



TOWN OF VIEW ROYAL COUNCIL REPORT

TO: Council

DATE: August 7, 2025

FROM: Stirling Scory, RPP, MCIP
Senior Planner

MEETING DATE: September 2, 2025

HOUSING TARGET REPORT UPDATE – REPORTING PERIOD 1.2 AUGUST 1, 2024 TO JULY 31, 2025

RECOMMENDATION:

THAT Council receive “Housing Target Update Report – Reporting Period 1.2, August 1, 2024, to July 31, 2025”, dated August 7, 2025.

AND THAT Council authorize staff to submit the report titled “Housing Target Update Report – Reporting Period 1.2, August 1, 2024, to July 31, 2025”, dated August 7, 2025, in accordance with the Province’s Housing Supply Act and Housing Supply Regulation.

AND FURTHER THAT Council authorize staff to publish the report titled “Housing Target Update Report – Reporting Period 1.2, August 1, 2024, to July 31, 2025”, dated August 7, 2025, on the Town’s website to fulfill the legislative requirements of the Province.

ALTERNATIVE OPTION:

THAT Council not approve the report titled “Housing Target Update Report – Reporting Period 1.2, August 1, 2024, to July 31, 2025”, dated August 7, 2025.

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

- the Housing Target Order report that has been prepared is a legislative requirement and must be submitted in accordance with the Province’s *Housing Supply Act* and *Housing Supply Regulation*;
- failure to comply with a ministerial order may result in enforceable action by the Province; and
- failure to comply with a ministerial order would likely result in further staff time and resources to achieve compliance at a later date.

PURPOSE:

The purpose of this report is to summarize progress that the Town has made on its Housing Target Order (HTO) for the second reporting period (1.2), between August 1, 2024, and July 31, 2025, and report back to the Province before the September 14, 2025 deadline.

BACKGROUND:

Municipalities play an important role in addressing housing supply and demand. A municipality's primary role in housing supply is through the establishment of land use designations, housing policies in the Official Community Plan (OCP), land use regulations in the Zoning Bylaw, and housing action plans. Improvements to approval processes, incentives, and the completion of housing needs reports also play a supporting role. While municipalities continue to play a supporting role in the administration of new housing construction, the development of new homes remains market-driven and funded by private investment. In recognition of this, the Province enacted legislation to provide additional incentives and opportunities for housing development.

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 in the province. Since 2023, the Province has established HTOs for three cohorts, comprised of 36 municipalities, which are based on a Housing Target Prioritization Index developed by the province.

On July 30, 2024, the Province announced that the Town was part of the third cohort. The Town's HTO targets is to provide 585 new homes over the next five years. The period of reporting is between August 1, 2024, and July 31, 2029.

The Town's HTO sets out the following cumulative housing targets for each year the order is in effect:

- Year 1: 99
- Year 2: 204
- Year 3: 317
- Year 4: 444
- Year 5: 585

The province established a standard template for municipalities to report their progress in meeting their HTO. Progress reports provide a comprehensive summary of housing completions, and the status of other municipal permitting processes, including details on in-stream rezoning and development permit applications. The reporting also provides insight into what challenges and barriers may be present, as municipalities must report on withdrawn applications, and applications that were not approved.

It is important to note that recording building permits includes only those that have been completed and are considered 'occupied'. Partial occupancies may be considered, but the remainder of the units would be recorded in subsequent reporting periods, once those units were completed. When recording rezoning and development permit applications, each project is only recorded once and is recorded only after approval has been granted, this is to avoid double counting.

This report is the second of six total progress reports that will be submitted to the province. Each report will be shared with Council.

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 must:

1. report back to the Province within 45 days of the end of the current reporting period (September 14, 2025);
2. publish the report on the Town's website; and
3. Submit Council's motion to the Province.

ANALYSIS:

The Town is on-pace to achieve its 5-year HTO. In summary, Reporting Period 1.2 includes a total of 260 dwelling unit completions, 197 of which are rented units and 63 are owned units (see Attachment 1). The Town's Year 1 housing target is 99 units. The Town completed 161 units over the target. The Town has approximately 445 units that are currently under construction. These projects are expected to receive occupancy in subsequent reporting periods.

Municipalities are expected to create favourable conditions to permit housing development to meet their HTOs. This requires on-going initiatives and actions which may include updates to the OCP, Zoning Bylaw, streamlining development approval processes, and establishing housing strategies, action plans and incentives. The approach of each municipality may differ depending on existing bylaw, policies, procedures, and staff resources. The Town has undertaken some initiatives to deliver housing in the community, which are summarized in the HTO report.

In addition, the Town continues to support the provision of below-market and supportive housing through policy and explores opportunities through rezoning applications to include affordable and below-market housing, where possible, in residential developments. Inter-governmental partnerships and investment is necessary to further deliver below-market and supportive housing in the community.

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 a diversity of housing types to meet community needs in the future.
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Financial Implication:	There are no financial implications associated with this report.
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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 lessons learned.
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ALIGNMENT:

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

Strategic Plan:	<i>Enhance Livability</i> <i>Goal 3: Access to a broad range of housing options to meet the needs of various ages, family types and incomes.</i> <i>Goal 4: Ensure proximity to services.</i>
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Official Community Plan:	<i>Land Use Policy LU1.4 Diversity of Forms and Uses</i> <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>
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Official Community Plan:	<i>Housing Objective HS1A</i> <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>
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Official Community Plan:	<i>Housing Objective HS1B</i> <i>Work toward an increase in the supply of housing that is affordable to young families, and encourage existing residents to remain in the community as their lifestyles and income levels change.</i>
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Official Community Plan:	<i>Housing Policy HS1.1 Range of Housing Types</i> <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,</i>
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townhouses, secondary suites and other typologies that meet the housing needs of current and future residents.

*Housing Policy HS2.1 Change Areas Housing
 Promote the location of higher density housing in the mixed-use Change Areas to bring people close 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.*

*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 use 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 for reporting period 1.2 within 45 days of the end of the reporting period; the Town's deadline is September 14, 2025. The Town is required to submit their report along with a Council resolution to the Province, and upload the report onto the Town's website.

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 1.2 – August 1, 2024 – July 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	July 30, 2024
Reporting Period	Reporting Period 1.2: August 1, 2024 – July 31, 2025
Date Received by Council Resolution	September 2, 2025
Date Submitted to Ministry	September 4, 2025
Municipal Website of Published Report	View Royal: Housing
Report Prepared By	<input checked="" type="checkbox"/> Municipal Staff <input type="checkbox"/> Contractor/External
Municipal Contact Info	Stirling Scory, Senior Planner, sscory@viewroyal.ca , 250-708-2277
Contractor Contact Info	<input checked="" type="checkbox"/> N/A (name, position/title, email, phone)

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.

	Completions (Reporting Period)	Demolitions (Reporting Period)	Net New Units (Reporting Period)	Net New Units (Since HTO Effective Date)
Total	265	5	260	260

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.

	Completions (Reporting Period)	Demolitions (Reporting Period)	Net New Units (Reporting Period)	Net New Units (Since HTO Effective Date)
Units by Size				
Studio	8	-	8	8
One Bedroom	111	-	111	111
Two Bedroom	112	4	108	108
Three Bedroom	34	1	33	33
Four or More Bedroom ¹	-	-	-	-
Units by Tenure				
Rental Units ² – Total	197	-	197	197
Rental – Purpose Built	195	-	195	195
Rental – Secondary Suite	2	-	2	2

Rental-Accessory Dwelling	-	-	-	-
Rental – Co-op	-	-	-	-
Owned Units	68	5	63	63
Units by Rental Affordability				
Market	197	5	197	197
Below Market ³ - Total	-	-	-	-
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 to contribute 10% of the funds collected 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 was contributed to the CRD's Housing Trust Fund. In 2025, it is anticipated that the Town will collect \$128,000 total CACs through building permitting fees. Approximately \$12,800 would be contributed towards the CRD Housing Trust Fund.

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

In May 2024, the Town adopted an amendment to the Zoning 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 400m outward from the bus stop, and is further classified by two sub-areas. One sub-area extends 200 m from the transit stop, and the other sub-area extends from 201 to 400 m. The permitted density and height for those lands within 200 m supports a minimum height of up to 10 storeys and density of up to 3.5 floor space ratio. The permitted density and height for the lands between 201 and 400 m supports a minimum height of up to 6 storeys and a density of up to 2.5 floor space ratio.

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 a more diverse range of housing types and tenures. Through this amendment process, the Town also reduced parking requirements for single-family detached, duplex, houseplex, rowhouse, and townhouse dwellings.

Official Community Plan Amendment – June 18, 2024

In June 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 June 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 to updating their housing needs report, and understanding their 5-to-20-year housing needs. The reports are used to inform future 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 the Town's servicing or infrastructure.

The Town also provides fire protection service for the Esquimalt and Songhees 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	-	3	4	7
New Units	-	36	4	40
Unit Breakdown				
Units by Size				
Studio	-	-	-	-
One Bedroom	-	-	1	1
Two Bedroom	-	15	1	-
Three Bedroom	-	21	2	-
Four or More Bedroom ¹	-	-	-	-
Units by Tenure				
Rental Units ² – Total ²	-	-	-	-
Rental – Purpose Built	-	-	-	-
Rental – Secondary Suite	-	-	1	-
Rental – Accessory Dwelling	-	-	1	-
Rental – Co-op	-	-	-	-
Owned Units	-	36	2	-

Units by Rental Affordability				
Market	-	-	4	-
Below Market ³ - Total	-	-	-	-
Below Market - Rental Units with On-Site Supports ⁴	-	-	-	-

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	-	-
Proposed Units	-	-

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.

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.

Units Completed Outside of Reporting Period

The Town complete occupancy permits outside of the reporting period, these are recorded below to provide a more fulsome picture of development activities in the Town.

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

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

Units Under Construction – To be Completed

Currently, there are approximately 445 multi-family dwelling units under construction in the Town. These projects are expected to receive occupancy in subsequent reporting periods. Some of the larger developments include: 181 Island Highway (82 units); 7 Erskine Lane (79 units); and 1449 Burnside Road (234 Units).

Rezoning Approved

The Town had approved approximately 238 purpose-built rental units through rezoning, a subsequent development permit and building permit must still be approved. The rezoning was approved on June 18, 2024.

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 must be assigned and provide assistance to tenants, a letter to the tenants communicating their rights per the policy is to be provided, offer of a right of first refusal, moving expenses, 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 suite. The changes included removing the requirement that a secondary suite was only permitted where the residence was owner occupied, and that annual permits would no longer be required. The Town no longer requires Secondary Suite permits for new suites, because these are included through the building permit process. 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.

Name of Action:
Description of Action: Official Community Plan TOA and SSMUH Land Use Designation Adoption

Staff are bringing forward proposed amendments to the OCP including new land use designations for SMMUH and transit-oriented areas to meet the Town's 20-year housing need identified within the Town's Interim Housing Needs Report.

Completion/Milestone Date: December 31, 2025

Link: [View Royal 2050: Our Future View](#) | [Engage View Royal](#)
Number of Units: N/A

Name of Action: OCP Review and Update
Description of Action:

The Town is reviewing and updating the land use and housing objectives, policies and actions in the OCP to further increase the diversity and supply of affordable and below-market housing options in the Town. Without Regional and Provincial investment in affordable and below-market housing in the community, it will be challenging for the Town to meet the housing targets for rental affordability. The OCP will contain policies and actions to foster inter-governmental partnerships and explore best practices and incentives to deliver affordable and below-market housing.

Completion/Milestone Date: September 2026
Link: [View Royal 2050: Our Future View](#) | [Engage View Royal](#)
Number of Units: N/A

Name of Action:
Description of Action: Zoning Bylaw Update and Parking Review

This project will be initiated after the completion of the OCP to align with the new OCP, which will have progressive policies and actions on housing to meet the needs of the community.

Completion/Milestone Date: December 2027
Link: N/A

Number of Units: N/A

**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.