Parks & Recreation Master Plan Steering Committee Meeting

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

Wednesday, December 14, 2016
at 3:00 p.m.

1. Call Regular Committee Meeting to Order

2. Adoption of Agenda

3. Adoption of Minutes
   3.1 Minutes of the November 18, 2016 Parks & Recreation Master Plan Steering Committee Meeting
   3.2 Minutes of the November 29, 2016 Parks & Recreation Master Plan Steering Committee Meeting

4. Business Arising from Prior Meetings
   4.1 Commercial Use in Parks
       • Review of City of Penticton Licence to Use and Leases – Peter Wallace
   4.2 Urban Systems Update – Lori Mullin
   4.3 Draft Press Release Review
   4.4 Core Meaning of a Public Park Discussion – Submission by Peter Dooling
   4.5 Definitions Discussion
       • Submission by Ron Ramsay
       • Submission by Sharon Devlin

5. New Business

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

7. Adjournment
Minutes

Parks & Recreation Master Plan Steering Committee Meeting
Held at City of Penticton Committee Room A
171 Main Street, Penticton, B.C.

Friday, November 18, 2016
at 2:00 p.m.

Present: Andrew Jakubeit, Mayor
Judy Sentes, Councillor
Ron Ramsay, Chair
James Palanio, Vice-Chair
Ezra Cremers, Organized Field Sport Representative
Roland Curnow, Organized Field Sport 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
Lorraine Williston, Corporate Committee Secretary

1. Call to Order

The Parks & Recreation Master Plan Steering Committee was called to order by the Chair at 2:04 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 November 18, 2016 as amended (refer to item 5.1 & 5.2).

CARRIED UNANIMOUSLY

3. Adoption of Minutes

3.1 Minutes of the October 20, 2016 Parks & Recreation Master Plan Steering Committee Meeting

Concerns were raised over minutes being presented to Council before the Committee has adopted them as Council does not receive the adopted version. Members were concerned that the minutes going to Council were incomplete. The minutes did not include points expanded upon by some members. Councillor Sentes stated this concern has been brought up in other committees and the Corporate Officer is looking at amending the process. It was also suggested meetings be recorded. By consensus, the committee agreed that future
meeting minutes be emailed and approved in context by the committee prior to Council receiving them and committee adoption.

**It was MOVED and SECONDED**
THAT the Parks & Recreation Master Plan Steering Committee adopt the minutes of the October 20, 2016 meeting as amended.

**CARRIED UNANIMOUSLY**

3.2 Minutes of the November 3, 2016 Parks & Recreation Master Plan Steering Committee Meeting

**It was MOVED and SECONDED**
THAT the Parks & Recreation Master Plan Steering Committee adopt the minutes of the November 3, 2016 meeting as circulated.

**CARRIED UNANIMOUSLY**

4. Business Arising from Prior Meetings

4.1 Commercial Use in Parks – Discussion Update

The Recreation & Culture Manager reviewed the draft Parks & Recreation Master Plan recommendations, current mandate of the Parks & Recreation Master Plan Steering Committee and the recommendation forwarded to Council to direct staff to investigate the timing and cost of developing a policy for commercial uses in parks and expand the Terms of Reference. Council has endorsed the recommendation and Urban System provided staff with a proposal that was presented to the committee for review. The proposal included defining the scope of commercial use in parkland and building a draft policy. Urban System’s fee would be $21,100 for project initiation and review, policy development and community engagement. It was noted there could be a $1,000 savings if staff provided assistance with benchmarking and if the committee was willing to assist in policy research. Discussion and questions followed.

Gary Denton asked the committee to reconsider their last recommendation as he is concerned it’s the wrong place to start. Mr. Dooling expanded on his description and importance of parks and provided examples of types of parks and noted we are addressing public parks, not an amusement park or burial park for example. We need to affirm the definition of public parks and look at the core parks in the City of Penticton. Discussion followed.

Main Motion:
**It was MOVED and SECONDED** that the Parks & Recreation Master Plan Steering Committee affirms the definition of a public park as follows:

‘A Public Park is an unencumbered tract of land (natural, semi-natural, grassy lands, beach lands etc.) wherein the land title (surface rights, and perhaps sub-surface rights, above-surface rights) is held by a public entity (federal, provincial, territorial, regional district, city or village) for the benefit, use and enjoyment of the people and for the protection, conservation, preservation of the natural, physical, historical and cultural resources thereon.’
Amendment:

**It was MOVED and SECONDED** that the Parks & Recreation Master Plan Steering Committee affirms the definition of a public park as follows:

‘A Public Park is an unencumbered tract of land wherein the land title is held by a public entity for the benefit, use and enjoyment of the people and for the protection, conservation, preservation of the natural, physical, historical and cultural resources thereon.’

**CARRIED**

James Palanio, Opposed

**It was MOVED and SECONDED** that the Parks & Recreation Master Plan Steering Committee directs that Urban Systems includes the definition of a Public Park in the Parks & Recreation Master Plan as follows:

‘A Public Park is an unencumbered tract of land wherein the land title is held by a public entity for the benefit, use and enjoyment of the people and for the protection, conservation, preservation of the natural, physical, historical and cultural resources thereon.’

**CARRIED UNANIMOUSLY**

The Parks Supervisor suggested Urban Systems provide feedback on the definition of a park. The Parks Classifications provided in the report already identify to a greater detail the various types of parks and described uses.

Discussion followed on the commercial use of parks policy. The Chair stated the master plan should be completed first and then a policy developed. Gary Denton stated that now that a park has been defined, we need to define the purpose of a park followed by uses. A suggestion was made that a policy could be developed from within the committee. Peter Dooling noted we should await the results from the public feedback regarding the first draft of the master plan.

By consensus the committee was in agreement to not proceed with developing a policy until commercial uses in parks has been dealt with. The Mayor reminded the committee a draft master plan is still needed and to focus on reviewing the public input and refining the master plan before working on the policy. Gary Denton stated another way to approach the challenge of determining if commercial development in parks is acceptable, but not the only way, is to discuss why a large-scale (water slide) development in Skaha Park is opposed by the majority of Penticton residents. If we can clearly identify the reasons why this development proposal is so unpopular, we can establish what criteria needs to be met before commercial uses are permitted. Mr. Denton stated there are literally hundreds of residents who have articulated in writing their reasons for opposing commercial development in Skaha Park over the past sixteen months and those letters (over 700 to date) can be found online on the Save Skaha Park Society website under Letters to the Editor. Mr. Denton personally thinks the recommendation concerning large-scale developments in parks is simpler than it has been made out to be. There should not be a permitted use in all lands zoned Park, full stop. Mr. Denton further stated, if large-scale developments are not a permitted use then a zoning change would be required prior to approval of such a development and a recommendation that a referendum (albeit non-binding) should be held as a gauge of the public’s support of any large-scale development proposed, prior to the public hearing required for any change in zoning.
4.2 Draft 1 Master Plan – Public Feedback and Open House Update

The Parks Supervisor noted approximately 130 people showed up for the Open House. The Recreation & Culture Manager stated there was a lot of interest in sports amenities, trail usage, the Channel Parkway and commercial uses. Urban Systems will be collecting all the public input, online and paper submissions. Submissions will be cut off on Nov. 30th. A summary of the submissions will be provided by Dec. 15 for review by the committee. The Chair asked that a copy of all the submissions be provided for review. The Recreation & Culture Manager stated Urban Systems will also be working on the 2nd draft of the master plan and the committee should be thinking about what other things need to be changed.

5. New Business

5.1 General Process of the Committee

Ezra Cremers brought forth his concerns about what is this committee’s role in the master plan. He felt that the committee was being lead and not leading formation of the master plan. Is it to develop more of a vision on interconnectivity of trails? Have we missed our fundamental purpose? Mr. Cremers stated a meeting with Urban Systems should have happened right after the benchmarking portion was completed. The Recreation & Culture Manager stated the master plan is in draft form and there is still an opportunity to rewrite certain sections.

5.2 Conflicts of Interest

The Chair expressed his concerns over things this committee will come up with that the City will not be able to abide by due to previous agreements made and feels the City has a conflict of interest. Discussion followed. The Mayor provided a brief overview of the amended agreement with Trio that was presented to Council at their Nov. 1 Council meeting.

James Palanio left the meeting at 4:20 p.m.

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 4:26 p.m.
Parks & Recreation Master Plan Steering Committee Meeting

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

Tuesday, November 29, 2016
at 2:00 p.m.

Present:
Andrew Jakubeit, Mayor
Judy Sentes, Councillor
Ron Ramsay, Chair
James Palanio, Vice-Chair
Doug Gorcak, Penticton School District 67 Representative
Ezra Cremers, Organized Field Sport Representative
Barb Hoolaeff, Special Event Group Representative
Roland Curnow, Organized Field Sport Representative
Adolf Steffen, Development Community Representative
Sharon Devlin, Member at Large
Peter Dooling, Member at Large

Staff:
Jeff Lynka, Parks Supervisor
Lori Mullin, Recreation & Culture Manager
Blake Laven, Planning Manager
Lorraine Williston, Corporate Committee Secretary

1. **Call to Order**

The Parks & Recreation Master Plan Steering Committee was called to order by the Chair at 2:02 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 November 29, 2016 as amended (refer to item 4.2).

**CARRIED UNANIMOUSLY**

3. **Business Arising from Prior Meetings**

3.1 **Meeting Minutes/Protocols**

The Chair brought forth concerns over the recording of minutes and what is being captured and what is not. The Chair reported he has met with the Mayor and staff regarding this matter and it was decided that any submissions from committee members should be forwarded to the committee secretary in advance of the meeting for circulation to the rest of the committee.
prior to the meeting. The committee secretary is to circulate the draft minutes within 48 hours to the Chair and staff for the initial review and then forwarded to the committee prior to bringing them forth for adoption. Discussion followed regarding Council receiving minutes before they have been adopted by the committee. Councillor Sentes stated the process can be amended however by waiting until minutes are adopted by the committee, the time frame from which Council receives information will be considerably longer. The Mayor explained that amendments to the minutes are always noted in the minutes and any recommendations made by the committee sometimes do need to be addressed immediately and that is why committee minutes go forth to Council before they have been adopted by the committee to allow staff time to prepare a report that includes the committee’s recommendation. By consensus the committee agreed the minutes are to be adopted by the committee first before being presented to Council.

3.2 Communications on behalf of the Committee

The Chair expressed concerns over the perception that information being presented to the public has come from this committee, via the media, and stated that this committee is one voice and any communication should be through the Chair. The draft master plan was done by Urban Systems, not by this committee and the press needs to understand that. The information is in draft form and the committee has not dealt with anything yet. The Chair stated any press releases need to be done by the Chair.

Sharon Devlin asked for clarification from the Planning Manager regarding his comments made during the Nov. 23, 2016 Public Hearing regarding the zoning amendment for 175 Kinney Avenue wherein his comments referenced this committee’s involvement which was not the case and is concerned this is now a part of the public record. The Planning Manager apologized to the committee for any confusion his presentation may have caused and assured the committee that he would be careful not to imply any Parks & Recreation Master Plan Steering Committee position on planning matters going forward. The Planning Manager provided a letter addressed to the committee for clarification that included the background of the property and the previous decision made by Council and noted the reference he made regarding committee involvement, was from the previous Parks and Recreation Advisory committee. The Committee Secretary to circulate the letter to all members via email. The Chair directed the Planning Manager to refrain from referencing this committee in the future. Councillor Sentes added that in 2010, the cost to attain the property was too high as the property owner’s asking price was way above the fair market value.

3.3 Commercial Use in Parks – Discussion Update

The Chair stated that commercial use in parks is the most important aspect of the master plan and also the most controversial and we need to slow down and get into the details regarding this. The Chair further stated that section 7.1 of the draft master plan that was written by Urban Systems has yet to be fully discussed by this committee and he hopes this committee’s discussion will be included into the revision of this section.

Peter Dooling provided a handout to the committee containing information on the core meaning of what is a public park. James Palanio and Ezra Cremers stated they would like to receive information prior to a meeting to have the opportunity to review and understand the information being presented. The Chair stated he will endeavor to have future information provided to the committee prior to the meeting.

Peter Dooling reviewed the definition of a park that was adopted by this committee at the November 18th meeting. Adolf Steffen asked for clarification of some of the wording...
contained in the adopted definition of a park namely ‘for the protection, conservation, preservation of the natural, physical, geological, historical and cultural resources thereon’. In the adopted definition of a public park, namely “for the benefit, use and enjoyment of the people and for the protection, conservation, preservation of natural, physical, historical and cultural resources thereon”, Mr. Dooling replied that the use and protection mandates (purposes) of public parks vary in their application between park types (classes) and to a lesser extent between parks within a park type. The types and intensities of public use and the types and intensities of protection are the basis to the formulation of specific park master plans. Asked what the word ‘natural’ meant, he replied meaning vegetation, flora and fauna, water resources and associated aquatic life.

Peter Dooling stated that the principles contained in the information sheet he provided to the Chair, and distributed by the Chair at the meeting, were brought forth at this time as notice for discussion purposes in the next meeting and noted we need to address, adopt, modify or reject these principles before long and before a park master plan can ever be finalized.

The Mayor stated the City currently has leases in our parkland and noted the word ‘encumbered still needs to be defined. Council has approved the request to move forward with a commercial use policy. The Mayor suggested a discussion and/or workshop could be arranged to work out the details for a policy. The Chair stated that in his experience, all agreements contain definitions in the first few pages and for the policy we are going to need those definitions and so suggested those be determined first. Once we have that, we can begin defining other aspects of commercial and concessionaire operations and then move into the process for a policy.

Peter Dooling stated he is not happy with section 7.1 (6 pages) of the draft master plan regarding commercialization of public parks. Mr. Dooling noted commercial policy has not been debated by this committee, but was inserted into the master plan by Urban Systems. Wherein it’s this committee that needs to determine that. There needs to also be clarification from the committee between a concessionaire and commercial policy. One core principle is that the City maintain only a public park concessions policy. The Chair agreed it is important to define concessionaires in parks and then move to commercial use. A policy on short term concessionaire leases could be developed first to allow for more discussion on the contentious issue of long term commercial leases. The Vice-Chair asked the question why not have someone with the expertise to draft a policy who has a larger array of knowledge from other communities. We need to provide a policy that Council will adopt and move forward with it. The Mayor asked that staff provide information and an overview of all leases and agreements that were and are in place for the next meeting. The Committee Secretary to forward the list prior to the next meeting and add this item to the agenda.

Peter Dooling stated further that he was not suggesting the writing of a policy at this particular time but rather we establish the principles upon which a park master plan policy could be developed. This information was prepared as an alternative for section 7.1 and was for discussion purposes only and he would like it to be discussed, revised (if required) and adopted at the next meeting. Adolf Steffen expressed his concerns over having a ‘blanket’ policy stating we need to look at each park individually as to not hog tie the Council for future projects and suggested we start with Skaha Park and move on to other parks. Roland Curnow stated we need to start with a framework and define small, medium and large commercial uses. The Chair asked staff to also include information on indoor and outdoor concessions. This information is needed to begin work on definitions. All suggestions need to be refined and adopted before becoming part of the master plan. Sharon Devlin suggested that vendors, restaurants and amenities need to be defined. The Mayor asked the question whether the committee would like a facilitator to help outline and create a framework for a policy. The
Chair stated the committee is not ready for a facilitator as the committee still needs to agree on definitions. The Vice-Chair suggested members start providing input on what terms or issues they would like to define and include their own definitions for discussion at the next meeting. The Chair directed members to forward their input to the Committee Secretary and so she can compile it into one list. It was also suggested that Peter Wallace, the City’s Land Administrator, be invited to the next meeting to provide information on leases. The Mayor to invite Peter Wallace to the next meeting. The Chair stated the first priority right now is outdoor facilities and considering all the terms we would like to define and work towards defining them. The Mayor stated the committee still needs to hear what the public feedback was from the first draft of the master plan. The Recreation & Culture Manager stated the last day to receive input is November 30 and Urban Systems will then compile the public feedback and forward it to staff for review. Doug Gorcak expressed his concern over having enough time to review all information from staff. The Planning Manager stated they can compile the information in about a weeks’ time.

4. New Business

4.1 Committee Members in Good Standing

The Chair spoke to the committee regarding meeting attendance and the time commitment required for this committee and stated that if someone is unable to come to a meeting to contact him directly. Sharon Devlin noted in the committee Terms of Reference it states ‘If an advisory committee member is continuously absent from committee meetings for a period of three (3) consecutive regularly scheduled meetings, unless the absence is because of illness or with the leave of the committee members, the office of the member is deemed to be vacant and the person who held the office is disqualified from holding office on any advisory committee of the City of Penticton for a period of one year.’ Roundtable discussions ensued regarding disqualification and whether this committee should enforce that rule.

The Committee Secretary reviewed the attendance for all committee members and noted, according to the her record of attendance, Barb Hoolaeff, Ezra Cremers, Doug Gorcak, Kevin Gabriel and Ron Ramsay have missed three or more consecutive meetings. Doug Gorcak and Ezra Cremers asked the Committee Secretary to confirm those dates they were noted as absent. Further discussion followed on Barb Hoolaeff’s attendance and whether she should be allowed to remain on the committee due to only have attended 2 out of the 14 meetings and without leave from the committee, should be disqualified from a position on the committee. Barb Hoolaeff stated she always sent the Committee Secretary an email providing notice and that her absence was work related but that she has been keeping up to speed through emails and meeting minutes and further stated that she will not be missing any future meetings. Further discussion followed and the question arose that if we are sticking to the Terms of Reference then if you remove one member for missing three consecutive meetings, you should remove the others. The Mayor reminded the committee that the Terms of Reference are a guideline and it is usually up to the Chair to contact members who are absent to enquire whether or not they wish to remain on the committee. If you remove all five members, Council will appoint new members. Discussion followed on the addition of new members and the fact that it would be challenging to move forward with new members. Further discussion followed. Adolf Steffen stated the PIB representative has also missed a lot of meetings and this should be followed up. A vote was taken and members disqualified her.

Andrew & Judy left the meeting at 3:40 pm.
However after further discussion, another vote was taken and Barb Hoolaeff was allowed to remain, based on the interpretation of the rules of governing members in good standing and a discussion of other member’s attendance.

4.2 Press Release

The Chair stated this committee needs to be speaking for ourselves, not the media and asked the committee if they would be in favor of a press release sent out on a bi-monthly basis from this committee that will provide the public with an update on our progress. By consensus the committee was in agreement that this was a good idea. The Recreation & Culture Manager noted that this should be done through the City’s Communication Officer and she will forward his contact information to the Chair. The Chair further stated the draft press release will be provided to the committee for review prior to being sent out.

4.3 Social Night

The Chair stated this committee would like to meet socially. Dates were discussed and Friday, Dec. 16 at 5:00 p.m. was tentatively scheduled. Location to be determined.

5. Next Meeting

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

6. Adjournment

The Parks & Recreation Master Plan Steering Committee adjourned the meeting at 3:54 p.m.
### City of Penticton - Current Leases and Licenses in Parks and Recreation Facilities 2016

<table>
<thead>
<tr>
<th>Park Name</th>
<th>Lease/LTU</th>
<th>LICENSE TYPE</th>
<th>ADDRESS</th>
<th>ACTIVITY / USE</th>
<th>TERM in Years</th>
<th>START DATE</th>
<th>EXPIRY DATE</th>
<th>ESCAPE CLAUSE Y/N</th>
<th>PARK NAME</th>
<th>LOCATION WITHIN PARK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gyro Park</td>
<td>Lease</td>
<td>Licensee</td>
<td>1062-052 BC LTD. (Gord Ferguson) Lakawana - Patio Burger</td>
<td>Use of land and building for operation of concession patio and washroom facility</td>
<td>29</td>
<td>2016-05-20</td>
<td>2045-04-30</td>
<td>N</td>
<td>Lakawana Park / Okanagan Lake</td>
<td>Concession at Lakawana</td>
</tr>
<tr>
<td>Kings Park</td>
<td>Licensee</td>
<td>Licensee</td>
<td>796 Lakeside Dr W</td>
<td>Use of land for an outdoor patio for customers</td>
<td></td>
<td>2016-09-01</td>
<td>2021-08-31</td>
<td>Y</td>
<td>Okanagan Lake</td>
<td>Grass area at Okanagan Lake</td>
</tr>
<tr>
<td>Lakawanna Park</td>
<td>Lease</td>
<td>Licensee</td>
<td>1062-25D Marina Way</td>
<td>Use of land and building for displaying art and providing parking</td>
<td>20</td>
<td>1999-10-01</td>
<td>2019-09-30</td>
<td>N</td>
<td>Okanagan Lake</td>
<td>Building at Okanagan Lake</td>
</tr>
<tr>
<td>Marina Way Park</td>
<td>LTU</td>
<td>Licensee</td>
<td>796 Lakeside Dr W</td>
<td>Use of land and building for operation of a WIBIT water park</td>
<td>5</td>
<td>2015-06-01</td>
<td>2020-05-31</td>
<td>N</td>
<td>Okanagan Lake</td>
<td>Water and sand area at Okanagan Lake</td>
</tr>
<tr>
<td>Okanagan Beach</td>
<td>Lease</td>
<td>Licensee</td>
<td>1062-25D Marina Way</td>
<td>Use of land and building for operation of a WIBIT water park</td>
<td>5</td>
<td>2015-06-01</td>
<td>2020-05-31</td>
<td>N</td>
<td>Okanagan Lake</td>
<td>Water and sand area at Okanagan Lake</td>
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<td>Okanagan Lake Park</td>
<td>Lease</td>
<td>Licensee</td>
<td>1062-25D Marina Way</td>
<td>Use of land and building for operation of a WIBIT water park</td>
<td>5</td>
<td>2015-06-01</td>
<td>2020-05-31</td>
<td>N</td>
<td>Okanagan Lake</td>
<td>Water and sand area at Okanagan Lake</td>
</tr>
<tr>
<td>Rose Garden</td>
<td>Licensee</td>
<td>Licensee</td>
<td>185 Lakeshore Dr</td>
<td>Use of building and grounds for operation of concessions and water based activities</td>
<td>5</td>
<td>2014-01-01</td>
<td>2018-12-31</td>
<td>Y</td>
<td>Rotary Park</td>
<td>On beach</td>
</tr>
<tr>
<td>Skaha Park</td>
<td>LTU</td>
<td>Licensee</td>
<td>3866 South Main St</td>
<td>Use of building and grounds for operation of concessions and water based activities</td>
<td>2</td>
<td>2016-05-01</td>
<td>2017-09-30</td>
<td>Y</td>
<td>Skaha Lake</td>
<td>Concession at Skaha East</td>
</tr>
<tr>
<td>Skaha Park</td>
<td>LTU</td>
<td>Licensee</td>
<td>3101 Parkview St</td>
<td>Use of building and grounds for operation of concessions and water based activities</td>
<td>5</td>
<td>2017-05-01</td>
<td>2022-09-30</td>
<td>Y</td>
<td>Skaha Lake</td>
<td>Concession at Skaha Main</td>
</tr>
<tr>
<td>Skaha Park</td>
<td>Lease</td>
<td>Licensee</td>
<td>3895 Lakeside Rd</td>
<td>Use of building and grounds for operation of concessions and water based activities</td>
<td>20</td>
<td>2016-01-01</td>
<td>2016-12-31</td>
<td>N</td>
<td>Skaha Lake</td>
<td>Skaha marina</td>
</tr>
<tr>
<td>S.S. Sicamous Park</td>
<td>Lease</td>
<td>Licensee</td>
<td>1099 Lakeshore Dr</td>
<td>Use of building and grounds for operation of concessions and water based activities</td>
<td>2</td>
<td>1988-06-01</td>
<td>until terminated</td>
<td>N</td>
<td>Okanagan Lake</td>
<td>Okanagan Lake</td>
</tr>
<tr>
<td>Sudbury Beach</td>
<td>LTU</td>
<td>Licensee</td>
<td>2496 Skaha Lake Rd</td>
<td>Use of building and grounds for operation of concessions and water based activities</td>
<td>5</td>
<td>2015-05-05</td>
<td>2017-09-30</td>
<td>Y</td>
<td>Skaha Lake</td>
<td>Concession at Sudbury Beach</td>
</tr>
<tr>
<td>Sudbury Beach (Locatee and Crown Land)</td>
<td>LTU</td>
<td>Licensee</td>
<td>2496 Skaha Lake Rd</td>
<td>Use of building and grounds for operation of concessions and water based activities</td>
<td>5</td>
<td>2015-05-05</td>
<td>2017-09-30</td>
<td>Y</td>
<td>Skaha Lake</td>
<td>Concession at Sudbury Beach</td>
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### Community Parks

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<tr>
<th>Park Name</th>
<th>Lease/LTU</th>
<th>LICENSE TYPE</th>
<th>ADDRESS</th>
<th>ACTIVITY / USE</th>
<th>TERM in Years</th>
<th>START DATE</th>
<th>EXPIRY DATE</th>
<th>ESCAPE CLAUSE Y/N</th>
<th>PARK NAME</th>
<th>LOCATION WITHIN PARK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Columbia Park</td>
<td>Licensee</td>
<td>Licensee</td>
<td>470 Edmonton Ave</td>
<td>Use of building and grounds for operation of social service programs</td>
<td>5</td>
<td>2012-03-01</td>
<td>2017-02-28</td>
<td>Y</td>
<td>N/A - old pool</td>
<td></td>
</tr>
<tr>
<td>Darlington Off-Leash Dog Park</td>
<td>Licensee</td>
<td>Licensee</td>
<td>500 Edmonton Ave</td>
<td>Use of building and grounds for operation of social service programs</td>
<td>5</td>
<td>2012-03-01</td>
<td>2017-02-28</td>
<td>Y</td>
<td>N/A - old pool</td>
<td></td>
</tr>
<tr>
<td>Elk Creek Park</td>
<td>Licensee</td>
<td>Licensee</td>
<td>490 Edmonton Ave</td>
<td>Use of building and grounds for operation of children’s safety village and for equipment storage</td>
<td>5</td>
<td>2013-11-01</td>
<td>2018-10-31</td>
<td>Y</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>Kiwanis Park</td>
<td>Lease</td>
<td>Licensee</td>
<td>0694013 B.C. LTD. (Skinner / Skaha Dog Beach)</td>
<td>Sublease of Crown land for operation of cabana for property owner to the east</td>
<td>9</td>
<td>2013-06-12</td>
<td>2022-06-12</td>
<td>N</td>
<td>Skaha Lake Beach</td>
<td>Sandy beach</td>
</tr>
<tr>
<td>Lion's Park</td>
<td>Licensee</td>
<td>Licensee</td>
<td>4850 Lakeside Rd</td>
<td>Use of land for operation of bicycle motocross track and facility</td>
<td>N/A</td>
<td>1989-01-31</td>
<td>when cancelled</td>
<td>Y</td>
<td>Lions Park</td>
<td>South east corner of 198 Warren Ave</td>
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<td>McLaren Park</td>
<td>Licensee</td>
<td>Licensee</td>
<td>490 Edmonton Ave</td>
<td>Use of building and grounds for operation of social service programs</td>
<td>5</td>
<td>2012-03-01</td>
<td>2017-02-28</td>
<td>Y</td>
<td>N/A - old pool</td>
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<td>Location</td>
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<td>Term Start</td>
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<tr>
<td>McNicoll Park</td>
<td>LTU</td>
<td>SOCIETE DE LA PETITE ENFANCE DE L'ECOLE ENTRE LACS</td>
<td>Pre-school facility - Use of land for fenced playground for pre-school aged children</td>
<td>2014-07-01</td>
<td>2019-06-30</td>
<td>Y</td>
<td>McNicoll Park Between schools</td>
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<td>Penticton Skatepark</td>
<td>LTU</td>
<td>COYOTE CRUISES</td>
<td>Recreational business - Use of building for operation of a rental concession and transportation service - Float the channel</td>
<td>2014-10-01</td>
<td>2019-09-30</td>
<td>Y</td>
<td>Riverside South of skate park</td>
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<tr>
<td>Queen's Park Ball Diamond</td>
<td>LTU</td>
<td>PENTICTON HORSESHOE PITCHERS CLUB, THE</td>
<td>Sports club - Use of horse pitches in exchange for maintenance and upkeep of land</td>
<td>2015-05-01</td>
<td>2018-04-30</td>
<td>Y</td>
<td>Seniors Centre Robinson Park</td>
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<tr>
<td>Senior's Drop-In Centre</td>
<td>LTU</td>
<td>PEN COMMUNITY GARDENS SOC</td>
<td>Community gardens - Use of land for community gardens</td>
<td>2016-01-01</td>
<td>2020-12-31</td>
<td>Y</td>
<td>Vancouver Hill North portion of park</td>
<td></td>
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<td>Vancouver Avenue Park</td>
<td>LTU</td>
<td>PENTICTON DISC GOLF</td>
<td>Sports club - Operation of disc golf facility</td>
<td>2016-03-15</td>
<td>2019-03-14</td>
<td>Y</td>
<td>Esplanade All</td>
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<tr>
<td>Neighbourhood Parks</td>
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<td>Arasook Park</td>
<td>LTU</td>
<td>FOOD FORRESTERS SOC OF CANADA</td>
<td>Community gardens - Use of land for operation of community garden plots</td>
<td>2013-06-01</td>
<td>2018-05-31</td>
<td>Y</td>
<td>Undeveloped North most portion of park</td>
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<td>Dartmouth Park</td>
<td>LTU</td>
<td>PENTICTON TENNIS SOCIETY</td>
<td>Sports club - Use of facilities for operation of a tennis club with league play</td>
<td>2016-04-01</td>
<td>2017-12-31</td>
<td>Y</td>
<td>Okanagan Lake East of marina</td>
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<td>Special Purpose</td>
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<td>Fairview Cemetery</td>
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<td>PEN LAKEVIEW LAWN BOWLING CLUB</td>
<td>Sports club - Use of land and building for operation of a lawn bowling club</td>
<td>2000-01-01</td>
<td>2020-12-31</td>
<td>N</td>
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<tr>
<td>Loco Landing</td>
<td>Lease</td>
<td>LOCO LANDING ADV. GOLF INC.</td>
<td>Recreational business - Use of land for the operation of a recreational facility</td>
<td>2009-01-01</td>
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<td>N</td>
<td>Riverside Park</td>
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<td>Penticton Golf and Country Club</td>
<td>Lease</td>
<td>PENTICTON GOLF &amp; COUNTRY CLUB</td>
<td>Sports club - Use of building and land for operation of a golf club for renting equipment, providing golf lessons, leisure golfing, tournaments, the sale of refreshments and the rental of facilities as a special events venue</td>
<td>2007-07-01</td>
<td>2033-10-31</td>
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<td>Penticton Yacht and Tennis Club</td>
<td>Lease</td>
<td>PENTICTON TENNIS SOCIETY</td>
<td>Sports club - Use of facilities for operation of a tennis club with league play</td>
<td>2016-04-01</td>
<td>2017-12-31</td>
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<tr>
<td>Penticton Yacht and Tennis Club</td>
<td>Lease</td>
<td>PENTICTON YACHT &amp; TENNIS CLUB</td>
<td>Marina - Sublease of Crown Y Dock in marina and storage compound to provide a commercial public marina and associated facilities</td>
<td>2016-04-02</td>
<td>2017-12-31</td>
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<td>Cislon Natural Greenbelt</td>
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<td>INTERIOR HEALTH AUTHORITY (Hospice Society House)</td>
<td>Health facility - Use of land for quiet enjoyment - garden and walkway</td>
<td>2014-07-01</td>
<td>2019-06-30</td>
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<td>Undeveloped park walking path Adjacent to Elsas Creek</td>
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<tr>
<td>Munson Mountain Park</td>
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<td>AXWORTHY, B &amp; QUAN, S</td>
<td>Private residence - Use of land for quiet enjoyment - yard fenced</td>
<td>2014-08-01</td>
<td>2019-07-31</td>
<td>Y</td>
<td>Esplanade Fenced yard</td>
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<td>Penticton Creek Pathway</td>
<td>LTU</td>
<td>MUNSONS PROPERTIES</td>
<td>Private residence - Use of land for quiet enjoyment</td>
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<td>2019-10-31</td>
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<td>Undeveloped park walking path Adjacent to Penticton Creek South west corner</td>
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<td>Three Blind Mice</td>
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<td>2015-03-01</td>
<td>2020-02-23</td>
<td>Y</td>
<td>Three Blind Mice area</td>
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<td>Three Blind Mice</td>
<td>LTU</td>
<td>PENTICTON AND CYCLING ASSOCIATION</td>
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<tr>
<td>Trail Corridor</td>
<td>KVR Pathway</td>
<td>Poplar Grove Trailhead</td>
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<td>Sendero Ravine</td>
<td>TCT / KVR Trail</td>
<td>Bodcanoff, C &amp; Bowen, P</td>
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<td>645 Lower Bench Rd</td>
<td>Private residence</td>
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<td>Use of KVR land for agriculture - fenced gardens</td>
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<td>2012-01-01</td>
<td>2016-12-31</td>
<td>Y</td>
<td>KVR</td>
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<td>LTU</td>
<td>Rollner, Barbara Rose</td>
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<td>1181 Davenport Ave</td>
<td>Private residence</td>
<td>Use of KVR land for agriculture - grapes</td>
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<td>2014-05-01</td>
<td>2015-04-30</td>
<td>Y</td>
<td>KVR</td>
<td>Foothills trail</td>
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<td>Shaw, H &amp; M</td>
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<tr>
<td>911/913 Lochore Rd</td>
<td>Private residence</td>
<td>Use of KVR land for agricultural purposes</td>
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<td>7</td>
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<td>Y</td>
<td>KVR</td>
<td>Foothills trail both sides</td>
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<td>TCT / KVR Trail</td>
<td>Lease</td>
<td>King Family Farms Ltd.</td>
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<td>KVR (Lots 1-5)</td>
<td>845 Callar Rd</td>
<td>Agricultural business</td>
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<td>KVR</td>
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<thead>
<tr>
<th>Open Space</th>
<th>4507 Lakeside Road</th>
<th>LTU</th>
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<tr>
<td>S3 Munson Mtn Road</td>
<td>LTU</td>
<td>Penetton BMX Society</td>
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<td>630 Munson Mtn Rd</td>
<td>Sports club</td>
<td>Use of land for operation of bicycle motocross track and facility</td>
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<td>2021-04-30</td>
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<td>Duncan Avenue Reservoir</td>
<td>KVR Park</td>
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<tr>
<td>Library and Museum Parks</td>
<td>North City Entrance</td>
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<td>Windsor Park</td>
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<tr>
<th>Recreation Facility</th>
<th>Adidas Sportsplex</th>
<th>Lease</th>
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<tbody>
<tr>
<td>Pinnacles Football Club and Penticton Soccer Club dba Adidas Sportsplex</td>
<td>550 Eckhardt Ave W</td>
<td>Sports clubs</td>
</tr>
<tr>
<td>20</td>
<td>2015-09-01</td>
<td>2014-08-31</td>
</tr>
<tr>
<td>McLaren Arena</td>
<td>LTU</td>
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</tr>
<tr>
<td>Okanagan Hockey School / Group</td>
<td>McLaren Arena</td>
<td>Sports educator</td>
</tr>
<tr>
<td>2</td>
<td>Exp.</td>
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<tr>
<td>Senior’s Drop-in Centre</td>
<td>Lease</td>
<td>Pen Seniors’ Drop in Centre Soc</td>
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<td>2365 South Main St</td>
<td>Social club</td>
<td>Use of land and building for operation of a seniors’ social facility</td>
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<tr>
<td>Memorial &amp; McLaren Arena</td>
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<tr>
<td>Penticton &amp; District Minor Hockey Assoc. (Memorial Arena)</td>
<td>399 Power St</td>
<td>Arena concession</td>
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<td>2003-09-01</td>
<td>2018-04-30</td>
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<tr>
<td>South Okanagan Events Centre</td>
<td>Lease</td>
<td>Apple Planning Services Inc. &amp; 0926232 B.C. Ltd.</td>
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<tr>
<td>888 Westminster Ave W</td>
<td>Private business</td>
<td>Use of a portion of the building as an office</td>
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<td>2013-01-01</td>
<td>2017-07-31</td>
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<td>South Okanagan Events Centre</td>
<td>Lease</td>
<td>Interior Health Authority</td>
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<tr>
<td>Part of SOEC</td>
<td>853 Eckhardt</td>
<td>Health provider</td>
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<td>2014-09-01</td>
<td>2019-08-31</td>
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<td>Lease</td>
<td>Okanagan Hockey School</td>
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<tr>
<td>853 Eckhardt Ave W</td>
<td>Sports educator</td>
<td>Use of a portion of the building for operation of a hockey school and other related activities</td>
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<td>10</td>
<td>2009-01-01</td>
<td>2018-12-31</td>
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<td>South Okanagan Events Centre</td>
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<td>Penticton Tourism</td>
<td>853 Eckhardt Ave W</td>
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<td>Penticton Curling Rink</td>
<td>Lease</td>
<td>Penticton Curling Club</td>
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<tr>
<td>355 Vees Dr</td>
<td>Sports club</td>
<td>Use of a portion of the building for operation of a curling rink for the purpose of providing curling lessons, competitions and bouncie rental and sale of refreshments</td>
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<td>10</td>
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<td>2020-09-30</td>
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<tr>
<td>Penticton Community Centre</td>
<td>Lease</td>
<td>Dale Charles &amp; Assoc. Physical Therapist Corp.</td>
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<tr>
<td>325 Power St</td>
<td>Health provider</td>
<td>Use of a portion of the building for the operation of a physiotherapy clinic</td>
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<tr>
<td>Kisu Swim Club</td>
<td>325 Power St</td>
<td>Swim club</td>
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<td>3</td>
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<td>Penticton Community Centre</td>
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<td>Dragon Boat Festival</td>
<td>325 Power St</td>
<td>Non-profit group</td>
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<tr>
<th>Other</th>
<th>Campbell Mountain</th>
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<tr>
<td>Oxbows</td>
<td>LTU</td>
<td>Oxbox Rv Resort Ltd.</td>
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<td>3811 Skaha Lake Rd</td>
<td>Recreational business</td>
<td>Use of land for RV Park</td>
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<td>2017-05-31</td>
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<td>Lair House</td>
<td>Lease</td>
<td>Pen &amp; Dist. Community Arts Council - Lair House</td>
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<td>220 Maner Park</td>
<td>Arts club</td>
<td>Use of building and land as a place for artists to gather and to work on their art projects</td>
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<td>yr - yr</td>
<td>1982-07-01</td>
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<td>Beach vendors</td>
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<tr>
<td>DIRECT SOURCE IMPORTS</td>
<td>Tinga, Gerry &amp; Shawna</td>
<td>Beach vendor</td>
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<tr>
<td>FLYBOYZ WATERSPORTS</td>
<td>Patterson, David</td>
<td>Beach vendor</td>
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<td>GLOW SUP ADVENTURES</td>
<td>Darcey Godfrey</td>
<td>Beach vendor</td>
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<td>OZ PENDANTS</td>
<td>Zissoff, Angela</td>
<td>Beach vendor</td>
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<tr>
<td>KAWAIIAN STYLE SHAKE ICE</td>
<td>Sheridan, Krystal</td>
<td>Beach vendor</td>
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<td>HENNA HUT, THE</td>
<td>Russell, Larissa</td>
<td>Beach vendor</td>
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<td>HORSE CARRIAGE TOURS</td>
<td>Hansen, Tanya</td>
<td>Mobile business</td>
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<td>INFORMATION KIOSK</td>
<td>Laker, James</td>
<td>Beach vendor</td>
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<td>JODAHO'S SPONTANEOUS EATS</td>
<td>Koenen, Patti-Jo &amp; Berube, Danielle</td>
<td>Beach vendor</td>
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<td>NETHY CREATIONS</td>
<td>Vazquez, Nethy</td>
<td>Beach vendor</td>
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<td>OUR LITTLE DONUT FACTORY</td>
<td>Murray, Glen</td>
<td>Beach vendor</td>
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<td>PENTICTON PADDLE SURF</td>
<td>Gray, Bryan &amp; Susan</td>
<td>Beach vendor</td>
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<td>SACRED SUN BODY ART</td>
<td>MacLean, Andrea</td>
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<td>SAMOSA EXPRESS</td>
<td>Bhuhi, Baljit</td>
<td>Mobile vendor</td>
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<td>STOKED EMMERS WOOD FIRED PIZZA LTD.</td>
<td>Tomkinson, Peter</td>
<td>Mobile vendor</td>
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<td>SUNZONE SUNGLASSES</td>
<td>Ellis, Chrisine</td>
<td>Beach vendor</td>
</tr>
<tr>
<td>TAIT SILVER AND MORE</td>
<td>Tait, Chris &amp; Michelle</td>
<td>Beach vendor</td>
</tr>
<tr>
<td>TIM HORTON'S MOBILE FOOD TRUCK</td>
<td>Stawarz, Paul</td>
<td>Mobile vendor</td>
</tr>
<tr>
<td>WANNAWAFEL</td>
<td>Kruk, Jeff &amp; Ashley</td>
<td>Beach vendor</td>
</tr>
</tbody>
</table>
### City of Penticton Park Bookings - Types/Examples of Activities

<table>
<thead>
<tr>
<th>Category</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Special Events/Festivals</strong></td>
<td>Entertainment, Merch Vendors, Food Trucks, Food Vendors, Information Booths, Beer Gardens, Amusements, Movies, Car Shows</td>
</tr>
<tr>
<td><strong>Sporting Events</strong></td>
<td>Dragon Boat Festival, Granfondo, Fundraising Walks/Runs, Triathlon, Tournaments, Leagues</td>
</tr>
<tr>
<td><strong>Commercial bookings</strong></td>
<td>Fitness classes, Granfondo, Challenge Triathlon</td>
</tr>
<tr>
<td><strong>Private bookings</strong></td>
<td>Weddings, Picnics, Reunions, Birthday parties, Private bookings, Corporate events</td>
</tr>
<tr>
<td><strong>Other</strong></td>
<td>Church Services, Memorial Services</td>
</tr>
<tr>
<td><strong>Sports</strong></td>
<td>Soccer, Baseball, Fast-Pitch, Slo-Pitch, Volleyball - beach, Volleyball - grass, Lacrosse - box, Lacrosse - field, Tennis, Pickleball, Ultimate Frisbee</td>
</tr>
</tbody>
</table>
Draft Press Release – Submitted by Ron Ramsay

1) Press release:

DRAFT
The Parks and Recreation Master Plan Steering Committee is charged with developing a long term plan for parks and recreational facilities in our city. It has been meeting regularly for the past 6 months. In that time, the committee together with City staff and consultants at Urban Systems have gathered and examined information on existing parks and facilities, benchmarks with similar cities and community feedback on what citizens want to see.

A draft master plan was put together by Urban Systems and presented to the committee for its review and edification.

The Committee is now tackling sensitive issues related to the commercialization and long term future of all parks within our borders. It is imperative that the committee formulate a plan that’s is sustainable and comprehensive. It must meet the needs of the current and future residents of Penticton.

While the Committee works through the most contentious issues, it is important to know that all points of view will be considered. The Final Draft will contain language that has been approved by the committee. It will then be presented to the citizens of Penticton and to City Council.
THE CORE MEANING OF WHAT IS A PUBLIC PARK:

Whereas it has been adopted by the PRMP Steering Committee that a Public Park is: (a) an unencumbered tract of land (b) wherein the land title is owned by a public entity (c) for the benefit, use & enjoyment of the people, and (d) for the protection/conservation/preservation of the natural, physical, geological, historical & cultural resources thereon;

AND

Whereas the most protective land use designation available to a public entity is the designation of land as Public Park;

AND

Whereas the most democratic land use designation available to a public entity is the designation of land as Public Park, meaning open & freely available to all.

THEREFORE BE IT RESOLVED:

That this core meaning of Public Park be adopted and implemented by the City of Penticton in the acquisition/planning/management of City Parks (those PRMP classified as being Natural Parks, Destination Parks, or Community Parks) recognizing that a Public Park’s dual mandate of use & enjoyment and of protection/conservation/preservation of resources will vary between these park types and to a lesser extent will vary between parks of any one type.

That the City of Penticton endorse the principle that it’s parks must and shall remain in the public domain.

That the parks of the City of Penticton will not be encumbered in extent (duration of time or exclusiveness) or area (location, size, number ) by leases or commercial Licences of Use or Occupation.

That the City of Penticton maintain only a public park concessions policy for services deemed necessary to park purposes.
Definitions – Submitted by Ron Ramsay

2) Definitions

We need to define the following terms before progressing our discussion on commercialization.

Short term lease
Long term lease
Concessionaire
Encumbrances
Temporary concession on sand
Temporary concession off sand
Permanent concession off sand
Concession in recreation facility
Existing long term concessions
Skaha Beach Park
Lake Okanagan Beach Park
Esplanade Park
Submission by Sharon Devlin for the Dec. 14, 2016 Agenda

Here is a list of terms/issues I would like to have included for discussion at the next meeting. I have included definitions for some terms; others terms I would like discussed during the meeting to determine definitions. I may think of other terms and issues during the meeting.

- Commercialism
- Amenity
- Development
- Public Engagement
- Public consultation
- Lease
- Agreement
- Natural
- Green space
- Restaurant
- Concession/Concession stand
- Street Vendor
- Protection
- Encroach
- Policy
- Bylaw
- Binding
- Interpretation
- “Massaging policies/bylaws”
- Referendum
- Small (in regards to commercial endeavors)
- Medium (in regards to commercial endeavors)
- Large (in regards to commercial endeavors)

Definitions for discussion:

**Commercialism**

Vocabulary.com:
Commercialism is an attitude or philosophy devoted to supplying goods and services and making profits. The root of commercialism is commerce, which is the buying and selling of things. It can help you remember what commercialism is if you remember that commercials try to sell you things.

Merriam-Webster:
- The attitude or actions of people who are influenced too strongly by the desire to earn money or buy goods rather than by other values
- Excessive emphasis on profit
Dictionary.com:
A commercial attitude in noncommercial affairs: inappropriate or excessive emphasis on profit, success, or immediate results.

Ron Barillaro - Wednesday October 26 2016:
Commercialism is private development, reallocation of parkland use
Private profit on public property
Fee for users

Amenity - To be discussed

Development - To be discussed

Public Engagement

Wikipedia:
Public engagement is a term that has recently been used, particularly in the UK, to describe "the involvement of specialists listening to, developing their understanding of, and interacting with, non-specialists" (as defined by England's university funding agency, HEFCE, in 2006).

NCCPE:
"Public engagement describes the myriad of ways in which the activity and benefits of higher education and research can be shared with the public. Engagement is by definition a two-way process, involving interaction and listening, with the goal of generating mutual benefit."

- A process which affords mutual learning through meaningful interactions. This process includes a myriad of ways information can be shared, ideas exchanged, and input gathered. The result is mutual benefits through mutual contribution.

Public consultation
Wikipedia:
Public consultation, or simply consultation, is a regulatory process by which the public's input on matters affecting them is sought. Its main goals are in improving the efficiency, transparency and public involvement in large-scale projects or laws and policies.

The Importance of Public Consultations in Policy Making

March 23, 2014  Admin
Public consultations are a key feature of effective policy making. This blog post analyzes four publications on the topic of public consultations with regard to key findings, limitations, and best practices. The four publications vary in their focus: a book chapter by Leslie Pal provides the theoretical underpinnings of public consultations (Pal, 2010), a document prepared by Health Canada (2000) outlines how public consultations should work in the area of health care, a policy brief by the OECD (2001) provides a number of best practices for public consultations, and an edited compilation of reports provides information regarding the “future directions for scientific advice” (Doubleday & Wilson, 2013).

**Key Findings**

The importance of developing a firm understanding of who the stakeholders outside of government are and how they will be affected by a policy under development before public consultations are held is the first key finding from these publications. Leslie Pal notes the significance of policy communities in the development of policy, which are groups of citizens interested in policies and who want to influence them (Pal, 2010, p. 265). Policy communities are a likely place to find citizens who should be consulted regarding a policy because typically they are the best informed and the most engaged. By understanding the make-up of the policy community for an issue a government is able to understand better who should be involved in consultation. David Clelevey noted that often times networks include people who are thought leaders, who he labels as “super nodes”: they are well connected and are adept at communicating and disseminating information (Doubleday & Wilson, 2013, p. 89). Although possibly difficult, a government should also seek to understand the thought leaders or “super nodes” on a particular subject and engage them in public consultations. By gaining a thorough understanding of how policy communities interact and how they intend to influence policy, a government is better able to form policy and to acknowledge the interests of the attentive public (Pal, 2010, p. 265).

A second finding from the four publications is that public consultations can help build trust and social cohesion between governments and the public (OECD, 2001, p. 1). Trust can be developed through public consultations if members of the public feel as though they are being meaningfully engaged and their thoughts and feelings on a topic are being taken seriously. To build public trust, the government must report back to the public regarding how their suggestions were used and why some were incorporated and others dismissed (Pal, 2010, p. 282). This level of transparency allows the public to gain a better understanding of how policy is developed, as well as allowing people to feel as though they were part of the process. Improved social cohesion can also be a benefit that results from public consultations and citizen engagement. By engaging citizens on issues that affect their communities, governments are able to help build “shared values” and encourage “people to have a sense
that they are engaged in a common enterprise and face shared challenges as members of a same community” (Health Canada, 2000, p. 16).

A third finding is that public involvement in the policy development process is best understood as a continuum. Health Canada and the OECD both provide conceptions of the public consultation continuum that are similar in most respects. The continuums go from least involvement of the public to most: information sharing/education to consultation to partnerships (Health Canada, 2000, p. 12; OECD, 2001, p. 2). In the information sharing/education stage, a government shares information with the public but does not request feedback or input from the public (ibid). In the consultation stage, the citizens provide feedback to the government (ibid). In the partnership stage, the government partners with citizens and the citizens actively engage in every step of the policy making process (ibid). When developing a plan for public involvement, understanding this continuum is important because a government needs to understand what its objectives are and then match the objectives to the different stages on the continuum.

The final finding is that, for public consultation to be successful, a government must clearly define its objective and then select public consultation tools consistent with the objective. To assist government agencies in deciding how to involve the public, Health Canada provides a number of questions that should be asked: “what is the main purpose of the public involvement exercise?” and “is it to inform/educate, gather information/views, discuss through a two-way dialogue; fully engage on complex issues; or partner in the implementation of solutions?” (Health Canada, 2000, p. 13). These questions get to the essence of what a government is trying to do and therefore allow the government to select the most appropriate engagement technique. This step is especially important because if the wrong technique is selected, the expected benefits of public involvement likely will not materialize. For example, if a government initiates a partnership with a citizens group to develop a new health care model and then only provides the citizens with information and does not listen to any of their views, the citizens could quickly become angry, and their trust in government decrease. For these reasons, selecting the correct technique for public involvement is crucial to the success of public consultations.

Limitations

The literature identifies limitations of public consultations. For example, despite efforts to provide detailed guidelines, significant ambiguity and subjectivity in the process of deciding when and to what extent the public should be consulted still exist. Most government departments, such as Health Canada, have developed guidelines about how to select which public involvement technique to use and how to conduct effective public consultations, but ultimately the success of the public consultation depends on the competence and good judgement of the public servant(s) making the decisions. This problem may be unavoidable, but it draws attention to the fact that the success or failure of public involvement will largely hinge on the competence of those conducting the consultations. One way to minimize this risk is to make the process of public involvement more rigid or ensure all public consultations flow through an office dedicated to conducting consultations. By following this practice,
people who are educated and experienced in conducting public consultations will lead consultations and the likelihood a consultation being successful will be strengthened.

A second limitation arising from the four publications is the assumption, accepted by all four, that the public should be consulted. An argument can be made that we elect representatives to legislatures to make decisions on our behalf and therefore public consultations are redundant. A related issue occurs when deciding which members of the public should be consulted. The process of deciding who should be involved could be seen as undemocratic because the opinions of those consulted will likely significantly influence a policy and the opinions of those left out of the process will not be represented. If public consultation was not used, and instead elected officials made decisions, there would at least be a democratic basis for the opinions applied in decisions. Both of the limitations are significant and should be addressed at the outset of every public consultation to ensure the negative effects can be minimized.

**Best Practices**

The four publications identify several best practices for public consultations. Ensuring the process and timelines for the public consultation are well defined and clear is the first (Health Canada, 2000, p. 17; OECD, 2001, p. 5; Pal, 2010, p. 282). This practice ensures that all stakeholders understand what is expected of them throughout the consultation process. Ensuring that all relevant stakeholders are invited to participate in the public consultation process is a second (Health Canada, 2000, p. 18). Often, a tendency to only engage stakeholders who share similar opinions to that of government may occur, instead of engaging a diverse range of stakeholders. In order for a public consultation to be effective, a government needs to gain an understanding of the range of opinions on a topic, not just the opinions in agreement with the government. Engaging a diverse group of stakeholders so as to avoid “consultation fatigue” is a third best practice (Health Canada, 2000, p. 22). Consultation fatigue can occur when the same groups are asked their opinion or thoughts by government on a continuing basis. A fourth best practice is for government to ensure it provides feedback from public consultations to stakeholders about how their input was used and what impact the consultation had on the policy or process (Pal, 2010, p. 282). By providing feedback to stakeholders they can be assured their input was considered and used. When each of these best practices is implemented, the likelihood occurs that significant benefits will arise from public consultation.

**Key Benefits**

The four publications also identified a number of key benefits that can be separated into benefits internal to the policy or consultation process and external societal benefits. The internal benefits include improved design, quality, implementation, and results of a policy (Health Canada, 2000, p. 11; OECD, 2001, p. 2). The external benefits include improved public trust, strong communities, a more responsive government, improved transparency and accountability and a stronger representative democracy (Health Canada, 2000, p. 11; OECD, 2001, p. 1). Public consultations planned and executed to the highest standard will likely provide all of these key benefits. Public consultations deficient in some way can further
contribute to poor public trust of government and other negative effects. For these reasons, it is especially important to execute high quality public consultations.

Conclusion

The publications by Pal, Health Canada, the OECD, and Doubleday and Wilson drew attention to important features of public consultations, as well as ways that consultations can be conducted poorly. In the contemporary context of low public trust in government, public consultations take on greater importance than previously. New information technologies have begun to change the format and methods of public consultation. If governments can find ways to leverage this technology to increase engagement in policy development by young people and underrepresented groups, the process of public consultation and policy design will be significantly improved.

References


Authors: Ya Gao, Andrew Harding, and Alison Sproat

- an exercise to ask people for their views

Lease

Dictionary.com:

a contract renting land, buildings, etc., to another; a contract or instrument conveying property to another for a specified period or for a period determinable at the will of either lessor or lessee in consideration of rent or other compensation

investopedia:

A lease is a contract outlining the terms under which one party agrees to rent property owned by another party. It guarantees the lessee, the tenant, use of an asset and guarantees the lessor, the property owner or landlord, regular payments from the lessee for a specified number of months or years.

thefreedictionary
A contract granting use or occupation of property during a specified period in exchange for a specified rent or other form of payment

**Agreement**

- a negotiated and typically legally binding arrangement between parties as to a course of action

Dictionary.com:
a binding arrangement between two or more parties. Agreement ranges in meaning from mutual understanding to binding obligation. ... Contract is used especially in law and business for such agreements as are legally enforceable.

**Natural**

Oxford Dictionaries: Existing in or caused by nature; not made or caused by humankind

Merriam-Webster: Define naturally: —used to describe something that happens or exists by itself without being controlled or change

Dictionary.com: Existing in or formed by nature (opposed to artificial ) Based on the state of things in nature; constituted by nature

**Green space**

- an area of grass, trees, or other vegetation set apart for recreational or aesthetic purposes in an otherwise urban environment.

EPA:

**What is Open Space/Green Space?**

Open space is any open piece of land that is undeveloped (has no buildings or other built structures) and is accessible to the public. Open space can include:

- Green space (land that is partly or completely covered with grass, trees, shrubs, or other vegetation). Green space includes parks, community gardens, and cemeteries.
- Schoolyards
- Playgrounds
- Public seating areas
- Public plazas
- Vacant lots

Open space provides recreational areas for residents and helps to enhance the beauty and environmental quality of neighborhoods. But with this broad range of recreational sites comes an equally broad range of environmental issues. Just as in any other land uses, the way parks are managed can have good or bad environmental impacts, from pesticide runoff, siltation from overused hiking and logging trails, and destruction of habitat. Lack of community and public access to safe open and green space is a critical area of concern for urban residents in New England.
Open space is any open piece of land that is undeveloped (has no buildings or other built structures) and is accessible to the public. ... Green space (land that is partly or completely covered with grass, trees, shrubs, or other vegetation)

Dictionary.com
a plot of undeveloped land separating or surrounding areas of intensive residential or industrial use that is maintained for recreational enjoyment

Greenspace Scotland:

**what is greenspace?**

Greenspaces are the 'green lungs' of our towns and cities which contribute to improving people's physical and mental health by providing places for informal recreation - walking, cycling, sitting, socialising and children’s play - and 'breathing spaces' to take time out from the stresses of modern life. They bring the countryside into our towns and cities, and make it accessible from our 'backdoors'. Greenspaces also create safe and attractive places where people want to live and businesses invest.

Greenspaces are multi-functional; they are used in many different ways. They include not only areas to which the public have physical access, but also visual access, for example, in the way greenspaces provide settings for buildings, communities and everyday activities.

The quantity, quality, character, distribution and accessibility of greenspaces vary across Scotland, reflecting local circumstances.

**greenspace facts**

Greenspace is any vegetated land or water within an urban area; this includes:

- parks, gardens, playing fields, children’s play areas, woods and other natural areas, grassed areas, cemeteries and allotments
- green corridors like paths, disused railway lines, rivers and canals
- derelict, vacant and contaminated land which has the potential to be transformed

Planning Advice Note 65 Planning and Open Space sets out a typology of 11 different types of green and open space.

Greenspace can also be defined functionally by how people use them - see greenspace themes

**Restaurant**

- a place where people pay to sit and eat meals that are cooked and served on the premises

YourDictionary: The definition of restaurant is a place of business where a large selection of food and beverages can be selected from a menu.

Oxford Dictionaries: A place where people pay to sit and eat meals that are cooked and served on the premises.

**Concession/Concession Stand**

Wikipedia: A concession stand (American English), snack kiosk or snack bar (British English, Irish English) is a place where patrons can purchase snacks or food at a cinema, amusement park, fair, stadium, or other entertainment venue.
Dictionary.com: concession stand. noun. a permanent or semi-permanent structure from which food items are sold during an athletic or entertainment event; also, the business of running such a stand.

Collins dictionary: a stall where food, drinks, or other items are sold at a theatre or other venue

Oxford Dictionaries: A stall or booth, typically selling food or inexpensive items, and operating within a larger business or commercial area.

**Street Vendor**

Merriam-Webster: a person or company offering something for sale, especially a trader in the street.

NASVI: A street vendor is a person who offers goods or services for sale to the public without having a permanently built structure but with a temporary static structure or mobile stall (or head-load).

Cambridge English Dictionary: someone who sells food or other goods in the street, sometimes illegally

**Protection**

- the action of preventing someone or something from suffering harm or injury; a legal or other formal measure intended to preserve

Merriam-Webster: something that keeps a person or thing from being harmed, lost, etc.

**Encroach**

- to intrude on, advance gradually beyond usual or acceptable limits;
- to gradually take away
- to overstep bounds and take over space or rights that belong to another
- slowly take over

The Free Dictionary: To take another's possessions or rights gradually or stealthily: encroach on a neighbor's land. 2. To advance beyond proper or former limits: desert encroaching upon grassland.

**Policy**

- a course or principle of action adopted or proposed by a government, party, business, or individual
Business Dictionary:
Policies and procedures are designed to influence and determine all major decisions and actions, and all activities take place within the boundaries set by them. Procedures are the specific methods employed to express policies in action in day-to-day operations of the organization.

Cambridge English Dictionary: a set of ideas or a plan of what to do in particular situations that has been agreed to officially by a group of people, a business organization, a government, or a political party

Dictionary.com: a course of action adopted and pursued by a government, ruler, political party, etc

The Free Dictionary: A plan or course of action, as of a government, political party, or business, intended to influence and determine decisions, actions, and other matters:

FAO: The word "policy" is not a tightly defined concept but a highly flexible one, used in different ways on different occasions. Webster's dictionary has a number of closely related definitions. They are:
- A definite course or method of action selected (by government, institution, group or individual) from among alternatives and in the light of given conditions to guide and, usually, to determine present and future decisions.
- A specific decision or set of decisions designed to carry out such a course of action.
- Such a specific decision or set of decisions together with the related actions designed to implement them.
- A projected programme consisting of desired objectives and the means to achieve them.

In English usage, policies are "made" and "implemented" in the same way that decisions are made and implemented. Yet it is possible to have policies that are not or cannot be implemented, so that, conceptually, actions that implement policies need not necessarily be part of policy itself. Although a policy is like a decision, it is not just a "tie-off", independent decision. A policy is a set of coherent decisions with a common long-term purpose(s). When decisions are one-off, incoherent or opportunistic, complaints are made that a government or minister "does not have a policy". Government policies are often supported by special legislation.

Wikipedia: A policy is a deliberate system of principles to guide decisions and achieve rational outcomes

Bylaw

- a rule made by a company or society to control the actions of its members
- a regulation made by a local authority; an ordinance

Merriam-Webster:
1 : a rule adopted by an organization chiefly for the government of its members and the management of its affairs. 2 : a local ordinance —often used in plural

Wikipedia: A by-law (sometimes also spelled bylaw or bye-law) is a rule or law established by
an organization or community to regulate itself, as allowed or provided for by some higher authority.

The Free dictionary: The rules and regulations enacted by an association or a corporation to provide a framework for its operation and management.

Dictionary.com: a standing rule governing the regulation of a corporation’s or society’s internal affairs.

**Binding**

- Adjective: (of an agreement or promise) involving an obligation that cannot be broken

YourDictionary: The definition of binding is something that limits or holds someone to an agreement.

**Interpretation**

- the action of explaining the meaning of something
- to be discussed separately as well as with "Massaging" definition

**“Massaging policies/bylaws”**

- As explained by the Planning Manager, policies and bylaws can be "massaged" and open to interpretation to suit justifying and allowing certain situations and decisions
- to be discussed

The Free Dictionary: appear to support a particular interpretation or to be better than they are;

Business Dictionary: Massaging the figures: Processing and presenting accounting data in a manner that gives a misleading impression

**Referendum**

- a general vote by the electorate on a single political question that has been referred to them for a direct decision.

**Cambridge English Dictionary:** a vote in which all the people in a country or an area are asked to give their opinion

Dictionary.com: the principle or practice of referring measures proposed or passed by a legislative body, head of state, etc., to the vote of the electorate for approval or rejection
- the right reserved to the people to directly decide to approve or reject by ballot alternatives on a major issue
Small (in regards to commercial endeavors)
- to be discussed

Medium (in regards to commercial endeavors)
- to be discussed

Large (in regards to commercial endeavors)
- to be discussed