

Parks & Recreation Master Plan Steering Committee Meeting

to be held at
City of Penticton, Committee Room A
171 Main Street, Penticton, BC

Thursday, November 3, 2016
at 3:30 p.m.

1. **Call Regular Committee Meeting to Order**
2. **Adoption of Agenda**
3. **Adoption of Minutes**
 - 3.1 Minutes of the October 19, 2016 Parks & Recreation Master Plan Steering Committee Meeting
 - 3.2 Minutes of the October 20, 2016 Parks & Recreation Master Plan Steering Committee Meeting
4. **Business Arising from Prior Meetings**
5. **New Business**
 - 5.1 Review of Section - 7.1 Commercial Use in Parks - Discussion
Draft 1 Parks & Recreation Master Plan
 - 5.2 Draft 1 Master Plan – Website and Open House Update
6. **Next Meeting**

The next scheduled meeting of the Parks & Recreation Master Plan Steering Committee to be determined.
7. **Adjournment**

Parks & Recreation Master Plan Steering Committee Meeting

Held at City of Penticton Committee Room A
171 Main Street, Penticton, B.C.

Wednesday, October 19, 2016
at 3:00 p.m.

Present: Andrew Jakubeit, Mayor
Doug Gorcak, Penticton School District 67 Representative
Ezra Cremers, Organized Field Sport Representative
Roland Curnow, Organized Field Sport Representative
Adolph Steffen, Development Community Representative
James Palanio, Member at Large
Sharon Devlin, Member at Large
Peter Dooling, Member at Large
Gary Denton, Member at Large

Staff: Jeff Lynka, Parks Supervisor
Lori Mullin, Recreation & Culture Manager
Ben Johnson, Special Projects Manager
JoAnne Kleb, Community Engagement Consultant
Lorraine Williston, Corporate Committee Secretary

Guest: Catherine Berris, Urban Systems Representative

1. Call to Order

The Parks & Recreation Master Plan Steering Committee was called to order by the Acting Chair at 3:03 p.m.

2. Adoption of Agenda

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee adopt the agenda for the meeting held on October 19, 2016 as amended (refer to Item 4.1).

CARRIED UNANIMOUSLY

3. Adoption of Minutes

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee adopt the minutes of the August 31, 2016 as amended.

CARRIED UNANIMOUSLY

4. **Appointment of a Vice Chair**

It was MOVED and SECONDED

THAT James Palanio be appointed as Vice-Chair for the Parks & Recreation Master Plan Steering Committee for the 2016-2017 term.

CARRIED UNANIMOUSLY

5. **Delegation**

5.1 JoAnne Kleb, Community Engagement Consultant
Re: Infrastructure Challenge – Funding for the Future

The Community Engagement Consultant presented a short video with an overview of the City's infrastructure deficit that includes Parks roads, storm sewer, buildings and fleet, the options being considered on how to deal with Penticton's aging infrastructure and future community engagement opportunities. Discussion and questions followed. Concerns were raised over the financial deficit and how the Parks and Recreation master plan can be realized.

6. **Business Arising from Prior Meetings**

7. **New Business**

7.1 Master Plan – Draft 1 Review (Part 1)

The Urban Systems representative opened the discussion on the first draft of the Master Plan. Overall the committee agreed the draft Master Plan was easy to read, contained a lot of great information and provided a good description of the City's current assets. Some concerns expressed were that the document was too large, did not contain a clear vision of opportunities to bring forward to the public and vision should be more future orientated. The Urban Systems representative stated recommendations were divided into two groups, with one list being achievable and the other more visionary.

The Urban Systems representative reviewed the following sections of the draft Master Plan:

Executive Summary

Vision of the PR Master Plan

Key Findings and Recommendations

- Parks
- Trails
- Beaches
- Outdoor Recreation Amenities
- Indoor Recreation Facilities
- Recreation Programs and Special Events
- Implementation

1.0 Introduction

2.0 Community Profile and Trends

3.0 Guiding Statements

4.0 Parks

5.0 Trails

6.0 Beaches

Following discussion and questions on each section, minor wording recommendations were made by the committee and the document was revised by the Urban Systems representative.

7.0 Outdoor Recreation Amenities

7.1 Commercial Uses in Parks

Gary Denton brought forth his concerns regarding commercial uses in parks and stated this needs to be addressed head on and necessary changes made to prevent proposals like the waterslides from happening in the future. Mr. Denton provided a recommendation that he would like seen added to the master plan for commercial use wording and definition with respect to large scale developments. The Mayor stated the master plan is to analyze the commercial use of parks and the process. The development of a policy regarding use can be developed in addition to the master plan and a separate process. Discussion followed and it was agreed to schedule another meeting to discuss this topic further.

8. **Next Meeting**

The next meeting of the Parks & Recreation Master Plan Steering Committee is October 20, 2016.

9. **Adjournment**

The Parks & Recreation Master Plan Steering Committee adjourned the meeting at 4:48 p.m.

Parks & Recreation Master Plan Steering Committee Meeting

Held at City of Penticton Committee Room A
171 Main Street, Penticton, B.C.

Thursday, October 20, 2016
at 3:00 p.m.

- Present:** Andrew Jakubeit, Mayor
Judy Sentes, Councillor
Max Picton, Councillor
James Palanio, Vice-Chair
Doug Gorcak, Penticton School District 67 Representative
Ezra Cremers, Organized Field Sport Representative
Roland Curnow, Organized Field Sport Representative
Adolph Steffen, Development Community Representative
Sharon Devlin, Member at Large
Peter Dooling, Member at Large
Gary Denton, Member at Large
- Staff:** Jeff Lynka, Parks Supervisor
Lori Mullin, Recreation & Culture Manager
Chad Douglas, Sport and Events Project Manager
Lorraine Williston, Corporate Committee Secretary
- Guest:** Gabi Haas, Urban Systems Representative
Catherine Berris, Urban Systems Representative (via conference call)

1. Call to Order

The Parks & Recreation Master Plan Steering Committee was called to order by the Vice-Chair at 2:34 p.m.

2. Adoption of Agenda

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee adopt the agenda for the meeting held on October 19, 2016 as amended (refer to Item 4.0).

CARRIED UNANIMOUSLY

3. Adoption of Minutes

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee adopt the minutes of the August 31, 2016 as amended.

CARRIED UNANIMOUSLY

4. Business Arising from Prior Meetings

Ezra Cremers brought forth concerns over what the role of this committee is and would like clarification specifically regarding incorporating financial considerations. Peter Dooling would like to see this master plan be what we ought to be regardless of what the current City's financial situation is. The mandate of this committee should be to prepare the best possible report to the community. Vice-Chair referred to the Terms of Reference and noted what it says regarding finances. We should not be determining what and what not will be too expensive. Discussion followed on statements in first part of master plan that state financially cannot achieve etc. comments on rewording those statements.

5. New Business

5.1 Master Plan – Draft 1 Review (Part 2)

The Urban Systems representative continued the review of the Master Plan – Draft 1. Committee input and feedback was noted as follows:

7.0 Outdoor Recreation Amenities

7.2 Sport Fields

- Issue of quality of sport fields needs to be addressed. City fields have more use due to the higher quality and are showing the wear.
- Add artificial turf fields - Discussion followed on maintenance costs of artificial vs grass fields. Staff noted a significant capital investment is required for artificial turf fields and maintenance is on par with grass fields. Life span for artificial turf is only 10-12 years. Discussion ensued on field quality. Staff stated the quality of a field includes the way fields are built, maintained, lighting and if there are available washroom facilities. The Penticton School District representative noted school fields were built for the age group they serve and safety and prefers the wording be amended to read 'age appropriate fields' rather than 'lower quality'.

Recommendation for Sports Fields and Ball Diamonds

- Review and update the outdoor sports field strategy. Urban Systems recommended moving this time up to get the ball rolling
- Add reference to regulation ball diamond to recommendation to upgrade sport fields

7.3 Recreation Amenities in Parks

- Footnote added to 7.8 Tennis Court Comparisons – noting that the Yacht Club tennis courts and school tennis courts are not included in number

8.0 Indoor Recreation Facilities

The Urban Systems representative requested any comments in the Description section only, to please forward to them through the Chair.

Analysis

8.1 Indoor Facility Comparison

Indoor Facility Gaps and Opportunities

- Lack of tennis bubble was discussed. The Urban Systems representative noted there is a reference in the recommendations as an opportunity.

Summary of Strengths and Challenges

- Soccer Bubble – Challenges – change wording to lack of multi-purpose facility

9.2 Recreation Programs and Services

- REACT program not listed in section for seniors. Urban Systems representative will add the REACT program in the aquatics description.

9.3 Special Events and Tournaments – Strengths and Challenges chart

- Add trees at Gyro Park under challenges.
- Recommendation for Special Events and Tournaments
- Events need to be coordinated to avoid conflicts

Councillor Picton left the meeting at 4:20 p.m.

10.0 Implementation Plan

Peter Dooling recommended the Gatenby Project report as a good example to look at land use strategies. Mr. Dooling suggested developing a parkway similar to the Bow River and Edmonton trail system for our channel parkway and linking existing parks and school sites within the city. There are opportunities for funding if good partnerships are developed. There are also opportunities available regarding 'greening' of the city. UBC have a new urban forestry program and the City could utilize UBC's resources by providing them with the mandate of how to green Penticton. Discussion followed. The Penticton School District 67 representative stated it would be beneficial to look at the trail system in more detail. The Urban Systems representative noted by adding graphic bubble boxes for examples to the Trails section, you will be able to capture more of the visionary ideas. Item 10.1 reworded to read 'Achieving Visions Through Partnerships'. Committee members were asked to send photos that are good examples to Urban Systems through the Chair.

10.2 Funding Strategies

A question was raised over the definition of 'theoretical service life'. Staff explained it includes structures, amenities, infrastructure, irrigation, electrical systems and will be added for clarification. The figures noted represent capital expenses and replacement costs. Discussion and questions followed on maintenance and current capital costs. Staff noted numbers vary from year to year. Confirmation on how many years the average investment required to sustain infrastructure into the future was calculated on be provided. Urban Systems to provide that information. The Mayor noted there is currently no philanthropy, adopt a park program in place or a user pay system for the channel with proceeds going towards improvements and recommended adding this to the master plan. The Urban Systems representative stated a P3 can be added.

5.2 Next Steps

The Urban Systems representative stated the next steps will be to prepare an executive summary in graphic panel format for display at the open house to be combined with an online survey. The potential date of the open house is Nov. 16. Staff to confirm the venue. Discussion followed on making the draft master plan available for the public online. Concerns were raised over the current section on commercialization in parks and if that needs to be addressed first. The Mayor noted the draft should be presented to allow for public feedback and determine if more time should be dedicated towards this process. Staff and Urban Systems will need time to gather all the feedback. Feedback will be presented to the committee for review. The second open house will be scheduled for the end of January.

By consensus the committee agreed to send out the draft master plan as presented with the minor wording amendments. Staff stated further discussion can happen before the second draft is completed. An additional meeting can be scheduled to discuss the section concerning commercialization in parks.

6. **Next Meeting**

The next meeting of the Parks & Recreation Master Plan Steering Committee to be determined.

7. **Adjournment**

The Parks & Recreation Master Plan Steering Committee adjourned the meeting at 5:11 p.m.

7.0 OUTDOOR RECREATION AMENITIES

7.1 *Commercial Uses in Parks*

Goal

Manage commercial uses in parks to enhance the vitality and services available while protecting the characteristics of parks that are valued by the community.

Description

Penticton has a wide range of commercial uses that lease space in parks, and some others have a “license to use” parkland. These include major semi-permanent attractions and establishments such as Loco Landing, and restaurants, plus temporary uses such as beach vendors and small concessions selling snacks or merchandise. There are also marinas and rental facilities for boats on the foreshore.

Prior to the launch of the Parks and Recreation Master Plan, the City conducted a process to obtain proposals for Skaha Marina. The objective was to have “more amenities and energy at Skaha Lake, injecting vibrancy into Penticton’s southern lake as part of the waterfront enhancement strategic priority” (City website). A proposal for an expanded marina, restaurant and water slide on parkland leased from the City was received and approved.

Following the approval, some City residents rallied in opposition to the perceived “loss” of parkland, cutting of trees, and the change in character this project would cause at Skaha Beach. The controversy had a significant effect on the Parks and Recreation Master Plan engagement process, with many residents voicing opposition to the proposal specifically, and support generally for protecting and expanding parkland, keeping parks free for all, and including more community input in considerations of large commercial uses in parks.

Analysis

It was very important to the City to obtain input from the broader public on commercial uses in parks, so a detailed question on that topic was included in the telephone survey (Figure 7.1). The results showed that a significant majority of respondents (75% or more) supported small merchandise vendors that sell items like sun glasses, floaties, towels and clothing; small food vendors that sell items like mini donuts, shaved ice, and hot dogs; and food concession buildings in waterfront parks off the sand. Restaurants in waterfront parks off the sand were supported by 57% of respondents.

Support for Commercial Uses - By Type and Location

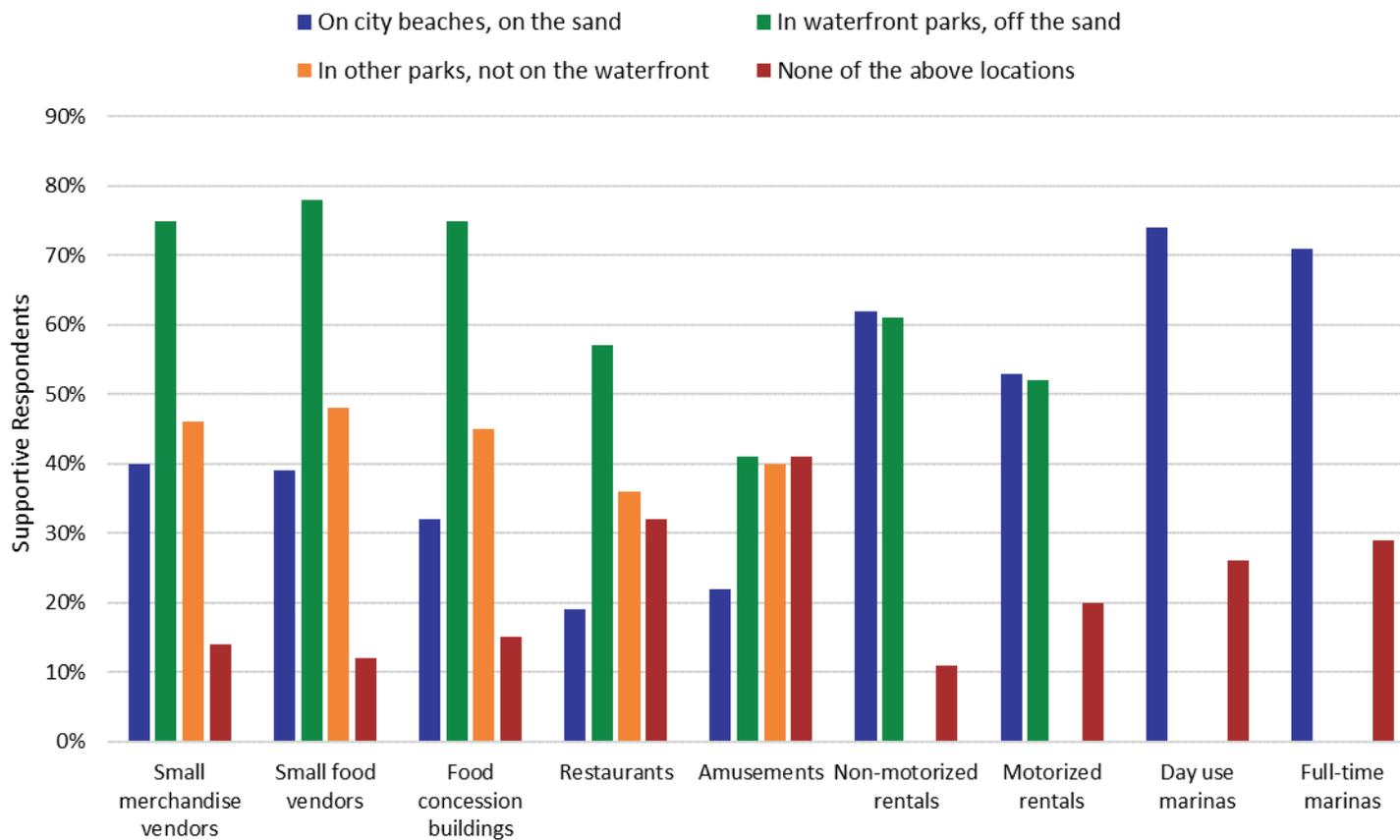


Figure 7.1 Community Telephone Survey Responses on Commercial Uses

Non-motorized rentals like paddle boards, kayaks, and canoes were supported on City beaches by 61% and in waterfront parks by 62% of respondents. Motorized rentals like jet skis, parasailing, and banana boat rides were supported on City beaches by 53% and in waterfront parks by 52% of respondents. Day-use and full-time marinas were supported by 74% and 71% of respondents respectively. Amusements like mini golf, outdoor climbing walls, and water slides were supported by 41 and 40% of respondents in waterfront parks off the sand and in non-waterfront parks, respectively. Another 41% of respondents did not support these uses in any City parks.

The management of commercial uses is challenging. Parks are for the benefit of everyone, and it is a basic principle that parks be open and available to all members of the community. On the other hand, parks are expensive to maintain, and municipal resources are usually stretched. Commercial uses can help to fund parks development and operations, and they can also contribute to economic development and attracting tourists and residents to the community.

In order to evaluate potential commercial uses, their effects must be considered within the context of the net benefits and costs to the community and the parks system. It may be possible that Penticton has reached its perceived capacity in terms of commercial operations such as large amusements in

parks due to the limited and valued park spaces available. There were comments received from the public stating that uses like this should be located on private rather than public land.

Benchmarking showed that most communities allow commercial uses in parks, and the common practice is to consider commercial uses on a case-by-case basis, based on the location and the proposed use. No community stated that there are specific locations where certain types of commercial uses are allowed. Some interesting practices in relation to commercial uses in parks are as follows:

- Kamloops has detailed permitting and application requirements for food vendors in a Mobile Food Concession Policy. The Policy offers cheaper permit rates for “healthy vendors.” Vendors are approved on a yearly basis, then enter into the roster of vendors for special events and tournaments.
- Vancouver’s Park Board has found pay parking to be the most significant revenue generator by far among the various revenue-generation tools they use. Pay parking is controversial in Penticton, as it has been proposed on and near beaches, causing various requests for parking to remain free during community engagement for the Parks and Recreation Master Plan. Some municipalities charge for parking in parks to non-residents only, e.g., White Rock; this is also controversial and it is difficult to manage in terms of registering residents and ticketing.
- West Vancouver has a wide variety of commercial uses in parks and within indoor facilities. Managed outdoor uses include park concessions, dog walking, filming, weddings, and day camps. Unmanaged outdoor uses include boot camps, dive schools, and ecotourism (e.g., walking tours). Abbie’s Guide has regulations for commercial dog walkers, including permitted areas, restrictions on numbers of dogs, and requirements for licenses and permits. The District is currently working on a strategy/process for considering commercial uses, which was identified as a key need in the 2012 Parks Master Plan.
- Port Moody considers commercial uses on a case-by-case basis through staff evaluations. Parks and/or recreation staff must feel the use is beneficial and enhances the space.

Commercial Uses Gaps and Opportunities

The following are some of the key gaps and opportunities related to commercial uses in parks:

- The City does not have a policy for commercial uses in parks.
- A defined community engagement process could help the City in its review of commercial uses in parks.
- Some of the concession leases are not being used to their maximum potential.

Summary of Strengths and Challenges

Strengths	Challenges
Commercial uses have a long history in Penticton’s parks and help to attract and serve the needs of residents and tourists	Some Penticton residents are opposed to the perceived “loss” of parkland for commercial uses, as shown by responses to the Skaha Lake proposal
Most residents support small-scale commercial uses in waterfront parks off the sand (per telephone survey)	Residents want to be consulted when the City is considering significant commercial uses in parkland
Most residents are supportive of marinas accessible from parks	Resident opinions are divided regarding amusements in parks

Recommendations for Commercial Uses in Parks

Planning and Design

- 7.1.1 Update the Parks Consolidation (Regulation) Bylaw and other relevant City bylaws to include small vendors and concessions, marinas and non-motorized boat rentals as park uses.
- 7.1.2 Establish a policy for Commercial Uses in Parks.
- 7.1.3 Until such time as a policy is in place, review proposed commercial uses per the criteria in Figure 7.1.
- 7.1.4 For any proposed commercial uses that will have permanent effects on parkland (e.g., reduction of green space), conduct a community engagement process prior to approving the use.

Physical Criteria

	Add or Enhance	Reduce or Detract	Neutral/ No Effect	Comment
How will it affect environmental resources such as riparian habitat?				
How will it affect heritage/cultural resources such as traditional use sites?				
How will it affect aesthetics and park character/atmosphere?				

How will it affect safety and security, and address risks?				
How will it affect existing park users?				
How will it affect opportunities for healthy activity/recreation?				
How will it affect future park options?				
How will it affect the number of people served?				
How will it affect infrastructure and the sustainability of site services (e.g., rainwater management, water use)?				

Administrative Criteria

	Yes	No	Neither/ Not Sure	Comment
Is there a high capital cost?				
Will capital money from the City be required, e.g., for infrastructure?				
Will there be operations costs for the City?				
Will it have a positive effect on economic development?				
Are there long-term costs for the City, e.g., renewal?				
Will revenue cover capital and operational costs and preferably more?				
Does staff have the expertise and time to manage this?				
Is there support by a majority of the				

community?				
Will it help to build partnerships?				

Figure 7.1: Commercial Use Evaluation Criteria