



**City of Kingston  
Report to Council  
Report Number 25-149**

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**To:** Mayor and Members of Council

**From:** Jennifer Campbell, Commissioner, Community Services  
Pagie Agnew, Commissioner, Growth & Development Services  
Ian Semple, Commissioner, Transportation & Infrastructure Services

**Resource Staff:** Amy Elgersma, Director, Recreation & Leisure Services  
Laird Leggo, Manager, Licensing, Parking Operations & Policy

**Date of Meeting:** November 18, 2025

**Subject:** Non-Resident User Fees

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**Council Strategic Plan Alignment:**

Theme: Corporate business

Goal: See above

**Executive Summary:**

At the February 4, 2025 Council meeting, the following motion from Councillor Chaves was carried:

**Non-Kingston Resident User Fees**

**Whereas** the City of Kingston is a mid-size regional urban community surrounded by smaller municipalities that have limited community infrastructure and services; and

**Whereas** many residents of surrounding communities come into Kingston for work and leisure and access multiple services and infrastructures not available in their own communities; and

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**Whereas** non-Kingston residents do not pay property taxes into the City and have been paying the same fees as Kingston property taxpayers; and

**Whereas** the City of Kingston has budget constraints and significant asset management and growth pressures; and

**Whereas** it is essential to ensure Kingston residents have equitable and prioritized access to City-owned facilities and services supported by their property taxes;

**Therefore Be It Resolved That** staff be directed to review options for non-Kingston resident fees, charges, and registration/application restrictions, including but not limited to:

- Differential pricing structures for non-residents;
- Priority registration windows for Kingston residents for recreational programs, facility bookings, and other high-demand services; and
- Resident-only access periods or capacity allocations for specific city-owned facilities.

**That** staff report back to Council with recommendations for non-Kingston resident fees prior to Council's consideration of the 2026 Fees and Charges By-Law and so these potential measures can be considered as part of the 2026 municipal budget process.

This report provides City Council information with respect to non-resident use of City facilities and programs and outline options for consideration based upon information gathered from comparator municipalities. More specifically, staff have provided options that would be best suited for implementation of non-resident fees.

As per Council's direction this report is being brought ahead of the 2026 Fees and Charges By-Law which is scheduled for consideration at Council's December 3, 2025 meeting.

### **Recommendation:**

#### **Option 1:**

**That** Council direct staff to implement a 15% non-resident user fee/surcharge for recreation facility programming, room bookings and facility rentals and to make the necessary changes to the Fees and Charges By-Law to support this change in 2026; and

**That** Council direct staff to implement a 72-hour registration delay for persons registering for recreation facility programming who are not residents of the City of Kingston and to make the necessary changes to the Fees and Charges By-Law to support this change in 2026; and

**That** Council direct staff to implement a 15% non-resident user fee to City commuter parking permits and to make the necessary changes to the Fees and Charges By Law to support this change in 2026.

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Or

**Option 2:**

**That** Council direct staff to not implement registration delays for non-Kingston residents and to move forward with the development of the 2026 Fees and Charges By-Law without implementing non-resident user fees.



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**Options/Discussion:**

Non-resident user fees are generally implemented by municipalities as a levy for individuals or teams that utilize a City facility, or programs but do not live or pay taxes to that same city. These fees are intended as an additional source of revenue charged to non-residents to assist in offsetting the portion of operating and capital expenses associated with these facilities and programs that are funded by residents through property taxes. Non-resident user fees can be charged across a broad range of municipal services and are most commonly applied to arena/ice and sports field rentals, swimming programs, recreation memberships and passes, parking permits and transit passes. These service areas will be the focus of this report.

If direction is provided by Council, non-resident user fees would be included in the development of the 2026 Fees and Charges By-Law and with net new revenues incorporated into the development of the 2026 City of Kingston Operating and Capital budgets in accordance with the Mayor’s budget direction. In addition, staff have considered non-resident registration delays as an additional mechanism that Council could leverage to assure that rate payers maintain prioritized access to the programs and services that their property taxes support.

It is important to note that revising fees to include a “non-resident” payment structure would theoretically enable the City to generate additional revenue; however, this additional revenue is achievable only if patronage is maintained through the increased rate and staff administration of the fees can be managed cost effectively.

**Analysis**

**Recreation & Leisure Services**

Staff contacted eleven similarly sized comparator municipalities (11) with recreation facilities and programming similar to what is available in Kingston to review what services and/or programs had any associated non-resident user fees and/or non-resident registration delays. Staff additionally reviewed the fees and charges by-laws and recreation program guides of near neighbour municipalities to identify any non-resident user fees and/or registration delays. The summary findings of these analyses are presented in Table 1.

**Table 1: Municipal Scan of Non-Resident Fees and Registration Delays**

Municipality	Non-Resident Fees	Registration Delays	Non-Resident Surcharge	Additional Details
Barrie	Yes	Yes - 7 Days	25%	
Guelph	Yes	No	15%	
Hamilton	Yes	No	Varies	Varies by program, an example - \$17.34 for yearly passes

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Municipality	Non-Resident Fees	Registration Delays	Non-Resident Surcharge	Additional Details
London	No	No		
Waterloo	No	Yes - 72 Hour		Registration delays started in Fall 2025
Windsor	No	Yes - 3 Days		
Whitby	Yes	Yes - multiple days	Varies	For Winter 2025, there is an 8-day delay between resident and non-resident program registration. For facility rentals, non-resident rates are applied to private rentals for those not living in Whitby. Local minor sports orgs receive discounted sport rates.
Ajax	Yes	Yes - multiple days	Varies	For Winter 2025, there is a 6-day registration delay. Facility rentals have varying non-resident fees.
St. Catherines	No	Yes - 48 Hour		
Chatham-Kent	No	No		
Greater Sudbury	No	No		
Loyalist Township	Yes	Yes - 72 Hour	20%	Kingston's capital contribution to W.J. Henderson Pool secured Kingston resident access to aquatics programming at Loyalist resident rates and terms.
South Frontenac	Yes	No	Varies	Non-resident fees are the same as commercial fees on facility/field/court rentals – ex. ball diamond, resident \$20/hr, non-resident \$60/hr. Day camp and swim lessons have non-resident rates, approx. 15% more

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Municipality	Non-Resident Fees	Registration Delays	Non-Resident Surcharge	Additional Details
North Frontenac	No	No		
Frontenac Islands	Yes	No	Varies	Big Sandy Day pass rates higher for non-residents
Central Frontenac	Yes	No	Varies	Room/facility bookings have non-resident rates
Gananoque	Yes	No	Varies	Arena bookings/programming higher for users from non-contributing municipalities. Adult ice/hour as example, contributing \$248/\$173 Prime/Non-Prime, non-contributing \$297/\$233 Prime/Non-Prime.
Greater Napanee	No	No		
Belleville	No	No		Non-resident fees are under review

Based on 2024 data, an analysis of recreation services offered in Kingston has also been completed and Table 2 provides a snapshot of how many non-residents use the programs and services in Kingston and the associated registration fees collection. Table 2 also includes a final column that shows what additional revenue could have been recovered if a 15% user fee had been applied in 2024. This assumes that an increased non-resident rate would not have impacted the level of program registration/rentals.

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**Table 2: Summary of 2024 Non-Resident Program Participation and Associated Revenues**

<b>Program</b>	<b>Total Registrations</b>	<b>Total Revenue</b>	<b>Non-Resident Registrations</b>	<b>Non-Resident Revenue</b>	<b>15% non-resident surcharge</b>
Aquatics	137,566	\$766,451	26,181	\$149,566	\$22,435
Fitness and Wellness	19,843	\$22,809	2,658	\$1,543	\$231
Memberships	5,496	\$765,553	985	\$128,937	\$19,340
Drop-in Programs - Arenas	24,633	\$78,124	4,964	\$18,643	\$ 2,796
Drop-in Programs - Open Gym and Raquet Sports	17,353	\$29,788	1,246	\$3,691	\$554
<b>Totals for all Recreation Programs</b>	<b>204,891</b>	<b>\$1,662,724</b>	<b>36,034</b>	<b>\$302,379</b>	<b>\$45,357</b>

**Ice & Sport Fields Allocation Policies regarding Non-Residents**

The City of Kingston has in place allocation policies that establish guidelines for the allocation and management of arenas and sports fields owned and operated by the City. This policy affects all City Partner Groups and any person, organization, community member and/or community group interested in renting space within an arena or sports field. The language in these policies currently reads:

The City of Kingston recognizes the tax-based contribution provided by its residents toward the development and operation of recreation ice and sports field facilities and recognizes that residents will always receive priority over non-residents in the allocation of time. For the purpose of supporting the ongoing development of user groups, the City of Kingston will accept the residency requirements defined by Sport Governing Bodies (S.G.B.'s – local, regional, provincial and/or federal) which govern the actions of local affiliated user groups. The City reserves the right to impose residency requirements or limitations on permit applicants at any point in time in the future when it is deemed necessary to do so (i.e. restricted ice capabilities).

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The City will accommodate the regular use of ice/sports fields by non-residents after resident demand is satisfied and under special circumstances such as reciprocal agreements. Non-residents will not achieve historical status in regard to permit allocation on a year-to-year basis. Non-resident use will be reviewed on a case-by-case basis.

### **Implementing Recreation Services Non-Resident User Fees and/or Registration Delays**

The implementation of a non-resident fee for recreation programs, facility rentals and room bookings could be considered as part of the 2026 budget process and implemented through updates to the Fees and Charges by-law. Staff estimate that on average approximately 15% of recreation program/facility participants live outside of the City. As detailed in Table 2, there are opportunities to collect non-resident fees that can be applied to many areas within the Recreation & Leisure Services Department. In addition to the bookings described in detail above and based on the practices reviewed in other comparator Municipalities, non-resident fees could also be applied to permitted park rentals/special events and non-recreation-facility room rentals. Non-resident bookings in these areas are less common; however, the justification for applying non-resident fees in these areas is equivalent to that guiding consideration of fees for recreation focused rentals and programming.

Applying a non resident surcharge to the established room rental, permitting, programming and facility booking rates would be the simplest means of administering a change of this nature. An alternate option, which staff are not recommending, would be to charge a tailored rate for all services/programs/rentals available to non-resident users that is based on a more detailed review of operating and capital costs in each service/program area.

Registration priority could also be given to residents of Kingston by having non-residents wait a prescribed number of days before being able to register for programs. Based on comparator analysis, if Council wanted to implemented priority registration, staff would recommend a 72-hour registration delay for non-resident program registrations.

The challenge to implement any of the non-residency options is in verifying residency. Currently, proof of residency is not required when establishing a My Kingston account, booking an amenity or registering for a program. A change in this direction would require staff to implement a means of verifying a registrant's address. The most likely way of doing this would be through updates in the My Kingston portal. Patrons would verify a valid Kingston address through a recognized identification document, such as an Ontario driver's license, current utility bill or an assessment notice. The resident would then be charged the approved fees & charges upon registration or booking. Patrons that could not provide a valid identification document would be charged the new Non-Resident rate.

The City of Brampton currently uses a verification process similar to what is described above. Resident status in Brampton must be confirmed by presentation of proof of a Brampton address, in-person at a recreation centre. Accounts not verified by an established deadline are flagged as non-resident and non-resident registration delays and surcharges are then applied. If Council were to direct staff to apply a non-resident surcharge and/or to direct non-resident registration delays staff would work to develop an appropriate process for confirming residency. Staff would

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also need to commence public communications around any new processes to ensure residents and non-residents understand the changes and any new processes they would need to follow.

The non-resident surcharge itself could be implemented into the City's XploreRecreation system that is used for facility bookings and program registration, which will add a non-resident charge based on confirmed residency status.

### **Transportation & Transit Services**

The municipality charges a variety of fees for transportation services primarily for the use of the transit service and to access public parking. Fees are not assessed to users of the broader transportation network including roadways, pathways and sidewalks.

Municipal transit services in Kingston are funded through rider fares and passes, non-municipal government contributions such as gas tax, and a municipal contribution. At present, transit fares and multi-ride cards are differentiated primarily by the age of the user with youth, adult and senior fares applicable to all riders regardless of residency. Determining residency of the user at the transit farebox or at point of sales locations in the City is not practical for transit operation under current conditions.

Transit customers may also access a variety of monthly transit passes that provide unlimited access to the system with discounted fares provided to students attending high schools or post-secondary institutions, employees of workplaces within the City, and a variety of accessible and affordable transit programs. Proof of residency within the City is not required by Kingston Transit to access these transit passes as eligibility is vetted through the education institution, employer or social service provider. Instituting a higher fee or residency requirement to access these various passes may be possible; however, it may require updates to contracts with partner organizations, may deter transit ridership and encourage vehicle use for trips for which a fee is not collected.

Staff also note that the Province has been actively implementing "One Fare" policies across municipal boundaries which actively discourages multiple fares or increased transit costs for all riders. Instituting higher transit fares for non-resident users would appear to counter this policy approach.

Based on the above review, staff are not recommending non-resident fees for transportation, and transit services as Kingston's current approach balances operational feasibility, ridership growth, and alignment with provincial policy. While residency-based fees could be considered, they present significant administrative and policy challenges and risk discouraging public transit use.

### **Parking Operations**

A jurisdictional review of 18 municipalities in the province was conducted to determine if municipalities are charging premium rates to non-resident parkers. The following 5 municipalities identified in Table 3 below charge premiums to non-residents for waterfront and

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seasonal parking. Apart from the tourist related parking charges, no difference in non-resident fees was identified.

**Table 3: Comparator Municipalities with Non-Resident Permit Fees**

Municipality	Non-resident Permit Type	Non-resident Fee	Non-resident Neighbouring Municipality	Resident Fee
Collingwood	Waterfront Seasonal Parking	\$120.00		2 Free permits
Barrie	Waterfront Annual Parking	\$130.00	\$90.00	Free
Wasaga Beach	Seasonal Lot Permits	\$54.95		Free
Town of Cobourg	Waterfront Seasonal Pass	\$150.00		\$40.00
Pickering	Waterfront Seasonal Permit	\$165.00		Free

(Note: Municipalities reviewed include Ajax, Barrie, Brockville, Burlington, Collingwood, Cornwall, Hamilton, London, Niagara-on-the-lake, Oakville, Ottawa, Peterborough, Pickering, Toronto, Town of Cobourg, Wasaga Beach, Waterloo, Whitby)

Much of the parking supply located on the City of Kingston's waterfront is regulated by metered parking. No changes are being recommended to these metered parking areas.

### Visitor Parking:

Visitor parking can be perceived as non-resident parking. Like Kingston, some municipalities provide visitor parking options. Residents can apply for a temporary parking permit for their visitors or contractors. These permits only exempt parkers during the times on weekdays when parking is otherwise prohibited to deter long term commuter parking. The visitor parking permit fee is currently \$14.75 per week, to a maximum of two weeks. Extensions are granted on a case-by-case basis. This option is made available to residents to help ensure their visitors have parking availability when needed. Although some guests may be non-residents, for reasons of fairness, it is not recommended that they be assessed increased fees, as guests visiting residents on streets not regulated by time restricted parking would not require a visitor parking permit.

### Commuter Parking:

The jurisdictional review did not identify any municipalities that differentiate between non-resident and resident commuter permit rates. Despite this finding, a premium fee for non-resident commuter parking permits is a viable option for council to consider, as applicants can be identified as non-resident during the commuter permit application process. In June, 2025,

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949 commuter permits were issued (Table 4). Of those, 119 consisted of lease arrangements and local organizations purchasing permits for use by their employees and guests. Examples of these include the Court House and Frontenac’s hockey staff as well as several local businesses already contributing to the tax base.

**Table 4: Commuter Permit Data**

Commuter Permits	No. of Permits	%
June 2025 count	949	
Leases	14	
Group (Company)permits	<u>115</u>	
Commuters	805	
Resident permit holders	570	71%
Non-resident permit holders	<u>235</u>	29%
	805	

Of the remaining 805 permits, it is estimated that 235, or 29%, of the permit holders are non-resident to Kingston. If, for example, a 15% increase was applied to these permit fees, using an average rate of \$104.30 before tax, the incremental charge could generate approximately \$44,000 in additional revenue for 2026. Of the 235 non-resident parkers, it is estimated that 40 are City of Kingston employees.

Implementation of new non-resident parking fees would take an estimated two months to set up. While it would require some additional administrative work going forward, that can be absorbed into existing workloads.

**Conclusion**

Municipalities implement non-resident fees to ensure fairness, cost recovery, and long-term sustainability of local services/amenities and programming. Residents contribute property taxes that fund facilities, programs, and infrastructure, while non-residents benefit without making the same financial contribution. Charging non-residents a modest premium aligns with the “user pay” principle and ensures that those who use municipal amenities help cover their operating and maintenance costs. Non-resident fees also help manage demand by prioritizing access for local taxpayers, especially where facilities reach capacity quickly. This approach protects resident access, supports equitable service delivery, and encourages consideration of inter-municipal cost sharing by quantifying external use. Additionally, implementing a clear,

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standardized non-resident fee/surcharge enhances transparency and aligns with practices across many Ontario municipalities, and helps maintain the financial and operational sustainability of community programs and assets.

**Public Engagement**

Should Council choose to implement non-resident fees and/or registration delays staff will initiate a public communication campaign to inform the public. This will include clear and accessible information explaining the reason for the change, who qualifies as a resident or non-resident, which facilities or programs the fees apply to, and specifying any exemptions. Staff will also need to confirm and communicate the effective date of these changes and how residency will be verified. If resident-first registration windows are to be implemented staff will also inform community about the timing and process for resident and non-resident registrations.

**Existing Policy/By-Law**

By-Law Number 2005-10 'Fees and Charges'

**Notice Provisions**

None

**Financial Considerations**

As detailed in the body of this report, if a non-resident user fee surcharge of 15% were to be implemented in 2026, staff would anticipate an additional \$45,000 in recreation programming and facility booking revenue and an additional \$44,000 in commuter parking revenue. These non-resident user fees would be included in the development of the 2026 Fees and Charges By-Law and these net new revenues would be incorporated in the development of the 2026 City of Kingston Operating and Capital budgets in accordance with the Mayor's budget direction.

**Contacts:**

Amy Elgersma, Director, Recreation & Leisure Services, 613-546-4291 extension 1351

Laird Leggo, Manager, Parking Operations & Policy, Licensing & Enforcement, 613-546-4291 extension 3132

**Other City of Kingston Staff Consulted:**

Tony Gargaro. Manager, Recreation Services, Recreation & Leisure Services

**Exhibits Attached:**

None