

Subject: 2021 Budget-Water and Wastewater Operating Budget, Rate Setting and Requisition

Report to: Budget Review Committee of the Whole

Report date: Thursday, November 26, 2020

Recommendations

- That the 2021 Water & Wastewater net operating base budget increase of \$1,229,624 or 1% for Operating and \$1,229,417 or 1% for Capital Financing over the 2020 operating budget **BE APPROVED** in accordance with the 2021 budget planning strategy;
- That the 2021 Water Operations gross operating budget of \$47,038,985 and net budget in the amount of \$46,656,372 as outlined in Appendix 7 for the Water Budget, Rates and Requisition **BE APPROVED**;
- That the proposed fixed water requisition shown in Table 4 of Report CSD 65-2020, based on 25% of the Region's water net operating budget for the year and divided by 12 to determine the monthly charge, to be billed to each of the serviced Local Area Municipalities starting January 1, 2021, apportioned based on their previous three year's average water supply volumes, **BE APPROVED**;
- 4. That the Region's proposed 2021 variable water rate of \$0.611, shown in Table 5 of Report CSD 65-2020, to be effective January 1, 2021 and calculated by taking 75% of the Region's water net operating budget and dividing by the estimated supply volume, to be billed on a monthly basis to each serviced Local Area Municipality based on the previous month's metered flows, **BE APPROVED**;
- That the 2021 Wastewater Operations gross operating budget of \$81,409,557 and net budget in the amount of \$78,774,320 as outlined in Appendix 7 of Report CSD 65-2020 for the Wastewater Budget, Rates and Requisition BE APPROVED;
- That the proposed 2021 fixed wastewater requisition as shown in Table 6 of Report CSD 65-2020, based on 100% of the Region's net operating budget for the year and divided by 12 to determine the monthly charge, to be billed to each of the Local Area Municipalities starting January 1, 2021, apportioned based on their previous three year's average wastewater supply volumes, **BE APPROVED**;

- 7. That the 2021 wastewater monthly bills **INCLUDE** the reconciliation for the 2019 net requisition allocation based on actual wastewater flows versus the estimated flows, as shown in Table 7 of Report CSD 65-2020;
- 8. That the necessary by-laws **BE PREPARED** and **PRESENTED** to Council for consideration; and
- 9. That a copy of Report CSD 65-2020 **BE CIRCULATED** to the Local Area Municipalities.

Key Facts

- The proposed Water net budget represents a \$0.7 million increase, or 1.60% over 2020; the proposed Wastewater net budget represents a \$1.7 million increase, or 2.24% over 2020, for a combined Water & Wastewater Budget increase of 2% as shown in Table 1.
- The budget is representative of the 2021 budget planning strategy of 2.00% for base budget expenditure (1% for operating and 1% for enhanced capital financing) before COVID-19 expenditures.
- Staff have deferred the 2021 request for a 5.15% increase that supports the Council approved Safe Drinking Water Act (SDWA) Financial Plan in order to comply with 2021 budget planning strategy.
- Incorporated in the 2% increase for the 2021 operating budget is the requirement for the operating and debt servicing cost associated with the proposed South Niagara Falls Wastewater treatment facility. This has been accommodated with a reduction in the transfer to the capital reserve which will be re-established through future commitments to the 5.15% increase in accordance with the SDWA Financial Plan.
- The requisition methodology conforms to Councils approved cost recovery methodology from 2011, which was reaffirmed through report CSD 61-2015, on July 2, 2015. The methodology apportions to the LAMs water at 75% variable rate and 25% as a fixed component and wastewater 100% fixed.
- The proposed variable water rate is increased to \$0.611 (2020 = \$0.602) attributed to the budget increase with no projected change in water flows for 2021.
- The municipal requisitions have been corrected for an error in one quarter of a year's actual water and wastewater flows incorporated within the three year average.

Financial Considerations

The Water and Wastewater Division's proposed 2021 net budget amount of \$125.40 million represents a \$2.5 million net increase or 2% (1% for base operating and 1% for enhanced capital financing) from the 2020 budget, as shown in Table 1. The total net cost related to the Wastewater program is \$78.7 million, representing a net increase of \$1.7 million, or 2.24% from 2020. The remaining \$46.7 million relates to the Water program, which has increased by \$0.7 million, or 1.60% from 2020. The proposed gross budget and comparison to the 2020 net budget are outlined in Table 1.

Water & Wastewater 2021 Budget Summary	Water	Wastewater	Total
2020 Net Requisition	45,921	77,021	122,942
2021 Budget:			
Total Operating Expenses	22,225	47,913	70,138
Business Support	1,828	3,296	5,124
Reserve Transfer & Debt Charges	22,527	29,430	51,957
2021 Gross Budget Total - Before	16 590	90 620	127,219
Enhanced Capital Financing	46,580	80,639	127,219
Enhanced Capital Financing (1%)	459	770	1,229
2021 Gross Budget Total	47,039	81,410	128,449
Less: Revenues*	(352)	(2,572)	(2,924)
Less: Safe Restart Funding*	(31)	(93)	(124)
2021 Net Requisition	46,656	78,744	125,401
Percentage Change	1.60%	2.24%	2.00%

*Revenue amounts presented in this table do not include revenue amounts in water and wastewater shared services (included as an offset in total operating expenses).

Analysis

The 2021 Water and Wastewater budgets were developed giving consideration to historical results (2019 actuals, 2020 forecast), operational concerns, legislative compliance, standard operating procedures, impacts as a result of COVID-19 and cross-divisional and corporate business support costs. In Table 2, the increases/pressures identified for 2021 are \$3.0 million before recommended mitigation measures totaling \$1.6 million.

Water & Wastewater 2021 Budget Summary	Water \$	Wastewater \$	Total \$	Total %
2020 Net Requisition	45,921	77,021	122,942	
Gross Increase/Pressures	599	2,376	2,975	
Base Subtotal	46,520	79,396	125,916	2.42%
Mitigations	(292)	(1,328)	(1,620)	
Safe Restart Funding	(31)	(93)	(124)	
Net Operating Increase	276	954	1,230	
Base Total	46,197	77,974	124,172	1.00%
Enhanced Capital Financing	459	770	1,229	1.00%
2021 Net Requisition	46,656	78,744	125,401	2.00%

 Table 2 – Summary of Proposed Water and Wastewater Budget with Pressures

 and Mitigations ('000)

Council previously adopted a 5.15% increase as per the SDWA financial plan. This would have allowed for a budget increase of \$6.3 million, however, the budget planning strategy only allowed for a 2% increase or \$2.5 million: 1% for base operating (\$1.2 million) and 1% for enhanced capital financing (\$1.2 million). Given the largely fixed cost nature of the operations (i.e., chemicals, utilities, property tax, previously approved debt charges) staff needed to identify mitigations options within the very small budget of discretionary spending so not to impact the daily operations of the services. Of the total requisition amount of \$125M for 2021 approximately 94% of the total amount is fixed as it relates to treatment of water and wastewater and capital financing. The remaining 6% can be classified as discretionary expenditures that does not specifically relate to water/wastewater treatment (i.e., CSO grants, certain building maintenance such as snow removal and grass cutting). The proposed mitigations will decrease the net requisition increase from 2.42% or \$3 million to the budget planning strategy amount of 2% or \$2.5 million.

The increases/pressures to the budget of \$3.0 million are largely due to the following:

- Utilities (Gross: \$0.8 million; Net: \$0.4 million) The gross increase aligns with overall corporate utility assumptions for 2021. Utility rebates of \$0.4 million have also been budgeted. This is an increase of 3.6% in the overall utility budget.
- Chemical Costs (\$0.5 million) The pressure is representative of various chemical contracts being renewed in 2021 plus additional anticipated chemical usage at the existing Niagara Falls WWTP to meet compliance objectives. This is an increase of 12.1% in the overall chemicals budget.

- Base Capital financing (\$0.5 million) 1% or \$0.5 million increase in base funding for capital to address infrastructure backlog.
- External Legal (\$0.3 million) External legal fees are anticipated to increase as a result of on-going legal issues associated with previously completed capital works which cannot be accommodated within the existing base budget of \$34,000.
- Property Taxes (\$0.3 million) Annual inflationary increases on property taxes plus the on-boarding of the previously unbudgeted new NOTL treatment facility. This is an increase of 12.5% in the overall property tax budget
- Bio-Solids (\$0.2 million) Expected increases in volumes and contract per unit rates as initiated in 2020. This is an increase of 3.23% in the combined bio-solids budget for cake disposal, land application and sludge haulage.
- Compensation (\$0.1 million) annual increases as per current labour contracts and policies.
- Business Support/Department Allocations (\$0.2 million) increase in allocations from other departments (i.e. integrated services, facilities, finance, insurance, etc.)
- Repair & Maintenance (-\$0.2 million) decrease in repair and maintenance as a result of reduced spend in 2020 (excluding the impacts of increase R&M Grounds as a result of student deferral – see below).

The mitigations of \$1.6 million are comprised of the following discretionary expenses:

- CSO Program Deferral (-\$1.0 million) The 2020 annual budget for this program is \$4.0 million with \$2.0 million funded from the rate requisition and \$2.0 million funded from Development Charges. Deferring half of the 2021 CSO would provide \$1.0 million relief on the proposed 2021 wastewater requisition. The \$1.0 million program cost represents 1.27% on the 2021 wastewater requisition and 0.80% on the combined 2021 water/wastewater requisition. The Region currently has \$16 million in commitments (as at y/e 2019) to 10 LAMs for approved but unspent CSO projects which will be maintained. Deferring half of the 2021 CSO funding may allow municipalities to complete historical projects that remain outstanding anticipating they too may experience some budget pressures due to the current economic environment but will allow some projects to proceed in 2021.
- Student Position Deferral (Gross: -\$0.4 million; Net: -\$0.2 million) Student positions supplement staff resources to enable staff to focus on special projects.

As well they are responsible for grass cutting which will now be completed by the contractor.

- Water Wagon/Water Festival Deferral (-\$0.2 million) Deferral of both the water wagon and in person water festival activities (continued virtually in 2020/21) for 2021 as a result of COVID-19 restrictions.
- Salary Gapping (-\$0.2 million) Staff have implemented a salary gapping strategy which estimates the savings due to staff turnover at 1% of the proposed personnel budget.

The proposed one-time mitigations provided above (deferrals of half the 2021 CSO program, student positons, Water wagon/festival, and conferences) will create additional pressures in 2022 to re-instate the programs, however these are anticipated to be accommodated within the 5.15% SDWA Financial Plan previously approved by Council.

Reserve Management - Capital/Infrastructure

The proposed 2021 budget planning strategy of 2% recommended 1% for base services and 1% for capital financing enhancement. As a result, staff are deferring the Council approved SDWA Financial Plan combined water/wastewater increase of 5.15% for 2021. Staff will be recommending that the financial plan be reinstated for 2022 in order to address both the asset renewal backlog as well as the Region's annual funding gap of \$77 million (10 year Average Annual Renewal Investment – AARI) that had been identified in the 2017 Council approved comprehensive Asset Management Plan (AMP).

As per the capital financial strategy, staff proposed as a guiding principle that a minimum reserve balance of 2% of the current asset value be maintained. The dotted lines on the chart below illustrate the 2% target compared to the forecasted reserve balance for each year. The Reserve balance has been decreasing to support the necessary backlog of infrastructure renewal. The strategy is to replenish the reserve with the 5.15% increase each year in accordance with the financial plan. The transfer to reserve is being temporarily reduced to accommodate the new South Niagara Falls WWTP debt charges and operating costs budget within a 2% overall budget increase. However, until the plant is operational, this budget will continue to fund pay-as-you-go capital projects (in accordance with the Budget Planning By-law) to invest in critical infrastructure similar to the transfer to capital reserve.

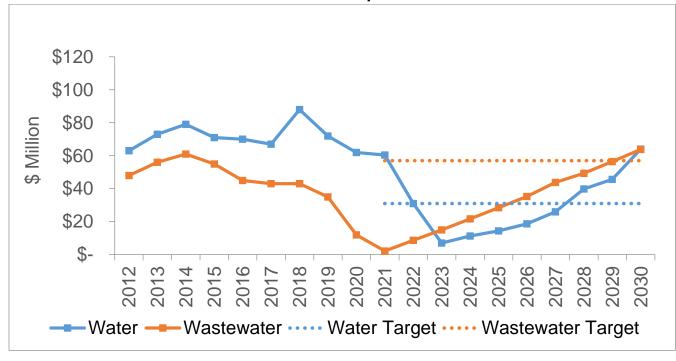


Chart 1 – Forecasted Water and Wastewater Capital Reserve Balances

South Niagara Falls Wastewater Treatment Facility

As identified in report PW 39-2020 – South Niagara Falls Update, the SNF WWTP capital projects and required debt financing can be accommodated within a 2% rate increase in 2021 with the following key strategies:

- Temporary reduction in the transfer to the WW capital reserve to accommodate increased debt charge budget (\$3.8 million). To be used for pay-as-you-go infrastructure until SNF WWTP debt is required;
- Use of plant operations and maintenance budget to fund pay-as-you-go infrastructure until the plant is operational (\$5.3 million operating costs net of savings); and
- 5.15% combined requisition increase from 2022 2028 is required to re-establish the transfers to capital reserves to \$40 million from \$21 million in 2020 to support the asset management plan.

For 2021, the capital projects funded from the total SNF WWTP operating and debt charge budget amounts of \$9.1 million can be found in Appendix 1.

Table 3 below provides a reconciliation of the wastewater operations (net), capital reserve contributions and the debt charge amounts. The impacts of the SNF WWTP have been accommodated in the base budget by decreasing the transfer to the capital reserve.

Table 3 – Reconciliation of the Wastewater Operating Budget with Consideration	
to the SNF WWTP	

Wastewater Operating Budget	Operating (Net)	Reserve Contributions	Debt Charge	Total
2020 Approved Net Budget	\$47,908	\$20,963	\$8,150	\$77,021
Changes SNF WWTP:				
Reduction in transfer to				
Reserve to increase Debt	0	(3,814)	3,814	0
Charge Budget				
Reduction in transfer to				
Reserve to increase for net	5,265	(5,265)	0	0
Plant Operating Expenses				
Temporary Budget allocation				
to Capital Until SNF WWTP	(5,265)	\$9,079	(\$3,814)	0
Operational				
2021 Net Budget Impact After	47,908	20,963	8,150	77,021
SNF WWTP	47,900	20,905	0,150	11,021
% Increase due to SNF WWTP	0.00%	0.00%	0.00%	0.00%
Changes 2021 Net Budget:				
Base Budget Change	636	(379)	697	953
Capital Financing	0	770	0	770
Enhancement – 1%	U	110	U	110
2021 Net Budget	48,544	21,354	8,847	78,744
% Increase total Wastewater	1.33%	1.87%	8.55%	2.24%

COVID-19 Impacts

Staff have identified \$0.1 million in COVID-19 related expenditures that will be funded from Safe Restart funding for 2021 water and wastewater operations. These amounts primarily relate to enhanced cleaning and social distancing measures for Regional staff.

Water and wastewater flow volumes from municipalities have also declined due to business related shutdowns due to COVID-19. However relative to the three-year average, water flows are only down 1.3% as of September 2020. As the 2020 water and

wastewater flows are part of the 3-year average used for the 2021 water and wastewater fixed requisitions this reduction will impact the distribution of costs across the municipalities. This has caused municipalities that have had relatively consistent flows over the 3-year average to be allocated a greater share of the fixed requisition. For the wastewater fixed charge, any variations in the 3-year average for 2021 relative to actual flows will be incorporated in the year-end reconciliation in the 2023 wastewater billing (as is the 2019 reconciliation in the 2021 requisition). For the water fixed amount, there is no year-end reconciliation. Area municipalities may be eligible to claim these fluctuations as COVID-19 related impacts for Provincial funding.

Water Requisition

Fixed Water Requisition

As per Council's approved methodology, \$11,664,093 (25%) of the net Water budget will be recovered from fixed monthly requisitions to the local municipalities based on historical flows. The historical water flows and percentages utilized are included in **Appendix 2 and 3.** This annual amount based on the historical flows is then divided by 12 to determine the monthly charge to be billed to each of the services LAMs starting January 1, 2021. Also included as part of **Appendix 2,** is the annual impact on the fixed water requisition between 2020 and 2021 for each LAM. Table 4 summarizes the fixed amounts to be billed to each LAM based on the above methodology.

Municipality	3-Year	Allocation	Monthly
Municipality	Avg. (%)	(\$)	(\$)
Fort Erie	7.63%	\$889,681	\$74,140
Grimsby	5.42%	\$632,039	\$52,670
Lincoln	4. 13%	\$482,303	\$40,192
Niagara Falls	25.35%	\$2,956,366	\$246,364
Niagara-on-the-Lake	5.67%	\$660,791	\$55,066
Pelham	2.25%	\$262,062	\$21,839
Port Colborne	5.05%	\$589,592	\$49,133
St. Catharines	26.65%	\$3,107,935	\$258,995
Thorold	3.74%	\$436,001	\$36,333
Welland	12.42%	\$1,448,698	\$120,725
West Lincoln	1.70%	\$198,626	\$16,552
Total	100.00%	\$11,664,093	\$972,008

 Table 4 – Fixed Water Requisition for 2021 Net Budget

Municipality	3-Year	Allocation	Monthly
Municipality	Avg. (%)	(\$)	(\$)
Fort Erie	7.58%	\$883,772	\$73,648
Grimsby	5.46%	\$637,160	\$53,097
Lincoln	4.16%	\$485,166	\$40,431
Niagara Falls	25.27%	\$2,947,840	\$245,653
Niagara-on-the-Lake	5.73%	\$668,598	\$55,716
Pelham	2.25%	\$262,088	\$21,841
Port Colborne	5.05%	\$589,416	\$49,118
St. Catharines	26.55%	\$3,097,272	\$258,106
Thorold	3.78%	\$441,389	\$36,782
Welland	12.42%	\$1,448,636	\$120,720
West Lincoln	1.74%	\$202,756	\$16,896
Total	100.00%	\$11,664,093	\$972,008

Table 4

Variable Water Rate

The remaining \$34,992,279 (75%) will be charged through the variable rate. The recommended variable rate of \$0.611 per cubic metre as outlined in Table 5 is based on a water forecast using the past three year average flows plus an anticipated growth factor. Despite above average growth for the Region in recent years the flow estimates are still volatile and are dependent on weather conditions. The resulting estimate for 2021 is an overall volume consistent with the amount used for the 2020 budget. An overview of the water trends and related risk is outlined in more detail in Appendix 3. The proposed variable water rate increase is \$0.009 (1.53%) (2020 = \$0.602) which is attributed only to the budget increase. Any variation in water flows that result from COVID-19 will be mitigated at 2021 year-end with Safe Restart funding held in the taxpayer relief reserve.

Table 5 – Variable Water Rate for 2021 Net Budget

2021 Variable Water Rate	
Variable Allocation (75% x \$46,656,372)	\$34,992,279
2021 Water Flow Forecast (m ³)	57,250,000
Variable Rate (\$/m ³)	\$0.611

Wastewater Requisition

The wastewater net requisition is recovered 100% from fixed monthly requisitions to the local municipalities, apportioned based on the historical three year average flows. The annual amount is divided by twelve to determine the monthly charge to each of the serviced LAMs starting January 1, 2021. The historical wastewater flows and apportionments are included in **Appendix 4** as well as the comparison of the fixed wastewater requisition amount between 2020 and 2021 for each LAM. Table 6 provides the fixed amounts to be billed to each LAM based on the above methodology.

Municipality	3-Year	Allocation	Monthly
Municipality	Avg. (%)	(\$)	(\$)
Fort Erie	10.39%	\$8,184,943	\$682,079
Grimsby	4 .63%	\$3,643,091	\$303,591
Lincoln	3.82%	\$3,010,169	\$250,847
Niagara Falls	18.76%	\$14,775,188	\$1,231,266
Niagara-on-the-Lake	4 .05%	\$3,188,847	\$265,737
Pelham	1.84%	\$1,449,600	\$120,800
Port Colborne	6.06%	\$4,771,502	\$397,625
St. Catharines	29.06%	\$22,884,473	\$1,907,039
Thorold	5.24%	\$4,126,205	\$343,850
Welland	14.45%	\$11,376,462	\$948,038
West Lincoln	1.69%	\$1,333,840	\$111,153
Total	100.00%	\$78,744,320	\$6,562,027

Table 6 – Fixed wastewater Requisition for 2021 Net Budget

Table 6 – Fixed wastewater Requisition for 2021 Net Budget -REVISED

Municipality	3-Year	Allocation	Monthly
Municipality	Avg. (%)	(\$)	(\$)
Fort Erie	10.25%	\$8,073,792	\$672,816
Grimsby	4.40%	\$3,463,418	\$288,618
Lincoln	3.84%	\$3,027,278	\$252,273
Niagara Falls	18.70%	\$14,728,945	\$1,227,412
Niagara-on-the-Lake	4.06%	\$3,193,230	\$266,103
Pelham	1.83%	\$1,442,578	\$120,215
Port Colborne	6.10%	\$4,805,270	\$400,439
St. Catharines	29.20%	\$22,996,058	\$1,916,338
Thorold	5.30%	\$4,173,480	\$347,790

Municipality	3-Year Avg. (%)	Allocation (\$)	Monthly (\$)
Welland	14.57%	\$11,476,001	\$956,333
West Lincoln	1.73%	\$1,364,268	\$113,689
Total	100.00%	\$78,744,319	\$6,562,027

As per Council's approved cost recovery methodology, the 2021 monthly Wastewater charges will include reconciliation of the 2019 Wastewater requisition payments. Municipal 2019 rebates or charges will be based on their respective share of actual flows versus the estimated share used to initially allocate the 2019 charges. This reconciliation results in a total of \$1,944,713 in payments to, and \$1,944,713 in rebates from, the local municipalities. Tables outlining the calculation of the reconciliation have been included as **Appendix 5**, and the total charge including the 2021 requisition and 2019 reconciliation by local municipality has been included as **Appendix 6**.

e 7 – Wastewater Reconciliation for 2019 included in 2021 Requisition				
Municipality	Reconciliation (\$)	Monthly Rebate (\$)	Monthly Payment (\$)	
Fort Erie	(298,910)	(24,909)		
Grimsby	(246,320)	(20,527)		
Lincoln	(65,291)	(5,441)		
Niagara Falls	(1,272,205)	(106,017)		
Niagara-on-the-Lake	62,552		5,213	
Pelham	(61,986)	(5,165)		
Port Colborne	381,960		31,830	
St. Catharines	661,502		55,125	
Thorold	450,909		37,576	
Welland	311,092		25,924	
West Lincoln	76,697		6,391	
Total	(0)	(162,059)	162,059	

Table 7 – Wastewater Reconciliation for 2019 included in 2021 Requisition

Risks & Opportunities

- Water/wastewater flows are weather dependant and therefore subject to fluctuations that are outside the Region's control.
- COVID-19 has also caused reductions in water flows. Any variation in water flows as a result of COVID-19 will be offset at year-end 2021 with Safe Restart funding (taxpayer relief reserve).

- Unanticipated equipment and underground infrastructure failure may impact operating expenditures.
- Although additional capital financing has been included in the 2021 water and wastewater operational budget it is short of the SDWA financial plan recommended combined increase of 5.15%. This planned reduction in capital financing limits financial flexibility until the budget fully addresses the asset management plan/SDWA.

Alternatives Reviewed

Council may approve an additional increase of 3.15% over 2020 to maintain the previously adopted SDWA Financial Plan for a combined aggregate increase of 5.15%. This alternative is **NOT RECOMMENDED** but would be supported by Staff if Council direction is provided. This increase would generate an additional \$3.9 million in funds for 2021 that could be used to maintain the program mitigations (including the CSO program) and further enhance infrastructure funding.

Relationship to Council Strategic Priorities

The 2021 Water and Wastewater proposed budgets support Council's strategic priorities of organizational excellence, by meeting or exceeding legislative requirements and having 42% of the total program costs related to infrastructure renewal and replacement.

Other Pertinent Reports

CSD 21-2017	Asset Management Plan
PDS 37-2016	Niagara 2041 Growth Strategy – Local Municipal Growth Allocations
PW 22-2017	2016 Water & Wastewater Master Servicing Plan Update
PW 5-2019	Safe Drinking Water Act Financial
PW 39-2020	South Niagara Falls WWTP Update

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Appendices

Appendix 1	2021 Wastewater Capital Projects Funded with SNF WWTP Operating and Debt Charge Budget Amounts
Appendix 2	Water Flows and Fixed Water Requisition by Local Area
	Municipality - REVISED
Appendix 3	Water Volume Analysis
Appendix 4	Wastewater Flows and Fixed Wastewater Requisition by Local
	Area Municipality - REVISED
Appendix 5	2019 By-law Wastewater Reconciliation
Appendix 6	Fixed Wastewater Requisition including Reconciliation by Local
	Area Municipality - REVISED
Appendix 7	2021 Water and Wastewater Schedule of Revenues and Expenditures
	by Object of Expenditure