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Kelso Beach at Nawash Park

M A S T E R P L A N



Table of Contents

1. Background

- 1.1. Introduction and Purpose
- 1.2. Methodology
- 1.3. Overview of the Park
 - 1.3.1. Park Location
 - 1.3.2. Transport Canada Lease
 - 1.3.3. Park History
- 1.4. Legislative and Policy Framework
 - 1.4.1. Strategic Plan
 - 1.4.2. City of Owen Sound Official Plan
 - 1.4.3. Recreation Parks and Facilities Master Plan
 - 1.4.4. Recreation Trails Master Plan

2. Current Conditions and Use

- 2.1. Existing Features, Buildings and Park Amenities
- 2.2. Use of the Park
- 2.3. Current Park Operations

3. The 2010 Kelso Beach Park Master Plan

- 3.1. Completed Initiatives
 - 3.1.1. Phragmites Eradication
 - 3.1.2. Piyak Oothi Circle of One Heart Garden (Gitche Namewikwedong Reconciliation Garden)
 - 3.1.3. Potawatomi Healing Trail
 - 3.1.4. Electrical Infrastructure Improvements
 - 3.1.5. Capital Planning and Future Park Improvements

4. Public and Stakeholder Input

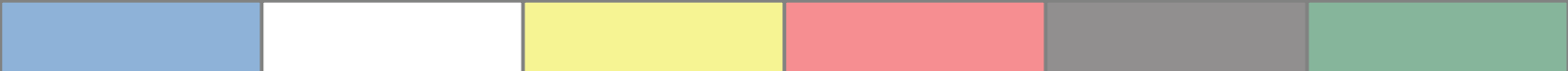
- 4.1. Public Engagement Survey
- 4.2. Cultural and Stakeholder Organization Meetings

5. Themes and Recommendations

- 5.1. Cultural Heritage and Community
 - 5.1.1. Designate Kelso Beach at Nawash Park a Cultural Heritage Landscape
 - 5.1.2. Update the Official Name of the park to Kelso Beach at Nawash Park
 - 5.1.3. Encourage and support ongoing culturally appropriate programming at the Gitche Namewikwedong Reconciliation Garden

- 5.1.4. Support and promote the use of Kelso Beach at Nawash Park for special events
- 5.1.5. Supply and install a flagpole proximate to the Giche Namewikwedong Reconciliation Garden to fly the Saugeen Ojibway Nation Flag
- 5.2. Amenities and Services
 - 5.2.1. North Washroom Replacement
 - 5.2.2. Playground relocation and replacement
 - 5.2.3. Wayfinding Signage
 - 5.2.4. Update and improve park entrances
 - 5.2.5. Parking area improvements
 - 5.2.6. Decommission the ball diamond
 - 5.2.7. Gitche Namewikwedong Reconciliation Garden Noise Abatement
 - 5.2.8. Amphitheatre Accessibility Improvements
 - 5.2.9. Support the establishment of a canteen and/or a beach rental service
 - 5.2.10. Create regulation beach volleyball courts
 - 5.2.11. Modify the main stage pavilion to permit operation as an open air or closed facility (similar to the Farmer's Market)
 - 5.2.12. Create park boundary delineation abutting the Eddie Seargent Parkway and north park boundary
 - 5.2.13. Replace the central pedestrian bridge with a vehicle rated structure over the stormwater management outlet
 - 5.2.14. Construct shade sails in strategic locations
 - 5.2.15. Upgrade electrical infrastructure
 - 5.2.16. Pave the waterfront trail section from Kelso Beach at Nawash Park north to 3rd Avenue West at 24th Street West
- 5.3. Park Operations
 - 5.3.1. Trial an improved waste management strategy for Kelso Beach at Nawash Park
 - 5.3.2. Develop an annual operations plan including a beach maintenance program
 - 5.3.3. Create a tree planting plan
 - 5.3.4. Update building and structure conditions assessments
 - 5.3.5. Remove scrub trees and shrubs from the shoreline
 - 5.3.6. Improve and extend the usability of the sportsfield with slot drainage
 - 5.3.7. Augment the annual pothole maintenance program in existing park areas
 - 5.3.8. Shoreline protection and stabilization
 - 5.3.9. Evaluate service levels and operational capacity

6. Priorities



The City of Owen Sound wishes to acknowledge the Territory of the Anishinabek Nation: The People of the Three Fires known as Ojibway, Odawa, and Potawatomie Nations. And further gives thanks to the Chippewas of Saugeen, and the Chippewas of Nawash, now known as the Saugeen Ojibway Nation, as the traditional keepers of this land.

The City also wished to acknowledge staff who developed and delivered this plan leveraging existing internal resources, survey respondents and stakeholders who helped inform this plan.

1.0 Background

1.1 Introduction and Purpose

The [Kelso Beach Park Master Plan](#), completed in 2010 by Northwood Associates Landscape Architects, has provided guidance in the operations and capital development for the 9.86-hectare shoreline property located at 100 19th Street West over the last ten years. The plan included a schematic park design plan based on the community’s needs and public consultation at the time.

A Master Plan is an invaluable tool to ensure the seamless continuity of service delivery to the community and guide decision makers in ensuring Kelso Beach Park continues to meet the needs of residents and visitors.

To ensure plans are relevant in Parks and Open Spaces it is a best practice to review, refresh and renew master plans for significant parks and park systems a minimum of every ten years.

The plan is now 11 years old. Many of the recommendations have been implemented since the plan was initially approved. Over the last decade, the function and use of the park have changed, the needs of user groups have evolved, and it is an appropriate time to update the current plan.

1.2 Methodology

In 2022, the City undertook a process to review and update the 2010 Kelso Beach Master Plan to continue to meet the needs of the community and to ensure operational activity and the City’s capital planning reflects the priorities of the community.

The process included a review of the 2010 plan, a review of existing conditions, background research as well as a public survey and stakeholder consultation. The methodology used is summarized in Table 1.

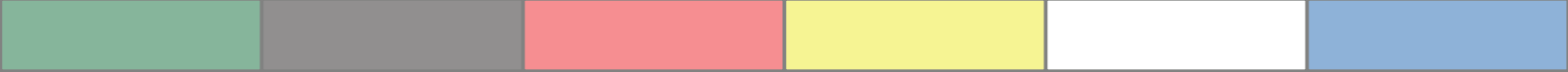


Table 1.

Task	Timeline	Staff Lead and Resources
2010 Plan review	Complete	Lead: A. Parsons
Report 1 - Plan outline, goals and methodology, timeline	Complete, pending approval	Lead: A. Parsons Support: Director of Community Services
Research - Existing conditions and use	Complete	Lead: A. Parsons
Stakeholder Engagement	Complete June- August 2022	Lead: A. Parsons Support: Director of Community Services Reconciliation Garden Committee Saugeen Ojibway Nation Summerfolk Keystone Child & Family Services Owen Sound Community Development and Marketing CMHA Keystone Child and Family Services Sports field and Ball Diamond User Groups
Public Input Process	Complete June 2022	Lead: A. Parsons Support: Director of Community Services Community Services Administrative Assistant Corporate Services - IT Division
Review Public Engagement tool Responses	Complete August 2022	Lead: A. Parsons Support: Community Services Administrative Assistant
Community and Cultural and sports Stakeholder Meetings	September/ October 2022	Lead: A. Parsons Support: Community Services Administrative Assistant

Table 1. Continued.

Task	Timeline	Staff Lead and Resources
Capital project review and analysis for Recommendation	September/ October 2022	Lead: A. Parsons Support: Community Services Administrative Assistant Director of Community Services Corporate Services
Report 3 - Draft Plan Presentation	November 2022	Lead: A. Parsons Community Services Administrative Assistant Director
Final Plan Adoption by Community Services Committee and Council	December 2022	Lead: A. Parsons Support: Director of Community Services Community Services Administrative Assistant

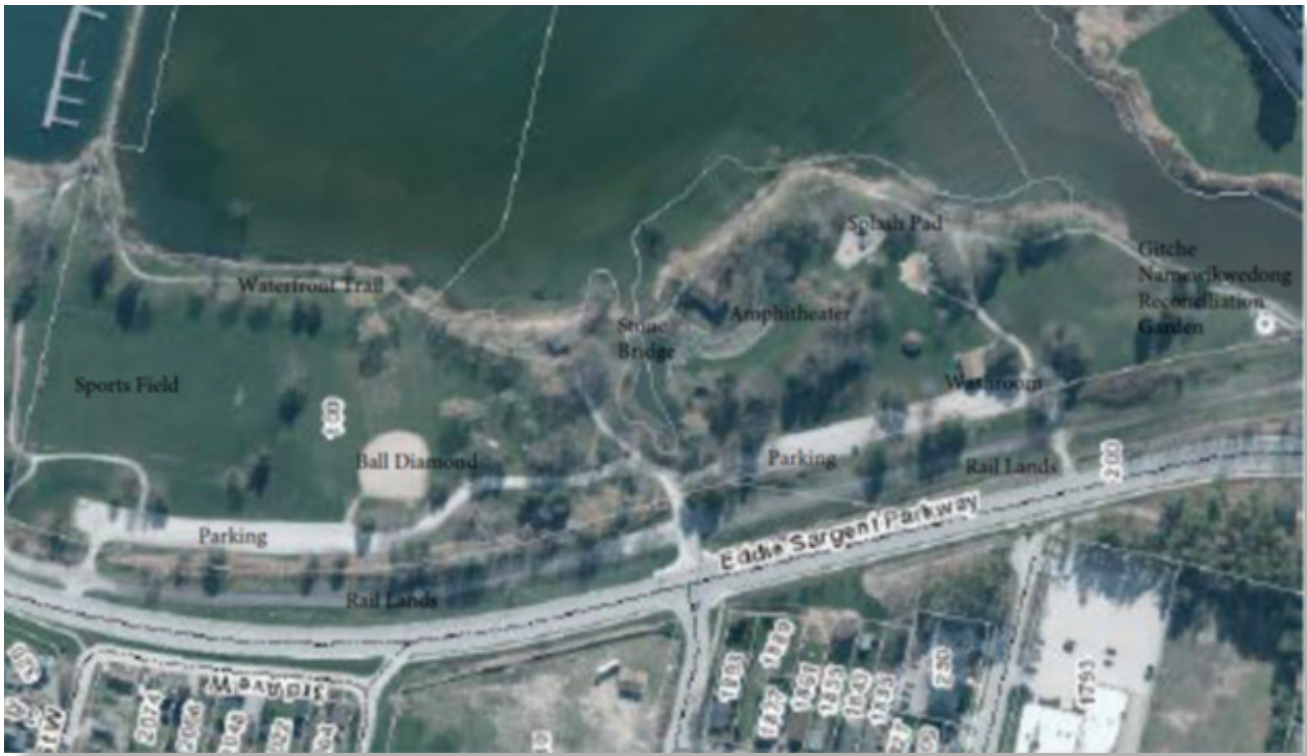
1.3 Overview of the Park

1.3.1 Park Location

Kelso Beach Park is located on the west shore of Owen Sound on Georgian Bay and is 9.86 hectares in size. It is classified in the City’s Official Plan (2006) as a “City Park” providing unique, specialized recreational facilities and services, serving users from throughout the City and adjacent communities

Kelso Beach Park is a unique park in Owen Sound’s system of parks and open spaces. It has a complex combination of active and passive facilities and spaces – some very specialized – and is home to a number of significant, well-attended special events:

- Keystone Family Fun Festival
- Summerfolk
- Canada Day Celebrations
- Salmon Spectacular



Kelso Beach at Nawash Park is bounded at the north end by private property, west side by the Eddie Sargent Parkway, East by Georgian Bay and south by the Potawatomi River. The Park can be generally segmented into 3 zones:



North End

From the north boundary to the stormwater management outlet. This zone includes a Sports-field, parking, a section of the waterfront trail, the ball diamond, the Summerfolk section and the north portion of the sand beach.



Central Zone

From the Stormwater outlet to the Good Cheer Washroom/Changeroom and splash pad. This zone includes the amphitheater, a section of the waterfront trail, stone pedestrian bridge, a section of sand beach, parking, Good Cheer Washroom and Change Room, Splash Pad, Playground and gazebo.



South Zone

From the good Cheer Washroom/Change Room and Splash Pad to the Potawatomi River. This zone includes a large open greenspace, a section of the waterfront trail, sections of sand and vegetated beach, the Gitche Namewikwedong Reconciliation Garden and south pedestrian bridge.

1.3.2 Transport Canada Lease

The Park is partially on lands owned by the City of Owen Sound as well as lands leased from Transport Canada which include a water lot. Figure 1 shows the configuration of leased lands. Green (land) and light blue (water) blocks are subject to long term leases with the federal agency.

Figure 1.



The leased lands are operated by the City through an agreement with the federal agency, included as Appendix 1.

1.3.3 Park History

The Park's history includes an ancient Nawash settlement. The following is an excerpt from the 2010 Master Plan:

"The mouth of the Pottawatomi River was the site of the First Nations ancient Nawash settlement. The Anishinaabe territory extended from what is now Collingwood to Goderich. In the winter people moved in small groups in the hunting territories (coniferous forests) and each spring they returned to Nawash, a central location that was at the time a low-lying coastal wetland. The shores of the bay have been filled over the years to make the land more usable for shipping and industrial purposes (e.g., wharfs, grain elevators) and to create Kelso Beach Park. The 'clean up' of the waterfront to create a beach was reportedly initiated and organized by Henry Kelso. For many years Kelso Beach Park was a flat, low and fairly open park, notoriously wet (soggy) with a small sandy beach, washrooms/change rooms and a picnic shelter. In 1976 the Summerfolk Music and Crafts Festival was first held at Kelso Beach. The music festival was the catalyst for the redevelopment of the park in 1982 -83. Designed by landscape architects Gotfryd and Findlay and constructed by Harold Sutherland Construction, the new design included parking, a large amphitheatre, playing fields, plantings, playgrounds and walkways. Other ad hoc modifications have been made to the park over the years, including addition of a roof over the main stage, the Summerfolk Circle (trees and stones) and a gazebo, and replacement of the playground."

1.4 Legislative and Policy Framework

1.4.1 Strategic Plan

Creating a strategic plan starts with a profound desire to do things well, to create a road map that effectively aligns effort and resources in a way that supports Owen Sound to be the best city it can be.

The City's Refreshed Strategic Plan is structured to establish high level desired outcomes, called Objectives, and Actions to achieve those outcomes, called Key Results based on four pillars: Economy, Environment, Society and Culture and Finance and nine Council Priorities.

Objectives and Key Results relevant to Kelso Beach at Nawash park are contained in the nine council Priorities outlined in Table 2:

Table 2.

Theme	Objective	Key Result	Rationale
Green City	Enhancing the City's resiliency and capacity for mitigating and adapting to the impacts of climate change. Supporting and promoting healthy lifestyles.	KR- 1: Offset 100 tonnes of CO2 per year by annually planting 100 hardwood tree species	Tree planting occurs annually in Parks including Kelso Beach at Nawash Park.
Green City		KR-2 Protect, repair, remediate 90% of the City's impacted shoreline from wave action and high water	Kelso Beach at Nawash Park was heavily impacted by high water levels and erosion from wave action in 2018 and 2019. The City undertook 180m meters of impacted shoreline remediation at Kelso Beach at Nawash Park in 2020 and 2021.
Collaborative City	Maintaining and improving relationships through engagement	KR-1: Leverage partnerships to improve or maintain delivery of targeted services without increasing tax levy	The 2010 Kelso Beach Master Plan contemplated a multi use facility to support foodservice and/or a recreation rental type service businesses. Additional Partnership Opportunities stemming from stakeholder engagement sessions will be explored over the life of this plan.

Table 2. Continued

Theme	Objective	Key Result	Rationale
Collaborative City		KR-3 Increase competitive grant funding dollars received annually.	Staff explore known grant opportunities and leverage partnerships where relevant. For Example: the 2022 Waterfront Festival was successful in receiving a \$48,500 grant for the event.
Clear Direction	Cultivating an environment to support a common understanding of where the organization is going in the future.	Align total municipal levy to Council's directed threshold each year while maintaining a capital increase of 1% annually	Park operations and improvements are established through the City's budget processes for Capital projects and Operations programs. Capital project Funding and scheduling for projects over a 5-10 year horizon establish predictable funding requests that can be balanced with the overall goals of the City's capital program to maintain the financial health of the City and work towards the goals of this plan. Operations programs must be scoped responsibly to deliver cost effective services within the City's annual operating budget. Often trial periods are enacted for new or augmented programs to assess the financial and staff resource impacts.

Table 2. Continued

Theme	Objective	Key Result	Rationale
Service Excellence	Being a modern and efficient municipal government that makes citizens' lives better every day	KR-1 Further develop a culture of learning, development, well-being and embrace new approaches to service provision	Using new tools such as Our City public engagement platform, hosting internal and external stakeholder engagement sessions to ensure all relevant voices have been offered an opportunity to engage with the plan process. As recommendations of the plan are implemented, new partnerships and service delivery methods will be evaluated.
		KR-3 Optimize organizational structure	The plan provides an opportunity to examine the services and programs offered at Kelso Beach at Nawash Park, identifies opportunities to support service delivery changes requested by residents and visitors. Evaluation of resource allocation is ongoing and perpetual at Kelso Beach at Nawash Park, and throughout the City's Parks and Open Space system.

1.4.2 Official Plan

From the City's Official Plan:

3.11.3 Provision of Parks and Open Space

3.11.3.1 A variety of types of public parks and open space shall be provided to meet the differing needs of users.

3.11.3.2 Public Parks and open space shall provide the following minimum standards of provisions in accordance with the Recreation Parks and Facilities Master Plan detailed in Table 3:

Table 3

Park Classification	Standard Provision	Walking Distance/ Radius Served
Neighbourhood Park	0.5 hectares per 1000 population	0.5 km
Community Park	1.5 hectares per 1000 population	1.5 – 2.5 km
City Park	1.5 hectares per 1000 population	N/A
Open Space Corridor	Strategic Linkages	N/A
Regional Park	No minimum requirement	N/A

- a. Neighbourhood Parks are generally a small open space area serving a local neighbourhood area of 2,000 to 3,000 people, and contain recreation facilities and complementary services primarily for younger children and their parents or guardians.
- b. Community Parks provide a range of recreational facilities and services primarily for teen-aged children and adults. These include larger recreational services for the community like sports fields and major green spaces and serve a community of between 4,000 and 10,000.
- c. City Parks provide unique, specialized recreational facilities and services for the whole community. Harrison Park, Victoria Park, Kelso Beach and the Kiwanis Soccer complex all play this role as well as serving their immediate communities.
- d. Open Space Links are linear parks and trails that provide connection between the various park and open space elements. They often serve as wildlife corridors, riverbanks and recreation trails.
- e. Regional Parks are usually major nature preserves as well as recreational facilities or areas for residents and visitors from a large surrounding area and are usually provided by a senior level of government or a Conservation Authority. Within the City, West Rocks is an open space that fits within this category.

7.3 Parks and Recreation

7.3.1 General Policies

7.3.1.1 The City shall promote health in its population by providing for and supporting a variety of public recreational uses, programs and facilities throughout the City, accessible to people of all areas of diversity. The City will also play a leadership and partnering role in the provision of recreational services and facilities on a regional level.

7.3.1.2 The major components of City recreational services shall consist of a system of open space, public parks, trails, sports facilities and recreation facilities, as well as the programming of these resources. Expansion, redevelopment and extension of facilities, parks and trails and associated programs will be encouraged where financially feasible partnerships are developed and community needs are addressed.

7.3.1.3 In order to adequately plan for the recreational needs of the community, the City shall continue to update the Recreation, Parks and Facilities Master Plan. Updates to the Plan shall:

- a. Review the current and projected recreation needs of the Owen Sound community in the context of the demand for recreational services from surrounding communities, tourism needs and usage trends for various types of recreational activities.
- b. Assess the capacity and adequacies of the existing public and private facilities to meet these needs.
- c. Provide direction to the City in the development, improvement and expansion of the public park system and recreational facilities including such matters as the provision of indoor swimming facilities for the community.
- d. Provide the basis for long-term strategies and master plans for Victoria Park, Kelso Beach Park and Harrison Park and other potential open space options.
- e. Identify appropriate recreation program ideas for the City and recreation partners.
- f. Provide comprehensive plan or strategy for the design, use, maintenance and development of the trail systems within the City, under the general framework of the Tom Thomson Trail on the east side, Nature Trail on the west side, and Freedom Trail at the south end of the City.
- g. The City shall maintain and regularly update Schedule 'D' – Trails to provide for paths and trails.

Parks provision is included in Section 7.5.2.1 of the Official Plan and provides the minimum standards of provisions detailed in Table 4:

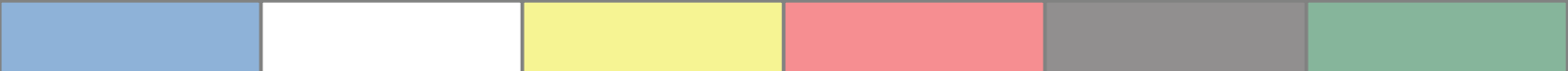


Table 4

Park Classification	Standard Provision	Walking Distance/ Radius Served
Neighbourhood Park	0.5 hectares per 1000 population	0.5 km
Community Park	1.5 hectares per 1000 population	1.5 – 2.5 km
City Park	1.5 hectares per 1000 population	N/A
Open Space Corridor	Strategic Linkages	N/A
Regional Park	No minimum requirement	N/A

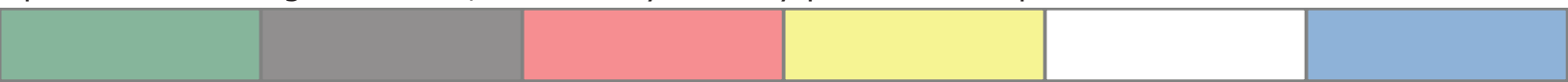
Kelso Beach at Nawash Park is a City Park.

1.4.3 Recreation Parks and Facilities Master Plan

Completed in 2018, the City’s Recreation, Parks and Facilities Master Plan (RPFMP) identifies Kelso Beach Park as a City Park. The purpose of City Parks is to provide open spaces providing unique, specialized recreational facilities and services, serving users from throughout the City. The purpose of the Recreation, Parks and Facilities Master Plan is to provide the City of Owen Sound with a five year strategy to be used as a guide in maintaining and developing recreational programs, services, partnerships and facilities as well as open spaces, parks and trails. Kelso Beach at Nawash Park is identified in the Recreation Parks and Facilities Master Plan as a key natural attraction for the City and surrounding area.

A key recommendation from the 2018 Recreation Parks and Facilities Master Plan is that all park plans (Harrison Park, Victoria Park and Kelso Beach Park) should be reviewed and updated to ensure they are still relevant.

Section 6 of the Recreation Parks and Facilities Master Plan provides a parkland and playground analysis. The City is divided into four quadrants for the purpose of the analysis; Kelso Beach Park is located in quadrant 1. The playground proximity analysis does not identify the need for an additional play structure at Kelso Beach Park. Similarly, quadrant 1 of the City is well served by all park classes: neighbourhood, community and city parks in this quadrant.



1.4.4 Recreation Trails Master Plan

Kelso Beach Park is considered a major trail hub within the City. The Park itself has a mix of paved and stone dust trails, which provide users with a quiet setting and pleasing sights of the inner harbour. The Park provides connectivity to the Georgian Bluffs Rail Trail, which adjoins the park at its north end. Trail users can pick up the Harbour Walkway at the walking bridge on the Pottawatomi River. Kelso draws large crowds of tourists each year with many special events, such as Summer Folk, Ribfest, and the Salmon Derby.

Since the 2010 Kelso Beach master plan, the City has engaged and is a participant/stakeholder in the [Great Lakes Waterfront Trail](#). The GLWT is a 3600km trail linking 155 communities in Ontario travelling across established road and trail networks in participating municipalities. These trails form important links and off road continuity parallel to the 4 lane Eddie Seargent Parkway/County Road for GLWT users travelling through Owen Sound.

The Recreation Trails Master Plan also recommends that a Trails network kiosk be constructed at Kelso Beach at Nawash Park; The creation of overall City Trail Maps and Kiosks would also accommodate a need for signage. Ideal locations for new Kiosks would include: Harbour Walkway near Bayshore, Kelso Beach, and the new Regional Recreation Centre.

2.0 Current Conditions and Use

2.1 Existing Features, Buildings and Park Amenities

The Park has evolved since the 1970s and today, the City operates and maintains a variety of buildings, structures and recreational features at Kelso Beach Park,(each serving distinct functions and park uses) detailed in table 4, each serving distinct functions and park uses. Table 5 is supported by a map (Appendix 2) identifying the locations of each amenity in the park.

Table 5

Amenity	Function
Amphitheatre Pavilion 2,500 seating capacity on seating boulders + 500 on grass area at top + 500 on four sets of portable bleachers added at the top during Summerfolk	<ul style="list-style-type: none">• Performances• Back of house during large events• Community rentals• Stage roof
Electrical Plant A	<ul style="list-style-type: none">• Main service and switches into the park from Hydro One

Table 5. Continued.

Amenity	Function
Electrical Plant B	<ul style="list-style-type: none"> Main stage electrical
Electrical Plant C	<ul style="list-style-type: none"> Main switch from Hydro One and system distribution throughout the park Electrical system distribution to vendor pedestals, and event pedestals
Kelso Beach Gazebo	<ul style="list-style-type: none"> Booked for small events and also open for passive community use
Good Cheer Washroom/Changeroom	<ul style="list-style-type: none"> Public washroom and changeroom Community rentals Public washroom Change area for adjacent splash pad
Splash Pad Pump House	<ul style="list-style-type: none"> Splash pad mechanical infrastructure
Splash Pad	<ul style="list-style-type: none"> Open Victoria Day to Thanksgiving annually
Beach washroom	<ul style="list-style-type: none"> Removed in 2022- Capital Project 22D.23
Asphalt and Crushed Stone Trails	<ul style="list-style-type: none"> Passive community use Interior park circulation Connecting links to the Waterfront Trail (south) and Georgian Bay Trail (north) Provides access for certain parks maintenance activities Historically, no winter maintenance Winter 2021/2022 limited trail winter maintenance trial

Table 5. Continued.

Amenity	Function
Ball Diamond	<ul style="list-style-type: none"> • Class C
Natural Turf Sports Field	<ul style="list-style-type: none"> • Community and sport group rentals • Community use when not rented
Playground	<ul style="list-style-type: none"> • Passive community use April to October • No winter maintenance
Parking Area	<ul style="list-style-type: none"> • Passive community use • Limited winter maintenance
Summerfolk Circle Green Space	<ul style="list-style-type: none"> • Passive community use • Friendship and gathering location for Summerfolk
1.5 km of trails	<ul style="list-style-type: none"> • Passive community use • Historically, no winter maintenance • Winter 2021/2022 limited trail winter maintenance trial
Stormwater channel and walled outlet	<ul style="list-style-type: none"> • Collect and channel stormwater from the Brooke basin area • Aesthetic focal point of the central area of the park
Beach area with shoreline protection	<ul style="list-style-type: none"> • Passive community use, shoreline protection and retention • Waterfront access for recreation
Gitche Namewikwedong Reconciliation Garden	<ul style="list-style-type: none"> • A space for reflection and reconciliation • A space for Indigenous celebrations at Park
Walking is Medicine sculptures (portion of tour)	<ul style="list-style-type: none"> • Self guided educational tour focusing on historical indigenous sites in Brooke

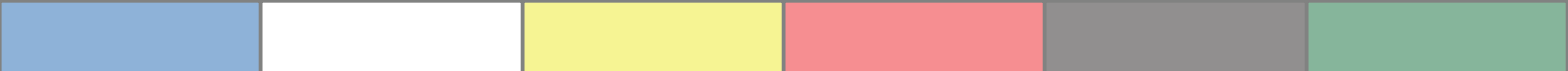


Table 5. Continued.

Amenity	Function
Pedestrian Bridge over Pottawatomi River	<ul style="list-style-type: none"> • Connecting link between internal park trails and Waterfront Trail to the south of the park
Stone pedestrian bridge over storm outfall	<ul style="list-style-type: none"> • Internal pedestrian link connecting the north and south portions of the park

2.2 Use of Park

Significant passive and active use of park amenities outside of formal bookings include trail use, a playground, as well as use of the amphitheatre and picnic pavilion subject to park use agreements.

Kelso Beach Park is host to several significant community events each year including:

- Summerfolk Music and Crafts Festival
- Canada Day Celebrations
- Salmon Spectacular
- Keystone Family Fun Festival
- CMHA Ride Don't Hide
- Subaru Triathlon Series returned to Kelso Beach at Nawash Park in 2022.

Kelso Beach at Nawash Park is rented for a variety of uses including sports, picnics, weddings, small concerts, community theatre events, and are summarized in Table 6.

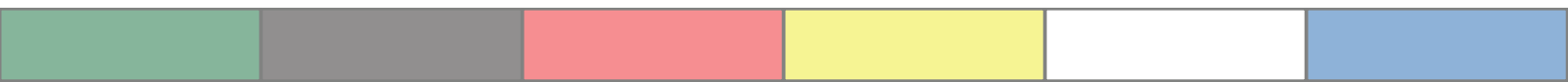


Table 6

Year	Ball Diamond Rentals	Ball Diamond Revenue	Turf Field Rentals	Turf Field Revenue	Special Event Rentals	Special Event Revenue
2018	2	\$192.53	1	\$13.93	2	\$1,650
2019	4	\$126.71	20	\$279.90	6	\$2,400
2020	0	\$0	33	\$478.52	1	\$0 (Due to Covid-19)
2021	1	\$31.92	45	\$951.06	4	\$2,950.57
2022 (YTD to Oct. 31)	4	\$120.76	20	\$1001.30	4	\$3,019.66

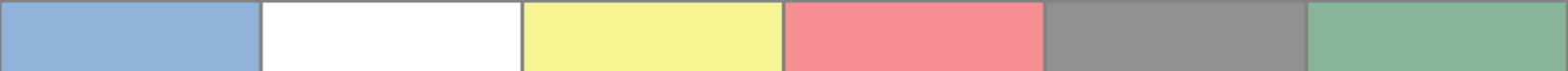
2.3 Current Opportunities

The City’s Parks and Open Space Division includes a Manager of Parks and Open Space who oversees the operations and delivers the capital program allocated to the Parks and Open Space Division.

This position works from city hall and is an important conduit for leading policy development, parks master plans, implementing policy, and implementing recommendations from guidance documents including master plans, and liaising with the community to ensure service delivery is responsive to the expectations of residents and visitors.

Administratively, the Manager relies on the Parks and Cemetery Supervisor to support and inform budget and policy development, process payroll time sheets daily, report challenges and successes, and ensure tasks that are discussed and reviewed at weekly operational planning meetings are implemented in a timely manner.

Day-to-day operations are performed by five full time staff reporting to the Parks and Cemetery Supervisor (who also oversees cemetery operations). During the spring summer and early fall, there are seasonal parks staff and students to assist with maintenance activities. An organizational chart for the division is included as Appendix 3.



Activities performed by staff at Kelso Beach at Nawash Park include:

- Turf maintenance
- Horticulture
- Arboriculture
- Washroom building and pavilion maintenance
- Special event Support
- Waste management
- Washroom cleaning
- Security (contracted)
- Splash Pad Operation
- Playground inspection and maintenance
- Phragmites eradication
- Beach maintenance
- Spring/Summer/Fall Trail Maintenance
- Winter trail maintenance
- Winter parking area snow clearing

Annual operating costs for the past three years at Kelso Beach at Nawash Park are shown below:

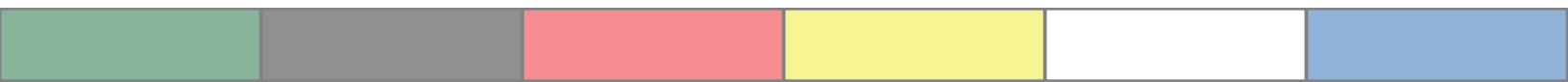
	2019	2020	2021
Kelso Beach at Nawash Park Operating Costs	\$61,200	\$36,800	\$28,200

2019 was impacted by shoreline erosion and elevated trail maintenance operations to ensure the waterfront trail remained open and safe for users. The Parks and Open Space division strives for operational efficiency at all times. Operating costs at Kelso Beach at Nawash park have been reduced year over year since 2019.

Kelso Beach at Nawash Park is open 7 days a week from dawn to dusk, 365 days a year, with lit facilities operating until 11 pm unless otherwise arranged.

Staff generally work 7:30 a.m. to 4 p.m. with evening and overnight staff who are responsible for certain cleaning, security and maintenance tasks during the summer months.

Parks, like all facilities require regular inspections to ensure they remain in a safe and clean condition. Garbage collection is performed on a daily basis through the summer months and three times per week during the winter months.



3.0 The 2010 Kelso Beach Master Plan

The [2010 Kelso Beach Master Plan](#) outlined 16 recommendations.

Appendix 4 outlines the status of projects recommended by the 2010 plan.

3.1 Completed Initiatives of Special Note

There are four significant projects contemplated by the 2010 plan that have been completed that merit further description:

- Phragmites Eradication
- Gitche Namewikwedong Reconciliation Garden
- Walking is Medicine Tour
- Design and Engineering for Electrical System Upgrades

3.1.1 Phragmites Eradication

Recommended by the 2010 Kelso Beach Master Plan, beginning in 2016, staff began phragmites eradication work along the shoreline.



The Parks and Open Space Division has worked to successfully reduce invasive phragmites reed grass along the shore at Kelso Beach Park in areas that could be reached from land or shallow waters. In 2019, the program included a trial with the Invasive Phragmites Control Centre (IPCC). Staff from the IPCC worked at Kelso Beach in 2019 and 2020 with amphibious equipment, alongside City staff to reduce or eliminate phragmites in stands that have been previously inaccessible.



The removal and control of this invasive species has made a remarkable change to the appearance and usability of the shoreline.

3.1.2 Pyak Oothi Circle of One Heart Garden (Gitche Namewikwedong Reconciliation Garden)

The 2010 Kelso Beach Master Plan recognized the history of the park as the site of the First Nations of Nawash settlement. The Anishinaabe territory extended from Collingwood to Goderich. In winter, people moved in small groups to hunting areas but in the spring, they returned to Nawash. Kelso Beach Park is located at the Nawash settlement area.

Community input during the 2010 Master Plan process highlighted opportunities to celebrate the early history of the park, including the Piyak Ootihi or One Heart Memorial Garden centred on alignment of the existing pedestrian bridge.

In May 2013, Council approved the garden and design to be built in stages. On October 2, 2021, a sculpture of Grandmother Sturgeon was placed at the Garden, completing the last major design element of the garden. This sculpture was installed and dedicated in a ceremony on October 2, 2021.

The One Heart Memorial Garden projects evolved to be known as the [Gitche Namewikwedong Reconciliation Garden](#).

The approved landscape plan is included as Appendix 5.

3.1.3 Pottawatomi Healing Trail

The One Heart Garden was reflected as a priority in the park following Phragmites control, site servicing improvements and the splash pad.

The Garden is intended to help all cultures within our community move forward with shared understanding and respect, humility, and love in our hearts; it helps all to walk softly and be ever mindful. The art pieces share Indigenous culture and healing practices.

Since 2010, the Potawatomi Healing Trail evolved to become known as a portion of the [Walking is Medicine](#) self guided walking tour through Brooke.

3.1.4 Electrical Infrastructure Renewal and Update – Design and Engineering

Renewal and updates to the electrical infrastructure at Kelso Beach Park was recommended by the 2010 Master Plan.

In 2020, electrical design and engineering was approved as part of the City's Approved Capital Budget for \$35,000.

Proposed upgrades included the installation of a camlock system (universally used by event promoters), upgrading transformers, new panels and wiring in the stage area, replacing or improving sub-panels throughout the area of the park used for major events and rentals. One main goal is to improve the ability of the park to host major events.

Following the City's [Purchasing By-law](#), a request for proposals for Electrical Engineering and Design received five bids. Based on cost and the outcome of proposal reviews by an evaluating committee, [Bespoke Engineering](#) was awarded the contract.

Throughout 2020 and early 2021, staff and Bespoke Engineering worked with stakeholders, including City events staff, and Summerfolk, and a design for tender was produced.

Following the approval of the recommendations in report [CS-21-073](#) Kelso Beach at Nawash Park Electrical System Upgrades - Design and Next Steps, staff posted a tender on the City's Bids and Tenders website. The City's construction budget (in accordance with Capital Detail sheet 22D.21 (appendix 6) was estimated based on a Class C estimate prepared by the consultant at \$595,000. This budget included a contingency to absorb a market fluctuation between the preparation of the estimate and the tender issuance and closing. The tender was prepared and issued in accordance with the City's [Purchasing By-law](#).

The \$595,000 budget was funded:

- \$298,500 funded by taxation, and;
- \$298,500 from a Canada Cultural Spaces grant.

A pre-bid site meeting was held November 2, 2021. There were 10 plan takers. 6 people attended the site meeting.

The tender closed December 10, 2021. There was a single bid of \$818,000 plus \$75,000 contingency for a total potential construction cost of \$893,000.

This amount was \$296,000 over the City's approved capital budget.

Due to the outcome of the electrical infrastructure tender bid pricing, the City elected to cancel the project.

CS-220216-007

“THAT in consideration of Staff Report CS-22-010 respecting Kelso Beach at Nawash Park Electrical Tender Outcome and Next Steps, the Community Services Committee recommends that City Council approve option 1 detailed in the report and direct staff to:

1. Pause the project for 2022 and reconsider the project in the context of the 2022 Kelso Beach at Nawash Park Master Plan, 2022 Core Services Review, and as part of the City’s 5-year capital budget forecast;
2. Approve the expenditure of up to \$25,000 from the approved budget to replace 2 electrical event pedestals to bring these into compliance with current standards; and
3. Place the remaining approximately \$270,000 in tax supported capital in the Parks reserve.”

Carried.



For the purpose of design, the park was divided into Area 1 and Area 2.

Area 1 includes all existing electrical infrastructure that is currently in service at the Park.

Area 2 includes design work for new trail lighting that would extend along the waterfront trail to the north-west park boundary where the waterfront trail continues north beyond the Park, connecting to the Georgian Bay Trail.

Table 7 outlines proposed improvements to the Kelso Beach at Nawash Park electrical system, and rationale for each core system element included in the design and engineering package supplied by Bespoke Engineering:

Table 7.

Proposed Improvement	Rationale
Area 1: Replacement of existing event power pedestals.	<ul style="list-style-type: none"> • Existing power pedestals are at end of service life and require replacement to meet current electrical code.
Area 1: An increased number of event and vendor power pedestals distributed in the park where event organizers indicated the existing system was lacking.	<ul style="list-style-type: none"> • Reduces the time and cost for event hosts by reducing the need for temporary electrical distribution systems. • Improves safety for system users and event attendees.

Table 7. Continued.

Proposed Improvement	Rationale
Area 1: Upgraded stage connections including a live performance industry standard camlock system.	<ul style="list-style-type: none"> Reduces the time and cost for event hosts by reducing the need for temporary electrical distribution systems Improves safety for system users and event attendees.
Area 1: House lighting servicing the main stage and backstage areas.	<ul style="list-style-type: none"> Reduces the time and cost for event hosts by reducing the need for temporary electrical distribution systems. Improves safety for stage users and event attendees. Improved overnight security for equipment left on site during multi-day events. Potential to extend rentable hours for the pavilion, increasing booking revenue.
Area 1: New cabling throughout the park.	<ul style="list-style-type: none"> Existing cabling is at end of service life and requires replacement to meet current electrical code.
Area 1: Trail lighting improvements servicing the waterfront trail between the pedestrian bridge at the south end of the park, and the ball diamond area.	<ul style="list-style-type: none"> Improves safety for trail and park users.
Area 1: Retention of some existing components.	<ul style="list-style-type: none"> Some components expected to have more than 10 years of useful service life including transformers and some electrical cabinets are to be retained and re-used within the new design to avoid some construction cost.
Area 1: Arc Flash Coordination Study.	<ul style="list-style-type: none"> An arc flash study is an engineered incident energy analysis defined to establish safety protocol for qualified electrical personnel required to work on electrical equipment and circuit parts that cannot be placed in an electrically safe work condition.
Area 2: Design for Trail Lighting.	<ul style="list-style-type: none"> The design for trail lighting north of the ball diamond area is included in the current design and engineering package. This item is to be included in a construction tender document as a provisional item.

3.1.5 Capital Planning and Future Projects

The electrical infrastructure project was an element of a larger vision for the park, contemplated and formalized through an application to the [Canada Cultural Spaces Fund](#). The application proposed many improvements to the amenities and grounds at Kelso Beach at Nawash Park.

Description of Item	Year 1, 2 or 3	Project Cost Estimate
Accessible picnic tables for pavilion	1	\$25,000
Complete remaining shoreline protection north and south of storm outfall and relocate and repair trail	1	\$150,000
Removal of existing beach washroom and replace with new multipurpose structure outside high water impact area including replacing sanitary line	2	\$110,000
Park amenities including waste and recycling receptacles, covered tables, shade sails	2	\$100,000
Electrical infrastructure project	2	\$500,000
Amphitheatre rejuvenation (painting, roof, soffit and fascia)	2	\$50,000

The approved funding strategy for these projects was for the City to pay 50% of the budgeted construction cost and 50% supported through an application to the Canada Cultural Spaces Fund, administered by Heritage Canada.

Given the outcome of the tender and the review of the Parks Master Plan already underway for 2022, Staff report CS-22-010 evaluated the status of the Canada Cultural Spaces Fund application, contemplated the timing of when the grant would have been awarded, and considered two key pieces of City planning that were already underway and recommended that:

The City is performing a core services review in 2022 to ensure the services, facilities and amenities provided by the City continue to meet the needs of residents.

In addition, the 2022 Kelso Beach at Nawash Park Master Plan process was already underway, with public and stakeholder engagement phases of the plan scheduled for 2022.

The 2022 core services review and 2022 Kelso Beach at Nawash Park Master Plan provided two near term opportunities to invite residents to provide input into the services and amenities offered throughout the City’s parks system, including insight into what ratepayers desire in terms of ongoing capital investment in parks. For the purpose of the master plan update, staff will have very accurate costing for electrical infrastructure improvements to assist with considering priorities.

4.0 Public and Stakeholder Input

In June, the City rolled out a new public engagement tool, [Our City](#), including the [Kelso Beach at Nawash Park Master Plan Update](#).

4.1 Public Engagement Survey

A public input survey for the project was posted at launch on June 13 and ran for 14 days until June 26. In addition to the survey, the site provided background about this project and about the park to help inform survey respondents.

The portal also provided a location for ongoing project updates. The survey asked 14 questions, and 43 responses were received. Twelve questions were designed to generate basic metrics and are summarized in table 8.

Table 8.

Question	Responses
Do you live in Owen Sound?	Yes- 86% No- 14%
If you reside outside of Owen Sound, where do you live?	Georgian Bluffs- 5 Meaford – 1 37 respondents skipped the question
How Long have you lived in Owen Sound?	1-5 years- 16% 6-10 years – 16% 10+ years – 68%
What is your age Range?	18-24 – 5% 25-34 – 23% 35-44 – 19% 45-54 – 12% 55-64 – 32% 65-74 – 9%

I am completing the survey on behalf of	Myself – 75% My Household – 23% Business or Organization – 2%
How Many people live in your household?	2- 50% 4- 30% 5- 10% 6+- 10%
Do you wish to self identify as a person with indigenous heritage linked to Nawash?	Yes- 5% No- 86% NA/ Prefer not to disclose – 9%
How often do you visit Kelso Beach at Nawash Park?	Daily – 9% Weekly – 40% Monthly – 37% Yearly – 12% Less than Once a year – 2%
Why do you visit the park most often?	Trails – 36 Beach and Swim- 8 Splash Pad/Playground – 14 Cultural Events – 20 Reconciliation Garden – 8 Sportsfield/Ball Diamond – 8 Other- 11
Do you feel the grounds at the park are generally well maintained?	Yes- 61% Sometimes – 39%

Question 12 of the survey asked respondents: Are there any services or amenities missing from Kelso Beach at Nawash Park?

Respondents were invited to enter their comments in a text box. Several of the 43 responses contained more than one suggestion. In total, there were 56 ideas shared. Six respondents answered that there was nothing needed at the park.

The suggestions fell into three key themes:
Amenities- 15
Services - 19
Park Operations – 17

Table 9 summarizes the comments received from question 12.

Table 9.

Amenities		Services		Park Operations	
More Washrooms	8	permanent food service	9	Beach improvements	5
More Benches	5	Watersport/Rental service	7	Additional Garbage Cans/ Animal Proof Garbage Cans	8
Beach Volleyball	2	More events	3	Winter Trail Maintenance	4
Go Cart Track	1				
Floating Water Park	1				
Beach Bar	1				
Basketball nets	1				
Horseshoe Pits	1				
Totals	20		19		17

Question 13 of the survey asked respondents: Are there any barriers that prevent you from using Kelso Beach at Nawash Park?

Respondents were invited to enter their comments in a text box.

Of the 43 responses to question 13, 29 responded that there were no barriers to using the park. 14 responses noting barriers to use are summarized in table 10 using the same themes as above as question 12.

Table 10.

Amenities		Services		Park Operations	
Winter Trail Maintenance	3	Retain Free Parking	1	Safety Concerns	1
Lack of bike lanes on trail	1	More Summer activities	1	Grounds often soggy in the spring	1
Paved trail is too Hard	1	Summerfolk and Salmon Spectacular cost too much to attend	1	Accessible links to the park from 3rd Ave West	1
Limited Parking Sometimes	1			Ongoing Phragmites Eradication	1
Totals	6		3		4

A full report of survey response details is included in Appendix 7.

In addition to survey responses, staff has received direct correspondence from residents and stakeholder groups offering input into the development and operation of the park.

Direct correspondence is summarized in table 11.

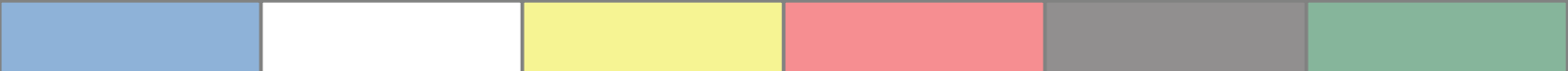


Table 11.

Request to install a flagpole near the Gitche Namewikwedong Reconciliation Garden for the purpose of Flying the Saugeen Ojibway Nation Flag independently and at the same height as the Canadian flag to avoid hierarchical perception.
Formalize the official name of Kelso Beach at Nawash Park by updating signage at the park and other City resources and promotional materials.
Formalize parking and entrances in the south end of the park to support increased attendance and frequency of cultural events linked to the Gitche Namewikwedong Reconciliation Garden. A draft sketch submitted with this request is included with the articles of correspondence attached to this report.
A request was submitted to create two beach volleyball courts at Kelso Beach at Nawash Park for formal league play as a bookable facility and open community use outside of league play.

Correspondence items are included in Appendix 8 to this report.

4.2 Stakeholder Engagement Meetings

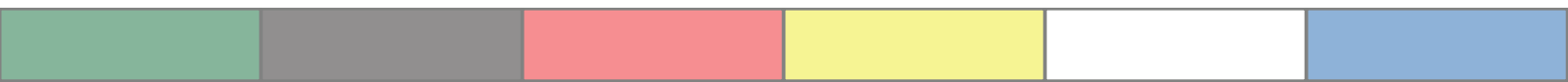
In September and October 2022, the Manager of Parks and Open Space hosted three sessions for stakeholder community and cultural organizations, including:

- Georgian Bay Folk Society
- Gitche Namewikwedong Reconciliation Garden Committee
- Saugeen Ojibway Nation
- Metis Nation of Ontario Grey Owen Sound
- Keystone Child and Family Services
- Ultimate Frisbee
- Subaru Triathlon
- Beach Volleyball
- Ball Diamond Users
- Owen Sound Minor Soccer
- Sydenham Sportsmen Association
- Transport Canada
- City of Owen Sound Park Staff
- City of Owen Soun Development Team
- Owen Sound Rugby Club
- Owen Sound Minor Lacrosse

Stakeholder organizations received a direct invitation to attend any one of the four sessions to discuss their use and vision for their respective park uses.

Internal staff and external stakeholder engagement sessions hosted over the 3 dates, provided valuable insight into the challenges each group encounters when using Kelso Beach at Nawash Park, and opportunities for improvements aligned with the needs of user groups.

Stakeholders participated in breakout groups composed of a mix of representatives from user groups who attended.



In separate exercises, external stakeholder and park staff groups identified their top 3 challenges, and the top 3 improvements they wished to see at the park.

Using the top 3 concept for each focused discussion, attendees were issued 3 dot stickers each, and used them to participate in a dotmocracy exercise to further concentrate facilitated discussions on the items that received the most "votes" via dotmocracy.

Dotmocracy charts are included as Appendix 9. The top 3 challenges and improvements identified through this exercise are outlined in Tables 12 a and 12 b.

Table 12 a.

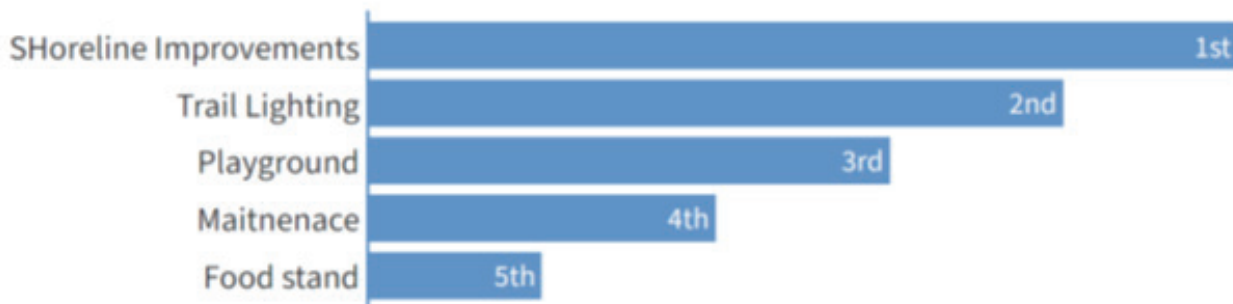
	Challenges	Improvements
Meeting 1	Lack of washrooms in north end	Parking area Improvements
	Sportsfield condition in shoulder seasons, adaptation for multiple sports	North End Multi-use Facility
	Rail bed grading	Replace Central Bridge

Table 12 b.

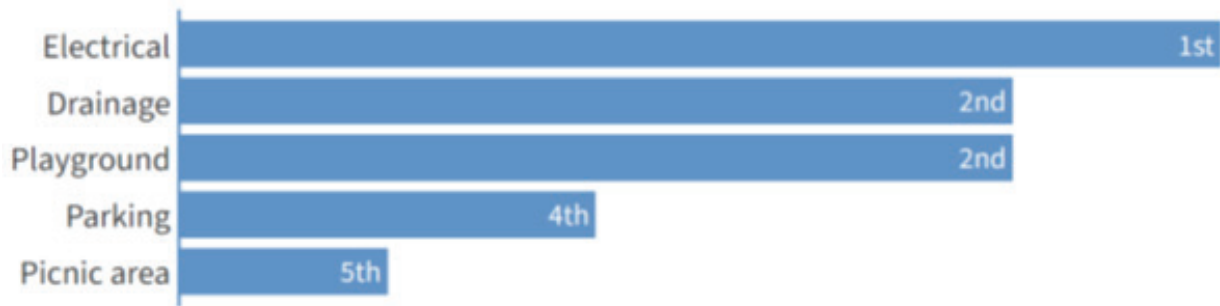
	Challenges	Improvements
Meeting 2	Evaluate Service delivery and capacity	Parking area Improvements
	Lack of Amenities	Add Amenities
	Waste Management	Extend and Maintain Beach

An internal stakeholder session with administrative and management staff relied on the same live ranking principle to distil and focus discussions on the items that garnered the most interest, using live and interactive technology to generate word clouds, and subsequently rank the items that were revealed as the most relevant. The top 3 challenges and improvements generated by the live ranking exercise were then considered by the group via facilitated discussion.

Rank Challenges at KNBP - Most challenging to less Challenging



Rank Improvements at KNBP



The ideas generated were used to inform the recommendations discussed in detail in Section 7.

Internal stakeholder discussion word Clouds – Challenges and Improvements

KNBP- Top 3 Challenges



KNBP - Top 3 Improvements



5.0 Themes and Recommendations

Based on the background research, data review, industry trends and public input received at the open house and through the survey, various themes emerged:

- Cultural Heritage and Community
- Amenities and Services
- Park Operations

Under each key theme there are a number of recommendations.

5.1 Cultural Heritage and Community

5.1.1 Designate Kelso Beach at Nawash Park a Cultural Heritage Landscape

The [Ontario Heritage Trust](#) defines a cultural heritage landscape as:

“A cultural heritage landscape is a property or defined geographical area of cultural heritage significance that has been modified by human activities and is valued by a community. These activities or uses may be key to the cultural value, significance and meaning of this landscape.

A cultural landscape may be designed at a specific time by a specific person or it may have evolved organically over a long period time (and may still be slowly evolving). It may also include a landscape that possesses powerful religious, artistic or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent. It involves a grouping(s) of individual heritage features, such as structures, spaces, archaeological sites and natural elements that together form a significant type of heritage form, distinctive from that of its constituent elements or parts.

Examples may include, but are not limited to: heritage conservation districts (designated under the Ontario Heritage Act), villages, parks, gardens, battlefields, main streets and neighbourhoods, cemeteries, shrines and special spiritual places, aboriginal landscapes, trails, views, vistas, view corridors, land-use patterns, traditional agricultural lands and industrial complexes of cultural heritage value.”

Under the provisions of the [Ontario Heritage Act](#) (Section 29(4)), Council may designate by by-law any property in the City that is considered to have significant cultural heritage value or interest for architectural, historical or contextual reasons. Any real property, building, feature, structure, work, sculpture, or site can be designated. Designation of a property formally recognizes the unique architectural or historic characteristics of the property.

The first step in the process of designating a property is identifying the property as a candidate for designation. A property should first be listed on the City’s Register of Properties of Cultural Heritage Value or Interest before consideration for designation.

The mouth of the Pottawatomi River was the site of the First Nations ancient Nawash settlement. The Anishinaabe ‘territory’ extended from what is now Collingwood to Goderich. In the winter people moved in small groups in the hunting territories (coniferous forests) and each spring they returned to Nawash, a central location that was at the time a low-lying coastal wetland. Kelso Beach at Nawash Park is inextricably linked to the City’s and region’s history, and the property has been instrumental in recognizing our local indigenous history through the work of the Gitche Namewikwedong Reconciliation Garden Committee and the historical cultural use of the land as a seasonal village for the Odawa, Ojibway, local Metis and Simcoe people.

The original name of the Park, Kelso Beach, is in recognition of Henry Kelso, a local educator and sports figure. An excerpt from the article Henry Kelso: Owen Sound Sports Legend sheds some light on the important role Mr. Kelso played in the lives of his students, athletes and the community at large. The full article is attached as appendix 10:

“Henry Kelso: Owen Sound Sports Legend not only contributed to the sporting life of his students, he also had a significant influence on the rest of their lives...”

Henry Kelso began his teaching career in 1886 at the Brooke School. By 1900 he had achieved the position of principal at that institution.

Kelso remained as the principal when the new Victoria School was opened in 1913. Although he was transferred to serve in the same position at Strathcona School in 1922, his legacy at Victoria

continued on and the school remained a force in the Owen Sound School Hockey League for many years.

Many documents containing information from former students portray Kelso as a strict teacher, and, more importantly, a caring person. He was constantly concerned about the well-being of his students. Because of a fear that the treacherous ice on the harbour might claim the lives of those who skated and played hockey there, each winter, Kelso built an outdoor rink in the school yard at Victoria School. Each evening, long after classes had ended, the principal could be found flooding the ice, shoveling snow or supervising the skaters...

Many Victoria graduates became members of the Owen Sound Greys and helped make that team a powerhouse which claimed Canadian championships, not once, but twice, in 1924 and again in 1927. Many of those players later graduated to the ranks of professional hockey... Henry Kelso retired from his position at Strathcona in 1931. Unfortunately, his life was cut short three years later in 1934 when he disappeared in a boating accident while making his way to his cottage at Lion's Head...

Henry Kelso's name lives on in Owen Sound. He persuaded Owen Sound's council to create a recreation area on the west shore of the harbour. Once again, his tireless efforts and persuasiveness helped to raise the material and money to build change rooms for swimmers and other equipment necessary for the use of the children of the community. In 1921 this area was named Kelso Beach in his honour.

Today, Kelso Beach remains as an important recreational facility enjoyed by adults and youngsters alike."

Kelso at Nawash Park is unique in Owen subject to shared cultural heritage value for both local indigenous and settler populations. It is appropriate to advance efforts to preserve and promote both histories, and continue to engage in the work of creating a place where both communities can come together to recognize the intergenerational traumas caused by colonialism that continue to impact indigenous peoples locally and across Canada.

Designating Kelso Beach at Nawash Park a Cultural Heritage Landscape will reinforce the importance of the property locally, and preserve an important landscape in Owen Sound, and to ensure protection of the Gitche Namewikwedong Reconciliation Garden and the Park in the long term.

5.1.2 Update the official Name of the Park to Kelso Beach at Nawash Park

The City adopted the practice of referring to the subject property as Kelso Beach at Nawash Park in 2018, however the park has never officially been re-named to the preferred nomenclature, and it is still legally registered as Kelso Beach Park.

In 2021 the City adopted [Policy CS087](#) – Naming and Re-Naming Policy for City Parks and Facilities.

A key objective of the City's strategic plan is supporting inclusivity, diversity and accountability in

the community and this is reflected in the policy.

It is recommended that the City bring forward a request to the City Clerk to officially rename and legally register the property as Kelso Beach at Nawash Park.

Policy CS087 and Application form for re-naming a city park or facility are attached as Appendix 11.

5.1.3 Encourage and support ongoing culturally appropriate programming at the Gitche Namewikwedong Reconciliation Garden

The 2010 Kelso Beach master plan recommended the establishment of Piak Ootihi (One Heart) medicine wheel garden.

As described by the United Way Bruce Grey:

"The Giche Namewikwedong Reconciliation Garden Committee was established in 2010 to plan, fund and build a permanent Healing and Reconciliation Garden to recognize and celebrate Indigenous history and culture. The City of Owen Sound has dedicated a portion of Kelso Beach Park in support of this initiative. Since that time, the Committee has worked with the City and with Indigenous and community stakeholders to develop a detailed plan for a gathering place for all; a place that will feature Indigenous art, history and cultural references.

Located on the traditional territory of the Saugeen Ojibwa Nation, very close to the site of the original Nawash Village, the Garden is a contemplative place where our communities and visitors can pause, learn, reflect and consider the legacy of Residential Schools and the intergenerational trauma that still exists today. Through understanding our history, the healing process can begin. The project will enable all cultures within our community to move forward with shared understanding and respect, humility and love in our hearts, walking softly and ever mindful."

The Gitche Namewikwedong Reconciliation Garden Committee and the City have developed a positive partnership in the establishment of the Gitche Namewikwedong Reconciliation Garden. In 2021, culturally important ceremonies and gatherings have been hosted at the garden including events on National Indigenous Peoples Day, A Day to Honor Missing and Murdered Indigenous Women, equinox and solstice ceremonies, and ceremonies to dedicate and incorporate this important place into the local indigenous and settlers ethos and create new traditions where the communities can come together and do the work of reconciliation.

The Gitche Namewikwedong Reconciliation Garden Committee also participates in and offers programming for the City's Sound waterfront festival and with the Georgian Bay Folk Society during Summerfolk.

5.1.4 Support and promote the use of Kelso Beach at Nawash Park for special events

Special events are an important part of the fabric of our local culture, offering enrichment,

entertainment and cultural heritage value to residents and attract visitors supporting tourism in Owen Sound. In particular special events often focus around the Inner Harbour and Shoreline to leverage the long views and natural beauty Owen Sound Offers.

The [Strategic Plan](#) supports the development and delivery of special events:

- Collaborative City KR- 1 : Leverage Partnerships to improve or maintain delivery of targeted services without increasing the tax levy.

This Key result is relevant to special events when private promoters book Kelso Beach at Nawash Park, remit fees as per their facility use agreement that are designed to offset the costs to the City to liaise and support the event, and include a margin that supports capital improvements incrementally over the long term.

- Collaborative City KR-3: Increase competitive grant funding dollars annually

The City’s special events team frequently apply for and receive competitive grant funding to support special events. Over the last 5 years, the City’s Special events team has been successful in securing grant funding over the last 5 years to support the delivery of events at Kelso Beach at Nawash Park on multiple occasions, including:

Year	Event	Event Grant Value
2018		\$10,000
2019		\$22,570
2020		\$10,000
2021	No events at Kelso Beach at Nawash Park due to public health restrictions related to COVID-19	\$0
2022	Waterfront Festival	\$48,500
	Total	\$91,070

5.1.5 Supply and install a flagpole proximate to the Gitche Namewikwedong Reconciliation Garden to fly the Saugeen Ojibway Nation Flag

In support of the Gitche Namewikwedong Reconciliation Garden, and acknowledging that Kelso Beach at Nawash Park is located on the traditional territory of the Saugeen Ojibway Nation (SON), a flagpole is requested by the Gitche Namewikwedong Reconciliation Garden Committee in order to fly the SON Flag at the historical location of a seasonal fishing village and decouple the flag from the hierarchy positioning of flags when flown together on the same pole determined by Heritage Canada when the Canadian Flag is also present.

Council has approved a 2023 capital project to install a flagpole in service of this request. The capital detail sheet is included as appendix 12.

5.2 Amenities and Services

5.2.1 North Washroom Replacement

In 2022 the washroom building servicing the south portion of Kelso beach at Nawash Park was demolished as a part of the City’s approved capital budget for that year.

The 2010 Kelso at Nawash Park master plan notes that it is important to provide washrooms at both the north and south portions of the park. The 2010 plan recommends a multi-use facility to service the south end of the property to support the use of the Sportsfield, ball diamond, improved beach area and to increase capacity during special events.

There has been a notable increase in winter trail use and other winter recreation activities at Kelso at Nawash Park. Options for a 4 season building should be considered.

A new washroom building is included in the City's funded 5 year capital forecast program for design in 2024 and construction in 2025. A capital detail sheet is included as appendix 13.

This capital would be used for design of a new facility for construction in a future year. The design process would be considered by the Community Service Committee and Accessibility Advisory committee in advance of a tender for construction.

5.2.2 Playground Relocation and Replacement

The playground at Kelso Beach at Nawash Park, constructed in 1999 is at the end of its useful life, and is currently funded in the City's 5 year capital forecast for replacement in 2026.

The current location of the existing playground presents challenging conditions for ongoing maintenance and care. The high-water table since 2018 prevents the sub surface drainage system from infiltrating properly when the ground below is already saturated.

A new playground construction project presents an opportunity to evaluate a new location within the park with improved subsurface conditions that permit proper drainage.

5.2.3 Wayfinding Signage

Public engagement and stakeholder consultations divulged that there is a desire in the community to establish improved wayfinding signage within the park, including a trailhead kiosk with mapping of the City's wider trails network.

Improved signage and the addition of kiosk(s) would highlight the pedestrian connections into and out of Kelso Beach at Nawash Park, promote self-guided walking tours in Brooke, including the walking is medicine tour that meanders through the park itself and continues to points of interest north, south and west of the property.

5.2.4 Update and Improve Park Entrances

The Main entrance at Kelso Beach at Nawash Park is in need of a renewal to ensure the property reflects its status as a City Park and as a focal point of local indigenous heritage and reconciliation, and as a venue for hosting significant arts, cultural and athletic events.

This project would include the procurement of a landscape design for the main entrance with new signage, removal of legacy chain link fence that separated the park from a former CN rail line, tree planting and landscaping to elevate the entrance area to align the appearance of the main

entrance with the status of the park.

5.2.5 Parking Area Improvements

From the 2010 Kelso Beach Master Plan:

- Improve parking facilities (relocate parking to old rail lands, increase number of spaces, pave and line to maximize efficiency , retain and improve delivery and emergency vehicle access to south and north ends of park)
- Relocated to former railway lands
- Increased (by 135) parking capacity (there are approximately 180 spaces existing inside park; new plan proposes 315 on former RR lands)
- Long linear layout allows convenient access to all points of interest in the park
- Reduces interior roadway requirements in park proper
- Three entry/exit points from Eddie Sargent Pkwy, each with signage Centre aisle with double row parking Paved to cap 'brownfield' hazardous materials – asphalt central aisle, permeable paving parking stalls
- Lighting recommended
- Painted (hatched) 'no parking' zones where walkways meet parking Event overflow parking removed from soccer field and relocated to Transport Canada-owned vacant land north of park
- New fence along east side of parking to aid access control during special events

Most elements of the 2010 recommendation continue to be endorsed by the City at stakeholders. Relocating Parking to the former railway lands aligns with 2022 Internal and external stakeholder consultations where a strong desire for improved parking facilities and vehicular circulation was identified.

The rationale for relocating and improving parking facilities would increase the number of parking stalls by 135 to 315 parking spaces.

This alignment supports the elimination of parking on the Sportsfield as overflow parking for special events, increases the greenspace available for recreation and aligns parking boundaries with special event footprints. Special events typically exclude public vehicles from the inner gravel parking area in favour of using the additional space. Parking for event attendees is typically shifted to the rail lands during special event bookings.

The existing parking area is then utilized for event vendor space, portable washroom banks and mobile food services.

Relocating the parking area to the rail lands creates an opportunity to establish a looped multi-use trail within the park, augmenting the 4-season usability of the trails, and adding interest within the park that permits an improved trail experience over the current linear trail where users must double back on the same route if they wish to remain on the property.

5.2.6 Decommission the Ball Diamond

Bookings and revenue from the ball diamond, park sports field and large special event bookings from 2018-2020 and to date in 2021.

The use of the [Class C Ball diamond](#) at Kelso Beach at Nawash Park has remained low over the past five years.

2020 was impacted by the COVID-19 Pandemic , when recreational sports were unavailable due to public health measures.

However, revenues are very low at this facility and do not support the capital expenses required to renew it for ongoing long term use or operational expenses to maintain it for the limited number of rentals.

The ball diamond is a Class C diamond.

Sufficient revenues to support ongoing capital and maintenance operations are unachievable based on the 5-year revenue trend for the amenity. Significant capital costs would be required to upgrade the diamond to a class A or B facility. Rental bookings and revenue at the City's 10 other ball diamonds are not optimized and does not support the need to improve the Kelso Beach at Nawash Park ball diamond to a higher classification. Class C diamonds are available nearby Harrison Field.

It is recommended that ball diamond rental bookings be directed to Harrison Field, and that the space where the existing ball diamond is now should be prioritized for the construction of the new washroom building/multi use facility and rentable beach volleyball courts.

Through the multi-use facility recommendation, a business case should be examined to create rental space in the multi-sue facility to support a 3rd party food service and/or beach rental service to enhance the potential revenues of the square footage and support the preferred function of the park detailed in this plan.

5.2.7 Reconciliation Noise Abatement

Through cultural stakeholder engagement, the Gitche Namewikwedong Reconciliation garden Committee identified that during culturally sensitive events that are solemn in nature, such as observing Missing and Murdered Indigenous Women's day, Observing mourning for the victims of the atrocities committed at residential schools, traffic noise from the Eddie Seargent Parkway disturbs the sentiment and quiet contemplation desired to recognize the experiences indigenous peoples in Canada and locally.

It is recommended that noise abatement solutions be investigated through the City's established internal Development Team process and consultation with Grey County and the Grey Sauble Conservation Authority.

A green planted noise abatement solution or earthen berm type noise abatement solution are options to be investigated. The investigation is recommended for years 3-6 of this plan. Should capital expenses be identified in the investigation, they shall be incorporated into the City's

capital budget forecast for planting or construction in year 6-10 of this plan.



5.2.8 Amphitheatre Accessibility Improvements

A key feature of Kelso Beach at Nawash Park is the Amphitheatre, dominating the central portion of the park. Constructed in 1982, reconstruction of the retaining wall that supports the northwest side of the structure was recommended by the 2010 Kelso Beach Master Plan.



Accessibility Improvements were added in 2020 at the bottom of the amphitheatre bowl, permitting front row viewing options for guests with accessible needs.

The amphitheater is terraced berm construction, with each terrace faced with 0.6m x 1.5m limestone blocks. There is a stone staircase at the south side of the amenity, and no other entry points to help guests access the full width of the amphitheater terraced seating sections.

To improve accessibility, and reduce the risk of slip, trip and fall incidents, it is recommended that a central course of limestone blocks be removed, and repurposed to create an additional tier of seating at the top of the structure, and constructing an OBC compliant staircase centrally in the Amphitheatre that includes assistive handrails similar to what is used in arena bowls that provide improved access for visitors with mobility challenges.

5.2.9 Support the establishment of A canteen and/or Beach Rental Service

At each stage of consultation, public, and internally there was alignment in a desire to see a foodservice and/or beach rental service operating at Kelso Beach at Nawash Park.

When developing plans for a new washroom or multi-use facility, it is recommended that the design process consider including flexible rental space(s) to support private business partnerships that provide the services desired by the community, and generating revenue for the City to help offset the costs of maintaining an additional facility at Kelso Beach at Nawash Park.

Alternatively, the City can examine a business case for a permanent food truck.

5.2.10 Develop a Business Case Examining the Feasibility of Creating Beach Volleyball Courts

Indicated through direct correspondence, and marginally represented in the public engagement survey, there is a desire in the community for construction of regulation beach volleyball courts as a rentable facility for organized league play.

Currently, there are 25 beach volleyball players who commute 45 minutes west to participate in organized league play on beach volleyball courts. Another 80 potential players have expressed interest to join the beach volleyball community in Owen Sound if a facility were available here.

It is recommended that a business case be developed to examine the feasibility of constructing rentable beach volleyball courts. A business case would include a user fee market analysis.

Beach Volleyball Courts in Saugeen Shores:



5.2.11 Modify the Main Stage Pavilion to permit operation as an open air or closed facility (similar to the Farmer's Market Building)

Through stakeholder and community organization consultation, a request for improvements to the Main stage Pavilion that include adding features that permit the pavilion to be operated as an open-air facility or have the capability to secure the backstage area or portions of it during special events.

Event security, sanitary foodservice delivery, and flexible space for performers and volunteers to find respite from the crowd facing elements of a large festival or performance.

In the Current 5-year capital forecast \$50,000 is identified for improvements to the main stage pavilion.

It is recommended that the City and event partners seek grant funding to support modifying the main stage pavilion to deliver the functionality requested by the main users of the facility and support hosting and attract more larger scale events to Owen Sound by providing a premier facility in an idyllic setting with Georgian Bay as the backdrop.

Main Stage Pavilion and Flexible Open Air/Closed Reference:



5.2.12 Create Park Boundary Delineation abutting the Eddie Seargent Parkway and north park boundary

The park is bounded on the south end by the Potawatomi river, and on the east side by Georgian Bay.

The boundaries of Kelso Beach at Nawash Park are not well defined on the west side and north sides of the property.

Currently, there is a chain link fence in poor repair creating a defined boundary setback within the park approximately 28m from the Eddie Seargent Parkway. The fence is a legacy boundary fence that protected a now abandoned railway line.

Summerfolk Music and Crafts festival relies on tangible defined boundary to establish the footprint of their event and support event security, however most park users and cultural stakeholders concur that the existing fence is aesthetically detrimental to the image of the park. [The Inner Harbour area and abutting lands are subject to the Owen Sound Harbour and Downtown Urban Design/Master Plan Strategy](#). The official plan states that design principles should extend to properties adjacent to the Inner Harbour:

"Design standards shall include sidewalk improvements, benches, banners, patios, waste receptacles, light standards, landscaping and similar features intended to encourage pedestrian traffic in the area and create a pleasing streetscape conducive to the conduct of pedestrian oriented events and tourism activities."

It is recommended that a new boundary system be installed, parallel to the Eddie Seargent Parkway, generally aligned with the east rim of the linear drainage ditch proximate to the roadway, demonstrated on figure 2.

Figure 2 – Existing and Proposed Park Boundary Delineation



Some design reference examples are included below:



The park delineation system that is selected should contemplate and evoke the City's industrial past and make reference to the indigenous history of the property. A Victorian style steel post and linked chain is recommended. Efforts to deploy wooden delineation posts have resulted in mixed success over the last 11 years and have created an unkempt appearance when frost heaves posts, they are manipulated and often removed by users to gain access to the grounds with vehicles during special events, and are susceptible to wear by maintenance equipment when performing core functions.

5.2.13 Replace Central Pedestrian Bridge with a vehicle rates structure over the stormwater management pond

A stone pedestrian is located central to the park, permitting trail users to cross the stormwater management outflow. The bridge is not currently accessible and is nearing the end of its serviceable life.



The pedestrian bridge replacement will provide an unobstructed accessible trail route along the waterfront at Kelso Beach Park. The existing asphalt/bridge connection has deteriorated over time. Some users have to use an alternate route away from the waterfront to reach either side of the storm water outflow channel proximate to the beach. This item will augment accessibility and equitable connectivity for event attendees and park users. This item is also an important link to providing an accessible beach access point.

The structure is pedestrian rated only, and creates a bottleneck for special event logistics, particularly during the set up and take down phases of event delivery, winter trail maintenance, and year-round waste management in the park.

Replacing the stone bridge with a structure rated for parks maintenance vehicles and equipment will improve efficiency of service delivery internally, and upgrade the functionality of the central park area, the focus of most special events, for promoters and special event hosts.

Coupled with replacing the central stone bridge, it is recommended that the City include the pedestrian bridge and the central stone bridge in scope for the bi-annual Bridge and Culvert Inspection.

5.2.14 Construct Shade Sails in strategic locations

The construction of shade sails proximate to the beach will provide an enhanced user experience, particularly during summer events.

When events are not ongoing, the public would have access to the shaded areas while using the park for recreation.

5.2.15 Upgrade Electrical Infrastructure

The Upgrade to the electrical system at Kelso Beach Park was included in the 2010 Master Plan. Many components of the existing system are past their service life or do not provide the functionality for modern concerts and other uses.

In 2019, a consultant was retained to complete the electrical system design for Kelso Beach Park. Included in the design process was consultation with stakeholders, users and City staff.

In 2020, Council approved an application to the Canada Cultural Spaces Fund. This program offers 50% funding for projects that improve physical conditions for arts and heritage related collaboration and presentation. Summerfolk has written a letter of support to accompany the application.

One main goal of the upgrade is to improve the ability of this site to host major cultural events.

Upgrades under the electrical project include new dark sky compliant trail lighting at the south end of the park, event pedestals, vendor pedestals, house lighting under the stage and pavilion area, camlock systems, upgraded power supply, transformers, and switchgear. The project also includes an arc flash coordination study for the safety of system users and contractors.

Although not included in the design process, through stakeholder consultation the Gitche Namewikwedong Reconciliation Garden Committee has requested that the City consider options

to deliver access to electricity at the amenity to augment the site for hosting ceremonies and special events.

5.2.16 Pave the waterfront trail section from Kelso Beach at Nawash north to 3rd Ave W at 24th St. West

The City’s Recreation Trails Master Plan recommends that the City should consider the needs of persons with disabilities to ensure maximum integrated accessibility for all Citizens and promote the objectives of healthy communities through program and facility development.

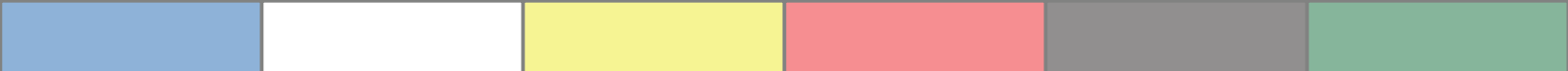
A 540m section of trail where the Waterfront Trail meets the Georgian Bay Trail (both trails form sections of the Great Lakes Waterfront Trail) exiting the park when traveling north to the intersection of 3rd Avenue West and 23rd Street West remains with a compacted stone dust surface.

Significant paving works were completed internally at Kelso Beach at Nawash Park in 2021 and 2022.

The section shown in figure 3 is one of the final sections of trail with a granular surface that when paved, will create a fully accessible hard surface route from 23rd St West across the City southwards to the southern tip of Harrison Park.

Figure 3 – Proposed Asphalt Link to Kelso Beach at Nawash Park





Where the City has paved trails in locations that provide access to the City’s natural vistas and greenspaces, accessibility advocates have praised the outcomes of those projects and expressed gratitude for developing affordable access to nature that supports persons with disabilities ability to independently access natural spaces.

5.3 Park Operations

5.3.1 Trial an improved waste Management Strategy for Kelso at Nawash Park

The City’s Parks and Open Space system manages waste in house, with 186 trash receptacles deployed in parks and trails.

Eight receptacles are placed at Kelso Beach at Nawash Park seasonally, and 2 remain available year-round.

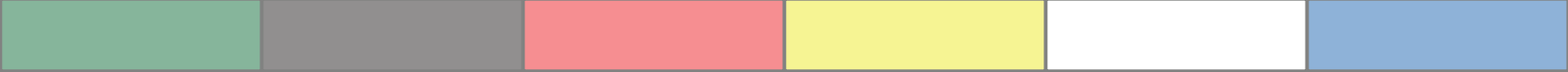
Parks and Open Space operates a clamshell style Garbage truck, and a single operator completes a circuit emptying each receptacle Monday to Friday, and once on weekends from May to October. During shoulder seasons, 8 receptacles remain deployed in parks and are emptied three times a week.

Currently, Parks and Open Space employs upcycled 45-gallon painted drums as trash receptacles.



These receptacles are open top, and exposed to wind, wildlife intrusions, overflow, and cans proximate to roads and parking lots are heavily abused by household and commercial dumping.

It is recommended that Parks and Open space trial a new trash receptacle system with improved aesthetics, recycling options and lids, and investigate options for cigarette butt disposal.



Modern style large volume underground reservoir trash receptacles are not recommended for Kelso Beach at Nawash Park due to the high-water table. Attempting to store large volumes of trash underground at this location risks leaching into the stormwater system and ultimately Georgian Bay. These types of containers require different equipment to service, and potentially contractor costs to pull and dispose of large format bags.

5.3.2 Develop an annual operations plan for Kelso Beach at Nawash Park including a beach maintenance program

Parks operations are scoped through existing parks operations programs with strategic guidance driven by the City's Official Plan, Strategic Plan, and Recreation Parks and Facilities Master Plan (RPFMP).

The Parks system in Owen Sound is comprised of 45 parks (450 hectares of managed lands), 30km of trails. 52 of the City's 75 buildings and structures are located in parks, of which 7 are located at Kelso Beach at Nawash Park.

The property is 9.86 hectares, or 2% of the land managed by the division. Kelso Beach at Nawash Park is a City Park according to the Official Plan and requires a higher level of focus and resources to deliver the goals of a City Park. The Official Plan states a City Park should:

"...provide unique, specialized recreational facilities and services for the whole community. Harrison Park, Victoria Park, Kelso Beach and the Kiwanis Soccer complex all play this role as well as serving their immediate communities."

Developing an operations plan for the property supports a close examination of current program delivery at Kelso Beach at Nawash Park, identify gaps and opportunities, and ensure that staffing and equipment resources within the parks and open space division are sufficient to deliver current and recommended programs at the park.

Winter trail maintenance, beach maintenance, waste management, turf management and ongoing phragmites maintenance should be considered as a fulsome operational plan for the park within the context of the wider Parks and Open Space system.

The 2010 Kelso Beach Master Plan recommended phragmites eradication and beach restoration.

Since 2016, phragmites eradication efforts by the City have returned the beach to an inviting and useful recreation space.

Having returned the beach to a phragmites free state, through the ICIP grant in 2022, material was added to the beach to improve the quality of the sand. \$5,000 was added to the Parks and Open Space operating budget in 2022 for annual beach maintenance.

In order to properly support beach maintenance, some additional equipment is required to deliver a high-quality beach experience for residents and visitors.

A mechanical beach rake is needed to ensure Parks and Open Space can deliver the desired service level.

Additionally, this equipment could be used for maintaining beach volleyball courts recommended in 7.2.11. A reference photo of suitable equipment for this purpose is shown below.



5.3.3 Create a tree planting plan

Ad Hoc efforts have been made annually to add new trees in strategic locations at Kelso Beach at Nawash Park.

In order to fully realize the goals of planting trees to improve the aesthetics of the park, provide shade, soil stabilization and ground water uptake, alongside the Official Plan (6.1.3) goal of enhancing views of our waterfront, preserving and enhancing a healthy urban forest, a tree planting plan developed with in house expertise and scoped to deliver the aforementioned goals is recommended.

The City's forestry team, 2 ISA Certified Arborists and a Certified Forestry Technologies and the manager of Parks and Open Space as the strategic forestry manager, the knowledge, skills and abilities to develop a comprehensive tree planting plan for the property exists within the organization.

5.3.4 Update Building and structure condition assessments

The 2010 Kelso Beach Master Plan included a condition assessment of structures and buildings in the park. The 2010 assessment is included as appendix 14. Generally, the report found relatively minor deficiencies.

Each has been addressed in the 12 years since the report was delivered.

It is recommended that the assessment be repeated timed to align with year 8-10 of this plan. At that time, the assessment will be 20+ years old, and it would be appropriate to reassess any remaining structures, review the condition of repairs that have been completed, and catalogue the condition of any new structures that have been added since 2010 such as the washroom/

multi-use facility proposed by this plan, replacement central bridge, and the amphitheater. The Amphitheatre, originally constructed in 1982 in particular should be reviewed on this time scale. As a partial earthen structure, it is dynamic and required sections of the retaining walls to be reconstructed at 35 years old in 2017.

5.3.5 Remove scrub trees and shrubs from the shoreline

The official plan states:

"The east-west axial relationship between the inner harbour and the City is quintessential to the City's urban structure. Views of the harbour are vital. Development proposals are to protect street views corridors and encourage physical open space connections from east-west routes. "

In order to protect and enhance long views of Georgian Bay and the inner harbour, it is recommended that scrub species of trees and shrubs be removed from a 355m portion of the shoreline in a previously developed section at Kelso Beach at Nawash Park, shown in the airphoto below, creating the potential for expanding the recreational beach area and views from the waterfront trail.



This work can be accomplished in house by Parks and Open Space forestry staff.

5.3.6 Improve and extend usability of the Sportsfield with slot drainage and multi-sport goals

In contrast to the ball diamond, the Sportsfield at Kelso a Nawash Park has generated a trend of increasing bookings and revenue for the Amenity.

New user groups have begun using the field such as an ultimate frisbee league, field lacrosse alongside traditional soccer use.

Through stakeholder engagement, youth Rugby was identified as a potential user if the field were improved to accommodate the sport by creating dual purpose goals for soccer and rugby.

Shoulder season use of the field is impacted by poor drainage.

Annually, Parks and Open space staff monitor field conditions in the spring and fall to determine when use is appropriate and when there is potential to damage the sports turf.

Typically it is mid-June before the field is firm enough to support sports use.

Following a successful model of constructing slot drainage at the Kiwanis Soccer Complex, it is recommended that the Sportsfield at Kelso At Nawash park be slot drained to improve the early and late season availability of the sports turf.

Slot drainage of the field would require that special event parking be eliminated from the Sportsfield to avoid crushing the installed drainage system.

The installation of a slot drainage system would require design work by a qualified engineer in order to ensure grading and drainage where the system outlets is directed and managed such that it does not cause erosion or negatively influence stormwater management in the Brooke Basin.



5.3.7 Augment annual pothole maintenance program in existing parking areas

Internal and external stakeholders identified that the existing parking areas are subject to significant pothole formation.

The current practice for managing potholes at Kelso Beach at Nawash Park is via internal requests from Parks and Open Space to Public Works and Engineering for grading ad hoc, usually in advance of a larger scale special event.

Ahead of parking area reconfiguration recommended in this plan, in the interim, it is recommended that the City formalize a regular pothole maintenance program through co-operation between the Parks and Open Space and Public Works division to schedule maintenance at suitable intervals with in house grading equipment and operators.

5.3.8 Shoreline protection and stabilization

In 2020, work has been undertaken to start to address damage to the storm water outflow and shoreline damage caused by high water and wave action along the shoreline as well as the floor of the amphitheatre that is traditionally wet and poorly drained.

Due to exceptionally high water levels in 2019 and 2020 the shoreline and storm outflow at Kelso Beach Park have sustained significant damage. In addition, the high water exacerbated the issue of water at the base of the amphitheater in front of the stage.

Remediation of a large section of shoreline was completed in 2020 as well as the drainage in the amphitheater has been addressed. The shoreline failure had caused the waterfront trail to fail.

2019 Eroded Waterfront Trail



The Recreation Facilities and Parks Master Plan supports the Trails Master Plan recommendation that maintenance should be prioritized for the Waterfront Trail at Kelso Beach as it is considered a major trail hub within the City.

It is recommended that the City retain the services of a qualified engineer with experience in shoreline remediation and protection to design a remediation plan for the existing structure and eliminate the tendency of the existing system to undermine at the base course and rotate towards the water creating instability in the limestone block construction retaining wall.

5.3.9 Evaluate service levels and operational capacity

The Parks and Open Space team is comprised of a manager, a Supervisor, a Parks and Cemetery Administrative Co-Ordinator (who's role is primarily focused on Cemetery Service delivery), 5 full time Parks staff, 14 seasonal parks attendants (March-November) and 6 student staff (May-September).

It is recommended that the operational plan detailed in 7.3.2 form the basis for evaluating and recommending changes to the services and delivery model at Kelso Beach at Nawash Park.

6.0 Priorities

Appendix 14 summarized the recommendations and assigns timing and milestones for each recommendation.



7.0 Appendices

- 1. Transport Canada Land Lease**
- 2. Map of Kelso Beach at Nawash Park Amenities**
- 3. Parks and Open Space Organizational Chart**
- 4. 2010 Kelso Beach Master Plan Report Card**
- 5. Giche Namewikwedong Reconciliation Garden Landscape Plan**
- 6. Kelso Beach at Nawash Park Electrical Infrastructure upgrade Detail Sheet**
- 7. Anonymous Survey Responses**
- 8. Direct Input**
- 9. Dotmocracy Stakeholder Engagement Charts**
- 10. Henry Kelso Background Article**
- 11. Policy CS087 Naming or Renaming a Park**
- 12. Gitche Namewikwedong Reconciliation Garden Flagpole Capital Detail Sheet**
- 13. North Washroom Building Capital Detail Sheet**
- 14. 2010 Kelso Beach Master Plan Building Condition Assessment**
- 15. Summary of Recommendations**

