



Development Charges Background Study

City of Thorold

March 28, 2024

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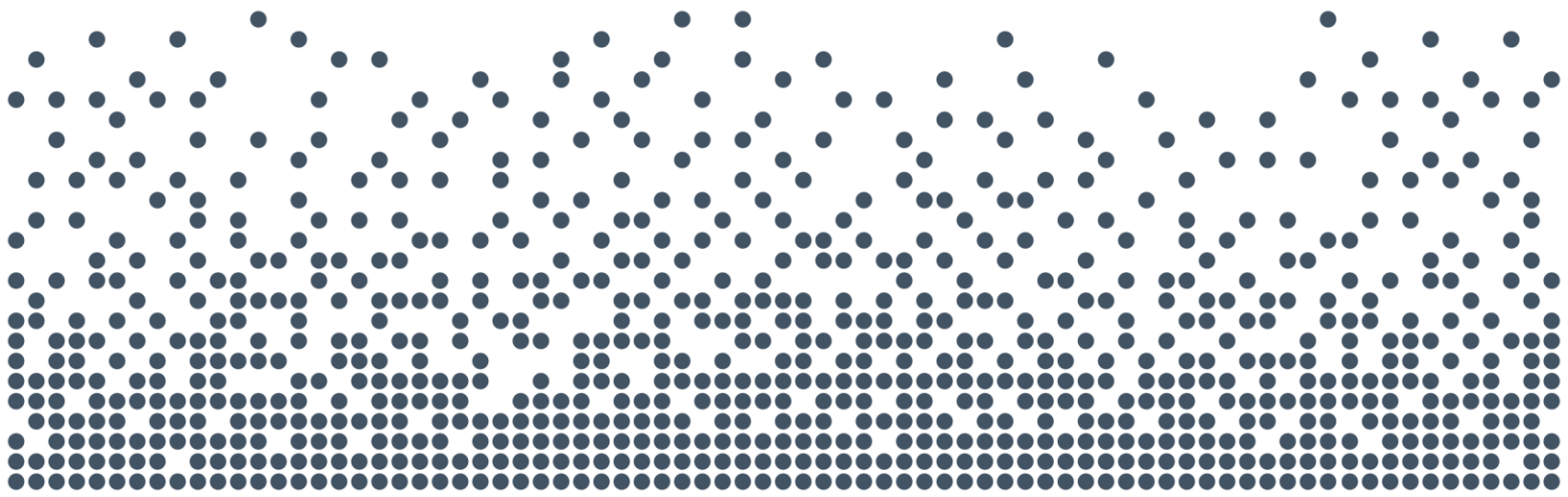
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List of Acronyms and Abbreviations

Acronym	Full Description of Acronym
A.M.P.	asset management plan
C.B.C.	community benefits charge
D.C.	development charge
D.C.A.	<i>Development Charges Act, 1997</i> , as amended
G.F.A.	gross floor area
OLT	Ontario Land Tribunal
O. Reg.	Ontario Regulation
P.P.U.	persons per unit
sq.ft.	square foot
sq.m	square metre



Executive Summary



Executive Summary

1. The report provided herein represents the Development Charges (D.C.) Background Study for the City of Thorold required by the *Development Charges Act, 1997*, as amended (D.C.A.). This report has been prepared in accordance with the methodology required under the D.C.A. The contents include the following:
 - Chapter 1 – Overview of the legislative requirements of the Act;
 - Chapter 2 – Review of present D.C. policies of the City;
 - Chapter 3 – Summary of the residential and non-residential growth forecasts for the City;
 - Chapter 4 – Approach to calculating the D.C.;
 - Chapter 5 – Review of historical service standards and identification of future capital requirements to service growth and related deductions and allocations;
 - Chapter 6 – Calculation of the D.C.s;
 - Chapter 7 – D.C. policy recommendations and rules; and
 - Chapter 8 – By-law implementation.

2. D.C.s provide for the recovery of growth-related capital expenditures from new development. The D.C.A. is the statutory basis to recover these charges. The methodology is detailed in Chapter 4; a simplified summary is provided below.
 - a) Identify amount, type and location of growth.
 - b) Identify servicing needs to accommodate growth.
 - c) Identify capital costs to provide services to meet the needs.
 - d) Deduct:
 - Grants, subsidies and other contributions;
 - Benefit to existing development;
 - Amounts in excess of 15-year historical service calculation; and
 - D.C. reserve funds (where applicable);



- e) Net costs are then allocated between residential and non-residential benefit; and
 - f) Net costs divided by growth to provide the D.C.
3. Subsequent to the passage of the City's 2019 D.C. By-law, further changes to the D.C.A. were introduced through five bills passed in the Ontario legislature: Bill 108, Bill 138, Bill 197, 213 and Bill 23. The following provides a brief summary of the proposed changes and are further discussed in sections 1.3 and 1.4 of this report.

Bill 108: More Homes, More Choice: Ontario's Housing Supply Action Plan

In May 2019, the Province introduced Bill 108, the *More Homes, More Choice Act, 2019* which would make changes to the current D.C. legislation. The Bill was passed and given Royal Assent on June 6, 2019. While the legislation has been passed, much of the detailed changes were to be implemented by Regulation, however, these changes were not implemented (subject to Bill 197 discussed later). The following items are currently in effect:

- a) Effective January 1, 2020, rental housing and institutional developments shall pay D.C.s in six (6) equal annual payments commencing at first occupancy. Non-profit housing developments shall pay D.C.s in 21 equal annual payments. Interest may be charged on the instalments, and any unpaid amounts inclusive of interest payable shall be added to the property tax roll and collected in the same manner as taxes.
- b) Effective January 1, 2020, the D.C. amount for all developments occurring within two years of a Site Plan or Zoning By-law Amendment planning approval (for applications made after January 1, 2020), shall be determined based on the D.C. by-law in effect on the day of Site Plan or Zoning By-law Amendment application.

Other key elements of the changes that were not proclaimed and were dealt with subsequently through Bill 197 are provided below:

- The D.C. would be refined to only allow for the following services to remain within the D.C.: water, wastewater, storm water, roads, fire,



policing, ambulance, waste diversion, parks development, recreation, public libraries, long-term care, and public health.

- The mandatory 10% deduction would be removed for all services that remain eligible in the D.C.
- A new community benefits charge (C.B.C.) would be introduced to include formerly eligible D.C. services that are not included in the above listing, parkland dedication, and bonus zoning contributions.

Bill 138: Plan to Build Ontario Together Act, 2019

On November 6, 2019, the Province released Bill 138 which provided further amendments to the D.C.A. and Planning Act. This Bill received Royal Assent on December 10, 2019, and was proclaimed which resulted in sections related to the D.C.A. (schedule 10) becoming effective on January 1, 2020. With respect to the D.C.A., this Bill removed instalment payments for commercial and industrial developments that were originally identified in Bill 108.

Bill 197: COVID-19 Economic Recovery Act, 2020

In March 2020, Canada was impacted by the COVID-19 global pandemic. As a result, the economy was put into a state of emergency in an effort to slow the spread of the virus. In response, the Province tabled legislation on July 8, 2020, which amended a number of Acts, including the D.C.A. and the *Planning Act*. With Bill 197, many changes proposed in Bill 108 have now been revised. With respect to the above noted changes from Bill 108, the following changes are provided in Bill 197:

- **Eligible Services:** The list of eligible services for the D.C. has now been expanded to include most services eligible under the D.C.A. prior to Bill 108. For the City of Thorold, this means that services currently provided in the D.C. by-law remain eligible.
- **Mandatory 10% Deduction:** The mandatory 10% deduction is removed (consistent with Bill 108). This applies to all D.C.-eligible services.
- **Community Benefits Charges:** Based on the wording in the legislation, it appears that Upper-tier governments will not be able to impose a C.B.C.



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 would exempt the payment of D.C.s for developments of land intended for use by a university that receives operating funds from the Government.

Bill 109: More Homes for Everyone Act, 2022

On April 14, 2022, Bill 109 received Royal Assent. One of the changes of the Bill and Ontario Regulation (O. Reg.) 438/22 that took effect upon Royal Assent included amending the D.C.A. and O. Reg. 82/98 related to the requirements for the information which is to be included in the annual Treasurer's statement on D.C. reserve funds and the requirement for publication of the statement.

Bill 23: More Homes Built Faster Act, 2022

Bill 23 was first introduced on October 25, 2022, and received Royal Assent on November 28, 2022. It is noted that, as of the time of writing, the Province has announced (on December 13, 2023) potential changes to the phase-in requirements and the removal of studies as eligible capital costs. The details of these changes will be forthcoming in 2024 and Watson will monitor and advise as to the nature of these changes. A summary of the changes provided from Bill 23 are outlined below (further details are provided in Chapter 1 of this report):

- Additional Residential Unit Exemption: Allowance of a third unit as-of-right;
- Removal of Housing as an Eligible D.C. Service;
- New Statutory Exemptions for Affordable Units, Attainable Units, and Affordable Inclusionary Zoning Units (currently not in force);

Note: Bill 134: *Affordable Homes and Good Jobs Act, 2023* was released on September 28, 2023, which proposes a new definition of “affordable” under the D.C.A. and is anticipated to receive Royal Assent on December 4, 2023:

- Owned unit (lesser of): cost is less than 30% of the 60th percentile of income for households in the municipality or 90% of the average purchase price as defined in a new Bulletin.



- Rental unit (lesser of): rent is less than 30% of the 60th percentile of income for rental households or average market rent set out in a new Bulletin.
 - New Statutory Exemption: Non-Profit Housing;
 - Historical Level of Service extended to previous 15-year period instead of the previous 10-year period;
 - Capital Cost definition revised to remove studies and prescribe services for which land or an interest in land will be restricted (nothing prescribed to date);
 - Mandatory Phase-in of a D.C. passed after January 1, 2022, as follows:
 - Year 1 – 80% of the maximum charge;
 - Year 2 – 85% of the maximum charge;
 - Year 3 – 90% of the maximum charge;
 - Year 4 – 95% of the maximum charge; and
 - Year 5 to expiry – 100% of the maximum charge.
 - D.C. By-law expiry will be a maximum of 10 years after the date the by-law comes into force;
 - D.C. for Rental Housing developments to receive a discount as follows:
 - Three or more bedrooms – 25% reduction;
 - Two bedrooms – 20% reduction; and
 - All other bedroom quantities – 15% reduction.
 - Maximum Interest Rate for Installments and Determination of Charge for Eligible Site Plan and Zoning By-law Amendment Applications to be set at the average prime rate plus 1%; and
 - Requirement to Allocate Funds Received – municipalities are required to spend or allocate at least 60% of their reserve fund at the beginning of the year for water, wastewater, and services related to a highway.
4. The growth forecast (Chapter 3) on which the D.C. study is based, utilizes the following forecast periods to develop the population, housing, and non-residential floor areas:
- Niagara Region Official Plan (O.P.) target (2024 to Niagara Region O.P. target);
 - City-wide buildout (2024 to City-wide buildout);
 - Urban buildout (2024 to Urban buildout); and



- Area-specific buildout for the Rolling Meadows Secondary Plan (2024 to Rolling Meadows buildout).

Table ES-1
Summary of Growth Forecast by Planning Period
City of Thorold

Measure	2024 to Niagara Region O.P. Target	2024 to City-Wide Buildout	2024 to Urban Buildout	2024 to Rolling Meadows - Buildout
(Net) Population Increase	9,364	21,969	21,816	10,241
Residential Unit Increase	4,403	9,761	9,660	4,480
Non-Residential Gross Floor Area Increase (sq.ft.)	1,915,500	4,308,300	4,232,500	591,500

5. On June 4, 2019, the City of Thorold passed By-law No. 46-2019 under the D.C.A. The by-law imposes D.C.s on residential and non-residential uses. Subsequent to the 2019 D.C. By-law, the City passed an amending By-law 02-2020, which provides discounts and exemptions for the Downtown and Brownfields, and non-profit housing developments. The City is undertaking a D.C. public process and anticipates passing a new by-law on May 28, 2024, with the mandatory public meeting scheduled for May 7, 2024.
6. The City's D.C. currently in effect (as of January 1, 2024) is \$24,717 for single detached dwelling units for full services. The non-residential charges for commercial/institutional are \$11.09 sq.ft. while industrial charges are \$3.67 per sq.ft. for full services (the industrial D.C.s have been discounted by the City through policy).
7. This report has undertaken a recalculation of the charges based on future identified needs (presented in Table ES-3 for residential and non-residential). Charges have been provided on a City-wide basis for all services excluding water and wastewater services. The water and wastewater D.C.s are imposed on



developments that will utilize municipal water and wastewater servicing. The corresponding residential single detached unit charge for full services is \$25,042. The non-residential charge (which is being presented as one uniform charge for all non-residential development) for full services is \$8.67 per sq.ft. of building area. These rates are submitted to Council for their consideration.

8. In addition to the City-wide charges, the City currently imposes area-specific D.C.s in the areas of Rolling Meadows and the Brock Business Park. The single detached charge for wastewater services in Rolling Meadows adds an additional \$284 to the City-wide charge for residential and \$0.13 per sq.ft. for commercial/institutional and \$0.03 per sq.ft. for industrial. The wastewater charge for Brock Business Park adds an additional \$1,697 for single detached dwelling units and an additional \$0.79 per square foot for non-residential development.
9. This study has undertaken updates to the area-specific charge for Rolling Meadows and the resulting charge is \$211 for single detached dwelling and a corresponding non-residential charge of \$0.09 per sq.ft. of building area. The area-specific D.C. for the Brock Business Park was established under By-law 54-2022 and is not currently under review in this background study. These rates are submitted to Council for their consideration.
10. The D.C.A. requires a summary be provided of the gross capital costs and the net costs to be recovered over the life of the by-law. This calculation is provided by service and is presented in Table 6-6. A summary of these costs is provided below in Table ES-2.

Table ES-2
Summary of Expenditures Anticipated Over the Life of the By-law

Summary of Expenditures Anticipated Over the Life of the By-law	Expenditure Amount
Total gross expenditures planned over the next 10 years	\$148,411,286
Less: Benefit to existing development	\$31,525,345
Less: Post planning period benefit	\$566,800
Less: Ineligible re: Level of Service	-



Summary of Expenditures Anticipated Over the Life of the By-law	Expenditure Amount
Less: Grants, subsidies and other contributions	-
Net costs to be recovered from development charges	\$116,319,141

This suggests that for the non-D.C. cost over the 10-year D.C. by-law (benefit to existing development, and grants, subsidies and other contributions), \$31.53 million (or an annual amount of \$3.15 million) will need to be contributed from taxes and rates, or other sources. With respect to the post period benefit amount of \$0.57 million, it will be included in subsequent D.C. study updates to reflect the portion of capital that benefits growth in the post period D.C. forecasts.

Based on the above table, the City plans to spend \$148.41 million over the life of the by-law, of which \$116.32 million (78%) is recoverable from D.C.s. Of this net amount, \$96.82 million is recoverable from residential development and \$19.50 million from non-residential development. It is noted also that any exemptions or reductions in the charges would reduce this recovery further.

11. Considerations by Council – The background study represents the service needs arising from residential and non-residential growth over the forecast periods.

The following services are calculated based on a Niagara Region O.P. target forecast:

- Fire Protection Services
- Parks and Recreation Services; and
- Library Services.

The following services are calculated based on a city-wide buildout forecast:

- Services Related to a Highway.

The following services are calculated based on an urban buildout forecast:

- Wastewater Services; and
- Water Services.



The following area-specific services are calculated based on the buildout of the Rolling Meadows Secondary Plan Area:

- Wastewater Services

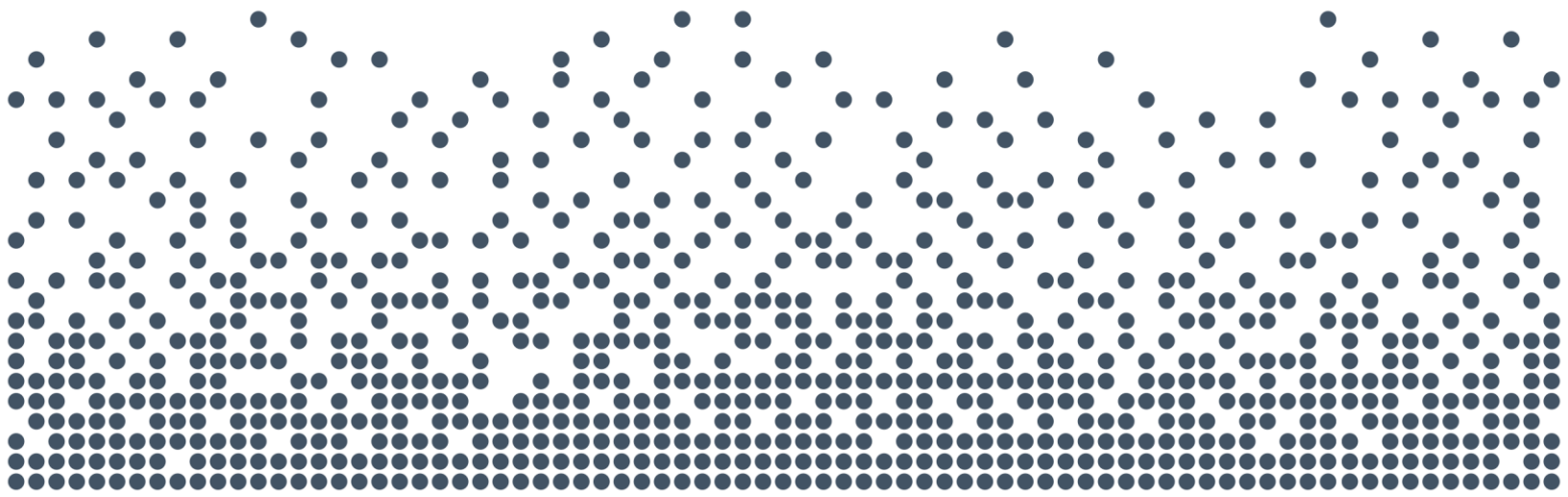
Council will consider the findings and recommendations provided in the report and, in conjunction with public input, approve such policies and rates it deems appropriate. These directions will refine the draft D.C. by-law which is appended in Appendix G. These decisions may include:

- Adopting the charges and policies recommended herein;
- Considering additional exemptions to the by-law; and
- Considering reductions in the charge by class of development (obtained by removing certain services on which the charge is based and/or by a general reduction in the charge).



**Table ES-3
Schedule of Development Charges**

Service/Class of Service	RESIDENTIAL					NON-RESIDENTIAL
	Single and Semi-Detached Dwelling	Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Special Care/Special Dwelling Units	(per sq.ft. of Gross Floor Area)
Municipal Wide Services/Class of Service:						
Services Related to a Highway	10,292	7,176	6,719	4,354	3,639	4.65
Fire Protection Services	2,363	1,647	1,543	1,000	836	1.25
Parks and Recreation Services	6,370	4,441	4,159	2,695	2,252	0.59
Library Services	1,517	1,058	990	642	536	0.14
Total Municipal Wide Services/Class of Services	20,542	14,322	13,411	8,691	7,263	6.63
Urban Services						
Wastewater Services	2,116	1,475	1,381	895	748	0.96
Water Services	2,384	1,662	1,556	1,008	843	1.08
Total Urban Services	4,500	3,137	2,937	1,903	1,591	2.04
Grand Total Municipal Wide	20,542	14,322	13,411	8,691	7,263	6.63
Grand Total Municipal Wide + Urban Services	25,042	17,459	16,348	10,594	8,854	8.67
Rolling Meadows Area Specific Services:						
Wastewater Services - Rolling Meadows	211	147	138	89	75	0.09
Total Area Specific + City-Wide + Urban Services	25,253	17,606	16,486	10,683	8,929	8.76



Report



Chapter 1

Introduction



1. Introduction

1.1 Purpose of this Document

This background study has been prepared pursuant to the requirements of the D.C.A., as amended, (D.C.A.) (section 10) and, accordingly, recommends new development charges (D.C.s) and policies for the City of Thorold.

The City retained Watson & Associates Economists Ltd. (Watson), to undertake the D.C. study process throughout 2023 and 2024. Watson worked with City staff in preparing the D.C. analysis and policy recommendations.

This D.C. background study, containing the proposed D.C. by-law, will be distributed to members of the public in order to provide interested parties with sufficient background information on the legislation, the study's recommendations, and an outline of the basis for these recommendations.

This report has been prepared, in the first instance, to meet the statutory requirements applicable to the City's D.C. background study, as summarized in Chapter 4. It also addresses the requirement for "rules" (contained in Chapter 7) and the proposed by-law to be made available as part of the approval process (included as Appendix G).

In addition, the report is designed to set out sufficient background on the legislation (Chapter 4), Thorold's current D.C. policies (Chapter 2) and the policies underlying the proposed by-law, to make the exercise understandable to those who are involved.

Finally, it addresses post-adoption implementation requirements (Chapter 8) which are critical to the successful application of the new policy.

The chapters in the report are supported by Appendices containing the data required to explain and substantiate the calculation of the charge. A full discussion of the statutory requirements for the preparation of a background study and calculation of a D.C. is provided herein.



1.2 Summary of the Process

The public meeting required under section 12 of the D.C.A. has been scheduled for May 7, 2024. Its purpose is to present the study to the public and to solicit public input. The meeting is also being held to answer any questions regarding the study's purpose, methodology, and the proposed modifications to the City's D.C.s.

In accordance with the legislation, the background study and proposed D.C. by-law will be available for public review on March 28, 2024.

The process to be followed in finalizing the report and recommendations includes:

- Consideration of responses received prior to, at, or immediately following the public meeting; and
- Finalization of the report and Council consideration of the by-law subsequent to the public meeting.

Figure 1-1 outlines the proposed schedule to be followed with respect to the D.C. by-law adoption process.

Figure 1-1
Schedule of Key D.C. Process Dates for the City of Thorold

Schedule of Study Milestone	Dates
1. Data collection, staff review, engineering work, D.C. calculations and policy work	November 2023 to March 2024
2. Public release of final D.C. background study and proposed by-law	March 28, 2024
3. Stakeholder Meeting	April 2024
4. Public meeting advertisement placed in newspaper(s)	No later than April 16, 2024
5. Public meeting of Council	May 7, 2024
6. Council considers adoption of background study and passage of by-law	May 28, 2024
7. Newspaper notice given of by-law passage	By 20 days after passage
8. Last day for by-law appeal	40 days after passage
9. City makes pamphlet available (where by-law not appealed)	By 60 days after in force date



1.3 Changes to the D.C.A.: Bills 108, 138, 197, and 213

1.3.1 **Bill 108: More Homes, More Choice Act – An Act to Amend Various Statutes with Respect to Housing, Other Development, and Various Matters**

On May 2, 2019, the Province introduced Bill 108, which proposed changes to the D.C.A. The Bill was introduced as part of the Province's "More Homes, More Choice: Ontario's Housing Supply Action Plan." The Bill received Royal Assent on June 6, 2019.

While having received Royal Assent, many of the amendments to the D.C.A. would not come into effect until they are proclaimed by the Lieutenant Governor (many of these changes were revised through Bill 197). At the time of writing, the following provisions have been proclaimed:

- Effective January 1, 2020, rental housing and institutional developments will pay D.C.s in six equal annual payments commencing at occupancy. Interest may be charged on the instalments, and any unpaid amounts may be added to the property and collected as taxes. As per Bill 23, non-profit housing developments are now exempt from paying D.C.s; however, prior to Bill 23, and as a result of Bill 108, non-profit housing developments paid D.C.s in 21 equal annual payments. Effective January 1, 2020, the D.C. amount for all developments occurring within 2 years of a Site Plan or Zoning By-law Amendment planning approval (for application submitted after this section is proclaimed), shall be determined based on the D.C. in effect on the day of Site Plan or Zoning By-law Amendment application. If the development is not proceeding via these planning approvals, then the amount is determined as of the date of issuance of a building permit.

On February 28, 2020, the Province released updated draft regulations related to the D.C.A. and the *Planning Act*. A summary of the changes that were to take effect upon proclamation by the Lieutenant Governor is provided below.

Changes to Eligible Services – Prior to Bill 108, the D.C.A. provided a list of ineligible services whereby municipalities could include growth related costs for any service that was not listed. With Bill 108, the changes to the D.C.A. would now specifically list the



services that are eligible for inclusion in the by-law. Furthermore, the initial list of eligible services under Bill 108 was limited to "hard services", with the "soft services" being removed from the D.C.A. These services would be considered as part of a new community benefits charge (discussed below) imposed under the *Planning Act*. As noted in the next section this list of services has been amended through Bill 197.

Mandatory 10% deduction – The amending legislation would have removed the mandatory 10% deduction for all services that remain eligible under the D.C.A.

Remaining Services to be Included in a New Community Benefits Charge (C.B.C.) Under the *Planning Act* – It was proposed that a municipality may, by by-law, impose a C.B.C. against land to pay for the capital costs of facilities, services and matters required because of development or redevelopment in the area to which the by-law applies. The C.B.C. was proposed to include formerly eligible D.C. services that are not included in the above listing, in addition to parkland dedication and bonus zoning contributions.

1.3.2 Bill 138: Plan to Build Ontario Together Act, 2019

On November 6, 2019, the Province released Bill 138 which provided further amendments to the D.C.A. and *Planning Act*. This Bill received Royal Assent on December 10, 2019, and was proclaimed which resulted in sections related to the D.C.A. (schedule 10) becoming effective on January 1, 2020. The amendments to the D.C.A. included removal of instalment payments for commercial and industrial developments that were originally included in Bill 108.

1.3.3 Bill 197: COVID-19 Economic Recovery Act, 2020

In response to the global pandemic that began affecting Ontario in early 2020, the Province released Bill 197 which provided amendments to a number of Acts, including the D.C.A. and *Planning Act*. This Bill also revised some of the proposed changes identified in Bill 108. Bill 197 was tabled on July 8, 2020, received Royal Assent on July 21, 2020, and was proclaimed on September 18, 2020. The following provides a summary of the changes.



1.3.3.1 D.C.-Related Changes

List of D.C.-Eligible Services

- As noted above, under Bill 108 some services were to be included under the D.C.A. and some would be included under the C.B.C. authority. Bill 197, however, revised this proposed change and has included all services (with some exceptions) under the D.C.A. These services are as follows:
 - Water supply services, including distribution and treatment services.
 - Wastewater services, including sewers and treatment services.
 - Storm water drainage and control services.
 - Services related to a highway.
 - Electrical power services.
 - Toronto-York subway extension.
 - Transit services.
 - Waste diversion services.
 - Policing services.
 - Fire protection services.
 - Ambulance services.
 - Library services.
 - Long-term care services.
 - Parks and recreation services, but not the acquisition of land for parks.
 - Public health services.
 - Childcare and early years services.
 - Housing services (no longer eligible as per Bill 23).
 - *Provincial Offences Act* services.
 - Services related to emergency preparedness.
 - Services related to airports, but only in the Regional Municipality of Waterloo.
 - Additional services as prescribed.

Classes of Services – D.C.

Pre-Bill 108/197 legislation (i.e., D.C.A., 1997) allowed for categories of services to be grouped together into a minimum of two categories (90% and 100% services).



The Act (as amended) repeals and replaces the above with the four following subsections:

- A D.C. by-law may provide for any eligible service or capital cost related to any eligible service to be included in a class, set out in the by-law.
- A class may be composed of any number or combination of services and may include parts or portions of the eligible services or parts or portions of the capital costs in respect of those services.
- A D.C. by-law may provide for a class consisting of studies in respect of any eligible service whose capital costs are described in paragraphs 5 and 6 of section 5 of the D.C.A.
- A class of service set out in the D.C. by-law is deemed to be a single service with respect to reserve funds, use of monies, and credits.

Note: An initial consideration of “class” appears to mean any group of services.

Mandatory 10% Deduction

In addition, the removal of the 10% deduction for soft services under Bill 108 has been maintained.

As a result of the passage of Bill 197, and subsequent proclamation on September 18, 2020, this report has provided the D.C. calculations without the 10% mandatory deduction.

1.3.3.2 C.B.C.-Related Changes

C.B.C. Eligibility

The C.B.C. is limited to lower-tier and single-tier municipalities; upper-tier municipalities will not be allowed to impose this charge.

1.3.3.3 Combined D.C. and C.B.C. Impacts

D.C. vs. C.B.C. Capital Cost

A C.B.C. may be imposed with respect to the services listed in subsection 2 (4) of the D.C.A. (eligible services), “provided that the capital costs that are intended to be funded



by the community benefits charge are not capital costs that are intended to be funded under a development charge by-law.”

1.3.4 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 would exempt the payment of D.C.s for developments of land intended for use by a university that receives operating funds from the Government. As a result, this mandatory exemption will be included in the D.C. by-law.

1.4 Changes to the D.C.A. – Bill 23: More Homes Built Faster Act, 2022

On November 28, 2022, Bill 23 received Royal Assent. This Bill amends a number of pieces of legislation including the *Planning Act* and the D.C.A. It is noted that, as of the time of writing, the Province has announced (on December 13, 2023) potential changes to the phase-in requirements and the removal of studies as eligible capital costs. The details of these changes will be forthcoming in early 2024 and Watson will monitor and advise as to the nature of these changes. The following provides a summary of the changes to the D.C.A.

1.4.1 Additional Residential Unit Exemption

The rules for these exemptions are now provided in the D.C.A., rather than the regulations and are summarized as follows:

- Exemption for residential units in existing rental residential buildings – For rental residential buildings with four or more residential units, the creation of the greater of one unit or 1% of the existing residential units will be exempt from a D.C.
- Exemption for additional residential units in existing and new residential buildings – The following developments will be exempt from a D.C.:
 - A second unit in a detached, semi-detached, or rowhouse if all buildings and ancillary structures cumulatively contain no more than one residential unit;



- A third unit in a detached, semi-detached, or rowhouse if no buildings or ancillary structures contain any residential units; and
- One residential unit in a building or structure ancillary to a detached, semi-detached, or rowhouse on a parcel of urban land, if the detached, semi-detached, or rowhouse contains no more than two residential units and no other buildings or ancillary structures contain any residential units.

1.4.2 Removal of Housing as an Eligible D.C. Service

Housing services are removed as an eligible service. Municipalities with by-laws that include a charge for housing services can no longer collect for this service.

1.4.3 New Statutory Exemption for Non-Profit Housing

Non-profit housing units are exempt from D.C.s and D.C. instalment payments due after November 28, 2022.

1.4.4 New Statutory Exemptions for Affordable Units, Attainable Units, and Affordable Inclusionary Zoning Units

Affordable units, attainable units, and inclusionary zoning units (affordable) are exempt from the payment of D.C.s, as follows:

- Inclusionary Zoning Units: Affordable housing units required under inclusionary zoning by-laws are exempt from a D.C.
- Affordable Rental Units – Where rent is no more than 80% of the average market rent as defined by a new bulletin published by the Ministry of Municipal Affairs and Housing.
- Affordable Owned Units – Where the price of the unit is no more than 80% of the average purchase price as defined by a new bulletin published by the Ministry of Municipal Affairs and Housing.
- Attainable Units – Excludes affordable units and rental units; will be defined as prescribed development or class of development and sold to a person who is at “arm’s length” from the seller.
 - Note: for affordable and attainable units, the municipality shall enter into an agreement that ensures the unit remains affordable or attainable for 25 years.



Further to the above, Bill 134: *Affordable Homes and Good Jobs Act, 2023* was released on September 28, 2023, which proposes a new definition of “affordable” under the D.C.A.:

- Owned unit (lesser of): cost is less than 30% of the 60th percentile of income for households in the municipality or 90% of the average purchase price as defined in a new Bulletin.
- Rental unit (lesser of): rent is less than 30% of the 60th percentile of income for rental households or average market rent set out in a new Bulletin.

Bill 134 is not yet in force; it will come into force on the day that section 3 of Schedule 3 of Bill 23 is proclaimed.

Note: the above exemptions are not currently in force. These exemptions will be in force upon proclamation and revisions to the regulations. The Bulletin has yet to be published as at the time of writing this report.

1.4.5 Historical Level of Service Extended to Previous 15-Year Period

Prior to Bill 23, the increase in need for service was limited by the average historical level of service calculated over the 10-year period preceding the preparation of the D.C. background study. This average is now extended to the historical 15-year period.

1.4.6 Revised Definition of Capital Costs

The definition of capital costs has been revised to remove studies. Furthermore, the regulations to the Act may prescribe services for which land or an interest in land will be restricted. As at the time of writing, no services have been prescribed.

1.4.7 Mandatory Phase-in of a D.C.

For all D.C. by-laws passed after January 1, 2022, the charge must be phased-in annually over the first five years the by-law is in force, as follows:

- Year 1 – 80% of the maximum charge;
- Year 2 – 85% of the maximum charge;
- Year 3 – 90% of the maximum charge;
- Year 4 – 95% of the maximum charge; and
- Year 5 to expiry – 100% of the maximum charge.



1.4.8 D.C. By-law Expiry

A D.C. by-law now expires 10 years after the day it comes into force (unless the by-law provides for an earlier expiry date). This extends the by-law's life from five years, prior to Bill 23.

1.4.9 Installment Payments

Non-profit housing development has been removed from the instalment payment section of the Act (subsection 26.1), as these units are now exempt from the payment of a D.C.

1.4.10 Rental Housing Discount

The D.C. payable for rental housing development will be reduced based on the number of bedrooms in each unit as follows:

- Three or more bedrooms – 25% reduction;
- Two bedrooms – 20% reduction; and
- All other bedroom quantities – 15% reduction.

1.4.11 Maximum Interest Rate for Instalments and Determination of Charge for Eligible Site Plan and Zoning By-law Amendment Applications

No maximum interest rate was previously prescribed. As per Bill 23, the maximum interest rate is set at the average prime rate plus 1%. This maximum interest rate provision would apply to all instalment payments and eligible site plan and zoning by-law amendment applications occurring after November 28, 2022.

1.4.12 Requirement to Allocate Funds Received

Annually, beginning in 2023, municipalities will be required to spend or allocate at least 60% of the monies in a reserve fund at the beginning of the year for water, wastewater, and services related to a highway. Other services may be prescribed by the regulation



Chapter 2

Current City of Thorold D.C. Policies



2. Current City of Thorold D.C. Policies

2.1 Schedule of Charges

On June 4, 2019, the City of Thorold passed By-law No. 46-2019 under the D.C.A. Subsequent to the 2019 D.C. By-law, the City passed an amending By-law 02-2020, which provides discounts and exemptions for the Downtown, Brownfields, and non-profit housing developments. The by-law imposes D.C.s for residential and non-residential uses.

These by-laws impose D.C.s for residential and non-residential uses. The table below provides the rates currently in effect, as of January 1, 2024.

Table 2-1
City of Thorold
Current D.C. Rates
January 1, 2024

Service	Residential				Non-Residential		
	Single & Semi Detached	Multiples	Apartments with >= 2 Bedrooms	Apartments with < 2 Bedrooms	Special Care/Special Dwelling Units	Commercial/Institutional per sq.ft.	Industrial per sq.ft.
Municipal Wide Services							
Services Related to a Highway	11,539	7,631	7,450	4,557	4,124	6.78	2.27
Fire Protection Services	2,937	1,942	1,895	1,160	1,050	1.73	0.57
Parks and Recreation Services	6,048	4,000	3,905	2,388	2,162	0.69	0.22
Library Services	844	559	546	333	301	0.09	0.02
Growth Studies	955	630	616	377	342	0.53	0.18
Total Municipal Wide	22,323	14,762	14,412	8,815	7,979	9.82	3.26
Urban Services							
Wastewater Services	1,041	688	673	411	372	0.56	0.18
Water Services	1,353	895	874	535	483	0.71	0.23
Total Urban Services	2,394	1,583	1,547	946	855	1.27	0.41
Total Municipal Wide	24,717	16,345	15,959	9,761	8,834	11.09	3.67
Area-Specific Services - Rolling Meadows:							
Wastewater Services	284	188	182	113	100	0.13	0.03
Total Area Specific + Municipal Wide + Urban Services	25,001	16,533	16,141	9,874	8,934	11.22	3.70

2.2 Services Covered

The following services are covered under By-law No. 46-2019, as amended:

- Services related to a highway;
- Fire protection services;
- Parks and recreation services;
- Library services;
- Parking services*;
- Growth studies;



- Wastewater services;
- Water services; and
- Rolling Meadows wastewater services.

*Note that Parking services became an ineligible D.C. service on September 18, 2022.

2.3 Timing of D.C. Calculation and Payment

Development charges shall be calculated and payable in full in money or by provision of services as may be agreed upon, or by credit granted under the Act, on the date that the first building permit is issued in relation to a building or structure on land to which a development charge applies.

2.4 Indexing

Rates shall be adjusted, without amendment to the by-law, annually on January 1, in accordance with the Statistics Canada Quarterly, Non-Residential Building Construction Price Index (Table 18-10-0276-02).^[1]

2.5 Redevelopment Allowance

In the case of the re-development involving the demolition and replacement of all or part of a building or structure:

- (1) A credit offsetting the development charges payable shall be allowed, provided that the land was improved by occupied structures (or structures capable of occupancy) within the five years prior to the issuance of the demolition permit, and the building permit has been issued for the development or redevelopment within five years from the date the demolition permit has been issued; and

^[1] Ontario Regulation (O. Reg.) 82/98 referenced “The Statistics Canada Quarterly, Construction Price Statistics, catalogue number 62-007” as the index source. Since implementation, Statistics Canada has modified this index twice and the above-noted index is the most current. The draft by-law provided herein refers to O. Reg. 82/98 to ensure traceability should this index continue to be modified over time.



- (2) The credit shall be calculated as follows:
- a. For residential buildings, the credit shall be equivalent to the number of dwelling units demolished multiplied by the applicable residential development charge in place at the time the development charge is payable under this by-law;
 - b. For non-residential buildings, the credit shall be equivalent to the gross floor area demolished multiplied by the applicable non-residential development charge in place at the time the development charge is payable under this by-law;

provided that such amounts shall not exceed, in total, the amount of the D.C.s otherwise payable with respect to the redevelopment.

2.6 Exemptions

The following exemptions are provided under By-law No. 46-2019:

- A hospital under the *Public Hospitals Act*;
- Buildings or structures owned by and used for the purposes of the City, the Region, or their local boards;
- A place of worship;
- Agriculture uses and farm buildings;
- Board of education;
- Temporary buildings or structures;
- Buildings or structures, related to classrooms or administration space, owned by a college of applied arts and technology established pursuant to the *Ministry of Training, Colleges and Universities Act*, R.S.O. 1990, c. M.19, and used for teaching of programs of study leading to a post-secondary certificate or diploma, a graduate certificate or a bachelor degree, but does not include student residences, commercial uses on site, or any other space not directly related for the purposes of education;
- Non-profit housing developments where a minimum of 50% of units are affordable housing units that offer below market rents in perpetuity;



- Development occurring within the downtown area is eligible for a 25% exemption of the applicable charge. An additional 25% exemption may be granted if the development receives a verified green building certificate; and
- Development occurring in brownfields is eligible for up to a 75% exemption of the applicable charge. An additional 25% may be granted if the development receives a verified green building certificate.

Further to the above exemptions, the City provides a 66% discount to the non-residential D.C.s for industrial developments.



Chapter 3

Anticipated Development in the City of Thorold



3. Anticipated Development in the City of Thorold

3.1 Requirement of the Act

The growth forecast contained in this chapter (with supplemental tables in Appendix A) provides for the anticipated development for which the City will be required to provide services over a shorter-term (2024 to Niagara Region Official Plan (O.P.) Forecast) and a longer-term (2024 to Urban Buildout) time horizon.

Chapter 4 provides the methodology for calculating a D.C. as per the D.C.A. Figure 4-1 presents this methodology graphically. It is noted in the first box of the schematic that in order to determine the D.C. that may be imposed, it is a requirement of subsection 5 (1) of the D.C.A. that “the anticipated amount, type and location of development, for which development charges can be imposed, must be estimated.”

3.2 Basis of Population, Household and Non-Residential Gross Floor Area Forecast

The D.C. growth forecast has been derived by Watson with direction from City staff. The Niagara Region O.P. Forecast is aligned to the 2051 population and employment forecast identified in Table 2-1 of the Niagara O.P., November 4, 2022, for the City of Thorold. It is noted that the timing of growth may be accelerated relative to the Niagara Region O.P. The Urban Buildout forecast is based on the growth potential identified for the City of Thorold within designated urban areas through discussions with City staff regarding developable land supply, development yields and servicing capacity. In preparing the growth forecast, the following information sources were consulted to assess the residential and non-residential development potential for the City over the forecast period, including:

- Niagara Official Plan, November 4, 2022;
- Niagara Region Official Plan, PDS 17-2022, 2051 Land Needs Assessment, June 2022, Hemson Consulting Ltd.;
- City of Thorold Official Plan, Approved by Niagara Region, April 28, 2016;
- City of Thorold 2019 Development Charges Background Study, May 21, 2019, by Watson & Associates Economists Ltd.;



- City of Thorold 2022 Area-Specific Development Charges Background Study – Brock Business Park, April 8, 2022, by Watson & Associates Economists Ltd.
- 2011, 2016 and 2021 population, household and employment Census data;
- Historical residential building permit data over the 2014 to 2023 period;
- Residential and non-residential supply opportunities as identified by City of Thorold staff; and
- Discussions from City staff regarding anticipated residential and non-residential development in the City of Thorold.

3.3 Summary of Growth Forecast

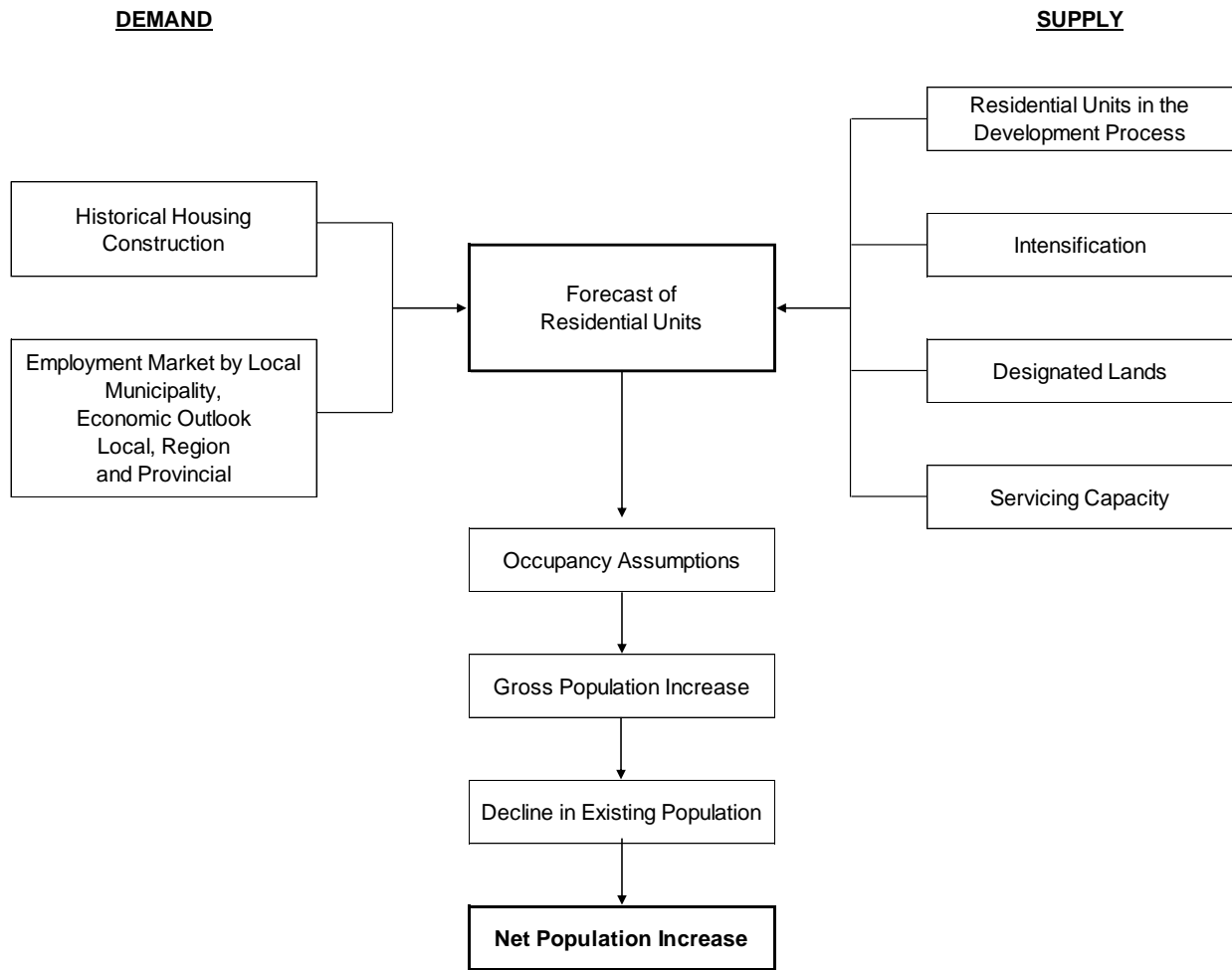
A detailed analysis of the residential and non-residential growth forecasts is provided in Appendix A and the methodology employed is illustrated in Figure 3-1. The discussion provided herein summarizes the anticipated growth for the City and describes the basis for the forecast. The results of the residential growth forecast analysis are summarized in Table 3-1 below, and Schedule 1 in Appendix A.

As identified in Table 3-1 and Appendix A – Schedule 1, population in the City of Thorold (excluding census undercount) is anticipated to reach approximately 38,710 in the Niagara Region O.P. Forecast and 51,310 by urban buildout, resulting in an increase of approximately 9,360 and 21,970 persons, respectively.^[1]

^[1] The population figures used in the calculation of the 2024 D.C. exclude the net Census undercount, which is estimated at approximately 2.5%. Population figures presented herein have been rounded.



Figure 3-1
Population and Household Forecast Model





**Table 3-1
City of Thorold
Residential Growth Forecast Summary**

	Year	Population (Including Census Undercount) ^[1]	Excluding Census Undercount			Housing Units						Person Per Unit (P.P.U.): Total Population/ Total Households
			Population	Institutional Population	Population Excluding Institutional Population	Singles & Semi- Detached	Multiple Dwellings ^[2]	Apartments ^[3]	Other	Total Households	Equivalent Institutional Households	
Historical	Mid 2011	18,390	17,931	391	17,540	5,672	449	937	24	7,082	355	2.532
	Mid 2016	19,280	18,801	251	18,550	5,885	515	1,045	15	7,460	228	2.520
	Mid 2021	24,420	23,816	281	23,535	7,095	785	1,200	10	9,090	255	2.620
Forecast	Mid 2024	30,090	29,343	348	28,995	8,169	1,495	1,682	10	11,356	316	2.584
	Niagara Region O.P. Forecast ^[4]	39,690	38,707	457	38,250	9,718	3,346	2,586	10	15,660	415	2.472
	Buildout ^[5]	52,610	51,312	605	50,706	11,124	5,789	3,960	10	20,883	550	2.457
Incremental	Mid 2011 - Mid 2016	890	870	-140	1,010	213	66	108	-9	378	-127	
	Mid 2016 - Mid 2021	5,140	5,015	30	4,985	1,210	270	155	-5	1,630	27	
	Mid 2021 - Mid 2024	5,670	5,527	67	5,460	1,074	710	482	0	2,266	61	
	Mid 2024 - Niagara Region O.P. Forecast	9,600	9,364	109	9,255	1,549	1,851	904	0	4,304	99	
	Mid 2024 - Buildout	22,520	21,969	257	21,711	2,955	4,294	2,278	0	9,527	234	

[1] Population includes the Census undercount estimated at approximately 2.5% and has been rounded.

[2] Includes townhouses and apartments in duplexes.

[3] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.

[4] Niagara Region O.P. Forecast is based on the Niagara Region Official Plan, November 4, 2022, 2051 forecast for the City of Thorold. It is noted that the timing of growth may be accelerated relative to the Niagara Region Official Plan.

[5] The buildout forecast refers to the buildout of the City of Thorold designated urban area based on current local land-use designations.

Notes:

Numbers may not add due to rounding.

Source: Derived from Niagara Region Official Plan, November 4, 2022, PDS 17-2022, 2051 Land Needs Assessment, June 2022, Hemson Consulting Ltd., and discussions with City of Thorold staff regarding developable land supply, development yields and servicing capacity by Watson & Associates Economists Ltd.



Provided below is a summary of the key assumptions and findings regarding the City of Thorold D.C. growth forecast:

1. Unit Mix (Appendix A – Schedules 1, 6 and 7)

- The housing unit mix for the City was derived from a detailed review of historical development activity (as per Schedule 7), as well as active residential development applications (as per Schedule 6) and discussions with City staff regarding anticipated development trends for the City of Thorold.
- Based on the above indicators, the 2024 to urban buildout household growth forecast for the City is comprised of a unit mix of 31% low density units (single detached and semi-detached), 45% medium density (multiples except apartments) and 24% high density (bachelor, 1-bedroom and 2-bedroom apartments).

2. Geographic Location of Residential Development (Appendix A – Schedule 2a and 2b)

- Schedule 2a summarizes the anticipated amount, type, and location of development by area for the City of Thorold
- In accordance with forecast demand and available land supply, the amount and percentage of forecast housing growth between 2024 and urban buildout by development location is summarized below.



Table 3-2
City of Thorold
Geographic Location of Residential Development

Development Location	Amount of Housing Growth, 2024 to Urban Buildout	Percentage of Housing Growth, 2024 to Urban Buildout
Urban Total	9,430	99%
<i>Rolling Meadows</i>	4,480	47%
<i>Remaining Urban Area</i>	2,950	52%
Rural Total	100	1%
City of Thorold	9,530	100%

Note: Figures may not sum precisely due to rounding.

- Schedule 2b summarizes the residential development potential for the Brock Business Park. A total of 404 apartment units and 704 student housing units are identified. For the purposes of the City of Thorold 2024 D.C. Background Study, the Brock Business Park growth forecast is adapted from the 2022 Brock Business Park Area-Specific Development Charges Background Study. Please refer to the Area Specific D.C. Study for additional information on the growth forecast.

3. Planning Period

- Short- and longer-term time horizons are required for the D.C. process. The D.C.A. limits the planning horizon for transit services to a 10-year planning horizon. All other services can utilize a longer planning period if the municipality has identified the growth-related capital infrastructure needs associated with the longer-term growth planning period.

4. Population in New Units (Appendix A – Schedules 3, 4 and 5)

- The number of housing units to be constructed by urban buildout in the City of Thorold over the forecast period is presented in Table 3-1. Over



the 2024 to urban buildout forecast period, the City is anticipated to add 9,530 new housing units.

- Institutional population ^[1] is anticipated to increase by approximately 260 people between 2024 to urban buildout.
- Population in new units is derived from Schedules 3, 4 and 5, which incorporate historical development activity, anticipated units (see unit mix discussion) and average persons per unit (P.P.U.) by dwelling type for new units.
- Schedule 8a summarizes the average P.P.U. assumed for new housing units by age and type of dwelling based on Statistics Canada 2021 custom Census data for the City of Thorold. Due to data limitations medium and high density P.P.U. data was derived from the Region of Niagara which includes the City of Thorold, and is outlined in Schedule 8b. The total calculated P.P.U. for all density types has been adjusted accordingly to account for the P.P.U. trends which has been recently experienced in both new and older units. Forecasted 25-year average P.P.U.s by dwelling type are as follows:
 - Low density: 3.111
 - Medium density: 2.169
 - High density: 1.763

5. Existing Units and Population Change (Appendix A – Schedules 3, 4, and 5)

- Existing households for mid-2024 are based on the 2021 Census households, plus estimated residential units constructed between mid-2021 to the beginning of the growth period, assuming a minimum six-month lag between construction and occupancy (see Schedule 3).
- The change in average occupancy levels for existing housing units is calculated in Schedules 3 through 5.^[2] The forecast population change in

^[1] Institutional population largely includes special care facilities such as nursing home or residences for senior citizens. A P.P.U. of 1.100 depicts 1-bedroom and 2-or-more-bedroom units in collective households.

^[2] Change in occupancy levels for existing households occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.



existing households over the 2024 to urban buildout forecast period is forecast to decline by approximately 810.

6. Employment (Appendix A – Schedules 10a, 10b, 10c and 10d)

- The employment projections provided herein are largely based on the activity rate method, which is defined as the number of jobs in the City divided by the number of residents. Key employment sectors include primary, industrial, commercial/population-related, institutional, and work at home, which are considered individually below.
- 2016 employment data ^{[1],[2]} (place of work) for the City of Thorold is outlined in Schedule 10a. The 2016 employment base is comprised of the following sectors:
 - 105 primary (1%);
 - 460 work at home employment (7%);
 - 1,875 industrial (27%);
 - 2,430 commercial/population-related (34%); and
 - 2,205 institutional (31%).
- The 2016 employment by usual place of work, including work at home, is 7,075. An additional 970 employees have been identified for the City of Thorold in 2016 that have no fixed place of work (N.F.P.O.W.).^[3]
- Total employment, including work at home and N.F.P.O.W. for the City of Thorold is anticipated to reach approximately 10,690 in the Niagara Region O.P. Forecast and 14,320 by urban buildout. This represents an employment increase of approximately 3,230 for the shorter-term forecast period and 6,860 for the longer-term forecast period.

^[1] 2016 employment is based on Statistics Canada 2016 Place of Work Employment dataset by Watson & Associates Economists Ltd.

^[2] Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.

^[3] No fixed place of work is defined by Statistics Canada as "persons who do not go from home to the same workplace location at the beginning of each shift. Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."



- Schedule 10b, Appendix A, summarizes the employment forecast, excluding work at home employment and N.F.P.O.W. employment, which is the basis for the D.C. employment forecast. The impact on municipal services from work at home employees has already been included in the population forecast. The need for municipal services related to N.F.P.O.W. employees has largely been included in the employment forecast by usual place of work (i.e., employment and gross floor area generated from N.F.P.O.W. construction employment). Furthermore, since these employees have no fixed work address, they cannot be captured in the non-residential G.F.A. calculation. Accordingly, work at home and N.F.P.O.W. employees have been removed from the D.C.A. employment forecast and calculation.
- Total employment for the City of Thorold (excluding work at home and N.F.P.O.W. employment) is anticipated to reach approximately 12,510 in the Niagara Region O.P. Forecast period and 16,730 by urban buildout. This represents an employment increase of approximately 3,730 for the shorter-term forecast period and 7,950 for the longer-term forecast period.^[1]

7. Non-Residential Sq.ft. Estimates (G.F.A.), Appendix A – Schedule 10b)

- Square footage estimates were calculated in Schedule 10b based on the following employee density assumptions:
 - 1,200 sq.ft. per employee for industrial;
 - 450 sq.ft. per employee for commercial/population-related; and
 - 675 sq.ft. per employee for institutional employment.
- The City-wide incremental G.F.A. is anticipated to increase by 1.9 million sq.ft. over the shorter-term forecast period and 4.3 million sq.ft. over the longer-term forecast period.

^[1] G.F.A. and employment associated within special care institutional dwellings treated as residential, resulting in an institutional employment difference between Schedules 10a and 10b. Total employment growth in Schedule 10b (excluding work at home and N.F.P.O.W. employment) has been downwardly adjusted to account for institutional employment associated with special care facilities. Total employment in Schedule 10b is anticipated to reach approximately 3,890 by the Niagara Region O.P. Forecast and 4,460 by urban buildout.



- In terms of percentage growth, the 2024 to urban buildout incremental G.F.A. forecast by sector is broken down as follows:
 - industrial – 47%;
 - commercial/population-related – 27%; and
 - institutional – 26%.

8. Geographic Location of Non-Residential Development (Appendix A, Schedule 10c and 10d)

- Schedule 10c summarizes the anticipated amount, type and location of non-residential development by servicing area for the City of Thorold by area.
- The amount and percentage of forecast total non-residential growth between 2024 and urban buildout by development location is summarized below.

Table 3-3
City of Thorold
Geographic Location of Non-Residential Development

Development Location	Amount of Non-Residential G.F.A. (sq.ft.), 2024 to Urban Buildout	Percentage of Non-Residential G.F.A., 2024 to Urban Buildout
Urban Total	4,232,500	98%
<i>Rolling Meadows</i>	591,500	14%
<i>Remaining Urban Area</i>	3,641,000	84%
Rural Total	75,800	2%
City of Thorold	4,308,300	100%

Note: Figures may not sum precisely due to rounding



- Schedule 10d summarizes the non-residential development potential for the Brock Business Park. A total of 398,800 square feet of non-residential gross floor area are identified. For the purposes of the City of Thorold 2024 D.C. Background Study, the Brock Business Park growth forecast is adapted from the 2022 Brock Business Park Area-Specific Development Charges Background Study. Please refer to the Area Specific D.C. Study for additional information on the growth forecast.



Chapter 4

The Approach to the Calculation of the Charge



4. The Approach to the Calculation of the Charge

4.1 Introduction

This chapter addresses the requirements of subsection 5 (1) of the D.C.A. with respect to the establishment of the need for service which underpins the D.C. calculation. These requirements are illustrated schematically in Figure 4-1.

4.2 Services Potentially Involved

Table 4-1 lists the full range of municipal services that are provided within the City. A number of these services are not included in the list of eligible services provided in subsection 2 (4) of the D.C.A. as being ineligible for inclusion in D.C.s. These are shown as “ineligible” on Table 4-1. Two ineligible costs defined in subsection 5 (3) of the D.C.A. are “computer equipment” and “rolling stock with an estimated useful life of (less than) seven years.” In addition, local roads are covered separately under subdivision agreements and related means (as are other local services). Services that are potentially eligible for inclusion in the City’s D.C. are indicated with a “Yes.”

4.3 Increase in the Need for Service

The D.C. calculation commences with an estimate of “the increase in the need for service attributable to the anticipated development,” for each service to be covered by the by-law. There must be some form of link or attribution between the anticipated development and the estimated increase in the need for service. While the need could conceivably be expressed generally in terms of units of capacity, subsection 5 (1) 3, which requires that City Council indicate that it intends to ensure that such an increase in need will be met, suggests that a project-specific expression of need would be most appropriate.



Figure 4-1
The Process of Calculating a Development Charge under the Act that Must be Followed

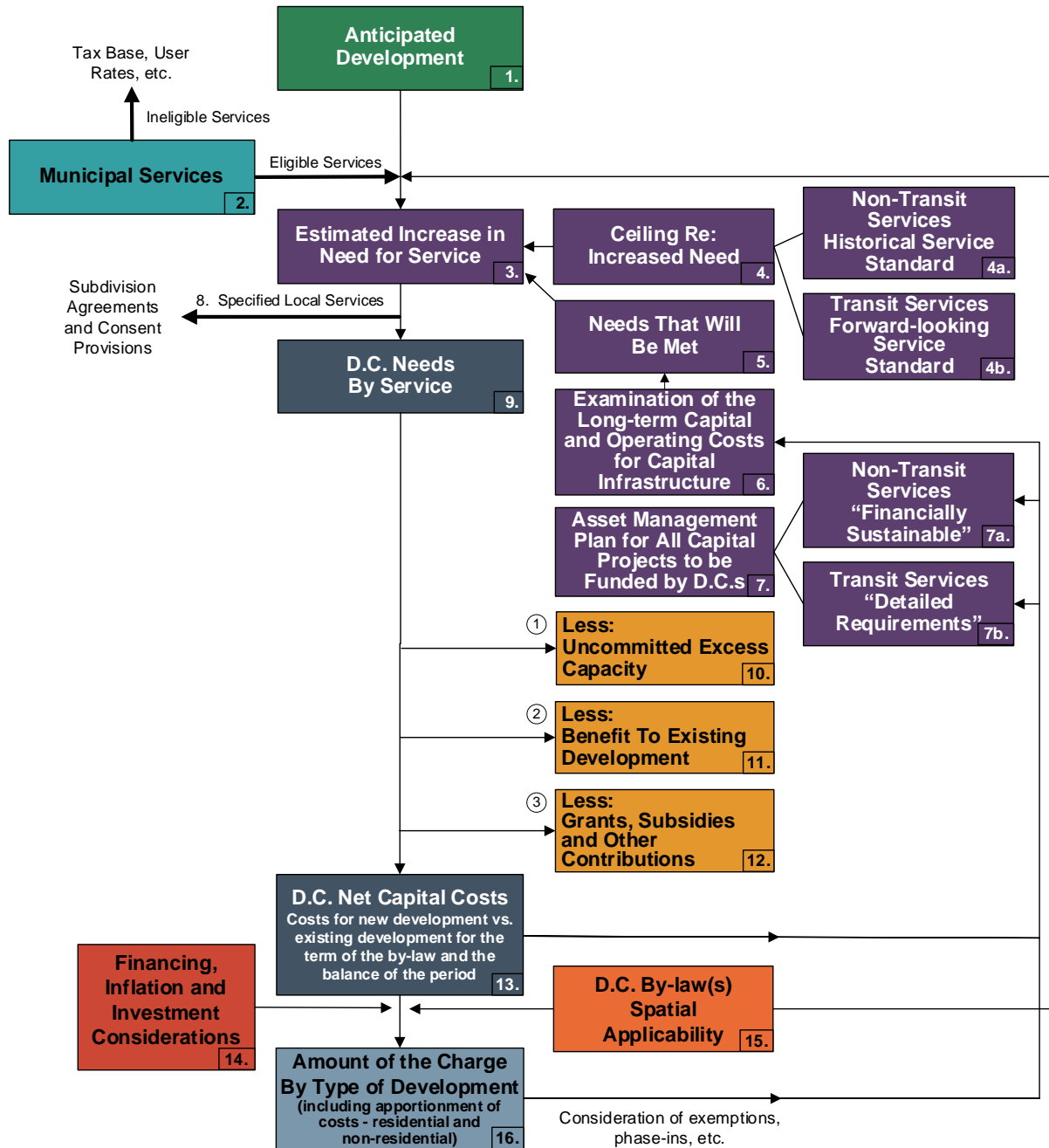




Table 4-1
Categories of Municipal Services to be Addressed as Part of the Calculation

Eligibility for Inclusion in the D.C. Calculation	Description
Yes	Municipality provides the service – service has been included in the D.C. calculation.
No	Municipality provides the service – service has not been included in the D.C. calculation.
n/a	Municipality does not provide the service.
Ineligible	Service is ineligible for inclusion in the D.C. calculation.

Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
1. Services Related to a Highway	Yes	1.1 Arterial roads	100
	Yes	1.2 Collector roads	100
	Yes	1.3 Bridges, culverts and roundabouts	100
	No	1.4 Local municipal roads	0
	Yes	1.5 Traffic signals	100
	Yes	1.6 Sidewalks and streetlights	100
	Yes	1.7 Active transportation	100
2. Other Transportation Services	n/a	2.1 Transit vehicles ^[1] & facilities	100
	n/a	2.2 Other transit infrastructure	100
	Ineligible	2.3 Municipal parking spaces - indoor	0
	Ineligible	2.4 Municipal parking spaces - outdoor	0
	Yes	2.5 Works yards	100
	Yes	2.6 Rolling stock ^[1]	100
	n/a	2.7 Ferries	100
	n/a	2.8 Airport	100
3. Stormwater Drainage and Control Services	No	3.1 Main channels and drainage trunks	100
	No	3.2 Channel connections	100
	No	3.3 Retention/detention ponds	100

^[1] with 7+ year lifetime



Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
4. Fire Protection Services	Yes	4.1 Fire stations	100
	Yes	4.2 Fire pumpers, aerials and rescue vehicles ^[1]	100
	Yes	4.3 Small equipment and gear	100
5. Park Services (i.e., Parks and Open Space)	Ineligible	5.1 Acquisition of land for parks, woodlots and E.S.A.s	0
	Yes	5.2 Development of area municipal parks	100
	Yes	5.3 Development of district parks	100
	Yes	5.4 Development of municipal-wide parks	100
	Yes	5.5 Development of special purpose parks	100
6. Recreation Services	Yes	6.1 Arenas, indoor pools, fitness facilities, community centres, etc. (including land)	100
	Yes	6.2 Recreation vehicles and equipment ^[1]	100
7. Library Services	Yes	7.1 Public library space (incl. furniture and equipment)	100
	n/a	7.2 Library vehicles ^[1]	100
	Yes	7.3 Library materials	100
8. Emergency Preparedness Services	No	8.1 Facility space (incl. furniture and equipment)	100
	No	8.2 Vehicles ^[1]	100
	No	8.3 Equipment	100
9. Electrical Power Services	Ineligible	9.1 Electrical substations	0
	Ineligible	9.2 Electrical distribution system	0
	Ineligible	9.3 Electrical system rolling stock	0

^[1] with 7+ year lifetime



Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
10. Provision of Cultural, Entertainment and Tourism Facilities and Convention Centres	Ineligible	10.1 Cultural space (e.g., art galleries, museums and theatres)	0
	Ineligible	10.2 Tourism facilities and convention centres	0
11. Wastewater Services	n/a	11.1 Treatment plants	100
	Yes	11.2 Sewage trunks	100
	No	11.3 Local systems	0
	Yes	11.4 Vehicles and equipment ^[1]	100
12. Water Supply Services	n/a	12.1 Treatment plants	100
	Yes	12.2 Distribution systems	100
	n/a	12.3 Local systems	0
	Yes	12.4 Vehicles and equipment ^[1]	100
13. Waste Management Services	Ineligible	13.1 Landfill collection, transfer vehicles and equipment	0
	Ineligible	13.2 Landfills and other disposal facilities	0
	n/a	13.3 Waste diversion facilities	100
	n/a	13.4 Waste diversion vehicles and equipment ^[1]	100
14. Policing Services	n/a	14.1 Policing detachments	100
	n/a	14.2 Policing rolling stock ^[1]	100
	n/a	14.3 Small equipment and gear	100
15. Homes for the Aged	n/a	15.1 Homes for the aged space	100
	n/a	15.2 Vehicles ^[1]	100
16. Child Care	n/a	16.1 Child-care space	100
	n/a	16.2 Vehicles ^[1]	100
17. Health	n/a	17.1 Health department space	100
	n/a	17.2 Health department vehicles ^[1]	100
18. Social Housing	n/a	18.1 Social housing space	0
19. Provincial Offences Act Services	n/a	19.1 Provincial Offences Act services space	100
20. Social Services	Ineligible	20.1 Social service space	0

^[1] with 7+ year lifetime



Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
21. Ambulance	n/a n/a	21.1 Ambulance station space 21.2 Vehicles ^[1]	100 100
22. Hospital Provision	Ineligible	22.1 Hospital capital contributions	0
23. Provision of Headquarters for the General Administration of Municipalities and Area Municipal Boards	Ineligible Ineligible Ineligible	23.1 Office space 23.2 Office furniture 23.3 Computer equipment	0 0 0
24. Other Services	Ineligible	24.1 Studies in connection with acquiring buildings, rolling stock, materials and equipment, and improving land and facilities, including the D.C. background study cost	0
	Yes	24.2 Interest on money borrowed to pay for growth-related capital	0-100

^[1] with a 7+ year lifetime

4.4 Local Service Policy

Some of the need for services generated by additional development consists of local services related to a plan of subdivision. As such, they will be required as a condition of subdivision agreements or consent conditions. The City’s detailed Local Service Policy is provided in Appendix E.

4.5 Capital Forecast

Paragraph 7 of subsection 5 (1) of the D.C.A. requires that “the capital costs necessary to provide the increased services must be estimated.” The Act goes on to require two



potential cost reductions and the regulation sets out the way in which such costs are to be presented. These requirements are outlined below.

These estimates involve capital costing of the increased services discussed above. This entails costing actual projects or the provision of service units, depending on how each service has been addressed.

The capital costs include:

- a) costs to acquire land or an interest therein (including a leasehold interest);
- b) costs to improve land;
- c) costs to acquire, lease, construct or improve buildings and structures;
- d) costs to acquire, lease or improve facilities, including rolling stock (with a useful life of 7 or more years), furniture and equipment (other than computer equipment), materials acquired for library circulation, reference, or information purposes; and
- e) interest on money borrowed to pay for the above-referenced costs;

In order for an increase in need for service to be included in the D.C. calculation, City Council must indicate “that it intends to ensure that such an increase in need will be met” (subsection 5 (1) 3). This can be done if the increase in service forms part of a Council-approved Official Plan, capital forecast, or similar expression of the intention of Council (O. Reg. 82/98 section 3). The capital program contained herein reflects the City’s approved and proposed capital budgets and master servicing/needs studies.

4.6 Treatment of Credits

Section 8, paragraph 5, of O. Reg. 82/98 indicates that a D.C. background study must set out “the estimated value of credits that are being carried forward relating to the service.” Section 17, paragraph 4, of the same regulation indicates that “the value of the credit cannot be recovered from future D.C.s,” if the credit pertains to an ineligible service. This implies that a credit for eligible services can be recovered from future D.C.s. As a result, this provision should be made in the calculation, in order to avoid a funding shortfall with respect to future service needs.



4.7 Classes of Services

Section 7 of the D.C.A. states that a D.C. by-law may provide for any D.C. eligible service or the capital costs with respect to those services. Furthermore, a class may be composed of any number or combination of services and may include parts or portions of each D.C. eligible service.

These provisions allow for services to be grouped together to create a class for the purposes of the D.C. by-law and D.C. reserve funds.

4.8 Existing Reserve Funds

Section 35 of the D.C.A. states that:

“The money in a reserve fund established for a service may be spent only for capital costs determined under paragraphs 2 to 7 of subsection 5 (1).”

There is no explicit requirement under the D.C.A. calculation method set out in subsection 5 (1) to net the outstanding reserve fund balance as part of making the D.C. calculation; however, section 35 does restrict the way in which the funds are used in the future.

For services that are subject to a per capita based, service level “cap,” the reserve fund balance should be applied against the development-related costs for which the charge was imposed once the project is constructed (i.e., the needs of recent growth). This cost component is distinct from the development-related costs for the future forecast periods, which underlie the D.C. calculation herein.

The alternative would involve the City spending all reserve fund monies prior to renewing each by-law, which would not be a sound basis for capital budgeting. Thus, the City will use these reserve funds for the City’s cost share of applicable development-related projects, which are required but have not yet been undertaken, as a way of directing the funds to the benefit of the development that contributed them (rather than to future development, which will generate the need for additional facilities directly proportionate to future growth).

The City’s D.C. Reserve Fund balances by service as of December 31, 2023, are shown below:



Table 4-2
Summary of Development Charges Reserve Fund Balances
As of December 31, 2023

Service	Balance as of December 31, 2023
Services Related to a Highway	\$19,500,034
Fire Protection Services	\$3,963,708
Parks and Recreation Services	\$7,117,364
Library Services	\$2,027,155
Growth Studies	\$724,024
Parking Services	\$214,709
Wastewater Services	\$3,264,538
Water Services	\$3,560,116
Total	\$40,371,648

Note: Amounts in brackets are deficit balances.

4.9 Deductions

The D.C.A. potentially requires that four deductions be made to the increase in the need for service. These relate to:

- The level of service ceiling;
- Uncommitted excess capacity;
- Benefit to existing development; and
- Anticipated grants, subsidies, and other contributions.

The requirements behind each of these reductions are addressed below.

4.9.1 Reduction Required by Level of Service Ceiling

This is designed to ensure that the increase in need included in section 4.3 does “not include an increase that would result in the level of service [for the additional development increment] exceeding the average level of the service provided in the municipality over the 15-year period immediately preceding the preparation of the background study” (D.C.A., subsection 5 (1) 4). O. Reg. 82/98 (section 4) goes further



to indicate that “both the quantity and quality of a service shall be taken into account in determining the level of service and the average level of service.”

In many cases, this can be done by establishing a quantity measure in terms of units as floor area, land area, or road length per capita and a quality measure, in terms of the average cost of providing such units based on replacement costs, engineering standards, or recognized performance measurement systems, depending on circumstances. When the quantity and quality factors are multiplied together, they produce a measure of the level of service which meets the requirements of the Act, i.e., cost per unit.

With respect to transit services, the changes to the Act introduced in 2015 have provided for an alternative method for calculating the service standard ceiling. Transit services must now utilize a forward-looking service standard analysis, described later in this section.

The average service level calculation sheets for each service component in the D.C. calculation are set out in Appendix B.

4.9.2 Reduction for Uncommitted Excess Capacity

Paragraph 5 of subsection 5 (1) requires a deduction from the increase in the need for service attributable to the anticipated development that can be met using the City’s “excess capacity,” other than excess capacity which is “committed.”

“Excess capacity” is undefined, but in this case must be able to meet some or all of the increase in need for service, in order to potentially represent a deduction. The deduction of uncommitted excess capacity from the future increase in the need for service would normally occur as part of the conceptual planning and feasibility work associated with justifying and sizing new facilities, e.g., if a road widening to accommodate increased traffic is not required because sufficient excess capacity is already available, then widening would not be included as an increase in need, in the first instance.

4.9.3 Reduction for Benefit to Existing Development

Section 5 (1) 6 of the D.C.A. provides that, “The increase in the need for service must be reduced by the extent to which an increase in service to meet the increased need



would benefit existing development.” The general guidelines used to consider benefit to existing development included:

- The repair or unexpanded replacement of existing assets that are in need of repair;
- An increase in average service level of quantity or quality (compare water as an example);
- The elimination of a chronic servicing problem not created by growth; and
- Providing services where none previously existed (generally considered for water or wastewater services).

This step involves a further reduction in the need, by the extent to which such an increase in service would benefit existing development. The level of service cap in section 4.9.1 is related but is not the identical requirement. Sanitary, storm, and water trunks are highly localized to growth areas and can be more readily allocated in this regard than other services such as services related to a highway, which do not have a fixed service area.

Where existing development has an adequate service level which will not be tangibly increased by an increase in service, no benefit would appear to be involved. For example, where expanding existing library facilities simply replicates what existing residents are receiving, they receive very limited (or no) benefit as a result. Alternatively, where a clear existing service problem is to be remedied, a deduction should be made accordingly.

In the case of services such as recreation facilities, community parks, libraries, etc., the service is typically provided on a City-wide system basis. For example, facilities of the same type may provide different services (i.e., leisure pool vs. competitive pool), different programs (i.e., hockey vs. figure skating), and different time availability for the same service (i.e., leisure skating available on Wednesdays in one arena and Thursdays in another). As a result, residents will travel to different facilities to access the services they want at the times they wish to use them, and facility location generally does not correlate directly with residence location. Even where it does, displacing users from an existing facility to a new facility frees up capacity for use by others and generally results in only a very limited benefit to existing development. Furthermore, where an increase in demand is not met for a number of years, a negative service impact to existing development is involved for a portion of the planning period.



4.9.4 Reduction for Anticipated Grants, Subsidies and Other Contributions

This step involves reducing the capital costs necessary to provide the increased services by capital grants, subsidies, and other contributions (including direct developer contributions required due to the local service policy) made or anticipated by Council and in accordance with various rules such as the attribution between the share related to new vs. existing development. That is, some grants and contributions may not specifically be applicable to growth or where Council targets fundraising as a measure to offset impacts on taxes (O. Reg. 82/98, section 6).

4.10 Municipal-wide vs. Area Rating

This step involves determining whether all of the subject costs are to be recovered on a uniform municipal-wide basis or whether some or all are to be recovered on an area-specific basis. Under the amended D.C.A., it is now mandatory to “consider” area rating of services (providing charges for specific areas and services); however, it is not mandatory to implement area rating. Further discussion is provided in subsection 7.4.4 of this report.

4.11 Allocation of Development

This step involves relating the costs involved to anticipated development for each period under consideration and using allocations between residential and non-residential development and between one type of development and another, to arrive at a schedule of charges.

4.12 Asset Management

The legislation now requires that a D.C. background study must include an asset management plan (A.M.P.) (subsection 10 (2) c. 2). The A.M.P. must deal with all assets that are proposed to be funded, in whole or in part, by D.C.s. The current regulations provide very extensive and specific requirements for the A.M.P. related to transit services (as noted in the subsequent subsection); however, they are silent with respect to how the A.M.P. is to be provided for all other services. As part of any A.M.P., the examination should be consistent with the municipality’s existing assumptions,



approaches, and policies on the asset management planning. This examination has been included in Appendix F.

4.13 Transit

The D.C.A. provides for the following matters for transit:

- The background study requires the following in regard to transit costs (as per subsection 8 (2) of the Regulations):
 - The calculations used to prepare the estimate for the planned level of service for the transit services, as mentioned in subsection 5.2 (3) of the Act.
 - i. An identification of the portion of the total estimated capital cost relating to the transit services that would benefit,
 - ii. the anticipated development over the 10-year period immediately following the preparation of the background study, or
 - iii. the anticipated development after the 10-year period immediately following the preparation of the background study.
 - An identification of the anticipated excess capacity that would exist at the end of the 10-year period immediately following the preparation of the background study.
 - An assessment of ridership forecasts for all modes of transit services proposed to be funded by the development charge over the 10-year period immediately following the preparation of the background study, categorized by development types, and whether the forecast ridership will be from existing or planned development.
 - An assessment of the ridership capacity for all modes of transit services proposed to be funded by the development charge over the 10-year period immediately following the preparation of the background study.
- A forward-looking service standard (as per subsection 6.1 (2) of the Regulations):
 - The service is a discrete service.
 - No portion of the service that is intended to benefit anticipated development after the 10-year period immediately following the preparation of the background study may be included in the estimate.



- No portion of the service that is anticipated to exist as excess capacity at the end of the 10-year period immediately following the preparation of the background study may be included in the estimate.
- A detailed asset management strategy and reporting requirements (subsection 6.1 (3) of the Regulations) that includes lifecycle costs, action plans that will enable the assets to be sustainable, summary of how to achieve the proposed level of service, discussion on procurement measures and risk.

Transit services are the Region of Niagara's responsibility, therefore the above calculations and reporting requirements are not required for this study.

4.14 Mandatory Phase-in of a D.C.

As described in Chapter 1, all D.C. by-laws passed after January 1, 2022, the charge must be phased-in relative to the maximum charge that could be imposed under the by-law. The phase-in for the first 5-years that the by-law is in force, are as follows:

- Year 1 – 80% of the maximum charge;
- Year 2 – 85% of the maximum charge;
- Year 3 – 90% of the maximum charge;
- Year 4 – 95% of the maximum charge; and
- Year 5 to expiry – 100% of the maximum charge.

As noted in section 1.4, as of the time of writing, the Province has announced (on December 13, 2023) potential changes to the phased-in requirements. The details of these changes are anticipated to be forthcoming in 2024 and Watson will keep the City informed of any required revisions to the D.C. by-law.



Chapter 5

D.C.-Eligible Cost Analysis by Service



5. D.C.-Eligible Cost Analysis by Service

5.1 Introduction

This chapter outlines the basis for calculating eligible costs for the D.C.s to be applied on a uniform basis. In each case, the required calculation process set out in subsection 5 (1) paragraphs 2 to 7 in the D.C.A. and described in Chapter 4, was followed in determining D.C. eligible costs.

The service component is evaluated on two format sheets:

- The service standards that provide the average historical 15-year level of service calculation (see Appendix B), which “caps” the D.C. amounts (note that this is not required for water and wastewater); and
- The infrastructure cost calculation, which determines the potential D.C. recoverable cost.

The nature of the capital projects and timing identified in the chapter reflects Council’s current intention. Over time, however, City projects and Council priorities change; accordingly, Council’s intentions may alter, and different capital projects (and timing) may be necessary to meet the need for services required by new growth.

5.2 Service Levels and Capital Costs for Thorold’s D.C. Calculation over the Niagara Region O.P. Forecast

This section evaluates the development-related capital requirements for services related to fire protection services, parks and recreation, and library services over the planning period from 2024 to the Niagara Region O.P. target forecast for Thorold.

5.2.1 Fire Protection Services

The Thorold Fire Department currently operates out of 33,081 sq.ft. of facility space, providing for a per capita average level of service of 1.65 sq.ft. per capita or \$1,383 per capita. This level of service provides the City with a maximum D.C.-eligible amount for recovery over the forecast period of \$12.95 million.



The fire department has a current inventory of 18 vehicles. The total D.C.-eligible amount calculated for fire vehicles over the forecast period is \$7.36 million, based on a standard of \$786 per capita.

In addition to vehicles, the City provides 445 items of equipment and gear for the use in fire services. This results in a calculated average level of service for the historical 15-year period of \$185 per capita, providing for a D.C.-eligible amount over the forecast period of \$1.73 million for small equipment and gear.

Based on the above, the maximum D.C.-eligible amount for fire protection services is approximately \$22.04 million.

To service new development, the City has identified future capital needs totalling \$23.2 million, which includes the need for a new headquarters, a new brush vehicle and trailer, an upgrade to the communication systems, as well as provisions for a new fire station space, fire vehicles, bunker gear, and a training facility. Deductions in the amounts of \$8.85 million and \$3.96 million have been made to recognize the benefits to the existing development, as well as the positive balance in the City's fire D.C. reserve funds, respectively. In total, the net D.C. recoverable amount included in the D.C. calculation is approximately \$10.39 million.

These costs are shared between residential and non-residential based on the population to employment ratio over the forecast period, resulting in 77% being allocated to residential development and 23% being allocated to non-residential development.



Table 5-1
Infrastructure Cost Included in the Development Charges Calculation
Fire Protection Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2024 to Niagara Region O.P. Target	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 77%	Non- Residential Share 23%
1	New Headquarters (17,095 sq. ft.)	2024	11,921,000	-	-	11,921,000	5,578,700		6,342,300	4,883,571	1,458,729
2	Altrain-Brush Vehicle & Trailer	2025	60,000	-		60,000	-		60,000	46,200	13,800
3	Upgrade Communication System to Digital	2024-2035	750,000	-		750,000	568,600		181,400	139,678	41,722
4	New Station / Expansion - Provision	2027	5,000,000	-		5,000,000	2,700,000		2,300,000	1,771,000	529,000
5	Provision for Fire Vehicles	2025-2035	1,572,000	-		1,572,000	-		1,572,000	1,210,440	361,560
6	Provision for Fire Equipment	2025-2035	190,000	-		190,000	-		190,000	146,300	43,700
7	Provision for Bunker Gear	2025-2035	260,000	-		260,000	-		260,000	200,200	59,800
8	Training Facility Provision	2030	3,450,000	-		3,450,000	-		3,450,000	2,656,500	793,500
				-		-	-		-	-	-
9	Reserve Fund Adjustment	Reserve	-	-		-	3,963,708		(3,963,708)	(3,052,055)	(911,653)
	Total		23,203,000	-	-	23,203,000	12,811,008	-	10,391,992	8,001,834	2,390,158



5.2.2 Parks and Recreation Services

The City currently provides a variety of parks and recreation-related assets to service the community. A summary of the City's inventory is provided below:

- 85.20 hectares parkland (consisting of various sized City parks, community parks, neighbourhood parks, parkettes, open space, etc.);
- 61 amenities that include items such as soccer fields, baseball diamonds, basketball courts, pavilions, water play, washrooms, etc.;
- 18 trails and paths totalling 62.7 kilometres;
- 46 parks and recreation vehicles and equipment (consisting of mowers, trailers, ice resurfacers, pick-up trucks, etc.); and
- Approximately 122,000 sq.ft. of recreation facility space, which includes arenas, seniors centre, community centres, parks buildings, and Thorold's share of the Canada Games Park.

In total, the City's parks and recreation service has provided a 15-year (2009 to 2023) historical level of service that equates to an investment of \$6,352 per capita. This level of investment provides the City with a D.C.-eligible amount of \$59.48 million towards future parks and recreation capital.

Based on the projected growth over the 2024 to the Niagara Region O.P. target forecast period, the City has identified \$30.97 million in future growth capital costs for parks and recreation. The projects include additional recreation facilities, a provision for future parkland development, trails, and amenities, additional vehicles and equipment, new community and neighbourhood parks, a splash pad, parks buildings, and other miscellaneous capital items. With respect to deductions, the following adjustments have been made:

- Benefit to existing development: \$1.41 million.
- Reserve fund surplus balance: \$7.12 million.

Therefore, the net growth-related capital cost of \$22.71 million is being included in the D.C. calculations.



As the predominant users of parks and recreation tend to be residents of the City, the forecast growth-related costs have been allocated 95% to residential and 5% to non-residential.



Table 5-2
Infrastructure Cost Included in the Development Charges Calculation
Parks and Recreation Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2024 to Niagara Region O.P. Target	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 95%	Non-Residential Share 5%
1	Provision for Additional Parks and Recreation Facilities	2024-2027	10,000,000	-		10,000,000	-		10,000,000	9,500,000	500,000
2	Provision for Future Parkland/Trails/Amenities Development	2026-2040	10,000,000			10,000,000	-		10,000,000	9,500,000	500,000
3	New Synthetic Turf Field	2025-2027	3,000,000	-		3,000,000	750,000		2,250,000	2,137,500	112,500
4	New Splash Pad	2025-2027	365,000	-		365,000	91,300		273,700	260,015	13,685
5	New Community Park - Port. Robinson W.	2024-2025	2,340,000	-		2,340,000	-		2,340,000	2,223,000	117,000
6	New Neighbourhood Park - Artisan Ridge	2025-2026	1,000,000	-		1,000,000	-		1,000,000	950,000	50,000
7	Parks Building/Washrooms at Ferry Terminal	2025-2027	250,000	-		250,000	125,000		125,000	118,750	6,250
8	New Adult Fitness Equipment	2025-2028	100,000	-		100,000	50,000		50,000	47,500	2,500
9	New Downtown Skate/Bike Park	2026-2028	250,000	-		250,000	125,000		125,000	118,750	6,250
10	New Neighbourhood Park - Pt. Robinson W.	2027-2028	750,000	-		750,000	-		750,000	712,500	37,500
11	New Leash Free Dog Park	2024-2026	420,000	-		420,000	-		420,000	399,000	21,000
12	Mower	2025-2030	75,000	-		75,000	-		75,000	71,250	3,750
13	Mower	2025-2030	75,000	-		75,000	-		75,000	71,250	3,750
14	3/4 Tonne Pick up (x 2)	2026-2033	190,000	-		190,000	-		190,000	180,500	9,500
15	Pick up Truck (x 2)	2026-2033	150,000	-		150,000	-		150,000	142,500	7,500
16	Provision for Additional Parks and Recreation Vehicles and Equipment	2024-2027	2,000,000	-		2,000,000	-		2,000,000	1,900,000	100,000
17	Reserve Fund Balance						7,117,364		(7,117,364)	(6,761,495)	(355,868)
	Total		30,965,000	-	-	30,965,000	8,258,664	-	22,706,336	21,571,020	1,135,317



5.2.3 Library Services

The City currently operates its library services from a combined 11,500 sq.ft. of facility space. Over the past 15 years, the average level of service was 0.58 sq.ft. of space per capita or an investment of \$351 per capita. Based on this service standard, the City would be eligible to collect a total of \$3.29 million from D.C.s for library facilities.

The City has a current inventory of library collection materials with approximately 45,000 physical items and thousands of e-books and e-resources available to the public. Over the past 15 years, the average level of service is approximately 4.39 collection items per capita or an investment of \$230 per capita. Based on this service standard, the City would be eligible to collect \$2.15 million from D.C.s for library collection items.

Therefore, the total D.C.-eligible amount for library services is \$5.44 million.

With respect to capital needs to accommodate growth over the forecast period, the City has identified an expansion to the Thorold Library, as well as vending machines, additional collection materials, and a need for future additional library space. The costs of these items total \$14.75 million. The following deductions have been made to the capital program:

- \$5.08 million to account for the benefit to existing development.
- \$2.22 million to recognize the portion of the capital works that will benefit development beyond the forecast period.
- \$2.03 million to recognize the positive balance in the City's library D.C. reserve funds.

Therefore, the net growth-related capital cost included for recovery is \$5.41 million.

While library usage is predominately residential based, there is some use of the facilities by non-residential users, for the purpose of research. To acknowledge this use, the growth-related capital costs have been allocated 95% residential and 5% non-residential.



Table 5-3
Infrastructure Cost Included in the Development Charges Calculation
Library Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share	Non-Residential Share
	2024 to Niagara Region O.P. Target									95%	5%
1	Provision for Library Space	2035-2045	1,100,000	1,100,000		-	-		-	-	-
2	Provision for Materials	2035-2045	558,000	558,000		-	-		-	-	-
3	Vending Machines	2029-2029	257,000	257,000		-	-		-	-	-
4	Thorold Public Library Renovation and Expansion	2026	12,830,000	309,800		12,520,200	5,083,800		7,436,400	7,064,580	371,820
5	Reserve Fund Balance	Reserve	-	-		-	2,027,155		(2,027,155)	(1,925,797)	(101,358)
	Total		14,745,000	2,224,800	-	12,520,200	7,110,955	-	5,409,245	5,138,783	270,462



5.3 Service Levels and Buildout Capital Costs for Thorold's D.C. Calculation

This section evaluates the development-related capital requirements over a City-wide buildout planning period.

5.3.1 Services Related to a Highway – Roads and Related

The City owns and maintains:

- 114.7 km of paved High Class Bituminous roads;
- 17.3 km of paved Low Class Bituminous roads;
- 3 intersection signals;
- 2 signalized crosswalks; and
- 157 streetlights.

This provides an average level of investment of \$35,842 per capita, resulting in a D.C.-eligible recovery amount of \$787.4 million over the buildout forecast period.

With respect to future needs, the City has identified a capital program totalling \$100.7 million. These projects include numerous road urbanizations, upgrades, sidewalks and multi-use paths, active transportation, crosswalks, traffic signals and streetlights. A deduction of \$9.35 million has been made to recognize the portion of the works that would benefit the existing community. Furthermore, \$15.6 million has also been deducted to account for the City's existing reserve fund balance. Therefore, the total growth-related cost to be included in the D.C. is \$75.7 million.

The residential/non-residential capital cost allocation for service related to a highway – roads and related is based on the ratio of the anticipated population and employment growth over the buildout forecast period. This results in 79% being allocated to residential development and 21% to non-residential development.



**Table 5-4
Infrastructure Cost Included in the Development Charges Calculation
Services Related to a Highway – Roads and Related**

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2024 to City-Wide Buildout	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 79%	Non-Residential Share 21%
	Roads and Sidewalks										
1	Decew Road Urbanization (Beaverdams to Richmond)	2024-2030	3,720,000	-	-	3,720,000	372,000		3,348,000	2,644,920	703,080
2	Port Robinson Urbanization (Tracks to Egerter)	2025-2030	2,920,000	-		2,920,000	-		2,920,000	2,306,800	613,200
3	Port Robinson Urbanization (406 to Cataract)	2030-2035	8,400,000	-	-	8,400,000	-		8,400,000	6,636,000	1,764,000
4	Merritt Road Urbanization (Niagara to Cataract)	2030-2035	3,360,000	-		3,360,000	-		3,360,000	2,654,400	705,600
5	Egerter Road Urbanization (Port Robinson to Towpath)	2025-2030	3,280,000	-		3,280,000	-		3,280,000	2,591,200	688,800
6	Cataract Road Urbanization (Port Robinson to Merritt)	2030-2035	4,000,000	-		4,000,000	-		4,000,000	3,160,000	840,000
7	Rail to Trail Multi-Use Path	2025-2030	4,000,000	-		4,000,000	3,000,000		1,000,000	790,000	210,000
8	Uppers Lane (from Hwy #58 to Townline Rd) - for Secondary Plan Area	2030-2035	5,800,000	-		5,800,000	-		5,800,000	4,582,000	1,218,000
9	Barker Parkway Roadworks - from Uppers Lane to Highway #20	2026-2028	2,790,000	-		2,790,000	-		2,790,000	2,204,100	585,900
10	Intersection Improvements at Barker Parkway and Highway #20 - Roundabout	2026-2028	2,860,000	-		2,860,000	-		2,860,000	2,259,400	600,600
11	Signalization of Barker Parkway and Highway #58	2030-2035	1,430,000	-		1,430,000	-		1,430,000	1,129,700	300,300
12	Merritt Road Extension (Kottmeier to Egerter)	2025-2030	3,400,000	-		3,400,000	-		3,400,000	2,686,000	714,000
13	River/Camby Urbanization (Allanport to Biggar)	2030-2035	9,200,000	-		9,200,000	2,760,000		6,440,000	5,087,600	1,352,400
14	Turner Road Extension (Allanport to Canal)	2040-2045	3,720,000	-		3,720,000	-		3,720,000	2,938,800	781,200
15	Barron Road Urbanization (Allanport to Centre)	2030-2035	3,320,000	-		3,320,000	996,000		2,324,000	1,835,960	488,040
16	Centre Street Urbanization (Barron to HWY 20)	2030-2035	2,560,000	-		2,560,000	768,000		1,792,000	1,415,680	376,320
17	Allanport Road Extension (Camby to Biggar)	2050-2055	4,800,000	-		4,800,000	-		4,800,000	3,792,000	1,008,000
18	Sidewalk Beaverdams (Pine to Decew)	2035-2040	720,000	-		720,000	-		720,000	568,800	151,200
19	Sidewalk Merritt (Kottmeier to Merrittville HWY)	2030-2035	760,000	-		760,000	-		760,000	600,400	159,600
20	Sidewalk thorold Townline (HWY #20 to Uppers)	2035-2040	440,000	-		440,000	-		440,000	347,600	92,400
21	Provision for New / Upgrades of Roads	2025-2050	20,000,000	-		20,000,000	-		20,000,000	15,800,000	4,200,000



Table 5-4
Infrastructure Cost Included in the Development Charges Calculation
Services Related to a Highway – Roads and Related - continued

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2024 to City-Wide Buildout	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 79%	Non-Residential Share 21%
22	Provision for Active Transportation	2025-2050	1,500,000	-		1,500,000	-		1,500,000	1,185,000	315,000
23	Provision for New Sidewalks	2025-2050	1,000,000	-		1,000,000	-		1,000,000	790,000	210,000
	Signals										
24	Pine and Sullivan	2027-2032	500,000	-		500,000	450,000		50,000	39,500	10,500
25	Hansler and Port Robinson	2035-2040	500,000	-		500,000	-		500,000	395,000	105,000
26	Cataract and Port Robinson	2035-2040	500,000	-		500,000	-		500,000	395,000	105,000
27	Merritt and Eastman	2030-2035	500,000	-		500,000	-		500,000	395,000	105,000
28	Camby and Allanport	2040-2045	500,000	-		500,000	425,000		75,000	59,250	15,750
29	Baron and Allanport	2035-2040	500,000	-		500,000	50,000		450,000	355,500	94,500
30	Centre and HWY #20	2035-2040	1,000,000	-		1,000,000	100,000		900,000	711,000	189,000
31	Barker and Uppers	2035-2040	500,000	-		500,000	-		500,000	395,000	105,000
32	Ormond and Townline	2025-2030	500,000	-		500,000	425,000		75,000	59,250	15,750
33	Provision for Signalized Crosswalks	2025-2030	180,000	-		180,000	-		180,000	142,200	37,800
34	Provision for Traffic Signals and Streetlights	2025-2050	1,500,000	-		1,500,000	-		1,500,000	1,185,000	315,000
35	Reserve Fund Balance	Reserve	-	-		-	15,600,027		(15,600,027)	(12,324,021)	(3,276,006)
	Total		100,660,000	-	-	100,660,000	24,946,027	-	75,713,973	59,814,039	15,899,934



5.3.2 Public Works (Facilities and Fleet)

The City's Public Works department operates out of three facilities totalling 22,520 sq.ft. of building area, providing an average level of service of \$667 per capita. This level of service provides the City with a maximum D.C.-eligible amount for recovery over the buildout forecast period of \$14.66 million.

The Public Works Department currently maintains an inventory of 49 vehicles and major equipment totalling \$8.02 million. This inventory provides for an average level of service of \$284 per capita. Over the forecast period, the D.C.-eligible amount for vehicles and equipment is \$6.24 million.

Based on the anticipated growth in the City over the forecast period, approximately \$31.53 million in facility space, vehicles, and equipment have been identified. These include an expansion of the public works building, additional sand/salt dome, pick-up trucks, sidewalk plows, mowers, etc. A deduction of approximately \$7.97 million has been made for the share of the projects that benefit existing development. Furthermore, a deduction of \$3.9 million was also made to recognize the positive balance in the City's public works D.C. reserve funds. Therefore, the net growth-related D.C. recoverable amount of \$19.66 million has been included in the calculations.

The residential/non-residential capital cost allocation for service related to a highway – roads and related is based on the ratio of the anticipated population and employment growth over the buildout forecast period. This results in 79% being allocated to residential development and 21% to non-residential development.



Table 5-5
Infrastructure Cost Included in the Development Charges Calculation
Public Works (Facilities and Fleet)

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2024 to City-Wide Buildout	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 79%	Non-Residential Share 21%
1	Expansion/Renovation of Public Works Building	2025	12,600,000	-		12,600,000	7,969,300		4,630,700	3,658,253	972,447
2	Additonal sand/salt dome	2025	600,000	-		600,000	-		600,000	474,000	126,000
3	Provision for Additional Public Works Facilities	2035-2050	10,300,000	-		10,300,000	-		10,300,000	8,137,000	2,163,000
4	Pickup (PW) x 2	2025	150,000	-		150,000	-		150,000	118,500	31,500
5	INTL Dump(S&P)	2025	350,000	-		350,000	-		350,000	276,500	73,500
6	Street Sweeper	2025	600,000	-		600,000	-		600,000	474,000	126,000
7	Sidewalk Plow	2025	55,000	-		55,000	-		55,000	43,450	11,550
8	Sidewalk Plow	2025	55,000	-		55,000	-		55,000	43,450	11,550
9	Pickup (PW) x 2	2026	150,000	-		150,000	-		150,000	118,500	31,500
10	Half Tonne Cargo Van x 2	2025	150,000	-		150,000	-		150,000	118,500	31,500
11	3/4 Tonne Pick Up	2025	95,000	-		95,000	-		95,000	75,050	19,950
12	Mid-Size SUV x 2	2026	120,000	-		120,000	-		120,000	94,800	25,200
13	Provision for Additional Public Works Vehicles and Equipment	2035-2050	6,300,000	-		6,300,000	-		6,300,000	4,977,000	1,323,000
14	Reserve Fund Adjustment	Reserve	-	-		-	3,900,007		(3,900,007)	(3,081,005)	(819,001)
	Total		31,525,000	-	-	31,525,000	11,869,307	-	19,655,693	15,527,998	4,127,696



5.4 Service Levels and Urban Buildout Capital Costs for Thorold's D.C. Calculation

This section evaluates the development-related capital requirements for water and wastewater over an urban buildout planning period.

5.4.1 Water Services

Based on the anticipated growth forecast, a number of projects have been identified to service developments throughout the City. These projects include new watermains and looping initiatives. The total gross capital cost for capital projects is approximately \$25.35 million. After the deduction for the City's reserve fund balance of \$3.56 million, the net growth capital cost of approximately \$21.78 million has been included in the D.C.

These costs are shared between residential and non-residential based on the population to employment ratio over the urban buildout forecast period, resulting in 79% being residential development and 21% being allocated to non-residential development.



Table 5-6
Infrastructure Cost Included in the Development Charges Calculation
Water Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 79%	Non-Residential Share 21%
	2024 to Urban Buildout										
1	Watermain Looping - Highway #20 from Barker Parkway to Highway #58	2024	6,000,000	-		6,000,000	-		6,000,000	4,740,000	1,260,000
2	Hansler (Port Robinson to Secord)	2030-2035	1,400,000	-		1,400,000	-		1,400,000	1,106,000	294,000
3	Merrit (HWY #406 to Cataract)	2030-2035	2,900,000	-		2,900,000	-		2,900,000	2,291,000	609,000
4	Cataract (Port Robinson to Merrit)	2035-2040	1,000,000	-		1,000,000	-		1,000,000	790,000	210,000
5	Merrittville HWY (Port Robinson to Merrit)	2035-2040	1,000,000	-		1,000,000	-		1,000,000	790,000	210,000
6	Bridge (Canal to Rail)	2035-2040	750,000	-		750,000	-		750,000	592,500	157,500
7	Egerter (Port Robinson to Towpath)	2030-2035	800,000	-		800,000	-		800,000	632,000	168,000
8	Merrit (Egerter to Kottmeier)	2030-2035	850,000	-		850,000	-		850,000	671,500	178,500
9	Port Robinson (Kottmeier to Cataract)	2035-2040	4,800,000	-		4,800,000	-		4,800,000	3,792,000	1,008,000
10	Allanport (Hurricane to HWY #20)	2040-2045	3,400,000	-		3,400,000	-		3,400,000	2,686,000	714,000
11	Baron (Gainer to Allanport)	2045-2050	450,000	-		450,000	-		450,000	355,500	94,500
12	Turner (Canal to Allanport)	2045-2050	1,000,000	-		1,000,000	-		1,000,000	790,000	210,000
13	Provision for New Main and Upgrades	2024-2051	1,000,000	-		1,000,000	-		1,000,000	790,000	210,000
14	Reserve Fund Balance	Reserve	-	-		-	3,560,116		(3,560,116)	(2,812,492)	(747,624)
	Total		25,350,000	-	-	25,350,000	3,560,116	-	21,789,884	17,214,008	4,575,876



5.4.2 Wastewater Services

Based on the anticipated growth forecast, the City has identified a number of growth-related wastewater projects to service future developments. These projects include new wastewater mains, an infiltration and inflow reduction program to increase capacity, and a provision for future sewer upgrades and upsizing. The total gross capital cost for capital projects is approximately \$24.1 million. After the deduction for the City's reserve fund balance of \$3.26 million, the net growth capital cost of approximately \$19.34 million has been included in the D.C.

These costs are shared between residential and non-residential based on the population to employment ratio over the urban buildout forecast period, resulting in 79% being residential development and 21% being allocated to non-residential development.



Table 5-7
Infrastructure Cost Included in the Development Charges Calculation
Wastewater Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2024 to Urban Buildout	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New	Total	Residential Share 79%	Non-Residential Share 21%
1	I&I Reduction	2024-2034	3,000,000	-		3,000,000	1,500,000		1,500,000	1,185,000	315,000
2	Hansler (Port Robinson to Secord)	2030-2035	1,680,000	-		1,680,000	-		1,680,000	1,327,200	352,800
3	Merrit (HWY #406 to Cataract)	2030-2035	3,480,000	-		3,480,000	-		3,480,000	2,749,200	730,800
4	Cataract (Port Robinson to Merrit)	2035-2040	1,200,000	-		1,200,000	-		1,200,000	948,000	252,000
5	Merrittville HWY (Port Robinson to Merrit)	2035-2040	1,200,000	-		1,200,000	-		1,200,000	948,000	252,000
6	Bridge (Canal to Rail)	2035-2040	900,000	-		900,000	-		900,000	711,000	189,000
7	Egerter (Port Robinson to Towpath)	2030-2035	960,000	-		960,000	-		960,000	758,400	201,600
8	Merrit (Egerter to Kottmeier)	2030-2035	1,020,000	-		1,020,000	-		1,020,000	805,800	214,200
9	Port Robinson (Kottmeier to Cataract)	2035-2040	3,840,000	-		3,840,000	-		3,840,000	3,033,600	806,400
10	Allanport (Hurricane to HWY #20)	2040-2045	4,080,000	-		4,080,000	-		4,080,000	3,223,200	856,800
11	Baron (Gainer to Allanport)	2045-2050	540,000	-		540,000	-		540,000	426,600	113,400
12	Turner (Canal to Allanport)	2045-2050	1,200,000	-		1,200,000	-		1,200,000	948,000	252,000
13	Provision for potential upgrades/upsizing	2024-2051	1,000,000			1,000,000			1,000,000	790,000	210,000
									-	-	-
14	Reserve Fund Balance	Reserve					3,264,538		(3,264,538)	(2,578,985)	(685,553)
									-	-	-
	Total		24,100,000	-	-	24,100,000	4,764,538	-	19,335,462	15,275,015	4,060,447



5.5 Area-Specific Calculation for the Rolling Meadows Development Area – Wastewater Services

The City has historically provided for an area-specific D.C. calculation with respect to the Rolling Meadows Secondary Plan area. The basis of the area-specific calculations are the recovery of the Allanburg Sewer Oversizing and a Sanitary Sewer Extension. These works total \$1,000,000 and are part of a front-ending agreement with the Rolling Meadows developers.

Of this total amount, the City has provided the developers with \$249,357 to date. Therefore, the remaining amount of \$750,643 has been included in the D.C. calculations for recovery.

These cost are shared between residential and non-residential based on the population to employment ratio over the Rolling Meadows area-specific buildout forecast, resulting in 93% being residential development and 7% being allocated to non-residential development.



Table 5-8
 Infrastructure Cost Included in the Development Charges Calculation
 Rolling Meadows - Wastewater Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2024 to Rolling Meadows - Buildout	Timing (year)	Gross Capital Cost Estimate (2024\$)	Post Period Benefit	Other Deductions	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 93%	Non-Residential Share 7%
1	Allanburg Sewer Oversizing (Developer Front Ended) - Remaining Growth Amount	2024-2025	375,322	-		375,322	-		375,322	349,049	26,273
2	Sanitary Sewer Extension (Developer to Front End) - Remaining Growth Amount	2024-2025	375,322	-		375,322	-		375,322	349,049	26,273
	Total		750,643	-	-	750,643	-	-	750,643	698,098	52,545



Chapter 6

D.C. Calculation



6. D.C. Calculation

Table 6-1 calculates the proposed D.C. to be imposed on anticipated development within the Rolling Meadows Secondary Plan Area for wastewater services based on a 2024 – Area-Specific buildout planning period. Table 6-2 calculates the proposed D.C. to be imposed for water and wastewater services on anticipated development in the City based upon an urban-buildout horizon. Table 6-3 calculates the proposed uniform D.C. to be imposed on anticipated development in Thorold for services related to a highway over a buildout planning horizon. Table 6-4 calculates the proposed uniform D.C. to be imposed on anticipated development in the City for fire protection services, parks and recreation services, and library services over the Niagara Region O.P. target planning horizon.

The calculation for residential development is generated on a per capita basis and is based upon five forms of housing types (singles and semi-detached, multiples, apartments 2+ bedrooms, apartments bachelor and 1 bedroom, and special care dwelling units). The non-residential D.C. has been calculated on a per sq.ft. of G.F.A. basis for all types of non-residential development (industrial, commercial, and institutional).

For the residential calculations, the total cost is divided by the “gross” (new resident) population to determine the per capita amount. The eligible-D.C. cost calculations set out in Chapter 5 are based on the net anticipated population increase (the forecast new unit population less the anticipated decline in existing units). The cost per capita is then multiplied by the average occupancy of the new units (Appendix A, Schedule 8) to calculate the charge in Tables 6-1 to 6-4.

With respect to non-residential development, the total costs in the uniform charge allocated to non-residential development (based on need for service) have been divided by the anticipated development over the planning period to calculate a cost per sq.ft. of G.F.A.

Table 6-5 summarizes the total D.C. that is applicable for City-wide, urban area services, and area-specific services, and Table 6-6 summarizes the gross capital expenditures and sources of revenue for works to be undertaken during the life of the by-law.



Table 6-1
City of Thorold
Development Charge Calculation
Rolling Meadows Area-Specific Services
2024 to Rolling Meadows Secondary Plan Buildout

SERVICE/CLASS	2024\$ D.C.-Eligible Cost		2024\$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	\$	\$	\$	\$
1. <u>Wastewater Services - Rolling Meadows</u>				
1.1 Allanburg Sewer Oversizing & Sewer Extension	698,098	52,545	211	0.09
	698,098	52,545	211	0.09
TOTAL	\$698,098	\$52,545	\$211	0.09
D.C.-Eligible Capital Cost	\$698,098	\$52,545		
Rolling Meadows Buildout Gross Population/GFA Growth (sq.ft.)	10,286	591,500		
Cost Per Capita/Non-Residential GFA (sq.ft.)	\$67.87	\$0.09		
By Residential Unit Type	P.P.U.			
Single and Semi-Detached Dwelling	3.111	\$211		
Multiples	2.169	\$147		
Apartments - 2 Bedrooms +	2.031	\$138		
Apartments - Bachelor and 1 Bedroom	1.316	\$89		
Special Care/Special Dwelling Units	1.100	\$75		

Table 6-2
City of Thorold
Development Charge Calculation
City-Wide Urban Services
2024 to Urban Buildout

SERVICE/CLASS	2024\$ D.C.-Eligible Cost		2024\$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	\$	\$	\$	\$
2. <u>Wastewater Services</u>				
2.1 Sewers	15,275,015	4,060,447	2,116	0.96
	15,275,015	4,060,447	2,116	0.96
3. <u>Water Services</u>				
3.1 Storage and distribution systems	17,214,008	4,575,876	2,384	1.08
	17,214,008	4,575,876	2,384	1.08
TOTAL	\$32,489,023	\$8,636,323	\$4,500	2.04
D.C.-Eligible Capital Cost	\$32,489,023	\$8,636,323		
Urban Buildout Gross Population/GFA Growth (sq.ft.)	22,461	4,232,500		
Cost Per Capita/Non-Residential GFA (sq.ft.)	\$1,446.46	\$2.04		
By Residential Unit Type	P.P.U.			
Single and Semi-Detached Dwelling	3.111	\$4,500		
Multiples	2.169	\$3,137		
Apartments - 2 Bedrooms +	2.031	\$2,938		
Apartments - Bachelor and 1 Bedroom	1.316	\$1,904		
Special Care/Special Dwelling Units	1.100	\$1,591		



Table 6-3
City of Thorold
Development Charge Calculation
City-wide Services
2024 to City-wide Buildout

SERVICE/CLASS	2024\$ D.C.-Eligible Cost		2024\$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	\$	\$	\$	\$
4. <u>Services Related to a Highway</u>				
4.1 Roads and Related	59,814,039	15,899,934	8,171	3.69
4.2 Facilities, Fleet, and Equipment	15,527,998	4,127,696	2,121	0.96
	75,342,036	20,027,630	10,292	4.65
TOTAL	\$75,342,036	\$20,027,630	\$10,292	4.65
D.C.-Eligible Capital Cost	\$75,342,036	\$20,027,630		
City-Wide Buildout Gross Population/GFA Growth (sq.ft.)	22,775	4,308,300		
Cost Per Capita/Non-Residential GFA (sq.ft.)	\$3,308.10	\$4.65		
By Residential Unit Type	P.P.U.			
Single and Semi-Detached Dwelling	3.111	\$10,292		
Multiples	2.169	\$7,175		
Apartments - 2 Bedrooms +	2.031	\$6,719		
Apartments - Bachelor and 1 Bedroom	1.316	\$4,353		
Special Care/Special Dwelling Units	1.100	\$3,639		

Table 6-4
City of Thorold
Development Charge Calculation
City-wide Services
2024 to Niagara Region O.P. Target

SERVICE/CLASS	2024\$ D.C.-Eligible Cost		2024\$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	\$	\$	\$	\$
5. <u>Fire Protection Services</u>				
5.1 Fire facilities, vehicles & equipment	8,001,834	2,390,158	2,363	1.25
	8,001,834	2,390,158	2,363	1.25
6. <u>Parks and Recreation Services</u>				
6.1 Park development, amenities, trails, recreation facilities, vehicles, and equipment	21,571,020	1,135,317	6,370	0.59
	21,571,020	1,135,317	6,370	0.59
7. <u>Library Services</u>				
7.1 Library facilities and materials	5,138,783	270,462	1,517	0.14
	5,138,783	270,462	1,517	0.14
TOTAL	\$34,711,636	\$3,795,937	\$10,250	\$1.98
D.C.-Eligible Capital Cost	\$34,711,636	\$3,795,937		
Niagara Region O.P. Target Gross Population/GFA Growth (sq.ft.)	10,535	1,915,500		
Cost Per Capita/Non-Residential GFA (sq.ft.)	\$3,294.89	\$1.98		
By Residential Unit Type	P.P.U.			
Single and Semi-Detached Dwelling	3.111	\$10,250		
Multiples	2.169	\$7,147		
Apartments - 2 Bedrooms +	2.031	\$6,692		
Apartments - Bachelor and 1 Bedroom	1.316	\$4,336		
Special Care/Special Dwelling Units	1.100	\$3,624		



Table 6-5
City of Thorold
Development Charge Calculation
Total All Services

	2024\$ D.C.-Eligible Cost		2024\$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	\$	\$	\$	\$
Rolling Meadows Build out	698,098	52,545	211	0.09
Urban-wide Services/Classes Build out	32,489,023	8,636,323	4,500	2.04
City-Wide Services/Classes Build out	75,342,036	20,027,630	10,292	4.65
Municipal-wide Services/Classes Long-Term	34,711,636	3,795,937	10,250	1.98
TOTAL	143,240,795	32,512,435	25,253	8.76



Table 6-6
City of Thorold
Gross Expenditure and Sources of Revenue Summary for Costs to be Incurred over the Life of the By-law

Service/Class	Total Gross Cost	Sources of Financing					
		Tax Base or Other Non-D.C. Source			Post D.C. Period Benefit	D.C. Reserve Fund	
		Other Deductions	Benefit to Existing	Other Funding		Residential	Non-Residential
1. Wastewater Services - Rolling Meadows 1.1 Allanburg Sewer Oversizing & Sewer Extension	750,643	0	0	0	0	698,098	52,545
2. Wastewater Services 2.1 Sewers	7,487,273	0	1,363,636	0	0	4,837,673	1,285,964
3. Water Services 3.1 Storage and distribution systems	10,337,037	0	0	0	0	8,166,259	2,170,778
4. Services Related to a Highway 4.1 Roads and Related 4.2 Facilities, Fleet, and Equipment	53,360,000 14,925,000	0 0	7,263,000 7,969,300	0 0	0 0	36,416,630 5,495,003	9,680,370 1,460,697
5. Fire Protection Services 5.1 Fire facilities, vehicles & equipment	22,951,000	0	8,795,609	0	0	10,899,651	3,255,740
6. Parks and Recreation Services 6.1 Park development, amenities, trails, recreation facilities, vehicles,	25,513,333	0	1,050,000	0	0	23,240,167	1,223,167
7. Library Services 7.1 Library facilities and materials	13,087,000	0	5,083,800	0	566,800	7,064,580	371,820
Total Expenditures & Revenues	\$148,411,286	\$0	\$31,525,345	\$0	\$566,800	\$96,818,061	\$19,501,080



Chapter 7

D.C. Policy Recommendations and D.C. By-law Rules



7. D.C. Policy Recommendations and D.C. By-law Rules

7.1 Introduction

Subsection 5 (1) 9 states that rules must be developed:

“to determine if a development charge is payable in any particular case and to determine the amount of the charge, subject to the limitations set out in subsection (6).”

Paragraph 10 of the section goes on to state that the rules may provide for exemptions, phasing in and/or indexing of D.C.s.

Subsection 5 (6) establishes the following restrictions on the rules:

- the total of all D.C.s that would be imposed on anticipated development must not exceed the capital costs determined under subsection 5 (1) 2-7 for all services involved;
- if the rules expressly identify a type of development, they must not provide for it to pay D.C.s that exceed the capital costs that arise from the increase in the need for service for that type of development; however, this requirement does not relate to any particular development; and
- if the rules provide for a type of development to have a lower D.C. than is allowed, the rules for determining D.C.s may not provide for any resulting shortfall to be made up via other development.

With respect to “the rules,” section 6 states that a D.C. by-law must expressly address the matters referred to above re subsection 5 (1) paragraphs 9 and 10, as well as how the rules apply to the redevelopment of land.

The rules provided are based on the City’s existing policies; with some modifications and consideration for the changes to the D.C.A. resulting from Bills 108, 197, 213 and 23.



7.2 D.C. By-law Structure

It is recommended that:

- the City uses a uniform City-wide D.C. calculation for services excluding water and wastewater services;
- D.C.s for water and wastewater services be imposed on the urban service areas of the City; and
- Area-specific wastewater services be imposed on development within the Rolling Meadows Secondary Plan Area; and
- separate D.C. by-laws be used for each service. Note the draft by-law provided in Appendix G will carry the same policies and definitions for each individual D.C. by-law.

7.3 D.C. By-law Rules

The following subsections set out the recommended rules governing the calculation, payment and collection of D.C.s in accordance with section 6 of the D.C.A.

It is recommended that the following sections provide the basis for the D.C.s.:

7.3.1 Payment in any Particular Case

In accordance with the D.C.A., subsection 2 (2), a D.C. be calculated, payable, and collected where the development requires one or more of the following:

- “(a) the passing of a zoning by-law or of an amendment to a zoning by-law under section 34 of the *Planning Act*;
- (b) the approval of a minor variance under section 45 of the *Planning Act*;
- (c) a conveyance of land to which a by-law passed under subsection 50 (7) of the *Planning Act* applies;
- (d) the approval of a plan of subdivision under section 51 of the *Planning Act*;
- (e) a consent under section 53 of the *Planning Act*;



- (f) the approval of a description under section 9 of the *Condominium Act, 1998*; or
- (g) the issuing of a permit under the *Building Code Act, 1992* in relation to a building or structure.”

7.3.2 Determination of the Amount of the Charge

The following conventions be adopted:

- 1) Costs allocated to residential uses will be assigned to different types of residential units based on the average occupancy for each housing type constructed during the previous decade. Costs allocated to non-residential uses will be assigned based on the number of square feet of G.F.A. constructed for eligible uses (i.e., industrial, commercial, and institutional).
- 2) Costs allocated to residential and non-residential uses are based upon a number of conventions, as may be suited to each municipal circumstance, e.g.,
 - For parks and recreation services and library services, a 5% non-residential attribution has been made to recognize use by the non-residential sector;
 - For fire protection services, a 77% residential/23% non-residential attribution has been made based on a population vs. employment growth ratio for the Niagara Region O.P. target for Thorold;
 - For services related to a highway (roads and public works facilities/fleet), a 79% residential/21% non-residential attribution has been made based on a population vs. employment growth ratio over the 2024 to buildout forecast period;
 - For water and wastewater services an 79% residential/21% non-residential allocation has been made based on population vs. employment growth over the urban buildout forecast period; and
 - For the Rolling Meadows wastewater area-specific services, a 93% residential/7% non-residential attribution has been made based on a population vs. employment growth ratio over the buildout forecast of the Rolling Meadows Secondary Plan Area.



7.3.3 Application to Redevelopment of Land (Demolition and Conversion)

If a development involves the demolition and replacement of a building or structure on the same site (within 5 years prior to the date of payment of development charges in regard to such redevelopment was, or is to be demolished, in whole or in part), or the conversion from one principal use to another, the developer shall be allowed a credit equivalent to:

- 1) the number of dwelling units demolished/converted multiplied by the applicable residential D.C. in place at the time the D.C. is payable; and/or
- 2) the G.F.A. of the building demolished/converted multiplied by the current non-residential D.C. in place at the time the D.C. is payable;

provided that such amounts shall not exceed, in total, the amount of the development charges otherwise payable with respect to the redevelopment.

7.3.4 Exemptions (full or partial)

- a) Statutory exemptions:
 - industrial building additions of up to and including 50% of the existing G.F.A. (defined in O. Reg. 82/98, section 1) of the building; for industrial building additions that exceed 50% of the existing G.F.A., only the portion of the addition in excess of 50% is subject to D.C.s (subsection 4 (3) of the D.C.A.);
 - buildings or structures owned by and used for the purposes of any municipality, local board, or Board of Education (section 3);
 - may add up to 2 apartments in an existing or new detached, semi-detached, or rowhouse (including in an ancillary structure);
 - add one additional unit or 1% of existing units in an existing rental residential building;
 - a university in Ontario that receives direct, regular, and ongoing operating funding from the Government of Ontario;
 - affordable units and attainable units (to be in force at a later date);
 - affordable inclusionary zoning units;
 - non-profit housing; and



- discount for rental housing units based on bedroom size (i.e., three or more bedrooms – 25% reduction, two bedrooms – 20% reduction, and all others – 15% reduction).

b) Non-statutory exemptions for Council's consideration:

- A hospital under the *Public Hospitals Act*;
- A place of worship;
- Agriculture uses and farm buildings;
- Temporary buildings or structures;
- Buildings or structures, related to classrooms or administration space, owned by a college of applied arts and technology established pursuant to the *Ministry of Training, Colleges and Universities Act*, R.S.O. 1990, c. M.19, and used for teaching of programs of study leading to a post-secondary certificate or diploma, a graduate certificate or a bachelor degree, but does not include student residences, commercial uses on site, or any other space not directly related for the purposes of education;
- Development occurring in brownfields is eligible for up to a 75% exemption of the applicable charge. An additional 25% may be granted if the development receives a verified green building certificate.

7.3.5 Phasing in

As required by Bill 23, the calculated D.C. will be phased-in over a five-year period as follows:

- Year 1 – 80% of the maximum charge;
- Year 2 – 85% of the maximum charge;
- Year 3 – 90% of the maximum charge;
- Year 4 – 95% of the maximum charge; and
- Year 5 to expiry – 100% of the maximum charge.

7.3.6 Timing of Collection

A D.C. that is applicable under section 5 of the D.C.A. shall be calculated and payable;

- Where a permit is required under the *Building Code Act* in relation to a building or structure, the owner shall pay the D.C. prior to issuance of the first building



permit prior to the commencement of development or redevelopment as the case may be; and

- Despite above, Council, from time to time, and at any time, may enter into agreements providing for all or any part of a D.C. to be paid before or after it would otherwise be payable.

7.3.7 The Applicable Areas

The charges developed herein provide for varying charges within the City, as follows:

- All City-wide services – the full residential and non-residential charge will be imposed on all lands within the City; and
- Water and wastewater – the full residential and non-residential charge will be imposed on the urban service areas of the City; and
- Area-Specific Wastewater – the full residential and non-residential charge will be imposed within the Rolling Meadows Secondary Plan area.

7.3.8 Indexing

Indexing of the D.C.s shall be implemented on a mandatory basis annually commencing on January 1, 2025, and each January 1st thereafter, in accordance with the Statistics Canada Quarterly, Non-Residential Building Construction Price Index (Table 18-10-0276-02)^[1] for the most recent year-over-year period.

[1] O. Reg. 82/98 referenced “The Statistics Canada Quarterly, Construction Price Statistics, catalogue number 62-007” as the index source. Since implementation, Statistics Canada has modified this index twice and the above-noted index is the most current. The draft by-law provided herein refers to O. Reg. 82/98 to ensure traceability should this index continue to be modified over time.



7.4 Other D.C. By-law Provisions

It is recommended that:

7.4.1 Categories of Services for Reserve Fund and Credit Purposes

The City's D.C. collections are currently in 9 separate reserve funds: Administration Studies, Fire Protection, Roads and Related, Parks & Recreation, Library Services, Water, Wastewater, Parking, and Rolling Meadows Wastewater.

It is recommended that the administration studies amount be utilized or incorporated as part of the City's General Capital Reserves as Studies will no longer be an eligible D.C. service upon passage of the new D.C. by-law.

Also, with the changes from Bill 108 and Bill 197, the municipal parking reserve fund must be transferred into a special account (such as a Parking Services C.B.C. reserve) or into the City's General Reserve as this is no longer a D.C.-eligible service.

Appendix D outlines the reserve fund policies that the City is required to follow as per the D.C.A.

7.4.2 By-law In-force Date

A by-law under the D.C.A. comes into force on the day after which the by-law is passed by Council.

7.4.3 Minimum Interest Rate Paid on Refunds and Charged for Inter-Reserve Fund Borrowing

The minimum interest rate is what the Bank of Canada rate is on the day the by-law comes into force updated on the first business day of every January, April, July and October (as per section 11 of O. Reg. 82/98).

7.4.4 Area Rating

The D.C.A. required that Council must consider the use of area specific charges:

1. Subsection 2 (9) of the D.C.A. now requires a municipality to implement area-specific D.C.s for either specific services which are prescribed and/or for specific



municipalities which are to be regulated (note that at this time, no municipalities or services are prescribed by the regulations).

2. Subsection 10 (2) c.1 of the D.C.A. requires that “the development charges background study shall include consideration of the use of more than one development charge by-law to reflect different needs for services in different areas.”

In regard to the first item, there are no services or specific municipalities identified in the regulations which must be area rated. The second item requires Council to consider the use of area rating.

Currently, the City’s by-law does provide for area-rating with respect to water and wastewater. All other City services are recovered based on a uniform, City-wide basis. There have been several reasons why area-rating has not been imposed on these services, including:

1. All City services, with the exception of water and wastewater, require that the average 15-year service standard be calculated. This average service standard multiplied by growth in the City, establishes an upper ceiling on the amount of funds that can be collected from all developing landowners. Section 4 (4) of O. Reg. 82/98 provides that “if a development charge by-law applies to a part of the municipality, the level of service and average level of service cannot exceed that which would be determined if the by-law applied to the whole municipality.” Put in layperson terms, the average service standard multiplied by the growth within the specific area would establish an area-specific ceiling which would significantly reduce the total revenue recoverable for the City hence potentially resulting in D.C. revenue shortfalls and impacts on property taxes.
2. Expanding on item 1, attempting to impose an area charge potentially causes equity issues in transitioning from a City-wide approach to an area-specific approach. For example, if all services were now built (and funded) within Area A (which is 75% built out) and this was funded with some revenues from Areas B and C, moving to an area-rating approach would see Area A contribute no funds to the costs of services in Areas B and C. The D.C.s would be lower in Area A (as all services are now funded) and higher in Areas B and C. As well, funding



shortfalls may then potentially encourage the municipality to provide less services to Areas B and C due to reduced revenue.

3. Many services provided (roads, parks and recreation facilities, etc.) are not restricted to one specific area and are often used by all residents. For example, arenas located in different parts of the City will be used by residents from all areas depending on the programming of the facility (i.e., a public skate is available each night, but at a different arena; hence usage of any one facility at any given time is based on programming availability).

For the reasons noted above, it is recommended that Council continue the D.C. approach to calculate the charges on an area specific basis for water and wastewater, while all other services be charged on a uniform City-wide basis.

7.5 Other Recommendations

It is recommended that Council:

“Whenever appropriate, request that grants, subsidies and other contributions be clearly designated by the donor as being to the benefit of existing development or new development, as applicable;”

“Adopt the assumptions contained herein as an ‘anticipation’ with respect to capital grants, subsidies and other contributions;”

“Continue the D.C. approach to calculate the charges on a uniform City-wide basis for all services except water and wastewater;”

“Continue the D.C. approach to calculate the charges on an urban-area basis for water and wastewater services;”

“Continue the D.C. approach to calculate the charges on an area-specific basis for wastewater services within the Rolling Meadows Secondary Plan Area;”

“Approve the capital project listing set out in Chapter 5 of the D.C.s Background Study dated March 28, 2024, subject to further annual review during the capital budget process;”

“Approve the D.C.s Background Study dated March 28, 2024;”



“Determine that no further public meeting is required;” and
“Approve the D.C. By-law as set out in Appendix G.”



Chapter 8

By-law Implementation



8. By-law Implementation

8.1 Public Consultation Process

8.1.1 Introduction

This chapter addresses the mandatory, formal public consultation process (section 8.1.2), as well as the optional, informal consultation process (section 8.1.3). The latter is designed to seek the co-operation and participation of those involved, in order to produce the most suitable policy. Section 8.2 addresses the anticipated impact of the D.C. on development from a generic viewpoint.

8.1.2 Public Meeting of Council

Section 12 of the D.C.A. indicates that before passing a D.C. by-law, Council must hold at least one public meeting, giving at least 20 clear days' notice thereof, in accordance with the Regulation. Council must also ensure that the proposed by-law and background report are made available to the public at least two weeks prior to the (first) meeting.

Any person who attends such a meeting may make representations related to the proposed by-law.

If a proposed by-law is changed following such a meeting, Council must determine whether a further meeting (under this section) is necessary (i.e., if the proposed by-law which is proposed for adoption has been changed in any respect, Council should formally consider whether an additional public meeting is required, incorporating this determination as part of the final by-law or associated resolution. It is noted that Council's decision, once made, is final and not subject to review by a Court or the Ontario Land Tribunal (OLT) (formerly the Local Planning Appeal Tribunal).

8.1.3 Other Consultation Activity

There are three broad groupings of the public who are generally the most concerned with municipal D.C. policy:

1. The first grouping is the residential development community, consisting of land developers and builders, who are typically responsible for generating the majority



of the D.C. revenues. Others, such as realtors, are directly impacted by D.C. policy. They are, therefore, potentially interested in all aspects of the charge, particularly the quantum by unit type, projects to be funded by the D.C. and the timing thereof, and municipal policy with respect to development agreements, D.C. credits and front-ending requirements.

2. The second public grouping embraces the public at large and includes taxpayer coalition groups and others interested in public policy.
3. The third grouping is the industrial/commercial/institutional development sector, consisting of land developers and major owners or organizations with significant construction plans, such as hotels, entertainment complexes, shopping centres, offices, industrial buildings, and institutions. Also involved are organizations such as Industry Associations, the Chamber of Commerce, the Board of Trade, and the Economic Development Agencies, who are all potentially interested in municipal D.C. policy. Their primary concern is frequently with the quantum of the charge, G.F.A. exclusions such as basements, mechanical or indoor parking areas, or exemptions and phase-in or capping provisions in order to moderate the impact.

8.2 Anticipated Impact of the Charge on Development

The establishment of sound D.C. policy often requires the achievement of an acceptable balance between two competing realities. The first is that high non-residential D.C.s can, to some degree, represent a barrier to increased economic activity and sustained industrial/commercial growth, particularly for capital intensive uses. Also, in many cases, increased residential D.C.s can ultimately be expected to be recovered via housing prices and can impact project feasibility in some cases (e.g., rental apartments).

On the other hand, D.C.s or other municipal capital funding sources need to be obtained in order to help ensure that the necessary infrastructure and amenities are installed. The timely installation of such works is a key initiative in providing adequate service levels and in facilitating strong economic growth, investment, and wealth generation.



8.3 Implementation Requirements

8.3.1 Introduction

Once the City has calculated the charge, prepared the complete background study, carried out the public process and passed a new by-law, the emphasis shifts to implementation matters. These include notices, potential appeals and complaints, credits, front-ending agreements, subdivision agreement conditions and finally the collection of revenues and funding of projects.

The sections that follow present an overview of the requirements in each case.

8.3.2 Notice of Passage

In accordance with section 13 of the D.C.A., when a D.C. by-law is passed, the City Clerk shall give written notice of the passing and of the last day for appealing the by-law (the day that is 40 days after the day it was passed). Such notice must be given no later than 20 days after the day the by-law is passed (i.e., as of the day of newspaper publication or the mailing of the notice).

Section 10 of O. Reg. 82/98 further defines the notice requirements which are summarized as follows:

- Notice may be given by publication in a newspaper which is (in the Clerk's opinion) of sufficient circulation to give the public reasonable notice, or by personal service, fax, or mail to every owner of land in the area to which the by-law relates;
- Subsection 10 (4) lists the persons/organizations who must be given notice; and
- Subsection 10 (5) lists the eight items that the notice must cover.

8.3.3 By-law Pamphlet

In addition to the "notice" information, the City must prepare a "pamphlet" explaining each D.C. by-law in force, setting out:

- A description of the general purpose of the D.C.s;
- The "rules" for determining if a charge is payable in a particular case and for determining the amount of the charge;



- The services to which the D.C.s relate; and
- A description of the general purpose of the Treasurer's statement and where it may be received by the public.

Where a by-law is not appealed to the OLT, the pamphlet must be readied within 60 days after the by-law comes into force. Later dates apply to appealed by-laws.

The City must give one copy of the most recent pamphlet without charge to any person who requests one.

8.3.4 Appeals

Sections 13 to 19 of the D.C.A. set out the requirements relative to making and processing a D.C. by-law appeal and OLT hearing in response to an appeal. Any person or organization may appeal a D.C. by-law to the OLT by filing a notice of appeal with the City Clerk, setting out the objection to the by-law and the reasons supporting the objection. This must be done by the last day for appealing the by-law, which is 40 days after the by-law is passed.

The City is conducting a public consultation process in order to address the issues that come forward as part of that process, thereby avoiding or reducing the need for an appeal to be made.

8.3.5 Complaints

A person required to pay a D.C., or his agent, may complain to the City Council imposing the charge that:

- The amount of the charge was incorrectly determined;
- The reduction to be used against the D.C. was incorrectly determined; or
- There was an error in the application of the D.C.

Sections 20 to 25 of the D.C.A. set out the requirements that exist, including the fact that a complaint may not be made later than 90 days after a D.C. (or any part of it) is payable. A complainant may appeal the decision of City Council to the OLT.



8.3.6 Credits

Sections 38 to 41 of the D.C.A. set out a number of credit requirements, which apply where a municipality agrees to allow a person to perform work in the future that relates to a service in the D.C. by-law.

These credits would be used to reduce the amount of D.C.s to be paid. The value of the credit is limited to the reasonable cost of the work that does not exceed the average level of service. The credit applies only to the service to which the work relates unless the municipality agrees to expand the credit to other services for which a D.C. is payable.

8.3.7 Front-Ending Agreements

The City and one or more landowners may enter into a front-ending agreement that provides for the costs of a project that will benefit an area in the City to which the D.C. by-law applies. Such an agreement can provide for the costs to be borne by one or more parties to the agreement who are, in turn, reimbursed in future by persons who develop land defined in the agreement.

Part III of the D.C.A. (sections 44 to 58) addresses front-ending agreements and removes some of the obstacles to their use which were contained in the *Development Charges Act, 1989*. Accordingly, the City assesses whether this mechanism is appropriate for its use, as part of funding projects prior to City funds being available.

8.3.8 Severance and Subdivision Agreement Conditions

Section 59 of the D.C.A. prevents a municipality from imposing directly or indirectly, a charge related to development or a requirement to construct a service related to development, by way of a condition or agreement under section 51 or section 53 of the *Planning Act*, except for:

- “local services, related to a plan of subdivision or within the area to which the plan relates, to be installed or paid for by the owner as a condition of approval under section 51 of the *Planning Act*,” and
- “local services to be installed or paid for by the owner as a condition of approval under section 53 of the *Planning Act*.”

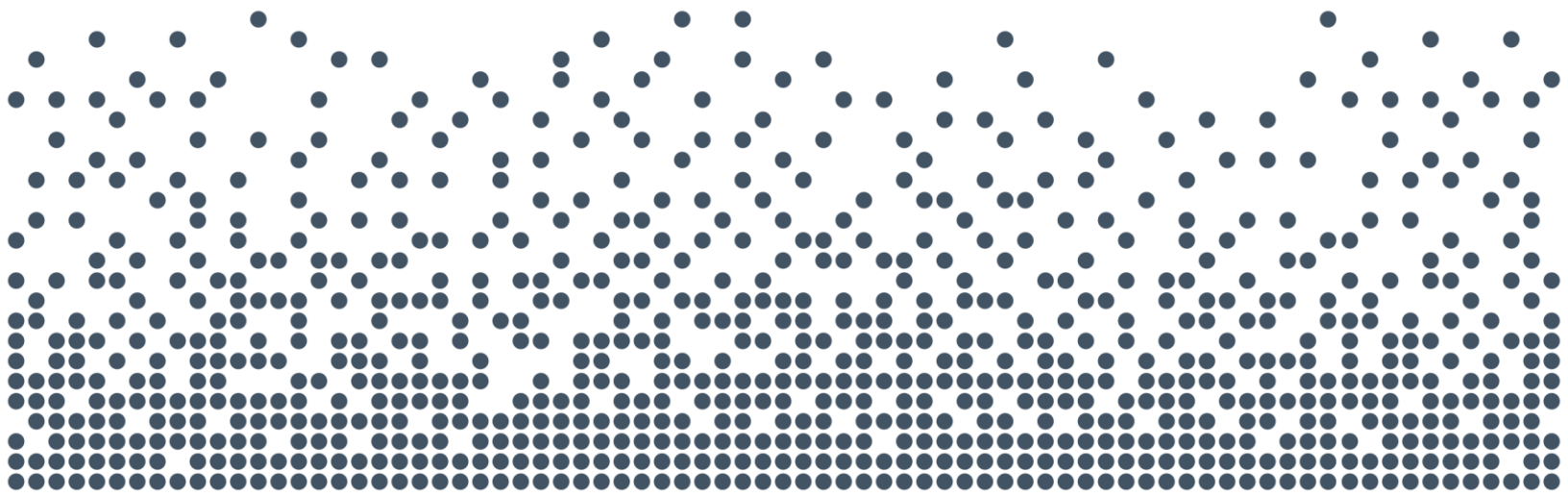


It is also noted that subsection 59 (4) of the D.C.A. requires that the municipal approval authority for a draft plan of subdivision under subsection 51 (31) of the *Planning Act*, use its power to impose conditions to ensure that the first purchaser of newly subdivided land is informed of all the D.C.s related to the development, at the time the land is transferred.

In this regard, if the municipality in question is a commenting agency, in order to comply with subsection 59 (4) of the D.C.A. it would need to provide to the approval authority information regarding the applicable municipal D.C.s related to the site.

If the City is an approval authority for the purposes of section 51 of the *Planning Act*, it would be responsible to ensure that it collects information from all entities that can impose a D.C.

The most effective way to ensure that purchasers are aware of this condition would be to require it as a provision in a registered subdivision agreement, so that any purchaser of the property would be aware of the charges at the time the title was searched prior to closing a transaction conveying the lands.



Appendices



Appendix A

Background Information on Residential and Non- Residential Growth Forecast



Schedule 1 City of Thorold Residential Growth Forecast Summary

	Year	Population (Including Census Undercount) ^[1]	Excluding Census Undercount			Housing Units					Person Per Unit (P.P.U.): Total Population/ Total Households	
			Population	Institutional Population	Population Excluding Institutional Population	Singles & Semi-Detached	Multiple Dwellings ^[2]	Apartments ^[3]	Other	Total Households		Equivalent Institutional Households
Historical	Mid 2011	18,390	17,931	391	17,540	5,672	449	937	24	7,082	355	2.532
	Mid 2016	19,280	18,801	251	18,550	5,885	515	1,045	15	7,460	228	2.520
	Mid 2021	24,420	23,816	281	23,535	7,095	785	1,200	10	9,090	255	2.620
Forecast	Mid 2024	30,090	29,343	348	28,995	8,169	1,495	1,682	10	11,356	316	2.584
	Niagara Region O.P. Forecast ^[4]	39,690	38,707	457	38,250	9,718	3,346	2,586	10	15,660	415	2.472
	Buildout ^[5]	52,610	51,312	605	50,706	11,124	5,789	3,960	10	20,883	550	2.457
Incremental	Mid 2011 - Mid 2016	890	870	-140	1,010	213	66	108	-9	378	-127	
	Mid 2016 - Mid 2021	5,140	5,015	30	4,985	1,210	270	155	-5	1,630	27	
	Mid 2021 - Mid 2024	5,670	5,527	67	5,460	1,074	710	482	0	2,266	61	
	Mid 2024 - Niagara Region O.P. Forecast	9,600	9,364	109	9,255	1,549	1,851	904	0	4,304	99	
	Mid 2024 - Buildout	22,520	21,969	257	21,711	2,955	4,294	2,278	0	9,527	234	

^[1] Population includes the Census undercount estimated at approximately 2.5% and has been rounded.

^[2] Includes townhouses and apartments in duplexes.

^[3] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.

^[4] Niagara Region O.P. Forecast is based on the Niagara Region Official Plan, November 4, 2022, 2051 forecast for the City of Thorold. It is noted that the timing of growth may be accelerated relative to the Niagara Region Official Plan.

^[5] The buildout forecast refers to the buildout of the City of Thorold designated urban area based on current local land-use designations.

Notes:

Numbers may not add due to rounding.

Source: Derived from Niagara Region Official Plan, November 4, 2022, PDS 17-2022, 2051 Land Needs Assessment, June 2022, Hemson Consulting Ltd., and discussions with City of Thorold staff regarding developable land supply, development yields and servicing capacity, by Watson & Associates Economists Ltd.



Schedule 2a
City of Thorold
Estimate of the Anticipated Amount, Type and Location of
Residential Development for Which Development Charges can be Imposed

Development Location	Timing	Single & Semi-Detached	Multiples ^[1]	Apartments ^[2]	Total Residential Units	Gross Population In New Units	Existing Unit Population Change	Net Population Increase, Excluding Institutional	Institutional Population	Net Population Including Institutional
Urban	2024 - Niagara Region O.P. Forecast	1,503	1,851	904	4,258	10,283	(937)	9,346	109	9,455
	2024 - Buildout	2,854	4,294	2,278	9,426	22,204	(645)	21,559	257	21,816
Rolling Meadows	2024 - Niagara Region O.P. Forecast	520	1,165	325	2,010	4,717	(66)	4,651	0	4,651
	2024 - Buildout	959	2,703	818	4,480	10,286	(46)	10,241	0	10,241
Remaining Urban	2024 - Niagara Region O.P. Forecast	983	686	579	2,248	5,566	(871)	4,696	109	4,804
	2024 - Buildout	1,895	1,591	1,460	4,946	11,918	(600)	11,318	257	11,575
Rural	2024 - Niagara Region O.P. Forecast	46	0	0	46	143	(234)	(91)	0	(91)
	2024 - Buildout	101	0	0	101	314	(161)	153	0	153
City of Thorold	2024 - Niagara Region O.P. Forecast	1,549	1,851	904	4,304	10,426	(1,171)	9,255	109	9,364
	2024 - Buildout	2,955	4,294	2,278	9,527	22,518	(807)	21,711	257	21,969

^[1] Includes townhouses and apartments in duplexes.

^[2] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.

Source: Watson & Associates Economists Ltd.



Schedule 2b
City of Thorold
Estimate of the Anticipated Amount, Type and Location of
Residential Development for Which Development Charges can be Imposed
In the Brock Business Park Secondary Plan Area

Development Type/Location	Single/Semi-Detached	Townhomes	Apartments ^[1]	Total Residential Units	Total Student Housing ^[2]	Total Residential Units Including Student Housing	Gross Population in New Units
Mixed Use	-	-	190	190	704	894	1,421
Residential			214	214	-	214	377
Total	-	-	404	404	704	1,108	1,798

^[1] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units . Average P.P.U. for Apartments is 1.763.

^[2] Average P.P.U. for Student Housing Units is 1.543. Based on Foundry Lofts III Site Plan which identifies 1,086 beds and 704 units.

Source: Forecast adapted from the City of Thorold Area-Specific Development Charges Background Study – Brock Business Park, April 8, 2022, by Watson & Associates Economists Ltd.



Schedule 3
City of Thorold
Current Year Growth Forecast
Mid-2021 to Mid-2024

		Population
Mid 2021 Population		23,816
Occupants of New Housing Units, Mid 2021 to Mid 2024	<i>Units (2)</i>	2,266
	<i>multiplied by P.P.U. (3)</i>	2.554
	<i>gross population increase</i>	5,788
Occupants of New Equivalent Institutional Units, Mid 2021 to Mid 2024	<i>Units</i>	61
	<i>multiplied by P.P.U. (3)</i>	1.100
	<i>gross population increase</i>	67
Decline in Housing Unit Occupancy, Mid 2021 to Mid 2024	<i>Units (4)</i>	9,090
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.036
	<i>total decline in population</i>	-328
Population Estimate to Mid 2024		29,343
<i>Net Population Increase, Mid 2021 to Mid 2024</i>		<i>5,527</i>

(1) 2021 population based on Statistics Canada Census unadjusted for Census undercount.

(2) Estimated residential units constructed, Mid-2021 to the beginning of the growth period assuming a six-month lag between construction and occupancy.

(3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	3.174	47%	1.504
<i>Multiples (6)</i>	2.159	31%	0.677
<i>Apartments (7)</i>	1.755	21%	0.373
Total		100%	2.554

¹ Based on 2021 Census custom database

² Based on Building permit/completion activity

(4) 2021 households taken from Statistics Canada Census.

(5) Decline occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.

(6) Includes townhouses and apartments in duplexes.

(7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Note: Numbers may not add to totals due to rounding.



Schedule 4
City of Thorold
Shorter-Term Growth Forecast
Mid-2024 to Niagara Region O.P. Forecast

		Population
Mid 2024 Population		29,343
Occupants of New Housing Units, Mid 2024 to Niagara Region O.P. Forecast	<i>Units (2)</i>	4,304
	<i>multiplied by P.P.U. (3)</i>	2.422
	<i>gross population increase</i>	10,426
Occupants of New Equivalent Institutional Units, Mid 2024 to Niagara Region O.P. Forecast	<i>Units</i>	99
	<i>multiplied by P.P.U. (3)</i>	1.100
	<i>gross population increase</i>	109
Decline in Housing Unit Occupancy, Mid 2024 to Niagara Region O.P. Forecast	<i>Units (4)</i>	11,356
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.103
	<i>total decline in population</i>	-1,171
Population Estimate to Niagara Region O.P. Forecast		38,707
<i>Net Population Increase, Mid 2024 to Niagara Region O.P. Forecast</i>		9,364

(1) Mid 2024 Population based on:

2021 Population (23,816) + Mid 2021 to Mid 2024 estimated housing units to beginning of forecast period (2,266 x 2.554 = 5,788) + (61 x 1.1 = 67) + (9,090 x -0.036 = -328) = 29,343

(2) Based upon forecast building permits/completions assuming a lag between construction and occupancy.

(3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	3.111	36%	1.120
<i>Multiples (6)</i>	2.169	43%	0.933
<i>Apartments (7)</i>	1.763	21%	0.370
<i>one bedroom or less</i>	1.316		
<i>two bedrooms or more</i>	2.031		
Total		100%	2.422

¹ Persons per unit based on Statistics Canada Custom 2021 Census database.

² Forecast unit mix based upon historical trends and housing units in the development process.

(4) Mid 2024 households based upon 2021 Census (9,090 units) + Mid 2021 to Mid 2024 unit estimate (2,266 units) = 11,356 units.

(5) Decline occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.

(6) Includes townhouses and apartments in duplexes.

(7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Note: Numbers may not add to totals due to rounding.



Schedule 5
City of Thorold
Longer-Term Growth Forecast
Mid-2024 to Urban Buildout

		Population
Mid 2024 Population		29,343
Occupants of New Housing Units, Mid 2024 to Buildout	<i>Units (2)</i>	9,527
	<i>multiplied by P.P.U. (3)</i>	2,364
	<i>gross population increase</i>	22,518
Occupants of New Equivalent Institutional Units, Mid 2024 to Buildout	<i>Units</i>	234
	<i>multiplied by P.P.U. (3)</i>	1,100
	<i>gross population increase</i>	257
Decline in Housing Unit Occupancy, Mid 2024 to Buildout	<i>Units (4)</i>	11,356
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.071
	<i>total decline in population</i>	-807
Population Estimate to Buildout		51,312
<i>Net Population Increase, Mid 2024 to Buildout</i>		21,969

(1) Mid 2024 Population based on:

2021 Population (23,816) + Mid 2021 to Mid 2024 estimated housing units to beginning of forecast period (2,266 x 2.554 = 5,788) + (61 x 1.1 = 67) + (9,090 x -0.036 = -328) = 29,343

(2) Based upon forecast building permits/completions assuming a lag between construction and occupancy.

(3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	3.111	31%	0.965
<i>Multiples (6)</i>	2.169	45%	0.977
<i>Apartments (7)</i>	1.763	24%	0.421
<i>one bedroom or less</i>	1.316		
<i>two bedrooms or more</i>	2.031		
Total		100%	2.364

¹ Persons per unit based on Statistics Canada Custom 2016 Census database.

² Forecast unit mix based upon historical trends and housing units in the development process.

(4) Mid 2024 households based upon 2021 Census (9,090 units) + Mid 2021 to Mid 2024 unit estimate (2,266 units) = 11,356 units.

(5) Decline occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.

(6) Includes townhouses and apartments in duplexes.

(7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Note: Numbers may not add to totals due to rounding.



Schedule 6
 City of Thorold
 Summary of Active Development Applications and Vacant Land Supply Housing
 Potential as of 2024
 Total Urban Area

Stage of Development	Density Type			
	Singles & Semi-Detached	Multiples ^[1]	Apartments ^[2]	Total
Registered Not Built	251	143	0	394
<i>% Breakdown</i>	64%	36%	0%	100%
Draft Plans Approved	575	424	1,281	2,280
<i>% Breakdown</i>	25%	19%	56%	100%
Application Under Review	777	3,167	697	4,641
<i>% Breakdown</i>	17%	68%	15%	100%
Vacant Lands Designated for Residential	1,251	560	300	2,111
<i>% Breakdown</i>	59%	27%	14%	100%
Total	2,854	4,294	2,278	9,426
<i>% Breakdown</i>	30%	46%	24%	100%

^[1] Includes townhomes and apartments in duplexes.

^[2] Includes bachelor, 1 bedroom and 2 bedroom+ apartments.

Source: Data provided by City of Thorold as of March 2024.



Schedule 7
City of Thorold
Historical Residential Building Permits
Years 2013 to 2022

Year	Residential Building Permits			
	Singles & Semi Detached	Multiples ^[1]	Apartments ^[2]	Total
2014	92	12	91	195
2015	41	27	0	68
2016	122	33	20	175
2017	169	47	0	216
2018	267	187	33	487
Sub-total	691	306	144	1,141
Average (2014 - 2018)	138	61	29	228
% Breakdown	61%	27%	13%	100%
2019	324	263	0	587
2020	257	81	4	342
2021	333	136	11	480
2022	431	332	360	1,123
2023	310	242	111	663
Sub-total	1,655	1,054	486	3,195
Average (2019 - 2023)	331	211	97	639
% Breakdown	52%	33%	15%	100%
2014 - 2023				
Total	2,346	1,360	630	4,336
Average	235	136	63	434
% Breakdown	54%	31%	15%	100%

^[1] Includes townhouses and apartments in duplexes.

^[2] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.

Source: Historical housing activity derived from City of Thorold data, by Watson & Associates Economists Ltd.



Schedule 8a
City of Thorold
Person Per Unit by Age and Type of Dwelling
(2021 Census)

Age of Dwelling	Singles and Semi-Detached						25 Year Average	25 Year Average Adjusted ^[1]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	-	2.433	3.261	3.808	3.174		
6-10	-	-	-	3.156	-	3.450		
11-15	-	-	-	3.259	-	3.152		
16-20	-	-	-	2.891	-	2.759		
20-25	-	-	-	2.909	-	2.872	3.081	3.111
25-35	-	-	-	3.441	-	3.319		
35+	-	1.760	1.757	2.652	3.959	2.584		
Total	0.500	1.964	1.903	2.827	3.864	2.760		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	-	-	2.361	3.232	3.567	3.105
6-10	-	-	-	3.000	-	2.952
11-15	-	-	-	2.971	-	2.909
16-20	-	-	-	2.942	-	2.671
20-25	-	-	-	2.786	-	2.831
25-35	-	-	-	3.298	-	3.091
35+	0.400	1.338	1.776	2.657	3.888	2.399
Total	0.818	1.362	1.849	2.819	3.718	2.587

[1] Adjusted based on historical trends.

Note: Does not include Statistics Canada data classified as "Other."

P.P.U. Not calculated for samples less than or equal to 50 dwelling units and does not include institutional population.



Schedule 8b
Region of Niagara
Person Per Unit by Age and Type of Dwelling
(2021 Census)

Age of Dwelling	Multiples ^[1]						25 Year Average	25 Year Average Adjusted ^[3]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	1.407	1.796	2.633	-	2.159		
6-10	-	1.889	1.768	2.502	-	2.210		
11-15	-	1.294	1.798	2.665	-	2.235		
16-20	-	1.385	1.742	2.364	-	2.107		
20-25	-	1.667	1.675	2.408	-	2.061	2.154	2.169
25-35	-	1.364	1.882	2.683	-	2.365		
35+	0.813	1.267	1.836	2.687	3.670	2.260		
Total	0.771	1.331	1.802	2.621	3.847	2.226		

Age of Dwelling	Apartments ^[2]						25 Year Average	25 Year Average Adjusted ^[3]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	1.291	1.688	2.600	-	1.755		
6-10	-	1.200	1.763	2.033	-	1.603		
11-15	-	1.500	1.823	3.000	-	1.797		
16-20	-	1.246	1.922	2.130	-	1.701		
20-25	-	1.266	2.028	2.412	-	1.745	1.720	1.763
25-35	-	1.226	1.773	3.043	-	1.602		
35+	1.017	1.192	1.749	2.447	2.545	1.575		
Total	1.037	1.207	1.764	2.463	2.778	1.599		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	2.692	1.378	1.881	2.987	4.086	2.634
6-10	-	1.356	1.846	2.840	4.441	2.639
11-15	-	1.463	1.839	2.923	4.133	2.727
16-20	-	1.378	1.834	2.849	4.106	2.669
20-25	-	1.367	1.851	2.777	3.748	2.558
25-35	-	1.283	1.814	2.789	3.922	2.481
35+	1.295	1.246	1.799	2.579	3.721	2.311
Total	1.504	1.270	1.812	2.661	3.846	2.396

[1] Includes townhomes and apartments in duplexes.

[2] Includes bachelor, 1 bedroom and 2 bedroom+ apartments.

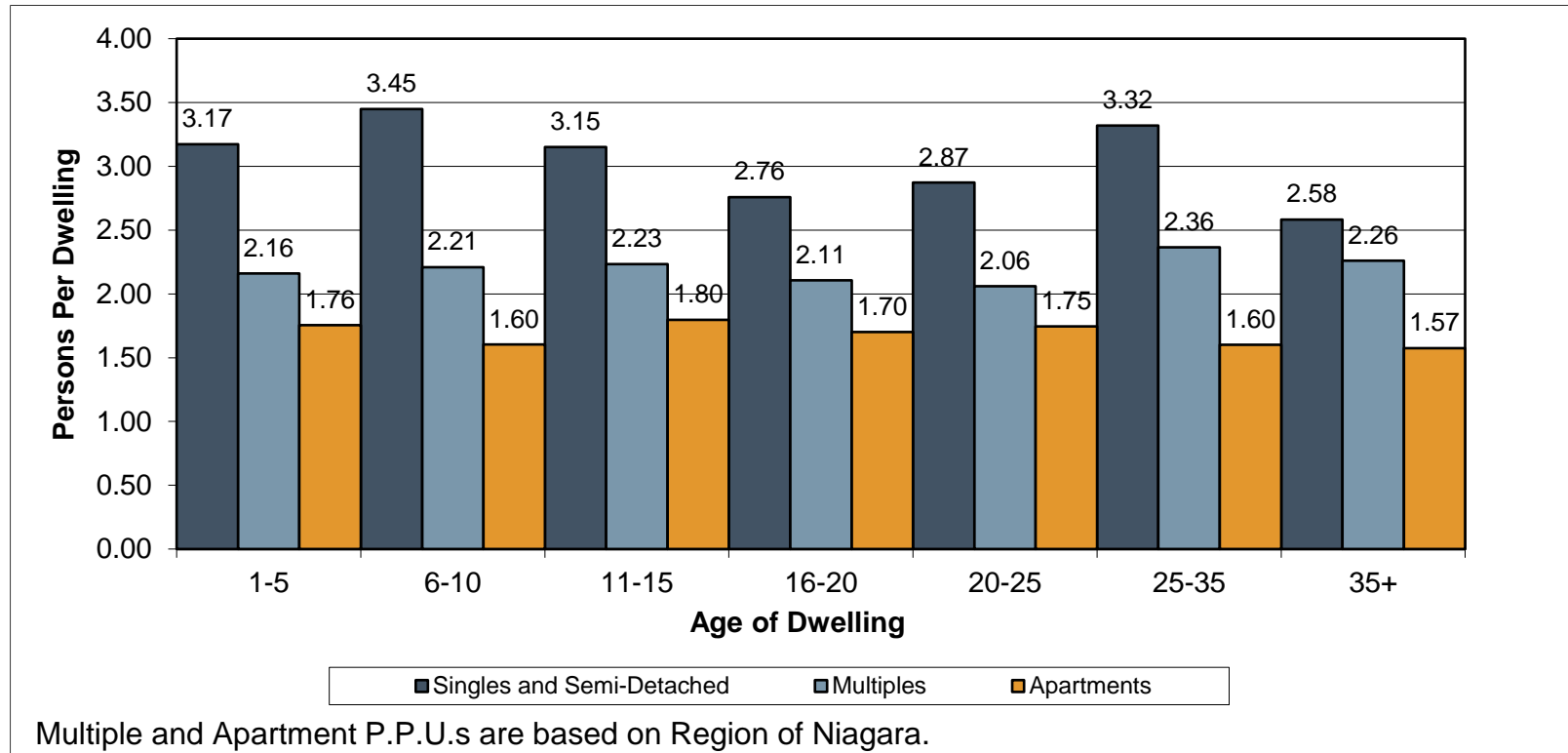
[3] Adjusted based on historical trends.

Note: Does not include Statistics Canada data classified as "Other."

P.P.U. Not calculated for samples less than or equal to 50 dwelling units and does not include institutional population



Schedule 9
City of Thorold
Person Per Unit Structural Type and Age of Dwelling
(2021 Census)





Schedule 10a City of Thorold Employment Forecast, 2024 to Urban Buildout

Period	Population	Activity Rate								Employment								Employment
		Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total	N.F.P.O.W. ^[1]	Total Including N.F.P.O.W.	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total	N.F.P.O.W. ^[1]	Total Employment (Including N.F.P.O.W.)	Total (Excluding Work at Home and N.F.P.O.W.)
Mid 2011	17,931	0.002	0.017	0.098	0.108	0.124	0.349	0.043	0.392	40	305	1,753	1,933	2,220	6,250	778	7,028	5,945
Mid 2016	18,801	0.006	0.024	0.100	0.129	0.117	0.376	0.051	0.428	105	460	1,875	2,430	2,205	7,075	967	8,042	6,615
Mid 2024	29,343	0.004	0.027	0.065	0.083	0.076	0.254	0.045	0.299	103	792	1,911	2,432	2,219	7,457	1,318	8,776	6,665
Niagara Region O.P. Forecast ^[2]	38,707	0.003	0.031	0.067	0.099	0.077	0.276	0.047	0.323	103	1,197	2,581	3,817	2,993	10,692	1,818	12,510	9,494
Buildout ^[3]	51,312	0.002	0.031	0.070	0.099	0.077	0.279	0.047	0.326	103	1,587	3,599	5,060	3,968	14,317	2,410	16,727	12,730
Incremental Change																		
Mid 2011 - Mid 2016	870	0.0034	0.0075	0.0020	0.0215	-0.0065	0.0278	0.0080	0.0358	65	155	123	498	-15	825	189	1,014	670
Mid 2016 - Mid 2024	10,542	-0.0021	0.0025	-0.0346	-0.0464	-0.0417	-0.1222	-0.0065	-0.1287	-2	332	36	2	14	382	351	734	50
Mid 2024 - Niagara Region O.P. Forecast	9,364	-0.0008	0.0039	0.0016	0.0157	0.0017	0.0221	0.0020	0.0241	0	405	670	1,385	774	3,234	500	3,734	2,829
Mid 2024 - Buildout	21,969	-0.0015	0.0039	0.0050	0.0157	0.0017	0.0249	0.0020	0.0269	0	795	1,688	2,628	1,749	6,860	1,092	7,952	6,065

^[1] Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as "persons who do not go from home to the same workplace location at the beginning of each shift. Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."

^[2] Niagara Region O.P. Forecast is based on the Niagara Region Official Plan, November 4, 2022, 2051 forecast for the City of Thorold. It is noted that the timing of growth may be accelerated relative to the Niagara Region Official Plan.

^[3] The buildout forecast refers to the buildout of the City of Thorold designated urban area based on current local land-use designations.

Note: Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.

Source: Derived from Niagara Region Official Plan, November 4, 2022, PDS 17-2022, 2051 Land Needs Assessment, June 2022, Hemson Consulting Ltd., and discussions with City of Thorold staff regarding regarding developable land supply, development yields and servicing capacity, by Watson & Associates Economists Ltd.



Schedule 10b
City of Thorold
Employment and Gross Floor Area (G.F.A.) Forecast, 2024 to Urban Buildout

Period	Population	Employment					Gross Floor Area in Square Feet (Estimated) ^[1]			
		Primary	Industrial	Commercial/ Population Related	Institutional ^[2]	Total	Industrial	Commercial/ Population Related	Institutional ^[2]	Total
Mid 2011	17,931	40	1,753	1,933	2,220	5,945				
Mid 2016	18,801	105	1,875	2,430	2,205	6,615				
Mid 2024	29,343	103	1,911	2,432	2,219	6,665				
Niagara Region O.P. Forecast	38,707	103	2,581	3,817	2,942	9,443				
Buildout	51,312	103	3,599	5,060	3,848	12,610				
Incremental Change										
Mid 2011 - Mid 2016	870	65	123	498	-15	670				
Mid 2016 - Mid 2024	10,542	-2	36	2	14	50				
Mid 2024 - Niagara Region O.P. Forecast	9,364	0	670	1,385	723	2,778	803,900	623,300	488,300	1,915,500
Mid 2024 - Buildout	21,969	0	1,688	2,628	1,629	5,945	2,026,100	1,182,600	1,099,600	4,308,300

^[1] Square Foot Per Employee Assumptions

Industrial	1,200
Commercial/Population-Related	450
Institutional	675

^[2] Forecast institutional employment and gross floor area has been adjusted downward to account for employment associated with special care units.

*Reflects Mid-2024 to Buildout forecast period.

Note: Numbers may not add up precisely due to rounding.

Source: Watson & Associates Economists Ltd.



Schedule 10c
City of Thorold
Estimate of the Anticipated Amount, Type and Location of
Non-Residential Development for Which Development Charges Can Be Imposed

Development Location	Timing	Industrial G.F.A. S.F. ^[1]	Commercial G.F.A. S.F. ^[1]	Institutional G.F.A. S.F. ^{[1],[2]}	Total Non-Residential G.F.A. S.F.	Employment Increase ^[3]
Urban	2024 - Niagara Region O.P. Forecast	778,700	612,500	488,300	1,879,500	2,733
	2024 - Buildout	1,973,300	1,159,600	1,099,600	4,232,500	5,850
Rolling Meadows	2024 - Niagara Region O.P. Forecast	128,400	87,300	35,100	250,800	353
	2024 - Buildout	322,800	191,700	77,000	591,500	809
Remaining Urban	2024 - Niagara Region O.P. Forecast	650,300	525,200	453,200	1,628,700	2,380
	2024 - Buildout	1,650,500	967,900	1,022,600	3,641,000	5,041
Rural	2024 - Niagara Region O.P. Forecast	25,200	10,800	-	36,000	45
	2024 - Buildout	52,800	23,000	-	75,800	95
City of Thorold	2024 - Niagara Region O.P. Forecast	803,900	623,300	488,300	1,915,500	2,778
	2024 - Buildout	2,026,100	1,182,600	1,099,600	4,308,300	5,945

^[1] Square Foot Per Employee Assumptions

Industrial	1,200
Commercial/Population-Related	450
Institutional	675

^[2] Forecast institutional employment and gross floor area has been adjusted downward to account for employment associated with special care units.

^[3] Employment Increase does not include No Fixed Place of Work.

*Reflects Mid-2024 to Buildout forecast period.

Note: Numbers may not add up precisely due to rounding.

Source: Watson & Associates Economists Ltd.



Schedule 10d
City of Thorold
Estimate of the Anticipated Amount, Type and Location of
Non-Residential Development for Which Development Charges Can Be Imposed
In the Brock Business Park Secondary Plan Area

Development Location	Employment Growth				Gross Floor Area (GFA) ^[1]			
	Industrial	Commercial	Institutional	Total Employment	Industrial (GFA Sq.ft.)	Commercial (GFA Sq.ft.)	Institutional (GFA Sq.ft.)	Total (GFA Sq.ft.)
Mixed Use	-	232	200	432	-	92,800	110,000	202,800
Employment	20	210	160	390	24,000	84,000	88,000	196,000
Institutional							-	-
Total	20	442	360	822	24,000	176,800	198,000	398,800

^[1] Square Foot Per Employee Assumptions

Industrial	1,200
Commercial/Population-Related	400
Institutional	550

Note: Floor space per worker assumptions in the Brock Business Park Secondary Plan Area may vary from City-wide averages.

Source: Forecast adapted from the City of Thorold Area-Specific Development Charges Background Study – Brock Business Park, April 8, 2022, by Watson & Associates Economists Ltd.



Appendix B

Level of Service



Appendix B: Level of Service

SUMMARY OF SERVICE STANDARDS AS PER DEVELOPMENT CHARGES ACT, 1997, AS AMENDED							
Service Category	Sub-Component	15 Year Average Service Standard					Maximum Ceiling LOS
		Cost (per capita)		Quantity (per capita)	Quality (per capita)		
Service Related to a Highway	Services Related to a Highway - Roads	\$35,740.20	0.0072	km of roadways	4,963,917	per km	785,176,454
	Services Related to a Highway - Traffic Signals & Streetlights	\$101.33	0.0080	No. of Traffic Signals	12,666	per signal	2,226,119
	Public Works - Facilities	\$667.11	1.2310	sq.ft. of building area	542	per sq.ft.	14,655,740
	Public Works - Vehicles & Equipment	\$284.10	0.0018	No. of vehicles and equipment	157,833	per vehicle	6,241,393
Fire Protection	Fire Protection Services - Facilities	\$1,382.74	1.6529	sq.ft. of building area	837	per sq.ft.	12,947,977
	Fire Protection Services - Vehicles & Equipment	\$786.33	0.0009	No. of vehicles	873,700	per vehicle	7,363,194
	Fire Protection Services - Small Equipment and Gear	\$184.84	0.0206	No. of equipment and gear	8,973	per item	1,730,842
Parks & Recreation	Parkland Development	\$1,085.18	0.0041	Hectares of Parkland	264,678	per hectare	10,161,626
	Parkland Amenities	\$781.61	0.0027	No. of parkland amenities	289,485	per amenity	7,318,996
	Parkland Trails	\$1,244.52	0.0007	Number of Trails	1,777,886	per linear m	11,653,685
	Recreation Facilities	\$3,133.91	4.8220	sq.ft. of building area	650	per sq.ft.	29,345,933
	Parks & Recreation Vehicles and Equipment	\$106.97	0.0017	No. of vehicles and equipment	62,924	per vehicle	1,001,667
Library	Library Services - Facilities	\$351.48	0.5779	sq.ft. of building area	608	per sq.ft.	3,291,259
	Library Services - Collection Materials	\$229.90	4.3867	No. of library collection items	52	per collection item	2,152,784



**City of Thorold
Service Standard Calculation Sheet**

Service: Fire Protection Services - Facilities
Unit Measure: sq.ft. of building area

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Bld'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
Station #1 -(16 Towpath Street, Thorold)	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	\$600	\$702
Station #2 - Thorold South (701 Allanburg Road, Thorold)	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	11,081	\$750	\$934
Station #3 - (7 River Street, Port Robinson)	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	\$450	\$534
Station #4 - (2189 RR20, Welland, ON)	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	\$750	\$1,063
Total	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081	33,081		

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	1.83	1.84	1.84	1.83	1.82	1.81	1.77	1.76	1.72	1.66	1.56	1.45	1.39	1.32	1.19

15 Year Average	2009 to 2023
Quantity Standard	1.65
Quality Standard	\$837
Service Standard	\$1,383

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$1,383
Eligible Amount	\$12,947,977



**City of Thorold
Service Standard Calculation Sheet**

Service: Fire Protection Services - Vehicles & Equipment
Unit Measure: No. of vehicles

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/Vehicle)
Tankers	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$800,000
Mini Pumper	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$393,000
Pumpers	5	5	5	5	5	5	5	5	5	5	4	4	4	4	5	\$1,400,000
Pumper/Tanker	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$900,000
Aerial Ladder Truck	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$3,000,000
Staff Vehicles	2	2	2	2	3	3	3	3	3	3	4	4	4	4	5	\$86,000
Boat and Trailer	1	1	1	1	1	1	1	1	1	1	-	-	-	-	-	\$62,000
Heavy Rescue	4	4	4	4	4	4	4	4	4	4	4	4	4	4	1	\$715,000
Light Rescue	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$306,000
Inflatable Polar 75	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$20,000
Total	18	18	18	18	19	19	19	19	19	19	19	19	19	19	18	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.0010	0.0010	0.0010	0.0010	0.0010	0.0010	0.0010	0.0010	0.0010	0.0010	0.0009	0.0008	0.0008	0.0008	0.0006

15 Year Average	2009 to 2023
Quantity Standard	0.0009
Quality Standard	\$873,700
Service Standard	\$786

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$786
Eligible Amount	\$7,363,194



Service Standard Calculation Sheet

Service: Fire Protection Services - Small Equipment and Gear
 Unit Measure: No. of equipment and gear

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/item)
Personal Fire Fighter Equipment	130	130	130	130	130	130	130	130	130	130	130	130	130	130	158	\$9,200
Communications Equipment	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$531,000
Other Station Equipment (General Portable Pumps)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	\$371,000
Jaws Of Life - Hydraulic	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	\$88,000
Defibrillator (SAED)	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$35,000
Defibrillator (AED)	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	\$8,700
Air Compress-Purify	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$114,000
Self Contained Breathing Apparatus	40	40	40	40	40	40	40	40	40	40	40	40	40	40	45	\$11,000
SCBA Air Cylinders	90	90	90	90	90	90	90	90	90	90	90	90	90	90	100	\$1,800
SCBA Personal Masks	80	130	130	130	130	130	130	130	130	130	130	130	130	130	111	\$400
Fixed Generator	-	1	1	1	1	1	1	1	1	1	1	1	3	3	3	\$50,000
Thermal Imaging Cameras	4	4	4	4	4	4	4	4	4	4	4	4	4	4	5	\$16,000
Low Angle Rescue Rope Equipment (Ropes, Helmets, TTRS Kits)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	\$12,000
Nozzles	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$81,000
Hoses	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$109,000
Pressure Fans	3	3	3	3	3	3	3	3	3	5	5	5	5	5	5	\$5,000
Total	363	414	414	414	414	414	414	414	414	416	416	416	418	418	445	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.020	0.023	0.023	0.023	0.023	0.023	0.022	0.022	0.022	0.021	0.020	0.018	0.018	0.017	0.016

15 Year Average	2009 to 2023
Quantity Standard	0.021
Quality Standard	\$8,973
Service Standard	\$185

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$185
Eligible Amount	\$1,730,842



**City of Thorold
Service Standard Calculation Sheet**

Service: Services Related to a Highway - Roads
Unit Measure: km of roadways

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/km)
Paved Roads HCB	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	114.70	\$5,480,000
Paved Roads LCB	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	17.30	\$3,380,000
Gravel	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	11.40	\$2,480,000
Total	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	143.40	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.0079	0.0080	0.0080	0.0079	0.0079	0.0078	0.0077	0.0076	0.0074	0.0072	0.0068	0.0063	0.0060	0.0057	0.0052

15 Year Average	2009 to 2023
Quantity Standard	0.0072
Quality Standard	\$4,963,917
Service Standard	\$35,740

D.C. Amount (before deductions)	City-Wide Buildout
Forecast Population	21,969
\$ per Capita	\$35,740
Eligible Amount	\$785,176,454



**City of Thorold
Service Standard Calculation Sheet**

Service: Services Related to a Highway - Traffic Signals & Streetlights

Unit Measure: No. of Traffic Signals

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/item)
Pine St and Richmond St	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$300,000
Ormond St and Clairmont St	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$300,000
Ormond St and Regent St	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$300,000
Signalized Crosswalks	-	-	-	-	-	-	-	-	1	2	2	2	2	2	2	\$36,000
Streetlights - each	157	157	157	157	157	157	157	157	157	157	157	157	157	157	157	\$7,000
Total	160	160	160	160	160	160	160	160	161	162	162	162	162	162	162	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.0089	0.0089	0.0089	0.0089	0.0088	0.0087	0.0086	0.0085	0.0084	0.0081	0.0076	0.0071	0.0068	0.0065	0.0058

15 Year Average	2009 to 2023
Quantity Standard	0.0080
Quality Standard	\$12,666
Service Standard	\$101

D.C. Amount (before deductions)	City-Wide Buildout
Forecast Population	21,969
\$ per Capita	\$101
Eligible Amount	\$2,226,119



**City of Thorold
Service Standard Calculation Sheet**

Class of Service: Public Works - Facilities
Unit Measure: sq.ft. of building area

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Bld'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
Works Barn	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	17,280	\$400	\$587
Offices	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	2,840	\$600	\$600
Salt Storage Quonset	1,400	1,400	1,400	-	-	-	-	-	-	-	-	-	-	-	-	\$175	\$175
Fabric Salt Storage Building	-	-	-	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	\$175	\$175
Parks Barn	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000	-	-	-	-	-	-	-	\$400	\$480
Total	25,520	25,520	25,520	26,520	26,520	26,520	26,520	26,520	22,520	22,520	22,520	22,520	22,520	22,520	22,520		

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	1.41	1.42	1.42	1.47	1.46	1.45	1.42	1.41	1.17	1.13	1.06	0.99	0.95	0.90	0.81

15 Year Average	2009 to 2023
Quantity Standard	1.23
Quality Standard	\$542
Service Standard	\$667

D.C. Amount (before deductions)	City-Wide Buildout
Forecast Population	21,969
\$ per Capita	\$667
Eligible Amount	\$14,655,740



**City of Thorold
Service Standard Calculation Sheet**

Class of Service: Public Works - Vehicles & Equipment
Unit Measure: No. of vehicles and equipment

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/Vehicle)
VANS																
DODGE 1-Ton Van	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$50,000
CHEV 1-Ton Van	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$50,000
FORD 1-Ton Van	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$50,000
TRUCKS																
FORD F-150 Pickup	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$50,000
DODGE RAM Pickup	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$50,000
DODGE RAM Pickup	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$50,000
FORD F-450 Pickup - Water Truck	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$140,000
CHEVEROLET Crew Cab Dump	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
DODGE Crew Cab	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$52,000
FORD F-350 Crew Cab Dump	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
FORD F-350 Crew Cab Dump	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
CHEV SILVERADO Pickup	-	-	-	1	1	1	1	1	1	1	1	1	1	1	1	\$50,000
SANDERS AND PLOWS																
INTL Dump(S&P)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$358,000
INTL Dump(S&P)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$358,000
INTL Dump(S & P)-Side Tilt	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$358,000
FRHT Dump(S & P)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$358,000
INTL Dump(S & P) -Tandem	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$390,000
FRHT Dump(S & P)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$358,000
SPECIALTY																
JOHN DEERE Backhoe	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$175,000
Hoe Ram	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$73,000
Vibratory Plate	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$36,000
CHAMPION Grader(P)	1	1	1	1	1	1	1	-	-	-	-	-	-	-	-	\$438,000
Sidewalk Grinder	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$18,000
CASE 521E Loader(P)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$280,000
CAT 924H Loader(P)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$280,000
TYMCO DST-6 Street Sweeper	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$473,000
JOHN DEERE Tractor												1	1	1	1	\$429,000
FORD Indust Tractor	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$286,000
Hydrovac												1	1	1	1	\$143,000
HotBox x2											1	1	1	1	1	\$172,000
Equipment Trailers (3)	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	\$14,000
CHEVROLET Cargo Van 3/4 Ton	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	\$43,000
DODGE Mini Van	-	-	-	-	-	-	1	1	1	1	1	1	1	1	1	\$43,000
Trackless Sidewalk Plow	-	-	-	-	-	1	1	1	1	1	1	1	1	1	1	\$244,000



**City of Thorold
Service Standard Calculation Sheet**

Class of Service: Public Works - Vehicles & Equipment
Unit Measure: No. of vehicles and equipment

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/Vehicle)
INTERNATIONAL HV6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	\$400,000
HYUNDAI ESE	-	-	-	-	-	-	-	-	1	1	1	1	1	1	1	\$29,000
GMC V2G	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$107,000
RAM HRG	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$71,000
FORD DRW	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$122,000
PETERBILT (Sweeper)	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	\$643,000
INTERNATIONAL HV6 - 5 Tonne	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	\$400,000
FORD Edge	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	\$64,000
FORD Edge	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	\$64,000
FORD Edge	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	\$64,000
FORD Edge	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	\$64,000
FORD Edge	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	\$64,000
FORD Cof	-	-	-	-	-	-	1	1	1	1	1	1	1	1	1	\$86,000
CHEVROLET Silverado	-	-	-	-	1	1	1	1	1	1	1	1	1	1	1	\$93,000
Total	29	29	29	30	31	32	34	33	34	35	39	41	45	48	49	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.0016	0.0016	0.0016	0.0017	0.0017	0.0017	0.0018	0.0018	0.0018	0.0018	0.0018	0.0018	0.0019	0.0019	0.0018

15 Year Average	2009 to 2023
Quantity Standard	0.0018
Quality Standard	\$157,833
Service Standard	\$284

D.C. Amount (before deductions)	City-Wide Buildout
Forecast Population	21,969
\$ per Capita	\$284
Eligible Amount	\$6,241,393



Service Standard Calculation Sheet

Service: Parkland Development
 Unit Measure: Hectares of Parkland

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/Ha)
City Parks	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	\$475,000
Community Parks	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	28.40	\$400,000
Neighbourhood Parks	5.70	5.70	5.70	5.70	5.70	5.70	5.70	5.70	5.70	5.70	5.70	5.70	5.70	7.62	7.62	\$300,000
Parkettes	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.11	\$125,000
Open Space and Passive Areas	31.80	31.80	31.80	31.80	31.80	31.80	31.80	31.80	31.80	31.80	31.80	31.80	31.80	33.82	34.07	\$100,000
Total	81.01	81.01	81.01	81.01	81.01	81.01	81.01	81.01	81.01	81.01	81.01	81.01	81.01	84.95	85.20	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.0045	0.0045	0.0045	0.0045	0.0045	0.0044	0.0043	0.0043	0.0042	0.0041	0.0038	0.0036	0.0034	0.0034	0.0031

15 Year Average	2009 to 2023
Quantity Standard	0.0041
Quality Standard	\$264,678
Service Standard	\$1,085

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$1,085
Eligible Amount	\$10,161,626



**City of Thorold
Service Standard Calculation Sheet**

Service: Parkland Trails
Unit Measure: Number of Trails

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/ Trail)
Battle of Beaverdams Park (0.7km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$455,000
Richmond (Accessible) (0.2km)	-	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$130,000
Winterberry Park (Accessible) (0.14km)	-	-	-	1	1	1	1	1	1	1	1	1	1	1	1	\$91,000
South Confed (Accessible Path) (0.8km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$520,000
Welland Canals Parkway Trail (12.8 km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$8,320,000
Merritt Trail (11 km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$2,200,000
East Side Trail (5.2 km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$1,040,000
Laura Secord Legacy Trail (4.4 km)	-	-	-	-	-	-	-	-	-	-	-	1	1	1	1	\$2,860,000
Thorold-Fonthill Spur (8.0 km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$5,200,000
DeCew-Allanburg Trail (5.8 km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$1,160,000
Front St. Trail (0.7 km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$455,000
DeCew Rd. Trail (1.5 km)	-	-	-	-	-	-	1	1	1	1	1	1	1	1	1	\$975,000
Merrittville Highway Trail (2.0 km)	-	-	-	-	-	-	1	1	1	1	1	1	1	1	1	\$1,300,000
St. Davids (4.5 km)	-	-	-	-	-	-	1	1	1	1	1	1	1	1	1	\$2,925,000
Gil Gordon Trail (1.9km)	-	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$1,235,000
Collier Road Trail (0.8 km)	-	-	-	-	-	-	-	-	-	-	-	1	1	1	1	\$520,000
Mel Swart Park (2km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$400,000
Port Robinson Rec.Trail (Bridge N/A) (0.3 km)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$195,000
Total	10.00	12.00	12.00	13.00	13.00	13.00	16.00	16.00	16.00	16.00	16.00	18.00	18.00	18.00	18.00	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.0006	0.0007	0.0007	0.0007	0.0007	0.0007	0.0009	0.0009	0.0008	0.0008	0.0008	0.0008	0.0008	0.0007	0.0006

15 Year Average	2009 to 2023
Quantity Standard	0.0007
Quality Standard	\$1,777,886
Service Standard	\$1,245

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$1,245
Eligible Amount	\$11,653,685



**City of Thorold
Service Standard Calculation Sheet**

Service: Parkland Amenities
Unit Measure: No. of parkland amenities

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/item)
Senior Soccer - Lit (C.E. Grose)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$365,000
Senior Soccer - Unlit (South	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$219,000
Softball - Lit (Sullivan)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$365,000
Softball - Unlit (Allanburg)	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$97,000
Softball - Unlit (Port Robinson)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
Softball - Unlit (Martin Street)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
Softball - Unlit (McAdam)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
Softball - Unlit (Quno/Abitibi)	1	1	1	1	-	-	-	-	-	-	-	-	-	-	-	\$97,000
Baseball - Lit (McMillan)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$507,000
Baseball Fieldhouse (McMillan)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$700,000
Baseball - Lit (Sullivan)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$386,000
Baseball - Unlit (South	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$146,000
T-Ball (Beaverarms)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$12,000
T-Ball (Hutt Park)	1	1	1	1	1	1	1	-	-	-	-	-	-	-	-	\$12,000
Tennis Courts (South Confederation)	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$122,000
Bocce Courts (C.E. Grose)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
Bocce Courts (Richmond)	-	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$11,000
Bocce Courts (Allanburg Comm)	-	-	1	1	1	1	1	1	1	1	1	1	1	1	1	\$11,000
Basketball Court (McAdam)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$73,000
Basketball Court (Port Robinson)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$73,000
Basketball Court (South	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$36,000
Basketball Court (Winterberry)	-	-	-	1	1	1	1	1	1	1	1	1	1	1	1	\$73,000
Basketball Court (Beaverarms	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$36,000
Outdoor Pool (Richmond Pool,	-	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$5,606,000
Water Play Facility (Sullivan)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$243,000
Water Play Facility (South	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$365,000
Water Play Facility (Port Robinson	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$263,000
Water Play Facility (McMillan 2)	-	-	1	1	1	1	1	1	1	1	1	1	1	1	1	\$263,000
Water Play Facility (McAdam Park)	-	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$263,000
Playgrounds (Allanburg)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$122,000
Playgrounds (Sullivan)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$122,000
Playgrounds (South Confederation)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$182,000
Playgrounds (Port Robinson)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$97,000
Playgrounds (McAdam)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$122,000
Playgrounds (Hutt Park -	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$122,000
Playgrounds (CE Grose)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$70,000
Playgrounds (Martin St Park)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$70,000
Playgrounds (McMillan)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$70,000



**City of Thorold
Service Standard Calculation Sheet**

Service: Parkland Amenities
Unit Measure: No. of parkland amenities

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/item)
Playgrounds (Allanburg Comm Park)	-	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$70,000
Playgrounds (Winterberry Park,	-	-	-	1	1	1	1	1	1	1	1	1	1	1	1	\$123,000
Playgrounds (Beaverdams Village)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$122,000
Playgrounds (Battle of Beaverdams)	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	\$300,000
Playground (Merritt Meadows)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	\$300,000
Playground (Hansler Heights)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	\$300,000
Playground (Rolling Meadows)	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$400,000
Skateboard Park (McAdam)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$243,000
Gazebo (Port Robinson)	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	\$43,000
Gazebo (McAdam)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$73,000
Gazebo (Battle of Beaverdams)														1	1	\$122,000
Boardwalk (Mel Swart)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$608,000
Pavilion (Mel Swart Park)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$35,000
Band shell (Battle of Beaverdams)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$608,000
Gazebo (Richmond) (accessible)	-	-	1	1	1	1	1	1	1	1	1	1	1	1	1	\$44,000
6 p/n tables, 6 benches and 3 BBQs	-	-	1	1	1	1	1	1	1	1	1	1	1	1	1	\$35,000
Washrooms/Clubhouse - C. E.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$750,000
Washrooms/Canteen - Sullivan Park	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$300,000
Washroom/Changeroom/Canteen -	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$600,000
Washroom - South Confederation	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$270,000
Washroom - Port Robinson	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	\$60,000
Washroom - McAdam Park	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	\$270,000
Total	45	49	53	55	54	54	54	53	53	55	56	56	56	59	61	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.0025	0.0027	0.0030	0.0030	0.0030	0.0029	0.0029	0.0028	0.0028	0.0028	0.0026	0.0025	0.0024	0.0024	0.0022

15 Year Average	2009 to 2023
Quantity Standard	0.0027
Quality Standard	\$289,485
Service Standard	\$782

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$782
Eligible Amount	\$7,318,996



**City of Thorold
Service Standard Calculation Sheet**

Service: Recreation Facilities
Unit Measure: sq.ft. of building area

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Bld'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
Arena #1 - Frank Doherty	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	39,000	\$600	\$691
Arena #2 - James Whyte	28,500	28,500	28,500	28,500	28,500	28,500	28,500	28,500	28,500	28,500	28,500	28,500	28,500	-	-	\$600	\$702
Senior's Centre	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	\$500	\$589
Allenburg Community Centre	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	8,100	\$500	\$721
Darlene Ryan Community Centre	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	2,200	\$500	\$631
Community Activities Office (2 Carleton Street)	1,200	1,200	1,200	-	-	-	-	-	-	-	-	-	-	-	-	\$350	\$845
Parks Building - Storage - Carleton St.	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	-	-	-	-	-	-	\$175	\$272
Parks Quonset Hut	-	-	-	-	-	-	-	-	9,600	9,600	9,600	9,600	9,600	9,600	9,600	\$100	\$143
Canada Games Park - Thorold Share 25% of 204,900 sq.ft.	-	-	-	-	-	-	-	-	-	-	-	-	-	51,225	51,225	\$543	\$543
Total	91,500	91,500	91,500	90,300	90,300	90,300	90,300	90,300	99,900	98,900	98,900	98,900	98,900	121,625	121,625		

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	5.06	5.09	5.10	5.00	4.97	4.93	4.83	4.80	5.19	4.97	4.67	4.33	4.15	4.85	4.39

15 Year Average	2009 to 2023
Quantity Standard	4.82
Quality Standard	\$650
Service Standard	\$3,134

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$3,134
Eligible Amount	\$29,345,933



**City of Thorold
Service Standard Calculation Sheet**

Service: Parks & Recreation Vehicles and Equipment
Unit Measure: No. of vehicles and equipment

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/Vehicle)
Aerator 3 Pt Hitch	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$9,000
Auger 3 Pt Hitch	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$2,000
Electric Ice Resurfacers (Zamboni)	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	\$393,000
GM Pickup	-	-	-	1	1	1	1	1	1	1	1	1	1	1	1	\$41,000
Ice Edger (Propane)	2	2	2	2	2	2	2	2	2	2	1	1	1	1	1	\$7,000
Ice Edger (Electric)	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$11,000
John Deere Gator	2	2	2	2	2	2	2	2	2	2	1	1	1	1	1	\$34,000
John Deere Tractor 2155/5325	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$85,000
Kubota F2560/F2560E	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	\$63,000
Kubota F2880	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	\$63,000
Kubota GF1800	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	\$42,000
Kubota Sweeping Attachment	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$11,000
Kubota UTV	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	\$50,000
Land Pride 3Pt Hitch	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$9,000
Mowers	-	-	-	-	-	-	-	-	-	2	2	2	2	2	2	\$57,000
New Holland Tractor	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$85,000
Millenium - Ice Resurfacers	2	2	2	2	2	2	2	2	2	2	2	2	2	1	1	\$194,000
Scarifier	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$14,000
Snow Blower (Kabota)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$7,000
Strongco 580M Backhoe	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$243,000
Trac Vac New	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	\$10,000
GMC Sierra Gaz Summit	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$86,000
Dodge 1500 Pick Up	-	-	-	1	1	1	1	1	1	1	1	1	1	1	1	\$86,000
Chev Silverado	-	-	1	1	1	1	1	1	1	1	1	1	1	1	1	\$86,000
Ford F250 Dump Truck	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$143,000
Ford F350 Dump Truck	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$179,000
Landscape Trailer	-	-	-	-	-	-	-	-	1	1	1	1	1	1	1	\$19,000
20 Ft Flatbed Trailer	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	\$19,000
20 Ft Flatbed Trailer	-	-	-	-	-	-	-	-	-	-	-	1	1	1	1	\$18,000
Landscape Trailer	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	\$19,000
20 Ft Flatbed Trailer	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	\$19,000
Ford Super Duty DXL	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$100,000
Ford F150 4x4	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$86,000



Service: Parks & Recreation Vehicles and Equipment
 Unit Measure: No. of vehicles and equipment

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/Vehicle)
Ford F150 P/up	-	-	-	-	-	-	-	-	1	1	1	1	1	1	1	\$86,000
Dodge Ram P/up	-	-	-	-	-	-	-	-	1	1	1	1	1	1	1	\$86,000
GMC Sierra	-	-	-	-	1	1	1	1	1	1	1	1	1	1	1	\$54,000
Ford F150	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$100,000
Zamboni Ice Resurfacer (Electric/New)	-	-	-	-	-	-	-	-	-	-	-	-	-	0.25	0.25	\$393,000
Kubota F2880	-	-	-	-	-	-	-	-	-	-	-	-	-	0.25	0.25	\$25,000
Ice Resurfacer (Propane/Used)	-	-	-	-	-	-	-	-	-	-	-	-	-	0.25	0.25	\$50,000
Total	27	27	27	30	31	31	31	31	34	40	44	45	45	46	46	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00

15 Year Average	2009 to 2023
Quantity Standard	0.0017
Quality Standard	\$62,924
Service Standard	\$107

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$107
Eligible Amount	\$1,001,667



**City of Thorold
Service Standard Calculation Sheet**

Service: Library Services - Facilities
Unit Measure: sq.ft. of building area

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Bld'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
Main, 14 Ormond St N (Thorold) _Main Building	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	8,654	\$500	\$651
Main, 14 Ormond St N (Thorold) - Chestnut Hall	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	2,846	\$450	\$450
Port Robinson Branch, 46 Cross St (Port Robinson)	300	300	300	-	-	-	-	-	-	-	-	-	-	-	-	\$350	\$1,798
Total	11,800	11,800	11,800	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500	11,500		

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	0.6529	0.6564	0.6581	0.6364	0.6329	0.6279	0.6153	0.6117	0.5969	0.5783	0.5425	0.5040	0.4829	0.4582	0.4147

15 Year Average	2009 to 2023
Quantity Standard	0.5779
Quality Standard	\$608
Service Standard	\$351

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$351
Eligible Amount	\$3,291,259



**City of Thorold
Service Standard Calculation Sheet**

Service: Library Services - Collection Materials
Unit Measure: No. of library collection items

Description	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024 Value (\$/item)
Books	82,515	82,903	82,183	81,262	77,995	68,170	73,968	80,185	81,614	76,870	78,507	79,506	80,236	81,166	40,894	\$44
Periodicals	910	910	934	922	922	722	643	734	643	724	1,625	1,110	998	1,254	280	\$16
CDs, Videos, Talking Books, Cassettes, DVD	3,365	3,559	3,570	3,727	4,251	4,454	4,846	4,950	5,346	5,458	5,993	6,296	6,320	7,078	3,678	\$64
CD-Roms, Microfilms	81	81	74	72	61	42	42	42	42	42	42	42	42	42	42	\$64
Ebooks	-	-	105	207	6,236	6,270	6,442	6,107	6,643	6,214	6,954	7,020	7,128	7,363	7,356	\$86
Video Games	54	62	87	88	101	237	248	135	236	175	195	187	187	185	88	\$86
Eresources (dollars spent) ¹	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	\$462,000
Makerspace	-	2	2	2	4	4	9	12	12	36	36	36	36	35	67	\$200
Hot Spots	-	-	-	-	-	-	-	-	-	-	4	4	4	4	4	\$400
Instruments	-	-	-	-	-	-	-	-	-	-	-	-	-	-	16	\$48
Public Access Computers	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	\$4,400
Chromebooks	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	\$500
Total	86,931	87,523	86,961	86,286	89,576	79,905	86,204	92,171	94,542	89,525	93,363	94,208	94,958	97,134	52,432	

Population	18,072	17,976	17,931	18,071	18,169	18,316	18,691	18,801	19,266	19,887	21,200	22,817	23,816	25,099	27,729
Per Capita Standard	4.81	4.87	4.85	4.77	4.93	4.36	4.61	4.90	4.91	4.50	4.40	4.13	3.99	3.87	1.89

15 Year Average	2009 to 2023
Quantity Standard	4.39
Quality Standard	\$52
Service Standard	\$230

¹ Represents a variety of electronic subscriptions such as ebooks, emagazines, etc.

D.C. Amount (before deductions)	Niagara Region O.P. Target
Forecast Population	9,364
\$ per Capita	\$230
Eligible Amount	\$2,152,784



Appendix C

Long-Term Capital and Operating Cost Examination



Appendix C: Long-Term Capital and Operating Cost Examination

City of Thorold Annual Capital and Operating Cost Impact

As a requirement of the *Development Charges Act, 1997*, as amended, under subsection 10 (2) (c), an analysis must be undertaken to assess the long-term capital and operating cost impacts for the capital infrastructure projects identified within the development charge. As part of this analysis, it was deemed necessary to isolate the incremental operating expenditures directly associated with these capital projects, factor in cost savings attributable to economies of scale or cost sharing where applicable and prorate the cost on a per unit basis (i.e., sq.ft. of building space, per vehicle, etc.). This was undertaken through a review of the City's approved 2022 Financial Information Return.

In addition to the operational impacts, over time the initial capital projects will require replacement. This replacement of capital is often referred to as lifecycle cost. By definition, lifecycle costs are all the costs which are incurred during the life of a physical asset, from the time its acquisition is first considered, to the time it is taken out of service for disposal or redeployment. The method selected for lifecycle costing is the sinking fund method which provides that money will be contributed annually and invested, so that those funds will grow over time to equal the amount required for future replacement. The following factors were utilized to calculate the annual replacement cost of the capital projects (annual contribution = factor X capital asset cost) and are based on an annual growth rate of 2% (net of inflation) over the average useful life of the asset:



Table C-1
City of Thorold
Lifecycle Cost Factors and Average Useful Lives

Asset	Lifecycle Cost Factors	
	Average Useful Life	Factor
Water and Wastewater Infrastructure	75	0.005855083
Facilities	50	0.01182321
Services Related to a Highway	50	0.01182321
Public Works Fleet	7	0.134511956
Facilities	40	0.016555748
Parkland Development	20	0.041156718
Fire Vehicles	15	0.057825472
Small Equipment & Gear	10	0.091326528
Library Materials	10	0.091326528

Table C-2 depicts the annual operating impact resulting from the proposed gross capital projects at the time they are all in place. It is important to note that, while City program expenditures will increase with growth in population, the costs associated with the new infrastructure (i.e., facilities) would be delayed until the time these works are in place.

Table C-2
City of Thorold
Operating and Capital Expenditure Impacts for Future Capital Expenditures

SERVICE/CLASS OF SERVICE	GROSS COST LESS BENEFIT TO EXISTING	ANNUAL LIFECYCLE EXPENDITURES	ANNUAL OPERATING EXPENDITURES	TOTAL ANNUAL EXPENDITURES
1. Wastewater Services - Rolling Meadows				
1.1 Allanburg Sewer Oversizing & Sewer Extension	750,643	18,888	213,431	232,319
2. Wastewater Services				
2.1 Sewers	19,335,462	478,270	5,497,667	5,975,937
3. Water Services				
3.1 Storage and distribution systems	21,789,884	565,664	3,006,075	3,571,739
4. Services Related to a Highway				
4.1 Roads and Related	75,713,973	2,481,401	1,179,800	3,661,201
4.2 Facilities, Fleet, and Equipment	19,655,693	927,345	73,645	1,000,990
5. Fire Protection Services				
5.1 Fire facilities, vehicles & equipment	10,391,992	753,810	538,244	1,292,054
6. Parks and Recreation Services				
6.1 Park development, amenities, trails, recreation facilities, vehicles, and e	22,706,336	1,226,147	1,347,051	2,573,198
7. Library Services				
7.1 Library facilities and materials	7,634,045	359,717	292,402	652,119
Total	177,978,029	6,811,242	12,148,316	18,959,558



Appendix D

D.C. Reserve Fund Policy



Appendix D: D.C. Reserve Fund Policy

D.1 Legislative Requirements

The *Development Charges Act, 1997*, as amended (D.C.A.) requires development charge (D.C.) collections (and associated interest) to be placed in separate reserve funds. Sections 33 through 36 of the D.C.A. provide the following regarding reserve fund establishment and use:

- A municipality shall establish a reserve fund for each service to which the D.C. by-law relates; subsection 7 (1), however, allows services to be grouped into categories of services for reserve fund (and credit) purposes and for classes of services to be established.
- The municipality shall pay each D.C. it collects into a reserve fund or funds to which the charge relates.
- The money in a reserve fund shall be spent only for the “capital costs” determined through the legislated calculation process (as per subsection 5 (1) 2 to 8).
- Money may be borrowed from the fund but must be paid back with interest (O. Reg. 82/98, subsection 11 (1) defines this as Bank of Canada rate either on the day the by-law comes into force or, if specified in the by-law, the first business day of each quarter).
- D.C. reserve funds may not be consolidated with other municipal reserve funds for investment purposes and may only be used as an interim financing source for capital undertakings for which D.C.s may be spent (section 37).

Annually, the Treasurer of the municipality is required to provide Council with a financial statement related to the D.C. by-law(s) and reserve funds. This statement must be made available to the public and may be requested to be forwarded to the Minister of Municipal Affairs and Housing.

Subsection 43 (2) and O. Reg. 82/98 prescribe the information that must be included in the Treasurer’s statement, as follows:

- opening balance;
- closing balance;



- description of each service and/or service category for which the reserve fund was established (including a list of services within a service category);
- transactions for the year (e.g. collections, draws) including each asset's capital costs to be funded from the D.C. reserve fund and the manner for funding the capital costs not funded under the D.C. by-law (i.e. non-D.C. recoverable cost share and post-period D.C. recoverable cost share);
- for projects financed by D.C.s, the amount spent on the project from the D.C. reserve fund and the amount and source of any other monies spent on the project;
- amounts borrowed, purpose of the borrowing, and interest accrued during previous year;
- amount and source of money used by the municipality to repay municipal obligations to the D.C. reserve fund;
- list of credits by service or service category (outstanding at the beginning of the year, given in the year, and outstanding at the end of the year by the holder);
- for credits granted under section 14 of the previous D.C.A., a schedule identifying the value of credits recognized by the municipality, the service to which it applies and the source of funding used to finance the credit; and
- a statement as to compliance with subsection 59 (1) of the D.C.A., whereby the municipality shall not impose, directly or indirectly, a charge related to a development or a requirement to construct a service related to development, except as permitted by the D.C.A. or another Act.

Recent changes arising from Bill 109 (*More Homes for Everyone Act, 2022*) provide that the Council shall make the statement available to the public by posting the statement on the website or, if there is no such website, in the municipal office. In addition, Bill 109 introduced the following requirements which shall be included in the treasurer's statement.

- For each service for which a development charge is collected during the year
 - whether, as of the end of the year, the municipality expects to incur the amount of capital costs that were estimated, in the relevant development charge background study, to be incurred during the term of the applicable development charge by-law, and
 - if the answer to subparagraph i is no, the amount the municipality now expects to incur and a statement as to why this amount is expected;



- For any service for which a development charge was collected during the year but in respect of which no money from a reserve fund was spent during the year, a statement as to why there was no spending during the year.

Additionally, as per subsection 35 (3) of the D.C.A.:

35(3) If a service is prescribed for the purposes of this subsection, beginning in the first calendar year that commences after the service is prescribed and in each calendar year thereafter, a municipality shall spend or allocate at least 60 per cent of the monies that are in a reserve fund for the prescribed service at the beginning of the year.

The services currently prescribed are water, wastewater, and services related to a highway. Therefore, as of 2023, a municipality shall spend or allocate at least 60 percent of the monies in the reserve fund at the beginning of the year. There are generally two (2) ways in which a municipality may approach this requirement:

- a) Include a schedule as part of the annual treasurer's statement; or
- b) Incorporate the information into the annual budgeting process.

Based upon the above, Figure 1 and Attachments 1 and 2, set out the format for which annual reporting to Council should be provided. Attachment 3 provides for the schedule for allocating reserve fund balances to projects.

D.2 D.C. Reserve Fund Application

Section 35 of the D.C.A. states that:

“The money in a reserve fund established for a service may be spent only for capital costs determined under paragraphs 2 to 7 of subsection 5 (1).”

This provision clearly establishes that reserve funds collected for a specific service are only to be used for that service, or to be used as a source of interim financing of capital undertakings for which a D.C. may be spent.



Figure D-1
City of Thorold
Annual Treasurer's Statement of Development Charge Reserve Funds

Description	Services to which the Development Charge Relates							Total
	Services Related to a Highway	Water Services	Wastewater Services	Wastewater Services - Rolling Meadows	Fire Protection Services	Parks and Recreation Services	Library Services	
Opening Balance, January 1, _____								0
<u>Plus:</u>								
Development Charge Collections								0
Accrued Interest								0
Repayment of Monies Borrowed from Fund and Associated Interest ¹								0
Sub-Total	0	0	0		0	0	0	0
<u>Less:</u>								
Amount Transferred to Capital (or Other) Funds ²								0
Amounts Refunded								0
Amounts Loaned to Other D.C. Service Category for Interim Financing								0
Credits ³								0
Sub-Total	0	0	0		0	0	0	0
Closing Balance, December 31, _____	0	0	0		0	0	0	0

¹ Source of funds used to repay the D.C. reserve fund

² See Attachment 1 for details

³ See Attachment 2 for details

The Municipality is compliant with s.s. 59.1 (1) of the *Development Charges Act*, whereby charges are not directly or indirectly imposed on development nor has a requirement to construct a service related to development been imposed, except as permitted by the *Development Charges Act* or another Act.



Figure D-2a
 City of Thorold
 Attachment 1
 Annual Treasurer's Statement of Development Charge Reserve Funds
 Amount Transferred to Capital (or Other) Funds – Capital Fund Transactions

Capital Fund Transactions	Gross Capital Cost	D.C. Recoverable Cost Share					Non-D.C. Recoverable Cost Share				
		D.C. Forecast Period			Post D.C. Forecast Period		Other Reserve/Reserve Fund Draws	Tax Supported Operating Fund Contributions	Rate Supported Operating Fund Contributions	Debt Financing	Grants, Subsidies Other Contributions
		D.C. Reserve Fund Draw	D.C. Debt Financing	Grants, Subsidies Other Contributions	Post-Period Benefit/ Capacity Interim Financing	Grants, Subsidies Other Contributions					
Services Related to a Highway											
Capital Cost A											
Capital Cost B											
Capital Cost C											
Sub-Total - Services Related to Highways	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Water Services											
Capital Cost D											
Capital Cost E											
Capital Cost F											
Sub-Total - Water	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Wastewater Services											
Capital Cost G											
Capital Cost H											
Capital Cost I											
Sub-Total - Wastewater	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0



Figure D-2b
 City of Thorold
 Attachment 1
 Annual Treasurer's Statement of Development Charge Reserve Funds
 Amount Transferred to Capital (or Other) Funds – Operating Fund Transactions

Operating Fund Transactions	Annual Debt Repayment Amount	D.C. Reserve Fund Draw		Post D.C. Forecast Period			Non-D.C. Recoverable Cost Share		
		Principal	Interest	Principal	Interest	Source	Principal	Interest	Source
<u>Services Related to a Highway</u>									
Capital Cost J									
Capital Cost K									
Capital Cost L									
Sub-Total - Services Related to a Highway	\$0	\$0	\$0	\$0	\$0		\$0	\$0	
<u>Water Services</u>									
Capital Cost M									
Capital Cost N									
Capital Cost O									
Sub-Total - Water	\$0	\$0	\$0	\$0	\$0		\$0	\$0	
<u>Wastewater Services</u>									
Capital Cost P									
Capital Cost Q									
Capital Cost R									
Sub-Total - Wastewater	\$0	\$0	\$0	\$0	\$0		\$0	\$0	



Figure D-3
City of Thorold
Attachment 2
Annual Treasurer's Statement of Development Charge Reserve Funds
Statement of Credit Holder Transactions

Credit Holder	Applicable D.C. Reserve Fund	Credit Balance Outstanding Beginning of Year _____	Additional Credits Granted During Year	Credits Used by Holder During Year	Credit Balance Outstanding End of Year _____
Credit Holder A					
Credit Holder B					
Credit Holder C					
Credit Holder D					
Credit Holder E					
Credit Holder F					



Figure D-4
City of Thorold
Attachment 3
Annual Treasurer's Statement of Development Charge Reserve Funds
Statement of Reserve Fund Balance Allocations

Service:	Water
Balance in Reserve Fund at Beginning of Year:	
60% of Balance to be Allocated (at a minimum):	

Projects to Which Funds Will be Allocated

Project Description	Project Number	Total Growth-related Capital Cost Remaining to be Funded	Share of Growth-related Cost Allocated to Date	Share of Growth-related Cost Allocated - Current Year
Total		\$0	\$0	\$0

Service:	Wastewater
Balance in Reserve Fund at Beginning of Year:	
60% of Balance to be Allocated (at a minimum):	

Projects to Which Funds Will be Allocated

Project Description	Project Number	Total Growth-related Capital Cost Remaining to be Funded	Share of Growth-related Cost Allocated to Date	Share of Growth-related Cost Allocated - Current Year
Total		\$0	\$0	\$0

Service:	Services Related to a Highway
Balance in Reserve Fund at Beginning of Year:	
60% of Balance to be Allocated (at a minimum):	

Projects to Which Funds Will be Allocated

Project Description	Project Number	Total Growth-related Capital Cost Remaining to be Funded	Share of Growth-related Cost Allocated to Date	Share of Growth-related Cost Allocated - Current Year
Total		\$0	\$0	\$0



Appendix E

Local Service Policy



Appendix E: Local Service Policy

City of Thorold

General Policy Guidelines on Development Charges and Local Service Funding for Road Related, Stormwater Management, Water and Sanitary Sewer Works

The following guidelines set out, in general terms, the size and nature of engineered infrastructure that is included in the City's development charges (D.C.) study, as a project to be financed at least in part with D.C.s, versus infrastructure that is considered to be a local service, meaning that it is the responsibility of the developer, pursuant to a subdivision or other development agreement.

1. Roads

For the purpose of interpreting this guideline the following meanings will be used:

Collector roads are designed for the movement of light to moderate volumes of local traffic, at moderate speeds, to arterial roads or for the distribution of traffic to local roads. Right-of-way widths shall generally be 20 metres.

Local roads are designed to accommodate low volumes of traffic travelling at low speeds. They provide primarily for land access to abutting properties and shall be designed to discourage the movement of through-traffic.

Arterial roads are intended to carry medium to large volumes of all types of traffic moving at medium speeds. These roads serve the major traffic flows between the principal areas of traffic generation. Right-of-way widths shall generally be from 20 to 26 metres.

1.1 Collector roads internal to development are a direct developer responsibility under section 59 of the *Development Charges Act, 1997* (D.C.A.) (as a local service).

1.2 Local roads and entrances to development are a direct developer responsibility under section 59 of the D.C.A. as a local service.



- 1.3 Collector roads and arterial roads external to development are a direct developer responsibility if the works are within the area to which the plan relates and therefore a local service under section 59 of the D.C.A.; otherwise, include in the D.C. calculation to the extent permitted under subsection 5 (1) of the D.C.A.
- 1.4 Stream crossing and rail crossing road works, excluding underground utilities but including all other works within lands to be dedicated to the City or rail corridors are to be included in the D.C. calculation to the extent permitted under subsection 5 (1) of the D.C.A.

2. Traffic Signals

- 2.1 Traffic signalization within or external to a development are to be included in the D.C. calculation to the extent permitted under subsection 5 (1) of the D.C.A., excluding traffic signals on Regional roads which are a Regional responsibility.

3. Intersection Improvements

- 3.1 New roads (collector and arterial) and road (collector and arterial) improvements are to be included as part of roads costing noted in item 1, to the limits of rights of way.
- 3.2 Intersection improvements within specific developments and all works necessary to connect to entrances (private and specific subdivisions) to the roadway are a direct developer responsibility under section 59 of the D.C.A. as a local service.
- 3.3 Intersections with Regional roads are a Regional responsibility.
- 3.4 Intersections with provincial highways are to be included in the D.C. calculation to the extent that they are a City responsibility.
- 3.5 Intersection improvements on other roads due to development growth increasing traffic are to be included in the D.C. calculation.



4. Streetlights

- 4.1 Streetlights on external roads are linked to the collector roads funding source in item 1.
- 4.2 Streetlights within specific developments are a direct developer responsibility under section 59 of the D.C.A. as a local service.

5. Sidewalks

- 5.1 Sidewalks on Ministry of Transportation and Regional roads are a direct developer responsibility under section 59 of the D.C.A. as a local service.
- 5.2 Sidewalks on area municipal roads are linked to the collector roads funding source in item 1.
- 5.3 Other sidewalks external to development which are a local service within the area to which the plan relates are a direct developer responsibility as a local service provision under section 59 of the D.C.A.

6. Bike Routes/Bike Lanes/Bike Paths/Multi-Use Trails/Naturalized Walkways

- 6.1 Bike routes and bike lanes, within road allowance are considered to be part of the road construction and linked to the roads funding source in item 1.
- 6.2 Bike paths outside road allowances are a direct developer responsibility under section 59 of the D.C.A. as a local service.
- 6.3 Multi-use trails/naturalized walkways/trail bridges/underpasses and associated works external to development are to be included in the area municipal D.C. calculation consistent with the service standard provisions under subsection 5 (1) of the D.C.A.
- 6.4 Multi-use trails/naturalized walkways/trail bridges/underpasses and associated works internal to development are a direct developer responsibility under section 59 of the D.C.A. (as a local service).



7. Noise Abatement Measures

- 7.1 Noise abatement measures internal to a development are a direct developer responsibility under section 59 of the D.C.A. as a local service.
- 7.2 Noise abatement measures external to a development, but required and related to, or to mitigate impacts from the development of the subject lands are a direct developer responsibility under section 59 of the D.C.A. as a local service.

8. Land Acquisition for Road Allowances

- 8.1 Land acquisition for arterial roads – Dedication under the *Planning Act* subdivision provisions (section 51) through development lands; in areas with limited or no development, costs are to be included in the Regional or City D.C. calculation to the extent eligible.
- 8.2 Land acquisition for collector roads – Dedication under the *Planning Act* subdivision provisions (section 51) through development lands (up to a 26-metre right of way); in areas with limited or no development, costs are to be included in the D.C. calculation to the extent eligible.
- 8.3 Land acquisition for grade separations (beyond normal dedication requirements) shall be included in the D.C. calculation to the extent eligible.

9. Land Acquisition for Easements

- 9.1 Easement costs external to subdivisions shall be included in the D.C. calculation.

10. Stormwater Management Facilities

- 10.1 The costs of stormwater management facilities internal to a subdivision and related to a plan of subdivision are considered to be a local service under the D.C.A. and the associated costs are not included in the D.C. calculation.



10.2 Local stormwater management facilities would typically include:

- Stormwater management facilities servicing local drainage areas.
- Storm sewer oversizing associated with local drainage areas.
- Storm sewer works on existing roads.

11. Water

11.1 Major external trunk watermains, being those with sizes over 300 mm are to be included in the D.C. calculation. Watermains 300 mm and under are deemed to be a local service and are to be a direct developer responsibility under section 59 of the D.C.A.

11.2 Major pumping stations are to be included in the D.C. calculation.

11.3 Marginal costs of waterworks (watermain, valves, etc.) internal to a subdivision are to be included in the D.C. calculation for those costs above the 300 mm nominal diameter. Costs for 300 mm and under are deemed to be a local service and a direct developer responsibility under section 59 of the D.C.A.

11.4 Connections to trunk mains and minor pumping stations to service specific areas are to be a direct developer responsibility under section 59 of the D.C.A. as a local service. Minor pumping stations are those that service a single subdivision, or that service adjacent or adjoining subdivisions.

12. Sanitary Sewer

12.1 Major external trunk sanitary sewers, being those with sizes over 300 mm, are to be included in the D.C. calculation. Sewer mains 300 mm and under are deemed to be a local service and a direct developer responsibility under section 59 of the D.C.A.

12.2 Major pumping stations are to be included in the D.C. calculation.

12.3 Marginal costs of sanitary sewer works within the subdivision, which benefit upstream developers, are to be included in the D.C. calculation above the 300 mm nominal diameter and a depth of 5 metres or greater.



- 12.4 Connections to trunk mains and minor pumping stations to service specific areas are to be a direct developer responsibility under section 59 of the D.C.A. as a local service. Minor pumping stations are those that service a single subdivision, or that service adjacent or adjoining subdivisions.
- 12.5 Combined Sewage Overflow (C.S.O.) tanks to service a single subdivision or that service adjacent or adjoining subdivisions are to be a direct developer responsibility under section 59 of the D.C.A. as a local service. Where a C.S.O. benefits more than one landowner, the City may consider including the cost in an area-specific charge.
- 12.6 Upgrades to, or construction of, temporary sanitary pumping stations and/or temporary C.S.O. tanks are considered to be a direct developer responsibility under section 59 of the D.C.A. as a local service.

13. Parkland Development

- 13.1 Preparation of the park plan, retaining necessary consultants to prepare design and grading plans for the park, prior to development, are the owner's responsibility as a local service and part of the conditions of sections 51 and 53 of the *Planning Act* agreements.
- 13.2 Stripping and stockpiling, levelling, top soiling, fencing, seeding and stormwater servicing (consistent with the plan), and provision of services to the lot line are a direct developer responsibility as a local service, and part of the conditions of sections 51 and 53 of the *Planning Act* agreements.
- 13.3 The City also requires the owner to dedicate parkland or provide cash-in-lieu, consistent with the *Planning Act* provisions.
- 13.4 All the above costs are deemed a direct responsibility of the developer and are not included in the D.C. calculation.
- 13.5 All other components of parkland development, including parking, park furniture, signage, landscaping, walkways/trails, fields, diamonds, playground equipment, lighting, irrigation and field houses, etc., are to be included in the D.C. calculation.



Appendix F

Asset Management Plan



Appendix F: Asset Management Plan

The recent changes to the *Development Charges Act, 1997*, as amended (D.C.A.) (new subsection 10 (2) (c.2)) require that the background study must include an asset management plan (A.M.P.) related to new infrastructure. Section 10 (3) of the D.C.A. provides:

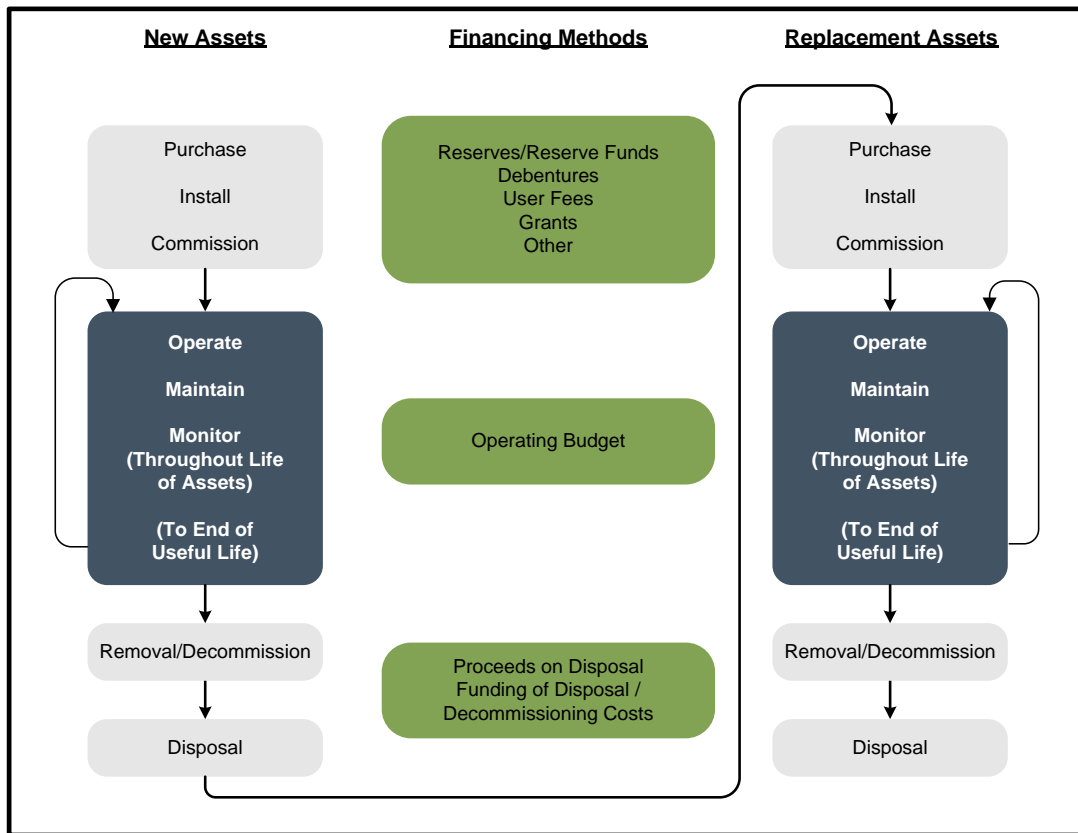
“The asset management plan shall,

- (a) deal with all assets whose capital costs are proposed to be funded under the development charge by-law;
- (b) demonstrate that all the assets mentioned in clause (a) are financially sustainable over their full life cycle;
- (c) contain any other information that is prescribed; and
- (d) be prepared in the prescribed manner.”

In regard to the above, section 8 of the regulations was amended to include subsections (2), (3), and (4) which set out specific detailed requirements for transit (only). For all services except transit, there are no prescribed requirements at this time, thus requiring the municipality to define the approach to include in the background study.

At a broad level, the A.M.P. provides for the long-term investment in an asset over its entire useful life along with the funding. The schematic below identifies the costs for an asset throughout its entire lifecycle. For growth-related works, the majority of capital costs will be funded by the D.C. Non-growth-related expenditures will then be funded from non-D.C. revenues as noted below. During the useful life of the asset, there will be minor maintenance costs to extend the life of the asset along with additional program-related expenditures to provide the full services to the residents. At the end of the life of the asset, it will be replaced by non-D.C. financing sources.

It should be noted that with the recent passing of the *Infrastructure for Jobs and Prosperity Act* (I.J.P.A.) municipalities are now required to complete A.M.P.s, based on certain criteria, which are to be completed by 2022 for core municipal services and 2024 for all other services. The amendments to the D.C.A. do not require municipalities to complete these A.M.P.s (required under I.J.P.A.) for the D.C. background study, rather the D.C.A. requires that the D.C. background study include information to show the assets to be funded by the D.C. are sustainable over their full lifecycle.



In 2012, the Province developed Building Together: Guide for municipal asset management plans which outlines the key elements for an A.M.P., as follows:

State of local infrastructure: asset types, quantities, age, condition, financial accounting valuation and replacement cost valuation.

Desired levels of service: defines levels of service through performance measures and discusses any external trends or issues that may affect expected levels of service or the municipality's ability to meet them (for example, new accessibility standards, climate change impacts).

Asset management strategy: the asset management strategy is the set of planned actions that will seek to generate the desired levels of service in a sustainable way, while managing risk, at the lowest lifecycle cost.

Financing strategy: having a financial plan is critical for putting an A.M.P. into action. By having a strong financial plan, municipalities can also demonstrate that they have



made a concerted effort to integrate the A.M.P. with financial planning and municipal budgeting and are making full use of all available infrastructure financing tools.

Commensurate with the above, the City prepared an A.M.P. in 2021 for core assets and an A.M.P. in 2023 for non-core assets; however, it did not take into account future growth-related assets for all services included in the D.C. calculations. As a result, the asset management requirement for the D.C. must be undertaken in the absence of this information.

In recognition to the schematic above, the following table (presented in 2024 \$) has been developed to provide the annualized expenditures and revenues associated with new growth. Note that the D.C.A. does not require an analysis of the non-D.C. capital needs or their associated operating costs so these are omitted from the table below. As well, as all capital costs included in the D.C.-eligible capital costs are not included in the City's A.M.P.s, the present infrastructure gap and associated funding plan have not been considered at this time. Hence the following does not represent a fiscal impact assessment (including future tax/rate increases) but provides insight into the potential affordability of the new assets:

1. The non-D.C. recoverable portion of the projects that will require financing from municipal financial resources (i.e., taxation, rates, fees, etc.). This amount has been presented on an annual debt charge amount based on 20-year financing.
2. Lifecycle costs for the 2024 D.C. capital works have been presented based on a sinking fund basis. The assets have been considered over their estimated useful lives.
3. Incremental operating costs for the D.C. services (only) have been included.
4. The resultant total annualized expenditures are approximately \$21.49 million.
5. Consideration was given to the potential new taxation and user fee revenues which will be generated as a result of new growth. These revenues will be available to finance the expenditures above. The new operating revenues are approximately \$16.26 million. This amount, totaled with the existing operating revenues of approximately \$75.50 million, provides annual revenues of approximately \$91.76 million by the end of the period.



6. In consideration of the above, the capital plan is deemed to be financially sustainable.

City of Thorold
Asset Management – Future Expenditures and Associated Revenues
2024\$

	Niagara Region O.P. Target (Total)
Expenditures (Annualized)	
Annual Debt Payment on Non-Growth Related Capital ¹	2,493,516
Annual Debt Payment on Post Period Capital ²	41,706
Lifecycle:	
Annual Lifecycle ³	\$6,811,242
Incremental Operating Costs (for D.C. Services)	\$12,148,316
Total Expenditures	\$21,494,780
Revenue (Annualized)	
Total Existing Revenue ⁴	\$75,496,136
Incremental Tax and Non-Tax Revenue (User Fees, Fines, Licences, etc.)	\$16,260,139
Total Revenues	\$91,756,275

¹ Non-Growth Related component of Projects

² Interim Debt Financing for Post Period Benefit

³ All infrastructure costs along with Area Specific figures have been

⁴ As per Sch. 10 of FIR



Appendix G

Proposed D.C. By-law



Appendix G: Proposed D.C. By-law

The Corporation of the City of Thorold

By-law No. _____

A By-law to Establish Development Charges in the City of Thorold.

Whereas the *Development Charges Act, 1997*, S.O. 1997, c. 27 (the "Act") provides that the council of a municipality may by By-law impose development charges against land to pay for increased capital costs required because of increased needs for services; and

Whereas a development charge background study has been completed on March 28, 2024 in accordance with the section 10 of the Act; and

Whereas the Council of the City of Thorold has given notice and held a public meeting on _____, 2024 and _____, 2024, in accordance with the Act and the regulations thereto; and

Whereas Council, on _____, 2024, adopted report XXXXX-XX, as revised thereby indicating that it intends to ensure that the increase in the need for services attributable to the anticipated development will be met, subject to sufficient development charge revenues being generated and other municipal affordability criteria being met; and

Whereas Council determined that no further public meetings were required under section 12 of the Act.

Now therefore, the Council of The Corporation of the City of Thorold enacts as follows:

Definitions

1. In this By-law,

"**Act**" means the *Development Charges Act, 1997*, S.O. 1997, c. 27.

"**Affordable Residential Unit**" means a Dwelling Unit that meets the criteria set out in subsection 4.1 (2) or 4.1(3) of the Act.



"Agricultural use" means the growing of crops, including nursery, biomass, and horticultural crops; raising of livestock; raising of other animals for food, fur or fibre, including poultry and fish; aquaculture; apiaries; agro-forestry; maple syrup production; and associated on-farm buildings and structures located on the same lot, including, but not limited to livestock facilities and manure storage; but shall not include vermiculture, and retail sales activities (such as but not limited to restaurants, banquet facilities, hospitality facilities and gift shops).

"Air-supported structure" means an air supported structure as defined in the *Building Code Act*.

"Apartment" means a building consisting of more than one dwelling unit with a private bathroom and kitchen facilities in each dwelling unit, which includes a stacked townhouse and duplex, but does not include a back-to-back townhouse, a single detached dwelling, a semi-detached dwelling, a group home, a lodging house, a special care/special dwelling, or a multiple dwelling.

"Attainable Residential Unit" means a Dwelling Unit that meets the criteria set out in subsection 4.1(4) of the Act.

"Back-to-back townhouse" means a building containing four or more dwelling units separated vertically by a common wall, including a rear common wall, that do not have rear yard.

"Board of education" means a board of education as specified in the *Education Act*, namely a French-language and/or English-language, public or separate school board;

"Brownfields" means land located within the boundaries of the City, upon which there has been previous agricultural, industrial, institutional, or commercial or open lands use or other use as prescribed under the *Environmental Protection Act*, R.S.O. 1990, c.E. 19 and Ontario Regulation 153/04, thereto, each as amended from time to time, and for which site remediation is required in accordance with a Phase 2 Environmental Site Assessment, and for which a Record of Site Condition has been filed on the Province's Brownfields Environmental Site Registry pursuant to the *Environmental Protection Act*, R.S.O., 1990, c.E,19 and Ontario Regulation 153/04 thereto, each as amended from time to time.



"Building" means a structure, whether permanent or temporary, having a roof supported by columns or walls or supported directly on the foundation and used for accommodation, shelter or storage of people, animals or goods but shall not include a fence, trailer, truck camper, motor home, or tent.

"Building Code Act" means the *Building Code Act*, S.O. 1992, chapter 23, as amended by S.O. 1997, c.24 & S.O. 1997, c.30 Schedule Band any subsequent amendments thereto, to any successor legislation thereto;

"City" means The Corporation of the City of Thorold;

"Class" means a grouping of services combined to create a single service for the purposes of this By-law and as provided in Section 7 of the Development Charges Act.

"Commercial" means any non-residential development that is not "industrial" or "institutional" as defined in this By-law.

"Development" means the construction, erection or placing of one or more buildings or structures on land or the making of an addition or alteration to a building or structure that has the effect of increasing the total floor area, and includes redevelopment.

"Development Charge" means a charge imposed with respect to growth-related net capital costs against land under this By-law.

"Duplex" means a building that is divided horizontally into two (2) dwelling units above grade each of which has an independent entrance either directly to the exterior or through a common vestibule and neither of the units is a second dwelling unit.

"Dwelling unit" means a room or suite of rooms, occupied or capable of being occupied as a single independent and separate housekeeping establishment.

"Dwelling – semi-detached" means a building divided vertically into two (2) dwelling units by a common wall extending from the base of the foundation to the roof, a minimum height of one storey above grade and extending horizontally the entire depth of the building.



"Dwelling – single detached" means a building containing not more than one (1) dwelling unit.

"Existing industrial building" means an industrial use building that has existed on a site when the first building or buildings were constructed on a vacant site pursuant to site plan approval under section 41 of the *Planning Act*.

"Farm building" means a farm building as defined in the Building Code, being a regulation currently in force from time to time under the provisions of the *Building Code Act*.

"Floor" includes a paved, concrete, wooden, gravel, or dirt floor.

"Grade finished" means the average elevation of the surface ground adjoining a building or structure at all exterior walls.

"Group home" means a residential building or the residential portion of a mixed-use building containing a single housekeeping unit which may or may not be supervised on a 24-hour basis on site by agency staff on a shift rotation basis, and funded wholly or in part by any government or its agency, or by public subscription or donation, or by any combination thereof and licensed, approved or supervised by the Province of Ontario for the accommodation of persons under any general or special act and amendments or replacements thereto. A group home may contain an office provided that the office is used only for the operation of the group home in which it is located.

"Hospice" means a building or portion of a mixed-use building designed and intended to provide palliative care and emotional support to the terminally ill in a home or homelike setting so that quality of life is maintained, and family members may be active participants in care.

"Industrial use" means land, buildings or structures used for or in connection with manufacturing by:

- (a) manufacturing, producing, and processing goods for a commercial purpose, as well as storing and/or distribution of goods manufactured, produced or processed on site;



- (b) research or development in connection with manufacturing, producing or processing good for a commercial purpose;
- (c) retail sales by a manufacturer, producer or processor of goods they manufactured, produced or processed, if the retail sales are at the site where the manufacturing, production or processing takes place;
- (d) office or administrative purposes, if it is
 - (i) carried out with respect to manufacturing, producing, processing, storage or distributing of something; and
 - (ii) in or attached to the building or structure used for that manufacturing, producing, processing, storage or distribution.

“Institutional development” means development of a building or structure intended for use:

(a) as a long-term care home within the meaning of subsection 2(1) of the Fixing Long-Term Care Act, 2021, S.O. 2021, c. 39, Sched. 1 (“Fixing Long-Term Care Act”);

(b) as a retirement home within the meaning of subsection 2(1) of the Retirement Homes Act, 2010, S.O. 2010, c. 11

(c) by any of the following post-secondary institutions for the objects of the institution:

- (i) a university in Ontario that receives direct, regular, and ongoing operating funding from the Government of Ontario,
- (ii) a college or university federated or affiliated with a university described in subclause (i), or
- (iii) an Indigenous Institute prescribed for the purposes of section 6 of the Indigenous Institutes Act, 2017, S.O. 2017, c. 34, Sched. 20.

“Interest rate” means the annual rate of interest as set out in section 26.3 of the Act.



"Live/work unit" means a unit which contains separate residential and non-residential areas intended for both residential and non-residential uses concurrently, and shares a common wall or floor with direct access between the residential and non-residential areas.

"Local board" means a public utility commission, transportation commission, public library board, board of park management, local board of health, police services board, planning board, or any other board, commission, committee, body or local authority established or exercising any power or authority under any general or special Act with respect to any of the affairs or purposes of the City or the Region.

"Lodging house" means a building designed or intended to contain, or containing lodging units where the residents share access to common areas of the building, other than the lodging units.

"Lodging unit" means one or more rooms located within a lodging house which:

- (a) is designed to be occupied for human habitation by one resident;
- (b) is not normally accessible to persons other than the resident without the permission of the resident; and,
- (c) may contain either cooking or sanitary facilities, but not both, for the exclusive use of the resident of the unit.

A room or suite in a hotel or motel shall not constitute a lodging unit;

"Marijuana production facilities" means a building used, designed or intended for growth, producing, testing, destroying, storing or distribution, excluding retail sales, of medical marijuana or cannabis authorized by a license issued by the federal Minister of Health pursuant to section 25 of the Marihuana for Medical Purposes Regulations, SOR/2013-119, under the *Controlled Drugs and Substances Act*, S.C. 1996, c.19.

"Mezzanine" means a mezzanine as defined in the Building Code.

"Multiple dwellings" means a residential building consisting of three or more dwelling units attached by a vertical wall or walls and not abutting any dwelling



units along a horizontal plane, includes a back-to-back townhouse, and does not include single- detached, semi-detached, stacked townhouse, apartments, or special care/special dwellings.

“Non-profit housing development” means Development of a building or structure that meets the criteria set out in section 4.2 of the Act.

"Non-residential uses" means land, buildings or structures or portions of any kind whatsoever, used, designed or intended to be used for other than a residential use, but includes short-stay rental use, and includes all commercial, industrial and institutional uses.

"Owner" means the owner of land or a person who has made application for an approval for the development of land upon which a development charge is imposed.

"Place of worship" means that part of a building or structure that is exempt from taxation as a place of worship under the *Assessment Act*, or any successor legislation.

"Protracted" means in relation to a temporary building or structure the persistence of its construction, erection, placement on land, alteration or of an addition to it for a continuous period exceeding eight months.

"Redevelopment" means the construction, erection or placing of one or more buildings or structures on land where all or part of a building or structure has previously been demolished on such land, or changing the use of a building or structure from residential to non-residential or from non-residential to residential.

"Region" means The Regional Municipality of Niagara.

“Rental housing” means development of a building or structure with four (4) or more residential units all of which are intended for use as rented residential premises.

"Residential uses" means land, buildings or structures or portions thereof used, designed, or intended to be used as living accommodation for one or more individuals, but does not include such use related to short stay rental use.



"Residential" means one or more dwelling units designed, adapted or used as a home or residence of one or more individuals, and shall include a single detached dwelling, a semi-detached dwelling, a multiple dwelling, and apartment, but not a short stay rental building.

"Services" means services designated in this By-law including Schedule A to this By-law or in agreement under section 44 of the Act, or both.

"Short stay rental use" means use or intended use for human habitation on a temporary basis for profit, including but not limited to hotels, motels, guest cabins, and bed and breakfasts.

"Special care facilities" means lands, buildings or structures used or designed or intended for uses for the purpose of providing supervision, nursing care or medical treatment, which do not comprise dwelling units, that are licensed, approved or supervised under any special or general statute, and excludes the special care/special dwelling portions of the building.

"Special care/special dwelling" means a residential portion of a special care facilities building containing two or more dwelling units, which units have a common entrance from street level:

- (a) Where the occupants have the right to use in common, halls, stairs, yards, common rooms, and accessory buildings;
- (b) Which may or may not have exclusive sanitary and/or culinary facilities;
- (c) That is designed to accommodate persons with specific needs, including, but not limited to, independent permanent living arrangements;
- (d) Where support services such as meal preparation, grocery shopping, laundry, housekeeping, nursing, respite care and attendant services are provided at various levels; and
- (e) Includes, but is not limited to, retirement houses or lodges, nursing homes, group homes and hospices.



"**Stacked townhouse**" means a building containing four or more dwelling units where each dwelling unit is separated horizontally and vertically from another dwelling unit by a common wall or floor.

"**Temporary**" means for a fixed period of time with the intent to discontinue such use upon the expiration of the time period.

"**Total floor area**" means the sum total of the total areas of the floors in a building or structure, whether at, above, or below-grade, measured between the exterior faces of the exterior walls of the building or structure or from the centre line of a common wall separating two uses, or from the outside edge of a floor where the outside edge of the floor does not meet an exterior or common wall, and:

- (a) includes the floor area of a mezzanine and air-supported structure and the space occupied by interior walls partitions; and
- (b) excludes any parts of the building or structure used for mechanical equipment related to the operation or maintenance of the building or structure, stairwells, elevators, washrooms, and the parking and loading of vehicles, and;
- (c) where a building does not have any walls, the total floor area shall be the sum total of the area of land directly beneath the roof of the building and the total areas of the floors in the building or structure.

Rules

- 2. For the purpose of complying with section 6 of the Act:
 - (a) the area to which this By-law applies shall be the area described in section 3 of this By-law;
 - (b) the rules developed under paragraph 9 of subsection 5 (1) of the Act for determining if a development charge is payable in any particular case and for determining the amount of the charge shall be as set forth in sections 4 through 18, inclusive and section 23 of this By-law;



- (c) the exemptions provided for by such rules shall be the exemptions set forth in sections 19 through 26, inclusive of this By-law, the indexing of charges shall be in accordance with section 16 of this By-law;
- (d) the rules developed under paragraph 10 of subsection 5 (1) of the Act for phasing in of development charges shall be as set forth in section 17 of this By-law; and
- (e) the redevelopment of land shall be in accordance with the rules set forth in section 25 of this By-law.

Lands Affected

- 3. This By-law applies to all lands in the geographic area of the City.

Designation of Services/Class of Services

- 4. It is hereby declared by Council that all development of land within the area to which this By-law applies will increase the need for services.
- 5. Development charges shall be imposed under this By-law, and Reserve Funds established for the following categories of services to pay for the increased capital costs required because of increased needs for services arising from development:
 - (a) Library Services;
 - (b) Fire Protection Services;
 - (c) Parks and Recreation;
 - (d) Services Related to a Highway;
 - (e) Water;
 - (f) Wastewater; and
 - (g) Rolling Meadows - Wastewater.



6. The development charge applicable to a development as determined under this By-law shall apply without regard to the services required or used by an individual development for services noted in section 5 (a) to 5 (g).

Approvals for Development

7. Development charges shall be imposed against all lands, buildings or structures within the area to which this By-law applies if the development of such lands, buildings or structures requires any of the following approvals:
 - (a) the passing of a zoning By-law or of an amendment thereto under section 34 of the *Planning Act*;
 - (b) the approval of a minor variance under section 45 of the *Planning Act*;
 - (c) a conveyance of land to which a By-law passed under subsection 50 (7) of the *Planning Act* applies;
 - (d) the approval of a plan of subdivision under section 51 of the *Planning Act*;
 - (e) a consent under section 53 of the *Planning Act*;
 - (f) the approval of a description under section 50 of the *Condominium Act*, or;
 - (g) the issuing of a permit under the *Building Code Act, 1992* in relation to a building or structure.
8. No more than one development charge for each service designated in section 5 shall be imposed upon any lands, buildings or structures to which this By-law applies even though two or more of the actions described in section 7 are required before the lands, buildings or structure can be developed.
9. Notwithstanding section 13 if two or more of the actions described in section 7 occur at different times, additional development charges shall be imposed in respect of any increased or additional development permitted by that action.
10. Where a development requires an approval described in section 7 after the issuance of a building permit and no development charge has been paid, then the development charge shall be paid prior to the granting of the approval required under section 7.



11. If a development does not require a building permit but does require one or more of the approvals described in section 7, then the development charge shall nonetheless be payable in respect of any increased or additional development permitted by such approval required for the increased or additional development being granted.
12. Nothing in this By-law prevents Council from requiring, as a condition of an agreement under sections 41, 51 or 53 of the *Planning Act*, that the owner, at his or her own expense, install such local services related to a plan of subdivision or within the area to which the plan relates, as council may require, or that the owner pay for local connections to storm drainage facilities, watermains and sewer mains, installed at the owner's expense, or administrative, processing, or inspection fees.

Calculation of Development Charges

13. The development charge with respect to the use of any land, buildings or structures shall be calculated as follows:
 - (a) in the case of residential development, or the residential portion of a mixed-use development, based upon the number and type of dwelling units; or
 - (b) in the case of non-residential development, or the non-residential portion of a mixed-use development, based upon the total floor area of such development.

Amount of Charge - Residential

14. The development charges described in Schedule B to this By-law shall be imposed on a City-wide basis for all residential uses of lands, buildings or structures, including a dwelling unit accessory to a non-residential use and, in the case of a mixed-use building or structure, on the residential component of the mixed-use building or structure, according to the type of residential use.
 - (a) With respect to the Neighbourhood of the Rolling Meadows Secondary Plan area (as outlined in Schedule D), the area-specific development charges described in Schedule C to this By-law shall be imposed to all



residential uses and are in addition to the City-Wide charges described in Schedule B.

Amount of Charge - Non-Residential - Commercial/Institutional/Industrial

15. The development charges described in Schedule B to this By-law shall be imposed on commercial/institutional/industrial uses of lands, buildings or structures and, in the case of a mixed-use building or structure, on the commercial/institutional/industrial components of the mixed-use building or structure and calculated with respect to each of the services according to the total floor area of the commercial/institutional/industrial use.

- (a) With respect to the Neighbourhood of the Rolling Meadows Secondary Plan area (as outlined in Schedule D), the area-specific development charges described in Schedule C to this By-law shall be imposed to all non-residential uses and are in addition to the City-Wide charges described in Schedule B.

Indexing of Development Charges

16. The development charges set out in Schedules B and C, attached hereto shall be adjusted without amendment to this By-law annually on January 1st of each year, commencing on January 1, 2025, in accordance with the Act.

Phasing, Timing of Calculation and Payment

17. (1) Except as set out in sub-paragraphs (4), (5), and (6) below, the development charges set out in this By-law are not subject to phasing in and are payable in full, subject to the exemptions and credits herein from the effective date of this By-law.
- (2) Subject to section 26 (with respect to redevelopment) and subsection (3), the development charge shall be calculated as of, and shall be payable, on the date the first building permit is issued in relation to a building or structure on land to which the development charge applies.
- (3) Notwithstanding subsection (2) the City may require an owner to enter into an agreement, including the provision of security for the owner's obligations under agreement, pursuant to section 26 of the Act providing



for all or part of a development charge to be paid before or after it otherwise would be payable. The terms of such agreement shall then prevail over the provision of this By-law.

- (4) Development charges for rental housing and institutional developments are due and payable in six equal annual instalment payments commencing with the first instalment payable on the date of occupancy, and each subsequent instalment, including interest (calculated in accordance with section 26.3 of the Act), payable on the anniversary date each year thereafter.
- (5) Where the development of land results from the approval of a site plan or zoning by-law amendment application received on or after January 1, 2020, and the approval of the application occurred within two years of building permit issuance, the development charges under sections 13, 14, and 15 shall be calculated on the rates set out in Schedule "B" on the date of the receipt of a complete planning application, including interest. Where both planning applications apply development charges under Sections 13, 14, and 15 shall be calculated on the rates payable on the anniversary date each year thereafter, set out in Schedule "B" on the date of the later planning application, including interest (calculated in accordance with section 26.3 of the Act).
- (6) The amount of the Development Charges described in Schedules "B" and "C" to this By-law shall be reduced in accordance with section 5(8) of the Act. Therefore, commencing in the year this By-law comes into force and subject to annual indexing in accordance with section 16 of this By-law, the following percentages of the charges provided in Schedule "B" will be imposed:
 - (a) Year 1 – 80 per cent;
 - (b) Year 2 – 85 per cent;
 - (c) Year 3 – 90 per cent;
 - (d) Year 4 – 95 per cent;



- (e) Years 5 through 10 – 100 per cent

Payment by Money or the Provision of Services

- 18. (1) Payment of development charges shall be made to the City by cash or by certified cheque.
- (2) In the alternative to payment by the means provided in subsection (1), the City may, by an agreement entered into with the owner, accept the provision of services in full or partial satisfaction of the development charge otherwise payable provided that:
 - (a) if the City and the owner cannot agree as to the reasonable cost of doing the work under subsection (2), the dispute shall be referred to Council whose decision shall be final and binding.
 - (b) if the credit exceeds the amount of the charge for the service to which the work relates,
 - (i) the excess amount shall not be credited against the charge for any other service, unless the City has so agreed in an agreement under section 38 of the Act; and
 - (ii) in no event shall the City be required to make a cash payment to the credit holder.
- (3) Nothing in this By-law prevents Council from requiring, as a condition of any approval given under the *Planning Act* that the owner, at the owner's expense, install such local services as Council may require in accordance with the City's local services' policies in effect at the time.

Rules with Respect to Exemptions for Intensification of Existing or New Housing

- 19. (a) Notwithstanding any other provision of this By-law, Development Charges shall not be imposed with respect to:
 - (i) an enlargement to an existing Dwelling Unit;
 - (ii) the creation of additional Dwelling Units equal to the greater of one (1) or 1% of the existing Dwelling Units in an existing Residential



rental building containing four (4) or more Dwelling Units or prescribed ancillary structure to the existing Residential building;

- (b) Notwithstanding any other provision of this By-law, Development Charges shall not be imposed with respect to the creation of any of the following in existing Single Detached Dwellings, Semi-Detached Dwellings, Back-to-back Townhouse Dwellings or Stacked Townhouse Dwellings:
 - (i) A second Dwelling Unit on a parcel of land on which Residential Use, other than ancillary Residential Use, is permitted, if all buildings and structures ancillary to the existing Residential structure cumulatively contain no more than one (1) Dwelling Unit.
 - (ii) A third Dwelling Unit on a parcel of land on which Residential Use, other than ancillary Residential Use, is permitted, if no building or structure ancillary to the existing Residential structure contains any Dwelling Units.
 - (iii) One Dwelling Unit on a parcel of urban Residential land, if the existing structure contains no more than two (2) Dwelling Units and no other building or structure ancillary to the existing Residential structure contains any Dwelling Units.

- (c) Notwithstanding any other provision of this By-law, Development Charges shall not be imposed with respect to the creation of any of the following in new Single Detached Dwellings, Semi-Detached Dwellings, Back-to-back Townhouse Dwellings or Stacked Townhouse Dwellings:
 - (i) A second Dwelling Unit on a parcel of land on which Residential Use, other than ancillary Residential Use, is permitted, if all buildings and structures ancillary to the new Residential structure cumulatively will contain no more than one (1) Dwelling Unit.
 - (ii) A third Dwelling Unit on a parcel of land on which Residential Use, other than ancillary Residential Use, is permitted, if no building or structure ancillary to the new Residential structure contains any Dwelling Units.



- (iii) One (1) Dwelling Unit in a building or structure ancillary to a new Residential structure on a parcel of urban Residential land, if the new Residential structure contains no more than two (2) Dwelling Units and no other building or structure ancillary to the new Residential structure contains any Dwelling Units.

Rules with Respect to an Industrial Expansion Exemption

20. If a development includes the enlargement of the gross floor area of an existing industrial building, the amount of the development charge that is payable in respect of the enlargement is determined in accordance with the following:
- (a) Subject to subsection 20 (c), if the gross floor area is enlarged by 50 per cent or less of the lesser of:
 - (A) the gross floor area of the existing industrial building, or
 - (B) the gross floor area of the existing industrial building before the first enlargement for which:
 - (i) an exemption from the payment of development charges was granted, or
 - (ii) a lesser development charge than would otherwise be payable under this By-law, or predecessor thereof, was paid,pursuant to Section 4 of the Act and this subsection,
the amount of the development charge in respect of the enlargement is zero;
 - (b) Subject to subsection 20 (c), if the gross floor area is enlarged by more than 50 per cent or less of the lesser of:
 - (A) the gross floor area of the existing industrial building, or
 - (B) the gross floor area of the existing industrial building before the first enlargement for which:



- (i) an exemption from the payment of development charges was granted, or
- (ii) a lesser development charge than would otherwise be payable under this By-law, or predecessor thereof, was paid,

pursuant to section 4 of the Act and this subsection,

the amount of the development charge in respect of the enlargement is the amount of the development charge that would otherwise be payable multiplied by the fraction determined as follows:

- (A) determine the amount by which the enlargement exceeds 50 per cent of the gross floor area before the first enlargement, and\
 - (B) divide the amount determined under subsection (A) by the amount of the enlargement;
- (c) For the purposes of calculating the extent to which the gross floor area of an existing industrial building is enlarged in subsection 20 (a) and 20 (b), the cumulative gross floor area of any previous enlargements for which:
- (A) An exemption from the payment of development charges was granted, or
 - (B) A lesser development charge than would otherwise be payable under this By-law, or predecessor thereof, was paid,

pursuant to Section 4 of the Act and this subsection, shall be added to the calculation of the gross floor area of the proposed enlargement.

- (d) For the purposes of this subsection, the enlargement must not be attached to the existing industrial building by means only of a tunnel, bridge, passageway, canopy, shared below grade connection, such as a service tunnel, foundation, footing or parking facility.

Other Exemptions and Discounts

21. (1) The following categories of institutions are hereby designated as being exempt from the payment of development charges:



- (a) buildings or structures used as hospitals governed by the *Public Hospitals Act*, R.S.O. 1990, c. P. 40;
- (b) buildings or structures owned by and used for the purposes of the City, the Region, or their local boards;
- (c) buildings or structures used as a place of worship;
- (d) buildings or structures owned by a board of education, and used for school purposes;
- (e) buildings or structures, related to classrooms or administration space, owned by a college of applied arts and technology established pursuant to the *Ontario Colleges of Applied Arts and Technology Act, 2002*, S.O. 2002, c. 8, Sched F, and used for teaching of programs of study leading to a post secondary certificate or diploma, a graduate certificate or a bachelor's degree, but does not include student residences, commercial uses on site, or any other space not directly related for the purposes of education;
- (f) Land vested in or leased to a university that receives regular and ongoing operating funds from the government for the purposes of post-secondary education is exempt from development charges imposed under the *Development Charges Act, 1997* if the development in respect of which development charges would otherwise be payable is intended to be occupied and used by the university;
- (g) Non-profit Residential Development;
- (h) Affordable Residential Units required pursuant to section 34 and 16(4) of the Planning Act (Inclusionary Zoning).
- (i) As of the date on which section 4.1 of the Act is proclaimed into force, the following shall be exempt from Development Charges:
 - (i) Affordable Residential Units; and



- (ii) Attainable Residential Units
- (2) The exemption referred to in paragraph 21 (1) (b) does not apply to the development for residential uses of lands owned by:
 - (a) the Region or any local board thereof;
 - (b) any corporation owned, controlled, or operated by the Region.
- (3) Notwithstanding any other provision of this By-law, the Development Charges payable for Residential Developments, where the Dwelling Units are intended as Rental Housing, will be reduced based on the number of bedrooms in each Dwelling Unit as follows:
 - (a) Three (3) or more Bedrooms – 25% reduction;
 - (b) (ii) Two (2) Bedrooms – 20% reduction; and
 - (c) (iii) Fewer than two (2) Bedrooms – 15% reduction.

Agricultural Uses

- 22. Agricultural uses as well as farm buildings and other ancillary development to an agricultural use excluding any residential, commercial or industrial uses, shall be exempt from the provisions of this By-law.

Whether Charge Payable

- 23. Despite the definition of residential use and non-residential use, and notwithstanding the other provisions of this By-law, a development charge shall be imposed in relation to agricultural, and eligible exempt uses as defined in section 21 of this By-law, unless:
 - (a) such building or structure is owned in fee simple by the qualifying owner;
 - (b) and is actually used and occupied by said owner for the qualifying purposes of said owner.



For the purposes of this section, "qualifying" means possessing the attributes necessary to qualify for an exemption from the development charge otherwise collectable under the provisions of this By-law.

Temporary Buildings or Structures

24. (1) Temporary buildings or structure shall be exempt from the provisions of this By-law.
- (2) In the event that a temporary building or structure becomes protracted, it shall be deemed not to be nor ever to have been a temporary building or structure, and the development charges required to be paid under this By-law shall become payable on the date the temporary building or structure becomes protracted.
- (3) Prior to the City issuing a building permit for a temporary building or structure, the City may require an owner to enter into an agreement, including the provision of security for the owner's obligation under the agreement, pursuant to section 27 of the Act providing for all or part of the development charge required by subsection 27 (2) to be paid after it would otherwise be payable. The terms of such agreement shall then prevail over the provisions of this By-law.

Rules with Respect to the Redevelopment of Land

25. (1) Where there is a redevelopment of land on which there is a conversion of space proposed, or on which there was formerly erected a building or structure that has been demolished, a credit shall be allowed against the development charge otherwise payable by the owner pursuant to this By-law for the portion of the previous building or structure still in existence that is being converted or for the portion of the building or structure that has been demolished, as the case may be, calculated by multiplying the number and type of dwelling units being converted or demolished or the non-residential total floor area being converted or demolished by the relevant development charge in effect on the date when the development charge is payable in accordance with this By-law. If the development includes the conversion from one use (the "first use") to another use, the credit shall be based on the development charges calculated pursuant to



this By-law at the current development charge rates, that would be payable as development charges in respect of the first use.

- (2) A credit in respect of any demolition under this section shall not be given unless a building permit has been issued or a subdivision agreement has been entered into with the City for the development within 5 years from the date the demolition permit was issued.
- (3) The amount of any credit hereunder shall not exceed, in total, the amount of the development charges otherwise payable with respect to the development.

Special Situations

26. Development occurring within brownfields, as defined in this by-law, would be exempt from development charges to the extent of the percentage and criteria specified in Schedule E
 - (1) Development that qualifies for the Brownfield exemption as defined in Schedule E is eligible for an additional 25% exemption from the applicable charge where the development attains verified green building certification from at least one registered third-party program. Recognized third-party green building certification programs include LEED certification (LEED Certified, Silver, Gold or Platinum certification) confirmed by the Canada Green Building Council, Certified Passive House confirmed by the Passive House Institute, and Living Building Challenge certified by the International Living Future Institute (ILFI).
 - (2) The percentage exemptions as specified in section 26 (1) are subject to the following:
 - (a) Upon application being made for a building permit for the construction of a building that is intended to attain a verified green building certification, a professional architect or engineer shall certify to the City in writing that such a building is intended to be certified.



- (b) Upon building permit issuance, the full applicable development charge, after all other exemptions have been applied, is to be paid.
 - (c) If, within two (2) years after the occupancy of the development that is intended to be certified is completed, an independent consultant who is recognized by the Canada Green Building Council, Passive House Institute, or International Living Future Institute, as applicable, certified to the City in writing, with all of the supporting information required by the City, that such development meets the applicable certification, as the case may be, the City shall refund the applicable exemption amount.
 - (d) The amount refunded as per section 26 (3)(c) shall be the discounted amount determined at time of building permit issuance and shall not include any interest.
 - (e) If, within two (2) years after the occupancy of a development that is intended to be certified has been completed, an independent consultant who is recognized by the Canada Green Building Council, Passive House Institute, or International Living Future Institute, as applicable, has not certified to the City in writing, with all of the supporting information required by the City, that such development meets the applicable certification, as the case may be then no refund shall be paid to the owner of the building permit.
- (3) Applicants are permitted to meet the criteria identified in Section 26 of the former Development Charge By-law 02-2020 for buildings in the downtown areas and brownfields as defined in the former bylaw, provided one of the following transition policies apply:
- (a) Applications where a Development Charge exemption for the first 25% for downtown areas and 75% for brownfields, of a development charge was granted prior to passage of this by-law and a request for the further 25% refund is received prior to December 31, 2023;
 - (b) A formal pre-consultation between the applicant and local and regional staff, if required, occurs prior to December 31, 2023 and



development proceeds within one year of the formal pre-consultation date;

- (c) A letter from the City, indicating that the proposed development appears to meet the requisite criteria under s.26(1) of D.C. By-law 02-2020, has been received by the current owner of the property prior to the passage of this by-law; and
- (d) A complete development application is received prior to December 31, 2023. For complete development applications received on or after December 31, 2023, no transitional provisions will be applied.

Interest

- 27. The City shall pay interest on a refund under subsections 18 (3), (5) and 25 (2) of the *Development Charges Act, 1997* at a rate equal to the Bank of Canada rate on the date this By-law comes into force.

Front-Ending Agreements

- 28. The City may enter into agreements under section 44 of the Act.

Schedules

- 29. The following Schedules to this By-law form an integral part of this By-law.

Schedule A Designated Municipal Services under this By-law

Schedule B Residential and Non-residential City-Wide Development Charges

Schedule C Area-Specific Development Charges for Rolling Meadows

Schedule D Rolling Meadows Secondary Plan Area Boundary Map

Schedule E Brownfield Exemption Criteria



By-law Registration

30. A certified copy of this By-law may be registered in the By-law register in the Land Registry Office against all land in the City and may be registered against title to any land to which this By-law applies.

Date By-law Effective

31. This By-law comes into force on June XX, 2024.

Date By-law Expires

32. This By-law expires 10 years after the date on which it comes into force, unless it is repealed earlier.

Repeal

33. By-law No. 46-2019, as amended by By-law 02-2020, are hereby repealed on the effective date this By-law comes into force.

Headings for Reference Only

34. The headings inserted in this By-law are for convenience of reference only and shall not affect the construction or interpretation of this By-law.

Severability

35. If, for any reason, any provision, section, subsection or paragraph of this By-law is held invalid, it is hereby declared to be the intention of Council that all the remainder of this By-law shall continue in full force and effect until repealed, re-enacted or amended, in whole or in part or dealt with in any other way.

Read a first, second and third time and finally passed by Council this _____ day of _____, 2024.



Terry Ugulini, Mayor

Matthew Trennum, City Clerk



SCHEDULE A
BY-LAW NO. XX-2024
DESIGNATED MUNICIPAL SERVICES UNDER THIS BY-LAW

City-Wide Services

- Services Related to a Highway;
- Fire Protection Services;
- Parks and Recreation; and
- Library Services.

Urban Area Services

- Wastewater Services; and
- Water Services.

Area-Specific Services

- Rolling Meadows – Wastewater Services



SCHEDULE B Schedule of Development Charges – City-Wide

Service/Class of Service	RESIDENTIAL					NON-RESIDENTIAL
	Single and Semi-Detached Dwelling	Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Special Care/Special Dwelling Units	(per sq.ft. of Gross Floor Area)
Municipal Wide Services/Class of Service:						
Services Related to a Highway	10,292	7,176	6,719	4,354	3,639	4.65
Fire Protection Services	2,363	1,647	1,543	1,000	836	1.25
Parks and Recreation Services	6,370	4,441	4,159	2,695	2,252	0.59
Library Services	1,517	1,058	990	642	536	0.14
Total Municipal Wide Services/Class of Services	20,542	14,322	13,411	8,691	7,263	6.63
Urban Services						
Wastewater Services	2,116	1,475	1,381	895	748	0.96
Water Services	2,384	1,662	1,556	1,008	843	1.08
Total Urban Services	4,500	3,137	2,937	1,903	1,591	2.04
Grand Total Municipal Wide	20,542	14,322	13,411	8,691	7,263	6.63
Grand Total Municipal Wide + Urban Services	25,042	17,459	16,348	10,594	8,854	8.67

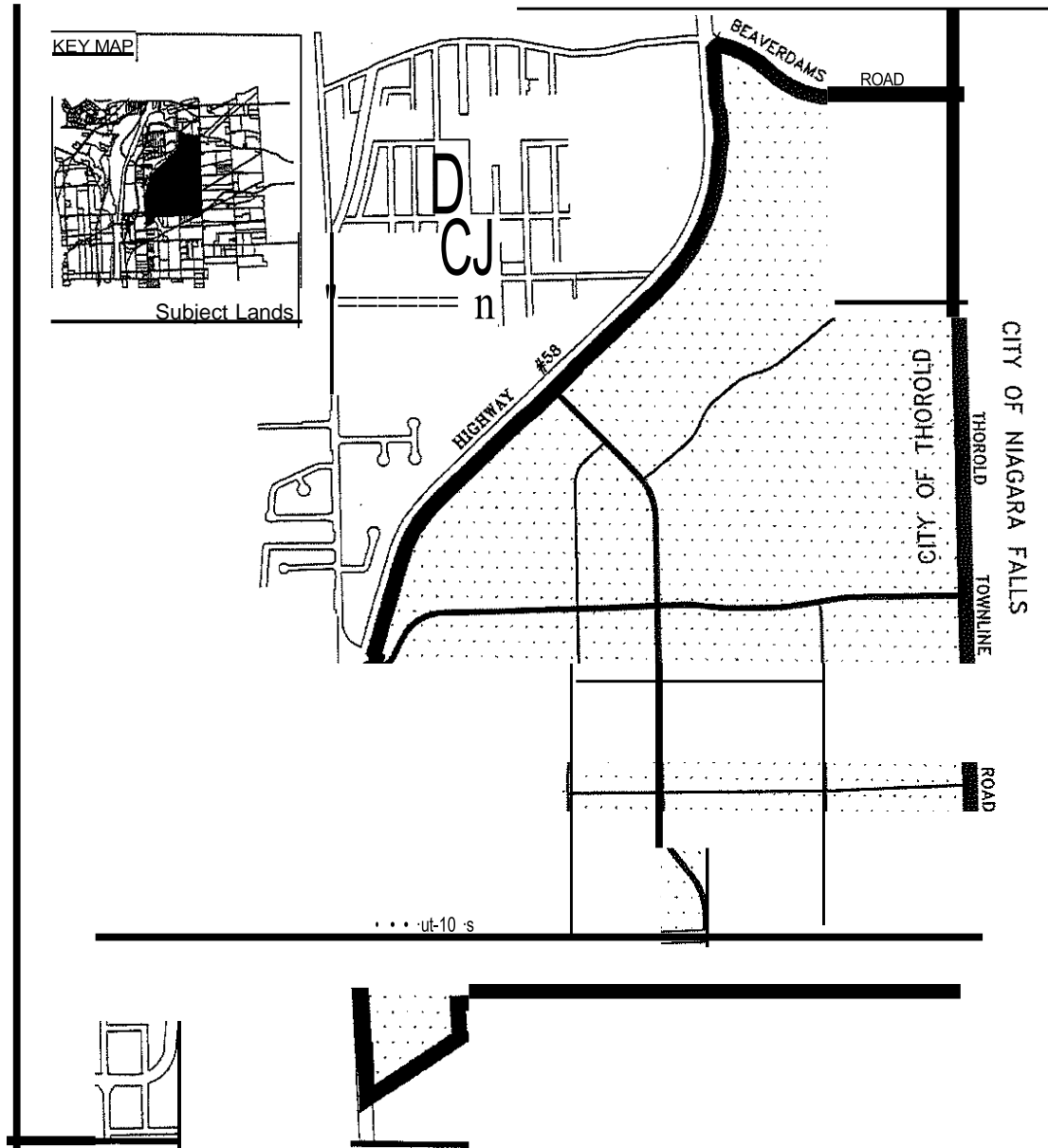


SCHEDULE C
Schedule of Development Charges – Rolling Meadows Are-Specific

Service/Class of Service	RESIDENTIAL					NON-RESIDENTIAL
	Single and Semi-Detached Dwelling	Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Special Care/Special Dwelling Units	(per sq.ft. of Gross Floor Area)
Rolling Meadows Area Specific Services: Wastewater Services - Rolling Meadows	211	147	138	89	75	0.09



**SCHEDULE D
CITY OF THOROLD
DEVELOPMENT CHARGE BY-LAW _____
THE NEIGHBOURHOODS OF ROLLING MEADOWS SECONDARY PLAN AREA**





**SCHEDULE E
CITY OF THOROLD
DEVELOPMENT CHARGE BY-LAW _____
BROWNFIELD EXEMPTION CRITERIA**

Pursuant to Section 26 of the By-Law:

Development occurring in Brownfields as defined by this By-law would be exempt from development charges for the eligible site remediation costs, up to a maximum of 25% of the applicable charge.

Eligible site remediation costs include:

- Cost of Environmental Rehab (100%);
- Cost of placing clean fill and grading (100%);
- Cost of Phase II Environmental Site Assessment or Site-Specific Risk Assessment (100%);
- Cost of financing (interest charges) of preparing the studies and undertaking the rehab (100%); and
- Cost of the insurance premium to guarantee the remediation will be completed (100%).

To be eligible for this exemption, a property must have had a Phase II Environmental Site Assessment (E.S.A.) completed and as a result of this E.S.A., the property requires environmental remediation to permit a Record of Site Condition (R.S.C.) to be filed with the environmental site registry.