
CITY OF KELOWNA

MEMORANDUM

Date: March 24, 2009
File No.: 6120-20
To: City Manager
From: Parks Planning Manager
Subject: Bellevue Creek Linear Park Master Plan

Report Prepared by: B. Davidson, Parks Planner

RECOMMENDATIONS:

THAT Council direct staff to notify residential property owners directly affected by the trail alignment of the City's proposed land interest;

AND THAT Council direct staff to prepare an environmental restoration plan for the length of Bellevue Creek within city limits, in order to fulfill the regulatory requirements of the provincial Ministry of Environment and the federal Department of Fisheries and Oceans;

AND THAT Council direct Staff to seek public input on the proposed trail alignment;

AND THAT Staff report back to Council with a final plan for endorsement as a guideline for development in late 2009.

BACKGROUND:

The Bellevue Creek Linear Park in the North Mission is identified as the second highest priority in the draft Linear Park Master Plan. The creek corridor is approximately 6.1 kilometres long and connects Okanagan Lake to Myra Bellevue Provincial Park beyond the City boundary.

During the planning process, the following principals were developed to guide major decisions on the plan:

- Provide for an off-road continuous linear trail;
- Minimize the amount of land acquisitions;
- Minimize the impact to the Riparian Management Area (RMA);
- Enhance and improve the Riparian Management Area where possible;
- Address privacy concerns of landowners adjacent to the proposed linear park; and
- Ensure that implementation costs are consistent with the funding available in the City's 10 Year Capital Plan.

Staff has reviewed the existing conditions, received and incorporated public input, identified environmental concerns and prepared a draft Master plan. The proposed trail alignment strikes a balance between protecting sensitive environments, minimizing property acquisition and providing for improved recreational, educational and quality of life opportunities for the entire community.

Implementation of the Master Plan will depend upon community priorities; budget availability; the ability to develop community partnerships; and subdivision and rezoning. This plan will be constructed in phases and may take 20 years, or longer, to fully implement.



Next Steps

Parks Planning Staff propose to meet individually with the property owners where the City will have an interest in acquiring a portion of their land. Once complete, a general public open house will be held to explain the draft master plan and provide an opportunity for further public input. Following receipt of input from the public, a Master Plan will be completed and submitted to Council for approval.

COMMUNICATIONS CONSIDERATIONS:

Public input and consultation has been an important component of the planning process. Three open houses were held in the fall of 2006 to inform the public of this project and to solicit their input on the provision of a trail, preferred alignment, phasing and other issues related to the linear park.

Over 350 citizens attended the open houses, 215 comment sheets were submitted, representing 171 households.

- 55% of households were in favour of developing the entire creek corridor as a linear park,
- an additional 30% were in favour of developing parts of the corridor, therefore,
- 85% of households were in favour of some form of linear park development,
- 11% were not in favour of park development,
- 4% did not respond to this question.

Of the 116 single family residences located directly on Bellevue Creek, we received feedback from 48 properties (41%). Nine percent of the 116 properties were not in favour of park development.

Parks staff utilized public input extensively to make refinements to the two proposed trail alignments. Refinements include:

- Substantially reducing the number of acquisitions;
- two on-road trail segments to mitigate privacy concerns and to reduce costs; and
- narrowing existing roads (Kincaid Road and Varney Court) to widen riparian areas and reduce impervious surfaces within the RMA by approximately 1050 square meters, therefore ensuring compliance with the provincial Riparian Areas Regulation (RAR).

During this process staff from other City Divisions have been included in discussions including: Real Estate and Building Services, Land Use Planning, Policy and Planning, and Financial Services.

FINANCIAL/BUDGETARY CONSIDERATIONS:

The draft master plan divides the entire project in several phases for implementation. The costs for each phase are based on a 10-year period corresponding with the City's 10-year capital plan.

Land Acquisition Costs

PHASE	SECTION(S)	# OF ACQUISITIONS	TIMING	COST
I	6, 5b	4	2009-2018 (10 years)	\$ 887,000
II	3b	6	2019-2029 (10-20 years)	\$ 1,077,000
Total		10		\$ 1,954,000

Phase 1 (2009 – 2018) represents approximately 38% of the Natural/Linear Park Acquisition Budget in the current 10-year Capital Plan. The proposed acquisition strategy is to acquire properties by purchasing them at market value, as they become available over the long term; subdivide off, or create easements, for what is required for the linear park; and resell the remainder. By proceeding in this manner, the current property owner is participates voluntarily.

Trail Development Costs

PHASE	TIMING	TRAIL SECTIONS	LENGTH	COST
I	2009-2019 (10 years)	1, 3, 5b, 6, 7b	4.4 km	\$1,240,000
II	2017-2027 (10-20 years)	3b, 4, 7a	1.2 km	\$978,000
Total			5.6 km	\$2,218, 000

Phase 1 (2009 – 2018) represents approximately 34% of the Linear Park Development Budget in the current 10-Year Capital Plan. The estimated costs include environmental monitoring, and riparian restoration and mitigation works.

Operations Costs

Based on 2008 maintenance costs for Brandt's Creek Linear Park of approximately \$2.40 per linear meter, annual operations costs for the full build out of Phase 1 of Bellevue Creek Linear Park will be approximately \$10,560. For Phase 1 and 2 combined, maintenance costs are estimated at \$13,440 per year.

Life Cycle Costs

Boardwalks, viewing platforms and pedestrian bridges form the majority of built structures required for this project. Their initial constructions costs are estimated at \$997,000 (\$2008) and their estimated life span is 30 years.

This would mean that the annual average investment set aside for structural replacement should be in the order of 3.5% per year, or \$35,000 per year at full build out.

EXISTING POLICY:

Official Community Plan: Linear Park Dedications 14.33
Creek Corridor Public Access Routes Table 14.1
Linear Park Concept Plan Map 14.2

INTERNAL CIRCULATION TO:

Carla Stephens, Director Community & Media Relations

EXTERNAL AGENCY/PUBLIC COMMENTS:

The development of a restoration plan is recommended for the portion of Bellevue Creek located within city limits, in order to fulfill regulatory requirements of other levels of government such as the Provincial Ministry of the Environment (MoE) and the Federal Department of Fisheries and Oceans (DFO).

LEGAL/STATUTORY PROCEDURAL REQUIREMENTS:

Preparation of Area Structure Plans for lands currently in the Urban Reserve, as well as undertaking the subdivision and rezoning process are required by developers for the upstream properties located in Phase III.

Considerations that were not applicable to this report:

LEGAL/STATUTORY AUTHORITY:
PERSONNEL IMPLICATIONS:
TECHNICAL REQUIREMENTS:
ALTERNATE RECOMMENDATION:

Submitted by:



B. Davidson, Parks Planner

Approved for Inclusion:



Randy Cleveland, Director Infrastructure
Planning

cc: *Signe Bagh, Director Policy & Planning*
Shelley Gambacort, Director Land Use Management
Todd Cashin, Manager Environment & Land Use
Jerry Behl, Manager Transportation Planning
Doug Gilchrist, Director, Real Estate & Building Services
Keith Grayston, Director Financial Services
Joe Creron, Director Infrastructure Operations
Carla Stephens, Director Community & Media Relations

Bellevue Creek Linear Park Master Plan



Prepared by CITY OF KELOWNA INFRASTRUCTURE PLANNING

March 2009

Recommendations

- THAT Council direct staff to notify residential property owners directly affected by the trail alignment of the City's proposed land interest;
- AND THAT Council direct staff to prepare a environmental restoration plan for the length of Bellevue Creek within city limits, in order to fulfill the regulatory requirements of the provincial Ministry of Environment (MoE) and the federal Department of Fisheries and Oceans (DFO);
- AND THAT Council direct Staff to seek public input on the proposed trail alignment;
- AND THAT Staff report back to Council with a final plan for endorsement as a guideline for development in late 2009.

Context

- The Linear Park Master Plan sets the top priorities for new linear parks:
 - Mill Creek Linear Park & Rails with Trails
 - **Bellevue Creek Linear Park**
 - Gopher Creek Linear Park
 - Waterfront Walkway
 - Houghton Road Recreation Corridor
 - Abbott Street Recreation Corridor Extension

Overview

- **Past**
 - green in OCP since 1995
 - shown on Future Land-Use Map
 - shown on Existing Linear Park Concept Plan
- **Present**
 - this presentation shows a high level trail alignment for Bellevue Creek Linear Park
- **Future**

We will return to Council for:

 - final approval of the master plan
 - funding approvals for acquisitions of individual properties
 - annual funding approval for trail design & development costs
 - annual funding for park maintenance

Vision Statement



A continuous greenway from Okanagan Lake to Myra-Bellevue Provincial Park to enhance recreational and environmental benefits for the citizens of Kelowna.

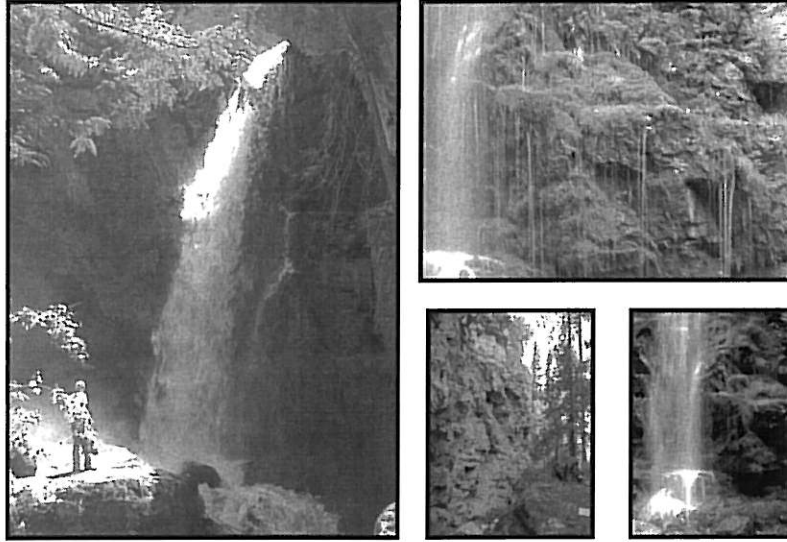
Bellevue Creek – Lower Reaches



Photos courtesy of Ecoscape Environmental Consultants Ltd.



Bellevue Canyon



Bellevue Creek – Upper Reaches



Photo courtesy of Ecoscope Environmental Consultants Ltd.

Environmental



Photos courtesy of Ecoscape Environmental Consultants Ltd.

- Our environmental objective is:
to achieve a net environmental benefit over the entire length of the creek.
- An environmental consultant has proven out the high level feasibility of the proposed trail alignment.
- We will locate the path outside of the 15 m Riparian Management Area (RMA) where possible.
- The City may use the RMA flex option for trails located within 15 to 10 m from top of bank.
- Where the trail is located between 10 m and the top of bank, we will require MoE and DFO approval in principle before acquiring more land.
- Next step: prepare a restoration plan for the length of creek within city limits and submit to MoE and DFO.

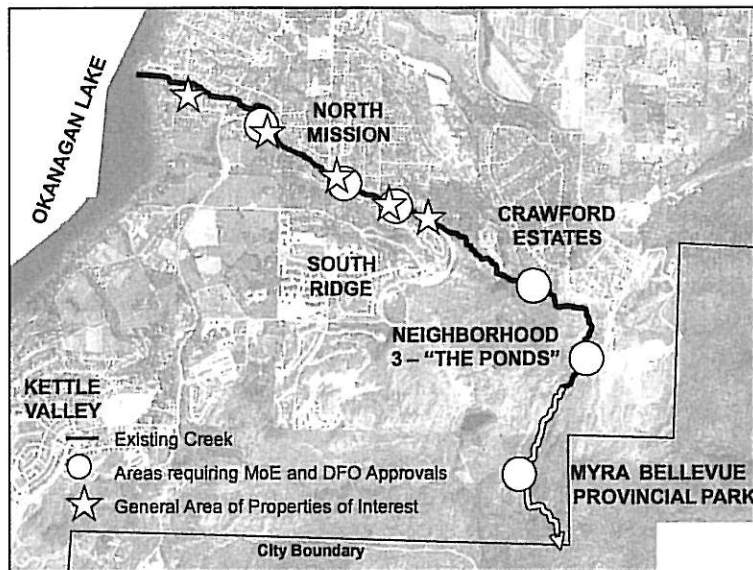
Challenges - Acquisition

- We will require parts of 20 SFR properties over 6.1 km.
- Will have to be flexible and negotiate as properties become available.
- We would like to meet with property owners now to inform them of our interest.

Acquisition Strategy

- As budget allows, we will negotiate with a willing property seller
- Purchase the property at fair market value
- Subdivide off what is required for the park
- Resell the remainder
- By working this way we will cooperate with the existing landowners.
- Portions of 27 properties are required: 20 SFR + farm + remaining properties dedicated through future subdivision.

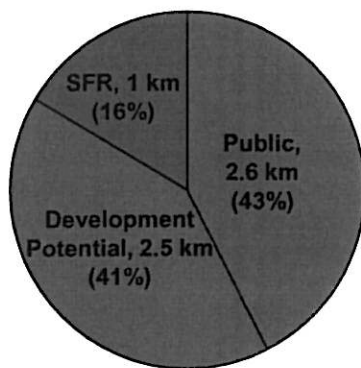
Bellevue Creek Corridor



Financial Objectives

1. Develop the linear park in a manner that is consistent with the 10-year capital plan, and available funding in each annual budget.
2. Take advantage of future / potential funding opportunities as they arise.
3. Balance investments across the top three linear park priorities

Land Ownership

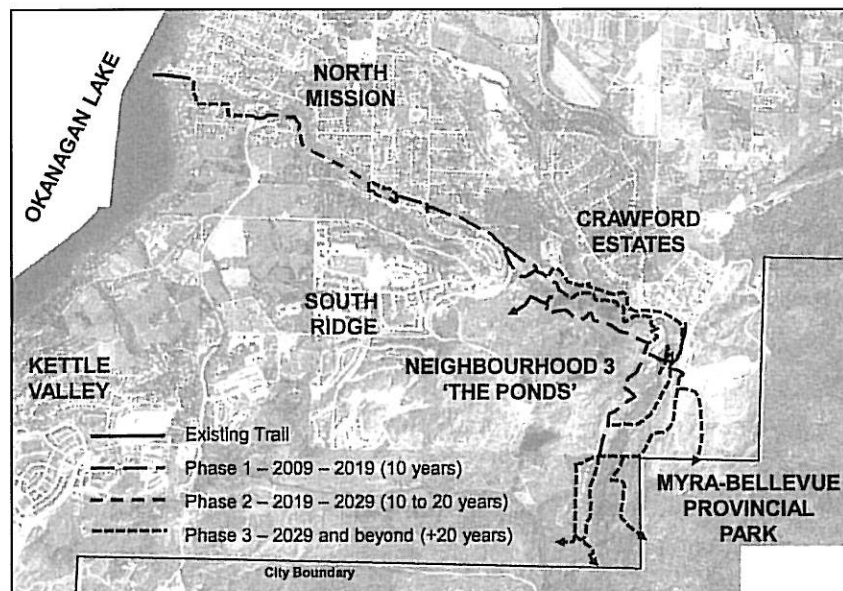


- 2.6 km public (City or Crown)
- 2.5 km private large lot with development potential
- 1 km within existing single family residential neighbourhood

Public Consultation Process

- Engaged the public through:
 - three open houses
 - letters
 - phone calls
 - meetings
 - comment forms
 - website
 - newsletter
- 85% of households were in favour of some form of linear park development,
- 11 % were not in favour of linear park development

Bellevue Creek - Phases



Estimated Acquisition Costs within 20 Years

- Estimated by Real Estate and Building Services (REBS)
- In \$ 2008
- Phase 1 represents 38% of the Natural / Linear Parks Acquisition Budget in the current 10-Year Capital Plan

PHASE	SECTION(S)	# OF ACQUISITIONS	TIMING	COST
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Estimated Construction Costs within 20 Years

- In \$2008

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Total			5.6 km	\$2, 218, 000

- Phase I - represents 34% of the Linear Park Development Budget in the current 10-Year Capital Plan
- Includes the estimated costs for environmental monitoring and riparian restoration / mitigation.

Summary – Phase 1

- Trail length within 10 years = **4.4 km**
- Total costs within 10 years - Phase I – (\$2008)
= **\$ 2,127,000**
- Incorporation of public input
- Achieves a balance between:
 - protecting sensitive environments;
 - minimizing property acquisitions and costs; and
 - providing improved recreational and quality of life opportunities for the entire community.
- Requires MoE and DFO approvals