

ADMINISTRATIVE REPORT

TO: Shane Bourke, City Manager	DATE: April 29, 2025
FROM: Dan Lemieux, Chief Public & Protective Services Officer	MEETING: Public & Protective Services Committee
REPORT WRITER: Catherine Ridgeway, Director of Events & Programming	
SUBJECT: New Outdoor Events Permit Bylaw and Related Amending Bylaws	

RECOMMENDATIONS

That Committee recommend Council give three readings to the attached:

1. Bylaw C-1487, being a new Outdoor Event Permit Bylaw (“New OEP Bylaw”);
2. Bylaw C-1166L, being a Traffic Bylaw Amendment (“Traffic Bylaw Amending Bylaw”); and
3. Bylaw C-1395Q, being a Fees, Rates and Charges Bylaw Amendment (the “Fees, Rates and Charges Bylaw Amending Bylaw”).

And that Committee recommend Council approve the following motion:

“It is hereby established that the purpose, overall theme, and intended expression of the City’s Canada Day Parade is to unite the community in a vibrant celebration of Canada Day, showcasing national pride.”

PREVIOUS COUNCIL / COMMITTEE DIRECTIONS

The Outdoor Event Permit Bylaw was last amended April 22, 2024.

BACKGROUND

The City has received increased resident interest in parades and other Outdoor Events, both from residents seeking to organize their own Outdoor Events and from residents seeking to participate as vendors or approved official entrants (e.g., parade floats) in Outdoor Events that are hosted, organized, and managed by the City (“City-Hosted Outdoor Events”), such as the Canada Day Parade. Under the current Outdoor Event Permit Bylaw (“Current OEP Bylaw”), an ‘Outdoor Event’ is defined as any outdoor festival activity which is likely to impact two (2) or more municipal services, such as police, fire, or traffic control services. Upon routine review of the City’s existing Current OEP Bylaw, Traffic Bylaw, and Fees, Rates and Charges Bylaw, discrepancies were noted and opportunities for improved clarification and alignment identified.

ANALYSIS

Attached to this report is the proposed New OEP Bylaw as well as two proposed amending bylaws. The first of these amending bylaws, the Traffic Bylaw Amending Bylaw, has the effect of replacing ‘Special Events’ provisions in the Traffic Bylaw with references to Outdoor Events, thereby promoting consistency with the New OEP Bylaw and reducing potential confusion and redundancy between the two bylaws. The second of the amending bylaws, the Fees, Rates and Charges Bylaw Amending Bylaw, has the effect of replacing references to ‘Special Events’ in the Fees, Rates and Charges Bylaw with references to Outdoor Events, thereby promoting consistency with the New OEP Bylaw. The Fees, Rates and Charges Bylaw Amending Bylaw also sets out an automatic 20% discount in the Outdoor Event-related fees charged to Non-Profit Organizations. Please see the attached redline comparisons for a full detailing of the changes effected by the two amending bylaws.

In respect of the changes proposed in the New OEP Bylaw, please see the below table which illustrates the major differences between the City’s Current OEP Bylaw and the New OEP Bylaw:

Table 1: Comparing Current OEP Bylaw to New OEP Bylaw			
Issue	Current OEP Bylaw	New OEP Bylaw	Explanation for Change
Definition of ‘Outdoor Event’ <i>(s. 2.1 in New OEP Bylaw)</i>	Definition does not explicitly include parades	Definition now includes parades, processions, competitions and races	Clarifies that an Outdoor Event Permit is required for a parade
	Definition is unclear about whether events occurring on private property require an Outdoor Event Permit	Definition now clarifies that only events occurring on City-owned Property require an Outdoor Event Permit	Nuisances associated with private land use are already regulated (Land Use Bylaw, Noise Nuisance and Public Disturbances Bylaw, etc.)
	Definition is unclear about whether an Outdoor Event Permit is required for activities which have already been fully authorized under a lease, license agreement, park use permit, or similar written agreement with the City (e.g., Aquatera roadwork, league games occurring at City recreational facilities, etc.)	Definition now clarifies that an Outdoor Event Permit is not required for activities which have already been fully authorized under a lease, license agreement, park use permit, or similar written agreement with the City	If an activity is already fully authorized in writing by the City, then a separate Outdoor Event Permit for that same activity should not be necessary

	Definition is not clear about whether a funeral procession requires an Outdoor Event Permit	Definition now exempts funeral processions from requiring an Outdoor Event Permit	The current Traffic Bylaw exempts funeral processions from requiring a special events permit.
Application Fees for Non-Profits (s. 4.3 in New OEP Bylaw)	Current OEP Bylaw is unclear if a Non-Profit Organization is required to pay an Application Fee for an Outdoor Event Permit	Non-Profit Organization is not required to pay an Application Fee	The FRC Amending Bylaw also adjusts the Application Fee for Non-Profits to \$0
Criteria for Evaluating Applications (ss. 4.8 and 4.9 in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	Criteria added	Empowers staff to exercise discretion about whether to approve or refuse an Application
Municipal Services Fee (s. 4.12 in New OEP Bylaw)	Current OEP Bylaw enables the City to charge a non-refundable security deposit of up to \$5000. The security deposit is to be used to reimburse the City for the cost of all Municipal Services associated with the Outdoor Event	New OEP Bylaw says the Permit Holder may be required to pay a Municipal Services Fee as a condition of their Outdoor Event Permit. The Municipal Services Fee is not capped at \$5000 and will be equal to the estimated total cost of all Municipal Services (traffic control, site clean-up, policing, fire protection, etc.).	Establishes a method for determining the Municipal Service Fee for each Outdoor Event
Costs in Excess of Municipal Services Fee (s. 4.13 in New OEP Bylaw)	Current OEP Bylaw says that the application form (not the bylaw) will require the applicant to pay for the cost of all Municipal Services, presumably including any costs in excess of the security deposit	New OEP Bylaw says if the costs incurred by the City for Municipal Services associated with an Outdoor Event exceed the amount of the Municipal Services Fee, the Permit Holder shall pay the excess amount to the City upon demand	Establishes a clear bylaw requirement to pay excess costs upon demand
Indemnity (s. 4.14 in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	New OEP Bylaw says Permit Holder may be required to enter into an	Empowers staff to require an indemnity (i.e., a promise not to sue) from the

		indemnity agreement with the City	Permit Holder where appropriate
Insurance (s. 4.15 in New OEP Bylaw)	Insurance mentioned but not elaborated	New OEP Bylaw says Permit Holder may be required to provide insurance in amounts not less than \$2M naming City as additional insured	Empowers staff to require insurance where appropriate
Requirement to Seek Approval of Permit Holder Before Engaging in Certain Forms of Participation (ss. 6.1 and 6.2 in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	New OEP Bylaw says a person seeking to enter restricted personnel areas, conduct commercial activity, or enter into a parade, procession or race at an Outdoor Event, must first obtain the prior approval of the Permit Holder	Empowers Permit Holders to have appropriate oversight over their Outdoor Event
Unruly Behaviour (s. 6.3 in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	New OEP Bylaw says persons attending an Outdoor Event must obey lawful directions of any Peace Officer, and refrain from behaviour which interferes with the planned activities, movement or safe operation of the Outdoor Event	Prohibits unruly behaviour
Application Process for Seeking the City's Approval Before Engaging in Certain Forms of Participation at City-Hosted Outdoor Events (s. 7.1 in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	New OEP Bylaw says a person seeking to enter restricted personnel areas, conduct commercial activities, or enter into a parade, procession or race at a City-Hosted Outdoor Event (e.g., Canada Day, Experience GP, etc.) must first apply in writing ("Participation Application")	Establishes an application process for City-Hosted Outdoor Events
Criteria for Evaluating Participation Applications	Current OEP Bylaw is silent on this issue	New OEP Bylaw sets out criteria for determining whether to approve or refuse a Participation	Empowers staff to exercise discretion about whether to approve or refuse a

(s. 7.5 in New OEP Bylaw)		Application, including whether the proposed participation or associated materials detracts from or is inconsistent with the stated purpose of the City-Hosted Outdoor Event, etc.	“Participation Application”
Minimum Decoration Requirement for Canada Day Floats (s. 7.5(f) in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	New OEP Bylaw says staff can consider whether at least 75% of the front, back and sides of the float is decorated in Canada Day-themed decorations.	Empowers staff to ensure Canada Day Parade floats are sufficiently decorated
Process for Council to establish the purpose, overall theme, and intended expression of a City-Hosted Outdoor Event (s. 7.8 in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	New OEP Bylaw says Council may by resolution establish the purpose, overall theme, and intended expression of a City-Hosted Outdoor Event, and that if Council does not do so, City may do so by City policy.	Sets a process for Council, and empowers staff to use the purpose, overall theme and intended expression established by Council as a benchmark in evaluating applications from those seeking to participate.
Process for Appointing Honorary Parade Marshall (s. 7.9 in New OEP Bylaw)	Current OEP Bylaw is silent on this issue	New OEP Bylaw says Council may by resolution appoint a honorary Parade Marshall for the Canada Day Parade who will set the pace of the parade and may carry out such other honorary duties as Council assigns by resolution	Establishes the role and process for appointing a Parade Marshall for the Canada Day Parade
Revised Timeline for Seeking Review by City Manager (s. 8.1 in New OEP Bylaw)	Current OEP Bylaw says a person may request a review within 14 days of a decision	New OEP Bylaw says a request for a review must be submitted within 7 days following the decision	Promotes timely requests given the limited window of time between the date of a decision and the Outdoor Event
Exemption for First	Current OEP Bylaw provides no exemption	New OEP Bylaw provides an exemption	Promotes clarity about who must

Responders, City Staff, Aquatera Staff, etc. Carrying Out Official Duties (s. 10.1 in New OEP Bylaw)		to first responders, City staff, Aquatera staff, etc. carrying out official duties	comply with the core requirements of the Bylaw
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Collectively the changes in the New OEP Bylaw, as compared to the Current OEP Bylaw, endeavour to create a more comprehensive framework of regulations about Outdoor Events.

Relationship to City Council's Areas of Focus / Strategic Priorities

Quality of Life: Enhancing community safety and pride through well-managed events.

Inclusive & Caring Community: Fostering positive experiences for all residents during community celebrations.

Environmental Impact

None.

Economic Impact

None.

Social Impact

The attached Appendices collectively aim to foster a more unified regulatory framework for Outdoor Events, thereby promoting public participation in, and enjoyment of, Outdoor Events.

Relevant Statutes / Master Plans / City Documents

Traffic Bylaw

Outdoor Events Bylaw

Risk

Changes to City processes about Outdoor Events should be communicated to affected stakeholders. Some of this communication could be achieved through changes to City websites and application forms.

Alternatives (Optional)

- **Maintain Status Quo:** Fails to address potential for confusion between Traffic Bylaw 'Special Event' regulations and Outdoor Event Permit Bylaw regulations.

STAKEHOLDER ENGAGEMENT

Internal discussions with Events & Programming Department, Engineering & Transportation Services Department, and City Solicitor. External discussions with external counsel.

BUDGET / FINANCIAL IMPLICATIONS

By removing the \$5000 cap on the fees payable by a Permit Holder, Council empowers staff to charge a Municipal Services Fee which is equal to the estimated cost of the Municipal Services associated with an Outdoor Event, while also providing an automatic 20% reduction for non-profit Permit Holders.

SUMMARY / CONCLUSION

By replacing the Current OEP Bylaw with the New OEP Bylaw and passing the amending bylaws attached hereto, Council will establish a new framework for Outdoor Events that provides clearer definitions, application processes, and risk management standards, alongside specific procedures for managing participation in City-Hosted Outdoor Events based on defined criteria. It is anticipated these changes will lead to a more efficient, transparent, and legally robust regulatory framework that effectively balances the goal of enhancing public participation in Outdoor Events with the City's responsibility for public safety, resource management, and liability protection.

ATTACHMENTS

- Appendix A: Proposed New Outdoor Event Permit Bylaw
- Appendix B: Traffic Bylaw Amending Bylaw
 - See also markup comparison which follows
- Appendix C: Fees, Rates and Charges Amending Bylaw
 - See also markup comparison which follows