Supported by the District of Saanich.

- 4.2. [19-429](#) Delegation: Brian Catinus, President, Saanich Fire Fighters' Association
Re: Agenda Item 6.1. Motion with Notice: Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre as Supported by Saanich

B. Catinus spoke in support of an Integrated Regional Fire Dispatch Model.

5. Committee Business

- 5.1. [19-331](#) Consideration of Regional Growth Strategy Consistency: Zoning Amendment Application for Lot 1, District Lot 17, Renfrew District, Plan VIP57304

**MOVED by Director Hicks, SECONDED by Director Ranns,
That the Planning and Protective Services Committee recommends to the Capital Regional District Board:**

That the proposed Bylaw No. 4254, "Comprehensive Community Plan for Port Renfrew, Bylaw No.1, 2003, Amendment Bylaw No.10, 2018" as it relates to the 2018 Regional Growth Strategy (RGS) be reviewed and the proposed Bylaw No. 4254 be deemed consistent with the 2018 RGS.

CARRIED

6. Motion with Notice

- 6.1. [19-314](#) Motion with Notice: Process and Steps to Create a Unified Fire Dispatch in the New South Island 911/Police Dispatch Centre as Supported by Saanich

Board Chair Plant spoke to the Motion with Notice.

Discussion ensued on the following:

- the need for modifications in the building to accommodate fire dispatch in a separate area of the building
- obtaining input from the local area Fire Chiefs
- cost incentives and benefits to change from the current services provided in Langford
- ensuring the needs of the rural fire departments are addressed
- providing information on the timelines, governance structure, service agreements, cost implications, and procurement process

**MOVED by Board Chair Plant, SECONDED by Director Brice,
That the Planning and Protective Services Committee direct staff to prepare a report detailing the process and steps towards creating a unified Fire Dispatch in the new South Island 911/Police Dispatch Centre as supported by Saanich.**

MOVED by Alternate Director Alto, **SECONDED** by Director Orr,
That the main motion be amended to add at the end of the motion "and,
following preparation of the report, the draft report be presented to the area Fire
Chiefs for their comment before the report comes back to the Planning and
Protective Services Committee."

CARRIED

OPPOSED: Desjardins

MOVED by Director McNeil-Smith, **SECONDED** by Director Desjardins,
That the main motion be amended to add "including procurement" after
"...detailing the process" and before "and steps towards creating..."

CARRIED

The question was called on the main motion as amended.

MOVED by Board Chair Plant, **SECONDED** by Director Brice,
That the Planning and Protective Services Committee direct staff to prepare a
report detailing the process, including procurement, and steps towards creating a
unified Fire Dispatch in the new South Island 911/Police Dispatch Centre as
supported by Saanich and, following preparation of the report, the draft report be
presented to the area Fire Chiefs for their comment before the report comes back
to the Planning and Protective Services Committee.

CARRIED

OPPOSED: Desjardins

7. New Business

There was no new business.

8. Adjournment

MOVED by Director Desjardins, **SECONDED** by Director Mersereau,
That the April 17, 2019 Planning and Protective Services Committee meeting be
adjourned at 11:06 am.

CARRIED

Chair

Recorder



**REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE
MEETING OF WEDNESDAY, MAY 15, 2019**

SUBJECT **Regional Growth Strategy Population Projections Update**

ISSUE

To initiate an amendment to the 2018 Regional Growth Strategy (RGS) Table 1: Population, Dwelling Unit and Employment Projections, in accordance with requirements set out in the *Local Government Act*.

BACKGROUND

The 2018 RGS contains population, dwelling unit and employment numbers for all municipalities and the Juan de Fuca Electoral Area¹. The numbers are based on the 2011 census because at the time the RGS was finalized, sufficient information had not yet been released from the 2016 census to allow for more current numbers.

On March 14, 2018, the CRD Board adopted Bylaw No. 4017, "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016". Adoption followed a non-binding dispute resolution process through which participants agreed to "update the projections with most recent census numbers as soon as practicable."

The data necessary to update projections became available early in 2019. Staff then engaged the services of BC Statistics to prepare detailed projections. Projections were prepared at both sub-regional (Appendix A) and municipal (Appendix B) levels. Appendix C details projections and methodology. Appendix C provides information for all parts of the region (including Salt Spring Island, the Southern Gulf Islands and First Nations lands).

Sections 432 to 434 and 450 of the *Local Government Act* set out requirements for processing the regional growth strategy amendments needed to incorporate updated projections.

ALTERNATIVES

Alternative 1

That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

- a) That an amendment to Bylaw No. 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016" Table 1 be initiated to show sub-regional population, dwelling unit and employment projections, as shown in Appendix A;

¹ The RGS does not apply to Salt Spring Island, the Southern Gulf Islands and First Nations lands and as such data for these areas are not included in RGS projections.

- b) That the consultation plan (Appendix D) for the amendment of the 2018 RGS be approved, including the waiving of a public hearing; and
- c) That the Minister of Municipal Affairs and Housing, municipal councils and the Juan de Fuca Land Use Committee be notified that an amendment to the RGS has been initiated.

Alternative 2

That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

- a) That an amendment to Bylaw No. 4017 “Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016” Table 1 be initiated to show municipal population, dwelling unit and employment projections, as shown in Appendix B;
- b) That the consultation plan (Appendix D) for the amendment of the 2018 RGS be approved, including the waiving of a public hearing; and
- c) That the Minister of Municipal Affairs and Housing, municipal councils and the Juan de Fuca Land Use Committee be notified that an amendment to the RGS has been initiated.

DISCUSSION

Per the BC Statistics' projection, the region's population is expected to increase from 392,100 in 2018 to 478,500 in 2038. This equates to a 1.0% average annual growth rate. Dwelling unit growth is expected to be slightly more rapid (1.4% average annual growth rate) in response to diminishing household sizes resulting from smaller family units and more individuals living alone. Employment numbers are expected to increase by 23.7% over the 2018-2038 period.

The projections provided in Appendices A-C provide *one* possible interpretation on how future growth may end up being distributed across the region. The projections have been prepared using a demographic approach based on BC Statistics' PEOPLE (Population Extrapolation for Organizational Planning with Less Error) methodology. This method projects population forward using a Component/Cohort-Survival model. It uses fertility, mortality and migration assumptions, and applies them to a base year age-specific population. Over time, cohorts are 'aged', while also considering the effects of net migration, deaths and births. This approach contrasts with a land-use analysis approach which would require extensive/detailed assessment of developable land in each municipality. Previous attempts to prepare land-use based population projections have proven unsuccessful given the uneven availability of necessary municipal land use information.

Both Alternatives 1 and 2 would update population, dwelling unit and employment projections and fulfill dispute resolution commitments. The difference between the Alternatives is that one would provide projections only at a *sub-regional* level (Alternative 1), whereas the other would provide projections at a *municipal* level (Alternative 2). Municipal planning directors have indicated a preference for sub-regional projections given that accuracy is likely to be greater at that scale.

Although *municipal* level projections are not mandated for the RGS, such projections may be useful for various planning purposes. For example, new provincial requirements took effect on April 16, 2019 which require local governments to project population in the context of Housing

Needs reports. Regardless of whether municipal projections are used in the RGS, municipalities may find it helpful to have the option of using municipal projections for their Housing Needs reports or other planning purposes. The CRD can make the municipal-specific projections available whether or not they are included in the RGS.

IMPLICATIONS

Legislative Implications

The *Local Government Act* (S. 429) stipulates that a RGS must include population and employment projections for the period covered by the regional growth strategy. The legislation does not stipulate that the projections must be provided at a *municipal* level. *Region-wide* or *sub-regional* projections would satisfy legislative requirements. As such, both Alternatives 1 and 2 would satisfy legislative requirements.

Local Government Act S. 437 (4)(c) stipulates that the proposed RGS amendment cannot be processed as a minor amendment because it relates to a matter agreed to as part of a non-binding RGS mediation process. As such, the amendment is subject to a consultation process. Legislation requires unanimous municipal consent for the RGS amendment.

Municipal Implications

The Development and Planning Advisory Committee (made up of municipal and Juan de Fuca Electoral Area Planning Directors) reviewed draft projections at a meeting on April 12, 2019. The group discussed methodology, projections versus forecasts, aggregation of data, and relationship of projections to development applications. There was majority preference expressed for only including sub-regional (and not municipal-specific data) in the RGS. Alternative 1 would deliver on that preference.

Municipal projections are not required to align with those in the RGS. If there is a difference, the variation would be identified and explained in the next update of municipal Regional Context Statements.

Procedural Implications

Majority support of the CRD Board is required to initiate and approve an amendment to the RGS.

Section 450 of the *Local Government Act* requires Intergovernmental Advisory Committee (IAC) review of the proposed amendment. An IAC was established for the 2018 RGS. The consultation plan proposes to email information on the proposed amendment to that IAC membership to seek input.

As per section 436 of the *Local Government Act*, all 13 municipal councils must accept the requested amendment before it can be adopted as bylaw.

Consultation Implications

Section 434 of the *Local Government Act* sets out RGS consultation requirements, including the need to consult with residents of the capital region and the need to consider whether to hold a public hearing as part of the consultation process.

Upon Board direction, CRD staff would facilitate referral to the IAC and First Nations and ensure that the proposed amendment is featured on the CRD website, with opportunity for those wishing to comment to relay correspondence to the Committee/Board. Given these opportunities and the anticipated low level of interest, a public hearing specific to the proposed amendment would not substantively add to consultation and can be waived at the Board's discretion. Staff recommend waiving of the public hearing.

Timing Implications

Upon Board approval of the recommendations, staff would initiate the consultation process, which is expected to take two months to complete. Following consultation, staff would report back to Committee, likely in September, to initiate bylaw amendments. Before third reading of the bylaw, the amendment would be referred to municipalities. Municipalities have 60 days to either accept or reject the proposed amendment. It is thus anticipated that the earliest the amendment could be incorporated in a revised bylaw would be by year end.

CONCLUSION

Amending the RGS to include updated projections will provide more accurate and meaningful information for those using the RGS and will fulfill RGS dispute resolution commitments.

RECOMMENDATIONS

That the Planning and Protective Services Committee recommends to the Capital Regional District Board:

- a) That an amendment to Bylaw No. 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016" Table 1 be initiated to show sub-regional population, dwelling unit and employment projections, as shown in Appendix A;
- b) That the consultation plan (Appendix D) for the amendment of the 2018 RGS be approved, including the waiving of a public hearing; and
- c) That the Minister of Municipal Affairs and Housing, municipal councils and the Juan de Fuca Land Use Committee be notified that an amendment to the RGS has been initiated.

| | |
|---------------|--|
| Submitted by: | Signe Bagh, MCIP, RPP, Senior Manager, Regional & Strategic Planning |
| Concurrence: | Kevin Lorette, P.Eng., MBA, General Manager Planning & Protective Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

SB:sc

Attachments: Appendix A – RGS Table 1 – Sub-regional Projections
Appendix B – RGS Table 1 – Municipal and EA Projections
Appendix C – BC Statistics Methodology Report
Appendix D – Consultation Plan for RGS Amendment

TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT PROJECTIONS

| | 2018 | | | 2038 | | | Population Change | |
|--------------------------|----------------|----------------|----------------|----------------|----------------|----------------|-------------------|--------------|
| | Population | Dwellings | Employment | Population | Dwellings | Employment | Total | Percentage |
| Core | | | | | | | | |
| Esquimalt | 19,100 | 8,100 | 13,100 | | | | | |
| Oak Bay | 19,600 | 9,800 | 8,100 | | | | | |
| Saanich | 123,400 | 49,900 | 48,500 | | | | | |
| Victoria | 92,700 | 38,500 | 91,200 | | | | | |
| View Royal | 11,200 | 5,000 | 5,900 | | | | | |
| <i>Total</i> | <i>266,000</i> | <i>111,300</i> | <i>166,800</i> | <i>304,500</i> | <i>137,900</i> | <i>197,000</i> | <i>38,500</i> | <i>14.5%</i> |
| Saanich Peninsula | | | | | | | | |
| Central Saanich | 18,200 | 7,800 | 9,600 | | | | | |
| North Saanich | 12,200 | 6,700 | 5,500 | | | | | |
| Sidney | 12,700 | 5,300 | 6,900 | | | | | |
| <i>Total</i> | <i>43,000</i> | <i>19,700</i> | <i>21,900</i> | <i>48,600</i> | <i>24,000</i> | <i>29,200</i> | <i>5,600</i> | <i>13.0%</i> |
| West Shore | | | | | | | | |
| Colwood | 18,200 | 9,100 | 4,300 | | | | | |
| Highlands | 2,400 | 1,000 | 200 | | | | | |
| Juan de Fuca EA | 5,000 | 2,400 | 600 | | | | | |
| Langford | 38,300 | 20,700 | 13,300 | | | | | |
| Metchosin | 5,100 | 2,200 | 1,300 | | | | | |
| Sooke | 14,100 | 5,900 | 2,800 | | | | | |
| <i>Total</i> | <i>83,100</i> | <i>41,300</i> | <i>22,400</i> | <i>125,400</i> | <i>67,300</i> | <i>34,900</i> | <i>42,300</i> | <i>50.9%</i> |
| Totals | 392,100 | 172,300 | 211,100 | 478,500 | 229,200 | 261,100 | 86,400 | 22.0% |

Source: BC Stats, 2019

All figures are as of July 1st of the year stated.

First Nations populations are not included in Table 1, as First Nations Reserves are outside the GMPA.

All values are rounded independently. As a result, when municipal data are summed the values may not match the sub-regional and regional totals which are independently rounded to avoid cumulative rounding error.

Employment does not include those without a fixed workplace address.

TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT PROJECTIONS

| | 2018 | | | 2038 | | | Population Change | |
|--------------------------|----------------|----------------|----------------|----------------|----------------|----------------|-------------------|--------------|
| | Population | Dwellings | Employment | Population | Dwellings | Employment | Total | Percentage |
| Core | | | | | | | | |
| Esquimalt | 19,100 | 8,100 | 13,100 | 21,100 | 10,000 | 11,000 | 2,000 | 10.5% |
| Oak Bay | 19,600 | 9,800 | 8,100 | 19,100 | 10,100 | 7,900 | -500 | -2.6% |
| Saanich | 123,400 | 49,900 | 48,500 | 139,900 | 62,900 | 65,600 | 16,500 | 13.4% |
| Victoria | 92,700 | 38,500 | 91,200 | 108,900 | 47,300 | 103,100 | 16,200 | 17.5% |
| View Royal | 11,200 | 5,000 | 5,900 | 15,400 | 7,600 | 9,400 | 4,200 | 37.5% |
| <i>Total</i> | <i>266,000</i> | <i>111,300</i> | <i>166,800</i> | <i>304,500</i> | <i>137,900</i> | <i>197,000</i> | <i>38,500</i> | <i>14.5%</i> |
| Saanich Peninsula | | | | | | | | |
| Central Saanich | 18,200 | 7,800 | 9,600 | 21,500 | 10,200 | 12,000 | 3,300 | 18.1% |
| North Saanich | 12,200 | 6,700 | 5,500 | 13,000 | 7,300 | 9,400 | 800 | 6.6% |
| Sidney | 12,700 | 5,300 | 6,900 | 14,000 | 6,600 | 7,800 | 1,300 | 10.2% |
| <i>Total</i> | <i>43,000</i> | <i>19,700</i> | <i>21,900</i> | <i>48,600</i> | <i>24,000</i> | <i>29,200</i> | <i>5,600</i> | <i>13.0%</i> |
| West Shore | | | | | | | | |
| Colwood | 18,200 | 9,100 | 4,300 | 22,900 | 12,800 | 5,300 | 4,700 | 25.8% |
| Highlands | 2,400 | 1,000 | 200 | 3,200 | 1,400 | 700 | 800 | 33.3% |
| Juan de Fuca EA | 5,000 | 2,400 | 600 | 5,400 | 2,800 | 1,900 | 400 | 8.0% |
| Langford | 38,300 | 20,700 | 13,300 | 65,800 | 37,100 | 20,200 | 27,500 | 71.8% |
| Metchosin | 5,100 | 2,200 | 1,300 | 5,600 | 2,300 | 2,500 | 500 | 9.8% |
| Sooke | 14,100 | 5,900 | 2,800 | 22,400 | 10,900 | 4,400 | 8,300 | 58.9% |
| <i>Total</i> | <i>83,100</i> | <i>41,300</i> | <i>22,400</i> | <i>125,400</i> | <i>67,300</i> | <i>34,900</i> | <i>42,300</i> | <i>50.9%</i> |
| Totals | 392,100 | 172,300 | 211,100 | 478,500 | 229,200 | 261,100 | 86,400 | 22.0% |

Source: BC Stats, 2019

All figures are as of July 1st of the year stated.

First Nations populations are not included in Table 1, as First Nations Reserves are outside the GMPA.

All values are rounded independently. As a result, when municipal data are summed the values may not match the sub-regional and regional totals which are independently rounded to avoid cumulative rounding error.

Employment does not include those without a fixed workplace address.

Capital Regional District 2019-2038 Population, Dwelling Units and Employment Projection Report

PREPARED FOR THE CAPITAL REGIONAL DISTRICT
BY BC STATS – APRIL 2019

AUTHORS

Sébastien Lavoie

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PUBLISH DATE

April 2019

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1. Introduction

This document describes the methodology used by BC Stats to produce the Capital Regional District (CRD) population, dwelling units and employment projection. It also includes a summary of the results. Projection for each component was done for the CRD, as well as its municipalities (see Figure 1 and Table 1), for the period covering 2019 to 2038. For this work, Juan de Fuca Part 1 and Part 2, two census subdivisions inside the CRD, were combined. Indigenous land and reserves that fall inside the Capital Regional District census division were not included in the projections.

TABLE 1: CAPITAL REGIONAL DISTRICT MUNICIPALITIES

| | |
|---|-----------------------|
| Central Saanich | Oak Bay |
| Colwood | Saanich |
| Esquimalt | Southern Gulf Islands |
| Highlands | Sidney |
| Juan de Fuca (Part 1 and Part 2 combined) | Sooke |
| Langford | Salt Spring Island |
| Metchosin | Victoria |
| North Saanich | View Royal |

For each municipality, population projection was done by single year of age and gender for each year in the projection period, while employment projection followed the 2012 North American Industry Classification System¹ (NAICS).

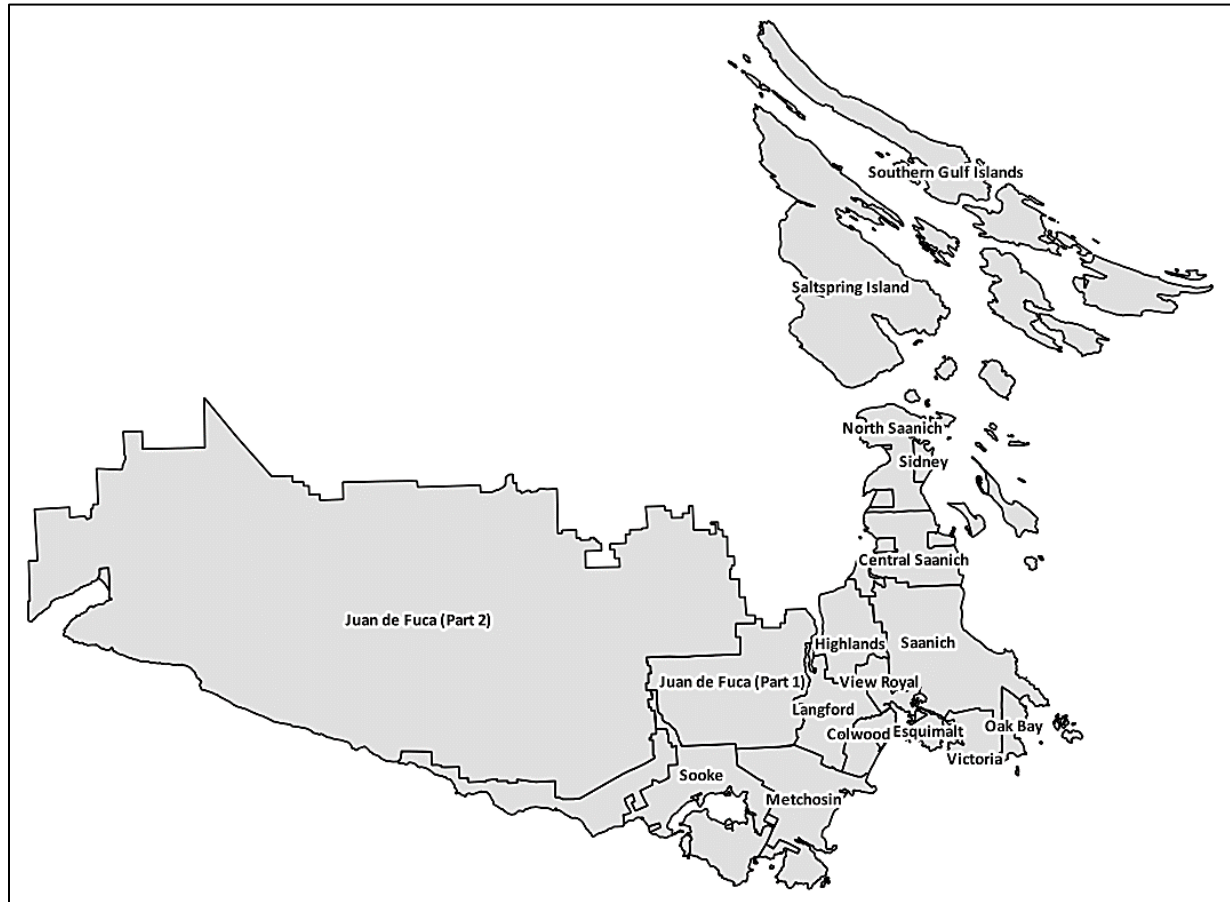
In general, all assumptions relating to migration, births and deaths by small area are based on past conditions, modified wherever possible to take into consideration known future changes. Consequently, the resulting population projections are not necessarily what will be, but rather what could be given the realization of these conditions. It is certainly possible that unforeseen changes in factors such as government policy, economic development, land use and zoning will affect future populations. Projections should be regarded as only one possible scenario of the future size and age-sex structure of the population.

The accuracy of the sub-CRD population projection hinges on several assumptions including the accurate projection of future migration levels, the quality of the base population and the reliability of the projected CRD population. It should also be noted that because the process of change is cumulative, the reliability of the projections may decrease over time. Historical

¹ <https://www.statcan.gc.ca/eng/subjects/standard/naics/2012/introduction>

data for international, interprovincial and intraprovincial migration at a sub-provincial level has proven to be quite volatile.

FIGURE 1: CAPITAL REGIONAL DISTRICT – CENSUS SUBDIVISIONS



2. Methodology

2.1. CRD Population Projection

The Capital Regional District population projection is based on the PEOPLE (Population Extrapolation for Organizational Planning with Less Error) methodology. PEOPLE projects population forward using a Component/Cohort-Survival population model. It uses fertility, mortality and migration assumptions, and applies them to a base year age-specific population. The population evolves by promoting each age group into the next, while considering the effects of net migration, deaths and births.

For this project, BC Stats used its 2018 population estimate, based on the 2016 Census² adjusted for net census undercoverage³, as base population. Due to the nature of the Component/Cohort-Survival model, the assumptions for each component, namely fertility, mortality and migration, are projected separately. Each component is projected using historical data and trends for each Local Health Area in the region, the base geography used by PEOPLE for inputs. The accuracy of the projection for each component depends on the size of the sample for which historical data is available. Because of this, projection of the components based on a larger population tends to be more accurate than for smaller population. The population of the CRD was projected first, based on assumptions derived for the Local Health Areas inside the district⁴, so it can be used as a control total for individual municipality projections. The CRD-level projection sets the total population by age and gender to which the sum of all municipality-level projections must add up to. This method is essentially the same as the one used by BC Stats for projections of other sub-geographies in British Columbia.

2.1.1. Fertility

The BC Vital Statistics Agency supplies BC Stats with up-to-date data regarding vital events within the province. This is used to build a historic picture of births at the sub-provincial level and is used to forecast what might happen in the future. In general, vital events remain stable over time from a probabilistic perspective. As such, it is expected that certain historical trends will continue within the foreseeable future, or over the projection horizon.

² <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/index-eng.cfm>

³ <https://www150.statcan.gc.ca/n1/daily-quotidien/180927/dq180927k-eng.htm>

⁴ CRD municipalities fall in the following Local Health Areas: 61 (Esquimalt, Oak Bay, Victoria, View Royal), 62 (Colwood, Highlands, Juan de Fuca, Langford, Metchosin, Sooke), 63 (Central Saanich, North Saanich, Sidney), 64 (Salt Spring Island, Southern Gulf Islands). 61 and 63 each cover parts of Saanich.

The PEOPLE projection system uses Local Health Areas (LHA) as a base geography for its various inputs. Local Health Areas 61, 62, 63 and 64 all cover some parts of the CRD. Using historical birth events provided to BC Stats, age-specific fertility rates are projected up to 2038 for each of the LHA covering the CRD. Table 2 shows how the total fertility rates (i.e. the total number of births per 1,000 women through the ages 15 to 49) are projected to evolve over the 2019-2038 period. After a significant decrease in the number of children per woman over the last half-century, fertility rates have been observed to stabilise across many developed nations. Similarly, fertility rates are expected to stay quite stable until 2038 in the Capital Regional District.

TABLE 2: TOTAL FERTILITY RATE PER LOCAL HEALTH AREA 2019-2038

| Local Health Area | 2019 | 2028 | 2038 |
|--------------------------|-------------|-------------|-------------|
| 61 | 1,154 | 1,164 | 1,165 |
| 62 | 1,560 | 1,555 | 1,552 |
| 63 | 1,442 | 1,443 | 1,441 |
| 64 | 1,448 | 1,447 | 1,445 |

2.1.2. Life Expectancy

BC Stats also obtains the number of death events from the BC Vital Statistics Agency. From this data, an age-specific mortality rate can be calculated and applied to each cohort to produce a death count. Unlike fertility rate, mortality rate is not stable, but slowly decreasing over time as life expectancy increases. Life expectancy is quite similar across CRD municipalities, the main difference being that life expectancy at birth for women is on average 3.2 years longer than for men in 2019. As shown in Table 3, it is forecasted that women's life expectancy will increase to 86.9 years by 2038, compared to 84.9 years for men, narrowing this gap slightly. Using the projected life expectancies at birth, mortality rates can be calculated for each year and applied to the CRD cohort.

TABLE 3: CRD PROJECTED LIFE EXPECTANCY AT BIRTH 2019-2038

| Gender | 2019 | 2028 | 2038 |
|---------------|-------------|-------------|-------------|
| Male | 81.7 | 83.1 | 84.9 |
| Female | 84.9 | 85.8 | 86.9 |

2.1.3. Net Migration

The level of net migration is far more volatile and challenging to predict than the number of births and deaths. Government policy changes and regional economic factors could have a major short-term impact on migration levels or, for example, major projects may result in a large influx of new residents for several years. BC Stats attempts to address these challenges through careful consideration of available information. With regards to assumptions for migration across the province, the Major Projects Inventory (MPI)⁵ provides a tangible selection of large-scale infrastructure developments (each over \$15 million in capital costs) at varying stages of completion. Also, major local facility development or cancellation of a major construction project may have significant impacts on small areas in terms of movement of people. These events are considered in the assumptions used for projection.

As for the other components, net migration is calculated on a Local Health Area basis. Net migration is obtained from the combination of international immigrants and emigrants, interprovincial migration, as well as intraprovincial migration. Due to its favourable weather, diverse service economy and large public administration workforce, the CRD has historically had positive net migration numbers, meaning that more people come to the region than leave it. Table 4 shows what are the projected levels of annual net migration for each LHA in the Capital Regional District. Due to the high level of uncertainty surrounding migration, projection is mostly based on historical averages of the last two decades, corrected for major projects planned in the region.

TABLE 4: ANNUAL NET MIGRATION TO THE CRD REGION 2019-2038

| Local Health Area | 2019 | 2028 | 2038 |
|-------------------|--------------|--------------|--------------|
| 61 | 2,128 | 2,385 | 2,428 |
| 62 | 1,746 | 1,867 | 1,850 |
| 63 | 646 | 720 | 732 |
| 64 | 253 | 275 | 274 |
| Total | 4,773 | 5,247 | 5,284 |

In recent years, migration to the Capital Regional District has been quite diverse with around 30% of net migration coming from new international immigrants settling in the region, 30% from another Canadian province, and 40% from people who relocated to the region from somewhere else in British Columbia.

⁵ <https://www2.gov.bc.ca/gov/content/employment-business/economic-development/industry/bc-major-projects-inventory>

2.1.4. Municipality-level Projection

Once the CRD-level projection has been completed, the population can be divided amongst each of the individual municipalities. A common method to obtain population subsets from a larger projection consists in evaluating what fraction of the total population each subset represents at different times along the projection horizon and divide the total population accordingly to the demographic distribution of each components at the beginning of the projection. Table 5 contains the projected fraction of the CRD total population in each municipality based on population trends over the last two decades, as well as some level of information obtained from the municipalities.

TABLE 5: FRACTION OF CRD TOTAL POPULATION BY MUNICIPALITY 2019-2038

| Municipality | 2019 | 2028 | 2038 |
|-----------------------|-------|-------|-------|
| Central Saanich | 4.4% | 4.4% | 4.3% |
| Colwood | 4.4% | 4.5% | 4.6% |
| Esquimalt | 4.6% | 4.4% | 4.2% |
| Highlands | 0.6% | 0.6% | 0.6% |
| Juan de Fuca | 1.2% | 1.2% | 1.1% |
| Langford | 9.4% | 11.2% | 13.2% |
| Metchosin | 1.2% | 1.2% | 1.1% |
| North Saanich | 2.9% | 2.8% | 2.6% |
| Oak Bay | 4.7% | 4.3% | 3.8% |
| Saanich | 29.8% | 28.9% | 28.0% |
| Salt Spring Island | 2.7% | 2.6% | 2.5% |
| Sidney | 3.0% | 2.9% | 2.8% |
| Sooke | 3.4% | 3.9% | 4.5% |
| Southern Gulf Islands | 1.1% | 0.9% | 0.6% |
| Victoria | 22.4% | 22.1% | 21.8% |
| View Royal | 2.7% | 2.9% | 3.1% |
| IRI ⁶ | 1.3% | 1.3% | 1.3% |

While the population in the CRD is growing, the relative distribution across municipalities will be changing. The city of Langford is expected to see the largest gains in terms of its weight in the CRD, representing up to 13.2% of the CRD population in 2038, up from 9.4% in 2019.

Combining the CRD population projection and the information in Table 5 with the age and gender structure of each municipality in 2018, detailed demographic profiles are created to cover the entire projection period. This ensures that the population by age and gender of

⁶ Indigenous reserves and land are not part of the final CRD projection products.

each municipality represent the evolution of that population, while the combination of all municipalities is in line with the CRD control total population.

2.2. CRD Dwelling Units Projection

As is the case with population projections, projection of the number of private dwellings by small area is of value for planning purposes. The primary component of the British Columbia small area dwellings projection methodology is a projection of the average number of persons per private dwelling. As per Statistics Canada definition, *Private Dwelling*⁷ refers to a separate set of living quarters with a private entrance either from outside the building or from a common hall, lobby, vestibule or stairway inside the building. The entrance to the dwelling must be one that can be used without passing through the living quarters of some other person or group of persons. Specifically, the projection of dwelling units refers only to those that are occupied by usual (permanent) resident⁸.

The number of people per dwelling is projected using a combination of three independent variables determined to be predictors of this variable:

1. **The children population aged 0 to 19 by small area.** Generally, children under 19 do not live in a private dwelling of their own. Hence, in areas with a relatively high child population, the number of persons per dwelling should tend to be higher.
2. **The married/common-law population by small area.** Marital status of the population will affect the number of people per dwelling. The married population accounts for a large proportion of households, and thus can influence average dwelling size. Although unintuitive, it was found that the average number of people per dwelling by small area was inversely related to the size of married population. Although no study has yet been conducted by BC Stats to analyze this phenomenon, one possible explanation is that marriages result in the dissolution of larger parental households into multiple dwellings. For example, a family of four may result in two families of three and two each living in different dwellings after the marriage of one child, which is a lower average per dwelling.
3. **The divorced and separated populations by small area.** Divorce and separation affect the type and size of dwellings formed. For example, people who are divorced or separated can form lone-parent families or single-person households, which generally tends to result in lower average number of people per dwelling.

Table 6 shows that over the projection horizon, the average number of persons per dwelling unit in the CRD is expected to decrease in most municipalities. Once the number of persons

⁷ <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage014-eng.cfm>

⁸ <http://www23.statcan.gc.ca/imdb/p3Var.pl?Function=Unit&Id=108091>

per dwelling for some future point in time has been forecasted, the number of private dwellings is derived by applying this ratio to an independently derived population projection as outlined above. This method is first be applied to the CRD and then to each municipality, ensuring that the total number of private dwellings agree.

TABLE 6: CRD PERSON PER DWELLING UNIT BY MUNICIPALITY 2019-2038

| Municipality | 2019 | 2028 | 2038 |
|-----------------------|-------------|-------------|-------------|
| Central Saanich | 2.34 | 2.25 | 2.12 |
| Colwood | 2.46 | 2.37 | 2.22 |
| Esquimalt | 2.00 | 1.96 | 1.90 |
| Highlands | 2.61 | 2.58 | 2.52 |
| Juan de Fuca | 2.24 | 2.15 | 2.02 |
| Langford | 2.39 | 2.29 | 2.14 |
| Metchosin | 2.47 | 2.31 | 2.10 |
| North Saanich | 2.33 | 2.24 | 2.11 |
| Oak Bay | 2.30 | 2.36 | 2.39 |
| Saanich | 2.38 | 2.39 | 2.36 |
| Salt Spring Island | 2.10 | 2.05 | 1.97 |
| Sidney | 2.00 | 1.91 | 1.79 |
| Sooke | 2.41 | 2.37 | 2.30 |
| Southern Gulf Islands | 1.85 | 1.83 | 1.77 |
| Victoria | 1.82 | 1.82 | 1.79 |
| View Royal | 2.36 | 2.24 | 2.06 |

2.3. CRD Employment Projection

Employment projections by place of work are not directly produced by BC Stats, but the Workforce Innovation division of the Ministry of Advanced Education, Skills and Training does produce employment growth projection by 2-digit NAICS industry⁹. These projections are used as part of the labour market supply model to produce the BC Labour Market Outlook report¹⁰. BC Stats acquired the employment growth figures for the 2018-2028 period, as well

⁹ Employment industry categories are based on the 2012 North American Industry Classification System. Categories were grouped to reflect projection inputs from the Workforce Innovation Division as follows: Trade (Wholesale trade and Retail trade); Finance, Insurance and Real Estate (Finance and insurance; Real estate, rental and leasing); Professional, Scientific and Managerial (Professional, scientific and technical services; Management of companies and enterprises); Other Services (Other services; Information and cultural industries; Administrative and support, waste management and remediation services; Art, entertainment and recreation).

¹⁰ <https://www.workbc.ca/Labour-Market-Industry/Labour-Market-Outlook.aspx>

as 2006 Census, 2011 National Household Survey and 2016 Census employment by place of work and by industry data for the CRD, and each individual municipality. It is important to note that place of work employment refers to the location of the workplace, not the residence of the employee. For example, a worker living in the city of Langford who commutes every day to work in an office in Victoria would be counted as being in Victoria for place of work employment purposes.

Future employment levels are difficult to predict due to the direct impact of economic and political events on the workforce that are impossible to accurately predict ahead of time. While the employment growth data from the Workforce Innovation division is the best available for this projection, it does not cover the 2029-2038 period. It is also intended to represent the Vancouver Island/Coast Development Region and is not available for the CRD alone. BC Stats consulted with the Workforce Innovation group about the two main limitations outlined above and concluded that employment growth could be extrapolated to 2038. Since the CRD represent half the total population in the Vancouver Island/Coast region, employment growth will be applied to the CRD-level projection. For municipality-level projections, BC Stats analyzed the employment trends by industry in each municipality between 2006 and 2016 based on Census data. Emergent or declining local industries should show a sustained above- or below-average growth when compared to the CRD over the same period. This leads to adjustments in the employment growth rates for individual municipality for these industries. As with the population projection, employment growth will be used to project employment by industry for the CRD, which will then be used as a control total for municipality-level employment projections.

TABLE 7: CRD NORMALIZED EMPLOYMENT BY INDUSTRY 2019-2038

| Industry | 2019 | 2028 | 2038 |
|---|-------------|-------------|-------------|
| Accommodation and food services | 100 | 123 | 158 |
| Agriculture, forestry, fishing and hunting | 100 | 111 | 127 |
| Construction | 100 | 102 | 100 |
| Educational services | 100 | 120 | 153 |
| Finance, Insurance and Real Estate | 100 | 103 | 102 |
| Government services | 100 | 102 | 96 |
| Health care and social assistance | 100 | 112 | 125 |
| Manufacturing | 100 | 106 | 113 |
| Mining, quarrying, and oil and gas extraction | 100 | 169 | 308 |
| Other Services | 100 | 115 | 133 |
| Professional, Scientific and Managerial | 100 | 114 | 130 |

| | | | |
|--------------------------------|-----|-----|-----|
| Trade | 100 | 106 | 108 |
| Transportation and warehousing | 100 | 116 | 139 |
| Utilities | 100 | 128 | 184 |

While employment growth varies every year, Table 7 summarizes the changes that would occur in a normalized employment cohort of 100 people beginning in 2019. For each industry, the following columns indicate the size of the cohort in 2028 and 2038, accounting for the cumulative changes to the employment in this industry. As shown in the table, most of the gains are expected to be in service-related industries.

3. Results

3.1. CRD Population

Over the 2019-2038 period, the Capital Regional District population is projected to increase by 20%, from 412,465 to 493,975. Growth rate will be the highest in the Western Communities where the population will increase by over 30,000 people, similar to Saanich and Victoria combined over the same period. Langford alone is expected to see its population grow by over 25,000 people, the largest gain in the district. Table 8 summarizes the population of each municipality over the projection period, showing that population changes vary quite significantly between them.

TABLE 8: CRD MUNICIPALITIES POPULATION 2019-2038

| Municipality | 2019 | 2028 | 2038 |
|-----------------------|----------------|----------------|----------------|
| Central Saanich | 18,403 | 20,084 | 21,545 |
| Colwood | 18,493 | 20,766 | 22,935 |
| Esquimalt | 19,191 | 20,327 | 21,137 |
| Highlands | 2,452 | 2,833 | 3,203 |
| Juan de Fuca | 5,048 | 5,300 | 5,425 |
| Langford | 39,352 | 51,403 | 65,794 |
| Metchosin | 5,127 | 5,460 | 5,614 |
| North Saanich | 12,310 | 12,803 | 13,012 |
| Oak Bay | 19,639 | 19,708 | 19,147 |
| Saanich | 124,375 | 133,179 | 139,897 |
| Salt Spring Island | 11,115 | 11,876 | 12,405 |
| Sidney | 12,715 | 13,507 | 14,045 |
| Sooke | 14,374 | 18,156 | 22,399 |
| Southern Gulf Islands | 4,811 | 4,139 | 3,106 |
| Victoria | 93,600 | 101,734 | 108,898 |
| View Royal | 11,460 | 13,353 | 15,413 |
| Total | 412,465 | 454,628 | 493,975 |

The demographic characteristics of the Capital Regional District are projected to change as well between 2019 and 2038. As show in Table 9, the age group of 65 years old and over is expected to see the largest increase at 53%, while the 0 to 17 years old is only expected to grow by 15%. This means that population 65 years and over will represent over 28% of the CRD population in 2038, compared to 22% in 2019. At the same time, the 18 to 64 years old

group is projected to only grow by around 9%, leading to a reduction in that group demographic weight to 57% of the population, from 63% in 2019. This change is significant since that age group contains most of the active workforce in the region.

TABLE 9: CRD POPULATION AGE DISTRIBUTION 2019-2038

| Age Group | 2019 | 2028 | 2038 | 2019-2038 Change |
|--------------|----------------|----------------|----------------|---------------------|
| 0 - 17 | 62,884 | 69,534 | 72,469 | 15% |
| 18 - 24 | 36,893 | 34,146 | 37,912 | 3% |
| 25 - 44 | 108,302 | 117,502 | 115,302 | 6% |
| 45 - 64 | 112,374 | 111,985 | 127,333 | 13% |
| 65 and over | 92,012 | 121,461 | 140,959 | 53% |
| Total | 412,465 | 454,628 | 493,975 | 20% |

3.2. CRD Dwelling Units

The Capital Regional District is forecasted to see an increase of 30% in the number of its occupied dwelling units by 2038. As is the case for population, the Western Communities are expected to proportionally see the largest gains in the region. Table 10 presents a summary of the number of occupied dwelling units for each municipality.

TABLE 10: CRD OCCUPIED DWELLING UNITS PER MUNICIPALITY 2019-2038

| Municipality | 2019 | 2028 | 2038 |
|--------------------|--------|--------|--------|
| Central Saanich | 7,884 | 8,961 | 10,228 |
| Colwood | 9,269 | 10,876 | 12,832 |
| Esquimalt | 8,217 | 9,039 | 9,966 |
| Highlands | 1,030 | 1,187 | 1,359 |
| Juan de Fuca | 2,399 | 2,580 | 2,757 |
| Langford | 21,258 | 28,147 | 37,136 |
| Metchosin | 2,228 | 2,312 | 2,347 |
| North Saanich | 6,750 | 7,026 | 7,256 |
| Oak Bay | 9,821 | 10,033 | 10,097 |
| Saanich | 50,476 | 56,288 | 62,911 |
| Salt Spring Island | 4,497 | 5,135 | 5,894 |
| Sidney | 5,327 | 5,909 | 6,559 |
| Sooke | 6,078 | 8,117 | 10,853 |

| | | | |
|-----------------------|----------------|----------------|----------------|
| Southern Gulf Islands | 1,846 | 1,603 | 1,233 |
| Victoria | 38,887 | 42,858 | 47,306 |
| View Royal | 5,115 | 6,205 | 7,619 |
| Total | 181,082 | 206,276 | 236,353 |

While most municipalities show a gain in dwelling units Southern Gulf Islands shows a significant decrease. It is important to remember that this projection is based on demographic factors and, as such, needs to be interpreted in addition to other real estate and economic factors. The reduced numbers of occupied dwelling units in Southern Gulf Islands is almost certainly not due to units becoming abandoned or demolished but is most probably due to a change in their primary use. With its aging demographics, it is reasonable to assume that a lot of the properties will change hands over the projection horizon and that some of them will become secondary residences, or possibly be used for short term rental purposes. Both of these dwelling use cases would not qualify them to be counted as private dwellings occupied by usual residents.

3.3. CRD Employment

Total employment levels in the Capital Regional District is expected to grow by 23% by 2038, similar to the growth in population over the same period. Most municipalities in the district are expected to see some growth in the number of people working within its boundaries. However, it is important to emphasize that employment is the most volatile components presented in this document. Policy and economic factors could make these figures vary dramatically over the projection horizon. Nevertheless, as shown in Table 11, the Western Communities are forecasted to see significant employment growth, as do Victoria and Saanich.

TABLE 11: CRD PLACE OF WORK EMPLOYMENT BY MUNICIPALITY 2019-2038

| Municipality | 2019 | 2028 | 2038 |
|---------------------|-------------|-------------|-------------|
| Central Saanich | 9,700 | 10,770 | 11,960 |
| Colwood | 4,309 | 4,712 | 5,251 |
| Esquimalt | 13,136 | 12,653 | 10,994 |
| Highlands | 244 | 401 | 695 |
| Juan de Fuca | 587 | 1,049 | 1,908 |
| Langford | 13,541 | 16,436 | 20,190 |
| Metchosin | 1,341 | 1,772 | 2,460 |
| North Saanich | 5,594 | 7,138 | 9,428 |
| Oak Bay | 8,017 | 7,763 | 7,944 |

| | | | |
|-----------------------|----------------|----------------|----------------|
| Saanich | 49,239 | 56,802 | 65,644 |
| Salt Spring Island | 5,129 | 5,617 | 6,200 |
| Sidney | 6,948 | 7,461 | 7,795 |
| Sooke | 2,836 | 3,467 | 4,397 |
| Southern Gulf Islands | 2,221 | 2,635 | 3,423 |
| Victoria | 92,016 | 99,016 | 103,064 |
| View Royal | 5,985 | 7,383 | 9,380 |
| Total | 220,843 | 245,075 | 270,733 |

Growth is projected to vary significantly across industries in the region. As the CRD continues to grow at a similar rate, construction employment is also expected to stay at similar levels as shown in Table 12. Services and Health care are projected to see the largest increases while others, such as Agriculture, Manufacturing and Trade, are expected to only see marginal changes.

TABLE 12: CRD PLACE OF WORK EMPLOYMENT BY INDUSTRY 2019-2038

| Industry¹¹ | 2019 | 2028 | 2038 |
|---|-------------|-------------|-------------|
| Accommodation and food services | 19,573 | 24,149 | 30,909 |
| Agriculture, forestry, fishing and hunting | 2,117 | 2,344 | 2,692 |
| Construction | 7,323 | 7,488 | 7,348 |
| Educational services | 18,777 | 22,589 | 28,681 |
| Finance, Insurance and Real Estate | 13,309 | 13,762 | 13,516 |
| Government services | 33,634 | 34,273 | 32,275 |
| Health care and Social assistance | 31,488 | 35,375 | 39,253 |
| Manufacturing | 7,852 | 8,343 | 8,884 |
| Mining, quarrying, and oil and gas extraction | 105 | 177 | 323 |
| Other services | 26,382 | 30,267 | 35,030 |
| Professional, Scientific and Managerial | 19,639 | 22,403 | 25,596 |
| Trade | 33,316 | 35,325 | 35,861 |
| Transportation and warehousing | 6,867 | 7,990 | 9,515 |

¹¹ Employment industry categories are based on the 2012 North American Industry Classification System. Categories were grouped to reflect projection inputs from the Workforce Innovation Division as follows: Trade (Wholesale trade and Retail trade); Finance, Insurance and Real Estate (Finance and insurance; Real estate, rental and leasing); Professional, Scientific and Managerial (Professional, scientific and technical services; Management of companies and enterprises); Other Services (Other services; Information and cultural industries; Administrative and support, waste management and remediation services; Art, entertainment and recreation).

| | | | |
|--------------|----------------|----------------|----------------|
| Utilities | 461 | 590 | 850 |
| Total | 220,843 | 245,075 | 270,733 |

4. Conclusion

The Capital Regional District is facing similar challenges as other parts of British Columbia. While the population in the region will keep growing, in part due to a diverse positive net migration, it will also age significantly due to a stable, but low, fertility rate. This situation is not unique to the region and is seen all across Canada and other developed nations. Victoria and Saanich will remain the largest population and employment centres over the projection horizon, but significant gains will happen in the Western Communities. Increasing land saturation and cost of property in Victoria and Saanich being probable contributing factors favouring the growth of all components in Langford and the surrounding municipalities.

To accommodate for the increased population, additional dwelling units will have to be constructed. It is reasonable to expect that municipalities such as Victoria and Saanich will see increased densification to accommodate these new units, probably with the construction of more high-density condominium towers. Less saturated areas such as the Western Communities should see a more diverse mix of new constructions including single-family housing, but additional densification in the municipality cores should also be expected.

All across the CRD, the population structure will change significantly, with 65 years old and over expected to grow by over 50% by 2038. This will impact how services are delivered, and increase accessibility and care needs across the region. While the younger population is not expected to grow nearly as much, it is a segment of the population that prefers to live near city centres, close to work and services. This not only impacts demographics in more rural areas but is also expected to keep putting pressure on the rental and real estate markets in urban centres. Moreover, while the Western Communities will see a large increase in population, Victoria and Saanich will keep on being the main locations of employment. The number of commuters should be expected to keep increasing, which will increase the needs for investments in mass transportation and infrastructure upgrades across the Capital Regional District.



BC Stats is the provincial government's leader in statistical and economic research, information and analysis essential for evidence-based decision-making. BC Stats, the central statistics agency of government, is excited to be taking a lead role in the strategic understanding of data sources and analysis across government. The goal is to increase overall business intelligence—information decision makers can use. As part of this goal, BC Stats is also developing an organizational performance measurement program. For more information, please contact Elizabeth Vickery.



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CONSULTATION PLAN FOR RGS AMENDMENT TO INCORPORATE UPDATED POPULATION PROJECTIONS

PURPOSE

To set out the objectives, process and timing for undertaking consultation on an amendment to incorporate revised population projections into the 2018 RGS.

BACKGROUND

The requested amendment is to fulfill a commitment arising from RGS mediation to update population projections to be based off of the 2016 census as soon as practicable.

GOAL

To undertake consultation on an amendment to the 2018 RGS in accordance with the requirements of section 434 and 450 of the *Local Government Act*.

OBJECTIVES

1. Identify the audience, consultation activities, timing and reporting requirements to undertake consultation on the proposed amendment.

INTERGOVERNMENTAL ADVISORY COMMITTEE (IAC)

Section 450 of the *Local Government Act* requires that an IAC be established to facilitate coordination between provincial and local government representatives on matters that relate to the development of the RGS. The IAC includes municipal Directors of Planning and senior representatives from provincial, federal and other agencies.

An IAC was established for the RGS update process. The table below lists the represented local, provincial and federal government departments, ministries and agencies. This IAC will be used to process the requested RGS amendment, upon confirmation by the Minister of Community, Sport and Cultural Development.

| Local Government | Provincial and Federal Governments and Agencies | Other |
|------------------|---|---|
| Central Saanich | Ministry of Aboriginal Relations and Reconciliation | Cowichan Valley Regional District |
| Colwood | Ministry of Citizens Services and Open Government | Community Council Social Planning |
| Esquimalt | Ministry of Community, Sport and Cultural Development | |
| Highlands | Ministry of Energy and Mines | |

1. The RGS does not apply to Salt Spring Island, the Southern Gulf Islands and First Nations lands and as such data for these areas are not included in RGS projections.

| | |
|-----------------------------|--|
| Juan de Fuca Electoral Area | Ministry of Environment |
| Langford | Ministry of Forests, Lands and Natural Resources |
| Metchosin | Ministry of Health |
| North Saanich | Ministry of Jobs, Tourism and Skills Training |
| Oak Bay | Ministry of Natural Gas and Housing |
| Saanich | Ministry of Transportation and Infrastructure |
| Sidney | Agricultural Land Commission |
| Sooke | BC Ferries |
| Victoria | BC Transit |
| View Royal | BC Hydro |
| | School District 61 |
| | School District 62 |
| | School District 63 |
| | Tourism BC |
| | Vancouver Island Health Authority |
| | Islands Trust |
| | CFB Esquimalt |
| | Department of Fisheries and Oceans |
| | Environment Canada |
| | Parks Canada |
| | Victoria Airport Authority |

AUDIENCE

Section 434 (2) of the *Local Government Act* identifies who is to be consulted as part of an RGS amendment. The legislation specifies that opportunities for early and ongoing consultation be provided. The table below describes the audience, their level of interest, and proposed consultation activities.

| AUDIENCE | LEVEL OF INTEREST | PROPOSED ENGAGEMENT ACTIVITIES | TIMING |
|--|-------------------|---|------------|
| Citizens Residents of the capital region | Low | Online Review: The public would be able to review information related to the proposed amendment online and to provide comment through Committee/Board correspondence or delegations. | June 2019 |
| Affected Local Governments 13 municipal councils and the | High | DPAC Meeting: Planning Directors or their delegates met to review the projections at a meeting on April 12, 2019. | April 2019 |

1. *The RGS does not apply to Salt Spring Island, the Southern Gulf Islands and First Nations lands and as such data for these areas are not included in RGS projections.*

Juan de Fuca
electoral area

| | | | |
|---|-----|--|-----------|
| First Nations | Low | Email: The proposed amendment will be emailed for review and comment. | June/July |
| Boards Education, improvement districts, CVRD | Low | Email: The proposed amendment will be emailed to agency representatives for review and comment. | June/July |
| Provincial and Federal Governments Ministries and agencies | Low | Email: The proposed amendment will be referred to provincial and federal government representatives for review and comment. | June/July |

Input received through consultation will be reported to the Planning and Protective Services Committee and CRD Board.

PUBLIC HEARING

Section 434 (3) of the *Local Government Act* requires the Board to consider whether to hold a public hearing as part of the public consultation process. It is recommended that the discretionary public hearing for the RGS be waived given that inclusion of the updated population projections was agreed to through RGS mediation following an extensive consultation process and given the anticipated low level of public interest and given other proposed input opportunities. A public hearing would not substantively add to the consultation and could be waived at the Board's discretion.

1. *The RGS does not apply to Salt Spring Island, the Southern Gulf Islands and First Nations lands and as such data for these areas are not included in RGS projections.*

DPAC Meeting Minutes
Esquimalt Municipal Hall
April 12, 2019
9:30 - 11:30am

CRD Staff: Signe Bagh, Jay Douillard, John Reilly, Iain Lawrence,
Sue-Anne Carter (Administration - Recording)

Municipal Staff: Colwood – Iain Bourhill
Esquimalt – Bill Brown
Highlands – Laura Beckett (*partial*)
Langford – David Sametz
Metchosin – Sherry Hurst
North Saanich – Carly Rimell
Oak Bay – Bruce Anderson
Sidney – Corey Newcomb
Sooke – Teunesha Evertse
Victoria – Marc Cittone
View Royal – Lindsay Chase

Guests: BC Statistics – Caitlin Brownrigg
BC Statistics – Sebastien Lavoie

Regrets: Central Saanich – Jarett Matanowitsch
Saanich – Sharon Hvozdzanski

1. RGS Population Projections (BC Statistics)

BC Statistics provided an overview of draft Population, Dwelling Unit and Employment Projections. BC Statistics noted that the projections were based off a demographic rather than a land-use analysis. Population in the CRD is projected to be relatively stable to 2038, with highest growth projected in Langford. Employment increases are projected due to an aging population staying longer in the workforce.

Group Discussion occurred surrounding the presentation with questions arising about methodology, projections versus forecasts, aggregation of data, and relationship of projections to development applications.

There was majority preference expressed for only including sub-regional (and not municipal-specific data) in the RGS.

2. Housing Initiatives Update

John Reilly, Manager, Regional Housing provided a brief overview of CRD housing initiatives. He noted that more detailed discussion will be facilitated at a June DPAC meeting (date TBD).

3. DPAC Terms of Reference

Those present reviewed the DPAC Terms of Reference and concluded that, overall, they still seemed appropriate. It was suggested that timing of the required annual meeting be moved from July to the 1st quarter of the calendar year to better align with the budget planning cycle and RGS annual reporting and to also avoid the summer holiday season.

It was noted that the Core DPAC membership consists of municipal Directors of Planning or their designates. The CRD will send meeting notices through Directors. If Directors are unable to attend, they can designate someone to attend on their behalf. The intent is to have one individual per municipality/EA in attendance. If contact information needs to be updated (e.g. new Directors), please advise the CRD so that records can be updated.

4. **Round Table Updates**

Those in attendance shared updates on key initiatives planned in their municipalities for 2019 and 2020.

5. **Next Meeting**

The next meeting will likely be held in June, with CRD Housing facilitating a discussion on potential regional collaboration on affordable housing strategies. Colwood indicated that they may be interested in hosting the June meeting.