



The Corporation of the City of Courtenay

Staff Report

To: Council
From: Acting Director of Development Services
Subject: Amenity Cost Charge Program and Rates

File No.: 5040-20
Date: October 15, 2025

PURPOSE: To provide Council with an update on the development of the City's Amenity Cost Charge (ACC) project and to seek Council's endorsement of the draft ACC rates and program for the purpose of interest holder consultation.

BACKGROUND:

In August 2024, Urban Systems began assisting City staff with the development of an Amenity Cost Charge (ACC) Bylaw, in coordination with the Development Cost Charge (DCC) review project.

ACCs are a new financing tool created through changes introduced to the *Local Government Act* by Bill 46 in the Fall of 2023. ACCs together with other tools such as inclusionary zoning and density bonusing, will replace negotiated Community Amenity Contributions (CACs) with a standardized, bylaw-based framework for collecting funds for community amenities such as recreation centres, daycares and libraries. Affordable housing projects are not eligible for ACCs.

ACCs are fundamentally similar to DCCs and are intended to recover the cost of new recreation and cultural infrastructure and amenities related to growth. Portions of amenity costs are assigned to new development through ACCs, thereby ensuring that 'growth pays for growth' and new development pays its share of, for example, a new community recreation facility. The Provincial Government has prepared an ACC Best Practices Guide (Guide) to support the implementation of ACC bylaws. The Guide notes that any amenity providing social, cultural, heritage, recreational, and environmental benefits is eligible for cost recovery through an ACC program.

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 amenities 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 capital costs for amenities that are driven by growth. The proposed rates ensure 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 Courtenay ACC program include:

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

Urban Systems and City staff last provided an update and overview of ACCs and examples of ACC programs and rates in other communities at a Council meeting on December 18, 2024. The associated slide presentation is linked in *Attachment 2 – Council Presentation on DCC and ACC (December 2024)*

DISCUSSION:

Technical Inputs

The ACC rates are based on City-wide growth projections, equivalency factors, the identification of eligible projects and related costs, and the allocation of costs between new development and existing residents (i.e., the ‘benefit factor’ or ‘benefit allocation’). Rates are determined based on various land uses and their impact on infrastructure. For the purposes of the ACC, only residential uses (Low Density Residential, Medium Density Residential, and High Density Residential) and Commercial uses are proposed to be charged.

Fairness and equitable distribution of capital costs among those parties receiving a benefit is a guiding principle of ACCs and suggests that certain ACC projects may benefit the existing population as well as new development. For example, existing users may receive some benefit from the construction of a new community centre, if the facilities are upgraded in response to the need for replacement or pent-up demand. In turn, the allocation of capital costs that benefit existing users should be deducted from the difference between the total capital cost estimate and funds from other sources.

Municipal Assist Factor (MAF)

The Municipal Assist Factor (MAF) is designed to be a policy decision for Councils; it allows Council to determine the level of municipal assistance towards the new development portion of DCC and ACC programs. The assist factor is a percentage: it must be a minimum of 1%, but Councils may opt for a higher percentage (up to 99%). A higher MAF will mean lower costs for new development, but at the expense of existing taxpayers. Most municipalities select a 1% MAF, but ‘phasing in’ ACCs through the gradual, year-over-year reduction of the MAF (e.g., from 25%, to 15%, to 10%, to 1% over 4 years) is an option, but results in increased municipal cost. Ultimately, the MAF should reflect the community’s support for financing growth-driven amenity needs.

Exemptions

The *Local Government Act* establishes several situations where a development is exempt from ACCs including places used for public worship, prescribed classes of affordable and special needs housing (e.g. purpose-built rental units owned or leased by government entities or non-profits, supportive housing, cooperative housing, transitional housing, emergency shelters), and developments that do not result in an increase of population or workers.

Instream Protection

As is also the case with Development Cost Charges (DCCs), there is a 12-month in-stream protection period for any applicants who submitted complete building permit, development permit, subdivision, or Zoning

Bylaw amendment applications before the effective date of the ACC bylaw. Any complete applications submitted prior to the effective date will not be subject to any ACCs.

Economic Analysis

When establishing ACC rates, Section 570 of the *Local Government Act* requires local governments to consider whether the charges could deter development or discourage the construction of reasonably priced housing or land. To assess this, the City conducted a financial feasibility analysis to understand how DCCs, ACCs, inclusionary zoning, and density bonusing may affect overall development viability.

The impact of ACCs on development varies depending on factors such as whether the charge is applied to projects under existing zoning or pre-zoning, and whether ACCs represent a new project cost. Implementing ACCs alongside zoning changes, such as increased density, can offset the impact on development viability.

Zoning designations regulate allowable height and density. When a site is rezoned to allow greater density, its land value often increases because more buildable floor area is permitted. Additional permitted floor space raises a site's market value, especially in high demand locations. The increased land value resulting from a zoning change can help mitigate the financial impact of an ACC.

If ACCs are introduced at the same time as zoning changes (via pre-zoning), the enhanced land value can offset the impact of the ACC. The site's land value, inclusive of both the pre-zoning increase and ACC impact, remains higher than its pre-existing value. As the City is currently preparing a Official Community Plan (OCP) and Zoning Bylaw amendments to reflect 20-year housing needs, the consideration of an ACC is well-timed.

The City retained City Squared to complete financial testing of implementing ACCs. The report titled '**City of Courtenay- Financial Testing of Amenity Cost Charges (ACC), Inclusionary Zoning (IZ) and Density Bonus (DB)**' dated September 2025 formed part of an OCP Update report presented on October 1, 2025¹. Proforma analyses of several development case studies were conducted using the proposed ACC rates.

The City Squared report recommends that the ACC remain at the modest rate proposed and that the City also consider minimum base densities to ensure that development remain viable in this challenging economic market of high interest rates and depressed demand.

Draft ACC Program and Rates

The proposed ACC program includes the cost to increase recreation and cultural centre space and capacity to meet anticipated population growth over the next 20 years. ACC revenues are not eligible to be spent on replacing existing facilities or correcting existing deficiencies to meet the needs of the current population.

The proposed ACC project list includes the following amenities:

- Community Centre Expansion
- Florence Filberg Centre Expansion
- Outdoor Pool Expansion

¹ <https://pub-courtenay.escribemeetings.com/filestream.ashx?DocumentId=13240>

- Sportsfield Improvements
- Pickleball Court Improvements and Construction
- Dog Park Construction and Improvements
- Cultural Facility Expansion
- LINC and Skateboard Park Improvements
- Spray Park Construction
- Park Amenity Program

The benefit factor of each ACC eligible project was evaluated using an approach based on anticipated population change and benefit to new and existing populations. A summary of the benefit factor methodology is included in **Error! Reference source not found.** of the attached Amenity Cost Charge Bylaw Development Report. The proposed rates are outlined in Table 1 below. No ACCs are proposed to be levied on industrial or institutional uses.

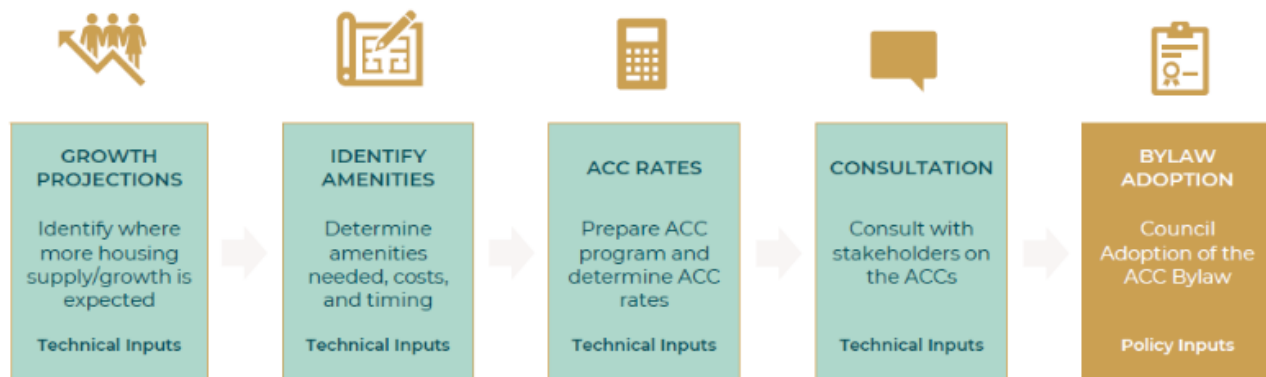
Table 1: Proposed Residential and Commercial Amenity Cost Charge Rates

Land Use	Unit	Total Proposed ACC Rate
Low-Density Residential	per lot or dwelling unit	\$6,643.00
Medium Density Residential	per unit	\$3,618.00
High Density Residential	per m ² of GFA	\$42.56
Commercial	per m ² of GFA	\$13.84

Implementation Timeline

The City has retained Urban Systems to support both DCC and ACC work. The draft DCC bylaw is scheduled to be presented to Council in November for consideration of bylaw readings. The ACC rate process steps are illustrated on Figure 1 below.

Figure 1: Amenity Cost Charges Rate Process



Unlike DCC bylaws, ACC bylaws do not require Inspector of Municipalities approval between third and fourth reading, which will streamline the timeline for adoption and allow both the ACC and DCC bylaws to be adopted at the same time. Implementing revised DCCs and a new ACC at the same time will provide administrative efficiency and process clarity. The next step in the process is to conduct interested party engagement and then present the ACC bylaw to Council for consideration of readings.

PUBLIC ENGAGEMENT:

Per the ACC Best Practices Guide² and Section 570 of the *Local Government Act*, consultation with interested parties is required as part of developing or updating an ACC program. Consultation with interested parties promotes transparency, trust, and fairness. The consultation process must involve consultation with parties considered to be affected by the development of an ACC bylaw, which could include the public, development community, and other organizations. One or more opportunities must be provided in a manner the local government considers appropriate.

All three regional municipalities and the CVRD conducted a Development Industry Consultation on July 21, 2025, to review proposed Development Cost Charges; however, the City's ACC rates were not presented at this event. An additional Development Industry engagement has been scheduled for October 21 to review several projects underway including the proposed ACC and DCC program and rates.

Supporting information will also be made available on the City website and shared on social media. Feedback received will be included when presenting the ACC Bylaw to Council for further consideration.

FINANCIAL IMPLICATIONS:

Approval of the ACC bylaw enables collection of charges on new subdivision and building permits applicable under the bylaw. The 12-month grace period protects all instream applications if the permits are issued within 12 months. The total revenue anticipated is subject to actual growth and density of developments.

ACC revenues from new development will provide dedicated funding for recreation and culture infrastructure needed to support population growth. Implementing the program promptly will ensure that new development contributes its fair share towards these costs and will help reduce the financial burden on existing taxpayers.

As illustrated in Table 2, based on the projected growth rates and the proposed ACC rates with a 1% municipal assist, the program could collect up to \$26 million over the 20-year program from development activity, offsetting the projected \$73 million in capital costs. The resulting municipal responsibility is a contribution of \$43 million over the 20-year program equaling an annual responsibility of \$2.3 million. The municipal responsibility would increase should Council elect to increase the assist factor from 1%, resulting in an additional costs to the existing taxpayer.

² https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/local-governments/finance/amenity_cost_charge_best_practices_guide.pdf

Table 2: ACC program inputs and municipal share

Service	Program Inputs			Developer Responsibility	Municipal Responsibility	
	Total Capital Costs	Benefit Factor	Municipal Assist Factor	ACC Recoverable Program Costs	Municipal Costs	Annual Municipal Costs (20 y)
Amenities	\$73 M	25-50%	1%	\$26 M	\$47 M	\$2.3 M

Establishing ACC programs will assist in financial planning for recreation and cultural infrastructure and facilities related to growth. Any money collected is kept in reserve until projects are advanced for approval. The use of ACC funds is restricted, limited to only funding the growth-related costs of projects that are identified in the program.

Cyclical reviews of the programs are necessary and provide an opportunity to report back on the efficacy of the program. The ACC program should be reviewed when master plans are completed and revised every 3-5 years. It is recommended to time these updates with DCC program updates to create efficiencies and ensure alignment. Regular updates can prevent sudden rate increases, which may affect development viability.

The Province has recently announced that it will be amending the Development Cost Charge and Amenity Cost Charge (Installments) Regulation to expand the use of on-demand surety bonds³ province-wide. Pre-approved developers will have the option to defer 75% of their DCCs charges until occupancy or within 4 years (currently 2), whichever comes first, following a permit approval. The changes are expected to come into effect on Jan. 1, 2026.

ADMINISTRATIVE IMPLICATIONS:

Planning and Development Services is leading the ACC project with the support of Urban Systems. Support from Recreation, Culture and Community Services and Financial Services is required to develop the ACC program, and establish cost estimates. City staff will be required to support the consultant team with the coordination and preparation of the ACC bylaw for adoption. Cross-departmental coordination is required to implement the ACC.

³ On-demand surety bonds are financial guarantees that developers provide to give assurances that they will fulfil their contract. Currently the City requires a different financial tool, known as irrevocable letters of credit from a bank. Developers prefer on-demand surety bonds because they do not restrict a developer’s access to credit. An on-demand surety bond can be converted to cash within 15 days without court involvement.

STRATEGIC PRIORITIES REFERENCE:

This initiative addresses the following strategic priorities:

- Buildings and Landscape - Update Development Cost Charges (DCC) Bylaw

OPTIONS:

1. THAT Council receive the “Amenity Cost Charge Program and Rates” report;

AND THAT Council direct staff to proceed with a consultation session with stakeholders to inform the Amenity Cost Charges (ACC) program development prior to consideration of an Amenity Cost Charges bylaw.

2. THAT Council receive the “Amenity Cost Charge Program and Rates” report and not proceed with an Amenity Cost Charges (ACC) bylaw at this time.
3. THAT Council provide alternative direction to staff.

ATTACHMENTS:

1. Attachment 1 – Draft Amenity Cost Charge Bylaw Development Report
2. Attachment 2 – Council Presentation on DCC and ACC (December 2024)

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AMENITY COST CHARGE (ACC)

BYLAW DEVELOPMENT

CITY OF COURTENAY

BACKGROUND REPORT - DRAFT

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URBAN
S Y S T E M S

A light gray background map of Courtenay, BC, showing a grid of streets and several roundabouts. The map is oriented vertically.

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EXECUTIVE SUMMARY

In 2024, the City of Courtenay (City) initiated the process to develop an Amenity Cost Charge (ACC) bylaw.

The City 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 ensure 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 Courtenay's 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 proposed ACC program aligns with the proposed updates to the DCC program (minor update last completed in 2024, major update last completed in 2016); the development of both programs drew on capital planning, the Official Community Plan, as well as conversations with key staff across various departments. Where possible, key inputs prepared and reviewed for the DCC program 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**. No ACCs are being levied on Industrial or Institutional uses.

Table ES-1: Proposed 2025 ACC Rates

Land Use	Unit	Total Proposed ACC Rate
Low-Density Residential	per lot or dwelling unit	\$6,643.00
Medium Density Residential	per unit	\$3,618.00
High Density Residential	per m ² of GFA	\$42.56
Commercial	per m ² of GFA	\$13.84

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
Time Horizon	20 Years	<ul style="list-style-type: none"> Aligns with capital plans, OCP and infrastructure planning studies Aligns with DCC Program and Bylaw
Jurisdiction-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	25-50%	<ul style="list-style-type: none"> Baseline Population Growth <ul style="list-style-type: none"> 25% - Based on the projected growth expected to occur in the City over the ACC program timeframe (20 years) Rule of Thumb <ul style="list-style-type: none"> 30% - Primarily benefits existing residents, with some benefit to new development 50% - Benefits both existing residents and new development somewhat equally
Municipal Assist Factor (MAF)	1%	<ul style="list-style-type: none"> A 1% municipal assist factor is proposed.
Units of Charge	Per lot, per dwelling unit, and per square metre of gross floor area	<ul style="list-style-type: none"> Per lot or per dwelling unit for low density residential. ACCs are levied on single family dwellings at time of subdivision or building permit, as determined by the City, to collect ACCs as early in the process as possible. Per dwelling unit for medium density residential. ACCs are levied on ground-oriented attached dwellings and apartment units at building permit when the number of units is known. Per square metre of gross floor area (GFA) for high density residential and commercial uses as impact on infrastructure is expected to correlate most closely with floor space. <p><i>*Note: the ACC will not be levied on Industrial or Institutional uses.</i></p>
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. Financial testing of ACC implementation was completed by City Squared in 2025 and involved proforma analysis on several development case studies. Given market conditions, the report recommends that the ACC remain at the modest rate proposed.

2.0 INTRODUCTION AND PURPOSE

In 2024, the City of Courtenay (City) initiated the process to develop an Amenity Cost Charge (ACC) bylaw.

The City 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 amenities 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 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 Courtenay ACC program include:

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

The City's proposed ACC program aligns with the proposed updates to the existing DCC program (minor update last completed in 2024, major update last completed in 2016); the development of both programs drew on capital planning, the Official Community Plan, as well as conversations with key staff across various departments. Where possible, inputs prepared and reviewed for the DCC program 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 was developed, the following municipal documents were consulted:

- The Official Community Plan (OCP)
- The Housing Needs Assessment

- The existing DCC program and Bylaw (2024)
- The proposed DCC program and Bylaw

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 list is included in **Table 1**.

Table 1: ACC Project List Summary

Service	Project List Summary
Amenities	<ul style="list-style-type: none"> • Community Centre Expansion • Florence Filberg Centre Expansion • Outdoor Pool Expansion • Sportsfield Improvements • Pickleball Court Improvements and Construction • Dog Park Construction and Improvements • Cultural Facility Expansion • LINC and Skateboard Park Improvements • Spray Park Construction • Park Amenity Program

Note: The City of Courtenay 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 cost estimates provided and confirmed by City staff.

5.1.2 GROWTH PROJECTIONS

Updated growth projections 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 and Growth Projections

- BC Stats. (2025). *Population Estimates, Projection, and Statistics – City of Courtenay*. Government of British Columbia.
- Statistics Canada (2025). *2021 Census – Structural Type of Dwelling and Household Size*. Government of Canada.

Other References

- City of Courtenay. (2024). *Housing Needs Report*;
- City of Courtenay. (2019-2023). *Building Permit Data*; 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. Projections were then refined through collaboration with staff as new and ongoing building permit applications were received. As a result, adjustments were made to better reflect recent permit data and development trends.

As the proposed ACC will not be charged on industrial and institutional uses, no growth projections were included for these categories.

Table 2: ACC Growth Projections

Land Use	Unit(s) of Growth	20-Year Growth Projections (Rounded)
Low-Density Residential	lot or dwelling units	650
Medium-Density Residential	dwelling units	2,600
High-Density Residential	m ² of gross floor area	239,500
Commercial	m ² of gross floor area	144,300

5.1.3 EQUIVALENCIES

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

The amenity equivalencies included in **Table 3** are based on future service population and anticipated needs for future land use. They align with the average household sizes from the 2021 Census data for the City of Courtenay and weighted based on building typology allocations from available building permit data.

Table 3: ACC Equivalent Units

Land Use Category	ACC Equivalency Factor
Low-Density Residential	3.36
Medium-Density Residential	1.83
High-Density Residential	1.60
Commercial	0.0070
Industrial	N/A

Institutional	N/A
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5.2 ACC COSTS

5.2.1 CAPITAL COST ESTIMATES AND REVENUE PROJECTIONS

The total ACC Program Costs amount to **\$73 M**—of those costs, **\$26 M** are eligible for recovery through ACCs (i.e., paid by the development community). The City is responsible for funding the remaining **\$47 M (\$2.3 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 (20 y)
Amenities	\$73 M	25-50%	1%	\$26 M	\$47 M	\$2.3 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 an approach based on anticipated population change.

Baseline Population Growth: 25% – Benefits existing development and adds proportionate capacity for future population (expected to grow by 25% over 20 years).

Rule of Thumb:

- **30%** – Primarily benefits existing residents, but some benefit to new development.
- **50%** – Benefits existing development and new development somewhat equally.

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	25%-50%	<ul style="list-style-type: none"> Baseline Population Growth, Rule of Thumb

5.4 MUNICIPAL ASSIST FACTOR

The City is proposing a 1% assist factor. When selecting this assist factor, considerations included the impact of the proposed rates on development viability, as well as amenity needs over the course of the program’s time frame of 20 years.

To reduce the initial impact of the ACC rates on development viability, Council may opt to increase the Municipal Assist Factor (MAF) and reduce it annually (i.e., an assist factor of 25% in Year 1, followed by 5% reductions each subsequent year until it reaches the minimum 1%). Increasing the assist factor would result in increased costs to the City. No phase-in of the ACC rates in the initial years of program implementation is proposed at this time.

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.

Table 6: Total Draft ACC Rates

Land Use	Unit	Total
Low-Density Residential	per lot or dwelling unit	\$6,643.00
Medium Density Residential	per unit	\$3,618.00
High Density Residential	per m ² of GFA	\$42.56
Commercial	per m ² of GFA	\$13.84

*The ACC rates include a 1% Municipal Assist Factor

6.0 CONSULTATION SUMMARY

Per the *Local Government Act*, local governments are required to consult with the public, development community, and other interested parties that are affected by the development of an ACC bylaw. The ACC Best Practices Guide outlines best practices for consulting interested parties on the development of, or update to, an ACC Bylaw.

[To be updated upon completion of ACC consultation]

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.

The City retained a consultant (City Squared) to complete financial testing for ACC implementation. The final report, entitled “City of Courtenay – Financial Testing of Amenity Cost Charges (ACC), Inclusionary Zoning (IZ) and Density Bonus (DB)” was completed in the fall of 2025 and presented to Council in October 2025. As part of this work, proforma analysis was completed on several development case studies using the proposed ACC rates.

The report recommends that the ACC remain at the modest rate proposed and that the City also consider minimum base densities to ensure development remains viable, particularly in this challenging economic market of high interest rates and depressed demand.

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.

The City will collect ACCs for Low Density Residential uses at time of final subdivision approval. Collecting ACCs early will allow the City to ensure the timely provision of amenities. ACCs for other residential land use categories will be collected prior to building permit issuance, when the final number of apartment or townhouse units are known.

Non-residential land uses will also be levied ACCs at time of building permit when the total floor area is known.

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

The proposed ACC rates would be in force the date the ACC Bylaw is adopted. Protection from rate increases for development applications that are submitted prior to the adoption date will be provided as per legislation.

There are two ways a developer can qualify for exclusion from the new ACC rates:

1. Pursuant to section 511 of the *LGA* (subdivision).

If the new ACC Bylaw is adopted after a subdivision application is submitted and the applicable subdivision fee is paid, the new ACC Bylaw has no application to the subdivision for 12 months after the ACC Bylaw is adopted. As such, if the subdivision is approved during the 12 months' in-stream protection period, no ACC rates apply. This only applies in cases where ACCs are levied at subdivision.

OR

2. Pursuant to section 568 and 570.91 of the *LGA* (building permits).

The new ACC Bylaw is not applicable to a construction, alteration, or extension if: (a) a building permit is issued within 12 months of the new ACC Bylaw adoption, AND (b) either a building permit application, a development permit application or a rezoning application associated with the construction (defined as "precursor application") is in-stream when the new ACC Bylaw is adopted, and the applicable application fee has been paid. The development authorized by the building permit must be entirely within the area subject to the precursor application.

The above is a summary of sections 511, 568, and 570.91 of the *LGA* and not an interpretation or an explanation of these sections. Developers are responsible for complying with all applicable laws and bylaws and seeking legal advice as needed.

Note: One year in-stream protection is based on the adoption date of the ACC Bylaw, not the effective date.

To reduce the initial impact of the ACC rates on development viability, Council may opt to increase the Municipal Assist Factor (MAF) and reduce it annually (i.e., an assist factor of 25% in Year 1, followed by 5% reductions each subsequent year until it reaches the minimum 1%).

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 COURTENAY
DEVELOPMENT FORECAST
ACC PROGRAM**

FINAL PROJECTIONS

Land Use	Unit	Growth Projections (20y) City-wide	Rounded Growth Projections (20y) City-wide
Low Density Residential	lot or dwelling unit	645	650
Medium Density Residential	unit	2,578	2,600
High Density Residential	unit	3,223	3,200
	sq. m. gross floor area	239,533	239,500
Commercial	sq. m. gross floor area	144,336	144,300

FINAL EQUIVALENCIES

Land Use	Units	ACCs (Equivalent Pop. Factor)
Low Density Residential	lot or dwelling unit	3.36
Medium Density Residential	unit	1.83
High Density Residential	unit	1.60
Commercial	sq. m. gross floor area	0.0070

Notes and Assumptions:

- Growth estimates pulled in from DCC program and revised 2025-08-25
- Average unit size pulled in from DCC Program and based on typical size in City

Land Use	Average Unit Size (sq.m.)
Low Density Residential	232.26
Medium Density Residential	139.35
High Density Residential	74.32

Sources:

- BC Stats. (2025). *Population Estimates, Projection, and Statistics - City of Courtenay*. Government of British Columbia.
- Statistics Canada. (2025). *2021 Census - Structural Type of Dwelling and Household Size*. Government of Canada.
- City of Courtenay. (2024). *Housing Needs Report*.
- City of Courtenay. (2019-2023). Building Permit Data.
- Staff conversations across departments.

An aerial photograph of a suburban neighborhood. The houses are primarily brick with dark roofs. There are many trees, some with autumn-colored leaves. A swimming pool is visible in one of the backyards. A curved road with several cars is in the foreground. The overall scene is a typical residential area.

APPENDIX B: COST AND RATE CALCULATIONS

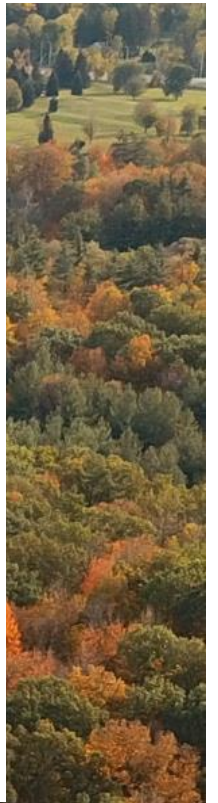
**CITY OF COURTENAY
ACC PROGRAM**

ACC Project ID	Project Name	Project Timing <i>Short (1-5 yrs)</i> <i>Medium (5-10 yrs)</i> <i>Long (10+ yrs)</i>	Cost Estimate (2024\$)	Benefit Factor %	Benefit to New Development	Municipal Assist Factor 1%	ACC Recoverable	Total Municipal Responsibility
A-001	Community Centre Expansion	Long	\$20,000,000	50%	\$10,000,000	\$100,000	\$9,900,000	\$10,100,000
A-002	Florence Filberg Centre Expansion	Medium	\$5,000,000	25%	\$1,250,000	\$12,500	\$1,237,500	\$3,762,500
A-003	Outdoor Pool Expansion	Short	\$32,000,000	30%	\$9,600,000	\$96,000	\$9,504,000	\$22,496,000
A-004	Sportsfields (e.g., field and diamond addition)	Ongoing	\$5,000,000	25%	\$1,250,000	\$12,500	\$1,237,500	\$3,762,500
A-005	Pickleball Courts	Short	\$600,000	30%	\$180,000	\$1,800	\$178,200	\$421,800
A-006	Dog Parks	Short	\$150,000	50%	\$75,000	\$750	\$74,250	\$75,750
A-007	Cultural Facility Expansion	Medium	\$5,000,000	50%	\$2,500,000	\$25,000	\$2,475,000	\$2,525,000
A-008	LINC & Skateboard Park Improvements	Medium	\$1,000,000	25%	\$250,000	\$2,500	\$247,500	\$752,500
A-009	Spray Park	Short	\$2,000,000	25%	\$500,000	\$5,000	\$495,000	\$1,505,000
A-010	Park Amenity Program	Ongoing	\$2,000,000	25%	\$500,000	\$5,000	\$495,000	\$1,505,000
TOTALS			\$72,750,000		\$26,105,000	\$261,050	\$25,843,950	\$46,906,050

**CITY OF COURTENAY
ACC RATE CALCULATION**

A: ACC 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)/ Equivalent Population/m2 (other land uses)	Multiple	% Population Equivalent
Low Density Residential	650	lot or dwelling unit	3.36	2,184	17%
Medium Density Residential	2,600	unit	1.83	4,758	36%
High Density Residential	3,200 239,500	unit sq. m. gross floor area	1.60	5,120	39%
Commercial	144,300	sq. m. gross floor area	0.0070	1,010	8%
			Total Equivalent Population	13,072 (a)	100%
B: Unit ACC Calculation					
Net ACC Program Recoverable		\$25,843,950	(b)		
Existing ACC Reserve Monies		\$0	(c)		
Net Amount to be Paid by ACCs		\$25,843,950	(d) = (b) - (c)		
ACC per Person		\$1,977.03	(e) = (d) / (a)		
C: Resulting ACCs					DCC Revenue Estimates
Low Density Residential		\$6,643.00	per lot or dwelling unit	(e) x Col. (3)	\$4,317,950
Medium Density Residential		\$3,618.00	per dwelling unit	(e) x Col. (3)	\$9,406,800
High Density Residential		\$3,163.00 \$42.56	per dwelling unit per sq. m. gross floor area	(e) x Col. (3)	\$10,121,600
Commercial		\$13.84	per sq. m. gross floor area	(e) x Col. (3)	\$1,997,112

APPENDIX C:
CONSULTATION MATERIALS AND
RECORD



APPENDIX D:
PROPOSED AMENITY COST CHARGE
BYLAW





Bylaw No. XXXX

A bylaw to impose Amenity Cost Charges

WHEREAS pursuant to the *Local Government Act*, the Council of the City of Courtenay 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, 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.

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

Citation

1. This Bylaw shall be cited as "Amenity Cost Charges Bylaw No. XXXX, 2025".

Definitions

2. In this Bylaw:

"Building Permit"	means any permit required under the City of Courtenay Building Bylaw, as amended, or repealed and replaced from time to time.
"City"	means the City of Courtenay.
"Commercial"	means a Commercial Development in a Commercial Zone, or a similar Development in another Zone permitted in accordance with the Zoning Bylaw, in which the predominant use, as determined by its general purpose and list permitted uses, is of a Commercial nature. Commercial uses generally include buying, selling, or trading of goods or services direct to consumers, administrative, professional or other business operations.
"Construction"	includes building, erection, installation, repair, alteration, addition, enlargement, moving, relocating, reconstruction, demolition, removal, excavation, or shoring requiring a Building Permit.
"Detached Accessory"	means a self-contained Dwelling Unit which contains sleeping facilities,

Dwelling Unit"	sanitary facilities, and cooking facilities, designed to the applicable regulations under the Zoning Bylaw, that is detached from and clearly accessory to a One-Unit Dwelling or Two-Unit Dwelling and includes coach houses, carriage houses, or laneway houses, and may be situated above a detached garage.
"Development"	means Construction that requires the issuance of a Building Permit or Subdivision.
"Dwelling, Multiple-Unit"	means a principal building consisting of three (3) or more Dwelling Units.
"Dwelling, One-Unit"	means a principal building used exclusively for residential purposes and consisting of one (1) Dwelling Unit and may include a fully enclosed Secondary Suite as an independent Dwelling Unit located within the principal building.
"Dwelling, Two-Unit"	means a principal building used exclusively for residential purposes and consisting of two (2) principal Dwelling Units, and each principal Dwelling Unit in a Two-Unit Dwelling may include one fully enclosed Secondary Suite as an independent Dwelling Unit located within the principal building.
"Dwelling Unit"	means a room, a suite of rooms or a building or structure that is used or intended to be used as a self-contained private residence for one (1) household that may contain eating, living, sleeping and sanitary facilities.
"Gross Floor Area" or "GFA"	means the sum of the total floor area on a Lot of each storey in each building measured to the outside face of the exterior walls; excludes the areas of canopies, sundecks, outside stairs, concealed parking, separate and attached carports and garages.
"High Density Residential"	means a Multiple-Unit Dwelling with self-contained Dwelling Units accessed through a common hallway, one or more of which are wholly or partly above another self-contained Dwelling Unit. For the purpose of calculating amenity cost charges, High Density Residential also includes a Detached Accessory Dwelling Unit except for one Detached Accessory Dwelling Unit associated with a One-Unit Dwelling.
"Lot"	means any Lot, parcel, block, or other area in which land is held or into which it is legally subdivided, and for certainty, includes a bare land strata Lot under the <i>Strata Property Act</i> .
"Low Density Residential"	means a One-Unit Dwelling, or One-Unit Dwelling plus one Detached Accessory Dwelling Unit.
"Manufactured Home"	means a building containing one (1) Dwelling Unit, built in a factory environment in one or more sections, intended to be occupied in a place other than its manufacture and is constructed to either the CAN/CSA A-277 (Modular Home) or CAN/CSA Z-240 (Mobile Home) standard, but excludes recreational vehicles.

“Manufactured Home Park”	means a Lot used for the accommodation of two (2) or more Manufactured Homes.
“Medium Density Residential”	means a Two-Unit Dwelling or Multiple-Unit Dwelling with self-contained Dwelling Units accessible through separate, ground-oriented entrances. Forms include Manufactured Home Parks, duplexes, triplexes, fourplexes and townhouses.
“Secondary Suite”	means a self-contained Dwelling Unit which contains sleeping facilities, sanitary facilities, and cooking facilities that is smaller than, secondary to, and connected to a principal Dwelling Unit located within a principal building on the same Lot. For the purposes of this Bylaw a Secondary Suite is deemed not to be a separate Dwelling Unit from the principal Dwelling Unit.
“Subdivision”	means a Subdivision as defined in the <i>Land Title Act</i> or <i>Strata Property Act</i> .
“Zone”	means the Zones identified and defined in the Zoning Bylaw.
“Zoning Bylaw”	means the City of Courtenay Zoning Bylaw, as amended, or repealed and replaced from time to time.

Interpretation

3. In this Bylaw

- a. words importing the singular number include the plural and vice versa and words importing the neuter gender include the masculine and the feminine genders;
- b. headings given to sections are for convenience of reference only and do not form part of this Bylaw;
- c. unless expressly stated otherwise, a reference to a “section” is a reference to a section in this Bylaw and a reference to a “part” is a reference to a part in this Bylaw;
- d. 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*; and,
- e. any reference to a statute or regulation refers to an enactment of British Columbia as amended, revised, consolidated, or replaced from time to time, and any reference to a bylaw refers to a bylaw of the City of Courtenay, as amended, revised, consolidated, or replaced from time to time.

Application

- 4. This Bylaw applies to all applications for Subdivision and for issuance of a Building Permit for parcels located within the City of Courtenay.
- 5. The attached **Schedules “A” and “B”** form part of this Bylaw.

Amenity Cost Charges

6. 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 (2) or more Lots on which the Zoning Bylaw permits the Construction of Low Density Residential; and,
 - b. approval of a Building Permit for all other types of Development to which this Bylaw applies.

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

7. All charges imposed by this Bylaw may be paid by instalments in accordance with the permissions provided in the *Local Government Act*.

Exemptions

8. Despite any other provision of this Bylaw, an amenity cost charge is not payable if any of the following applies in relation to a Development authorized by a Building Permit:
 - a. the permit authorizes the Construction of a building or part of a building that is, or will be, after the Construction, exempt from taxation under section 220(1)(h) or 224(2)(f) of the *Community Charter*;
9. 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.

Calculation of Applicable Charges

10. 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.
11. Where a type of Development is not specifically identified in Schedule “A” the amount of amenity cost charges to be paid to the municipality shall be equal to the amenity cost charges that are payable for the most comparable type of Development.
12. When a Lot or a building or structure on a Lot is used or Developed or intended to be used or Developed for more than one class of use, charges under this Bylaw shall be the aggregate of the applicable charges set out in Schedule “A” multiplied by the number of proposed Dwelling Units for Low Density Residential or Medium Density Residential and by the total square metres of GFA for High Density Residential or Commercial.
13. The Town will consider provision of an amenity in lieu of an amenity cost charge payment in accordance with section 570.9 of the *Local Government Act*.

Effective Date

14. This Bylaw shall come into force and effect the date of adoption.

Severability

10. 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 is deemed valid.

Read a first time this [day] day of [month], 2025

Read a second time this [day] day of [month], 2025

Read a third time this [day] day of [month], 2025

Adopted this [day] day of [month], 2025

Mayor Bob Wells

Corporate Officer, Adriana Proton



The Corporation of the City of Courtenay

Bylaw No. XXXX

Schedule A – “Amenity Cost Charge Schedule”

Land Use	Unit	TOTAL
Low Density Residential	Per Dwelling Unit/Lot	\$6,643.00
Medium Density Residential	Per Dwelling Unit	\$3,618.00
High Density Residential	Per square metre of GFA*	\$42.56
Commercial	Per square metre of GFA	\$13.84
Institutional	Per square metre of GFA	\$0.00
Industrial	Per square metre of GFA	\$0.00

*GFA = Gross Floor Area

Schedule B – “Amenity List”

List of Amenities:

1. Community Centre Expansion
2. Florence Filberg Centre Expansion
3. Outdoor Pool Expansion
4. Sportsfield Improvements
5. Pickleball Court Improvements and Construction
6. Dog Park Construction and Improvements
7. Cultural Facility Expansion
8. LINC and Skateboard Park Improvements
9. Spray Park Construction
10. Park Amenity Program