



**City of Kingston
Report to Council
Report Number 20-077**

To:	Mayor and Members of Council
From:	Lanie Hurdle, Chief Administrative Officer
Resource Staff:	Kate Lillicrap, Project Manager, CAO's Office
Date of Meeting:	March 3, 2020
Subject:	Lake Ontario Park Cyclist Camping

Council Strategic Plan Alignment:

Theme: 5. Foster healthy citizens and vibrant spaces

Goal: 5.1 Increase access to and continue to beautify the waterfront.

Executive Summary:

In October 2019, Council directed staff to begin research in order to report back to Council in Q1 2020 on infrastructure required in Lake Ontario Park and the associated costs and potential revenues, to accommodate a 2-year camping pilot project for cyclists as part of cycling events starting in 2020.

It is understood that the intent of this motion was to not only to capture cyclists as part of cycling events, but also leisure cyclists and other campers arriving by alternative modes of active transportation.

Staff reviewed options ranging from status quo to offering a 2-year pilot for campers arriving to Lake Ontario Park by bicycle or active transportation. Possible options include:

1. Continue with Lake Ontario Park services as is; or
2. Offer camping at Lake Ontario Park to individuals arriving by bicycle or other modes of active transportation, within or outside of an event context, for a pilot period of 2 years.

City staff has undertaken site assessments of Lake Ontario Park in order to assess: the extent and quality of the existing infrastructure and identify upgrades to existing infrastructure or procurement of new infrastructure required. A review of other nearby self-service or limited-

March 3, 2020

Page 2 of 28

serviced campsites for cyclists was also completed in order to gain a better understanding of standard services offered, best practices and rates of visitation.

Lake Ontario Park is easily identified as one of the community's most-beloved parks and outdoor recreation settings in the city. Because of past and on-going revitalization efforts, this area is well-maintained and equipped for park-goers. The majority of the infrastructure to host a pilot project already exists (e.g. washrooms, showers, potable water). The most notable upgrades required to infrastructure include changes to power available at campsite outlets as well as re-grading of existing showers to improve drainage. Operationally, Lake Ontario Park pilot project camping could be integrated into existing registration practices online and in-person at no additional expense.

It is estimated that a 2-year camping pilot project at Lake Ontario Park accommodating cyclists and other visitors utilizing active transportation would incur capital costs of \$9,089 - \$9,239 and operational costs of approximately \$1,500/season. The number of campers is estimated to range between 50 – 140 individuals per season, with approximate total revenue of \$1,320 – 3,690/season (based on a \$26.37/night fee).

Due to an overlap with a construction laydown site for the Utilities Kingston Portsmouth Pumping Station Redirect and Trunk Watermain project, only a reduced offering would be available during the 2020 – 2022 seasons. More specifically, during this time of the potential pilot project, only 12 of the total 22 campsites would be available to campers.

Recommendation:

That Council consider the two options below and direct staff to proceed with the implementation of one of the following options:

Option 1:

That staff be directed to continue to accommodate event camping at Lake Ontario Park and take no further action with respect to a 2-year camping pilot project at Lake Ontario Park for the booking of individual campsites for cyclists and other visitors arriving by other modes of active transportation.

Or

Option 2:

That staff be directed to implement a 2-year camping pilot project at Lake Ontario Park for the booking of individual campsites for cyclists and other visitors arriving by other modes of active transportation, it being understood that, in addition to the details provided in Report Number 20-077:

March 3, 2020

Page 3 of 28

- overnight security surveillance service would not be included for the campground/park;
- up-front capital costs for the project would be approximately \$9,000 to be funded through existing capital budgets;
- annual operating costs for the project would be approximately \$1500/season which would be absorbed in the existing operational budgets;
- approximate revenue could range between \$1,320 – 3,690/season; and
- A portion of the proposed camping area would be unavailable between Spring 2020 – 2022 due to an overlapping laydown site for construction associated with the Utilities Kingston Portsmouth Pumping Station Redirect and Trunk Watermain project; and

That the by-law attached as Exhibit A to Report Number 20-077, A By-law to amend By-Law Number 2009-76 “A By-Law to provide for the Regulation Use of Parks and Recreation Facilities of The Corporation of the City of Kingston”, be presented to Council for approval.

March 3, 2020

Page 4 of 28

Authorizing Signatures:

ORIGINAL SIGNED BY CHIEF
ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Community Services

Peter Huigenbos, Commissioner, Business, Environment & Projects

Brad Joyce, Acting Commissioner, Corporate Services

Jim Keech, President & CEO, Utilities Kingston

Desirée Kennedy, Chief Financial Officer & City Treasurer

Sheila Kidd, Commissioner, Transportation & Public Works

March 3, 2020

Page 5 of 28

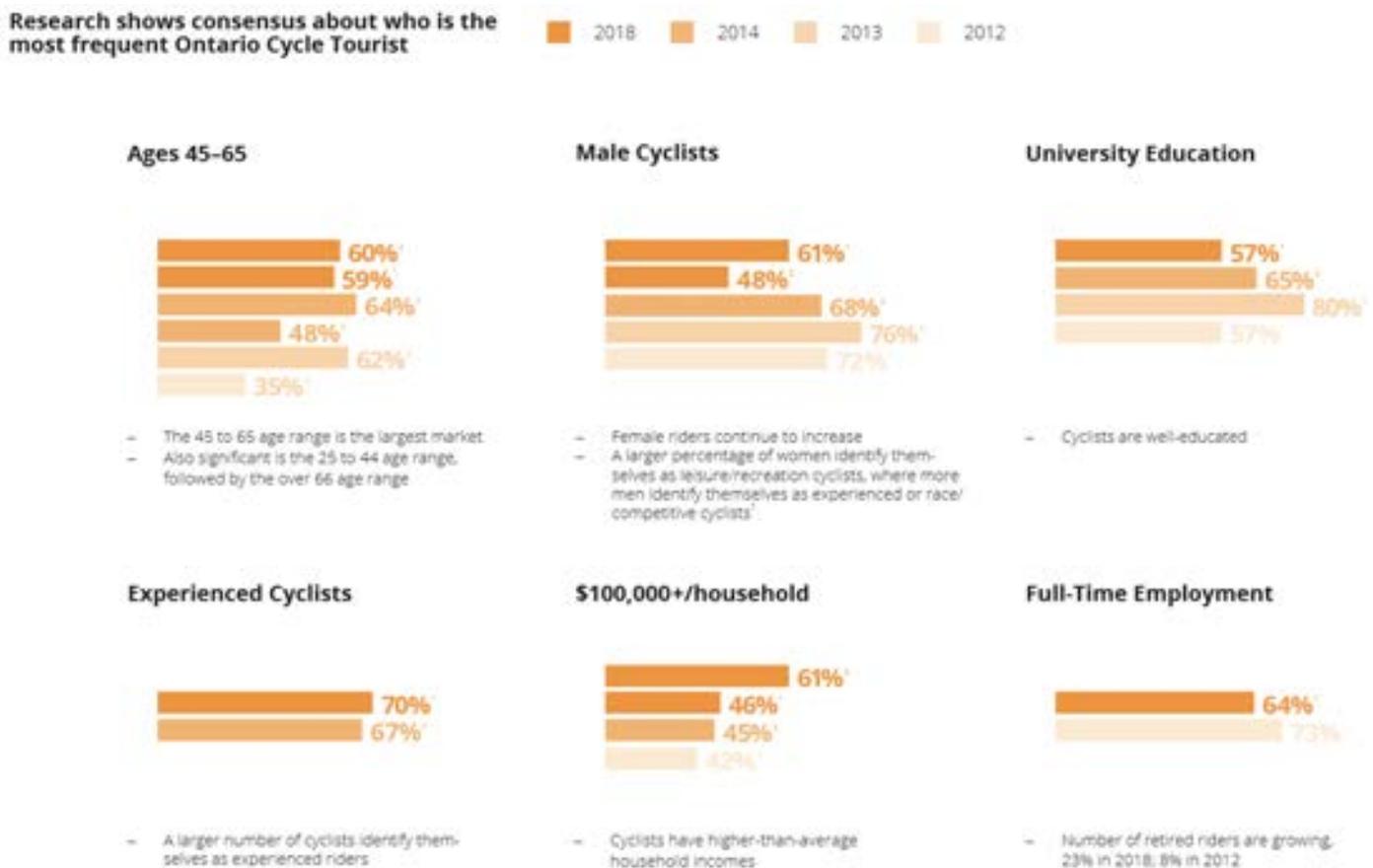
Discussion:

Cycling Tourism in Ontario

In 2019, the non-profit organization Transport Options published: *Cycle Tourism in Ontario: A Report on the State of Ontario’s Cycle Tourism Sector*. This report takes a closer look at cycle tourism in Ontario as it pertains to the composition, preferences and trends associated with this demographic.

Figure 1 below provides an overview of who the regular Ontario cycle tourist is. In the last couple of years, 75% of cyclists have taken a bike or included cycling as part of overnight trips in Ontario. The majority of these cyclists travel in groups of 2-4 people, and touring events are the most popular type of event preferred by cyclists. As of 2018, 54% of cyclists participate in three or more cycling events each year. Cycling trips tend to be three or more days in duration, with the majority reporting that they prefer cycle distances between 50-80km/day.

Figure 1 - Ontario Cycle Tourist Demographic



Source: *Cycle Tourism in Ontario: A Report on the State of Ontario’s Tourism Sector*, Transportation Options

March 3, 2020

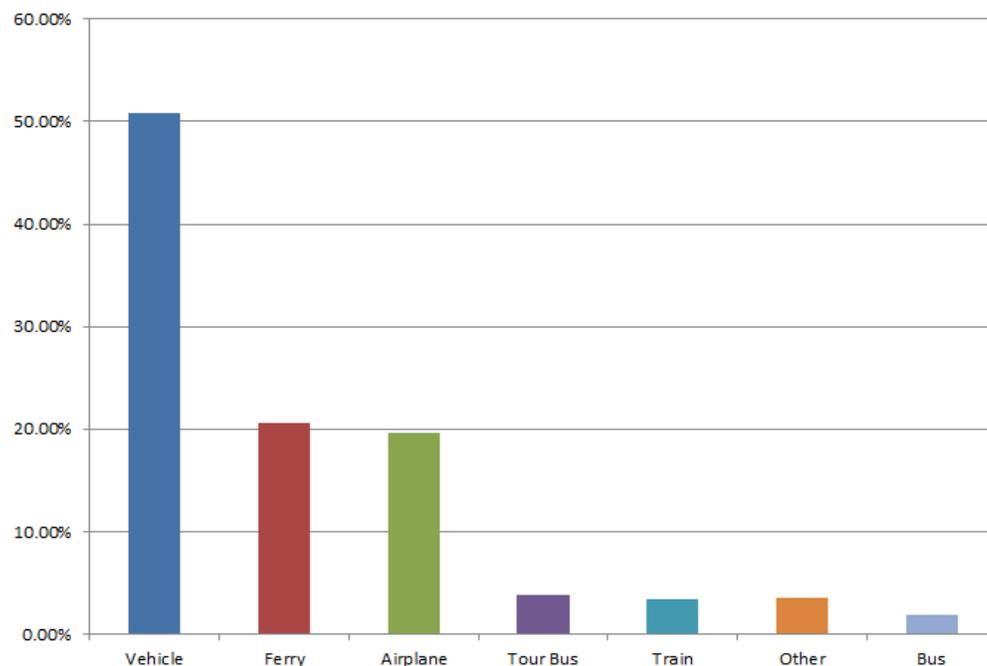
Page 6 of 28

Cycling in Kingston

Those who enjoy cycling in and around Kingston appreciate the city’s access to nearby rural roads, trails and small towns, proximity to corridors between Ottawa, Toronto and the US and a range of lake and landscapes.

In order to get a better sense of how visitors are currently travelling to Kingston during the cycling and camping season (May – October), a review was completed of the 2019 Kingston Visitor Survey. The results of this survey indicate that the majority of visitors to Kingston during this season are those arriving by vehicle (50.76%) (Figure 2). Visitors to Kingston arriving by ‘other’ modes of transportation (including bicycles) made up 3.6%.

Figure 2 - Overview of Primary Transportation Modes to Kingston (May – October 2019)



Source: Kingston Visitor Survey (May – October 2019)

Tourism Kingston

Cycling tourism is identified by Tourism Kingston as part of ‘Leisure Tourism’. There are currently no action items in Tourism Kingston’s *Integrated Destination Strategy* or *5 Year Plan (2020 – 2024)* that focus on camping or cyclist-specific accommodation.

Tourism Kingston’s *Integrated Destination Strategy* does note that continuing to improve Kingston’s cycling route is important for active transportation and tourism growth. Currently, Tourism Kingston supports cycle tourism online through webpages focused on: 1) Bike Rentals, Tours and Shops, 2) Cycle Friendly Accommodations, 3) VIA Rail – Take your bike on board and 4) Cycling trails/maps.

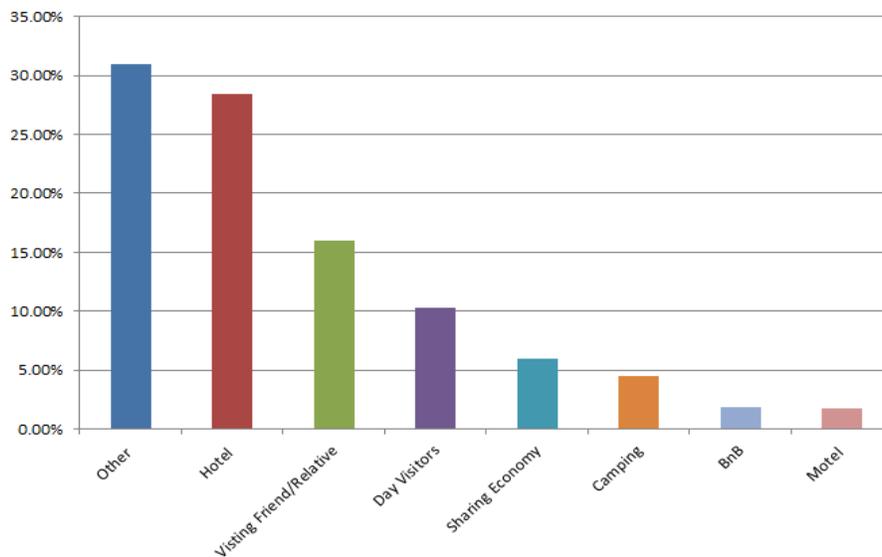
March 3, 2020

Page 7 of 28

Accommodations

When examining preferred visitor accommodation types between May and October (2019), 31.02% of visitors to Kingston indicate that they prefer ‘other’ types of accommodation (Figure 3). It is anticipated that this category includes accommodations such as boats. Providing an approximately equal response (28.49%), hotels were the next most preferred type of accommodation for visitors to Kingston. Camping accommodation was reported by 4.5% of visitors.

Figure 3 - Overview of Accommodation Preference for Visitors to Kingston (May – October 2019)



Source: Kingston Visitor Survey (May – October 2019)

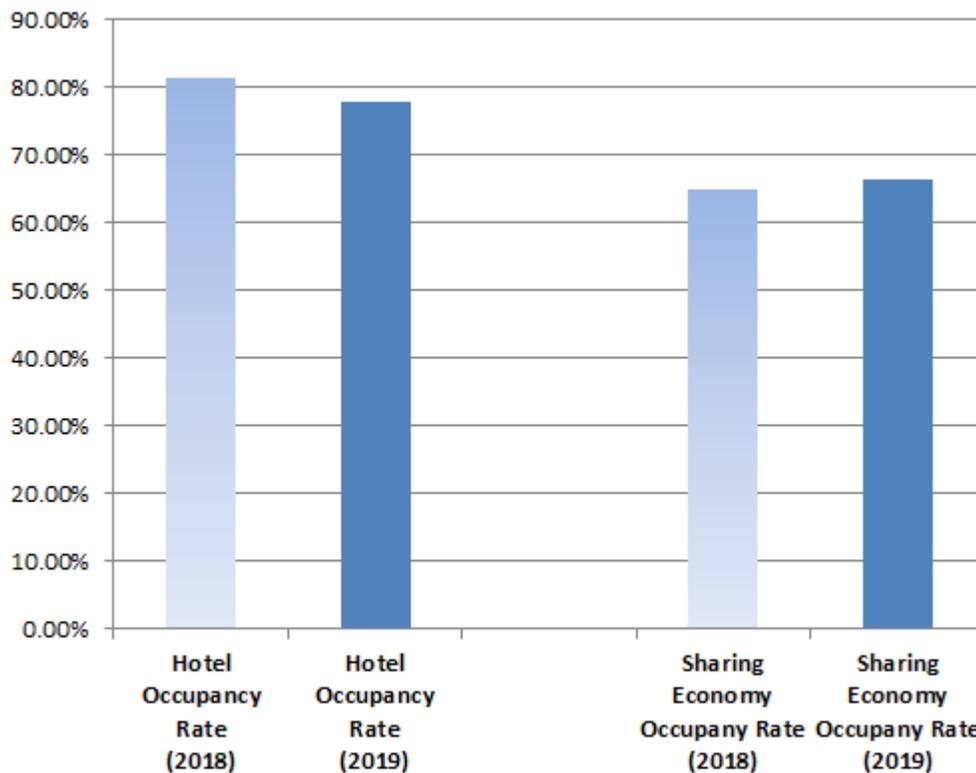
Although there is no specific data available for Kingston however, in Ontario, 72% of cyclists prefer staying in hotels during cycle trips. This accommodation preference aligns with the data discussed above for all visitors visiting Kingston. Following hotels, cyclists travelling through Ontario prefer accommodations such as: cottage stays, hostels and private rentals/Airbnb. The next most desirable accommodations for this group are motels or staying with friends/relatives.

The Kingston Visitor Survey results indicate an 81.55% and 77.93% hotel occupancy rates for 2018 and 2019 respectively (Figure 4). Shared economy (e.g. Airbnb, vacation rentals) occupancy rates for the same time frame were 65.03% and 66.28% respectively. The supply provided by both accommodation models currently outweighs the demand by tourists.

March 3, 2020

Page 8 of 28

Figure 4 - Hotel and Shared Economy Occupancy Rates in Kingston (2018-2019)



Source: Kingston Visitor Survey (May – October 2018, 2019)

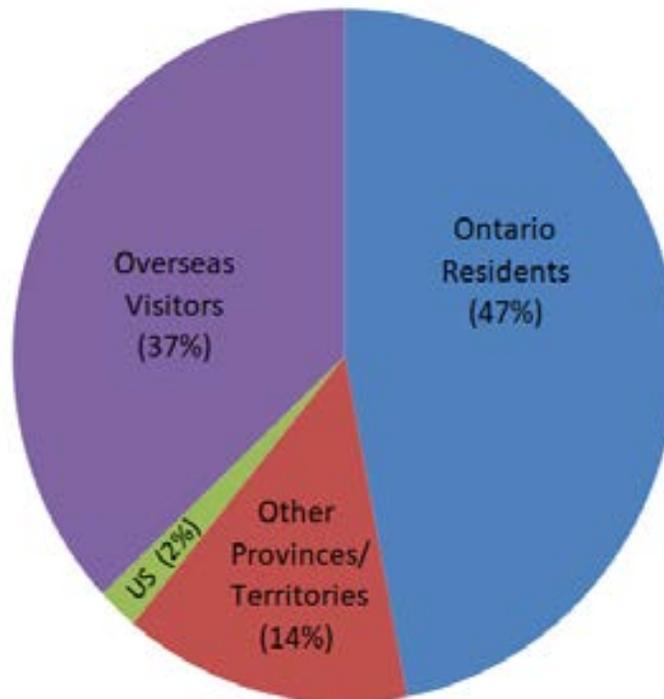
Tourism Kingston’s vision is to generate increased overnight visitation that out-paces provincial industry results by working with community partners and executing on its four strategic sales pillars.

Visitors staying in Kingston hotels, motels and bed & breakfasts for 30 days or less pay 4% for the Municipal Accommodation Tax. This tax (and associated revenue generated for tourism promotion and products) would not extend to a campground at Lake Ontario Park.

The *Cycle Tourism in Ontario* report identified that cyclists spend more and stay longer in an area than do other Ontario visitors (e.g. \$317/trip vs. \$186/trip). In 2016, 1.6 million cycling tourists in Ontario spent \$517 million (account for 1.9% of visitor spending in Ontario). In 2016, Ontario residents accounted for 47% of cycling tourist spending (and 87% of cycling visits), followed by overseas visitors who accounted for 37% of cycling tourist spending (and 6% of cycling visits) (Figure 5). In 2018, 66% of cyclists traveling in Ontario spent over \$50/night and 42% spent over \$100/night for accommodations while traveling by bike.

March 3, 2020

Page 9 of 28

Figure 5 - Overview of Cyclist Tourist Spending by Place of Origin (2016)

Source: Cycle Tourism in Ontario: A Report on the State of Ontario's Tourism Sector, Transportation Options

Nearby Cyclist Campsites

There are campgrounds that offer 'self-serve', 'self-registration' or 'basic service' models both nearby (e.g. Kingston Mills) and in other municipalities in Eastern Ontario. These campsites enable cyclists and others arriving by active transportation to arrive at a campsite and access a basic set of services and infrastructure (e.g. potable water, washroom, shower, electricity).

Ontario by Bike

The Ontario by Bike Network is a provincial program that certifies and promotes bicycle-friendly business and tourism as a means of fostering sustainable mobility and active transportation. Included in this program are accommodations, food services, attractions, cycling-related businesses and organizations. In order for a campground to be recognized and promoted by the Network, a series of obligatory/mandatory requirements must be met (Exhibit B). There are currently 41 campgrounds in Ontario that are promoted by Ontario by Bike. The Ontario by Bike campgrounds that are located the closest to Kingston are: The Ivy Lea Campground (located at the foot of the Thousand Islands Bridge and operated by the St. Lawrence Parks Commission) and the St. Lawrence Park Campground (located on the outskirts of Brockville and Operated by the City of Brockville).

March 3, 2020

Page 10 of 28

Other cyclist-friendly campgrounds (not certified by Ontario by Bike) in close proximity to Kingston include the Kingston Mills Lock-station on the Rideau Canal (operated by Parks Canada) and the Frankford Tourist Park (operated by the City of Quinte West).

It is important to note that the St. Lawrence Parks Commission is in the very early stages of exploring camping and/or 'glamping' opportunities at Fort Henry in Kingston. The concept being considered could combine a unique overnight stay experience in close proximity to the City, with historic programming, while being sensitive to environmental, heritage and archeological impacts. Along with heritage programming, St. Lawrence Parks Commission operates recreational properties including 14 campgrounds and beach day-use picnic areas along the St. Lawrence River.

Lake Ontario Park Camping

According to the City of Kingston's *Lake Ontario Park Revitalization Study*, the Lake Ontario Park campground had historically functioned to meet two corporate goals: 1) providing a venue for large events that would attract tourists and residents and 2) providing economic benefits to surrounding neighbourhoods and downtown. Between May and October, the campground catered to tourists and prohibited Kingston resident camping. During the peak summer season, campground occupancy was around 50% on weekends and 25% during weekdays. The full-service campsites were the most popular.

In 2005, the City of Kingston closed the Lake Ontario Park campground as part of a review of municipal services.

Over the last number of years, a small number of organized groups (e.g. Agility Connection, Girl Guides and Scouts Canada) have participated in event camping at this location. Between 2018 and 2019, seasonal event camping at Lake Ontario Park included an average of 16 campsites per event and an average of 3 nights camped during an event.

The existing location of 'Event Camping' at Lake Ontario Park is identified in the Lake Ontario Park Master Plan (Exhibit C). The event camping area is delineated by two parallel fence lines, along which tenting sites are aligned. A pilot accommodating camping at Lake Ontario Park for cycling events/active transportation could take place at the existing camping sites. In order for the City to continue to accommodate general event camping (which includes groups utilizing RV's), the cycling event/active transportation camping pilot could occupy just a portion of the total event camping space. It is proposed that just one fence-line (the western-most fence) and the associated tenting sites are used for cyclist/active transportation camping, while the eastern-facing fence-line and associated tenting sites are left available to accommodate event camping groups and their RV's.

Infrastructure

In order to assess standard infrastructure required by campers arriving by bicycle/active transportation, City staff examined comparable campgrounds/parks in nearby regions.

March 3, 2020

Page 11 of 28

Campgrounds considered comparable were those that offer 'self-serve', 'self-registration' or basic service models (Table 1).

Table 1 - Infrastructure Review of Comparable cyclist-friendly basic service Camping Models

Infrastructure	St. Lawrence Park	Rideau Canal Lockstations	Frankford Tourist Park
Location	<i>Brockville</i>	<i>20 of 24 locks along Rideau Canal</i>	<i>City of Quinte West</i>
Washroom	Yes	Yes	Yes (during day)
Porta Potty	No	No	Yes (at night)
Showers	Yes	Yes	Yes
Potable Water	No	Yes	No
Picnic Tables	No	Yes	Yes
BBQ	No	Yes	No
Electrical Outlets	No	No	No
Bike Rack	Yes	Yes	Undetermined

City staff completed multiple site visits to Lake Ontario Park to assess existing infrastructure and identify outstanding requirements. Exhibit C geographically identifies the location of existing infrastructure at Lake Ontario Park. Table 2 summarizes the existing infrastructure at Lake Ontario Park, in addition to outstanding infrastructure required to accommodate a basic service cyclist-friendly campground comparable to the models identified in Brockville, Quinte West and the Rideau Canal.

March 3, 2020

Page 12 of 28

Table 2 - Summary of Existing and Required Infrastructure at Lake Ontario Park to Offer Comparable Cyclist-friendly Camping Model

Infrastructure	EXISTING Infrastructure	Infrastructure Updates REQUIRED?*
Tenting Sites	40	NO
Washrooms	YES	NO
Porta Potty	NO	YES
Showers	YES	YES
Potable Water	YES	NO
Picnic Tables	YES	YES
BBQ	YES	YES
Electrical Outlet	YES	YES
Bike Rack	YES	NO
Garbage/ Recycling Containers	YES	YES
Signage	NO	YES
Lighting	YES	YES

* All updates to infrastructure identified in Table 2 are outlined in detail in the relevant sections below.

Washrooms

There are a total of eight existing washrooms at Lake Ontario Park, divided amongst the following outbuildings:

- Pavilion Washrooms
 - 1 accessible family washroom stall

March 3, 2020

Page 13 of 28

- 1 standard men's washroom
- 1 standard women's washroom
- Existing Women's Washroom Building
 - 1 accessible washroom stall
 - 1 standard washroom stall
- Existing Men's Washroom Building
 - 1 accessible washroom stall
 - 2 urinals

All washrooms are in good working order and do not require any upgrades outside the scope of on-going existing maintenance offered by Public Works Services.

During the operating season, Lake Ontario Park washrooms are open and available to the public between 7:00 a.m. and 9:00 p.m. Washrooms are locked at 9:00 p.m. when Public Works Services staff leaves the Park.

Because washroom access is limited to daytime hours, it is recommended that should a pilot be accommodated, 1 porta-potty be installed closer to the campground for overnight use by campers.

Showers

There are a total of 4 existing shower stalls at Lake Ontario Park, divided amongst the following outbuildings:

- Existing Women's Washroom Building
 - 1 accessible shower stall
 - 1 standard shower stall
- Existing Men's Washroom Building
 - 1 accessible shower stall
 - 1 standard shower stall

All showers will require minor upgrades to improve water drainage effectiveness and efficiency.

Potable Water

Located on the lawn adjacent to the gravel parking lot by the event grounds at Lake Ontario Park is an above-ground spigot. This device is operational during the operating season and provides clean, potable water for campers and other visitors to access. The spigot provides a number of different faucets to allow for a number of users to access water at once.

Camp Sites

As previously mentioned, should a pilot be accommodated, it is recommended that camping take place along the western facing fence line. Approximately 11 campsites can fit in a row

March 3, 2020

Page 14 of 28

along one side of the fence, providing 22 potential sites. It is estimated that a standard campsite would be between 12m x 12m in size and accessible campsites would be approximately 12m x 14.4m (Figure 6).

Figure 6 - Diagram of Proposed Campsite Size and Placement for the Lake Ontario Park Cyclist Camping Pilot

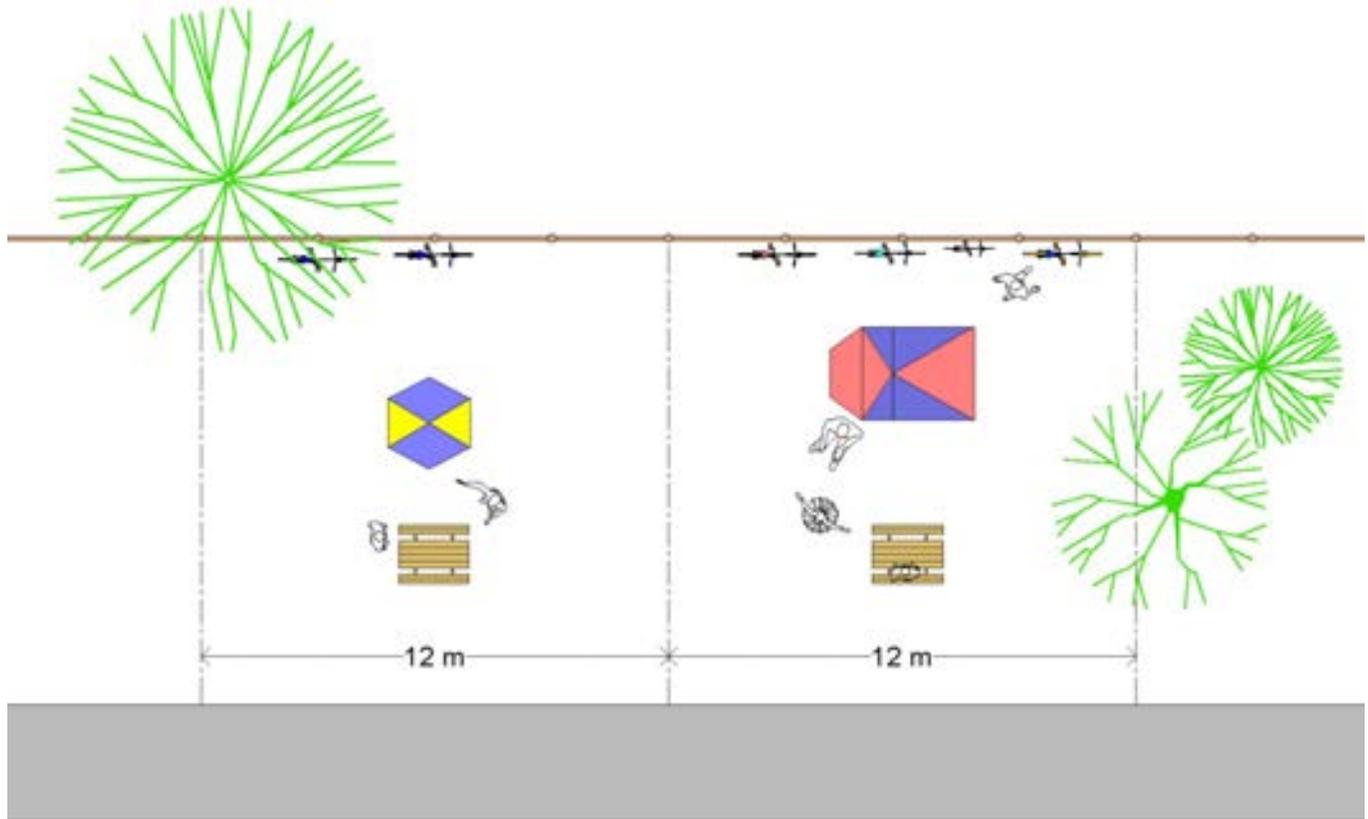


It is estimated that each site would be able to accommodate a maximum of 2 small tents or four people (Figure 7).

March 3, 2020

Page 15 of 28

Figure 7 - Sketch of Potential Campsite Layout for the Lake Ontario Park Cyclist Camping Pilot



Electrical

There is currently electrical service provided to campsites via fixed casings installed along the fence-lines delineating the campground. Electrical service is currently restricted to 30amps. Event campers at Lake Ontario Park often occupy an RV during their stay and use this 30amp service. In order to continue to offer electrical service for event campers, it is recommended that the 30amp service be left intact on the eastern-facing fence-line, while converting outlets on the western-facing fence-line to 120V for campers arriving by bicycle or active transportation. A standard 120V outlet would allow campers to most notably charge cellphones during their stay.

Picnic Tables

There are currently several picnic tables scattered across the Lake Ontario Park property. In order to ensure campers have access to a place to have meals during their stay approximately 15 new picnic tables would need to be purchased and provided one per campsite. Should a pilot be accommodated, it is recommended that 2 of the 15 tables installed are suitable for those requiring an accessible option.

March 3, 2020

Page 16 of 28

Bike Racks

There are currently three sets of bike racks available at Lake Ontario Park. Two bike racks are installed at the main entrance to the park between the parking lots and the paths to the splash pad/Pavilion. There is one bike rack which has been installed at the top of the long stairway that overlooks the waterfront.

With the majority of cyclists spending between \$1,000 and \$4,000+ on their bicycle, safety and security of this item is of utmost importance to cycling tourists. Some campgrounds offer indoor locked facilities for bikes. Should a pilot be accommodated, it is recommended that cyclists lock bikes to the fence adjacent to their tent and in their campsite. This method would allow campers to be within eyesight/earshot of their bikes, and also offer a strong and robust frame to attach to. That said, it is recommended that no additional bike racks be purchased for a pilot.

Lighting

Existing outdoor lighting lines the main parking lot and the pathway from the parking lot to the Pavilion/splash-pad. Exterior lights are also affixed to both the men's and women's existing washroom buildings and on the Staff Building.

Should a pilot be accommodated, it is recommended that the exterior lights on the existing washroom buildings and the Staff Building receive minor updates to improve effectiveness and efficiency. It is anticipated that the light on the Staff building is in close enough proximity to the campground to act as an aid to campers, while not being too bright so as to cause disruption during sleep.

There would be no additional cost beyond the existing Public Works Services budget to include these items.

Pathways

There is a gravel pathway that runs between the western and eastern campground fence-lines, and paved pathways throughout Lake Ontario Park. There are no recommended upgrades required to existing pathways; however the Alderville First Nation Commemoration Project being installed by the Cultural Services Department in 2020 will provide a connecting path from the campground area across the lawn to meet the Existing Washroom Buildings (Figure 8).

March 3, 2020

Page 17 of 28

Figure 8 - Aerial Illustrative Plan showing Pathways connecting the gravel parking lot by the “Staff Building” to the Waterfront Trail.



BBQ

There are a number of single-post, charcoal barbeques scattered throughout Lake Ontario Park, with a concentration around the Pavilion building.

Should a pilot be accommodated, it is recommended that two additional BBQ's are installed in proximity to the campground for shared use by campers (and other park visitors).

Campfires would not be permitted.

Garbage and Recycling

A number of garbage and recycling receptacles are scattered throughout Lake Ontario Park.

Should a pilot be accommodated, it is recommended that some additional garbage and recycling receptacles be added to the campground area for shared use by campers (and other park visitors). There would be no additional cost beyond the existing Public Works budget to include these items.

March 3, 2020

Page 18 of 28

Operations

Season

Both the historic and existing operating season at Lake Ontario Park is the long weekend in May to the Thanksgiving weekend in October. Should a pilot be accommodated, it is recommended that the camping season for this pilot coincide with this existing timeframe.

Hours

Campers would be provided a check-in time of 1:00 p.m. and a check-out time of 11:00 a.m. This timeframe would allow Public Works staff to clean and maintain sites in between campers where necessary.

Signage

Should a pilot be accommodated, it is recommended that two sets of signage be developed and displayed at the campground:

- 1) *Rules and Safety* (e.g. campground is unsupervised, no campground/security staff on duty, camp at your own risk, by-laws regarding campfires, noise, unruly behaviour, no vehicles permitted and an in-case-of-emergency telephone number, etc.)
- 2) *Registration* (e.g. how and where to register, operating season, hours of operation, campsite fees, administration telephone number, etc.)

Registration

In order to ensure that prospective campers are able to make a campsite reservation in advance, or on the day of their visit to Lake Ontario Park, it is recommended that two options are offered for registration.

Online Registration

Campers would be able to register online through the City's existing online registration system. This option would allow campers to register any time, including on the day of arrival (where available campsites still exist).

- Hours of Operation: 24hrs/day, 7 days/week
- Payment Options: All major credit cards accepted for nightly fees
- Site Selection: GIS mapping of campsites would allow a camper to select their site based on a numbering system corresponding with site number on a map
- Other Information Gathered: Name, date of birth, address, email and phone number

In-Person Registration

For those campers that are local or prefer to complete their registration in-person, this will be an additional option available to campers. There are three City locations where campers would be

March 3, 2020

Page 19 of 28

able to register in person: Artillery Park Aquatic Centre, Rideau Heights Community Centre and INVISTA Centre. Unlike online registration, in-person registration would be available only during identified business hours.

- Hours of Operation:
 - INVISTA: Monday to Sunday (8 a.m. – 8 p.m.)
 - Artillery Park: Monday to Friday (6 a.m. – 9:30 p.m.), Saturday and Sunday (8 a.m. – 8 p.m.)
 - Rideau Heights: Monday to Sunday (8:30 a.m. – 9 p.m.)
- Payment Options: Cash, Debit and all major credit cards accepted for nightly fees
- Site Selection: Completed with the assistance of a front-line customer service representative and backend access to the GIS mapped campsites.
- Other Information Gathered: Name, date of birth, address, email and phone number

Attendance/Tent Count

Once a camper has registered for a campsite, this information is logged in the City's cloud-based registration software. In order to ensure all campers have registered and paid for their site, it is recommended that the attendance of campers be taken on a daily basis. Public Works Services staff already on-site daily at Lake Ontario Park could complete this assessment. Each day/night, Public Works Services staff could access the names and numbers of all registered campers and review this against the names and numbers of campers on-site camping. Any campers on-site who have not registered would be directed to register with the City immediately.

Security

The Lake Ontario Park Revitalization Study reported park and police staff commenting on the relative safety of Lake Ontario Park. Relatively little vandalism and isolated parties have been documented in areas of the park. Major routes are well-lit with street lights and outbuildings are locked from 9 p.m. until 7 a.m. Continuous year-round Lake Ontario Park visitors and neighbours help to provide on-going informal surveillance.

City staff reviewed a variety of options for security for the cycling/active transportation camping pilot. A summary of these options is presented in Table 3 below.

Table 3 - Summary of Security Options Reviewed for the Lake Ontario Park Cyclist Camping Pilot

Option 1	Daytime Staffing
Details	<i>Public Works Staff on-site 7am - 9pm performing Regular duties</i>
Seasonal Cost	\$0
Option 2	Evening Security
Details	<i>3 intermittent patrols by qualified security guard between 10pm and 7am, 7 days a week</i>

March 3, 2020

Page 20 of 28

Seasonal Cost	\$9,415.56 - \$11,739.42 (depending on qualifications)
Option 3	24hr
Details	<i>on-going security all day and night, 7 days a week</i>
Seasonal Cost	\$78,748.32 - \$98,184.24 (depending on qualifications)

Given the presence of Public Works staff on-site between 7 a.m. and 9 p.m. during the operating season, option 1 outlined above would be recommended at the outset of a pilot. Should camping visitation increase traffic and/or security concerns to a degree such that there are concerns, an additional security detail may be hired and patrols can be scheduled on an hourly basis.

Trees

Should a pilot be accommodated, it is recommended that regular assessments be completed of the trees adjacent to campsites and tenting areas. These assessments would review trees for health and address any visible concerns of falling branches or debris.

There would be no additional cost beyond the existing Public Works budget to include these items.

Vehicles

Given the intent of this pilot is to focus on promoting cycle tourism and active transportation, vehicles would not be permitted in association with campers registered to any of these sites.

Existing event camping associated with the eastern fence-line would still be able to allow and accommodate RV's and other permitted vehicles associated with registered event campers.

Expenses

Capital Costs

Table 4 below provides an overview of the anticipated capital costs associated with launching the Lake Ontario Park Cyclist Camping pilot. Capital costs would be absorbed by existing Facilities Management & Construction Services, Public Works Services and Parks Development budgets.

Table 4 - Capital Costs Associated with the Lake Ontario Park Cyclist Camping pilot.

Item	Details	Cost
Electrical (Outlets)	convert 10 plugs on western-facing fence from 30amps to 120V, replace breaker and plug + outlets	\$2500

March 3, 2020

Page 21 of 28

Shower	re-grade showers to ensure effective and efficient drainage	\$2500
Picnic Tables	addition of approximately 15 picnic tables to campsites	\$1800-1950
BBQ's	addition of 2 BBQ's to campground	\$2000
Signage	18x24 signage for Rules information	\$100
Signage	30x42 signage for Registration information	\$200
TOTAL CAPITAL COST		\$9,100 - \$9,250

Operating Costs

Operating costs would be absorbed by the existing Public Works Services budget. Other operations associated with this initiative will not impact budgets, but would involve redirecting existing staff to new tasks associated with their role (e.g. camper registration, campsite attendance checks, trash collection and lawn maintenance).

One observed seasonal operating expense would be the rental of a porta-potty (Table 5).

Table 5 - Operating Costs Associated with the Lake Ontario Park Cyclist Camping pilot.

Item	Details	Cost
Porta-Potty	access for overnight use when washrooms locked	\$1,500 (per season)
TOTAL OPERATING COSTS		\$1,500 (per season)

Revenue

Camping Fees

A review of comparable campsites showed camping registration fees ranging from \$4.90/night to \$36/night. The 2020 camping fees for Lake Ontario Park are published in *By-Law Number*

March 3, 2020

Page 22 of 28

2005-10. Current published daily event camping fees for Lake Ontario Park range from \$26.37 - \$31.33 (includes electricity and water).

Should a pilot be accommodated, it is recommended that a \$26.37/night fee be applied to campers taking part in the cyclist/active transportation pilot.

Number of Campers

A review of other Ontario campsites showed that the number of campers that visited comparable campgrounds ranged from approximately 50 - 140 visitors per camping season (May - October).

Total Projected Revenue

Applying a site fee of a \$26.37/night to a range of 50 -140 campsite bookings, it is projected that the total revenue for one camping season may be in the range of \$1,318.50 - \$3,691.80.

Legal

Occupier's Liability Act

When considering security in this setting, the *Occupiers Liability Act* should be considered. An occupier of premises owes a duty to take such care as in all the circumstances of the case is reasonable to see that persons entering on the premises, and the property brought on the premises by those persons are reasonably safe while on the premises.

In the context of a public campground, the municipality, as the occupier, owes a duty of care to the campers. The standard of care is one of reasonableness, rather than perfection. As indicated above, 24-hour security is not being recommended during the proposed pilot project; however, there are a number of options available to address security concerns at the campground, if required.

Alcohol and Smoking Policies

In accordance with the *Liquor Licence Act*, the *Smoke-Free Ontario Act*, and City of Kingston By-Law 2018-173 (Smoking and Vaporizing By-Law), alcohol and smoking/vaping will be permitted on registered campsites only. Consumption of alcohol will be prohibited in all other areas of Lake Ontario Park. Smoking/vaping outside of registered campsites at Lake Ontario Park will be governed by the City's Smoking and Vaporizing By-Law. The City's rules and regulations with respect to alcohol and smoking/vaping in the campground will be posted at the campground and online.

By-Law

By-Law Number 2009-76 "A By-Law to provide for the Regulation Use of Parks and Recreation Facilities of The Corporation of the City of Kingston"

March 3, 2020

Page 23 of 28

- *Clause 11. Camping and the use of any camping equipment is prohibited unless authorized as part of an organized Special Event*

Clause 11 of the By-Law only permits camping in City parks if it is authorized as part of an organized Special Event. Therefore, By-Law Number 2009-76 would require an amendment to permit the booking of individual campsites at Lake Ontario Park (Exhibit A).

If Council approves a two-year pilot project at Lake Ontario Park for the booking of individual campsites for cyclists and other visitors arriving by other modes of active transportation (Option 2), Council will need to also approve the amendments to By-Law Number 2009-76 as outlined in Exhibit A of this report.

Upon booking of a campsite, campers will be required to acknowledge and agree to Terms of Use while on-site or be subject to being asked to leave or banned from returning.

By-Law Enforcement staff are responsible to and follow up with complaints that are received related to LOP with respect to noise, off-leash animals, garbage, or illegal camping. This is the City's current practice and will not be affected or changed as a result of the proposed pilot program. Recreation & Leisure Services will manage the Registration process and Terms of Use regarding the permitting of camping activity.

Insurance/Liability

The physical assets at Lake Ontario Park are presently insured by the City of Kingston under its existing insurance policy. The cost to operate the site as a campground this year would have a minimal effect on the insurance rates for 2020.

Portsmouth Pumping Station Redirect and Trunk Watermain

Utilities Kingston has completed a Class Environmental Assessment to evaluate the flow direction of the Portsmouth Pumping station servicing the Portsmouth area and completed the detailed design for the linear works contained within the municipal ROW. Construction of the linear works associated with the Portsmouth Pump Station Facility are scheduled for completion in 2021/2022 with the Pump Station constructed in 2022.

This process will include a redirect from the Portsmouth Pumping station from the east end Ravensview Waste Water Treatment facility to the west end Cataraqui Bay Waste Water Treatment Plant.

During this process the installation of a large watermain and forcemain will take place on King Street West. Construction will take place on King Street West approximately 3km from the Front Road Bridge to Union Street.

The Utilities Kingston laydown area associated with this construction is set to occur at Lake Ontario Park, and would overlap with approximately 3 rows of proposed campsites (Figure 9).

March 3, 2020

Page 24 of 28

The Utilities Kingston laydown site is intended for a construction trailer complex and material storage area (e.g. for pipes, manhole structures etc.). The area will be set up with fencing around it and the contractor would utilize the gate off of King Street West to access the laydown site.

It is anticipated that there will be construction noise due to this project, additional noise due to contractor access to equipment at the laydown site, overnight lighting around trailers on the site to prevent theft and general business of contractors entering and exiting the site.

Construction is anticipated to take place between 7 a.m. – 7 p.m. during 2020 and 2021, with the laydown area in place until spring 2022.

Tender for this phase of the works is due to close March 25, 2020. Construction is anticipated to begin at the end of April 2020. Mobilization to the site at Lake Ontario Park is anticipated to take place in spring of 2020.

Figure 9 - Aerial view of Utilities Kingston Portsmouth Pump Station Project Laydown Site overlapping with a portion of proposed Cyclist Camping Pilot Project



Source: Robert McLachlan, Utilities Engineer, Utilities Kingston

In order to facilitate both projects, it is recommended that an additional 2 campsites/per side of the western fence-line be provided as a 'buffer' between functioning campsites and the laydown area of Utilities Kingston. This would mean that of the total 22 potential campsites, 10 would be unavailable for camping until 2022. This would leave a total of 12 campsites (6 per side of the fence-line) available for campers to utilize (Figure 10).

March 3, 2020

Page 25 of 28

Figure 10 - Aerial view of proposed allocation of Lake Ontario Park campsites for Utilities Kingston laydown site (denoted with 'X's) and active pilot campsites (denoted with checkmarks).



Alderville First Nation Commemoration Project

In addition to the work being completed by Utilities Kingston in this region, Cultural Services with the City also has the Alderville First Nation Commemoration Project being completed in the vicinity during the Summer of 2020 (Figure 11).

March 3, 2020

Page 26 of 28

Figure 11 - Area of Proposed Mississauga-Alderville First Nation recognition and Public Art Installation at Lake Ontario Park

Council approved this Lake Ontario Park location for the Alderville First Nation Commemoration Project in 2017 ([Report Number 17-061](#)).

A contract has been awarded for this project and installation will begin spring 2020, with an anticipated completion in fall 2020. This would coincide with the first season of the proposed camping pilot.

During this time, temporary fencing will be installed around the construction area. This enclosure is anticipated to include section of the green space that runs from the gravel parking lot near the 'Staff Building' to the main driveway accessing the Waterfront Trail.

Construction is anticipated to include: removal of a few trees, compacting and tamping of gravel and soil, placement of paving stones and planters and planting of vegetation. Disruption to campers caused by this project would be minimal.

During this time, campers would need to access Pavillion or Washroom Buildings by navigating across the green space, and around the enclosed construction area, or by using the existing paved pathways that connect to the main Parking Area.

March 3, 2020

Page 27 of 28

Existing Policy/By-Law:

By-Law Number 2009-76 "A By-Law to provide for the Regulation Use of Parks and Recreation Facilities of The Corporation of the City of Kingston

Notice Provisions:

None

Accessibility Considerations:

None

Financial Considerations:

None

Contacts:

Lanie Hurdle, Chief Administrative Officer 613-546-4291 extension 1231

Other City of Kingston Staff Consulted:

Kate Lillicrap, Project Manager, CAO's Office

Kyle Compeau, Manager, Licensing & Enforcement

Kelly Edwards, Insurance and Risk Manager

Jacklyn Grimmon, Manager, Recreation Programs

Lochhead, Danika, Manager, Arts & Sector Development

Robert McLachlan, Utilities Engineer, Utilities Kingston

Jenna Morley, Associate Legal Counsel, Legal Services Department

Therol Peterson, Manager, Facilities Management & Construction

Troy Stubinski, Operations Manager, Public Works Services

Neal Unsworth, Manager, Parks Development

Colin Wiginton, Cultural Director, Cultural Services

Ahmed Zayan, Manager, Purchasing, Financial Services

March 3, 2020

Page **28** of **28**

Others Consulted:

City staff consulted with a number of other government bodies and stakeholders including: City of Brockville, Other Parks, Parks Canada, St. Lawrence Parks Commission, Tourism Kingston and the Kingston Velo Club.

Exhibits Attached:

Exhibit A – A By-Law to amend By-Law Number 2009-76 “A By-Law to provide for the Regulation Use of Parks and Recreation Facilities of The Corporation of the City of Kingston”

Exhibit B – Obligatory/Mandatory Requirements for Campgrounds Promoted by Ontario by Bike

Exhibit C – Lake Ontario Park Master Plan

By-Law Number 2020-xx

A By-law to Amend By-law Number 2009-76 “A By-Law to provide for the Regulation Use of Parks and Recreation Facilities of The Corporation of the City of Kingston”

Passed: Month XX, 2020

Therefore Be It Resolved That the Council of The Corporation of the City of Kingston hereby enacts as follows:

1. By-law Number 2009-76 of The Corporation of the City of Kingston entitled “A By-Law to provide for the Regulation Use of Parks and Recreation Facilities of The Corporation of the City of Kingston”, is hereby amended as follows:

That Section 11 of By-Law Number 2009-76 be deleted in its entirety and be replaced with the following:

Camping 11

Camping and the use of any camping equipment is prohibited in all City parks, with the exception of the following:

- i. group camping as authorized as part of an organized Special Event; or
 - ii. camping in designated campsites at Lake Ontario Park by registered groups or individuals arriving by bicycle or other modes of active transportation.
2. This by-law shall come into force and take effect on the date of its passing.

Given First and Second Readings:

Given Third Reading and Passed:

John Bolognone

City Clerk

Bryan Paterson

Mayor

Obligatory/Minimum Requirements for Ontario by Bike Promoted Campgrounds



Ontario by Bike promotes Campgrounds that have taken extra steps to offer cyclists the following services and amenities:

- Secure daytime bike lock-up area, such as bicycle stands or posts for bike parking in most visible location possible
- Cycling information, including any published cycling route maps (if there are no cycling maps for the area, access to Internet-connected computer)
- Staff able to direct cyclists to information on cycling routes in immediate area, local bike shops and hours, bicycle rental and tour operators, weather reports
- Basic bicycle repair toolset
- Healthy, local food and beverage options, if served on-site

Lake Ontario Park Master Plan

