



 **Watson**
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Community Benefits Charge Strategy

Town of Milton

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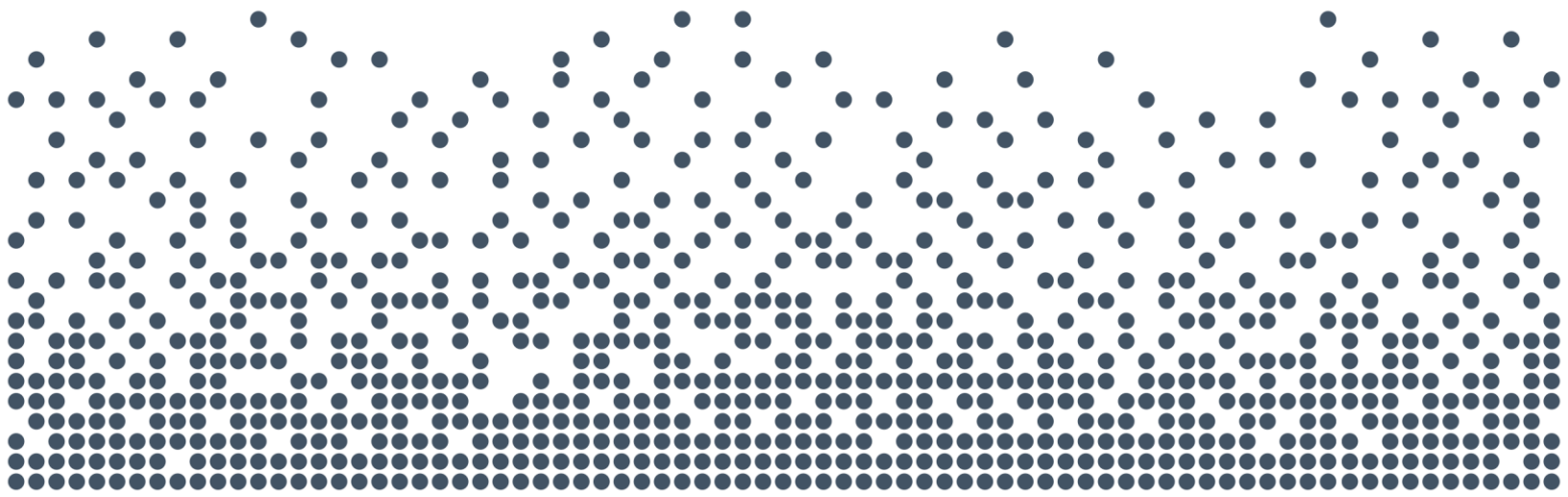
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List of Acronyms and Abbreviations

Acronym	Full Description of Acronym
C.B.C.	Community Benefits Charge
D.C.	Development charge
D.C.A.	Development Charges Act, 1997, as amended
ha	hectare
H.U.S.P.	Halton Urban Structure Plan
M.E.V.	Milton Education Village
N.F.P.O.W.	No fixed place of work
OLT	Ontario Land Tribunal
O. Reg.	Ontario Regulation
P.P.U.	Persons per unit
sq.ft.	square foot
sq.m.	square metre



Report



Chapter 1

Introduction



1. Introduction

1.1 Purpose of this Document

This strategy report has been prepared pursuant to the requirements of the *Planning Act*, 1990, (section 37) and, accordingly, evaluates the imposition of a Community Benefits Charge (C.B.C.) and associated policies for the Town of Milton (the “Town”).

The Town retained Watson & Associates Economists Ltd. (Watson) to undertake the C.B.C. strategy process throughout 2025. Watson worked with Town staff preparing the C.B.C. analysis and policy recommendations contained within this strategy.

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

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

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

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

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



1.2 Legislative Context

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

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

The *COVID-19 Economic Recovery Act* amendments in Schedules 3 and 17 were proclaimed and came into effect on September 18, 2020. In regard to the C.B.C., eligible municipalities had two (2) years after the date of proclamation (i.e., September 18, 2022) to transition certain services to the new rules and pass a C.B.C. by-law if they wish to impose these charges.

D.C.A. Amendments:

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

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



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

C.B.C. Amendments:

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

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

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

- development or redevelopment of fewer than 10 residential units, and in respect of buildings or structures with fewer than five (5) storeys;
- a building or structure intended for use as a long-term care home;
- a building or structure intended for use as a retirement home;
- a building or structure intended for use by a university, college, or an Indigenous Institute;
- a building or structure intended for use as a memorial home, clubhouse or athletic grounds by an Ontario branch of the Royal Canadian Legion;
- a building or structure intended for use as a hospice to provide end-of-life care; or
- not-for-profit housing.



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

1.2.2 Bill 109 – More Homes for Everyone Act, 2022

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

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

If Council does not pass a resolution within the five (5) years, the by-law is deemed to expire.

1.2.3 Bill 23 – More Homes Built Faster Act, 2022

The Province introduced the *More Homes Built Faster Act, 2022* with the overall objective to increase housing supply and provide attainable housing options. The Province's plan is to address the housing crisis by targeting the creation of 1.5 million homes over a period to 2031. To implement this plan, the Act introduced several changes to the *Planning Act*, along with nine other Acts, including the *Development Charges Act (D.C.A.)*, which seek to increase the supply of housing.

The *More Homes Built Faster Act, 2022* received Royal Assent on November 28, 2022. Schedule 9 of the Act amends the *Planning Act* with respect to C.B.C. by-laws as follows:

- Subsection 37 (7.1) allows a municipality to enter into an agreement with a landowner for the provision of in-kind contributions. It also allows for this agreement to be registered on title of the land to which the charge applies (s.s.37 (7.2)).



- Subsections 37 (32), as amended, clarifies the application of the maximum prescribed percentage of the value of land for redevelopment. Where development or redevelopment is occurring on a parcel of land with an existing building or structure, the maximum C.B.C. that could be imposed is to be calculated based on the incremental development only.
- Subsection 37 (32.1) exempts affordable residential units, attainable residential units, inclusionary zoning residential units, and non-profit housing developments from the payment of a C.B.C. The initial definitions for these development types were provided as follows, in reference to the D.C.A.:
 - **Affordable Residential Units (Rented):** Where rent is no more than 80% of the average market rent as defined by a new bulletin published by the Ministry of Municipal Affairs and Housing.
 - **Affordable Residential Units (Ownership):** Where the price of the unit is no more than 80% of the average purchase price as defined by a new bulletin published by the Ministry of Municipal Affairs and Housing.
 - **Attainable Residential Units:** Excludes affordable units and rental units; will be defined¹ as prescribed development or class of development and sold to a person who is at "arm's length" from the seller.
 - **Inclusionary Zoning Units:** Affordable housing units required under inclusionary zoning by-laws.
 - For affordable and attainable units, the municipality shall enter into an agreement that ensures the unit remains affordable or attainable for 25 years.

1.2.4 Bill 134 – Affordable Homes and Good Jobs Act, 2023

The Ontario Legislature introduced new legislation through Bill 134, the *Affordable Homes and Good Jobs Act*, which received Royal Assent on December 4, 2023. The legislation impacts the D.C.A. and the *Planning Act* by amending the definition of an “affordable residential unit” for the purpose of exempting such developments from the payment of C.B.C., D.C., and parkland dedication requirements. Under the legislation, affordable residential units were defined and required the Minister of Municipal Affairs and Housing to publish an “Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin.” It is noted that for C.B.C. and parkland

¹ Currently undefined, awaiting regulations from the Province.



dedication requirements, the *Planning Act* refers to the D.C.A. in regard to the exemption for affordable residential units. This bulletin informs the average market rent and purchase price to be used in determining which developments qualify as affordable residential units. The bulletin was updated by the Minister as of August 1, 2025.

The *Affordable Homes and Good Jobs Act* provides for a modification to the affordable residential unit definition by:

- Introducing an income-based test for affordable rent and purchase price; and
- Increasing the threshold for the market test of affordable rent and purchase price.

This change provides the exemption based on the lesser of the two measures.

Moreover, the rules in subsection 4.1 of the D.C.A. are unchanged with respect to:

- The tenant and purchaser transacting the affordable unit being at arm's length;
- The intent of maintaining the affordable residential unit definition for a 25-year period, requiring an agreement with the municipality (which may be registered on title); and
- Exemptions for attainable residential units and associated rules (requiring further regulations).

The following table provides a summary of the amended definition provided through the *Affordable Homes and Good Jobs Act* (underlining added for emphasis).

Table 1-1
Definition of Affordable Residential Units

Item	Bill 134 Definition (as per D.C.A. Definition)
Affordable residential unit rent (subsection 4.1 (2), para. 1)	The rent is no greater than <u>the lesser of</u> , i. the <u>income-based affordable rent</u> for the residential unit set out in the Affordable Residential Units bulletin, as identified by the Minister of Municipal Affairs and Housing in accordance with subsection (5), and ii. the <u>average market rent</u> identified for the residential unit set out in the Affordable Residential Units bulletin.
Average market rent/rent based on income (subsection 4.1 (5)) for the purposes of subsection 4.1 (2), para. 1	The Minister of Municipal Affairs and Housing shall, (a) determine the <u>income of a household</u> that, in the Minister's opinion, is <u>at the 60th percentile of gross annual incomes for renter households in the applicable local municipality</u>; and



Item	Bill 134 Definition (as per D.C.A. Definition)
	(b) identify the <u>rent</u> that, in the Minister's opinion, is <u>equal to 30 per cent of the income of the household</u> referred to in clause (a).
Affordable residential unit ownership (subsection 4.1 (3), para. 1)	The price of the residential unit is no greater than <u>the lesser of</u> , i. the <u>income-based affordable purchase price</u> for the residential unit set out in the Affordable Residential Units bulletin, as identified by the Minister of Municipal Affairs and Housing in accordance with subsection (6), and ii. <u>90 per cent of the average purchase price</u> identified for the residential unit set out in the Affordable Residential Units bulletin.
Average market purchase price/purchase price based on income (subsection 4.1 (6)) for the purposes of subsection 4.1 (3), para. 1	The Minister of Municipal Affairs and Housing shall, (a) determine the <u>income of a household</u> that, in the Minister's opinion, is at the <u>60th percentile of gross annual incomes for households in the applicable local municipality</u> ; and (b) identify the <u>purchase price</u> that, in the Minister's opinion, <u>would result in annual accommodation costs equal to 30 per cent of the income of the household</u> referred to in clause (a)

The affordable exemptions came into effect on June 1, 2024. The bulletin provides the affordable exemption criteria on a municipal-specific basis for C.B.C.s, D.C.s, and Parkland dedication. It is anticipated that the bulletin will continue to be updated annually, and currently provides the following information specific to Milton:

- For Affordable Ownership Units: the average purchase price based on household income is \$535,400. Using the 90% of average purchase price amounts, the cost per unit types are as follows:
 - Detached House: \$1,197,000
 - Semi-Detached House: \$918,000
 - Row/townhouse: \$810,000
 - Condominium Apartment \$585,000
 - Based on the above, the affordable owned housing exemptions are based on income, which equals to purchase price being less than \$535,400 for all unit types.
- For Affordable Rental Units: the average rent based on household income would equal \$2,990 per month. The average market rent by unit type is as follows:



- For a bachelor unit: \$1,324
- For a 1-bedroom unit: \$1,655
- For a 2-bedroom unit: \$1,762
- For a unit with 3 or more bedrooms: \$2,359
 - Based on the above, the affordable rental housing exemptions are based on average market rent for all unit types.

1.3 Current Policies

Historically, the Town has not imposed charges related to community benefits under the prior section 37 (*Planning Act*) provisions.

1.4 Summary of the Process

Prior to passing a C.B.C. by-law, the *Planning Act*, section 37 (10) requires the municipality to consult with the public and such persons and public bodies as the municipality considers appropriate. As such, two (2) engagement sessions will be set to present the strategy to the public to solicit input. The Town has also launched an online engagement platform (<https://www.letstalkmilton.ca/dc-and-cbc-studies-2026>) to allow the public to provide feedback on the strategy and proposed by-law.

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



Figure 1-1
Town of Milton
Schedule of Key Dates in the C.B.C. Strategy Process

Item	Date
1. Data collection, land valuation analysis, growth forecast development, capital needs assessment, staff review, C.B.C. calculations and policy work.	February 2025 to October 2025
2. Council Workshop	October 27, 2025
3. Release of C.B.C. Strategy Report	December 19, 2025
4. Meeting of Council advertisement on Town website	At least 2 weeks prior to the public meeting of Council
5. Engagement Sessions	1. December 1, 2025 2. January 27, 2026
6. Public Meeting of Council	February 9, 2026
7. Council considers adoption of C.B.C. strategy and passage of by-law	April 13, 2026
8. Notice given of by-law passage	No later than 20 days after passage
9. Last day for by-law appeal	40 days after passage



Chapter 2

Anticipated Development in the Town of Milton



2. Anticipated Development

2.1 Requirement of the Act

The growth forecast contained in this chapter (with supplemental tables in Appendix A) provides for the anticipated development for which the Town will be required to provide services over a 2025 to 2051 time horizon.

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

2.2 Basis of Population, Household and Employment Forecast

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

- Halton Region Report No: LPS18-21 – Regional Official Plan Review – Integrated Growth Management Strategy – Growth Concept Discussion Paper, February 2021;
- Amendment No. 49 to The Regional Plan Official Plan for the Halton Planning Area Regional Municipality of Halton – an Amendment to Implement the Integrated Growth Management Strategy – June 2022;
- Halton Regional Official Plan Amendment 49, as approved with modifications by the Minister, November 4, 2022;
- Town of Milton Phase 1 – Residential and Non-Residential Needs Analysis (as amended February 28, 2025) Final Report by Watson & Associates Economists Ltd.;
- Town of Milton 2025 Development Charges Background Study, December 19, 2025, by Watson & Associates Economists Ltd.



- 2011, 2016 and 2021 population, household and employment Census data;
- Historical residential building permit data over the 2014 to 2024 period;
- Residential and non-residential supply opportunities as identified by Town of Milton staff; and
- Discussions with Town staff regarding anticipated residential and non-residential development in the Town of Milton.

2.3 Summary of Growth Forecast

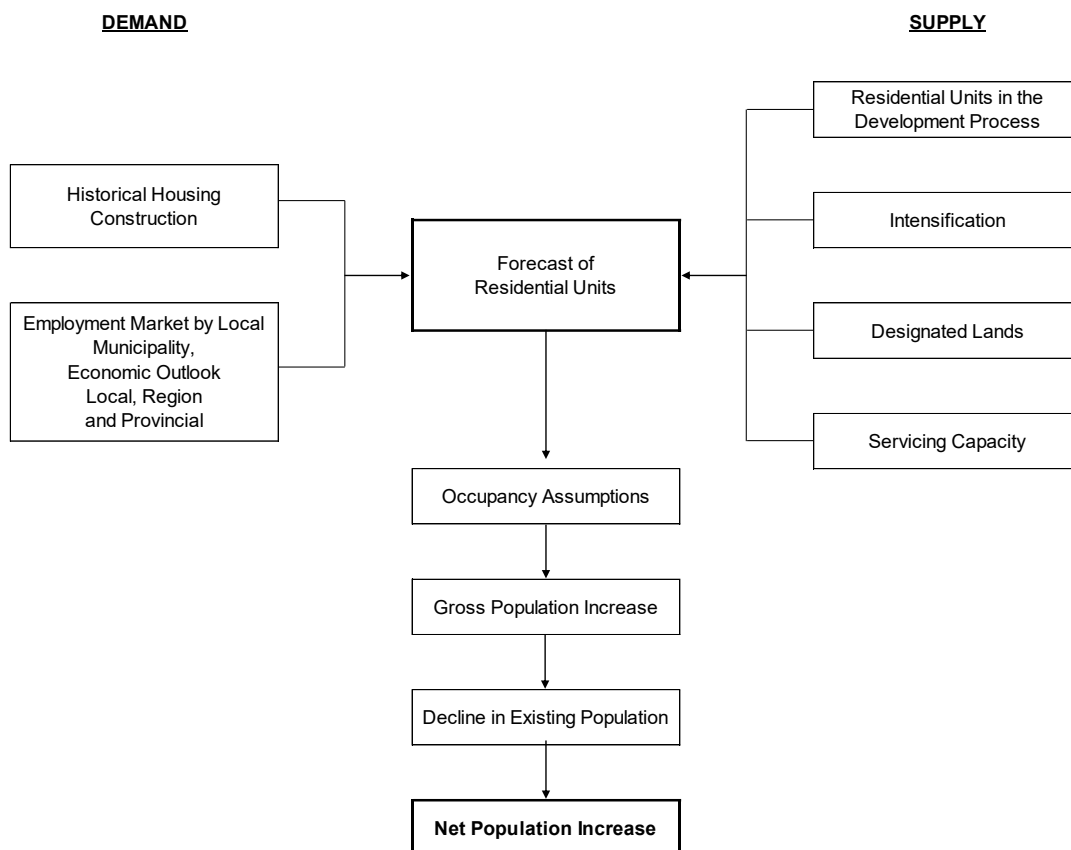
A detailed analysis of the residential and non-residential growth forecasts is provided in Appendix A and the methodology employed is illustrated in Figure 2-1. The discussion that follows summarizes the anticipated growth for the Town and outlines the basis for the forecast. The results of the residential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

As identified in Table 2-1 and Schedule 1, the Town's population (excluding Census undercount) is anticipated to reach approximately 388,400 by 2051, resulting in an increase of 231,330 persons over the 2025 to 2051 forecast period.^[2]

^[2] The population figures used in the calculation of the 2025 C.B.C. exclude the net Census undercount, which is estimated at approximately 4.0%.



Figure 2-1
Approach to Population and Housing Forecast





**Table 2-1
Town of Milton
Residential Growth Forecast Summary**

Year		Population (Including Census Undercount) ^[1]	Excluding Census Undercount					Housing Units							Person Per Unit (P.P.U.): Total Population/ Total Households	
			Population	Institutional Population	Population Excluding Institutional Population	Off-Campus Student Population Not Captured in Census ^[2]	Total Population and Off-Campus Student Population	Singles & Semi- Detached	Multiple Dwellings ^[3]	Apartments ^[4]	Other	Total Households	Off-Campus Student Households	Total Households Including Off- Campus Student Housing		Equivalent Institutional Households
Historical	Mid 2011	87,720	84,362	787	83,575		84,362	20,351	5,385	1,788	37	27,561		27,561	715	3.061
	Mid 2016	114,520	110,128	1,193	108,935		110,128	23,408	7,517	3,322	25	34,272		34,272	1,085	3.213
	Mid 2021	138,280	132,979	1,549	131,430		132,979	26,475	9,435	4,105	30	40,045		40,045	1,408	3.321
Forecast	Mid 2025	163,200	156,947	1,792	155,155	108	157,055	28,194	10,806	7,250	30	46,280	40	46,320	1,629	3.391
	Mid 2051	400,400	385,052	5,670	379,382	3,334	388,386	51,479	43,043	33,382	30	127,934	1,300	129,234	5,155	3.010
Incremental	Mid 2011 - Mid 2016	26,800	25,766	406	25,360	0	25,766	3,057	2,132	1,534	-12	6,711	0	6,711	370	
	Mid 2016 - Mid 2021	23,760	22,851	356	22,495	0	22,851	3,067	1,918	783	5	5,773	0	5,773	323	
	Mid 2021 - Mid 2025	24,920	23,968	243	23,725	108	24,076	1,719	1,371	3,145	0	6,235	40	6,275	221	
	Mid 2025 - Mid 2051	237,200	228,105	3,878	224,227	3,226	231,331	23,285	32,237	26,132	0	81,654	1,260	82,914	3,526	

^[1] Population includes the Census undercount estimated at approximately 4.0% and has been rounded.

^[2] Forecast student population not captured in the Census reflects students that result in an off-campus student household.

^[3] Includes row townhouses, back-to-back townhouses, and apartments in duplexes.

^[4] Includes stacked townhouses, bachelor, 1-bedroom, and 2-bedroom+ apartment units and secondary suites (i.e., self-contained living accommodations such as apartments and small residential units that are located on a property that have a separate main residential unit).

Notes:

Numbers may not add due to rounding.

Source: Derived from the Town of Milton, Phase 1 – Residential and Non-Residential Needs Analysis (as amended February 28, 2025) by Watson & Associates Economists Ltd., and discussions with Town of Milton staff regarding servicing and land supply by Watson & Associates Economists Ltd.



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

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

- The housing unit mix for the Town was derived from a detailed review of the Town of Milton's historical development activity (as per Schedule 5), as well as active residential development applications and discussions with Town staff regarding anticipated development trends for the Town of Milton.
- Based on the above indicators, the 2025 to 2051 household growth forecast for the Town is comprised of a unit mix of 29% low-density units (single detached and semi-detached), 39% medium-density (multiples except apartments) and 32% high-density (accessory units, bachelor, 1-bedroom, and 2+ bedroom apartments) units.

2. C.B.C. Eligible Units

- Subsection 37 (4) of the *Planning Act* establishes the criteria for a development to be C.B.C. eligible. A C.B.C. may be imposed if:
 - Development of a proposed building or structure has five or more storeys at or above ground and has 10 or more residential units;
 - Redevelopment of an existing building or structure that will have 5 or more storeys at or above ground after redevelopment and proposes to add 10 or more residential units to an existing building or structure; or
 - Such types of development or redevelopment as prescribed.
- The C.B.C. eligible unit forecast is derived based on the established criteria above and a detailed review of historical Census housing trends, historical development activity (as per Schedule 5), active residential development applications and discussions with Town staff regarding anticipated C.B.C. eligible developments.
- Based on the above indicators, the Town is forecasted to accommodate 18,430 C.B.C. eligible household units over the 2025 to 2051 forecast period. This translates to 66% of all high-density units, excluding accessory units, being C.B.C. eligible from 2025 to 2051.



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

- Schedule 2 summarizes the anticipated amount, type and location of C.B.C.-eligible development for the Town.
- In accordance with forecast demand and available land supply, the amount and percentage of forecast C.B.C. eligible housing growth between 2025 and 2051 is summarized in Table 2-2.

Table 2-2
Town of Milton
Residential High-Density Growth by Development Area

Development Location	High-Density Housing Growth, 2025 to 2051 ^[1]	C.B.C.- Eligible Share (%)	C.B.C.- Eligible Housing Growth, 2025 to 2051
Pre-HUSP	12,070	67%	8,052
Bristol Secondary Plan	629	16%	102
Sherwood Secondary Plan	437	50%	224
Boyne Secondary Plan	809	28%	230
Milton Education Village	4,984	84%	4,166
Britannia Secondary Plan	1,415	44%	620
Agerton Secondary Plan	4,921	81%	3,986
Trafalgar Secondary Plan	1,597	49%	789
Community Area Expansion Lands	530	49%	263
Rural	-		-
Town-Wide Total	27,392	67%	18,432

^[1] High density includes accessory apartments, bachelor, 1-bedroom, and 2-bedroom+ apartments and off-campus student housing.

Source: Watson & Associates Economists Ltd.



4. Planning Period

- For the purpose of this study, a 2025 to 2051 planning horizon has been assumed which aligns with the Town's capital budget and forecast.

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

- The number of housing units to be constructed by 2051 in the Town over the forecast period is presented in Table 2-1. Over the 2025 to 2051 forecast period, the Town is anticipated to average approximately 3,140 new permanent housing units per year.
- Institutional population^[3] is anticipated to increase by approximately 3,880 people between 2025 to 2051.
 - Population in new units is derived from Schedules 3 and 4 which incorporate historical development activity, anticipated units (see unit mix discussion) and average persons per unit (P.P.U.) by dwelling type for new units.
 - Schedule 6 summarizes the average P.P.U. assumed for new housing units by age and type of dwelling based on Statistics Canada 2021 custom Census data for the Town of Milton. Due to data limitations high density P.P.U. data was derived from Halton Region which includes the Town of Milton, and is outlined in Schedule 8b. The total calculated P.P.U. for all density types has been adjusted accordingly to account for the P.P.U. trends which has been recently experienced in both new and older units. Forecast average P.P.U.s by dwelling type are as follows:
 - Low density: 3.825
 - Medium density: 3.049
 - High density:^[4] 1.744
 - Off-campus student housing ^[5]: 2.560

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

- Existing households for 2025 are based on 2021 Census households, plus estimated residential units constructed between mid-2021 to the beginning

^[3] Institutional population largely includes special care facilities such as nursing home or residences for senior citizens. A P.P.U. of 1.100 depicts 1-bedroom and 2-or-more-bedroom units in collective households.

^[4] Includes accessory units, bachelor, 1-bedroom and 2-or-more-bedroom apartments

^[5] Derived Town of Milton, Phase 1 – Residential and Non-Residential Needs Analysis (as amended February 28, 2025) by Watson & Associates Economists Ltd.



of the growth forecast period, assuming a minimum six-month lag between construction and occupancy (see Schedule 3).

- The change in average occupancy levels for existing housing units is calculated in Schedules 3 and 4. The forecasted population change in existing households over the 2025 to 2051 forecast period is forecast to decrease by approximately 8,710.

2.4 Summary of Growth Forecast for Area-Specific C.B.C. Calculations

As discussed further in Chapters 3 and 4, the C.B.C. calculation is based on capital costs related to land for parks that are required to accommodate the high-density development and that are in excess of lands dedicated or provided via cash-in-lieu payments under sections 42 or 51 of the *Planning Act*. For certain areas in the Town, existing agreements for parkland dedication are already in place. As a result, these lands have been excluded from the analysis.

The areas under review as part of this C.B.C. strategy are the Pre-H.U.S.P. lands, M.E.V. lands, and portions of the Community Area Expansion Lands that are not subject to existing agreements. Within these areas, the following provides a summary of the forecasted development to which the C.B.C. may be imposed:

Table 2-3
Town of Milton
Units in C.B.C. Eligible Buildings for Area-Specific C.B.C. Calculations

Area	Units in C.B.C. Eligible Buildings
Pre-H.U.S.P.	8,052
M.E.V.	4,166
Community Area Expansion Lands*	93

**Note: this excludes areas within the Community Area Expansion Lands where existing agreements for parkland are in place.*

As the C.B.C. rate is applied against the value of land the day before a building permit is issued, average land values associated with eligible high-density development are



required to be assessed. These land values are then utilized to calculate the eligible C.B.C. rate (up to a maximum of 4%). To assist in estimating land values, the Town commissioned a professional land appraiser to provide input into the analysis. Antec Appraisal Group undertook land value estimates on behalf of the Town to assist with the implementation of this C.B.C. strategy. The land valuations were based on high-density residential lands in the Town. Based on the appraisal report an average land value per acre of \$4,500,000 (\$11.12 million per hectare) has been used for purposes of the C.B.C. Strategy to estimate total potential land value for C.B.C. eligible high-density development.

Based on current applications in the development process, the high-density units per hectare was estimated for the three (3) areas, as provided in Table 2-6. This assumption was utilized to calculate the estimated total hectares of land associated with the C.B.C.-eligible units. The estimated total hectares are multiplied by the average land value per hectare to determine a total land value, which will be used as the denominator in the C.B.C. calculations.

Table 2-4
Estimated Acres of Land and Associated Value of Anticipated C.B.C. Eligible Development over the 2025-2051 Forecast Period

C.B.C. Eligible Growth	Pre-H.U.S.P.	M.E.V.	Community Area Expansion Lands*	Total
Forecast C.B.C. Eligible Units	8,052	4,166	93	11,473
Estimated High Density units per hectare	445	200	150	
Estimated Hectares of Land	18.10	20.83	0.62	39.55
Average Land Value per hectare	\$11,120,000	\$11,120,000	\$11,120,000	\$11,120,000
Estimated Total Value of Land	\$201,305,000	\$231,630,000	\$6,894,000	\$439,829,000

*Where existing parkland agreements are not in place



Chapter 3

Approach to the Calculation

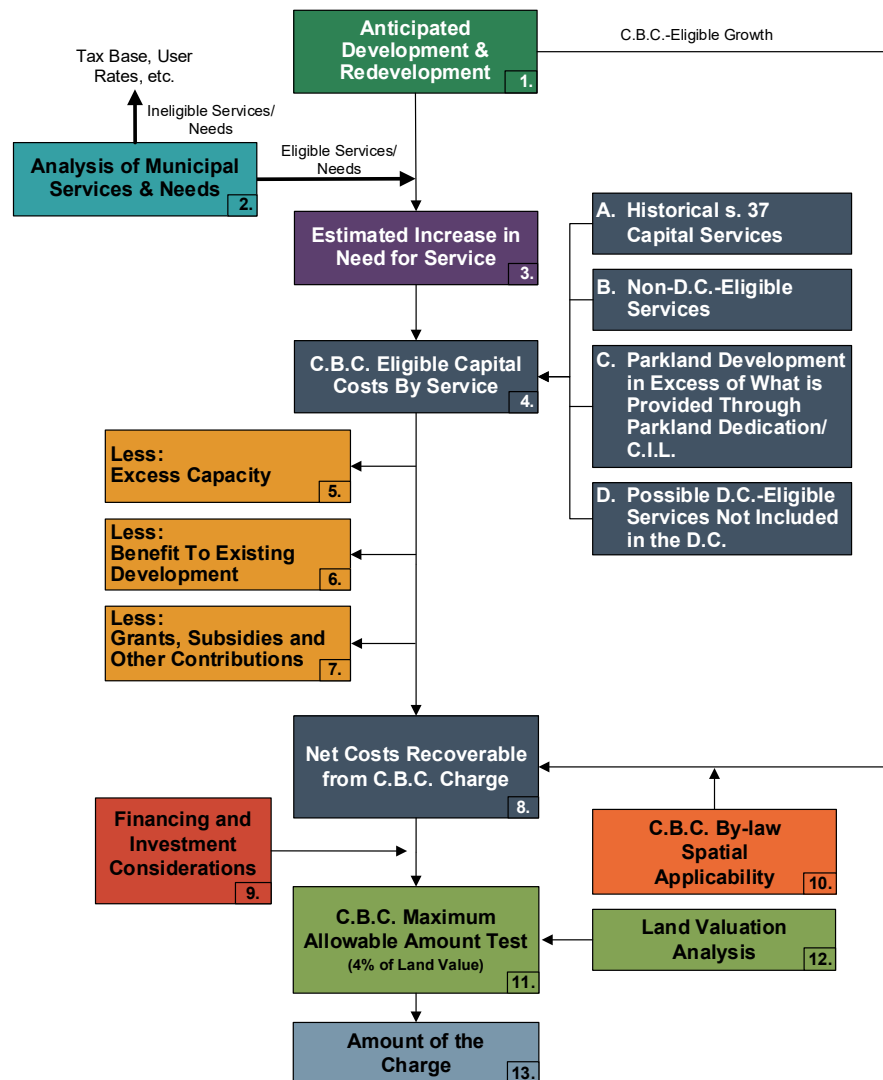


3. The Approach to the Calculation of the Charge

3.1 Introduction

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

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





3.2 Anticipated Development and Redevelopment

The anticipated development and redevelopment forecast is provided in chapter 2 (with supplemental tables in Appendix A). This chapter provides for the anticipated overall growth within the Town over a 26-year (2025-2051) time horizon and then estimates the residential units eligible to be considered as per section 37 (4) of the *Planning Act*.

3.3 Services Potentially Involved

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

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

Examples of services not provided by a D.C. or parkland dedication by-law include (but are not limited to) capital facilities and equipment for municipal parking, airports, municipal administration building expansions, museums, arts centres, public art, heritage preservation, landfill, public realm improvements, community gardens, space for non-profits, etc.

As discussed further in Chapter 4, the C.B.C. calculation is based on capital costs related to land for parks that are required to accommodate high-density development and that are in excess of lands dedicated or provided via cash-in-lieu payments under sections 42 or 51 of the *Planning Act*. Note: the C.B.C. by-law would only apply to lands where existing agreements for parkland dedication are not already in place.



3.4 Increase in the Need for Service

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

3.5 Capital Forecast

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

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



(g) costs of the C.B.C. strategy study.

3.6 Deductions

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

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

The requirements behind each of these reductions are addressed below.

3.6.1 *Reduction for Excess Capacity*

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

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

3.6.2 *Reduction for Benefit to Existing Development*

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

- the repair or unexpanded replacement of existing assets that are in need of repair;
- the elimination of a chronic servicing problem not created by growth; and



- providing services where none previously existed (for example, extending garbage pickup to the rural area which previously did not receive the municipal service).

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

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

3.6.3 Reduction for Anticipated Grants, Subsidies and Other Contributions

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

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



3.7 Municipal-wide vs. Area Rating

This step involves determining whether all of the subject costs are to be recovered on a uniform municipal-wide basis or whether some or all are to be recovered on an area-specific basis. Unlike D.C.s, there is no mandatory requirement to consider area rating of services (providing charges for specific areas and services); however, the legislation does not prohibit area rating. There may be instances where Council may consider varying rates to align with other policies or possible incentives in the development area.

Through the C.B.C. strategy process, discussions with Town staff took place related to structuring the charge on a municipal-wide vs. area specific basis. The calculations set out herein are based on recovering costs related to parkland needs for high-density development in excess of lands dedicated or provided via cash-in-lieu payments under sections 42 or 51 of the *Planning Act*. Given that existing agreements are in place related to parkland dedication in various development areas across the Town, the C.B.C. calculations set out herein have been undertaken on an area-specific basis to exclude these lands.

3.8 Land Valuation Analysis

To facilitate the rate calculation provided in section 3.9, an estimate of the market value of the land related to the anticipated applicable development/redevelopment presented in section 3.2, needs to be undertaken. It is noted that the land values may vary based on a number of factors including location, zoning density, parcel size, etc., however, these values should estimate the land value the day before building permit issuance. The Town has engaged the assistance of a land appraiser for this data.

3.9 Calculation of the Community Benefit Charge

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

To calculate the rate, the net capital cost (obtained by netting the deductions outlined in section 3.6 against the capital presented in section 3.5) is divided by the land values associated with the anticipated applicable development/redevelopment, which yields a



percentage of the capital cost to the land value. The product of this calculation provides for the eligible rate. As noted above, the maximum rate to be imposed is 4%; hence, the rate can be any rate between 0% and 4%.



Chapter 4

C.B.C.-Eligible Cost Analysis



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

4.1 Introduction

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

The nature of the analysis set out herein reflects current provision targets related to parkland, based on Council policy directions. It is recognized that over time, provision targets and Council priorities change; accordingly, Council's intentions may alter, and different projects may be necessary to meet the need for services required by new growth.

4.2 Determining Parkland Deficit Associated with Eligible High-Density Growth

The Town has established Parks and Recreation Provision Targets which outlines an overall target for parkland of 1.75 hectares per 1,000 people. Given recent changes to the *Planning Act* with respect to parkland dedication, the ability of the Town to meet their service level targets through parkland dedication alone has been impacted. The analysis herein seeks to identify the maximum amount of parkland that may be received through dedication from C.B.C.-eligible development and compares that to the additional parkland required to meet the Town's provision targets. The gap between parkland dedication and the provision target could then be reviewed for inclusion in the C.B.C. calculation.

To quantify the impacts, the following subsections provide for the anticipated amount of parkland dedication, calculated by using the maximum allowable provisions set out in the *Planning Act* and the growth forecast set out in section 2.4 (i.e. for the areas where existing parkland dedication agreements are not in place).



4.2.1 **Parkland Need for C.B.C.-Eligible High-Density Residential Development**

Based on the anticipated growth that meets the C.B.C.-eligibility requirements within the pre-H.U.S.P. lands, M.E.V. lands, and Community Area Expansion Lands, the following table provides a summary of the parkland needed for this growth to 2051, based on the provision targets established by the Town:

Table 4-1
Town of Milton
Parkland Need for C.B.C.-Eligible Growth

Future Parkland Needs - CBC Eligible Development Only	C.B.C. Eligible Units	Persons per Unit	Population Increase	Parkland Provision Target (hectares per 1,000 people)	Parkland Need for Growth (hectares)
Pre-HUSP	8,052	1.74	14,043	1.75	24.57
MEV	4,166	1.74	7,266	1.75	12.71
Community Expansion Areas*	93	1.74	162	1.75	0.28
Total	12,311		21,470		37.57

*Excluding areas with existing parkland dedication agreements

As presented in the table above, to meet the service level targets, the Town requires 37.57 hectares of parkland to accommodate the growth in population arising from the development of C.B.C.-eligible units only.

4.2.2 **Parkland Dedication**

With respect to parkland dedication, the *Planning Act* allows for municipalities to require 2% dedication from commercial and industrial developments and 5% dedication for all other development (i.e. residential and institutional). For residential development, an alternative rate may be used whereby the municipality can require 1 hectare of land for every 600 net residential units (note that this rate is 1 hectare of land for every 1,000 net residential units if the municipality requires payment-in-lieu of dedication).

Table 4-2 provides for a summary of the anticipated C.B.C.-eligible units along with assumed densities (units per hectare) related to these units. At a parkland dedication rate of 5%, the total parkland to be dedicated would be 1.98 hectares.



Table 4-2
Town of Milton
Residential Parkland Dedication at 5%

Area	Anticipated C.B.C. Eligible High- Density Residential Development (2025 to 2051)	Density Assumption (units/ha)	Total Hectares	Total Hectares Dedicated at 5%
Pre-H.U.S.P.	8,052	445	18.10	0.91
M.E.V.	4,166	200	20.83	1.04
Community Area Expansion Lands	93	150	0.62	0.03
Total Hectares	12,311		39.55	1.98

As noted above, an alternative rate of one (1) hectare for 600 net residential units may be utilized. With respect to this alternative rate, there is a requirement that the amount of parkland dedication not exceed 10% where properties are 5 hectares or less and not exceed 15% where properties are greater than 5 hectares. For the purposes of the calculations, it is assumed that all properties would be 5 hectares or less.

As provided in Table 4-3, the alternative rate would provide for 3.96 hectares of dedication, where the alternative rate is capped for C.B.C.-eligible high-density development.

Table 4-3
Town of Milton
Alternative Residential Rate

Area	Anticipated C.B.C. Eligible High- Density Residential Development (2025 to 2051)	One Hectare for 600 Net Residential Units (ha)	Hectares at 10% Maximum*
Pre-H.U.S.P.	8,052	13.42	1.81
M.E.V.	4,166	6.94	2.08
Community Area Expansion Lands	93	0.16	0.06
Total Hectares	12,311	20.52	3.96

**As per Bill 23 (now s42(3.3) of the Planning Act), properties 5 hectares or less are limited to 10% of the land area. Parkland dedication for apartments would exceed this limitation, therefore the 10% dedication cap assumption was used*



Summary

Based on the analysis above, and assuming the Town will maximize parkland dedication, the Town would utilize the alternative rate to provide for 3.96 hectares of parkland. Table 4-4 provides a summary of the analysis:

Table 4-4
Town of Milton
Summary of Anticipated Dedication – Parkland Dedication

Summary	Total Hectares*	Hectares Required by 2051	Deficit (Hectares)	Land Value per Hectare	Total Value of Deficit (\$)
Pre-H.U.S.P.	1.81	24.57	22.76	\$5,680,000	\$129,300,000
M.E.V.	2.08	12.71	10.63	\$5,680,000	\$60,390,000
Community Area Expansion Lands	0.06	0.28	0.22	\$5,680,000	\$1,260,000
Total	3.96	37.57	33.62		\$190,950,000

*1 Hectare for 600 Net Residential Units for High-density Residential (10% cap on land dedication)

As provided in the table above, utilizing the maximum provisions under the *Planning Act* and maintaining the provision targets set out by the Town, there would be a potential deficit of 33.62 hectares associated with C.B.C.-eligible development. Assuming a land value of \$5.68 million per hectare⁶, the total potential value of this deficit is \$190.95 million.

For comparative purposes, the analysis was also conducted to determine the deficit that would result if the caps on the alternative rate were not in place. Based on the table below, the total deficit would be \$96.87 million.

⁶ Based on the land appraisal report, this value represents the value of low density residential land, as a conservative estimate of the value of land. As noted previously, high density has an estimated value per hectare of \$11,120,000, which if applied here would almost double the value of the estimated deficit.



Table 4-5
Town of Milton
Summary of Anticipated Dedication – Parkland Dedication (Without Caps on Dedication)

Summary	Total Hectares*	Hectares Required by 2051	Deficit (Hectares)	Land Value per Hectare	Total Value of Deficit (\$)
Pre-H.U.S.P.	13.42	24.57	11.15	\$5,680,000	\$63,360,000
M.E.V.	6.94	12.71	5.77	\$5,680,000	\$32,780,000
Community Area Expansion Lands	0.16	0.28	0.13	\$5,680,000	\$730,000
Total	20.52	37.57	17.05		\$96,870,000

*1 Hectare for 600 Net Residential Units for High-density Residential

4.2.3 *Payment-in-Lieu of Dedication*

The *Planning Act* allows municipalities to require dedication of parkland or payment-in-lieu of dedication. With respect to high-density development, it is anticipated that the Town would see increased instances of requests for payment-in-lieu.

When the Town requires payment-in-lieu of dedication, they can require similar provisions as discussed above. That is, the Town would receive an amount that is the equivalent value of 5% of the value of land. Should the Town wish to utilize the alternative rate for payment-in-lieu, the rate is the equivalent value of 1 hectare of land for every 1,000 net residential units. Note, similar to parkland dedication, there is a requirement that the amount of parkland dedication not exceed 10% where properties are 5 hectares or less and not exceed 15% where properties are greater than 5 hectares. For the purposes of the calculations, it is assumed that all properties would be 5 hectares or less.

To summarize the effect on the anticipated deficit in parkland needs, Table 4-6 summarizes the anticipated value of parkland dedication using the 1 hectare for 1,000 net residential unit rate. Note: the alternative rate is capped for C.B.C.-eligible high-density development, and as a result, the revenue identified in the table below is based on the 10% cap.



Table 4-6
Town of Milton
Summary of Anticipated Dedication – Payment-in-Lieu of Dedication

Summary	Total Revenue Received [1]	Total Value of Land Required by 2051 [2]	Deficit (\$)
Pre-H.U.S.P.	\$20,130,498	\$139,584,319	\$119,453,821
M.E.V.	\$23,162,960	\$72,219,110	\$49,056,150
Community Area Expansion Lands	\$689,440	\$1,612,188	\$922,748
Total	\$43,982,898	\$213,415,617	\$169,432,719

[1] 1 Hectare for 1,000 Net Residential Units for High-density Residential. Note, properties 5 hectares or less are limited to 10% of the value of the land. Payment-in-lieu of parkland dedication for apartments would exceed this limitation, therefore, the 10% cap assumption was used. Revenue is based on 3.96 hectares of land.

[2] Based on the total hectares required by 2051 multiplied by an assumed land value per hectare of \$5.68 million

As provided in the table above, utilizing the maximum provisions under the *Planning Act* and maintaining the provision targets set out by the Town, there would be a potential deficit of \$169.43 million with respect to parkland needs.

An analysis was undertaken to determine the total deficit if the 10% cap was not in place. Based on Table 4-7 below, the total deficit would be \$76.52 million under the alternative rate.

Table 4-7
Town of Milton
Summary of Anticipated Dedication – Payment-in-Lieu of Dedication (Without Caps)

Summary	Total Revenue Received [1]	Total Value of Land Required by 2051 [2]	Deficit (\$)
Pre-H.U.S.P.	\$89,538,240	\$139,584,319	\$50,046,079
M.E.V.	\$46,325,920	\$72,219,110	\$25,893,190
Community Area Expansion Lands	\$1,034,160	\$1,612,188	\$578,028
Total	\$136,898,320	\$213,415,617	\$76,517,297

[1] 1 Hectare for 1,000 Net Residential Units for High-density Residential.

[2] Based on the total hectares required by 2051 multiplied by an assumed land value per hectare of \$5.68 million

Given that the value of the deficit is lower under the payment-in-lieu of dedication scenario relative to the land dedication scenario, the payment-in-lieu of dedication deficit will be utilized for the purposes of the C.B.C. calculation as a conservative estimate.



4.3 Capital Costs Related to the C.B.C. Strategy

The costs with respect to undertaking the C.B.C. strategy study are also considered for inclusion in the C.B.C. calculation. The total cost of the C.B.C. Strategies required over the forecast period is \$210,000. Given that the C.B.C. is not applicable to other forms of development, 100% of the costs are attributable to the eligible high-density growth and are included in the calculations. The following table provides a summary of the costs included in the calculations:



Table 4-8
Town of Milton
Capital Infrastructure Needs to be Recovered through C.B.C.s for the C.B.C. Strategy

Prj. No.	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Costs Less Deductions				Allocations Between Residential and Non- Residential Growth		Allocation Between Residential Growth by Density		Allocation Between Eligible and Ineligible High Density Growth	
			Gross Capital Cost Estimate (2025\$)	Less:		Net Growth- Related Cost	Total Non- Residential Share	Total Residential Share	Low/Medium Density Residential	Total High Density Residential	Ineligible High Density Residential	Eligible High Density Residential
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development							
	2025-2051						0%	100%	0%	100%	0%	100%
1	C.B.C. Strategy	2025	35,000	-		35,000	-	35,000	-	35,000	-	35,000
2	C.B.C. Strategy	2030	35,000	-		35,000	-	35,000	-	35,000	-	35,000
3	C.B.C. Strategy	2035	35,000	-		35,000	-	35,000	-	35,000	-	35,000
4	C.B.C. Strategy	2040	35,000	-		35,000	-	35,000	-	35,000	-	35,000
5	C.B.C. Strategy	2045	35,000	-		35,000	-	35,000	-	35,000	-	35,000
6	C.B.C. Strategy	2050	35,000	-		35,000	-	35,000	-	35,000	-	35,000
	Total		210,000	-	-	210,000	-	210,000	-	210,000	-	210,000



4.4 Allocation of Costs to Eligible High-Density Growth and Cost Analysis

As noted above, the total estimated value of the land required for parks in excess of cash-in-lieu payments under the *Planning Act* is \$169.43 million. In addition, the cost of C.B.C. strategies over the forecast period is \$210,000. Given that the parkland deficit and the C.B.C. strategies are only related to C.B.C. eligible high-density growth, the full capital value of these items would be attributable to this development. The total amount of \$169.64 million is assumed as the capital cost that would be included in the C.B.C. calculation for recovery.

In addition, given that the forecasted value of the deficit and the costs of the C.B.C. strategy are only related to C.B.C.-eligible growth within the forecast period, there are no deductions that would be made with respect to a benefit to the existing community or to the benefit of growth outside of the forecast period.

Based on the above, the Town has identified \$169.64 million to be included in the C.B.C. calculations.



Chapter 5

C.B.C. Calculation



5. C.B.C. Calculation

5.1 Anticipated Funding Recovery

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

- 1) **Anticipated Development:** As presented in Chapter 2, the growth forecast to 2051 provides for the following eligible high-density units (i.e., in buildings containing a minimum of five (5) storeys and a minimum of 10 residential units) within the areas for which C.B.C.s are imposed:
 - a. Pre-H.U.S.P. Lands: 8,052 units
 - b. M.E.V. Lands: 4,166 units
 - c. Community Area Expansion Lands⁷: 93 units
- 2) **Land Valuation:** The Town engaged a land appraiser to provide average land valuations for properties anticipated for eligible high-density development. The average land valuation utilized for the calculations is \$11.11 million per hectare.
- 3) **Identification of Services:** as per section 37(5) of the *Planning Act*, land for park or other public recreational purposes in excess of lands dedicated or provided cash-in-lieu payments under section 42 or 51 of the *Planning Act* has been identified for recovery through the C.B.C. In addition, the costs related to undertaking the C.B.C. strategies over the forecast period have also been included in the C.B.C. recovery.
- 4) **C.B.C. Eligible Costs:** The calculation of capital needs related to parkland in excess of parkland dedication provided under section 42 or 51 of the *Planning Act* was identified in chapter 4. In addition, the costs related to undertaking the C.B.C. strategy over the forecast period are identified in section 4.3. Given that the gross capital costs identified are only related to eligible high-density units within the forecast period, the total costs identified would be considered in the C.B.C. calculation.

⁷ Areas where existing agreements related to parkland dedication are not in place.



- 5) **Total Land Value:** Based on the growth forecast, density assumptions, and land valuation assessment identified in chapter 2, the total land value for eligible high density in the three (3) areas under consideration is equal to the following:
- a. Pre-H.U.S.P. Lands: \$201.31 million
 - b. M.E.V. Lands: \$231.63 million
 - c. Community Area Expansion Lands⁸: \$6.89 million
- 6) **Maximum C.B.C.:** As per the Planning Act, the maximum a municipality can impose for a C.B.C. is equal to 4% of the land value of a property, the day before building permit issuance. Based on the total land value, the estimated potential C.B.C. recovery for the Town equates to approximately \$17.59 million for the forecast period to 2051 (see Table 5-1).

Table 5-1
Town of Milton
Anticipated C.B.C. Funding Recovery

Area	Total C.B.C. Eligible Units	Average Units per Hectare	Estimated Total Hectares	Average Land Value Per Hectare	Total Land Value	C.B.C. %	Potential C.B.C. Revenue
Pre-H.U.S.P.	8,052	445	18.10	\$11,120,000	\$201,305,000	4%	\$8,052,200
Milton Education Village	4,166	200	20.83	\$11,120,000	\$231,630,000	4%	\$9,265,200
Community Area Expansion Lands	93	150	0.62	\$11,120,000	\$6,894,000	4%	\$275,760
Pre-H.U.S.P. + M.E.V. + Community Expansion Areas	11,473		39.55	\$11,120,000	\$439,829,000	4%	\$17,593,200

The Town has identified capital costs attributable to eligible high-density growth in the amount of \$169.64 million (as per chapter 4), which is well in excess of the maximum allowable amount of approximately \$17.59 million. Therefore, the Town has provided herein that the maximum C.B.C. of 4% may be considered to be imposed on eligible forms of development. It is noted that available C.B.C. funding will not provide funding for all parkland needs, and hence, Town Council will have to consider the highest capital priorities to be funded through C.B.C. revenue during the annual budget process.

Table 5-2 provides a survey of comparator municipalities that have a C.B.C. by-law in place and the percentage that is imposed on eligible forms of development. All municipalities that have a C.B.C. by-law in place impose the maximum 4%.

⁸ Areas where existing agreements related to parkland dedication are not in place.



Table 5-2
Town of Milton
Survey of C.B.C.s in Comparator Municipalities

Municipality	C.B.C. Percentage Imposed
Aurora	4%
Brampton	4%
Burlington	4%
Halton Hills	4%
Markham	4%
Milton (Calculated)	4%
Newmarket	4%
Oakville	4%
Richmond Hill	4%
Toronto	4%
Vaughan	4%

Note: Hamilton and Mississauga repealed their C.B.C. by-laws in 2025.



Chapter 6

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



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

6.1 C.B.C. Policies

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

6.2 C.B.C. By-law Rules

6.2.1 *Payment in any Particular Case*

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

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



6.2.2 Maximum Amount of the Community Benefit Charge

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

Based on section 3 of O. Reg. 509/20, the prescribed percentage is 4%. The C.B.C. Strategy recommends imposing the maximum prescribed rate.

6.2.3 Exemptions (full or partial)

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

- Development of a proposed building or structure with fewer than five (5) storeys at or above ground;
- Development of a proposed building or structure with fewer than 10 residential units;
- Redevelopment of an existing building or structure that will have fewer than five storeys at or above ground after the redevelopment;
- Redevelopment that proposes to add fewer than 10 residential units to an existing building or structure;
- Such types of development or redevelopment as are prescribed:
 - Development or redevelopment of a building or structure intended for use as a long-term care home within the meaning of subsection 2 (1) of the *Fixing Long-Term Care Act, 2021*.
 - Development or redevelopment of a building or structure intended for use as a retirement home within the meaning of subsection 2 (1) of the *Retirement Homes Act, 2010*.
 - Development or redevelopment of a building or structure intended for use by any of the following post-secondary institutions for the objects of the institution:
 - i. a university in Ontario that receives direct, regular, and ongoing operating funding from the Government of Ontario,
 - ii. a college or university federated or affiliated with a university described in subparagraph i,



- iii. an Indigenous Institute prescribed for the purposes of section 6 of the Indigenous Institutes Act, 2017.
- Development or redevelopment of a building or structure intended for use as a memorial home, clubhouse, or athletic grounds by an Ontario branch of the Royal Canadian Legion.
- Development or redevelopment of a building or structure intended for use as a hospice to provide end of life care.
- Development or redevelopment of a building or structure intended for use as residential premises by any of the following entities:
 - i. a corporation to which the *Not-for-Profit Corporations Act, 2010* applies that is in good standing under that Act and whose primary object is to provide housing,
 - ii. a corporation without share capital to which the Canada Not-for-profit Corporations Act applies, that is in good standing under that Act and whose primary object is to provide housing,
 - iii. a non-profit housing co-operative that is in good standing under the *Co-operative Corporations Act*.
- Development of Attainable Residential Units, which excludes affordable units and rental units, will be defined as a prescribed development or class of development, and sold to a person who is at "arm's length" from the seller.
- Development of Affordable Residential Units, as defined as:
 - i. Affordable Rental Units: Where the rent is no greater than the lesser of:
 - The income-based affordable rent for the residential unit set out in the Affordable Residential Units bulletin, as identified by the Minister of Municipal Affairs and Housing; and
 - The average market rent identified for the residential unit set out in the Affordable Residential Units bulletin
 - ii. Affordable Owned Units: Where the price of the residential unit is greater than the lesser of:
 - The income-based affordable purchase price for the residential unit set out in the Affordable Residential Units bulletin, as identified by the Minister of Municipal Affairs and Housing; and



- 90 per cent of the average purchase price identified for the residential unit set out in the Affordable Residential Units bulletin.
- and sold to a person who is at "arm's length" from the seller
- iii. Note: for affordable and attainable units, the municipality shall enter into an agreement that ensures the unit remains affordable or attainable for 25 years.
- iv. The bulletin refers to the "*Development Charges Act, 1997* Bulletin" published by the Ministry of Municipal Affairs and Housing.
- Development of Inclusionary Zoning Units: Affordable housing units required under inclusionary zoning by-laws.

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

6.2.4 Timing of Collection

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

6.2.5 In-kind Contributions

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

Prior to providing these contributions, the municipality shall advise the landowner of the value of the in-kind contributions that will be attributed to them. As part of this valuation, the contributing landowner will be expected to provide any valuation documents as backup or alternatively, staff will investigate and assign a reasonable value to the in-kind contribution. This value shall be deducted from the amount the landowner would otherwise be required to pay under the C.B.C. by-law.



6.2.6 The Applicable Areas

The C.B.C. by-law will apply on an area-specific basis to lands within the Pre-H.U.S.P. area, M.E.V., and Community Area Expansion Lands where the land is not already subject to an existing parkland dedication agreement.

6.2.7 Special Account

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

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

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

6.2.8 Credits

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

6.2.9 By-law In-Force Date

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



6.3 Recommendations

It is recommended that Council:

Adopt the C.B.C. approach to calculate the charges on an area-specific basis;

Approve the approach to impose C.B.C.s for the following:

- capital costs related to land for parks required to accommodate growth in high-density units that is in excess of lands dedicated or provided via cash-in-lieu payments under sections 42 or 51 of the *Planning Act*; and
- capital costs related to undertaking the C.B.C Strategy.

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

Approve the C.B.C. Strategy dated December 19, 2025; and

Determine that no further public consultation is required.



Chapter 7

By-law Implementation



7. By-law Implementation

7.1 Introduction

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

7.2 Public Consultation Process

7.2.1 *Required Consultation*

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

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

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

7.2.2 *Interested Parties to Consult*

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

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



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

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

As the Town is undertaking the C.B.C. strategy process in concert with the D.C. background study process, engagement with development stakeholders as well as a public meeting of Council will be undertaken.

7.3 Anticipated Impact of the Charge on Development

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



7.4 Implementation Requirements

7.4.1 Introduction

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

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

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

7.4.2 Notice of Passage

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

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

- notice may be given in one of the following ways:
 - by publication in a newspaper which is (in the clerk's opinion) of sufficient circulation to give the public reasonable notice;
 - if in the clerk's opinion, a newspaper of sufficient circulation does not exist, by posting on the Town's website; or
 - by personal service, fax or mail to every owner of land in the area to which the by-law relates;
- subsection 4 (2) lists the persons/organizations who must be given notice; and
- subsection 4 (5) lists the seven items that the notice must cover.

7.4.3 Appeals

Subsections 37 (13) to 37 (31) of the *Planning Act* set out the requirements relative to making and processing a C.B.C. by-law appeal as well as an OLT hearing in response



to an appeal. Any person or organization may appeal a C.B.C. by-law to the OLT by filing a notice of appeal with the clerk of the municipality, setting out the objection to the by-law and the reasons supporting the objection. This must be done by the last day for appealing the by-law, which is 40 days after the by-law is passed.

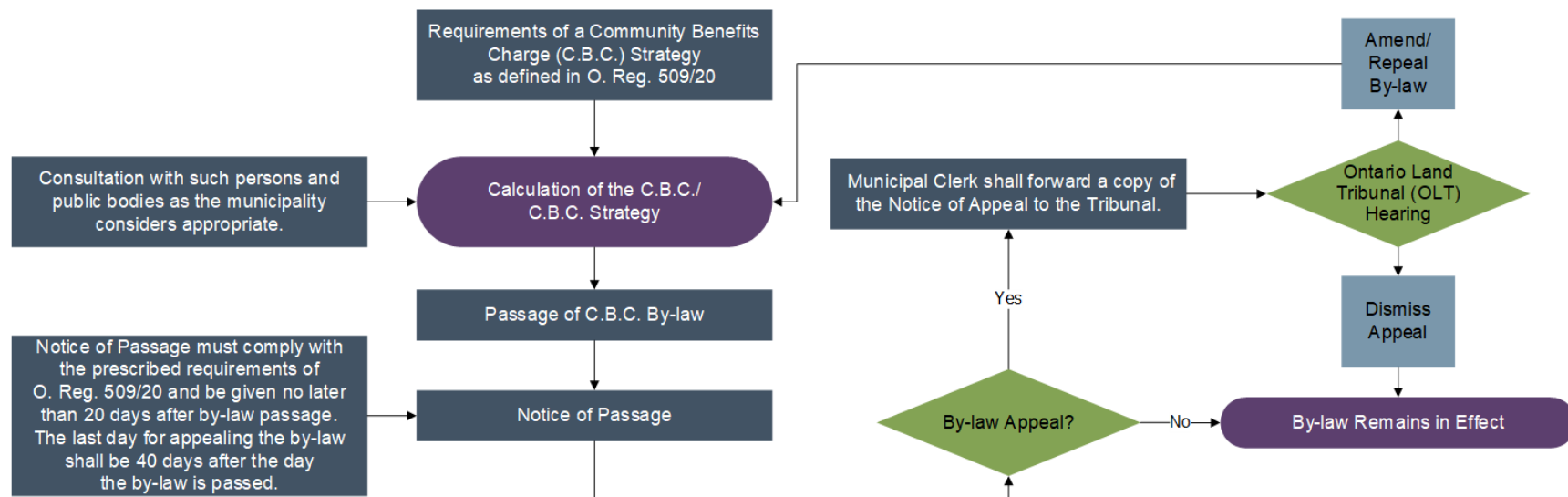
The Town is carrying out a public consultation process, in order to address the issues that come forward as part of that process, thereby avoiding or reducing the need for an appeal to be made.

7.4.4 *In-Kind Contributions*

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



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





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

7.5.1 Introductions

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

7.5.2 Overview of Process and Appraisals

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

In regard to the process for receiving and reviewing appraisals of land, the following is the Town's initial approach to the process.

Once the C.B.C. by-law is in place, as development or redevelopment that meets the eligibility criteria proceeds (i.e., prior to issuance of a building permit), the Town collects C.B.C.s based on the calculated percentage (as set out in the by-law and C.B.C. strategy) and the value of the land. The Town will require each eligible development to provide a land appraisal of the market value of the land from a certified professional appraiser of real estate who is designated as an accredited appraiser by the Appraisal Institute of Canada, from the list of approved appraisers provided by the Town for use in calculating the C.B.C. on each development or redevelopment.

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

If the Town does not agree with the appraisal provided by the landowner, the Town has 45 days to provide the landowner with their own appraisal value from the list of approved appraisers provided by the Town. Then:

- If no appraisal is provided to the landowner within 45 days, the landowner's appraisal is deemed accurate and the funds will then be deposited into the special account.
- If the Town's appraisal is within 5% of the landowner's appraisal, the landowner's appraisal is deemed accurate.



- If the Town's appraisal is more than 5% higher than the landowner's appraisal, the Town shall request an appraisal be undertaken by an appraiser, selected by the landowner, from the list of approved appraisers provided by the Town. This must be undertaken within 60 days. This final appraisal is deemed accurate for the purposes of calculating the applicable C.B.C.
- In regard to the last bullet, subsections 37 (42) and 37 (43) require the Town to maintain a list of at least three persons who are not employees of the Town or members of Council and have an agreement with the Town to perform appraisals for the above. This list is to be maintained until the C.B.C. by-law is repealed or the day on which there is no longer any refund that could be required (whichever is later).

7.5.3 Special Reserve Fund Account

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

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

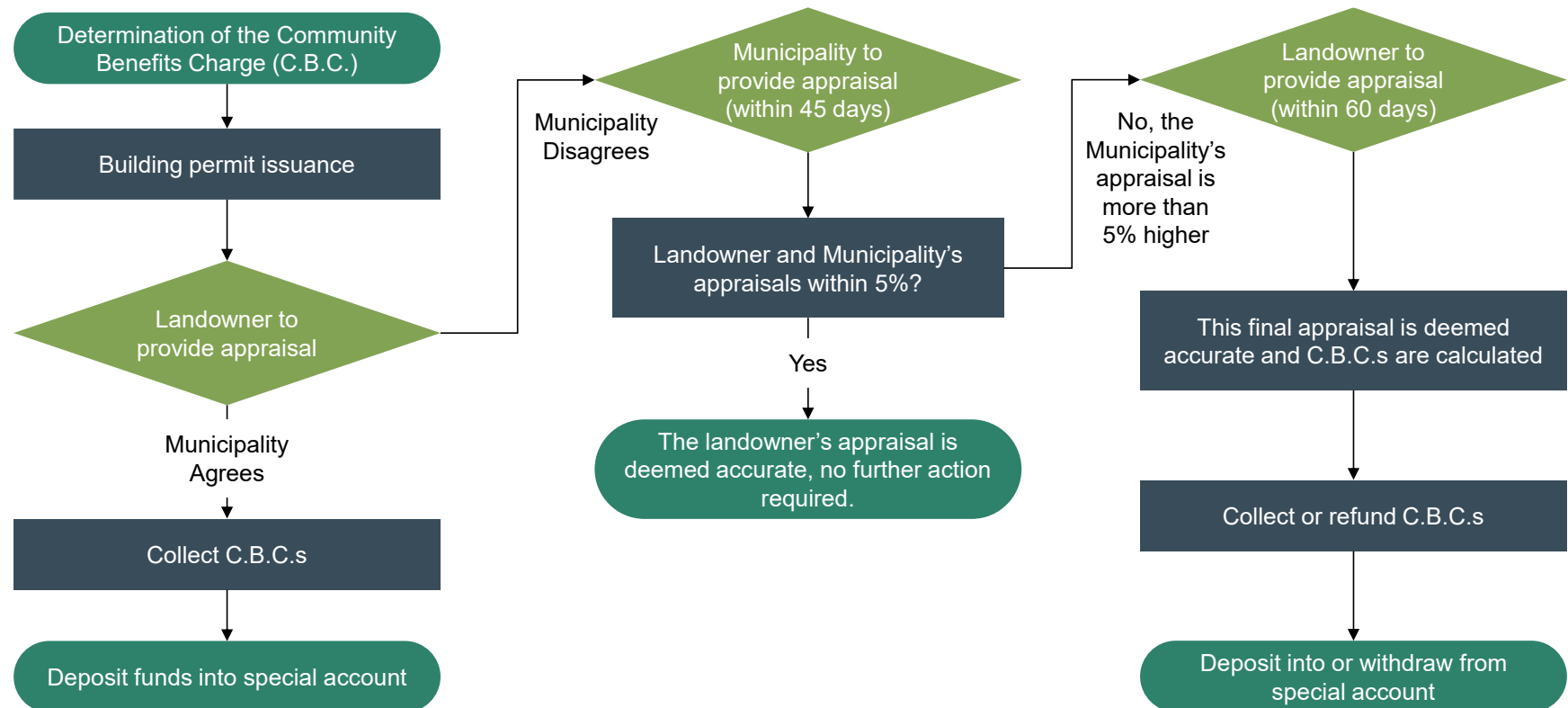
As per this C.B.C. strategy, the growth-related needs (as outlined in Chapter 4), form the anticipated capital needs required to service growth over the forecast period to 2051. However, other services may be considered by Council in the future and are subject to approval by resolution and inclusion in the annual budget process. Further, any additional services approved and funded from C.B.C. revenue in the future will be reported on through an annual C.B.C. reserve fund statement, which will form part of the Town's overall year-end statements.



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



Figure 7-2
Town of Milton
Community Benefits Charge Application and Calculation Process





7.6 Transitional Matters

7.6.1 *Existing Reserves and Reserve Funds*

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

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

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

If the municipality does not pass a C.B.C. by-law before September 18, 2022, the Section 37 Community Benefits reserve fund is deemed to be a general capital reserve funds for the same purpose in which the money was collected (e.g., a parking D.C. reserve fund would become a general capital reserve fund for parking services).

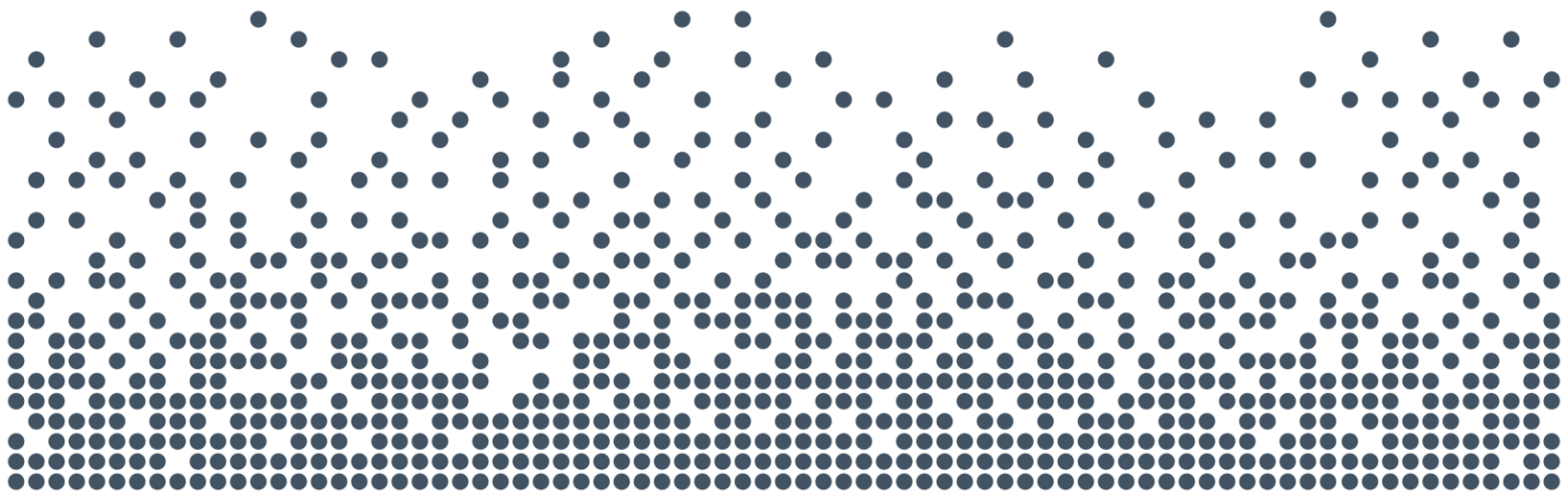
Subsequently, if a C.B.C. by-law is passed after September 18, 2022, the municipality shall allocate the money from the newly created general capital reserve fund, to the C.B.C. special account. The Town's C.B.C. by-law will be passed after September 18, 2022, and as such, this provision will apply.

7.6.2 *Credits under Section 38 of the Development Charges Act*

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

7.6.3 *Continued Application of Previous Section 37 Rules*

Section 37.1 of the *Planning Act* provides for transitional matters regarding previous section 37 rules.



Appendices



Appendix A

Background Information on Residential and Non- Residential Growth Forecast



Schedule 1 Town of Milton Residential Growth Forecast Summary

Year		Population (Including Census Undercount) ^[1]	Excluding Census Undercount					Housing Units							Person Per Unit (P.P.U.): Total Population/ Total Households	
			Population	Institutional Population	Population Excluding Institutional Population	Off-Campus Student Population Not Captured in Census ^[2]	Total Population and Off-Campus Student Population	Singles & Semi- Detached	Multiple Dwellings ^[3]	Apartments ^[4]	Other	Total Households	Off-Campus Student Households	Total Households Including Off- Campus Student Housing		Equivalent Institutional Households
Historical	Mid 2011	87,720	84,362	787	83,575		84,362	20,351	5,385	1,788	37	27,561		27,561	715	3.061
	Mid 2016	114,520	110,128	1,193	108,935		110,128	23,408	7,517	3,322	25	34,272		34,272	1,085	3.213
	Mid 2021	138,280	132,979	1,549	131,430		132,979	26,475	9,435	4,105	30	40,045		40,045	1,408	3.321
Forecast	Mid 2025	163,200	156,947	1,792	155,155	108	157,055	28,194	10,806	7,250	30	46,280	40	46,320	1,629	3.391
	Mid 2051	400,400	385,052	5,670	379,382	3,334	388,386	51,479	43,043	33,382	30	127,934	1,300	129,234	5,155	3.010
Incremental	Mid 2011 - Mid 2016	26,800	25,766	406	25,360	0	25,766	3,057	2,132	1,534	-12	6,711	0	6,711	370	
	Mid 2016 - Mid 2021	23,760	22,851	356	22,495	0	22,851	3,067	1,918	783	5	5,773	0	5,773	323	
	Mid 2021 - Mid 2025	24,920	23,968	243	23,725	108	24,076	1,719	1,371	3,145	0	6,235	40	6,275	221	
	Mid 2025 - Mid 2051	237,200	228,105	3,878	224,227	3,226	231,331	23,285	32,237	26,132	0	81,654	1,260	82,914	3,526	

^[1] Population includes the Census undercount estimated at approximately 4.0% and has been rounded.

^[2] Forecast student population not captured in the Census reflects students that result in an off-campus student household.

^[3] Includes row townhouses, back-to-back townhouses, and apartments in duplexes.

^[4] Includes stacked townhouses, bachelor, 1-bedroom, and 2-bedroom+ apartment units and secondary suites (i.e., self-contained living accommodations such as apartments and small residential units that are located on a property that have a separate main residential unit).

Notes:

Numbers may not add due to rounding.

Source: Derived from the Town of Milton, Phase 1 – Residential and Non-Residential Needs Analysis (as amended February 28, 2025) by Watson & Associates Economists Ltd., and discussions with Town of Milton staff regarding servicing and land supply by Watson & Associates Economists Ltd.



Schedule 2
Town of Milton
Estimate of the Anticipated Amount, Type and Location of
Residential Development for Which Community Benefits Charges Can Be Imposed

Development Location	Timing	Single & Semi-Detached	Multiples ⁽¹⁾	Apartments ⁽²⁾			Total Permanent Residential Units	Off-Campus Student Households			Total Apartments and Off-Campus Households		
				Units in C.B.C. Ineligible Buildings	Units in C.B.C. Eligible Buildings	Total Apartment Units		Units in C.B.C. Ineligible Buildings	Units in C.B.C. Eligible Buildings	Total Units	Units in C.B.C. Ineligible Buildings	Units in C.B.C. Eligible Buildings	Total Units
Pre-HUSP	2025 - 2051	21	32	4,018	7,800	11,818	11,871	0	252	252	4,018	8,052	12,070
Bristol	2025 - 2051	200	105	527	102	629	934	0	0	0	527	102	629
Sherwood	2025 - 2051	609	908	189	122	311	1,828	24	102	126	213	224	437
Boyne	2025 - 2051	3,332	2,099	555	128	683	6,114	24	102	126	579	230	809
Milton Education Village	2025 - 2051	145	2,770	818	3,410	4,228	7,143	0	756	756	818	4,166	4,984
Britannia Secondary Plan	2025 - 2051	6,767	8,601	795	620	1,415	16,783	0	0	0	795	620	1,415
Agerton Secondary Plan	2025 - 2051	0	1,650	935	3,986	4,921	6,571	0	0	0	935	3,986	4,921
Trafalgar Secondary Plan	2025 - 2051	3,830	7,250	808	789	1,597	12,677	0	0	0	808	789	1,597
Community Area Expansion Lands	2025 - 2051	8,130	8,822	267	263	530	17,482	0	0	0	267	263	530
Rural	2025 - 2051	251	0	0	0	0	251	0	0	0	0	0	0
Town of Milton	2025 - 2051	23,285	32,237	8,912	17,220	26,132	81,654	48	1,212	1,260	8,960	18,432	27,392

⁽¹⁾ Includes row townhouses, back-to-back townhouses, and apartments in duplexes.

⁽²⁾ Includes stacked townhouses, bachelor, 1-bedroom, and 2-bedroom+ apartment units and secondary suites (i.e., self-contained living accommodations such as apartments and small residential units that are located on a property that have a separate main residential unit).

Source: Watson & Associates Economists Ltd.



Schedule 3
Town of Milton
Current Year Growth Forecast
Mid 2021 to Mid 2025

			Population
Mid 2021 Population			132,979
Occupants of New Housing Units, Mid 2021 to Mid 2025	Units (2)	6,235	
	multiplied by P.P.U. (3)	2.669	
	gross population increase	16,640	16,640
Occupants of New Off-Campus Student Units Mid 2021 to Mid 2025	Units	40	
	multiplied by P.P.U. (4)	2.700	
	gross population increase	108	108
Occupants of New Equivalent Institutional Units, Mid 2021 to Mid 2025	Units	221	
	multiplied by P.P.U. (5)	1.100	
	gross population increase	243	243
Change in Housing Unit Occupancy, Mid 2021 to Mid 2025	Units (4)	40,045	
	multiplied by P.P.U. change rate (6)	0.177	
	total change in population	7,085	7,085
Population Estimate to Mid 2025			157,055
Net Population Increase, Mid 2021 to Mid 2025			24,076

- (1) 2021 population based on Statistics Canada Census unadjusted for Census undercount.
- (2) Estimated residential units constructed, Mid-2021 to the beginning of the growth period assuming a six-month lag between construction and occupancy.
- (3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ^[1] (P.P.U.)	% Distribution of Estimated Units ^[2]	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	3.881	28%	1.070
<i>Multiples (6)</i>	3.050	22%	0.671
<i>Apartments (7)</i>	1.840	50%	0.928
Total		100%	2.669

^[1] Based on 2021 Census custom database.

^[2] Based on Building permit/completion activity.

- (4) 2021 households taken from Statistics Canada Census.
- (5) Change occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.
- (6) Includes townhouses and apartments in duplexes.
- (7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

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



Schedule 4 Town of Milton Longer-Term Growth Forecast Mid 2025 to Mid 2051

		Population
Mid 2025 Population		157,055
Occupants of New Housing Units, Mid 2025 to Mid 2051	Units (2)	81,654
	multiplied by P.P.U. (3)	2.853
	gross population increase	232,933
Occupants of New Off-Campus Student Units Mid 2025 to Mid 2051	Units	1,260
	multiplied by P.P.U. (4)	2.560
	gross population increase	3,226
Occupants of New Equivalent Institutional Units, Mid 2025 to Mid 2051	Units	3,526
	multiplied by P.P.U. (5)	1.100
	gross population increase	3,878
Change in Housing Unit Occupancy, Mid 2025 to Mid 2051	Units (4)	46,280
	multiplied by P.P.U. change rate (6)	-0.188
	total change in population	-8,706
Population Estimate to Mid 2051		388,386
Net Population Increase, Mid 2025 to Mid 2051		231,331

(1) Mid 2025 Population based on:

2021 Population (132,979) + Mid 2021 to Mid 2025 estimated housing units to beginning of forecast period (6,235 x 2.669 = 16,640) + (221 x 1.1 = 243) + (40,045 x 0.177 = 7,085) = 157,055

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

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

Structural Type	Persons Per Unit ⁽¹⁾ (P.P.U.)	% Distribution of Estimated Units ⁽²⁾	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	3.825	29%	1.091
<i>Multiples (6)</i>	3.049	39%	1.204
<i>Apartments (7)</i>	1.744	32%	0.558
<i>one bedroom or less</i>	1.394		
<i>two bedrooms or more</i>	1.960		
Total		100%	2.853

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

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

(4) Mid 2025 households based upon 2021 Census (40,045 units) + Mid 2021 to Mid 2025 unit estimate (6,235 units) = 46,280 units.

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

(6) Includes townhouses and apartments in duplexes.

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

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



Schedule 5
Town of Milton
Historical Residential Building Permits
Years 2015 to 2024

Year	Residential Building Permits			
	Singles & Semi Detached	Multiples ^[1]	Apartments ^[2]	Total
2015	386	352	566	1,304
2016	685	253	0	938
2017	831	1,007	266	2,104
2018	460	289	614	1,363
2019	280	503	222	1,005
Sub-total	2,642	2,404	1,668	6,714
Average (2015 - 2019)	528	481	334	1,343
% Breakdown	39.4%	35.8%	24.8%	100.0%
2020	250	300	0	550
2021	540	250	393	1,183
2022	358	288	526	1,172
2023	146	605	1,025	1,776
2024	675	228	1,201	2,104
Sub-total	1,969	1,671	3,145	6,785
Average (2020 - 2024)	394	334	629	1,357
% Breakdown	29.0%	24.6%	46.4%	100.0%
2015 - 2024				
Total	4,611	4,075	4,813	13,499
Average	461	408	481	1,350
% Breakdown	34.2%	30.2%	35.7%	100.0%

^[1] Includes townhouses and apartments in duplexes.

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

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



Schedule 6a
Town of Milton
Person Per Unit by Age and Type of Dwelling
(2021 Census)

Age of Dwelling	Singles and Semi-Detached						25 Year Average	25 Year Average Adjusted ^[2]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	-	3.294	3.740	4.936	3.881		
6-10	-	-	3.050	3.848	5.276	4.043		
11-15	-	-	2.895	3.854	5.023	4.002		
16-20	-	-	2.129	3.493	5.219	3.622		
21-25	-	-	-	3.379	4.133	3.367	3.783	3.825
26-30	-	-	-	3.378	-	3.426		
30+	-	1.667	2.102	2.809	4.050	2.874		
Total	4.250	2.814	2.397	3.480	4.843	3.602		

Age of Dwelling	Multiples ^[1]						25 Year Average	25 Year Average Adjusted ^[2]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	1.722	2.482	3.241	-	3.050		
6-10	-	-	2.345	3.340	-	3.102		
11-15	-	-	2.317	3.210	-	3.021		
16-20	-	-	2.278	3.090	-	3.039		
21-25	-	-	-	3.093	-	3.146	3.072	3.049
26-30	-	-	-	-	-	-		
30+	-	1.250	2.714	2.810	-	2.720		
Total	1.267	1.744	2.395	3.163	4.806	3.011		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	-	1.761	2.313	3.533	5.000	3.298
6-10	-	1.623	2.181	3.667	5.268	3.437
11-15	-	2.121	2.171	3.693	4.994	3.659
16-20	-	1.824	2.119	3.410	5.236	3.480
21-25	-	-	1.760	3.189	4.250	3.063
25-30	-	1.727	1.850	3.267	-	2.798
30+	-	1.419	2.000	2.795	4.087	2.711
Total	3.882	1.662	2.149	3.388	4.850	3.283

^[1] Includes townhouses and apartments in duplexes.

^[2] Adjusted based on historical trends.

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

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



Schedule 6b
Halton Region
Person Per Unit by Age and Type of Dwelling
(2021 Census)

Age of Dwelling	Apartments ^[1]						25 Year Average	25 Year Average Adjusted ^[2]
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	1.182	1.460	1.981	2.773	-	1.840		
6-10	-	1.376	1.877	2.762	-	1.729		
11-15	-	1.251	1.691	2.304	-	1.563		
16-20	-	1.386	1.683	3.160	-	1.673		
21-25	-	1.402	1.736	2.481	-	1.694	1.700	1.744
26-30	-	1.372	1.861	2.512	-	1.746		
30+	1.125	1.282	1.806	2.502	-	1.688		
Total	1.136	1.333	1.818	2.574	-	1.708		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	2.850	1.526	2.124	3.425	4.620	2.962
6-10	2.636	1.453	2.041	3.477	4.749	3.056
11-15	-	1.390	1.922	3.462	4.634	3.284
16-20	-	1.474	1.890	3.254	4.493	3.153
21-25	-	1.472	1.818	3.078	4.026	2.909
26-30	-	1.381	1.904	2.985	3.888	2.743
30+	1.836	1.318	1.858	2.783	3.724	2.581
Total	2.351	1.389	1.918	3.053	4.124	2.827

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

^[2] Adjusted based on historical trends.

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

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