

Staff Report

Report To: Community Services Committee
Report From: Pamela Coulter, Director of Community Services
Meeting Date: February 19, 2025
Report Code: CS-25-006
Subject: Extended Parking along the Harbour during the Annual Fishing Derbies

Recommendations:

THAT in consideration of Staff Report CS-25-006 respecting Extended Parking along the Harbour during the Annual Fishing Derbies, the Community Services Committee recommends that City Council direct staff to:

1. Bring forward a report with an updated draft Regulatory By-law for Extended Parking as outlined in Option 2, layout B (116 spaces);
2. Bring forward a by-law to amend the Fees and Charges By-law to increase the extended parking licence fee on private property to \$1,250 for 2025; and
3. Provide notice of the fee change in accordance with the City's Notice By-law.

Highlights:

- Owen Sound hosts several third-party fishing derbies each year which boost the local economy.
- Use of public spaces during the derbies has created challenges for the municipality relating to use of space, waste, and other hazardous conditions.
- Existing regulations on extended parking need updates and various options are provided for consideration.

Strategic Plan Alignment:

[Strategic Plan](#) Priority: Safe City.

Climate and Environmental Implications:

This supports the objectives of the City's Corporate Climate Change Adaptation Plan by considering climate adaptation in the development of the City's strategies, plans and policies.

Previous Report/Authority:

[By-law No. 2005-124](#) - A By-law to Permit and Regulate the Use of Self-contained Vehicles for Human Occupancy During Fishing Derbies (Extended Parking) and to Licence Owners of Private Lands Who Wish to Provide Extended Parking.

[By-law No. 2009-075](#) – Traffic By-law

[By-law No. 2010-078](#), as amended.

The Zoning By-law is a legal document that regulates the use of land and states what land uses are permitted in the City, including parking requirements.

Background:

The purpose of this report is to:

1. Provide history and background relating to the public use of the inner and outer harbour during the fishing derbies.
2. Provide an overview of the ownership of lands adjacent to the Inner and Outer Harbour.
3. Review existing policy context - Official Plan, Zoning and Regulatory By-laws relating to Extended Parking.
4. Explore alternatives to update the regulations relating to Extending Parking During the Fishing Derby period.

History and Background of Fishing Derbies in Owen Sound

The City has a long history of fishing derbies, with the Georgian Triangle Spring Trout Derby and Lures and Lines Spring Derbies and the Salmon

Spectacular Derby organized by the Sydenham Sportsmen Club and the Sound Charity Shootout in the fall.

The Salmon Spectacular is in its 37th Year and is a significant community event that brings residents and visitors together for a 10-day fishing derby that celebrates the end of summer with fishing, family fun and entertainment. The event has a significant local economic impact. Derby organizers estimate that the event brings in over \$5 M to the local economy.

The Salmon Spectacular is a family-focused event that raises funds for local conservation efforts, including the operation of a local hatchery for re-stocking. There are 550 volunteers who support the organization of the event under the direction of a 36-member volunteer committee. Based on information from the Salmon Spectacular website, there are, on average, over 5,000 participants each year who purchase a ticket to participate in the event. In 2024 there were 5,367 Derby entries.

The Salmon Spectacular event takes place during the last 2 weeks of summer. A large tent is erected on the Georgian Shores Marina property that serves as the home base for the event. Fishing for the event is prescribed by Derby Rules and Regulations and includes the waters of Georgian Bay north of the 10th Street bridge and the walking bridge on the Pottawatomie River north. The inner and outer harbour areas of Owen Sound Bay are popular for boaters and anglers who use the harbour walls and shoreline to participate.

Public Use of the Inner and Outer Harbour During the Fishing Derbies

In 2005, acknowledging the use of public space along the City's inner and outer harbour, the City approved a by-law that regulates "extended parking" or the use of the waterfront for overnight by trailers, vehicles etc.

This use of public space has expanded and in 2024, the City's By-law Division received 9 complaints relating to the use of public space. The complaints ranged from concerns regarding camping, dumping human waste into the harbour, camping on the harbour wall and timing of use (people are arriving many days in advance of the Derby).

At the wrap-up meeting with the event organizer, staff and the organizer agreed that improvements to how these lands are utilized during the fishing derby window would be beneficial prior to the 2025 event.

Attachment 1 includes several photos from the 2024 Derby that illustrate how the public space is used.

Overview of the Ownership of Harbour Areas

Attachment 2 shows the ownership of the inner and outer harbour lands. Some lands owned by Transport Canada (TC) along the inner harbour walkway on the west and east sides are subject to a lease agreement with the City.

The lands north of the cement silo on the east side are owned by TC and are not subject to a lease. The lands on the west harbour beyond the P&H silo are also TC lands and not subject to a lease to the City or any other party.

Some lands are owned by the City and other lands in close proximity are privately owned.

Transport Canada has been supportive of working collaboratively to develop and implement updated regulations on its landholding adjacent to the harbour for the 2025 season.

Other locations where Extended Parking Occurs

West side boat launch

Extended parking at this location is subject to the City's licensing agreement with a private operator.

The License Agreement with the operator of the City's Boat Launches allows Extended Parking on the west side, subject to certain rules and regulations.

The operator retains the fees for any Extended Parking on this site and is responsible for the general enforcement of the rules. This fee is currently noted at \$10 per night.

Any new regulatory bylaw would apply to these lands however, the current fee would continue to apply and is not proposed to change.

Georgian Shores Marina

By-law No. 2005-124 permits Extended Parking on the Marina site subject to a licence agreement with a maximum of 25 sites. The use on this site is subject to a 100 m setback from Residential and a 20 m setback from the shoreline. Each year the City issues a licence to the operator for this use. The fee is currently set at \$125 (for the entire site).

City financial impact and cost to support this use

In 2024, Parks & Open Space (P&OS) staff proactively put services in place in advance of the fishing derby event to avoid some of the challenges experienced in previous years related to the use of the areas along the east inner harbour wall on and adjacent to the subject TC lands.

The services were put in place two weeks before the event, as overnight use now begins well before the late summer fishing derby events and were removed the day after the derbies ended.

The services and the associated cost incurred by the City are outlined below for a four-week window:

1. 4 waste bins for the deposit of collected waste from City-provided waste containers. Bins were serviced bi-weekly by waste collector – City cost: \$3,000.
2. Litter picking and servicing of 10 garbage cans that are collected and serviced daily by staff – City internal staff cost of \$5,600.
3. 10 portable washrooms that are serviced daily by contracted services – incurred cost of \$6,500.
4. Setup and post-event clean-up of litter and other waste items – City internal staff cost of \$2,100.

The City incurred an operating cost of \$17,200 that included both internal staff operating expenses and contracted external services. The proactive services outlined above are critical and are aimed at avoiding undesirable conditions and more extensive cleanup efforts following the event. Additional operating funding will be required if these services are to be provided in future years as these costs are not budgeted.

During the 2024 fishing derby, By-law Enforcement spent approximately 15 hours responding to complaints and assisting with the relocation of trailers and vehicles when the Algoma moved up the harbour wall.

Analysis:

Existing Policy Context

City of Owen Sound Official Plan

The City's Official Plan provides policies, goals and objectives that guide the development and use of lands within the City.

The Official Plan aims to maintain and enhance the viability and vitality of the River District and Harbour as the primary economic, commercial, financial, cultural, tourism, and employment focus of the City and Region.

Attachment 3 shows the Official Plan designations for the lands in this area. The Official Plan designations include:

- River District Commercial;
- Open Space;
- Hazard;

The Official Plan provides for the Harbour and River District to be a focus for recreational and tourist activity. Public access to the water's edge is a key objective of the Harbour area with the water's edge land use being developed for public enjoyment with park use, walkways and access to water activities. The Plan also supports the creation of a vital active harbour with small craft societies, fishing and dockage for larger boats.

The Official Plan calls for the City to seek to secure in public ownership (or right of access) a continuous strip of land adequate for a public walkway along both the east and west waterfront from 10th Street northward. The City has been able to secure public access and develop public walkways and trails along much of the waterfront.

City of Owen Sound Zoning By-law (2010-078, as amended)

The Zoning By-law is a legal document that regulates the use of land. It states what land uses will be permitted in the City and provides other detailed information such as where buildings or structures may be located, types of land uses and standards for lot sizes, location requirements, parking requirements, etc.

Attachment 4 shows the zones for lands where Extended Parking has been happening. These lands are zoned:

- Open Space (OS)
- Open Space 14.74 (OS 14.74)
- MC
- MU 14.49
- Hazard (ZH)
- MC 14.7 This special provision relating to the Georgian Shores Marina has a special provision that may include as an accessory use "Extended Parking during a maximum of two regional fish derbies"

for a maximum of 25 self-contained vehicles where said vehicles are located 100 m from a residential zone and 20 m from the shoreline”.

The By-law defines “Extended Parking” as an area of a lot upon which overnight parking of motor homes for a period of 24 hours or more may occur as an accessory use. “Accessory Use” is a use that is subordinate and incidental to and functionally associated with the main use, building or structure located on the same lot therewith”.

The Zoning By-law relies on the Regulatory or Licensing By-law for more detailed regulations. The Zoning By-law will be reviewed as part of the overall update currently underway to support an updated Regulatory By-law. This should not interfere with the enforcement of an updated Regulatory Bylaw.

By-law No. 2005-124 - A By-law to Regulate the Use of Self-Contained Vehicles for Human Occupancy During Fishing Derbies (Extended Parking)

This regulatory by-law has been in place for 20-plus years and is no longer effective in regulating extended parking during the fishing derbies and should be updated.

In summary, the current Extended Parking Regulatory By-law:

- Includes definitions, including the type of vehicle permitted which is currently restricted to a motor home.
- Permits extended parking on private property (i.e. Marina) subject to obtaining a licence from the City.
- Regulates extended parking on lands owned or controlled by the City.
- Timing: permits Extended Parking 3 days prior to and during the event and 3 days following the Derbies (between August 15 and September 15).
- Includes a maximum number of spaces for the Marina site and minimum setback requirements to residential lands and the water’s edge;
- Has regulations that restrict open campfires; no rubbish or material is to accumulate in the area of extended parking.

- The vehicle (motor home) is required to provide washroom and cooking facilities within the unit.

By-law No. 2009-075 – Traffic By-law

The Traffic By-law, sections 3.39.1 and 3.39.2 permit large vehicles and unattached trailers on City streets during the Salmon Spectacular. These sections need to be updated to align with the Extended Parking By-law.

Alternatives for Consideration

A cross-functional team of City staff have met (including Planning & Heritage, By-law, Corporate Services, Clerks, Parks & Open Space, Fire and Building), along with the Vice Chair of the Salmon Spectacular and Transport Canada staff. There is agreement and support from the City and partners for an update to the current regulatory framework as the current system does not adequately reflect or effectively regulate the use of the public space during these third-party events.

Options include:

1. Update the Regulatory Framework and Zoning By-law without a Fee for Use

On City lands, the update to the Regulatory By-law is proposed to include the following:

- Detailed map of the public spaces where extended parking would be permitted (see Attachment 5 for the recommended area).
- There are 2 layout options for the east side area. Option A includes short term parking closer to the wall with the extended parking further to the east. Option B includes an additional extended parking area with no short-term parking in this section with a fire route in the middle to also allow vehicles to easily enter and exit. Staff prefer layout option B;
- Application would be via an online fillable form or using PerfectMind;
- Duration: Extended Parking would be permitted 36 hours in advance of the start of the fall Derbies (i.e. Thursday at noon) and extend through the Derby (10 days) and require all items to be removed no later than 24 hours after the end of Derby fishing (12 noon on Monday following)(in 2025 this would mean Thursday August 21 to September 1);

- General Rules:
 - Extended parking is only permitted in areas identified in the By-law;
 - Define an Eligible Vehicle for Extended Parking, including camper trailers, camper vans, motor homes or other vehicles designed for camping, which must include a toilet as well as facilities for cooking and a valid license plate. For greater clarity, tents are not permitted including dining tents.
 - The maximum size of a trailer or other camping vehicle is 32’
 - No awnings are permitted to be extended;
 - No vehicle, trailer or other item is permitted within the identified Emergency Access (Fire Route) or within 3 m of the harbour wall;
 - No selling of goods, food or services from vehicles;
 - No open fires are permitted for cooking or warmth;
 - Cooking may be done within the area where EP is permitted on a camp stove, charcoal or gas bbq or other CSA certified device;
 - No alcohol may be consumed in this area;
 - Garbage must be placed in the provided containers and not left on any site or in any public space;
 - Users must maintain and leave the space in a clean and sanitary condition;
 - Grey water and black water must be kept in a holding tank and can not be dumped into the storm sewer or on the ground. (A sanitary pump out is available at the City’s Waste Water Treatment Plant in accordance with the standard fee).
 - Users must ensure there are no leaks from vehicles that could contaminate the area;
 - A licence for extended parking does not grant exclusive use of any space along the harbour walls;
 - All fish cleaning to occur at the Derby location or at the Municipal fish cleaning stations located at the East and West boat launch areas.
 - To be eligible for an Extended Parking Pass, a valid Derby entry number must be provided. This eliminates the use of the area by people who are not involved in the Derby;

- Extended parking does not provide rights to exclusive use of the Harbour wall area;
- In case of emergency or if required, the user must be available to move the items contained within the extended parking area with a minimum amount of notice. Permit holders who can not comply will have items moved or towed if required at the user's expense. Items, including vehicles, trailers and campers should not be left on site without supervision.
- There would be short-form wording for the by-law that would allow for enforcement and tickets to be issued by City By-law staff, others authorized, or the City's Police Service.

A map showing the areas where extended parking would be permitted with a pass is shown in Attachment 5. Extended Parking would be permitted in 2 main areas. In other areas, staff would use other by-laws (Parks and Traffic By-laws) to enforce current rules relating to parking and or camping.

Based on the mapping, it is estimated that 93 spaces (Option 2B) for Extended Parking could be accommodated on the east side with 23 spaces on the west side. (Total 116).

The spaces at the West Side Boat Launch and the Marina (25 sites) are not included in this calculation. The Extended Parking Regulations would apply to these areas. The fee would not change at the Boat Launch as it is currently in the Agreement with the Operator. Staff are proposing an increase to the fee for the extended parking licence on private property. The current rate is \$125 for 25 spaces which works out to \$5 per site for the entire 12-day period. For 2025, staff are proposing an increase to \$1,250 which equals \$50 per space. Staff anticipate incremental increases to this fee which will be reviewed annually as part of the Fees and Charges review.

In other areas, on-street parking would be permitted in accordance with the current regulations. Fishing along the harbour walls would continue to be permitted.

2. Update the Regulatory Framework and Zoning By-law with A Fee for Use

This option is identical to Option 1, with the exception that users would be required to obtain a permit, much like a parking pass during the Derby period. A fee would be required for each vehicle (e.g. Car/truck, camper, boat trailer etc.).

The user would apply using an online service option available through the City, such as completing a fillable form on the City's website, using the PerfectMind/Xplor Recreation system, or through alternative options that the City already utilizes that would best suit the needs of this initiative.

The City would prepare a parking pass and mail it to the user (or offer a pick-up option).

The permit would include:

- Permit holder name;
- Licence plate number (a permit is required for each vehicle, trailer and truck/car or boat trailer);
- Contact information; and
- Derby Registration number.

The City would utilize the existing parking enforcement contractor to provide coverage for this additional area during the licensed period. The estimated cost of this coverage would be approximately \$7-8000 (assumes 2 staff – 8 hours each day for the 13 days – that is 36 hours in advance, 24 hours after and the 10 Derby days).

The key benefits of the paid ticketed system together with the update to the regulatory by-law are:

- Recovers part of the City's costs to support this use;
- Limits the number of passes sold to be consistent with the available space.

3. Discontinue Extended Parking

This option is likely to upset the Derby organizers and anglers significantly. Given the number of years that the use has been permitted, completely discontinuing it would be difficult to enforce and would have a significant negative impact.

Other Matters Considered by Staff that are Not Being Recommended at this Time

- **Additional space in the north parking lot at the Bayshore Community Centre**

There is considerable use and occupancy of the areas where extended parking would be permitted on City lands (owned and leased). Based on photos from 2024, some of the users in this space have a boat and trailer. It may be helpful to create an additional area in the north gravel parking lot at the Bayshore Community Centre where extended parking would be permitted with the same regulations as above. It is recommended that the expansion of Extended Parking into new areas be revisited after the first year.

- **Create a Booking System for Spaces with a Fee**

Initially, staff thought that using an online booking system, delineating, numbering and allocating spaces would be an option that would help in regulating the use of public space for Extended Parking during the Derbies. Based on the discussion of the logistics of this option, the City does not have the staff and other resources to book and administer the use of spaces in these areas similar to a campground.

Insurance

Based on consultation with the City's insurer, there is no insurance coverage that can be offered for people doing extended parking to purchase. It is recommended that the City develop a liability waiver that is required through the Extended Parking Permit process that each camper must agree to which will be vetted through the City's legal service. Having a permit system would be the only way to obtain the waiver that is being suggested by the City's insurer.

The City or Transport Canada lands would be covered under the City's current policy along with liability.

The insurer recommends a pre-event inspection of the area to address any debris, or safety hazards in the area where Extended Parking is permitted. This would be documented and the inspection records retained.

Staff Recommended Option

Staff are recommending Option 2 with the layout showing 116 spaces (93 spaces East Side and 23 spaces West Side) as outlined above. This is the

option for an Updated Extended Parking regulatory framework along with a fee.

It is further recommended that this option be phased in with the fee not being charged until 2026.

This will allow users to become familiar with the regulations before paying to use the space in 2026. This will allow staff to focus on communication and enacting the regulatory framework in 2025, with the addition of the fee beginning in 2026.

In 2025, the approach toward enforcement would be toward compliance, leaving fines as a last resort, focusing on communication and education.

This option is recommended because:

- Is similar to the current regulatory framework;
- Allows for a phased-in approach to the associated fee;
- Respects the needs for the event balanced with the impact on public space;
- Recovers some of the costs incurred by the City (year 2).
- Allows the City to evaluate the success of the permit system prior to charging a fee in year 2.

Next Steps:

If Committee and Council support moving forward with option 2(Layout b) the following next steps would be required:

- Bring forward a staff report that includes:
 - Draft Licensing By-law, short-form wording, and proposed set for fines.
 - Proposed amendments to the Fees & Charges By-law and Traffic By-law.
 - Review Zoning Bylaw as part of the City's overall update.
- Establish Agreements with Transport Canada for the use of these areas during the fall Derbies;
- Prepare and implement a communication plan (internal for staff who will support this and external to the derby organizers, public, etc.).
- Develop and order signage.
- Develop web page.
- Develop fillable form and design and order passes.

- Develop a communication brochure to support year one enforcement.
- Install new signage and undertake line painting prior to the event to demark areas.
- Retain enforcement, as necessary.
- Undertake a review after year one with amendments to licensing bylaw, as necessary.

Financial Implications:

The City incurred an operating cost of \$17,200 that included both internal staff operating expenses and contracted external services. It is acknowledged that it will be difficult to recover this entire cost through any system.

Currently, the City incurs costs related to maintenance, garbage collection and disposal, and by-law response when the harbour area is used for Extended Parking, the duration of which appears to have increased in recent years.

If a rate was set at \$150 for the fall Derby period (approximately 12 days) week assuming 116 passes, the passes would generate approximately \$17,000 in revenue.

There would be new costs for signage in these areas (TC may pay for some of the signage), demarcation of the spaces (one-time cost and allowance for occasional replacement due to damage or theft) as well as for the parking passes (\$500) and the cost of the additional parking enforcement (\$7-8,000 depending on the amount of time). These costs would be in addition to the costs the City is already incurring.

Communication Strategy:

The new regulatory framework will require a strategic and directed communication approach.

The Sydenham Sportsmen Association attend many sporting shows each winter and spring to promote the Derby. A handout with information on the new regulations would be developed and shared by the Derby organizer.

Links to the City website would be added to the websites for both fishing derbies regarding the new regulations.

The City's website would be developed with background, FAQ's and a link to the online application form. This site would also promote camping at Harrison Park and Kelso Beach Campgrounds and provide links to the City's booking web page.

Signage on site would be required with the rules and key map showing the areas where Extended parking is permitted. The fire route would be identified by spray paint through this area.

Consultation:

A cross-functional team of City staff has been involved in creating this report, options, and regulatory framework, as well as the Derby organizer and Transport Canada.

As noted, some of the lands currently used for Extended Parking are owned by Transport Canada and are not currently subject to a lease with the City. Transport Canada has indicated that they would be amenable to developing a license agreement with the City for use of this area under a regulatory framework for the duration of the Derby.

Attachments:

1. Photos of the Harbour areas during the Derby
2. Ownership of Harbour Lands
3. Official Plan Designation of Harbour Lands
4. Zoning of Harbour Lands
5. Areas proposed for Extended Parking Regulations, including setbacks and areas for traditional parking

Recommended by:

Pamela Coulter, Director of Community Services

Submission approved by:

Tim Simmonds, City Manager

For more information on this report, please contact Pamela Coulter, Director of Community Services, at pcoulter@owensound.ca or 519-376-4440 Ext. 1252.