

Staff Report

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Report To: General Government Committee

Date of Meeting: May 5, 2025 **Report Number:** FSD-019-25

Authored By: Trevor Pinn

Submitted By: Trevor Pinn, Deputy CAO/Treasurer, Finance and Technology

Reviewed By: Mary-Anne Dempster, CAO

By-law Number: **Resolution Number:**

File Number:

Report Subject: 2025 User Fee By-law Update

Recommendations:

1. That Report FSD-019-25, and any related delegations or communication items, be received;
2. That the By-law attached to Report FSD-019-25, as Attachment 1, be approved and By-law 2024-022 be repealed; and
3. That all interested parties listed in Report FSD-019-25, and any delegations be advised of Council's decision.

Report Overview

In June 2023, Council approved report [FSD-029-23](#), which began the process of consolidating user fees into one by-law, an efficient way to incorporate inflationary factors and adopt new fees in a consistent manner. The Deputy CAO/Treasurer has the authority to approve annual changes to existing fees in the User Fee By-law up to the CPI increase or \$5, whichever is greater. These most recent changes took effect January 1, 2025.

This report adds new fees and highlights administrative changes to the User Fee By-law, which will take effect July 1, 2025. This requires Council approval. Once these new fees are added to the Fee Schedule, they will also be subject to the annual CPI/\$5 increase to be approved by the Deputy CAO/Treasurer

1. Background

- 1.1 The [Municipal Act, 2001](#) allows the Municipality to charge user fees for services that are provided to individuals. The user fee must be provided for in a by-law approved by Council.
- 1.2 The planned 2026 opening of the South Bowmanville Recreation Centre has resulted in proposed new fees.
- 1.3 Some minor administrative changes are being proposed to ensure consistency and to remove fees that no longer apply to the Municipality due to changes in legislation, process changes, etc.
- 1.4 Increasing care and housing fees are the drivers behind the proposed new fees from the Animal Services Division of the Legislative Services Department.
- 1.5 The Treasurer has directed staff to remove HST from the user fee schedules. A note will be added to advise residents that fees are subject to HST where applicable. This follows common practice in municipalities and reflects the fact that HST is not a fee charged by the Municipality. Changes to HST applicability and rates are outside the control of the Municipality and may change at any time, removing them from the By-law schedules provides flexibility if there are changes to HST.

2. Updates to Existing Fees/Administrative Changes

Planning and Infrastructure Services

- 2.1 Remove Commissioning Fees from Schedule E; these fees are noted in Schedule A - General Fees. As this service is offered by multiple departments, this will ensure consistency in the fee charged across the organization
- 2.2 Pre-consultation Fees: Stage 2 – Technical Proposal Review fee to be removed from Schedule E. This is no longer applicable to the Municipality.
- 2.3 Minor site plans in the Oak Ridges Moraine to be removed from Schedule E.
- 2.4 Additional Dwelling Unit: Registration for Applications submitted prior to January 1, 2015 fee to be moved to Publications section in Schedule E.
- 2.5 Minor revisions to the notes and descriptions of application fees to add clarity as to when the fees apply.
- 2.6 Remove and condense the duplication of the minor pre-consultation fee so that one fee captures all minor pre-consultation fees, including the land division pre-application meeting. Staff propose a \$15 increase to provide consistency among all similar fees.
- 2.7 Separate the Deed Stamping Fee from the Land Division Application fee to avoid a future refund if the applicant does not complete the land division process. The deed stamping payment will now be collected at the end of the land division process for any future applications. The applicant will not have to pay the deed stamping fee again where the fee was already collected as a combined fee between 2024 to when this By-law is in effect.
- 2.8 In addition, Clarington staff and Hemson Consulting are undertaking a comprehensive review of Planning and Infrastructure fees to ensure full cost recovery. A report and by-law amendment are targeted for General Government Committee in the Fall.

Public Services – Community Services Division

- 2.9 Remove the following fees due to the decommissioning of the Bowmanville Indoor Soccer building:
 - 2.9.1. Turf Full Field Discount

- 2.9.2. Turf Full Field Non-Prime
- 2.9.3. Turf Full Field Prime Time
- 2.9.4. Turf Half Field Discount
- 2.9.5. Turf Half Field Non-Prime Time
- 2.9.6. Turf Field Prime Time
- 2.10 Staff recommend updating the existing Swim/Skate drop-in options, 10-ticket passes, group entry, and annual membership to include access to the South Bowmanville Recreation Complex (SBRC) walking track during designated times. The updated charge name and descriptions would be revised to “Swim/Skate/Walk” with no changes to the existing fees. Including this update in the 2025 rates and fees ensures essential data is captured to inform the SBRC operational plan and budget. While these adjustments will not take effect until 2026, when the facility becomes operational, their early inclusion supports financial planning and strategic decision-making to ensure the SBRC meets community needs upon opening.

Transitioning youth development groups to the correct ice rental rate

- 2.11 Historically, youth development programs were charged the lowest available rate under the previous ice rental structure. When the current rate structure was introduced, which includes Resident, Community, and Commercial rates, it was recognized that these programs would face a significant fee increase. To ease this transition, a phased-in approach was implemented, gradually moving these groups to the Resident Rate. As of **January 1, 2026**, these groups will reach the Resident Rate. However, this transition did not fully align these groups with the correct rate category. As businesses operating for profit, they should be classified under the **Commercial Rate** (Resident Rate plus 20% surcharge). To complete this transition while ensuring a manageable fee increase, staff recommend a continued phased-in approach:
 - 2.11.1. January 1, 2027: Annual CPI increase plus additional ~10% increase toward the Commercial Rate
 - 2.11.2. January 1, 2028: Annual CPI increase plus additional ~10% increase to fully align with the Commercial Rate
- 2.12 This adjustment applies only to existing youth development groups currently on the phased-in plan. Any new groups entering the system will be required to pay the correct

Commercial Rate upfront. A clear communication plan will be developed to inform affected groups, manage expectations, and mitigate concerns.

Public Services – Public Works Division

- 2.13 Commemorative Tree and Bench program to be removed from the User Fee schedules. Since these are donations, they should only be posted on the Municipal website, not in the User Fee By-law.
- 2.14 Staff propose an increase to the minimum labour requirement in the Incident Response category from 1 hour to 3 hours. This recommendation is based on a continuous improvement cost recovery project:

Incident Response	Fee	Unit
Response to incident clean up on municipal roadway and right of way	Current MTO <u>Ontario Provincial Standard Specification</u> Rate plus actual costs of required resources	Per vehicle and labour, minimum three (3) hours
Response to a municipal infrastructure damage incident	Current MTO <u>Ontario Provincial Standard Specification</u> Rate plus actual costs of required resources	Per vehicle and labour, minimum three (3) hours
Incident Response	Fee	Unit
Additional expenses to retain a private contractor or to rent equipment to repair or replace municipal infrastructure	Actual costs of required resources	

- 2.15 Staff recommend updating the reference from “Current MTO Rate” to “Current MTO Ontario Provincial Standard Specification Rate” to provide greater clarity in the Incident Response category.

Public Services - Emergency Services Division

- 2.16 Staff recommend increasing the base rate for 1 hour of services offered by a Fire Prevention Inspector to \$77.47. The calculation for the fee will be: Time required to complete the task x \$77.47.

3. New Fees

Legislative Services – Animal Services Division

- 3.1 Currently, small animals such as rabbits, guinea pigs, hamsters and small birds are adopted out with a voluntary donation from the adopter rather than a fee. This has most often worked against the shelter – the donation is quite low compared to the cost of housing the animal.
- 3.2 Costs are rising for supplies for these types of animals. They are often harder to rehome, so their stays become longer. While we don’t get many small animals, they can be expensive to house.
- 3.3 Nearby municipalities vary in price for the adoption of small mammals and birds. See below for a comparison.

Municipality	Cost
Pickering	Rabbit - \$56.50 Other - variable
Oshawa	\$40 + HST
Whitby	\$102 + HST
Kawartha Lakes (Humane Society)	Rabbits (sterilized) - \$150 Others - \$15+
Port Hope (Northumberland Humane Society)	Rabbits and guinea pigs - \$25 Rats/Hamsters - \$15
Uxbridge – Scugog	\$55

- 3.4 Clarington Animal Shelter is the only area shelter that does not charge a set fee.

- 3.5 Animal Services Division Staff are recommending the following additions to the User Fee By-law within Schedule B:

3.5.1. \$39.82 for rabbits

3.5.2. \$22.12 for guinea pigs and other small mammals.

- 3.6 There are no plans to sterilize rabbits or other small mammals at this time, as the procedure requires a specialized veterinarian and is cost prohibitive.

Legislative Services – Clerks Division

Completion of Municipal Information Form

- 3.7 The Municipal Clerk signs off on Municipal Information forms, which indicate whether the area in which the premises will be located is “wet”, “damp” or “dry” (in relation to the sale of liquor) and notes if there are any specific concerns regarding zoning or non-compliance for the purpose of obtaining a liquor sales licence from the Alcohol and Gaming Commission of Ontario (AGCO). The Clerk’s office confirms there are no Zoning or outstanding Municipal Law Enforcement Concerns and then the form as signed off by the Municipal Clerk.
- 3.8 Currently Clarington signs off on Municipal Information Forms free of charge. The Clerk’s Division currently receives 5 to 10 Municipal Information Forms per year. Based on a review of comparator municipalities, the Clerk’s Division Staff recommend adding a new fee of \$50.00 + HST for completion of the form.

Declaration of Municipally Significant Events

- 3.9 Council has delegated the authority to the Municipal Clerk to designate a “Public Event” an event of municipal for the purpose of obtaining a Special Occasion Permit through the AGCO. Examples of this type of event include: Spartan Race, Holiday in the Hills, Community Dances or Concerts. The Clerk’s office confirms the event qualifies as Municipally Significant in accordance with the criteria set out in Resolution #GPA-429-12 arising from Report [CLD-028-12](#), which includes criteria for events, and provides a letter to the applicant.
- 3.10 Currently, Clarington prepares these letters free of charge. The Clerk’s Division currently receives 10 to 15 of these requests per year. Based on a review of comparator municipalities, the Clerk’s Division Staff recommend adding a new fee of

\$50.00 + HST for completion of the form. Municipality of Clarington events would be exempt from this fee.

- 3.11 The following summarizes what other comparator municipalities charge for Municipal Information Forms and letters declaring an event Municipally Significant (sorted by fee):

Municipality	Municipal Information Form	Declaration of Municipally Significant Event	Notes
Ajax	\$0.00	\$0.00	
Clarington	0.00	0.00	
Uxbridge	50.00	0.00	
Oshawa	50.00	50.00	
Pickering	58.50	0.00	
Whitby	60.00	\$0.00	
Scugog		83.00	\$372 + HST One fee for all approvals, Clerk's Fire, Building
Oakville	100.00	50.00	
Brampton	100.00	100.00	
Brock			\$233.00 - One fee for all Municipal Approvals
Caledon			\$626.79 - One fee for all approvals, Clerk's Fire, Building
Markham			\$157.00 - One fee for all approvals, Clerk's Fire, Building
Milton			\$439.51 - One fee for all approvals, Clerk's Fire, Building

Legislative Services – Municipal Law Enforcement Division

- 3.12 Staff recommend introducing at 25% administrative fee to recoup expenses incurred to arrange and execute required work undertaken to comply with Orders issued pursuant to the Site Alteration By-law 2024-017 and the Property Standards By-law 2007-070.
- 3.13 The administrative fee is intended to offset additional expenses related to procurement, scheduling, site attendance, and the clerical resources necessary for processing

invoices. The proposed fee is consistent with the existing administrative charge outlined in the Boulevard By-law 2013-066.

Planning and Infrastructure Services

- 3.14 Staff recommend introducing a Deeming By-law application fee for applications that propose to deem all or parts of registered plans of subdivision not to be part of a plan of subdivision if they were registered for eight (8) years or more under Subsection 50(4) of the Planning Act. This is not a common Planning Act Application and historically Clarington has used the exemption from Part Lot Control application fee for these types of applications as the process is similar and more of a legal and technical matter to rectify or change parcel fabric within a plan of subdivision, such as to be able to merge abutting lots.

Public Services – Community Services Division

New permit fees at the South Bowmanville Recreation Complex

- 3.15 Staff recommend the addition of new permit fees at the South Bowmanville Recreation Complex (SBRC). The proposed inclusion of these fees in the 2025 update allows sport partners to review and budget accordingly before submitting allocation requests for the new facility. Staff propose holding these rates for the 2026 operational year.

Description of Service	Fee	Unit
Quarter Field Indoor Turf Prime	\$180.00	Per hour
Quarter Field Indoor Turf Non-Prime	136.35	Per hour
Quarter Field Indoor Turf Prime Off-Season	50.00	Per hour
Quarter Field Indoor Turf Non-Prime Off-Season	40.30	Per hour
Full Field Indoor Turf - Tournament	500.00	Per hour
Gymnasium – Category A	85.26	Per hour

- 3.16 The gymnasium fee structure will be updated to a new naming convention using Categories A through D. Categories B through D will reflect existing rates, with no change in pricing. The standard rental of a single gymnasium at SBRC will be included under Category B (formerly “DHRC – Gymnasium Full”). A new Category A fee is being introduced to represent the combined rental of both Gymnasiums 1 and 2 at SBRC.

Report FSD-019-25

- 3.17 Benchmarked against comparable facilities and reflecting the operational model of the former Bowmanville Indoor Soccer full turf field, these fees support similar usage for comparable pricing, ensuring continuity for user groups. The gymnasium fees are aligned with the pricing models of existing gymnasium facilities, ensuring consistency and competitiveness across municipal recreation offerings. Staff also recommend a reduced hourly tournament rate for full turf rentals when booked for 5 or more consecutive hours during the on-season. This fee supports sport tourism, which brings economic benefits to the community and promotes local business engagement.

Whirlpool add-on fee for pool rentals

- 3.18 Staff recommend the addition of a whirlpool add-on fee for pool rentals. This fee covers additional costs for maintenance and operation while enhancing rental offerings to customers:

Description of Service	Fee	Unit
Whirlpool Add-On	\$30.00	Per hour

Stage rentals, garbage bins, and picnic tables (fields section)

- 3.19 The stage rental fees are intended to recover costs associated with maintenance and operation, including inspection and staffing requirements, which have increased significantly in recent years. Stage rental staffing costs will be calculated based on the actual staffing required during event times. The proposed stage fees will replace the former hourly stage fees. For picnic tables and garbage bins, delivery fees follow a cost recovery model, addressing staff time for delivery and pick-up.
- 3.20 Staff recommend that the new supply fees for events be approved as part of the July 1st update, but not take effect until January 1, 2026. Delaying implementation ensures a smoother transition, as introducing these changes mid-season would be operationally complex and could create confusion for event organizers.
- 3.21 These fees will apply to Community Not for Profit Events that have an approved Special Events application for an event on Municipal Property.

Description of Service	Fee	Unit
Stage Rental - Set-Up	\$2,000.00	Per rental
Stage Rental - Inspection	1,500.00	Per rental

Report FSD-019-25

Stage Rental - Staffing	Varies by rental, based on required staffing and a cost-recovery model.	Per rental
Garbage Bins (Delivery)	49.85	Per 5 units, per event
Picnic Tables (Delivery)	149.56	Per 5 units, per event

New outdoor rental fee

- 3.22 Staff propose a new rental fee for picnic shelters and gazebos to support cost recovery for maintenance and repairs. These spaces currently have no rental fee but require staff time for cleaning, waste removal, and ongoing operational support. The fee is benchmarked against neighboring municipalities, where similar rentals are charged, and ensures sustainable management of these amenities.

Description of Service	Fee	Unit
Picnic Shelter / Gazebo	\$10.00	Per hour

Swim and Skate sponsorship fee

- 3.23 A flat sponsorship fee of \$600 per event is recommended and based on the average potential revenue across all municipal recreation facilities. This was calculated by multiplying each facility's capacity by the current Youth Drop-In rate to estimate event revenue and then averaging those totals to arrive at a consistent rate. Formalizing this fee supports transparency and simplifies administration. Sponsorships help offset operational costs and ensure continued community access to affordable drop-in recreation opportunities.

Description of Service	Fee	Unit
Sponsored Public Swim or Open Leisure Skate (Any Location)	\$600.00	Per event

Advertising fees (Rink Boards and Lobby Posters)

- 3.24 The Municipality now directly manages advertising sales (previously handled by a third party).

Report FSD-019-25

- 3.25 Staff recommend including the existing advertising fees for rink boards and lobby posters in the User Fee by-law. These fees remain unchanged from the current rates posted on the municipal [website](#).
- 3.26 Artwork is the responsibility of the advertiser. An additional \$200 production fee applies to each rink board. There is no additional cost for lobby ad production.

Description of Service	Term	Location	Fee
Category A Rink Board	1 year	Garnet B. Rickard Recreation Complex – Pad A	\$1,500.00
Category B Rink Board	1 year	Garnet B. Rickard Recreation Complex – Pad B, South Courtice Arena – Pad A or B, Darlington Sports Centre	1,200.00
Category A Poster	1 year	Garnet B. Rickard Recreation Complex, South Courtice Arena	1,000.00
Category B Poster	1 year	Courtice Community Complex, Diane Hamre Recreation Complex	800.00
Category C Poster	1 year	Darlington Sports Complex	500.00

Public Services – Emergency Services Division

- 3.27 Staff recommend adding an Administrative Fee to support cost recovery for MTO and ARIS fees, this fee aligns with the fee in Municipal Law Enforcement for using the same Province of Ontario systems.

4. Financial Considerations (section must remain, select not applicable if there are no considerations)

- 4.1 The Financial Considerations have been identified in the above rationale; departments will update user fee revenue as part of the 2026 Budget Update where applicable.

5. Strategic Plan

- 5.1 Not applicable.

Report FSD-019-25

6. Climate Change

6.1 Not Applicable.

7. Concurrence

This report has been reviewed by the Deputy CAOs of Planning and Infrastructure Services, Public Services and Legislative Services who concur with the recommendations.

8. Conclusion

It is respectfully recommended that Council approve the attached Draft User Fee By-law and repeal By-law 2024-022.

Staff Contact: Trevor Pinn, CPA, CA, Deputy CAO/Treasurer, 905-623-3379 x2602 or tpinn@clarington.net.

Attachments:

Attachment 1 – Draft User Fee By-law

Interested Parties:

There are no interested parties to be notified of Council's decision.