



Town of Arnprior Staff Report

Subject: Annual Statement of Development Charges - 2024

Report Number: 25-05-26-04

Report Author and Position Title: Jennifer Morawiec, General Manager,
Client Services / Treasurer

Department: Client Services

Meeting Date: May 26, 2025

Recommendations:

That Council receive report number 25-05-26-04 as information; and

That this Annual Statement of Development Charges be made available to the public on the Town of Arnprior website or upon request.

Background:

Development Charges (DCs) are fees collected from new development at the time a building permit is issued. Municipalities use these charges to help pay for the cost of infrastructure required as a result of new development, such as roads, parks, recreation, and fire, as well as water and wastewater. Most municipalities in Ontario use development charges to ensure that the cost of providing infrastructure to service new development is not borne by existing residents and businesses in the form of higher property taxes.

The development charge by-laws and associated development charge rates in place for the January to December 31, 2024 timeframe was established through the 2023 Development Charge Background Study update with a new Development Charge By-Law adopted by Council on March 13, 2023.

Section 43 of the Development Charges Act, S.O. 1997, requires the Treasurer of a municipality to each year provide council a financial statement relating to development charge by-laws and reserve funds established under Section 33. This statement must be made available to the public and may be requested to be forwarded to the Minister of Municipal Affairs and Housing.

O. Reg. 82/98 prescribes the detailed information that must be included in the annual

Treasurer’s statement, including but not limited to: opening and closing balances; a description of each service and/or service category for which the reserve fund was established (Appendix A); interest earned and transactions for the year (collections, draws) including each assets capital costs to be funded from the D.C. reserve fund and the manner for funding the capital costs not funded under the D.C. by-law (Appendix B).

Amendments to O. Reg 82/98 under Bill 109 in 2022 now require the following additional information must be provided for each D.C. service being collected for during the year: a) whether, as of the end of the year, the municipality expects to incur the amount of capital costs that were estimated, in the relevant development charge background study, to be incurred during the term of the applicable development charge by-law; b) if the answer to a) is no, the amount the municipality now expects to incur and a statement as to why this amount is expected; and c) if no money was spent from the reserve fund during the year, a statement as to why there was no spending during the year.

Discussion:

Annual Financial Summary:

The following table highlights a summary of the development charge reserve fund for the period January 1 to December 31, 2024, and includes DC funds collected, DC receivables, interest earned and disbursements. The DC receivable amount is reflective of DC amounts owing to the municipality from instalment payments for eligible developments under the DCA. A further breakdown of development charges by service category is included in Appendix A: Annual Statement of Development Charges Reserve Fund.

2024 Development Charges Summary	
Opening Balance, January 1, 2024	\$ 6,710,409
Development Charges Collected	1,162,408
Development Charges Receivable	-
Investment and Interest Income	213,362
Total	8,086,179
Disbursements	(3,228,614)
Year End Return to Source	(6,598)
Closing Balance, December 31, 2024	<u>\$ 4,850,967</u>

Development Charge Financed Projects:

Disbursements for development charge funded projects included but not limited to: \$770,169 for water/wastewater plant expansion financing, \$75,656 for Quint financing, \$1,039,808 for McNab St sidewalk construction, \$231,066 for MacDonald St reconstruction and \$777,000 for various park development. A detailed listing of all development charge disbursements by project is included in Appendix B: Development Charge Project Activity Report.

Gross Capital Cost Expectations:

As per O. Reg 82/98, as of the end of the year, a municipality must indicate if they expect to incur the amount of capital costs that were estimated, in the relevant development charge background study, during the term of the applicable development charge by-law. The current development charges by-law was adopted in 2023 along with an updated background study in 2024 to add growth studies, and includes new estimated capital costs for a ten-year period with \$48.5M in planned expenditures and \$27.7M recoverable from development charges (Appendix C).

The Town still expects to incur these capital costs, and they are included in the Town's Long Range Capital Forecast for planning purposes.

Options:

N/A

Policy Considerations:

Development Charges Act: A significant number of amendments have been made by the Province to the Development Charges Act including changes under Bill 108, 138, 197, 213 and 109. A summary of these changes are included in the [2023 Development Charges Background Study](#) and have been included in the 2023 Development Charges By-law which came into effect on March 13, 2023.

The Province recently announced Bill 17, *Protect Ontario by Building Faster and Smarter Act, 2025* which proposes amendments to various Acts including the Development Charges Act. A summary letter from Watson & Associates Economists Ltd. is attached which outlines the proposed amendments and the potential impacts on municipalities.

Financial Considerations:

Requirement to Allocate Funds: Annually, beginning in 2023, municipalities will be required to spend or allocate at least 60% of the monies in a reserve fund at the beginning of the year for water, wastewater, and services related to a highway. Other services may be prescribed by regulation. As growth-related projects are included in the Town's Long Range Capital Forecast, over 88% of the monies in the reserve funds

are allocated to specific projects with a small portion, 12% for provisional items, not yet assigned.

Compliance Statement: The Town of Arnprior is compliant with Section 59.1(1) of the Development Charges Act, whereby charges are not directly or indirectly imposed on development nor has a requirement to construct a service related to development been imposed, except as permitted by the Development Charges Act or another Act.

Meeting Dates:

N/A

Consultation:

N/A

Documents:

Appendix A: 2024 Annual Statement of Development Charges Reserve Fund

Appendix B: 2024 Development Charge Project Activity Report

Appendix C: Estimated Gross Capital Costs (2023-2032)

Watson & Associates Economists Ltd – Assessment of Bill 17 dated 15 May 2025

Signatures

Reviewed by Department Head: Jennifer Morawiec

Reviewed by General Manager, Client Services/Treasurer: Jennifer Morawiec

CAO Concurrence: Robin Paquette

Workflow Certified by Town Clerk: Kaila Zamojski

Town of Arnprior
Appendix A: Treasurer's Statement - Development Charge Reserve Funds
For the period January 1, 2024 to December 31, 2024

	Services to which the Development Charge Relates								
	Services Related to a Highway	Public Works	Water	Wastewater	Fire	Parks and Recreation	Library Facility / Materials	Growth Studies ²	Total
Opening Balance, January 1, 2024	\$ (526,592)	\$ 191,138	\$ 2,516,839	\$ 4,711,728	\$ (62,429)	\$ (201,183)	\$ 80,908	\$ -	\$ 6,710,409
Revenues									
Development Charge Collections	213,911	37,430	504,988	300,002	11,576	68,736	9,727	16,039	1,162,409
Development Charge Receivable	-	-	-	-	-	-	-	-	-
Accrued Interest	39,263	6,870	92,691	55,066	2,125	12,617	1,785	2,944	213,361
Sub-Total	\$ 253,174	\$ 44,300	\$ 597,679	\$ 355,068	\$ 13,701	\$ 81,353	\$ 11,512	\$ 18,983	\$ 1,375,770
Expenditures									
Amount Transferred to Capital (or Other) Funds ¹	1,039,808	-	659,735	627,096	93,156	807,819	1,000	-	3,228,614
Prior Commitments (Return to Source)	17,108	-	-	-	-	(10,510)	-	-	6,598
Sub-Total	\$ 1,056,916	\$ -	\$ 659,735	\$ 627,096	\$ 93,156	\$ 797,309	\$ 1,000	\$ -	\$ 3,235,212
Closing Balance, December 31, 2024	\$ (1,330,334)	\$ 235,438	\$ 2,454,783	\$ 4,439,700	\$ (141,884)	\$ (917,139)	\$ 91,420	\$ 18,983	\$ 4,850,967

¹ See Appendix B for details

² DC By-Law amended in 2024 to reflect legislative change to allow funding of growth studies.

The Municipality is compliant with s.s. 59.1 (1) of the *Development Charges Act*, whereby charges are not directly or indirectly imposed on development nor has a requirement to construct a service related to development been imposed, except as permitted by the *Development Charges Act* or another Act.

Town of Arnprior
Appendix B: 2024 Development Charge Project Activity Report
Amount Transferred to Capital (or Other) Funds
For the period January 1 to December 31, 2024

Service Category	Project Description	D.C. Reserve Fund Draw	Other Reserve / Reserve Fund Draws	Grants / Other Contributions	Total
Services Related to a Highway	Victoria St Design	\$ 23,575	\$ 91,425	\$ -	\$ 115,000
Services Related to a Highway	Sidewalks - McNab Street Construction	1,039,808	115,534	-	1,155,342
Services Related to a Highway	MacDonald St Reconstruction	231,066	2,871,739	1,097,195	4,200,000
Water Services	River Crossing Construction	262,021	604,707	483,272	1,350,000
Water Services	Past Plant Expansion - Loan	374,139	225,592	-	599,731
Wastewater Services	Past Plant Expansion - Loan	396,030	181,971	-	578,001
Fire	Quint Apparatus Loan	75,656	75,656	-	151,312
Fire	Personal Protective Equipment	17,500	-	-	17,500
Parks and Recreation	Fairview Park - Construction	630,000	-	-	630,000
Parks and Recreation	Marshall's Bay Meadows - Phase I Park	112,200	-	-	112,200
Parks and Recreation	CN Trail Park Rehabilitation	34,800	85,200	-	120,000
Parks and Recreation	Waterfront Revitalization - RSP Design	30,819	174,639	-	205,458
Library	Library Materials	1,000	-	-	1,000
TOTAL		\$ 3,228,614	\$ 4,426,463	\$ 1,580,467	\$ 9,235,544

Town of Arnprior
Appendix C: Estimated Gross Capital Costs
For the period covered by the By-Law 2023-2032

Services to which the Development Charge Relates									
For the period 2023-2032	Services Related to a Highway	Public Works	Water	Wastewater	Protection	Parks and Recreation	Library	Growth Studies	Total
<u>Background Study (Table 6-5)</u>									
Funding Source - DC Recoverable	4,913,537	1,294,000	10,804,734	7,067,196	354,300	2,148,400	367,500	765,732	27,715,399
Tax Base or Other Non-DC Source	3,276,448	1,405,000	6,285,318	483,801	651,700	8,023,000	322,500	354,950	20,802,717
Gross Capital Cost Estimates (2023-2032)	\$ 8,189,985	\$ 2,699,000	\$17,090,052	\$ 7,550,997	\$ 1,006,000	\$10,171,400	\$ 690,000	\$ 1,120,682	\$48,518,116
<u>Incurred Capital</u>									
Funding Source - DC Recoverable	1,433,161	-	1,033,874	1,023,126	168,812	1,121,587	-	-	4,780,560
Tax Base or Other Non-DC Source	6,223,800	-	1,539,163	363,942	151,312	1,996,442	-	-	10,274,659
Gross Capital Cost Incurred (2023-2032)	\$ 7,656,961	\$ -	\$ 2,573,037	\$ 1,387,068	\$ 320,124	\$ 3,118,029	\$ -	\$ -	\$15,055,219
<u>Assigned to Capital or LRCF</u>									
Allocated to Activity / Project	76%	100%	92%	87%	73%	98%	68%	100%	88%
Unallocated / Provisional	24%	0%	8%	13%	27%	2%	32%	0%	12%

May 15, 2025

To our Municipal Clients:

Re: Assessment of Bill 17 (Protect Ontario by Building Faster and Smarter Act, 2025)

In our continued efforts to keep our clients up to date on legislative changes that may impact them, we are writing to inform you that Bill 17, *Protect Ontario by Building Faster and Smarter Act, 2025* (herein referred to as Bill 17) was tabled in the Ontario Legislature on May 12, 2025. This letter provides a summary of the proposed changes to the *Development Charges Act, 1997* (D.C.A.) and commentary on the proposed changes to the growth management framework. As the Bill progresses through the legislative process, we will continue to advise of any amendments and associated impacts.

Note that the Province is seeking comments via the Environmental Registry of Ontario at the following link: <https://ero.ontario.ca/notice/025-0504>. We will be submitting our comments prior to the deadline of June 12, 2025.

1. Overview Commentary

The Province has stated that a goal of this Bill is to simplify and streamline development, while reducing barriers, including development fees. In this regard, the Bill proposes to amend various acts with the intent of building more homes faster in Ontario to address the current housing crisis. In addition to changes to the D.C.A., changes are proposed to the following Acts:

- *Building Code Act, 1992*;
- *Building Transit Faster Act, 2020*;
- *City of Toronto Act, 2006*;
- *Metrolinx Act, 2006*;
- *Ministry of Infrastructure Act, 2011*;
- *Planning Act*; and
- *Transit-oriented Communities Act, 2020*.

In addition to the legislative changes proposed, the Province has announced that they are exploring the use of a public utility model, which may include establishing municipal service corporations for water and wastewater systems. These changes could have significant impacts on the costs and delivery of water and wastewater services in Ontario. While this may serve to reduce the funding obligations from development charges (D.C.s), funding these costs from a broader pool of existing rate payers would likely result in higher water and wastewater rates.



2. Proposed Changes to the *Development Charges Act*

The following provides a summary of the proposed changes to the D.C.A., along with commentary on the potential impacts to municipalities.

1. Exemption for long-term care homes

- Currently, D.C.s imposed on long-term care homes are subject to annual instalments under section 26.1 of the D.C.A.
- The proposed change would exempt long-term care homes from the payment of D.C.s.
- This exemption would apply to any future D.C. instalments on long-term care home developments.
- The D.C.A. does not allow reductions in D.C.s to be funded by other types of development. As such, the exemption will have to be funded from other municipal revenue sources.

2. Definition of capital costs, subject to regulation

- The proposed change would add the words “subject to the regulations” to section 5 (3) of the D.C.A.
 - The proposed amendment expands the scope of the Province’s authority to limit eligible capital costs via regulation.
 - The D.C.A. currently provides this ability to limit the inclusion of land costs.
 - The Province intends to engage with municipalities and the development community to determine potential restrictions on what costs can be recovered through D.C.s.
- Commentary from organizations in the development community suggests these discussions may continue to focus on limiting the inclusion of land costs in the D.C. calculations. The proposed amendment, however, provides broad authority for limiting eligible capital costs (i.e., the scope of regulatory authority is not restricted to land).
- Reductions in D.C.-eligible capital costs will have to be funded from other municipal revenue sources. Changes to the definition of capital costs through regulation will require municipalities to adjust funding for capital projects swiftly without the legislative amendment process.

3. Simplified D.C. by-law process to reduce charges

- Proposed change to section 19 (1.1) of the D.C.A. to allow a simplified process to amend a D.C. by-law for the following reasons:
 - Repeal or change a D.C. by-law expiry date (consistent with current provisions);
 - Repeal a D.C. by-law provision for indexing or amend to provide for a D.C. not to be indexed; and



- Decrease the amount of a D.C. for one or more types of development.
- The simplified process includes passing of an amending by-law and providing notice of passing of the amending by-law. There will be no requirement to prepare a D.C. background study, undertake public consultation, and no ability to appeal to the Ontario Land Tribunal.
- Limiting the simplified D.C. by-law amendment process to situations where the amount of a D.C. for a type of development is being reduced would appear to allow municipalities to adjust the charges for changes in assumptions (e.g., reductions in capital cost estimates, application of grant funding to reduce the recoverable amount), adding exemptions for types of development, and phasing the imposition of a D.C.
- It is unclear if the simplified process would apply where exemptions are being provided for purposes other than development type, as specified in the amendment. For example, where a municipality is exempting a geographic area, such as an industrial park, downtown core, major transit station area, etc.
- While administratively expedient, eliminating the statutory public process for reductions in D.C.s will not provide the general public with an opportunity to delegate Council on the matter and will reduce transparency.

4. Deferral of D.C. payment to occupancy for residential development

- Proposed changes to section 26.1 of the D.C.A. provide that a D.C. payable for residential development (other than rental housing developments, which are subject to payment in instalments) would be payable upon the earlier of the issuance of an occupancy permit, or the day the building is first occupied.
- Only under circumstances prescribed in the regulations may the municipality require a financial security.
 - The Province has noted its intent to mitigate risk for municipalities. As such, the prescribed circumstances may allow for securities when no occupancy permit is required.
- Municipalities will not be allowed to impose interest on the deferral of D.C. payment to occupancy.
- It appears those municipalities that have elected to utilize subsection 26 (2) of the Act (i.e., water, wastewater, services related to a highway, and stormwater charges payable at the time of subdivision agreement) may no longer be able to utilize this section for residential subdivisions or consents.
- Deferring the timing of payment for all residential development to occupancy will have cashflow implications for municipalities. The impacts may include additional financing costs for capital projects, increased



administrative costs associated with administering securities and occupancies, and potential delays in capital project timing.

5. Removal of interest for legislated instalments

- Proposed changes to section 26.1 of the Act would remove the ability to charge interest on instalments for rental housing and institutional development.
- This would also apply to future instalments for existing deferrals once Bill 17 receives Royal Assent.
- The repeal of subsection 26.1 (9) of the D.C.A. removes the municipality's ability to require immediate payment of all outstanding instalments when a development use changes from rental housing or institutional to another use.
- This proposed amendment has the same cashflow impacts for municipalities as noted in item 4 above, although it is more limited in scope.

6. Ability for residential and institutional development to pay a D.C. earlier than a by-law requires

- Currently, if a person wishes to waive the requirement to pay their D.C. in instalments as per section 26.1, an agreement under section 27 of the D.C.A. (early payment agreement) is required.
- The proposed changes state that, "For greater certainty, a person required to pay a development charge under this section may pay the charge before the day it is payable even in the absence of an agreement under section 27."
- This wording achieves its intent to allow a person to waive the requirement to pay in instalments. It also appears, however, to allow residential and institutional D.C.s to be paid earlier than required in a D.C. by-law, absent municipal agreement.
- This is problematic for municipalities, as the development community may elect to pay D.C.s before indexing or before municipalities pass a new D.C. by-law where a publicly available D.C. background study may be indicating a potential increase in the charges.

7. Lower charge for rate freeze

- Section 26.2 of the D.C.A. requires that, for developments proceeding through a site plan or zoning by-law amendment application, the D.C. be determined based on the rates that were in effect when the planning application was submitted to the municipality.
- In some instances, the D.C. that would be imposed at the time of building permit issuance may be lower than that in place at the time of planning application.



- Where rates have been frozen as per section 26.2 of the D.C.A., the proposed amendments would require municipalities to apply either the “frozen” or the current rate, whichever is lower, in such instances.
 - Note, interest charges for the D.C. determined at planning application may still be imposed.
- These proposed changes are positive as developers would not be charged in excess of current rates (where lower) and developers who proceed in a timely manner are not penalized with additional interest costs.

8. Grouping of services for the purposes of using credits

- Section 38 of the D.C.A. allows a person to construct growth-related works on a municipality’s behalf, subject to an agreement. The person receives a credit against future D.C.s payable for the service(s) to which the growth-related works relate.
- A municipality can agree to allow the credits to be applied to other services in the D.C. by-law.
- The proposed amendments would allow the Province to, through regulation, deem two or more services to be one service for the purpose of applying credits.
- This proposed change appears to remove the municipality’s discretion to combine services by agreement in certain instances.
- Combining services for the purposes of credits would have cashflow implications for municipalities, where funds held in a reserve fund for a service not included under the section 38 agreement would be reduced. This could delay the timing of capital projects for these impacted services and/or increase financing costs.

9. Defining local services in the regulations

- Section 59 of the D.C.A. delineates between charges for local services and, by extension, those that would be considered in a D.C. by-law.
- Municipalities typically establish a local service policy when preparing a D.C. background study to establish which capital works will be funded by the developer as a condition of approval under section 51 or section 53 of the *Planning Act* (i.e., local service) and which will be funded by the D.C. by-law.
- The proposed amendments would allow the Province to make regulations to determine what constitutes a local service.
 - Although the Province has noted that this will be defined through consultations, there may be unintended impacts. For example, if the definition of a local service is too broad, it may lower the D.C. but increase the direct funding requirements on one particular developer. If the definition is too narrow, the opposite would result,



whereby local services would be broadly included in D.C. funding, thereby increasing D.C. rates.

- Additionally, what is deemed a local service in one municipality may vary from what is deemed a local service in another, depending on the size, density, and types of development.

Most of the changes above would come into effect upon Royal Assent of Bill 17. The changes with respect to deferral of payment to occupancy for residential development would come into effect upon the date proclaimed by the Lieutenant Governor in Council.

3. Noted Areas for Future Changes to Development Charges

In the Province's announcement, they indicated additional changes that are anticipated to follow proposed regulatory changes and/or ongoing consultations.

The Province has indicated the intent to add the Statistics Canada Non-Residential Building Construction Price Index for London to the prescribed indexes in the regulations. This would allow municipalities west of London and those that are closer to London than Toronto, to utilize the London series for indexing purposes.

The Province also indicated the intent to consult on a potential standardization of the approaches to benefit to existing deductions. Currently there are best practices to follow, however, there is no standardized approach across all municipalities. Providing a standardized approach may be problematic, as capital projects in different municipalities may be unique in scope and capital cost requirements.

Lastly, the announcement included commentary on expanding the Annual Treasurer's Statement reporting requirements. Currently for services related to a highway, water, and wastewater services, municipalities must allocate 60% of monies in their D.C. reserve funds to projects. The Province may consider expanding this requirement to more services.

4. Proposed Changes to the Growth Management Framework

The Ministry of Municipal Affairs and Housing (MMAH) has been reviewing the Official Plans of Ontario's 50 largest and fastest-growing municipalities against the Ministry of Finance's (M.O.F.) updated population forecasts released in October 2024. Where the Ministry finds that current Official Plan forecasts are lower than updated provincial or upper-tier projections, the MMAH will undertake targeted outreach to affected municipalities. In these cases, municipalities will be required to update their Official Plans to reflect the higher of the M.O.F. projection or the applicable upper-tier forecast.

These updates will be guided by a forthcoming revision to the Projection Methodology Guideline – the first since 1995 – to ensure consistency in how growth is planned across the Province. It is the MMAH's goal that these updated projections and methods



will help municipalities more accurately align land needs, servicing strategies, and capital planning with long-term provincial growth priorities. To support this, the Province is also exploring improvements to planning data systems and digital tools, including standardizing how municipalities track and report land use planning and permitting activity. Enhanced access to consistent, digitized data will help inform future forecasting, monitor implementation, and increase transparency across jurisdictions.

For municipalities directed by the Province to update their Official Plans, this requirement carries several implications. As a starting point, it is important to note that the M.O.F. forecasts are only available at the Census Division level, which typically represents upper-tier municipalities, including separated municipalities and large urban single-tier municipalities. This poses potential complexities for lower-tier municipalities to directly apply, allocate, and coordinate the M.O.F. population projections as part of their respective Official Plan Review. Furthermore, the M.O.F. population projections are released annually and are subject to considerable fluctuation. On the other hand, the municipal Official Plan Review process, which includes a comprehensive assessment of long-term population growth and urban land needs, is required to be carried out at a minimum every 10 years for new Official Plans and five years regarding Official Plan updates. Accordingly, it will be important for municipalities to monitor their respective Official Plans within the context of changing long-term M.O.F. projections. It is currently unclear to what extent Ontario municipalities will be required to update their respective Official Plans and associated background studies, such as needs assessments, servicing plans, and financial strategies, to ensure alignment with the updated M.O.F. projections. It is clear, however, that Ontario municipalities will require improved processes and tools to monitor their Official Plans in a manner that allows decision makers more flexibility to address and respond to anticipated change.

In parallel, the Province is also proposing changes to inclusionary zoning policies, which could influence housing delivery outcomes within protected major transit station areas. Specifically, the Act proposes capping the affordable housing set-aside rate at 5% and limiting the affordability period to 25 years. While these measures may enhance project feasibility and encourage more market-based residential development near transit, they may also constrain the long-term supply and stability of affordable units delivered through inclusionary zoning policies. Municipalities will need to consider how these changes affect their broader housing strategies, particularly in areas where protected major transit station areas are a central tool for delivering mixed-income communities.

5. Concluding Remarks

Based on the proposed changes, municipalities may experience a reduction in overall D.C. revenue. The impacts of some of the potentially more significant changes (i.e., changes to the definition of capital cost, grouping of credits, defining local services, and methodology for benefit to existing will not be known until the release of the draft regulations for consultation. By moving legislative guidance to the regulations, as



opposed to the Act itself, the Province will have the ability to change the rules set out therein without the requirement of passing a Bill through the legislative process. This reduces transparency and the required consultation should the Province wish to change these rules in the future.

We will continue to monitor the proposed changes and will inform you of potential impacts to municipalities. As noted, we will be submitting further comments to the Province via the Environmental Registry of Ontario. Should you have any questions, please contact the undersigned or send an email to info@watsonecon.ca.

Yours very truly,

WATSON & ASSOCIATES ECONOMISTS LTD.

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