



TOWN OF VIEW ROYAL COUNCIL REPORT

TO: Council

DATE: February 21, 2025

FROM: Stirling Scory, RPP, MCIP
Senior Planner

MEETING DATE: March 4, 2025

HOUSING TARGET REPORT UPDATE – REPORTING PERIOD 1.1 AUGUST 1, 2024 TO JANUARY 31, 2025

RECOMMENDATION:

THAT Council approve “Housing Target Update Report for Reporting Period 1.1, August 1, 2024 to January 31, 2025”, dated February 21, 2025.

AND THAT staff be authorized to submit “Housing Target Report Update for Reporting Period 1.1 – August 1, 2024 to January 31, 2025”, to the Province to fulfill the legislative requirements and reporting deadline.

AND FURTHER THAT staff publish the report titled “Housing Target Report Update for Reporting Period 1.1 – August 1, 2024 to January 31, 2025” on the Town's website to fulfill the legislative requirements of the Province.

ALTERNATIVE OPTIONS:

THAT Council not approve the report “Housing Target Update Report for Reporting Period 1.1, August 1, 2024 to January 31, 2025”, dated January 2, 2025.

Staff does not recommend this alternative option for the following reasons:

- the Housing Target Order Update Report 1.1 is a legislative requirement;
- failure to comply with a ministerial order may result in enforceable action by the Province; and
- failure to comply would likely result in further staff resources and time to achieve compliance at a later date.

PURPOSE:

To summarize progress the Town has made on its Housing Target Order (HTO) for the first reporting period (1.1), between August 1, 2024 and January 31, 2025, and to report back to the Province before the March 17, 2025 deadline.

BACKGROUND:

Municipalities play an important role in addressing housing supply and demand. A municipality's primary role in supplying housing is through the establishment of land use designations and housing policies in the Official Community Plan (OCP) and land use regulations in the Zoning Bylaw, improvements to development approval processes, and completion of Housing Needs Reports. While municipalities play a supporting role in the provision of housing, new construction continues to be market-driven and funded by private investment.

On May 31, 2023, the Province passed the *Housing Supply Act* and *Housing Supply Regulation*, which set housing targets in municipalities deemed to have the greatest need for new housing and the highest projected population growth. Since 2023, the Province has released housing targets for three cohorts, groups of municipalities that each have unique housing target orders, based on provincial requirements particular to the community need.

On July 30, 2024, the Province announced the third cohort of municipalities selected to provide housing, which included the Town of View Royal. The View Royal's HTO targets 585 new homes to be constructed over the next five years. The effective date of the Town's HTO is between August 1, 2024 and July 31, 2029.

This update report is the first of six progress reports required by the Province. Each report will be shared with Council via a staff report. An overview of the reporting periods is as follows:

Reporting Period 1.1	August 1, 2024 – January 31, 2025
Reporting Period 1.2	August 1, 2024 – July 31, 2025
Reporting Period 2	August 1, 2025 – July 31, 2026
Reporting Period 3	August 1, 2026 – July 31, 2027
Reporting Period 4	August 1, 2027 – July 31, 2028
Reporting Period 5	August 1, 2028 – July 31, 2029

To fulfill all provincial requirements, municipalities are required to:

1. report back to the Province within 45 days of the end of the reporting period (March 17, 2025);
2. Publish the report on the Town's website; and
3. Submit Council's motion to the Province.

DISCUSSION:

Progress reports provide a comprehensive summary of housing and status on the municipal permit approval processes, specifically the reports detail in-stream rezoning, development permit, and building permit applications, as well as completed units and demolitions. The year-over-year net increase of completed dwelling units will be used to establish the Town's progress towards its HTO.

Municipalities are expected to create favourable conditions to permit housing development to meet HTOs. This requires on-going initiatives or actions, which may include updates to the OCP, Zoning Bylaw, streamlining development approval processes, or adopting new supporting policies. The approach of each municipality may differ depending on existing bylaws, policies, procedures, and staff resources.

If a municipality is not able to meet its HTO, the Minister of Housing may appoint an advisor to the municipality to review the actions and progress made and may provide recommendations to further advance progress to achieve the Order. When there are instances where compliance is not met, the Province may issue a directive to a municipality to enact or amend a bylaw or accept or reject a permit to satisfy the target.

The Province provided a standard template for reporting purposes. A copy of the full report is attached for Council’s review (Attachment 1).

During the first reporting period, there were four net new units completed in the Town. However, the Town provided partial occupancy for a total of 178 new dwelling units at 15 and 17 Erskine Lane on May 31, 2024, and July 26, 2024, respectfully. The partial occupancies were completed approximately 8 weeks (15 Erskine Lane) and 1 week (17 Erskine Lane), prior to the Provincial Housing Reporting Period. The breakdown of units includes: Studio – 8; 1Bdr – 90; 2Bdr – 60, and 3Bdr – 20. On February 19, 2025, partial occupancy of 158 new dwelling units was provided at 21 and 23 Erskine Lane. The breakdown of units includes: Studio – 8; 1Bdr – 70; 2Bdr – 60, and 3Bdr – 20. These units will be captured in the next reporting period.

There are approximately 548 multi-family dwelling units under construction in the Town. Some of the larger developments included of the total units noted, include: 181 Island Highway (82 units); 7 Erskine Lane (79 Units), 258 Helmcken (55 Units), 2000 West Park Lane (48 Units), 1449 Burnside Road West (234 Units), and 244 Island Highway (37 Units). These units are expected to be captured in subsequent reporting periods.

ANALYSIS:

Impacts and implications can be summarized as follows:

Community Impact:	Completion of the HTO reporting requirements will ensure the Town’s housing supply can keep up with market demand, and continue to provide diversity of housing types and meet community needs.
Financial Implication:	Completion of the HTO reporting requirements does not require additional funds.
Inter-governmental Relations Impact:	There are no direct impacts. Staff continue to work with the Province and neighbouring municipalities to understand the impacts of legislation and share lessons learned.

ALIGNMENT:

The recommended option aligns with the Town's following core guiding documents as follows:

Strategic Plan:	<p><i>Enhance Liveability</i></p> <p><i>Goal 3: Access to a broad range of housing options to meet the needs of various ages, family types and incomes.</i></p> <p><i>Goal 4: Ensure proximity to services.</i></p>
Official Community Plan:	<hr/> <p><i>Land Use Policy LU1.4 Diversity of Forms and Uses</i></p> <p><i>Support a variety of residential and commercial forms and uses to encourage socio-economic diversity, and provide for the diverse needs of youth, families and an aging population.</i></p> <p><i>Housing Objective HS1A</i></p> <p><i>Create and maintain a range of housing types and tenures to meet the needs of current and future View Royal residents, including families, seniors, people with disabilities and low-income households.</i></p> <p><i>Housing Objective HS1B</i></p> <p><i>Work toward an increase in the supply of housing that is affordable to young families, and encourages existing residents to remain in the community as their lifestyles and income levels change.</i></p> <p><i>Housing Policy HS1.1 Range of Housing Types</i></p> <p><i>Ensure the policies of this Plan and the regulations of the Zoning Bylaw support a range of housing, including detached homes, small lot subdivisions, apartments, townhouses, secondary suites and other typologies that meet the housing needs of current and future residents.</i></p> <p><i>Housing Policy HS2.1 Change Areas Housing</i></p> <p><i>Promote the location of higher density housing in the mixed-use Change Areas to bring people closer to transit, shops and services, create vibrant activity hubs and reduce the need for car travel. New housing should respond to housing needs not currently met in the community. This includes housing for young adults, young families and seniors.</i></p>

Housing Policy HS2.2 Infill Housing

Consider targeted infill housing within established residential areas to provide new ground-oriented housing, with a focus on providing new family-oriented housing close to parks, schools and other community amenities.

Community Climate Action Strategy

Big Move: 1 (Shift Beyond the Car):

Shift 1: Optimize land use planning tools to enable compact community growth

Other Policy Documents:

1.1.1 Prioritize compact forms of development in residential zones (accessory dwelling units, missing middle zoning)

1.1.3 Allow for more mixed used and greater density along corridors (especially those well served by transit), and close to service and employment areas

1.1.4 Develop employment areas in the Town

1.1.6 Continue to advocate for strong urban growth boundaries

PUBLIC PARTICIPATION GOAL:

The desired level of public participation for the recommended option is:

- ☒ Inform ☐ Consult ☐ Involve ☐ Collaborate ☐ Empower
☐ N/A

TIME CRITICAL:

The Town must complete the HTO progress report within 45 days of the reporting period; the Town's deadline is March 17, 2025. The Town is required to submit their report along with a Council resolution confirming receipt and review of the summary report.

CONCURRENCE:	Initials	Comments
Chief Administrative Officer	SS	I concur with the recommendation.

REVIEWED BY:	Initials
Director of Corporate Administration/Deputy CAO	N/A
Director of Finance & Technology	N/A

Director of Development Services	LT
Director of Engineering	N/A
Director of Protective Services	N/A

ATTACHMENTS:

1. *Housing Target Report Update for Reporting Period 1.1 – August 1, 2024 to January 31, 2025*

PURPOSE

Municipalities will use this form to complete the requirements for progress reporting under the [Housing Supply Act](#) (Act). The information provided will be evaluated to determine whether targets have been met or satisfactory progress has been made toward meeting targets.

REPORT REQUIREMENTS

The report must contain information about progress and actions taken by a municipality to meet housing targets as identified in the Housing Target Order (HTO).

The progress report must be received in a meeting that is open to the public and by Council resolution within 45 days after the end of the reporting period.

Municipalities must submit this report to the minister and post it to their municipal website as soon as practicable after it is approved by Council resolution.

ASSESSMENT

The Housing Targets Branch evaluates information provided in the progress report based on Schedule B - Performance Indicators in the HTO. If targets have not been met and satisfactory progress has not been made, the Minister may initiate compliance action as set out in the Act.

REPORT SUBMISSION

Please complete the attached housing target progress report form and submit to the Minister of Housing at Housing.Targets@gov.bc.ca as soon as practicable after Council resolution.

Do not submit the form directly to the Minister's Office.

HOUSING TARGET PROGRESS REPORT FORM

Housing Targets Branch

BC Ministry of Housing and Municipal Affairs

Section 1: MUNICIPAL INFORMATION

Municipality	Town of View Royal
Housing Target Order Date	August 1, 2024
Reporting Period	1.1 August 1, 2024 – January 31, 2025
Date Received by Council Resolution	March 4, 2025
Date Submitted to Ministry	March 5, 2025
Municipal Website of Published Report	March 5, 2025
Report Prepared By	<input checked="" type="checkbox"/> Municipal Staff <input type="checkbox"/> Contractor/External
Municipal Contact Info	Mayor Tobias, Mayor.tobias@viewroyal.ca, 2502165339
Contractor Contact Info	<input type="checkbox"/> N/A

Section 2: NUMBER OF NET NEW UNITS

Record the number of net new housing units delivered during the reporting period, and cumulatively since the effective date of the HTO. Net new units are calculated as completions (occupancy permits issued) minus demolitions. Legalizing existing unpermitted secondary suites or other housing types does not count toward completions.

Section 8 must be completed if a housing target has not been met for the reporting period.

Reporting Period	Completions	Demolitions	Net New Units	Net New Units (Since HTO Effective Date)
Total	178* + 4 (182)		178* + 4 (182)	178* + 4 (182)

Section 3: NUMBER OF HOUSING UNITS BY CATEGORY AND TYPE (Unit Breakdown Guidelines)

Record the number of housing units in each category below for the reporting period and cumulatively since the effective date of the HTO. Definitions are provided in the endnote.

Reporting Period	Completion	Demolitions	Net New Units	Net New Units (Since Effective HTO Date)
Units by Size				
Studio	8*			8*
One Bedroom	90* + 1	-	90* + 1	91
Two Bedroom	60* + 1 (61)	-	60* + 1 (61)	61
Three Bedroom	20* + 2 (22)	-	20* + 2 (22)	22
Four or More Bedroom ¹	-	-	-	
Rental Units ² – Total	178* + 2 (180)	-	178* + 2 (180)	178* + 2 (180)
Rental – Purpose Built	-	-	-	-
Rental – Secondary Suite	2	-	2	2
Rental – Accessory Dwelling	-	-	-	-

Rental – Co-op	-	-	-	-
Owned Units	2	-	2	2
Units by Rental Affordability				
Market	178* + 4 (182)	-	178* + 4 (182)	178* + 4 (182)
Below Market ³	-	-	-	-
Below Market - Rental Units with On-Site Supports ⁴	-	-	-	-

Section 4: MUNICIPAL ACTIONS AND PARTNERSHIPS TO ENABLE MORE HOUSING SUPPLY

A) Describe applicable actions taken in the last 12 months to achieve housing targets, in line with the Performance Indicators in the HTO. Each entry should include a description of how the action aligns with achieving the housing target, the date of completion, and links to any publicly available information. For example:

- Streamlined development approvals policies, processes or systems.
- Updated land use planning documents (e.g., Official Community Plan, zoning bylaws).
- Updated Housing Needs Report.
- Innovative approaches and/or pilot projects.
- Partnerships (e.g., BC Housing, CMHC, or non-profit housing organizations except First Nations – see Section 4 B).
- Other housing supply related actions.

Town of View Royal Community Amenity Contributions – Ongoing

The Town's approved Community Amenity Contribution Policy, adopted July 16, 2019, secures cash contributions to support the changing needs of the community and the impact of growth. Through this policy, Council is required that 10% of the funds collected are contributed to the Capital Regional District Housing Trust Fund. Over the course of 2024, the Town collected a total of \$544,050, of which \$54,405 would have been contributed to the CRD's Housing Trust Fund.

Transit Oriented Area (TOA) Designation Bylaw – May 21, 2024

In May 2024, the Town adopted a bylaw to designate a Transit Oriented Area (TOA), located on Hospital Way, adjacent to Victoria General Hospital. The TOA is made up of an area that extends 400 m outward from the bus stop, and is further classified by two sub-areas, one that extends 200 m, and another that extends between 201 m and 400 m. The permitted density and height for those lands within 200 m of the TOA may support a minimum of up to 10 storeys and 3.5 FSR, and lands between 201 m and 400 m of the TOA may support a minimum of up to 6 storeys and 2.5 FSR.

Small-Scale, Multi-Unit Housing (SSMUH) Update – June 18, 2024

In June 2024, the Town adopted Zoning Bylaw Amendment Bylaw No 1135, 2024, to allow 3 to 6 units in all restricted zones that only permit single-family dwellings and duplexes, in accordance with Bill 44. The Town also introduced garden suite as a new use in the Zoning Bylaw. Through the introduction of garden suites as a permitted use, the Town has allowed for a more diverse range of housing types and tenures.

Official Community Plan Amendment

In July 2024, the Town amended the Official Community Plan by adding new development permit requirements. This includes a new Intensive Residential Garden Suite Form and Character Development Permit Area. A lot that permits a single-family house is permitted to have a garden suite and/or a secondary suite.

Official Community Plan Amendment – June 18, 2024

In July 2024, the Town amended the Official Community Plan's Form and Character Schedule (map) by adding all Small-Scale, Multi-Unit Housing (SSMUH) parcels to the Mixed Residential Form and Character Permit Area.

Delegation Bylaw Amendment – July 16, 2024

In July 2024, the Town amended the Delegation Bylaw by granting delegated approval authority of garden suite development permits, and the approval of environmental terrestrial and watercourse and shoreline area development permits to the Director of Development Services. In addition, the Town authorized the Director of Development Services to renew development permits for residential and commercial form and character development permits, as well as environmental development permits. All variances require Council approval.

Zoning Bylaw Amendment – July 16, 2024

In July 2024, the Town amended the Zoning Bylaw was amended by removing *Lot Coverage* and *Impermeable Surface Area* as a provision of density. Each Zone has a heading: *Lot Density and Impermeable Surface Coverage*. If a proposal exceeds the maximum requirements in the zone, then a variance would be required instead of a rezoning.

Official Community Plan Update – July 22, 2024

In July 2024, the Town initiated its update of the Official Community Plan by starting with an engagement survey, asking participants how they would like to be involved, and what is important to them moving forward. The official launch of the OCP was in January 2025 and will be broken into three phases, the first of which is a focus on Housing and Land Use, which must be completed by December 31, 2025. The update of the OCP will allow for the modernization of the Town's land use designations, which may permit additional densities, alternative forms of housing and development, and the formation of new housing, planning, and land use policies, that all may work together to support the development of housing in the community.

Interim Housing Needs Report (IHNR) – September 3, 2024

In September 2024, the Town completed an update to its existing Housing Needs Report which was completed in 2019. The interim report was updated to ensure that all municipalities have a consistent approach in understanding their 5-to-20-year housing needs, which will be used to inform updates to the Official Community Plan and Zoning Bylaw.

B) Please provide any information about First Nation partnerships and/or agreements including planning, servicing and infrastructure that support delivery of housing on First Nation land including delivered and/or projected housing units.

The Town, in collaboration with the Province and the Capital Regional District, are involved with the Songhees and Esquimalt Nations on any housing developments on their lands that tie into Town's servicing or infrastructure.

The Town also provides fire protection service for the Esquimalt and Sonhees First Nations.

Section 5: APPROVED HOUSING DEVELOPMENT APPLICATIONS

Report the number of approved applications issued by type since the effective date of the HTO. Each project should only be recorded once for the **most current** application type. Provide the estimated number of net new housing units to be delivered for each application category.

NOTE: units issued occupancy permits should be recorded in Section 2.

	Rezoning	Development Permit	Building Permit	Total
Applications	0	0	2	2
New Units	0	0	2	2
Unit Breakdown				
Units by Size				
Studio	-	-	-	-
One Bedroom	-	-	-	-
Two Bedroom	-	-	1	1
Three Bedroom	-	-	1	1
Four or More Bedroom ¹	-	-	-	-
Units by Tenure				
Rental Units ² – Total ²	-	-	-	-
Rental – Purpose Built	-	-	-	-
Rental – Secondary Suite	-	-	1	1
Rental – Accessory Dwelling	-	-	-	-
Rental – Co-op	-	-	-	-
Owned Units	-	-	1	1
Units by Rental Affordability				
Market	-	-	2	2
Below Market ³ – Total	-	-	-	-

Below Market - Rental Units with On-Site Supports ⁴	-	-	-	-
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Section 6: WITHDRAWN OR NOT APPROVED HOUSING DEVELOPMENT APPLICATIONS

A) Indicate the number of applications and the estimated number of proposed units withdrawn by applicants, and /or not approved by staff or Council during this reporting period. Please include rezoning applications, development permits, and building permits.

	Applications Withdrawn	Applications Not Approved
Applications	1	0
Proposed Units	1	0

B) Provide a description of each application (e.g., rezoning, development permit, building permit) and brief summary of why each project was withdrawn or not approved.

Development Variance Permit: 2023-06

The applicant's requested variance was to increase the maximum height of a retaining wall from 1.2 m to 3.2 m, for the purpose of providing retaining and support of soils around their home after blasting and excavating their property to construct a single family home. Staff worked with the applicant for approximately one and half years to process their development variance permit; however, staff were never provided with the required information to process the permit. The file was closed by the applicant because they decided to sell the property.

Section 7: OTHER INFORMATION

Provide any other information not presented above that may be relevant to the municipality's effort and progress toward achieving the housing target.

*Occupancy Permits * The first two occupancy permits for apartment building are included in this report to provide the Province with an accurate picture of the Town's progress as they occurred within sixty days of the initial date with the later occurring less than a week prior to the reporting date.*

May 31, 2024: 89 Units – Purpose Built Rental, Market Units – 15 Erskine Lane (Partial Occupancy)
Studio – 4; 1Brd – 45; 2Brd – 30, and 3Brd – 10)

July 26, 2024, 89 Units – Purpose Built Rental, Market Units – 17 Erskine Lane (Partial Occupancy)
Studio – 4; 1Brd – 45; 2Brd – 30, and 3Brd – 10)

February 26, 2025, 158 Units – Purpose Built Rental, Market Units – 21 and 23 Erskine Lane
Studio – 8; 1Brd – 70; 2Brd – 60, and 3Brd – 20)

Units Under Construction – Approximately 548 New Units

There are approximately 548 multi-family dwelling units under construction in the Town. The projects are expected to receive occupancy in subsequent reporting periods. Some of the larger developments included of the total noted, include: 181 Island Highway (82 units); 7 Erskine Lane (79 Units), 258 Helmcken (55 Units), 2000 West Park Lane (48 Units), 1449 Burnside Road West (234 Units), and 244 Island Highway (37 Units).

Rezoning Approved

The Town has also approved rezoning applications for approximately 250 new units. Prior to building permit application, the applicant will require development permit approval, which is subject to Council's approval. The projects include:

- 339, 341, 345 Island Highway; 238 Purpose Built Rentals (Rezoning File 2022-05)
Rezoning approved on June 18, 2024.
- 294, 296 Eltham and 242 Helmcken Road; 12 Townhouse Units (Rezoning File 2023-01)
Rezoning approved on October 1, 2024. Development Permit in-stream.

Tenant Assistance Policy – July 18, 2023

In 2023, the Town adopted a Tenant Assistance Policy to mitigate the negative impacts on residential tenants in the Town that are displaced because of substantial renovations or the redevelopment of their home. The policy offers further support to tenants and requires additional responsibilities of landlords beyond the Residential Tenancy Act. The Policy requires the following be completed where a tenant is being removed from their permanent place of residence: a tenant assistance plan, a tenant relocation coordinator, a letter to the tenants communicating their rights per the policy, relocation assistance, right of first refusal, moving expenses and assistance, rent compensation, and a tenant relocation status report.

Secondary Suite Permits – November 21, 2023

In November 2023, the Town adopted amendments to the Zoning Bylaw and other supporting bylaws, to make it easier to have a secondary suites. The changes included removing the requirements that a secondary suite was only permitted where the residence was owner occupied, and that an annual permit would be required. The Town no longer requires Secondary Suite Permits for new suites; these are included in a building permit. This avoids double permitting fees and ongoing annual fees.

Section 8: SUMMARY OF PLANNED ACTIONS TO MEET TARGETS

If the housing target has not been met for the reporting period, please provide a summary of planned and future actions in line with the Performance Indicators that the municipality intends to take to meet housing targets during the two-year period following this report. For each action, provide:

- a description of how the action aligns with achieving the housing target;
- dates of completion or other major project milestones;
- links to any publicly available information; and
- the number of units anticipated by completing the action.

NOTE: THIS SECTION IS NOT APPLICABLE FOR INITIAL SIX-MONTH REPORTING.

STAFF HAVE INTENTIONALLY LEFT THE BELOW INFORMATION BLANK FOR THE FIRST REPORTING PERIOD

Name of Action:	
Description of Action:	
Completion/Milestone Date:	
Link:	Number of Units:

Name of Action:	
Description of Action:	
Completion/Milestone Date:	
Link:	Number of Units:

Name of Action:	
Description of Action:	
Completion/Milestone Date:	
Link:	Number of Units:

**Copy/Paste above description tables as needed*

¹ If needed due to data gaps, it is acceptable to report "Three Bedroom" and "Four or More Bedroom" as one figure in the "Three Bedroom" row.

² **Rental Units** include purpose built rental, certain secondary rentals (secondary suites, accessory dwellings) and co-op.

³ **Below Market Units** are units rented at or below 30% of the local Housing Income Limits (HIL) per unit size.

⁴ **Below Market Rental Units with On-Site Supports** are units rented at the Income Assistance Shelter rate providing permanent housing and on-site supports for people to transition out of homelessness.