

# Memo



**Date:** December 2/09  
**File:** 6120-20  
**To:** City Manager  
**From:** Terry Barton, Manager, Parks & Public Places  
**Subject:** Linear Park Master Plan

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## Recommendation:

THAT the Linear Park Master Plan be approved as a guideline for the development of a city wide linear park network.

THAT the Linear Park Master Plan be forwarded and considered as part of the OCP Update Process and the Active Transportation Master Plan.

AND THAT Staff work with the public, key stakeholders and partners to develop an affordable financing strategy for the acquisition and development of the highest priority linear parks as part of the City's 10 year Capital Plan update in 2010.

## Background:

In the spring of 2009, Staff presented an update to Council on the progress of the Linear Park Master Plan. At the meeting, further public consultation for the plan was endorsed by Council as the next step in the process. Since that time, additional public consultation has been conducted and the master plan revised and finalized. The consultant, Catherine Berris Associates, Inc, a landscape architectural consultant, was engaged to develop and complete the plan.

## Master Plan

The purpose of the Linear Parks Master Plan is to provide long-term direction for the planning and construction of a coordinated, sustainable and environmentally responsible trail network spanning the entire City, to provide recreational opportunities and to accommodate alternative transportation for a diverse range of trail users. The document can be viewed on the City's website at kelowna.ca under City Projects. The vision of the Linear Park Master Plan is:

To create an interconnected network of outstanding linear parks, serving all forms of non-vehicular movement while linking points of interest throughout the City and providing healthy and diverse transportation and outdoor recreation opportunities.

Goals have been developed for recreation, connections, accessibility, ecology, landscape character, and tourism. Identified benefits of linear parks include environmental awareness, landscape appreciation, fun, increased social connections, tourism, heritage and cultural awareness, decreased use of vehicles, fitness and health.

Standards have been developed for six different classes of trails:

Class 1: Major Urban Promenade

Class 2: Major City Wide

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- Class 3: Roadside Corridor
- Class 4: Standard Multi-use
- Class 5: Narrow Multi-Use
- Class 6: Nature Trails

The standards provide best management practices for the sighting and overall design of trails, accessibility, trail heads, signs, viewpoints and rest areas, barriers, fences and vegetation.

The master plan also discussed implementation and confirmed potential land acquisition strategies, which includes two main methods:

- i. Linear park dedication and development as a requirement of subdivision and/or rezoning approvals.
- ii. City acquisition of properties or portion of properties from land owners.

The linear park master plan identifies 142 different trails around the City, some very short trails, only a few blocks long, connecting key features in a neighbourhood, while others are major city wide linear parks spanning the entire City like Mill Creek and the Rails with Trails. The trails were prioritized using a set of criteria including key connections, proximity to population density, quality of user experience, locations with high demand and potential for high use, and existing City-owned land. Trails that were likely to be achieved through subdivision and development approvals by 2020 were also included on the priority map.

The top six linear park priorities for acquisition and development are as follows:

- Waterfront Walkway a) Strathcona Park to Kinsmen Park and b) Rotary Beach Park to Mission Creek
- Mill Creek Linear Park - Parkinson Recreation Park to Lake Okanagan
- Rails with Trails - UBCO to Downtown
- Bellevue Creek Linear Park
- Mission Creek Greenway - from Lakeshore Road to Okanagan Lake
- Gopher Creek Linear Park

### Next Steps

The following is a summary of the next steps required in the implementation process:

- Incorporate the new linear parks maps into the OCP and update the OCP linear parks policies.
- Coordinate the linear parks with the Active Transportation Plan and sidewalk improvement program.
- Revise the linear park map in consideration of OCP public input as necessary and revise the 20 Year Servicing & Financing Plan and the 10 Year Capital Plan.
- Place emphasis on land acquisition in the next few years, in order to achieve priority linear parks in the short term.
- Adopt the trail classification system and trail standards for all new linear parks.
- Work with developers in new subdivisions on locating and developing linear parks.
- Continue planning and design work on the priority linear parks including preliminary design layouts, detailed design, specific property acquisition plans, construction cost estimates, phasing, any necessary environmental work, and construction for public use.

### Summary

Implementing the Linear Parks Master Plan will require significant resources and the on-going commitment of the City. It is important to emphasize the high public interest and support for linear parks. In various City surveys over the past several years, residents have consistently indicated that supplementing the existing linear park and greenway network is one of the highest civic priorities; e.g. Annual Citizen's Survey (2006 & 2008), Ipsos Reid Study (2006), Visitor Survey (2006) and the Sustainability Forum (2006).

Linear Parks meet all of the primary criteria of the multiple-bottom line approach. Their environmental benefits include a role in protecting sensitive habitat areas and education about natural resources. Their social and cultural benefits include enjoyment, social interaction, heritage, cultural awareness, fitness and

health, and equitable recreation for all. Their economic benefits include tourism opportunities i.e. Mission Creek Greenway, increased amenity value in neighbourhoods and reduced use of vehicles, contributing in turn to better air and water quality for people and ecosystems.

**Financial/Budgetary Considerations:**

The source of funding for land acquisition and trail development are many and varied. The Linear Park Master Plan identifies general trail alignments but does not accurately define land acquisitions and development costs. Individual master plans have been or will soon be prepared for each of the priority trails to identify land acquisition, trail alignment, phasing and costing.

Implementation will be based on the availability of budgets each year, the priority ranking of the linear parks, and the overall priority of linear parks to other civic projects. Investment into linear parks will concentrate on achieving complete links, connecting key features and providing maximum value to residents.

**External Agency/Public Comments:**

The public consultation portion of the project consisted of meetings with city staff, stakeholders and the public. Staff meetings included consultation with Finance, Transportation, Planning, Real Estate, Recreation and Environment staff. The external stakeholder portion consisted of meetings with RDCO Staff, Neighbourhood Associations and various Trail User Groups.

A public open house for the project was held on April 14, 2009 at the Ramada Inn at 2170 Harvey Ave from 4pm-7pm. There was strong public support for the concepts and ideas in the linear park master plan. This is consistent with other City survey's in the past few years that rank green space and trail projects as one of the highest civic priorities. The most frequent comments received regarded trail priorities and completing connections within a reasonable timeframe for use by residents. A summary of the exit surveys can be found in Attachment 1.

**Considerations not applicable to this report:**

Internal Circulation:

Legal/Statutory Authority:

Legal/statutory Procedural Requirements:

Existing Policy:

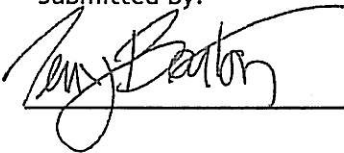
Personnel Implications:

Technical Requirements:

Communications Considerations:

Alternate Recommendation:

Submitted by:



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T. Barton, Manager, Parks & Public Places

Approved for inclusion:



Randy Cleveland, Director Infrastructure Planning

CC: Signe Bagh, Director, Policy & Planning  
Jerry Behl, Manager, Transportation Planning

Attachment 1

Linear Parks Master Plan

Public Open House - April 14, 2009

Compiled Results

24 completed surveys submitted at Open House

1. Where do you live?

- 7 - North
- 2 - Central
- 1 - East
- 9 - South

2. Which are the three trails you use the most?

Mission Greenway	18
Knox Mountain	6
Abbott Lakefront	5
Glenmore	4
Rails w/Trails	3
Brandt's Creek	2
Hwy 97 - UBC to Downtown	1
Quail Ridge	2
Watson Rd Rec Corridor	1
Hollywood Park	1
Francis Brook	1
Trails in Myra Bellevue	1
City Streets	1
KLO Canyon	1
Kincaid/Raymer	1
Enterprise Dog Park	1
Belmont Trail	1
CNC Thomson Marshes	1
Rotary Marshes Lakefront	1
Stephen Coyote	1
Dilworth Mountain	1

3. What is your level of support for the six trail standards?

Strongly Support	8
Support	12
Neutral	0
Opposed	1
Strongly Opposed	1
Not Sure	1

4. Comments on revisions:

- Need to study further - roadside corridors seem well thought through
- They are great, but not much happening in 10 years - don't know where I'll be in 10 years
- The trails should not be built on private property! It will have an effect on property values, security, ecological stability etc.
- Standards look good.
- The trail proposed should start where there are no homes for you to impose on.
- More nature trails - use to link natural areas by passing trails through subdivisions.
- Some trails are built to an unnecessary standard - should be the least intrusive possible - eg: Blair Pond. Avoid lighting - very disruptive to wildlife - also brush removal.
- Roadside/bike lane corridors should be isolated from traffic either by lawn boulevard or concrete barriers. It's very unsafe to be right next to traffic.
- More, more, more - more street/bike lanes.

5. Level of support for the draft Linear Parks Plan?

Strongly Support	8
Support	9
Neutral	2
Opposed	1
Strongly Opposed	2
Not Sure	0

6. Specific trail locations you oppose:

- Trail #98 - Rutland Bluff Trail and any other that caused hardship for property owners in loss of privacy, value or security to mention few.
- None - the more the better
- Not in favour of #8 - running through Gordon - Raymer - please stay out of family neighbourhoods. Start 8 at top of Raymer and run it up the ponds. Depends on each trail.
- Bellevue Creek should have no trail! Not where there are houses.
- Belmont Trail - access to Mission sports field should be along the West side of Gordon and then across at Lexington
- Obviously, central roadside bike lanes (eg: Houghton) should be done 1<sup>st</sup> to bring safe bike travel to an acceptable standard before moving outward.
- Trail from UBCO to Yaletown does not connect with Glenmore Community is "out of the way".
- #8 (Bellevue Creek Linear Park)

7. Specific trail locations to be added?

- Focus on Glenmore Cycle Path to Winfield.
- Accelerate Mill Creek trail completion
- Very dangerous biking from UBC to eventual side roads off of 97 to town - something needs to be done w/bridge crossing

- In general, secure a Glenmore Highlands Public trail as proposed by mountain bikers as an “Epic Trail”
- More north/south connections
- More trails in all current natural areas in the Dilworth area. If areas develop, keep trails on natural corridors - same policy should happen elsewhere in the City too
- Speed up Lochview Trail #66
- Join the KVR Trails to the Greenway along KLO Creek.
- Join Dillworth Mountain Trails to the Glenmore Drive recreation corridor
- Join the Greenway to Okanagan Lake
- Join Kirschner Mountain trail to the Greenway
- Dedicated trails from Glenmore area to UBCO without having to go the long way around and to make it safe
- Use the 1961 Highway 97 bypass from Union Road to UBCO via Robert Lake

8. Level of support for the proposed Phase 1 Plan?

Strongly Support	8
Support	9
Neutral	1
Opposed	3
Strongly Opposed	1
Not Sure	0

9. Trails you feel should have a different phasing priority:

- Do 42 sooner (Glenmore Highlands Trail)
- Quail Ridge East Loop
- #1 - UBC - Rails with Trails
- Rutland Bluff
- Rails to Trails - faster than 10 years!
- Staff has done a very good job prioritizing
- Suggest City incorporate sustainability practices in development of trails. Signage stating we have garbage/recycle bins every 500 kms
- Would like to have #42 Nature Trail upgraded to Phase 1 so that Knox, Glenmore Trails and Stephens Coyote Park are connected
- #117 (Union Curtis Rec Corridor)
- Wrong priority for UBCO Yaletown Trail - should be built after housing appears North of Yaletown
- #8 (Bellevue Creek)

10. Additional comments:

- Some concern regarding proposed West ?????? Ridge Trail
- Excessive Public Exposure to Private Scout Camp in the Canyon
- Cycle trail along Glenmore to Winfield? This is a VERY BIG PRIORITY for a huge and growing cycling community
- Looking at the maps, Glenmore appears to be park deficient (other than Linear Parks)
- Bicycle access is dangerous along Highway 97 and priority must be either widening bicycle lane on bridge over railway or implementing UBC Rails with Trails connection

- I cordially invite a representative from the planners to take a look on the proposed Rutland bluff Trail. I'll be happy to give you a guided tour
- I look forward to the Bellevue Creek Linear Trail - I hope it happens in my lifetime!
- Rutland Bluff - Rails to trails - faster than 10 Years!!
- Please understand that a family neighbourhood's need for safety is most important - linear parks cannot be constructed through an existing neighbourhood!
- A trail will cause more crime, less security, less privacy - would you want people walking through your backyard?
- No more strqata subdivisions (like High Pointe) that stop access to public parks (as High Pointe has done in the case of Knox Mountain Park). Public roads w/public trail access to parks.
- Suggest you partner up with IHA to promote healthy lifestyle. Should also forward this info in exec. format to the largest 15 employers in Kelowna as their HP shops can use for recruitment purposes, ie: did you know Kelowna currently has over 500km of trails and in next 10 years we will have over 750kms etc. If you require clarification, please call me at 491-6331 - thanks - good job! ☺
- 116, 139 access to University should be priority. Why can't Hollywood Rd North be bused through?
- Opposed to hard paving trails near streams eg: Mill Creek. All Paris Parks have special ground which works well. ??? 2,4,5
- Incorporate #42 (Glenmore Highlands Trail)nature trails onto the trails priorities map.
- Roadgrades for Yaletown UBCO access are poor compared to alternatives and distance too long

11. Did the information help you understand the scope of the project?

Yes 17  
No 1

12. Was the information presented in a format that was understandable?

Yes 23  
No 0

13. Did the material present enough information to you to provide an informed opinion on the nature of these improvements?

Yes 18  
No 3

If no, what type of information should have been included:  
Assistant help 2

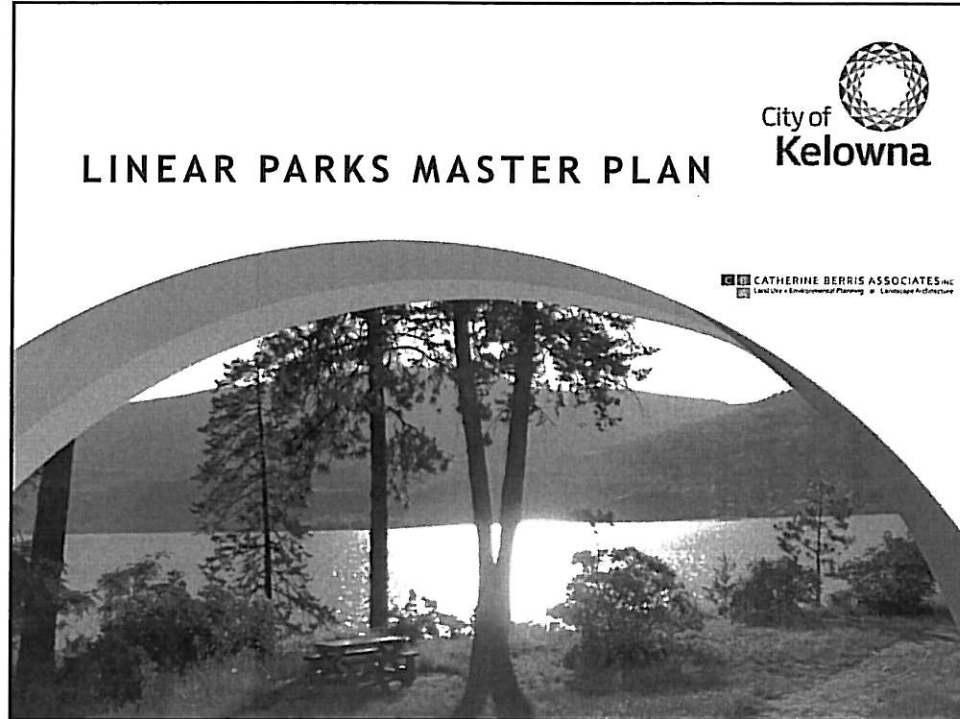
14. Was the staff and/or consultant able to answer your questions?

Yes 16  
No 1  
N/A 2  
Some 1

15. How did you hear about the open house?

Notification by Parks	1
Newspaper	7
Foss Email	1
City E Updates	4
Word of mouth	5
Invitation to QRR	1





## BACKGROUND

- ▶ Initial trail network in 1996 Official Community Plan: Linear Park Concept Plan, Map 14.2
- ▶ Construction of some on-road and off-road trails:
  - Mission Creek Greenway Phase I & II (Partnership with RDCO)
  - Brandt's Creek Linear Park (Glenmore Valley)
  - Waterfront Promenade from City Park to Rotary Marshes
  - Abbott Street Recreation Corridor
  - Rails with Trails (Spall Rd to Gordon Rd)
  - Quail Ridge Linear Park

## **BACKGROUND** (CONTINUED...)

- ▶ Very high public interest in linear parks and greenways, expressed in numerous City surveys:

Annual Citizen's Survey (2006 & 2008)  
Ipsos Reid Study (2006)  
Visitor Survey (2006)  
the Sustainability Forum (2006)



Maude Roxby Boardwalk

## **POLICY DIRECTION**

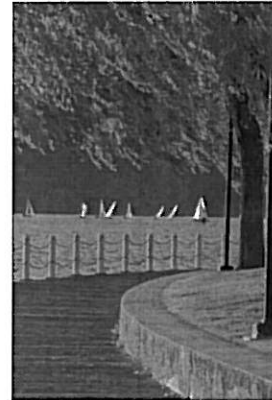
- ▶ Current OCP provides policy direction to prepare a comprehensive trail plan;
- ▶ Key recommendation from the Recreation, Parks and Culture Task Force 2008.



Kasuga Gardens

## PROCESS

- ▶ Draft Plan (2007 - 2008)
- ▶ Stakeholder Meeting (September 2008)
- ▶ Council Update (March 2008)
- ▶ Public Open House (April 2008)
- ▶ Complete Master Plan (October 2009)
- ▶ Council Presentation (December 2009)
- ▶ Incorporation into OCP (2010)



Waterfront Park

## VISION

- ▶ An interconnected network of outstanding linear parks, serving all forms of non-vehicular movement, linking points of interest throughout the City, and providing healthy and diverse transportation and outdoor recreation opportunities.



City Park

## GOALS

- ▶ Recreation
- ▶ Connections
- ▶ Accessibility
- ▶ Ecology
- ▶ Landscape Character
- ▶ Tourism



Mission Creek Greenway

## BENEFITS

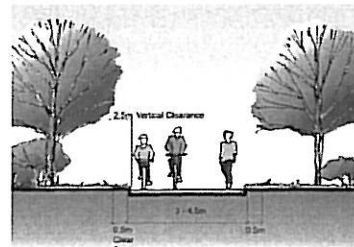
- ▶ Environmental Awareness
- ▶ Landscape Appreciation
- ▶ Fun
- ▶ Increased Social Connections
- ▶ Increased Tourism
- ▶ Heritage and Cultural Awareness
- ▶ Decreased Use of Vehicles
- ▶ Fitness
- ▶ Health



Rotary Marsh

## TRAIL CLASSES

- ▶ Class 1: Promenade
- ▶ Class 2: Major Multi-Use
- ▶ Class 3: Roadside Corridor
- ▶ Class 4: Standard Multi-Use
- ▶ Class 5: Narrow Multi-Use
- ▶ Class 6: Nature Trail



Class 2: Major City Wide

## TRAIL CLASSES

**Class 1: Major Urban Promenade**

**Location:** Urban centers through the city

**Level of Use:** High

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Urban centers through the city

**Design Guidelines:**

**Location:** Urban centers through the city

**Level of Use:** High

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Urban centers through the city

**Class 4: Standard Multi-use**

**Location:** Suburban centers through the city

**Level of Use:** Medium

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city

**Design Guidelines:**

**Location:** Suburban centers through the city

**Level of Use:** Medium

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city

**Class 2: Major Multi-use**

**Location:** Major urban centers

**Level of Use:** High

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Major urban centers

**Design Guidelines:**

**Location:** Major urban centers

**Level of Use:** High

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Major urban centers

**Class 5: Narrow Multi-use**

**Location:** Suburban centers through the city

**Level of Use:** Medium

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city

**Design Guidelines:**

**Location:** Suburban centers through the city

**Level of Use:** Medium

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city

**Class 3: Roadside Corridor**

**Location:** Suburban centers through the city

**Level of Use:** Medium

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city

**Design Guidelines:**

**Location:** Suburban centers through the city

**Level of Use:** Medium

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city

**Class 6: Nature Trails**

**Location:** Suburban centers through the city

**Level of Use:** Low

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city

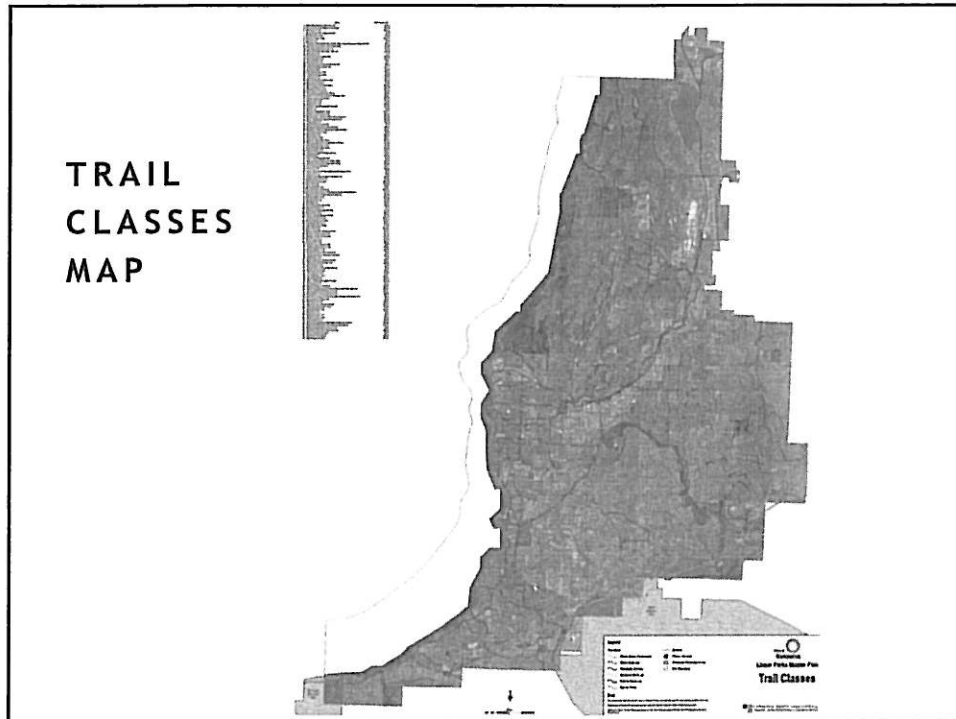
**Design Guidelines:**

**Location:** Suburban centers through the city

**Level of Use:** Low

**Top of Use:** Sidewalk, walking, jogging, roller skating, general purpose for all ages, recreational activities

**Location:** Suburban centers through the city



### MASTER PLAN CONTENTS

- ▶ Trail class standards, guidelines, cross-sections;
- ▶ Design guidelines - accessibility, trail heads, signs, viewpoints, etc.;
- ▶ Linear park network maps - classes, priorities;
- ▶ Implementation strategies - land acquisition, trail development, financing, next steps;
- ▶ Trail definition sheets;
- ▶ GIS data.

### IMPLEMENTATION - LAND ACQUISITION

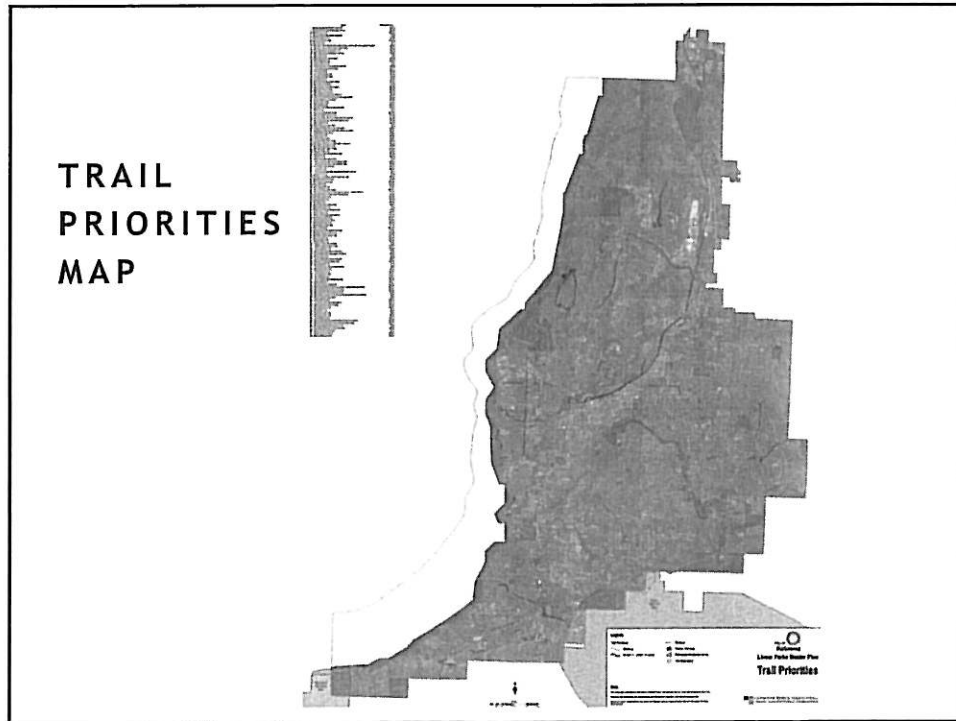
- ▶ Linear park dedication as a requirement of subdivision and/or rezoning approvals;
- ▶ City acquisition of properties or portion of properties from land owners.



Bellevue Creek

### IMPLEMENTATION - TRAIL DEVELOPMENT PRIORITIES

- ▶ Waterfront Walkway - a) Strathcona Park to Kinsmen Park, and b) Rotary Beach Park to Mission Creek;
- ▶ Mill Creek Linear Park - Parkinson Recreation Park to Lake Okanagan;
- ▶ Rails with Trails - UBCO to Downtown;
- ▶ Bellevue Creek Linear Park;
- ▶ Gopher Creek Linear Park;
- ▶ Mission Creek Greenway - from Lakeshore Road to Okanagan Lake.



### IMPLEMENTATION - FUNDING

- ▶ Partnerships with Active Transportation projects;
- ▶ Developer contribution, as part of subdivision and/or rezoning approvals;
- ▶ Community/Service club;
- ▶ Taxation;
- ▶ Partnership with RDCO;
- ▶ Senior government grants;
- ▶ Provincial Gas Tax.



Boyce-Gyro Beach Park



### **RECOMMENDATIONS**

- ▶ Council approve the document as a guideline for the development of a city wide linear park network;
- ▶ Be forwarded to the OCP Update Process and the ongoing Active Transportation Master Plan;
- ▶ Staff work to develop an affordable financing strategy as part of the City 10 Year Capital Plan update in 2010.

### **COMMENTS AND QUESTIONS?**

