



TOWN OF VIEW ROYAL
COMMUNITY DEVELOPMENT
ADVISORY COMMITTEE MEETING
TUESDAY, SEPTEMBER 28, 2021
VIEW ROYAL MUNICIPAL OFFICE- TEAMS MEETING

AGENDA

Please note, due to the COVID-19 pandemic, the Town Hall has limited access at this time and for the protection of the community, Advisory members and staff, this meeting will be held without the public present under the Province's Ministerial Order No. M192. If you would like to listen to the meeting by phone please use the following phone number and conference ID:

Phone: 778-402-9227

Conference ID: 357 102 965

- 1. CALL TO ORDER**
- 2. APPROVAL OF AGENDA**
(motion to approve)
- 3. MINUTES, RECEIPT & ADOPTION OF**
 - a) Minutes of the Community Development Advisory Committee meeting held
May 25, 2021 Pg. 3-4
(motion to adopt)
- 4. CHAIR'S REPORT**
- 5. PETITIONS & DELEGATIONS**
- 6. BUSINESS ARISING FROM PREVIOUS MINUTES**
- 7. REPORTS**
 - a) **STAFF REPORTS**
(To be received for Information)
 - a) **Community Amenity Contributions Policy - Affordable Housing**
Report dated April 8, 2021 from the Director of Development Services.....Pg. 5-12
Report dated June 2, 2021 from the Senior Planner Pg. 13-23
 - b) **Community Climate Action Strategy Engagement Workshops**Pg. 24

8.2 COUNCIL REPORTS

(motion to receive)

- a) Minutes of the Council meetings held June 1, 2021 – September 21, 2021.
To view on the Town's website click [here](#).

8. CORRESPONDENCE

9. NEW BUSINESS

11. CLOSED MEETING RESOLUTION

10. TERMINATION

Next Community Development Advisory Committee Meeting – November 23, 2021



TOWN OF VIEW ROYAL

MINUTES OF THE COMMUNITY DEVELOPMENT
ADVISORY COMMITTEE MEETING HELD ELECTRONICALLY
ON TUESDAY, MAY 25, 2021

UNDER THE AUSPICES OF THE *EMERGENCY PROGRAM ACT* MINISTERIAL ORDER NO. M192

PRESENT: M. Ayala
J. Baker
R. Baker
K. Fabris
D. Faulks
A. Flint
K. Porter
H. Sharma
J. Rogers, Council Liaison

REGRETS: H. Wacker
D. Kowalewich, Council Liaison

ALSO PRESENT: L. Chase, Director of Development Services
S. Jones, Director of Corporate Administration
A. Heimburger, Recording Secretary

0 members of the public
0 members of the press

1. **CALL TO ORDER** – K. Fabris called the meeting to order at 7:05 p.m.

2. **APPROVAL OF AGENDA**

MOVED BY: M. Ayala
SECONDED: A. Flint

THAT the agenda be approved as presented.

CARRIED

3. **MINUTES, RECEIPT & ADOPTION OF**

a) Minutes of the Community Development Committee meeting held March 23, 2021

MOVED BY: A. Flint
SECONDED: M. Ayala

THAT the minutes of the Community Development Committee meeting held March 23, 2021 be adopted.

CARRIED

4. **CHAIR'S REPORT**

5. **PETITIONS & DELEGATIONS**

6. **BUSINESS ARISING FROM PREVIOUS MINUTES**

7. **REPORTS**

7.1 **STAFF REPORTS**

a) **Draft Public Art Policy No. 0100-053**

MOVED BY: K. Fabris
SECONDED: A Flint

- CDAC-02-21 THAT the Community Development Advisory Committee recommend support of the Draft Public Art Policy No. 0100-053 with the following amendments:
- revise 2.6 “celebrate the Town’s culture and heritage: to “celebrate the area’s culture and heritage” to ensure recognition of the First Nations lands on which the Town is located;
 - add “promote climate change awareness” as an objective in section 2;
 - add a sub-section to describe funding passive arts programs, such as “music in the park” and scholarships, in section 7 Funding; and
 - add the use of Community Amenity Contributions as a potential funding source in section 7 Funding.

CARRIED

7.2 COUNCIL REPORTS

- a) Minutes of the Council meetings April 6, 2021 to May 18, 2021

MOVED BY: R. Baker
SECONDED: L. Jeurond

THAT the minutes of the Council meetings held April 6, 2021 to May 18, 2021 be received.

CARRIED

8. CORRESPONDENCE

9. NEW BUSINESS

a) Request for Communication from Staff to Committee Members – R. Baker

R. Baker requested that advisory committee members be notified in advance when Community Development Advisory Committee items come forward to Council. Typically motions carried during advisory committee meetings are included on the following Council meeting agenda.

b) Town Planning Around Rail Line & Stations – D. Faulks

The Committee discussed the future of rail lines and stations within the Town from a community planning perspective. The Director of Development Services stated that this topic may be discussed as part of the upcoming Official Community Plan (OCP) review and indicated that the Transportation Master Plan is scheduled to be updated after the OCP review is completed.

10. CLOSED MEETING RESOLUTION

11. TERMINATION

MOVED BY: K. Fabris
SECONDED: L. Jeurond

THAT this meeting now terminate at 8:15 p.m.

CARRIED

CHAIR

RECORDING SECRETARY



TOWN OF VIEW ROYAL

Planning & Development Report

TO: Committee of the Whole

DATE: April 8, 2021

FROM: L. Chase
Director of Development Services

MEETING: April 13, 2021

Action List--10% Affordable Housing

RECOMMENDATION:

THAT the report titled "Action List—10% Affordable Housing" dated April 8, 2021 from the Director of Development Services be received.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

I concur with the recommendation.

PURPOSE OF REPORT:

At the July 16, 2019 Council meeting a motion was passed directing staff:

To report back on the possibility of requiring 10% affordable housing units in all new multi-family developments.

TIME CRITICAL:

No.

BACKGROUND DISCUSSION:

Housing affordability is a challenging issue throughout the CRD. The Town has taken a variety of steps over the years on this topic. Some of the more recent activities related to housing are highlighted below:

- The Housing Gaps and Needs study was completed in 2020. The study highlights that affordable housing is needed in View Royal with 355 households in core housing need as of 2016. In short there is a need for more than 200 non-market rental units, as well as programs and supports for affordable ownership. The report also highlights that housing affordability has both supply and demand influences, and that increased supply of housing (particularly multi-family units) will have an impact on affordability.
- The Town has been a long-time contributor to the CRD Regional Housing Trust Fund. One new CRD housing project opened in View Royal in 2020. It is comprised of 150 units of near market and below-market housing. The Town granted partial relief from Development Cost Charges for this project.
- The 2011 Official Community Plan included policies related to affordable housing:
 - HS1.4 Housing Amenity Contributions
 - Ensure that any proposed multi-unit residential development requiring a rezoning provides a 'housing amenity' contribution to the Town, which could be directed to the Regional Housing Trust Fund as part of the Town's annual contribution.
 - Action HS2
 - Consider preparing a comprehensive Housing Strategy to address housing issues in View Royal, such as identifying gaps in the provision of non-market and market housing options, provision and replacement of affordable housing, seniors housing, family-oriented, workforce housing, and special needs housing, and residential infill development.
- Council adopted an amended Community Amenity Contribution policy in February 2021. This policy states 'Community amenity contributions are not expected for residential units that would be in perpetuity non-market, below-market or for special needs'.

This report will review:

- Recent development applications in View Royal that have included CAC's or housing amenities
 - The impact/connection to CAC's
 - What other CRD municipalities are doing
 - Other tools for consideration
 - Issues for Council consideration
-

DISCUSSION:

Recent Development Applications in View Royal

Over the last 5 years the Town has benefitted from an increase in development applications, many of which have included commitments to affordable housing and/or community amenity contributions. A list of the projects, and the expected contributions are below:

Project Address/Name	Amenity Contribution
242/244 Island Highway	\$27,500 cash
7 Erskine	\$3500/unit
9 Erskine	\$3500/unit, rental project, 10% of units to be affordable and secured by a Housing Agreement Bylaw
298 Island Highway	\$3500/unit
3, 5, 7 Helmcken 1449 Burnside Road	\$3500/unit, support for existing tenants to relocate.
2861 Craigowan	\$750,000 cash contribution for affordable housing initiatives or CRD Housing Trust Fund. Housing Agreement Bylaw includes Rental only covenant, relocation package, right of first refusal for new units, 33 most senior tenants granted rent in new buildings at current rental rate for comparable units. Offsite improvements including signalization of Shoreline Drive and Island Highway, Island Highway lane improvements, sidewalks, bike lanes on Shoreline Drive, pedestrian lighting.

Housing and Community Amenity Contributions

The economics involved in seeing a site through the development process from rezoning to occupancy are challenging. Increasing land, financing, material, construction, and labor costs all impact the developer’s decision to proceed with a development or not. It is a careful balancing act for local government to not place too many additional burdens on development, and to remove roadblocks where possible so that the kind of development anticipated in an Official Community Plan can be realized.

The Community Amenity Contribution (CAC) Policy recently amended by Council recognizes that amenities come in a variety of forms, and that affordable housing is an amenity. The existing policy suggests that Council can either achieve affordable housing or receive a CAC contribution. The exception to this may be very large projects where there is more latitude for negotiation. The other opportunity to possibly achieve both objectives may be where Council takes the step to pre-zone sites (thus eliminating significant risk and carrying costs) using density bonus zoning or is prepared to make concessions on other requirements (for example parking). There are no restrictions on Council making decisions to use CAC funds to support affordable housing initiatives.

Related to this is the question of who administers affordable housing units. Existing agreements require that a rent roll be provided yearly to the Town to ensure that the affordable units continue to be available and occupied as per the housing agreement.

What Other CRD Municipalities are Doing

Municipality	Policy	Exemptions	Notes
Sooke	Affordable Housing & Social Housing Policy (2007) includes 10% of multifamily units in all developments where 10 or more units are being developed. Also applies to subdivisions where 10% of lots created over 10 must be used for affordable housing.	Less than 10 units or lots	Sooke Policy also includes multiple actions for the municipality to facilitate development process.
Langford	Affordable Housing and Amenity Contribution Policy (2018)	Designates different areas of community for varying levels of amenities. Combines Affordable Housing Amenity with a contribution for General Amenity Reserve Fund.	Generally, \$1000 per Single Family Equivalent for affordable housing. Housing units are required where more than 15 lots are created. Amenity contribution applies to both residential and commercial/ industrial.

Colwood	Community Amenity Policy (2009) which has requirements paying into the Affordable Housing Reserve Fund. They have a 2007 Attainable Housing Policy - But it is not followed.		Colwood has recently reviewed and updated their policy. Funding for their Affordable Housing Reserve Fund has been used to offset DCC's and otherwise support the creation of affordable housing by different groups and agencies.
Esquimalt	Esquimalt relies on policy in their OCP and negotiates for amenities with each rezoning application.		Through negotiation process they try to secure units that are suitable for a range of household types including families. 2 and 3 bedroom units are encouraged. Housing Agreements are used to secure.
Victoria	Inclusionary Housing and Community Amenity Policy (2019)	Projects with less than 60 units are exempt from providing units, but do provide cash-in-lieu contributions instead. Rental projects are exempt as are non-market projects.	Includes provisions for density bonusing and contribution is tied to land lift associated with rezoning. Policy targets a return of 75% of land lift. Cash in lieu ranges from \$5/ft ² to \$35/ft ² but only applies to bonus floor space.

<p>Central Saanich</p>	<p>Community Amenity Contributions Policy (2017)</p> <p>Community amenities are defined as a broad range of categories including: public realm enhancements, arts and cultural facilities, public art, parks and environment, heritage conservation, greater housing choice, and adaptable design features, child care facilities, and similar features or facilities.</p>		<p>Amenity Contribution Target Levels: a. Affordable/Supportive Housing Community Amenity - \$2,000 per unit/lot or equivalent square metre total floor area commercial/ industrial/ institutional. b. General Community Amenity - \$5,500 per unit/lot or equivalent square metre total floor area commercial/ industrial/institutional. Affordable Housing Fund is to assist in provision of affordable or supportive housing through partnerships with non-profit housing agencies.</p>
<p>Sidney</p>	<p>Bonus Density & Community Amenity Contribution Policy (2019). Target contribution is \$150/m² of additional floor area above the base density of the existing zone.</p>	<p>Primary objective of policy is cash contributions. Council has discretion to waive amenity policy for: below market housing; off-site improvements above requirements; where land improvements and access are provided; for public art; for additional public parking (either underground or on site)</p>	

Other Tools for Consideration

CRD Housing Trust Fund

The Town has been a long-time contributor to the CRD Regional Housing Trust Fund. The CRD is able to leverage the funds for this purpose by partnering with senior levels of government to acquire land and build new housing. One option for consideration is to increase the amount the Town contributes by either allocating a portion of the existing CAC or developing a separate Housing Amenity Contribution to be Policy.

Strata Conversion Policy

Many affordable housing units are contained in older buildings that were purpose built for rental. A strata conversion policy would ensure that those previously occupied units are not strata titled without review and approval by Council. This type of policy usually establishes a minimum vacancy rate for rental accommodation, below which strata conversion applications must come to Council for consideration. This type of policy ensures that existing rental stock is protected, particularly when rental vacancy rates are extremely low.

Amending the Town's Community Amenity Contribution Policy

The existing amenity policy focuses on the provision of amenities at the discretion of Council. A recent contribution related to 242-244 Island Highway means that there is \$27,500 available. Funds are added when a building permit is issued which means that this is not a stable and regular source of funding for amenities or housing projects.

An option for consideration is to amend the CAC policy to explicitly collect funds earmarked for housing (either by allocating part of the existing \$3500 target funding amount, or assessing a new Affordable Housing Amenity contribution). This approach is consistent with policy that has been implemented by other CRD municipalities. This approach recognizes that the CRD Housing trust is well established and is able to significantly leverage contributions to create affordable housing in the region. For larger projects it may be advisable to ensure the policy is flexible and does not preclude being able to negotiate for affordable units to be provided (as occurred with 9 Erskine Land and Christie Point).

Issues for Council Consideration

If Council wishes to proceed with a policy direction that supports the provision of affordable housing in all new developments, there are many considerations that are part of that decision making process:

- The impact of additional requests from municipalities on the bottom line for developers is often the difference between a project proceeding or not. The existing requirements from the Town include frontage and servicing requirements, Community Amenity Contributions, Development Cost Charges, permit fees and more. The hidden costs are things like the carrying costs and risk associated with rezoning and development permit approvals. Not having projects proceed because the economics no longer work is a risk and will have impacts to things like future assessments, building permit fees and more.
- The capacity of the existing staff complement to manage an elaborate housing policy is limited. The simplest option would be a cash amenity that is then passed on to the CRD Housing Trust. The next simplest option is a cash contribution that is allowed to accumulate and then is used for things like offsetting DCC charges is more realistic for a community of our size. Staff note that a Town administered fund to support housing projects being completed in View Royal will take many years to accumulate sufficient funds to have a significant impact. Options that include long term monitoring of rent rolls are less sustainable and are subject to human error.
- Engagement with the development community to understand any concerns and impacts to future development in View Royal should Council wish to proceed with development of a policy.

NEXT STEPS:

Should Council wish to continue to develop a policy with respect to affordable housing, staff would recommend amending the existing Community Amenity Policy to collect cash contributions to be forwarded to the CRD Regional Housing Trust fund (over and above our usual annual contribution).

RECOMMENDATION:

THAT the report titled "Action List—10% Affordable Housing" dated April 8, 2021 from the Director of Development Services be received.

SUBMITTED BY:



L. Chase, Director of Development Services

REVIEWED BY:



K. Anema, Chief Administrative Officer



TOWN OF VIEW ROYAL
Planning & Development Report

TO: Committee of the Whole **DATE:** June 2, 2021
FROM: J. Chow, Senior Planner **MEETING:** June 8, 2021
FILE NO: 0340-20-40 Policies – Dev. Serv.-
Community Amenity Contribution Policy

**COMMUNITY AMENITY CONTRIBUTIONS POLICY AMENDMENT –
AFFORDABLE HOUSING**

RECOMMENDATION:

THAT the June 2, 2021 report from the Senior Planner titled “Community Amenity Contributions Policy Amendment – Affordable Housing” be received for information.

CHIEF ADMINISTRATIVE OFFICER’S COMMENTS:

I concur with the recommendation.

DIRECTOR OF DEVELOPMENT SERVICES’ COMMENTS:

I concur with the recommendation.

DIRECTOR OF FINANCE’S COMMENTS:

I concur with the recommendation.

PURPOSE:

To seek direction on how to address affordable housing as a component of the Community Amenity Contribution Policy.

BACKGROUND:

At the April 13, 2021 Committee of the Whole meeting, the Committee considered a report regarding the provision of affordable (below-market) housing.

Staff identified an option for consideration is to amend the CAC policy to explicitly collect funds earmarked for housing (either by allocating part of the existing \$3500 target funding amount or assessing a new Affordable Housing Amenity contribution). For larger projects it may be advisable

to ensure the policy is flexible and does not preclude being able to negotiate for affordable units to be provided (as occurred with 9 Erskine Lane and Christie Point).

DISCUSSION:

Council *Policy #6400-041 - Community Amenity Contributions (CAC)* (see Attachment 1) provides targets for the negotiation of community amenities in residential rezoning applications.

The following issues are discussed in this report:

1. Amending the CAC policy to make specific allocations towards affordable housing
2. Directing funds for affordable housing
3. Negotiating for affordable housing units in large rezoning developments

1. Amending the CAC policy to make specific allocations towards affordable housing

Existing CAC target rates from Section 1.9 of the policy are:

- \$5500 per single-family residential unit/lot
- \$3500 per unit for other types of residential uses (duplex, triplex, fourplex, townhouse, apartment etc.)

The policy does not allocate a set amount or percentage of CAC funds received towards affordable housing. Staff identifies the following as options to consider:

1. No change – can be allocated case-by-case
2. Allocate 25% of CAC funds collected for affordable housing.
3. Allocate 25% of CAC funds collected for affordable housing and increase the CAC rate by \$500 per unit.

Table 1. Community Amenity Contributions towards Affordable Housing

<i>Option</i>	<i>Single Family Residential</i>	<i>Other types of Residential Units</i>
1. No change	Allocated case-by-case	Allocated case-by-case
2. 25% of existing CAC rate with no rate increase	\$5500 per unit (\$1375 for affordable housing)	\$3500 per unit (\$875 for affordable housing)
3. 25% of CAC rate with proposed \$500 increase	\$6000 per unit (\$1500 for affordable housing)	\$4000 per unit (\$1000 for affordable housing)

- The percentage target is useful for when a development proponent provides a tangible amenity (e.g., building a public trail) and the target cash contribution rate is consequently reduced.
- This would leave 75% of the rate to be used toward other community amenities. In comparison, City of Victoria allocates 70% of cash amenities received to a housing reserve fund, leaving 30% for community amenities.

Options 1 and 2 are both within the range of a sample of other municipalities in the region that have specific CAC rates for affordable housing as shown in Table 2.

Table 2. Other Municipalities

<i>Municipality</i>	<i>Single Family Residential Unit</i>	<i>Other types of Residential Units</i>
City of Langford (2018)	\$4800-\$7000 total (\$1000 for affordable housing)	\$3168-\$4620 total (\$610-660 for affordable housing)
District of Central Saanich (2018)	\$7500 total (\$2000 for affordable housing)	\$7500 total (\$2000 for affordable housing)

District of North Saanich, District of Oak Bay and Town of Sidney do not allocate specific CAC or Bonus Density amounts towards affordable housing.

Regarding an increase to CAC rates, the impact of additional requests from municipalities on the bottom line for developers is often the difference between a project proceeding or not. Requirements from the Town include frontage and servicing requirements, Community Amenity Contributions, Development Cost Charges, permit fees and more. Hidden costs include carrying costs and risk associated with rezoning and development permit approvals. Not having projects proceed because the economics no longer work is a risk and will have impacts to things like future assessments, building permit fees and more.

The existing target rates in combination with Development Cost Charges placed the Town in the median of municipalities within the region. Increasing the CAC rate would be more progressive, pushing the Town towards the higher end, but at a certain point could make the Town appear to be a less desirable place for investment and community development.

2. Directing funds for affordable housing

The policy does not address how CAC funds for affordable housing would be directed. There are several options that can be considered:

- a. *Allocate to CRD Regional Housing Trust to supplement current annual contribution*
- b. *Collect funds to offset DCC waivers*
- c. *Collect funds for a project within the Town*

Staff supports Option A.

Option A: Allocate to CRD Regional Housing Trust Fund

This is in addition to the Town's annual contributions.

- Pros:
 - Simple to administer, low overhead costs Town staff
 - Pooling contributions into a regional fund supports affordable housing projects to move forward sooner.
 - The Capital Regional District has staff expertise and capacity to administer the fund.
 - The CRD can leverage pooled contributions with other funding sources to create more 'bang for the buck'
- Cons:
 - The most recent project is the West Park apartments at 1910 & 1920 West Park Lane. It is uncertain when another project might be located within Town. However, affordable housing is a regional issue in a region with a relatively compact urban area.
- Note:
 - For larger projects it may be advisable to ensure the policy is flexible and does not preclude being able to negotiate for affordable units to be provided (as occurred with 9 Erskine Land and Christie Point). Staff have limited capacity to administer. Note private projects have an end date.

Option B: Collect funds to offset DCC waivers

Funds would be collected to offset any potential Development Cost Charge waivers requested for an affordable housing project.

- Pros:
 - supports projects within the Town
 - Preserves integrity of DCC program
- Cons:
 - It could take many years to accumulate sufficient funds to have a significant impact. For example, the DCC waiver of \$207,230 for the CRD Housing project at 1910-1920 West Park Lane would have depended on the development of 139-151 single family lots or 208-237 units of market multifamily residential units elsewhere in the Town.
 - There is not certainty of when funds would be requested, and the current building boom would be missed.
 - The creation of new funds should be carefully considered as there are long term overhead costs for staff administration of funds.

Note: date of policy/payment can make a difference in how much money is accruing.

Option C: Collect funds for a project within the Town

- Pros:
 - The amounts would be collected for a local project.
- Cons:
 - Would take a long time to accrue sufficient funds to initiate or support a project within the Town. The Town is approaching build-out in that few large and/or vacant land holdings remain. Land assembly for redevelopment of developed lands takes a long time. The current building boom would be missed.
 - The value of collected funds might not keep pace with inflation.
 - The creation of new restricted or reserve funds should be carefully considered as there are long term overhead costs for staff administration of funds. Having too many funds has created overlapping issues for the Town in the past.
 - There is limited staff capacity to implement or partner in a project.

3. Negotiating for affordable housing units in large rezoning developments

There have been recent Council discussions on the provision of affordable housing units in new developments. The City of Victoria's 2019 *Inclusionary Housing and Community Amenity Policy* is the leading policy in the region that sets a target for the provision of inclusionary housing units (housing at a below-market price or rent built/provided by private developers). It acknowledges that "when delivered in small numbers, inclusionary housing units can be challenging and costly to administer, operate and monitor over time." The City of Victoria policy uses bonus density provisions where additional density is allowed if certain conditions are met. For developments where 60 or more residential units are proposed in higher density locations (downtown, Songhees, James Bay, Cook Street Village, etc.) the general targets are:

- Rental inclusionary units: 20% of the total units or floor space
- Owned inclusionary units: by economic analysis

The viability of development is much lower in the Town, so the target for the provision of affordable units should be more moderate. The Town's recent experience with rezoning for a larger rental residential project at 9 Erskine Lane for 336 apartment units was for 10% of the units to meet

affordable housing criteria for a twenty-year period. A policy statement such as the following could be considered:

Affordable Housing Amenity

Where more than 60 additional residential rental units are proposed or possible, target a housing agreement to provide 10% of the units or floor space as affordable units for a twenty-year period as a Tangible Community Amenity Contribution.

A practice for the provision of below market rentals is that third parties (e.g., non-profit societies) would conduct tenant screening to meet affordability criteria at a cost to the landowner, but ongoing staff oversight of each program would still be required.

City of Langford was the first local government in the region to target the provision of below-market owned housing (25-year housing agreement for below market sale pricing), however the development community has demonstrated a consistent preference for cash contributions for housing affordability instead. There are also ongoing staff resources expended on program administration and qualification screening of prospective purchasers with every real estate transaction.

NEXT STEPS:

Decisions on the following options are requested to help staff to prepare a CAC amendment for Council consideration.

1. Amending the CAC policy to make specific allocations towards affordable housing

Options:

1. No change – contributions can be made to affordable housing on an ad hoc basis.
2. Allocate 25% of CAC funds collected for affordable housing.
3. Allocate 25% of CAC funds collected for affordable housing and increase the CAC rate by \$500 per unit.
4. Allocate a different percent and/or increase to the CAC rates.

2. Directing funds for affordable housing

Options:

- a. Allocate to CRD Regional Housing Trust Fund (staff recommendation).
- b. Collect funds to offset DCC waivers for affordable housing.
- c. Collect funds for a project within the Town.

3. Negotiating for affordable housing units in large rezoning developments

- Should the threshold to consider the provision of affordable rental units on-site be 60 units (same as City of Victoria) or higher (e.g., 100)?

RECOMMENDATION:

THAT the June 2, 2021 report from the Senior Planner title "Community Amenity Contributions Policy Amendment – Affordable Housing" be received for information.

SUBMITTED BY: 

Jeff Chow, MCIP, RPP
Senior Planner

REVIEWED BY: 

Lindsay Chase, MCIP, RPP
Director of Development Services

ATTACHMENTS

1. Policy #6400-041 - Community Amenity Contributions (4 pages)



POLICY MANUAL

POLICY TITLE: Community Amenity Contributions	POLICY #: 6400-041
AUTHORITY: Council	EFFECTIVE DATE: July 16, 2019
ISSUED BY: Director of Development Services	REVIEW SCHEDULE: Four years
	APPROVED BY: Council C-106-19
DATE ISSUED: July 16, 2019	DATE APPROVED: July 16, 2019

PURPOSE: To provide guidance and to establish targets for Community Amenity Contributions in association with rezoning applications for changes to residential land use and/or density. New development should provide a fair contribution to help address the needs of a changing community and some of the impacts of growth.

DEFINITIONS: “**Community Amenity**” means any public benefit, improvement, or contribution that can enhance the quality of life for a community, and includes, but is not limited to: aesthetic features; public spaces; land or an interest in land; affordable and special needs housing; facilities that meet a range of social, cultural, environmental, and recreational needs of the community, and heritage designation. Development requirements are not Community Amenities.

“**Cash Amenity**” means money provided as a Community Amenity Contribution.

“**Community Amenity Contribution**” or “CAC” means the provision of a Community Amenity by a development proponent as voluntarily agreed to with the Town.

“**Development Requirement**” means anything that is required by any of the following

- a. Provincial legislation;
- b. Bylaws, regulations and policies of the Town and the Capital Regional District; and
- c. The Town’s servicing requirements.

“Tangible Amenity” means the provision of a capital asset or service as a Community Amenity.

POLICY:

1.1. Discretion

The Town will consider proposed Community Amenity Contributions on a case by case basis. Nothing in this policy is intended to impair or fetter the discretion of Council with respect to the adoption of any bylaw.

1.2. Community Amenities

Community Amenities may include those identified in the Official Community Plan, Parks Master Plan and other Town documents, or those accepted by Council through the development application process.

1.3. Priorities

The following community amenities will be prioritized over-cash amenities or more general community amenities that benefit the larger community

1.3.1. Tangible amenities Contributions that benefit the immediate neighbourhood or directly address local development impacts.

1.3.2. Tangible amenities that can be implemented in the short term rather than the long term.

1.4. Consideration of Tangible Amenities

Tangible amenities should be of clear value to the Town.

1.5. Valuation of Tangible Amenities

The financial value of Tangible Amenities will be determined by staff.

1.6. Non/Below Market or Special Needs Housing

Community Amenity Contributions are not expected for residential units that would be in perpetuity non-market, below-market or for special needs.

1.7. Long Term Ongoing Costs

Factors in considering the acceptability of a Tangible Amenity will include the long-term costs to operate, maintain, repair and replace the amenity.

1.8. Housing Affordability and Supply

The potential impact on housing affordability and supply will be considered.

1.9. Target Rates

The following target rates for Cash Amenities are established as basis for negotiation:

1.9.1. \$5500 per single-family residential unit/lot

1.9.2. \$3500 per unit for other types of residential uses

1.10. Land Lift Analysis

A land lift analysis should be conducted by a qualified third party agreed to by the development proponent and the Town where more than 100 additional residential units are proposed or possible. The Town will seek a target of 50% of the increase in land value for the provision of community amenities. The cost of conducting the analysis would be deducted from the Community Amenity Contribution amount. Where there is no or negative land lift, alternative community amenities may be negotiated.

PROCEDURES:

2.0 Cash Amenities

2.1 Cash amenities will be calculated based on the maximum increased development potential of the new zone or another agreed upon amount and:

2.1.1 Received concurrently with fourth reading of a rezoning bylaw; or

2.1.2 Secured in a covenant registered concurrently with fourth reading of a rezoning bylaw. The covenant will state that the Cash Amenities are a voluntary contribution and establish timing for the provision of the Cash Amenities.

3.0 Tangible Amenities

3.1 Tangible Amenities will be:

3.1.1 Received concurrently with fourth reading of a rezoning bylaw; or

3.1.2 Secured in a covenant registered concurrently with fourth reading of a rezoning bylaw. The covenant will state the Tangible Amenity is a voluntary contribution; set the security deposit value; establish timing for the provision of the tangible amenities; and if the tangible amenity is not completed, the contributor's claim to the security deposit would be released and the Town may complete the tangible amenity.

ATTACHMENTS: N/A

DISTRIBUTION: Electronic file Y:\Administration\0340 \50 \6400 – Planning and Town of View Royal website.

Community Amenity Contributions Policy No. 6400-041
Frequently Asked Questions

1. What is a Community Amenity Contribution?
2. How are Community Amenity Contributions acquired?
3. What is the legislative authority for Community Amenity Contribution?
4. What is the purpose of the Community Amenity Contribution Policy?
5. How was the Policy developed?
6. How does the Policy work?

1. What is a Community Amenity Contribution?

Community Amenity Contributions are capital improvements or funds offered by a development proponent that benefit the Town but are not something that is required to accommodate the proposed development (see Table 1). They help provide community improvements that are not in the Town's current budget, or would enable other improvements that are not fully funded.

Table 1. Examples

Community Amenity Contribution	Development requirements (not CACs)
<ul style="list-style-type: none">• Park improvement• Public art• Contributions for Town use including affordable housing• Transit shelter (not in front of development site)	<ul style="list-style-type: none">• Frontage improvements (e.g. sidewalks, street lighting and road paving in front of development site)• Service upgrades to accommodate the development (e.g. water main or storm drain upgrade)

Local examples include the following:

- a. Contribution towards the play structure at Portage Park
- b. Contribution towards flashing lights at Galloping Goose Regional Trail crossing on Atkins Road
- c. Contribution towards construction of Chilco Trails
- d. Eagle Creek Park, including trails and pedestrian bridge

This is different from density bonusing, where additional density is permitted based on a formula in a Zoning Bylaw. For example, in some multifamily residential zones, the Zoning Bylaw permits a small amount of additional density if underground parking is provided.

2. How are Community Amenity Contributions acquired?

Community amenity contributions are negotiated or offered in relation to a rezoning application.

3. What is the legislative authority for Community Amenity Contributions?

There is no specific legislation on Community Amenity Contributions, so they cannot be imposed on a development; instead they are agreed upon by negotiation as goodwill. The Province has prepared a guide (Attachment 1), acknowledging the practice but seeking to protect housing affordability in new development.

4. What is the purpose of the Community Amenity Contribution Policy?

The policy was created to:

- a. Provide consistency between rezoning applications
- b. Set targets that serve as guidelines to simplify the negotiation process

5. How was the Policy developed?

The Town's policy was developed through comparison with the other municipalities who have Community Amenity Contribution Policies (Central Saanich, Colwood, Langford, North Saanich, Oak Bay and Victoria). In most cases, the policies apply to residential rezoning applications (some have targets for other types of development, but most municipalities negotiate those on a case-by-case basis). The Town's target is in the mid to upper range when factoring in development cost charges, to support community development without significantly impacting affordability.

6. How does the Policy work?

The policy sets different target based on the number and type of residential units – detached, attached (duplex, townhouse, etc.) and apartments. For a larger project, the policy calls for community amenity contributions to be based on a land lift analysis. A land lift analysis a comprehensive estimate of the change in land value before and after rezoning. The policy would not apply to proposed affordable housing units.

If the amenity is not provided at the time of rezoning, a covenant that to commit the property owner to provide the amenity at the time of construction. That is usually when financing is usually available to a development proponent.



For Information: Community Climate Action Strategy engagement workshops

In response to the changing global climate, the Town of View Royal is initiating a Community Climate Action Strategy to:

- update View Royal’s greenhouse gas reduction targets
- help develop climate action policies for the Official Community Plan
- prioritize community actions to mitigate climate change at the local level

Two online Community Climate Action Strategy engagement workshops to be held Monday, October 4 **AND** Wednesday, October 13 – both 6:00 pm to 8:30 pm.

The purpose of the workshops is to gather in-depth input from key stakeholders and interested members of the public to supplement an upcoming survey for View Royal. Community Energy Association will facilitate these engaging, interactive workshops to ensure all voices and priorities are reflected in our community’s Climate Action Strategy. The online format will allow all participants to learn about the strategy and provide feedback and insight.

If you are interested and able to attend both workshops, please email planning@viewroyal.ca. Please note that the number of participants is limited and registration will be confirmed September 30.

Workshop #1 – Vision & Values Targets

This facilitated event will increase key stakeholders’ awareness of the Town’s approach to addressing climate action through bold actions and will gather input for a vision for View Royal’s future by:

- Reviewing baseline and “business as usual” community emissions
 - Backcasting 2050 – A scenario development exercise to help create a 20-year vision for the Town as a zero emissions community
 - Discussing options for short and long term GHG emissions reductions targets
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Workshop #2 – Prioritization & Mobilization

This session will start with an overview of the “Big Moves”. These are the key strategies that are required to significantly move the dial on climate action. Participants will work in small groups to prioritize actions and identify key implementation factors for transportation, buildings, waste and other. The session will focus on:

- High impact actions in a local context
 - Next steps and moving the plan to implementation
 - How the strategy might affect different groups, and
 - How the community can be mobilized – finding champions for local climate action
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