

FOR: COUNCIL
MEETING DATE: April 20, 2026
DEPARTMENT: PLANNING & DEVELOPMENT
SUBJECT: **AMENITY COST CHARGE BYLAW**

OVERVIEW

Purpose of Report

To present the “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” for Council consideration of first, second and third reading. |

Recommendation

1. That “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” (a bylaw to impose amenity cost charges) pass first reading;
2. That “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” pass second reading;
3. That “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” pass third reading; and,
4. That the “Community Amenity Contribution Policy” (COU-212) be repealed.

BACKGROUND

As part of the Development Cost Charge (DCC) Bylaw update, Staff were directed to prepare an Amenity Cost Charge (ACC) bylaw (2025-JUL-07 Council meeting). ACCs help a municipality recover the costs of amenities that provide social, cultural, heritage, recreational, or environmental benefits to a community. The amenity projects must benefit current and future users and be driven by growth.

At the 2024-DEC-02 meeting, Council passed the following motion:

“That Council direct Staff to proceed with the development of an Amenity Cost Charge (ACC) program that includes the following facilities:

1. Improvements and expansions as outlined in the Beban Park Master Plan;
2. Improvements and expansions in the Stadium District; and,
3. A community recreation facility in the South Gate Urban Centre.”

The selection of the three facilities for the ACC program was based on Local Government Act criteria and best practice criteria, as shown in the decision matrix in Attachment A.

At the 2026-FEB-23 meeting, Council directed that Staff proceed with a phased implementation of the DCC and ACC programs, and prepare an Amenity Cost Charge bylaw with an implementation date of January 2029.

This report presents the “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” (ACC Bylaw) which, over time, can help recover the costs of improvements for three recreation facilities in the City. The “Amenity Cost Charge Bylaw Development” report in Attachment B provides the full background to the proposed ACC program.

DISCUSSION

The proposed ACC Bylaw would apply to applications for a subdivision and building permit, similar to DCCs, with the exceptions outlined in Section 5.0 of the bylaw (and exceptions outlined in the *Local Government Act*). The proposed ACC rates are shown in Table 1.

Table 1: Proposed Amenity Cost Charge (ACC) Rates

Type of Development	Unit	ACC Rate
Low-Density Residential	Per lot or dwelling unit	\$5,278.43
Medium Density Residential	Per dwelling unit	\$3,591.83
High Density Residential	Per dwelling unit	\$2,186.33
Commercial	Per m ² of GFA*	\$3.44
Industrial	Per m ² of GFA*	\$1.41
Institutional	Per m ² of GFA*	\$3.44

*GFA = Gross Floor Area

Community Amenity Contribution (CAC) Policy

With the introduction of an ACC program, it is recommended to repeal the “Community Amenity Contribution Policy” (COU-212). The CAC Policy directs Staff to negotiate an amenity contribution as part of a rezoning or land use covenant amendment process. The CAC Policy contains a table of expected monetary contributions to be provided (per housing unit or gross floor area) to meet the amenity needs of a growing community. The proposed ACC program (and ACC Bylaw) will replace the expected monetary CACs, to avoid a double monetary amenity charge at the time of a development application. The purpose of ACCs is similar to a monetary CAC rate, except that the *Local Government Act* provides a clear authority and framework for the collection and use of ACC fees.

In situations where it is appropriate to negotiate for an in-kind amenity (i.e. parkland) as part of a rezoning application, City Staff can rely on the policy guidance in Section E4.2 of City Plan “Community Amenity Contributions”.

The City’s practice has been to secure the monetary CAC amount at the time of rezoning and then register a covenant on the title of the property requiring the landowner/developer to pay the monetary

CAC amount at the time of building permit issuance. Sometimes the in-kind amenity is also secured at a later stage in the development process. Due to the gap in time between an applicant submitting a rezoning and building permit application, there may still be CACs (previously secured through rezoning covenants) to be collected once the applicant applies for a building permit, after the ACC Bylaw is adopted. For properties/applicants in this situation, the recommended practice is to ensure that any monetary CAC that is owed to the City as a result of a previously secured rezoning covenant can be deducted from the total required ACC fee.

In addition, Section 570.9 of the *Local Government Act* states that despite an amenity cost charge bylaw, a local government may enter into an agreement with a person under which the person provides, constructs, alters or expands an amenity, or provides land for an amenity, instead of paying all or part of an amenity cost charge.

COMMUNICATION AND COMMUNITY ENGAGEMENT

The public engagement process for the DCC Update, and introduction to the ACC program was completed in the fall of 2025, and the results were presented at the 2025-DEC-08 Governance and Priorities Committee meeting. A summary of the consultation is also provided in Section 6.0 of the report in Attachment B.

During the engagement there was interest to phase in the proposed new DCC and ACC rates. In response, Council directed Staff (at the 2026-FEB-23 meeting) to proceed with an ACC Bylaw that contains an implementation date of January 2029. This means that the proposed ACC Bylaw can be adopted in 2026, and the ACC rates would not apply until January 2029, giving the development community time to adjust to the new ACC rates.

ALIGNMENT WITH CITY PLAN

- A Green Nanaimo: Resilient and Regenerative Ecosystems
- A Connected Nanaimo: Equitable Access and Mobility
- A Healthy Nanaimo: Community Wellbeing and Livability
 - City Plan policy C3.6.1 “Continue to provide recreation facilities and infrastructure to meet the demands of the community as it grows and that support overall recreation and wellness needs.
 - City Plan policy C3.6.22 “Continue the phased implementation of the Beban Park Master Plan and the Beban Park Facility Plan....”
 - City Plan policy C3.6.25 “Align facility and development planning to add new and updated facilities where they are needed, such as the proposed South End Community Centre.”
 - City Plan Section D6.4 and Figure 42 “Existing & Future Parks, Recreation, Culture, & Wellness Amenities” identifies: i) Beban Park and the Stadium District as existing facilities that are prioritized for future updates; and ii) prioritizes a new recreation, culture and wellness facility in the South Gate Secondary Urban Centre.
- An Empowered Nanaimo: Reconciliation, Representation and Inclusion
- A Prosperous Nanaimo: Thriving and Resilient Economy

ALIGNMENT WITH COUNCIL'S STRATEGIC PRIORITIES

The report is aligned with the following Council Strategic Framework priorities:

- Implementing City Plan Action Plans and Key City Management Plans
- Social, Health and Public Safety Challenges
- Maintaining and Growing Current Services
- Capital Projects
- Communicating with the Community
- Governance and Corporate Excellence

NEXT STEPS

It is recommended that Council give first, second and third reading to “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440”, and repeal the CAC Policy. The next step will be for Council to consider final reading of the ACC Bylaw in May 2026, with an implementation date of January 2029.

OPTIONS

- i)
 1. That “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” (a bylaw to impose amenity cost charges) pass first reading;
 2. That “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” pass second reading;
 3. That “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440” pass third reading; and
 4. That the “Community Amenity Contribution Policy” (COU-212) be repealed.
 - The advantages of this option: The proposed amenity cost charge program as outlined in Attachment B was created to ensure the City will have funds for capital improvements of three recreation facilities to accommodate the City’s future population growth. The implementation date for the ACC rate is proposed to be January 2029 to give the development community time to adjust to the proposed new ACC rates.
 - The disadvantages of this option: The City will need to wait until 2029 to accumulate ACC funds for the three recreation facilities.
 - Financial Implications: An ACC reserve fund will be required by January 2029, and the Finance Department will complete the annual LGA reporting requirements for the ACC reserve fund.
- ii) That Council give alternate direction to Staff.

KEY MESSAGES

- Council directed Staff to proceed with the development of an Amenity Cost Charge (ACC) program that includes improvements at Beban Park and the Stadium District, and a community recreation facility in the South Gate Urban Centre.
- The proposed ACC program (and ACC Bylaw) will replace the expected monetary charge in the CAC Policy, to avoid a double amenity charge at the time of a development application.
- It is recommended that Council give first, second and third reading to “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440”, and repeal the CAC Policy.

ATTACHMENTS

ATTACHMENT A: Decision Matrix for the City of Nanaimo Amenity Cost Charge Program

ATTACHMENT B: Amenity Cost Charge (ACC) Bylaw Development – 2026-FEB-12

ATTACHMENT C: “City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440”

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ATTACHMENT A

DECISION MATRIX FOR THE CITY OF NANAIMO AMENITY COST CHARGE PROGRAM

	Beban Park Capital Improvements	Stadium District Capital Improvements	Community Centre (South Gate Area)	Purchase Land for Community Centre in Woodgrove Area	Waterfront Walkway	General Active Mobility Improvements Fund
Local Government Act ACC Required Criteria						
ACC projects must be an amenity that provides social, cultural, heritage, recreational or environmental benefit.	✓	✓	✓	✓	✓	✓
ACCs can only help fund the capital costs of amenities, thus there must be the potential for capital costs.	✓	✓	✓	✓	✓	✓
ACC amenities must benefit increased population growth.	✓	✓	✓	✓	✓	✗ Limited benefit to new population
The ACC amenities should not overlap with projects in the City's DCC program.	✓	✓	✓	✓	✗ Portions of waterfront walkway are in the DCC program	✗ There is potential for overlap with DCC program
ACC Best Practice Criteria						
ACC projects should benefit all City residents (existing and future).	✓	✓	✓	✓	✓	✗ Project dependant
To reduce risk the ACC amenities should be on City owned land.	✓	✓	✓	✓	✗ Some projects not on City land.	✓
The ACC reserve should support capital improvements within the designated ACC program timeframe.	✓	✓	✓	✗ Potentially beyond the ACC program timeframe	✓	✓
The ACC amenities should not overlap with amenities that may be secured as part of site specific rezoning negotiations.	✓	✓	✓	✓	✗ Potential to secure at rezoning	✗ Potential to secure at rezoning
The ACC projects should be a Council Priority in the Integrated Action Plan and have cost information.	✓	✓	✓	✓	✓	✗ Project dependant

AMENITY COST CHARGE (ACC) BYLAW DEVELOPMENT

CITY OF NANAIMO

ACC REPORT

February 12, 2026



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EXECUTIVE SUMMARY

In 2024, the City of Nanaimo (City) initiated the process to develop an Amenity Cost Charge (ACC) bylaw, the *City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440*.

The City of Nanaimo does not currently collect ACCs. The ACC program has been created with the aim of capturing current growth trends and the amenities needed to support growth.

The new ACC program will capture current capital costs for amenities that are driven by growth. The proposed rates ensures that those who will use and benefit from City-provided amenities share the growth-related costs in a fair and equitable manner. Key drivers for the development of the City of Nanaimo ACC program include:

- Meeting the needs arising from future development and growth; and,
- Ensuring timely and transparent recovery on the capital costs of amenities.

The City's new ACC program aligns with the new DCC program; the development of both programs drew on capital planning, the Official Community Plan (City Plan), Integrated Action Plan, as well as conversations with key staff across various departments. Key inputs prepared and reviewed for the DCC program, such as growth projections and equivalencies, were carried over to the ACC program to ensure greater alignment and administrative ease.

This report presents the City's proposed ACC rates and program. The proposed 2025 ACC rates are provided in **Table ES-1**.

Table ES-1: Proposed 2025 ACC Rates

Land Use	Unit	Total Proposed ACC Rate
Low-Density Residential	per lot / unit	\$5,278.43
Medium-Density Residential	per unit	\$3,591.83
High-Density Residential	per unit	\$2,186.33
Commercial	per m ² of GFA	\$3.44
Industrial	per m ² of GFA	\$1.41
Institutional	per m ² of GFA	\$3.44

1.1 ACC KEY ELEMENTS

There are key elements within an ACC program that should be considered when determining rates. **Table ES-2** outlines the key elements, decisions, and supporting rationale used in this update. More information on these elements can be found throughout the report.

All aspects of the program are intended to align with the information outlined in the ACC Best Practices Guide and, where possible, the City's DCC program.

Table ES-2: Key Elements - ACCs

Key Element	ACC Program	Rationale	Aligns with ACC Best Practices Guide?
Time Horizon	25 Years	<ul style="list-style-type: none"> Aligns with capital plans, OCP and infrastructure planning studies Aligns with DCC Bylaw update 	✓
City-wide or area-specific charge	City-wide charge	<ul style="list-style-type: none"> ACC projects are components of City-wide services and amenities and therefore provide a City-wide benefit 	✓
Grant Assistance	None	<ul style="list-style-type: none"> No identified ACC projects include grant assistance 	✓
Developer Contribution	None	<ul style="list-style-type: none"> No identified ACC projects include a developer contribution 	✓
Financing	No	<ul style="list-style-type: none"> No identified ACC projects include financing 	✓
Benefit Factor	30%	<ul style="list-style-type: none"> Rule of Thumb <ul style="list-style-type: none"> 30% - Primarily benefits existing development but will also add amenity capacity that benefits and supports the future population of the community. 	✓
Municipal Assist Factor (MAF)	1%	<ul style="list-style-type: none"> A 1% municipal assist factor was selected by Council. 	✓
Units of Charge	Per lot, per dwelling unit, and per m ² Gross Floor Area (GFA)	<ul style="list-style-type: none"> Per lot or per dwelling unit for low density residential. Per dwelling unit for medium density and high density residential.. Per m² of Gross Floor Area (GFA) for commercial, industrial, and institutional uses as impact on infrastructure is expected to correlate most closely with floor space. 	✓
Economic Viability	Completed	<ul style="list-style-type: none"> The province requires that economic analysis be conducted to determine the economic impacts of ACCs on development. The City has completed economic analyses: <ul style="list-style-type: none"> Development Cost Charges for the City of Nanaimo Building Cost Breakdown 2000 – 2024 (KPMG) Development Feasibility Analysis DCC Update and ACC Bylaw (October 2025; Urban Systems) 	✓

2.0 INTRODUCTION AND PURPOSE

In 2024, the City of Nanaimo (City) initiated the process to develop an Amenity Cost Charge (ACC) bylaw, the *City of Nanaimo Amenity Cost Charge Bylaw 2026, No. 7440*.

The City of Nanaimo does not currently collect ACCs. The ACC program has been created with the aim of capturing current growth trends and amenities needed to support growth.

As a new cost-recovery tool, many municipalities across B.C. are beginning to implement ACCs to support municipal financial sustainability. The advantages of implementing an ACC Bylaw are as follows:

- Provides certainty to the development community about amenity upgrade costs and what projects these costs will pay for;
- Ensures costs for future infrastructure are fairly distributed across the benefiting developments;
- Fosters fairness by ensuring the development community and existing property taxpayers share the costs of growth-related amenities; and,
- Minimizes financial risk by allowing the City to save for growth-related amenity costs.

The new ACC program will capture current infrastructure costs for capitalized amenities that are driven by growth. The proposed rates ensures that those who will use and benefit from City-provided amenities share the growth-related costs in a fair and equitable manner. Key drivers for the development of the City of Nanaimo ACC program include:

- Meeting the needs arising from future development and growth; and,
- Ensuring timely and transparent cost recovery on capitalized amenities.

The City's new ACC program aligns with the new DCC program; the development of both programs drew on capital planning, the Official Community Plan (City Plan), Integrated Action Plan, as well as conversations with key staff across various departments. Key inputs prepared and reviewed for the DCC program, such as growth projections and equivalencies, were carried over to the ACC program to ensure greater alignment and administrative ease.

Please note that the material provided in this report is meant for information only. The City's adopted ACC Bylaw should be referred to for rates and requirements.

3.0 LEGISLATIVE AND POLICY CONTEXT

3.1 LEGISLATIVE FRAMEWORKS AND PROVINCIAL REQUIREMENTS

The ACC project list was reviewed to ensure it meets the criteria set out in the *Local Government Act* and the Amenity Cost Charge Best Practices Guide (Guide). The Guide sets a framework for local governments to underpin the creation and implementation process for new ACC bylaws. The proposed rates in this report follow the structure of the guide to ensure consistency with best practices.

3.2 LOCAL GOVERNMENT POLICIES AND DOCUMENTS

As the City's ACC program and bylaw were developed, the following municipal documents were consulted:

- The Official Community Plan (OCP) – City Plan;

- The Integrated Action Plan (IAP);
- The Housing Needs Report (HNR); and,
- The existing (2017) and proposed (2025) DCC programs.

In addition to the above documents, staff were regularly consulted on the proposed program. These discussions supported program refinement and finalization.

4.0 ACC PROJECTS

4.1 ACC PROJECTS

All projects included in the ACC program are reflective of current hard costs (i.e., construction, materials) and were vetted for eligibility according to the Ministerial requirements for ACCs. Capital costs for projects are based on new project lists and include contingency and engineering allowances. A summary of the ACC project lists is included in **Table 1**; the comprehensive ACC project list is provided in **Appendix A**.

Table 1: ACC Project List Summary

Service	Project List Summary
Amenities	<ul style="list-style-type: none"> • Beban Park Improvements • Stadium District Improvements • South Gate Urban Centre - Community Centre
Note: The City of Nanaimo will own and control all projects in this ACC program.	

5.0 ASSUMPTIONS AND METHODOLOGIES

5.1 CALCULATION METHODOLOGY

5.1.1 COST ESTIMATES

The ACC program was prepared using architectural cost estimates from 2024 as follows:

- **Beban Park Improvements:** \$10,000/sq. m.
- **Stadium District Improvements:** \$6,456/sq. m. (new build), \$2,690/sq. m. (renovation), in addition to separate estimates for stadium amenities (e.g., scoreboard, seating)

The South Gate Urban Centre Community Centre was costed by Colliers as follows:

- **South Gate Urban Centre - Community Centre (Design and Development):** total cost estimate of \$122.65 M (Proposed South Gate Urban Centre Community Centre Order of Magnitude Cost Estimate – February 2024)

5.1.2 GROWTH PROJECTIONS

The same projections used for the City-wide DCC bylaw update were used to calculate the proposed ACC rates. These residential and non-residential projections outlined in **Table 2** were prepared using multiple sources and references, including:

Unit Projections

- City of Nanaimo. (2022). *City Plan: Nanaimo Reimagined. Population Growth Estimates (Geodatabase). "Residential Unit Projections – 2023.04.06."* Provided: August 31, 2023 by City staff.

Other References

- Statistics Canada. (2022). *Census Profiles, 2016 and 2021 Census of Population*. Government of Canada
- City of Nanaimo. (2017-2022). *Building Statistics*; and,
- Conversations with staff across departments.

These references provided information on the expected population increase and related dwelling unit construction over a 20-year time frame (2020-2040). To ensure alignment with the proposed DCC program time frame of 25 years, these numbers were then extrapolated an additional 5 years. The projections were then refined through collaboration with staff as new and ongoing building permit applications were received. As a result, adjustments were made based to better reflect recent permit data and development trends.

Growth projections for commercial, industrial, and institutional (ICI) uses are based on:

- City of Nanaimo. (2022). *City Plan: Nanaimo Reimagined*;
- Colliers Strategy & Consulting Group. (2020). *City of Nanaimo Land Inventory and Capacity Analysis*; and,
- Conversations with staff across departments.

Non-residential projections were prepared by completing a review of historical building permit data provided by the City for the last 10 years, then adjusted to account for new and ongoing development applications in order to better reflect anticipated changes development over the next 25 years.

Table 2: ACC Growth Projections

Land Use	Unit(s) of Growth	25-Year Growth Projections
Low-Density Residential	lot or dwelling units	2,200
Medium-Density Residential	dwelling units	5,300
High-Density Residential	dwelling units	12,200
Commercial	m ² of gross floor area	95,300
Industrial	m ² of gross floor area	515,600
Institutional	m ² of gross floor area	95,300

5.1.3 EQUIVALENCIES

Different land uses have different impacts on infrastructure. To reflect these differences, equivalent units are used to allocate ACC costs across land uses.

The amenity equivalencies included below in **Table 3** are based on future service population and anticipated needs for future land use. They align with the equivalencies used to calculate the Parks DCCs, which are based on the City’s modelling work, past equivalencies, and growth trends.

Table 3: ACC Equivalent Units

Land Use Category	ACC Equivalency Factor
Low-Density Residential	3.380
Medium-Density Residential	2.300
High-Density Residential	1.400
Commercial	0.0022
Industrial	0.001
Institutional	0.002

5.2 ACC COSTS

5.2.1 CAPITAL COST ESTIMATES AND REVENUE PROJECTIONS

The total ACC Program Costs amount to **\$197.7 M**—of those costs, **\$58.7 M** are eligible for recovery through ACCs (i.e., paid by the development community). The City is responsible for funding the remaining **\$138.9 M (\$5.6 M/year)** through City revenues (e.g., property tax). This is a key consideration for Council when considering the City’s financial sustainability and the costs to developers and existing taxpayers. These costs are included in **Table 4**.

Table 4: Total Cost of Proposed ACC Program

Service	Program Inputs			Developer Responsibility	Municipal Responsibility	
	Total Capital Costs	Benefit Factor	Municipal Assist Factor	ACC Recoverable Program Costs	Municipal Costs	Annual Municipal Costs (25 y)
Amenities	\$197.7 M	30%	1%	\$58.7 M	\$138.9 M	\$5.6 M

5.2.2 INTEREST ON LONG-TERM DEBT

No interest on long-term debt is included in the ACC program.

5.3 BENEFIT ALLOCATIONS

As is also the case with DCCs, project benefit factors (or benefit allocations) for ACCs are used to determine to what extent a proposed project benefits future growth versus existing users and are determined on a project-by-project basis.

Some ACC projects may benefit the population at large, in which case the capital costs (or a portion of them) should be shared by the entire community. Other projects will only benefit new growth, in which case the new users benefiting from these services will pay most of the project costs.

The benefit factor of each ACC eligible project was evaluated using a rule of thumb approach based on anticipated population change as follows:

Rule of thumb: 30% – Primarily benefits existing development but will also add capacity that benefits and supports the future population of the community.

A summary of the benefit factor methodology is included in **Table 5**.

Table 5: Benefit Factor Methodology

Service	Benefit Allocation (Developer Responsibility)	Benefit Factor Methodology
Amenities	30%	<p>Rule of Thumb:</p> <ul style="list-style-type: none"> 30% - Primarily benefits existing development but will also add amenity capacity that benefits and supports the future population of the community.

5.4 MUNICIPAL ASSIST FACTOR

The City has opted for a 1% assist factor. When selecting this assist factor, Council considered the impact of the proposed rates on development viability, as well as amenity needs over the course of the proposed program’s time frame of 25 years. As a result, there will be no phase-in of the ACC rates in the initial years of program implementation.

5.5 DETAILED RATE ANALYSIS

ACC rates are determined by applying the key elements, growth projections, and equivalencies described earlier in this report to projects that are ACC eligible and expected to be built within the specified ACC timeframe.

Table 6 below summarizes the total proposed ACC rates for the City, along with each ACC program. The ACC calculations were based on a 1% assist factor for all categories.

Table 6: Total Proposed ACC Rates

Land Use	Unit	Total
Low-Density Residential	Per lot / unit	\$5,278.43
Medium-Density Residential	Per unit	\$3,591.83
High-Density Residential	Per unit	\$2,186.33
Commercial	Per m ² of GFA	\$3.44
Industrial	Per m ² of GFA	\$1.41
Institutional	Per m ² of GFA	\$3.44

**The ACC rates include a 1% Municipal Assist Factor*

6.0 CONSULTATION SUMMARY

Per the ACC Best Practices Guide, engaging with interested parties is required when developing or updating an ACC program.

In September 2025, the City posted information about the update along with a survey on its [Get Involved website](#). In addition to information about the proposed update, a survey was posted on the same page to provide interested parties with the opportunity to provide written feedback.

An in-person open house for the City's DCC update and ACC program development was held on October 9, 2025 at the Beban Park Social Centre from 4:00-7:00pm. The open house was open to all members of the public and advertised on the City's social media pages. An advertisement was also placed in the City's local newspaper, the Nanaimo Bulletin. Direct invitations were also emailed out by the City to those who have recently submitted development applications. There were 52 attendees, in addition to staff and consultants on the project team. Attendees included architects, members of the development community, realtors, consultants, residents, business owners, and building designers.

Attendees were able to walk around the space and learn about the proposed programs. The project team was available throughout the evening to answer any questions.

General themes from the feedback received at the open house and through the survey included:

- Inquiries about charges for detached secondary suites (Secondary Suites within an Accessory Building) and the potential disincentivizing of this particular development type;
- Interest in increasing the Building Permit exemption value from \$50,000 to a higher amount;
- Concerns about housing affordability and the impact of the proposed rates on development viability;
- Inquiries about economic analysis conducted for this project, including scope and timing;
- Concerns about processing times for permits;
- Concern about introduction of a new rate;
- Interest in 'phasing in' the DCC and ACC through annual decreases to the Municipal Assist Factor; and,
- Questions about differences between DCCs and ACCs and the scale at which they operate.

To gather additional feedback from interested parties, the public, and those unable to attend the in-person open house in October 2025, an online survey was developed and hosted on the City's Get Involved webpage from September 22, 2025 to October 24, 2025. There were 62 individual responses to the survey, which focused on gathering feedback regarding specific elements of the proposed ACC program.

The survey was 8 questions long and included an opportunity to provide comments, questions, and feedback through an open-ended survey question. 62 individual responses were received. Key themes from the survey results included:

Housing Affordability and Development Barriers

Many survey respondents expressed concern that increasing development costs will worsen the housing unaffordability crisis and ultimately discourage or stall new construction, particularly single-family homes and small-scale projects. Respondents noted the impacts of the proposed DCCs and ACCs, as well as new building code requirements.

Financial Transparency and Fiscal Responsibility

Concern was raised over the need to control spending, improve operational efficiency, and for the City to prioritize essential infrastructure maintenance before raising fees or taxes.

Strategic Growth and Regional Equity

There is an interest in aligning rates with OCP designations (i.e., incentivizing development in transit corridors and service-ready areas). Similarly, feedback included suggestions to vary fees by region and discourage sprawl by charging more for remote developments.

Concerns were also expressed by respondents about how the current policies may make Nanaimo a less competitive place to build when compared to other municipalities.

Phasing of Fees and Implementation Suggestions

Many respondents voiced concern about a sudden increase in fees, with many advocating for gradual implementation (or a 'phase-in' of DCCs and ACCs) over a period of several years. There were also requests for relief for in-stream projects and an interest in seeing fee payments delayed until after construction to ease up-front costs.

Respondents also offered suggestions on making development charges more flexible and responsive to planning goals, such as by tailoring DCC rates by region to encourage growth in Transit-Oriented Areas, or aligning charges with the Official Community Plan (OCP).

Equity and Fairness

Concerns were raised over the proposed programs, which favour large developers and existing homeowners. Additional feedback was mixed, with some respondents desiring to see an increase to general taxation, rather than new development, to promote fairness. Conversely, some respondents expressed a desire for developers to fund all growth-related projects.

Respondents also suggested eliminating exemptions for certain groups (e.g., places of worship) to ensure all developments contribute to infrastructure costs.

Process Management and Public Engagement

Respondents expressed frustration with slow permit approval timelines and inefficient rezoning processes, which can be costly. Respondents also wished to see more opportunities for democratic input on City decisions to ensure fee structures reflect community priorities.

An engagement summary, along with additional consultation materials, is available in **Appendix C**.

7.0 ACC IMPLEMENTATION

7.1 FINANCIAL FEASIBILITY

As outlined in the *LGA* and ACC Best Practices Guide, local governments are required to consider whether ACCs will deter development and discourage the construction of reasonably priced housing or the provision of reasonably priced serviced land.

The extent of the analysis can vary based on several factors, including the magnitude of the proposed charges, the local housing market, and land supply conditions.

Per Council direction, the City has completed two economic analyses: one by KPMG, and one by Urban Systems. These analyses, which assessed financial feasibility for development in the region through proformas on a variety of different housing typologies in areas around the City, indicate that the proposed fees have a modest impact (~1-3%) on development viability, which is largely affected by other, market- and economic-driven factors (i.e., current land, financing, and construction costs).

7.2 BYLAW EXEMPTIONS

As per s. 570.4 of the *LGA*, an amenity cost charge is not payable if any of the following apply at the time of application for a building permit:

- No increase in the population of residents or workers is expected to result from the development;
- An ACC in respect of a particular amenity is not payable if an ACC in respect of that amenity has previously been paid for the same development, unless further development is expected to result in an increase in the population of residents or workers;
- An ACC is not payable in relation to affordable and special needs housing units that are required under an affordable and special needs housing zoning bylaw as defined under section 478.1 and 482.7 of the *LGA*;
- Units created through Inclusionary Zoning bylaws;
- The development falls within a class of rental units, supportive housing, cooperative housing, transitional housing, or emergency shelters as prescribed by regulation; or,
- The building permit authorizes the construction, alteration, or extension of a building or part of a building that is, or will be, after the construction, alteration, or extension, exempt from taxation under section 220(1)(h) or 224(2)(f) of the *Community Charter*;
- The *LGA* or any regulations thereunder provide that no ACC is payable.

7.3 COLLECTION OF CHARGES – BUILDING PERMIT AND SUBDIVISION

The *LGA* allows for ACCs to be collected at one of two times:

1. Subdivision approval; or,
2. Issuance of a building permit.

Of these two collection times, subdivision approval occurs earlier.

Local governments should consider the timing of amenity construction, along with the potential impacts of collection time on cash flow. For administrative simplicity, it is recommended that municipalities align ACC collection times with those set for DCCs.

7.4 COLLECTION OF ACCs ON REDEVELOPED OR EXPANDED DEVELOPMENTS

Collection of ACCs in cases of redevelopment or expansion will follow the precedent set by DCC collection where a credit is provided for the existing development, ACCs would only apply to any additional floor space added.

7.5 IN-STREAM PROTECTION AND PHASE-IN OF ACC RATES

The City of Nanaimo will follow the *ACC Best Practice Guides* and the *Local Government Act (LGA)* requirements for in-stream protection when implementing the ACC rates. For more information, see **s. 511, s. 568**, and **s. 570.91** of the *LGA*.

7.6 REBATES AND CREDITS

The City should establish a practice to guide staff in the collection of ACCs and the use of ACC credits. Policies for ACC credits, rebates and latecomer agreements are often drafted to assist staff with development financing.

7.7 ACC MONITORING AND ACCOUNTING

To monitor the ACC Program, the City should enter all the projects contained in the ACC program into a tracking system. The tracking system would monitor the status of the project from the conceptual stage through to its final construction. The tracking system would include information about the estimated costs, the actual construction costs, and the funding sources for the projects. The construction costs would be based on the tender prices received, and the land costs based on the actual price of utility areas and or other land and improvements required for servicing purposes. The tracking system would indicate when projects are completed, their actual costs, and would include new projects that are added to the program.

As part of the creation of an ACC program, s. 570.8 of the *LGA* requires that the City deposit ACCs into a statutory reserve fund established by separate bylaw.

7.8 ACC REVIEWS

As ACC reviews and updates do not require Ministry approval, the program may be updated as needed. However, it is recommended to complete ACC bylaw updates in tandem or with consideration with DCC updates, financial planning, OCP, Housing Needs Report, or Zoning Bylaw updates to support efficiency and greater alignment. Regular updates can prevent sudden rate increases, which may affect development viability.

APPENDIX A: DEVELOPMENT PROJECTIONS



**CITY OF NANAIMO
DEVELOPMENT FORECAST
DCC AND ACC PROGRAMS**

Final Projections

Final 25-Year Growth Scenario	Unit	Total New Units	Total New Units	Total New Units
Notes		Area-specific combined (rounded; DCC ONLY)	City-wide combined	City-wide combined (rounded; DCC and ACC)
Low-Density Residential	Per unit	850	2,160	2,200
Medium-Density Residential	Per unit	2,280	5,326	5,300
High-Density Residential	Per unit	830	12,218	12,200
All Residential (Total)	Per unit	3,960	19,704	19,700
Commercial/Institutional	Per m2 Gross Floor Area (GFA)	6,800	190,600	190,600
Industrial	Per m2	15,600	515,625	515,600
ICI (Total)	Per m2	22,400	706,225	706,200

Split evenly between commercial and institutional (95,300 sq.m. each for City-wide; 3,400 each for Area-specific)

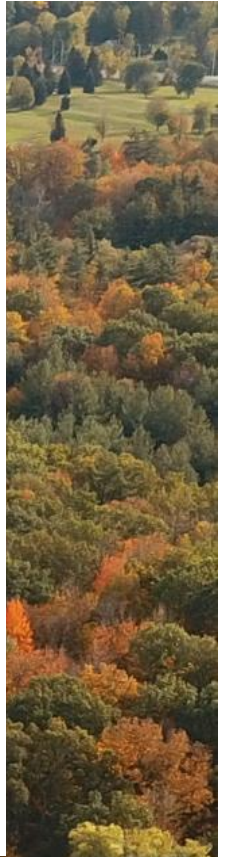
NOTES AND ASSUMPTIONS

- The projections are based on the 2021-2046 growth analysis (the Colliers Land Inventory and Capacity Analysis memo follows a time horizon up to 2046) and applies a 25-year planning horizon from the date of DCC/ACC Bylaw adoption.
- Nanaimo's growth is projected to increase between 0.86% and 1.4% (Colliers projects 1.4%) per year until 2046 (1,070 people). By 2046, there is expected to be a total housing growth rate of 38%
- Growth units for Small Lot Single Family Dwelling are based on the "other ground-oriented" category from the housing projections provided by Nanaimo
- Assumed that 60% of homes in Nanaimo have secondary suites
- Additional institutional inflation factor (20,000 sq.m.) incorporated into commercial and estimated based on 6 hectares of vacant developable institutional land as identified in the Colliers report (Land Inventory and Capacity Analysis, 2020), with the assumption of ~6500m2 of development per developed hectare assuming a similar development demand is commercial uses at approximately 50% (i.e., 3 of 6 hectares developed in the next 20 years)

Sources & References

- City of Nanaimo. (2023). City Plan: Nanaimo ReImagined. Population Growth Estimates (Geodatabase). "Residential Unit Projections – 2023.04.06." Provided: August 31, 2023 by City staff.
- Statistics Canada. (2022). Census Profile, 2021 Census of Population. Government of Canada;
- Statistics Canada. (2022). Census Profile, 2016 Census of Population. Government of Canada;
- City of Nanaimo. (2022). City Plan: Nanaimo ReImagined;
- Colliers Strategy & Consulting Group (2020). City of Nanaimo Land Inventory and Capacity Analysis;
- City of Nanaimo. (2022). City Plan Population Growth Estimates (Geodatabase);
- Conversations with staff across departments.

APPENDIX B:
COST AND RATE CALCULATIONS



**CITY OF NANAIMO
ACC PROGRAM**

ACC Project List ID (2025)	Project Name	Description/Extent	Cost Estimate w/ cont.	Benefit Factor %	Benefit to New Development	Municipal Assist Factor 1%	ACC Recoverable	Total Municipal Responsibility
A-1	Beban Park Improvements	Two multi-purpose buildings for recreation use, and a sports field.	\$ 60,000,000	30%	\$ 18,000,000	\$ 180,000	\$ 17,820,000	\$ 42,180,000
A-2	South Gate Urban Centre - Community Centre	Design and development of a Community Wellness Facility in the South Gate Secondary Urban Centre that integrates recreation, health, culture, and community service components	\$ 122,650,000	30%	\$ 36,795,000	\$ 367,950	\$ 36,427,050	\$ 86,222,950
A-3	Stadium District Improvements	Upgrades and expansions in the Stadium District (i.e., two amenity buildings)	\$ 15,000,000	30%	\$ 4,500,000	\$ 45,000	\$ 4,455,000	\$ 10,545,000
TOTALS			\$ 197,650,000		\$ 59,295,000	\$ 592,950	\$ 58,702,050	\$ 138,947,950

**CITY OF NANAIMO
ACC RATE CALCULATION**

Land Use	Col. (1)	Col. (2)	Col. (3)	Col. (4) = (1) x (3)	Col. (5) = (4) / (a)
	Estimated New Development	Unit	Person per unit (residential)	Multiple	% Population Equivalent
Low Density Residential	2,200	Dwelling Unit/ Lot	3.380	7,436	20%
Medium Density Residential	5,300	Dwelling Unit	2.300	12,190	32%
High Density Residential	12,200	Dwelling Unit	1.400	17,080	45%
Commercial	95,300	m2 Gross Floor Area	0.002	210	1%
Industrial	515,600	m2 Gross Floor Area	0.001	464	1%
Institutional	95,300	m2 Gross Floor Area	0.002	210	1%
			Total Equivalent Population	37,589 (a)	100%
B: Unit ACC Calculation					
Net Amenities ACC Program Recoverable		\$58,702,050	(b)		
Existing ACC Reserve Monies		\$0	(c)		
Net Amount to be Paid by ACCs		\$58,702,050	(d) = (b) - (c)		
ACC per Person		\$1,561.67	(e) = (d) / (a)		
C: Resulting ACCs					ACC Revenue Estimates
Low Density Residential		\$5,278.43	Per Dwelling Unit/ Lot	(e) x Col. (3)	\$11,612,553
Medium Density Residential		\$3,591.83	Per Dwelling Unit	(e) x Col. (3)	\$19,036,716
High Density Residential		\$2,186.33	Per Dwelling Unit	(e) x Col. (3)	\$26,673,266
Commercial		\$3.44	Per m2 Gross Floor Area	(e) x Col. (3)	\$327,419
Industrial		\$1.41	Per m2 Gross Floor Area	(e) x Col. (3)	\$724,676
Institutional		\$3.44	Per m2 Gross Floor Area	(e) x Col. (3)	\$327,419



APPENDIX C: CONSULTATION MATERIALS AND RECORD

Link to Appendix C section:

<https://www.nanaimo.ca/your-government/projects/amenity-cost-charge-bylaw-project>

ATTACHMENT C

CITY OF NANAIMO

BYLAW NO.7440

A BYLAW TO IMPOSE AMENITY COST CHARGES

WHEREAS pursuant to the *Local Government Act*, the Council of the City of Nanaimo may, by Bylaw, impose amenity cost charges;

AND WHEREAS amenity cost charges may be imposed for the purpose of providing funds to assist the municipality in paying the capital costs of providing, constructing, altering, or expanding a facility or feature (amenity) that provides social, cultural, heritage, recreational or environmental benefits to a community and service, directly or indirectly, the development for which the charges are imposed;

AND WHEREAS Council has considered the charges imposed by this Bylaw in relation to future land use patterns and development, the phasing of works and services and the provision of park land described in the Official Community Plan (City Plan), expected increases in population growth of residents and workers, the Financial Plan, and how development designed to result in a low environmental impact may affect the capital costs of facilities or features;

AND WHEREAS in the opinion of the Council, the charges imposed by this Bylaw are related to capital costs attributable to projects included in the municipality's financial plan and long-term capital plans, and to capital projects consistent with the Official Community Plan (City Plan).

NOW THEREFORE, the Council of the City of Nanaimo, in open meeting assembled, enacts as follows:

1. Title

This Bylaw may be cited as "City of Nanaimo Amenity Cost Charges Bylaw 2026, No. 7440".

2. Definitions and Interpretation

2.1 In the event of a conflict with any term of this Bylaw with the provisions of the *Local Government Act* authorizing the imposition of amenity cost charges, this Bylaw is to be interpreted so that it is consistent with the authority set out in the *Local Government Act*.

2.2 For the purposes of this Bylaw, the words or phrases that are not defined in this section shall have the meaning assigned to them in the Zoning Bylaw.

2.3 In this Bylaw:

"BUILDING"	means a Structure which is used or intended to be used for the support, enclosure, and/or shelter of persons, animals, or property.
"BUILDING PERMIT"	means a permit authorizing the Construction, alteration, or extension of a Building or Structure.
"CAMPGROUND"	means the use of land for providing the temporary accommodation of persons for vacation or recreational purposes in recreational vehicles or tents; but excludes Mobile Home Parks.
"CITY"	means the City of Nanaimo.
"COMMERCIAL"	means any use of land or Buildings for any Commercial use, including, but not limited to: retail, tourist accommodation, restaurant, office, personal or professional service, or recreation or entertainment.
"CONSTRUCTION"	includes building, erection, installation, repair, alteration, addition, enlargement, moving, relocating, reconstruction, demolition, removal, excavation, or shoring requiring a Building Permit.
"DUPLEX"	means a Structure containing two (2) Dwelling Units within one (1) Building located on a single Lot and which is used or intended to be used as the residences for two (2) households.
"DWELLING UNIT"	means one or more habitable rooms, consisting of a self-contained unit used for residential purposes by a household, with a separate entrance and containing a cooking facility.
"GROSS FLOOR AREA" OR "GFA"	means the Gross Floor Area of a Building or Structure calculated to the outside of the exterior walls, including floor areas over 1.8 metres in height, canopies with an occupancy or use, and parking Structures as the principal use, with the following exemptions: stairwells and elevators exceeding one floor only, gas canopies and parking portions of a Structure.
"HIGH DENSITY RESIDENTIAL"	means a residential Building that is used or designed where three (3) or more self-contained Dwelling Units are accessible via a common hallway or corridor and shared entrance facilities (e.g., apartments).
"INDUSTRIAL"	means any Industrial use of land or Buildings, including, but not limited to uses related to the co-generation, manufacturing, processing, assembling, fabricating, servicing, testing, repair, storing, transporting, warehousing, or distributing of goods, materials, or things, or wholesaling provided that the merchandise being sold is distributed from the Lot.

“INSTITUTIONAL”	means the Institutional use of land or Buildings including, but not limited to, use for a school, hospital, correctional facility, or for a care facility including a senior’s care residence where a minimum of 20 percent of the floor area of all Buildings located on the Lot are operated under a license issued pursuant to the <i>Community Care and Assisted Living Act</i> or any enactments that replace it.
“LOT”	means any Parcel, block, or other area in which land is held or into which it is Subdivided whether under the <i>Land Title Act</i> or the Bare Land Strata Regulations under the <i>Strata Property Act</i> and includes a water Lot, but does not include a phased Subdivision boundary nor an air space Parcel.
“LOW DENSITY RESIDENTIAL”	means two (2) or fewer Dwelling Units on a Lot, where each may contain a Secondary Suite consistent with the provisions of the British Columbia Building Code.
“MEDIUM DENSITY RESIDENTIAL”	means a residential Building used or designed where there are three (3) or more self-contained Dwelling Units on a Lot, each having direct access to the outside whether via exterior staircase or at grade level (e.g., townhouse). Also includes Row Houses, Secondary Suites, Secondary Suites within Accessory Buildings, Campgrounds, Recreational Vehicle Parks, or Mobile Home Parks.
"MOBILE HOME"	means a Dwelling Unit built in an enclosed factory environment in one (1) or more sections, intended to be occupied in a place other than that of its manufacture, and includes Mobile Homes and modular homes that are either completely self-contained, or Mobile Homes that are incomplete and are assembled outside of the place their manufacture.
"MOBILE HOME PARK"	means a use of land, carried out in accordance with the Zoning Bylaw, for the purpose of providing pads for the accommodation of two (2) or more Mobile Homes.
“PARCEL”	means any Lot, block or other area in which land is held or into which it is Subdivided but does not include a highway.
“RECREATIONAL VEHICLE PARK”	means a site intended for the temporary or permanent accommodation of persons in recreational vehicles or park model trailers, and excludes a Mobile Home Park or Campground, but may include an accessory laundry facility, washroom and shower facility, convenience store, office, storage area, and recreational facilities provided such uses are limited to the occupants of the Recreational Vehicle Park.
“ROW HOUSE”	means two (2) or more Dwelling Units which share a common party wall or are otherwise connected at the side yard lot line.

“SECONDARY SUITE”	means one (1) or more habitable rooms, but not more than three (3) bedrooms and one (1) cooking facility, constituting a self-contained unit with a separate entrance, but which is clearly subordinate to the principal dwelling for residential accommodation.
“SECONDARY SUITE WITHIN AN ACCESSORY BUILDING”	means a Secondary Suite within an Accessory Building attached to a foundation, used or designed as a self-contained, detached Dwelling Unit located on a Lot with a Single Residential Dwelling and does not include a strata Lot.
“SINGLE RESIDENTIAL DWELLING”	means a Building, consisting of one (1) Dwelling Unit, used or intended to be used as the residence of one household, and which Building may include one attached Secondary Suite.
“STRUCTURE”	means anything constructed, placed, or erected on land.
“SUBDIVISION”	means a division of land as defined in the <i>Land Title Act</i> and a bare land Subdivision as defined in the <i>Strata Property Act</i> or any subsequent Act or Acts which may be enacted in substitution therefore.
“ZONING BYLAW”	means the <i>City of Nanaimo Zoning Bylaw 2011 No. 4500</i> , as amended, or repealed and replaced from time to time.

3. Amenity Cost Charges

3.1 Pursuant to section 570.2(1) of the *Local Government Act* for the purpose of providing funds to assist the City in paying the capital costs of providing, Constructing, altering or expanding the amenities set out in Schedule “B” to this Bylaw to service, directly or indirectly, the development and the increased population of residents or workers that results from the development for which the charge is being imposed, the amenity cost charges set out in Schedule “A”, attached hereto and forming part of this Bylaw, are hereby imposed on every person who obtains:

- (a) approval of a Subdivision of land under the *Land Title Act* or the *Strata Property Act*, that results in two or more Parcels on which the Zoning Bylaw permits the Construction of Low Density Residential;
- (b) approval of a Building Permit authorizing the Construction of Low Density Residential on an existing Parcel; or
- (c) approval of a Building Permit authorizing the Construction of Medium Density Residential, High Density Residential, Commercial, Industrial, or Institutional;

and the amenity cost charge shall be paid upon approval of a Subdivision or issuance of a Building Permit, as the case may be.

4. Calculation of Applicable Charges

- 4.1 The amount of amenity cost charges payable in relation to a particular development shall be calculated using the applicable charges set out in Schedule "A" of this Bylaw.
- 4.2 Where a type of development is not specifically identified in Schedule "A" the amount of amenity cost charges to be paid to the City shall be equal to the amenity cost charges that are payable for the most comparable type of development.
- 4.3 The amount of amenity cost charges payable in relation to mixed-use type of development shall be calculated separately for each portion of the development, in accordance with Schedule "A", based on the mix of uses included in the Building Permit application and the total amenity cost charges payable shall be the sum of the charges payable for each type.
- 4.4 In the case of a Building Permit for a Mobile Home Park, amenity cost charges are calculated by multiplying the total amenity cost charges payable per unit for a Medium Density Residential use, as prescribed in Schedule "A", by the number of Mobile Home pads to be constructed.
- 4.5 In the case of a Building Permit for a Campground, amenity cost charges are calculated by multiplying the total amenity cost charges payable per unit for a Medium Density Residential use, as prescribed in Schedule "A", by the number of Campground sites to be constructed.
- 4.6 In the case of a Building Permit for a Recreational Vehicle Park, amenity cost charges are calculated by multiplying the total amenity cost charges payable per unit for a Medium Density Residential use, as prescribed in Schedule "A", by the number of Recreational Vehicle Park sites to be constructed.

5. Exemptions

- 5.1 Despite any other provision of this Bylaw, an amenity cost charge is not payable in relation to a Building Permit that authorizes the Construction, alteration or extension of a building or part of a building that is, or will be, after the Construction, alteration or extension, exempt from taxation under section 220(1)(h) or 224(2)(f) of the *Community Charter*;
- 5.2 Despite any other provision of this Bylaw, an amenity cost charge is not payable:
 - (a) in relation to affordable and special needs housing units that are required under an affordable and special needs housing zoning bylaw as defined under section 478.1 of the *Local Government Act*;
 - (b) if no increase in the population of residents or workers is expected to result from the development;
 - (c) in respect of a particular amenity, if an amenity cost charge in respect of that amenity has previously been paid for the same development, unless further development is expected to result in an increase in the population of residents or workers;
 - (d) in respect of a capital cost for which a development cost charge may be imposed;

- (e) in relation to a development for any class of affordable housing prescribed by regulation; or,
- (f) the *Local Government Act* or any regulations thereunder provide that no amenity cost charge is payable.

6. Effective Date

6.1 This Bylaw shall come into force and effect on January 1st, 2029.

7. Severability

7.1 If any portion of this Bylaw is declared invalid by a court of competent jurisdiction, then the invalid portion must be severed, and the remainder of the Bylaw remains valid.

PASSED FIRST READING: _____
PASSED SECOND READING: _____
PASSED THIRD READING: _____
ADOPTED: _____

MAYOR

CORPORATE OFFICER

SCHEDULE "A"
AMENITY COST CHARGES

	Unit	ACC
Low Density Residential	Per lot / dwelling unit	\$5,278.43
Medium Density Residential	Per dwelling unit	\$3,591.83
High Density Residential	Per dwelling unit	\$2,186.33
Commercial	Per square metre of gross floor area (GFA)	\$3.44
Industrial	Per square metre of GFA	\$1.41
Institutional	Per square metre of GFA	\$3.44

SCHEDULE "B"
LIST OF AMENITIES

1. Beban Park Improvements
2. South Gate Urban Centre – Community Centre
3. Stadium District Improvements