
CITY OF KELOWNA

MEMORANDUM

Date: June 19, 2007
File No.: 6340-30
To: City Manager
From: Park Planning, Design & Construction Supervisor
Subject: Lake access and equipment storage for user groups of human-powered boats

RECOMMENDATION:

THAT City Council endorse the use of a portion of the southwest corner of Sutherland Park for user groups of human-powered boats;

AND THAT City Council authorize staff to enter into discussions with user groups with the intent of entering into a lease agreement for the site;

AND FURTHER THAT City Council instruct staff to utilize the departmental master planning process currently underway to determine if the provision of lake access and storage space for user groups of human-powered boats will be a core service of the Recreation, Parks and Culture Department.

BACKGROUND:

While there are no statistics on local and visitor boat users in our community, it is suggested here that boating is a popular and growing activity in this community. There are two established boat clubs in the City, the Kelowna Yacht Club (KYC) and the Central Okanagan Small Boat Association (COSBA), that provide space, facilities and services for their members on parcels of land leased from the City of Kelowna. Informal reports from these organizations are that there is demand for additional membership capacity in their clubs; however, due to land, moorage or other constraints, is difficult or not possible for them to provide that additional capacity. Local boat owners who do not belong to an organized group like KYC or COSBA generally use the City's existing boat launches and beach accesses to gain access to the lake.

Recent years have seen the introduction and growth of ad-hoc and organized groups of non-power and non-sail boat users (i.e. human-powered watercraft users). Examples of these groups include dragon boaters, kayakers, scullers, canoeists and outrigger canoeists, as well as groups providing canoe and kayak programs for the less-able. These groups provide a significant recreation; social and lifestyle benefit to their members, and even provide a quiet form of visual interest for viewers on the shore. Additionally, some of these groups bring tourism revenue to the community when they host annual regattas or races.

Generally, these user groups make informal use of the City's existing boat launches, beach accesses and waterfront parks as a staging area for their activities. With minor exceptions the groups transport their boats and equipment to and from their launch sites on every outing. While may be manageable for smaller or less structured groups, some groups are at a size and level of activity where they are

requesting that the City partner with them in the provision of launching, moorage and storage opportunities that are larger or more secure than the sites they currently employ.

Of related interest to this issue is that all of the local, regional and First Nations jurisdictions in the valley have just embarked on the *Okanagan Lakes Marine Facility Review*. This initiative will be taking a strategic look valley wide at needs, issues, and facility development opportunities related to boating on valley lakes (i.e. Okanagan, Wood, Kalamalka). The stakeholders are in the process of preparing terms of reference for additional planning work.

Needs

Some of the needs expressed by these groups have been basic and include:

- Shoreline suitable for launching watercraft
- Waterside tie-ups or moorage, possibly including a wharf or dock
- Upland space for boat and equipment storage

In addition there are a number of inherent needs that will evolve if a more reliable and secure space is provided, including:

- Fenced or secure storage
- Parking
- Public washroom facilities
- Regulatory approvals for any of these improvements if they are in the lake or within 15m of it
- An expectation that similar opportunities will be provided to other water-based user groups who are not otherwise provided for

Challenges

Notwithstanding that these groups provide a benefit to their members and are otherwise not directly supported or aided by the City, there are a number of challenges that should be considered in deliberating this issue:

- Crown land along the waterfront is generally adjacent to waterfront residential property and/or too narrow or inaccessible to feasibly provide space for user groups.
- There is a limited supply of publicly-owned waterfront property and very little of that property is not already used for a higher and better use or has the physical or technical ability to accommodate the needs of user groups.
- Built facilities are expensive and waterfront land is very expensive. It is not practical or equitable, in the face of other community park and recreation needs, to provide waterfront land and publicly-funded facilities on an individual basis to every water-based user group that exists today or may seek such a partnership in the future.
- There is no allowance in the 10-year financial plan to provide waterfront land or facilities to meet the needs of human-powered watercraft groups, or the needs of the broader boating community as a whole.
- This end of Sutherland Park and the bay is encumbered in part by the log booms and related debris on the beach generated by the adjacent mill property. City staff will approach Tolko with regarding the clean-up of this area, including measures to contain log booms and keep them separate from boat channels to and from the proposed small boat site.
- Residents and/or businesses near any proposed site may object to parking or visual impacts in their neighbourhood or to a single-use being introduced that will have exclusive use over a portion of waterfront that is currently accessible to the neighbourhood.

Objective

The objective of the recommendations in this report is to provide all human-powered boat user groups in the community with equal opportunity to have access to the lake, and storage for their boats and equipment, on a temporary basis and in a way that minimizes cost to the City. In working toward this objective there are a number of principles that the City should follow:

- any agreement be made with a single legally recognized society or association that represents all not for profit human-powered boat user groups in the community, now and in the future;
- any agreement be temporary;
- any agreement be renewable, until such time as Council endorses an alternative use for the site;
- the society or association be responsible for the cost and undertaking of all improvements, including any and all permits, licenses and approvals required for the improvements;
- the society or association be responsible for proper maintenance of the site and the safe, effective and cooperative operation of the site;
- the society or association maintains adequate risk and liability insurance and holds the City harmless from any and all liability and claims; and
- the existing trees and facilities on the site be protected from damage to the satisfaction of the Parks Division.

Summary

Staff undertook a review of the City's waterfront properties to identify potential sites for user groups of human-powered boats. In addition to Crown land, road-end beach accesses and existing boat launches, staff identified and examined all City-owned parks on Okanagan Lake (see Appendix B). Based on this review it was determined that there were no ideal sites and every site has a number of constraints that work against its use for boat access and storage. In the final analysis a single 0.3ha site in Sutherland Park, in the North End of the community, was identified as the preferred site for locating user groups of human-powered boats (see Appendix A). While the site has some undesirable attributes (e.g. navigation around log booms, shallow water, no existing water-based moorage), it has sufficient size and few neighbours, is located one block from an existing boat launch, is adjacent to public washrooms and has on-street parking nearby. In addition, the poor fish habitat along this stretch of waterfront will enhance the possibility of obtaining necessary environmental approvals. In the late 1990's the Planning Department undertook a planning process for the long term use and development of Sutherland Park. It identified the south end of the park, the location recommended herein, as the future site of a modest boat launch and parking lot.

INTERNAL CIRCULATION TO:

- ☐ Director of Recreation, Parks & Cultural Services
- ☐ Director of Planning & Development Services
- ☐ Parks Manager
- ☐ Civic Properties Manager
- ☐ Development Services Manager
- ☐ Community Development & Real Estate Manager
- ☐ Environment Supervisor

LEGAL/STATUTORY PROCEDURAL REQUIREMENTS:

As a minimum, the society or association will have to apply for and receive approval from both the City of Kelowna and the Ministry of Environment to undertake work on land. Additional submissions and approvals may be necessary to construct a dock, float or water-based moorage.

Possible re-zoning of Okanagan Lake in front of the proposed site, from W1 (Recreation Water Use) to W2 (Intensive Water Use) in order for the society or association to construct a dock, float or water-based moorage.

Considerations that were not applicable to this report:

LEGAL/STATUTORY AUTHORITY:

EXISTING POLICY:

FINANCIAL/BUDGETARY CONSIDERATIONS:

PERSONNEL IMPLICATIONS:

TECHNICAL REQUIREMENTS:

EXTERNAL AGENCY/PUBLIC COMMENTS:

ALTERNATE RECOMMENDATION:

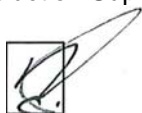
THAT City Council defer making a decision on the primary recommendation(s) proposed in this report pending completion of the *Okanagan Lakes Marine Facility Review* and/or the *Recreation, Parks and Culture Master Plan* and the direction the master plan document will provide as it relates to the provision of access and storage for user groups of human-powered boats.

Submitted by:



Andrew Gibbs, CSLA
Parks Planning, Design & Construction Supervisor

Approved for Inclusion:



Attachments: Appendix A – Proposed Location
Appendix B – Analysis of Potential Sites

cc: Director of Recreation, Parks and Culture
Parks Manager
Civic Properties Manager
Recreation Manager
Development Services Manager
Community Development & Real Estate Manager
Environment Supervisor

