



Planning Applications Fees Review

City of Burlington

Final Report

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Chapter 1

Introduction



1. Introduction

1.1 Background

The City of Burlington (City) retained Watson & Associates Economists Ltd. (Watson) to undertake a comprehensive review of the full costs of planning application fees. The City last undertook a comprehensive review of its planning application fees in 2012 (2012 Study). The fee review is being undertaken in response to increased development activity, shifts in development activity type, increased complexity of review processes (caused by urbanization), and changes in applicable legislation. The objectives of the fee review are to:

- establish the full cost of processing planning applications by type, with emphasis on a reasonable level of staff effort involved in processing activities;
- compare existing planning application fee performance in recovering the full costs of processing; and
- recommend revisions to the existing planning application fees to provide for full cost recovery.

This technical report summarizes the legislative context for the fees review and provides a detailed description of the methodology utilized to assess the full costs of processing applications. The report also presents the recommended fee structure to achieve full cost recovery, as well as the financial and market implications of the recommended application fees on stakeholders.

1.2 Study Process Undertaken

Table 1-1 summarized the process undertaken with the City in preparing the Planning Applications Fees Review.



Table 1-1
Planning Fees Review Work Plan

Process Steps	Date
Project Initiation	September 20, 2020
Processing Effort Estimates and Capacity Utilization	October 2020 to August 2021
Activity-Based Costing Model Development and Preparation of Fee Recommendations	July 2021 to October 2021
Presentation to Housing and Development Liaison Committee (HDLC)	November 11, 2021
Presentation to Community Planning, Regulation and Mobility Committee	February 1, 2022
Council Meeting and By-law Adoption	February 15, 2022

1.3 Legislative Context for Development Fees Review

The context for the scope of this fees review is framed by the statutory authority available to the City to recover the costs of service. The statutory authorities that must be considered are the *Planning Act, 1990* which governs the imposition of fees for recovery of the anticipated costs of processing planning applications and Part XII (s. 391) of the *Municipal Act* which governs fees and charges more generally that are not addressed within specific statutes (e.g. zoning and grading compliance fees). The following summarizes the provisions of these statutes as they pertain to fees.

1.3.1 *Planning Act, 1990*

Section 69 of the *Planning Act* allows municipalities to impose fees through by-law for the purposes of processing planning applications. In determining the associated fees, the Act requires that:

“The council of a municipality, by by-law, and a planning board, by resolution, may establish a tariff of fees for the processing of applications made in respect of planning matters, which tariff shall be designed to meet only the anticipated cost to the municipality or to a committee of adjustment or land division committee constituted by the council of the municipality or to the planning board in respect of the processing of each type of application provided for in the tariff.”



Section 69 establishes many cost recovery requirements that municipalities must consider when undertaking a full cost recovery fee design study. The Act specifies that municipalities may impose fees through by-law and that the anticipated costs of such fees must be cost justified by application type as defined in the tariff of fees (e.g. subdivision, zoning by-law amendment, etc.). Given the cost justification requirements by application type, this would suggest that cross-subsidization of planning fee revenues across application types is not permissible. For instance, if site plan application fees were set at levels below full cost recovery for policy purposes, this discount could not be funded by subdivision application fees set at levels higher than full cost recovery. Our interpretation of section 69 is that any fee discount must be funded from other general revenue sources such as property taxes. In comparison to the cost justification requirements of the *Building Code Act*, where the justification point is set at the aggregate level of the Act, the requirements of the *Planning Act* are more stringent in this regard.

The legislation further indicates that the fees may be designed to recover the “anticipated cost” of processing each type of application, reflecting the estimated costs of processing activities for an application type. This reference to anticipated costs represents a further costing requirement for a municipality. It is noted that the statutory requirement is not the actual processing costs related to any one specific application. As such, actual time docketing of staff processing effort against application categories or specific applications does not appear to be a requirement of the Act for compliance purposes. As such, our methodology, which is based on staff estimates of application processing effort, meets the requirements of the Act and is in our opinion a reasonable approach in determining anticipated costs.

The Act does not specifically define the scope of eligible processing activities and there are no explicit restrictions to direct costs as previously witnessed in other statutes. Moreover, recent amendments to the fee provisions of the *Municipal Act* and the *Building Code Act* are providing for broader recognition of indirect costs. Acknowledging that staff effort from multiple departments is involved in processing planning applications, it is our opinion that such fees may include direct costs, capital-related costs, support function costs directly related to the service provided, and general corporate overhead costs apportioned to the service provided.

The payment of *Planning Act* fees can be made under protest with appeal to the Ontario Land Tribunal (OLT), previously known as the Ontario Municipal Board, if the applicant



believes the fees were inappropriately charged or are unreasonable. The OLT will hear such an appeal and determine if the appeal should be dismissed or direct the municipality to refund payment in such amount as determined. These provisions confirm that fees imposed under the *Planning Act* are always susceptible to appeal. Unlike other fees and charges (e.g. development charges) there is no legislated appeal period related to the timing of by-law passage, mandatory review period, or public process requirements.

1.3.2 *Municipal Act, 2001*

Part XII of the *Municipal Act* provides municipalities and local boards with broad powers to impose fees and charges via passage of a by-law. These powers, as presented in s. 391 (1), include imposing fees or charges:

- (a) “for services or activities provided or done by or on behalf of it;
- (b) for costs payable by it for services or activities provided or done by or on behalf of any other municipality or any local board; and
- (c) for the use of its property including property under its control.”

This section of the Act also allows municipalities to charge for capital costs related to services that benefit existing residents. The eligible services for inclusion under this subsection of the Act have been expanded by the *Municipal Statute Law Amendment Act*. Moreover, the amendments to the Act have also embraced the broader recognition for cost inclusion within municipal fees and charges with recognition under s. 391 (3) that “the costs included in a fee or charge may include costs incurred by the municipality or local board related to administration, enforcement and the establishment, acquisition and replacement of capital assets.”

Fees and charges included in this review, permissible under the authority of the *Municipal Act*, would include development services fees related to engineering review that are not specifically provided for under the *Planning Act*.

In contrast to cost justification requirements under other legislation, the *Municipal Act* does not impose explicit requirements for cost justification when establishing fees for municipal services. In setting fees and charges for these services, however, municipalities should have regard for legal precedents and the reasonableness of fees and charges. The statute does not provide for appeal of fees and charges to the OLT;



however, fees and charges may be appealed to the courts if municipalities are acting outside their statutory authority. Furthermore, no public process or mandatory term for fees and charges by-laws is required under the Act. There is, however, a requirement that municipal procedural by-laws provide for transparency with respect to the imposition of fees and charges.



Chapter 2

Activity-Based Costing



2. Activity-Based Costing

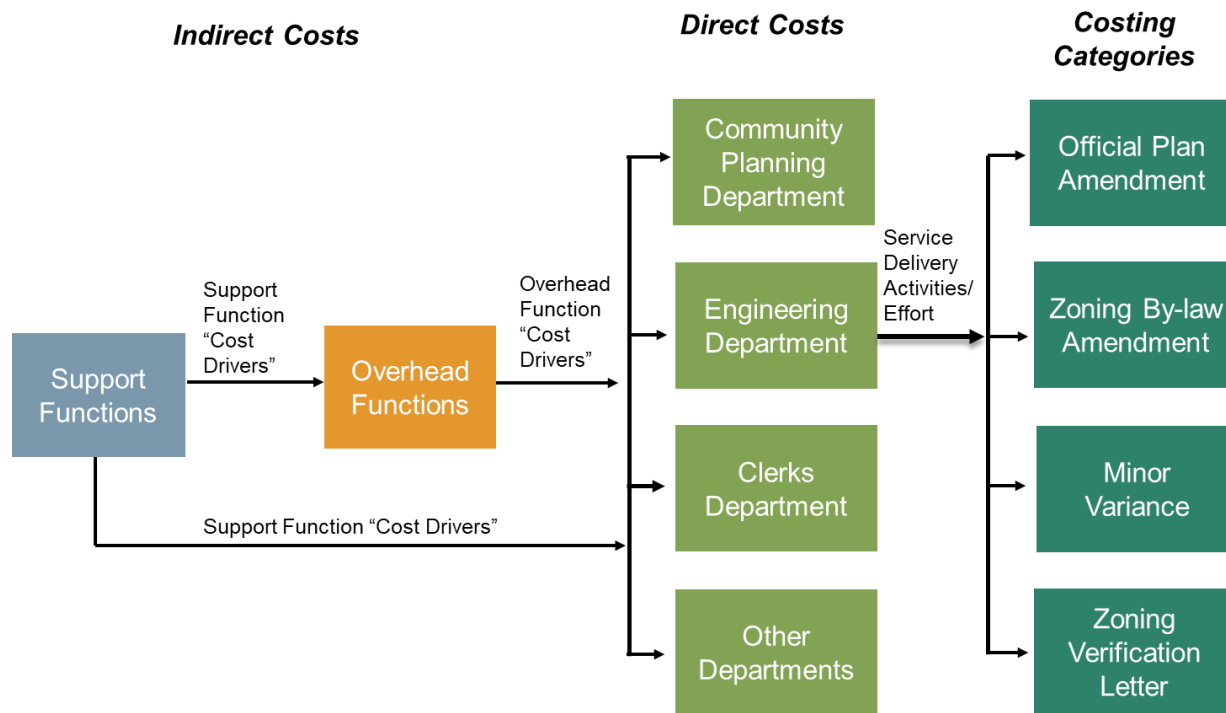
2.1 Methodology

An activity-based costing (A.B.C.) methodology, as it pertains to municipal governments, assigns an organization's resource costs through activities to the services provided to the public. Conventional municipal accounting structures are typically not well suited to the costing challenges associated with development application processing activities, as these accounting structures are business unit focused and thereby inadequate for fully costing services with involvement from multiple business units. An A.B.C. approach better identifies the costs associated with the processing activities for specific application types and thus is an ideal method for determining full cost recovery planning application fees.

As illustrated in Figure 2-1, an A.B.C. methodology attributes processing effort and associated costs from all participating municipal business units to the appropriate service categories (user fee costing categories). The resource costs attributed to processing activities and user fee costing categories include direct operating costs, indirect support costs, and capital costs. Indirect support function and corporate overhead costs are allocated to direct business units according to operational cost drivers (e.g. information technology costs allocated based on the relative share of departmental personal computers supported). Once support costs have been allocated amongst direct business units, the accumulated costs (i.e. indirect, direct and capital costs) are then distributed across the various planning application fee service categories, based on the business unit's direct involvement in the processing activities. The assessment of each business unit's direct involvement in the planning application review processes is accomplished by tracking the relative shares of staff processing efforts across each planning application fee category's sequence of mapped process steps. The results of employing this costing methodology provide municipalities with a better recognition of the costs utilized in delivering development approval application review processes, as it acknowledges not only the direct costs of resources deployed but also the operating and capital support costs required by those resources to provide services.



Figure 2-1
Activity-Based Costing Conceptual Flow Diagram



The following sections of this chapter review each component of the A.B.C. methodology as it pertains to the City's planning application fees review.

2.2 Costing Category Definition

City departments/business units deliver a variety of application fee related services, including those administered under the *Planning Act* and the *Municipal Act*. These services are captured in various cost objects or costing categories. A critical component of the full cost user fees review is the selection of application costing categories. This is an important first step as the process design, effort estimation and subsequent costing is based on these categorization decisions. It is also important from a compliance standpoint where, as noted previously, the *Planning Act* requires that application fees be cost justified by application type consistent with the categorization contained within the City's tariff of fees. Moreover, the cost categorization process will provide insight into any differences in processing costs for each costing category within an application type, which is informative to the fee structure design exercise.



Fee categorization discussions occurred at the outset of the assignment, during initial sessions with City staff. Through these discussions, it was determined that costing categories used in the fee review should reflect the City's existing application fee types, as well as current drivers of processing complexity. Given the cost justification requirements of the *Planning Act*, and comments of the OLT with respect to marginal costing, fee categories reflecting differing levels of effort within application types were established for Official Plan Amendment, Zoning By-Law Amendment, Subdivision, Condominium, Site Plan, Consent, and Minor Variance applications. The costing categories included in the A.B.C. model and later used to rationalize changes to the City's fee structure are summarized, by application type, in Table 2-1 below.

Table 2-1
Costing Categories by Application Type

Application Type	Proposed Costing Category
Official Plan Amendment (O.P.A.)	O.P.A.
	O.P.A. Quarries
Zoning By-Law Amendment (Z.B.A.)	Z.B.A. Major
	Z.B.A. Minor
	Z.B.A. Revisions - Major
	Z.B.A. Revisions - Minor
Subdivision	Subdivision - Major
	Subdivision - Minor
	Subdivision - Common Element
	Subdivision Revision - Major
	Subdivision Revision - Minor
	Draft Approval Extension
	Amendments to Subdivision and Development Agreement Conditions
Holding Zone Removal	H Removal
Quarry (Aggregate Extraction)	Quarry (Aggregate Extraction)
Removal of Part Lot Control	Part Lot Control
Parkway Belt Application	Parkway Application
Sign Variance	Sign Variance
Condominium	Condominium
	Condo - Common Element
	Condo - Vacant Land
	Standard Condo
	Condo Conversion



Application Type	Proposed Costing Category
	Condominium Revision - Major
	Condominium Revision - Minor
Site Plan	Site Plan Major
	Site Plan Minor
	Site Plan Extension
	Site Plan Revisions - Minor
	Site Plan Revisions - Major
Consent (Land Division)	Consent - Major (Lot Creation)
	Consent - Minor
	Consent - Additional Lot
	Consent Revisions - Major
	Consent Revisions - Minor
	Request for Deferral by Applicant
	Validation of Title
Minor Variance	Minor Variance - Single Detached & Minor Additions
	Minor Variance - Major
	Minor Variance - Non-Residential
	Minor Variance Revisions - Major
	Minor Variance Revisions - Minor
Design Panel	Design Panel
Niagara Escarpment Commission Application	Niagara Escarpment Commission Application
Zoning Letters	Zoning Verification Letters - Standard
	Zoning Verification Letters - Fast Track
	Zoning Verification Letters - Survey Compliance
Zoning Clearance	Zoning Clearance Swimming Pools
	Zoning Clearance Single family dwelling New
	Zoning Clearance Single Family Additions/renovations
	Zoning Clearance Other - decks, tents, accessory buildings, basement, etc.
	Zoning Clearance Non-Residential (Commercial/Industrial/Institutional)
	Zoning Clearance Accessory Dwelling Units
	Zoning Clearance Multi Residential Development
	Zoning Clearance Temporary Tents and Stages
	Zoning Exemption
	Zoning Clearance Certificate Revision
	Zoning Interpretation Letter
Property Standards Appeal	Property Standards Appeal



2.3 Processing Effort Cost Allocation

To capture each participating City staff member's relative level of effort in planning application processing activities, process templates were prepared for each of the above referenced application costing categories. The process templates were generated initially during the 2012 Study. As part of this review study, these process templates were updated by City staff to reflect current processes. Process templates for costing categories that were not included in the 2012 Study were generated based on those for similar processes and discussions with staff.

The individual process maps were populated with results from the 2012 Study, reflecting the level of involvement in processing activities from participating City departments at that time. City staff revised the effort estimates from the 2012 Study to reflect the current processing activities and efforts reflective of current application characteristics. In addition, staff also provided estimates for the processing activity identified within the process maps for those categories that were added as part of this review. These effort estimates were applied to average historical application volumes, based on data from 2017 to 2020, to produce annual processing effort estimates by staff position.

The analysis also incorporated additional staff positions the City is hiring to meet the service demands. Budget approval for the additional staff positions was received in October 2021.

Annual processing effort per staff position was compared with available processing capacity to determine overall service levels. Multiple rounds of review of this capacity analysis were conducted with City staff to further define the scope and nature of staff involvement in the application review processes. These refinements provided for the recognition of efforts within the processes, ancillary to direct processing tasks, i.e. management and application oversight activities by departmental senior management.

The capacity utilization results are critical to the full cost recovery fee review because the associated resourcing costs follow the activity generated effort of each participating staff member into the identified costing categories. As such, considerable time and effort was spent ensuring the reasonableness of the capacity utilization results. The results of this analysis are provided in Chapter 3 of this report.



2.4 Direct Costs

Direct costs refer to the employee costs, materials and supplies, services and rents that are typically consumed by departments or business units directly participating in application processing activities. Based on the results of the capacity utilization analysis, the proportionate share of each individual's direct cost is allocated to the respective costing categories.

The City's 2021 Operating Budget was used to generate the direct cost allocations within the model and included the following cost components:

- Employee costs (e.g. salary, wages and benefits, mileage, conferences, etc.);
- Materials and supplies costs (e.g. supplies, printing, minor equipment, etc.); and
- Services and rents costs (e.g. services/contracted work, etc.).

The following departments/business units have individuals directly participating in the review and approval of planning applications (i.e. costing categories):

- Community Planning
- Engineering
- Transportation
- Transit
- Parks
- Forestry
- By-law
- Clerks
- Legal
- Finance

2.5 Indirect Costs

An activity-based costing review includes not only the direct service cost of providing service activities but also the indirect support costs that allow direct service business units to perform these functions. The support functions and general corporate overhead functions are classified separately from direct service delivery departments. These indirect cost functions are then allocated to direct service delivery departments based



on a set of cost drivers, which subsequently flow to the costing categories according to staff effort estimates. Cost drivers are units of service that best represent the consumption patterns of indirect support and corporate overhead services by direct service delivery business units. As such, the relative share of a cost driver (units of service consumed) for a direct department determines the relative share of support/corporate overhead costs attributed to that direct service department. An example of a cost driver commonly used to allocate information technology support costs would be a business unit's share of supported personal computers. Cost drivers are used for allocation purposes acknowledging that these business units do not typically participate directly in application processing activities, but that their efforts facilitate services being provided by the City's direct business units.

Table 2-2 summarizes the support and corporate overhead functions included in the fees calculations and the cost drivers assigned to each function for cost allocation purposes. The indirect support and corporate overhead cost drivers used in the fees model reflect accepted practices within the municipal sector by municipalities of similar characteristics.

Table 2-2
Indirect Support and Corporate Overhead Functions and Cost Drivers

Indirect Cost Function	Cost Driver
Civic Administration	Proportionate share of Budgeted Operating Expenditures
Corporate Customer Experience - Service Burlington	
Corporate Communications and Engagement	
Corporate Legal	
Corporate Strategy	
Financial Management	
Internal Audit	
Legislative Services	
Mayor and Council	
Provision for Insurance	
Facilities and Buildings Design and Construction	Proportionate share of Full Time Equivalent Staff Positions
Human Resources	
Information Technology	



2.6 Capital Costs

The inclusion of capital costs within the full cost planning fees calculations follow a methodology similar to indirect costs. Market-equivalent rents and/or replacement value of assets commonly utilized to provide direct business unit services have been included to reflect the capital costs of service. The replacement value approach determines the annual asset replacement value over the expected useful life of the respective assets. This reflects the annual depreciation of the asset over its useful life based on current asset replacement values using a sinking fund approach. This annuity is then allocated across all costing categories based on the capacity utilization of direct business units.

The City's activity-based costing model includes capital costs for facility space. The City's model utilizes the replacement cost approach, with a per square foot cost rate of \$344 based on the City's 2019 Development Charges Background Study and assumed 50-year useful life. These annual capital costs estimates were then allocated to the costing categories based on resource capacity utilization.



Chapter 3

Staff Capacity Utilization Results



3. Staff Capacity Utilization Results

The planning application review process considered within this assessment involves, to varying degrees, staff from multiple departments across the organization. The planning application processing effort estimates in this report reflect the City's current business processes, 2017-2020 average application volumes and characteristics, and current staff complement, with provision for new staff positions with budget approval. The additional full-time equivalent (F.T.E.) staff positions with budget approval and included in modeling by department is presented in Table 3-1 below.

Table 3-1
Additional Staff by Department

Department	Number of Additional F.T.E.s
Development and Design	5
Planning Implementation	3
By-law	4
Engineering	2
Transportation	1
Total	15

Table 3-2 summarizes the number of F.T.E. positions attributable to planning application processing activities, based on the underlying average annual application volumes and processing effort assumptions by application type. In total, planning application processing activities consume approximately 43 F.T.E. positions annually across the organization. The majority of the staff effort is from the Community Planning Department, accounting for approximately 27 F.T.E. positions annually and 62% of processing effort.



Table 3-2
Staff Capacity Utilization by Department/Division

Department/Divisions	Total F.T.E.s	Planning Applications F.T.E.s	Weighted Capacity Utilization (%)
<i>Community Planning</i>			
Administration	2	0.25	12%
Development and Design	15	10.33	69%
Planning Implementation	21	15.91	76%
Policy and Community	10	0.43	4%
Sub-total - Community Planning	48	26.92	56%
<i>Other Departments</i>			
By-law	12	0.03	0%
Clerks	3	0.38	13%
Engineering	14	11.64	83%
Finance	4	0.04	1%
Forestry	5	0.42	8%
Legal	3	0.77	26%
Parks	2	0.48	24%
Transit	4	0.13	3%
Transportation	5	2.30	46%
Sub-total - Other Departments	52	16.19	31%
Total	100	43.11	43%

The following observations are provided based on the results of the capacity analysis presented in Table 3-2:

- Overall, approximately 56% of Community Planning staff resources are fully consumed by annually processing applications. This department provides the largest amount of effort towards processing of planning applications within the City. This level of Community Planning involvement reflects a significant amount of non-planning application processing effort provided by the department for planning policy, O.L.T. appeals, public information inquiries, and other corporate matters.



- Planning Implementation Division staff contribute the greatest share of processing efforts for planning applications, i.e. 76% of available annual staff capacity or 15.9 F.T.E.s annually).
- Application processing consumes 69% of Development and Design Division staff time annually or 10.3 F.T.E.s.
- The greatest staff involvement in processing planning applications outside of Community Planning, is the Engineering Department, which accounts for 11.6 F.T.E. positions annually.
- A number of departments/divisions, such as Legal, Forestry, and Finance, provide relatively smaller allotments of effort to planning application processes ranging between 0.03 to 0.8 F.T.E. positions annually.

As stated earlier, this capacity utilization assessment does not reflect the overall utilization of staff, including all organizational duties or responsibilities, but only those activities considered within the scope of processing planning applications.



Chapter 4

Cost Recovery Analysis and Planning Application Fee Recommendations



4. Cost Recovery Analysis and Planning Application Fee Recommendations

4.1 Full Cost of Service and Cost Recovery Assessment

As noted in the introduction, the *Planning Act* requires fees to be cost justified at the application type level. Application costs reflect the organizational direct, indirect, and capital costs as described in Chapter 2 of this report. Table 4-1 provides a summary of the calculated annual processing costs compared with revenues derived from the City's current fee structure and historical average application volumes over the 2017-2020 period.

Table 4-1
Cost Recovery of Current Planning Application Fees by Type

Application Type	Direct Costs (\$)	Indirect Costs (\$)	Capital Costs (\$)	Total Annual Costs (\$)	Total Annual Revenues (\$)	Cost Recovery: Surplus /(Deficit) (\$)	Cost Recovery %
Official Plan Amendment	646,502	140,928	5,281	792,711	160,239	(632,473)	20%
Zoning By-Law Amendment (ZBA)	1,126,705	248,024	9,159	1,383,888	1,810,265	426,376	131%
Subdivision	326,409	72,392	2,336	401,137	475,704	74,567	119%
Holding Zone Removal	1,385	300	10	1,695	2,528	832	149%
Removal of Part Lot Control	2,290	461	19	2,770	7,420	4,650	268%
Parkway Belt Application	2	0	0	3	2	(1)	60%
Sign Variance	3,937	818	34	4,789	5,775	986	121%
Condominium	69,677	15,835	499	86,011	25,279	(60,732)	29%
Site Plan	832,334	199,832	4,835	1,037,001	623,723	(413,278)	60%
Consent (Land Division)	160,228	36,680	962	197,871	75,225	(122,646)	38%
Minor Variance	1,044,579	230,938	7,609	1,283,126	478,839	(804,287)	37%
Design Panel	15,508	3,285	136	18,929	0	(18,929)	0%
Niagara Escarpment Commission Application	77,175	17,479	636	95,290	0	(95,290)	0%
Zoning Letters & Zoning Clearance	795,415	205,080	8,484	1,008,978	330,395	(678,583)	33%
Property Standards Appeal	7,169	1,610	60	8,839	1,288	(7,550)	15%
Total	5,109,315	1,173,662	40,062	6,323,039	3,996,681	(2,326,358)	63%



The annual cost to the City for processing planning applications is \$6.3 million. Direct service costs represent 81% (\$5.1 million) of the total, with indirect and capital costs accounting for the remaining 19% of costs (\$1.2 million). The City's current planning application fees are, in aggregate, recovering approximately 63% of annual costs of service (\$4.0 million). When assessed by application type:

- Existing fees for Zoning By-law Amendment, Subdivision, Holding Zone Removal, Removal of Part Lot Control, and Sign Variance are generally recovering more than the costs of service.
- Existing fees for Official Plan Amendments, Parkway Belt, Condominium, Site Plan, Consent, Minor Variance, Zoning Letters and Clearances, and Property Standards Appeals only recover 15% to 60% of the full costs of service.
- The City does not currently impose fees for Design Panel and Niagara Escarpment Commission applications.

In addition to assessing cost recovery by application type, a similar analysis was undertaken for each costing category which considers sub-application characteristics, such as major or minor applications, new application or revisions, use, etc. This level of costing was undertaken to inform fee structure revisions and charging parameters presented in the next section of this report.

4.2 Fee Structure Recommendations

Fee structure recommendations were developed with regard to the cost recovery impacts presented above, with consideration for sub-application type characteristics. The recommendations seek to align the recovery of processing costs to application characteristics to balance *Planning Act* compliance, applicant benefits and affordability, and municipal revenue certainty. The recommendations on the fees are also in line with the “beneficiary pay” principle i.e. the objective of recovering the costs of service from the beneficiary of that service. The following were also considered in developing fee recommendations: impacts on cost of development, market competitiveness, City policy objectives, and ease of administration. Furthermore, the recommended fees have been developed to provide greater cost recovery while being consistent with industry best practices.



The complete recommended fee schedule for planning applications is provided in Table 4-2. The fees have generally been set to full cost recovery levels, with a few exceptions noted below:

- Maintain the City's current practice of not imposing a fee for Niagara Escarpment Commission applications;
- Impose a fee for Property Standards Appeals equivalent to the fee charged for OLT applications. This results in a 16% cost recovery level; and
- Committee of Adjustment application fees are being recommended at 74% of full costs for Consent applications, and 72% for Minor Variance applications. These are improvements to current cost recovery levels and aligns the recommended fees with market comparators and City policy objectives.

In developing the recommended fee structure, the City has also given consideration to total processing effort related to reviewing Official Plan Amendment, Zoning By-law Amendment and Subdivision applications received concurrently. Compared to when these types of applications are received independently, there are certain activities that only need to be undertaken once when received in combination (e.g. application intake and circulation). To recognize these processing efficiencies, and the types of fee structures imposed in Halton Region area municipalities, the recommended fee structure includes reductions to the application fees. The fees would be applied for applications submitted concurrently as follows:

- Official Plan Amendment and Zoning By-law Amendment applications received concurrently – 100% Official Plan Amendment application fee plus 75% of the Zoning By-law Amendment application fee;
- Zoning By-law Amendment and Plan of Subdivision applications received concurrently – 100% Subdivision application fee plus 75% of the Zoning By-law application fee; and
- Official Plan Amendment, Zoning By-law Amendment, and Subdivision applications received concurrently – 100% Official Plan Amendment fee plus 75% of the Subdivision application fee plus 75% of the Zoning By-law application fee.

The City's fee structure imposes a base fee plus variable fees for Zoning By-law Amendment, Site Plan, and Subdivision applications. The proposed fee structure would also impose a base fee plus variable fee structure for Vacant Land Condominium



applications. This fee structure acknowledges the complexity and increased processing effort of larger applications. It also recognizes the economies of scale in larger applications, and this is reflected in the declining block structure for the variable fee component. The City's current structure further recognizes that the level of effort tapers on very large applications and employs maximum fees as a result. It is proposed that the City continue to recognize maximum fees for the applications with a base fee and variable fee structure. It is recommended that the City increases the maximum fee to \$277,400 for residential applications and \$60,300 for non-residential applications. In addition, the maximum fees should be indexed annually by the same factor as the planning application fees generally.

Furthermore, updates to the City's by-law definition of what constitutes an application are also proposed. These changes are due to the increase in applications with multiple building towers on a site as well as those spanning multiple non-contiguous parcels of land (e.g. separated by public roads) that the City has observed. The City's current by-law does not address the calculation of fees in these instances which can result in inconsistencies in the administration of the applicable fees. In undertaking this fee review, effort estimates and the resulting cost and fee recommendations were based on a single building/parcel development. To provide clarity to applicants, it is recommended that the City update the definition of an "application" in the planning application fees by-law. Specifically, the by-law would reflect the following:

- For every building on a property greater than 4 storeys in height, each building shall be considered a separate application when calculating the maximum applicable fee.
- On a building 12 storeys or greater in height with multiple towers on a shared podium, each tower shall be considered a separate application. The floor area and residential units in a shared podium shall only be calculated in the fee for the first application.
- In cases where a development site is separated by a public road (i.e. non-contiguous land parcels) each land parcel shall constitute a separate application when calculating the maximum applicable fee.



**Table 4-2
Recommended Planning Application Fees**

Costing Category	Current Fees (\$)						Recommended Fees (\$)					
	Base per Application Fee	Per Unit Fee			Per 100 sq.mt. of Non-Res. GFA	Per hectare of Non-Res. Site Area	Base per Application Fee	Per Unit Fee			Per 100 sq.mt. of Non-Res. GFA	Per hectare of Non-Res. Site Area
		(0-25 Units)	(26-100 Units)	(>101 Units)				(0-25 Units)	(26-100 Units)	(>101 Units)		
OPA	22,300						114,592					
OPA Quarries	61,155						191,449					
Major Revisions (public and technical circulation)	7,580						38,951					
Minor Revisions (technical/internal circulation).	5,120						26,310					
ZBA Major (incl. Design Panel)	21,020	670	505	330	105	105	22,690	436	329	215	68	68
ZBA Minor (incl. Design Panel)	10,760	670	505	330	105	105	16,230	302	228	149	47	47
ZBA Revisions - Major	7,580						25,403					
ZBA Revisions - Minor	5,120						23,843					
Subdivision - Major	30,815	975	735	250		105	30,815	557	420	143		60
Subdivision - Minor	30,815	975	735	250		105	21,225	557	420	143		60
Subdivision - Common Element	3,920						21,225	557	420	143		60
Subdivision Revision - Major	9,630						17,518					
Subdivision Revision - Minor	4,820						13,495					
Draft Approval Extension	1,695						3,014					
Amendments to Subdivision and Development Agreement Conditions												
Major Changes Requiring Council Approval	445						10,788					
Minor Changes Not Requiring Council Approval	105						7,439					
H Removal	3,370						2,260					
Part Lot Control	2,695						1,195					
Variable fee (per residential lot or block)	135						25					
Variable fee (per 100m ² of site area for non-residential)	25						5					
Parkway Application												
Amendment to or removal of Ontario Regulation 482/73	700						1,173					
Amendment to or Removal of Parkway Belt West Plan Designation	2,460						4,124					
Sign Variance	1,540						1,277					
Variable Fee (required in case of public circulation, staff report and staff attendance at CDC meeting)	1,220						1,012					
Condominium	3,920						58,495					
Condo - Common Element	3,920						5,785					
Condo - Vacant Land	3,920						21,225	557	420	143	-	60
Standard Condo	3,360						6,351					
Condo Conversion	6,050						21,946					
Condominium Revision - Major	1,165						2,236					
Condominium Revision - Minor	600						2,236					



Table 4-2 (cont'd)
Recommended Planning Application Fees

Costing Category	Current Fees (\$)						Recommended Fees (\$)					
	Base per Application Fee	Per Unit Fee			Per 100 sq.mt. of Non-Res. GFA	Per hectare of Non-Res. Site Area	Base per Application Fee	Per Unit Fee			Per 100 sq.mt. of Non-Res. GFA	Per hectare of Non-Res. Site Area
Site Plan Major	6,630	240	185	120	140		10,633	385	297	192	225	
Site Plan Minor												
Very Minor Changes	-						-					
Outdoor patio	1,685						1,685					
Sales trailer, minor communication facilities, model homes, school portables, site alterations with no increase in building area	1,685						7,600					
up to 500m2 increase in floor area and minor associated site alterations, plus variable fee	3,360				140		9,198	385	297	192	225	
from 501m2 to 1,000m2 increase in floor area plus associated site alterations, plus variable fee	5,040				140		9,198	385	297	192	225	
Site Plan Extension												
Extension to Site Plan Approval	1,260						1,118					
Extension to Site Plan Approval - Apartment Buildings	1,230						1,091					
Site Plan Revisions - Minor	6,630						2,886					
Site Plan Revisions - Major	2,800						3,074					
Consent - Major (Lot Creation)	5,335						10,404					
Consent - Additional Lot	1,315						2,705					
Consent - Minor	4,145						8,083					
Consent Revisions - Major	1,830						2,840					
Consent Revisions - Minor	805						1,249					
Request for Deferral by Applicant	240						631					
Validation of Title	1,150						1,494					
Certificate	60						60					
Minor Variance -existing residential, decks, fences, accessory buildings, walkways, pools, residential additions under 75m ²	965						1,000					
Minor Variance - Single Detached & Minor Additions	2,830						5,982					
Minor Variance - Non-Residential	3,990						7,011					
Minor Variance Revisions - Major	785						3,452					
Minor Variance Revisions - Minor	370						3,452					
Design Panel (included in ZBA Base Fee)												
Niagara Escarpment Commission Application	-						-					
Zoning Verification Letters - Standard	225						575					
Zoning Verification Letters - Fast Track	445						841					
Zoning Verification Letters - Survey Compliance	225						838					
Zoning Verification Letter - Express Survey Compliance	445						1,258					
Zoning Verification Letter - Legal Non Conforming Use	445						841					



Table 4-2 (cont'd)
Recommended Planning Application Fees

Costing Category	Current Fees (\$)						Recommended Fees (\$)					
	Base per Application Fee	Per Unit Fee			Per 100 sq.mt. of Non-Res. GFA	Per hectare of Non-Res. Site Area	Base per Application Fee	Per Unit Fee			Per 100 sq.mt. of Non-Res. GFA	Per hectare of Non-Res. Site Area
		(0-25 Units)	(26-100 Units)	(>101 Units)				(0-25 Units)	(26-100 Units)	(>101 Units)		
Zoning Clearance Swimming Pools	105						182					
Zoning Clearance Single family dwelling New	465						1,842					
Zoning Clearance Single Family Additions/renovations	305						1,240					
Zoning Clearance Other - decks, tents, accessory buildings, basement, etc.	225						350					
Zoning Clearance Non-Residential (Commercial/Industrial/Institutional)	465						1,833					
Zoning Clearance Accessory Dwelling Units	455						1,000					
Zoning Clearance Multi Residential Development	465						739					
Zoning Clearance Temporary Tents and Stages	105						193					
Zoning Exemption	100						120					
Zoning Clearance Certificate Revision	162						594					
Property Standards Appeal	368						400					
Pre-Consultation												
OPA												
OPA	1,200						2,000					
OPA Quarries	1,200						2,000					
ZBA												
ZBA Major	1,200						2,000					
ZBA Minor	1,200						2,000					
Subdivision												
Subdivision - Major	1,200						2,000					
Subdivision - Minor	1,200						2,000					
Subdivision - Common Element							2,000					
Consent												
Consent - Major (Lot Creation)	300						2,000					
Consent - Minor	300						2,000					
Minor Variance												
Minor Variance - Single Detached & Minor Additions	300						-					
Minor Variance - Major	300						-					
Minor Variance - Non-Residential	300						-					
Site Plans												
Site Plan Major	300						2,000					
Site Plan Minor (excluding Very Minor and Outdoor Patios)	300						2,000					



4.3 Recommended Fee Structure Impacts

The recommended fees presented in Table 4-3 are anticipated to increase overall cost recovery performance from 63% currently to 92%, based on the historical mix of annual application volumes and application size characteristics. At these volume levels, modelled planning application revenues would increase by approximately \$1.8 million annually (+45%), from \$4.0 million to \$5.8 million.

Table 4-3
Cost Recovery of Current and Recommended Planning Application Fees by Type

Application Type	Total Annual Costs (\$)	Current Fees Total Annual Revenues (\$)	Current Fees Cost Recovery %	Recommended Fees Total Annual Revenues (\$)	Recommended Fees Cost Recovery %
Official Plan Amendment	792,711	160,239	20%	792,711	100%
Zoning By-Law Amendment (ZBA)	1,383,888	1,810,265	131%	1,383,888	100%
Subdivision	401,137	475,704	119%	401,137	100%
Holding Zone Removal	1,695	2,528	149%	1,695	100%
Removal of Part Lot Control	2,770	7,420	268%	2,770	100%
Parkway Belt Application	3	2	60%	3	100%
Sign Variance	4,789	5,775	121%	4,789	100%
Condominium	86,011	25,279	29%	86,011	100%
Site Plan	1,037,001	623,723	60%	1,037,001	100%
Consent (Land Division)	197,871	75,225	38%	146,406	74%
Minor Variance	1,283,126	478,839	37%	918,583	72%
Design Panel	18,929	0	0%	18,929	100%
Niagara Escarpment Commission Application	95,290	0	0%	0	0%
Zoning Letters & Zoning Clearance	1,008,978	330,395	33%	1,008,978	100%
Property Standards Appeal	8,839	1,288	15%	1,400	16%
Total	6,323,039	3,996,681	63%	5,804,301	92%



Chapter 5

Impact Analysis of Recommended Fee Structure



5. Impact Analysis of Recommended Fee Structure

In order to understand the impacts of the full cost recovery planning application fee structure recommendations, an impact analysis for sample developments has been prepared. To accurately assess the impact on development, the analysis below has considered charges imposed by the upper tier municipalities for planning application approval, building permit fees as well as development charges.

Six development types have been considered, including:

- Low density – example includes a 10-unit low density residential development requiring an Official Plan Amendment (O.P.A.), Zoning By-law Amendment, and Plan of Subdivision;
- Medium density – example includes a 25-unit medium density (townhouse) residential development requiring Site Plan Control, Zoning By-law Amendment, and Condominium applications;
- High-density mixed-use development – example includes 150 residential units and 500 square metres of non-residential gross floor area development requiring O.P.A., Site Plan Control, Zoning By-law Amendment, and Draft Plan of Condominium applications;
- Retail – example includes a 1,000 square metre retail development requiring Site Plan Control and Zoning By-law Amendment applications;
- Industrial – example includes a 10,000 square metre industrial development requiring Site Plan Control and Zoning By-law Amendment applications; and
- Consent fees to create one lot.

5.1 Low-Density Residential Development Impacts

The total fees that would be charged for a residential subdivision with 10 single detached units are presented in Table 5-1. These fees can be expressed on a per unit basis i.e. \$73,955 per unit.

Planning fees constitute \$9,191 of the total development application processing fees. A 10-unit low density development in the City would pay \$2,361 per unit in O.P.A., \$5,228 per unit in Subdivision fees, and approximately \$1,602 per unit in Zoning By-law Amendment fees under the City's current fee structure. Of the twenty Greater Toronto



Area (G.T.A.) municipalities that were surveyed, the City's total development fees ranked the lowest.

Under the recommended fee structure, O.P.A. and Zoning By-law Amendment (Z.B.A.) fees would increase to \$12,231 and \$2,120 per unit, respectively while those for Plan of Subdivision would decrease to \$3,811 per unit. Total development application processing fees would increase by \$8,971/unit to \$18,162/unit (+12.0%). With the proposed increases to full cost fees, the City's ranking would change to 5th lowest of the 20 municipalities. Compared to the fees in the other Halton Region municipalities, the City's fees would be lower the total fees for a similar development in Oakville and Milton.



Table 5-1
Development Fee Impacts Survey for a Low-Density Residential Subdivision

Rank	Municipality	Official Plan Amendment	Plan of Subdivision	Zoning By-Law Amendment	Building Permit Fees	Development Charges	Total
1	Markham, City of	\$90,731	\$97,471	\$55,454	\$34,077	\$1,215,615	\$1,493,348
2	Vaughan, City of	\$54,629	\$75,552	\$17,270	\$34,839	\$1,296,520	\$1,478,811
3	Newmarket, Town of	\$40,446	\$104,945	\$28,546	\$27,908	\$1,044,790	\$1,246,635
4	East Gwillimbury, Town of	\$56,982	\$41,902	\$20,837	\$29,000	\$1,097,340	\$1,246,061
5	Caledon, Town of	\$42,711	\$63,166	\$20,264	\$23,412	\$1,095,001	\$1,244,554
6	King, Township of	\$34,644	\$45,455	\$10,599	\$12,802	\$1,123,560	\$1,227,059
7	Mississauga, City of	\$35,042	\$38,676	\$35,754	\$33,259	\$1,074,507	\$1,217,238
8	Brampton, City of	\$17,483	\$28,908	\$15,046	\$29,004	\$1,075,007	\$1,165,450
9	Aurora, Town of	\$44,875	\$54,319	\$19,347	\$31,773	\$1,009,540	\$1,159,854
10	Whitchurch Stouffville, Town of	\$43,067	\$55,521	\$27,874	\$32,000	\$978,980	\$1,137,441
11	Richmond Hill, Town of	\$65,825	\$20,188	\$13,866	\$30,361	\$1,004,745	\$1,134,984
12	Georgina, Town of	\$36,274	\$51,583	\$19,402	\$27,600	\$938,556	\$1,073,415
13	Oakville, Town of	\$34,019	\$38,208	\$20,638	\$32,423	\$883,401	\$1,008,689
14	Whitby, Town of	\$41,328	\$56,883	\$12,600	\$37,031	\$795,545	\$943,388
15	Milton, Town of	\$28,274	\$63,063	\$15,786	\$30,361	\$697,330	\$834,812
16	Burlington, City of - Recommended	\$122,307	\$38,111	\$21,198	\$32,813	\$614,825	\$829,254
17	Ajax, Town of	\$49,395	\$28,405	\$25,000	\$25,084	\$687,430	\$815,314
18	Halton Hills, Town of	\$31,484	\$48,288	\$16,318	\$33,036	\$661,825	\$790,951
19	Pickering, City of	\$48,593	\$41,878	\$20,293	\$26,013	\$612,720	\$749,498
20	Oshawa, City of	\$20,855	\$27,680	\$4,264	\$26,459	\$660,630	\$739,889
21	Burlington, City of - Current	\$23,605	\$52,282	\$16,024	\$32,813	\$614,825	\$739,549



5.2 Medium-Density Residential Development Impacts

The total fees that would be charged for a 25-unit medium density development are presented in Table 5-2. The development application assumes a development of 25 townhouse units, with fees imposed for Site Plan Control, Zoning By-law Amendment, and Condominium (Common Element) applications as well as building permits and development charges. On a per unit basis, the current fees and charges imposed total \$49,318. Compared to other G.T.A. municipalities, the City's current development fees on per unit basis would rank lowest (cheapest) amongst the 20 municipalities surveyed.

The recommended condominium (common element) application fee would increase by \$75/unit. Similarly, fees for site plan application would increase by \$305/unit. The fees for Zoning By-law Amendment would decrease by \$183/unit compared to the current fees. The recommended full cost recovery planning application fees would increase the total fees payable by \$196/unit or an increase of 8.6% in planning application fees. When considered in the context of the total development application fees, the increase in the City's planning application fees increases total development application fees from \$49,318 to \$49,515, reflecting a 0.4% increase. The City's would maintain its ranking as the lowest of the 20 municipalities surveyed.



Table 5-2
Development Fee Impacts Survey for a Medium-Density Development

Rank	Municipality	Plan of Condominium	Site Plan	Zoning By-Law Amendment	Building Permit Fees	Development Charges	Total
1	Vaughan, City of	\$32,835	\$42,683	\$28,085	\$65,322	\$2,674,150	\$2,843,076
2	Markham, City of	\$51,060	\$82,569	\$55,454	\$63,894	\$2,432,403	\$2,685,380
3	King, Township of	\$20,421	\$15,849	\$10,599	\$24,004	\$2,338,867	\$2,409,738
4	East Gwillimbury, Town of	\$26,873	\$24,335	\$20,837	\$54,375	\$2,247,275	\$2,373,695
5	Mississauga, City of	\$24,846	\$30,773	\$67,833	\$62,361	\$2,139,915	\$2,325,728
6	Newmarket, Town of	\$46,506	\$61,674	\$28,546	\$52,328	\$2,124,075	\$2,313,128
7	Caledon, Town of	\$30,661	\$22,025	\$20,264	\$43,897	\$2,162,787	\$2,279,634
8	Richmond Hill, Town of	\$114,448	\$26,598	\$13,866	\$56,926	\$2,059,371	\$2,271,210
9	Brampton, City of	\$9,704	\$28,384	\$15,046	\$54,383	\$2,104,762	\$2,212,280
10	Aurora, Town of	\$30,198	\$36,690	\$19,347	\$59,574	\$2,027,150	\$2,172,959
11	Whitchurch Stouffville, Town of	\$28,633	\$30,025	\$27,874	\$60,000	\$2,001,975	\$2,148,506
12	Georgina, Town of	\$52,485	\$39,295	\$19,402	\$51,750	\$1,924,160	\$2,087,093
13	Oakville, Town of	\$27,798	\$28,688	\$30,264	\$60,793	\$1,630,853	\$1,778,397
14	Whitby, Town of	\$13,238	\$24,823	\$27,113	\$69,433	\$1,580,684	\$1,715,291
15	Ajax, Town of	\$14,865	\$29,390	\$25,000	\$47,032	\$1,394,725	\$1,511,012
16	Milton, Town of	\$54,433	\$13,198	\$24,261	\$56,926	\$1,304,198	\$1,453,015
17	Oshawa, City of	\$17,484	\$14,578	\$10,207	\$49,610	\$1,352,500	\$1,444,380
18	Halton Hills, Town of	\$36,261	\$31,198	\$34,454	\$61,943	\$1,213,170	\$1,377,027
19	Pickering, City of	\$22,003	\$22,573	\$26,443	\$48,774	\$1,256,925	\$1,376,719
20	Burlington, City of - Recommended	\$6,293	\$21,284	\$34,501	\$61,525	\$1,114,260	\$1,237,863
21	Burlington, City of - Current	\$4,428	\$13,658	\$39,080	\$61,525	\$1,114,260	\$1,232,952



5.3 Mixed-Use Development Impacts

The total fees that would be charged for a mixed-use development with 150 apartment units and 500 square metres of non-residential gross floor area development requiring O.P.A., Site Plan Control, Zoning By-law Amendment, and Draft Plan of Condominium applications are presented in Table 5-3.

A mixed-use development with 150 apartment units and 500 square metres of non-residential gross floor area in the City would pay \$130,570 in total fees for planning applications. The total fees, including building permits and development charges total approximately \$4.0 million. Compared to other G.T.A. municipalities, the City's current development fees are the fourth lowest amongst the 20 municipalities surveyed.

The recommended fees for O.P.A. and regular draft plan of condominium would increase by \$98,772 and \$57,575 respectively. Similarly, fees for site plan application would increase by \$16,426 while those for zoning by-law amendment would decrease by \$26,143 compared to the current fees. The recommended planning application fees would total \$274,200 for this development an increase of \$143,630 (+110%). When considered in the context of the total development application fees, the increase in the City's planning application fees increases total development application fees by 3.6%.

5.4 Retail Development Impacts

The total fees that would be charged for a development with 1,000 square metre retail development are presented in Table 5-4. A 1,000 square metre retail development in the City would pay \$9,058 in Site Plan fees and \$23,580 in fees for the Zoning By-law Amendment application under the City's current fee structure.

Under the recommended fee structure, Site Plan fees would increase by \$4,848 to \$13,906, and increase of 54%. Similarly, fees for the Zoning By-law Amendment application would increase by \$703 to \$24,283. Including development charges and building permit fees, total development fees for this type of development would increase by 1%. The proposed changes preserve the City's position within the overall ranking of municipalities as shown in Table 5-4.



Table 5-3
Development Fee Impacts Survey for a Mixed-Use Development

Rank	Municipality	Official Plan Amendment	Plan of Condominium	Site Plan	Zoning By-Law Amendment	Building Permit Fees	Development Charges
1	Vaughan, City of	\$54,506	\$32,712	\$75,553	\$51,472	\$179,244	\$7,450,980
2	Markham, City of	\$90,669	\$50,998	\$253,357	\$58,492	\$150,584	\$6,945,901
3	King, Township of	\$34,644	\$20,421	\$18,986	\$13,699	\$55,168	\$6,549,390
4	Mississauga, City of	\$35,042	\$31,005	\$59,571	\$137,034	\$171,186	\$6,221,948
5	East Gwillimbury, Town of	\$56,982	\$26,873	\$43,852	\$23,937	\$136,420	\$6,344,988
6	Richmond Hill, Town of	\$65,825	\$378,893	\$42,711	\$16,966	\$187,932	\$5,935,519
7	Newmarket, Town of	\$40,446	\$46,506	\$83,521	\$31,646	\$131,936	\$6,036,955
8	Brampton, City of	\$17,444	\$9,665	\$42,995	\$15,449	\$155,314	\$6,025,893
9	Caledon, Town of	\$42,677	\$34,527	\$28,551	\$20,230	\$104,155	\$6,033,925
10	Aurora, Town of	\$44,875	\$30,198	\$79,273	\$22,447	\$142,667	\$5,846,735
11	Whitchurch Stouffville, Town of	\$43,025	\$35,329	\$48,458	\$30,932	\$178,789	\$5,797,638
12	Georgina, Town of	\$36,223	\$81,621	\$39,238	\$22,445	\$150,996	\$5,624,210
13	Oakville, Town of	\$34,019	\$44,267	\$44,293	\$37,854	\$203,837	\$5,279,200
14	Whitby, Town of	\$41,279	\$59,634	\$47,357	\$14,051	\$178,725	\$3,852,208
15	Milton, Town of	\$28,969	\$75,907	\$16,348	\$16,481	\$145,748	\$3,895,237
16	Burlington, City of - Recommended	\$122,307	\$62,303	\$44,659	\$44,931	\$176,751	\$3,647,725
17	Halton Hills, Town of	\$31,484	\$39,561	\$47,425	\$21,591	\$156,159	\$3,787,844
18	Burlington, City of - Current	\$23,535	\$7,728	\$28,233	\$71,074	\$176,751	\$3,647,725
19	Oshawa, City of	\$20,764	\$18,393	\$39,687	\$5,673	\$124,540	\$3,660,297
20	Pickering, City of	\$48,570	\$18,455	\$54,830	\$50,919	\$125,683	\$3,456,718
21	Ajax, Town of	\$49,345	\$15,815	\$77,415	\$26,450	\$119,377	\$3,427,232



Table 5-4
Development Fee Impacts Survey for a Retail Development

Rank	Municipality	Site Plan	Zoning By-Law Amendment	Building Permit Fees	Development Charges	Total
1	Markham, City of	\$39,744	\$55,579	\$17,220	\$813,207	\$925,750
2	Vaughan, City of	\$21,028	\$10,927	\$16,010	\$806,160	\$854,124
3	Newmarket, Town of	\$64,276	\$28,546	\$12,700	\$717,210	\$822,732
4	King, Township of	\$15,386	\$10,599	\$11,840	\$784,647	\$822,471
5	East Gwillimbury, Town of	\$18,478	\$20,837	\$11,840	\$763,676	\$814,831
6	Richmond Hill, Town of	\$19,143	\$13,866	\$17,500	\$764,256	\$814,765
7	Whitchurch Stouffville, Town of	\$26,283	\$27,957	\$13,778	\$717,176	\$785,193
8	Aurora, Town of	\$25,330	\$19,347	\$16,100	\$694,670	\$755,447
9	Georgina, Town of	\$39,410	\$19,517	\$13,993	\$656,580	\$729,501
10	Burlington, City of - Recommended	\$61,328	\$24,283	\$24,570	\$540,643	\$650,825
11	Burlington, City of - Current	\$47,413	\$23,580	\$24,570	\$540,643	\$636,206
12	Oakville, Town of	\$19,948	\$27,844	\$26,400	\$518,453	\$592,645
13	Whitby, Town of	\$18,424	\$27,212	\$24,170	\$470,814	\$540,620
14	Milton, Town of	\$11,150	\$17,176	\$18,250	\$477,968	\$524,543
15	Halton Hills, Town of	\$24,425	\$21,727	\$16,830	\$459,035	\$522,017
16	Mississauga, City of	\$29,678	\$55,718	\$18,790	\$356,776	\$460,961
17	Brampton, City of	\$11,613	\$16,009	\$16,980	\$369,500	\$414,102
18	Oshawa, City of	\$7,922	\$10,390	\$16,470	\$357,694	\$392,475
19	Caledon, Town of	\$19,063	\$20,332	\$16,000	\$303,970	\$359,365
20	Pickering, City of	\$12,930	\$16,488	\$17,250	\$299,237	\$345,904
21	Ajax, Town of	\$9,890	\$25,100	\$13,000	\$296,864	\$344,854



5.5 Industrial Development Impacts

The total fees that would be charged for a development with 10,000 square metre industrial development are presented in Table 5-5. A 10,000 square metre industrial development in the City would pay \$21,658 in Site Plan fees and \$33,030 in fees for the Zoning By-law Amendment application under the City's current fee structure.

Under the recommended fee structure, Site Plan fees would increase by \$12,456 to \$34,114, an increase of 58%. Fees for the Zoning By-law Amendment application would decrease by \$2,597 to \$30,433. In total, the fees paid would increase by \$9,859. Including development charges and building permit fees, total development fees for this type of development would increase by 0.4%. The proposed changes preserve the City's position within the overall ranking of municipalities as shown in Table 5-5.

5.6 Consent Fees to Create One Lot

The impacts of the recommended fees were also considered for consent applications. Specifically, the costs for a Consent application to create one new lot with a single detached dwelling unit was considered. For this scenario, planning fees and development charges were considered.

The total planning application fees and development charges that would be imposed are presented in Table 5-6. Based on the City's current fees, the development application fees would total \$59,319. Planning fees total \$6,797 representing 11.4% of the costs. Implementing the recommended fee, \$10,404 increases the fees imposed to \$64,088 (+ \$4,769), representing an 8% increase. The proposed changes preserve the City's position within the overall ranking of municipalities as shown in Table 5-6.



Table 5-5
Development Fee Impacts Survey for an Industrial Development

Rank	Municipality	Site Plan	Zoning By-Law Amendment	Building Permit Fees	Development Charges	Total
1	Markham, City of	\$39,744	\$55,579	\$17,220	\$813,207	\$925,750
2	Vaughan, City of	\$21,028	\$10,927	\$16,010	\$806,160	\$854,124
3	Newmarket, Town of	\$64,276	\$28,546	\$12,700	\$717,210	\$822,732
4	King, Township of	\$15,386	\$10,599	\$11,840	\$784,647	\$822,471
5	East Gwillimbury, Town of	\$18,478	\$20,837	\$11,840	\$763,676	\$814,831
6	Richmond Hill, Town of	\$19,143	\$13,866	\$17,500	\$764,256	\$814,765
7	Whitchurch Stouffville, Town of	\$26,283	\$27,957	\$13,778	\$717,176	\$785,193
8	Aurora, Town of	\$25,330	\$19,347	\$16,100	\$694,670	\$755,447
9	Georgina, Town of	\$39,410	\$19,517	\$13,993	\$656,580	\$729,501
10	Burlington, City of - Recommended	\$61,328	\$24,283	\$24,570	\$540,643	\$650,825
11	Burlington, City of - Current	\$47,413	\$23,580	\$24,570	\$540,643	\$636,206
12	Oakville, Town of	\$19,948	\$27,844	\$26,400	\$518,453	\$592,645
13	Whitby, Town of	\$18,424	\$27,212	\$24,170	\$470,814	\$540,620
14	Milton, Town of	\$11,150	\$17,176	\$18,250	\$477,968	\$524,543
15	Halton Hills, Town of	\$24,425	\$21,727	\$16,830	\$459,035	\$522,017
16	Mississauga, City of	\$29,678	\$55,718	\$18,790	\$356,776	\$460,961
17	Brampton, City of	\$11,613	\$16,009	\$16,980	\$369,500	\$414,102
18	Oshawa, City of	\$7,922	\$10,390	\$16,470	\$357,694	\$392,475
19	Caledon, Town of	\$19,063	\$20,332	\$16,000	\$303,970	\$359,365
20	Pickering, City of	\$12,930	\$16,488	\$17,250	\$299,237	\$345,904
21	Ajax, Town of	\$9,890	\$25,100	\$13,000	\$296,864	\$344,854



Table 5-6
Development Fee Impacts Survey for Consent Application

Rank	Municipality	Consent	Development Charges	Total
1	Vaughan, City of	\$4,759	\$121,872	\$126,631
2	Markham, City of	\$15,548	\$105,196	\$120,744
3	King, Township of	\$5,669	\$104,576	\$110,245
4	Caledon, Town of	\$5,164	\$104,928	\$110,092
5	Brampton, City of	\$4,661	\$102,929	\$107,590
6	East Gwillimbury, Town of	\$4,575	\$101,954	\$106,529
7	Newmarket, Town of	\$8,811	\$96,699	\$105,510
8	Mississauga, City of	\$3,240	\$102,153	\$105,393
9	Aurora, Town of	\$6,365	\$93,174	\$99,539
10	Whitchurch Stouffville, Town of	\$8,121	\$90,118	\$98,239
11	Richmond Hill, Town of	\$6,720	\$87,448	\$94,168
12	Georgina, Town of	\$6,326	\$86,076	\$92,402
13	Oakville, Town of	\$9,901	\$79,379	\$89,280
14	Whitby, Town of	\$1,850	\$75,020	\$76,870
15	Halton Hills, Town of	\$11,566	\$57,221	\$68,788
16	Milton, Town of	\$5,983	\$60,772	\$66,755
17	Ajax, Town of	\$1,850	\$64,208	\$66,058
18	Oshawa, City of	\$2,963	\$61,528	\$64,491
19	Burlington, City of - Recommended	\$11,566	\$52,521	\$64,088
20	Burlington, City of - Current	\$6,797	\$52,521	\$59,319
21	Pickering, City of	\$1,850	\$56,737	\$58,587

5.7 Impact Analysis Summary

Based on the survey results, the recommended fees produce development fees greater than those provided under the current fee structure. The City's ranking amongst the municipal comparators, either remained unchanged or within the range of the fees in the other Halton Region municipalities surveyed. Finally, while the total planning fee impacts are significant in some cases, when measured on a total development cost basis, including development charges, the overall cost impacts are nominal for the application types that were considered.



Chapter 6

Implementation Plan and Conclusion



6. Conclusions

6.1 Conclusions

Summarized in this technical report is the legislative context for the Planning Fees Review, the methodology and approach undertaken, A.B.C. full cost of service results, fee structure recommendations, and associated impacts on the City's financial position and for applicants. In developing the recommended fee structure, careful consideration was given to affordability, market competitiveness, and to the recent trends pertaining to planning fees, including recent comments of the OLT (formerly Ontario Municipal Board) concerning planning application fees.

Planning application fee recommendations, as investigated through this review, are representative of the true costs of service based on current processing efforts applied by City staff. The immediate full implementation of these recommendations would be compliant with all applicable legislation as well as industry best practices related to the regular review of fees to ensure alignment with costs of service.

The intent of the fees review is to provide the City with a recommended fee structure for Council's consideration to appropriately recover the service costs from benefiting applicants. The municipality will ultimately determine the level of cost recovery and implementation strategy that is suitable for their objectives.