

Fiscal Impact Study

Bradford Highlands Redevelopment

Town of Bradford West Gwillimbury

12 September 2023



Fiscal Impact Study

Bradford Highlands Redevelopment, Town of
Bradford West Gwillimbury

Prepared for:

Bradford Highlands Joint Venture



Keleher Planning & Economic Consulting Inc.

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EXECUTIVE SUMMARY

Keleher Planning & Economic Consulting Inc. (KPEC) was retained by Bradford Highlands Joint Venture to review the fiscal impacts from the redevelopment of the Bradford Highlands Golf Club lands for a mix of residential uses.

Comparing the incremental annual revenues with incremental annual expenditures resulting from development at build-out, results in an annual fiscal surplus of \$356,100, or \$119 per capita.

This estimate is based on the following estimated incremental annual revenues and expenditures related to the development at build-out:

- Annual property tax revenues to the Town of \$2,800,500;
- Annual non-tax revenues of \$144,800;
- Annual water/sewer rate revenues of \$1,677,800;
- Annual operating costs for community services of \$2,152,600;
- Annual operating costs for development-related installed infrastructure of \$875,200;
- Annual lifecycle costs for development-related installed infrastructure of \$185,000;
- Annual lifecycle costs for Town-wide external growth-related infrastructure of \$1,054,300.

The incremental \$4.6 million in revenues represents 5.3% of current Town-wide annual revenues, while the \$4.3 million in incremental annual expenditures represents 5.9% of current annual Town-wide expenditures.

The estimated annual \$356,100 surplus represents 0.4% and 0.5% of annual Town-wide revenues and expenditures, respectively.

Based on the findings of the development generating an annual surplus for the Town at build-out, the estimated surplus could be used to mitigate future property tax increases, increase contributions to a tax rate stabilization reserve fund, expand municipal services, fund backlogged state of good repair works, or some combination thereof.

As a caveat, the true net annual fiscal impact can vary from the estimates presented in this study, depending on numerous variables that may deviate from the assumptions made in this report, including actual timing of development, infrastructure costs, changes in property tax rates, assessment values, among many other inputs. Therefore,

the fiscal impact analysis is best used on a 'directional' basis to give an indication of the likely orientation of fiscal impact (positive vs. negative) as well as providing a rough indication to decision-makers regarding the potential scale of impact.

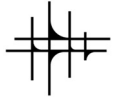


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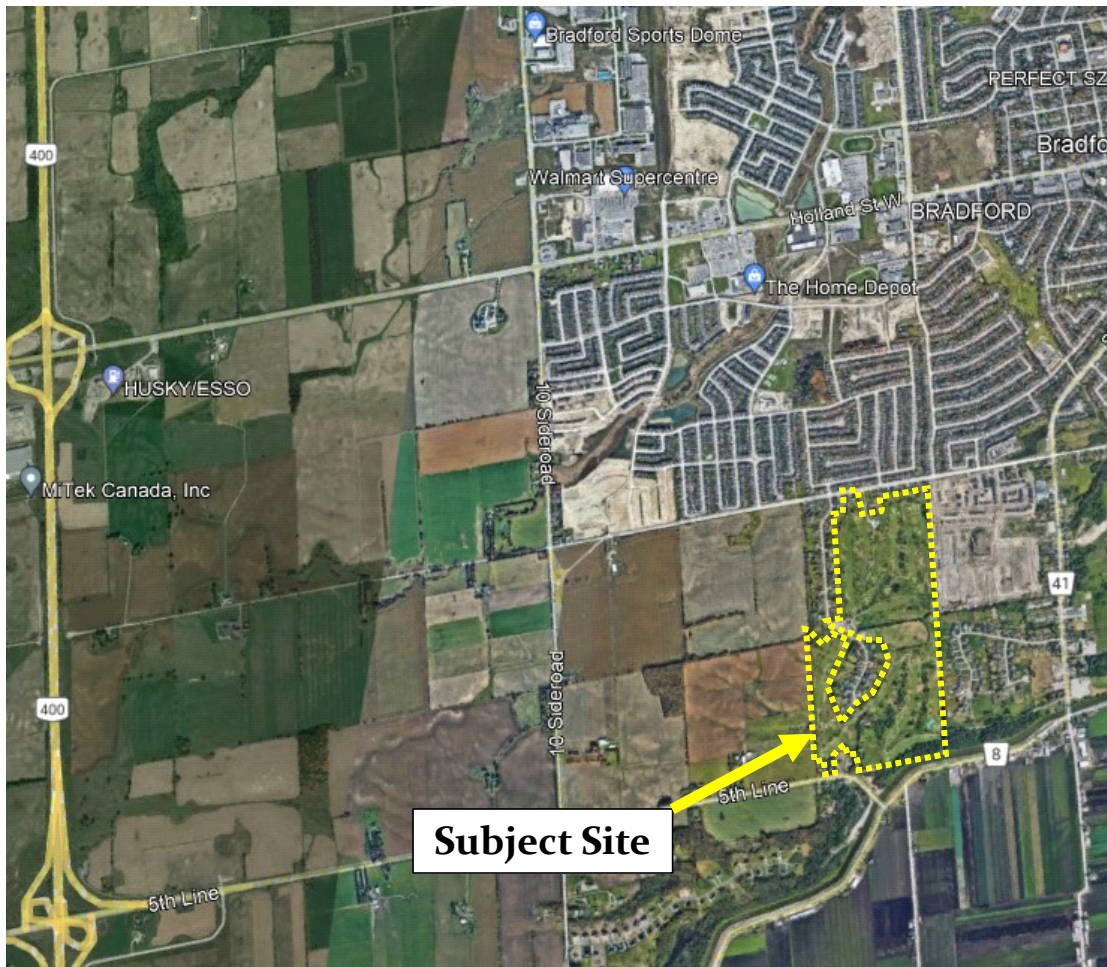
1. INTRODUCTION

Keleher Planning & Economic Consulting Inc. (KPEC) was retained by Bradford Highlands Joint Venture to model and study the fiscal impacts of a proposed development on lands in the Town of Bradford West Gwillimbury on the finances of the Town.

1.1. Subject Site

The subject site is located in the Town of Bradford West Gwillimbury on lands that were used by the former Bradford Highlands Golf Club.

Location of Subject Site



Note: boundaries are approximate
Source: Google Maps



Located to the east of the subject site are a mix of residential uses, including a recently built residential subdivision, and a large estate lot residential subdivision primarily along an “L-shaped” road named Golfview Boulevard. Within the lower-density residential block is a recently built public elementary school (Marshview Public School).

To the west of the subject site are rural lands used for agricultural production. To the north are residential subdivisions, and to the south are a strip of existing Environmental Protection (EP) lands, with Canal Road located beyond the EP lands, with large-scale agricultural operations opposite Canal Road.

Further to the west are two Highway 400 interchanges (Holland Street interchange to the north and 5th Line interchange to the south).

1.2. Overview of Development

The proposed development consists of a mix of residential units, including single-detached units, semi-detached units and townhouse units (street towns and back-to-back units), for a total of 998 dwelling units, which includes 342 single-detached units, 196 semi-detached units and 460 townhouse units.

Figure 2

Residential Units and Development Land Areas, Conceptual Development Plan, Bradford Highlands, Town of Bradford West Gwillimbury			
Residential Units	Units	PPU	Estimated Population
Single-Detached Units (38ft)	342	3.454	1,181
Semi-Detached Units (25ft)	196	3.454	677
Street Townhouses	334	2.440	815
Back-to-Back Townhouses	126	2.440	307
Total	998		2,981
Notable Land Areas	Area (ha)		
Parks	3.06		
SWM Ponds	4.76		
Environmental Protection	5.38		
Pumping Station	0.06		
Future Development	1.11		

Source: KPEC based on plans provided by client, Town of BWG 2018 DC Study

Based on projected future average household sizes for new dwelling units as estimated in the Town’s April 2019 Development Charge Background Study, the estimated population in the new dwelling units is estimated to be 2,981 persons.



In addition to the residential uses proposed, the lands include 3.06-hectares of parkland, 4.76-hectares of stormwater management ponds, 5.38-hectares of environment protection blocks, 1.11-hectares for future development, and a small parcel for a pumping station.

1.3. Approach to the Study

This fiscal impact study combines the required Capital Impact Assessment, Financial Impact and Financial Plan studies as required by the Town, which is to include an analysis of the following elements:

- Estimate the cost and timing of local municipal capital infrastructure required to service the proposed development;
- Assess whether such costs have been (or could be) included in the Town's development charge background study;
- Calculate development charges payable on the proposed development;
- Estimate the projected incremental assessment value and associated incremental property tax and non-tax revenues that would be generated;
- Estimate the incremental municipal operating costs, which may include an estimate of lifecycle costs associated with installed infrastructure, and other growth-related needs;
- Calculate the expected annual marginal fiscal surplus or deficit generated by development and put the results into context for the Town's finances;
- Provide a projection of each of the planned phases of development, including timing of associated operating and capital costs/revenues; and
- Assess whether development is in the public interest.



2. CAPITAL WORKS AND FUNDING SOURCES

This section of the report provides analysis of the identified capital needs associated with the proposed development, assesses whether the works are local works or eligible for recovery from development charges, and estimates the potential development charge revenues generated by the development to fund DC eligible capital needs.

2.1. Capital Works

The detail regarding the capital works required by development are taken from the Functional Servicing Report authored by UEL, dated July 2023.

2.1.1. Roads

Based on the concept plan, there are 6.470 km of roads, including 1,550 metres of streets with 26-metre right-of-way (ROW), 570 metres of 20-metre ROW and 4,350 metres of 18-metre ROW.

The local service policy, in summary, provides for arterial roads, and widening of collector roads to be DC-eligible projects. All new local and collector roads are an 'internal service' and funded directly by the developer. Based on the range of roads required for the subject development, the entire road network would be entirely developer-funded.

For reference, the local service policy for Roads, as last set out in the Town's 2018 Development Charges Background Study is as follows:

Services Related to a Highway - Roads

Roads are defined to include road construction (grading and earthmoving, storm sewers, storm sewer manholes, culverts, bridges, retaining walls, noise mitigation measures associated with the roadway, dedicated stormwater control and treatment measures such as ponds or oil/grit separators, gravel, asphalt, curbs, subdrains, signage, new traffic signals, traffic signal improvements and coordination at existing or future roadway intersections, pavement markings and utility relocations) all streetscape (grassed boulevards, trees, shrubs, fences, signage, safety barriers, streetlighting) and sidewalk costs etc.

Construction of new arterial roads, and improvement or widening of existing arterial and collector roads (including Lines and Concession Roads, all as designated in the Official Plan) shall be funded through Town-wide Development Charges to the extent eligible. No payments will be made for road allowance (i.e. land) widenings obtained as a condition of development approval. The cost of land will be included in the development charge calculation only for new arterial roads not providing direct lot frontage, widenings



fronting properties not participating in the development process and new road allowances through adjacent lands external to the developable area in order to complete road connections, as indicated in the Official Plan or approved Community Plan (i.e. Secondary Planning) documents.

All new local and collector roads within the Bradford Urban Area, the Bond Head Settlement Area and the Highway 400/88 Special Policy Area (as defined in the Official Plan), including drop-off lanes for schools, bus bays and mail pick up areas shall be considered an internal service. Upgrades, modifications or widening of any portion of existing local or collector roads within the Community Plan Areas identified in the Official Plan shall be considered an Internal Service. In addition, traffic signals and medians, signage and pavement markings, turning, storage and taper lanes, which may be necessary to provide access at entrances to proposed industrial or commercial properties adjacent to the roadway, shall be considered an internal service. As such, they will be a direct developer responsibility under s.59 of the Development Charges Act.

2.1.2. Water Works

According to the FSR, the average day water demand is assumed to be 372 litres/capita/day (l/c/d). The following works are required:

- Two 250mm watermain connections to Inverness Way (located within the Bradford Capital Residential Subdivision)
- Internal watermains of 150mm, 200mm and 250mm watermains; and
- A pressure-reducing valve to the south of the Line 6 watermain connection.

The local service policy for Water works, as last set out in the Town's 2018 Development Charges Background Study is as follows:

Water costs are defined to include the supply, installation, and restoration of watermains (pipes, connections, hydrants, valves), supply and distribution facilities (wells, connection to external supply, treatment, storage) and booster stations etc. The cost of a 250mm diameter watermain shall be determined at the time of passage of the Development Charge By-Law establishing the oversizing amounts. Unused watermains greater than 10 metres in length will be terminated with a hydrant.

Construction of all Water Supply, all Storage Facilities, all External Booster Stations as well as all External Watermains in excess of 250mm diameter (including hydrants, check valves, pressure reducing/pressure sustaining valves, zone boundary valves and valve chambers) shall be funded through Town wide Development Charges to the extent eligible.



Construction of Internal Booster Stations (not including land) and the incremental oversizing cost of Internal Watermains in excess of 250mm in diameter (including the cost of valve chambers but not including the cost of hydrants, connections, check valves, pressure reducing/pressure sustaining valves or zone boundary valves) shall be funded through Town wide Development Charges.

Watermains up to and including 250mm in diameter defined as internal works (including all connections, hydrants, check valves, pressure reducing valves or pressure sustaining valves) shall be considered a local service. As such, they will be a direct developer responsibility under s.59 of the Development Charges Act.

Based on the Town's local service policy, the works required would meet the Town's current definitions of local works, with the exception of Pressure-Reducing Valves, which prevents the Town from requiring a new water tower allowing the development to utilize the existing water towers.

2.1.3. Wastewater Works

According to the FSR, several works identified in a June 2008 report as being required to support the Green Valley Community Plan (GVCP) area have already been completed, including the following:

- A sanitary pumping station on south side of Line 6 and Parkwood Avenue and forcemain installation from 6th Line to the existing gravity sanitary sewer located at the intersection of Holland Street and Barrie Street – this work, according to the FSR, has been completed;
- A 375mm gravity sewer from the pumping station extending to Simcoe Road and into the Bradford Capital Residential subdivision;
- Expansion of the Bradford Water Pollution Control Plant (WPCP) on the east side of Dissette Street;
- An internal 300mm sewer that is part of the design for the Bradford Capital subdivision has been extended westerly for the future servicing of the Bradford Highland development lands.

In addition to the existing and available works, the following additional works as set out in the FSR will be required:

- 300mm gravity sewer from Inverness Way;
- Internal gravity sewers ranging in size from 200mm to 250mm; and
- Complete modifications and/or upgrades to the Line 6 Sanitary Pumping Station.



The local service policy for Sanitary Sewer works, as last set out in the Town's 2018 Development Charges Background Study is as follows:

Sanitary Sewers

Sanitary sewers are defined to include the cost of supply, installation and restoration of sanitary sewers (sewer pipes, connections, and manholes) and pumping stations etc. The cost of a 250mm sewer shall be determined at the time of the passage of the Development Charge By-Law establishing the oversizing amounts.

Construction of all Wastewater Treatment Plants, all External Pumping Stations (including land), all External Forcemains as well as all External Trunk Sewers having a diameter greater than 250mm shall be funded through Town wide Development Charges to the extent eligible.

Construction of all Internal Pumping Stations required by the Master Servicing Study (not including land), Internal Forcemains and the incremental oversizing costs of Internal Trunk Sewers above the cost of a 250mm diameter shall be funded through Town wide Development Charges. No payment will be made for internal property restoration costs, manholes or connections.

All sewers up to and including 250mm diameter shall be considered a local service. As such, they will be a direct developer responsibility under s.59 of the Development Charges Act.

Based on the 2018 local service policy, the incremental costs for the 300mm sewer over and above the cost of a 250mm diameter sewer would be eligible for recovery through development charges or development charge credits. This provision would relate to the oversized sanitary sewer extended westerly to service the subject site.

The construction of all pumping stations, external (including land) and internal (as required by the master servicing study, not including land) are DC eligible works. The subject site will include a sanitary pumping station, which if included in a master servicing study, would, as per the local service policy, make the works DC eligible.

Any works not deemed DC eligible under the Town's local service policy would be local services and therefore a direct developer responsibility under the section 59 of the DC Act.

Should any non-local works (as defined in the local service policy) be included as a condition of a development agreement and be required to be constructed by the landowners, according to the *Development Charges Act*, the Town would have to provide DC credits for any non-local work required to be constructed and/or funded.



2.2. Capital Revenues

2.2.1. Development Charges – Town of BWG

Based on the Town’s DC rates as effective January 1, 2023, the proposed development would generate \$51.9 million in DC revenues for the Town, which can be used to build community infrastructure required by the subject development, and includes \$18.5 million for Roads works, \$8.2 million for water works, \$9.8 million for wastewater works, \$9.7 million for indoor/outdoor recreation, and \$2.2 million for libraries.

Figure 3

Estimate of DC Revenues, Bradford Highlands Development, Town of Bradford West Gwillimbury						
Units	Single-Detached / Semi-Detached		Townhouse			
	538		460			
Service	DC Rates		DC Revenues			
	Single-Detached / Semi-Detached	Townhouse	Single-Detached / Semi-Detached	Townhouse	Total	
Roads	\$ 21,406	\$ 15,139	\$ 11,516,428	\$ 6,963,940	\$ 18,480,368	
Roads Related Facilities and Vehicles	\$ 1,821	\$ 1,285	\$ 979,698	\$ 591,100	\$ 1,570,798	
Transit Service	\$ 59	\$ 43	\$ 31,742	\$ 19,780	\$ 51,522	
Parking Services	\$ 99	\$ 71	\$ 53,262	\$ 32,660	\$ 85,922	
Fire Protection Services	\$ 761	\$ 538	\$ 409,418	\$ 247,480	\$ 656,898	
Police Services	\$ 731	\$ 514	\$ 393,278	\$ 236,440	\$ 629,718	
Outdoor Recreation Services	\$ 1,813	\$ 1,280	\$ 975,394	\$ 588,800	\$ 1,564,194	
Indoor Recreation Services	\$ 9,416	\$ 6,652	\$ 5,065,808	\$ 3,059,920	\$ 8,125,728	
Library Services	\$ 2,543	\$ 1,794	\$ 1,368,134	\$ 825,240	\$ 2,193,374	
Administration	\$ 457	\$ 324	\$ 245,866	\$ 149,040	\$ 394,906	
Total Town-Wide	\$ 39,106	\$ 27,640	\$ 21,039,028	\$ 12,714,400	\$ 33,753,428	
Urban Services - Bradford Settlement Area						
Water - Studies	\$ 114	\$ 81	\$ 61,332	\$ 37,260	\$ 98,592	
Water - Treatment & Distribution	\$ 9,479	\$ 6,705	\$ 5,099,702	\$ 3,084,300	\$ 8,184,002	
WW - Studies	\$ 86	\$ 59	\$ 46,268	\$ 27,140	\$ 73,408	
WW - Treatment	\$ 6,491	\$ 4,590	\$ 3,492,158	\$ 2,111,400	\$ 5,603,558	
WW - Collection	\$ 4,842	\$ 3,426	\$ 2,604,996	\$ 1,575,960	\$ 4,180,956	
Total - Bradford	\$ 21,012	\$ 14,861	\$ 11,304,456	\$ 6,836,060	\$ 18,140,516	
Total	\$ 60,118	\$ 42,501	\$ 32,343,484	\$ 19,550,460	\$ 51,893,944	

Source: Town of BWG, DC Rates Effective January 1, 2023

2.2.2. Development Charges – Simcoe County

Based on the County’s DC rates as effective January 1, 2023, the proposed development would generate \$11.8 million in DC revenues for the County, which can be used to build community infrastructure required by the subject development, and includes \$8.6 million for Roads works, \$2.0 million for long-term care, \$393,800 for Waste Management, \$369,200 for Paramedics Services, \$222,600 for Transit, and a combined \$80,000 for studies and public works.



Figure 4

Estimate of DC Revenues, Bradford Highlands Development, Simcoe County						
Units	Single-Detached / Semi-Detached		Townhouse			
	538		460			
Service	DC Rates		DC Revenues			
	Single-Detached / Semi-Detached	Townhouse	Single-Detached / Semi-Detached	Townhouse	Total	
Long-Term Care and Seniors Services	\$ 2,271	\$ 1,793	\$ 1,221,798	\$ 824,780	\$ 2,046,578	
Paramedics Services	\$ 410	\$ 323	\$ 220,580	\$ 148,580	\$ 369,160	
Waste Management	\$ 437	\$ 345	\$ 235,106	\$ 158,700	\$ 393,806	
Studies	\$ 62	\$ 49	\$ 33,356	\$ 22,540	\$ 55,896	
Transit	\$ 247	\$ 195	\$ 132,886	\$ 89,700	\$ 222,586	
Public Works	\$ 27	\$ 21	\$ 14,526	\$ 9,660	\$ 24,186	
Roads and Related	\$ 9,598	\$ 7,577	\$ 5,163,724	\$ 3,485,420	\$ 8,649,144	
Total Town-Wide	\$ 13,052	\$ 10,303	\$ 7,021,976	\$ 4,739,380	\$ 11,761,356	

Source: Simcoe County, DC Rates Effective January 1, 2023



3. ON-GOING INCREMENTAL REVENUES AND EXPENDITURES

This section of the report provides an overview of modelling that estimates the incremental annual revenues and costs associated with development of the subject lands, including increased property tax revenue, non-tax revenues, operating costs, and lifecycle costs associated with installed infrastructure.

3.1. On-Going Revenues

3.1.1. Property Taxes

Based on the Town’s 2021 property tax rates (so as to be consistent with the most recent available version of the Town’s Financial Information Return data), and a sample of assessment values from similar recently constructed residential properties in the Town (taken from MLS data), it is estimated that the proposed development would generate \$569.8 million in assessment value, and approximately \$5.23 million per year in annual property taxes, of which \$2.80 million would accrue to the Town of Bradford West Gwillimbury. Another \$1.56 million would be generated annual for the County, and \$871,800 for education.

Figure 5

Estimated Property Tax Revenues, Bradford Highlands Development, Town of Bradford West Gwillimbury			
Residential Units	Units	Estimated Per Unit Assessment Value	Estimated Assessment Value
Single-Detached Units (38ft)	342	\$ 685,000	\$ 234,270,000
Semi-Detached Units (25ft)	196	\$ 583,000	\$ 114,268,000
Street Townhouses	334	\$ 481,000	\$ 160,654,000
Back-to-Back Townhouses	126	\$ 481,000	\$ 60,606,000
Total	998		\$ 569,798,000
Residential Tax Rate & Revenues			
		Annual Tax	
	Tax Rate (2021)	Revenues	
Town	0.491495%	\$ 2,800,529	
County	0.273563%	\$ 1,558,757	
Education	0.153000%	\$ 871,791	
Total	0.918058%	\$ 5,231,076	

Source: KPEC based on Town of Bradford Gwillimbury Financial Information Return, 2021

3.1.2. Non-Tax Revenues

Based on data on current annual non-tax revenues from Town residents and businesses, and assumed growth factors that attempt to proxy the extent to which existing per capita revenues can be expected to increase proportionately or increase



slower or faster due to growth and the revenues anticipated to be generated from the residents of the Bradford Highlands community.

Figure 6

Estimated Incremental Non-Tax Revenues Generated from Development				
	Licences, Permits, Rents	Fines and Penalties	Gaming and Casino Revenues	Total
Revenues	\$ 2,916,856	\$ 532,323	n.a.	\$ 3,449,179
Less: Building Permit Revenues	\$ 926,150	\$ -	\$ -	\$ 926,150
Net Non-Tax Revenues	\$ 1,990,706	\$ 532,323	n.a.	\$ 2,523,029
Growth Factor	95%	95%	95%	
Growth-Related Non-Tax Revenues	\$ 1,891,171	\$ 505,707	n.a.	\$ 2,396,878
Residential Share	79%	79%	79%	
Residential GR NTR	\$ 1,487,067	\$ 397,648	n.a.	\$ 1,884,715
Per Capita	\$ 38.34	\$ 10.25	n.a.	\$ 48.59

Source: KPEC based on Financial Information Return data

3.1.3. Water/Sewer Rate Revenues

Based on assumptions regarding water demand and sewage flows from Urban Ecosystems Ltd. (UEL) and the Town's current water/sewer rates imposed on a fixed basis per month, and on a variable basis depending on usage/flows, it is estimated that the proposed development would generate approximately \$1.68 million in annual water/sewer rate revenues for the Town.



Figure 7

Estimated Annual Water & Sewer Rate Revenues from Development							
Assumption:							
Water	372 l/c/d						
Sewer	372 l/c/d						
WATER	Units	PPU	Population	Litres/Day	Litres/Year	m3/Year	ML/Year
Singles	342	3.45	1,181	439,432	160,392,569	160,393	160.39
Semis	196	3.45	677	251,838	91,920,888	91,921	91.92
Rows	460	2.44	1,122	417,533	152,399,472	152,399	152.40
Apartments	-	-	-	-	-	-	-
Total	998		2,981	1,108,803	404,712,929	404,713	404.71
SEWER	Units	PPU	Population	Litres/Day	Litres/Year	m3/Year	ML/Year
Singles	342	3.45	1,181	439,432	160,392,569	160,393	160.39
Semis	196	3.45	677	251,838	91,920,888	91,921	91.92
Rows	460	2.44	1,122	417,533	152,399,472	152,399	152.40
Apartments	-	-	-	-	-	-	-
Total	998		2,981	1,108,803	404,712,929	404,713	404.71
Water Rates & Revenues		Rates	Units	Monthly Revenues	Annual Revenues		
Fixed Monthly Fee	\$ 20.00	per month	998	\$ 19,960	\$ 239,520		
Variable Usage Fee	\$ 1.54	per m3			\$ 623,258		
Subtotal Water					\$ 862,778		
Sewer Rates & Revenues		Rates	Units	Monthly Revenues	Annual Revenues		
Fixed Monthly Fee	\$ 15.00	per month	998	\$ 14,970	\$ 179,640		
Variable Usage Fee	\$ 1.57	per m3			\$ 635,399		
Subtotal Sewer					\$ 815,039		
Total Water & Wastewater Revenues					\$ 1,677,817		

Source: KPEC based on Town of Bradford West Gwillimbury 2023 Water & Sewer Rates

3.2. Incremental On-Going Expenditures

3.2.1. Incremental Per Capita Expenditures

In estimating the impact of the development on the finances of the Town, it is important to estimate the extent to which the additional population will generate needs for additional services and cause the Town to incur incremental operating costs.



This modelling is based on the Town's 2021 Financial Information Return operating cost data (Schedule 40), broken out into 70 different spending categories, with deductions to

Figure 8

Summary of Modelling - Estimated Net Annual Incremental Operating		
Anticipated Incremental Per Capita Increase to Operating Costs	\$	722.18
Estimated Population, Bradford Highlands		2,981
Estimated Incremental Operating Costs	\$	2,152,577

Source: KPEC based on Town of BWG, 2021 FIR

annual operating costs to account for amortization expense, external transfers, interest on long-term debt, and revenues generated for each of the 70 categories from user fees and service charges. The outcome of deducting the various adjustments from gross operating expenditures is "net operating expenditures".

Each estimate of net operating expenditures is then adjusted for the estimated extent to which

the Town's net operating expenditures per capita can be expected to change due to the development of the subject development. For example, certain services are unlikely to require a 1:1 increase with existing service levels, such as municipal government, the Town's planning department, etc., and those have been assumed to grow at 25% of the existing per capita service level, due to the efficiencies found in growing and/or larger municipalities.

In other instances, the existing net operating expenditures per capita are assumed to increase at a near proportionate pace and are assigned a Growth Factor of 95%.

For other service categories, it is assumed that net operating expenditures per capita may increase a rate that is higher than existing service levels, and in these instances a Growth Factor of 125% has been applied. In the model for Bradford Highlands, given the high proportion of families likely to reside in the mix of single-detached, semi-detached and townhouse units, it is likely that there would be a higher than proportionate usage of Town parks, recreation programs and libraries.

Detailed tables showing the calculations are presented in Appendix A.

3.2.2. Direct Incremental Maintenance and Lifecycle Costs of Installed Infrastructure

The installation of road, water and sanitary sewer works required by the development, including a mix of internal and external infrastructure, as well as local and non-local works will generate annual incremental operating, maintenance and lifecycle costs for the Town.

Based on calculated, Town-specific benchmarks created using 2021 Financial Information Return data submitted by the Town to the Ministry of Municipal Affairs and



Housing, and based on the amount of infrastructure required by the proposed development, the installed infrastructure is estimated to generate \$875,200 in annual operating expenditures for the Town, and \$185,000 in annual lifecycle expenditures.

Figure 9

	Estimated Annual Operating Costs - Installed			Estimated Annual Lifecycle Costs		
	Operating Cost	Units in Plan	Annual	Lifecycle Cost	Units in Plan	Annual
	Benchmark		Operating	Benchmark		Operating
Roads - Internal	\$ 5,998.81	12.9	\$ 77,625	\$ 3,534.26	12.9	\$ 45,733
Roads - External	\$ 5,998.81	-		\$ 3,534.26		
Water Distribution	\$ 6,199.34	6.47	\$ 40,110	\$ 4,135.27	6.47	\$ 26,755
Water Treatment	\$ 933.50	404.71	\$ 377,799	\$ 58.52	404.71	\$ 23,686
Sewage Collection	\$ 5,987.26	6.47	\$ 38,738	\$ 5,057.47	6.47	\$ 32,722
Sewage Treatment	\$ 842.42	404.71	\$ 340,940	\$ 138.57	404.71	\$ 56,080
Total			\$ 875,210			\$ 184,976

Source: KPEC based on Financial Information Return data

3.2.3. Indirect Incremental Maintenance and Lifecycle Costs of Town-Wide DC Eligible Infrastructure

Based on estimated lifecycle costs associated with broader growth-related infrastructure needs in the Town as set out in the Town's 2019 DC Study, the fiscal impact model incorporates the subject development's share of these future annual lifecycle costs.

The annual lifecycle costs to the Town for all capital works in the 2019 DC Study necessary to fund all on-going costs associated with growth-related infrastructure amounts to \$5.6 million per year, of which \$4.6 million is attributed to the residential sector, which based on the amount of growth forecast in the 2022 DC Study (within various horizons) amounts to \$354 per capita. Applying this per capita factor to the estimated residential population results in estimated annual lifecycle costs attributable to the proposed development of approximately \$1,054,300.

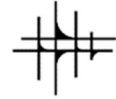


Figure 10

Estimated Indirect Lifecycle Costs, Bradford Highlands Development					
	2019-2028		2019-2031		
	Proposed Development	DC Study (HORIZON)	Proposed Development	DC Study (HORIZON)	
Gross Population	10,880	64%	13,059	67%	
Employment (excl. WFH/NFPOW)	6,096	36%	6,505	33%	
Total	16,976	100%	19,564	100%	
Annual Lifecycle Contributions (Residential)					
	Annual Lifecycle Contribution (DC Study)	Forecast Period	Res. Share	ALCs	ALCs per Capita
Roads	\$ 1,087,858	2019-2031	61%	\$ 663,593	\$ 51
Fire Protection Services	\$ 702,883	2019-2031	61%	\$ 428,759	\$ 33
Police Services	\$ 222,733	2019-2031	61%	\$ 135,867	\$ 10
Transit Services	\$ 43,760	2019-2028	59%	\$ 25,818	\$ 2
Parking Services	n.a.	2019-2028	59%	n.a.	n.a.
Outdoor Recreation Services	\$ 1,442,667	2019-2028	95%	\$ 1,370,534	\$ 105
Indoor Recreation Services	\$ 1,640,063	2019-2028	95%	\$ 1,558,060	\$ 119
Library Services	\$ 459,388	2019-2028	95%	\$ 436,419	\$ 33
Administration	\$ -	2019-2028	59%	\$ -	\$ -
Total	\$ 5,599,352			\$ 4,619,050	\$ 354
ALCs per Capita - Indirect Lifecycle Costs		\$ 353.71			
Estimated Residential Population		2,981			
ALCs, Proposed Development		\$ 1,054,275			

Source: KPEC based on Town of Bradford West Gwillimbury April 2019 DC Background Study



4. NET ANNUAL FISCAL IMPACT

Comparing the incremental annual revenues with incremental annual expenditures resulting from development of the Bradford Highlands development, at build-out, results in an annual fiscal surplus of \$356,100, or \$119 per capita.

Figure 11

Estimated Annual Incremental Net Fiscal Impact, Bradford Highlands Development, Town of Bradford West Gwillimbury		
Population	2,981	
Units	998	
Persons per Unit (Average)	2.99	
Incremental Revenues	Amount	Per Capita
Property Tax Revenues	\$ 2,800,529	\$ 939.57
Non-Tax Revenues	\$ 144,823	\$ 48.59
Water / Sewer Rate Revenues	\$ 1,677,817	\$ 562.90
Total Incremental Revenues	\$ 4,623,169	\$ 1,551.06
Incremental Expenditures		
Per Capita Operating Costs	\$ 2,152,577	\$ 722.18
Infrastructure - Operating Costs	\$ 875,210	\$ 293.63
Infrastructure - Lifecycle Costs	\$ 184,976	\$ 62.06
Share of Town-Wide Infrastructure - Lifecycle Costs	\$ 1,054,275	\$ 353.71
Total Incremental Expenditures	\$ 4,267,039	\$ 1,431.58
Net Annual Fiscal Impact	\$ 356,130	\$ 119.48
Source: KPEC based on Financial Information Return data, information from Town of Bradford		

As a caveat, the true net annual fiscal impact can vary from the estimates presented in this study, depending on numerous variables that may deviate from the assumptions made in this report, including actual timing of development, infrastructure costs, changes in property tax rates, assessment values, among many other inputs. Therefore, the fiscal impact analysis is best used on a 'directional' basis to give an indication of the likely orientation of fiscal impact (positive vs. negative) as well as providing a rough indication to decision-makers regarding the potential scale of impact.

While the results summarized in the figure above are the estimated annual incremental revenues and costs that the Town would accrue or incur each year from build-out onward, during the development process, the interim fiscal impacts will depend on the pace of development, and the ability of the capital works (both internal and external) to be constructed and put into operation in a timely manner. However the operating and maintenance costs associated with community services and needed infrastructure will include a variety of 'fixed' costs that will be incurred whether development happens or



not, and 'variable' costs that will depend on need generated by persons living in the community.

To give an indication of the scale of impact, in 2021 the Town generated \$87.7 million in revenues, and incurred \$72.2 million in expenditures. The incremental \$4.6 million in revenues represents 5.3% of annual revenues, while the \$4.3 million in annual expenditures represents 5.9% of current annual expenditures. The annual \$356,100 surplus represents 0.4% and 0.5% of annual Town revenues and expenditures, respectively.

Figure 12

Illustration of Scale of Incremental Revenues/Expenditures and Annual Net Fiscal Impact				
Incremental as % of Existing Annuals	2021 Actual	Incremental - Proposed Development	Incremental as % of 2021 Actual	
Annual Revenues	\$ 87,686,090	\$ 4,623,169	5.3%	
Annual Expenditures	\$ 72,213,482	\$ 4,267,039	5.9%	
Net Fiscal Impact as % of Existing Annuals				
Estimated Annual Net Fiscal Impact		\$ 356,130		
as % of 2021 Revenues		0.4%		
as % of 2021 Expenditures		0.5%		

Source: KPEC based on Town of Bradford 2021 Financial Information Return

Should the proposed development generate an annual surplus, it could be used to mitigate future property tax increases, increase contributions to a tax rate stabilization reserve fund, expand municipal services, fund backlogged state of good repair works, or some combination thereof.

The above fiscal impact does not account for any differential that may result from the capital revenues generated through development charges with the amount of DCs necessary to be spent for Town-wide growth-related infrastructure needs of the proposed development.



APPENDIX A:

Estimate of Net Incremental Annual Operating Costs (Excluding Hard Services)												
LINE	Less:					Proportionate Increase Related to Growth						
	Total Expenditures	Amortization	User Rates and Service Charges	External Transfers	Interest on Long Term Debt	Net Expenditures	Growth Factor	Net Growth-Related Expenditures	Residential / Non-Residential Allocation			
								Res Share	Residential NGRE	Non-Res Share	Non-Res NGRE	
General government												
0240	\$ 348,520	\$ -	\$ -	\$ -	\$ -	\$ 348,520	25%	\$ 87,130	79%	\$ 68,512	21%	\$ 18,618
0250	\$ 1,877,627	\$ -	\$ -	\$ -	\$ -	\$ 1,877,627	25%	\$ 469,407	79%	\$ 371,299	21%	\$ 98,108
0260	\$ 329,517	\$ 329,517	\$ -	\$ -	\$ -	\$ -	25%	\$ -	79%	\$ -	21%	\$ -
0299	\$ 2,555,664	\$ 329,517	\$ -	\$ -	\$ -	\$ 1,889,976		\$ 259,043		\$ 203,691		\$ 55,352
Protection services												
0410	\$ 6,020,988	\$ 664,619	\$ 71,184	\$ -	\$ -	\$ 5,285,185	95%	\$ 5,020,926	79%	\$ 3,948,059	21%	\$ 1,072,867
0420	\$ 11,062,088	\$ 500,271	\$ 155,849	\$ -	\$ -	\$ 10,405,968	95%	\$ 9,885,670	79%	\$ 7,773,309	21%	\$ 2,112,360
0421	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0422	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0430	\$ 638,294	\$ -	\$ -	\$ 601,230	\$ -	\$ 37,064	95%	\$ 35,211	79%	\$ 27,687	21%	\$ 7,524
0440	\$ 959,556	\$ 72,863	\$ 21,070	\$ -	\$ -	\$ 865,623	95%	\$ 822,342	79%	\$ 646,625	21%	\$ 175,717
0445	\$ 3,168,013	\$ -	\$ 926,150	\$ -	\$ -	\$ 2,241,863	95%	\$ 2,129,770	79%	\$ 1,674,683	21%	\$ 455,087
0450	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0460	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0498	\$ 62,013	\$ -	\$ -	\$ -	\$ -	\$ 62,013	95%	\$ 58,912	79%	\$ 46,324	21%	\$ 12,588
0499	\$ 21,910,952	\$ 1,237,753	\$ 1,174,253	\$ 601,230	\$ -	\$ 18,897,716		\$ 17,952,830		\$ 14,116,687		\$ 3,836,143
Transportation services												
0611	\$ 7,007,465	\$ 4,050,054	\$ -	\$ -	\$ -	\$ 2,957,411	0%	\$ -	79%	\$ -	21%	\$ -
0612	\$ 600,922	\$ -	\$ -	\$ -	\$ -	\$ 600,922	0%	\$ -	79%	\$ -	21%	\$ -
0613	\$ 340,715	\$ 230,111	\$ -	\$ -	\$ -	\$ 110,604	25%	\$ 27,651	79%	\$ 21,743	21%	\$ 5,908
0614	\$ 2,499,150	\$ 1,029,660	\$ -	\$ -	\$ -	\$ 1,469,490	95%	\$ 1,396,016	79%	\$ 1,097,716	21%	\$ 298,299
0621	\$ 1,164,184	\$ -	\$ -	\$ -	\$ -	\$ 1,164,184	95%	\$ 1,105,975	79%	\$ 869,651	21%	\$ 236,324
0622	\$ 666,429	\$ -	\$ -	\$ -	\$ -	\$ 666,429	95%	\$ 633,108	79%	\$ 497,826	21%	\$ 135,282
0631	\$ 1,297,520	\$ 110,981	\$ 41,241	\$ -	\$ -	\$ 1,145,298	95%	\$ 1,088,033	79%	\$ 855,543	21%	\$ 232,490
0632	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0640	\$ 81,140	\$ 76,183	\$ -	\$ -	\$ -	\$ 4,957	95%	\$ 4,709	79%	\$ 3,703	21%	\$ 1,006
0650	\$ 972,464	\$ 230,550	\$ -	\$ -	\$ -	\$ 741,914	95%	\$ 704,818	79%	\$ 554,213	21%	\$ 150,605
0660	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0698	\$ 17,673	\$ -	\$ -	\$ -	\$ -	\$ 17,673	95%	\$ 16,789	79%	\$ 13,202	21%	\$ 3,588
0699	\$ 14,647,662	\$ 5,727,539	\$ 41,241	\$ -	\$ -	\$ 8,878,882		\$ 4,977,099		\$ 3,913,597		\$ 1,063,502
Environmental services												
0821	\$ 1,957,885	\$ 1,556,330	\$ -	\$ -	\$ -	\$ 401,555	95%	\$ 381,477	79%	\$ 299,964	21%	\$ 81,514
0822	\$ 184,793	\$ -	\$ -	\$ -	\$ -	\$ 184,793	95%	\$ 175,553	79%	\$ 138,041	21%	\$ 37,512
0840	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0850	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0860	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0898	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
0899	\$ 2,142,678	\$ 1,556,330	\$ -	\$ -	\$ -	\$ 586,348		\$ 557,031		\$ 438,005		\$ 119,026
Health services												
1010	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1020	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1030	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1035	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1040	\$ 87,119	\$ 4,389	\$ 37,319	\$ -	\$ -	\$ 45,411	95%	\$ 43,140	79%	\$ 33,922	21%	\$ 9,218
1098	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1099	\$ 87,119	\$ 4,389	\$ 37,319	\$ -	\$ -	\$ 45,411		\$ 43,140		\$ 33,922		\$ 9,218
Social and family services												
1210	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1220	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1230	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1298	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1299	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		\$ -		\$ -		\$ -
Social Housing												
1410	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1420	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1430	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1497	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1498	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	79%	\$ -	21%	\$ -
1499	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		\$ -		\$ -		\$ -
Recreation and cultural services												
1610	\$ 3,519,336	\$ 1,007,423	\$ -	\$ -	\$ -	\$ 2,511,913	95%	\$ 2,386,317	95%	\$ 2,267,001	21%	\$ 509,906
1620	\$ 1,834,777	\$ 2,986	\$ 326,245	\$ -	\$ -	\$ 1,505,546	95%	\$ 1,430,269	95%	\$ 1,358,755	21%	\$ 305,618
1631	\$ 281,491	\$ -	\$ -	\$ -	\$ -	\$ 281,491	95%	\$ 267,416	95%	\$ 254,046	21%	\$ 57,141
1634	\$ 4,740,768	\$ 1,594,995	\$ -	\$ -	\$ 48,382	\$ 3,097,391	95%	\$ 2,942,521	95%	\$ 2,795,395	21%	\$ 628,755
1640	\$ 2,831,897	\$ 796,172	\$ -	\$ -	\$ -	\$ 2,035,725	95%	\$ 1,933,939	95%	\$ 1,837,242	21%	\$ 413,242
1645	\$ 22,315	\$ -	\$ -	\$ -	\$ -	\$ 22,315	95%	\$ 21,199	95%	\$ 20,139	21%	\$ 4,530
1650	\$ 361,982	\$ -	\$ -	\$ -	\$ -	\$ 361,982	95%	\$ 343,883	95%	\$ 326,689	21%	\$ 73,481
1698	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	95%	\$ -	95%	\$ -	21%	\$ -
1699	\$ 13,592,566	\$ 3,401,576	\$ 326,245	\$ -	\$ 48,382	\$ 9,816,363		\$ 9,325,545		\$ 8,859,268		\$ 1,992,673
Planning and development												
1810	\$ 802,835	\$ 245	\$ 318,065	\$ -	\$ -	\$ 484,525	25%	\$ 121,131	79%	\$ 95,248	21%	\$ 25,883
1820	\$ 674,204	\$ -	\$ -	\$ -	\$ -	\$ 674,204	25%	\$ 168,551	79%	\$ 132,535	21%	\$ 36,016
1830	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	25%	\$ -	100%	\$ -	21%	\$ -
1840	\$ 1,184,503	\$ 44,388	\$ -	\$ -	\$ -	\$ 1,140,115	25%	\$ 285,029	79%	\$ 224,124	21%	\$ 60,905
1850	\$ 3,544	\$ -	\$ 18,247	\$ -	\$ 3,544	\$ 18,247	25%-\$	\$ 4,562	79%-\$	\$ 3,587	21%-\$	\$ 975
1898	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	25%	\$ -	79%	\$ -	21%	\$ -
1899	\$ 2,665,086	\$ 44,633	\$ 336,312	\$ -	\$ 3,544	\$ 2,280,597		\$ 570,149		\$ 448,320		\$ 121,829
1910	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	25%	\$ -	79%	\$ -	21%	\$ -
9910	\$ 57,601,727	\$ 12,301,737	\$ 1,915,370	\$ 601,230	\$ 1,241,902	\$ 41,541,488		\$ 33,684,837		\$ 28,013,490		\$ 7,197,743
										\$ 722.18		\$ 682.83