Corporation of the Municipality of Brockton

Report to Council

Report Title:	Development Charges Background Study
Prepared By:	Trish Serratore, Chief Financial Officer and Sonya Watson, Chief Administrative Officer, Dalton Stone, Municipal Services Coordinator
Department:	Planning
Date:	August 13, 2024
Report Number:	PLN2024-05 **File Number:** C11PLN
Attachments:	Municipality of Brockton Development Charges Background Study (2024)

Recommendation:

That the Council of the Municipality of Brockton hereby receives Report Number PLN2024-05 – Development Charges Background Study, prepared by Trish Serratore, Chief Financial Officer and Sonya Watson, Chief Administrative Officer and Dalton Stone, Municipal Services Coordinator, for information purposes.

Report:

Background:

On December 12, 2023 Council awarded the contract to conduct a Development Charges Background Study to B.M. Ross in the amount of $33,089, plus HST. The contract is to complete a comprehensive study of the municipality's anticipated growth, and the services needed to meet the demands of the growth, as well as a detailed account of the capital costs for the infrastructure requirements and how we can fund this growth through Development Charges (DCs). The County of Bruce has also implemented a Development Charge By-Law and the Municipality of Brockton has already collected $21,059.00 in 2024 in development charges that will be transferred to the County.

The purpose of this report is to inform Council on related background for the capital projects that are currently included in the Development Charge Study to assist Council in making decisions related to the charges proposed.

Analysis:

Development charges are a major source of revenue for cost recovery for funds needed for the future growth that will continue in the community and the infrastructure that will be needed to support this growing community. The purpose of DCs is to recover the capital costs associated with the residential and non-residential growth within a municipality. The capital costs *are in addition* to the costs that would normally be constructed as part of a subdivision (i.e. internal roads, sewers, watermains, sidewalks, streetlights, etc.).

Without DC's municipal property taxes are subsidizing the cost of growth.

Benefits of implementing Development Charges

Development Charges are a fundamental tool that municipalities can use to fund the increased infrastructure requirements that are needed due to growth. As noted above, DCs are established to help "growth pay for growth". Over the last three years Brockton has experienced significant growth, which is illustrated in the charts below for the total number of building permits issued in the last three years:

3 Year Building Permit Totals – 2021, 2022 and 2023

Type of Development	Number of Permits	Total Square Footage
New Single and Semi Detached	179	N/A
New Other Multiples (townhouses etc.)	9	N/A
New Apartment Building (60 Units)	1	N/A
Commercial (New)	10	51,547
Industrial	1	0

*these figures do not include permits that would be exempt from development charges

Financial Benefit of Development Charges

Using the information above with the total number of building permits issued over the last three years (for permits that would be applicable to DCs), staff have completed the chart below to provide an example of potential revenue the municipality could have earned over this three-year time period, if we had DCs in place. The rates used below to provide this example to Council are from the proposed rates in the background study presented for Brockton:

Hypothetical DC Revenue 2021, 2022 and 2023 – Brockton Building Permits

	$ per Dwelling Unit - Walkerton				Walkerton	$ per Dwelling Unit – Municipal Wide				Municipal Wide
	Single and Semi Detached	Multi Unit	Apartment – 2 and 2+ bedrooms	Apartment – 1 bedroom	Non-Residential per square foot	Single and Semi Detached	Multi Unit	Apartment – 2 and 2+ bedrooms	Apartment – 1 Bedroom	Non-Residential Per square foot
	$9,075	$5,850	$5,354	$4,432	$4.00	$7,982	$5,145	$4,709	$3,898	$3.62
2021	$726,000	$76,050	0	0	$40,500	$103,766	0	0	0	0
2022	$335,775	$29,250	0	0	$107,708	$103,766	0	0	0	0
2023	$245,025	$87,750	$149,912	$141,824	$98,480	$63,856	0	0	0	0
Total										**$2,309,671**

The study provides Brockton with rates required to fund the growth based on our specific infrastructure requirements.

Why a Development Charge By-Law for Brockton

In addition to the source of revenue for cost recovery of funds for capital projects associated with new growth, having a Development Charges By-Law has other benefits as well.

Presently, the Municipality of Brockton sits at a disadvantage by not having its own, local, Development Charges By-Law. Since the beginning of 2024, Bruce County has implemented a County wide development charges by-law. In the County by-law it states, “Buildings or structures exempt from Development Charges in each local municipality will also be exempt from County Development Charges under this by-law”. In this instance of exemptions, a Municipality’s by-law has precedence over the County by-law. For example, if a municipality chose to exempt all industrial development from its development charges by-law (to increase its industrial sector), that means all industrial development would also be exempt from paying County charges as well. In this example, the industrial developer would not have to pay municipal charges, and it would not have to pay county charges. Since Brockton does not have a development charges by-law, all developments must follow the entirety of the Bruce County Development Charges By-Law. This situation could make other municipalities more appealing to developers.

While there are statutory exemptions to development charges, per the Development Charges Act, Municipalities can include their own exemptions to specific types of development, locations of development or both. For example, an exemption could be made for commercial/industrial development within the East Ridge Business Park. The intention of this exemption being that it would even the cost per acre that developers are paying for projects in the ERBP, increase competitiveness amongst other municipalities for commercial/industrial development, continue the strong uptake in property purchases within the ERBP.

Capital Project Outline-Background

Projects and services that are anticipated to be required resulting from growth throughout Brockton were reviewed and evaluated. Note: “Post period benefit” means – the project costs that will be collected through future development charges beyond the next 10 years based on either the average level of service or length of benefit of the project.

Firefighting Outfitting

Cost of Equipment per Firefighter	$4,000.00
Amount Recoverable through Development Charges	$26, 200.00
Post Period Benefit	N/A

Firefighter gear is required to equip additional firefighters needed as growth occurs. Currently, there are 60 firefighters servicing the Municipality. The 15-year average level of service is 0.0043 firefighters per person. This level of service will be carried forward to service additional residential and non-residential growth.

Aerial Truck

Total Costs	$3,000,000.00
Amount Recoverable through Development Charges	$557,640.00
Post Period Benefit	-1,692,360.00

Over the next 10 years, the Fire Department and Capital Works plan has identified the need for an aerial truck. This truck is required to perform emergency services for multi-storey buildings. Currently, the Walkerton Fire Department has a height capacity of 3 storeys, using a large ladder that requires at least 3 firefighters to raise

and operate. As such, an aerial truck would replace the difficulties associated with operating the 3-flight ladder, as well as service buildings that exceed 3 storeys in height.

The fire department does not have the capacity to handle fires/rescues with buildings that are 4 storeys or higher. Brockton has a mutual aid agreement with the Town of Hanover to provide emergency services for buildings higher than 3 storeys. The condo building on Valleyside Drive is more than 3 storeys and has 38 units in it. The new apartment building on Eastridge Rd is nearing completion and is 5 storeys with 60 units in it. There are several proposed apartment buildings that have already been approved through Site Plan Control, all of which are over 3 storeys. It is most likely that the Town of Walkerton will see multiple buildings exceeding 3 storeys within the next 5 years.

Additionally, the Walkerton Fire Department recently received a technical bulletin from the Fire Underwriters Survey. The bulletin explains the requirements for aerial apparatus/ladder companies from the Fire Underwriters Survey Classification Standard for Public Fire Protection. In this document it states, "Response areas with 5 buildings that are 3 stories or 10.7 metres (35 feet) or more in height, or districts that have a Basic Fire Flow greater than 15,000 LPM (3,300 IGPM), or any combination of these criteria, should have a ladder company." Based on future growth, it is recommended that the Municipality of Brockton will need to acquire a ladder truck/company.

New Arena

Total Costs	$48,145,552.00
Amount Recoverable through Development Charges	$1,011,437.00
Post Period Benefit	-4,284,573.00

The Municipality of Brockton recently underwent an extensive Facility Conditions Assessment. In this report, prepared by VFA Canada Corp., the Walkerton Arena received an FCI standard rating of 0.56 which would be considered in fair condition (scale ranging from Excellent – Good – Fair – Poor). It should be noted that anything over 0.60 is considered to be in poor condition. The report listed numerous requirements (including renewals) that the Walkerton Arena should undergo in the next 1-5 years, totalling an estimated $5,757,882.00.

In the Recreation Master Services and Facilities Plan, in reference to a 2019 Building Condition Assessment Report and recent Black & Macdonald assessment, it notes the following significant issues that will/may need addressed in the coming years to the current Walkerton Arena:

- plant room valves replacement (TSSA requirement) $10,000, and header pipe replacement to address and prevent brine leaks $65,000 (in 2023 budget)
- end of life compressors replacement $180,000 (in 2024 budget)
- ice surface concrete pad replacement due to movement and deterioration of concrete and piping $3-4 million

The Recreation Master Services and Facilities Plan further states that based on current operating hours and prime time use during peak periods, future demand for prime time will exceed that available on a single pad before 2033 (i.e., 74 hours per week). In effect, it represents the equivalent of 1.5 pads.

For the long-term perspective, the Recreation Master Services and Facilities Plan offers the following insight, "the Walkerton Arena was constructed in 1972, and passed 50 years of service to the community in 2022. While population projections to 2072 are not available, it can be assumed that any major facilities built within the term of the Master Plan will be required to operate for another 40 to 50 years, which is a key consideration in their planning and development. Viewed from this perspective, providing a twin pad facility now will reduce the costs of providing two single pads in the very long term and will realize cost efficiencies in its design, construction and operations." This recommendation is consistent with the 2014 study by Prism Inc. regarding the Walkerton Arena.

It is important to note that in addition to any funds dedicated towards the establishment of a new Walkerton Arena, municipal staff will continue to pursue available grants that would contribute to the overall costs. In recent years, staff have submitted multiple grant applications to support the funding of a new arena/community centre. Staff applied to the Infrastructure Canada – Green and Inclusive Community Building Program in 2021 but were not successful. Additionally, the Municipality of Brockton allocates $200,000.00 into a reserve fund for a new arena each year.

A new arena would serve the entire community of Brockton.

New Ball Diamond

Total Costs	$500,000.00
Amount Recoverable through Development Charges	$375,00.00
Post Period Benefit	N/A

An additional ball diamond was identified as a future need in the Recreation Master Services and Facilities Plan. The Plan states supply totals the equivalent of ten (10) unlit diamonds or a population-based ratio of 1 diamond per 978 people at the 2021 Census figure of 9,784. Using this same supply ratio, a total of 12 (unlit) diamonds will be needed to serve a 2033 population of 11,780.

Washrooms (Riverbend Park)

Total Costs	$200,000.00
Amount Recoverable through Development Charges	$22,000.00
Post Period Benefit	N/A

A washroom at River Bend Park was identified as a need through the Recreation Master Services and Facilities Plan. The current washroom at this location is in poor condition and should be replaced.

Trails

Total Costs	562,600.00
Amount Recoverable through Development Charges	$61,886.00
Post Period Benefit	N/A

The Recreation Master Services and Facilities Plan identified several trail projects throughout the Municipality. The Master Plan contains an extensive list of trail recommendations to new and current site locations, varying

in cost and work. Connectivity is an important trail consideration, especially within the former Town of Walkerton. As development continues throughout Brockton's urban areas, it is critical that pedestrian access is available and connected to new residential areas, providing access to community areas, businesses, park etc. These connecting links will come at a significant cost to the Municipality.

Parkland Development (Including Equipment and Structures)

Total Costs	$310,750.00
Amount Recoverable through Development Charges	N/A
Post Period Benefit	N/A

There are currently 118.6 acres of parkland maintained by the Municipality of Brockton. That equates to a 15-year service level of 0.012 acres/person. It is assumed that parkland will be acquired closer to a rate of 0.0025 acres/person. It is anticipated that as residential growth occurs, the Municipality will acquire parkland (as land or cash in lieu) and additional play structures will be required. The anticipates cost of equipping a park is $100,000 per acre. Over the next 10 years, an additional 1,243 persons are anticipated, which at the current service level is equivalent to 3.1075 acres of parkland.

Presently, there is parkland dedicated in the JDR Subdivision (located at the former Brant School), which is an empty space. Play structures are needed at this park space. Considerations have been made about a future park space in the Northeast section of the Town of Walkerton, which will require play structures. As residential growth continues, it is most likely that future park space will be required to maintain the current level of service.

There are various recommendations in the Recreation Master Services and Facilities Plan for each parkland space within the Municipality of Brockton. These recommendations may include the addition of playground equipment and resurfacing, entrance signs, shade structure etc.

Public Works Fleet

Total Costs	$550,000.00
Amount Recoverable through Development Charges	$440,000.00
Post Period Benefit	N/A

The 10-year capital works budget identifies several vehicles and fleet equipment for the Public Works Department that will be necessary to support additional growth. The equipment considered in the development charges report includes a trackless sidewalk plow as well as a snowplow. As growth continues to occur, the Brockton Works Department will be responsible for maintaining more roads and sidewalks, which leads to the demand for another sidewalk plow and snowplow.

Street Lighting

Total Costs	$110,000.00
Amount Recoverable through Development Charges	$12,100.00
Post Period Benefit	N/A

Staff have identified additional street lighting that will be required as a result of new growth. Due to the residential development within the Northeastern portion of the Town of Walkerton, new streetlights will be needed for Old Durham Rd and a portion of Bruce Rd 4 leading pedestrians to new amenities and services in the East Ridge Business Park.

Sidewalks

Total Costs	$350,000.00
Amount Recoverable through Development Charges	$281,250.00
Post Period Benefit	N/A

As stated above, due to the residential development within the Northeastern portion of the Town of Walkerton, an extension of municipal sidewalks will be required to accommodate new growth. Additional/new sidewalks will be required on Old Durham Rd, Bruce Rd 4, Eastridge Rd, and Ontario Rd.

Combining and Expanding Public Works Shop

Total Costs	$3,500,000.00
Amount Recoverable through Development Charges	$595,000.00
Post Period Benefit	-595,000.00

The Municipality has previously 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.

The Municipality of Brockton recently underwent an extensive Facility Conditions Assessment. In this report, prepared by VFA Canada Corp., the Walkerton Works Shop received an FCI standard rating of 0.46 which would be considered in fair condition (scale ranging from Excellent – Good – Fair – Poor). The building is currently 50 years old and is no longer suitable for its intended purpose as it is too small for Brockton's equipment needs. The report indicated that the total requirements (including renewals), that have been suggested for the Walkerton Works Shop totals $527,525.00, with the suggested works to be completed between 2024 to 2028.

The Brant workshop is nearly 50 years old as well, with the front building and shop expansion occurring around 1992. The sand/salt dome located at the property was erected in 1992 but has major structural damage and is likely to need replacement in the next 5 years. Facing the same issues as the Walkerton Shop, the Brant shop is too small for the size of the new equipment being produced.

Beyond the poor condition and lack of space of the current shops, there are several benefits to merging the Brant and Walkerton shop into one, including, but limited to:

- building one new shop will lower the construction cost per square footage than building two new, separate buildings;
- allows for the sharing of equipment (examples: each shop has its own backhoe and merging the two shops would allow for a single unit, shared welding/maintenance equipment, shared fuel storage);
- combined salt/sand storage structures (fewer overall structures);

- economies of scale when ordering and having parts delivered and storing parts for emergency repairs;
- reduced hydro costs;
- better workforce collaboration, a single shop would have a single foreman or lead hand; and
- less overall properties and buildings to maintain.

Elevated Tower, Trunk Watermain and Pumping Station for 2A and 2B only

Total Costs	$16,224,952.00
Amount Recoverable through Development Charges	$14,602,133.00
Post Period Benefit	N/A

As the Municipality of Brockton continues to grow, especially seeing an increase of residential development in the Town of Walkerton, Municipal Staff have worked with professional planning consultants and the County of Bruce to looks at areas of land to increase the urban boundary of Walkerton. A report prepared by Monteith Brown Planning Consultants identified the area of land (a section of Area 2A below), as a logical extension of the settlement boundary due to its location and "*The proposed settlement area boundary would minimize impacts to agricultural operations as it would be rounding out the settlement area and would prevent fragmentation and the creation of a narrow and undersized non-viable agricultural lot*." Area 2B, was identified in the Water and Wastewater Master Plan as a potential future expansion area.

This area, located at the south side of Walkerton, is subdivided into two parcels with Area 2A situated to the south of Highway 9 and west of Geeson Ave and Area 2B situated further to the east, between Geeson Ave and Highway 9. The civic address for these properties is 201 Highway 9 and 1901 Highway 9, respectively. This proposed development area encompasses a total of approximately 42.8 hectares (i.e., Area 2A and 2B).

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 Water and Wastewater Master Plan made the following recommendations for the future areas discussed:

1. There is insufficient fire flow to service this area. Further, while it is estimated that there is sufficient fire flow and storage to service Walkerton to the year 2043, the Wallace Street standpipe may reach the end of its service life prior to this time at which point it is recommended that additional capacity for the Town be reviewed as part of a Municipal Class EA process. A Class EA process focusing on the South Pressure Zone, the Wallace Street Standpipe, the existing booster station, and the potential for a new standpipe in Area 2A may be advanced at any time. The inclusion of Area 2A within the settlement area boundary at this time would provide the opportunity for the Town to consider, in more detail, the construction of a water tower in this Area at such a time that planning is initiated. Further, the Town could start pursuing funding for this project, as opportunities permit. The Municipality recently applied under the Housing-Enabling Water Systems Fund but were not successful. It is the intention of staff to reapply for funding through the second round of the Housing-Enabling Water Systems Fund.
2. There is sufficient capacity for wastewater conveyance and treatment. However, wastewater trunk extension may be required to service this area.

3. Municipally owned stormwater management facilities are recommended prior to conveyance within the receiving drainage system.

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.

Ridout Trunk Stormwater

Total Costs	$1,210,000.00
Amount Recoverable through Development Charges	$605,000.00
Post Period Benefit	N/A

The existing 300 mm diameter trunk stormwater along Ridout Street is planned for replacement with a 900 mm trunk stormwater. The portion of the reconstruction costs associated with the stormwater sewer replacement are $1,210,000. It is expected that the new stormwater sewer will service the next 20 years of growth.

Studies

Total Costs	$459,900.00
Amount Recoverable through Development Charges	$80,849.00
Post Period Benefit	N/A

Several studies have been identified that will be undertaken over the next 10-years. Some of the noted studies are legislated and some will require updates to existing plans or to support on-going growth in the community.

Outcomes and Next Steps

Council has approved proceeding with a Development Charges Background Study in the interest of finding means other than property taxes to support future growth. With growth comes expectations for increased service levels and infrastructure and amenities the capital projects outlined are included as a basis to support the expected growth in the community and the required growth in facilities needed to continue to offer an acceptable and safe service level to Brockton residents. Without collection of DC's many of these projects will advance and costs will be applicable to the existing tax base – including significant reliance on long-term debt, potential grant opportunities and significant fundraising efforts to fund these capital costs. This DC Study allows Council to make an informed decision on the future of DCs within the municipality and will support better long-term financial planning for the growth and infrastructure requirements.

After the presentation of the Development Charges Background Study to Council, the schedule of events related to the development charges study are as follows:

- Second Stakeholder Meeting — September 5, 2024
- Public Meeting — September 24, 2024
- Third Stakeholder Meeting — October 1, 2024
- Passage of By-Law — November 12, 2024
- Issue Notice of Passage — November 18, 2024
- Appeal Period ends — January 13, 2025

Please note that the Second Stakeholder Meeting occurring on September 5, 2024 is being held at the Walkerton Community Centre, and will include Municipal Staff, Representative(s) from B.M. Ross, and local developers/builders/realtors etc.

Strategic Action Plan Checklist:

What aspect of the Brockton Strategic Action Plan does the content/recommendations in this report help advance?

- Recommendations help move the Municipality closer to its Vision — Yes
- Recommendations contribute to achieving Heritage, Culture, and Community — N/A
- Recommendations contribute to achieving Quality of Life — Yes
- Recommendations contribute to achieving Land Use Planning and the Natural Environment — Yes
- Recommendations contribute to achieving Economic Development — N/A
- Recommendations contribute to achieving Municipal Governance — No

Financial Impacts/Source of Funding:

- Do the recommendations represent a sound financial investment from a sustainability perspective? Yes

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Respectfully Submitted by:

Trish Serratore, Chief Financial Officer

Sonya Watson, Chief Administrative Officer

Dalton Stone, Municipal Services Coordinator

MUNICIPALITY OF BROCKTON DEVELOPMENT CHARGES BACKGROUND STUDY (2024)

BMROSS
engineering better communities

Brockton
Come home to community

MUNICIPALITY OF BROCKTON

DEVELOPMENT CHARGES BACKGROUND STUDY

July 15, 2024

B. M. ROSS AND ASSOCIATES LIMITED
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File No. 19007

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File No. 21310

MUNICIPALITY OF BROCKTON
20424 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 Act 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 bylaw 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 2006 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 (ft^2) - 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 (ft^2) - 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 a development charge 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	Firefighter Gear	• Additional bunker equipment for additional firefighters is required. • Estimated cost of gear per new firefighter is $4,000.
Fire Services	Aerial Truck	• 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	• 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.
Parks and Recreation	New Ball Diamond	• The Parks and Recreation Master Plan identified the need for an additional ball diamond. • The estimated cost of a new ball diamond is $500,000.
Parks and Recreation	Trails	• The Parks and Recreation Master Plan identified a number of new trail segments. The total cost for constructing these new trail segments is $562,600.

Service Category	Project	Description
Parks and Recreation	Washrooms	• The Parks and Recreation Master Plan identified the need for a washroom at River Bend Park. The estimated cost of the washroom is $200,000.
Parks and Recreation	Parkland Development	• New land for parks is acquired through the development process as land or cash in lieu. The cost to equip the park land acquired is estimated to be $100,000 per acre.
Public Works	Fleet and Equipment	• It is anticipated that an additional trackless and plow 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 $550,000.
Public Works	Street Lighting	• 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
Public Works	Sidewalks	• 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	• 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	• 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.
Stormwater	Ridout Trunk Stormwater	• The existing 300 mm diameter storm sewer along Ridout will be replaced with a 900 mm trunk storm sewer. • It is estimated the new storm sewer will service the next 20 years of growth in Walkerton.
Administrative	Studies	• A number of studies that benefit growth have been identified as needed over the next 10 years. • Total cost of the studies is: $459,000.

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 three service areas for the purposes of collecting development charges:

- Municipal-wide
- Walkerton
- 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

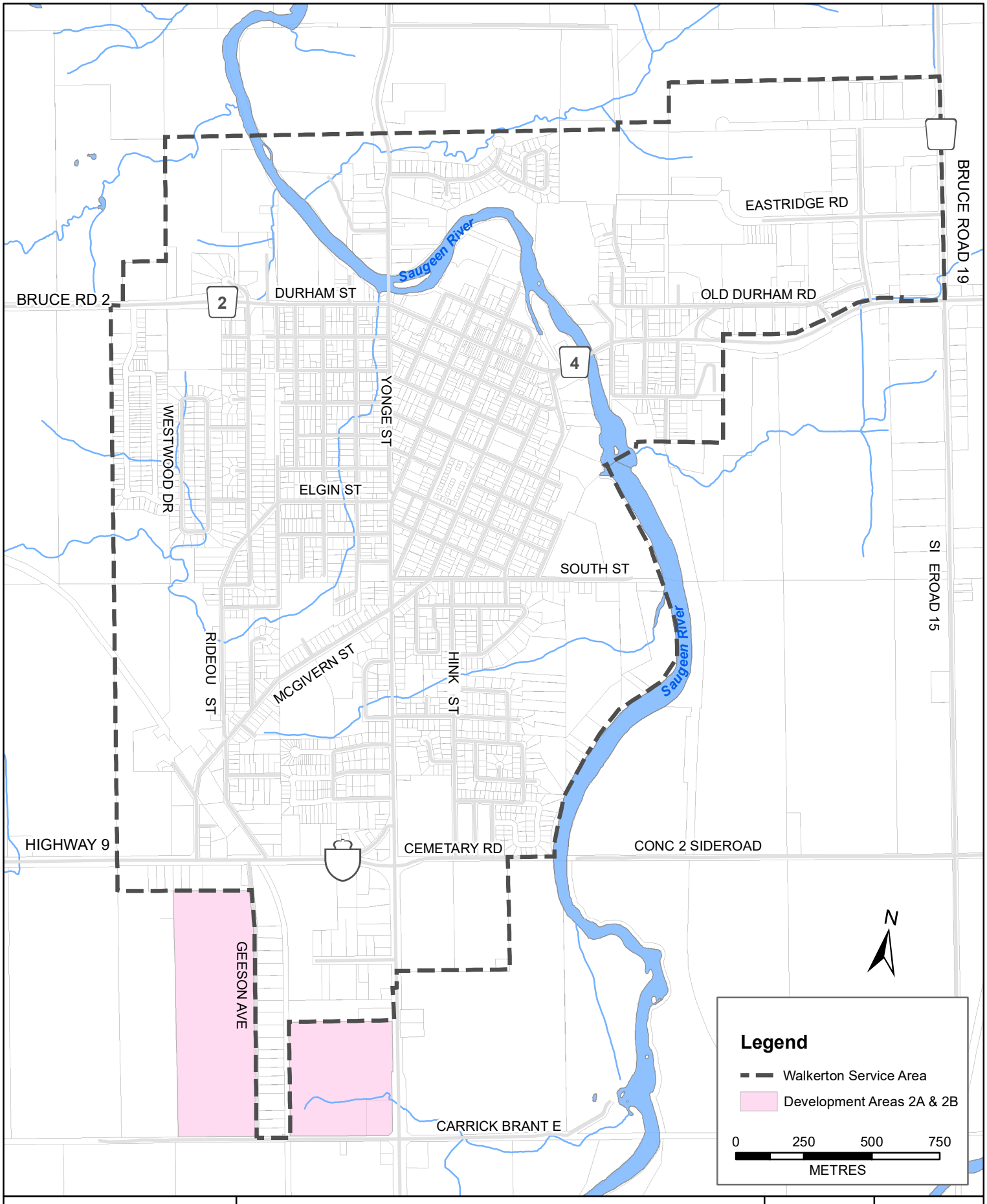
Project Category	Project	Service Area(s)
Fire Services	Firefighter Gear	Municipal-wide
Fire Services	Aerial Truck	Municipal-wide
Parks and Recreation	New Arena	Municipal-wide
Parks and Recreation	New Ball Diamond	Municipal-wide
Parks and Recreation	Trails	Municipal-wide
Parks and Recreation	Washroom	Municipal-wide
Parks and Recreation	Parkland Development	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
Stormwater	Ridout Trunk Stormwater	Walkerton
Administration	Studies	Municipal-wide

The service areas are shown in Figure 6.1.

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



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DEVELOPMENT CHARGE STUDY

SERVICE AREAS

SCALE AS SHOWN

FIGURE No. 6.2

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 - $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 $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, public works shop and Ridout stormwater projects 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 projects in the Stormwater and Water categories have specific benefiting areas as summarized in Table 6.3. The three service areas are:

- Municipal-wide
- Walkerton
- 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. Tables 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 2024-2034.

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	380	973	627	574	475	0.66
Municipal-Wide	Parks and Recreation	1,434	3,671	2,366	2,165	1,793	-
Municipal-Wide	Public Works	1,252	3,205	2,066	1,891	1,565	1.49
Municipal-Wide	Administration	52	133	86	79	65	1.47
Municipal-Wide	**Total**	**3,118**	**7,982**	**5,145**	**4,709**	**3,898**	**3.62**
Development Areas 2A and 2B	Water	7,458	19,092	12,306	11,262	9,323	8.75
Walkerton	Stormwater	427	1,093	705	645	534	0.36
Walkerton	**Total**	**3,545**	**9,075**	**5,850**	**5,354**	**4,432**	**4.00**
Development Areas 2A and 2B	**Total**	**11,003**	**28,167**	**18,156**	**16,616**	**13,755**	**12.73**

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 $18.7 million dollars over the next 10 years. The majority of these costs are attributed to future residential development ($15 million dollars), with approximately $3.3 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 $6.8 million is attributed benefits beyond the next 10 years and is expected to be collected post 2034. Approximately $49.6 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	3,026,200	750,000	2,276,200	1,692,360	583,840	472,910	110,930
Parks and Recreation	49,718,902	43,653,256	6,065,647	4,284,573	1,781,073	1,781,073	-
Public Works	4,535,000	2,611,650	1,923,350	595,000	1,328,350	1,075,964	252,387
Water	16,224,592	1,622,459	14,602,133		14,602,133	11,827,728	2,774,405
Stormwater	1,210,000	605,000	605,000		605,000	490,050	114,950
Administration	459,900	379,051	80,849		80,849	65,488	15,361
Grand Total	**75,174,594**	**49,621,416**	**25,553,179**	**6,571,933**	**18,981,245**	**15,713,212**	**3,268,033**

*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 Tables 7.4 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 of 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 exiting 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 B-law prior to the expiry of the existing By-law.

8.11 Reserve Funds

Starting in 2024, 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 Tables 7.4 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.

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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 (ft^2) - 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 (ft^2) - 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: Firefighter gear is required to equip additional firefighters needed as growth occurs. Currently, there are 60 firefighters servicing the Municipality. The 15-year average level of service is 0.0043 firefighters per person. This level of service will be carried forward to service additional residential and non-residential growth.

The estimated cost to provide a new firefighter with a bunker suit is $4,000.

Project Benefiting Area(s): Municipal-wide

Costs:

Cost of Equipment	$ 4,000
Current level of service (firefighters per person)	0.0043
Amount recoverable through development charges (cost of equipment x current level of service x 10-year growth)	$ 26,200

Allocation of Costs

Not applicable as the costs are being determined based on providing the equivalent level of service as is currently standard in the Municipality.

Development Charge Calculations

Residential Development Charge

$26,200 x 81% (based on proportion of future residential growth)	$ 21,222
Divided by 10-year growth (persons)	1,243
Residential development charges (per capita)	**$ 17**

Non-Residential Allocation (per square foot)

$26,200 x 19% (based on proportion of non-residential growth)	$ 4,978
Forecasted non-residential growth (10 years) in sq. ft	169,030
Non-residential development charges (per ft^2)	**$ 0.03**

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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 ft^2)	**$ 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 todays 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: An additional ball diamond was identified as a future need in the Parks and Recreation Master Plan. The additional, new diamond is estimated to cost $500,000.

Analysis of Long-Term Capital and Operating Costs: Operating costs associated with new facility will be paid out of the general tax base, registration and rental fees. 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	$ 500,000
Deduct any grants or subsidies	- $0
Subtotal	$ 500,000

Allocation of Costs

Benefit to Existing Development (25%)	$ 125,000
Benefit to Future Development (75%)	$ 375,000
Amount recoverable through Development Charges	$ 375,000

Development Charge Calculations

Residential Allocation (per capita)

$ 375,000 x 100%	$ 375,000
Divided by future growth (1,243 persons)	1,234 persons
Residential development charges (per capita)	**$ 302**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development.

Project Description: A washroom at River Bend Park was identified as a need through the Parks and Recreation Master Plan. An additional washroom facility is estimated to cost $200,000.

Analysis of Long-Term Capital and Operating Costs: Operating costs associated with new facility will be paid out of the general tax base, registration and rental fees. 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 (89%)	$ 178,000
Benefit to Future Development (11%)	$ 22,000
Amount recoverable through Development Charges	$ 22,000

Development Charge Calculations

Residential Allocation (per capita)

$ 22,000 x 100%	$ 22,000
Divided by future growth (1,243 persons)	1,234 persons
Residential development charges (per capita)	**$ 18**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development

Project Description: The Parks and Recreation Master Plan identified a number of trail projects throughout the Municipality totalling an estimated $562,600.

Analysis of Long-Term Capital and Operating Costs: Operating costs associated with new facility will be paid out of the general tax base, registration and rental fees. 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	$ 562,600
Deduct any grants or subsidies	- $0
Subtotal	$ 562,600

Allocation of Costs

Benefit to Existing Development (89%)	$ 500,714
Benefit to Future Development (11%)	$ 61,886
Amount recoverable through Development Charges	$ 61,886

Development Charge Calculations

Residential Allocation (per capita)

$ 61,886 x 100%	$ 61,886
Divided by future growth (1,243 persons)	1,234 persons
Residential development charges (per capita)	**$ 50**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development

Project Description: There are currently 118.6 acres of parkland maintained by the Municipality of Brockton. That equates to a 15-year service level of 0.012 acres/person. It is assumed that parkland will be acquired closer to a rate of 0.0025 acres/person It is anticipated that as residential growth occurs, the Municipality will acquire parkland (as land or cash in lieu) and additional play structures will be required. The anticipates cost of equipping a park is $100,000 per acre. Over the next 10 years, an additional 1,243 persons are anticipated, which at the current service level is equivalent to 3.1 acres of parkland.

Analysis of Long-Term Capital and Operating Costs: Operating and maintenance costs of new 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 (0.0025 acres/person x 1,243 persons x $100,000/per park)	$ 310,750
Deduct any grants or subsidies	$ 0
Subtotal	$ 310,750

Allocation of Costs

Not applicable as the costs are being determined based on providing the equivalent level of service as is currently standard in the Municipality.

Development Charge Calculations

Residential Allocation (per capita)

$ 310,750 x 100%	$ 310,750
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	**$250**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development.

Project Description: The 10-year capital works budget identifies a number of vehicles and fleet equipment for the Public Works Department that will be necessary to support additional growth. The equipment is summarized in Table B-2.

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	$ 550,000
Deduct any grants or subsidies	$ 0
Subtotal	$ 550,000

Allocation of Costs

Benefit to Existing Development (20%)	$ 110,000
Benefit to Future Development (80%)	$ 440,000
Amount recoverable through development charges	$ 440,000

Development Charge Calculations

Residential Allocation (per capita)

$ 440,000 x 81% (based on proportion of residential growth)	$ 356,400
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	**$286**

Non-Residential Allocation (per square foot)

$440,000 x 19% (based on proportion of non-residential growth)	$83,600
Forecasted non-residential growth (10 years) in ft^2.	169,030
Non-Residential development charges (per ft^2)	**$0.49**

Table B-2– Public Works Fleet

Fleet/Equipment	Cost ($)	Grant/Subsidies ($)	Benefit to Future ($)	Amount Recoverable over next 10 years
Trackless Sidewalk Plow	200,000	0	280,000 (80%)	280,000
Snowplow	350,000	0	160,000 (80%)	160,000
Total	**550,000**	**0**	**440,000**	**440,000**

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 ft^2)	**$ 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 ft^2)	**$ 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 ft^2)	**$ 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 ft^2)	**$ 8.75**

Project Description: The existing 300 mm diameter trunk stormwater along Ridout Street is planned for replacement with a 900 mm trunk stormwater. The portion of the reconstruction costs associated with the stormwater sewer replacement are $1,210,000. It is expected that the new stormwater sewer will service the next 20 years of growth.

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

Project Benefiting Area(s): Walkerton

Costs:

Project Costs	$ 1,210,000
Deduct any grants or subsidies	$ 0
Subtotal	$ 1,210,000

Allocation of Costs

Benefit to Existing Development (50%)	$ 605,000
Benefit to Future Development (50%)	$ 605,000
Amount recoverable through Development Charges	$ 605,000

Development Charge Calculations

Residential Allocation (per capita)

$ 605,000 x 81% (based on proportion of residential growth)	$ 490,050
Divided by future capacity	1,148 persons
Residential development charges (per capita)	**$ 427**

Non-Residential Allocation (per square foot)

$605,000 x 19% (based on non-proportion of residential growth)	$ 114,950
Forecasted non-residential growth (20 years) in ft^2.	317,180
Non-residential development charges (per ft^2)	**$ 0.36**

Project Description: A number of studies have been identified that will be undertaken over the next 10-years. The studies have been identified in Table B-2.

Analysis of Long-Term Capital and Operating Costs: There are no long-term capital or operating costs associated with the completion of studies.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	$ 459,900
Deduct any grants or subsidies	$ 0
Subtotal	$ 459,900

Allocation of Costs

Benefit to Existing Development	$ 379,051
Benefit to Future Development	$ 80,849
Amount recoverable through development charges	$ 80,849

Development Charge Calculations

Residential Allocation (per capita)

$ 80,849 x 81% (based on proportion of residential growth)	$ 65,488
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	**$52**

Non-Residential Allocation (per square foot)

$80,849 x 27% (based on proportion of non-residential growth)	$15,361
Forecasted non-residential growth (10 years) in ft^2.	169,030
Non-Residential development charges (per ft^2)	**$1.47**

Table B-2– Studies

Study	Cost ($)	Grant/Subsidies ($)	Benefit to Future ($)	Amount Recoverable over next 10 years
Development Charges Study	34,000	0	34,000 (100%)	34,000
OP and Zoning Bylaw Updates	80,900	0	8,899 (11%)	8,899
Water and Wastewater Master Plan Update	100,000	0	11,000 (11%)	11,000
Recreation Master Plan	70,000	0	7,700 (11%)	7,700
Road Needs Study	40,000	0	4,400 (11%)	4,400
Bridge Needs Study	20,000	0	2,200 (11%)	2,200
Traffic Study	75,000	0	8,250 (11%)	8,250
Sidewalk Study	40,000	0	4,400 (11%)	4,400
Total	**459,900**	**0**	**80,849**	**80,849**

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	380	973	627	574	475	0.66
Municipal-Wide	Parks and Recreation	1,434	3,671	2,366	2,165	1,793	-
Municipal-Wide	Public Works	1,252	3,205	2,066	1,891	1,565	1.49
Municipal-Wide	Admin	52	133	86	79	65	1.47
Municipal-Wide Total	**Total**	**3,118**	**7,982**	**5,145**	**4,709**	**3,898**	**3.62**
Development Areas 2A and 2B	Water	7,458	19,092	12,306	11,262	9,323	8.75
Walkerton	Stormwater	427	1,093	705	645	534	0.36
Walkerton Total	**Total**	**3,545**	**9,075**	**5,850**	**5,354**	**4,432**	**4.00**
Development Areas 2A and 2B	**Total**	**11,003**	**28,167**	**18,156**	**16,616**	**13,755**	**12.73**

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 $/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	31.06

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 $/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	372.64

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 $/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	256.78

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

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

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

MUNICIPALITY OF BROCKTON DEVELOPMENT CHARGES BACKGROUND STUDY (2024)

BMROSS
engineering better communities

Brockton
Come home to community

MUNICIPALITY OF BROCKTON

DEVELOPMENT CHARGES BACKGROUND STUDY

July 15, 2024

B. M. ROSS AND ASSOCIATES LIMITED
Engineers and Planners
62 North Street
Goderich, ON N7A 2T4
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File No. 19007

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B. M. ROSS AND ASSOCIATES LIMITED
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File No. 21310

MUNICIPALITY OF BROCKTON
20424 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 Act 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 bylaw 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 2006 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 (ft^2) - 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 (ft^2) - 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 a development charge 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	Firefighter Gear	• Additional bunker equipment for additional firefighters is required. • Estimated cost of gear per new firefighter is $4,000.
Fire Services	Aerial Truck	• 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	• 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.
Parks and Recreation	New Ball Diamond	• The Parks and Recreation Master Plan identified the need for an additional ball diamond. • The estimated cost of a new ball diamond is $500,000.
Parks and Recreation	Trails	• The Parks and Recreation Master Plan identified a number of new trail segments. The total cost for constructing these new trail segments is $562,600.

Service Category	Project	Description
Parks and Recreation	Washrooms	• The Parks and Recreation Master Plan identified the need for a washroom at River Bend Park. The estimated cost of the washroom is $200,000.
Parks and Recreation	Parkland Development	• New land for parks is acquired through the development process as land or cash in lieu. The cost to equip the park land acquired is estimated to be $100,000 per acre.
Public Works	Fleet and Equipment	• It is anticipated that an additional trackless and plow 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 $550,000.
Public Works	Street Lighting	• 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
Public Works	Sidewalks	• 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	• 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	• 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.
Stormwater	Ridout Trunk Stormwater	• The existing 300 mm diameter storm sewer along Ridout will be replaced with a 900 mm trunk storm sewer. • It is estimated the new storm sewer will service the next 20 years of growth in Walkerton.
Administrative	Studies	• A number of studies that benefit growth have been identified as needed over the next 10 years. • Total cost of the studies is: $459,000.

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 three service areas for the purposes of collecting development charges:

- Municipal-wide
- Walkerton
- 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

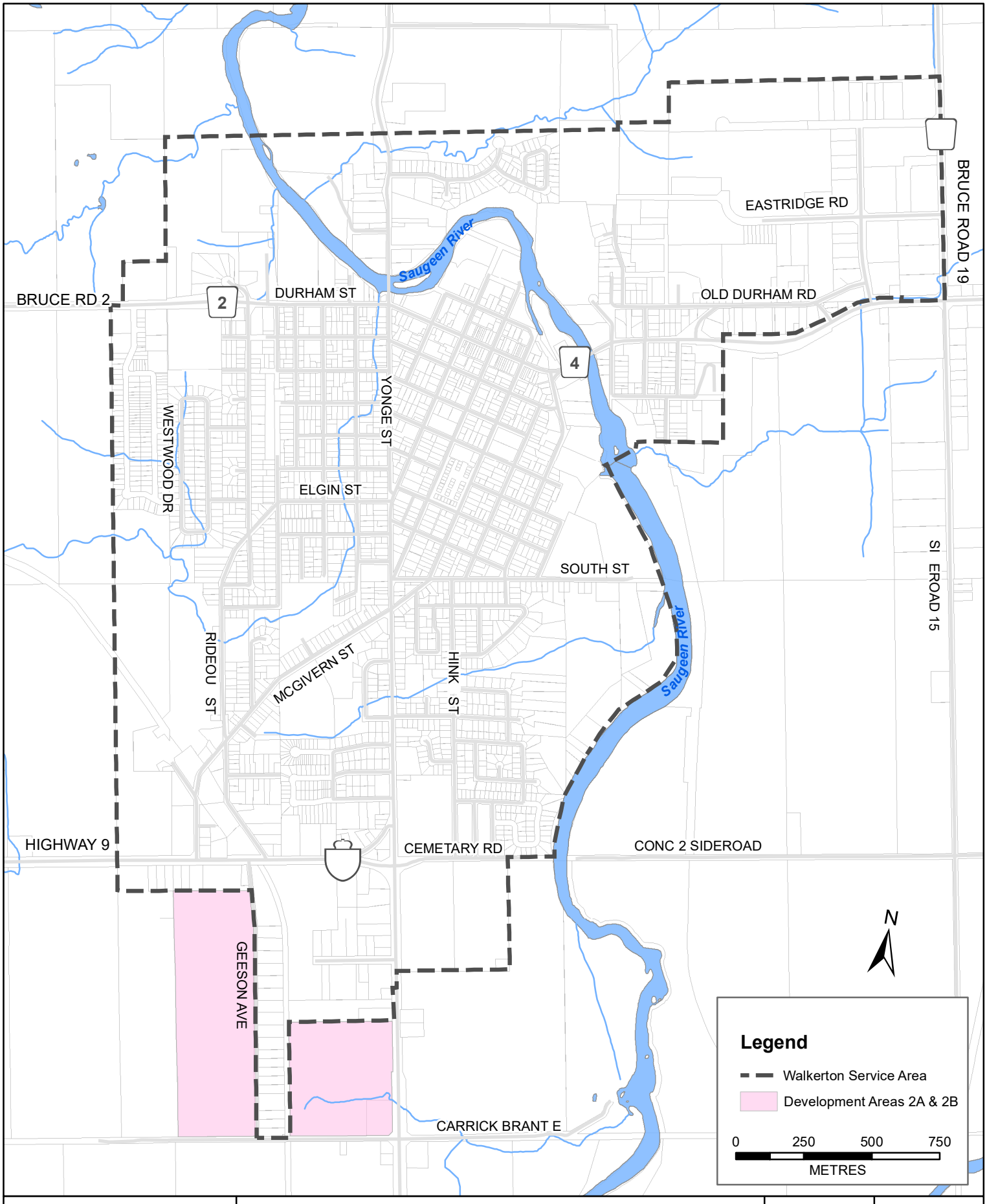
Project Category	Project	Service Area(s)
Fire Services	Firefighter Gear	Municipal-wide
Fire Services	Aerial Truck	Municipal-wide
Parks and Recreation	New Arena	Municipal-wide
Parks and Recreation	New Ball Diamond	Municipal-wide
Parks and Recreation	Trails	Municipal-wide
Parks and Recreation	Washroom	Municipal-wide
Parks and Recreation	Parkland Development	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
Stormwater	Ridout Trunk Stormwater	Walkerton
Administration	Studies	Municipal-wide

The service areas are shown in Figure 6.1.

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



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DEVELOPMENT CHARGE STUDY

SERVICE AREAS

SCALE AS SHOWN

FIGURE No. 6.2

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 - $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 $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, public works shop and Ridout stormwater projects 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 projects in the Stormwater and Water categories have specific benefiting areas as summarized in Table 6.3. The three service areas are:

- Municipal-wide
- Walkerton
- 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. Tables 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 2024-2034.

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	380	973	627	574	475	0.66
Municipal-Wide	Parks and Recreation	1,434	3,671	2,366	2,165	1,793	-
Municipal-Wide	Public Works	1,252	3,205	2,066	1,891	1,565	1.49
Municipal-Wide	Administration	52	133	86	79	65	1.47
Municipal-Wide	**Total**	**3,118**	**7,982**	**5,145**	**4,709**	**3,898**	**3.62**
Development Areas 2A and 2B	Water	7,458	19,092	12,306	11,262	9,323	8.75
Walkerton	Stormwater	427	1,093	705	645	534	0.36
Walkerton	**Total**	**3,545**	**9,075**	**5,850**	**5,354**	**4,432**	**4.00**
Development Areas 2A and 2B	**Total**	**11,003**	**28,167**	**18,156**	**16,616**	**13,755**	**12.73**

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 $18.7 million dollars over the next 10 years. The majority of these costs are attributed to future residential development ($15 million dollars), with approximately $3.3 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 $6.8 million is attributed benefits beyond the next 10 years and is expected to be collected post 2034. Approximately $49.6 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	3,026,200	750,000	2,276,200	1,692,360	583,840	472,910	110,930
Parks and Recreation	49,718,902	43,653,256	6,065,647	4,284,573	1,781,073	1,781,073	-
Public Works	4,535,000	2,611,650	1,923,350	595,000	1,328,350	1,075,964	252,387
Water	16,224,592	1,622,459	14,602,133		14,602,133	11,827,728	2,774,405
Stormwater	1,210,000	605,000	605,000		605,000	490,050	114,950
Administration	459,900	379,051	80,849		80,849	65,488	15,361
Grand Total	**75,174,594**	**49,621,416**	**25,553,179**	**6,571,933**	**18,981,245**	**15,713,212**	**3,268,033**

*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 Tables 7.4 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 of 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 exiting 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 B-law prior to the expiry of the existing By-law.

8.11 Reserve Funds

Starting in 2024, 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 Tables 7.4 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.

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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 (ft^2) - 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 (ft^2) - 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: Firefighter gear is required to equip additional firefighters needed as growth occurs. Currently, there are 60 firefighters servicing the Municipality. The 15-year average level of service is 0.0043 firefighters per person. This level of service will be carried forward to service additional residential and non-residential growth.

The estimated cost to provide a new firefighter with a bunker suit is $4,000.

Project Benefiting Area(s): Municipal-wide

Costs:

Cost of Equipment	$ 4,000
Current level of service (firefighters per person)	0.0043
Amount recoverable through development charges (cost of equipment x current level of service x 10-year growth)	$ 26,200

Allocation of Costs

Not applicable as the costs are being determined based on providing the equivalent level of service as is currently standard in the Municipality.

Development Charge Calculations

Residential Development Charge

$26,200 x 81% (based on proportion of future residential growth)	$ 21,222
Divided by 10-year growth (persons)	1,243
Residential development charges (per capita)	**$ 17**

Non-Residential Allocation (per square foot)

$26,200 x 19% (based on proportion of non-residential growth)	$ 4,978
Forecasted non-residential growth (10 years) in sq. ft	169,030
Non-residential development charges (per ft^2)	**$ 0.03**

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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 ft^2)	**$ 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 todays 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: An additional ball diamond was identified as a future need in the Parks and Recreation Master Plan. The additional, new diamond is estimated to cost $500,000.

Analysis of Long-Term Capital and Operating Costs: Operating costs associated with new facility will be paid out of the general tax base, registration and rental fees. 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	$ 500,000
Deduct any grants or subsidies	- $0
Subtotal	$ 500,000

Allocation of Costs

Benefit to Existing Development (25%)	$ 125,000
Benefit to Future Development (75%)	$ 375,000
Amount recoverable through Development Charges	$ 375,000

Development Charge Calculations

Residential Allocation (per capita)

$ 375,000 x 100%	$ 375,000
Divided by future growth (1,243 persons)	1,234 persons
Residential development charges (per capita)	**$ 302**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development.

Project Description: A washroom at River Bend Park was identified as a need through the Parks and Recreation Master Plan. An additional washroom facility is estimated to cost $200,000.

Analysis of Long-Term Capital and Operating Costs: Operating costs associated with new facility will be paid out of the general tax base, registration and rental fees. 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 (89%)	$ 178,000
Benefit to Future Development (11%)	$ 22,000
Amount recoverable through Development Charges	$ 22,000

Development Charge Calculations

Residential Allocation (per capita)

$ 22,000 x 100%	$ 22,000
Divided by future growth (1,243 persons)	1,234 persons
Residential development charges (per capita)	**$ 18**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development

Project Description: The Parks and Recreation Master Plan identified a number of trail projects throughout the Municipality totalling an estimated $562,600.

Analysis of Long-Term Capital and Operating Costs: Operating costs associated with new facility will be paid out of the general tax base, registration and rental fees. 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	$ 562,600
Deduct any grants or subsidies	- $0
Subtotal	$ 562,600

Allocation of Costs

Benefit to Existing Development (89%)	$ 500,714
Benefit to Future Development (11%)	$ 61,886
Amount recoverable through Development Charges	$ 61,886

Development Charge Calculations

Residential Allocation (per capita)

$ 61,886 x 100%	$ 61,886
Divided by future growth (1,243 persons)	1,234 persons
Residential development charges (per capita)	**$ 50**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development

Project Description: There are currently 118.6 acres of parkland maintained by the Municipality of Brockton. That equates to a 15-year service level of 0.012 acres/person. It is assumed that parkland will be acquired closer to a rate of 0.0025 acres/person It is anticipated that as residential growth occurs, the Municipality will acquire parkland (as land or cash in lieu) and additional play structures will be required. The anticipates cost of equipping a park is $100,000 per acre. Over the next 10 years, an additional 1,243 persons are anticipated, which at the current service level is equivalent to 3.1 acres of parkland.

Analysis of Long-Term Capital and Operating Costs: Operating and maintenance costs of new 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 (0.0025 acres/person x 1,243 persons x $100,000/per park)	$ 310,750
Deduct any grants or subsidies	$ 0
Subtotal	$ 310,750

Allocation of Costs

Not applicable as the costs are being determined based on providing the equivalent level of service as is currently standard in the Municipality.

Development Charge Calculations

Residential Allocation (per capita)

$ 310,750 x 100%	$ 310,750
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	**$250**

Non-Residential Allocation (per square foot)

This project is solely attributed to residential development.

Project Description: The 10-year capital works budget identifies a number of vehicles and fleet equipment for the Public Works Department that will be necessary to support additional growth. The equipment is summarized in Table B-2.

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	$ 550,000
Deduct any grants or subsidies	$ 0
Subtotal	$ 550,000

Allocation of Costs

Benefit to Existing Development (20%)	$ 110,000
Benefit to Future Development (80%)	$ 440,000
Amount recoverable through development charges	$ 440,000

Development Charge Calculations

Residential Allocation (per capita)

$ 440,000 x 81% (based on proportion of residential growth)	$ 356,400
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	**$286**

Non-Residential Allocation (per square foot)

$440,000 x 19% (based on proportion of non-residential growth)	$83,600
Forecasted non-residential growth (10 years) in ft^2.	169,030
Non-Residential development charges (per ft^2)	**$0.49**

Table B-2– Public Works Fleet

Fleet/Equipment	Cost ($)	Grant/Subsidies ($)	Benefit to Future ($)	Amount Recoverable over next 10 years
Trackless Sidewalk Plow	200,000	0	280,000 (80%)	280,000
Snowplow	350,000	0	160,000 (80%)	160,000
Total	**550,000**	**0**	**440,000**	**440,000**

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 ft^2)	**$ 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 ft^2)	**$ 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 ft^2)	**$ 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 ft^2)	**$ 8.75**

Project Description: The existing 300 mm diameter trunk stormwater along Ridout Street is planned for replacement with a 900 mm trunk stormwater. The portion of the reconstruction costs associated with the stormwater sewer replacement are $1,210,000. It is expected that the new stormwater sewer will service the next 20 years of growth.

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

Project Benefiting Area(s): Walkerton

Costs:

Project Costs	$ 1,210,000
Deduct any grants or subsidies	$ 0
Subtotal	$ 1,210,000

Allocation of Costs

Benefit to Existing Development (50%)	$ 605,000
Benefit to Future Development (50%)	$ 605,000
Amount recoverable through Development Charges	$ 605,000

Development Charge Calculations

Residential Allocation (per capita)

$ 605,000 x 81% (based on proportion of residential growth)	$ 490,050
Divided by future capacity	1,148 persons
Residential development charges (per capita)	**$ 427**

Non-Residential Allocation (per square foot)

$605,000 x 19% (based on non-proportion of residential growth)	$ 114,950
Forecasted non-residential growth (20 years) in ft^2.	317,180
Non-residential development charges (per ft^2)	**$ 0.36**

Project Description: A number of studies have been identified that will be undertaken over the next 10-years. The studies have been identified in Table B-2.

Analysis of Long-Term Capital and Operating Costs: There are no long-term capital or operating costs associated with the completion of studies.

Project Benefiting Area(s): Municipal-wide

Costs:

Total Costs	$ 459,900
Deduct any grants or subsidies	$ 0
Subtotal	$ 459,900

Allocation of Costs

Benefit to Existing Development	$ 379,051
Benefit to Future Development	$ 80,849
Amount recoverable through development charges	$ 80,849

Development Charge Calculations

Residential Allocation (per capita)

$ 80,849 x 81% (based on proportion of residential growth)	$ 65,488
Divided by future growth (1,243 persons)	1,243 persons
Residential development charges (per capita)	**$52**

Non-Residential Allocation (per square foot)

$80,849 x 27% (based on proportion of non-residential growth)	$15,361
Forecasted non-residential growth (10 years) in ft^2.	169,030
Non-Residential development charges (per ft^2)	**$1.47**

Table B-2– Studies

Study	Cost ($)	Grant/Subsidies ($)	Benefit to Future ($)	Amount Recoverable over next 10 years
Development Charges Study	34,000	0	34,000 (100%)	34,000
OP and Zoning Bylaw Updates	80,900	0	8,899 (11%)	8,899
Water and Wastewater Master Plan Update	100,000	0	11,000 (11%)	11,000
Recreation Master Plan	70,000	0	7,700 (11%)	7,700
Road Needs Study	40,000	0	4,400 (11%)	4,400
Bridge Needs Study	20,000	0	2,200 (11%)	2,200
Traffic Study	75,000	0	8,250 (11%)	8,250
Sidewalk Study	40,000	0	4,400 (11%)	4,400
Total	**459,900**	**0**	**80,849**	**80,849**

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	380	973	627	574	475	0.66
Municipal-Wide	Parks and Recreation	1,434	3,671	2,366	2,165	1,793	-
Municipal-Wide	Public Works	1,252	3,205	2,066	1,891	1,565	1.49
Municipal-Wide	Admin	52	133	86	79	65	1.47
Municipal-Wide Total	**Total**	**3,118**	**7,982**	**5,145**	**4,709**	**3,898**	**3.62**
Development Areas 2A and 2B	Water	7,458	19,092	12,306	11,262	9,323	8.75
Walkerton	Stormwater	427	1,093	705	645	534	0.36
Walkerton Total	**Total**	**3,545**	**9,075**	**5,850**	**5,354**	**4,432**	**4.00**
Development Areas 2A and 2B	**Total**	**11,003**	**28,167**	**18,156**	**16,616**	**13,755**	**12.73**

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 $/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	31.06

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 $/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	372.64

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 $/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	256.78

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

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

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