

MINUTES OF THE REGULAR PARKS, RECREATION AND CULTURE COMMISSION MEETING  
HELD IN THE CONFERENCE ROOM, OF THE BOWEN PARK COMPLEX,  
ON WEDNESDAY, 2007-JUN-27, COMMENCING AT 7:00 P.M.

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PRESENT: Commissioner L. McNabb, Chair

Members:

Commissioner L. Avis  
Commissioner D. Burnett  
Commissioner J. Cameron  
Commissioner B. Dempsey  
Commissioner P. Field  
Commissioner D. Johnstone  
Commissioner S. Lance  
Commissioner L. Sherry  
Commissioner B. Sperling  
Commissioner A. Young

Absent: Commissioner L. Fraser

Staff:

R. Harding  
B. Meunier  
D. Stewart

J. Ritchie  
C. Connett, recording  
D. Lindsay

1. CALL THE OPEN MEETING TO ORDER:

The Regular Meeting was called to order at 7:00 p.m.

2. INTRODUCTION OF LATE ITEMS:

- (a) Commissioner Lance requested that median landscaping be added to Consideration of Other Business.
- (b) Commissioner Sherry requested that overflow parking at the Civic Arena site be added to Consideration of Other Business.

3. ADOPTION OF AGENDA:

It was moved and seconded that the Agenda be adopted. The motion carried unanimously.

4. ADOPTION OF MINUTES:

- (a) Minutes of the Regular Parks, Recreation and Culture Commission Meeting held Wednesday, 2007-MAY-23 at 7:00 p.m. in the Conference Room of the Bowen Park Complex.

It was moved and seconded that the Minutes be adopted as circulated. The motion carried unanimously.

5. PRESENTATIONS:

On behalf of the City of Nanaimo, the Parks, Recreation and Culture Commission presented certificates and medallions to the Provincial Champions "AAA" Boys Dover Bay Dolphins Basketball Team (16); and to the Western Canadian Champions Tier 6 Nanaimo Synchronized Swim Team (9).

6. DELEGATIONS:

It was moved and seconded that the Delegations be permitted to address the Commission. The motion carried unanimously.

- (a) Mr. Allan Davidson, Chair, Departure Bay Neighbourhood Association (DBNA), 2730 Elk Street, Nanaimo BC V9S 3T9, speaking to Commission regarding the implementation of recommendations from the Departure Bay Neighbourhood Plan.

Mr. Davidson advised that:

- he wished to provide the Commission with general information on the Departure Bay Neighbourhood Plan adopted by Council as part of the Official Community Plan in October 2006.
- the DBNA wants to begin implementing recommendations specific to Parks, Recreation and Culture.
- parkland in Departure Bay includes the Kin Park, Departure Bay beach, Centennial Park and water park, Sugarloaf Park, Wardropper Park, Woodstream Park; and the Kin Hut and Departure Bay Activity Centres.
- the DBNA wants to move forward with levelling the existing beachfront walkway that currently has a steep cross slope making it difficult for people with mobility issues, and making improvements to the beachfront lighting including replacing the existing lamp standards with ornamental ones at an estimated cost of \$300,000.
- the DBNA also wants to develop a park plan for Wardropper Park and develop a plan for the public lands along the beachfront.
- Wardropper Park is currently undeveloped and some residents do not even know it is a park; park signage and a plan to improve the park is needed.
- the development of a long-term plan for the public lands on the beachfront is needed regarding traffic flow, upgrading or replacement of the Kin Hut and improving the public washroom/change room facilities.

Commissioner Lance asked if the Departure Bay Neighbourhood Association would consider utilizing the Volunteer in Park program for improvements to Wardropper Park. Mr. Davidson replied that he is confident the community would participate in the improvements but fundraising may be difficult.

Commissioner Sherry noted that Woodstream Park is adjacent to a fish bearing stream so there may be limitations as to what can be done.

It was moved and seconded that the presentation be received. The motion carried unanimously.

- (b) Mr. Fred Taylor, 204 Emery Way, Nanaimo BC V9R 5Z8, speaking to Commission regarding the Proposed Park Zoning.

Mr. Taylor advised that:

- the proposed park zoning creates 3 park zones that reflect the levels of use of each type of parkland.
- this may be an ideal approach today but tomorrow there may be other park uses identified.
- he believes the greatest public concern is the protection of parkland.
- he suggested that there are 3 ways to acquire parkland – land held or acquired as dedicated parkland by bylaw; land held or acquired with a covenant on title; land held or acquired by fee simple ownership, by lease, by dedication at subdivision, etc; and that if a zoning map were to indicate parklands using the 3 methods of acquiring parkland, it would be easy to know the status of the parkland.
- Bowen Park is held for “public park purposes”; Westwood lake is another example.
- some parkland is missing on the Park Index listing such as Bowen West, Newcastle Island which has 6 acres owned by the City and parts of Westwood Lake Park.
- he noted that parkland no longer noted under a covenant can be sold; therefore, the lands at Westwood Lake that are held in trust should be listed and identified separately from the properties held under lease/purchase.
- the Parks, Recreation and Culture Commission must remain on guard in protecting Bowen Park and should not permit any portion of the Park to be used for the widening of Bowen Road.

It was moved and seconded that the presentation be received. The motion carried unanimously.

- (c) Mr. Fred Taylor, 204 Emery Way, Nanaimo BC V9R 5Z8, speaking to Commission regarding the Guidelines Establishing the Value of Rent for Lease/License Agreements to Non-Profit Societies.

Mr. Taylor advised that:

- the guidelines for Establishing the Value of Rent for Lease or License Agreements to Non-Profit Societies should not apply to parks dedicated by Bylaw and/or parks held or acquired with a restrictive covenant on the title such as Bowen Park and Westwood Lake Park.

It was moved and seconded that the presentation be received. The motion carried unanimously.

7. CHAIRMAN'S REPORT:

- (a) Letter from Mr. David J. Cullen, President, BC Seniors Games Society, to His Worship Mayor Gary Korpan, inviting Nanaimo to bid on hosting the 2009 or 2010 BC Seniors Games, referred to the Parks, Recreation and Culture Commission for consideration and recommendation.

It was moved and seconded that the correspondence be received. The motion carried unanimously.

8. REPORTS OF ADVISORY BODIES:

- (a) Parks Committee. Commissioner Field advised that no meeting was held.
- (b) Recreation Committee. Commissioner Lance advised that no meeting was held.
- (c) Cultural Committee. Commissioner Lance advised that a meeting was held on 2007-JUN-06; but a quorum was not present.
- (d) Athletic Commission. Commissioner McNabb advised that no meeting was held.
- (e) Grants Advisory Committee. Commissioner Burnett advised that no meeting was held.
- (f) Plan Nanaimo Advisory Committee. Commissioner Lance advised that two meetings have been held to review applications to change the Official Community Plan.
- (g) Social Planning Advisory Committee. Commissioner Johnstone reported that a meeting was held last week but there was nothing pertaining to Parks, Recreation and Culture Commission.
- (h) Port Theatre. Monthly report – May 2007.
- (i) Nanaimo Art Gallery. No report received.
- (j) Nanaimo District Museum. Monthly report – May 2007.

- (k) BC Seniors Games Committee. Commissioner Johnstone reported that Seniors Games planning is progressing on schedule.

It was moved and seconded that the Advisory Body Reports be received. The motion carried unanimously.

9. STAFF REPORTS:

- (a) Bid to Host the BC Seniors Games in 2009 or 2010.

Staff's Recommendation: That the Parks, Recreation and Culture Commission recommend that Council declines the offer to bid to host the 2009 or 2010 BC Seniors Games.

The BC Seniors Games involves approximately 3,500 participants age 55 and over competing in 23 sports/events over a four-day period. It is estimated that this event could have a \$2.2 million dollar economic impact on the community. Nanaimo is presently underway with plans to host the 2007 BC Seniors Games to be held in September and to commit to another BC Seniors Games within 2 – 3 years would put a strain on volunteer and community resources.

It was moved and seconded that the recommendation be adopted. The motion carried unanimously.

- (b) Proposed Park Zoning.

Staff's Recommendation: That the Parks, Recreation and Culture Commission approve the draft park zones for public review and that a public open house be hosted to receive input.

At the regular meeting of the Parks, Recreation and Culture Commission of 2006-JUL-18, the Commission approved the development of Park Zoning within City of Nanaimo Zoning Bylaw 4000 using the following processes:

1. Staff will review Zoning Bylaws of other BC cities and develop a draft Park Zoning Bylaw for Nanaimo.
2. Present the draft Park Zoning Bylaw to Parks, Recreation and Culture Commission and Plan Nanaimo Advisory Committee.
3. Host a public open house to receive community input for Commission's consideration.
4. Parks, Recreation and Culture Commission to make a recommendation to City Council.
5. Council considers recommendation; and if adopted a Zoning Bylaw amendment is given first and second reading.

6. A public hearing is held to provide Council with additional public input.
7. Bylaw amendment is given third reading and final adoption at Council.

The proposed Zoning Bylaw will create three new parks zones and three new definitions:

- 1) Parks, Recreation and Culture Zone One (PRC-1): The primary intent of this zone is to provide for the conservation and enjoyment of natural spaces within City parks. The zone will allow for recreational and educational uses that are compatible with the natural features within the park.
- 2) Parks, Recreation and Culture Zone Two (PRC-2): This zone will provide park areas which allow for organized and unorganized outdoor recreational activities. Parks within this zone shall include playgrounds, sports fields, and undeveloped parks with limited ecological value.
- 3) Parks, Recreation and Culture Zone Three (PRC-3): This zone recognizes the wide variety of uses which exist within the City's developed parks. The primary intent of this zone is to provide opportunities for organized recreational and cultural activities.

"Nature Park" - means use of lands, buildings, or structures primarily for conservation and enjoyment of natural areas. Uses can include boardwalks, trails, environmentally sensitive areas, nature centres, nature sanctuaries and the like.

"Community Park" - means use of lands, buildings, and structures for recreation including playgrounds, band shells, skateboard parks, canoe and kayak docks, boathouses, playfields, multi-purpose courts and the like.

"City Park" - means use of the lands, buildings, or structures for participatory recreation and cultural activities including recreational facilities, water slides, libraries, cultural facilities, golf courses, golf driving ranges, mini putt golf courses, assembly halls, horse riding stables, petting zoos, daycares and the like. This definition shall specifically include accessory uses of restaurant, office, retail, caretakers dwelling unit, commercial school, lounge and neighbourhood pub.

The proposed zones also recognize Parks, Recreation and Culture's traditional role in hosting special events within City parks. The temporary use of lands, buildings or structures for assembly will be permitted on all Parks, Recreation and Culture zoned lands in order to host special events.

Nature Parks will be permitted in all Parks, Recreation and Culture (PRC) Zones; 'Community Parks' shall be permitted in PRC-2 and PRC-3 zones; and 'City Parks' will only be allowed in the PRC-3 zone.

Commissioner Sherry stated he was concerned about the definition that includes neighbourhood pubs. Mr. Harding replied that this is to protect the license areas operated by non-profit groups and adheres to the Liquor Control Act regarding liquor

licenses within facilities. Mr. Dale Lindsay commented that this only applies to a very few properties and they would have to be associated with the recreation facility.

Commissioner Sherry asked how parkland is protected. Mr. Harding replied that disposition of land is separate from zoning and the Community Charter provides many more mechanisms prior to disposal of public land. Disposal of land is dependent upon how the land was acquired. Mr. Harding noted that zoning identifies the use of the property but does not change how the land was acquired or how it can be disposed.

Chair McNabb suggested that after public input has been received, a Commission seminar should be held to provide clarity on the topic.

Commissioner Dempsey asked how future easements would be handled. Mr. Lindsay noted that a higher level of government supersedes local Bylaws; and utilities are permitted in all zones. He advised that a Zoning Bylaw controls use, not the user. He stated that staff have reviewed the Zoning Bylaw in its entirety and support the report as presented because the use of land is clearly identified. In conclusion, he noted that Council controls the bylaw and it will be updated when new lands are acquired.

Mr. Harding advised that the draft report will be posted on the City website and a public open house will be held in September.

It was moved and seconded that the recommendation be adopted. The motion carried unanimously.

(c) Departure Bay Centennial Park Improvements.

Staff's Recommendation: That the Parks, Recreation and Culture Commission:

1. approve the removal of the Departure Bay Centennial lacrosse box; and further,
2. approve the development of a multi-purpose court on one tennis court; and,
3. direct staff to continue to work with the Departure Bay Neighbourhood Association and park users on park improvement options including trails, water park upgrades and the planting of shade trees; and provide options for the Commission's consideration.

The lacrosse box playing surface was built over poor subsurface conditions and will continue to settle and lift. In addition, the boards are rotting. Nanaimo Minor Lacrosse has advised that their focus is to increase the use of the Nanaimo Ice Centre; and use the Harewood and Bowen Park lacrosse boxes as their primary outdoor facilities. Therefore, there will be minimal formal use of the Departure Bay lacrosse box. Removal of the lacrosse box facility is estimated to be \$30,000. Removing it and replacing it would cost \$80,000 which is in the 2007 Capital Budget.

In January 2007, the Commission approved conducting a park improvement process including a public open house to gauge public perception to the removal of the lacrosse box and other park improvement ideas. The public, park user groups and the Departure Bay Neighbourhood Association were invited to an open house in on 2007-APR-12 from 3 - 7 p.m. A survey was conducted at the open house and most respondents said that they use the park to walk to the beach and other destinations; as well as for dog walking, the water park, to play baseball, for picnics, washroom and tennis play. Suggested improvements by the public included removing the lacrosse box and allocating funds and space for other park improvements, improving trail facilities, planting more shade trees, improving picnic facilities and the water park, hardening the parking lot and defining stalls, and adding a multi-purpose court and sand volleyball court.

Commissioner Sherry suggested that the multipurpose court walls should be high enough to accommodate lacrosse.

It was moved and seconded that the recommendation be adopted. The motion carried unanimously.

(d) Guidelines Establishing the Value of Rent for Lease/License Agreements to Non-Profit Societies.

Staff's Recommendation: That the Parks, Recreation and Culture Commission recommend that Council adopt the attached guidelines for establishing the value of rent for lease or license agreements to non-profit societies.

The City of Nanaimo has more than 30 lease/license agreements with non-profit societies that provide services to our community. These agreements can be for a variety of community services but the majority of the agreements are for organizations that provide parks, recreation and cultural services. Nominal rent may include operating and/or capital expenses associated with the land or improvements to be licensed or leased.

It was moved and seconded that the recommendation be adopted. The motion carried unanimously.

(e) Gallows Point Erosion.

Staff's Recommendation: That the Parks, Recreation and Culture Commission allocate \$130,000 in the Parks, Recreation and Culture Capital Budget (\$20,000 in 2008 and \$110,000 in 2009) for the design and extension of erosion control at Gallows Point.

At the 2007-MAR-28 meeting, the Protection Island Lions Club requested that the Parks, Recreation and Culture Commission consider an extension of the erosion control riprap program to protect the remaining exposed shoreline on the eastern edge of the Gallows Point property fronting the Museum. The Commission passed a motion requesting staff to prepare a report assessing the further erosion at Gallows Point as well as the need to extend the erosion control riprap.



The southeast foreshore of Gallows Point Park is very susceptible to erosion because it is composed of mine waste rock from coal mining activity. In 1998, high tides combined with high winds resulted in substantial erosion and recession of the bluffs along the foreshore. The City budgeted \$300,000 in the 5 Year Capital Plan for construction of erosion control but the area remained stable over the next 3 years, so the project was pushed back to 2005.

In the winter of 2003, high tides with wind storms resulted in further erosion, jeopardizing the foundation of the lighthouse keeper's cabin, which is the home of the Protection Island Museum. Council, at their 2003-JUN-23 meeting, allocated \$100,000 in the 2003 budget for remedial work to control shoreline erosion and protect the museum building. Consultants recommended that 30 metres of riprapping along the foreshore be completed to a 1 in 20 year storm design specification. The work was completed in the fall of 2003 and the area of unprotected bank was to be monitored for further erosion.

In April 2007, the site was inspected. Sand and jetsam was deposited up to the base of the bank, demonstrating that wave action reached to at least the toe of that bank in high-high tide. Some organic material had fallen from the top of the bank, indicating erosion had not been stopped. A comparison with pictures of the bank taken in 2003 confirmed that the bank continues to erode, though at a slow rate and further work is recommended.

It was moved and seconded that the recommendation be adopted. The motion carried unanimously.

(f) 2008 Cultural Capitals of Canada Project.

Staff's Recommendation: That the Parks, Recreation and Culture Commission request the Cultural Committee to develop an organization model designed to coordinate the 2008 Cultural Capitals of Canada project for the Parks, Recreation and Culture Commission's review and approval.

In 2005, the Parks, Recreation and Culture Commission directed staff, in conjunction with the Cultural Committee, to apply for a Cultural Capitals of Canada designation. After meeting with over 30 cultural organizations a grant proposal was developed involving approximately 20 cultural organizations in nine different events to be held throughout 2008. The application was submitted in March 2006. In June 2007, Nanaimo was designated a 2008 Cultural Capital of Canada and will be awarded approximately \$750,000 in funding towards the \$1,325,000 project. An organizational structure to coordinate multiple projects and to work with the numerous cultural groups needs to be developed because project preparation will commence in September.

Chair McNabb thanked the Culture Committee and former Commissioner Tang for their hard work preparing the application.

It was moved and seconded that the recommendation be adopted. The motion carried unanimously.

10. INFORMATION ONLY ITEMS:

(a) Community Special Events Staff Presentation (E. Williams).

Ms. Williams advised that her responsibilities include coordinating special events, outdoor space, field allocations and supervision of the outdoor/sport coordinator. She liaises with groups hosting tournaments, festivals and special events and assists them with the logistics involved including arranging for garbage pick up, toilets, barricades, etc. Ms. Williams provided an overview of the Sport and Cultural Tourism Strategy and how it relates to her position. She commented that the special event kit has been very helpful to groups; but more equipment is needed.

Ms. Williams advised that she has been liaising with groups to determine what the capacity is for hosting events and what economic value is generated. In July 2006, over 53,000 people used outdoor facilities for festivals and tournaments.

Commissioner Dempsey asked if the City receives payment from the organizations hosting the tournaments and if the public has to pay to attend. Ms. Williams replied that there is a fee structure for field/facility rentals and typically the public do not pay to attend special events.

Commissioner Cameron asked if this initiative is connected with Economic Development. Ms. Williams replied that there is a connection but Economic Development market externally whereas the Parks, Recreation and Culture Department help and encourage local organizations to host events that will bring people to the City.

(b) Monthly Report from Mr. J. Ritchie, Manager of Parks.

(c) Monthly Report from Mr. B. Meunier, Manager of Recreation and Culture Services.

Distributed an overview of the Cultural Capitals of Canada designation awarded to Nanaimo. Mr. Meunier advised that four lifeguards performed a life saving rescue at Beban Pool last week when a patron suffered either a heart attack and/or stroke.

It was moved and seconded that the Parks, Recreation and Culture Commission send a letter of appreciation to the lifeguards involved in the rescue at Beban Park on 2007-JUN-20. The motion carried unanimously.

It was moved and seconded that the Information Only Items be received. The motion carried unanimously.

11. CORRESPONDENCE: (Information Only)

- (a) Letter received from Ms. Leslie Currie, Administrator, Nanaimo Conservatory of Music, to Mr. Larry McNabb, Chair, Parks, Recreation and Culture Commission, expressing appreciation for the Cultural Event Fund Grant.

- (b) Letter received from Ms. Sharon Wheatley, Fundraising Chair, Island Bel Canto Singers, to Mr. Larry McNabb, Chair, Parks, Recreation and Culture Commission, expressing appreciation for the Cultural Operating Grant.
- (c) Bowen Park Seniors Board of Director's meeting minutes of 2007-JUN-01.

It was moved and seconded that the Correspondence be received. The motion carried unanimously.

12. NOTICE OF MOTION:

13. CONSIDERATION OF OTHER BUSINESS:

(a) Median Landscaping.

Commissioner Lance noted that median plantings are a component of the Parks, Recreation and Culture budget and years ago the Commission adopted a motion that only river rock was to be used; however, recently many medians are being planted with trees and shrubs which increase maintenance costs. She asked if Council provides additional funding for the maintenance of the trees. Mr. Harding advised that capital project budgets show increased operating costs and are reviewed by Council. If the project is approved, Finance adds those operating costs to the Department budget.

(b) Parking at the Civic Arena.

Commissioner Sherry asked if the temporary overflow parking lot at the Civic Arena site will be open during special events. Mr. Ritchie advised that the user groups are given keys to manage the parking lot and it is up to them to open the area.

(c) Cycling Routes.

Commissioner Dempsey noted that the Waddington Road resurfacing is finished but no cycling route has been identified. Mr. Harding advised he would look into this.

14. BUSINESS ARISING FROM DELEGATIONS:

- (a) Mr. Allan Davidson, Chair, Departure Bay Neighbourhood Association, 2730 Elk Street, Nanaimo BC V9S 3T9.

It was moved and seconded that the request from the Departure Bay Neighbourhood Association regarding implementation of recommendations from the Departure Bay Neighbourhood Plan, be referred to the Parks Committee for review and consideration. The motion carried unanimously.

15. UNFINISHED BUSINESS:

It was moved and seconded that Unfinished Business Items (b) Departure Bay Centennial Park Improvement Process and (c) Erosion Control at Eastern Edge of Gallows Point, be removed. The motion carried unanimously.

CURRENT UNFINISHED BUSINESS:

- (a) Nanaimo Christian School Request for Joint Use of Holland Road Park – referred to Parks Committee for consideration in Spring 2007.
- (b) Long Term use of the Duck Pond parking lot in relation to the new alignment of the Millstone Side Channel – Staff report to Parks Committee.
- (c) Implementation of recommendations from the Departure Bay Neighbourhood Plan - referred to the Parks Committee.
- (d) Cultural Capitals organizational model – referred to Cultural Committee.

16. QUESTION PERIOD:

- (a) Mr. Fred Taylor asked about using evergreen trees in the medians so that they would be green all year long. Mr. Harding replied that it is difficult to find evergreens that don't overgrow and create visibility problems.
- (b) Mr. Davidson asked if the Wardropper Park plan could go forward this year rather than next year. Mr. Harding replied that Mr. Davidson needs to contact Ms. Kirsty MacDonald, Parks and Open Space Planner, to discuss hosting a VIP meeting.

17. ADJOURNMENT:

It was moved and seconded at 8:45 p.m. that the meeting terminate, with the next Meeting of Commission to be held Wednesday, 2007-JUL-25, commencing at 7:00 p.m. in the Conference Room of the Bowen Park Complex; and,

With the next meeting of the Cultural Committee to be held Wednesday, 2007-JUL-04, commencing at 4:00 p.m. in the Conference Room of the Bowen Park Complex; and,

With the next meeting of the Recreation Committee to be held Wednesday, 2007-JUL-11, commencing at 4:00 p.m. in the Conference Room of the Bowen Park Complex; and,

With the next meeting of the Parks Committee to be held Thursday, 2007-JUL-12, commencing at 4:00 p.m. in the Conference Room of the Bowen Park Complex.

The motion carried unanimously.

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L. McNabb, Chair  
Parks, Recreation and Culture Commission

CERTIFIED CORRECT:

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R. Harding, Director  
Parks, Recreation and Culture