

APRIL 28, 2017



CITY OF BRANDON DEVELOPMENT
CHARGE BACKGROUND STUDY

FINAL DRAFT FOR PUBLIC CIRCULATION

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List of Edits

This is a consolidated version of the report that includes the following edits that were noted after the reports public issuance on April 28.

Page Edited	Summary of Edit	Date Edited
Page 1-3	Update anticipated date of First Reading from early May to June, 2017	May 18, 2017
Pages 3-2, 3-3 & 3-4	Update section 3-2 and corresponding tables to reference the summary of growth included in both the treatment and network infrastructure calculations.	May 18, 2017
Page 5-9	Change "anticipated grants" to "grants received"	May 18, 2017
Pages 7-1, 7-2, 7-2	Update recommendations as per updated draft "hybrid" charge by-law, including: <ul style="list-style-type: none">• 7.2 Charge Structure• 7.3.1 Determining amount of charge• 7.3.5 Timing of charge• 7.3.7 Applicable areas	May 18, 2017
Appendix E	Add draft development charge by-law	May 18, 2017

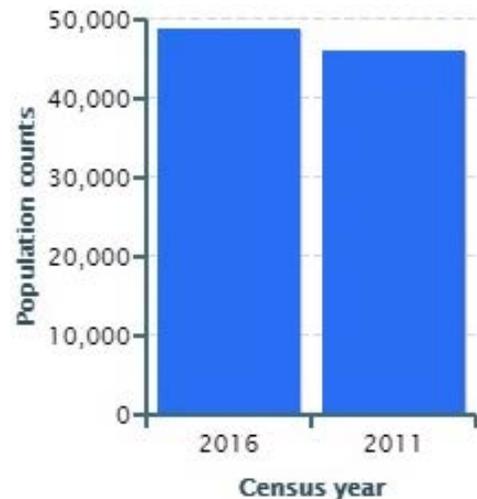
List of Acronyms and Abbreviations

D.C.	Development Charge
G.F.A.	Gross floor area
N.F.P.O.W.	No Fixed Place of Work
D.P.A.	Development Plan Amendment
P.P.U.	Persons per unit
S.D.E.	Single detached equivalent
S.D.U.	Single detached unit
s.s.	Subsection
sq.ft.	Square footage

1. Introduction

1.1 Purpose of this Document

The City of Brandon experienced considerable growth in recent years. In 2016, the enumerated population of Brandon was 48,859, which represents a change of 6.1% from 2011. This compares to the provincial average of 5.8% and the national average of 5.0%. In 2016, there were 20,270 private dwellings occupied in Brandon, which represent a change of 4.9% from 2011. Between 2006 and 2011, population growth was in excess of 10% compared with national growth of 5.9% and provincial growth of 5.2%. This high level of growth places demands on the City to provide the necessary infrastructure to facilitate continued growth.



Many municipalities across Canada seek to recover the cost of growth-related infrastructure by imposing capital charges. These charges are referred to as Development Charges, Development Cost Charges, Off-site Levies, Impost Fees, Growth Fees etc. but all seek to recover the capital costs related to providing infrastructure for growth. Within Manitoba, provincial legislation is in place to allow municipalities to impose Development Charges.

Presently, the City recovers some infrastructure costs from developing landowners through development agreements, which are often required as a condition of subdivision, rezoning, or conditional use applications. These development agreements recover localized servicing (such as water and sewer mains, intersection improvements, etc.) and not the broader servicing, such as water treatment, sewage treatment, main trunks, arterial roads, etc. Staff have observed that the development agreement process is difficult to administer consistently and does not provide a development cost recovery on a fair and transparent basis.

This study was prepared in accordance with provincial legislation using similar methodologies employed by other Canadian municipalities. The study recommends development charges and policies for consideration by the City of Brandon.

The City retained Watson & Associates Economists Ltd. (Watson) to initiate the development charges (D.C.) study. Watson worked with City staff in preparing the D.C. analysis and policy recommendations.

This report has been prepared to document the rationale and statutory requirements applicable to the City's development charge as summarized in Chapter 4. It also addresses the developed "rules" (contained in Chapter 7) and the proposed by-law's available as part of the approval process (included as Appendix D).

In addition, the report documents the relevant legislation (Section 1.4), Brandon's current policies and practices regarding the collection of capital costs related to growth (Chapter 2) and the policies underlying the proposed by-law, to make the exercise understandable to those who are involved.

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

Appendices support the Chapters in the report by containing the data used to explain and substantiate the calculation of the charge. A full discussion of the calculation of a development charge is provided herein.

1.2 Summary of the Process

Several stakeholder and Council meetings have taken place thus far in the study process. The purpose of these meetings was to present the progress of the study to the public and to solicit public input. The meetings were also held to answer questions regarding the study's purpose, methodology, preliminary and evolving calculations, and policy information.

The draft background study and proposed D.C. by-law was available for public review on February 3, 2017. The process continued toward finalizing the report and recommendations with several additional stakeholder and public meetings and detailed discussions. This final report is now prepared in order to request Council consideration of the by-law.

Figure 1-1 outlines the schedule followed with respect to the development charge consultation and now the by-law adoption process.

Figure 1-1
Schedule of Key Development Charge Process Dates for the City of Brandon

1. Data collection, staff review, engineering work, D.C. calculations and policy work	January 2016 to December 2016
2. Stakeholder meetings (past and future)	<ol style="list-style-type: none"> 1. January 26, 2016 2. November 24, 2016 3. February 24th – March 8th, 2017 4. March 8, 2017 5. March 27, 2017 6. March 29, 2017 7. April 3, 2017 8. May, 2017
3. Meetings with Council (past and future)	<ol style="list-style-type: none"> 1. November 24, 2016 2. March 6, 2017 3. April 3, 2017 4. April 27, 2017
4. Meetings with Staff (past and future)	<ol style="list-style-type: none"> 1. January 26, 2016 2. May 11, 2016 3. August 11 & 12, 2016 4. November 24, 2016 5. April 3, 2017
5. Public meeting advertisement placed in newspaper(s)	<p>November 17, 2016 (Brandon Sun)</p> <p>March 2, 2017 (Brandon Sun)</p> <p>March 30, 2017 (Brandon Sun)</p>
6. Background study and proposed by-law available to public	<p>February 3, 2017(Draft)</p> <p>April 30, 2017 (Final)</p>
7. Report and By-Law for 1 st Reading	June, 2017
8. Council considers adoption of background study and passage of by-law	Late June, 2017

1.3 Capital Funding Sources

Development charges are one of many revenue sources a council may use to fund capital works.

The following provides a number of the more common sources of internal and external funding along with impacts on the operating budget and who is affected by this financing method:

Financing Sources	Operating Budget Impact	Who is Affected
<i><u>Internal Sources:</u></i>		
Operating Budget Transfers	"in year" provision within the operating budget	Current year taxpayer
Reserves – General	Past contributions from operating budget	Past taxpayers, ratepayers
Reserves – Development Charges	No impact on operating budget	Developers, Builders and Developing Landowners
Reserves - Parkland	No impact on operating budget	Developers, Builders and Developing Landowners
<i><u>External Sources:</u></i>		
Grants	Nil	Provincial/Federal
Public/Private Partnership (3P)	Usually has direct impact on future operating budgets, similar to debt	Future tax and rate payers
Fundraising	Nil	Community Groups/ Residents
Provincial Legislation (e.g. local improvement, drainage, Municipal Act)	Any direct non-recoverable costs to be paid by operating budget	Generally, impacts the benefiting landowner
Debt Financing	Future operating budgets to pay debt charges	Future tax and rate payers

1.4 Discussion on Applicable Legislation

The following details the legislation that is in place for Manitoba municipalities to impose charges for the collection of growth-related capital funding:

Planning Act, s.135 – provides the authority to require the subdivider of land to construct, at the owner's expense, works, including, but not limited to, sewer, water, and transportation (roads, street lighting, sidewalks, traffic control, access). This includes construction or payment by the owner of all or part of the capacity of works in excess of the capacity required for the proposed subdivision.

Municipal Act, s. 232(2) – provides that a municipality may establish fees or other charges for services, activities or things provided or done by the municipality – this would include capital charges for various services including water, sewer, stormwater management, and transportation.

Municipal Act, s. 311 – provides that a municipality may undertake, as a local improvement for the benefit of all or part of the municipality, the acquisition, development, upgrading or replacement of highways, sewage collection and treatment facilities and water supply, treatment and distribution facilities, and any other project the cost of which includes a capital component (stormwater management).

Planning Act, s.143(1) – allows a council to set the levies to be paid by subdivision applicants to compensate the municipality for the capital costs.

Planning Act, s.143(2) – states that a Council must establish a reserve fund under the Municipal Act into which the levies are to be paid.

Public Utilities Board Act, s.82(1)(b) - provides that municipality or public utility shall not impose or collect, any rate or charge, without the written authorization of the board

Public Utilities Board Act, s.64(2) - provides that the board may disallow or change, as it thinks reasonable, any such tolls or charges as, in its opinion, are excessive, unjust, or unreasonable or unjustly discriminate between different persons or different municipalities

Servicing Requirements

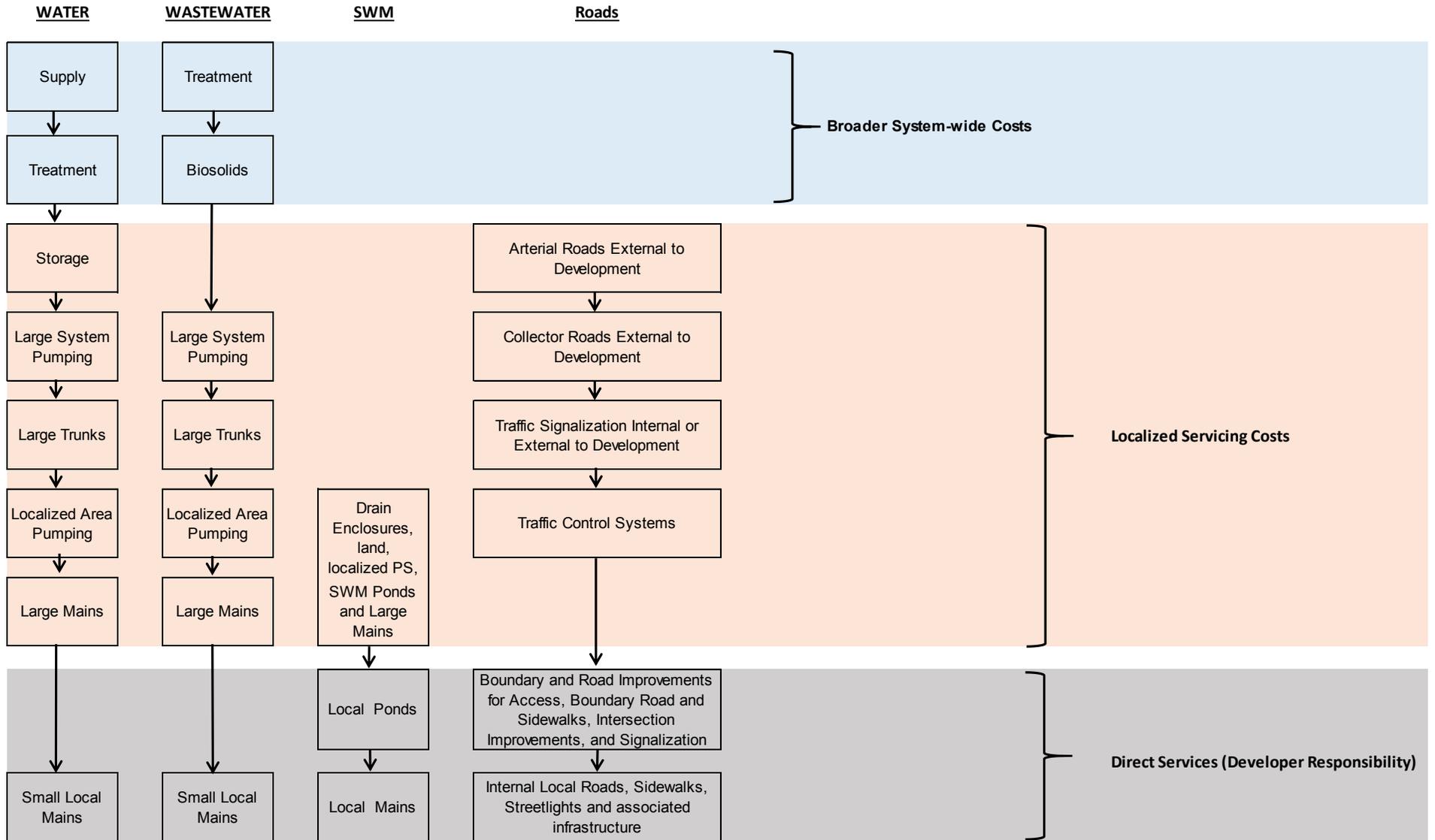
Concerning the above legislation, and in order to understand how the above legislation can be applied, a discussion on water, wastewater, stormwater, and transportation systems is provided herein. Figure 1-2 provides for the hierarchy of water, wastewater, stormwater management and transportation systems. This schematic has been broken into components (denoted by the different colours) for ease of understanding how municipal practice and the legislation is applied, as follows:

Direct Servicing (grey) – these costs are generally the local mains or roads installed by a developer and are usually internal to the subdivision. The municipality imposes servicing requirements under the Planning Act (as a condition of development approval) and the cost to undertake this servicing is directly the responsibility of the developing landowner. Similar costs (i.e. local mains that may be constructed to extend services to properties without water or sewer) may also be imposed as a direct cost to properties as a local improvement under the Municipal Act.

Localized Servicing Costs within the general area of development (light orange) – These services are often constructed within a larger benefiting area. These works may include larger mains, localized pumpage, potential looping (for water mains), and roads external to a development. In the case of new development, these costs may be imposed directly through a development agreement or included as part of a DC (this will vary depending upon the municipality and how they wish to recover these costs). In other areas, these could also be constructed and recovered as part of a local improvement and/or as a connection charge (for water and sewer).

Broader System-wide Costs (light blue) – These costs are the broader system costs which include supply/treatment/storage/major pumpage/trunk mains for water services and treatment/major pumpage/trunk mains for wastewater services. These costs are most often included as part of the DC related to growth (under the Municipal Act). These costs may also be included as a connection charge to recover "upstream" costs (under the Municipal Act).

**Figure 1-2
City of Brandon
Local Service Schematic**



1.5 Survey of Development Charges in Other Areas

Manitoba Municipalities

RM	Year	Single Family
East St Paul	2013	\$19,200
Springfield	2014	\$14,350
Tache (Lorette)	2016	\$14,000
MacDonald	2004	\$10,000
West St Paul	2012	\$6,100
Headingley	2007	\$4,500
Ritchot	2013	\$3,380
Winnipeg*	2016	~ \$9,000

*Note: Winnipeg charges on a per m² basis (\$54.73 per m²). These charges were based on a 50% phase-in of an \$18,000 charge.

Other Canadian Municipalities

City	Year	Single Family
Surrey	2014	\$29,000
Abbotsford	2013	\$25,600
Richmond	2010	\$25,000
Saskatoon	2012	\$22,900
Calgary	2011	\$14,000
Regina	2014	\$13,200
Edmonton	2013	\$12,200

Small Prairie Cities (Greenfield Residential Neighbourhood)

Municipality	Year	Total (dwelling unit)	Water	Sewer	Storm	Roads	Other
Weyburn	2014	\$8,170	\$2,941	\$2,941	\$163	\$1,307	\$817
Prince Albert	2014	\$6,558	\$1,332	\$918	\$1,312	\$1,902	\$918
Lethbridge	2017	\$13,526	\$2,976	\$2,705	\$2,705	\$5,140	
Medicine Hat	2016	\$10,894	\$3,268	\$2,179	\$763	\$4,358	

2. Summary of Historic Practice

2.1 Current Policy Regarding Collection of Capital Costs Related to Growth

2.1.1 City of Brandon (City) Off-site Capital Costs Contribution Collection – Current Practice

The City of Brandon's current practice with respect to collection of off-site capital costs is by way of Development Agreements. Under The Planning Act, a planning district or municipality can enter into a development agreement with a landowner upon subdivision, rezoning, variation or conditional use.

The following items can be contained under the development agreement:

- land use,
- the construction or maintenance of sanitary sewer, water distribution, waste removal, drainage, public roads, connecting streets, street lighting, sidewalks, traffic controls, access and connections to existing services, and
- the payment of a sum of money to the municipality in lieu of the requirement above the above services.

The City calculates off-site capital cost contributions differently depending on the service and on a case-by-case basis.

2.1.2 South End Lift Station Reimbursement

The City calculates contributions to the South End Lift Station by dividing the capital cost to construct the lift station by the projected dwelling units planned within the available growth area to be serviced. A standard fee of \$600 per dwelling unit is consistently charged against every new dwelling unit created within the available south end growth area and is applied to repayment of the capital cost funded by the City of Brandon.

2.1.3 North Hill Lift Station Improvement

The City calculates contributions collected for the North Hill lift station based upon *The Veterans Way Study*. The rationale used a projected dwelling unit count based upon available land for development north of the Assiniboine River, the study's review of the existing sanitary sewer system and the recommended improvements of \$6,000,000 to satisfy the future load. The off-site development charge for lands north of the

Assiniboine River, \$1,400 per dwelling unit, is consistently charged against every new dwelling unit created. The City holds all contributions collected in a Reserve account until such time as the improvements are required.

2.1.4 Sanitary Sewer and Lift Stations, Water Distribution and Booster Stations

The developer submits a servicing report for new development to the City Engineer that must include the City of Brandon's Site Servicing Design Criteria. The City models the data and if the model identifies deficiencies in the existing system, the development agreement will specify the developer solely or jointly (with the City) fund improvements to the system.

2.1.5 Transportation Infrastructure

The developer may be required to submit a Traffic Impact Study to confirm the City's road network and pedestrian transportation systems can support the new development. The study recommends required transportation system upgrades. The City Engineer decides if the developer will solely or jointly (with the City) fund the transportation system improvement. The City decides based upon the new developments' need for additional transportation networks and/or improvements required to support additional traffic generated by the new development.

2.1.6 Drainage Infrastructure / Storm Water Management

The developer submits a Stormwater Management Plan for new development to the City Engineer. The Plan must include evidence the development is designed to meet the City's Site Servicing Design Criteria. Should the existing system be deemed inadequate by the City Engineer, the development agreement will either specify the Developer is to solely or jointly (with the City) fund improvements to the system.

2.1.7 Development Agreement Clauses

Below are "examples" of development agreement clauses currently used by the City to describe contribution requirements:

- *To contribute \$xxxx per unit for (insert unit count) units as proposed to be developed as per Phase X, Stage X totalling \$xxxx. This contribution will be held in a Reserve Account and applied to sanitary sewer upgrades required for the downstream domestic sewer. Such payment will be required, in full, prior to the execution of this development agreement by the City of Brandon.*
- *To contribute \$xxxx per unit for (insert unit count) units as per Phase X, Stage X totalling \$xxxx. This contribution will be held in a Reserve Account and applied towards the*

extension/upgrade of (street name). Such payment will be required, in full, prior to the execution of this development agreement by the City of Brandon.

- *To, contribute to the City the amount of \$xxxx which represents \$1xxxx per dwelling unit developed on the Lands as the Developer's contribution to the future upgrade of the lift station servicing the North Hill area, with this development being (insert unit count) dwelling units. It is agreed that the payment, will be payable to the City by the Developer upon commencement of development of each Stage within Phase X as identified in Schedule "B"; notification of which will be given by the application for a development permit of said Lands;*
- *To contribute, a monetary amount of \$xxxx, which represents the Developer's share of the estimated costs to construct the following:*
 - *one half of (street name) for the entire length of the Lands bordering said street, being \$xxxx.*
 - *the contribution to the future installation of traffic control signal lights at the intersection of (street name) and (street name), being \$xxxxx.*

This amount is payable to the City in the payment terms as follows:

- i) Payment of \$xxx (\$xxx/(Street name) contribution + \$xxx/traffic light contribution) is due upon signing of this Agreement;*
- ii) Payment of \$xxxx + 5% or \$xxxx (\$xxx/(street name) contribution + \$xxxx/traffic light contribution) is due on the first anniversary date of signing of this Agreement, which has been adjusted by 5% to represent carrying costs;*
- iii) Payment of \$xxxx + 10% or \$xxxx (\$xxxx/(street name) contribution + \$xxxx/traffic light contribution) is due on the second anniversary date of signing of this Agreement, which has been adjusted by 10% to represent carrying costs;*

This amount will be held in a reserve account until the improvements commence.

- *To contribute to the City the amount of \$xxxx which represents \$xxxx per dwelling unit developed on the Lands as the Developer's contribution to the construction of a new lift station, with Phase X being X units. Such payment will be required, in full, prior to the execution of this development agreement by the City of Brandon.*

2.1.8 Payment of Contributions

The City calculates all contributions and communicates the information to the developer prior to the application going to a public hearing. The Planning Report to Council includes the recommended development agreement conditions for Council consideration and approval.

General practice is to collect all contributions at the time the developer/property owner executes the development agreement.

For major development projects, the City has permitted under unique circumstances the developer to phase payments of the contributions based on phasing of the development. Such agreement requires the developer apply for a development permit prior to the construction of any below and above-ground municipal improvements which would trigger the invoicing of all contributions tied to that particular phase. The City does not issue the development permit to the applicant until the invoice is paid in full.

2.1.9 Redevelopment and Infill in Serviced Areas

The Adequate Public Facilities By-Law regulates new development as described above. In some circumstances, the City of Brandon provides exceptions from the above for infill development properties where infrastructure already exists. In these cases, the City of Brandon requires a Site Design Analysis to be completed by a qualified Consultant for infill developments over 4,645m². The Consultant must identify the impacts on all services created by the development within the Site Design Analysis. Should an improvement be required for the development to proceed, it will be at the sole expense of the developer.

2.1.10 Issues with the Current System

The City does not have a formal standard operating policy adopted by Council with respect to the above noted. The City does however adhere and enforce the Adequate Public Facilities By-Law No. 7099 along with other applicable by-laws.

There have been issues in the past with respect to negotiations between the City and the Developer on off-site requirements and the consistency in which Developers contribute to surrounding and affected infrastructure.

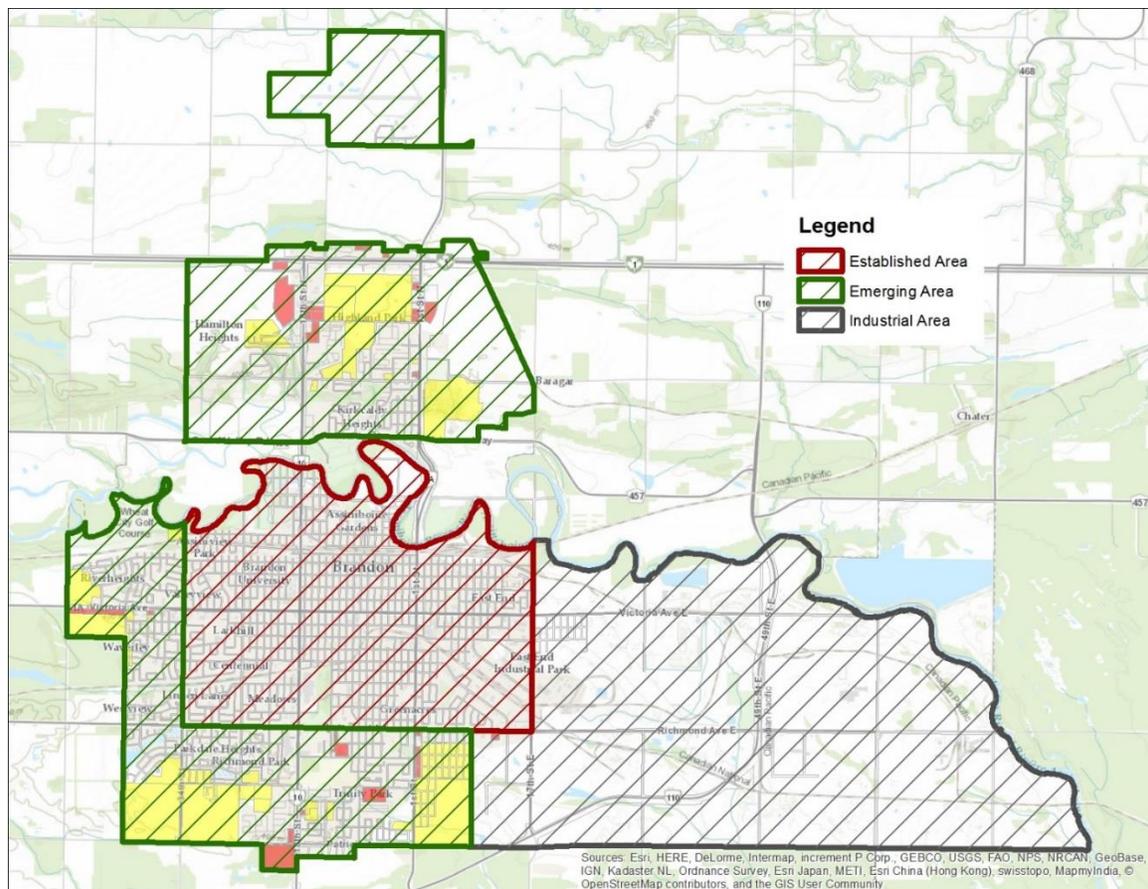
3. Anticipated Development in the City of Brandon

3.1 Methodology Discussion

Chapter 4 provides the methodology for calculating the development charge used in this study. Figure 4-1 presents this methodology graphically. The first box of the schematic notes that calculating the development charge requires an estimate of the anticipated amount, type and location of development for the area which the development charge is imposed.

The City of Brandon identified **established** and **emerging** growth areas. The emerging areas require new infrastructure to service growth at buildout (Map1). In response to stakeholder feedback, the City excluded the industrial area from the development charge study. All lands identified for development in the buildout lands are included in Appendix A.

Map 1: Development Charge Areas



3.2 Basis of Population, Household and Non-Residential Gross Floor Area Anticipated at Buildout

The residential and non-residential growth anticipated at buildout for the *established* and *emerging* growth areas corresponds with the lands designated for development in the City of Brandon Development Plan (Map 1). The City derived the D.C. from these lands.

3.3 Summary of Growth to Buildout

The anticipated residential and non-residential growth included in the charge is summarized in Tables 3-1 to 3-6.

- The summary of growth included in the treatment charge is summarized in Tables 3-1 to 3-3.
- The summary of growth included in the network charge is summarized in Tables 3-4 to 3-6.
- In total, the City anticipates 23,857 residents and 9,128 employees at buildout.

**Table 3-1
City of Brandon
Residential Growth Summary - Treatment**

Residential Units			Residential Population		
Total Units	Low & Medium Density (67%)	High Density (33%)	Low & Medium Density (2.742ppu)	High Density (1.774ppu)	Total Population
9,848	6,598	3,250	18,092	5,766	23,857

PPU's - based on 20 year avg. - Low & Medium Density based on Low density avg.

**Table 3-2
City of Brandon
Non-residential Growth Summary - Treatment**

Non-Residential Area (ha)	Commercial Sq. Ft.	Commercial Employment	Industrial Sq. Ft.	Industrial Employment	Total Employment
572.55	2,673,670	4,113	8,094,559	5,015	9,128

Commercial - based on 35% coverage and 650 sq. ft per employee
Industrial based on 15% coverage and 10 employees per hectare

**Table 3-3
City of Brandon
Population to Employment Allocation Summary – Treatment**

Population/Employment	
Population	Employment
23,857	9,128
72%	28%

**Table 3-4
City of Brandon
Residential Growth Summary – Network Infrastructure**

Residential Units			Residential Population		
Total Units	Low & Medium Density (67%)	High Density (33%)	Low & Medium Density (2.742ppu)	High Density (1.774ppu)	Total Population
8,873	5,945	2,928	16,301	5,194	21,495

PPU's - based on 20 year avg. - Low & Medium Density based on Low density avg.

**Table 3-5
City of Brandon
Non-residential Growth Summary – Network Infrastructure**

Non-Residential Area (ha)	Commercial Sq. Ft.	Commercial Employment	Industrial Sq. Ft.	Industrial Employment	Total Employment
71.00	2,673,670	4,113	-	-	4,113

Commercial - based on 35% coverage and 650 sq. ft per employee
Industrial based on 15% coverage and 10 employees per hectare

**Table 3-6
City of Brandon
Population to Employment Allocation Summary – Network Infrastructure**

Population/Employment	
Population	Employment
21,495	4,113
84%	16%

3.3.1 Unit Mix

- The study derived Brandon's unit mix from the Development Plan and discussions with staff regarding the anticipated development for the City.
- Based on the above indicators, the buildout household growth is comprised of a unit mix of 67% low & medium density (single detached and semi-detached, and multiples except apartments) and 33% high density (apartments).

3.3.2 Persons per Unit (Appendix A - Schedule 1)

- The number of housing units to be constructed in City of Brandon during the buildout period is presented above in Figure 3-1.
- Population in new units is derived by multiplying the anticipated growth in units by the average persons per unit by dwelling type for new units.
- Schedule 1 summarizes the P.P.U. for the new housing units by age and type of dwelling based on 2011 custom Census data. The study adjusts the total calculated P.P.U. for each density type to account for the downward P.P.U. trend recently experienced in both new and older units, largely due to the aging of the population. The adjusted 20-year average P.P.U.'s by dwelling type are as follows:
 - Low & Medium density: 2.742
 - High density: 1.774

3.3.3 Non-Residential Sq.ft. Estimates (Gross Floor Area (G.F.A.))

- Square footage estimates were calculated in Figure 3-2 above based on the land supply and multiplied by the assumed 35% coverage for the non-residential development areas.
- The City-wide incremental Gross Floor Area (G.F.A.) increase is anticipated to be 2,692,145 sq.ft. over the buildout of the development lands.

3.3.4 Employment

- Employment projections are based on density assumptions, relative to each category of non-residential development.
- The employment density assumptions for each type of development were developed through discussions with staff and assumptions utilized in studies completed by the City. The density assumption for employment is 650 sq. ft. per employee.
- Forecasted employment is 4,124 over the buildout of the development lands.

4. The Approach to Calculation of the Development Charge

4.1 Introduction

This chapter addresses the methodology used to calculate a Development Charge for the City of Brandon. The methodology reflects similar methodologies used in other districts across Canada. Figure 4-1 illustrates the steps schematically in Figure 4-1.

4.2 Services Potentially Involved

The Municipal Act, s. 232(2) provides that a municipality may establish fees or other charges for services including capital charges for water, sewer, stormwater management, and transportation.

While the City provides a wide range of services to its residents and would have the ability to collect for many services it provides, only capital works related to transportation, water, wastewater, and stormwater (drainage) have been included within the development charge calculation provided herein.

4.3 Increase in the Need for Service

The development charge calculation commences with an estimate of the increase in the need for service attributable to the anticipated development for each service to be covered by the by-law. There must be some form of link or attribution between the anticipated development and the estimated increase in the need for service. While the study could conceivably express the need generally in terms of units of capacity, the City chose a project-specific basis (i.e. the listing of capital works to service the development lands). Council will consider this increase in need in the context of the recommendations for approval provided in Chapter 7.

4.4 Local Service Policy

New development creates the need for new local services (e.g.: local streets, pipes, retention ponds) related to a plan of subdivision. As such, they will be required as a condition of development agreements or conditions of subdivision approval. Figure 1-2 highlights these types of costs in grey. The costs are further detailed in Appendix C.

4.5 Capital Forecast

Here Engineering estimated the capital costs necessary to provide the increased services. The City then applied adjustments to the capital costs ensure that the costs included in the development charge reflect the net growth-related costs necessary to facilitate the anticipated growth in the City. These adjustments are outlined below.

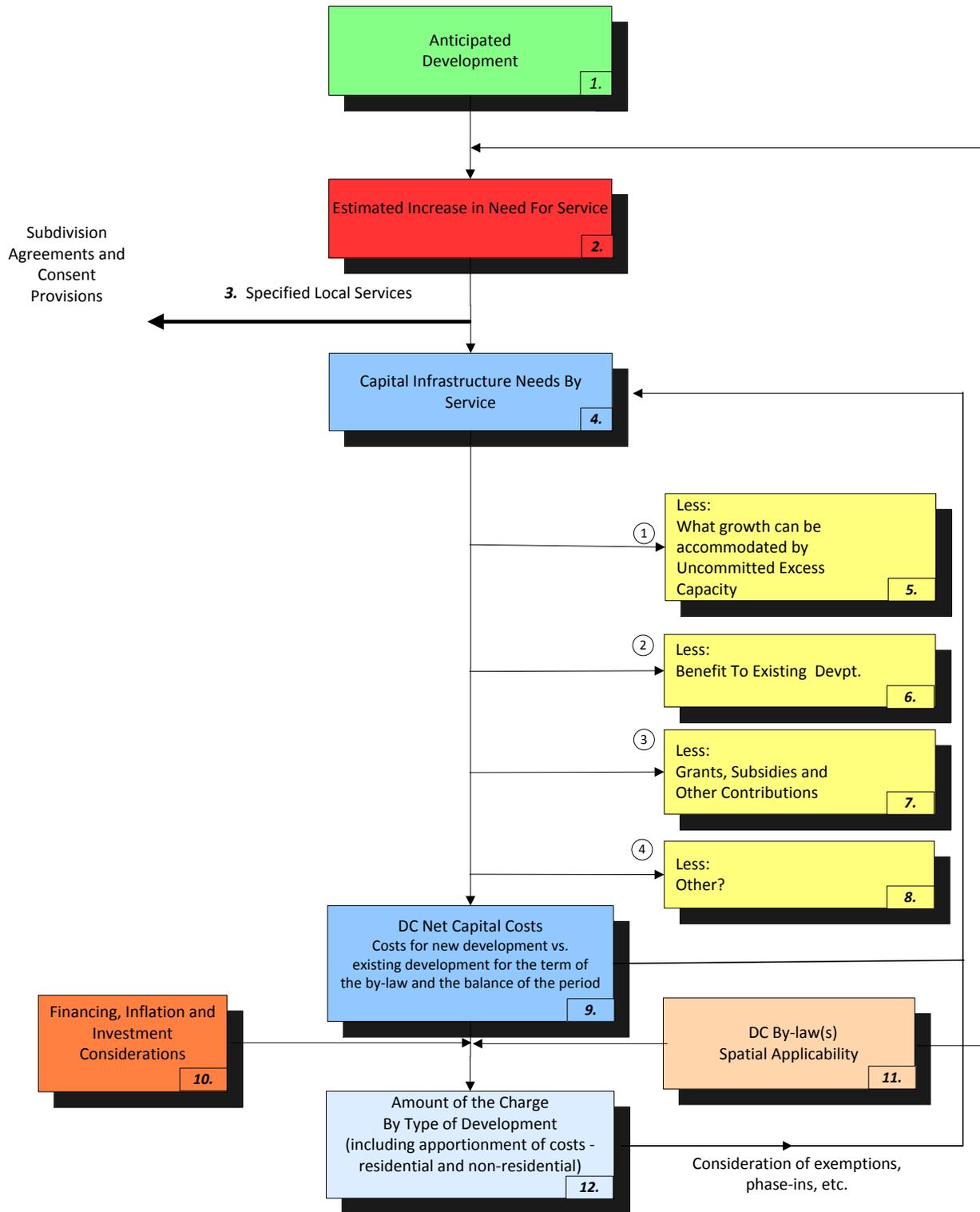
These estimates involve capital costing of the increased services discussed above. This entails costing actual projects or the provision of service units, depending on how each service has been addressed.

The capital costs that may be included are as follows:

- 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, furniture and equipment;
- 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 development charge background study.

In order for an increase in need for service to be included in the D.C. calculation, the consultants recommend that City Council indicate that it intends to ensure that such an increase in need will be met by including the appropriate works within its annual capital budget process. Timing of works should be staged based upon communication with the development community and prioritization of servicing to meet the anticipated demands. Appendix D includes a conceptual 10-year capital infrastructure plan.

Figure 4-1
The Process of Calculating a Development Charge for the City of Brandon



4.6 Eligible Debt and Committed Excess Capacity

For the purposes of developing a development charge by-law, a debt incurred with respect to a service may be included as a capital cost. Generally, in order for such costs to be eligible, they must have funded excess capacity that is able to meet service needs attributable to the anticipated development. For example, when the City builds a treatment plant expansion, it provides capacity for future development to occur.

4.7 Reserve Funds

Section 143(2) of The Municipal Act states that a Council must establish a reserve fund, which the levies are to be paid.

There is generally no explicit requirement to net the outstanding reserve fund balance as part of making the D.C. calculation; however, the study recommends that the existing reserve fund balances be used to net-down the capital costs identified, respective of each service. This can be done as categorizing the reserve fund balance as a benefit to existing development (as those developments that have paid into the reserve funds would then be considered existing development).

Recommendations on the establishment and reporting on reserve funds are set out in Appendix B.

4.8 Deductions

The development charge methodology requires that the following deductions be made to the increase in the need for service, namely any

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

4.8.1 Reduction for Benefit to Existing Development

This step involves a further reduction in the need, by the extent to which such an increase in service would benefit existing development. Sanitary and water trunks, and drainage infrastructure are highly localized to growth areas and can be more readily allocated in this regard than other services such as transportation related services, which do not have a fixed service area.

Where existing development has an adequate service level that will not be tangibly increased by an increase in service, no benefit would appear to be involved. For example, where expanding existing facilities 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.

4.8.2 Reduction for Anticipated Grants, Subsidies and Other Contributions

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

5. Development Charge Eligible Cost Analysis by Service

5.1 Introduction

This chapter outlines the basis for calculating eligible costs for the development charges. The team followed the required calculation process set out in Chapter 4 in determining D.C. eligible costs.

The nature of the capital projects and timing identified in the Chapter reflects the City's current intention. However, over time, City projects and Council priorities change and accordingly, Council's intentions may alter and different capital projects (and timing) may be required to meet the need for services required by new growth.

5.2 Capital Costs for Development Charge Calculation

This section evaluates the development-related capital requirements for the services required to service the designated lands in the Brandon and Area Planning District Development Plan. Each sheet evaluates one service component: the infrastructure cost calculation, which determines the potential D.C. recoverable cost.

5.2.1 Land Drainage Services

The City identified four capital drainage works required to facilitate growth to buildout. These projects include drainage pipes, an outflow for a retention pond, and ditching.

- The total gross cost of the projects is approximately \$9.5 million
- The benefit to existing development is approximately \$7.3 million
- The DC recoverable amount is approximately \$2.2 million

The residential/non-residential allocation for all land drainage services have been allocated 84% residential and 16% non-residential for the buildout period.

Table 5-1

**City of Brandon
Capital Infrastructure Costs - Land Drainage**

Description of Work	Improvement Type	Facility Type	Diameter (mm)	Approximate Length (m)	Unit Price (\$/l.m.)	Cost (\$)	Timeframe to Buildout	Less: Benefit to Existing Development (\$)	Less: Grants/Subsidies (\$)	Less: Other (\$)	Net Capital Cost (\$)
Braecrest Dr to Kirkcaldy Dr	Off-Site	Pipe	1,200	900	\$ 1,800.00	\$ 1,620,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ 1,620,000
Outflow for Retention Pond South of Crocus Plains Regional Secondary School	Off-Site	Outflow			\$ -	\$ 1,800,000	0 - 2 Years (Short)	\$ 1,800,000	\$ -	\$ -	\$ -
Brandon Cemetary Retention Pond	Off-Site	Retention Pond & Ditch			\$ -	\$ 300,000	0 - 2 Years (Short)	\$ 300,000	\$ -	\$ -	\$ -
Richmond Ave E (17th St E to PTH 110)	Off-Site	Pipe	1,200	3,200	\$ 1,800	\$ 5,760,000	11 + Years until Complete Buildout	\$ 5,184,000	\$ -	\$ -	\$ 576,000
Total						\$ 9,480,000		\$ 7,284,000	\$ -	\$ -	\$ 2,196,000

5.2.2 Transportation Services

The City has identified 13 road-building projects required for growth over the buildout period. These works include off-site road construction, upgrades to existing roads (required for growth), and urbanization.

- The total gross capital costs of the projects is approximately \$31.1 million
- The benefit to existing development is approximately \$7.8 million
- Anticipated grants are approximately \$8.6 million
- Previous contributions is approximately \$780,000
- The DC recoverable amount is approximately \$13.9 million

The City has identified 12 intersection projects that are required for growth over the buildout period. These works include signalization and construction of roundabouts throughout the City.

- The total gross capital costs of the projects is approximately \$4.3 million
- The benefit to existing development is approximately \$1.1 million
- Anticipated grants are approximately \$1.6 million
- Previous contributions is \$9,000
- The DC recoverable amount is approximately \$1.6 million

The residential/non-residential allocation for all transportation services have been allocated 84% residential and 16% non-residential for the buildout period.

Table 5-2

City of Brandon

Capital Infrastructure Costs - Transportation (Road Building)

Description of Work	Standard	Improvement Type	Approximate Length (m)	Unit Price (\$/l.m.)	Land Acquisition (\$)	Cost (\$)	Timeframe to Buildout	Less: Benefit to Existing Development (\$)	Less: Grants/Subsidies (\$)	Less: Other (\$)	Net Capital Cost (\$)
PTH No. 1 West Functional	Upgrade to Expressway		-	\$ -	\$ -	\$ -	11 + Years (Long)	\$ -	\$ -	\$ -	\$ -
Clare Ave - 1st St N to 18th St N	2LU - Two-Lane Undivided - Minor Collector	Off-Site	1,600	\$ 1,597	\$ 250,000.00	\$ 2,805,104	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ 2,805,104
Braecrest Dr - 1st St N to 18th St N	2LU - Two-Lane Undivided - Minor Collector	Upgrade of Existing	1,600	\$ 1,600	\$ -	\$ 2,560,000	11 + Years (Long)	\$ 1,792,000	\$ -	\$ 201,760	\$ 566,240
PTH No. 1A - 34th St to 42nd St	4LD - Four-Lane Divided - Primary Arterial	Upgrade of Existing	1,650	\$ 3,114	\$ -	\$ 5,137,506	0 - 2 Years (Short)	\$ 750,000	\$ 3,637,506	\$ -	\$ 750,000
Richmond Ave - 26th St to 34th St	4LD - Four-Lane Divided - Arterial	Upgrade of Existing	850	\$ 3,114	\$ -	\$ 2,646,594	11 + Years (Long)	\$ 1,323,297	\$ -	\$ 139,000	\$ 1,184,297
Maryland Ave - 26th St to 34th St	2LU - Two-Lane Undivided - Major Collector	Off-Site	850	\$ 1,597	\$ 55,000.00	\$ 1,412,399	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ 1,412,399
34th St - Richmond Ave to Maryland	2LU - Two-Lane Undivided	Upgrade of Existing	825	\$ 1,286	\$ -	\$ 1,060,975	3 - 10 Years (Medium)	\$ 424,390	\$ -	\$ -	\$ 636,585
34th St - Maryland to Patricia Ave	2LU - Two-Lane Undivided	Upgrade of Existing	825	\$ 1,286	\$ -	\$ 1,060,975	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ 1,060,975
34th St - Richmond Ave to Park Ave	Urban Standard - Arterial	Upgrade of Existing	950	\$ 1,286	\$ -	\$ 1,221,729	11 + Years (Long)	\$ 305,432	\$ -	\$ 82,000	\$ 834,296
Patricia Ave - 18th St to 38th St	2LU - Urban Standard - Arterial	Urbanization	2,400	\$ 1,286	\$ -	\$ 3,086,472	11 + Years (Long)	\$ -	\$ -	\$ -	\$ 3,086,472
Patricia Ave - 1st St to 18th St	2LU - Urban Standard - Arterial	Upgrade of Existing	1,600	\$ 1,286	\$ -	\$ 2,057,648	3 - 10 Years (Medium)	\$ 1,646,118	\$ -	\$ 69,854	\$ 341,676
PTH No. 10 - Richmond Ave to Commercial South of Patricia Ave	Upgrade to Arterial	Upgrade of Existing	-	\$ -	\$ -	\$ 5,000,000	3 - 10 Years (Medium)	\$ -	\$ 5,000,000	\$ -	\$ -
1st St - Richmond Ave to Patricia Ave	2LU - Two-Lane Undivided - Arterial	Upgrade of Existing	1,650	\$ 1,850	\$ -	\$ 3,052,401	3 - 10 Years (Medium)	\$ 1,526,201	\$ -	\$ 291,000	\$ 1,235,201
Total						\$ 31,101,802		\$ 7,767,438	\$ 8,637,506	\$ 783,614	\$ 13,913,245

Table 5-3

City of Brandon
Capital Infrastructure Costs - Transportation (Intersections)

Description of Work	Facility Type	Timeframe to Buildout	Cost (\$)	Less: Benefit to Existing Development (\$)	Less: Grants/Subsidies (\$)	Less: Other (\$)	Net Capital Cost (\$)
Highland Ave & PTH No. 10 (18th St N)	Roundabout	11 + Years (Long)	380,000	95,000	190,000	-	95,000
Highland Ave & PTH No. 1A (1st St N)	Roundabout	11 + Years (Long)	380,000	95,000	190,000	-	95,000
Clare Ave & PTH No. 10 (18th St N)	Roundabout	11 + Years (Long)	380,000	95,000	190,000	-	95,000
Clare Ave and PTH No. 1A (1st St N)	Roundabout	3 - 10 Years (Medium)	380,000	95,000	190,000	-	95,000
Braecrest Dr & PTH No. 10 (18th St N)	Signals	0 - 2 Years (Short)	300,000	-	150,000	-	150,000
Braecrest Dr & PTH No. 1A (1st St N)	Signals	0 - 2 Years (Short)	300,000	-	150,000	-	150,000
36th St & PTH No. 1A (Victoria Ave)	Signals	0 - 2 Years (Short)	300,000	-	150,000	-	150,000
34th St & Maryland Ave	Roundabout	3 - 10 Years (Medium)	380,000	190,000	-	-	190,000
26th St & Maryland Ave	Roundabout	3 - 10 Years (Medium)	380,000	190,000	-	-	190,000
34th St & Patricia Ave	Roundabout	11 + Years (Long)	380,000	190,000	-	-	190,000
Patricia Ave & PTH No. 10 (18th St)	Signals	3 - 10 Years (Medium)	380,000	-	380,000	-	-
Patricia Ave & 1st St	Roundabout	11 + Years (Long)	380,000	190,000	-	\$ 9,000	181,000
Total			\$ 4,320,000	\$ 1,140,000	\$ 1,590,000	\$ 9,000	\$ 1,581,000

5.2.3 Water and Wastewater Linear Services

The City has identified seven linear water projects (water mains) that are required for growth over the buildout period.

- The total gross capital costs of the projects is approximately \$10 million
- The benefit to existing development is approximately \$2.5 million
- The DC recoverable amount is approximately \$7.5 million

The City has identified 13 linear wastewater projects (sewer mains, forcemain, and lift stations) that are required for growth over the buildout period.

- The total gross capital costs of the projects is approximately \$37 million
- The benefit to existing development is approximately \$1.9 million
- Anticipated grants are approximately \$10.8 million
- Previous contributions is \$550,000
- The DC recoverable amount is approximately \$23.9 million

The residential/non-residential allocation for all water and wastewater linear services have been allocated 84% residential and 16% non-residential for the buildout period.

Table 5-4

**City of Brandon
Capital Infrastructure Costs - Linear Water**

Description of Work	Improvement Type	Diameter (mm)	Approximate Length (m)	Unit Price (\$/l.m)	Cost (\$)	Timeframe to Buildout	Less: Benefit to Existing Development (\$)	Less: Grants/Subsidies (\$)	Less: Other (\$)	Net Capital Cost (\$)
Brandon Municipal Airport to PTH No. 1 (East Connection along existing Easement)	Upgrade of Existing	250	1,700	700	\$ 1,190,000	0 - 2 Years (Short)	\$ 1,130,500.00	\$ -	\$ -	\$ 59,500
Brandon Municipal Airport to PTH No. 1 (Looping Connection to 18th St N)	Off-Site	250	1,700	700	\$ 1,190,000	11 + Years (Long)	\$ 1,130,500.00	\$ -	\$ -	\$ 59,500
1st St N - PTH No. 1 to Braecrest Dr	Off-Site	400	1,700	1,250	\$ 2,125,000	11 + Years (Long)	\$ 106,250.00	\$ -	\$ -	\$ 2,018,750
18th St N - PTH No. 1 to Braecrest Dr	Off-Site	400	1,700	1,250	\$ 2,125,000	11 + Years (Long)	\$ 106,250.00	\$ -	\$ -	\$ 2,018,750
Clare Ave - 1st St N to 18th St N	Off-Site	400	1,600	1,250	\$ 2,000,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ 2,000,000
Patricia Ave (Currie Blvd to Brookwood South Access)	Off-Site	300	2,000	650	\$ 1,300,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ 1,300,000
1st St (Portola Dr to South of Patricia Ave)	Off-Site	200	200	650	\$ 130,000	11 + Years (Long)	\$ 65,000.00	\$ -	\$ -	\$ 65,000
Total					\$ 10,060,000		\$ 2,538,500	\$ -	\$ -	\$ 7,521,500

Table 5-5

**City of Brandon
Capital Infrastructure Costs - Linear Domestic Sewer**

Description of Work	Improvement Type	Diameter (mm)	Approximate Length (m)	Unit Price (\$/l.m.)	Cost (\$)	Timeframe to Buildout	Less: Uncommitted Excess Capacity (\$)	Less: Benefit to Existing Development (\$)	Less: Grants/Subsidies (\$)	Less: Other (\$)	Net Capital Cost (\$)
Brandon Municipal Airport to PTH No. 1	Upgrade of Existing	450	1,700	\$ 550	\$ 935,000	0 - 2 Years (Short)	\$ -	\$ 888,250	\$ -	\$ -	\$ 46,750
1st St N - PTH No. 1 to Kirkcaldy Dr	Off-Site	450	2,500	\$ 550	\$ 1,375,000	11 + Years (Long)	\$ -	\$ 68,750	\$ -	\$ -	\$ 1,306,250
Clare Ave - 1st St N to 18th St N	Off-Site	300	1,600	\$ 250	\$ 400,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ -	\$ 400,000
Braecrest Ave - 18th St N to Pine Ridge Golf Course Internal North/South	Off-Site	300	600	\$ 250	\$ 150,000	11 + Years (Long)	\$ -	\$ -	\$ -	\$ -	\$ 150,000
Pacific Ave - 14th St to 1st St	Upgrade of Existing	950/1350	1,250	\$ 2,000	\$ 2,500,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ -	\$ 2,500,000
Pacific Ave - 1st St to Douglas St	Upgrade of Existing	1,050	300	\$ 1,800	\$ 540,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ -	\$ 540,000
Patricia Ave - 34th St to 1st St Lift Station (Forcemain)	Off-Site	350	3,700	\$ 550	\$ 2,035,000	0 - 2 Years (Short)	\$ -	\$ -	\$ -	\$ -	\$ 2,035,000
1st St along PTH No. 110 to Existing WWTP (Forcemain) (Shared Cost - 75%)	Off-Site	350	6,730	\$ 550	\$ 2,776,125	11 + Years (Long)	\$ -	\$ -	\$ -	\$ -	\$ 2,776,125
Maryland Avenue & 26th Street	Off-Site	350	1,900	\$ 700	\$ 1,330,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ -	\$ 1,330,000
South East of Kirkcaldy Dr & 18th St N Intersection	Lift Station & Forcemain				\$ 12,000,000	0 - 2 Years (Short)	\$ -	\$ -	\$ 10,800,000	\$ 142,800	\$ 1,057,200
West of 1st street & North of Portola	Lift Station				\$ 3,100,000	Existing	\$ -	\$ 930,000	\$ -	\$ 410,800	\$ 1,759,200
North West of 34th St & Patricia Ave Intersection	Lift Station				\$ 5,000,000	3 - 10 Years (Medium)	\$ -	\$ -	\$ -	\$ -	\$ 5,000,000
Patricia Ave & Percy St	Lift Station				\$ 5,000,000	11 + Years (Long)	\$ -	\$ -	\$ -	\$ -	\$ 5,000,000
					\$ 37,141,125		\$ -	\$ 1,887,000	\$ 10,800,000	\$ 553,600	\$ 23,900,525

5.2.4 Water Treatment Services

The City has identified the need to upgrade the existing Water Treatment Facility.

- The total gross capital costs of the projects is approximately \$60 million
- The benefit to existing development is approximately \$16 million
- Anticipated grants is approximately \$40 million
- The net cost to the City is \$20 million
- The DC recoverable amount is \$4 million

The Water Treatment Facility serves the City as a whole. The study calculates the City funded portion of the Water Treatment Facility based on a ratio of current population and projected population at buildout. The DC Portion is 25% and the City Portion is 75% based on an estimated population growth from 48,500 to 65,000 over the buildout period.

$$\text{DC portion} = (65,000 - 48,500) / 65,000 = 25\%$$

$$\text{City Portion} = 48,500 / 65,000 = 75\%$$

Where,

48,500 = current population, and
65,000 = future population (30 years)

Table 5-6

**City of Brandon
Capital Infrastructure Costs - Water Treatment Facilities**

Description of Work	Cost (\$)	Timeframe to Buildout	Less: Benefit to Existing Development (\$)	Less: Grants/Subsidies (\$)	Net Capital Cost (\$)
Upgrade to Existing Water Treatment Plant	\$ 7,000,000	0 - 2 Years (Short)	\$ 1,866,666.67	\$ 4,666,667	\$ 466,667
Upgrade to Existing Water Treatment Plant	\$ 53,000,000	3 - 10 Years (Medium)	\$ 14,133,333.33	\$ 35,333,333	\$ 3,533,333
	\$ 60,000,000		\$ 16,000,000	\$ 40,000,000	\$ 4,000,000

5.2.5 Wastewater Treatment Services

The City recently upgraded the Sewage Treatment Plant to accommodate the new growth anticipated over the buildout forecast period.

- The total gross capital costs of the project was approximately \$79 million
- The benefit to existing development is approximately \$16.7 million
- Grants received is approximately \$57.2 million
- The DC recoverable amount is approximately \$5.1 million

The Wastewater Treatment Plant serves the City as a whole. The study calculates the City funded portion of the Wastewater Treatment Plant based on a ratio of current population and projected population at buildout. The DC Portion is 23% and the City Portion is 77% based on an estimated population growth from 42,500 to 55,000 over the buildout period.

$$\text{DC portion} = (55,000 - 42,500) / 55,000 = 23\%$$

$$\text{City Portion} = 42,500 / 55,000 = 77\%$$

Where,

42,500 = 2005 population, and
55,000 = population as projected for 2035

Table 5-7

**City of Brandon
Capital Infrastructure Costs - Sewer Treatment Facilities**

Description of Work	Cost (\$)	Timeframe to Buildout	Less: Benefit to Existing Development (\$)	Less: Grants/Subsidies (\$)	Net Capital Cost (\$)
Upgrade to Existing Treatment Plant	\$ 79,000,000	Existing	\$ 16,690,625	\$ 57,200,000	\$ 5,109,375

6. Development Charge Calculation

6.1 *Established Growth Area Charge*

Table 6-1 calculates the proposed charge for treatment to service the established growth area. The established area charge includes treatment only as no new network infrastructure is identified (Section 5) to service the established growth area.

6.2 *Emerging Growth Area Charge*

The emerging growth area charge includes both treatment and network infrastructure as all of the network infrastructure is identified (Section 5) to service the emerging growth area. The emerging growth area charge includes the treatment charge (Table 6-1) plus the network infrastructure charge (Tables 6-2 and 6-3).

There are three development charge options for the emerging growth area.

Option #1 - Unit Charge

Table 6-2 calculates the network infrastructure unit charge for residential and non-residential development to service the emerging growth area.

The calculation for residential development is generated on a per capita basis and is based upon two forms of housing types (low/medium and high density). The non-residential development charge is calculated on a per sq.ft. of gross floor area basis for all types of non-residential development (industrial, commercial and institutional).

The total cost per sq. ft. in the charge allocated to non-residential development is calculated by dividing the anticipated employment growth for the designated lands by the employee density assumptions for non-residential development.

Option #2 – Area Charge

Table 6-3 calculates the network infrastructure area charge for residential and non-residential development to service the emerging growth area.

The calculation is generated on a per net hectare basis and the same charge applies to residential or non-residential development.

A net hectare means gross area less the following deductions:

- land for public or school reserves;
- land for public or private roadways; and

- land for municipal services.

land not suitable for building sites as defined in section 135-6(d) of The Planning Act

The net hectare calculation in Appendix A is calculated by:

- Residential – Gross Area less 35% for all deductions
- Non-Residential – Gross Area less 15% for all deductions

Option #3 – Hybrid Charge (Unit and Area)

Tables 6-4 and 6-5 calculates the network infrastructure unit and area charge for residential and non-residential development to service the emerging growth area.

The calculations divide the cost of network infrastructure 50/50 between a unit charge and an area charge. The calculations use the same methodology for a unit charge and area charge as outlined in Options 1 and 2 above.

**Table 6-1
City of Brandon
Development Charge Calculation - Established Growth Area**

Service	Net Growth Related Cost	Residential			Non-residential			
		72%	Cost Per Capita	Low/Medium Density DC	High Density DC	28%	Industrial DC	Commercial/ Institutional DC
Wastewater Treatment	5,109,375	3,678,750	154.20	423	274	1,430,625	0.10	0.24
Water Treatment	4,000,000	2,880,000	120.72	331	214	1,120,000	0.08	0.19
Total	9,109,375	6,558,750		754	488	2,550,625	0.17	0.43

<u>PPU</u>		<u>Employee Density</u>	
Low/Medium Density	2.742	Industrial Sq.ft. per employee	1600
High Density	1.774	Commercial Sq.ft. per employee	650

**Table 6-2
City of Brandon
Development Charge Calculation - Option 1 - Per unit Charge**

Service	Net Growth Related Cost	Residential			Non-residential			
		84%	Cost Per Capita	Low/Medium Density DC	High Density DC	16%	Industrial DC	Commercial/ Institutional DC
Transportation	15,494,245	13,015,165	605.48	1,660	1,074	2,479,079	-	0.94
Wastewater	23,900,525	20,076,441	933.99	2,561	1,657	3,824,084	-	1.46
Water	7,521,500	6,318,060	293.93	806	521	1,203,440	-	0.46
Drainage	2,196,000	1,844,640	85.82	235	152	351,360	-	0.13
Total	49,112,270	41,254,306		5,262	3,405	7,857,963	-	2.99

<u>PPU</u>		<u>Employee Density</u>	
Low/Medium Density	2.742	Industrial Sq.ft. per employee	1,600
High Density	1.774	Commercial Sq.ft. per employee	650

**Table 6-3
City of Brandon
Development Charge Calculation - Option 2 - Per Hectare Charge**

Service	Net Growth Related Cost	Net Developable Hectares	Net Hectare DC
Transportation	15,494,245	395	39,179
Wastewater	23,900,525	395	60,436
Water	7,521,500	395	19,019
Drainage	2,196,000	395	5,553
Total	49,112,270		124,187

**Table 6-4
City of Brandon
Development Charge Calculation - Option 3 - Hybrid Chare/Unit Charge**

Service	Net Growth Related Cost (50% of Network Infrastructure)	Residential				Non-residential		
		84%	Cost Per Capita	Low/Medium Density DC	High Density DC	16%	Industrial DC	Commercial/ Institutional DC
Transportation	7,747,122.25	6,507,583	302.74	830	537	1,239,540	-	0.47
Wastewater	11,950,262.50	10,038,221	466.99	1,280	828	1,912,042	-	0.73
Water	3,760,750	3,159,030	146.96	403	261	601,720	-	0.23
Storm Sewer	1,098,000	922,320	42.91	118	76	175,680	-	0.07
Total	24,556,135	20,627,153		2,631	1,702	3,928,982	-	1.50

<u>PPU</u>		<u>Employee Density</u>	
Low/Medium Density	2.742	Industrial Sq.ft. per employee	1,600
High Density	1.774	Commercial Sq.ft. per employee	650

**Table 6-5
City of Brandon
Development Charge Calculation - Option 3 - Hybrid Charge/Area Charge**

Service	Net Growth Related Cost (50% of Network Infrastructure)	Net Developable Hectares	Net Hectare DC
Transportation	7,747,122	395	19,590
Wastewater	11,950,263	395	30,218
Water	3,760,750	395	9,510
Storm Sewer	1,098,000	395	2,776
Total	24,556,135		62,093

7. Development Charge Policies

7.1 Introduction

Rules can be developed to determine if a development charge is payable in any particular case and to determine the amount of the charge, subject to any limitations. In general, the rules may provide for exemptions, phasing in, and/or indexing of development charges.

The rules provided herein give regard to the City's existing policies; however, there are items under consideration at this time and these may be refined prior to adoption of the by-law.

7.2 Development Charge By-law Structure

The study includes a draft development charge by-law (Appendix D). The draft by-law updates the draft by-law that was included in the February 3, 2017 report and provides additional detail to the hybrid approach described in Section 6 of this report.

The Administration recommends that:

- the City uses a uniform development charge calculation for treatment which applies to the established and emerging areas;
- the City uses a uniform development charge calculation for network infrastructure which applies to the emerging area; and
- one development charge by-law be used for all services.

7.3 Development Charge By-law Rules

The following subsections set out the recommended rules governing the calculation, payment and collection of development charges in accordance with The Municipal Act and The Planning Act.

The Administration recommends that the following sections provide the basis for the development charges:

7.3.1 Determination of the Amount of the Charge

The following conventions be adopted:

- 1) Treatment Costs allocated to residential uses will be assigned to different types of residential units based on the average occupancy for each housing type constructed during the previous decade.
- 2) Treatment costs allocated to non-residential uses will be assigned based on the amount of square feet of gross floor area constructed for all non-residential uses.
- 3) Network costs for residential uses will be shared 50/50 between a unit and area charge.
 - The unit charge will be assigned to different types of residential units based on the average occupancy for each housing type constructed during the previous decade.
 - The area charge will be assigned based on the amount of net developable area constructed for residential uses.
- 4) The Network costs for non-residential uses will be shared 50/50 between a square foot and area charge.
 - the unit charge will be assigned based on the amount of square feet of gross floor area constructed for non-residential uses
 - The area charge will be assigned based on the amount of net developable area constructed for non-residential uses.
- 5) Costs allocated to residential and non-residential uses are based upon a number of conventions, as may be suited to each municipal circumstance, e.g.
 - For treatment, a 72% residential/28% non-residential allocation has been made based on population vs. employment growth of the emerging, established and industrial areas over the buildout forecast period.
 - For all network infrastructure a 84% residential/16% non-residential allocation has been made based on population vs. employment growth of the emerging and established areas over the buildout forecast period.

7.3.2 Application to Redevelopment of Land (Demolition and Conversion)

If a development involves the demolition of and replacement of a building or structure on the same site, or the conversion from one principal use to another, the developer shall be allowed a credit equivalent to:

- 1) the number of dwelling units demolished/converted multiplied by the applicable residential development charge in place at the time the development charge is payable; and/or
- 2) the gross floor area of the building demolished/converted multiplied by the current non-residential development charge in place at the time the development charge is payable.

The demolition credit is allowed only if the land was improved by occupied structures and if the demolition permit related to the site was issued less than 60 months prior to the issuance of a building permit. The credit can, in no case, exceed the amount of development charges that would otherwise be payable.

7.3.3 Exemptions (full or partial)

No exemptions have been provided for at this time in the development charge by-law.

7.3.4 Phasing in

No provisions for phasing in the development charge are provided in the development charge by-law.

7.3.5 Timing of Collection

A development charge that is applicable shall be calculated and payable;

- The area (net hectare) network development charges are payable upon entering into a development agreement at the time of subdivision approval.
- The residential per-unit or non-residential per-square-foot network development charges and treatment development charges are payable upon issuance of a development permit.
- If the net hectare network development charges were not payed at the time of subdivision, the net hectare network charges will be payable upon issuance of a development permit in addition to the per-unit or per-square foot network development charges and treatment development charges.

7.3.6 Indexing

Indexing of the development charges shall be implemented on a mandatory basis for this by-law. The development charges shall be indexed annually commencing on the first anniversary date of the by-law and each anniversary date thereafter, in accordance with the Statistics Canada Quarterly, Non-Residential Building Construction Price Index (CANSIM Table 327-0043) Canada Series, for the most recent year-over-year period.

7.3.7 The Applicable Areas

A development charge is applicable to the following areas;

- charges for treatment apply to the existing and emerging areas; and
- charges for network infrastructure apply to the emerging area.

7.3.8 Transitional Policy

It is recommended that, as a means of transitional policy:

- 1) Developments that have entered into development agreements with the City as of the date of passage of the D.C. bylaw (i.e. have completed a signed development agreement) shall be exempt from this bylaw. However, this is a transitional provision and these developers will be subject to the next D.C. bylaw to be adopted in three (3) years, and all subsequent, D.C. bylaws put into force by the City. These developments will receive a credit based on the amount and the rules under the governing bylaw; and
- 2) Developments that have received conditional approval at, or by, the date of passage of the D.C. bylaw will have six (6) months to execute a development agreement, upon which the development will be subject to the rules detailed in section i). Failure to execute/sign a development agreement with the City will result in the development being subject to the rules and charges in this D.C. bylaw.

7.4 Other Development Charge By-law Provisions

It is recommended that:

7.4.1 Categories of Services for Reserve Fund and Credit Purposes

The City does not currently have development charge reserve funds. It is recommended that the City set up development charge reserve funds for collections reserved in six separate reserve funds: Transportation, Drainage, Water Linear, Sewer Linear, Water Treatment, and Sewer Treatment. Appendix B outlines common reserve fund policies that the City may follow.

7.4.2 By-law In-force Date

A development charges by-law comes into force on the day after which the by-law is passed by Council.

8. By-law Implementation

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

These include notices, potential appeals and complaints, credits, front-ending agreements, subdivision agreement conditions and finally the collection of revenues and funding of projects.

The following sections overview the requirements in each case.

8.1 Notice of Passage

When a D.C. by-law is passed, the City clerk should give notice of passing along with any procedures Council deems desirable as part of the implementation process. Such notice should be given within a reasonable amount of time after the day the by-law is passed (i.e. as of the day of newspaper publication or the mailing of the notice).

8.2 By-law Pamphlet

In addition to the “notice” information, the City may prepare a “pamphlet” explaining each development charge by-law in force, setting out:

- a description of the general purpose of the development charges;
- the “rules” for determining if a charge is payable in a particular case and for determining the amount of the charge; and
- the services to which the development charges relate.

The City should provide one copy of the most recent pamphlet without charge, to any person who requests one.

8.3 Complaints and Appeals

A person required to pay a development charge, or his agent, may complain to the General Manager of Development Services imposing the charge that:

- the amount of the charge was incorrectly determined;
- the reduction to be used against the development charge was incorrectly determined; or
- there was an error in the application of the development charge.

If the individual is not satisfied with the decision received from the General Manager of Development Services, then this matter may be appealed directly to Council, in writing.

8.4 Credits

Regarding credits where a City agrees to allow a person to perform work in the future that relates to a service in the D.C. by-law, these credits would be used to reduce the amount of development charges to be paid. The value of the credit is limited to the reasonable cost of the work which does not exceed the average level of service. The credit applies only to the service to which the work relates, unless the City agrees to expand the credit to other services for which a development charge is payable.

8.5 Front-Ending Agreements

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

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**Appendix A – Background Information on
Residential and Non-residential Growth to
Buildout**

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Schedule A-1
City of Brandon
PERSONS PER UNIT BY AGE AND TYPE OF DWELLING
(2011 CENSUS)

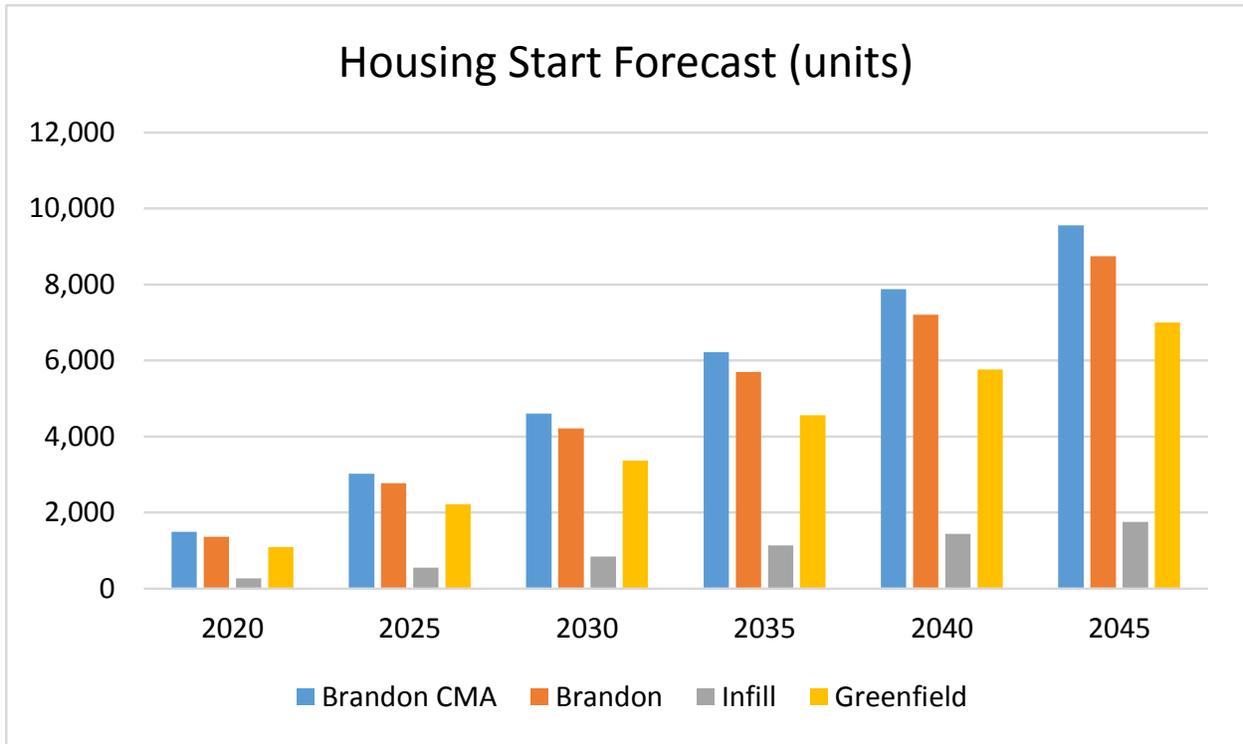
Age of Dwelling	LOW DENSITY - Single and Semi-Detached					Total
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	
1-5	-	-	1.864	3.047	3.786	2.717
6-10	-	-	2.048	2.855	-	2.653
11-15	-	-	1.538	3.025	3.444	2.852
16-20	-	-	2.533	2.913	-	2.746
20-25	-	-	-	2.844	-	2.750
25-35	-	-	2.053	2.873	-	2.748
35+	0.517	1.519	2.115	2.681	3.244	2.560
Total	0.661	2.259	2.077	2.753	3.271	2.615

Age of Dwelling	MEDIUM DENSITY - Rows and Apartment in Duplex					Total
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	
1-5	-	-	2.000	2.857	-	2.283
6-10	-	-	-	-	-	-
11-15	-	-	-	-	-	1.818
16-20	-	-	-	-	-	2.385
20-25	-	-	-	-	-	-
25-35	-	-	2.500	-	-	3.120
35+	0.643	-	3.105	3.252	-	2.811
Total	0.690	-	2.446	3.219	-	2.623

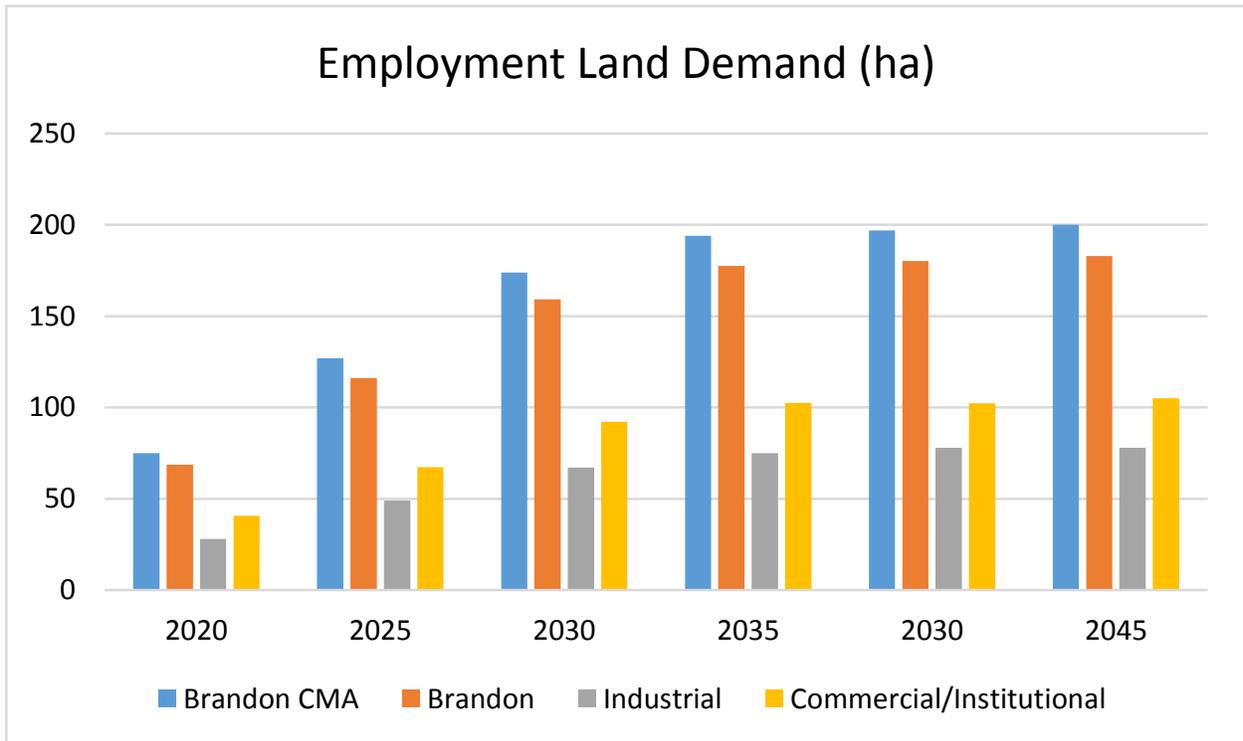
Age of Dwelling	HIGH DENSITY - Apartments < > 5 Storeys					Total
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	
1-5	-	1.722	1.974	-	-	1.968
6-10	-	1.333	1.827	-	-	1.886
11-15	-	-	1.774	-	-	1.710
16-20	-	1.667	1.750	-	-	1.532
20-25	-	1.261	1.708	-	-	1.522
25-35	-	1.339	1.631	-	-	1.562
35+	0.981	1.339	1.831	3.167	-	1.574
Total	0.942	1.363	1.794	3.800	-	1.623

Age of Dwelling	ALL DENSITY TYPES					Total
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	
1-5	-	2.077	1.923	2.564	3.867	2.333
6-10	-	1.214	1.894	2.757	-	2.290
11-15	-	-	1.700	2.708	3.263	2.341
16-20	-	1.100	2.060	2.717	-	2.270
20-25	-	1.292	1.825	2.740	-	2.353
25-35	-	1.367	1.803	2.884	3.000	2.225
35+	1.043	1.405	1.991	2.675	3.169	2.338
Total	1.039	1.416	1.932	2.692	3.218	2.323

Schedule A-2



Schedule A-3



Schedule A-4 Residential Developments to Buildout

Established Area

Roll #	Address	Use Type	Zoning	Units	Timeframe to Buildout
32474	1200 Pacific Ave	Apartments	HMU	60	3 - 10 Years (Medium)
Varies	Varies	Apartments	HES	60	3 - 10 Years (Medium)
561944	2200 Pacific Ave	Apartments	HMU	88	0 - 2 Years until Complete Buildout
568568	2350 Louise Ave	Apartments	RMD	42	3 - 10 Years until Complete Buildout
203299	2105 Brandon Ave	Apartments	RMD	60	3 - 10 Years (Medium)
30163	30 3rd St	Apartments	HTR	38	3 - 10 Years (Medium)
82131	660 Van Horne Ave	Apartments	RMD	32	0 - 2 Years until Complete Buildout
Varies	Varies	Single-Detached / Multi-Family	RMD	48	3 - 10 Years (Medium)
Varies	Varies	Apartments	HES	94	3 - 10 Years until Complete Buildout
Varies	Varies	Varies	All	453	Varies
				975	

Emerging Area

Roll #	Address	Use Type	Units	Net Area (ha)	Timeframe to Buildout
Varies	Varies	Modular Homes / Single-Detached / Townhouse / Apartments	1,860	71.59	11 + Years (Long)
562264	1501 Braecrest Dr	Apartments	300	3.22	11 + Years until Complete Buildout
Varies	Varies	Single-Detached / Apartments	408	10.94	11 + Years (Long)
391789	501 Braecrest Dr	Apartments	48	0.65	11 + Years (Long)
346759	1340 1st St N	Apartments	48	0.34	3 - 10 Years until Complete Buildout
510701	1035 1st St N	Campus Housing	300	13.54	11 + Years until Complete Buildout
474064	1620 Braecrest Dr	Townhouse / Apartments	54	1.10	3 - 10 Years (Medium)
517862	335 50th St	Residential	300	11.50	11 + Years until Complete Buildout
974832	501 50th St	Residential	300	16.81	11 + Years until Complete Buildout
235689	507 42nd St	Apartments	48	0.76	0 - 2 Years until Complete Buildout
235739	619 42nd St	Single-Detached	7	0.27	3 - 10 Years until Complete Buildout
237792		Single-Detached	9	0.40	3 - 10 Years until Complete Buildout
237818	805 42nd St	Single-Detached	35	1.23	3 - 10 Years until Complete Buildout
974964	3500 McDonald Ave	Apartments	50	2.05	3 - 10 Years (Medium)
Varies	39th Street	Single-Detached	8	0.20	11 + Years (Long)
560664	2005 Tracey St	Fourplex	116	1.64	0 - 2 Years until Complete Buildout
Varies	Varies	Apartments/Single-Detached	265	5.54	3 - 10 Years (Medium)
		Low Density / Moderate Density / Single/Semi-Detached /			
535609		Townhouse / Apartments	927	47.95	11 + Years (Long)
		Single/Semi-Detached /			
		Townhouse / Apartments	369	22.41	11 + Years until Complete Buildout
974071	1660 34th St	Single/Semi-Detached	181	9.10	3 - 10 Years (Medium)
570507	1900 34th St	Low Density / Moderate Density	942	42.09	11 + Years until Complete Buildout
		Single-Detached / Low Density /			
		Moderate Density	1338	41.66	11 + Years (Long)
		Single-Detached	69	5.10	11 + Years until Complete Buildout
486225	2335 Patricia Ave	Modular Homes	41	2.83	0 - 2 Years until Complete Buildout
974162	2210 Maryland Ave	Single-Detached	55	3.16	11 + Years until Complete Buildout
974196	1905 26th St	Apartments	190	2.78	11 + Years until Complete Buildout
Varies	Varies	Apartments	440	2.91	
531293	1651 12th St	Apartments	120	1.98	11 + Years until Complete Buildout
		School Site (Likely Low Density			
529172	5 Hummingbird Ln	Residential)	45	1.97	11 + Years until Complete Buildout
			8,873	326	

**Schedule A-5
Non-residential Developments to Buildout**

Established Area

Roll #	Address	Use Type	Net Area (ha)
181404	1920 Park Ave	Non-Residential	1.08
168229	2016 Victoria Ave	Non-Residential	0.15
515601	116 Industrial Dr	Non-Residential	0.44
515627	120 Industrial Dr	Non-Residential	0.26
515643	124 Industrial Dr	Non-Residential	0.20
515676	128 Industrial Dr	Non-Residential	0.25
			2.37

Emerging Area

Roll #	Address	Use Type	Net Area (ha)
467704	1001 Middleton Ave	Non-Residential	0.99
562025	900 Middleton Ave	Non-Residential	0.69
531509	571 Middleton Ave	Non-Residential	0.71
978635	1910 Hamilton Ave	Non-Residential	1.85
563429	1745 18th St N	Non-Residential	1.34
565325	1910 Bell Ave	Non-Residential	13.68
563403	1725 18th St N	Non-Residential	0.86
563411	1655 Clare Ave	Non-Residential	1.83
560078	1555 18th St N	Non-Residential	3.31
379578	1870 1st St N	Non-Residential	0.74
379842	1620 1st St N	Non-Residential	0.74
379909	1610 1st St N	Non-Residential	0.72
		Non-Residential	3.46
467571	1310 1st St N	Non-Residential	0.30
346916	1320 1st St N	Non-Residential	0.22
540948	300 Agnew Dr	Non-Residential	0.53
540526	400 Agnew Dr	Non-Residential	0.98
540542	200 Agnew Dr	Non-Residential	0.77
540567	205 McGill Dr	Non-Residential	0.20
540476	100 Agnew Dr	Non-Residential	1.19
540492	600 Aviation Ave	Non-Residential	0.52
548909	300 McGill Dr	Non-Residential	0.63
548941	100 Commonwealth Way	Non-Residential	0.36
553297	Unit 6 - 301 Aviation Ave	Non-Residential	0.10
553271	Unit 4 - 301 Aviation Ave	Non-Residential	0.10
553263	Unit 3 - 301 Aviation Ave	Non-Residential	0.10
553255	Unit 2 - 301 Aviation Ave	Non-Residential	0.10
553248	Unit 1 - 301 Aviation Ave	Non-Residential	0.10
974832	501 50th St	Non-Residential	4.77
235598	4130 Victoria Ave	Non-Residential	0.04
235648	4110 Victoria Ave	Non-Residential	0.11
555276	530 38th St	Non-Residential	0.39
390971	2222 Currie Blvd	Non-Residential	1.18
333955	2059 Lyndale Dr	Non-Residential	0.37
215772	1502 13th St	Non-Residential	0.14
216101	1510 12th St	Non-Residential	0.05
216036	1512 12th St	Non-Residential	0.09
216028	1530 12th St	Non-Residential	0.19
216002	1550 12th St	Non-Residential	0.14
243444	1620 12th St	Non-Residential	0.30
531293	1651 12th St	Non-Residential	2.59
243931	1603 12th St	Non-Residential	0.05
515031	1505 1st St	Non-Residential	0.37
515304	1609 1st St	Non-Residential	0.10
515338	1613 1st St	Non-Residential	0.09
515353	1617 1st St	Non-Residential	0.09
515379	1621 1st St	Non-Residential	0.09
515395	1625 1st St	Non-Residential	0.09
515411	1629 1st St	Non-Residential	0.09
515437	1633 1st St	Non-Residential	0.10
246579	1703 1st St	Non-Residential	0.85
248518	1801 1st St	Non-Residential	0.81
Varies	420 Maryland Ave (elementary school)	Non-Residential	5.36
	South of City Boundary	Non-Residential	14.18
			69.77

Appendix B – Development Charge Reserve Fund Policy



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Appendix B – Development Charge Reserve Fund Policy

It is recommended that development charge collections (and associated interest) be placed in separate reserve funds. The following provides a D.C. reserve fund policy for the City to follow regarding reserve fund establishment and use:

- a City shall establish a reserve fund for each service to which the D.C. by-law relates, however, services may be grouped into categories of services for reserve fund (and credit) purposes;
- the City shall pay each development charge it collects into a reserve fund or funds to which the charge relates;
- the money in a reserve fund shall be spent only for the “capital costs” determined through the calculation process;
- monies in reserve funds collected for a specific service are only to be used for that service; and

Annually, the Finance Department is recommended to provide Council with a financial statement related to the D.C. by-law(s) and reserve funds. The following information should be included in the Treasurer’s statement:

- opening balance;
- closing balance;
- description of each service and/or service category for which the reserve fund was established;
- transactions for the year (e.g. collections, draws);
- list of credits by service or service category (outstanding at beginning of the year, given in the year and outstanding at the end of the year by holder);
- amounts borrowed, purpose of the borrowing and interest accrued during previous year;
- amount and source of money used by the City to repay municipal obligations to the fund;
- schedule identifying the value of credits recognized by the City, the service to which it applies and the source of funding used to finance the credit; and
- for each draw, the amount spent on the project from the D.C. reserve fund and the amount and source of any other monies spent on the project.

Based upon the above, Figure B-1 sets out the format for which annual reporting to Council should be provided.

**Figure B-1
City of Brandon**

Annual Treasurer's Statement of Development Charge Reserve Funds

Description	Services to which the Development Charge Relates (examples)						Total
	Transportation	Water Services	Wastewater Services	Drainage	Water Treatment	Wastewater Treatment	
Opening Balance, January 1, _____							0
<u>Plus:</u>							
Development Charge Collections							0
Accrued Interest							0
Repayment of Monies Borrowed from Fund and Associated Interest ¹							0
Sub-Total	0	0	0	0	0	0	0
<u>Less:</u>							
Amount Transferred to Capital (or Other) Funds ²							0
Amounts Refunded							0
Amounts Loaned to Other DC Service Category for Interim Financing							0
Credits ³							0
Sub-Total	0	0	0	0	0	0	0
Closing Balance, December 31, _____	0	0	0	0	0	0	0

¹ Source of funds used to repay the DC reserve fund

² See Attachment 1 for details

³ See Attachment 2 for details

**Attachment 1
City of Brandon**

Amount Transferred to Capital (or Other) Funds - Capital Fund Transactions

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

Amount Transferred to Operating (or Other) Funds - Operating Fund Transactions

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

**Attachment 2
City of Brandon**

Statement of Credit Holder Transactions

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

Appendix C – Local Service Policy

Appendix C – Local Service Policy

General Policy Guidelines on Development Cost Charge and Local Service Funding for Road-Related, Stormwater Management, Water Works, Sanitary Sewer Works and Parkland Development

The following guidelines need to be read in conjunction with the City's Municipal Service Standards requirements.

1. Collector Roads
 - 1.1 Collector roads internal to development – Direct developer responsibility
 - 1.2 Roads (collector and arterial) external to development – Include in the D.C. calculation
2. Traffic Signals (includes traffic control systems)
 - 2.1 Traffic signalization within or external to development – Include in the D.C. calculation
3. Intersection Improvements
 - 3.1 Intersection improvements internal to development – Direct Developer Responsibility
 - 3.2 Intersection improvements external to development which provide a connection to a road internal to the development – Direct developer responsibility
 - 3.3 Intersection improvements external to development which do not provide a connection to a road internal to the development – include in the D.C. Streetlights
 - 4.1 Streetlights on external roads – Include in the D.C.
 - 4.2 Streetlights within specific developments – Direct developer responsibility

4. Sidewalks
 - 5.1 Sidewalks on Provincial and City roads – Include in the D.C.
 - 5.2 Sidewalks on internal roads – Developer reasonability
 - 5.3 Other sidewalks external to development (adjacent to development or within the area to which the plan relates) – Direct developer responsibility
5. Bike Routes/Bike Lanes/Bike Paths/Multi-Use Trails/Naturalized Walkways
 - 6.1 Bike routes and bike lanes, within road allowance, external to development – Include in the D.C. road costs
 - 6.2 Bike lanes, within road allowance, internal to development – Direct developer responsibility
 - 6.3 Bike paths/multi-use trails/naturalized walkways internal to development – Direct developer responsibility
 - 6.4 Bike paths/multi-use trails/naturalized walkways adjacent to a development or within the area to which the plan relates – Direct developer responsibility
6. Noise Abatement Measures
 - 7.1 Internal or adjacent to development – Direct developer responsibility
7. Land Acquisition for Infrastructure for Network Expansions or Improvements
 - 7.1 Land acquisition for infrastructure networks internal to, adjacent or directly benefiting a development - Direct developer responsibility
 - 7.2 Land acquisition for infrastructure networks external to a development - Include in the D.C.C. calculation
8. Land Acquisition for Easements
 - 8.1 Easement costs external to subdivisions shall be included in the D.C. calculation.

9. Storm Water Management

9.1 Design and construction of stormwater management infrastructure – Direct developer responsibility

9.2 Oversizing of stormwater management works for development external to developments will be subject to best efforts clauses to recover from benefiting lands.

9.3 Broader Network conveyance system infrastructure - Include in the D.C. calculation

10. Water

10.1 Booster stations and works associated with pressure zone boundaries to be included within the D.C.

10.2 Watermains external to subdivisions included in the D.C.

10.3 Developer responsible for costs of waterworks within the subdivision which are 300 mm or less nominal diameter

10.4 Connections to trunk mains and booster stations to service specific areas, to be direct developer responsibility.

11. Sanitary Sewer

11.1 Lift stations shall be included in the D.C.

11.2 Sanitary sewers external to subdivisions included in the D.C.

11.3 Connections to trunk mains and lift stations to service specific areas to be direct developer responsibility.

11.4 Developer responsible for costs of sanitary sewers within the subdivision which are 350 mm or less nominal diameter

12. Parkland Development

13.1 All greenspace areas internal to development, including grading, landscaping (trees, shrubs, sod) and amenities (benches, playgrounds, signage) – direct developer responsibility.

Appendix D – 10-Year Capital Budget

TRANSPORTATION (roads)													
		Account	Description	1 2017	2 2018	3 2019	4 2020	5 2021	6 2022	7 2023	8 2024	9 2025	10 2026
New	3-10 years		Clare Ave - 1st N to 18th St N		805,104		2,000,000						
Upgrade	11+ years		Braecrest Dr - 1st St N to 18th St N										
Upgrade	0-2 years		PTH #1A - 34th St to 42nd St	5,137,506									
Upgrade	11+ years		Richmond Ave - 26th St to 34th St										
New	3-10 years		Maryland Ave - 26th St to 34th St			1,412,399							
Upgrade	3-10 years		34th St - Richmond to Maryland						1,060,975				
Upgrade	3-10 years		34th St - Maryland to Patricia						1,060,975				
Upgrade	11+ years		34th St - Richmond to Park Ave										
Upgrade	3-10 years		Patricia Ave - 18th St to 38th St							3,086,472			
Upgrade	11+ years		Patricia Ave - 1st St to 18th St										
Upgrade	3-10 years		PTH #10 - Richmond Ave to Commercial South of Patricia										5,000,000
Upgrade	3-10 years		1st St - Richmond Ave to Patricia Ave						3,052,401				
Upgrade	11+ years		17th St E - PTH #110 to Victoria Ave										
Upgrade	11+ years		Victoria Ave E - 17th St E to PTH #110										
TOTAL				5,137,506	805,104	1,412,399	2,000,000	0	5,174,351	3,086,472	0	0	5,000,000
TRANSPORTATION (roads)													
		Account	Description	1 2017	2 2018	3 2019	4 2020	5 2021	6 2022	7 2023	8 2024	9 2025	10 2026
Roundabout	11+ years		Highland Ave & PTH No. 10 (18th St N)										
Roundabout	11+ years		Highland Ave & PTH No. 1A (1st St N)										
Roundabout	0-2 years		Clare Ave & PTH No. 10 (18th St N)		380,000								
Roundabout	11+ years		Clare Ave and PTH No. 1A (1st St N)				380,000						
Signals	0-2 years		Braecrest Dr & PTH No. 10 (18th St N)		300,000								
Signals	3-10 years		Braecrest Dr & PTH No. 1A (1st St N)			300,000							
Signals	0-2 years		36th St & PTH No. 1A (Victoria Ave)		300,000								
Roundabout	3-10 years		34th St & Maryland Ave			380,000							
Roundabout	3-10 years		26th St & Maryland Ave			380,000							
Roundabout	11+ years		34th St & Patricia Ave										
Signals	3-10 years		Patricia Ave & PTH No. 10 (18th St)								380,000		
Roundabout	11+ years		Patricia Ave & 1st St										
TOTAL				0	980,000	1,060,000	380,000	0	0	0	380,000	0	0
GRAND TOTAL				10,437,506	26,170,104	37,927,399	22,880,000	0	5,174,351	4,706,472	1,730,000	0	9,340,000

Appendix E – Draft By-law

DRAFT FOR PUBLIC DISCUSSION

CITY OF BRANDON DEVELOPMENT CHARGES
DRAFT BY-LAW CONTENT

BEING A BY-LAW of The City of Brandon to establish development charges and to be known as the “Development Charges By-law”.

WHEREAS *The Municipal Act*, Sections 232(2) and 311, provides that the Council of a municipality may by by-law impose development charges against land to pay for increased capital costs required because of increased needs for services;

AND WHEREAS a development charge background study has been completed;

AND WHEREAS the Council of the City of Brandon has given notice and held a public meeting on the ___ day of June, 2017 to solicit feedback from the public;

NOW THEREFORE, the Council of The City of Brandon, duly assembled, enacts as follows:

PART I: DEFINITIONS

1. **DEFINITIONS**
In this by-law:

“ACT” means *The Municipal Act*, C.C.S.M. c.M225 and amendments thereto.

“ACCESSORY USE” means an activity customarily incidental, related, appropriate and clearly subordinate to the principal use of the site or building.

“BENEFITING AREA” means an area defined by a map, plan or legal description in a front-ending agreement as an area that will receive a benefit from the construction of a service.

“CAPITAL COST” means costs incurred or proposed to be incurred by the municipality to

- (a) acquire land or an interest in land, including a leasehold interest;
- (b) improve land;
- (c) acquire, lease, construct or improve buildings and structures;
- (d) acquire, construct or improve facilities including
 - (1) furniture and equipment, and
 - (2) rolling stock; and
- (e) undertake studies in connection with any of the matters in clauses (a) through (d), including the development charge background study required for the provision of services designated in this by-law within or outside the City of Brandon, including interest on borrowing for those expenditures under clauses (a) through (d) that are growth-related.

“COUNCIL” means the Council of the City of Brandon.

“DENSITY, LOW” means detached, semi-detached, duplex and row house dwellings.

“DENSITY, HIGH” means multiple dwellings.

“DEVELOPMENT” means the construction, erection or placing of one or more buildings or structures on land or the making of an addition or alteration to a building or structure that has the effect of increasing the size or usability thereof, and includes redevelopment.

“DEVELOPMENT CHARGE” means a charge imposed with respect to this by-law.

“DWELLING, DETACHED” means a building containing only one (1) dwelling unit and includes a mobile or modular home.

“DWELLING, DUPLEX” means a building containing two (2) dwelling units with both dwelling units occupying the same site.

“DWELLING, MULTIPLE” means a building containing three (3) or more dwelling units, other than a row house dwelling.

“DWELLING, ROW HOUSE” means a building with three (3) or more dwelling units joined side by side (or occasionally side to back), such as a townhouse, but not having any other dwellings either above or below. Each unit may or may not occupy its own site.

“DWELLING, SEMI-DETACHED” means a building containing two (2) dwelling units with each dwelling unit occupying its own site.

“DWELLING UNIT” means one (1) or more rooms in a building designed for one (1) or more persons as a single housekeeping unit, with cooking, eating, living, sleeping and sanitary facilities.

“FLOOR AREA” means the sum of the gross horizontal areas of all the storeys and basements of all buildings and structures on a site, measured from the exterior face of the exterior walls or from the centreline of party walls.

“GROWTH AREA, EMERGING” means the areas identified as such in Schedule “C” of this by-law.

“GROWTH AREA, ESTABLISHED” means the areas identified as such in Schedule “C” of this by-law.

“LOCAL SERVICES” means those services, facilities or things that are under the jurisdiction of the municipality and are related to a plan of subdivision or within the area to which the plan relates in respect of the lands under Section 135 of *The Planning Act*.

“MIXED USE” means a building or structure of any kind whatsoever used, designed or intended to be used for a mix of residential and non-residential uses.

“MOBILE HOME” means a portable dwelling unit which is designed or used for residential occupancy, built upon or having a frame or chassis to which wheels may be attached by which it may be moved upon a highway, whether or not such structure actually has at any time such wheels attached, or is jacked up or skirted, and which conforms to the structural standards of *The Buildings and Mobile Homes Act*, C.C.S.M. C. B93 and amendments thereto.

“MODULAR HOME” means a portable dwelling unit similar to but distinct from a mobile home, in that it may be folded, collapsed or telescoped when in tow, whose chassis is not designed to accommodate wheels, but which may be extended for additional space.

“MUNICIPALITY” means the municipal corporation known as The City of Brandon.

“NET DEVELOPABLE AREA” means the area of land in hectares, excluding all lands for

- (a) public or school reserves,
- (b) public streets,
- (c) private roads registered as common elements as defined in *The Condominium Act*, C.C.S.M. c. C170 and amendments thereto,
- (c) land for municipal services, and
- (d) land not suitable for building sites as defined in clause 135.6(d) of *The Planning Act*.

“NON-RESIDENTIAL USE” means a building or structure of any kind whatsoever used, designed or intended to be used for other than a residential use and includes all commercial, industrial and institutional uses.

“OWNER” means as defined in *The Planning Act* which states that, in relation to property, a person who is the owner of a freehold estate in the property, and includes a person who is an owner with another person as joint tenant or tenant in common of a freehold estate, a person who is the registered owner of a unit under *The Condominium Act*, C.C.S.M. c.C170, and a real owner as defined in *The Municipal Assessment Act*, C.C.S.M. c.M226.

“PLANNING ACT, THE” means *The Planning Act*, C.C.S.M. c.P80 and amendments thereto.

“REGULATION” means any regulation made pursuant to the Act.

“RESIDENTIAL USE” means land, buildings or structures of any kind whatsoever used, designed or intended to be used as living accommodations for one (1) or more individuals.

“SERVICES” (or **“SERVICE”**) means those services designated in Schedule “A” to this by-law.

“SITE” means an area of land that is a whole lot or block in a registered plan of subdivision, or the aggregate of all contiguous land described in a single certificate of title.

“DEVELOPMENT AGREEMENT” means an agreement between a landowner and the municipality relative to the provision of municipal services to specified lands within the City of Brandon.

“ZONING BY-LAW” means the City of Brandon Zoning By-law.

PART II: DESIGNATION OF SERVICES

2. The categories of services for which development charges are imposed under this by-law are as follows:
 - (a) Transportation;
 - (b) Drainage;
 - (c) Water services; and
 - (d) Wastewater services.
3. The components of the services designated in section 2 of this by-law are described in Schedule “A” of this by-law.

PART III: APPLICATION OF BY-LAW RULES

4. Development charges shall be payable in the amounts set out in this by-law where
 - (a) the lands are located in the areas described in section 5 of this by-law, and
 - (b) the development of the lands requires any of the approvals set out in subsection 7(a) of this by-law.

DIVISION I: Area to Which By-law Applies

5. Subject to section 6,
- (a) charges for water treatment and wastewater treatment as per Schedules “B-1” and “B-2” of this by-law apply to all lands within the City of Brandon, and
 - (b) linear infrastructure charges for transportation, water, wastewater, and drainage as per Schedule “B-1” of this by-law apply to the “Emerging Growth Areas” in the City of Brandon as shown in Schedule “C” to this by-law.
6. This by-law shall not apply to lands that are owned by and used for the purposes of the municipality or a local board thereof.

DIVISION II: Approvals for Development

7. Development charges shall be imposed on all lands, buildings or structures that are developed for residential or non-residential uses if the development requires
- (a) the approval of a Plan of Subdivision or Plan of Condominium under The Planning Act, or
 - (b) the issuing of a development permit under the Zoning By-law, in relation to a use, building or structure.

DIVISION III: Amount of Charges

8. **Residential Uses**

- (a) The development charges for water treatment and wastewater treatment described in Schedules “B-1” and “B-2” of this by-law shall be imposed on residential uses of lands, buildings or structures, excluding accessory use buildings, and calculated with respect to each of the services according to the type of residential units.
- (b) The network infrastructure development charges for transportation, drainage, and water and wastewater linear infrastructure, described in Schedule “B-1” of this by-law shall be imposed on residential uses of lands, buildings or structures, excluding accessory use buildings, and calculated with respect to each of the services according to the type of residential units and the net developable area of the site.
- (c) The net hectare network development charges described in Schedule “B-1” of this by-law shall not apply to any development, including new buildings and building additions, on an existing developed site.

9. **Non-Residential Uses**

- (a) The development charges for water treatment and wastewater treatment described in Schedules “B-1” “B-2” of this by-law shall be imposed on non-residential uses of lands and buildings, including accessory use buildings, and calculated with respect to each of the services according to the floor area of the building.
- (b) The network infrastructure development charges for transportation, drainage, and water and wastewater linear infrastructure described in Schedule “B-1” of this by-law shall be imposed on non-residential uses of lands and buildings, including accessory use buildings, and calculated with respect to each of the services according to the floor area of the building and the net developable area of the site.

- (c) The net hectare network development charges described in Schedule “B-1” of this by-law shall not apply to any development, including new buildings and building additions, on an existing developed site.

10. Mixed Uses

- (a) The development charges for water treatment and wastewater treatment described in Schedules “B-1” and “B-2” of this by-law shall be imposed on mixed uses of lands and buildings, excluding accessory use buildings, and calculated with respect to each of the services according to the type of residential units and the gross floor area of the building used for non-residential uses.
- (b) The network infrastructure development charges for transportation, drainage, and water and wastewater linear infrastructure, described in Schedule “B-1” of this by-law shall be imposed on mixed uses of lands and buildings, excluding accessory use buildings, and calculated with respect to each of the services according to the type of residential units, the gross floor area of the building used for non-residential uses, and the net developable area of the site.
- (c) The net hectare network development charges described in Schedule “B-1” of this by-law shall not apply to any development, including new buildings and building additions, on an existing developed site.

DIVISION IV: Reduction of Development Charges

- 11. Notwithstanding any other provision of this by-law, where a building or structure existing on a site was or is to be demolished in whole or in part, or converted from one principal use to another principal use, within sixty (60) months prior to the date of payment of development charges as a result of redevelopment, the development charges otherwise payable with respect to such redevelopment shall be reduced by the following amounts:**

- (a) In the case of a residential building or structure, an amount calculated by multiplying the applicable development charges under section 8 of this by-law by the number of dwelling units according to type, and the net developable site area being demolished or converted to another principal use multiplied by the development charge in place at the time the development is payable;
- (b) In the case of a non-residential building or structure, an amount calculated by multiplying the applicable development charges under section 9 of this by-law by the floor area of the building, and the net developable area being demolished or converted to another principal use multiplied by the development charge in place at the time the development is payable;
- (c) In the case of a mixed use building or structure, an amount calculated by multiplying the applicable development charges under section 10 of this by-law by the floor area of the non-residential use, by the number of residential units according to type, and the net developable site area being demolished or converted to another principal use multiplied by the development charge in place at the time the development is payable; and
- (c) The sum of reductions calculated in subsections 11(a) through (c) of this by-law shall not exceed the amount of the development charges otherwise payable with respect to the redevelopment.

DIVISION V: Time of Payment of Development Charges

12. The net hectare network development charges described in Schedule “B-1” of this by-law are payable upon entering into a development agreement with the municipality at the time of subdivision approval.
13. The residential per-unit or non-residential per-square-foot network development charges and treatment development charges described in Schedules “B-1” and “B-2” of this by-law are payable upon issuance of a development permit.
14. If the net hectare network development charges were not paid at the time of subdivision, the net hectare network charges will be payable upon issuance of a development permit in addition to the per-unit or per-square foot network development charges and treatment development charges.

DIVISION VI: Transitional Rules

15. Developments with development agreements executed with the municipality prior to this by-law coming into force are exempt from this by-law. However, these developments shall be subject to the development charges in all subsequent development charges by-laws put into force by the municipality. These developments shall receive a credit based on the amount and the rules under the governing by-law.
16. Developments that have received conditional approval for a subdivision or a conditional use at or by the date of this by-law coming into force shall have six (6) months to execute a development agreement, upon which the development shall be subject to the rules detailed in section 12. Failure to execute a development agreement with the municipality will result in the development being subject to the rules and charges in this by-law.

PART IV: PAYMENT BY SERVICES

17. Notwithstanding the payments required under section 11, Council, by agreement, may give a credit towards a development charge in exchange for work that relates to a service for which a development charge is imposed under this by-law.

PART V: INDEXING

18. Development charges imposed pursuant to this by-law shall be adjusted annually, without amendment to this by-law, commencing on the first anniversary date of this by-law and each anniversary date thereafter in accordance with the Statistics Canada Quarterly Construction Price Statistics, Canada Series.

PART VI: SCHEDULES

19. The following schedules of this by-law form an integral part thereof:

Schedule “A” -	Designated Services under This By-law
Schedule “B-1” -	Schedule of Development Charges – Emerging Growth Area
Schedule “B-2” -	Schedule of Development Charges – Established Growth Area
Schedule “C” -	Map of Emerging and Established Growth Areas

PART VII: ENACTMENT AND TERM

Draft content for public discussion only.

20. This by-law shall come into full force and take effect on the day following its passage.
21. This by-law shall expire three (3) years from the date of this by-law coming into force, unless this by-law is repealed at an earlier date.

DRAFT FOR PUBLIC DISCUSSION

SCHEDULE "A"

OF DEVELOPMENT CHARGES BY-LAW NO. 7175

DESIGNATED MUNICIPAL SERVICES UNDER THIS BY-LAW

Municipal-wide Services

1. Transportation Services

- **Construction of Street Infrastructure**
 - **Arterial Streets**
 - **Collector Streets**
- **Intersection Improvements**
 - **Signalization**
 - **Roundabouts**

2. Drainage Services

- **Storm Sewers**
- **Major Retention Facilities**

3. Water Services

- **Linear Infrastructure**
- **Treatment**

4. Wastewater Services

- **Linear Infrastructure**
- **Treatment**

DRAFT FOR PUBLIC DISCUSSION

SCHEDULE "B"

OF DEVELOPMENT CHARGES BY-LAW NO. 7175

Schedule B-1

By-law No. 7175

Schedule of Development Charges – Emerging Growth Area

Growth Areas	Residential		Non-residential	DC Per Net Hectare
	DC Per Unit		DC Per Sq.ft.	
	Low/Medium Density DC	High Density DC		
Treatment				
Wastewater	423	274	0.24	-
Water	331	214	0.19	-
Subtotal Treatment	754	488	0.43	-
Network Infrastructure				
Transportation	830	537	0.47	19,590
Wastewater	1,280	828	0.73	30,218
Water	403	261	0.23	9,510
Storm Sewer	118	76	0.07	2,776
Subtotal Network	2,631	1,702	1.50	62,093
Total	3,385	2,190	1.93	62,093

Schedule B-2

By-law No. 7175

Schedule of Development Charges – Established Growth Area

Service	Residential DC (per unit)		Non-residential DC (per Sq. Ft.)	
	Low/Medium Density	High Density	Industrial	Commercial/ Institutional
Treatment				
Wastewater	423	274	-	0.24
Water	331	214	-	0.19
Total	754	488	-	0.43

SCHEDULE "C"

OF DEVELOPMENT CHARGES BY-LAW NO. 7175

MAP OF EMERGING AND ESTABLISHED GROWTH AREAS

