



# City of Kawartha Lakes Development Charge Background Study

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**Public Meeting**  
October 21, 2025



# Introduction

## Public Meeting Purpose

- This meeting is a mandatory requirement under the *Development Charges Act (D.C.A.)*
- Prior to Council's consideration of a development charges (D.C.) by-law, a background study must be prepared and available to the public a minimum of 2 weeks prior to a public meeting and provided on the City's website 60 days prior to by-law passage
- This public meeting is to provide a review the D.C. proposal and to receive public input on the proposed policies and charges



# Introduction

## Development Charges

- Purpose of D.C.s are to recover the capital costs associated with residential and non-residential development within a municipality
- Municipalities are empowered to impose these charges via the D.C.A.
- The capital costs are in addition to what costs would normally be constructed as part of a subdivision (i.e., internal roads, watermains, sidewalks, streetlights, etc.)

# Study Process

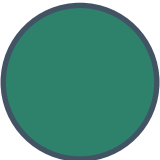
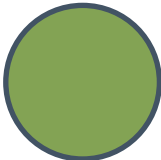


D.C. Background  
Study Preparation  
**(February to  
September 2025)**

Release D.C.  
Background Study  
**(September 17,  
2025)**

D.C. Public Meeting  
**(October 21, 2025)**

By-law passage  
**(November 18,  
2025)**



Task Force  
Meetings  
**(February to  
October 2025)**

D.C. Addendum



# *Development Charges Act* Calculation Methodology

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Illustration

# Simplified D.C.A. Methodology/Calculation



Identify Amount, Type, and Location of Residential and Non-Residential Growth

- Eligible D.C. Services
- Increase in Need for Service must not exceed average historical level of service over prior 15-year period
- Expression of Council that needs will be met

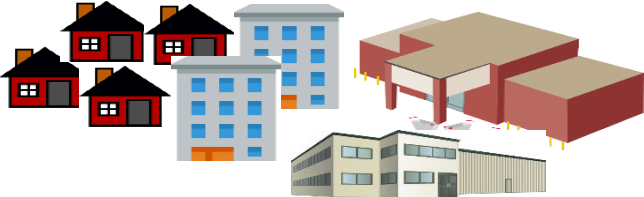
Increase in Need for Service to Accommodate Growth

Identify Capital Costs to Provide Service

- Deduct:
1. Uncommitted excess capacity
  2. Grants, subsidies and contributions
  3. Benefit to existing development

D.C. Recoverable Cost of Infrastructure to Accommodate Growth

\$



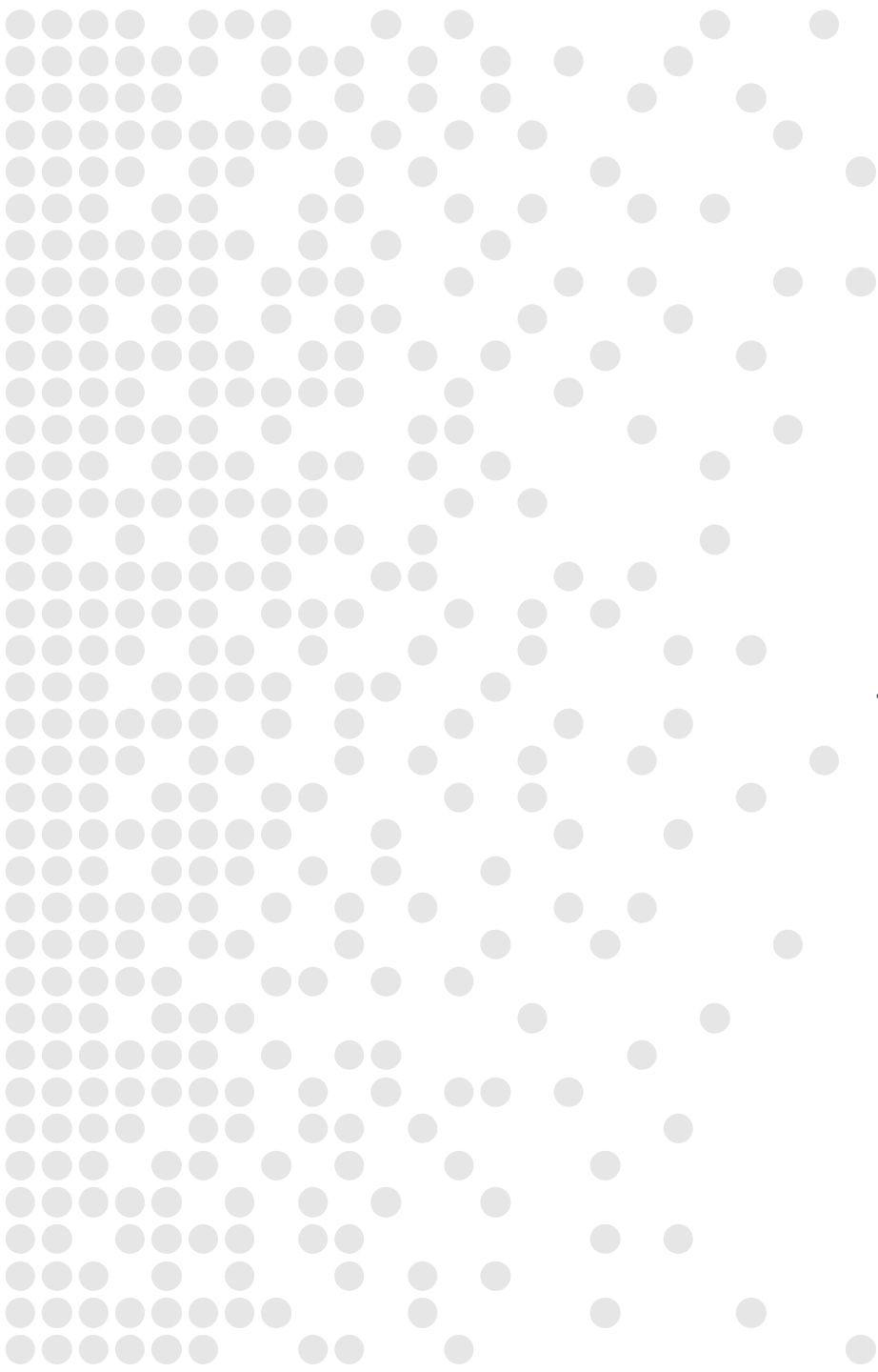
**D.C. per Residential Unit**

**Development Charges**

**D.C. per sq.ft. of Non-Residential Development**



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## Development Charges

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Growth Forecast



# Growth Forecast

## Services Excluding Water and Wastewater

**2025**

80,749 population /  
18,715 employees

**10-year**

+ 19,616 pop.^ (+24%)

**2035**

100,365 population^ /  
21,728 employees

+ 3,013 emp. (+16%)

**26-year**

+ 48,785 pop.^ (+60%)

**2051**

129,534 population^ /  
27,788 employees

+ 9,073 emp. (+48%)

^Includes 100% of seasonal population

- Forecast based on City Growth Management Strategy (GMS)



# Growth Forecast

## Water and Wastewater Services

- Forecast based on projected growth in the Water and Wastewater master plan
- Water Serviced Areas
  - Full buildout of the urban areas would result in growth of 58,699 population and 12,891 employment
- Wastewater Serviced Areas
  - Full buildout of the urban areas would result in growth of 58,489 population and 12,965 employment
  - Area-specific allocations have been prepared for the North West Trunk serviced area to reflect application of the capital charge



## Development Charges

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Increase in Need for Service



# Increase in Need for Service

## **City-Wide Services**

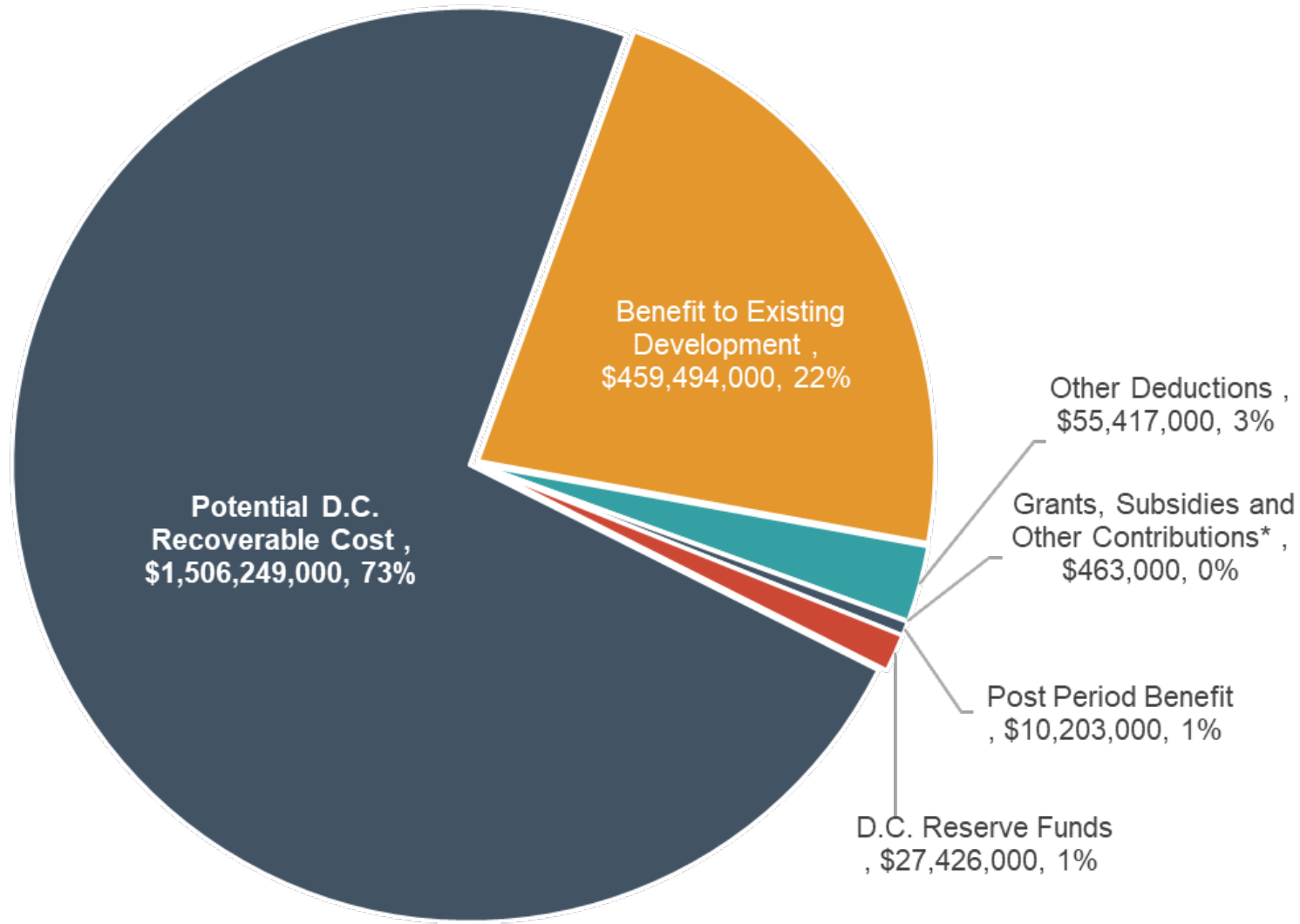
- 10-Year (2025-2035)
  - Parks and Recreation Services;
  - Library Services;
  - By-law Enforcement Services; and
  - Growth-Related Studies.
- 15-Year (2025-2040)
  - Fire Protection Services
- 20-Year (2025-2045)
  - Paramedic Services
  - Public Health Services
- 26-Year (2025-2051)
  - Services Related to a Highway

## **Area Specific Services**

- 10-Year (2025-2035)
  - Police Services (Lindsay and Ops); and
  - Transit Services (Lindsay).
- 15-Year (2025-2040)
  - Fire Protection Services (Rural)
- Buildout (2025-Buildout)
  - Water Services
  - Wastewater Treatment Services
  - Wastewater Collection Services

# Anticipated Capital Needs

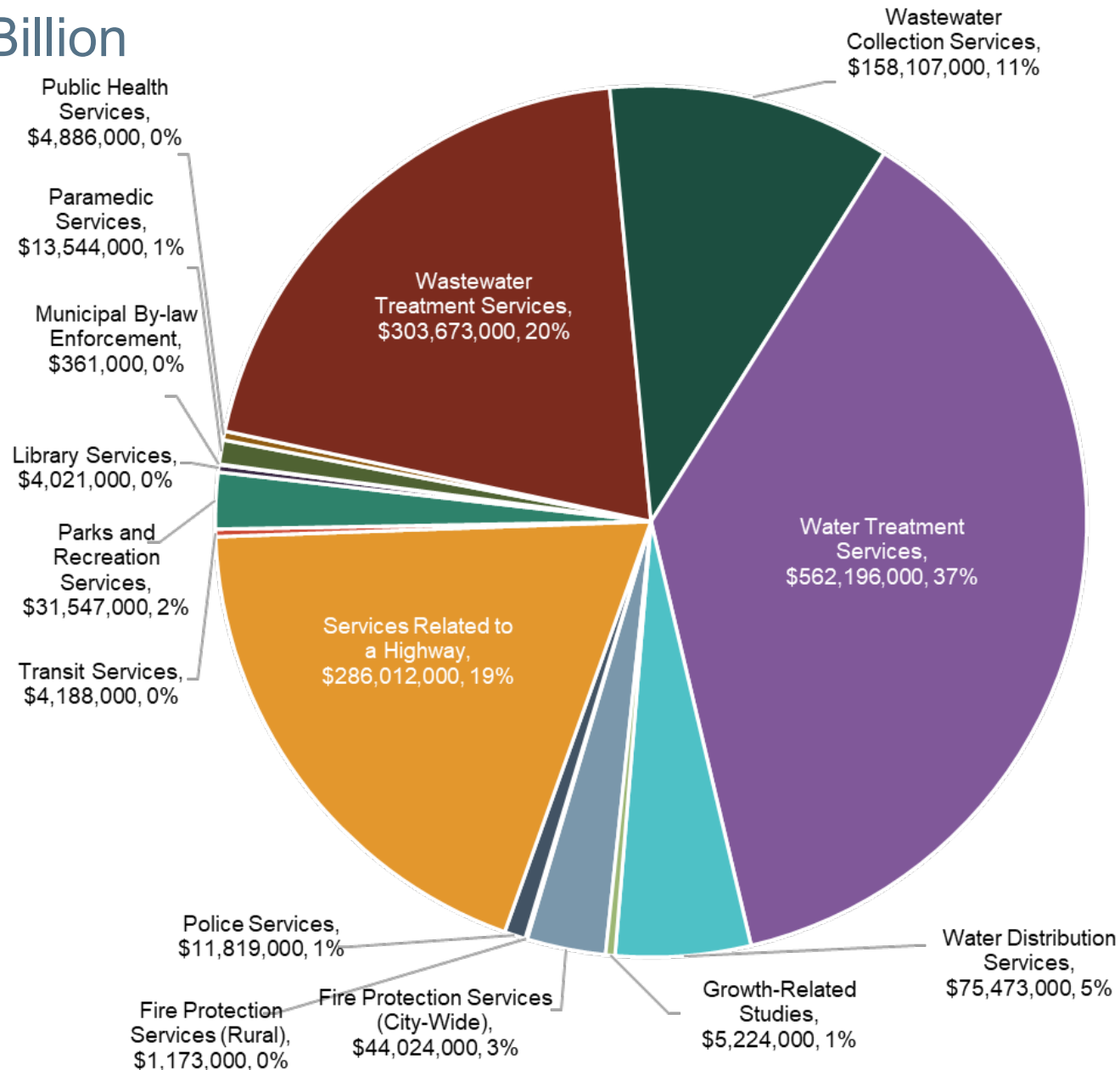
## \$2.1 Billion Gross Capital Costs

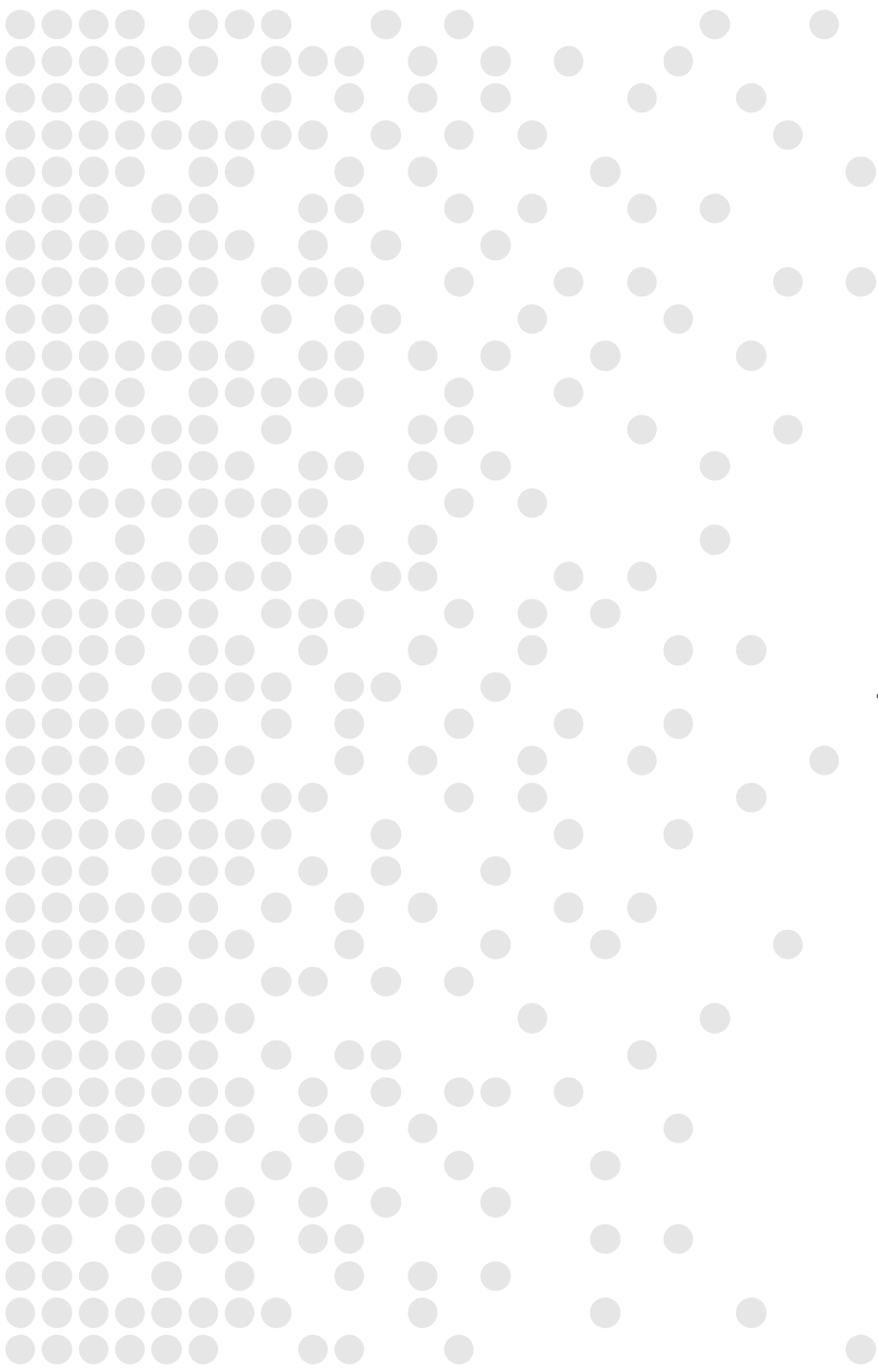




# D.C. Recoverable Costs

## \$1.5 Billion





## Development Charges

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### Calculated D.C.s and Comparisons

# Calculated Schedule of D.C.s



Service/Class of Service	RESIDENTIAL				NON-RESIDENTIAL	
	Single and Semi-Detached Dwelling	Other Multiples	Apartments - 2 Bedrooms +	Apartments - Bachelor and 1 Bedroom	Electricity Generation (\$/500 KW of NGC)	Other Non-Residential (Per Sq.M. of Gross Floor Area)
<b>Municipal Wide Services/Class of Service:</b>						
Fire Protection Services (City-Wide)	3,400	2,521	2,475	1,547	3,400	20.13
Police Services <sup>1</sup>	1,873	1,389	1,363	852	1,873	11.84
Services Related to a Highway	12,811	9,499	9,324	5,828	12,811	74.81
Transit Services <sup>2</sup>	654	485	476	298		4.31
Parks and Recreation Services	3,903	2,894	2,841	1,775		7.75
Library Services	498	369	362	227		0.97
Municipal By-law Enforcement	40	30	29	18		0.22
Paramedic Services	812	602	591	369	812	4.63
Public Health Services	331	245	241	151		0.54
Growth-Related Studies	574	426	418	261		3.98
<b>Total Municipal Wide Services/Class of Services</b>	<b>24,896</b>	<b>18,460</b>	<b>18,120</b>	<b>11,326</b>	<b>18,896</b>	<b>129.17</b>
<b>Urban Services</b>						
Wastewater Treatment Services	11,444	8,485	8,329	5,206		61.46
Wastewater Collection Services <sup>3</sup>	7,412	5,496	5,395	3,372		38.21
Water Treatment Services	21,111	15,653	15,365	9,603		113.67
Water Distribution Services	2,834	2,101	2,063	1,289		15.28
<b>Total Urban Services</b>	<b>42,801</b>	<b>31,735</b>	<b>31,152</b>	<b>19,470</b>	<b>-</b>	<b>228.63</b>
<b>Rural Services</b>						
Fire Protection Services (Rural) <sup>4</sup>	739	548	538	336	739	2.26
<b>Total Rural Services</b>	<b>739</b>	<b>548</b>	<b>538</b>	<b>336</b>	<b>739</b>	<b>2.26</b>
<b>Urban - Lindsay</b>	<b>67,697</b>	<b>50,195</b>	<b>49,272</b>	<b>30,796</b>	<b>18,896</b>	<b>357.79</b>
<b>Urban - NWT</b>	<b>60,285</b>	<b>44,699</b>	<b>43,877</b>	<b>27,424</b>	<b>18,896</b>	<b>319.58</b>
<b>Urban - Other</b>	<b>65,170</b>	<b>48,321</b>	<b>47,433</b>	<b>29,646</b>	<b>17,023</b>	<b>341.65</b>
<b>Rural - Ops</b>	<b>24,981</b>	<b>18,523</b>	<b>18,182</b>	<b>11,364</b>	<b>19,635</b>	<b>127.12</b>
<b>Rural - Other</b>	<b>23,108</b>	<b>17,134</b>	<b>16,819</b>	<b>10,512</b>	<b>17,762</b>	<b>115.28</b>

1. Police Services only payable within Lindsay and the former Township of Ops

2. Transit Services only payable within Lindsay

3. Wastewater Collection Services only payable within municipal service area, outside of the Northwest Lindsay Development Area

4. Rural Fire Services are in addition to the City-Wide Services

# Calculated Schedule of D.C.s



Service/Class of Service	RESIDENTIAL				NON-RESIDENTIAL	
	Single and Semi-Detached Dwelling	Other Multiples	Apartments 2 Bedrooms +	Apartments Bachelor and 1 Bedroom	Electricity Generation (\$/500 KW of NGC)	Other Non-Residential (Per Sq.M. of Gross Floor Area)
Urban - Lindsay	67,697	50,195	49,272	30,796	18,896	357.79
Urban - NWT	60,285	44,699	43,877	27,424	18,896	319.58
Urban - Other	65,170	48,321	47,433	29,646	17,023	341.65
Rural - Ops	24,981	18,523	18,182	11,364	19,635	127.12
Rural - Other	23,108	17,134	16,819	10,512	17,762	115.28

**Excludes Gravity Sewer Charge for NWT**

# Comparison to Existing (Residential)



## Residential (Single Detached) Comparison

Service/Class of Service	Current	Calculated	Change (\$)	Change (%)
<b>City-Wide Services/Classes:</b>				
Fire Protection Services (City-Wide)	484	3,400	2,916	602%
Police Services <sup>1</sup>	589	1,873	1,284	218%
Services Related to a Highway	9,077	12,811	3,734	41%
Transit Services <sup>2</sup>	361	654	293	81%
Parks and Recreation Services	994	3,903	2,909	293%
Library Services	511	498	(13)	-3%
Municipal By-law Enforcement	22	40	18	82%
Paramedic Services	284	812	528	186%
Public Health Services	-	331	331	0%
Waste Diversion	50		(50)	-100%
Growth-Related Studies	543	574	31	6%
<b>Total City-Wide Services/Classes</b>	<b>12,915</b>	<b>24,896</b>	<b>11,981</b>	<b>93%</b>
<b>Urban Services</b>				
Wastewater Treatment Services	6,087	11,444	5,357	88%
Wastewater Collection Services <sup>3</sup>	8,851	7,412	(1,439)	-16%
Water Treatment Services	4,772	21,111	16,339	342%
Water Distribution Services	4,956	2,834	(2,122)	-43%
<b>Total Urban Services</b>	<b>24,666</b>	<b>42,801</b>	<b>18,135</b>	<b>74%</b>
<b>Rural Services</b>				
Fire Protection Services (Rural) <sup>4</sup>	-	739	739	0%
<b>Total Rural Services</b>	<b>-</b>	<b>739</b>	<b>739</b>	<b>0%</b>
<b>Urban - Lindsay</b>	<b>37,581</b>	<b>67,697</b>	<b>30,116</b>	<b>80%</b>
<b>Urban - NWT</b>	<b>28,730</b>	<b>60,285</b>	<b>31,555</b>	<b>110%</b>
<b>Urban - Other</b>	<b>36,631</b>	<b>65,170</b>	<b>28,539</b>	<b>78%</b>
<b>Rural - Ops</b>	<b>12,554</b>	<b>24,981</b>	<b>12,427</b>	<b>99%</b>
<b>Rural - Other</b>	<b>11,965</b>	<b>23,108</b>	<b>11,143</b>	<b>93%</b>

1. Police Services only payable within Lindsay and the former Township of Ops

2. Transit Services only payable within Lindsay

3. Wastewater Collection Services only payable within municipal service area, outside of the Northwest Lindsay Development Area

4. Rural Fire Services are in addition to the City-Wide Services

# Comparison to Existing (Non-Residential)



## Non-Residential (per sq.m.) Comparison

Service/Class of Service	Current	Calculated	Change (\$)	Change (%)
<b>City-Wide Services/Classes:</b>				
Fire Protection Services (City-Wide)	3.94	20.13	16.19	411%
Police Services 1	4.02	11.84	7.82	195%
Services Related to a Highway	74.11	74.81	0.70	1%
Transit Services 2	2.57	4.31	1.74	68%
Parks and Recreation Services	2.86	7.75	4.89	171%
Library Services	1.47	0.97	(0.50)	-34%
Municipal By-law Enforcement	0.17	0.22	0.05	27%
Paramedic Services	2.33	4.63	2.30	99%
Public Health Services	-	0.54	0.54	0%
Waste Diversion	0.40		(0.40)	-100%
Growth-Related Studies	4.42	3.98	(0.44)	-10%
<b>Total City-Wide Services/Classes</b>	<b>96.29</b>	<b>129.17</b>	<b>32.88</b>	<b>34%</b>
<b>Urban Services</b>				
Wastewater Treatment Services	42.39	61.46	19.07	45%
Wastewater Collection Services 3	77.98	38.21	(39.77)	-51%
Water Treatment Services	33.60	113.67	80.07	238%
Water Distribution Services	34.87	15.28	(19.59)	-56%
<b>Total Urban Services</b>	<b>188.84</b>	<b>228.63</b>	<b>39.79</b>	<b>21%</b>
<b>Rural Services</b>				
Fire Protection Services (Rural) 4	-	2.26	2.26	0%
<b>Total Area Specific Services</b>	<b>223.71</b>	<b>246.17</b>	<b>2.26</b>	<b>1%</b>
<b>Urban - Lindsay</b>	<b>285.13</b>	<b>357.79</b>	<b>72.66</b>	<b>25%</b>
<b>Urban - NWT</b>	<b>207.15</b>	<b>319.58</b>	<b>112.43</b>	<b>54%</b>
<b>Urban - Other</b>	<b>278.54</b>	<b>341.65</b>	<b>63.11</b>	<b>23%</b>
<b>Rural - Ops</b>	<b>93.72</b>	<b>127.12</b>	<b>33.40</b>	<b>36%</b>
<b>Rural - Other</b>	<b>89.70</b>	<b>115.28</b>	<b>25.58</b>	<b>29%</b>

1. Police Services only payable within Lindsay and the former Township of Ops

2. Transit Services only payable within Lindsay

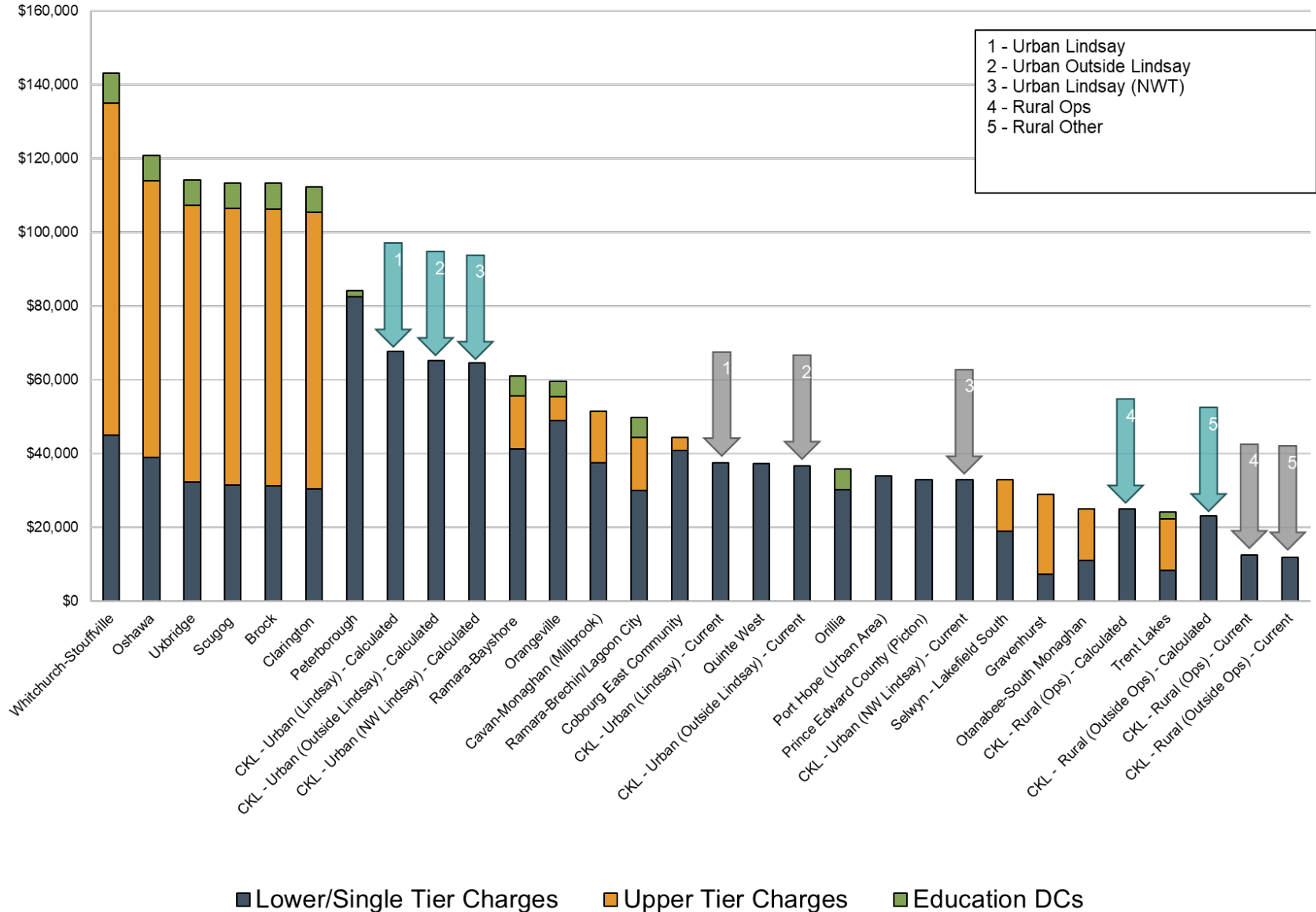
3. Wastewater Collection Services only payable within municipal service area, outside of the Northwest Lindsay Development Area

4. Rural Fire Services are in addition to the City-Wide Services

# Municipal Comparison



## Residential Development Charges (per Single Detached Dwelling)





## Development Charges

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D.C. By-law Policies



# D.C. By-Law Policies

## Timing of Collection

- D.C.s for roads, water, and wastewater services may be payable at the time of subdivision or consent agreement, in accordance with Council policy
- D.C.s for all other services are payable at the time of building permit issuance
  - Bill 17 proposed D.C. collection at occupancy for all non-rental residential construction
- Municipality may enter into an agreement for the D.C. to be paid before or after it would otherwise be payable
  - Bill 17 eliminated the requirement for an early payment agreement for residential and institutional development
- D.C. by-law provides for mandatory indexing of the charge on January 1<sup>st</sup> of each year



# D.C. By-Law Policies

## Timing of Collection

- D.C.s for developments proceeding through Site Plan or Zoning By-law Amendment will be determined based on the charges in effect on the day of the application
  - Charges to be frozen for a maximum period of 2 years/18 months after planning application approval
- Payment in installments
  - Rental housing and institutional developments would pay D.C.s in 6 equal annual payments, commencing from the date of occupancy
    - Bill 17 removed the ability to charge interest on instalments for rental housing and institutional development



# D.C. By-Law Policies

## Timing of Collection

- Interest can be imposed on D.C.s determined at Site Plan or Zoning-By-law Amendment application and on installment payments
  - Maximum interest rate for installments and D.C. freeze the average prime rate plus 1%



# D.C. By-Law Policies

## Statutory D.C. Exemptions

- Upper/Lower Tier Governments and School Boards
- Development of lands intended for use by a university that received operating funds from the Government
- Existing industrial building expansions (may expand by 50% with no D.C.)
- Additional residential units in existing and new residential buildings
- May add up to two apartments for a single detached, semi-detached or row house (only one unit can be in an ancillary structure)
  - One additional unit or 1% of the units in an existing rental residential building with four or more residential units



# D.C. By-Law Policies

## Statutory D.C. Exemptions

- Non-profit housing
- Long-term care homes
- Inclusionary zoning affordable housing units
- Additional exemptions for affordable and attainable units to be exempt upon proclamation by the Lieutenant Governor units
- Discount for rental housing development:
  - >2 bedrooms - 25% discount
  - 2 bedrooms - 20% discount
  - <2 bedrooms - 15% discount



# Current D.C. Policies

## Non-Statutory Exemptions

- Non-statutory exemptions:
  - Place of worship, non-profit hospice, public hospital, cemetery, burial site, or crematorium
  - Agricultural development
  - Park model trailer
- Refunds granted for temporary buildings or structures



# D.C. By-Law Policies

## Redevelopment Credits

- Redevelopment credits on conversions or demolitions of existing buildings or structures are generally granted to recognize what is being replaced on site (not specific in the Act but provided by case law)
- Redevelopment credits granted for conversions/demolitions
- Building/structure must have been capable of being occupied within 5-years prior to the date of redevelopment



# Bill 17

## Other Notable Bill 17 Proposed Amendments to D.C.A.

- Definition of capital costs, subject to regulation
  - E.g., removal of land or other costs as an eligible cost in the calculation of D.C.s
- Simplified D.C. by-law process to reduce charges
  - Repeal or change a D.C. by-law expiry date
  - Repeal a D.C. by-law provision for indexing or amend to provide for a D.C. not to be indexed
  - Decrease the amount of a D.C. for one or more types of development
- Grouping of services for the purposes of using credits
- Defining local services in the regulations



# D.C. By-Law Policies

## By-Law Administration

- By-law to come into force on January 1, 2026
- Charges to be indexed on a mandatory basis on January 1<sup>st</sup> of each year in accordance with the D.C.A., starting January 1, 2026
  - The most recent 3<sup>rd</sup> quarter year-over-year change in the index is to be used

# Next Steps



- Receive feedback from Council and public
- Amend background study to reflect minor capital cost and calculation updates, D.C. Task Force Recommendations, and Council feedback (if applicable)
- Addendum to background study – **October 29, 2025**
- By-law passage – **November 18, 2025**