



**The Corporation of the City of Cornwall**  
**Regular Meeting of Council**  
**By-law 2024-107**

Department: Financial Services  
Division: Finance  
By-law Number: 2024-107  
Report Number 2024-105-Financial Services  
Meeting Date: November 26, 2024  
Subject: A BY-LAW TO AMEND CITY-WIDE DEVELOPMENT  
CHARGES BY-LAW 2023-027

Whereas subsection 2 (1) of the *Development Charges Act, 1997* (the “Act”), S.O. 1997, c.27, as amended, provides that the council of a municipality may by by-law impose development charges against land to pay for increased capital costs required because of increased needs for services arising from development of the area to which the By-law applies; and

Whereas Section 19 of the Act provides for amendments to be made to development charges by-laws; and

Whereas subsections 19 (1.2) and 19 (1.3) of the Act permit a municipality to amend a development charges by-law, subject to conditions being met, that do not require the process for by-law amendments under subsection 19 (1) of the Act to be followed; and

Whereas the Council of the Corporation of the City of Cornwall (the “Council”) enacted and passed By-law 2023-027 on March 27, 2023, which came into effect April 10, 2023; and

Whereas on November 12, 2024, Council received correspondence from Watson & Associates Economists Ltd. supporting this by-law amendment and Council intends to change the rules developed pursuant to paragraph 9 of subsection 5 (1) of the Act to increase a development charge imposed during the first four years that the by-law is in force to the amount that could have been charged if

paragraph 4 of subsection 5 (6) of the Act had not been in force at the time the by-law was passed, and to include the growth-related costs of studies, pursuant to paragraphs 5 and 6 of subsection 5 (3) of the Act, within the development charge calculation.

Now therefore be it resolved that the Council of The Corporation of the City of Cornwall enacts as follows:

1. By-law 2023-027 is hereby amended as follows:

1.1. The “capital cost” definition in section 1.1 of the By-law is deleted and substituted with the following:

“capital cost” means costs incurred or proposed to be incurred by the City or a local board thereof directly or by others on behalf of and as authorized by the City or local board,

- (a) to acquire land or an interest in land, including a leasehold interest,
- (b) to improve land,
- (c) to acquire, lease, construct or improve buildings and structures,
- (d) to acquire, construct or improve facilities including,
  - (i) furniture and equipment other than computer equipment, and
  - (ii) material acquired for circulation, reference or information purposes by a library board within the meaning of the *Public Libraries Act*;
  - (iii) rolling stock with an estimated useful life of seven years or more; and
- (e) including interest on borrowing for those expenditures under clauses (a) to (d) above that are growth-related;
- (f) to undertake studies in connection with any of the matters in paragraphs (a) to (d) above, including the development charge background study

1.2. Section 2.1 of the By-law is deleted and substituted with the following:

The categories of services/classes of service for which development charges are imposed under this By-law are as follows:

- (a) Services Related to a Highway;
- (b) Fire Protection Services;
- (c) Parks and Recreation Services;
- (d) Library Services;
- (e) Ambulance Services;
- (f) Waste Diversion Services;
- (g) Water Services;
- (h) Wastewater Services; and
- (i) Transit Services.
- (j) Growth-Related Studies

1.3. Section 3.14 of the By-law is deleted

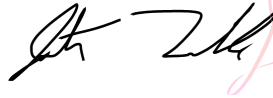
1.4. Schedule "A" is deleted and replaced with Schedule "A" attached to this by-law.

2. This By-law shall come into effect on January 1, 2025.

Read, signed and sealed in open Council this 26th day of November, 2024.



Digitally signed by Manon L. Levesque  
DN: cn=Manon L. Levesque, o=The  
Corporation of the City of Cornwall,  
ou=Office of the City Clerk,  
email=mlevesque@cornwall.ca, c=CA  
Date: 2024.11.27 11:22:43 -05'00'



Digitally signed by Justin Towndale  
DN: cn=Justin Towndale, o=City of  
Cornwall, ou=Office of the Mayor,  
email=jtowndale@cornwall.ca, c=CA  
Date: 2024.12.03 13:47:18 -05'00'

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Manon L. Levesque  
City Clerk

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Justin Towndale  
Mayor



**SCHEDULE A  
SCHEDULE OF DEVELOPMENT CHARGES**

Service/Class of Service	RESIDENTIAL					Non-Residential (per sq.ft. of Gross Floor Area)
	Single and Semi- Detached Dwelling	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Other Multiples	Special Care/Special Dwelling Units	
<b>Municipal Wide Services</b>						
Services Related to a Highway	8,249	5,558	4,203	7,835	3,762	2.61
Fire Protection Services	611	411	311	580	278	0.47
Parks and Recreation Services	2,651	1,786	1,351	2,518	1,209	0.06
Library Services	407	275	208	387	186	0.01
Ambulance Services	140	94	71	133	64	0.04
Waste Diversion Services	173	116	88	164	79	0.00
Transit Services	59	40	30	56	27	0.02
Growth-Related Studies	124	84	63	118	57	0.04
<b>Total Municipal Wide Services</b>	<b>12,414</b>	<b>8,364</b>	<b>6,325</b>	<b>11,791</b>	<b>5,662</b>	<b>3.26</b>
<b>Urban Services</b>						
Wastewater Services	384	259	196	365	175	0.14
Water Services	2,051	1,382	1,045	1,948	935	0.76
<b>Total Urban Services</b>	<b>2,435</b>	<b>1,641</b>	<b>1,241</b>	<b>2,313</b>	<b>1,110</b>	<b>0.90</b>
<b>GRAND TOTAL RURAL AREA</b>	<b>12,414</b>	<b>8,364</b>	<b>6,325</b>	<b>11,791</b>	<b>5,662</b>	<b>3.26</b>
<b>GRAND TOTAL URBAN AREA</b>	<b>14,849</b>	<b>10,005</b>	<b>7,566</b>	<b>14,104</b>	<b>6,772</b>	<b>4.16</b>

## Explanatory Note

### Purpose

To provide information regarding the D.C. By-Law amendments provided by Sean-Michael Stephen from Watson & Associates Economists Ltd. in a memo to Tracey Bailey dated November 13, 2024, as presented to Council.

### Background / Discussion

#### 1. Introduction

The City of Cornwall (City) passed development charges (D.C.) by-law 2023-027 on March 23, 2023, that came into effect April 10, 2023. At the time of by-law passage, the *Development Charges Act* (D.C.A.) did not include studies as an eligible cost to be funded through D.C.s. At the time by-law 20203-027 was passed, the D.C.A. also included a requirement to phase-in the charge in any new D.C. by-laws over the first 5-years of the by-law.

On June, 6, 2024, Bill 185 (*Cutting Red Tape to Build More Homes Act, 2024*) received Royal Assent and includes the following changes to the D.C.A.:

- The removal of the Mandatory Phase-in for D.C. by-laws passed after Bill 185 comes into effect;
- A reduction to the D.C. rate freeze timelines for developments proceeding through site plan and zoning by-law amendment applications under the *Planning Act*. Charges are currently held at rates in place on the date the application is made until building permit issuance, provided the building permit is issued within two (2) years of the approval of the application. This time period has been reduced to 18 months under Bill 185 (note that the two (2) year timeline will still apply to applications received prior to Bill 185 receiving Royal Assent);
- Inclusion of growth-related studies, including the D.C. background study, as D.C.-eligible costs;
- Provide a provision of the D.C. by-law specifying the date the by-law expires or to amend the provision to extend the expiry date;

- To allow minor by-law amendments related to the inclusion of study costs, removal of the mandatory phase-in, and extension of by-law expiry dates (subject to the 10-year limitations provided in the D.C.A.)<sup>1</sup>
- To modernize public notice requirements.

The purpose of this memorandum is to provide the basis for the proposed amendment to the City's D.C. by-law (attached) to include the costs of growth-related studies and to remove the phase-in provisions that were included within the City's D.C. by-law.

Subsections 19 (1.2) and 19 (1.3) of the D.C.A. allow for amendments to be made to a D.C. by-law to include growth-related study costs or to remove the statutory phase-in provisions without following subsection 19 (1) of the D.C.A. Subsection 19 (1) of the D.C.A. requires sections 10 to 18 to be followed when making an amendment to a D.C. by-law. As such, an amendment for these purposes do not require the preparation of a background study or a public meeting of Council. Furthermore, the by-law cannot be appealed to the Ontario Land Tribunal under section 14 of the D.C.A. Notwithstanding the foregoing, the clerk of the municipality is still required to give notice of by-law passage in accordance with subsections 13 (2) to (4) of the D.C.A.

## 2. Growth-Related Studies

The D.C.A. permits the inclusion of studies undertaken to facilitate the completion of the City's capital works program. These studies have been included within Services Related to a Highway, Parks and Recreation Services, Library Services, Ambulance Services, Waste Diversion Services, Water Services, Wastewater Services, and within a Growth-Related Studies class of service based on each service to which the studies relate.

Table 2-1 summarizes the studies that have been included within each service or class of service within the D.C. background study, including the anticipated timing, gross capital costs, and D.C. eligible costs included in the calculation of the charge.

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<sup>1</sup>Minor amendments to include study costs or remove the mandatory phase-in only apply to by-laws passed between November 28, 2022 and June 5, 2024. These by-law amendments must be passed by December 6, 2024

**Table 2-1  
Growth-Related Studies**

Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2023\$)	Other Deductions	Net Capital Cost	Less:	Potential D.C. Recoverable Cost		
					Benefit to Existing Development	Total	Residential Share	Non-Residential Share
<b>Fire Protection Services (2023-2036)</b>								
Fire Master Plan Update	2034	75,000	-	75,000	18,800	56,200	20,232	35,968
Risk Assessment	2033	50,000	-	50,000	12,500	37,500	13,500	24,000
<b>Subtotal</b>		<b>125,000</b>	<b>-</b>	<b>125,000</b>	<b>31,300</b>	<b>93,700</b>	<b>33,732</b>	<b>59,968</b>
<b>Services Related to a Highway (2023-2036)</b>								
Transportation Master Plan	2026	300,000	-	300,000	75,000	225,000	130,500	94,500
Active Transportation Master Plan	2026	150,000	-	150,000	37,500	112,500	65,250	47,250
Marlborough St. - Ninth St. to Eleventh St. - EA	2026	150,000	-	150,000	37,500	112,500	65,250	47,250
Ninth St. E. - Sydney St. to Marlborough St. - EA	2027	250,000	-	250,000	62,500	187,500	108,750	78,750
Nick Kaneb Dr. CN Overpass - EA	2031	200,000	-	200,000	50,000	150,000	87,000	63,000
Brookdale Ave./CN Overpass - Tollgate to Cornwall Centre Rd. EA	2027	200,000	-	200,000	29,500	170,500	98,890	71,610
Pitt St. - Water St. to Fourth St. - EA	2028	250,000	-	250,000	70,300	179,700	104,226	75,474
Pitt St. - Thirteenth St. to Tollgate Rd. - EA	2028	250,000	-	250,000	70,300	179,700	104,226	75,474
Ninth St. W. - Power Dam Dr. to Brookdale Ave. - EA	2030	250,000	-	250,000	-	250,000	145,000	105,000
<b>Subtotal</b>		<b>2,000,000</b>	<b>-</b>	<b>2,000,000</b>	<b>432,600</b>	<b>1,567,400</b>	<b>909,092</b>	<b>658,308</b>
<b>Parks and Recreation Services (2023-2036)</b>								
Parks and Recreation Master Plan (update)	2026	70,000	-	70,000	17,500	52,500	49,875	2,625
Parks and Recreation Master Plan	2030	150,000	-	150,000	37,500	112,500	106,875	5,625
Waterfront Plan	2029	100,000	-	100,000	25,000	75,000	71,250	3,750
<b>Subtotal</b>		<b>320,000</b>	<b>-</b>	<b>320,000</b>	<b>80,000</b>	<b>240,000</b>	<b>228,000</b>	<b>12,000</b>
<b>Library Services (2023-2036)</b>								
Library Strategic Plan	2026	50,000	-	50,000	12,500	37,500	36,625	1,875
<b>Ambulance Services (2023-2036)</b>								
EMS Master Plan	2025	100,000	60,700	39,300	25,000	14,300	8,254	6,006
EMS Master Plan	2032	100,000	60,700	39,300	25,000	14,300	8,254	6,006
<b>Subtotal</b>		<b>200,000</b>	<b>121,400</b>	<b>78,600</b>	<b>50,000</b>	<b>28,600</b>	<b>16,508</b>	<b>12,012</b>
<b>Waste Diversion Services (2023-2036)</b>								
Solid Waste Masterplan	2030	250,000	125,000	125,000	31,300	93,700	89,015	4,685
<b>Wastewater Services (Urban 13 Year)</b>								
Wastewater Masterplan	2027	250,000	-	250,000	62,500	187,500	101,250	86,250
Combined Sewer Separation Masterplan	2030	250,000	-	250,000	62,500	187,500	101,250	86,250
<b>Subtotal</b>		<b>500,000</b>	<b>-</b>	<b>500,000</b>	<b>125,000</b>	<b>375,000</b>	<b>202,500</b>	<b>172,500</b>
<b>Water Services (Urban 13 Year)</b>								
Water Masterplan	2028	250,000	-	250,000	62,500	187,500	101,250	86,250
<b>Growth-Related Studies (2023-2036)</b>								
Development Charges By-law Amendment	2024	9,500	-	9,500	-	9,500	5,781	2,263
Development Charges Background Study	2028	150,000	-	150,000	-	150,000	91,282	35,733
Development Charges Background Study	2033	150,000	-	150,000	-	150,000	91,282	35,733
Official Plan Update	2038	250,000	12,500	237,500	125,000	112,500	68,462	26,799
Zoning By-Law Update	2032	100,000	5,000	95,000	50,000	45,000	27,385	10,720
Stormwater Masterplan (Stormwater Services)	2032	250,000	-	250,000	62,500	187,500	108,750	78,750
Reserve Fund Adjustment						(230,052)	(137,096)	(55,396)
<b>Subtotal</b>		<b>909,500</b>	<b>17,500</b>	<b>892,000</b>	<b>237,500</b>	<b>424,448</b>	<b>255,845</b>	<b>134,602</b>
<b>Total</b>		<b>4,604,500</b>	<b>263,900</b>	<b>4,340,600</b>	<b>1,062,700</b>	<b>3,047,848</b>	<b>1,871,647</b>	<b>1,142,200</b>

In aggregate, the study costs that have been identified total \$4.6 million. A deduction of \$263,900 has been made to recognize the portion of planning studies related to D.C.-ineligible services, the share of EMS studies related to the United Counties of Stormont,

Dundas, and Glengarry, and the share of Waste Diversion studies related to solid waste. After deducting \$1.1 million for the benefit to existing share and deducting \$230,052 for the estimated 2023 D.C. reserve fund surplus for Growth-Related Studies, the D.C. eligible costs for studies that have been considered with the calculation of the charge within each service or class of service total \$3.0 million.

Based on the changes identified, the amended schedule of charges is presented in Table 2-2. The charges are presented in 2023\$ values, representing the cost base used in the D.C. by-law

**Table 2-2  
Amended Schedule of D.C.s**

Service/Class of Service	RESIDENTIAL					Non-Residential (per sq.ft. of Gross Floor Area)
	Single and Semi- Detached Dwelling	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Other Multiples	Special Care/Special Dwelling Units	
<b>Municipal Wide Services</b>						
Services Related to a Highway	8,249	5,568	4,203	7,835	3,762	2.61
Fire Protection Services	611	411	311	580	278	0.47
Parks and Recreation Services	2,651	1,786	1,351	2,518	1,209	0.06
Library Services	407	275	208	387	186	0.01
Ambulance Services	140	94	71	133	64	0.04
Waste Diversion Services	173	116	88	164	79	0.00
Transit Services	59	40	30	56	27	0.02
Growth-Related Studies	124	84	63	118	57	0.04
<b>Total Municipal Wide Services</b>	<b>12,414</b>	<b>8,364</b>	<b>6,325</b>	<b>11,791</b>	<b>5,662</b>	<b>3.26</b>
<b>Urban Services</b>						
Wastewater Services	384	259	196	365	175	0.14
Water Services	2,051	1,382	1,045	1,948	935	0.76
<b>Total Urban Services</b>	<b>2,435</b>	<b>1,641</b>	<b>1,241</b>	<b>2,313</b>	<b>1,110</b>	<b>0.90</b>
<b>GRAND TOTAL RURAL AREA</b>	<b>12,414</b>	<b>8,364</b>	<b>6,325</b>	<b>11,791</b>	<b>5,662</b>	<b>3.26</b>
<b>GRAND TOTAL URBAN AREA</b>	<b>14,849</b>	<b>10,005</b>	<b>7,566</b>	<b>14,104</b>	<b>6,772</b>	<b>4.16</b>

Table 2-3 shows the total charge for the urban and rural areas in 2024\$ values, reflecting the indexing (7.8%) that has been applied to the charges passed in 2023.

**Table 2-2  
Amended Schedule of D.C.s  
Indexed to 2024\$ Values**

Service/Class of Service	RESIDENTIAL					Non-Residential (per sq.ft. of Gross Floor Area)
	Single and Semi- Detached Dwelling	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Other Multiples	Special Care/Special Dwelling Units	
<b>2024\$ Charge With Indexing</b>						
<b>GRAND TOTAL RURAL AREA</b>	<b>13,382</b>	<b>9,016</b>	<b>6,818</b>	<b>12,711</b>	<b>6,104</b>	<b>3.51</b>
<b>GRAND TOTAL URBAN AREA</b>	<b>16,007</b>	<b>10,785</b>	<b>8,156</b>	<b>15,204</b>	<b>7,300</b>	<b>4.48</b>



The current fully calculated charge for a single and semi-detached residential unit, with indexing, is \$15,018. When applying the phase-in that is still including in the by-law, the current charge that is imposed is \$12,765 per unit. The amended charge of \$16,007 would increase the fully calculated charge by \$990 (+7%). The actual increase over the current phased-in charge would be (\$3,242) (+25%).

Tables 2-3 and 2-4 summarize the increase in the charge for a residential single-detached unit and per sq.ft. of non-residential gross floor area.

Table 2-3  
D.C. Comparison (Current vs. Amended)  
Per Residential Single Detached Dwelling Unit

Service/Class of Service	Current (Calculated)	Current (Year 2 Phase-In)	Amended Charge	% Increase vs. Current	% Increase vs. Current (Year 2 Phase-In)
<b>Municipal Wide Services/Classes:</b>					
Services Related to a Highway	8,412	7,150	8,893	6%	24%
Fire Protection Services	640	544	658	3%	21%
Parks and Recreation Services	2,737	2,326	2,858	4%	23%
Library Services	420	357	439	4%	23%
Ambulance Services	142	121	151	6%	25%
Waste Diversion Services	139	118	186	34%	57%
Transit Services	64	54	64	0%	18%
Growth-Related Studies	-	-	134		
<b>Total Municipal Wide Services</b>	<b>12,554</b>	<b>10,671</b>	<b>13,382</b>	<b>7%</b>	<b>25%</b>
<b>Urban Services</b>					
Wastewater Services	305	259	414	36%	60%
Water Services	2,158	1,834	2,211	2%	21%
<b>Total Urban Services</b>	<b>2,463</b>	<b>2,094</b>	<b>2,625</b>	<b>7%</b>	<b>25%</b>
<b>GRAND TOTAL RURAL AREA</b>	<b>12,554</b>	<b>10,671</b>	<b>13,382</b>	<b>7%</b>	<b>25%</b>
<b>GRAND TOTAL URBAN AREA</b>	<b>15,018</b>	<b>12,765</b>	<b>16,007</b>	<b>7%</b>	<b>25%</b>

Table 2-4  
D.C. Comparison (Current vs. Amended)  
Per Non-Residential sq.ft. of Gross Floor Area

Service/Class of Service	Current (Calculated)	Current (Year 2 Phase-In)	Amended Charge	% Increase vs. Current (Calculated)	% Increase vs. Current (Year 2 Phase-In)
<b>Municipal Wide Services/Classes:</b>					
Services Related to a Highway	2.66	2.26	2.81	6%	24%
Fire Protection Services	0.50	0.42	0.51	3%	21%
Parks and Recreation Services	0.06	0.05	0.07	4%	23%
Library Services	0.01	0.01	0.01	5%	23%
Ambulance Services	0.04	0.04	0.05	6%	25%
Waste Diversion Services	0.00	0.00	0.00	34%	58%
Transit Services	0.02	0.02	0.02	0%	18%
Growth-Related Studies	-	-	0.04		
<b>Total Municipal Wide Services</b>	<b>3.30</b>	<b>2.80</b>	<b>3.51</b>	<b>7%</b>	<b>25%</b>
<b>Urban Services</b>	<b>-</b>				
Wastewater Services	0.11	0.09	0.15	40%	65%
Water Services	0.80	0.68	0.82	3%	21%
<b>Total Urban Services</b>	<b>0.91</b>	<b>0.77</b>	<b>0.97</b>	<b>7%</b>	<b>26%</b>
<b>GRAND TOTAL RURAL AREA</b>	<b>3.30</b>	<b>2.80</b>	<b>3.51</b>	<b>7%</b>	<b>25%</b>
<b>GRAND TOTAL URBAN AREA</b>	<b>4.20</b>	<b>3.57</b>	<b>4.48</b>	<b>7%</b>	<b>25%</b>

The draft amending D.C. by-law is attached to this memorandum and is proposed to take effect January 1, 2025.