

# Draft Maffeo-Sutton Park Master Plan Update



# Table of Contents

<b>1</b>	<b>Introduction</b>	<b>1</b>
1.1	Overview	2
1.2	Brief First Nations History	3
1.3	Recent History of Maffeo Sutton Park and the Study Area	5
1.4	Phase I Park Improvements--Spirit Square	8
<b>2</b>	<b>Plan Overview, Context and Process</b>	<b>11</b>
2.1	Policy Context	12
2.2	Planning Process	13
2.3	Public Consultation and Input	14
<b>3</b>	<b>Understanding The Site</b>	<b>21</b>
3.1	Location and Zoning	22
3.2	Existing Site Uses and Facilities	22
3.3	Existing Use Agreements	23
3.4	Utilities	23
3.5	Archaeology	23
3.6	Geotechnical and Contamination	24
3.7	Park Access and Transit	24
3.8	Pedestrian and Cycling Circulation	24
3.9	Parking	24
3.10	Park Lifespan	25
3.11	Site Analysis, Issues and Opportunities	25
<b>4</b>	<b>Master Plan Concept</b>	<b>27</b>
4.1	Vision for the Park	28
4.2	Site Planning Goals and Principles	28
4.3	Schematic Site Plans	29
<b>5</b>	<b>Built Facility Planning Directions</b>	<b>33</b>
5.1	Overview	34
5.2	Built Facilities	34
5.3	Amenity Building Project	35
5.4	Emerging Opportunities and Directions	37
<b>6</b>	<b>Open Space Planning Directions</b>	<b>39</b>
6.1	Overview	40
6.2	Vehicular Site Access	40
6.3	Pedestrian and Bike Circulation	40
6.4	Festivals and Events	41
6.5	Youth Areas and Specialized Amenities	41

6.6	Park Maintenance	42
6.7	Park Signage and Wayfinding	42
6.8	Plantings and Vegetation Management	43
6.9	Green Spaces	43
6.10	Water Access Points and Swy-a-Lana Lagoon	43
6.11	Heritage and Art	44
6.12	Site Servicing	44
6.13	Commercial Ventures and Food Services	45
6.14	Parking Facilities	45
6.15	Queen Elizabeth Promenade	45
6.16	Georgia Park	46
<b>7</b>	<b>Plan Implementation</b>	<b>47</b>
7.1	Overview	48
7.2	Partnerships and Collaboration	48
7.3	Early Implementation	49
7.4	Longer Term Actions	51
	<b>Appendices</b>	<b>53</b>
A	Maffeo Sutton Master Plan Surveys 2012/15	
B	2008 Maffeo Sutton Park Improvement Concept & Phasing Plan	
C	3 Preliminary Concepts for 2008 Plan, Options 1, 2 and 3	
D	3 Concepts for the 2016 Plan Shared at Open Houses	
E	Maffeo Sutton Trail Counter Statistics	
F	Downtown Nanaimo Public Parking Locations	
G	Historic Aerial Photos	
	<b>List of Maps</b>	
MAP 1	Study Area	
MAP 2	2008 Vision, Currently under review with Spirit Square outlined	
MAP 3	Spirit Square and Event Amenities	
MAP 4	Existing Conditions	
MAP 5	Park Lifespan	
MAP 6	Park Inventory & Analysis	
MAP 7	Schematic Vision for Maffeo Sutton Park	
	<b>Figures</b>	
Fig 1	Maffeo Sutton Park - The Last 150 Years	
Fig 2	Georgia Park Concept	

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Community special events have become a fixture in Maffeo Sutton Park and along the downtown Nanaimo waterfront.

# 1 Introduction

- 1.1 Overview
- 1.2 Brief First Nations History
- 1.3 Recent History of Maffeo Sutton Park
- 1.4 Phase I Park Improvements - Spirit Square



Fireworks, celebrations and events are popular in Maffeo Sutton Park and along Nanaimo's harbour.



The Harbourfront Walkway is Nanaimo's most popular trail.

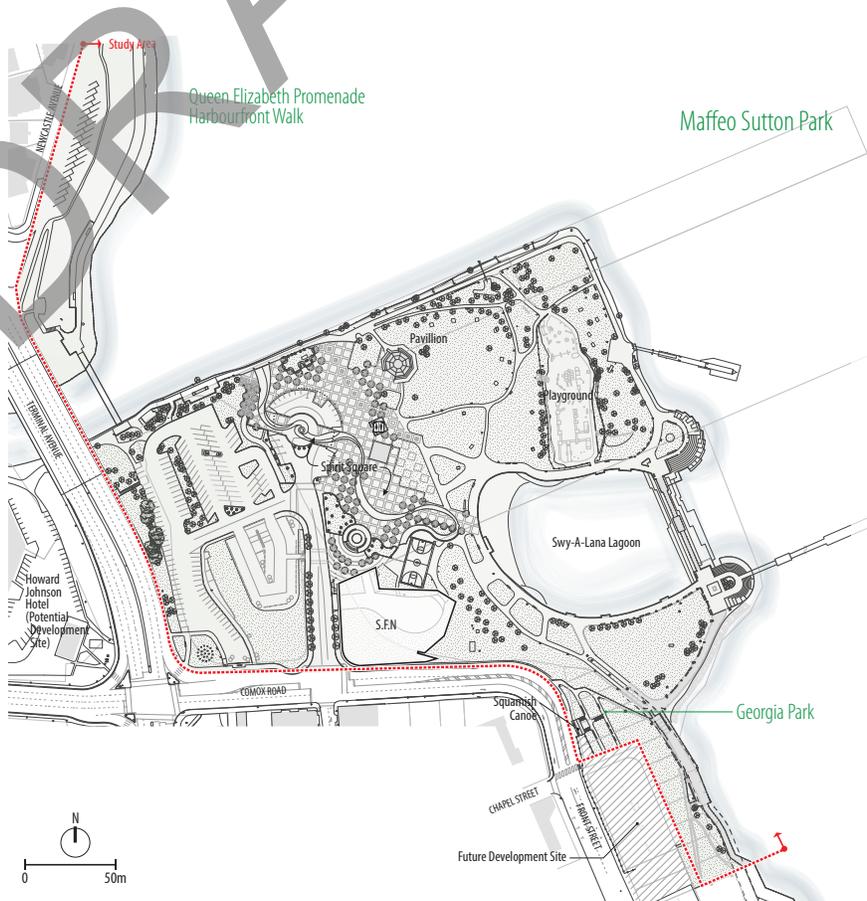
## 1.1 Overview

Maffeo Sutton Park is Nanaimo's premier waterfront public open space. Both residents and visitors enjoy the park throughout the year due to its many amenities and panoramic harbour views.

Currently, over 160 groups use the park yearly for large special events and the park is enjoyed by thousands of people daily in all seasons. As Nanaimo continues to grow in population and as a tourist destination, this park usage is likely to continue to increase. Maffeo Sutton Park is a relatively young park and was not designed for many of its' current uses. A Maffeo Sutton Park Improvement Plan was developed in 2008 with significant public input to guide park development. Following the plan adoption, the Maffeo Sutton Park Spirit Square opened in 2009 and was the first phase of park improvements.

However, since 2008, 2.3 acres of property at 150 Comox Road has been added to Maffeo Sutton Park and the downtown context of the park has changed. Therefore, City Council initiated an improvement plan update in 2012 to ensure that future phases of the plan are consistent with the City's Strategic Plan Update and current community needs.

Map 1 below illustrates the current park study area. The study area is further described in Section 1.2 - Brief History of Maffeo Sutton Park.



Map 1 - Study Area

## 1.2 Brief First Nations History

Maffeo-Sutton Park is within the core traditional territory of the Snuneymuxw First Nation (SFN), a Central Coast Salish people whose territory extends from the vicinity of Boat Harbour in the south; to North of Neck Point; Gabriola Island and other small islands to the east; and the Nanaimo River watershed (Boas 1889; Bouchard 1992; Duff 1953-1956 in Bouchard 1992; Snuneymuxw First Nation 2004).

The Snuneymuxw were descended from Mount Benson or the sky (Snuneymuxw elders in Littlefield 2005). The size of the local groups varied; some local groups had their own winter villages, while others had adjacent houses in the same winter village (Suttles 1990:464).

The Snuneymuxw maintained settlements at Nanaimo Harbour, Departure Bay and on Gabriola Island; moving belongings and house boards between the settlements depending on the seasonal availability of resources. A village is also known to have existed along the banks of the Millstone River. Today, there are two known archaeological sites along the Millstone River (one in Maffeo Sutton Park and one adjacent to it).

Millennia Research Limited prepared an **Archaeological Impact Assessment Report** for Maffeo Sutton Park in 2008 and provided the information in this section of the report.

### Millstone River Village

Specific reference to a village on the Millstone River is found in both the historic and ethnographic literature. Littlefield (2005) reports that several maps produced in support of coal operations between 1854 and 1862 show an “Indian village”, “Indian Hut” or “Indians” on the banks of the Millstone River. These include an 1854 map showing a village on the north bank of the Millstone and a map based on an 1859 survey which indicates an “Indian Hut” on the south bank. An 1860 plan of the Newcastle Townsite by F.W. Green for the public sale of lots on the north side of the river indicates the presence of an “Indian House” on the southern bank of the river. An 1864 chart of Nanaimo Harbour also indicates the location of an “Indian House” on the south bank.

Bouchard’s (1992) interviews with Emily Manson and Chester Thomas revealed additional information regarding the Millstone River village. Emily Manson indicated that a village was situated at the river and that Snuneymuxw people fished the Millstone. Chester Thomas relayed information he had learned from Snuneymuxw elder Albert Wesley. Albert Wesley identified the area as the site of a small village, with a single longhouse on the south side of the river mouth. The river was noted as a good coho location (Bouchard 1992). Although coho may stay in fresh water for up to a year before moving to the ocean, this reference suggests the village was probably occupied at least during the coho spawning season between late October and January.



A Snuneymuxw First Nation celebration during Aboriginal Day / festivals in the park.



An archaeological Impact Assessment was completed as part of the spirit square development in 2008.



Truck-mounted auger drilling an archaeological test hole in Maffeo-Sutton Park during Spirit Square construction.



Historical artifacts found in constructing the Spirit Square in 2008.

Littlefield (2005) also reports information regarding the Millstone River area. Elder Bill Seward's father knew of the village, and Snuneymuxw member Anderson Tommy knew a story associated with the petroglyph (DhRx-31) associated with the river. The story relates to a loon and a duck who struggled for food. The duck acquired spiritual power from the river and its rocks and was thereby able to prevail over the loon. Littlefield (2005) suggests that the story indicates that ducks were an important resource of the river area; a suggestion consistent with a late fall-winter occupation.

### Historical Setting

Intensive direct contact between Snuneymuxw and Euro-Canadians followed the discovery of coal in the Nanaimo area and the establishment of the Hudson's Bay Company (HBC) post. The Snuneymuxw, and to a lesser degree other Native people in the area, played an integral role in the development of the HBC coal operations. It was Snuneymuxw Chief Che-wich-i-kan who informed HBC officials of the presence of coal in the Nanaimo area in 1850. The company claimed the coal beds in 1852 and Joseph McKay was charged with the development and management of the HBC operations, under the direction of James Douglas.

The base for the HBC operations was established between Wharf and Commercial Streets and included a warehouse, a high fence, a log wharf and bark insulated huts. The Bastion, the only remaining extant feature of the facility, was constructed a short time later (Barraclough 1979). In 1854, miners and their families arrived from England aboard the Princess Royal (Norcross 1979) and, although non-company institutions were established under the direction of the HBC, Nanaimo remained a company town until 1862. In response to increasing settlement pressure and the company's interest in the land, James Douglas, Chief Factor of the Hudson's Bay Company, wrote to the home office stating that he had negotiated a treaty with the Snuneymuxw in 1854.

The historical data relating to the Millstone River suggests that the village was likely occupied in 1854. The village is the subject of a Specific Claim filed in 2002 with the federal government. The Specific Claim alleges that the village, burial sites and enclosed fields should have been protected by the 1854 treaty. In 1862 the ownership and management of the coal operations changed from the HBC, which had strong colonial ties, to the privately owned Vancouver Coal Mining Company. It is around this time that the majority of Snuneymuxw moved or were moved to their main reserves, although as noted above, a Native occupation was maintained in the project area as late as 1864.

### Archaeological Setting

Archaeological work conducted near Maffeo-Sutton Park was during 2005 and 2006, when archaeological site DhRx-101 was investigated during the demolition of the Nanaimo Foundry, and remediation of the underlying and surrounding soils on the Foundry property (Eldridge, et al. 2007; Owens 2006). Archaeological work was also conducted in Maffeo Sutton Park for the construction of the Spirit Square in 2008-2009.

The work in Maffeo Sutton Park was conducted in conjunction with geotechnical and environmental testing. A total of eighteen test holes were excavated with a truck mounted auger in August 2008. Of those tests, seven in the same general location were positive for archaeological material: two tests had intact midden, one test had disturbed midden above

probable intact midden, and four had disturbed midden deposits. The midden deposits were assigned archaeological site number DhRx-105.

Archaeological monitoring was also completed throughout construction of the Spirit Square. Several items were discovered during construction including fauna remains, “wool” dogs and over 300 artifacts or tools.

### 1.3 Recent History of Maffeo Sutton Park and the Study Area

Maffeo Sutton Park has developed over the last 65 years into Nanaimo’s destination urban waterfront park. Most of the parkland was acquired by the City of Nanaimo throughout the 1960’s with the development of Maffeo Sutton Park occurring in the late 1960’s and early 1970’s. The park is named after Pete Maffeo and Joseph Sutton. Maffeo was Nanaimo’s Mayor between 1956 and 1967, and was also an avid sportsman. Joseph Sutton was a long time City employee who was also a sportsman.

Figure 1 outlines the development of Nanaimo’s Parks and Recreation system over the last 150 years and shows the context of the development of Maffeo Sutton Park. Prior to the site being a park, the area was industrial with a Foundry, tannery, sawmill, gas station and ship building company. The Civic Arena also occupied the site from the 1930s through 2006 and was a recreational focus of the downtown core.

When the park and public greenspace was first developed, much of the waterfront area was filled to extend the shoreline and allow room for a putting green golf course. In 1982, Swy-a-lana Lagoon was constructed by the Nanaimo Port Authority, enlarging the park even more. Soon after its completion, the Harbourfront Walkway was also constructed. In the mid 1990’s the putting green was removed and replaced with the Lion’s Pavilion and additional public green space.

The initial opportunity for improvements to Maffeo Sutton Park resulted from the New Nanaimo Centre Referendum process in 2004, removal of the Civic Arena, and construction of the Nanaimo Ice Centre on Third Street. As part of an agreement with Millennium Development Corporation (formerly Triarc International Inc.), the company agreed to purchase the development site at the foundry and adjacent property (2.3 acres). This land was not developed as planned and it remained City property.

The original Maffeo Sutton Park Improvement Plan was developed in 2008 with significant public input. The Maffeo Sutton Park Spirit Square opened in 2009 and was the first phase of park improvements.

Since 2008, the 2.3 acres of property at 150 Comox Road (formerly zoned for mixed use residential development and held in agreement with the Millenium Development Corporation) have been added to Maffeo Sutton Park. Several major development applications have also been proposed adjacent to the park and new partnership opportunities have arisen. Therefore, City Council initiated an improvement plan update to ensure that future phases of the plan are consistent with the City’s Strategic Plan Update and community needs.



View of Maffeo Sutton Park in 1979.



View of Maffeo Sutton Park in 1982.



View of Maffeo Sutton Park in 2006.



View of Maffeo Sutton Park in 2015.

Figure 1 - The Last 150 Years

MAFFEO SUTTON PARK CHRONOLOGY	DECADE	PARKS AND RECREATION CHRONOLOGY
<ul style="list-style-type: none"> <li>• 1854 HBC operates a sawmill on Millstone River</li> <li>• 1888 Nanaimo Foundry opens</li> </ul>	1850 - 1900	
<ul style="list-style-type: none"> <li>• 1938 Plebiscite about public spending to construct Civic Arena</li> <li>• 1940 Grand opening of Civic Arena</li> <li>• 1944 &amp; 1948 City acquires Georgia Park</li> </ul>	1930 - 1960	<ul style="list-style-type: none"> <li>• 1931 City acquires Bowen Park</li> <li>• 1953 Beban estate acquired</li> <li>• 1958 Centennial Building opens</li> </ul>
<ul style="list-style-type: none"> <li>• Plans to develop park and marina uses along the Nanaimo Harbour are considered by City Officials</li> </ul>	1960's	<ul style="list-style-type: none"> <li>• 1964 Kinsmen Pool opens</li> <li>• 1967 Bowen Complex opens</li> </ul>
<ul style="list-style-type: none"> <li>• 1974 City plans to develop Millstone River area into a public park. Development of Maffeo Sutton Park begins.</li> </ul>	1970's	<ul style="list-style-type: none"> <li>• 1975 City of Nanaimo amalgamates with local improvement areas</li> <li>• 1976 Frank Crane Arena, Beban Pool and Beban Social Centre open</li> <li>• 1977 Bowen Complex Addition</li> </ul>
<ul style="list-style-type: none"> <li>• 1984 Swy-A-Lana Lagoon opens</li> </ul>	1980's	
<ul style="list-style-type: none"> <li>• 1990's Harbourfront Walkway expansion</li> <li>• 1990's Special events begin to be held in Maffeo Sutton Park</li> </ul>	1990's	<ul style="list-style-type: none"> <li>• 1991 City assumes ownership of Beban Park</li> <li>• 1994 Cliff McNabb Arena opens</li> <li>• 1996 Parkway Trail opens</li> <li>• 1998 Port Theatre opens</li> </ul>
<ul style="list-style-type: none"> <li>• 2004 Referendum held over building the Nanaimo Conference Centre, and Ice Centre and removal of the Civic Arena</li> <li>• 2006 Demolition of Civic Arena</li> <li>• 2007 Nanaimo Foundry site demolished</li> <li>• 2008 Development of the Maffeo Sutton Park Spirit Square and initial improvement plan begins</li> <li>• 2009 Spirit Square opens at Maffeo Sutton Park</li> </ul>	2000's	<ul style="list-style-type: none"> <li>• 2001 Nanaimo Aquatic Centre opens</li> <li>• 2006 Nanaimo Ice Centre opens</li> <li>• 2008 Oliver Woods Community Centre opens</li> <li>• 2008 Vancouver Island Conference Centre (VICC) open</li> <li>• 2008 Nanaimo District Museum opens in VICC</li> </ul>
<ul style="list-style-type: none"> <li>• 2012 Maffeo Sutton Park Improvement planning continues</li> <li>• 2014 Hilton Hotel / Insight Development applies for rezoning</li> <li>• 2015 SFN Business Plans begin for Newcastle Island and Cliff Street property</li> <li>• 2015 Howard Johnson Hotel announces redevelopment concepts</li> <li>• 2017 Nanaimo Waterfront Walkway Planning</li> </ul>	2010's	<ul style="list-style-type: none"> <li>• 2010 Community Public Art Plan adopted</li> <li>• 2015 Beban Park Master Plan adopted and Core Development Concepts emerge.</li> </ul>
<p>Some adjacent properties have been included in the Study Area for the Maffeo Sutton Master Plan (see Study Area Map 1). These are outlined below.</p>		

### Georgia Park

Georgia Park (located at 18 Front Street) was the first public waterfront access point in downtown Nanaimo. The land was purchased from the Gyro Club and Native Sons of Nanaimo in the 1940s and was dedicated as a City park in 1948. The property is very steep with a flat walkway bridge. A **Conditional Assessment for Maffeo Sutton Park** was completed by Herold Engineering in 2014 and the walkway was assessed as

needing some attention and improvements. A **Preliminary Geotechnical Assessment** was also prepared by Tetra Tech in 2014. The property has been included in the Maffeo Sutton Park study area due to its proximity and interrelated access and issues.

### Queen Elizabeth II Promenade

Named in honour of Queen Elizabeth II who visited Nanaimo in 1951, this was the first section of the Harbourfront Walkway and consists of a paved, multi-use trail. The promenade is legally road right of way and has been included in the Maffeo Sutton Park study area due to its proximity and interrelated access and issues.

### Swy-a-Lana Lagoon

The saltwater lagoon was designed and constructed in the early 1980s by the Nanaimo Port Authority and was then turned over to the City of Nanaimo. It was the first of its kind in Canada. The lagoon is a central feature of the park and was intended as a marine habitat feature as well as a park architectural feature with a small beach. When the lagoon first opened, swimming was not encouraged but the beach has since become a popular park feature.

The saltwater lagoon flushes daily with the tides and water levels are controlled by a structural weir. The connection to the ocean is formed by a series of concrete intertidal step pools.

After over 35 years of use and proximity to the marine environment, the lagoon is starting to show some wear. A **Conditional Assessment for Maffeo Sutton Park** was completed by Herold Engineering in 2014 and looked at the structural integrity of the lagoon. It identifies some spalling, cracking and deterioration of the lagoon structure as well as some issues with the waterwall mechanical system.

A **Swy-a-Lana Lagoon Preliminary Marine Habitat Assessment** was completed by Aquaparian Environmental Consulting Ltd in 2013 to survey and assess the underwater habitat in the lagoon. A variety of species from the surrounding harbour are present in the lagoon including a rare form of oyster. A number of improvements to the underwater habitat of the lagoon were also suggested in this report. Follow-up water oxygenation tests by Aquaparian Environmental Consulting Ltd also confirmed that shutting off the cascading water walls would not affect water quality or oxygenation levels.

### Snuneymuxw First Nations (SFN)

Another adjacent property is shown inside of the study area but is only referenced for future collaboration and context purposes. The properties located at 50 Comox Road and 100 Cliff Street will be transferred to the SFN at a future date (see Study Area Map 1). These properties were the former site of the Nanaimo Foundry (removed in 2006) and are known to have archaeological significance. With permission from the SFN, during construction of the Spirit Square in 2009, the properties were surfaced to blend with the park as an interim use. An agreement was set in place to use the properties for park use and for maintenance of the properties to be carried out by the City of Nanaimo for the time being. Future uses and development of this site are being contemplated by the SFN leadership.



Georgia Park is included within the current study area.



Swy-A-Lana Lagoon is included within the current study area.



Opening Ceremony for the Spirit Square during Canada Day celebrations July 2009.



Maffeo Sutton Park is supported by the community. Over 100 people participated in a community plant-out in the Spirit Square to complete the landscaping in spring 2009.

### 1.4 Phase 1 Park Improvements - Spirit Square

The Maffeo Sutton Spirit Square officially opened July 2009. Map 2 illustrates the 2008 Vision for Maffeo Sutton Park and outlines the location of the Spirit Square. It is a large multi-purpose plaza for special events, enhanced park access, improved routes for pedestrians, cyclists, physically challenged, as well as service and emergency vehicles. The project cost \$3.3 million to construct and was partially funded with a grant from the Provincial Government. The City was also awarded grants for completing a new access point at Cliff Street and for park planting through TD Green Street.

Since opening, the Spirit Square and overall park have been venues for over 160 annual special events (big and small) such as:

- Marine Festival
- Dragon Boat Festival
- Blues Festival
- Kraft Celebration Tour
- Silly Boat Regatta
- Hometown Hockey
- Fund Raisers
- Olympic Torch Relay
- Teen Fest
- Aboriginal Days
- Snowbirds



Many features of the Spirit Square are unique to Nanaimo and are not found in other urban parks in North America (See Map 3). These features were integrated after consultation with event groups. The unique features include:

- A myriad of underground services
- 63 tent tie-downs
- Potable water at street tree grates
- Drop down bollards
- 15 and 30 amp power at street tree grates
- A “shoreline” paving feature that highlights the original shoreline and fill zones
- Custom catch basin covers that highlight the phases of the moon
- Easy access kiosks with additional event power
- LED light standards
- A public art gallery wall
- A sani dump for vendors
- Banner hangers to facilitate event signage



Tent tie-downs are located throughout Spirit Square to facilitate tent set-up and reduce the need for sandbags.



Map 3 - Spirit Square and event amenities



Power and potable water hook-ups are located throughout Spirit Square in removable tree grate discs to facilitate events set-up and reduce the need for stringing power cords across the plaza.



Public art gallery wall included in the Spirit Square.



The shoreline paving features in the Spirit Square follow the original shoreline of downtown. Catchbasins in the Spirit Square highlight phases of the moon and tides.

Several background and construction studies were completed for the Spirit Square construction. The studies necessitated several boreholes as well as soil and groundwater samples throughout the park. Environmental and archaeological monitors were also on site during Spirit Square construction. Studies and background research included:

- An **Archaeological Impact Assessment** by Millennia Research Ltd. (2008)
- An **Environmental Assessment and Management Plan** by EBA Engineering Consultants Ltd. (2008)
- An **Environmental Investigation for Potential Contamination** by EBA Engineering Consultants Ltd. (2008)
- A **Human Health and Risk Assessment** by EBA Engineering Consultants Ltd. (2008)
- A **Geotechnical Assessment** for the site by EBA Engineering Consultants Ltd. (2008)

These studies are available for future reference.

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2012 birdseye view of Maffeo Sutton

## 2 Plan Overview, Context and Process

- 2.1 Policy Context
- 2.2 Planning Process
- 2.3 Public Consultation and Input



Continuation and expansion of waterfront parks and walkways are a priority in Nanaimo's Corporate Strategic Plan Update.



Saysutshun / Newcastle Island Marine Provincial Park Business Plan is being developed.

## 2.1 Policy Context

Several current policy documents guide planning and corporate decision-making within the City of Nanaimo.

### City of Nanaimo Corporate Strategic Plan Update (2016 - 2019)

Council's updated Strategic Plan outlines five capital priority projects and five community values. Nanaimo's public waterfront and the waterfront walkway are identified as a capital priority. Similarly, the core values of economic health, environmental responsibility, social equity, cultural vitality and active lifestyle can all be found in the improvement planning for Maffeo Sutton Park.

### Waterfront Walkway Implementation Strategy - 2017

A vision for walkway development from Departure Bay to the estuary is being developed. Maffeo Sutton Park is a key location along this linear trail.

### Parks, Recreation & Culture Master Plan

Parks Recreation and Culture Master Plan was completed in 2005 to identify current and future requirements related to the provision of leisure services in the City.

Through the public input process for the plan, waterfront parks were the item that ranked highest in public satisfaction (67% satisfied). Waterfront parks and trails, however, continue to be of great interest. The public suggests that additional waterfront parks and continued trail development are also the most needed in terms of new and improved facilities, followed by arenas, and environmentally sensitive areas. The Master Plan suggests "seeking opportunities to acquire key waterfront properties and access to ocean shoreline as public open space whenever possible" to continue to grow on our popular waterfront park resource.

### Saysutshun / Newcastle Island Marine Provincial Park Business Plan

A business plan for this Provincial Park is being developed in partnership between the SFN, Province of BC, and City of Nanaimo. The plan identifies several key priorities for development and economic gain for the Provincial Park and properties at Comox Road/Cliff Street. It also outlines the key physical, experiential and cultural roles that Maffeo Sutton Park plays in linking Nanaimo to the island.

### Community Plan for Public Art

Nanaimo's Community Plan for Public Art began in 2008 as a Legacy Project under the Cultural Capital of Canada Program and was adopted by City Council in May 2010. The plan was developed through a community planning process involving a number of artists, art managers, neighborhood representatives and members of the public. It identifies the benefits of public art in the urban fabric, Nanaimo's vision for public art, and goals for implementing public art projects in the future - including on the waterfront.

### Cultural Plan for a Creative City

This 2014-2020 Cultural Plan for Nanaimo was developed to provide guidance and outline actions to continue to build on culture and the arts as a driver in our community and contributor to our sense of place. The plan outlines Maffeo Sutton

Park and the walkway as a community asset and contributor to our sense of place. It also identifies the need for a purpose built and designed outdoor performance space in Maffeo Sutton Park.

## 2.2 Planning Process

The process to update the Maffeo Sutton Park Master Plan was completed in four stages as outlined below:

### Stage 1:

Review Existing Conditions of Sites and Public Feedback on Existing Plan and Improvements (Completed 2012)

### Stage 2:

Assess Priorities for Park Use and Improvements. (Completed 2013)

- Staff met with several park stakeholders to assess successes of the improvements to date and future needs and visions for the park
- A public survey was conducted in the park during summer events and on busy weekends. The survey was also available online and was completed by over 1000 people. The survey inquired about park strengths weaknesses and future directions. A summary of the survey findings is attached as Appendix A
- An open house was held in Maffeo Sutton Park

### Stage 3:

Plan Preparation (Completed 2015)

- Compiled survey results, stakeholder input and site characteristics
- Drafted park improvement options based on input, site opportunities and constraints
- Presented to Parks and Recreation Commission for review and approval, to have the draft improvement options and schematic framework reviewed by the public
- Conducted a park improvement participatory idea flag display for public input
- Hosted public open houses and surveys

### Stage 4:

Draft Plan Review and Adoption

- Draft plans were modified and summarized from public review
- The final plan and summary is being presented to City Council for consideration
- The City website has been updated with information about the process as a communications tool to distribute planning documents and surveys. In addition, the radio, Facebook, Twitter, TV, newspapers and site signs have been used for communication about the process
- The Snuneymuxw First Nation has been informed and involved throughout the planning process to ensure collaboration, respect of cultural values and that options work with SFN's short and long term plans



Several public surveys and input sessions were conducted to receive input into the park planning process. (2008, 2012, and 2015).



Park signs (as well as social and traditional media) advertised the many methods to participate in park planning engagement.



On-site signage (big and small) advertised the ongoing park improvement process and opportunities to get involved and give input.



Participatory idea flag displays were set up on park bridges to establish a community dialog about park improvements.

## 2.3 Community Consultation and Public Input

The Maffeo Sutton Park Master Plan Update was prepared with significant public input and community consultation. Public and stakeholder input is key to understand how the public uses and values the park and to assess priorities for park use and improvements.

The following summarizes the key public engagement methodologies and findings. Detailed summaries and meeting notes are also available upon request.

### Public Surveys

The survey for the subject properties were posted on the City's website and available in hard copy at planning events and community centres. Survey responses were received in both 2012 and 2015.

Surveys were advertised in local papers, in the park (through on-site signage), in facilities (posters), Facebook, Twitter, local radio, newspaper articles, PRC newsletter, on-hold messaging and the City of Nanaimo website.

Copies of the public input sessions and surveys are available in Appendix A with full summaries available upon request. Parking and food vendors were specifically targeted with questions in 2015.

### Input Sessions

Three public input sessions were held for initial input in 2012. Hundreds of people attended these sessions and discussed the issues and their park vision with staff. The open houses were advertised in the paper, through on-site signage, Facebook, Twitter and on the radio.

Two additional open houses were held in the summer of 2015 to share and review the three concept options and schematic framework with the public. Feedback at these open houses was shared through discussions with staff, post-it-note stickies, and comment sheets.

### Participatory Idea Flags

Plastic flags were strung along three park bridges in Maffeo Sutton Park over the summer of 2015. With each flag display, instructions and pens were available. Over the course of the summer, over 1000 unique ideas were written by the public on the flags. This forum for public input proved to be very interactive with people commenting on the ideas of others and became a community dialog along the Waterfront Walkway. Flags were changed out on a regular basis to allow for new, fun, interactive canvasses for public input. A summary of the feedback is available upon request.

### Snuneymuxw First Nations

A dialogue with key members of the SFN was open throughout the planning process. Staff met with leaders on several occasions to discuss park improvement ideas, cultural uses and significance of the park, and links to ongoing SFN initiatives such as the Saysutchen/Newcastle Island business plan. Collaboration and integration with adjacent site development (such as 50 Comox Road/100 Cliff Street) has also been discussed. Many partnership opportunities exist throughout the park in both the short and long term. Opportunities for improved cultural interpretation and sharing have also been discussed.

This ongoing dialogue and partnership exploration will be key long term and as improvements are implemented.



Participatory idea flag displays were set up on park bridges to establish a community dialogue about park improvements.



Community input was an essential part of the planning process.



Several park improvement options were presented and considered at public input sessions in 2012 and 2015.



During the planning process there has been widespread community participation and dialogue with the public.

## 2.3 Community Consultation and Public Input (cont'd...)

### Stakeholder Interviews

Key stakeholders such as event groups, neighbourhood associations and community organizations were invited to have focussed interviews about the park improvements. The following outlines the findings:

GROUP	MAIN ISSUES AND CONCERNS
Nanaimo Port Authority	<ul style="list-style-type: none"> <li>Seamless Harbourfront Walkway</li> <li>Communication re: park improvements</li> </ul>
Nanaimo Lions Club	<ul style="list-style-type: none"> <li>Maintaining Lions Pavilion, Lions Great Bridge and Lion's Wall</li> </ul>
Howard Johnson Hotel	<ul style="list-style-type: none"> <li>Development plans for hotel site</li> <li>Public parking available at the hotel for public use</li> </ul>
Insight Holdings	<ul style="list-style-type: none"> <li>Construction coordination</li> <li>Integration of hotel and public space - semi-public spaces</li> </ul>
Former Nanaimo Economic Development Corporation (NEDC)	<ul style="list-style-type: none"> <li>Integrating with greater festival planning and greater tourism plans</li> </ul>
Former Downtown Nanaimo Business Improvement Association (DNBIA)	<ul style="list-style-type: none"> <li>Wayfinding and signage to downtown and parking.</li> </ul>
City Staff--Parks Recreation & Environment	<ul style="list-style-type: none"> <li>Keeping the park beautiful, easy to maintain and accessible for everyone</li> </ul>
City Staff--Bylaws and RCMP	<ul style="list-style-type: none"> <li>Additional signage regarding park rules and regulations</li> </ul>
BC Parks	<ul style="list-style-type: none"> <li>Maintain access to Newcastle Island through the park</li> </ul>
Department of Fisheries	<ul style="list-style-type: none"> <li>Enhancing habitat along the Millstone River (especially for juvenile salmon)</li> <li>Providing more public education about Swy-A-Lana Lagoon and the underwater life to public</li> </ul>
Brechin Neighbourhood Association	<ul style="list-style-type: none"> <li>Park is jewel of Nanaimo and why many chose area to live</li> <li>Onstreet parking in neighbourhood on event days is a problem, more bylaws and shuttles for events</li> <li>Expand kayak launch by Yacht Club and more water access points</li> <li>Overnight camping and drugs in park a concern</li> </ul>
Mental Health Society	<ul style="list-style-type: none"> <li>Suggest making park entrance stronger</li> </ul>
Marine Festival	<ul style="list-style-type: none"> <li>Want to be in Maffeo long-term</li> <li>Need more power by Frank Ney statue</li> <li>Want water - outdoor shower and water stations for drinking along waterfront</li> <li>Maintain drop-off zone/access on Cliff Street</li> <li>Not enough handicapped parking/access during event</li> <li>Suggest boat ramp at park and more water access points</li> </ul>
Nanaimo Rotary Club	<ul style="list-style-type: none"> <li>Potential for future partnerships in public space near playground</li> </ul>

## 2.3 Community Consultation and Public Input (cont'd...)

### Key Findings

From the public input, several recurring themes and ideas about the site became apparent. Recurring themes from the public input included desires to:

#### Park Entrance

- Make the park visible and inviting from the highway and Comox Street
- Make connections and circulation clear with way finding signage at parking lot

#### Swy-a-Lana Lagoon

- Concerns about the aesthetics of the lagoon
- Opportunities to open up the beach and better connect to the Spirit Square
- Opportunities to utilise the lagoon and beach more for recreation, events and habitat enhancement

#### Parking

- Improve way - finding to alternate offsite parking including downtown parkades and the Howard Johnson Hotel
- Work with transit to maintain and increase park connections

#### Trail Connections and Expansion

- Strong desire to have trail connections established up Millstone River to Bowen Park and overflow parking options. This came up as the highest priority action in the surveys
- Strong desire to continue to improve and extend the Waterfront Walkway

#### Washrooms and Amenity Building

- Concern that the current washrooms don't fit with park layout (feel in the way since they were to be removed in 2008 Spirit Square designs)
- Interest to increase facilities and modernise with family-style facilities and for additional washroom facilities along the walkway

#### Bicycles

- Conflicts identified between mobility challenged people and cyclists
- Desire to make downtown cycle routes more clear through signage, education and enforcement
- Desire to encourage cycling to Maffeo Sutton Park in a safe manner



Increased access to & use of Swy-A-Lana Lagoon and its' beach was requested through the public input process.



New washroom facilities were among the top requested improvements.



Desires to improve and maintain a destination playground at Maffeo Sutton Park were expressed through the public process.



The park offers many options for outdoor enthusiasts. Additional youth facilities were requested through the public process.

## 2.3 Community Consultation and Public Input (cont'd...)

### Docks and Access to the Water

- Desire to add options for people to touch the water and not just look at it

### Programming

- Desire for additional programming and activities during all seasons

### Playground

- Desire to maintain a destination playground for families in the park
- Strong desire for upgrades to the surfacing and equipment
- Desire for some spray elements to be incorporated

### Youth

- Appreciation of the basketball court and desire to have other options for youth activities

### Performance and Event Space

- Concerns that the bandstand is underutilized and does not suit the needs of performers or audiences
- Desire of new performance space (permanent or temporary) for main stage events

### Water Fountains and Outside Shower

- Desire to increase the number of water fountains available along the walkway
- Desire for outdoor shower in Maffeo Sutton Park

### Vendors

- Mixed input about vendors. Respondents want opportunities to purchase food in the park, but while some want many small vendors, others want a nice restaurant and patio seating. Concern was expressed about the current current eatery options

## 2.3 Community Consultation and Public Input (cont'd...)

### Public Art

- Desire to continue and expand public art displays in Maffeo Sutton Park and along the walkway

### Newcastle (Saysutchen)

- Desire to better connect physically, visually and experientially to Newcastle
- Desire to have better signage for ferry terminal and options for pickup / drop off

### Signage and Regulations

- Concerns that park directional and regulation signs are unclear
- Desire to have more interpretive signage for tourists and cultural and heritage interpretation



The park hosts many displays of public art that are popular with all ages.



Connections to Newcastle Island through the park have been a theme from the Snuneymuxw First Nations as well as in the public input.

DRAFT



View of the Waterfront Walkway and Queen Elizabeth II Promenade

## 3 Understanding The Site:

- 3.1 Location and Zoning
- 3.2 Existing Site Uses and Facilities
- 3.3 Existing Use Agreements
- 3.4 Utilities
- 3.5 Archaeology
- 3.6 Geotechnical and Contamination
- 3.7 Park Access and Transit
- 3.8 Pedestrian and Cycling Circulation
- 3.9 Parking
- 3.10 Park Lifespan
- 3.11 Site Analysis, Issues and Opportunities



This park landmark is a statue of Frank Ney, long standing mayor, character and ambassador of the city.



Canada Day is celebrated in the park by thousands of people each year.

### 3.1 Location and Zoning

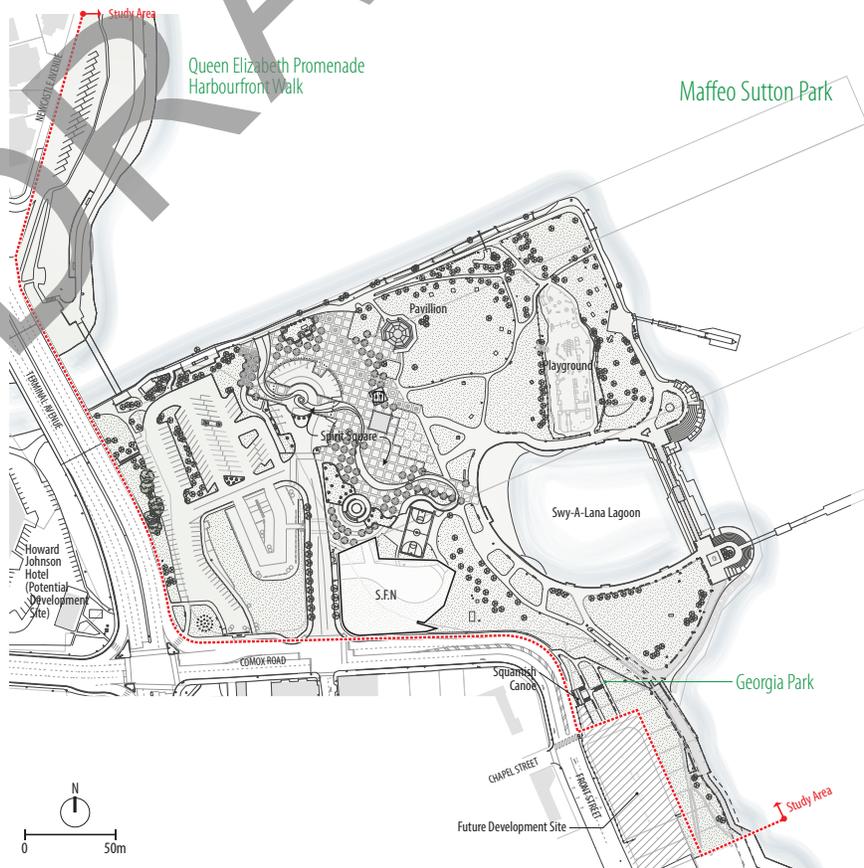
Maffeo Sutton Park is located at the entrance to Nanaimo's downtown and is also a gateway to the Nanaimo waterfront. The park is addressed as 48,50,68,70 and 72 Comox Road and is easily accessible from Terminal Avenue.

The park is zoned PRC-3 which allows for a wide range of community recreational uses.

The properties at 100 Cliff Street and 50 Comox Road which will be transferred over to the SFN are zoned DT12 which allows for gateway uses with active street frontages and mixed use buildings.

### 3.2 Existing Site Uses and Facilities

Map 4 below outlines the existing park conditions. The park is heavily used all year in a passive way and by organized events and activities. Primary park features include the playground, public art, Lions Pavillion, Swy-a-lana Lagoon, Spirit Square, picnic facilities and seating, parking, washrooms, basketball court, folk fest flags, crab dock, Newcastle Ferry dock, trees, and trails.



Map 4 - Existing Conditions

### 3.3 Existing Use Agreements

The City of Nanaimo owns most of the park as fee simple land holdings. Two parcels are licensed by the City of Nanaimo for park purposes in conjunction with the Nanaimo Port Authority.

The City operates and maintains the park, however, a number of short term contracts and licenses are set up with event groups that book the park and vendors who set up within the park.

As noted in Section 1.3, a use agreement is also in place to use the SFN properties at 100 Cliff Street and 50 Comox Road for park use with maintenance by the City of Nanaimo until the land is transferred to SFN for future development.

### 3.4 Utilities

There are many significant utilities running through Maffeo Sutton Park.

The RDN's sewer trunk line is aligned through the west and south portions of the park and under the Georgia Park bridge. This large sewer line also connects to a pumping station located along the Millstone River.

Water, electrical, storm, gas, irrigation and sewer lines also snake throughout the park. A number of new utilities were included in the construction of Cliff Street in 2008 and stub to various locations for future site development. A myriad of utility lines snake under the Spirit Square and provide the necessary power and water for events and future park needs and development.

Communications technology has also been added to the Spirit Square and the park is now a hotspot.

Detailed maps showing the as-built utility layers are available.

### 3.5 Archaeology

As noted in Section 1.2 and 1.4 of this report, there are some locations of known archaeological significance within the park. Future construction work must take these into account and monitor for additional findings. More information is available in **An Archaeological Impact Assessment by Millennia Research Ltd. (2008)**.



The park is located in one of Canada's most beautiful and busy harbours.



Electrical facilities are one of the primary utilities in the park.



The Silly Boat Races are a popular annual weekend event hosted in the park. The bridge that these spectators are standing on is over 35 years old and has some surface issues in need of repair.



This fish bike rack is located in the centre of the park and encourages people to ride their bike to the park.

### 3.6 Geotechnical and Contamination

As noted in Section 1.4 of this report, about half of this park is a fill site with unknown geotechnical substrate. Due to its proximity to the ocean, liquefaction is also a geotechnical issue in the park. The park also has a recent industrial heritage and past studies have uncovered some pockets of contamination. Future construction work must take these into account and monitor for additional findings. More information is available in the many studies prepared by EBA Engineering Consultants Ltd in 2008 for the Spirit Square project (see Section 1.4).

### 3.7 Park Access and Transit

The primary vehicular access to the park is off Cliff Street. This road was built in 2008 with partial funding from the Federal Government. The road was designed to accommodate emergency vehicles and tour buses, as well as regular park users. One regional transit stop is available to access the park on Comox Road.

### 3.8 Pedestrian and Cycling Circulation

Pedestrians can access the park from a number of locations including Terminal Ave, Front Street, Newcastle Ave, and the Harbourfront Walkway.

Cycling is permitted on the Queen Elizabeth II Promenade but not on most of the Harbourfront Walkway. Cycle routes through Maffeo Sutton Park are marked to lead cyclists up to the designated bike route on Front Street.

Bike racks are located throughout the park to encourage people to travel to and from the park through alternative means of transportation.

### 3.9 Parking

There are currently 172 parking stalls (gravel and paved) at Maffeo Sutton Park. Several of these are universally accessible. In addition, motorcycle parking is available. Prior to 2008, there were only 150 stalls in the park.

Off Newcastle Avenue there are another 24 paved stalls and several on-street spaces adjacent to the Queen Elizabeth Promenade. Park parking is free for up to three hours of use.

As illustrated in Appendix G, there are also parking opportunities in the downtown core totalling over 2000 stalls and some of these are free for public use on event weekends.

### 3.10 Park Lifespan

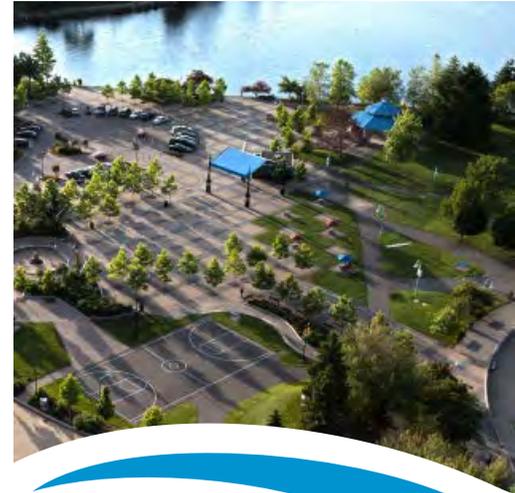
Many of the park amenities are at the end of their lifespan. Map 5 identifies amenities that require asset renewal or will need asset renewal in the near future. These items can be maintained and/or replaced through asset management planning but also open up opportunities to re-imagine elements of the park and be replaced in a new way. Each amenity has had an engineering or staff assessment to determine its' life expectancy and condition.

### 3.11 Site Analysis, Issues and Opportunities

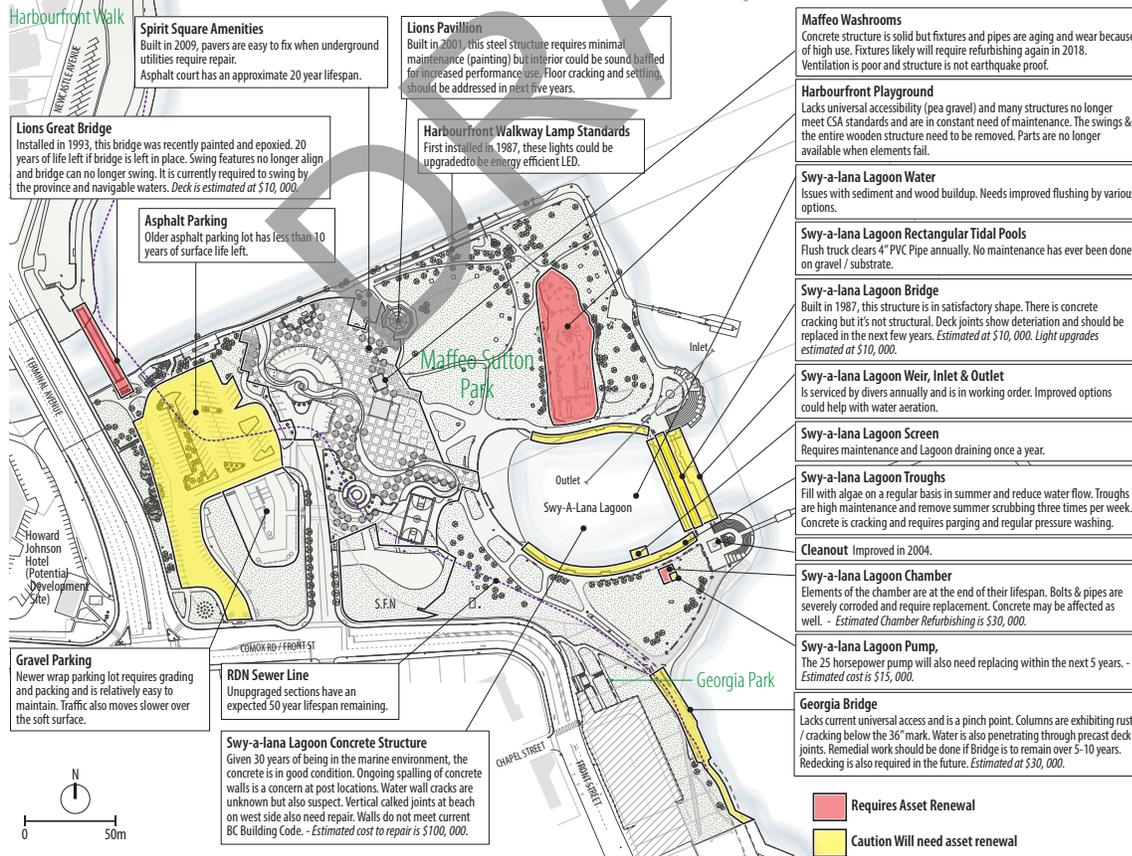
Map 6 summarizes the site analysis carried out for this project.

The park has many amenities that work for everyday and community festival use. There are locations for viewpoints and rest areas toward the harbour as well as trail options. The park is well covered with public art and heritage features.

In addition to some of the aging infrastructure, constraints identified include some



This aerial shot shows the Spirit Square, constructed in 2009. This is one of the newest park amenities but many other older park features are nearing the end of their life.



Map 5 - Park Lifespan



View of the Snuneymuxw First Nation site at 100 Cliff Street/50 Comox Road.

pinch points, steep banks, areas of archaeological significance and utility locations. Despite the options to visually access to the water, there are limited locations for the public to actually touch the water's edge.

A number of opportunities have emerged through this process. These include:

- Collaboration with SFN in their development of 100 Cliff Street and 50 Comox Road, interpretive efforts in the park, and to improve connections to Newcastle (Saysutchen) Island
- Collaboration with other community partners such as the Rotary Club of Nanaimo
- Improving habitat quality along the water's edge of the park
- Increasing accessibility and habitat quality of Swy-a-Lana Lagoon
- Better connecting the park to the downtown core, transit, and extended park and trail systems



Map 6 - Park Inventory & Analysis



Maffeo Sutton Park 2016

## 4 Master Plan Concept

- 4.1 Vision for the Park
- 4.2 Site Planning Goals and Principles
- 4.3 Schematic Site Plans



Improving public amenities in the park is a project goal.



Enhancing the park for special events is still a focus of the current Maffeo Sutton Master Plan Update.

## 4.1 Vision for the Park

Through the planning process and public input, a vision statement was developed. The vision statement will act as a guide to decision-making regarding the future development and management of Maffeo Sutton over the next 20 years.

### Vision:

Maffeo Sutton Park is a dynamic city-wide and regional destination for recreation, waterfront access and special events. It is Nanaimo's premier waterfront park and will continue to provide high quality park facilities and trails, act as a downtown and waterfront gateway, and host events and community gatherings for years to come.

## 4.2 Site Planning Goals and Principles

The following park improvement goals were developed during the 2004 referendum and are still valid for park improvement plans today:

- Enhance key park features such as performance spaces, play spaces and waterfront access
- Maintain existing amount of parking stalls and enhance access to the park
- Improve pedestrian and multi-use circulation routes
- Improve public amenities in the park
- Enhance the park for special events and public use
- Increase public open space along the waterfront
- Add historical and industrial interpretation within the park
- Include a phasing plan to maintain access through development

More recent considerations for the site also include reviewing the changing downtown context, collaborating with First Nations and considering the natural environment.

## 4.3 Schematic Site Plan

### Former Site Plans

The 2008 Maffeo Sutton Park Improvement Concept (See Appendix B). As part of the 2008 design process, three conceptual sketches were developed for the park. These are included in Appendix C and were entitled Vistas, Waterfront Works and the Shore. Following public and stakeholder input, the best ideas of all three concepts were taken, combined, and developed into the 2008. Only phase 1 (the Spirit Square) of this plan was implemented, however, the goals of the original plan and many elements of the original plan are included in the current schematic park vision.

### 2016 Schematic Site Vision

Map 6 outlines an overall summary of the schematic site vision for Maffeo Sutton Park. This layout depicts all the existing park features (to be maintained and improved), as well as new facilities to be developed in the coming years. This plan is intended as a flexible framework to guide future park development and is based on the project goals and vision.

1. Spirit Square - The Spirit Square is the park's primary event location and staging area. This location could benefit from increased year round programming and activities. Furthermore, if the existing washroom building is rebuilt elsewhere on site as originally designed, it would open up more space for vehicular set up and emergency vehicles.
2. Informal greenspace - Unprogrammed open grassy areas can be utilised for informal use and visual greenspace.
3. Children's play and picnic area - The playground is at the end of its life and will be updated with new equipment and safety surfacing. Partnerships are developing to create a new playground and picnic area in conjunction with project partners. Theming of the playground could reflect First Nations' influences as well as nautical themes. The playground will appeal to children ages 2-12. The playground will also feature a new trail system to better connect to the adjacent picnic area, Newcastle Ferry Dock, Swy-A-Lana Lagoon and the existing park washrooms and parking lot.
4. Potential amenity building - A new expanded washroom building for everyday and event use. This building could be integrated with food services, storage, mechanical and multi purposes space.
5. Enhanced access points to the ocean - Steps as well as new pier structures and beaches could be added in many locations along the Harbourfront Walkway to allow physical access to the water. Regrading of the Swy-a-Lana Lagoon retaining wall will also facilitate beach access and accessibility.
6. Enhanced shoreline ecology / naturalization - Rip-rapped edges (above and below the waterline) could be enhanced to improve shoreline habitat quality.
7. Improved Lions Pavilion - In order to make this performance space more usable, work could be done to baffle internal sound within the Lions Pavilion and improve sightlines to and from the pavilion. A purpose built permanent or temporary performance space could also be considered.
8. Expanded youth area - Skateable park features and informal youth play/hang-out space could be integrated into urban plaza spaces.



Improvements to the Lions Pavilion could improve performance quality and viewing atmosphere.





- |   |   |   |
|---|---|---|
| 1 Spirit Square                               | 10 Cliff Street traffic calming and pedestrianization     | 18 Future potential community greenspace  |
| 2 Informal greenspace                         | 11 Expanded shoreline feature                             | 19 Bike parkway   |
| 3 Improved children's play & picnic area      | 12 Improved parking area / structure                      | 20 Continued expansion & widening of waterfront walkway for pedestrians & multi-use |
| 4 Potential amenity building                  | 13 Improved transit stop                                  | 21 Potential Relocate Spirit Square Tent  |
| 5 Enhanced access points to ocean             | 14 Enhanced park entrance node                            | 22 Potential Habitat Island   |
| 6 Enhanced shoreline ecology / naturalization | 15 Slope utilization for seating / viewing                |   |
| 7 Improved Lions Pavillion                    | 16 Enhanced connections to downtown                       |   |
| 8 Expanded youth area                         | 17 Enhanced connection to Millstone Greenway / Bowen Park |   |
| 9 Naturalized Swy-a-lana Lagoon               |   |   |

MAP 7 Schematic Vision for Maffeo Sutton Park

9. Naturalized Swy-a-lana Lagoon - Plantings and new rock formations (both above and below the waterline) can be added to lagoon walls to increase habitat potential and soften this concrete feature.
10. Cliff Street traffic calming and pedestrianization - Cliff Street and its pedestrian crossings could be made to slow down park traffic and make cars secondary over pedestrians.
11. Expanded shoreline feature - The shoreline paving feature could be continued through new park phases to demarcate the original shoreline of downtown Nanaimo.
12. Improved parking areas - Existing parking locations could be reconfigured for greater efficiency of use. A mixed use parking structure could also be considered adjacent to Comox Road.
13. Improved transit stop - The transit stop could be friendlier and better integrated into the park to encourage use.
14. Enhanced park entrance node - Gateways into the park could include welcoming signage and create a sense of arrival.
15. Slope utilization for seating / and have viewing - Park slopes are currently under-utilized. Future terracing and safe access to the slopes could create an amphitheatre-like space to facilitate seating and harbour viewing.
16. Enhanced connections to downtown - Gateways and direct routes into the downtown core could be clearly marked to encourage flow between the waterfront and the downtown.
17. Open lawn area / informal green space - Large, open grassy areas can be programmed for both formal event use/large scale gathering and informal uses.
18. Future potential community green space - Large, open grassy areas can be programmed for formal event use/large scale gathering and informal uses.
19. Bike parkway - A new multi-purpose trail is suggested to safely connects cyclists and pedestrians from the Queen Elizabeth II Promenade to the Front Street designated cycle route and potential future walkway expansion.
20. Continued expansion and widening of the water front walkway - As new building opportunities and rebuilding projects occur, where possible, widen the trails to facilitate increased trail use and multiple uses.
21. Spirit Tent relocation - The Spirit Tent could be moved from the Spirit Square to another location within the park.
22. Potential Habitat Island - In the location where sediments are accreting, and if future dredging of the Millstone estuary does not occur, added sediments and vegetation could create a small habitat island and urban beach feature.



Enhancing Swy-a-Lana Lagoon and making the beach larger and more accessible is part of the schematic vision. The wall in this picture is a barrier to the water.



New and improved walkways will be built to a minimum 6m standard to facilitate increased use (like this example in South East Flase Creek, Vancouver).



### Build Out Plans

The schematic site vision is intended to be flexible and may be built out in a variety of ways. Build-out will depend on political will, partnership opportunities and funding. Three concept designs were developed during preparation of this Master Plan with assistance from PWL Landscape Architecture to show potential build-out. The three concepts are attached in Appendix D.

New waterfront access points can enhance Nanaimo's waterfront by allowing both visual and physical access. These access point examples are in Vancouver (above) and Kelowna (below).





Maffeo Sutton Park Washrooms

## 5 Built Facility Planning Directions

- 5.1 Overview
- 5.2 Built Facilities
- 5.3 Amenity Building Project
- 5.4 Emerging Opportunities and Directions



View of two built park facilities - the Lions' Pavilion and washrooms.



View of the Spirit Tent adjacent to permanent and portable toilets.

## 5.1 Overview

Although the primary focus of Maffeo Sutton Park is its' expansive open space, built facilities are important park assets. Built facilities make the park more usable and comfortable. Existing and future built facilities are detailed in the following chapter.

## 5.2 Built Facilities

### Lions Pavilion

The Lions Pavilion was built in 1996 in a partnership between the City of Nanaimo and Nanaimo Lions Club to accommodate the growing special events along Nanaimo's waterfront. The metal building and surrounding grass area can accommodate an audience of about 500 people. The pavilion is very multi-purpose and is used for seasonal, formal and informal events, however, there are also some common complaints about the structure. For instance, during evening events, spectators are seated looking into the sun. Structural posts can also limit event set up. And, a sound baffling system was part of the initial structural design but was not installed. Therefore, some musical groups do not like the acoustics of the structure.

Relocating the Lions Pavilion to another site in the park was considered in 2008 but did not advance. A significant cost of the structure's installation was spent underground to meet geotechnical and structural requirements.

Recently, a virtual sound buffer has been established around the Lions Pavilion for events. Music may not get higher than 75 decibels within a 40m radius of the pavilion. This has been set up to ensure the enjoyment of all park users and neighbours. Improvements to the Lion Pavillion are being recommended in plan implementation.

### Spirit Tent

The blue Spirit Tent was installed in the park in 2009 during Spirit Square construction. The idea of a shelter was a requirement of the City of Nanaimo's grant funding through the Province of BC. This fabric tent was designed to be an open multi-use space that can also accommodate event trucks driving through the structure. The structural framework of the tent is reminiscent of the beams and structural framework of the former Nanaimo Foundry. The Spirit tent posts are equipped with power hookups and conduit for future security systems. A series of interpretive signs wrap the posts.

While the tent does get used for formal and informal events, it is primarily a walk through space and wind and weather conditions can interfere with the shelter use. Relocating the Spirit Tent to another location in the park has been considered in the Schematic Site Vision.

## 5.2 Built Facilities

### Washrooms

Washrooms are an essential facility in public parks. The Maffeo Sutton Park washroom is currently one of only two permanent washrooms along the waterfront walkway and is extremely well used 24 hours a day and all year round.

Special event groups bring in banks of portapotties for public use during special events, but the existing flush washrooms remain a popular park amenity, at all times.

The current concrete block washroom was built in the 1960s and the building shell remains structurally sound. Because of the high volume of use, interior fixtures are updated every three years. In recent years, murals and hanging baskets have been added to the facade to improve washroom aesthetics.

When the Spirit Square was designed in 2008, configurations assumed the removal of the existing washroom building and rebuilding of a new “amenity” building adjacent to the Spirit Square near Cliff Street. Utilities were stubbed to allow for construction.



Concrete block existing washrooms and mural.

### 5.3 Amenity Building Project

In 2010, the City of Nanaimo engaged Carscaden Architecture Ltd. to assist in the design of a new washroom and amenity building in Maffeo Sutton Park. This was intended to be a replacement building for the existing aging park washrooms and was also intended to help alleviate some of the challenges in the park including event washroom set up, lack of storage, event storage facilities, park refuse and ongoing issues with vendors. This new building was to be located adjacent to the Spirit Square near Cliff Street.

A number of locations were considered and several building concepts were developed. For each concept, the following program was applied:

#### Amenity Building Program

- 2400 square feet
- Triple the existing female washroom facilities (about 12 stalls with baby changing station)
- Double the existing male washroom facilities (about 4 stalls and 4 urinals and baby changing station)
- Potential for portioned washroom facilities (can be opened seasonally for events)
- Building efficiencies to be equivalent to those of LEED silver
- Modern, hands-free, barrier free design
- Event storage facilities (minimum 400 square feet with shelving) for chairs, tables, barricades, event signage etc.



Location of the 2010 planned amenity building and accessible fishing pier. Utilities are present in this area to facilitate construction.



The amenity building program was to include refuse and storage facilities. Currently, they are in the park in a temporary fashion (above and below.)



- Janitorial storage (small area with sink and cleaning supply storage)
- Communication and utility room (for park electrical, communication, water and irrigation controls)
- Permanent food concession area/meeting room with kitchen (must meet VIHA requirements for food services)
- Storage areas for tables, chairs and umbrellas associated with the potential concession
- Exterior hand washing stations (and potential sani dump)
- Public art integrated into the building exterior
- Integrated screened waste facilities for the park including a garbage dumpster and cardboard bin that are easily accessible by service vehicles
- Security elements on the building exterior (camera, lighting etc)
- Service support room (for first aid, community policing, welcoming window, tourism etc)
- Potential use of second floor or roof for viewing/event support
- Possibly a bulletin board/map integrated into the building exterior

Combined washroom and food facilities are common throughout the province. Other municipalities have recently embarked on similar amenity building projects such as several in Metro Vancouver. Municipalities with similar ventures profit share with the concessionaires up to 30% in addition to the lease rates.

In 2011, Council removed \$1.6 million earmarked in the capital plans for the amenity building and instead asked staff to update the Maffeo Sutton Park Master Plan.

Requests for future park washrooms were a theme through the public input process. Locations for a future amenity building and secondary washrooms are indicated on the Schematic Site Vision and are also possible in collaboration with partnerships in other locations.

## 5.4 Emerging Opportunities and Directions

Through the community engagement, the following opportunities have emerged for built facilities in and adjacent to Maffeo Sutton Park:

### Collaboration and Integration

- Insight Developments has approvals for a hotel at Front Street. A number of collaborative opportunities exist through this development that can benefit both the hotelier and the public. Collaborative construction of the hotel and improvements in Georgia Park could facilitate access and prove cost effective. Improved access points between the waterfront and the hotel could provide the public access to amenities such as eateries and washrooms. In addition, surveillance from the active hotel edge and the proposed eateries could increase visual surveillance and physical access to the park.
- The SFN are contemplating future uses and development of properties at Newcastle Saysutchen Island and 100 Cliff Street/50 Comox Road. These sites are interconnected to Maffeo Sutton Park physically, visually and experientially. There is potential for ongoing collaboration regarding future development plans and the potential for collaborative construction projects (amenity building, parking structures, interpretive projects, playground and picnic areas, public art, etc).
- The parking capacity of Maffeo Sutton Park is currently 172 stalls.

### Vendors

- Food services, both permanent concessionaires and mobile units, have proven controversial in the park. In January, 2016, Council amended Business License Bylaw 1998 NO. 5351 to allow up to six mobile food vendors in Maffeo Sutton Park during non-special event days. Bookings are available up to 2 months in advance, however, vendors are rarely present in the park on a day-to-day basis. Special event organizers organize their own park vendors and set up. Continued discussions about permanent and mobile vendors are likely if an amenity building project or collaborative built-facilities are contemplated in the future.



The Boathouse Restaurant and washrooms at Kits Beach are an example of an amenity building project in Vancouver.



This Centennial Beach building in Tsawassen combines concessions and washrooms.



### New flexible Performance and Event Spaces

- As a result of the **Cultural Strategy for a Creative Nanaimo**, a purpose built permanent performance structure has been recommended for construction in Maffeo Sutton Park. Given the cost of this endeavor, the strengths and weaknesses of the Lions Pavilion, the availability of a community stage through Vancouver Island University, and the availability of temporary stage and tent rentals, it is recommended that a broader inter-agency study be completed to determine the proper programmatic elements and community needs for such a performance space on the waterfront (recommended audience size, recommended stage size, type of stage etc). Knowing the community's needs for such a structure will also help to determine the appropriate audience community open space/open lawn to support the structure. The structure should be as multi-purpose as possible to adapt to changing community needs over time.

### Additional washrooms

- Additional washrooms have been requested along the Waterfront Walkway. Secondary washrooms could be located on a temporary or permanent basis where the distance between washrooms is more than 5 minutes on foot. In addition to budget, there are utility and access constraints for some locations.

Multi-purpose event lawns like this one in Butchart Gardens are important park features and are often associated with performance spaces.



Secondary washrooms along the Waterfront Walkway may be considered long term.



Swy-a-lana Lagoon.

## 6 Open Space Planning Directions

- 6.1 Overview
- 6.2 Site Access
- 6.3 Pedestrian and Bike Circulation
- 6.4 Vehicular Circulation
- 6.5 Festivals and Events
- 6.6 Organized Outdoor Recreation
- 6.7 Park Maintenance
- 6.8 Planting and Vegetation Management
- 6.9 Green Spaces
- 6.10 Sustainable Design
- 6.11 Culture, Heritage and Art
- 6.12 Site Servicing
- 6.13 Commercial Ventures and Food Services
- 6.14 Parking Facilities
- 6.15 Queen Elizabeth Promenade
- 6.16 Georgia Park



## 6.1 Overview

Outdoor open spaces are the main attraction at Maffeo Sutton Park. The Maffeo Sutton Park Master Plan advocates for maintaining and improving existing open space features and amenities as well as the introduction of new open spaces along the shoreline, in parking areas and in under utilized locations along the walkway. The following section outlines policies to apply when improving and creating new outdoor open spaces and outdoor amenities.

## 6.2 Vehicular Site Access

- Cliff Street will continue to provide the main vehicular access to the park
- Transit stops on adjacent roads should be enhanced to encourage park visitors to utilise transit. Future bus bays may be considered along Comox Road with room for event shuttles
- Special event/emergency routes will be designated to allow for multiple access points throughout the park during events
- Event set up and maintenance access will be facilitated by hard surface trails

Pedestrian circulation to and from downtown as well as entry signage should be improved along Comox Road.



## 6.3 Pedestrian and Bike Circulation

- Pedestrians are the primary park users
- Striving for universal park accessibility should be a goal in as much of the park as possible
- Strengthening walkway connections to Front Street through Georgia Park, at Comox Road, and along the Waterfront Walkway should help to encourage connections to and from the downtown core
- Future projects and improvements to existing trails as well as Cliff Street should give priority to pedestrians and cyclists (not vehicles)
- Pedestrian improvements should be made to Cliff Street and existing park parking facilities.
- New multi-modal circulation routes connecting the waterfront to Bowen Park along the Millstone River will also help to enhance connections to the E and N Trail.
- Designed cycling routes that facilitate cyclists getting to the Front Street bike routes and off narrow parts of the Harbourfront Walkway should be created until such time as the walkways can be expanded to accommodate all modes of transportation
- Where possible, widen the Waterfront Walkway to a minimum of 6 metres (9 where possible) to accommodate all modes of transportation
- Where possible widen park internal trails to allow for increased park use(s) and event setup.
- Bike racks should be integrated along the Harbourfront Walkway in high visibility locations to encourage cycling to the park

Improved bus access to the park should be considered for events and festivals.

## 6.4 Festivals and Events

- Support of community events in the park should be encouraged to maintain the community and active focus on the waterfront
- Tent set-up and event anchoring should be promoted in design detailing along with staking policies
- Event amenities should be integrated (including power, potable water, and handwashing facilities) into improved park amenity projects
- A needs assessment should be completed to assess the need, location and programmatic requirements for a large scale performance venue
- Given the complexities of volunteers and community events, seasonal positions such as event ambassadors/attendants should be considered to facilitate event set up, operations, cleanup and post-event evaluation
- Additional City of Nanaimo programming of Maffeo Sutton Park and the waterfront should be considered to continually animate the space, especially in shoulder seasons
- Control of dropdown bollards to focus event vehicular access should be encouraged.
- Emergency routes will be maintained through the park during events



Wide trails will help to facilitate multiple park users.

## 6.5 Youth Areas and Specialized Amenities

- Court sports should be adaptable spaces that are flexible with new and emerging sport trends as well as traditional sports
- Where possible, appropriate, courts / and youth amenities can be integrated into hardscaped surfaces such as retaining walls, parking and plaza facilities
- Specialized activity areas will be developed and improved as needs and opportunities are identified (such as skateboard features, water spray areas, formal playgrounds)
- Dog off leash areas should be explored in other locations along the expanding waterfront walkway but not in Maffeo Sutton Park.
- The playground should be a destination for children of all ages and should focus on inclusivity, the unique setting and fun.



Example of a plaza in Winnipeg with integrated youth/skate amenities.



Maffeo Sutton Park will continue to be a Level 1 - Well Groomed Park.

## 6.6 Park Maintenance

- Grounds maintenance standards will remain high as this is a Level 1 - Well Groomed Park
- Crime prevention through environmental design will be considered in all park improvements
- Enforcement of park rules (including dogs, parking, smoking, cycling and busking) should be encouraged
- Use of self-contained facilities and onsite sani-dumps will be encouraged for all park food services
- Refuse and storage facilities for park operations and events will be integrated into screened built facilities when and where possible
- Consideration of snow removal in the design of future facilities and/or modifying snow removal regimes in order to protect new park features such as trees, Spirit Square paving and stormwater areas
- Site furnishings will be updated to maintain a consistent look when possible.

## 6.7 Park Signage and Wayfinding

- The park entrance should be clearly marked to welcome visitors to the park
- An integrated system of consistent signage should be developed and installed to reduce sign clutter, consolidate signage, welcome people to the park and clearly direct park visitors to park features and the downtown
- Interpretive signage should be incorporated through the park to tell the unique story of the area
- Designated areas should be available for event signage and posters to inform the public but reduce visual clutter.
- Signage should be kept up to date along the waterfront walkway.



## 6.8 Plantings and Vegetation Management

- On-site tree planting will help to provide shade and reduce wind
- All tree planting should consider aesthetics, views, root zones, and event set-up
- Water-wise planting and irrigation needs should be considered; tree installations.
- Appropriate levels of maintenance should be carried out on understory plantings to maintain site lines throughout the park
- The addition of trees and new structures can help to reduce perception of scale and make the park more human-scaled and comfortable

## 6.9 Green Spaces

- Park green spaces should be welcoming and comfortable to use
- A diversity of open green spaces should be integrated into the park including informal spaces, passive recreation areas, infiltration features, and event lawns
- Green spaces should help to reduce the larger park scale and mitigate climate conditions, and maintain site flexibility
- Natural green spaces can also be integrated to increase downtown urban habitat
- Seating and picnic facilities should be integrated sensitively to accommodate flexible park use but allow park resting.

## 6.10 Water Access Points and Swy-a-Lana Lagoon

- Access points to touch and not just look at the water should be encouraged where possible and safe. A diversity of designs to watch and touch the water, fish, and swim should be encouraged along the Harbourfront Walkway (pebble beaches, piers, steps, tidal amphitheatres)
- Programming of Swy-a-Lana Lagoon should be encouraged for recreation and education about under water life
- Improvements to Swy-a-Lana Lagoon should be encouraged to increase accessibility and recreational use of the beach and soften the concrete retaining walls
- Improvements to Swy-a-Lana Lagoon should be encouraged to create additional underwater habitat and subtidal reefs
- Underwater habitat enhancement and eelgrass transplanting should be carried out where appropriate (Millstone Estuary and Swy-a-Lana Lagoon)
- Water quality should continue to be tested where recreational swimming is encouraged
- Additional drinking fountains can be integrated into the waterfront walkways
- Expand and improve access to the existing beach near the yacht club.
- Consider working with the Port Authority on improvements to the crab dock
- Collaborate with the Snuneymuxw First Nation and BC Parks to improve the Newcastle ferry dock and ferry access and look to alternative dock locations and staging areas (such as Brechin Boat ramp).



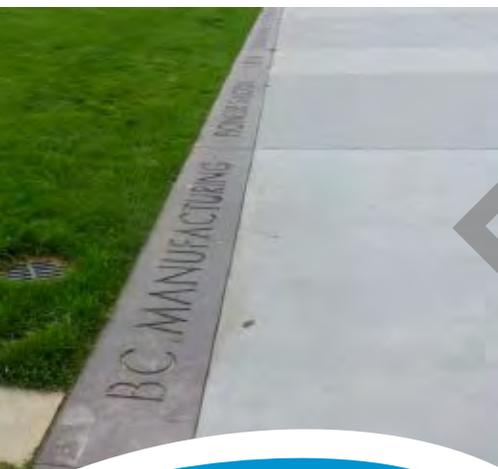
Existing beach along the Queen Elizabeth Promenade can be improved for accessibility and expansion.



Formal access points to the water will help to safely provide water access for fishing and other park use.



Cultural and historic interpretation should be built into new park features like these examples from New Westminster waterfront parks (above and below).



## 6.11 Culture, Heritage and Art

- Where possible, integrate opportunities for natural and cultural interpretation into new park amenities
- Celebrate past and present through programming and interpretation (First Nations, industrial heritage, natural features, etc.)
- Incorporate public art and cultural elements into new facilities and open spaces to assist with place making
- Expand the existing shoreline feature to continue to denote original ground and fill lines
- Highlight and improve upon current park features such as the folk fest flags which encourage the building of community spirit
- Encourage interactive art displays where the public can participate and further build community spirit in the park
- Encourage public art projects that capture the ephemeral elements of the sea and the sense of the Nanaimo waterfront (i.e. tidal organs, kinetic art etc).
- If desired, the Salish canoe in Georgia Park could be relocated to the site in another location that receives more prominence (especially by pedestrians)
- Park programming and designated busker locations should be encouraged in the Spirit Square and along the waterfront walkway to animate the spaces.

## 6.12 Site Servicing

- Additional site services (power, water, technology and sewer) should be installed where future construction occurs to facilitate future site uses. This is especially important for the northern section of Maffeo Sutton Park and future improvement work at Georgia Park
- Where appropriate, integrated storm water management features, alternative power generation, dark sky lighting, green roofs and green walls should be implemented as educational and pilot features and efficient infrastructure
- The RDN sewer trunk line must be respected as a constraint throughout much of the site

### 6.13 Commercial Ventures and Food Services

- Revenue opportunities may be explored where possible in the park to animate the spaces and draw more people to the park (especially in shoulder seasons)
- Revenue opportunities could take on many forms in the park from pop-up kiosks, renting built spaces, renting water surfaces and paid programming in the park
- Permanent and mobile food services should be considered with an array of food options as determined by the market

### 6.14 Parking Facilities

- Continue to encourage off-site parking in the many downtown parkades and alternative transportation to Maffeo Sutton Park
- Long term, consider construction of a parking structure to better utilise the park space and meet contextual needs
- If a parking structure is constructed, consider re-development of current surface parking into additional public open space
- Consider multiple uses of the current hard surface parking lot for events and youth facilities
- Re-configure existing on-site parking for optimal efficiency use and safety
- Develop clear and safe pedestrian routes through parking facilities.

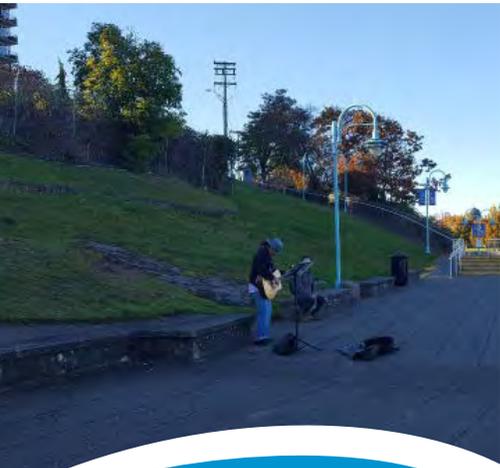
### 6.15 Queen Elizabeth Promenade

- Maintain this open space corridor for multiple uses
- Consider utilising the uphill banked portion of this right of way for harbour viewing and terracing
- Examine tree planting in select locations along the bank for added shade and wind reduction
- Consider breaks in the seawall to provide access to the shoreline below



Narrow internal trails in the park will be widened when possible to allow for event set-up and increasing park use(s).  
(Asphalt below)





View of the existing walkway and slope of Georgia Park.



Mobile and permanent vendors in the park help to increase park vitality. This example is a permanent vendor (Mill Marine Bistro) in Coal Harbour, Vancouver, along the waterfront walkway.

## 6.16 Georgia Park

- Consider utilising the uphill banked portion of this right of way for harbour viewing and terracing
- Continue to explore an accessible trail route from the Waterfront Walkway to Front Street across this steep site
- Collaborate with private development to provide access between the waterfront and Front Street
- Collaborate with private development to animate the waterfront with passive surveillance and food services
- When replacing the walkway structure, widen the walkway and consider event usage as well as everyday needs
- When replacing the walkway structure, consider, consider setting a higher elevation to account for climate change.



**Fig 2 - Georgia Park Concept**

A concept design for improvements to Georgia Park was prepared by PWL Landscape Architecture in 2014 for the City of Nanaimo. Design features include an accessible trail to Front Street, a pebbled beach, an improved and continuous Waterfront Walkway and connections to adjacent private development.



Spirit Square construction (2008).

## 7 Plan Implementation

- 7.1 Overview
- 7.2 Partnerships and Collaboration
- 7.3 Early Implementation
- 7.4 Longer Term Actions



Plan implementation will be facilitated by ongoing partnerships.



Service clubs are one example of park partners - both in the past and in the future.

## 7.1 Overview

The Maffeo Sutton Park Master Plan update is a vision that requires substantial funding and partnerships. It is envisioned that implementation is a long term process and could take over 15 years to complete. Availability of funding and partnerships from a range of sources will control the extent and content of each project and phase of implementation. Therefore, it is essential that the Master Plan has flexibility in its phasing to take advantage of opportunities when they present themselves.

Initial phases will likely include relatively lower cost items and some interim elements. Items with higher costs will require longer range capital planning and the availability of partnerships and collaboration projects.

## 7.2 Partnerships and Collaboration

Development of this plan was a collaborative process. Active support and involvement from community partners, volunteers and government agencies is essential in order to stay current with community needs and trends and further fund projects. Although the City of Nanaimo has the leadership role in the management of Maffeo Sutton Park, successful plan implementation will depend on several community partners. This is not an exhaustive list of potential partners and is in no particular order.

- Snuneymuxw First Nations
- Service clubs
- Community non-profit organizations
- Community special event groups
- BC Parks
- Nanaimo Port Authority
- Developers
- Businesses
- Vancouver Island University
- Government agencies and organizations including the Regional District of Nanaimo and Department of Fisheries & Oceans
- Park volunteers
- Child Development Centre
- Other partners that emerge

### 7.3 Early Implementation

A series of early implementation projects are recommended and detailed below (in no particular order). These early implementation priorities are identified for their ability to:

- Proceed in the short-term
- Provide quick action on community priorities identified in the consultation process while minimizing park impacts

Initiating some projects soon after adoption of the Master Plan Update will build on the momentum of the plan process and foster further community engagement in the realization of an improved Maffeo Sutton Park. Partnerships and grant opportunities will be sought for each.

#### Early Implementation Recommendations

PARK IMPROVEMENT	RATIONALE
Renewed playground/picnic concept design and implementation	To meet safety codes and keep this destination playground and adjacent picnic area fresh and current. Also opportunities to collaborate with Snuneymuxw First Nation (SFN) and better link to Newcastle Island through the project
Improved Swy-a-lana Lagoon design and implementation	Soften the lagoon edges, improve the beach for accessibility and recreation, improve lagoon aesthetics, improve underwater habitat and better integrate the lagoon into the Spirit Square
Park entrance signage	Public input request
Parking lot way finding kiosk	To enhance feeling of arrival to park
Historical Interpretive stories, signage and traditional names	To respect the site's rich history and improve sense of place
Increased wayfinding, visual cues, and trail connections to Newcastle ferry	To enhance park circulation
Relocated spirit tent	To improve use of the structure
Enhanced and increased access points to access the ocean—designs and implementation	Pier, block and beach options to increase the ability to physically access the water. Public input request and safety request. For everyday use and to increase access to pink salmon sport fisheries
Improve existing beach near the Nanaimo Yacht Club	Enlarge and increase access to the existing beach by the Nanaimo Yacht Club and breakwater
Installation of outdoor shower	Public input request
Increased and improved washrooms along the walkway and in Maffeo Sutton Park	Public input request to have additional washrooms along the walkway for everyday use
Increased drinking fountains along the walkway	Public input request
Modify accessible parking stall orientation on Cliff Street	Public input request



Improvements to the aging playground are planned.



Event and entrance signs to the park could be improved.

### 7.3 Early Implementation (cont'd...)

#### Early Implementation Recommendations

PARK IMPROVEMENT	RATIONALE
Way finding to enhance connections to downtown and other parking opportunities	Public input
Improved transit stop on Comox Road	To make it more comfortable and encourage more people to take transit to events at the park
Improve underground services at the north shore of the park	To facilitate events such as the Marine festival and silly boats
Enhanced Millstone Estuary shoreline ecology and naturalisation	To enhance the foreshore ecology and promote habitat for juvenile salmon
Extend trail from Maffeo Sutton Park up the Millstone River to Bowen Park	To extend the Millstone Greenway and increase access points to the waterfront
Increase programming on shoulder seasons	Public input request
Consideration of a summer park attendant/event monitor	To facilitate and inspect event bookings and be a park ambassador
Interpret underwater life in the lagoon	Original intention when Swy-a-Lana Lagoon was built. It's home to a wide array of sea life
Improve cycle route and signage through the park and into downtown	Public input request
Install event notice board in the park	Public input request
Improvements to Lions Pavilion	User group request to baffle reverberating noise in the metal roof, increase universal accessibility, and improve audience views
More efficient lining/layout of existing parking areas	Maximise potential parking on site



Additional access points to the water could look like these ones (SE False Creek above and Cowichan Bay below)



## 7.4 Longer Term Actions

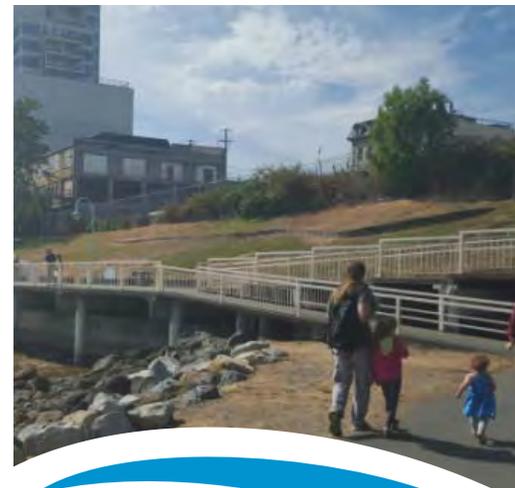
Many items identified in the Maffeo Sutton Park Master Plan require larger dollar figures and further detailed design or investigation. These items will likely be implemented over a longer time frame and initiated in the future as needs arise, funding and partnerships permit, and/or current amenities require replacement.

### Anticipated longer term actions include:

PARK IMPROVEMENT	RATIONALE
Community needs assessment for a performance venue and support audience lawn/space	Cultural Strategy for a Creative Nanaimo recommends this but further study is required to determine need and program requirements. Could be a space for a temporary structure or permanent structure
Expanded public art displays	Request to further tell cultural stories in the park
Expanded youth facilities	Public input request to have more than just basketball in the park (sand volleyball, skateboard, parkour). Facilities could be integrated into other projects.
Cliff street traffic calming and pedestrianization	To make pedestrians feel more comfortable and cars drive slower and more carefully into the park
Expanded shoreline feature	To continue the current paving pattern into future improvement areas to mark the original shoreline and man made features in the park
Georgia Park walkway and accessibility upgrades	Walkway is nearing the end of its life and collaboration with the developers can allow this long-time Nanaimo park to be improved and have improved accessibility
Terracing of the Queen Elizabeth and Georgia Park walkway banks	Increasing seating and harbour viewing opportunities along the slope
Enhancing the beach, kayak launch, and accessibility of the beach at the north end of the Queen Elizabeth Promenade	Public input request
Amenity building	Existing washroom facilities get tremendous use and we intended to be relocated in original Spirit Square designs. Improvements to the existing building, creation of a new building with integrated services, and collaboration with Snuneymuxw First Nation (SFN), partners, and future infrastructure should all be considered.
Enhanced crab dock	Public input request to enhance this popular park feature
New parking structure	Consideration to make surface parking more efficient, increase green space on the water and meet needs of the park and development of 100 Comox Street. Could have other uses integrated into the structure (amenity building, youth park etc).



An example of an outdoor performance space that could be built in the park long term, but further studies are recommended to determine community needs.



The Georgia Park Walkway and banks require structural and accessibility upgrades and could be much improved long-term.

### 7.4 Longer Term Actions (cont'd...)

**Anticipated longer term actions include:**

Georgia Park shoreline access	Create an access point to the water
Expanded perimeter trail widths and uses	Where possible widen the waterfront walkway to accommodate growing community needs.

DRAFT



Maffeo Sutton Park.

## Appendices

- A Maffeo Sutton Master Plan Surveys 2012/15
- B 2008 Maffeo Sutton Park Improvement Concept & Phasing Plan
- C 3 preliminary concepts for 2008 Plan shared at open houses
- D 3 concepts for this Master Plan update
- E Maffeo Sutton Trail Counter Statistics
- F Downtown Nanaimo public parking locations
- G Historic aerial photos

A Maffeo Sutton Master Plan Surveys 2012 / 15 and Public Input

## MAFFEO SUTTON PARK Public Input Survey

**The City of Nanaimo is planning for the next phase of improvements in Maffeo Sutton Park. Your input and ideas will help to develop and prioritize what happens next in the park.**

**1. How often do you visit Maffeo Sutton Park?**

<input type="checkbox"/>	Daily
<input type="checkbox"/>	More than one time per week
<input type="checkbox"/>	More than one time per month
<input type="checkbox"/>	More than one time per year
<input type="checkbox"/>	Never

**2. If you currently use Maffeo Sutton Park, which activities do you enjoy? (mark all that apply and note frequency)**

X	F		X	F	
<input type="checkbox"/>	<input type="checkbox"/>	Walking/Running	<input type="checkbox"/>	<input type="checkbox"/>	Special Events/Concerts
<input type="checkbox"/>	<input type="checkbox"/>	Route to work, stores, bus, plane or ferry	<input type="checkbox"/>	<input type="checkbox"/>	Swimming
<input type="checkbox"/>	<input type="checkbox"/>	Special events/concerts	<input type="checkbox"/>	<input type="checkbox"/>	Playground
<input type="checkbox"/>	<input type="checkbox"/>	Off-leash dog walking	<input type="checkbox"/>	<input type="checkbox"/>	Sight seeing/harbour view
<input type="checkbox"/>	<input type="checkbox"/>	On-leash dog walking	<input type="checkbox"/>	<input type="checkbox"/>	Newcastle Ferry access
<input type="checkbox"/>	<input type="checkbox"/>	Basketball	<input type="checkbox"/>	<input type="checkbox"/>	Crab fishing
<input type="checkbox"/>	<input type="checkbox"/>	Nature appreciation	<input type="checkbox"/>	<input type="checkbox"/>	Picnicing
<input type="checkbox"/>	<input type="checkbox"/>	Skateboarding	<input type="checkbox"/>	<input type="checkbox"/>	Parking only (for non-park use)
<input type="checkbox"/>	<input type="checkbox"/>	Boating or kayaking	<input type="checkbox"/>	<input type="checkbox"/>	Multi-use trail (skateboarding, cycling, rollerblading)
<input type="checkbox"/>	<input type="checkbox"/>	Concessions	<input type="checkbox"/>	<input type="checkbox"/>	Tai chi, yoga or other exercise
<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	Other

**3. How do you feel about changes made to the park in 2009 (Spirit Square, picnic tables, basketball, views, benches, etc) as the first phase of park improvements. Has it enhanced the park and how? If not, why not?**

**4. What do you like most about the park?**

**5. What don't you like about the park?**



Please turn over...

**6. Please pick the top 5 improvements you'd like to see happen in Maffeo Sutton Park or along the Harbourfront Walkway (mark with X).**

<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	
	Improve Maffeo Sutton playground		Enhanced parking at and near Maffeo Sutton Park
	More washroom facilities at Maffeo Sutton Park		Park programming all year round (not just summer months)
	Increased concessions/vendors at Maffeo Sutton		More public art in Maffeo Sutton and along the Harbourfront Walkway
	Improve Swy-A-Lana Lagoon access (more ramps or steps down to lagoon)		Improvements to Lions Pavillion (or new covered spaces) to enhance concerts and performances
	Improve Swy-A-Lana Lagoon beach (improve sandy area)		More special event spaces and festivals in the waterfront parks
	Add more locations for people to touch the ocean (ie) steps down to the ocean, docks and piers		Improved cycling routes along the Harbourfront Walkway and through Maffeo Sutton Park
	Add interest to the Swy-A-Lana Lagoon water surface (ie) fountain in lagoon		Increased storage spaces in Maffeo Sutton Park (for events)
	More benches and rest areas in Maffeo Sutton Park		Extensions of the Harbourfront Walkway (specify locations)
	Enhanced trail connections up the Millstone River to Bowen Park		Terracing of the Queen Elizabeth Promenade for event viewing
	Protect and enhance foreshore habitat where possible		Better signage to guide walkers and link portions of the Harbourfront Walkway along Stewart Ave. to portions of on-street walkway
	Utilize a "green shore" approach to new sections of the walkway rather than traditional riprap and seawall construction. Where possible, walkways could be woven into areas with increased riparian vegetation and natural retention.		Enhanced connections to Newcastle Island
	Widening and regrading the walkway in front of Georgia Park (canoe on Front Street) and the slope of Georgia Park to create terraces for seating and harbour viewing		Other

**7. If you had one wish, what would you most like to change or see enhanced in the park or along the Harbourfront Walkway?**

**8. Please share any other ideas, comments or concerns you have about Maffeo Sutton Park or the Harbourfront Walkway.**

**9. Where do you live?**

<input type="checkbox"/>	Under 1 kilometre from the park
<input type="checkbox"/>	Between 1-25 kilometres from the park
<input type="checkbox"/>	Over 25 kilometres from the park
<input type="checkbox"/>	BC
<input type="checkbox"/>	Outside BC

**10. What age range do you fall in?**

<input type="checkbox"/>	Youth (under 18 years)
<input type="checkbox"/>	Single Adult
<input type="checkbox"/>	Married Adult
<input type="checkbox"/>	Parent with Kids
<input type="checkbox"/>	Senior

**Thank you for participating in our survey.**



## A Maffeo Sutton Master Plan Surveys 2012 / 15 and Public Input (cont....)

# MAFFEO SUTTON PARK

## Public Input Survey

*The City of Nanaimo is planning for the next phase of improvements in Maffeo Sutton Park. In 2012, a survey was completed by over 1000 respondents regarding park improvements. Themes and findings from the 2012 survey helped to guide the park improvement options currently under consideration. By completing this survey, your input and ideas will help to develop and prioritize what happens next in Maffeo Sutton Park.*

**OVERALL PARK IMPROVEMENTS:**

1. If you had one wish, what would you most like to change or make better in the park or along the Harbourfront Walkway?
  
2. Please pick the top 5 improvements you would like to see in Maffeo Sutton Park or along the Harbourfront Walkway (mark with X).

X	<i>Improvements</i>	X	<i>Improvements</i>
	Improve Maffeo Sutton playground		Enhanced parking at and near Maffeo Sutton Park
	More washroom facilities at Maffeo Sutton Park		Improve Swy-a-Lana Lagoon water walls (cascades)
	Concessions/vendors at Maffeo Sutton Park		More public art in Maffeo Sutton and along the Harbourfront Walkway
	Improve Swy-A-Lana Lagoon access (more ramps or steps down to lagoon)		Improvements to Lions Pavillion (or new covered spaces) to enhance concerts and performances
	Improve Swy-A-Lana Lagoon beach (improve sandy area)		More street entertainers and buskers
	Add more locations for people to touch the ocean (i.e. steps down to the ocean, docks and piers)		Improved cycling routes along the Harbourfront Walkway and through Maffeo Sutton Park
	Enhanced trail connections up the Millstone River to Bowen Park		Terracing of the Queen Elizabeth Promenade for event/harbour viewing
	Terracing Georgia Park for event/harbour viewing		Better signage to guide walkers and link portions of the Harbourfront Walkway along Stewart Avenue to portions of on-street walkway
	Enhanced connections to Newcastle Island		Other (please specify)

**IMPROVEMENT OPTIONS:**

3. What elements of each of the three presented options do you like/dislike? A refined vision will be developed after the open houses that reflects elements of each option.

	LIKE	DISLIKE
OPTION 1		
OPTION 2		
OPTION 3		



Please turn over...

**ACCESS AND PARKING:**

*The Parks and Recreation Commission has requested the exploration of reduced surface parking at Maffeo Sutton Park. Options 1, 2 and 3 do explore alternatives to today's surface parking, but currently strive to maintain the status quo on total numbers of parking available for the park. The following questions will help to determine your perspectives on parking at the park.*

7. Do you support more park amenities and greenspace in the recently added 2.3 acres of park space (currently surface parking)? (see options 1,2 and 3)
8. Do you support more park amenities and greenspace in the recently added 2.3 acres of park space if it means reducing some surface parking and/or building a parkade structure?
9. How much parking do you think the park needs for every day use? There are currently 150 stalls.
10. How much parking do you think the park needs for special event use?
11. Given that there are almost 5,000 parking stalls in the downtown area within a five minute walk of Maffeo Sutton Park, would you park/bike/walk/bus from off site to attend a special event in the park?

**FOOD SERVICES:**

*The City of Nanaimo is preparing a coordinated food truck licensing process. The following questions will help to determine your perspectives on food services at Maffeo Sutton Park.*

12. Do you enjoy purchasing food and drinks at Maffeo Sutton Park on days when there are no special events in the park? Why or why not?
13. Do you enjoy purchasing food and drinks at Maffeo Sutton Park on special event days? Why or why not?
14. What types of food and drink would you like to purchase in the Maffeo Sutton Park?
15. What type(s) of facility(ies) would you like to purchase food and drink from in Maffeo Sutton Park? (concession(s), food truck(s), food trailer(s), restaurant(s) etc.)

**GENERAL:**

16. Please share any other ideas, comments or concerns you have about Maffeo Sutton Park and/or any future improvements?

*Thank you for participating in our survey.*  
**Please return by September 27, 2015 to any recreation centre,  
 or fax to 250-753-7277, or email to parks@nanaimo.ca**



## Appendix B 2008 Maffeo Sutton Park Improvement Concept

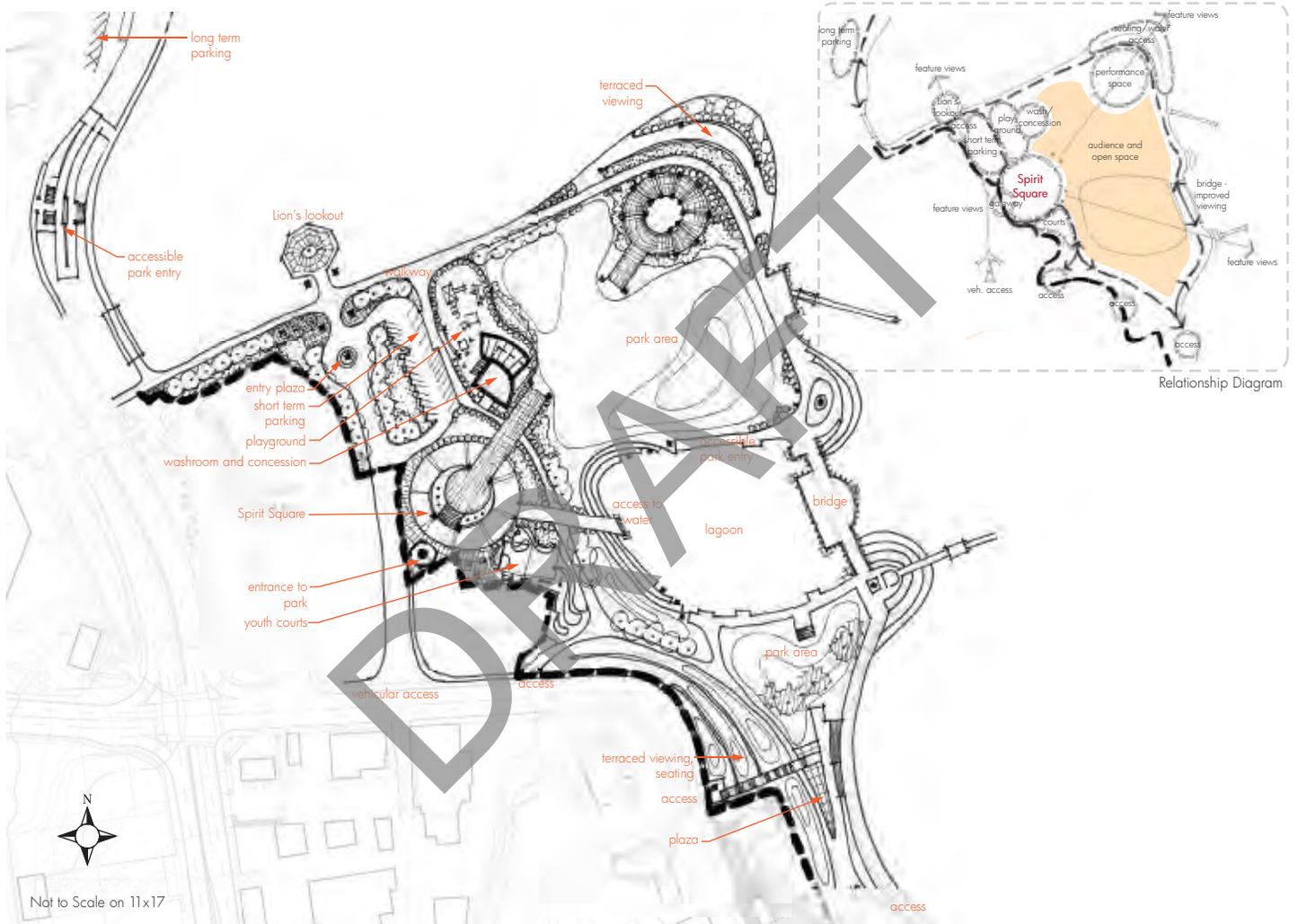


## Appendix B 2008 Maffeo Sutton Park Improvement Phasing Plan



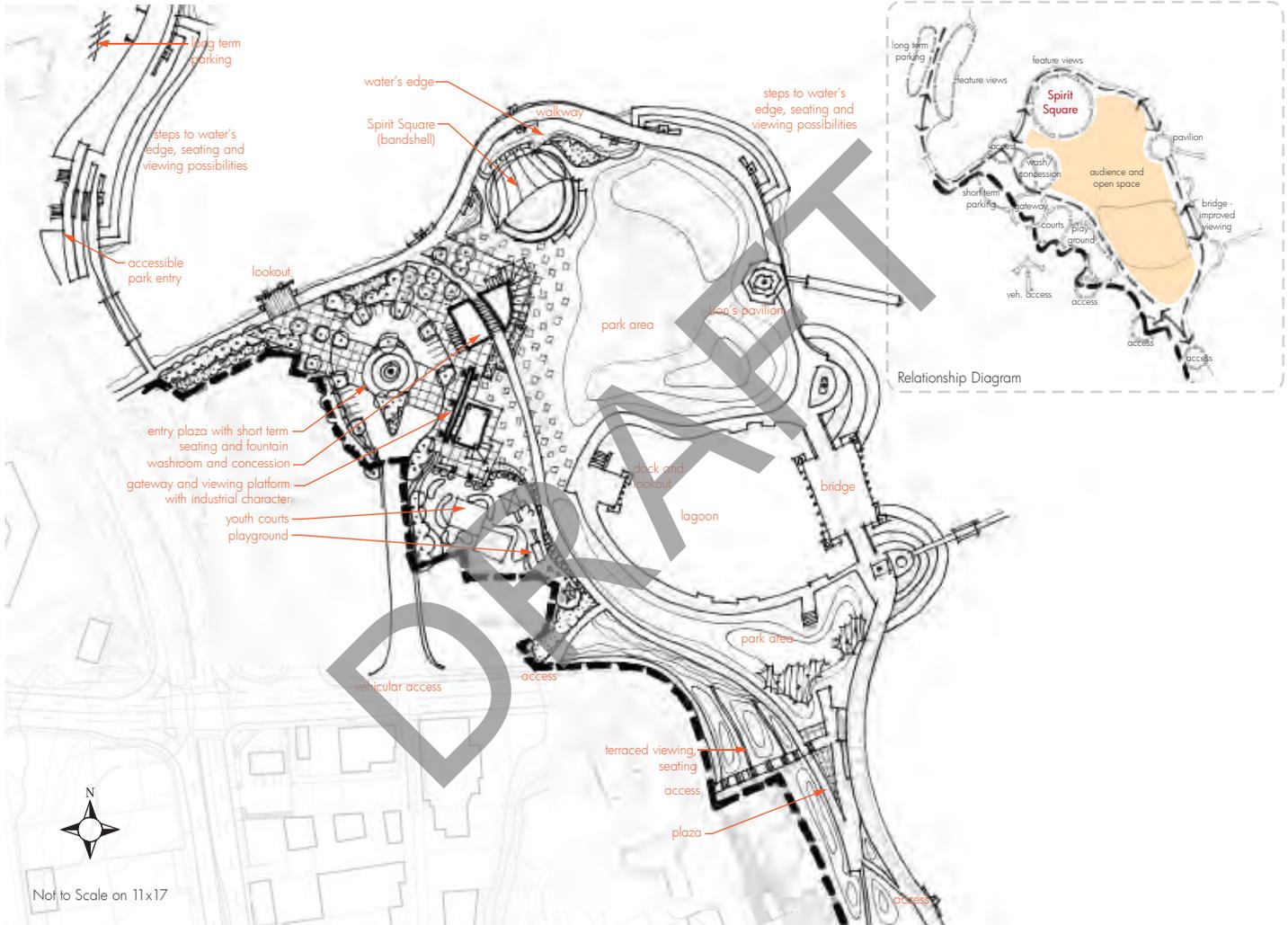
## Appendix C 2008 Maffeo Sutton Park Improvement Concepts

- Option A - Vistas



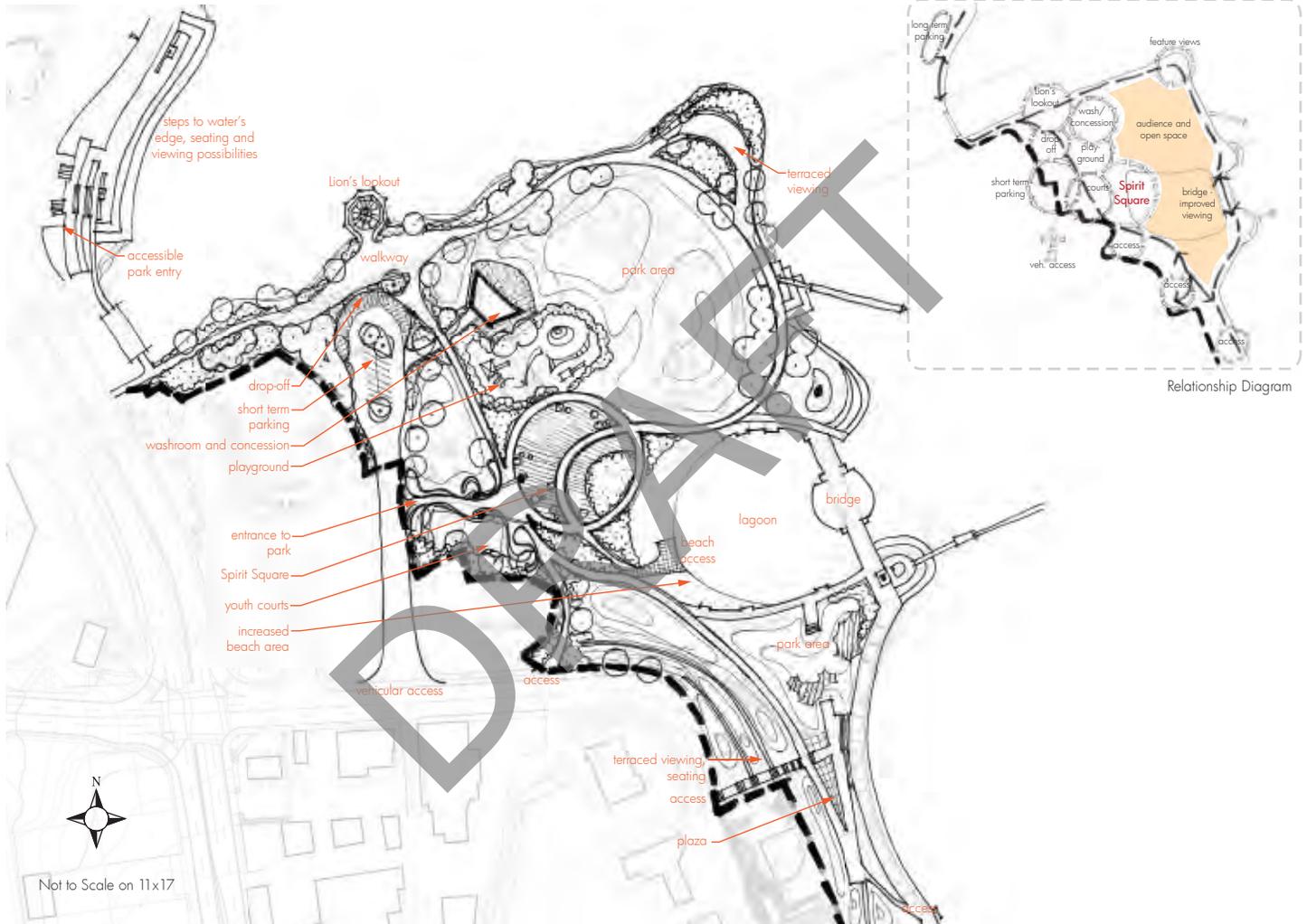
## Appendix C 2008 Maffeo Sutton Park Improvement Phasing Plans

- Option B - Waterfront Works



## Appendix C 2008 Maffeo Sutton Park Improvement Concept

- Option C - The Shore



## Appendix D - '3' Preliminary Concepts for this Plan Update

**Option 1** - Detailed park improvements, potential build out of how the park might develop.



- |   |   |   |
|---|---|---|
| 1 Spirit Square                               | 10 Cliff Street traffic calming and pedestrianization | 19 Bike parkway   |
| 2 Informal greenspace                         | 11 Expanded shoreline feature                         | 20 Continued expansion & widening of harbourfront walkway for pedestrians & multi-use |
| 3 Improved children's play area               | 12 Improved parking area                              | 21 Relocate Spirit Square Tent  |
| 4 Potential amenity building                  | 13 Improved transit stop                              | 22 n/a  |
| 5 Enhanced access points to ocean             | 14 Enhanced park entrance node                        | 23 Alternate ferry access   |
| 6 Enhanced shoreline ecology / naturalization | 15 Slope utilization for seating / viewing            |   |
| 7 Improved Lions Pavillion                    | 16 Enhanced connections to downtown                   | ○ Relocated Squamish Canoe  |
| 8 Expanded youth area                         | 17 Open lawn area / informal greenspace               |   |
| 9 Naturalized Swy-a-lana Lagoon               | 18 Future potential community greenspace              |   |

## Appendix D - '3' Preliminary Concepts this Plan Update

**Option 2** - Detailed park improvements, potential build out of how the park might develop.



## Appendix D - '3' Preliminary Concepts this Plan Update

**Option 3** - Detailed park improvements, potential build out of how the park might develop.



E Maffeo Sutton Trail Counter Statistics

TRAIL COUNTS DAILY AVERAGES 2005 to 2015

Counter Location	2005	2007	2013	2014	2015
Georgia Park			42 (Nov)** 38 (Dec)**	383 (Feb) 478 (Mar) 582 (Apr) 650 (May) 1,152 (Jun) 1,553 (Jul) 1,456 (Aug) 1,106 (Sep) 826 (Oct) 683 (Nov) 536 (Dec)	585 (Jan) 711 (Feb) 755 (Mar) 820 (Apr) 962 (May) 1220 (Jun)
Georgia Park (Trail up to Front Street)				66 (Feb) 70 (Mar) 93 (Apr) 113 (May) 197 (Jun) 274 (Jul) 298 (Aug) 266 (Sep) 230 (Oct) 217 (Nov) 187 (Dec)	178 (Jan) 197 (Feb) 199 (Mar) 207 (Apr) 242 (Jun)
Maffeo Playdock (NE side—nearer Millstone)	723 (Apr) 783 (Jul) 645 (Aug) 291 (Sep) 160 (Oct) 93 (Nov) 80 (Dec)				
Maffeo Sutton (Lions Great Bridge)	1162 (Feb) 1507 (Mar) 2031 (Apr)				558 (Mar) 599 (Apr) 793 (May) 939 (Jun)
Maffeo Sutton Playground					149 (Mar) 145 (Apr) 160 (May) 177 (Jun)
Maffeo Sutton – Swy-A-Lana Lagoon (front of lagoon beach)					637 (Mar) 713 (Apr) 875 (May) 1245 (Jun)
Maffeo Sutton – Swy-A-Lana Lagoon Bridge					481 (Mar) 518 (Apr) 614 (May) 894 (Jun)
Queen Elizabeth Promenade			373 (Oct) ** 307 (Nov)** 263 (Dec)**	286 (Jan) 318 (Feb) 346 (Mar) 486 (Apr) 577 (May) 704 (Sep) 542 (Oct) 440 (Nov) 335 (Dec)	374 (Jan) 492 (Feb) 515 (Mar) 542 (Apr) 755 (May) 843 (Jun)
Swy-A-Lana Lagoon (Georgia Park)	1380 (Feb) 2025 (Mar) 2277 (April) 2131 (May) 2373 (Jun) 4212 (Jul) 3670 (Aug) 1764 (Sep) 1101 (Oct) 918 (Nov) 867 (Dec)	1380 (Feb) 2025 (Mar) 2277 (Apr)			

## F Downtown Nanaimo Public Parking Locations



### Public Parking

Stalls	Location
110	Brechin Boat Ramp parking lot
24	Newcastle Ave parking lot
90	Bowen East parking lot
135	Curling Club parking lot
172	150 Comox St Maffeo Sutton parking lot
454	1 Terminal Ave Howard Johnson parking lot
16	300 Comox St parking lot
38	10 Chapel St Rear of Courts Pub parking lot
38	65 Chapel St Court House parking lot
59	340 Wentworth St parking lot
168	120 Anchor Way Pioneer Parkade
300	51 Gordon St Harbour Front Parkade
301	101 Gordon St VI Conf Centre
1905	<b>Total Parking</b>

### Public parking in context of Maffeo Sutton Park

# Parking stalls      # Distance in metres to park

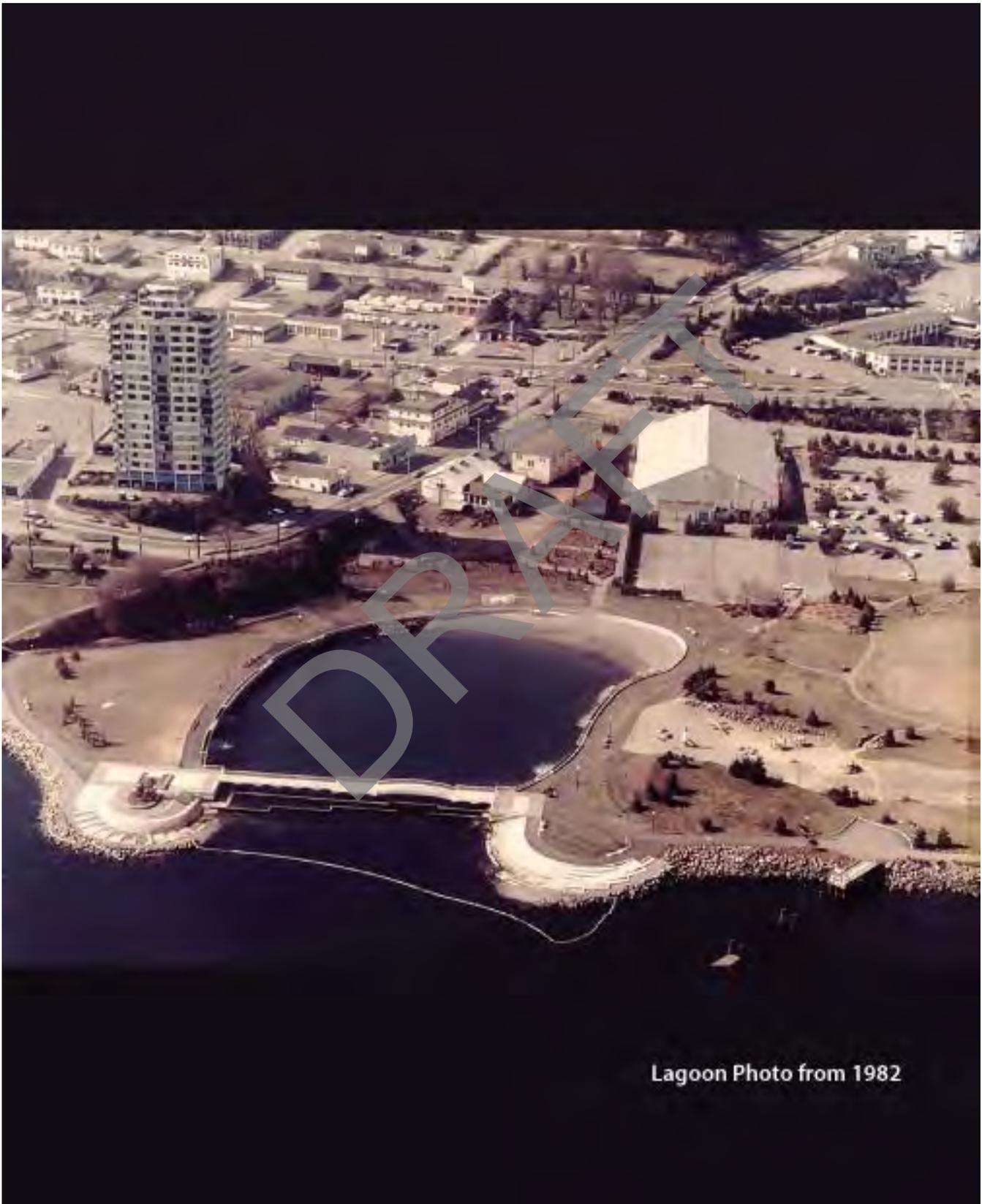
## G Historic Aerial Photo



## G Historic Aerial Photo



## G Historic Aerial Photo

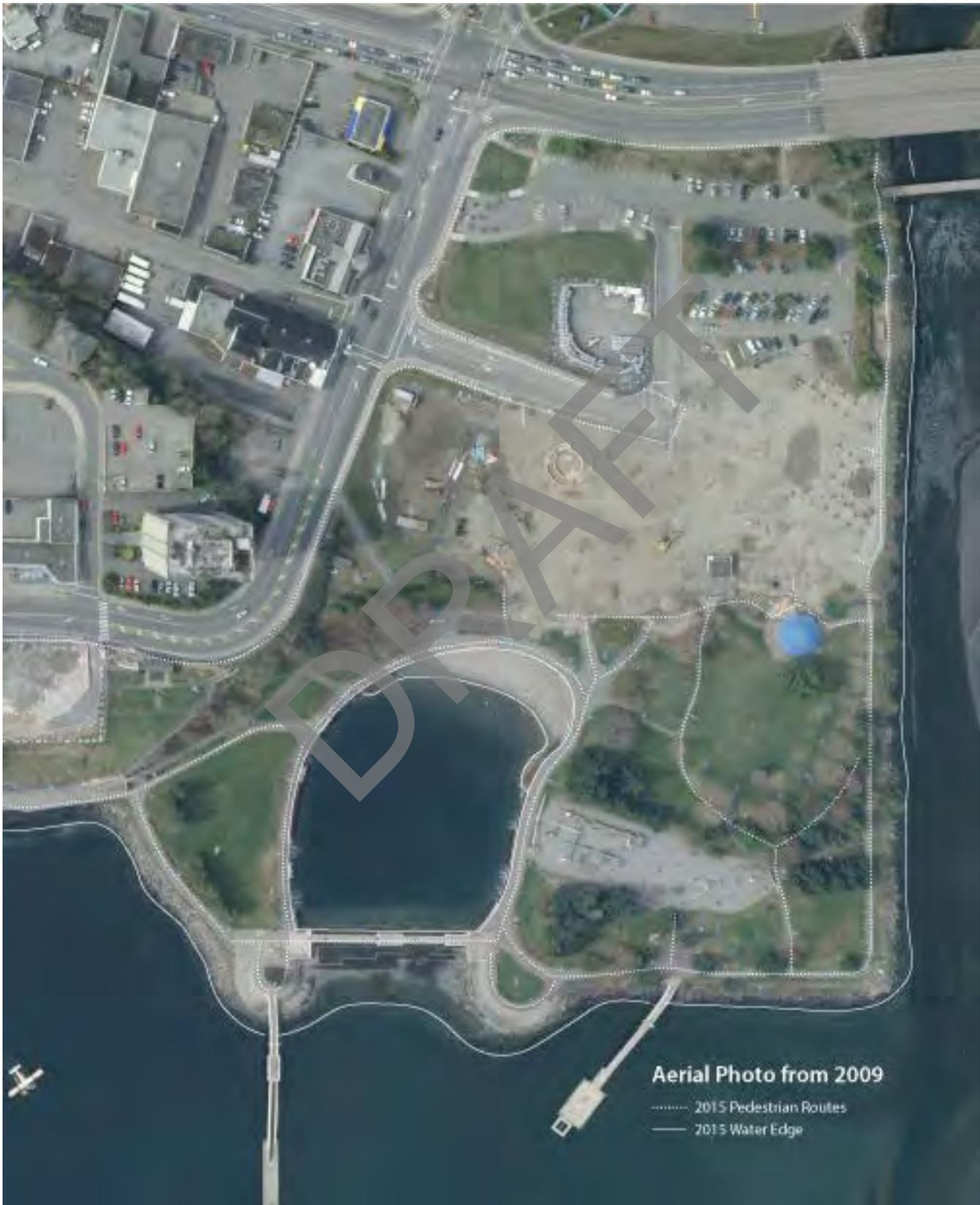


Lagoon Photo from 1982

## G Historic Aerial Photo



## G Historic Aerial Photo



## G Historic Aerial Photo



DRAFT

# Draft Maffeo-Sutton Park Master Plan Update



PARKS AND RECREATION

**Maffeo Sutton Park**  
Draft Master Plan Update