



# Chapter 4

## The Approach to the Calculation of the Charge



## 4. The Approach to the Calculation of the Charge

### 4.1 Introduction

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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

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Table 4-1 lists the full range of municipal service categories which are provided within the County.

A number of these services are defined in s.s.2(4) of the D.C.A. as being ineligible for inclusion in D.C.s. These are shown as “ineligible” on Table 4-1. 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). Services which are potentially eligible for inclusion in the County’s D.C. are indicated with a “Yes.”

### 4.3 Increase in the Need for Service

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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 County 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

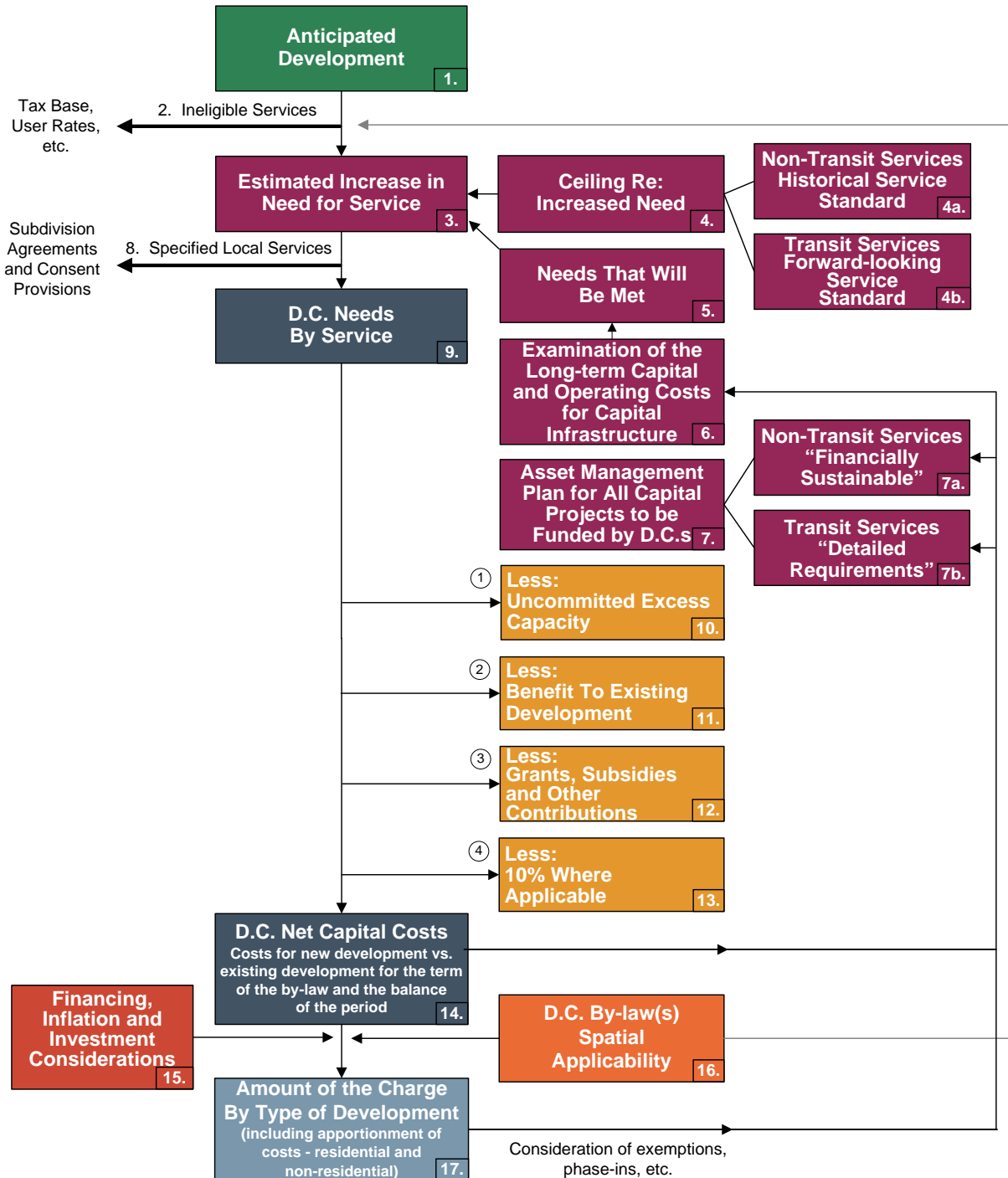




Table 4-1  
Categories of Municipal Services to be Addressed as Part of the Calculation

Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
1. Services Related to a Highway	Yes	1.1 Arterial roads	100
	Yes	1.2 Collector roads	100
	Yes	1.3 Bridges, Culverts and Roundabouts	100
	No	1.4 Local municipal roads	0
	Yes	1.5 Traffic signals	100
	Yes	1.6 Sidewalks and streetlights	100
	Yes	1.7 Active Transportation	100
2. Other Transportation Services	n/a	2.1 Transit vehicles <sup>1</sup> & facilities	100
	n/a	2.2 Other transit infrastructure	100
	n/a	2.3 Municipal parking spaces - indoor	90
	n/a	2.4 Municipal parking spaces - outdoor	90
	Yes	2.5 Works Yards	100
	Yes	2.6 Rolling stock <sup>1</sup>	100
	n/a	2.7 Ferries	90
	No	2.8 Airport	90
3. Stormwater Drainage and Control Services	n/a	3.1 Main channels and drainage trunks	100
	n/a	3.2 Channel connections	100
	n/a	3.3 Retention/detention ponds	100
4. Fire Protection Services	n/a	4.1 Fire stations	100
	n/a	4.2 Fire pumpers, aerials and rescue vehicles <sup>1</sup>	100
	n/a	4.3 Small equipment and gear	100

<sup>1</sup>with 7+ year life time

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



Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
5. Outdoor Recreation Services (i.e. Parks and Open Space)	Ineligible	5.1 Acquisition of land for parks, woodlots and E.S.A.s	0
	n/a	5.2 Development of area municipal parks	90
	n/a	5.3 Development of district parks	90
	n/a	5.4 Development of municipal-wide parks	90
	n/a	5.5 Development of special purpose parks	90
	n/a	5.6 Parks rolling stock <sup>1</sup> and yards	90
6. Indoor Recreation Services	n/a	6.1 Arenas, indoor pools, fitness facilities, community centres, etc. (including land)	90
	n/a	6.2 Recreation vehicles and equipment <sup>1</sup>	90
7. Library Services	Yes	7.1 Public library space (incl. furniture and equipment)	90
	Yes	7.2 Library vehicles <sup>1</sup>	90
	Yes	7.3 Library materials	90
8. Electrical Power Services	Ineligible	8.1 Electrical substations	0
	Ineligible	8.2 Electrical distribution system	0
	Ineligible	8.3 Electrical system rolling stock	0
9. Provision of Cultural, Entertainment and Tourism Facilities and Convention Centres	Ineligible	9.1 Cultural space (e.g. art galleries, museums and theatres)	0
	Ineligible	9.2 Tourism facilities and convention centres	0
10. Wastewater Services	Yes	10.1 Treatment plants	100
	Yes	10.2 Sewage trunks	100
	No	10.3 Local systems	0
	Yes	10.4 Vehicles and equipment <sup>1</sup>	100

<sup>1</sup>with 7+ year life time



Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
11. Water Supply Services	Yes	11.1 Treatment plants	100
	Yes	11.2 Distribution systems	100
	No	11.3 Local systems	0
	Yes	11.4 Vehicles and equipment <sup>1</sup>	100
12. Waste Management Services	Ineligible	12.1 Landfill collection, transfer vehicles and equipment	0
	Ineligible	12.2 Landfills and other disposal facilities	0
	Yes	12.3 Waste diversion facilities	90
	Yes	12.4 Waste diversion vehicles and equipment <sup>1</sup>	90
13. Police Services	n/a	13.1 Police detachments	100
	n/a	13.2 Police rolling stock <sup>1</sup>	100
	n/a	13.3 Small equipment and gear	100
14. Homes for the Aged	n/a	14.1 Homes for the aged space	90
	n/a	14.2 Vehicles <sup>1</sup>	90
15. Child Care	n/a	15.1 Child care space	90
	n/a	15.2 Vehicles <sup>1</sup>	90
16. Health	n/a	16.1 Health department space	90
	n/a	16.2 Health department vehicles <sup>1</sup>	90
17. Social Housing	No	17.1 Social Housing space	90
18. Provincial Offences Act (P.O.A.)	No	18.1 P.O.A. space	90
19. Social Services	No	19.1 Social service space	90
20. Ambulance	Yes	20.1 Ambulance station space	90
	Yes	20.2 Vehicles <sup>1</sup>	90
21. Hospital Provision	Ineligible	21.1 Hospital capital contributions	0

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<sup>1</sup>with 7+ year life time



Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
22. Provision of Headquarters for the General Administration of Municipalities and Area Municipal Boards	Ineligible	22.1 Office space	0
	Ineligible	22.2 Office furniture	0
	Ineligible	22.3 Computer equipment	0
23. Other Services	Yes	23.1 Studies in connection with acquiring buildings, rolling stock, materials and equipment, and improving land <sup>2</sup> and facilities, including the D.C. background study cost 23.2 Interest on money borrowed to pay for growth-related capital	0-100
	Yes		0-100

<sup>1</sup>with a 7+ year life time

<sup>2</sup>same 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

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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 County's Local Service Policy is included in Appendix E.

## 4.5 Capital Forecast

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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, 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 County's approved and proposed capital budgets and master servicing/needs studies.

## 4.6 Treatment of Credits

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Section 8, paragraph 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." Subsection 17, paragraph 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 County has no outstanding D.C. credit obligations.

## 4.7 Existing Reserve Funds

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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.

For services which are subject to a per capita based, service level "cap," the reserve fund balance should be applied against the development-related costs for which the charge was imposed once the project is constructed (i.e. the needs of recent growth). This cost component is distinct from the development-related costs for the next 10-year period, which underlie the D.C. calculation herein.

The alternative would involve the County spending all reserve fund monies prior to renewing each by-law, which would not be a sound basis for capital budgeting. Thus, the County will use these reserve funds for the County's cost share of applicable development-related projects, which are required but have not yet been undertaken, as a way of directing the funds to the benefit of the development which contributed them



(rather than to future development, which will generate the need for additional facilities directly proportionate to future growth).

The County's adjusted D.C. Reserve Fund Balance by service at December 31, 2018 is shown below. The 2018 year-end D.C. reserve fund balances have been adjusted to account for the unfunded D.C. share of previously completed D.C. eligible projects.

Table 4-1  
December 31, 2018 Adjusted Reserve Fund Balances

Service	Adjusted Balance
Roads and Related Services	(2,363,240)
Library	444,149
Land Ambulance	313,778
Administration	255,059
Water - Woodstock	236,830
Wastewater - Woodstock	456,875
Water - Tillsonburg	(769,070)
Wastewater - Tillsonburg	5,075,352
Water - Ingersoll	(1,170,136)
Wastewater - Ingersoll	(1,946,310)
Water - Norwich	(317,804)
Wastewater - Norwich	1,910,456
Water - Tavistock	580,118
Wastewater - Tavistock	(1,320,189)
Water - Plattsville	(617,433)
Wastewater - Plattsville	(1,383,234)
Water - Drumbo	90,121
Wastewater - Drumbo	392,957
Water - Thamesford	(782,675)
Wastewater - Thamesford	219,756
<b>Total</b>	<b>(694,641)</b>

Note: Amounts in brackets are deficit balances.

## 4.8 Deductions

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

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- the level of service ceiling;
- uncommitted excess capacity;
- benefit to existing development;
- anticipated grants, subsidies and other contributions; and
- 10% reduction for certain services.

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

#### ***4.8.1 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 County 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 later in this section.

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



#### **4.8.2 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 County'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.

#### **4.8.3 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 4.4 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 County-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.

#### ***4.8.4 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.



#### **4.8.5 The 10% Reduction**

Paragraph 8 of s.s. (1) of the D.C.A. requires that, “the capital costs must be reduced by 10 percent.” This paragraph does not apply to water supply services, wastewater services, stormwater drainage and control services, services related to a highway, police and fire protection services. The primary services to which the 10% reduction does apply include services such as parks and recreation, libraries, childcare/social services, the Provincial Offences Act, ambulance, homes for the aged, and health.

The 10% is to be netted from the capital costs necessary to provide the increased services, once the other deductions have been made, as per the infrastructure costs sheets in Chapter 5.

### **4.9 Municipal-wide vs. Area Rating**

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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 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.

### **4.10 Allocation of Development**

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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.