



Report to: Members of Council
From: Laura Beckett
Date: December 8, 2004
Subject: Bear Mountain Proposal – Social Report
File: RZ-01-04

BACKGROUND

To inform Council on the potential demographic effects from the Bear Mountain proposal, staff was asked to provide a social report based on the proposed rezoning, which includes 150 residential units and 250 tourist accommodation units. The estimates in this report are based on figures from the CRD's Demographic Atlas, 2004. Estimated totals may not add up perfectly due to rounding (marked with *). Not all calculations have been shown.

Knowing an estimation of the demographic effects will give some idea about the impact on infrastructure and services. Responses from the 26 referrals are the most direct source to determine impacts. Where appropriate, referral responses will be given in brief. All referral responses will be presented in another report.

CURRENT HIGHLANDS DEMOGRAPHICS

To estimate a 2004 population from the 2001 census information, staff added the number of single family dwelling (SFD) building permits issued from 2002 until now, multiplied that by the average household size, and added this figure to the 2001 census population:

2002 SFD Building Permits	10
2003 SFD Building Permits	27
2004 SFD Building Permits (to date)	27
	= 64 additional SFD since 2001

605 = Highlands 2001 census private households
1,674 = Highlands 2001 census population
2.8 = Highlands 2001 census average household size

$64 \times 2.8 = 179$ additional population since 2001
 $605 + 64 = \mathbf{669}$ estimated 2004 Highlands households

1,674 + 179 = **1,853 estimated 2004 Highlands population.**

Staff estimates the 2004 Highlands population to be 1,853, and the 2004 number of households to be 669. From these figures, staff estimates that the population in Highlands increased by 10.7% from 2001 to now.

Selected Statistics

Applying the estimated 2004 Highlands population (1,853) and the estimated 2004 households (669) to selected 2001 percentage statistics from the CRD Demographic Atlas, we can see a picture of who lives in the Highlands. Please see Appendix 1 for charts of all tables.

TABLE 1

Population by Age, in Years	Estimated Number in 2004	Percent
0-4	95	5.1%
5-9	145	7.8%
10-14	133	7.2%
15-19	128	6.9%
20-24	78	4.2%
25-34	178	9.6%
35-44	460	24.8%
45-54	376	20.3%
55-64	156	8.4%
65-74	72	3.9%
75+	28	1.5%
Totals*	1849	99.7%

Table 1 shows the estimated number of people in age groups in 2004. In 2001, the average age of Highlanders was 35 and a half, while the median age was 39 and a half. Projecting the 2001 percentages to the estimated 2004 population, 45% of the population is estimated to be between the ages of 35 and 54. Staff estimates that school aged people, ages 5 to 19, account for almost 22% of the population, while seniors, ages 65 and over, account for 5.4%. While not shown in these numbers, the male female split is estimated at 50%.

TABLE 2

Family Structure	Estimated Census Families in 2004	Percent of Census Families
Married Couples without Children	211	37%
Common-law without children	34	6%
Married couples with children	245	43%
Common-law with children	40	7%
Lone parent families	40	7% (4% male, 3% female)
Totals*	570	100%

It is estimated that there is an almost even balance between families with or without children. Projecting the 2001 percentages to the estimated 2004 population, 43% of couples in the Highlands do not have children, while 50% of couples do have children. There are very few lone parent families, with a slightly higher number having the father

as the lone parent. The average number of children at home in the Highlands is 1.0. (For calculation purposes, in 2001, there were 515 census families. Staff estimates 570 census families in 2004.)

TABLE 3

Marital Status	Estimated Number in 2004	Percent
Single (never married)	369	25%
Legally married	886	60%
Separated	44	3%
Divorced	133	9%
Widowed	30	2%
Totals*	1462	99%

Marital status is calculated using the population aged 15 and over. The majority of Highlanders are legally married, while almost a quarter of Highlanders are single.

TABLE 4

Seniors' Living Arrangements		Percent
Family Persons	For these statistical purposes, seniors are those people aged 65 and over.	_____
Non-Family Persons	The first two categories, Family Persons and Non-Family Persons, total 100%.	_____
Living with Relatives	The remaining 3 categories further breakdown how a Non-Family Person might be living.	_____
Living with Non-relatives		_____
Living Alone		_____

The majority of seniors live with their families (spouse and/or children). This is the highest in the CRD. From these statistics, it appears that those seniors not living with their families are living alone, as opposed to other relatives or non-relatives, which is the case in some other municipalities.

ESTIMATES FOR PROPOSED BEAR MOUNTAIN

There are two components to the proposed rezoning – residential and commercial (tourist accommodation units).

Summary

For the residential component, staff estimates that:

- Between 330 and 420 people will move into the proposed development by buildout, possibly within the next 5 to 10 years.
- Of those, approximately half will be men, and half women.
- There will be approximately 1 child per household. More specifically, staff estimates between 56 and 92 school-aged children for School District 62. The school district has indicated that they can accommodate these people.
- Half to 60% will be couples, and approximately half of the couples will have children at home.
- Between 22 and 59 people aged 65 and older will move into the proposed development. Of them, between 20 and 37 will live with either their spouses or children. Staff estimates between 2 and 19 seniors will live alone in the proposed development.
- The predominant age group will be between 35 and 54.

For the commercial component, staff estimates that:

- On an average day, between 349 and 465 tourists will occupy 166 of the 250 tourist accommodation units in the proposed development.
- Peak months will be August, July, and September, when number of tourists could peak at 613 people. Low months will be January, December, and November, when tourist numbers could be as low as 204 people.

Details

Residential Component To estimate the demographic changes, staff used the same selected statistics as above, applying the 2001 census percentages from the CRD and Highlands populations. This gives a range of possibilities, and creates a more generalized picture of who may occupy the proposed 150 dwelling units. Please see Appendix 1 for charts of each table.

TABLE 5

Population by Age, in Years	Estimated Number	Percent	Estimated Number	Percent
	Highlands Figures		CRD Figures	
0-4	21	5.1%	15	4.4%
5-9	33	7.8%	17	5.2%
10-14	30	7.2%	19	5.7%
15-19	29	6.9%	20	6.2%
20-24	18	4.2%	22	6.6%
25-34	40	9.6%	41	12.3%
35-44	104	24.8%	51	15.5%
45-54	85	20.3%	53	16.0%
55-64	35	8.4%	34	10.2%
65-74	16	3.9%	27	8.2%
75+	6	1.5%	32	9.8%
Totals*	417	99.7%	331	100.1%

The average household size in the CRD at the time of the 2001 census was 2.2, while that for the Highlands was 2.8. This means that the Bear Mountain proposal could result in between 330 and 420 more people in the Highlands by buildout, which could be over the next 5 to 10 years.

While not shown in these numbers, the male female split in the CRD is 48% and 52% (2001 census). The average age in the CRD was 41, and the median age was 41. The average number of children at home in the CRD was 0.9.

The Highlands figures show that potentially the most significant age groups in the proposed development would be those aged 35 to 54, accounting for 45.1% of the estimated population. The CRD figures do not show as pronounced a grouping for these age groups, although they are predominant. The CRD figures suggest that an older population than what the Highlands figures suggest would occupy the homes of the proposed development.

Schools The number of school-aged children who could move into the Highlands is estimated between 56 and 92. This would be over the course of buildout, which is estimated at between 5 and 10 years. All these children would attend School District 62 schools, which include Lakewood and Millstream Elementary Schools, Spencer Middle School, and Belmont Secondary School. The school district advises staff that they can accommodate these children.

TABLE 6

Family Structure	Estimated Census Families	Percent of Census Families	Estimated Census Families	Percent of Census Families
	Highlands Figures		CRD Figures	
Married Couples without Children	53	37%	35	38%
Common-law without children	9	6%	8	9%
Married couples with children	61	43%	31	34%
Common-law with children	10	7%	4	4%
Lone parent families	10	7% (4% male, 3% female)	15	16% (3% male, 13% female)
Totals*	143	100	93	101%

Staff estimates the number of possible census families for the Highlands figures to be 143. Using CRD figures, staff estimates 92 census families. This means that between 92 and 143 families as described in Table 6 are estimated to move into the proposed development of 150 homes. The balance of homes, between 7 and 58, are estimated to be occupied by single people without children. One of the possible reasons for this large range is that there is a higher percentage of seniors in the CRD living on their own (33%) than in the Highlands (11%). As well, the Highlands is statistically a community with a higher percentage of families as defined by census standards than the CRD as a whole.

Staff estimates between 43 and 62 couples without children will occupy the proposed development, and between 35 and 71 couples with children will occupy the proposed development. Estimates for lone parent families are between 10 and 15 families.

TABLE 7

Marital Status	Estimated Number	Percent	Estimated Number	Percent
	Highlands Figures		CRD Figures	
Single (never married)	84	25%	87	31%
Legally married	202	60%	134	48%
Separated	10	3%	8	3%
Divorced	30	9%	28	10%
Widowed	7	2%	20	7%
Totals*	333	99%	277	99%

The majority of people estimated to move into the proposed development would be legally married, while almost a third would be single. The balance, equal to or less than a fifth, would be separated, divorced or widowed.

TABLE 8

Seniors' Living Arrangements	Estimated Number in 2004		Percent	
	Highlands Figures		CRD Figures	
Family Persons	20	89%	37	62%
Non-Family Persons	2	11%	22	38%
Living with Relatives	0	0	2	3%
Living with Non-relatives	0	0	1	2%
Living Alone	2	11%	19	33%

The CRD Demographic Atlas defined seniors as those people aged 65 and older. The first two categories, Family Persons and Non-Family Persons, total 100%. The remaining 3 categories further breakdown how a Non-Family Person might be living.

Staff estimates that between 22 and 59 people aged 65 and older could move into the proposed development. Of them, between 20 and 37 will live with either their spouses or children. Staff estimates between 2 and 19 seniors will live alone.

Commercial Component Up to 250 tourist accommodation units are proposed. To determine how many extra people this could mean on an average day, staff used the Greater Victoria hotel occupancy rate for 2002 and 2003, and calculated an average as shown in Table 9. The 2004 year-to-date (YTD) hotel occupancy rate was not included in the calculations and is shown for interest only.

TABLE 9

Area	Hotel Occupancy Rate			
	2002	2003	Average	2004 YTD
Greater Victoria	66.7%	65.9%	66.3%	71.7

On an average day, staff estimates that 66.3% of the 250 units will be occupied, or almost 166 units. According to the *1998 British Columbia Visitor Study*, the average travel party size was 2.1 for non-residents of British Columbia, and 2.8 for residents of British Columbia. This translates to between 349 and 465 tourists using the tourist accommodation units of the proposal on an average day. 11% of non-BC residents traveled with kids, while up to 22% of Vancouver Island residents traveled with kids.

TABLE 10

Month, 2003	Hotel Occupancy Rate	Number of Units	Estimated People for Proposed 250 Tourist Accommodation Units	
			If Non BC Resident	If BC Resident
January	38.9%	97	204	272
February	61.8%	155	325	434
March	69.1%	173	363	484
April	71.9%	180	378	504
May	72.0%	180	378	504
June	74.3%	186	391	521
July	79.9%	200	420	560
August	87.8%	219	460	613
September	74.8%	187	393	524
October	67.4%	169	355	473
November	50.4%	126	265	353
December	40.6%	101	212	283

Table 10 looks at Greater Victoria hotel occupancy rates for each month in 2003. It also estimates the number of units that translates to, and the number of daily tourists for each month that could occupy the proposed tourist accommodation units. Highest occupancy occurs during August, followed by July and September. During August, staff estimates between 460 and 613 tourists daily. Lowest occupancy occurs during January, followed by December and November. During January, staff estimates between 204 and 272 tourists daily. Please see Appendix 1 for a graph of 2003 Greater Victoria hotel occupancy rates.

CONCLUSIONS

Taking into consideration both components of the proposal, there could be as few as 534 or as many as 1,033 people to account for in the proposed development. Impacts from this many people, especially in the Highlands, are numerous. This is not to say that the development should or not should proceed, but rather that appropriate care needs to be taken throughout the process.

Consultant reports and information received from outside and inside agency referrals are the best sources of what level of care needs to be taken with respect to this or any proposal. Looking strictly at the estimated number of people that could result from the proposed development, staff offers the following:

- One of the biggest concerns is water usage, which is best dealt with by having the proposed development hooked up to a piped water source. The proponent recognizes this. Staff feels that this aspect of the development makes sense due to its proximity to existing piped water, and the economic benefits that could accrue to the District. Staff recognizes that piped water usage requires major revisions to the Official Community Plan and the Regional Growth Strategy.

- Another equally large concern is vehicular traffic. This concern is heightened with respect to the commercial component, because staff feels that the majority of travelers will arrive by car. There may be opportunities to reduce the number of car trips by using a shuttle bus from selected locations, such as the airport, ferry terminal, or downtown Victoria. This may or may not be financially practicable.
- While they have no direct jurisdiction over the proposal, Ministry of Highways has advised that they do not recommend approval of the proposal due to the project's overall traffic generation. A Ministry official advised staff that this recommendation would change should the planned second access to the Trans Canada Highway be constructed prior to significant construction on the proposal.
- It is not feasible to use in-ground septic fields. The proponent proposes to collect all liquid waste from the development, as well as the existing Langford Bear Mountain development, and treat it on-site for reuse as golf course irrigation water. This aspect of the development is exciting on many levels, but requires much study and investigation from all levels of government and experts from the private sector.

Submitted by Laura Beckett

Reviewed by Scott Coulson