

**The Regional Municipality of Halton  
1151 Bronte Road, Oakville**



**AGENDA**

**DEVELOPMENT CHARGES ADVISORY COMMITTEE**

**Friday, October 8, 2021**

To be held at

9:30 a.m.

Virtual Meeting

**CONTACT INFORMATION:**

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WE REQUEST YOUR CO-OPERATION IN MAINTAINING THE FOCUS OF COMMITTEE AND COUNCIL MEETINGS. PLEASE ENSURE THAT ALL PAGERS AND CELLULAR TELEPHONES ARE SWITCHED TO A NON-AUDIBLE FUNCTION DURING YOUR ATTENDANCE AT THESE MEETINGS.

THANK YOU FOR YOUR ASSISTANCE.

## THE REGIONAL MUNICIPALITY OF HALTON

MEETING NO. 02-21

NAME OF COMMITTEE: DEVELOPMENT CHARGES ADVISORY COMMITTEE

DATE OF MEETING: Friday, October 8, 2021  
9:30 a.m.

PLACE OF MEETING: Zoom Video Conference  
Halton Regional Centre  
1151 Bronte Road  
Oakville, Ontario

MEETING LINK: <https://halton.zoom.us/j/94640001471?pwd=Rik2NG82cWRRbXNtYkRpTjV1UG9lQT09>  
(for public viewing)

### AGENDA

#### DISCLOSURES OF PECUNIARY INTEREST

#### REGULAR AGENDA

1. Confirmation of Minutes of Development Charges Advisory Committee Meeting No. 01-21 held Friday, September 24, 2021 (Agenda Pages 1 – 44)
2. DC Policies and By-law Structure
3. Adjusted Growth for DC Calculations
4. General Services Calculation
5. Discussion

#### OTHER BUSINESS

#### ADJOURNMENT

**COMMITTEE MEMBERS**

Gary Carr, Regional Chair  
Rob Burton, Mayor, Town of Oakville  
Mike Cluett, Councillor, Town of Milton  
Paul Sharman, Councillor, City of Burlington  
Clark Somerville, Councillor, Town of Halton Hills  
Lisa Brown, Citizen Representative  
Carmen Gucciardi, Citizen Representative  
Herb Lewington, Citizen Representative  
Ric Robertshaw, Citizen Representative  
Steven Frankovich, West End Home Builders Association (WEHBA)  
Gary Gregoris, Building Industry and Land Development Association (BILD)  
Shane Cooney, Non-residential Development Industry  
Jason Sheldon, Non-residential Development Industry  
Ray Chesher, Business/Chamber of Commerce Representative  
Leisl Dukhedin-Lalla, Business/Chamber of Commerce Representative

**STAFF REPRESENTATION**

Matthew Buist, Director, Capital Development Financing  
Paula Kobli, Senior Advisor – Development, Finance  
Katherine Fleet, Manager, Development Financing  
Graham Milne, Regional Clerk

## DEVELOPMENT CHARGES ADVISORY COMMITTEE

MEETING NO. 01-21

NAME OF MEETING: DEVELOPMENT CHARGES ADVISORY COMMITTEE

DATE OF MEETING: Friday, September 24, 2021  
9:30 a.m.

PLACE OF MEETING: Zoom Video Conference

MEMBERS PRESENT: Councillor Paul Sharman (Chair)  
Mayor Rob Burton, Councillor Mike Cluett, Councillor Clark Somerville (left at 10:30 a.m.), Lisa Brown, Ray Chesher, Shane Cooney, Leisl Dukhedin-Lalla, Steven Frankovich, Gary Gregoris, Carmen Gucciardi, Herb Lewington, Ric Robertshaw, Jason Sheldon

GUESTS: Daryl Abbs, Jamie Cook, Vlad Petrov, Gary Scandlan (Watson & Associates)

REGRETS: Gary Carr, Regional Chair

STAFF PRESENT: Matthew Buist, Paula Kobli, Katherine Fleet, Graham Milne

The Development Charges Advisory Committee met on the above-noted date via electronic means and advised the following:

### **WELCOME AND INTRODUCTIONS**

Matthew Buist, Director, Capital Development Financing, opened the meeting and provided an overview of the purpose of the Development Charges Advisory Committee as well as an outline of the meeting schedule and topics to be discussed at each. The members introduced themselves.

### **ELECTION OF CHAIR AND VICE-CHAIR**

BE IT RESOLVED THAT Councillor Paul Sharman be elected Chair and Councillor Clark Somerville be elected Vice-Chair of the Development Charges Advisory Committee for term to expire with the dissolution of the Committee, or until successors are appointed.

## **DISCLOSURES OF PECUNIARY INTEREST**

There being no disclosures of pecuniary interest, the Committee proceeded with the regular order of business.

## **REGULAR AGENDA**

### **1. Development Charges 101**

Gary Scandlan, Watson and Associates, gave a presentation introducing the concept of development charges, their history in Ontario, and legislative changes to the Development Charges Act since the last iteration of the DCAC in 2017. He also provided an overview of the process required to be undertaken to adopt a new DC By-law and the process of calculating a development charge under the DCA. A copy of the presentation (which includes the DC Growth Assumption presentation in Item No. 2 below) is available on Halton's website at <https://www.halton.ca/The-Region/Finance-and-Transparency/Financing-Growth/Development-Charges-Background-Study> and is also appended to these minutes.

### **2. DC Growth Assumptions**

Jamie Cook, Watson and Associates, gave an overview of the growth forecast component of development charges, identifying those elements that will factor into the DC update including the Best Planning Estimates of 2011 and the Regional Official Plan Review undertaken as the Integrated Growth Management Strategy.

### **3. Discussion**

Given time considerations it was agreed to hold further questions until the next meeting.

## **OTHER BUSINESS**

There was no other business.

## **ADJOURNMENT**

Adjournment: 11:32 a.m.

# 2022 Development Charges Update

Development Charges Advisory  
Committee

September 24, 2021



# Agenda

1. Development Charges Advisory Committee
2. DC 101
3. Growth Plan

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# 1. DC Advisory Committee

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# DC Advisory Committee

- 2022 DC Update process to be based on comprehensive consultation process involving DCAC:
  - Committee consists of 15 members representing developers, builders, business, councillors and rate payers.
  - Committee's goal is to advise and assist the Region with respect to the preparation of the Water, Wastewater, Roads and General Services DC Background Study (The Recovery DC, GO Transit DC and Front-ending Recovery are out of scope).
  - Advise based on Council approved Official Plan, Best Planning Estimates, Master Plan Studies, other reports and within the requirements of DC Act.

# DCAC Membership

- **4 Ratepayers:**
  - Lisa Brown
  - Carmen Gucciardi
  - Herb Lewington
  - Ric Robertshaw
- **2 Home Builders:**
  - Steven Frankovich (WEHBA)
  - Gary Gregoris (BILD)
- **2 Non-Residential Developers:**
  - Shane Cooney
  - Jason Sheldon
- **2 Business/Chamber of Commerce:**
  - Ray Chesher
  - Leisl Dukhedin-Lalla
- **Regional Chair**
  - Gary Carr
- **4 Regional Councillors:**
  - Mayor, Rob Burton
  - Councillor Mike Cluett
  - Councillor Paul Sharman
  - Councillor Clark Somerville



# DCAC Meeting Schedule

- **Meeting #1 – September 24, 2021 @ 9:30 am**
  - Introductions, Election of Chair
  - DC 101
  - Growth Assumptions
  - Discussion
- **Meeting #2 – October 8, 2021 @ 9:30 am**
  - DC Policies
  - General Services Capital Costs and Calculations
  - Discussion
- **Meeting #3 – October 21, 2021 @ 9:30 am**
  - Water/Wastewater & Roads Capital Costs and Calculations
  - DC Compare
  - Discussion
- **Meeting #4 – October 29, 2021 @ 9:30 am**
  - Development Charge Policies
  - Final Review
  - Discussion



# **Election of Chair and Vice Chair**

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# **DISCLOSURES OF PECUNIARY INTEREST**

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# 3. Development Charges 101



# What are Development Charges (DCs)?

- Charges collected by municipalities (and EDCs in the case of school boards) to fund development-related capital costs.
- To recover the capital costs associated with residential and non-residential growth within a municipality
- The capital costs are in addition to what costs would normally be constructed as part of a subdivision (i.e. internal roads, sewers, watermains, roads, sidewalks, streetlights, etc.)
- Municipalities are empowered to impose these charges via the Development Charges Act (D.C.A.)
- DCs are paid by developers and builders and anyone seeking a building permit, subdivision, or by agreement.

# Changes to D.C. Legislation

There were a number of changes to the D.C.A. since the preparation of the 2017 DC Background Study. These changes were provided through:

- Bill 108: More Homes, More Choice Act, 2019
- Bill 138: Plan to Build Ontario Together Act, 2019
  - Removed installment payments for commercial and industrial developments (identified in Bill 108)
- Bill 197: COVID-19 Economic Recovery Act, 2020
- Bill 213: Better for People, Smarter for Business Act, 2020



# Bill 108

## (More Homes, More Choice Act, 2019)

- On May 2, 2019, the Province introduced Bill 108, which proposed changes to the D.C.A.
  - The Bill received Royal Assent on June 6, 2019
- The following provisions are effective as of January 1, 2020:
  - Rental housing and institutional developments will pay D.C.s in 6 equal annual payments commencing at occupancy
  - Non-profit housing developments will pay D.C.s in 21 equal annual payments commencing at occupancy
  - The D.C. rate is frozen for Site Plan or Zoning By-law amendments until 2 years after approval
  - Interest may be charged on the instalments as well as the D.C. rate freeze

# Bill 138

## (Plan to Build Ontario Together Act, 2019)

- On November 6, 2019, the Province introduced Bill 138, which proposed changes to the D.C.A.
  - The Bill received Royal Assent on December 10, 2019
- The following provisions are effective as of January 1, 2020:
  - Removed the requirement (set out in Bill 108) to have installment payments on commercial and industrial developments
  - Allows for Community Benefit Charges (C.B.C.) by-laws to be appealed to Ontario Land Tribunal (formerly LPAT)
  - Adds transitional provisions for by-laws requiring parkland as a condition of development or redevelopment
  - Adds transitional provisions for parkland as a condition of approval of a plan of subdivision

# Bill 197

## (COVID-19 Economic Recovery Act, 2020)

The Province tabled legislation on July 8, 2020 in response to the COVID-19 global pandemic. Many of the changes proposed in Bill 108 that were not yet in effect have now been revised. All sections of Bill 197 were proclaimed on September 18, 2020. The following changes are provided in Bill 197:

- Eligible services: the list of eligible services has now been expanded from the original list under Bill 108.
- The mandatory 10% deduction is removed for all D.C.-eligible services
- Community Benefits Charge: eligible for lower-tier and single-tier municipalities only (not eligible to the Region) – limit 4% of market value of land
  - Can only be applied to higher density development (where there are more than 10 residential units and 5 or more storeys)

# Bill 213 (Better for People, Smarter for Business Act, 2020)

- On December 8, 2020, Bill 213 received Royal Assent. One of the changes of the Bill that took effect upon Royal Assent included amending the Ministry of Training, Colleges and Universities Act by introducing a new section that does not require the payment of D.C.s for developments of land intended for use by a university that receives operating funds from the Government.

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# D.C. Eligible Services – As per Bill 197

1. Water
2. Wastewater
3. Storm water drainage
4. Services related to a highway.
5. Electrical power services.
6. Toronto-York subway extension.
7. Transit
8. Waste diversion
9. Policing
10. Fire protection
11. Ambulance
12. Library
13. Long-term Care
14. Parks and Recreation
15. Public Health services
16. Childcare and early years services.
17. Housing services.
18. Provincial Offences Act
19. Emergency Preparedness
20. Airports (Waterloo Region only).

Note: Classes of services will be established for Growth Studies and Facilities



# Mandatory Exemptions

- Upper/Lower Tier Governments and School Boards
- Industrial building expansions (may expand by 50% with no D.C.)
- May add up to 2 units (or ancillary dwelling) in an existing single provided it is less than or equal to existing unit floor area
- Add one additional unit in existing semi-detached, medium & high-density buildings
- Add greater of one or 1% of the existing building in existing rental residential building
- Residential development (additional unit or ancillary dwelling) in new dwelling units (as per Bill 108)

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# Discretionary Exemptions

- Council may decide for economic development or other purposes to reduce in part or whole D.C. for types of development or classes of development (e.g. places of worship and agricultural)
- This will be discussed in DCAC Meeting #2

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# Growth Challenges

- Halton cannot accommodate the growth targets of the Provincial *Places to Grow Act* (Growth Plan) unless the full costs of growth are recoverable through DCs or other funding tools.
- This will be further discussed in DCAC Meeting #4

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# What Kinds of Costs are Covered by DCs?

- **“Municipal Capital Costs”**

- Cost to acquire, lease (capital component only), construct or improve facilities, including rolling stock, furniture and equipment, including related studies, borrowing costs and land purchase (s.s.5(3))

- **Typical capital costs include:**

**Region**

- Water
- Wastewater
- Regional Roads and Bridges
- Growth Studies
- Police
- Paramedic Services
- Social Housing
- Seniors' Facilities
- Regional Parkland Improvements
- Waste Diversion
- Facilities

**Local Municipalities**

- Local Roads
- Storm Water Management
- Fire
- Parks & Recreation
- Transit
- Libraries (incl. materials)
- Studies
- Operations Centres (incl. vehicles & equipment)



# What Kinds of Costs are not Covered by DCs?

- Service or cost exclusions, e.g. hospitals, computers, admin. HQ, etc.
- Operating costs, which are not capital;
- Local services (roads, sewer, water, etc.) which form part of individual subdivisions and are provided by development agreement;
- Projects which involve repair, replacement and upgrading and do not relate to growth;

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# What is Required under the DCA to Enact a DC Bylaw

- Produce a DC Background Study, which must follow a defined calculation procedure including:
  - certain cost information re: project timing;
  - benefit to existing, etc.; and
  - a proposed DC by-law, which must address various rules re: exemptions, indexing, phasing-in, etc.
- Give a minimum 20 days' newspaper notice of a public meeting of Council, at which anyone attending is entitled to be heard.
- Make the Background Study and by-law publicly available at least 2 weeks prior to the public meeting and 60 days prior to by-law passage.

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# What is Geographic Coverage of DC By-laws

- Most municipalities impose a uniform, municipal-wide charge, calculated on an average cost basis. This serves to spread total DC recoverable costs uniformly over all new development.
- A municipality must consider, and can establish, one or more “area-specific” charges along with or instead of a municipal-wide charge.

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# The Process of Calculating a Development Charge Under the DCA – Simplified Steps

The following provides the overall methodology to calculating the charge:

1. Identify amount, type and location of growth
2. Identify servicing needs to accommodate growth
3. Identify capital costs to provide services to meet the needs
4. Deduct:
  - i. Grants, subsidies and other contributions
  - ii. Benefit to existing development
  - iii. Amounts in excess of 10-year historical service calculation (where applicable)
  - iv. D.C. Reserve funds (where applicable)
5. Net costs are then allocated between residential and non-residential benefit
6. Net costs divided by growth to calculate the D.C.

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# Region's Current DCs

## Residential – Per Single Detached Unit

	<b>Greenfield</b>	<b>Built Boundary</b>
Water	\$ 8,689.18	\$ 3,143.56
Wastewater	10,276.31	4,535.49
Roads	19,284.39	19,284.39
General Services	2,405.06	2,405.06
<b>Total</b>	<b>\$ 40,654.94</b>	<b>\$ 29,368.50</b>

*Note: Above rates are Non-recovery area and does not include Go Transit DC or Front-ending Recovery Payment*

## Non-Residential – Per Square Foot

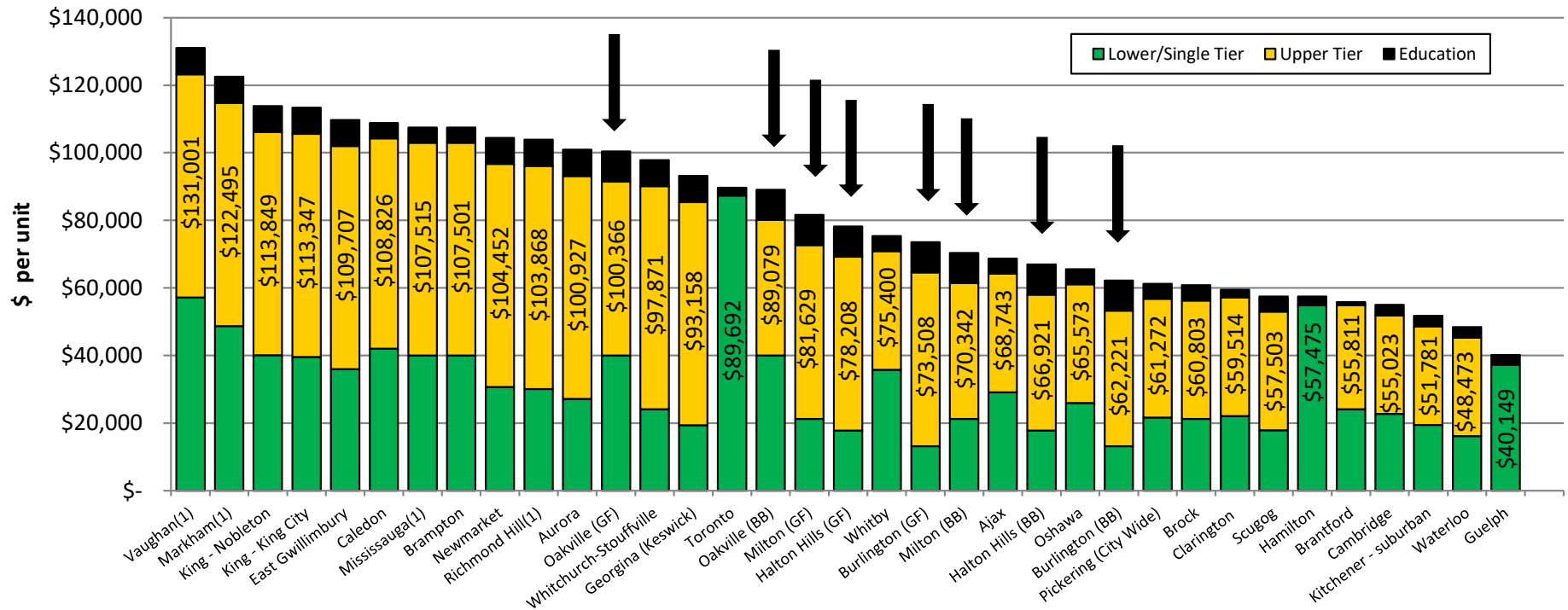
	<b>Retail</b>		<b>Non-retail</b>	
	<b>Greenfield</b>	<b>Built Boundary</b>	<b>Greenfield</b>	<b>Built Boundary</b>
Water	\$ 3.166	\$ 1.229	\$ 3.166	\$ 1.229
Wastewater	\$ 4.060	\$ 2.004	\$ 4.060	\$ 2.004
Roads	\$ 30.279	\$ 30.279	\$ 5.978	\$ 5.978
General Services	\$ 0.393	\$ 0.393	\$ 0.393	\$ 0.393
<b>Total</b>	<b>\$ 37.898</b>	<b>\$ 33.905</b>	<b>\$ 13.597</b>	<b>\$ 9.604</b>

**Updated DCs will be presented as part of DCAC #2 (general services) and DCAC #3 (water, wastewater, and roads)**



# Residential DC Survey

**Residential Development Charges  
Per Single Detached Dwelling for Greater Toronto Area & Select Municipalities  
as of September 1, 2021**



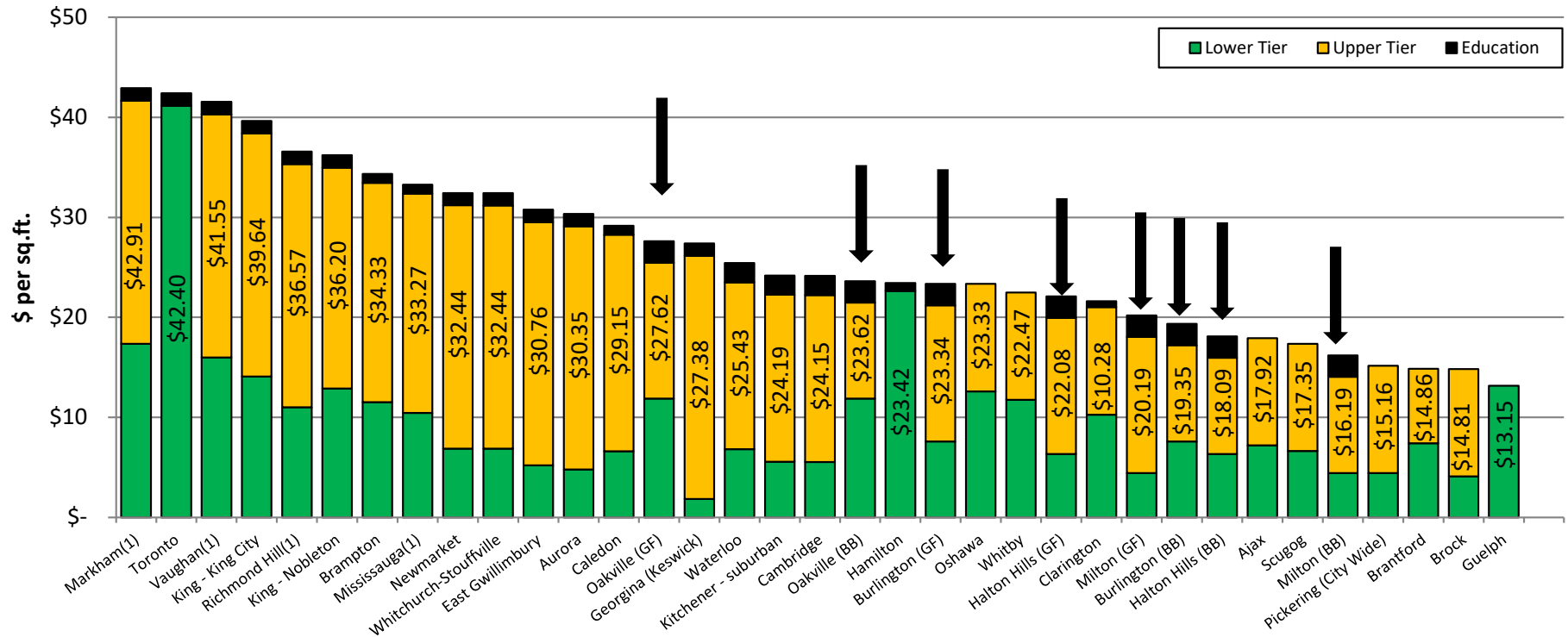
BB=Built Boundary & GF=Greenfield.

1. A component of the charge has been converted from a per hectare charge to a hypothetical single detached unit.



# Non-residential DC Survey - Retail

**Non-Residential Development Charges  
Per GFA of Retail Floor Area for Greater Toronto Area & Select Municipalities  
as of September 1, 2021**



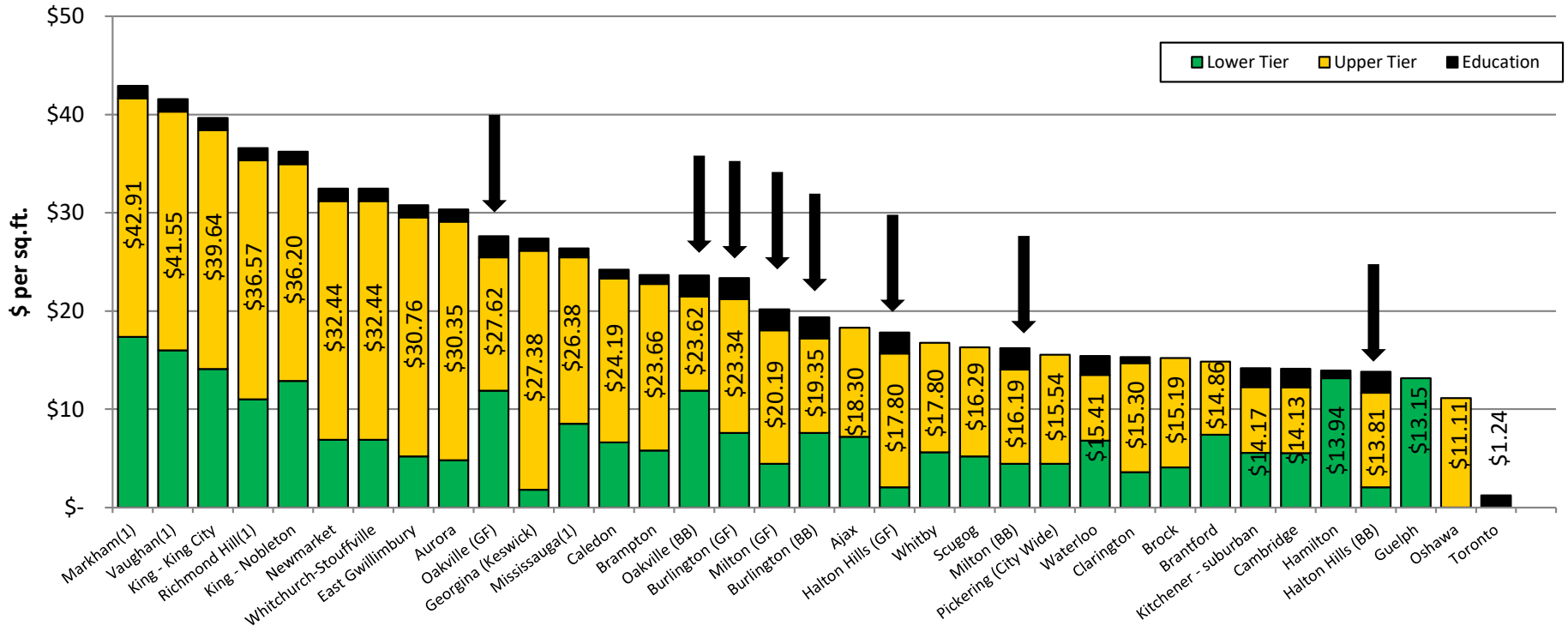
BB=Built Boundary & GF=Greenfield.  
1. A component of the charge has been converted from a per hectare charge to a hypothetical charge per sq.ft. of G.F.A.





# Non-residential DC Survey – Non-retail

**Non-Residential Development Charges**  
**Per GFA of Non-retail Floor Area for Greater Toronto Area & Select Municipalities**  
**as of September 1, 2021**



BB=Built Boundary & GF=Greenfield.

1. A component of the charge has been converted from a per hectare charge to a hypothetical charge per sq.ft. of G.F.A.



# 4. Growth Forecast



# Best Planning Estimates – ROPA 39

- The approved 2011 BPEs are the basis for the 2021-2031 forecast which was approved by Council on July 13, 2011 (LPS-54-11);
- The next Regional Official Plan (ROP) Review which is currently being undertaken as the Integrated Growth Management Strategy (IGMS) will incorporate amendments to the Provincial Growth Plan; and
- Once these updates to the ROP are complete, the resulting growth impact will be incorporated into a future DC update.



# Population Growth Between 2022 & 2031

Per Halton BPE	2021	Cumulative		Incremental Growth	
		2026	2031	2022-2026	2022-2031
Population <sup>1</sup>	624,094	688,895	752,537	64,801	128,443
Less Institutional	8,618	9,531	10,436	914	1,818
Net Population	615,476	679,363	742,101	63,887	126,625
<b>Per Estimated Actuals</b>					
Population <sup>1</sup>	602,747	688,895	752,537	86,148	149,790
Less Institutional	8,199	9,531	10,436	1,332	2,237
Net Population	594,548	679,363	742,101	84,815	147,553
<b>Over/(Under) BPE</b>					
Population <sup>1</sup>	(21,347)	-	-	21,347	21,347
Less Institutional	(419)	-	-	419	419
Net Population	(20,928)	-	-	20,928	20,928

<sup>1</sup> Excludes net Census undercount.



# Residential Unit Growth Between 2022 & 2031

	2021	Cumulative		Incremental Growth	
		2026	2031	2022-2026	2022-2031
<b>Per Halton BPE</b>					
Dwelling Units	234,455	262,449	288,556	27,995	54,102
<b>Per Estimated Actuals</b>					
Dwelling Units	212,742	262,449	288,556	49,707	75,814
<b>Over/(Under) BPE</b>					
Dwelling Units	(21,713)	-	-	21,713	21,713

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# Long-Term Growth Forecast Region-wide (2022-2031)

- Persons Per Unit (PPU) updated based on 2016 Statistics Canada

Residential Unit Category	Persons Per Unit	% Distribution of Estimated Units	Weighted Persons Per Unit Average
<i>Single family &amp; semi-detached</i>	3.772	45%	1.684
<i>Multiples except apartments</i>	2.851	21%	0.604
<i>Apartments</i>	1.655	34%	0.566
<b>Total</b>		<b>100%</b>	<b>2.853</b>

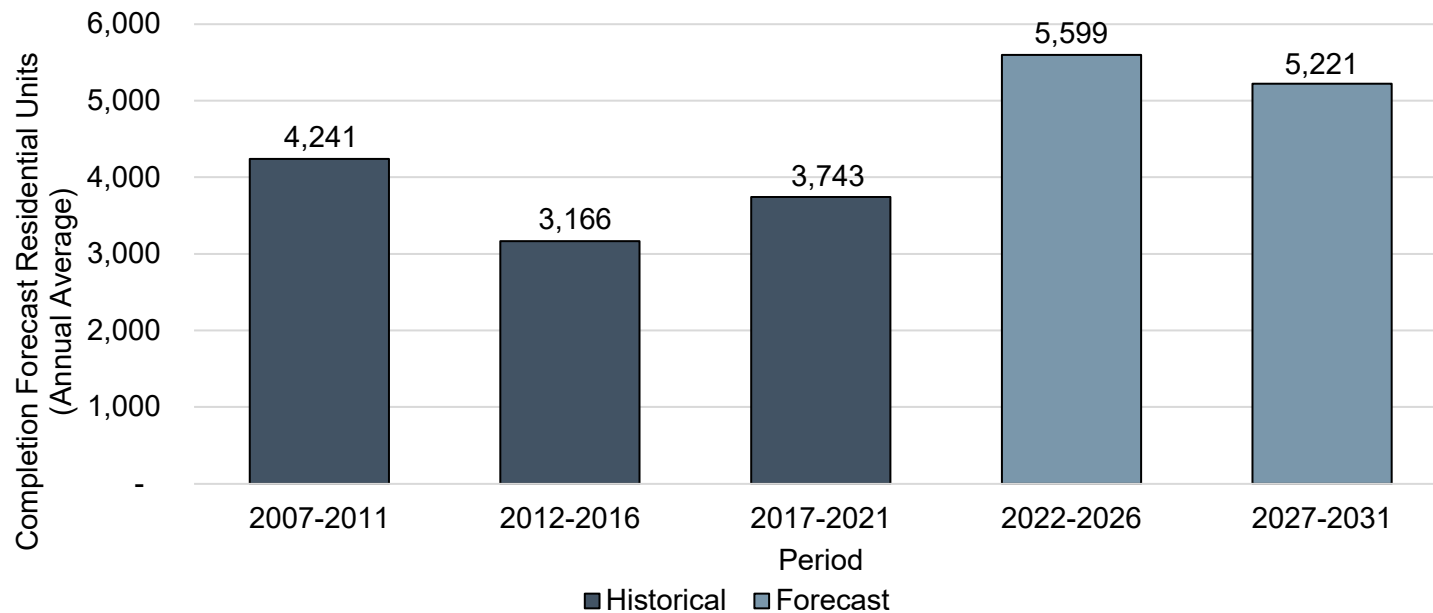
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# Long-Term Growth Forecast Region-wide (2022-2031)

		Population (Net of Institutional)	
Population to 2021		615,476	
Occupants of New Housing Units, 2022 to 2031	<i>Units</i>	54,102	
	<i>multiplied by persons per unit</i>	2.853	
	<i>gross population increase</i>	154,377	154,377
Decline in Housing Unit Occupancy, 2022 to 2031	<i>Units</i>	234,455	
	<i>multiplied by ppu decline rate</i>	-0.118	
	<i>total decline in population</i>	-27,752	-27,752
Population Estimate to 2031		742,101	
<i>Net Population Increase, From 2022 To 2031</i>		126,625	

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# Halton Region Occupied Residential Dwelling Unit Forecast vs. Historical Completions



	Low Density	Medium Density	High Density	Total
2007-2021 Average	1,788	1,078	850	3,716
2022-2031 Average	2,415	1,145	1,850	5,410





# Employment Growth Between 2022 & 2031

<b>Per Halton BPE</b>	2021	<b>Cumulative</b>		<b>Incremental Growth</b>	
		2026	2031	2022-2026	2022-2031
Total Employment	327,684	355,710	390,000	28,026	62,316
<b>Per Estimated Actuals</b>					
Total Employment	281,300	309,326	390,000	28,026	108,700
<b>Over/(Under) BPE</b>					
Total Employment	(46,384)	(46,384)	-	-	46,384

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# Non-Residential Growth

- Work at Home and No Fixed Place of Work employees are removed from employment forecast.
- Work at Home (WAH) – the population forecast already includes these individuals, and the resulting service impact is generated from homes (residential units).
- No Fixed Place of Work (NFPOW) – NFPOW employees do not generate gross floor area (GFA).

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# Non-Residential Growth

	2021	2031	Incremental Growth
<b>Total Employment</b>	<b>327,683</b>	<b>390,000</b>	<b>62,316</b>
WAH	29,206	35,429	6,223
NFPOW	32,625	39,289	6,664
<b>Net Employment</b>	<b>265,852</b>	<b>315,282</b>	<b>49,429</b>

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	Retail	Office/Other	Industrial	Institutional	Gross
Employment	10,321	8,370	23,232	7,506	49,429
Conversion (Sq.Ft. / Employee)	466	325	1,389	740	918
<b>Total Floor Area (Sq. Ft.)</b>	<b>4,810,378</b>	<b>2,721,083</b>	<b>32,276,629</b>	<b>5,552,561</b>	<b>45,360,650</b>
% of TFA	11%	6%	71%	12%	100%

# Non-Residential Avg. Floor Space per Employee

## Commercial

Municipality	FSW
Burlington	400
Oakville	400
Milton	400
Halton Hills	400
Rural	1,200
<b>Halton Region</b>	<b>403</b>

## Industrial

Municipality	FSW
Burlington	800
Oakville	1,002
Milton	1,440
Halton Hills	1,400
Rural	2,000
<b>Halton Region</b>	<b>1,389</b>

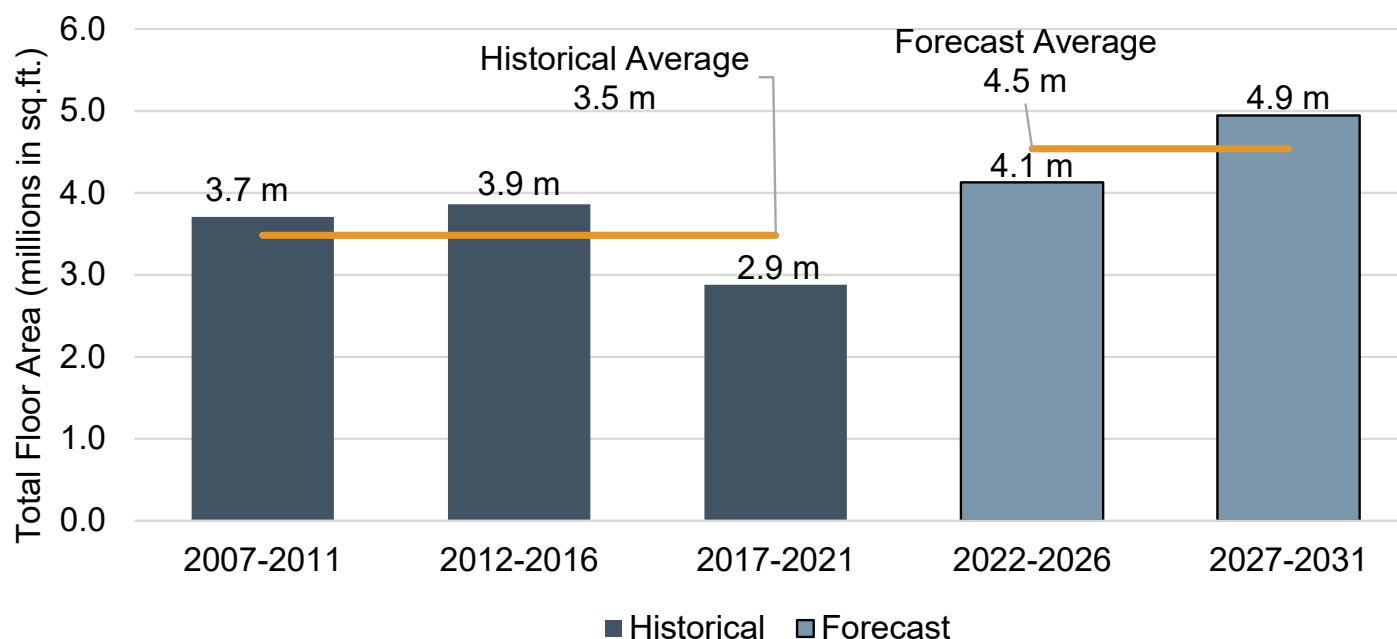
## Institutional

Municipality	FSW
Burlington	400
Oakville	467
Milton	827
Halton Hills	500
Rural	1,200
<b>Halton Region</b>	<b>740</b>

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# Halton Region

## Non-Residential Development – Historical & Forecast



Source: 2007-2021 derived from Halton Region non-residential DC database data by Watson & Associates Economists Ltd. Forecast derived based on Halton Region Best Planning Estimates, June 2011.

# Discussion



# Questions

Please submit any questions to [DCAdvisory@halton.ca](mailto:DCAdvisory@halton.ca)

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