



Comprehensive User Fee Study

Town of Cobourg

August 9, 2024

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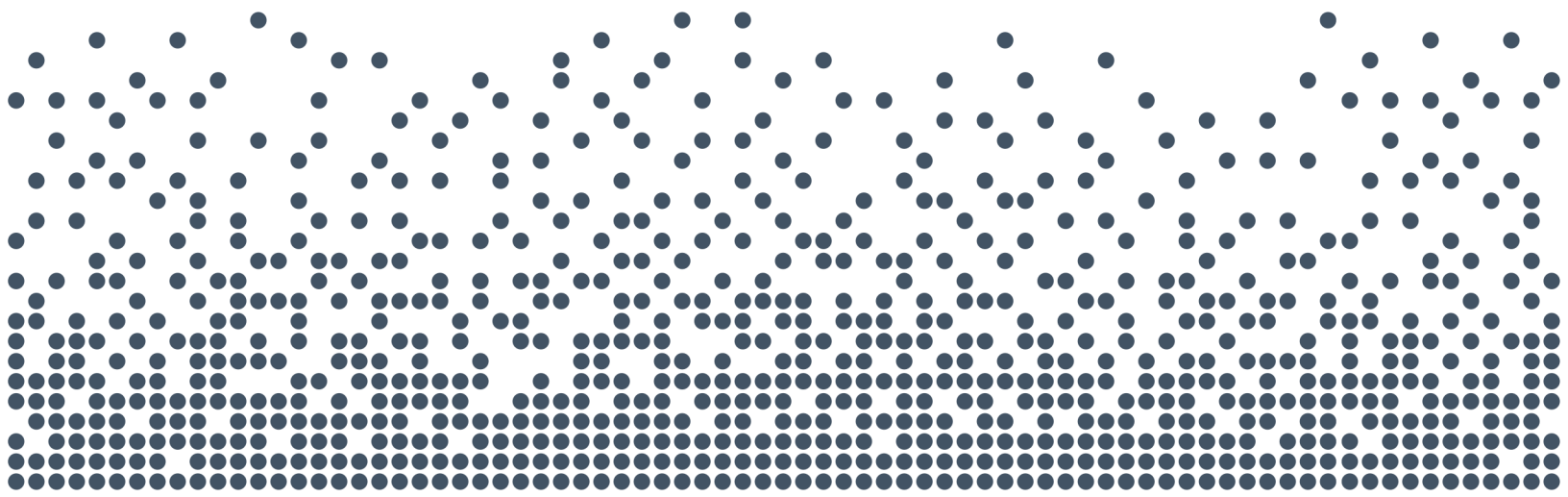
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Report



Chapter 1

Introduction



1. Introduction

1.1 Background Information

The Town of Cobourg (Town) retained Watson & Associates Economists Ltd. (Watson) to conduct a comprehensive review and update of its user fees and to provide policy recommendations. The ultimate goal of the user fee review is to develop an activity-based costing (A.B.C.) model to substantiate the full costs of each service area within the scope of the review. The full cost assessment (i.e., direct, indirect, and capital costs) will be used to inform recommended rates and fees to increase user fee revenue and decrease the burden on property taxes.

The following service areas were included within scope of the review:

- Planning Applications;
- Public Works (Including Environmental, GIS, and Development Engineering fees);
- Municipal Law Enforcement (MLE), Clerks, and Licensing;
- Parks, Recreation, and Facilities (Including Cobourg Community Centre, Special Events, Parks, Marina, Concert Hall, and Campground)
- Fire; and
- Finance.

The services within the scope of this review are governed under multiple statutes. Specifically, the *Planning Act* governs fees related to the processing of planning applications. The remaining fees for the other service areas are under the authority of the *Municipal Act*.

The review consisted of the development of an A.B.C. user fee model to first substantiate the full cost of service before fee and policy recommendations were discussed with regard for the statutory requirements, the Town's market competitiveness, fiscal position, and internal/historical fee setting practices.

This report summarizes the findings and recommendations related to the user fee services within the scope of the review. The following chapters of this report summarize the legislative context for user fees, the user fee methodology developed, policy review,



public consultation, and the findings and recommendations of the user fee review for specific service categories (i.e., planning application fees and other *Municipal Act* fees).

This analysis and resulting recommendations are denominated in 2023\$ values unless otherwise stated. Unless explicitly stated in this report, the recommended 2023 fees should be indexed annually based on the Town's annual budgeted cost increases.

1.2 Legislative Context

1.2.1 *Planning Act, 1990*

Section 69 of the *Planning Act* allows municipalities to impose fees through a by-law for the purposes of processing planning applications. In determining the associated fees, the Act requires that:

“The council of a municipality, by by-law, and a planning board, by resolution, may establish a tariff of fees for the processing of applications made in respect of planning matters, which tariff shall be designed to meet only the anticipated cost to the municipality or to a committee of adjustment or land division committee constituted by the council of the municipality or to the planning board in respect of the processing of each type of application provided for in the tariff.”

Section 69 establishes the requirements that municipalities must consider when undertaking a full cost recovery fee design study. The Act specifies that municipalities may impose fees through by-law and that the anticipated costs of such fees must be cost justified by application type as defined in the tariff of fees (e.g., Subdivision, Zoning By-law Amendment, etc.). Given the cost justification requirements by application type, this would suggest that cross-subsidization of planning fee revenues across application types is not permissible. For instance, if Minor Variance application fees were set at levels below full cost recovery for policy purposes this discount could not be funded by Subdivision application fees set at levels higher than full cost recovery. Our interpretation of Section 69 is that any fee discount must be funded from other general revenue sources such as property taxes. In comparison to the cost justification requirements of the *Building Code Act*, where the justification point is set at the aggregate level of the Act, the requirements of the *Planning Act* are more stringent in this regard.



The legislation further indicates that the fees may be designed to recover the “anticipated cost” of processing each type of application, reflecting the estimated costs of processing activities for an application type. This reference to anticipated costs represents a further costing requirement for a municipality. It is noted that the statutory requirement is not the actual processing costs related to any one specific application. As such, actual time docketing of staff processing effort against application categories or specific applications does not appear to be a requirement of the Act for compliance purposes. As such our methodology, which is based on staff estimates of application processing effort, meets the requirements of the Act and is in our opinion a reasonable approach in determining anticipated costs.

The Act does not specifically define the scope of eligible processing activities and there are no explicit restrictions to direct costs as previously witnessed in other statutes. Moreover, amendments to the fee provisions of the *Building Code Act* provide for broader recognition of indirect costs. Acknowledging that staff effort from multiple business units is involved in processing planning applications, it is our opinion that such fees may include direct costs, capital-related costs, support function costs directly related to the service provided, and general corporate overhead costs apportioned to the service provided.

The payment of *Planning Act* fees can be made under protest with appeal to the Ontario Land Tribunal (OLT) if the applicant believes the fees were inappropriately charged or are unreasonable. The OLT will hear such an appeal and determine if the appeal should be dismissed or direct the municipality to refund payment in such amount as determined. These provisions confirm that fees imposed under the *Planning Act* are always susceptible to appeal. Unlike other fees and charges (e.g., development charges) there is no legislated appeal period related to the timing of by-law passage, mandatory review period, or public process requirements.

1.2.1.1 *More Homes for Everyone Act, 2022*

The Province recently approved the *More Homes for Everyone Act*. One of the amendments to the *Planning Act* enacted by the Act requires municipalities to refund Zoning By-Law Amendment and Site Plan application fees if legislated timeframes for decisions/approvals are not met. Furthermore, the Act also includes the ability for municipalities to deem Site Plan applications incomplete and require additional information be provided with the submission of an application.



1.2.1.2 *More Homes Built Faster Act, 2022*

The *More Homes Built Faster Act, 2022* received Royal Assent on November 28, 2022. The Act imposes a number of changes to the *Planning Act*, and other growth management and long-range planning initiatives at the municipal level, amongst changes to other pieces of legislation. Some of the planning related changes include:

- Increased housing targets by municipality;
- Integration of Place to Grow and Provincial Policy Statement; and
- Changes to expand/support rental and affordable housing supply opportunities.

The recommendations provided herein have been made in the context of the current state of application review processes.

1.2.2 *Municipal Act, 2001*

Part XII of the *Municipal Act* provides municipalities and local boards with broad powers to impose fees and charges via passage of a by-law. These powers, as presented in s.391 (1), include imposing fees or charges:

- “for services or activities provided or done by or on behalf of it;
- for costs payable by it for services or activities provided or done by or on behalf of any other municipality or any local board; and
- for the use of its property including property under its control.”
- This section of the Act also allows municipalities to charge for capital costs related to services that benefit existing persons. The eligible services for inclusion under this subsection of the Act have been expanded by the *Municipal Statute Law Amendment Act*. Moreover, the amendments to the Act have also embraced the broader recognition for cost inclusion within municipal fees and charges with recognition under s.391(3) that “the costs included in a fee or charge may include costs incurred by the municipality or local board related to administration, enforcement and the establishment, acquisition and replacement of capital assets”.

Fees and charges included in this review, permissible under the authority of the *Municipal Act* would include development engineering fees that are not specifically provided for under the statutes identified above.



In contrast to cost justification requirements under other legislation, the *Municipal Act* does not impose explicit requirements for cost justification when establishing fees for municipal services. In setting fees and charges for these services, however, municipalities should have regard for legal precedents and the reasonableness of fees and charges. The statute does not provide for appeal of fees and charges to the OLT; however, fees and charges may be appealed to the courts if municipalities are acting outside their statutory authority. Furthermore, no public process or mandatory term for fees and charges by-laws is required under the Act. There is, however, a requirement that municipal procedural by-laws provide for transparency with respect to the imposition of fees and charges.



Chapter 2

Activity Based Costing User Fee Methodology



2. Activity Based Costing User Fee Methodology

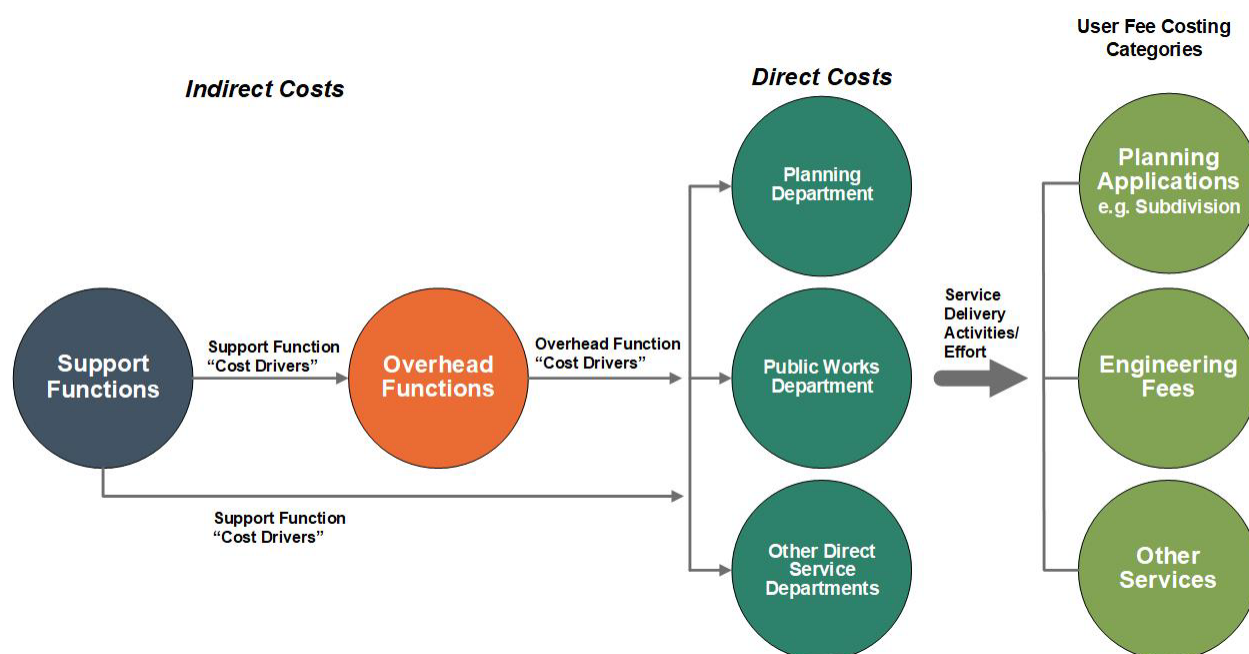
2.1 Activity Based Costing Methodology

An A.B.C. methodology, as it pertains to municipal governments, assigns an organization's resource costs through activities to the services provided to the public. Conventional municipal accounting structures are typically not well-suited to the costing challenges associated with application processing activities as these accounting structures are business unit focused and thereby inadequate for fully costing services with involvement from multiple business units. An A.B.C. approach better identifies the costs associated with the processing activities for specific application types and thus is an ideal method for determining the full cost of processing applications and other user fee activities.

As illustrated in Figure 2-1, an A.B.C. methodology attributes processing effort and associated costs from all participating municipal business units to the appropriate service categories (user fee costing categories). The definition of these user fee costing categories is detailed in section 2.2. The resource costs attributed to processing activities and user fee costing categories include direct operating costs, indirect support costs, and capital costs. Indirect support costs are allocated to direct business units according to operational cost drivers (e.g., human resource costs allocated based on the relative share of full-time equivalent (FTE) positions supported). Once support costs have been allocated amongst direct business units, the accumulated costs (i.e., indirect, direct, and capital costs) are then distributed across the various user fee costing categories, based on the business unit's direct involvement in the processing activities. The assessment of each business unit's direct involvement in the user fee review processes is accomplished by tracking the relative shares of staff processing efforts across the sequence of mapped process steps for each user fee category. The results of employing this costing methodology provides municipalities with a better recognition of the costs utilized in delivering user fee processes, as it acknowledges not only the direct costs of resources deployed but also the operating and capital support costs required by those resources to provide services.



Figure 2-1
Activity-Based Costing Conceptual Flow Diagram



An important distinction from the above approach (section 2.1) for process driven user fees is made for user fees that are related to use or consumption of capital infrastructure (e.g., parks, recreation, and facilities) to provide programs and services. For infrastructure-related user fees, our methodology focuses on establishing the full cost of providing and maintaining the infrastructure (i.e., operating, maintenance, and capital replacement costs) annually, as well as any staff costs related to providing programs and services within the facility that user fees are imposed for.

The following sections of this chapter review each component of the A.B.C. methodology as it pertains to the Town's user fees review.

2.2 User Fee Costing Category Definition

The Town's business units deliver a variety of user fee related services; these services are captured in various cost objects or user fee categories. A critical component of the full cost user fees review is the selection of the costing categories. This is an important first step as the process design, effort estimation and subsequent costing is based on these categorization decisions. It is also important from a compliance standpoint where, as noted previously, the *Planning Act* requires user fees to be cost justified by



application type consistent with the categorization contained within the Town's tariff of fees.

The Town's user fee categories can be grouped into the following broad service categories:

- Planning Applications;
- Public Works (Including Environmental, GIS, and Development Engineering fees);
- MLE, Clerks, and Licensing;
- Parks, Recreation, and Facilities (Including Cobourg Community Centre, Special Events, Parks, Marina, Concert Hall, and Campground)
- Fire; and
- Finance.

The Town's A.B.C. user fee model allocates the direct and indirect costs presented in the following sections across these defined user fee categories. Categorization of user fees occurred during the project initiation stage of the study and through subsequent discussions with Town staff. The user fee costing categories included in the A.B.C. model and later used to rationalize changes to the Town's fee structure are presented in Tables 2-1 to 2-3. While many of the costing categories reflect the Town's current fee schedule, new categories were also included to understand the difference in application processing complexity and costs as well as the costs for activities for which there may not currently be a fee. The costs of parks, recreation, and facilities were assessed at the service level and not assessed by individual user fee category. Furthermore, Fire and Finance fees, were not costed, however fee recommendations are provided for Council's consideration based on surveyed municipal practice.

Table 2-1
Planning Costing Categories

#	Costing Category
	OPA/ZBA
1	Official Plan Amendment
2	Zoning By-law Amendment or Temporary Use (or extension)
3	Combined Official Plan Amendment & Zoning By-law Amendment - Major
4	Removal of Holding Symbol or Deeming By-law



#	Costing Category
Subdivision/Condominium	
5	Plan of Subdivision (average size)
6	Plan of Subdivision - Minor
7	Plan of Condominium
8	Major Changes to Draft Plan or Conditions of Subdivision
9	Minor Red-line Revisions for Subdivision or Condominium
10	Detailed Design Engineering Review
11	Subdivision Agreement
12	Clearance of Conditions or Registration or Final Approval
13	Minor Extension to Draft Plan Approval for Subdivision (not lapsed)
14	Major Extension to Draft Plan Approval for Subdivision (not lapsed)
15	Reactivation of a Lapsed Subdivision - 33.1 of Planning Act
16	Part Lot Control By-law Exemption
17	Part Lot Control By-law Extension
Site Plan	
18	Site Plan - Major
19	Site Plan Amendment
20	Site Plan - Minor
21	Site Plan & Landscape Inspection Fee - Planning staff involvement only
Committee of Adjustment	
22	Consents for Severance
23	Consents - Other (Easements, lot line adjustment, leases, right of ways)
24	Consents - Validation of Title
25	Minor Variance - Minor Residential
26	Minor Variance - Major Residential
27	Minor Variance - Non-Residential
28	COA Deferral Request
29	Severance Agreement
Compliance Letters	
30	Compliance Letters (Building, Zoning, Heritage)
Pre-consultation	
31	Pre-consultation
Heritage Permit Application	
32	Heritage Permit Application (minor - Staff Approval)



#	Costing Category
33	Heritage Permit Application (major - Council or Committee Approval)
	Other
34	Written Information Request - Zoning or Heritage
35	Additional Public Meeting
36	Reactivation of a Dormant File (Site Plan, ZBA, OPA)
37	Pre-servicing Agreement
38	Cash in Lieu of Parking Application Fee
39	Documents or copies
40	Agreement fee for Affordable & Rental Housing CIP
41	OLT Appeal package

Table 2-2
Public Works Costing Categories

#	Costing Category
	PUBLIC WORKS - GENERAL PERMITS
1	Curb Cut or Entrance Permit
2	Outdoor Patios Permit
3	Oversized Load Permit
	PUBLIC WORKS - GENERAL FEES
4	Road Closure Fee
5	Advertising Signs on Town Property and Sidewalk Displays
6	Servicing Connection Inspection Fee
7	Scaffolding Application Review
	PUBLIC WORKS - LAND DEVELOPMENT ENGINEERING FEES
8	Fill Permit Review
9	Review Of Municipal Consent, Road Occupancy And Road Cut Permits For Utilities (Gas, Bell, Cable, Etc.)
10	As Built Record Drawings, Service Records Search And GIS Access
11	Traffic Count Records And/Or Traffic Signal Timing (Digital Only)
12	Single Infill Lot Grading Review
13	Lot Grading Certification Process
14	In-Fill Lot Grading Certification Process
15	GIS assistance for Eng.
16	Environmental Compliance Approvals



#	Costing Category
17	1. Multi-Family, Highrise, Industrial, Institutional, Commercial And Other Blocks - Simple/Minor And Requiring Nominal Performance Securities (First 3 Submissions)
18	1. Every Submission After The 3rd
19	2. Multi-Family, Highrise, Industrial, Institutional, Commercial And Other Blocks - Complex And Requiring Substantial Performance Securities
20	2. Every Submission After The 3rd
21	3. Infill Developments Of 4 Lots Or Less (Simple/Minor) And Requiring Nominal Performance Securities (First 3 Submissions)
22	3. Every Submission After The 3rd
23	4. Infill Developments Of 4 Lots Or Less (Complex/Major) And Requiring Substantial Performance Securities
24	4. Every Submission After The 3rd
25	5i. Subdivisions 5 to 30 Lots (Complex/Major) And Requiring Substantial Performance Securities
26	5i. Every Submission After The 3rd
27	5ii. Subdivisions 31 to 75 Lots (Complex/Major) And Requiring Substantial Performance Securities
28	5ii. Every Submission After The 3rd
29	5iii. Subdivisions 76 to 150 Lots (Complex/Major) And Requiring Substantial Performance Securities
30	5iii. Every Submission After The 3rd
31	5iv. Subdivisions Greater than 150 Lots (Complex/Major) And Requiring Substantial Performance Securities
32	5iv. Every Submission After The 3rd
33	Subdivision Engineering Design Review and Inspection
PUBLIC WORKS - GIS FEES	
34	Public Works GIS
PUBLIC WORKS - ENVIRONMENTAL SERVICES FEES	
35	Septic Waste Hauler Administration Charge (First Application)
36	Septic Waste Hauler Administration Charge (Renewal)



Table 2-3
Municipal Law Enforcement, Licensing, Clerks and Signs

#	Costing Category
Municipal Law Enforcement	
1	Certificate of Compliance
2	Fence Viewing Fee
3	MLE Inspections
4	MLE Appeals
5	Administrative Monetary Penalty System
Licensing	
6	Hot Tubs
7	Liquor License Letter (Event of municipal significance and municipal clearance application for a liquor licence)
8	Swimming Pool Permits
9	Business Licences
10	Lotteries
11	Vehicle for Hire Licensing
12	Dog Tags (Victoria Hall)
Clerks	
13	Commission of Oath
14	Death Certificate
15	Marriage Licence
16	Marriage Solemnization At Victoria Hall
17	Marriage Solemnization Offsite
18	Closed Meeting Investigation, Integrity Commissioner or Ombudsman Request and Municipal Complaints
Signs	
19	Signs

2.3 Processing Effort Cost Allocation

To capture each participating Town staff member's relative level of effort in processing activities related to user fees, process estimates were obtained for planning application, public works, MLE, licensing, and clerks, user fee categories. The planning application



effort estimates were applied against average annual user fee volumes for the 2017 - 2022 period to assess the average annual processing time per position spent on each user fee category. For the other costing categories, the average annual user fee volumes provided by staff were utilized for the analysis.

Annual processing effort per staff position was measured against available processing capacity to determine overall service levels. The capacity utilization results were refined with Town staff to reflect staff utilization reflective of current staffing and service levels. Sections 5.2 to 5.4 summarize the utilization by department for each of the broad service areas included within this review. Only staff involved in the user fee services included within the scope of this review have been included in the capacity utilization summaries. The utilization is expressed on an FTE basis.

2.4 Direct Costs

Direct costs refer to the employee costs (salaries, wages and benefits), materials and supplies, services and rents that are typically consumed by directly involved departments or business units. To identify the amount of direct costs that should be allocated to the user fee categories, cost drivers have been identified. Cost drivers are the non-financial operational data used to allocate shares of the defined costs across multiple user fee categories. Ideally, cost driver data represent the relative intensity of effort multiple employees deploy against a single cost object/fee category or the relative intensity of effort a single employee deploys against multiple cost objects/fee categories. For the purposes of a full cost user fee analysis, the cost drivers in an A.B.C. user fee model presents the need to distribute multiple employee positions (direct costs) across multiple cost objects. These user fee allocations are summarized in Chapter 5 by service area.

2.5 Indirect Costs

An A.B.C. review includes not only the direct cost of providing service activities but also the indirect support costs that allow direct service business units to perform these functions. The method of allocation employed in this analysis is referred to as a step costing approach. Under this approach, support function and general corporate overhead functions are classified separate from direct service delivery departments. These indirect cost functions are then allocated to direct service delivery departments



based on a set of cost drivers, which subsequently flow to the user fee categories according to staff effort estimates. Cost drivers are a unit of service that best represent the consumption patterns of indirect support and corporate overhead services by direct service delivery departments or business units. As such, the relative share of a cost driver (units of service consumed) for a direct department determines the relative share of support/corporate overhead costs attributed to that direct service department. An example of a cost driver commonly used to allocate information technology support costs would be a department or business unit's share of supported personal computers. Cost drivers are used for allocation purposes acknowledging that these business units do not typically participate directly in the delivery of services, but that their efforts facilitate services being provided by the Town's direct business units.

Table 2-4 summarizes the support and corporate overhead functions included in the user fee calculations and the cost drivers assigned to each function for cost allocation purposes. The indirect support and corporate overhead cost drivers used in the fees model reflects generally accepted practices within the municipal sector.

Table 2-4
Indirect Support and Corporate Overhead Functions and Cost Drivers

Indirect Cost Function	Cost Driver
Council	Share of Budget
Administration - CAO	Share of Budget
Administration - Communications Dept	Share of Budget
Clerks Department	Share of Budget
Finance	Share of Budget
Information Technologies	Number of FTEs
Admin Building Victoria Hall	Number of FTEs
Financial	Share of Budget
Personnel	Number of FTEs
Health and Safety	Number of FTEs
Victoria Hall Debt Charges	Number of FTEs

2.6 Capital Costs

The inclusion of capital costs within the full cost user fees calculations follows a methodology similar to indirect costs. Replacement value of assets commonly utilized



to provide direct business unit services have been included to reflect the capital costs of service. The approach used in estimating these costs includes the identification of the proportion of capital assets by direct department (e.g., FTE occupying the administrative building), the estimation of annualized capital costs by employing sinking fund replacement value or amortization, and the allocation of these annualized costs to the cost objects/user fee categories based on the respective departmental effort deployed.

The replacement value approach determines the annual asset replacement value over the expected useful life of the respective assets. This reflects the annual depreciation of the asset over its expected useful life based on current asset replacement values. This annuity is then allocated across all fee categories based on the capacity utilization of direct business units. A similar approach is utilized for the amortization method, with asset historic value used in place of replacement value.

With respect to the Town's model, for most service areas capital costs have been identified for the administration facility. The annualized costs have been estimated based on current replacement values and the asset useful life assumptions. These costs have been allocated across the various fee categories, and non-user fee activities, based on the underlying effort estimates of direct department staff (as presented in sections 5.2 to 5.4). In addition to capital costs for the administration facility, costs have been included within the parks, recreation, and facilities service area for other parkland amenities (e.g., Ball Diamonds), vehicles and equipment, and facilities.



Chapter 3

Policy Review



3. Policy Review

3.1 Introduction

As part of the Town's User Fee Study, the user fee policies of the Municipality of Brighton, Municipality of Port Hope, Municipality of Trent Hills, Township of Cramahe, Township of Hamilton, Municipality of Clarington, City of Quinty West, City of Peterborough and the City of Belleville, were surveyed and reviewed. Only Belleville, Peterborough, and Quinte West had specific policies that were included in this survey. The other municipalities may have user fee processes that mirror best practices but are not formalized in policy.

3.2 Key Themes/Summary of Findings

Some of the municipalities surveyed have a user fee policy to guide how user fees are determined. The policies include frequency of review, reference to costs of service, fees imposed by comparator municipalities (and the need to consider levels of service provided), the need to balance supply and demand, and providing equitable access to services provided.

The municipalities surveyed also have facility rental reduction/waiver policies. The policies have similar inclusions such as maximum reductions and eligibility criteria including the following:

- **Facility Rental Reduction Policies**
 - Eligible criteria:
 - Non-profit groups
 - Provision of a community benefit
 - Demonstration of financial need
 - Identification of specific events (such as 1 minor ice hockey tournament per year)
 - Not Eligible for:
 - Private events
 - For profit organizations
 - Groups not in good standing
 - Consumption of alcohol



- Reductions typically have to be applied for in advance of usage, however, the City of Belleville requires the application to occur retroactively for a potential refund.

Each of the surveyed municipalities also have fee subsidy programs recognizing that user fees may adversely affect the ability of low-income residents to access recreation services and municipal facilities. Based on this, municipalities offer assistance programs to mitigate the impact on access to services. Assistance programs are limited to residents of a municipality. In addition to providing proof of residency, applicants would need to show they meet the income threshold, typically Statistics Canada's Low-Income Cut-off. The assistance typically takes the form of a fixed amount subsidy which a recipient can apply to the recreation program of his or her choice, subject to few exceptions.

The user fee policy and assistance programs, where available, are provided in Appendix A organized by municipality. Other best practices in setting user fees in municipalities across Ontario include:

- Levying fees where the benefitting party is an identifiable individual or business (entity)
- Undertaking a **community benefit analysis** (by individual activity or by service area)
 - Considering the type of good or service (public/private/mixed) and the associated benefitting parties to determine if the service should be funded from user fees as well as the degree of subsidization from property taxes. The level of cost recovery is determined by the degree to which the service benefits only the identifiable entity
- Provisions to consider **market fees**. Where the municipality provides a service that is similar to services provided by the private sector, under competitive market conditions, the user fees should be in line with prices charged in the private sector. In the event that the user fees do not achieve an appropriate level of cost recovery, the service provided by the municipality should be reviewed to determine its feasibility. User fees must be compared annually to the prices charged in the private sector to ensure/maintain competitiveness. Charging more than the prevailing market fees may result in undesired decreases to utilization rates. Charging less than market prices is also not desirable as it may induce demand that otherwise did not exist. As such, user fees help



municipalities allocate scarce resources to those services for which true versus induced demand exists. Market analysis or benchmarking is another commonly used tool by municipalities when setting recreation rates and fees.

- **Defining full costs.** Municipalities are generally aware of the need to recover the full costs (direct, indirect, and capital) of services and recognize user fees as a useful funding source. The full costs of service including capital costs should be used as a starting point for all user fee considerations. The full cost of providing a service would be the starting point for setting user fees regardless of whether the full cost will be recovered.
- **Establishing cost recovery policies.** There should be a recognition that 100% cost recovery, although ideal, may even be undesirable as it may conflict with the municipality's other objectives. The goal of the user fee policy then is to achieve multiple objectives including transparency, fairness and equity, and balancing cost recovery with other policy objectives such as affordability considerations. A user fee policy provides a framework/process through which a municipality ensures that it is maximizing the level of cost recovery while simultaneously achieving its other objectives.

3.3 Recommendations

In addition to the Rental Fee Waiver Policy and Recreation Subsidy/Fee Assistance Policy that the Town already has in place, the Town should consider having a user fee policy that would guide the annual rate setting and review process. It is recommended that the fee setting framework include the best practices identified in the previous section, including:

- Defining the full cost of service;
- Determining if a fee can be imposed on a benefitting individual;
- Undertaking a community benefit analysis and established cost recovery policies; and
- Reviewing the market comparator fees and levels of service provided.

These items should be reviewed annually and assessed comprehensively on a four-to-five-year cycle or when there are significant shifts in service delivery objectives and costs.



Moreover, in response to some of the comments received through the public consultation process, the Town should ensure that the Subsidy/Fee Assistance policy continues to have well documented criteria and is made know to the public through the Town's regular communication channels.



Chapter 4

Public Consultation



4. Public Consultation

4.1 Overview

The public was engaged in the user fee review process through the Town's public engagement website (EngageCobourg.ca). The public was provided background on the scope of the project, the study process, the full cost of service assessment being undertaken, and the current framework for funding municipal sources that exists in the Town and Ontario municipalities. This information was provided so that the public would have an understanding of the purpose of the study process and a sufficient understanding to provide meaningful feedback through the on-line community survey. The survey was provided to gauge the public's input on specific broad user fee policy matters such as:

- Should user fees be imposed? If so:
 - Should non-residents pay more than residents?
 - For which services should user fees apply?
 - Which, if any, user groups should have reduced fees?
- Should there be fee reductions for individuals requiring financial assistance?
- Should services providing community benefits be more highly subsidized through taxes?
- Do the current user fees impact your desired use of certain services?

The questions asked were aimed at identifying the level of agreement/disagreement with how services are funded, whether certain individuals or user groups should be treated differently from a fee perspective, whether certain services should be treated different from a fee perspective, and whether current fees are a barrier to using certain Town services.

In the additional comments provided on the survey, there was some confusion on what was being asked in certain questions, particularly the questions about whether the current fees impact your use of certain services (e.g. "Just because I don't use the service, it does not mean I want others to use it for free since then my taxes would be paying for them"). There was a desire to provide more pointed comments on specific user fees (e.g. "I need examples of each (Fee) to properly answer the question for each..."). While there were areas identified where the survey could have been improved,



the results were helpful in identifying trends of agreement to inform future user fee policies in the Town. The following key observations from the survey have been incorporated into the recommendations herein. Furthermore, it is recommended that where new user fees are being imposed or significant changes to current user fees are recommended, that specific user groups are consulted with to understand potential impacts on utilization. The detailed responses are provided in Appendix C.

- There was strong agreement that user fees should be used for some services as opposed to funding all services through municipal taxes.
- 83% of responses indicated that where fees do not cover the full costs of a service being provided, that non-resident fees should apply. A further 9% of responses indicated they were not sure. The desire for non-resident fees was also a common theme in the comments provided.
- The most common services that the public felt user fees should be used for are those services that would have largely an individual benefit, such as special events (filming), campground, marina, and planning applications. The service that received the lowest support for use of user fees was for parks. With respect to reduced fees for certain user groups, the majority of responses indicated that all options provided should have reduced fees (i.e., Non-profit organizations, Children (0-10 years), Youth (11-17 years), Students, and Older Adults (65+ years)).
- Only 59% of responses agreed in the affirmative that individuals requiring financial assistance should be provided reduced fees indicating that the type of user (e.g. senior or child) is as important a consideration when looking at reduced fees. Furthermore, some of the comments questioned the criteria for financial assistance, supporting the need for a well-documented and advertised financial assistance policy.



Chapter 5

User Fee Review



5. User Fee Review

5.1 Introduction

This chapter presents the full costs, cost recovery levels of current fees, recommended fee structure, and rates for planning application fees and the other service area fees imposed under the *Municipal Act*. Additionally, in section 5.2.3, we also present the impact of the proposed planning fees on the costs of municipal development for sample projects.

The fees within the scope of the user fees review that are imposed under the authority of the *Municipal Act* relate to the following service areas.

- Public Works,
- Municipal Law Enforcement, Licensing, Clerks and Signs;
- Parks and Recreation;
- Finance; and
- Fire.

The full cost assessment was not undertaken for Finance and Fire Services fees, however, municipal competitor fees were utilized to inform the proposed.

A municipal fee survey for all user fees has been prepared and reviewed and shared with Town staff for market comparison purposes. The survey results were considered in discussions with Town staff in determining recommended user fees.

5.2 Planning Application Fees

The estimated annual costs and revenues based on existing fees are presented in aggregate for the review of planning applications. The annual costs reflect the organizational direct, indirect, and capital costs associated with processing activities at average historical volumes levels for the period 2017-2022. Costs are based on the Town's 2023 budget and are compared with revenues modelled from the current planning application fee schedule applied to average application/permit volumes and charging parameters.



Further details on the cost recovery assessment, recommendations, and modelled impact on revenues are provided in section 5.2.2.

5.2.1 Staff Utilization by Department or Division

Table 5-1 presents the number of FTEs utilized for processing planning applications by major application type. Across all City departments, a total of approximately 2.5 FTEs are used. The majority of these resources (2.3 FTE) are allocated from the Planning & Development Department. This allocation represents an estimated 33% of the 7 FTEs available within the Planning & Development Department, reflecting a significant amount of time being spent on other organizational initiatives such as planning policy, heritage, and application appeals. Other departments (Building, Fire, Public Works, General Government, and Parks and Recreation) have only minor involvement, with approximately 0.17 FTEs utilized in processing planning applications. 78% of the 2.5 utilized FTEs time is spent processing OPA, ZBA, Subdivision, Condominium, Site Plan and Committee of Adjustment applications. Approximately 10% of the time is spent processing Heritage Permit applications, 5.6% of the time is on Pre-consultations while the remaining 6.9% of time is spent on processing Compliance Letters and Other categories defined in Table 2-1.

Table 5-1
FTEs Utilized on Planning Applications

Major Application Type	Planning & Development Department	Other Areas with Involvement	Utilized FTEs
OPA/ZBA	0.37	0.01	0.38
Subdivision/Condominium	0.52	0.05	0.57
Site Plan	0.56	0.03	0.59
Committee of Adjustment	0.36	0.03	0.38
Compliance Letters (Building, Zoning, Heritage)	0.10	0.01	0.10
Pre-consultation	0.10	0.04	0.14
Heritage Permit Application	0.25	-	0.25
Other	0.07	0.00	0.07
Utilized FTEs	2.31	0.17	2.48



5.2.2 Full Cost Assessment and Fee Recommendations

Table 5-2 presents the Town's annual costs of providing planning application review services for each of the major costing category type and the revenue generated under current fees. The total annual cost to the Town for processing planning applications is \$367,900. Of these costs 84% (\$310,300) are direct costs of staff involvement while the remaining 16% (\$57,600) are indirect and capital costs.

The Town's current fees were applied to average application characteristics to model the anticipated revenue and quantify the cost recovery level by major application type. In aggregate, the Town's planning application fees are recovering 59% (\$216,700) of annual costs. When assessed by application type:

- Subdivision and Condominium applications (including Part Lot Control) represent the largest share of the annual application processing costs (approximately \$90,000 or 24.5%) and are at full cost recovery using current fees.
- Site Plan applications represent the second largest share (approximately 23%) of the annual processing costs, however, with current fees they are only recovering 38% of the annual costs of processing the applications, resulting in a shortfall of \$52,800.
- The total costs associated with processing Committee of Adjustment applications is \$54,268. Annual modeled revenues are approximately \$37,070 resulting in only 68% of the costs being recovered.
- Official Plan Amendment and Zoning By-law Amendment applications represent approximately 16% of the annual processing cost and are only recovering 65% of those costs resulting in a deficit of \$20,600.
- The estimated total annual costs for processing Pre-consultation applications is \$21,373 and current fees are currently recovering 54% of those costs.
- Of the \$151,100 total annual deficit, \$43,057 is due to Heritage Permit applications and other miscellaneous application types not charging any fees.



Table 5-2
Planning Application Fees Full Cost Impacts by Costing Category Type (Current Fees)

Major Application Type	Direct Costs	Indirect Costs	Capital Costs	Total Annual Costs	Current Fees		
					Annual Revenue	Cost Recovery	Surplus/ (Deficit)
OPA/ZBA	50,062	8,529	255	58,846	38,225	65%	(20,621)
Subdivision/Condominium	76,506	13,098	385	89,989	91,608	102%	1,619
Site Plan	72,026	13,391	399	85,816	32,977	38%	(52,839)
Committee of Adjustment	45,657	8,353	258	54,268	37,070	68%	(17,198)
Compliance Letters (Building, Zoning, Heritage)	12,163	2,282	70	14,516	5,302	37%	(9,214)
Pre-consultation	18,218	3,060	95	21,373	11,550	54%	(9,823)
Heritage Permit Application	27,595	5,655	167	33,416	-	0%	(33,416)
Other	8,086	1,510	45	9,641	-	0%	(9,641)
Planning Total	310,313	55,877	1,673	367,864	216,732	59%	(151,132)

Table 5-3 provides recommendations for the planning application fee structures. These recommendations take into account the average costs and revenues associated with different application types and subtypes. As mentioned earlier, the annual costs incurred by the Town for processing planning applications amounts to \$367,900. With the recommended planning application fees, the cost recovery rate increases from 59% to 90%. Fees have been increased to achieve full cost recovery, except for Compliance Letters, Heritage Permits and the “Other” categories. Notably, the Town will continue to not impose fees for Heritage Permit applications to encourage compliance with the application process. Table 5-4 presents the Town’s annual costs of providing planning application review services and annual revenues under the proposed fees.

Other notable changes in the fee structures being imposed are as follows:

- Major and other OPA and ZBA applications will not be defined by size of proposed development but by the types of review required within the application
- A new fee for Subdivision/Condominium application resubmissions after two submissions will be imposed
- Draft plan approval extension fees will be disaggregated into minor and major fees
- Site Plan fees will have a per sq.m. fee imposed for non-residential applications and a maximum application fee imposed as well
- Minor Variance fees will be disaggregated into minor residential and “other” variance fees



**Table 5-3
Recommended Planning Application Fees**

Description	Current Fees	Description	Recommended Fees
Planning		Planning	
OPA/ZBA		OPA/ZBA	
Official Plan Amendment (OPA)		Official Plan Amendment (OPA)	
Major Residential		Major OPA (Major policy change, broad policy impacts, detailed review of supporting studies, subject to determination by Director)	15,600
Major Residential consists of development in excess of 25 dwelling units	9,900		
Major Commercial			
Major Commercial consists of development in excess of 1,400 sq m GFA	15,400		
Other	6,600	Other (Site Specific Policy Exception and/or Map Change)	7,500
Zoning By-law Amendment (ZBA)		Zoning By-law Amendment (ZBA)	
Major Residential	9,900	Major ZBA Associated with a Draft Plan of Subdivision and/or Official Plan Amendment	15,600
Major Commercial	9,900		
Other	5,500	Other (Including Temporary Use or Extension) Site specific Zoning By-law Amendment - placing individual parcel in site specific zone, mapping change	7,500
Combined OPA/ZBA	OPA fee + 50% of ZBA	Combined OPA & ZBA (Major)	OPA fee + 50% of ZBA
Removal of a Holding (H) Symbol	825	Removal of Holding Symbol or Deeming By-law	1,600
Subdivision/Condominium		Subdivision/Condominium	
Draft Plan Review of a Plan of Subdivision/Condominium/Condominium Conversion		Draft Plan Review of a Plan of Subdivision/Condominium/ Condominium Conversion	
Base Fee	7,700	Base Fee	10,500
Plus Per Lot/Unit Fee	60	Plus Per Lot/Unit Fee	60
		Plus Per Submission >= 3rd Submission	1,500
Maximum Fee	25,300	Maximum Fee	25,300
Changes to Draft Plan/Conditions of Draft Approval		Changes to Draft Plan/Conditions of Draft Approval	
Major draft plan changes/re-design and/or significant changes to a condition requiring re-circulation, analysis, reports and/or public notice, draft conditions and attendance at meetings	5,500	Major draft plan changes/re-design and/or significant changes to a condition requiring re-circulation, analysis, reports and/or public notice, draft conditions and attendance at meetings	9,000
Minor 'red-line' adjustments to a draft plan and/or changes to draft conditions, analysis and reports	1,925	Minor 'red-line' adjustments to a draft plan and/or changes to draft conditions, analysis and reports	2,600
Clearance of Draft Conditions of Approval and Final Approval of a Plan of Subdivision		Clearance of Draft Conditions of Approval and Final Approval of a Plan of Subdivision	
Base Fee	7,700	Base Fee	3,000
Plus Per Lot/Unit Fee	60	Plus Per Lot/Unit Fee	60
Plus Per Submission >= 3rd Submission	990	Plus Per Submission >= 3rd Submission	990
Extension to Draft Plan Approval	3,300	Minor Extension to Draft Plan Approval (not lapsed)	4,200
		Major Extension to Draft Plan Approval (not lapsed)	10,000
Condominium Exemption and Final Approval of a Plan of Condominium		Condominium Exemption and Final Approval of a Plan of Condominium	2,425
Base Fee	1,925		
Plus Per Unit Fee	60		
Part Lot Control		Application to Exempt Lands from Part Lot Control	
Part Lot Control By-law Exemptions		Part Lot Control	900
Base Fee	1,925		
Plus Per Part Lot Fee	60		
		Part Lot Control By-law Extension	500
Site Plan		Site Plan	
Site Plan Approval		Site Plan Approval	
Major Residential*		Major* (Multiple buildings, condo lanes, multiple access points)	
Base Fee	5,500	Base Fee	10,800
Plus Per Unit Fee	60	Plus Per Unit Fee	180
		Plus Per Sq.M. Fee	1.20
Major Commercial*	7,150	Maximum Fee	25,000
Industrial	No Fee		
Site Plan Amendment (excluding Major Residential and Major Commercial)*	1,650	Site Plan Amendment (excluding Major Residential and Major Commercial)*	8,000
Other*	3,850	Minor*	6,600
*Plus Per Submission >= 3rd Submission	990	*Plus Per Submission >= 3rd Submission	1,500
Committee of Adjustment		Committee of Adjustment	
Consents for Severance		Consents for Severance	
Per New Lot	2,750	Per New Lot	3,000
Plus Per Consent Certificate	550	Plus Per Consent Certificate	550
Easements, rights-of-way, leases, lot line adjustments, etc.	495	Easements, rights-of-way, leases, lot line adjustments, Validation of Title, etc.	1,200
Minor Variance	1,100	Minor Variance - Minor Residential (Single variance to an property containing an existing single detached, semi detached, or town home)	1,100
		Minor Variance - Other	2,000
		COA Deferral at the request of the applicant	1,100
		Severance Agreement	1,300
Other		Other	
Compliance Letters (building, zoning, vehicle inspection, chip trucks, etc.)	110	Compliance Letters (building, zoning, vehicle inspection, chip trucks, etc.)	250
Preconsultation (per preconsultation)	770	Preconsultation (per preconsultation)	1,500
		Written Information Request - Zoning or Heritage	250
		Additional Public Meeting	1,400
		Reactivation of a Dormant File (Site Plan, ZBA, OPA) *	900
		Pre-servicing Agreement	800
		Cash in Lieu of Parking Application Fee	500
		Agreement fee for CIP Funding Agreements	650
		OLT Appeal Preparation Fee	400

The full costs of additional legal fees related to the preparation of agreements will be charged to the applicant.

* Fee will be imposed where there has not been a submission within 2-years.



Table 5-4
Planning Application Fees Full Cost Impacts by Costing Category Type (Recommended Fees)

Major Application Type	Total Annual Costs	Recommended Fees		
		Annual Revenue	Cost Recovery	Surplus/ (Deficit)
OPA/ZBA	58,846	59,120	100%	274
Subdivision/Condominium	89,989	89,935	100%	(54)
Site Plan	85,816	85,700	100%	(116)
Committee of Adjustment	54,268	54,460	100%	192
Compliance Letters (Building, Zoning, Heritage)	14,516	12,050	83%	(2,466)
Pre-consultation	21,373	22,500	105%	1,127
Heritage Permit Application	33,416	-	0%	(33,416)
Other	9,641	6,345	66%	(3,296)
Planning Total	367,864	330,110	90%	(37,754)

5.2.3 Development Impacts

To understand the impacts the recommended fees will have on development, an impact analysis for sample developments has been prepared. The development user fee comparison includes planning application fees, building permit fees, and development charges for each development sample. The comparison illustrates the impacts of the recommended fees in the context of the total development fees payable to provide a broader context for the fee considerations. In addition to providing the fee impacts for the Town, Figures 5-1 and 5-2 provide development fee comparisons for all comparator municipalities.

Two development types have been considered including:

- 100-unit low density development requiring a Subdivision and Zoning By-law amendment application; and
- 25-unit medium density development requiring an Official Plan Amendment, Zoning By-law amendment and Site Plan application.

Low Density Residential Development

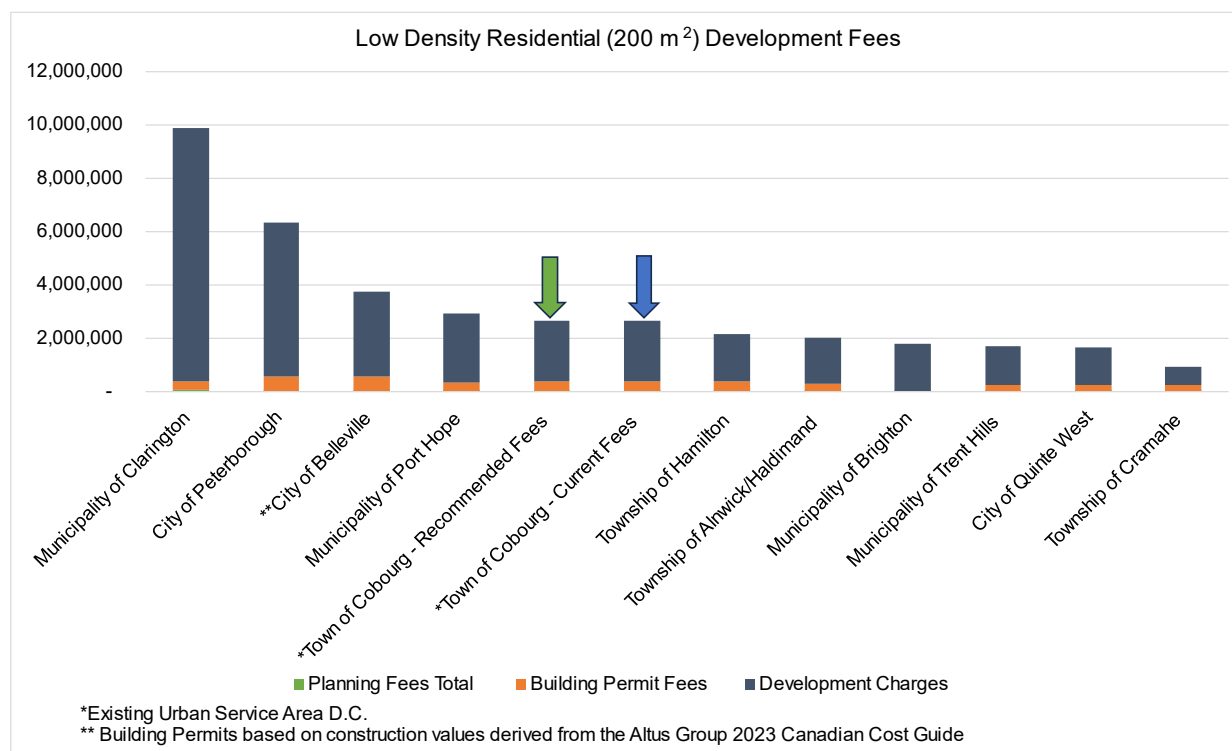
The Town's current development fees imposed on a 100-unit single detached residential subdivision include plan of Subdivision application fees, zoning By-law amendment fees, building permit fees and development charges (Existing Urban



Service Area D.C.) imposed by the Town and upper tier municipalities. On a per unit basis, these fees total \$26,700. Planning application fees account for \$373 or 1.4% of the total per unit fees imposed. These development user fees on a per unit basis comprise \$274 for plan of Subdivision and \$99 for Zoning By-law amendment.

The recommended fees would increase the total fees payable by \$38 per unit or an increase of 0.1% in total development costs. The recommended fee would decrease the subdivision application fees by \$19/unit (-7%) and the fees for zoning by-law amendments would also increase by \$57/unit (+58). With the proposed increases, the Town's overall ranking would be unchanged at 5th place relative to the ten comparator municipalities included in the survey and shown in Figure 5-1 below.

Figure 5-1



Medium Density Residential Development

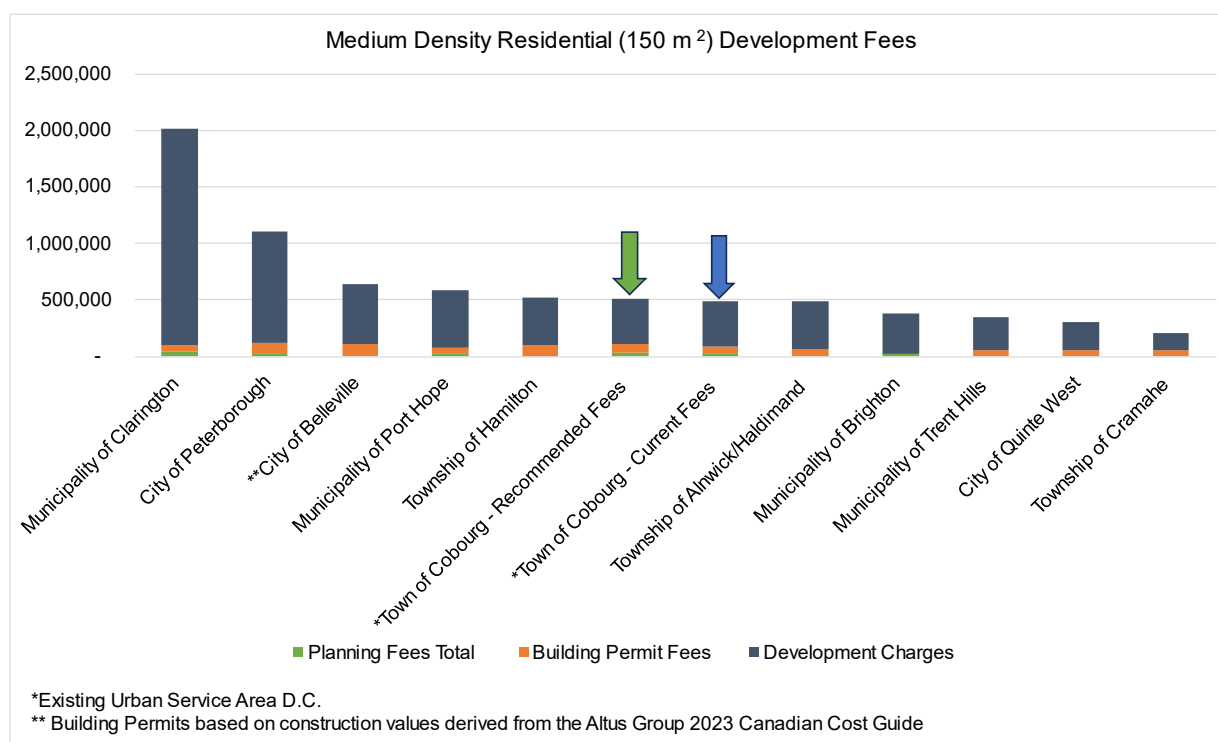
The Town's current development fees imposed on a 25-unit multi-residential condominium include Official Plan Amendment, Site Plan, zoning By-law Amendment, building permit fees, and development charges (Existing Urban Service Area D.C.) imposed by the Town and upper tier municipalities. On a per unit basis, these fees total



\$19,688. Planning application fees account for \$874 or 4.4% of the total per unit fees imposed. These development user fees on a per unit basis comprise \$396 for Official Plan Amendment, \$280 for Site Plan and \$198 for zoning By-law Amendment.

The recommended fees would increase the total fees payable by \$681 per unit or an increase of 3.5% in total development costs. The Official Plan Amendment fees would increase by \$228/unit (+58%), Site Plan fees would increase by \$339/unit (+121%) and the fees for Zoning By-law Amendment fees would increase by \$114/unit (+53%). With the proposed increases, the Town's overall ranking would be unchanged at 6th place relative to the ten comparator municipalities included in the survey and shown in Figure 5-2 below.

Figure 5-2



5.3 Public Works

5.3.1 Staff Utilization by Department

Table 5-5 summarizes the number of FTEs utilized by department and costing category group, as defined in Table 2-2, related to public works fee activities. In total 3.39 FTEs



are utilized with the majority of the effort coming from the public works department which has 31 FTEs in total. 3.25 FTEs are utilized processing Land Development Engineering applications. Of the 3.25 FTEs, 1.3 FTEs are utilized to work on development approvals before signed agreements and construction activity and 1.6 FTEs are utilized to work on development agreements, site inspections, security establishment and reductions, certifications of stages, assumption of municipal land, etc.

Table 5-5
FTEs Utilized Processing Public Works Permits/Applications

Costing Category Group	Public Works Department	Environmental Department	Utilized FTEs
General Permits	0.02	-	0.02
General Fees	0.11	-	0.11
Land Development Engineering Fees	3.25	-	3.25
Environmental Services Fees	-	0.01	0.01
Utilized FTEs	3.38	0.01	3.39

5.3.2 Full Cost Assessment and Fee Recommendations

Summarized in Table 5-6 are the full cost of service results from the A.B.C. model for public works fees. The modeled revenue is estimated at \$338,600 and annual direct, indirect, and capital costs are \$470,800 resulting in a cost recovery of 72%. Land Development Engineering fees account for approximately 96% of the total annual costs and approximately 98% of the annual revenues.

Table 5-6
Public Works Fees Full Cost Impacts by Costing Category Group (Current Fees)

Costing Category Group	Direct Costs	Indirect Costs	Capital Costs	Total Annual Costs	Current Fees		
					Annual Revenue	Cost Recovery	Surplus/ (Deficit)
General Permits	2,215	462	13	2,691	2,200	82%	(491)
General Fees	11,606	2,648	76	14,330	2,800	20%	(11,530)
Land Development Engineering Fees	374,624	76,381	2,194	453,199	333,213	74%	(119,985)
Environmental Services Fees	382	161	3	545	350	64%	(195)
Public Works Total	388,827	79,652	2,286	470,765	338,563	72%	(132,202)

Based on the recommended fees presented in Table 5-8 and average historical activity levels, annual revenues are presented in Table 5-7. Annual revenues are anticipated to increase by \$132,200 (+39%) to full cost recovery levels. 92% of revenue increase is



the result of the recommended fee increases and fee structure changes for Land Development Engineering Fees.

Table 5-7
Public Works Fees Full Cost Impacts by Costing Category Group (Recommended Fees)

Costing Category Group	Total Annual Costs	Recommended Fees		
		Annual Revenue	Cost Recovery	Surplus/ (Deficit)
General Permits	2,691	2,200	82%	(491)
General Fees	14,330	13,900	97%	(430)
Land Development Engineering Fees	453,199	454,105	100%	906
Environmental Services Fees	545	560	103%	15
Public Works Total	470,765	470,765	100%	(0)



Table 5-8
Recommended Fee Schedule

Current Fee Schedule			Recommended Fee Schedule		
DEPARTMENT / ITEM	Current Fees	Notes	DEPARTMENT / ITEM	Proposed Fees	Notes
PUBLIC WORKS - GENERAL FEES			PUBLIC WORKS - ROADS AND SEWERS		
Demolition Inspection	\$200		Demolition Inspection	\$200	
Outdoor Patios Permit	\$250		Outdoor Patios Permit	\$250	
Design Guidelines Copy	\$25	per Copy			
Road Closure Fee	No Fee		Road Closure Fee	\$150	
Advertising Signs on Town Property	\$250	per Year			
			Entrance Culvert Fee	As per other permit process	
Curb Cut Fee	Cost + Administration		Curb Cut Fee	Cost + 20%	
Sidewalk Displays	\$250	per Year			
Sidewalk Reconstruction	Cost + Administration		Sidewalk Reconstruction	Cost + 20%	
Servicing Inspection Fee	\$100	per Visit	Servicing Connection Inspection Fee	\$280	per Visit
Winter Maintenance Unassumed Roads	Equipment Time + Material + 25%		Winter Maintenance Unassumed Roads	Equipment Time + Material + 20%	
Private Sweeping	Equipment Time + Material + 25%		Private Sweeping	Equipment Time + Material + 20%	
Sanitary Sewer Lateral Cleaning	Cost Plus Overhead		Sanitary Sewer Lateral Cleaning	Cost + 20%	
Sanitary Sewer Inspection	Cost Plus Overhead		Sanitary Sewer Inspection	Cost + 20%	
Snow Clearing - Sidewalks	Cost + Administration		Snow Clearing - Sidewalks	Cost + 20%	
Transit Exterior Advertising	Per Contract		Transit Exterior Advertising	Per Contract	
PUBLIC WORKS - ROADS AND SEWERS VEHICLES AND EQUIPMENT			PUBLIC WORKS - ROADS AND SEWERS VEHICLES AND EQUIPMENT		
PUBLIC WORKS - Equipment Time Including Operators (Hourly Rate)		Equip Rate / Staff Rate	PUBLIC WORKS - Equipment Time Including Operators (Hourly Rate)		
7' Mower	\$50	\$50 (\$12.39 / \$37.61)	7' Mower	\$65	per hour
1/2 Ton	\$50	\$50 (\$12.39 / \$37.61)	1/2 Ton	\$65	per hour
1 Ton	\$60	\$60 (\$22.39 / \$37.61)	1 Ton	\$75	per hour
4 Ton Dump	\$70	\$70 (\$32.39 / \$37.61)	4 Ton Dump	\$85	per hour
5 Top Dump	\$75	\$75 (\$37.39 / \$37.61)	5 Top Dump	\$90	per hour
10 Ton Dump	\$85	\$85 (\$47.39 / \$37.61)	10 Ton Dump	\$100	per hour
Backhoe	\$95	\$95 (\$57.39 / \$37.61)	Backhoe	\$110	per hour
Bucket Truck	\$75	\$75 (\$37.39 / \$37.61)	Bucket Truck	\$90	per hour
C.C.T.V. Inspection Unit	\$135	\$135 (\$97.39 / \$37.61)	C.C.T.V. Inspection Unit	\$150	per hour
Chipper	\$65	\$65 (\$27.39 / \$37.61)	Chipper	\$80	per hour
Flush & Vacuum Combination Unit	\$220	\$220 (\$182.39 / \$37.61)	Flush & Vacuum Combination Unit	\$235	per hour
Grader	\$125	\$125 (\$87.39 / \$37.61)	Grader	\$140	per hour
Lateral Sewer Camera	\$65	\$65 (\$27.39 / \$37.61)	Lateral Sewer Camera	\$80	per hour
Loader	\$125	\$125 (\$87.39 / \$37.61)	Loader	\$140	per hour
Sanitary Sewer Roding Machine	\$65	\$65 (\$27.39 / \$37.61)	Sanitary Sewer Roding Machine	\$80	per hour
Sidewalk Machine	\$75	\$75 (\$37.39 / \$37.61)	Sidewalk Machine	\$90	per hour
Skid Steer	\$75	\$75 (\$37.39 / \$37.61)	Skid Steer	\$90	per hour
Small Equipment	\$25	\$25 / \$37.61	Small Equipment	\$77	per hour
Sweeper	\$135	\$135 (\$97.39 / \$37.61)	Sweeper	\$150	per hour



Table 5-8 (Cont'd)
Recommended Fee Schedule

Current Fee Schedule			Recommended Fee Schedule		
DEPARTMENT / ITEM	Current Fees	Notes	DEPARTMENT / ITEM	Proposed Fees	Notes
PUBLIC WORKS - LAND DEVELOPMENT ENGINEERING FEES			PUBLIC WORKS - ENGINEERING FEES - Land Development		
MULTI-FAMILY, HIGHRISE, INDUSTRIAL, INSTITUTIONAL, COMMERCIAL AND OTHER BLOCKS - NOT COMPLEX AND NOT REQUIRING PERFORMANCE SECURITIES (FIRST 3 SUBMISSIONS)	\$6,250		Review of Design for - Multi-Family, Highrise, Industrial, Institutional, Commercial And Other Blocks - Simple/Minor And Requiring Nominal Performance Securities (First 3 Submissions)	\$6,250	
EVERY SUBMISSION AFTER THE 3RD	\$2,500		Every Submission After The 3rd	\$1,250	
MULTI-FAMILY, HIGHRISE, INDUSTRIAL, INSTITUTIONAL, COMMERCIAL AND OTHER BLOCKS - COMPLEX AND NOT REQUIRING PERFORMANCE SECURITIES (FIRST 3 SUBMISSIONS)	\$12,500		Review of Design for - Multi-Family, Highrise, Industrial, Institutional, Commercial And Other Blocks - Complex/Major And Requiring Substantial Performance Securities (First 3 Submissions)	\$12,500	
EVERY SUBMISSION AFTER THE 3RD	\$2,500		Every Submission After The 3rd	\$2,500	
MULTI-FAMILY, HIGHRISE, INDUSTRIAL, INSTITUTIONAL, COMMERCIAL AND OTHER BLOCKS - COMPLEX AND REQUIRING PERFORMANCE SECURITIES	\$12,500 + 2% OF TOTAL VALUE OF WORKS LESS \$500,000		Review of Design for - Residential In-fill Developments Of 4 Lots Or Less (Simple/Minor) And Requiring Nominal Performance Securities (First 3 Submissions)	\$6,250	
INFILL DEVELOPMENTS OF 8 LOTS OR LESS NOT REQUIRING PERFORMANCE SECURITIES (FIRST 3 SUBMISSIONS)	\$6,250		Every Submission After The 3rd	\$1,250	
EVERY SUBMISSION AFTER THE 3RD	\$2,500		Review of Design for - Residential In-fill Developments Of 4 Lots Or Less (Complex/Major) And Requiring Substantial Performance Securities (First 3 Submissions)	\$9,000	
INFILL DEVELOPMENTS OF 8 LOTS OR LESS REQUIRING PERFORMANCE SECURITIES	\$6,250 + 2% OF TOTAL VALUE OF WORKS LESS \$500,000		Every Submission After The 3rd	\$1,800	
SUBDIVISIONS GREATER THAN 8 LOTS	\$12,500 + 2% OF TOTAL VALUE OF WORKS LESS \$500,000		Review of Design for - Subdivisions (Greater than 4 lots) and Requiring Substantial Performance Securities		
			Base Fee	\$12,500	
			Per Unit Fee	\$100	
			Every Submission After The 3rd	20% of Application Fee	
			Engineering Construction Inspection Fee for Multi-Family, Highrise, Industrial, Institutional, Commercial and In-Fill of 4 Lots of Less (Simple/Minor)	\$5,000	
			Engineering Construction Inspection Fee for Multi-Family, Highrise, Industrial, Institutional, Commercial and In-Fill of 4 Lots of Less (Complex/Major)	\$7,500	
			Engineering Construction Inspection Fee for Subdivision (Greater than 4 lots)		Of construction value
			Lot Grading Certification Application per Lot and/or Block	\$250	
SINGLE INFILL LOT GRADING REVIEW	\$250		In-Fill Lot Grading Certification Application per Lot and/or Block	\$250	
Lot Grading Compliance Fee	\$150 per Lot		Development Agreement Review	\$500	
			Development Pre-Consultation Meeting Attendance	\$300	
			CLIECA Sanitary Storm Sewer Alteration Fee	\$3,000	



Table 5-8 (Cont'd)
Recommended Fee Schedule

Current Fee Schedule			Recommended Fee Schedule		
DEPARTMENT / ITEM	Current Fees	Notes	DEPARTMENT / ITEM	Proposed Fees	Notes
			Refundable Security Deposits (Not Governed by Development Agreement)		
SINGLE INFILL LOTS	\$2,500 REFUNDABLE LG DEPOSIT		Lot Grading	\$2,500 per lot or \$5,000 per Block	
IF LOT IS UNSERVICED	\$5,000 REFUNDABLE DAMAGE DEPOSIT		Connection of Services - existing Services in place	\$5,000 minimum	
			Connection of Services - existing Services not in place	\$10,000 minimum	
			General Securities	Per Permit Application type	
			Engineering Services Fees (Not Governed by Development Agreement)		
FILL PERMIT REVIEW	\$250		Fill Permit Application*	\$500 per By-Law 035-2012	
REVIEW OF MUNICIPAL CONSENT, ROAD OCCUPANCY	\$25		Municipal Consent Application*	\$100	
			Road Cut Permit Application*	\$100	
			Road Occupancy Application*	\$50	
Curb Cut Permit	As per other permit process		Curb Cut Permit Application*	\$100	
Entrance Culvert Fee	As per other permit process		Entrance Culvert Permit*	\$100	
Oversized Load Permit	No Fee		Oversized Load Permit*	\$300	
Security Deposit Re: Wide Load	\$2,500	Cash or certified check			
SCAFFOLDING APPLICATION REVIEW	\$100		Scaffolding Permit Application*	\$100	
DESIGN CRITERIA (DIGITAL ONLY)	NO CHARGE		Engineering Inspection Fee for Service Connections to Infrastructure within Municipal right-of-way	\$250 per visit	
TRAFFIC COUNT RECORDS AND/OR TRAFFIC SIGNAL TIMING (DIGITAL ONLY)	\$50		Record Drawings, Traffic Count Records and/or Traffic Signal Timing Records (Digital Only)	\$50	
			Miscellaneous Agreement Review per Request	\$500	
			*May Require Refundable Security Deposit to Support Permit		
PUBLIC WORKS - ENVIRONMENTAL SERVICES FEES			PUBLIC WORKS - ENVIRONMENTAL SERVICES FEES		
Imported Septic Waste Charges ^(3,4):			Imported Septic Waste Charges:		
Septic Waste Hauler Administration Charge (First Application)	\$150		Septic Waste Hauler Administration Charge (First Application)	\$360	
Septic Waste Hauler Administration Charge (Renewal) ⁵	\$25		Septic Waste Hauler Administration Charge (Renewal)	\$25	
Septic Tank/Holding Tank/Portable Toilet Waste	\$14.08		Septic Tank/Holding Tank/Portable Toilet Waste	\$14.08	
High Strength Septic/Industrial Waste Processing ⁽¹⁾	\$27.32		High Strength Septic/Industrial Waste Processing ⁽¹⁾	\$27.32	
Waste Received After Hours ⁽²⁾	Applicable Rate/m3 * 100%		Waste Received After Hours ⁽²⁾	Applicable Rate/m3 * 100%	
Disposal of Recreational Vehicle Waste (Marina)	\$15/vehicle		Disposal of Recreational Vehicle Waste (Marina)	\$15/vehicle	
Abnormal Waste Requiring Specialized Pre-treatment (e.g. S	35/m3		Abnormal Waste Requiring Specialized Pre-treatment (e.g. SBR)	35/m3	per m3
Laboratory Analysis (e.g. BOD (3*), TSS, P, COD)*	\$35	per Test	Laboratory Analysis (e.g. BOD ⁽³⁾ , TSS, P, COD)*	\$35	per Test
Sewage Surcharge	Formula per Agreement		Sewage Surcharge	Formula per Agreement	
Drying Bed Disposals	\$115	per m3 solids	Drying Bed Disposals	\$115	per m3 solids
			*All prices are plus HST		
material with a component parameter (eg. BOD, TSS, TP and ammonia) that exceed the Town's Sewer use By-law limit.			⁽¹⁾ High Strength Waste is defined as any discharged material with a component parameter (eg. BOD, TSS, TP and ammonia) that exceed the Town's Sewer use By-law limit.		
⁽²⁾ Normal hours of operation are those where Plant Operators are on duty.			⁽²⁾ Normal hours of operation are those where Plant Operators are on duty.		
⁽³⁾ All Imported waste is subject to acceptance by the Town. Special rates and/or surcharge agreements may be required for waste having a typical concentration, volumes or other such physical, chemical or biological attributes.			⁽³⁾ All Imported waste is subject to acceptance by the Town. Special rates and/or surcharge agreements may be required for waste having a typical concentration, volumes or other such physical, chemical or biological attributes.		



Table 5-8 (Cont'd)
Recommended Fee Schedule

Current Fee Schedule			Recommended Fee Schedule		
DEPARTMENT / ITEM	Current Fees	Notes	DEPARTMENT / ITEM	Proposed Fees	Notes
PUBLIC WORKS - GIS FEES			PUBLIC WORKS - GIS FEES		
Consultant working for the Town with a data sharing agreement	No Cost	Digital, Hardcopy or Tabular Data	Consultant working for the Town with a data sharing agreement	No Cost	Digital, Hardcopy or Tabular Data
Developers/Consultants working with the Town	\$50 per km per layer with GIS Coordinator's approval	Digital Vectors / Tabular Data	Developers/Consultants working with the Town	\$50 per km per layer with GIS Coordinator's approval	Digital Vectors / Tabular Data
Developers/Consultants (any)	\$50 per TILE	DEM Clip	Developers/Consultants (any)	\$50 per TILE	DEM Clip
General	\$25 per TILE	2006 - 10cm orthophotos	General	\$25 per TILE	2006 - 10cm orthophotos
General	\$25 per TILE	2008/2013 - 20 cm orthophotos	General	\$25 per TILE	2008/2013 - 20 cm orthophotos
General - Town Property Map	\$15	Hardcopy E-size or PDF	General - Town Property Map	\$15	Hardcopy E-size or PDF
General - Personal Use Map, No Customization	\$10	Hardcopy 8.5 x 11 or PDF	General - Personal Use Map, No Customization	\$10	Hardcopy 8.5 x 11 or PDF
General - Personal Use Map, No Customization	\$15	Hardcopy 11 x 17 or PDF	General - Personal Use Map, No Customization	\$15	Hardcopy 11 x 17 or PDF
General - Personal Use Map, No Customization	\$50	Hardcopy E-size or PDF	General - Personal Use Map, No Customization	\$50	Hardcopy E-size or PDF
Mapping Solutions Companies with a data sharing agreement	\$500 per layer minimal attributes	Digital Vectors	Mapping Solutions Companies with a data sharing agreement	\$500 per layer minimal attributes	Digital Vectors
Partner Agencies working with the Town with a data sharing agreement	No Cost	Digital, Hardcopy or Tabular Data	Partner Agencies working with the Town with a data sharing agreement	No Cost	Digital, Hardcopy or Tabular Data
General - Map with customization	\$50 per hour Minimum charge of 1 hour	Any	General - Map with customization	\$62 per hour Minimum charge of 1 hour	Any
General - GIS Analysis or data creation	\$50 per hour Minimum charge of 1 hour	Any	General - GIS Analysis or data creation	\$62 per hour Minimum charge of 1 hour	Any. Fee also applied to development engineering review.



5.4 Municipal Law Enforcement, Clerks, Licensing, and Signs

5.4.1 Staff Utilization by Department

Summarized in Table 5-9 is the annual processing effort for Municipal Law Enforcement, Licensing, Clerks, and Signs service areas by number of FTEs utilized. The breakdown of the costing categories by service area is included in Table 2-3. Between the Protection Department and the General Government Department 3.44 FTEs are utilized in processing these applications. The 2.76 FTEs utilized by the Protection Department are comprised of the Chief Building Official, Manager of By-law, By-law Enforcement Officers, Licensing Administrator, and the Chief Prevention Officer. The majority of the 0.67 utilized FTEs from the General Government Department is related to the Director of Legislative Services and the Clerk Administrator and is spent on processing Clerks applications.

Table 5-9
FTEs Utilized Processing Municipal Law Enforcement, Licensing, Clerks and Signs Applications

Costing Categories by Service Area	Protection Department	General Government Department	Total
Municipal Law Enforcement	1.71	0.01	1.72
Licensing	0.79	-	0.79
Clerks	-	0.67	0.67
Signs	0.27	-	0.27
Total	2.76	0.68	3.44

5.4.2 Full Cost Assessment and Fee recommendations

Presented in Table 5-10 is the full cost assessment for municipal law enforcement, licensing, clerks, and signs service areas. The total annual direct, indirect, and capital costs are \$317,200. Using current fees and average annual volumes provided by Town staff annual revenues is estimated to be \$264,100. This leads to an estimated deficit of \$53,100 or 83% of annual costs being recovered.



Table 5-10
Municipal Law Enforcement, Licensing, Clerks and Signs Full Cost Impacts by Service Area (Current Fees)

Costing Categories by Service Area	Direct Costs	Indirect Costs	Capital Costs	Total Annual Costs	Current Fees		
					Annual Revenue	Cost Recovery	Surplus/ (Deficit)
Municipal Law Enforcement	128,456	14,505	1,161	144,122	54,575	38%	(89,547)
Licensing	54,747	6,665	531	61,943	140,630	227%	78,687
Clerks	90,717	-	454	91,171	62,025	68%	(29,146)
Signs	17,540	2,250	179	19,969	6,875	34%	(13,094)
MLE/Licensing/Clerks/Signs Total	291,460	23,420	2,325	317,205	264,105	83%	(53,100)

User fee recommendations provided in Table 5-11 were determined based on the A.B.C. model result for each fee type/costing category, as well as consideration for market competitiveness in comparator municipalities and discussions with Town staff. As a result of these recommended user fees and underlying activity levels, it is anticipated that the Town revenues would increase from \$264,100 to approximately \$282,000. This results in an estimated \$17,900 increase in revenue and cost recovery increasing from 83% to 89%. The impact on annual revenues of the proposed fees is shown in Table 5-12.

The user fee recommendations include the introduction of higher annual short-term rental application fees and increased fees for application and annual license fees for non-primary residences. In response to Province-wide housing affordability concerns, the non-primary residence fees are proposed to be introduced to dissuade the use of Town housing stock as short-term rentals vs. primary residences for residents.



Table 5-11
Recommended Municipal Law Enforcement, Licensing, Clerks and Signs Fees

Current Fee Schedule			Recommended Fee Schedule		
Description	Currents Fees	Notes/Charging Parameters	Description	Proposed Fees	Notes/Charging Parameters
MUNICIPAL LAW ENFORCEMENT			MUNICIPAL LAW ENFORCEMENT		
1. Initial inspection where property deficiencies or by-law violations are observed	No Charge	Owners of Property Inspected	Initial inspection where property deficiencies or by-law violations are observed	No Charge	Owners of Property Inspected
2. Each subsequent inspection where the violations noted in the previous inspection have not been corrected	\$150	Owners of Property Inspected	Each subsequent inspection where the violations noted in the previous inspection have not been corrected	\$210	Owners of Property Inspected
			Request for Municipal Law Enforcement Officers	\$65	per hour per officer (2 hr.,min.,)
3. Certificate of Compliance related to Property Standards	\$200		Certificate of Compliance related to Property Standards	\$200	
Appeal to Property Standards Committee	250	No fee currently - appeal to order that has been received	Appeal to Property Standards Committee	250	No fee currently - appeal to order that has been received
			Any Appeal to Hearings Officer - Non Parking By-law	\$250	
			Any By-law Exemption request to the Director of Municipal Law Enforcement and Licensing Services	\$125	
Fence Viewing Fee	\$750		Fence Viewing Fee	\$750	
Snow and Ice from Roofs	Cost + Admin		Snow and Ice from Roofs	Cost + Admin	
Weed Cutting	Cost + Administration*		Weed Cutting	Cost + Administration*	
*Administration Cost: - 15% of cost up to \$1,000 - 10% of cost over \$1,000			*Administration Cost: - 15% of cost up to \$1,000 - 10% of cost over \$1,000		
			MLE Remedial Action/Work - Various Bylaws	When prescribed by by-law, full recovery of all costs including but not limited to staff, policing, agency time, contracted services, equipment charges, overhead and administrative costs	
Administrative Monetary Penalties			Administrative Monetary Penalties		
AMPS - Appeal - No Show	\$100		AMPS - Appeal - No Show	\$100	
AMPS - Late Payment Fee	\$15		AMPS - Late Payment Fee	\$15	
AMPS - Ministry of Transportation Plate Denial	\$22		AMPS - Ministry of Transportation Plate Denial	\$22	
AMPS - Ministry of Transportation Plate Search	\$10		AMPS - Ministry of Transportation Plate Search	\$10	
AMPS - Screening No Show	\$50		AMPS - Screening No Show	\$50	



Table 5-11 (Cont'd)
Recommended Municipal Law Enforcement, Licensing, Clerks and Signs Fees

Current Fee Schedule			Recommended Fee Schedule		
Description	Currents Fees	Notes/Charging Parameters	Description	Recommended Fees	Notes/Charging Parameters
LICENSING			LICENSING		
Miscellaneous			Miscellaneous		
Hot Tubs	\$100		Hot Tubs	\$100	
Liquor License Letter (Event of municipal significance and municipal clearance application for a liquor licence)	\$50		Liquor License Letter (Event of municipal significance and municipal clearance application for a liquor licence)	\$50	
Swimming Pool Permits	\$250		Swimming Pool Permits	\$250	
Business Licences			Business Licences		
Itinerant Vendor Full Year Licence	\$500		Itinerant Vendor Full Year Licence	\$500	
Itinerant Vendor Half Year (6 Months) Licence	\$300		Itinerant Vendor Half Year (6 Months) Licence	\$300	
Itinerant Vendor Transfer	\$100		Itinerant Vendor Transfer	\$100	
Horse Drawn Carriage Licence	\$100	per year	Horse Drawn Carriage Licence	\$100	per year
Refreshment Vehicle	\$500	per year	Refreshment Vehicle	\$500	per year
			Refreshment Vehicle - Special Events (per event)	\$150	per event
			Refreshment Vehicle - Special Events (per year)	\$500	per year
			Sales Trailer Licensing	\$1,000	
			Sales Trailer Licensing Renewal	\$250	
Outdoor Patio Permit	\$250		Outdoor Patio Permit	\$250	
			Merchandise	\$250	
Short Term Rental Application	\$75		Short Term Rental Application - Primary Residence	\$75	
			Short Term Rental Application - Non Primary Residence	\$150	
Short Term Rental Licenses	\$75		Short Term Rental Licenses - Annual Fee (Primary Residence)	\$300	
			Short Term Rental Licenses - Annual Fee (Non-Primary Residence)	\$1,000	
Second Hand Goods - New	\$500		Second Hand Goods - New	\$500	
Second Hand Goods - Annual Renewal	\$50		Second Hand Goods - Annual Renewal	\$150	
Proposed - Business Licence Renewal - Late Fee	\$25	per month past expiry date	Business Licence Renewal - Late Fee	\$25	per month past expiry date
Proposed - Licensing & Standards Inspection Fee	\$150		Licensing & Standards Inspection Fee	\$150	
Youth Summer Business (Victoria Beach)	\$500		Youth Summer Business (Victoria Beach)	\$500	
Proposed - Lottery License	3% of prize value		Lottery License	3% of prize value	



Table 5-11 (Cont'd)
Recommended Municipal Law Enforcement, Licensing, Clerks and Signs Fees

Current Fee Schedule			Recommended Fee Schedule		
Description	Currents Fees	Notes/Charging Parameters	Description	Proposed Fees	Notes/Charging Parameters
Vehicle for Hire Licensing			Vehicle for Hire Licensing		
Calibration Fee*	\$25		Calibration Fee*	\$25	
Taxi Driver	\$40		Taxi Driver	\$45	
Owner**	\$150		Owner	\$150	
Vehicle Transfer Fee	\$85		Vehicle Transfer Fee	\$85	
* To cover cost of sending By-law Officers to conduct individual calibrations separate from regularly scheduled licence renewals. ** To cover additional administration (Maxama Officer Contract) and calibration staff time processing costs based on original 11 comparator municipalities survey conducted in 2011 median fee at that time was \$132 / licence).			* To cover cost of sending By-law Officers to conduct individual calibrations separate from regularly scheduled licence renewals.		
			MLE Vehicle Charges	\$150	per vehicle
Dog Tags			Dog Tags		
	\$15			\$25	Requires proof of spay/neuter, microchip and annual rabies vaccination.
Natural - Before March 1st			Dog or Cat Altered Annual Licence		
	\$20			\$50	Requires proof of annual rabies vaccine.
Natural - After March 1st			Dog or Cat Intact Annual Licence		
Neutered / Spayed - Before March 1st	\$10				
Neutered / Spayed - After March 1st	\$15				
Proposed new categories for both dog and cat licensing to replace existing	Dog or Cat Altered Annual Licence \$25 (requires proof of spay/neuter, microchip and annual rabies vaccination) Dog or Cat Intact Annual Licence \$50 (requires proof of annual rabies vaccine).				
Order to Restrain Appeal Hearing Fee	\$50	For cats and dogs			
	\$100			\$150	
Kennel Licence			Kennel Licence		
Replacement Tag	\$5		Replacement Tag	\$5	



Table 5-11 (Cont'd)
Recommended Municipal Law Enforcement, Licensing, Clerks and Signs Fees

Current Fee Schedule			Recommended Fee Schedule		
Description	Currents Fees	Notes/Charging Parameters	Description	Proposed Fees	Notes/Charging Parameters
CLERKS			CLERKS		
Freedom of Information CD's with records	\$10	per desk	Freedom of Information CD's with records	\$10	per desk
Freedom of Information Fees estimated over \$100	50% of deposit		Freedom of Information Fees estimated over \$100	50% of deposit	
Freedom of Information Other fees charged	As invoiced		Freedom of Information Other fees charged	As invoiced	
Freedom of Information Photocopy	\$0.20	per page	Freedom of Information Photocopy	\$0	per page
Freedom of Information and Routine Disclosure Prep for disclosure, incl. serving a part of the records	\$7.50	per 15 minutes	Freedom of Information and Routine Disclosure Prep for disclosure, incl. serving a part of the records	\$7.50	per 15 minutes
Freedom of Information and Routine Disclosure Record Prep and Research	\$7.50	per 15 minutes	Freedom of Information and Routine Disclosure Record Prep and Research	\$7.50	per 15 minutes
Freedom of Information / Routine Disclosure Requests	Prescribed fees and form as authorized by the Province and Town Policies		Freedom of Information / Routine Disclosure Requests	Prescribed fees and form as authorized by the Province and Town Policies	
Closed Meeting Investigation Application Fee	no longer charged				
Integrity Commissioner or Ombudsman Request	\$0		Integrity Commissioner or Ombudsman Request	\$25	
Commission of Oath	\$5		Commission of Oath	\$10	
			Commission of Oath - Non-Resident	\$15	
Death Certificate In Town	\$10		Death Certificate In Town	\$10	
Death Certificate Out of Town	\$15		Death Certificate Out of Town	\$15	
Marriage Licence	\$125		Marriage Licence	\$150	
Marriage Solemnization At Victoria Hall	\$300		Marriage Solemnization At Victoria Hall	\$300	
Marriage Solemnization Offsite	\$350		Marriage Solemnization Offsite	\$350	
Marriage Solemnization On Saturday	\$400		Marriage Solemnization On Saturday	\$400	
Photocopying / Fax	\$1	per page	Photocopying / Fax	\$1	per page
Other			Other		
Business Directory on Disk	\$45	\$45 plus HST	Business Directory on Disk	\$45	\$45 plus HST
Novelty Items	Cost + 25%		Novelty Items	Cost + 25%	



Table 5-11 (Cont'd)
Recommended Municipal Law Enforcement, Licensing, Clerks and Signs Fees

Current Fee Schedule			Recommended Fee Schedule		
Description	Currents Fees	Notes/Charging Parameters	Description	Proposed Fees	Notes/Charging Parameters
SIGN PERMITS			SIGN PERMITS		
Fascia or Free Standing Sign	\$250		Fascia Sign	\$250	
Portable Sign Fee	\$50	per 4 weeks	Portable Sign Fee	\$50	per 4 weeks
Real Estate Development Signs	\$25	per sign	Real Estate Development Signs	\$25	per sign
Sandwich Board Sign	\$50	per year	Sandwich Board Sign	\$50	per year
Zamboni Signs	\$1,250	\$1,250 per year As per local + 25%			
			Sign Retrieval (Small)	\$100	Small
			Sign Retrieval (Large)	\$300	Large



Table 5-12
Municipal Law Enforcement, Licensing, Clerks and Signs Full Cost Impacts by Service Area (Recommended Fees)

Costing Categories by Service Area	Total Annual Costs	Recommended Fees		
		Annual Revenue	Cost Recovery	Surplus/ (Deficit)
Municipal Law Enforcement	144,122	58,754	41%	(85,368)
Licensing	61,943	146,644	237%	84,701
Clerks	91,171	69,728	76%	(21,443)
Signs	19,969	6,915	35%	(13,054)
MLE/Licensing/Clerks/Signs Total	317,205	282,041	89%	(35,164)

5.5 Parks, Recreation, and Facilities

Parks, recreation, and facilities includes the Cobourg Community Centre, Special Events, Parks, Marina, Concert Hall, and Trailer Park. As these services generally relate to the provision of programs and operation of facilities (including amenities) vs. undertaking specific processes (e.g., planning application review), an augmented process for determining the full cost of service has been followed in comparison to the other service areas. The full cost assessment was undertaken to assess the costs for the following program areas:

- Concert Hall
- Special Events
- Parks
- Marina-Trailer Park
- Cobourg Community Centre

Through discussion with staff, the Town's operating budget was analyzed to first remove capital-related operating expenditures (as capital replacement costs would be accounted for separately) before assessing which service area the adjusted operating costs and indirect costs relate to. Capital costs, which represent a much greater share of the annual costs of service for parks, recreation, and facilities than for other service areas due to the provision of facilities and the need to maintain and replace these facilities over their full lifecycle, were based on the replacement costs in the Town's development charges background study, asset inventories, budgeted transfers to



reserves, and additional information provided by staff. Capital costs include facilities, parkland amenities (e.g. ball diamonds, playground equipment, splash pad), and fleet and equipment (e.g., ice resurfacers, pick-up trucks). These capital costs were then allocated to each of the program areas identified above. Table 5-13 summarizes the total direct, indirect, and capital costs by program area. Table 5-13 also compares the total annual costs to the budgeted user fee revenue within the 2023 operating budget.

Table 5-12
Parks, Recreation, and Facilities Full Cost Impacts by Service Area (Current Fees)

Service Area	Adjusted Budgeted Expenditures	Indirect Costs	Capital	Total	Current Fees	
					Budgeted Revenues	Cost Recovery %
Concert Hall	416,389	68,622	105,630	590,641	(168,000)	28%
Special Events	404,060	49,956	-	454,016	(70,000)	15%
Parks	3,215,056	399,089	470,444	4,084,589	(295,600)	7%
Marina-Trailer Park	1,111,575	114,489	141,635	1,367,699	(1,363,110)	100%
Cobourg Community Centre	3,165,545	450,373	1,237,908	4,853,826	(1,562,370)	32%
Total	8,312,625	1,082,528	1,955,617	11,350,770	(3,459,080)	30%

The current fees would recover 30% of the total costs across each program area. When excluding the capital replacement costs, annual cost recovery levels would increase to 37%. The cost recovery levels of current fees also vary significantly by program area based on current cost recovery policies and the public and private benefits of service conferred.

It is the Town's established intention to recover 100% of the costs of operating the marina and trailer park from user fees and currently those fees are fully recovering the annual costs of service. On the other end of the spectrum, the annual user fees for parks are recovering only 7% of the annual costs of service as these amenities are largely provided as a public benefit, nor does the Town have the ability to charge the fees for the use of parks in most cases (other than the booking of amenities for private use). The parks service area also includes a significant share of the annual costs of service across each of the five service areas, comprising 4.1 million of the total \$11.3 million annual costs in Table 5-12 (i.e. 36% of annual costs). The lower level of cost recovery for parks also aligns with the feedback received in the public consultation process as parks were generally viewed as an area that should be highly subsidized through taxes. The Cobourg Community Centre represents the greatest share of the annual costs of service (including capital costs) as the annual costs of service total \$4.8



million or 42% of the annual costs of service. The fees for the Cobourg Community Centre (e.g., programming and ice rentals) would currently recover 32% of the annual; costs or 49% of the direct operating costs (i.e. excluding capital and indirect costs). This level of cost recovery indicates that the range of services provided through the Cobourg Community Centre have a public and private benefits and different demand profiles. For example, there is typically a much greater demand for ice rentals in municipal facilities than for community rooms and as such the level of cost recovery for arenas space is typically higher than for other facility uses.

5.5.1 Recommendations

Specific fee recommendations for parks, recreation, and facility fees have not been made through this study, however, the fee schedules have been reviewed in detail with staff to assess potential policy changes, fee simplification/consolidations, and market comparisons.

The potential fee and fee structure revisions that have been reviewed will be brought forward by staff to meet the Town's phasing, cost recovery, and service provision objectives. The competitiveness of the fees will need to be considered in response to staff's intimate knowledge of service levels, user groups, and affordability constraints.

Service utilization is an important consideration in designing parks, recreation, and facility user fees. It is important because market sensitivity to pricing changes may result in lower utilization levels, and with the significant fixed cost realities of services, this may result in a cycle of increased pricing and lower utilization. Conversely, improved utilization will provide greater returns given the fixed cost economies of scale associated with the provision of facilities.

In addition to service utilization impacts, the individual vs. community benefit and affordability of parks and recreation services was also considered in reviewing the fees with staff. Services that are of a more community benefit typically receive a higher amount of tax subsidy while, those services that are of an individual benefit would be largely funded through user fees.

The following observations summarize some of the main policy changes to fee schedules being considered by staff:

- Increased to higher demand ice rental fees



- Seniors' fees for public skating
- Non-resident surcharges for Concert Hall fees
- Introduction of full day and half day Concert Hall fees
- Non-resident surcharge for parks fees
- Consolidation of parks rental fees for Softball/Baseball/Rugby/Soccer across facilities
- Inflationary increases to Marina and Trailer park fees to continue to recover the anticipated full costs of service.

While not specifically included in the scope of the fee review, discussions were held with staff regarding the services provided through the Venture 13 Innovation and Entrepreneurship Centre and the fees that are imposed. The same considerations in designing fees for parks, recreation, and facility fees should apply to the Venture 13 facility as well. Specifically, new program fees should be considered whether the marginal costs of staff time can be recovered through fees while also contributing to the funding of the facility.

5.6 Finance

Presented in Table 5-13 are the proposed fees and new fee categories within the study for Town consideration. The fee recommendations are based on the surveyed municipal comparators. Non-Payment of Accounts Receivable and Current Taxes fees remain unchanged and is legislated by the *Municipal Act* to have a penalty rate of 1.25%. It is recommended to increase the Tax Certificate fee to \$50 from \$35 which is equal to the fee charged by Belleville and Quinte West. Tax Sale Costs Before Advertising fee is recommended to increase to \$500 similar to the Tax Registration/Sale Admin fee charged by Trent Hills. Listed below are additional fees surveyed within the study.

- Administration fee for Accounts Receivable Transfer to Tax
- Administration fee Accounts Receivable Transfer to Collection Agency
- Purchase Bid Documents (no fee recommended)
- Tax Ownership Change
- Tax Transfer of Funds
- Tax Statements/ Receipts/ Duplicate or Reprint Billings
- Mortgage Company Processing Fee per roll number (each: interim and final)



- Overdue Tax Notice
- Application Review Fee for Older Adult Tax Deferral Program (no fee recommended)
- Registration of Deferral Fee for Older Adult Tax Deferral Program (no fee recommended)

Table 5-13
Recommended Finance Fees

Description	Currents Fees	Proposed Fees
Finance		
Non-Payment of Accounts Receivable	1.25% per month	1.25% per month
Non-Payment of Current Taxes	1.25% per month	1.25% per month
Tax Certificate	\$35	\$50.00
Tax Sale Costs	\$350 Before Advertising \$700 After Advertising (Option to charge actual costs)	\$500 Before Advertising \$700 After Advertising (Option to charge actual costs)
Administration fee for Accounts Receivable Transfer to Tax		\$20.00
Administration fee Accounts Receivable Transfer to Collection Agency		\$20.00
Purchase Bid Documents		\$0.00
Tax Ownership Change		\$25.00
Tax Transfer of Funds		\$25.00
Tax Statements/ Receipts/ Duplicate or Reprint Billings		\$10.00
Mortgage Company Processing Fee per roll number (each: interim and final)		\$10.00
Overdue Tax Notice		\$5.00
Application Review Fee for Older Adult Tax Deferral Program		\$0.00
Registration of Deferral Fee for Older Adult Tax Deferral Program		\$0.00

5.7 Fire

Similarly, as presented in the previous section for Finance, proposed Fire fees are presented in Table 5-14. Fee recommendations are based on the comparator municipalities included in this study except for Fire Safety Plan Development and Fire Watch fees. The fee structures for Fire Safety Plan Development and Fire Watch have been maintained and it is recommended to increase the fee for both categories to \$81/person/hour based on the underlying costs of staff. This updated fee now includes the direct salary wages and benefits and indirect costs of processing the applications per person per hour. It is recommended to charge the MTO Rates for False Alarms (After 3) and Response to Unapproved Open-Air Burning.



Table 5-14
Recommended Fire Fees

Description	Currents Fees	Proposed Fees
Fire		
FIRE - Compliance Inspection		
Out of Town	Two Times Payroll Plus Travel	Two Times Payroll Plus Travel
FIRE - Operations		
Air Bottle Refill	\$5 per cylinder	\$10 per cylinder
Automatic Aid	\$750	\$750
Burning Permit Fee Residential	\$75	\$75
Burning Permit Fee Commercial	\$200	\$200
Copies of Reports	\$75	\$75
Emergency Response to Hazardous materials Incident	MTO Rates	MTO Rates
False Alarms (After 3)	\$300	MTO Rates
File Search & Letter	\$85	\$100
Fire Safety Plan Development	\$50/person/hour	\$81/person/hour
Fire Watch	\$65/person/hour	\$81/person/hour
Meeting Room Rental	\$60 per day	\$60 per day
Re-inspections	\$100	\$110
Requested Inspections	\$100	\$110
Response to Unapproved Open Air burning	\$425 + Costs	Current MTO Rate
Stand-by (Film Production / Special events)	Current MTO Rate	Current MTO Rate



Chapter 6

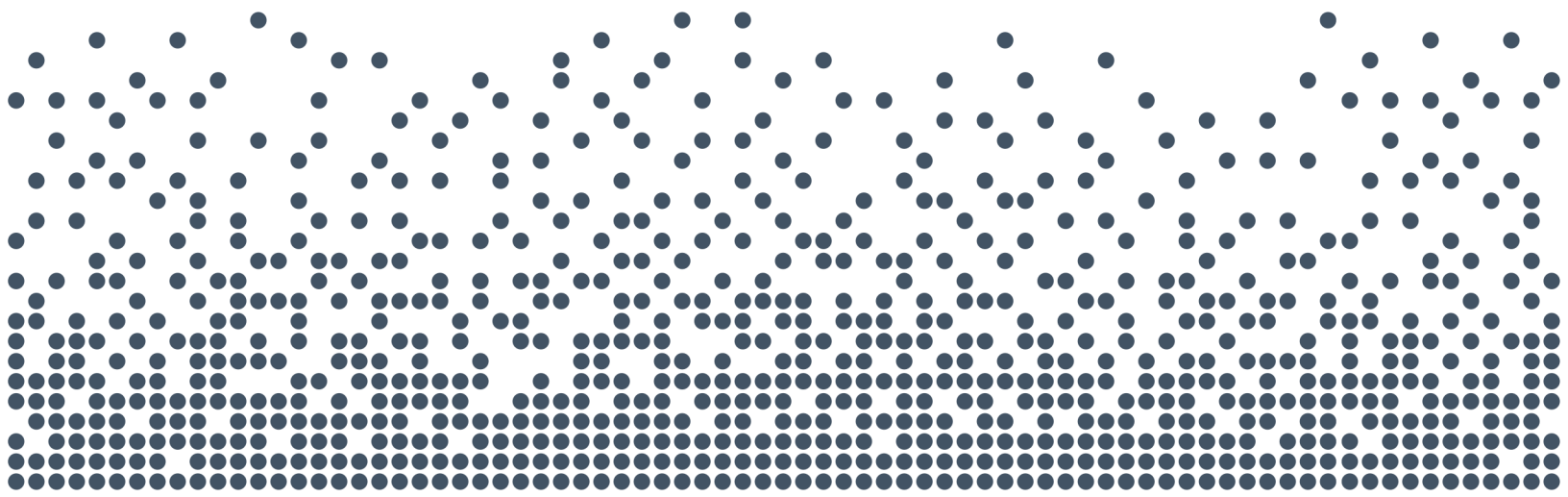
Conclusion



6. Conclusion

For each service area (other than Finance and Fire), the full costs of service have been analyzed as well as the cost recovery levels based on current and recommended user fees. The cost recovery levels, based on recommended fees, vary by service area dependent on contributing factors such as market competitiveness, full costs, and policy decisions.

While the recommended fees have been reviewed with staff, ultimately the Town will determine the timing of implementation and phasing of fee recommendations to achieve cost recovery and policy objectives. Furthermore, It is also recommended that where new user fees are being imposed or significant changes to current user fees are recommended, that specific user groups are consulted with to understand potential impacts on utilization.



Appendices



Appendix A

Policy Review



Appendix A: Policy Review

1. Introduction

As part of the Town's User Fee Study, the user fee policies of the Municipality of Brighton, Municipality of Port Hope, Municipality of Trent Hills, Township of Cramahe, Township of Hamilton, Municipality of Clarington, City of Quinty West, City of Peterborough and the City of Belleville, were surveyed and reviewed. Only Belleville, Peterborough, and Quinte West had specific policies that were included in this survey. The other municipalities may have user fee processes that mirror best practices but are not formalized in policy.

1.1 Key Themes/Summary of Findings

Some of the municipalities surveyed have a user fee policy to guide how user fees are determined. The policies include frequency of review, reference to costs of service, fees imposed by comparator municipalities (and the need to consider levels of service provided), the need to balance supply and demand, and providing equitable access to services provided.

The municipalities surveyed have facility rental reduction/waiver policies. The policies have similar inclusions such as maximum reductions and eligibility criteria including the following:

- **Facility Rental Reduction Policies**
 - Eligible criteria:
 - Non-profit groups
 - Provision of a community benefit
 - Demonstration of financial need
 - Identification of specific events (such as 1 minor ice hockey tournament per year)
 - Not Eligible for:
 - Private events
 - For profit organizations
 - Groups not in good standing
 - Consumption of alcohol



- Reductions typically have to be applied for in advance of usage, however, the City of Belleville requires the application to occur retroactively for a potential refund.

Each of the surveyed municipalities also have fee subsidy programs recognizing that user fees may adversely affect the ability of low-income residents to access recreation services and municipal facilities. Based on this, municipalities offer assistance programs to mitigate the impact on access to services. Assistance programs are limited to residents of a municipality. In addition to providing proof of residency, applicants would need to show they meet the income threshold, typically Statistics Canada's Low-Income Cut-off. The assistance typically takes the form of a fixed amount subsidy which a recipient can apply to the recreation program of his or her choice, subject to few exceptions.

The user fee policy and assistance programs, where available, are provided and organized by municipality in the remainder of the document. Other best practices in setting user fees in municipalities across Ontario include:

- Levying fees where the benefitting party is an identifiable individual or business (entity)
- Undertaking a **community benefit analysis** (by individual activity or by service area)
 - Considering the type of good or service (public/private/mixed) and the associated benefitting parties to determine if the service should be funded from user fees as well as the degree of subsidization from property taxes. The level of cost recovery is determined by the degree to which the service benefits only the identifiable entity
- Provisions to consider **market fees**. Where the municipality provides a service that is similar to services provided by the private sector, under competitive market conditions, the user fees should be in line with prices charged in the private sector. In the event that the user fees do not achieve an appropriate level of cost recovery, the service provided by the municipality should be reviewed to determine its feasibility. User fees must be compared annually to the prices charged in the private sector to ensure/maintain competitiveness. Charging more than the prevailing market fees may result in undesired decreases to utilization rates. Charging less than market prices is also not desirable as it may induce demand that otherwise did not exist. As such, user fees help



municipalities allocate scarce resources to those services for which true versus induced demand exists. Market analysis or benchmarking is another commonly used tool by municipalities when setting recreation rates and fees.

- **Defining full costs.** Municipalities are generally aware of the need to recover the full costs (direct, indirect, and capital) of services and recognize user fees as a useful funding source. The full costs of service, including capital costs, should be used as a starting point for all user fee considerations. The full cost of providing a service would be the starting point for setting user fees regardless of whether the full cost will be recovered.
- **Establishing cost recovery policies.** There should be a recognition that 100% cost recovery, although ideal, may even be undesirable as it may conflict with the municipality's other objectives. The goal of the user fee policy then is to achieve multiple objectives including transparency, fairness and equity, and balancing cost recovery with other policy objectives such as affordability considerations. A user fee policy provides a framework/process through which a municipality ensures that it is maximizing the level of cost recovery while simultaneously achieving its other objectives.

1.2 Recommendations

In addition to the Rental Fee Waiver Policy and Recreation Subsidy/Fee Assistance Policy that the Town already has in place, the Town should consider having a user fee policy that would guide the annual rate setting and review process. It is recommended that the fee setting framework include the best practices identified in the previous section, including:

- Defining the full cost of service;
- Determining if a fee can be imposed on a benefitting individual;
- Undertaking a community benefit analysis and established cost recovery policies; Considering non-resident fees. Non-resident fees were strongly favoured in the community survey results; and
- Reviewing the market comparator fees and levels of service provided.



2. Town of Cobourg (Cobourg)

The Town of Cobourg does not currently have a specific policy for the determination of user fees.

2.1 Rental Fee Waiver Policy

- The purpose of the policy is to provide financial assistance to eligible not-for-profit organizations in the form of fee reductions for facility expenses.
- This policy is administered by the Cobourg Community Centre and the Parks Department, and the Director of Public Works.
- Eligibility Criteria:
 - The organization must be a not-for-profit charitable organization.
 - The organization must be based in Cobourg with at least 51% of the participants being Cobourg residents.
 - The activity shouldn't be similar to a program or activity already offered by Cobourg.
 - A benefit to the community/public should be demonstrated.
 - The event should occur within Cobourg and be at a designated Cobourg Facility/Park.
 - The organization must demonstrate financial need.
 - Sufficient documentation should be provided validating the request.
 - A maximum of 50% of the fee will be waived with the total value waived not exceeding \$500.
- Events related to the following are not eligible:
 - Any private events.
 - For-profit individuals, groups, or organizations.
 - Events or activities that are not open to the public.
 - Organizations based outside of Cobourg.
 - Not fulfilling obligations during a previous fee waiver/reduction.
 - Any sale or consumption of alcohol.
- The Director of Public Works or designate has delegated authority from Council, however the fee waiver/reduction should still be in accordance with this policy. The Director of Public Works may pass the decision of passing the fee waiver/reduction to Council.



- Organizations may appeal a decision by the Director of Public Works to Council.

2.2 Recreation Subsidy/Fee Assistance

- The purpose of this policy is to support financially challenged residents by setting criteria for providing subsidies and fee assistance for recreational activities.
- The subsidy/fee assistance program is available to eligible Cobourg residents for all recreation and leisure programs offered by Cobourg Community Centre and Cobourg Seniors Activity Centre.
- In order to qualify for a 25-75% fee subsidy and assistance, residents must meet the Statistics Canada Low Income Cut Offs for different levels of income and family size.
- Residents can request program subsidies on a yearly basis with the following limits:
 - Up to 5 weeks for day camps.
 - Up to 2 sessions each year for skating programs.
 - A maximum of 1 program per participant in each session for all other general programs.
- In order to qualify the fee must be over \$60 and the maximum subsidy/fee assistance per year is \$200.
- A minimum number of full paying participants are required.
- An annual staff report is provided to Council on the usage of this program.

3. City of Quinte West (Quinte West)

User fees are determined every 4 years via by-law. The fees are suggested by staff and the different departments are consulted. Fee considerations are subject to the departments and cost-recovery considerations. There are no standardized cost recovery considerations and cost recovery levels are determined by the different departments. However, Quinte West has a Fee Waiver Policy.

3.1 Fee Waiver Policy:

- The Fee Waiver Policy was developed to create consistency and set parameters around the waiving or reduction of fees to service clubs, community groups and volunteer organizations.
-



- The intent of this policy is to streamline the fee waiver process and provide a consistent approach in the information that is provided for consideration. For further clarity, a set of eligible and non-eligible criteria was established for the approval of fee waiver or reduction:
- Eligibility Criteria:
 - The organization or group must operate as not-for-profit (approved by the City);
 - The activity does not duplicate or conflict with an existing program or activity;
 - The activity will provide benefit to the community/public;
 - Organizations must demonstrate financial need and validate their request for consideration of waiving or reduction of fees;
 - The organization or group is Quinte West based or the event/activity/function will occur within the Municipal boundaries at a designated City facility or park; and
 - Maximum value of fees to be waived is \$1500, per annum.
- Events related to the following are not eligible:
 - All Events held in the Gathering Hall at the Trent Port Marina;
 - Private events such as wedding, birthdays, anniversary parties etc.;
 - For-profit organizations, individuals or groups and businesses;
 - Events or activities that are not open to the general public;
 - Organizations based outside Quinte West (unless the demonstrated benefits are primarily to the residents of Quinte West);
 - Projects or organizations that did not fulfill their obligations during previous events or activities for which park or facility permit fees were waived or reduced; and
 - Events or activities involving alcoholic beverages where the proceeds are for profit and not being directly donated to the charity or cause that the fee has been waived for.
- Application Process:
 - Community groups, individuals or organizations that wish to be considered for the waiving or reduction of fees must apply in writing to the Corporate Services Department using the detailed application form.
 - Applications must be submitted to the Corporate Services Department a minimum of 60 days prior to the event for consideration.



- Received applications will be forwarded to the appropriate departmental manager for their review. Subject to the review, the departmental manager will either approve or deny the request based on eligibility criteria and/or availability of requested facilities, if applicable.
 - The applicant will be advised in writing of the decision.
 - Where there is reasonable doubt as to whether or not the organization is eligible, the application may be brought forward to the Corporate and Financial Services Committee for final recommendation of a decision.
- If the applicant does not agree with the decision provided, they may submit a request for reconsideration in writing to the Manager of Building & Facilities to be forwarded to the Corporate and Financial Services Committee for consideration.
- The following is a list of items which shall be exempt from municipal fees:
 - Permits related to Municipal Projects
 - Permits related to Habitat for Humanity
 - Fees associated with events conducted by the City (i.e. facility use fees, tent permit fees)
 - Hastings County Plowing Match
 - Minor Hockey Ice Rental Fees – for 1 tournament (Max.\$10,000 per annum)
 - Quinte West Junior A Hockey Club (Trenton Golden Hawks) Ice Rental
 - Fees – for the Annual Showcase (Maximum \$10,000)
- All waiving of fees will be recorded in the financial records to show the amount waived.

4. City of Belleville

Council approves rental rates and the operating budget yearly without a specific cost recovery level or a user fee policy.

In a pursuit of a more business-oriented approach, Belleville regularly adjust their user fees while taking into consideration the following factors:

- The financial capacity of taxpayers, including Belleville's operating budget and service and facility costs.
- The affordability of users and participants, with due regard to potential impacts on private enterprises.



- Rates charged by relevant comparators.
- Comparison with rates charged by "like" municipalities to ensure fairness.
- Ensuring that municipal comparisons are based on similar standards, acknowledging variations in services.
- Addressing supply and demand dynamics to maintain balanced fee structures.

4.1 Rental Reduction Request Policy

- Belleville's Recreation, Culture, and Community Services Department acknowledges the valuable contributions of local community volunteer organizations. This procedure outlines the guidelines for handling requests to waive rental fees for the use of their facilities or parks.
- All organizations must pay the standard rental fees for facilities and equipment as per the department's usual procedures.
- Organizations seeking a reduction in rental fees must submit a written request, including a financial report of the event and supporting documents justifying the request, within 30 days after the event. Considerations for fee reduction will be based on the event's benefits to the community and Belleville.
- Staff will review the financial statement and present a report to Council, recommending an appropriate rental reduction based on the established rental fee. Any additional expenses directly related to the event incurred by the Department must be covered by the organization.
- Rental fee reductions will be granted exclusively to non-profit organizations serving Belleville and its residents. If Council approves a fee reduction request, the Recreation, Culture, and Community Services Department will initiate the refund process.

4.2 Grant Policy

The purpose of this policy is to establish a consistent procedure for granting monetary support and municipally owned resources to community organizations, groups, and events. The main goal of these grants is to promote community well-being and the growth or recognition of individuals through equitable resource allocation.

The policy applies to direct monetary contributions and the use of city services, facilities, or equipment that don't qualify for other Council programs. It specifies the types of



municipally owned resources eligible for grants, such as facility use, staff support, equipment, and materials, with possible fee waivers or reductions. Some organizations may be exempted from this policy based on Council decisions.

Requests should be made 60 days in advance of the event, and grants come from the annual budget. Grant applications can be submitted at any time. Grants are not a commitment for future funding, and conditions may be imposed. Non-compliant groups won't receive grants. Operating expenses are generally not funded except for specific cases. Social Infrastructure grants have a specific application process and date.

General Eligibility Criteria:

- Applicants must demonstrate the need for their request using the provided application form.
- Grants are not available to individuals.
- The municipality may limit the number of grants to a single organization in a given year.
- Both applicants and the event must be located in Belleville and benefit its residents.
- Organizations or charities primarily focused outside the municipality are not eligible for municipal grants.
- Council's decisions on eligibility are final.
- Applicants seeking municipally owned resources must have commercial general liability insurance, with a minimum coverage of \$2,000,000. Higher coverage may be required based on the application review.

Ineligible Applicants:

- Political parties
- Individuals

4.3 Recreation Program Subsidy/Fee Assistance Policy

Belleville aims to ensure that all residents and taxpayers have equal access to the city's recreation programs and activities. To achieve this, they have established a financial assistance program.



This policy applies to all residents and taxpayers of Belleville who are facing financial hardships and need assistance to participate in specific city-operated recreation programs. Importantly, this subsidy cannot be combined with other community subsidy programs. Belleville's Recreation staff is responsible for overseeing the implementation of this policy.

Procedural Guidelines: The policy lays out specific steps to determine eligibility and provide support for residents accessing municipal programs. Those unable to afford these programs must complete a subsidy application form, with requests treated confidentially, and the Recreation Program Supervisor empowered to tailor approved subsidy rates on a case-by-case basis. Assistance options may include flexible payment plans, including post-dated checks. Eligibility for the subsidy is assessed annually based on Statistics Canada's Low Income Cut-Off thresholds, with assessments conducted if a resident's request exceeds the income limits on the Recreation Subsidy Chart. Applications must be submitted at least 10 days before the program or workshop's start date, and applicants are required to provide documentation, including Personal Income Tax Notices, ID with a current address, and household member information. Approved applicants can renew their subsidy on an annual basis, enabling participation in various programs throughout the year, with different discount levels available for various programs and workshops. A minimum required number of paying participants is necessary for the acceptance of subsidized spots in each program.

The policy is periodically reviewed to ensure it continues to meet the evolving needs of the community, taking into account changes in the city's population and demographics.

Eligibility and Discount Rates.

The following are at the approved discounted rate (25%, 50%, or 75% off):

- Summer camps
- March Break Camp, PA Day Camps and Holiday Camps (extra hours are not included)
- Group aquatic lessons
- Group skating lessons
- Health & Wellness programs/workshops



- Special Interest programs/workshops (Program materials/supplies, books/manuals, or exam fees are not subsidized)

The following are eligible for up to a maximum of 50% off:

- Recreational Gym/Swim/Skate/Workout Studio pass packages
- (10, 20, 40 packs)
- Lunch Time Express Pass
- Aqua Fitness Session Pass
- Drop-In Fitness/Aqua Fitness 10 pack
- Shinny Hockey Pass Packages

The following programs/items are excluded:

- Single drop-in passes
- Private Lessons
- Semi-Private Lessons (may be considered on an individual's need)
- Personal Training Sessions
- Camp swimming lessons & extra hours
- 50+ Centre Annual Memberships
- Seniors Luncheons
- Extra Fee for Supplies (Art Classes, Cooking Classes, etc.)
- Extra fees for materials/books/exams for leadership courses

5. City of Peterborough (Peterborough)

User fees are established by examining municipalities of comparable size in the area to maintain alignment, while also considering the maximum annual increase allowed by the council as mandated. The sport facility rental fees offer a discount for youth sports and non-prime time slots to encourage access to the facilities at all times. A deduction is also available for adult programs focused on providing sport access to individuals with special needs, with this group receiving the youth rate, which is a 75% discount off the hourly adult rental fee. Program fees provide a discount of approximately 25% to active members of the municipal community center and offer subsidized opportunities based on income level. Currently Peterborough does not provide a different rate for residents vs. non-residents. Their cost recovery guiding principle usually aligns with a net zero expectation. Peterborough budgets with the aim of generating revenue only sufficient to



sustain the facilities or operate the programs. Some facilities include a mandatory capital cost added to the rental fee, designated for substantial facility upgrades or repairs.

5.1 Sports, Recreation and Leisure Policy

This Policy sets out a framework for ensuring that comprehensive and accessible Sport, Recreation, and Leisure Services are available within Peterborough to all residents of Peterborough, regardless of age, ability, ethnic diversity, or circumstance.

The following sets out the policy statements:

- Plan and provide inclusive Sport, Recreation, and Leisure Services for all residents, considering diverse backgrounds, ages, and interests.
- Ensure services comply with the Accessibility for Ontarians with Disabilities Act, addressing the needs of persons with disabilities.
- Offer financial assistance options and explore funding/partnerships to support individuals with limited financial resources.
- Provide accessible outdoor spaces for active and passive Sport, Recreation, and Leisure Activities.
- Develop inclusive and adaptable Sport, Recreation, and Leisure Facilities that can accommodate changing trends and serve multiple purposes.
- Allocate and use Peterborough's facilities fairly to cater to diverse priorities and interests.
- Explore opportunities to promote Sports Tourism initiatives.
- Collaborate with community partners to identify and fulfill mutual interest Sport, Recreation, and Leisure Activities.
- Align local initiatives with provincial and federal programs to maximize community benefits.
- Foster consistent Sport, Recreation, and Leisure Services across the Peterborough region through ongoing collaboration and consultation with township partners.



5.2 Recreation Fee Subsidy Program

Peterborough offers financial assistance to eligible families and adults for a variety of programs depending on the age of the applicant as well as a discounted membership option for adults over the age of 18.

5.2.1 Recreation Fees Subsidy

- It helps low-income families and those on social assistance.
- To be eligible the applicant must be a resident of Peterborough, meet the low-income financial criteria or be receiving Ontario Works or ODSP.
- The program covers registration costs for recreational programs in the city.
- Programs include sports, aquatic activities, and camps for kids under 18.
- You can apply for multiple programs for one or more participants.
- The subsidy amount is up to \$100 or \$200 per year, based on household income.

5.2.2 Peterborough Sport & Wellness Centre Program Subsidy

- Peterborough Sport & Wellness Centre provides discounted rates on programs for individuals over 18.
- To be eligible the applicant must meet the low-income financial criteria or be receiving Ontario Works or ODSP.
- City residency is not a requirement for applicants to qualify for these discounts.
- Approval of the application doesn't guarantee a reserved spot in a Sport & Wellness Centre registered program.
- Participants need to register for desired programs following standard registration procedures after application approval.
- Payment for the program is due at the time of registration.
- Applications won't be accepted for programs that are already paid for or have taken place.

5.2.3 Subsidized Memberships

- Peterborough Sport & Wellness Centre offers membership subsidies.
- Membership is valid from June 1 to May 31 each year.
- Reapplication for this membership type starts in April.



- Membership includes access to fitness centre, aquatic center, and gymnasiums during operating hours.
- Access to fitness classes, drop-in programs, and discounts on registered programs are also included.
- Membership rates:
 - Individual Membership (age 25 to 84): \$27.50 per month + H.S.T.
- One Adult/Family Membership*: \$50 per month + H.S.T. *Dependents must be under age 22 and reside at the



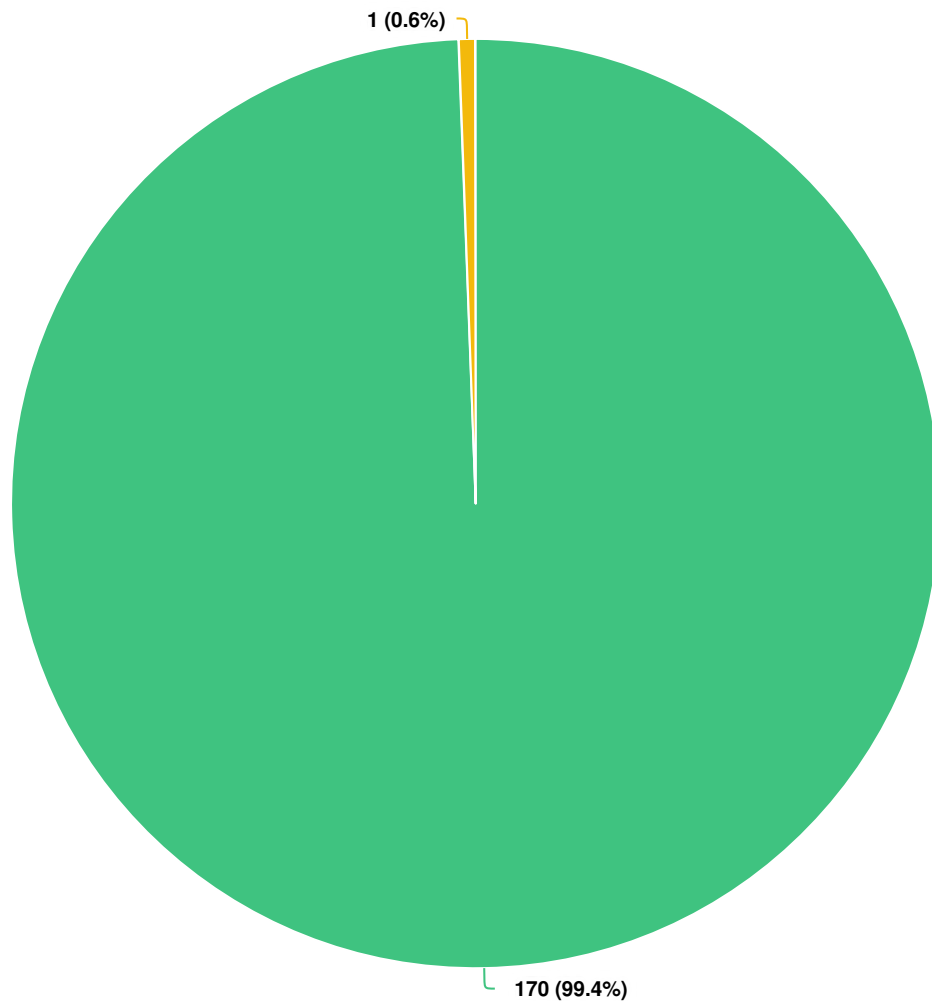
Appendix B

Community Survey



Appendix B: Community Survey

Did you read the background information provided on the project engagement page and understand that municipal services are primarily funded through either user fees paid directly by those using the service or municipal taxes paid by all landowners ...



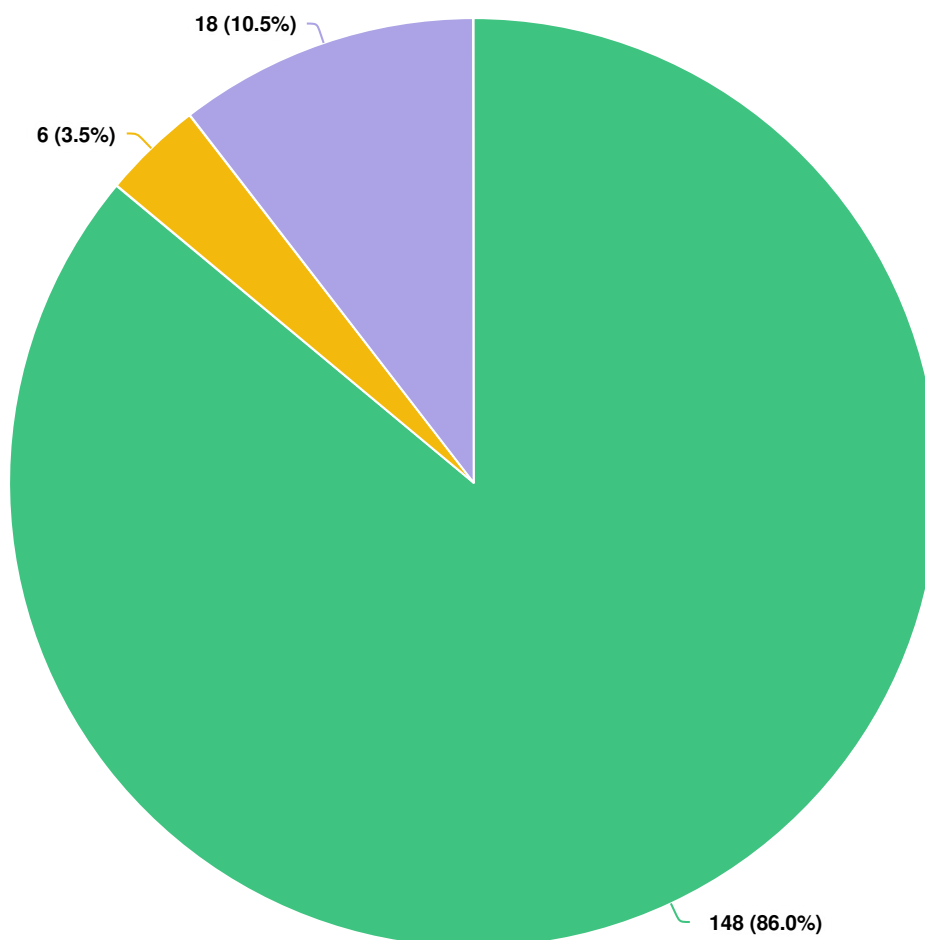
Question options

☒ Yes ☐ No

Optional question (171 response(s), 2 skipped)

Question type: Radio Button Question

Do you agree that user fees should be in place for some of the services provided by the Town?



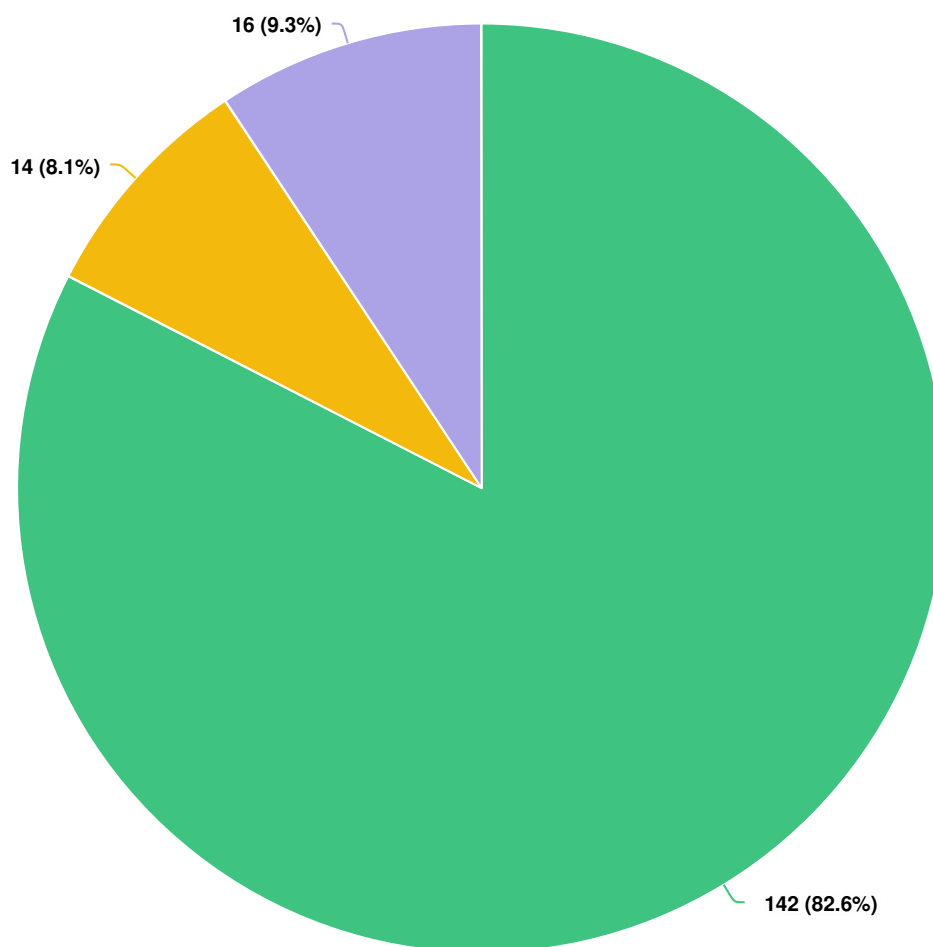
Question options

☒ Yes ☐ No ☐ Not sure

Optional question (172 response(s), 1 skipped)

Question type: Radio Button Question

For services that are funded partially through user fees and partially through municipal taxes, should non-residents who do not pay taxes in the Town be charged a higher user fee?



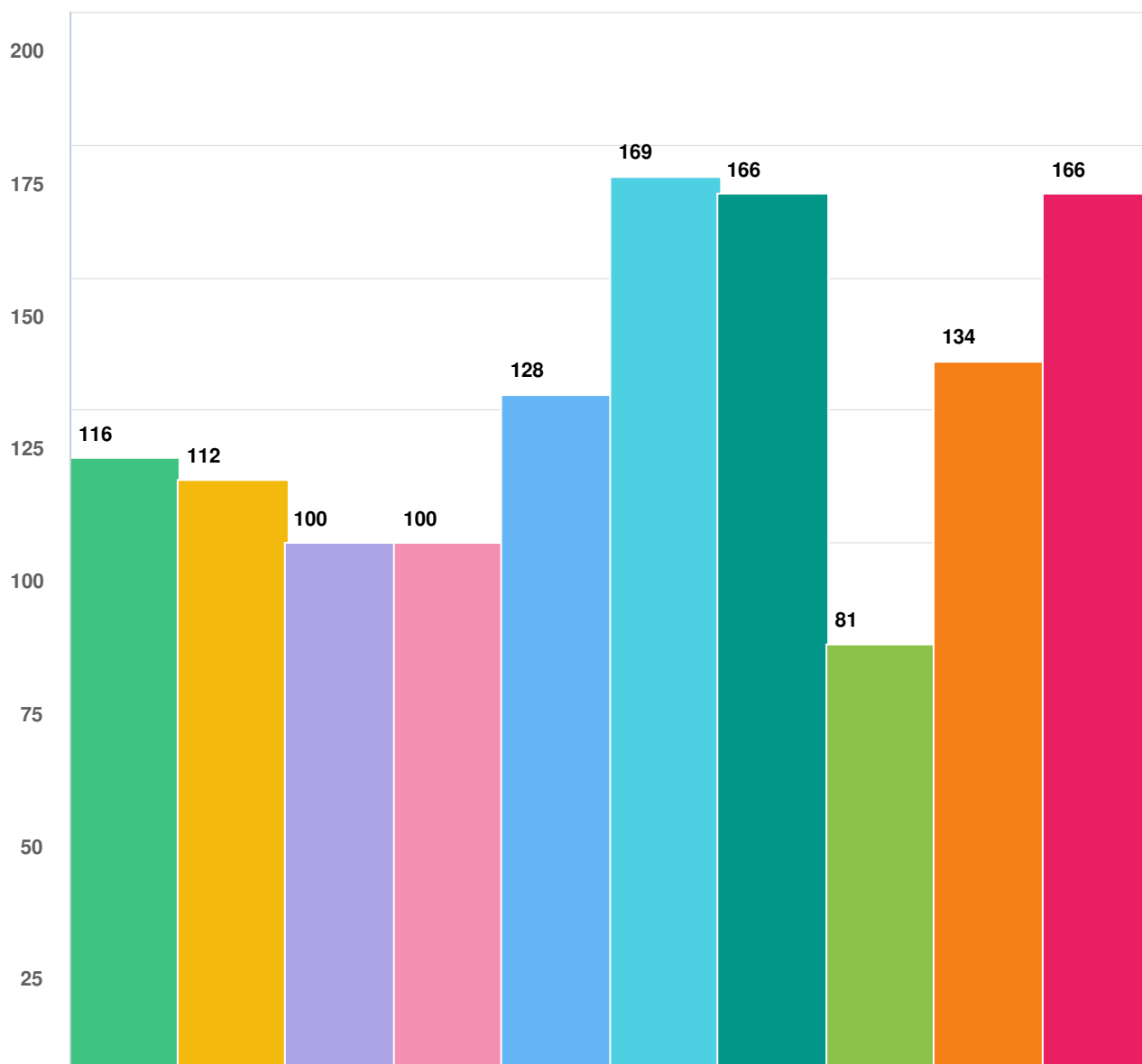
Question options

☒ Yes ☐ No ☐ Not sure

Optional question (172 response(s), 1 skipped)

Question type: Radio Button Question

Do you think user fees should be imposed for the following services (check all that apply)?



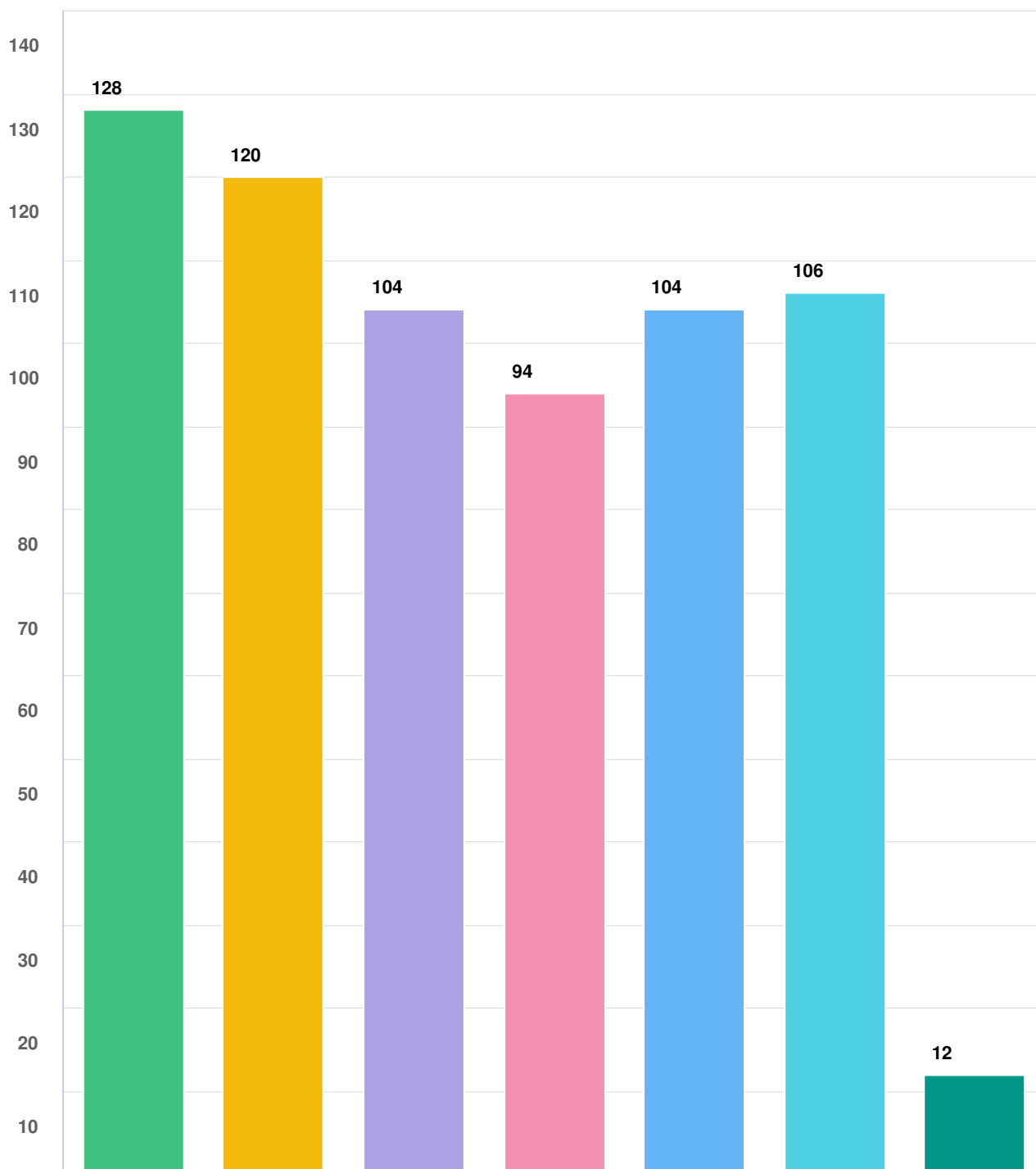
Question options

- Use of municipal facilities (e.g., Cobourg Community Centre, Victoria Hall, and Concert Hall)
- Public Works, Engineering, and Environmental Services (e.g., septic waste, permits, development engineering fees)
- Finance (e.g., tax certificates overdue tax notices)
- Fire Services (e.g., false alarms response and burn permits)
- Municipal licensing, by-law enforcement, and clerks (e.g., by-law enforcement inspections, business licenses, dog tags, marriage licences, and death certificates)
- Marina (e.g., dockage fees)
- Trailer Park/Campground (e.g., seasonal and nightly bookings)
- Parks (e.g., soccer field or ball diamond rental)
- Planning applications (e.g., zoning by-law amendment and minor variance applications)
- Special Events (e.g., special event permits and filming)

Optional question (171 response(s), 2 skipped)

Question type: Checkbox Question

Where user fees are in place, should there be reduced user fees (in comparison to regular fees) for any of the following user groups (check all that apply)?



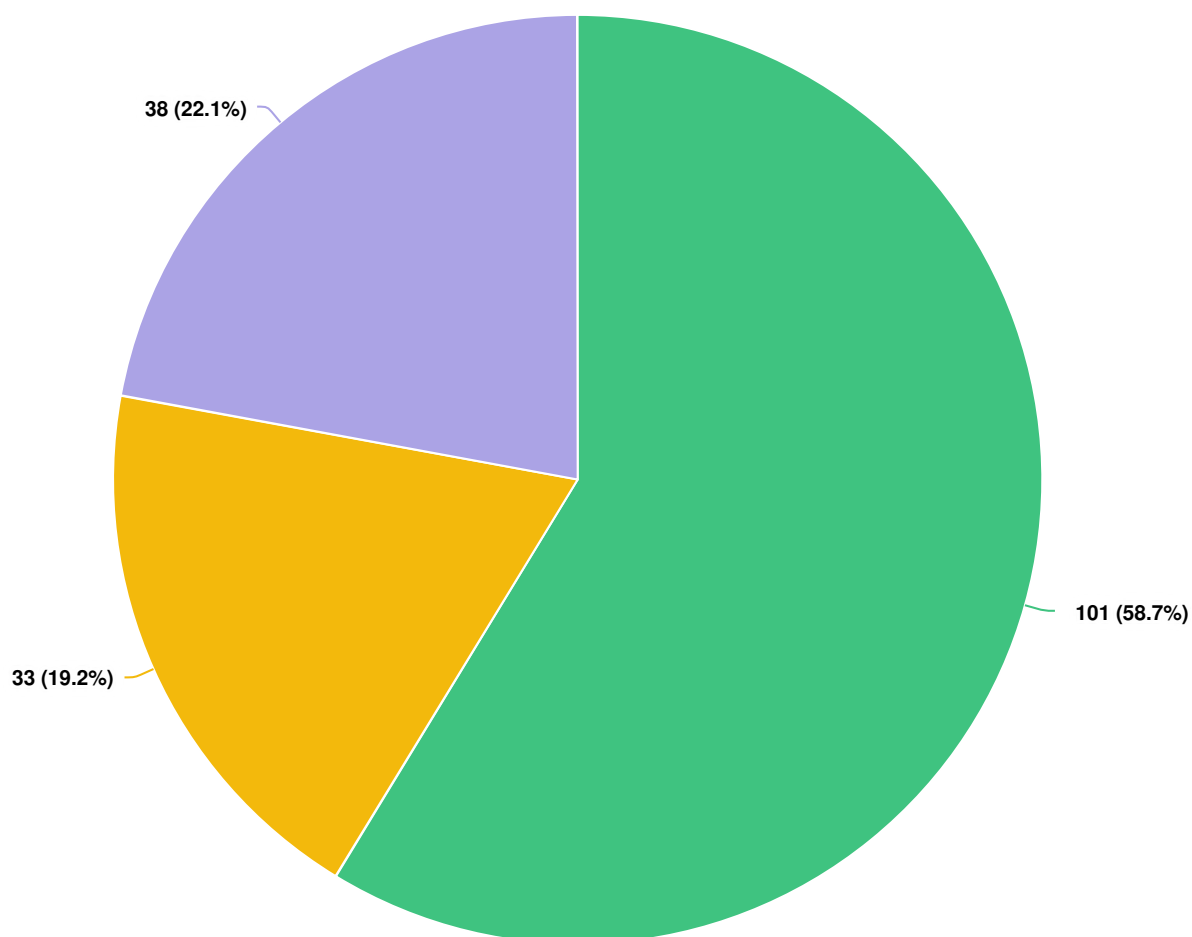
Question options

- Non-profit organization
 ● Children (0-10 years)
 ● Youth (11-17 years)
 ● Students
 ● Older adults (65+ years)
- Individuals requiring financial assistance
 ● Other (please specify)

Optional question (163 response(s), 10 skipped)

Question type: Checkbox Question

Do you agree that individuals requiring financial assistance should be offered discounted fees for service?



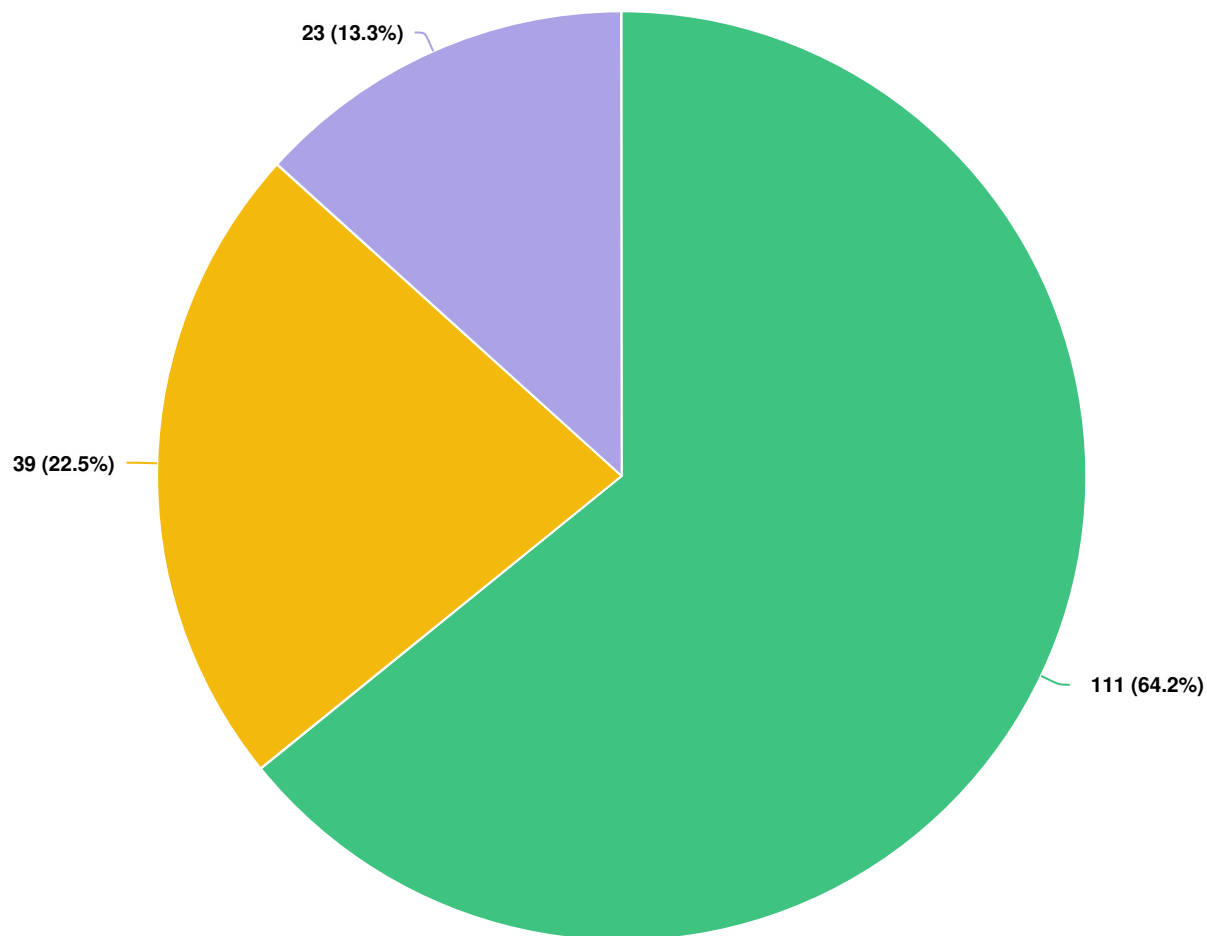
Question options

☒ Yes ☐ No ☐ Not sure

Optional question (172 response(s), 1 skipped)

Question type: Radio Button Question

Do you agree that services providing the following community benefits should be more heavily funded through municipal taxes then through fees paid by the user of the service?- Essential life and safety skills for all ages;- Basic essential introduc...



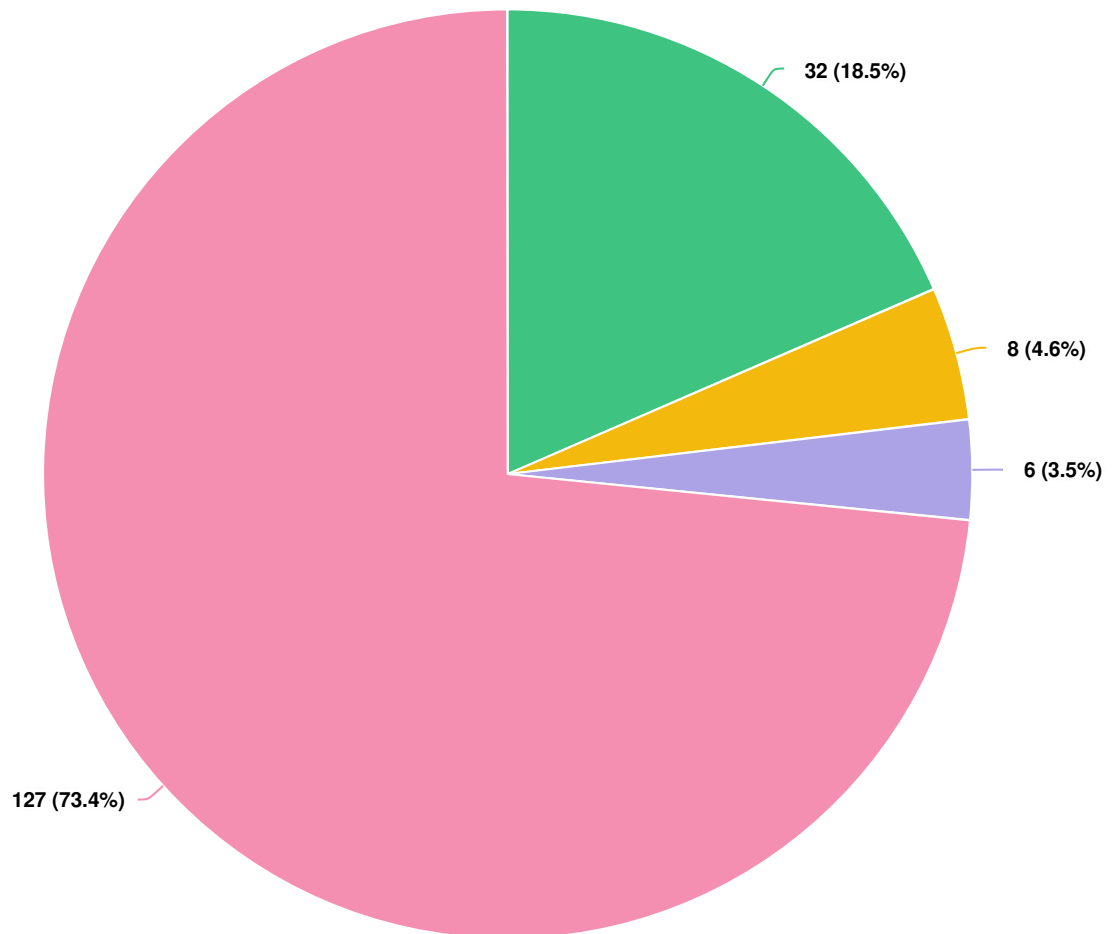
Question options

☒ Yes ☐ No ☐ Not sure

Optional question (173 response(s), 0 skipped)

Question type: Radio Button Question

Arena and Ice Rentals



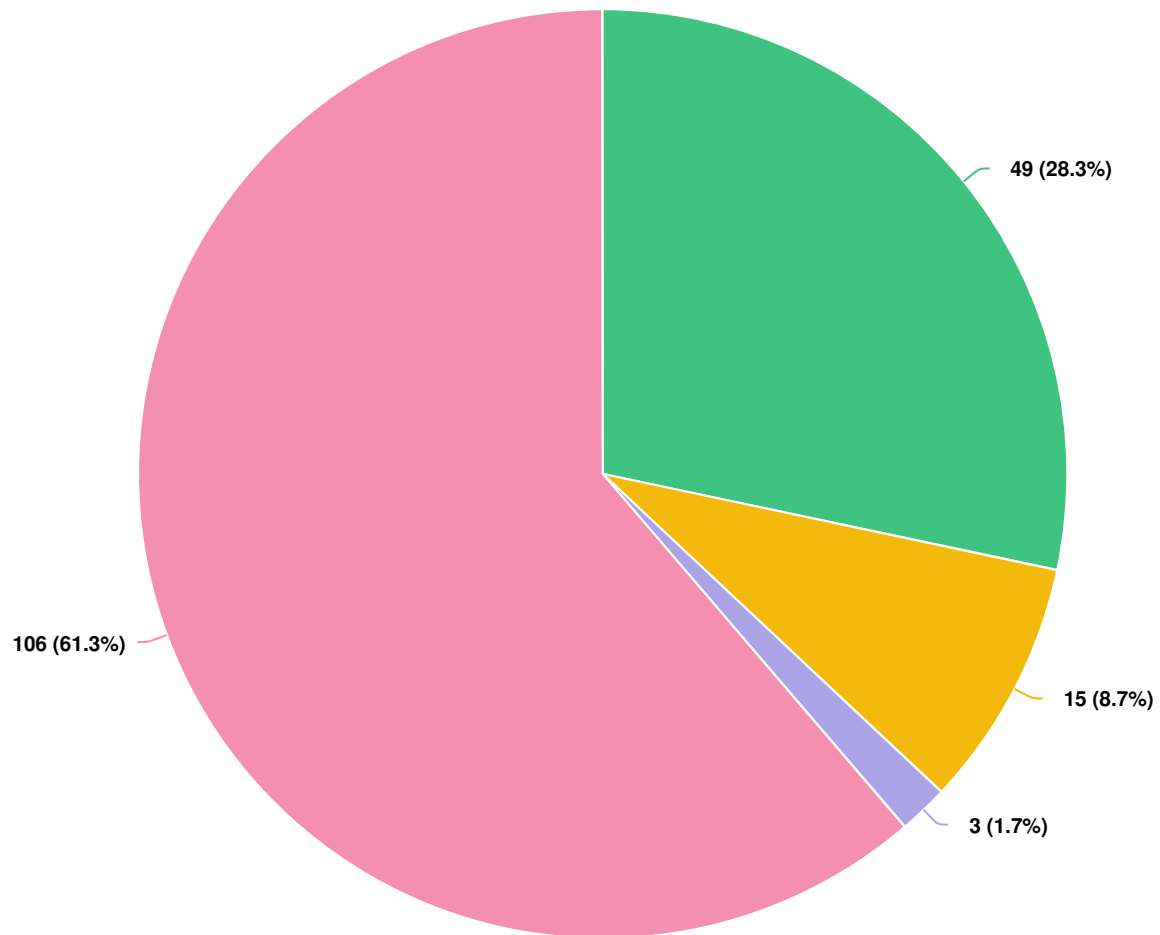
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- The fees do not matter, I am not interested in using this service

Optional question (173 response(s), 0 skipped)

Question type: Radio Button Question

Public Skating



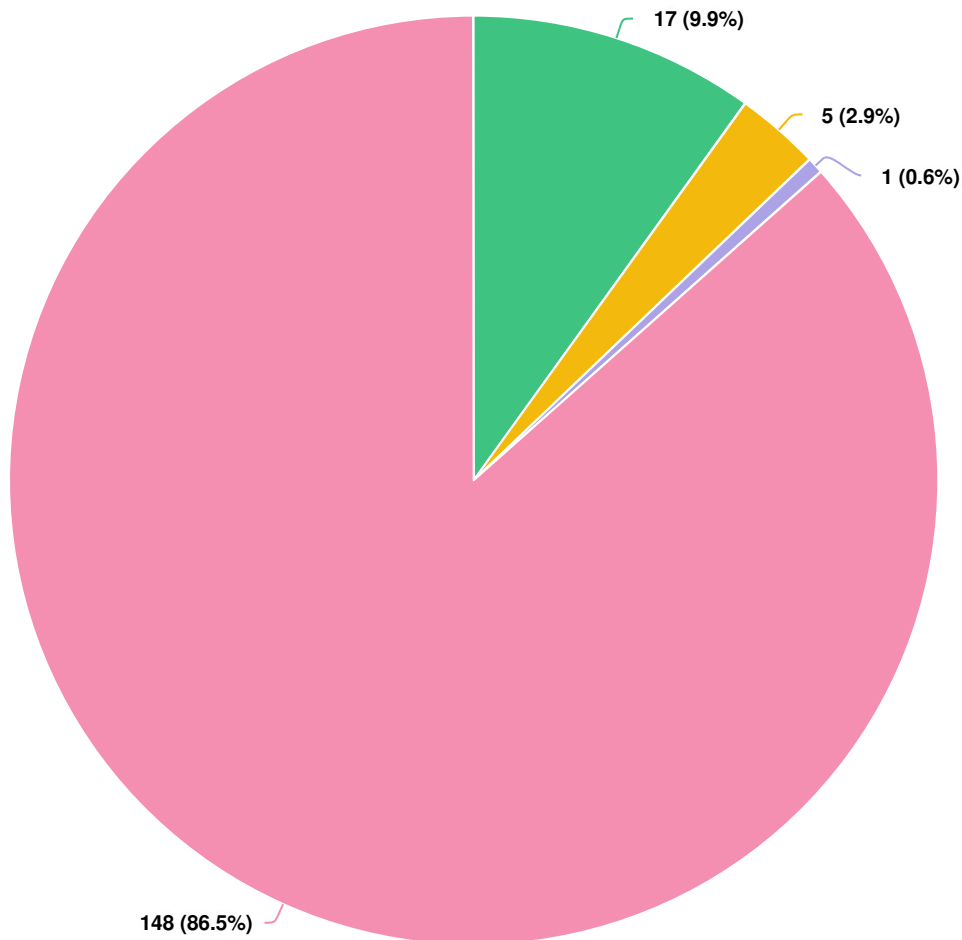
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- The fees do not matter, I am not interested in using this service

Optional question (173 response(s), 0 skipped)

Question type: Radio Button Question

Baseball and Softball Diamond Rental



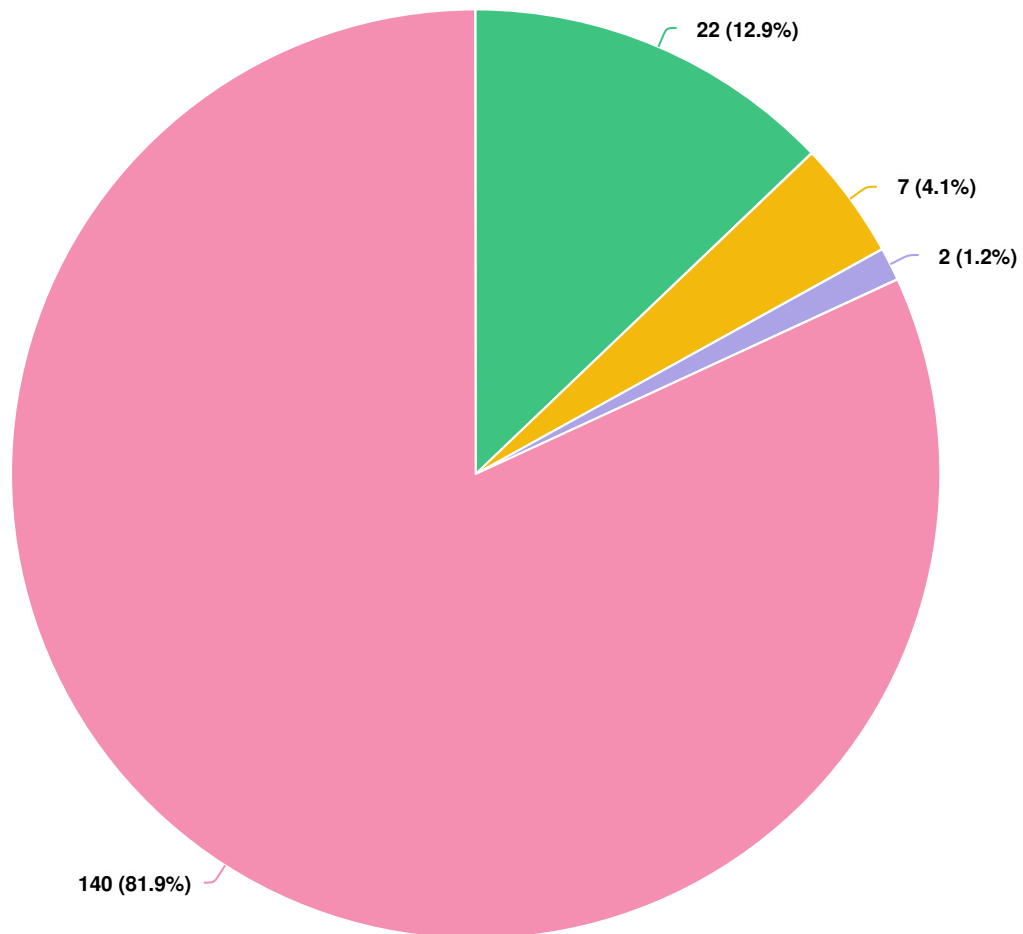
Question options

- ☐ They do not impact my use, I use the service as much as I would like
- ☐ I would use this service more if the fees were lower
- ☐ I do not use this service because the fees are too high
- ☐ The fees do not matter, I am not interested in using this service

Optional question (171 response(s), 2 skipped)

Question type: Radio Button Question

Soccer and Rugby Field Rental



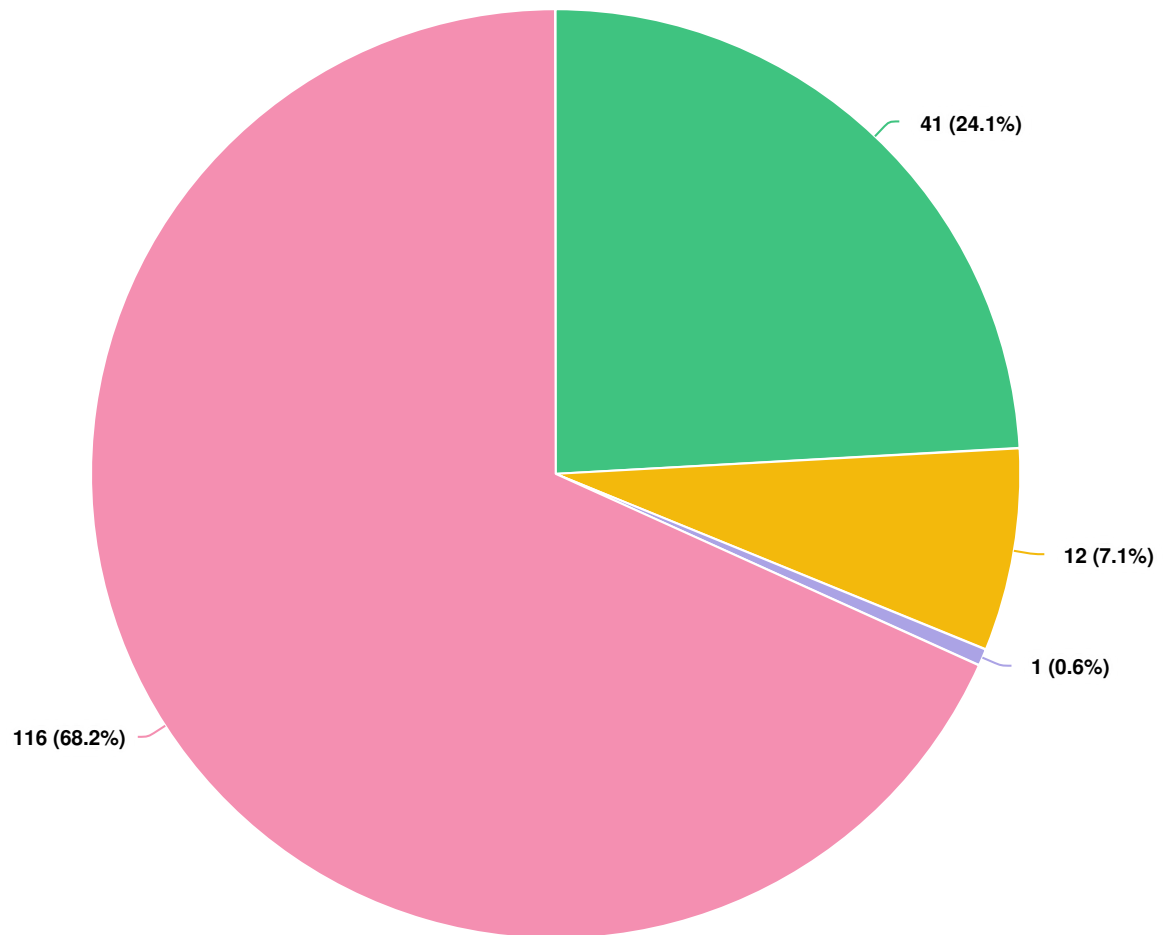
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- The fees do not matter, I am not interested in using this service

Optional question (171 response(s), 2 skipped)

Question type: Radio Button Question

Tennis Court and Beach Volleyball Rental



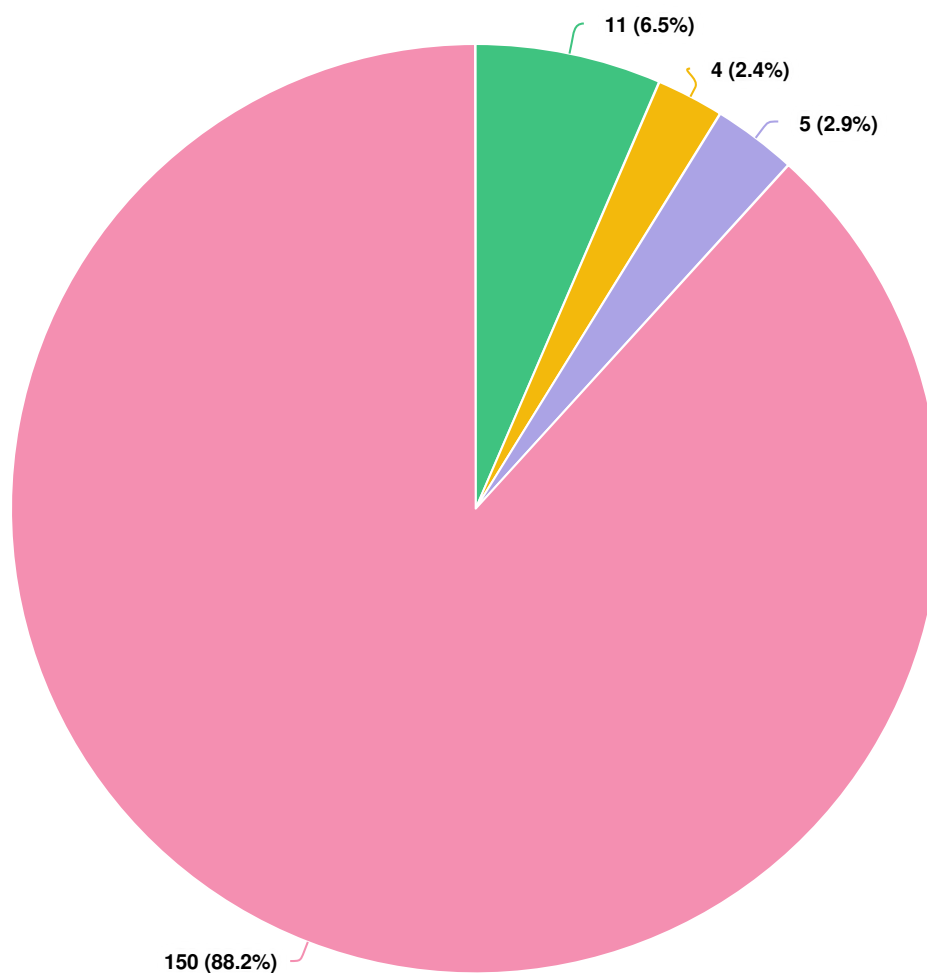
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- The fees do not matter, I am not interested in using this service

Optional question (170 response(s), 3 skipped)

Question type: Radio Button Question

Marina Seasonal Dockage



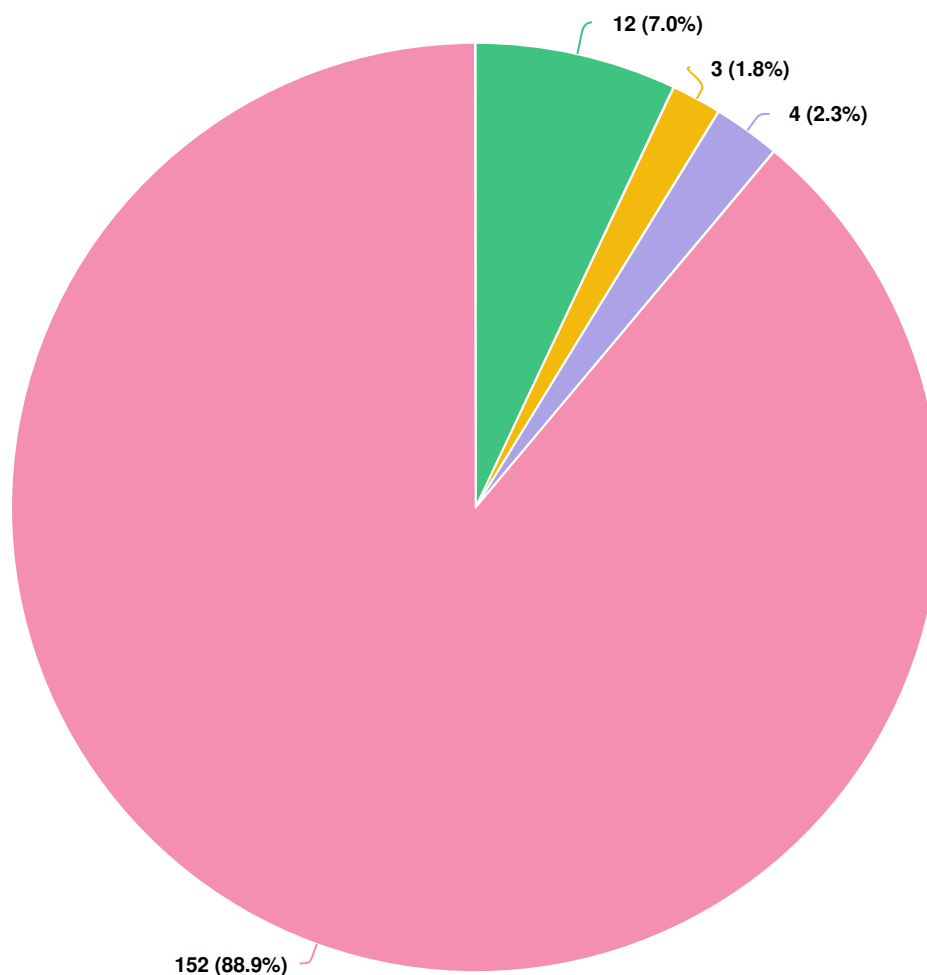
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- I am not interested in using this service

Optional question (170 response(s), 3 skipped)

Question type: Radio Button Question

Marina Dockage



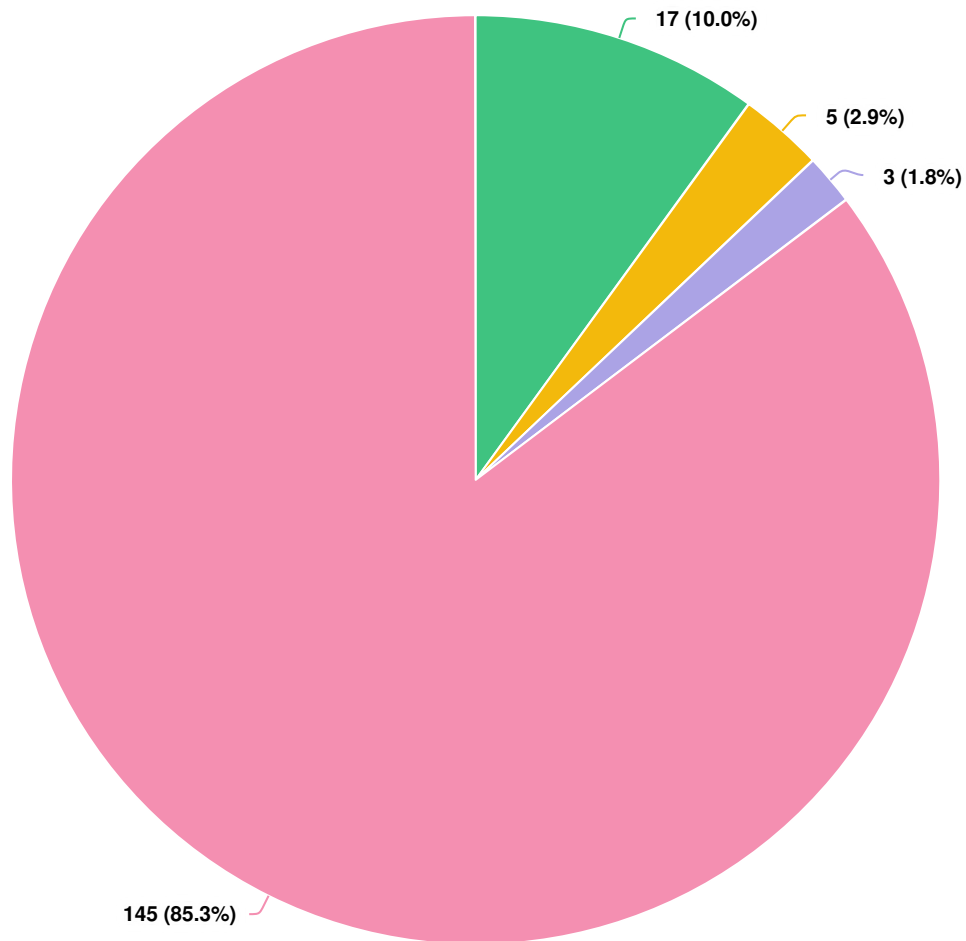
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- I am not interested in using this service

Optional question (171 response(s), 2 skipped)

Question type: Radio Button Question

Campground Bookings



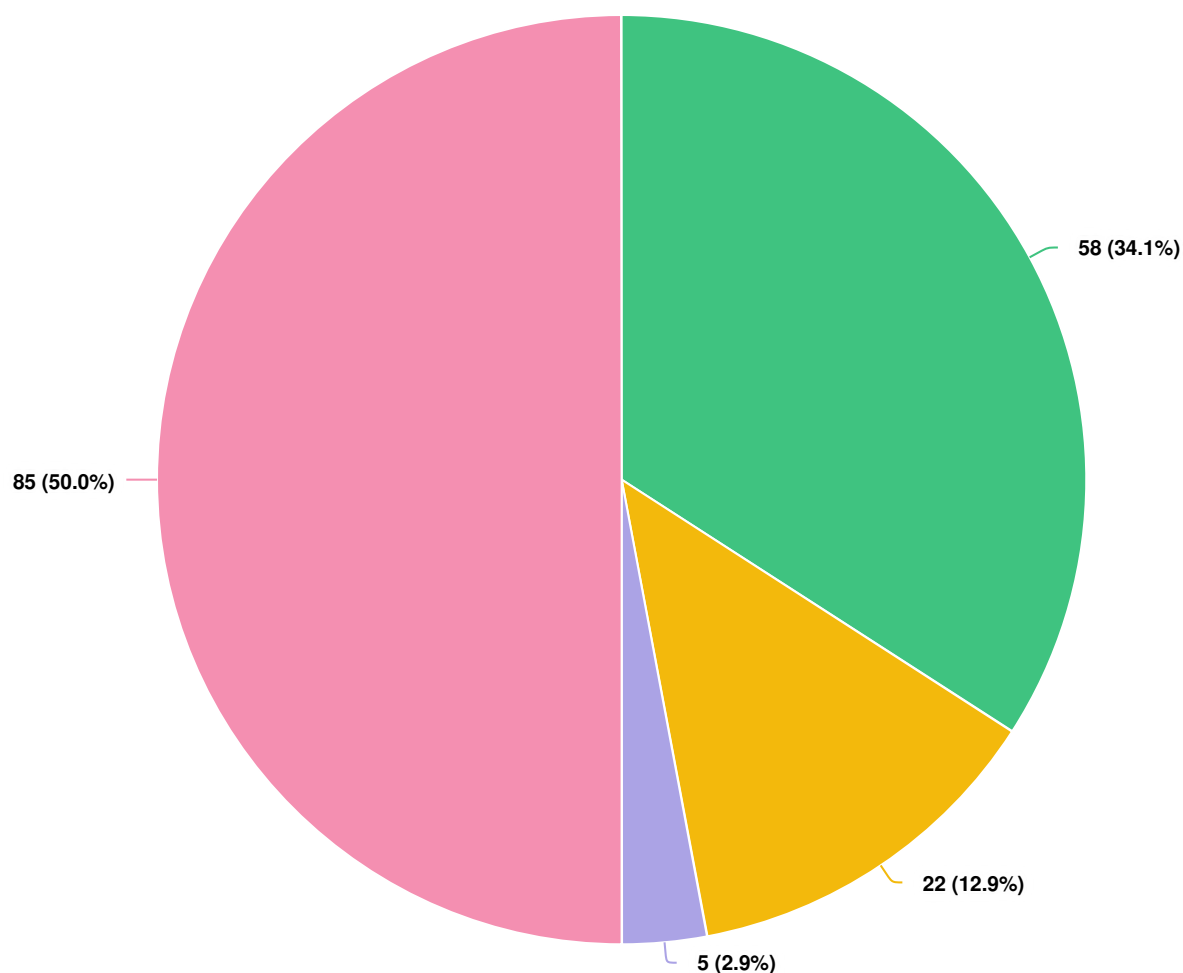
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- I am not interested in using this service

Optional question (170 response(s), 3 skipped)

Question type: Radio Button Question

Victoria Hall and Concert Hall rentals



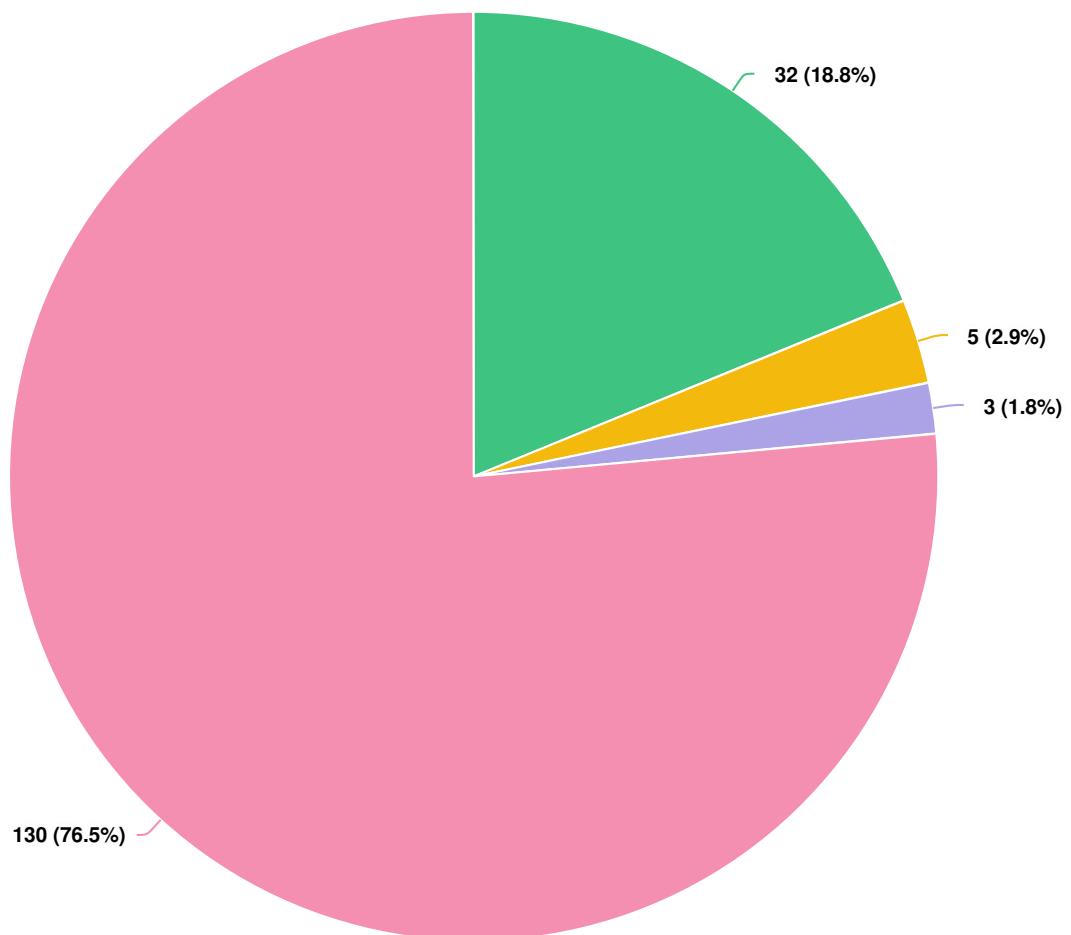
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- I am not interested in using this service

Optional question (170 response(s), 3 skipped)

Question type: Radio Button Question

Burn Permits



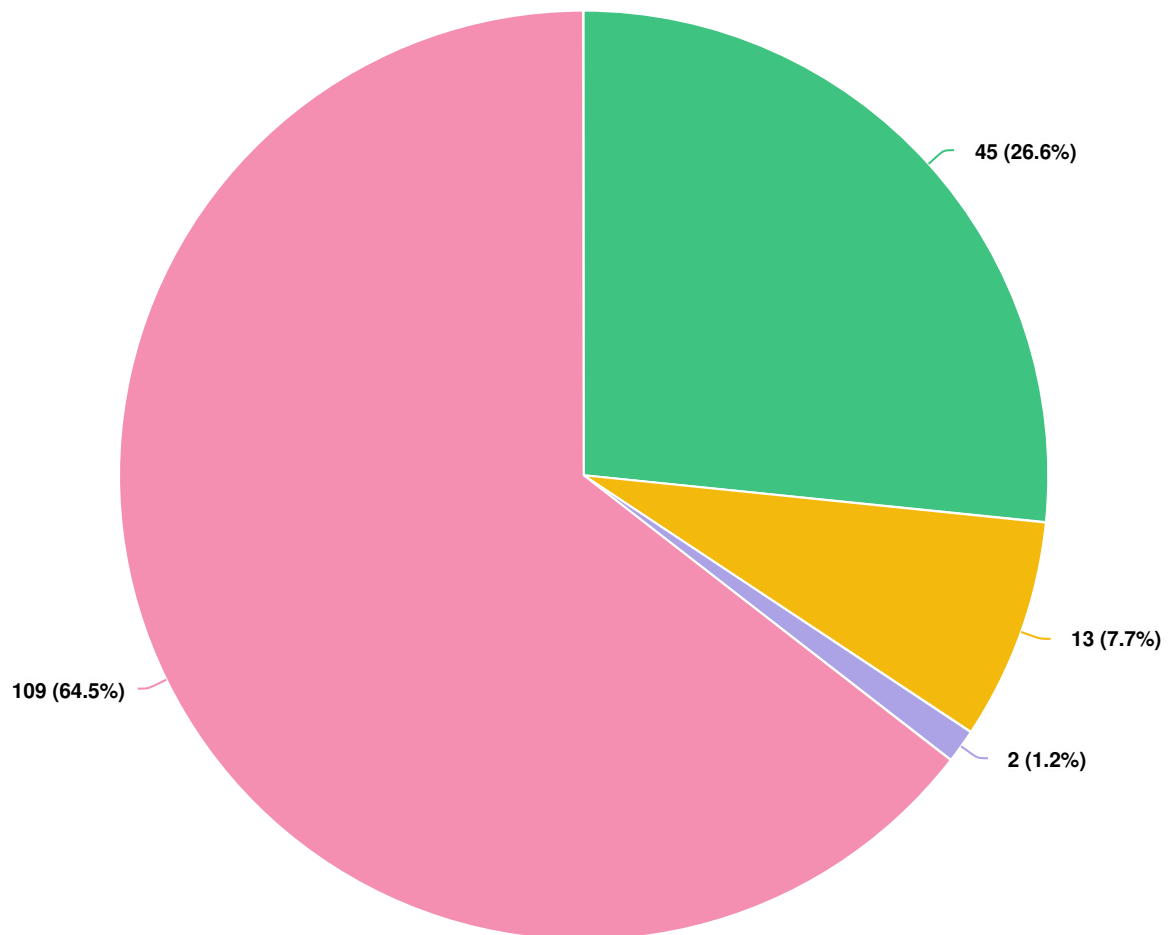
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- I am not interested in using this service

Optional question (170 response(s), 3 skipped)

Question type: Radio Button Question

Special Event Permits



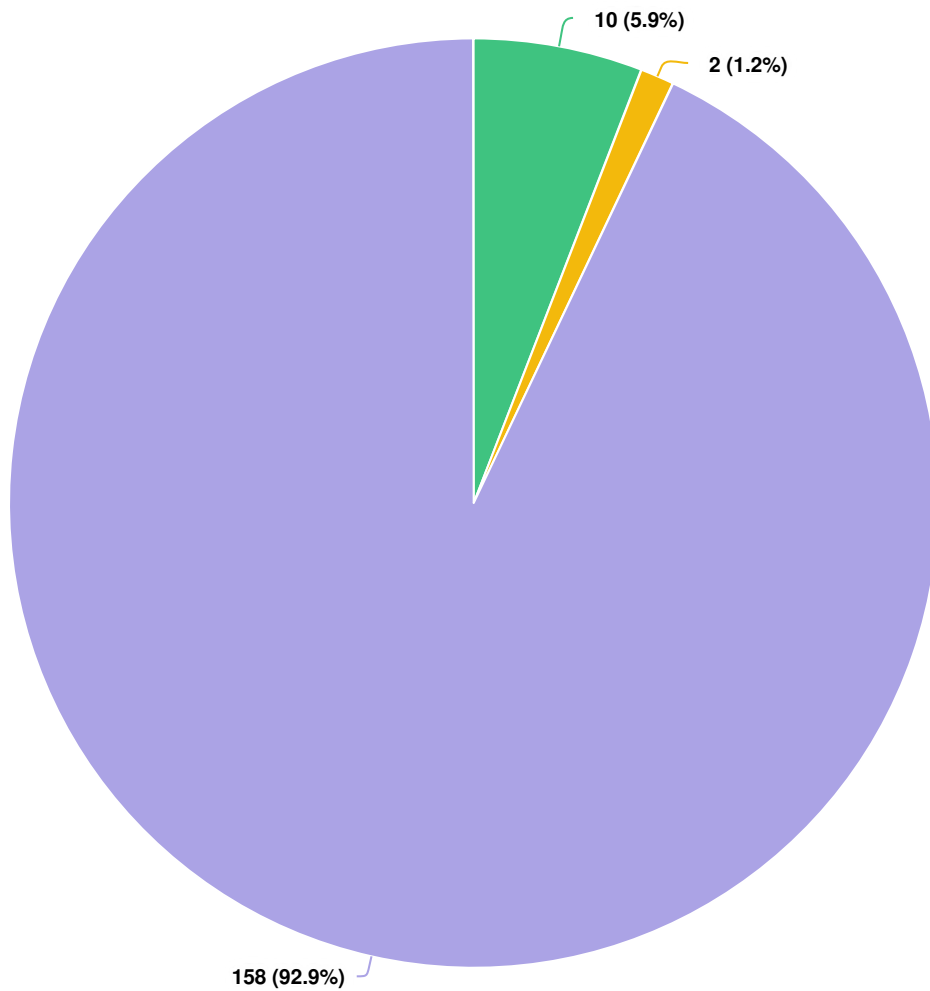
Question options

- They do not impact my use, I use the service as much as I would like
- I would use this service more if the fees were lower
- I do not use this service because the fees are too high
- I am not interested in using this service

Optional question (169 response(s), 4 skipped)

Question type: Radio Button Question

Filming Permits



Question options

- ☐ They do not impact my use, I use the service as much as I would like
- ☐ I do not use this service because the fees are too high
- ☐ I am not interested in using this service

Optional question (170 response(s), 3 skipped)

Question type: Radio Button Question