

Regional Growth Strategy Indicators Report 2023



Making a difference...together

RGS INDICATORS – AT A GLANCE

Managing and Balancing Growth

1.1a Number of net new dwelling units in areas where more than 45% walk/bike/bus to work



1.1b Hectares added to the Urban Containment Policy Area (UCPA) Growth Boundary



1.2a Percentage of net new dwellings built outside the UCPA



Environment and Infrastructure

2.1a Total Regional Park land acquired



2.1b Percentage of the Regional Trail Network completed



2.1c Compliance with Source Control Bylaw



2.1d Number of stormwater discharges with a high public health concern



2.2a Waste stream: solid waste disposal



2.2b Average residential water consumption



2.2c Net new dwelling units in East Sooke and Otter Point Official Community Plan (OCP) areas



Housing and Community

3.1a Create safe and complete communities



3.2a Reduce core housing need



3.2b Average rent for two-bedroom apartment



3.2c Vacancy rate by rental price quartiles



3.2d Increase supply of affordable housing



Transportation

4.1a Percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area (GMPA)



Economic Development

5.1a Jobs to population ratio



Food Systems

6.1a Farm operating revenues in the GMPA



6.1b Average age of farmer



Climate Action

7.1a Community greenhouse gas (GHG) emissions



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The Regional Growth Strategy (RGS)

The 2018 Regional Growth Strategy (RGS) is a framework developed by municipalities and the regional district to address how communities will work together to enhance regional quality of life and social well-being over the next 20 years.

The provincial government created the growth strategy legislation to “promote human settlement that is socially, economically and environmentally healthy and that makes efficient use of public facilities and services, land and other resources”.

The RGS also includes policies, actions and targets for the reduction of greenhouse gas emissions. The strategy was developed with significant public and stakeholder involvement and responds to the regional vision of a livable community that stewards the environment and natural resources with care.

The RGS Indicator Report

A robust monitoring program helps the region measure progress towards achieving RGS goals and objectives.

Wherever possible, indicators were selected such that data would be available on an annual basis. However, for many of the indicators, information is only available through census data and will therefore only be updated every five years.

Data updated for 2023

This report is based on data available for the 2022 reporting year (January 2022 to December 2022). In this reporting year, 18 of the 20 indicators were updated with new data.

New Indicators

This year Total Regional Park land acquired (2.1a) and Percentage of the Regional Trail Network completed (2.1b) were revised to better align with the Regional Parks and Trails Strategic Plan 2022-2032.

Additionally, Hectares of farmland in the Growth Management Planning Area (6.1a) was replaced by Farm operating revenues in the Growth Management Planning Area (6.1a) due to data availability.

How to use this report

For each indicator, four key questions are answered:

- What is being measured?
- Why is the indicator important?
- What is the target/desired trend?
- How are we doing?

Indicator performance is described relative to a goal or baseline year. However, it is important to note that changes in year-to-year performance do not always equate to a long-term trend.

While performance in any given year may be positive or negative, it may take many years of data to reliably identify a trend. Where possible, trend lines are included in the graphs to illustrate indicator trends.

The following table shows the RGS indicator priority areas, objectives and 2038 targets evaluated in this report. Note that the new indicators for RGS objective 2.1 and 6.1 are slightly different than the 2038 RGS targets.

2038 Targets by priority area and objective

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
1.0 Managing and Balancing Growth	1.1 Keep Urban Settlement Compact 1.2 Protect the Integrity of Rural Communities	<ul style="list-style-type: none"> Accommodate a minimum of 95% of the region's new dwelling units within the Urban Containment Policy Area.
2.0 Environment and Infrastructure	2.1 Protect, Conserve and Manage Ecosystem Health	<ul style="list-style-type: none"> Acquire 100% of the Sea-to-Sea Green/Blue Belt.* Complete 100% of the Regional Trail Network.* Reduce contaminants to fresh and marine water bodies.
	2.2 Deliver Services Consistent with RGS Objectives	<ul style="list-style-type: none"> Prepare long-term capital plans for Capital Regional District utilities and major infrastructure improvements that take into consideration the conservation of land, water and energy resources and the impacts of climate change and natural hazards.
3.0 Housing and Community	3.1 Create Safe and Complete Communities	<ul style="list-style-type: none"> Municipal targets for the number of people living in complete communities to be identified by municipalities in Regional Context Statements.
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> Increase the supply of more affordable housing. Reduce the number of people in core housing need. Reduce the number of people who are homeless.
4.0 Transportation	4.1 Improve Multi-Modal Connectivity and Mobility	<ul style="list-style-type: none"> Achieve a transportation system that sees 45% of all trips made by walking, cycling and transit.**
5.0 Economic Development	5.1 Realize the Region's Economic Potential	<ul style="list-style-type: none"> Achieve a jobs/population ratio of: <ul style="list-style-type: none"> 0.60 in Core Area 0.53 in Saanich Peninsula 0.36 in West Shore
6.0 Food Systems	6.1 Foster a Resilient Food and Agriculture System	<ul style="list-style-type: none"> Increase the amount of land in crop production for food by 5,000 hectares to enhance local food security.* Municipal targets to increase the amount of land in crop production for food and to encourage agricultural land to be identified by municipalities in Regional Context Statements.
7.0 Climate Action	7.1 Significantly reduce community based greenhouse gas emissions	<ul style="list-style-type: none"> Reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.

*Indicator reporting targets slightly different than the RGS.

**Updated to reflect increase in transit mode share target.

1.1a Number of net new dwelling units in areas where more than 45% walk/bike/bus to work



What is being measured?

This indicator tracks new dwelling units created in census Dissemination Areas (DA) where at least 45% of trips involve active transportation (walking, biking or taking transit).

Why is this indicator important?

The Regional Growth Strategy aims to keep urban settlement compact and directs new growth to be located where it can be efficiently serviced by transit and active transportation.

Target/Desired Trend

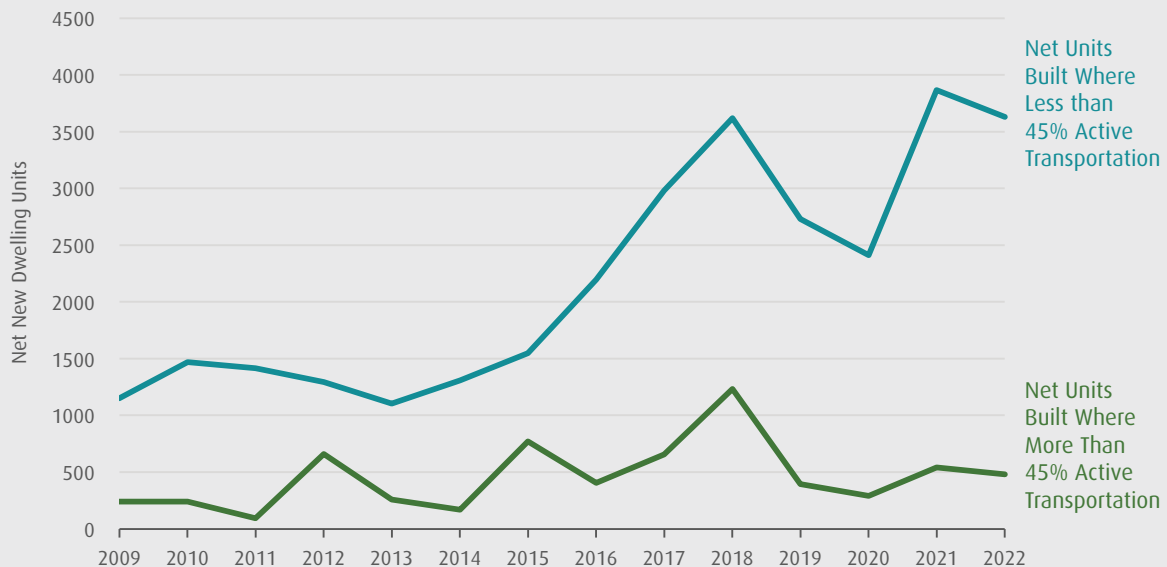
Place growth in areas conducive to walking, cycling and transit.

How are we doing?

Currently, we are not meeting the desired trend.

In the Growth Management Planning Area between 2012-2015, we saw as much as 26% of growth in net new dwelling units in areas with greater than 45% active transportation. In the last five years, 15% of growth in net new dwelling units was in areas with high active transportation.

BC Transit has increased its mode share target from 12% to 15%. Our target has been adjusted from 42% to 45% to reflect this change.



Source: CRD Building Permit Database and Statistics Canada Census of Population 2021

Supplemental map of areas with more than 45% walk/bike/bus to work

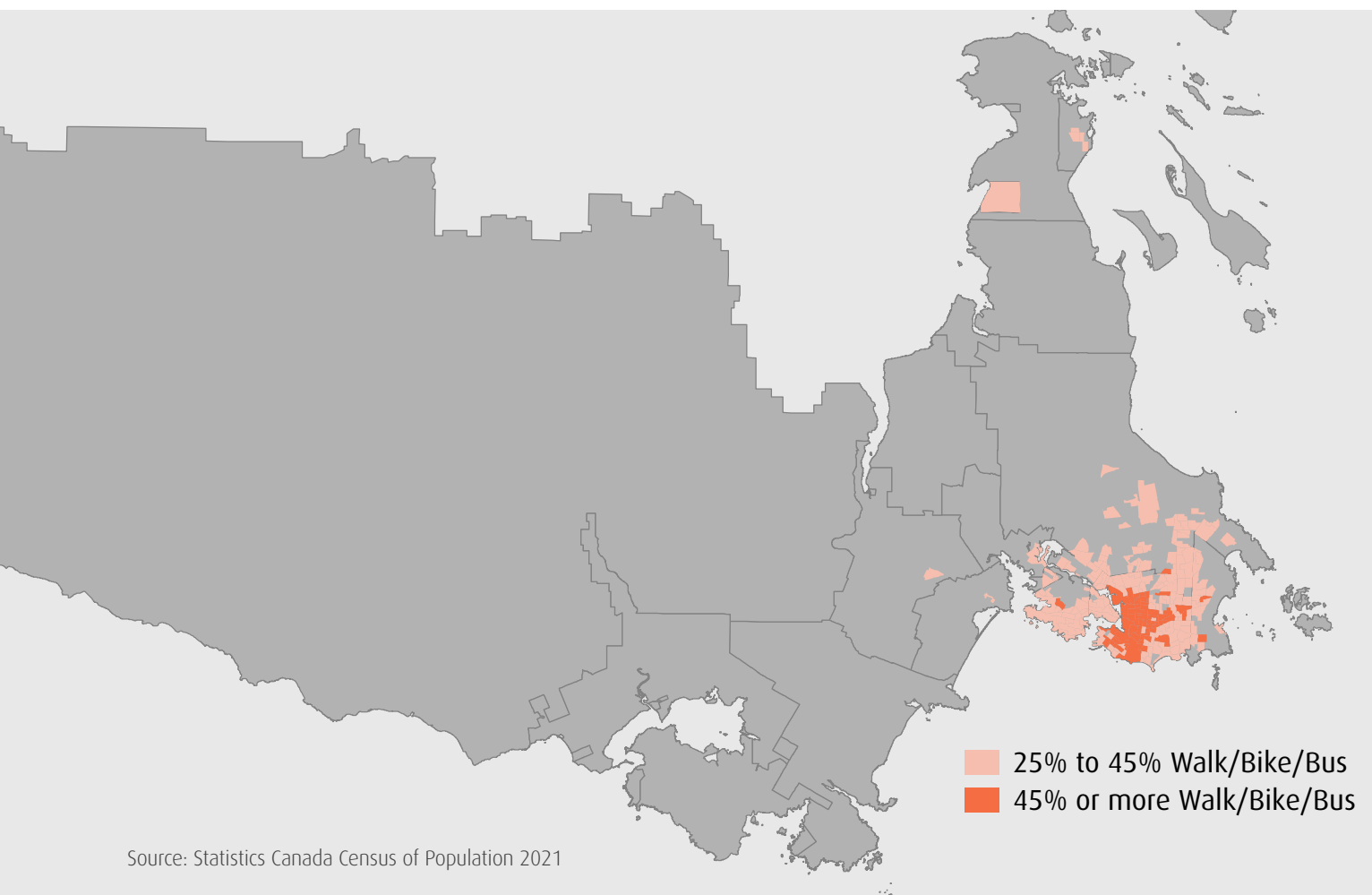
What does the map indicate?

This map shows census Dissemination Areas where more than 45% of residents walk, bike and bus to work, meeting the Regional Growth Strategy mode share target.

These areas are mostly located in the region's core in Victoria, and portions of Esquimalt, Oak Bay and Saanich.

Also provided for reference are the areas with between 25% to 45% walk/bike/bus to show locations that could meet the Regional Growth Strategy goal if further action was taken.

As noted in Indicator 1.1(a), new growth in these areas is desirable as infrastructure and services are already in place to support high levels of active transportation and transit. As the region develops, the desired trend is to see more areas meeting the 45% target.



Source: Statistics Canada Census of Population 2021

1.1b Hectares added to the Urban Containment Policy Area (UCPA) growth boundary



What is being measured?

This indicator measures the net change in the land area of the Urban Containment Policy Area (UCPA). The UCPA is intended to hold a land supply that will accommodate the region’s population and employment growth.

Why is this indicator important?

This indicator aligns with the Regional Growth Strategy (RGS) objective to keep urban settlement compact. The RGS includes a policy that generally permits amendment to the UCPA only as an outcome of a comprehensive five-year review of the RGS.

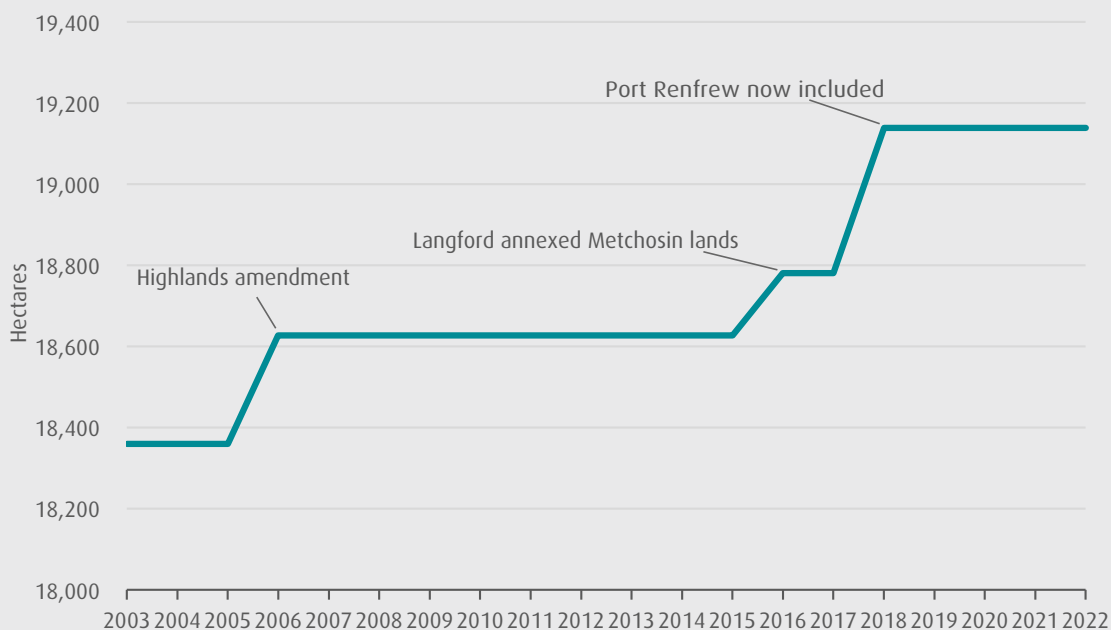
Target/Desired Trend

Minimize change to the UCPA from the date of adoption of the 2018 RGS.

How are we doing?

We are meeting the desired trend.

Since the March 2018 adoption of the RGS, there have been no changes to the UCPA.



Source: CRD Regional Planning

1.2a Percentage of net new dwellings built outside the Urban Containment Policy Area (UCPA)



What is being measured?

This indicator measures the annual share of net new dwelling units located outside the Urban Containment Policy Area (UCPA).

Why is this indicator important?

The Regional Growth Strategy (RGS) aims to keep urban settlement compact and protect the integrity of rural communities.

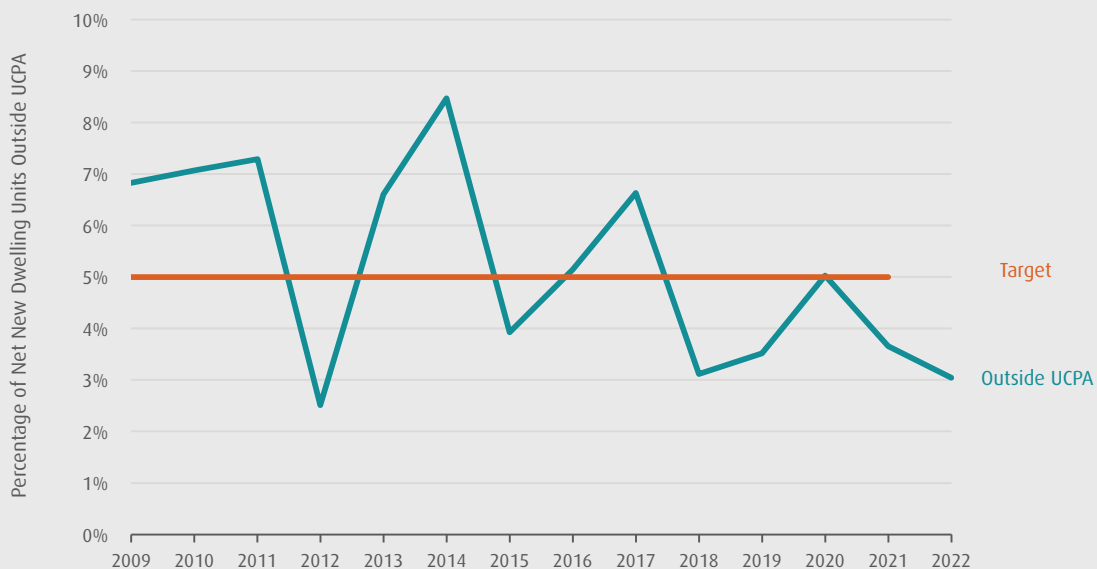
Target/Desired Trend

Accommodate a maximum of 5% of the region’s net new dwelling units outside the UCPA (for a minimum 95% of net new dwelling units within the UCPA, as per RGS target).

How are we doing?

We met the target this year.

In the past 10 years, the average percentage growth outside the UCPA has been 4.9%.



Source: CRD Building Permit Database

Supplemental graph showing the location of net new dwellings built outside the Urban Containment Policy Area (UCPA)

What does the graph indicate?

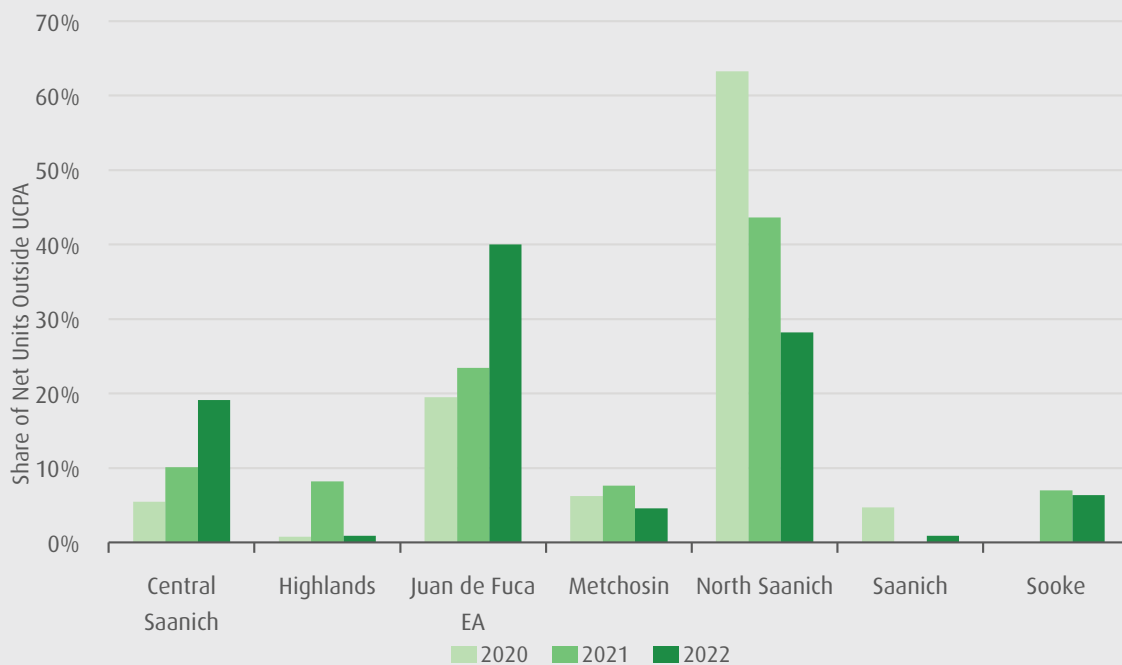
This graph shows the distribution of net new dwellings built outside the Urban Containment Policy Area (UCPA).

Only local governments that have land outside the growth boundary are included. Together these units make up the percentage of new units built outside the growth area.

As noted in Indicator 1.2(a), the Regional Growth Strategy aims to keep urban settlement compact and protect the integrity of rural communities.

Local governments with land outside the growth boundary help achieve this goal through land use policy and decision making that avoids the creation of future urban areas.

Monitoring the distribution of net new dwelling units built outside the growth area provides insight on the performance of local government growth management policies.



Source: CRD Building Permit Database

2.1a Total Regional Park land acquired



What is being measured?

This indicator tracks land protected in the CRD as a Regional Park. Additionally, it shows the types of park land use and the distribution of land for conservation areas, wilderness areas, conservancy areas and natural recreation areas. There is currently no land in conservancy areas as protection of natural and cultural features is a new area.

In previous indicator reports, the measure was the percentage of land acquired for the 1997 Sea-to-Sea Green/Blue Belt Strategy, which was largely completed by land acquisitions during 2000-2010.

With the new Regional Parks and Trails Strategic Plan 2022-2032, measuring the total amount of CRD park land is a better indicator of progress.

Why is this indicator important?

The Regional Growth Strategy aims to protect, conserve and manage ecosystem health. This indicator is important to show growth of CRD parks and the different types of functions they perform including water catchment, natural recreation and habitat conservation.

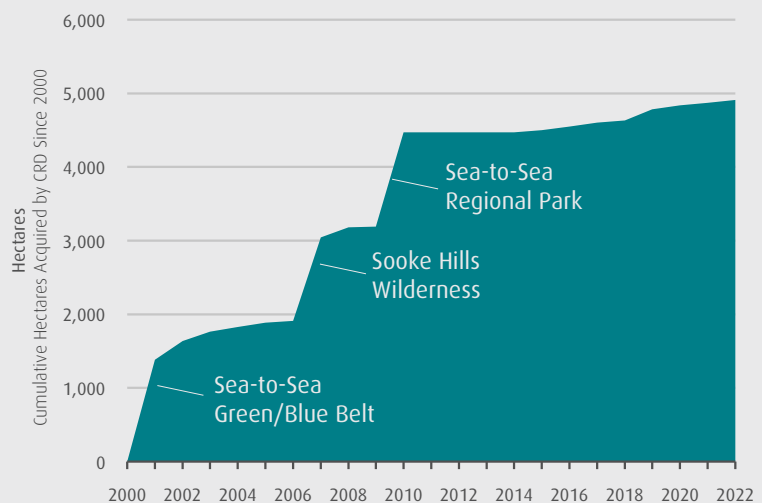
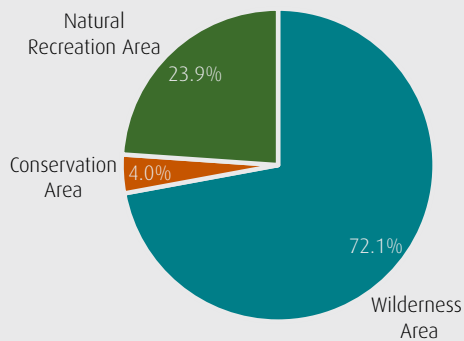
Target/Desired Trend

Continue to acquire park land.

How are we doing?

We are making steady progress acquiring regional park land according to CRD's Regional Parks Land Acquisition Strategy and the Regional Parks and Trails Strategic Plan 2022-2032.

Total Park Area By Use Classification



Source: CRD Regional Parks

2.1b Percentage of the Regional Trail Network completed



What is being measured?

This indicator measures the percentage of the Proposed Regional Trail Network (Galloping Goose, Lochside and E&N) that has been completed at the end of 2022.

The Regional Growth Strategy (RGS) targets refer to the 2012-2021 Regional Parks Strategic Plan and the 1997 Sea-to-Sea Green/Blue Belt Strategy, which the Regional Parks and Trails Strategic Plan 2022-2032 supersedes.

Why is this indicator important?

The RGS aims to protect, conserve and manage ecosystem health, and it also strives to improve multi-modal transportation connectivity. The Regional Trail Network represents an integrated trail, active transportation corridor and linear park system linking urban areas to rural green space which helps further both of these goals.

Target/Desired Trend

Complete 100% of the Regional Trail Network as identified in the 2022-2032 CRD Regional Parks Strategic Plan.

How are we doing?

We are making good progress towards the target.

As of 2022, 96.2 km of the proposed 100 kilometres of the Regional Trail Network has been completed.

In August of 2023, the CRD Board approved the Regional Trails Widening and Lighting Project. Future versions of this indicator will track progress on trail enhancements in addition to new sections of trail.



96 km of Regional Trail Network completed (2022)

Source: CRD Regional Parks

2.1c Compliance with Source Control Bylaw



What is being measured?

This indicator measures the percentage of businesses in compliance with Source Control Bylaw standards. This pollution prevention initiative aims to reduce the amount of contaminants that industries, businesses, institutions and households discharge into the region’s sanitary sewer systems.

Why is this indicator important?

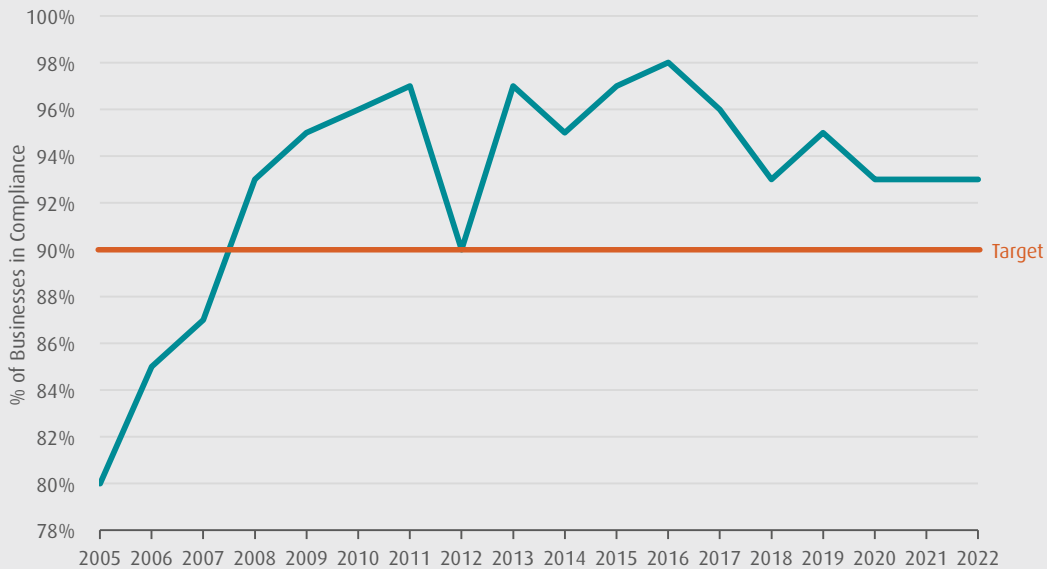
The Regional Growth Strategy aims to protect, conserve and manage ecosystem health. A high level of compliance reduces contaminants in fresh and marine regional waterways.

Target/Desired Trend

Maintain compliance of the standards established in the Source Control Bylaw at a rate of 90% or above.

How are we doing?

We are seeing consistently high levels of compliance.



NOTE: Prior to 2014, the indicator tracked proper waste treatment. The new measure, overall compliance, is a stricter standard indicating proper waste treatment facilities that are fully functioning.

Source: CRD Environmental Protection

2.1d Number of stormwater discharges with a high public health concern



What is being measured?

This indicator monitors the number of stormwater discharges with high public health concern.

Why is this indicator important?

The Regional Growth Strategy aims to protect, conserve and manage ecosystem health.

Target/Desired Trend

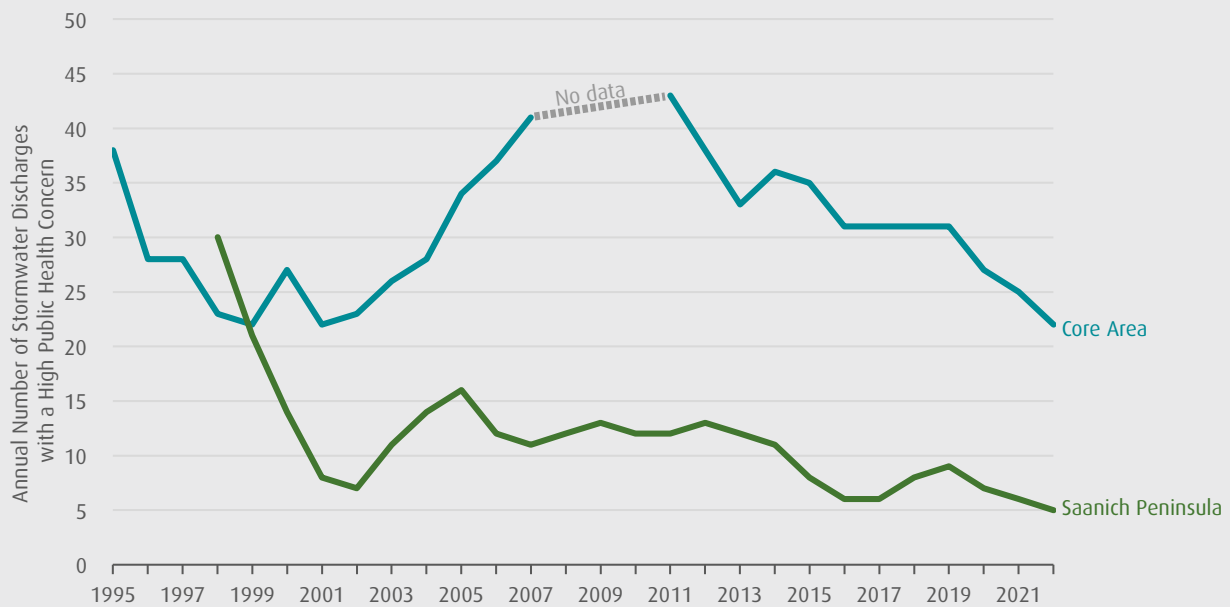
Reduced bacterial contamination to fresh and marine water bodies.

How are we doing?

We are meeting the desired trend.

The overall number of stormwater discharges with high public health concerns has decreased in the Core Area since 2012 and on the Saanich Peninsula since 2005.

There were 22 discharges in the Core Area and five in the Saanich Peninsula in 2022.



Source: CRD Environmental Protection

2.2a Waste stream: solid waste disposal



What is being measured?

This indicator measures the per capita amount of solid waste disposed annually from both residential and non-residential sources.

Why is this indicator important?

The Regional Growth Strategy aims to minimize the consumption of renewable and non-renewable resources through efficient use and responsible management.

Target/Desired Trend

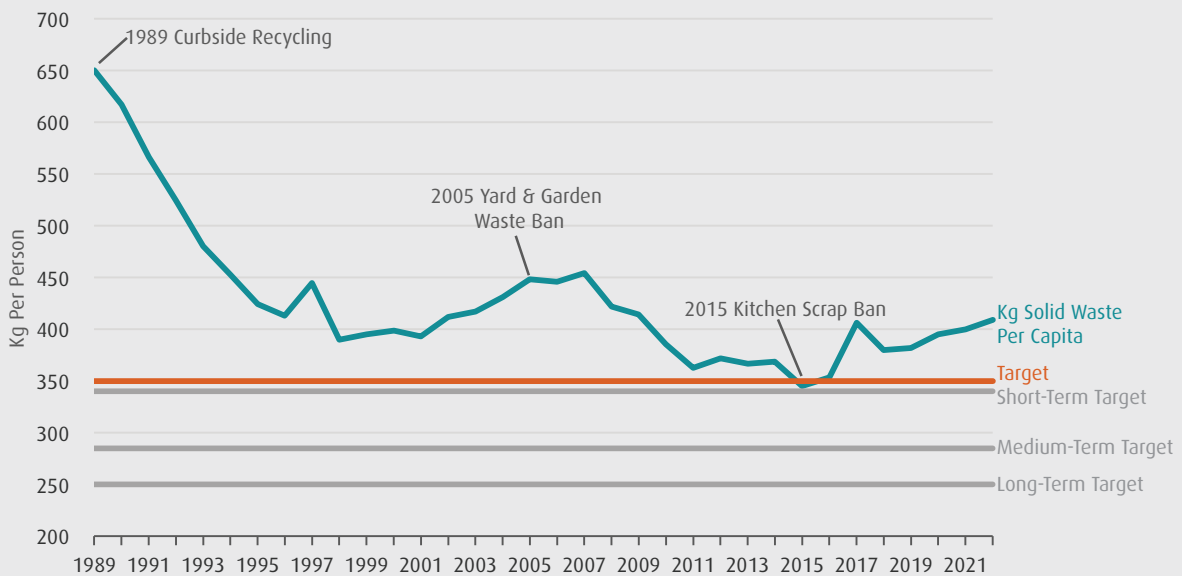
In 2020, the BC Government set a solid waste disposal target rate of 350 kg/person per year, which is the current target. The target for the region is established in the Capital Regional District Solid Waste Management Plan. This plan identifies three new targets: short-term (three years) 340 kg/

person, medium-term (five years) 285 kg/person and long-term (10+ years) 250 kg/person.

How are we doing?

Currently, we are not meeting the target.

We are at less than the provincial average of 506 kg/person (2021). Following years of decline, recent economic activity has resulted in a sustained increase in per capita solid waste disposal. In 2023, the CRD Board approved significant Hartland Landfill policy changes including banning of wood waste along with other construction and demolition materials, and adjustment of the tipping fee schedule. These changes will be implemented in 2024 and are anticipated to reduce waste by up to 40,500 tonnes/year, having a positive impact on decreasing our per capita waste disposal numbers.



Source: CRD Environmental Resource Management

2.2b Average residential water consumption



What is being measured?

This indicator measures the average daily consumption of potable water per capita for residential uses.

Why is this indicator important?

The Regional Growth Strategy aims to minimize the consumption of renewable and non-renewable resources through efficient use and responsible management.

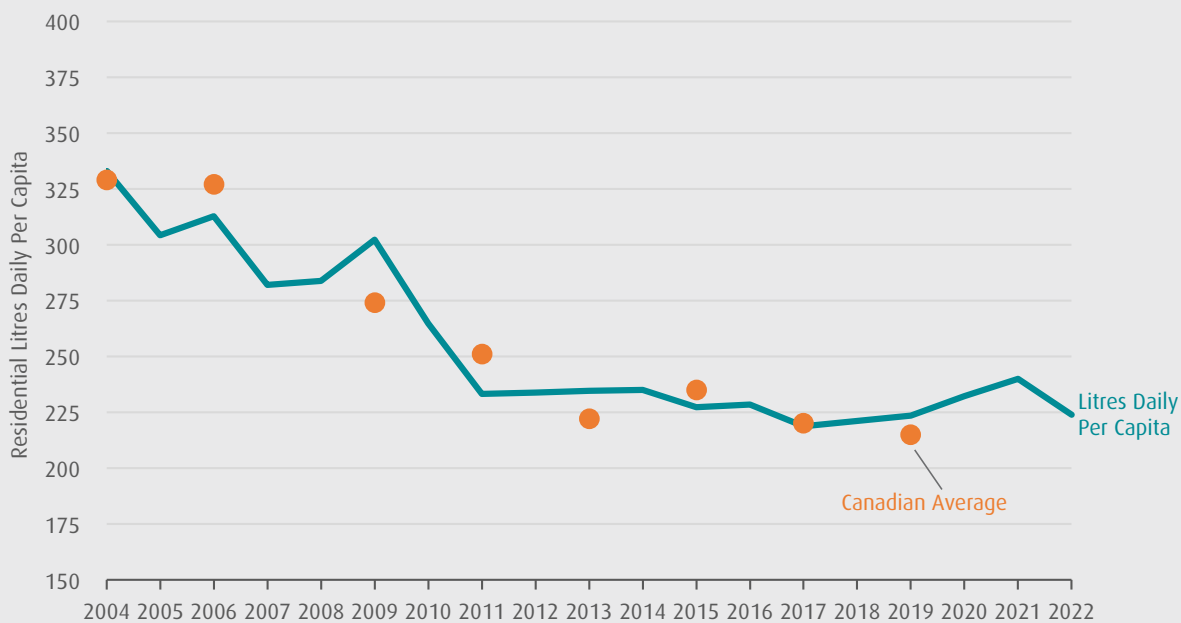
Target/Desired Trend

Decrease per capita consumption of potable water.

How are we doing?

Following a sizable reduction in per capita water consumption in the region, rates have stabilized around the Canadian average.

It is expected that the increase in water consumption observed in 2021 is attributable to changed residential water consumption patterns during the COVID-19 pandemic as people spent significantly more time at home due to office, business and facility closures. As anticipated, 2022 usage has returned to 2019 levels.



Source: CRD Integrated Water Services, 2004-2022 Environment Canada Municipal Water and Wastewater Survey
2011-2019 Statistics Canada Survey of Drinking Water Plants

2.2c Net new dwelling units in East Sooke and Otter Point Official Community Plan (OCP) areas



What is being measured?

This indicator measures annual net new dwelling units located in the East Sooke and Otter Point Official Community Plan (OCP) areas of the Juan de Fuca Electoral Area.

Why is this indicator important?

The Regional Growth Strategy allows for the possible provision of water servicing in East Sooke and Otter Point and specifies the total number of existing and new units permitted within their OCPs.

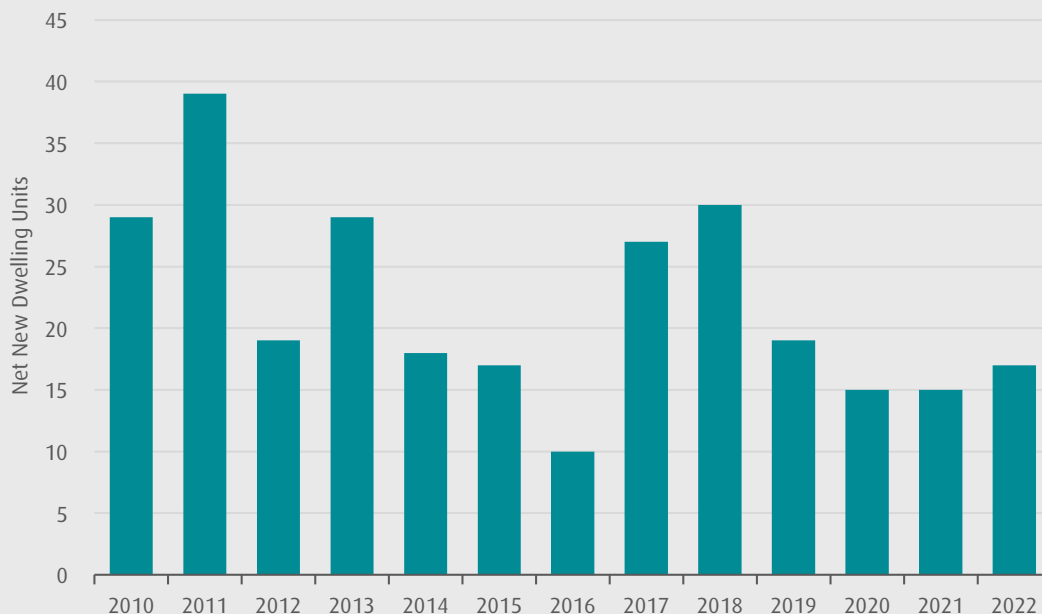
Target/Desired Trend

The total number of units in East Sooke and Otter Point is not to exceed 3,384 units. This includes both existing and new units.

How are we doing?

We are meeting the target.

As of 2022 there are 1,683 dwelling units in East Sooke and Otter Point. There has been minimal expansion, with an average of 20 net new units per year over the past 10 years.



Source: CRD Building Permit Database

3.1a Create safe and complete communities**What is being measured?**

This indicator measures the number of people living in complete communities identified by municipalities in their Official Community Plans.

Why is this indicator important?

The Regional Growth Strategy supports the development of complete communities that allow residents to undertake many daily activities close to home.

Target/Desired Trend

Increase the number of people living in complete communities.

How are we doing?

This indicator will be updated in 2024 to track development in the Transit Oriented Areas within the Growth Management Planning Area identified by the provincial government as part of Bill 47.



3.2a Reduce core housing need



What is being measured?

This indicator measures the percentage of households in core housing need.

A household in core housing need falls below at least one of the housing standards: adequacy (property does not require major repairs); affordability; or suitability (number of bedrooms match household size) and it would have to spend 30% or more of its total before-tax income to pay the median rent for housing that is acceptable (meets all three standards).

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability.

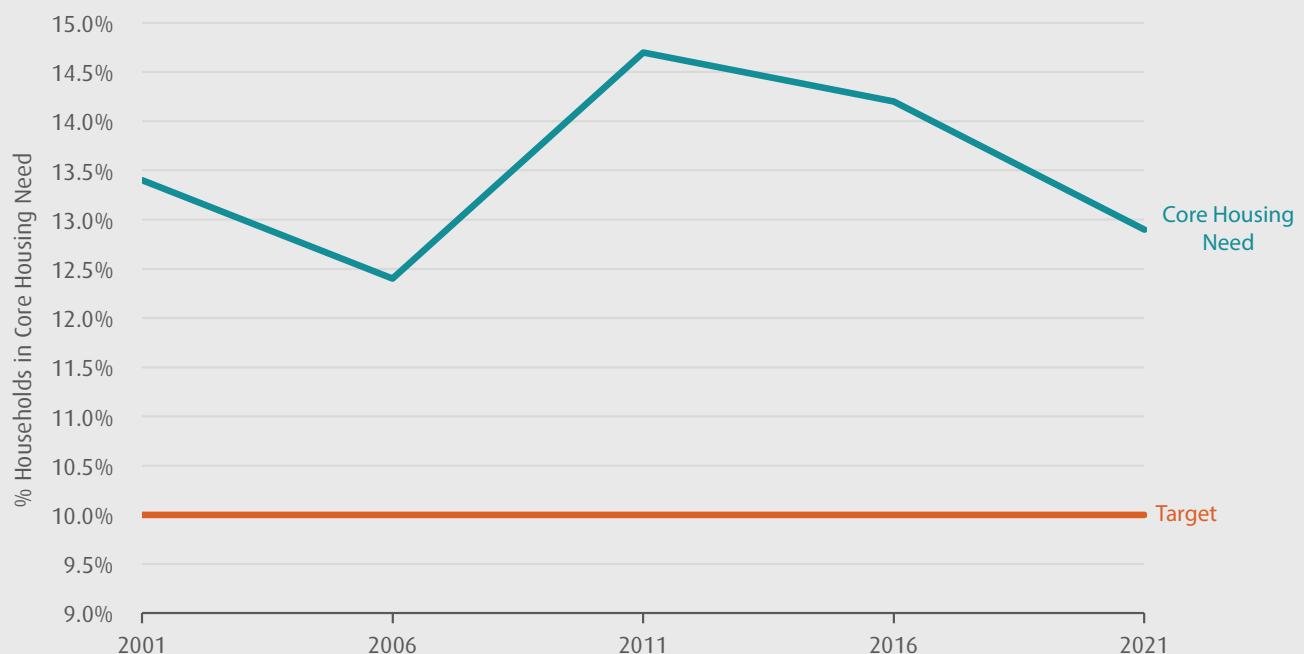
Target/Desired Trend

Reduce percentage of households in core housing need to 10%.

How are we doing?

The income measure used to calculate core housing need was from 2020. The percentage of Canadians living with low income saw the most significant decline in a five-year period since 1976. This was driven mainly by higher government transfers, especially pandemic-related benefits. These benefits primarily benefited the working-age population, with the Canada Child Benefit helping parents and children (The Daily, Statistics Canada, July 13, 2022).

We are far from our target.



Source: Statistics Canada, Census of Population, 2001, 2006, 2016 and 2021 and National Household Survey, 2011

3.2b Average rent for two-bedroom apartment



What is being measured?

This indicator measures the average cost of two-bedroom rental housing in the Victoria Census Metropolitan Area.

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability.

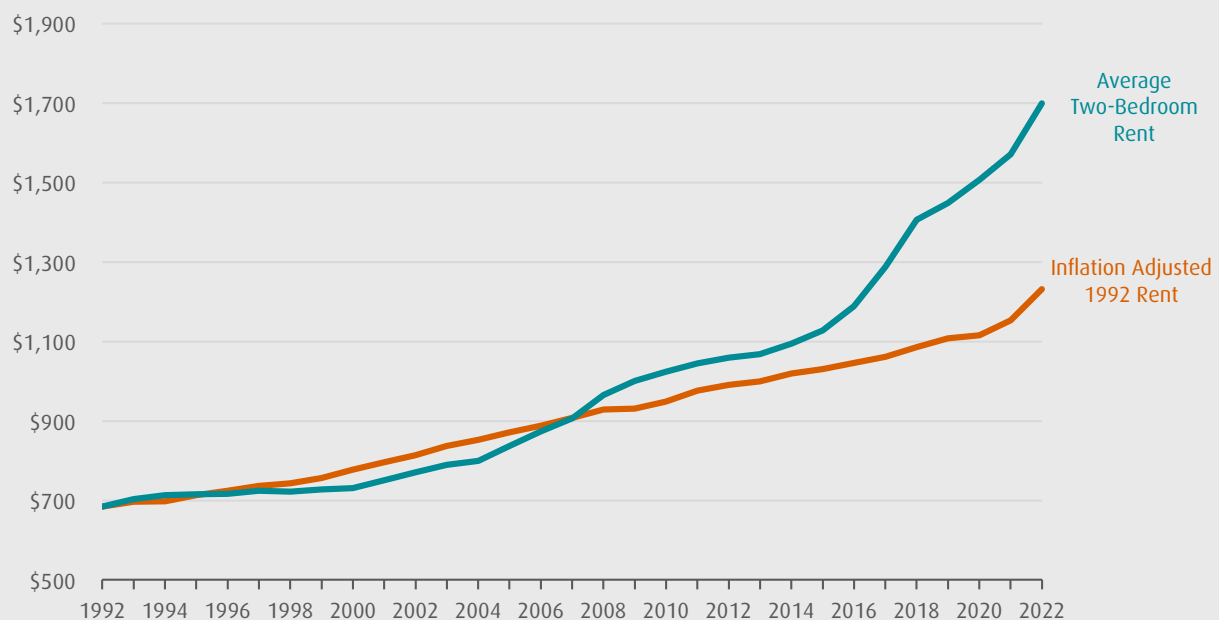
Target/Desired Trend

There is no target for the average cost of rental housing, however, cost increases at or below the level of inflation are preferable.

How are we doing?

We are currently not meeting the target.

The price of a two-bedroom rental has outpaced inflation since 2008.



Source: Canada Mortgage and Housing Corporation Rental Market Survey

3.2c Vacancy rate by rental price quartiles



What is being measured?

This indicator measures the rental vacancy rate by rental price quartiles in the Victoria Census Metropolitan Area (CMA) over time.

Why is this indicator important?

The Regional Growth Strategy aims to improve housing affordability in the region. The rental vacancy rate by rental price quartiles is an indicator of housing supply and housing affordability in the region.

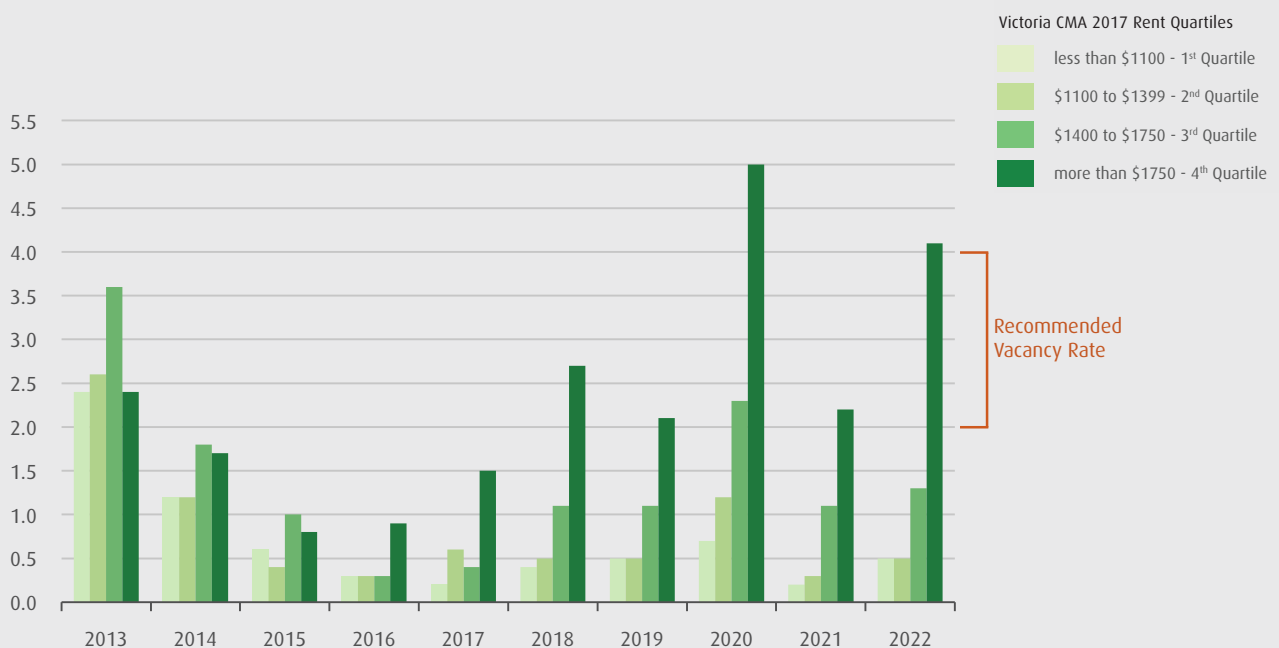
Target/Desired Trend

Higher vacancy rates across all prices are preferable. Recommended vacancy rates range between 2-4%.

How are we doing?

We are currently not meeting the desired trend.

There has been a general trend of very low vacancy rates in the region, especially at the lower price quartiles. Data from the past four years shows a marginal increase in vacancies, most significantly in units renting for more than \$1,750.



Source: Canada Mortgage and Housing Corporation Rental Market Survey

3.2d Increase supply of affordable housing



What is being measured?

This indicator measures the cumulative number of subsidized housing units in the Growth Management Planning Area (GMPA) that have a financial relationship with BC Housing. The units include emergency shelters, housing for the homeless, transitional and supported housing and assisted living, independent social housing and rent assistance in the private market.

Why is this indicator important?

The Regional Growth Strategy aims to increase the supply of affordable housing and to reduce the number of people who are experiencing homelessness.

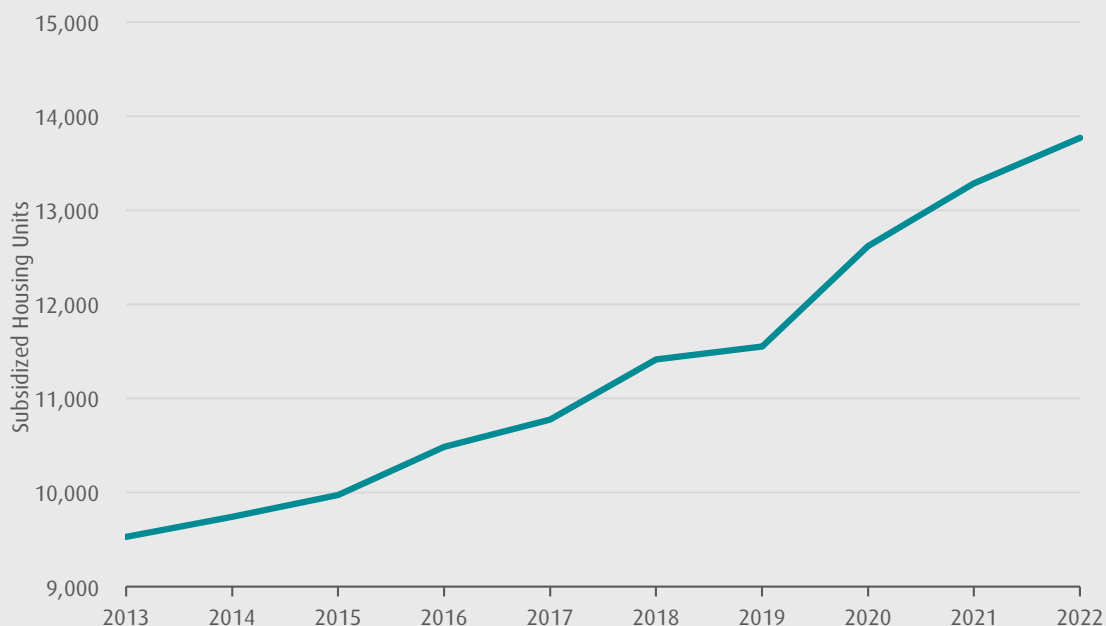
Target/Desired Trend

Increase the cumulative number of subsidized housing units that have a financial relationship with BC Housing.

How are we doing?

Progress is being made toward the target.

As of March 31, 2022 there were 13,772 subsidized housing units in the GMPA, representing an increase of 483 units in this reporting period.



Source: BC Housing's Research & Corporate Planning Department Unit Count Report March 2019, 2020, 2021, 2022

4.1a Percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area (GMPA)



What is being measured?

This indicator measures the percentage of total trips made by walking, cycling and transit in the Growth Management Planning Area.

Why is this indicator important?

The Regional Growth Strategy aims to improve multi-modal connectivity and mobility. Mode share percentages provide the necessary data to track transportation choices over time.

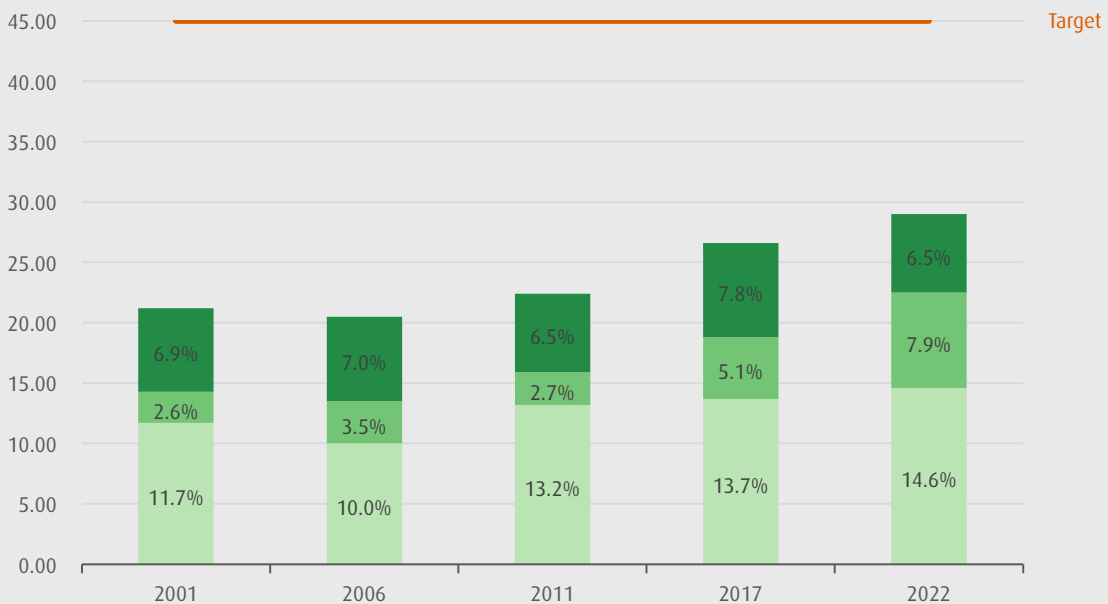
Target/Desired Trend

Achieve a transportation system that sees 45% of all trips made by walking, cycling and transit by 2038.

How are we doing?

Progress is being made toward the target.

The overall active transportation mode share has increased due to a sizeable increase in cycling trips and a steady increase in walking.



Source: CRD Origin Destination Survey 2001, 2006, 2011, 2017, 2022

5.1a Jobs to population ratio



What is being measured?

This indicator measures the ratio of employment to population in each Capital Regional District sub-region.

Why is this indicator important?

The Regional Growth Strategy aims to realize the region’s economic potential. A balanced distribution of employment and jobs indicates economic opportunities spread across the region.

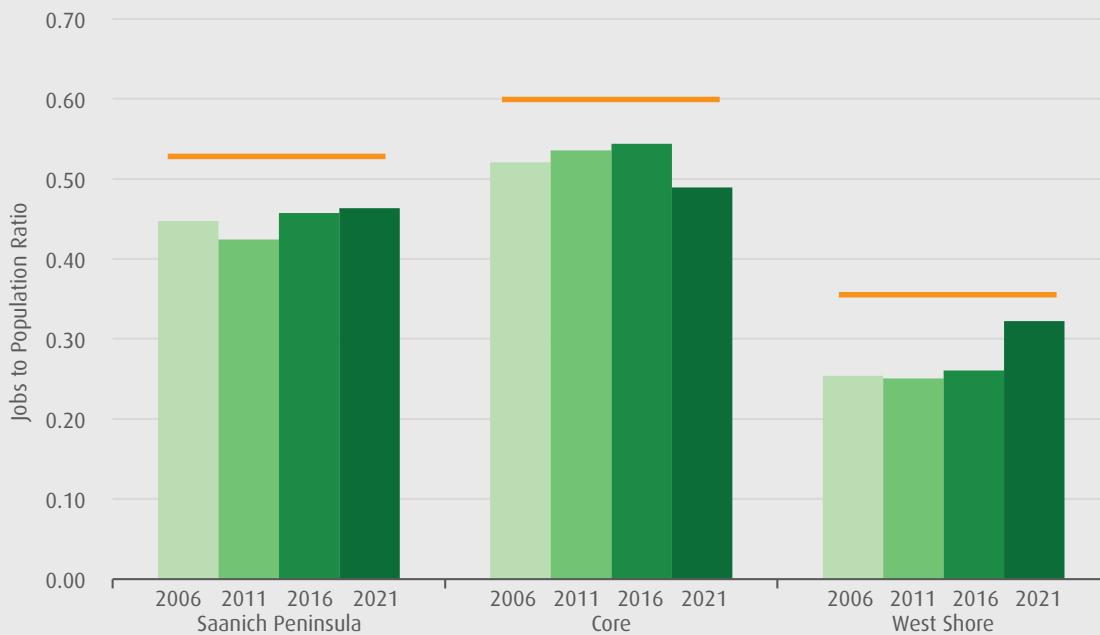
Target/Desired Trend

Achieve a jobs to population ratio of:

- 0.53 in the Saanich Peninsula
- 0.60 in the Core Area
- 0.36 in the West Shore

How are we doing?

Data from the 2021 census show a pattern of employment shifting from the core, which has historically maintained the highest job to population ratio to the West Shore which has had the lowest ratio. This trend may be influenced by the shift to working from home brought about due to the COVID-19 pandemic.



Source: Statistics Canada, Census of population, 2006, 2011, 2016, 2021, Place of Residence and Place of Work Tables

6.1a Farm operating revenues in the Growth Management Planning Area (GMPA)



What is being measured?

Incorporated farms and communal farming organizations with total farm operating revenues equal to or greater than \$25,000, as well as unincorporated farms with total farm operating revenues of \$10,000 and over. As of 2020, a farm is defined as an operation that produces at least one agricultural product and reports revenue and expenses to the Canada Revenue Agency. Prior to 2020, a farm was defined based on its intention to sell agricultural commodities.

Why is this indicator important?

The Regional Growth Strategy (RGS) aims to foster a resilient food and agricultural system. Tracking operating revenues is a way to report on the productivity of the region's farms.

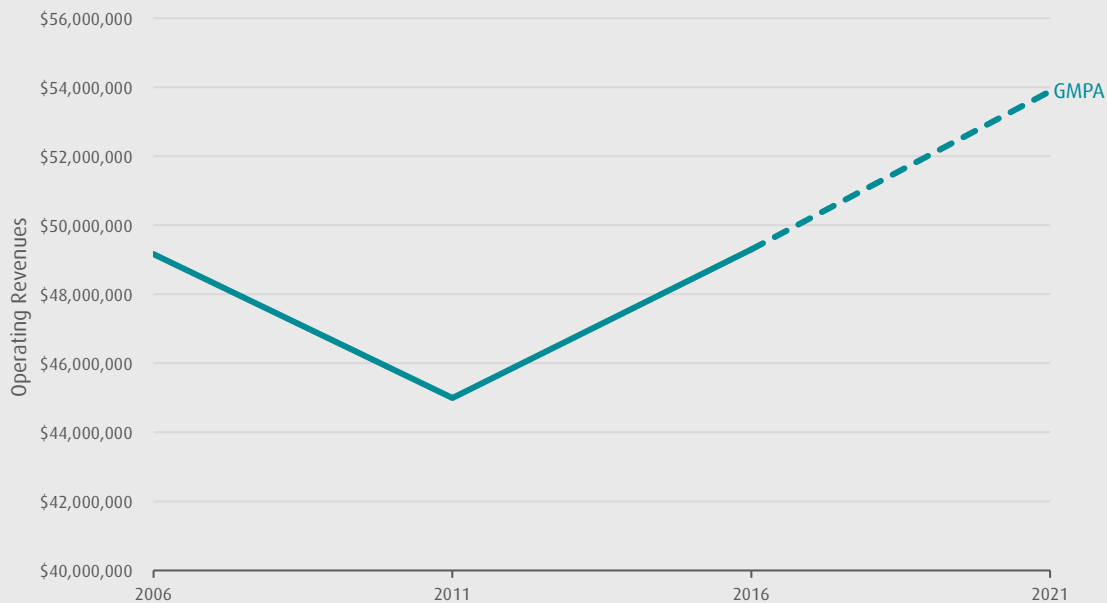
Target/Desired Trend

Increase the operating revenues.

How are we doing?

Food systems were added to the RGS in 2018. This indicator initially tracked hectares of farmland in the Growth Management Planning Area, however the 2021 census data wasn't available for our region due to poor data quality.

This new indicator from the Census of Agriculture is derived from administrative records. Caution should be used when comparing data from 2021 with prior years as operating revenues and expenses use an updated definition and different sources than previous Censuses of Agriculture.



Source: Statistics Canada, custom tabulation of Census of Agriculture 2006, 2011, 2016, 2021

6.1b Average age of farmer



What is being measured?

This indicator measures the average age of farm operators.

Why is this indicator important?

The Regional Growth Strategy aims to foster a resilient food and agricultural system. A higher average age of farmers represents a warning sign for the future of food production in the region.

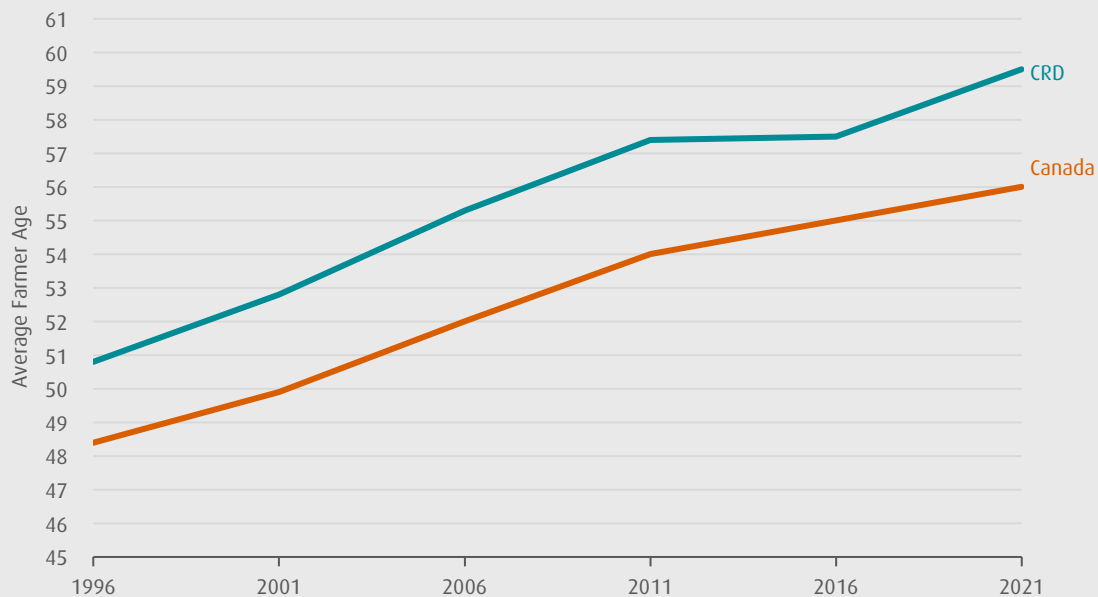
Target/Desired Trend

A lower average age of farmers is desirable.

How are we doing?

Progress toward this target remains static.

The average age of farmers in the region remains higher than the Canadian average.



Source: Statistics Canada, Census of Agriculture 1996, 2001, 2006, 2011, 2016, 2021

7.1a Community greenhouse gas (GHG) emissions



What is being measured?

Community greenhouse gas (GHG) emissions.

This GHG inventory represents the best available information. Following the GPC BASIC + protocol, the scope of emissions includes: stationary energy (e.g., buildings, construction, energy industry), transportation, waste, industrial process and product use, agriculture, forestry and other land use.

Why is this indicator important?

The Regional Growth Strategy aims to significantly reduce community GHG emissions.

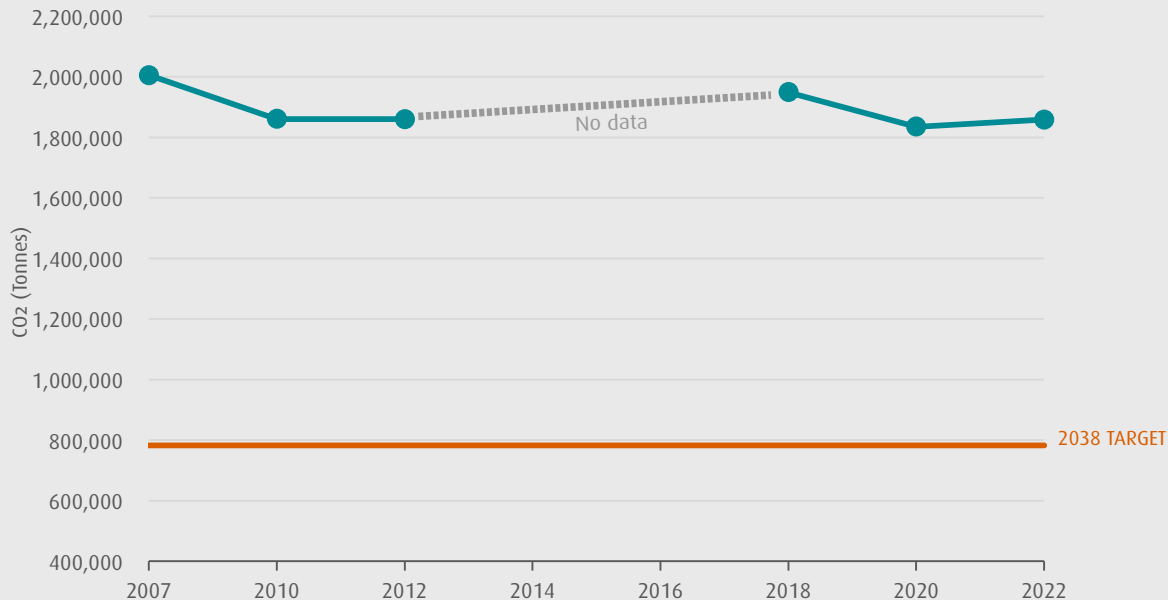
Target/Desired Trend

Decrease community GHG emissions by 33% from 2007 levels by 2020 and 61% by 2038.

How are we doing?

In 2022, the Capital Regional District's (CRD) annual GHG emissions totalled approximately 1.86 million tonnes, which represents a 7% decline from the 2007 base year GHG emissions, and a 1% increase from 2020.

Together, building and transportation-related carbon pollution continue to be the largest sources of the region's carbon pollution, (approximately 75%) in 2022. On a per capita basis there has been a decline of 25% between 2007 and 2022. This speaks to the efforts the CRD, local, provincial and federal governments have made to reduce energy consumption and GHG emissions. However, the current trend suggests that we will not meet the target by 2038 unless greater effort is made.



Source: CRD 2022 Greenhouse Gas Protocol BASIC+ Community Greenhouse Gas Emissions Inventory Report



CRD
Making a difference...together