Development Charges Background Study

Township of Cavan Monaghan

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List of Acronyms and Abbreviations

Acronym	Full Description of Acronym
A.M.P.	Asset management plan
B.T.E.	Benefit to existing
D.C.	Development charge
D.C.A.	Development Charges Act, 1997, as amended
F.I.R.	Financial Information Return
G.F.A.	Gross floor area
L.P.A.T.	Local Planning Appeal Tribunal
N.F.P.O.W.	No fixed place of work
O.L.T.	Ontario Land Tribunal
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.W.M.	Stormwater management
sq.ft.	square foot
sq.m	square metre

Executive Summary

Executive Summary

1. The report provided herein represents the Development Charges (D.C.) Background Study for the Township of Cavan Monaghan required by the *Development Charges Act, 1997*, as amended (D.C.A.). This report has been prepared in accordance with the methodology required under the D.C.A. The contents include the following:

    - Chapter 1 – Overview of the legislative requirements of the Act;
    - Chapter 2 – Review of present D.C. policies of the Township;
    - Chapter 3 – Summary of the residential and non-residential growth forecasts for the Township;
    - Chapter 4 – Approach to calculating the D.C.;
    - Chapter 5 – Review of historical service standards and identification of future capital requirements to service growth and related deductions and allocations;
    - Chapter 6 – Calculation of the D.C.s;
    - Chapter 7 – D.C. policy recommendations and rules; and
    - Chapter 8 – By-law implementation.

2. D.C.s provide for the recovery of growth-related capital expenditures from new development. The D.C.A. is the statutory basis to recover these charges. The methodology is detailed in Chapter 4; a simplified summary is provided below.

    1) Identify amount, type, and location of growth.
    2) Identify servicing needs to accommodate growth.
    3) Identify capital costs to provide services to meet the needs.
    4) Deduct:
        - Grants, subsidies and other contributions;
        - Benefit to existing development;
        - Amounts in excess of 15-year historical service calculation; and
        - D.C. reserve funds (where applicable);
    5) Net costs are then allocated between residential and non-residential benefit; and
    6) Net costs are divided by the growth to provide the D.C.

3. Several changes to the D.C.A. have occurred since the passage of the Township's 2022 D.C. By-law. These changes include additional mandatory exemptions, discounts, and limitations of imposing D.C.s. Further discussion is provided in Chapter 1 and a detailed summary of the changes is provided in Appendix G.

4. The growth forecast (Chapter 3) on which the D.C. study is based, projects the following population, housing, and non-residential floor area for the 10-year (2026 to 2035), 26-year (2026 to 2051), and urban 26-year (2026 to 2051) periods.

Table ES-1
Summary of Growth Forecast by Planning Period
Township of Cavan Monaghan

Measure	10 Year 2026 to 2035	26 Year 2026 to 2051	Urban 26 Year 2026 to Urban 2051
(Net) Population Increase	2,616	6,354	7,313
Residential Unit Increase	1,313	3,354	3,197
Non-Residential Gross Floor Area Increase (sq.ft.)	1,146,100	2,942,600	2,325,400

Source: Watson & Associates Economists Ltd. Forecast 2026

5. On August 2, 2022, the Township of Cavan Monaghan passed By-law 2022-43 under the D.C.A. The by-law imposes D.C.s on residential and non-residential development in the Township. This by-law will expire on August 2, 2027. The Township is undertaking a D.C. public process and anticipates passing a new by-law in advance of the expiry date. The mandatory public meetings have been scheduled for June 22, 2026 and August 10, 2026, with adoption of the by-law on September 8, 2026.

6. The Township's D.C.s currently in effect (as of January 1, 2026) for single detached dwelling units for Township-wide services are $10,756. Non-residential charges per sq.ft. for Township-wide services are $2.52. Note: Through Motion R/21/10/19/21 Council reduced the Township-wide Services D.C. from 100% to 0% for Industrial development. Additionally, the Township charges D.C.s for wastewater and water services on an urban serviced-area basis in Millbrook. The D.C. for a single detached unit is $28,364 for Millbrook area-specific

services. The non-residential charge is $5.78 per sq.ft. for Millbrook area-specific services. The total single-detached unit charge for full services in Millbrook is $39,120 and the total charge per sq.ft of non-residential development is $8.30.

7. This report has undertaken a recalculation of the charges based on future identified needs (presented in Schedule ES-3 for residential and non-residential development). The corresponding single detached unit charge is $18,293 for Township-wide services and $20,617 for urban services, for a total of $38,910 for full urban-area services in Millbrook. The non-residential charge per sq.ft. is $2.84 for Township-wide services and $3.43 for urban services, for a total of $6.27 for full urban-area services in Millbrook. These rates are submitted to Council for its consideration.

8. The D.C.A. requires a summary be provided of the gross capital costs and the net costs to be recovered over the life of the by-law. This calculation is provided by service and is presented in Table 6-6. A summary of these costs is provided below:

Table ES-2
Summary of Expenditures Anticipated Over the Life of the By-law

Summary of Expenditures Anticipated Over the Life of the By-law	Expenditure Amount
Total gross expenditures planned over the next ten years	$94,644,600
Less: Benefit to existing development	$1,656,600
Less: Post planning period benefit	$0
Less: Ineligible re: Level of Service	$25,890
Less: Grants, subsidies and other contributions	$18,825,825
Net costs to be recovered from development charges	**$74,136,285**

This suggests that for the non-D.C. cost over the ten-year D.C. by-law (benefit to existing development, and grants, subsidies and other contributions), approximately $20.51 million (or an annual amount of $2.05 million) will need to be contributed from taxes and rates, or other sources.

Based on the above table, the Township plans to spend approximately $94.64 million over the life of the by-law, of which $74.14 million (78%) is recoverable from D.C.s. Of this net amount, $62.76 million is recoverable from residential development and $11.37 million from non-residential development. It is noted also that any exemptions or reductions in the charges would reduce this recovery further.

9. Considerations by Council – The background study represents the service needs arising from residential and non-residential growth over the forecast period.

   The following services are calculated based on an urban 26-year forecast:

   - Wastewater Services; and
   - Water Services;
   - Land Acquisition (for D.C. eligible services that are not restricted to a 10-year forecast period[1])

   The following services are calculated based on a 26-year (2026 to 2051) forecast:

   - Services Related to a Highway;
   - Fire Protection Services; and
   - Policing Services.

   The following services are calculated based on a 10-year (2026 to 2035) forecast period:

   - Parks and Recreation Services;
   - Library Services; and
   - Growth Studies (as a class of service) [2].

   Council will consider the findings and recommendations provided in the report and, in conjunction with public input, approve such policies and rates it deems appropriate. These decisions may include:

[1] Services include: wastewater and water services
[2] As per section 7 of the D.C.A., eligible services, including their costs, may be grouped together for the purposes of the D.C. by-law. As such, a class of service for Growth Studies has been established (all D.C. eligible services included in the by-law).

- adopting the charges and policies recommended herein;
- considering additional exemptions to the by-law;
- considering if any changes are required to the Local Service Policy; and
- considering reductions in the charge by class of development (obtained by removing certain services on which the charge is based and/or by a general reduction in the charge).

Table ES-3
Township of Cavan Monaghan
Schedule of Development Charges

Service/Class of Service	RESIDENTIAL					NON-RESIDENTIAL	Wind Turbines/ Telecommunications Towers (per unit)	Solar Farms (per sq.ft of Gross Floor Area of Panels)
	Single and Semi-Detached Dwelling	Other Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Special Care/Special Dwelling Units	(per sq.ft. of Gross Floor Area)		
Municipal Wide Services/Class of Service:								
Services Related to a Highway	3,196	2,125	2,313	1,330	1,171	1.35	3,196	1.35
Fire Protection Services	1,605	1,067	1,162	668	588	0.67	1,605	0.67
Policing Services	12	8	9	5	4	0.00	12	-
Parks and Recreation Services	12,007	7,983	8,691	4,996	4,400	0.61	-	-
Library Services	1,101	732	797	458	403	0.06	-	-
Growth Studies	372	247	269	155	136	0.15	372	0.15
Total Municipal Wide Services/Class of Services	**18,293**	**12,162**	**13,241**	**7,612**	**6,702**	**2.84**	**5,185**	**2.17**
Urban (Millbrook) Services								
Wastewater Services	18,162	12,076	13,147	7,556	6,655	2.76	-	-
Water Services	2,188	1,455	1,584	910	802	0.61	-	-
Land (Urban Buildout)	267	178	193	111	98	0.06	-	-
Total Urban Services	**20,617**	**13,709**	**14,924**	**8,577**	**7,555**	**3.43**	**-**	**-**
GRAND TOTAL RURAL AREA	**18,293**	**12,162**	**13,241**	**7,612**	**6,702**	**2.84**	**5,185**	**2.17**
GRAND TOTAL URBAN AREA	**38,910**	**25,871**	**28,165**	**16,189**	**14,257**	**6.27**	**5,185**	**2.17**

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, as amended, (D.C.A.) (section 10) and, accordingly, recommends new development charges (D.C.s) and policies for the Township of Cavan Monaghan.

The Township retained Watson & Associates Economists Ltd. (Watson), to undertake the D.C. study process throughout the latter half of 2025 and early 2026. Watson worked with Township staff in preparing the D.C. analysis and policy recommendations.

This D.C. background study, and 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 to meet the statutory requirements applicable to the Township's D.C. background study, as summarized in Chapter 4. It also addresses the requirement for "rules" (contained in Chapter 7) and the proposed by-law to be made available as part of the approval process (included as Appendix J).

In addition, the report is designed to set out sufficient background on the legislation (Chapter 4), Cavan Monaghan's current D.C. policies (Chapter 2) and the policies underlying the proposed by-law, to make the exercise understandable to those who are involved.

Finally, it addresses post-adoption implementation requirements (Chapter 8) 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. A full discussion of the statutory requirements for the preparation of a background study and calculation of a D.C. is provided herein.

1.2 Summary of the Process

The public meetings required under section 12 of the D.C.A. has been scheduled for June 22, 2026 and August 10, 2026. Its purpose is to present the study to the public and to solicit public input. The meetings are also being held to answer any questions regarding the study's purpose, methodology, and the proposed modifications to the Township's D.C.s.

In accordance with the legislation, the background study and proposed D.C. by-law will be available for public review on June 8, 2026.

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

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

Figure 1-1 outlines the proposed schedule to be followed with respect to the D.C. by-law adoption process.

Figure 1-1
Schedule of Key D.C. Process Dates for the Township of Cavan Monaghan

Schedule of Study Milestone	Dates
1. Data collection, staff review, engineering work, D.C. calculations and policy work	October 2025 to February 2026
2. Public release of final D.C. Background study and proposed by-law	June 8, 2026
3. Public meeting advertisement placed in newspaper	At least 21 days prior to the Public Meeting
4. Public meetings of Council	June 22, 2026; and August 10, 2026
5. Council considers adoption of background study and passage of by-law	September 8, 2026
6. Newspaper notice given of by-law passage	By 20 days after passage
7. Last day for by-law appeal	40 days after passage
8. Township makes pamphlet available (where by-law not appealed)	By 60 days after in force date

1.3 Changes to the D.C.A.

Since the passage of the Township's previous by-law, there have been a number of changes to the D.C.A. These changes include various additional mandatory exemptions, discounts, and limitations of imposing D.C.s. A high-level summary is provided below and a detailed summary of the changes is provided in Appendix G.

- *Bill 109: More Homes for Everyone Act, 2022* – additional reporting requirements for the Annual Treasurer's statement on D.C. reserve funds;
- *Bill 23: More Homes Built Faster Act, 2022* – additional mandatory exemptions, discounts, and other changes:
    - Additional Residential Unit Exemption – add up to 2 units in a detached, semi-detached, or rowhouse within certain parameters and the units are exempt;
    - Housing was removed as a D.C. eligible service;
    - New exemption for Non-profit Housing;
    - New exemption for Affordable and Attainable Units;
    - New exemption for affordable units required through Inclusionary Zoning;
    - Extension of the historical level of service calculations from 10 years to 15 years;
    - Revised definition of capital costs and a mandatory phase-in (later reversed by Bill 185);
    - Extension of the by-law expiry requirements from 5 years to 10 years;
    - Discount for rental housing based on the number of bedrooms (15% to 25%);
    - Maximum interest rate for instalment payments and the rate freeze; and
    - Requirement to spend or allocate at least 60% of reserve funds for water, wastewater, and services related to a highway;
- *Bill 134: Affordable Homes and Good Jobs Act, 2023* – refinement to the definition of affordable housing for the purposes of the exemption;
- *Bill 185: Cutting Red Tape to Build More Homes Act, 2024* – reversal of changes from Bill 23 and public process changes:
    - Revised definition of capital costs to reinclude growth-related studies;
    - Removed the mandatory phase-in from Bill 23;
    - Introduced a streamlined process for minor by-law amendments;
    - Reduced the rate freeze timing from 2 years to 18 months; and

    - Modernized public notice requirements in certain instances.
- *Bill 17: Protect Ontario by Building Faster and Smarter Act, 2025* – introduces additional exemptions, changes to the timing of payment for residential D.C.s, and provides regulatory authority to make future changes;
    - Exemption for long-term care homes;
    - Change in definition of capital costs to allow changes via regulation;
    - Expansion of the simplified by-law amendment process to include scenarios where D.C.s are reduced;
    - Requirement to impose the lower of the current D.C. or the rate freeze (with interest); and
    - Allowance for regulation to group services together for the purposes of D.C. credits.
    - Deferral of D.C.s to occupancy for all residential development;
    - Removal of interest for legislated instalments; and
    - The ability to waive the requirement for instalments or payment at occupancy without the need for an early payment agreement.
    - Ontario Regulation 164/25 – Introduction of London Series for the purposes of indexing a D.C. by-law and expansion of the requirement to spend or allocate 60% of reserve fund balances to all services.
- *Bill 60: Fighting Delays, Building Faster Act, 2025 and Regulatory Changes* – introduces class of service for land acquisition and other reporting requirements;
    - Addition of class of service for land acquisition (with removal of land costs from level of service calculations);
    - Additional requirements related to providing a local service policy;
    - Merging of credits for water supply services and wastewater services;
    - Requirement to provide greater details in background study with respect to how capital costs are determined and how growth-related and non-growth-related shares of costs are determined;
    - Additional requirements to provide documents to the Minister;
    - Deadlines provided for Treasurer's Statement completion and submission of documents to the Minister of Municipal Affairs and Housing; and
    - Additional reporting requirements for the Treasurer's Statement.
- *Bill 98: Building Homes and Improving Transportation Infrastructure Act, 2026* – introduces new statutory exemption and provides for a new funding partnership;
    - Mandatory exemption for non-profit retirement home developments; and

- Development Charges Reduction Program (DCRP) will provide a combined $8.8 billion over 10 years for infrastructure investment in Ontario.

Chapter 2
Current Township of Cavan Monaghan D.C. Policies

2. Current Township of Cavan Monaghan D.C. Policies

2.1 Schedule of Charges

On August 2, 2022, the Township of Cavan Monaghan passed By-law 2022-43 under the D.C.A. Council motion R/21/10/19/21 provided an exemption for industrial development respect to Township-wide D.C.s.

The by-law imposes D.C.s for residential and non-residential uses. The table below provides the rates currently in effect, as of January 1, 2026.

Table 2-1
Township of Cavan Monaghan
Current D.C. Rates
January 1, 2026

Service/Class of Service	Residential					Non-Residential	Wind Turbines/ Telecommunications Towers (per unit)	Solar Farms (per sq.ft of Gross Floor Area of Panels)
	Single & Semi Detached Dwelling	Other Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Special Care/Special Dwelling Units	Industrial (per sq.ft of Gross Floor Area)		
Municipal Wide Services/Class of Service:								
Services Related to a Highway	3,967	2,688	2,507	1,541	1,492	1.54	3,967	1.54
Fire Protection Services	1,733	1,174	1,096	673	651	0.68	1,733	0.68
Policing Services	50	34	31	19	19	0.01	50	0.01
Parks and Recreation Services	3,496	2,369	2,210	1,357	1,317	0.15	-	-
Library Services	1,242	841	786	482	468	0.05	-	-
Growth Studies	268	181	169	104	102	0.09	267	0.09
Total Municipal Wide Services/Class of Services	**10,756**	**7,287**	**6,799**	**4,176**	**4,049**	**2.52**	**6,016**	**2.32**
Millbrook Area-specific Services								
Wastewater Services	19,260	13,054	12,177	7,479	7,248	3.20	-	-
Water Services	9,104	6,170	5,756	3,536	3,427	2.58	-	-
Total Urban Services	**28,364**	**19,224**	**17,933**	**11,015**	**10,675**	**5.78**	**-**	**-**
GRAND TOTAL RURAL AREA	**10,756**	**7,287**	**6,799**	**4,176**	**4,049**	**2.52**	**6,016**	**2.32**
GRANT TOTAL URBAN AREA	**39,120**	**26,511**	**23,736**	**15,191**	**14,724**	**8.30**	**6,016**	**2.32**

2.2 Services Covered

The following services are covered under By-law 2022-43:

Township-wide Services:

- Services Related to a Highway (Roads and Public Works);
- Fire Protection Services;
- Policing Services;
- Parks and Recreation Services;
- Library Services; and
- Growth Studies.

Millbrook Area-Specific Service:

- Wastewater Services; and
- Water Services.

2.3 Timing of D.C. Calculation and Payment

D.C.s are calculated and payable on the date that the first building permit is issued in relation to a building or structure on land to which the D.C. relates for all services except water and wastewater. Where D.C.s apply to land in relation to which a building permit is required, the building permit shall not be issued until the D.C. has been paid in full. For water and wastewater services, D.C.s are calculated, payable and collected immediately upon entering into the subdivision/consent agreement.

D.C.s for developments proceeding through Site Plan or Zoning By-law Amendment application are frozen at the time the application is submitted. Once the application is approved, the applicant has two years to obtain the building permits related to the development, otherwise, the current D.C. is applicable.

D.C.s for rental housing and institutional development shall be paid in 6 equal annual instalments, with the first payment due upon occupancy or occupancy permit.

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 D.C.A.

2.4 Indexing

Indexing of the D.C.s shall be implemented on a mandatory basis annually each January 1st, in accordance with the Statistics Canada Quarterly, Non-Residential Building Construction Price Index (Table 18-10-0276-02).[1]

2.5 Redevelopment Allowance

As a result of the redevelopment of land, a building or structure existing on the same land within five years prior to the date of payment of D.C.s in regard to such redevelopment was, or is to be demolished, in whole or in part, or converted from one principal use to another principal use on the same land, in order to facilitate the redevelopment, the D.C.s otherwise payable with respect to such redevelopment shall be reduced by the following amounts:

(a) in the case of a residential building or structure, or in the case of a mixed-use building or structure, the residential uses in the mixed-use building or structure, an amount calculated by multiplying the applicable D.C.s by the number, according to type, of dwelling units that have been or will be demolished or converted to another principal use; and

(b) in the case of a non-residential building or structure or, in the case of mixed-use building or structure, the non-residential uses in the mixed-use building or structure, an amount calculated by multiplying the applicable D.C.s by the gross floor area that has been or will be demolished or converted to another principal use;

provided that such amounts shall not exceed, in total, the amount of the D.C.s otherwise payable with respect to the redevelopment.

[1] Ontario Regulation (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.

2.6 Exemptions

In addition to the exemption from Township-wide services for industrial development, the following non-statutory exemptions are provided under By-law 2022-43:

- Lands, buildings or structures used or to be used for the purposes of a cemetery or burial ground exempt from taxation under the Assessment Act;
- A public hospital receiving aid under the Public Hospital Act, R.S.O. 1990, Chap. P.40, as amended, or any successor thereof;
- The development of non-residential farm buildings constructed for bona fide farm uses;
- Non-profit Organizations; and
- Affordable Housing.

Chapter 3
Anticipated Development in the Township of Cavan Monaghan

3. Anticipated Development in the Township of Cavan Monaghan

3.1 Requirement of the Act

The growth forecast contained in this chapter (with supplemental tables in Appendix A) provides for the anticipated development for which the Township will be required to provide services over a 10-year (2026 to 2036) and longer-term (2026 to 2051) time horizon.

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 subsection 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."

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

The D.C. growth forecast has been derived by Watson in consultation with the Township of Cavan Monaghan. The long-term growth forecast provided herein utilizes growth assumptions established in the Township of Cavan Monaghan 2022 Growth Management Strategy. The Township is in the process of updating the Growth Management Strategy, which may result in updated growth assumptions for Cavan Monaghan and the Millbrook urban serviced area. In preparing the growth forecast, the following information sources were consulted to assess the residential and non-residential development potential for the Township over the forecast period, including:

- Township of Cavan Monaghan Growth Management Strategy Final Addendum Report, August 29, 2022
- Township of Cavan Monaghan 2022 Development Charges Background Study, March 2, 2022, by Watson & Associates Economists Ltd.
- Official Plan for Township of Cavan Monaghan;
- 2011, 2016 and 2021 population, household and employment Census data.
- Historical residential and non-residential building permit data over the 2015 to 2024 period.

- Residential and non-residential supply opportunities as identified by Township of Cavan Monaghan staff.
- Discussions with Township staff regarding anticipated residential and non-residential development in the Township of Cavan Monaghan.

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 Township 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 the Township of Cavan Monaghan (excluding census undercount) is anticipated to reach approximately 13,180 by early-2036 and 16,920 by mid-2051, resulting in an increase of approximately 2,620 and 6,350 respectively. [1]

[1] The population figures used in the calculation of the 2026 D.C. exclude the net Census undercount, which is estimated at approximately 3.9%. Population figures presented herein have been rounded.

Figure 3-1
Population and Household Forecast Model

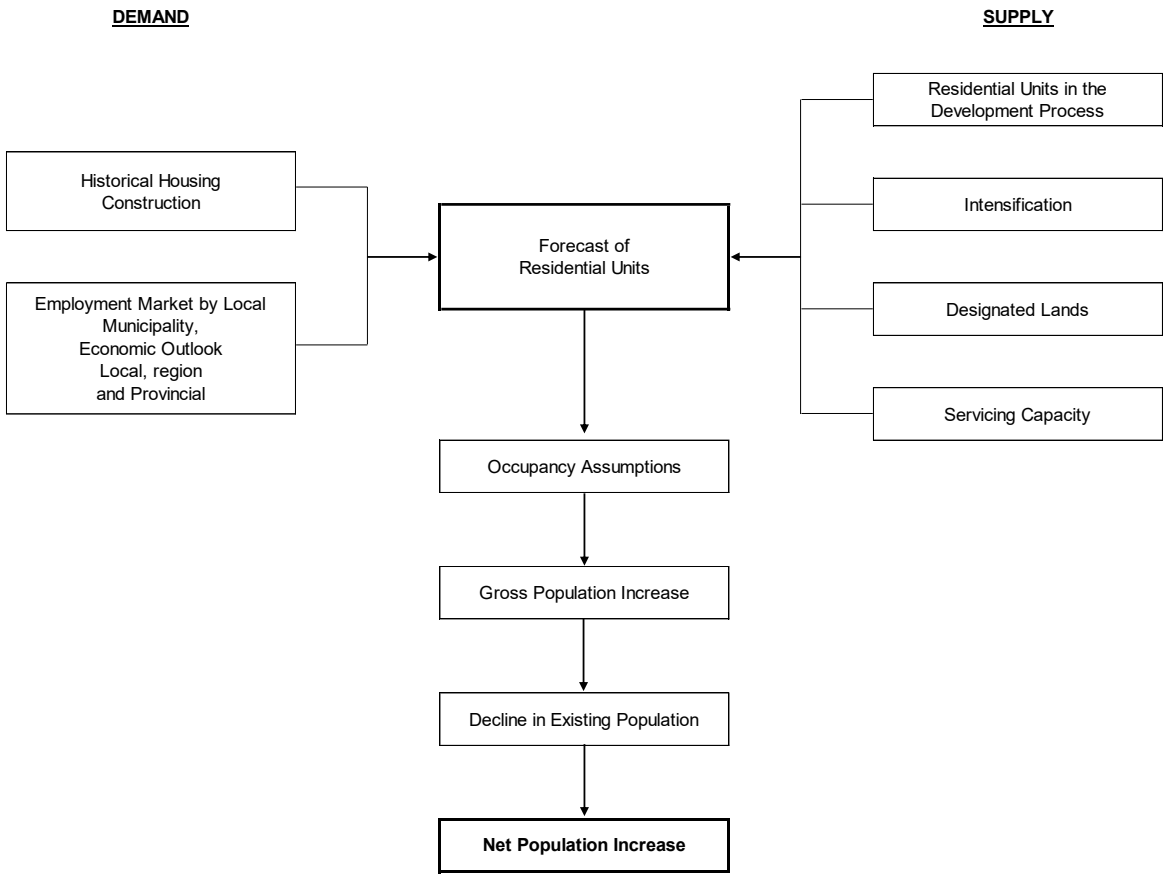
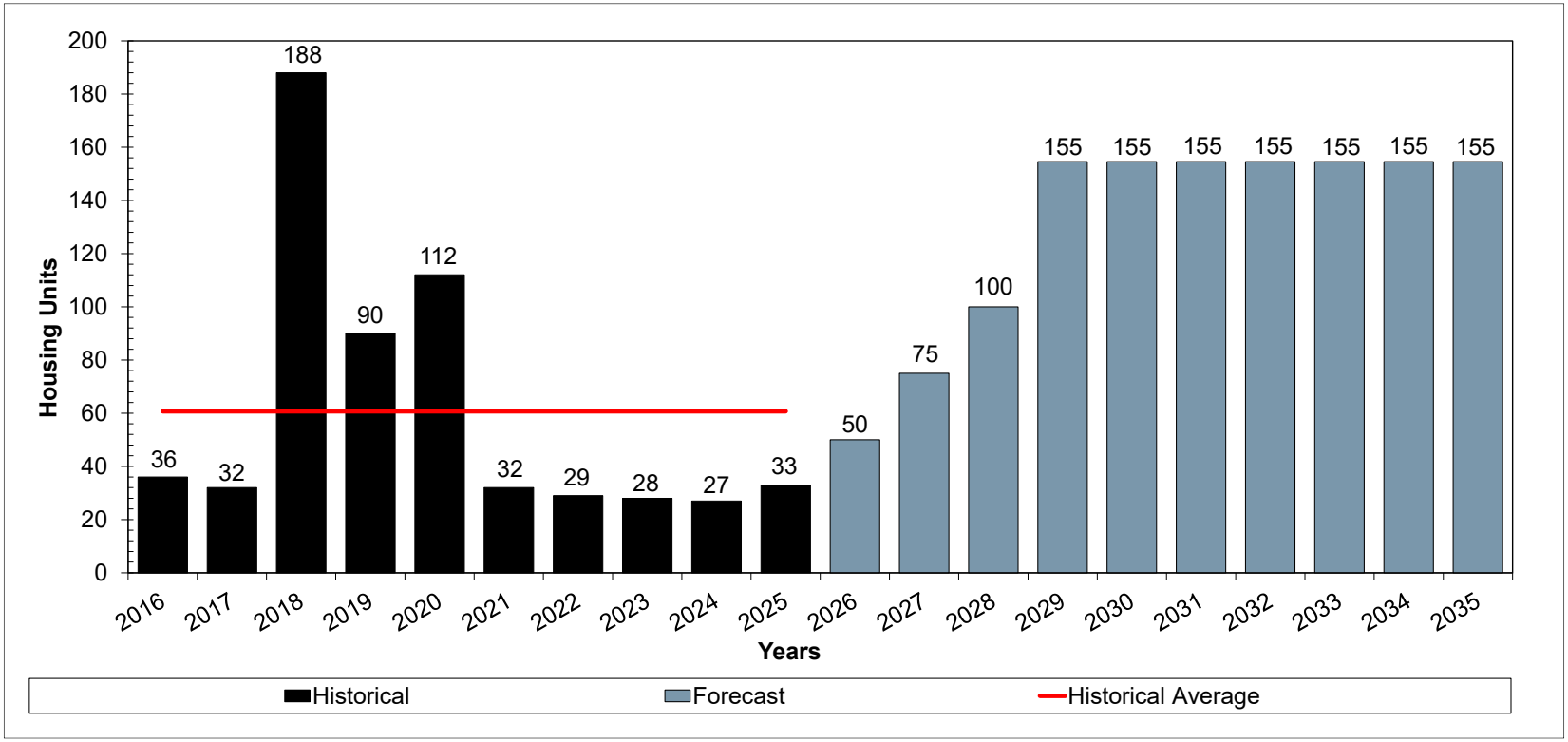


Table 3-1
Township of Cavan Monaghan
Residential Growth Forecast Summary

	Year	Population (Including Census Undercount) [1]	Excluding Census Undercount			Housing Units						Person 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	Equivalent Institutional Households	
Historical	*Mid 2011*	8,930	8,601	211	8,390	2,963	34	89	11	3,097	192	2.777
	Mid 2016	9,170	8,829	209	8,620	3,025	45	110	5	3,185	190	2.772
	Mid 2021	10,400	10,016	251	9,765	3,385	45	115	5	3,550	228	2.821
Forecast	*Early 2026*	10,971	10,564	265	10,299	3,612	45	130	5	3,792	241	2.786
	Early 2036	13,688	13,180	330	12,850	4,389	328	324	5	5,046	300	2.612
	Mid 2051	17,570	16,918	424	16,494	5,396	881	719	5	7,001	385	2.417
Incremental	**Mid 2011 - Mid 2016**	**240**	**228**	**-2**	**230**	**62**	**11**	**21**	**-6**	**88**	**-2**	
	Mid 2016 - Mid 2021	**1,230**	**1,187**	**42**	**1,145**	**360**	**0**	**5**	**0**	**365**	**38**	
	Mid 2021 - Early 2026	**571**	**548**	**14**	**534**	**227**	**0**	**15**	**0**	**242**	**13**	
	Early 2026 - Early 2036	**2,718**	**2,616**	**65**	**2,551**	**777**	**283**	**194**	**0**	**1,254**	**59**	
	Early 2026 - Mid 2051	**6,599**	**6,354**	**159**	**6,195**	**1,784**	**836**	**589**	**0**	**3,209**	**144**	

[1] Population includes the Census undercount estimated at approximately 3.9% and has been rounded.
[2] Includes townhouses and apartments in duplexes.
[3] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.
Notes:
Numbers may not add due to rounding.
Source: Derived from Growth Management Strategy Final Addendum report (August 29, 2022) for the Township of Cavan Monaghan and discussions with Township staff, by Watson & Associates Economists Ltd.

Figure 3-2
Township of Cavan Monaghan[1]



Annual Housing Forecast [1]

[1] Growth forecast represents calendar year.

Source: Historical housing activity derived from Township of Cavan Monaghan building permit data, 2016 to 2025.

Provided below is a summary of the key assumptions and findings regarding the Township of Cavan Monaghan D.C. growth forecast:

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

    - The housing unit mix for the Township 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 Township staff regarding anticipated development trends for the Township of Cavan Monaghan.
    - Based on the above indicators, the 2026 to 2051 household growth forecast for the Township is comprised of a unit mix of 56% low density units (single detached and semi-detached), 26% medium density (multiples except apartments) and 18% high density (bachelor, 1-bedroom and 2-bedroom apartments).

2. Geographic Location of Residential Development (Appendix A – Schedule 2)

    - Schedule 2 summarizes the anticipated amount, type, and location of development by area for the Township of Cavan Monaghan
    - In accordance with forecast demand and available land supply, the amount and percentage of forecast housing growth between 2026 and 2051 by development location is summarized below.

Table 3-2
Township of Cavan Monaghan
Geographic Location of Residential Development

Development Location	Amount of Housing Growth, 2026 to 2051	Percentage of Housing Growth, 2026 to 2051
Millbrook (Urban)	3,050	95%
Rural	160	5%
Township of Cavan Monaghan	**3,210**	**100%**

Note: Figures may not sum precisely due to rounding.

3. Planning Period

    - Short- and longer-term time horizons are required for the D.C. process. The D.C.A. limits the planning horizon for transit services and certain services with respect to land to a 10-year planning horizon. All other services can utilize a longer planning period if the municipality has identified the growth-related capital infrastructure needs associated with the longer-term growth planning period.

4. Population in New Units (Appendix A – Schedules 3 to 5)

    - The number of housing units to be constructed by 2051 in the Township of Cavan Monaghan over the forecast period is presented in Table 3-1. Over the 2026 to 2051 forecast period, the Township is anticipated to average approximately 126 new housing units per year.
    - Institutional population [1] is anticipated to increase by approximately 160 people between 2026 to 2051.
    - 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 8a summarizes the average P.P.U. assumed for new housing units by age and type of dwelling based on Statistics Canada 2021 custom Census data for the Township of Cavan Monaghan. Due to data limitations medium and high density P.P.U. data was derived from the Peterborough County which includes the Township of Cavan Monaghan and is outlined in Schedule 8b. The total calculated P.P.U. for all density types has been adjusted accordingly to account for the P.P.U. trends which has been recently experienced in both new and older units. Forecasted 25-year average P.P.U.s by dwelling type are as follows:
        - Low density: 3.002
        - Medium density: 1.996
        - High density: 1.815

[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.

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

    - Existing households for early-2026 are based on the 2021 Census households, plus estimated residential units constructed between mid-2021 to the beginning of the growth period, assuming a minimum six-month lag between construction and occupancy (see Schedule 3).
    - The change in average occupancy levels for existing housing units is calculated in Schedules 3 through 5.[1] The forecast population change in existing households over the 2026 to 2051 forecast period is forecast to decrease by approximately 1,900.

6. Employment (Appendix A – Schedules 10a, 10b and 10c)

    - The employment projections provided herein are largely based on the activity rate method, which is defined as the number of jobs in the Township 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 data [2],[3] (place of work) for the Township of Cavan Monaghan is outlined in Schedule 10a. The 2016 employment base is comprised of the following sectors:
        - 55 primary (2%);
        - 500 work at home employment (18%);
        - 960 industrial (34%);
        - 870 commercial/population-related (31%); and
        - 440 institutional (16%).
    - The 2016 employment by usual place of work, including work at home, is 2,825. An additional 590 employees have been identified for the Township

[1] Change in occupancy levels for existing households occurs due to aging of the population and family life cycle changes, lower fertility rates and changing economic conditions.
[2] 2016 employment is based on Statistics Canada 2016 Place of Work Employment dataset by Watson & Associates Economists Ltd.
[3] Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.

of Cavan Monaghan in 2016 that have no fixed place of work (N.F.P.O.W.). [1]

- Total employment, including work at home and N.F.P.O.W. for the Township of Cavan Monaghan is anticipated to reach approximately 5,900 by early-2036 and 8,140 by mid-2051. This represents an employment increase of approximately 1,570 for the 10-year forecast period and 3,810 for the longer-term forecast period to 2051.
- Schedule 10b, Appendix A, summarizes the employment forecast, excluding work at home employment and N.F.P.O.W. 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. The need for municipal services related to N.F.P.O.W. employees has largely been included in the employment forecast by usual place of work (i.e., employment and gross floor area generated from N.F.P.O.W. construction employment). Furthermore, since these employees have no fixed work address, they cannot be captured in the non-residential G.F.A. calculation. Accordingly, work at home and N.F.P.O.W. employees have been removed from the D.C.A. employment forecast and calculation.
- Total employment for the Township of Cavan Monaghan (excluding work at home and N.F.P.O.W. employment) is anticipated to reach approximately 4,220 by early-2036 and 5,940 by mid-2051. This represents an employment increase of approximately 1,160 for the 10-year forecast period and 2,870 for the longer-term forecast period to 2051. [2]

[1] No fixed place of work is defined by Statistics Canada as "persons who do not go from home to the same workplace location at the beginning of each shift. Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."
[2] G.F.A. and employment associated within special care institutional dwellings treated as residential, resulting in an institutional employment difference between Schedules 10a and 10b. Total employment growth in Schedule 10b (excluding work at home and N.F.P.O.W. employment) has been downwardly adjusted to account for institutional employment associated with special care facilities. Total employment in Schedule 10b is anticipated to reach approximately 4,190 by early-2036 and 5,860 by mid-2051.

7. 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:
        - 4,000 sq.ft. per employee for primary;
        - 1,600 sq.ft. per employee for industrial;
        - 500 sq.ft. per employee for commercial/population-related; and
        - 680 sq.ft. per employee for institutional employment.
    - The Township-wide incremental G.F.A. is anticipated to increase by approximately 1.15 million sq.ft. over the 10-year forecast period and 2.94 million sq.ft. over the longer-term forecast period to 2051.
    - In terms of percentage growth, the 2026 to 2051 incremental G.F.A. forecast by sector is broken down as follows:
        - Primary – 7%
        - industrial – 64%;
        - commercial/population-related – 19%; and
        - institutional – 10%.

8. Geographic Location of Non-Residential Development (Appendix A, Schedule 10c)

    - Schedule 10c summarizes the anticipated amount, type and location of non-residential development by area for the Township of Cavan Monaghan.
    - The amount and percentage of forecast total non-residential growth between 2026 and 2051 by development location is summarized below.

Table 3-3
Township of Cavan Monaghan
Geographic Location of Non-Residential Development

Development Location	Amount of Non-Residential G.F.A. (sq.ft.), 2026 to 2051	Percentage of Non-Residential G.F.A.. 2026 to 2051
Millbrook (Urban)	2.33 million	79%
Rural	0.62 million	21%
Township of Cavan Monaghan	**2.94 million**	**100%**

Note: Figures may not sum precisely due to rounding

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 subsection 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

Table 4-1 lists the full range of municipal services that are provided within the Township.

A number of these services are not included in the list of eligible services provided in subsection 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 subsection 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 that are potentially eligible for inclusion in the Township's D.C. are indicated with a "Yes."

4.3 Increase in the 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, subsection 5 (1) 3, which requires that Township 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

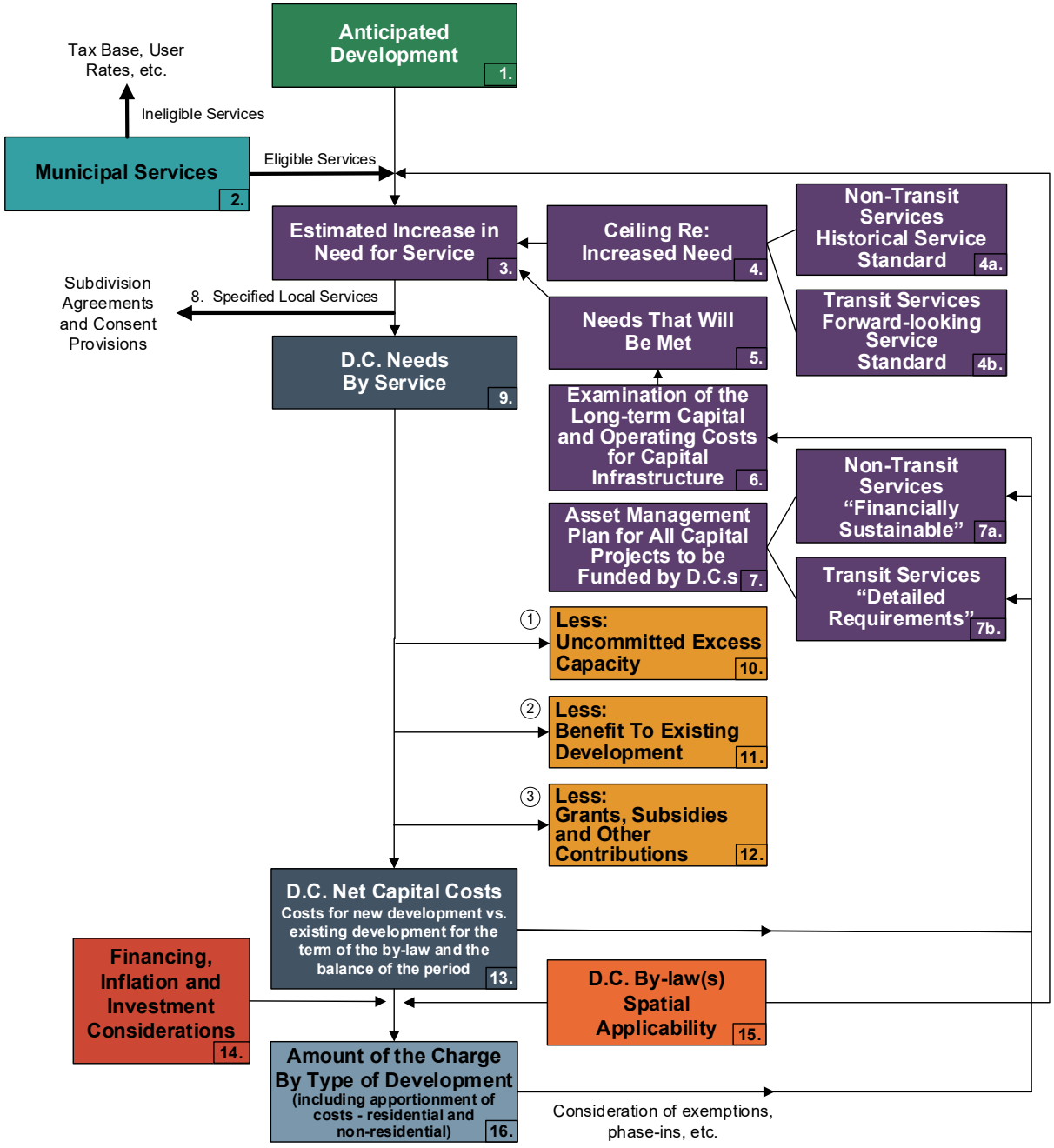


Table 4-1
Categories of Municipal Services to be Addressed as Part of the Calculation

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.

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	No	2.1 Transit vehicles[1] & facilities	100
	No	2.2 Other transit infrastructure	100
	No	2.3 Municipal parking spaces - indoor	0
	No	2.4 Municipal parking spaces - outdoor	0
	Yes	2.5 Works yards	100
	Yes	2.6 Rolling stock[1]	100
	n/a	2.7 Ferries	0
	n/a	2.8 Airport	100
3. Stormwater Drainage and Control Services	Yes	3.1 Main channels and drainage trunks	100
	No	3.2 Channel connections	100
	No	3.3 Retention/detention ponds	100

[1] with 7+ year lifetime

Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
4. Fire Protection Services	Yes	4.1 Fire stations	100
	Yes	4.2 Fire vehicles[1]	100
	Yes	4.3 Small equipment and gear	100
5. Park Services (i.e., Parks and Open Space)	Ineligible	5.1 Acquisition of land for parks, woodlots and E.S.A.s	0
	Yes	5.2 Development of area municipal parks	100
	n/a	5.3 Development of district parks	100
	Yes	5.4 Development of municipal-wide parks	100
	Yes	5.5 Development of special purpose parks	100
	Yes	5.6 Parks rolling stock[1] and yards	100
	Yes	5.7 Recreation Trails	100
6. Recreation Services	Yes	6.1 Arenas, indoor pools, fitness facilities, community centres, etc. (including land)	100
	Yes	6.2 Recreation vehicles and equipment[1]	100
7. Library Services	Yes	7.1 Public library space (incl. furniture and equipment)	100
	Yes	7.2 Library vehicles[1]	100
	n/a	7.3 Library materials	100
8. Emergency Preparedness Services	No	8.1 Facility space (incl. furniture and equipment)	100
	No	8.2 Vehicles[1]	100
	No	8.3 Equipment	100
9. Electrical Power Services	Ineligible	9.1 Electrical substations	0
	Ineligible	9.2 Electrical distribution system	0
	Ineligible	9.3 Electrical system rolling stock	0

[1] with 7+ year lifetime

Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
10. Provision of Cultural, Entertainment and Tourism Facilities and Convention Centres	Ineligible	10.1 Cultural space (e.g., art galleries, museums and theatres)	0
	Ineligible	10.2 Tourism facilities and convention centres	0
11. Wastewater Services	Yes	11.1 Treatment plants	100
	Yes	11.2 Sewage trunks	100
	n/a	11.3 Local systems	0
	Yes	11.4 Vehicles and equipment[1]	100
12. Water Supply Services	Yes	12.1 Treatment plants	100
	Yes	12.2 Distribution systems	100
	n/a	12.3 Local systems	0
	Yes	12.4 Vehicles and equipment[1]	100
13. Waste Management Services	Ineligible	13.1 Landfill collection, transfer vehicles and equipment	0
	Ineligible	13.2 Landfills and other disposal facilities	0
	n/a	13.3 Waste diversion facilities	100
	n/a	13.4 Waste diversion vehicles and equipment[1]	100
14. Policing Services	Yes	14.1 Policing detachments	100
	n/a	14.2 Policing rolling stock[1]	100
	Yes	14.3 Small equipment and gear	100
15. Long-term Care	n/a	15.1 Long-term Care space	100
	n/a	15.2 Vehicles[1]	100
16. Child Care	n/a	16.1 Child care space	100
	n/a	16.2 Vehicles[1]	100
17. Public Health	n/a	17.1 Health department space	100
	n/a	17.2 Health department vehicles[1]	100
18. Social Services	n/a	18.1 Social service space	10
19. Provincial Offences Act (P.O.A.)	n/a	19.1 P.O.A. space	100
	n/a	19.2 Vehicles and equipment[1]	100
20. Housing	n/a	20.1 Social Housing space	100

[1] with 7+ year lifetime

Categories of Municipal Services	Eligibility for Inclusion in the D.C. Calculation	Service Components	Maximum Potential D.C. Recovery %
21. Ambulance	n/a n/a	21.1 Ambulance station space 21.2 Vehicles[1]	100 100
22. Hospital Provision	Ineligible	22.1 Hospital capital contributions	0
23. Provision of Headquarters for the General Administration of Municipalities and Area Municipal Boards	Ineligible Ineligible Ineligible	23.1 Office space 23.2 Office furniture 23.3 Computer equipment	0 0 0
24. Other Services	Yes Yes	24.1 Studies in connection with acquiring buildings, rolling stock, materials and equipment, and improving land and facilities, including the D.C. background study cost 24.2 Interest on money borrowed to pay for growth-related capital	0-100 0-100

[1] with a 7+ year lifetime

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. The Township's detailed Local Service Policy is provided in Appendix E.

4.5 Capital Forecast

Paragraph 7 of subsection 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) Costs to undertake studies in connection with any of the matters referred to in paragraphs a to d;
f) Costs of the development charge background study required under section 10; and
g) interest on money borrowed to pay for the above-referenced costs;

In order for an increase in need for service to be included in the D.C. calculation, Township Council must indicate "that it intends to ensure that such an increase in need will be met" (subsection 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 section 3). The capital program contained herein reflects the Township's approved and proposed capital budgets and master servicing/needs studies.

4.6 Treatment of Credits

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. There are no outstanding credit obligations to include in the D.C. calculations.

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 service.

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 by-law provided herein have identified Growth Studies and Land Acquisition as classes of service.

4.8 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 7 of subsection 5 (1)."

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

For services that 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 future forecast periods, which underlie the D.C. calculation herein.

The alternative would involve the Township spending all reserve fund monies prior to renewing each by-law, which would not be a sound basis for capital budgeting. Thus, the Township will use these reserve funds for the Township'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 that contributed them (rather than to future development, which will generate the need for additional facilities directly proportionate to future growth).

The Township's D.C. Reserve Fund balances by service as of December 31, 2025, are shown below:

Table 4-2
Summary of Development Charges Reserve Fund Balances
As of December 31, 2025

Service	Uncommitted DC Reserve Fund Balance	Commitments	Committed DC Reserve Fund Balance
Services Related to a Highway	($2,839,815.00)		($2,839,815.00)
Fire Protection Services	($235,371.00)		($235,371.00)
Policing Services	$46,046.00		$46,046.00
Parks and Recreation Services	($2,184,939.00)		($2,184,939.00)
Library Services	$422,098.00		$422,098.00
Growth Studies	$64,797.00		$64,797.00
Wastewater Services	($740,060.00)	12,624	($752,683.93)
Water Services	($741,951.00)		($741,951.00)
Stormwater Management Services	$5,808.00		$5,808.00
Total	**($6,203,387.00)**		**($6,216,010.93)**

Note: Amounts in brackets are deficit balances.

4.9 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 below.

4.9.1 Reduction Required by Level of Service Ceiling

This is designed to ensure that the increase in need included in section 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 15-year period immediately preceding the preparation of the background study" (D.C.A., subsection 5 (1) 4). O. Reg. 82/98 (section 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 factors 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 introduced in 2015 have provided for an alternative method for calculating the service 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.

4.9.2 Reduction for Uncommitted Excess Capacity

Paragraph 5 of subsection 5 (1) requires a deduction from the increase in the need for service attributable to the anticipated development that can be met using the Township'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.

4.9.3 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 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 service cap in section 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. Alternatively, 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 Township-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 Wednesdays in one arena and Thursdays 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.

Further details on the approach to estimating the benefit to the existing community, by service, are provided in Appendix H.

4.9.4 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. 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 (O. Reg. 82/98, section 6).

4.10 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 7.4.4 of this report.

4.11 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.

4.12 Asset Management

The legislation now requires that a D.C. background study must include an asset management plan (A.M.P.) (subsection 10 (2) c. 2). The A.M.P. must deal with all assets that are proposed to be funded, in whole or in part, by D.C.s. The current regulations provide very extensive and specific requirements for the A.M.P. related to transit services (as noted in the subsequent subsection); however, they are silent with respect to how the A.M.P. is to be provided for all other services. As part of any A.M.P., the examination should be consistent with the municipality's existing assumptions, approaches, and policies on the asset management planning. This examination has been included in Appendix F.

4.13 Transit

The D.C.A. provides for the following matters for Transit:

- The Background Study requires the following in regard to transit costs (as per subsection 8 (2) of the Regulations):
    - The calculations that were used to prepare the estimate for the planned level of service for the transit services, as mentioned in subsection 5.2 (3) of the Act.
    - An identification of the portion of the total estimated capital cost relating to the transit services that would benefit,
        i. the anticipated development over the 10-year period immediately following the preparation of the background study, or
        ii. the anticipated development after the 10-year period immediately following the preparation of the background study.
    - An identification of the anticipated excess capacity that would exist at the end of the 10-year period immediately following the preparation of the background study.
    - An assessment of ridership forecasts for all modes of transit services proposed to be funded by the development charge over the 10-year period immediately following the preparation of the background study, categorized by development types, and whether the forecasted ridership will be from existing or planned development.

    - An assessment of the ridership capacity for all modes of transit services proposed to be funded by the development charge over the 10-year period immediately following the preparation of the background study.
- A forward-looking service standard (as per 6.1(2) of the Regulations):
    - The service is a discrete service.
    - No portion of the service that is intended to benefit anticipated development after the 10-year period immediately following the preparation of the background study may be included in the estimate.
    - No portion of the service that is anticipated to exist as excess capacity at the end of the 10-year period immediately following the preparation of the background study may be included in the estimate.
- A detailed asset management strategy and reporting requirements (subsection 6.1 (3) of the Regulation) that includes lifecycle costs, action plans that will enable the assets to be sustainable, summary of how to achieve the proposed level of service, discussion on procurement measures and risk.

The Township does not currently provide transit services therefore; the above calculations and reporting requirements are not required.

Chapter 5
D.C.-Eligible Cost Analysis by Service

5. D.C.-Eligible Cost Analysis by Service

5.1 Introduction

This chapter outlines the basis for calculating eligible costs for the D.C.s to be applied on a uniform basis. In each case, the required calculation process set out in subsection 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 service component is evaluated on two format sheets:

- The service standards that provide the average historical 15-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.

Note that due to recent legislative amendments to the D.C.A. and O.Reg. 82/98, the value of land has been excluded from the 15-year level of service analysis. In addition, further explanation as to the methodology for determining the benefit to existing deductions are provided in Appendix H.

The nature of the capital projects and timing identified in the chapter reflects Council's current intention. Over time, however, Township projects and Council priorities change; accordingly, Council's intentions may alter, and different capital projects (and timing) may be necessary to meet the need for services required by new growth.

5.2 Service Levels and 10-Year Capital Costs for D.C. Calculation

This section evaluates the development-related capital requirements for parks and recreation, library services, and growth studies over a 10-year planning period. Each service component is evaluated on two format sheets: the average historical 15-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.

5.2.1 Parks and Recreation Services

The Township currently has 75.24 acres of parkland within its jurisdiction. This parkland consists of community parks, neighbourhood parks, and a parkette. Based on the inventory of parkland provided over the historical 15-year period (2011 to 2025), the Township has provided an average of 7.90 acres of parkland per 1,000 population. The Township also currently provides 26 parkland amenities. These amenities include playgrounds, baseball diamonds, splash pads, basketball courts, skate parks, etc. Over the historical 15-year period the Township provided an average of 2.00 amenities per 1,000 population. In addition to parkland development and amenities, the Township has 12,006 linear metres of trails which has provided an average of 1.10 linear metres of trails per capita, over the historical 15-year period. Including parkland development, amenities and trails the average level of service provided equates to an investment of $1,104 per capita. When applied over the forecast period, this average level of service translates into a D.C.-eligible amount of approximately $2.89 million.

With respect to recreation facilities, the Township currently owns 101,645 sq.ft. of community centre space, along with several buildings shared with the public works department. Based on the inventory of space provided over the historical 15-year period (2011 to 2025), the Township has provided an average of approximately 7.88 sq.ft. of space per capita or an investment of $5,344 per capita. Based on this service standard, the Township would be eligible to collect approximately $13.98 million from D.C.s for facility space.

The Township utilizes 16 vehicles and related equipment to service the above-mentioned parks and recreation facilities. Over the historical 15-year period, the Township has provided an average level of service of 1.40 vehicles per 1,000 population. This level of service translates to an average investment of $69 per capita. Over the 10-year forecast period, the Township would be eligible to collect $180,949 from D.C.s for vehicles and equipment.

In total the Township is eligible to collect approximately $17.05 million for parks and recreation services.

Based on the projected growth over the 10-year forecast period, the Township has identified approximately $13.50 million in future growth-related capital costs for Parks & Recreation. The projects identified include parkland development and amenities for

new subdivisions, provisions for trails, and parkland development and amenities for the Cavan Monaghan Community Centre. Additionally, the Township has identified debenture payments relating to the Millbrook Yard upgrades (combined Public Works and Parks building). The reserve fund deficit of approximately $2.18 million has been added to the calculations. No deductions for benefit to existing development and development outside the forecast period have been identified. A deduction in the amount of approximately $1.73 million has been made for the portion of capital costs funded through grants and subsidies. As a result, the net growth-related capital cost of approximately $13.95 million has been included in the D.C. calculations.

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

Table 5-1
Infrastructure Cost Included in the Development Charges Calculation
Parks and Recreation Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to 2035	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 95%	Non-Residential Share 5%
1	Provision for Trails Development	2026-2035	460,000	-		460,000	-		460,000	437,000	23,000
2	Towerhill North Park Development and Amenities	2028-2030	190,000	-		190,000	-		190,000	180,500	9,500
3	Outstanding Debt (Growth-related Principal) - Millbrook Yard	2026-2040	272,958	-	136,479	136,479	-		136,479	129,655	6,824
4	Outstanding Debt (Growth-related Interest) - Millbrook Yard	2026-2040	28,769	-	14,384	14,384	-		14,384	13,665	719
5	New Parkland Development - New Subdivisions	2026-2035	510,000	-		510,000	-		510,000	484,500	25,500
6	New Parkland Amenities - New Subdivisions	2026-2035	675,000	-		675,000	-		675,000	641,250	33,750
7	Old Millbrook School	2026	511,750	-	511,750	-	-		-	-	-
8	Demolition of Millbrook Arena (Future Downtown Park)	2026	250,000	-	250,000	-	-		-	-	-
9	Downtown Park	2027-2035	4,600,000		716,000	3,884,000	-		3,884,000	3,689,800	194,200
10	CMCC Beach Volleyball Courts	2026	152,000	-	100,000	52,000	-		52,000	49,400	2,600
11	CMCC Infrastructure Phase 1	2026	145,000	-		145,000	-		145,000	137,750	7,250
12	CMCC Parkland Development and Amenities	2027-2035	5,700,000	-		5,700,000	-		5,700,000	5,415,000	285,000
	Reserve Fund Adjustment		2,184,939	-		2,184,939	-		2,184,939	2,075,692	109,247
	Total		**15,680,415**	**-**	**1,728,613**	**13,951,802**	**-**	**-**	**13,951,802**	**13,254,212**	**697,590**

5.2.2 Library Services

The Township provides library services from two facilities which total 8,170 sq.ft. in library space. Over the past fifteen years, the average level of service was 0.88 sq.ft. of space per capita which equates to an investment of $688 per capita. Based on this service standard and the anticipated growth over the 10-year forecast period, the Township would be eligible to collect a total of approximately $1.80 million from D.C.s for library facilities.

The Township has an inventory of library collection items with a total replacement cost of approximately $1.67 million. These collection items include various materials such as books, public computers and tablets, and electronic resources as well as subscriptions. Over the past fifteen years, the average level of service was 3.75 collection items per capita or an investment of $156 per capita. Based on this service standard, the Township would be eligible to collect $407,520 from D.C.s for library collection items over the 10-year forecast period.

The Township has identified a provision for additional facility space in the amount of $1.40 million and a number of other capital needs in the amount of approximately $300,000. This includes annual expansions of the material collection, a gazebo/pavilion at the Bruce Johnston branch, additional indoor shelving, storage facilities at Bruce Johnston and Millbrook, and a Makerspace for youths. No deductions for benefit to existing development and development outside the forecast period have been identified. A deduction of $422,098 has been included to reflect the existing reserve fund balance. As a result, the net growth capital cost of approximately $1.28 million has been included in the D.C. calculations.

While library usage is predominately residential based, there is some use of the facilities by non-residential users, for the purpose of research. To acknowledge this use, the growth-related capital costs have been allocated 95% residential and 5% non-residential.

Table 5-2
Infrastructure Cost Included in the Development Charges Calculation
Library Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to 2035	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 95%	Non-Residential Share 5%
1	Provision for Additional Space	2026-2035	1,400,000	-		1,400,000	-		1,400,000	1,330,000	70,000
2	Annual Collection Expansion	2026-2035	215,000	-		215,000	-		215,000	204,250	10,750
3	Gazebo/Pavillion (at Bruce Johnston Branch) and Outdoor Furniture	2027	40,900	-		40,900	-		40,900	38,855	2,045
4	Additional Indoor Shelving	2027-2035	4,035	-		4,035	-		4,035	3,833	202
5	Makerspace - youth activity zone	2028	12,000	-		12,000	-		12,000	11,400	600
6	Storage container at Bruce Johnston Branch	2027	12,000	-		12,000	-		12,000	11,400	600
7	Storage at Millbrook for new collection in new spaces	2029-2035	18,000	-		18,000	-		18,000	17,100	900
	Reserve Fund Adjustment			422,098		(422,098)	-		(422,098)	(400,993)	(21,105)
	Total		**1,701,935**	**422,098**	**-**	**1,279,837**	**-**	**-**	**1,279,837**	**1,215,845**	**63,992**

5.2.3 Growth Studies

Growth studies would be considered a class of service under the D.C.A. and is comprised of studies related to D.C. eligible services. The Township has identified the need for various studies over the forecast period including a Master Fire Plan Review, MVT Master Plan update, a D.C. study, an Official Plan, a Master Plan and a Strategic Plan for library services, and a Growth Management Strategy update.

The total capital costs of these studies are approximately $800,000. Deductions of $118,800 and $25,890 have been made to account for the share of the studies that benefit existing development and benefit non-D.C.-eligible services (for the Growth Management Strategy update and Official Plan), respectively. In addition, a deduction of $64,797 was made to reflect the existing reserve fund balance. As a result of these deductions, the net D.C.-recoverable cost to be included in the calculations is $586,713.

These costs are shared between residential and non-residential growth based on the population to employment ratio over the forecast period, resulting in 70% being allocated to residential development and 30% being allocated to non-residential development.

Table 5-3
Infrastructure Cost Included in the Development Charges Calculation
Growth Studies

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to 2035	Timing (year)	Service to Which Project Relates	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
					Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 70%	Non-Residential Share 30%
1	Development Charge Study	2026	All D.C.-Eligible Services	38,500	-		38,500	-		38,500	26,950	11,550
2	Stormwater Servicing Studies - Future Development Areas	2026-2036	Services Related to a Highway	216,400	-		216,400	-		216,400	151,480	64,920
3	Growth Management Strategy Update	2026	All Services	90,200	-		90,200	-	9,020	81,180	56,826	24,354
4	Official Plan	2026	All Services	225,000	56,300		168,700	-	16,870	151,830	106,281	45,549
5	Master Fire Plan Review/CRA Risk	2030	Fire Services	80,000	20,000		60,000	-		60,000	42,000	18,000
6	MVT Master Plan Update	2026-2027	Parks and Recreation Services	50,000	12,500		37,500	-		37,500	26,250	11,250
7	Master Plan for Library Facilities	2026-2035	Library Services	72,100	18,000		54,100	-		54,100	37,870	16,230
8	Library Strategic Plan and Implementation	2028	Library Services	24,000	12,000		12,000	-		12,000	8,400	3,600
	Reserve Fund Adjustment				64,797		(64,797)	-		(64,797)	(45,358)	(19,439)
	Total			**796,200**	**183,597**	**-**	**612,603**	**-**	**25,890**	**586,713**	**410,699**	**176,014**

5.3 Service Levels and 26-Year Capital Costs for Cavan Monaghan's D.C. Calculation

This section evaluates the development-related capital requirements for those services with 26-year capital costs.

5.3.1 Services Related to a Highway

Roads

Cavan Monaghan owns and maintains a transportation network comprised of roads, sidewalks, and traffic signals. Their inventory includes:

- 231 kilometres of asphalt, surface treated, and gravel roads;
- 11.25 kilometres of sidewalks; and
- 278 streetlights.

The inventory provided over the historical 15-year period results in an average level of investment of $16,889 per capita, resulting in a D.C.-eligible recovery amount of approximately $107.31 million over the 26-year forecast period.

With respect to future needs, the Township has identified capital needs with a total gross capital cost estimate of approximately $11.26 million. The capital projects include various works related to adding capacity to the roads system including road improvements/expansions, intersection improvements, additional sidewalks, streetlights, and modifications. In addition to these costs, approximately $2.84 million has been included in the calculations to reflect the existing reserve fund deficit. A deduction of approximately $1.20 million has been made for the benefit to existing development, along with a deduction of approximately $1.77 million for the share of the works that are funded through grants, subsidies, or other contributions. The resulting D.C.-eligible amount of approximately $11.13 million has been included in the D.C. calculations for recovery over the 26-year forecast period.

The residential/non-residential capital cost allocation for all services related to a highway is 69% residential and 31% non-residential based on the incremental growth in population to employment for the 26-year forecast period.

Table 5-4
Infrastructure Cost Included in the Development Charges Calculation
Services Related to a Highway – Roads

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to 2051	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 69%	Non-Residential Share 31%
1	Zion Line - Capacity Improvements	2035	677,700	-		677,700	-		677,700	467,613	210,087
2	Upgrade Bartlett Road - Capacity Improvements	2030	677,700	-		677,700	-		677,700	467,613	210,087
3	Syer Line Improvements - County Road 10 to County Road 28	2030	1,236,000	123,600		1,112,400	-		1,112,400	767,556	344,844
4	Intersection Improvements	2030-2035	463,500	347,600		115,900	-		115,900	79,971	35,929
5	Reconstruction of Wing and Banks Streets from King St. to East Limit (390m) - Urbanization	2030	721,000	360,500		360,500	-		360,500	248,745	111,755
6	Turner Street Reconstruction from King St. to North Limit (150m) (Oversizing component only)	2030	412,000	-		412,000	-		412,000	284,280	127,720
7	Urbanization of Fallis Line - County Road 10 Westerly	2030	618,000	-	500,000	118,000	-		118,000	81,420	36,580
8	Streetlighting Upgrades County Roads	2026-2035	309,000	-		309,000	-		309,000	213,210	95,790
9	Fallis Line East of County Road 10	2026-2028	2,544,000	-	1,271,875	1,272,125	-		1,272,125	877,766	394,359
10	Fallis Line to Tapley Quarter Line (Oversizing component only)	2028-2035	515,000	-		515,000	-		515,000	355,350	159,650
11	Centre Street Urbanization from Union Street Westerly	2026-2030	257,500	64,400		193,100	-		193,100	133,239	59,861
12	Sidewalk on County Road 10 from Municipal Office to Highland Blvds.	2026-2030	206,000	20,600		185,400	-		185,400	127,926	57,474
13	Sidewalk on County Road 10 from Highlands Blvd to Larmer Line	2030-2035	515,000			515,000	-		515,000	355,350	159,650
14	Streetlights on County Road 10 from Municipal Office to Larmer Line.	2030-2035	309,000	-		309,000	-		309,000	213,210	95,790
15	Sidewalk and Boulevard on King Street Easterly to old Standpipe	2028-2030	103,000	10,300		92,700	-		92,700	63,963	28,737
16	Larmer Line - Widening/ Upgrades	2030	824,000	41,200		782,800	-		782,800	540,132	242,668
17	Tapley 1/4 Line - Upgrades (Hot mix asphalt)	2030	412,000	234,800		177,200	-		177,200	122,268	54,932
18	Cathcart Crescent - Improvements	2035	206,000	-		206,000	-		206,000	142,140	63,860
19	Moore Drive - Capacity Improvements/ widening	2035	257,500	-		257,500	-		257,500	177,675	79,825
	Reserve Fund Adjustment		2,839,815	-		2,839,815	-		2,839,815	1,959,472	880,343
	Total		**14,103,715**	**1,203,000**	**1,771,875**	**11,128,840**	**-**	**-**	**11,128,840**	**7,678,900**	**3,449,940**

Public Works Facilities, Fleet & Equipment

The Township currently operates their Public Works service out of 20,337 sq.ft. of building area. Over the past 15 years, the Township has provided an average level of service of 1.36 sq.ft. per capita which equates to an investment of $325 per capita. This level of service provides the Township with a maximum D.C.-eligible amount of approximately $2.06 million for recovery over the 26-year forecast period.

The Public Works Department owns 22 vehicles and major equipment with a total replacement value of approximately $6.58 million. Based on the average level of service over the previous 15-year period, the Township has provided a per capita level investment of $721. Over the forecast period, the D.C.-eligible amount for vehicles and equipment is approximately $4.58 million.

In total, the D.C. eligible amount for services related to a highway – public works is approximately $6.65 million.

The Township has identified the need for a single axle vehicle, an international tandem truck, a roadside mowing/brushing unit, a trackless sidewalk machine, and a ½ ton truck. The Township has also identified debenture payments related to the upgrade to the Millbrook Yard. The total gross capital cost of these capital projects is approximately $1.60 million. No deductions for benefit to existing development and/or post-period benefit have been identified. As a result, the total net growth-related capital costs included in the D.C. calculations approximately $1.60 million. This is comprised of approximately $1.57 million in direct capital costs and $28,769 in financing (interest) costs.

The D.C. eligible costs have been shared between residential and non-residential development based on the ratio of anticipated population to employment growth over the 26-year forecast period. This results in 69% of the costs allocated to residential development and 31% to non-residential development.

Table 5-5
Infrastructure Cost Included in the Development Charges Calculation
Services Related to a Highway - Public Works

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to 2051	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 69%	Non-Residential Share 31%
1	Outstanding Debt (Growth-related Principal) - Millbrook Yard	2026-2040	272,958	-		272,958	-		272,958	188,341	84,617
2	Outstanding Debt (Growth-related Interest) - Millbrook Yard	2026-2040	28,769	-		28,769	-		28,769	19,850	8,918
3	Single Axle Vehicle	2030	386,000	-		386,000	-		386,000	266,340	119,660
4	International Tandem Truck	2035	412,000	-		412,000	-		412,000	284,280	127,720
5	Roadside Mowing/Brushing Unit	2027	216,000	-		216,000	-		216,000	149,040	66,960
6	Trackless	2030	221,000	-		221,000	-		221,000	152,490	68,510
7	1/2 Ton Truck	2030	65,000	-		65,000	-		65,000	44,850	20,150
	Total		**1,601,726**	**-**	**-**	**1,601,726**	**-**	**-**	**1,601,726**	**1,105,191**	**496,535**

5.3.2 Fire Protection Services

Cavan Monaghan currently operates its fire services from two stations with a total amount of space of 15,196 sq.ft. The facility space provided over the historical 15-year period provides for an average level of service of 0.95 sq.ft. per capita or $631 per capita. The fire department has a current inventory of 11 vehicles with a total replacement cost of approximately $6.37 million. Based on the historical average level of service, the Township has provided an average level of investment of $665 per capita for fire vehicles. Additionally, the fire department utilizes equipment and gear with a total replacement cost of approximately $0.70 million. The Township has provided an average level of service of $62 per capita for fire equipment and gear. For fire stations, vehicles, and equipment and gear, the total level of investment provided by the Township was $1,359 per capita. This provides for a D.C.-eligible amount over the forecast period of approximately $8.63 million for fire services.

Based on the anticipated growth over the forecast period, the fire department has identified the need for a new pumper at a gross capital cost of $2.20 million. The Township has also identified debenture payments related to the new Millbrook Fire Station No.1, which was completed in 2024. In addition, the reserve fund deficit of $235,371 has been added to the calculations. No deductions have been made for benefit to existing development and/or post-period benefit. The resulting net growth-related capital cost included in the D.C. calculations is approximately $6.39 million. This is comprised of approximately $6.01 million in direct capital costs and approximately $0.38 million in financing (interest) costs.

These costs are shared between residential and non-residential based on the population to employment ratio over the forecast period, resulting in 69% being allocated to residential development and 31% being allocated to non-residential development.

Table 5-6
Infrastructure Costs Included in the Development Charges Calculation
Fire Protection Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to 2051	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 69%	Non-Residential Share 31%
	Rolling Stock & Vehicles										
1	Telesquirt (pumper)	2035	2,200,000	-		2,200,000	-		2,200,000	1,518,000	682,000
	Stations			-		-	-				
2	Outstanding Debt (Growth-related Principal) - New Millbrook Fire Station No.1	2026-2040	3,582,006	-		3,582,006	-		3,582,006	2,471,584	1,110,422
3	Outstanding Debt (Growth-related Interest) - New Millbrook Fire Station No.1	2026-2040	377,530	-		377,530	-		377,530	260,496	117,034
	Reserve Fund Adjustment		235,371	-		235,371	-		235,371	162,406	72,965
	Total		**6,394,907**			**6,394,907**	**-**	**-**	**6,394,907**	**4,412,486**	**1,982,421**

5.3.3 Policing Services

Until 2016, Cavan Monaghan contracted police services to the Ontario Provincial Police, which utilized 875 sq.ft. of space in the old Millbrook school. Beginning in 2016, the Township began contracting police services from the City of Peterborough. The City of Peterborough Police currently utilize approximately 50 sq.ft. of office space in the Township municipal building. Over the previous 15-year period, the Township has provided an average level of investment of $14 per capita. This level of investment, when applied to the anticipated growth over the forecast period, results in a D.C. eligible amount of $90,926.

Additionally, the Township provided funding for police equipment and gear until 2016. The Township's current contract with the City provides an annual capital component of approximately $82,100. Over the historical 15-year period the Township has provided an average level of investment of $11 per capita. This level of investment results in a D.C. eligible amount of $67,670.

In total for police services, the D.C. eligible amount for recovery over the 26-year forecast period is $158,596.

Based on the anticipated growth over the 26-year forecast period, a provision for additional capital contract costs has been provided in the amount of $93,000. As this is a provision, no deductions have been made, however, when growth-related capital projects are funded, the appropriate benefit to existing and post-period benefit deductions will be made at that time. The costs have been reduced by $46,046 to reflect the existing balance in the reserve fund. The resulting net provisional capital cost included in the D.C. calculations is $46,954. This provisional amount has been included in the D.C. calculations.

The costs for police service are shared 69%/31% between residential and non-residential development based on the population to employment ratio over the 26-year forecast period

Table 5-7
Infrastructure Costs Included in the Development Charges Calculation
Policing Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to 2051	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 69%	Non-Residential Share 31%
1	Provision for Additional Capital Contract Costs	2026-2051	93,000	-		93,000	-		93,000	64,170	28,830
	Reserve Fund Adjustment		-	46,046		(46,046)	-		(46,046)	(31,772)	(14,274)
	Total		**93,000**	**46,046**	**-**	**46,954**	**-**	**-**	**46,954**	**32,398**	**14,556**

5.4 Services Levels and Urban 26-Year Capital Costs for Cavan Monaghan's D.C. Calculation

This section evaluates the development-related capital requirements for water and wastewater services with capital costs identified over the urban 26-year forecast.

5.4.1 Wastewater Services

5.4.1.1 Linear

Based on anticipated growth over the forecast period, the Township has identified the need for sanitary trunk works, related studies, infiltration solutions, a pump station and forcemain for Northern Employment Lands, and sanitary mains for Duke Street and King Street. The Township has also identified debenture payments related to the sewage pumping station. The total gross capital cost estimate of these projects totals approximately $24.44 million. A deduction in the amount of $334,800 has been made to reflect the share of the I&I solutions study that benefits existing development. The resulting net growth-related capital cost included in the D.C. calculations is approximately $24.11 million. This is comprised of approximately $22.73 million in direct capital costs and approximately $1.38 million in financing (interest) costs.

The D.C. eligible costs have been shared 88%/12% between residential and non-residential development based on the servicing capacity of the plants in the Township.

5.4.1.2 Treatment

The Township has existing debt for previously constructed growth-related water and wastewater projects. The total debt was issued for approximately $4.85 million, of which 78% relates to wastewater and 22% relates to water. This debt was issued over a 20-year period at 3.15% interest. The outstanding growth-related principal and discounted growth-related interest costs have been included in the calculations. In addition to the outstanding debt payments, the Township has identified the need for a new pumping station at Tupper Street as well as an upgrade to the existing wastewater treatment plant. These projects will be debt-financed, therefore the financing costs associated with each project have also been included in the capital cost. The total gross capital costs are identified at approximately $31.09 million. In addition, the reserve fund deficit of $752,684 has been added to the calculations. No deductions have been made for

benefit to existing development and/or post-period benefit as these projects are required to accommodate growth within the forecast period. A deduction in the amount of approximately $2.46 million has been made for the portion of the Tupper St. Design and Construction project that will be funded through grants. The resulting net growth-related capital cost included in the D.C. calculations is approximately $29.38 million. This is comprised of approximately $26.05 million in direct capital costs and approximately $3.33 million in financing (interest) costs.

The D.C. eligible costs have been shared 88%/12% between residential and non-residential development based on the servicing capacity of the plants in the Township.

Table 5-8
Infrastructure Costs Included in the Development Charges Calculation
Wastewater Services - Linear

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to Urban 2051	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Contributions	Total	Residential Share 88%	Non-Residential Share 12%
1	Sanitary Sewer Trunk (East of County Road 10)	2028	231,000	-		231,000	-		231,000	203,280	27,720
2	I&I Solutions	2028-2032	1,339,000	334,800		1,004,200	-		1,004,200	883,696	120,504
3	Duke Street from King Street Southwards	2026	336,000	-		336,000	-		336,000	295,680	40,320
4	Wastewater Servicing Studies - Future Development Areas	2030	202,000	-		202,000	-		202,000	177,760	24,240
5	New Sewage Pumping Station & Forcemain for northern employment land	2033	9,930,000	-		9,930,000	-		9,930,000	8,738,400	1,191,600
6	Financing Cost (Principal) for New Sewage Pumping Station	2033-2051	11,022,646	-		11,022,646	-		11,022,646	9,699,928	1,322,717
7	Financing Cost (Interest) for New Sewage Pumping Station	2033-2051	1,381,846	-		1,381,846	-		1,381,846	1,216,024	165,821
	Total		**24,442,491**	**334,800**	**-**	**24,107,691**	**-**	**-**	**24,107,691**	**21,214,768**	**2,892,923**

Table 5-9
Infrastructure Costs Included in the Development Charges Calculation
Wastewater Services - Treatment

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to Urban 2051	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Contributions	Total	Residential Share 88%	Non-Residential Share 12%
1	Outstanding Debt - Growth-related Principal	2026-2037	2,545,818	-		2,545,818	-		2,545,818	2,240,320	305,498
2	Outstanding Debt - Discounted Growth-related Interest	2026-2037	151,351	-		151,351	-		151,351	133,189	18,162
3	Tupper St. Design and Construction	2026-2027	3,375,000	-	2,463,750	911,250	-		911,250	801,900	109,350
4	Financing Cost (Interest) for Tupper St Pumping Station	2027-2046	315,333	-		315,333	-		315,333	277,493	37,840
5	Wastewater Treatment Plant Upgrade Investigation	2026	206,000	-		206,000	-		206,000	181,280	24,720
6	Wastewater Treatment Plant Upgrade Design	2029	1,030,000	-		1,030,000	-		1,030,000	906,400	123,600
7	Wastewater Treatment Plant Upgrade Construction	2032	20,600,000	-		20,600,000	-		20,600,000	18,128,000	2,472,000
8	Financing Cost (Interest) for Wastewater Treatment Plant	2032-2051	2,866,661	-		2,866,661	-		2,866,661	2,522,662	343,999
	Reserve Fund Adjustment		752,684	-		752,684	-		752,684	662,362	90,322
	Total		**31,842,848**	**-**	**2,463,750**	**29,379,098**	**-**	**-**	**29,379,098**	**25,853,606**	**3,525,492**

5.4.2 Water Services

Based on the growth over the urban 26-year period in the Millbrook area, the Township has identified the need for a number of water projects. This includes a booster station pump upgrade, infrastructure software, a second booster pumping station, extension to the water distribution network, an environmental assessment for the Syer Line municipal well, and several related studies. As noted in the previous section, the Township has issued debt for previously constructed growth-related water and wastewater projects. The total debt was issued for approximately $4.85 million over a 20-year period at 3.15% interest, of which 22% relates to water and 78% relates to wastewater. The outstanding growth-related principal and discounted growth-related interest costs have been included in the calculations.

In total the gross capital costs are identified at approximately $19.26 million. In addition, $741,951 has been included to reflect the existing reserve fund deficit. The Township has been approved for a Housing Enabling Water Systems Fund (HEWSF) Grant in the amount of approximately $12.91 million for water-related capital projects. This amount has been deducted from the total gross capital cost. No deductions have been made for benefit to existing development and/or post-period benefit as these projects are required to accommodate growth over the forecast period. As a result, the total net growth-related capital cost included in the D.C. calculations is approximately $7.09 million. This is comprised of approximately $7.05 million in direct capital costs and $42,689 in financing (interest) costs.

The D.C. eligible costs have been shared 80%/20% between residential and non-residential development based on the servicing capacity of the plants in the Township.

Table 5-10
Infrastructure Costs Included in the Development Charges
Water Services

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to Urban 2051	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Contributions	Total	Residential Share 80%	Non-Residential Share 20%
1	Outstanding Debt - Growth-related Principal	2026-2037	718,051	-		718,051	-		718,051	574,441	143,610
2	Outstanding Debt - Discounted Growth-related Interest	2026-2037	42,689	-		42,689	-		42,689	34,151	8,538
3	Duke Street from King Street Southwards	2026	158,000	-		158,000	-		158,000	126,400	31,600
4	Water Servicing Studies - Future Development Areas	2029	105,000	-		105,000	-		105,000	84,000	21,000
5	Booster Station Pump Upgrades	2026	51,500	-		51,500	-		51,500	41,200	10,300
6	Advanced Metering Infrastructure Software	2026	144,000	-		144,000	-		144,000	115,200	28,800
7	Hydrogeological Study for 4th Drinking Well (78 King St W)	2026	155,000	-		155,000	-		155,000	124,000	31,000
8	Second Booster Pumping Station Design	2026	205,000	-		205,000	-		205,000	164,000	41,000
9	Second Booster Pumping Station Construction	2026	840,000	-		840,000	-		840,000	672,000	168,000
10	Second Water Storage Facility Design	2026	415,000	-		415,000	-		415,000	332,000	83,000
11	Second Water Storage Facility Construction	2027	9,500,000	-		9,500,000	-		9,500,000	7,600,000	1,900,000
12	Water Distribution Network Extension Design	2026-2027	525,000	-		525,000	-		525,000	420,000	105,000
13	Water Distribution Network Extension Construction	2028	6,200,000	-		6,200,000	-		6,200,000	4,960,000	1,240,000
14	Housing Enabling Water Systems Fund - Grant Funding	2026-2028	-		12,911,875	(12,911,875)	-		(12,911,875)	(10,329,500)	(2,582,375)
15	EA North Millbrook - Syer Line Municipal Well	2036	200,000			200,000	-		200,000	160,000	40,000
	Reserve Fund Adjustment		741,951	-		741,951	-		741,951	593,561	148,390
	Total		**20,001,191**	**-**	**12,911,875**	**7,089,316**	**-**	**-**	**7,089,316**	**5,671,453**	**1,417,863**

5.4.3 Land – Urban 26-Year (2026 to 2051) Forecast Period

Land costs are considered a class of service under the D.C.A. and comprises land acquisition costs related to D.C. eligible services.

The land costs in this subsection are related to D.C.-eligible services which are not restricted to a 10-year forecast period. The land costs included herein are related to wastewater and water services.

Land costs related to the Second Water Storage Facility and Tupper Street Pumping Station Upgrade have been identified in the capital listing in Table 5-11. The total land acquisition costs for the aforementioned service are $824,000. No deductions have been made for benefit to existing development and/or post-period benefit, therefore, the total D.C.-recoverable cost to be included in the calculations is $824,000.

The growth-related costs have been allocated between residential and non-residential development based on the weighted average of the servicing capacities of the water and wastewater facilities. This results in an 84% allocation to residential development and a 16% allocation to non-residential development.

Table 5-11
Infrastructure Cost Included in the Development Charges Calculation
Land – Buildout Capital Costs

Proj. No.	Increased Service Needs Attributable to Anticipated Development 2026 to Urban Buildout	Timing (year)	Gross Capital Cost Estimate (2026$)	Less:		Net Capital Cost	Less:		Potential D.C. Recoverable Cost		
				Benefit to Existing Development	Grants, Subsidies and Other Contributions Attributable to New Development		Post Period Benefit	Other Deductions	Total	Residential Share 84%	Non-Residential Share 16%
1	Second Water Storage Facility Land	2026	412,000	-		412,000	-		412,000	346,080	65,920
2	Tupper St Pumping Station Upgrade Land	2026	412,000	-		412,000	-		412,000	346,080	65,920
	Total		**824,000**	**-**	**-**	**824,000**	**-**	**-**	**824,000**	**692,160**	**131,840**

Chapter 6
D.C. Calculation

6. D.C. Calculation

Table 6-1 calculates the proposed uniform D.C.s to be imposed on anticipated development in the Millbrook area for wastewater and water services over the urban 26-year forecast period. Table 6-2 calculates the proposed uniform D.C.s to be imposed on anticipated development in Cavan Monaghan for Township-wide services over a 26-year forecast period from 2026 to 2051. Table 6-3 calculates the proposed uniform D.C. to be imposed on anticipated development in Cavan Monaghan for Township-wide services over the 10-year planning horizon.

The calculation for residential development is generated on a per capita basis and is based upon five forms of housing types (singles and semi-detached, multiples, apartments 2+ bedrooms, apartments studio and 1 bedroom, and special care/special dwelling units). The non-residential D.C. has been calculated on a per sq.ft. of G.F.A. basis for all types of non-residential development (industrial, commercial, and institutional).

The D.C.-eligible costs for each service component were developed in Chapter 5 for all Township services and classes of service, 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 plus the anticipated incline in existing units). The cost per capita is then multiplied by the average occupancy (also referred to as P.P.U.) of the new units (Appendix A, Schedule 4) to calculate the charge in Tables 6-1 through 6-3.

With respect to non-residential development, the total costs in the uniform charge allocated to non-residential development (based on need for service) have been divided by the anticipated development over the planning period to calculate the cost per sq.ft. of gross floor area.

Table 6-4 summarizes the total D.C. that is applicable for all services and Table 6-5 summarizes the gross capital expenditures and sources of revenue for works to be undertaken during the life of the by-law.

Table 6-1
Township of Cavan Monaghan
Development Charge Calculation
Wastewater and Water Services
Urban 26-Year (2026 to 2051)

SERVICE/CLASS	2026$ D.C.-Eligible Cost		2026$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	$	$	$	$
1 Wastewater Services				
1.1 Treatment plants	25,853,606	3,525,492	9,976	1.51
1.2 Sewers	21,214,768	2,892,923	8,186	1.25
	47,068,374	6,418,415	18,162	2.76
2. Water Services				
2.1 Water Services	5,671,453	1,417,863	2,188	0.61
	5,671,453	1,417,863	2,188	0.61
3. Land - Urban 2051				
3.1 Land Acquisition for D.C. Eligible Services	692,160	131,840	267	0.06
	692,160	131,840	267	0.06
TOTAL	**$53,431,987**	**$7,968,118**	**$20,617**	**$3.43**
D.C.-Eligible Capital Cost	$53,431,987	$7,968,118		
Urban 26-Year Gross Population/GFA Growth (sq.ft.)	7,780	2,325,400		
Cost Per Capita/Non-Residential GFA (sq.ft.)	**$6,867.86**	**$3.43**		
By Residential Unit Type **P.P.U.**				
Single and Semi-Detached Dwelling 3.002	$20,617			
Other Multiples 1.996	$13,708			
Apartments - 2 Bedrooms + 2.173	$14,924			
Apartments - Bachelor and 1 Bedroom 1.249	$8,578			
Special Care/Special Dwelling Units 1.100	$7,555			

Table 6-2
Township of Cavan Monaghan
Development Charge Calculation
Township-wide Services and Classes of Service
2026 to 2051

SERVICE/CLASS	2026$ D.C.-Eligible Cost		2026$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	$	$	$	$
4. Services Related to a Highway				
4.1 Roads and Related	7,678,900	3,449,940	2,794	1.17
4.2 Roads and Related Facilities and Fleet	1,105,191	496,535	402	0.17
	8,784,091	3,946,476	3,196	1.35
5. Fire Protection Services				
5.1 Fire facilities, vehicles & equipment	4,412,486	1,982,421	1,605	0.67
	4,412,486	1,982,421	1,605	0.67
6. Policing Services				
6.1 Facilities, vehicles and equipment, small equpment and gear	32,398	14,556	12	-
	32,398	14,556	12	-
TOTAL	**$13,228,975**	**$5,943,453**	**$4,813**	**$2.02**
D.C.-Eligible Capital Cost	$13,228,975	$5,943,453		
26-Year Gross Population/GFA Growth (sq.ft.)	8,252	2,942,600		
Cost Per Capita/Non-Residential GFA (sq.ft.)	**$1,603.12**	**$2.02**		
By Residential Unit Type **P.P.U.**				
Single and Semi-Detached Dwelling 3.002	$4,813			
Other Multiples 1.996	$3,200			
Apartments - 2 Bedrooms + 2.173	$3,484			
Apartments - Bachelor and 1 Bedroom 1.249	$2,002			
Special Care/Special Dwelling Units 1.100	$1,763			

Table 6-3
Township of Cavan Monaghan
Development Charge Calculation
Township-wide Services and Classes of Service
2026 to 2035

SERVICE/CLASS	2026$ D.C.-Eligible Cost		2026$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	$	$	$	$
7. Parks and Recreation Services				
7.1 Park development, amenities, trails, recreation facilities, vehicles, and equipment	13,254,212	697,590	12,007	0.61
	13,254,212	697,590	12,007	0.61
8. Library Services				
8.1 Library facilities, materials and vehicles	1,215,845	63,992	1,101	0.06
	1,215,845	63,992	1,101	0.06
9. Growth Studies				
9.1 Growth Studies	410,699	176,014	372	0.15
	410,699	176,014	372	0.15
TOTAL	**$14,880,756**	**$937,596**	**$13,480**	**$0.82**
D.C.-Eligible Capital Cost	$14,880,756	$937,596		
10-Year Gross Population/GFA Growth (sq.ft.)	3,314	1,146,100		
Cost Per Capita/Non-Residential GFA (sq.ft.)	**$4,490.27**	**$0.82**		
By Residential Unit Type **P.P.U.**				
Single and Semi-Detached Dwelling 3.002	$13,480			
Other Multiples 1.996	$8,963			
Apartments - 2 Bedrooms + 2.173	$9,757			
Apartments - Bachelor and 1 Bedroom 1.249	$5,608			
Special Care/Special Dwelling Units 1.100	$4,939			

Table 6-5
Township of Cavan Monaghan
Development Charge Calculation
Total All Services

	2026$ D.C.-Eligible Cost		2026$ D.C.-Eligible Cost	
	Residential	Non-Residential	S.D.U.	per sq.ft.
	$	$	$	$
Urban-wide Services/Classes Urban 26-Year	53,431,987	7,968,118	20,617	3.43
Township-wide Services/Classes 26 Year	13,228,975	5,943,453	4,813	2.02
Township-wide Services/Classes 10 Year	14,880,756	937,596	13,480	0.82
TOTAL	**81,541,718**	**14,849,166**	**38,910**	**6.27**

Table 6-6
Township of Cavan Monaghan
Gross Expenditure and Sources of Revenue Summary for Costs to be Incurred over the Life of the By-law

Service/Class	Total Gross Cost	Sources of Financing					
		Tax Base or Other Non-D.C. Source			Post D.C. Period Benefit	D.C. Reserve Fund	
		Other Deductions	Benefit to Existing	Other Funding		Residential	Non-Residential
1. Wastewater Services							
1.1 Treatment plants	28,030,540	-	-	2,463,750	-	22,498,775	3,068,015
1.2 Sewers	13,343,736	-	334,800	-	-	11,447,864	1,561,072
2. Water Services							
2.1 Water Services	18,932,450	-	-	12,911,875	-	4,816,460	1,204,115
3. Land - Urban 2051							
3.1 Land Acquisition for D.C. Eligible Services	824,000	-	-	-	-	692,160	131,840
4. Services Related to a Highway							
4.1 Roads and Related	11,263,900	-	1,203,000	1,771,875	-	5,719,427	2,569,598
4.2 Roads and Related Facilities and Fleet	1,501,151	-	-	-	-	1,035,794	465,357
5. Fire Protection Services							
5.1 Fire facilities, vehicles & equipment	4,839,691	-	-	-	-	3,339,387	1,500,304
6. Policing Services							
6.1 Facilities, vehicles and equipment, small equpment and gear	35,769	-	-	-	-	24,681	11,088
7. Parks and Recreation Services							
7.1 Park development, amenities, trails, recreation facilities, vehicles, and equipment	13,394,901	-	-	1,678,325	-	11,130,747	585,829
8. Library Services							
8.1 Library facilities, materials and vehicles	1,701,935	-	-	-	-	1,616,838	85,097
9. Growth Studies							
9.1 Growth Studies	776,527	25,890	118,800	-	-	442,286	189,551
Total Expenditures & Revenues	**$94,644,600**	**$25,890**	**$1,656,600**	**$18,825,825**	**$ -**	**$62,764,419**	**$11,371,866**

Chapter 7
D.C. Policy Recommendations and D.C. By-law Rules

7. D.C. Policy Recommendations and D.C. By-law 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 subsection 5 (1) 2-7 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 Township's existing policies; with modifications and consideration for the changes to the D.C.A. (see Appendix G for details on legislative changes that have occurred since the Township's previous D.C. background study was completed).

7.2 D.C. By-law Structure

It is recommended that:

- the Township uses a uniform Township-wide D.C. calculation for all services, except for wastewater and water;
- the Township use an area-specific D.C. for wastewater and water services within the Millbrook servicing area; and
- one Township-wide D.C. by-law be used for all services.

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 last 25 years. Costs allocated to non-residential uses will be assigned based on the number of square feet of G.F.A. 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, e.g.

    - For parks and recreation and library services, a 5% non-residential attribution has been made to recognize use by the non-residential sector;
    - For growth studies, a 70% residential/30% non-residential calculation has been made based on the anticipated population and employment growth the 10-year forecast period;
    - For services related to a highway, fire services, and policing services, a 69% residential/31% non-residential allocation has been made based on a population vs. employment growth ratio over the 26-year forecast period;
    - For wastewater services, an 88% residential/12% non-residential allocation has been made based on urban 26-year forecast period;
    - For water services, an 80% residential/20% non-residential allocation has been made based on urban 26-year forecast period;
    - With respect to land (i.e. class of D.C.-eligible service), the residential/non-residential allocation is based on the weighted average of allocations identified above for the D.C. eligible service (e.g. wastewater and water services), resulting in the allocation of 84% residential and 16% non-residential.

7.3.3 Application to Redevelopment of Land (Demolition and Conversion)

As a result of the redevelopment of land, a building or structure existing on the same land within five (5) years prior to the date of payment of D.C.s in regard to such redevelopment was, or is to be demolished, in whole or in part, or converted from one principal use to another principal use on the same land, in order to facilitate the

redevelopment, the D.C.s otherwise payable with respect to such redevelopment shall be reduced by the following amounts:

a) in the case of a residential building or structure, or in the case of a mixed-use building or structure, the residential uses in the mixed-use building or structure, an amount calculated by multiplying the applicable D.C. in the by-law by the number, according to type, of dwelling units that have been or will be demolished or converted to another principal use; and

b) in the case of a non-residential building or structure or, in the case of mixed-use building or structure, the non-residential uses in the mixed-use building or structure, an amount calculated by multiplying the applicable D.C.s in the by-law by the gross floor area that has been or will be demolished or converted to another principal use;

provided that such amounts shall not exceed, in total, the amount of the D.C.s otherwise payable with respect to the redevelopment.

7.3.4 Exemptions (full or partial)

a) Statutory exemptions:

- industrial building additions of up to and including 50% of the existing G.F.A. (defined in O. Reg. 82/98, section 1) of the building; for industrial building additions that exceed 50% of the existing G.F.A., 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);
- the addition of up to 2 apartments in an existing or new detached, semi-detached, or rowhouse (including in an ancillary structure);
- one additional unit or 1% of existing units in an existing rental residential building;
- a university in Ontario that receives direct, regular, and ongoing operating funding from the Government of Ontario;
- affordable units;
- attainable units (to be in force at a later date);
- affordable inclusionary zoning units;
- non-profit housing;
- long-term care homes; and

- discount for rental housing units based on bedroom size (i.e. three or more bedrooms – 25% reduction, two bedrooms – 20% reduction, and all others – 15% reduction).

b) Non-statutory

- Lands, buildings or structures used or to be used for the purposes of a cemetery or burial ground exempt from taxation under the *Assessment* Act;
- A public hospital receiving aid under the *Public Hospitals* Act, R.S.O. 1990, Chap. P.40, as amended, or any successor thereof;
- The development of non-residential farm buildings constructed for bona fide farm uses;
- Non-profit organizations; and
- Assisted or social housing.

7.3.5 Timing of Collection

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

D.C.s payable for residential development (other than rental housing, which are subject to payment in instalments) are payable upon the earlier of the issuance of an occupancy permit, or the day the building is first occupied.

Rental housing and institutional developments will pay D.C.s in six (6) equal annual payments commencing at occupancy.

The D.C. amount for all developments occurring within 18 months of a Site Plan or Zoning By-law Amendment planning approval (for applications submitted after January 1, 2020), shall be determined based on the lower of the D.C. in effect on the day the applicable Site Plan or Zoning By-law Amendment application was submitted (as a complete application), including interest, and the D.C. at current rates at the time the D.C. is payable.

Payments determined at the time of Site Plan or Zoning By-law Amendment application are subject to annual interest charges. The maximum interest rate the Township can impose is the average prime rate plus 1%.

7.3.6 The Applicable Areas

The charges developed herein provide for varying charges within the Township, as follows:

- Wastewater and water charges will be imposed within the Millbrook specific area of the Township; and
- For all other municipal services, the full residential and non-residential charge will be imposed on all lands in the Township.

7.3.7 Indexing

Rates shall be adjusted, without amendment to the By-law, annually on January 1, in accordance with the Statistics Canada Quarterly, Non-Residential Building Construction Price Index (Table 18-10-0276-02).[1]

7.4 Other D.C. By-law Provisions

It is recommended that:

7.4.1 Categories of Services for Reserve Fund and Credit Purposes

The Township's D.C. collections are currently separated into nine (9) reserve funds: Services Related to a Highway, Fire Protection Services, Policing Services, Parks and Recreation Services, Library Services, Growth Studies, Wastewater Services, Water Services, and Stormwater Management. It is recommended that a separate reserve fund will need to be established for land as a class of service.

Appendix D outlines the reserve fund policies that the Township is required to follow as per the D.C.A.

[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.

7.4.2 By-law In-force Date

A by-law under the D.C.A. comes into force on the day after which the by-law is passed by Council.

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

The minimum interest rate is what the Bank of Canada rate is on the day the by-law comes into force updated on the first business day of every January, April, July and October (as per section 11 of O. Reg. 82/98).

7.4.4 Area Rating

The D.C.A. requires that Council must consider the use of area specific charges:

1. Section 2 (9) of the D.C.A. 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.

Currently, the Township's by-law does provide wastewater and water services on an area-specific basis. All other Township services are recovered based on a uniform, Township-wide basis. There have been several reasons why area-rating has not been imposed on these services, including:

1. All Township services, with the exception of water and wastewater, require that the average 15-year service standard be calculated. This average service standard multiplied by growth in the Township, establishes an upper ceiling on the amount of funds that can be collected from all developing landowners. Section 4 (4) of O. Reg. 82/98 provides that "if a development charge by-law

applies to a part of the municipality, the level of service and average level of service cannot exceed that which would be determined if the by-law applied to the whole municipality." Put in layman terms, the average service standard multiplied by the growth within the specific area would establish an area-specific ceiling which would significantly reduce the total revenue recoverable for the Township hence potentially resulting in D.C. revenue shortfalls and impacts on property taxes.

2. Expanding on item 1, attempting to impose an area charge potentially causes equity issues in transitioning from a Township-wide approach to an area-specific approach. For example, if all services were now built (and funded) within Area A (which is 75% built out) and this was funded with some revenues from Areas B and C, moving to an area-rating approach would see Area A contribute no funds to the costs of services in Areas B and C. The D.C.s would be lower in Area A (as all services are now funded) and higher in Areas B and C. As well, funding shortfalls may then potentially encourage the municipality to provide less services to Areas B and C due to reduced revenue.

3. Many services provided (roads, parks and recreation facilities, etc.) are not restricted to one specific area and are often used by all residents. For example, arenas located in different parts of the Township will be used by residents from all areas depending on the programing of the facility (i.e., a public skate is available each night, but at a different arena; hence usage of any one facility at any given time is based on programming availability).

For the reasons noted above, it is recommended that Council continue the D.C. approach to calculate the charges on an urban area basis for wastewater and water while all other services be charged on a uniform Township-wide basis

7.5 Other Recommendations

It is recommended that Council:

"Whenever appropriate, request that grants, subsidies and other contributions be clearly designated by the donor as being to the benefit of existing development or new development, as applicable;"

“Adopt the assumptions contained herein as an ‘anticipation’ with respect to capital grants, subsidies and other contributions;”

“Continue the D.C. approach to calculate the charges on a uniform Township-wide basis for all services except wastewater and water;”

“Continue the D.C. approach to calculate the charges on an urban-area basis for wastewater and water services;”

“Approve the capital project listing set out in Chapter 5 of the D.C.s Background Study dated June 8, 2026, subject to further annual review during the capital budget process;”

“Approve the D.C. Background Study dated June 8, 2026, including the Local Service Policy as set out in Appendix E;"

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

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

Chapter 8
By-law Implementation

8. By-law Implementation

8.1 Introduction

This chapter addresses the mandatory, formal public consultation process (section 8.1.2), as well as the optional, informal consultation process (section 8.1.3). The latter is designed to seek the co-operation and participation of those involved, in order to produce the most suitable policy. Section 8.2 addresses the anticipated impact of the D.C. on development from a generic viewpoint.

8.1.1 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, once made, is final and not subject to review by a Court or the Ontario Land Tribunal (OLT) (formerly the Local Planning Appeal Tribunal (LPAT)).

8.1.2 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, G.F.A. exclusions such as basements, mechanical or indoor parking areas, or exemptions and phase-in or capping provisions in order to moderate the impact.

8.2 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 housing prices and can impact project feasibility in some cases (e.g., rental apartments).

On the other hand, D.C.s or other municipal 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.

8.3 Implementation Requirements

8.3.1 Introduction

Once the Township 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 that follow present an overview of the requirements in each case.

8.3.2 Notice of Passage

In accordance with section 13 of the D.C.A., when a D.C. by-law is passed, the Township 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;
- subsection 10 (4) lists the persons/organizations who must be given notice; and
- subsection 10 (5) lists the eight items that the notice must cover.

8.3.3 By-law Pamphlet

In addition to the "notice" information, the Township 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 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 OLT, the pamphlet must be readied within 60 days after the by-law comes into force. Later dates apply to appealed by-laws.

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

8.3.4 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 OLT hearing in response to an appeal. Any person or organization may appeal a D.C. by-law to the OLT by filing a notice of appeal with the Township 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.

The Township is conducting a public consultation process in order to address the issues that come forward as part of that process, thereby avoiding or reducing the need for an appeal to be made.

8.3.5 Complaints

A person required to pay a D.C., or his agent, may complain to the Township 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 Township Council to the OLT.

8.3.6 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.

8.3.7 Front-Ending Agreements

The Township and one or more landowners may enter into a front-ending agreement that provides for the costs of a project that will benefit an area in the Township 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 *Development Charges Act,* 1989. Accordingly, the Township assesses whether this mechanism is appropriate for its use, as part of funding projects prior to Township funds being available.

8.3.8 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 section 51 or section 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 subsection 59 (4) of the D.C.A. requires that the municipal approval authority for a draft plan of subdivision under subsection 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 municipal D.C.s related to the site.

If the Township 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 that 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

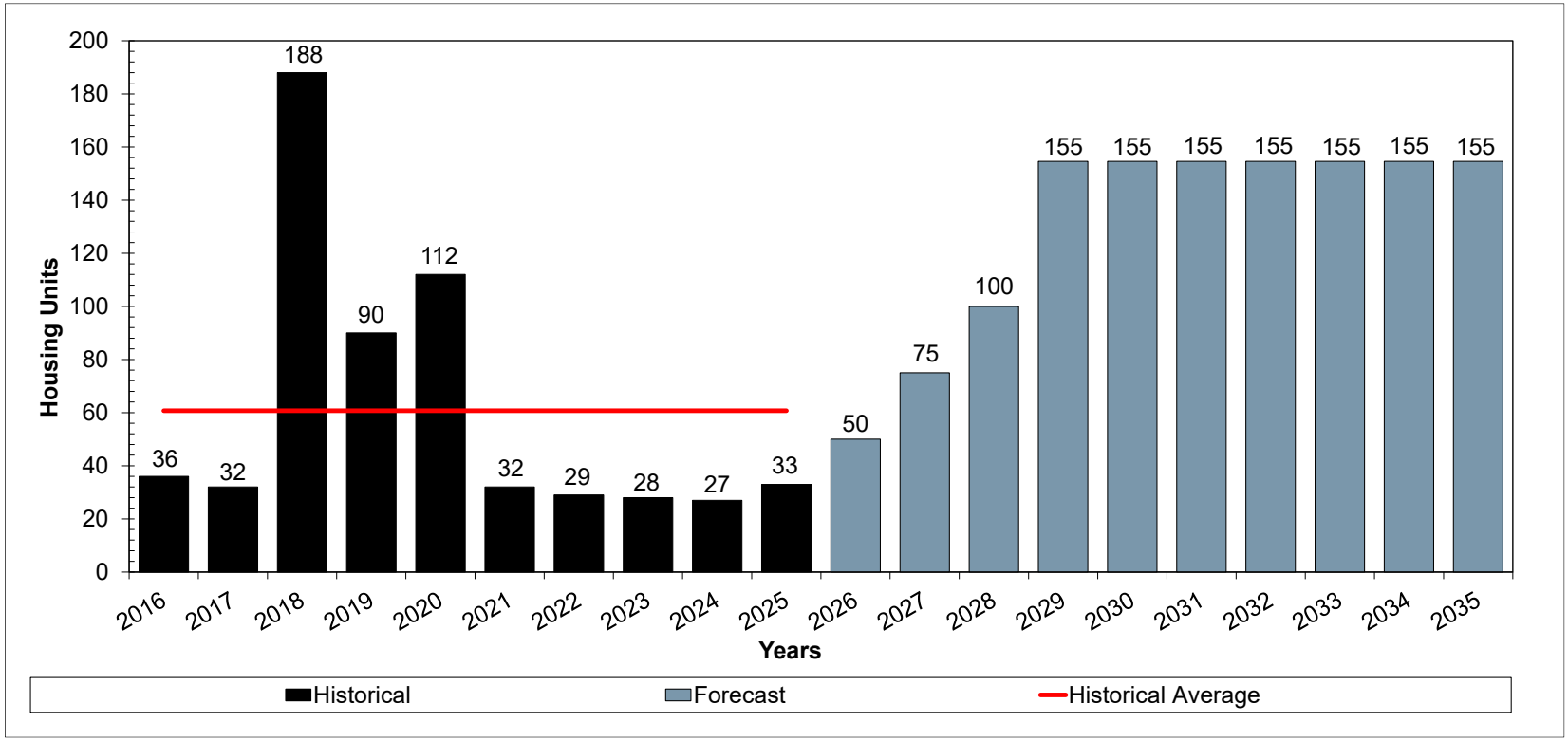
Schedule 1
Township of Cavan Monaghan
Residential Growth Forecast Summary

	Year	Population (Including Census Undercount) [1]	Excluding Census Undercount			Housing Units						Person 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	Equivalent Institutional Households	
Historical	*Mid 2011*	8,930	8,601	211	8,390	2,963	34	89	11	3,097	192	2.777
	Mid 2016	9,170	8,829	209	8,620	3,025	45	110	5	3,185	190	2.772
	Mid 2021	10,400	10,016	251	9,765	3,385	45	115	5	3,550	228	2.821
Forecast	*Early 2026*	10,971	10,564	265	10,299	3,612	45	130	5	3,792	241	2.786
	Early 2036	13,688	13,180	330	12,850	4,389	328	324	5	5,046	300	2.612
	Mid 2051	17,570	16,918	424	16,494	5,396	881	719	5	7,001	385	2.417
Incremental	**Mid 2011 - Mid 2016**	**240**	**228**	**-2**	**230**	**62**	**11**	**21**	**-6**	**88**	**-2**	
	Mid 2016 - Mid 2021	**1,230**	**1,187**	**42**	**1,145**	**360**	**0**	**5**	**0**	**365**	**38**	
	Mid 2021 - Early 2026	**571**	**548**	**14**	**534**	**227**	**0**	**15**	**0**	**242**	**13**	
	Early 2026 - Early 2036	**2,718**	**2,616**	**65**	**2,551**	**777**	**283**	**194**	**0**	**1,254**	**59**	
	Early 2026 - Mid 2051	**6,599**	**6,354**	**159**	**6,195**	**1,784**	**836**	**589**	**0**	**3,209**	**144**	

[1] Population includes the Census undercount estimated at approximately 3.9% and has been rounded.
[2] Includes townhouses and apartments in duplexes.
[3] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.

Notes:
Numbers may not add due to rounding.
Source: Derived from Growth Management Strategy Final Addendum report (August 29, 2022) for the Township of Cavan Monaghan and discussions with Township staff, by Watson & Associates Economists Ltd.

Figure 1
Township of Cavan Monaghan[1]



Annual Housing Forecast [1]
[1] Growth forecast represents calendar year.
Source: Historical housing activity derived from Township of Cavan Monaghan building permit data, 2016 to 2025.

Schedule 2
Township of Cavan Monaghan
Estimate of the Anticipated Amount, Type and Location of
Residential Development for Which Development Charges can be Imposed

Development Location	Timing	Single & Semi-Detached	Multiples[1]	Apartments[2]	Total Residential Units	Gross Population In New Units	Existing Unit Population Change	Net Population Increase, Excluding Institutional	Institutional Population	Net Population Including Institutional
Millbrook (Urban)	2026 - 2036	699	283	194	1,176	3,015	-172	2,843	65	2,908
	2026 - 2051	1,627	836	589	3,052	7,621	-467	7,154	159	7,313
Rural	2026 - 2036	78	0	0	78	234	-526	-292	0	-292
	2026 - 2051	157	0	0	157	471	-1,431	-960	0	-960
Township of Cavan-Monaghan	**2026 - 2036**	**777**	**283**	**194**	**1,254**	**3,249**	**-698**	**2,551**	**65**	**2,616**
	2026 - 2051	**1,784**	**836**	**589**	**3,209**	**8,093**	**-1,898**	**6,195**	**159**	**6,354**

[1] Includes townhouses and apartments in duplexes.
[2] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.
Notes:
Numbers may not add due to rounding.
Source: Watson & Associates Economists Ltd.

Schedule 3
Township of Cavan Monaghan
Current Year Growth Forecast
Mid-2021 to Early-2026

			Population
Mid 2021 Population			10,016
Occupants of New Housing Units, Mid 2021 to Early 2026	*Units (2)*	242	
	multiplied by P.P.U. (3)	3.004	
	gross population increase	727	727
Occupants of New Equivalent Institutional Units, Mid 2021 to Early 2026	*Units*	13	
	multiplied by P.P.U. (3)	1.100	
	gross population increase	14	14
Change in Housing Unit Occupancy, Mid 2021 to Early 2026	*Units (4)*	3,550	
	multiplied by P.P.U. change rate (5)	-0.054	
	total change in population	-193	-193
Population Estimate to Early 2026			10,564
Net Population Increase, Mid 2021 to Early 2026			*548*

(1) 2021 population based on Statistics Canada Census unadjusted for Census undercount.

(2) Estimated residential units constructed, Mid-2021 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
Singles & Semi Detached	3.095	94%	2.903
Multiples (6)	2.250	0%	0.000
Apartments (7)	1.625	6%	0.101
Total		100%	3.004

[1] Based on 2021 Census custom database.

[2] Based on Building permit/completion activity.

(4) 2021 households taken from Statistics Canada Census.

(5) Change 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
Township of Cavan Monaghan
10-Year Growth Forecast
Early-2026 to Early-2036

			Population
Early 2026 Population			10,564
Occupants of New Housing Units, Early 2026 to Early 2036	*Units (2)*	1,254	
	multiplied by P.P.U. (3)	2.591	
	gross population increase	3,249	3,249
Occupants of New Equivalent Institutional Units, Early 2026 to Early 2036	*Units*	59	
	multiplied by P.P.U. (3)	1.100	
	gross population increase	65	65
Change in Housing Unit Occupancy, Early 2026 to Early 2036	*Units (4)*	3,792	
	multiplied by P.P.U. change rate (5)	-0.184	
	total change in population	-698	-698
Population Estimate to Early 2026			13,180
Net Population Increase, Early 2026 to Early 2036			*2,616*

(1) Early 2026 Population based on:

2021 Population (10,016) + Mid 2021 to Early 2026 estimated housing units to beginning of forecast period (242 x 3.004 = 727) + (13 x 1.1 = 14) + (3,550 x -0.054 = -193) = 10,564

(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
Singles & Semi Detached	3.002	62%	1.860
Multiples (6)	1.996	23%	0.450
Apartments (7)	1.815	15%	0.281
one bedroom or less	1.249		
two bedrooms or more	2.173		
Total		100%	2.591

[1] Persons per unit based on adjusted Statistics Canada Custom 2021 Census database.

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

(4) Early 2026 households based upon 2021 Census (3,550 units) + Mid 2021 to Early 2026 unit estimate (242 units) = 3,792 units.

(5) Change 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
Township of Cavan Monaghan
Longer-Term Growth Forecast
Early-2026 to Mid-2051

			Population
Early 2026 Population			10,564
Occupants of New Housing Units, Early 2026 to Mid 2051	*Units (2)*	3,209	
	multiplied by P.P.U. (3)	2.522	
	gross population increase	8,093	8,093
Occupants of New Equivalent Institutional Units, Early 2026 to Mid 2051	*Units*	144	
	multiplied by P.P.U. (3)	1.100	
	gross population increase	159	159
Change in Housing Unit Occupancy, Early 2026 to Mid 2051	*Units (4)*	3,209	
	multiplied by P.P.U. change rate (5)	-0.591	
	total change in population	-1,898	-1,898
Population Estimate to Mid 2051			16,918
Net Population Increase, Early 2026 to Mid 2051			*6,354*

(1) Early 2026 Population based on:

2021 Population (10,016) + Mid 2021 to Early 2026 estimated housing units to beginning of forecast period (242 x 3.004 = 727) + (13 x 1.1 = 14) + (3,550 x -0.054 = -193) = 10,564

(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
Singles & Semi Detached	3.002	56%	1.669
Multiples (6)	1.996	26%	0.520
Apartments (7)	1.815	18%	0.333
one bedroom or less	1.249		
two bedrooms or more	2.173		
Total		100%	2.522

[1] Persons per unit based on adjusted Statistics Canada Custom 2021 Census database.

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

(4) Early 2026 households based upon 2021 Census (3,550 units) + Mid 2021 to Early 2026 unit estimate (242 units) = 3,792 units.

(5) Change 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 6
Township of Cavan Monaghan
Housing Units in Active Development Applications

Stage of Development	Density Type			
	Singles & Semi-Detached	Multiples [1]	Apartments [2]	Total
Registered Not Built	406	194	193	**793**
% Breakdown	*51%*	*24%*	*24%*	*100%*
Draft Plans Approved	507	196	170	**873**
% Breakdown	*58%*	*22%*	*19%*	*100%*
Application Under Review	475	123		**598**
% Breakdown	*79%*	*21%*	*0%*	*100%*
Total	**1,388**	**513**	**363**	**2,264**
% Breakdown	***61%***	***23%***	***16%***	***100%***

[1] Includes townhouses and apartments in duplexes.
[2] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.
Source: Derived from Township of Cavan Monaghan data by Watson & Associates Economists Ltd.

Schedule 7
Township of Cavan Monaghan
Historical Residential Building Permits
Years 2015 to 2024

Year	Residential Building Permits			
	Singles & Semi Detached	Multiples [1]	Apartments [2]	Total
2015	15	0	0	15
2016	36	0	0	36
2017	32	0	0	32
2018	188	0	0	188
2019	90	0	0	90
Sub-total	361	0	0	361
Average (2015 - 2019)	***72***	***0***	***0***	***72***
% Breakdown	100%	0%	0%	100%
2020	110	0	2	112
2021	31	0	1	32
2022	28	0	1	29
2023	27	0	1	28
2024	20	0	7	27
Sub-total	216	0	12	228
Average (2020 - 2024)	***43***	***0***	***2***	***46***
% Breakdown	95%	0%	5%	100%
2015 - 2024				
Total	577	0	12	589
Average	***58***	***0***	***1***	***59***
% Breakdown	98%	0%	2%	100%

[1] Includes townhouses and apartments in duplexes.
[2] Includes bachelor, 1-bedroom, and 2-bedroom+ apartment units.
Source: Historical housing activity derived from building permit data for the Township of Cavan Monaghan, by Watson & Associates Economists Ltd.

Schedule 8a
Township of Cavan Monaghan
Person Per Unit by Age and Type of Dwelling
(2021 Census)

Age of Dwelling	Singles and Semi-Detached							
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total	25 Year Average	25 Year Average Adjusted [1]
1-5	-	-	-	2.897	-	**3.095**		
6-10	-	-	-	-	-	**3.813**		
11-15	-	-	-	2.750	-	**3.000**		
16-20	-	-	-	3.000	-	**2.919**		
21-25	-	-	-	3.080	-	**2.969**	3.159	3.002
26-30	-	-	-	2.773	-	**3.000**		
30+	-	-	2.073	2.661	3.700	**2.672**		
Total	**0.300**	**-**	**2.327**	**2.740**	**3.771**	**2.796**		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	-	-	-	2.881	-	**3.053**
6-10	-	-	-	-	-	**3.765**
11-15	-	-	-	2.800	-	**2.968**
16-20	-	-	-	3.000	-	**2.919**
21-25	-	-	-	3.080	-	**2.969**
25-30	-	-	-	2.773	-	**2.917**
30+	-	1.263	1.941	2.646	3.615	**2.619**
Total	**-**	**1.368**	**2.136**	**2.730**	**3.718**	**2.749**

[1] Adjusted based on 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 8b
Peterborough County
Person Per Unit by Age and Type of Dwelling
(2021 Census)

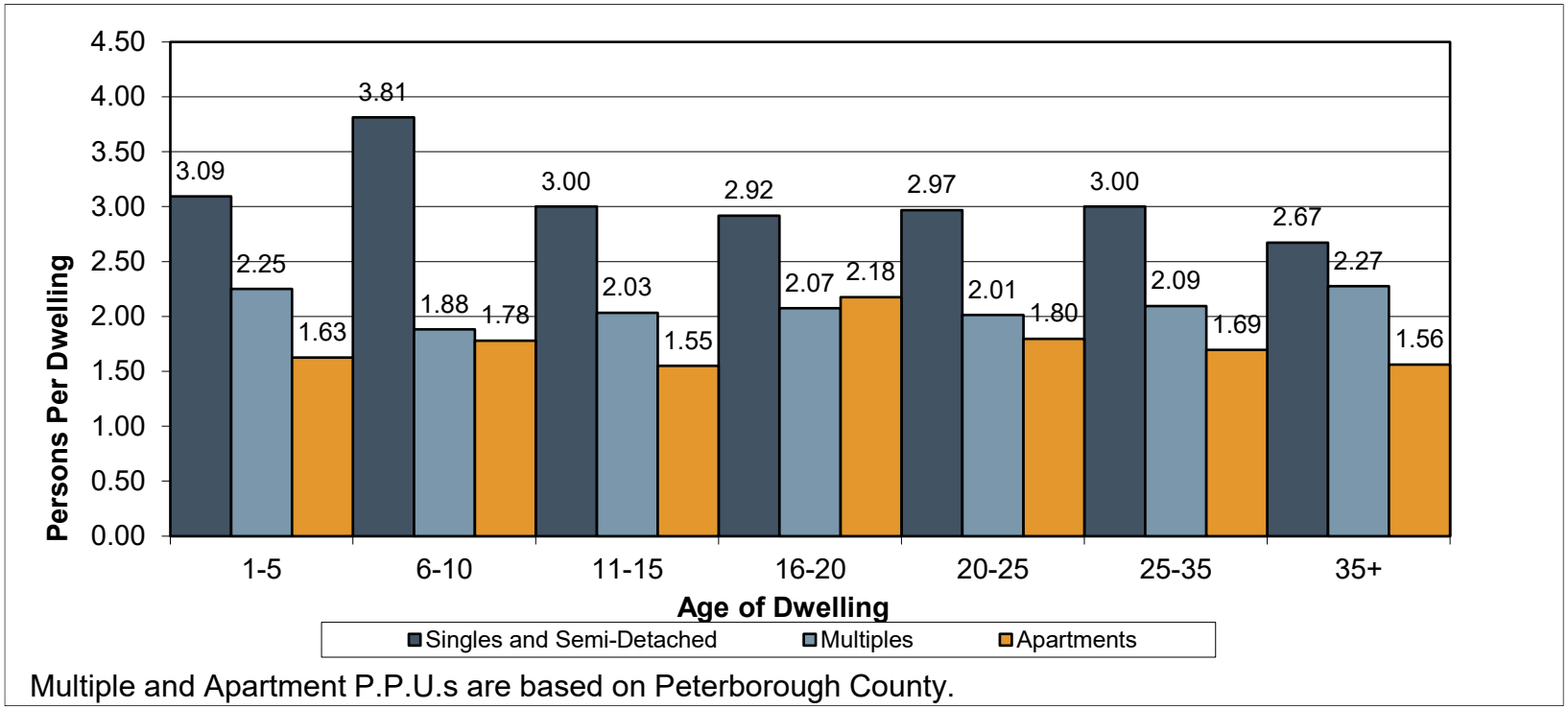
Age of Dwelling	Multiples [1]							
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total	25 Year Average	25 Year Average Adjusted [3]
1-5	-	1.167	2.150	2.826	-	**2.250**		
6-10	-	-	1.636	2.407	-	**1.881**		
11-15	-	1.308	1.649	2.459	-	**2.033**		
16-20	-	-	1.808	2.524	-	**2.074**		
21-25	-	-	1.688	2.406	-	**2.014**	2.050	1.996
26-30	-	-	1.806	2.773	-	**2.094**		
30+	1.545	1.343	1.802	2.806	3.568	**2.275**		
Total	**1.091**	**1.335**	**1.788**	**2.729**	**3.773**	**2.202**		

Age of Dwelling	Apartments [2]							
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total	25 Year Average	25 Year Average Adjusted [3]
1-5	-	1.095	1.700	-	-	**1.625**		
6-10	-	1.235	1.657	-	-	**1.780**		
11-15	-	1.200	1.667	-	-	**1.552**		
16-20	-	1.067	2.000	-	-	**2.176**		
21-25	-	1.435	1.886	-	-	**1.797**	1.786	1.815
26-30	-	1.343	1.818	-	-	**1.695**		
30+	1.148	1.161	1.687	2.954	-	**1.561**		
Total	**1.150**	**1.176**	**1.705**	**3.068**	**-**	**1.595**		

Age of Dwelling	All Density Types					
	< 1 BR	1 BR	2 BR	3/4 BR	5+ BR	Total
1-5	-	1.214	2.008	2.728	4.256	**2.546**
6-10	-	1.414	1.697	2.728	3.756	**2.519**
11-15	-	1.297	1.707	2.689	3.887	**2.511**
16-20	-	1.346	1.957	2.677	3.779	**2.641**
21-25	-	1.429	1.807	2.556	3.118	**2.378**
26-30	-	1.370	1.847	2.621	3.431	**2.401**
30+	1.354	1.256	1.773	2.552	3.496	**2.291**
Total	**1.317**	**1.272**	**1.790**	**2.582**	**3.570**	**2.346**

[1] Includes townhouses and apartments in duplexes.
[2] Includes bachelor, 1 bedroom and 2 bedroom+ apartments.
[3] Adjusted based on 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
Township of Cavan Monaghan
Person Per Unit Structural Type and Age of Dwelling
(2021 Census)



Multiple and Apartment P.P.U.s are based on Peterborough County.

Schedule 10a
Township of Cavan Monaghan
Employment Forecast, 2026 to 2051

Period	Population	Activity Rate								Employment								Employment
		Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total	N.F.P.O.W. [1]	Total Including N.F.P.O.W.	Primary	Work at Home	Industrial	Commercial/ Population Related	Institutional	Total	N.F.P.O.W. [1]	Total Employment (Including N.F.P.O.W.)	Total (Excluding Work at Home and N.F.P.O.W.)
Mid 2011	8,601	0.009	0.069	0.110	0.079	0.048	0.315	0.058	0.374	80	590	947	683	410	2,710	503	3,213	2,120
Mid 2016	8,829	0.006	0.057	0.108	0.099	0.050	0.320	0.067	0.387	55	500	957	873	440	2,825	592	3,417	2,325
Early 2026	10,564	0.006	0.058	0.094	0.137	0.053	0.348	0.062	0.410	60	617	989	1,448	565	3,679	654	4,333	3,062
Early 2026	13,180	0.006	0.063	0.108	0.147	0.059	0.383	0.064	0.448	80	835	1,428	1,938	772	5,053	848	5,901	4,218
Mid 2051	16,918	0.006	0.065	0.128	0.152	0.064	0.416	0.066	0.481	108	1,097	2,169	2,579	1,080	7,033	1,111	8,144	5,936
Incremental Change																		
Mid 2011 - Mid 2016	228	-0.003	-0.012	-0.002	0.019	0.002	0.005	0.009	0.013	-25	-90	10	190	30	115	89	204	205
Mid 2016 - Early 2026	1,735	-0.001	0.002	-0.015	0.038	0.004	0.028	-0.005	0.023	5	117	32	575	125	854	62	916	737
Early 2026 - Early 2026	2,616	0.000	0.005	0.015	0.010	0.005	0.035	0.002	0.038	20	218	439	490	207	1,374	194	1,568	1,156
Early 2026 - Mid 2051	6,354	0.001	0.006	0.035	0.015	0.010	0.067	0.004	0.071	48	480	1,180	1,131	515	3,354	457	3,811	2,874
Annual Average																		
Mid 2011 - Mid 2016	46	-0.001	-0.002	0.000	0.004	0.000	0.001	0.002	0.003	-5	-18	2	38	6	23	18	41	41
Mid 2016 - Early 2026	183	0.000	0.000	-0.002	0.004	0.000	0.003	-0.001	0.002	1	12	3	61	13	90	7	96	78
Early 2026 - Early 2026	262	0.000	0.000	0.001	0.001	0.001	0.004	0.000	0.004	2	22	44	49	21	137	19	157	116
Early 2026 - Mid 2051	249	0.000	0.000	0.001	0.001	0.000	0.003	0.000	0.003	2	19	46	44	20	132	18	149	113

[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 workplace location at the beginning of each shift. Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."
Note: Statistics Canada 2021 Census place of work employment data has been reviewed. The 2021 Census employment results have not been utilized due to a significant increase in work at home employment captured due to Census enumeration occurring during the provincial COVID-19 lockdown from April 1, 2021 to June 14, 2021.
Source: Derived from Growth Management Strategy Final Addendum report (August 29, 2022) for the Township of Cavan Monaghan, and discussions with Township staff, by Watson & Associates Economists Ltd.

Schedule 10b
Township of Cavan Monaghan
Employment and Gross Floor Area (G.F.A.) Forecast, 2026 to 2051

Period	Population	Employment					Gross Floor Area in Square Feet (Estimated)[1]				
		Primary	Industrial	Commercial/ Population Related	Institutional [3]	Total	Primary [2]	Industrial	Commercial/ Population Related	Institutional [3]	Total
Mid 2011	8,601	80	947	683	410	2,120					
Mid 2016	8,829	55	957	873	440	2,325					
Early 2026	10,564	60	989	1,448	565	3,062					
Early 2026	13,180	80	1,428	1,938	740	4,186					
Mid 2051	16,918	108	2,169	2,579	1,002	5,858					
Incremental Change											
Mid 2011 - Mid 2016	228	-25	10	190	30	205					
Mid 2016 - Early 2026	1,735	5	32	575	125	737	20,000	51,200	287,500	93,500	452,200
Early 2026 - Early 2026	2,616	20	439	490	175	1,124	80,000	702,400	245,000	118,700	1,146,100
Early 2026 - Mid 2051	6,354	48	1,180	1,131	437	2,796	192,000	1,888,000	565,500	297,100	2,942,600
Annual Average											
Mid 2011 - Mid 2016	46	-5	2	38	6	41					
Mid 2016 - Early 2026	183	1	3	61	13	78	2,105	5,389	30,263	9,842	47,600
Early 2026 - Early 2026	262	2	44	49	18	112	8,000	70,240	24,500	11,870	114,610
Early 2026 - Mid 2051	249	2	46	44	17	110	7,529	74,039	22,176	11,651	115,396

[1] Square Foot Per Employee Assumptions

Primary	4,000
Industrial	1,600
Commercial/Population-Related	500
Institutional	680

[2] Primary industry includes agriculture and resource related employment.

[3] Forecast institutional employment and gross floor area has been adjusted downward to account for employment associated with special care units.

*Reflects early-2026 to mid-2051 forecast period.

Note: Numbers may not add up precisely due to rounding.

Source: Watson & Associates Economists Ltd.

Schedule 10c
Township of Cavan Monaghan
Estimate of the Anticipated Amount, Type and Location of
Non-Residential Development for Which Development Charges Can Be Imposed

Development Location	Timing	Primary G.F.A. S.F.[1],[2]	Industrial G.F.A. S.F.[1]	Commercial G.F.A. S.F.[1]	Institutional G.F.A. S.F.[1],[3]	Total Non-Residential G.F.A. S.F.	Employment Increase[4]
Millbrook (Urban)	2026 - 2036	-	562,000	226,700	116,400	905,100	976
	2026 - 2051	-	1,510,700	523,400	291,300	2,325,400	2,419
Rural	2026 - 2036	80,000	140,400	18,300	2,300	241,000	148
	2026 - 2051	192,000	377,300	42,100	5,800	617,200	377
Township of Cavan-Monaghan	2026 - 2036	80,000	702,400	245,000	118,700	1,146,100	1,124
	2026 - 2051	192,000	1,888,000	565,500	297,100	2,942,600	2,796

[1] Square Foot Per Employee Assumptions

Primary	4,000
Industrial	1,600
Commercial/Population-Related	500
Institutional	680

[2] Primary industry includes agriculture and resource related employment.
[3] Forecast institutional employment and gross floor area has been adjusted downward to account for employment associated with special care units.
[4] Employment Increase does not include No Fixed Place of Work.
*Reflects early-2026 to mid-2051 forecast period.
Note: Numbers may not add up precisely due to rounding.
Source: Watson & Associates Economists Ltd.

Schedule 11
Township of Cavan Monaghan
Employment Categories by Major Employment Sector

NAICS	Employment by industry	Comments
	Primary Industry Employment	Categories which relate to local land-based resources
11	*Agriculture, forestry, fishing and hunting*	
21	*Mining and oil and gas extraction*	
	Industrial and Other Employment	Categories which relate primarily to industrial land supply and demand
22	*Utilities*	
23	*Construction*	
31-33	*Manufacturing*	
41	*Wholesale trade*	
48-49	*Transportation and warehousing*	
56	*Administrative and support*	
	Population Related Employment	Categories which relate primarily to population growth within the municipality
44-45	*Retail trade*	
51	*Information and cultural industries*	
52	*Finance and insurance*	
53	*Real estate and rental and leasing*	
54	*Professional, scientific and technical services*	
55	*Management of companies and enterprises*	
56	*Administrative and support*	
71	*Arts, entertainment and recreation*	
72	*Accommodation and food services*	
81	*Other services (except public administration)*	
	Institutional	
61	*Educational services*	
62	*Health care and social assistance*	
91	*Public administration*	

Note: Employment is classified by North American Industry Classification System (NAICS) Code.
Source: Watson & Associates Economists Ltd.

Appendix B
Level of Service

Appendix B: Level of Service

SUMMARY OF SERVICE STANDARDS AS PER DEVELOPMENT CHARGES ACT, 1997, AS AMENDED									
Service Category	Sub-Component	15 Year Average Service Standard					Maximum Ceiling LOS	Utilized	Remaining
		Cost (per capita)	Quantity (per capita)		Quality (per capita)				
Service Related to a Highway	Services Related to a Highway - Roads	$16,441.53	0.0248	km of roadways	662,965	per km	104,469,482	11,128,840	96,184,692
	Services Related to a Highway - Sidewalks and Active Transportation	$337.13	0.0011	km of sidewalks and active transportation	306,482	per km	2,142,124		
	Services Related to a Highway - Traffic Signals & Streetlights	$110.47	0.0288	No. of Traffic Signals	3,836	per signal	701,926		
Sub-total							**107,313,532**		
Public Works	Services Related to a Highway - Facilities	$324.83	1.3606	sq.ft. of building area	239	per sq.ft.	2,063,970	1,601,726	5,043,986
	Services Related to a Highway - Vehicles and Equipment	$721.08	0.0023	No. of vehicles and equipment	313,513	per vehicle	4,581,742		
Sub-total							**6,645,712**		
Fire Protection	Fire Protection Services - Facilities	$631.14	0.9457	sq.ft. of building area	667	per sq.ft.	4,010,264	6,394,907	2,238,336
	Fire Protection Services - Vehicles & Equipment	$665.36	0.0011	No. of vehicles	604,873	per vehicle	4,227,697		
	Fire Protection Services - Small Equipment and Gear	$62.21	0.0332	No. of equipment and gear	1,874	per item	395,282		
Sub-total							**8,633,243**		
Policing	Policing Services - Facilities	$14.31	0.0370	sq.ft. of building area	387	per sq.ft.	90,926	46,954	111,642
	Policing Services - Small Equipment and Gear	$10.65	0.0004	No. of equipment and gear	26,625	per item	67,670		
Sub-total							**158,596**		
Parks & Recreation	Parkland Development	$726.46	0.0079	Acres of Parkland	91,957	per acre	1,900,419	13,951,802	3,099,260
	Parkland Amenities	$307.48	0.0020	No. of parkland amenities	153,740	per amenity	804,368		
	Parkland Trails	$70.42	1.1022	Linear Metres of Paths and Trails	64	per linear m	184,219		
	Recreation Facilities	$5,344.46	7.8840	sq.ft. of building area	678	per sq.ft.	13,981,107		
	Parks & Recreation Vehicles and Equipment	$69.17	0.0014	No. of vehicles and equipment	49,407	per vehicle	180,949		
Sub-total							**17,051,062**		
Library	Library Services - Facilities	$688.42	0.8759	sq.ft. of building area	786	per sq.ft.	1,800,907	1,279,837	928,590
	Library Services - Collection Materials	$155.78	3.7505	No. of library collection items	42	per collection item	407,520		
Sub-total							**2,208,427**		
Total							**142,010,572**		

Cavan Monaghan
Service Standard Calculation Sheet

Service: Services Related to a Highway - Roads
Unit Measure: km of roadways

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/km)
Surface Treated Roads	182	182	182	182	182	182	182	182	182	182	182	182	182	182	182	$665,000
Gravel Roads	30	30	30	30	30	30	30	30	30	30	30	30	30	30	30	$330,000
Asphalt Roads	19	19	19	19	19	19	19	19	19	19	19	19	19	19	19	$1,181,000
Total	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	**231**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0269	0.0267	0.0266	0.0264	0.0263	0.0262	0.0260	0.0258	0.0244	0.0238	0.0231	0.0228	0.0225	0.0223	0.0219

15 Year Average	2011 to 2025
Quantity Standard	0.0248
Quality Standard	$662,965
Service Standard	$16,442

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$16,442
Eligible Amount	$104,469,482

Cavan Monaghan
Service Standard Calculation Sheet

Service: Services Related to a Highway - Sidewalks and Active Transportation
Unit Measure: km of sidewalks and active transportation

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/km)
Sidewalks	9.00	9.25	9.50	9.50	9.75	10.00	11.00	11.25	11.25	11.25	11.25	11.25	11.25	11.25	11.25	$300,000
Total	**9.00**	**9.25**	**9.50**	**9.50**	**9.75**	**10.00**	**11.00**	**11.25**	**11.25**	**11.25**	**11.25**	**11.25**	**11.25**	**11.25**	**11.25**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0010	0.0011	0.0011	0.0011	0.0011	0.0011	0.0012	0.0013	0.0012	0.0012	0.0011	0.0011	0.0011	0.0011	0.0011

15 Year Average	2011 to 2025
Quantity Standard	0.0011
Quality Standard	$306,482
Service Standard	$337

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$337
Eligible Amount	$2,142,124

Cavan Monaghan
Service Standard Calculation Sheet

Service: Services Related to a Highway - Traffic Signals & Streetlights
Unit Measure: No. of Traffic Signals

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/item)
Eliptical Arm	199	199	199	199	206	212	218	223	223	223	223	223	223	223	223	$2,600
Full Pole	21	21	21	21	21	21	39	39	39	39	39	39	39	39	39	$10,100
Old Black Pole	34	34	34	34	34	34	16	16	16	16	16	16	16	16	16	$6,700
Total	**254**	**254**	**254**	**254**	**261**	**267**	**273**	**278**	**278**	**278**	**278**	**278**	**278**	**278**	**278**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0295	0.0294	0.0292	0.0290	0.0297	0.0302	0.0307	0.0310	0.0293	0.0286	0.0278	0.0274	0.0271	0.0269	0.0263

15 Year Average	2011 to 2025
Quantity Standard	0.0288
Quality Standard	$3,836
Service Standard	$110

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$110
Eligible Amount	$701,926

Cavan Monaghan
Service Standard Calculation Sheet

Service: Services Related to a Highway - Facilities
Unit Measure: sq.ft. of building area

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Bld'g Value ($/sq.ft.)	Value/sq.ft. with FF&E, site works, etc.
Shop	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	2,050	2,050	2,050	$240	$265
Dome	7,850	-	-	-	-	-	-	-	6,162	6,162	6,162	6,162	6,162	6,162	6,162	$102	$112
Storage Shed	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	1,550	$102	$112
Public Works Operation Centre	-	-	-	-	-	-	-	-	-	-	-	-	8,075	8,075	8,075	$461	$508
Old Millbrook Depot	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	-	-	-	$240	$265
Millbrook Depot	-	-	-	-	-	-	-	-	-	-	-	-	1,225	1,225	1,225	$431	$475
Building at Transfer Station	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	1,275	$240	$265
Total	**16,275**	**8,425**	**8,425**	**8,425**	**8,425**	**8,425**	**8,425**	**8,425**	**14,587**	**14,587**	**14,587**	**14,587**	**20,337**	**20,337**	**20,337**		

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	1.8922	0.9739	0.9702	0.9632	0.9585	0.9542	0.9466	0.9404	1.5377	1.5009	1.4564	1.4393	1.9851	1.9647	1.9251

15 Year Average	2011 to 2025
Quantity Standard	1.3606
Quality Standard	$239
Service Standard	$325

D.C. Amount (before deductions	26 Year
Forecast Population	6,354
$ per Capita	$325
Eligible Amount	$2,063,970

Cavan Monaghan
Service Standard Calculation Sheet

Service: Services Related to a Highway - Vehicles and Equipment
Unit Measure: No. of vehicles and equipment

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/Vehicle)
Tandem Dump/Plows	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	$450,000
Single Axle Dump/Plow	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$450,000
Pick up Trucks	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	$65,000
Graders	2	2	2	2	2	2	2	2	2	2	2	2	1	1	1	$710,000
Backhoe	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	$230,000
Loader	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$250,000
Bobcat	1	1	1	1	1	1	1	1	1	1	1	1	-	-	-	$126,200
Trailer, Chipper, Steamer	1	1	1	1	1	1	1	1	2	2	2	2	2	2	1	$8,000
Rubber Tire Excavator	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$330,000
Water Truck	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$450,000
Calcium Truck	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$450,000
Trackless Sidewalk Plow	-	-	-	-	-	-	-	-	-	1	1	1	2	2	2	$221,000
Total	**21**	**21**	**21**	**21**	**21**	**21**	**21**	**21**	**22**	**23**	**23**	**23**	**22**	**22**	**22**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0024	0.0024	0.0024	0.0024	0.0024	0.0024	0.0024	0.0023	0.0023	0.0024	0.0023	0.0023	0.0021	0.0021	0.0021

15 Year Average	2011 to 2025
Quantity Standard	0.0023
Quality Standard	$313,513
Service Standard	$721

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$721
Eligible Amount	$4,581,742

Cavan Monaghan
Service Standard Calculation Sheet

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

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Bld'g Value ($/sq.ft.)	Value/sq.ft. with FF&E, site works, etc.
Station #1	3,626	3,663	3,663	3,663	3,663	3,663	3,663	3,663	3,663	3,663	3,663	3,663	3,663	3,663	-	$600	$693
Station #2	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	3,784	$600	$693
Storage at Municipal Building	736	736	736	736	736	736	736	736	736	736	736	736	736	736	-	$123	$142
Storage at Station #2	144	144	144	144	144	144	144	144	280	280	280	280	280	280	280	$123	$142
New Fire Station No. 1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	11,852	$932	$1,076
Total	**8,290**	**8,327**	**8,327**	**8,327**	**8,327**	**8,327**	**8,327**	**8,327**	**8,463**	**8,463**	**8,463**	**8,463**	**8,463**	**8,463**	**15,916**		

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.9638	0.9625	0.9589	0.9520	0.9473	0.9431	0.9356	0.9295	0.8922	0.8708	0.8449	0.8350	0.8261	0.8176	1.5066

15 Year Average	2011 to 2025
Quantity Standard	0.9457
Quality Standard	$667
Service Standard	$631

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$631
Eligible Amount	$4,010,264

Cavan Monaghan
Service Standard Calculation Sheet

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

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/Vehicle)
Freightliner Pumper #1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$1,020,000
Pumper #2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$1,030,000
GMC 1700 gallon Tanker #1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$910,000
Tanker #2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	$910,000
INT 1700 gallon Tanker #4	1	1	1	1	-	-	-	-	-	-	-	-	-	-	-	$910,000
INT 2800 gallon Tanker	-	-	-	-	1	1	1	1	1	1	1	1	1	1	1	$910,000
Tanker INT 2 2800 gallon (2013)	-	-	1	1	1	1	1	1	1	1	1	1	1	1	-	$910,000
GMC Rescue Vehicle Unit R1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$587,000
Ford Rapid Response - Unit R2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$575,000
Med - Unit #1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$162,000
Car 1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	$96,000
Ford 3/4 Service - Car 3	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$96,000
1/2 Mini Tanker - Car 5	1	1	1	1	1	1	1	1	1	1	1	1	1	1	-	$96,000
UTV Unit with Trailer	-	-	-	-	-	-	1	1	1	1	1	1	1	1	1	$73,000
Total	**9**	**9**	**10**	**10**	**10**	**10**	**11**	**11**	**11**	**11**	**11**	**11**	**11**	**11**	**11**	
Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564	
Per Capita Standard	0.0010	0.0010	0.0012	0.0011	0.0011	0.0011	0.0012	0.0012	0.0012	0.0011	0.0011	0.0011	0.0011	0.0011	0.0010	

15 Year Average	2011 to 2025
Quantity Standard	0.0011
Quality Standard	$604,873
Service Standard	$665

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$665
Eligible Amount	$4,227,697

Cavan Monaghan
Service Standard Calculation Sheet

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	2022	2023	2024	2025	2026 Value ($/item)
Station Air Compressor	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	$10,500
Communications Equipment (Station radios)	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	$2,400
Communications Equipment (Repeater)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$75,000
Foam - Class A & B - 20 Lt Pails	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	$200
Environmental Supplies Kits	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	$6,700
Bunker Suits(Front Line and Spare)	50	50	50	50	65	65	80	89	89	89	89	89	89	89	89	$4,522
Wildland Suits	-	-	-	-	-	-	25	45	50	55	60	65	70	75	89	$500
Helmets	50	50	50	50	65	80	89	89	89	89	89	89	89	89	89	$400
Boots	75	75	75	75	80	90	89	89	89	89	89	89	89	89	89	$400
Total	**218**	**218**	**218**	**218**	**253**	**278**	**326**	**355**	**360**	**365**	**370**	**375**	**380**	**385**	**399**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0253	0.0252	0.0251	0.0249	0.0288	0.0315	0.0366	0.0396	0.0380	0.0376	0.0369	0.0370	0.0371	0.0372	0.0378

15 Year Average	2011 to 2025
Quantity Standard	0.0332
Quality Standard	$1,874
Service Standard	$62

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$62
Eligible Amount	$395,282

Cavan Monaghan
Service Standard Calculation Sheet

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

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Bld'g Value ($/sq.ft.)	Value/sq.ft. with FF&E, site works, etc.
Police Facility (Old Millbrook School)	875	875	875	875	875	-	-	-	-	-	-	-	-	-	-	$335	$387
Police Space in Municipal Building	-	-	-	-	-	50	50	50	50	50	50	50	50	50	50	$335	$387
																$0	
Total	**875**	**875**	**875**	**875**	**875**	**50**	**50**	**50**	**50**	**50**	**50**	**50**	**50**	**50**	**50**		

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.1017	0.1011	0.1008	0.1000	0.0995	0.0057	0.0056	0.0056	0.0053	0.0051	0.0050	0.0049	0.0049	0.0048	0.0047

15 Year Average	2011 to 2025
Quantity Standard	0.0370
Quality Standard	387
Service Standard	$14

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$14
Eligible Amount	$90,926

Cavan Monaghan
Service Standard Calculation Sheet

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

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/item)
Police Officer Equipment and Gear	7	7	7	7	7	-	-	-	-	-	-	-	-	-	-	$7,700
Police Vehicle Equipment and Gear	2	2	2	2	2	-	-	-	-	-	-	-	-	-	-	$38,200
Contract (Capital Component)	-	-	-	-	-	1	1	1	1	1	1	1	1	1	1	$82,100
Total	**9**	**9**	**9**	**9**	**9**	**1**	**1**	**1**	**1**	**1**	**1**	**1**	**1**	**1**	**1**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0010	0.0010	0.0010	0.0010	0.0010	0.0001	0.0001	0.0001	0.0001	0.0001	0.0001	0.0001	0.0001	0.0001	0.0001

15 Year Average	2011 to 2025
Quantity Standard	0.0004
Quality Standard	$26,625
Service Standard	$11

D.C. Amount (before deductions)	26 Year
Forecast Population	6,354
$ per Capita	$11
Eligible Amount	$67,670

Cavan Monaghan
Service Standard Calculation Sheet

Service: Parkland Development
Unit Measure: Acres of Parkland

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/Acre)
Community Parks	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	68.02	$90,900
Neighbourhood Parks	4.24	4.24	4.24	4.24	4.24	4.24	4.24	4.24	4.24	6.10	6.10	6.10	6.10	6.10	6.10	$97,000
Parkette	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	1.12	$103,500
Total	**73.38**	**73.38**	**73.38**	**73.38**	**73.38**	**73.38**	**73.38**	**73.38**	**73.38**	**75.24**	**75.24**	**75.24**	**75.24**	**75.24**	**75.24**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0085	0.0085	0.0085	0.0084	0.0083	0.0083	0.0082	0.0082	0.0077	0.0077	0.0075	0.0074	0.0073	0.0073	0.0071

15 Year Average	2011 to 2025
Quantity Standard	0.0079
Quality Standard	$91,957
Service Standard	$726

D.C. Amount (before deductions)	10 Year
Forecast Population	2,616
$ per Capita	$726
Eligible Amount	$1,900,419

Cavan Monaghan
Service Standard Calculation Sheet

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

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/item)
Storage Facility	1	1	1	1	1	1	1	1	1	1	1	1	1	1	-	$80,300
Senior Play Equipment	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	$135,000
Junior Play Equipment	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	$47,200
Ball Diamonds (Unlit)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$71,200
Ball Diamond (Lit)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$281,000
Soccer Pitch	2	2	2	-	-	-	-	-	-	-	-	-	-	-	-	$229,500
New Soccer Pitches (Category 3)	-	-	-	2	2	2	2	2	2	2	2	2	2	2	2	$711,300
Open Air Shelter - Old Millbrook School	3	3	2	1	1	1	1	1	1	1	1	1	1	1	1	$25,000
Main Shelter With Facilities	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$501,800
Field House	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$8,300
Skateboard Park (equipment removed)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$167,200
Dock	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$14,300
Playground- Highlands Park	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	$99,900
Fitness Equipment- Highlands Park	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	$49,200
Basketball Court- Highlands Park	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	$15,400
Benches- Highlands Park	-	-	-	-	-	-	-	-	-	1	1	1	1	1	4	$6,300
Garbage Receptacles- Highlands Park	-	-	-	-	-	-	-	-	-	2	2	2	2	2	2	$3,400
Shade Structure - Highlands Park	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	$25,000
Fitness Equipment - CMCC										1	1	1	1	1	1	$49,200
Splash pad	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	$239,700
Total	**17**	**17**	**16**	**15**	**15**	**15**	**15**	**15**	**15**	**21**	**21**	**21**	**23**	**24**	**26**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0020	0.0020	0.0018	0.0017	0.0017	0.0017	0.0017	0.0017	0.0016	0.0022	0.0021	0.0021	0.0022	0.0023	0.0025

15 Year Average	2011 to 2025
Quantity Standard	0.0020
Quality Standard	$153,740
Service Standard	$307

D.C. Amount (before deductions)	10 Year
Forecast Population	2,616
$ per Capita	$307
Eligible Amount	$804,368

Cavan Monaghan
Service Standard Calculation Sheet

Service: Parkland Trails
Unit Measure: Linear Metres of Paths and Trails

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/ Linear Metre)
Millbrook Valley Trails	8,000	8,000	8,000	8,000	9,000	10,000	10,400	10,400	10,400	10,400	10,400	10,400	10,400	10,400	10,400	$46
Bridges	1	1	1	1	1	4	5	5	5	5	5	5	5	5	5	$33,100
Boardwalk	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$67,000
Station Trail (Multi-Use)	-	-	-	-	-	-	-	-	1,600	1,600	1,600	1,600	1,600	1,600	1,600	$48
Total	**8,002**	**8,002**	**8,002**	**8,002**	**9,002**	**10,005**	**10,406**	**10,406**	**12,006**	**12,006**	**12,006**	**12,006**	**12,006**	**12,006**	**12,006**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.9304	0.9250	0.9215	0.9148	1.0241	1.1332	1.1692	1.1615	1.2657	1.2353	1.1987	1.1846	1.1719	1.1599	1.1365

15 Year Average	2011 to 2025
Quantity Standard	1.1022
Quality Standard	$64
Service Standard	$70

D.C. Amount (before deductions)	10 Year
Forecast Population	2,616
$ per Capita	$70
Eligible Amount	$184,219

Cavan Monaghan
Service Standard Calculation Sheet

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

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Bld'g Value ($/sq.ft.)	Value/sq.ft. with FF&E, site works, etc.
Millbrook Arena	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	30,500	$809	$892
Old Millbrook School	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	9,870	$482	$531
Gymnasium	12,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	-	$482	$531
Cavan Monaghan Community Centre	-	-	-	-	-	-	-	-	-	58,000	58,000	58,000	58,000	58,000	58,000	$482	$531
Millbrook Depot	-	-	-	-	-	-	-	-	-	-	-	-	1,225	1,225	1,225	$431	$475
Shop	-	-	-	-	-	-	-	-	-	-	-	-	2,050	2,050	2,050	$240	$265
Total	**52,370**	**52,370**	**52,370**	**52,370**	**52,370**	**52,370**	**52,370**	**52,370**	**52,370**	**110,370**	**110,370**	**110,370**	**113,645**	**113,645**	**101,645**		

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	6.0888	6.0536	6.0306	5.9872	5.9579	5.9316	5.8843	5.8455	5.5208	11.3561	11.0194	10.8900	11.0927	10.9791	9.6218

15 Year Average	2011 to 2025
Quantity Standard	7.8840
Quality Standard	$678
Service Standard	$5,344

D.C. Amount (before deductions)	10 Year
Forecast Population	2,616
$ per Capita	$5,344
Eligible Amount	$13,981,107

Cavan Monaghan
Service Standard Calculation Sheet

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	2022	2023	2024	2025	2026 Value ($/Vehicle)
Riding Mowers	2	3	3	3	3	3	3	4	4	4	4	4	4	4	4	$55,400
Pick ups	3	3	3	3	3	3	3	3	3	3	3	4	4	4	4	$65,000
Ice Resurfacer	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$132,900
Ice Edger	3	3	3	1	1	1	1	1	1	1	1	1	1	1	1	$7,300
Trailers	2	2	2	2	2	2	2	2	2	2	2	3	3	3	3	$6,100
Massey Tractor	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	$41,500
Bobcat	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	$126,200
Wing Mower 12ft	-	-	-	-	-	-	-	-	-	-	-	1	1	1	1	$96,800
Total	**12**	**13**	**13**	**11**	**11**	**11**	**11**	**12**	**12**	**12**	**12**	**15**	**16**	**16**	**16**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.0014	0.0015	0.0015	0.0013	0.0013	0.0012	0.0012	0.0013	0.0013	0.0012	0.0012	0.0015	0.0016	0.0015	0.0015

15 Year Average	2011 to 2025
Quantity Standard	0.0014
Quality Standard	$49,407
Service Standard	$69

D.C. Amount (before deductions)	10 Year
Forecast Population	2,616
$ per Capita	$69
Eligible Amount	$180,949

Cavan Monaghan
Service Standard Calculation Sheet

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

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Bld'g Value ($/sq.ft.)	Value/sq.ft. with FF&E, site works, etc.
Millbrook	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	5,500	$651	$786
Bruce Johnston	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	2,670	$651	$786
Total	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**	**8,170**		

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	0.9499	0.9444	0.9408	0.9340	0.9295	0.9254	0.9180	0.9119	0.8613	0.8406	0.8157	0.8061	0.7975	0.7893	0.7734

15 Year Average	2011 to 2025
Quantity Standard	0.8759
Quality Standard	$786
Service Standard	$688

D.C. Amount (before deductions)	10 Year
Forecast Population	2,616
$ per Capita	$688
Eligible Amount	$1,800,907

Cavan Monaghan
Service Standard Calculation Sheet

Service: Library Services - Collection Materials
Unit Measure: No. of library collection items

Description	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 Value ($/item)
Collection Materials	32,351	33,362	34,217	33,288	33,344	33,920	33,681	34,393	35,097	35,062	35,495	36,049	36,995	38,965	40,283	$40
Overdrive (e-books)	-	-	1	1	1	1	1	1	1	1	1	1	1	1	1	$3,200
E-resources - various database subscriptions	-	-	-	1	2	2	2	2	2	2	2	2	2	2	2	$16,500
Flipster (magazine service)	-	-	-	-	-	-	5	5	5	5	5	-	-	-	-	$4,100
Public Computers	14	14	14	14	14	14	14	14	14	14	14	14	14	14	10	$1,200
Public-use Tablets		-	-	-	7	7	7	10	10	10	10	10	10	10	10	$600
Total	**32,365**	**33,376**	**34,232**	**33,304**	**33,368**	**33,944**	**33,710**	**34,425**	**35,129**	**35,094**	**35,527**	**36,076**	**37,022**	**38,992**	**40,306**	

Population	8,601	8,651	8,684	8,747	8,790	8,829	8,900	8,959	9,486	9,719	10,016	10,135	10,245	10,351	10,564
Per Capita Standard	3.76	3.86	3.94	3.81	3.80	3.84	3.79	3.84	3.70	3.61	3.55	3.56	3.61	3.77	3.82

15 Year Average	2011 to 2025
Quantity Standard	3.7505
Quality Standard	$42
Service Standard	$156

D.C. Amount (before deductions)	10 Year
Forecast Population	2,616
$ per Capita	$156
Eligible Amount	$407,520

Appendix C
Long-Term Capital and Operating Cost Examination

Appendix C: Long-Term Capital and Operating Cost Examination

Township of Cavan Monaghan

Annual Capital and Operating Cost Impact

As a requirement of the *Development Charges Act, 1997*, as amended, 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 development charge. 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 Township's approved 2023 Financial Information Return (F.I.R.).

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. The following factors were utilized to calculate the annual replacement cost of the capital projects (annual contribution = factor X capital asset cost) and are based on an annual growth rate of 2% (net of inflation) over the average useful life of the asset:

Table C-1
Township of Cavan Monaghan
Lifecycle Cost Factors and Average Useful Lives

Asset	Lifecycle Cost Factors	
	Average Useful Life	Factor
Water and Wastewater Infrastructure	80	0.005160705
Facilities	50	0.01182321
Services Related to a Highway	50	0.01182321
Parkland Development	40	0.016555748
Vehicles	10	0.091326528
Small Equipment & Gear	10	0.091326528
Library Materials	10	0.091326528

Table C-2 depicts the annual operating impact resulting from the proposed gross capital projects at the time they are all in place. It is important to note that, while Township 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-2
Township of Cavan Monaghan
Operating and Capital Expenditure Impacts for Future Capital Expenditures

SERVICE/CLASS OF SERVICE	VALUE OF EXISTING INFRASTRUCTURE	GROSS COST LESS BENEFIT TO EXISTING	SHARE OF GROWTH RELATED CAPITAL TO ASSETS IN PLACE	CURRENT OPERATING EXPENDITURE	ANNUAL OPERATING EXPENDITURES	ANNUAL LIFECYCLE EXPENDITURES	TOTAL ANNUAL EXPENDITURES
1. Wastewater Services							
1.1 Treatment plants	43,203,000	25,211,000	58%	621,029	362,400	802,296	1,164,696
1.2 Sewers		11,501,200	27%	283,312	75,421	294,459	369,880
2. Water Services							
2.1 Water Services	26,787,000	18,393,500	69%	517,536	355,370	573,885	929,255
3. Land - Urban 2051							
3.1 Land Acquisition for D.C. Eligible Services		824,000		-	-	-	-
4. Services Related to a Highway							
4.1 Roads and Related	157,824,900	10,060,900	6%	1,519,944	96,892	382,403	479,295
4.2 Roads and Related Facilities and Fleet	13,003,844	1,300,000	10%	633,181	63,299	144,725	208,024
5. Fire Protection Services							
5.1 Fire facilities, vehicles & equipment	22,482,122	2,200,000	10%	1,186,235	116,080	244,918	360,998
6. Policing Services							
6.1 Facilities, vehicles and equipment, small equpment and gear	101,450	93,000	92%	1,481,741	1,358,323	10,507	1,368,830
7. Parks and Recreation Services							
7.1 Park development, amenities, trails, recreation facilities, vehicles, and equipment	54,896,083	13,193,750	24%	1,284,691	308,763	419,868	728,631
8. Library Services							
8.1 Library facilities, materials and vehicles	8,087,140	1,701,935	21%	398,747	83,916	72,130	156,046
9. Growth Studies							
9.1 Growth Studies	-	612,603		-	-	-	-
Total	**326,385,539**	**85,091,888**		**7,926,416**	**2,820,465**	**2,945,191**	**5,765,656**

Appendix D
D.C. Reserve Fund Policy

Appendix D: D.C. Reserve Fund Policy

D.1 Legislative Requirements

The *Development Charges Act, 1997*, as amended (D.C.A.) requires development charge (D.C.) collections (and associated interest) to be placed in separate reserve funds. Sections 33 through 36 of the D.C.A. provide the following regarding reserve fund establishment and use:

- A municipality shall establish a reserve fund for each service to which the D.C. by-law relates; subsection 7 (1), however, allows services to be grouped into categories of services for reserve fund (and credit) purposes and for classes of services to be established.
- The municipality shall pay each D.C. it collects into a reserve fund or funds to which the charge relates.
- The money in a reserve fund shall be spent only for the "capital costs" determined through the legislated calculation process (as per subsection 5 (1) 2 to 8).
- Money may be borrowed from the fund but must be paid back with interest (O. Reg. 82/98, subsection 11 (1) defines this as Bank of Canada rate either on the day the by-law comes into force or, if specified in the by-law, the first business day of each quarter).
- D.C. reserve funds may not be consolidated with other municipal reserve funds for investment purposes and may only be used as an interim financing source for capital undertakings for which D.C.s may be spent (section 37).

Annually, the Treasurer of the municipality is required to provide Council with a financial statement related to the D.C. by-law and reserve funds. This statement must be made available to the public and may be requested to be forwarded to the Minister of Municipal Affairs and Housing.

Subsection 43 (2) and O. Reg. 82/98 prescribe the information that must be included in the Treasurer's statement, as follows:

- opening balance;
- closing balance;

- description of each service and/or service category for which the reserve fund was established (including a list of services within a service category);
- transactions for the year (e.g. collections, draws) including each asset's capital costs to be funded from the D.C. reserve fund and the manner for funding the capital costs not funded under the D.C. by-law (i.e. non-D.C. recoverable cost share and post-period D.C. recoverable cost share);
- for projects financed by D.C.s, the amount spent on the project from the D.C. reserve fund and the amount and source of any other monies spent on the project;
- amounts borrowed, purpose of the borrowing, and interest accrued during previous year;
- amount and source of money used by the municipality to repay municipal obligations to the D.C. reserve fund;
- list of credits by service or service category (outstanding at the beginning of the year, given in the year, and outstanding at the end of the year by the holder);
- for credits granted under section 14 of the previous D.C.A., a schedule identifying the value of credits recognized by the municipality, the service to which it applies and the source of funding used to finance the credit; and
- a statement as to compliance with subsection 59 (1) of the D.C.A., whereby the municipality shall not impose, directly or indirectly, a charge related to a development or a requirement to construct a service related to development, except as permitted by the D.C.A. or another Act.

Recent changes arising from Bill 109 (More Homes for Everyone Act, 2022) provide that the Council shall make the statement available to the public by posting the statement on the website or, if there is no such website, in the municipal office. In addition, Bill 109 introduced the following requirements which shall be included in the treasurer's statement.

- For each service for which a development charge is collected during the year
    - whether, as of the end of the year, the municipality expects to incur the amount of capital costs that were estimated, in the relevant development charge background study, to be incurred during the term of the applicable development charge by-law, and
    - if the answer to subparagraph i is no, the amount the municipality now expects to incur and a statement as to why this amount is expected;

- For any service for which a development charge was collected during the year but in respect of which no money from a reserve fund was spent during the year, a statement as to why there was no spending during the year.

Additionally, as per subsection 35(3) of the D.C.A.:

> *35(3) If a service is prescribed for the purposes of this subsection, beginning in the first calendar year that commences after the service is prescribed and in each calendar year thereafter, a municipality shall spend or allocate at least 60 per cent of the monies that are in a reserve fund for the prescribed service at the beginning of the year.*

All D.C.-eligible services are prescribed for the purposes of this section. Therefore, as of 2023, a municipality shall spend or allocate at least 60 percent of the monies in the reserve fund at the beginning of the year. There are generally two (2) ways in which a municipality may approach this requirement:

a) Include a schedule as part of the annual treasurer's statement; or

b) Incorporate the information into the annual budgeting process.

Recent regulatory changes to *Ontario Regulation 82/98* also require the following with respect to the Treasurer's Statement:

- The amount from each reserve fund that was committed to a project, but had not been spent, as of the end of the year;
- The amount of debt that had been issued for a project as of the end of the year; and
- Identify where in the D.C. background study the project's capital costs were estimated.

This would not apply in circumstances where a municipality uses a unique identifier in both the background study and treasurer's statement to identify each project.

Based upon the above, Figure 1 and Attachments 1 and 2, set out the format for which annual reporting to Council should be provided. Attachment 3 provides for the schedule for allocating reserve fund balances to projects.

D.2 D.C. Reserve Fund Application

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 7 of subsection 5(1)."

This provision clearly establishes that reserve funds collected for a specific service are only to be used for that service, or to be used as a source of interim financing of capital undertakings for which a D.C. may be spent.

Figure D-1
Township of Cavan Monaghan
Annual Treasurer's Statement of Development Charge Reserve Funds

Description	Services to which the Development Charge Relates									Total
	Services Related to a Highway	Fire Protection Services	Water Services	Wastewater Services	Library Services	Parks and Recreation Services	Policing Services	Growth Studies	Stormwater Management	
Opening Balance, January 1, _____										**0**
Plus:										
Development Charge Collections										0
Accrued Interest										0
Repayment of Monies Borrowed from Fund and Associated Interest[1]										0
Sub-Total	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**		**0**
Less:										
Amount Transferred to Capital (or Other) Funds[2]										0
Amounts Refunded										0
Amounts Loaned to Other D.C. Service Category for Interim Financing										0
Credits[3]										0
Sub-Total	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**		**0**
Closing Balance, December 31, _____	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**		**0**

[1] Source of funds used to repay the D.C. reserve fund

[2] See Attachment 1 for details

[3] See Attachment 2 for details

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

Figure D-2a
Township of Cavan Monaghan
Attachment 1
Annual Treasurer's Statement of Development Charge Reserve Funds
Amount Transferred to Capital (or Other) Funds – Capital Fund Transactions

Capital Fund Transactions	Gross Capital Cost	D.C. Recoverable Cost Share					Non-D.C. Recoverable Cost Share				
		D.C. Forecast Period			Post D.C. Forecast Period						
		D.C. Reserve Fund Draw	D.C. Debt Financing	Grants, Subsidies Other Contributions	Post-Period Benefit/ Capacity Interim Financing	Grants, Subsidies Other Contributions	Other Reserve/Reserve Fund Draws	Tax Supported Operating Fund Contributions	Rate Supported Operating Fund Contributions	Debt Financing	Grants, Subsidies Other Contributions
Services Related to a Highway											
Capital Cost A											
Capital Cost B											
Capital Cost C											
Sub-Total - Services Related to Highways	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Water Services											
Capital Cost D											
Capita Cost E											
Capital Cost F											
Sub-Total - Water	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Wastewater Services											
Capital Cost G											
Capita Cost H											
Capital Cost I											
Sub-Total - Wastewater	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0

Figure D-2b
Township of Cavan Monaghan
Attachment 1
Annual Treasurer's Statement of Development Charge Reserve Funds
Amount Transferred to Capital (or Other) Funds – Operating Fund Transactions

Operating Fund Transactions	Annual Debt Repayment Amount	D.C. Reserve Fund Draw		Post D.C. Forecast Period			Non-D.C. Recoverable Cost Share		
		Principal	Interest	Principal	Interest	Source	Principal	Interest	Source
Services Related to a Highway									
Capital Cost J									
Capita Cost K									
Capital Cost L									
Sub-Total - Services Related to a Highway	**$0**	**$0**	**$0**	**$0**	**$0**		**$0**	**$0**	
Water Services									
Capital Cost M									
Capita Cost N									
Capital Cost O									
Sub-Total - Water	**$0**	**$0**	**$0**	**$0**	**$0**		**$0**	**$0**	
Wastewater Services									
Capital Cost P									
Capita Cost Q									
Capital Cost R									
Sub-Total - Wastewater	**$0**	**$0**	**$0**	**$0**	**$0**		**$0**	**$0**	

Figure D-3
Township of Cavan Monaghan
Attachment 2
Annual Treasurer's Statement of Development Charge Reserve Funds
Statement of Credit Holder Transactions

Credit Holder	Applicable D.C. Reserve Fund	Credit Balance Outstanding Beginning of Year _____	Additional Credits Granted During Year	Credits Used by Holder During Year	Credit Balance Outstanding End of Year _____
Credit Holder A					
Credit Holder B					
Credit Holder C					
Credit Holder D					
Credit Holder E					
Credit Holder F					

Figure D-4
Township of Cavan Monaghan
Attachment 3
Annual Treasurer's Statement of Development Charge Reserve Funds
Statement of Reserve Fund Balance Allocations

Service:	Water
Balance in Reserve Fund at Beginning of Year:	
60% of Balance to be Allocated (at a minimum):	

Projects to Which Funds Will be Allocated

Project Description	Project Number	Total Growth-related Capital Cost Remaining to be Funded	Share of Growth-related Cost Allocated to Date	Share of Growth-related Cost Allocated - Current Year
Total		**$0**	**$0**	**$0**

Service:	Wastewater
Balance in Reserve Fund at Beginning of Year:	
60% of Balance to be Allocated (at a minimum):	

Projects to Which Funds Will be Allocated

Project Description	Project Number	Total Growth-related Capital Cost Remaining to be Funded	Share of Growth-related Cost Allocated to Date	Share of Growth-related Cost Allocated - Current Year
Total		**$0**	**$0**	**$0**

Service:	Services Related to a Highway
Balance in Reserve Fund at Beginning of Year:	
60% of Balance to be Allocated (at a minimum):	

Projects to Which Funds Will be Allocated

Project Description	Project Number	Total Growth-related Capital Cost Remaining to be Funded	Share of Growth-related Cost Allocated to Date	Share of Growth-related Cost Allocated - Current Year
Total		**$0**	**$0**	**$0**

Appendix E
Local Service Policy

Appendix E: Local Service Policy

This Appendix sets out the Township's General Policy Guidelines on Development Charges (D.C.) and local service funding for Services Related to Roads, Stormwater Management, Parkland Development, and Underground Linear Services. The guidelines outline, in general terms, the size and nature of engineered infrastructure that is included in the study as a development charge project, versus infrastructure that is considered as a local service, to be emplaced separately by landowners, pursuant to a development agreement.

The following policy guidelines are general principles by which staff will be guided in considering development applications. However, each application will be considered, in the context of these policy guidelines as subsection 59(2) of the Development Charges Act, 1997, on its own merits having regard to, among other factors, the nature, type and location of the development and any existing and proposed development in the surrounding area, as well as the location and type of services required and their relationship to the proposed development and to existing and proposed development in the area.

A. SERVICES RELATED TO ROADS

A road and services related to a road are intended for the transportation of people and goods via many different modes including, but not limited to passenger automobiles, commercial vehicles, transit vehicles, bicycles and pedestrians. The road shall consist of all land and associated infrastructure built to support (or service) this movement of people and goods regardless of the mode of transportation employed, thereby achieving a complete street. A complete street is the concept whereby a road is planned, designed, operated and maintained to enable pedestrians, cyclists, public transit users and motorists to safely and comfortably be moved, thereby allowing for the efficient movement of persons and goods.

The associated infrastructure to achieve this concept shall include, but is not limited to: road pavement structure and curbs; grade separation/bridge structures (for any vehicles, railways and/or pedestrians); grading, drainage and retaining wall features; culvert structures; storm water drainage systems; utilities; traffic control systems; signage; gateway features; street furniture; active transportation facilities (e.g. sidewalks, bike lanes, multi-use trails which interconnect the transportation network,

etc.); transit lanes & lay-bys; roadway illumination systems; boulevard and median surfaces (e.g. sod & topsoil, paving, etc.); street trees and landscaping; parking lanes & lay-bys; (excluding on-street parking in the downtown) and driveway entrances; noise attenuation systems; railings and safety barriers.

1) **Local and Collector Roads (Including Land)**

    a) Collector Roads Internal to Development, inclusive of all land and associated infrastructure – direct developer responsibility under s.59 of the D.C.A. as a local service.
    b) Collector Roads External to Development, inclusive of all land and associated infrastructure – if needed to support a specific development or required to link with the area to which the plan relates, direct developer responsibility under s.59 of the D.C.A.; otherwise, included in D.C. calculation to the extent permitted under s.5(1) of the D.C.A. (dependent on local circumstances).
    c) All local roads within the development are considered to be the developer's responsibility.

2) **Arterial Roads**

    a) New, widened, extended or upgraded arterial roads, inclusive of all associated infrastructure: Included as part of road costing funded through D.C.A., s.5(1).
    b) Land acquisition for arterial roads on existing rights-of-way to achieve a complete street: dedication under the Planning Act provisions (s. 41, 51 and s. 53) through development lands; in area with limited development: included in D.C.'s.
    c) Land acquisition for arterial roads on new rights-of-way to achieve a complete street: dedication, where possible, under the Planning Act provisions (s. 51 and s. 53) through development lands up to the ROW specified in the Official Plan.
    d) Land acquisition beyond normal dedication requirements to achieve transportation corridors as services related to highways including grade separation infrastructure for the movement of pedestrians, cyclists, public transit and/or railway vehicles: included in D.C.'s.

3) **Traffic Control Systems, Signals and Intersection Improvements**

a) On new arterial roads and arterial road improvements unrelated to a specific development: included as part of road costing funded through D.C.'s.
b) Intersection 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).
c) On arterial or collector road intersections with County roads: include in County D.C.'s or in certain circumstances, may be a direct developer responsibility
d) Intersection improvements, new or modified signalization, signal timing & optimization plans, area traffic studies for highways attributed to growth and unrelated to a specific development, not related to 3(b): included in D.C. calculation as permitted under s.5(1) of the D.C.A.

4) Streetlights

a) Streetlights on new arterial roads and arterial road improvements: considered part of the complete street and included as part of the road costing funded through D.C.'s or in exceptional circumstances, may be direct developer responsibility through local service provisions (s.59 of D.C.A.).
b) Streetlights on non-arterial roads internal to development: considered part of the complete street and included as a direct developer responsibility under s. 59 of the D.C.A. (as a local service).
c) Streetlights on non-arterial roads external to development, needed to support a specific development or required to link with the area to which the plan relates: considered part of the complete street and included as a direct developer responsibility under s. 59 of the D.C.A. (as a local service).

5) Sidewalks

a) Sidewalks on M.T.O. and County roads - Include in area municipal D.C. or, in exceptional circumstances, may be local improvement or direct developer responsibility through local service provisions (s.59 of D.C.A.).
b) Sidewalks on area municipal roads - Linked to collector road funding source in item 1.
c) 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) Transportation Related Pedestrian and Cycling Facilities

a) Bike routes and bike lanes, within road allowance, external to development - Include in D.C. road costs (County and area municipal), consistent with the service standard provisions of the D.C.A., s.5(1).
b) Bike paths/multi-use trails/naturalized walkways external to development – Include in area municipal D.C.s consistent with the service standard provisions of the D.C.A., s.5(1).
c) Bike lanes, within road allowance, internal to development – Direct developer responsibility under s.50 of the D.C.A.(as a local service).
d) Bike paths/multi-use trails/naturalized walkways internal to development – Direct developer responsibility under s.50 of the D.C.A. (as a local service).
e) Trail Bridges/Underpasses and associated works - Include in area municipal D.C.s consistent with the service standard provisions of the D.C.A., s.5(1).

7) Noise Abatement Measures

a) Noise abatement measures external and internal to development where it is related to, or a requirement of a specific development: direct developer responsibility under s.59 of D.C.A. (as a local service).
b) Noise abatement measures on new arterial roads and arterial road improvements abutting an existing community and unrelated to a specific development: included as part of road costing funded through D.C.'s.

B. STORMWATER MANAGEMENT

a) Stormwater facilities for quality and/or quantity management, including downstream erosion works, inclusive of land and all associated infrastructure, such as landscaping and perimeter fencing: direct developer responsibility under s.59 of D.C.A. (as a local service).
b) Over-sizing cost of stormwater facilities capacity, excluding land, to accommodate runoff from new, widened, extended or upgraded Township arterial roads that are funded as a development charges project: included as part of road costing funded through D.C.'s.
c) Erosion works, inclusive of all restoration requirements, related to a development application: direct developer responsibility under s. 59 of the D.C.A. (as a local service).
d) Stormwater management ponds and other facilities required by the development including all associated features such as landscaping and fencing: direct developer responsibility under s. 59 of the D.C.A. (as a local service).
e) Monitoring works: direct developer responsibility under s. 59 of the D.C.A. (as a local service).
f) Storm sewer systems and drainage works that are required for a specific development, either internal or external to the area to which the plan relates, including service connections from existing underground services to the development: direct developer responsibility under s. 59 of the D.C.A. (as a local service).
g) New underground services or upgrading of existing underground services external to the development if the services are required to service the development, and if the pipe sizes do not exceed 900 mm for stormwater services: direct developer responsibility under s. 59 of the D.C.A. (as a local service). If external services are required by two or more developments, the developer for the first development will be responsible for the cost of the external services and may enter into cost-sharing agreements with other developers independent of the Township.
h) External underground services involving pipe sized exceeding 900 mm for stormwater services: included in D.C.'s.

C. PARKLAND DEVLOPMENT

1) Recreational Trails

a) Recreational trails (Multi-use trails) that do not form part of the Township's active transportation network, and their associated infrastructure (landscaping, bridges, trail surface, etc.), is included in area Township parkland D.C.'s.
b) Recreational trails (Multi-use trails) inclusive of all required infrastructure, located on Arterial roads internal or adjacent to development – considered part of the complete street and included in DC calculation
c) Recreational trails (Multi-use trails) inclusive of all required infrastructure, located on Collector roads external but adjacent to development – Direct developer responsibility under s.59 of DCA (as a local service)
d) Recreational trails (Multi-use trails) internal to development - Direct developer responsibility under s.59 of DCA (as a local service)
e) Recreational trails (Multi-use trails) requirements include rough grading and any associated infrastructure (bridges and abutments, guard and hand rails, retaining walls, landscaping and trail surface etc.) of all recreational trails and multi-use paths that are considered part of the Trails Network (as incorporated into the Trails Master Plan), as per the Township Servicing Standards.

2) Parkland

Developers dedicating parkland as a condition of development are required to undertake, at their sole expense, the base construction and installation of the parkland improvements on lands to be conveyed to the Township for park purposes. This work shall include:

a) Clearing and grubbing;
b) Topsoil stripping and stockpiling (topsoil or any fill or soils shall not be stockpiled on parkland without the approval of the Township);
c) Parkland shall be free of any contaminated soil or subsoil;
d) Grading inclusive of topsoil supply and placement, minimum of 150 mm depth;
e) Sodding #1 nursery grade;

f) Drainage systems, including connections to the municipal services as required by the Township;
g) Electrical and water connections minimum 50 mm to street line including backflow preventers, shut off valves, water and hydro chambers;
h) Street trees along all public road allowances abutting Township owned parkland;
i) All parks are to be developed up to fine grade, topsoil and sod. They shall be graded to meet approved parkland grade, including any associated infrastructure requirements (retaining walls, drainage, etc.) and sodded to minimize erosion and dust. Temporary fencing may also be required where there is no permeant fence to prevent illegal dumping;
j) Temporary park sign advising future residents that the site is a future park;
k) Fencing, to the Township's standard, where deemed necessary by the Township, on the public property side of the property line.

3) Landscape Buffer Blocks, Features, Cul-de-Sac Islands, Berms, Grade Transition Areas, Walkway Connections to Adjacent Roads, Open Space, Etc.

The cost of developing all landscape buffer blocks, landscape features, cul-de-sac islands, berms, grade transition areas, walkway connections to adjacent arterial roads, open space and other remnant pieces of land conveyed to the Township shall be a direct developer responsibility as a local service. Such costs include but are not limited to:

a) Pre-grading, sodding or seeding, supply and installation of amended topsoil, (to the Township's required depth), landscape features, perimeter fencing and amenities and all planting;
b) Restoration planting and landscaping requirements (as required by the Township or authorities having jurisdiction) as a result of impact of the development including related restoration projects to enhance the natural heritage system;
c) Perimeter fencing to the Township standard or approved equivalent located on the public property side of the property line adjacent land uses as directed by the Township or other approval authority.

4) Natural Heritage System (N.H.S.)

N.H.S. includes engineered and in situ stream corridors, natural buffers for woodlots, wetland remnants, etc. as well as subwatersheds within the boundaries of the Township.

Direct developer responsibility as a local service provision including but not limited to the following:

a) Riparian planting and landscaping requirements (as required by the Township, Conservation Authority or other authorities having jurisdiction) as a result of creation of, or construction within in the N.H.S. and associated buffers.
b) Perimeter fencing of the N.H.S. to the Township servicing standard or approved equivalent located on the public property side of the property line adjacent land uses (residential, industrial, commercial) as required by the Township.

5) Infrastructure Assets Constructed by Developers

a) All infrastructure assets constructed by Developers must be designed in accordance with the Township's Servicing Standards or approved equivalent.

b) All infrastructure assets shall be conveyed in accordance with the Township's Servicing Standards or approved equivalent.

c) Any Parks and Open Space infrastructure assets approved to be built by the developer on behalf of the Township shall be in accordance with the Township's Servicing Standards or approved equivalent.

D. UNDERGROUND SERVICES (WATER AND SANITARY SEWERS)

Underground services (linear infrastructure for water and sanitary services) within the road allowance are not included in the cost of road infrastructure and are treated separately. The responsibility for such services as well as pumping stations, which are undertaken as part of new developments or redevelopments, will be determined by the following principles:

1) **The costs of the following items shall be direct developer responsibilities as a local service:**

   a) providing all underground services internal to the development, including water and sanitary services;

   b) providing service connections from existing underground services to the development;

   c) providing new underground services or upgrading existing underground services external to the development if the services are required to service the development, and if the pipe sizes do not exceed 350 mm for water and sanitary services. If external services are required by two or more developments, the developer for the first development will be responsible for the cost of the external services and may enter into cost-sharing agreements with other developers independent of the Township; and

   d) water booster pumping stations, reservoir pumping stations and/or sanitary pumping stations serving individual developments.

2) The costs of the following items shall be paid through development charges:

   a) external underground services involving trunk infrastructure and pipe sizes exceeding 350 mm for water and sanitary services; and

   b) water, reservoir and/or sanitary pumping stations not required for the individual development.

Appendix F
Asset Management Plan

Appendix F: Asset Management Plan

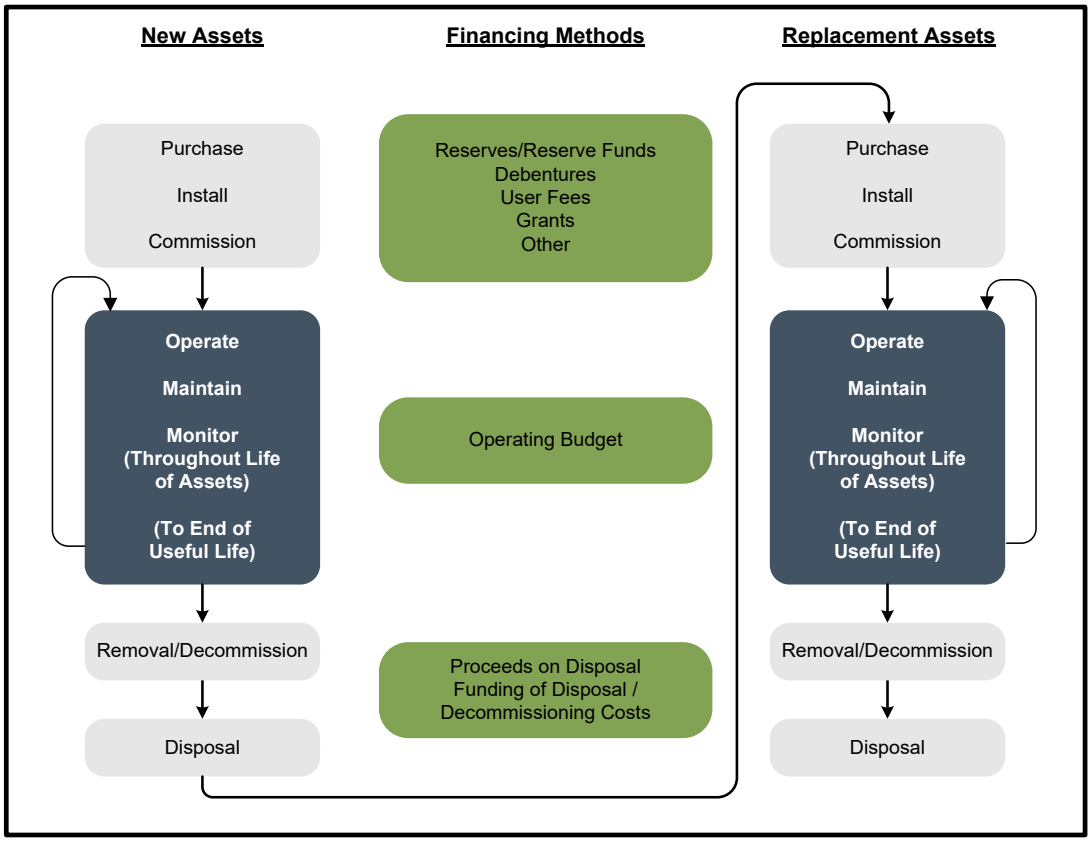
The recent changes to the Development Charges Act, 1997, as amended (D.C.A.) (new subsection 10 (2) (c.2)) require that the background study must include an asset management plan (A.M.P.) related to new infrastructure. Section 10 (3) of the D.C.A. provides:

> "The asset management plan 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."

In regard to the above, section 8 of the regulations was amended to include subsections (2), (3), and (4) which set out specific detailed requirements for transit (only). For all services except transit, there are no prescribed requirements at this time, thus requiring the municipality to define the approach to include in the background study.

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 throughout 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.

It should be noted that with the recent passing of the *Infrastructure for Jobs and Prosperity Act* (I.J.P.A.) municipalities are now required to complete A.M.P.s, based on certain criteria, which were to be completed by 2022 for core municipal services and 2024 for all other services. The amendments to the D.C.A. do not require municipalities to complete these A.M.P.s (required under I.J.P.A.) for the D.C. background study, rather the D.C.A. requires that the D.C. background study include information to show the assets to be funded by the D.C. are sustainable over their full lifecycle.



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.

Commensurate with the above, the Township prepared an A.M.P. in 2025 for its existing assets; however, it did not take into account future growth-related assets for all services included in the D.C. calculations. As a result, the asset management requirement for the D.C. must be undertaken in the absence of this information.

In recognition of the schematic above, the following table (presented in 2026 $) 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. As well, as all capital costs included in the D.C.-eligible capital costs are not included in the Township's A.M.P., the present infrastructure gap and associated funding plan have not been considered at this time. Hence 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 that will require financing from municipal 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 2026 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. The resultant total annualized expenditures are approximately $5.50 million.

5. 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 approximately $8.16 million. This amount, totaled with the existing operating revenues of approximately $18.79 million, provides annual revenues of approximately $26.95 million by the end of the period.

6. In consideration of the above, the capital plan is deemed to be financially sustainable.

Township of Cavan Monaghan
Asset Management – Future Expenditures and Associated Revenues
2026$

Asset Management - Future Expenditures and Associated Revenues	Sub-Total	2051 (Total)
Expenditures (Annualized)		
Annual Debt Payment on Non-Growth Related Capital[1]		$113,154
Annual Debt Payment on Post Period Capital[2]		-
Lifecycle:		
Annual Lifecycle - Municipal-wide Services	$3,295,514	
Sub-Total - Annual Lifecycle	$3,295,514	$3,295,514
Incremental Operating Costs (for D.C. Services)		$2,820,465
Total Expenditures		**$6,229,133**
Revenue (Annualized)		
Total Existing Revenue[4]		$18,789,086
Incremental Tax and Non-Tax Revenue (User Fees, Fines, Licences, etc.)		$8,164,786
Total Revenues		**$26,953,872**

[1] Non-Growth Related component of Projects
[2] Interim Debt Financing for Post Period Benefit
[3] All infastructure costs included in Area Specifc by-laws have been included
[4] As per Sch. 10 of FIR

Appendix G
Changes to the D.C.A.

Appendix G: Changes to the D.C.A.

Since the passage of the Township's previous D.C. by-law, there have been a number of changes to the D.C.A. This appendix summarizes the changes.

G.1 Changes to the D.C.A. – *Bill 109: More Homes for Everyone Act, 2022*

On April 14, 2022, Bill 109 received Royal Assent. One of the changes of the Bill and Ontario Regulation (O. Reg.) 438/22 that took effect upon Royal Assent included amending the D.C.A. and O. Reg. 82/98 related to the requirements for the information which is to be included in the annual Treasurer's statement on D.C. reserve funds and the requirement for publication of the statement.

- The following additional information must be provided for each D.C. service being collected for during the year:

    a. whether, as of the end of the year, the municipality expects to incur the amount of capital costs that were estimated, in the relevant development charge background study, to be incurred during the term of the applicable development charge by-law; and

    b. if the answer to a) is no, the amount the municipality now expects to incur and a statement as to why this amount is expected; and

- For any service for which a D.C. was collected during the year but in respect of which no money from a reserve fund was spent during the year, a statement as to why there was no spending during the year.

The changes to the D.C.A. has also been amended to now require that the annual Treasurer's statement be made available to the public on the website of the municipality or, if there is no such website, in the municipal office.

G.2 Changes to the D.C.A. – *Bill 23: More Homes Built Faster Act, 2022*

On November 28, 2022, Bill 23 received Royal Assent. This Bill amended a number of pieces of legislation including the *Planning Act* and D.C.A. The following provides a summary of the changes to the D.C.A.:

G.2.1 Additional Residential Unit Exemption

The rules for these exemptions are now provided in the D.C.A., rather than the regulations and are summarized as follows:

- Exemption for residential units in existing rental residential buildings – For rental residential buildings with four or more residential units, the greater of one unit or 1% of the existing residential units will be exempt from D.C.
- Exemption for additional residential units in existing and new residential buildings – The following developments will be exempt from a D.C.:
    - A second unit in a detached, semi-detached, or rowhouse if all buildings and ancillary structures cumulatively contain no more than one residential unit;
    - A third unit in a detached, semi-detached, or rowhouse if no buildings or ancillary structures contain any residential units; and
    - One residential unit in a building or structure ancillary to a detached, semi-detached, or rowhouse on a parcel of urban land, if the detached, semi-detached, or rowhouse contains no more than two residential units and no other buildings or ancillary structures contain any residential units.

G.2.2 Removal of Housing as an Eligible D.C. Service

Housing is removed as an eligible service as of November 28, 2022. Municipalities with by-laws that include a charge for housing services can no longer collect for this service. It is noted that the charge for housing services is still applicable where rates have been frozen for the purposes of instalment payments under the D.C.A.

G.2.3 New Statutory Exemption for Non-Profit Housing

Non-profit housing units are exempt from D.C.s and D.C. instalment payments due after November 28, 2022.

G.2.4 New Statutory Exemptions for Affordable Units, Attainable Units, and Affordable Inclusionary Zoning Units

Affordable units, attainable units, and inclusionary zoning units (affordable) are exempt from the payment of D.C.s, as follows:

- Affordable Rental Units: Where rent is no more than 80% of the average market rent as defined by a new bulletin published by the Ministry of Municipal Affairs and Housing.
- Affordable Owned Units: Where the price of the unit is no more than 80% of the average purchase price as defined by a new bulletin published by the Ministry of Municipal Affairs and Housing.

Note: As discussed in Section G.2.13, the definitions above of an Affordable Rental Unit and Affordable Owned Unit have been modified through Bill 134.

- Attainable Units: Excludes affordable units and rental units; will be defined as prescribed development or class of development and sold to a person who is at "arm's length" from the seller.

Note: for affordable and attainable units, the municipality shall enter into an agreement that ensures the unit remains affordable or attainable for 25 years.

Note: the above Affordable Owned and Rental Unit exemptions came into force as of June 1, 2024. At the time of writing, it is not known when the exemption for Attainable Units will be in force.

- Inclusionary Zoning Units: Affordable housing units required under inclusionary zoning by-laws are exempt from a D.C.

G.2.5 Historical Level of Service Extended to 15-Year Period Instead of the Historical 10-Year Period

Prior to Bill 23, the increase in need for service was limited by the average historical level of service calculated over the 10-year period preceding the preparation of the D.C. background study. This average is now extended to the historical 15-year period.

G.2.6 Revised Definition of Capital Costs

The definition of capital costs has been revised to remove studies. Further, the regulations to the Act may prescribe services for which land or an interest in land will be restricted. As at the time of writing, no services have been prescribed.

G.2.7 Mandatory Phase-in of a D.C.

For all D.C. by-laws passed after January 1, 2022, the charge must be phased-in annually over the first five years the by-law is in force, as follows:

- Year 1 – 80% of the maximum charge;
- Year 2 – 85% of the maximum charge;
- Year 3 – 90% of the maximum charge;
- Year 4 – 95% of the maximum charge; and
- Year 5 to expiry – 100% of the maximum charge.

G.2.8 D.C. By-law Expiry

A D.C. by-law now expires 10 years after the day it comes into force (unless the by-law provides for an earlier expiry date). This extends the by-law's life from five (5) years, prior to Bill 23.

G.2.9 Installment Payments

Non-profit housing development has been removed from the instalment payment section of the Act (section 26.1), as these units are now exempt from the payment of a D.C.

G.2.10 Rental Housing Discount

The D.C. payable for rental housing development will be reduced based on the number of bedrooms in each unit as follows:

- Three or more bedrooms – 25% reduction;
- Two bedrooms – 20% reduction; and
- All other bedroom quantities – 15% reduction.

G.2.11 Maximum Interest Rate for Instalments and Determination of Charge for Eligible Site Plan and Zoning By-law Amendment Applications

No maximum interest rate was previously prescribed. As per Bill 23, the maximum interest rate is set at the average prime rate plus 1%. This maximum interest rate provision would apply to all instalment payments and eligible site plan and zoning by-law amendment applications occurring after November 28, 2022.

G.2.12 Requirement to Allocate Funds Received

Annually, beginning in 2023, municipalities are required to spend or allocate at least 60% of the monies in a reserve fund at the beginning of the year for water, wastewater, and services related to a highway. Other services may be prescribed by the regulation.

G.2.13 Bill 134: Affordable Homes and Good Jobs Act, 2023

The exemption for affordable residential units was included in the More Homes Built Faster Act (Bill 23), enacted by the Province on November 28, 2022. Under this legislation, affordable residential units were defined within subsection 4.1 of the D.C.A. and exemptions for D.C.s were provided in respect of this definition. While the legislation was enacted in November 2022, the ability for municipalities to implement the exemptions is based on the "Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin" published by the Minister of Municipal Affairs and Housing. This bulletin informs the average market rent and purchase price to be used in determining which developments qualify as affordable residential units. This bulletin was published on April 5, 2024.

Bill 134 received Royal Assent on December 4, 2023 and provides for a modification to the affordable residential unit definition by:

- Introducing an income-based test for affordable rent and purchase price; and
- Increasing the threshold for the market test of affordable rent and purchase price.

This change provides the exemption based on the lesser of the two measures. Moreover, the rules in subsection 4.1 of the D.C.A. are unchanged with respect to:

- The tenant and purchaser transacting the affordable unit being at arm's length;

- The intent of maintaining the affordable residential unit definition for a 25-year period, requiring an agreement with the municipality (which may be registered on title); and
- Exemptions for attainable residential units and associated rules (requiring further regulations).

The following table provides a comparison of the definitions provided through Bill 23 and those provided through Bill 134 (underlining added for emphasis).

Item	Bill 23 Definition	Bill 134 Definition (Current D.C.A. Definition)
Affordable residential unit rent (subsection 4.1 (2), para. 1)	The rent is no greater than 80 per cent of the average market rent, as determined in accordance with subsection (5).	The rent is no greater than the lesser of, i. the income-based affordable rent for the residential unit set out in the Affordable Residential Units bulletin, as identified by the Minister of Municipal Affairs and Housing in accordance with subsection (5), and ii. the average market rent identified for the residential unit set out in the Affordable Residential Units bulletin.
Average market rent/rent based on income (subsection 4.1 (5)) for the purposes of subsection 4.1 (2), para. 1	The average market rent for the year in which the residential unit is occupied by a tenant, as identified in the bulletin entitled the "Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin."	The Minister of Municipal Affairs and Housing shall, (a) determine the income of a household that, in the Minister's opinion, is at the 60th percentile of gross annual incomes for renter households in the applicable local municipality; and (b) identify the rent that, in the Minister's opinion, is equal to 30 per cent of the income of the household referred to in clause (a).

Item	Bill 23 Definition	Bill 134 Definition (Current D.C.A. Definition)
Affordable residential unit ownership (subsection 4.1 (3), para. 1)	The price of the residential unit is no greater than 80 per cent of the average purchase price, as determined in accordance with subsection (6).	The price of the residential unit is no greater than the lesser of, i. the income-based affordable purchase price for the residential unit set out in the Affordable Residential Units bulletin, as identified by the Minister of Municipal Affairs and Housing in accordance with subsection (6), and ii. 90 per cent of the average purchase price identified for the residential unit set out in the Affordable Residential Units bulletin.
Average market purchase price/purchase price based on income (subsection 4.1 (6)) for the purposes of subsection 4.1 (3), para. 1	The average purchase price for the year in which the residential unit is sold, as identified in the bulletin entitled the "Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin," as it is amended from time to time, that is published by the Minister of Municipal Affairs and Housing on a website of the Government of Ontario.	The Minister of Municipal Affairs and Housing shall, (a) determine the income of a household that, in the Minister's opinion, is at the 60th percentile of gross annual incomes for households in the applicable local municipality; and (b) identify the purchase price that, in the Minister's opinion, would result in annual accommodation costs equal to 30 per cent of the income of the household referred to in clause (a)

Note: the Affordable Unit exemption came into force on June 1, 2024.

G.3 Bill 185: *Cutting Red Tape to Build More Homes Act, 2024*

On April 10, 2024, the Province released Bill 185: *Cutting Red Tape to Build More Homes Act.* The Bill received Royal Assent on June 6, 2024. This Bill reversed many of the key changes that were implemented through Bill 23. The following sections provide a summary of the changes.

G.3.1 Revised Definition of Capital Costs

Bill 185 reversed the capital cost amendments of Bill 23 by reinstating studies as an eligible capital cost. The following paragraphs were added to subsection 5(3) of the D.C.A.:

5. *Costs to undertake studies in connection with any of the matters referred to in paragraphs 1 to 4.*

6. *Costs of the development charge background study required under section 10.*

G.3.2 Removal of the Mandatory Phase-in

As noted in Section G.2 above, Bill 23 required the phase-in of charges imposed in a D.C. by-law over a five-year term for any by-laws passed after January 1, 2022. Bill 185 removed this mandatory phase-in. This change is effective for any D.C. by-laws passed after Bill 185 came into effect.

For site plan and zoning by-law amendment applications that were made prior to Bill 185 receiving Royal Assent, the charges payable will be the charges that were in place on the day the planning application was made (i.e., including the mandatory phase-in).

G.3.3 Process for Minor Amendments to D.C. By-laws

Section 19 of the D.C.A. requires that a municipality must follow sections 10 through 18 of the D.C.A. (with necessary modifications) when amending D.C. by-laws. Sections 10 through 18 of the D.C.A. generally require the following:

- Completion of a D.C. background study, including the requirement to post the background study 60 days prior to passage of the D.C. by-law;

- Passage of a D.C. by-law within one year of the completion of the D.C. background study;
- A public meeting, including notice requirements; and
- The ability to appeal the by-law to the Ontario Land Tribunal.

Bill 185 allows municipalities to undertake minor amendments to D.C. by-laws for the following purposes without adherence to the requirements noted above (with the exception of the notice requirements):

1. To repeal a provision of the D.C. by-law specifying the date the by-law expires or to amend the provision to extend the expiry date (subject to the 10-year limitations provided in the D.C.A.);

2. To impose D.C.s for studies, including the D.C. background study; and

3. To remove the provisions related to the mandatory phase-in of D.C.s.

Minor amendments related to items 2 and 3 noted above may be undertaken only if the D.C. by-law being amended was passed after November 28, 2022, and before Bill 185 took effect. Moreover, the amending by-law must be passed within six months of Bill 185 coming into effect.

Notice requirements for these minor amending by-laws are similar to the typical notice requirements, with the exception of the requirement to identify the last day for appealing the by-law (as these provisions do not apply).

G.3.4 Reduction of D.C. Rate Freeze Timeframe

Bill 108 provided for the requirement to freeze the D.C.s imposed on developments subject to a site plan and/or a zoning by-law amendment application. The D.C. rate for these developments is "frozen" at the rates that were in effect at the time the site plan and/or zoning by-law amendment application was submitted (subject to applicable interest). Once the application is approved by the municipality, if the date the D.C. is payable is more than two years from the approval date, the D.C. rate freeze would no longer apply. Bill 185 reduced the two-year timeframe to 18 months.

G.3.5 Modernizing Public Notice Requirements

The D.C.A. sets out the requirements for municipalities to give notice of public meetings and of by-law passage. These requirements are prescribed in sections 9 and 10 of O. Reg. 82/98 and include giving notice in a newspaper of sufficiently general circulation in the area to which the by-law would apply. The regulatory changes modernized public notice requirements by allowing municipalities to provide notice on a municipal website if a local newspaper is not available.

G.4 Bill 17: *Protect Ontario by Building Faster and Smarter Act, 2025*

On May 12, 2025, the Province released *Bill 17: Protect Ontario by Building Faster and Smarter Act, 2025*. The Bill received Royal Assent on June 5, 2025. This Bill introduces some additional exemptions, changes to the timing of payment for residential D.C.s, and provides regulatory authority to make future changes. The following subsections provide a summary of the changes:

G.4.1 Deferral of Residential D.C. Payments to Occupancy

Changes to section 26.1 of the D.C.A. provide that a D.C. payable for residential development (other than rental housing developments, which are subject to payment in instalments) are payable upon the earlier of the issuance of an occupancy permit, or the day the building is first occupied. Only under circumstances prescribed in the regulations may the municipality require a financial security. As such, the prescribed circumstances may allow for securities when no occupancy permit is required.

Municipalities shall not impose interest on the deferral of D.C. payment to occupancy.

G.4.2 Removal of Interest for Legislated Instalments

Changes to section 26.1 of the Act remove the ability to charge interest on instalments for rental housing and institutional development. This also applies to future instalments for existing deferrals.

G.4.3 Early Payment for Residential/Institutional

Changes provide that a person required to pay a D.C. for residential or institutional development (i.e. instalments or at occupancy), can pay earlier without the requirement to enter into an early payment agreement.

G.4.4 Exemption for Long-term Care Homes

Before this change, long-term care homes were subject to the instalment payment provisions of the D.C.A. As of June 5, 2025, Long-term care homes are exempt from D.C.s, as well as all future instalment payments, where applicable.

G.4.5 Revised Definition of Capital Costs

Section 5(3) of the D.C.A. provides for a definition of capital costs that are eligible for inclusion in the D.C. calculations. The changes introduced by Bill 17 added the following wording to the beginning of the section: "Subject to the regulations". As such, the Province may make changes to limit the definition of capital costs via changes to the D.C. regulations.

G.4.6 Expanded Simplified D.C. By-law Amendment Process

In addition to the reason for the simplified process set out in Section H.3.3, a D.C. by-law may now also be amended through the simplified amendment process to repeal the indexing provision or decrease the D.C. for one or more types of development.

G.4.7 Lower Charge – Current vs. Rate Freeze

This change provides that the municipality must charge the lower of the D.C. calculated with the rate freeze (including interest) and the D.C. at current rates at the time the D.C. is payable. This change assists where municipalities reduce their D.C. and therefore can impose the reduced D.C. in cases where the rate freeze applies.

G.4.8 Grouping of Services for the Purposes of Using Credits

This change provides the Province with the ability to make changes through the regulations to group D.C. services together for the purposes of applying D.C. credits.

G.5 Bill 60: *Fighting Delays, Building Faster Act, 2025*

The Provincial government introduced Bill 60, Fighting Delays, Building Faster Act, 2025 and Regulatory Proposals MMAH2018 and 25MMAH030 on October 23, 2025. The Bill received Royal Assent November 27, 2025. The following subsections provide a summary of the changes:

G.5.1 Addition of Class of Service for Land Acquisition

The legislative change provides for land acquisition as a separate class of service[1]. Anticipated land acquisition capital needs are to be grouped together for the purposes of the D.C. calculations. Land acquisition capital needs are also to be excluded from the historical Level of Service calculations.

The anticipated capital costs for land are restricted to 10 years for all services except the following:

- Water;
- Wastewater;
- Stormwater;
- Service related to a Highway;
- Electrical;
- Transit;
- Police; and
- Fire.

As land acquisition is considered a class of service, municipalities are required to establish a separate reserve fund for these capital costs. As such, funds are to be segregated for this purpose only and used solely for land costs. Similar to other reserve funds, monies in this reserve fund can be borrowed and repaid, with interest. With respect to credits, municipalities need to ensure appropriate accounting of credits for land separately from credits for other applicable services.

Section 35 of the D.C.A. is amended to add an exception to the use of monies in established reserve funds. This section states that monies in a reserve fund can be

[1] Section 7 of the D.C.A. states that a class of service may be established for the purposes of a D.C. by-law that is a combination of D.C. eligible services or a subset of a D.C. eligible service.

used for land acquisition, however, they cannot be used for land acquisition if those costs are to be paid for with the reserve fund established for land acquisition.

G.5.2 Required Timelines for the Annual Treasurer's Statement

Section 43(1) of the Act has been amended to require the Treasurer's statements to be completed by June 30 of each year (previously based on a date determined by Council). Further, Section 43(3) of the Act is amended to require a copy of the Treasurer's statement to be submitted to the Minister by July 15 of each year.

G.5.3 Addition of Requirements for Local Service Policies

Subsections 59(2.2) through 59(2.11) of the Act generally set out the following:

- A Local Service Policy is required for all D.C. eligible services to which a D.C. by-law imposes a charge and where some part of the service will be provided as a local service;
- A Local Service Policy is required to impose a condition of local services on development and only to the extent it has been identified in the Local Service Policy. That is, a municipality could not require a work or classes of work to be provided as a local service if it is not identified as such in the Local Service Policy;
    - This does not apply where a municipality does not impose a D.C. for that service;
    - This applies the day a municipality establishes the Local Services Policy or 18 months after Bill 60 received Royal Assent;
- Required content for a Local Service Policy:
    - Works or classes of works related to development that are intended to be required as a Local Service
- Optional content for a Local Service Policy:
    - Works or classes of works that are not intended to be required as a Local Service;
    - Works or classes of works that are partially required as a Local Service;
- The municipality shall give a copy of the Local Service Policy to the Minister of Municipal Affairs and Housing upon request, by the date requested; and
- The Local Service Policy must be reviewed, requiring a resolution of Council declaring if a revision is needed. The Resolution shall be passed at the time of passing any D.C. by-law or when a revision to the policy is required.

G.5.4 Requirement to Provide Documents to the Minister

Changes to Section 10 and Section 13 of the D.C.A. require municipalities to provide copies of documents to the Minister upon request, by the date requested.

In addition, section 59(2.8) of the Act requires a copy of the Local Service Policy to be provided to the Minister upon request, by the date requested.

G.5.5 Regulatory Changes

Bill 60 also provided for regulatory changes to *Ontario Regulation 82/98.* These changes are with respect to the following matters:

Merging of Credits

This change merges water supply services and wastewater services for the purposes of credits. As provided in subsection 2 (4) of the D.C.A., the D.C.-eligible services of water supply and wastewater include distribution and treatment, and sewers and treatment, respectively.

Transparency of B.T.E. Calculations

Regulatory changes require municipalities to provide greater details with respect to how capital costs are determined and how the growth-related and non-growth-related shares of the costs are determined. This appears to be required for each service, rather than on a project-by-project basis.

Details of Land Acquisition

Section 8 of Ontario Regulation 82/98 has been amended to require land acquisition costs to be included in the D.C. background presentation of:

- The total of the estimated capital costs relating to the service;
- The allocation of the total of the estimated costs between costs that would benefit new development and costs that would benefit existing development;
- The total of the estimated capital costs relating to the service that will be incurred during the term of the proposed development charge by-law;
- The allocation of the costs incurred during the term of the proposed by-law between costs that would benefit new development and costs that would benefit existing development; and

- The estimated and actual value of credits that are being carried forward relating to the service.

Information Accessibility

The changes increase reporting requirements for the Annual Treasurer's Statements to include:

- The amount from each reserve fund that was committed to a project, but had not been spent, as of the end of the year;
- The amount of debt that had been issued for a project as of the end of the year; and
- Identify where in the D.C. background study the project's capital costs were estimated.

This does not apply in circumstances where a municipality uses a unique identifier in both background studies and treasurer's statements to identify each project.

G.6 Bill 98: *Building Homes and Improving Transportation Infrastructure Act, 2026*

The Provincial government introduced Bill 98, Building Homes and Improving Transportation Infrastructure Act and the Bill received Royal Assent on June 2, 2026. The following subsection provides a summary of the change:

G.6.1 New Statutory Exemption

Non-profit Retirement Home Development is exempt and is defined as: the development of a building or structure intended for use as a retirement home, as defined in subsection 2 (1) of the *Retirement Homes Act, 2010*, and developed by,

- A corporation to which the *Non-for-Profit corporations Act, 2010* applies, that is in good standing under the Act, or
- A corporation without share capital to which the *Canada Not-for-Profit Corporation Act* applies, that is in good standing under the Act.

This exemption does not apply to charges payable prior to June 2, 2026 (Royal Assent) but does apply to any future instalment payments.

Appendix H
Capital Cost and Benefit to Existing Methodology

Appendix H: Capital Cost and Benefit to Existing Methodology

Based on the regulatory changes provided through Bill 60: *Fighting Delays, Building Faster Act, 2025*, there is a requirement to provide greater detail with respect to how capital costs and the non-growth-related shares (i.e. B.T.E. deduction methodology) of the costs are determined. These methodologies are provided below on a service-by-service basis:

Table H-1
Township of Cavan Monaghan
Methodology for Determining Capital Costs and B.T.E. Calculations

Service	B.T.E. Calculation Methodology
Fire Protection Services	• **Vehicles & Equipment:** the vehicle is identified as an addition to the fire service fleet, therefore, no B.T.E. deduction has been made as they are new and required to accommodate the development.
Policing Services	• Additional contract costs identified are to accommodate anticipated development. As a result, no B.T.E. deduction is applied.
Services Related to a Highway	• The B.T.E. for road projects has been identified based on a project-by-project basis through a review of the scope of each study. Based on this review, an allocation to account for the benefit to existing development is made. • For example, several projects relate to road upgrades and resurfacing, there is a benefit to the existing community wherein existing roads are being resurfaced to improve quality.
Public Works	• **Vehicles/Equipment:** All vehicles and equipment are new to provide services for new growth and are not replacing any existing items. As a result, a B.T.E. deduction has not been applied.
Parks and Recreation	• All costs identified for this service are to accommodate anticipated development. As a result, no B.T.E. deduction is applied. As specific projects advance in the future, if replacement of existing facility space or vehicles is required, B.T.E. deductions would be assessed as part of the annual budget process.
Library	• All equipment and structures are new to provide services for new growth and are not replacing any existing items. As a result, a B.T.E. deduction has not been applied.
Growth Studies	• Non-growth-related shares for studies have been determined on a project-by-project basis through a review of the scope of each study. Based on this review, an allocation to account for the benefit to existing development is made. For example, although master plans are generally undertaken to identify the new capital projects that are required to accommodate new development, there is a benefit to the existing community wherein existing policies and practices are also reviewed through the study. As a result, a 25% allocation to account for the non-growth-related share of this project has been made.
Land	• The land costs for the new water facility and pumping station have no B.T.E., similar to the project.

Wastewater	• **Facilities:** All projects are required to accommodate new development, therefore no B.T.E. has been applied.
	• **Linear Infrastructure:**
	  ○ All projects are required to accommodate new development.
	  ○ A 25% B.T.E. deduction was applied to the inflow & infiltration solution to account for the analysis that will benefit the existing development.

Water	• **Facilities:** All projects are required to accommodate new development, therefore no B.T.E. has been applied. • **Linear Infrastructure:** ○ New watermains that are being built to accommodate new development are considered to be fully growth related, and as such, a B.T.E. deduction is not applied to these projects.

Appendix I
Alternative Scenario in Response to Bill 98 and Recent Announcements

Appendix I: Alternative Scenario in Response to the Development Charge Reduction Program

I.1 Canada-Ontario Partnership to Build Funding Announcement – Development Charge Reduction Program

On March 30, 2026, the federal and provincial governments announced a new funding partnership that would provide a combined $8.8 billion over 10 years for infrastructure investments in Ontario, with Canada's share of funding from the Building Communities Strong Fund's provincial and territorial stream. The main points of the funding announcements are as follows:

- The goal of the funding is to support housing-enabling infrastructure projects.
- Funding will be prioritized for municipalities that reduce and maintain reductions on D.C.s.
- The federal and provincial government will agree on a list of priority municipalities where D.C.s are seen as cost-prohibitive and where growth is essential to support Ontario's future.
    - Ontario would require a commitment to reduce D.C.s by 30% to 50% and maintain the reduction for at least three (3) years.
- The new funding is intended to offset the financial impact of D.C. reductions; however, municipalities are expected to support the D.C. reductions so that all three (3) levels of government are supporting increased housing supply and affordability.
- Funding will be made available for municipalities that do not levy D.C.s where infrastructure projects are prioritized by the Province.
- Municipalities will be required to identify projects for which the funding may be used, which must be ready-to-build and may include other requirements of Ontario and Canada.

On June 1, 2026, the Province released program guidelines which provide more detail with respect to the Development Charge Reduction Program (DCRP). Applications for the DCRP are due by June 19, 2026.

I.2 Alternative Rate Scenario in Response to the DCRP

Based on the DCRP, an alternative rate scenario has been prepared to address the commitment to reduce D.C.s for a minimum for three (3) years. Under the alternative rate scenario, the residential D.C.s in effect as of March 30, 2026 will be reduced by 30% for all services.

The resulting rate schedule with the 30% reduction is presented below in Table I-1. Note that the wording in the announcement allows for municipalities to determine which services they would like to reduce to ensure the overall reduction equates to 30% to 50%. As such, any potential reduction in the rates may need to be reconsidered upon preparation of the application.

Table I-2 provides a rate comparison of the proposed reductions for a single-detached dwelling unit.

Note that as of the date of this report, no application has been submitted, therefore, the alternative rate scenario is presented for information purposes only.

Table I-1
D.C. Rate Schedule Under the Alternative Rate Scenario

Service/Class of Service	RESIDENTIAL					NON-RESIDENTIAL	Wind Turbines/ Telecommunications Towers (per unit)	Solar Farms (per sq.ft of Gross Floor Area of Panels)
	Single and Semi-Detached Dwelling	Other Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Special Care/Special Dwelling Units	(per sq.ft. of Gross Floor Area)		
Municipal Wide Services/Class of Service:								
Services Related to a Highway	2,777	1,846	2,010	1,155	1,018	1.35	2,777	1.35
Fire Protection Services	1,213	807	878	505	445	0.67	1,213	0.67
Policing Services	35	23	25	15	13	0.00	35	-
Parks and Recreation Services	2,447	1,627	1,771	1,018	897	0.61	-	-
Library Services	869	578	629	362	319	0.06	-	-
Growth Studies	188	125	136	78	69	0.15	188	0.15
Total Municipal Wide Services/Class of Services	**7,529**	**5,006**	**5,449**	**3,133**	**2,761**	**2.84**	**4,213**	**2.17**
Urban (Millbrook) Services								
Wastewater Services	13,482	8,964	9,759	5,609	4,940	2.76	-	-
Water Services	6,373	4,237	4,613	2,651	2,335	0.61	-	-
Land (Urban Buildout)	-	-	-	-	-	0.06	-	-
Total Urban Services	**19,855**	**13,201**	**14,372**	**8,260**	**7,275**	**3.43**	**-**	**-**
GRAND TOTAL RURAL AREA	**7,529**	**5,006**	**5,449**	**3,133**	**2,761**	**2.84**	**4,213**	**2.17**
GRAND TOTAL URBAN AREA	**27,384**	**18,207**	**19,821**	**11,393**	**10,036**	**6.27**	**4,213**	**2.17**

Note: Residential charges reflect 70% of charges in place as of March 30, 2026. Non-residential charges reflect calculated rates.

Table I-2
D.C. Rate Comparison – Single-Detached Unit

Service/Class of Service	Current (2026)	30% Reduction from Current (2026) Rate	Calculated
Municipal Wide Services/Classes:			
Services Related to a Highway	3,967	2,777	3,196
Fire Protection Services	1,733	1,213	1,605
Policing Services	50	35	12
Parks and Recreation Services	3,496	2,447	12,007
Library Services	1,242	869	1,101
Growth Studies	268	188	372
Total Municipal Wide Services/Classes	**10,756**	**7,529**	**18,293**
Millbrook Area Specific Services:			
Wastewater Services	19,260	13,482	18,162
Water Services	9,104	6,373	2,188
Land (Urban 2051)	-	-	267
Total Area Specific Services	**28,364**	**19,855**	**20,617**
Grand Total - Urban Area	**39,120**	**27,384**	**38,910**

Appendix J
Proposed D.C. By-law

Appendix J: Proposed D.C. By-law

The Corporation of the Township of Cavan Monaghan
By-law Number 2026 - __
A By-law to establish development charges for the Corporation of the Township of Cavan Monaghan

Whereas the Township of Cavan Monaghan will experience growth through development and re-development;

And Whereas development and re-development requires the provision of capital works by the Township of Cavan Monaghan;

And Whereas Council desires to ensure that the capital cost of meeting growth-related demands for or burden on municipal services does not place an excessive financial burden on the Township of Cavan Monaghan or its existing taxpayers while at the same time ensuring new taxpayers contribute no more than the net capital cost attributable to providing the current level of municipal services;

And Whereas the *Development Charges Act, 1997* (the "Act") provides that the council of a municipality may by By-law impose development charges against land to pay for increased capital costs required because of increased needs for services;

And Whereas a development charge background study has been completed in accordance with the Act;

And Whereas Council has provided consideration of area-rating of the development charges;

And Whereas the Council of The Corporation of the Township of Cavan Monaghan has given notice of and held two public meetings on the 22nd of June, 2026 and 10th of August, 2026 in accordance with the Act and the regulations thereto;

Now Therefore, the Council of the Corporation of the Township of Cavan Monaghan Enacts as Follows:

1. DEFINITIONS

1.1 In this By-law the following items shall have the corresponding meanings:

"accessory", when used to describe a use, a building or a structure, means a use, a building or a structure that is incidental, subordinate and exclusively devoted to a main use, building or structure and located on the same lot therewith;

"act" means the *Development Charges Act,* as amended, or any successor thereof;

"affordable residential unit" means a residential unit that meets the criteria set out in subsection 4.1(2) or 4.1(3) of the Act;

"ancillary residential building" means a residential building that would be ancillary to a detached dwelling, semi-detached dwelling, or row dwelling.

"apartment unit" means any residential unit within a building containing more than four dwelling units where the units are connected by an interior corridor;

"assisted or social housing" means dwelling units within assisted or social housing programs including Habitat for Humanity and assisted living;

"attainable residential unit" means a residential unit that meets the criteria set out in subsection 4.1(4) of the Act;

"bedroom" means a habitable room which can be used as sleeping quarters, but does not include a bathroom, living room, dining room or kitchen;

"board of education" has the same meaning as set out in the *Education Act*, R.S.O. 1990, Chap. E.2, as amended, or any successor thereof;

"bona fide farm uses" means the proposed development 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 and:

(a) includes (but not limited to):

(i) cultivation of crops, whether on open land or in greenhouses, including (but not limited to) fruit, vegetables, herbs, grains, field crops, cannabis, sod, trees, shrubs, flowers, and ornamental plants;

(ii) raising of animals, including (but not limited to) cattle, horses, pigs, poultry, livestock, fish; and

(iii) agricultural animal husbandry, dairying, equestrian activities, horticulture, fallowing, pasturing, and market gardening;

(b) but excludes:

(i) retail sales activities; including but not limited to restaurants, banquet facilities, hospitality facilities, and gift shops;

(ii) services related to grooming, boarding, or breeding or household pets; and

(iii) cannabis processing or production facilities.

"building Code Act" means the *Building Code Act*, S.O. 1992, as amended, or any successor thereof;

"capital cost" means costs incurred or proposed to be incurred by the municipality or a local board thereof directly or by others on behalf of and as authorized by the municipality or local board,

(a) to acquire land or an interest in land, including a leasehold interest,
(b) to improve land,
(c) to acquire, lease, construct or improve buildings and structures,
(d) to acquire, construct or improve facilities including,
    (i) furniture and equipment other than computer equipment, and
    (ii) material acquired for circulation, reference or information purposes by a library board as defined in the *Public Libraries Act*, R.S.O. 1990, Chap. P.44, as amended, or any successor thereof; and
    (iii) rolling stock with an estimated useful life of seven years or more, and;

(e) to undertake studies in connection with any matter under the Act and any of the matters in clauses (a) to (d) above, including the development charge background study 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) to (e) above that are growth-related;

"charitable dwelling" means a residential building, a part of a residential building or the residential portion of a mixed-use building maintained and operated by a corporation approved under the Charitable Institutions Act, R.S.O. 1990, c. C.9, for persons requiring residential, specialized or group care and charitable dwelling includes a children's residence under the Child, Youth and Family Services Act, 2017, S.O. 2017, C. 14, Sched. 1, a psychiatric facility under the Mental Health Act, R.S.O. 1990, c. M.7, long-term care home under the Long-Term Care Homes Act, 2007, S.O. 2007, c. 8, c. N.7, and a home for special care under the Homes for Special Care Act, R.S.O. 1990, c, H.12;

“class” means a grouping of services combined to create a single service for the purposes of this By-law and as provided in section 7 of the Development Charges Act;

“commercial” means any use of land, structures or buildings for the purposes of buying 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;

“Council” means the Council of the municipality;

“development” means the construction, erection or placing of one or more buildings or structures on land or the making of an addition or alteration to a building or structure that the effect of increasing the size of usability thereof, and includes redevelopment;

“development charge” means a charge imposed with respect to this By-law;

“dwelling unit” means any part of a building or structure used, designed or intended to be used as a domestic establishment in which one or more persons may sleep and are provided with culinary and sanitary facilities for their exclusive use;

“Existing” means the number, use and size that existed as of the date this By-law was passed;

“existing industrial building” means a building or buildings existing on a site in the Township of Cavan Monaghan on July 5, 2010 or the buildings or structures constructed and occupied on a vacant site pursuant to site plan approval under section 41 of the Planning Act, R.S.O. 1990, c. P.13 (the “Planning Act”) subsequent to July 5, 2010 for which full development charges were paid, and is used for or in connection with,

a) the production, compounding, processing, packaging, crating, bottling, packaging or assembling of raw or semi-processed goods or materials (“manufacturing”) in not less than seventy-five per cent of the total gross floor area of the building or buildings on a site (“manufacturing”) or warehousing related to the manufacturing use carried on in the building or buildings,

b) research or development in connection with manufacturing in not less than seventy-five per cent of the total gross floor area of the building or buildings on a site,

c) retail sales by a manufacturer, if the retail sales are at the site where the manufacturing is carried out, such retail sales are restricted to goods manufactured at the site, and the building or part of a building where such retail sales are carried out does not constitute greater than twenty-five per cent of the total gross floor area of the building or buildings on the site, or

d) office or administrative purposes, if they are,

    (i) carried out with respect to the manufacturing or warehousing; and,

    (ii) in or attached to the building or structure used for such manufacturing or warehousing;

“farm building” means that part of a bona fide farming operation encompassing barns, silos and other ancillary development to an agricultural use, but excluding a residential use;

“gross floor area” means:

(a) in the case of a residential building or structure, the total area of all floors above grade of a dwelling unit measured between the outside surfaces of exterior walls or between the outside surfaces of exterior walls and the centre line of party walls dividing the dwelling unit from any other dwelling unit or other portion of a building; and

(b) in the case of a non-residential building or structure, or in the case of a mixed-use building or structure in respect of the non-residential portion thereof, the total area of all building floors above or below grade measured between the outside surfaces of the exterior walls, or between the outside surfaces of exterior walls and the centre line

(c) of party walls dividing a non-residential use and a residential use, except for:

(i) a room or enclosed area within the building or structure above or below that is used exclusively for the accommodation of heating, cooling, ventilating, electrical, mechanical or telecommunications equipment that service the building;

(ii) loading facilities above or below grade; and

(iii) a part of the building or structure below grade that is used for the parking of motor vehicles or for storage or other accessory use;

"hospice" means a building or portion of a mixed-use building designed and intended to provide palliative care and emotional support to the terminally ill in a home or homelike setting so that quality of life is maintained, and family members may be active participants in care;

“industrial” means lands, buildings or structures used or designed or intended for use for manufacturing, processing, fabricating or assembly of raw goods, warehousing or bulk storage of goods, and includes office uses and the sale of commodities to the general public where such uses are accessory to an industrial use, but does not include the sale of commodities to the general public through a warehouse club;

“Institutional” means land, buildings, structures or any part thereof used by any organization, group or association for promotion of charitable, educational or benevolent objectives and not for profit or gain;

"institutional development" means development of a building or structure, or portions thereof, 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.

“Local Board” means a school board, public utility, commission, transportation commission, public library board, board of park management, local board of health, board of commissioners of police, planning board, or any other board, commission, committee, body or local authority established or exercising any power or authority under any general or special Act with respect to any of the affairs or purposes, including school purposes, of the Township of Cavan Monaghan or any part or parts thereof;

“local services” means those services, facilities or things which are under the jurisdiction of the municipality and are related to a plan of subdivision or within the area to which the

plan relates in respect of the lands under Sections 41, 51 or 53 of the *Planning Act*, R.S.O. 19990, Chap. P.13, as amended, or any successor thereof;

“long-term care home” means development as defined in subsection 2(1) of the Fixing Long-Term Care Home Act, 2021

“multiple dwellings” means all dwellings other than single-detached, semi-detached and apartment unit dwellings;

“municipality” means the Corporation of the Township of Cavan Monaghan;

"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, or any successor legislation.

“non-profit organization” means:

i) a "registered charity" as defined in subsection 248(1) of the Income Tax Act, R.S.C. 1985, c. 1 (5th Supp.), as amended;

ii) a corporation that is a non-profit organization for the purposes of paragraph 57(1)(b) of the Corporations Tax Act, R.S.O. 1990, c. C.40; or

“non-residential use” means a building or structure of any kind whatsoever used, designed or intended to be used for other than a residential use;

“Official Plan” means the Official Plan adopted for the Township, as amended and approved;

“Owner” means the owner of land or a person who has made application for an approval for the development of land upon which a development charge is imposed’

“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;

“public hospital” means a public hospital receiving aid under the *Public Hospitals Act*, 1990, Chap. P.40, as amended, or any successor thereof

“Rate” means the interest rate established weekly by the Bank of Canada based on Treasury Bills having a term of 91 days;

“regulation” means any regulation made pursuant to the Act;

“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;

“Residential Dwelling” means a building, occupied or capable of being occupied as a home, residence or sleeping place by one or more persons, containing one or more Dwelling Units but not including motels, hotels, tents, truck campers, tourist trailers, mobile camper trailers or boarding, lodging or rooming houses;

“residential use” means the use of a building or structure or portion thereof for one or more Dwelling Units. This also includes a Dwelling Unit on land that is used for an Agricultural Use;

"retirement home or lodge" means a residential building or the portion of a mixed-use building which provides accommodation primarily for retired persons or couples where each private bedroom or living accommodation has a separate private bathroom and separate entrance from a common hall, but do not include private culinary facilities and instead where common facilities for the preparation and consumption of food are provided, and common lounges, recreation rooms and medical care facilities may also be provided;

“row dwelling” means a building containing three or more attached dwelling units in a single row, each of which dwelling units has an independent entrance from the outside and is vertically separated from any abutting dwelling unit;

“semi-detached dwelling” means a building divided vertically into two dwelling units each of which has a separate entrance and access to grade;

“service” means a service designed in Schedule “A” to this By-law, and “services” shall have a corresponding meaning;

“servicing agreement” means an agreement between a landowner and the municipality relative to the provision of municipal services to specified land within the municipality;

“single detached dwelling unit” means a residential building consisting of one dwelling unit and not attached to another structure;

“solar farm” means any solar energy system comprised of one or more solar panels and associated control or conversion electronics that converts sunlight into electricity. A solar farm may be connected to the electricity grid in circuits at a substation to provide electricity off-site for sale to an electrical utility or other intermediary;

“special care/special dwelling” means:

a) a building containing two or more dwelling units, which units have a common entrance from street level:

   i) where the occupants have the right to use in common, halls, stairs, yards, common rooms and accessory buildings;

   ii) which may or may not have exclusive sanitary and/or culinary facilities;

   iii) that is designed to accommodate persons with specific needs, including, but not limited to, independent permanent living arrangements; and

iv) where support services such as meal preparation, grocery shopping, laundry, housekeeping, nursing, respite care and attendant services are provided at various levels;

and includes but is not limited to, retirement homes or lodges, nursing homes, charitable dwellings, group homes (including correctional group homes) and hospices;

b) a building that is a student residence.

“telecommunications tower” – means any tower, apparatus, structure or other thing that is used or is capable of being used for telecommunications of for any operation directly connected with telecommunications, and includes a transmission facility, as define in the Telecommunications Act;

“township” means the area within the geographic limits of the Township of Cavan Monaghan;

“wind turbine” means a part of a system that converts energy into electricity, and consists of a wind turbine, a tower and associated control of conversion electronics. A wind turbine and energy system may be connected to the electricity grid in circuits at a substation to provide electricity of site for sale to an electrical utility or other intermediaries.

“Zoning By-Law” means the Zoning By-Law of the Township of Cavan Monaghan, or any successor thereof passed pursuant to Section 34 of the Planning Act, S.O. 1998.

2. Designation of Services

2.1 The categories of services for which development charges are imposed under this By-law are as follows:

(a) Water Services (Millbrook);
(b) Wastewater Services (Millbrook);
(c) Land – Urban 2051 Services;
(d) Services Related to a Highway;
(e) Fire Protection Services;
(f) Policing Services;

(g) Library Services;
(h) Parks & Recreation Services; and
(i) Growth Studies;

2.2 The components of the services designated in section 2.1 are described in Schedule A.

3. Application of By-law Rules

3.1. Development charges shall be payable in the amounts set out in this By-law where:

(a) the lands are located in the area described in section 3.2; and

(b) the development of the lands requires any of the approvals set out in subsection 3.4(a).

Area to Which By-law Applies

3.2. Subject to section 3.3, this By-law applies to all lands in the Township of Cavan Monaghan whether or not the land or use thereof is exempt from taxation under s. 13 or the Assessment Act.

3.3. Notwithstanding clause 3.2 above, this By-law shall not apply to lands that are owned by and used for the purposes of:

(a) the municipality or a local board thereof;

(b) a School Board as defined in section 1(1) of the Education Act;

(c) the Corporation of the County of Peterborough or a local board thereof; or

(d) land vested in or leased to a university that receives regular and ongoing operating funds from the government for the purposes of post-secondary education is exempt from development charges imposed under the Development Charges Act, 1997 if the development in respect of which development charges would otherwise be payable is intended to be occupied and used by the university.

Approvals for Development

3.4

(a) Development charges shall be imposed on all lands, buildings or structures that are developed for residential or non-residential uses if the development requires:

(i) the passing of a zoning By-law or of an amendment to a zoning By-law under section 34 of the *Planning Act*;

(ii) the approval of a minor variance under section 45 of the *Planning Act*;

(iii) a conveyance of land to which a By-law passed under subsection 50(7) of the *Planning Act* applies;

(iv) the approval of a plan of subdivision under section 51 of the *Planning Act*;

(v) a consent under section 53 of the *Planning Act*;

(vi) 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

(vii) the issuing of a permit under the *Building Code Act* in relation to a building or structure.

(b) No more than one development charge for each service designated in subsection 2.1 shall be imposed upon any lands, buildings or structures to which this By-law applies even though two or more of the actions described in subsection 3.4(a) are required before the lands, buildings or structures can be developed.

(c) Despite subsection 3.4(b), if two or more of the actions described in subsection 3.4(a) occur at different times, additional development charges

(d) shall be imposed if the subsequent action has the effect or increasing the need for services.

Exemptions

3.5 Notwithstanding the provisions of this By-law, no development charge shall be payable where the development:

(a) is limited to the enlargement of an existing dwelling unit;

(b) the creation of additional dwelling units equal to the greater of one or 1% of the existing dwelling units in an existing residential rental building containing four or more dwelling units or prescribed ancillary structure to the existing residential building;

(c) the creation of any of the following in new or existing houses:

(i) A second residential unit in an existing detached house, semi-detached house or rowhouse on a parcel of land on which residential use, other than ancillary residential use, is permitted, if all buildings and structures ancillary to the existing detached house, semi-detached house or rowhouse cumulatively contain no more than one residential unit.

(ii) A third residential unit in an existing detached house, semi-detached house or rowhouse on a parcel of land on which residential use, other than ancillary residential use, is permitted, if no building or structure ancillary to the existing detached house, semi-detached house or rowhouse contains any residential units.

(iii) One residential unit in a building or structure ancillary to an existing detached house, semi-detached house or rowhouse on a parcel of urban residential land, if the existing detached house, semi-detached house or rowhouse contains no more than two residential units and no other building or structure ancillary to the existing detached house, semi-detached house or rowhouse contains any residential units

(d) non-profit housing residential development;

(e) affordable housing units required pursuant to section 34 and 16(4) of the Planning Act (Inclusionary Zoning);

(f) Affordable Residential Units;

(g) Attainable Residential Units (when proclaimed as per section 4.1 of the Act); and

(h) Long-term care homes.

3.6 Exemption for Industrial Expansion:

(a) is the enlargement of the gross floor area of an existing industrial building in accordance with the following provisions;

(i) Notwithstanding any other provision of this by-law, there shall be an exemption from the payment of development charges for one or more enlargements of an existing industrial building on its site, whether attached or separate from the existing industrial building, up to a maximum of fifty per cent of the gross floor area before the first enlargement for which an exemption from the payment of development charges was granted pursuant to the Development Charges Act or this section. Development charges shall be imposed in accordance with this by-law with respect to the amount of the floor area of an enlargement that results in the gross floor area of the industrial building being increased by greater than fifty per cent of the gross floor area of the existing industrial building.

(ii) If the gross floor area of an existing industrial building is enlarged by greater than 50 percent, the amount of the development charge payable in respect of the enlargement is the amount of the development charge that would otherwise be payable multiplied by the fraction determined as follows:

- determine the amount by which the enlargement exceeds 50 percent of the gross floor area before the enlargement;
- divide the amount determined under subsection 1. by the amount of the enlargement

3.7 Other Exemptions:

Notwithstanding the provision of this By-law, development charges shall not be imposed with respect to:

a) lands, buildings or structures used or to be used for the purposes of a cemetery or burial ground exempt from taxation under the *Assessment Act*;
b) a public hospital receiving aid under the *Public Hospitals Act*, R.S.O. 1990, Chap. P.40, as amended, or any successor thereof; and
c) the development of non-residential farm buildings constructed for bona fide farm uses;
d) Non-profit Organization; and
e) Assisted or Social Housing.

Discounts

3.8 The D.C. payable for rental housing developments, where the residential units are intended to be used as a rented residential premises will be reduced based on the number of bedrooms in each unit as follows:

- Three (3) or more bedrooms – 25% reduction;
- Two (2) bedrooms – 20% reduction; and
- Fewer than two (2) bedrooms – 15% reduction.

Amount of Charges Residential

3.9 The development charges set out in Schedule B shall be imposed on residential uses of lands, buildings or structures, including a dwelling unit accessory to a non-residential use and, in the case of a mixed-use building or structure, on the residential uses in the mixed use building or structure, according to the type of residential unit, and calculated with respect to each of the services according to the type of residential use.

Non-Residential

3.10 The development charges described in Schedule B to this By-law shall be imposed on non-residential uses of lands, buildings or structures, and, in the case of a mixed use building or structure, on the non-residential uses in the mixed use building or structure, and calculated with respect to each of the services according to the total floor area of the non-residential use.

Reduction of Development Charges for Redevelopment

3.11 Despite any other provisions of this By-law, where, as a result of the redevelopment of land, a building or structure existing on the same land within five years prior to the date of payment of development charges in regard to such redevelopment was, or is to be demolished, in whole or in part, or converted from one principal use to another principal use on the same land, in order to facilitate the redevelopment, the development charges otherwise payable with respect to such redevelopment shall be reduced by the following amounts:

(a) in the case of a residential building or structure, or in the case of a mixed-use building or structure, the residential uses in the mixed-use building or structure, an amount calculated by multiplying the applicable development charge under subsection 3.9 by the number, according to type, of dwelling units that have been or will be demolished or converted to another principal use; and

(b) in the case of a non-residential building or structure or, in the case of mixed-use building or structure, the non-residential uses in the mixed-use building or structure, an amount calculated by multiplying the applicable development charges under subsection 3.10, by the gross floor area that has been or will be demolished or converted to another principal use;

provided that such amounts shall not exceed, in total, the amount of the development charges otherwise payable with respect to the redevelopment.

Time of Payment of Development Charges

3.12 Development charges imposed under this By-law are calculated, payable, and collected upon issuance of the first building permit for the development for all services except water and wastewater.

3.13 For water and wastewater services, the development charges imposed under this By-law, with respect to an approval of a plan of subdivision or a severance under section 51 or 53 of the Planning Act, are calculated, payable and collected immediately upon entering into the subdivision/consent agreement, based upon the number and type of residential lots created, and, in the case of subdivision blocks, based on the maximum zoned capacity of each block pursuant to the Township's Zoning By-law.

3.14 Notwithstanding subsections 3.12 and 3.13 development charges for rental housing and institutional developments are due and payable in 6 equal annual payments commencing with the first instalment payable on the earlier of the date the first occupancy permit is granted or the date of first occupancy, and each subsequent instalment.

3.15 Where the development of land results from the approval of a site plan or zoning by-law amendment received on or after January 1, 2020, and the approval of the application occurred within two years of building permit issuance, the development charges under subsections 3.9 and 3.10 shall be calculated on the rates set out in Schedule "B" on the date of the planning application, including interest as per the maximum rate allowable under the D.C.A. Where both planning applications apply, development charges under subsections 3.9 and 3.10 shall be calculated on the rates, including interest, payable on the anniversary date each year thereafter, set out in Schedule "B" on the date of the later planning application, including interest.

3.16 Despite sections 3.12 to 3.15, 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.

4. Payment by Services

4.1 Despite the payment required under subsections 3.9 to 3.15, Council may, by agreement, give a credit towards a development charge in exchange for work that relates to a service to which a development charge relates under this By-law.

5. Indexing

5.1 Development charges imposed pursuant to this By-law shall be adjusted annually, without amendment to this By-law, commencing on the 1st of January, 2027 and each year thereafter, in accordance with the prescribed index in the Act.

6. Schedules

6.1 The following schedules shall form part of this By-law:

Schedule A -	Components of Services Designated in section 2.1
Schedule B -	Residential and Non-Residential Development Charges
Schedule C -	Map of Millbrook Urban Area

7. Conflicts

7.1 Where the Township and an owner or former owner have entered into an agreement with respect to land within the area to which this By-law applies, and a conflict exists between the provisions of this By-law and such agreement, the provisions of the agreement shall prevail to the extent that there is a conflict.

7.2 Notwithstanding section 7.1, where a development which is the subject of an agreement to which section 7.1 applies, is subsequently the subject of one or more of the actions described in subsection 3.4(a), an additional development charge in respect of the development permitted by the action shall be calculated, payable and collected in accordance with the provisions of this By-law if the development has the effect of increasing the need for services, unless such agreement provides otherwise.

8. Severability

8.1 If, for any reason, any provision of this By-law is held to be invalid, it is hereby declared to be the intention of Council that all the remainder of this By-law shall continue in full force and effect until repealed, re-enacted, amended or modified.

9. Date By-law in Force

9.1 This By-law shall come into effect at 12:01 AM on XX XX, 2026.

10. Date By-law Expires

10.1 This By-law will expire at 12:01 AM on XX XX, 2035 unless it is repealed by Council at an earlier date.

11. Existing By-laws Repealed

11.1 By-law number 2022-43 is hereby repealed as of the date and time of this By-law coming into effect.

Passed this XXnd day of XX 2026.

_____ _____

Mayor Matthew Graham Clerk

Schedule A
To By-law No. 2026-__
Township of Cavan Monaghan Components of Services Designated in Subsection 2.1

Township-wide Services and Classes of Services

Services Related to a Highway
- Roads, Sidewalks & Streetlights
- Public Works Facilities and Fleet

Fire Protection Services
- Fire Facilities
- Fire Vehicles
- Fire Small Equipment and Gear

Policing Services
- Police Facilities
- Police Small Equipment and Gear

Parks & Recreation Services
- Parkland Development, Amenities and Trails
- Recreation Rolling Stock and Equipment
- Recreation Facilities

Library Services
- Library Facilities
- Library Materials

Growth Studies
- Growth Studies

Millbrook Area-Specific Services

Water Services

Wastewater Services

SCHEDULE "B"
BY-LAW NO. 2026 – __
SCHEDULE OF DEVELOPMENT CHARGES

Service/Class of Service	RESIDENTIAL					NON-RESIDENTIAL	Wind Turbines/ Telecommunications Towers (per unit)	Solar Farms (per sq.ft of Gross Floor Area of Panels)
	Single and Semi-Detached Dwelling	Other Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Special Care/Special Dwelling Units	(per sq.ft. of Gross Floor Area)		
Municipal Wide Services/Class of Service:								
Services Related to a Highway	3,196	2,125	2,313	1,330	1,171	1.35	3,196	1.35
Fire Protection Services	1,605	1,067	1,162	668	588	0.67	1,605	0.67
Policing Services	12	8	9	5	4	0.00	12	-
Parks and Recreation Services	12,007	7,983	8,691	4,996	4,400	0.61	-	-
Library Services	1,101	732	797	458	403	0.06	-	-
Growth Studies	372	247	269	155	136	0.15	372	0.15
Total Municipal Wide Services/Class of Services	**18,293**	**12,162**	**13,241**	**7,612**	**6,702**	**2.84**	**5,185**	**2.17**
Urban (Millbrook) Services								
Wastewater Services	18,162	12,076	13,147	7,556	6,655	2.76	-	-
Water Services	2,188	1,455	1,584	910	802	0.61	-	-
Land (Urban Buildout)	267	178	193	111	98	0.06	-	-
Total Urban Services	**20,617**	**13,709**	**14,924**	**8,577**	**7,555**	**3.43**	**-**	**-**
GRAND TOTAL RURAL AREA	**18,293**	**12,162**	**13,241**	**7,612**	**6,702**	**2.84**	**5,185**	**2.17**
GRAND TOTAL URBAN AREA	**38,910**	**25,871**	**28,165**	**16,189**	**14,257**	**6.27**	**5,185**	**2.17**

SCHEDULE "C"
BY-LAW NO. 2026 – __
MAP DESIGNATING WATER AND WASTEWATER DEVELOPMENT CHARGE AREA
FOR MILLBROOK