



 **Watson
& Associates**
ECONOMISTS LTD.

Development Charges Background Study

Municipality of Casselman

For Public Circulation and Comment

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Watson & Associates Economists Ltd.
905-272-3600
info@watsonecon.ca



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List of Acronyms and Abbreviations

Acronym	Full Description of Acronym
D.C.	Development charge
D.C.A.	<i>Development Charges Act</i> , 1997 as amended
G.F.A.	Gross floor area
L.P.A.T.	Local Planning Appeal Tribunal
N.A.I.C.S.	North American Industry Classification System
N.F.P.O.W.	No Fixed Place of Work
O.M.B.	Ontario Municipal Board
O.P.A.	Official Plan Amendment
O.Reg.	Ontario Regulation
P.O.A.	Provincial Offences Act
P.P.U.	Persons per unit
S.D.E.	Single detached equivalent
S.D.U.	Single detached unit
s.s.	Subsection
sq.ft.	square foot
sq.m.	square metres
km	kilometers



Report



Chapter 1

Introduction



1. Introduction

1.1 Purpose of this Document

This background study has been prepared pursuant to the requirements of the *Development Charges Act 1997* (D.C.A.) (s.10), and accordingly, recommends new Development Charges (D.C.s) and policies for the Municipality of Casselman (Municipality).

The Municipality retained Watson & Associates Economists Ltd. (Watson) to undertake the D.C. study process to update its municipal-wide D.C. by-law. Watson worked with Municipality staff in preparing this D.C. analysis and the policy recommendations.

This D.C. background study, containing the proposed D.C. by-law, will be distributed to members of the public in order to provide interested parties with sufficient background information on the legislation, the study's recommendations, and an outline of the basis for these recommendations.

This report has been prepared, in the first instance, to meet the statutory requirements applicable to the Municipality's D.C. background study, as summarized in Chapter 4. It also addresses the forecast amount, type and location of growth (Chapter 3), the requirement for "rules" governing the imposition of the charges (Chapter 7) and the proposed by-law to be made available as part of the approval process (Appendix E).

In addition, the report is designed to set out sufficient background on the legislation, the Municipality's current D.C. policy (Chapter 2) and the policies underlying the proposed by-law, to make the exercise understandable to interested parties. Finally, the D.C. background study addresses post-adoption implementation requirements (Chapter 9) which are critical to the successful application of the new policy.

The chapters in the report are supported by Appendices containing the data required to explain and substantiate the calculation of the charge.



1.2 Summary of the Process

The public meeting required under Section 12 of the D.C.A. will be scheduled, at the earliest, two weeks after the posting of the D.C. background study and draft D.C. by-law on the Municipality's website. Its purpose is to present the background study and draft D.C. by-law to the public and to solicit public input on the matter. The public meeting is also being held to answer any questions regarding the study's purpose, methodology and the proposed modifications to the Municipality's D.C. by-law.

In accordance with the legislation, the background study and proposed D.C. by-law will be available for public review at least 60 days prior to by-law passage.

The process to be followed in finalizing the report and recommendations includes:

- consideration of responses received prior to, at or immediately following the public meeting; and
- finalization of the report and Council consideration of the by-law subsequent to the public meeting.

Table 1-1 outlines the study process to date and the proposed schedule to be followed with respect to the D.C. by-law adoption process.

Table 1-1
Schedule of Key D.C. Process Dates

Process Steps	Dates
1. Project initiation meeting with Municipality staff	January 18, 2021
2. Data collection and staff interviews	January 2021 – March 2021
3. Presentation of draft findings and D.C. policy discussion with Municipality staff	March 31, 2021
4. Presentation of draft findings to Council	April 28, 2021



Process Steps	Dates
5. D.C. Background Study and draft D.C. by-law available to public	April 30, 2021
6. Public Meeting of Council	May 25, 2021
7. D.C. By-law passage	June 29, 2021
8. Newspaper notice given of by-law passage	by 20 days after passage
9. Last day for by-law appeal	40 days after passage
10. Municipality makes available D.C. pamphlet	by 60 days after in force date

1.3 Changes to the Development Charges Act, 1997: More Homes, More Choice Act (Bill 108) the Plan to Build Ontario Together Act (Bill 138), and the COVID-19 Economic Recovery Act (Bill 197)

On May 2, 2019, the Province introduced Bill 108, which proposed changes to the D.C.A. The Bill was introduced as part of the Province’s *“More Homes, More Choice: Ontario’s Housing Supply Action Plan.”* The Bill received Royal Assent on June 6, 2019.

While having received Royal Assent, many of the amendments to the D.C.A. would not come into effect until they are proclaimed by the Lieutenant Governor. As of January 1, 2020, the following provisions had been proclaimed:

- Transitional provisions were in effect which have been replaced by updated provisions within Bill 197.
- Effective January 1, 2020, rental housing and institutional developments will pay D.C.s in six equal annual installments, with the first payment commencing at the



date of occupancy. Non-profit housing developments will pay D.C.s in 21 equal annual installments. Interest may be charged on the installments, and any unpaid amounts may be added to the property and collected as taxes.

- Effective January 1, 2020, the D.C. amount for all developments occurring within two years of a site plan or zoning by-law amendment planning approval (for applications submitted after this section is proclaimed) shall be determined based on the D.C. charge in effect on the day of site plan or zoning by-law amendment application. If the development is not proceeding via these planning approvals, or if the building permit is issued after the two-year period of application approval, then the amount is determined the earlier of the date of issuance of a building permit or occupancy.

In response to the global pandemic that began affecting Ontario in early 2020, the Province released Bill 197, the COVID-19 Economic Recovery Act, which provided amendments to a number of Acts, including the D.C.A. and *Planning Act*. This Bill also revised some of the proposed changes identified in Bill 108. Bill 197 was tabled on July 8, 2020 and received Royal Assent on July 21, 2020, however, the changes would not come into effect until proclaimed by the Lieutenant Governor. On September 18, 2020 the Province proclaimed the remaining amendments to the D.C.A. that were made through Bill 108 and Bill 197. The following provides a summary of the changes to the D.C.A. that are now in effect:

List of D.C. Eligible Services

- Under Bill 108 some services were to be included under the D.C.A. and some would be included under the Community Benefits Charge (C.B.C.) authority. However, Bill 197 revised this proposed change and has included all services (with some exceptions) under the D.C.A. These services are as follows:
 - Water supply services, including distribution and treatment services.
 - Wastewater services, including sewers and treatment services.
 - Storm water drainage and control services.
 - Services related to a highway.
 - Electrical power services.
 - Toronto-York subway extension, as defined in subsection 5.1 (1).
 - Transit services other than the Toronto-York subway extension.
 - Waste diversion services.



- Policing services.
- Fire protection services.
- Ambulance services.
- Library Services.
- Long-term care services.
- Parks and recreation services (but not the acquisition of land for parks).
- Public health services.
- Childcare and early years services.
- Housing services.
- Provincial Offences Act Services.
- Services related to emergency preparedness.
- Services related to airports, but only in the Regional Municipality of Waterloo.
- Additional services as prescribed

Classes of D.C. Services

The D.C.A. had allowed for categories of services to be grouped together into a minimum of two categories (90% and 100% services).

The Act (as proclaimed) repeals that provision and replaces the above with the four following subsections:

- A D.C. by-law may provide for any eligible service or capital cost related to any eligible service to be included in a class, set out in the by-law.
- A class may be composed of any number or combination of services and may include parts or portions of the eligible services or parts or portions of the capital costs in respect of those services.
- A D.C. by-law may provide for a class consisting of studies in respect of any eligible service whose capital costs are described in paragraphs 5 and 6 of s. 5 of the D.C.A.
- A class of service set out in the D.C. by-law is deemed to be a single service with respect to reserve funds, use of monies, and credits.



10% Statutory Deduction

As well, the removal of 10% deduction for soft services under Bill 108 has been maintained.

Statutory Exemptions

Statutory exemptions to the payment of D.C.s for the creation of secondary residential dwelling units in prescribed classes of existing residential buildings or structures ancillary to existing residential buildings. Furthermore, the creation of a second dwelling unit in prescribed classes of proposed new residential buildings, including structures ancillary to dwellings.

Transition

Services, other than those described in paragraphs 1 to 10 of subsection 2 (4) of the D.C.A. (i.e. 'soft services') within an existing D.C. by-law can remain in effect, even if the by-law expires, until the earlier of the day the by-law is repealed, the day the municipality passes a C.B.C. by-law under subsection 37 (2) of the *Planning Act*, or the specified date (i.e. September 18, 2022).



Chapter 2

Municipality of Casselman Current D.C. Policy



2. Municipality of Casselman Current D.C. Policy

2.1 By-law Enactment

The Municipality adopted By-law Number 2016-049 on July 1, 2016, which imposed development charges for municipal services. Furthermore, the Municipality enacted a separate by-law (By-law 2018-050) for water and wastewater services on June 27, 2018. The scope this study is concerned with updating By-law 2016-049, will is set to expire on July 1, 2021.

2.2 Services Covered

The following services are included under the By-law 2016-049:

- Roads and Related;
- Fire Protection;
- Parks and Recreation;
- Library; and
- Administration Studies.

2.3 Timing of D.C. Calculation and Payment

Calculation and payment of D.C.s are due and payable at the time of building permit issuance for the development. The By-law also allows the Municipality to enter into alternative payment agreements with owners.

2.4 Indexing

The by-law provides for annual indexing of the charges on the anniversary date of by-law enactment. Table 2-1 provides the charges currently in effect, for residential and non-residential development types, as well as the breakdown of the charges by service.



Table 2-1
Municipality of Casselman
Current Municipal-wide Development Charges (indexed)

Service	Residential				Non-Residential
	Single & Semi Detached	Multiples	Apartments with >= 2 Bedrooms	Apartments with < 2 Bedrooms	per sq.ft.
Road and Related Services	3,313	2,232	1,969	1,252	1.67
Fire Protection Services	1,326	893	789	501	0.66
Parks and Recreation Services	514	346	306	194	0.06
Library Services	315	212	186	119	0.04
Growth-Related Studies	906	610	539	343	0.49
Total	6,374	4,293	3,789	2,409	2.92

2.5 Redevelopment Credits

The by-law provides D.C. credits for residential and non-residential redevelopments equivalent to the dwelling units or floor area demolished or converted. Additional floor area or dwellings created in excess of those demolished or converted at the time of redevelopment, however, are subject to development charges.

2.6 Area to Which the By-law Applies and Exemptions

The Municipality's existing by-laws provides for the following statutory exemptions:

- Industrial additions of up to and including 50% of the existing gross floor area of the building – for industrial additions which exceed 50% of the existing gross floor area, only the portion of the addition in excess of 50% is subject to development charges;
- Land used for Municipal or Board of Education purposes; and
- Residential development that results in only the enlargement of an existing dwelling unit, or that results only in the creation of up to two additional dwelling units (as specified by O.Reg. 82/98).

The D.C. by-laws also provides non-statutory exemptions from payment of D.C.s with respect to:

- Farm building used for bona-fide farm uses;



- Cemetery and burial ground exempt from taxation under S. 3 of the *Assessment Act*, and
- Non-residential accessory use or structure not exceeding 10 square metres of gross floor area.



Chapter 3

Anticipated Development in the Municipality of Casselman



3. Anticipated Development in the Municipality of Casselman

3.1 Requirement of the Act

Chapter 4 provides the methodology for calculating a D.C. as per the D.C.A. Figure 4-1 presents this methodology graphically. It is noted in the first box of the schematic that in order to determine the D.C. that may be imposed, it is a requirement of Section 5 (1) of the D.C.A. that “the anticipated amount, type and location of development, for which development charges can be imposed, must be estimated.”

The growth forecast contained in this chapter (with supplemental tables in Appendix A) provides for the anticipated development for which the Municipality of Casselman will be required to provide services, over a 5-year (mid-2021 to mid-2026), a 10-year (mid-2021 to mid-2031) and buildout (mid-2021 to buildout) time horizon.

3.2 Basis of Population, Household and Non-Residential Gross Floor Area Forecast

The D.C. growth forecast has been derived by Watson. In preparing the growth forecast, the following information sources were consulted to assess the residential and non-residential development potential for the Municipality over the forecast period, including:

- Municipality of Casselman 2018 Development Charges Background Study, Watson & Associates Economists Ltd., April 20, 2018;
- 2006, 2011 and 2016 population, household, and employment Census data;
- Historical residential and non-residential building permit data over the 2011 to 2020 period;
- Residential and non-residential land supply opportunities as provided by the Municipality of Casselman; and
- Discussions with Municipal staff regarding anticipated residential and non-residential development in the Municipality of Casselman.



3.3 Summary of Growth Forecast

A detailed analysis of the residential and non-residential growth forecasts is provided in Appendix A and the methodology employed is illustrated in Figure 3-1. The discussion provided herein summarizes the anticipated growth for the Municipality and describes the basis for the forecast. The results of the residential growth forecast analysis are summarized in Table 3-1 below, and *Schedule 1* in Appendix A.

As identified in Table 3-1 and Appendix A, *Schedule 1*, population in Casselman is anticipated to reach approximately 5,300 by mid-2026, 6,100 by mid-2031 and 7,700 by buildout, resulting in an increase of approximately 1,120, 1,900 and 3,500 persons, respectively.¹

Provided below is a summary of the key assumptions and findings regarding the Municipality's D.C. growth forecast:

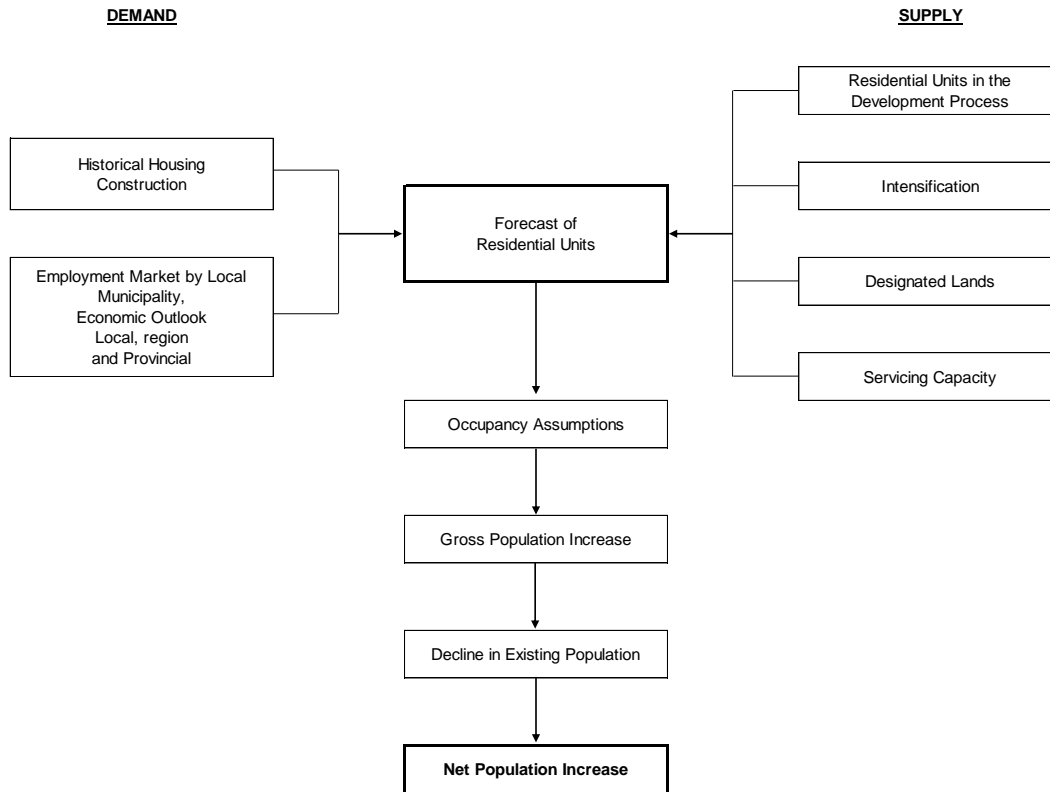
1. Housing Unit Mix (Appendix A – Schedules 1, 6 and 7)

- The housing unit mix for the Municipality was derived from a detailed review of historical development activity (as per Schedule 7), as well as active residential development applications (as per Schedule 6) and discussions with Municipality staff regarding anticipated development trends for Casselman.
- Based on the above indicators, the 2021 to 2031 household growth forecast for the Municipality is comprised of a unit mix of 66% low density units (single detached and semi-detached), 13% medium density (multiples except apartments) and 21% high density (bachelor, 1-bedroom and 2-bedroom apartments).

¹ The population figures used in the calculation of the 2021 D.C. exclude the net Census undercount, which is estimated at approximately 2.7%.



Figure 3-1
Population and Household Forecast Model





**Table 3-1
Municipality of Casselman
Residential Growth Forecast Summary**

	Year	Population (Including Census Undercount) ¹	Excluding Census Undercount			Housing Units					Persons Per Unit (P.P.U.): Total Population/ Total Households
			Population	Institutional Population	Population Excluding Institutional Population	Singles & Semi- Detached	Multiple Dwellings ²	Apartments ³	Other	Total Households	
Historical	<i>Mid 2006</i>	3,380	3,294	139	3,155	930	80	220	20	1,250	2.635
	<i>Mid 2011</i>	3,720	3,626	126	3,500	1,025	180	225	0	1,430	2.536
	<i>Mid 2016</i>	3,640	3,548	113	3,435	1,015	235	175	0	1,425	2.490
Forecast	<i>Mid 2021</i>	4,310	4,197	120	4,077	1,210	255	272	0	1,737	2.416
	<i>Mid 2026</i>	5,460	5,313	155	5,158	1,542	316	373	0	2,231	2.381
	<i>Mid 2031</i>	6,260	6,097	174	5,923	1,770	365	447	0	2,581	2.362
	<i>Buildout⁴</i>	7,912	7,703	251	7,452	2,135	578	580	0	3,293	2.339
Incremental	Mid 2006 - Mid 2011	340	332	-13	345	95	100	5	-20	180	
	Mid 2011 - Mid 2016	-80	-78	-13	-65	-10	55	-50	0	-5	
	Mid 2016 - Mid 2021	670	649	7	642	195	20	97	0	312	
	Mid 2021 - Mid 2026	1,150	1,116	35	1,081	332	61	101	0	494	
	Mid 2021 - Mid 2031	1,950	1,900	54	1,846	560	110	175	0	844	
	Mid 2021 - Buildout⁴	3,602	3,506	131	3,375	925	323	308	0	1,556	

Source: Population and housing forecast based on a review of recent residential development trends and available urban land supply prepared by Watson & Associates Economists Ltd., 2021.

¹ Census undercount estimated at approximately 2.7%. Note: Population including the undercount has been rounded.

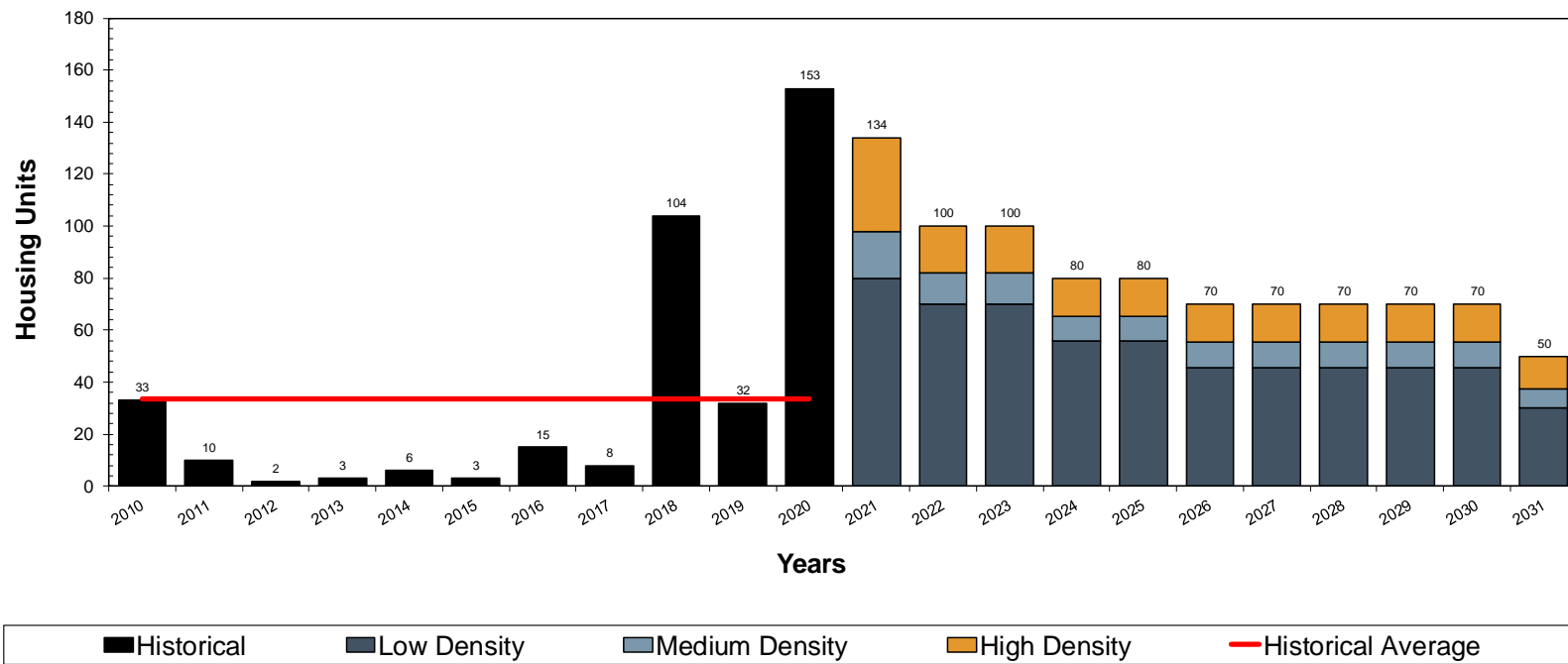
² Includes townhouses and apartments in duplexes.

³ Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

⁴ Buildout is based on inventory of housing units in the development process provided by the Municipality of Casselman updated as of January, 2021.



Figure 3-2
Municipality of Casselman
Annual Housing Forecast



Source: Historical housing activity derived from Statistics Canada building permit data for the Municipality of Casselman, 2007-2017.

¹ Growth forecast represents calendar year.



2. Population in New Housing Units (Appendix A - Schedules 3, 4 and 5)

- The number of housing units to be constructed by 2031 in the Municipality over the forecast period is presented in Figure 3-2. Over the 2021 to 2031 forecast period, the Municipality is anticipated to average 84 new housing units per year.
- Institutional population¹ is anticipated to increase by approximately 54 people between 2021 to 2031.
- Population in new units is derived from Schedules 3, 4, and 5, which incorporate historical development activity, anticipated units (see unit mix discussion) and average persons per unit (P.P.U.) by dwelling type for new units.
- Schedule 8 (low, medium and high-density) summarizes the average P.P.U. assumed for new housing units by age and type of dwelling based on Statistics Canada 2016 custom Census data for the United County of Prescott and Russell. Due to data limitations, the County's P.P.U.s were used, which includes the Municipality, and is outlined in Schedule 8. The total calculated 20-year average P.P.U.s by dwelling type are as follows:
 - Low density: 2.836
 - Medium density: 2.043
 - High density²: 1.629

3. Existing Units and Population Change (Appendix A - Schedules 3, 4 and 5)

- Existing households for mid-2021 are based on the 2016 Census households, plus estimated residential units constructed between mid-2016 and mid-2020, assuming a 6-month lag between construction and occupancy (see Schedule 3).
- The decline in average occupancy levels for existing housing units is calculated in Schedules 3 through 5, by aging the existing population over the forecast period. The forecast population decline in existing households over the 2021 to 2031 forecast period is approximately 250.

¹ Institutional population largely includes special care facilities such as nursing home or residences for senior citizens. A P.P.U. of 1.100 depicts 1-bedroom and 2- or more bedroom units in collective households.

² Includes bachelor, 1-bedroom and 2- or more bedroom apartments.



4. Employment (Appendix A, Schedules 10a, 10b, 10c)

- The employment projections provided herein are largely based on the activity rate method, which is defined as the number of jobs in the Municipality divided by the number of residents. Key employment sectors include primary, industrial, commercial/ population-related, institutional, and work at home, which are considered individually below.
- 2016 employment data¹ (place of work) for the Municipality is outlined in Schedule 10a. The 2016 employment base is comprised of the following sectors:
 - 30 primary (2%);
 - 55 work at home employment (3%);
 - 210 industrial (12%);
 - 890 commercial/population related (52%); and
 - 535 institutional (31%).
- The 2016 employment by usual place of work, including work at home, is 1,715.
- Total employment, including work at home for the Municipality is anticipated to reach approximately 2,500 by mid-2026, 2,870 by 2031 and 3,580 by buildout. This represents an employment increase of approximately 640 for the 5-year forecast period, 1,010 for the 10-year forecast period and 1,730 for the 2021 to buildout forecast period.
- Schedule 10b, Appendix A, summarizes the employment forecast, excluding work at home employment, which is the basis for the D.C. employment forecast. The impact on municipal services from work at home employees has already been included in the population forecast.
- Total employment for the Municipality (excluding work at home employment) is anticipated to reach approximately 2,400 by mid-2026, 2,740 by Mid-2031 and 3,410 by buildout. This represents an employment increase of approximately 610 for the 5-year forecast period, 950 for the 10-year forecast period, and 1,620 for the 2021 to buildout forecast period.

5. Non-Residential Sq.ft. Estimates (G.F.A., Appendix A, Schedule 10b)

- Square footage estimates were calculated in Schedule 10b based on the following employee density assumptions:

¹ 2016 employment is based on Statistics Canada 2016 Place of Work Employment dataset by Watson & Associates Economists Ltd.



- 1,500 sq.ft. per employee for industrial;
- 550 sq.ft. per employee for commercial/population-related; and
- 900 sq.ft. per employee for institutional employment.
- The Municipal-wide incremental non-residential Gross Floor Area (G.F.A.) is anticipated to increase by 642,500 sq.ft. over the 5-year forecast period, 937,900 sq.ft. over the 10-year forecast period and 1.6 million sq.ft. over the 2021 to buildout forecast period.
- In terms of percentage growth, the 10-year incremental G.F.A. forecast by sector is broken down as follows:
 - industrial – 60%;
 - commercial/population-related – 24%; and
 - institutional – 16%.



Chapter 4

The Approach to the Calculation of the Charge



4. The Approach to the Calculation of the Charge

4.1 Introduction

This chapter addresses the requirements of s.s.5(1) of the D.C.A. with respect to the establishment of the need for service which underpins the D.C. calculation. These requirements are illustrated schematically in Figure 4-1.

4.2 Services Potentially Involved

s.s.2 (4) of the D.C.A. sets out the eligible services that can be included in a D.C. By-law as follows:

- Water supply services, including distribution and treatment services.
- Wastewater services, including sewers and treatment services.
- Storm water drainage and control services.
- Services related to a highway.
- Electrical power services.
- Toronto-York subway extension, as defined in subsection 5.1 (1).
- Transit services other than the Toronto-York subway extension.
- Waste diversion services.
- Policing services.
- Fire protection services.
- Ambulance services.
- Library Services.
- Long-term care services.
- Parks and recreation services (but not the acquisition of land for parks).
- Public health services.
- Childcare and early years services.
- Housing services.
- Provincial Offences Act Services.
- Services related to emergency preparedness.
- Services related to airports, but only in the Regional Municipality of Waterloo.
- Additional services as prescribed



In addition to the above eligible services, the D.C.A. also sets out in s.s.7 (3) that a development charge by-law may provide for a class consisting of studies.

Two ineligible costs defined in s.s.5(3) of the D.C.A. are “computer equipment” and “rolling stock with an estimated useful life of (less than) seven years...” In addition, local roads are covered separately under subdivision agreements and related means (as are other local services).

This D.C. Background Study and By-law have been undertaken for all services, except municipal water and wastewater services which are included in the Municipality’s By-law 2018-050. Table 4-1 identifies the potential components within each service category, whether the Municipality provides the service, and whether the service has been included in the proposed D.C. by-law.

4.3 Increase in Need for Service

The D.C. calculation commences with an estimate of “the increase in the need for service attributable to the anticipated development,” for each service to be covered by the by-law. There must be some form of link or attribution between the anticipated development and the estimated increase in the need for service. While the need could conceivably be expressed generally in terms of units of capacity, s.s.5(1)3, which requires that municipal council indicate that it intends to ensure that such an increase in need will be met, suggests that a project-specific expression of need would be most appropriate.



Figure 4-1

The Process of Calculating a Development Charge under the Act that must be followed

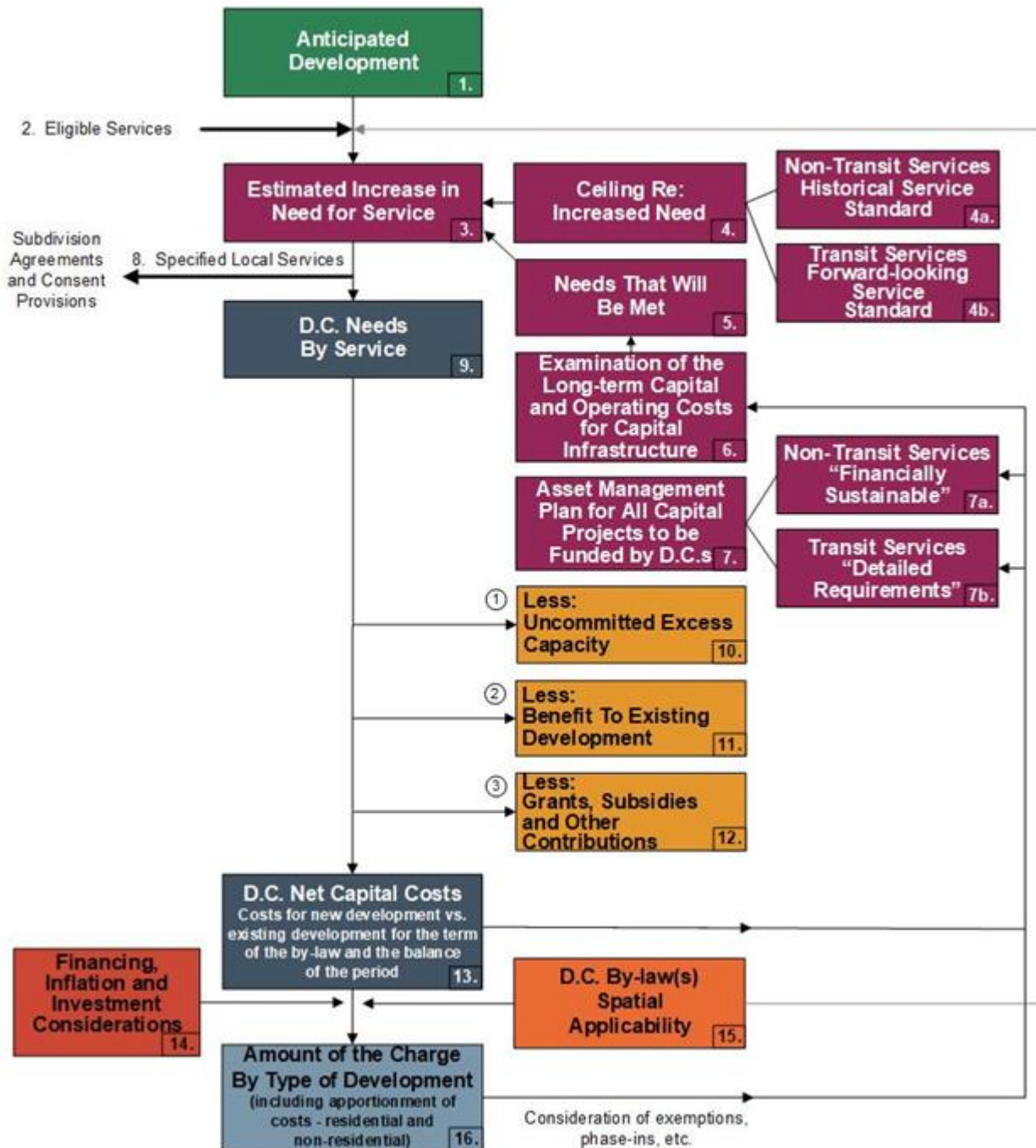




Table 4-1
Categories of Municipal Services to be Addressed as Part of the Calculation

Categories of Municipal Services	Inclusion in the D.C. Calculation	Service Components
1. Services Related to a Highway	Yes Yes Yes No Yes Yes Yes Yes Yes	1.1 Arterial roads 1.2 Collector roads 1.3 Bridges, Culverts and Roundabouts 1.4 Local municipal roads 1.5 Traffic signals 1.6 Sidewalks and streetlights 1.7 Active Transportation 1.8 Works Yard 1.9 Rolling stock ¹
2. Transit Services	n/a n/a	2.1 Transit vehicles ¹ & facilities 2.2 Other transit infrastructure
3. Stormwater Drainage and Control Services	No No No	3.1 Main channels and drainage trunks 3.2 Channel connections 3.3 Retention/detention ponds
4. Fire Protection Services	Yes Yes Yes	4.1 Fire stations 4.2 Fire pumpers, aerials and rescue vehicles ¹ 4.3 Small equipment and gear

¹with 7+ year life time

*same percentage as service component to which it pertains
computer equipment excluded throughout



Categories of Municipal Services	Inclusion in the D.C. Calculation	Service Components
5. Parks and Recreation Services Outdoor Recreation Services (i.e. Parks and Open Space and Indoor Recreation)	Ineligible Yes Yes Yes Yes Yes Yes Yes	5.1 Acquisition of land for parks, woodlots and E.S.A.s 5.2 Development of area municipal parks 5.3 Development of district parks 5.4 Development of municipal-wide parks 5.5 Development of special purpose parks 5.6 Parks rolling stock ¹ and yards 5.7 Arenas, indoor pools, fitness facilities, community centres, etc. (including land) 5.8 Recreation vehicles and equipment ¹
6. Library Services	Yes Yes Yes	6.1 Public library space (incl. furniture and equipment) 6.2 Library vehicles ¹ 6.3 Library materials
7. Electrical Power Services	n/a n/a n/a	7.1 Electrical substations 7.2 Electrical distribution system 7.3 Electrical system rolling stock
9. Wastewater Services	No No No No	9.1 Treatment plants 9.2 Sewage trunks 9.3 Local systems 9.4 Vehicles and equipment ¹
10. Water Supply Services	No No No No	10.1 Treatment plants 10.2 Distribution systems 10.3 Local systems 10.4 Vehicles and equipment ¹
11. Waste Diversion Services	Ineligible Ineligible n/a n/a	11.1 Landfill collection, transfer vehicles and equipment 11.2 Landfills and other disposal facilities 11.3 Waste diversion facilities 11.4 Waste diversion vehicles and equipment ¹

¹with 7+ year life time



Categories of Municipal Services	Inclusion in the D.C. Calculation	Service Components
12. Policing Services	No No No	12.1 Police detachments 12.2 Police rolling stock ¹ 12.3 Small equipment and gear
13. Long-Term Care Services	n/a n/a	13.1 Long-Term Care space 13.2 Vehicles ¹
14. Child Care and early years services	n/a n/a	14.1 Childcare space 14.2 Vehicles ¹
15. Public Health	n/a n/a	15.1 Public Health department space 15.2 Public Health department vehicles ¹
16. Housing Services	n/a	16.1 Social Housing space
17. Provincial Offences Act (P.O.A.)	n/a	17.1 P.O.A. space
18. Social Services	n/a	18.1 Social service space
19. Ambulance Services	n/a n/a	19.1 Ambulance station space 19.2 Vehicles ¹
20. Emergency Preparedness Services	No No	20.1 Emergency Preparedness Space 20.2 Equipment
21. Hospital Provision	Ineligible	21.1 Hospital capital contributions
22. Provision of Headquarters for the General Administration of Municipalities and Area Municipal Boards	Ineligible Ineligible Ineligible	22.1 Office space 22.2 Office furniture 22.3 Computer equipment
23. Other Transportation Services	Ineligible Ineligible	23.1 Ferries 23.2 Airports (in the Regional Municipality of Waterloo). 23.2 (Other)
24. Provision of Cultural, Entertainment and Tourism Facilities and Convention Centres	Ineligible Ineligible Ineligible	24.1 Cultural space (e.g. art galleries, museums and theatres) 24.2 Tourism facilities and convention centres

¹with 7+ year life time



Categories of Municipal Services	Inclusion in the D.C. Calculation	Service Components
25. Other Services	Yes	25.1 Studies in connection with acquiring buildings, rolling stock, materials and equipment, and improving land ² and facilities, including the D.C. background study cost
	No	25.2 Interest on money borrowed to pay for growth-related capital

¹with a 7+ year lifetime

²same percentage as service component to which it pertains

Eligibility for Inclusion in the D.C. Calculation	Description
Yes	Municipality provides the service – service has been included in the D.C. calculation.
No	Municipality provides the service – service has not been included in the D.C. calculation.
n/a	Municipality does not provide the service.
Ineligible	Service is ineligible for inclusion in the D.C. calculation.

4.4 Local Service Policy

Some of the need for services generated by additional development consists of local services related to a plan of subdivision. As such, they will be required as a condition of subdivision agreements or consent conditions. A copy of the Municipality’s Local Service Policy is included in this report as Appendix D.

4.5 Capital Forecast

Paragraph 7 of s.s.5(1) of the D.C.A. requires that, “the capital costs necessary to provide the increased services must be estimated.” The Act goes on to require two potential cost reductions and the Regulation sets out the way in which such costs are to be presented. These requirements are outlined below.



These estimates involve capital costing of the increased services discussed above. This entails costing actual projects or the provision of service units, depending on how each service has been addressed.

The capital costs include:

- a) costs to acquire land or an interest therein (including a leasehold interest);
- b) costs to improve land;
- c) costs to acquire, lease, construct or improve buildings and structures;
- d) costs to acquire, lease or improve facilities, including rolling stock (with a useful life of 7 or more years), furniture and equipment (other than computer equipment), materials acquired for library circulation, reference or information purposes;
- e) interest on money borrowed to pay for the above-referenced costs;
- f) costs to undertake studies in connection with the above-referenced matters; and
- g) costs of the D.C. background study.

In order for an increase in need for service to be included in the D.C. calculation, municipal council must indicate "...that it intends to ensure that such an increase in need will be met" (s.s.5(1)3). This can be done if the increase in service forms part of a Council-approved Official Plan, capital forecast or similar expression of the intention of Council (O.Reg. 82/98 s.3). The capital program contained herein reflects the Municipality's approved and proposed capital budgets, master plans, and other reports presented to Council.

4.6 Treatment of Credits

Section 8 para. 5 of O.Reg. 82/98 indicates that a D.C. background study must set out, "the estimated value of credits that are being carried forward relating to the service." s.s.17 para. 4 of the same Regulation indicates that, "...the value of the credit cannot be recovered from future D.C.s," if the credit pertains to an ineligible service. This implies that a credit for eligible services can be recovered from future D.C.s. As a result, this provision should be made in the calculation, in order to avoid a funding shortfall with respect to future service needs.

The Municipality currently has no outstanding D.C. credit obligations.



4.7 Classes of Services

Section 7 of the D.C.A. states that a D.C. by-law may provide for any D.C. eligible service or the capital costs with respect to those services. Further, a class may be composed of any number or combination of services and may include parts or portions of each D.C. eligible services. With respect to growth-related studies, Section 7(3) of the D.C.A. states that:

“For greater certainty, a development charge by-law may provide for a class consisting of studies in respect of any service listed in subsection 2 (4) whose capital costs are described in paragraphs 5 and 6 of subsection 5 (3).”

These provisions allow for services to be grouped together to create a class for the purposes of the D.C. by-law and D.C. reserve funds. The D.C. calculations and draft by-law provided herein include a class for growth studies. This class is comprised of the following services:

- Growth Studies
 - Roads and Related Services;
 - Fire Protection Services;
 - Parks and Recreation Services; and
 - Library Services.

4.8 Eligible Debt and Committed Excess Capacity

Section 66 of the D.C.A. states that for the purposes of developing a D.C. by-law, a debt incurred with respect to an eligible service may be included as a capital cost, subject to any limitations or reductions in the Act. Similarly, s.18 of O.Reg. 82/98 indicates that debt with respect to an ineligible service may be included as a capital cost, subject to several restrictions.

In order for such costs to be eligible, two conditions must apply. First, they must have funded excess capacity which is able to meet service needs attributable to the anticipated development. Second, the excess capacity must be “committed,” that is, either before or at the time it was created, Council must have expressed a clear intention that it would be paid for by D.C.s or other similar charges. For example, this may have been done as part of previous D.C. processes.



4.9 Existing Reserve Funds

Section 35 of the D.C.A. states that:

“The money in a reserve fund established for a service may be spent only for capital costs determined under paragraphs 2 to 8 of subsection 5(1).”

There is no explicit requirement under the D.C.A. calculation method set out in s.s.5(1) to net the outstanding reserve fund balance as part of making the D.C. calculation; however, s.35 does restrict the way in which the funds are used in future.

The Municipality’s D.C. Reserve Funds balances, by service, are presented in Table 4-2. The 2020 year-end reserve fund balances have been adjusted to account for eligible and actual reserve fund draws and commitments occurring over the 2016-2020 period. These balances have been applied against future spending requirements for all services.

Table 4-2
Municipality of Casselman
Estimated D.C. Reserve Funds Balances (As of December 31, 2020)

Reserve Fund	Totals
Roads and Related	\$ 584,726
Fire	\$ (103,707)
Parks & Recreation	\$ 130,052
Library	\$ 34,177
Growth-related Studies	\$ 144,084
Total	\$ 789,332

4.10 Deductions

The D.C.A. potentially requires that four deductions be made to the increase in the need for service. These relate to:

- the level of service ceiling;
- uncommitted excess capacity;
- benefit to existing development; and
- anticipated grants, subsidies and other contributions;



The requirements behind each of these reductions are addressed as follows:

4.10.1 Reduction Required by Level of Service Ceiling

This is designed to ensure that the increase in need included in 4.3 does “...not include an increase that would result in the level of service (for the additional development increment) exceeding the average level of the service provided in the Municipality over the 10-year period immediately preceding the preparation of the background study...” O.Reg. 82.98 (s.4) goes further to indicate that “...both the quantity and quality of a service shall be taken into account in determining the level of service and the average level of service.”

In many cases, this can be done by establishing a quantity measure in terms of units as floor area, land area or road length per capita and a quality measure, in terms of the average cost of providing such units based on replacement costs, engineering standards or recognized performance measurement systems, depending on circumstances. When the quantity and quality factor are multiplied together, they produce a measure of the level of service, which meets the requirements of the Act, i.e. cost per unit.

With respect to transit services, the changes to the Act as a result of Bill 73 have provided for an alternative method for calculating the services standard ceiling. Transit services must now utilize a forward-looking service standard analysis, described further in Section 5.1.3.

The average service level calculation sheets for each service component in the D.C. calculation are set out in Appendix B.

4.10.2 Reduction for Uncommitted Excess Capacity

Paragraph 5 of s.s.5(1) requires a deduction from the increase in the need for service attributable to the anticipated development that can be met using the Municipality’s “excess capacity,” other than excess capacity which is “committed.”

“Excess capacity” is undefined, but in this case must be able to meet some or all of the increase in need for service, in order to potentially represent a deduction. The deduction of uncommitted excess capacity from the future increase in the need for service would normally occur as part of the conceptual planning and feasibility work



associated with justifying and sizing new facilities, e.g. if a road widening to accommodate increased traffic is not required because sufficient excess capacity is already available, then widening would not be included as an increase in need, in the first instance.

4.10.3 Reduction for Benefit to Existing Development

Section 5(1)6 of the D.C.A. provides that, “The increase in the need for service must be reduced by the extent to which an increase in service to meet the increased need would benefit existing development.” The general guidelines used to consider benefit to existing development included the following:

- the repair or unexpanded replacement of existing assets that are in need of repair;
- an increase in average service level of quantity or quality (compare water as an example);
- the elimination of a chronic servicing problem not created by growth; and
- providing services where none previously existed (generally considered for water or wastewater services).

This step involves a further reduction in the need, by the extent to which such an increase in service would benefit existing development. The level of services cap in 4.9.1 is related but is not the identical requirement. Sanitary, storm and water trunks are highly localized to growth areas and can be more readily allocated in this regard than other services such as services related to a highway, which do not have a fixed service area.

Where existing development has an adequate service level which will not be tangibly increased by an increase in service, no benefit would appear to be involved. For example, where expanding existing library facilities simply replicates what existing residents are receiving, they receive very limited (or no) benefit as a result. On the other hand, where a clear existing service problem is to be remedied, a deduction should be made accordingly.

In the case of services such as recreation facilities, community parks, libraries, etc., the service is typically provided on a municipal-wide system basis. For example, facilities of the same type may provide different services (i.e. leisure pool vs. competitive pool), different programs (i.e. hockey vs. figure skating) and different time availability for the



same service (i.e. leisure skating available on Wednesday in one arena and Thursday in another). As a result, residents will travel to different facilities to access the services they want at the times they wish to use them, and facility location generally does not correlate directly with residence location. Even where it does, displacing users from an existing facility to a new facility frees up capacity for use by others and generally results in only a very limited benefit to existing development. Further, where an increase in demand is not met for a number of years, a negative service impact to existing development is involved for a portion of the planning period.

4.10.4 Reduction for Anticipated Grants, Subsidies and Other Contributions

This step involves reducing the capital costs necessary to provide the increased services by capital grants, subsidies and other contributions (including direct developer contributions required due to the local service policy) made or anticipated by Council and in accordance with various rules such as the attribution between the share related to new vs. existing development (O.Reg. 82.98 s.6). That is, some grants and contributions may not specifically be applicable to growth or where Council targets fundraising as a measure to offset impacts on taxes. Moreover, Gas Tax revenues are typically used to fund non-growth-related works or the non-growth share of D.C. projects, given that the contribution is not being made in respect of particular growth-related capital projects.

4.11 Municipal-wide vs. Area Rating

This step involves determining whether all of the subject costs are to be recovered on a uniform municipal-wide basis or whether some or all are to be recovered on an area-specific basis. Under the amended D.C.A., it is now mandatory to “consider” area-rating of services (providing charges for specific areas and services), however, it is not mandatory to implement area-rating. Further discussion is provided in section 7.3.8.

4.12 Allocation of Development

This step involves relating the costs involved to anticipated development for each period under consideration and using allocations between residential and non-residential



development and between one type of development and another, to arrive at a schedule of charges.



Chapter 5

Development Charge Eligible Cost Analysis by Service



5. Development Charge Eligible Cost Analysis by Service

This chapter outlines the basis for calculating eligible costs for the D.C.s. The services outlined in Section 5.1 apply on a uniform-basis across the Municipality. The required calculation process set out in s.5(1) paragraphs 2 to 7 in the D.C.A. and described in Chapter 4 was followed in determining D.C. eligible costs.

The nature of the capital projects and timing identified in this Chapter reflects Council's current intention. However, over time, the Municipality's projects and Council priorities may change and accordingly, Council's intentions may be modified and different capital projects (and timing) may be required to meet the need for services required by new growth.

5.1 Service Levels and 10-Year Capital Costs for Municipal-Wide D.C. Calculation

This section evaluates the development-related capital requirements for all Municipal-wide services assessed herein over the 10-year forecast period (i.e. 2021-2031). Each service component is evaluated on two format sheets: the average historical 10-year level of service calculation (see Appendix B), which "caps" the D.C. amounts; and the infrastructure cost calculation, which determines the potential D.C. recoverable cost.

5.1.1 Roads & Related Services

The Municipality has a current inventory of 21 kilometres of roads, 11.9 kilometres of sidewalks, and 310 streetlights. In addition to roads, the Municipality's public works department utilizes 12,293 square feet of facility space and operates a fleet of 7 vehicles and equipment. In this regard, a total historical average level of service of \$4,009 per capita has been provided, resulting in a D.C. eligible cap limit of approximately \$7.40 million.

Review of the Municipality's roads and related needs for the forecast period identified \$3.12 million in gross capital costs. These capital needs include various road projects, vehicles and equipment, a 1-bay expansion of the public works garage, and several roads-related studies.



Recognizing the benefit to existing development, \$568,700 has been deducted, and a further \$584,700 has been deducted for existing reserve fund balances. As a result, approximately \$1.96 million in capital needs have been included in the D.C. calculation.

The net growth-related costs for roads and related services have been allocated between future residential and non-residential development on the basis of incremental population to employment growth over the 10-year forecast period (i.e. 66% residential and 34% non-residential).

5.1.2 Fire Protection Services

The Municipality currently operates one fire station with approximately 7,976 sq. ft. of building space. The fire department also has a current inventory of 7 vehicles and 85 pieces of equipment. In total, the inventory of fire protection assets provides a historical average level of service of approximately \$1,316 per capita. The historical level of investment in fire services provides for a maximum D.C. eligible amount over the forecast period of approximately \$2.43 million.

Based on discussions with staff, the Municipality will require funds for a new aerial truck and pick-up truck, and bunker, respiratory, and radio equipment for 10 additional firefighters. Furthermore, anticipated growth-related needs for a new training structure and a fire master plan have been included. The gross capital cost estimates for these items total approximately \$1.74 million. Additionally, approximately \$103,700 has been included to account for the outstanding reserve fund deficit owing for previously unfunded amounts of growth-related capital projects.

Recognizing the benefit to existing development, \$941,000 has been deducted. As a result, approximately \$906,700 in capital needs have been included in the D.C. calculation.

The net growth-related costs for roads and related services have been allocated between future residential and non-residential development on the basis of incremental population to employment growth over the 10-year forecast period (i.e. 66% residential and 34% non-residential).



5.1.3 Parks and Recreation Services

The Municipality currently provides a variety of park amenities including, baseball diamonds, tennis courts, playgrounds, pavilions, and splash pads, and operates 47,000 square feet of indoor recreation facility space. Furthermore, the Municipality operates an inventory consisting of five pieces of equipment and vehicles in maintaining its recreation facilities and parks assets. The Municipality's level of service over the historical 10-year period averaged \$1,992 per capita. In total, the maximum DC-eligible amount for parks and recreation services over the 10-year forecast period is \$3.68 million based on the established level of service standards.

The 10-year capital needs for parks and recreation services have a gross capital cost of approximately \$4.82 million. These capital needs include additional amenities at existing parks, the acquisition of a gymnasium and related equipment at Séfa school, new parks and trails, a storage garage, the expansion of the JR Brisson Complex, and a parks and recreation master plan.

A total of \$350,000 has been deducted to account for post-period benefits of new parks and trails. Deductions of \$1.34 million have been made in recognition of the benefits to existing development. Additionally, approximately \$81,900 has been deducted to account for the share of the Canada Healthy Communities Initiative grant attributable to new development that is anticipated to be received for additional park amenities. Lastly, approximately \$130,100 has been deducted for existing reserve fund balances. As a result, approximately \$2.92 million in capital needs have been included in the D.C. calculation.

As the predominant users of parks and recreation services tend to be residents of the Municipality, the forecast growth-related costs have been allocated 95% to residential development and 5% to non-residential.

5.1.4 Library Services

The Municipality provides library services through one branch where library services and collection materials can be accessed. The library facility space totals 1,820 square feet and contains approximately 20,050 circulation items. The historical level of service for library averages \$233 per capita over the past 10-year period. Based on this service standard, the Municipality would be eligible to collect a maximum of approximately



\$430,200 from development charges for library facility services over the ten year forecast period.

The gross capital cost included in the development charge calculation is approximately \$316,900 over the 10-year forecast period, reflective of additional collection materials that will need to be acquired to maintain existing service levels. A deduction of approximately \$34,200 has been made to account for outstanding reserve fund balances. As a result, approximately \$282,700 in capital needs have been included in the D.C. calculation.

As the predominant users of library services tend to be residents of the Municipality, the forecast growth-related costs have been allocated 95% to residential development and 5% to non-residential.

5.1.5 Growth-Related Studies

The D.C.A. permits the inclusion of studies undertaken to facilitate the completion of the Municipality's capital works program.

The following provides a list of the studies included in the calculations:

- Development Charges Background Studies;
- Official Plan Updates;
- Zoning By-law Reviews;
- Built Heritage Study;
- Municipal Boundary Review/Master Growth Plan;
- Downtown Revitalization Plan; and
- Strategic Plan.

The cost of these studies is \$536,00 of which \$235,000 is attributable to existing benefit. A deduction of approximately \$68,800 has been made for planning related studies to recognize the extent to which the studies relate to non-D.C.-eligible services.

Additionally, the existing reserve fund balance of \$144,100 has been deducted resulting in a net D.C.-eligible cost of \$88,200 to be included in the calculations.

As discussed in Section 4.7, these studies have been allocated as a class of services based on each service to which the study relates in the following manner:



- Roads and Related Services – 38%;
- Fire Protection Services – 12%;
- Parks and Recreation Services – 45%; and
- Library Services – 5%.



Infrastructure Costs Covered in the D.C. Calculation – Roads and Related Services

Prj .No	Increased Service Needs Attributable to Anticipated Development 2021-2031	Timing (year)	Gross Capital Cost Estimate (2021\$)	Post Period Benefit	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
						Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 66%	Non-Residential Share 34%
1	Intersection - Aurele St. & Route 700 (Municipality's Share)		300,000	-	300,000	55,700		244,300	161,238	83,062
2	Principale Street/St. Isidore Road Upgrade & Intersection Improvement (Municipality's Share)	2021-2022	300,000	-	300,000	199,800		100,200	66,132	34,068
3	Road Upgrades to Principale St., Aurele Rd., & Route 700 E		1,417,000	-	1,417,000	263,200		1,153,800	761,508	392,292
4	Pick-up with Plow		150,000	-	150,000	-		150,000	99,000	51,000
5	Backhoe		180,000	-	180,000	-		180,000	118,800	61,200
6	New Snowplow Truck		200,000	-	200,000	-		200,000	132,000	68,000
7	Public Works Garage Expansion (New Bay)		350,000	-	350,000	-		350,000	231,000	119,000
8	New Truck		70,000	-	70,000	-		70,000	46,200	23,800
9	Roads Master Plan		100,000	-	100,000	25,000		75,000	49,500	25,500
10	Traffic Study (Village of Casselman)		50,000	-	50,000	25,000		25,000	16,500	8,500
			-	-	-	-		-	-	-
	Reserve Fund Adjustment		-	-	-	-		(584,726)	(385,919)	(198,807)
	Total		3,117,000	-	3,117,000	568,700	-	1,963,574	1,295,959	667,615



Infrastructure Costs Covered in the D.C. Calculation – Fire Protection Services

Prj .No	Increased Service Needs Attributable to Anticipated Development 2021-2031	Timing (year)	Gross Capital Cost Estimate (2021\$)	Post Period Benefit	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
						Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share 66%	Non- Residential Share 34%
1	New Aerial Truck	2027	1,169,000	-	1,169,000	899,200		269,800	178,068	91,732
2	Provision for Additional Firefighter Bunker Gear (10 Additional Firefighters)		33,000	-	33,000	-		33,000	21,780	11,220
3	Provision for Additional Firefighter Respiratory and Radio Equipment (10 Additional Firefighters)		125,000	-	125,000	-		125,000	82,500	42,500
4	New Pick-up Truck		70,000	-	70,000	-		70,000	46,200	23,800
5	New Training Structure (40 Person Capacity)		300,000	-	300,000	30,000		270,000	178,200	91,800
6	Master Plan - Fire Services		47,000	-	47,000	11,800		35,200	23,232	11,968
			-	-	-	-		-	-	-
	Reserve Fund Adjustment		-	-	-	-		103,707	68,447	35,260
	Total		1,744,000	-	1,744,000	941,000	-	906,707	598,427	308,280



Infrastructure Costs Covered in the D.C. Calculation – Parks and Recreation Services

Prj.No	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2021\$)	Post Period Benefit	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
						Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share	Non-Residential Share
	2021-2031								95%	5%
1	Additional Ammenities in Exising Parks		540,000	-	540,000	359,576	81,859	98,565	93,637	4,928
2	Gymnasium (SÉFA)		85,900	-	85,900	-		85,900	81,605	4,295
3	Equipment for Gymnasium		8,500	-	8,500	-		8,500	8,075	425
4	New Park - Casselman Development (Phase 1)		350,000	-	350,000	-		350,000	332,500	17,500
5	New Park - Casselman Development (Phase 2)		400,000	-	400,000	-		400,000	380,000	20,000
6	New Park - Casselman Development (Phase 3)		400,000	-	400,000	-		400,000	380,000	20,000
7	New Trail - Casselman Development Walking Trail and Public Access to South Nation River		600,000	-	600,000	-		600,000	570,000	30,000
8	New Park - Bourgeois Development		150,000	-	150,000	-		150,000	142,500	7,500
9	New Trail - Brisson Street Recreation Trail		250,000	-	250,000	125,000		125,000	118,750	6,250
10	New Park & Trail - Chantecler		350,000	175,000	175,000	-		175,000	166,250	8,750
11	New Park & Trail - Devcore		350,000	175,000	175,000	-		175,000	166,250	8,750
12	Storage Garage		300,000	-	300,000	199,800		100,200	95,190	5,010
13	JR Brisson Complex Expansion		950,000	-	950,000	632,600		317,400	301,530	15,870
14	Master Plan - Parks & Recreation		87,700	-	87,700	21,900		65,800	62,510	3,290
			-	-	-	-		-	-	-
	Reserve Fund Adjustment		-	-	-	-		(130,052)	(123,549)	(6,503)
	Total		4,822,100	350,000	4,472,100	1,338,876	81,859	2,921,313	2,775,248	146,066



Infrastructure Costs Covered in the D.C. Calculation – Library Services

Prj.No	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2021\$)	Post Period Benefit	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
						Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share	Non-Residential Share
	2021-2031								95%	5%
1	Provision for Collection Materials	2021-2031	316,866	-	316,866	-		316,866	301,023	15,843
			-	-	-	-		-	-	-
	Reserve Fund Adjustment		-	-	-	-		(34,177)	(32,468)	(1,709)
			-	-	-	-		-	-	-
			-	-	-	-		-	-	-
			-	-	-	-		-	-	-
			-	-	-	-		-	-	-
	Total		316,866	-	316,866	-	-	282,689	268,555	14,134



Infrastructure Costs Covered in the D.C. Calculation – Growth-related Studies

Prj.No	Increased Service Needs Attributable to Anticipated Development	Timing (year)	Gross Capital Cost Estimate (2021\$)	Post Period Benefit	Other Deductions (to recognize benefit to non-D.C. services)	Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
							Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development	Total	Residential Share	Non-Residential Share
	2021-2031									66%	34%
1	Development Charge Studies	2021/26	66,000	-		66,000	-		66,000	43,560	22,440
2	Official Plan Review	2022/27	100,000	-	14,628	85,372	50,000		35,372	23,346	12,027
3	Zoning Bylaw Amendment	2021/23/28	100,000	-	14,628	85,372	50,000		35,372	23,346	12,027
4	Built Heritage Study		25,000	-	3,657	21,343	12,500		8,843	5,836	3,007
5	Municipal Boundary Study/Master Growth Plan		150,000	-	21,942	128,058	75,000		53,058	35,018	18,040
6	Downtown Revitalization Plan		25,000	-	3,657	21,343	12,500		8,843	5,836	3,007
7	Strategic Plan		70,000	-	10,239	59,761	35,000		24,761	16,342	8,419
			-	-		-	-		-	-	-
	Reserve Fund Adjustment		-	-		-	-		(144,084)	(95,095)	(48,989)
			-	-		-	-		-	-	-
	Total		536,000	-	68,751	467,249	235,000	-	88,165	58,189	29,976



Chapter 6

D.C. Calculation



6. D.C. Calculation

Table 6-1 presents the D.C. calculation for the municipal-wide services to be imposed on the development in the Municipality over the 10-year forecast period (i.e. 2021-2031). The D.C. eligible costs for each service component were developed in Chapter 5 for all municipal services and classes, based on their proposed capital programs.

For the residential calculations, the total cost is divided by the “gross” (new resident) population to determine the per capita amount. The eligible D.C. cost calculations set out in Chapter 5 are based on the net anticipated population increase (the forecast new unit population less the anticipated decline in existing units). The cost per capita is then multiplied by the average occupancy of the new units to calculate the charge based upon four forms of housing types (single and semi-detached, apartments 2+ bedrooms, apartments bachelor and 1-bedroom, and other multiples).

The non-residential D.C. for all services has been calculated uniformly on a per square foot (sq.ft.) of G.F.A. basis.

Table 6-2 summarizes the calculated schedule of charges, reflecting the maximum D.C.s by residential dwelling type and per sq.ft. of non-residential G.F.A.

Table 6-3 compares the Municipality’s existing municipal-wide charges to the charges proposed herein (Table 6-2), for a single detached residential dwelling unit and per sq.ft. of non-residential G.F.A.

The calculated charges per single-detached dwelling unit are \$6,760, which represents a 6% increase over the current charges of \$6,374. The calculated charges for non-residential development are \$1.25 per sq.ft. of G.F.A., which is a 57% reduction of the current charges of \$2.92 per sq.ft.



Table 6-1
Municipal-Wide D.C. Calculation
2021-2031

SERVICE/CLASS	2021\$ D.C.-Eligible Cost		2021\$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
1. Road and Related Services	\$ 1,295,959	\$ 667,615	\$ 1,774	\$ 0.73
2. Fire Protection Services	598,427	308,280	819	0.34
3. Parks and Recreation Services	2,775,248	146,066	3,799	0.16
4. Library Services	268,555	14,134	368	0.02
TOTAL	\$4,938,188	\$1,136,096	\$6,760	\$1.25
Growth-Related Studies	\$58,189	\$29,976		
D.C.-Eligible Capital Cost	\$4,996,377	\$1,166,072		
10-Year Gross Population/GFA Growth (sq.ft.)	2,096	937,900		
Cost Per Capita/Non-Residential GFA (sq.ft.)	\$2,383.77	\$1.24		
By Residential Unit Type	P.P.U.			
Single and Semi-Detached Dwelling	2.836	\$6,760		
Other Multiples	2.043	\$4,870		
Apartments - 2 Bedrooms +	1.706	\$4,067		
Apartments - Bachelor and 1 Bedroom	1.283	\$3,058		



Table 6-2
Schedule of Calculated D.C.s
(2021\$)

Service/Class of Service	RESIDENTIAL				NON-RESIDENTIAL
	Single and Semi-Detached Dwelling	Other Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	(per sq.ft. of Gross Floor Area)
Municipal Wide Services/Class of Service:					
Road and Related Services	1,754	1,264	1,055	794	0.71
Fire Protection Services	810	584	487	366	0.33
Parks and Recreation Services	3,755	2,705	2,259	1,699	0.16
Library Services	363	261	218	164	0.02
Growth-Related Studies	78	56	47	35	0.03
Total Municipal Wide Services/Class of Services	6,760	4,870	4,066	3,058	1.25

Table 6-3
Comparison of Current and Calculated D.C.s
Per Residential (Single Detached) Dwelling unit and per sq.ft. of non-residential G.F.A.
(2021\$)

Service/Class of Service	Residential (Single Family Detached)		Non-Residential (per Sq.Ft. of G.F.A.)	
	Current	Calculated	Current	Calculated
Municipal Wide Services/Classes:				
Road and Related Services	3,313	1,754	1.67	0.71
Fire Protection Services	1,326	810	0.66	0.33
Parks and Recreation Services	514	3,755	0.06	0.16
Library Services	315	363	0.04	0.02
Growth-Related Studies	906	78	0.49	0.03
Total Municipal Wide Services/Classes	6,374	6,760	2.92	1.25



Chapter 7

D.C. Policy Recommendations and D.C. Policy Rules



7. D.C. Policy Recommendations and D.C. Policy Rules

7.1 Introduction

Subsection 5 (1) 9 states that rules must be developed:

“...to determine if a development charge is payable in any particular case and to determine the amount of the charge, subject to the limitations set out in subsection 6.”

Paragraph 10 of the section goes on to state that the rules may provide for exemptions, phasing in and/or indexing of D.C.s.

Subsection 5 (6) establishes the following restrictions on the rules:

- the total of all D.C.s that would be imposed on anticipated development must not exceed the capital costs determined under 5(1) 2-8 for all services involved;
- if the rules expressly identify a type of development, they must not provide for it to pay D.C.s that exceed the capital costs that arise from the increase in the need for service for that type of development; however, this requirement does not relate to any particular development; and
- if the rules provide for a type of development to have a lower D.C. than is allowed, the rules for determining D.C.s may not provide for any resulting shortfall to be made up via other development.

With respect to “the rules,” section 6 states that a D.C. by-law must expressly address the matters referred to above re subsection 5 (1) paragraphs 9 and 10, as well as how the rules apply to the redevelopment of land.

The rules provided are based on the Municipality’s existing policies; with consideration for the updates from Bill 108 and Bill 197.



7.2 D.C. By-law Structure

It is recommended that:

- the Municipality impose a uniform municipal-wide development charge calculation for all municipal services except for water and wastewater services. Development charges for water and wastewater services will continue to be imposed under By-law 2018-050.

7.3 D.C. By-law Rules

The following subsections set out the recommended rules governing the calculation, payment and collection of D.C.s in accordance with section 6 of the D.C.A.

It is recommended that the following sections provide the basis for the D.C.s.:

7.3.1 Payment in any Particular Case

In accordance with the D.C.A., subsection 2 (2), a D.C. be calculated, payable and collected where the development requires one or more of the following:

- “(a) the passing of a zoning by-law or of an amendment to a zoning by-law under section 34 of the Planning Act;
- (b) the approval of a minor variance under section 45 of the Planning Act;
- (c) a conveyance of land to which a by-law passed under subsection 50 (7) of the Planning Act applies;
- (d) the approval of a plan of subdivision under section 51 of the Planning Act;
- (e) a consent under section 53 of the Planning Act;
- (f) the approval of a description under section 9 of the Condominium Act, 1998; or
- (g) the issuing of a permit under the Building Code Act, 1992 in relation to a building or structure.”



7.3.2 Determination of the Amount of the Charge

The following conventions be adopted:

- 1) Costs allocated to residential uses will be assigned to different types of residential units based on the average occupancy for each housing type constructed during the previous decade. Costs allocated to non-residential uses will be assigned based on the amount of square feet of gross floor area constructed for eligible uses (i.e. industrial, commercial and institutional).
- 2) Costs allocated to residential and non-residential uses are based upon a number of conventions, as may be suited to each municipal circumstance. These are detailed in Chapter 5 herein.

7.3.3 Application to Redevelopment of Land (Demolition and Conversion)

If a development involves the demolition of and replacement of a building or structure on the same site, or the conversion from one principal use to another, the developer shall be allowed a credit equivalent to:

- 1) the number of dwelling units demolished/converted multiplied by the applicable residential D.C. in place at the time the D.C. is payable; and/or
- 2) the gross floor area of the building demolished/converted multiplied by the current non-residential D.C. in place at the time the D.C. is payable.

The demolition credit is allowed only if the land was improved by occupied structures and if the demolition permit related to the site was issued less than five years prior to the issuance of a building permit. The credit can, in no case, exceed the amount of D.C.s that would otherwise be payable.

7.3.4 Exemptions (full or partial)

- a) Statutory exemptions:
 - industrial building additions of up to and including 50% of the existing gross floor area (defined in O.Reg. 82/98, section 1) of the building; for industrial building additions which exceed 50% of the existing gross floor



area, only the portion of the addition in excess of 50% is subject to D.C.s (subsection 4 (3) of the D.C.A.);

- buildings or structures owned by and used for the purposes of any municipality, local board or Board of Education (section 3);
- residential development that results only in the enlargement of an existing dwelling unit, or that results only in the creation of up to two additional dwelling units (based on prescribed limits set out in s. 2 of O. Reg. 82/98); and
- the creation of a second dwelling unit in prescribed classes of proposed new residential buildings, including structures ancillary to dwellings, subject to the prescribed restrictions based on prescribed limits set out in s.2 of O.Reg. 82/98.

b) Non-statutory exemptions:

- the development of a non-residential farm building used for bona fide farm uses;
- a cemetery and burial ground exempt from taxation under s. 3 of the *Assessment Act*; and
- development creating or adding an accessory use or structure not exceeding 10 square metres of non-residential gross floor area.

7.3.5 Phasing in

No provisions for phasing in the D.C. are provided in the D.C. by-law.

7.3.6 Timing of Collection

The D.C.s for all services and classes are payable upon issuance of the first building permit for each dwelling unit, building, or structure, subject to early or late payment agreements entered into by the Municipality and an owner under s.27 of the D.C.A., 1997.

Rental housing and institutional developments will pay D.C.s in six equal annual payments commencing at occupancy. Non-profit housing developments will pay D.C.s in 21 equal annual payments. Moreover, the D.C. amount for all developments occurring within 2 years of a Site Plan or Zoning By-law Amendment planning approval



(for applications submitted after January 1, 2020), shall be determined based on the D.C. in effect on the day of the Site Plan or Zoning By-law Amendment application.

Installment payments and payments determined at the time of Site Plan or Zoning By-law Amendment application will be subject to annual interest charges. The applicable interest rate will be equal to the Bank of Canada Prime Rate plus 2%.

For the purposes of administering the By-law, the following definitions are provided as per O. Reg. 454-19:

“Rental housing” means development of a building or structure with four or more dwelling units all of which are intended for use as rented residential premises.

“Institutional development” means development of a building or structure intended for use,

- a. as a long-term care home within the meaning of subsection 2 (1) of the *Long-Term Care Homes Act, 2007*;
- b. as a retirement home within the meaning of subsection 2 (1) of the *Retirement Homes Act, 2010*;
- c. by any of the following post-secondary institutions for the objects of the institution:
 - i. a university in Ontario that receives direct, regular and ongoing operating funding from the Government of Ontario,
 - ii. a college or university federated or affiliated with a university described in subclause (i), or
 - iii. an Indigenous Institute prescribed for the purposes of section 6 of the *Indigenous Institutes Act, 2017*;
- d. as a memorial home, clubhouse or athletic grounds by an Ontario branch of the Royal Canadian Legion; or
- e. as a hospice to provide end of life care.

“Non-profit housing development” means development of a building or structure intended for use as residential premises by,

- a. a corporation without share capital to which the *Corporations Act* applies, that is in good standing under that Act and whose primary object is to provide housing;



- b. a corporation without share capital to which the *Canada Not-for-profit Corporations Act* applies, that is in good standing under that Act and whose primary object is to provide housing; or
- c. a non-profit housing co-operative that is in good standing under the *Co-operative Corporations Act*.

7.3.7 Indexing

All D.C.s will be subject to mandatory annual indexing on the anniversary date of by-law enactment, in accordance with the Statistics Canada Quarterly, Non-Residential Building Construction Price Index (Table 18-10-0135-01)¹, Ottawa Series, for the most recent year-over-year period.

7.3.8 D.C. Spatial Applicability

As noted earlier, Bill 73 has introduced two new sections where Council must consider the use of area specific charges:

1. Section 2 (9) of the Act now requires a municipality to implement area-specific D.C.s for either specific services which are prescribed and/or for specific municipalities which are to be regulated (note that at this time, no municipalities or services are prescribed by the Regulations).
2. Section 10 (2) c.1 of the D.C.A. requires that “the development charges background study shall include consideration of the use of more than one development charge by-law to reflect different needs for services in different areas.”

In regard to the first item, there are no services or specific municipalities identified in the regulations which must be area-rated. The second item requires Council to consider the use of area-rating.

¹ O. Reg. 82/98 referenced “The Statistics Canada Quarterly, Construction Price Statistics, catalogue number 62-007” as the index source. Since implementation, Statistics Canada has modified this index twice and the above-noted index is the most current. The draft by-law provided herein refers to O. Reg. 82/98 to ensure traceability should this index continue to be modified over time.



The Municipality currently imposes development charges through a Municipal-wide D.C. By-law for needs that are provided through an integrated network basis. The Municipality also imposes development charges through a separate area-specific D.C. By-law applicable to water and wastewater services. It is recommended that this practice be maintained.

7.4 Other D.C. By-law Provisions

It is recommended that:

7.4.1 Categories of Services/Classes for Reserve Fund and Credit Purposes

It is recommended that the Municipality's municipal-wide D.C. collections be contributed into five separate reserve funds including:

- roads and related services;
- fire protection services;
- parks and recreation services;
- library services; and
- growth-related studies (class of service).

7.4.2 By-law In-force Date

The proposed by-laws under D.C.A., 1997 will come into force on July 1, 2021.

7.4.3 Minimum Interest Rate Paid on Refunds and Charged for Inter-Reserve Fund Borrowing

The minimum interest rate is the Bank of Canada rate on the day on which the by-law comes into force (as per section 11 of O. Reg. 82/98).



7.5 Other Recommendations

It is recommended that Council:

“Approve the capital project listing set out in Chapter 5 of the D.C. Background Study dated April 30, 2021, subject to further annual review during the capital budget process;”

“Determine that no further public meeting is required;” and

“Approve the D.C. By-law as set out in Appendix E.”



Chapter 8

Asset Management Plan



8. Asset Management Plan

8.1 Introduction

The D.C.A. (new section 10(c.2)) requires that the background study must include an Asset Management Plan (A.M.P) related to new infrastructure. Section 10 (3) of the D.C.A. provides:

The A.M.P. shall,

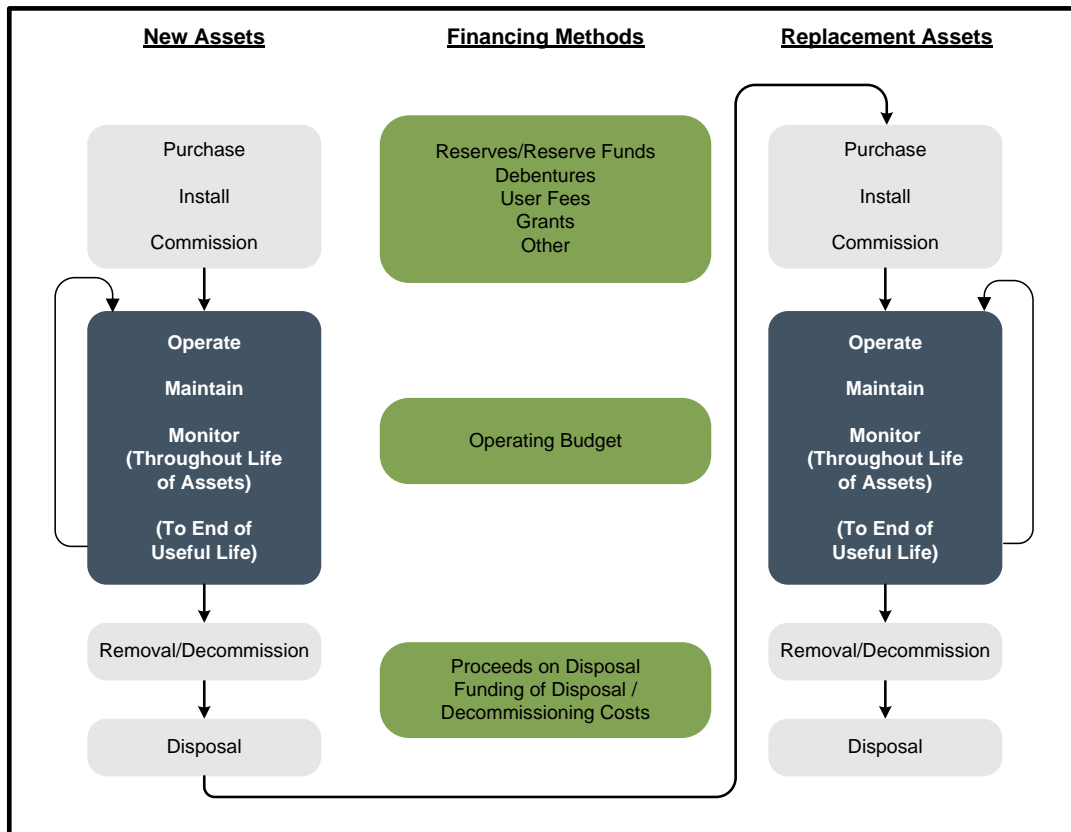
- a) deal with all assets whose capital costs are proposed to be funded under the development charge by-law;**
- b) demonstrate that all the assets mentioned in clause (a) are financially sustainable over their full life cycle;**
- c) contain any other information that is prescribed; and**
- d) be prepared in the prescribed manner.**

At a broad level, the A.M.P. provides for the long-term investment in an asset over its entire useful life along with the funding. The schematic below identifies the costs for an asset through its entire lifecycle. For growth-related works, the majority of capital costs will be funded by the D.C. Non-growth-related expenditures will then be funded from non-D.C. revenues as noted below. During the useful life of the asset, there will be minor maintenance costs to extend the life of the asset along with additional program related expenditures to provide the full services to the residents. At the end of the life of the asset, it will be replaced by non-D.C. financing sources.

In 2012, the Province developed Building Together: Guide for Municipal Asset Management Plans which outlines the key elements for an A.M.P., as follows:

State of local infrastructure: asset types, quantities, age, condition, financial accounting valuation and replacement cost valuation.

Desired levels of service: defines levels of service through performance measures and discusses any external trends or issues that may affect expected levels of service or the municipality's ability to meet them (for example, new accessibility standards, climate change impacts).



Asset management strategy: the asset management strategy is the set of planned actions that will seek to generate the desired levels of service in a sustainable way, while managing risk, at the lowest lifecycle cost.

Financing strategy: having a financial plan is critical for putting an A.M.P. into action. By having a strong financial plan, municipalities can also demonstrate that they have made a concerted effort to integrate the A.M.P. with financial planning and municipal budgeting, and are making full use of all available infrastructure financing tools.

The above provides for the general approach to be considered by Ontario municipalities. At this time, there is not a mandated approach for municipalities hence leaving discretion to individual municipalities as to how they plan for the long-term replacement of their assets. The Municipality completed its A.M.P. in 2014, however, this A.M.P. did not include all the assets identified in this background study. As a result, the asset management requirement for this D.C. Background Study has been undertaken independently of the 2014 A.M.P.



8.2 Asset Management Plan Analysis

In recognition to the above schematic, the following table (presented in 2021\$) has been developed to provide the annualized expenditures and revenues associated with new growth. Note that the D.C.A. does not require an analysis of the non-D.C. capital needs or their associated operating costs so these are omitted from the table below. Furthermore, as only the present infrastructure gap has been considered at this time within the A.M.P., the following does not represent a fiscal impact assessment (including future tax/rate increases) but provides insight into the potential affordability of the new assets:

1. The non-D.C. recoverable portion of the projects which will require financing from Municipality financial resources (i.e. taxation, rates, fees, etc.). This amount has been presented on an annual debt charge amount based on 20-year financing.
2. Lifecycle costs for the D.C. capital works have been presented based on a sinking fund basis. The assets have been considered over their estimated useful lives.
3. Incremental operating costs for the D.C. services (only) have been included.
4. Total incremental costs attributable to the growth-related expenditures (i.e. annual lifecycle costs and incremental operating costs) total approximately \$1.46 million.
5. The resultant total annualized expenditures are approximately \$1.66 million.
6. Consideration was given to the potential new taxation and user fee revenues which will be generated as a result of new growth. These revenues will be available to finance the expenditures above. The new operating revenues are \$3.28 million. This amount, totalled with the existing operating revenues of \$9.15 million, provides annual revenues of \$12.44 million by the end of the period.
7. In consideration of the above, the capital plan is deemed to be financially sustainable.



Table 8-1
Asset Management – Future Expenditures and Associated Revenues (2021\$)

	2031 (Total)
Expenditures (Annualized)	
Annual Debt Payment on Non-Growth Related Capital ¹	\$203,444
Annual Debt Payment on Post Period Capital ²	\$25,754
Annual Lifecycle - Municipal-wide Services	\$325,945
Incremental Operating Costs (for D.C. Services)	\$1,105,367
Total Expenditures	\$1,660,510
Revenue (Annualized)	
Total Existing Revenue ³	\$9,154,554
Incremental Tax and Non-Tax Revenue (User Fees, Fines, Licences, etc.)	\$3,284,135
Total Revenues	\$12,438,689

¹ Non-Growth Related component of Projects including 10%

² Interim Debt Financing for Post Period Benefit

³ As per Sch. 10 of FIR



Chapter 9

By-Law Implementation



9. By-law Implementation

9.1 Public Consultation Process

9.1.1 Introduction

This chapter addresses the mandatory, formal public consultation process (Section 9.1.2), as well as the optional, informal consultation process (Section 9.1.3). The latter is designed to seek the co-operation and participation of those involved, in order to produce the most suitable policy. Section 9.1.4 addresses the anticipated impact of the D.C. on development from a generic viewpoint.

9.1.2 Public Meeting of Council

Section 12 of the D.C.A. indicates that before passing a D.C. by-law, Council must hold at least one public meeting, giving at least 20 clear days' notice thereof, in accordance with the Regulation. Council must also ensure that the proposed by-law and background report are made available to the public at least two weeks prior to the (first) meeting.

Any person who attends such a meeting may make representations related to the proposed by-law.

If a proposed by-law is changed following such a meeting, Council must determine whether a further meeting (under this section) is necessary (i.e. if the proposed by-law which is proposed for adoption has been changed in any respect, Council should formally consider whether an additional public meeting is required, incorporating this determination as part of the final by-law or associated resolution). It is noted that Council's decision regarding additional public meetings, once made, is final and not subject to review by a Court or the Local Planning Appeal Tribunal (L.P.A.T.) (formerly the Ontario Municipal Board (O.M.B.)).

9.1.3 Other Consultation Activity

There are three broad groupings of the public who are generally the most concerned with Municipal D.C. policy:



1. The first grouping is the residential development community, consisting of land developers and builders, who are typically responsible for generating the majority of the D.C. revenues. Others, such as realtors, are directly impacted by D.C. policy. They are, therefore, potentially interested in all aspects of the charge, particularly the quantum by unit type, projects to be funded by the D.C. and the timing thereof, and municipal policy with respect to development agreements, D.C. credits and front-ending requirements.
2. The second public grouping embraces the public at large and includes taxpayer coalition groups and others interested in public policy.
3. The third grouping is the industrial/commercial/institutional development sector, consisting of land developers and major owners or organizations with significant construction plans, such as hotels, entertainment complexes, shopping centres, offices, industrial buildings and institutions. Also involved are organizations such as Industry Associations, the Chamber of Commerce, the Board of Trade and the Economic Development Agencies, who are all potentially interested in municipal D.C. policy. Their primary concern is frequently with the quantum of the charge, gross floor area exclusions such as basements, mechanical or indoor parking areas, or exemptions and phase-in or capping provisions in order to moderate the impact.

9.2 Anticipated Impact of the Charge on Development

The establishment of sound D.C. policy often requires the achievement of an acceptable balance between two competing realities. The first is that high non-residential D.C.s can, to some degree, represent a barrier to increased economic activity and sustained industrial/commercial growth, particularly for capital intensive uses. Also, in many cases, increased residential D.C.s can ultimately be expected to be recovered via higher housing prices and can impact project feasibility in some cases (e.g. rental apartments).

On the other hand, D.C.s or other Municipality capital funding sources need to be obtained in order to help ensure that the necessary infrastructure and amenities are installed. The timely installation of such works is a key initiative in providing adequate service levels and in facilitating strong economic growth, investment, and wealth generation.



9.3 Implementation Requirements

9.3.1 Introduction

Once the Municipality has calculated the charge, prepared the complete background study, carried out the public process, and passed a new by-law, the emphasis shifts to implementation matters.

These include notices, potential appeals and complaints, credits, front-ending agreements, subdivision agreement conditions and finally the collection of revenues and funding of projects.

The sections which follow overview the requirements in each case.

9.3.2 Notice of Passage

In accordance with s.13 of the D.C.A., when a D.C. by-law is passed, the Municipality's clerk shall give written notice of the passing and of the last day for appealing the by-law (the day that is 40 days after the day it was passed). Such notice must be given no later than 20 days after the day the by-law is passed (i.e. as of the day of newspaper publication or the mailing of the notice).

Section 10 of O.Reg. 82/98 further defines the notice requirements which are summarized as follows:

- notice may be given by publication in a newspaper which is (in the Clerk's opinion) of sufficient circulation to give the public reasonable notice, or by personal service, fax or mail to every owner of land in the area to which the by-law relates;
- s.s.10(4) lists the persons/organizations who must be given notice; and
- s.s.10(5) lists the eight items which the notice must cover.

9.3.3 By-law Pamphlet

In addition to the "notice" information, the Municipality must prepare a "pamphlet" explaining each D.C. by-law in force, setting out:

- a description of the general purpose of the D.C.s;



- the “rules” for determining if a charge is payable in a particular case and for determining the amount of the charge;
- the services to which the D.C.s relate; and
- a general description of the general purpose of the Treasurer’s statement and where it may be received by the public.

Where a by-law is not appealed to the L.P.A.T., the pamphlet must be readied within 60 days after the by-law comes into force. Later dates apply to appealed by-laws.

The Municipality must give one copy of the most recent pamphlet without charge, to any person who requests one.

9.3.4 Appeals

Sections 13 to 19 of the D.C.A. set out the requirements relative to making and processing a D.C. by-law appeal and L.P.A.T. Hearing in response to an appeal. Any person or organization may appeal a D.C. by-law to the L.P.A.T. by filing a notice of appeal with the Municipality’s Clerk, setting out the objection to the by-law and the reasons supporting the objection. This must be done by the last day for appealing the by-law, which is 40 days after the by-law is passed.

9.3.5 Complaints

A person required to pay a D.C., or his agent, may complain to the Council imposing the charge that:

- the amount of the charge was incorrectly determined;
- the reduction to be used against the D.C. was incorrectly determined; or
- there was an error in the application of the D.C.

Sections 20 to 25 of the D.C.A. set out the requirements that exist, including the fact that a complaint may not be made later than 90 days after a D.C. (or any part of it) is payable. A complainant may appeal the decision of Council to the L.P.A.T.

9.3.6 Credits

Sections 38 to 41 of the D.C.A. set out a number of credit requirements, which apply where a municipality agrees to allow a person to perform work in the future that relates to a service in the D.C. by-law.



These credits would be used to reduce the amount of D.C.s to be paid. The value of the credit is limited to the reasonable cost of the work which does not exceed the average level of service. The credit applies only to the service to which the work relates, unless the Municipality agrees to expand the credit to other services for which a D.C. is payable.

9.3.7 Front-Ending Agreements

The Municipality and one or more landowners may enter into a front-ending agreement which provides for the costs of a project which will benefit an area in the Municipality to which the D.C. by-law applies. Such an agreement can provide for the costs to be borne by one or more parties to the agreement who are, in turn, reimbursed in future by persons who develop land defined in the agreement.

Part III of the D.C.A. (Sections 44 to 58) addresses front-ending agreements and removes some of the obstacles to their use which were contained in the D.C.A., 1989. Accordingly, the Municipality assesses whether this mechanism is appropriate for its use, as part of funding projects prior to Municipality funds being available.

9.3.8 Severance and Subdivision Agreement Conditions

Section 59 of the D.C.A. prevents a municipality from imposing directly or indirectly, a charge related to development or a requirement to construct a service related to development, by way of a condition or agreement under s.51 or s.53 of the Planning Act, except for:

- “local services, related to a plan of subdivision or within the area to which the plan relates, to be installed or paid for by the owner as a condition of approval under section 51 of the Planning Act;” and
- “local services to be installed or paid for by the owner as a condition of approval under section 53 of the Planning Act.”

It is also noted that s.s.59(4) of the D.C.A. requires that the municipal approval authority for a draft plan of subdivision under s.s.51(31) of the Planning Act, use its power to impose conditions to ensure that the first purchaser of newly subdivided land is informed of all the D.C.s related to the development, at the time the land is transferred.



In this regard, if the municipality in question is a commenting agency, in order to comply with subsection 59(4) of the D.C.A. it would need to provide to the approval authority, information regarding the applicable municipality D.C.s related to the site.

If the municipality is an approval authority for the purposes of section 51 of the Planning Act, it would be responsible to ensure that it collects information from all entities which can impose a D.C.

The most effective way to ensure that purchasers are aware of this condition would be to require it as a provision in a registered subdivision agreement, so that any purchaser of the property would be aware of the charges at the time the title was searched prior to closing a transaction conveying the lands



Appendices



Appendix A

Background Information on Residential and Non- Residential Growth Forecast



Schedule 1 Municipality of Casselman Residential Growth Forecast Summary

	Year	Population (Including Census Undercount) ¹	Excluding Census Undercount			Housing Units					Persons Per Unit (P.P.U.): Total Population/ Total Households
			Population	Institutional Population	Population Excluding Institutional Population	Singles & Semi-Detached	Multiple Dwellings ²	Apartments ³	Other	Total Households	
Historical	<i>Mid 2006</i>	3,380	3,294	139	3,155	930	80	220	20	1,250	2.635
	<i>Mid 2011</i>	3,720	3,626	126	3,500	1,025	180	225	0	1,430	2.536
	<i>Mid 2016</i>	3,640	3,548	113	3,435	1,015	235	175	0	1,425	2.490
Forecast	<i>Mid 2021</i>	4,310	4,197	120	4,077	1,210	255	272	0	1,737	2.416
	<i>Mid 2026</i>	5,460	5,313	155	5,158	1,542	316	373	0	2,231	2.381
	<i>Mid 2031</i>	6,260	6,097	174	5,923	1,770	365	447	0	2,581	2.362
	<i>Buildout⁴</i>	7,912	7,703	251	7,452	2,135	578	580	0	3,293	2.339
Incremental	Mid 2006 - Mid 2011	340	332	-13	345	95	100	5	-20	180	
	Mid 2011 - Mid 2016	-80	-78	-13	-65	-10	55	-50	0	-5	
	Mid 2016 - Mid 2021	670	649	7	642	195	20	97	0	312	
	Mid 2021 - Mid 2026	1,150	1,116	35	1,081	332	61	101	0	494	
	Mid 2021 - Mid 2031	1,950	1,900	54	1,846	560	110	175	0	844	
	Mid 2021 - Buildout⁴	3,602	3,506	131	3,375	925	323	308	0	1,556	

Source: Population and housing forecast based on a review of recent residential development trends and available urban land supply prepared by Watson & Associates Economists Ltd., 2021.

¹ Census undercount estimated at approximately 2.7%. Note: Population including the undercount has been rounded.

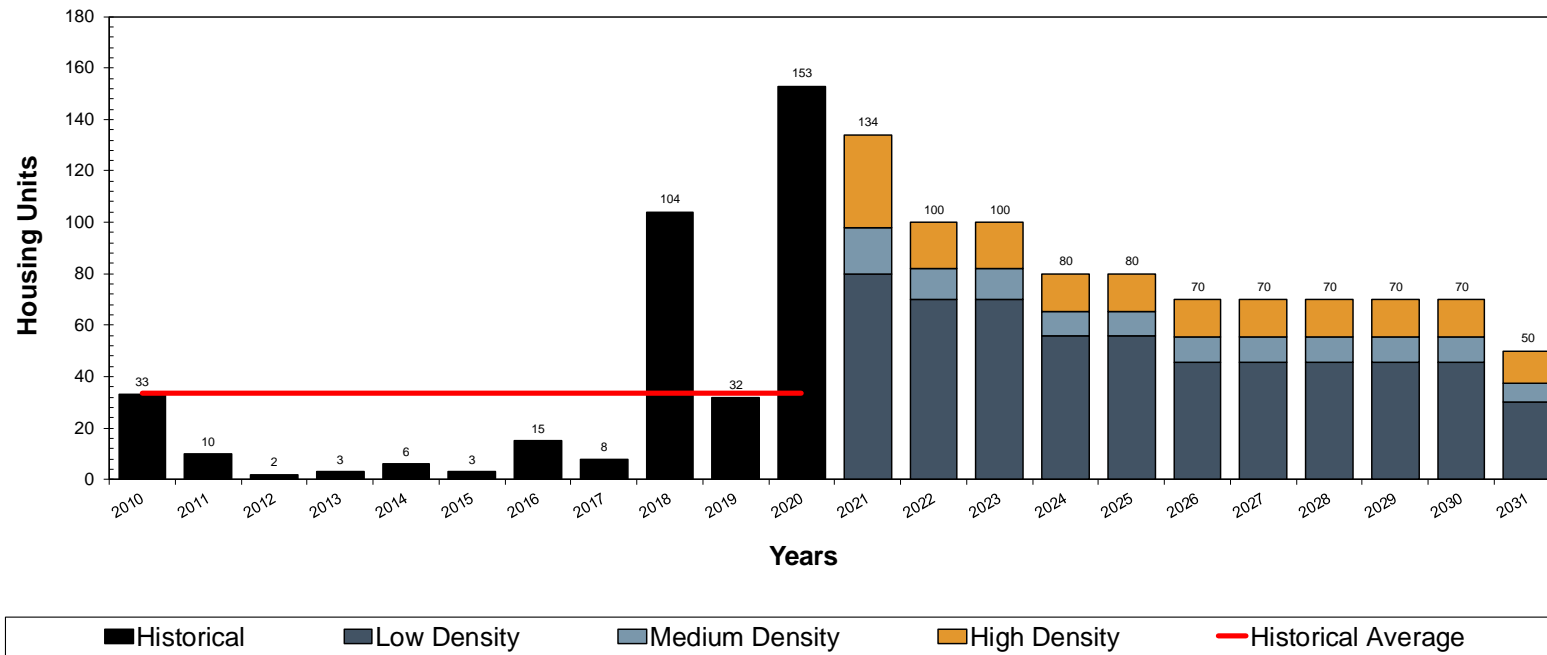
² Includes townhouses and apartments in duplexes.

³ Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

⁴ Buildout is based on inventory of housing units in the development process provided by the Municipality of Casselman updated as of January, 2021.



Figure A-1
Municipality of Casselman
Annual Housing Forecast



Source: Historical housing activity derived from Statistics Canada building permit data for the Municipality of Casselman, 2007-2017.

¹ Growth forecast represents calendar year.



Schedule 2
Municipality of Casselman
Current Year Growth Forecast
Mid 2016 to Mid 2021

		Population
Mid 2016 Population		3,548
Occupants of New Housing Units, Mid 2016 to Mid 2021	<i>Units (2)</i>	312
	<i>multiplied by P.P.U. (3)</i>	2,414
	<i>gross population increase</i>	753
Occupants of New Equivalent Institutional Units, Mid 2016 to Mid 2021	<i>Units</i>	6
	<i>multiplied by P.P.U. (3)</i>	1,100
	<i>gross population increase</i>	6
Decline in Housing Unit Occupancy, Mid 2016 to Mid 2021	<i>Units (4)</i>	1,425
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.077
	<i>total decline in population</i>	-110
Population Estimate to Mid 2021		4,197
<i>Net Population Increase, Mid 2016 to Mid 2021</i>		<i>649</i>

- (1) 2016 population based on Statistics Canada Census unadjusted for Census undercount.
- (2) Estimated residential units constructed, Mid-2016 to the beginning of the growth period assuming a six-month lag between construction and occupancy.
- (3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	2.783	63%	1.739
<i>Multiples (6)</i>	2.478	6%	0.159
<i>Apartments (7)</i>	1.659	31%	0.516
Total		100%	2.414

¹ Based on 2016 Census custom database

² Based on Building permit/completion activity

- (4) 2016 households taken from Statistics Canada Census.
- (5) Decline occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.
- (6) Includes townhouses and apartments in duplexes.
- (7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Note: Numbers may not add to totals due to rounding.



**Schedule 3
Municipality of Casselman
Five Year Growth Forecast
Mid 2021 to Mid 2026**

		Population
Mid 2021 Population		4,197
Occupants of New Housing Units, Mid 2021 to Mid 2026	<i>Units (2)</i>	494
	<i>multiplied by P.P.U. (3)</i>	2,491
	<i>gross population increase</i>	1,231
Occupants of New Equivalent Institutional Units, Mid 2021 to Mid 2026	<i>Units</i>	32
	<i>multiplied by P.P.U. (3)</i>	1,100
	<i>gross population increase</i>	35
Decline in Housing Unit Occupancy, Mid 2021 to Mid 2026	<i>Units (4)</i>	1,737
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.086
	<i>total decline in population</i>	-150
Population Estimate to Mid 2026		5,313
<i>Net Population Increase, Mid 2021 to Mid 2026</i>		<i>1,116</i>

(1) Mid 2021 Population based on:

2016 Population (3,548) + Mid 2016 to Mid 2021 estimated housing units to beginning of forecast period (312 x 2.414 = 753) + (6 x 1.1 = 6) + (1,425 x -0.077 = -110) = 4,197

(2) Based upon forecast building permits/completions assuming a lag between construction and occupancy.

(3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	2.836	67%	1.906
<i>Multiples (6)</i>	2.043	12%	0.252
<i>Apartments (7)</i>	1.629	20%	0.334
<i>one bedroom or less</i>	1.283		
<i>two bedrooms or more</i>	1.706		
Total		100%	2.491

¹ Persons per unit based on adjusted Statistics Canada Custom 2016 Census database.

² Forecast unit mix based upon historical trends and housing units in the development process.

(4) Mid 2021 households based upon 2016 Census (1,425 units) + Mid 2016 to Mid 2021 unit estimate (312 units) = 1,737 units.

(5) Decline occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.

(6) Includes townhouses and apartments in duplexes.

(7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Note: Numbers may not add to totals due to rounding.



**Schedule 4
Municipality of Casselman
10-Year Growth Forecast
Mid 2021 to Mid 2031**

		Population
Mid 2021 Population		4,197
Occupants of New Housing Units, Mid 2021 to Mid 2031	<i>Units (2)</i>	844
	<i>multiplied by P.P.U. (3)</i>	2,483
	<i>gross population increase</i>	2,096
Occupants of New Equivalent Institutional Units, Mid 2021 to Mid 2031	<i>Units</i>	49
	<i>multiplied by P.P.U. (3)</i>	1,100
	<i>gross population increase</i>	54
Decline in Housing Unit Occupancy, Mid 2021 to Mid 2031	<i>Units (4)</i>	1,737
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.144
	<i>total decline in population</i>	-250
Population Estimate to Mid 2031		6,097
Net Population Increase, Mid 2021 to Mid 2031		1,900

(1) Mid 2021 Population based on:

2016 Population (3,548) + Mid 2016 to Mid 2021 estimated housing units to beginning of forecast period (312 x 2.414 = 753) + (6 x 1.1 = 6) + (1,425 x -0.077 = -110) = 4,197

(2) Based upon forecast building permits/completions assuming a lag between construction and occupancy.

(3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	2.836	66%	1.880
<i>Multiples (6)</i>	2.043	13%	0.266
<i>Apartments (7)</i>	1.629	21%	0.337
<i>one bedroom or less</i>	1.283		
<i>two bedrooms or more</i>	1.706		
Total		100%	2.483

¹ Persons per unit based on adjusted Statistics Canada Custom 2016 Census database.

² Forecast unit mix based upon historical trends and housing units in the development process.

(4) Mid 2021 households based upon 2016 Census (1,425 units) + Mid 2016 to Mid 2021 unit estimate (312 units) = 1,737 units.

(5) Decline occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.

(6) Includes townhouses and apartments in duplexes.

(7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Note: Numbers may not add to totals due to rounding.



**Schedule 5
Municipality of Casselman
Buildout Growth Forecast
Early 2020 to Buildout**

		Population
Mid 2021 Population		4,197
Occupants of New Housing Units, Mid 2021 to Buildout	<i>Units (2)</i>	1,556
	<i>multiplied by P.P.U. (3)</i>	2,432
	<i>gross population increase</i>	3,785
Occupants of New Equivalent Institutional Units, Mid 2021 to Buildout	<i>Units</i>	119
	<i>multiplied by P.P.U. (3)</i>	1,100
	<i>gross population increase</i>	131
Decline in Housing Unit Occupancy, Mid 2021 to Buildout	<i>Units (4)</i>	1,556
	<i>multiplied by P.P.U. decline rate (5)</i>	-0.263
	<i>total decline in population</i>	-410
Population Estimate to Buildout		7,703
<i>Net Population Increase, Mid 2021 to Buildout</i>		3,506

(1) Mid 2021 Population based on:

2016 Population (3,548) + Mid 2016 to Mid 2021 estimated housing units to beginning of forecast period (312 x = 753) + (1,425 x -0.073 = -104) = 4,197

(2) Based upon forecast building permits/completions assuming a lag between construction and occupancy.

(3) Average number of persons per unit (P.P.U.) is assumed to be:

Structural Type	Persons Per Unit ¹ (P.P.U.)	% Distribution of Estimated Units ²	Weighted Persons Per Unit Average
<i>Singles & Semi Detached</i>	2.836	59%	1.686
<i>Multiples (6)</i>	2.043	21%	0.424
<i>Apartments (7)</i>	1.629	20%	0.322
<i>one bedroom or less</i>	1.283		
<i>two bedrooms or more</i>	1.706		
Total		100%	2.432

¹ Persons per unit based on Statistics Canada Custom 2016 Census database.

² Forecast unit mix based upon historical trends and housing units in the development process.

(4) Mid 2021 households based upon 1,425 (2016 Census) + 312 (Mid 2016 to Mid 2021 unit estimate) = 1,737

(5) Decline occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.

(6) Includes townhouses and apartments in duplexes.

(7) Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Note: Numbers may not add to totals due to rounding.



Schedule 6a
Municipality of Casselman
Summary of Units in the Development Approvals Process, Vacant Lands Designated for Residential and Intensification Potential

Stage of Development	Density Type			
	Singles & Semi-Detached	Multiples ¹	Apartments ²	Total
Registered Not Built	80	18	36	134
<i>% Breakdown</i>	60%	13%	27%	100%
Draft Plans Approved	214	149	69	432
<i>% Breakdown</i>	50%	34%	16%	100%
Active Applications/Other	366	141	133	640
<i>% Breakdown</i>	57%	22%	21%	100%
Vacant lands designated for Residential	250			250
<i>% Breakdown</i>	100%	0%	0%	100%
Intensification Opportunities	15	15	70	100
<i>% Breakdown</i>	15%	15%	70%	100%
Total	925	323	308	1,556
<i>% Breakdown</i>	59%	21%	20%	100%

Source: Residential Housing Supply provided by the Municipality of Casselman current as of January 2021.

¹ Includes townhomes and apartments in duplexes.

² Includes bachelor, 1 bedroom and 2 bedroom+ apartments.

Note: Please refer to Residential Housing Supply/Demand for additional details.



Schedule 7
Municipality of Casselman
Historical Residential Building Permits
Years 2007 to 2020

Year	Residential Building Permits			
	Singles & Semi Detached	Multiples ¹	Apartments ²	Total
2007	21	0	1	22
2008	20	0	21	41
2009	19	0	17	36
2010	28	0	5	33
2011	9	0	1	10
Average (2007 - 2011)	19	0	9	28
% Breakdown	68.3%	0.0%	31.7%	100.0%
2012	2	0	0	2
2013	3	0	0	3
2014	6	0	0	6
2015	3	0	0	3
2016	1	0	14	15
Sub-total	15	0	14	29
Average (2012 - 2016)	3	0	3	6
% Breakdown	51.7%	0.0%	48.3%	100.0%
2017	8	0	0	8
2018	20	4	80	104
2019	25	4	3	32
2020	141	12	0	153
Sub-total	194	20	83	297
Average (2017 - 2020)	49	5	21	74
% Breakdown	65.3%	6.7%	27.9%	100.0%
2007 - 2020				
Total	161	5	80	468
Average	22	1	10	33
% Breakdown	34.4%	1.1%	17.1%	52.6%

Source: Statistics Canada Publication, 64-001XIB

¹ Includes townhouses and apartments in duplexes.

² Includes bachelor, 1 bedroom and 2 bedroom+ apartments.



Schedule 8b
United Counties of Prescott and Russell
Person Per Unit by Age and Type of Dwelling
(2016 Census)

Age of Dwelling	Singles and Semi-Detached						20 Year Average	20 Year Average Adjusted
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	-	2.057	2.934	4.045	2.783		
6-10	-	-	1.767	3.081	3.774	2.875		
11-15	-	-	1.867	3.129	3.865	2.976		
16-20	-	1.563	1.857	2.835	4.190	2.710	2.836	2.836
20-25	-	-	1.899	2.872	3.676	2.752		
25-35	-	1.765	1.922	2.766	3.872	2.719		
35+	-	1.484	1.859	2.560	3.587	2.434		
Total	0.900	1.584	1.881	2.771	3.773	2.644		

Age of Dwelling	Multiples ¹						20 Year Average	20 Year Average Adjusted
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	-	-	2.829	-	2.478		
6-10	-	-	1.871	2.067	-	2.050		
11-15	-	-	1.769	-	-	1.800		
16-20	-	-	2.080	3.000	-	2.170	2.125	2.043
20-25	-	-	1.800	2.889	-	2.222		
25-35	-	1.231	1.822	2.853	-	2.214		
35+	-	1.041	1.782	2.586	-	1.955		
Total	-	1.156	1.835	2.648	3.308	2.082		

Age of Dwelling	Apartments ²						20 Year Average	20 Year Average Adjusted
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total		
1-5	-	1.182	1.700	-	-	1.659		
6-10	-	1.111	1.655	-	-	1.587		
11-15	-	1.231	1.553	-	-	1.623		
16-20	-	-	1.629	-	-	1.733	1.650	1.629
20-25	-	1.133	1.655	-	-	1.522		
25-35	-	1.237	1.600	-	-	1.465		
35+	-	1.103	1.637	2.806	-	1.538		
Total	-	1.152	1.636	2.788	-	1.560		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	-	1.409	1.897	2.909	4.091	2.591
6-10	-	1.240	1.756	3.010	3.774	2.647
11-15	-	1.440	1.745	3.093	3.972	2.729
16-20	-	1.594	1.802	2.825	4.286	2.500
20-25	-	1.208	1.789	2.847	3.676	2.599
25-35	-	1.356	1.800	2.769	3.879	2.557
35+	-	1.201	1.792	2.572	3.533	2.278
Total	-	1.280	1.796	2.761	3.770	2.466

¹ Includes townhouses and apartments in duplexes.

² Includes bachelor, 1 bedroom and 2 bedroom+ apartments.

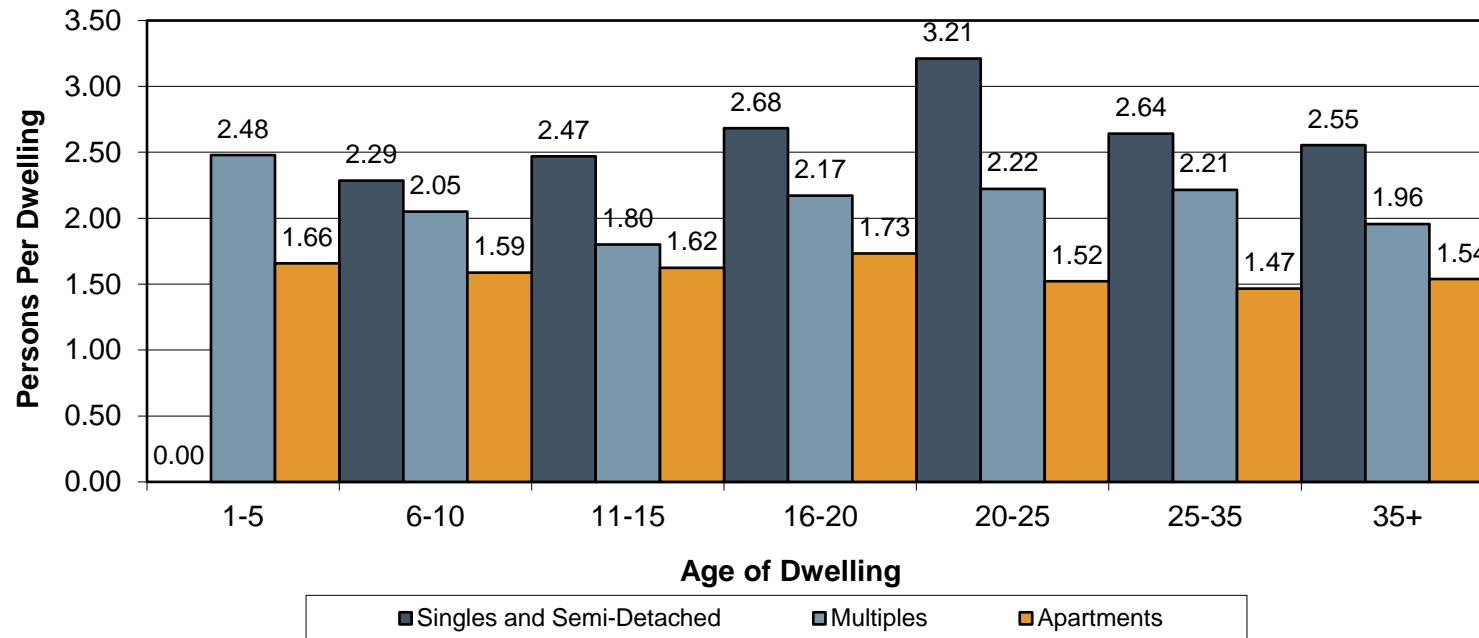
³ Adjusted based on 2001-2016 historical trends.

Note: Does not include Statistics Canada data classified as 'Other'

P.P.U. Not calculated for samples less than or equal to 50 dwelling units, and does not include institutional population.



Schedule 9
Municipality of Casselman
Person Per Unit Structural Type and Age of Dwelling
(2016 Census)



Multiple and Apartment P.P.U.s are based on Prescott and Russell.



Schedule 10a Municipality of Casselman Employment Forecast, 2021 to Buildout

Period	Population	Activity Rate						Employment					
		Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total
Mid 2006	3,294	0.009	0.030	0.056	0.266	0.152	0.513	30	100	185	875	500	1,690
Mid 2011	3,626	0.023	0.007	0.088	0.279	0.168	0.565	85	25	318	1,013	610	2,050
Mid 2016	3,548	0.008	0.016	0.058	0.250	0.151	0.483	30	55	208	888	535	1,715
Mid 2021	4,197	0.007	0.016	0.053	0.222	0.144	0.442	30	65	222	933	606	1,856
Mid 2026	5,313	0.006	0.018	0.097	0.221	0.128	0.470	30	95	517	1,174	681	2,497
Mid 2031	6,097	0.005	0.021	0.098	0.220	0.126	0.470	30	128	600	1,339	770	2,867
Buildout	7,703	0.004	0.022	0.103	0.213	0.123	0.465	30	169	795	1,641	947	3,582
Incremental Change													
Mid 2006 - Mid 2011	332	0.014	-0.023	0.031	0.014	0.016	0.052	55	-75	133	138	110	360
Mid 2011 - Mid 2016	-78	-0.015	0.009	-0.029	-0.029	-0.017	-0.082	-55	30	-110	-125	-75	-335
Mid 2016 - Mid 2021	649	-0.001	0.000	-0.006	-0.028	-0.006	-0.041	0	10	15	46	71	141
Mid 2021 - Mid 2026	1,116	-0.002	0.002	0.044	-0.001	-0.016	0.028	0	30	295	241	75	641
Mid 2021 - Mid 2031	1,900	-0.002	0.005	0.046	-0.003	-0.018	0.028	0	63	378	406	164	1,011
Mid 2021 - Buildout	3,506	-0.003	0.006	0.050	-0.009	-0.021	0.023	0	104	573	708	341	1,726
Annual Average													
Mid 2006 - Mid 2011	66	0.003	-0.005	0.006	0.003	0.003	0.010	11	-15	27	28	22	72
Mid 2011 - Mid 2016	-16	-0.003	0.002	-0.006	-0.006	-0.003	-0.016	-11	6	-22	-25	-15	-67
Mid 2016 - Mid 2021	130	0.000	0.000	-0.001	-0.006	-0.001	-0.008	0	2	3	9	14	28
Mid 2021 - Mid 2026	223	0.000	0.000	0.009	0.000	-0.003	0.006	0	6	59	48	15	128
Mid 2021 - Mid 2031	190	0.000	0.001	0.005	0.000	-0.002	0.003	0	6	38	41	16	101
Mid 2021 - Buildout	140	0.000	0.000	0.002	0.000	-0.001	0.001	0	4	23	28	14	69

Source: Employment forecast based on a review of non-residential development trends and available urban land supply prepared by Watson & Associates Economists Ltd., 2021.

¹ Statistics Canada defines no fixed place of work (N.F.P.O.W.) employees as "persons who do not go from home to the same work place location at the beginning of each shift". Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.



Schedule 10b
Municipality of Casselman
Employment and Gross Floor Area (G.F.A.) Forecast, 2021 to Buildout

Period	Population	Employment					Gross Floor Area in Square Feet (Estimated) ¹			
		Primary	Industrial	Commercial/ Population Related	Institutional	Total	Industrial	Commercial/ Population Related	Institutional	Total
Mid 2006	3,294	30	185	875	500	1,590				
Mid 2011	3,626	85	318	1,013	610	2,025				
Mid 2016	3,548	30	208	888	535	1,660				
Mid 2021	4,197	30	222	933	606	1,791				
Mid 2026	5,313	30	517	1,174	681	2,402				
Mid 2031	6,097	30	600	1,339	770	2,739				
Buildout	7,703	30	795	1,641	947	3,413				
Incremental Change										
Mid 2006 - Mid 2011	332	55	133	138	110	435				
Mid 2011 - Mid 2016	-78	-55	-110	-125	-75	-365				
Mid 2016 - Mid 2021	649	0	15	46	71	131	21,700	25,100	63,900	110,700
Mid 2021 - Mid 2026	1,116	0	295	241	75	611	442,500	132,500	67,500	642,500
Mid 2021 - Mid 2031	1,900	0	378	406	164	948	567,000	223,300	147,600	937,900
Mid 2021 - Buildout	3,506	0	573	708	341	1,622	859,500	389,400	306,900	1,555,800
Annual Average										
Mid 2006 - Mid 2011	66	11	27	28	22	87				
Mid 2011 - Mid 2016	-16	-11	-22	-25	-15	-73				
Mid 2016 - Mid 2021	130	0	3	9	14	26	4,340	5,020	12,780	22,140
Mid 2021 - Mid 2026	223	0	59	48	15	122	88,500	26,500	13,500	128,500
Mid 2021 - Mid 2031	190	0	38	41	16	95	56,700	22,330	14,760	93,790
Mid 2021 - Buildout	140	0	23	28	14	65	34,380	15,576	12,276	62,232

Source: Employment forecast based on a review of non-residential development trends and available urban land supply prepared by Watson & Associates Economists Ltd., 2021.

¹ Square Foot Per Employee Assumptions

Industrial	1,500
Commercial/ Population Related	550
Institutional	900

Note: Numbers may not add to totals due to rounding.



Schedule 11
Municipality of Casselman
Non-Residential Construction Value
Years 2007 to 2016
(000's 2018 \$)

Year	Industrial				Commercial				Institutional				Total			
	New	Improve	Additions	Total	New	Improve	Additions	Total	New	Improve	Additions	Total	New	Improve	Additions	Total
2007	0	0	0	0	1,083	2,460	349	3,891	104	0	0	104	1,186	2,460	349	3,995
2008	0	0	0	0	684	648	570	1,902	0	1	2,850	2,851	684	649	3,420	4,753
2009	5	0	0	5	4,384	1,718	904	7,006	0	54	0	54	4,389	1,772	904	7,065
2010	280	28	390	698	6	755	0	760	0	2,501	0	2,501	285	3,284	390	3,959
2012	166	2	0	168	3,351	1,088	0	4,439	1,286	0	0	1,286	4,804	1,090	0	5,894
2013	0	0	0	0	1,057	586	0	1,643	0	121	0	121	1,057	707	0	1,764
2014	0	0	0	0	0	125	0	125	0	0	0	0	0	125	0	125
2015	0	2	0	2	2,109	55	0	2,164	0	0	0	0	2,109	57	0	2,165
2016	0	0	0	0	6	136	0	142	0	49	0	49	6	185	0	191
Subtotal	451	32	390	872	13,534	7,868	1,823	23,225	1,564	2,726	2,850	7,140	15,549	10,625	5,063	31,238
Percent of Total	52%	4%	45%	100%	58%	34%	8%	100%	22%	38%	40%	100%	50%	34%	16%	100%
Average	150	11	390	218	1,504	787	608	2,323	521	545	2,850	893	1,728	1,063	1,266	3,124
2007 - 2011 Period Total				703				14,712				5,684				21,099
2007 - 2011 Average				141				2,942				1,137				4,220
% Breakdown				3.3%				69.7%				26.9%				100.0%
2012 - 2016 Period Total				170				8,513				1,456				10,139
2012 - 2016 Average				34				1,703				291				2,028
% Breakdown				1.7%				84.0%				14.4%				100.0%
2007 - 2016 Period Total				872				23,225				7,140				31,238
2007 - 2016 Average				87				2,323				714				3,124
% Breakdown				2.8%				74.3%				22.9%				100.0%

Source: Statistics Canada Publication, 64-001-X1B

Note: Inflated to year-end 2017 (January, 2018) dollars using Reed Construction Cost Index



Schedule 12
Municipality of Casselman
Employment to Population Ratio by Major Employment Sector, 2006 to 2016

NAICS		Year			Change		Comments
		2006	2011	2016	06-11	11-16	
Employment by industry							
	Primary Industry Employment						Categories which relate to local land-based resources
11	<i>Agriculture, forestry, fishing and hunting</i>	35	85	30	50	-55	
21	<i>Mining and oil and gas extraction</i>	0	0	0	0	0	
	Sub-total	35	85	30	50	-55	
	Industrial and Other Employment						Categories which relate primarily to industrial land supply and demand
22	<i>Utilities</i>	10	0	0	-10	0	
23	<i>Construction</i>	70	110	35	40	-75	
31-33	<i>Manufacturing</i>	55	20	25	-35	5	
41	<i>Wholesale trade</i>	15	40	15	25	-25	
48-49	<i>Transportation and warehousing</i>	40	135	130	95	-5	
56	<i>Administrative and support</i>	15	13	8	-3	-5	
	Sub-total	205	318	213	113	-105	
	Population Related Employment						Categories which relate primarily to population growth within the municipality
44-45	<i>Retail trade</i>	400	530	380	130	-150	
51	<i>Information and cultural industries</i>	0	10	20	10	10	
52	<i>Finance and insurance</i>	130	45	85	-85	40	
53	<i>Real estate and rental and leasing</i>	10	0	10	-10	10	
54	<i>Professional, scientific and technical services</i>	65	65	45	0	-20	
55	<i>Management of companies and enterprises</i>	0	0	0	0	0	
56	<i>Administrative and support</i>	15	13	8	-3	-5	
71	<i>Arts, entertainment and recreation</i>	65	40	30	-25	-10	
72	<i>Accommodation and food services</i>	170	215	295	45	80	
81	<i>Other services (except public administration)</i>	55	120	85	65	-35	
	Sub-total	910	1,038	958	128	-80	
	Institutional						
61	<i>Educational services</i>	220	260	255	40	-5	
62	<i>Health care and social assistance</i>	260	290	240	30	-50	
91	<i>Public administration</i>	60	60	50	0	-10	
	Sub-total	540	610	545	70	-65	
	Total Employment	1,690	2,050	1,745	360	-305	
	Population	3,294	3,626	3,548	332	-78	
	Employment to Population Ratio						
	Industrial and Other Employment	0.06	0.09	0.06	0.03	-0.03	
	Population Related Employment	0.28	0.29	0.27	0.01	-0.02	
	Institutional Employment	0.16	0.17	0.15	0.00	-0.01	
	Primary Industry Employment	0.01	0.02	0.01	0.01	-0.01	
	Total	0.51	0.57	0.49	0.05	-0.07	

Source: Statistics Canada Employment by Place of Work

Note: 2006-2016 employment figures are classified by North American Industry Classification System (NAICS) Code



Appendix B

Historical Level of Service Calculations



Service: Roads and Related - Roads
 Unit Measure: km of roadways

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Value (\$/km)
Roads	21	21	21	21	21	21	21	21	21	21	\$500,000
Total	21	21	21	21	21	21	21	21	21	21	

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.0060	0.0060	0.0060	0.0061	0.0061	0.0061	0.0061	0.0061	0.0058	0.0057

10 Year Average	2011-2020
Quantity Standard	0.0060
Quality Standard	\$500,100
Service Standard	\$3,001

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$3,001
Eligible Amount	\$5,539,108



Service: Roads and Related - Traffic Signals & Streetlights
 Unit Measure: No. of Traffic Signals & Streetlights

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Value (\$/item)
Streetlights	310	310	310	310	310	310	310	310	310	310	\$1,500
Total	310	310	310	310	310	310	310	310	310	310	

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.0886	0.0885	0.0891	0.0895	0.0898	0.0902	0.0901	0.0901	0.0857	0.0843

10 Year Average	2011-2020
Quantity Standard	0.0886
Quality Standard	\$1,500
Service Standard	\$133

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$133
Eligible Amount	\$245,333



Service: Roads and Related - Facilities
 Unit Measure: sq.ft. of building area

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Bld'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
Salt Dome	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000	\$50	\$59
Public Works Garage Storage	4,050	4,050	4,050	4,050	4,050	4,050	4,050	4,050	4,050	4,050	\$42	\$50
Public Works Garage (Purchased in 2010)	1,614	1,614	1,614	1,614	1,614	1,614	1,614	1,614	1,614	-	\$184	\$206
Old Firehall	-	-	-	-	-	-	-	-	-	4,243	\$325	\$362
Total	9,664	9,664	9,664	9,664	9,664	9,664	9,664	9,664	9,664	12,293		

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	2.7611	2.7596	2.7762	2.7906	2.7979	2.8134	2.8101	2.8093	2.6726	3.3414

10 Year Average	2011-2020
Quantity Standard	2.8332
Quality Standard	\$89
Service Standard	\$253

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$253
Eligible Amount	\$467,112



Service: Roads and Related - Vehicles & Equipment
 Unit Measure: No. of vehicles and equipment

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Value (\$/Vehicle)
Industrial Tractor Model 570 (Case 2006)	1	1	1	1	1	1	1	1	1	1	\$75,300
Case 1995	1	1	1	1	-	-	-	-	-	-	\$52,400
Boom Truck	1	1	1	1	1	1	1	1	1	-	\$37,300
Model C2-42 Tractor	-	-	-	-	-	-	-	-	-	-	\$80,100
GMC Pickup	1	1	1	1	1	1	1	1	1	1	\$22,800
By-Law Enforcement Officer Vehicle	1	1	1	1	1	1	1	1	1	1	\$29,200
Backhoe Model 570 (Case 314)	-	-	-	-	1	1	1	1	1	1	\$101,700
Hot Box	-	-	-	-	1	1	1	1	1	1	\$26,900
Tractor	1	1	-	-	-	-	-	-	-	-	\$23,400
Works Plow	-	-	-	-	-	1	1	1	1	1	\$258,200
Pick-up	-	-	-	-	-	1	1	1	1	1	\$38,900
Total	6	6	5	5	6	8	8	8	8	7	

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.0017	0.0017	0.0014	0.0014	0.0017	0.0023	0.0023	0.0023	0.0022	0.0019

10 Year Average	2011-2020
Quantity Standard	0.0019
Quality Standard	\$61,889
Service Standard	\$118

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$118
Eligible Amount	\$217,071



Service: Fire Protection Services - Facilities
 Unit Measure: sq.ft. of building area

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Bid'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
Old Fire Hall	4,243	4,243	4,243	4,243	4,243	4,243	4,243	4,243	4,243	-	\$122	\$325
New Fire Hall	-	-	-	-	-	-	-	-	-	7,976	\$351	\$409
Total	4,243	4,243	4,243	4,243	4,243	4,243	4,243	4,243	4,243	7,976		

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	1.2123	1.2116	1.2189	1.2252	1.2284	1.2352	1.2338	1.2334	1.1734	2.1680

10 Year Average	2011-2020
Quantity Standard	1.3140
Quality Standard	\$339
Service Standard	\$445

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$445
Eligible Amount	\$821,968



Service: Fire Protection Services - Vehicles & Equipment
 Unit Measure: No. of vehicles

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Value (\$/Vehicle)
Aerial Truck	1	1	1	1	1	1	1	1	1	1	\$1,000,500
2004 International Pump Truck	1	1	1	1	1	1	1	1	1	1	\$500,000
Foam Kit addition to Pumper	1	1	1	1	1	1	1	1	1	1	\$14,400
2007 International Rescue Unit	1	1	1	1	1	1	1	1	1	1	\$293,500
Spill Response Trailer	1	1	1	1	1	1	1	1	1	1	\$18,700
1999 International Tanker Truck	1	1	1	1	1	1	1	1	1	1	\$835,600
First Response Vehicle (SUV)	-	-	-	1	1	1	1	1	1	1	\$70,000
Total	6	6	6	7	7	7	7	7	7	7	

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.0017	0.0017	0.0017	0.0020	0.0020	0.0020	0.0020	0.0020	0.0019	0.0019

10 Year Average	2011-2020
Quantity Standard	0.0019
Quality Standard	\$407,863
Service Standard	\$775

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$775
Eligible Amount	\$1,430,539



Service: Fire Protection Services - Small Equipment and Gear
 Unit Measure: No. of equipment and gear

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Value (\$/item)
RIT Pak											
Self Contained Breathing Apparatus (large)	1	1	1	1	1	1	1	1	1	1	\$8,400
Self Contained Breathing Apparatus (small)	14	14	14	14	14	14	14	14	14	14	\$5,800
SCBA Air Compressor	1	1	1	1	1	1	1	1	1	1	\$60,000
SCBA air bottles (2200 PSI)	60	60	60	60	60	60	60	60	60	-	\$600
SCBA air bottles (4500 PSI)	1	1	1	1	1	1	1	1	1	36	\$1,100
Bunker Gear	26	26	26	26	26	26	26	26	26	26	\$3,300
Airbag System	1	1	1	1	1	1	1	1	1	1	\$8,800
X-tractor Cutter	1	1	1	2	2	2	2	2	2	2	\$9,000
Ram	1	1	1	1	1	1	1	1	1	1	\$8,500
Combination Tool	1	1	1	1	1	1	1	1	1	1	\$11,200
Spreader	1	1	1	1	1	1	1	1	1	1	\$7,500
Ice & Water Rescue Equipment	1	1	1	1	1	1	1	1	1	1	\$10,100
Total	109	109	109	110	110	110	110	110	110	85	

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.0311	0.0311	0.0313	0.0318	0.0318	0.0320	0.0320	0.0320	0.0304	0.0231

10 Year Average	2011-2020
Quantity Standard	0.0307
Quality Standard	\$3,110
Service Standard	\$95

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$95
Eligible Amount	\$176,275



Service: Parkland Amenities
 Unit Measure: No. of parkland amenities

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Value (\$/item)
Ball Diamonds	2	2	2	2	2	2	2	2	2	2	\$150,000
Tennis Courts	2	2	2	2	2	2	2	2	2	2	\$200,000
Playgrounds	4	4	4	4	4	4	4	4	4	5	\$160,000
Pavilion at Ball Fields	1	1	1	1	1	1	1	1	1	1	\$85,000
Pavilion at parc des aînés	1	1	1	1	1	1	1	1	1	1	\$90,000
Splash Pad and Change Room at Richelieu	1	1	1	1	1	1	1	1	1	1	\$250,000
Pavillon parc Optimiste	-	-	-	-	-	-	1	1	1	1	\$65,000
Pavillon parc Doran	-	-	-	-	-	-	1	1	1	1	\$45,000
Pavillon parc Richelieu	-	-	-	-	-	-	1	1	2	2	\$75,000
Total	11	11	11	11	11	11	14	14	15	16	

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.0031	0.0031	0.0032	0.0032	0.0032	0.0032	0.0041	0.0041	0.0041	0.0043

10 Year Average	2011-2020
Quantity Standard	0.0036
Quality Standard	\$148,267
Service Standard	\$534

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$534
Eligible Amount	\$985,321



Service: Recreation Facilities
 Unit Measure: sq.ft. of building area

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Bld'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
JR Brisson Complex	39,837	39,837	39,837	39,837	39,837	39,837	39,837	39,837	39,837	39,837	\$77	\$89
Centre Paul Emile Levesque	7,211	7,211	7,211	7,211	7,211	7,211	7,211	7,211	7,211	7,211	\$165	\$186
CDL	2,000	2,000	2,000	2,000	-	-	-	-	-	-	\$33	\$40
Total	49,048	49,048	49,048	49,048	47,048	47,048	47,048	47,048	47,048	47,048		

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	14.0137	14.0057	14.0902	14.1634	13.6213	13.6967	13.6807	13.6767	13.0111	12.7883

10 Year Average	2011-2020
Quantity Standard	13.6748
Quality Standard	\$103
Service Standard	\$1,406

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$1,406
Eligible Amount	\$2,594,941



Service: Parks & Recreation Vehicles and Equipment
 Unit Measure: No. of vehicles and equipment

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Value (\$/Vehicle)
Zamboni	1	1	1	1	1	1	1	1	1	1	\$90,000
Tractor	-	-	1	1	1	1	1	1	1	1	\$25,000
Ford Ranger Pick-up	1	1	1	1	1	1	1	1	1	1	\$35,000
Chevrolet Pick-up	-	-	-	-	-	-	-	-	1	1	\$35,000
Olympia Resurfacer	-	-	-	-	-	-	-	1	1	1	\$115,000
Total	2	2	3	3	3	3	3	4	5	5	

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.0006	0.0006	0.0009	0.0009	0.0009	0.0009	0.0009	0.0012	0.0014	0.0014

10 Year Average	2011-2020
Quantity Standard	0.0010
Quality Standard	\$53,010
Service Standard	\$53

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$53
Eligible Amount	\$97,856



Service: Library Services - Facilities
 Unit Measure: sq.ft. of building area

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 Bld'g Value (\$/sq.ft.)	Value/sq.ft. with land, site works, etc.
764 Brebeuf St.	1,821	1,821	1,821	1,821	1,821	1,821	1,821	1,821	1,821	1,821	\$95	\$118
Total	1,821	1,821	1,821	1,821	1,821	1,821	1,821	1,821	1,821	1,821		

Population	3,500	3,502	3,481	3,463	3,454	3,435	3,439	3,440	3,616	3,679
Per Capita Standard	0.5203	0.5200	0.5231	0.5258	0.5272	0.5301	0.5295	0.5294	0.5036	0.4950

10 Year Average	2011-2020
Quantity Standard	0.5204
Quality Standard	\$118
Service Standard	\$61

D.C. Amount (before deductions)	10 Year
Forecast Population	1,846
\$ per Capita	\$61
Eligible Amount	\$113,363



Appendix C

Long Term Capital and Operating Cost Examination



Appendix C: Long-Term Capital and Operating Cost Examination

As a requirement of the D.C.A. under subsection 10(2)(c), an analysis must be undertaken to assess the long-term capital and operating cost impacts for the capital infrastructure projects identified within the D.C. As part of this analysis, it was deemed necessary to isolate the incremental operating expenditures directly associated with these capital projects, factor in cost savings attributable to economies of scale or cost sharing where applicable, and prorate the cost on a per unit basis (i.e. sq.ft. of building space, per vehicle, etc.). This was undertaken through a review of the Municipality's 2019 Financial Information Return.

In addition to the operational impacts, over time the initial capital projects will require replacement. This replacement of capital is often referred to as lifecycle cost. By definition, lifecycle costs are all the costs which are incurred during the life of a physical asset, from the time its acquisition is first considered, to the time it is taken out of service for disposal or redeployment. The method selected for lifecycle costing is the sinking fund method which provides that money will be contributed annually and invested, so that those funds will grow over time to equal the amount required for future replacement.

Table C-1 depicts the annual operating impact resulting from the proposed gross capital costs at the time they are all in place. It is important to note that, while municipal program expenditures will increase with growth in population, the costs associated with the new infrastructure (i.e. facilities) would be delayed until the time these works are in place.



Table C-1
Operating and Capital Expenditure Impacts for Future Capital Expenditures

SERVICE/CLASS OF SERVICE	ANNUAL LIFECYCLE EXPENDITURES	ANNUAL OPERATING EXPENDITURES	TOTAL ANNUAL EXPENDITURES
Roads and Related Services	117,426	197,116	314,541
Fire Protection Services	48,018	46,700	94,718
Parks & Recreation Services	162,425	794,931	957,357
Library Services	18,403	66,619	85,022
Growth-Related Studies	-	-	-
Total	346,272	1,105,367	1,451,639



Appendix D

Local Service Policy



Appendix D: Local Service Policy

Some of the need for services generated by additional development consists of local services related to a plan of subdivision. As such, they will be required as a condition of subdivision agreements or consent conditions. The following local service guidelines are proposed to delineate the jurisdiction for capital cost recovery (i.e. local service or D.C.s).

1. Roads and Related

- 1.1 Roads Internal to development - Direct developer responsibility under s.59 of the D.C.A. (as a local service);
- 1.2 Roads (collector and arterial) external to development and oversizing of collector roads internal to development - Include in D.C. calculation to the extent permitted under s.5(1) of the D.C.A. (dependent on local circumstances).

2. Traffic Signals

- 2.1 Traffic signalization within or external to development – Include in D.C. calculation to the extent permitted under s.5(1) of the DCA.

3. Intersection Improvements

- 3.1 New roads (collector and arterial) and road (collector and arterial) improvements – Include as part of road costing noted in item 1, to limits of ROW.
- 3.2 Intersections improvements within specific developments and all works necessary to connect to entrances (private and specific subdivision) to the roadway - Direct developer responsibility under s.59 of D.C.A. (as a local service)
- 3.3 Intersection improvements on other roads due to development growth increasing traffic – Include in D.C. calculation.



4. Streetlights

- 4.1 Streetlights on external roads – Include in Municipal D.C. (linked to collector road funding source in item 1).
- 4.2 Streetlights within specific developments – Direct developer responsibility under s.59 of D.C.A. (as a local service).

5. Sidewalks

- 5.1 Sidewalks on Municipal roads - Linked to collector road funding source in item 1.
- 5.2 Other sidewalks external to development (which are a local service within the area to which the plan relates) - Direct developer responsibility as a local service provision (under s.59 of D.C.A.)

6. Bike Routes/Bike Lanes/Bike Paths/Multi-Use Trails/Naturalized Walkways

- 6.1 Bike routes and bike lanes, within road allowance, external to development – Include in D.C. road costs, consistent with the service standard provisions of the D.C.A., s.5(1).
- 6.2 Bike paths/multi-use trails/naturalized walkways external to development – Include in Municipal DCs consistent with the service standard provisions of the D.C.A., s.5(1).
- 6.3 Bike lanes, within road allowance, internal to development – Direct developer responsibility under s.59 of the D.C.A. (as a local service).

7. Noise Abatement Measures

- 7.1 Internal to Development - Direct developer responsibility through local service provisions (s.59 of D.C.A.)

8. Traffic Control Systems

- 8.1 Include in D.C. calculation.



9. Land Acquisition for Road Allowances

- 9.1 Land Acquisition for arterial roads – Dedication under the Planning Act subdivision provisions (s.51) through development lands; in areas with limited or no development, include in Municipal D.C. (to the extent eligible).
- 9.2 Land Acquisition for collector roads – Dedication under the Planning Act subdivision provision (s.51) through development lands (up to 27 metre right-of-way); in areas with limited or no development, include in Municipal D.C. (to the extent eligible).
- 9.3 Land Acquisition for grade separations (beyond normal dedication requirements) – Include in the Municipal D.C. to the extent eligible.

10. Land Acquisition for Easements

- 10.1 Easement costs external to subdivisions shall be included in D.C. calculation.

11. Storm Water Management

- 11.1 Quality and Quantity Works, direct developer responsibility through local service provisions (s. 59 of D.C.A.).

12. Water

- 12.1 Supply, treatment, pumping stations and works associated with Zone boundaries, external to plan of subdivision, to be included within the D.C.
- 12.2 Watermains external to subdivisions included in the D.C.
- 12.3 Marginal costs of waterworks within the subdivision included in D.C. at greater than 200 mm nominal diameter.
- 12.4 Connections to trunk mains and pumping stations to service specific areas, to be direct developer responsibility.



13. Wastewater

- 13.1 Treatment, and pumping stations shall be included in the D.C.
- 13.2 Sanitary sewers external to subdivisions included in the D.C.
- 13.3 Connections to trunk mains and pumping stations to service specific areas, to be direct developer responsibility.
- 13.4 Marginal costs of sanitary sewer works within the subdivision included in D.C. at greater than 250 mm nominal diameter.



Appendix E

Proposed Development Charges By-law



**THE CORPORATION OF THE MUNICIPALITY OF CASSELMAN
BY-LAW NO. 2021-____**

**BEING A BY-LAW OF THE CORPORATION OF THE MUNICIPALITY OF
CASSELMAN
WITH RESPECT TO DEVELOPMENT CHARGES**

Whereas Section 2(1) of the *Development Charges Act, 1997, S.O. 1997, c. 27* (hereinafter called the Act) enables the Council of a municipality to pass by-laws for the imposition of development charges against land located in the municipality for increased capital costs required because of the increased need for services arising from development in the area to which the by-law applies;

And whereas the Council of the Municipality of Casselman, at its meeting of June 29, 2021, approved a report entitled Municipality of Casselman 2021 Development Charges Background Study;

And whereas the Council has given Notice in accordance with Section 12 of the Development Charges Act, 1997 of its development charges proposal and held a public meeting on May 25, 2021;

And whereas the Council has heard all persons who applied to be heard in objection to, or in support of, the development charges proposal at such public meeting and provided a subsequent period for written communications to be made;

And whereas the Council, in adopting the Municipality of Casselman Development Charges Background Study on June 29, 2021, directed that development charges be imposed on land under development or redevelopment within the geographical limits of the municipality as hereinafter provided.

Now, therefore, the Council of the Corporation of the Municipality of Casselman enacts as follows:

1. DEFINITIONS

In this by-law,

- (1) “accessory” means when used to describe a use, building, or structure, that the use, building, or structure is naturally or normally incidental,



subordinate, and exclusively devoted to a min use, building, or structure located on the same lot therewith;

- (2) “act” means the *Development Charges Act, 1997, S.O. 1997, c. 27, as amended*;
- (3) “apartment dwelling” means a dwelling consisting of four or more dwelling units, which units have a common entrance from street level and common halls and /or stairs, elevators, and yards;
- (4) “bedroom” means any room used or designed or intended for use as sleeping quarters including but not limited to, a den, a study, a family room, or other similar use;
- (5) “bona fide farm uses” means the proposed development that will qualify as a farm business operating with a valid Farm Business Registration Number issued by the Ontario Ministry of Agriculture, Food and Rural Affairs and be assessed in the Farmland Realty Tax Class by the Ontario Property Assessment Corporation;
- (6) “building” means a structure having a roof supported by columns or walls or directly on the foundation and used for the shelter and accommodation of persons, animals, or goods and without liming the foregoing, includes buildings as defined the *Building Code Act*;
- (7) "capital costs" means costs incurred or proposed to be incurred by the municipality or a local board thereof directly or under an agreement,
 - (a) to acquire land or an interest in land,
 - (b) to improve land,
 - (c) to acquire, construct or improve buildings and structures,
 - (d) to acquire, construct or improve facilities including:
 - (i) rolling stock, furniture and equipment with an estimated useful life of seven years or more,
 - (ii) materials acquired for circulation, reference or information purposes by a library board as defined in the *Public Libraries Act, 1984, S. 0, 1984, c. 57*,
 - (iii) furniture and equipment, other than computer equipment,



- (e) to undertake studies in connection with any matter under the Act and any of the matters in clauses (a) to (d), required for the provision of services designated in this by-law within or outside the municipality, including interest on borrowing for those expenditures under clauses (a), (b), (c) and (d) that are growth-related;
- (8) “commercial” means any use of land, structures or buildings for the purposes of buying, renting or selling commodities and services, but does not include industrial or agricultural uses, but does include hotels, motels, motor inns and boarding, lodging and rooming houses;
- (9) “Council” means the Council of the Corporation of the Municipality of Casselman;
- (10) “Demolition permit” means a permit allowing demolition as required by the *Building Code Act*;
- (11) “development” includes redevelopment;
- (12) “development charge” means a charge imposed pursuant to this by-law adjusted in accordance with Section 14;
- (13) “dwelling unit” means a room or group of rooms in a dwelling used or intended to be used as a single independent and separate housekeeping unit containing a kitchen and sanitary facilities for its exclusive use, and has a private entrance from outside the dwelling or from a common hallway or stairway inside the dwelling, but does not include a room or suite of rooms in a hotel or motel;
- (14) “existing” means existing as of the date of the passing of this By-law;
- (15) “grade” means the average level of finished ground adjoining a building at all exterior walls;
- (16) “gross floor area” means the total floor area, measured between the outside of exterior walls or between the outside of exterior walls and the centre line of party walls dividing the building from another building, of all floors above the average level of finished ground adjoining the building at its exterior walls;



- (17) “industrial” means any building used for or in connection with,
- (a) manufacturing, producing, processing, storing, or distributing something and includes a greenhouse;
 - (b) research or development in connection with manufacturing, producing, or processing something;
 - (c) retail sales by a manufacturer, producer or processor of something manufactured, produced or processed, if the retail sales are at the site where the manufacturing, production, or processing takes place; and
 - (d) office for administrative purposes, if carried out with respect to manufacturing, producing, processing, storage, or distribution and in or attached to the building or structure used for that manufacturing, producing, storage, or distribution.
- (18) “institutional development”, for the purposes of Subsection 7(2), means development of a building or structure intended for use:
- (a) as a long-term care home within the meaning of subsection 2 (1) of the Long Term Care Homes Act, 2007;
 - (b) as a retirement home within the meaning of subsection 2 (1) of the Retirement Homes Act, 2010;
 - (c) by any institution of the following post-secondary institutions for the objects of the institution:
 - (i) a university in Ontario that receives direct, regular and ongoing operation funding from the Government of Ontario;
 - (ii) a college or university federated or affiliated with a university described in subclause (i); or
 - (iii) an Indigenous Institute prescribed for the purposes of section 6 of the Indigenous Institute Act, 2017;
 - (d) as a memorial home, clubhouse or athletic grounds by an Ontario branch of the Royal Canadian Legion; or
 - (e) as a hospice to provide end of life care
- (19) “Municipality” means the Corporation of the Municipality of Casselman;



- (20) “non-profit housing development” for the purposes of Subsection 7(3), means development of a building or structure intended for use as residential premises by:
- (a) a corporation without share capital to which the *Corporations Act* applies, that is in good standing under that Act and whose primary objective is to provide housing;
 - (b) a corporation without share capital to which the *Canada Not-for-profit Corporation Act* applies, that is in good standing under that Act and whose primary objective is to provide housing; or
 - (c) a non-profit housing co-operative that is in good standing under the *Co-operative Corporations Act*.
- (21) “non-residential use” means land, buildings, or structures or portions thereof used, or designed or intended for a use other than a residential use;
- (22) “other multiple” means any residential dwelling which is not a single-detached dwelling, a semi-detached dwelling, or an apartment dwelling;
- (23) “place of worship” means that part of a building or structure that is exempt from taxation as a place of worship under the Assessment Act, R.S.O. 1990, Chap. A.31, as amended, or any successor thereof;
- (24) “rental housing” for the purposes of Subsection 7(2), means development of a building or structure with four or more dwelling units all of which are intended for use as rented residential premises;
- (25) “residential use” means land or buildings or structures or part thereof of any kind whatsoever used, designed or intended to be used as a residence for one or more individuals but does not include a hotel or motel;
- (26) “semi-detached dwelling” means the whole of a dwelling divided vertically both above grade and below grade into two separate dwelling units;



- (27) “single-detached dwelling” means a dwelling containing only a dwelling unit, or a dwelling unit and an accessory apartment, and not attached to another structure.

2. SCHEDULE OF DEVELOPMENT CHARGES

- (1) Subject to the provisions of this by-law, development charges against land shall be calculated and collected in accordance with the base rates set out in Schedule "B", which relate to the services set out in Schedule "A".
- (2) The development charge with respect to the use of any land, buildings or structures shall be calculated as follows:
- (a) in the case of residential development, or the residential portions of a mixed-use development, based upon the number and type of dwelling units;
 - (b) in the case of non-residential, or the non-residential portion of a mixed-use development, based upon the gross floor area of such development;
- (3) Council hereby determine that the development of land, buildings or structures for residential or non-residential uses will require the provision, enlargement, expansion, or improvement of the services referenced in Schedule "B".

3. APPLICABLE LANDS

- (1) Subject to Section 6, this by-law applies to all lands in the Municipality, whether or not the land or use is exempt from taxation under Section 3 of the *Assessment Act, 1990, c.A..31*.
- (2) Notwithstanding the provisions of this By-law, development charges shall not be imposed with respect to land that is owned by and used for purposes of:
- (a) Municipality of Casselman, or any local board thereof;
 - (b) United Counties of Prescott and Russell, or any local board thereof;



- (c) a board of education as defined in subsection 1(1) of the *Education Act*; and
- (d) a University that receives regular and ongoing operating funds from the government for the purposes of post-secondary education.

4. APPLICATION OF CHARGES

- (1) Development charges shall be imposed on all lands, buildings, or structures that are developed for residential or non-residential uses if the development requires:
 - (a) the passing of a zoning by-law or of an amendment to a zoning by-law under Section 34 of the *Planning Act*,
 - (b) the approval of a minor variance under Section 45 of the *Planning Act*,
 - (c) a conveyance of land to which a by-law passed under Subsection 50(7) of the *Planning Act* applies;
 - (d) the approval of a plan of subdivision under Section 51 of the *Planning Act*,
 - (e) a consent under Section 53 of the *Planning Act*,
 - (f) the approval of a description under Section 50 of the *Condominium Act, R.S.O. 1990, Chap. C.26, as amended*, or any successor thereof; or
 - (g) the issuing of a permit under the *Building Code Act* in relation to a building or structure.
- (2) Subsection (1) shall not apply in respect of local services as described in s.s.59(2) (a) and (b) of the Act;

5. MULTIPLE CHARGES

- (1) Where two or more of the actions described in Section 4(1) are required before land to which a development charge applies can be developed,



only one development charge shall be calculated and collected in accordance with the provisions of this by-law.

- (2) Notwithstanding Subsection (1), if two or more of the actions described in Section 4(1) occur at different times, and if the subsequent action has the effect of increasing the need for municipal services as designated in Schedule "A", an additional development charge on the additional residential units and/or non-residential gross floor area shall be calculated and collected in accordance with the provisions of this By-law.

6. EXEMPTIONS

- (1) Notwithstanding the provisions of this By-law, development charges shall not be imposed with respect to that category of exempt development described in s.s. 2(3) of the Act, and s.s. 2(1) and 2(2) of O.Reg. 82/98, namely:
 - (a) the enlargement of an existing dwelling unit;
 - (b) the creation of one or two additional dwelling units in an existing single-detached dwelling, or structure ancillary to a single-detached dwelling, provided the total gross floor area of the additional one or two units does not exceed the gross floor area of the existing dwelling unit;
 - (c) the creation of one additional dwelling unit in an existing semi-detached or row dwelling, or structure ancillary to a semi-detached or row dwelling, provided the total gross floor area of the additional one unit does not exceed the gross floor area of the existing dwelling unit;
 - (d) the creation of the greater of one additional dwelling unit or 1% of the existing dwelling units in the building of an existing rental residential building, or structure ancillary to an existing rental residential building; or
 - (e) the creation of one additional dwelling unit in any other type of existing residential building, or structure ancillary to any other type



of existing residential building, provided that the total gross floor area of the additional one unit does not exceed the gross floor area of the smallest dwelling unit already contained in the residential building.

- (2) Notwithstanding the provisions of this By-law, development charges shall not be imposed with respect to that category of exempt development described in s.s. 2(3.1) of the Act, and s.s. 2(3) of O.Reg. 82/98, subject to the following restrictions:

Item	Name of Class of Proposed New Residential Buildings	Description of Class of Proposed New Residential Buildings	Restrictions
1	Proposed new detached dwellings	Proposed new residential buildings that would not be attached to other buildings and that are permitted to contain a second dwelling unit, that being either of the two dwelling units, if the units have the same gross floor area, or the smaller of the dwelling units.	The proposed new detached dwelling must only contain two dwelling units. The proposed new detached dwelling must be located on a parcel of land on which no other detached dwelling, semidetached dwelling or row dwelling would be located.
2	Proposed new semi-detached dwellings or row dwellings	Proposed new residential buildings that would have one or two vertical walls, but no other parts, attached to other buildings and that are permitted to contain a second dwelling unit, that being either of the two dwelling units, if the units have the same gross floor area, or the smaller of the dwelling units.	The proposed new semi-detached dwelling or row dwelling must only contain two dwelling units. The proposed new semi-detached dwelling or row dwelling must be located on a parcel of land on which no other detached dwelling, semi-detached dwelling or row dwelling would be located.



Item	Name of Class of Proposed New Residential Buildings	Description of Class of Proposed New Residential Buildings	Restrictions
3	Proposed new residential buildings that would be ancillary to a proposed new detached dwelling, semi-detached dwelling or row dwelling	Proposed new residential buildings that would be ancillary to a proposed new detached dwelling, semi-detached dwelling or row dwelling and that are permitted to contain a single dwelling unit.	The proposed new detached dwelling, semi-detached dwelling or row dwelling, to which the proposed new residential building would be ancillary, must only contain one dwelling unit. The gross floor area of the dwelling unit in the proposed new residential building must be equal to or less than the gross floor area of the detached dwelling, semi-detached dwelling or row dwelling to which the proposed new residential building is ancillary.

- (3) Notwithstanding the provisions of this By-law, development charges shall not be imposed with respect to that category of exempt development described in in s.4 of the Act, and s.1 of O.Reg. 82/98, namely:
- (a) the enlargement of the gross floor area of an existing industrial building, if the gross floor area is enlarged by 50 percent or less;
 - (b) for the purpose of (a), the terms “gross floor area” and “existing industrial building” shall have the same meaning as those terms have in O.Reg. 82/98 under the Act; and
 - (c) notwithstanding subsection (a), if the gross floor area is enlarged by more than 50 per cent, development charges shall be payable and collected and the amount payable shall be calculated in accordance with s.4(3) of the Act.
- (4) Notwithstanding the provision of this By-law, development charges shall not be imposed with respect to:
- (a) The development of a non-residential farm building used for bona fide farm uses;



- (b) A cemetery and burial ground exempt from taxation under section 3 of the *Assessment Act*; and
- (c) Development creating or adding an accessory use or structure not exceeding 10 square metres of non-residential gross floor area.

7. TIMING OF CALCULATION AND PAYMENT

- (1) Development charges are due and payable in full to the Corporation of the Municipality of Casselman on the date a building permit is issued for any land, buildings, or structures affected by the applicable development charge and a building permit with respect to a building or structure shall be withheld where the applicable development charge has not been paid pursuant to Section 28 of the Act.
- (2) Notwithstanding Subsection 7(1), development charges for rental housing and institutional developments are due and payable in 6 installments commencing with the first installment payable on the date of occupancy, and each subsequent installment, including interest, payable on the anniversary date each year thereafter.
- (3) Notwithstanding Subsection 7(1), development charges for non-profit housing developments are due and payable in 21 installments commencing with the first installment payable on the date of occupancy, and each subsequent installment, including interest, payable on the anniversary date each year thereafter.
- (4) Despite subsections 7(1) to 7(3), Council from time to time, and at any time, may enter into agreements providing for all or any part of a development charge to be paid before or after it would otherwise be payable, in accordance with section 27 of the Act.
- (5) Interest for the purposes of subsections 7(2) to 7(3) shall be determined as the bank of Canada prime lending rate plus 2% on the date of building permit issuance. Notwithstanding the foregoing, the interest rate shall not be less than 0%.



- (6) If the development charge or any part thereof imposed by the Municipality of Casselman remains unpaid after the due date, in the absence of an agreement to address the amount unpaid amount per subsection 7(4), then the amount unpaid shall be added to the tax roll as taxes as prescribed by in Section 32 of the Act.

8. SERVICE STANDARDS

- (1) The approved service standards for the Municipality of Casselman are those contained in the Development Charges Background Study.

9. SERVICES IN LIEU

- (1) Council may authorize an owner, through an agreement under Section 38 of the Act, to substitute the whole or such part of the development charge applicable to the owner's development as may be specified in an agreement by the provision at the sole expense of the owner, of services in lieu. Such agreement shall further specify that where the owner provides services in lieu in accordance with the agreement, Council shall give to the owner a credit against the development charge otherwise applicable to the development, equal to the reasonable cost to the owner of providing the services in lieu, provided such credit shall not exceed the total development charge payable by an owner to the municipality.

10. DEVELOPMENT CHARGE CREDITS

- (1) Where residential space is being converted to non-residential space, the development charge equivalent that would have been payable on the residential space shall be deducted from the charge calculated on the non-residential space being added.
- (2) Where non-residential space is being converted to residential space, the development charge equivalent that would have been payable on the non-residential space shall be deducted from the charge calculated on the residential units being added.
- (3) An owner who has obtained a demolition permit and demolished existing dwelling units or a non-residential building or structure in accordance with



the provisions of *the Building Code Act* shall not be subject to the development charge with respect to the development being replaced, provided that the building permit for the replacement residential units or non-residential building or structure is issued not more than five (5) years after the date of issuance of the demolition permit and provided that any dwelling units or non-residential gross floor area created in excess of what was demolished shall be subject to the development charge imposed under this By-law.

- (4) No redevelopment credit shall be made in excess of the development charge payable for a redevelopment.

11. BY-LAW REGISTRATION

- (1) A certified copy of this by-law may be registered on title to any land to which this by-law applies.

12. RESERVE FUNDS

- (1) Monies received from payment of development charges shall be maintained in a separate reserve funds, and shall be used only to meet the growth-related net capital costs for which the development charge was levied under this by-law.
- (2) Council directs the Treasurer to divide the reserve fund(s) created hereunder into the separate subaccounts in accordance with the service categories set out in Schedule "A" to which the development charge payments shall be credited in accordance with the amounts shown, plus interest earned thereon.
- (3) Where any development charge, or part thereof, remains unpaid after the due date, the amount unpaid shall be added to the tax roll and shall be collected as taxes.
- (4) Where any unpaid development charges are collected as taxes under Subsection (3), the monies so collected shall be credited to the development charge reserve fund or funds referred to in Subsection (1).



- (5) The Treasurer is hereby directed to prepare an annual financial statement for the development charges reserve fund as prescribed under Section 12 of Ontario Regulation 82/98 and to submit the statement for Council's consideration and within 60 days thereafter.

13. BY-LAW AMENDMENT OR REPEAL

- (1) Where this by-law or any development charge prescribed thereunder is amended or repealed by order of the Local Planning Appeals Tribunal or by resolution of the Council, the Treasurer shall calculate forthwith the amount of any overpayment to be refunded as a result of said amendment or repeal.
- (2) Refunds that are required to be paid under Subsection (1) shall be paid to the registered owner of the land on the date on which the refund is paid.
- (3) Refunds that are required to be paid under Subsection (1) shall be paid with interest to be calculated as follows:
 - (a) interest shall be calculated from the date on which the overpayment was collected to the day on which the refund is paid;
 - (b) interest shall be paid at the Bank of Canada rate in effect on the date of enactment of this by-law.

14. DEVELOPMENT CHARGE SCHEDULE INDEXING

- (1) The development charges referred to in Schedule "B" shall be adjusted annually, without amendment to this by-law, on the anniversary date of enactment each year, in accordance with s.7 of O. Reg. 82/98.

15. BY-LAW ADMINISTRATION

- (1) This by-law shall be administered by the Treasurer.

16. SCHEDULES TO THE BY-LAW

- (1) The following schedules to this by-law form an integral part of this by-law:

Schedule "A" – Designated Municipal Services Under this By-law



Schedule "B" – Schedule of Development Charges

17. SEVERABILITY

- (1) If, for any reason, any provision, section, subsection, or paragraph of this by-law is held to be invalid, it is hereby declared to be the intention of Council that all of the remainder of this by-law shall continue in full force and effect until repealed, re-enacted, or amended, in whole or in part or dealt with in any other way.

18. SHORT TITLE

- (1) This by-law may be cited as the Development Charge By-law.

19. DATE BY-LAW EFFECTIVE

- (1) This by-law shall come into force and effect on July 1, 2021.

Read a first, second, and a third time and finally passed this 29th day of June, 2021.

Mayor

Clerk



SCHEDULE "A" TO BY-LAW ____
THE CORPORATION OF THE MUNICIPALITY OF CASSELMAN

Designated Municipal Services/Class of Services Under this By-law

Municipal-wide Services/Class of Services

1. Roads and Related
2. Fire Protection
3. Parks and Recreation
4. Library
5. Growth-Related Studies (class of service)



SCHEDULE “B” TO BY-LAW ____
THE CORPORATION OF THE MUNICIPALITY OF CASSELMAN

Schedule of Development Charges

Service/Class of Service	RESIDENTIAL				NON-RESIDENTIAL
	Single and Semi-Detached Dwelling	Other Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	(per sq.ft. of Gross Floor Area)
Municipal Wide Services/Class of Service:					
Road and Related Services	1,754	1,264	1,055	794	0.71
Fire Protection Services	810	584	487	366	0.33
Parks and Recreation Services	3,755	2,705	2,259	1,699	0.16
Library Services	363	261	218	164	0.02
Growth-Related Studies	78	56	47	35	0.03
Total Municipal Wide Services/Class of Services	6,760	4,870	4,066	3,058	1.25