



The Regional Municipality of Durham

Finance and Administration Committee Agenda

Tuesday, June 10, 2025, 9:30 a.m.

Regional Council Chambers

Regional Headquarters Building

605 Rossland Road East, Whitby

If this information is required in an accessible format, please contact 1-800-372-1102 ext. 2054.

Note: This meeting will be held in a hybrid meeting format with electronic and in-person participation. Committee meetings may be [viewed via live streaming](#).

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There are no statutory public meetings	
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There are no presentations	
6. Delegations	
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9. Advisory Committee Resolutions

There are no advisory committee resolutions to be considered

10. Confidential Matters

10.1 Reports

- a. Report #2025-F-12
Confidential Report of the Commissioner of Finance:
Proposed Acquisition of a Property in the City of Oshawa for
Durham Regional Police Service Purposes

Under Separate Cover

11. Other Business

12. Date of Next Meeting

Tuesday, September 9, 2025 at 9:30 AM

13. Adjournment

Notice regarding collection, use and disclosure of personal information:

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The Regional Municipality of Durham

MINUTES

FINANCE & ADMINISTRATION COMMITTEE

Tuesday, May 13, 2025

A regular meeting of the Finance & Administration Committee was held on Tuesday, May 13, 2025 in the Council Chambers, Regional Headquarters Building, 605 Rossland Road East, Whitby, Ontario at 9:30 AM. Electronic participation was offered for this meeting.

1. Roll Call

Present: Councillor Ashe, Chair* attended for part of the meeting
Councillor Garrod, Acting-Chair
Councillor Crawford
Councillor Leahy
Councillor McDougall
Councillor Schummer*
Councillor Yamada*
Regional Chair Henry* attended for part of the meeting
***denotes Councillors participating electronically**

Also

Present: Councillor Barton* attended for part of the meeting
Councillor Chapman*
Councillor Kerr
Councillor Nicholson* attended for part of the meeting
Councillor Woo* attended for part of the meeting
Councillor Wotten*
***denotes visiting Councillors participating electronically**

Staff

Present: S. Austin, Director, Strategic Initiatives
S. Ciani, Committee Clerk, Corporate Services – Legislative Services
L. Fleury, Deputy Clerk, Corporate Services – Legislative Services
S. Gill, Director, Economic Development & Tourism
C. Goodchild, Director of Community Growth
B. Goodwin, Commissioner of Corporate Services
A. Harras, Regional Clerk/Director of Legislative Services*
A. Hector-Alexander, Director, Diversity, Equity, and Inclusion
K. Hornburg, Deputy General Manager, Business Services, Durham Region Transit
J. Hunt, Regional Solicitor/Director of Legal Services, CAO's Office – Legal
R. Inacio, Systems Support Specialist, Corporate Services – IT
L. Lavery, Director, Rapid Transit & Transit-Oriented Development (TOD)
A. Mak, Supervisor, Financial, Durham Region Transit
K. McDermott, Senior Solicitor, CAO's Office - Legal
I. McVey, Manager of Sustainability, CAO's Office

N. Pincombe, Director, Business Planning & Budgets
M. Simpson, Director, Risk Management, Economic Studies and
Procurement
N. Taylor, Commissioner of Finance
E. Valant, Director, Housing Services
V. Walker, Committee Clerk, Corporate Services – Legislative Services
***denotes staff participating electronically**

In the absence of Chair Ashe, Vice-Chair Garrod assumed the Chair.

2. Declarations of Pecuniary Interest

There were no declarations of pecuniary interest made.

3. Adoption of Minutes

Moved by Councillor Leahy, Seconded by Councillor McDougall,
(17) That the minutes of the regular Finance & Administration Committee
meeting held on Tuesday, March 18, 2025, be adopted.
CARRIED

4. Statutory Public Meetings

There were no statutory public meetings.

5. Presentations

There were no presentations.

6. Delegations

- 6.1 Stuart Galloway, Senior Vice President, Société de financement et d'accompagnement en performance énergétique (SOFIAC) (In-Person Attendance), re: Accelerating Decarbonization of Corporate Facilities through Canada Infrastructure Bank Building Retrofit Initiative – Approval to Negotiate an Agreement with SOFIAC (2025-A-3) [Item 7.2 b)]
-

Stuart Galloway, Senior Vice President, Société de financement et d'accompagnement en performance énergétique (SOFIAC) appeared before the Committee in support of Accelerating Decarbonization of Corporate Facilities through Canada Infrastructure Bank Building Retrofit Initiative – Approval to Negotiate an Agreement with SOFIAC (2025-A-3).

S. Galloway advised that SOFIAC is a delivery partner for the Canada Infrastructure Bank Building Retrofit Initiative, bringing federal investment into multiple projects for retrofitting existing properties.

S. Galloway stated that the report is a representation of a lot of staff effort for a project they think is worthy of consideration.

S. Galloway added that SOFIAC is proposing to bring investment into the Region's Long-Term Care facilities in such a way that does not impact tax payer dollars, and is a step towards Greenhouse Gas (GHG) reduction.

S. Galloway responded to questions from the Committee.

7. Administration

7.1 Correspondence

There were no communications to consider.

7.2 Reports

A) The Regional Municipality of Durham's Accessibility Advisory Committee's 2024 Annual Report and 2025 Workplan (2025-A-2)

Report #2025-A-2 from Elaine Baxter-Trahair, Chief Administrative Officer, was received.

Moved by Councillor McDougall, Seconded by Councillor Leahy,
(18) That we recommend to Council:

- A) That Report #2025-A-2 of the Chief Administrative Officer be received for information as the Regional Municipality of Durham's Accessibility Advisory Committee's 2024 Annual Report;
- B) That the Regional Municipality of Durham's Accessibility Advisory Committee's 2025 Workplan be approved; and
- C) That the Regional Municipality of Durham Accessibility Advisory Committee's revised Terms of Reference be approved.

CARRIED

B) Accelerating Decarbonization of Corporate Facilities through Canada Infrastructure Bank Building Retrofit Initiative – Approval to Negotiate an Agreement with SOFIAC (2025-A-3)

Report #2025-A-3 from Elaine Baxter-Trahair, Chief Administrative Officer, was received.

Staff responded to questions with respect to how quickly this initiative could be implemented; if geothermal is on the radar as a possibility; and whether the new Long-Term Care home in Seaton will be working towards similar GHG reductions or if it is being constructed with them already in place.

Moved by Councillor Leahy, Seconded by Councillor Crawford,
(19) That we recommend to Council:

- A) That a partnership framework with the Société de financement et d'accompagnement en performance énergétique (SOFIAC) governing the financing, procurement, engineering design and construction of an energy efficiency and GHG reduction project in the Region's long-term care home portfolio, as outlined in Report #2025-A-3 of the Chief Administrative Officer, and in the SOFIAC Term Sheet (Confidential Attachment #2 to Report #2025-A-3 of the Chief Administrative Officer), be endorsed, and the Chief Administrative Officer be directed to sign the Term Sheet on behalf of the Region;
- B) That the Chief Administrative Officer be authorized to negotiate a Service Agreement for Energy Performance Optimization ("Service Agreement") with SOFIAC pending successful completion of the detailed feasibility study for the financing and management of design, construction, and measurement and verification related services, subject to the agreement aligning with the principles of the SOFIAC Term Sheet and being to the satisfaction of the Regional Treasurer and Regional Solicitor, (Confidential Attachment #2 to Report #2025-A-3); and
- C) That the Chief Administrative Officer and Treasurer be directed to report back to Council to seek approval for the execution of the Service Agreement, and the associated financing strategy, by Q4 2025.

CARRIED

8. Finance

8.1 Correspondence

- A) Correspondence from Paula Tenuta, Senior Vice President, Policy & Advocacy, Building Industry & Land Development Association (BILD) and Stacey Hawkins, Executive Officer, Durham Region Home Builders' Association, re: Medium and High-Density Residential Development Charge Deferral Program (2025-F-7) [Item 8.2 d)]
-

Moved by Councillor Leahy, Seconded by Councillor McDougall,
(20) That the Correspondence from Paula Tenuta, Senior Vice President, Policy & Advocacy, Building Industry & Land Development Association (BILD) and Stacey Hawkins, Executive Officer, Durham Region Home Builders' Association, re: Medium and High-Density Residential Development Charge Deferral Program (2025-F-7) be referred to staff.

CARRIED

8.2 Reports

- A) The issuance of debentures on behalf of the Town of Ajax, Municipality of Clarington, City of Pickering, Township of Uxbridge and the Region of Durham,

and a loan application with Infrastructure Ontario on behalf of the Region of Durham (2025-F-4)

Report #2025-F-4 from Nancy Taylor, Commissioner of Finance, was received.

Moved by Councillor Crawford, Seconded by Councillor Leahy,
(21) That we recommend to Council:

2025 Debentures

- A) That the Commissioner of Finance be authorized to issue external debentures, in a total principal amount not to exceed \$161,989,000 on behalf of the Town of Ajax, the Municipality of Clarington, City of Pickering, Township of Uxbridge and the Regional Municipality of Durham ("Region") over various terms, with such terms not to exceed 20 years relating to the financing requirements detailed in the body of Report #2025-F-4 of the Commissioner of Finance;
- B) That the Commissioner of Finance be authorized to negotiate the proposed terms and conditions of the external debenture issue as deemed necessary by the Fiscal Agents and sign the Purchase Letter to successfully market the issue to prospective investors, with the possibility that the Region may purchase all or part of the debentures; and
- C) That the Region be authorized to issue the external debentures through CDS Clearing and Depository Services Inc.'s "Book Entry Only" system;

Infrastructure Ontario ("IO") Loan Program

- D) That the Commissioner of Finance be authorized to seek long-term borrowing of up to \$90,976,949 on behalf of the Region from the Ontario Infrastructure Lands and Corporation, or IO, under the Housing-Enabling Water Infrastructure ("HEWI") lending stream over various terms, with such terms not to exceed 20 years relating to the financing requirements detailed in the body of this report, subject to approval from IO;
- E) That the entering into of a financing agreement under the HEWI lending stream of IO by the Regional Chair and the Commissioner of Finance be approved, subject to the satisfaction of the Commissioner of Finance, and approval be granted for the requisite authorizing by-law(s); and
- F) That the Commissioner of Finance and Regional Chair be authorized to generally do all things and to execute all other documents and papers in the name of the Region in order to carry out the long-term borrowing under the financing agreement;

Update on Approved Debenture Finance for Durham Region Transit Project

- G) That the location of the 110 Westney Facilities EV Charging Infrastructure Project approved through [Report #2024-F-18](#) of the Commissioner of

Finance in the amount of \$2,300,000 financed by debentures be relocated to Durham Region Transit Oshawa Facility as a result of available electricity capacity.

CARRIED

B) Investment Policy Statement Update (2025-F-5)

Report #2025-F-5 from Nancy Taylor, Commissioner of Finance, was received.

Moved by Councillor McDougall, Seconded by Councillor Leahy,
(22) That we recommend to Council:

That the proposed Investment Policy Statement attached to Report #2025-F-5 of the Commissioner of Finance, be approved.

CARRIED

C) Recommended New Water Rate for a 305-mm (12 inch) Water Meter (2025-F-6)

Report #2025-F-6 from Nancy Taylor, Commissioner of Finance, was received.

Staff responded to questions with respect to whether there has ever been a 12-inch water pipe in the Region and why such a large water supply is required.

Moved by Councillor Leahy, Seconded by Councillor Crawford,
(23) That we recommend to Council:

A) That the following new 2025 water rates be adopted for a 305-mm (12 inch) water meter:

i) Service Charge - \$5,396.18 per month;

ii) Minimum Bill - \$6,403.00 per month; and

B) That the Regional Solicitor be instructed to prepare the necessary by-law to implement this recommendation.

CARRIED

D) Medium and High-Density Residential Development Charge Deferral Program (2025-F-7)

Report #2025-F-7 from Nancy Taylor, Commissioner of Finance, was received.

Staff responded to questions with respect to how this relates to the recent provincial announcement regarding the Protect Ontario by Building Faster and Smarter Act; when and how the interest charges would be applied; if there will be a loss of funds to the Region as a result of the Development Charge (DC) deferrals; whether it is assumed that there will be a 100% uptake in this program; are more developers looking for this type of deferral support before agreeing to proceed with projects; even though interest revenue will be lost, would that be

offset with an increase in projects and overall DC's to the Region; if the program was expanded could the Region borrow funds to cover capital investment costs or increase the DC's to make up for what was lost; how would capping costs work in practice; and what is the projected loss by not charging interest on DC charges.

Discussion ensued regarding the Region not collecting the interest; and if it is worth it to not collect the interest to encourage increased construction.

Moved by Councillor Crawford, Seconded by Councillor Leahy,
(24) That we recommend to Council:

- A) That a Medium and High-Density Residential Regional Development Charge Deferral Program be implemented for the 2025 construction season to provide immediate relief for medium and high-density developments (i.e. high-rise condominiums, townhouses and plexes) to ensure Durham Region continues to supply much needed higher density housing opportunities during these economic uncertain times, subject to the following conditions:
- i) The applicable development charges owed under the Region's Residential and Non-residential Development Charges By-law No. 42-2023, Transit Development Charges By-law No. 39-2022 and GO Transit Development Charges By-law No. 86-2001 for high-rise condominium, townhouse condominium and plex developments that meet the "apartment building", "plex" or "townhouse building" definitions in the by-laws (excluding any purpose built rental and non-profit developments, which already benefit from statutory deferrals and exemptions, respectively) be deferred from building permit until first occupancy at the option of the applicant;
 - ii) The applicable development charges owed under the Region's Residential and Non-residential Development Charges By-law No. 42-2023, Transit Development Charges By-law No. 39-2022 and GO Transit Development Charges By-law No. 86-2001 for townhouse developments approved through a plan of subdivision (e.g. freehold townhouses) have the option to defer payment of hard services DCs at subdivision agreement execution until building permit;
 - iii) That full payment for the residential medium and high-density developments that qualify for the deferral be due at first occupancy (excluding freehold townhouse developments), with a security provided to the Region at building permit issuance and any default of the deferral payment being subject to an interest rate of 2.6 per cent that accrues from building permit issuance until payment;
 - iv) That full payment for the freehold townhouse developments approved through a plan of subdivision that qualify for the deferral be due at building permit issuance for each unit;
 - v) That default provisions apply if deferral payments become overdue;

- vi) That applicants electing to use the deferral program enter into a deferral agreement with the Region; and
- vii) That other such terms and conditions as deemed appropriate by the Commissioner of Finance be included;
- B) That the Medium and High-Density Residential Development Charge Deferral Program be available to building permit applications for residential developments as set out in Recommendation A) of Report #2025-F-7 of the Commissioner of Finance, that are submitted on or after the date of Council approval of this report, until December 31, 2025;
- C) That Regional staff submit a report to Regional Council in December 2025 with a review of the uptake of the Medium and High-Density Residential Development Charge Deferral Program to-date;
- D) That the Commissioner of Finance be authorized to enter into deferral agreements for purposes of the Medium and High-Density Residential Development Charge Deferral Program, subject to the conditions set out in Recommendation A) of Report #2025-F-7, and any additional conditions deemed appropriate by the Commissioner of Finance, and to the satisfaction of the Regional Solicitor; and
- E) That the Provincial Minister of Municipal Affairs and Housing, be advised of the Region of Durham's interest in working to modernize the Development Charges Act and related regulations to ensure that growth related municipal infrastructure, including water, sewer, transit and roads, is appropriately funded by that growth balanced with a recognition that: i) growth may benefit existing development through the provision of more accessible and efficient services to the entire community; and ii) recognizing that new development that has occurred over the past three decades has already paid development charges, this existing development should not have to contribute again to the cost of future growth.

CARRIED ON THE FOLLOWING
RECORDED VOTE:

Yes

Councillor Crawford
Councillor Garrod, Acting Chair
Councillor Leahy
Councillor McDougall
Councillor Yamada

No

Councillor Schummer

Members Absent: Councillor Ashe, Chair
Regional Chair Henry

Declarations of Interest: None

E) Wind Down of the Regional Revitalization Program and Rescinding the Redundant Pickering Casino Reserve Fund By-law (2025-F-8)

Report #2025-F-8 from Nancy Taylor, Commissioner of Finance, was received.

Vice-Chair Garrod commented that there have been questions around the legalities of the existing program; that the province and municipalities share the goal of expanding development; that developers are looking for any opportunities or assistance now; and that the Region needs to do anything it can to continue to encourage these development opportunities.

Staff responded to questions with respect to the legalities of the Region maintaining this fund and whether this fund could still be made available for economic development; whether the funds could all be put into the Economic Development Reserve Fund; if the report was referred to staff, would applications still continue to be processed; which housing providers the funds would go to; whether the Region is still receiving revenue from the Pickering Casino and if so, where it goes; whether the casino revenue was initially intended to assist with infrastructure funding; when was it decided that the funding would go directly to housing; and requesting an explanation of the legislative interpretation on the discontinuation of the RRP.

Comments were made regarding this being an economic development tool more than a planning tool and that the funds should remain for economic development; not supporting the recommendation to cancel the program and that the \$10 million should stay in the RRF; lobbying the federal government to continue this program; the importance of the RRP for the Region's downtowns; and that waiting until the fall for a report back is too long for some projects and a June turnaround would be preferable.

Staff responded to further questions regarding the legislation and what needs to be amended to allow the Region to continue this program, and how members can lobby the government for amendments.

Moved by Councillor Crawford, Seconded by Councillor McDougall,
(25) That we recommend to Council:

- A) That the Regional Revitalization Program (RRP) be cancelled with no new applications being considered, and any existing approved projects continue to receive the committed payments in accordance with the milestones set out in the executed project agreements, as the enabling legislative mechanism that the Region relied upon to provide financial assistance to third party redevelopment projects is no longer legally available to the Region following the changes to the Region's role in land-use planning through Bill 23 – the More Homes Built Faster Act, 2022, wherein the Region is now an "upper-tier municipality without planning responsibilities," and that after almost twenty years, the original intent of the RRP has been primarily achieved;

- B) That the Regional Revitalization Reserve Fund be dissolved and one-time funding from the current uncommitted balance of the Regional Revitalization Reserve Fund be allocated to the following initiatives:
- i) \$1 million be transferred to tariff response related economic development initiatives planned for 2025 that address local economic impacts on small businesses in Durham caused by the tariff dispute primarily between Canada and the United States;
 - ii) \$0.912 million be transferred to the Economic Development Reserve Fund for future economic development and tourism related uses intended to grow downtown vibrancy and economic prosperity across the Region; and
 - iii) The balance of Reserve Fund, estimated at \$10 million, be allocated for critical housing capital repairs and corresponding building condition assessments (BCAs) for external legacy third-party community housing providers, as identified through the Region's Housing and Homelessness Service and Financing Strategy (2025 – 2034);
- C) That the Regional Revitalization Reserve Fund be automatically repealed upon all existing commitments being settled through existing executed contribution agreements with local municipalities;
- D) That any future increased property tax revenue generated from projects that have been approved under the RRP be redirected from the Regional Revitalization Reserve Fund to the General Levy revenues to assist with budgetary pressures; and
- E) That By-law 11-2023, the by-law governing the Pickering Casino Revenues reserve fund, be repealed since the current balance in the reserve fund is zero and the reserve fund is not required, as the Region's share of funding from the Reserve Fund is being treated as flow through funding to support housing and homelessness initiatives through the Corporate Items budget in the Annual Business Plans and Budgets.

CARRIED

Moved by Councillor Crawford, Seconded by Councillor McDougall,
(26) That Part E) of the main motion (25) of Councillors Crawford and McDougall be divided from the remainder and voted on separately.

CARRIED

Part E) was then put to a vote and CARRIED.

Moved by Councillor Leahy, Seconded by Councillor Crawford,
(27) That parts A) to D) of the main motion (25) of Councillors Crawford and McDougall be referred to staff to investigate the feasibility of a legislative means to support revitalization projects, similar to the existing program, and bring back a report in the fall; and

That applications can still be submitted so that applicants remain in the queue.

CARRIED ON THE FOLLOWING
RECORDED VOTE:

Yes

No

Councillor Ashe, Chair
Councillor Crawford
Councillor Garrod, Acting Chair
Regional Chair Henry
Councillor Leahy
Councillor McDougall
Councillor Schummer
Councillor Yamada

None

Members Absent: None

Declarations of Interest: None

Staff responded to additional questions with respect to whether the existing program would proceed until staff report back; whether the applications being submitted in the meantime would be in the queue for the existing program or a new program that will be created; and what qualifies as 'bonusing'.

In response to questions with respect to how the conclusion was reached that the Regional Revitalization Program could no longer legally proceed, J. Hunt advised that he will provide a legal briefing memo outlining the justification prior to the May 28th Council meeting. J.Hunt also advised they will contact the province to see if it was an intended consequence that the change in legislation removed the Region's authority to offer the program, and what can be done to correct the situation.

In response to an additional question regarding what would happen if the Province clearly indicates that the Region still has the authority to run the program, staff advised that they would provide a memo detailing such.

F) U-Pass Agreement Extension (2025-F-9)

Report #2025-F-9 from Nancy Taylor, Commissioner of Finance, was received.

Staff responded to questions with respect to whether the 4.9% increase in U-Pass rates is enough to recover costs.

Moved by Councillor McDougall, Seconded by Councillor Leahy,
(28) That we recommend to Council:

- A) That the existing U-Pass agreements with Durham College, Ontario Tech University and Trent University (Durham Campus) be extended including

updated U-Pass rates through the 2027-2028 academic year with the following fee increases:

- i) 2025-2026 academic year – 4.9 per cent increase from \$152.85 to \$160.30 per semester per eligible student for the period September 1, 2025, to August 31, 2026;
- ii) 2026-2027 academic year – 4.9 per cent increase from \$160.30 to \$168.15 per semester per eligible student for the period September 1, 2026, to August 31, 2027; and
- iii) 2027-2028 academic year – 4.9 per cent increase from \$168.15 to \$176.35 per semester per eligible student for the period September 1, 2027, to August 31, 2028;

- B) That the Regional Chair and Regional Clerk be authorized to execute the amending agreements.

CARRIED

9. Advisory Committee Resolutions

There were no advisory committee resolutions to be considered.

10. Confidential Matters

There were no confidential matters to be considered.

11. Other Business

There was no other business to be considered.

12. Date of Next Meeting

The next regularly scheduled Finance & Administration Committee meeting will be held on Tuesday, June 10, 2025 at 9:30 AM in Council Chambers, Regional Headquarters Building, 605 Rossland Road East, Whitby.

13. Adjournment

Moved by Councillor Crawford, Seconded by Councillor Leahy,
(29) That the meeting be adjourned.

CARRIED

The meeting adjourned at 11:05 AM

Respectfully submitted,

B. Garrod, Vice-Chair

L. Fleury, Deputy Clerk



The Regional Municipality of Durham Report

To: Finance and Administration Committee
From: Chief Administrative Officer
Report: #2025-A-4
Date: June 10, 2025

Subject:

Community-Based Hate Reporting Program

Recommendation:

That the Finance & Administration Committee recommends to Regional Council:

- A) That Council approve the development of a community-based hate reporting program;
 - B) That Council approve the expenditure of \$50,000 to fund this project;
 - C) That Council request the Durham Regional Police Service Board publicly report a summary of hate activity data on an annual basis; and
 - D) That Council request the Durham Regional Police Service Board direct staff to consult religious and cultural groups when developing antihate initiatives.
-

Report:

1. Background

- 1.1 This report responds to a [motion](#) referred to staff by Durham Regional Committee of the Whole to explore the possibility of establishing a protocol or policy to notify various human rights organizations when hate-motivated acts are identified by regional staff but may not reach the threshold of criminality.
- 1.2 In accordance with the motion, and as part of the initial research, staff from the Region's Diversity, Equity, and Inclusion Division engaged leaders from B'nai Brith Canada, Centre for Israel Jewish Affairs, Hindu Canadian Foundation, Muslim Women of Durham Region, National Council of Canadian Muslims, and the Vishwa Jain Sangathan Canada to learn about their experiences related to hate activity in Durham and seek their expertise on combatting it. Area municipalities, Durham

Regional Police Service (DRPS) and the Region's Anti-Racism Taskforce have also been engaged as part of this process.

- 1.3 While Durham Region staff may become aware of hate activity in carrying out their duties, there is more the Region can do to facilitate the *collection* of hate activity data. The following report provides an overview of information gathered in response to the motion, including criminal code definitions, prevalence of hate activity, the role of police services, hate activity impacts, and recommended actions to address current gaps in data collection and reporting.

2. Definitions

- 2.1 The Criminal Code of Canada doesn't use the term "hate crime" but does recognize that acts can be motivated by hate and that sentences can be increased if there is proven hate intent. As a result, many police services refrain from using the phrase "hate crime" and will use "hate-motivated crime" instead.
- 2.2 A **hate-motivated crime** is a criminal act against a person or property that is motivated in whole or in part by hate or bias against an identifiable group- any section of the public distinguished by colour, race, religion, national or ethnic origin, age, sex, sexual orientation, gender identity or expression, or mental or physical disability¹.
- 2.3 A **hate-motivated incident** doesn't meet the criminal threshold under the Criminal Code. These are non-criminal actions or behaviours motivated by hate against an individual or an identifiable group listed above¹. It can include verbal or online abuse or distributing offensive leaflets and posters.
- 2.4 The term **hate activity** will be used in this report to encompass both hate-motivated crimes and hate-motivated incidents. Hate activity is motivated by hatred, bias and/or prejudice against an identifiable group and perpetrators can include individuals, groups, and organizations.

3. Prevalence of Hate Activity

- 3.1 In recent months, Durham Region has had incidents of high profile hate activity which have received nationwide attention and condemnation from numerous religious organizations and prominent Canadian figures, including the Prime Minister.

¹ RCMP, [Understanding and addressing hate-motivated crime](#)

3.2 According to the latest Annual Hate Crimes Report² by Statistics Canada:

- a. Police services in Canada recorded a sharp rise in hate crimes in 2023, with 4,777 incidents reported, up 32% from 3,612 incidents in 2022. These figures are likely underestimating the prevalence of hate activity for reasons described in Section 6 of this report.
- b. Police-reported hate crimes targeting religion are up in 2023, the second sharp increase in three years.
- c. The majority of hate crimes targeting a specific religion reported by police in 2023 were directed at the Jewish (70%) and Muslim (16%) populations.
- d. Hate crimes targeting the South Asian population have increased four years in a row, increasing 227%, to 265 incidents in 2023.
- e. The number of hate crimes targeting Black communities remained the highest proportion of hate crimes targeting a given race- 784 incidents.
- f. The number of hate crimes targeting First Nations people, Métis and Inuit communities increased by 6% in 2023 to 70 incidents.
- g. There were 860 hate crimes targeting people with diverse sexual orientations recorded in 2023; a 69% increase from the previous peak of 509 recorded in 2022.

3.3 As outlined in Section 2 of this report, hate crimes are a complex and nuanced topic for police services. Through their work, the DRPS recognizes the impact that hate has on communities in Durham. While DRPS does not include hate-related data on their Crime Statistics Dashboard³, they recently provided data on hate-motivated crimes and incidents in a report entitled 'Community Diversity Monitoring'⁴ for the Police Service Board in December 2024. The report included the following data:

- a. There was a 77% increase in hate-motivated crimes/incidents from 57 (January to December 2023) to 101 (January to November 2024).
- b. A municipal breakdown of reported hate-motivated crimes/incidents:
 - Ajax (12.5%)
 - Brock (1%)
 - Clarington (12%)
 - Oshawa (25%)
 - Pickering (19%)
 - Scugog (4%)
 - Uxbridge (5%)
 - Whitby (21.5%)

2 Statistics Canada, [Police-Reported Hate Crime in Canada, 2023](#)

3 DRPS, [Monthly Crime and Traffic Statistics](#)

4 DRPS, Report to the Police Board, Dec 2, 2024, [Community Diversity Monitoring Report](#)

- 3.4 The Toronto Police Service displays hate-motivated crime data on its Public Safety Data Portal⁵. These crimes rose 47 per cent in 2023 and they cited the geopolitical events in the Middle East as a major factor.
- 3.5 York Regional Police publicly releases an annual statistics report⁶ that includes coding categories for “hate crime type” and “hate crime motivations”. In 2023, 293 hate crimes were reported and the most common motivational factors were race/ethnicity (46%) and religion (38%).
- 3.6 Peel Regional Police publicly releases an annual Hate-Motivated Crime Report⁷ which showed 162 hate-motivated crimes, a 32% increase compared to 2022. Notably there was an 88% increase in reported hate crimes motivated by sexual orientation.
- 3.7 The increase in hate activity is not unique to the GTA and Canadian cities. This escalation is being attributed to political polarization, online radicalization, social media algorithms, economic pressures, global turbulence, and lack of accountability⁸.

4. Hate Activity Impacts

- 4.1 Hate not only harms those directly targeted but also impacts broader society, undermining social cohesion and local efforts to build safety, trust, and community.
- 4.2 At the individual level, hate impacts mental health by inducing trauma and fear, increases social isolation, and may result in individuals hiding or changing their identity⁹. Members of the targeted community may experience vicarious trauma symptoms resulting from witnessing others being victimized.
- 4.3 At the community and societal level, hate creates fear, mistrust of institutions, and foments discrimination and violence⁹.
- 4.4 Psychological research demonstrated that even the use of hateful language against others in political campaigns can decrease psychological and relational well-being¹⁰.

5 Toronto Police Service Public Safety [Data Portal](#)

6 York Regional Police [2023 Annual Statistics Report](#):

7 Peel Regional Police [2023 Annual Hate-Motivated Crime Report](#)

8 Canadian Anti-Hate Network: <https://www.antihate.ca/>

9 Canadian Race Relations Foundation, [Reporting Hate, Finding Support. A Toolkit for Communities](#)

10 American Psychological Association, Novotney, A. (2023). Hate crimes are on the rise in the U.S. What are the psychological effects? <https://www.apa.org/topics/gun-violence-crime/hate-crimes>

5. Current Hate Reporting and Anti-Hate Initiatives in Durham

- 5.1 The DRPS invites the public to report both hate-motivated crime and hate-motivated incidents. The Hate Crime Unit leads investigations on hate activity, both criminal and non-criminal, and refers residents to community resources for support.
- 5.2 Recognizing the recent increase in hate crimes/incidents, the DRPS has proactively taken steps to address community concerns, including:
- a. Participation of the Hate Crime Unit in platoon meetings
 - b. Providing education to recruit classes
 - c. Implementing mandatory hate crime e-learning modules
 - d. Offering ongoing education and support to frontline and investigative officers
 - e. Training DRPS Communications personnel on hate crime awareness
 - f. Elevating hate crime calls to a Priority 2 status (up from Priority 4)
 - g. Ensuring the Hate Crime Unit reviews every hate crime incident for consistency
 - h. Having the DRPS Equity and Inclusion Unit review incidents and offer support to victims and complainants
 - i. Maintaining an internal dashboard to track and categorize hate crimes/incidents across Durham Region
- 5.3 DRPS is implementing additional measures to enhance response to hate activity, including:
- a. Launching a public-facing hate crime dashboard
 - b. Expanding the capacity of the Hate Crime Unit to lead investigations and management of all hate-related matters
 - c. Collaborating with the Canadian Race Relations Foundation to incorporate best practices
 - d. Engaging with other Ontario police agencies to learn and adopt effective reporting protocols
- 5.4 The Durham Region Anti-Racism Taskforce (DRART) completed a hate reporting advocacy campaign¹¹ in 2024. Residents were encouraged to report hate activity to DRPS through online and printed marketing materials.
- 5.5 Religious groups and other identity-specific community organizations have been involved in the collection hate activity data in Durham Region. For example, B'nai B'rith Canada operates an Anti-Hate Reporting hotline and online app which allows members of the public to report hate activity. Data gathered enables B'nai Brith Canada to share information with police services and support anti-hate advocacy efforts. The Hindu Canadian foundation also operates an Anti-Hindu Reporting Tool and shares information with local police services and uses the data to support advocacy efforts designed to combat anti-Hindu hate.

11 Durham Region Anti-racism Taskforce, [Reporting Hate Activity poster](#)

- 5.6 Hate activity erodes community safety. Initiatives designed to address hate across multiple priority risk factors are identified in the Region's Community Safety and Well-Being Plan (CSWB). Regional staff are liaising with community partners to determine appropriate and restorative community healing activities following violent or traumatic events in community.
- 5.7 In March 2025, the Region of Durham received a grant from the Canadian Race Relations Foundation's National Anti-Racism Fund for 'Together Against Hate' initiative designed to increase public awareness of hate through a public campaign and conference delivered in partnership with community organizations. The conference is being planned for November 2025.
- 5.8 Local area municipalities are also addressing the rise in hate through community initiatives such as the Town of Ajax's recent Community Healing event aimed at fostering a sense of unity, understanding and safety for all. Educational collaborations with Trent University and antihate awareness campaigns are also in development.

6. Hate Activity is Under-Reported

- 6.1 Hate activity, both hate-motivated crime and hate-motivated incidents, is under-reported across all jurisdictions and this significantly impacts data collected and conclusions drawn.
- 6.2 According to Statistics Canada's 2019 General Social Survey (GSS) on Canadian's Safety, Canadians self-reported being the victim of over 223,000 hate motivated-incidents over a one-year period yet only 22% of these incidents were reported to police.
- 6.3 According to the DRPS, residents may be reluctant to report hate for several reasons, including:
- a. Language barriers
 - b. The victim may not have recognized that the crime was motivated by bias or hate
 - c. Not being taken seriously by police
 - d. Not knowing where and how to report
 - e. Fear of retaliation
 - f. Normalization of hate¹²
- 6.4 Individuals from diverse communities may underreport due to systemic racism and personal experiences of reprisal and violence when raising concerns. Data shows that Black, Indigenous, and racialized communities, 2SLGBTQ+ communities and religious communities are more likely to be the target of hate-motivated activity, and

12 DRPS, <https://www.drps.ca/community-safety-and-support/hate-crime/>

these same communities are more likely to mistrust or have low confidence in police services.¹³

- 6.5 Controlling for demographic identities and offence types, research shows that people who had prior experiences with police discrimination were significantly less likely to report hate crimes to police compared to non-hate-based crimes¹⁴.
- 6.6 Community-based hate reporting is increasing in prominence, internationally and locally, to improve reporting and community safety as it appeals to individuals who are reluctant to engage their local police service.

7. Community-Based Hate Reporting

- 7.1 Community-based hate reporting services were introduced to help individuals and communities who were unwilling or unable to report directly to the police, providing an alternative reporting mechanism and a source of support.
- 7.2 These services are administered by community-based organizations and permit anonymous reporting. Providers share anonymized aggregate data to uncover trends and patterns of behaviour within local communities. They are often staffed by crisis responders, trained in trauma-informed care and principles of diversity, equity, and inclusion, as well as professional crisis support staff.
- 7.3 The designated community service organization provides support to the individuals and families reporting hate through counseling, legal assistance, and referrals to culturally appropriate community programs to help recovery and enable residents to regain the feeling of safety within their communities.
- 7.4 Community-based hate reporting has been successfully administered for decades in the UK and Australia and is being introduced in Ontario in cities such as Hamilton, Waterloo, the Municipality of Chatham-Kent, and most recently Ottawa.
- 7.5 The following chart summarizes key features of municipal-level community-based hate reporting in Ontario cities:

13 Statistics Canada, 2020. [Public Perceptions of the Police in Canada's Provinces, 2019](#)

14 Erentzen, C., & Schuller, R. (2020). Exploring the Dark Figure of Hate: Experiences with Police Bias and the Under-reporting of Hate Crime. *Canadian Journal of Criminology and Criminal Justice* 62 (2), 64-97. <https://muse.jhu.edu/article/774994>

	Organization Responsible	Funding Sources	Organization's Statement on Data Sharing	Link to Reporting Form
Hamilton	Hamilton Anti-Racism Resource Centre (HARRC)	<ul style="list-style-type: none"> City of Hamilton provided \$130,000 in funding over two years in 2018 Canadian Race Relations Foundation (CRRF) grant Federal Economic Development grant 	<p>"We gather data and monitor incidents of racism and hate crimes in Hamilton and encourage compliance with existing anti-discriminatory legislation"</p> <p>"We will not share information without expressed consent. We are not a program service or initiative that is a partner of the Hamilton Police Service."</p>	https://www.harrc.ca/reporting-form
Waterloo	Coalition of Muslim Women of KW	<ul style="list-style-type: none"> Initially funding through the Federal Anti-Racism Action Program Region of Waterloo allocated \$100,000 in 2022 to fund the 'Hate or Discrimination Reporting and Support Program' 	<p>"If an incident reported through the tool meets the threshold of a crime and the user provided contact information, the organization will reach out and ask if the person is comfortable reporting details to police. This option will be completely up to the user"</p>	https://reportinghate.ca/
Chatham-Kent	Chatham-Kent Victim Services	<ul style="list-style-type: none"> TBD 	<p>"Specific identifying information about individuals or incidents is not shared with the police or anyone else without your express permission unless there is an active safety risk to yourself or others."</p>	https://ckvictimservices.com/report-hate/

	Organization Responsible	Funding Sources	Organization's Statement on Data Sharing	Link to Reporting Form
Ottawa	Ottawa Victim Services	<ul style="list-style-type: none"> Provincial Anti-Racism and Anti-Hate grant City of Ottawa allocated \$150,000 in their 2025 Operating Budget to support an Anti-Hate Campaign to market the new service. 	"We do not share personal details with law enforcement or third parties without your clear consent. This form does not replace an official police report."	https://ovs-svo.com/hate-crime-reporting-tool/

- 7.6 These services can support local policing efforts as they identify areas and issues of concern. Local police services may even leverage community-based hate reporting when seeking public assistance. For example, when the Chatham-Kent Police Service sought help from residents in an investigation of graffiti, including the Nazi hakenkreuz (Nazi hooked cross), drawn on park equipment, they asked resident to use the Chatham-Kent Victim Services Hate Reporting Tool in their media release¹⁵.

8. Proposed Project

- 8.1 In response to recent high profile hate activity in Durham and building upon anti-hate initiatives already underway cross the Region, staff recommend that Regional Council provide partial funding for a two-year community-based hate reporting project as outlined below.
- 8.2 Victim Services of Durham Region has expressed interest in supporting this work and delivering the program on behalf of the Region in a similar model to Chatham-Kent and Ottawa. Victim Services of Durham Region is a registered charity and community-based organization that supports victims of hate based on their needs, with or without police involvement. Their staff are able to offer individuals and families experiencing hate a range of services, including immediate crisis response, intervention, practical assistance, and referrals to various support services.

¹⁵ Chatham-Kent Police Service, [Media Release](#), August 2023

8.3 The project would be delivered in 2 phases:

a. Phase 1

- Timeframe: September 2025 to September 2026
- Components: development of a hate reporting portal and database, development of an evaluation strategy with indicators of effectiveness, allocation of staff resources at Victim Services of Durham Region, staff training, including training on the provision of culturally-appropriate supports, and awareness building of the reporting tool to residents

b. Phase 2

- Timeframe: September 2026- September 2027
- Components: Staff resources at Victim Services, a process review, portal and database maintenance, program marketing, and the development of an evaluation report for Durham Regional Council, the Durham Regional Police Service Board, and religious and human rights organizations

8.4 Total project cost is \$89,000. Staff will leverage \$39,000 in federal funding to support Phase 1 and are seeking approval from Council for \$50,000 to fund Phase 2 and all necessary training.

8.5 Staff will be exploring additional funding opportunities during the duration of the project as provincial and federal grants and funds are re-issued.

8.6 Staff have engaged the DRPS about local response to hate activity and to seek their feedback on the proposed project. The DRPS are eager to collaborate on this initiative and the police service “recognizes members of the community may be reluctant to report incidents directly to police agencies due to a range of concerns”. As an integral partner, the DRPS will be asked to participate in the steering committee formed to guide this initiative.

8.7 Staff are recommending that Council request the Durham Regional Police Service Board report a summary of hate activity data on an annual basis. Data to include breakdown by municipality, perceived motivations of the hate-motivated activity, trends in behaviour and steps the police service has undertaken to address hate-motivated incidents and crime.

8.8 Staff are also recommending that Council requests that the Durham Regional Police Service Board direct staff to liaise with religious and cultural groups, in addition to the Canadian Race Relations Foundation, in the development of antihate initiatives.

8.9 Details of the two-year project were shared with subject matter experts and leaders from the organizations, listed in Section 1.2, that regional staff originally consulted to better understand hate activity and hate activity impacts in Durham. Specifically, this project proposal was shared with:

- a. B'nai Brith Canada
- b. Centre for Israel Jewish Affairs
- c. Durham Regional Police Service
- d. Durham Region Antiracism Taskforce
- e. Durham local municipality DEI-focused staff
- f. Hindu Canadian Foundation
- g. Muslim Women of Durham Region
- h. National Council of Canadian Muslims
- i. Ontario Tech University's Centre on Hate, Bias and Extremism
- j. Victim Services of Durham Region
- k. Vishwa Jain Sangathan Canada

8.10 Regional staff responded to questions and incorporated feedback from the organizations listed above. The project has been endorsed by all with the exception of B'nai Brith Canada. All organizations listed above will be invited to collaborate on the program development to ensure the needs of their respective communities are being met.

9. Alignment to Strategic Plan and other Regional Strategies

9.1 This report aligns with the following strategic directions and pathways within Durham Region's 2025-2035 Strategic Plan:

- a. Connected and Vibrant Communities
- b. Healthy People, Caring Communities
- c. Strong Relationships

9.2 Regional Plans and Strategies that further support and align with goals of the proposed community-based hate reporting project include:

- a. Community Safety and Well-Being Plan;
- b. Multi-year Accessibility Plan;
- c. Durham Region Youth Strategy; and
- d. the upcoming Durham Region DEI Strategy

10. Conclusion

10.1 The rise in hate activity within Durham Region is deeply concerning. It is recommended that Council take decisive action to address this issue. Establishing an accessible and community-based mechanism for reporting hate activity advances community safety and sense of inclusion.

10.2 Addressing hate activity supports targeted communities, prevents future incidents, and improves inter-group relations by fostering connection, trust and a sense belonging.

10.3 The proposed project, coupled with local and regional anti-hate initiatives already underway in Durham Region, sends a strong message that hate has no home here.

10.4 For additional information, contact: Allison Hector-Alexander, Director Diversity, Equity, and Inclusion at 905-668-7711, extension 3893.

Respectfully submitted,

Original signed by

Elaine C. Baxter-Trahair
Chief Administrative Officer



The Regional Municipality of Durham Report

To: Finance and Administration Committee
From: Commissioner of Legal Services and Regional Solicitor
Report: #2025-A-5
Date: June 10, 2025

Subject:

Administrative Penalty System for Contraventions Detected Using Camera Systems.

Recommendation:

That the Finance and Administration Committee recommends to Regional Council:

- A) That Council authorize the Commissioner of Legal Services and Regional Solicitor to take all necessary steps to establish a Regional Administrative Penalty System (APS) for automated speed enforcement offences and red-light camera offences laid under the *Highway Traffic Act*;
 - B) That the Commissioner of Legal Services and Regional Solicitor be authorized to execute any agreements as required to implement the APS with the Province and other entities;
 - C) That approval be granted for unbudgeted capital work in the amount not to exceed \$400,000 for the development of a case management system for the implementation of the APS to be funded at the discretion of the Commissioner of Finance;
 - D) That the Commissioner of Legal Services and Regional Solicitor reports back to Council when the system is ready for implementation; and
 - E) That all necessary bylaws be enacted to give effect to Council's direction.
-

Report:

1. Purpose

- 1.1 This report seeks Regional Council approval to establish a new administrative penalty system for specific Highway Traffic Act violations to expedite dispute resolution, thereby supporting Vision Zero and enabling the expansion of the uses of cameras to address public safety, as well as alleviating pressure on judicial

resources in provincial offences courts. In addition, this report seek approval for unbudgeted capital work and related financing to develop a case management system for APS.

1.2 Report Highlights:

- In 2022, legislation was passed enabling the use of an Administrative Penalty system (APS) for vehicle-based contraventions captured by automated enforcement systems such as red-light cameras (RLC) and automated speed enforcement (ASE).
- The APS significantly reduces the time and resources required to process ASE and RLC enforcement contraventions, relieves court resources for these types of offences, saving POA court time for more serious cases.
- The APS program operates on a self-sustaining model, with funds collected covering operating and capital costs and the projected deficit created in the POA courts system resulting in the transfer of the Region's RLC and ASE revenues being redirected to the APS.
- It is anticipated that with a swifter and expanded dispute resolution process, there is a potential for incremental net funding that could be allocated to support Durham Vision Zero initiatives including the projected expansion of the camera-based program, promoting safer roadways and reducing traffic violations through efficient enforcement.

2. Background

- 2.1 The Region is responsible for POA Court Services and POA Prosecution Services for provincial offences. This means that the Region is responsible for administering and prosecuting all RLC and ASE charges as part of the Region's Vision Zero program.
- 2.2 In 2024, a total of 62,610 RLC and ASE violations were processed using the POA regime. This was based on the following operational cameras: twelve red light cameras operated by the Region, and twenty automated speed enforcement cameras operated by the Region, Ajax, and Pickering.
- 2.3 These measures have significantly enhanced public safety and deterred traffic violations. With an average resolution rate of 93%, the remaining disputed charges must be adjudicated in the POA Courts or diverted to APS. The funds generated, totaling \$5,123,999 for 2024, demonstrate the system's capability to sustain its operations and continue promoting public safety.
- 2.4 In 2022, the Province passed legislation that enables the use of administrative penalties for vehicle-based contraventions captured by automated enforcement systems (i.e., automated speed enforcement, red-light camera). Several other municipalities in Ontario, including Toronto, York, Vaughan, Newmarket, and

Waterloo, have already successfully launched their APS systems for camera-based offences. Additionally, several other municipalities are in the stages leading up to implementation, demonstrating the effectiveness and viability of this approach.

3. Previous Reports and Decisions

- 3.1 Confidential Report # 2024-A-15 Update on the Provincial Offences in the Office of the Chief Administrative Office-Legal Services.

4. Analysis

- 4.1 Staff recommends the establishment of a new APS to address Regional ASE and RLC offences. This system will alleviate the burden on judicial resources, allowing POA courts to focus on other serious POA and bylaw offences. With APS, the Region will have full control over the adjudication process of the penalty notices, including the number of screening and hearing officers appointed, in contrast to the reliance of provincial appointed judiciary to hear matters in the courts.
- 4.2 It will support the projected expansion of cameras by the Works Department to achieve the Durham Vision Zero program initiative in enhancing public safety, ensuring that there are sufficient resources to manage and adjudicate the offences. As detailed in the Financial Implications section, it is projected that the revenue generated from the fine payments will cover the system's capital and operating costs, projected net deficit in the POA courts system resulting from the reallocation of the Region's ASE and RLC fines and potentially provide additional funding for Durham Vision Zero program initiatives.
- 4.3 Alleviation of the POA Court System and Quicker Dispute Resolution Process
- a. APS will divert thousands of charges away from the judicial system thereby averting a crisis within the POA Courts. There are three factors that have pushed POA Court in Durham Region to the edge of a precipice: 1) unprecedented strains caused by the COVID-19 backlog; 2) lack of judicial resources resulting in more than 50% of our courtrooms being closed; and 3) despite a steady reduction in site-specific charges related to ASE and RLC, the introduction of new cameras and a significant increase in police-issued charges have led to record-high charge volumes.
 - b. In addition, APS will significantly reduce the time and resources required to process ASE and RLC enforcement contraventions. It is an administrative process with set workflows, and the Region will have the flexibility to scale the program to meet its required needs by appointing more screening and hearing officers as needed. This will lead to quicker resolutions for contraveners and alleviates court resources for more serious cases creating greater efficiency and capacity in courts.

4.4 Support for Vision Zero and its Continual Growth

Currently, the Region's camera-based program is constrained by insufficient POA court resources to manage the adjudication process associated with the tickets. Although the Works Department has plans to expand the program, it is limited in its ability to do so. It is therefore paramount for the Region to look at alternative means to alleviate our court resource constraints.

4.5 Features of the proposed APS

- a. There are key similarities between the proposed APS and POA systems. Both apply the principle of owner liability, whereby the penalty order is issued to the registered owner of the licence plate. Additionally, in both frameworks, these contraventions do not result in demerit points and are not recorded on a driving record.
- b. The adjudication process is different between APS and POA courts system, such that APS is managed through a fully Region controlled process rather than the court process where the justices of the peace are appointed by the Province. If a contravener wishes to dispute an administrative penalty order, they can appeal to a screening officer employed by the Region, who has the authority to confirm, vary, or set aside (cancel) the penalty order. If the contravener is not satisfied with the screening officer's decision, they can further appeal to a hearing officer appointed by the Region, who also has the authority to confirm, vary, or set aside the penalty order. The hearing officer's decision is final.
- c. The amounts of the penalty notices are prescribed by the legislation and are comparable to the POA fines. There are prescribed payment periods, and the Region would be positioned to facilitate a swift and concise hearing process with screening officers and hearing officers. This approach ensures rapid payment collection.
- d. Final enforcement of penalty orders will mirror current plate denial practice. This means that if the contravener fails to pay their penalty order, the Region will notify the Ministry of Transportation, and the contraveners licence plate will go into plate denial. Their licence plate will not be automatically renewed without paying the amount owed (while the licence plate renewal fee was recently waived, licence plate renewals are still required).

4.6 Agreements with other Government Entities

- a. The Region has an established contract with the City of Toronto Joint Processing Centre, which employs provincial offences officers to review images and issue charges for our camera-based offences. This process will continue. Once we are ready, Toronto can transition to penalty orders from POA certificates of offence.

- b. To implement APS, the Region must also enter into agreements with the Ministry of the Attorney General and the Ministry of Transportation to access licence plate registration information for administrative penalty proceedings. These agreements also allow the Region to use the Defaulted Fines Control Centre (DFCC) to request the Registrar of Motor Vehicles to refuse vehicle plate renewals for unpaid penalties.

4.7 System Implementation

- a. The successful implementation of APS is contingent upon the development of a robust and scalable case management solution. This solution will enable seamless integration with existing systems and stakeholders, and include functionalities for screening or hearing scheduling, payment processing, ticket tracking, and remittance of the Victim Component in addition to other reporting requirements.
- b. Given the Region's extensive experience in managing POA courts, the Region is positioned to transition to this new platform. Approval of unbudgeted capital totaling \$400,000 is required to advance the development of the case management system. Led by a cross-departmental working group of Legal, Information Technology and Finance staff, it is anticipated that the system can be operational in 12 months.
- c. Additional details on the costs of an APS are detailed in the Financial Implications section of this report and approval for these costs will be sought through the Region's 2026 Business Planning and Budget Process.

4.8 Future Growth of the Program

- a. With Council's endorsement, it is anticipated that the Region will be positioned to launch the program in the third quarter of 2026. Following the initial implementation, we will explore subsequent phases of the project to identify opportunities for further collaboration and synergies with other departments, such as the 311 service. This approach will ensure a comprehensive and integrated system that maximizes efficiency and enhances service delivery.
- b. In addition to camera-related offences, the *Municipal Act* authorizes municipalities to use APS for various other bylaw offences. Once the APS system is fully operational, the Region can consider expanding the program to alleviate constraints on judicial resources within the POA court system for other offences. This expansion could include opportunities for local municipalities to adopt the Region's APS for local enforcement.

5. Financial Implications

- 5.1 Table One provides a preliminary estimate of the financial impacts to the Region of transitioning the adjudication of RLC and ASE offences from the current POA court system to an APS system. The table is comprehensive and includes all

costs of the ASE and RLC program including the Works Department costs for installing and managing the ASE, RLC devices, camera operating and maintenance costs as well as the costs for adjudicating the offences.

- 5.2 As illustrated in the table it is projected that the APS program will be self-sustaining, with funds collected covering operating and capital costs and the projected deficit created in the POA courts system resulting from the transfer of the Region's RLC and ASE revenues to the APS.

Table One

	2026	Forecast		
		2027	2028	2029
Ticket Revenue	(6,172,300)	(6,790,500)	(7,791,700)	(8,325,000)
Personnel Costs	952,400	1,726,200	1,783,000	1,838,500
Camera Operations	1,108,800	1,302,500	1,562,100	1,856,300
Joint Processing Centre	621,100	714,200	821,400	944,600
MTO and Banking Fees	553,100	925,100	1,046,900	1,056,200
One-time Cameras Set-Up Costs	100,000	-	200,000	200,000
Net Budget Impact of Reallocating Fine Revenue from POA	4,154,900	4,154,900	4,154,900	4,154,900
Reduction for Net Costs Included in Existing Works Budget	(2,111,000)	(2,111,000)	(2,111,000)	(2,111,000)
Investment in Vision Zero Initiatives	793,000	78,600	334,400	385,500
Net Projected Regional Budgetary Impact	-	-	-	-

- 5.3 The above preliminary forecast of the financial impacts to the Region of transitioning the adjudication of RLC and ASE offences from the current POA court system to an APS system incorporates the following key assumptions:

- a. A transition date of July 1, 2026, where camera related offences received after this date will be processed through the APS system. Offences received before July 1, 2026, will continue to be adjudicated through POA system after the July 1, 2026 transition.
- b. The staffing estimate includes the current Works staff complement that supports the existing ASE and RLC programs as well as the following additional staffing projected to support the APS system and the growth of the Region's camera program:
 - Manager APS (total 1 FTE)
 1. 1 FTE effective April 1, 2026
 - APS Screening Officers (total 3 FTEs)
 1. 2 FTEs effective April 1, 2026
 2. 1 FTE effective January 1, 2027
 - APS Clerks (total 4 FTEs)
 1. 2 FTEs effective April 1, 2026

2. 2 FTEs effective January 1, 2027

- Part-time Hearings Officer

1. 3 days per week – effective July 1, 2026

- Tech 2 (total 1 FTE)

1. 1 FTE effective July 1, 2026

- Project Manager (total 1 FTE)

1. 1 FTE effective January 1, 2027

Given current POA court volumes and workload there are not anticipated to be any Regional POA budgeted staffing adjustments resulting from this transition.

- c. The revenue and cost assumptions provide for the following projected growth in the number of Regional ASE and RLCs to support the Region's Vision Zero program:
 - 2026 – 2 new ASE cameras with a July 1st activation
 - 2027 – 12 new RLC cameras with a July 1st activation
 - 2028 – 4 new ASE cameras with a July 1st activation
 - 2029 – 4 new ASE cameras with a July 1st activation
- d. The revenue estimates assumes that the Region's current processing caps of 75,000 ASE and 5,000 RLC charges remain over the forecast period. With other municipalities establishing their own Joint Processing Centre's these caps as well as the costs to the Region for their use of the Joint Processing Centre may change.
- e. With the transition of the adjudication of the ASE and RLC offences from the POA court system to an APS system, the associated revenues will be reallocated from the POA courts to the new APS program. With the removal of the revenue from the ASE and RLC offences from the Region's POA court system, the Region's POA budget will be in a deficit position. The current POA budget projects a minor net surplus. Any actual year end net surplus in the POA courts is allocated across all Durham local municipalities and the Region. This surplus has been inconsistent and minimal if at all since the start of the pandemic. With the recommended transition to an APS system, it is estimated that there will be no net surplus in the POA courts to share with the local municipalities. The above estimates reflected the net impact to the Region's portion of the POA budget and assumes that the Region will fund any deficit in the POA courts.

- f. Any net incremental funding from the transition of the adjudication of the Region's ASE and RLC offences from the POA court system to an APS system is projected to be reinvested in the Region's Vision Zero program to fund improvements in the Region's transportation infrastructure to create safer roads for drivers, pedestrians and cyclists.
- 5.4 The above estimates have been informed by current and projected ASE and RLC volumes, current operating and capital costs for the existing ASE and RLC program and the estimated costs of other municipalities implementing similar systems. These costs will continue to be refined through the development of the detailed implementation plan and will be included in the Region's 2026 Business Planning and Budget for Council's consideration.
- 5.5 To be in a position to successfully launch the APS program by July 2026, staff need to advance the development of a robust and scalable case management system. This system will need to integrate with existing systems and processes and include functionality for scheduling screenings and hearings, payment processing, ticket tracking, remittance of the Victim component of the penalty orders and other reporting requirements. Informed through the results of a recent Request for Information (RFI) and discussions with Information Technology, the estimated cost of developing and implementing this case management system is \$400,000 and is proposed to be funded at the discretion of the Commissioner of Finance. The initial development and implementation will not require additional IT staffing resources. Long-term requirements will be evaluated in alignment with broader enterprise system planning and any staffing requests will be considered as part of future planning and budget processes.

6. Relationship to Strategic Plan

- 6.1 This report aligns with/addresses the following Strategic Direction(s) and Pathway(s) in Durham Region's 2025-2035 Strategic Plan:
 - a. Connected and Vibrant Communities
 - C1. Align Regional infrastructure and asset management with projected growth, climate impacts, and community needs.
 - C4. Improve road safety, including the expansion and connection of active transportation networks to enhance the range of safe mobility options.
 - C5. Improve digital connectivity and multi-channel access to information, resources, and service navigation.
 - b. Strong Relationships
 - S5. Ensure accountable and transparent decision-making to serve community needs, while responsibly managing available resources.

6.2 This report aligns with/addresses the following Foundation(s) in Durham Region's 2025-2035 Strategic Plan:

- a. Processes: Continuously improving processes to ensure we are responsive to community needs.
- b. Technology: Keeping pace with technological change to ensure efficient and effective service delivery.

6.3 Durham Vision Zero – Strategic Road Safety Action Plan

- a. The automated speed enforcement and red-light camera initiative, introduced in 2020, supports Durham Vision Zero, aiming for no lives lost or serious injuries on Durham roadways. The APS, fully within the Region's control, will manage disputes more efficiently and effectively, promoting the success of Durham Vision Zero and alleviating constraints on provincial courts to better balance limited court space for other offences, including those laid by DRPS.

6.4 Service Excellence

- a. The administrative penalty system processes disputes faster than the provincial offences court, offering more online services to enhance customer experience, flexibility, and service hours. It ensures timely and fair dispute resolution, optimizes resources, supports efficient resolution and expedited payments, and demonstrates commitment to continuous quality improvement and transparent communication.

7. Conclusion

- 7.1 Staff recommend the establishment of a new APS to address camera-based infractions such as ASE and RLC, which will help support Durham Vision Zero, provide efficiencies and modernization of the customer experience and help alleviate the demands of the POA courts. It is projected that the incremental funding generated from this program will pay for the program expenditures, resulting shortfalls in the POA court system with any and additional funds being invested in the Region's Vision Zero program to fund improvements in the Region's transportation infrastructure to create safer roads for drivers, pedestrians and cyclists.
- 7.2 This report has been reviewed by the Works Department and the Finance Department, and the Commissioner of Finance concurs with the financial recommendations.

Prepared by: Wendy Law, Senior Solicitor and Vera Oliveira, Manager Prosecution Services, Legal Services, at 905-668-4113 & 905-668-7711 ext 3665.

Respectfully submitted,

Original signed by _____

Jason Hunt
Commissioner of Legal Services and
Regional Solicitor

Recommended for Presentation to Committee

Original signed by _____

Elaine C. Baxter-Trahair
Chief Administrative Officer



The Regional Municipality of Durham Report

To: Finance and Administration Committee
From: Commissioner of Corporate Services
Report: #2025-A-6
Date: June 10, 2025

Subject:

Succession Management Biennial Update

Recommendation:

That the Finance and Administration Committee recommends to Regional Council:

That this report be received for information.

Report:

1. Purpose

- 1.1 The purpose of this report is to provide the Finance and Administration Committee and Regional Council with the Council directed biennial update on the retirement forecast for the Region and supporting succession management initiatives.

2. Background

- 2.1 Succession management is a vital organizational activity requiring the identification of critical positions within the organization and creating a talent pipeline to ensure a state of readiness for a smooth transition in the event of a vacancy. For succession management to be successful, organizations must identify critical positions, project talent retirements, and identify potential future people leaders.

- 2.2 During the employee life cycle, Regional employees are provided with programs and policies which support continuous growth and development. The Human Resources Division of the Corporate Services Department offers an array of professional development learning opportunities for its employees including the Region's: Mentorship program, Leadership Excellence Certificate program, Developing Manager Skills program, Certificate in Public Sector Management (partnership with Ontario Tech). Additionally, the Region offers its employees a variety of competency development certificates and computer courses and software skills training, and leadership-centric development programming, policies to support and promote growth including the Succession Management policy, Employee Feedback and Development Planning policy, Learning and Development policy and the Region's Knowledge Transfer policy.
- 2.3 Succession Management assists with business continuity, mitigates talent shortages, fosters employee engagement and retention, facilitates knowledge transfer, identifies critical roles, offers opportunity to assess the internal talent pipeline and offers opportunity to foster and develop potential people leaders. These initiatives combined with progressive and supportive programs such as the alternative work arrangement options, DEI Working Committees, wellness programming, regularly scheduled CAO communications and Town Hall meetings, and progressive benefits packages help support a multi-generational workforce and support work-life integration.
- 2.4 Notwithstanding the Region's commitment to providing professional growth and development opportunities to existing staff, the Region remains committed to ensuring its workforce is representative of the community it serves. Job opportunities are recommended to be posted both internally and externally to ensure a transparent and accessible process, reaching the Durham community talent pipeline and encouraging interest from underrepresented groups. The Region's commitment to removing barriers to employment and promotion is embedded in its response to the 2023 equity audit in which 86 recommendations have been met, or are in the course of being met, with a commitment to continuous corporate intention to create a culture of inclusiveness. Additionally, the Diversity, Equity and Inclusion Division of the CAO's office recently engaged a third-party consultant to assist in the development of the Region's Diversity Equity and Inclusion Strategy which will invite input from both community members and staff.
- 2.5 The Region tracks the retirement demographics for its workforce with data from OMERS, the Region's pension provider. The retirement demographics provide an opportunity to cross reference with the Region's succession data to ensure corporate readiness for the potential loss of knowledge with a viable, diverse internal talent pool, in addition to progressive recruiting initiatives such as social media outreach, online job boards, executive search firms, employee testimonials and community outreach including career fairs to generate external interest in employment at the Region.

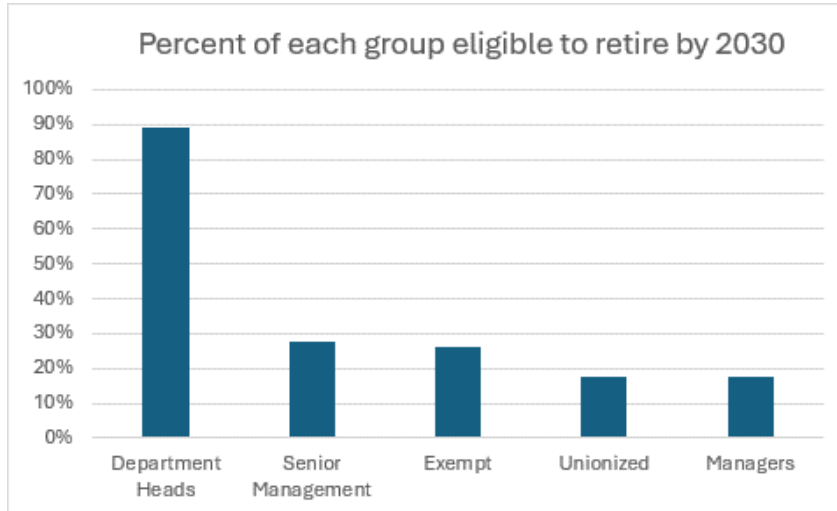
- 2.6 Each Department Head is provided with their five-year forecast for eligible employee retirements, to identify critical jobs within their division and to identify and make recommendations regarding learning opportunities for employees with the potential to fill critical positions which may become vacant at a future date. Additionally, a cross-reference of critical jobs and future people leaders is undertaken to identify opportunities for cross- division or departmental movement and learning opportunities.

3. Previous Reports and Decisions

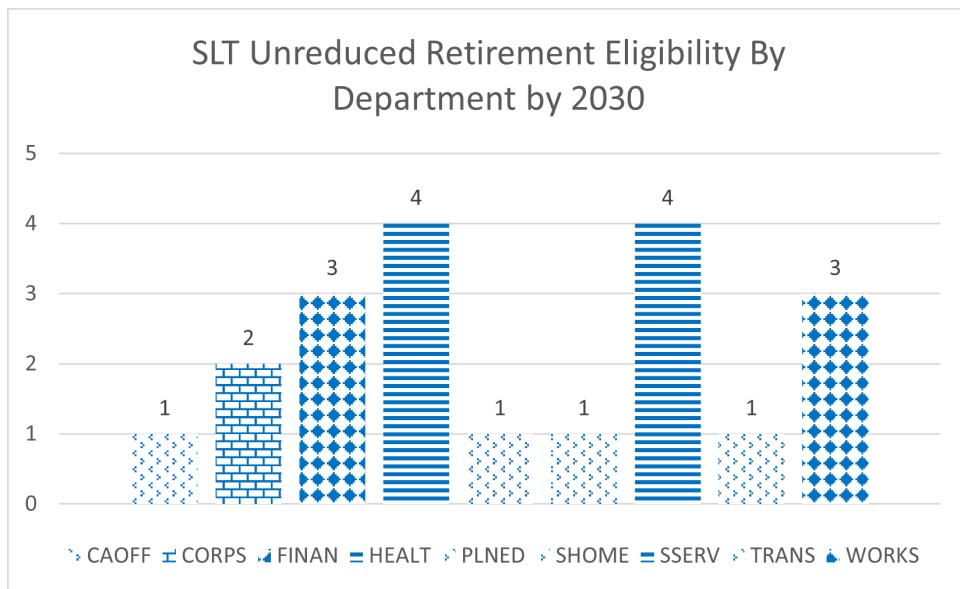
- 3.1 Report [#2023-A-9](#) Succession Management Biennial Update, dated April 11, 2023.

4. Region of Durham Retirement Forecast

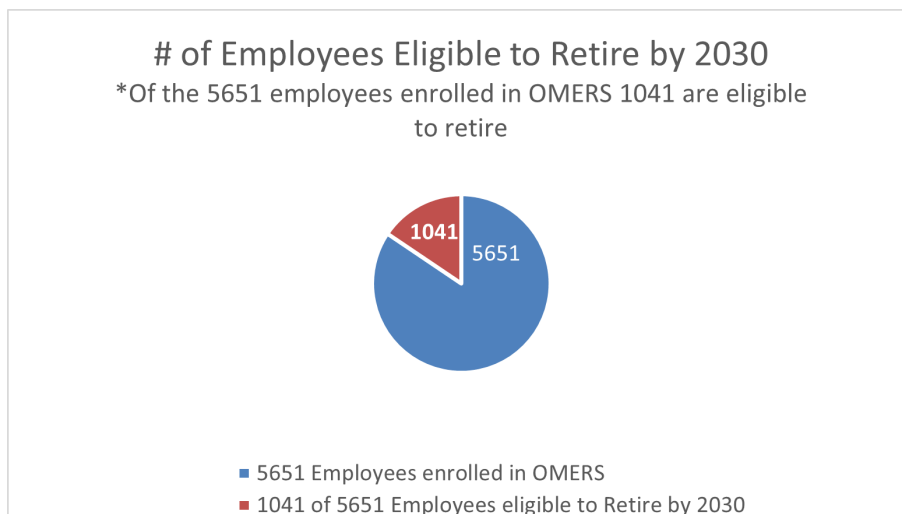
- 4.1 The following is a breakdown, and corresponding graphic, of employee groups eligible to retire within the next five years, as identified by OMERS, notable are the following demographics:
- a. of Department Head employee group will be eligible to retire (89%).
 - b. of the Senior Management employee group will be eligible to retire (28%).
 - c. of the Exempt employee group will be eligible to retire (26%).
 - d. of the Region's unionized employee groups will be eligible to retire (18%).
 - e. of Management employee group will be eligible to retire (17%).



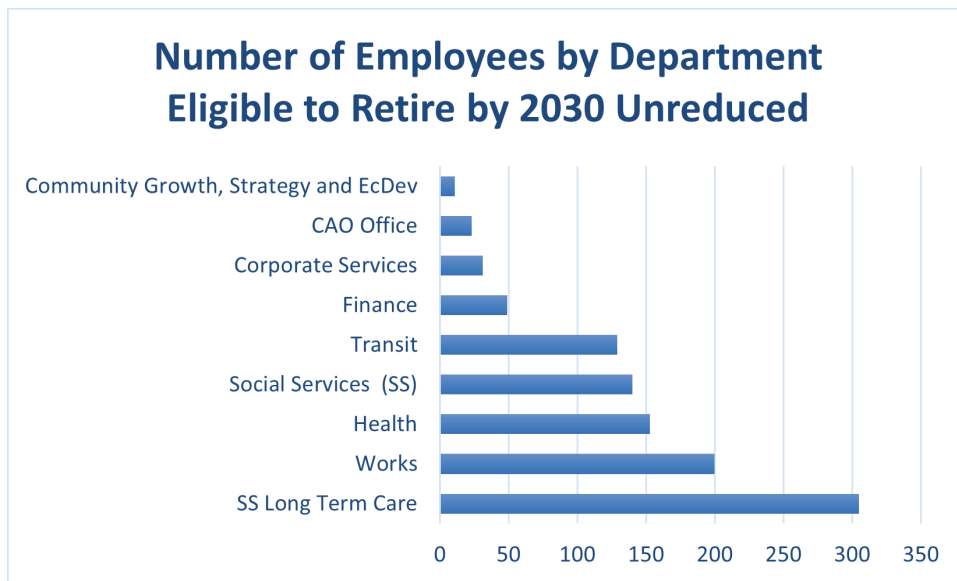
- 4.2 Further to 4.1 a. and b. above, the number of Department Heads and Directors eligible to retire by department, by 2030, is reflected in the chart below.



- 4.3 Approximately 18% of the Region's active workforce is currently eligible to retire by 2030.



- 4.4 The 18% referenced in 4.3 is presented below by number of employees eligible to retire by department/business unit (Total =1041):



5. Implications

Department Heads and Senior Management

- 5.1 The eligibility for retirement demographic is highest amongst Department Heads and Senior Management, exposing the corporation to a potential loss of knowledge, business continuity, corporate memory, expertise and capacity. It is incumbent upon these two groups to develop prospective successors. This involves ensuring access to the full spectrum of issues, legislation, collaboration with surrounding local tiers and partners; and political acuity. Continued diligence in ensuring coaching, mentoring and exposure to professional growth opportunities will minimize corporate liabilities when a vacancy occurs.

6. Other Impacts and Opportunities

- 6.1 Social Services, Works, and Health are the top three departments with the highest number of employees eligible to retire in the upcoming five years.
- 6.2 Vacancies in general offer the organization an opportunity to review organizational structure and modernize antiquated structures without displacing staff, which can be costly or prohibitive depending on their group affiliation (union versus non-union). People leaders are encouraged to use vacancies as an opportunity to evaluate current staffing levels and organization structure to assess future staffing needs.

- 6.3 Succession management initiatives ensure corporate readiness for both planned and unplanned staffing opportunities. Further, succession management initiatives allow for conversations with staff to identify professional goals and professional strengths which can be of benefit to the organization and bolster employees' commitment to the organization.
- 6.4 Additionally, retirements and/or vacancies present an opportunity for corporate renewal. Bringing new staff into the Corporation and/or promoting internal staff can further enhance a work environment with innovation, collaboration, new perspectives and provide opportunity for the Region's workforce to expand its outreach to its community talent pipeline, thereby ensuring greater resemblance to the community it serves.

7. Future Succession Planning

- 7.1 Department Heads and the Human Resources Division of the Corporate Services Department will continue to provide leadership and implementation of succession planning initiatives, and we will transition the succession management process to an annual process in the future to align with the employee feedback and development process which is inclusive of learning and development plans. Further, it's the Region's intention to expand its succession planning to include critical positions or highly skilled positions in addition to senior leadership positions.
- 7.2 Finally, it's the Region's intention to engage in workforce planning commencing in 2026 and thereafter. Workforce planning is a process which involves analyzing, forecasting and planning the workforce supply and demand, identify and assessing gaps and determining target talent management interventions to ensure that the organization has the right people, with the right skills in the right place at the right time, to meet its mandate and strategic objectives and forecast deliverables.
- 7.3 Succession Planning and Workforce Planning will work in tandem on an annual basis to ensure corporate readiness to meet the Region's short-, mid- and long-term projects/deliverables.

8. Relationship to Strategic Plan

- 8.1 This report aligns with/addresses the following Foundation(s) in Durham Region's 2025-2035 Strategic Plan:
 - a. People: Making the Region of Durham a great place to work, attracting, and retaining talent.
 - b. Processes: Continuously improving processes to ensure we are responsive to community needs.

9. Conclusion

- 9.1 Succession planning remains a priority for the Region to protect corporate knowledge, ensure corporate readiness in the event of a loss of a critical position, secure employee engagement, mitigate talent shortages, ensure identification of critical roles, and provide opportunity and growth to valued existing and potential staff.
- 9.2 The Human Resources Division of the Corporate Services Department will continue to support all divisions in ensuring succession planning, workforce planning and performance management planning activities to protect corporate knowledge and ensure the Region's talent pipeline and community talent pipelines are provided with opportunity and growth.
- 9.3 For additional information, contact: Louise O'Dell, Director of Human Resources, at 905-668-4113 at extension 2076 or Crystal Ramdeo, Manager of Talent Acquisition and Organization Development at extension 2058.

Respectfully submitted,

Original signed by

Barb Goodwin, MPA, CPA/CGA,
B.Comm, CPM, CMMIII
Commissioner of Corporate Services

Recommended for Presentation to Committee

Original signed by

Elaine C. Baxter-Trahair
Chief Administrative Officer



The Regional Municipality of Durham Report

To: Finance and Administration Committee
From: Commissioner of Finance
Report: #2025-F-10
Date: June 10, 2025

Subject:

2025 Electric Bus Procurement and Budget

Recommendation:

That the Finance and Administration Committee recommends to Regional Council:

That the 2025 approved capital project budget for the purchase of 18 battery electric buses be increased by \$650,000, from \$29,410,575 to \$30,060,575 with the \$650,000 in additional financing to be provided at the discretion of the Commissioner of Finance.

Report:

1. Purpose

1.1 The purpose of this report is to seek Regional Council's approval to increase the approved 2025 capital project budget and associated financing for the purchase of 18 electric buses by \$650,000, for a total budget of \$30,060,575.

1.2 A similar report was provided to the Transit Executive Committee on June 4, 2025.

2. Background

2.1 The Metrolinx Transit Procurement Initiative (TPI) enables Durham Region Transit to purchase transit related equipment and supplies as part of a consortium with other Ontario transit agencies, leveraging collective buying power for cost efficiency and standardized specifications.

2.2 The 2025 Durham Region Transit budget was drafted in June 2024 and used the contract pricing in place at that time for 18 battery electric buses. The bus order was placed with the vendor following budget approval, and the vendor advised Durham Region Transit that contract pricing had increased in October 2024. There was a

contract price increase of approximately \$36,000 per battery electric bus. The draft budget for the buses had not been adjusted accordingly.

3. Financial Implications

- 3.1 Section 17.1 of the Region's Budget Management Policy requires that additional commitments for a capital project shall not be authorized if the value of the work will cause the project to be over expended by more than \$250,000 beyond project funding. Approval of the applicable Standing Committee and Regional Council is required to commit additional sources of financing.
- 3.2 The Council approved 2025 Durham Region Transit budget for 18 new battery electric buses was \$29,410,575 (\$19,607,050 for 12 growth buses and \$9,803,525 for 6 replacement buses). The cost of the buses is now estimated to be approximately \$30,060,575, an increase of approximately \$650,000, or 2.2 per cent higher than budgeted.
- 3.3 This report recommends increasing the approved budget by \$650,000 for the purchase of the 18 electric vehicles as per Durham Region Transit's Business Plan, with the additional financing to be determined at the discretion of the Commissioner of Finance.

4. Relationship to Strategic Plan

- 4.1 This report aligns with/addresses the following Strategic Directions and Pathways in Durham Region's 2025-2035 Strategic Plan:
 - a. Connected and Vibrant Communities
 - C3. Improve public transit system connectivity, reliability, and competitiveness.
 - b. Strong Relationships
 - S5. Ensure accountable and transparent decision-making to serve community needs, while responsibly managing available resources.
- 4.2 This report aligns with/addresses the following Foundation in Durham Region's 2025-2035 Strategic Plan:
 - a. Technology: Keeping pace with technological change to ensure efficient and effective service delivery.

5. Conclusion

- 5.1 Durham Region Transit and the Region remain committed to advancing electrification of the transit fleet and technologies that reduce greenhouse gas emissions. Demand for transit service continues to exceed capacity of Durham

Region Transit. Increasing the transit fleet and effectively managing fleet asset lifecycles is crucial for Durham Region Transit to advance transit network growth and reliability and achieve efficient maintenance services.

Respectfully submitted,

Original Signed By

Nancy Taylor, BBA, CPA, CA
Commissioner of Finance

Recommended for Presentation to Committee

Original Signed By

Elaine C. Baxter-Trahair
Chief Administrative Officer



The Regional Municipality of Durham Report

To: Finance & Administration Committee
From: Commissioner of Finance
Report: #2025-F-11
Date: June 10, 2025

Subject:

Tariff Response Tourism Program Funding

Recommendation:

That the Finance & Administration Committee recommends to Regional Council:

That one-time funding in the amount of \$250,000 be provided from the Economic Development Reserve Fund to be used for:

- A) A tariff response tourism promotional campaign related to the new Discovery Guide; and
 - B) Other related economic development and tourism initiatives planned for 2025 that address local economic impacts on small businesses in Durham caused by the tariff dispute primarily between Canada and the United States.
-

Report:

1. Purpose

- 1.1 The purpose of this report is to recommend one-time funding to support targeted local tourism initiatives designed to stimulate economic activity within Durham Region by promoting local attractions, events and businesses and increase visitor spending and revenues for tourism industry businesses.

2. Background

- 2.1 In response to the local economic impacts of U.S. and retaliatory tariffs, and related uncertainty regarding possible future tariffs, the Durham Economic Task Force (DETF), comprised of Regional Economic Development, Area Municipal

Economic Development, the Chambers of Commerce and Boards of Trade, and the post-secondary institutions, are collaborating to deliver projects and programming that provide support to affected businesses and address broader economic impacts.

- 2.2 Local economic impacts of tariffs and the associated uncertainty may include increased costs and reduced spending at local small businesses in the retail, service, and tourism industries and on smaller local goods producers. For example, the [Tourism Industry Association of Ontario \(TIAO\)](#) reports that more than one-third of tourism businesses are already experiencing operational impacts, including price increases from suppliers, access issues, and foreign exchange pressures.
- 2.3 2025 data shows that Canadian travel plans have shifted significantly due to the impacts of tariffs and other policy measures in the United States, and a desire by Canadian tourists to support Canadian businesses. As a result, fewer Canadians are traveling to the United States for tourism purposes. The [Financial Post reports](#) that “Airport arrivals to the U.S....were down 32 per cent...in March 2025,” while future flight bookings have, “...also collapsed, declining 70 per cent”.
- 2.4 TIAO further reports that businesses are seeking policy supports such as increased investment in tourism marketing and promotion.

3. Tariff Response Tourism Program

- 3.1 The dramatic shift in travel behaviour creates a strong opportunity to attract more domestic tourism to Durham Region by capturing tourism spending that would otherwise have occurred in the United States, but which will instead be redirected domestically to within Canada.
- 3.2 Attracting tourism travelers that are seeking an alternative to the United States offers two benefits: first, that the local economy can be bolstered immediately with increased spending during a time of broad local economic impact, improving economic outcomes for businesses that are struggling with increasing costs and pressures; and second, that travelers who had previously never considered Durham for their tourism travel may enjoy Durham’s tourism offering and revisit the region in the future, permanently increasing tourism to Durham.

- 3.3 Durham Tourism, in collaboration with the DETF, is planning promotional campaigns this summer and fall to attract tourism spending to local businesses, and promote consumer products and services produced and offered by Durham employers. The DETF is also exploring opportunities to showcase and promote Durham-based producers of commercial and industrial goods.
- 3.4 The Durham Region Discovery Guide is a publication produced by the Economic Development and Tourism Division. It is created to raise awareness of Durham Region as a tourism destination. In past editions, copies have been distributed to Toronto Pearson Airport, Union Station, Ontario OnRoute, hotels in Ontario, and Ontario Travel Information Centres. [The 2023/2024 edition](#) was inserted inside Toronto Life magazine to subscribers. They are further distributed through local partners like Chambers of Commerce and through community events.
- 3.5 The quantity of guides published and the reach of a campaign to distribute and promote the guides are determined by the project budget. The quantity and reach of guides will influence its success in attracting tourism spending and resulting revenue generation throughout the local tourism industry.
- 3.6 Tourism industry businesses include any which benefit from the visitor economy, and may include restaurants, attractions, agri-tourism, main street shops, accommodations, general consumer retail, and others. Businesses selected to be included within the Discovery Guide are determined based on tourism readiness, quality of tourism offering, seasonality, and a distribution of destinations across Durham Region. Additional businesses in Durham Region not featured in the current edition of the Guide will benefit from increased visitation through the spillover effects of general tourist spending.
- 3.7 This one-time funding would be a targeted initiative to significantly increase distribution and promotion of the upcoming Discovery Guide. Critical success factors would include reach of distribution, reach of marketing initiatives, digital impressions, and feedback from tourism stakeholders. These targets would be set based on budget capabilities.
- 3.8 With the increased pressures on local businesses and the changing travel and tourism behaviours of Canadian travellers presenting a near-term opportunity, it is recommended that \$250,000 of one-time funding from the Economic Development Reserve Fund be used for a tourism promotional campaign related to the new Discovery Guide, and other related uses.

4. Relationship to Strategic Plan

4.1 This report aligns with/addresses the following Strategic Direction(s) and Pathway(s) in Durham Region's 2025-2035 Strategic Plan:

a. Connected and Vibrant Communities

- C6. Continue to revitalize and transform downtowns into hubs of economic, social, and cultural connection.

b. Resilient Local Economies

- R2. Support the growth of new business startups and small to medium local businesses.
- R3. Develop, attract, and support a skilled and qualified workforce, including youth and newcomers.
- R4. Protect and strengthen the local agriculture sector and food supply chains.
- R5. Cultivate and promote local arts, culture, quality of place, and tourism that embrace urban excitement and country charm.

4.2 This report aligns with/addresses the following Foundation(s) in Durham Region's 2025-2035 Strategic Plan:

a. People: Making the Region of Durham a great place to work, attracting, and retaining talent.

5. Conclusion

5.1 While the tariffs and associated uncertainty are causing widespread economic impacts locally, there is an opportunity for the Region to capitalize on an opportunity to attract visitor spending to local tourism industry employers and support Durham's primarily small and medium-sized businesses that are experiencing economic impacts.

5.2 By investing in promoting the Region for tourism this summer and fall through the Discovery Guide, visitor spending can drive much-needed revenue into the local economy, sustaining businesses and jobs.

Respectfully submitted,

Original Signed By

Nancy Taylor, BBA, CPA, CA
Commissioner of Finance

Recommended for Presentation to Committee

Original Signed By

Elaine Baxter-Trahair
Chief Administrative Officer



The Regional Municipality of Durham Report

To: Finance and Administration Committee
From: Commissioner of Finance
Report: #2025-F-13
Date: June 10, 2025

Subject:

Indexing of Regional Development Charges

Recommendation:

That the Finance and Administration Committee recommends to Regional Council:

- A) That the pending 3.8 per cent indexing of the Regional development charges in By-law Nos. 42-2023 (Regional Residential and Non-residential Development Charges) and 39-2022 (Regional Transit Development Charge) that is scheduled to take effect on July 1, 2025 be deferred until October 1, 2025;
 - B) That Bill 17, *Protect Ontario by Building Faster and Smarter Act, 2025* has amended the *Development Charges Act, 1997* to enable municipalities to amend development charge by-laws to waive indexing without certain procedural requirements, that By-laws to amend By-law Nos. 42-2023 and 39-2022 generally in the form included as Attachment #6 and Attachment #7 to this Report, to reflect Recommendation A) be approved; and,
 - C) That staff report back to Regional Council in the fall of 2025 on whether a further deferral of indexing beyond October 1, 2025 is recommended.
-

Report:

1. Purpose

1.1 The purpose of this report is to:

- a. Advise of the annual indexing rate of 3.8 per cent for Regional Development Charges (DC), scheduled to take effect on July 1, 2025; and

- b. To seek authorization to amend the DC by-laws (Nos. 42-2023 and 39-2022) to defer the scheduled indexing to October 1, 2025 to provide relief from the July 1, 2025 indexed rates.

2. Background

- 2.1 Regional DC By-laws #39-2022 (Regional Transit DC By-law) as amended, #42-2023 (Region Wide DC By-law) as amended, and Seaton Area Specific DC By-law #2024-029 contain a provision that the prevailing Regional DC's be adjusted annually, as of the 1st day of July in accordance with Statistics Canada's Building Construction Price Index (Table 18-10-0289-01)¹ for the most recent year-over-year period ending March 31st. The Building Construction Price Index for non-residential buildings in the Toronto Census Metropolitan Area (CMA) is used in accordance with Provincial regulation applicable to the Region of Durham.
- 2.2 Regional By-law #86-2001 (GO Transit DC By-law) as amended has a similar provision to the by-laws above, however, the annual adjustment for GO Transit DC rates is limited to a maximum of 3 per cent, as per section 18 of the by-law.
- 2.3 The annual indexing on July 1, 2025, is scheduled to be applied to the following DC by-laws:
 - a. Regional Transit DC By-law #39-2022;
 - b. GO Transit DC By-law #86-2001;
 - c. Regional Wide DC By-law #42-2023; and
 - d. Seaton Area Specific DC By-law #2024-029 (which is imposed for the purpose for calculating DC credits under the complimentary front-ending agreements).
- 2.4 The Building Construction Price Index for non-residential buildings in the Toronto CMA, for the period March 31, 2024 to March 31, 2025, was released on April 25, 2025, with an increase of 3.8 per cent.
- 2.5 Builders noted that, in the first quarter, the industry continued to face cost pressure in several Census Metropolitan Areas (CMAs), as well as tariff-related uncertainty that threatens delays to construction plans, as both consumers and businesses were holding off on major purchases amid the unclear outlook.²

¹ O. Reg. 82/98 references "The Statistics Canada Quarterly, Construction Price Statistics, catalogue number 62-007" as the index source. Since implementation, Statistics Canada has modified this index and the above-noted index is the most current.

² Statistics Canada. (2025). *The Daily: Building construction price indexes, first quarter 2025*. <https://www150.statcan.gc.ca/n1/daily-quotidien/250425/dq250425b-eng.htm>

3. Previous Reports and Decisions

3.1 The following reports approved the DC By-laws that require the indexing of DC's:

- a. Report #2023-F-13 (For By-law #42-2023);
- b. Report #2022-F-15 (For By-law #39-2022);
- c. Report #2001-J-25 (For By-law #86-2001); and
- d. Report #2024-F-09

4. Implications of 2025 Indexing on DC Rates

Region-wide Residential and Non-residential Development Charges

4.1 Attachment #1 provides the 3.8 per cent indexing applied to the residential DC rates July 1, 2025. The rates include the application of the maximum three per cent indexing to GO Transit DC rates. The Region's residential DC rates for a single / semi-detached dwelling unit will increase by \$2,842.

4.2 Attachment #2 provides the indexing of the non-residential DC rates. The non-residential DCs will increase as follows:

- a. Commercial development - \$1.54 per square foot;
- b. Industrial development - \$0.73 per square foot; and
- c. Institutional development - \$0.84 per square foot

Seaton Area Specific Development Charges

4.3 Attachments #3 and #4 provide both the current Seaton Water Supply and Sanitary Sewerage Residential and Non-residential Area Specific Development Charges and the July 1, 2025 rates. It is important to note that these rates are used to calculate credits and charges imposed under the related front-ending agreement. Therefore, it is not recommended that any waiver of this indexing be provided as it would have the effect of reducing the calculated credits to be provided in exchange for front funded capital works.

4.4 Attachment #5 provides the current Seaton Front Ending Agreement for Early Payment of Attribution Development Charges and the rates as of July 1, 2025.

5. Amending DC By-laws to Defer Indexing Through Bill 17

5.1 Given the current economic conditions and future uncertainties related to the tariffs, it is anticipated there will be an impact on the residential and non-residential construction industry and related employment from the proposed indexing of Regional DC rates. Also, both the current Provincial and Federal governments have expressed various intentions regarding municipal development charges. As a sign of good faith representing the Region's willingness to participate in fruitful discussions, staff are recommending a deferral of the annual indexing.

- 5.2 There is an opportunity for Regional Council to defer the pending July 1, 2025 development charge indexing, in order to provide some temporary relief for the local development and building industry during these uncertain times.
- 5.3 Bill 17 amends the *Development Charges Act, 1997* to enable municipalities to amend their DC by-laws to remove the indexing through a simplified process. The simplified process involves passing an amended by-law and providing a notice of passing of the amending by-law. There is no requirement to release a background study or to undertake public consultation (eg. no statutory public meeting required) and the amending by-law cannot be appealed to the Ontario Land Tribunal.
- 5.4 It is recommended that By-law #39-2022 (Regional Transit DC By-law) and #42-2023 (Region Wide DC By-law) be amended to defer the July 1, 2025 indexing to October 1, 2025.
- 5.5 It is proposed that the indexing of the Seaton Area Specific DC By-law #2024-029 continue to apply on July 1, 2025. The Seaton Water Supply and Sanitary Sewerage Area Specific DC By-law requires indexing to ensure the appropriate development charge credits are applied to the landowners who upfronted the capital costs for this service area under the Seaton Front-Ending Agreement.
- 5.6 It is also proposed that the indexing of the GO Transit DC By-law #86-2001 continue to apply on July 1, 2025 as the revenue generated from this by-law is collected on behalf of the Province to fund Durham's share of GO Transit Capital Costs.

6. Financial Implications

- 6.1 With deferring the indexing for a three month period, until October 1, 2025, the Region may forego approximately \$2.8 million in development charges (\$2.3 million in residential DCs and \$0.5 million in non-residential DCs). This is based on the average annual DC receipts for the previous ten years. The impact may be much lower if the current actions being undertaken and/or contemplated don't have the desired impact of increasing housing activity.

7. Relationship to Strategic Plan

- 7.1 This report aligns with/addresses the following Strategic Direction(s) and Pathway(s) in Durham Region's 2025-2035 Strategic Plan:
- a. Connected and Vibrant Communities
 - C1. Align Regional infrastructure and asset management with projected growth, climate impacts, and community needs.
 - b. Resilient Local Economies

- R1. Attract and retain quality employers that strengthen key economic sectors, including energy and technology.
- R2. Support the growth of new business startups and small to medium local businesses.
- R3. Develop, attract, and support a skilled and qualified workforce, including youth and newcomers.

7.2 This report aligns with/addresses the following Foundation(s) in Durham Region's 2025-2035 Strategic Plan:

- a. People: Making the Region of Durham a great place to work, attracting, and retaining talent.
- b. Processes: Continuously improving processes to ensure we are responsive to community needs.

8. Conclusion

8.1 It is recommended that the scheduled indexing for July 1, 2025 (3.8 per cent) of Regional DCs under DC By-law No. 42-2023 and No. 39-2022 be deferred to October 1, 2025 through the amendment of these two by-laws. Further recommendations may be forthcoming once applicable legislation, regulations, and funding opportunities are fully reflected by the Province of Ontario and the federal government.

9. Attachments

- Attachment #1: Residential Development Charges – Current Rates and July 1, 2025
- Attachment #2: Non-residential Development Charges – Current Rates and July 1, 2025
- Attachment #3: Seaton Residential Water and Sewer Area Specific Development Charges - Effective July 1, 2024 and July 1, 2025
- Attachment #4: Seaton Non-residential Water and Sewer Area Specific Development Charges - Effective July 1, 2024 and July 1, 2025
- Attachment #5: Seaton Front Ending Agreement for Early Payment of Attribution Development Charges – Effective July 1, 2024 and July 1, 2025
- Attachment #6 Amending By-law to DC By-law No. 42-2023
- Attachment #7 Amending By-law to DC By-law No. 39-2022

Respectfully submitted,

Original Signed By

Nancy Taylor, BBA, CPA, CA
Commissioner of Finance

Recommended for Presentation to Committee

Original Signed By

Elaine C. Baxter-Trahair
Chief Administrative Officer

REGION OF DURHAM

RESIDENTIAL DEVELOPMENT CHARGES				
Current Rates				
PER DWELLING UNIT				
SERVICE CATEGORY	Single / Semi Detached	Medium Density Multiples	Two Bedroom Apartment and Larger	One Bedroom Apartment and Smaller
	\$	\$	\$	\$
Regional Roads	26,831	21,369	15,621	9,595
GO Transit	863	764	542	322
Regional Transit	2,565	2,020	1,434	881
Regional Police Services	1,022	814	595	365
Long Term Care	573	456	334	205
Paramedic Services	461	367	269	165
Waste Diversion	98	78	58	36
Water Supply	21,820	17,377	12,703	7,803
Sanitary Sewerage	20,708	16,492	12,056	7,406
Total (All Services)	<u>\$ 74,941</u>	<u>\$ 59,737</u>	<u>\$ 43,612</u>	<u>\$ 26,778</u>

RESIDENTIAL DEVELOPMENT CHARGES				
Effective July 1, 2025				
PER DWELLING UNIT				
SERVICE CATEGORY	Single / Semi Detached	Medium Density Multiples	Two Bedroom Apartment and Larger	One Bedroom Apartment and Smaller
	\$	\$	\$	\$
Regional Roads	27,851	22,181	16,215	9,960
GO Transit ⁽¹⁾	889	787	558	332
Regional Transit	2,662	2,097	1,488	914
Regional Police Services	1,061	845	618	379
Long Term Care	595	473	347	213
Paramedic Services	479	381	279	171
Waste Diversion	102	81	60	37
Water Supply	22,649	18,037	13,186	8,100
Sanitary Sewerage	21,495	17,119	12,514	7,687
Total (All Services)	<u>\$ 77,783</u>	<u>\$ 62,001</u>	<u>\$ 45,265</u>	<u>\$ 27,793</u>
Increase	\$ 2,842	\$ 2,264	\$ 1,653	\$ 1,015

Notes

1. GO Transit Indexing capped at 3.0 per cent.

REGION OF DURHAM

COMMERCIAL DEVELOPMENT CHARGES Including proposed new Non-residential DC rates and Phase In Per Square Foot of Gross Floor Area		
SERVICE CATEGORY	Current Rates	Effective July 1, 2025
	\$	\$
Regional Roads	21.77	22.60
Water Supply	6.76	7.02
Sanitary Sewerage	10.79	11.20
Regional Transit	1.16	1.20
Total (All Services)	<u>\$ 40.48</u>	<u>\$ 42.02</u>

INDUSTRIAL DEVELOPMENT CHARGES Including proposed new Non-residential DC rates and Phase In Per Square Foot of Gross Floor Area		
SERVICE CATEGORY	Current Rates	Effective July 1, 2025
	\$	\$
Regional Roads	7.55	7.84
Water Supply	4.35	4.52
Sanitary Sewerage	6.18	6.41
Regional Transit	1.16	1.20
Total (All Services)	<u>\$ 19.24</u>	<u>\$ 19.97</u>

INSTITUTIONAL DEVELOPMENT CHARGES Including proposed new Non-residential DC rates and Phase In Per Square Foot of Gross Floor Area		
SERVICE CATEGORY	Current Rates	Effective July 1, 2025
	\$	\$
Regional Roads	16.58	17.21
Water Supply	1.88	1.95
Sanitary Sewerage	2.64	2.74
Regional Transit	1.16	1.20
Total (All Services)	<u>\$ 22.26</u>	<u>\$ 23.10</u>

REGION OF DURHAM

SEATON RESIDENTIAL AREA SPECIFIC DEVELOPMENT CHARGES			
Effective July 1, 2024			
Service Category	Single / Semi Detached \$	Medium Density Multiples \$	Apartments \$
Sanitary Sewerage			
Seaton Landowners Constructed DCs	7,706	6,088	3,545
Regional Seaton-Specific DCs	2,290	1,809	1,053
Regional Attributions DCs	2,650	2,094	1,219
Subtotal - Sanitary Sewerage	12,646	9,991	5,817
Water Supply			
Seaton Landowners Constructed DCs	2,661	2,102	1,224
Regional Seaton-Specific DCs	6,911	5,460	3,179
Regional Attributions DCs	5,377	4,248	2,473
Subtotal - Water Supply	14,949	11,810	6,876
Total Development Charges	\$ 27,595	\$ 21,801	\$ 12,693

SEATON RESIDENTIAL AREA SPECIFIC DEVELOPMENT CHARGES			
Effective July 1, 2025			
Service Category	Single / Semi Detached \$	Medium Density Multiples \$	Apartments \$
Sanitary Sewerage			
Seaton Landowners Constructed DCs	7,999	6,319	3,680
Regional Seaton-Specific DCs	2,377	1,878	1,093
Regional Attributions DCs	2,751	2,174	1,265
Subtotal - Sanitary Sewerage	13,127	10,371	6,038
Water Supply			
Seaton Landowners Constructed DCs	2,762	2,182	1,271
Regional Seaton-Specific DCs	7,174	5,667	3,300
Regional Attributions DCs	5,581	4,409	2,567
Subtotal - Water Supply	15,517	12,258	7,138
Total Development Charges	\$ 28,644	\$ 22,629	\$ 13,176

REGION OF DURHAM

SEATON NON-RESIDENTIAL AREA SPECIFIC DEVELOPMENT CHARGES

Institutional Development Charges \$ Per Square Foot of Gross Floor Area		
Service Category	Effective July 1, 2024 \$	Effective July 1, 2025 ⁽¹⁾ \$
Sanitary Sewerage		
Seaton Landowners Constructed DCs	0.85	0.88
Regional Seaton-Specific DCs	0.27	0.28
Regional Attributions DCs	0.73	0.76
Subtotal - Sanitary Sewerage	1.85	1.92
Water Supply		
Seaton Landowners Constructed DCs	0.11	0.11
Regional Seaton-Specific DCs	0.27	0.28
Regional Attributions DCs	0.68	0.71
Subtotal - Water Supply	1.06	1.10
Total Development Charges	\$ 2.91	\$ 3.02

Non-Institutional Development Charges \$ Per Square Foot of Gross Floor Area		
Service Category	Effective July 1, 2024 \$	Effective July 1, 2025 ⁽¹⁾ \$
Sanitary Sewerage		
Seaton Landowners Constructed DCs	2.56	2.66
Regional Seaton-Specific DCs	0.82	0.85
Regional Attributions DCs	2.20	2.28
Subtotal - Sanitary Sewerage	5.58	5.79
Water Supply		
Seaton Landowners Constructed DCs	0.33	0.34
Regional Seaton-Specific DCs	0.80	0.83
Regional Attributions DCs	2.05	2.13
Subtotal - Water Supply	3.18	3.30
Total Development Charges	\$ 8.76	\$ 9.09

Prestige Employment Land Area Development Charges \$ Per Net Hectare		
Service Category	Effective July 1, 2024 \$	Effective July 1, 2025 ⁽¹⁾ \$
Sanitary Sewerage		
Seaton Landowners Constructed DCs	134,914	140,041
Regional Seaton-Specific DCs	42,694	44,316
Regional Attributions DCs	111,514	115,752
Subtotal - Sanitary Sewerage	289,122	300,109
Water Supply		
Seaton Landowners Constructed DCs	16,536	17,164
Regional Seaton-Specific DCs	40,957	42,513
Regional Attributions DCs	108,321	112,437
Subtotal - Water Supply	165,814	172,114
Total Development Charges	\$ 454,936	\$ 472,223

Note:

(1) With 3.8% indexing

**REGION OF DURHAM
SEATON FRONT ENDING AGREEMENT**

Early Payment of Attribution DC		
Development Category	Effective July 1, 2024 \$	Effective July 1, 2025⁽¹⁾ \$
Non-Institutional (\$ per sq. ft.)	1.65	1.71
Institutional (\$ per sq. ft.)	0.37	0.38
Prestige Employment Lands (\$ per net ha.)	264,641	274,697

(1) With 3.8% indexing

By-law Number 2025-XXXX
of The Regional Municipality of Durham

Being a by-law to amend by-law number 42-2023.

Whereas section 19 of the Development Charges Act, 1997, S.O. 1997, c.27 (the “Act”) provides for amendments to development charge by-laws;

And Whereas the Council of The Regional Municipality of Durham requires certain amendments to By-law 42-2023;

And Whereas in accordance with the Act, Bill 17, *Protect Ontario by Building Faster and Smarter Act*, 2025 eliminates the need for a development charge background study as well as the need for a public meeting to make an amendment to By-law 42-2023, and is therefore not provided in the amendment of this By-law;

And Whereas a public notice will be made available to inform the public that By-law 42-2023 has been amended;

Now therefore, the Council of The Regional Municipality of Durham hereby enacts as follows:

1. Following subsection 3.16 add new subsection, as follows:

3.16.1 Notwithstanding subsection 3.16 of this by-law, development charges imposed pursuant to this by-law shall not be adjusted as of July 1st, 2025 and instead shall be adjusted on October 1st, 2025 in accordance with the Statistics Canada Quarterly, Construction Price Statistics, catalogue number 62-207, for the most recently available annual period ending March 31.

This By-law Read and Passed on the Xth day of June, 2025.

J. Henry, Regional Chair and CEO

A. Harras, Regional Clerk

By-law Number 2025-XXXX
of The Regional Municipality of Durham

Being a by-law to amend by-law number 39-2022.

Whereas section 19 of the Development Charges Act, 1997, S.O. 1997, c.27 (the “Act”) provides for amendments to development charge by-laws;

And Whereas the Council of The Regional Municipality of Durham requires certain amendments to By-law 39-2022;

And Whereas in accordance with the Act, Bill 17, *Protect Ontario by Building Faster and Smarter Act*, 2025 eliminates the need for a development charge background study as well as the need for a public meeting to make an amendment to By-law 39-2022, and is therefore not provided in the amendment of this By-law;

And Whereas a public notice will be made available to inform the public that By-law 39-2022 has been amended;

Now therefore, the Council of The Regional Municipality of Durham hereby enacts as follows:

1. Following section 19 add new section, as follows:

19.1 Notwithstanding section 19 of this by-law, development charges imposed pursuant to this by-law shall not be adjusted as of July 1st, 2025 and instead shall be adjusted on October 1st, 2025 in accordance with the Statistics Canada Quarterly, Construction Price Statistics, catalogue number 62-207, for the most recently available annual period ending March 31.

This By-law Read and Passed on the Xth day of June, 2025.

J. Henry, Regional Chair and CEO

A. Harras, Regional Clerk