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CITY OF KELOWNA

MEMORANDUM

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**Date:** May 7, 2008  
**File No.:** 6240-20  
**To:** City Manager  
**From:** Andrew Gibbs, Park Design & Construction Supervisor  
**Subject:** Downtown Waterfront Park Plan

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**RECOMMENDATION:**

THAT City Council receive as information the report from the Parks Design and Construction Supervisor, dated May 7, 2008;

AND THAT City Council endorse a public open house, scheduled for May 28, 2008, so that the public has the opportunity to review the plan and provide feedback.

**BACKGROUND:**

History

In May 2007 Council authorized staff to proceed with master planning for the downtown waterfront's public open space. This open space, from the Water Street Boat Launch southward to the new WRB Bridge, is 1300 metres in length and includes some or all of 3 major parks: Stuart Park, Kerry Park and City Park. An overall master plan was necessitated by several factors:

- Stuart Park has been budgeted for development and needs a final plan, integrated with the remainder of the waterfront, before detailed design, environmental approvals and construction can proceed;
- Kerry Park and the foot of Bernard Avenue plays a pivotal role in the success of downtown and is at the epicenter of the proposed downtown redevelopment and;
- The City Park Master Plan doesn't provide sufficient guidance to address issues of human activity, beach erosion, and changing environmental legislation that have evolved since the master plan was prepared in 2002. This design exercise provided a key opportunity to do so; and
- The federal Department of Fisheries and Oceans (DFO) has advised the City that any alterations to the waterfront within the study area would require an overall plan, showing, the City's long term development and use plans for the downtown waterfront, before DFO can approve any single improvement project.

A previous open house on downtown waterfront's public open space was held November 6, 2007. A summary of attendee feedback is attached for information (see Appendix A) and has been used in part to guide preparation of this downtown waterfront public open space plan.

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### Vision and Objectives

The intent of the Downtown Waterfront Park Plan is to provide a 50-year vision that guides development and use for what is arguably the community's most valued asset – its downtown waterfront. The downtown waterfront should be a magnet for Kelowna's citizens and a highlight for its visitors. The plan should provide:

- Year-round opportunity for downtown activity, for individuals, groups and the entire community;
- Continuous, high quality access parallel to the shoreline of the lake for pedestrians, cyclists and the ability challenged;
- Stronger relationship between downtown's streets and the waterfront;
- Improved water quality for Okanagan Lake and an enhanced riparian ecosystem;
- Improved visual and physical access to the lake for pedestrians, and improved physical access to the downtown for the boating public;
- Integration with the proposed comprehensive development zone downtown;
- A water front park system that stimulates and supports residential development and commercial activity downtown; and
- A reflection of the history and character of the site and the community.

The Downtown Waterfront Park Plan is broken down into three components, as illustrated on the plan drawing (see Appendix B), and includes the following features in each of the component parks:

### Stuart Park

Stuart Park is a new park. It will be built where no park previously existed to be a community-wide magnet for citizens and visitors. And, in keeping with its namesake (former longtime mayor Jim Stuart) and its prominent location across the street from City Hall, it will also function as an important civic space. The design for the park will result in a net ecological gain for the site and will be a showcase for urban waterfront park development. Improvements proposed for Stuart Park include:

- A civic plaza that will feature a winter ice rink, an interactive summer water feature and will be a year-round venue for community gatherings and events;
- A raised central area that functions as a stage for the civic plaza, provides a variety of informal seating and is the site of a major public art piece dedicated to the concept of 'community' in Kelowna;
- An enhanced streetscape for Water Street, defining it as a civic street and could include recognition for recipients of the annual community leadership awards;
- A grand public promenade along the waterfront, providing a scenic stroll along the lake and connecting Kerry Park to the promenade to Waterfront Park;
- Removal of the existing retaining wall along the shoreline and development of a functioning riparian ecosystem along the edge of the lake;
- A manufactured stream and wetland for re-circulating lake water to improve the water quality of the boat basin in front of the park;
- An urban, non-fruit tree, 'orchard' that pays homage to the community's agricultural roots;
- Conversion of an existing asphalt parking lot at the end of Queensway to additional water surface for the lake and a small habitat island;
- Relocation of the yacht club building and deep keel boat launch and relocation of near shore yacht club moorage slips to deeper water; and
- A central service building that includes a café, public washrooms and support infrastructure for the park.

### Kerry Park

Kerry Park has historically been the community's 'heart', or focal point, where its main street (Bernard) meets its greatest asset (Okanagan Lake). The improvements proposed for Kerry Park are contingent in part on the proposed comprehensive development zone. Improvements proposed for Kerry Park include:

- Retention of the "Sails" sculpture and redesign and redevelopment of the water feature around it, as well as retention and relocation of the "Ogopogo" sculpture;
- A plaza centered around the "Sails" that provides opportunity for walking, sitting, viewing and events, and enhances the community's "front door" on Okanagan Lake;
- Partial closure of the ends of Bernard Avenue and Abbott Street (i.e. at non peak times and except as required for maintenance and emergency vehicle access) to provide a predominately pedestrian area around the "Sails";
- Widening and re-development of the waterfront pathway between Stuart park and City Park;
- A public pier off of Kerry Park near the end of Queensway that provides boating services (e.g. fuel, sanitary pump out) and day-use moorage for the boating public;
- A privately-run restaurant at the foot of the pier adjacent to the park;
- Public washrooms (n.b. as part of the proposed restaurant building or as part of a private building developed next to the park);
- Relocation of the commercial boats currently moored beside the "Sails" to the proposed pier, re-opening views of the lake from Kerry Park; and
- Redevelopment of the informal performance venue, including a performance platform and grass seating area.

### City Park

The improvements proposed for City Park as part of this design process are focused on the park's waterfront edge, between the walkway and the waterline, and in special instances into and over the lake. These improvements include:

- A wider and higher quality pedestrian promenade along the lake side of the park;
- Development of a new aquatics pavilion at the site of the historic one, including a 50m swimming area, diving platform and 'beach' upland of these waterside facilities;
- A public gathering place and panoramic viewpoint at the point where Hot Sands Beach and Cold Sands Beach meet;
- A performance venue in the northeast corner of the park, adjacent to the proposed "Sails" plaza that has a slightly higher audience and performance capacity than the venue proposed for Kerry Park;
- Replacement of the existing playground with a single, large, multi-age playground and including play equipment and activities for the beach and into the lake;
- A family picnic area located between the proposed playground and the existing water park;
- Improvements to the fisheries habitat of the lake along Cold Sands Beach; and
- One new public washroom near the "Sails" plaza and redevelopment of the existing washrooms/changeroom facility at Hot Sands Beach.

### **FINANCIAL/BUDGETARY CONSIDERATIONS:**

Cost estimates for the proposed park developments described above are being prepared and will be completed after the proposed public open house and will be included in the presentation of the final plan to Council.

### Stuart Park

For the past 5 years the City has been setting aside capital development funds for Stuart Park, and to date they amount to \$4.4 million, including a \$500,000 grant provided by the provincial government through its Spirit Square program. These funds will be used to develop the first phase of Stuart Park and will focus on the centre of the park (i.e. the central stage and major public art piece) and will expand to include the plaza or the waterfront promenade as funding allows.

### Kerry Park

While there is currently no line item in the municipality's budget dedicated to Kerry Park, funding for redevelopment of Kerry Park is proposed to come from revenue generated by the City via the downtown comprehensive development (CD) zone. Should the CD zone not be approved in its current form it will impact the ability to construct the park using development-generated revenues and would instead require taxation revenues.

### City Park

The City has \$2.8 million of reserve funds for set aside for improvements to City Park; specifically for erosion protection at the point of Hot & Cold Sands beaches and for restoration of south edge of the park after the new bridge is opened (i.e. repair and restoration of the sport field, parking and landscaping). Funding for the improvements to the park that are proposed in this plan will be secured incrementally over time through the annual municipal budget process.

## **TECHNICAL REQUIREMENTS:**

### Stuart Park

This first phase of Stuart Park is scheduled to start construction in 2009 and be complete in 2010, pending the timing and conditions of federal environmental approvals which have yet to be obtained. The remainder of the park will be built over two or more additional phases in response to site specific logistics and as additional funding is secured.

### Kerry Park

Construction of the park has not been scheduled yet, but will be undertaken when funding is available and likely in conjunction with any urban redevelopment that occurs on the edges of the park.

### City Park

There is no timeline yet for the improvements proposed herein for the City Park waterfront, but it is expected that it will be several years before anything other than the budgeted erosion protection is undertaken.

## **EXTERNAL AGENCY/PUBLIC COMMENTS:**

### Public Open House

A public open house is scheduled for Wednesday, May 28, at Kerry Park. The intent of the open house is to give wide exposure of the plan to the general public in order to inform them of the proposed plans for downtown's waterfront parks and to solicit their feedback and input before finalizing the plan.

## Environmental Assessment and Approvals

Before the plan is finalized, a qualified environmental professional will be retained to undertake an environmental assessment and prepare a habitat balance sheet to more clearly determine the conservation, mitigation and compensation measures that need to be included in the final plan. At this time the cost estimates can be updated to reflect costs of environmental mitigation/compensation.

As mentioned, DFO has requires an overall, long term plan for the downtown waterfront before approving any single improvement project. Of the three parks it is planned that redevelopment of the downtown waterfront parks will begin with the first phase of Stuart Park. The timing of construction start-up is planned for spring 2009. At this time this date is tentative and dependent in part on how long it takes DFO to review and approve the proposed development and environmental plans, including any changes they may require.

### **INTERNAL CIRCULATION TO:**

- David Graham, Director of Recreation, Parks & Culture
- Joe Creron, Parks Manager
- Doug Gilchrist, Community Development and Real Estate Manager
- Mark Watt, Environment & Solid Waste Manager

Considerations that were not applicable to this report:

**COMMUNICATIONS CONSIDERATIONS:**

**ALTERNATE RECOMMENDATION:**

**LEGAL/STATUTORY AUTHORITY:**

**LEGAL/STATUTORY PROCEDURAL REQUIREMENTS:**

**EXISTING POLICY:**

**PERSONNEL IMPLICATIONS:**

Submitted by:



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Andrew Gibbs, CSLA  
Park Design & Construction Supervisor

Attachment

Approved for Inclusion:



cc: Civic Properties Manager  
Financial Planning Manager  
Policy, Research & Strategic Planning Manager  
Director of Works & Utilities  
Current Planning Supervisor  
Parks Administration Supervisor





# DOWNTOWN WATERFRONT PARK SYSTEM

## Appendix A

of report to Council  
dated May 7, 2008

### Public Open House

NOVEMBER 6, 2007

**Your input is important to the design & development process.**

Please take the time to fill out this comment sheet and leave it with us before you go.

**1. What do you think of the park plans proposed for the waterfront ? ( please check one )**

- ☐ I LIKE ALL OF IT – Build it the way it's shown **19** chose "I like it all"
- ☐ I LIKE SOME OF IT – But I would make some changes **11** chose "I like some of it"
- ☐ I DON'T LIKE IT – Try a different approach **8** chose "I don't like it"
- ☐ I'M NOT SURE **0**

**2. Please describe the changes you would make to provide a better waterfront park system:**

Park furniture (benches, picnic tables); less parking; more green space; delete high cost features (arch, cable boardwalk); water features; public boat slips; stage at Kerry Park; no market, keep vendors along walkway; public washrooms; public art; farmers market; sustainability; more trees and vegetation; top quality; close Bernard-Abbott; no pier; boat launch parking; social spaces; way-finding; more beach & water access;

**3. Please describe the park issues you think are important and should be addressed:**

water conservation; security & safety; druggies; more parking; Kerry Park as green space; public moorage; accessibility; dog amenities; shade; sustainability; bridge to the "island"; be sure to maintain properly; human scale; homeless; ice rink; public washrooms; cleanliness; performance space; lighting; autumn character; night time use;

**4. Only some of the proposed park improvements are currently funded. In order to finance improvements to the downtown waterfront park system would you . . . ( please check one )**

- ☐ SUPPORT AN INCREASE IN TAXES? **9**
- ☐ SUPPORT A REALLOCATION OF TAXES FROM OTHER CITY PRIORITIES? **15**
- ☐ PREFER TO LEAVE THE WATERFRONT AS IT IS FOR NOW? **10**
- ☐ OTHER SUGGESTION? \_\_\_\_\_

**5. Please provide any additional comments on the reverse side of this page . . .**

PLEASE LEAVE YOUR COMPLETED COMMENT SHEET WITH US BEFORE YOU LEAVE.  
IF YOU WISH, YOU MAY SEND THIS IN BY MAIL OR FAX OR E-MAIL (BY **Nov 13**) TO:  
Parks Division, 1359 KLO Road, V1W 3N8  
fax: 862-3335 email: parks@kelowna.ca

*Thank you !*



**Appendix B**  
**Downtown Waterfront Park Plan**



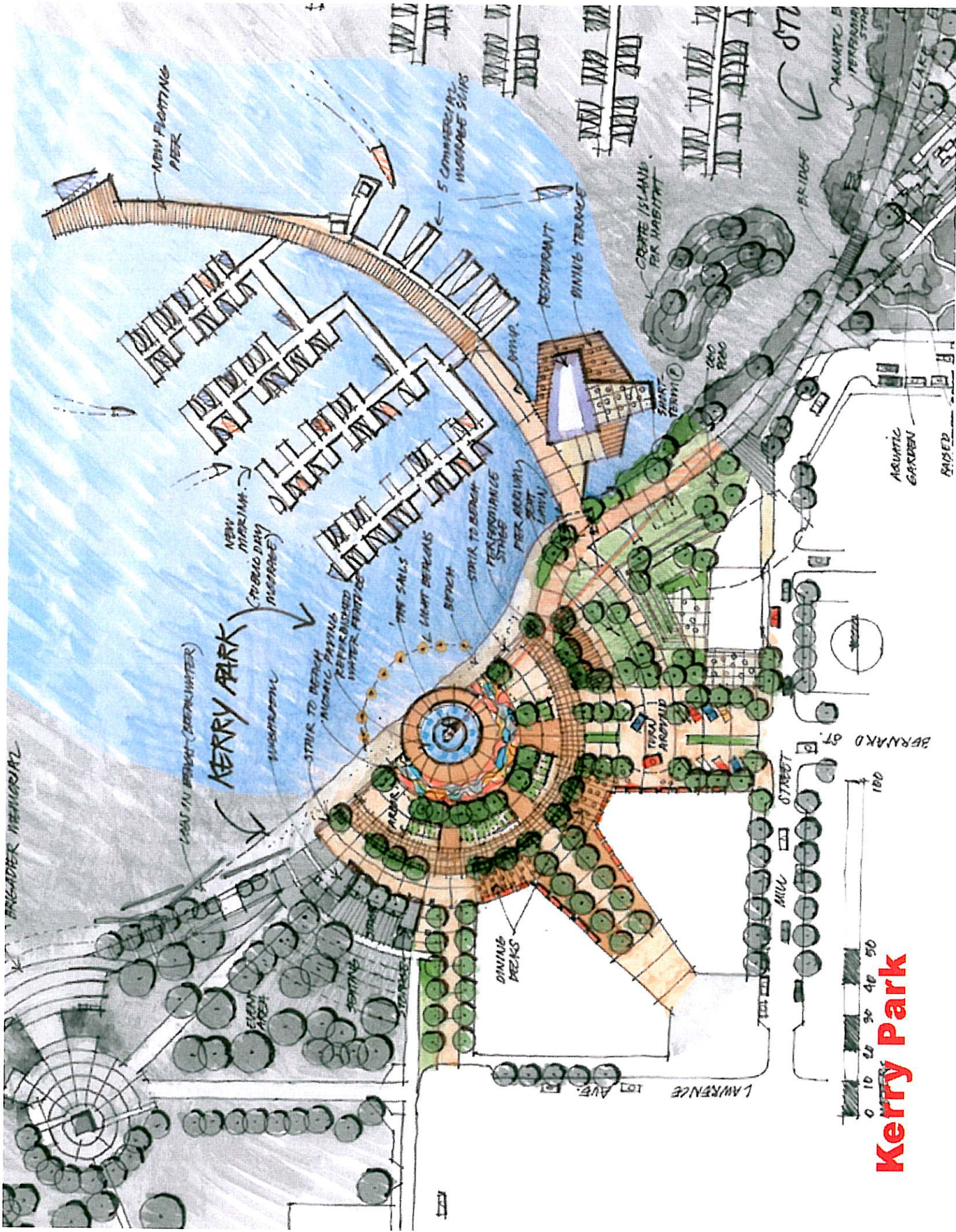
Parks Division  
 May 7, 2008





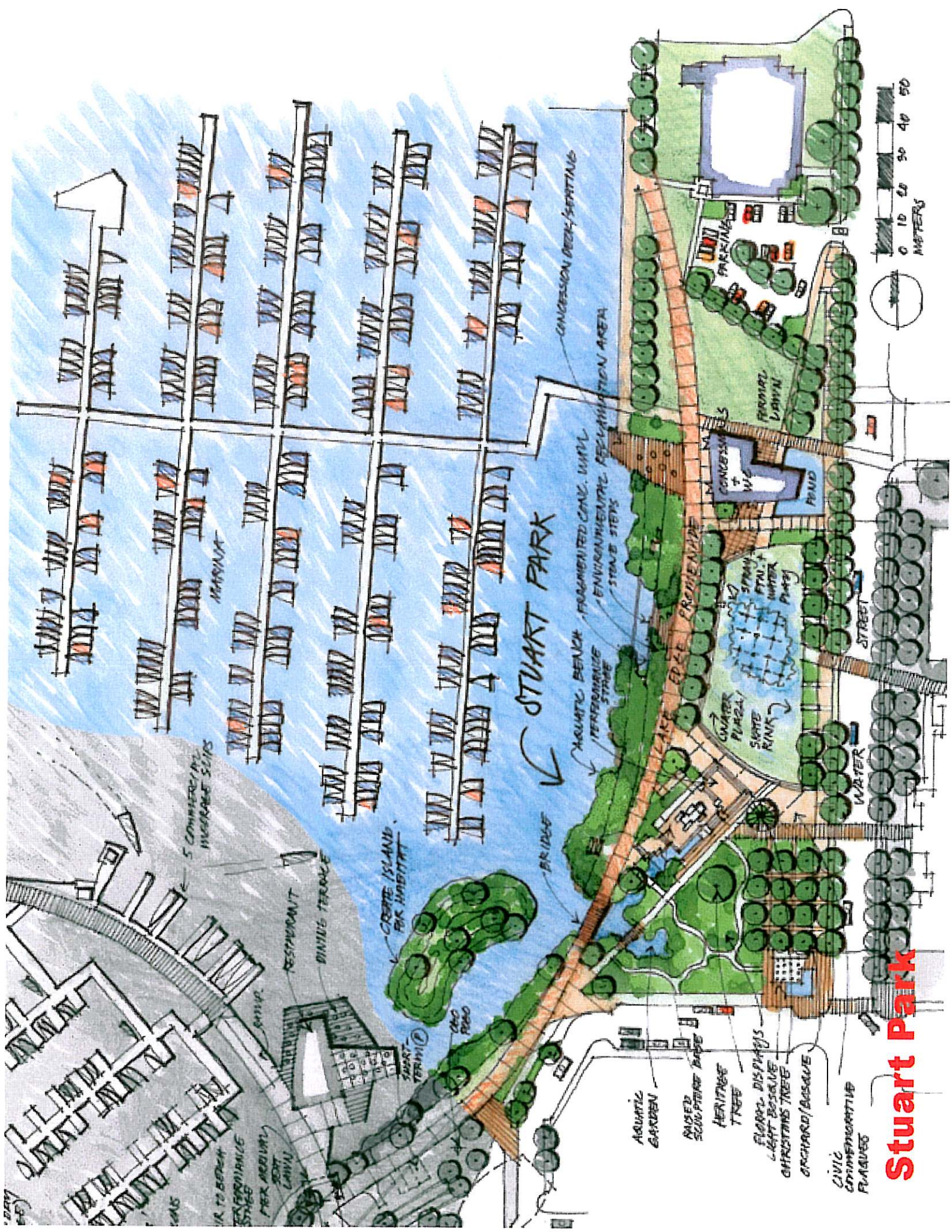
# City Park





# Kerry Park





# Stuart Park