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**From:** McPhail, Roxanne <Roxanne.McPhail@york.ca> **On Behalf Of** Regional Clerk  
**Sent:** Monday, May 31, 2021 9:09 AM  
**Subject:** Regional Council Decision - 2020 Development Charge Reserve Fund Statement

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On May 27, 2021 Regional Council made the following decision:

1. The Regional Clerk circulate this report to the local municipalities and the Building Industry and Land Development Association, York Region Chapter.

The original staff report is attached for your information.

Please contact Edward Hankins, Director, Treasury Office and Deputy Treasurer at 1-877-464-9675 ext. 71644 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Office of the Regional Clerk, Corporate Services

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Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Finance and Administration  
May 13, 2021

Report of the Commissioner of Finance

## 2020 Development Charge Reserve Fund Statement

### 1. Recommendations

The Regional Clerk circulate this report to the local municipalities and the Building Industry and Land Development Association, York Region Chapter.

### 2. Summary

This report provides a year-end summary of development charge activity and reserve balances for 2020, as required under the *Development Charges Act, 1997*, as amended (the Act).

Key Points:

- As of December 31, 2020, Development Charge Reserve balances total \$383.0 million
- Reserve balances increased by \$113.0 million from 2019 due to collections exceeding draws by \$101.4 million, as well as \$11.7 million of interest earned during the year
- As a result of legislative changes related to Bill 108, a one-time increase has been included in the reserves in the amount of \$91.2 million
- The Treasurer's Reserve Fund Statement is in compliance with the Act

### 3. Background

#### **Development charges are a major funding source for the Region's capital plan**

Development charges are imposed to recover growth-related capital costs from residential and non-residential developments. Since the majority of York Region's capital expenditures support growth-related projects, development charges are a key source of funding for its capital plan.

## Development charge reserves are governed by the Act

The Act specifies how development charge reserves are established and reported upon.

Sections 33 and 43 of the Act require that:

- A municipality that has passed a development charge bylaw shall establish a separate reserve fund for each service to which the development charge relates and fund only eligible capital costs from the reserve fund
- The Treasurer of the municipality shall provide Council a financial statement relating to development charge bylaws and reserve funds established

The financial statement must identify all assets where capital costs were funded under a development charge bylaw. Municipalities are also required to identify all other sources of funding applied to each project funded with development charges and provide details on activities for each development charge reserve for the year.

## 4. Analysis

### As of December 31, 2020, the Development Charge Reserves had a balance of \$383.0 million

As at December 31, 2020, the Development Charge Reserves had a balance of \$383.0 million, an increase of \$113.0 million from 2019. The activity for the year is shown on Table 1.

**Table 1**

#### Development Charge Activity in 2020 (in \$ millions)

Service	Opening Balance	Collections <sup>3</sup>	Deferral Accrual	Draws	Interest	Closing Balance <sup>1</sup>
Regional Roads	361.8	112.7	38.1	82.9	17.3	447.0
Water Supply <sup>5</sup>	(77.1)	44.0	14.3	51.6	(4.0)	(74.4)
Wastewater Servicing <sup>5</sup>	(109.4)	87.2	29.2	98.3	(5.6)	(96.9)
General Services <sup>2</sup>	<u>94.7</u>	<u>35.5</u>	<u>9.6</u>	<u>36.4</u>	<u>3.9</u>	<u>107.3</u>
Total	270.0	279.4	91.2	269.2	11.6	383.0

Note 1: Reserve balance includes opening balance plus collections, expenditures and interest accrual.

Note 2: General Services includes transit, subway, waste diversion, police, paramedic services, public health, senior services, social housing, public works, growth studies, court services and GO Transit.

Note 3: Development charge collections are reported net of development charge credits and does not include one-time accrual for deferred development charges.

Note 4: Represents the one-time accrual for deferred development charges.

Note 5: Water Supply and Wastewater Servicing components of this reserve have deficits as a result of the need to build capacity in this infrastructure in advance of planned growth. These deficits will be reduced as the growth occurs in the future and the related development charges are received.

### **As a result of legislative changes in accounting treatment, a one-time increase has been included in the reserves in the amount of \$91.2 million**

The Region's outstanding Deferred Development Charges were previously disclosed as Contractual Rights in the notes to the financial statements. Finance staff reviewed these contracts and determined that it is appropriate to recognize the development charges when they ordinarily become payable.

Recognizing the development charges when the building permit is issued and setting up an asset/receivable (with actual draws and payments decreasing the receivable) will provide a more accurate representation on the Region's financial statements. A one-time entry has been made as of December 31, 2020, to record all the current deferrals the Region has entered in the amount of \$91.2 million. This has been included as development charge collections.

### **As a result of the COVID-19 pandemic and the state of emergency response, development charges were affected adversely**

Development charge collections did not achieve the level forecasted during the preparation of the 2020 Budget due to effects of COVID-19, such as stay-at-home orders causing processing of development applications to initially slow down at the local and Regional level, restrictions on residential construction for about a month in April, a shift of focus of developers to complete projects already under construction (as that type of construction was allowed), a temporary slow down in the housing market due to the degree in uncertainty related to the future and worries related to a future recession brought on by the pandemic.

### **The Treasurer's Reserve Fund Statement is comprised of five schedules**

Attached to this report are five schedules (see Attachment 1) which make up the financial statement required by the Act:

- Schedule 1 summarizes the development charge reserves established under the authority of the Act, and the Development Charge Bylaw
- Schedule 1 (A) provides a further breakdown of the General Services column on Schedule 1

- Schedule 1 (B) provides details of the development charge credits shown on Schedule 1
- Schedule 2 shows the 2020 general services capital project expenditure details
- Schedule 3 shows the 2020 roads-related development charge expenditure details
- Schedule 4 shows the 2020 water supply-related development charge expenditure details
- Schedule 5 shows the 2020 wastewater servicing-related development charge expenditure details

### **The Treasurer's Reserve Fund Statement is in compliance with the Act**

As of December 31, 2020, this reserve fund statement is in compliance with the Act. The Region has not imposed, directly or indirectly, any additional levies or required construction of a service, except as may be permitted under the Act or another act.

## **5. Financial**

### **Development charge collections were below the 2020 forecast**

Development charge collections (before the deferred development charge accrual) in 2020 were \$279.4 million (based on units of 5,725 and 133,099 sq. m.), which represented \$81.7 million less than the forecast of \$362.1 million. This forecast was based on a unit forecast of 8,001 and a gross floor area forecast of 366,702 sq. m.

### **Development charge collection is not the same as development charge revenue**

Depending on the timing of capital spending, development charge collections within a fiscal period may not equal the revenue recorded in the financial statements. The Region's financial statements are prepared in accordance with generally accepted accounting principles established by the Public Sector Accounting Board. Revenue is recorded as development charge balances are drawn down to pay for principal and interest on previously constructed growth capital or new growth capital projects.

### **Development charges fund debt payments as well as growth infrastructure**

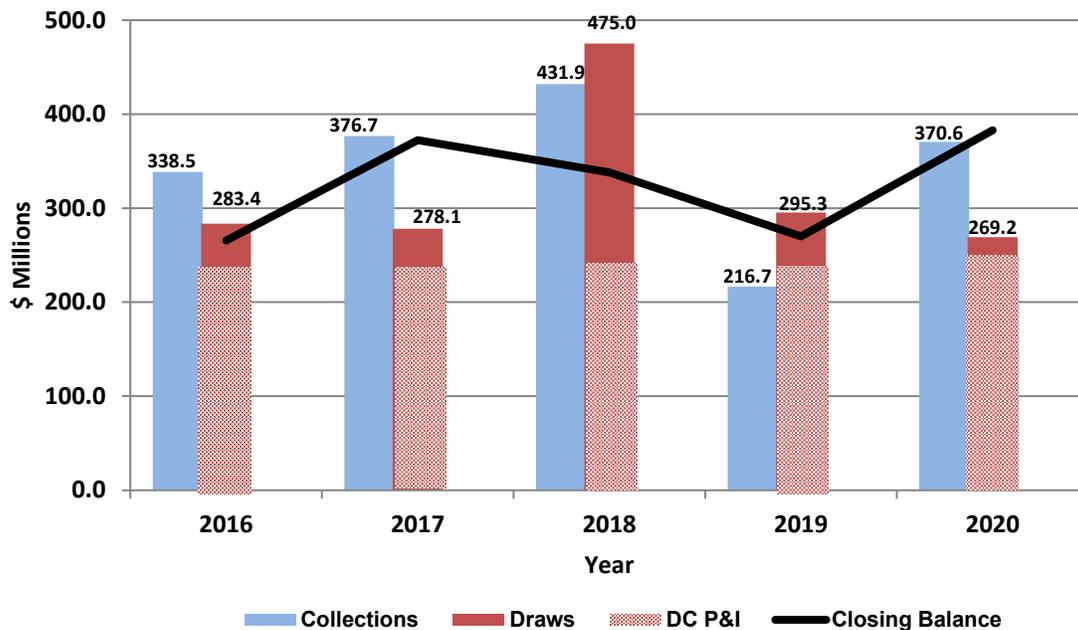
Development charges fund infrastructure in one of two ways; it pays for growth infrastructure directly, or it pays down debt that was issued in order to build growth infrastructure. In 2020, \$269.2 million was taken out of the Development Charge Reserves; \$226.6 million was for debt servicing for development charge funded projects, while a further \$42.6 million was used to fund capital projects directly.

As at December 31, 2020, the Region had \$2.55 billion of debt outstanding that will be funded through future development charge collections, out of a total debt of \$2.72 billion.

As per the Capital Financing and Debt Policy, it is the Region's practice to maintain a cash balance in the Development Charge Reserves equal to a range of 75 to 100 % of the projected annual principal and interest payments during the fiscal year for growth-related debt. In this way, the Region manages the total balance in the Development Charge Reserves against uncertainties in the development charge collections and fluctuations in the level of outstanding debt from year-to-year.

Chart 1 compares development charge collections and draws during the past five years. This chart demonstrates that for the past five years, the closing balance of the reserves have been above the principal and interest that had to be repaid.

**Chart 1**  
**York Region 2016 - 2020 Development Charge**  
**Collections and Draws Comparison (in \$M)**



## 6. Local Impact

Development charges are an important revenue source for funding growth-related infrastructure which benefits all municipalities in York Region.

## 7. Conclusion

The 2020 Development Charge Reserve Fund Statement presented in this report satisfies the Region's reporting obligations pursuant to the Act.

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For more information on this report, please contact Edward Hankins, Director, Treasury Office and Deputy Treasurer at 1-877-464-9675 ext. 71644. Accessible formats or communication supports are available upon request.

*Laura Mirabella*

Recommended by:

**Laura Mirabella, FCPA, FCA**  
Commissioner of Finance and Regional Treasurer



Approved for Submission:

**Bruce Macgregor**  
Chief Administrative Officer

April 29, 2021  
Attachments (1)  
12609575

**Attachment 1**

**Regional Municipality of York  
Development Charge Reserve Fund Statement  
January 1, 2020 to December 31, 2020**

	General Services <sup>1</sup>	Regional Roads	Water Supply	Wastewater Servicing	2020 Total
Opening Balance at January 1, 2020	\$94,791,078	\$361,735,175	(\$77,147,616)	(\$109,421,516)	\$269,957,120
Development Charges Collected (Gross) <sup>2</sup>	45,098,109	150,764,149	58,238,935	119,255,495	373,356,687
Development Charge Credits Issued <sup>3</sup>				(2,783,536)	(2,783,536)
Development Charges Collected (Net)	\$45,098,109	\$150,764,149	\$58,238,935	\$116,471,959	\$370,573,151
Interest <sup>4</sup>	3,968,327	17,333,626	(3,964,967)	(5,649,150)	11,687,837
Revenue Sub -Total	\$49,066,436	\$168,097,775	\$54,273,968	\$110,822,809	\$382,260,988
Expenditures	\$36,474,705 <sup>5</sup>	\$82,853,505 <sup>6</sup>	\$51,550,222 <sup>7</sup>	\$98,328,884 <sup>8</sup>	\$269,207,315
Closing Balance at December 31, 2020	\$107,382,809	\$446,979,445	(\$74,423,870)	(\$96,927,591)	\$383,010,793

**NOTES :**

1. See Schedule 1(A) for breakdown.
2. Adjusted to reflect gross DC collections before the deduction of DC credits.
3. See Schedule 1(B) for breakdown.
4. Interest earned or internal borrowing cost.
5. See Schedule 2 for breakdown.
6. See Schedule 3 for breakdown.
7. See Schedule 4 for breakdown.
8. See Schedule 5 for breakdown.

**Regional Municipality of York  
General Services Details  
Development Charge Reserve Fund Statement  
January 1, 2020 to December 31, 2020**

	<b>Opening Balance January 1, 2020</b>	<b>Development Charges Collected (Gross)</b>	<b>Development Charges Collected (Net)</b>	<b>Interest</b>	<b>Revenue Sub-Total</b>	<b>Expenditures</b>	<b>Closing Balance December 31, 2020</b>
Growth Studies	\$6,740,691	(\$262)	(\$262)	\$290,413	\$290,151	\$899,751	\$6,131,091
Police	9,051,998	6,934,194	6,934,194	406,538	7,340,732	6,305,083	10,087,648
Paramedic Services	-4,495,195	2,722,139	2,722,139	-199,256	2,522,882	1,315,261	-3,287,574
Public Health	10,584,769	779,182	779,182	481,924	1,261,106	36,564	11,809,312
Senior Services	20,346,255	0	0	908,626	908,626	0	21,254,881
Social Housing	6,597,849	1,361,975	1,361,975	275,177	1,637,152	245,326	7,989,675
Public Works	21,431,911	1,565,752	1,565,752	954,752	2,520,504	560,459	23,391,956
Subway	37,782,397	18,986,546	18,986,546	795,727	19,782,273	40,103,992	17,460,678
Transit Infrastructure	-9,703,457	9,986,421	9,986,421	215,586	10,202,007	-14,630,479	15,129,030
GO Transit	506,608	2,132,218	2,132,218	22,546	2,154,764	1,043,462	1,617,910
Court Services	-4,705,449	301,354	301,354	-217,155	84,199	595,286	-5,216,536
Waste Diversion	652,699	328,590	328,590	33,450	362,040	0	1,014,739
<b>2020 Total</b>	<b>\$94,791,078</b>	<b>\$45,098,109</b>	<b>\$45,098,109</b>	<b>\$3,968,327</b>	<b>\$49,066,436</b>	<b>\$36,474,705</b>	<b>\$107,382,809</b>

**NOTES :**

**Regional Municipality of York  
Development Charge Credits Issued  
January 1, 2020 to December 31, 2020**

Municipality	Subdivision	Developer	Hard Services			
			Regional Roads	Water Supply	Wastewater Servicing	Total
Town of East Gwillimbury	19T-08E04 Phase 3	Mosaik, Sharonvit Estates Inc.			\$808,813	\$808,813
Town of East Gwillimbury	19T-09E03	Valmadera Holdings Inc.			\$907,407	\$907,407
Town of Georgina	19T-05G07 and 19T-05G08	Greenville et al			\$1,067,316	\$1,067,316
<b>Total Development Charge Credits Issued <sup>1</sup></b>					<b>\$2,783,536</b>	<b>\$2,783,536</b>

**NOTE :**  
 1. To register for a plan of subdivision, developers are required to pay development charges for hard services (i.e., regional roads, water supply and wastewater servicing). Development charge credits issued are direct reductions against these applicable hard services. The remaining development charges are collected at the building permit stage. Net development charge collections consist of gross collections less credits.

**Regional Municipality of York Development Charge Reserve  
Capital Program Expenditures  
January 1, 2020 to December 31, 2020**

Service Category	Project Number	Project Description	Development Charge Reserve Funding	Other Project Funding			2020 Total Project Funding
				Tax Levy Funding	User Rate Funding	Other <sup>1</sup>	
Growth Studies	90000	Business Management	344,751			59,029	403,780
	95000	Long Range Strategic Planning	555,000				555,000
			899,751	0		59,029	958,780
Police	26160	Debenture Payments <sup>2</sup>	5,522,546			5,383,226	10,905,771
	29017	Communications Bureau - Radio System Upgrades	288,698	297,973		517,755	1,104,426
	29050	Air Support Rehabilitation	170,852	1,708,703		322,666	2,202,221
	29010	Vehicles	67,618	3,561,377		961,000	4,589,994
	29042	Radio System	50,741	175,681		159,000	385,422
	29035	Closed Circuit System	20,251	70,115			90,366
	29014	Specialized Equipment	27,803	96,262			124,065
	29011	Business Intelligence	24,699	85,515			110,214
	29047	Forensic Lab Equipment	120,799	418,242			539,041
		Sinking Fund Surplus	-20,376				-20,376
	29037	Marine Patrol Boat	31,451	108,893			140,345
		6,305,083	6,522,761		7,343,646	20,171,489	
Paramedic Services	54301	Paramedic Services Station New Vehicles	418,651	46,517			465,168
	54215	Operational Planning Division	896,610	17,924		44,814,091	45,728,625
		1,315,261	64,441		44,814,091	46,193,793	
Public Health	H52002	Georgina Link Hub	36,564	10,894	0	0	47,458
Social Housing	67675	Richmond Hill Hub	238,026			1,585,194	1,823,220
	67510	Social Housing Predevelopment	7,300	43,929			51,230
		245,326	43,929	0	1,585,194	1,874,449	
Public Works	99900	Fleet	430,531				430,531
	14170	Property Services BFM - Markham Yard	129,928				129,928
		560,459				560,459	
Subway	90000	Business Management	40,177,102	-12,750,171			27,426,931
		Sinking Fund Surplus	-73,110				-73,110
		40,103,992	-12,750,171	0	0	27,353,821	
Court Services	14060	Annex Facilities Operations and Management	595,286				595,286
Transit Infrastructure	90000/38001	Debenture Payments <sup>2</sup>	330,673	31,048,957		-1,410	31,378,219
	81582	Transit Garage North	695,900	4,274,812			4,970,712
	81585	Rapid Transit Bus Garage	56,936	1,481,875			1,538,811
	82150	Bus Loops & Stops Expansion	349,335	849,892			1,199,227
	82155	Major Mackenzie West Terminal	353,285	72,360			425,645
	84399	Mobility Plus Bus Expansion	48,930				48,930
		Move 2019 Costs to Subway	-18,095,881				-18,095,881
	90992	Facilities and Terminals	1,513,569	2,781,757		4,381,232	8,676,557
	90999	Bus Rapid Transit and Light Rail Transit Studies	116,775	23,919			140,694
			-14,630,479	40,533,572		4,379,821	30,282,914
GO Transit	15800	GO Transit (Metrolinx)	1,043,462				1,043,462
Regional Roads		See Schedule 3 for Details	82,853,505	19,589,233		41,316,325	143,759,063
Water Supply		See Schedule 4 for Details	51,550,222	122		5,992,309	57,542,652
Wastewater Servicing		See Schedule 5 for Details	98,328,884	-287,068		0	98,041,816
<b>Total Capital Programs</b>			<b>\$269,207,315</b>	<b>\$53,727,712</b>	<b>\$0</b>	<b>\$105,490,415</b>	<b>\$428,425,443</b>

**NOTES :**

1. Other consists of proceeds from debenture issues, third party recoveries, other capital reserves, provincial/federal grants, fees and charges.
2. Debenture payments include both principal and interest.
3. The development charge reserve funding for Business Management was used to fund Development Charge Background Study-related work.

**Regional Municipality of York Development Charge Reserves**  
**Regional Roads Capital Program Expenditures**  
**January 1, 2020 to December 31, 2020**

Project Number	Project Description	Development Charge Reserve Funding	Tax Levy Funding	Other Project Funding <sup>1</sup>	2020 Total Project Funding
85560	Rutherford Road - Keele Street to Dufferin Street	\$12,547,008	\$1,394,112	(\$1,014,435)	\$12,926,685
81320	Major Mackenzie Drive - Highway 27 to Pine Valley Drive	10,011,822	2,786,521	15,068,261	27,866,604
83450	Major Mackenzie Drive - Highway 27 To Highway 50	3,680,740	632,098	2,013,015	6,325,853
39970	Miscellaneous Development Charge Credit Payments to Developers 2	3,560,634	395,626		3,956,260
81915	Leslie Street - Elgin Mills Road to 19th Avenue	2,762,208	1,307,047	9,173,485	13,242,740
81390	Bathurst Street - North of Highway 7 to Rutherford Road	2,665,624	399,073	930,022	3,994,718
81932	Quality Standards 2017 Purple	1,928,169	326,132	1,007,015	3,261,316
98340	19th Avenue - Yonge Street to Bayview Avenue	1,364,662	151,629	-1,516,144	146
80670	Bayview Avenue - 19th Avenue to Stouffville Road	1,344,202	158,141	-1,493,501	8,842
85660	Major Mackenzie Drive - Pine Valley Drive to Weston Road	658,920	71,235		730,155
84044	Viva Next	568,347	445,234	3,432,933	4,446,513
86880	Pedestrian Cycling Municipal Partnership Program	551,444	61,588	138,240	751,272
39930	Bridge & Culvert Rehabilitation	543,812	5,290,960		5,834,772
87300	East Humber River Bridge Rehabilitation - Jane Street	378,891	1,138,622		1,517,513
80105	Pavement Mark Program	334,074	147,268	984,640	1,465,982
81362	Dufferin Street and Rutherford Street Intersection	333,556	37,162		370,718
81430	Cedar Avenue Underpass - Highway 7 and Highway 407	319,431			319,431
84190	Leslie Street - John's Side Road to Mulock Drive	304,643	50,774	-344,747	10,670
99240	Kennedy Road - Steeles Avenue to 14th Avenue	301,131	34,306		335,437
97150	Leslie Street - Bethesda Side Road to Bloomington Road	291,625	2,978,100	256,000	3,525,725
83830	ODA Traffic Signals Improvement	262,264	29,140		291,404
81020	King Road and Highway 27	240,116	24,012		264,128
80680	Bayview Avenue - Elgin Mills Road to 19th Avenue	236,449	27,817	-60,257	204,009
80106	Various Maintenance Facility Upgrades	232,550	12,298		244,849
83920	Traffic Safety Program Improvements	228,080	879,120	15,680	1,122,880
83910	Roads Asset Management	222,965	666,265	-713	888,517
98670	Warden Avenue - 16th Avenue to Major Mackenzie Drive	204,049	22,672		226,721
72600	Tree Funding	1,807,638	598,375	-520,174	1,885,839
91000	Debenture Payments	49,581,201			49,581,201
14170	Property Services Building Facility Management - Markham Yard	-91,069	129,928		38,859
	Various Programs (69) <sup>3</sup>	-14,521,682	-606,023	13,247,007	-1,880,698
<b>Total Regional Roads Capital Programs</b>		<b>\$82,853,505</b>	<b>\$19,589,233</b>	<b>\$41,316,325</b>	<b>\$143,759,063</b>

**NOTES :**

- Other project funding consists of proceeds from debenture issues, third party recoveries, other capital reserves, provincial/federal grants, fees and charges.
- Miscellaneous Development Charge Credit Payments to Developers consists of the payout of the development charge credit for work undertaken by developers such as intersection improvements.
- Consists of 69 minor road projects using development charge reserve funding.

**Regional Municipality of York Development Charge Reserves  
Water Supply Capital Program Expenditures  
January 1, 2020 to December 31, 2020**

Project Number	Project Description	Development Charge Reserve Funding	User Rate Funding	Other Project Funding <sup>1</sup>	2020 Total Project Funding
72390	Water for Tomorrow Program	\$816,988		\$228,376	\$1,045,363
79670	Water System Capacity Assessment	683,042			683,042
73300	Water Master Plan Update	384,697			384,697
75520	Stouffville Zone 2 Elevated Trunk Watermain	211,273			211,273
78270	Ballantrae Water Servicing	72,664			72,664
75400	East Vaughan Pumping Station	51,291			51,291
78533	Wastewater Treatment	16,225			16,225
72500	Georgina Water Station - Georgina Water Treatment Plant	9,259			9,259
75510	2nd Concession Watermain - Pressure Reducing Valve to Doane Road	8,256			8,256
75690	South Maple Pumping Station Upgrade	146	122		268
75530	North East Vaughan Water Servicing	-959		4,621,933	4,620,974
73170	King City - Additional Water Supply Watermain	-127,013			-127,013
73790	Peel Water Supply Cost Share	-24,909,048		1,142,000	-23,767,048
46950	Debenture Payments	74,744,651			74,744,651
	Sinking Fund Surplus	-411,251			-411,251
<b>Total Water Supply Capital Programs</b>		<b>\$51,550,222</b>	<b>\$122</b>	<b>\$5,992,309</b>	<b>\$57,542,652</b>

**NOTES :**

1. Other project funding consists of proceeds from debenture issues, third party recoveries, other capital reserves, provincial/federal grants, fees and charges.

**Regional Municipality of York Development Charge Reserves  
Wastewater Servicing Capital Program Expenditures  
January 1, 2020 to December 31, 2020**

Project Number	Project Description	Development Charge Reserve Funding	User Rate Funding	Other Project Funding <sup>1</sup>	2020 Total Project Funding
75640	Waste Water System Capacity Monitor Studies	\$1,426,977			\$1,426,977
79890	York Durham Sewer System Leslie Pumping Station Upgrades	470,840			470,840
79100	York Durham Sewer System Wastewater Master Plan Update	428,006			428,006
74040	York Durham Sewer System Southeast Collector	-4,537	-287,068		-291,605
44950	Debenture Payments	96,249,386			96,249,386
	Sinking Fund Surplus	-241,788			-241,788
<b>Total Wastewater Servicing Capital Programs</b>		<b>\$98,328,884</b>	<b>(\$287,068)</b>	<b>\$0</b>	<b>\$98,041,816</b>

**NOTES :**

1. Other project funding consists of proceeds from debenture issues, third party recoveries, other capital reserves, provincial/federal grants, fees and charges.