



**REPORT TO HOSPITALS AND HOUSING COMMITTEE
MEETING OF WEDNESDAY, APRIL 1, 2026**

SUBJECT **Regional Equity Investments**

ISSUE SUMMARY

This report is in response to a Motion referred to staff reporting back to the Hospital and Housing Committee (HHC) with information on regional service investments in housing and hospital facilities.

BACKGROUND

At the December 3, 2025, HHC meeting, some Directors raised concerns regarding the level of investment in health and housing infrastructure in the Electoral Areas (EAs) compared to the level of funding provided by the EAs. The discussion highlighted that while population size and economies of scale often drive major investments toward urban centers, considerations of fairness and equity for rural areas are also important.

In response, the following motion was put on the floor:

"The Hospitals and Housing Committee recommends to the Capital Regional District, Capital Regional Hospital District, and Capital Region Housing Corporation: That the Capital Regional District, Capital Regional Hospital District, and Capital Region Housing Corporation include regional equity in considering their investment priorities with respect to housing and health facilities."

The committee further recommended to the Capital Regional District (CRD) Board:

"That the (above) motion with notice be referred to staff for an information report on regional investments and that the report be returned in Q1 2026 to the Hospital and Housing Committee."

This recommendation was endorsed by the CRD Board at its December 10, 2025 meeting and referred to staff.

Subsequent discussions clarified that the staff information report will provide a summary of investments in housing and health facilities over the past 10 to 15 years and will also include an overview of grant funding and related benefits received by electoral areas. This report is intended to provide historical financial information to inform the Committee and Board's consideration in applying a regional equity lens when considering health and housing investment priorities.

This report provides tax requisition, grant and investment information over a 15-year period for Non-Application-Based Grants, Regional Housing investments and Capital Regional Hospital District (CRHD) investments.

Appendix A outlines the total amount of EA tax requisition contribution towards the CRD Land Banking and Housing Service and CRHD broken down by EA.

Regional housing investments are facilitated through the Capital Region Housing Corporation (CRHC) and two supporting services under the CRD (Land Banking and Housing Service and Regional Housing Trust Fund Service).

The CRHC is the largest non-profit housing operator on southern Vancouver Island operating 53 buildings in 8 municipalities. As a wholly owned subsidiary of the CRD, the CRHC has delivered 989 new affordable rental homes since 2010. The CRHC operates in eight municipalities with capital investments primarily funded through awarded grants and mortgage debt, which is serviced by tenant rents and operating subsidies received from BC Housing.

Housing investments under the Land Banking and Housing Service have been made through the Regional Housing First Program (RHFP), a partnership with the Government of Canada and the Province of British Columbia through BC Housing. The program has supported several projects undertaken by various non-profit societies, including those delivered through the CRHC. The Land Banking and Housing Service, established in 2010, is a regional service and is primarily funded through requisition and external grants.

The Regional Housing Trust Fund Service (RHTF) is a more narrowly focused granting service. The RHTF was established in 2005 as a subregional service and is funded through requisition.

Appendix B highlights regional housing projects over the last 15 years.

The CRHD capital plan is derived from healthcare priorities established by Island Health, with the CRHD typically contributing 30% of funding for major projects and 40% for minor capital and equipment. It outlines the CRHD's ongoing commitments and anticipated new expenditures, impacting future CRHD requisitions and property tax adjustments. To prepare for annual updates to the capital plan, the CRHD staff monitor ongoing capital contributions and collaborate with Island Health on new projects, adjusting the previous year's plan based on emerging patient-focused priorities. The major capital spending for EAs in the last 15 years is summarized in Appendix C.

Non-application-based grants are direct awards to the CRD. The amount is determined by the grantor, typically using a formula based on a local government metric such as population. These non-application-based grant awards are not allocated to specific CRD services and/or projects at the time of the award. To administer non-application-based grants, internal assessments and prioritization of initiatives through planning are required to allocate funds within various parameters. In 2024, the Board adopted the guiding principles that the distribution of non-application-based grants be in alignment with the grantor's funding formulae and program requirements. The distribution of notable non-application-based grants in the last 15 years is summarized in Appendix D.

IMPLICATIONS

Financial Implications

Regional Housing Investments

From 2010 to 2025, a total of \$352 million was invested in regional housing capital projects. The

investments are a combination of CRD, CRHC, BC Housing and Federal grant funding. Providing a detailed breakdown of funding sources and the proportion attributable to each contributor would require significant additional staff analysis.

Of the total investment, \$5.29 million (1.5%) was directed towards supporting EA housing projects within Salt Spring Island and the Southern Gulf Islands. No capital investment was recorded for the Juan de Fuca EA during this period.

Between 2010 and 2025, the CRD Land Banking and Housing Service (1.310) requisition totaled \$17.99 million, with EAs contributing \$1.34 million, or 7.5% of the total.

Capital Regional Hospital District Investments

Capital grants issued from the CRHD to Island Health from 2010 to 2025 totaled \$299.32 million. Of this total, \$6.02 million (2.0%) was spent within the EAs, primarily for the Lady Minto Hospital on Salt Spring Island and the Galiano Health Care Centre. Between 2010 and 2025, the total CRHD requisition was \$450.30 million. During this period, the EAs contributed \$34.15 million in requisitions, representing 7.6% of the total regional contribution. Appendix C summarizes the spending per year, and what has been identified for EA facilities.

Distribution of Non-Application-Based Grants

Non-Application-Based grants provided are not tied to a specific project, and the amount of the grant awarded is often on a per capita basis through the funding formula decided by the grantor. The recipients of such grants are responsible for allocating the funds to eligible projects at their discretion. The CRD has received several notable non-application-based grants where the Board determined the final allocation as outlined below.

Community Works Fund (2014 to 2024 and 2024 to 2034): Under two 10-year agreements, funding was awarded primarily based on the CRD's unincorporated areas' population with a small base level funding. In both agreements, the Board resolved to allocate 100% of the funding, totaling approximately \$1.23 million to \$1.37 million annually, exclusively to EA projects.

COVID Safe Restart Funds (2020 and 2021): Under two disbursements, totaling nearly \$2 million, funding was directly awarded to the CRD on two different per capita rates for regional and unincorporated populations. The Board resolved to mirror the grantor's formula and allocate \$500,000 to EA services.

Growing Community Fund (2023): Funding was directly awarded to the CRD on two different per capita rates for regional and unincorporated populations and a funding amount based on growth for the unincorporated population only. The Board allocated \$5.43 million of the Growing Communities Fund to EA projects, representing 47% of the total grant, which exceeded the 32% share suggested by the grantor's population-based formula.

Appendix D is the financial summary detailing funds received, the funding formulae by the grantor and the CRD's distribution method for each grant.

Regional Population Estimates

A summary of the estimated population for the CRD by municipality and EA is included in Appendix E.

As of July 2025, the total regional population is estimated at 495,051. EAs represent 25,003 residents, or 5.1% of the total population. While EAs represent 5.1% of the population and contribute about 7.5% of regional requisitions, they received 2.0% of hospital capital spending and 1.5% of housing capital investment

CONCLUSION

The historical review of regional service investments from 2010 to 2025 highlights a distinction between grant allocations and major capital spending. EAs have been the primary beneficiaries of non-application-based grants, often receiving 100% of available funds or shares exceeding population-based formulas. However, capital investments for hospital and housing facilities are concentrated in municipal centers where the concentration of population is higher.

RECOMMENDATION

There are no recommendations. This report is for information only.

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Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

- Appendix A: Tax Requisition for CRD Land Banking & Housing and CRHD 2010-2025
- Appendix B: Summary of Capital Investment for Regional Housing Reporting Period: 2010-2025
- Appendix C: Summary of CRHD Capital Spending Electoral Areas (EA), 2010-2025
- Appendix D: Non-Application-Based Grant Allocation Summary
- Appendix E: Demographics - Population Estimates, July 1, 2025 Capital Region

Tax Requisition for CRD Land Banking & Housing and CRHD 2010-2025

1.310 Land Banking&Housing (CRD)		Electoral Areas Contribution			CRHD		Electoral Areas Contribution		
Year	Total Requisition	JDF	SSI	SIG	Year	Total Requisition	JDF	SSI	SIG
2010	213,276	3,830	8,311	6,740	2010	26,844,040	482,110	1,046,044	848,302
2011	215,410	3,674	7,787	6,613	2011	27,184,340	463,668	982,681	834,554
2012	215,660	3,699	7,565	6,415	2012	27,728,030	475,610	972,703	824,803
2013	216,140	3,534	7,426	6,149	2013	28,283,930	462,401	971,753	804,616
2014	218,920	3,532	7,382	5,901	2014	28,847,120	465,377	972,670	777,635
2015	1,223,290	19,974	40,914	31,965	2015	28,444,710	464,444	951,353	743,259
2016	1,164,560	19,127	37,747	29,410	2016	28,744,710	472,110	931,697	725,933
2017	1,143,840	17,881	34,930	26,542	2017	29,731,244	464,772	907,922	689,902
2018	1,230,105	18,886	37,131	27,377	2018	30,373,661	466,332	916,834	676,003
2019	1,442,335	22,587	43,578	32,661	2019	30,749,979	481,536	929,064	696,321
2020	1,282,465	20,897	39,999	29,354	2020	29,383,047	478,790	916,428	672,541
2021	1,337,562	22,221	42,793	31,400	2021	28,138,508	467,460	900,244	660,575
2022	1,444,461	25,485	49,710	37,651	2022	26,460,836	466,847	910,629	689,722
2023	1,503,088	26,251	51,613	39,293	2023	26,462,552	462,163	908,670	691,763
2024	1,861,398	32,447	60,998	48,348	2024	26,462,903	461,292	867,193	687,341
2025	3,279,542	58,485	106,778	83,661	2025	26,463,302	471,930	861,617	675,077
17,992,052		302,510	584,662	449,480	450,302,912		7,506,842	14,947,502	11,698,347

**Summary of Capital Investment for Regional Housing
Reporting Period: 2010-2025**

Completed Projects ONLY: 2010 to 2025

Municipality (completed projects)	241,135,537
EA (completed projects)	4,018,768
Completed Projects - Capital Invested	245,154,306

All projects including on-going: 2010 - 2025

98%	346,706,352	Municipality (all)
2%	5,299,441	EA (all)
	352,005,792	Total Capital Investment

Detail Listing

Building	Year	Project Cost	No. of Units	Location (Municipality/EA)	Notes
Vergo	2012	4,226,788	18	Saanich	
212 Fulford Ganges	2012	165,000		SSI	
Millstream	2018	42,250,000	132	Langford	
Spencer Close	2020	36,425,014	130	Langford	
Westview	2020	14,937,177	73	Saanich	
West Park	2020	39,809,356	152	View Royal	
Hockley House	2021	31,268,068	120	Langford	
2782 Spencer	2022	19,818,317	58	Langford	
Crofton Brooke	2022	3,708,000	56	SSI	
Prosser	2023	17,804,396	51	Central Saanich	
Drake Road	2023	145,768		SSI	
Michigan A (Re-development)	2024	19,166,538	53	Victoria	
Michigan B (Re-development)	2024	15,429,884	44	Victoria	
Sub-Total - Completed projects		245,154,306			
Galiano Green purchase	On-going	1,205,673	20	SGI	Started in 2023, land purchase in 2024
Rural Housing Program Pilot	On-going	74,999		SSI & SGI	Initiated in 2025, ends in 2027 (\$1M)
Carey Lane (BER)	On-going	9,310,639	22	Saanich	Reopening 2026
Caledonia (Re-development)	On-going	73,498,571	158	Victoria	Opening Q1 2026
Campus View (Re-development)	On-going	4,027,471	119	Saanich	Under construction; opening 2027
Pandora	On-going	239,730	158	Victoria	Under construction; opening 2028
Verdier	On-going	7,722,259	110	Central Saanich	Under construction; opening 2028
Village on the Green (Re-development)	On-going	6,393,437	140	Victoria	Under construction; opening 2028
Swanlea (Re-development)	On-going	702,621	134	Victoria	Under construction; opening 2029
Cedar Hill Library (Re-development)	On-going	2,789,380	200	Saanich	Under construction; opening 2030
1800 McKenzie (Re-development)	On-going	886,707	186	Victoria	Under construction; opening 2030
Sub-Total - On-going projects spend as at Dec. 31, 2025		106,851,487			
Total - All projects		352,005,792			

Notes:

1. Rapid Housing Initiative (RHI) 2022 to 2023
Federal grant funds of \$34M used to support 202 homes in four projects in Central Saanich, Saanich, Victoria, and the Songhees First Nation.
2. Regional Housing Trust Fund (RHTF) 2005 to 2026:
CMHC, BC Housing and CRD committed equal portions to this fund for a total of \$120M

Summary of CRHD Capital Spending in Electoral Areas (EA), 2010-2025

Fiscal year	Total CRHD Capital spending per year	Facility	EA	EA Spending	% of total CRHD Capital spending
2017	21,410,153.30	Galiano Health Care Centre	Southern Gulf Islands	\$ 47,609.42	0.22%
2018	33,974,729.40	Galiano Health Care Centre	Southern Gulf Islands	\$ 150,000.00	0.44%
2010	29,430,182.61	Lady Minto	Salt Spring Island	\$ 88,428.66	0.30%
2011	9,676,954.41	Lady Minto	Salt Spring Island	\$ 244,065.45	2.52%
2012	11,680,454.97	Lady Minto	Salt Spring Island	\$ 5,044.98	0.04%
2013	19,324,923.25	Lady Minto	Salt Spring Island	\$ 164,389.93	0.85%
2014	17,601,305.69	Lady Minto	Salt Spring Island	\$ 509,460.07	2.89%
2015	9,250,804.40	Lady Minto	Salt Spring Island	\$ 236,625.84	2.56%
2016	19,794,085.63	Lady Minto	Salt Spring Island	\$ 53,456.08	0.27%
2017	21,410,153.30	Lady Minto	Salt Spring Island	\$ 530,087.53	2.48%
2018	33,974,729.40	Lady Minto	Salt Spring Island	\$ 297,417.22	0.88%
2019	36,874,279.99	Lady Minto	Salt Spring Island	\$ 59,432.34	0.16%
2020	22,860,064.46	Lady Minto	Salt Spring Island	\$ 14,634.22	0.06%
2021	18,393,500.25	Lady Minto	Salt Spring Island	\$ 99,314.79	0.54%
2022	9,756,428.13	Lady Minto	Salt Spring Island	\$ 926,580.48	9.50%
2023	9,082,605.86	Lady Minto	Salt Spring Island	\$ 1,973,364.20	21.73%
2024	19,898,972.79	Lady Minto	Salt Spring Island	\$ 739,945.48	3.72%
2025	10,315,579.39	Lady Minto	Salt Spring Island	\$ 80,000.00	0.78%
	<u>299,325,024.53</u>			<u>6,022,247.27</u>	2.01%

Non-Application-Based Grant Allocation Summary

Non-Application Based Grant Programs	Per Capita Based Funding Formulae from Funder							CRD Board Allocation			
	Base Funding		Regional Pop. Funding ¹		Unincorporated Pop. Funding ²		Total Funding Received	Regional Allocation		EA Allocation	
	%	\$	%	\$	%	\$	\$	%	\$	%	\$
2014-24 Community Works Fund (Annual for 10Y)	4%	55,000	0%	-	96%	1,171,369	1,226,369	0%	-	100%	1,226,369
2024-34 Community Works Fund (Annual for 10Y)	5%	65,950	0%	-	95%	1,301,234	1,367,184	0%	-	100%	1,367,184
2020 COVID Safe Restart (One-time)	21%	300,000	63%	900,000	16%	221,000	1,421,000	88%	1,246,000	12%	175,000
2021 COVID Safe Restart (One-time)	0%	-	29%	165,000	71%	410,000	575,000	43%	250,000	57%	325,000
2023 Growing Communities Fund (One-time)	4%	500,000	64%	7,345,270	32%	3,713,730	11,559,000	53%	6,132,485	47%	5,426,515

1. Regional population includes municipalities and unincorporated areas within CRD

2. Unincorporated population includes electoral areas (JdF, SSI, SGI) and First Nation Reserves

Demographics

Population Estimates, July 1, 2025 Capital Region



	2020 Pop'n Estimate	2021 Pop'n Estimate	2022 Pop'n Estimate	2023 Pop'n Estimate	2024 Pop'n Estimate	2025 Pop'n Estimate	2025 Pop'n %
Central Saanich	18,014	17,989	18,149	18,139	18,150	18,184	3.7%
Colwood	19,330	19,798	20,896	21,572	22,151	22,794	4.6%
Esquimalt	18,515	18,298	18,777	19,125	19,302	19,512	3.9%
Highlands	2,527	2,581	2,600	2,628	2,618	2,753	0.6%
Langford	46,333	49,199	53,120	55,525	58,320	59,664	12.1%
Metchosin	5,203	5,252	5,298	5,291	5,331	5,207	1.1%
North Saanich	12,248	12,623	13,158	13,350	13,340	12,986	2.6%
Oak Bay	18,465	18,533	18,864	18,828	18,813	18,626	3.8%
Saanich	122,584	122,889	123,979	124,667	125,436	126,011	25.5%
Sidney	12,531	12,614	13,049	13,219	13,288	13,445	2.7%
Sooke	15,236	15,712	16,475	16,897	17,128	17,248	3.5%
Victoria	96,399	96,277	98,315	100,539	102,856	103,888	21.0%
View Royal	11,885	12,062	12,458	12,516	12,619	12,795	2.6%
Unincorporated Areas	28,828	29,502	30,247	30,739	30,965	30,969	6.3%
Juan De Fuca E.A.	5,626	5,716	5,883	5,987	5,930	5,883	1.2%
Salt Spring Is. E.A.	11,764	11,974	12,215	12,398	12,448	12,429	2.5%
Southern Gulf Is. E.A.	5,892	6,246	6,424	6,532	6,645	6,691	1.4%
First Nation Reserves	5,546	5,566	5,725	5,822	5,942	5,966	1.2%
CAPITAL REGION	428,098	433,329	445,385	453,035	460,317	495,051	100.0%

Source: Statistics Canada, Table 17-10-0142-01 and 17-10-0139-01

Note: Population estimates are as of July 1st. All estimates based on the 2021 Census adjusted for net undercoverage. Since all components of population change aren't available when the estimates are produced, 2024 estimates are preliminary, 2023/22 are updated and 2020/21 are final estimates. This release cycle balances the need for timeliness and accuracy of the estimates.

Factsheet Updated: January 2025



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