

RESEARCH REPORT



Government Influences on Property Pricing



CMHC—HOME TO CANADIANS

Canada Mortgage and Housing Corporation (CMHC) has been Canada's national housing agency for more than 60 years.

Together with other housing stakeholders, we help ensure that Canada maintains one of the best housing systems in the world. We are committed to helping Canadians access a wide choice of quality, affordable homes, while making vibrant, healthy communities and cities a reality across the country.

For more information, visit our website at [**www.cmhc.ca**](http://www.cmhc.ca)

You can also reach us by phone at 1-800-668-2642
or by fax at 1-800-245-9274.

Outside Canada call 613-748-2003 or fax to 613-748-2016.

Canada Mortgage and Housing Corporation supports the Government of Canada policy on access to information for people with disabilities. If you wish to obtain this publication in alternative formats, call 1-800-668-2642.

**GOVERNMENT INFLUENCES ON
PROPERTY PRICING**

GOVERNMENT INFLUENCES ON PROPERTY PRICING

A Survey of Case Studies

Prepared for:

**Canada Mortgage and Housing Corporation
Ottawa, Ontario**

March 1, 1993

By:

Amelia Colebourne, B.A., M.Pl.

**This project was funded by the Canada
Mortgage and Housing Corporation,
but the views expressed are the
personal views of the author(s) and
the Corporation accepts no
responsibility for them.**

Le présent projet a été subventionné par
la Société canadienne d'hypothèques et
de logement, mais les vues exprimées
sont celles de l'auteur ou des auteurs
et n'engagent aucunement la Société.

Puisqu'on prévoit une demande restreinte pour ce document de recherche, seul le sommaire a été traduit.

La SCHL fera traduire le document si la demande le justifie.

Pour nous aider à déterminer si la demande justifie que ce rapport soit traduit en français, veuillez remplir la partie ci-dessous et la retourner à l'adresse suivante :

Le Centre canadien de documentation sur l'habitation
La Société canadienne d'hypothèques et de logement
700, chemin de Montréal, bureau C1-200
Ottawa (Ontario)
K1A 0P7

TITRE DU RAPPORT : _____

Je préférerais que ce rapport soit disponible en français.

NOM _____

ADRESSE _____
rue app.

_____ ville province code postal

No de téléphone () _____

Influences gouvernementales sur les prix des immeubles : Résumé

Cette étude est un exercice d'information sur les méthodes anciennes et actuelles utilisées par les gouvernements pour influencer sur les prix des terrains résidentiels. Ces méthodes comprennent les réserves foncières, les ventes de terrains gouvernementaux en excédent, les programmes de production de logements abordables et l'imposition de la spéculation.

Des renseignements, par exemple sur les buts et les objectifs des politiques de réserves foncières, sur leur administration et sur leur taille ont été obtenus de chaque province pour une étude de cas. Les modes d'acquisition de terrains comprennent l'achat direct, l'expropriation et l'acquisition par des partenariats des secteurs public et privé.

L'aliénation fédérale de terrains excédentaires comprend l'élaboration d'un plan d'approbation du lotissement et du zonage par la municipalité; des études sur le transport, sur les services et sur l'environnement. On exige aussi, pour les terrains cédés, l'enregistrement d'un plan de lotissement et l'aménagement des infrastructures aux frais des promoteurs. Les terrains sont vendus à des entrepreneurs et des promoteurs immobiliers qui peuvent obtenir des permis de construire pour aménager des logements. Les études de cas sur la vente de terrains excédentaires qui sont décrites dans le rapport concernent la Municipalité de Vaughan (106 acres), la base des Forces canadiennes de Downsview (130 acres) et le réaménagement de la succursale de la SCHL à Toronto (3,7 acres).

Les provinces et les municipalités ont différents processus et divers motifs de cession des terrains excédentaires. Certains ont des programmes d'aliénation des terrains excédentaires, d'autres procèdent à des ventes ponctuelles de terrains faisant partie de réserves inactives ou d'autres ensembles fonciers. Les motifs comprennent : la fourniture de terrains abordables, la stabilisation des prix fonciers et le contrôle de la planification. Les associations provinciales-municipales sont courantes.

Les engagements gouvernementaux en matière de production de logements abordables :

Exemples :

- La loi municipale de la Colombie-Britannique (B.-C. Municipal Act) stipule que les municipalités doivent inclure des politiques de logement abordable dans leurs plans officiels. En Ontario, toutes les municipalités sont tenues de prévoir diverses formes de logement et divers modes d'occupation.
 - L'impôt sur la spéculation foncière de l'Ontario (1974-1978) a été mise en oeuvre pour stabiliser les valeurs foncières, réduire la spéculation foncière, encourager l'aménagement mais réduire l'escalade des prix des terrains et des maisons. Le programme était une mesure provisoire et on y a mis fin parce qu'en 1977, les prix des maisons se sont stabilisés en Ontario.
-

ACKNOWLEDGEMENTS

Funds for the preparation of this report were provided by Canada Mortgage and Housing Corporation (CMHC). This study contributes to a National Housing Research Committee initiative on housing access and affordability.

The author would like to thank the school of Urban and Regional Planning for their ongoing support. Thanks also to the staff at Infolab, Documents, Douglas and Law Libraries at Queen's University for their continuing help.

Special thanks also to those who participated in the telephone survey (listed at the end of the report). These busy people gave freely of their time to answer my questions and provide information. Without their help, the data contained in this report would have been impossible to gather.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	ii
TABLE OF CONTENTS	iii
LIST OF SUMMARY TABLES	iv
INTRODUCTION	2
1. Project objective:	2
2. Scope:	2
3. Methodology:	2
4. Approach:	3
PART 1 - GOVERNMENT LAND BANKING	5
INTRODUCTION	5
Purpose	5
Methodology	5
Approach	5
Background	5
CASE #1: Province of Newfoundland Housing Corporation	6
CASE #2: City of Fredricton, New Brunswick	8
CASE #3: Province of Nova Scotia Department of Housing	10
CASE #4: City of Montreal - Habiter Montreal	12
CASE #5: City of Montreal, Vingt Milles Logements	13
CASE #6: Province of Ontario - South Cayuga and Townsend	15
CASE #7: Belle Wood, City of Windsor, Ontario	17
CASE #8: Province of Manitoba, Manitoba Housing Department	19
CASE #9: City of Saskatoon	21
CASE #10: Mill Woods, City of Edmonton	23
CASE #11: Province of Alberta	25
CASE #12: British Columbia Provincial Housing Corporation	27
CASE #13: City of Richmond, B.C.	29
SUMMARY TABLE 1A - PHYSICAL CHARACTERISTICS, LAND USE	31
SUMMARY TABLE 1B - PROCEDURE	32
SUMMARY TABLE 1C - PROVISION OF AFFORDABLE HOUSING	33

PART 2 - GOVERNMENT SALES OF SURPLUS LAND FOR HOUSING	34
A) FEDERAL LAND	34
CASE #1: Township of Vaughan	35
CASE #2: CFB Downsview	36
CASE #3: CMHC Branch Office Redevelopment, Toronto	37
CASE #4: George Derby, Burnaby, B.C.	38
CASE #5: Kitsilano neighbourhood redevelopment, Vancouver, B.C.	39
B) PROVINCIAL LAND	40
CASE #6: Province of Alberta	41
CASE #7: Province of Ontario, Kitchener	43
CASE #8: Prince Edward Island, Hillsborough Development	44
CASE #9: Province of New Brunswick - Birch Hill Subdivision	45
C) MUNICIPAL LAND	47
CASE #10: City of Burnaby, B.C. - 5160 Ridgelawn Drive	48
CASE #11: City of Edmonton	49
CASE #12: City of Winnipeg	51
CASE #13: City of Toronto, St. Lawrence Project	52
SUMMARY TABLE 2A - CHARACTERISTICS	53
SUMMARY TABLE 2B - PROCEDURE	54
PART 3 - GOVERNMENT MANDATES FOR THE PROVISION OF AFFORDABLE HOUSING	55
CASE #1: British Columbia	56
CASE #1A: British Columbia: Crown Lands Pricing Policy	57
CASE #2: Ontario	59
CASE #2A: Ontario	62
SUMMARY TABLE 3 - ONTARIO AND B.C.: POLICY AND LEGISLATION	64
PART 4 - THE ONTARIO LAND SPECULATION TAX (1974 - 1978)	65
1. Reasons for implementation	65
2. Content of legislation	65
3. Documented effects of application.	66
4. Documented reasons for program termination	66

APPENDIX A	HALIFAX - DARTMOUTH METRO AREA LAND ASSEMBLIES	67
REFERENCES		70
LIST OF CONTACTS		71
BIBLIOGRAPHY		74

LIST OF SUMMARY TABLES

SUMMARY TABLE - GOVERNMENT INFLUENCES ON PROPERTY PRICING .	4
SUMMARY TABLE 1A - PHYSICAL CHARACTERISTICS, LAND USE .	31
SUMMARY TABLE 1B - PROCEDURE	32
SUMMARY TABLE 1C - PROVISION OF AFFORDABLE HOUSING . . .	33
SUMMARY TABLE 2A - CHARACTERISTICS	53
SUMMARY TABLE 2B - PROCEDURE	54
SUMMARY TABLE 3 - ONTARIO AND B.C.: POLICY AND LEGISLATION	64

INTRODUCTION

1. Project objective:

The purpose of this report is to present case studies of past and current methods used by Canadian governments (at all levels) to influence residential land prices.

2. Scope:

This study examines 4 methods used by governments (at all levels) to influence land prices:

- 1> land banking
- 2> disposition (sales) of surplus government land (for housing).
- 3> legislation and policy which mandate governments' role in furthering affordable housing.
- 4> the Ontario Land Speculation Tax (an example of a direct attempt at influencing land prices).

3. Methodology:

The research began with a review of the literature regarding the above four topics. Articles, legislation and case studies were then found for each. The most difficult was the search for empirical data on land banking, and sales of surplus land, and their effect on residential land prices. Each case study is unique and not all the literature yielded all data required. This led to the need for a telephone survey¹ to fill in the gaps. As prescribed by the terms of reference, an effort was made to represent all provinces and/or major cities. The temporal element includes the recent past (since 1970) as well as the present; probably weighted somewhat in favour of more recent cases (1980's to the present) due to the nature of a telephone survey.² Also due to the nature of a telephone survey, the case studies may be somewhat biased in favour of the success stories, since people are probably more willing to talk about successes than failures.

¹ A mailed questionnaire was thought to be too lengthy a process.

² People interviewed were more likely to give current information than data long past.

4. Approach:

The objective of this study is to focus on specific case studies of initiatives taken by governments to influence the supply of residential land and promote affordable housing. A total of 31 case studies are presented. The case studies are organized into four sections: government land banking, sale of surplus property, legislation and policy, and the Ontario Speculative Land Tax.

Each of the four sections will include:

1. A brief description of the type of government influence
2. Fact sheets for each case study
3. Summary tables for each topic.

A note on referencing: References have not been cited in the strict academic method. Instead, references appear at the end of each case study, including the contact person for the telephone survey, as well as other documents, articles, etc. used in each case. All references and contact persons are listed at the end of the report as well. The bibliography contains background reading.

SUMMARY TABLE - GOVERNMENT INFLUENCES ON PROPERTY PRICING AND AFFORDABLE HOUSING

The following table summarizes government activity covered in this report (except the Ontario Land Speculation Tax, which is too specific to be included in an over all summary). The rows include all regions studied, the columns cover the types of government influences on property pricing and affordable housing. For each region and activity both the level of government and the main goal of the action are included. The last column simply indicates whether government mandate for the provision of affordable housing exists. For areas where government activity is not covered in this report, the code n/c is used.

SUMMARY TABLE * - GOVERNMENT INFLUENCES ON PROPERTY PRICING AND AFFORDABLE HOUSING

ACTIVITY >>	LAND BANKING	SALE OF SURPLUS LAND	MANDATE FOR AFFORDABLE HOUSING
<u>REGION</u>			
Federal Gov't	- n/c	- through CMHC	yes
Newfoundland	- by province - price of land, planning control	n/c	no
New Brunswick	- by municipality - price of land, planning control	- by province - affordable housing, planning control	no
P.E.I.	n/c	- by province with municipality - price of land, planning control	no
Nova Scotia	- by province - price of land	n/c	no
Quebec	- by municipality - planning control	n/c	no
Ontario	- by province or municipality - price of land	- by province or municipality - affordable housing	yes
Manitoba	- by province - planning control	- by municipality - affordable housing	no
Saskatchewan	- by municipality - affordable housing	n/c	no
Alberta	- by province - price of land	- by municipality - affordable housing	no
B. C.	- by province or municipality - affordable housing	- by municipality - affordable housing	yes

* The Ontario Land Speculation Tax, included in this report, is not represented in the above table.

PART 1 - GOVERNMENT LAND BANKING

INTRODUCTION

Purpose: The objective of Part 1 is to collect and report data on case studies of land banking schemes in all ten provinces.

Methodology: A review of the literature yielded very little specific data regarding land banking and its effect on residential land prices. A telephone survey was therefore conducted for most of the provinces. Ontario and Alberta, whose older land-banking operations have ceased, are the exceptions. It was not possible to obtain enough data by direct means. However, articles were found with the relevant data. All references and contact persons appear at the end of each fact sheet.

Approach: The fact sheets contain details on specific cases of government land banking. They include the timing of land acquisitions, reasons for implementation, characteristics such as location, size, and procedures for acquisition, as well as information on any social housing components included in each case.

A summary table appears at the end of this Part noting the features and overall effectiveness of the land banking cases studied.

Background: Public land banking is a process by which a government authority assembles land, usually on the periphery of an urban centre, with a view to selling it for development at some future date. The goal of public land banking is usually to ensure the provision of an adequate supply of residential land for development. This, in turn, restrains the inflationary pressure on the cost of lots (and speculation), thus making new housing more affordable, as well as transferring to the public the gains in land values. In addition, the government retains more control over urban growth patterns, including the ability to deliver social housing programs.

REFERENCES

Carr, Jack and Smith, Lawrence B. "Public Land Banking and the Price of Land". Land Economics. Vol.4, Nov. 1975. p.316-330

CASE #1: Province of Newfoundland Housing Corporation**1. Timing:**

- a) **Date of commencement of land banking operations:** 1967.
- b) **Current status:** Land is actively being acquired with a 20- to 25-year time horizon.

2. Stated reasons for implementation / purpose of land acquisition: Planning control and price control. In many places private sector development activity is marginal at best, therefore public involvement is necessary for development to occur.

3. Characteristics:

- a) **Location of land acquired:** Province-wide, particularly where private developers are inactive.
- b) **Level and type of government administering the land bank:** Provincial housing corporation.
- c) **Distribution of functions by level of government:** Mostly self-funded. Some cost sharing projects: 30% CMHC.
- d) **Procedures for land acquisition:** Direct purchase. Decisions are made based on housing needs, market forces, and pro formas on cost and carrying charges.
- e) **Procedures for land disposition:** Public tender in all cases.
- f) **Limitations on land disposition:** No limitations. Disposition is by lot draw process (lottery); land goes to private individuals, builders, co-ops and private non-profit groups; requires \$1000. deposit.
- g) **Social assistance:** The Housing Corporation sells units to social housing agents both provincially and in municipalities.
- h) **Size of land bank:** Currently 3,600 lots, 700 in inventory, remaining under development or planned development. Current examples: two phases of 65 and 130 lots put to public tender to private developers at market price of \$800. per front

foot. Semi-detached lots for affordable housing: 17 sold, 10 in inventory, 60 more to come on line later this year.

i) **Land use:** Residential, 15% open space and parklands.

4. Reasons for cessation of land acquisition (if applicable):
N/A

5. Documented effectiveness of project: Has helped regulate price of land somewhat. Has made a profit (25% average margin, sometimes more) therefore taxpayers not supporting subsidized housing.

CONTACT PERSON:

Mr. Dave Whelan, Provincial Sales and Services Manager
Business Development Division, Newfoundland Housing Corporation.
(709) 745-0100

CASE #2: City of Fredricton, New Brunswick

1. Timing:

a) **Date of commencement of land banking operations:** 1973 (approx.)

b) **Current status:** Not actively acquiring land but has recently, and will in future, purchase land adjacent to existing sites to accommodate a larger development.

2. Stated reasons for implementation / purpose of land acquisition: Goals include good planning and controlled development. Specifically, to make downtown a "vibrant, people place", to keep older parts of the downtown's residential and historical character, but at higher densities with more mixed development.

3. Characteristics:

a) **Location of land acquired:** Three block area in the downtown core was bought 20 years ago from the holdings of a church.

b) **Level and type of government administering the land bank:** City of Fredricton, Administrative Services.

c) **Distribution of functions by level of government:** No other levels are directly involved in administration or funding.

d) **Procedures for land acquisition:** Direct purchase.

e) **Procedures for land disposition:** Land and buildings are often leased until sold (much of the land was older residential). Sold by tender, market price.

f) **Limitations on land disposition:** Mostly large scale, high density developments.

g) **Social assistance:** Market value. 'Seniors' developments are significant.

h) **Size of land bank:** Three city blocks (original purchase price: \$400,000 in 1973).

i) **Land use:** Residential, medium to high density.

4. Reasons for cessation of land acquisition (if applicable)

N/A

5. Documented effectiveness of project: Has proven extremely effective in meeting goals of controlled development. Effect on surrounding land prices unknown. Externalities seem positive (increased tax revenues, etc.).

CONTACT PERSON:

Mr. Ron Steves, Director of Administrative Services
City of Fredricton,
Fredricton, New Brunswick
E3B 4Y7
(506) 452-9503

CASE #3: Province of Nova Scotia Department of Housing

1. Timing:

- a) **Date of commencement of land banking operations:** 1970.
- b) **Current status:** Land is actively being acquired.

2. Stated reasons for implementation / purpose of land acquisition: Facilitating homeownership via reasonable lot prices. No real emphasis on affordable housing.

3. Characteristics:

a) **Location of land acquired:** Halifax/Dartmouth Metropolitan Area and environs. Some land is outside current serviceable boundaries.

b) **Level and type of government administering the land bank:** N.S. Dept. of Housing & Consumer Affairs, Program and Property Management Division.

c) **Distribution of functions by level of government:** Department operates through regional offices.

d) **Procedures for land acquisition:** Direct purchase. Parcels greater than 25 acres require Cabinet approval.

e) **Procedures for land disposition:** Larger blocks, by tender or proposal call. Lots sold by lot draw (no deposit required except for a letter of commitment). Remainder unsold goes into reserve and may be sold at any time on a first come, first served, basis.

f) **Limitations on land disposition:** No real estate agents. One person per family. Lots are sold to anyone, including builder/developers and co-ops.

g) **Social assistance:** Lots are sold at market value (as of April 1993, about \$28,000 for a serviced suburban lot)

h) Size of land bank:

Totals over 6 projects, 1991:

Serviced: 2,157 acres (865 hectares) with 7,554 existing units
516 units yet to be built.

Yet to be serviced: 2,547 acres with 9,202 proposed units

(see Appendix A)

i) Land use: All residential, low density (3.3 units per acre)

4. Reasons for cessation of land acquisition (if applicable):

N/A

5. Documented effectiveness of project: The primary goal of providing access to modest homeownership is being met. The Housing Department's land bank controls 2 of 6 current residential developments, as well as the only development in downtown Dartmouth. It is thought that this keeps lot prices at a reasonable level. No data on unintended effects.

CONTACT PERSON:

Mr. Rod Caiger
Nova Scotia Department of Housing and Consumer Affairs
Head Office
Dartmouth, Nova Scotia
(902) 424-5110

CASE #4: City of Montreal - Habiter Montreal

1. Timing:

a) **Date of commencement of land banking operations:** 1990 with 5 year term.

b) **Current status:** Ongoing.

2. Stated reasons for implementation / purpose of land acquisition: To make land available for developers. To develop new housing types to meet the needs of people living in the city core (the McGill 'Grow Home' is an example).

3. Characteristics:

a) **Location of land acquired:** City-wide with emphasis on the downtown and near suburbs.

b) **Level and type of government administering the land bank:** Municipality.

c) **Distribution of functions by level of government:** Administered by the Municipality.

d) **Procedures for land acquisition:** Direct purchase.

e) **Procedures for land disposition:** Architectural competition.

f) **Limitations on land disposition:** none.

g) **Social assistance:** Land is sold at market value.

h) **Size of land bank:** To date has sold enough land for 500 units, half of which are under construction.

i) **Land use:** Residential.

4. Reasons for cessation of land acquisition (if applicable):
n/a

5. Documented effectiveness of project: Data not available.

CONTACT PERSON: M. Pierre Fontaine, Architect, Planner
Modele de l'Habitation
City of Montreal
(514) 872-6063

CASE #5: City of Montreal, Vingt Mille Logements

1. Timing:

- a) **Date of commencement of land banking operations:** 1982.
- b) **Current status:** Program ended 1987.

2. Stated reasons for implementation / purpose of land acquisition: To counteract the exodus to the suburbs i.e. to attract people to move back to the city centre.

3. Characteristics:

- a) **Location of land acquired:** City-wide, depended on market demand.
- b) **Level and type of government administering the land bank:** 'Para-municipal' corporation.
- c) **Distribution of functions by level of government:** As above.
- d) **Procedures for land acquisition:** Land acquired by City, most by direct purchase, some (about 10%) by expropriation.
- e) **Procedures for land disposition:** Price established by corporation, put to tender and/or proposal call competition by private developers, architects.
- f) **Limitations on land disposition:** No real limitations.
- g) **Social assistance:** Land sold at market value. Some was made available to private non-profit and co-op groups. Some has been leased to Federal/Provincial social housing projects.
- h) **Size of land bank:** 20,000 units were built, most higher density projects.
- i) **Land use:** Residential.

4. Reasons for cessation of land acquisition (if applicable):
The program finished its term and met its goals. New programs were implemented.

5. Documented effectiveness of project: Program met its goals in terms of number of units built. No data on externalities.

CONTACT PERSON:

M. Pierre Fontaine, Architect, Planner
Modele de l'habitation
City of Montreal
(514) 872-6063

CASE #6: Province of Ontario - South Cayuga and Townsend

1. Timing:

- a) **Date of commencement of land banking operations:** 1974
- b) **Current status:** land acquisition has ceased

2. Stated reasons for implementation / purpose of land acquisition: Purpose was to build two cities to absorb the population growth that was to have followed planned industrial development in the area.

3. Characteristics:

- a) **Location of land acquired:**
Haldimand-Norfolk region: South Cayuga, near Dunnville;
Townsend, near Hamilton.
- b) **Level and type of government administering the land bank:** Provincial Government, Ontario Land Corporation (now defunct, part of Ontario Housing Corporation).
- c) **Distribution of functions by level of government:** as above.
- d) **Procedures for land acquisition:** Direct purchase.
- e) **Procedures for land disposition:** As of 1986 much was still held in the land bank. Townsend was further developed by the Ontario government (1980) including 22 model homes, parks, nature trails, tennis courts, human-made lake and community centre at a cost of \$13.1 million.
- f) **Limitations on land disposition:** Much of the land remains undeveloped, being leased to farmers. After 1985, the land was sold instead of leased.
- g) **Social assistance:** Lots were cheaper because the Ontario Land Corporation was trying to promote the project.
- h) **Size of land bank:**
South Cayuga 5,267 hectares (12,847 acres)
Townsend 5,521 hectares (13,367 acres)

	<u>purchase price (1974)</u>	<u>worth in 1980*</u>
South Cayuga	\$30 million	\$16 million
Townsend	\$31 million	\$17 million

* as assessed by an independent appraiser hired by the Provincial government in 1980.

i) **Land use:** South Cayuga and Townsend were to be planned communities, mostly residential (bedroom suburbs).

4. Reasons for cessation of land acquisition (if applicable):
The economic and population growth in the area did not materialize.

5. Documented effectiveness of project:

South Cayuga was to have been a city, but was never developed. As of 1986 it remained farmland, leased by the Ontario Land Corporation.

Townsend was partially developed. Originally to be a town of 40,000 by the year 2000, it had (as at 1986) about 500 residents (140 homes), and was growing by about 25 homes per year. At current growth rates, 1,000 to 1,500 residents are expected by the year 2000. The town is well planned and well designed. Eventually, Townsend merged with Waterford, Jarvis, Port Dover and several similar communities to form the city of Nanticoke.

REFERENCE:

Toronto Star June 16, 1986. Reproduction from the Canadian Housing Information Centre.

CASE #7: Belle Wood, City of Windsor, Ontario

1. Timing:

a) **Date of commencement of land banking operations:** original acquisition was in the mid-1980s.

b) **Current status:** ongoing.

2. Stated reasons for implementation / purpose of land acquisition: City was the only entity large enough to assemble a large parcel.

3. Characteristics:

a) **Location of land acquired:** Huron Church Road, south of E.C. Row expressway.

b) **Level and type of government administering the land bank:** City of Windsor.

c) **Distribution of functions by level of government:** some provincial funding.

d) **Procedures for land acquisition:** by expropriation.

e) **Procedures for land disposition:** direct sale at specified price (\$750/front foot as of April 1993).

f) **Limitations on land disposition:** blocks of 5-10 lots sold to developers.

g) **Social assistance:** market value, no social housing provisions.

h) **Size of land bank:** 174 lots total: 131 serviced and sold, 43 left to service.

i) **Land use:** residential

4. Reasons for cessation of land acquisition (if applicable):

N/A

5. Documented effectiveness of project: A great deal of vacant land in the city was owned by many different individuals. The city was therefore best suited to assemble this land by expropriation. In this respect the program has been successful. In addition, taxes on the improvements generate revenue of about \$3,000 to \$4,000 per year per lot. No data on the effect on surrounding land prices.

CONTACT PERSON:

Mike Stamp, Property Negotiator
City of Windsor Property Department
(519) 255-6403

CASE #8: Province of Manitoba, Manitoba Housing Department**1. Timing:**

- a) Date of commencement of land banking operations: 1973-75.
- b) Current status: Not actively acquiring land.

2. Stated reasons for implementation / purpose of land acquisition: Anticipated demographic pressures. Also, Winnipeg has a great deal of sub-standard housing and housing in need of repair.

3. Characteristics:

a) **Location of land acquired:** 75% - 80% in City of Winnipeg and environs; remainder in Brandon, Gimli, and other smaller centres, and rural.

b) **Level and type of government administering the land bank:** Provincial housing department with City of Winnipeg.

c) **Distribution of functions by level of government:** Funded by Province of Manitoba.

d) **Procedures for land acquisition:** All of it purchased outright, some is joint-ventured with developers via calls for proposals.

e) **Procedures for land disposition:** Decision-making is by Department's Land Review Committee. Land is sold at market price.

f) **Limitations on land disposition:** Where the Housing Department is in a majority position in a joint venture, it ensures that some land is set aside for social housing.

g) **Social assistance:** Market value.

h) **Size of land bank:** In City of Winnipeg as of 1987: Originally 3,300 acres (1,336 hectares), currently 2,600 acres (1,052 hectares) remain. In 1992-93, 300 acres (121 hectares) are spoken for a joint venture, and an additional 300 acres (121 hectares) have been sold to developer/builders. Outside Winnipeg (rural and smaller centres): 600 acres (242 hectares) of which 100 acres (40 ha) were recently sold.

i) Land use: Residential.

4. Reasons for cessation of land acquisition (if applicable):

Affordability has not been a problem in Manitoba in general. The anticipated population growth has not materialized. The land bank still has a 10- to 20-year supply of land and the province feels it does not need to subsidize the cost of lots any longer.

5. Documented effectiveness of project:

Impacts on current land prices unknown. According to contact person, there may have been some downward pressure during boom times (late 70's), but effect was probably minimal. The land bank still owns a great deal of land, some that will never be viable for housing (e.g. tracts far outside Winnipeg were bought when growth looked like it would reach that far but never materialized. Much of it is Class 1 and 2 prime agricultural land).

CONTACT PERSON:

Mr. Farley Cates, Senior Planning Analyst
Research and Planning Department
Manitoba Housing Department
(204) 945-1029

CASE #9: City of Saskatoon

1. Timing:

a) **Date of commencement of land banking operations:** Land banking started in the 30's to control speculation by both Canadian and American interests. In 1954 was made a formal city policy.

b) **Current status:** Land is currently being acquired.

2. Stated reasons for implementation / purpose of land acquisition: Planning control, land price control, and "to ensure a steady supply of lots at reasonable prices".

3. Characteristics:

a) **Location of land acquired:** City-wide.

b) **Level and type of government administering the land bank:** Municipality.

c) **Distribution of functions by level of government:** Province allows City to administer its own subdivision approval process. Land bank is administered exclusively by the municipality and is self-funded.

d) **Procedures for land acquisition:** Direct purchase. All land matters must have approval of City Council.

e) **Procedures for land disposition:** Requires Council approval. Large blocks sold by public tender with a reserve price. If not sold, added to list of properties at reserve price and may be sold at any time on a 'first come first served' basis. Single family lots sold by lot draw with a \$1000. deposit required.

f) **Limitations on land disposition:** None, about 70% go to larger developer/builders, 30% to smaller builders and individuals.

g) **Social assistance:** City's social housing agency is a separate entity but may buy land on the same basis as above. Non-profit groups are sometimes able to buy without going through the tendering process, but at the same reserve price.

h) **Size of land bank:** 10,000 acres (4048 ha). 50% of available land is controlled by the Saskatoon Land Bank. On average 250 - 1000 lots are in inventory at any given time.

i) **Land use:** Residential and future residential comprise 30%. Remainder is banked for all other purposes: industrial, commercial, institutional, etc.

4. Reasons for cessation of land acquisition (if applicable)
n/a

5. Documented effectiveness of project:

Saskatoon land bank continues to meet its goals of good planning and reasonable land costs. During 1979 through 1985 the City made an exceptionally large amount of money³ which was put into their 'property realized reserve'. This allows the City to borrow from itself, resulting in a Triple A credit rating and consistently low City property taxes. The recent (since 1990) slump in housing starts has left the land bank owning more land than usual.

CONTACT PERSON:

Mr. Stan Peakman, P.Eng.
Land Manager, City of Saskatoon Land Department
222 3rd Avenue North
Saskatoon, Sask. S7K 0J5
(306) 975-3278

³ No statistics available.

CASE #10: Mill Woods, City of Edmonton

1. Timing:

a) **Date of commencement of land banking operations:** early to mid 1970s.

b) **Current status:** Land acquisition ceased early 1980s.

2. Stated reasons for implementation / purpose of land acquisition: To ensure a steady supply of residential land at reasonable cost. To promote social housing initiatives.

3. Characteristics:

a) **Location of land acquired:** Southeast Edmonton.

b) **Level and type of government administering the land bank:** City of Edmonton.

c) **Distribution of functions by level of government:** funded by Province of Alberta through AMHC.

d) **Procedures for land acquisition:** direct purchase.

e) **Procedures for land disposition:** Lottery basis. In some cases the City itself was the developer (particularly for public lands, e.g. servicing, parks, firehall, etc.)

f) **Limitations on land disposition:** Some land was specifically earmarked for social and special needs housing. This was an integrated, comprehensively planned community.

g) **Social assistance:** Land for social housing was sold or leased at 50% of market value.

h) **Size of land bank:** This was a large tract developed as a suburb community. Size about 50 square kilometres. Population at present about 70,000.

i) **Land use:** Primarily residential. However this was a comprehensively planned community so that all land uses (commercial, public, school, open space and recreational) were included.

4. Reasons for cessation of land acquisition (if applicable)

Since the downturn in the economy, The Office of the Commissioner of Housing felt that land prices are now low enough and government intervention is not required.

5. Documented effectiveness of project:

Probably effective in keeping lot prices reasonable during the boom period of the mid to late 1970s. Enabled good planning control and integrated social and special needs housing.

CONTACT PERSON:

Mr. Daryl Kreuzer, Senior Housing Officer
Office of the Commissioner of Housing
City of Edmonton
(403) 496-6029

CASE #11: Province of Alberta

1. Timing:

- a) **Date of commencement of land banking operations:** 1978
- b) **Current status:** Land no longer being acquired.

2. Stated reasons for implementation/purpose of land acquisition: To curb speculation during an inflationary period. Social housing was also a priority.

3. Characteristics:

- a) **Location of land acquired:** In and around 65 cities and towns in Alberta.
- b) **Level and type of government administering the land bank:** Alberta Mortgage and Housing Corporation (AMHC) on behalf of the municipalities participating in the land banking agreement.
- c) **Distribution of functions by level of government:** Provincially funded. Administered by AMHC with Ministry of Municipal Affairs.
- d) **Procedures for land acquisition:** direct purchase.
- e) **Procedures for land disposition:** Land was purchased by AMHC on behalf of the municipalities. Initially, the municipalities were required to pay the original purchase price, but if the municipality in turn sold the land at less than this price, the province would reimburse 75% of the difference. By 1990, however, only six municipalities had succeeded in selling at the original purchase prices, and so subsequently were permitted to buy land at current market prices. This may result in a loss of up to \$49.1 million for the province.
- f) **Limitations on land disposition:** Province sold only to municipalities.
- g) **Social assistance:** The municipalities were to have bought the land for social housing.

h) **Size of land bank:** 2,000 hectares undeveloped, 1,300 developed residential lots, across 65 municipalities.

i) **Land use:** Residential (260 developed industrial properties).

4. Reasons for cessation of land acquisition (if applicable)

The municipalities could not afford to buy the banked land at the inflated prices.

5. Documented effectiveness of project:

Ineffective in curbing speculation. Both the province and the municipalities lost money on the land banking scheme. No data on effect on surrounding land prices.

REFERENCES

Taylor, Peter Shawn. "There Might be a Better Way: The AMHC winds down the land bank, at a cost of \$49 million." Alberta Report, April 30, 1990.

CASE #12: British Columbia Provincial Housing Corporation**1. Timing:**

- a) Date of commencement of land banking operations: no data.
- b) Current status: Projects ongoing.

2. Stated reasons for implementation / purpose of land acquisition: For social housing purposes only.**3. Characteristics:**

- a) Location of land acquired: Province-wide.
Concentrations in Greater Vancouver and Greater Victoria.
- b) Level and type of government administering the land bank: Provincial Housing Corporation.
- c) Distribution of functions by level of government: Funded by Province.
- d) Procedures for land acquisition: Uses a competitive proposal call system for private non-profit housing corporations and/or co-operatives. These corporations receive conditional allocation approval, upon which they buy privately held land at market value. The Provincial Housing Corporation takes over the private non-profit's position by assignment. They service the land, rezone it, then turn it back to the non-profits on a 60-year lease. This lease is prepaid at market value. Rent is collected at 75% of the purchase price over the 60-year lease.
- e) Procedures for land disposition: see above.
- f) Limitations on land disposition: for social housing only.
- g) Social assistance: as above.
- h) Size of land bank: The Corporation has 600 major projects and 1,400 smaller projects completed and under development, province-wide.
- i) Land use: residential

4. Reasons for cessation of land acquisition (if applicable)
N/A

5. Documented effectiveness of project:

This has been an innovative program. Working on a competitive proposal call system allows the Housing Corporation to choose the best projects. The lease-back system saves on carrying costs and maintains control of the land as assets.

CONTACT PERSON:

Mr. Wayne Power, Vice President
Provincial Housing Corporation
Province of British Columbia

(604) 433-1711

CASE #13: City of Richmond, B.C.**1. Timing:**

a) **Date of commencement of land banking operations:** The City of Richmond holds a Statutory Housing Reserve Fund (\$1.5 million) initiated in 1990.

b) **Current status:** ongoing.

2. Stated reasons for implementation / purpose of land acquisition: Adequate supply of land for affordable housing as well as other city services (e.g., daycare centres, etc.)

3. Characteristics:

a) **Location of land acquired:** city wide.

b) **Level and type of government administering the land bank:** city government.

c) **Distribution of functions by level of government:** city government.

d) **Procedures for land acquisition:** purchase.

e) **Procedures for land disposition:** lease back.

f) **Limitations on land disposition:** for rental accommodation.

g) **Social assistance:** market value.

h) **Size of land bank:** The fund is \$1.5 million.

i) **Land use:** residential.

4. Reasons for cessation of land acquisition (if applicable)
N/A

5. Documented effectiveness of project:

No effect on surrounding land prices; land prices are very high in this area (e.g. single family subdivision lots 33' x 120', \$158,000 market value as of April 1993).

CONTACT PERSON:

Mike Armstrong, Land Agent
City of Richmond, B.C.
(604) 276-4102

FACT SHEET

PART 1 - GOVERNMENT LAND BANKING

SUMMARY TABLES

PART 1 - GOVERNMENT LAND BANKING

SUMMARY TABLE 1A - PHYSICAL CHARACTERISTICS, LAND USE

CASE	TIMING	ACTIVE/ INACTIVE	SIZE	LAND USE
1. Nfld.	since 1967	active	total 3,600 lots, 700 developed	resident 'l 15% open space
2. Fredricton	since 1973	inactive, will expand exist.sites	3 ha approx downtown	resident 'l med - high density
3. Nova Scotia	since 1970	active	serviced: 865 ha unserviced: 1,031 ha	resident 'l low density
4. Montreal	since 1990	active	500 units	resident 'l
5. Montreal	1982-1987	inactive	20,000 units	resident 'l high density
6. Ontario	since 1974	inactive	10,788 ha	resident 'l and mixed
7. Windsor	mid-1980s	active	11 ha	resident 'l
8. Manitoba	1973-75	inactive	1,336 ha	resident 'l
9. Saskatoon	since 1954	active	4,048 ha total	30% res. 70% all other uses
10. Edmonton	mid 1970s to 1980s	inactive	5,000 ha	planned community
11. Alberta	1978-83	inactive	3,000 ha	resident 'l
12. B.C.	no data	active	600 major projects	resident 'l
13. Richmond	1990	active	land fund \$1.5 M	resident 'l

SUMMARY TABLE 1B - PROCEDURE

CASE	GOV'T LEVEL ADMIN.	GOV'T LEVEL FUNDING	PURCHASE PROCEDURE	DISPOSAL PROCEDURE
1. Nfld.	Provincial Housing Corp	Self-funded	direct purchase	public tender
2. Fredricton	City of Fredricton	City of Fredricton	direct purchase	public tender
3. Nova Scotia	Provincial Housing Dpt	Province	purchase w/ Cabinet approval	proposal call
4. Montreal	municipal	Province	direct purchase	architect. competit'n
5. Montreal	municipal corporation	Province	purchase, 10% exprop.	proposal call
6. Ontario	Provincial Land Corp.	Province	direct purchase	sold and leased
7. Windsor	municipal	city and province	expropriation	direct sale
8. Manitoba	Province with City of Winnipeg	province,	purchase, some joint-ventured	Land Review Committee
9. Saskatoon	municipal Council	municipal-self-funded	direct purchase	public tender
10. Edmonton	municipal	province (AMHC)	direct purchase	lottery
11. Alberta	province (AMHC)	province w/ cities	direct purchase	sold only to cities
12. B.C.	provincial Housing Corp.	provincial funding	assignment from private non-profit	long term lease-back
13. Richmond	municipal	province	purchase	long term lease-back

SUMMARY TABLE 1C - PROVISION OF AFFORDABLE HOUSING

CASE	STATED GOALS	SOCIAL ASSISTANCE	SUCCESSFUL IN MEETING GOALS
1. Nfld.	planning and price control	subsidized by land sales	yes
2. Fredricton	planning control	market value	yes
3. Nova Scotia	price control	market value	yes
4. Montreal	to attract downtown living	market value	data not available
5. Montreal	to attract downtown living	market value, some sold to non-profits	yes
6. Ontario	projected demographics	less than market value	no
7. Windsor	land assembly	market value	yes
8. Manitoba	projected demographics	market value	no
9. Saskatoon	supply of land price control	market value	yes
10. Edmonton	price control social housing	less than market value	yes
11. Alberta	price control	market value	no
12. B.C.	social housing	lease-back below market	yes
13. Richmond	supply of land social housing	market value	yes

PART 2 - GOVERNMENT SALES OF SURPLUS LAND FOR HOUSING

A) FEDERAL LAND

CMHC, acting on behalf of the Bureau of Real Property Management (BRPM) of the Treasury Board of Canada Secretariat has developed a managed land disposal process which is being applied by CMHC to the five projects in this section. This process generally involves the following two stages:

Stage I: The first stage involves concept plan preparation, transportation and service capacity studies, and an environmental sensitivity examination. It also involves formal application to the municipality in which the land is located for official plan amendments, and subdivision and zoning approvals. At the end of this stage, the results of the municipal approval process are submitted to BRPM, and approval is sought to proceed with the second stage.

Stage II: The second stage of the managed land disposal process involves legal commitments to develop the land for housing, through the registration of plans of subdivision, and expenditures on infrastructure installation (e.g. roads, sewers), and landscaping. At the successful completion of this stage, the surplus land is sold to builders and developers who are then able to obtain building permits to develop housing and other ancillary facilities on the site.

SOURCE:

Canada Mortgage and Housing Corporation (CMHC), Ottawa.

CASE #1: Township of Vaughan

Background: The Bureau of Real Property Management, which handles all Federal land dispositions, approached CMHC regarding this surplus parcel. CMHC did a feasibility study which concluded that the development of this site would enhance the return to the Federal government, while providing housing.

1. Timing of land sale: Currently in progress. OMB hearings began March 2, 1993 for rezoning and plan of subdivision; (the existing neighbourhood of large single family homes is objecting to the mixed development being proposed.)

2. Level of Government selling the land: CMHC as agents for Treasury Board on a fee-for-service basis. CMHC acts in a consulting capacity, taking the land through the municipal approval process, development and marketing.

3. Type of sale: Not applicable at this stage.

4. Documented reasons for implementation: Primary motivation of the Treasury Board was that the land would be more valuable if rezoned and serviced before being offered for sale. CMHC's mandate is to promote housing which includes affordability and an integrated mix of housing types.

5. Quantity of land available for sale: 106 acre site previously an atmospheric research station for the Ministry of the Environment. This will be subdivided, after the municipal approval process, into residential lots and blocks.

6. Procedure for sale of land:

a) **Determination of eligible buyers:** Has not yet been decided except that it will be by public process; judged on track record of company, price offered and design.

b) **Determination of purchase price:** Market price determined by independent appraisal.

CASE #2: CFB Downsview

Background: The Bureau of Real Property Management, which handles all Federal land dispositions, approached CMHC regarding this surplus parcel. CMHC did a feasibility study which concluded that the development of this site would enhance the return to the Federal government, while providing housing.

1. Timing of land sale: At present this project is stalled because of a shortage of transportation capacity.

2. Level of Government selling the land: CMHC as agents for Treasury Board, on a fee-for-service basis. CMHC acts in a consulting capacity, taking the land through the municipal approval process, development and marketing.

3. Type of sale: Not applicable at this stage; will be by public process.

4. Documented reasons for implementation: Primary motivation of the Treasury Board was that the land would be more valuable if rezoned and serviced before being offered for sale. CMHC's mandate is to promote housing which includes affordability and an integrated mix of housing types.

5. Quantity of land available for sale: 130 acres will be subdivided, after the municipal approval process, into residential lots and blocks.

6. Procedure for sale of land:

a) **Determination of eligible buyers:** Has not yet been decided except that it will be by public process; judged on track record of company, price offered and design.

b) **Determination of purchase price:** Market price determined by independent appraisal.

CASE #3: CMHC Branch Office Redevelopment, Toronto

Background: It was decided by the Minister and Management Committee that the CMHC Toronto Branch was under-utilized by Toronto standards and thus was identified as having the potential for redevelopment.

1. Timing of land sale: Land sold, with conditions; expected to close 1993.

2. Level of Government selling the land: Land and buildings are owned by CMHC.

3. Type of sale: This project is a redevelopment of the CMHC site. Sale was by proposal call.

4. Documented reasons for implementation: Provision of affordable housing and mixed use; more efficient use of the site.

5. Quantity of land sold: 3.7 acres (1.5 hectares).

6. Procedure for sale of land:

a) **Determination of eligible buyers:** By proposal call; judged on track record of company, price offered and design.

b) **Determination of purchase price:** Market price. The winning proposal included 150 units of family social housing on the northern portion of the site, close to existing housing. The balance includes a 120-unit private retirement home, plus a 100,000 square foot, 8 storey office building. CMHC has committed to lease about one third of this building on a 25-year lease.

CASE #4: George Derby, Burnaby, B.C.

Background: The Bureau of Real Property Management, which handles all Federal land dispositions, approached CMHC regarding this surplus parcel. CMHC did a feasibility study which concluded that the development of this site would enhance the return to the Federal government, while providing housing.

1. Timing of land sale: Sales activity commenced in the spring of 1992 and will continue through 1995 to complete disposal.

2. Level of Government selling the land: CMHC as agents for Treasury Board, on a fee-for-service basis. CMHC acts in a consulting capacity, taking the land through the municipal approval process, development and marketing.

3. Type of sale: The project comprises 5 blocks for townhouse development, in 5 phases.

4. Documented reasons for implementation: Primary motivation of the Treasury Board was that the land would be more valuable if rezoned and serviced before being offered for sale. CMHC's mandate is to promote housing which includes affordability and an integrated mix of housing types.

5. Quantity of land available for sale: Total of 413 townhouse units, of which 105 units sold in 1992. The remainder, 85 units of which are non-market, will be sold over the next two years.

6. Procedure for sale of land:

a) **Determination of eligible buyers:** Has not yet been decided except that it will be by public process; judged on track record of company, price offered and design.

b) **Determination of purchase price:** Market price determined by independent appraisal.

CASE #5: Kitsilano neighbourhood redevelopment, Vancouver, B.C.

Background: The redevelopment of CMHC-owned assets will provide new accommodation for the current residents and the development of the residual land will provide for the creation of new, integrated communities which will include various types of housing for a wide range of income groups.

- 1. Timing of land sale:** Marketing of surplus land and replacement housing commenced in 1992. The project is scheduled for completion by 1996.
- 2. Level of Government selling the land:** This project is owned, and will be sold by, CMHC.
- 3. Type of sale:** Surplus land sold for socially mixed housing.
- 4. Documented reasons for implementation:** The project comprises 349 dwellings and 16 sites which were built in the late 1940's to meet the needs of returning veterans and their families. It is no longer suitable for the existing aging tenants and the lands are under-utilized according to current zoning.
- 5. Quantity of land available for sale:** CMHC has developed a strategy which involves the phased construction of replacement housing on 5 of the 16 sites for the tenants and the phased disposal of the remaining 11 sites for housing, mixed use, and commercial development.
- 6. Procedure for sale of land:**
 - a) Determination of eligible buyers:** by proposal call; judged on track record of company, price offered and design.
 - b) Determination of purchase price:** market price.

CONTACT PERSON:

Jay Thakar, Land Management Division
CMHC National Office, Ottawa

B) PROVINCIAL LAND

Each Province has different procedures through different departments, ministries or agencies, for the disposal of surplus land. However, most use some form of public tender process or proposal call. Some provinces have regular programs to dispose of surplus land, others are once-off sales of land from inactive land banks or other land assemblies.

The motivation or stated goals for the sale of surplus land also vary, but most include one or all of: provision of affordable housing, stabilizing land prices, and planning control.

CASE #6: Province of Alberta

1. **Timing of land sale:** Current program.
2. **Level of Government selling the land:** Province.
3. **Type of sale:** Regular program.
4. **Documented reasons for implementation:** As land assembly progressed for the ring roads surrounding Calgary and Edmonton (part of the Concept Plan for these cities) parcels were bought by the province as they came on the market. Some of these were larger than necessary for the ring roads, resulting in surpluses. The surplus is sold as raw land; land use depends on location and purchaser.
5. **Quantity of land sold/quantity available for sale:** about 200 parcels ranging in size from 3 acres to 50 acres (1.2 to 20 hectares), totalling approximately 700 hectares.

6. Procedure for sale of land:

The Province is required to put surplus lands to tender. However, a recent ruling from the Department of Justice allows the Province to market land through the Alberta Multiple Listing Service (MLS), since this complies with the intent of the tendering process. Determination of eligible real estate agents to handle the MLS listings is made by the Area Real Estate Board of the area in which a specific parcel occurs. The Area Board provides the province with the names of three agents, and the province chooses from these three on the basis of their qualifications.

a) **Determination of eligible buyers:** Market price. The province has been able to achieve at least the appraised values, sometimes more.

b) **Determination of purchase price:** market value as appraised by 2 appraisers, one of whom must be independent.

c) **Conditions attached to sale:** Once-off sale, raw land (servicing and subdivision are left to the purchaser). The

province does not take back mortgages. Social benefits, affordable housing or housing types, are left to the developer.

CONTACT PERSON:

Gary Sommers, Director
Land Acquisition Branch
Department of Public Works, Supply and Services
Province of Alberta
(403) 427-6179

CASE #7: Province of Ontario, Kitchener

1. **Timing of land sale:** Currently the fifth of six phases.
2. **Level of Government selling the land:** Province of Ontario, Management Board Secretariat (formerly Ministry of Government Services, formerly Ontario Housing Corp. formerly Ontario Land Corp.).
3. **Type of sale:** Sale of land from an inactive land bank.
4. **Documented reasons for implementation:** Adequate supply of land for affordable housing.
5. **Quantity of land sold/quantity available for sale:** Current fifth phase includes 103 single family lots (85% having 35' to 45' frontage, 15% larger.) plus 54 lots for semi-detached units.
6. **Procedure for sale of land:**
 - a) **Determination of eligible buyers:** Proposal call process. Decision criteria: best square foot value of building to land; some architectural and design considerations. (For other projects, bidders have been co-operatives sent from the Ministry of Housing with unit allocations.)
 - b) **Determination of purchase price:** Not less than appraised value (unpublished reserve price). There is some flexibility as to terms, for example, 15% down and interest free term loans. This helps to attract builder/developers as well as co-ops and non-profits.
 - c) **Conditions attached to sale:** 25% affordability by the provincial definition (cost as 30% of income of incomes to the 60th percentile).

CONTACT PERSON: Bob Budd, Program Supervisor for Marketing
Management Board Secretariat
Government of Ontario
(416) 585-6773

CASE #8: Prince Edward Island, Hillsborough Development

1. **Timing of land sale:** original parcel bought in the early 1970s as a land bank. Development and sale of surplus began 1989.
2. **Level of Government selling the land:** Province.
3. **Type of sale:** sale of land from inactive land bank.
4. **Documented reasons for implementation:** The Province is the only entity large enough to assemble a sizeable parcel. A secondary goal is to provide a model of a well-planned community, as opposed to rural strip development which has become problematical in P.E.I.
5. **Quantity of land sold/quantity available for sale:** Original land bank was 400 acres (160 ha), of which 200 (80 ha) was developed and sold through the 1970s. The remaining 200 acres (80 ha) have become the Hillsborough Development. This is proceeding in two phases. The first has been serviced and sold by the province. The second phase is undeveloped, however work has begun on a concept plan.
6. **Procedure for sale of land:**
 - a) **Determination of eligible buyers:** In partnership with the Charlottown Area Development Corporation, the Province worked together on a concept plan. Eligibility depended on the ability to work within that plan.
 - b) **Determination of purchase price:** market value determined by independent appraisal.
 - c) **Conditions attached to sale:** No provision for affordable housing.

CONTACT PERSON:

Don Pridmore, Research Information Officer
P.E.I. Housing Corporation
(902) 368-5770

CASE #9: Province of New Brunswick - Birch Hill Subdivision

1. Timing of land sale: Negotiations since 1991, development agreement signed December 1992.

2. Level of Government selling the land: Province of New Brunswick, Ministry of Municipalities, Culture and Housing. (Previously, the N.B. Housing Corporation, but was merged with the Ministry of Municipalities and Culture in April of 1992)

3. Type of sale: This case was a once-off sale (by contract, in phases over 5 years) of land from an inactive land bank. However, this is a pilot project and, if successful (and there is every indication that it will be), will become a regular program.

4. Documented reasons for implementation: Planning control and the supply of land for affordable housing.

This is a unique project, innovative in the province. The partnership includes the developer, the City of Fredricton Planning Department, as well as the Province. It has allowed the project to be guided by good planning practices, social benefits, as well as the spirit of cooperation and mutual support.

5. Quantity of land sold/quantity available for sale: The total parcel is 105 acres (43 hectares). To date, 5 acres (20 lots), have been bought and serviced by the developer, with an agreement that a total of 30 acres will be bought and serviced by the end of 1993.

6. Procedure for sale of land:

a) Determination of eligible buyers: By proposal call. The decision was based on the overall concept and design for the project. Some weight was given to the fact that the winning developer also controlled the adjacent property which controls all the servicing trunk lines.

b) Determination of purchase price: In order to promote affordability, the land is being sold at slightly below market value. Lots are selling for between \$24,500 and \$28,500; market value is about \$30,000 to \$32,000.

c) **Conditions attached to sale:** This sale is phased over a five-year term. To promote affordable housing, the size of the house was stipulated, instead of the price ('modest' housing in Fredricton sells for about \$100,000.) The contract stipulates that 50% of the homes built must be 1200 square feet or less; but also includes a provision for a good mix of styles and sizes (bungalows, split levels and two storey). The overall concept plan also includes a mixed development of semi-detached and apartment units.

CONTACT PERSON:

Allan Rayner, Property Manager
Ministry of Municipalities, Culture and Housing
New Brunswick

(506) 453-2690

C) MUNICIPAL LAND

Most municipalities have some form of public procedure for the disposal of surplus land. Often municipalities bank land for economic development purposes in the form of industrial parks. Some also sell surplus land for the provision of affordable housing. These often take the form of individual projects. The stated goals for the sale of surplus land vary, but most include provision of affordable housing and planning control. Some are provincial/municipal partnerships.

CASE #10: City of Burnaby, B.C. - 5160 Ridgelawn Drive

The City of Burnaby buys land then leases it back to non-profit housing groups.

1. **Timing of land lease:** July 14, 1992.
 2. **Level of Government leasing the land:** City of Burnaby.
 3. **Type of lease:** 60-year (considered to be equivalent to the life of the buildings) lease back arrangement @ 3/4 of freehold market price prepaid in lump sum. (this case = \$1.6 million)
 4. **Documented reasons for implementation:** To ensure an adequate supply of land for affordable housing.
 5. **Quantity of land sold/quantity available for sale:** this site is 2 1/2 acres. It accommodates 38 units of 3-storey townhouses for non-market family units, plus 32 rent-gearred-to-income (RGI) units for seniors, plus a daycare centre.
 6. **Procedure for sale of land:**
 - a) **Determination of eligible lessors:** under an operating agreement with the B.C. Housing Commission, mostly on a project-by-project basis. There is an open bidding process (open to non-profit groups only). However, these groups seem to have an informal agreement among themselves wherein the groups 'take turns' in bidding for City land parcels.
 - b) **Determination of lease price:** 3/4 of freehold market price in a pre-paid lump sum. Some projects have a \$1/year clause.
 - c) **Conditions attached to lease:** 100% affordable housing. Exact mix depends on each specific program. Most lease agreements contain a covenant wherein, when the original agreement with the non-profit program expires, the City retains control over eligible occupants so that the project remains affordable housing and is not converted to market housing.
- CONTACT PERSON:**
Bruce Rose, City Solicitor
City of Burnaby, B.C.
(604) 294-7400

CASE #11: City of Edmonton

1. **Timing of land sale:** 1992
2. **Level of Government selling the land:** City of Edmonton
3. **Type of sale:** Direct sale at below market value.
4. **Documented reasons for implementation:** To fulfil low income and special needs housing.
5. **Quantity of land sold/quantity available for sale:** 4 1/2 lots (.2 ac or .09 ha). One was sold to Housing For Humanity; slated for a duplex July 1993. Remainder sold to the City's non-profit housing corporation in association with the Edmonton Home Builders' Association.
6. **Procedure for sale of land:** Habitat's lot was at the request of that organization. The remainder was implemented by the City's Office of the Commissioner of Housing under the Department of Planning and Development. Required Council approval. This small development was in line with the City's Official Plan for the area which was to increase the number of affordable units.
 - a) **Determination of eligible buyers:** The City has recently completed an extensive housing needs study; it found that the group in greatest need of decent housing were singles and childless couples as well as groups with special needs such as the physically and mentally challenged. Housing units were therefore targeted to the groups most in need.
 - b) **Determination of purchase price:** The price to Housing for Humanity was \$1, as requested by that group and approved by Council. The price of the other 3 1/2 lots was determined below market value to enable the viability of the project given the higher cost of producing the units.
 - c) **Conditions attached to sale:** 100% for affordable housing including disabled units.

Recently, Edmonton Council has approved 64 city-owned properties in 43 inner-city neighbourhoods for sale for affordable housing at lower than market value. The Office of the Commissioner of Housing has received a budget allocation this year to develop 20 units to meet the housing needs of singles and childless couples, disabled and mentally challenged people.

Contact Person:

see City of Edmonton, Part 1.

CASE #12: City of Winnipeg

1. **Timing of land sale:** 1993.
2. **Level of Government selling the land:** municipality.
3. **Type of sale:** sale of land from inactive land bank.
4. **Documented reasons for implementation:** to realize financial gains from sale of surplus land. Manitoba-Winnipeg Community Revitalization Program (replacing the Neighbourhood Improvement Programs) has enabled non-profit and co-operative groups to utilize funds to deliver affordable housing units.
5. **Quantity of land sold/quantity available for sale:** no data available. Lands are spread among 19 neighbourhoods.
6. **Procedure for sale of land:**
 - a) **Determination of eligible buyers:** Private non-profits and co-operatives.
 - b) **Determination of purchase price:** market price.
 - c) **Conditions attached to sale:** usually depends on specific groups' unit allocations. The City's role is facilitative, on a program-by-program basis.

CONTACT PERSON:

Neil Kowlessar, Manager
Winnipeg-Manitoba Revitalization Program
City of Winnipeg
(204) 986-5257

CASE #13: City of Toronto, St. Lawrence Project

1. **Timing of land sale:** This project has been ongoing since 1975. This year, the final phase has begun.

2. **Level of Government selling the land:** City of Toronto.

3. **Type of sale:** Regular program for affordable housing.

4. **Documented reasons for implementation:** Provision of land for affordable housing.

5. **Quantity of land sold/quantity available for sale:** Originally a 44 acre (17.5 hectare) site. The last 2 1/2 acres is now being developed.

6. **Procedure for sale of land:**
 - a) **Determination of eligible buyers:** Proposal call from co-ops and non-profits only. Decision criteria are based on design, as well as the track record of the co-op or non-profit group. This last parcel was divided among 5 co-operatives.

 - b) **Determination of purchase price:** By maximum unit price. The same set of rules and regulations have always applied.

 - c) **Conditions attached to sale:** Sold to co-op and non-profits only. Some design and density considerations.

CONTACT PERSON:

Phillip Smith
Housing Department
City of Toronto

(416) 392-6611

SUMMARY TABLES PART 2 - GOVERNMENT SALES OF SURPLUS LAND

SUMMARY TABLE 2A - CHARACTERISTICS

CASE	TIMING	LEVEL OF GOV'T	TYPE OF SALE	STATED GOAL
1. Township of Vaughan	currently in progress	Federal gov't.	proposal call	affordable housing
2. CFB Downsview	project is on hold	Federal gov't.	*public process	affordable housing
3. CMHC Branch, Toronto	since 1989	Federal gov't.	proposal call	affordable housing
4. Burnaby B.C.	1992	Federal gov't.	*public process	affordable housing
5. Vancouver	in progress	Federal gov't.	proposal call	intensification seniors, spec. needs
6. Alberta	current program	Provincial gov't.	regular program	sale of surplus
7. Ontario	current program	Provincial	inactive land bank	affordable housing
8. P.E.I.	since 1989	Provincial	inactive land bank	planning control
9. New Brunswick	1991-92	Provincial	once-off sale	planning control, affordable housing
10. Burnaby	1992	Municipal gov't.	long term lease-back	affordable housing
11. Edmonton	1992	Municipal	below market value	affordable spec. needs housing
12. Winnipeg	1993	Municipal	inactive land bank	financial gain
13. Toronto	1975-93	Municipal	regular program	affordable housing

* land not selling yet, but will be by public process.

SUMMARY TABLES PART 2 - GOVERNMENT SALES OF SURPLUS LAND

SUMMARY TABLE 2B - PROCEDURE

CASE	QUANTITY OF LAND SOLD	DETERMIN. OF BUYERS	DETERMIN. OF PRICE	CONDITIONS OF SALE
1. Township of Vaughan	43 hectares	proposal call	independent appraisal	25% afford range of types
2. CFB Downsview	130 acres (43 ha)	proposal call	by appraisal	social housing
3. CMHC Branch	3.7 acres (1.5 ha)	proposal competition	by appraisal	social housing
4. Burnaby	413 units	proposal competition	by appraisal	social housing
5. Vancouver	349 units	proposal competition	by appraisal	seniors, spec. needs
6. Alberta	700 ha (approx.)	price offered	by appraisal	no conditions
7. Ontario	18 acres (6.6 ha) approx.	proposal call	reserve price, good terms	25% affordable
8. P.E.I.	total 160ha 80ha remain	adherence to Plan	by appraisal	no conditions
9. New Brunswick	total 43 ha over 5 yrs.	proposal call	below market	50% under 1200 sq ft
10. Burnaby	2.5 acres (.9 ha)	bids from non-profits only	75% of market price	100% affordable housing, daycare centre
11. Edmonton	.25 acre (.09 ha) 4 1/2 lots	at request of Housing for Humanity	below market value	100% affordable housing, disabled
12. Winnipeg	no data	bids from non-profits	market price	affordable housing
13. Toronto	2 1/2 acres (.9 ha)	proposal call	max. unit price	30% affordable

PART 3 - GOVERNMENT MANDATES FOR THE PROVISION OF AFFORDABLE HOUSING

At least two provincial governments have specific mandates for the provision of affordable housing.

In B.C. the Municipal Act specifies that municipalities include policies for affordable housing within their Official Plans.

In Ontario, the province requires that all municipalities plan for a variety of housing forms and tenures so that the full range of households may be accommodated.

The following fact sheets show the details of the mandates for the provision of affordable housing, including content, compliance, and effectiveness of the policies (also summarized in the Summary Table), as well as the municipal experience with these mandates.

CASE #1: British Columbia

1. Timing - date legislation enacted or policy implemented:

Bill 20 - An amendment to the Municipal Act. Passed May 3, 1992.

2. Documented reasons for implementation: housing supply not matching evolving demographic patterns.

3. Content of legislation:

a) Mandate terms and conditions: This Bill amends both the Municipal Act (sec. 945, Official Community Plans) and the Vancouver Charter (sec. 561, Development Plans) as follows:
" a community plan [or development plan] must include housing policies of the local government [or council] respecting affordable housing, rental housing and special needs housing."

b) Degree of flexibility in interpretation by municipalities: There is no definition of 'affordable housing' in the Bill. It is therefore assumed that the definition is left up to the municipal governments.

4. Compliance - actions implemented by municipalities to achieve compliance: The City of Vancouver is at present preparing an Official Plan. It is assumed that the Plan will comply with the legislation.

5. Effectiveness of policy: No documented data. The City of Vancouver has had a progressive and innovative affordable housing policy in place for some time. Moreover, Vancouver is now in the process of preparing its Official Plan.

REFERENCE:

Municipal Act. RSBC 1979. c.290

B. C. Bill 20(3) 1992

Vancouver Charter. SBC 1953. c.55

CONTACT PERSON:

John Jessup, Community Liaison Officer
Housing Centre, City of Vancouver

CASE #1A: British Columbia: Crown Lands Pricing Policy

1. Timing - date legislation enacted or policy implemented:

Crown Land Pricing Principles, June 1984 (part of the Crown Land Administration Manual of the Ministry of Lands, Parks and Housing.)

2. Documented reasons for implementation: Administration of Crown Lands in the public interest. "Highest and best use" of the land. Pricing is the establishment of the fee or rental rates charged to individuals, organizations and agencies for the use or permanent acquisition of public land. Setting the land price is a major element of the Ministry's Crown Land policy.

3. Content of legislation:

a) mandate terms and conditions:

Six pricing principles:

1. Fair return to the Crown. "To provide public land for private use at less than market price would imply that the provincial government is benefiting relatively few individuals at public expense. Market value represents the measure of monetary worth that society attaches to real property. Therefore, rental rates and fees for Crown land are established in accordance with market rates in effect for private lands.

2. Neutrality. Pricing of Crown land should be impartial in terms of its application and effects. This means that pricing of Crown land should not significantly affect adjacent private land values. It also means that there should not be any hidden incentives or deterrents for particular uses of Crown land. Where pricing incentives are warranted, they should be explicitly identified as exceptions to market value pricing policy and, hence, should only be offered within the context of a specific land use program.

3. Comparability. Market values and rental rates should be comparable among and within Ministry land use programs, bearing in mind the type and duration of tenure. Indiscriminate pricing between policy areas is undesirable. Comparability requires that there should be standard forms and terms of tenure; standard methods of Crown land disposition; and standard methods of land valuation and payment.

FACT SHEET PART 3 - GOVERNMENT MANDATES FOR AFFORDABLE HOUSING

4. Equity. Pricing should recognize the rights of individuals and should not involve discrimination on an individual or group basis. Crown land should be made available on an equal-opportunity basis and its availability well-advertised.

5. Administrative Efficiency. Pricing policy should be implemented using a minimum of time and public resources. In practice, this can be accomplished by reducing the number of individual appraisals; by employing the appraisal expertise of other sources; and by adopting, wherever practical, a planned approach to Crown land disposition. This is also accomplished by providing for direct sale of Crown land wherever possible, as opposed to lease or licence tenure, and by applying consistent pricing for each land use policy.

6. Flexibility. The principle of flexibility allows for future changes in Crown land administration through a process of continual monitoring and adaptation.

b) degree of flexibility in interpretation by municipalities: no data

4. Compliance - actions implemented by municipalities to achieve compliance: no data.

5. Effectiveness of policy:

a) Documented effectiveness: no data.

REFERENCE: Province of British Columbia. Crown Land Pricing Policy. 1984.

CASE #2: Ontario

1. Timing - date legislation enacted or policy implemented:

1989. Land Use Planning for Housing Policy Statement was issued under the authority of the Planning Act (1983) and is the Province of Ontario's Policy Statement on Land Use Planning for Housing. In effect August 1, 1989.

2. Documented reasons for implementation:

i) Predicted demographic pressure. The population of Ontario is expected to continue to grow significantly due to immigration from outside Canada and migration from other provinces.

ii) Household growth and composition is changing. The population is aging and family patterns are changing. The number of smaller households is expected to increase substantially. Housing supply has not adequately responded to all of these needs.

iii) Growth pressures are experienced primarily in the major urban centres of the Province.

iv) Land use planning must respond effectively to these housing needs. It must help to advance provincial housing objectives.

v) All municipalities and planning jurisdictions must take into account the housing needs of the broader community.

3. Content of legislation:

a) Mandate terms and conditions:

Objectives:

> To foster municipal land use planning practices which are responsive to housing needs throughout the Province.

> To contribute, along with other provincial initiatives, to the overall goal of providing a sufficient supply of a range of housing types which are accessible, affordable, adequate and appropriate to the needs of the full range of households in

Ontario.

Principles:

- > Each planning jurisdiction has a responsibility to contribute to fulfilling the objectives of the Policy Statement.
- > A sufficient supply of land (ten year supply) for housing purposes should be planned for in order to help make land available for development at a more reasonable cost.
- > The planning approvals process should be streamlined to help reduce the cost of housing by allowing the market to respond effectively to housing demands and to reduce the land carrying costs associated with housing construction.
- > Land use regulations (zoning) should allow for a full range of housing types and sizes in order to provide the opportunity for more households to be appropriately and affordably housed.
- > New residential units should be planned for in established communities in order to produce housing efficiently and cost-effectively by maximizing existing resources, both in building stock and community and physical services (intensification).

b) Degree of flexibility in interpretation by municipalities:

- > The Province has defined 'affordable housing' as housing with a market price or rent that would be affordable to households of low and moderate income, i.e. households within the lowest 60% of the income distribution for the Housing Region.

4. Compliance - actions implemented by municipalities to achieve compliance:

Under the Policy, Municipalities and Planning Boards should have regard to the Policy:

- when reviewing the official plan (as required by section 26 of the Planning Act).
- when zoning bylaws come up for review.
- when any planning document is being considered for approval.

And should:

- streamline the review and approval of all housing applications.
- provide monitoring reports required.
- inform and advise applicants and the public on the content of

FACT SHEET PART 3 - GOVERNMENT MANDATES FOR AFFORDABLE HOUSING

the Policy Statement.

5. Effectiveness of policy: No documented data. To draw a direct correlation between this Policy Statement and municipal land use policy and/or affordable housing initiatives would not be possible.

REFERENCE:

Government of Ontario Policy Statement: Land Use Planning for Housing. A statement of Ontario Government policy issued under the authority of Section 3 of the Planning Act 1983. Approved by the Lieutenant Governor in Council. Order in Council no.1812/89 July 13, 1989.

CASE #2A: Ontario

1. Timing - date legislation enacted or policy implemented:

1992. "Consultation Counts: Taking Action on a Housing Framework for Ontario." Ministry of Housing Policy Paper for non-profit housing.

2. Documented reasons for implementation:

"There is a need for clear operational objectives on how the ministry will conduct its business [in order to] ensure that the ministry's policy objectives are translated into reality in the way our programs are designed and administered". ("Consultation Counts", 1992, 5).

3. Content of policy:

a) Mandate terms and conditions:

A. Framework Policy and Operational Objectives: these will guide program development and delivery. Divided into two categories; Policy Objectives and Operational Objectives.

B. New Directions for Non-Profit Housing:

1. A new government/third sector partnership for developing, building and managing social housing.
2. More resident control of the places where they live.
3. An improved approach to providing access to not-for-profit housing.
4. Greater sensitivity to the support service requirements of residents with special needs.

C. jobsOntario Homes: a three-year, 20,000 unit, non-profit and co-operative housing program. A housing commitment of this scale is an economic renewal strategy as well as a social investment. These 20,000 homes represent a total investment of about \$2.1 billion in the construction industry that will generate an estimated 33,600 jobs.

D. New Directions for Government Land:

1. Creating a clear priority for housing in the allocation of surplus government sites.
2. Establishing an inventory of under-utilized sites suitable for housing.

FACT SHEET PART 3 - GOVERNMENT MANDATES FOR AFFORDABLE HOUSING

3. Ensuring that the new Housing Priority policy applies to all Crown Agencies other than those solely engaged in the administration of pension funds.

4. Permitting the sale of high-value sites and using the proceeds to purchase other sites where significantly more affordable housing can be produced than would have been the case on the high-value site.

5. Ensuring active planning approval support by the government for affordable housing development on government land.

6. Demonstrating environmental leadership in the development of housing on government land.

E. Consultation Will Continue: on such topics as:

1. Aboriginal housing needs.

2. Housing Land Trusts.

3. Supportive housing policy development.

4. Emergency and transitional housing.

5. Strategy for municipal/provincial partnership in existing housing (see below)

b) Degree of flexibility in interpretation by municipalities:

The strategy for municipal/provincial partnership includes the "Municipal Menu", i.e. provision of 'block funding' to participating municipalities which could then choose from a 'menu' of programs aimed at rehabilitating and intensifying existing housing and improving access for disabled persons.

4. Compliance - actions implemented by municipalities to achieve compliance: no data.

5. Effectiveness of policy: no data.

REFERENCE

"Consultation Counts: Taking Action on a Housing Framework for Ontario." Ministry of Housing Policy Paper. 1992.

SUMMARY TABLE**GOVERNMENT MANDATES FOR AFFORDABLE HOUSING****SUMMARY TABLE 3 - ONTARIO AND B.C.: POLICY AND LEGISLATION**

CASE	MANDATE/FLEXIBILITY	COMPLIANCE / EFFECTIVENESS
1. B.C. Bill 20 amends Municipal Act and Vancouver Charter. Effective September 1992	> a community plan must provide for affordable housing/ > municipality interprets affordable housing.	> Vancouver's Official Plan will comply / > no other data on effectiveness.
1A. B.C. Crown Land Pricing Policy 1984	> highest and best use of the land / >no data on flexibility	> no data / > no data
2. Ontario: Land Use Planning for Housing. Policy Statement 1989.	> sufficient land supply for affordable housing and a range of housing types / > province defines affordable housing	> municipalities must have regard to the policy when preparing Official Plans, Zoning, etc. > no data on effectiveness
2A. Ontario: Consultation Counts Policy statement for non-profit housing. 1992.	> policy statement for non-profit housing. > no data on flexibility	> no data / > no data

PART 4 - THE ONTARIO LAND SPECULATION TAX (1974 - 1978)

1. Reasons for implementation:

- > An equitable means of recapturing socially created land values,
- > Curbing speculation in real property
- > Encouraging development but reducing the escalation of land and housing prices.

2. Content of legislation:

a) Types of property / property-holders taxed:

Applies on all realized gains from non-resource properties except when the disposed property:

- > is a principal residence or vacation property
- > is a developed industrial or commercial property
- > is disposed to a government body or agency or Canadian charity
- > has been substantially improved by the transferor after April 9, 1974 by building a new structure or renovating an existing structure (worth at least 40% or 20%, respectively, of the disposition value of the property)
- > is a residential investment property owned by the transferor for at least 10 years and containing a structure worth at least 40% of the total value (a partial exemption of 10% of the tax is given for every full year the property is owned by the transferor)
- > is a farm property owned by the transferor for at least 10 years (intra-family transfers are exempt. A partial exemption of 10% of the tax is given for every full year the property is owned by the transferor)
- > is included in a registered plan of subdivision and has at the expense of the transferor been wholly or partially serviced to the extent that construction of a building can be commenced.

b) **Tax rates:** Originally to be 50% but reduced to 20% (Dec. 11, 1974)

c) **Exemptions:** See 'types of property,' above.

> The tax was not deductible for income or capital gains tax purposes so that the effective overall tax rate was increased significantly on taxable transactions⁴.

3. Documented effects of application: There is no official government documentation regarding the specific effects of the Land Speculation Tax (see #4 below).

4. Documented reasons for program termination:

1. It was originally meant to be an interim measure.
2. By 1977 there was an indication of general stabilization in housing prices in Ontario. Housing prices increased 26.8% in 1974 but only 3.9% in 1977. This stabilization was not entirely due to the Land Speculation Tax, but "the tax was definitely a factor in Ontario" (Hon. Mr. Maeck, Legislature of Ontario).
3. Repeal of the act "has other simplification benefits in the areas of reducing paperwork for sellers and purchasers alike by eliminating lien clearance certificates" (ibid).

Province of Ontario (1975) Bill 125. An Act to Impose a Tax on Land in Respect of Certain Speculative Transactions Affecting the Control or Ownership of Land.

Province of Ontario (1978) Bill 151. An Act to Repeal the Land Speculation Tax Act, 1974.

Legislature of Ontario Debates (Hansard) October 31, 1978.

⁴ Combined provincial and federal rate of tax on gains realized in real estate transactions could be as high as 81% if treated as income and over 50% if treated as capital gain.

APPENDIX A

**HALIFAX - DARTMOUTH METRO AREA LAND ASSEMBLIES
NOVA SCOTIA DEPARTMENT OF HOUSING
(Revised November 1991)***

MILLWOOD VILLAGE: Total Area - 434 Acres. Lands to be developed - 352 acres. (Includes area within the County Regional Development Boundary and the Sewage Treatment Boundary)

Developed Area - Acres Serviced to Date 244
- Existing Units 574
- Units Not Yet Built 450
- Existing Population Est. ... 1,895
- Population Estimate for Units
Not Yet Built 1,480

Undeveloped Area - Acres Yet to be Serviced ... 108
- Proposed Units 600
- Proposed Population 1,980
(@ 3.3 persons/unit)

Estimate at Completion of Development
- Total Acres Serviced 352
- Total Estimated Units 1,625
- Total Estimated Population 5,360

SACKVILLE COMMUNITY: Total Area - 1,840 acres
(Excludes Phase 13B)

Developed Area - Acres Serviced to Date 1,095
- Existing Units 3,604
- Units Not Yet Built 23
- Existing Population Est. .. 13,335
(@ 3.7 persons/unit)
- Population Estimate for Units
Not Yet Built 85

* Reproduced in its entirety from documents sent from the Nova Scotia Department of Housing and Consumer Affairs.

Undeveloped Area - Acres Yet to be Serviced ... 745
- Proposed Units 2,310
 (3.1 units/acre)
- Proposed Population 7,400
 (@ 3.2 persons/unit)

Estimate at Completion of Development

- Total Acres Serviced 1,840
- Total Estimated Units 5,940
- Total Est. Population ... 20,800

BEDFORD LAND ASSEMBLY: Total Area - 970 Acres (including Jack & Marsh Lakes)

Developed Area - The servicing of this land assembly has not yet begun.

Undeveloped Area - Acres Yet to be Serviced 580
- Proposed Units 2,625
- Proposed Population 7,875
 (@ 3 persons/unit)

KIDSTON ESTATES

Total Area - 969 Acres (including 27 Acre Kidston Lake as per Legal Plan)

Developed Area - Acres Serviced to Date 12 (Phase 1A)
- Existing Units 50
- Existing Population Est. 175

Undeveloped Area - Acres Yet to be Serviced 917
- Proposed Units 2,920
- Proposed Population 10,220

Estimate at Completion of Development

- Total Acres Serviced 929
- Total Estimated Units 2,970
- Total Est. Population 10,400

FOREST HILLS COMMUNITY: Total Area - 960 Acres

Developed Area - Acres Serviced to Date 806
- Existing Units 3,316
- Units Not Yet Built 43
- Existing Population Estimate 11,940
- Population Estimate for Units
Not Yet Built 155

Undeveloped Area - Acres Yet to be Serviced 154
- Proposed Units 564
- Proposed Population 2,030
(@ 3.6 persons/unit)

Estimate at Completion of Development

- Total Acres Serviced 960
- Total Estimated Units 3,923
- Total Est. Population 14,120

TENTATIVE DEVELOPMENT SCHEDULE

LANCASTER RIDGE SUBDIVISION ALBRO LAKE LAND ASSEMBLY

Total Area - 111 Acres (Includes 63 Acres of Open Space and the 5 Acres of Martins Lake.)

Developed Area - The servicing of this land assembly has not yet begun.

Undeveloped Area - Acres Yet to be Serviced 43
- Proposed Units 283
- Proposed Population 990
(@ 3.5 persons/unit)

REFERENCES

	PAGE #
"Consultation Counts: Taking Action on a Housing Framework for Ontario." Ministry of Housing Policy Paper. 1992.	59
Bill 20(3) 1992	52
Carr, Jack and Smith, Lawrence B. "Public Land Banking and the Price of Land". Land Economics. Vol.4, Nov. 1975. p.316-330	3
Government of Ontario Policy Statement: Land Use Planning for Housing. A statement of Ontario Government policy issued under the authority of Section 3 of the Planning Act 1983. Approved by the Lieutenant Governor in Council. Order in Council no.1812/89 July 13, 1989.	57
Municipal Act. RSBC 1979. c.290	52
Ontario Ministry of Housing. A Housing Framework for Ontario - Issues for Consultation June 1991.	58
Province of British Columbia. Crown Land Pricing Policy. 1984.	54
Province of Ontario (1975) An Act to Impose a Tax on Land in Respect of Certain Speculative Transactions Affecting the Control or Ownership of Land.	62
Taylor, Peter Shawn. "There Might be a Better Way: The AMHC winds down the land bank, at a cost of \$49 million." Alberta Report, April 30, 1990	24
Toronto Star June 16, 1986. Reproduction from the Canadian Housing Information Centre.	14
Vancouver Charter. SBC 1953. c.55	52

LIST OF CONTACTS

PAGE #

Mr. Daryl Kreuzer, Senior Housing Officer Office of the Commissioner of Housing City of Edmonton	22
Mr. Stan Peakman, P.Eng. Land Manager, City of Saskatoon Land Department 222 3rd Avenue North Saskatoon, Sask. S7K 0J5	20
Allan Rayner, Property Manager Ministry of Municipalities, Culture and Housing New Brunswick	43
Bob Budd, Program Supervisor for Marketing Management Board Secretariat Government of Ontario	40
Bruce Rose, City Solicitor City of Burnaby, B.C.	44
Don Pridmore, Research Information Officer P.E.I. Housing Corporation	41
Gary Sommers, Director Land Acquisition Branch Department of Public Works, Supply and Services Province of Alberta	39
John Jessup, Community Liaison Officer Housing Centre, City of Vancouver	52

M. Pierre Fontaine, Architect, Planner Modele de l'Habitation City of Montreal	10
Mike Armstrong, Land Agent City of Richmond, B.C.	28
Mike Stamp, Property Negotiator City of Windsor Property Department	16
Mr. Dave Whelan, Provincial Sales and Services Manager Business Development Division, Newfoundland Housing Corporation.	5
Mr. Farley Cates, Senior Planning Analyst Research and Planning Department Manitoba Housing Department	18
Mr. Rod Caiger Nova Scotia Department of Housing and Consumer Affairs Head Office Dartmouth, Nova Scotia	9
Mr. Ron Steves, Director of Administrative Services City of Fredricton, Fredricton, New Brunswick E3B 4Y7	7
Mr. Wayne Power, Vice President Provincial Housing Corporation Province of British Columbia	26
Neil Kowlessar, Manager Winnipeg-Manitoba Revitalization Program City of Winnipeg	47

Phillip Smith
Housing Department
City of Toronto

..... 48

BIBLIOGRAPHY

- Drdla, Richard Associates. Draft Final Report: Regulatory Mechanisms to Facilitate the Production of Affordable Housing. With the Starr Group, for CMHC. 1992.
- Hamilton, S.W. Public Land Banking: Real or Illusionary Benefits?. University of British Columbia. 1974.
- Hulchanski, J.D. Canada's Housing and Housing Policy: An Introduction UBC Planning Papers, June 1988.
- Hulchanski, J.D. et al. The Municipal Role in the Supply and Maintenance of Low Cost Housing: A review of Canadian Initiatives. UBC for CMHC. 1990.
- "The Federal Role in Housing: A Five-Year Review. Reports from the Provinces & Territories". Various authors. Canadian Housing. Vol.7, No.3, Fall 1990.
- Down to Earth. Report of the Federal/Provincial Task Force on the Supply and Price of Serviced Residential Land. Vols. 1 & 2. David B. Greenspan, Chairman. 1978.
- Federal/Provincial/Territorial Conference of Ministers of Housing. Public Documents. Saskatoon, Sask. July 5/90.