



Community Benefits Charge Strategy

Corporation of the City of St. Catharines

June 9, 2022

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List of Acronyms and Abbreviations

Acronym	Full Description of Acronym
C.B.C.	Community Benefits Charge
C.I.L.	Cash-in-lieu
D.C.	Development charge
D.C.A.	Development Charges Act, 1997, as amended
M.C.R.	Municipal Comprehensive Review
N.F.P.O.W.	No fixed place of work
OLT	Ontario Land Tribunal
O. Reg.	Ontario Regulation
P.P.U.	Persons per unit
sq.ft.	square foot



Report



Chapter 1

Introduction



1. Introduction

1.1 Purpose of this Document

This strategy report has been prepared pursuant to the requirements of the Planning Act, 1990, (section 37) and, accordingly, recommends the imposition of a Community Benefits Charge (C.B.C.) and associated policies for the Corporation of the City of St. Catharines (the “City”).

The City retained Watson & Associates Economists Ltd. (Watson), to undertake the C.B.C. strategy process beginning in the fall of 2021. Watson worked with City staff preparing the C.B.C. analysis and policy recommendations contained within this strategy.

The C.B.C. strategy report, containing the proposed C.B.C. by-law, will be distributed to members of the public in order to provide interested parties the background information on the legislation, the recommendations contained herein, and an outline of the basis for these recommendations.

This report has been prepared, in the first instance, to meet the statutory requirements applicable to the City’s C.B.C. strategy, as summarized in Chapter 3. It also addresses the requirement for “rules” (contained in Chapter 6) and the proposed by-law to be made available as part of the approval process (included as Appendix B).

In addition, the report is designed to set out sufficient background on the legislation (Chapter 3) and the policies underlying the proposed by-law, to make the exercise understandable to those who are involved.

Finally, the report addresses post-adoption implementation requirements (Chapter 7) which are critical to the successful application of the new policy.

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



1.2 Legislative Context

1.2.1 Bill 197 - COVID-19 Economic Recovery Act, 2020

The *COVID-19 Economic Recovery Act* received Royal Assent on July 21, 2020. Schedule 3 of the Act amends the Development Charges Act (D.C.A.) and Schedule 17 amends the Planning Act (including amendments to community benefits and the alternative rate of parkland dedication). These amendments replace those not proclaimed under the *More Homes, More Choice Act* (Bill 108).

The *COVID-19 Economic Recovery Act* amendments in Schedules 3 and 17 were proclaimed and came into effect on September 18, 2020. In regard to the C.B.C., eligible municipalities have two years after the date of proclamation (i.e., September 18, 2022) to transition to the new rules and pass a C.B.C. by-law if they wish to continue imposing these charges.

D.C.A. Amendments:

Changes to Eligible Services – the amendments reframe the context of the D.C.A. from a tool to fund services that are not defined as "ineligible," to only include "eligible" services for which development charges (D.C.s) may be imposed. Eligible services include:

- Water supply services, including distribution and treatment services;
- Wastewater services, including sewers and treatment services;
- Storm water drainage and control services;
- Services related to a highway;
- Transit services;
- Waste diversion services;
- Policing services;
- Fire protection services;
- Ambulance services;
- Public library services;
- Long-term care services;
- Parks and recreation services;
- Public health services;



- Child-care services;
- Housing services;
- Services related to proceedings under the Provincial Offences Act; and
- Emergency preparedness services.

C.B.C. Amendments:

As per section 37 (5) of the Planning Act, a C.B.C. may be imposed for services that do not conflict with services or projects provided under a municipality's D.C. by-law or Parkland dedication by-law. Hence, the service provided under the C.B.C. would be defined as follows:

- (a) land for park or other public recreational purposes in excess of lands dedicated or provided cash-in-lieu payments under section 42 or 51 of the Planning Act;
- (b) services not provided under section 2 (4) of the D.C.A. (as noted above);
- (c) capital costs for eligible D.C. services that are not intended to be funded under the City's D.C. by-law.

Single-tier and lower-tier municipalities may impose a C.B.C. against land to pay for the capital costs of facilities, services and matters required because of development or redevelopment in the area to which the by-law applies. As noted above, there are no restrictions on the services that may be included in the charge, with the exception of capital costs included under a D.C.A. by-law or Cash-in-Lieu (C.I.L.) of Parkland by-law. There are, however, restrictions on the application of the charges, i.e., a C.B.C. may not be imposed with respect to:

- development or redevelopment of fewer than 10 residential units, and in respect of buildings or structures with fewer than five storeys;
- a building or structure intended for use as a long-term care home;
- a building or structure intended for use as a retirement home;
- a building or structure intended for use by a university, college, or an Indigenous Institute;
- a building or structure intended for use as a memorial home, clubhouse or athletic grounds by an Ontario branch of the Royal Canadian Legion;
- a building or structure intended for use as a hospice to provide end-of-life care; or



- not-for-profit housing.

O. Reg. 509/20 specifies that a maximum charge of 4% of the value of land at the time of building permit issuance may be imposed. Prior to adopting a C.B.C. by-law the municipality must undertake a C.B.C. strategy report and follow the required public procedure. The C.B.C. by-law is appealable to the Ontario Land Tribunal (OLT).

1.2.2 Bill 109 – More Homes for Everyone Act, 2022

The *More Homes for Everyone Act, 2022* received Royal Assent on April 14, 2022. Schedule 5 of the Act amends the Planning Act with respect to C.B.C. by-laws. New subsections 37 (54) to (59) require that Council must pass a resolution on whether a revision to the C.B.C. by-law is needed at least every five years from the date the by-law was first passed.

The municipality must review the by-law and determine whether there is need for a revision and requires that municipalities shall consult with such persons and public bodies as appropriate. The municipality must give notice of the passing of the resolution within 20 days on the website of the municipality.

If Council does not pass a resolution within the five years, the by-law is deemed to expire.

1.3 Summary of the Process

Prior to passing a C.B.C. by-law, the Planning Act, section 37 (10) requires the City to consult with the public and such persons and public bodies as the City considers appropriate. As such, a meeting of Council has been set for June 27, 2022 to present the strategy to the public and members of Council to solicit input. The meeting is also being held to present the strategy's purpose, approach, and proposed C.B.C. by-law. Adoption of the by-law is anticipated for July 18, 2022.

Figure 1-1 provides an outline of the schedule to be followed with respect to the C.B.C. strategy and by-law adoption and implementation process.



Figure 1-1
City of St. Catharines
Schedule of Key Dates in the C.B.C. Strategy Process

Item	Date
1. Data collection, land valuation analysis, growth forecast development, capital needs assessment, staff review, C.B.C. calculations, and policy work.	September 2021 to May 2022
2. Development Studies Task Force Meeting #1	May 19, 2022
3. Release of C.B.C. Strategy Report	June 9, 2022
4. Development Studies Task Force Meeting #2	June 15, 2022
5. Public engagement via EngageSTC	June to July 2022
6. Meeting of Council advertisement placed in newspaper(s)	June 2022
7. Public Meeting to present the C.B.C. strategy and proposed by-law and receive feedback	June 27, 2022
8. Council considers adoption of C.B.C. strategy and passage of by-law	July 18, 2022
9. Notice given of by-law passage	No later than 20 days after passage
10. Last day for by-law appeal	40 days after passage



Chapter 2

Anticipated Development in the City of St. Catharines



2. Anticipated Development

2.1 Requirement of the Act

Chapter 3 provides the methodology for calculating a C.B.C. as per the Planning Act. Figure 3-1 presents this methodology schematically. It is noted in the first box of the schematic that in order to determine the C.B.C. that may be imposed, it is a requirement of section 37 (9) of the Planning Act and O. Reg. 509/20 that “the anticipated amount, type and location of development and redevelopment, for which a C.B.C. can be imposed, must be estimated.”

The growth forecast contained in this chapter (with supplemental tables in Appendix A) provides for the anticipated development for which the City will be required to provide services over a 10-year (mid-2022 to mid-2032) time horizon.

2.2 Basis of Population, Household and Employment Forecast

The C.B.C. growth forecast has been prepared by Watson. In preparing the growth forecast, the following information sources were consulted to assess the residential and non-residential development potential for the City over the forecast period, including:

- City of St. Catharines Development Charges Background Study, Watson & Associates Economists Ltd., June 2, 2021;
- Niagara Region Municipal Comprehensive Review (M.C.R.) – Draft Updated Forecasts and Local Growth Allocations Memo; Hemson Consulting Ltd., July 27, 2018;
- Niagara Region Municipal Comprehensive Review and Update of M.C.R. Forecast Allocations and Land Needs Assessment Results, Hemson Consulting Ltd., September 9, 2019;
- City of St. Catharines traffic zone population, housing and employment forecast provided by the City of St. Catharines, June 2020;
- 2006, 2011, 2016 and 2021 population and household Census data;
- 2006, 2011 and 2016 employment Census data;
- Historical residential building permit data over the 2012 to 2021 period;
- Residential supply opportunities as identified by City staff; and



- Discussions with City staff regarding anticipated residential development in the City.

2.3 Summary of Growth Forecast

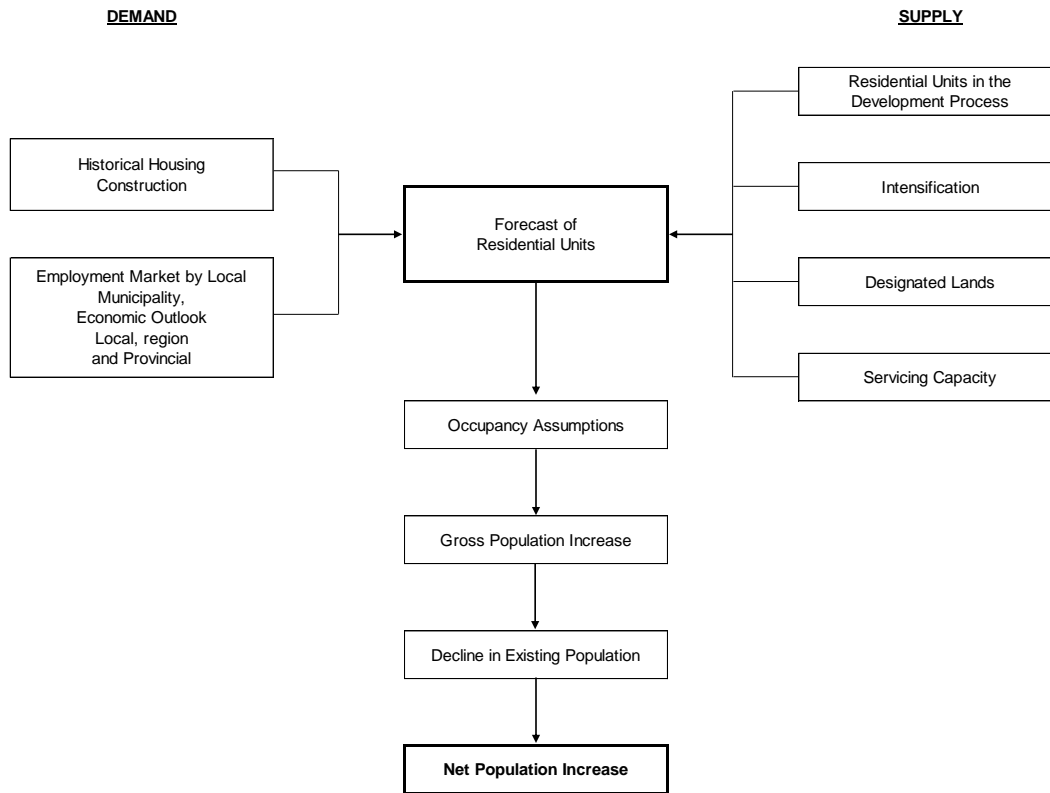
A detailed analysis of the residential and non-residential growth forecasts is provided in Appendix A and the methodology employed is illustrated in Figure 2-1. The discussion provided herein summarizes the anticipated growth for the City and describes the basis for the forecast. The results of the residential growth forecast analysis are summarized in Table 2-1 below, and Schedule 1 in Appendix A.

As identified in Table 2-1 and Schedule 1, the City's population is anticipated to reach approximately 149,720 by mid-2032, resulting in an increase of approximately 12,410 persons, over the 10-year forecast period.^[1]

^[1] The population figures used in the calculation of the 2022 C.B.C. exclude the net Census undercount, which is estimated at approximately 2.5%.



Figure 2-1
Approach to Population and Housing Forecast





**Table 2-1
City of St. Catharines
Residential Growth Forecast Summary**

Year	Population (Including Census Undercount) ^[1]	Excluding Census Undercount			Housing Units						Persons Per Unit (P.P.U.): Total Population/ Total Households	
		Population	Institutional Population	Population Excluding Institutional Population	Singles & Semi-Detached	Multiple Dwellings ^[2]	Apartments ^[3]	Other	Total Households	Equivalent Institutional Households		
Historical	Mid 2011	134,720	131,400	2,630	128,770	35,465	6,539	13,137	278	55,419	2,391	2.371
	Mid 2016	136,480	133,113	3,263	129,850	35,670	6,995	13,905	305	56,875	2,966	2.340
	Mid 2021	140,260	136,803	3,353	133,450	36,150	7,510	14,965	275	58,900	3,049	2.323
Forecast	Mid 2022	140,780	137,310	3,378	133,932	36,223	7,565	15,142	275	59,205	3,071	2.319
	Mid 2032	153,510	149,721	3,579	146,142	36,937	9,322	19,225	275	65,759	3,254	2.277
Incremental	Mid 2011 - Mid 2016	1,760	1,713	633	1,080	205	456	768	27	1,456	575	
	Mid 2016 - Mid 2021	3,780	3,690	90	3,600	480	515	1,060	-30	2,025	83	
	Mid 2021 - Mid 2022	520	507	25	482	73	55	177	0	305	22	
	Mid 2022 - Mid 2032	12,730	12,411	201	12,210	714	1,757	4,083	0	6,554	183	

^[1] Census undercount estimated at approximately 2.5%.

^[2] Includes townhouses and apartments in duplexes.

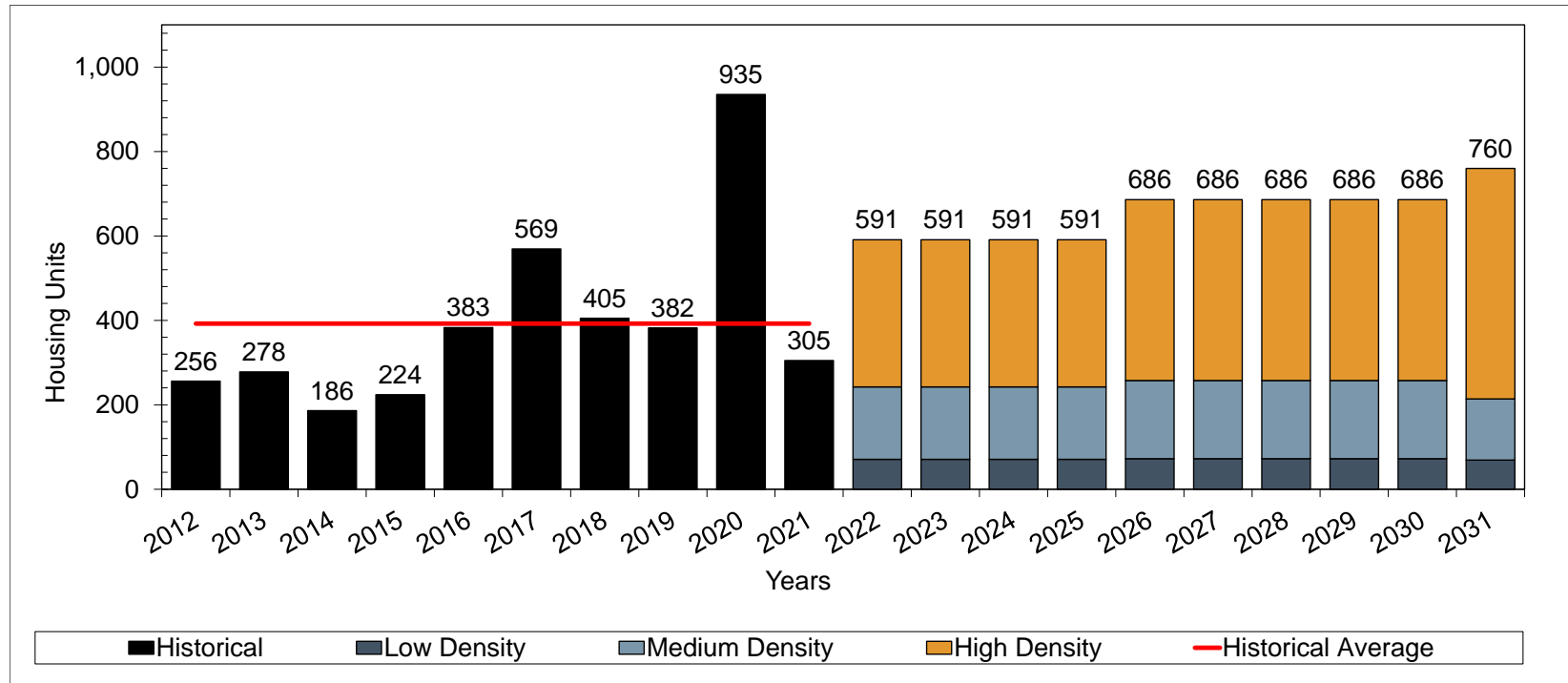
^[3] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.

Note: Population including the Census undercount has been rounded.

Source: Derived from Niagara Region Municipal Comprehensive Review – Draft Updated Forecasts and Local Growth Allocations (July 2018, Hemson Memo) forecast for the City of St. Catharines, Niagara Region Municipal Comprehensive Review - Review and Update of MCR Forecast Allocations and Land Needs Assessment Results (September 2019, Hemson Memo) forecast for the City of St. Catharines, and City of St. Catharines 2016 to 2041 Traffic Zone Population, Housing and Employment Forecast (June 2020, City of St. Catharines) by Watson & Associates Economists Ltd., 2022.



Figure 2-2
City of St. Catharines
Annual Housing Forecast^[1]



^[1] Growth forecast represents calendar year.

Source: Historical housing activity derived from City of St. Catharines building permit data, 2012 to 2020, and 2021 from Statistics Canada building permit data for the City of St. Catharines., by Watson & Associates Economists Ltd.



Provided below is a summary of the key assumptions and findings regarding the City's C.B.C. growth forecast:

1. Unit Mix (Appendix A – Schedules 1, 5 and 6)

- The housing unit mix for the City was derived from a detailed review of historical development activity (as per Schedule 6), as well as active residential development applications (as per Schedule 5) and discussions with City staff regarding anticipated development trends for St. Catharines.
- Based on the above indicators, the 2022 to 2032 household growth forecast for the City is comprised of a unit mix of 11% low density units (single detached and semi-detached), 27% medium density (multiples except apartments) and 62% high density (accessory units, bachelor, 1-bedroom and 2-bedroom+ apartments) units.

2. C.B.C.-Eligible Units

- Subsection 37 (4) of the Planning Act establishes the criteria for a development to be C.B.C. eligible. A C.B.C. may be imposed if:
 - Development of a proposed building or structure has five or more storeys at or above ground and has 10 or more residential units;
 - Redevelopment of an existing building or structure that will have 5 or more storeys at or above ground after redevelopment and proposes to add 10 or more residential units to an existing building or structure; or
 - Such types of development or redevelopment as prescribed. 2020, c. 18, Sched. 17, section 1.
- The C.B.C.-eligible unit forecast is derived based on the established criteria above and a detailed review of historical Census housing trends, historical development activity (as per Schedule 6), active residential development applications (as per Schedule 5) and discussions with City staff regarding anticipated C.B.C.-eligible developments.
- Based on the above indicators, the City is forecast to accommodate 3,132 C.B.C.-eligible household units over the 10-year forecast period. This translates to 77% of all high-density units, including accessory units, being C.B.C. eligible from 2022 to 2032.



3. Geographic Location of C.B.C.-Eligible Residential Development (Appendix A – Schedule 2)

- Schedule 2 summarizes the anticipated amount, type, and location of C.B.C.-eligible development by area for the City.
- In accordance with forecast demand and available land supply, the amount and percentage of forecast C.B.C.-eligible housing growth between 2022 and 2032 by development location is summarized in Table 2-2.
- The development locations are Downtown, Merritton, Glenridge and Surrounding Area, Western Hill, Port Dalhousie, Queenston, Haig and Surrounding Area and all other.

Table 2-2
City of St. Catharines
Residential High-Density Growth by Development Area

Development Location	High-Density Housing Growth, 2022 to 2032 ^[1]	C.B.C.-Eligible Share	C.B.C.-Eligible Housing Growth, 2022 to 2032	C.B.C.-Housing Growth Shares by Location, 2022 to 2032
Downtown	253	85%	216	6%
Merritton	340	31%	107	8%
Glenridge and Surrounding Area	310	84%	259	8%
Western Hill	342	65%	289	9%
Port Dalhousie	410	97%	396	10%
Queenston, Haig and Surrounding Area	953	95%	906	23%



Development Location	High-Density Housing Growth, 2022 to 2032 ^[1]	C.B.C.- Eligible Share	C.B.C.- Eligible Housing Growth, 2022 to 2032	C.B.C.- Housing Growth Shares by Location, 2022 to 2032
Other Areas	1,475	65%	959	36%
City-Wide Total	4,083	77%	3,132	100%

^[1] High density includes accessory apartments, bachelor, 1-bedroom and 2-bedroom+ apartments.
Source: Watson & Associates Economists Ltd.

4. Planning Period

- For the purpose of this study, a 10-year planning horizon has been assumed.

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

- The number of housing units to be constructed by 2032 in the City over the forecast period is presented in Figure 2-2. Over the 2022 to 2032 forecast period, the City is anticipated to average approximately 655 new housing units per year.
- Institutional population^[1] is anticipated to increase by approximately 200 people between 2022 to 2032.
- Population in new units is derived from Schedules 3 and 4 which incorporate historical development activity, anticipated units (see unit mix discussion) and average persons per unit (P.P.U.) by dwelling type for new units.
- Schedule 7 summarizes the average P.P.U. assumed for new housing units by age and type of dwelling based on Statistics Canada 2016 custom Census data for the City of St. Catharines. The total calculated P.P.U. for

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



all density types has been adjusted accordingly to account for the P.P.U. trends which has been recently experienced in both new and older units. Forecast 25-year average P.P.U.s by dwelling type are as follows:

- Low density: 2.932
- Medium density: 2.151
- High density:^[1] 1.866

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

- Existing households for mid-2022 are based on 2021 Census households, plus estimated residential units constructed between mid-2021 to the beginning of the growth period, assuming a six-month lag between construction and occupancy (see Schedule 3).
- The change in average occupancy levels for existing housing units is calculated in Schedules 3 and 4, by aging the existing population over the forecast period. The forecast population change in existing households over the 2022 to 2032 forecast period is approximately -1,280.

7. Employment (Appendix A – Schedule 8)

- The employment projections provided herein are largely based on the activity rate method, which is defined as the number of jobs in the City divided by the number of residents.
- 2016 employment data for the City is outlined in Schedule 8. In accordance with Statistics Canada Census data, the City's 2016 employment base including usual place of work, work at home and no fixed place of work (N.F.P.O.W.) is approximately 62,130.^[2]
- Total employment, including work at home and N.F.P.O.W. for the City is anticipated to reach approximately 72,330 by mid-2032. This represents an employment increase of approximately 7,270 over the 10-year forecast period.

^[1] Includes accessory units, bachelor, 1-bedroom and 2-or-more-bedroom apartments.

^[2] No fixed place of work is defined by Statistics Canada as "persons who do not go from home to the same workplace location at the beginning of each shift. Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."



- Schedule 8, Appendix A, summarizes the employment forecast, excluding work at home employment and N.F.P.O.W. employment, which is the basis for the C.B.C. employment forecast. The impact on municipal services from work at home employees has already been included in the population forecast. The need for municipal services related to N.F.P.O.W. employees has largely been included in the employment forecast by usual place of work (i.e., employment and gross floor area generated from N.F.P.O.W. construction employment).
- Total employment for the City (excluding work at home and N.F.P.O.W. employment) is anticipated to reach approximately 59,180 by mid-2032. This represents an employment increase of approximately 5,590 for the 10-year forecast period.

Based upon the above information, the following summaries are provided for use in the calculations presented in chapter 4, as follows:

- Of the services to be provided, most service costs will be allocated a 69% residential share (Table 2-3);
- Of the residential portion of the costs, 56% of the population is forecast to reside in high-density residential units (Table 2-4); and
- Of those who reside in high density residential units, 77% are forecast to reside in units to which the C.B.C. may be imposed (Table 2-5).



Table 2-3
Residential and Non-Residential Growth Share based on Incremental Growth in
Population and Employment over the 10-Year Forecast Period

Residential Population and Non-Residential Employment	Population/ Employment	Residential/ Non- Residential %
Residential Net Population	12,411	69%
Employment (net of Work at Home & N.F.P.O.W.)	5,594	31%
Total Population & Employment	18,005	100%

Table 2-4
Low/Medium Density Growth and High-Density Growth Share

Residential Density	Residential Population	% of Gross Population in New Units
Low/Medium Density	5,873	44%
High Density	7,617	56%
Total Residential Forecast	13,490	100%



Table 2-5
Eligible and Ineligible High-Density Growth Share

Residential High Density	Residential Population	% of Gross Population in High Density Units
Eligible High Density	5,844	77%
Ineligible High Density	1,773	23%
Total Residential High Density Forecast	7,617	100%

2.4 Land Valuation

As the C.B.C. rate is applied against the value of land the day before a building permit is issued, average land values are required to be assessed in various locations throughout the City where the anticipated development and redevelopment is anticipated. These land values assist in calculating the eligible C.B.C. rate (up to a maximum of 4%). As such, the City provided data from several professional land appraisers (Colliers International, Ridley & Associates, RCE Appraisals, Antec Appraisal, and iAppraise) to provide input into the analysis.

The land valuations were based on high density residential lands in various locations throughout the City. The high-density lands were based on lands permitted to be developed into buildings with five storeys or more and a minimum of 10 residential units.

The areas assessed are as follows:

1. Downtown;
2. Merritton;
3. Glenridge and Surrounding Area;
4. Western Hill;



5. Port Dalhousie;
6. Queenston, Haig and Surrounding Area; and
7. All Other Areas.

Table 2-6 provides the findings of the land valuation assessment for eligible high-density development, by area.

Table 2-6
Summary of Land Valuations by Area

Location	Weighted Average Land Value per Acre
Downtown	\$5,780,000
Merritton	\$1,140,000
Glenridge and Surrounding Area	\$3,060,000
Western Hill	\$2,820,000
Port Dalhousie	\$4,540,000
Queenston, Haig and Surrounding Area	\$866,000
All Other Areas	\$2,820,000

2.5 Land Analysis

For purposes of calculating the total land value potential for high-density development in the City, the eligible high-density growth forecast was aligned with the weighted average land valuations based on applications in the planning process and the anticipated growth over the 10-year forecast. Table 2-7 provides for the assumptions on growth by area and the corresponding land valuations.



Table 2-7
Summary of Eligible High-Density Growth in the Planning Process by Area

Area	Total C.B.C. Eligible Units	Weighted Average Land Value Per Acre
Downtown	216	\$5,780,000
Merritton	107	\$1,140,000
Glenridge and Surrounding Area	259	\$3,060,000
Western Hill	289	\$2,820,000
Port Dalhousie	396	\$4,540,000
Queenston, Haig and Surrounding Area	906	\$866,000
All Other Areas	959	\$2,820,000
Total	3,132	

Based on the weighted average land valuations identified in Table 2-7 and the eligible high-density units anticipated to develop over the forecast period, the total land value is calculated for each area by converting the units to estimated total acres.

To undertake this conversion, the average eligible high-density units per acre have been estimated by area based on current applications in the development process. The high-density growth identified in the downtown area provides for an average of 150 units per acre. The average units per acre in Merritton, Queenston, Haig and Surrounding Area have been identified as 55 units per acre, while in Port Dalhousie the average is 95 units per acre. Finally, an average of 50 units per acre are identified in Glenridge and surrounding area, Western Hill and all other areas.

Once the eligible units have been converted to acres of land (by area), the acres are multiplied by the land values to determine a total land value which will be used as the denominator in the C.B.C. calculations. Table 2-8 provides for these calculations. An estimated 54.2 acres of eligible high-density growth is anticipated over the 10-year forecast period; with the total land value estimated at approximately \$129.97 million.



Table 2-8
Summary of Eligible High-Density Growth and Total Land Value by Area

Area	Total C.B.C. Eligible Units	Weighted Average Land Value Per Acre	Average Units Per Acre	Estimated Total Acres	Total Land Value
Downtown	216	\$5,780,000	150	1.4	\$8,323,000
Merritton	107	\$1,140,000	55	1.9	\$2,218,000
Glenridge and Surrounding Area	259	\$3,060,000	50	5.2	\$15,851,000
Western Hill	289	\$2,820,000	50	5.8	\$16,300,000
Port Dalhousie	396	\$4,540,000	95	4.2	\$18,925,000
Queenston, Haig and Surrounding Area	906	\$866,000	55	16.5	\$14,265,000
All Other Areas	959	\$2,820,000	50	19.2	\$54,088,000
Total	3,132			54.2	\$129,970,000



Chapter 3

Approach to the Calculation

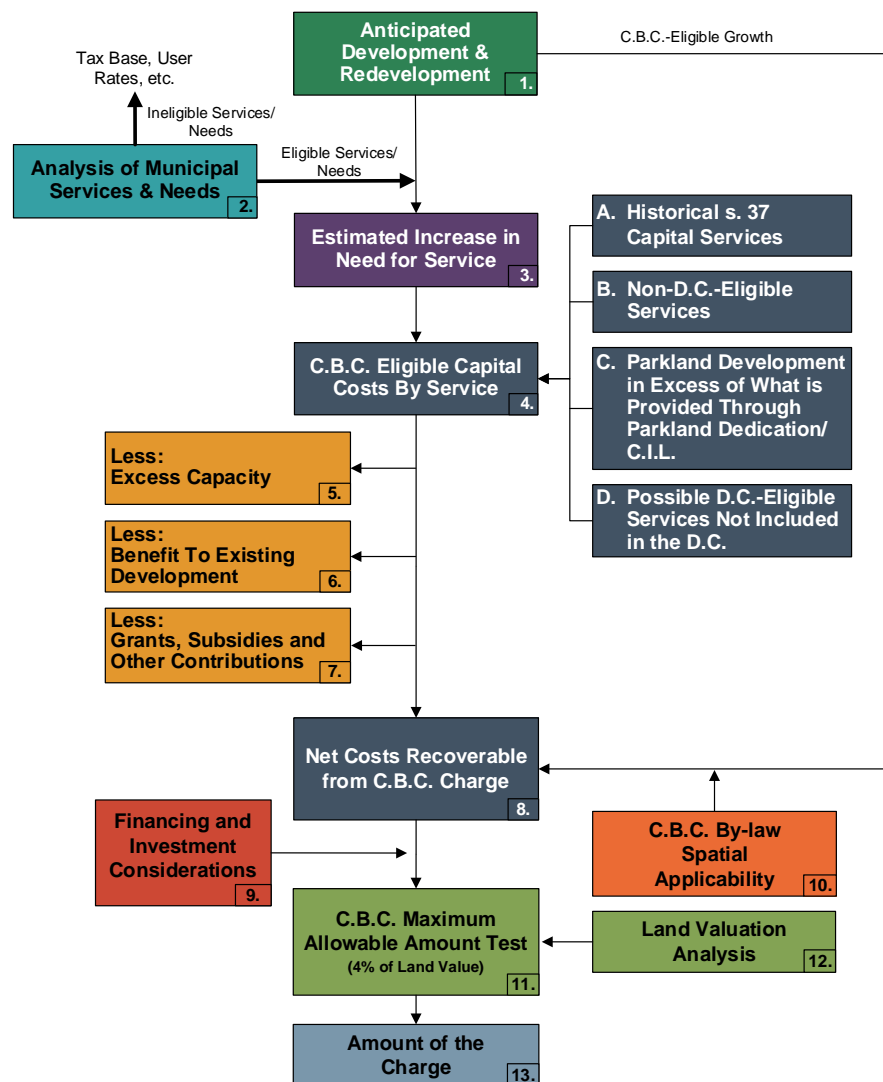


3. The Approach to the Calculation of the Charge

3.1 Introduction

This chapter addresses the requirements of subsection 37(9) of the Planning Act and sections 2 and 3 of O. Reg. 509/20 with respect to the establishment of the need for service which underpins the C.B.C. calculation. These requirements are illustrated schematically in Figure 3-1.

Figure 3-1
The Process of Calculating a Community Benefits Charge under the Planning Act





3.2 Anticipated Development and Redevelopment

The anticipated development and redevelopment forecast is provided in chapter 2 (with supplemental tables in Appendix A). This chapter provides for the anticipated overall growth within the City over a 10-year (mid-2022 to mid-2032) time horizon and then estimates the residential units eligible to be considered as per section 37 (4) of the Planning Act.

3.3 Services Potentially Involved

As per section 37 (5) of the Planning Act, a C.B.C. may be imposed for services that do not conflict with services or projects provided under a municipality's D.C. by-law or Parkland dedication by-law. Hence, the service provided under the C.B.C. would be defined as follows:

- (a) land for park or other public recreational purposes in excess of lands dedicated or provided cash-in-lieu payments under section 42 or 51 of the Planning Act.
- (b) services not provided under section 2 (4) of the D.C.A.
- (c) capital costs for eligible D.C. services that are not intended to be funded under the City's D.C. by-law.

Examples of services not provided by a D.C. or Parkland by-law include (but are not limited to) capital facilities and equipment for growth studies, corporate infrastructure, building infrastructure, culture, public realm, affordable housing, the community benefits charge strategy itself, etc.

3.4 Increase in the Need for Service

Similar to a D.C., the C.B.C. calculation commences with an estimate of “the increase in the need for service attributable to the anticipated development,” for eligible services to be covered by the by-law. There must be some form of link or attribution between the anticipated development and the estimated increase in the need for service. While the need could potentially be expressed generally in terms of units of capacity, a project-specific expression of need would appear to be most appropriate. This is suggested by the requirement of section 2 (e) of O. Reg. 509/20 which provides “include estimates of



the capital costs necessary to provide the facilities, services and matters referred to in clause 2 (b).” As noted, this is a similar consideration provided when undertaking a D.C. calculation.

3.5 Capital Forecast

Section 37 (2) of the Planning Act provides that, “The council of a local municipality may by by-law impose community benefits charges against land to pay for the capital costs of facilities, services and matters.” The Act does not define what capital costs may be included within the charge. As noted in section 3.3 above, the Act provides that the C.B.C. charge could include capital costs for eligible D.C. services that are not intended to be funded under the City’s D.C. by-law. This provision suggest that capital costs may be defined in an equivalent manner as the D.C.A. Hence, based on this relationship with the D.C.A., capital costs may include:

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

3.6 Deductions

The section 2 of O. Reg. 509/20 potentially requires that three deductions be made to the capital costs estimates. These relate to:

- excess capacity;



- benefit to existing development; and
- anticipated grants, subsidies, and other contributions.

The requirements behind each of these reductions are addressed below.

3.6.1 Reduction for Excess Capacity

Section 2 (c) of O. Reg. 509/20 requires the identification of the excess capacity that exists in relation to the facilities, services and matters referred to in clause 2(b) suggesting the need for a potential deduction to the capital.

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

3.6.2 Reduction for Benefit to Existing Development

Section 2 (c) of O. Reg. 509/20 of the Planning Act provides that the capital estimates identify extent to which an increase in a facility, service or matter referred to in clause 2 (b) of the regulation would benefit existing development. The general guidelines used to consider benefit to existing development included:

- the repair or unexpanded replacement of existing assets that are in need of repair;
- the elimination of a chronic servicing problem not created by growth; and
- providing services where none previously existed (for example, extending garbage pickup to the rural area which previously did not receive the municipal service).

Where existing development has an adequate service level which will not be tangibly increased by an increase in service, no benefit would appear to be involved. For example, where expanding existing garbage collection vehicles simply replicates what existing residents are receiving, they receive very limited (or no) benefit as a result. On



the other hand, where a clear existing service problem is to be remedied, a deduction should be made accordingly.

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

3.6.3 Reduction for Anticipated Grants, Subsidies and Other Contributions

This step involves reducing the capital costs by capital grants, subsidies, and other contributions made or anticipated by Council and in accordance with various rules such as the attribution between the share related to new vs. existing development. That is, some grants and contributions may not specifically be applicable to growth or where Council targets fundraising as a measure to offset impacts on taxes.

Although specific grants, subsidies and/or other contributions may not be currently identified and reduced in the calculations, due diligence will be undertaken by City staff during the annual budget process to net off any future identified funding from these other sources.

3.7 Municipal-wide vs. Area Rating

This step involves determining whether all of the subject costs are to be recovered on a uniform municipal-wide basis or whether some or all are to be recovered on an area-specific basis. Unlike D.C.s, there is no mandatory requirement to consider area rating of services (providing charges for specific areas and services); however, the legislation



does not prohibit area rating. There may be instances where Council may consider varying rates to align with other policies or possible incentives in the development area.

Through the C.B.C. strategy process, discussions with City staff took place related to structuring the charge on a municipal-wide vs. area specific basis. As the services being provided in the strategy are not restricted to one specific area and are anticipated to be used by all residents with a city-wide benefit, the charges have been provided on a municipal-wide basis. For example, cultural facilities are provided in different parts of the City, and they will be accessed by residents from all areas depending on the programming offered within the facilities and personal interests. Although the charges are to be calculated and imposed on a city-wide basis, consideration of location of the projects will take place through the annual budget process.

3.8 Land Valuation Analysis

To facilitate the rate calculation provided in section 3.9, an estimate of the market value of the land related to the anticipated applicable development/redevelopment presented in section 3.2, needs to be undertaken. It is noted that the land values may vary based on a number of factors including location, zoning density, parcel size, etc., however, these values should estimate the land value the day before building permit issuance. This data may be available from municipal staff, or the municipality may consider engaging the assistance of a land appraiser.

3.9 Calculation of the Community Benefit Charge

Section 37(32) of the Planning Act provides that the maximum charge which can be imposed is prescribed by the regulations. O. Reg 509/20 section 3 provides that the maximum charge is to be 4%.

To calculate the rate, the net capital cost (provided by netting the deductions set out in section 3.6 from the capital presented in section 3.5) divided by the land values related to the anticipated applicable development/redevelopment produces a percentage of the capital cost to the land value. The product of this calculation provides for the eligible rate. As noted above, the maximum rate to be imposed is 4%; hence, the rate can be any rate between 0% and 4%.



Chapter 4

C.B.C.-Eligible Cost Analysis



4. C.B.C.-Eligible Cost Analysis

4.1 Introduction

This chapter outlines the basis for calculating eligible costs to be recovered through C.B.C.s which are to be applied on a uniform basis throughout the City. In each case, the required calculation process set out in O. Reg. 509/20 section 2 (a) through (f) to the Planning Act and described in Chapter 3 was followed in determining C.B.C.-eligible costs.

The nature of the capital projects and timing identified in the Chapter reflects City staff's recommendation based on Council policy directions. However, it is recognized that over time, capital projects and Council priorities change; accordingly, Council's intentions may alter, and different capital projects (and timing) may be necessary to meet the need for services required by new growth.

4.2 Allocation of Costs to Eligible High-Density Growth

For capital costs identified for recovery through the C.B.C., a review of the gross costs has been made based on information provided by City staff. Each capital project was assessed to determine if there were deductions required to the gross costs related to excess capacity, benefit to existing development, and grants, subsidies, or other contributions known. The resultant net growth costs were then allocated based on the following:

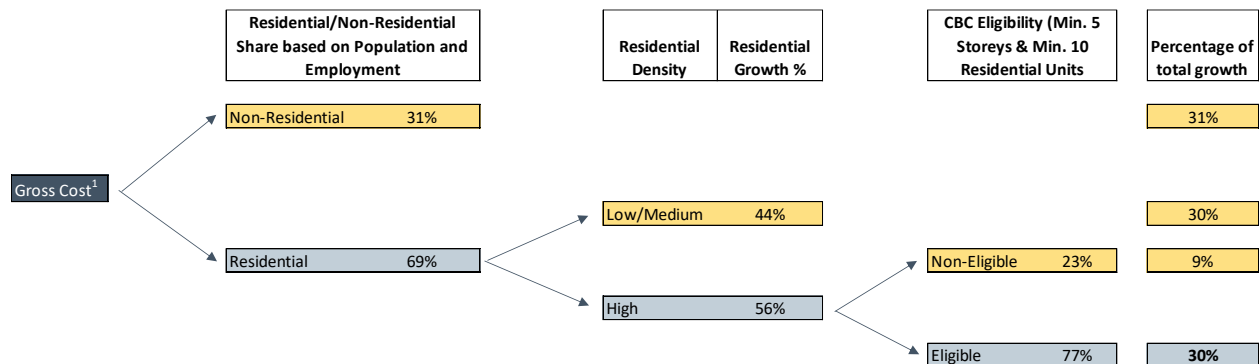
- Net costs for certain services (corporate and building infrastructure and growth studies), were apportioned between residential and non-residential growth (Table 2-3) based upon the relation between population and employment.
- Similar to the City's D.C. background study, public realm and cultural projects were apportioned 95% to residential and 5% to non-residential.
- Affordable housing has been apportioned 100% to the residential sector.
- The costs associated with residential growth were then further apportioned between low/medium density growth and total high-density growth anticipated over the forecast (Table 2-4).



- Finally, the costs associated with the total high-density growth were apportioned to eligible growth (i.e., buildings with a minimum of five storeys and a minimum of 10 residential units) and ineligible growth (Table 2-5).

As noted above, similar to the calculations undertaken in the City’s D.C. study, some services are shared between residential and non-residential growth based on the incremental population and employment for the forecast period. Based on the C.B.C. 10-year forecast, this would result in an allocation of 69% residential/31% non-residential. Figure 4-1 provides a flowchart of the shares that would be assigned to services such as growth studies. As noted in Tables 2-3 through 2-5, the allocations between the total growth anticipated over the forecast period would result in 30% of net growth-related costs being eligible for recovery through the C.B.C. (see Table 4-1).

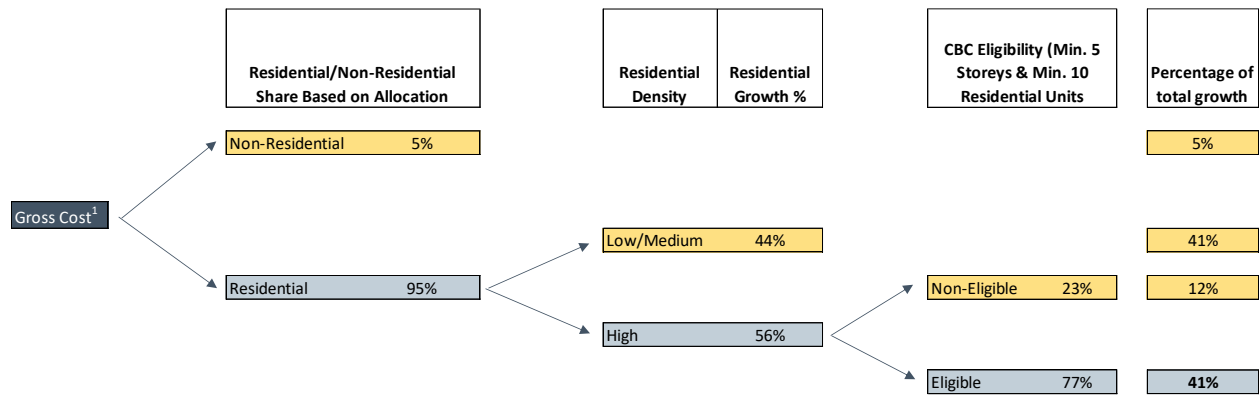
Figure 4-1
Growth Shares for City-Wide Services



As the predominant users of public realm and cultural services tend to be residents of the City, the forecast growth-related costs have been allocated 95% to residential and 5% to non-residential, similar to the allocations provided for in the City’s D.C. study for these types of services. Figure 4-2 provides a flowchart of the shares that would be assigned to services such as culture and public realm. Therefore, for these services, the total growth anticipated over the forecast period would result in 41% of net growth-related costs being eligible for recovery through the C.B.C. (see Table 4-2).



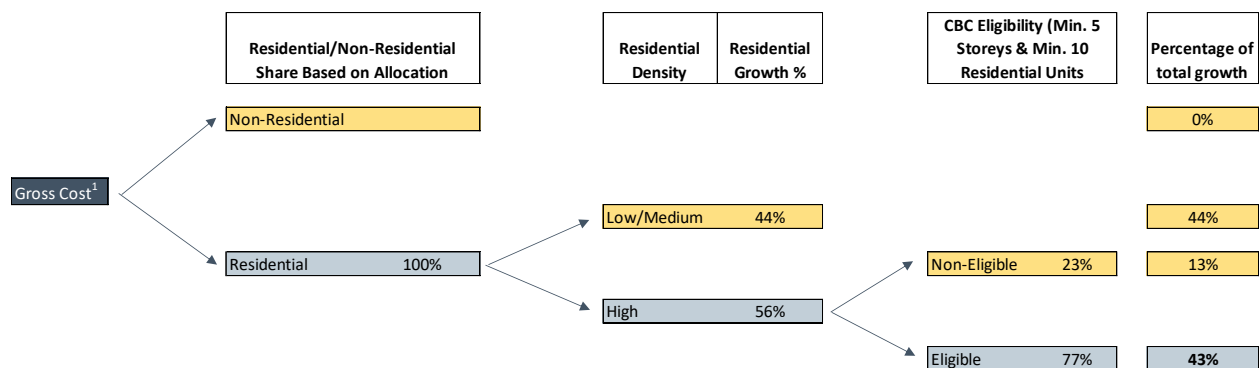
Figure 4-2
Growth Shares for Public Realm, and Cultural Services



¹ Gross Cost is net of deductions for benefit to existing, excess capacity, grants, subsidies, and other contributions, etc.

As affordable housing is a residential-based services, the forecast growth-related capital costs have been allocated 100% to residential and 0% to non-residential. Figure 4-3 provides a flowchart of the shares that would be assigned to this service. Therefore, the total growth anticipated over the forecast period would result in 43% of net growth-related costs being eligible for recovery through the C.B.C. (see Table 4-3).

Figure 4-3
Growth Shares for Affordable Housing Services



¹ Gross Cost is net of deductions for benefit to existing, excess capacity, grants, subsidies, and other contributions, etc.

For the costs related to undertaking the C.B.C. Strategy Study, 100% is attributable to the eligible high-density growth as the C.B.C. is not applicable to other forms of development (see Table 4-5).



4.3 C.B.C. Eligible Cost Analysis

This section provides for the evaluation of development-related capital requirements over a 10-year planning horizon. The projects include growth studies, corporate and building infrastructure, culture and public realm, affordable housing, and the C.B.C. study.

The estimated gross cost of each project has been reviewed with staff and where necessary, deductions have been made to recognize the benefit the projects have to the existing community. Further, the projects that have been identified have been reviewed and currently, there are no anticipated grants, subsidies or other funding anticipated for any of the projects. Finally, as the projects are associated with future service needs, consideration was given to the capacity available for the existing service and projects provided are considered to be incremental costs to service the future growth needs.

Based on the calculations and allocations to eligible high-density growth, the City has identified approximately \$5.41 million in eligible net growth-related costs to be included within the C.B.C. calculations.



**Table 4-1
Capital Infrastructure Needs to be Recovered through C.B.C.s for Growth Studies**

Prj.No	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2022\$)	Less:		Net Growth-Related Cost	Total Non-Residential Share	Total Residential Share	Low/Medium Density Residential	Total High Density Residential	Potential C.B.C. Recoverable Cost	
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development						Ineligible High Density Residential	Eligible High Density Residential
	2022-2031						31%	69%	44%	56%	23%	77%
	Growth Studies											
1	Zoning By-law Review	2025	80,000	-	-	80,000	24,800	55,200	24,028	31,172	7,257	23,915
2	Zoning By-law Update	2023	65,300	-	-	65,300	20,243	45,057	19,613	25,444	5,924	19,520
3	Conservation Demand Management study	2023	70,000	63,000	-	7,000	2,170	4,830	2,102	2,728	635	2,093
4	Site Plan Guidelines Update/Consolidation*	2022-2023	229,000	-	-	229,000	-	229,000	-	229,000	53,313	175,687
	Total		444,300	63,000	-	381,300	47,213	334,087	45,744	288,343	67,129	221,215

*This capital project would benefit high-density residential development, therefore, deductions have not been made for shares for non-residential and low/medium density development



Table 4-2
Capital Infrastructure Needs to be Recovered through C.B.C.s for Corporate and Building Infrastructure

Prj.No	Project Description	Timing (year)	Gross Capital Cost Estimate (2022\$)	Less:		Net Growth-Related Cost	Total Non-Residential Share	Total Residential Share	Low/Medium Density Residential	Total High Density Residential	Potential C.B.C. Recoverable Cost	
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development						Ineligible High Density Residential	Eligible High Density Residential
							31%	69%	44%	56%	23%	77%
	Corporate Infrastructure:											
1	ERP System, Financials replacement/implementation	2022	7,000,000	6,300,000	-	700,000	217,000	483,000	210,247	272,753	63,499	209,254
2	Property Tax System Implementation	2022	850,000	765,000	-	85,000	26,350	58,650	25,530	33,120	7,711	25,409
3	Water System Implementation	2023	800,000	720,000	-	80,000	24,800	55,200	24,028	31,172	7,257	23,915
4	Asset Management - Phase 2- Implementation of AM Solutions	2022	1,300,000	1,170,000	-	130,000	40,300	89,700	39,046	50,654	11,793	38,861
5	Customer Relationship Management System	2024	1,500,000	1,350,000	-	150,000	46,500	103,500	45,053	58,447	13,607	44,840
6	Excess Soil Management Software	2022	40,000	36,000	-	4,000	1,240	2,760	1,201	1,559	363	1,196
	Building Infrastructure											
7	Buchanan House-New Elevator Add	2022	500,000	450,000	-	50,000	15,500	34,500	15,018	19,482	4,536	14,947
8	Robertson School- Main- Install a new elevator	2022-2023	800,000	720,000	-	80,000	24,800	55,200	24,028	31,172	7,257	23,915
9	Court House Repurpose Plan/Strategy	2023	5,500,000	4,125,000	-	1,375,000	426,250	948,750	412,986	535,764	124,730	411,034
			18,290,000	15,636,000	-	2,654,000	822,740	1,831,260	797,138	1,034,122	240,752	793,370



**Table 4-3
Capital Infrastructure Needs to be Recovered through C.B.C.s for Culture and Public Realm Services**

Prj.No	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2022\$)	Less:		Net Growth-Related Cost	Total Non-Residential Share	Total Residential Share	Low/Medium Density Residential	Total High Density Residential	Potential C.B.C. Recoverable Cost	
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development						Ineligible High Density Residential	Eligible High Density Residential
	2022-2031						5%	95%	44%	56%	23%	77%
	Culture and Public Realm											
1	St. Catharines Museum & Welland Canals Centre Strategic Plan	2024-2025	75,000	18,800	-	56,200	17,422	38,778	16,880	21,898	5,098	16,800
2	Culture Plan	2022-2023	150,000	37,500	-	112,500	5,625	106,875	46,522	60,353	14,051	46,302
3	St. Catharines Cultural Investment Program (SCCIP) Plan	2024-2025	75,000	18,800	-	56,200	2,810	53,390	23,240	30,150	7,019	23,131
4	Neil Peart Memorial	2023-2024	1,000,000	200,000	-	800,000	40,000	760,000	330,824	429,176	99,915	329,260
5	Fallen Firefighters Memorial	2023	400,000	360,000	-	40,000	2,000	38,000	16,541	21,459	4,996	16,463
6	James Street Public Realm	2022	5,266,000	2,633,000	-	2,633,000	131,650	2,501,350	1,088,825	1,412,525	328,847	1,083,678
7	Lockhart Point Old Lock 1 - Event Power Installation	2022	100,000	90,000	-	10,000	500	9,500	4,135	5,365	1,249	4,116
8	Feasibility Study- Art Gallery	2023-2025	150,000	37,500	-	112,500	5,625	106,875	46,522	60,353	14,051	46,302
9	Feasibility Study/Heritage Condition Assessment Dalhousie House	2023-2025	150,000	37,500	-	112,500	5,625	106,875	46,522	60,353	14,051	46,302
10	Public Art Strategy	2023-2025	150,000	30,000	-	120,000	6,000	114,000	49,624	64,376	14,987	49,389
11	Downtown Gateway Feature	2024-2026	500,000	-	-	500,000	25,000	475,000	206,765	268,235	62,447	205,788
12	Facer Street Gateway Feature	2024-2026	500,000	-	-	500,000	25,000	475,000	206,765	268,235	62,447	205,788
13	Indigenous Culture & Public Art Strategy	2023-2025	150,000	30,000	-	120,000	6,000	114,000	49,624	64,376	14,987	49,389
14	BPOC Culture & Public Art Strategy	2023-2025	150,000	30,000	-	120,000	6,000	114,000	49,624	64,376	14,987	49,389
15	Part IV Designation of Properties under the Ontario Heritage Act	2023-2025	100,000	90,000	-	10,000	500	9,500	4,135	5,365	1,249	4,116
16	Heritage Initiatives (HCD) (Port Dalhousie/ St. Paul/Downtown)	2023-2026	600,000	-	-	600,000	30,000	570,000	248,118	321,882	74,937	246,945
17	Public Realm Improvements	2023-2026	100,000	-	-	100,000	5,000	95,000	41,353	53,647	12,489	41,158
18	Hydro Line Reconfiguration for Heritage Areas	2023-2026	8,250,000	6,187,500	-	2,062,500	103,125	1,959,375	852,906	1,106,469	257,595	848,874
19	Community Garden Strategy	2023-2025	150,000	30,000	-	120,000	6,000	114,000	49,624	64,376	14,987	49,389
20	Privately Owned Public Spaces Strategy and Implementation Guideline	2023-2026	75,000	-	-	75,000	3,750	71,250	31,015	40,235	9,367	30,868
21	Special Events Equipment Strategy	2023-2025	50,000	-	-	50,000	2,500	47,500	20,677	26,823	6,245	20,579



Table 4-3 (Cont'd)

Prj.No	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2022\$)	Less:		Net Growth-Related Cost	Total Non-Residential Share	Total Residential Share	Low/Medium Density Residential	Total High Density Residential	Potential C.B.C. Recoverable Cost	
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development						Ineligible High Density Residential	Eligible High Density Residential
2022-2031							5%	95%	44%	56%	23%	77%
22	Expansion of Historical Signs	2023-2025	150,000	75,000		75,000	3,750	71,250	31,015	40,235	9,367	30,868
23	Expansion of Wayfinding signage	2023-2025	200,000	100,000		100,000	5,000	95,000	41,353	53,647	12,489	41,158
24	Downtown St. Paul Valley Activation	2025	300,000	-	-	300,000	93,000	207,000	90,106	116,894	27,214	89,680
25	Sculpture Garden	2025	750,000	-	-	750,000	37,500	712,500	310,148	402,352	93,671	308,682
26	Public Art - Indigenous	2028	400,000	-	-	400,000	20,000	380,000	165,412	214,588	49,958	164,630
27	Public Art - Black Artist	2031	400,000	-	-	400,000	20,000	380,000	165,412	214,588	49,958	164,630
	Total		20,341,000	10,005,600	-	10,335,400	609,382	9,726,018	4,233,687	5,492,331	1,278,658	4,213,673



**Table 4-4
Capital Infrastructure Needs to be Recovered through C.B.C.s for Affordable Housing**

Prj.No	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2022\$)	Less:		Net Growth-Related Cost	Total Non-Residential Share	Total Residential Share	Low/Medium Density Residential	Total High Density Residential	Potential C.B.C. Recoverable Cost	
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development						Ineligible High Density Residential	Eligible High Density Residential
	2022-2031						0%	100%	44%	56%	23%	77%
1	Housing Action Plan Update	2023-2026	150,000	75,000		75,000	-	75,000	32,647	42,353	9,860	32,493
	Total		150,000	75,000	-	75,000	-	75,000	32,647	42,353	9,860	32,493



Table 4-5
Capital Infrastructure Needs to be Recovered through C.B.C.s for the C.B.C. Strategy

Prj. No.	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2022\$)	Less:		Net Growth-Related Cost	Total Non-Residential Share	Total Residential Share	Low/Medium Density Residential	Total High Density Residential	Potential C.B.C. Recoverable Cost	
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development						Ineligible High Density Residential	Eligible High Density Residential
	2022-2031						0%	100%	0%	100%	0%	100%
1	Community Benefits Strategy	2022	75,000	-	-	75,000	-	75,000	-	75,000	-	75,000
2	Community Benefits Strategy	2027	75,000	-	-	75,000	-	75,000	-	75,000	-	75,000
	Total		150,000	-	-	150,000	-	150,000	-	150,000	-	150,000



Chapter 5

C.B.C. Calculation



5. C.B.C. Calculation

5.1 Anticipated Funding Recovery

To summarize the calculation of the charge, the following has been undertaken:

- 1) **Anticipated Development:** As presented in Chapter 2, the 10-year growth forecast provides for 3,132 eligible high-density units (i.e., in buildings containing a minimum of five storeys and a minimum of 10 residential units).
- 2) **Land Valuation:** the City supplied land appraisals from various appraisers. These appraisals provided average land valuations for properties anticipated for eligible high-density development. The land valuations were provided for various locations throughout the City, including areas such as the downtown core, Merritton, and Queenston (refer to Chapter 2).
- 3) **Identification of Services:** A number of services were identified including growth studies, corporate/building infrastructure, culture, public realm, affordable housing, and the C.B.C. strategy itself.
- 4) **C.B.C. Eligible Costs:** Capital needs related to the identified services were provided by City staff. Gross costs of the capital projects were assessed for the portion of the projects that would benefit the existing community vs. the future growth. The growth costs were then allocated amongst all types of growth to calculate the amount that is associated with eligible high-density units.
- 5) **Total Land Value:** Based on the growth forecast, density assumptions, and land valuation assessment, the total land value for eligible high density was calculated to equal approximately \$130 million.
- 6) **Maximum C.B.C.:** As per the Planning Act, the maximum a municipality can impose for a C.B.C. is equal to 4% of the land value of a property, the day before building permit issuance. Based on the total land value, the estimated potential C.B.C. recovery for the City equates to approximately \$5.2 million for the 10-year forecast period (see Table 5-1).



**Table 5-1
Anticipated C.B.C. Funding Recovery**

Area	Total C.B.C. Eligible Units	Weighted Average Land Value Per Acre	Average Units Per Acre	Estimated Total Acres	Total Land Value	C.B.C. %	Potential C.B.C. Revenue
Downtown	216	\$5,780,000	150	1.4	\$8,323,000		
Merritton	107	\$1,140,000	55	1.9	\$2,218,000		
Glenridge and Surrounding Area	259	\$3,060,000	50	5.2	\$15,851,000		
Western Hill	289	\$2,820,000	50	5.8	\$16,300,000		
Port Dalhousie	396	\$4,540,000	95	4.2	\$18,925,000		
Queenston, Haig and Surrounding Area	906	\$866,000	55	16.5	\$14,265,000		
All Other Areas	959	\$2,820,000	50	19.2	\$54,088,000		
Total	3,132			54.2	\$129,970,000	4%	\$5,198,800

The City has identified capital costs attributable to eligible high-density growth in the amount of \$5.41 million, or 4.2% of the land value (as per Tables 4-1 through 4-5), which is just above the maximum allowable amount of \$5.2 million. Therefore, the City has provided herein that the maximum C.B.C. of 4% may be considered to be imposed on eligible forms of development. Table 5-2 provides a summary of the growth capital costs by service.

**Table 5-2
Summary of Growth Capital Costs**

Services	Gross Cost	Benefit to Existing Deduction	Grants, Subsidies & Other Contributions	Net Growth-Related Costs	C.B.C. Eligible Costs
Growth Studies	444,300	63,000	-	381,300	221,215
CBC Strategies	150,000	-	-	150,000	150,000
Cultural Services & Public Realm	20,341,000	10,005,600	-	10,335,400	4,213,673
Housing	150,000	75,000	-	75,000	32,493
Corporate and Building Infrastructure	18,290,000	15,636,000	-	2,654,000	793,370
Total Potential Capital Program	39,375,300	25,779,600	-	13,595,700	5,410,751
Total Land Value					129,970,000
Calculated Percentage to Recover all Costs Identified					4.2%



Chapter 6

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



6. C.B.C. Policy Recommendations and C.B.C. By-law Rules

6.1 C.B.C. Policies

Planning Act section 37 and O. Reg. 509/20 outline the required policies that must be considered when adopting a C.B.C. by-law. The following subsections set out the recommended policies governing the calculation, payment and collection of C.B.C.s in accordance with the legislation.

6.2 C.B.C. By-law Rules

6.2.1 *Payment in any Particular Case*

In accordance with the Planning Act, subsection 37 (3), a C.B.C. may be imposed only with respect to development or redevelopment that requires one of the following:

- (a) “the passing of a zoning by-law or of an amendment to a zoning by-law under section 34 of the *Planning Act*;
- (b) the approval of a minor variance under section 45 of the *Planning Act*;
- (c) a conveyance of land to which a by-law passed under subsection 50 (7) of the *Planning Act* applies;
- (d) the approval of a plan of subdivision under section 51 of the *Planning Act*;
- (e) a consent under section 53 of the *Planning Act*;
- (f) the approval of a description under section 9 of the *Condominium Act, 1998*; or
- (g) the issuing of a permit under the *Building Code Act, 1992* in relation to a building or structure.”



6.2.2 Maximum Amount of the Community Benefit Charge

Subsection 37 (32) of the Planning Act states that the amount of a C.B.C. payable in any particular case shall not exceed an amount equal to the prescribed percentage of the value of the land as of the valuation date.

Based on section 3 of O. Reg. 509/20, the prescribed percentage is 4%.

6.2.3 Exemptions (full or partial)

The following exemptions are provided under subsection 37 (4) of the Planning Act and section 1 of O. Reg. 509/20:

- Development of a proposed building or structure with fewer than five storeys at or above ground;
- Development of a proposed building or structure with fewer than 10 residential units;
- Redevelopment of an existing building or structure that will have fewer than five storeys at or above ground after the redevelopment;
- Redevelopment that proposes to add fewer than 10 residential units to an existing building or structure;
- Such types of development or redevelopment as are prescribed:
 - Development or redevelopment of a building or structure intended for use as a long-term care home within the meaning of subsection 2 (1) of the Long-Term Care Homes Act, 2007.
 - Development or redevelopment of a building or structure intended for use as a retirement home within the meaning of subsection 2 (1) of the Retirement Homes Act, 2010.
 - Development or redevelopment of a building or structure intended for use by any of the following post-secondary institutions for the objects of the institution:
 - i. a university in Ontario that receives direct, regular and ongoing operating funding from the Government of Ontario,
 - ii. a college or university federated or affiliated with a university described in subparagraph i,
 - iii. an Indigenous Institute prescribed for the purposes of section 6 of the Indigenous Institutes Act, 2017.



- Development or redevelopment of a building or structure intended for use as a memorial home, clubhouse or athletic grounds by an Ontario branch of the Royal Canadian Legion.
- Development or redevelopment of a building or structure intended for use as a hospice to provide end of life care.
- Development or redevelopment of a building or structure intended for use as residential premises by any of the following entities:
 - i. a corporation to which the Not-for-Profit Corporations Act, 2010 applies that is in good standing under that Act and whose primary object is to provide housing,
 - ii. a corporation without share capital to which the Canada Not-for-profit Corporations Act applies, that is in good standing under that Act and whose primary object is to provide housing,
 - iii. a non-profit housing co-operative that is in good standing under the Co-operative Corporations Act.

In addition to the exemptions noted above, the C.B.C. will not apply to buildings or structures owned by and used for the purposes of any municipality, local board, or Board of Education.

6.2.4 Timing of Collection

The C.B.C.s imposed are calculated, payable, and collected upon issuance of a building permit for eligible development or redevelopment.

6.2.5 In-kind Contributions

A municipality that has passed a C.B.C. by-law may allow the landowner to provide to the municipality: facilities, services, or matters required because of development or redevelopment in the area to which the by-law applies.

Prior to providing these contributions, the municipality shall advise the landowner of the value that of the in-kind contributions that will be attributed to them. This value shall be deducted from the amount the landowner would otherwise be required to pay under the C.B.C. by-law.



6.2.6 The Applicable Areas

The C.B.C. by-law will apply to all lands within the City.

6.2.7 Special Account

All money received by the municipality under a C.B.C. by-law shall be paid into a special account. The money contained within the special account:

- may be invested in securities in which the municipality is permitted to invest under the Municipal Act, 2001, and the earnings derived from the investment of the money shall be paid into a special reserve fund account; and
- must have at least 60 percent of the funds spent or allocated at the beginning of the year.

In addition to the monies collected under a C.B.C. by-law, transitional rules for transferring existing reserve funds are provided in subsection 37 (51) of the Planning Act. These rules apply for any existing reserve funds related to a service that is not listed in subsection 2 (4) of the D.C.A., as well as reserve funds established under section 37 of the Planning Act prior to Bill 197.

1. If the municipality passes a C.B.C. by-law under this section before the specified date, the municipality shall, on the day it passes the by-law, allocate the money in the special account or reserve fund to the special account referred to in subsection (45) of the Planning Act.
2. If the municipality has not passed a C.B.C. by-law under this section before the specified date, the special account or reserve fund is deemed to be a general capital reserve fund for the same purposes for which the money in the special account or reserve fund was collected.
3. Despite paragraph 2, subsection 417 (4) of the Municipal Act, 2001 (a provision which requires the funds raised for a reserve fund must only be used for the intended purpose) and any equivalent provision of do not apply with respect to the general capital reserve fund referred to in paragraph 2.
4. If paragraph 2 applies and the municipality passes a C.B.C. by-law under this section on or after the specified date, the municipality shall, on the day it passes the by-law, allocate any money remaining in the general capital reserve fund referred to



in paragraph 2 to the special account referred to in subsection (45) of the Planning Act.

6.2.8 Credits

Subsection 37 (52) of the Planning Act indicates that any credits that were established under section 38 of the D.C.A. and that are not related to a service that is listed in subsection 2 (4) of the D.C.A., may be used by the holder of the credit with respect to a charge that the holder is required to pay under a C.B.C. by-law.

6.2.9 By-law In-Force Date

A C.B.C. by-law comes into force on the day it is passed, or the day specified in the by-law, whichever is later.

6.3 Recommendations

It is recommended that Council:

“Adopt the C.B.C. approach to calculate the charges on a uniform City-wide basis;”

“Approve the capital project listing set out in Chapter 4 of the C.B.C. Strategy dated June 9, 2022, subject to further annual review during the capital budget process;”

“Create a special reserve fund account which will contain all C.B.C. monies collected;”

“Approve the C.B.C. Strategy dated June 9, 2022, as amended (if applicable);”

“Determine that no further public consultation is required;” and

“Approve the C.B.C. By-law as set out in Appendix B.”



Chapter 7

By-law Implementation



7. By-law Implementation

7.1 Introduction

This chapter addresses the public consultation process and by-law implementation requirements for the imposition of a C.B.C. by-law. Figure 7-1 provides an overview of the process.

7.2 Public Consultation Process

7.2.1 *Required Consultation*

In establishing the policy for which a C.B.C. strategy and by-law will be based; section 37 (10) of the Planning Act requires that:

“In preparing the community benefits strategy, the municipality shall consult with such persons and public bodies as the municipality considers appropriate.”

As there is no specific guidance as to which parties the municipality shall consult with, municipalities may establish their own policy for public consultation. The policy for public consultation should be designed to seek the co-operation and participation of those involved, in order to produce the most suitable policy. Municipalities may consider a public meeting, similar to that undertaken for D.C. study processes (however, this is not a mandated requirement). At a minimum, this would include a presentation to Council and the public on the findings of the C.B.C. strategy, advanced notice of the meeting, and consideration for delegations from the public.

7.2.2 *Interested Parties to Consult*

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

1. The first grouping is the residential development community, consisting of land developers and builders, who will typically be responsible for generating the majority of the C.B.C. revenues. Others, such as realtors, are directly impacted by C.B.C. policy. They are, therefore, potentially interested in all aspects of the charge, particularly the percentage applicable to their properties, projects to be funded by



the C.B.C. and the timing thereof, and municipal policy with respect to development agreements and in-kind contributions.

2. The second public grouping embraces the public at large and includes taxpayer coalition groups and others interested in public policy.
3. The third grouping is the non-residential mixed-use development sector, consisting of land developers and major owners or organizations with significant construction plans for mixed use developments. Also involved are organizations such as Industry Associations, the Chamber of Commerce, the Board of Trade, and the Economic Development Agencies, who are all potentially interested in municipal C.B.C. policy. Their primary concern is frequently with the percentage charge applicable to their lands, exemptions, and phase-in or capping provisions in order to moderate the impact.

As noted in Section 1.4, through the C.B.C. strategy process, the City's consultation process includes meetings with the general public and Council.

7.3 Anticipated Impact of the Charge on Development

The establishment of sound C.B.C. policy often requires the achievement of an acceptable balance between two competing realities. The first is that increased residential development fees (such as a C.B.C.) can ultimately be expected to be recovered via higher housing prices and can impact project feasibility in some cases (e.g., rental apartments). Secondly, C.B.C.s or other municipal capital funding sources need to be obtained in order to help ensure that the necessary infrastructure and amenities are installed. The timely installation of such works is a key initiative in providing adequate service levels and in facilitating strong economic growth, investment, and wealth generation.

7.4 Implementation Requirements

7.4.1 Introduction

Once the City has calculated the charge, prepared the complete strategy, carried out the public process, and passed a new by-law, the emphasis shifts to implementation matters.



These include notices, potential appeals and complaints, in-kind contributions, and finally the collection of revenues and funding of projects.

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

7.4.2 Notice of Passage

In accordance with subsection 37 (13) of the Planning Act, when a C.B.C. by-law is passed, the clerk of the municipality shall give written notice of the passing and of the last day for appealing the by-law (the day that is 40 days after the day it was passed). Such notice must be given no later than 20 days after the day the by-law is passed (i.e., as of the day of newspaper publication or the mailing of the notice).

Section 4 of O. Reg. 509/20 further defines the notice requirements which are summarized as follows:

- notice shall be given by publication in a newspaper which is (in the clerk's opinion) of sufficient circulation to give the public reasonable notice, or by personal service, fax or mail to every owner of land in the area to which the by-law relates;
- subsection 4 (2) lists the persons/organizations who must be given notice; and
- subsection 4 (5) lists the seven items that the notice must cover.

7.4.3 Appeals

Subsections 37 (13) to 37 (31) of the Planning Act set out the requirements relative to making and processing a C.B.C. by-law appeal as well as an OLT hearing in response to an appeal. Any person or organization may appeal a C.B.C. by-law to the OLT by filing a notice of appeal with the clerk of the municipality, setting out the objection to the by-law and the reasons supporting the objection. This must be done by the last day for appealing the by-law, which is 40 days after the by-law is passed.

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

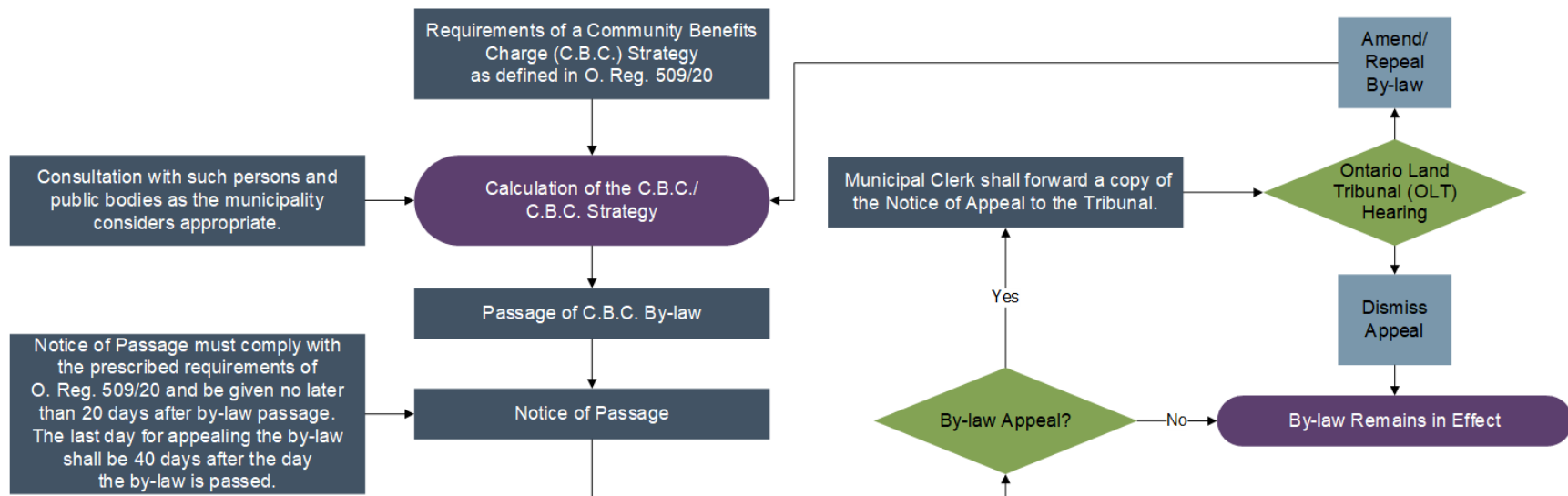


7.4.4 In-Kind Contributions

Subsections 37 (6) to 37 (8) provide the rules for in-kind contributions. An owner of land may provide the municipality facilities, services, or matters required because of development or redevelopment in the area to which the by-law applies. Prior to providing these contributions, the municipality shall advise the owner of the land of the value that will be attributed to the contributions. The value of the contributions shall be deducted from the amount the owner of the land would otherwise have to pay under the C.B.C. by-law.



Figure 7-1
The Process of Required for Passing a Community Benefits Charge By-law under the Planning Act





7.5 Ongoing Application and Collection of C.B.C. funds

7.5.1 Introductions

Once the municipality passes a C.B.C. by-law, development or redevelopment that meets the requirements of the C.B.C. by-law will pay a C.B.C. based on the value of their land. The following sections describe the overall process and discusses the approach to appraisals and use of the special account as set out in the Planning Act.

7.5.2 Overview of Process and Appraisals

Figure 7-2 provides an overview of the process for application of the C.B.C. by-law and collection of C.B.C. funds.

Once the C.B.C. by-law is in place, as development or redevelopment that meets the eligibility criteria proceeds (i.e., prior to issuance of a building permit), the municipality collects C.B.C.s based on the calculated percentage (as set out in the by-law and C.B.C. strategy) and the value of the land. The City will require each eligible development to provide a land appraisal of the market value of the land from a certified professional appraiser of real estate who is designated as an accredited appraiser by the Appraisal Institute of Canada, at no expense to the City, for use in calculating the C.B.C. charge on each development or redevelopment. The date of the appraisal must be within 12 months of the date of the building permit issuance.

If the City agrees with the appraised value, then the owner pays their C.B.C.s to the City and the funds will then be deposited into the special account.

If the City does not agree with the appraisal provided by the owner, the City has 45 days to provide the owner of the land with their own appraisal value. Then:

- If no appraisal is provided to the owner within 45 days, the owner's appraisal is deemed accurate and the difference in the amounts shall be refunded to the owner.
- If the municipality's appraisal is within 5% of the landowner's appraisal, the landowner's appraisal is deemed accurate, and the municipality shall refund the difference in the amounts to the owner.
- If the appraisal is more than 5% higher than the landowner's appraisal, the municipality shall request an appraisal be undertaken by an appraiser, selected



by the landowner, from the list of approved appraisers provided by the municipality. This must be undertaken within 60 days. This final appraisal is deemed accurate for the purposes of calculating the applicable C.B.C.

- In regard to the last bullet, subsection 37 (42) and 37 (43) require the municipality to maintain a list of at least three persons who are not employees of the municipality or members of Council and have an agreement with the municipality to perform appraisals for the above. This list is to be maintained until the C.B.C. by-law is repealed or the day on which there is no longer any refund that could be required (whichever is later).

7.5.3 Special Reserve Fund Account

All funds collected under the C.B.C. by-law are to be deposited into a special account. Subsections 37 (45) to 37 (48) of the Planning Act outline the rules with respect to the special reserve fund account. As noted in section 6.2.7, these rules are as follows:

- All money received under a C.B.C. by-law shall be paid into a special account;
- The money in the special account may be invested in securities (as permitted under the Municipal Act) and the interest earnings shall be paid into the special account;
- In each year, a municipality shall spend or allocate at least 60 percent of the monies that are in the special account at the beginning of the year; and
- The municipality shall provide reports and information as set out in section 7 of O. Reg. 509/20
- In regard to the third bullet, it is suggested that the annual capital budget for the City directly list the works which are being undertaken and/or to which monies from this fund are being allocated toward.

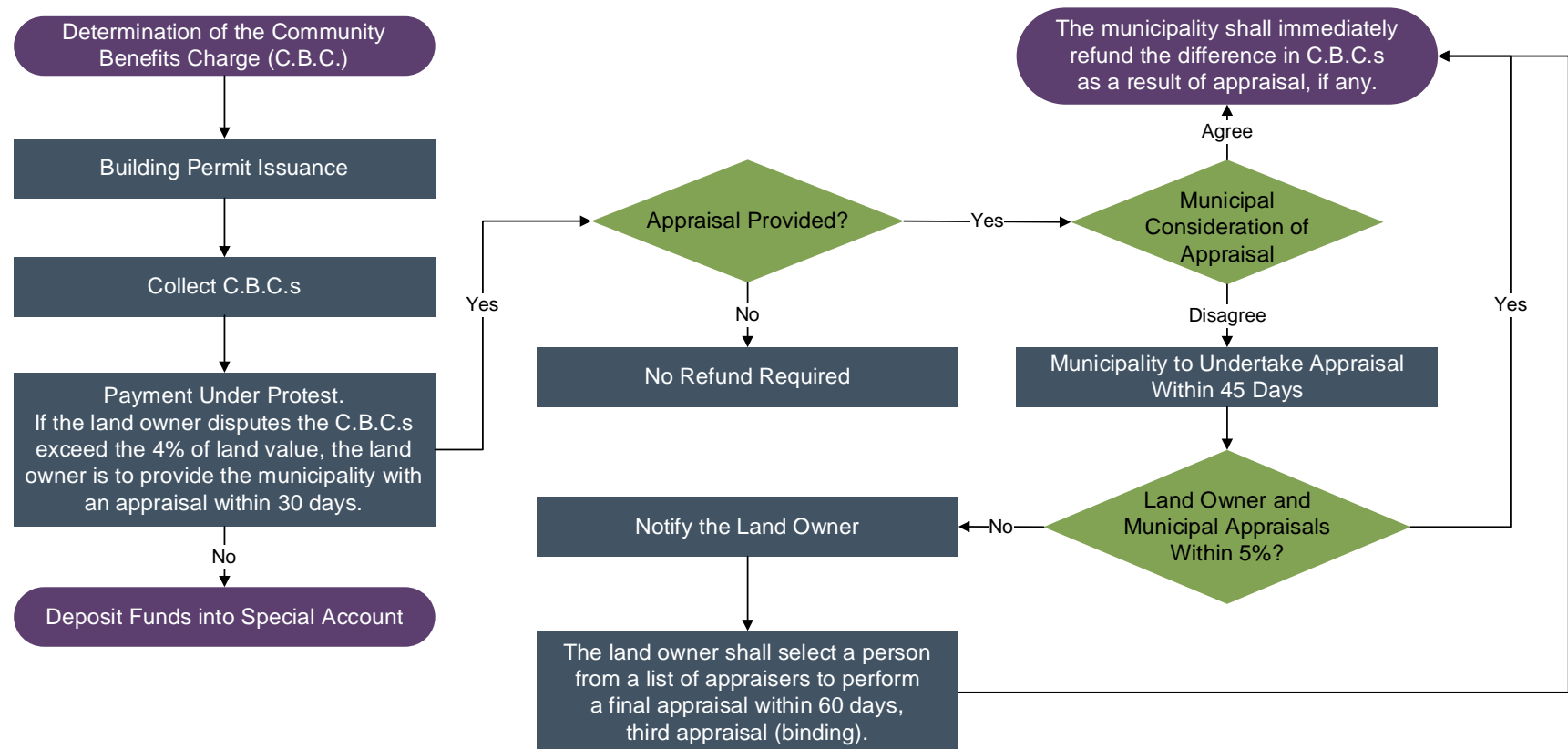
As per this C.B.C. strategy, the growth-related services (as outlined in Chapter 4), form the anticipated capital needs required to service growth over the 10-year forecast period. However, other services may be considered by Council in the future and are subject to approval by resolution and inclusion in the annual budget process. Further, any additional services approved and funded from C.B.C. revenue in the future will be reported on through an annual C.B.C. reserve fund statement, which will form part of the City's overall year-end statements.



During the annual budget process, the use of C.B.C. funding will be reviewed, and the capital costs associated with each eligible service and capital project will be confirmed and identified for approval of Council.



Figure 7-2
City of St. Catharines
Community Benefits Charge Application and Calculation Process





7.6 Transitional Matters

7.6.1 Existing Reserves and Reserve Funds

The Planning Act, section 37 (49) to section 37 (51) provides transitional provisions for:

1. A special account established under the previous section 37 rules; and
2. A D.C. reserve fund for which services are no longer eligible.

If the municipality passes a C.B.C. by-law before September 18, 2022, the municipality shall allocate the money in the special account or D.C. reserve fund to the C.B.C. special account.

If the municipality does not pass a C.B.C. by-law before September 18, 2022, the special account and/or D.C. reserve funds are deemed to be general capital reserve funds for the same purpose in which the money was collected (e.g., a parking D.C. reserve fund would become a general capital reserve fund for parking services).

If a C.B.C. by-law is passed after September 18, 2022, the municipality shall allocate the money from the newly created general capital reserve funds described above, to the C.B.C. special account.

7.6.2 Credits under Section 38 of the Development Charges Act

The Planning Act (s.37 (52) provides that, if a municipality passes a C.B.C. by-law before September 18, 2022, any credits held for services that are no longer D.C. eligible (e.g., parking services), may be used against payment of a C.B.C. by the landowner. The City does not currently hold credits related to the services which are no longer D.C. eligible, therefore, there are no adjustment against future payments of a C.B.C. to apply.

7.6.3 Continued Application of Previous Section 37 Rules

Section 37.1 of the Planning Act provides for transitional matters regarding previous section 37 rules. Any charges that are currently in place under the previous rules, may remain in place until the municipality passes a C.B.C. by-law or September 18, 2022, whichever comes first.



Appendices



Appendix A

Background Information on Residential and Non- Residential Growth Forecast



Schedule 1 City of St. Catharines Residential Growth Forecast Summary

Year	Population (Including Census Undercount) ^[1]	Excluding Census Undercount			Housing Units						Persons Per Unit (P.P.U.): Total Population/ Total Households	
		Population	Institutional Population	Population Excluding Institutional Population	Singles & Semi-Detached	Multiple Dwellings ^[2]	Apartments ^[3]	Other	Total Households	Equivalent Institutional Households		
Historical	Mid 2011	134,720	131,400	2,630	128,770	35,465	6,539	13,137	278	55,419	2,391	2.371
	Mid 2016	136,480	133,113	3,263	129,850	35,670	6,995	13,905	305	56,875	2,966	2.340
	Mid 2021	140,260	136,803	3,353	133,450	36,150	7,510	14,965	275	58,900	3,049	2.323
Forecast	Mid 2022	140,780	137,310	3,378	133,932	36,223	7,565	15,142	275	59,205	3,071	2.319
	Mid 2032	153,510	149,721	3,579	146,142	36,937	9,322	19,225	275	65,759	3,254	2.277
	Mid 2011 - Mid 2016	1,760	1,713	633	1,080	205	456	768	27	1,456	575	
	Mid 2016 - Mid 2021	3,780	3,690	90	3,600	480	515	1,060	-30	2,025	83	
	Mid 2021 - Mid 2022	520	507	25	482	73	55	177	0	305	22	
	Mid 2022 - Mid 2032	12,730	12,411	201	12,210	714	1,757	4,083	0	6,554	183	

^[1] Census undercount estimated at approximately 2.5%.

^[2] Includes townhouses and apartments in duplexes.

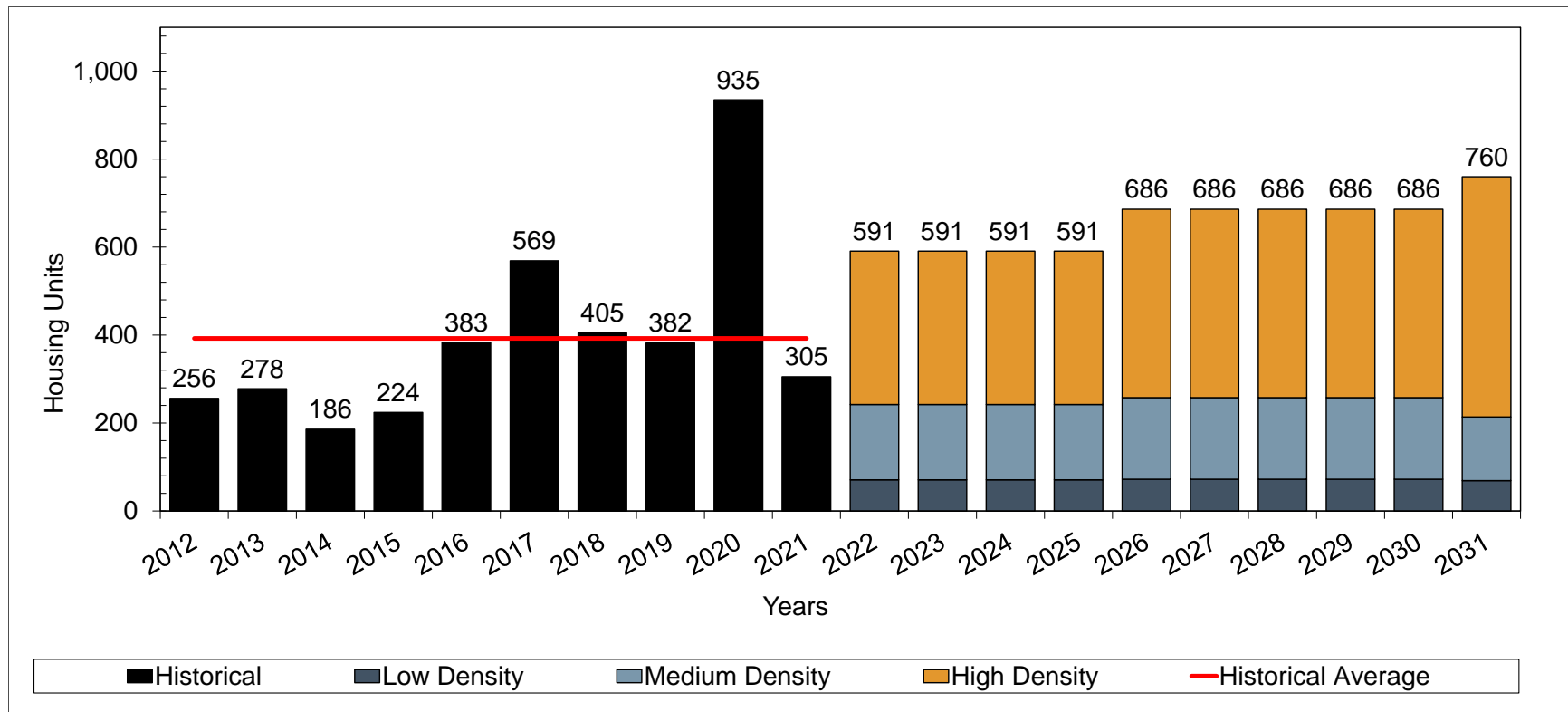
^[3] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.

Note: Population including the Census undercount has been rounded.

Source: Derived from Niagara Region Municipal Comprehensive Review – Draft Updated Forecasts and Local Growth Allocations (July 2018, Hemson Memo) forecast for the City of St. Catharines, Niagara Region Municipal Comprehensive Review - Review and Update of MCR Forecast Allocations and Land Needs Assessment Results (September 2019, Hemson Memo) forecast for the City of St. Catharines, and City of St. Catharines 2016 to 2041 Traffic Zone Population, Housing and Employment Forecast (June 2020, City of St. Catharines) by Watson & Associates Economists Ltd., 2022..



Figure A-1
City of St. Catharines
Annual Housing Forecast¹



⁽¹⁾ Growth forecast represents calendar year.

Source: Historical housing activity derived from City of St. Catharines building permit data, 2012 to 2020, and 2021 from Statistics Canada building permit data for the City of St. Catharines., by Watson & Associates Economists Ltd.



Schedule 2
City of St. Catharines
Estimate of the Anticipated Amount, Type and Location of
Residential Development for Which Community Benefits Charges Can Be Imposed

Development Location	Timing	Single & Semi-Detached	Multiples ¹	Apartments ²			Total Residential Units	Gross Population In New Units	Existing Unit Population Change	Net Population Increase, Excluding Institutional	Institutional Population	Net Population Including Institutional
				Units in C.B.C. Ineligible Buildings	Units in C.B.C. Eligible Buildings	Total Apartment Units						
City of St. Catharines	2022 - 2032	714	1,757	951	3,132	4,083	6,554	13,490	(1,280)	12,210	201	12,411
City of St. Catharines C.B.C. Eligible Unit Breakdown												
Downtown	2022 - 2032			37	216	253						
Merritton	2022 - 2032			233	107	340						
Glenridge and Surrounding Area	2022 - 2032			51	259	310						
Western Hill	2022 - 2032			53	289	342						
Port Dalhousie	2022 - 2032			14	396	410						
Queenston, Haig and Surrounding Area	2022 - 2032			47	906	953						
Other Areas	2022 - 2032			516	959	1,475						

^[1] Includes townhouses and apartments in duplexes.

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

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

Source: Watson & Associates Economists Ltd.



Schedule 3
City of St. Catharines
Current Year Growth Forecast
Mid 2021 to Mid 2022

		Population
Mid 2021 Population		136,803
Occupants of New Housing Units, Mid 2021 to Mid 2022	<i>Units (2)</i>	305
	<i>multiplied by P.P.U. (3)</i>	2,078
	<i>gross population increase</i>	634
Occupants of New Equivalent Institutional Units, Mid 2021 to Mid 2022	<i>Units</i>	22
	<i>multiplied by P.P.U. (3)</i>	1,100
	<i>gross population increase</i>	25
Decline in Housing Unit Occupancy, Mid 2021 to Mid 2022	<i>Units (4)</i>	58,900
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.003
	<i>total decline in population</i>	-152
Population Estimate to Mid 2022		137,310
<i>Net Population Increase, Mid 2021 to Mid 2022</i>		<i>507</i>

(1) 2016 population based on Statistics Canada Census unadjusted for Census undercount.

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

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

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	3.042	24%	0.728
<i>Multiples (6)</i>	2.160	18%	0.390
<i>Apartments (7)</i>	1.655	58%	0.961
Total		100%	2.078

¹ Based on 2016 Census custom database

² Based on Building permit/completion activity

(4) 2021 households taken from Statistics Canada Census.

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

(6) Includes townhouses and apartments in duplexes.

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

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



Schedule 4
City of St. Catharines
Ten Year Growth Forecast
Mid 2022 to Mid 2032

		Population
Mid 2022 Population		137,310
Occupants of New Housing Units, Mid 2022 to Mid 2032	<i>Units (2)</i>	6,554
	<i>multiplied by P.P.U. (3)</i>	2.058
	<i>gross population increase</i>	13,490
		13,490
Occupants of New Equivalent Institutional Units, Mid 2022 to Mid 2032	<i>Units</i>	183
	<i>multiplied by P.P.U. (3)</i>	1.100
	<i>gross population increase</i>	201
		201
Decline in Housing Unit Occupancy, Mid 2022 to Mid 2032	<i>Units (4)</i>	59,205
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.022
	<i>total decline in population</i>	-1,280
		-1,280
Population Estimate to Mid 2032		149,721
<i>Net Population Increase, Mid 2022 to Mid 2032</i>		12,411

(1) Mid 2022 Population based on:

2021 Population (136,803) + Mid 2021 to Mid 2022 estimated housing units to beginning of forecast period (305 x 2.078 = 634) + (22 x 1.1 = 25) + (58,900 x -0.003 = -152) = 137,310

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

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

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	2.932	11%	0.320
<i>Multiples (6)</i>	2.151	27%	0.576
<i>Apartments (7)</i>	1.866	62%	1.162
<i>one bedroom or less</i>	1.455		
<i>two bedrooms or more</i>	2.129		
Total		100.0%	2.058

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

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

(4) Mid 2022 households based upon 2021 Census (58,900 units) + Mid 2021 to Mid 2022 unit estimate (305 units) = 59,205 units.

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

(6) Includes townhouses and apartments in duplexes.

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

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



Schedule 5
City of St. Catharines
Summary of C.B.C Eligible Units in the Development Approvals Process

Location	Stage of Development Approvals Process		Total	Share of Total
	Active (Approved & Pre-Con)	Inactive (Approved & Draft Approved)		
Downtown	205	0	205	7%
Merritton	98	0	98	3%
Glenridge and Surrounding Area	247	0	247	8%
Western Hill	97	192	289	10%
Port Dalhousie	396	0	396	13%
Queenston, Haig and Surrounding Area	409	487	896	30%
Other Areas	651	250	901	30%
Grand Total	2,103	929	3,032	100%

Note: There are additional units in the development approvals process beyond the units identified in the table in different stages of development.
Source: Derived from data provide by the City of St. Catharines by Watson & Associates Economists Ltd.



Schedule 6
City of St. Catharines
Historical Residential Building Permits
Years 2012 to 2021

Year	Residential Building Permits			
	Singles & Semi-Detached	Multiples ^[1]	Apartments ^[2]	Total
2012	70	59	127	256
2013	97	96	85	278
2014	108	43	35	186
2015	103	83	38	224
2016	112	106	165	383
Sub-total	490	387	450	1,327
Average (2012 - 2016)	98	77	90	265
% Breakdown	36.9%	29.2%	33.9%	100.0%
2017	125	245	199	569
2018	71	146	188	405
2019	68	196	118	382
2020	64	160	711	935
2021	73	55	177	305
Sub-total	401	802	1,393	2,596
Average (2017 - 2021)	80	160	279	519
% Breakdown	15.4%	30.9%	53.7%	100.0%
2012 - 2021				
Total	891	1,189	1,843	3,923
Average	89	119	184	392
% Breakdown	22.7%	30.3%	47.0%	100.0%

^[1] Includes townhouses and apartments in duplexes.

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

Source: Historical housing activity derived from City of St. Catharines building permit data, 2011-2020, and 2021 from Statistics Canada building permit data for the City of St. Catharines.



Schedule 7
City of St. Catharines
Person Per Unit by Age and Type of Dwelling
(2016 Census)

Age of Dwelling	Singles and Semi-Detached						25 Year Average	25 Year Average Adjusted ^[3]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	-	1.875	3.169	-	3.042		
6-10	-	-	1.850	2.959	-	2.922		
11-15	-	-	1.952	3.200	4.208	3.213		
16-20	-	-	2.077	2.844	3.955	2.852		
20-25	-	-	1.952	2.965	3.667	2.930	2.992	2.932
25-35	-	-	2.129	2.809	3.563	2.822		
35+	0.545	1.353	1.805	2.560	3.726	2.464		
Total	0.529	1.331	1.826	2.637	3.822	2.557		

Age of Dwelling	Multiples ¹						25 Year Average	25 Year Average Adjusted ^[3]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	-	1.600	3.053	-	2.160		
6-10	-	-	1.778	2.236	-	2.011		
11-15	-	-	1.739	2.240	-	2.058		
16-20	-	-	1.975	2.653	-	2.393		
20-25	-	-	1.721	2.806	-	2.339	2.192	2.151
25-35	-	-	1.966	2.550	-	2.321		
35+	-	1.137	1.844	2.666	3.500	2.241		
Total	-	1.104	1.835	2.622	3.537	2.246		

Age of Dwelling	Apartments ²						25 Year Average	25 Year Average Adjusted ^[3]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	1.318	1.690	-	-	1.655		
6-10	-	1.250	1.765	-	-	1.786		
11-15	-	1.500	1.689	-	-	1.618		
16-20	-	1.250	1.915	3.133	-	1.826		
20-25	-	1.270	1.787	3.625	-	1.737	1.724	1.866
25-35	-	1.253	1.752	2.871	-	1.627		
35+	1.040	1.203	1.760	2.570	-	1.565		
Total	1.065	1.224	1.763	2.726	2.583	1.603		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	-	1.300	1.694	3.100	4.917	2.429
6-10	-	1.261	1.795	2.747	-	2.421
11-15	-	1.517	1.775	3.057	4.417	2.695
16-20	-	1.217	1.938	2.786	3.870	2.421
20-25	-	1.271	1.793	2.973	3.926	2.365
25-35	-	1.267	1.822	2.773	3.397	2.340
35+	1.379	1.221	1.789	2.564	3.643	2.239
Total	1.289	1.237	1.796	2.635	3.736	2.283

[1] Includes townhouses and apartments in duplexes.

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

[3] Adjusted based on 2001 to 2016 historical trends.

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

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



Schedule 8 City of St. Catharines Employment Forecast, Mid-2022 to Mid-2032

Period	Population	Activity Rate								Employment								Employment Total (Excluding Work at Home and N.F.P.O.W.)
		Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total	N.F.P.O.W. ^[1]	Total Including N.F.P.O.W.	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total	N.F.P.O.W. ^[1]	Total Employment (Including N.F.P.O.W.)	
Mid 2006	131,989	0.005	0.025	0.123	0.193	0.106	0.453	0.049	0.502	665	3,355	16,238	25,428	14,055	59,740	6,489	66,229	56,385
Mid 2011	131,400	0.004	0.025	0.085	0.179	0.116	0.409	0.050	0.459	525	3,315	11,123	23,543	15,205	53,710	6,591	60,301	50,395
Mid 2016	133,113	0.005	0.027	0.076	0.180	0.125	0.412	0.055	0.467	650	3,570	10,078	23,898	16,655	54,850	7,284	62,134	51,280
Mid 2022	137,310	0.005	0.028	0.075	0.183	0.127	0.418	0.056	0.474	695	3,820	10,285	25,183	17,426	57,409	7,651	65,060	53,589
Mid 2032	149,721	0.005	0.030	0.076	0.187	0.127	0.425	0.058	0.483	731	4,465	11,440	27,980	19,032	63,648	8,686	72,334	59,183
Incremental Change																		
Mid 2006 - Mid 2011	-589	-0.001	0.000	-0.038	-0.013	0.009	-0.044	0.001	-0.043	-140	-40	-5,115	-1,885	1,150	-6,030	102	-5,928	-5,990
Mid 2011 - Mid 2016	1,713	0.0009	0.0016	-0.0089	0.0004	0.0094	0.0033	0.0046	0.0079	125	255	-1,045	355	1,450	1,140	693	1,833	885
Mid 2016 - Mid 2022	4,197	0.0002	0.0010	-0.0008	0.0039	0.0018	0.0060	0.0010	0.0070	45	250	207	1,286	771	2,559	367	2,926	2,309
Mid 2022 - Mid 2032	12,411	-0.0002	0.0020	0.0015	0.0035	0.0002	0.0070	0.0023	0.0093	36	645	1,155	2,797	1,606	6,239	1,035	7,274	5,594
Annual Average																		
Mid 2006 - Mid 2011	-118	-0.0002	0.0000	-0.0077	-0.0027	0.0018	-0.0088	0.0002	-0.0086	-28	-8	-1,023	-377	230	-1,206	20	-1,186	-1,198
Mid 2011 - Mid 2016	343	0.0002	0.0003	-0.0018	0.0001	0.0019	0.0007	0.0009	0.0016	25	51	-209	71	290	228	139	367	177
Mid 2016 - Mid 2022	700	0.0000	0.0002	-0.0001	0.0006	0.0003	0.0010	0.0002	0.0012	8	42	35	214	128	427	61	488	385
Mid 2022 - Mid 2032	1,241	0.0000	0.0002	0.0002	0.0003	0.0000	0.0007	0.0002	0.0009	4	65	116	280	161	624	104	727	559

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

Source: Derived from Niagara Region Municipal Comprehensive Review – Draft Updated Forecasts and Local Growth Allocations (July 2018, Hemson Memo) forecast for the City of St. Catharines, Niagara Region Municipal Comprehensive Review - Review and Update of MCR Forecast Allocations and Land Needs Assessment Results (September 2019, Hemson Memo) forecast for the City of St. Catharines, and City of St. Catharines 2016 to 2041 Traffic Zone Population, Housing and Employment Forecast (June 2020, City of St. Catharines) by Watson & Associates Economists Ltd., 2022.



Appendix B

Proposed C.B.C. By-law

Provided Under Separate Cover