



MUNICIPALITY OF BROCKTON DEVELOPMENT CHARGES BACKGROUND STUDY (2024)



MUNICIPALITY OF BROCKTON

DEVELOPMENT CHARGES BACKGROUND STUDY

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MUNICIPALITY OF BROCKTON 2024 DEVELOPMENT CHARGES BACKGROUND STUDY

1.0 Introduction

The Municipality of Brockton is considering establishing, by By-law, development charges to pay for capital costs required due to increased needs for services arising from development. The By-law may establish development charges against residential and non-residential development activities in the Municipality during the period of 2024-2034. This By-law would be passed under the statutory authority of the *Development Charges Act, 1997* (DCA) as amended and its accompanying Regulations.

Section 10 of the DCA requires that a development charge background study be completed and specifies the contents of the study. *Ontario Regulation 82/98*, Section 8, as amended (O.Reg. 82/98) further defines the content of the study. This Development Charges Background Study (Background Study) has been prepared in order to provide Council with sufficient information to make a decision on the value of any development charge to adopt. This report includes the following major components:

- An outline of the framework for conducting the study;
- An overview of the local growth forecasts for residential and non-residential activities;
- A summary of growth-related projects and services;
- A synopsis of the methodology applied to establish a development charge;
- The calculations associated with establishing development charges for each applicable service category;
- Asset management information for assets funded by the development charges;
- Presentation of the proposed development charge schedule; and
- Details on the process to implement a Development Charges By-law.

2.0 Background

The Municipality currently administers a wide variety of public services and maintains an extensive inventory of facilities, infrastructure, equipment, and land. Several major infrastructure projects have been initiated in recent years, or are being planned for implementation in the foreseeable future. Given the capital investment associated with the provision of these projects and other municipal activities, Council has expressed an interest in considering a new development charge by-law to recover applicable costs from new development activities.

B. M. Ross and Associates Limited (BMROSS) was engaged to conduct a Development Charges Background Study to consider the adoption of development charges applicable to new construction activities within the Municipality. Section 10 of the DCA specifies that the Background Study must include the following components:

- Forecasts for the anticipated amount, type and location of development for which development charges can be applied;
- An estimate of the increased level of service required to accommodate growth (for each service incorporated into the development charge);
- Forecasts of the average service levels for certain services over the 15-year period immediately preceding the preparation of the Background Study. The assessment of previous service levels must consider both the quality and quantity of service provided;
- Assessment of long-term capital and operating costs for infrastructure required for each applicable service;
- Consideration of the use of more than one development charge by-law to reflect different service areas; and
- An evaluation of life cycle costs and financial sustainability over the lifetime of the asset.

3.0 Current Practice

The Municipality of Brockton currently does not collect development charges and does not have a development charge by-law in place. The Municipality currently collects development charges for the County of Bruce. Given that the Municipality does not have a development charge by-law in place, there are no further exemptions to development charges (e.g. exemptions for non-residential growth) beyond what is specified in the County of Bruce development charge bylaw.

4.0 Approach

The purpose of this study is to conform to the requirements of the DCA and to support an amount that can be collected as a development charge. The approach to conducting the review is as follows:

- Review with municipal staff and Council; the development charge process and what projects are anticipated to benefit future growth over the next 10 years. This includes reviewing projects identified in other approved studies or Master Plans previously completed, such as Park and Recreation Master Plans, Servicing Master Plans, etc.
- Review historical and future growth in the Municipality. Staff provided information on buildings/development activity;
- Municipal staff and consulting engineers provided updated capital works forecasts and potential projects;
- BMROSS analyzed and evaluated the proposed works to service new development, with respect to:
 - Applicability under the Act;
 - Benefit to existing development;
 - Allocation between different types of development;
 - Level of service in the community;
 - Potential impact of long-term capital and operating costs for the proposed works; and
 - Service areas of the proposed works.

The following represent the final components of the development charges process:

- Provide Council with an interim presentation to identify proposed services that could be collected for in a development charge;
- Council determines a development charge amount they intend to collect by By-law;
- Establish, by Council resolution, a development charge schedule which the Municipality intends to collect;
- Prepare a draft Development Charges By-law prescribing the proposed development charges schedule;
- Arrange a public meeting to present details on the study process and the proposed development charges schedule. The meeting is a requirement of the DCA. A minimum 20-day notice period must be provided prior to the meeting;
- Acknowledge and attempt to address concerns raised during the statutory public meeting, and document input received through consultation;
- Finalize the implementing By-law following consideration of comments received via consultation;
- Obtain, by Council resolution, approval of the proposed Development Charges By-law; and
- Circulate the Notice of Passage for the Development Charges By-law. The By-law will immediately come into effect. The By-law may be appealed to the Ontario Land Tribunal (OLT) in the 40-day period following the passage of the By-law.

5.0 Population and Growth Forecast

5.1 General

Forecasts have been prepared to project population and household growth for the Municipality over a 20-year planning period. The growth forecasts were established following an assessment of general growth and development trends in Brockton as identified from statistical data, building permit data and background research. The forecasts extrapolated from these analyses are considered reasonable projections of growth and development within the Municipality. The background research and analyses of population and growth is included in Appendix A.

5.2 Current Population and Household Trends

The most recent population count for the Municipality of Brockton is the 2021 Census. In 2021, the population of Brockton was 9,784 residents, an increase of 323 persons from the 2016 count and 352 persons from the 2011 Census (Table 5.1). The population of the community of Walkerton is also counted through the Census. Walkerton is the largest population centre in Brockton. Other smaller communities in the community, such as Cargill, Chepstow, and Elmwood, are not counted as population centres through the Census. The historic population of Walkerton is included in Table 5.1.

The population of Walkerton and Brockton had been in decline from 1996 to 2011, however in recent years the population has increased. The increase in population has been relatively moderate, with an average annual growth rate of 0.67% over the past 5 years. For comparison, the 5-year annual growth rate for the Province of Ontario was 1.1%.

Table 5.1 Brockton Census Population Counts, 1996-2021

Year	Walkerton	Brockton
1996	5,039	10,163
2001	4,970	9,658
2006	4,905	9,641
2011	4,403	9,432
2016	4,537	9,461
2021	4,724	9,784
5-year change	187	323
10-year change	321	352
20-year change	-246	126
5-year average annual growth rate (%)	0.81	0.67
10-year average annual growth rate (%)	0.71	0.37
20-year average annual growth rate (%)	-0.25	0.06

The slight increase in population over the past 5 years is attributed to the increase in the number of new homes built in the Municipality. This trend was observed throughout many small municipalities during the pandemic.

The number of private dwellings in Brockton as counted through previous censuses are summarized in Table 5.2. The number of private dwellings in the Municipality has increased over the last 20 years, with approximately 419 additional dwellings over that time. Over the last 20 years, average annual growth rate for the number of dwellings as counted through the Census has remained moderate at 0.5%. In Walkerton, the number of dwellings has also increased over the last 20 years, with an additional 110 dwellings.

Table 5.2 Census Total Private Dwelling Counts, Brockton 2001-2021

Year	Walkerton	Brockton
2001	2,039	3,987
2006	2,089	4,064
2011	2,198	4,157
2016	2,011	4,252
2021	2,149	4,406
5-year change	138	154
10-year change	-49	249
20-year change	110	419
5-year average annual growth rate (%)	1.34	0.71
10-year average annual growth rate (%)	-0.23	0.58
20-year average annual growth rate (%)	0.26	0.5

To gain a better understanding of residential development occurring in Brockton, building permit data for new residential dwellings was assessed. Table 5.3 summarizes the number of new residential building units in the Municipality between 2010 and 2023.

Table 5.3 New Residential Units, 2010-2023

Year	Number of New Residential Permits	Number of New Residential Units
2010	17	33
2011	16	26
2012	14	15
2013	20	32
2014	22	31
2015	14	19
2016	18	26
2017	16	16
2018	7	7

Year	Number of New Residential Permits	Number of New Residential Units
2019	24	24
2020	56	68
2021	95	106
2022	50	50
2023	42	45
5-year total	267	293
10-year total	344	392
5-year average	53.4	58.6
10-year average	34.4	39.2

Over the past 10 years, there were 393 new residential units in Brockton. This includes single detached units and units in multi-dwelling style homes. There was a significant increase in the number of units constructed in 2020 and 2021, compared to previous years. A similar trend was observed in many other communities during the pandemic.

5.3 Population and Households Forecast

5.3.1 Forecast Methodology

For the purposes of this study, recent growth forecasts developed by Watson and Associates Economists Ltd for the County of Bruce as part of the Official Plan Review process were utilized. These forecasts included residential and non-residential projects for each municipality within the County of Bruce. Following a review of the projections and input from staff, the forecasts were considered suitable for the use for the purposes of calculating development charges.

The forecast incorporated the following methodological components:

- The 2021 population and household counts, as determined by the 2021 Census, were used as the starting points for the projections.
- Population and unit growth projections, for Walkerton and Brockton, as noted in Appendix C of the Plan the Bruce – Good Growth Final Report, were applied over the 10-year and 20-year forecast periods.
- Growth in Bruce County, as predicted by the Good Growth Report, is expected to be driven by net migration from other areas of Ontario and sustained economic growth within the region.
- The majority of growth in Brockton is expected to occur in Walkerton, given the availability of lands for residential development.
- It is expected that the majority of development will occur as single detached units, but with an increased proportion of multi-unit residences and apartments compared to the past.

5.3.2 Residential and Population Forecast

The growth forecasts for Walkerton and Brockton, developed by Watson and Associates are summarized in Table 5.4. Table 5.5 contains the forecasted number of additional dwelling units over the same period.

Table 5.4: Population Forecast for Walkerton and Brockton, 2023-2043

Year	Walkerton	Brockton
2021	4,724	9,784
2023	5,047	10,127
2028	5,621	10,749
2033	6,195	11,370
2038	6,769	11,992
2043	7,343	12,613
10-year change	1,148	1,243
20-year change	2,296	2,486

Table 5.5: Dwelling Forecast for Walkerton and Brockton, 2023-2043

Year	Walkerton	Brockton
2021	2149	4406
2023	2293	4501
2028	2594	4827
2033	2894	5140
2038	3194	5453
2043	3495	5765
10-year change	601	639
20-year change	1,202	1,264

5.4 Non-Residential Development Forecast

Table 5.6 and Table 5.7 summarizes the expected non-residential growth over the next 10 and 20 years. It is expected that non-residential development will continue given the availability of undeveloped land designated for non-residential growth within Brockton.

Table 5.6 Forecasted Non-Residential Growth (ft²) - Walkerton

Time Period	Industrial	Commercial	Institutional	Total
2023-2033	37,700	51,000	71,400	160,100
2023-2043	80,600	100,500	136,080	317,180

Table 5.7 Forecasted Non-Residential Growth (ft²) - Brockton

Time Period	Industrial	Commercial	Institutional	Total
2023-2033	41,860	55,770	71,400	169,030
2023-2043	93,340	112,200	136,080	341,620

6.0 Review of Growth-Related Capital Costs

6.1 General Considerations

Projects and services that are anticipated to be required as a result of growth throughout Brockton were reviewed and evaluated. The following factors and evaluation steps were considered during this process:

- Identification of municipal services required to permit occupancy for new development (e.g., water, wastewater, parks and recreation, public work facilities, roads, etc.).
- A review of projects/services contained in the 10-year Capital Works Plan.
- A review of new projects/services that were proposed to be collected for in development charges because they will be required as a result of growth.
- Assessment of the applicability of services and projects under the DCA, taking the following factors into consideration:
 - Eligible Services: Development charges can only be applied to each of the following services to recover the growth-related capital costs for facility construction and improvement, land acquisition and improvement, equipment and furnishings:
 - Water and wastewater services.
 - Stormwater infrastructure.
 - Services related to a highway (as defined in subsection 1(1) of the *Municipal Act, 2001*).
 - Electrical power services.
 - Policing services.
 - Ambulance services.
 - Waste diversion services.
 - Fire Protection services.
 - Library services.
 - Long term care services.
 - Parks and recreation services.
 - Childcare and early year programs and services.
 - Services related to By-law enforcement and municipally administered courts.
 - Emergency preparedness services, and
 - Transit services.

- Identification of completed projects and services which benefit future development and included allocations specifically for growth (i.e., additional capacity).
- Identification of proposed projects and services which will provide benefit to further development within the next ten years; and
- Assessment of the probable capital costs which will be incurred for those projects or services determined to be DCA-eligible.

6.2 Review of Growth-Related Projects

Additional services that are anticipated to be required as a result of growth in the Municipality were reviewed and evaluated as part of the study. Table 6.1 provides a summary of service categories/projects that are proposed to be included in the development charge calculation. Additional information on the projects included in Table 6.1 is also included in Appendix B.

Table 6.1 Projects for Inclusion in Development Charges

Service Category	Project	Description
Fire Services	Aerial Truck	<ul style="list-style-type: none"> • A new aerial fire truck is required to service multi-storey buildings. This will be an addition to fleet in the next 5-10 years. • The estimated cost of a new aerial truck is \$3,000,000.
Parks and Recreation	New Arena	<ul style="list-style-type: none"> • The Parks and Recreation Master Plan identified the need to replace the existing arena in Walkerton due to issues around parking, capacity, accessibility, lack of storage space and susceptibility to flooding. Given the age and location of the arena, repairs and expansions of the current facility was not considered feasible. • Estimated cost of a new arena is \$30,000,000. • Existing and new growth will benefit from the new arena.
Public Works	Fleet and Equipment	<ul style="list-style-type: none"> • It is anticipated that an additional trackless will be required by the Public Works Development in the next 10 years to service both existing and future development. • The estimated cost of the equipment is \$200,000.
Public Works	Street Lighting	<ul style="list-style-type: none"> • Additional street lighting will be required as a result of new growth. Staff identified the need for • The value of the additional lights and poles is \$110,000

Service Category	Project	Description
Public Works	Sidewalks	<ul style="list-style-type: none"> Additional sidewalks are required to connect future development areas. The cost of additional sidewalk is estimated at \$375,000.
Public Works	Expanding and Combining Public Works Shop	<ul style="list-style-type: none"> Additional space will be required to store additional equipment. A new shop will replace the existing Walkerton and Brant shops. A third of the new space is required for growth. The estimated cost is \$3,500,000.
Water	Elevated Tower, Trunk Watermain and Pumping Station	<ul style="list-style-type: none"> The Water and Wastewater Master Plan identified the need for an additional water storage facility, trunk watermain and pumping station to service Development Areas 2A and 2B in Walkerton. Estimated cost of these project is \$12,528,200. The future population of Areas 2A and 2B is 1,586 persons.

6.3 Service Areas

The Development Charge Act requires that if a project benefits only a specific or defined area, that development charges are only collected from the area that benefits. Through this Background Study, it has been identified that there are two service areas for the purposes of collecting development charges:

- Municipal-wide
- Development Areas 2A and 2B.

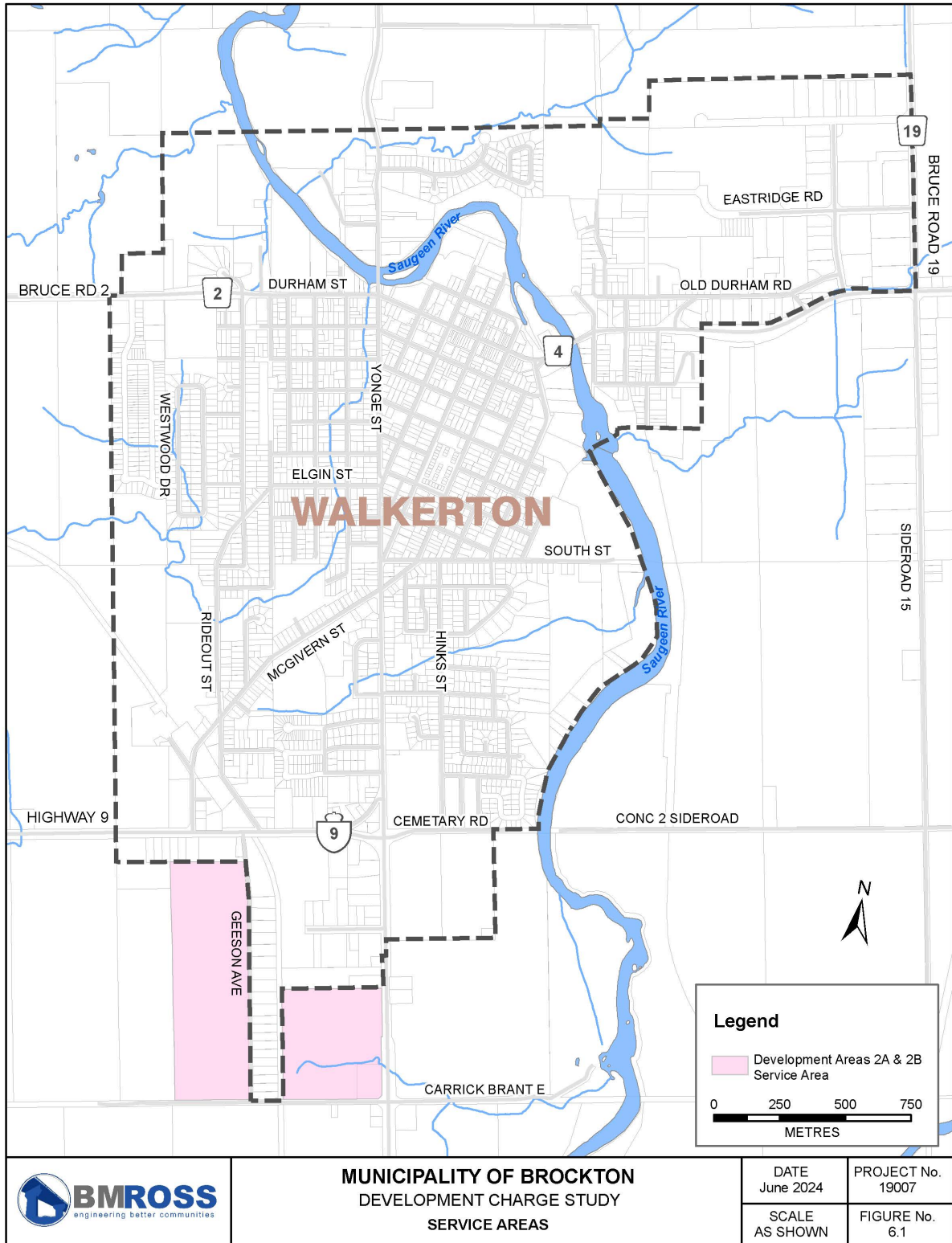
The following table summarizes the projects collected for in each of the service areas.

Table 6.2 Development Charge Projects and Applicable Service Areas

Project Category	Project	Service Area(s)
Fire Services	Aerial Truck	Municipal-wide
Parks and Recreation	New Arena	Municipal-wide
Public Works	Fleet and Equipment	Municipal-wide
Public Works	Street Lighting	Municipal-wide
Public Works	Sidewalks	Municipal-wide
Public Works	Expanding and Combining Public Works Shop	Municipal-wide
Water	Elevated Tower, Trunk Watermain and Pumping Station	Development Area 2A and 2B

The service areas are shown in Figure 6.1.

Figure 6.1 Development Charge Services Area –Development Areas 2A and 2B



6.4 Asset Management

Amendments to the Development Charges Act in 2015 and Ontario Regulation 82/98 require that development charge background studies include an asset management plan. This plan must include all assets with capital costs funded by development charges and demonstrate that assets are financially sustainable over their full life cycle.

The Municipality of Brockton last updated their asset management plan in 2021. The intent of the AMP is to serve as a strategic, tactical, and financial document to allow the Municipality to follow sound asset management practices while optimizing available resources and achieving a desired level of service. The AMP included consideration of the following asset categories: road network, bridges and culverts, water, wastewater, stormwater, buildings and facilities, parks and recreation, and fleet assets.

It is expected that as these projects are built or bought, they will be incorporated into future updates of the AMP. Given the estimated life cycle of the assets (based on the lifetime estimates), the replacement costs were estimated assuming 4% annual inflation over the lifetime of the asset. The future assets not included in the 2021 AMP have a life-cycle cost totaling: \$1.14 billion dollars. The majority of these costs are associated with the end-of-life replacement cost of the new arena (\$30,000,000 in 2024 dollars with a 75-year expected life – the replacement cost is estimated at \$747,919,880) The assumed life expectancy of the assets ranges from 15 to 75 years. Assuming 2.5% annual interest, the Municipality will require an additional \$5.6 million per year to fund the lifecycle costs of these additional projects over the next 75 years. This amount does not factor in potential grants or other contributions. It should also be noted that the arena and public works shop will replace existing assets that have reached the end of their life.

The number of additional residences in Brockton is expected to continue to increase over the next 10 years. The forecasted addition of 606 units will contribute to the existing assessment base and offset the costs associated with these additional assets. Given this, and the Municipality's continued efforts towards establishing long-term funding strategies, the projects included in the development charges are considered financially sustainable over their life cycles.

7.0 Calculation of the Development Charge

7.1 Methodology

The DCA and O. Reg. 82/98 prescribe the methodology which must be applied to calculate the growth-related capital costs for those projects and services being considered for inclusion into the development charge (i.e., DCA-recoverable capital costs). The following outlines the methodology used to calculate possible development charges for each service category:

Preliminary Capital Cost Assessment

- Establish the total estimated capital costs for those projects or services with growth related components which will be implemented within ten years (i.e., gross growth-related capital costs). Exclude costs for local services installed or paid for by land developers as a condition of approval under Section 51 of the Planning Act (subdivision of land);
- Define the benefiting area for the proposed works and estimate the total capacity of the growth-related project or service. Exclude the proportion of the service that can be met by the excess capacity of existing facilities, unless Council has indicated, at the time the excess capacity was created, that it would be paid for by new development;
- Reduce the net growth-related capital costs of the project or service by the value of any anticipated grants or subsidies.

Service Level and Benefit Adjustments

- Review the service description to determine if the proposed works exceed the average level of service (service standard) in the Municipality over the previous 15-year period. The determination of average service level must take into account the quantity of service (i.e., number or size) and the quality of service (i.e., value or cost). Reduce the net cost of the works by any anticipated increase in the service standard. See Appendix C.
- Reduce the net capital cost by the amount the increase in service would benefit existing development.
- Allocate the net capital costs for project or service between residential and non-residential development (i.e., industrial, institutional, commercial activities), based upon anticipated benefit.

Development Charge Calculation and Cash Flow Adjustments

- Calculate the development charge for each service based upon the estimated amount of future growth it will facilitate during the applicable planning period;
- Determine the residential development charge for various types of dwellings based upon the expected occupancy characteristics. Establish area-specific charges for localized projects and services, as required.
- Establish the non-residential development charge based upon a building standard (i.e., cost per square foot of development). Establish area-specific charges for localized projects and services, as required.

7.2 Assumptions Used in the Development Charge Calculation

7.2.1 Spatial Applicability of Capital Costs

The projects included in the following service categories that benefit development on a municipal-wide basis: Fire Protection, Parks and Recreation, Public Works and Administration. The project in the Water category has a specific benefiting area as summarized in Table 6.3. The two service areas are:

- Municipal-wide
- Development Areas 2A and 2B

7.2.2 Allocation of Costs Between Growth and Existing Development

Where a proposed service provides a benefit to existing development, the capital costs must be reduced by the amount of the benefit. Where applicable, for purposes of allocating project costs between future growth and existing development, design capacities have been converted to single person equivalents. This permits a cost per person value to be calculated, which applies equally to both existing development and predicted growth. For other projects, where capacity is not defined, the allocation is based on the assumed proportion of benefit to existing and future development.

7.2.3 Allocation of Costs Between Residential and Non-Residential Development

For the purposes of this study, a series of ratios were established to calculate the relative benefit of projects and services to residential and non-residential activities. The ratios were established based upon the proportion of residential and non-residential growth forecasted. Table 7.1 shows the percentage of residential and non-residential development in the Municipality.

Table 7.1 Ratio of Residential and Non-Residential Development in Brockton

Category	Brockton
Residential	81%
Non-Residential	19%

7.2.4 Occupancy Considerations

The average occupancy rate in Brockton, based on the population and number of dwellings as reported in the Census is 2.56 persons per dwelling unit. Different types of residential development contain different numbers of occupants. On a per unit basis, the smaller the average occupancy, the less demand is generally placed on services. For purposes of this report, the occupancies defined in Table 7.2 are assumed for various housing types. These are based on average occupancies per the last Census.

Table 7.2 Residential Occupancies for Various Dwelling Types

Residential Unit Type	Persons Per Unit	Percentage of Single-Family Unit Charge
Single Family Residential, including semi-detached	2.56	100%
Multi-units	1.65	64%
Apartment (1 bedroom), mobile home, park model trailer	1.25	49%
Apartment (2+ bedroom)	1.51	59%

7.3 Calculated Development Charge

Appendix B provides information on each service category and service component, as well as the key considerations for the calculation of development charges. Based upon the calculations presented in Appendix B, development charge schedules have been prepared for residential and non-residential activities. Table 7.3 provide a summary of the development charge calculations for Brockton based on the calculations outlined in Appendix B for the service areas.

It is recommended that development charges schedules, selected by Council using this Report as a guide, be collected by By-law in Brockton for the period 2025-2035.

Table 7.3 Calculated Development Charges, Brockton

Development Charge Service Area	Service Category	Per Capita Charge (\$)	Singles & Semis (charge per unit)	Multi-Unit (charge per unit)	Apartment - 2 and 2+ bedrooms (charge per unit)	Apartment - 1 bedroom, bachelor (charge per unit)	Non-Residential (charge per sqft)
Municipal-Wide	Fire	363	929	599	548	454	0.63
Municipal-Wide	Parks and Recreation	371	950	612	560	464	-
Municipal-Wide	Public Works	1,070	2,739	1,766	1,616	1,338	1.18
Development Areas 2A and 2B	Water	7,458	19,092	12,306	11,262	9,323	8.75
Municipal-Wide	Total	1,804	4,618	2,977	2,724	2,256	1.81
Development Areas 2A and 2B	Total	9,262	23,710	15,283	13,986	11,579	10.55

7.4 Development Charge Capital Program Summary

Table 7.4 summarizes the net project costs, amount attributable to existing development and amount potentially recoverable through development charges. The capital costs attributable to future development amount to \$16.7 million dollars. The majority of these costs are attributed to future residential development (\$13.6 million dollars), with approximately \$3.1 million attributed to non-residential development. Actual collection will depend on the rate of development. The total collected may also be impacted by reductions in development charges as a result of legislated phasing in of development charges and additional exemptions and discounts.

For projects included in the development charges \$6 million is attributed benefits beyond the next 10 years and is expected to be collected post 2034. Approximately \$38.8 million dollars associated with the identified projects is attributed to existing development and must be funded through reserves, rates and other sources. A significant portion of the capital works plan is a result of the arena replacement project.

Table 7.4 Development Charge Capital Program Summary

Service Category	Net Cost	Amount Attributable to Existing	Total Recoverable through Development Charges	Post 2033 Amount to Collect	Amount Recoverable 2023-2034	Development Charges Attributable Residential	Development Charges Attributable to Non-Residential
Fire	3,000,000	750,000	2,250,000	1,692,360	557,640	451,688	105,952
Parks and Recreation	38,145,552	33,949,542	4,196,011	3,734,573	461,437	461,437	-
Public Works	4,185,000	2,541,650	1,643,350	595,000	1,048,350	849,164	199,187
Water	16,224,592	1,622,459	14,602,133		14,602,133	11,827,728	2,774,405
Grand Total	61,555,144	38,863,651	22,691,494	6,021,933	16,669,560	13,590,017	3,079,544

*Note –Capacity expected to be allocated on first come-first serve basis, so amount collected through development charges over the next 10 years will be based on how much actual development occurs.

8.0 Implementation

8.1 General Considerations

As discussed, a development charges by-law must be adopted to implement a development charges schedule and the associated collection policies. Section 5(1)(9) of the DCA prescribes that the Municipality of Brockton must establish rules within the implementing By-law to set out how development charges will be applied at the local level.

This section of the report outlines certain components of the DCA which will need to be considered during the preparation of the development charges by-law.

8.2 Applicable Development

Section 2(2) of the DCA prescribes that development charges can be collected against development activities requiring one or more of the following:

- Issuance of a building permit;
- Condominium Act approval;
- Certain Planning Act approvals (i.e., minor variances, re-zonings, consents, severances, plans of subdivision).

Development charges cannot be applied to development activities which:

- Enlarge an existing dwelling unit;
- Create second or third dwelling units in prescribed classes of proposed new residential buildings, including structures ancillary to dwellings;
- Create additional dwelling units as prescribed (subject to prescribed restrictions); and
- Increase the gross floor area of an industrial development by less than 50%.

Section 3 of the DCA further prescribes that lands owned, and used by, municipal governments and school boards are not subject to the provisions of the By-law. However, Council is also permitted to include provisions in the By-law which exempt specific types of development from development charges. In this respect, many local municipalities commonly exempt places of worship, public hospitals and farm buildings from the development charges specified in the by-law.

8.3 Charge Ceilings

Development charges to be collected against new development must not exceed the values defined in Table 7.3 of this study. Council can establish Development Charges Schedules in the By-law which prescribe charges which are less than those calculated in the aforementioned tables for the entire Municipality, specific areas of the Municipality, or specific categories of development.

8.4 Exemptions

The statutory exemptions to development charges, per the DCA include:

- Partial exemptions for industrial building additions up to and including 50% of the existing gross floor area of the existing building.
- Buildings and structures owned by and used for the purposes of any municipality, local board or Board of Education.
- Enlargements of existing dwelling units.
- Development in existing and new residential units that creates up to two additional dwelling units.
- Residential development within or ancillary to new dwellings that creates up to two additional units.
- In existing rental residential buildings, the creation of the greater of one residential unit or 1% of the existing residential units.
- Universities.
- Affordable and attainable units.
- Affordable inclusionary zoning units.
- Non-profit housing developments.

Municipalities may also include other exemptions to their by-law. Common exemptions throughout Ontario include those for churches and places of worship, cemeteries, hospitals, non-residential farm buildings for bona fide agricultural use.

8.5 Phasing-in

Municipalities may phase-in development charges over a number of years. Any amounts not collected as a result of phasing may not be recovered through additional charges on later development charges.

8.6 Inflation Adjustments

The DCA permits development charges to be adjusted to inflation, on an annual basis, using the index specified in O. Reg 82/98. This measure is commonly employed by local municipalities to ensure that the fees collected reflect the real cost of the projects and services.

8.7 Front-Ending Agreements

The Development Charges By-law may contain policies which permit the Municipality to enter into front-ending agreements with land developers for infrastructure activities specified in the By-law (e.g., watermain installation, road extensions). Front-ending agreements allow developers to finance all, or a portion of, the capital costs of a project in order to permit the work to proceed in advance of a municipal capital works schedule. The agreement is required to stipulate, at a minimum, the nature and cost of the work, a cost-sharing program, a collection system and the specific benefiting area.

Under front-ending agreements, the Municipality typically assumes the following general responsibilities:

- Collecting development charges from subsequent development activities in the defined service area;
- Reimbursing the other parties in the agreement for a share of the development charge (corresponding to the work completed).

Front-ending agreements are subject to public review. Affected property owners may appeal the terms of an agreement to the Ontario Land Tribunal.

8.8 Credits

The Development Charges By-law may contain provisions which allow the Municipality to permit works specified in the By-law to be carried out by an individual in exchange for credit towards the applicable development charge. The amount of the credit established must reflect the reasonable cost for the doing the work, as agreed upon by the involved parties. The credit provided by the Municipality can only be applied to the service category, or categories, which are directly related to the work undertaken.

8.9 Discounts

Under Section 26.2(1.1) of the DCA, development charges for rental housing developments, as defined in the DCA, must be reduced by the following amounts:

- The development charge for a rented residential premises with three or more bedrooms will be reduced by 25%.
- The development charge for a rented residential premises with two bedrooms will be reduced by 20%.
- The development charge for a rented residential premises not described above will be reduced by 15%.

8.10 Duration of Bylaw

Development charge By-laws expire 10 years after the day they come into force. A municipality may pass a new or additional By-law prior to the expiry of the existing By-law.

8.11 Reserve Funds

Starting in 2025, and subsequently on an annual basis, municipalities are required to spend or allocated at least 60% of the monies in development charge reserve accounts for water, wastewater and services related to highway.

9.0 SUMMARY

This report presents the results of a Development Charges Background Study for the Municipality of Brockton. Council is considering a new Development Charges By-law for the Municipality and the study is required under the *Development Charges Act, 1997*.

The study incorporated the primary key activities:

- Review of historic growth in Brockton and extrapolation of growth and development forecasts for that study area;

- Review and evaluation of capital works projects that would be required to service the predicted growth;
- Calculation of a recommended Development Charge Amount for the proposed projects and services in accordance with the DCA.

It is our opinion that the Development Charge Amounts set out in Table 7.3 of the report are in compliance with the provisions of the DCA and O. Reg. 82/98. However, the charge that is used in the implementing By-law will be set by Council after due consideration.

10.0 FUTURE ACTION

The following represent the final activities required to adopt a Development Charges program:

- Council reviews the Background Study. Following due consideration and any required revisions, Council accepts this draft report and by resolution, agrees that the intent of the Municipality is to implement the growth-related capital works itemized in Appendix B;
- The Background Study is made available for public review 60 days prior to the passing of the By-law;
- Council considers a Development Charge Amount to establish, and specific implementation policies to be incorporated into the implementing By-law;
- A draft By-law is prepared in accordance with the recommendations of Council;
- The statutory public meeting is held with a minimum 20-day notice period. The Background Study and the draft By-law will be made available for public review during the notice period;
- Council must pass the implementing By-law within one year of the completion of Background Study. A 40-day review period must be provided after the passage of the By-law. Any individual or organization may appeal the provisions of the Development Charges By-law to the Ontario Land Tribunal during the review period.

All of which is respectfully submitted.

B. M. ROSS AND ASSOCIATES LIMITED

Per _____

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**APPENDIX A
GROWTH AND DEVELOPMENT
FORECAST**

1.0 INTRODUCTION

1.1 General

Section 5(1) of the Development Charges Act, S.O. 1997 (DCA) stipulates that for the purposes of calculating a development charge, “the anticipated amount, type and location of development, for which development charges can be imposed, must be estimated”. The following discussion summarizes the process undertaken to develop a growth and development forecast for the Municipality of Brockton.

Development forecasts have been prepared in conjunction with the Development Charges Background Study to project a population for Brockton over 10-year (2023-2033) and 20-year (2023-2043) periods. The growth projections were established following an assessment of general growth and development trends evident in the Municipality as identified from statistical data, recent population projections and other background research. The forecasts extrapolated from this analysis are considered to be realistic predictions of population and household growth in Brockton. An estimate of non-residential development has been prepared from available forecasts.

The growth projections established in this study provide a basis for determining the level of service required to accommodate future development activities. In this regard, the growth forecasts provide a framework to estimate (1) the capital expenditures needed to finance additional service and (2) an appropriate development charge to recover growth related capital costs.

1.2 Background

A series of reports were reviewed to gather background information on population growth and general development trends in the study area. The following are among the key sources of information consulted during this review:

- Statistics Canada Census of Canada data for the period 2001-2021 (data is collected in 5-year intervals).
- Building permit records compiled by the Municipality for the period 2010-2023. The records detail the type (e.g., residential, commercial, industrial) and value of development.
- Plan the Bruce: Good Growth Discussion Paper (September 2021) by Watson & Associates Economists Limited.
- Municipal staff and
- An assessment of current development projects and proposals.

2.0 BACKGROUND POPULATION & DEVELOPMENT INFORMATION

2.1 Residential Growth Trends

2.1.1 Population

The most recent population count for the Municipality of Brockton is the 2021 Census. In 2021, the population of Brockton was 9,784 residents, an increase of 323 persons from the 2016 count and 352 persons from the 2011 Census (Table 2.1). The population of the community of Walkerton is also counted through the Census. Walkerton is the largest population centre in Brockton. Other smaller communities in the community, such as Cargill and Elmwood, are not counted as population centres through the Census. The historic population of Walkerton is included in Table 2.1.

The population of Walkerton and Brockton had been in decline from 1996 to 2011, however in recent years the population has increased. The increase in population has been relatively moderate, with an average annual growth rate of 0.67% over the past 5 years. For comparison, the 5-year annual growth rate for the Province of Ontario was 1.1%.

Table 2.1 Brockton Census Population Counts, 1996-2021

Year	Walkerton	Brockton
1996	5,039	10,163
2001	4,970	9,658
2006	4,905	9,641
2011	4,403	9,432
2016	4,537	9,461
2021	4,724	9,784
5-year change	187	323
10-year change	321	352
20-year change	-246	126
5-year average annual growth rate (%)	0.81	0.67
10-year average annual growth rate (%)	0.71	0.37
20-year average annual growth rate (%)	-0.25	0.06

The slight increase in population over the past 5 years is attributed to the increase in the number of new homes built in the Municipality. This trend was observed throughout many small municipalities during the pandemic.

The average age in Brockton, as of the 2021 census, is 43.7 years old. This is slightly older than the provincial average of 41.8 years. Those aged 65 and over account for 23.4% of the population of Brockton, whereas children, or those aged 14 or less make up approximately 17.5% of the population. The proportion of the population that consists of seniors is greater than that of the Province as a whole, which is 18.5%. This suggests that many local seniors relocate to Walkerton either during their retirement or to move into care facilities.

2.1.2 Residential Development

The number of private dwellings in Brockton as counted through previous censuses are summarized in Table 2.2. The number of private dwellings in the Municipality has increased over the last 20 years, with approximately 419 additional dwellings over that time. Over the last 20 years, average annual growth rate for the number of dwellings as counted through the Census has remained moderate at 0.5%. In Walkerton, the number of dwellings has also increased over the last 20 years, with an additional 110 dwellings.

Table 2.2 Census Total Private Dwelling Counts, Brockton 2001-2021

Year	Walkerton	Brockton
2001	2,039	3,987
2006	2,089	4,064
2011	2,198	4,157
2016	2,011	4,252
2021	2,149	4,406
5-year change	138	154
10-year change	-49	249
20-year change	110	419
5-year average annual growth rate (%)	1.34	0.71
10-year average annual growth rate (%)	-0.23	0.58
20-year average annual growth rate (%)	0.26	0.5

To gain a better understanding of residential development occurring in Brockton, building permit data for new residential dwellings was assessed. Table 2.3 summarizes the number of new residential building units in the Municipality between 2006 and 2023.

Table 2.3 New Residential Units, 2010-2023

Year	Number of New Residential Permits	Number of New Residential Units
2010	17	33
2011	16	26
2012	14	15
2013	20	32
2014	22	31
2015	14	19
2016	18	26
2017	16	16
2018	7	7
2019	24	24
2020	56	68

Year	Number of New Residential Permits	Number of New Residential Units
2021	95	106
2022	50	50
2023	42	45
5-year total	267	293
10-year total	344	392
5-year annual average	53.4	58.6
10-year annual average	34.4	39.2

Over the past 10 years, there were 393 new residential units in Brockton. This includes single detached units and units in multi-dwelling style homes. There was a significant increase in the number of units constructed in 2020 and 2021, compared to previous years. A similar trend was observed in many other communities during the pandemic.

2.1.3 Occupancy

For the purposes of this study, the average household density, or occupancy, is calculated from the permanent population and number of private dwellings. It is generally expressed as the average number of persons per household. The household density for the Municipality based on census data, is shown in Table 2.4.

Table 2.4 Household Densities (Persons Per Unit)

Year	Persons Per Unit
2006	2.58
2011	2.47
2016	2.40
2021	2.42

Over the last 15 years, the average number of people per unit in the Municipality has declined from 2.58 to 2.42. The decline in density is a common trend in Southwestern Ontario as a result of shifting demographics, with a greater number of seniors, fewer children per household, and an increase in the number of single-person households. This trend is expected to continue.

2.1.4 Types of Residential Development

Residential development in Brockton includes a variety of types of dwelling units, including single detached, townhouses, row homes and apartment buildings. Table 2.5 summarizes the number of single detached, multi and apartment units, population living the different unit types and average density as reported through the 2021 Census.

Table 2.5 2021 Count of Residential Units by Type, Brockton

Unit Type	Population	Number of Units	Persons Per Unit (PPU)
Single & Semi Detached	8,195	3,200	2.56
Multi	585	335	1.75
Apartment	785	495	1.59

2.1.5 Residential Developments

The majority of residential development in Brockton occurs on existing lots, lots created by severance, or lots created by Plan of Subdivision. Municipality staff provided information on the following potential developments. The number of approved and proposed or potential units are summarized in Table 2.6. In total, there is the potential for 1,365 additional residential units within the Municipality.

Table 2.6 Potential and Approved Residential Developments

Development Status	Potential Number of Units
Approved	494
Proposed, not approved	871
Total	1,365

2.2 Non-Residential Growth Trends

2.2.1 Labour Force

In Brockton, from information gathered as part of the 2021 Census, the number of persons employed is 4,880 or 58% of the population aged 15 and over. The unemployment rate is 6.4% which is slightly less than the provincial rate of 6.7% (as of June 2024). Approximately 38% of the population reported not being in the labour force.

Approximately 57% of those who worked, reported working full time. The remaining 43% worked part time. The majority of employed residents in Brockton work in trades, transportation or equipment (23.5%); sales and service (20.9%); business, finance and administration (13%); and natural resources, agriculture and related occupations (10.1%).

For those who reported being employed, approximately 44% are employed within Brockton, 22% commute to a different municipality in Bruce County, and 33% commute to work in a different county.

2.2.2 Non-Residential Development

The number of building permits issued for non-residential development, including additions and new construction, in the Municipality over the last 13 years is summarized in Table 2.7. In the last 13 years there have been 30 building permits issued for new non-residential buildings. The majority of non-residential permits have been issued for

commercial spaces, followed by institutional uses. In total, from the building permit data, there was 263,984 square feet of new non-residential growth over the last 13 years. The 10-year annual average additional gross floor area of non-residential growth, including additions and new space, is 4,394 square feet.

Table 2.7 Summary of Non-Residential Building Permits 2010-2023, Brockton

Year	Commercial (Number of permits)	Institutional (Number of permits)	Industrial (Number of permits)
2010	1	2	0
2011	2	1	0
2012	1	0	0
2013	0	3	0
2014	0	0	0
2015	0	0	1
2016	0	0	0
2017	3	1	0
2018	1	1	0
2019	1	1	0
2020	0	0	1
2021	0	1	0
2022	5	0	0
2023	2	2	0
Total	16	12	2

2.3 Development Patterns in the Study Area

A number of factors could influence growth trends in Brockton. Of relevance to this study are the following:

- It is expected that residential development will continue on undeveloped lands zoned for such through the site plan process and Plans of Subdivision.
- Brockton is well located to support two potential large employment opportunities, the Bruce 'C' development, and NWMO Deep Geological Repository. Growth at local manufacturing facilities is also expected to support local residential growth.
- It is expected the majority of residential growth will occur as single detached units, however it is expected that multi-unit type dwellings and apartments will be built at an increasing rate.

3.0 RESIDENTIAL GROWTH PROJECTIONS

3.1 Forecast Methodology

For the purposes of this study, recent growth forecasts developed by Watson and Associates Economists Ltd for the County of Bruce as part of the Official Plan Review process were utilized. These forecasts included residential and non-residential projects

for each municipality within the County of Bruce. Following a review of the projections and input from staff, the forecasts were considered suitable for the use for the purposes of calculating development charges.

The forecast incorporated the following methodological components:

- The 2021 population and household counts, as determined by the 2021 Census, were used as the starting points for the projections.
- Population and unit growth projections, for Walkerton and Brockton, as noted in Appendix C of the Plan the Bruce – Good Growth Final Report, were applied over the 10-year and 20-year forecast periods.
- Growth in Bruce County, as predicted by the Good Growth Report, is expected to be driven by net migration from other areas of Ontario and sustained economic growth within the region.
- The majority of growth in Brockton is expected to occur in Walkerton, given the availability of lands for residential development.
- It is expected that the majority of development will occur as single detached units, but with an increased proportion of multi-unit residences and apartments compared to the past.

3.2 Residential and Population Forecasts

The growth forecasts for Walkerton and Brockton, developed by Watson and Associates are summarized in Table 3.1. Table 3.2 contains the forecasted number of additional dwelling units over the same period.

Table 3.1: Population Forecast for Walkerton and Brockton, 2023-2043

Year	Walkerton	Brockton
2021	4,724	9,784
2023	5,047	10,127
2028	5,621	10,749
2033	6,195	11,370
2038	6,769	11,992
2043	7,343	12,613
10-year change	1,148	1,243
20-year change	2,296	2,486

Table 3.2: Dwelling Forecast for Walkerton and Brockton, 2023-2043

Year	Walkerton	Brockton
2021	2149	4406
2023	2293	4501
2028	2594	4827

Year	Walkerton	Brockton
2033	2894	5140
2038	3194	5453
2043	3495	5765
10-year change	601	639
20-year change	1,202	1,264

3.3 Forecast Assessment

The following represents the key findings of the population and residential development forecasts for the Municipality of Brockton:

- The number of residential units in Brockton is expected to continue to increase over the next 20 years. The majority of the development is expected to occur in the form of single detached and multi-units.
- It is forecasted that there will be an additional 2,490 persons in the Municipality in 20 years, with the majority of growth occurring in Walkerton.
- It is expected that the future developments via the Plan of Subdivision process will support the continued growth within the Municipality.

3.4 Conclusions

The forecasts presented in Section 3.2 appear to be reasonable and appropriate forecasts for the Municipality of Brockton given historic growth rates and the factors previously discussed. In this regard, the forecast defined in Tables 3.1 and Table 3.2 should be adopted as the basis for calculating the residential development charges for the Municipality.

4.0 NON-RESIDENTIAL GROWTH FORECAST

4.1 Forecast

The forecast for non-residential development is based on the employment forecasts by Watson and Associates from the Plan the Bruce: Good Growth Final Report. The forecasts estimate the number of additional employees in 5-year intervals to 2046 for each municipality in the County of Bruce. The forecast includes the additional new employees in the commercial, institutional and industrial sectors at 5-year intervals. For the purposes of this study, in consultation with Municipal staff, the Watson employment projections were reduced by 66%. This reduction is believed to more accurately reflect the potential number of employees given that much of the employment land in Brockton is zoned for light industrial uses such as contractor yards, storage facilities, etc. and are expected to generate an overall fewer number of new employment opportunities. To determine the amount of additional non-residential space associated with the additional employees the following values were utilized:

- Industrial 1,300 sqft per employee
- Commercial 500 sqft per employee
- Institutional 700 sqft per employee

Table 4.1 and 4.2 summarizes the expected non-residential growth over the next 10 and 20 years in Walkerton and Brockton. It is expected that non-residential development will continue given the availability of undeveloped land designated for non-residential growth within Brockton.

Table 4.1 Forecasted Non-Residential Growth (ft²) - Walkerton

Time Period	Industrial	Commercial	Institutional	Total
2023-2033	37,700	51,000	71,400	160,100
2023-2043	80,600	100,500	136,080	317,180

Table 4.2 Forecasted Non-Residential Growth (ft²) - Brockton

Time Period	Industrial	Commercial	Institutional	Total
2023-2033	41,860	55,770	71,400	169,030
2023-2043	93,340	112,200	136,080	341,620

5.0 RESIDENTIAL AND NON-RESIDENTIAL ALLOCATION

The allocation between residential and non-residential development for the purposes of calculating development charges is determined based on the proportion of residential growth and employee growth over the forecast period. The allocation of residential and non-residential development, based on growth, for Brockton is summarized in Table 2.8.

Table 5.8: Residential and Non-Residential Allocations

Area	Residential Allocation (%)	Non-Residential Allocation (%)
Brockton	81	19

APPENDIX B
ANALYSIS OF GROWTH-RELATED
PROJECTS

Project Description: Over the next 10 years, the Fire Department and Capital Works plan have identified the need for an aerial truck. This truck is required to fight fires in multi-storey buildings. The cost of an aerial truck is \$3,000,000. It is assumed the truck will benefit growth over the long-term and based on the current level of service, the post-period benefit is \$1,692,360.

Analysis of Long-Term Capital and Operating Costs: The project costs attributable to the existing customers will be recovered through capital reserves and rates. Operating costs will be borne by the increased tax base.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	\$ 3,000,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 3,000,000

Allocation of Costs

Allocation of Costs

Benefit to Existing Development (25%)	\$ 750,000
Benefit to Future Development (75%)	\$ 2,250,000
Post period benefit	- 1,692,360
Amount recoverable through Development Charges	\$ 557,640

Development Charge Calculations

Residential Allocation (per capita)

\$ 557,640 x 81% (based on proportion of residential growth)	\$ 451,688
Divided by future capacity	1,243 persons
Residential development charges (per capita)	\$ 363

Non-Residential Allocation (per square foot)

\$ 557,640 x 19% (based on proportion of non-residential growth)	\$ 105,952
Forecasted non-residential growth (10 years) in ft ² .	169,030
Non-residential development charges (per ft²)	\$ 0.63

Project Description: The Parks and Recreation Master Plan identified the need to replace the existing arena in Walkerton, as it does not meet today's expected level of service. The Master Plan found that renovation and expansion of the current facility would not adequately address issues around parking, capacity, accessibility, lack of storage space, and susceptibility to flooding. Given the current arena's age and location, the Master Plan recommended replacement of the arena. The estimated cost to replace the arena is \$30,000,000. It has been assumed that project costs will be debentured over 20 years at 5% interest. The post-period benefit, based on the current level of service is \$4,600,823.

Analysis of Long-Term Capital and Operating Costs: Operating costs of the new facilities will be paid out of the general tax base. The increase in the tax base from new development should offset any increase in operating costs as well as revenue from registration fees for sport leagues.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	\$ 30,000,000
Interest	\$ 18,145,552
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 48,145,552

Allocation of Costs

Existing and future growth will benefit equally from this project, so the allocation is based on the proportion of growth over the next 20 years.

Benefit to Existing Development (89%)	\$ 42,849,542
Benefit to Future Development (11%)	\$ 5,296,011
Post period benefit	- 4,284,573
Amount recoverable through Development Charges	\$ 1,011,437

Development Charge Calculations

Residential Allocation (per capita)

\$ 1,011,437 x 100% (based on proportion of residential growth)	\$ 1,011,437
Divided by future growth	1,243 persons
Residential development charges (per capita)	\$ 814

Non-Residential Allocation (per square ft)

This project is solely attributed to residential development.

Project Description: The 10-year capital works budget identified the vehicles and fleet equipment for the Public Works Department that will be necessary to support additional growth. The equipment is summarized in Table B-1.

Analysis of Long-Term Capital and Operating Costs: Operating costs of the new vehicles and equipment will be paid out of the general tax base. The increase in the tax base from new development should offset any increase in operating costs.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	\$ 200,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 200,000

Allocation of Costs

Benefit to Existing Development (20%)	\$ 40,000
Benefit to Future Development (80%)	\$ 160,000
Amount recoverable through development charges	\$ 160,000

Development Charge Calculations

Residential Allocation (per capita)

\$ 160,000 x 81% (based on proportion of residential growth)	\$ 129,600
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	\$104

Non-Residential Allocation (per square foot)

\$160,000 x 19% (based on proportion of non-residential growth)	\$30,400
Forecasted non-residential growth (10 years) in ft ² .	169,030
Non-Residential development charges (per ft²)	\$0.18

Table B-1– Public Works Fleet

Fleet/Equipment	Cost (\$)	Grant/Subsidies (\$)	Benefit to Future (\$)	Amount Recoverable over next 10 years
Trackless Sidewalk Plow	200,000	0	160,000 (80%)	160,000
Total	200,000	0	160,000	160,000

Project Description: The Municipality has identified additional street lighting that will be required as a result of new growth. The value of the additional lights and poles is \$110,000.

Analysis of Long-Term Capital and Operating Costs: Operating costs of the new streetlights will be paid out of the general tax base. The increase in the tax base from new development should offset any increase in operating costs.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	\$ 110,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 110,000

Allocation of Costs

Benefit to Existing Development (89%)	\$ 97,900
Benefit to Future Development (11%)	\$ 12,100
Amount recoverable through development charges	\$ 12,100

Development Charge Calculations

Residential Allocation (per capita)

\$12,100 x 81% (based on proportion of residential growth)	\$ 9,801
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	\$ 8

Non-Residential Allocation (per square foot)

\$12,100 x 19% (based on non-proportion of residential growth)	\$ 2,299
Forecasted non-residential growth (10 years) in ft ² .	169,030
Non-residential development charges (per ft²)	\$ 0.01

Project Description: The Municipality has identified additional sidewalks will be required to connect future development areas to existing areas. The estimated cost of the additional sidewalk is \$375,000.

Analysis of Long-Term Capital and Operating Costs: Operating costs of the new sidewalks will be paid out of the general tax base. The increase in the tax base from new development should offset any increase in operating costs.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	\$ 350,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 350,000

Allocation of Costs

Benefit to Existing Development (80%)	\$ 93,750
Benefit to Future Development (20%)	\$ 281,250
Amount recoverable through development charges	\$ 281,250

Development Charge Calculations

Residential Allocation (per capita)

\$281,250 x 81% (based on proportion of residential growth)	\$ 227,813
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	\$ 183

Non-Residential Allocation (per square foot)

\$281,250 x 19% (based on non-proportion of residential growth)	\$ 53,438
Forecasted non-residential growth (10 years) in ft ² .	169,030
Non-residential development charges (per ft²)	\$ 0.32

Project Description: The Municipality has identified the need for additional public workshop space. The estimated cost of a new shop is \$3,500,000. A third of the space is required to accommodate new vehicles and equipment associated with growth. It is expected that the new shop will serve the next 20 years of growth.

Analysis of Long-Term Capital and Operating Costs: This expanded shop will replace the existing shops in Walkerton and Brant. Operating costs of the new shop will be paid out of the general tax base. The increase in the tax base from new development should offset any increase in operating costs.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	\$ 3,500,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 3,500,000

Allocation of Costs

Benefit to Existing Development (66%)	\$ 2,310,000
Benefit to Future Development (34%)	\$ 1,190,000
Post Period Benefit	- \$595,000
Amount recoverable through development charges	\$ 595,000

Development Charge Calculations

Residential Allocation (per capita)

\$595,000 x 81% (based on proportion of residential growth)	\$ 481,950
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	\$ 775

Non-Residential Allocation (per square foot)

\$595,000 x 19% (based on non-proportion of residential growth)	\$ 113,050
Forecasted non-residential growth (10 years) in ft ² .	169,030
Non-residential development charges (per ft²)	\$ 0.67

Project Description: The Water and Wastewater Master Plan identified the need for an additional water storage facility, trunk watermain and pumping station to service Development Areas 2A and 2B. The future population of these areas is 1,586 persons. The cost of these projects is estimated at \$12,528,200. It is assumed the project costs will be debentured over ten years at 5% interest.

Analysis of Long-Term Capital and Operating Costs: The project costs attributable to the existing customers will be recovered through capital reserves and rates. Operating costs will be borne by the users of the facilities through rates.

Project Benefiting Area(s): Development Areas 2A and 2B.

Costs:

Project Costs	\$ 12,528,200
Interest	\$ 3,696,392
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 16,224,952

Allocation of Costs

Capacity will be allocated as development occurs.

Benefit to Existing Development (10%)	\$ 1,622,459
Benefit to Future Development (90%)	\$ 14,602,133
Amount recoverable through Development Charges	\$ 14,602,133

Development Charge Calculations

Residential Allocation (per capita)

\$ 14,602,133 x 81% (based on proportion of residential growth)	\$ 11,827,728
Divided by future population of serviced area	1,586 persons
Residential development charges (per capita)	\$ 7,458

Non-Residential Allocation (per square foot)

\$114,602,133 x 19% (based on non-proportion of residential growth)	\$ 2,774,405
Forecasted non-residential growth (20 years) in ft ² .	341,620
Non-residential development charges (per ft²)	\$ 8.75

Summary of Development Charges

DC Area	Service Category	Per Capita Charge	Single Detached & Semi (per unit)	Multi-unit (per unit)	Apartment 2 or 2+ bedroom (per unit)	Apartment 1 bedroom, bachelor (per unit)	Non-Res (per sqft)
Municipal-Wide	Fire	363	929	599	548	454	0.63
Municipal-Wide	Parks and Recreation	371	950	612	560	464	-
Municipal-Wide	Public Works	1,070	2,739	1,766	1,616	1,338	1.18
Municipal-Wide Total	Total	1,804	4,618	2,977	2,724	2,256	1.81
Development Areas 2A and 2B	Water	7,458	19,092	12,306	11,262	9,323	8.75
Development Areas 2A and 2B	Total	9,262	23,710	15,283	13,986	11,579	10.55

APPENDIX C
LEVEL OF SERVICE CALCULATIONS

Fire Services Level of Service

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Population	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Employment	9516	9474	9432	9438	9444	9449	9455	9461	9526	9590	9655	9719	9784	9849	9913

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Buildings	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	-
Value	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	2,882,700	-
LOS \$/person	203.31	204.62	205.95	206.97	208.01	209.05	210.11	211.17	209.61	208.07	206.56	205.07	203.59	202.14	200.71	206.33

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Vehicles	2	2	2	2	2	2	3	3	3	3	4	4	4	4	5	-
Value	911,159	911,159	911,159	911,159	911,159	911,159	1,255,053	1,255,053	1,255,053	1,255,053	1,661,337	1,661,337	1,661,337	1,661,337	1,702,585	-
LOS \$/person	64.26	64.68	65.10	65.42	65.75	66.08	91.47	91.94	91.26	90.59	119.04	118.18	117.33	116.50	118.55	89.74

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Equip	7	8	8	8	8	8	12	15	20	25	29	33	37	41	44	-
Value	78,312	193,672	193,672	193,672	193,672	193,672	268,688	308,879	362,299	418,997	525,292	574,614	607,419	642,555	665,258	-
LOS \$/person	5.52	13.75	13.84	13.91	13.97	14.04	19.58	22.63	26.34	30.24	37.64	40.88	42.90	45.06	46.32	25.77

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Land	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	-
Value	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	300,072	-
LOS \$/person	21.16	21.30	21.44	21.54	21.65	21.76	21.87	21.98	21.82	21.66	21.50	21.35	21.19	21.04	20.89	21.48

15-year average service level: \$ 343.33/person

Net Population & Employment Growth (2024-2034): 1710

Max. Allowable Funding Envelope: \$ 587,089

Parks and Recreation Level of Service

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Population	5533	5567	5685	5635	5669	5703	5737	5639	5805	5839	5874	5908	5880	6018	6078
Employment	1598	1620	1650	1664	1686	1708	1730	1735	1774	1796	1818	1840	1870	1884	1906

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Buildings	17	17	17	17	17	17	17	17	17	18	19	20	21	21	21	-
Value	8,624,982	8,624,982	8,624,982	8,624,982	8,624,982	8,624,982	8,624,982	8,624,982	8,624,982	8,633,936	8,667,600	9,251,618	9,264,929	9,264,929	9,264,929	-
LOS \$/person	608.31	612.23	616.20	619.26	622.36	625.48	628.63	631.82	627.15	623.20	621.08	658.13	654.35	649.69	645.09	629.53

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Land	18	18	18	18	18	18	18	19	19	19	19	19	19	19	19	-
Value	1,973,995	1,973,995	1,973,995	1,973,995	1,973,995	1,973,995	1,973,995	3,410,768	3,410,768	3,410,768	3,410,768	3,410,768	3,410,768	3,410,768	3,410,768	-
LOS \$/person	139.22	140.12	141.03	141.73	142.44	143.15	143.88	249.85	248.01	246.19	244.40	242.63	240.89	239.17	237.48	196.01

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Vehicles	0	0	0	0	0	1	3	3	3	3	3	3	3	4	7	-
Value	-	-	-	-	-	19,519	46,950	46,950	46,950	46,950	46,950	46,950	46,950	46,950	250,103	-
LOS \$/person	-	-	-	-	-	1.42	3.42	3.44	3.41	3.39	3.36	3.34	3.32	3.29	17.41	3.05

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Equip	52	54	56	56	56	58	60	66	74	76	85	93	95	101	108	-
Value	2,168,902	2,215,536	2,334,233	2,334,233	2,334,233	2,475,728	2,530,220	2,800,629	2,937,698	2,945,921	3,450,865	3,720,311	3,786,258	3,923,373	4,762,710	-
LOS \$/person	152.97	157.27	166.77	167.60	168.43	179.54	184.42	205.16	213.61	212.64	247.27	264.65	267.41	275.12	331.61	212.96

15-year average service level: \$ 1,041.56/person

Net Population & Employment Growth (2024-2034): 1710

Max. Allowable Funding Envelope: \$ 1,781,073

Public Works Level of Service

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Population	5533	5567	5685	5635	5669	5703	5737	5639	5805	5839	5874	5908	5880	6018	6078
Employment	1598	1620	1650	1664	1686	1708	1730	1735	1774	1796	1818	1840	1870	1884	1906

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Buildings	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	-
Value	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	4,397,600	-
LOS \$/person	310.16	312.16	314.18	315.74	317.32	318.91	320.52	322.14	319.76	317.42	315.11	312.83	310.59	308.37	306.19	314.76

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Land	9	9	9	9	9	9	11	11	11	11	11	11	11	11	11	-
Value	465,745	465,745	465,745	465,745	465,745	465,745	523,185	523,185	523,185	523,185	523,185	523,185	523,185	523,185	523,185	-
LOS \$/person	32.85	33.06	33.27	33.44	33.61	33.78	38.13	38.33	38.04	37.76	37.49	37.22	36.95	36.69	36.43	35.80

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Equip	19	20	26	26	27	29	30	33	33	33	40	43	44	44	49	-
Value	3,432,372	3,711,488	3,936,514	3,936,514	4,085,268	4,266,256	4,280,026	4,305,490	4,305,490	4,305,490	4,809,850	4,912,794	5,075,794	5,075,794	5,629,591	-
LOS \$/person	242.08	263.45	281.24	282.64	294.78	309.39	311.95	315.40	313.07	310.77	344.65	349.48	358.49	355.93	391.97	315.02

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Street-lights	27	27	27	53	53	53	53	54	154	356	508	508	508	508	510	-
Value	255,769	255,769	255,769	282,216	282,216	282,216	282,216	343,302	399,848	527,243	645,955	645,955	645,955	645,955	780,408	-

LOS																	31.06
\$/person	18.04	18.16	18.27	20.26	20.36	20.47	20.57	25.15	29.07	38.06	46.29	45.95	45.62	45.30	54.34		

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Sidewalk	206	208	211	214	221	228	233	241	241	252	278	278	281	284	293	-
Value	4,460,082	4,533,940	4,597,327	4,702,971	4,843,640	4,992,753	5,102,713	5,250,489	5,250,489	5,527,437	5,626,675	5,626,675	5,686,455	5,859,522	6,065,010	-
LOS																372.64
\$/person	314.56	321.83	328.45	337.67	349.50	362.07	371.91	384.62	381.78	398.97	403.18	400.26	401.61	410.89	422.29	

Item	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Avg LOS
Vehicles	3	4	5	6	6	7	7	9	10	11	12	12	15	15	15	-
Value	942971	1260859	1315859	1360859	1360859	1405859	1405859	1791331	2135629	2180629	2213444	2213444	2626143	2626143	2626143	-
LOS																256.78
\$/person	132.24	176.81	184.53	190.84	190.84	197.15	197.15	251.20	299.49	305.80	310.40	310.40	368.27	368.27	368.27	

15-year average service level: \$ 1,069/person

Net Population & Employment Growth (2024-2034): 1710

Max. Allowable Funding Envelope: \$ 1,828,476.02