

Staff Report

Report To: Community Services Committee
Report From: Adam Parsons, Manager of Parks and Open Space
Meeting Date: January 25, 2023
Report Code: CS-23-010
Subject: Kelso Beach at Nawash Park Master Plan – Community Services Committee Engagement and updates

Recommendations:

THAT in consideration of Staff Report CS-23-10 respecting the draft Kelso Beach at Nawash Park Master Plan, the Community Services Committee recommends that City Council, in consideration of the background and public and stakeholder input, approve the Kelso Beach at Nawash Park Master Plan as attached to the report.

Highlights:

- Kelso Beach at Nawash Park is located at 100 19th Street West. The waterfront park is 9 hectares (22 acres), including 926m of shoreline, and features a wide variety of park amenities.
- Kelso Beach at Nawash Park is located within traditional Anishinaabe territory.
- Kelso Beach at Nawash Park is a hub for major outdoor events, including Summerfolk, Canada Day, Family Fun Day, the Subaru Triathlon Series, and reconciliation events at the Gitche Namewikwedong Reconciliation Garden.
- The existing Kelso Beach at Nawash Park Master Plan was prepared in 2010. In 2022 staff, along with input from community stakeholders, have undertaken an update to the Master Plan to ensure that the Park continues to meet the needs of user groups

and to ensure operational effort and capital planning are aligned with the Plan.

Strategic Plan Alignment:

[Strategic Plan](#) Priority: Service Excellence - KR1 - Further develop a culture of learning, development, well-being and embrace new approaches to service provision

Previous Report/Authority:

[CS-21-135 Kelso Beach Master Plan – Background and Proposed Approach to the Update](#)

[CS-22-112 Kelso Beach at Nawash Park Master Plan Public Engagement and Next Steps](#)

[CS-22-147 Draft Kelso Beach at Nawash Park Master Plan](#)

[CS-22-161 Kelso Beach at Nawash Park Master Plan Update – Comments on the Draft Plan](#)

[Recreation Parks and Facilities Master Plan](#)

[Official Plan](#)

[Strategic Plan](#)

Background:

Four previous reports provide additional background and progress updates on the Kelso Beach at Nawash Park Master Plan.

[CS-21-135 Kelso Beach Master Plan – Background and Proposed Approach to the Update](#) discussed the plan kickoff and methodology.

[CS-22-112 Kelso Beach at Nawash Park Master Plan Public Engagement and Next Steps](#) provided an update on the status of the plan, modified the methodology, reviewed public engagement, and discussed the planned approach to stakeholder engagement.

[CS-22-147 Draft Kelso Beach at Nawash Park Master Plan](#) outlined the draft plan including three key themes – Cultural Heritage and Community,

Amenities and Services, and Park Operations. Under each key theme, there are several recommendations.

[CS-22-161 Kelso Beach at Nawash Park Master Plan Update – Comments on the Draft Plan](#) reviewed public and stakeholder feedback on the draft plan during the comment period.

The draft plan was presented to Committee on November 16 and 23, 2022. At that time, Committee approved the following:

"THAT in consideration of Staff Report CS-22-147 respecting the draft Kelso Beach at Nawash Park Master Plan, the Community Services Committee recommends that City Council approve the plan in principle with any inputs from stakeholders to be brought back at the next meeting for final approval."

Since the November meeting, stakeholders who participated in the engagement sessions received a copy of the draft plan for comment. Comments were to be received by the City by the end of day Sunday, December 4, 2022 for consideration.

The draft plan was also posted on Our City's public engagement portal and promoted via the City's social media channels. Local media also reported on the draft plan when the November Community Services Committee agenda was published and received 17 comments addressed by report CS-22-161.

The December 14, 2022, Community Services Committee received a presentation on the background, process, public and stakeholder input and all 30 recommendations were reviewed. Following the presentation, there was an opportunity to engage with the draft recommendations and provide input/ support via a dotmocracy exercise. Seven Committee members were present. Each received 30 red dots and 30 green dots and was asked to place either a red dot or a green dot on the 30 recommendations contained in the updated plan.

The dotmocracy chart results generated by the December 14, 2022, exercise are included as Attachment 1. The results show broad support for 24 of the 30 draft recommendations in the draft plan.

Five recommendations were supported but did not receive a large majority. One recommendation was not supported.

The recommendations that did not receive well-defined support or did not receive support are outlined in table 1, along with the staff's comment:

Table 1. Recommendations that Did not Receive Well Defined Support

Recommendation	Support	Don't Support	Staff Comment
5.2.6 Decommission the Ball Diamond	2	1	<p>The City plans to decommission the ball diamond based on an operational business case study. Use and revenue from the diamond do not warrant it remaining.</p> <p>The large turf sports field would remain. Prior to initiation of removal, further consultation coupled with a report to Community Services Committee would be completed.</p> <p>The area of the ball field has been identified as a possible location for a north park washroom.</p> <p>Staff recommend that this recommendation remain in the plan presented for approval.</p>
5.2.9 Support the establishment of a canteen or beach rental service	3	2	<p>North Park washroom Facility design (5.2.1) will consider options for a canteen/rental service space as part of this project.</p> <p>Design specifications will be brought to Community Services Committee and Accessibility Advisory Committee, and capital</p>

			<p>requests will be considered by Council as a part of the City's normal capital budget planning process in the appropriate year.</p> <p>In the interim, Kelso Beach is an approved location for a mobile food truck.</p> <p>This is an option for food service at the park that does not create capital or operational expenses for the city. This is an alternative to including a concession in the future north park washroom building.</p>
5.2.11 Modify the main stage pavilion to permit operation as an open-air or closed facility	3	2	<p>This project proposes roll up doors similar to the Farmer's Market to help control weather conditions.</p> <p>The Plan identifies that a funding partnership would be required for this project.</p> <p>This was a higher priority for stakeholders. Staff recommend retaining this recommendation in the plan.</p> <p>A report to CSC is indicated in the appropriate year to examine the business case and design detail at that time.</p> <p>Staff recommend that this project remain (noting in the Plan that partnership funding is required as well as a subsequent report with the details of design etc.). Like any recommendation,</p>

			capital funding would be considered in the context of the entire 5-year capital budget in the appropriate year.
5.2.12 Create Park Boundary Delineation along the Eddie Seargent Parkway and north end boundary	4	3	<p>Although this project received support, staff have considered the input and recommend that the delineation of the park boundary be split into 2 projects:</p> <ul style="list-style-type: none"> A. North property boundary and; B. Eddie Sargent Parkway Boundary. <p>Private landowners north of the park requested delineation to limit encroachment and trespassing from the park onto private property.</p> <p>The City standard in identifying park boundaries is 6" x 6" pressure treated posts. This portion of the project can be completed in house.</p> <p>The demarcation of the boundary adjacent to the Eddie Sargent is part of the overall reconfiguration of the parking area and would be completed as part of the larger project.</p> <p>Staff recommend retaining this recommendation in the plan, splitting it into 2 projects, modifying the years and funding.</p>

5.2.13 Replace the central pedestrian bridge with vehicle rated structure over the stormwater management pond	3	4	<p>The current structure is not AODA compliant. Additionally, the bridge creates an issue for parks operations requiring vehicles and mowers to work in one half the park and then move through the parking lot, to the other section. This is an issue for events etc.</p> <p>Based on feedback, staff recommend removing this project from the Master Plan.</p> <p>The plan should however identify that the bridge will continue to be included in the City's engineering assessment of the bridges and culverts.</p>
5.2.16 Pave the waterfront trail section from Kelso Beach at Nawash Park to 3 rd Ave W at the entrance to Georgian Shores Marina	3	3	<p>Although support by Community Services was divided, the paving of the trail section is aligned with the City's Multi-Year Accessibility Plan and Recreation Trails Master Plan. The Plan envisions creating an accessible trail spine from the south (Mile Drive Trail) to the north end of the City. The City plans to submit this project for consideration in the appropriate year as a part of the City's capital budget process for Council consideration. At that time, the project would be considered in the context of the overall capital budget.</p> <p>An Accessibility Grant may be a possibility for this project as well</p>

			Staff recommend that this project remain in the plan and be considered through the City's Capital budget processes, conditional on grant support, in the appropriate year.
--	--	--	--

Analysis:

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 plans a minimum of every ten years.

Feedback received has been incorporated into the final Kelso Beach at Nawash Park Master Plan, included as Attachment 2.

Staff recommend Community Services Committee and Council approve the Kelso Beach at Nawash Park Master Plan and bring forward a bylaw to implement the recommendations detailed in the plan.

Financial Implications:

There are no new financial commitments detailed in this report. This report does recommend removal of certain projects and which will reduce the overall potential future capital need.

The financial impact of the draft plan was outlined in report [CS-22-147 Draft Kelso Beach at Nawash Park Master Plan](#).

Proposed capital costs in the draft plan will be contemplated through the City's normal Capital budget planning processes and will be presented to Council as recommendations at the appropriate time in the City's 5-year capital planning forecast.

Certain projects are identified as requiring funding, either through grants or partnerships.

Communication Strategy:

[CS-21-135 Kelso Beach Master Plan – Background and Proposed Approach to the Update](#)

[CS-22-112 Kelso Beach at Nawash Park Master Plan Public Engagement and Next Steps](#)

[CS-22-147 Draft Kelso Beach at Nawash Park Master Plan](#)

[CS-22-161 Kelso Beach at Nawash Park Master Plan Update – Comments on the Draft Plan](#)

[Our City](#) Public engagement platform

Three in-person Stakeholder Engagement Sessions

Draft Master Plan sent to Stakeholders on November 10 for feedback.

December 14, 2022, Community Services Committee presentation and engagement exercise

This Report

Final Draft plan with the changes recommended above are attached. The minutes from the January 25, 2023 meeting of CSC will be considered by Council on February 13. As requested by CSC, this will include a presentation similar to the December 14, 2022 CSC presentation.

Consultation:

Park Staff & Director of Community Services

Development Team

Community Services Committee

Owen Sound Rugby Club

Sydenham Sportsmen

Georgian Bay Folk Society

Owen Sound Minor Soccer

Owen Sound Ladies Slo Pitch League

Trisport Promotions

Attachments:

Attachment 1 - December 14, 2022, Community Services Committee
Dotmocracy outcome

Attachment 2 – Revised - Kelso Beach at Nawash Park Master Plan

Recommended by:

Adam Parsons, Manager of Parks and Open Space

Pam Coulter, Director of Community Services

Submission approved by:

Tim Simmonds, City Manager

For more information on this report, please contact Adam Parsons at
aparsons@owensound.ca or 519-376-1440 x 1221.

5.1 Cultural Heritage and Community												Committee Notes	
			Implementation Stream			Capital		Grant or Partnership Required	Deliverable			Support	Don't Support
	Recommendation	Rationale	Follow up Report Required	Operations	Administration	Funded 5 year capital (\$)	Projected Capital year 6-10 (\$)		Short (1-3 years)	Medium (3-6 years)	Long (7-10 years)		
5.1.1	Designate Kelso Beach at Nawash Park a Cultural Heritage Landscape	Kelso Beach at Nawash Park is an important landscape to local indigenous cultures, historically as a seasonal waterfront village and recently as the site of the Gitche Namewikwedong Reconciliation Garden. The property is also an important landscape for the settler community for community waterfront access, special events, local sports and as the site of the Gitche Namewikwedong Reconciliation garden.										6	0
5.1.2	Update the official Name of the Park to Kelso Beach at Nawash Park	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.										6	0
5.1.3	Encourage and support ongoing culturally appropriate programming at the Gitche Namewikwedong Reconciliation Garden	The Gitche Namewikwedong Reconciliation Garden Committee and the City have developed a positive partnership in the establishment of the Gitche Namewikwedong Reconciliation Garden. . 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										6	0
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.										5	0
5.1.5	Supply and install a flagpole proximate to the Gitche Namewikwedong Reconciliation Garden to fly the Suageen 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). Council has approved a 2023 capital project to install a flagpole in service of this request.				2023- \$8,000						6	0
	5.2 Amenities and Services											Committee Notes	
			Implementation Stream			Capital		Grant or Partnership Required	Deliverable			Support	Don't Support
	Recommendation	Rationale	Follow up Report Required	Operations	Administration	Funded 5 year capital (\$)	Projected Capital year 6-10 (\$)		Short (1-3 years)	Medium (3-6 years)	Long (7-10 years)		
5.2.1	North Washroom Repalcement	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.										5	0
	Desing/ Engineering					2024- \$25,000							
	Construction					2025 - \$100,000							
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.				2026- \$200,000						4	0
5.2.3	Internal Park Wayfinding signage and Park Map	include signage on ES bridge at existing south trail to pedestrian bridge indicating access to Kelso at Nawash, trails kiosk (recommended by trails master plan)					\$15,000-\$25,000					5	0
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.				2024 - \$50,000						3	0

5.2.5	Parking area improvements -	<p>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.</p> <p>The rationale for relocating and improving parking facilities would increase the number of parking stalls by 135 to 315 parking spaces.</p>					\$700,000-\$800,000	Min 50%				4	0
	Pedestrian Links over ditches from Lots 3 and 4												
	Pave Lot 1 (washroom)												
	Pave Lot 2 (Sportsfield)												
	Pave Lot 3 (Rail Line north of Main Entrance)												
	Pave Lot 4 (Rail Line South of Main Entrance)												
5.2.6	Decommission the Ball Diamond	Operations- No additional funding required										2	1
5.2.7	Gitche Namewikwedong Reconciliation Garden Area noise Abatement	<p>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.</p>					\$25,000-\$50,000	Min 50%				4	0
5.2.8	Amphitheatre Accessibility Improvements	<p>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.</p>					\$75,000-\$100,000	Min 50%				5	0
5.2.9	Support the establishment of a canteen and/or beach rental service	Support the availability of rental space for a canteen and/or beach rental service through Multi-Purpose Facility design.						Min 100%				3	2
5.2.10	Create Regulation Beach volleyball courts	<p>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.</p> <p>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</p>					\$50,000-\$60,000					4	1
5.2.11	Modify the Main Stage Pavilion to permit operation as an open air or closed facility	Install roll up doors at each opening to permit felxible operation of the pavilion as an indoor or open air facility.					\$100,000-\$150,000	Min 50%				3	2
5.2.12	Create Park boundary delineation along Eddie Seargent Parkway and north end boundary	Include this element when Parking area improvements are implemented					\$215,000-\$315,000	Min 50%				4	3
5.2.13	Replace central pedestrian bridge with vehicle rated structure over Stormwater Management Pond	<p>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.</p> <p>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.</p>					\$250,000, \$350,000	Min 50%				3	4
5.2.14	Construct Shade Sails in Strategic Locations	<p>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.</p>				2023- \$115,000						5	1

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.										7	0
	Main Stage Pavilion					2023 -\$57,500							
	South stage area and trail lighting					2027 - \$150,000							
	Central Event Area pedestals and Trail lighting and North Solar Trail lighting					2027- \$300,000							
5.2.16	Pave the Waterfront Trial section from Kelso Beach at Nawash Park to 3rd ave W at the Entrance to Georgian Shores Marina	Complete an accessible trails ribbon from the north end of Owen Sound to the South end terminating within Harrison Park.					\$60,000-\$80,000	Min 50%				3	3
	5.3 Park Operations											Committee Notes	
			Implementation Stream			Capital		Grant or Partnership Required	Deliverable			Support	Don't Support
	Recommendation	Rationale	Follow up Report Required	Operations	Administration	Funded 5 year capital (\$)	Projected Capital year 6-10 (\$)		Short (1-3 years)	Medium (3-6 years)	Long (7-10 years)		
5.3.1	Create an improved parks waste management strategy and implement a trial at for KNBP.	Starting with Kelso Beach at Nawash Park, create a trial for improve waste management in parks, including modern waste receptacles to prevent animal access, store higher volumes of trash between uses and trial recyling collection.					\$10,000-\$15,000					7	0
5.3.2	Develop an annual operations plan for Kelso Beach at Nawash Park including a beach maintenacne 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).										5	0
5.3.3	Create a tree planting plan	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.										5	0
5.3.4	Update building and structure conditon 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.					\$10,000-\$15,000					5	0
5.3.5	Remove Scrub trees and shrubs from the shoreline	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 the shoreline at Kelso Beach at Nawash Park, creating the potential for expanding the recreational beach area and views from the waterfront trail.										4	1
5.3.6	Improve and extend usability of the sportsfield with slot drainage	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.					\$35,000-\$45,000					6	1

[illegible]