

TO: CHAIR AND MEMBERS ENVIRONMENT COMMITTEE **DATE:** 2021 May 10

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 41500 20

SUBJECT: BUILDING BENCHMARK BC PILOT PROGRAM UPDATE

PURPOSE: To update Council on the Building Benchmark BC pilot program.

RECOMMENDATION:

1. **THAT** Council receive this report for information.

REPORT

1.0 INTRODUCTION

Council endorsed the City of Burnaby's participation in an energy benchmarking and disclosure pilot program on 2019 December 16. The project was renamed 'Building Benchmark BC' (<https://buildingbenchmarkbc.ca/>) after the first Council report. On 2021 February 8 Council endorsed the public disclosure of energy use and emissions data for the portfolio of thirty (30) civic buildings included in the program and participation in a potential additional phase of the program if external funding were received by the project convener, Open Green Building Society.

This report provides to Council a copy of 'Building Benchmark BC Annual Report 2021' (see *Appendix A* attached), released since the last report to Council and provides an update to Council on the timing of the since confirmed additional phase, the inclusion of additional civic buildings in the program and further City promotion of Building Benchmark BC to encourage community participation, for information.

2.0 POLICY SECTION

Benchmarking civic buildings as part of Building Benchmark BC and encouraging community participation supports Burnaby's City Energy Strategy (2020 July 6) and Climate Action Framework (2020 July 6), demonstrating leadership on the challenging Big Move to retrofit existing buildings. Specifically, the benchmarking project meets one of the City Energy Strategy's Quick Start commitments under Zero Emissions Buildings, Existing Facilities, demonstrating best practice in building energy management:

QUICK START: "Benchmark key civic buildings, through the Building Benchmark BC program. In addition to tracking building energy use, benchmarking allows for comparison across similar buildings, improved energy management and consideration of potential GHG reductions. By participating in voluntary benchmarking and disclosure, the City is demonstrating best practice in

building energy management.” (City Energy Strategy, Report to Environment Committee, 2020 June 24, p. 16.)

Promoting energy benchmarking also supports strategies and actions in the Environmental Sustainability Strategy (2016) and the Community Energy and Emissions Plan (2016).

Burnaby’s participation in Building Benchmark BC pilot program aligns with the City of Burnaby’s *Corporate Strategic Plan* by supporting the following goals and sub-goals of the Plan:

- ***A Connected Community***
 - Partnership – Work collaboratively with businesses, educational institutions, associations, other communities and governments
- ***A Healthy Community***
 - Healthy environment – Enhance our environmental health, resilience and sustainability
- ***A Dynamic Community***
 - Economic opportunity – Foster an environment that attracts new and
 - Community development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging
 - City facilities and infrastructure – Build and maintain infrastructure that meets the needs of our growing community
- ***A Thriving Organization***
 - Financial viability – Maintain a financially sustainable City for the provision, renewal and enhancement of City services, facilities and assets

3.0 BACKGROUND

3.1 Building Benchmark BC Annual Report 2021

The enclosed report is for the first cycle of the Building Benchmark BC (BBBC) pilot program that collected building energy use and emissions data for the year 2019. This a public report released in March 2021. The report introduces the BBBC pilot program, identifies the City of Burnaby and other municipal partners as participants, discusses energy benchmarking and disclosure, and presents some aggregated data highlights and findings from the first year of the program. A digital copy of the report is available at the program website: <https://buildingbenchmarkbc.ca/#results>. A digital copy of the report and a link to the public disclosure map, including the 30 Burnaby civic buildings submitted to the program, is available at: <https://buildingbenchmarkbc.ca/#results>.

3.2 Building Benchmark BC Next Phases

The project convener has received external funding to add an additional year of data collection to the BBBC program. Council previously endorsed Burnaby’s participation in this additional phase. The full program now consists of three cycles of building energy and emissions data collection:

- Cycle 1 (2019 data)
- Cycle 2 (2020 data)

To: Chair and Members Environment Committee
From: Director Planning and Building
Re: Building Benchmark BC Pilot Program Update
2021 May 10 Page 3

- Cycle 3 (2021 data)

Cycle 1 is complete, culminating with the release of the *attached* report and the public disclosure site. Recruitment for community participation in Cycle 2 has been underway since mid-March, 2021 and will finish at the end of May 2021. A public recognition event is tentatively planned for the fall of 2021. Recruitment for community participation in Cycle 3 will begin in the fall of 2021 with data collection and final reporting for the pilot program scheduled for the first quarter of 2022.

As part of the City of Burnaby's ongoing participation in the program, staff will provide the 2020 building energy and emissions data required for Cycle 2 and the 2021 data required for Cycle 3. Staff also plan to add the following buildings to the program for Cycle 2: Burnaby Lake Arena and C.G. Brown Memorial Pool, Eileen Dailly Leisure Pool & Fitness Centre and Bonsor Recreation Complex pool. Additional buildings will be considered for Cycle 3. Growing the data set of civic buildings is of value to existing municipal partners and helps BBBC recruit new municipal members. To encourage greater voluntary community participation staff will continue strategic communications with existing contacts and networks and will use City communication channels from time to time during the two remaining recruitment phases of the BBBC pilot program. Recent examples of such communications include:

- a City of Burnaby media release regarding the BBBC first annual report and go-live date for the public disclosure site;
- staff contacting sustainability staff and building energy managers at the British Columbia Institute of Technology and Simon Fraser University to encourage institutional participation; and
- planned social media messaging about the BBBC program during Burnaby Environment Week (May 30 to June 5).

3.3 Resource Implications

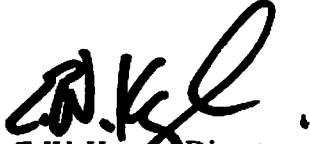
Industry stakeholders with external funding lead the BBBC pilot program. As one of the original participating municipalities, the City of Burnaby is not required to provide funding to participate in the program. Burnaby's contributions to participate in the program come in the form of in-kind staff time to compile and prepare building data, provide input to guide the program and to help recruit new buildings and encourage community participation. The necessary staff time is accommodated by resources dedicated to existing green building and climate action programs.

4.0 CONCLUSION

Burnaby's participation in the Building Benchmark BC pilot program demonstrates City leadership and accountability for climate action to help achieve our community's emission reduction targets. Disclosing and sharing energy use data for our civic buildings on the public disclosure map demonstrates climate action leadership by highlighting energy benchmarking programs as a building management best practice. Participation in the Building Benchmark BC has also provided staff with valuable experience and knowledge about energy benchmarking and disclosure in this area of climate action and with valuable information about building energy performance.

To: Chair and Members Environment Committee
From: Director Planning and Building
Re: Building Benchmark BC Pilot Program Update
2021 May 10 Page 4

This report, including the *attached* Building Benchmark BC Annual Report 2021, is provided for Council's information. Staff will provide future updates on the Building Benchmark BC pilot program, as necessary.



E. W. Kozak, Director
PLANNING AND BUILDING

MS:sa

Attachment

cc: Acting City Manager
Director Corporate Services
Director Engineering

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Building Benchmark BC Annual Report 2021

Building Benchmark BC is a local-government-led pilot project working to inform and inspire public and private sector leadership on built-environment climate change solutions. The informal assembly of communities behind the pilot aims to better understand the role of building energy benchmarking and disclosure within a larger suite of climate regulations, policies, and incentives.

We gratefully welcome the support of our partners, who contributed funding or in-kind resources to Building Benchmark BC

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SERVICES AND SOLUTIONS FOR A LIVABLE REGION

BC Hydro
Power smart

INTEGRAL

AGBS

open
Technologies

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City of
Surrey

Richmond

Township of
Langley

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North
Vancouver

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City of
Vancouver

Greenest
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a place of mind
THE UNIVERSITY OF BRITISH COLUMBIA

Produced by Glave Strategies for the OPEN Green Building Society on behalf of Building Benchmark BC.

Writing: James Glave
Photography: The Kreative (unless noted)
Design: Slow & Steady Design
Data visualization: Daniel Eden

The OPEN Green Building Society is based in Vancouver, British Columbia, on the unceded territory of the Coast Salish Peoples including the territories of the x'mədkwəyám (Musqueam), Skwxwú7mesh (Squamish), and Selilwəta7/Selilwitluth (Tsleil-Waututh) Nations.

Sharpening Focus on Building Performance

On behalf of our 12 participating jurisdictions, I'm pleased to present this summary of the first reporting cycle of Building Benchmark BC. We're delighted that participation went well beyond our expectations; the dozens of building owners and operators that have come aboard have recognized the value of measuring and disclosing the energy use and greenhouse gas emissions of their assets.

This pilot project is already offering critical insights for both companies and jurisdictions. Both parties are seeing the urban landscape in a new light, and bringing building performance into sharp focus for the first time.

These insights are especially helpful given the larger policy shifts underway. The Province of British Columbia will release a building-sector greenhouse gas target by the end of March 2021, and the province is also targeting 2024 for a retrofit building code. And federal support may soon be available: The Canada Infrastructure Bank's Growth Plan recently earmarked \$2 billion to invest in large-scale building retrofits across the country.

Building Benchmark BC participants are strategically well-positioned to respond to these developments, and make more informed investment and program decisions. And for their part, local governments are better equipped with the fine-scale market knowledge they need to ensure they target programs where they can capture the biggest return. It's a win for all involved.



Sincerely,
Donovan Woollard
Managing Director, OPEN Green Building Society

Ps We are now welcoming participants for our next reporting cycle. Join us via buildingbenchmarkbc.ca.

INTRODUCTION

About this Document

This, the 1st Annual Report of Building Benchmark BC, updates current and prospective program participants, and other stakeholders, on the pilot's progress to date. It compiles high-level energy and emissions data voluntarily shared by building owners and managers across the 11 participating jurisdictions, and offers initial analysis of the trends that have emerged to date from the first reporting period.

What is Building Energy Benchmarking?

Building energy benchmarking is the process of collecting and monitoring energy and greenhouse gas emissions data from a large number of buildings over time, allowing owners, managers, occupants, and governments to compare the performance of similar participating properties. In doing so, property owners, policy makers, incentive designers, and capital providers can funnel resources towards the best interventions, in the right buildings, to achieve the highest climate benefit.

Building Energy Benchmarking Helps:

Building owners and managers track a property's climate and energy performance from one year to the next and identify potential issues for further investigation. It also allows them to easily see how well their building is performing relative to similar properties.

Governments and utilities target energy and greenhouse gas reduction policies, programs, and regulations to areas of the building sector where they will have the most impact. It also helps them more easily and reliably analyse the impacts of these policies and programs.

Capital providers understand and address the climate implications of their lending and investment portfolios.

Though the City of Vancouver has notified industry that it will require building benchmarking in the coming years, as of this report, there are no mandatory provincial or sub-provincial building energy benchmarking programs in British Columbia. All participating building owners and managers voluntarily reported the data in this report via the Building Benchmark BC website at buildingbenchmarkbc.ca.

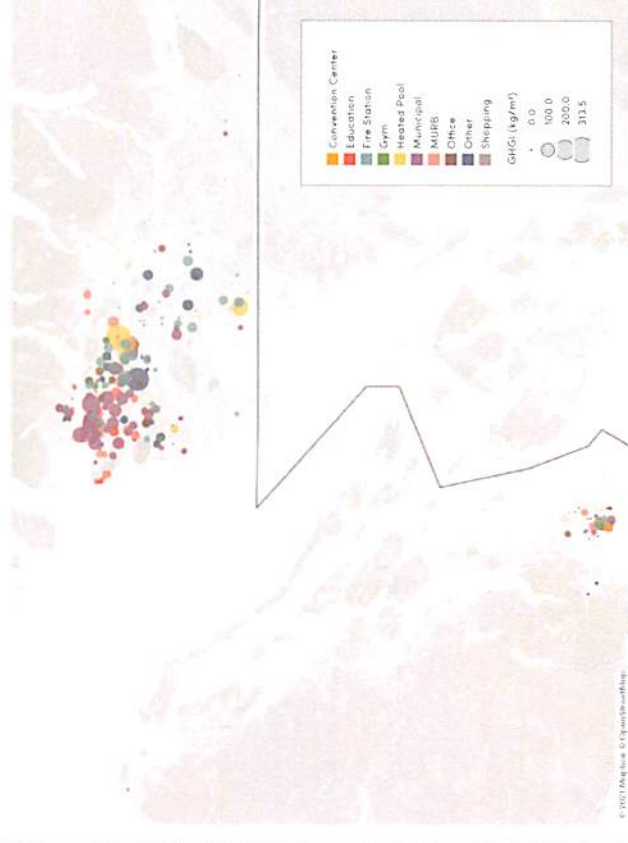
WHAT DID WE COVER?

Local governments participating in the Building Benchmark BC program are inviting property owners and managers to submit data for existing Part 3 buildings. In this, our first year, we primarily targeted:

- Private buildings larger than 50,000 square feet;
- Multi-unit residential buildings larger than 20,000 square feet; and
- Municipal buildings of any size.

But those types were, by far, not the only buildings we assessed. We tackled a diversity of building and ownership types. For this first year, we sought to demonstrate the value of interesting data insights while also laying the foundation for comprehensive data collection and insights over time.

REGISTERED BUILDINGS BY TYPE AND GREENHOUSE GAS INTENSITY



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HOW DID IT GO?

Off to a Great Start

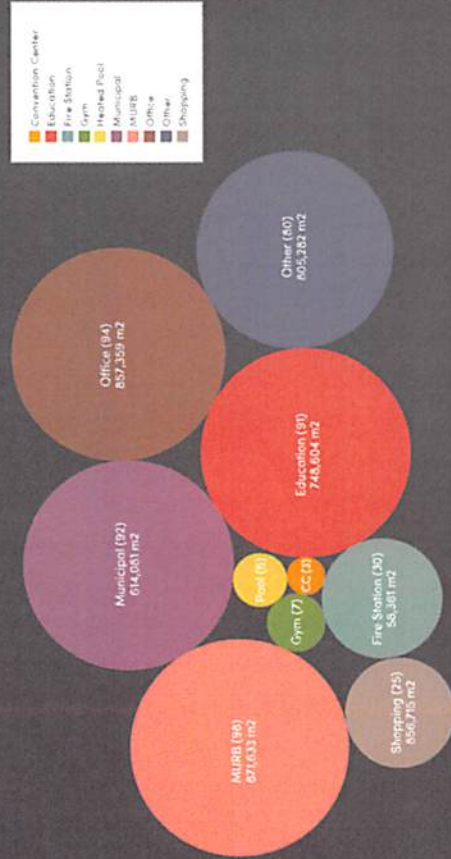
We exceeded our first-year objectives by a generous margin, as more local governments joined the program, and more property owners and managers realized the benefits of signing up, and did so.

We launched the program on January 21, 2020 with the goal of having 550 properties registered by the end of that year.

By April, we had already blown past that target and, by the end of the first year, building owners and managers had pledged to submit building performance data on 765 individual properties. As a result of delays and re-prioritization during the Novel Coronavirus pandemic, we received data for 70 per cent of those properties.

Collectively, the submitted properties to date represent 4,969,671 square metres of conditioned floor space, which is the equivalent space occupied by 928 regulation Canadian Football League fields.

TOTAL GROSS FLOOR AREA BY TYPE



WHO WAS INVOLVED?

Participating Jurisdictions

We started out with six local government partners on board (including the University of British Columbia); by the end of the year we had 12, including communities in the province's interior region, as well as on Vancouver Island.

As of the end of our first year, the following local governments were collecting building performance data via Building Benchmark BC:



Participating Property Owners

Alpine Place	City of Victoria	Metro Vancouver
BC Housing	Colliers International	Oxford Properties Group
BC Hydro	Concert Properties	Private Residences at Hotel Georgia
BC Nonprofit Housing Association	District of Saanich	QuadReal Property Group
CapJ Properties	Gateway Property Management	Shope Property Management
Circa	GNW Trust	Sunrise Co-op
City of Burnaby	Hemlock Printers	The Duke
City of New Westminster	Hollyburn Properties	The Sandpiper
City of North Vancouver	Ivanhoe Cambridge	The Versaille
City of Richmond	Landmark Caprice	Tiffany Mansion
City of Surrey	Landmark Manor	UBC MURBS
City of Vancouver	Marriott Hotels (Vancouver)	Vine Crest Manor

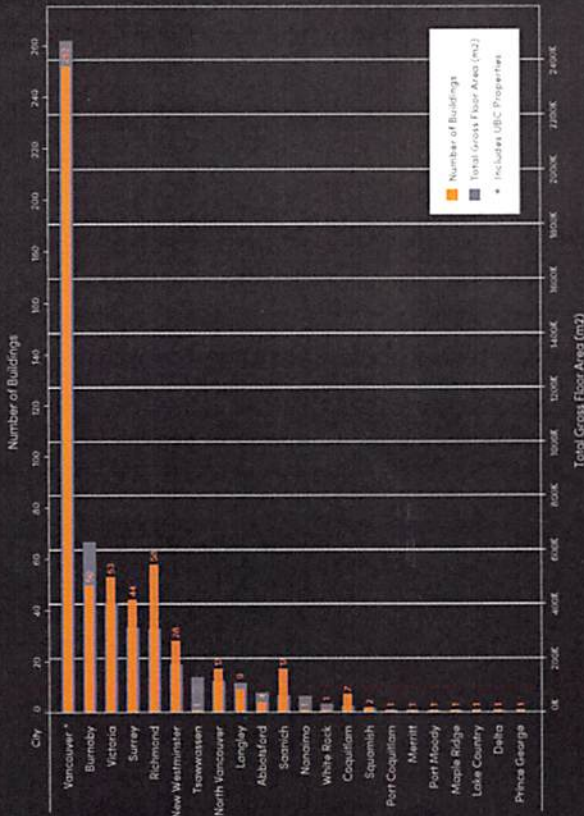
HOW DID IT GO?

Tallying the Totals by Jurisdiction

The majority of participating buildings, 250 properties, had a City of Vancouver address. Those represent over 2,400,000 square metres of conditioned floor space. This is not surprising, given that Vancouver is the most populous participating local government, with the highest density of tall buildings.

After Vancouver, participating local governments with the most registered buildings were the City of Richmond (58), City of Burnaby (50), the City of Victoria (44), and the City of Surrey (43).

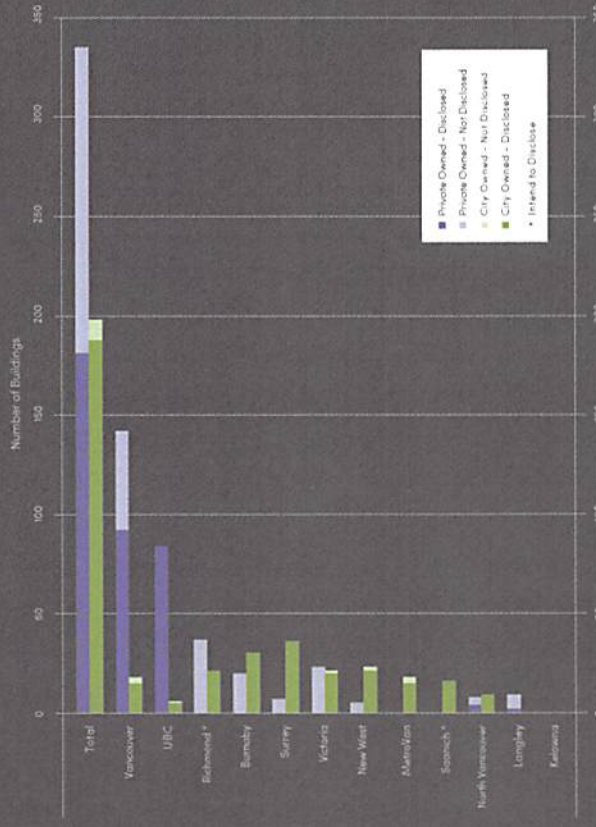
BUILDINGS REGISTERED & TOTAL GROSS FLOOR AREA BY JURISDICTION



Local Governments Take the Lead

In this, our first year, property owners and managers registered hundreds of buildings—but publicly disclosed the energy and emissions data for fewer than half of them. This may be the result of pandemic jitters, or perhaps just an understandable reluctance to “go first” in a brand-new program. Meanwhile, jurisdictions including the City of Vancouver, Metro Vancouver, and the City of North Vancouver, and the City of New Westminster disclosed data for all of their civic buildings and facilities. In 2021, with a year under our belts and with mandatory benchmarking on the horizon in the City of Vancouver, we expect building owners will grow more comfortable with the program, and that private-sector disclosures will more closely match registrations.

DISCLOSURE INFO FOR PRIVATE VS PUBLIC BUILDINGS FOR EACH JURISDICTION

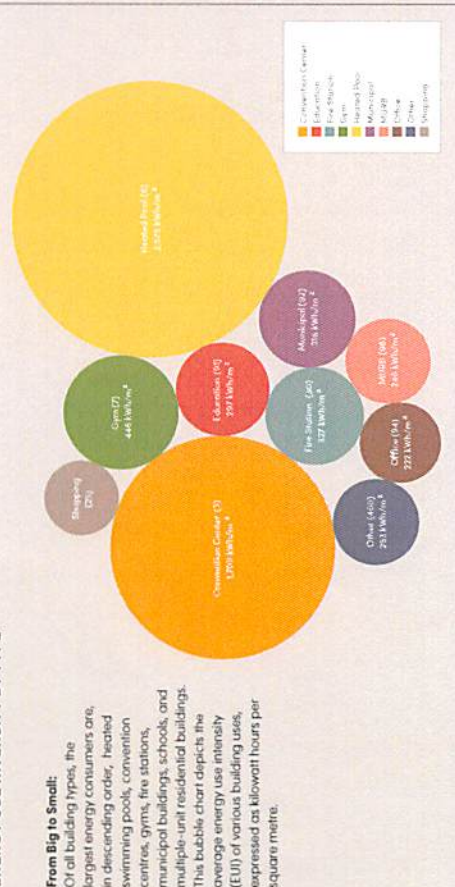


After crunching the data provided to date, we are pleased to share insights on the buildings in our dataset, and offer a few overarching conclusions on what the numbers reveal.

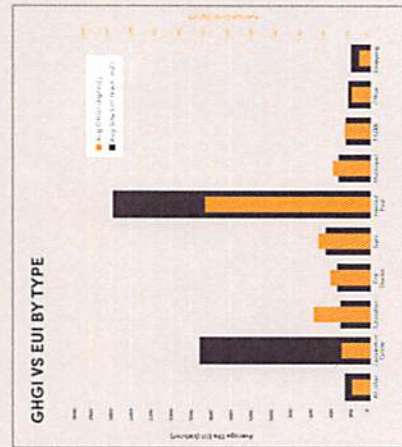
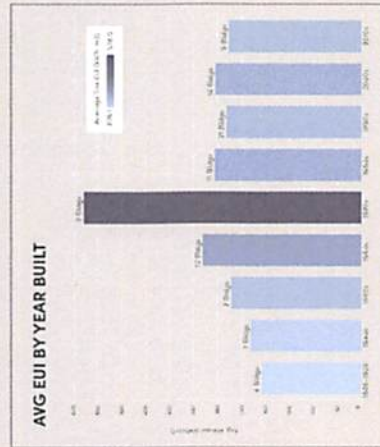
It's almost a no-brainer to benchmark large, corporately-owned, and utility-integrated buildings. In fact, most benchmarking programs start there, and position such properties as the "low-hanging fruit" of mandatory disclosure. However, often the more marginalized or vulnerable residents and/or owners live in or make capital decisions about smaller, multi-tenant, metered buildings. Tackling all buildings in a mandatory program from the outset—including these more "difficult" multi-unit residences—will not only align policy objectives with climate justice, they will also likely capture a greater share of greenhouse gas reductions.

Buildings built in the 1970s, on average, consume far more energy for heating and cooling than those built in other decades. That's likely a reflection of the building materials and approaches in use at the time. Many are concrete buildings with glass curtain walls, and single glazing. In addition, the envelopes of many of these buildings are reaching the end of their useful life.

From Big to Small:
Of all building types, the largest energy consumers are, in descending order, heated swimming pools, convention centres, gyms, fire stations, municipal buildings, schools, and multiple-unit residential buildings. This bubble chart depicts the average energy use intensity (EUI) of various building uses, expressed as kilowatt hours per square metre.



While far from the largest buildings in the Building Benchmark BC data set, swimming pools and convention centres have the highest energy use intensity (EUI) per square metre. But high energy use doesn't automatically translate to poor environmental performance. Here's why: first, EUI measures energy consumption relative to floor space, not building volume. These buildings have cavernous open spaces with few floors relative to their height. In other words, they have a large volume of air to heat or cool relative to their floorplate. Second, convention centres can be—and often are—heated with electricity, which in British Columbia is 94+ percent non-emitting. Meanwhile, pools are heated with natural gas, a leading source of climate pollution. While both use a lot of energy, only one also produces a lot of carbon. And neither burns as much natural gas as a share of their total energy consumption as education facilities, gyms, or fire stations.



WHAT HAVE WE LEARNED?

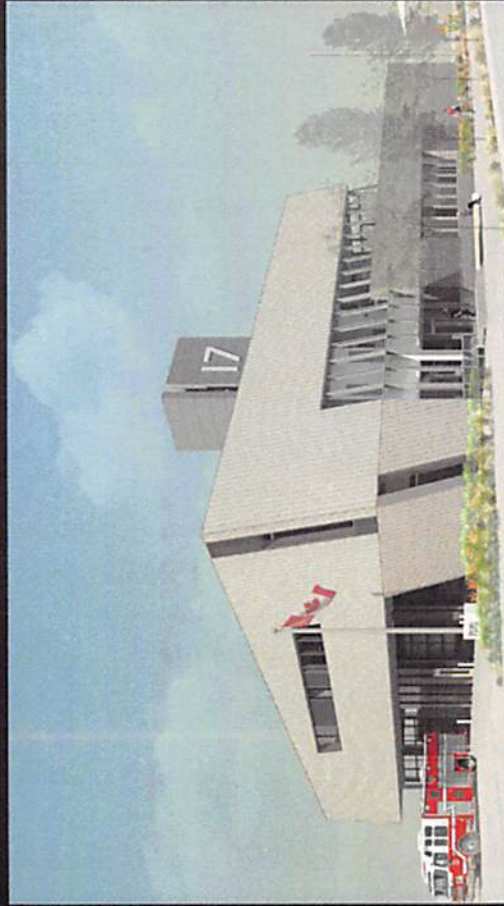
Are High Fire Station Scores a Cause for Alarm?

The Building Benchmark BC database includes energy and emissions information for 29 fire stations, and confirms that these facilities are among the most energy-intensive buildings in the province today. On average, they use 330 kilowatt hours per square metre (kWh/m²) per year.

Why? These specialized buildings feature large apparatus-bay doors that are frequently open; they are staffed for 24/7 response, and include fitness facilities, kitchens, and dormitories.

The City of Vancouver is currently building Fire Hall No. 17, North America's first firehall that will target Passive House certification. The designers and engineers behind this facility have used a range of strategies to reduce energy consumption to a scant 79kWh/m² per year.

The previous fire station, on the same site, used 384 kWh/m² per year, a reduction of about 80 per cent compared with its predecessor.



Rendering courtesy HCMA

WHAT ARE PEOPLE SAYING?

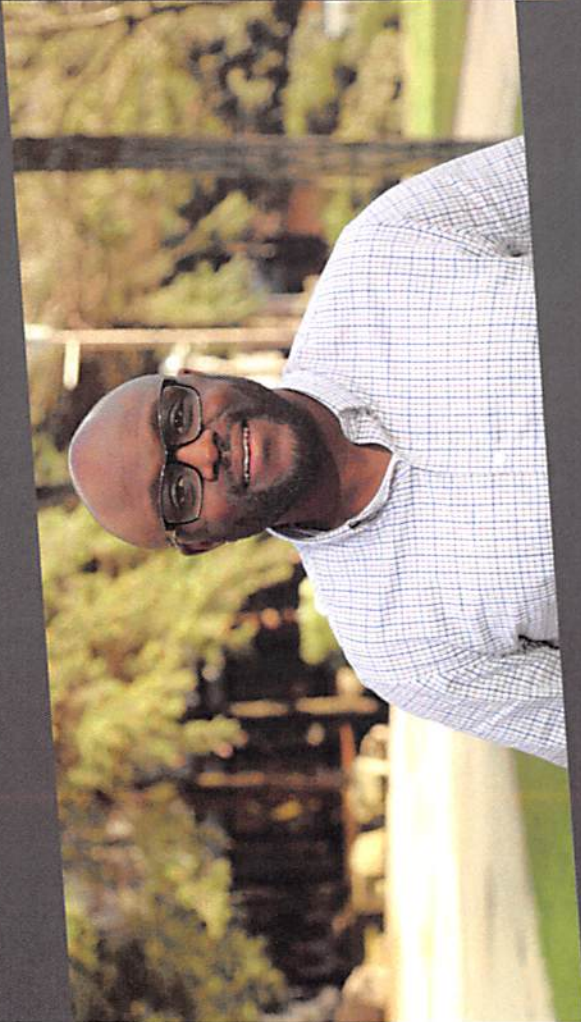
Building Benchmark BC participants share a few choice words on why the pilot works for them.



Linda Buchanan
Mayor,
City of North
Vancouver

"As we work to improve energy efficiency and decarbonize our civic facilities, Building Benchmark BC is giving the City of North Vancouver a unique opportunity to evaluate and compare the performance of our civic buildings with similar building types across our region. Benchmarking is critical for assessing baseline performance and measuring our progress as we work towards **becoming a more sustainable and liveable community.**"

WHAT ARE PEOPLE SAYING?



Anderson Charles
Key Account
Management,
BC Hydro

"Benchmarking is essential for organizations to understand their environmental impacts in the world. It allows them to take the proper actions to reduce or minimize those impacts, and sets them on a greener path. In my role, benchmarking helps me to better paint a picture for customers and assist them with analyzing their data to achieve success."

Malcolm Brodie
Mayor,
City of Richmond

"The City of Richmond has long been a leader in energy benchmarking and is a strong advocate for building energy benchmarking as a tool to reduce greenhouse gas emissions. As a proud municipal participant in Building Benchmark BC, we encourage building owners and property managers of larger residential, commercial and industrial buildings to register with the program in order to help build on the momentum that's already underway, and to receive the benefits the program offers."

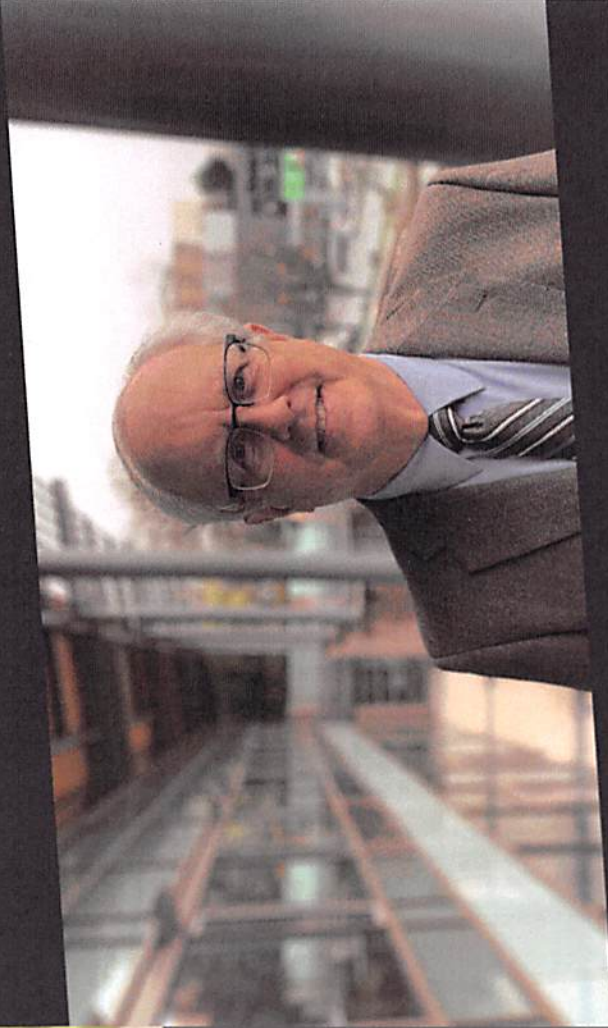


Image courtesy City of Richmond

WHAT ARE PEOPLE SAYING?

Rachelle Grohs
BC Non-Profit
Housing Association
Asset Management
Coordinator

"The BC Nonprofit Housing Association has been encouraging energy benchmarking in multi-unit residential buildings to gain a more accurate understanding of energy use across our sector. It's become an important aspect of energy-retrofit coaching, as it helps us to target specific buildings that could benefit from energy-efficiency upgrades, and offers housing providers a more efficient way to allocate their funds towards building upgrades.

Benchmarking not only helps non-profit housing societies better understand their buildings and see the benefits of energy-efficient retrofits, but also helps support the needs of the sector as whole."



Oskar Kwieton
Shape Properties
Property Manager

"We ensure year-round comfort for our guests and associates across more than 250,000 square metres of commercial real estate in Western Canada, while maximizing returns for our partners.

Building benchmarking is providing our teams with critical insights into energy and carbon of our space and water heating, cooling, and ventilation systems, and it's helping inform strategic recommendations on capital plans. Ignoring GHG emissions won't make them go away; it's an open secret that the policy landscape is changing, and we're convinced that benchmarking gives us a competitive edge, to make sure we stay on top and out front."

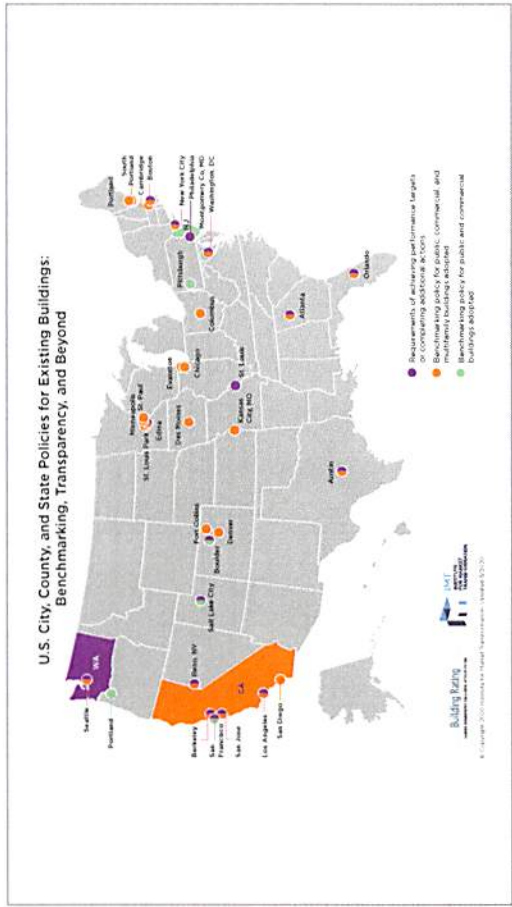
WHAT'S THE BIGGER PICTURE?

New regulation? The writing is on the wall.

There are currently no mandatory provincial or sub-provincial building energy benchmarking programs in British Columbia. However, advocates of the approach believe that—given its demonstrated success in other jurisdictions and the Province of British Columbia's ambitious climate targets—it is only a matter of time. The City of Vancouver has indicated that it will begin mandatory benchmarking in 2023.

OTHER JURISDICTIONS HAVE SORTED OUT THE BUGS

Mandatory energy benchmarking has been used in North America since at least 2009. That year, after several years of benchmarking data collection, New York City began requiring energy and emissions reporting for buildings that are the equivalent of 4,645 square metres. Today, more than 30 jurisdictions in North America have mandatory building energy benchmarking. This includes 30 U.S. cities, two states (Washington and California), and one province (Ontario).



This map identifies mandatory benchmarking programs across North America.
Source: Institute for Market Transformation

PROPERTY OWNERS AND GOVERNMENTS BOTH BENEFIT

With more than ten years of applied experience, the benefits of mandatory building energy benchmarking are now well understood.

The practice has been shown to:

- Increase conservation behaviors and sharpens energy management practices among both occupants and owners by revealing operational energy use.
- Help property owners make more targeted and strategic capital investments.
- Promote further efficiency by improving commissioning and maintenance regimens.
- Incentivize competition in the commercial real estate sector to deliver better energy performance.
- Inform energy policy development at municipal, regional, and national governments, allowing them to better substantiate GHG targets and design more efficient programs to direct support where it is needed most.

RESEARCH BACKS IT UP

A 2017 review of energy benchmarking programs in the United States by Lawrence Berkeley National Laboratories found that mandatory benchmarking programs contributed to a 3 to 8 percent decrease in building energy use intensity (EUI) levels, over a two- to four-year period following policy implementation. Although it is not possible to attribute all of these savings directly to benchmarking, the same study concludes that there is a "causal relationship between benchmarking policies and energy impacts."

WHAT LIES AHEAD?

Charting the Past, Present, and Future of Building Benchmarking



Though regulators have yet to commit to mandatory building energy benchmarking, governments at all levels have been mulling over the approach for some time. Given that buildings contribute about 11 per cent of British Columbia's climate pollution, and that our province has established binding targets, it's clear that **new regulation is inevitable**.

Benchmarking is helping the commercial real estate sector work out the kinks now, so that the transition to energy-efficient, lower carbon buildings will be as smooth as possible for all involved.

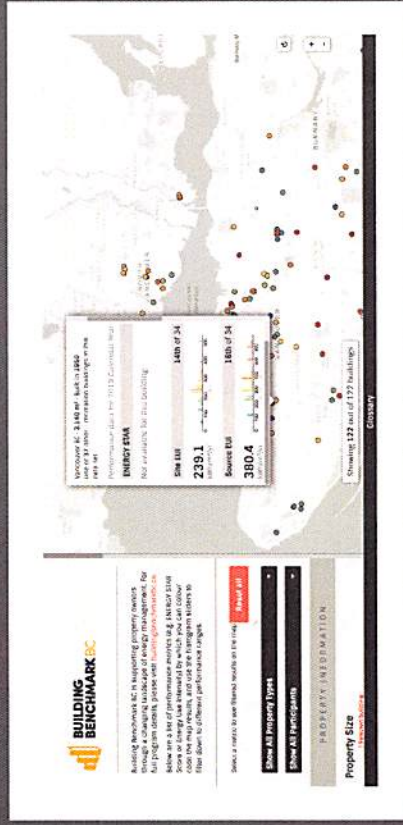
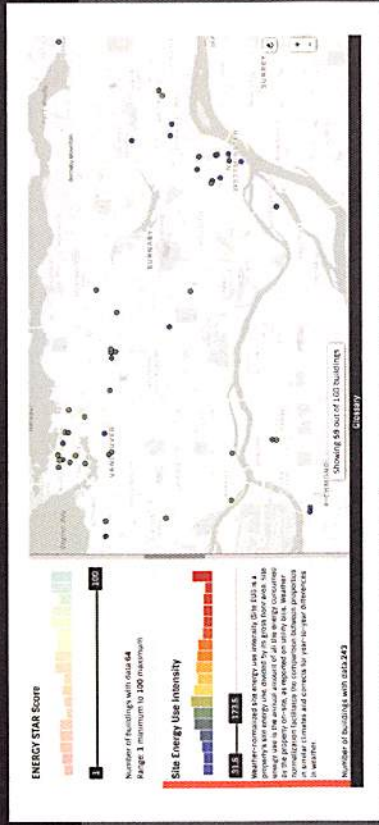
Here, we chase down various relevant commitments and targets, past and future.

2009	2011	2014	2016	2017	2019	2020	2021	2022	2023	2024	2025	2032	2050
January 2009: New York City becomes the first local government to require mandatory building energy benchmarking.	October 2011: Natural Resources Canada signs an agreement with the United States Environmental Protection Agency to adopt ENERGY STAR Portfolio Manager for Canada. The tool is still used today to measure and report building energy and emissions data for benchmarking.	September 2014: Via Resolution 694, the Union of BC Municipalities asks the provincial government to empower local governments to require energy benchmarking as well as to make public non-confidential and non-competitive building energy performance results.	June 2016: In signing the Pacific Coast Climate Leadership Action Plan, the Province of British Columbia commits to further expand large building energy benchmarking and disclosure.	August 2017: Natural Resources Canada endorses energy benchmarking, labeling, and disclosure in Building Smart: Canada's Buildings Strategy.	July 2019: Owners of buildings larger than 100,000 square feet in the Province of Ontario begin reporting their annual energy use to the provincial government.	March 2021: The Province of British Columbia will announce a greenhouse gas reduction target specific to the building sector, as required under the Climate Change Accountability Amendment Act. [Provincial]	October 2020: Prime Minister, Justin Trudeau allocates \$2 billion to large-scale building retrofits through the Canada Infrastructure Bank.	November 2020: The City of Vancouver adopts its Climate Emergency Action Plan, including provisions for mandatory building energy benchmarking.	November 2020: The Hon. John Horgan, Premier of British Columbia, instructs the Hon. David Eby, Attorney General, to "require new buildings and retrofits to be more energy efficient and cleaner by supporting local governments to set their own carbon pollution performance standards for new buildings."	July 2023: Owners of buildings larger than 50,000 square feet in the Province of Ontario will begin reporting their annual energy use to the provincial government.	2024: The Province of British Columbia aims to release a "retrofit" building code this year.	2032: All new buildings in British Columbia will be required to achieve a net-zero energy-ready performance level.	2050: British Columbia will meet net-zero emissions across the economy.

OVER TO YOU

Ready to Dive into the Data?

Sift and sort the benchmarking data to uncover your own insights via the Building Benchmark BC disclosure site at buildingbenchmarkbc.ca/data.



Use sliders to filter the data set by community, building type, emissions intensity, and more, all rendered in real time.



Participants can visualize their individual properties in the Building Benchmark BC database; we have compiled all the key data on each building onto an Energy Performance Scorecard.

Join the Movement.

Intrigued by what you've seen here? We welcome anyone to take a deeper dive into the data via buildingbenchmarkbc.ca/data.

Building Benchmark BC is now inviting building owners and managers to participate in the second phase of the program. We are also welcoming additional local governments on board.

To learn more and receive a welcome package, please contact support@buildingbenchmarkbc.ca.

