

For Information Only

Proposed Changes to City's Development Charges By-Law and Rates

Presented To: Finance and
Administration
Committee

Presented: Tuesday, Mar 26, 2019

Report Date Tuesday, Mar 12, 2019

Type: Presentations

Resolution

For Information Only

Relationship to the Strategic Plan / Health Impact Assessment

This report refers to operational matters.

Report Summary

This report provides a summary of the proposed changes to the development charges by-law and proposed development charges rates as calculated through the 2019 Development Charges Background Study.

Financial Implications

This report has no financial implications.

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Executive Summary

Development charges (“DC”) are a financing tool available to assist municipalities with minimizing costs to existing taxpayers and businesses for growth-related infrastructure costs. City Council establishes development charge rates via a bylaw (“DC bylaw”) that is subject to renewal every five years and that must adhere to provincial legislative requirements.

The current DC Bylaw expires June 30, 2019. A new DC Bylaw would be in effect for five years commencing July 1, 2019.

A requirement for all DC bylaws is a Background Study, which describes planned growth-related infrastructure investments over the study period. These planned investments are a key input into calculations that determine development charge rates. Hemson Consulting Ltd prepared the City’s Background Study.

City Council may establish rates that are lower than the calculated rates identified from the Background Study. When it does so, the difference between the calculated rate and the discounted rate would be funded by property taxes or, where applicable, water/wastewater user fees. If the proposed charges are adopted by Council, DC rates would be as follows:

- Residential DC for single family dwelling \$17,718 (decrease of \$46 or 0.3%)
- Residential DC for semi dwelling \$14,235 (increase of \$127 or 0.9%)
- Residential DC for multiples/apartments \$10,225 (decrease of \$226 or 2.2%)
- Industrial DC of \$5.92 (increase of \$1.00 per square foot or 20.3%)
- Non-industrial (Commercial/Institutional) DC \$8.89 (decrease of \$0.51 per square foot or 5.4%).

Development charge rates, as set out in the Background Study, are calculated on a cost recovery basis. The City’s proposed development charges for a single family dwelling are approximately 47% lower than the provincial average of \$33,411.

Changes reflect revised growth forecasts, updated capital forecasts and updated replacement cost estimates for assets included in the forecasts. Examples of capital growth projects where DCs are anticipated to fund a portion of the project’s cost include: Maley Drive, Lasalle/Notre Dame Intersection Improvements, BioSolids Facility, second ice pad at Gerry McCrory

Countryside Complex, expansion of the South Branch Library, expansion for Fire/EMS stations and upgrades to various Water and Wastewater Treatment Plants.

A DC Working Group comprised of interested development community stakeholders and staff was established to review policy matters and details associated with the capital forecasts included in the DC Background Study. This group met four times since April 2018. Consultation with the community also occurred via the City's website and its "Overtoyou" portal, including a request for comments on the DC Background Study.

There are several DC Bylaw revisions proposed for Council's consideration. These include:

- Exemptions for secondary units; hospices and non-profit long term care homes when exempt from property taxes under the Municipal Act;
- Changes to the Affordable Housing project criteria for exemption;
- Changes to the temporary building criteria for timing of payment and refunds;and,
- Removal of the Residential DC Deferral Program.

Overview of Report

This report will provide details relating to the Background Study, DC rates and by-law as follows:

1. Introduction
2. What are Development Charges?
3. Incentives to Encourage Development
4. 2019 Proposed Development Charge Rates
5. Area Rating DC Rates – Water and Wastewater
6. Growth Forecast
7. Growth Related Capital Projects
8. Exemptions
9. 2019 Development Charges By-Law Policy Decisions
10. BMA Study Comparisons
11. Public Input on Development Charges
12. Potential DC Rate Reduction Scenarios Requested by City Council
13. Conclusion and Next Steps

1. Introduction

The purpose of this report is to provide the Finance and Administration Committee with a summary of the City's Background Study and the proposed Development Charges Rates, in accordance with the Development Charges Act (DCA).

The City of Greater Sudbury collects a development charge (DC) at the building permit stage for growth related capital costs. The City's current by-law 2014-151 expires on June 30, 2019 and in order for Council to continue to collect DC's after June 30, 2019, a Background Study and By-Law must be prepared and approved by Council.

On April 17, 2018, the Executive Director of Finance, Assets and Fleet provided the Finance and Administration Committee with an overview report regarding the process and timelines to update the City's Development Charges By-Law. In addition, Hemson Consulting Ltd provided an information session relating to the Development Charges Study process.

Since 2018, City staff and Hemson Consulting, in consultation with development community stakeholders through the DC Working Group, have been working to prepare the draft Background Study, update the growth forecast, and prepare the list of growth related capital projects. The Executive Report prepared by Hemson Consulting Ltd is attached as Appendix A.

2. What are Development Charges?

Development charges are a financing tool municipalities can use to assist in paying for capital projects required to meet the increased need for services resulting from growth and development. Revenue from DCs minimizes costs to existing taxpayers and businesses for growth-related infrastructure costs. They are paid by developers based on a series of forecasts regarding anticipated infrastructure needs, requirements governed by the Development Charges Act and mathematical calculations that set projected rates, all subject to Council review and approval. The City of Greater Sudbury has been using development charges since amalgamation and prior to that the Region of Sudbury had development charges since 1991.

Most municipalities in Ontario that experience growth use development charges to help pay for the cost of infrastructure required to service that growth. This choice helps minimize the need for existing residences and businesses to pay the cost of providing infrastructure for new development.

Development charges apply to new developments, re-development and expansions for residential and non-residential buildings or structures.

The principle behind development charges is that “growth pays for growth”, meaning development pays their share of capital costs associated with new growth and development while taxpayers/ratepayers fund capital infrastructure that benefits the existing population. However, in reality, development charges cannot fully fund growth due to statutory limitations, exemptions within the DC Act as well as the City’s by-law.

3. Incentives to Encourage Development

Financial Incentives

Appendix B includes a summary of various legislation where a municipality has the ability to provide incentives to encourage development. In addition, it includes the existing financial incentives and programs offered by the City of Greater Sudbury.

Development Charge Discounts

Municipalities may reduce calculated DC rates. Any reduction in DCs payable or other financial incentive is paid by existing property tax/ratepayers. Similarly, where there is a shortfall in projected DC revenues and the associated capital infrastructure is nonetheless constructed, existing taxpayers/ratepayers fund the difference between projected and actual development charge funding.

The table below illustrates the actual DCs collected compared to the forecasted DCs to be collected from the respective background study along with average annual comparisons:

5 Year Period (in millions)	Actual DCs Collected over 5 Years	Forecasted DCs to be Collected over 5 Years	Average Annual – Actual DCs Collected	Average Annual – Forecasted DCs to be Collected
2009* – 2013	\$15.9	\$33.6	\$3.2	\$6.7
2014 – 2018	\$21.8	\$43.0	\$4.4	\$8.6

* When the 2009 DC By-law was passed, DCs on Industrial and Non-Industrial (Commercial/Institutional) came into effect on Jan 1, 2010.

If a shortfall in DC revenue is not replaced with another funding source, other outcomes could be:

- Capital projects with a growth component may be postponed until the financing plan is revised, which could result in a growth related project not proceeding in time for a planned development to occur;
- Capital projects for rehabilitation and replacement of existing (non-growth related) assets may be deferred to instead fund a growth related capital project.

While there is an annual adjustment for inflation in the City's capital budget, this amount is not sufficient to make up for any shortfall in projected DC revenues.

4. 2019 Proposed Development Charge Rates

Appendix A includes the executive report from the City of Greater Sudbury's draft Development Charges Background Study prepared by Hemson Consulting Ltd. The summary includes the growth projections for population, households and employment along with the proposed rates, which are calculated in accordance with the DCA and are based on the list of capital projects that intend to be undertaken in the next 10 years to support the anticipated growth.

The development charge rates are based on the following categories:

- Residential:
 - Single Family Detached
 - Semi Detached Dwellings
 - Multiples and Apartments
- Non-Residential:
 - Industrial
 - Non-Industrial (Commercial/Institutional)

The following is a summary and comparison of the development charge rates by category in effect and the calculated proposed DC rate:

DC Rate Comparison for Residential – Single Family Detached Dwellings:

Per Unit	Current DC Rate – Single Family Dwelling	Proposed DC Rate – Single Family Dwelling	Change (\$)	Change (%)
Total DC Rate	\$17,764	\$17,718	(\$46)	(0.3%)
Total DC Rate Excluding Water & Wastewater	\$13,830	\$12,027	(\$1,803)	(13.0%)

DC Rate Comparison for Residential – Semi Detached Dwellings:

Per Unit	Current DC Rate – Semi Detached Dwelling	Proposed DC Rate – Semi Detached Dwelling	Change (\$)	Change (%)
Total DC Rate	\$14,108	\$14,235	\$127	0.9%
Total DC Rate Excluding Water & Wastewater	\$10,984	\$9,663	(\$1,321)	(12.0%)

DC Rate Comparison for Residential – Multiples and Apartments*:

Per Unit	Current – DC Rate – Multiples and Apartments	Proposed DC Rate – Multiples and Apartments	Change (\$)	Change (%)
Total DC Rate	\$10,451	\$10,225	(\$226)	(2.2%)
Total DC Rate Excluding Water & Wastewater	\$8,136	\$6,941	(\$1,195)	(14.7%)

*Multiples include one or more dwelling units (ie. apartments, row houses, townhouses, duplex, triplex, etc) but does not include single detached or semi detached units.

DC Rate Comparison for Non-Residential – Industrial:

Per Unit	Current DC Rate – Industrial	Proposed DC Rate – Industrial	Change (\$)	Change (%)
Total DC Rate	\$4.92	\$5.92	\$1.00	20.3%
Total DC Rate Excluding Water & Wastewater	\$2.73	\$3.50	\$0.77	28.2%

DC Rate Comparison for Non-Residential – Non-Industrial (Commercial/Institutional):

Per Unit	Current – DC Rate – Non- Industrial (Commercial / Institutional)	Proposed DC Rate – Non- Industrial (Commercial / Institutional)	Change (\$)	Change (%)
Total DC Rate	\$9.40	\$8.89	(\$0.51)	(5.4%)
Total DC Rate Excluding Water & Wastewater	\$7.14	\$6.47	(\$0.67)	(9.4%)

Note – the DC rate would be different if the building would connect to either water services or wastewater services.

5. Area Rating DC Rates – Water and Wastewater

The current approach in the City of Greater Sudbury is to apply uniform, municipal-wide development charges, which is consistent with most municipalities in Ontario.

The exceptions to this are the Section 391 charges for the South End Rock Tunnel (sanitary), Lionel E. Lalonde Centre/St.Agnes/Montee Principale growth related watermain improvements, and the Kingsway Industrial Park for Sewer and Water Enhancements. These Section 391 charges were established through a separate background study and by-law as approved by past City Councils. A report to Council/Finance and Administration Committee is presented annually to show the amounts collected to date and the balance to be recovered from

benefitting landowners at the building permit stage. The rationale for these separate Section 391 charges was that DCs were not being collected on new construction/expansion for industrial, commercial and institutional buildings and that it benefitted a limited number of landowners.

If all of the water and wastewater growth related capital projects shown in the 2019 DC Background Study were collected based on area-specific instead of city-wide rates, it would result in higher development charge rates in the Walden area, as well as Valley East and Rayside-Balfour due to the amount of capital projects in these areas. Alternatively, it would result in lower rates for Sudbury, Nickel Centre, Onaping Falls and Capreol as fewer capital projects are included for those areas. If area-specific DC rates are established, it could cause developments to shift from one area to another area within the City as landowners may not develop in the areas with higher DC rates.

Therefore, the establishment of additional area-specific development charges is not recommended and staff recommends that the City continue to apply city-wide development charges.

6. Growth Forecast

Under the Development Charges Act, the City is required to estimate the "anticipated amount, type and location of development" for which development charges may be collected. This development forecast is to cover both residential and non-residential development and provide specific details on the number, type, location and timing of development in order to allow the City to prepare a reasonable development-related capital program.

In preparation for the Development Charges background study and as part of the five year review of the City's Official Plan, the City retained Hemson Consulting to prepare population, household and employment forecasts to the year 2046 based on information from the 2016 Census. This report included three separate growth projections, namely:

- A low scenario that reflects the most recent Ministry of Finance projections;
- A reference scenario that reflects more recent trends indicating a mitigation of the out-migration of young people, the influence of currently committed investments in the

mining industry and some increase in the service/administrative functions that the City provides the broader region, and

- A high scenario that increases the share of the population represented by young adults and adds to the economic outlook of the reference scenario by incorporating influences from the investments in the Ring of Fire.

The "City of Greater Sudbury Outlook for Growth to 2046" report was presented to Planning Committee in April of 2018. This report found that:

- CGS stands out as the only major urban area in Northern Ontario with a growing population. By contrast Thunder Bay, Sault Ste. Marie, Timmins and North Bay have all either experienced no increase or a declining population since 2001;
- There are several factors that contribute to the increase in population, in particular strong mining and service sectors;
- Mining continues to be the most important economic factor affecting the growth outlook for Greater Sudbury. It creates variability with respect to the City's economic outlook, and over the longer term can be influenced by resources outside Greater Sudbury such as the Ring of Fire west of the James Bay;
- Sudbury acts as a regional service centre for nearby municipalities including North Bay and Sault Ste Marie and provides a draw with additional amenities. This regional service function provides some stability to the long term growth outlook;
- Shifting patterns in fertility and mortality rates in Ontario will affect the growth outlook;
- The age structure of the population will have a wide range of influence on how Greater Sudbury grows, specifically housing demand, and;
- Greater Sudbury is expected to grow over the next 30 years by between 6,900 to 15,000 people, 6,000 to 8,400 households and 6,400 to 11,000 jobs under the reference and high growth scenarios.

The forecasts of population, households and employment used in Development Charges Background Study are for a ten year period (2019 to 2028) and are based upon the Reference Scenario in the "City of Greater Sudbury Outlook for Growth to 2046" report. This report projects that the City will grow by 2,940 new households and 2,360 new jobs over the ten year planning period (2019 to 2028). Additional information regarding the above is included in a development forecast that is used to inform the Development Charges Background Study and By-law.

The table below is the development forecast used in the Background Study.

Development Forecast	2018 Estimate	2019-2028		2019-2041	
		Growth	Total at 2028	Growth	Total at 2041
Residential					
Total Occupied Dwellings	69,962	2,944	72,906	4,946	74,908
Total Population:					
Census	162,272	2,918	165,190	5,061	167,333
Population in New Dwellings		7,402		12,275	
Non-Residential					
Employment	76,851	2,360	79,211	4,727	81,578
Non-Residential Building Space (sq.ft)		1,804,390		3,741,570	

7. Growth Related Capital Projects

Growth related capital costs are costs that result from the expansion of services to meet the needs for household, population and employment growth. These capital costs are reduced by an allowance for provincial and/or federal grants and other sources of funding as well as other deductions required by the DCA to determine the net capital cost for DC recovery.

Hemson and City staff, with input from development stakeholders on the DC Working Group, developed a list of growth related capital projects required to serve the anticipated growth in the City of Greater Sudbury. The majority of these projects have been derived from the annual capital budget and forecast, various master plans and studies. Each project has been reviewed to calculate the growth related portion on factors such as additional lanes for roads, additional

square footage for buildings, additional capacity in plants based on future growth, and additional population/employment based on the future growth forecast.

Refer to Appendix A for the Development Charges Background Study Draft Executive Report prepared by Hemson Consulting Ltd that includes the growth related capital programs forecasted to 2028 for general services and for engineered services with benefitting period for some projects post-2028 year.

The following are some examples of eligible growth related projects included in this study:

- Addition and expansion to City's road network: for example - Maley Drive, Lasalle Notre Dame intersection, network expansions in accordance with Transportation master plans and official plan, active transportation expansions, various 2 to 4 lane expansions, and turning lanes.
- Expansions to municipal facilities such as South Branch library, Transit garage, Fire/EMS stations, and Police headquarters.
- Additional leisure and recreational spaces and facilities – such as soccer fields and the second ice pad at Gerry McCrory Countryside Complex.
- Water and Wastewater expansions such as Wanapitei Alternative Trunk Main, New Valley Wells, Biosolids, various water and wastewater plant expansions, and various system expansions to accommodate growth.
- Studies that have a growth component: such as official plan, zoning by-law, development charges study, development guidelines document.

The following is a summary for the next 10 years:

(in millions)	General Services	Engineered Services	Total
Total Capital Costs – forecasted 2019 to 2028 (net of grants, subsidies)	130.1	472.0	602.1
Less: Benefit to Existing/Non-Growth (to be funded by tax levy)	103.5	346.1	449.6
Less: Legislated Deduction (not recoverable under DC Act – 10% - to be funded by tax levy)	1.8	0.0	1.8
Less: Prior Growth (DC Previously Collected and Estimated Revenue Loss)*	8.4	14.4	22.8
Less: Post 2028 Benefit (eligible to be recovered from DC's post 2028)	7.0	73.4	80.4
Total Growth Related Costs Eligible to be Recovered Under Development Charges from 2019 to 2028	9.3	38.0	47.3

*Amount of prior growth includes DC previously collected for the duration of the current by-law as well as approximately \$2.0 M in estimated revenue losses. The “DC previously collected” represents the amount of DC’s collected in prior years that have been applied to projects listed in the capital growth program in the 2019 DC Background Study. The “revenue loss” is an estimate calculated by Hemson Consulting Ltd based on the lost revenue with the freezing and the two year phase-in of DC rates when the 2014 by-law was passed as well as properties that would have been exempt from development charges.

Allocation of Growth Related Costs by class:			
(in millions)	General Services	Engineered Services	Total
Residential Share	\$8.2	\$28.3	\$36.5
Industrial Share	\$0.9	\$6.4	\$7.3
Non-Industrial Share (Commercial/Institutional)	\$0.3	\$3.2	\$3.5
Total Recoverable (2019 to 2028)	\$9.3	\$38.0	\$47.3

The above noted amounts have been determined in accordance with the Development Charges Act and are based on the detailed list of growth related capital projects that are required to serve the anticipated growth in the City of Greater Sudbury over the next 10 years. This forecast capital program must be approved by Council with the adoption of the 2019 Background Study.

In addition, the total recoverable amount from 2019 to 2028 will not be collected by the City due to discretionary exemptions such as designated exempt areas, as well as statutory exemptions such as school boards and City properties as well as the first 50% of expansions for industrial buildings.

The breakdown by class was calculated as follows:

- Residential – based on the forecasted development by number of units by type (single family, semi dwelling, and multiples and apartments)
- Non-Residential – based on the forecasted development by square footage (over 10 year period) by type (industrial and non-industrial [ie. commercial and institutional])

8. Exemptions

8.1. The Development Charge's Act Exemptions

The Development Charges Act, along with regulation O.Reg. 82/98 and other provincial legislations provide the following exemptions:

- Limits the amount of capital costs to be included in calculating development charges by excluding certain services and by restricting others to only 90% recovery of the capital cost.
- Imposes a quality and quantity standard for municipalities to ensure that capital projects do not exceed historic service levels.
- Legislates certain exemptions from development charges:
 - The first 50% of an industrial building expansion is exempt from development charges.
 - The intensification of residential use buildings by the addition of one additional dwelling unit within the existing building unit.
 - The creation of one or two additional dwelling units in a single detached house where the gross floor area is not enlarged.
 - The enlargement of an existing dwelling unit.
 - Any land that is owned by or used for the purposes of
 - i) a board of education

- ii) any municipality or local board thereof
- iii) a consent under Section 53 of the Planning Act where no new building lot is created

8.2. CGS 2014 DC By-Law Exemptions

The City of Greater Sudbury's By-Law 2014-151 provided the following additional exemptions:

- "Designated Exempt Areas", which reflect the downtown, town centre and certain mixed use commercial designations in the City's Official Plan
- Temporary buildings, if constructed, erected or placed on land for a continuous period of less than 8 months
- Affordable housing projects where it meets eligibility that targets low income households by providing affordable rent levels and a housing agreement is signed between the City and the property owner where the City will specify rental rates and occupant income by unit type in perpetuity. This agreement would have to be agreed upon by Housing Department and exemption from development charges approved by City Council.
- Farm buildings are exempt from development charges when it meets the definition within the Building Code Act (ie. must be on land designated as farm land, possess a farm registration number, and performing a farming activity).
- Garden suites provided that it is removed within ten years.
- Buildings that are owned by a university and used for the university's academic or research purposes.
- Buildings that are owned by a university and used for purposes other than the university's academic or research purposes will receive a 50% exemption in development charges.
- Any college created pursuant to the Ontario Colleges of Applied Arts & Technology Act.
- Development charge reduction when redeveloping on land where a building was demolished and the building permit has been issued within five years of the date of the demolition permit. The reduction would be based on the existing building that was demolished and would be applied to the development charges owing towards the new building. The reduction amount would not exceed the development charges owing.

9. 2019 Development Charges By-Law Policy Decisions

The following are options for Council consideration for the amended by-law and reflect comparisons with other municipalities and Council reports during the past five years and input from the DC Working Group and the general public.

9.1 DC Exempt Areas

There are currently nine (9) geographic areas in the City that are exempt from DCs. These areas correspond to Downtown, Town Centre and/or Mixed Use Commercial designations in the City's Official Plan and represent the historic commercial areas of the former City of Sudbury and the former municipalities. The rationale for exempting these areas is to stimulate commercial and residential intensification in these strategic core areas. The areas that are exempt in the current DC by-law are:

- Downtown Sudbury
- Capreol Town Centre
- Chelmsford Town Centre
- Dowling Town Centre
- Garson Town Centre
- Hanmer Mixed Use Commercial Area
- Val Caron Mixed Use Commercial Area
- Walden Town Centre
- Flour Mill BIA

There is the opportunity through the DC background study to modify or remove the exempt areas from the by-law. The advantage to removing areas would be to eliminate any loss of DC revenue. The disadvantage to removing areas would be the loss of incentives to intensify fully serviced mixed use areas in the City. At this time, staff recommends that these areas remain the same.

There have been two requests received to date to expand the DC exempt areas, one in Walden and one in downtown Sudbury. The effect of these requests would be to exempt proposed multi-residential buildings from DCs. The areas lie outside of the Town Centre designation in Walden and outside of the Downtown designation in Sudbury and to allow the requests would be inconsistent with the rationale for why the exemption areas were originally established. Staff does not recommend that these areas be expanded.

9.2 Affordable Housing

As part of developing the existing DC by-law in 2014, a clause was added that exempted affordable housing units from development charges, provided that the units remained affordable in perpetuity.

Through the creation of an affordable housing strategy per Council's Corporate Strategic Plan, Community Services Committee passed resolution CS2017-17 which directed staff to investigate changes to the Development Charges By-law to ensure that affordable housing criteria align with any Federal or Provincial Funding programs as part of the scheduled review in 2018-2019.

In July 2018, Council adopted the Affordable Housing Community Improvement Plan, which provides a framework and the ability for Council to provide financial incentives for the creation of affordable housing. The Affordable Housing CIP includes the ability to stack any Federal and/or Provincial incentives with Municipal Incentives, as a result the development charges by-law should permit the flexibility to align the requirements for DC exemptions with the Affordable Housing CIP. Therefore, staff recommends that DC by-law be revised to provide exemptions for affordable housing units subject to the proponents entering into an Affordable Housing Agreement with the City. This agreement would stipulate the terms and conditions for maintaining the affordability of the units.

9.3 Secondary Units (including Garden Suites)

In 2016, the City passed Official Plan and Zoning By-law amendments to permit a second unit in all single, semi detached and street townhouses subject to applicable zoning regulations. The amendments also permitted the second unit to be located in an accessory structure. Part of resolution PL2016-114 directed staff to bring forward a report on second units and development charges.

The issue with respect to DCs and second units is that there is a discrepancy between certain types of second units and the application of DCs. Essentially, there are three types of second units; 1) those that are created within an existing dwelling, 2) those that are created when a new home is built and 3) those that are created in an accessory building. The Development Charges Act provides statutory exemptions for second units created within an existing dwelling, provided that the gross floor area of the additional dwelling is less than or equal to the gross floor area of

the dwelling unit already in the building. Currently there are no exemptions for second units in new builds or in accessory buildings, even though the impact on service levels is no different than second units in existing buildings.

The purpose of allowing second units within the City was to facilitate residential intensification and increase the diversity of affordable housing options. Now that the zoning framework is in place, staff recommend that the DC by-law be revised to exempt all second units from DCs in order to facilitate their creation.

9.4 Hospice and Non-Profit Long Term Care Homes

A hospice would be defined as “a facility providing end of life care for persons who are terminally ill and may include provision of palliative care”. A hospice would be exempt from DCs if it is exempt from property taxation determined in accordance with the Assessment Act (Section 23.1 of the Ontario Regulation 282/98 made under the Assessment Act).

Non-Profit Long Term Care Homes would be exempt from DCs if regulated under the Long Term Care Homes Act and exempt from property taxes in accordance with the Municipal Act (Section 3 Subsection 7.2).

9.5 Temporary Buildings

The existing DC by-law has an exemption for temporary buildings which have been constructed and demolished within a continuous period not exceeding eight months. The DCs would be payable when the temporary building is not demolished within the eight month period.

Staff is recommending a change in the by-law that DCs would be payable at the building permit stage which is consistent in process for all other types of buildings. If the landowner demolishes the building, they would receive a refund of DCs paid when the Chief Building Official is satisfied that the building has been demolished in accordance with the demolition permit that would be on or before eight months from the issuance date of the building permit.

9.6 Residential DC Deferral Program (up to 6 months)

City Council approved a deferred development charges program for residential development in late 2015. This program is available where a building permit is issued for single detached dwellings, a semi detached dwelling, and multi-residential building which has not more than four units. This largely parallels the division in the City's Site Plan Control Areas By-law (By-Law 2010-220) between developments which require a site plan agreement and those that do not. The DCs are to be paid on the date which is the earliest of: a) six months from date of issuance of building permit; b) the issuance of the occupancy permit; or c) the sale or transfer of the property.

This deferral program does result in additional costs for the applicants to pay for the Restriction on Transfer to be registered on title of the property to ensure that the City collects the development charges if the property is sold or transferred before the 6 month period.

The Restriction on Transfer is one of the requirements along with other eligibility criteria in order to minimize risk of loss to the City before issuance of the building permit. Also, if the restriction requirement is removed, it would result in additional administrative staff time and costs to collect outstanding DC's and collection would not be guaranteed.

Since its implementation, a total of three applications have been received and approved for a total of five residential properties. Therefore, staff recommends that this deferral program be eliminated due to the low usage of this deferral program over the past three years.

9.7 Greenhouses and Buildings Relating to Cannabis Production

Further to the reports presented to City Council on "Municipal Implementation of Cannabis Act" in late 2018 and early 2019, recreational cannabis was legalized on October 17, 2018 by the federal government. The federal Cannabis Act provides the regulatory framework to legalize, regulate, and restrict access to cannabis. The provincial government passed legislation to regulate usage, licensing, retail sales and distribution of cannabis and cannabis related products in Ontario. As a result, there may be an increase in building permit applications relating to cannabis production. Greenhouses or any type of buildings relating to cannabis are not exempt from DCs as it does not meet the definition of farming. One of the requirements for a building to be considered a farm building is to be located on land designated for farming and must have a farm registration number.

This item has been included in this report for clarification purposes with the recent legalization of cannabis in late 2018. Staff recommends that buildings relating to cannabis production do not meet the definition of a farm building in accordance with the Building Code Act and would not be exempt from development charges.

9.8 Annual Indexing Date and Effective Date

Existing by-law annual indexing date is July 1st of each year. Staff recommends the annual indexing rate to continue to be July 1st of each year. The index used is the most recent 12-month change in the Non-Residential Building Cost Price Index (NRBCPI) as released by Statistics Canada for the Ottawa region.

9.9 Payment of DCs

The City's by-law continues to require payment of the Development Charge before the issuance of the building permit. There is no recommendation for deferral or payment plan based on review of other cities as most require development charges to be paid before the building permit is issued and in accordance with the DC Act.

10. BMA Study Comparisons

The 2018 BMA Study compares financial information between several municipalities in Ontario including comparisons on Development Charges. The BMA study shows that there is a significant range in terms of development charges across the survey of 108 municipalities. There are twelve municipalities that do not collect development charges. In addition, only fifteen municipalities have no industrial development charges and only three have no commercial development charges.

The table below shows the average, minimum and maximum with comparison to Greater Sudbury rates for 2018.

	Single Detached Dwellings per unit	Multiples Dwellings per unit	Non Residential (Commercial) per sq ft	Non Residential (Industrial) per sq ft
Average	\$33,411	\$26,528	\$17.40	\$10.45
Minimum*	\$3,762	\$2,801	\$0.91	\$0.91
Maximum	\$100,618	\$84,240	\$11.82	\$33.16
Greater Sudbury	\$17,764	\$10,451	\$9.40	\$4.92

*The minimum amount is the lowest DC amount being collected by a municipality within the BMA Study. There are municipalities within that study that do not collect DCs.

Overall, the City is significantly below the average development charges rates collected by municipalities in Ontario during 2018. Specifically, the City of Greater Sudbury is 47% below the average for development charges throughout Ontario and listed as 28th lowest of 108 municipalities surveyed based on the single detached dwellings per unit rate.

Appendix C illustrates that the City is third lowest of municipalities in Ontario with a population over 100,000 based on the single detached dwellings per unit rate. The City's 2018 rate of \$17,764 is significantly lower than the average for municipalities over 100,000 at \$45,405 and the overall BMA Study average at \$33,411.

The proposed DC rate as calculated by Hemson is \$17,718 for a single family dwelling. Based on the proposed DC rates, the City would be below the existing rates as well as continue to be below the average according to the BMA Study.

11. Public Input on Development Charges

11.1 Consultations to Date

On April 17th, 2018 staff brought a report to Finance and Administration Committee outlining the DC background study process and schedule, including the consultation strategy.

The consultation strategy to date has included the establishment of a Development Charges Working Group made up of City Staff, Hemson Consulting and stakeholders representing the Development Liaison Advisory Committee with representation from local developers, the Sudbury and District Homebuilders Association, the Northeastern Ontario Construction Association, the Greater Sudbury Chamber of Commerce and local consulting firms. Additionally, an “Over to You” page has been created on the City’s website to provide information on the DC background study process and opportunities for the public to submit comments and ask questions of staff.

Since April of 2018, the Development Charges Working Group met four times and reviewed the following:

- DC Background Study and By-law Process and Timelines
- Population, Growth and Employment Forecasts
- Preliminary Working Group Input
- Draft Capital Program
- Issues with the Existing DC By-law
- Sudbury Homebuilders Submission
- Local Service Definitions
- Developer Requested Capital Program Projects
- Capital Programs by Service
- DC By-law Policy Items
 - DC rate structure
 - Potential for Area Rating
 - Exempt Areas
 - Second Units
 - Affordable Housing
- Final Capital Program

The discussions resulted in the recommended policy changes and a refinement of the capital program as presented in this report.

An “Over to You” website was also developed to inform the public and solicit input on the DC background study and by-law. This page was launched in the summer of 2018 and has generated public input that is summarized in Appendix D. Comments received have been

reviewed and considered by staff throughout the preparation of the DC Background Study and By-Law.

11.2 Developer Requested Capital Program Inclusions

As a result of the discussions with the DC Working Group, the City received developer requests to include projects on the DC capital program to facilitate their future development areas, specifically:

- The extension of sewer and water services down South Bay Road;
- The extension of sewer and water services along Maley Drive to service industrial lands east of Falconbridge Road;
- The construction of a water booster station to service residential lands east of Lo-Ellen Park;
- Upgrading of a trunk sewer on O'Neil Drive West in Garson, and
- Upgrades to trunk sewer near Still Lake to provide additional capacity

Staff have reviewed each of the requests and have determined that two of the projects meet the standard of non-local service, growth related projects and warrant inclusion on the capital projects list. These two projects are the Lo-Ellen Park Water Booster Station and the extension of water and sanitary trunk sewers along Maley Drive to the east side of Falconbridge Road. Both of these projects would service large areas designated for future Residential and Industrial development in the Official Plan. The estimated costs of the booster station and trunk main extensions are \$1.5M and \$3.5M respectively.

12. Potential DC Rate Reduction Scenarios Requested by City Council

There was discussion on DC rates at the Finance and Administration Committee meetings held in late February 2019 during deliberations on the 2019 Budget.

The DC calculated rates as outlined in this report and the DC Background Study, provides the maximum amount of DC's that can be collected at the building permit stage. Appendix E shows the financial impact on the property tax levy and water/wastewater user fees if the calculated DC rates are reduced by 25% or by 50%.

The financial impact can be mitigated by deferring the capital projects or not undertaking them. However, it is important to note that several of these projects have already been completed in prior periods. Reducing the DC rates would extend the time required for the anticipated DC revenues associated with those financing plans to be realized or would result in revenue losses, which could put upward pressure on tax/user rates to fund other capital projects.

City Council can adjust DC rates as long as the adjusted DC rates do not exceed the calculated DC rates.

13. Conclusion and Next Steps

The City, with support from Hemson Consulting Ltd has prepared a draft development charges Background Study for the Committee's consideration. As well, a revised DC by-law will be prepared that will include the policy decisions explained above when approved by City Council. In addition, staff prepared a communication plan and an extensive community consultation process to educate stakeholders about the proposed changes.

The following is the schedule:

- 2019 Development Charges Background Study will be available on the City's website by March 29, 2019
- Draft 2019 Development Charges By-Law will be available on the City's website by April 18, 2019
- Statutory Public Meeting to be held at the City Council meeting on May 7, 2019
- "Over to You" website (www.overtoyou.greatersudbury.ca/development-charges-background-study) for further public input will be available until May 7, 2019
- Approval of the 2019 DC Background Study and related DC By-Law, which would include rates that would become effective on July 1, 2019, at the City Council meeting on May 28, 2019

Staff will summarize all feedback received after the preparation of this report to May 7, 2019 with a report to City Council for the May 28, 2019 meeting.

References

1. City of Greater Sudbury Outlook for Growth to 2046 (Planning Committee – April 9, 2018)
<http://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=16&id=1221>
2. 2019 Development Charges Background Study and By-Law (Finance & Administration Committee – April 17, 2018)
<http://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=2&id=1271>

List of Appendices:

- Appendix A: 2019 Development Charges Background Study – Executive Report – prepared by Hemson Consulting Ltd.
- Appendix B: Financial Incentives Programs to Encourage Development
- Appendix C: 2018 BMA Study – Single Detached Dwellings – DC Rate for Cities Over 100,000 Population
- Appendix D: Summary of Development Charges Input Received to February 28, 2019 with Staff Response
- Appendix D.1 – Response to Draft Development Charges – Sudbury and District Home Builders' Association
- Appendix D.2 – Coalition for a Liveable Sudbury
- Appendix D.3 – 2356268 Ontario Ltd – Request to Include a Property Within the Downtown DC Exempt Area
- Appendix E: Development Charges (DC) Rates - Scenarios

DEVELOPMENT CHARGES BACKGROUND STUDY

City of Greater Sudbury

DRAFT EXECUTIVE REPORT

HEMSON Consulting Ltd.

March 2019

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EXECUTIVE SUMMARY

A. PURPOSE OF THE DEVELOPMENT CHARGES (DC) BACKGROUND STUDY

Hemson Consulting Ltd. was retained by the City of Greater Sudbury to complete a Development Charges (DC) Background Study. This Background Study provides the basis to update the City's development charges to accurately reflect the servicing needs of new development in Greater Sudbury.

1. Legislative Context

The City of Greater Sudbury DC Background Study is presented as part of the process to lead to the approval of a new DC by-law in compliance with the *Development Charges Act, 1997* (DCA). The study is prepared in accordance with the DCA and associated Regulations, including the amendments that came into force on January 1, 2016.

2. Key Steps in Determining Future Development-Related Projects

In accordance with the DCA and associated regulation, several key steps are required to calculate development charges. This includes preparing a development forecast, establishing historical service levels, determining the increase in need for services arising from development and appropriate shares of costs, attribution to development types (i.e. residential and non-residential) and the final adjustment to the calculated rate through a cash flow analysis.

3. DC Eligible and Ineligible Costs

Development charges are intended to pay for the initial round of capital costs needed to service new development over an identified planning period. This is based on the overlaying principle that "growth pays for growth". However, the DCA and associated regulation include several statutory adjustments and deductions that prevent these costs from fully being recovered by growth. Such adjustments include, but are not limited to: ineligible costs, including operating and maintenance costs; ineligible services, including tourism facilities, parkland acquisition, etc.; statutory ten per cent discount for "soft" or general services; deductions for costs that exceed historical service level caps; and statutory exemptions for specific uses (i.e. industrial expansions).

4. The Development-Related Capital Forecast is Subject to Change

It is recommended that Council adopt the development-related capital forecast developed for the purposes of the DC Background Study. However, it is recognized

that the DC study is a point-in-time analysis and there may be changes to project timing, scope and costs through the City's normal annual budget process.

B. DEVELOPMENT FORECAST

The development forecast used in this DC Background Study is based on the Reference Scenario as presented within the *Outlook for Growth to 2046* prepared for the City by Hemson Consulting Ltd. (dated March 2018). A ten-year planning horizon (2019-2028) is used for all services. However, as the recovery periods for many engineered services projects stretch well beyond the ten-year planning horizon, a forecast to 2041 was prepared for the purposes of calculating post-period benefit shares for projects where appropriate.

The table below provides a summary of the anticipated residential and non-residential growth over the 2019-2028 and 2019-2041 planning periods.

Development Forecast	2018 Estimate	2019 - 2028		2019 - 2041	
		Growth	Total at 2028	Growth	Total at 2041
Residential					
Total Occupied Dwellings	69,962	2,944	72,906	4,946	74,908
Total Population					
Census	162,272	2,918	165,190	5,061	167,333
Population in New Dwellings		7,402		12,275	
Non-Residential					
Employment	76,851	2,360	79,211	4,727	81,578
Non-Residential Building Space (sq.ft.)		1,804,390		3,741,570	

C. DEVELOPMENT-RELATED CAPITAL PROGRAM

1. General Services

The gross costs of the development-related capital program for general services over the ten-year period from 2019 to 2028 amount to \$149.89 million. As shown in the table below, \$9.34 million is deemed eligible for recovery through DCs over the ten-year period.

Service	Development-Related Capital Program (2019 - 2028)		
	Gross Cost (\$000)	Costs Not Funded Through This By-Law (\$000)	Program Funded By DCs Through This By-law (\$000)
1.0 GENERAL GOVERNMENT	\$5,122.00	\$4,493.89	\$628.11
2.0 LIBRARY SERVICES	\$17,796.99	\$16,816.01	\$980.98
3.0 FIRE SERVICES	\$6,610.33	\$6,468.76	\$141.57
4.0 POLICE SERVICES	\$60,066.10	\$59,138.64	\$927.46
5.0 PUBLIC SAFETY	\$12,578.04	\$12,289.05	\$288.98
6.0 PARKS AND RECREATION	\$15,044.81	\$11,506.36	\$3,538.45
7.0 AMBULANCE SERVICES	\$1,537.00	\$1,215.40	\$321.60
8.0 EMERGENCY PREPAREDNESS	\$3,038.84	\$2,053.56	\$985.28
9.0 TRANSIT	\$28,098.79	\$26,574.92	\$1,523.87
TOTAL 10 YEAR GENERAL SERVICES	\$149,892.90	\$140,556.59	\$9,336.30

The remaining \$140.56 million is determined to be ineligible for funding through DCs over the ten-year period and is broken down as follows:

- Approximately \$19.82 million has been identified as subsidies or grants that the City anticipates receiving to fund growth-related projects.
- Non-development charge funding for replacement portions of the capital forecast and for portions of growth-related capital projects that benefit existing development will total an additional \$103.49 million. These portions of capital costs would have to be funded from property taxes and other non-development charge revenue sources.
- The DCA requires that growth-related net capital costs for general services, with the exception of transit and protection services, be reduced by ten per cent in calculating the applicable development charge for these services. In total, about \$1.85 million is identified as the required ten per cent reduction and must be funded from non-development charge sources.
- Development charges already collected from prior growth have been applied to certain projects. These shares amount to \$5.81 million.
- Currently available DC reserve fund balances have also been applied to the capital program, and total \$2.58 million.

- Finally, a share of the capital forecast is for portions of projects that relate to growth in the post-2028 period (for which future development charges could be collected). In total, about \$7.01 million falls within this definition and will be considered through subsequent DC by-law reviews.

Details regarding the capital programs for each individual general service are provided in Appendix B.

2. Engineered Services

The development-related capital program for engineered services is planned over the same ten-year period from 2019 to 2028. The gross costs amount to \$668.51 with \$37.95 million eligible for recovery through development charges, as shown in the table below.

Service	Development-Related Capital Program (2019 - 2028)		
	Gross Cost (\$000)	Costs Not Funded Through This By-Law (\$000)	Program Funded By DCs Through This By-law (\$000)
1.0 ROADS AND RELATED	\$338,926.26	\$317,771.32	\$21,154.95
2.0 WATER	\$56,830.39	\$54,353.36	\$2,477.02
3.0 WASTEWATER	\$196,355.79	\$184,465.47	\$11,890.32
4.0 DRAINS	\$76,398.63	\$73,970.63	\$2,428.00
TOTAL 10 YEAR ENGINEERED SERVICES	\$668,511.07	\$630,560.78	\$37,950.29

The remaining \$630.56 million is determined to be ineligible for funding through DCs over the ten-year period and is broken down as follows:

- Approximately \$196.55 million has been identified as grants, subsidies or other recoveries that the City anticipates receiving to fund growth-related projects.
- Non-development charge funding for replacement portions of the capital forecast and for portions of growth-related capital projects that benefit existing development will total an additional \$346.14 million. These portions of capital costs would have to be funded from property taxes and other non-development charge revenue sources.
- Development charges already collected from prior growth and applied to projects within the capital program amount to \$13.01 million.
- Currently available DC reserve fund balances have also been applied to the capital program, and total \$1.44 million.

- Finally, a share of the capital forecast is for portions of projects that relate to growth in the post-2028 period (for which future development charges could be collected). In total, about \$73.42 million falls within this definition and will be considered through subsequent DC by-law reviews.

Details regarding the capital programs for each individual engineered service are provided in Appendix C.

D. CONSIDERATION FOR AREA RATING

In accordance with the DCA, Council must give consideration to the use of area rating, also known as area-specific development charges. As part of the 2019 DC Background Study, the appropriateness of implementing area-specific development charges for the various City services was examined.

The DCA permits the City to designate in its DC by-law, the areas where development charges shall be imposed. The charges may apply to all lands in the City or to other designated development areas as specified in the DC by-law.

The following was considered with respect to area-specific development charges:

- Is the use of area-specific charges appropriate for some or all services?
- Are there any data limitations with calculating an area-specific development charge?

Area-specific DCs are typically considered where there is a clear benefit to a particular area (including the population or population and employment), and have been implemented primarily in standalone greenfield development areas.

Based on discussions with staff, and the analysis of the delivery of services, it is proposed that the City continue to calculate and collect DCs on a uniform, City-wide basis. The following table provides a description of the servicing needs for general and engineered services.

City Services Considered	Servicing Needs
General Services	<p>Services such as Library and Parks and Recreation are open and accessible to all residents in the City and are driven and planned for based on City-wide population growth.</p> <p>General Government, Fire, Police, Public Safety, Ambulance, Emergency Preparedness, and Transit services are provided to all residents and employees in the City and are driven and planned for based on City-wide population or population and employment growth.</p>
Engineered Services	<p>Roads and Related are provided through a City-wide network and is planned based on City-wide population and employment growth.</p> <p>For services such as Water, Wastewater and Drains services, a network of ponds, linear infrastructure and treatment facilities are used to provide services to City-wide population and employment growth.</p>

It is noted that through the DC study process, a thorough examination of the appropriateness of area-specific DCs for Water, Wastewater, and Drains services was undertaken. Through extensive discussions with City staff and stakeholders, it was determined that a City-wide approach would continue to be most appropriate for a number of reasons, including the following:

- Due to the nature of Water, Wastewater, and Drains servicing in the City, it is difficult to accurately assign benefitting areas for all capital projects; and
- There is the potential for issues of equity and fairness due to the timing of certain projects and the historically City-wide application of development charges. For example, certain locations may require major near-term plant upgrades, while others have seen similar recent projects funded on a City-wide basis.

E. CALCULATED DEVELOPMENT CHARGES

Development charges rates have been established under the parameters and limitations of the DCA. A City-wide uniform cost recovery approach is used to calculated development charges for all services.

The calculated charges are the maximum charges the City may adopt. Lower charges can be approved; however this will require either:

- A reduction in the capital plan and reduced service levels; or

- Financing from other sources, most likely through property tax increases.

1. Calculated Residential Development Charges Rates

The fully calculated residential charges are recommended to vary by unit type, reflecting the difference in occupancy patterns expected in various unit types and the associated differences in demand that would be placed on City services.

The following is a summary of the calculated residential development charges by unit type:

Service	Unadjusted Charge Per Capita	Residential Charge By Unit Type (1)		
		Single Detached	Semi Detached	Apartments and Multiples
General Government	\$64	\$207	\$167	\$120
Library Services	\$133	\$458	\$368	\$264
Fire Services	\$15	\$46	\$37	\$26
Police Services	\$95	\$323	\$260	\$187
Public Safety	\$30	\$104	\$83	\$60
Parks And Recreation	\$478	\$1,665	\$1,338	\$961
Ambulance Services	\$33	\$107	\$86	\$62
Emergency Preparedness	\$101	\$354	\$284	\$204
Transit	\$156	\$546	\$439	\$315
Subtotal General Services Charge	\$1,105	\$3,810	\$3,062	\$2,199
Roads And Related	\$2,172	\$7,372	\$5,922	\$4,254
Water Services	\$296	\$1,003	\$806	\$579
Wastewater Services	\$1,422	\$4,688	\$3,766	\$2,705
Drains	\$249	\$845	\$679	\$488
Subtotal Engineered Services Charge	\$4,140	\$13,908	\$11,173	\$8,026
TOTAL CHARGE PER UNIT	\$5,245	\$17,718	\$14,235	\$10,225
(1) Based on Persons Per Unit Of:		3.05	2.45	1.76

2. Calculated Non-Residential Development Charges Rates

The calculated non-residential charge is recommended to apply to two property types, industrial and non-industrial. For each sector, a charge per square foot of gross floor area is calculated.

The following is a summary of the fully calculated non-industrial and industrial charge:

Service	Unadjusted Charge Per Square Foot	Non-Residential Charge By Type	
		Non-Industrial Charge	Industrial Charge
General Government	\$0.08	\$0.09	\$0.09
Library Services	\$0.00	\$0.00	\$0.00
Fire Services	\$0.02	\$0.02	\$0.02
Police Services	\$0.12	\$0.14	\$0.14
Public Safety	\$0.04	\$0.05	\$0.05
Parks And Recreation	\$0.00	\$0.00	\$0.00
Ambulance Services	\$0.04	\$0.05	\$0.05
Emergency Preparedness	\$0.13	\$0.15	\$0.15
Transit	\$0.20	\$0.24	\$0.24
Subtotal General Services Charge	\$0.64	\$0.74	\$0.74
Roads And Related	\$2.81	\$5.37	\$2.40
Water Services	\$0.38	\$0.43	\$0.43
Wastewater Services	\$1.85	\$1.99	\$1.99
Drains	\$0.32	\$0.36	\$0.36
Subtotal Engineered Services Charge	\$5.37	\$8.15	\$5.18
TOTAL CHARGE PER SQ.FT.	\$6.01	\$8.89	\$5.92

The industrial and non-industrial rates are differentiated by the Roads and Related charge. The Roads and Related capital program is allocated to industrial and non-industrial development based on their respective shares of employment growth, and rates are then calculated based on the floor space forecast for each sector. This accounts for the typically lower road infrastructure demands per square foot associated with industrial development.

3. Comparison of Current and Calculated Development Charges

The calculated fully serviced residential charges are comparable to the City's current DC rates. The single detached unit calculated charge of \$17,718 per unit is slightly lower (\$46) than the current charge of \$17,764 per unit. Reductions in the calculated DC rates are due to lower DC-eligible costs as compared with the 2014 DC Background Study.

The calculated non-residential, non-industrial charge of \$8.89 per square foot is also lower (\$0.51) than the current non-industrial charge of \$9.40 per square foot.

The calculated industrial charge of \$5.92 per square foot is \$1.00 higher than the current charge of \$4.92. This is due to a number of factors, including:

- A change in the Roads and Related cost allocations as compared with the previous DC study. This is due to a change in the ten-year forecast of employment and employment space by sector, as well as a change in methodology. In previous DC studies, a trip generation rate approach was used to allocate these costs between industrial and non-industrial development. However, it was determined through the 2019 DC Background Study that an employment-based approach would be more appropriate as it provides a more reliable and accurate reflection of each sector's demand for services. It is noted that a reliable source of trip generation data by employment sector is not currently available for the City of Greater Sudbury.
- A greater emphasis on Water, Wastewater, and Drains services as a share of the total calculated rate, as compared with the previous DC study. While there has been an overall reduction in the rates for other services, the total industrial rate is less impacted by the Roads and Related and general services charges than other sectors. This is due to the allocation of the Roads and Related charge between industrial and non-industrial development, as well as the lack of Parks and Recreation and Library charges for non-residential development, as the need for these services are considered to be driven by residential development.

APPENDIX A

DEVELOPMENT FORECAST

APPENDIX A

DEVELOPMENT FORECAST

This appendix provides the details of the development forecast used to prepare the 2019 Development Charges Background Study for the City of Greater Sudbury. The forecast method and key assumptions are discussed. The results of the forecasts are presented in the following 11 tables:

- A.1 Historical Population, Occupied Dwellings and Employment
- A.2 Historical Occupied Households by Unit Type
- A.3 Historical Annual Growth in Occupied Households by Unit Type
- A.4 Historical Households by Period of Construction Showing Household Size
- A.5 Historical Place of Work Employment
- A.6 Population, Household and Employment Forecast Summary
- A.7 Forecast of Occupied Households by Unit Type
- A.8 Forecast of Annual Growth in Occupied Households by Unit Type
- A.9 Forecast Population in New Households by Unit Type
- A.10 Forecast of Place of Work Employment
- A.11 Forecast of Annual Non-Residential Space Growth

A. FORECAST APPROACH AND KEY ASSUMPTIONS

The *Development Charges Act (DCA)* required the City to estimate “the anticipated amount, type and location of development” for which development charges may be imposed. The development forecast must cover both residential and non-residential development and be specific enough regarding the quantum, type, location and timing of development to allow the City to prepare a reasonable development-related capital program.

Forecasts of population, households and employment are based upon the Reference Scenario as presented within the *Outlook for Growth to 2046* prepared for the City by Hemson Consulting Ltd. (dated March 2018). The forecasts take into account the most currently available information regarding the demographic and economic outlook in the Greater Sudbury region, including information from the 2016 Census.

The planning period for general services is 2019 to 2028, or a ten-year period, as limited by the DCA. The engineered services are also recovered under a ten-year

planning period, however the recovery period for many engineered services projects stretch to 2031 or 2041 and beyond. The post-period benefit shares calculated on this basis. Further detail is shown in Appendix B for the general services and Appendix C for engineered services.

It is noted that the forecast is based on Census years and is translated into the timeframes required for DC purposes, generally pro-rating the Census periods to the DC time period.

B. HISTORICAL DEVELOPMENT IN THE CITY

Historical growth and development figures are based on Statistics Canada Census data. A “Census-based” definition of population is used for the purposes of the DC study. The definition does not include Census net undercoverage, which is typically included in the definition of “total” population commonly used in municipal planning documents, including the City’s *Outlook for Growth to 2046*. For DC purposes, a ten-year historical period of 2009 to 2018 is used for calculating historical service levels.

Over the last ten years, the City’s Census population has grown from approximately 158,900 people in 2008 to 162,300 in 2018; this represents an increase of 2.1 per cent (Table 1). During the same time period, the number of occupied households increased at a higher rate of approximately 6.0 per cent, from 66,000 dwellings in 2008 to nearly 70,000 dwellings in 2018. The difference between the rates of population and occupied dwelling unit growth is the result of a decline in the average number of persons residing in existing housing units.

Historical employment figures are also shown in Table 1 and are based on Statistics Canada place of work data. Place of work data records where people work rather than their place of residence. The employment figures used for DC calculations include workers with no fixed place of work, but exclude *work at home* employment. Overall, the City’s employment growth has increased in the last ten years from approximately 74,200 in 2008 to 76,900 in 2018; this represents an increase of 3.6 per cent.

C. FORECAST RESULTS

Development charges are levied on residential development as a charge per new unit and on non-residential development as a charge per unit of gross floor area (GFA).

1. Residential Development Forecast

The residential development forecast incorporates forecasts of population, households, and housing units by type. The population forecast to 2028 is anchored on the Census-based forecasts for the City established by the *Outlook for Growth to 2046*. As shown in Table 6, a Census population of 165,200 is anticipated in 2028; this is comparable to a total population of 169,800.

The residential forecast for 2041 is for a Census population of approximately 167,300. It is noted that this is comparable to a total population including Census net undercoverage of 172,000, as forecast within the City's *Outlook for Growth*.

The forecast of new households assumes that the total occupied units in the City will grow by approximately 2,940 units over the ten-year planning period from 2019 to 2028, to a total of 72,900 occupied households by the tenth year. It is anticipated that, of the 2,940 new households to be added, approximately 1,670 will be single detached, 130 will be semi-detached, 90 will be rows and 1,060 will be apartment units (Table 8). By 2041, a total of 74,900 occupied units are anticipated

In addition to the Census population forecast, a forecast of “population in new units” that will result from the addition of new housing units has been made, and serves as the basis of the residential development charges calculation. Population growth in new units is estimated by applying persons per unit (PPU) assumptions to the housing unit forecast. The PPU assumptions are based on historic household size by period of construction by unit type, as per a 2016 special run received by Statistics Canada (Table 4). The forecast population in new housing units is 7,400 for the ten-year period (2019 to 2028), and 12,275 to 2041 (Table 9).

For the purposes of levying residential development charges, the occupancy levels in both unit types (single detached, semi-detached, and apartments and multiples) are considered. The PPUs used to calculate the development charges are the calculated average PPU in new units over the first five years of the forecast period (2019-2024). The PPU assumptions used are 3.05 per single detached unit, 2.45 per semi-detached unit, and 1.76 people for apartments and multiple dwellings.

2. Non-Residential Development Forecast

Non-residential development charges are calculated on a unit of gross floor area (GFA) basis. Therefore, a forecast of new non-residential building space has been developed. As with the residential forecast, the floorspace forecast covers a ten-year period from 2019 to 2028.

The anticipated employment growth is consistent with the City's *Outlook for Growth*. As shown in Table 10, total employment is anticipated to reach 82,500 by 2028 and nearly 85,000 by 2041. However, only place of work employment is considered for the purposes of the DC calculation. Place of work employment is

anticipated to grow by 2,360 jobs over the ten-year planning period, to a total of 79,200.

Employment densities have been used to convert the employment forecast into building space estimates. The forecast considers three non-residential categories: employment land (industrial), population related (commercial and institutional) and major office. Rural employment growth is not anticipated to generate any additional floor space. The following densities, by employment type, have been utilized in this study:

Population-Related:	540 sq.ft. per employee
Employment Land:	1,000 sq.ft. per employee
Major Office:	290 sq.ft. per employee

Over the ten-year forecast period an additional 131,600 square feet of major office, 408,800 square feet of population-related employment space, and 1.36 million square feet of employment land space is projected to be built (Table 11). In total 1.80 million square feet of non-residential floor space is forecast to be added between 2019 and 2028 to accommodate 2,360 additional employees. By 2041, approximately 3.74 million square feet of new non-residential space is anticipated.

APPENDIX A - TABLE 1
CITY OF GREATER SUDBURY
HISTORICAL POPULATION, OCCUPIED DWELLINGS & EMPLOYMENT SUMMARY

Mid-Year	Census Population	Annual Growth	Total Population	Annual Growth	Occupied Households	Annual Growth	Av. Household Size (PPU)	Employment For DC Study	Annual Growth	Activity Rate
2006	157,915		163,900		64,960		2.43	73,545		46.6%
2007	158,405	490	164,100	200	65,487	527	2.42	73,870	325	46.6%
2008	158,896	491	164,300	200	66,019	532	2.41	74,197	327	46.7%
2009	159,389	493	164,500	200	66,555	536	2.39	74,525	328	46.8%
2010	159,884	495	164,700	200	67,095	540	2.38	74,854	329	46.8%
2011	160,380	496	164,900	200	67,640	545	2.37	75,185	331	46.9%
2012	160,628	248	165,139	239	67,949	309	2.36	75,400	215	47.0%
2013	160,877	249	165,379	240	68,260	311	2.35	75,616	216	47.1%
2014	161,126	249	165,619	240	68,572	312	2.34	75,833	217	47.2%
2015	161,375	249	165,859	240	68,885	313	2.33	76,050	217	47.3%
2016	161,625	250	166,100	241	69,200	315	2.32	76,268	218	47.4%
2017	161,948	323	166,465	365	69,580	380	2.31	76,559	291	47.5%
2018	162,272	324	166,798	333	69,962	382	2.30	76,851	292	47.6%
Growth 2009-2018		3,376		2,498		3,943			2,654	

Source: Statistics Canada, Census of Canada, Hemson estimates

**APPENDIX A - TABLE 2
CITY OF GREATER SUDBURY
HISTORICAL OCCUPIED HOUSEHOLDS BY UNIT TYPE**

Mid-Year	Occupied Households					Shares By Unit Type			
	Singles	Semis	Rows	Apartments	Total	Singles/Semis	Rows	Apartments	Total
2006	40,050	3,085	2,770	19,055	64,960	62%	4%	29%	95%
2007	40,559	3,116	2,756	19,051	65,487	62%	4%	29%	95%
2008	41,074	3,148	2,742	19,047	66,019	62%	4%	29%	95%
2009	41,596	3,180	2,728	19,043	66,555	62%	4%	29%	95%
2010	42,125	3,212	2,714	19,039	67,095	63%	4%	28%	95%
2011	42,660	3,245	2,700	19,035	67,640	63%	4%	28%	95%
2012	42,754	3,273	2,731	19,190	67,949	63%	4%	28%	95%
2013	42,848	3,301	2,763	19,347	68,260	63%	4%	28%	95%
2014	42,942	3,329	2,795	19,505	68,572	63%	4%	28%	95%
2015	43,036	3,357	2,827	19,664	68,885	62%	4%	29%	95%
2016	43,130	3,385	2,860	19,825	69,200	62%	4%	29%	95%
2017	43,547	3,421	2,882	20,112	69,962	62%	4%	29%	95%
2018	43,757	3,439	2,893	20,257	70,346	62%	4%	29%	95%

Source: Statistics Canada, Census of Canada, Hemson estimates

APPENDIX A - TABLE 3
CITY OF GREATER SUDBURY
HISTORICAL ANNUAL GROWTH IN OCCUPIED HOUSEHOLDS BY UNIT TYPE

Mid-Year	Annual Growth in Occupied Households				Shares By Unit Type			
	Singles/Semis	Rows	Apartments	Total	Singles/Semis	Rows	Apartments	Total
2006								
2007	509	(14)	(4)	491	104%	(3%)	(1%)	100%
2008	515	(14)	(4)	497	104%	(3%)	(1%)	100%
2009	522	(14)	(4)	504	104%	(3%)	(1%)	100%
2010	529	(14)	(4)	511	104%	(3%)	(1%)	100%
2011	535	(14)	(4)	517	103%	(3%)	(1%)	100%
2012	94	31	155	280	34%	11%	55%	100%
2013	94	32	157	283	33%	11%	55%	100%
2014	94	32	158	284	33%	11%	56%	100%
2015	94	32	159	285	33%	11%	56%	100%
2016	94	33	161	288	33%	11%	56%	100%
2017	417	22	287	726	57%	3%	40%	100%
2018	210	11	145	366	57%	3%	40%	100%
Growth 2009-2018	2,683	151	1,210	4,044	66%	4%	30%	100%

Source: Statistics Canada, Census of Canada, Hemson estimates

APPENDIX A - TABLE 4
CITY OF GREATER SUDBURY
HISTORICAL HOUSEHOLDS BY PERIOD OF CONSTRUCTION SHOWING HOUSEHOLD SIZE

Dwelling Unit Type	Period of Construction										Period of Construction Summaries		
	Pre 1945	1946-1960	1961-1970	1971-1980	1981-1990	1991-1995	1996-2000	2001-2005	2006-2010	2011-2016	Pre 2006	2006-2016	Total
Singles													
Household Population	9,180	24,105	18,650	19,145	12,155	7,565	4,480	4,380	6,870	4,160	99,660	11,030	110,690
Households	4,125	10,330	7,680	7,455	4,455	2,605	1,470	1,445	2,180	1,380	39,565	3,560	43,125
Household Size	2.23	2.33	2.43	2.57	2.73	2.90	3.05	3.03	3.15	3.01	2.52	3.10	2.57
Semis													
Household Population	320	1,220	1,115	2,405	1,100	1,045	460	225	260	265	7,890	525	8,415
Households	155	520	440	960	460	380	165	75	110	110	3,155	220	3,375
Household Size	2.06	2.35	2.53	2.51	2.39	2.75	2.79	3.00	2.36	2.41	2.50	2.39	2.49
Rows													
Household Population	250	715	1,380	1,800	1,380	595	290	210	120	205	6,620	325	6,945
Households	90	290	525	680	625	245	135	75	65	105	2,665	170	2,835
Household Size	2.78	2.47	2.63	2.65	2.21	2.43	2.15	2.80	1.85	1.95	2.48	1.91	2.45
Apartments (excl. Duplexes): Bachelor or 1BR													
Household Population	775	1,480	1,615	1,675	1,045	325	275	100	110	175	7,290	285	7,575
Households	660	1,330	1,410	1,475	965	315	270	85	95	155	6,510	250	6,760
Household Size	1.17	1.11	1.15	1.14	1.08	1.03	1.02	1.18	1.16	1.13	1.12	1.14	1.12
Apartments (excl. Duplexes): 2BR or more													
Household Population	1,970	3,040	3,510	2,960	2,030	820	550	245	385	720	15,125	1,105	16,230
Households	955	1,590	1,920	1,725	1,230	480	340	150	230	410	8,390	640	9,030
Household Size	2.06	1.91	1.83	1.72	1.65	1.71	1.62	1.63	1.67	1.76	1.80	1.73	1.80
Apartments (excl. Duplexes) - Total													
Household Population	2,785	4,615	5,210	4,710	3,120	1,225	885	350	520	890	22,900	1,410	24,310
Households	1,605	2,920	3,340	3,185	2,200	815	595	230	320	565	14,890	885	15,775
Household Size	1.74	1.58	1.56	1.48	1.42	1.50	1.49	1.52	1.63	1.58	1.54	1.59	1.54
Duplexes													
Household Population	1,375	2,715	1,655	1,105	595	340	180	75	135	165	8,040	300	8,340
Households	725	1,350	860	545	285	135	60	25	50	70	3,985	120	4,105
Household Size	1.90	2.01	1.92	2.03	2.09	2.52	3.00	3.00	2.70	2.36	2.02	2.50	2.03
All Units													
Household Population	13,910	33,370	28,010	29,165	18,350	10,770	6,295	5,240	7,905	5,685	145,110	13,590	158,700
Households	6,700	15,410	12,845	12,825	8,025	4,180	2,425	1,850	2,725	2,230	64,260	4,955	69,215
Household Size	2.08	2.17	2.18	2.27	2.29	2.58	2.60	2.83	2.90	2.55	2.26	2.74	2.29

Source: Statistics Canada, 2016 Census Special Run

**APPENDIX A - TABLE 5
CITY OF GREATER SUDBURY
HISTORICAL PLACE OF WORK EMPLOYMENT**

Mid-Year	Major Office	Annual Growth	Population-Related	Annual Growth	Employment Land	Annual Growth	Other Rural	Annual Growth	Total For DC Study	Annual Growth	Work at Home	Annual Growth	Total w/ Work At Home	Annual Growth
2006	2,732		35,391		31,538		3,884		73,545		3,330		76,875	
2007	2,775	43	35,787	396	31,412	(126)	3,888	4	73,862	317	3,157	(173)	77,019	144
2008	2,818	43	36,187	400	31,287	(125)	3,892	4	74,184	322	2,993	(164)	77,177	158
2009	2,862	44	36,592	405	31,162	(125)	3,896	4	74,512	328	2,837	(156)	77,349	172
2010	2,907	45	37,001	409	31,037	(125)	3,900	4	74,845	333	2,690	(147)	77,535	186
2011	2,952	45	37,415	414	30,913	(124)	3,905	5	75,185	340	2,550	(140)	77,735	200
2012	2,936	(16)	37,527	112	30,975	62	3,961	56	75,399	214	2,663	113	78,062	327
2013	2,920	(16)	37,639	112	31,037	62	4,018	57	75,614	215	2,781	118	78,395	333
2014	2,904	(16)	37,751	112	31,099	62	4,076	58	75,830	216	2,905	124	78,735	340
2015	2,888	(16)	37,864	113	31,162	63	4,134	58	76,048	218	3,034	129	79,082	347
2016	2,873	(15)	37,977	113	31,225	63	4,193	59	76,268	220	3,170	136	79,438	356
2017	2,886	13	38,079	102	31,385	160	4,209	16	76,559	291	3,182	12	79,741	303
2018	2,899	13	38,181	102	31,546	161	4,225	16	76,851	292	3,194	12	80,045	304
Growth 2009-2018		37		1,589		384		329		2,339		357		2,696

Note: Employment Values Include No Fixed Place of Work Employment

Source: Statistics Canada, Census of Canada & Hemson estimates

**APPENDIX A - TABLE 6
CITY OF GREATER SUDBURY
POPULATION, HOUSEHOLD & EMPLOYMENT FORECAST SUMMARY**

Mid-Year	Census Population	Annual Growth	Total Population	Annual Growth	Total Occupied Households	Annual Growth	Av. Household Size (PPU)	Place of Work Employment	Annual Growth	Activity Rate
2016	161,625		166,133		69,200		2.34	76,268		47.2%
2017	161,948	323	166,465	332	69,580	380	2.33	76,559	291	47.3%
2018	162,272	324	166,798	333	69,962	382	2.32	76,851	292	47.4%
2019	162,596	324	167,131	333	70,346	384	2.31	77,145	294	47.4%
2020	162,921	325	167,465	334	70,732	386	2.30	77,439	294	47.5%
2021	163,247	326	167,800	335	71,119	387	2.30	77,737	298	47.6%
2022	163,556	309	168,118	318	71,392	273	2.29	77,992	255	47.7%
2023	163,866	310	168,437	319	71,666	274	2.29	78,248	256	47.8%
2024	164,177	311	168,756	319	71,941	275	2.28	78,504	256	47.8%
2025	164,488	311	169,076	320	72,217	276	2.28	78,761	257	47.9%
2026	164,800	312	169,396	320	72,495	278	2.27	79,021	260	47.9%
2027	164,995	195	169,596	200	72,700	205	2.27	79,116	95	48.0%
2028	165,190	195	169,797	201	72,906	206	2.27	79,211	95	48.0%
2029	165,385	195	169,998	201	73,112	206	2.26	79,306	95	48.0%
2030	165,580	195	170,199	201	73,319	207	2.26	79,401	95	48.0%
2031	165,776	196	170,400	201	73,526	207	2.25	79,502	101	48.0%
2032	165,987	211	170,617	217	73,702	176	2.25	79,727	225	48.0%
2033	166,199	212	170,834	217	73,879	177	2.25	79,953	226	48.1%
2034	166,411	212	171,052	218	74,056	177	2.25	80,180	227	48.2%
2035	166,623	212	171,270	218	74,234	178	2.24	80,408	228	48.3%
2036	166,835	212	171,488	218	74,412	178	2.24	80,635	227	48.3%
2037	166,934	99	171,590	102	74,511	99	2.24	80,822	187	48.4%
2038	167,034	100	171,692	102	74,610	99	2.24	81,010	188	48.5%
2039	167,134	100	171,794	102	74,709	99	2.24	81,199	189	48.6%
2040	167,234	100	171,896	102	74,808	99	2.24	81,388	189	48.7%
2041	167,333	99	172,000	104	74,908	100	2.23	81,578	190	48.8%
Growth 2019-2028		2,918		2,999		2,944			2,360	
Growth 2019-2031		3,504		3,602		3,564			2,651	
Growth 2019-2041		5,061		5,202		4,946			4,727	

Source: Hemson estimates

APPENDIX A - TABLE 7
CITY OF GREATER SUDBURY
FORECAST OF OCCUPIED HOUSEHOLDS BY UNIT TYPE

Mid-Year	Occupied Households					Shares By Unit Type				
	Singles	Semis	Rows	Apartments	Total	Singles	Semis	Rows	Apartments	Total
2016	43,130	3,385	2,860	19,825	69,200	62%	5%	4%	29%	100%
2017	43,338	3,403	2,871	19,968	69,580	62%	5%	4%	29%	100%
2018	43,547	3,421	2,882	20,112	69,962	62%	5%	4%	29%	100%
2019	43,757	3,439	2,893	20,257	70,346	62%	5%	4%	29%	100%
2020	43,968	3,457	2,904	20,403	70,732	62%	5%	4%	29%	100%
2021	44,180	3,475	2,916	20,548	71,119	62%	5%	4%	29%	100%
2022	44,344	3,486	2,923	20,639	71,392	62%	5%	4%	29%	100%
2023	44,509	3,497	2,930	20,730	71,666	62%	5%	4%	29%	100%
2024	44,674	3,508	2,937	20,822	71,941	62%	5%	4%	29%	100%
2025	44,840	3,519	2,944	20,914	72,217	62%	5%	4%	29%	100%
2026	45,006	3,531	2,951	21,007	72,495	62%	5%	4%	29%	100%
2027	45,113	3,540	2,960	21,087	72,700	62%	5%	4%	29%	100%
2028	45,221	3,549	2,969	21,167	72,906	62%	5%	4%	29%	100%
2029	45,329	3,558	2,978	21,247	73,112	62%	5%	4%	29%	100%
2030	45,437	3,567	2,987	21,328	73,319	62%	5%	4%	29%	100%
2031	45,546	3,574	2,997	21,409	73,526	62%	5%	4%	29%	100%
2032	45,631	3,579	3,003	21,489	73,702	62%	5%	4%	29%	100%
2033	45,717	3,584	3,009	21,569	73,879	62%	5%	4%	29%	100%
2034	45,802	3,589	3,015	21,650	74,056	62%	5%	4%	29%	100%
2035	45,888	3,594	3,021	21,731	74,234	62%	5%	4%	29%	100%
2036	45,973	3,601	3,026	21,812	74,412	62%	5%	4%	29%	100%
2037	46,031	3,609	3,036	21,835	74,511	62%	5%	4%	29%	100%
2038	46,089	3,617	3,046	21,858	74,610	62%	5%	4%	29%	100%
2039	46,147	3,625	3,056	21,881	74,709	62%	5%	4%	29%	100%
2040	46,205	3,633	3,066	21,904	74,808	62%	5%	4%	29%	100%
2041	46,264	3,641	3,075	21,928	74,908	62%	5%	4%	29%	100%

Source: Hemson estimates

APPENDIX A - TABLE 8
CITY OF GREATER SUDBURY
FORECAST OF ANNUAL GROWTH IN OCCUPIED HOUSEHOLDS BY UNIT TYPE

Mid-Year	Annual Growth in Occupied Households					Shares By Unit Type				
	Singles	Semis	Rows	Apartments	Total	Singles	Semis	Rows	Apts.	Total
2016										
2017	208	18	11	143	380	55%	5%	3%	38%	100%
2018	209	18	11	144	382	55%	5%	3%	38%	100%
2019	210	18	11	145	384	55%	5%	3%	38%	100%
2020	211	18	11	146	386	55%	5%	3%	38%	100%
2021	212	18	12	145	387	55%	5%	3%	37%	100%
2022	164	11	7	91	273	60%	4%	3%	33%	100%
2023	165	11	7	91	274	60%	4%	3%	33%	100%
2024	165	11	7	92	275	60%	4%	3%	33%	100%
2025	166	11	7	92	276	60%	4%	3%	33%	100%
2026	166	12	7	93	278	60%	4%	3%	33%	100%
2027	107	9	9	80	205	52%	4%	4%	39%	100%
2028	108	9	9	80	206	52%	4%	4%	39%	100%
2029	108	9	9	80	206	52%	4%	4%	39%	100%
2030	108	9	9	81	207	52%	4%	4%	39%	100%
2031	109	7	10	81	207	53%	3%	5%	39%	100%
2032	85	5	6	80	176	48%	3%	3%	45%	100%
2033	86	5	6	80	177	49%	3%	3%	45%	100%
2034	85	5	6	81	177	48%	3%	3%	46%	100%
2035	86	5	6	81	178	48%	3%	3%	46%	100%
2036	85	7	5	81	178	48%	4%	3%	46%	100%
2037	58	8	10	23	99	59%	8%	10%	23%	100%
2038	58	8	10	23	99	59%	8%	10%	23%	100%
2039	58	8	10	23	99	59%	8%	10%	23%	100%
2040	58	8	10	23	99	59%	8%	10%	23%	100%
2041	59	8	9	24	100	59%	8%	9%	24%	100%
Growth 2019-2028	1,674	128	87	1,055	2,944	57%	4%	3%	36%	100%
Growth 2019-2031	1,999	153	115	1,297	3,564	56%	4%	3%	36%	100%
Growth 2019-2041	2,717	220	193	1,816	4,946	55%	4%	4%	37%	100%

Source: Hemson estimates

APPENDIX A - TABLE 9
CITY OF GREATER SUDBURY
FORECAST POPULATION IN NEW HOUSEHOLDS BY UNIT TYPE

Mid-Year	Assumed Average Occupancies (PPU)					Forecast Population in New Households				
	Singles	Semis	Rows	Apartments	Total	Singles	Semis	Rows	Apartments	Total
2016	3.10	2.49	2.45	1.70						
2017	3.09	2.48	2.44	1.70						
2018	3.08	2.48	2.43	1.70						
2019	3.07	2.47	2.42	1.70	2.50	644	44	27	247	962
2020	3.06	2.46	2.42	1.70	2.50	645	44	27	248	964
2021	3.04	2.45	2.41	1.70	2.49	646	44	29	247	966
2022	3.04	2.45	2.40	1.70	2.55	498	27	17	155	697
2023	3.03	2.44	2.40	1.70	2.55	500	27	17	155	699
2024	3.03	2.44	2.39	1.70	2.54	500	27	17	157	701
2025	3.02	2.43	2.39	1.70	2.54	502	27	17	157	703
2026	3.02	2.43	2.38	1.70	2.53	501	29	17	158	705
2027	3.01	2.42	2.38	1.70	2.45	322	22	21	136	501
2028	3.01	2.42	2.38	1.70	2.45	325	22	21	136	504
2029	3.00	2.41	2.37	1.70	2.44	324	22	21	136	503
2030	3.00	2.41	2.37	1.70	2.44	324	22	21	138	505
2031	2.99	2.41	2.36	1.70	2.44	326	17	24	138	505
2032	2.99	2.40	2.36	1.70	2.37	254	12	14	136	416
2033	2.98	2.40	2.36	1.70	2.37	257	12	14	136	419
2034	2.98	2.40	2.36	1.70	2.36	253	12	14	138	417
2035	2.98	2.40	2.35	1.70	2.36	256	12	14	138	420
2036	2.97	2.39	2.35	1.70	2.35	253	17	12	138	420
2037	2.97	2.39	2.35	1.70	2.57	172	19	23	39	253
2038	2.97	2.39	2.35	1.70	2.57	172	19	23	39	253
2039	2.97	2.39	2.35	1.70	2.56	172	19	23	39	253
2040	2.97	2.39	2.34	1.70	2.56	172	19	23	39	253
2041	2.96	2.38	2.34	1.70	2.56	175	19	21	41	256
Growth 2019-2023	3.05	2.45	2.44	1.70	2.52	2,933	186	117	1,052	4,288
Growth 2019-2028	3.04	2.45	2.41	1.70	2.51	5,083	313	210	1,796	7,402
Growth 2019-2031	3.03	2.44	2.40	1.70	2.50	6,057	374	276	2,208	8,915
Growth 2019-2041	3.02	2.43	2.37	1.70	2.48	8,193	534	457	3,091	12,275

Source: Statistics Canada, 2016 Census Special Run & Hemson estimates

APPENDIX A - TABLE 10
CITY OF GREATER SUDBURY
FORECAST OF PLACE OF WORK EMPLOYMENT

Mid-Year	Major Office	Annual Growth	Population-Related	Annual Growth	Employment Land	Annual Growth	Other Rural	Annual Growth	Total For DC Study	Annual Growth	Work at Home	Annual Growth	Total w/ Work At Home	Annual Growth
2016	2,873		37,977		31,225		4,193		76,268		3,170		79,438	
2017	2,886	13	38,079	102	31,385	160	4,209	16	76,559	291	3,182	12	79,741	303
2018	2,899	13	38,181	102	31,546	161	4,225	16	76,851	292	3,194	12	80,045	304
2019	2,912	13	38,284	103	31,708	162	4,241	16	77,145	294	3,206	12	80,351	306
2020	2,925	13	38,387	103	31,870	162	4,257	16	77,439	294	3,218	12	80,657	306
2021	2,940	15	38,490	103	32,033	163	4,274	17	77,737	298	3,231	13	80,969	312
2022	2,952	12	38,561	71	32,191	158	4,288	14	77,992	255	3,242	11	81,234	265
2023	2,964	12	38,632	71	32,350	159	4,302	14	78,248	256	3,253	11	81,501	267
2024	2,976	12	38,703	71	32,509	159	4,316	14	78,504	256	3,264	11	81,768	267
2025	2,988	12	38,774	71	32,669	160	4,330	14	78,761	257	3,275	11	82,036	268
2026	3,000	12	38,846	72	32,830	161	4,345	15	79,021	260	3,284	9	82,305	269
2027	3,004	4	38,892	46	32,870	40	4,350	5	79,116	95	3,288	4	82,404	99
2028	3,008	4	38,938	46	32,910	40	4,355	5	79,211	95	3,292	4	82,503	99
2029	3,012	4	38,984	46	32,950	40	4,360	5	79,306	95	3,296	4	82,602	99
2030	3,016	4	39,030	46	32,990	40	4,365	5	79,401	95	3,300	4	82,701	99
2031	3,022	6	39,077	47	33,032	42	4,371	6	79,502	101	3,304	4	82,805	104
2032	3,032	10	39,124	47	33,187	155	4,384	13	79,727	225	3,314	10	83,041	236
2033	3,042	10	39,172	48	33,342	155	4,397	13	79,953	226	3,324	10	83,277	236
2034	3,052	10	39,220	48	33,498	156	4,410	13	80,180	227	3,334	10	83,514	237
2035	3,062	10	39,268	48	33,655	157	4,423	13	80,408	228	3,344	10	83,752	238
2036	3,074	12	39,315	47	33,812	157	4,434	11	80,635	227	3,352	8	83,987	235
2037	3,083	9	39,336	21	33,959	147	4,444	10	80,822	187	3,360	8	84,182	195
2038	3,092	9	39,357	21	34,107	148	4,454	10	81,010	188	3,368	8	84,378	196
2039	3,101	9	39,378	21	34,256	149	4,464	10	81,199	189	3,376	8	84,575	197
2040	3,110	9	39,399	21	34,405	149	4,474	10	81,388	189	3,384	8	84,772	197
2041	3,118	8	39,420	21	34,555	150	4,485	11	81,578	190	3,391	7	84,970	198
Growth 2019-2028		109		757		1,364		130		2,360		98		2,458
Growth 2019-2031		123		896		1,486		146		2,651		110		2,760
Growth 2019-2041		219		1,239		3,009		260		4,727		197		4,925

Note: Includes No Fixed Place of Work Employment

APPENDIX A - TABLE 11
CITY OF GREATER SUDBURY
FORECAST OF ANNUAL NON-RESIDENTIAL SPACE GROWTH

Employment Density	
Population-Related Weighted	540 ft ² per employee
Employment Land	1000 ft ² per employee
Major Office	290 ft ² per employee

Mid-Year	Major Office	Population Related	Employment Land	Total For DC Study
2016				
2017				
2018	3,770	55,080	161,000	219,850
2019	3,770	55,620	162,000	221,390
2020	3,770	55,620	162,000	221,390
2021	4,350	55,620	163,000	222,970
2022	3,480	38,340	158,000	199,820
2023	3,480	38,340	159,000	200,820
2024	3,480	38,340	159,000	200,820
2025	3,480	38,340	160,000	201,820
2026	3,480	38,880	161,000	203,360
2027	1,160	24,840	40,000	66,000
2028	1,160	24,840	40,000	66,000
2029	1,160	24,840	40,000	66,000
2030	1,160	24,840	40,000	66,000
2031	1,740	25,380	42,000	69,120
2032	2,900	25,380	155,000	183,280
2033	2,900	25,920	155,000	183,820
2034	2,900	25,920	156,000	184,820
2035	2,900	25,920	157,000	185,820
2036	3,480	25,380	157,000	185,860
2037	2,610	11,340	147,000	160,950
2038	2,610	11,340	148,000	161,950
2039	2,610	11,340	149,000	162,950
2040	2,610	11,340	149,000	162,950
2041	2,320	11,340	150,000	163,660
Growth 2019-2028	31,610	408,780	1,364,000	1,804,390
Growth 2019-2031	35,670	483,840	1,486,000	2,005,510
Growth 2019-2041	63,510	669,060	3,009,000	3,741,570

Note: Includes No Fixed Place of Work Employment

APPENDIX B

**GENERAL SERVICES
TECHNICAL APPENDIX**

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APPENDIX B.1
TABLE 1

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
GENERAL GOVERNMENT

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	10% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
1.0 GENERAL GOVERNMENT													
1.1 Development-Related Studies													
1.1.1 Zoning By-Law Update	2021	2021	\$ 25,000	\$ -	\$ 25,000	50.0%	\$ 12,500	\$ 1,250	\$ 11,250	\$ -	\$ -	\$ 11,250	\$ -
1.1.2 Zoning By-Law Update	2028	2028	\$ 25,000	\$ -	\$ 25,000	50.0%	\$ 12,500	\$ 1,250	\$ 11,250	\$ -	\$ -	\$ 11,250	\$ -
1.1.3 Official Plan Update	2013	2019	\$ 275,000	\$ -	\$ 275,000	50.0%	\$ 137,500	\$ 13,750	\$ 123,750	\$ 47,778	\$ 13,139	\$ 62,833	\$ -
1.1.4 Official Plan Update	2023	2028	\$ 235,000	\$ -	\$ 235,000	50.0%	\$ 117,500	\$ 11,750	\$ 105,750	\$ -	\$ -	\$ 105,750	\$ -
1.1.5 Development Charges Study	2018	2019	\$ 81,000	\$ -	\$ 81,000	0.0%	\$ -	\$ 8,100	\$ 72,900	\$ 47,971	\$ -	\$ 24,929	\$ -
1.1.6 Development Charges Study	2023	2024	\$ 81,000	\$ -	\$ 81,000	0.0%	\$ -	\$ 8,100	\$ 72,900	\$ -	\$ -	\$ 72,900	\$ -
1.1.7 Development Guidelines Document	2019	2022	\$ 200,000	\$ -	\$ 200,000	0.0%	\$ -	\$ 20,000	\$ 180,000	\$ -	\$ -	\$ 180,000	\$ -
1.1.8 Downtown Master Plan Update	2022	2022	\$ 150,000	\$ 100,000	\$ 50,000	97.8%	\$ 48,900	\$ 110	\$ 990	\$ -	\$ -	\$ 990	\$ -
1.1.9 Housing Background Study	2020	2021	\$ 90,000	\$ -	\$ 90,000	97.8%	\$ 88,020	\$ 198	\$ 1,782	\$ -	\$ -	\$ 1,782	\$ -
1.1.10 Population Projection Forecast	2018	2019	\$ 50,000	\$ -	\$ 50,000	0.0%	\$ -	\$ 5,000	\$ 45,000	\$ -	\$ 10,000	\$ 35,000	\$ -
1.1.11 Population Projection Forecast	2022	2023	\$ 50,000	\$ -	\$ 50,000	0.0%	\$ -	\$ 5,000	\$ 45,000	\$ -	\$ -	\$ 45,000	\$ -
1.1.12 Land and Planning Software	2019	2022	\$ 3,860,000	\$ -	\$ 3,860,000	97.8%	\$ 3,775,080	\$ 8,492	\$ 76,428	\$ -	\$ -	\$ 76,428	\$ -
Subtotal Development-Related Studies			\$ 5,122,000	\$ 100,000	\$ 5,022,000		\$ 4,192,000	\$ 83,000	\$ 747,000	\$ 95,749	\$ 23,139	\$ 628,112	\$ -
TOTAL GENERAL GOVERNMENT			\$ 5,122,000	\$ 100,000	\$ 5,022,000		\$ 4,192,000	\$ 83,000	\$ 747,000	\$ 95,749	\$ 23,139	\$ 628,112	\$ -

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$477,365
10-Year Growth in Population in New Units		7,402
Unadjusted Development Charge Per Capita		\$64.49
Non-Residential Development Charge Calculation		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$150,747
10-Year Growth in Square Feet		1,804,390
Unadjusted Development Charge Per Square Foot		\$0.08

Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$11,767
Revenue Losses	\$11,372
Total	\$23,139

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APPENDIX B.2
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
LIBRARY SERVICES

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	10% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
2.0 LIBRARY SERVICES													
2.1 Buildings, Land & Furnishings													
2.1.1 South Branch Expansion	2009	2014	\$ 5,713,696	\$ 138,888	\$ 5,574,808	35.0%	\$ 1,951,183	\$ 362,363	\$ 3,261,263	\$ 890,377	\$ 89,127	\$ 748,500	\$ 1,533,260
2.1.2 Mackenzie Library Study	2013	2015	\$ 50,625	\$ -	\$ 50,625	56.0%	\$ 28,350	\$ 2,228	\$ 20,048	\$ -	\$ -	\$ 10,024	\$ 10,024
2.1.3 Main Library - Business Plan/Study/Consultant	2018	2018	\$ 245,000	\$ -	\$ 245,000	56.0%	\$ 137,200	\$ 10,780	\$ 97,020	\$ -	\$ -	\$ 48,510	\$ 48,510
Subtotal Buildings, Land & Furnishings			\$ 6,009,321	\$ 138,888	\$ 5,870,433		\$ 2,116,733	\$ 375,370	\$ 3,378,330	\$ 890,377	\$ 89,127	\$ 807,033	\$ 1,591,793
2.2 Material Acquisitions													
2.2.1 Circulation Materials Collection	2014	2028	\$ 10,387,608	\$ -	\$ 10,387,608	98.2%	\$ 10,200,631	\$ 18,698	\$ 168,279	\$ -	\$ -	\$ 168,279	\$ -
2.2.2 Electronic Materials	2019	2028	\$ 1,400,065	\$ -	\$ 1,400,065	98.2%	\$ 1,374,864	\$ 2,520	\$ 22,681	\$ -	\$ -	\$ 5,670	\$ 17,011
Subtotal Material Acquisitions			\$ 11,787,673	\$ -	\$ 11,787,673		\$ 11,575,495	\$ 21,218	\$ 190,960	\$ -	\$ -	\$ 173,950	\$ 17,011
TOTAL LIBRARY SERVICES			\$ 17,796,994	\$ 138,888	\$ 17,658,106		\$ 13,692,228	\$ 396,588	\$ 3,569,290	\$ 890,377	\$ 89,127	\$ 980,983	\$ 1,608,804

Residential Development Charge Calculation			
Residential Share of 2019 - 2028 DC Eligible Costs	100%	\$980,983	
10-Year Growth in Population in New Units		7,402	
Unadjusted Development Charge Per Capita		\$132.53	
Non-Residential Development Charge Calculation			
Non-Residential Share of 2019 - 2028 DC Eligible Costs	0%	\$0	
10-Year Growth in Square Feet		1,804,390	
Unadjusted Development Charge Per Square Foot		\$0.00	

2019 - 2028 Net Funding Envelope	\$980,983
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$0
Revenue Losses	\$89,127
Total	\$89,127

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APPENDIX B.3
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
FIRE SERVICES

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	0% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
3.0 FIRE SERVICES													
3.1 Buildings, Land & Furnishings													
3.1.1 Station Redevelopment (including land)	2022	2022	\$ 4,630,000	\$ -	\$ 4,630,000	75.0%	\$ 3,472,500	\$ -	\$ 1,157,500	\$ -	\$ 1,157,500	\$ -	\$ -
Fire Training Centre (to expand for single detached houses)	2026	2026	\$ 1,230,500	\$ -	\$ 1,230,500	80.0%	\$ 984,400	\$ -	\$ 246,100	\$ -	\$ 104,531	\$ 141,569	\$ -
Subtotal Buildings, Land & Furnishings			\$ 5,860,500	\$ -	\$ 5,860,500		\$ 4,456,900	\$ -	\$ 1,403,600	\$ -	\$ 1,262,031	\$ 141,569	\$ -
3.2 Vehicles													
3.2.1 Training Vehicles	2018	2018	\$ 42,500	\$ -	\$ 42,500	0.0%	\$ -	\$ -	\$ 42,500	\$ -	\$ 42,500	\$ -	\$ -
Subtotal Vehicles			\$ 42,500	\$ -	\$ 42,500		\$ -	\$ -	\$ 42,500	\$ -	\$ 42,500	\$ -	\$ -
3.3 Equipment													
3.3.1 Two Generators	2015	2020	\$ 120,000	\$ -	\$ 120,000	97.8%	\$ 117,360	\$ -	\$ 2,640	\$ -	\$ 2,640	\$ -	\$ -
3.3.2 Records Management System (RMS)	2014	2015	\$ 155,755	\$ -	\$ 155,755	97.8%	\$ 152,328	\$ -	\$ 3,427	\$ -	\$ 3,427	\$ -	\$ -
3.3.3 Prevention Inspection Scheduling System	2016	2016	\$ 43,897	\$ -	\$ 43,897	97.8%	\$ 42,931	\$ -	\$ 966	\$ -	\$ 966	\$ -	\$ -
3.3.4 Mobile for Public Safety (MDT)	2017	2018	\$ 121,130	\$ -	\$ 121,130	97.8%	\$ 118,465	\$ -	\$ 2,665	\$ -	\$ 2,665	\$ -	\$ -
3.3.5 Mobile Responder (Cellular Dispatch)	2018	2019	\$ 266,550	\$ -	\$ 266,550	97.8%	\$ 260,686	\$ -	\$ 5,864	\$ -	\$ 5,864	\$ -	\$ -
Subtotal Equipment			\$ 707,332	\$ -	\$ 707,332		\$ 691,771	\$ -	\$ 15,561	\$ -	\$ 15,561	\$ -	\$ -
TOTAL FIRE SERVICES			\$ 6,610,332	\$ -	\$ 6,610,332		\$ 5,148,671	\$ -	\$ 1,461,661	\$ -	\$ 1,320,092	\$ 141,569	\$ -

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$107,592
10-Year Growth in Population in New Units		7,402
Unadjusted Development Charge Per Capita		\$14.54
Non-Residential Development Charge Calculation		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$33,977
10-Year Growth in Square Feet		1,804,390
Unadjusted Development Charge Per Square Foot		\$0.02

2019 - 2028 Net Funding Envelope	\$1,747,817
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$1,277,082
Revenue Losses	\$43,010
Total	\$1,320,092

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APPENDIX B.4
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
POLICE SERVICES

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	0% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
4.0 POLICE SERVICES													
4.1 Personal Equipment													
4.1.1 Equipment for 4 new officers	2019	2019	\$ 33,052	\$ -	\$ 33,052	0.0%	\$ -	\$ -	\$ 33,052	\$ -	\$ -	\$ 33,052	\$ -
4.1.2 Equipment for 4 new officers	2020	2020	\$ 33,052	\$ -	\$ 33,052	0.0%	\$ -	\$ -	\$ 33,052	\$ -	\$ -	\$ 33,052	\$ -
Subtotal Personal Equipment			\$ 66,104	\$ -	\$ 66,104		\$ -	\$ -	\$ 66,104	\$ -	\$ -	\$ 66,104	\$ -
4.2 Buildings, Land & Furnishings													
4.2.1 Headquarters Expansion	2013	2023	\$ 60,000,000	\$ -	\$ 60,000,000	97.8%	\$ 58,680,000	\$ -	\$ 1,320,000	\$ -	\$ 326,976	\$ 861,360	\$ 131,664
Subtotal Buildings, Land & Furnishings			\$ 60,000,000	\$ -	\$ 60,000,000		\$ 58,680,000	\$ -	\$ 1,320,000	\$ -	\$ 326,976	\$ 861,360	\$ 131,664
TOTAL POLICE SERVICES			\$ 60,066,104	\$ -	\$ 60,066,104		\$ 58,680,000	\$ -	\$ 1,386,104	\$ -	\$ 326,976	\$ 927,464	\$ 131,664

Residential Development Charge Calculation			
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$704,873	
10-Year Growth in Population in New Units		7,402	
Unadjusted Development Charge Per Capita		\$95.23	
Non-Residential Development Charge Calculation			
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$222,591	
10-Year Growth in Square Feet		1,804,390	
Unadjusted Development Charge Per Square Foot		\$0.12	

2019 - 2028 Net Funding Envelope	\$927,464
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$304,345
Revenue Losses	\$22,631
Total	\$326,976

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APPENDIX B.5
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
PUBLIC SAFETY

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	0% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
5.0 PUBLIC SAFETY													
5.1 Public Safety Equipment													
5.1.1 Communication Infrastructure	2012	2014	\$ 12,228,035	\$ -	\$ 12,228,035	91.0%	\$ 11,127,512	\$ -	\$ 1,100,523	\$ 526,091	\$ 9,525	\$ 285,135	\$ 279,773
5.1.2 Next Generation 911	2019	2020	\$ 350,000	\$ -	\$ 350,000	97.8%	\$ 342,300	\$ -	\$ 7,700	\$ -	\$ -	\$ 3,850	\$ 3,850
Subtotal Public Safety Equipment			\$ 12,578,035	\$ -	\$ 12,578,035		\$ 11,469,812	\$ -	\$ 1,108,223	\$ 526,091	\$ 9,525	\$ 288,985	\$ 283,623
TOTAL PUBLIC SAFETY			\$ 12,578,035	\$ -	\$ 12,578,035		\$ 11,469,812	\$ -	\$ 1,108,223	\$ 526,091	\$ 9,525	\$ 288,985	\$ 283,623

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$219,628
10-Year Growth in Population in New Units		7,402
Unadjusted Development Charge Per Capita		\$29.67
Non-Residential Development Charge Calculation		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$69,356
10-Year Growth in Square Feet		1,804,390
Unadjusted Development Charge Per Square Foot		\$0.04

2019 - 2028 Net Funding Envelope	\$288,985
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$0
Revenue Losses	\$9,525
Total	\$9,525

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APPENDIX B.6
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
PARKS AND RECREATION

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	10% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
6.0 PARKS AND RECREATION													
6.1 Indoor Recreation													
Gerry McCrory Countryside Sports Complex - 2nd Ice Pad	2012	2012	\$ 10,375,315	\$ 11,200	\$ 10,364,115	0.0%	\$ -	\$ 1,036,412	\$ 9,327,704	\$ 2,720,753	\$ 147,161	\$ 3,229,895	\$ 3,229,895
Subtotal Indoor Recreation			\$ 10,375,315	\$ 11,200	\$ 10,364,115		\$ -	\$ 1,036,412	\$ 9,327,704	\$ 2,720,753	\$ 147,161	\$ 3,229,895	\$ 3,229,895
6.2 Outdoor Recreation													
James Jerome Sports Complex Renewal Program	2012	2012	\$ 3,584,492	\$ 2,505,598	\$ 1,078,894	70.0%	\$ 755,226	\$ 32,367	\$ 291,301	\$ -	\$ 145,651	\$ 145,651	\$ -
Val Caron Skate Park	2020	2020	\$ 750,000	\$ -	\$ 750,000	98.2%	\$ 736,500	\$ 1,350	\$ 12,150	\$ -	\$ -	\$ 12,150	\$ -
Walden Mini Soccer Fields	2019	2023	\$ 210,000	\$ -	\$ 210,000	50.0%	\$ 105,000	\$ 10,500	\$ 94,500	\$ -	\$ -	\$ 94,500	\$ -
Rayside Balfour Soccer Field	2019	2023	\$ 125,000	\$ -	\$ 125,000	50.0%	\$ 62,500	\$ 6,250	\$ 56,250	\$ -	\$ -	\$ 56,250	\$ -
Subtotal Outdoor Recreation			\$ 4,669,492	\$ 2,505,598	\$ 2,163,894		\$ 1,659,226	\$ 50,467	\$ 454,201	\$ -	\$ 145,651	\$ 308,551	\$ -
TOTAL PARKS AND RECREATION			\$ 15,044,807	\$ 2,516,798	\$ 12,528,009		\$ 1,659,226	\$ 1,086,878	\$ 9,781,905	\$ 2,720,753	\$ 292,812	\$ 3,538,445	\$ 3,229,895

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	100%	\$3,538,445
10-Year Growth in Population in New Units		7,402
Unadjusted Development Charge Per Capita		\$478.04
Non-Residential Development Charge Calculation		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	0%	\$0
10-Year Growth in Square Feet		1,804,390
Unadjusted Development Charge Per Square Foot		\$0.00

2019 - 2028 Net Funding Envelope	\$5,019,842
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$0
Revenue Losses	\$292,812
Total	\$292,812

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APPENDIX B.7
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
AMBULANCE SERVICES

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	10% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
7.0 AMBULANCE SERVICES													
7.1 Buildings, Land & Equipment													
7.1.1 Station Redevelopment	2022	2023	\$ 1,532,000	\$ -	\$ 1,532,000	25.0%	\$ 383,000	\$ 114,900	\$ 1,034,100	\$ -	\$ 296,806	\$ 321,600	\$ 415,694
7.1.2 Equipment for Two FTE's - ACP and PCP	2016	2016	\$ 5,000	\$ -	\$ 5,000	0.0%	\$ -	\$ 500	\$ 4,500	\$ -	\$ 4,500	\$ -	\$ -
Subtotal Buildings, Land & Equipment			\$ 1,537,000	\$ -	\$ 1,537,000		\$ 383,000	\$ 115,400	\$ 1,038,600	\$ -	\$ 301,306	\$ 321,600	\$ 415,694
TOTAL AMBULANCE SERVICES			\$ 1,537,000	\$ -	\$ 1,537,000		\$ 383,000	\$ 115,400	\$ 1,038,600	\$ -	\$ 301,306	\$ 321,600	\$ 415,694

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$244,416
10-Year Growth in Population in New Units		7,402
Unadjusted Development Charge Per Capita		\$33.02
Non-Residential Development Charge Calculation		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$77,184
10-Year Growth in Square Feet		1,804,390
Unadjusted Development Charge Per Square Foot		\$0.04

2019 - 2028 Net Funding Envelope	\$321,600
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$287,975
Revenue Losses	\$13,331
Total	\$301,306

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APPENDIX B.8
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
EMERGENCY PREPAREDNESS

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	10% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
8.0 EMERGENCY PREPAREDNESS													
8.1 Buildings, Land & Equipment													
8.1.1 CLELC Phase II	2009	2009	\$ 2,284,795	\$ 1,000,000	\$ 1,284,795	0.0%	\$ -	\$ 128,480	\$ 1,156,316	\$ 432,676	\$ 25,040	\$ 698,600	\$ -
8.1.2 Garage for mobile command unit	2009	2009	\$ 354,042	\$ -	\$ 354,042	0.0%	\$ -	\$ 35,404	\$ 318,638	\$ -	\$ -	\$ 286,679	\$ 31,959
8.1.3 Community Evacuation Centres (Generators)	2020	2023	\$ 400,000	\$ -	\$ 400,000	97.8%	\$ 391,200	\$ 880	\$ 7,920	\$ -	\$ -	\$ -	\$ 7,920
Subtotal Buildings, Land & Equipment			\$ 3,038,837	\$ 1,000,000	\$ 2,038,837		\$ 391,200	\$ 164,764	\$ 1,482,873	\$ 432,676	\$ 25,040	\$ 985,279	\$ 39,879
TOTAL EMERGENCY PREPAREDNESS			\$ 3,038,837	\$ 1,000,000	\$ 2,038,837		\$ 391,200	\$ 164,764	\$ 1,482,873	\$ 432,676	\$ 25,040	\$ 985,279	\$ 39,879

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$748,812
10-Year Growth in Population in New Units		7,402
Unadjusted Development Charge Per Capita		\$101.16
Non-Residential Development Charge Calculation		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$236,467
10-Year Growth in Square Feet		1,804,390
Unadjusted Development Charge Per Square Foot		\$0.13

2019 - 2028 Net Funding Envelope	\$985,279
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$0
Revenue Losses	\$25,040
Total	\$25,040

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APPENDIX B.9
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
TRANSIT

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs			Total DC Eligible Costs	DC Eligible Costs			
	Start	Finish				BTE %	Replacement & BTE Shares	0% Reduction		Prior DCs	Available DC Reserves	2019 - 2028	Post 2028
9.0 TRANSIT													
9.1 Buildings, Land & Equipment													
9.1.1 Transit Garage Expansion	2013	2014	\$ 18,098,787	\$ 8,667,158	\$ 9,431,629	57.0%	\$ 5,376,029	\$ -	\$ 4,055,600	\$ 1,141,607	\$ 190,237	\$ 1,468,736	\$ 1,255,020
Subtotal Buildings, Land & Equipment			\$ 18,098,787	\$ 8,667,158	\$ 9,431,629		\$ 5,376,029	\$ -	\$ 4,055,600	\$ 1,141,607	\$ 190,237	\$ 1,468,736	\$ 1,255,020
9.2 Growth Projects													
9.2.1 PTIF Phase 2 Growth Projects	2019	2027	\$ 10,000,000	\$ 7,400,000	\$ 2,600,000	96.1%	\$ 2,497,759	\$ -	\$ 102,241	\$ -	\$ -	\$ 55,131	\$ 47,109
Subtotal Growth Projects			\$ 10,000,000	\$ 7,400,000	\$ 2,600,000		\$ 2,497,759	\$ -	\$ 102,241	\$ -	\$ -	\$ 55,131	\$ 47,109
TOTAL TRANSIT			\$ 28,098,787	\$ 16,067,158	\$ 12,031,629		\$ 7,873,788	\$ -	\$ 4,157,841	\$ 1,141,607	\$ 190,237	\$ 1,523,867	\$ 1,302,130

Residential Development Charge Calculation			
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$1,158,139	
10-Year Growth in Population in New Units		7,402	
Unadjusted Development Charge Per Capita		\$156.46	
Non-Residential Development Charge Calculation			
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$365,728	
10-Year Growth in Square Feet		1,804,390	
Unadjusted Development Charge Per Square Foot		\$0.20	

Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$129,190
Revenue Losses	\$61,047
Total	\$190,237

Transit Ridership Analysis - DC Allocations			
Timing	Ridership	Allocation	DC Allocation
2018	4,354,638	96.1%	BTE
2019-2028	96,117	2.1%	In-Period
2029-2041	82,131	1.8%	Post-Period
Total	4,532,886	100%	

APPENDIX C

ENGINEERING INFRASTRUCTURE TECHNICAL APPENDIX

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APPENDIX C.1
TABLE 2

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
ROADS AND RELATED

Project Description			Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs		Total DC Eligible Costs	DC Eligible Costs				
			Start	Finish				BTE %	Replacement & BTE Shares		Prior DCs	Available DC Reserves	2019 - 2028	Post-2028	
												%	\$		
1.0 ROADS AND RELATED															
1.1	Property Acquisition - future projects		2014	2028	\$ 9,000,000	\$ -	\$ 9,000,000	50.0%	\$ 4,500,000	\$ 4,500,000	\$ 1,349,763	\$ -	\$ 1,540,279	51%	\$ 1,609,958
1.2	Lasalle Notre Dame Intersection Improvements		2013	2014	\$ 8,051,462	\$ 38,630	\$ 8,012,832	75.0%	\$ 6,009,624	\$ 2,003,208	\$ 1,342,151	\$ -	\$ 323,218	51%	\$ 337,839
1.3	Lasalle Notre Dame Intersection - Engineering/Property Acquisition/Utilities		2013	2014	\$ 2,273,907	\$ -	\$ 2,273,907	0.0%	\$ -	\$ 2,273,907	\$ 1,523,518	\$ -	\$ 366,896	51%	\$ 383,493
1.4	MR80: Valleyview to Donaldson		2009	2009	\$ 10,745,020	\$ 3,350,401	\$ 7,394,619	30.0%	\$ 2,218,386	\$ 5,176,233	\$ 2,795,995	\$ 907,210	\$ 720,223	51%	\$ 752,805
1.5	Maley Drive - Phase 1		2009	2023	\$ 86,176,000	\$ 53,427,500	\$ 32,748,500	50.0%	\$ 16,374,250	\$ 16,374,250	\$ 815,547	\$ -	\$ 6,844,386	56%	\$ 8,714,317
1.6	Maley Drive - Phase 2		2023	2028	\$ 45,050,000	\$ 30,033,333	\$ 15,016,667	50.0%	\$ 7,508,334	\$ 7,508,334	\$ -	\$ -	\$ -	100%	\$ 7,508,334
1.7	MR 15 MR 80 Intersection Improvements		2014	2014	\$ 2,859,068	\$ 64,210	\$ 2,794,858	75.0%	\$ 2,096,144	\$ 698,715	\$ 223,741	\$ -	\$ 232,234	51%	\$ 242,740
1.8	Barry Downe Road from Westmount Road to Kingsway		2018	2019	\$ 5,100,000	\$ -	\$ 5,100,000	94.2%	\$ 4,803,360	\$ 296,640	\$ -	\$ -	\$ 145,040	51%	\$ 151,601
1.9	MR 35 Widening from Azilda to Chelmsford		2018	2022	\$ 39,400,000	\$ -	\$ 39,400,000	94.2%	\$ 37,108,307	\$ 2,291,693	\$ -	\$ -	\$ 1,120,502	51%	\$ 1,171,191
1.10	Lasalle Barry Downe Intersection Improvements		2024	2028	\$ 4,900,000	\$ -	\$ 4,900,000	94.2%	\$ 4,614,993	\$ 285,007	\$ -	\$ -	\$ 139,352	51%	\$ 145,656
1.11	MR 4 from Highway 17 to C. Johnson Road		2012	2014	\$ 19,636,493	\$ 16,847,483	\$ 2,789,010	80.0%	\$ 2,231,208	\$ 557,802	\$ 373,727	\$ -	\$ 90,002	51%	\$ 94,073
1.12	Four Laning MR 80 - Frost to Glenn		2010	2010	\$ 6,965,587	\$ 1,485,838	\$ 5,479,749	40.0%	\$ 2,191,899	\$ 3,287,849	\$ -	\$ -	\$ 1,446,349	56%	\$ 1,841,501
1.13	Second Ave (Sudbury) Donna Drive to Kenwood Road		2014	2014	\$ 5,400,000	\$ 152,987	\$ 5,247,013	30.0%	\$ 1,574,104	\$ 3,672,909	\$ -	\$ -	\$ 1,795,834	51%	\$ 1,877,075
1.14	Crean Hill Road from MR 4 to Victoria Mine		2014	2018	\$ 10,513,057	\$ 7,969,378	\$ 2,543,679	80.0%	\$ 2,034,943	\$ 508,736	\$ -	\$ -	\$ 248,742	51%	\$ 259,994
1.15	Moonlight Ave from Kingsway to Bancroft Drive		2015	2015	\$ 2,623,001	\$ -	\$ 2,623,001	94.2%	\$ 2,470,435	\$ 152,566	\$ -	\$ -	\$ 74,596	51%	\$ 77,970
1.16	Kingsway Realignment - EA and Design		2020	2023	\$ 2,500,000	\$ -	\$ 2,500,000	93.7%	\$ 2,341,842	\$ 158,158	\$ -	\$ -	\$ -	100%	\$ 158,158
1.17	Kingsway Realignment		2024	2028	\$ 26,190,000	\$ 16,399,836	\$ 9,790,164	93.7%	\$ 9,170,807	\$ 619,357	\$ -	\$ -	\$ -	100%	\$ 619,357
1.18	Remington		2028	2028	\$ 5,075,000	\$ 1,268,750	\$ 3,806,250	33.3%	\$ 1,267,481	\$ 2,538,769	\$ -	\$ -	\$ -	100%	\$ 2,538,769
1.19	Martilla		2028	2028	\$ 5,225,000	\$ 1,306,250	\$ 3,918,750	33.3%	\$ 1,304,944	\$ 2,613,806	\$ -	\$ -	\$ -	100%	\$ 2,613,806
1.20	Silver Hills (extension to Bancroft Drive)		2015	2019	\$ 8,600,000	\$ 2,150,000	\$ 6,450,000	33.3%	\$ 2,147,850	\$ 4,302,150	\$ -	\$ -	\$ 2,103,496	51%	\$ 2,198,654
1.21	Silver Hills Drive (extension to Bancroft Drive)		2012	2012	\$ 3,267,169	\$ -	\$ 3,267,169	0.0%	\$ -	\$ 3,267,169	\$ 914,274	\$ -	\$ 1,150,426	51%	\$ 1,202,469
1.22	Montrose Avenue		2015	2028	\$ 5,362,500	\$ 1,340,625	\$ 4,021,875	33.3%	\$ 1,339,284	\$ 2,682,591	\$ 602,000	\$ -	\$ 1,017,285	51%	\$ 1,063,305
1.23	John Street (Valley East, Easterly Extension)		2028	2028	\$ 2,185,000	\$ 546,250	\$ 1,638,750	33.3%	\$ 545,704	\$ 1,093,046	\$ -	\$ -	\$ -	100%	\$ 1,093,046
1.24	Traffic System Improvements (New Traffic Lights)		2019	2028	\$ 4,000,000	\$ -	\$ 4,000,000	94.2%	\$ 3,767,341	\$ 232,659	\$ -	\$ -	\$ 113,757	51%	\$ 118,903
1.25	Elgin Greenway from Nelson Street to Cedar Street		2018	2020	\$ 3,878,000	\$ 2,548,000	\$ 1,330,000	94.2%	\$ 1,252,641	\$ 77,359	\$ -	\$ -	\$ 37,824	51%	\$ 39,535
1.26	Active Transportation		2017	2023	\$ 7,500,000	\$ -	\$ 7,500,000	94.2%	\$ 7,063,764	\$ 436,236	\$ -	\$ -	\$ 213,293	51%	\$ 222,943
1.27	Transportation Master Plan Update		2023	2024	\$ 250,000	\$ -	\$ 250,000	97.8%	\$ 244,500	\$ 5,500	\$ -	\$ -	\$ 5500	0%	\$ -
1.28	Event Centre Roads Infrastructure - Street C		2019	2021	\$ 3,700,000	\$ 925,000	\$ 2,775,000	33.3%	\$ 924,075	\$ 1,850,925	\$ -	\$ -	\$ 814,235	56%	\$ 1,036,690
1.29	Auger Extension		2019	2024	\$ 2,500,000	\$ 625,000	\$ 1,875,000	33.3%	\$ 624,375	\$ 1,250,625	\$ -	\$ -	\$ 611,481	51%	\$ 639,144
Subtotal					\$ 338,926,264	\$ 140,479,471	\$ 198,446,793		\$ 127,730,593	\$ 70,716,199	\$ 9,940,716	\$ 907,210	\$ 21,154,947		\$ 38,713,326
TOTAL ROADS AND RELATED					\$ 338,926,264	\$ 140,479,471	\$ 198,446,793		\$ 127,730,593	\$ 70,716,199	\$ 9,940,716	\$ 907,210	\$ 21,154,947		\$ 38,713,326

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$16,077,760
Growth in Population in New Units to 2028		7,402
Unadjusted Development Charge Per Capita		\$2,172.08
Non-Residential Development Charge Calculations		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$5,077,187
Growth in Non-Residential Square Feet to 2028		1,804,390
Unadjusted Development Charge Per Square Foot		\$2.81
Growth in Industrial Square Feet to 2028	58%	1,364,000
Unadjusted Development Charge Per Square Foot		\$2.16
Growth in Non-Industrial Square Feet to 2028	42%	440,390
Unadjusted Development Charge Per Square Foot		\$4.84

2019 - 2028 Net Funding Envelope	\$46,446,756
Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$0
Revenue Losses	\$907,210
Total	\$907,210

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APPENDIX C.2
TABLE 1
CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
WATER

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs		Total DC Eligible Costs	DC Eligible Costs				
	Start	Finish				BTE %	Replacement & BTE Shares		Prior DCs	Available DC Reserves	2019 - 2028	Post-2028	
												%	\$
2.0 WATER													
2.1 New Valley Wells	2011	2012	\$ 7,195,923	\$ -	\$ 7,195,923	50.0%	\$ 3,597,962	\$ 3,597,962	\$ 506,041	\$ 109,214	\$ 1,439,954	52%	\$ 1,542,753
2.2 Valley Water Looping	2020	2024	\$ 11,300,000	\$ -	\$ 11,300,000	94.9%	\$ 10,728,161	\$ 571,839	\$ -	\$ -	\$ 276,065	52%	\$ 295,774
2.3 Wanapitei Trunk Watermain - Preliminary Design Geotechnical Study	2019	2020	\$ 690,000	\$ -	\$ 690,000	94.8%	\$ 654,377	\$ 35,623	\$ 17,782	\$ -	\$ 8,613	52%	\$ 9,228
2.4 Regent Street - Bouchard St to Walford Rd and Bouchard - Regent St to Southview Dr	2013	2015	\$ 2,234,533	\$ -	\$ 2,234,533	94.8%	\$ 2,119,168	\$ 115,365	\$ -	\$ -	\$ 55,694	52%	\$ 59,670
2.5 Update to W/WW Master Plan/General Studies	2019	2023	\$ 3,100,000	\$ -	\$ 3,100,000	97.6%	\$ 3,024,739	\$ 75,261	\$ -	\$ -	\$ 45,989	39%	\$ 29,272
2.6 MR 35	2018	2022	\$ 2,150,000	\$ -	\$ 2,150,000	94.9%	\$ 2,041,199	\$ 108,801	\$ -	\$ -	\$ 47,258	57%	\$ 61,543
2.7 Second Avenue Sudbury	2014	2017	\$ 710,933	\$ -	\$ 710,933	94.8%	\$ 674,229	\$ 36,704	\$ -	\$ -	\$ 15,943	57%	\$ 20,762
2.8 Lorne Street	2016	2018	\$ 2,524,000	\$ -	\$ 2,524,000	94.8%	\$ 2,393,691	\$ 130,309	\$ -	\$ -	\$ 56,600	57%	\$ 73,709
2.9 Maley Drive (Barrydowne to Railway Tracks)	2018	2019	\$ 2,450,000	\$ -	\$ 2,450,000	94.8%	\$ 2,323,511	\$ 126,489	\$ -	\$ -	\$ 54,941	57%	\$ 71,548
2.10 Lorne Street (Kelly Lake to Elm)	2019	2020	\$ 5,525,000	\$ -	\$ 5,525,000	94.8%	\$ 5,239,755	\$ 285,245	\$ -	\$ -	\$ 123,897	57%	\$ 161,348
2.11 Notre Dame - Wilma to Cambrian Heights Drive	2021	2022	\$ 1,000,000	\$ -	\$ 1,000,000	94.8%	\$ 948,372	\$ 51,628	\$ -	\$ -	\$ 22,425	57%	\$ 29,203
2.12 Garson - Various Water Upgrades for Growth (booster/wells)	2020	2025	\$ 14,700,000	\$ -	\$ 14,700,000	94.8%	\$ 13,941,067	\$ 758,933	\$ -	\$ -	\$ 329,645	57%	\$ 429,288
2.13 Lo-Ellen Booster Station	2028	2028	\$ 1,500,000	\$ -	\$ 1,500,000	0.0%	\$ -	\$ 1,500,000	\$ -	\$ -	\$ -	100%	\$ 1,500,000
2.14 Maley Drive Watermain	2028	2028	\$ 1,750,000	\$ -	\$ 1,750,000	0.0%	\$ -	\$ 1,750,000	\$ -	\$ -	\$ -	100%	\$ 1,750,000
Subtotal			\$ 56,830,389	\$ -	\$ 56,830,389		\$ 47,686,228	\$ 9,144,161	\$ 523,823	\$ 109,214	\$ 2,477,025		\$ 6,034,099
TOTAL WATER			\$ 56,830,389	\$ -	\$ 56,830,389		\$ 47,686,228	\$ 9,144,161	\$ 523,823	\$ 109,214	\$ 2,477,025		\$ 6,034,099

Residential Development Charge Calculation		
Residential Share of 2019 - 2028 DC Eligible Costs	72%	\$1,783,458
Growth in Served Population in New Units to 2028		6,020
Unadjusted Development Charge Per Capita		\$296.26
Non-Residential Development Charge Calculation		
Non-Residential Share of 2019 - 2028 DC Eligible Costs	28%	\$693,567
Growth in Non-Residential Square Feet to 2028		1,804,390
Unadjusted Development Charge Per Square Foot		\$0.38

Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$0
Revenue Losses	\$109,214
Total	\$109,214

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
WASTEWATER

Project Description	Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs		Total DC Eligible Costs	DC Eligible Costs				
	Start	Finish				BTE %	Replacement & BTE Shares		Prior DCs	Available DC Reserves	2019 - 2028	Post-2028	
												%	\$
3.0 WASTEWATER													
3.1 BioSolids Management Facility	2013	2015	\$ 70,049,434	\$ 11,475,645	\$ 58,573,789	86.0%	\$ 50,373,459	\$ 8,200,330	\$ -	\$ -	\$ 3,391,315	59%	\$ 4,809,016
3.2 Walden WWTP - Design	2014	2023	\$ 2,000,000	\$ -	\$ 2,000,000	62.0%	\$ 1,240,000	\$ 760,000	\$ 211,464	\$ -	\$ 124,532	77%	\$ 424,004
3.3 Walden WWTP - Construction & Contract Administration	2024	2028	\$ 27,400,000	\$ -	\$ 27,400,000	62.0%	\$ 16,988,000	\$ 10,412,000	\$ -	\$ -	\$ 2,363,788	77%	\$ 8,048,212
3.4 WWTP Upgrades for Azilda	2019	2028	\$ 16,894,000	\$ -	\$ 16,894,000	97.8%	\$ 16,519,674	\$ 374,326	\$ 124,853	\$ -	\$ 114,672	54%	\$ 134,802
3.5 WWTP Upgrades for Chelmsford	2025	2028	\$ 14,690,000	\$ -	\$ 14,690,000	97.8%	\$ 14,364,508	\$ 325,492	\$ -	\$ -	\$ 149,614	54%	\$ 175,878
3.6 Helene Lift Station Upgrades	2025	2028	\$ 3,231,000	\$ -	\$ 3,231,000	80.0%	\$ 2,584,800	\$ 646,200	\$ -	\$ -	\$ 297,029	54%	\$ 349,171
3.7 Update to W/WW Master Plan/General Studies	2019	2023	\$ 5,600,000	\$ -	\$ 5,600,000	97.5%	\$ 5,460,692	\$ 139,308	\$ -	\$ -	\$ 85,126	39%	\$ 54,182
3.8 Sudbury WWTP Upgrades Phase 1	2009	2011	\$ 10,184,732	\$ -	\$ 10,184,732	59.0%	\$ 6,008,992	\$ 4,175,740	\$ 2,210,105	\$ 351,895	\$ 667,376	59%	\$ 946,365
3.9 Sudbury WWTP Upgrades Phase 2	2013	2016	\$ 16,808,436	\$ -	\$ 16,808,436	59.0%	\$ 9,916,977	\$ 6,891,459	\$ -	\$ -	\$ 2,850,020	59%	\$ 4,041,439
3.10 Sudbury WWTP Upgrades Phase 3	2019	2021	\$ 5,750,000	\$ -	\$ 5,750,000	78.0%	\$ 4,485,000	\$ 1,265,000	\$ -	\$ -	\$ 523,151	59%	\$ 741,849
3.11 Jacob St Sewer (Lively Phase I)	2018	2019	\$ 4,000,000	\$ -	\$ 4,000,000	62.0%	\$ 2,480,000	\$ 1,520,000	\$ -	\$ -	\$ 345,079	77%	\$ 1,174,921
3.12 Gatchell Outfall Sewer	2014	2021	\$ 8,975,000	\$ -	\$ 8,975,000	94.8%	\$ 8,511,638	\$ 463,362	\$ -	\$ -	\$ 191,627	59%	\$ 271,735
3.13 Lively Phase II - Upgrade Sanitary Sewer Pipes	2016	2022	\$ 5,078,000	\$ -	\$ 5,078,000	62.0%	\$ 3,148,360	\$ 1,929,640	\$ -	\$ -	\$ 438,077	77%	\$ 1,491,563
3.14 Algonquin Forcemain	2017	2018	\$ 1,245,191	\$ 824,269	\$ 420,922	50.0%	\$ 210,461	\$ 210,461	\$ -	\$ -	\$ 87,038	59%	\$ 123,423
3.15 Laurier Lift Station	2018	2019	\$ 1,500,000	\$ -	\$ 1,500,000	97.8%	\$ 1,466,764	\$ 33,236	\$ -	\$ -	\$ 13,745	59%	\$ 19,491
3.16 Ramsey Lift Station	2019	2022	\$ 1,200,000	\$ -	\$ 1,200,000	50.0%	\$ 600,000	\$ 600,000	\$ -	\$ -	\$ 248,135	59%	\$ 351,865
3.17 Maley Drive Sanitary Sewer	2028	2028	\$ 1,750,000	\$ -	\$ 1,750,000	0.0%	\$ -	\$ 1,750,000	\$ -	\$ -	\$ -	100%	\$ 1,750,000
Subtotal			\$ 196,355,793	\$ 12,299,914	\$ 184,055,879		\$ 144,359,324	\$ 39,696,555	\$ 2,546,422	\$ 351,895	\$ 11,890,322		\$ 24,907,916
TOTAL WASTEWATER			\$ 196,355,793	\$ 12,299,914	\$ 184,055,879		\$ 144,359,324	\$ 39,696,555	\$ 2,546,422	\$ 351,895	\$ 11,890,322		\$ 24,907,916

Residential Development Charge Calculation

Residential Share of 2019 - 2028 DC Eligible Costs	72%	\$8,561,032
Growth in Serviced Population in New Units to 2028		6,020
Unadjusted Development Charge Per Capita		\$1,422.10

Non-Residential Development Charge Calculation

Non-Residential Share of 2019 - 2028 DC Eligible Costs	28%	\$3,329,290
Growth in Non-Residential Square Feet to 2028		1,804,390
Unadjusted Development Charge Per Square Foot		\$1.85

Notional Reserve Fund Balance

Balance as at December 31, 2018	\$0
Revenue Losses	\$351,895
Total	\$351,895

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APPENDIX C.4
TABLE 1

CITY OF GREATER SUDBURY
DEVELOPMENT-RELATED CAPITAL PROGRAM
DRAINS

Project Description			Timing		Gross Project Cost	Grants/ Subsidies/Other Recoveries	Net Municipal Cost	Ineligible Costs		Total DC Eligible Costs	DC Eligible Costs				
			Start	Finish				BTE %	Replacement & BTE Shares		Prior DCs	Available DC Reserves	2019 - 2028	Post-2028	
												%	\$		
4.0 DRAINS															
4.1	Implement results of Ramey Lake Subwatershed Study (multiple projects - investment in new projects/assets) - PHASE 1		2019	2028	\$ 12,500,000	\$ 8,333,250	\$ 4,166,750	93.7%	\$ 3,903,148	\$ 263,602	\$ -	\$ -	\$ 100,616	62%	\$ 162,986
4.2	Implement results of Junction Creek Subwatershed Study (multiple projects) - PHASE 1		2019	2028	\$ 20,000,000	\$ 13,333,200	\$ 6,666,800	93.7%	\$ 6,245,037	\$ 421,763	\$ -	\$ -	\$ 160,985	62%	\$ 260,778
4.3	Implement results of Whitewater Lake Subwatershed Study (multiple projects) - PHASE 1		2019	2028	\$ 7,500,000	\$ 4,999,950	\$ 2,500,050	93.7%	\$ 2,341,889	\$ 158,161	\$ -	\$ -	\$ 60,369	62%	\$ 97,792
4.4	Implement results of Whitson River Subwatershed Study (multiple projects) - PHASE 1		2020	2028	\$ 25,000,000	\$ 16,666,500	\$ 8,333,500	93.7%	\$ 7,806,296	\$ 527,204	\$ -	\$ -	\$ 201,231	62%	\$ 325,972
4.5	Green Ave Stormwater Conveyance Improvements		2018	2019	\$ 3,500,000	\$ 440,000	\$ 3,060,000	50.0%	\$ 1,530,000	\$ 1,530,000	\$ -	\$ -	\$ 649,087	58%	\$ 880,913
4.6	Countryside Stormwater Pond and Channel		2018	2019	\$ 3,200,000	\$ -	\$ 3,200,000	25.0%	\$ 800,000	\$ 2,400,000	\$ -	\$ -	\$ 916,068	62%	\$ 1,483,932
4.7	Lavalee Drain F		2019	2019	\$ 250,000	\$ -	\$ 250,000	50.0%	\$ 125,000	\$ 125,000	\$ -	\$ -	\$ 47,712	62%	\$ 77,288
4.8	Minnow Lake Stormwater Treatment Station		2014	2014	\$ 3,643,442	\$ -	\$ 3,643,442	93.7%	\$ 3,412,946	\$ 230,496	\$ -	\$ -	\$ 87,979	62%	\$ 142,517
4.9	Rockwood Storm Sewer		2010	2014	\$ 805,184	\$ -	\$ 805,184	25.0%	\$ 201,296	\$ 603,888	\$ -	\$ 69,560	\$ 203,951	62%	\$ 330,378
Subtotal					\$ 76,398,626	\$ 43,772,900	\$ 32,625,726		\$ 26,365,613	\$ 6,260,113	\$ -	\$ 69,560	\$ 2,427,998		\$ 3,762,555
TOTAL DRAINS					\$ 76,398,626	\$ 43,772,900	\$ 32,625,726		\$ 26,365,613	\$ 6,260,113	\$ -	\$ 69,560	\$ 2,427,998		\$ 3,762,555

Residential Development Charge Calculation			
Residential Share of 2019 - 2028 DC Eligible Costs	76%	\$1,845,278	
Growth in Population in New Units to 2028		7,402	
Unadjusted Development Charge Per Capita		\$249.29	
Non-Residential Development Charge Calculation			
Non-Residential Share of 2019 - 2028 DC Eligible Costs	24%	\$582,719	
Growth in Non-Residential Square Feet to 2028		1,804,390	
Unadjusted Development Charge Per Square Foot		\$0.32	

Notional Reserve Fund Balance	
Balance as at December 31, 2018	\$0
Revenue Losses	\$69,560
Total	\$69,560

Appendix B – Financial Incentives Programs to Encourage Development

The table below shows a summary of legislation from the 2018 BMA Study in relation to what municipalities can do or forms of economic development programs that be used to encourage growth.

Legislation	Summary
Municipal Act	<p>Subsection 111(1) prohibits municipalities from directly or indirectly assisting any manufacturing business or other industrial or commercial enterprise through the granting of bonuses.</p> <p>Notwithstanding the bonusing rule, subsection 111(2) of the Municipal Act permits, with the Ministry of Municipal Affairs approval, certain financial assistance for the purposes of implementing a community improvement plan that has been adopted under the provision of Section 28 of the Planning Act.</p>
Planning Act	<p>Section 28 of the Planning Act sets out the authority for municipalities to designate community improvement project areas and adopt community improvement plans. This is done through a legal process involving public notice, a public meeting and the right of appeal. Once approved by the Ministry of Municipal Affairs, a community improvement plan can provide municipalities with broad powers to acquire, hold, clear, lease and sell land in designated areas for the purposes of community improvement.</p> <p>Once a municipality has approved community improvement policies and designated a community improvement project area, it may use the powers afforded through subsection 28(7) to issue grants or loans to registered or assessed owners of lands and buildings within the designated areas.</p>
Ontario Heritage Act	<p>Section 39 of the Ontario Heritage Act allows municipalities to make grants or loans to owners of heritage designated properties. These grants or loans are to pay for all, or part of, the cost of alteration of the designated property, on terms and conditions established by municipal council.</p>
Development Charges Act	<p>The Development Charges (DC) Act provides the legal basis for Ontario municipalities to impose growth-related development charges in order to recover some or all of the capital costs of new municipal infrastructure requirements from new development. The services eligible to be funded from this source includes transportation (roads and transit), sewer, water and other services that must be provided to serve residential and non-residential growth.</p> <p>Paragraph 10 of subsection 5(1) of the DC Act permits municipalities to give full or partial exemption for some types of development.</p> <p>In the interest of economic competitiveness and job creation or preservation, many Ontario municipalities have chosen to use this section to wholly or partially exempt new industrial development and larger expansions of existing industrial buildings from the imposition of local development charges.</p> <p>Under subsection 2(7) of the DC Act, municipalities may exempt areas of the municipality from the application of a development charges by-law. Such areas could include a downtown or development area, including community improvement areas under the Planning Act. Municipalities may also adopt area by-</p>

Appendix B – Financial Incentives Programs to Encourage Development

	laws not including a specific area.
Bill 56 – Brownfield Statute Amendment Act	<p>Brownfields are defined by the Province as derelict, dysfunctional or under-used industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived contamination. Despite the complexity of developing these properties, they are often in desirable and strategic locations. Redeveloping brownfields means transforming environmentally challenged properties into productive properties. Brownfields are lands on which industrial or commercially activity took place in the past. They may be vacant, underused or abandoned. Brownfields are usually located in strategic areas of the community, with existing transportation, infrastructure and facilities and close to or in the downtown core.</p> <p>Section 365.1 of the Municipal Act allows municipalities to adopt a Brownfields Financial Tax Incentive Program (BFTIP). This is a financing tool that provides municipal property tax assistance to landowners redeveloping brownfields. Municipalities offering the tax incentive can apply to the Province to receive matching education property tax assistance to increase the amount of assistance available to the landowner.</p> <p>Section 365.2 of the Municipal Act establishes the Heritage Property Tax Relief (HPTR) program whereby municipalities may pass a by-law to establish a local HPTR program to provide tax relief (between 10% and 40%) to owners of eligible heritage properties, subject to an agreement to protect the heritage features of their properties. Eligible heritage properties include designated properties under Part IV or Part V of the Ontario Heritage Act.</p>

The table below shows a summary of financial incentives that the City of Greater Sudbury provides to encourage development in the community. Those marked with an * are included in the 2018 BMA Study.

Business Retention & Expansion Program Items	Summary
Economic Development Department (specific programs listed below as outlined in the 2018 BMA Study)	The Economic Development department at the City of Greater Sudbury is focused on investment attraction, community promotion, improved quality of life and support for local business. The department also manages the annual arts and culture grants process. In addition, provides event support through in-kind or financial contributions to events and festivals in the city.
- *Company Visitation Program	City staff regularly visit local companies to ensure that they are aware of programs and supports available for business expertise as well as expansion, investment or relocation.
- *Market Research	Staff use proprietary databases to provide customized research queries for local companies.
- *Export Development	The City of Greater Sudbury delivers the Norther Ontario Exports Program which assists companies to evaluate their potential for

Appendix B – Financial Incentives Programs to Encourage Development

	exporting goods and services, and provides support to initiate export market development including trade missions and attendance at marketplaces.
- *Regional Business Centre	Provides a one-stop service location for small business expertise at every stage of the business cycle. Seminars and workshops are provided as well as confidential counselling services.
- *Immigration and Workforce Development	The City of Greater Sudbury works in partnerships with the federal government and local post-secondary institutions to support newcomers to the community and to identify ways to enhance skills and marketability for our population.
- *Primary Health Care Provider Recruitment	City staff work with medical students and interested physicians and nurse practitioners to encourage them to locate in Greater Sudbury.

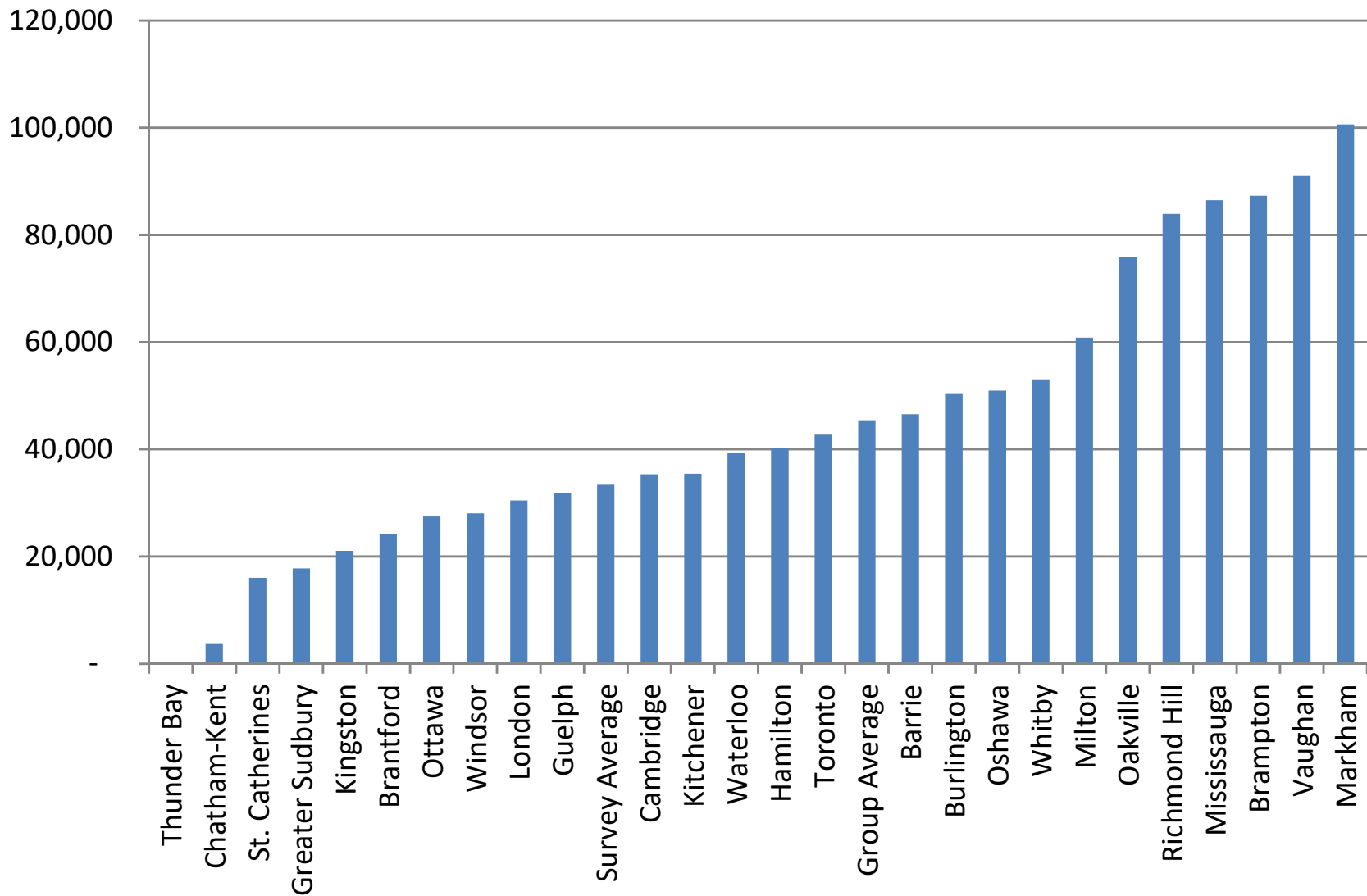
The City of Greater Sudbury provides the following financial incentive programs for development or redevelopment of certain properties or areas. This is outlined on the City of Greater Sudbury's website. Funding for these programs is subject to approval from City Council through the annual Budget process from the annual property tax levy.

Financial Incentive Program	Summary	Funding Available
Affordable Housing Community Improvement Plan	This plan is a tool to facilitate the development of affordable housing units in the City of Greater Sudbury and direct those units to locations where they will benefit from proximity to public and private facilities and services as well as maximize the use of existing infrastructure.	Council approved a one-time funding source from the Social Housing Capital Reserve Fund for this plan in the 2019 Budget.
Brownfield Strategy & Community Improvement Plan	<p>This plan helps breathe new life into vacant commercial and industrial properties – otherwise known as brownfields. Repurposing them improves the environment, stimulates economic development, increases the municipal assessment and tax revenue base and makes our city look better.</p> <p>Tax Assistance Program: defers or cancels 100% of the municipal and education portion of the property tax (education portion subject to Minister of Finance approval) during the rehabilitation period and development period (up to 18 months). Amount of assistance provided under this program varies.</p> <p>Landfill Tipping Fee Rebate Program: reduces landfill tipping fees from \$72 to \$36 per metric tonne for impacted soil being removed from a brownfield, as long as it can be used at the City's landfill site. The City will provide approximately \$200,000 in funding under this program annually. The total</p>	<p>Council approved funding in 2019 Budget (combined for Downtown CIP and Brownfield CIP) and next nine years for applications received through the 2018 intake process.</p> <p>Funding for any applications received after 2018 are subject to Council approval in future years Budgets.</p>

Appendix B – Financial Incentives Programs to Encourage Development

	<p>amount of funding provided to each property is \$40,000.</p> <p>Planning and Building Permit Fee Rebate Program: refunds all or part of planning and building permit fees in the development of a brownfield, after certain performance criteria are met. The City will provide approximately \$350,000 in funding under this program annually. The total amount of funding provided to each property will be \$70,000.</p> <p>Tax Increment Equivalent Grant Program: grants 100% of the incremental increase in the municipal portion of the property tax revenue associated with a project for a period of up to five years. The amount of assistance provided under this program varies.</p>	
Downtown Community Improvement Plan	<p>This plan includes grants and loans to reduce the cost of development and redevelopment in Downtown Sudbury.</p> <p>The six financial incentive programs are: Tax Increment Equivalent Grant Program; Façade Improvement Program; Planning and Building Fee Rebate Program; Residential Incentive Program (per-door grant); Feasibility Grant Program; and Downtown Sudbury Multi-Residential Interest-Free Loan Program.</p>	<p>Council approved funding in 2019 Budget (combined for Downtown CIP and Brownfield CIP) and next nine years for applications received through the 2018 intake process.</p> <p>Funding for any applications received after 2018 are subject to Council approval in future years Budgets.</p>
Town Centre Community Improvement Plan and Incentive Programs	<p>This plan is to enhance pedestrian friendly commercial areas to attract people and new business. Also, to address commercial and residential vacancy issues by improving building stock. As well as to rehabilitate older, mixed used (and preferably multi-storey) building stock and to promote the creation of additional residential dwelling units.</p> <p>The Town Centre CIP applies to certain properties within the town centres of Capreol, Chelmsford, Levack, Flour Mill, Lively, Copper Cliff and Kathleen Street.</p> <p>The six financial incentive programs are: Tax Increment Equivalent Grant Program; Façade Improvement Program (50% of estimated cost up to \$15,000 maximum); Planning and Building Fee Rebate Program (up to \$5,000 maximum); Residential Incentive Program (per-door grant); Feasibility Study Grant (up to \$5,000 maximum); and Multi-Residential Interest-Free Loan Program.</p>	<p>This CIP has one-time funds previously approved by Council as well as one-time grant funding from AMO for Main Street Revitalizations.</p> <p>All other areas are subject to Council approval of funding in future years Budgets.</p>

Appendix C
2018 BMA Study - Single Detached Dwellings - DC Rate for Cities Over 100,000 Population



Appendix D –
Summary of Development Charges Input Received to February 28, 2019

Date	Name	Comments
July 25, 2018	Sudbury and District Homebuilders Association	Copy of submission is included in Appendix D.1.
July 27, 2018	Perry + Perry Developments Inc.	Perry + Perry Architects Inc. and Perry + Perry Developments Inc., long standing members of the Sudbury Business community, wish to submit the following recommendation for the upcoming review of Development charges for the Greater City of Sudbury: Affordable Housing Exemption - The current Development charge by-law offers that any/all affordable housing new starts are exempt from development charges, however, the affordable unit must remain affordable in "perpetuity"...this requirement has not to date and will not entice builders in the future to build affordable units. Our recommendation is to match the current IAH contribution agreement requirement for affordability to 20 years with units becoming available as market rent units after year 15 as vacancies arise. We trust with this approach, the rules will align with the current funding programs available and provide builders with the means and incentives necessary to construct more affordable units for our vulnerable populations. Jeff Perry President
August 28, 2018	Perry + Perry Developments Inc.	Expand the Walden Development Charges Exempt Area to include the property at 20 Hill Road to facilitate the construction of a 50 unit senior's apartment residence.
October 24, 2018	Anonymous	Yes..... way too expensive for permit to build. Developers build the roads in a residential project, they build the side walks, hydro installation etc. In an existing residential area where one would buy a single lot those roads, sidewalks, services have already been paid for, the city does not have an expense for that. The cost of the installed sewers, like in Dowling, were passed on to homeowners who had to pay that cost associated with the lot they owned. Again, not the city. Sewer and water services is a separate bill homeowners pay and the charges are for full amount of cost of water treatment so again, no cost to city. You want more construction then drop building costs.
October 29, 2018	Dalron	1. There are two "replacement" or "renewal" projects in the Parks & Recreation project list - "James Jerome Sports Complex Renewal" and "Rotary / Adanac Park Ski Lift Replacement" that have only received 70% and 50% BTE allocation respectively - if these are replacing existing works, should they be in the DC capital program at all? 2. The \$5.1 million for the "development of Soccer Fields at Gerry McCrory Sports Complex" seems high - what are the

Appendix D –
Summary of Development Charges Input Received to February 28, 2019

		<p>elements that comprise this cost?</p> <p>3. Cost for project "MR35 Widening from Azilda to Chelmsford" has increased from \$23 million to \$39.4 million since the 2014 DC Study. Further, the 2014 DC Study allocated \$15.3 million in 'grants/subsidies/other' funding for the project, which are absent from the 2018 DC tables. The 2014 DC Study also allocated 60% BTE, while the 2018 DC tables allocate just 40% to BTE</p> <p>4. There are significant cost increases for the Valley Water Looping project (+151%) and Helene Lift Station Upgrade project (+546%) compared to the 2014 DC study.</p> <p>5. We would like to see the City's service level and inventory tables if possible, ahead of the release of the full DC Study.</p> <p>6. We would like to see the City's local service guidelines that will accompany the full DC Study.</p>
November 7 th , 2018	Anonymous	Do not remove them and perhaps even raise them.
November 13 th , 2018	Anonymous	Development charges are a barrier to economic growth. Get rid of them altogether. The only reason for development charges is to control the pace of overdevelopment in boom times. Obviously - it cannot be said that Sudbury is in booming development times. We need more cranes in the sky.
November 13 th , 2018	Anonymous	Make Ramsey motor free lake - rent paddle boats / kayaks / canoes - such a wasted revenue for our "city of lakes" and it's only accesible mainly by rich people. The only time in my life i've been on a boat on ramsey lake - was for a cortina ride.
November 15 th , 2018	Coalition for a Liveable Sudbury	Resubmission from 2014 DC Study Process (see Appendix D.2).
December 8 th , 2018	Anonymous	Reduce DCs to attract investment. Economics 101. If you want growth, what are you waiting for? It just needs to be slightly lower than competitive cities, and investors will come.
December 19 th , 2018	2356268 Ontario Ltd.	<p>Expand the Downtown Sudbury Development Charges Exempt Area to include the entirety of the property at 0 Van Horne Street (see Appendix D.3).</p> <p>Request an exemption from Development Charges for the construction of an 826 unit development project.</p>

Sudbury and District Home Builders' Association



RESPONSE TO DRAFT DEVELOPMENT CHARGES

Sudbury and District Home Builders' Association

Appendix D.1
Sudbury and District Home Builders' Association

This response has been prepared in collaboration with and on behalf of the Members of the Sudbury and District Home Builders' Association.

July 24, 2018



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Forward

The Sudbury and District Home Builders' Association, representing the construction, development, building and related industries, is a participant on the Development Charges Working Committee. Two meetings have been had to date. Through this Committee, the City of Greater Sudbury (CGS) asked for industry input on the Draft Development Charges.

As a Stakeholder, the SDHBA solicited feedback from its membership and met to formulate this response. Given the two weeks' notice, the industry's' busiest season, and with incomplete Background Study and partial Development Charges, we consider this response ongoing and to be completed once a complete series of reports are presented to us. Only then can will we be able to provide in-depth analysis.

This response includes the following sections:

1. An Introduction and Context that frames the environment in which DCs are being reviewed
2. The Development Charges Act
3. The Official Plan and CIP
4. The Associations' Feedback on each DC Category
5. Conclusion – SDHBA Position on the Draft list of Development Charges
6. Appendices – includes Member feedback

We look forward to providing additional input when Development Charges have been fully developed and collaboratively finding a fair and equitable means to supporting strategic and sustainable development.

INTRODUCTION

Triggered by projected growth, the City of Greater Sudbury (CGS) has embarked on a review of its Development Charges (DCs) that are to replace existing DCs as of June 2019 until the expiration of the By-Law in June of 2024.

The CGS requested industry input on the draft capital projects that will establish the new DC rates for the City. SDHBA shared these draft capital projects with its Members for input and comment. Written feedback was received and a meeting was held at which Members discussed not only the draft DCs, but the context in which Members see these DCs being revised.

THE CONTEXT

Taxes now account for approximately 25% of the price of a new home. The SDHBA advocates for the future homebuyers of this region, and with housing affordability having become a serious issue, we feel that DCs must be fair and reasonable and that the process to setting these charges be transparent.

We agree with the principle that growth should pay for growth and that those that come to live in our City will pay for the infrastructure they require. The Development Charges, we feel, should be fair and reasonable, and contribute to a city that is 'open for business and investment.'

The Association supports the Municipality making strategic and fiscally responsible recommendations and decisions that support the intent of its vision, but not necessarily the letter of it, for it is questionable whether it is wise to make significant investments, some of which are detailed in the Draft list of Capital Projects, for insignificant growth. We therefore feel it is necessary for the Municipality to critically assess the strength and limits of the local market and economy before considering any increase to DCs.

Local Growth Scenario

The DC Background Study is not yet complete; however, a number of other reports fairly describe the local context in which new DCs are being proposed:

- Hemson projects population growth of 5,708 over 25 years (2016-2040) from 161,625 to 167,333. This translates into potentially 228 people per year settling in one of 12 wards over 3,500 sq/km.
- The same Hemson report projects a greater growth in households over the same period of 5,710, the conclusion of which is smaller households. Smaller households' free up capacity.
- The Ontario Ministry of Finance (Ontario Population Projections Update, 2017-2041, Table 14.6) shows a marginal population increase of 2,222 from 165,030 to 167,254 (adjusted). This translates into a potential annual increase of 89 persons per year.

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- The Conference Board of Canada projects economic growth of 1.1%, employment growth of 1.1% offsetting the decline of the previous year with "Sudbury's population to remain flat over the forecast" (March 13, 2018).

A strong economy leads to population growth that leads to household formation that spurs development. Sudbury's boom-bust cycle has been moderated by a more diversified economy in which the resource sector still plays a critical role but is no longer the linchpin. In fact, only 8% of Sudbury's employed work in the mining companies while 18% work in government, health services and education services (based from a City total of 83,000 employed) that are good paying jobs but are not growing industries.

The Housing Continuum

The housing continuum chart below depicts the housing affordability situation in the City of Greater Sudbury.

The median household income in Sudbury is approximately \$63,000 (50% of household make more than \$63,000 and 50% make less) yet the average resale home of \$252,000 requires a minimum income of income of \$70,000, while a new home, averaging \$445,000, is affordable to only those households earning more than \$100,000. Income growth has lagged average home price growth.

As a snapshot, the price of a new home, as well as an existing home, is out of reach for the majority of local households. Consequently, any increase to Development Charges only intensifies the issue of housing affordability and creates a greater divide within the housing market.

Household Income	\$30,000	\$35,000	\$45,000	\$55,000	\$70,000	\$90,000	\$100K +
Affordable Rental	\$720	\$880	\$1120	\$1350	\$1710	\$2310	\$2500
Affordable Ownership	\$116,500	\$140,000	\$166,000	\$210,000	\$259,000	\$317,000	
Avg. New Home							\$445,000
Avg. Resale Home					\$252,484		
Avg. Market Rent	\$682 (8)	\$848 (18)	\$1058 (28)	\$1100 (38)			

Source: City of Greater Sudbury

Demographics

Sudbury is aging, so are its households. Infrastructure, existing or new, that can be supported by an aging community in a stagnant economy must be critically examined and, this knowledge, should inform the Municipality's evidence-based decision-making process.

The composition of households is also changing and shifting away from the traditional family household to non-traditional. Both demographic factors are clear indicators that the manner in which housing and "healthy and complete communities" are currently being shaped and funded is not sustainable. Household size is decreasing with Sudbury's average now at 2.3 persons per household. Relating this to Development Charges, *an excess capacity is made available by the decrease in average household size.*

The Ontario Ministry of Finance shows a greater proportion of population growth occurring in the 55+ age cohorts than in the household formation age cohorts of 25-39. If not reverted, this wave will impact the City in ways it may not be prepared.



Source: CMHC from Statistics Canada

The Development Charges Act

The Development Charges Act sets a process for municipalities to pass their own development charges by-laws. According to the Act, these by-laws are accompanied by a background study that outline the estimated amount, type and location of development within a municipality and the related calculations of how the new development will affect municipal services like water, wastewater and roads.

A development charges bylaw can only be passed within one year of a background study's completion with mandatory public meetings to solicit the community's input.

The DC Act regulates how revenue from DCs can be use and pays for integral hard and soft infrastructure to support new growth.

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The Act calls for a review of DC in a growth scenario, even if that growth is one person. It also allows Municipalities to hold DCs in the face of an uncertain economic future or in insubstantial growth scenarios. This flexibility allows Municipalities to charge less than the maximums prescribed in the Act or even no DC at all. The Hemson Background Study should identify a maximum price and it is Council that can lower that fee, negotiate a phase-in, or implement differential charges based on the square footage of a house.

Ultimately, Council has flexibility in how it supports its housing industry and local market.

The Official Plan and CIP

The Official Plan is an essential reference document when reviewing DCs, however, being under review, reference will be made to the existing OP.

Schedules 1a and 1b identify the various Living Area 1 stretching from Whitefish to Skead, from Wanup to Levack, that are identified as areas to:

"promote the efficient use of land and achieve the desired land use pattern, phasing policies are established to guide new development in designated growth areas. Within areas designated Living Area I, emphasis will be given to intensification, redevelopment and infill opportunities (3.2.2 pg. 26).

In Section 3.3, Intensification, it is noted that

"Residential intensification is an effective means of ensuring the efficient use of land and infrastructure in the City. Policies aimed at increased intensification are consistent with the desire to concentrate future development in fully serviced Communities... It is an objective of this Plan that by 2015, the amount of growth occurring through intensification will double to 10%."

Intensification as a policy priority leverages existing infrastructure and services and keeps development fees and other taxes fair and reasonable. Within Sudbury's challenging after-amalgamation framework, the healthy and complete community principle under which equal service may be intended, may not be defensible given a 3,500 sq km municipality with marginal growth.

Without the updated OP, no comment can be made on the correlation between the draft DCs, any updated intensification strategies, and whether or not the above-mentioned 10% intensification target has been achieved.

The Housing Section (18) and related Objectives reads:

"Adequate and affordable housing for all residents is a fundamental component of Greater Sudbury's Healthy Community approach to growth and development. Housing is also a key contributor to individual success at school, in the workplace, and in the community."

"to promote housing as an important component of the economic development strategy."

"to support a range of housing types for seniors, retirees and young cohorts..."

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"support innovation in housing design and development that minimizes cost in the production of affordable housing."

The SDHBA supports the intent of increasing the supply of new housing that is affordable across income cohorts for the various household types and without adding undue risk. That goal, however, cannot be realized without a strategic prioritization of residential intensification areas and fair taxation on new housing.

New Housing Development

Housing development is a significant contributor to the GDP.

It contributes in two basic ways: through private residential investment and consumption spending on housing services. Historically, residential investment has averaged roughly 4-5 percent of GDP while housing services have averaged between 12 and 13 percent, for up to a combined 16 to 18 percent of GDP, depending on the analysis.

The local housing market has not recovered from the 2009 recession. The influencing factors are many but the impact is evidenced by the economic analysis completed for the Ontario Home Builders' Association (see The Economic Impacts of New Home Construction in Appendices).

Between 2016 and 2017, 94 fewer houses were built and the Sudbury market lost:

- 179 on-site residential construction jobs
- \$10 Million in wages
- \$62 Million in investment value

Cross referencing Building Permit data, the follow new housing developments occurred from January to June, 2018, and this data (and trend) should prioritize future strategic investment:

Onaping Falls	2	Rayside Balfour	11
Greater Sudbury	4	Valley East	18
Nickel Centre	7	Sudbury	34
Walden	7		

In addition to declining housing starts, the new mortgage rules mean that homebuyers will have to save for longer or buy a cheaper house.

In light of the current environment, economic and demographic forecasts, a re-evaluation of the OP priorities and related investments may be required.

The CIP has a number of important community developments that can form a cultural and tourism model to attract further investment and development. The Association supports this vision.

SDHBA FEEDBACK ON DC CATEGORIES

First and foremost, it is impossible to give a complete response without the Background Study and the partial list of Capital Projects that will form the DCs. Also, it is not clear which of the listed projects are growth related and which are maintenance related costs, the later of which must be removed if they do not support substantial growth.

Based on the data and analysis available, the SDHBA and its Members offer the follow comments:

General Government

We support our community and its vision and applaud the commitment to making Sudbury the best city it can be.

1. The following studies do not meet the requirements of the Development Charges Act and should be removed:

• Zoning By-law Updates	Items 1.1.1-1.1.3
• Official Plan Updates	Items 1.1.4 and 1.1.5
• Development Guidelines	Item 1.1.8
• Nodes and Corridors Strategy	Item 1.1.9
• Downtown Master Plan	Item 1.1.10
• Housing Background Study	Item 1.1.11

2. In addition, we ask for more information about Item 1.1.14, Land and Planning Software.

Library Services

1. Item 2.1.3, the Archive Project (2009) does not appear to be related, in any way, to an increase in the need for service arising from anticipated development, and therefore should be removed.
2. Explain the reason for the difference in this BTE - 38% BTE for Item 2.1.5, Main Library – Background Study when the BTE of the Main Library Building is 56%.
3. The Main Library Building, Item 2.1.6, will be downtown, offering central services and rental office and event space. The Main Library space and services will be equally available to all and benefit the entire community, yet the BTE is only 56%.
4. Please provide clarification on how the DCA treats rental (revenue) space within the Main Library Building and if it is taxable.

Fire Services

We are in general agreement with this section with one question:

- BTE of 0% Training Vehicles Item 3.2.1

Police and Public Safety

Incomplete sections.

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Parks and Recreation

With the Benefit to Existing of 'zero' on many Capital Projects, we strongly recommend a serious review and critique of this entire list with a forthcoming explanation of:

- The reason each has been listed
- The BTE calculations and why certain items have a 0% BTE when they clearly benefit the entire community
 - Items 6.1.1, 6.1.3
- The on-going operating cost
- Whether the lands on which projects will developed have been given by developers under the 5% requirement
- Why projects under review are listed
- Why local specific projects are funded by the development industry and not supported by local fundraising

With regards to investment in this category, the SDHBA requests analysis on the City's recreational infrastructure, facilities and programing inventory citing the physical inventory of recreation infrastructure measured against industry standards.

In general, the SDHBA support strategic parks and recreation investment, however, this list seems to go beyond 'reasonable' with an expectation that the development community and new home buyers are to carry the cost of non-essential projects that are in no way related to growth.

Ambulance

We ask for an explanation of the 0% BTE for 8.1 and 8.2.

Emergency Preparedness

We are in agreement with this section.

Transit

We are in agreement with this section.

Roads and Related

With such an expansive list of projects and minimum time to respond, we offer the following at this time:

- With 45% of Development Charges consumed by Roads and Related projects, and with further expansion of our road network, we feel that there must be stronger correlations between Capital Projects and community specific growth with an explanation provided.
- We question some 0% BTE
- Item 12.40 Traffic Lights Improvements – please list
- We need more information and time to fully review and critique this list

Appendix D.1
Sudbury and District Home Builders' Association

Drains

- Please explain why the sub watershed studies BTE is 0%

Water

- Do any of the projects listed double the taxation of Section 391 fees?

Wastewater

- Do any of the projects listed double the taxation of Section 391 fees?

CONCLUSION - SDHBA POSITION

While modest employment and income growth, as foreseen by Hemson and other agencies, is, under the Development Charges Act, a sign to review and possibly increase DCs, the Associations' professionals do not consider the growth robust enough to support an increase in Development Charges and ultimately, the price of new housing.

With Development Charges being a big part of the cost of a new home in an economy that has not shown substantial growth, nor is projected to, and with the ultimate cost being fronted by Sudbury builders and homebuyers, the SDHBA is voicing concern over the draft list of Capital Projects that will formulate the DC to be ultimately proposed. We need to assess the potential impact of any tax increase that will effect industrial, commercial and residential development and stifle job growth. We need to preserve the health of our local businesses and housing market.

Our concerns, comments and ideas are summarized below:

1. The use of DC should appropriately reflect investment required to support growth and not be an alternative to funding projects that should be supported through other tax mechanisms. How much tax is too much and, within that question, what projects are not growth related but "nice-to-haves"?
2. In the largest Ontario Municipality facing a flat economic and aging population scenario, the principle of building 'healthy complete communities' must be re-evaluated within the framework of on-going operational sustainability. It is not unheard of that small communities within a larger municipality fund raise for non-essential amenities, and we believe it's time that such projects be funded by those that will ultimately use them.
3. Population and household growth alone cannot be justification for an increase in DCs, for even with household growth, the size of households is declining thus creating an excess in capacity. This must be fully demonstrated in the next version.
4. At times, the list of DCs seem to be random, not to strategic, with projects, capital, and taxes attempting to reach every corner of the Municipality. We support DCs that reflect strategic

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investment, that considers the current economic reality, that intensifies a small number of *key* priority areas, and that are operationally sustainable.

5. Cost-benefit analysis should accompany the DCs and major projects.
6. Projects that are "maintenance" due to life-cycle required upgrades must be separated and omitted from the DC list unless there is substantial growth in that community to warrant the related level of expenditure.
7. Studies that do not meet the DCA criteria must be removed.
8. The comments as stated in SDHBA Feedback by Categories be addressed.
9. Consider that developers, builders and home buyers are hit multiple times through various taxes. The impact of compounding taxation trickles down through our locally owned companies and business with the weight being borne by the industry and home buyers. Arguably, less income is available to spend and support local business.
10. Consider the additional costs to developers, builders and home buyers of the Energy Efficiency requirements.
11. Prior to the revision of the DCs, assess the strength and limits of our market and economy.
12. In support of a fair, equitable and affordable housing market, we ask that the Municipality consider staggered development charges with rates based on house value and square footage. Increasing the supply and variety of small to medium sized homes can meet the demands and needs of the current population as well as be an attraction for new population.
13. Without the Background Study and the incomplete list of Capital Projects, we cannot offer a final recommendation. We see this response as part of a continuing conversation and negotiation.
14. In order for the industry to provide robust feedback, we ask that the Municipality recognize the time required to solicit feedback from and meet with our members and write a response. We hope more time is given next time.

We thank you for this opportunity to contribute to the Development Charges process and look forward to further discussions.

Appendix D.1
Sudbury and District Home Builders' Association

APPENDICES

Appendix 1: Economic Impacts of New Home Construction



Greater Sudbury

2016 ECONOMIC IMPACTS OF NEW HOME CONSTRUCTION

The new home building industry is essential to Greater Sudbury's economic strength and prosperity.

289

New housing starts – a key to economic growth in our community.

610

On-site and off-site jobs in new home construction, a major source of employment in Greater Sudbury.

\$36

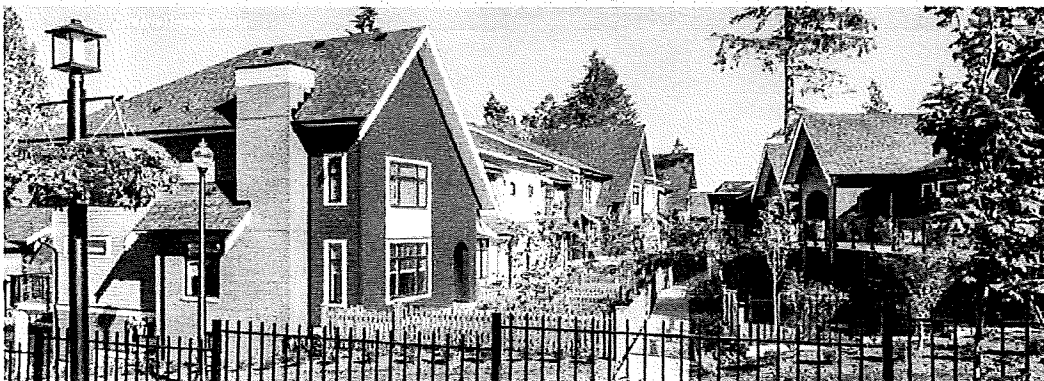
Million in wages – that show up in purchases across the entire local economy.

\$125

Million in investment value – the largest single wealth-builder for most families.

For more information, please contact: Laura Higgs, Executive Officer
Sudbury & District HBA | 1942 Regent Street, Unit C, Sudbury, ON P3E 5V5
<http://sudburyhomebuilders.com/>

Economic Impacts were calculated by Will Dunning Inc. Economic Research for the Census Metropolitan Area.
Estimates based on 2016 data from Canada Mortgage and Housing Corporation and Statistics Canada. Acquisition costs included in "investment value" total as well.





Greater Sudbury

2017 ECONOMIC IMPACTS OF NEW HOME CONSTRUCTION

The new home building industry is essential to Greater Sudbury's economic strength and prosperity.

195

New housing starts – a key to economic growth in our community.

441

On-site and off-site jobs in new home construction, a major source of employment in Greater Sudbury.

\$26

Million in wages – that show up in purchases across the entire local economy.

\$63

Million in investment value – the largest single wealth-builder for most families.

For more information, please contact: Elizabeth De Luisa, Executive Officer
Sudbury & District HBA | 1942 Regent Street, Unit C, Sudbury, ON P3E 5V5
[REDACTED] | <http://sudburyhomebuilders.com/>

Economic Impacts were calculated by Will Dunning Inc. Economic Research for the Census Metropolitan Area.
Estimates based on 2017 data from Canada Mortgage and Housing Corporation and Statistics Canada. Acquisition costs included in "investment value" total as well.



Appendix D.1
Sudbury and District Home Builders' Association

Appendix 2: Member Written Feedback

Note: Some text modified for confidentiality.

"The issue we encounter is that due to the rising costs for builders, some are trying to cut costs where they can, therefore in some cases, builders are using suppliers from out of town to install our product in new homes, which affects our business. We are a locally owned company. When we support local companies, the money stays within our community."

"Since history has shown that current private builds account for close to 50% in the singles and 200% in multiples new construction starts, how do they affect and get calculated into the future Development Charges amount?"

"When you look at the numbers presented by Hemson, if you review 2016 to 2031, the population growth is 2.5%, the household growth at 6%. How can that happen with only 2.5% population growth and employment growth of 4%?"

"I've been in this industry since 1980 and since 2009 we have been stagnant. My opinion is to work on creating new jobs by working with manufactures and companies to FIRST increase growth. Development Charges should be dropped to stimulate growth in new housing and in turn you are generating revenue with new property tax. You can increase the property tax to these new home by 2 to 3% to offset the reduction of development charges ... could this be an alternative?"

"We need to realize we will be losing a large percentage of retail space due to online shopping. How will this affect property tax revenue?"

"Our city is not "growing" and yet our city government is planning to spend monies in ways that might not be helping the city to grow and afford some of the grandiose projects now being considered or already on the books. Splash pads, skate parks, dog parks are nice things to have but with a tax base that is not growing can the city afford these "nice" things right now? What about community fund raising or selling corporate signage to pay for these types of items? What are the costs of maintaining these splash pads and items over the long term? Is there a plan in place to make up for those costs? Will the City impose a User Fee?"

"I like splash pads, dog parks, skate parks, swimming, pools, soccer fields, etc., but what we need is a city or politicians that can perform on growth and not just talk about it. We also need more transparency in how these items end up on the table and why they are being considered."

"It seems to me a large percentage of people who have projects in mind are halted by bureaucracy in Sudbury and it's not getting better. We are doing a project in a small town out of Sudbury and that city welcomed the growth with open arms. Actually, the project is all approved and on its way without the road and all the infrastructure in place... WOW what a different view of growth versus Sudbury."

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Sudbury and District Home Builders' Association

"We have a succession plan for our company however we are not sure if we will be able to sustain what we have established in the past 35 years, and if we do not find a proper solution we might be forced to restructure. It's sad to see what we have all worked on building in the last 20 to 30 years is starting to crumble."

Appendix D.1

Sudbury and District Home Builders' Association



Thank you

Should you have any questions, please feel free to call

Elizabeth De Luisa

Executive Officer

Sudbury and District Home Builders' Association





Coalition for a
Liveable
Sudbury

Making connections. Working toward sustainability.

April 29, 2014

City of Greater Sudbury
City Clerk
P.O. Box 5000 Station A
200 Brady Street
Sudbury ON P3A 5P3

**Coalition for a Liveable Sudbury written submission.
Re: Development Charges**

Within the limitations of the Development Charges Act, Development Charges should have two main objectives:

- Fiscal sustainability: charges reflect actual servicing costs as they vary with location, development patterns, and type of use.
- Planning tool: support planning goals such as intensification, use of existing services, sustainable mobility, and watershed planning

Fortunately, these two objectives coincide well. By supporting good planning principles, infrastructure costs are reduced over the lifetime of the development.

Development charges as a planning tool

Development charges have the potential to influence the location and design of development within our community. Therefore, development charges must be seen not just as a revenue generator but as planning tool as well.

Development charges should support healthy community, sustainable mobility, sustainable development, and intensification goals.

Sustainable mobility infrastructure is a growing need in our community. Funding for pedestrian, cycling and transit infrastructure should be specified so that it is integrated in all new developments so that they are walkable, bikeable, and well serviced by transit.

Protecting water quality is another top priority for our community. Development charges should encourage best practices when it comes to water quality, shoreline development, low impact development, and storm water management.

Affordable housing is another need in our community that can be supported by development charge policies.

Appendix D.2

A system that uses uniform or average cost development charges (as in Greater Sudbury) subsidizes development with higher capital costs and long term costs to the city. Factors such as location, lot size, density, and development design will affect how much infrastructure is required. Using development charges that reflect the true cost of providing services can support planning goals by steering development to more efficient locations, and away from high cost sites.

Development charges and fiscal sustainability

Development charges are seen as a revenue generator. However, it is very important to think ahead to the long term net cost or benefit of a development. Some developments, and nearly all residential developments, will be a net loss to the City when it comes to cost of services versus taxes received. Longer term fiscal sustainability must be kept in mind.

The infrastructure deficit is a significant challenge for the municipality. Life cycle costs of maintaining and renewing infrastructure continue to rise. It is important to limit the amount of new infrastructure that will have to be maintained in the future. It is also important to understand the true lifetime costs of development, depending on its form and location. Development charges are a fiscal tool to recover costs of new development, but should also be used to encourage growth that supports fiscal sustainability into the future.

On going service costs for commercial development is roughly 0.30 cents for \$1.00 of tax revenue. Agricultural land has a similar net benefit (roughly \$0.34 : \$1.00).

However, residential development is a net loss to the municipality. For example, in Burlington, each residential unit costs \$1.40 in services for every \$1.00 received in property tax. Comparable numbers have been found in other municipalities. The net loss is greater for rural residential, and least for high density infill development. Infrastructure and service provision is more cost effective for higher density development. Using existing infrastructure is more cost effective than building new infrastructure.

Alternative development standards using smart growth principles have led to lower infrastructure costs. For example, in Ottawa, construction costs were \$8500 less per unit with alternative versus standard development standards. The Canada Mortgage and Housing Corporation compared the cost of infrastructure provision for a traditional residential development versus a 'smart growth' or 'new urbanist' design. They found that initial costs to provide infrastructure and services would be \$4,301 less per unit, with a saving of \$10,977 per unit over the infrastructure's life cycle. Another comparative study by CMHC found total costs to be 20% lower.

Appendix D.2

Recommendations

1. To reflect the difference in capital burdens of different residential projects, and to meet planning objectives:

- Development charges should rise with lower density: both the #units/ha and the total floor space should be considered
- Development charges should be lower for mixed use projects: commercial elements will be a gain for the City and will allow residents to walk to more destinations, reducing wear on roads infrastructure.
- Development charges should vary by area: development charges should reflect differing costs by area. For examples, town centres and infill projects should have lower development charges than greenfield projects; development charges should be lower where there is existing infrastructure; and development charges should be lower for urban versus rural residential development.
- Development charges should reward high performance design that lower the impact on municipal infrastructure and/or meet planning objectives: projects with alternative development standards following smart growth principles, using green infrastructure, using low impact development, protecting natural heritage features, or supporting sustainable transportation should be encouraged with lower development charges, faster processing of development applications, or greater flexibility in timing of payment (especially beneficial for projects that take a long time to complete). Similar incentives are already in place to encourage development of brownfields, and in the downtown core. Developers should be consulted on what the most effective incentives would be.

Area specific pricing means calculating and assigning costs within specific parts of the municipality. This is especially relevant to Greater Sudbury, with such a wide range of areas within the municipality.

Area specific pricing encourages more efficient development and equitable distribution of costs.

Note that area specific development charges do not have to apply to all services. For example, in Markham, a city wide average approach is used for city wide services like general government and libraries, while area specific charges are calculated for illumination, roads, sewers, storm water management, etc.

An audit assessing the cost of services and the tax revenue generated for different locations and types of development would contribute to an accurate area specific approach.

2. Funding for sustainable mobility infrastructure from development charges should be specified so that it is integrated in all new developments.

3. Specific mention should be made of best practices for shoreline development, low impact development within urban watersheds, and protection of natural heritage features on the property. These attributes should be rewarded with lower development charges or faster processing of applications.

Appendix D.2

4. Similarly, affordable housing projects and mixed use projects should be rewarded.

Thank you for the opportunity to comment.

Contact:

Naomi Grant

Chair, Coalition for a Liveable Sudbury

[REDACTED]

[REDACTED]

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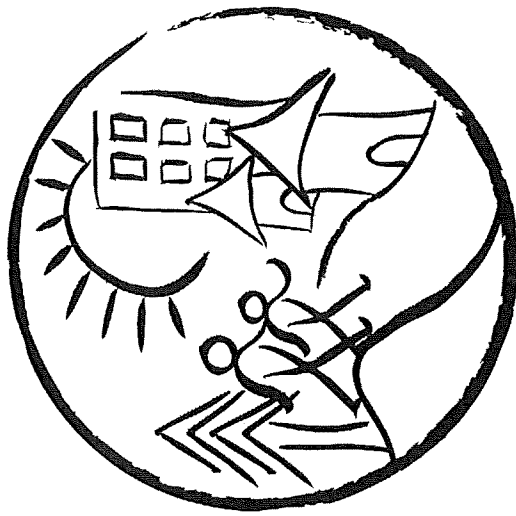
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Input to Development Charges

June 21, 2016

Development charges should support

- Fiscal sustainability
- Planning goals

Net financial cost of development

Large review of American communities
(cost of community services studies)

Median on-
going service
costs for every

\$1.00

received in
taxes

~ \$0.28

Commercial
/industrial

~ \$0.37

agricultural/
open space

\$1.19

Costs lessen
with:

- higher density
- existing infrastructure
- urban vs rural

residential

In Canada

Service costs for every **\$1.00** received in taxes

- Red Deer, AB: **\$1.66**
- Burlington: **\$1.40**
- **Sudbury?**

Analyses in Calgary, Edmonton, London, Halifax, Region of Peel, Durham:

- Development does not pay for itself
- Smart growth costs municipalities less than conventional development
- There are millions of dollars of savings for municipalities in compact development versus sprawl
- E.g. Durham: over 29 years, infrastructure and service costs would be \$49.5 billion for smart growth versus \$82.5 billion for conventional growth
- These and other communities are using the results of these analyses to make smart decisions

Smart Growth development costs less, brings in more tax revenue

Review of American communities

- Smart Growth developments cost an average of **38% less, and up to 50% less** than conventional development
- Smart Growth development saves municipalities an average of **10% less in on-going services**
- Smart Growth development generates an average of **10X more tax revenue per acre**

In Canada

- CMHC study: Smart Growth costs municipalities **20% less**

Green infrastructure and Low Impact Development cost less too

E.g. New York estimated the cost of stormwater management to be \$0.45 per gallon for green infrastructure, \$0.62 per gallon for conventional grey infrastructure

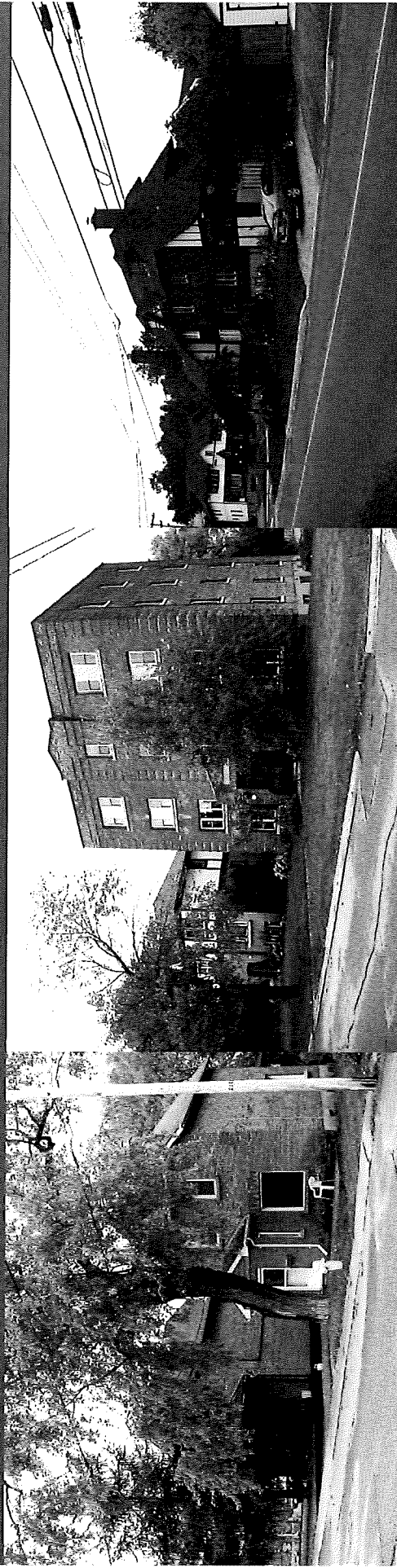
Smart Growth development

Compact, walkable development within existing built areas

- Higher density and proximity
- Mix of housing types
- Mix of land uses

Lower service costs with:

- Alternative development standards
- Infill and higher density
- Urban versus rural
- Use of existing infrastructure



When development charges are averaged across all areas, the City subsidizes development that costs the city more in infrastructure and services

Development charges can be adjusted to reflect the cost of development

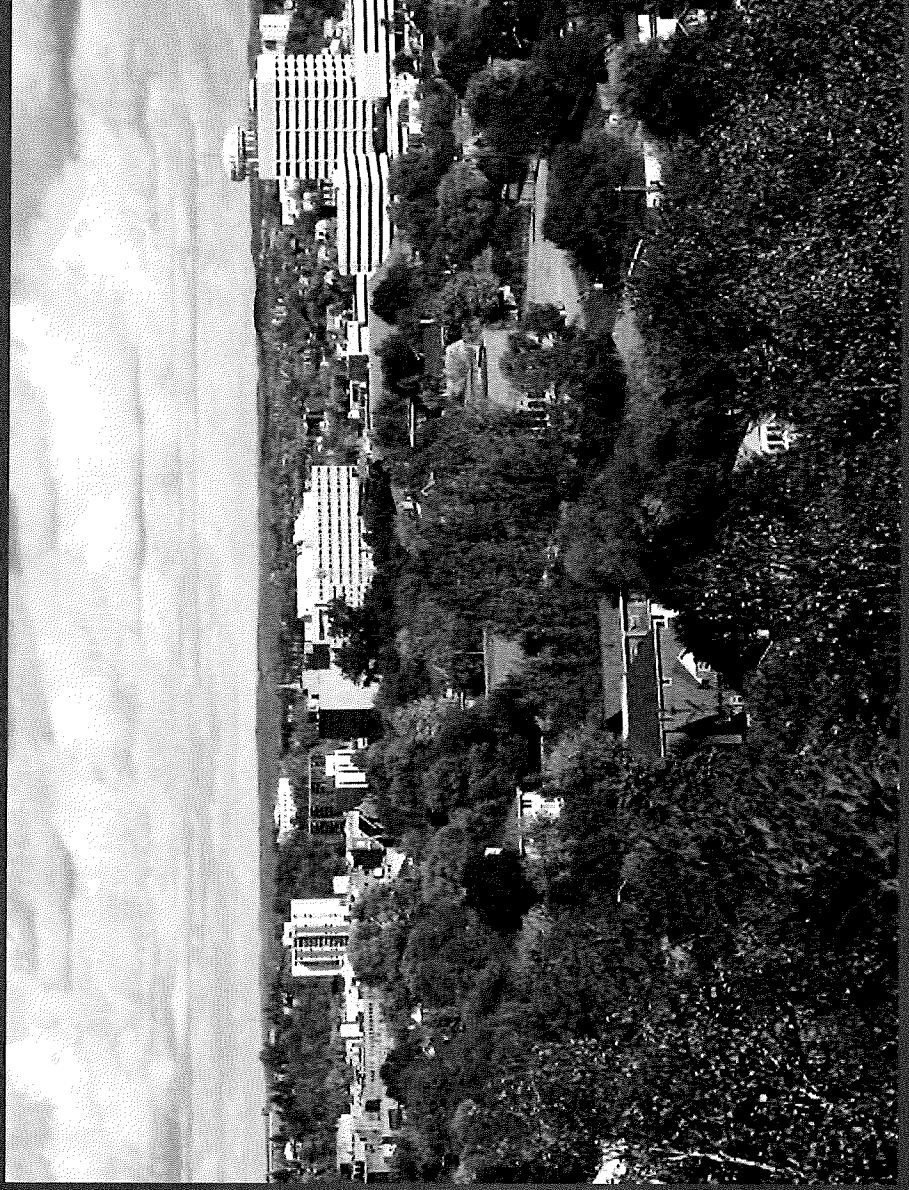
- **Area specific rating**

E.g. The City of Kitchener's development charges are 74% higher for suburban residential versus residential in central neighbourhoods

Other examples: Ottawa, Peel, Hamilton, Markham

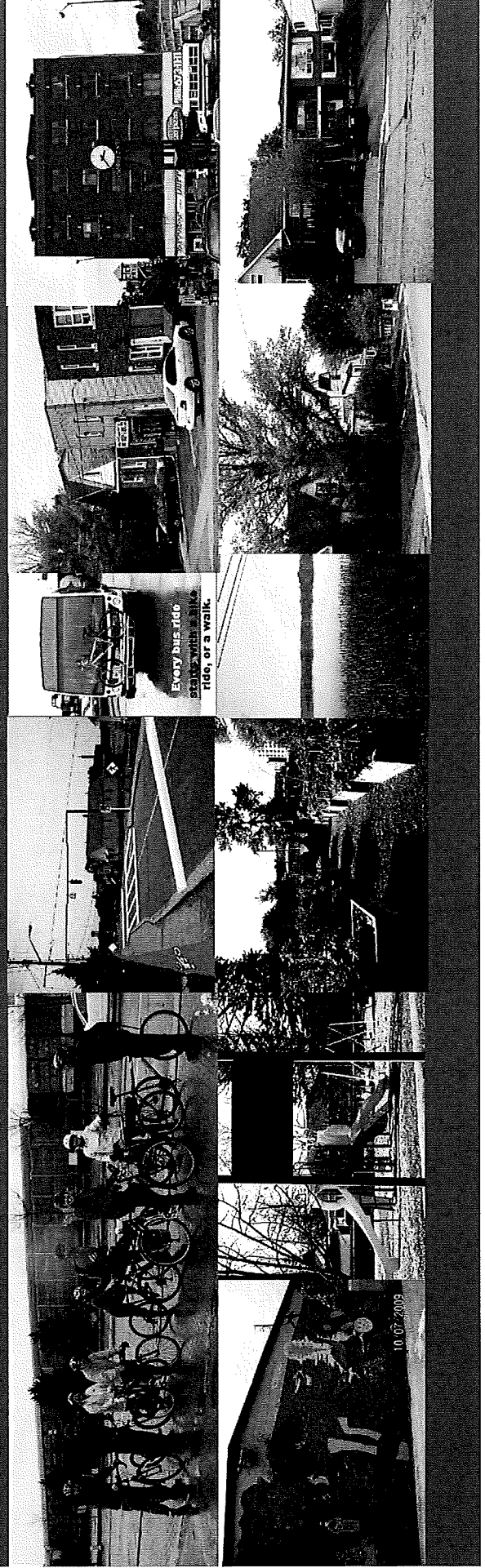
When development charges are adjusted to reflect the cost of development, it contributes to:

- **Fiscal sustainability**
- **Planning goals**



Planning goals and a healthier more liveable community:

- Walkable
- Transportation options
- Housing options
- Protecting water quality
- Revitalized town centres & complete communities
- Sustainable infrastructure
- Intensification



Recommendations

- Cost of community services study or audit for Greater Sudbury.
- Area specific pricing = more efficient development + equitable distribution of costs
- higher density = lower fees; lower density = higher fees
 - mixed use = lower fees

Recommendations

- Reward: high performance design+ healthy community design
- Reward: best practices for shoreline development; low impact development; protection of natural heritage
- Reward: walkability; best practices for sustainable transportation; mixed use
 - Reward: use of existing infrastructure; strengthening town centres; affordable housing

Reward with:

- lower fees
- flexibility in payment schedule
- faster processing
- CONSULT WITH DEVELOPMENT COMMUNITY
ON MOST EFFECTIVE INCENTIVES



Thank you

References

In written submission, plus:

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Green Durham. August 2001.

2356268 ONTARIO LTD

6338 ave Victoria #17
Montreal (Qc)
H3W 2S5

[REDACTED]
[REDACTED]

Montreal, December 19th 2018

By email: kris.longston@greatersudbury.ca

M. Kris Longston
Manager – Community & Strategic Planning
City of Greater Sudbury
200 Brady St.,
Sudbury, Ontario, P3A 5P3

Subject : Request to include a property within the Downtown DC exempt area.

Mr. Longston,


We are the owners of a piece of land overlooking city hall (see attached pin description) and we are working hard on building a project to house 826 people in 2 buildings of 17 stories, one for affordable seniors assisted living retirement home of 476 units, and another for affordable housing consisting of 350 units. In order for us to be in a financial position to provide affordable housing without city subsidies, we would need to be exempt from development charge fees.

Following a meeting with the Mayor, Jason Ferrigan and Fern Cormier to name a few, we have been referred to your department to seek such an exemption. As you will see, our property is partially in the downtown DC exempt area, and partially out of it. We would like to formally request that all of our property be included as part of the downtown DC exempt area.

Secondly, we would request that the Council considers granting us an exemption of development charges for this project of 826 units, to facilitate the construction of the affordable building and the senior's affordable assisted living retirement home.

We are available should you have any questions, and would like to thank you in advance for the time you will invest in our request.

Yours truly,



JACK WOLOFSKY
President, 2356268 Ontario Ltd

• [REDACTED] •

Appendix E - Development Charges (DC) Rates - Scenarios

The following chart is the revenue forecast as calculated by Hemson Consultants Ltd. which is based on the calculated DC rates and the estimated development forecast by building/development over the five year period from 2019 to 2023. This total is then split to show the breakdown portion relating to property tax levy as well as water / wastewater user (w/ww) fees.

Calculated Rates			
	DC Rate	Forecast 2019-2023	Revenues over 5 Years
Single Detached	\$17,718	962	\$17,044,716
Semi Detached	\$14,235	76	\$1,081,860
Apartments and Multiples	\$10,225	666	\$6,809,850
Industrial (per sq.ft.)	\$5.92	804,000	\$4,759,680
Non-industrial (per sq.ft.)	\$8.89	262,390	\$2,332,647
Total			\$32,028,753
		Total per Year	\$6,405,751

Totals split between Property Tax Levy and Water/Wastewater User Fees

	DC Rate	Property Tax Levy Portion	Water / Wastewater User Fees Portion	Forecast 2019-2023	Revenues - Property Tax Levy	Revenues - W / WW User Fees	Total
Single Detached	\$17,718	\$12,027	\$5,691	962	\$11,569,974	\$5,474,742	\$17,044,716
Semi Detached	\$14,235	\$9,663	\$4,572	76	\$734,388	\$347,472	\$1,081,860
Apartments and Multiples	\$10,225	\$6,941	\$3,284	666	\$4,622,706	\$2,187,144	\$6,809,850
Industrial (per sq.ft.)	\$5.92	\$3.50	\$2.42	804,000	\$2,814,000	\$1,945,680	\$4,759,680
Non-industrial (per sq.ft.)	\$8.89	\$6.47	\$2.42	262,390	\$1,697,663	\$634,984	\$2,332,647
Total					\$21,438,731	\$10,590,022	\$32,028,753
		Totals per Year			\$4,287,746	\$2,118,004	\$6,405,751

Note 1: The estimated totals over 5 years and on an annual basis is based on the calculated DC rates and the estimated development forecast. Actual development charges collected in a given year will be based on actual development in that year and would be lower due to exemptions from DC's from the DC Act as well as the City's DC By-Law.

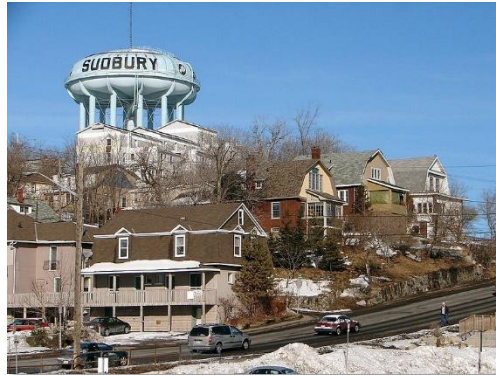
Option 1: Reduce calculated development charges rates by 25%

	Total Estimated DC's based on Calculated Rates		Total Estimated Revenues Based on 25% Reduction		DC Revenue Loss - Impact of Increase to Property Tax Levy & W/WW User Fees		
	Revenues - Property Tax Levy	Revenues - W / WW User Fees	Revenues - Property Tax Levy	Revenues - W / WW User Fees	Revenue Loss - Increase to Property Tax Levy	Revenue Loss - Increase to Water / Wastewater User Fees	Total
Single Detached	\$11,569,974	\$5,474,742	\$8,677,481	\$4,106,057	\$2,892,494	\$1,368,686	\$4,261,179
Semi Detached	\$734,388	\$347,472	\$550,791	\$260,604	\$183,597	\$86,868	\$270,465
Apartments and Multiples	\$4,622,706	\$2,187,144	\$3,467,030	\$1,640,358	\$1,155,677	\$546,786	\$1,702,463
Industrial (per sq.ft.)	\$2,814,000	\$1,945,680	\$2,110,500	\$1,459,260	\$703,500	\$486,420	\$1,189,920
Non-industrial (per sq.ft.)	\$1,697,663	\$634,984	\$1,273,247	\$476,238	\$424,416	\$158,746	\$583,162
	\$21,438,731	\$10,590,022	\$16,079,048	\$7,942,516	\$5,359,683	\$2,647,505	\$8,007,188
		Total over 5 Years			\$5,359,683	\$2,647,505	
		Total per Year			\$1,071,937	\$529,501	
		As a Percentage Increase to Property Tax Levy and W/WW User Fees			0.4%	0.8%	

Option 2: Reduce calculated development charges rates by 50%

	Total Estimated DC's based on Calculated Rates		Total Estimated Revenues Based on 50% Reduction		DC Revenue Loss - Impact of Increase to Property Tax Levy & W/WW User Fees		
	Revenues - Property Tax Levy	Revenues - W / WW User Fees	Revenues - Property Tax Levy	Revenues - W / WW User Fees	Revenue Loss - Increase to Property Tax Levy	Revenue Loss - Increase to W / WW User Fees	Total
Single Detached	\$11,569,974	\$5,474,742	\$5,784,987	\$2,737,371	\$5,784,987	\$2,737,371	\$8,522,358
Semi Detached	\$734,388	\$347,472	\$367,194	\$173,736	\$367,194	\$173,736	\$540,930
Apartments and Multiples	\$4,622,706	\$2,187,144	\$2,311,353	\$1,093,572	\$2,311,353	\$1,093,572	\$3,404,925
Industrial (per sq.ft.)	\$2,814,000	\$1,945,680	\$1,407,000	\$972,840	\$1,407,000	\$972,840	\$2,379,840
Non-industrial (per sq.ft.)	\$1,697,663	\$634,984	\$848,832	\$317,492	\$848,832	\$317,492	\$1,166,324
	\$21,438,731	\$10,590,022	\$10,719,366	\$5,295,011	\$10,719,366	\$5,295,011	\$16,014,377
		Total over 5 Years			\$10,719,366	\$5,295,011	
		Total per Year			\$2,143,873	\$1,059,002	
		As a Percentage Increase to Property Tax Levy and W/WW User Fees			0.8%	1.5%	

City of Greater Sudbury Development Charges Study Finance and Administration Committee 2019 DC Study and Calculated Rates



Tuesday, March 26th, 2019

HEMSON
Consulting Ltd.



Today we will discuss...

- What are Development Charges?
- DCs in Greater Sudbury
- Development Charges Study Process
 - Development Forecast
 - Capital Programs
 - Draft Calculated Rates
- DC Policy Items
- Project Schedule and Next Steps
- Questions

What Are Development Charges?

- Fees imposed on development to fund “growth-related” capital costs
- DCs pay for new infrastructure and facilities to maintain service levels
- Principle is “growth pays for growth” so that financial burden is not borne by existing property tax/rate payers

Other Municipal Revenue Sources

- Direct developer contributions
 - Infrastructure required as part of a subdivision agreement
 - i.e. internal roads, sidewalks, streetlights, small water/sewer mains, park elements etc.
- Property taxes / water & wastewater rates
 - Long-term repair and replacement of infrastructure
 - Statutory and non-statutory reductions on DCs
 - Ineligible infrastructure

Current DC By-law

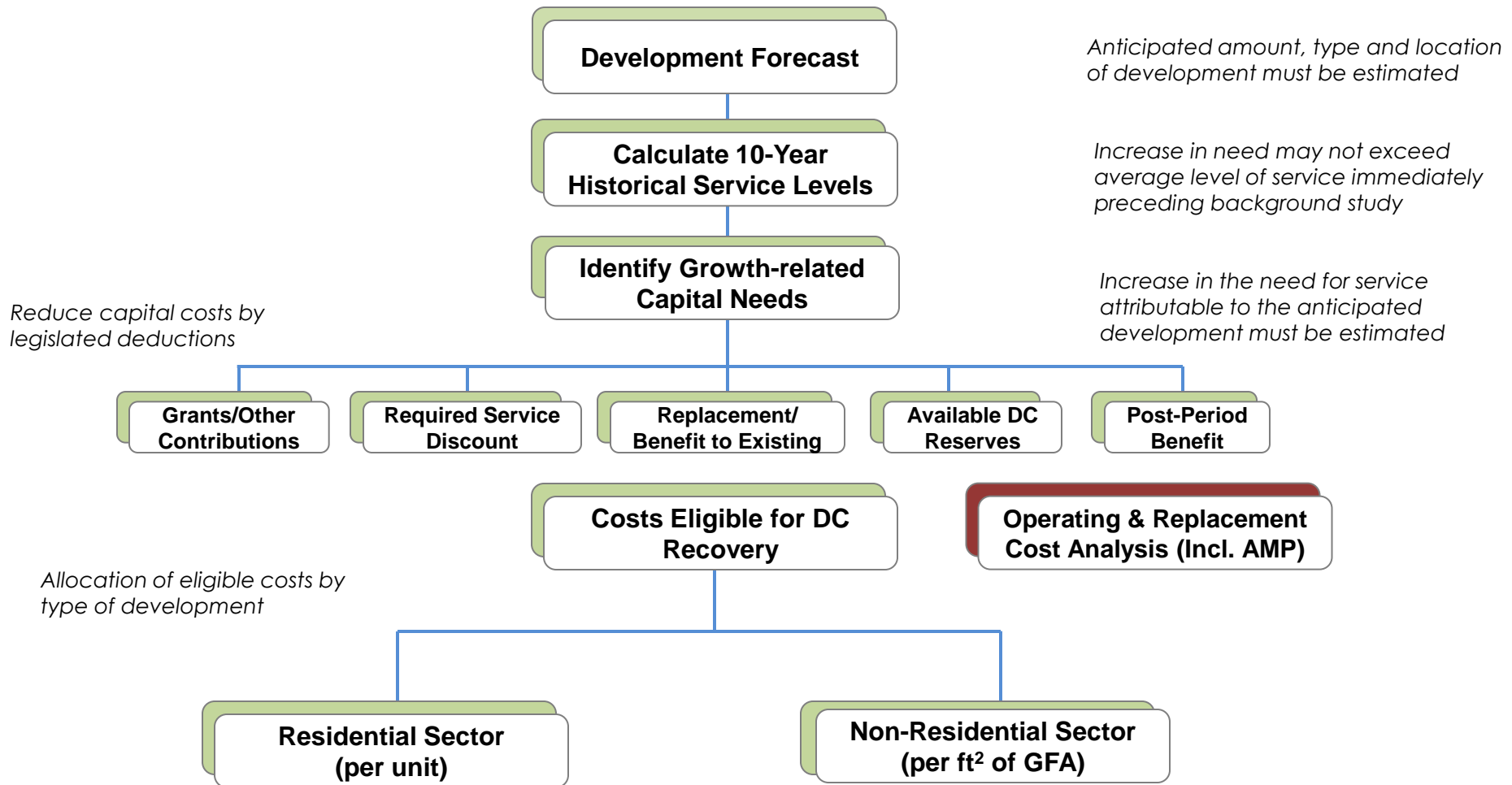
- The City passed DC By-law 2014-151 in June 2014
- By-law 2014-151 expires on June 30, 2019
- The City must pass a new by-law before expiry in order to continue collecting DCs

DC Service Categories

- Charges levied on a service by service basis, as defined by the City
- Three service categories under the *Development Charges Act (DCA)*

	General Services	Transit, Police, Fire	Engineered Services
DC eligible cost recovery	90%	100%	100%
Maximum planning period	10 years	10 years	Unlimited

Overview of Study Process



Stakeholder Engagement

- Four meetings held with DC Study Working Group
 - Comprised of development industry stakeholders
- One Statutory Public Meeting
 - Scheduled for May 7, 2019
- Solicited comments from members of the public throughout the process

Development Forecast

- Forecast is consistent with City's *Growth Outlook to 2046*
- Proposed DC Study planning period: 2019-2028

	At 2018	Growth from 2019 to 2028	Total at 2028
Total Occupied Dwellings	69,962	2,944	72,906
Census Population <i>Population Growth in New Units</i>	162,272	2,918 7,402	165,190
Place of Work Employment <i>Non-Residential Building Space (sq.ft.)</i>	76,851	2,360 1,804,390	79,211

*Note: Census population excludes Census net undercount.
Employment excludes work at home.*

Development-Related Capital Program

- Capital programs have been developed in consultation with City staff and stakeholders
- Council must express intent to undertake capital works for them to be included in DC Study
 - Subject to annual budgeting process

Draft Calculated City-Wide Residential DC Rate

Residential Charges / Unit

Single Detached

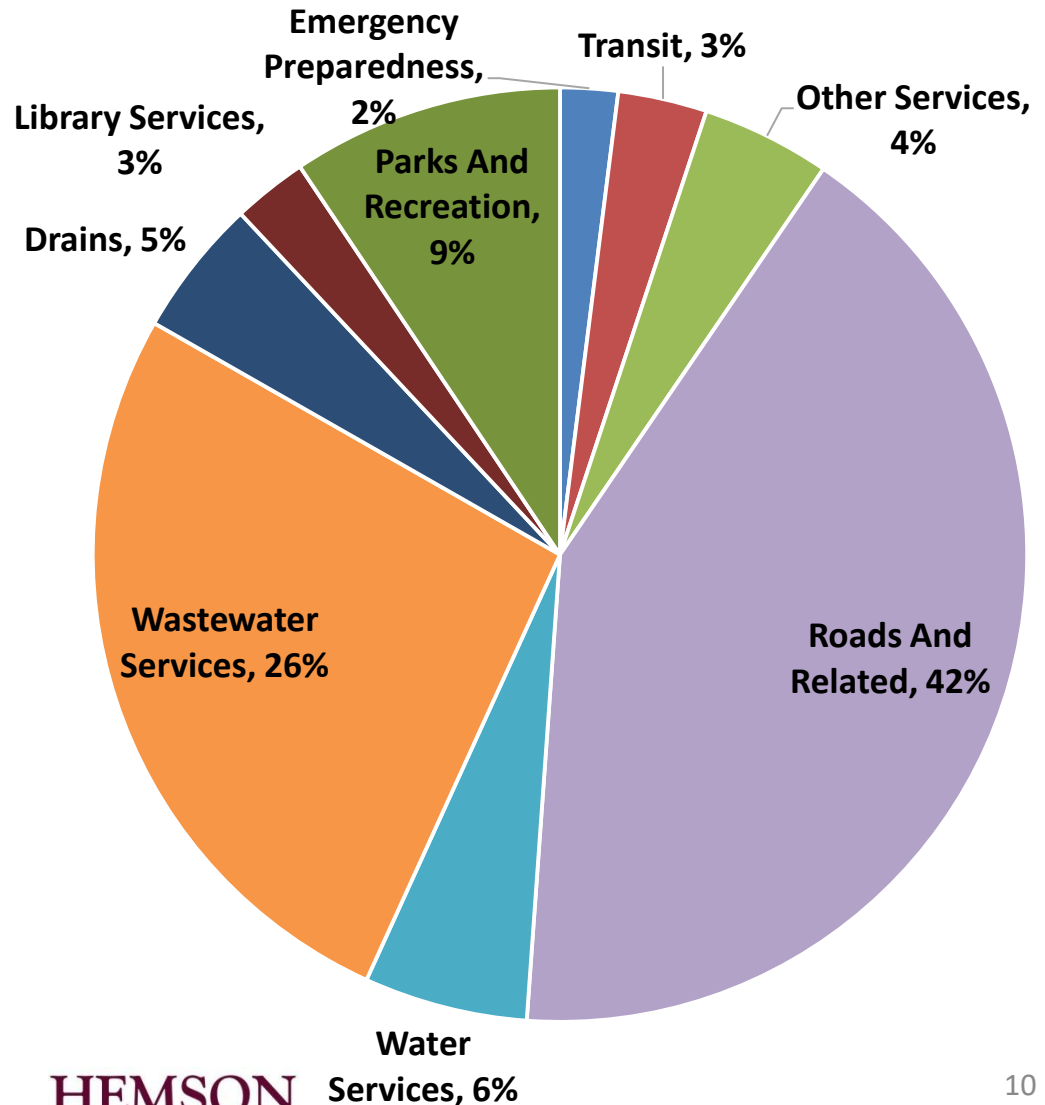
Current	Calculated
\$17,764	\$17,718

Semi Detached

Current	Calculated
\$14,108	\$14,235

Apartment/Multiple

Current	Calculated
\$10,451	\$10,225



Draft Calculated City-Wide Non-Residential DC Rate

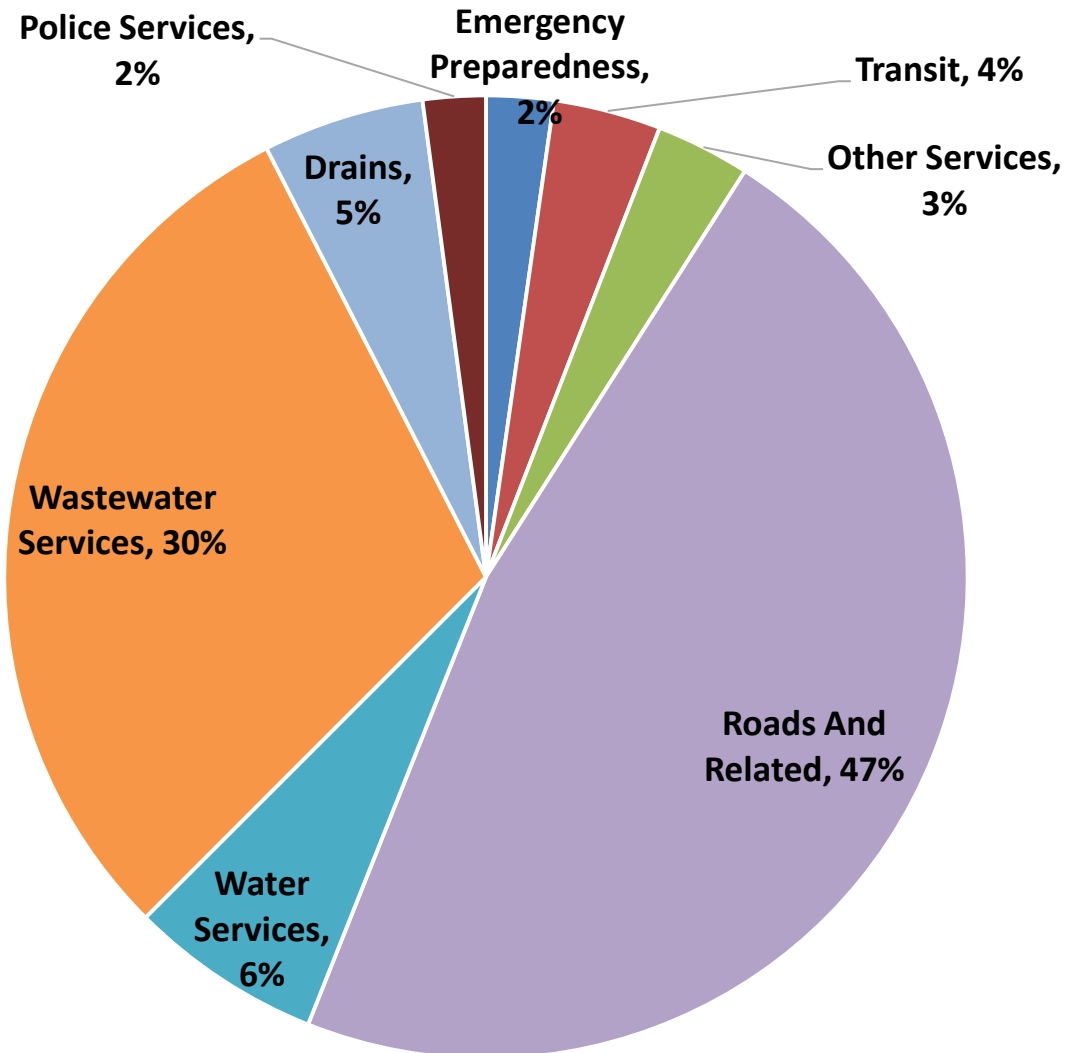
Non-Residential Charges (\$/sq.ft.)

Non-Industrial

Current	Calculated
\$9.40	\$8.89

Industrial

Current	Calculated
\$4.92	\$5.92



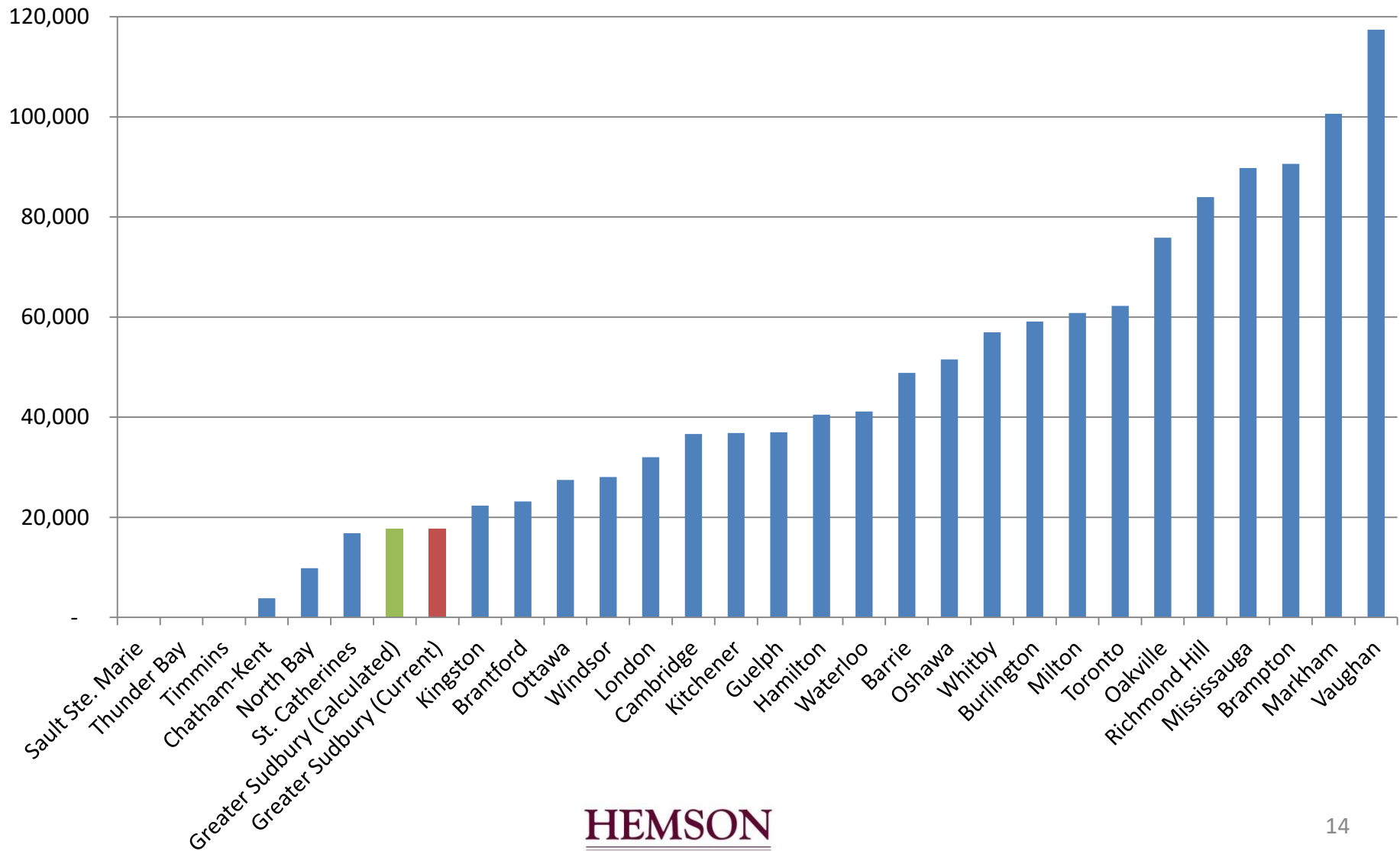
DC Revenue Forecast

Revenue Forecast Under Fully Calculated Rates 2019-2028	
Single Detached	\$29,665,000
Semi Detached	\$1,822,000
Apartments and Multiples	\$11,679,000
Industrial	\$8,075,000
Non-industrial	\$3,916,000
Total	\$55,157,000

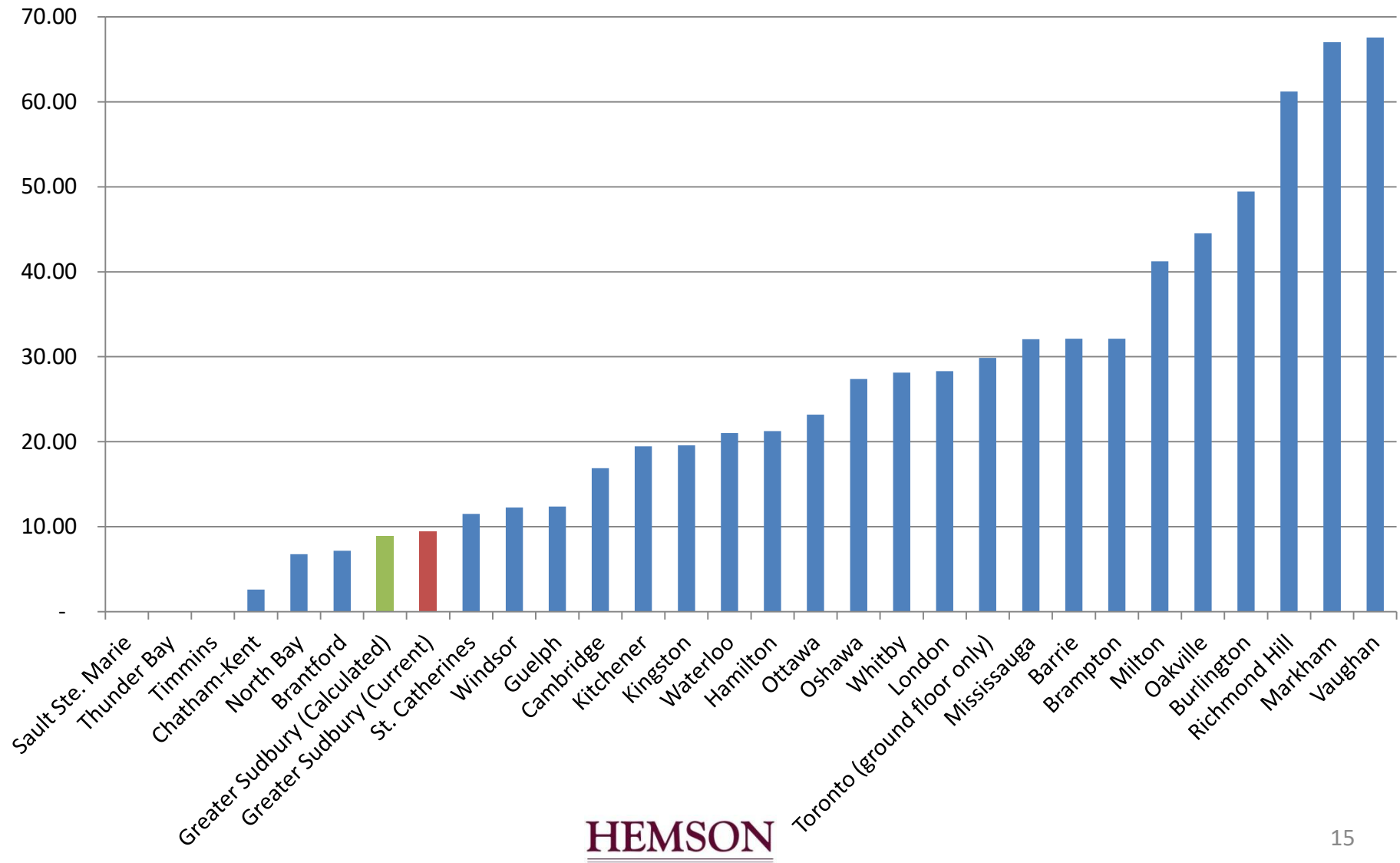
DC Rate Considerations

- Draft calculated rates are maximum permissible
- City may choose to provide discounts or exemptions
- DC revenue reductions must be funded through other sources (i.e. property taxes, water/wastewater rates)

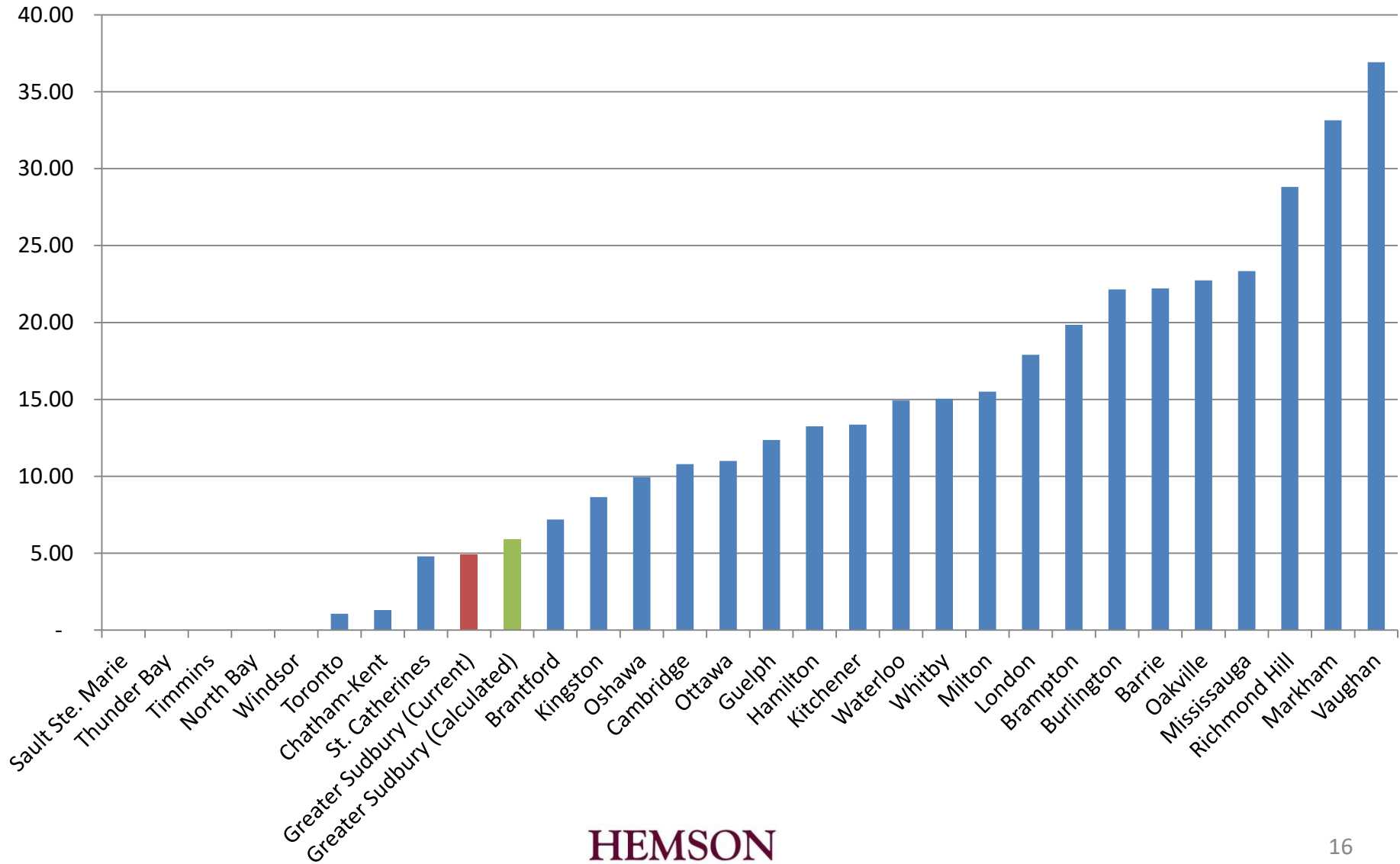
DC Comparison – Single Detached (Per Unit)



DC Comparison – Commercial (Per Square Foot)



DC Comparison – Industrial (Per Square Foot)



Consideration for Area Rating

- DC rates may apply to all lands in the City, or may be differentiated by development area based on servicing needs
- Most logical services to consider for area-specific development charges are:
 - Water
 - Wastewater
 - Drains
- Continuation of City-wide approach recommended for all services:
 - Difficult to define benefitting areas due to the nature of servicing in the City
 - Potential issues of equity/fairness

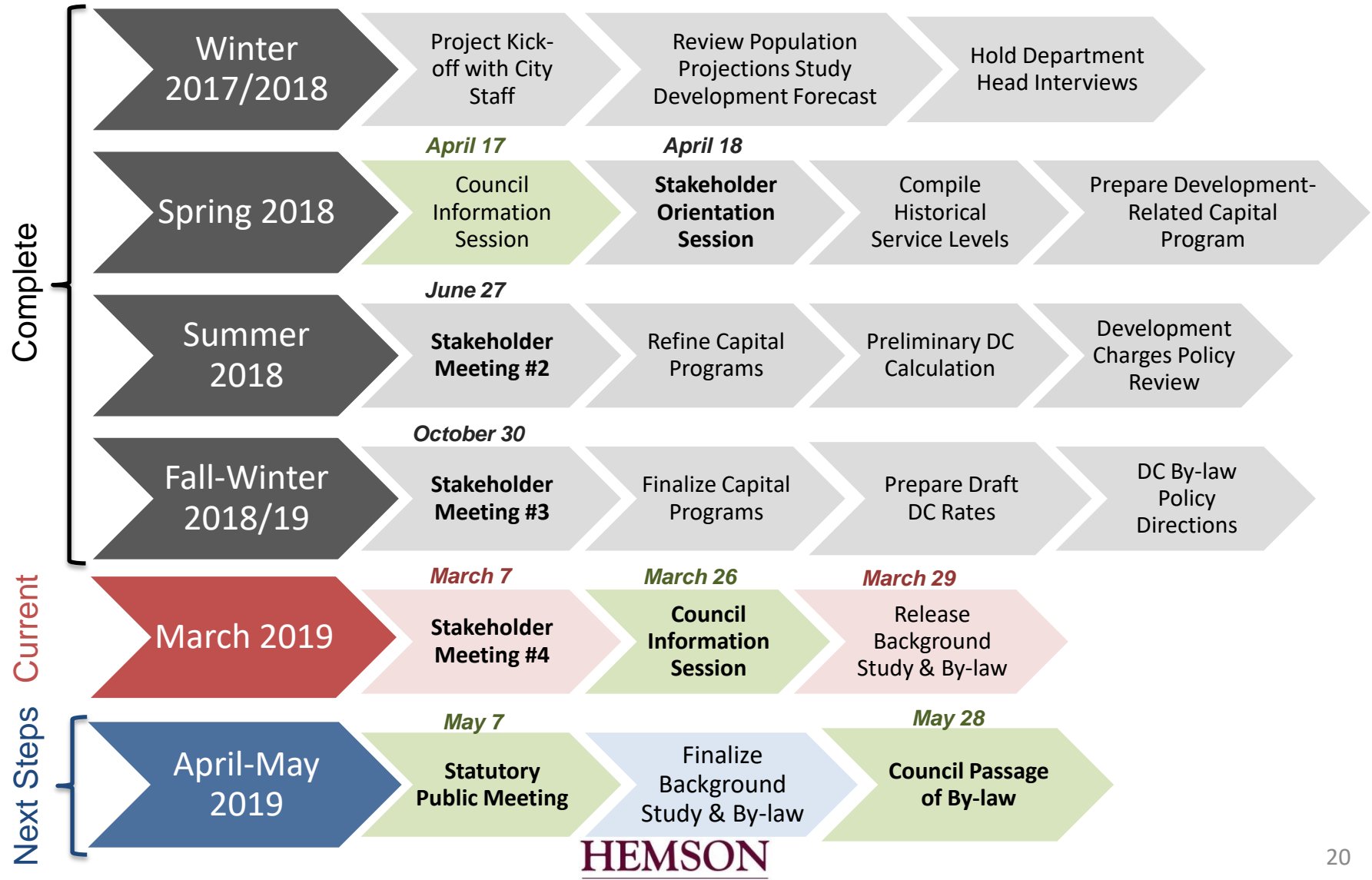
DC By-law Policy Draft Recommendations

1. Continue to levy DCs on a City-wide basis
2. Maintain current DC exempt areas
3. Maintain current DC exempt uses
 - Affordable housing: Remove “in perpetuity” clause; to be subject to Affordable Housing Agreement with City
4. Additional DC Exemptions:
 - Secondary Dwelling Units (all types)
 - Hospices and non-profit long term care homes, where exempt from property taxes under the *Municipal Act*

DC By-law Policy Draft Recommendations

4. Update Temporary Buildings Policy
 - DCs to be paid at building permit stage
 - Refund to be issued if building is removed within 8 months
5. Remove residential DC Deferral Program
6. DCs to be indexed on July 1st of each year, beginning in 2020
 - In accordance with Statistics Canada Non-Residential Building Construction Price Index

Study Process To Date



Questions?