



TOWN OF PLYMPTON-WYOMING DEVELOPMENT CHARGES BACKGROUND STUDY (2021)



TOWN OF PLYMPTON-WYOMING

DEVELOPMENT CHARGES BACKGROUND STUDY

June 24, 2021
(updated: September 1, 2021)

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TOWN OF PLYMPTON-WYOMING 2021 DEVELOPMENT CHARGES BACKGROUND STUDY

1.0 Introduction

The Town of Plympton-Wyoming is considering establishing, by by-law, revised development charges to pay for capital costs required due to increased needs for services arising from development. The by-law may establish development charges against residential and non-residential development activities in the Town during the period of 2021-2026. This by-law would be passed under the statutory authority of the *Development Charges Act, 1997* (DCA) as amended and its accompanying Regulations. It will replace the existing Development Charges by-law (By-law 66 of 2016), passed on September 26, 2016.

Section 10 of the Act requires that a development charge background study be completed and specifies the contents of the study. *Ontario Regulation 82/98*, Section 8, as amended (O.Reg. 82/98) further defines the content of the study. This Development Charges Background Study (Background Study) has been prepared in order to provide Council with sufficient information to make a decision on the value of any development charge to adopt. This report includes the following major components:

- An outline of the framework for conducting the study;
- An overview of the local growth forecasts for residential and non-residential activities;
- A summary of growth-related projects and services;
- A synopsis of the methodology applied to establish a development charge;
- The calculations associated with establishing development charges for each applicable service category;
- Asset management information for assets funded by the development charges;
- Presentation of the proposed development charge schedule; and
- Details on the process to implement a Development Charges By-law.

2.0 Background

The Town currently administers a wide variety of public services and maintains an extensive inventory of facilities, infrastructure, equipment and land. Several major infrastructure projects have been initiated in recent years or are being planned for implementation in the foreseeable future. Given the capital investment associated with the provision of these projects and other municipal activities, Council has expressed an interest in considering a new Development Charge By-law to recover applicable costs from new development activities.

B. M. Ross and Associates Limited (BMROSS) was engaged to conduct a Development Charges Background Study to consider the adoption of development charges applicable to new construction activities within the Town. Section 10 of the DCA specifies that the Background Study must include the following components:

- Forecasts for the anticipated amount, type and location of development for which development charges can be applied;
- An estimate of the increased level of service required to accommodate growth (for each service incorporated into the development charge);
- Forecasts of the average service levels for certain services over the 10-year period immediately preceding the preparation of the Background Study. The assessment of previous service levels must consider both the quality and quantity of service provided;
- Assessment of long-term capital and operating costs for infrastructure required for each applicable service;
- Consideration of the use of more than one development charge bylaw to reflect different service areas; and
- An evaluation of life cycle costs and financial sustainability over the lifetime of the asset.

3.0 Current Practice

In 2016, the Town enacted By-law 66 of 2016, to collect development charges on residential and non-residential development within the municipality. Currently, as set out in By-law 66 of 2016, there is a single development charge service area that includes the entire Town.

The current by-law was imposed after consideration of a Development Charges Background Report dated July 25, 2016. This report analyzed potential growth and development across the entire Town and evaluated capital works necessary to service this growth. By-law 66 of 2016 was passed on September 26, 2016, imposing charges for service categories as identified in the 2016 Background Report. The charges established under that by-law are as follows:

Table 3.1 Current Residential Development Charges from Bylaw 66 of 2016

Service Category	Single Detached & Semi-Detached	Multiples	Apartments
Fire Services	\$729	\$710	\$532
Parks and Recreation	\$647	\$630	\$472
Public Works: Buildings and Fleet	\$803	\$781	\$587
General Government	\$388	\$378	\$283
Roads and Related	\$6,560	\$6,386	\$4,789
Total (per unit)	\$9,127	\$8,885	\$6,663

Table 3.2 Current Non-Residential Development Charges from Bylaw 66 of 2016

Development Size (sq. ft)	Total Charge Payable
0 - 500	\$0
501 - 1,000	\$500
1,001 – 10,000	\$1,000
10,001 and greater	\$2,000

The non-residential development charges currently collected through Bylaw 66 of 2016 are less than what was calculated as part of the Background Study. The non-residential development charges calculated per the Background Study were \$111.80 per square meter. At the time of the passing of the By-law, Council decided to reduce the non-residential development charges to the amounts as shown in Table 3.2.

In the period between 2016 and the end of 2020, a total of \$2,302,977.70 was collected in development charges. Tables 3.3 summarize the deposits and expenditures from the development charge accounts between 2016-2020. In the last five years \$0.5 million was expended from the reserve accounts. Money withdrawn from the reserve accounts was applied against debt repayment or payments associated with the projects previously identified in development charge background studies. The development charge reserve accounts have accrued approximately \$53,000 in interest over the same period. The balance of the reserve accounts at the end of 2020 was \$2,103,677.98.

Table 3.3 Summary of Development Charges Collected, Withdrawn and Current Balances

	2015 Balance	Deposits (2016-2020)	Withdrawals	2020 Balance
Public Works Buildings & Fleet	\$14,535.85	\$203,664.52	-\$14,500.00	\$203,700.37
Fire	\$28,991.30	\$185,031.27	-\$45,900.00	\$168,122.87
Parks and Recreation	\$33,144.03	\$158,554.33	-\$52,100.00	\$139,598.36
Administration	\$26,832.27	\$98,765.55	-\$66,653.44	\$58,944.38

	2015 Balance	Deposits (2016-2020)	Withdrawals	2020 Balance
Library	\$33,332.24	\$0	\$0	\$33,332.24
Roads	\$169,817.73	\$1,656,962.03	-\$326,800.00	\$1,499,979.76
Total	306,653.42	\$2,302,977.70	-\$505,953.44	\$2,103,677.98

4.0 Approach

This report is an update of the 2016 Background Study completed by Hemson Consulting Limited. The purpose of this study is to conform to the requirements of the DCA and to support an amount that can be collected as a development charge. It is also an opportunity to review how the assumptions and forecasts used in the previous report performed. Additionally, the process of implementing and collecting the development charges is reviewed to determine whether changes or improvements need to be made. The approach to conducting the review is as follows:

- Review with municipal staff and Council the existing process, what projects were implemented during the life of the existing by-law and to discuss new projects;
- Review historical and future growth in the Town. Town staff provided information on buildings/development activity since the previous report was prepared;
- Town staff and consulting engineers provided updated capital works forecasts and potential projects;
- BMROSS analyzed and evaluated the services collected for in the existing by-law, and the proposed works to service new development, with respect to:
 - Applicability under the Act;
 - Benefit to existing development;
 - Allocation between different types of development;
 - Level of service in the community;
 - Potential impact of long-term capital and operating costs for the proposed works; and
 - Service areas of the proposed works.

The following represent the final components of the development charges process:

- Provide Council with an interim presentation to identify proposed services that could be collected for in a development charge;
- Council determines a development charge amount they intend to collect by by-law;
- Establish, by Council resolution, a development charge schedule which the Town intends to collect;
- Prepare a draft Development Charges By-law prescribing the proposed development charges schedule;

- Arrange a public meeting to present details on the study process and the proposed development charges schedule. The meeting is a requirement of the DCA. A minimum 20-day notice period must be provided prior to the meeting;
- Acknowledge and attempt to address concerns raised during the statutory public meeting, and document input received through consultation;
- Finalize the implementing By-law following consideration of comments received via consultation;
- Obtain, by Council resolution, approval of the proposed Development Charges By-law; and
- Circulate the Notice of Passage for the Development Charges By-law. The By-law will immediately come into effect. The By-law may be appealed to the Ontario Land Tribunal (OLT) in the 40-day period following the passage of the By-law.

5.0 Population and Growth Forecast

5.1 General

Forecasts have been prepared to project population and household growth for the Town of Plympton-Wyoming over a 25-year planning period. The growth forecasts were established following an assessment of general growth and development trends in Plympton-Wyoming as identified from statistical data, building permit data and background research. The forecasts extrapolated from these analyses are considered reasonable projections of growth and development within the Town. The background research and analyses of population and growth is included in Appendix A.

5.2 Current Population and Household Trends

The most recent population count for the Town of Plympton-Wyoming is the 2016 Census. In 2016, the population of Plympton-Wyoming was 7,795 residents, an increase of 219 persons from the 2011 count and 289 persons from the 2006 Census. The increase in population between 2011 and 2016 equates to an annual average growth rate of 0.57%. Over the last 10 years of census data, the annual average growth rate was 0.38%. This suggests that in recent years, the population of the Town has increased at a greater rate than in the past. The population of Wyoming, the urban centre within the Town, is also shown in Table 5.1.

Table 5.1 Census Population Counts, 1996-2016

Year	Plympton-Wyoming	Wyoming
1996	7,344	2,525
2001	7,359	2,986
2006	7,506	3,066
2011	7,576	3,148
2016	7,795	3,416
5-year population change	219	113
10-year population change	289	281

Year	Plympton-Wyoming	Wyoming
20-year population change	451	230
5-year Average Annual Growth Rate (%)	0.57	0.99
10-year Average Annual Growth Rate (%)	0.38	1.28
20-year Average Annual Growth Rate (%)	0.30	0.51
5-year Population Change (%)	2.89	5.03
10-year population change (%)	3.85	13.51
20-year population change (%)	6.14	10.8

The population trends in the Census data for Plympton-Wyoming are similar to those observed in other rural/lakeshore municipalities in the vicinity of larger urban areas. These trends include strong population growth in the urban centres and along the lakeshore and declines in the rural areas. Declines in the rural population is most likely the result of the decline in the size of families, aging of the population and increase in farm size. In Plympton-Wyoming, the recent population growth is likely attributed to demand as a result of proximity to Sarnia, retirement, and availability of lower cost homes relative to prices in Sarnia.

The numbers of private dwellings in Plympton-Wyoming, as counted through previous censuses, are summarized in Table 5.2. The number of private dwellings in the Town has increased over the last 20 years, with approximately 891 new dwellings. Over the last 20 years, the average annual growth rate in the number of dwellings has increased, suggesting that in recent years there have been increased development pressure.

Table 5.2 Census Households Counts, 1996-2016

Year	Plympton-Wyoming	Wyoming
1996	2,525	770
2001	2,986	836
2006	3,066	827
2011	3,148	914
2016	3,416	968
5-year household change	268	54
10-year household change	350	141
20-year household change	891	198
5-year Average Annual Growth Rate (%)	1.65	1.15
10-year Average Annual Growth Rate (%)	1.09	1.59
20-year Average Annual Growth Rate (%)	1.52	1.15
5-year household change (%)	8.51	5.91
10-year household change (%)	11.42	17.05
20-year household change (%)	35.29	25.71

To gain a better understanding of residential development occurring in Plympton-Wyoming building permit data for new residential dwellings was assessed. Table 5.3 summarizes the number of new building units throughout the Town between 2005 and 2020.

Table 5.3 Building Permits Issued for New Residential Development, 2006-2020

Year	New Single Units	New Multi-Units	Total
2006	62	0	62
2007	41	4	45
2008	41	0	41
2009	34	0	34
2010	28	0	28
2011	36	0	36
2012	23	0	23
2013	40	0	40
2014	37	1	38
2015	33	0	33
2016	32	0	32
2017	47	0	47
2018	63	0	63
2019	39	15	54
2020	72	0	72
Total	628	20	648
5-year average	50.6	3	53.6
10-year average	42.2	1.6	43.8
15-year average	41.9	1.3	43.2

Over the past 15 years, there were permits issued for 648 new residential units in Plympton-Wyoming. An examination of the average number of permits over the last 15, 10, and 5 years shows an increase in the average number of new units per year. The annual average has increased from 42.2 units per year over the last 10 years, to 50.6 units per year over the last 5 years. This increase reflects the recent increase in new homes built throughout the Town.

The majority of the building permits for new residential units in Plympton-Wyoming were issued for single detached units. Over the last 16 years, there were 20 units in multi-unit developments constructed. Overall, 91% of private dwellings in the Town are single or semi-detached units, 5% are apartment units and 4% are multi-type units. In the future, it is expected that the majority of new units will be single detached homes, based on current development proposals; however, there are some new multi-unit type developments expected.

5.3 Population and Households Forecast

5.3.1 Forecast Methodology

For the purposes of this study, a population forecast for Plympton-Wyoming was developed. These forecasts are based on input from staff, forecasted developments, and building permit data.

The forecast incorporated the following methodological components:

- The 2016 population and household counts, as determined by the 2016 Census, were used as the starting points for the projections.
- The number of households was projected from 2016 to 2021 based on the reported number of building permits for new residential units;
- The 2020 population was estimated based on the number of new building permits issued since 2016 and the forecasted density (persons per unit).
- The increase in number of units on a yearly basis is based on the 10-year annual average of building permits for new residential units (54 new units per year).
- Population density in Plympton-Wyoming is expected to continue to decrease over the next 25 years in the Town. It is expected that the population density will decrease from 2.55 persons per unit in 2016 to 2.25 in 2046.
- The expected number of households and population density was then used to forecast the population increase.
- It is expected that the majority of development will occur as single detached units and medium density (townhouses, apartments), primarily in the area north of Lakeshore Road.

Several major assumptions were also made to substantiate the use of the aforementioned methodology as the basis for a population forecast. They are as follows:

- Population growth will generally be accommodated through the development of registered lots through Plans of Subdivisions and Site Plans, and infilling; and
- Wyoming is expected to continue to serve as a bedroom community for adjacent urban areas.

5.3.2 Residential and Population Forecast

A residential and population growth forecast was developed for Plympton-Wyoming based upon the previously discussed methodology. Table 5.4 shows the household and population forecasts.

Table 5.4: Residential Population and Dwelling Forecast 2021-2046

	Population	Dwellings	Density
2016	7,795	3,054	2.55
2021	8,305	3,322	2.50
2026	8,800	3,592	2.45

	Population	Dwellings	Density
2031	9,269	3,862	2.40
2036	9,710	4,132	2.35
2041	10,125	4,402	2.3
2046	10,512	4,672	2.25
5-year change	495	270	
10-year change	964	540	
20-year change	1,820	1,080	
25-year change	2,207	1,350	

5.4 Non-Residential Development Forecast

The forecast for non-residential development is based on the average amount of new non-residential growth in Plympton-Wyoming over the last five years. The average annual amount of non-residential growth in the Town is 13,777 m² per year. It is predicted that non-residential growth will continue at current rates. Given this, the forecasted amount of non-residential growth over the next 5, 10 and 20 years is shown in Table 5.5.

Table 5.5 Forecasted Non-Residential Growth (m²)

Year	Non-Residential Growth (m²)
2021-2026	68,885
2021-2031	137,770
2021-2041	275,540

6.0 Review of Growth-Related Capital Costs

6.1 General Considerations

Projects and services that are anticipated to be required as a result of growth throughout Plympton-Wyoming were reviewed and evaluated. The following factors and evaluation steps were considered during this process:

- Identification of municipal services required to permit occupancy for new development (e.g., fire protection, parks and recreation, public work facilities, and roads).
- A review of projects/services contained in the 2016 Background Report were used support the current Development Charges By-law.
- A review of new projects/services that were proposed to be collected for in a development charge because they will be required as a result of growth.
- Assessment of the applicability of services and projects under the DCA, taking the following factors into consideration:
 - Eligible Services: Development charges can only be applied to each of the following services to recover the growth-related capital costs for facility

construction and improvement, land acquisition and improvement, equipment and furnishings:

- Water and wastewater services.
 - Stormwater infrastructure.
 - Services related to a highway (as defined in subsection 1(1) of the *Municipal Act, 2001*).
 - Electrical power services.
 - Policing services.
 - Ambulance services.
 - Waste diversion services.
 - Fire Protection services.
 - Library services.
 - Long term care services.
 - Parks and recreation services.
 - Childcare and early year programs and services.
 - Housing services.
 - Services related to by-law enforcement and municipally administered courts.
 - Emergency preparedness services.
 - Transit services; and
 - Development charge background studies; and
 - Studies related to the above matters;
- Identification of completed projects and services which benefit future development and included allocations specifically for growth (i.e., additional capacity);
 - Identification of proposed projects and services which will provide benefit to further development within the next ten years; and
 - Assessment of the probable capital costs which will be incurred for those projects or services determined to be DCA-eligible.

6.2 Review of Projects/Services from the 2016 Background Report

The evaluation process included a review of growth-related projects that were included in the 2016 Development Charges. The projects were reviewed in terms of their status, cost and grant estimates, and continued applicability. The review is summarized in Table 6.1.

Table 6.1 Summary of Review of 2016 Development Charge Projects

Service Category	Project	Summary of Review
Fire	New Radio Equipment	<ul style="list-style-type: none"> • Equipment purchased. • Remove from development charges.
Fire	Pumper Replacement	<ul style="list-style-type: none"> • Additional pumper truck required to service increase in population. • Adjust cost to reflect current cost estimate. • Continue to collect.
Parks and Recreation	New Splashpad	<ul style="list-style-type: none"> • New splashpad proposed for Plympton area. • Adjust cost to reflect current cost estimate. • Continue to collect.
Parks and Recreation	McKay Park Enhancements	<ul style="list-style-type: none"> • Project completed in 2017. • Remove from development charges.
Parks and Recreation	Camp Lamrecton Park Development	<ul style="list-style-type: none"> • Project completed in 2019/2020. • Remove from development charges.
Parks and Recreation	Parks and Recreation Master Plan	<ul style="list-style-type: none"> • Adjust cost to reflect current cost estimate. • Continue to collect.
Public Works Buildings and Fleet	Public Works Facility Improvements	<ul style="list-style-type: none"> • Adjust cost to reflect current cost estimate. • Continue to collect.
Public Works Buildings and Fleet	New ¼ ton plow/dump truck	<ul style="list-style-type: none"> • Will be a single axle plow/dump truck • Adjust cost to reflect current cost estimate. • Continue to collect.
Public Works Buildings and Fleet	Upgrade Maintenance Equipment	<ul style="list-style-type: none"> • Adjust cost to reflect current costs associated with upgrading maintenance equipment. • Continue to collect.
General Government	Development Charge Study	<ul style="list-style-type: none"> • Adjust cost to reflect current cost estimates. • Continue to collect.
General Government	Official Plan Review	<ul style="list-style-type: none"> • Adjust cost to reflect current cost estimates. • Continue to collect.
General Government	Water cap Study and Model Development	<ul style="list-style-type: none"> • Study completed. • Remove from development charges.
General Government	Strategic Plan	<ul style="list-style-type: none"> • Adjust cost to reflect current cost estimates. • Continue to collect.
General Government	Zoning By-law Review and Update	<ul style="list-style-type: none"> • Adjust cost to reflect current cost estimates. • Continue to collect.
General Government	Wyoming Downton CIP	<ul style="list-style-type: none"> • Study completed. • Remove from development charges.

Service Category	Project	Summary of Review
Roads	Fleming Road	<ul style="list-style-type: none"> • Reconstruction from Lakeshore to North. • Work from Lakeshore to Rear completed, Rear to Queen remaining. • Adjust cost to reflect current cost estimate. • Continue to collect.
Roads	Fleming (Drainage Improvements)	<ul style="list-style-type: none"> • Project completed in 2018 and 2021. • Remove from development charges.
Roads	Queen Street	<ul style="list-style-type: none"> • Reconstruction from Francis to Lakeshore. • Francis to Fleming completed in 2017, Fleming to Lakeshore remaining. • Adjust project costs to reflect current estimate. • Continue to collect.
Roads	Bonnie Doone Area	<ul style="list-style-type: none"> • Road improvements in the Bonnie Doone area. • Continue to collect.
Roads	Camlachie Road	<ul style="list-style-type: none"> • Reconstruction from London to Lakeshore. • Adjust project cost to reflect current estimate. • Continue to collect.
Roads	Egremont Road	<ul style="list-style-type: none"> • Reconstruction from Fleming to Oil Heritage. • Adjust project cost to reflect current cost estimate. • Continue to collect.
Roads	O'Brien Road	<ul style="list-style-type: none"> • Reconstruction Lakeshore to Egremont • Update project cost to reflect current cost estimate. • Continue to collect.
Roads	Douglas Line	<ul style="list-style-type: none"> • Reconstruction from Oil Heritage to Forest Road. • Hillsboro to Forest partially reconstructed. • To be reconstructed from Oil Heritage to Hillsboro. • Update project cost to reflect current cost estimate. • Continue to collect.
Roads	Sidewalk Improvements	<ul style="list-style-type: none"> • Sidewalk upgrades throughout the municipality. • Update project cost to reflect current cost estimates. • Continue to collect.
Roads	Downtown Wyoming Street Enhancements	<ul style="list-style-type: none"> • Project completed. • Remove from development charges.

Service Category	Project	Summary of Review
Roads	Roads Need Study	<ul style="list-style-type: none"> • Update project costs. • Continue to collect.
Roads	Transportation Master Plan	<ul style="list-style-type: none"> • Update project costs. • Continue to collect.

6.3 Review of Additional Services

Additional services that are anticipated to be required as a result of growth in the Town were reviewed and evaluated as part of the study. Table 6.2 provides a summary of new service categories/projects that are proposed to be included in the development charge calculation. Additional information on the projects included in Table 6.2 is also included in Appendix B.

Table 6.2 New Projects for Inclusion in Development Charges

Service Category	Project	Description
Fire Services	Firefighter Outfitting	<ul style="list-style-type: none"> • An estimated \$190,000 is required to equip firefighters hired as a result of growth with necessary breathing and pager equipment.
Parks and Recreation	Blue Point and Sunset Park Improvements	<ul style="list-style-type: none"> • Upgrades to trails, playground equipment and sporting areas are necessary to accommodate population growth in the area.
Parks and Recreation	Errol Village Parks Improvements	<ul style="list-style-type: none"> • Upgrades to trails, playground equipment and sporting area are necessary to accommodate population growth in the area.
Parks and Recreation	Washroom Improvements	<ul style="list-style-type: none"> • Existing washroom facilities at Arnold Minielly Park and Canton Park require upgrading due to increase usage associated with growth.
Public Works Buildings and Fleet	Waste Transfer Station and Compositing Facility Study	<ul style="list-style-type: none"> • Environmental Assessment and engineering to establish a waste transfer station and compositing facility that will service the existing residents and future growth.
Administration	Operations and WorkFlow Software Platform	<ul style="list-style-type: none"> • Recommended out of Strategic Plan in response to current needs and growth, to ensure expected levels of service are maintained.
Roads	Reconstruction of Confederation Line from Broadway to Ketter Way	<ul style="list-style-type: none"> • Confederation Line has seen an increase in traffic volumes due to development in the northeast urban area of Wyoming. To maintain approved levels of service, Confederation Line must be reconstructed and improved.

Service Category	Project	Description
Roads	Reconstruction of London Street from Main Street to Confederation Line	<ul style="list-style-type: none"> In conjunction with potential regional water supply improvements, London Street will be reconstructed to an urban standard to meet growth related traffic demands.
Roads	Reconstruction of Confederation Line from Broadway to Centennial Street	<ul style="list-style-type: none"> In conjunction with potential regional water supply improvements, Confederation Line will be reconstructed and improved to meet growth related traffic demands.

6.4 Service Areas

The previous iterations of the Development Charge By-law identified projects that benefitted growth on a Town-wide basis. Historically, there have not been area-specific development charges. In the process of reviewing the projects included the 2021 development charges, it was identified that the projects benefit the Town as a whole, and therefore it is proposed that there is a single municipal-wide service area.

6.5 Asset Management

Amendments to the Development Charges Act in 2015 and Ontario Regulation 82/98 require that development charge background studies include an asset management plan. This plan must include all assets with capital costs funded by development charges and demonstrate that assets are financially sustainable over their full life cycle.

The Town of Plympton-Wyoming last updated their asset management plan in 2017. The intent of the AMP is to serve as a strategic, tactical and financial document to allow the Town to follow sound asset management practices while optimizing available resources and achieving a desired level of service. The AMP included consideration of the following asset categories: road network, bridges and culverts, water network, sanitary sewer network, storm sewer network, buildings and facilities, machinery and equipment and vehicles.

A number of the projects funded through development charges have been either built or are expansions to existing infrastructure. These projects were evaluated as part of the 2017 AMP. These projects include:

- Fleming Road
- Queen Street
- Boonie Doone Roads
- Camlachie Road

- Egremont Road
- O'Brien Road
- Douglas Line
- Sidewalks
- Confederation Line
- London Line

Additionally, studies including: Development Charge Background Study, EA for a Waste Transfer and Composting Facility, Official Plan Review, Strategic Plan, and Zoning By-law Update are not considered assets.

The remaining projects have yet to be constructed and represent new assets. It is expected that as these projects are built or bought, they will be incorporated into future updates of the AMP. Given the estimated life cycle of the assets (based on the lifetime estimates used in the 2017 AMP), the replacement costs were estimated assuming 3.4% annual inflation. The assets not included in the 2017 AMP have a life-cycle cost totaling: \$52.7 million dollars. It should be noted that this amount includes the new public works facility, which is assumed to have an estimated 75-year life cycle cost of \$49,000,000. The assumed life cycle of the assets ranges from 25 to 75 years. Assuming 3.5% annual interest, the Town will require an additional \$290,008 per year to fund the lifecycle costs of these additional projects. This amount does not factor in potential grants or other contributions.

The number of additional residences in Plympton-Wyoming is expected to continue to increase over the next 10 years. The forecasted addition of 540 units will contribute to the existing assessment base and offset the costs associated with these additional assets. Given this, and the Town's continued efforts towards establishing long-term funding strategies, the projects included in the development charges are considered financially sustainable over their life cycles.

7.0 Calculation of the Development Charge

7.1 Methodology

The DCA and O. Reg. 82/98 prescribe the methodology which must be applied to calculate the growth-related capital costs for those projects and services being considered for inclusion into the development charge (i.e., DCA-recoverable capital costs). The following outlines the methodology used to calculate possible development charges for each service category:

Preliminary Capital Cost Assessment

- Establish the total estimated capital costs for those projects or services with growth related components which will be implemented within ten years (i.e., gross growth-related capital costs). Exclude costs for local services installed or paid for by land developers as a condition of approval under Section 51 of the Planning Act (subdivision of land);

- Define the benefiting area for the proposed works and estimate the total capacity of the growth-related project or service. Exclude the proportion of the service that can be met by the excess capacity of existing facilities, unless Council has indicated, at the time the excess capacity was created, that it would be paid for by new development;
- Reduce the net growth-related capital costs of the project or service by the value of any anticipated grants or subsidies.

Service Level and Benefit Adjustments

- Review the service description to determine if the proposed works exceed the average level of service (service standard) in the Town over the previous 10-year period. The determination of average service level must take into account the quantity of service (i.e., number or size) and the quality of service (i.e., value or cost). Reduce the net cost of the works by any anticipated increase in the service standard.
- Reduce the net capital cost by the amount the increase in service would benefit existing development.
- Allocate the net capital costs for project or service between residential and non-residential development (i.e., industrial, institutional, commercial activities), based upon anticipated benefit.

Development Charge Calculation and Cash Flow Adjustments

- Calculate the development charge for each service based upon the estimated amount of future growth it will facilitate during the applicable planning period;
- Determine the residential development charge for various types of dwellings based upon the expected occupancy characteristics. Establish area-specific charges for localized projects and services, as required.
- Establish the non-residential development charge based upon a building standard (i.e., cost per square metre of development). Establish area-specific charges for localized projects and services, as required.

7.2 Assumptions Used in the Development Charge Calculation

7.2.1 Spatial Applicability of Capital Costs

All of the projects included in the development charges benefit development on a municipal-wide basis. There is a single, municipal-wide service area for the purposes of these development charges.

7.2.2 Allocation of Costs Between Growth and Existing Development

Where a proposed service provides a benefit to existing development, the capital costs must be reduced by the amount of the benefit. Where applicable, for purposes of allocating project costs between future growth and existing development, design capacities have been converted to single person equivalents. This permits a cost per

person value to be calculated, which applies equally to both existing development and predicted growth.

7.2.3 Allocation of Costs Between Residential and Non-Residential Development

For the purposes of this study, a series of ratios were established to calculate the relative benefit of projects and services to residential and non-residential activities. The ratios were established based upon the current assessment data. Table 7.1 shows the percentage of residential and non-residential development in Plympton-Wyoming.

Table 7.1 Ratio of Residential and Non-Residential Development in Plympton-Wyoming

	Plympton-Wyoming
Residential	94%
Non-Residential	6%

7.2.4 Occupancy Considerations

The average occupancy rate in Plympton-Wyoming, based on the population and number of dwellings as reported in the Census is 2.55 persons per dwelling unit. Different types of residential development contain different numbers of occupants. On a per unit basis, the smaller the average occupancy, the less demand is generally placed on services. For purposes of this report, the occupancies defined in Table 7.2 are assumed for various housing types. These are based on average occupancies per the last Census.

Table 7.2 Residential Occupancies for Various Dwelling Types

Residential Unit Type	Persons Per Unit	Percentage of Single-Family Unit Charge
Single Family Residential, including semi-detached	2.62	100%
Multiples	1.85	82%
Apartments	1.64	70%

7.3 Calculated Development Charge

Appendix B provides information on each service category and service component, as well as the key considerations for the calculation of development charges. Based upon the calculations presented in Appendix B, development charge schedules have been prepared for residential and non-residential activities. Table 7.3 provides a summary of the development charge calculations per capita, based on the calculations outlined in Appendix B for the service areas. The calculated development charges for the different unit types for the services areas are summarized in Table 7.4. The calculated non-residential charges are summarized in Table 7.5.

It is recommended that development charges schedules, selected by Council using this Report as a guide, be collected by by-law in the Town for the period 2021-26.

Table 7.3 Summary of Calculated Residential Development Charges (per capita)

Service Category	Municipal Wide
Fire	\$350.43
Parks and Recreation	\$250.68
Public Works – Fleet and Facilities	\$530.52
Administration	\$129.74
Roads	\$2,891.54
Total (per capita)	\$4,152.92

Table 7.4 Summary of Calculated Development Charges per Unit, by Unit Type

	Single & Semi Detached Unit	Multi-Units & Townhouses	Apartment
Fire	\$918	\$648	\$575
Parks and Recreation	\$657	\$464	\$411
Public Works – Fleet and Facilities	\$1,390	\$981	\$870
Administration	\$340	\$240	\$213
Roads	\$7,576	\$5,349	\$4,742
Municipal Wide Total (per unit)	\$10,881	\$7,682	\$6,811

Table 7.5 Calculated Non-Residential Development Charges (per sq.m)

Service Category	Non-Residential Charges (per sq.m)
Fire	\$0.16
Parks and Recreation	\$ -
Public Works – Fleet and Facilities	\$0.24
Administration	\$0.06
Roads	\$1.22
Municipal Wide Total (per sq. m)	\$1.67

8.0 Implementation

8.1 General Considerations

As discussed, a Development Charges By-law must be adopted to implement a development charges schedule and the associated collection policies. Section 5(1)(9) of the DCA prescribes that the Town must establish rules within the implementing by-law to set out how development charges will be applied at the local level.

This section of the report outlines certain components of the DCA which will need to be considered during the preparation of the Development Charges By-law.

8.2 Applicable Development

Section 2(2) of the DCA prescribes that development charges can be collected against development activities requiring one or more of the following:

- Issuance of a building permit;
- Condominium Act approval;
- Certain Planning Act approvals (i.e., minor variances, re-zonings, consents, severances, plans of subdivision).

Development charges cannot be applied to development activities which:

- Enlarge an existing dwelling unit;
- Create a second dwelling unit in prescribed classes of proposed new residential buildings, including structures ancillary to dwellings;
- Create additional dwelling units as prescribed (subject to prescribed restrictions); and
- Increase the gross floor area of an industrial development by less than 50%.

Section 3 of the DCA further prescribes that lands owned, and used by, municipal governments and school boards are not subject to the provisions of the by-law. However, Council is also permitted to include provisions in the by-law which exempt specific types of development from development charges. In this respect, local municipalities commonly exempt places of worship, public hospitals and farm buildings from the development charges specified in the by-law.

8.3 Charge Ceilings

Development charges to be collected against new development must not exceed the values defined in Tables 7.3 and 7.4 of this study. Council can establish Development Charges Schedules in the by-law which prescribe charges which are less than those calculated in the aforementioned tables for the entire Town, specific areas of the Town, or specific categories of development.

8.4 Phasing-in

Council is permitted to phase-in development charges over the five-year lifespan of the by-law. Phasing-in of development charges is occasionally implemented by local municipalities concerned with the financial burden placed upon new development, particularly in areas where these fees have not previously been applied. Any phasing in of development charges will be outlined in the Development Charge By-law.

8.5 Inflation Adjustments

The DCA permits development charges to be adjusted to inflation, on an annual basis, using an index specified in the by-law. This measure is commonly employed by local municipalities to ensure that the fees collected reflect the real cost of the projects and services.

8.6 Front-Ending Agreements

The Development Charges By-law may contain policies which permit the Town to enter into front-ending agreements with land developers for infrastructure activities specified in the by-law (e.g., watermain installation, road extensions). Front-ending agreements allow developers to finance all, or a portion of the capital costs of a project in order to permit the work to proceed in advance of a municipal capital works schedule. The agreement is required to stipulate, at a minimum, the nature and cost of the work, a cost-sharing program, a collection system and the specific benefiting area.

Under front-ending agreements, the Town typically assumes the following general responsibilities:

- Collecting development charges from subsequent development activities in the defined service area;
- Reimbursing the other parties in the agreement for a share of the development charge (corresponding to the work completed).

Front-ending agreements are subject to public review. Affected property owners may appeal the terms of an agreement to the Local Planning Appeal Tribunal.

8.7 Credits

The Development Charges By-law may contain provisions which allow the Town to permit works specified in the by-law to be carried out by an individual in exchange for credit towards the applicable development charge. The amount of the credit established must reflect the reasonable cost for the doing the work, as agreed upon by the involved parties. The credit provided by the Town can only be applied to the service category, or categories, which are directly related to the work undertaken.

9.0 SUMMARY

This report presents the results of a Development Charges Background Study for the Town of Plympton-Wyoming. Council is considering a new Development Charges By-law for the Town and the study is required under the *Development Charges Act, 1997*.

The study incorporated the primary key activities:

- Review of historic growth in Plympton-Wyoming and extrapolation of growth and development forecasts for that study area;
- Review and evaluation of capital works projects that would be required to service the predicted growth;
- Calculation of a recommended Development Charge Amount for the proposed projects and services in accordance with the DCA.

It is our opinion that the Development Charge Amounts set out in Tables 7.3-7.4 of the report are in compliance with the provisions of the DCA and O. Reg. 82/98. However, the charge that is used in the implementing by-law will be set by Council after due consideration.

10.0 FUTURE ACTION

The following represent the final activities required to adopt a Development Charges program:

- Council reviews the Background Study. Following due consideration and any required revisions, Council accepts this draft report and by resolution, agrees that the intent of the Town is to implement the growth-related capital works itemized in Appendix B;
- Council considers a Development Charge Amount to establish, and specific implementation policies to be incorporated into the implementing by-law;
- A draft by-law is prepared in accordance with the recommendations of Council;
- The statutory public meeting is held with a minimum 20-day notice period. The Background Study and the draft By-law will be made available for public review during the notice period;
- Council must pass the implementing by-law within one year of the completion of Background Study. A 40-day review period must be provided after the passage of the By-law. Any individual or organization may appeal the provisions of the Development Charges By-law to the Ontario Land Tribunal during the review period.

All of which is respectfully submitted.

B. M. ROSS AND ASSOCIATES LIMITED

Per _____

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Senior Planner

Per _____

Matt Pearson, RPP, MCIP
Senior Planner

APPENDIX A GROWTH AND DEVELOPMENT FORECAST

1.0 INTRODUCTION

1.1 General

Section 5(1) of the Development Charges Act, S.O. 1997 (DCA) stipulates that for the purposes of calculating a development charge, “the anticipated amount, type and location of development, for which development charges can be imposed, must be estimated”. The following discussion summarizes the process undertaken to develop a growth and development forecast for the Town of Plympton-Wyoming.

Development forecasts have been prepared in conjunction with the Development Charges Background Study to project a population for Plympton-Wyoming over 10-year (2021-2031), 20-year (2021-2036), and 25-year (2021-2041) planning periods. The growth projections were established following an assessment of general growth and development trends evident in the Town as identified from statistical data, recent population projections and other background research. The forecasts extrapolated from this analysis are considered to be realistic predictions of population and household growth in Plympton-Wyoming. An estimate of non-residential development has been prepared through an analysis of available building permit information.

The growth projections established in this study provide a basis for determining the level of service required to accommodate future development activities. In this regard, the growth forecasts provide a framework to estimate (1) the capital expenditures needed to finance additional service and (2) an appropriate development charge to recover growth related capital costs.

1.2 Background

A series of reports were reviewed to gather background information on population growth and general development trends in the study area. The following are among the key sources of information consulted during this review:

- Statistics Canada Census of Canada data for the period 1996-2016 (data is collected in 5-year intervals).
- Building permit records compiled by the Town of Plympton-Wyoming for the period 2005-2020. The records detail the type (e.g. residential, commercial, industrial) and value of development.
- Population Projections for Lambton County.
- 2016 Development Charges Background Study for the Town of Plympton-Wyoming by Hemson Consultants Limited.
- Plympton-Wyoming staff and
- An assessment of current development projects and proposals.

2.0 BACKGROUND POPULATION & DEVELOPMENT INFORMATION

2.1 Residential Growth Trends

2.1.1 Population

The most recent population count for the Town of Plympton-Wyoming is the 2016 Census. In 2016, the population of Plympton-Wyoming was 7,795 residents, an increase of 219 persons from the 2011 count and 289 persons from the 2006 Census. The increase in population between 2011 and 2016 equates to an annual average growth rate of 0.57%. Over the last 10 years of census data, the annual average growth rate was 0.38%. This suggests that in recent years, the population of the Town has increased at a greater rate than in the past. The population of Wyoming, the urban centre within the Town, is also shown in Table 2.1.

Table 2.1 Census Population Counts, 1996-2016

Year	Plympton-Wyoming	Wyoming
1996	7,344	2,525
2001	7,359	2,986
2006	7,506	3,066
2011	7,576	3,148
2016	7,795	3,416
5-year population change	219	113
10-year population change	289	281
20-year population change	451	230
5-year Average Annual Growth Rate (%)	0.57	0.99
10-year Average Annual Growth Rate (%)	0.38	1.28
20-year Average Annual Growth Rate (%)	0.30	0.51
5-year Population Change (%)	2.89	5.03
10-year population change (%)	3.85	13.51
20-year population change (%)	6.14	10.8

The population trends in the Census data for Plympton-Wyoming are similar to those observed in other rural/lakeshore municipalities in the vicinity of larger urban areas. These trends include strong population growth in the urban centres and along the lakeshore and declines in the rural areas. Declines in the rural population is most likely the result of the decline in the size of families, aging of the population and increase in farm size. In Plympton-Wyoming, the recent population growth is likely attributed to demand as a result of proximity to Sarnia, retirement, and availability of lower cost homes relative to prices in Sarnia.

The most recent Census data was consulted to identify recent levels of movement within and to the Town. In Plympton-Wyoming, 28.2% of the population moved between 2016 and 2011. Approximately 18% of the population moved to the Town from outside of Plympton-Wyoming, with only 0.3% or 25 persons coming from outside of Canada.

The average age in Plympton-Wyoming, as of the last census, is 42.5 years old. This is lower than the Ontario average of 41.0 years. Those aged 65 and over account for 19.3% of the population of Plympton-Wyoming. Children, or those aged 14 or less make up approximately 17% of the population.

2.1.2 Residential Development

The numbers of private dwellings in Plympton-Wyoming, as counted through previous censuses, are summarized in Table 2.2. The number of private dwellings in the Town has increased over the last 20 years, with approximately 891 new dwellings. Over the last 20 years, the average annual growth rate in the number of dwellings has increased, suggesting that in recent years there have been increased development pressure.

Table 2.2 Census Households Counts, 1996-2016

Year	Plympton-Wyoming	Wyoming
1996	2,525	770
2001	2,986	836
2006	3,066	827
2011	3,148	914
2016	3,416	968
5-year household change	268	54
10-year household change	350	141
20-year household change	891	198
5-year Average Annual Growth Rate (%)	1.65	1.15
10-year Average Annual Growth Rate (%)	1.09	1.59
20-year Average Annual Growth Rate (%)	1.52	1.15
5-year household change (%)	8.51	5.91
10-year household change (%)	11.42	17.05
20-year household change (%)	35.29	25.71

To gain a better understanding of residential development occurring in Plympton-Wyoming building permit data for new residential dwellings was assessed. Table 2.3 summarizes the number of new building units throughout the Town between 2005 and 2020.

Table 2.3 Building Permits Issued for New Residential Development, 2005-2020

Year	New Single Units	New Multi-Units	Total
2006	62	0	62
2007	41	4	45
2008	41	0	41
2009	34	0	34
2010	28	0	28
2011	36	0	36
2012	23	0	23

Year	New Single Units	New Multi-Units	Total
2013	40	0	40
2014	37	1	38
2015	33	0	33
2016	32	0	32
2017	47	0	47
2018	63	0	63
2019	39	15	54
2020	72	0	72
Total	628	20	648
5-year average	50.6	3	53.6
10-year average	42.2	1.6	43.8
15-year average	41.9	1.3	43.2

Over the past 15 years, there were permits issued for 648 new residential units in Plympton-Wyoming. An examination of the average number of permits over the last 15, 10, and 5 years shows an increase in the average number of new units per year. The annual average has increased from 42.2 units per year over the last 10 years, to 50.6 units per year over the last 5 years. This increase reflects the recent increase in new homes built throughout the Town.

The majority of the building permits for new residential units in Plympton-Wyoming were issued for single detached units. Over the last 16 years, there were 20 units in multi-unit developments constructed. Overall, 91% of private dwellings in the Town are single or semi-detached units, 5% are apartment units and 4% are multi-type units. In the future, it is expected that the majority of new units will be single detached homes, based on current development proposals; however, there are some new multi-unit type developments expected.

2.1.3 Occupancy

For the Town of Plympton Wyoming, the average household density, or occupancy, is calculated from the population and number of usually occupied dwellings. It is generally expressed as the average number of persons per household. The household density for the Town and Wyoming through from 2006 to 2016, based on census data, is shown in Table 2.4.

Table 2.4 Household Densities (Persons Per Unit)

Year	Plympton-Wyoming	Wyoming
2006	2.76	2.60
2011	2.68	2.46
2016	2.55	2.49

Overall, the number of people per dwelling unit in the Town has declined over the last 10 years. This trend is common across rural Southwestern Ontario, as a result of shifting demographics, with more seniors, fewer children per household, and an increase in the number of single-person households.

2.1.4 Residential Developments

The majority of residential development in Plympton-Wyoming occurs on lots created by Plan of Subdivision. A number of Plans of Subdivision have been proposed or approved in recent years and are in various stages of development. The current developments, as provided by staff, are listed in Table 2.5. The majority of new developments are proposed for the area north of Lakeshore Road.

Table 2.5 Current Residential Developments

Name	No. of Single Units	No. of Multi Units	Total Units	Status	Location
Silver Springs - Phase 1	35	22	57	Final approved	Wyoming
Errol Woods - Phase 1	69	0	69	Final approved	North of Lakeshore Road
Arie Court	28	0	28	Approved	Camlachie
Longo Holdings	10	0	10	Consent Approved	North of Lakeshore Road
Queen Street	18	0	18	Completed	North of Lakeshore Road
Muskoka Trail	4	0	4	Completed	North of Lakeshore Road
Profunds (Kountry Korner)	0	15	15	Completed	North of Lakeshore Road
Allan Developments	32	0	32	Final approved (Phase 1)	North of Lakeshore Road
Plympton St	10	0	10	Draft Approved	Wyoming
The Elms	14	0	14	Draft Approved	North of Lakeshore Road
Key Homes	46	0	46	Draft Submitted	North of Lakeshore Road
Errol Woods - Phase 2	126	0	126	Draft approval	North of Lakeshore Road
Egremont Estates	28	0	28	Draft approval	North of Lakeshore Road
Longo Holdings	104	0	104	Draft Approved	North of Lakeshore Road
Bluewater Developments	30	0	30	Draft Approved	North of Lakeshore Road
Hillsboro	7	0	7	Draft approved	North of Lakeshore Road
Allan Developments	95	0	95	Draft submitted	North of Lakeshore Road

Based on the above information, there are 233 units currently approved for development, which includes 196 single detached and 37 multi-units. There are a further 460 units in developments in the draft stage.

2.2 Non-Residential Growth Trends

2.2.1 Labour Force

In Plympton-Wyoming, from information gathered as part of the 2016 Census, the number of persons employed 3,845 or 59.9% of the population aged 15 and over. The unemployment rate is 3.4% which is lower than the Lambton County rate of 8.1%. Approximately 36.7% of the population reported not being in the labour force.

Approximately 34.9% of those over the age of 15 reported working full time and 32.7% worked part time. The majority of employed residents in Plympton-Wyoming work in trades, transportation or equipment (20.9%); sales and service (16.0%); business, finance and administration (10.9%); management (10.6%); and education, law, social, community and government services (10.6%).

The majority of employees in Plympton-Wyoming (74.9%) commute to work to another municipality in Lambton County. It is suspected that the majority of these workers commute to Sarnia and the surrounding petro-chemical manufacturing facilities. Approximately 8.7% of workers commute to another County and only 15.9% work within Plympton-Wyoming.

2.2.2 Non-Residential Development

The number of building permits issued for non-residential development in the Town over the last 5 years is summarized in Table 2.6. Generally, most non-residential building permits are issued for agricultural buildings, followed by commercial and then institutional activities. In the last five years there have been 72 building permits issued for new non-residential buildings and 32 for additions to existing buildings. Table 7.2 summarizes the amount of non-residential growth in square meters, based on building permit information. Over the last five years, the average amount of new non-residential growth is 13,777 m².

Table 2.6 Summary of Non-Residential Building Permits

Year	Industrial Permits	Commercial Permits	Institutional Permits	Agricultural Permits	Total New Construction Permits	Total Addition Permits
2015	2	1	2	24	26	3
2016	1	5	1	11	9	9
2017	1	4	3	10	12	6
2018	3	1	4	18	17	9
2019	0	2	2	9	8	5
Total	7	13	12	72	72	32

Table 2.7 Non-Residential Building (m²) from 2015-2019

Year	Total Gross Floor Area from Permits (m²)
2015	15,254.00
2016	6,935.30
2017	19,205.50
2018	18,454.90
2019	9,037.70
Total	68,887.40
Average	13,777.48

2.3 Development Patterns in the Study Area

A number of factors could influence growth trends in Plympton-Wyoming. Of relevance to this study are the following:

- The number of households is expected to outstrip population growth in Plympton-Wyoming due to the overall aging of the population (resulting from lower death and birth rates). The aging of the population is expected to increase demands for services and housing designed to accommodate the needs of seniors.
- It is expected that development in Plympton-Wyoming, specifically along the lakeshore, will be influenced by proximity to the City of Sarnia and will continue to serve as a bedroom community;
- In general, the Town does not contain the scale of manufacturing and service sector activities to draw a significant number of commuters to Plympton-Wyoming;
- It is expected the majority of residential growth will occur as single detached units; and
- It is expected that residential growth in Plympton-Wyoming will continue at a pace reflective of the availability of units in current and proposed developments. It is expected that this will result in an increased number of new units over the next 10 years.

2.4 Residential and Non-Residential Allocation

The allocation between residential and non-residential development for the purposes of calculating development charges is determined from the tax assessment data. The tax assessment data is used to determine the percentage of the tax base that is residential and non-residential. The non-residential percentage includes commercial and industrial development and excludes agricultural, managed forests, and pipeline assessment data. The percentages of residential and non-residential development for the Town are summarized in Table 2.8.

Table 2.8: Residential and Non-Residential Allocations

Category	Allocation
Residential	93.6%
Non-Residential	6.4%

3.0 RESIDENTIAL GROWTH PROJECTIONS

3.1 Forecast Methodology

For the purposes of this study, a population forecast for Plympton-Wyoming was developed. These forecasts are based on input from staff, forecasted developments, and building permit data.

The forecast incorporated the following methodological components:

- The 2016 population and household counts, as determined by the 2016 Census, were used as the starting points for the projections.
- The number of households was projected from 2016 to 2021 based on the reported number of building permits for new residential units;
- The 2020 population was estimated based on the number of new building permits issued since 2016 and the forecasted density (persons per unit).
- The increase in number of units on a yearly basis is based on the 10-year annual average of building permits for new residential units (54 new units per year).
- Population density in Plympton-Wyoming is expected to continue to decrease over the next 25 years in the Town. It is expected that the population density will decrease from 2.55 person per unit in 2016 to 2.25 in 2046.
- The expected number of households and population density was then used to forecast the population increase.
- It is expected that the majority of development will occur as single detached units and medium density (townhouses, apartments), primarily in the area north of Lakeshore Road.

Several major assumptions were also made to substantiate the use of the aforementioned methodology as the basis for a population forecast. They are as follows:

- Population growth will generally be accommodated through the development of registered lots through Plans of Subdivisions and Site Plans, and infilling; and
- Wyoming is expected to continue to serve as a bedroom community for adjacent urban areas.

3.2 Residential and Population Forecasts

A residential and population growth forecast was developed for Plympton-Wyoming based upon the previously discussed methodology. Table 3.1 shows the household and population forecasts.

Table 3.1: Residential Population and Dwelling Forecast 2021-2046

	Population	Dwellings	Density
2016	7,795	3,054	2.55
2021	8,305	3,322	2.50
2026	8,800	3,592	2.45
2031	9,269	3,862	2.40
2036	9,710	4,132	2.35
2041	10,125	4,402	2.3
2046	10,512	4,672	2.25
5-year change	495	270	
10-year change	964	540	
20-year change	1,820	1,080	
25-year change	2,207	1,350	

3.3 Forecast Assessment

The following represents the key findings of the population and residential development forecasts for the Town of Plympton-Wyoming:

- The number of residential units in Plympton-Wyoming is expected to continue to increase over the next 20 years. The majority of this development is expected to occur north of Lakeshore Road and in the form of single detached units.
- It is forecasted that there will be an additional 1,820 persons in the Town in 20 years;
- It is expected that the current approved and draft approved developments will support the continued growth within the Town.

3.4 Conclusions

The forecasts presented in Section 3.2 appear to be reasonable and appropriate forecasts for the Town of Plympton-Wyoming, given historic growth rates and the factors previously discussed. In this regard, the forecast defined in Tables 3.1 should be adopted as the basis for calculating the residential development charges for the Town.

4.0 NON-RESIDENTIAL GROWTH FORECAST

4.1 Forecast

The forecast for non-residential development is based on the average amount of new non-residential growth in Plympton-Wyoming over the last five years. The average annual amount of non-residential growth in the Town is 13,777 m² per year. It is predicted that non-residential growth will continue at current rates. Given this, the forecasted amount of non-residential growth over the next 5, 10 and 20 years is shown in Table 4.1.

Table 4.1 Forecasted Non-Residential Growth (m²)

Year	Non-Residential Growth (m²)
2021-2026	68,885
2021-2031	137,770
2021-2041	275,540

APPENDIX B
ANALYSIS OF GROWTH-RELATED
PROJECTS

Category: Fire Services

Project Description: There are two fire departments within the Town of Plympton-Wyoming, operating out of Camlachie and Wyoming. The development-related capital program for fire services includes an upgraded pumper and firefighter outfitting (see Table B-1). The pumper project was previously included in the 2016 Development Charges. For the 2021 Development Charges, the cost has been updated. The benefit to the existing population is 75% of the net municipal costs. There is currently \$168,122 available in the fire services development charge reserve funds that can be applied towards this project.

As development occurs, additional firefighters will be required to service the population. Ten additional firefighters have been hired and it is anticipated that based on the current service level of .0077 firefighters per person, an additional 7 firefighters will need outfitting. It is estimated the cost of the required breathing equipment and pagers is \$190,000.

The costs allocated to residential and non-residential growth are based on the current assessment split (94% residential, 6% non-residential).

Analysis of Long-Term Capital and Operating Costs: The upgraded pumper will replace an existing pumper. The portion of the cost attributed to existing development will be paid through reserves. The new pumper is not expected to significantly impact operational costs, as it is replacing an older, undersized model. Operating costs will be incorporated into the yearly operating budget for the fire department.

Project Benefiting Area(s): Plympton-Wyoming

Costs:

Total Costs	\$ 1,540,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 1,540,000

Allocation of Costs

This project will benefit the next 10 years of growth in Plympton-Wyoming. This project will benefit existing and future development.

Benefit to Existing Development	\$ 1,012,500
Benefit to Future Development	\$ 527,500
Amount available in development charge reserves	-\$ 168,122
Amount recoverable through development charges	\$ 359,378

Development Charge Calculations

Residential Allocation (per capita)

\$ 359,378 x 94% (based on residential assessment)	\$ 337,815.32
Divided by 10-year future growth	964 persons
Residential development charges (per capita)	\$ 350.43

Non-Residential Allocation (per square meter)

\$ 359,378 x 6% (based on non-residential assessment)	\$ 21,562.68
Divided by 10-year future growth	137,700 m ²

Non-residential development charges (per sq. m)	\$ 0.16
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Table B-1
Town of Plympton-Wyoming Development Charges Background Study – Fire Services
Capital Forecast

Project	Net Cost (minus grants/subsidies)	Attributable to Existing	Attributable to Future	DC Reserves Available	Amount recoverable through DCs
Pumper Truck	\$ 1,350,000	\$ 1,012,500 (75%)	\$ 337,500 (25%)	\$168,122	\$169,378
Firefighter Outfitting	\$ 190,000	\$ 0 (0%)	\$ 190,000 (100%)	\$0	\$190,000
Total	\$1,540,000	\$1,012,500	\$527,500	\$168,122	\$359,378

Category: Parks and Recreation

Project Description: The Town currently provides parks and recreation services that include recreation equipment and facilities throughout the Municipality. The capital projects under the Parks and Recreation service category include a new splashpad, improvements to Blue Point, Sunset and Errol Village parks, a Parks and Recreation Master Plan and washroom improvements. The splashpad and Parks and Recreation Master Plan were previously included in the 2016 development charges and are being carried forward. The projects, costs and development charges are set out in Table B-2.

The costs of these projects are allocated solely against new residential development.

Analysis of Long-Term Capital and Operating Costs: The portions of the project costs attributable to the existing population will be paid through reserves. A number of these projects will see existing facilities improved, so there will be minimal impacts on long term operating costs. The addition of a new splashpad will have yearly operating and maintenance costs, however these costs will be funded through taxation and are expected to be offset through the increased tax revenue associated with new growth.

Project Benefiting Area(s): Plympton-Wyoming

Costs:

Total Costs	\$ 725,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 725,000

Allocation of Costs

These projects benefit the next 10 years of growth in Plympton-Wyoming. The allocations of costs to existing and future development are shown in Table B-1.

Benefit to Existing Development	\$ 343,750
Benefit to Future Development	\$ 381,250
Amount available in development charge reserves	-\$ 139,598
Amount recoverable through development charges	\$ 241,652

Development Charge Calculations

Residential Allocation (per capita)

Residential Allocation (100%)	\$ 241,652
Divided by 10-year future growth	964 persons
Residential development charges (per capita)	\$ 250.68

Non-Residential Allocation (per square meter)

These services are not allocated to non-residential development.

Table B-2
Town of Plympton-Wyoming Development Charges Background Study – Parks and Recreation Capital Forecast

Project	Net Cost (minus grants/subsidies)	Attributable to Existing	Attributable to Future	DC Reserves Available	Amount recoverable through DCs
Splashpad	\$ 250,000	\$ 125,000 (50%)	\$ 125,000 (50%)	\$27,919.60	\$97,080.70
Parks and Rec. Master Plan	\$ 75,000	\$ 18,750 (25%)	\$ 56,250 (75%)	\$27,919.60	\$28,330.40
Blue Point and Sunset Park Improvements	\$100,000	\$ 25,000 (25%)	\$ 75,000 (75%)	\$27,919.60	\$47,080.40
Errol Village Park Improvements	\$ 100,000	\$ 25,000 (25%)	\$ 75,000 (75%)	\$27,919.60	\$47,080.40
Washroom Improvements	\$ 200,000	\$150,000 (75%)	\$50,000 (25%)	\$27,919.60	\$22,080.40
Total	\$725,000	\$343,750	\$381,250	\$139,598	\$241,652.30

Category: Public Works Fleet and Facilities

Project Description: This category of services includes equipment and facilities utilized by the Town's Public Works Department. The capital projects included in this services category are summarized in Table B-3. A number of these projects are being carried forward from the 2016 development charges, including: facility improvements, a new single axle plow/dump truck, and upgrades to maintenance equipment. A study for a waste transfer and composting facility is a new project included in the 2021 development charges. The costs of this project are associated with completing the necessary environmental assessment and engineering studies for a waste transfer and composting facility that will service the entirety of the Town, including existing and future development.

The facility improvement project will see the existing Public Works facility on Oil Heritage Road either totally replaced or renovated. The development charges for this project are based on the current 10-year level of service which equates to \$303.70 per capita or a 10-year funding development charge envelope of \$292,767.71.

The costs of these projects are allocated against new residential and non-residential development.

Analysis of Long-Term Capital and Operating Costs: The portions of the project costs attributable to the existing population will be paid through reserves and taxation. It is anticipated that the public works facility project will either replace or improve an existing facility. The operation and maintenance of this facility is expected to be similar to the existing facility.

Project Benefiting Area(s): Plympton-Wyoming

Costs:

Total Costs	\$ 4,645,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 4,645,000

Allocation of Costs

These projects benefit the next 10 years of growth in Plympton-Wyoming. The allocations of costs to existing and future development are shown in Table B-1.

Benefit to Existing Development	\$ 1,710,000
Post 2031 Benefits	-\$ 2,187,233
Benefit to Future Development	\$ 747,767.71
Amount available in development charge reserves	-\$ 203,700
Amount recoverable through development charges	\$ 544,067.71

Development Charge Calculations

Residential Allocation (per capita)

\$ 544,067.71 x 94% (based on residential development)	\$ 511,422.98
Divided by 10-year future growth	964 persons
Residential development charges (per capita)	\$ 530.52

Non-Residential Allocation (per square meter)

\$ 544,067 x 6% (based on non-residential assessment)	\$ 32,644.06
Divided by 10-year future growth	137,700 m ²
Non-residential development charges (per sq. m)	\$ 0.24

Table B-3
Town of Plympton-Wyoming Development Charges Background Study – Public Works
Fleet and Facilities Capital Forecast

Project	Net Cost (minus grants/ subsidies)	Attributable to Existing	Attributable to Future	DC Reserves Available	Amount recoverable through DCs
Facility Improvements	\$4,000,000	\$1,520,000 (38%)	\$292,767.71 ^{1, 2}	\$101,850	\$190,917.71
New Single Axle Plow/Dump Truck	\$ 325,000	\$ 0 (0%)	\$ 325,000 (100%)	\$50,925	\$274,075
Upgrade Maintenance Equipment	\$200,000	\$100,000 (50%)	\$100,000 (50%)	\$50,925	\$49,075
Waste Transfer and Composing Facility Study	\$120,000	\$ 90,000 (75%)	\$30,000 (25%)	\$0	\$30,000
Total	\$4,645,000	\$1,710,000	\$747,767.71	\$203,700	\$544,067.71

Note 1 – Amount attributable to future growth based on 10-year average level of service

Note 2 – Post 2031 benefit to future is \$2,187,233.

Category: Administration

Project Description: Through the Development Charges Act, the cost of development-related studies can be recouped through development charges. The development related studies include the development charge background studies, an Official Plan review, Zoning By-law update, a software platform and a Strategic Plan for the Municipality. The projects, costs, and benefits to existing and future for each study are summarized in Table B-4.

Analysis of Long-Term Capital and Operating Costs: There are no long-term or operating costs associated with these development-related studies.

Project Benefiting Area(s): Plympton-Wyoming

Costs:

Total Costs	\$ 322,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 322,000

Allocation of Costs

These projects benefit the next 10 years of growth in Plympton-Wyoming. The allocations of costs to existing and future development are shown in Table B-3.

Benefit to Existing Development	\$130,000
Benefit to Future Development	\$192,000
Amount available in development charge reserves	-\$ 58,944
Amount recoverable through development charges	\$133,056

Development Charge Calculations

Residential Allocation (per capita)

\$133,056 x 94% (based on residential assessment)	\$125,072.64
Divided by 10-year future growth	964 persons
Residential development charges (per capita)	\$129.74

Non-Residential Allocation (per square meter)

\$133,056 x 6% (based on non-residential assessment)	\$7,983.36
Divided by 10-year future growth	137,700 m ²
Non-residential development charges (per sq. m)	\$ 0.06

Table B-4
Town of Plympton-Wyoming Development Charges Background Study – Administration

Project	Net Cost (minus grants/ subsidies)	Attributable to Existing	Attributable to Future	DC Reserves Available	Amount recoverable through DCs
Development Charge Study	\$30,000	\$ 0 (0%)	\$ 30,000 (100%)	\$11,788.80	\$18,211.20
Development Charge Study	\$32,000	\$ 0 (0%)	\$ 32,000 (100%)	\$11,788.80	\$20,211.20
Official Plan Review	\$30,000	\$15,000 (50%)	\$15,000 (50%)	\$11,788.80	\$3,211.20
Operations and Workflow Software Platform	\$150,000	\$75,000 (50%)	\$75,000 (50%)		\$75,000.00
Strategic Plan	\$30,000	\$15,000 (50%)	\$15,000 (50%)	\$11,788.80	\$3,211.20
Zoning By-law Update	\$50,000	\$25,000 (50%)	\$25,000 (50%)	\$11,788.80	\$13,211.20
Total	\$322,000	\$130,000	\$192,000	\$58,944	\$133,056

Category: Roads and Related

Project Description: The Town has identified a number of development-related road and related projects to be completed over the next 20 years. These projects are summarized in Table B-5. The proportion of the road reconstruction projects that benefit existing development is calculated based on a rehabilitation cost of \$400,000/km. This is considered to be the cost of rehabilitating the roads, if the development-related improvements were not undertaken.

Many of the projects identified in Table B-5 are being carried forward from the 2016 development charges. The cost to residential and non-residential development was allocated at 94% and 6% respectively, based on current assessment data.

Analysis of Long-Term Capital and Operating Costs: Portions of the cost of these projects have been allocated to existing development. The cost for these portions will be paid through the tax base and reserves of the Town. The expected additional growth will add to the tax base, which will fund long-term maintenance and operations.

Project Benefiting Area(s): Plympton-Wyoming

Costs:

Total Costs	\$ 16,380,000
Deduct any grants or subsidies	\$ 0
Subtotal	\$ 16,380,000

Allocation of Costs

These projects benefit the next 20 years of growth in Plympton-Wyoming. The allocations of costs to existing and future development are shown in Table B-3.

Benefit to Existing Development	\$ 9,281,500
Benefit to Future Development	\$ 7,098,500
Amount available in development charge reserves	-\$ 1,499,979.03
Amount recoverable through development charges	\$ 5,598,520.97

Development Charge Calculations

Residential Allocation (per capita)

\$5,598,520.97 x 94%	\$ 5,262,609.71
Divided by 20-year future growth	1,820 persons
Residential development charges (per capita)	\$ 2,891.54

Non-Residential Allocation (per square meter)

\$5,598,520.97 x 6% (based on non-residential assessment)	\$335,911.25
Divided by 20-year future growth	275,540 m ²
Non-residential development charges (per sq. m)	\$ 1.22

Table B-5
Town of Plympton-Wyoming Development Charges Background Study – Roads and Related

Project	Net Cost (minus grants/ subsidies)	Attributable to Existing	Attributable to Future	DC Reserves Available	Amount recoverable through DCs
Fleming Rd– Rear to Queen	\$830,000	\$216,000	\$614,000	\$136,361.73	\$477,683.27
Queen St – Fleming to Lakeshore	\$1,300,000	\$760,000	\$540,000	\$136,361.73	\$403,638.27
Boonie Doone Road Improvements	\$840,000	\$560,000	\$280,000	\$136,361.73	\$143,683.27
Camlachie Rd – London to Lakeshore	\$4,000,000	\$2,680,000	\$1,320,000	\$136,361.73	\$1,183,638.27
Egremont Rd – Fleming to Oil Heritage	\$3,500,000	\$2,320,000	\$1,180,000	\$136,361.73	\$1,043,638.27
O’Brien Rd – Lakeshore to Egremont	\$1,300,000	\$480,000	\$820,000	\$136,361.73	\$683,638.27
Douglas Line – Oil Heritage to Hillsboro	\$1,250,000	\$720,000	\$530,000	\$136,361.73	\$393,638.27
Confederation Line – Broadway to Ketter	\$1,050,000	\$744,000	\$306,000	\$136,361.73	\$169,638.27
London Line – Main to Confederation	\$1,000,000	\$284,000	\$716,000	\$136,361.73	\$579,638.27
Confederation Line – Broadway to Centennial	\$600,000	\$160,000	\$440,000	\$136,361.73	\$303,638.27
Sidewalk Development	\$560,000	\$280,000 (50%)	\$280,000	\$136,361.73	\$143,638.27
Road Needs Study Update	\$80,000	\$60,000 (75%)	\$20,000	\$0	\$20,000
Transportation Master Plan	\$70,000	\$17,500 (25%)	\$52,500	\$0	\$52,500
Total	\$16,380,000	\$9,281,500	\$7,098,500	\$1,499,979.03	\$5,598,520.97