

Memo



Date: January 17, 2011
File: 1340-10
To: City Manager
From: B. Davidson, Parks Planner
Subject: Parkland Acquisition Guidelines

Recommendation:

THAT Council endorse the Parkland Acquisition Guidelines attached to the report from the Parks Planner dated January 17, 2011;

AND THAT Council direct staff to use these guidelines as the basis for reviewing future development applications; planning future parks; and recommending future parkland acquisitions;

AND THAT Council Policy No. 303 being Development Guidelines be revised as outlined in the report from the Parks Planner dated January 17, 2011.

Purpose:

The purpose of the Parkland Acquisition Guidelines is to describe and illustrate current best management practices in the selection of new parkland in both developing neighbourhoods and mature areas of the city. None of the information outlined in the Parkland Acquisition Guidelines represents new direction. The guidelines previously formed part of the Official Community Plan or were otherwise endorsed or received by Council. The document serves as an easy to follow comprehensive reference providing succinct relevant information in one document.

Section 936 Part 2a of the Local Government Act states that parkland "must have a location and character acceptable to the local government...." The Parkland Acquisition Guidelines provide direction on what acceptable 'location and character' means to the City of Kelowna.

Within the City of Kelowna, multiple departments play their respective roles when parkland is acquired. The Guidelines have been developed to outline the desired objectives for parkland acquisition and servicing, and to encourage all partners to work towards the same goals. By

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clearly articulating the City's intentions for parkland acquisition and servicing, the Guidelines contribute to efficient subdivision design and development approval processes, as well as the long-term success of parks. The intended audience for these reference guidelines is both staff and the local development community. It is intended that the Guidelines will be an evaluation tool used by staff in order to develop recommendations for Council consideration.

Background:

In the fall of 2009, the local firm of Juliet Anderton Consulting Inc. was engaged to help staff prepare a guideline/reference document that describes, both in text and graphically, criteria currently followed in the selection of new park sites and best management practices in terms of park site servicing requirements. The guideline document can be found on the City's website at <http://www.kelowna.ca/CM/Page3172.aspx>

The document is divided into four sections:

1. An introduction consisting of Park Classification Definitions, Parkland Planning Framework, Funding and Acquisition Tools.
2. A description of nine Planning and Design Objectives including:
 - Park Size and Configuration;
 - Park Road Frontage;
 - Park Location, Connections and Walking Distance;
 - Parks and Public Spaces Networks;
 - Adjacent Land-uses and Buildings;
 - Environmental Sustainability;
 - Historical and Cultural Resources;
 - Safety and Security - CPTED;
 - Park Development and Maintenance.
3. A section on Parkland Servicing including: Road Frontage Standards and Utility Standards.
4. Concluding Comments.

Internal Circulation:

J. Paterson, General Manager, Community Sustainability
J. Vos, General Manager, Community Services
D. Gilchrist, Director, Real Estate and Building Services
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J. Wunderlich, Financial Strategist
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Legal/Statutory Authority:

Local Government Act - Section 936 Part 2a

Existing Policy:

This initiative relates to the following action items in the City's 2004 Community Strategic Plan:

- evaluate park and open space acquisition standards to ensure their provision keeps up with population growth;
- develop park and open space areas to ensure they meet the needs of a growing population and of changing demographics.

Proposed changes to Policy 303 Development Guidelines are outlined in Schedule A, as attached to the report from the Parks Planner dated January 17, 2011. The proposed changes expands the scope of the Development Guidelines to include parkland and residential areas.

Financial/Budgetary Considerations:

It is anticipated that the Parkland Acquisition Guidelines will save staff time by streamlining subdivision design and development approval processes. In addition, these best management practices will allow the City to achieve financial efficiencies for funds spent in parks. Finally, the Guidelines will provide greater certainty to the development community regarding the city's intentions and will save time in the development application process.

Personnel Implications:

The Parkland Acquisition Guidelines will be utilized by the Subdivision Approving Officer, and personnel in the following departments: Land Use Management, Real Estate and Building Services, Development Services and Infrastructure Planning. Infrastructure Planning will be responsible for coordination of future revisions to the document.

Considerations not applicable to this report:

Legal/Statutory Procedural Requirements:

External Agency/Public Comments:

Community & Media Relations Comments:

Alternate Recommendation:

Submitted by:



B. Davidson, Parks Planner

Approved for inclusion:



R. Cleveland - Director, Infrastructure Planning

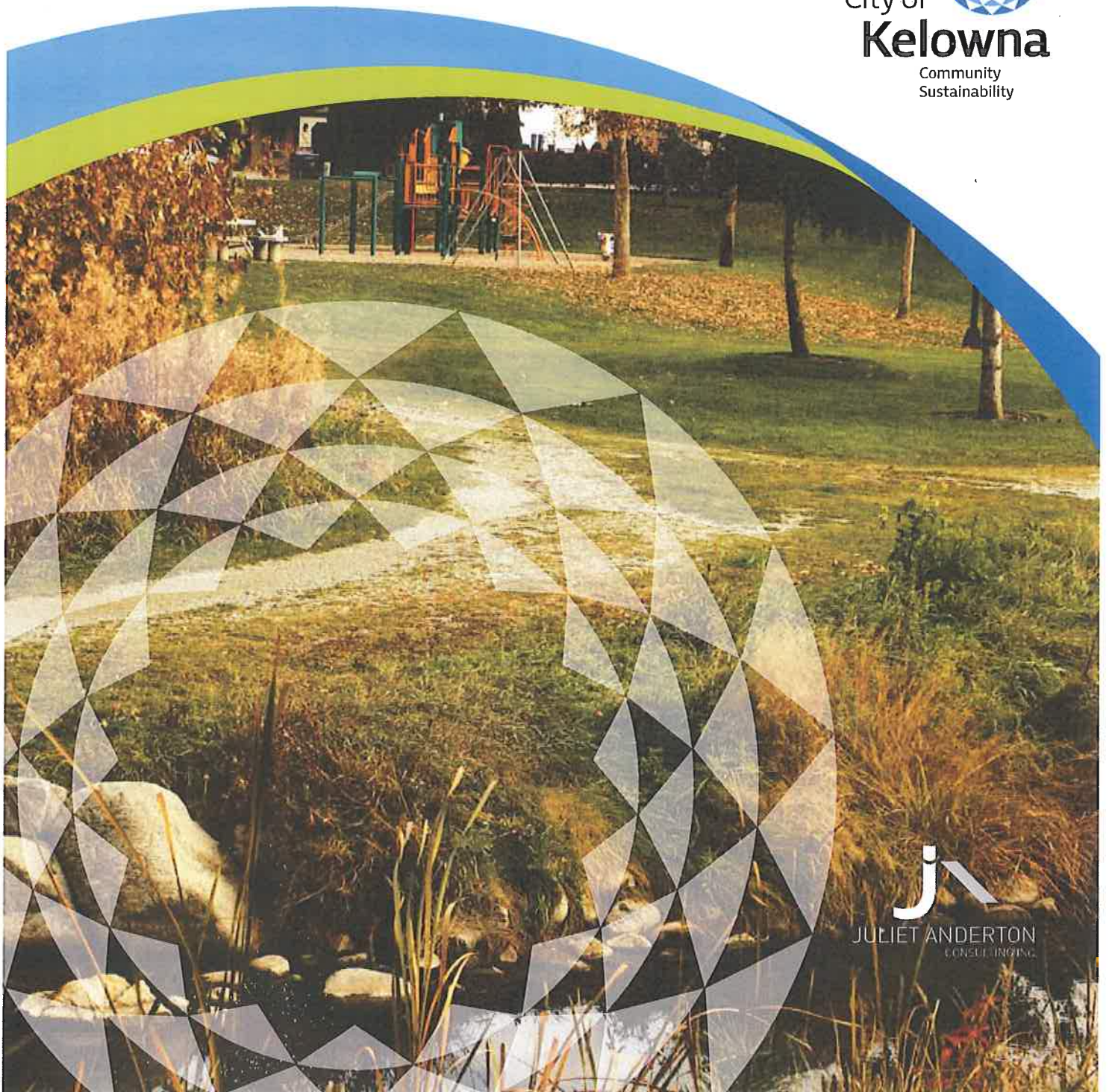
Attach: 2

cc: J. Paterson, General Manager, Community Sustainability
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Parkland Acquisition Guidelines

Draft

September 2010



j
JULIET ANDERTON
CONSULTING

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Section 4: Concluding Comments **29**

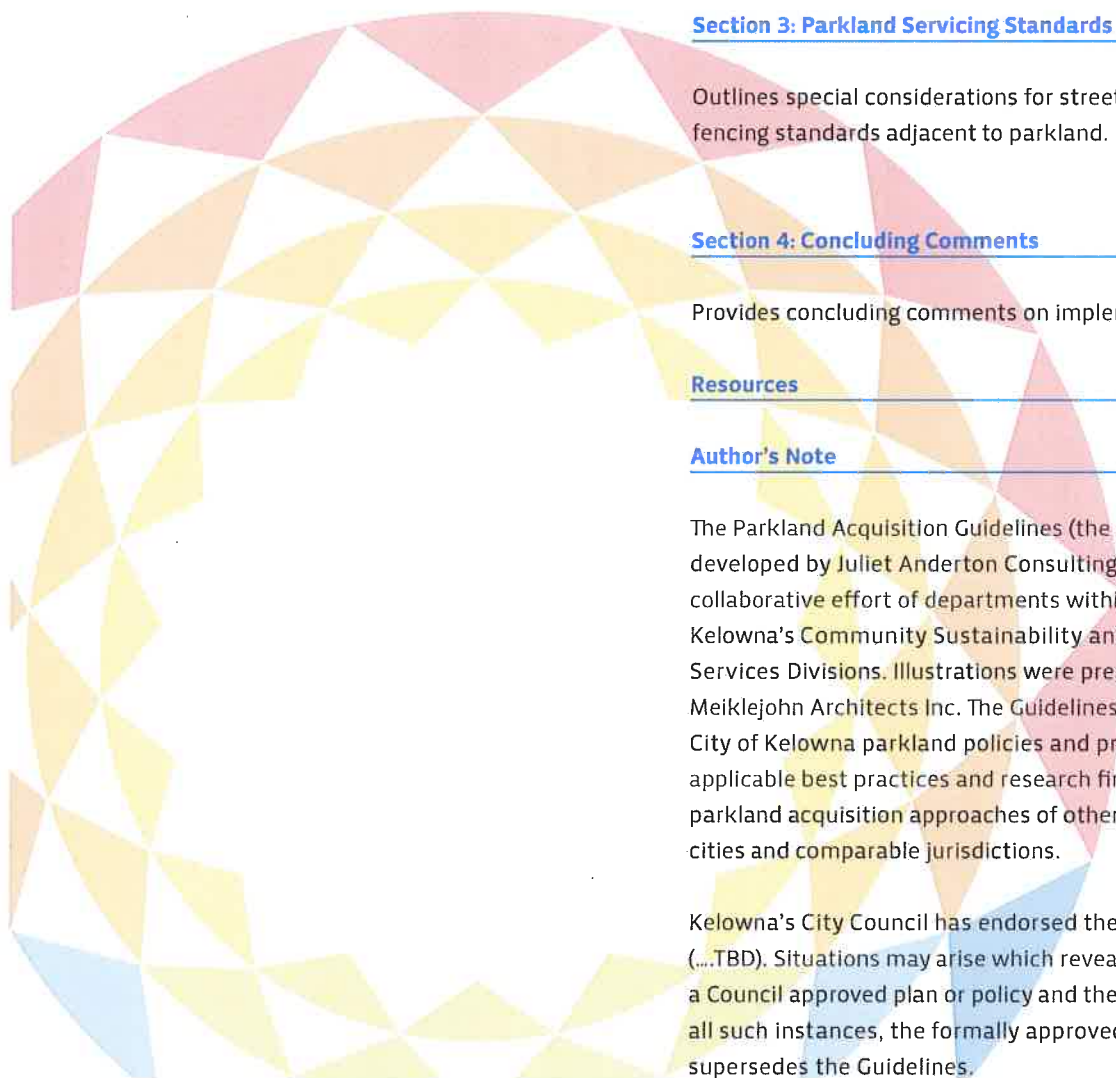
Provides concluding comments on implementation.

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Author's Note

The Parkland Acquisition Guidelines (the Guidelines) were developed by Juliet Anderton Consulting Inc. with the collaborative effort of departments within the City of Kelowna's Community Sustainability and Community Services Divisions. Illustrations were prepared by Meiklejohn Architects Inc. The Guidelines reflect existing City of Kelowna parkland policies and practices and applicable best practices and research findings on parkland acquisition approaches of other Canadian cities and comparable jurisdictions.

Kelowna's City Council has endorsed the Guidelines on (....TBD). Situations may arise which reveal a conflict between a Council approved plan or policy and the Guidelines. In all such instances, the formally approved plan or policy supersedes the Guidelines.



SECTION 1: INTRODUCTION

▶ 1.0 Intent

The Parkland Acquisition Guidelines (the Guidelines) help direct the City of Kelowna's decisions regarding the nature of the land it acquires for parks in new neighbourhoods and mature areas of the city. The Guidelines contribute to well thought-out parkland acquisition decisions and are an important part of the City's parkland planning, design and management processes.

Parkland acquisition decisions precede park construction; and they can constrain the more detailed design of a park, or they can set the stage for the optimum design and functioning of a park. Application of the Guidelines allows Kelowna's parks to be designed and built to play a key role in the lives of local residents, to create memorable experiences for visitors and to provide valuable economic and environmental benefits.

The central role of the Guidelines is to describe and illustrate key planning and design features to be considered in selecting parkland. The Guidelines also outline the range of Kelowna's park classifications, the planning framework for parkland acquisition and the on-site services and amenities typical of each park classification. The document concludes with special considerations for street standards adjacent to parks, and servicing parkland with utilities.

By clearly articulating the City's intentions for parkland acquisition and parkland servicing, the Guidelines contribute to efficient subdivision design and development approval processes. They encourage consistency as parkland decisions are made, and are an important resource tool for City staff, the development community and the public.

► 1.1 Kelowna's Park Classifications

Parkland is strategically located and acquired in Kelowna with a diversity of park classifications in mind. The diversity of park classifications allows Kelowna's parks to serve a broad range of individual, social, cultural, economic and environmental needs, and to respond with flexibility to changing demographic needs and community priorities. The park classification system assists in municipal decision-making, park asset management and the delivery of recreation services.

The City's park classifications include the following six park types. Service delivery criteria for each park classification are outlined in Table 1 on page 7.

ACTIVE PARK CLASSIFICATIONS

City-Wide Parks

Size: Variable

City-Wide Parks are parks of special recreational, environmental or cultural significance. They may be designed to accommodate active programming (e.g. sports fields, tennis courts, etc.), passive programming (e.g. picnicking, playgrounds, etc.), or a combination of both. Park amenities vary but are typically of sufficient importance to attract people from throughout the city as well as tourists. Examples include waterfront parks, hilltops, mountainsides, and significant viewpoints.



Sarson's Beach

Recreation Parks

Size: Approximately 30 hectares

Recreation Parks are primarily active in their design. They typically include high activity sports fields, recreation centres, arenas, court facilities, swimming pools and multi-recreational trails. They attract large numbers of participants and spectators and must accommodate such access demands with supportive vehicle, transit, cycling and pedestrian infrastructure. Passive recreational uses (e.g. picnicking, rest areas, playgrounds, etc.), for all ages are also typically incorporated into the design. Recreation Parks are designed to serve 45,000 people within a radius of approximately 5 kilometres; however, the nature of the park facilities typically attracts residents from across the city and beyond.



Mission Recreation Park

Community Parks

Size: Approximately 2 to 6 hectares

Community Parks are designed to serve 12,000 people within a radius of approximately 3 kilometres. They feature higher intensity recreation uses such as multi-recreational courts (i.e. tennis, basketball, hockey, lacrosse), sportsfields with minimal bookings, and infrastructure to meet vehicle, transit, cycling and pedestrian access needs. They may also include playgrounds, open space for unstructured activities, and other uses typical of a neighbourhood park.



Ben Lee Community Park

Neighbourhood Parks

Size: Typically 0.6 to 1.2 hectares

Neighbourhood Parks are centrally located within a neighbourhood and typically serve 2,000 residents within one kilometre or a five-minute walk to the park. They may include playgrounds, non-bookable recreation spaces, trails, picnic areas, and passive recreational open space for children, families, seniors and others to enjoy. The park design is not expected to generate or accommodate significant traffic or noise.

Neighbourhood Parks may be built in conjunction with a school, or developed to address a site-specific need such as a heritage park, or preservation of a unique ecological feature.



Cross Glen Neighbourhood Park

Town Plazas

Size: Typically 0.2 to 0.8 hectares

In Kelowna's Town Centres (as defined by Kelowna's Official Community Plan), a Neighbourhood Park may take the form of a Town Plaza. Town Plazas are significant public spaces set aside for civic purposes. They are located in areas of high pedestrian activity and serve as landmarks and gathering places. They are high quality spaces with special attention to pedestrian amenities, accessibility, and adjacent commercial or civic uses.



Stuart Park (Town Plaza)

Pocket Parks

Size: Typically 0.2 to 0.5 hectares

Pocket Parks are located in heavily developed areas to serve the immediate neighbourhood. They provide an urban open space to sit outdoors, trees and hard and soft surface landscaping, and potentially educational structures and children's play structures. Pocket Parks are typically the size of an average city lot (i.e., 0.2 to 0.5 hectares). As public spaces, often in close proximity to employment and commercial areas, Pocket Parks serve an important social and psychological role as a respite from the workday routine.



St. Paul Pocket Park

PASSIVE PARK CLASSIFICATIONS

Natural Area Parks

Size: Variable

Natural Area Parks are publicly owned parks that, for the most part, remain in their natural state. Wetlands, hillsides, ravines, significant natural landscapes, and other environmentally sensitive areas are typical characteristics of Natural Areas Parks. They have areas established for public access and recreation; however, they typically also include ecological conservation or preservation areas. In some instances, where appropriate, Natural Area Parks may include environmentally sensitive park development. Sustainable park management plans may be necessary to ensure the recreational and environmental park functions work in concert with one another.



Knox Mountain Natural Area Park

Linear Parks

Size: 10 metre trail corridor width (minimum)

The term Linear Parks refers to the network of on- and off-road trails that are developed to serve all forms of non-vehicular movement. The network links points of interest throughout the city and provides healthy and diverse transportation and outdoor recreation opportunities. Where Linear Parks run off-road they often parallel creeks. Linear Parks along creek corridors are located outside the Riparian Management Area (some exceptions apply in mature areas due to site constraints). They are generally a minimum of 10 metres wide, with additional 5 metre buffer zones on each side. Trail corridors may be wider to reflect topographic challenges and to respond to specific on-site conditions. The City's Linear Park Master Plan identifies existing and proposed linear parks and various trail classifications, and outlines trail design and development standards.



Mission Creek Greenway Linear Park

OTHER PARK CLASSIFICATIONS**Private/Public Open Spaces**

Size: Typically less than 0.2 hectares

Public or privately owned courtyards, pedestrian ways and small plazas can serve park functions for the occupants of adjacent development as well as other pedestrians. These spaces offer aesthetic relief, provide pedestrian rest and socializing areas, and allow for pedestrian connections within and between commercial, civic and residential areas.



Courtyard at the Core on Ellis

► **Table 1: Park Service Delivery Criteria**

Service Delivery Criteria	Park Classifications					
	Neighbourhood Parks	Community Parks	Recreation Parks	City-Wide Parks	Linear Parks	Natural Area Parks
Service Area	2,000 people within 1 km radius	12,000 people within 3 km radius	45,000 people within 5 km radius	Variable		
Size	0.6 to 1.2 ha typically 0.3 ha in hillside areas 0.2 - 0.8 ha town plazas 0.2 - 0.5 ha urban pocket parks	2 to 6 ha	30 ha	Variable	10 m corridor width (outside riparian management area) 5 m each side non-disturb area (can be within riparian area and property line)	Variable
Location	Centrally located within the neighbourhood and population they serve		Typically on the edge of residential development, and centrally located within the population they serve	Variable		
Road Frontage - Minimum	Road frontage on one side; road type local	Road frontage on two sides; road type local, minor collector, or major collector	Road frontage on two sides; road type major collector or arterial	Road frontage on two sides; road type local, collector or arterial	New areas: 20 m road frontage where trail meets a road. Mature areas: may consider less than 20 m. Road type variable	Road frontage: 20 m of road frontage for every 400 m (or part of) of park property line or 5% of the total circumference of the park. Road type variable
Configuration	Rectangle or square	Rectangle or modified rectangle	Rectangle or modified rectangle	Variable	Linear	Variable
Amenities	Non-bookable passive open grass area, small playgrounds, benches, trash cans, picnic tables, public art, secondary pedestrian access	Same as Neighbourhood Parks, plus multi-use court(s), sportsfields with minimal booking, large playground, multi-use trails, community gardens, passive open space, off-leash dog parks, perimeter fencing with lockable gates	Same as Community Parks, plus high activity sportsfields, recreation centres, senior centres, arenas, indoor pools, universally accessible playgrounds, spray parks, skate board parks, picnic areas	Variable, could include boat launches, ornamental gardens, public art, heritage features, amenities to showcase viewpoints	Public art, benches, trails, trash cans	Benches, trails, picnic areas, amenities to showcase viewpoints, trash cans
Parking	On-road, no on-site parking	On-site, and on-road as required	Large scale, on-site	On-site, and on-road as required	Variable, on-site at significant meeting areas/nodes	
Transit	Not typically on a bus route	On a bus route	On a bus route	Variable	Variable	Not typically on a bus route
Lighting (on-site)	Typically no on-site lighting	a) security lighting b) court lighting c) pedestrian lighting along pathways	a) security lighting b) sportsfield lighting c) court lighting d) pedestrian lighting along pathways	Variable	Lighting at trail/road intersections and staging areas	Typically no on-site lighting
Washrooms	No	Small scale: 2 to 4 stalls	Large scale: 8 to 10 stalls	Medium scale: 4 to 6 stalls	Variable (typically at staging areas)	

► 1.2 Parkland Planning Framework

The Parkland Acquisition Guidelines (the Guidelines) are part of a broader planning framework the City of Kelowna has created to ensure the community's current and future park needs are met.

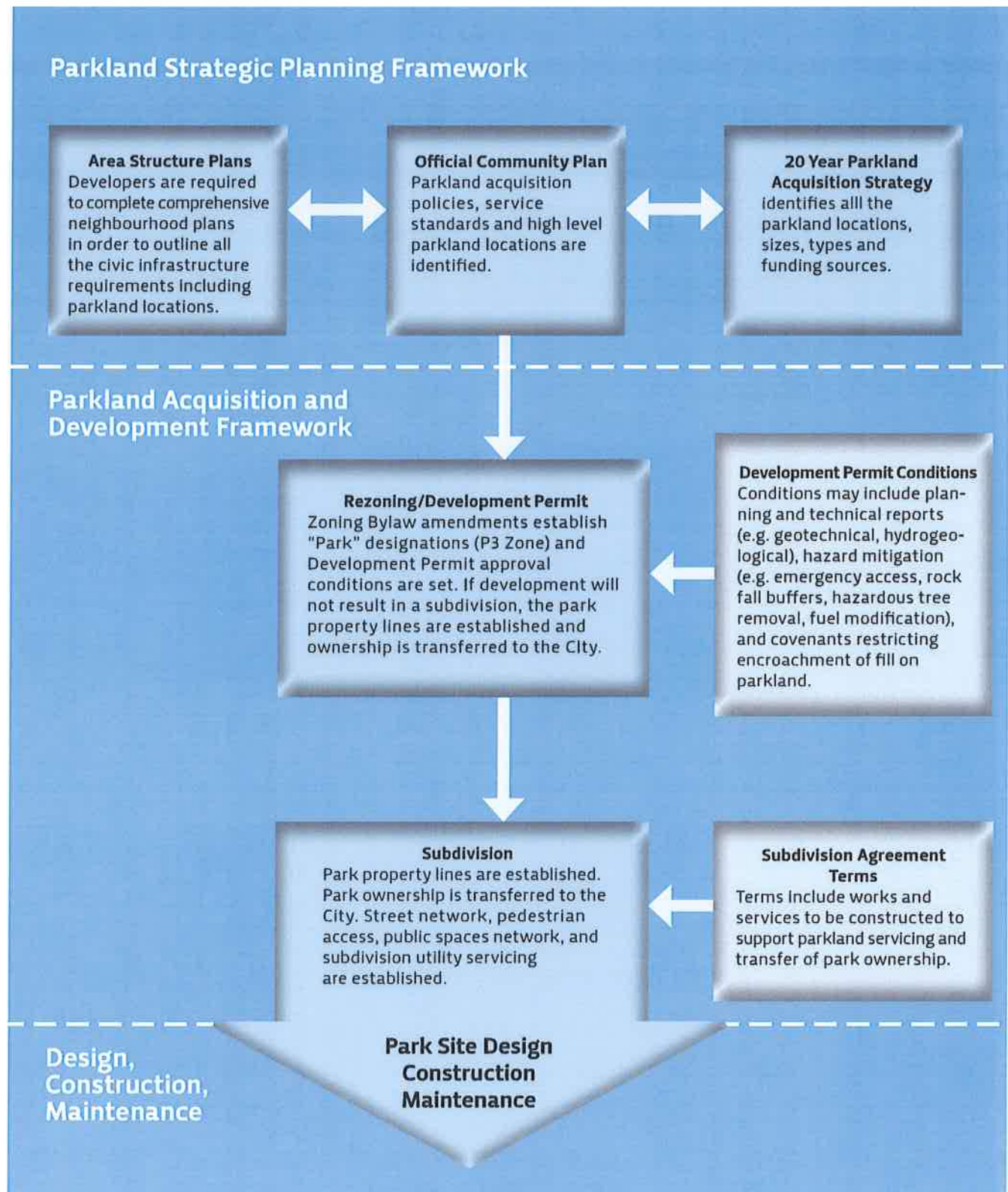
Planning for the total amount of future parkland required is addressed within the City's 20 Year Parkland Acquisition Strategy. The Acquisition Plan is based on the City's Official Community Plan (OCP) population growth projections, and the parkland service standard (i.e. area of parkland needed per 1,000 new residents), for City-Wide, Recreation, Community and Neighbourhood Parks. New parkland needs for Linear Parks and Natural Area Parks are not strictly based on population growth; OCP policies and secondary level plans (e.g. Linear Park Master Plan), designate future parkland needs for these park types.

The Parkland Acquisition Guidelines inform the level of decision-making that follows the OCP, the 20 Year Parkland Acquisition Strategy and Sector Plans. The Guidelines give direction for the location, size and configuration of the land to be purchased or acquired through parkland dedication, as well as other planning, servicing and design elements. Planning and development application processes such as the preparation of an Area Structure Plan, and rezoning, development permit and subdivision applications, provide important opportunities to implement the Guidelines.

In many undeveloped and developing areas of the city, area plans (e.g. Area Structure Plans) have been prepared that establish locations where future parkland needs will translate into developed parks. In mature areas of the city, the OCP identifies properties on the OCP Future Land Use Map where land is planned for park purposes. The Guidelines are not intended to "undo" prior area plan decisions or to conflict with OCP Future Land Use designations; rather, they are a planning, design and communication resource that can provide an additional level of detail as prior land use decisions are implemented.

On-site park design, park development, construction and ultimately park maintenance, complete the parkland planning and design process. Implementation of the Guidelines as parkland is acquired allows those responsible for design, development, construction and maintenance the best chance of success in meeting the social, cultural, economic and environmental objectives desired for Kelowna's parks.

Figure 1. Planning and Development Framework for Parkland Acquisition



► 1.3 Parkland Funding and Acquisition Tools

Municipal funding and acquisition tools for new parkland are primarily granted by the Provincial Local Government Act and the Land Titles Act. Depending on the circumstance, the City uses one or more of these tools to acquire land for the various park classifications that make up Kelowna's parkland system. The funding and acquisition tools can largely be defined by the following six categories:

Parkland Development Cost Charges (DCCs):

Active Parkland Acquisition

The main funding tool that is used by the City of Kelowna for active park classifications is the authority to require property developers to pay parkland Development Cost Charges (DCCs) as land is approved for residential development. The City has established a DCC bylaw (Bylaw No. 9095) and pools the Parkland DCC revenue to fund the cost of acquiring active parks to serve the needs of new development. Parkland acquisition for City-Wide, Recreation, Community and Neighbourhood Parks is funded through DCC revenue and an assist factor from the City's general tax revenue.

Parkland Dedications:

Linear Parks and Natural Area Parkland

Land identified by the City's Official Community Plan (OCP) for off-road Linear Parks (including land along Okanagan Lake and creek corridors) and Natural Area Parks is acquired through dedications to the City at the time of development in accordance with provincial legislation and OCP policy.

General Tax Revenue Park Acquisition:

"Non-DCC Parkland"

Acquisition of parkland for passive park classification (i.e. Linear and Nature Area Parks), that cannot be acquired through development processes, and parkland for active park classifications (i.e. City-Wide, Recreation, Community and Neighbourhood Parks), that cannot be related to the needs of new growth, may be purchased by the City as titled property through the use of general tax revenue.

Parkland 5% Dedication or Cash-in-Lieu Parkland Acquisition:

"Non-DCC Parkland"

The City is authorized through subdivision applications to require developers to dedicate 5% of the subject land (or an equivalent value as cash-in-lieu) for park purposes. This acquisition tool is used to complement other park acquisition tools. In keeping with the principles of fairness and equity, when this tool is used in combination with other tools such as DCCs, care is taken to ensure developers and owners are not charged twice for the same parkland acquisition.

Road Right-of-Way Dedications:

Beach Access Acquisition

Beach access points are often acquired by the City as 20 metre (minimum width) road right-of-way dedications at the time of subdivision. The provincial Land Titles Act allows for such a dedication requirement in urban areas at 200 metre intervals and in rural areas at 400 metre intervals.

Donations/Gifting

In some cases, lands for Linear and Natural Area Parks are donated to the City by private landowners. Land development applicants are encouraged to donate these lands as well as land encompassing other environmentally significant areas (see also page 21, Criteria for Accepting Natural Areas Parkland). In urban areas of the city, land donations are encouraged to help create pocket parks and urban squares.

SECTION 2: PLANNING AND DESIGN OBJECTIVES FOR PARKLAND ACQUISITION

► 2.0 Introduction

Parks play important roles in building and sustaining a high quality of life for local residents. Parks have been shown to:

- contribute to physical and psychological health,
- build civic pride and strengthen residents' identification with local culture and heritage,
- support local prosperity, encourage tourism and generate associated economic benefits,
- promote active transportation opportunities,
- enhance a city's natural beauty, and
- support a city's system of green infrastructure.

Decisions about where, what, and how much land to acquire for parks impact how effective a city's investment in parks can be in fulfilling these important roles. The Key Planning and Design Objectives for Parkland Acquisition guide these decisions, taking advantage of important opportunities to build a high quality civic parkland system. The key planning and design objectives are summarized below and detailed in the following sections of the chapter.

► Figure 2. Key Planning and Design Objectives for Parkland Acquisition

► 2.1 Park Size and Configuration Objective - Park size and configuration accommodate passive and active park programming needs, natural areas, and other site-specific conditions.	► 2.6 Environmental Sustainability Objective - Parkland selection plans for the inclusion of environmentally sustainable elements, naturalistic park settings, and other design elements that allow parks to function as key components of green infrastructure.
► 2.2 Park Road Frontage Objective - Park types (i.e. City-Wide, Community, etc.), and adjacent road types are matched to support the function of the park.	► 2.7 Historical and Cultural Resources Objective - Parkland selection reinforces the potential for parks to highlight key cultural, historical and archeological resources.
► 2.3 Park Location, Connections and Walking Distances Objective - Active Parks are appropriately located within the neighbourhood and the community; walking distances to parks are minimized by the nature of the street layout and the location of nearby walkways.	► 2.8 Park Safety and Security – Crime Prevention Through Environmental Design (CPTED) Objective - The parkland selection process, including the design of adjacent roads and pathways, discourages undesirable behaviour in and around the park.
► 2.4 Parks and Public Spaces Networks Objective - Parks function within a network of public spaces. They are integrally connected with other parks, public infrastructure and land uses.	► 2.9 Park Development and Maintenance Objective - In new and developing areas of the city, the geology of the land to be acquired for park remains in a natural state prior to park construction; adequate buffers are provided between parkland and adjacent development to protect the integrity of the park and to protect adjacent development from rock fall and wildfire hazards.
► 2.5 Adjacent Land Uses and Buildings Objective - Parks are integrated with and supported by compatible adjacent land uses and building designs.	

► 2.1 PARK SIZE AND CONFIGURATION

Objective - Park size and configuration accommodate passive and active park programming needs, natural areas, and other site-specific conditions.

Park Size

Minimum Park Size Standards for the City's park classifications are set out in Table 2. These standards allow sufficient land for typical passive programming needs (e.g. picnicking, walking trails, etc.), and/or, active programming needs (e.g. sportsfields, tennis courts, etc.). However, constraints on the configuration of a property (e.g. topography, drainage conditions, encumbrances), and the mandate and desire to accommodate natural areas and features, also have a significant impact on the total amount of land needed to develop a park.

Parkland often includes areas that are not accounted for in the Minimum Park Size Standards. Examples of these areas include:

- environmental setbacks (i.e. designated Riparian Management Areas and additional land required to avoid the loss of aquatic habitat productivity),
- retention and detention basins to accommodate one in five year storm events and other open drainage areas,
- park areas that will remain in an undisturbed natural state, and
- Agricultural Land Reserve buffers.

► **Table 2: Minimum Park Size Standards**

Park Classifications	Minimum Park Size
Recreation	30 ha
Community	2 ha
Neighbourhood	0.2 ha pocket parks and town plazas 0.3 ha in hillside areas 0.6 ha standard area Standard range 0.6 ha to 1.2 ha
Linear	10 m trail corridor (width); plus 5 m each side no disturb area
City-Wide and Natural Area	not-applicable

The ultimate park size can also be affected by the need for separation distances between programmed uses in the park and adjacent land uses and roadways. For example, high activity sports fields require high intensity lighting. The need for sufficient separation distances between the park and adjacent housing or natural areas should be accounted for during the acquisition process to minimize negative affects of the lighting.

Park Configuration

Programming for Recreation, Community and Neighbourhood Parks is most efficiently and effectively accommodated on rectangular or square lots compared to a long linear configuration or a triangular lot. The ideal configuration of City-Wide, Natural Area and Linear Parks varies significantly to accommodate the nature of the programming and the geography of the park's natural features.

Irregular shaped lots should be considered where there are opportunities to support some of the other key planning and design objectives. For example, opportunities may arise in the selection of parkland to incorporate natural features that support the interconnectivity of ecological networks (i.e. wildlife corridors).

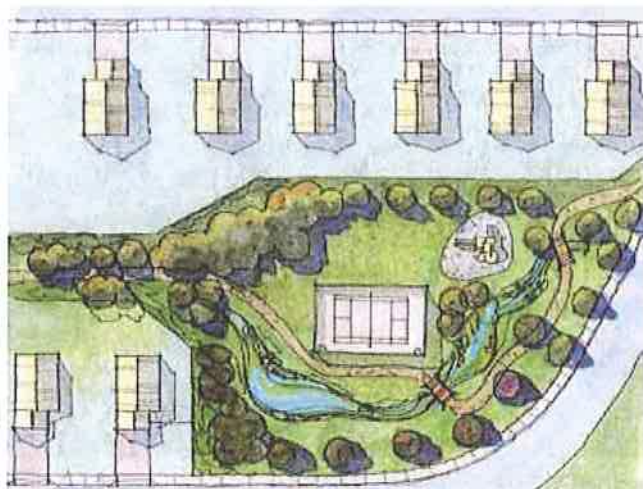


Illustration 1. An irregular shaped neighbourhood park accommodates program uses - including a playground and a tennis court - and incorporates a natural area running through the park and beyond.



Cross Glen Neighbourhood Park

► 2.2 PARK ROAD FRONTAGE

Objective - Park types (i.e. City-Wide, Neighbourhood, Recreation, Community, etc.), and adjacent road types are matched to support the function of the park.

The selection of parkland and the design of a park within a subdivision should carefully consider the relationship between the adjacent road and the park. The nature of the roads adjacent to a park, including the amount of road frontage, the design speed, and the separation provided from park uses, has many implications for the way the park will be used and the way it will function, including:

- the safety and efficiency of vehicle, cycling, pedestrian and transit access,
- the potential for noise, dust and traffic impacts on the park,
- the need for buffers, fencing and setbacks between the road and programmed park areas,
- the opportunities for off-site parking (where applicable),
- the potential for sightlines from the road into the park and the degree of security these views provide for park users,
- the park's overall profile in the neighbourhood, and
- the general ambiance and potential enjoyment of the park.

Road Type

Table 3 sets out relationships between park types and road types to help achieve a successful interface.

► **Table 3: Park Type/Road Type Relationship**

Park Classifications	Road Classification
Neighbourhood	Local
Community	Local, Minor Collector, or Major Collector
Recreation	Arterial or Major Collector
City-Wide Linear Natural Area	Variable

Road Frontage

The “amount” or “length” of park road frontage also has specific implications for the function of the park. The length of road frontage should be sufficient to support views into the park and to help build the profile of the park within the neighbourhood and the community. There should be little difference between the finished grade of the road and the park along the majority of the park boundary. City-Wide and Neighbourhood Parks should have road frontage along at least one property line and Recreation and Community Parks should have road frontage along at least two property lines. Panhandle parkland lots are not permissible.

In mature neighbourhoods, the City may acquire parkland adjacent to an existing park if it is important to lengthen the park's road frontage to increase surveillance of the park.



Illustration 2. The road frontage and minimal elevation change along the length of the park boundary provides good views from the road into the park and enhances the park's profile in the community.



Knowles City-Wide Park

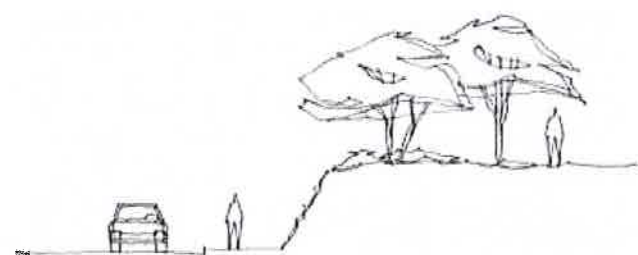


Illustration 3. The significant difference between the grade of the park and the adjacent road limits physical access to the park and eliminates opportunities for views into the park. This is strongly discouraged.



Birkdale Neighbourhood Park

► 2.3 PARK LOCATION, CONNECTIONS AND WALKING DISTANCE

Objective – Active Parks are appropriately located within the neighbourhood and the community they serve; walking distances to parks are minimized by the nature of the street layout and the location of nearby walkways.

People are more likely to use a park that is centrally located and within a short, safe and inviting walk of their home or workplace. A central location helps to minimize walking distances for the largest number of potential park users and encourages the use of parks as destinations, social gathering places and community focal points. A central location is particularly important for a Neighbourhood Park and a Community Park that also serves Neighbourhood Park functions. Recreation and Community Parks may need to balance objectives for a central location with potential park impacts (e.g. traffic, lights, noise), associated with higher intensity park uses and vehicle access needs.

Careful street layout of a subdivision can also help to minimizing walking distances to parks. Effort should be made to ensure the street layout surrounding the park (particularly the area within a 400 metre radius of the park) does not create unnecessarily circuitous pedestrian routes to the park. Where on-street walking routes to the park are indirect, short sections of high quality, lighted pedestrian pathways can be used between roadways, or between a roadway and a park to shorten the walking distance.

Shorter or more direct walking routes to a park are particularly important for neighbourhoods with steep slopes. Every effort should be made to minimize walking distances when hills are steep.

In neighbourhoods divided by an arterial road, a park may be needed on either side of the arterial to ensure residents on each side have direct access to a park by way of a safe and inviting pedestrian route. The speed and volume of traffic, and the longer walking distances to safe pedestrian crossings along an arterial road can deter residents from using a park located on the other side of such a road.

High activity parks that are anticipated to have a significant number of participants and spectators (i.e. City-Wide and Recreation Parks), must pay particular attention to addressing vehicle access and parking requirements, planning for quality transit services, and managing connections with pedestrian and cycling networks. Undertaking a transportation network management plan for the area around a high activity park site can help reduce conflicts. Planning for all park types should include an assessment of the pedestrian and cycling connections, and the provision of transit where appropriate.



Illustration 4. A central location for a neighbourhood park minimizes walking distances for the largest number of potential park users.



Illustration 5. This neighbourhood includes two neighbourhood parks. Residents on each side of the arterial road have access to a park without the need to cross the arterial.



Illustration 6. Careful street design provides direct on-street pedestrian routes to three sides of this neighbourhood park, reducing the need to provide pedestrian walkways.

► 2.4 PARKS AND PUBLIC SPACES NETWORKS

Objective - Parks function within a network of public spaces. They are integrally connected with other parks, public infrastructure and land uses.

Parks are both destinations and physical connectors to other destinations; they are part of both “circular” and “linear” recreational experiences. When parks are designed to link together, when they are connected with other public services (such as schools and transit), and when they are supported by high quality pedestrian and cycling connections, they are more capable of benefiting people, wildlife and the environment.

Park systems that are made up of a series of interconnected parks, whether at a neighbourhood or city-wide level, are a high-quality community resource. New neighbourhood subdivisions should demonstrate how separate park spaces are connected, how the design takes advantage of opportunities to integrate with park spaces outside the subdivision, and how the internal pedestrian and cycling networks support access to the park.

In mature areas, the City's parkland selection decisions, and cycling and pedestrian infrastructure improvements, should continue to strive to build Kelowna's integrated park and active transportation networks. The City should also look to form partnerships with nearby municipalities or the Regional District to connect parks through the use of corridors between parks at a regional level.



Illustration 7. In 2010, the City built a new multiuse trail corridor along the west side of Lakeshore Road connecting Gyro Park and Rotary Park, and extending to a multi-unit resort, hotel and residential area.



Brandt's Creek Linear Park in Kelowna's Glenmore community connects a number of neighbourhood parks, creating a high quality recreational corridor.

City of Boston's Emerald Necklace – Inspiring Park Networks

In the late 19th century, Boston, MA, with the direction of the “father of landscape architecture,” Frederick Law Olmsted, designed an interconnected series of parks and parkways. This historic park system, now affectionately called the “Emerald Necklace”, has been preserved and embraced by the city. It serves as the backyard for city dwellers and a destination for more than 1 million visitors each year. In total, the Emerald Necklace consists of an 1,100 acre chain of nine continuous parks, strung together with a series of parkways. The network of parks has been designated as a Boston Landmark and is listed on the US National Register of Historic Places. It has been described as “... feats of engineering, marvels of visionary urban planning, corridors of transportation, contributors to the public, and a canvas upon which an artist has worked in plants, trees, earth and water ...” (City of Boston).



► 2.5 ADJACENT LAND USES AND BUILDINGS

Objective - Parks are integrated with and supported by compatible adjacent land uses and building designs.

The land uses and buildings adjacent to parks can support the active and passive programming chosen for the park. For most park types adjacent single and multi-family land uses are compatible. Single-family housing has the advantage of locating users in close proximity to the park, without creating shade impacts on the park. Multi-family housing locates a larger potential user group in close proximity; however, shade impacts on the park (particularly Neighbourhood Parks, including Pocket Parks) of large scale buildings will need to be considered in determining the size, location, and site design of the park.

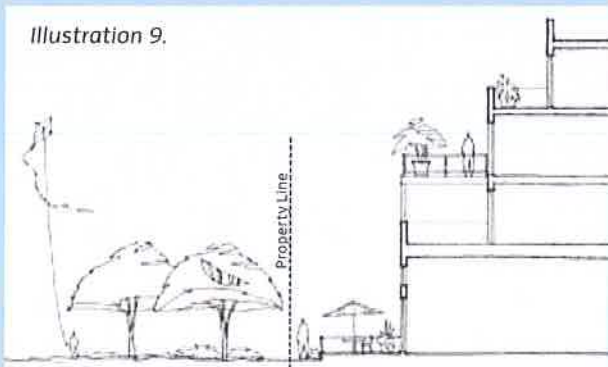
Commercial land uses that are associated with leisure activities, like coffee shops and restaurants, can also be compatible with parks; however, like other land uses, they need to fit with the vision for the neighbourhood.

Redevelopment Impacts and Opportunities for Neighbourhood Parks

Neighbourhood Parks in mature areas can be affected by redevelopment of adjacent properties, including the construction of multiple story, large scale buildings. Although redevelopment proposals present opportunities to revitalize neighbourhoods, to introduce new users to the park and to increase surveillance of the park, it is important that the design of new development is sensitive to the existing role and functions of the park. The small size of Neighbourhood Parks makes them more vulnerable than other park types to impacts from adjacent development.

Architectural, landscape, and site design details can be incorporated into the new developments to allow them to appear to face or address the park (e.g. window and balconies facing the park, walking paths along the park side, integrated landscaping, visual interest elements, etc.), and the height of the building can be stepped back from the park side to reduce shade impacts. Garbage collection areas, services areas, utility boxes and parking areas can be located to have minimal impact on the enjoyment of the park.

Illustration 9.



Public and institutional land uses such as schools, churches and care facilities can be compatible with parks and can help reinforce the role of parks as community focal points. School facilities and park services can be planned and operated in an integrated way to meet community needs and achieve the fiscal benefits associated with shared programming, facility use, development and operation. In mature areas, caution should be exercised not to rely extensively on schools for municipal park needs, as these lands are provincially owned and may be designed to serve other objectives in the future.

Park types with higher intensity active park programming can create intermittent traffic, lighting and noise impacts and may require larger separation distances, screens, and buffers to mitigate negative impacts on adjacent developed areas or natural areas. Often these park types are located on the edge of residential neighbourhoods or adjacent to light industrial areas, agricultural land, or natural areas to minimize conflicts with residential uses.

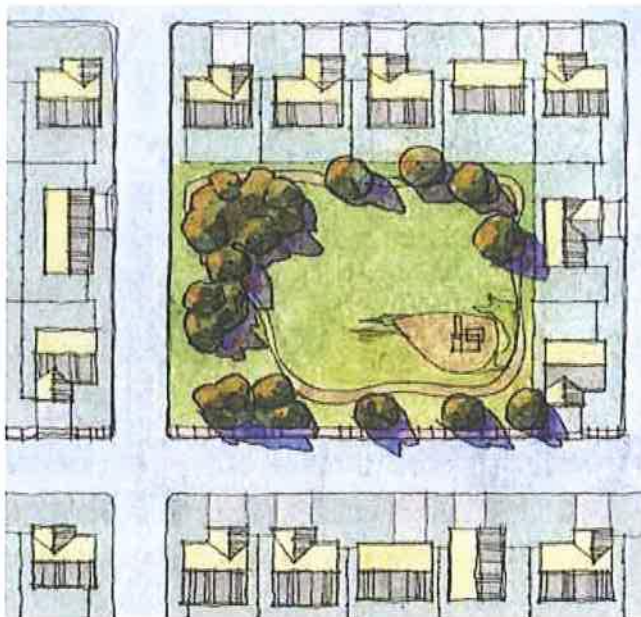


Illustration 10. The City encourages housing and adjacent buildings to be designed and oriented to face an adjacent park. This design approach elevates the importance of the park, helps create neighbourhood attachments to the park and discourages undesirable park activities.



Ben Lee Community Park

2.6 ENVIRONMENTAL SUSTAINABILITY

Objective - Parkland selection plans for the inclusion of environmentally sustainable elements, naturalistic park settings, and other design elements that allow parks to function as key components of Kelowna's green infrastructure.

Parks are an important element of a city's green infrastructure, particularly when they are planned and designed as part of a green infrastructure system. They can help preserve ecological functions and protect biodiversity and, at the same time, lower a city's drainage infrastructure costs.

The desire and mandate for parks to provide for active programming needs means that with the exception of the City's passive park classifications (i.e. Natural Area Parks and Linear Parks), parks will not largely remain in a purely natural state. There are opportunities, however, to take an environmentally sustainable approach to land acquisition, even for active parks.

A good understanding of the natural site conditions and the ecological connections associated with potential parkland is an essential first step to incorporating sustainable elements. An irregular park site configuration may be appropriate when selecting parkland in order to incorporate wetlands, riparian areas, wildlife corridors, important tree stands and other natural features that run with the land. Although these features will affect the on-site location of programmable park space, in many cases they make for a more interesting and dynamic park design. Natural areas and restored natural areas can be integrated with pedestrian routes, and with play, picnic, and rest areas. They can serve as important wildlife corridors or natural habitat.

Naturalistic park settings and green infrastructure elements can also be designed and constructed as a park is developed. Although it is desirable to make the best of the natural conditions or to restore natural conditions, parks can be constructed to include areas dedicated to native trees, xeriscaping, and native plants and grasses that did not exist prior to park construction. These areas have a positive environmental impact in that they do not require moving, fertilizing or irrigation, and they are inviting to wildlife. Planting trees in parks has an important role in building a city's urban forest canopy.

Green infrastructure elements can be built to reduce the demand for and expense of controlling on-site stormwater. Rain gardens (i.e. water recharge areas), bioswales and other landscape elements that remove silt and pollution from surface runoff water can help manage rainwater and may even replace the need for traditional closed systems. (Section 3.2 discusses the integration of on-site and off-site stormwater management through the use of Green Streets and on-site green infrastructure).

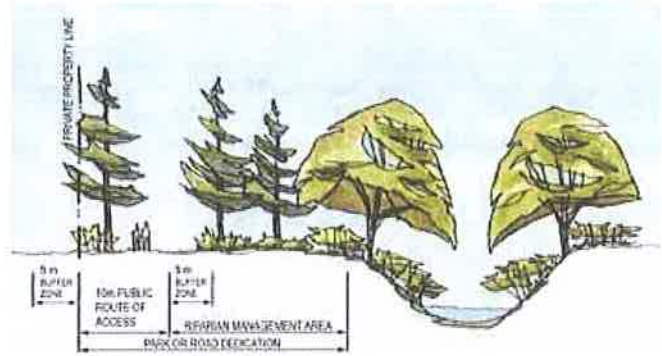


Illustration 11. The process of acquiring land for linear parks should aim to ensure the environmental needs of these corridors and the recreational programming needs work together. The Stream Riparian Management Area (RMA) is in addition to the minimum ten metre linear park trail width. Five metre buffer zones, or "no build" areas, are planned for each side of the trail. Buffer zones may be accommodated within the RMA, and within the private property line.

What is Green Infrastructure?

Green infrastructure is the physical environment within and between our cities, towns and villages. It is a network of multi-functional open spaces, including formal parks, gardens, woodlands, green corridors, waterways, street trees and open countryside. It comprises all environmental resources, and thus a green infrastructure approach also contributes towards sustainable resource management.

(Green Infrastructure Planning Guide, Davies, MacFarlane, McGloin, Roe, 2006)



Maude Roxby Bird Sanctuary

► 2.7 HISTORICAL AND CULTURAL RESOURCES

Objective - Parkland selection reinforces the potential for parks to highlight key cultural, historical and archeological resources.

The parkland selection process provides an opportunity to reinforce local residents' sense of community identity and create connections and attachments to the city's cultural and historical roots. Careful parkland selection can help park areas:

- highlight and/or conserve archeological resources,
- draw attention to, or support public access to, a heritage site or structure (e.g. Brent's Grist Mill),
- serve as focal points to reinforce the character of a historic or cultural area, and
- reflect the culture of existing and emerging minority groups.

Parkland acquisition can also showcase important public views. Parkland can be selected to overlook a ravine, orchard, vineyard or lake view; and opportunities may exist to acquire public spaces adjacent to public roads with views of the city as viewpoints and rest areas.

High quality on-site park design can reinforce objectives to reflect historical and cultural identities. Public art in particular can play a role in establishing or reinforcing a park's identity. It can be permanent or temporary, and should respond to the park site and the local environment, people and culture. It can build on a historical theme or simply reflect a creative community culture. It can be exhibited as a stand-alone installation, a mural, or through the creative design of on-site infrastructure (i.e. gates, fences, or hard and soft surface landscaping). Public art that is interactive in its design adds special value to park settings.

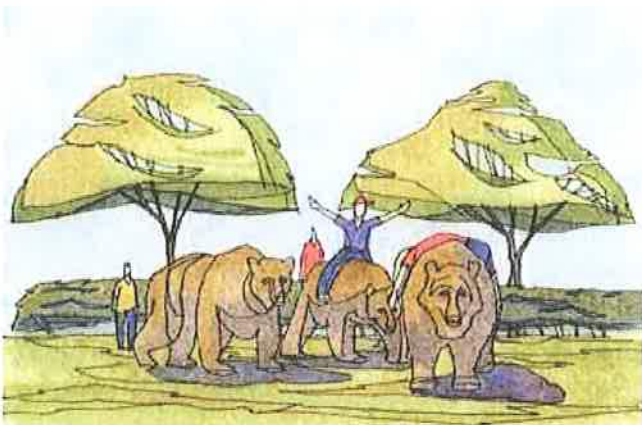
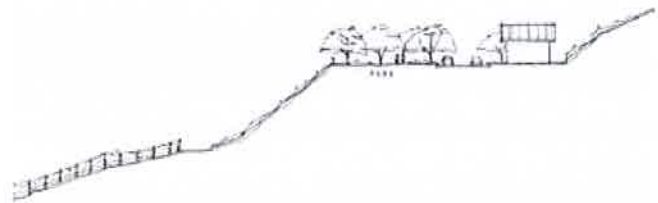
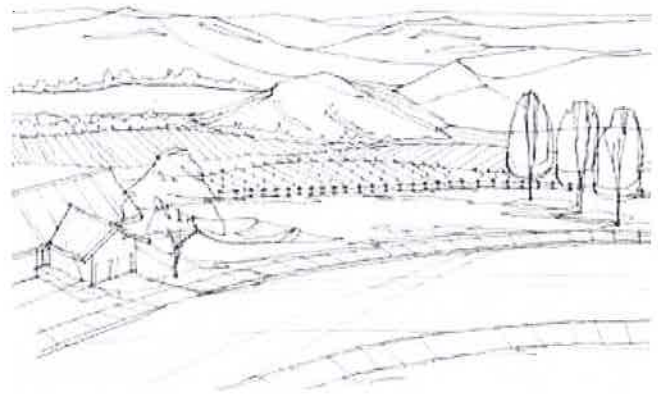


Illustration 12. This sculpture invites children and the young at heart to touch it and climb on it.



Illustrations 13 & 14. This hillside neighbourhood park overlooks the orchard valley below. Both park users and those walking along the front street can enjoy the view to the valley.



Knowles Heritage Park - This landscaped maze is both visually appealing and interactive.



Guisachan Heritage Park - This park features one of Kelowna's significant heritage sites.

► 2.8 SAFETY AND SECURITY – CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

Objective - The parkland selection process, including the design of adjacent roads and pathways, discourages undesirable behaviour in and around the park.

Many of the principles of Crime Prevention Through Environmental Design (CPTED) are most effectively applied to the detailed site design of a park; however, it is also important to think about the safety and security of park users as land is being considered for acquisition.

At the acquisition stage of the park planning process, decisions about the following planning and design features have an important impact on the potential for surveillance of the park and the ability to discourage criminal and nuisance activity in the park:

- the length of the adjacent road frontage,
- the grade of adjacent roads and sidewalks relative to the park,
- the location, type, height and design of adjacent land uses, and
- the nature, location and number of vehicle and pedestrian access points planned for the park.

Park site selection should consider the role these design elements can play in creating opportunities for informal and engaged watching of park areas, creating a sense of community ownership of park spaces, and providing for multiple pedestrian access and exit points. For example, providing multiple access and exit points to and from a park not only helps to reduce walking distances to the park but also builds a safe park environment by reducing opportunities for park users to be cornered or trapped by others. Pedestrian and vehicle access to parks and internal pedestrian circulation routes can also be located to benefit from maximum surveillance provided by surrounding roads and land uses.

Parkland acquisition in mature areas of Kelowna is at times aimed at increasing road frontage to improve the security of the park area and to make the park more inviting to users. Increased road frontage increases public views into the park, and discourages negative park activities.

The nature of Linear and Natural Area Parks makes natural surveillance of these park areas a challenge. Land acquired for parking and trailhead staging areas in these parks should be located and supported to accommodate as much natural surveillance from adjacent roads and land uses as is practically possible.

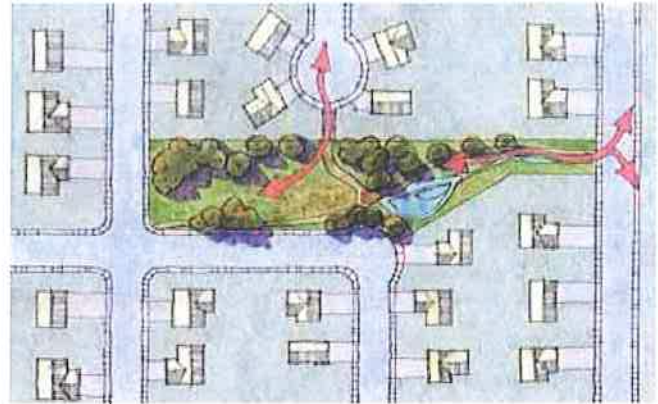


Illustration 16. This park has multiple points of access/egress, making it difficult for users to become trapped in the park by others.



Old Rutland Elementary School - The potential for surveillance from the adjacent multiple family development discourages undesirable activity at this playground and park area.

Design of buildings at grade level has important impacts on activity that takes place on adjacent public streets, lanes or open spaces. Almost any opportunity to extend the sense of ownership of residents or commercial uses at the grade into the adjacent public space will have a positive effect on crime and nuisance in that location.

(Centre for CPTED Vancouver, 2003)

► 2.9 PARK DEVELOPMENT AND MAINTENANCE

Objective - In new and developing areas of the city, the geology of the land to be acquired for park remains in a natural state prior to park construction; adequate buffers are provided between parkland and adjacent development to protect the integrity of the park and to protect adjacent development from rock fall and wildfire hazards.

In new and developing areas of Kelowna, it is important that the locations of future park sites are identified as early as possible in the planning and development approval process. This allows the future park site to be differentiated from development areas, and helps to ensure grades, rocks, soil, native vegetation, wetlands and contours on the park area remain the same as they were prior to development.

Early park identification increases the viability of retaining and introducing environmentally sustainable and green infrastructure elements into the park design, and can minimize future public expenses during park site development related to soil compaction, maintenance of noxious weeds, and the need to reintroduce of quality soil. Posting signage to identify parkland as a non-disturb area and temporarily fencing the perimeter of the parkland will minimize the impacts of adjacent development activity, discourage parking on the site, and create public awareness of the park site.

In some cases, hazardous trees and natural vegetation on parkland may need to be removed to manage the risk of fire. Such action, and other practices that disturb the park site, require authorization by the City, and are regulated by Development Permit and Subdivision approval processes. The City may, through development approval processes, also ask for a covenant to be placed on the title of lots adjacent to parkland to prevent any alteration of the private property grade that would result soil and fill encroaching on the adjacent parkland property. The City's approval processes also function to ensure parkland purchased by the City is free of legal and environmental constraints that limit the use or management of the parkland and does not present unreasonable development or remediation costs to the City.

► **Table 4: Fencing Standard:** Temporary and permanent fencing adjacent to park sites is paid for and installed by developers under the authority of the Subdivision Approving Officer or through a Development Permit. Fencing standards are identified below.

Park Classifications	Fence Type	
	Temporary	Permanent
Active Parks	Rigid Page Wire Fencing	Black Chain Link
Passive Parks	Rigid Page Wire Fencing	Post and Rail/Split Post and Rail
Environmentally Sensitive Area (ESA)	Rigid Page Wire Fencing	To be determined by ESA Impact Assessment

Special Parkland Acquisition Considerations: Criteria for Accepting Natural Area Parkland

Natural area parks and parkland with slopes are important components of the diversity and variety of Kelowna's parkland system. When public access is provided to the city's hillsides, these parks can present opportunities to showcase important public views of natural and developed areas, and can highlight the city's natural and cultural heritage. Public access to such areas also allows for active recreational opportunities and can provide active transportation connections, linking points of interest throughout the city.

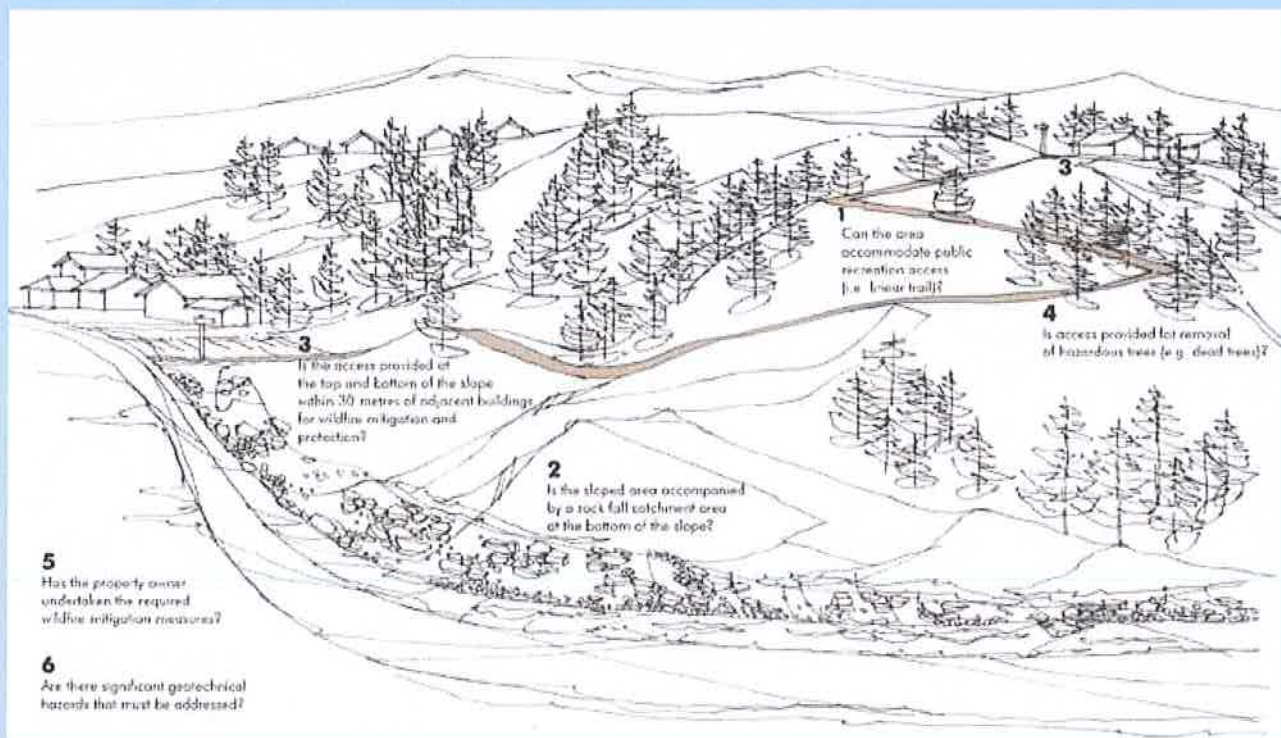
The parkland acquisition process includes planning for measures to prevent or accommodate slope slippage and falling debris, to account for geotechnical hazards, and to ensure appropriate urban forest management practices are undertaken (i.e. hazardous tree removal). Planning for adequate buffers between natural area parkland and adjacent private properties is essential to protect the integrity of natural areas and creeks, and, or, to protect adjacent development from rock falls and wildfire hazards. Depending on site conditions, the City may require studies to be conducted prior to accepting natural area parkland, (i.e. a geotechnical report, a hydrogeological study, wildfire mitigation and fuel modification).



This hillside trail accommodates a rock fall area as well as a clear drainage course to maintain trail stability over time.

As sloped land and natural areas are acquired for parks, it is also important to remember that this parkland comes with limitations to users with mobility challenges and challenges for accommodating active programming. Sloped areas within parks should not replace the amount of parkland that is necessary to meet the active programming needs of the service area for each of the City's active park classifications.

Illustration 15. When natural areas and undevelopable land (e.g. steep slopes) are offered to the City by landowners, the City has an interest in acquiring this land; however, it should be accepted with certain conditions and the City should proactively plan for public access and maintenance needs. The following points should be considered before natural area parks and steep slopes are accepted in the public trust:



SECTION 3: PARKLAND SERVICING

▶ 3.0 Introduction

As parkland is selected and acquired for park development, the City of Kelowna's Infrastructure Planning Department, Subdivision Approving Officer and Development Engineering Department set the stage, along with private land developers, for the park to be constructed.

In most cases, in new areas of Kelowna, the City undertakes the on-site design and construction of the park and land developers are responsible for the construction of off-site infrastructure to support the park. Developers and the City's approving authorities reference the City's Subdivision, Development and Servicing Bylaw (No. 7900), the Zoning Bylaw (No. 8000) and other relevant provincial legislation and municipal bylaws and policy for direction on the division of responsibilities among participants and for direction on design and construction of off-site infrastructure.

The following parkland servicing standards for adjacent streets and utilities provide further detail to existing local and provincial engineering design and construction requirements by outlining specific considerations and opportunities for innovation as park sites are developed. The parkland servicing standards work with and support many of the parkland key planning and design objectives outlined in Section 2 of this document; however, the main function of the standards is to provide some basic direction as parkland is developed to help ensure that:

- the design and construction of the adjacent streetscape support the role and function of the park,
- utilities are available and located to service the park and prepare the park to support future uses and programming, and
- opportunities are explored to integrate high quality urban design and sustainable infrastructure.

Clear communication among all the parties involved is an important part of efficient infrastructure review and approval processes. Due to site-specific conditions and the need at times to negotiate responsibilities between the City and the developer, implementing a number of the criteria will require consultation with the Infrastructure Planning Department, the Subdivision Approving Officer and the Development Engineering Department.

► 3.1 STREET STANDARDS

Street standards for servicing all land use types, including parks, are outlined in the City's Subdivision Development and Servicing Bylaw (No.7900) (SDSB). The following street standards are to be applied in conjunction with the direction of the SDSB and are outlined and illustrated here to relate special considerations for streetscapes adjacent to parkland. The objective is to ensure the design of the adjacent streetscape supports the role and function of the park. They apply principally to active park classifications (i.e. City-Wide Recreation, Community, and Neighbourhood Parks), and, like planning and design objectives, should be applied thoughtfully with knowledge of the specific park type, park programming and park site context.

A) Sidewalks

- All streets adjacent to parks will include a sidewalk.
- Where only one sidewalk is required, it is to be located on the same side of the road as the park.

B) Walkways

- Walkways will be provided where they are needed to provide access through a subdivision to a park.

C) Boulevards

- Boulevards and sidewalk widths will be provided as per the SDSB.
- Appropriate canopy tree planting that encourages sight-lines into the park and is sensitive to water conservation objectives will be included along the boulevard.

D) Curb Profile

- A vertical curb profile will be provided for all road types adjacent to a park site to discourage vehicles from entering the park and parking on the adjacent sidewalk.
- Curb letdowns for access for people with reduced mobility and curb letdowns for vehicle access to the park will be located and provided in consultation with the City's Development Engineering Branch.

Illustration 17.



E) Street Lighting

- Street lighting (off-site) and/or safety lighting will be located to illuminate sidewalks adjacent to a park, park entrance/gathering areas, road and linear trail intersections, on-site parking areas (where possible) and walkway entrances.
- Street light spacing will be designed to allow for even illumination and will be equal to or less than that within the subdivision.
- Street lights will be located to avoid intrusion on neighbouring land uses, and to avoid upward glare to conserve energy and prevent disruption of adjacent wildlife corridors.
- Vandal-proof light fixtures, photo cells, timers and motion sensors will be used where appropriate.

F) Grade Separation

- To encourage park exposure and direct access and sightlines to a park, there will be little difference (+ or – one metre) between the finished grade of adjacent roads and sidewalks and the park along the majority of the park boundary.
- Areas requiring mowing will be less than a 3:1 grade.

G) Perimeter Fencing

- New development adjacent to parkland boundaries will be clearly delineated with a 1.2 metre high black vinyl coated chain link fence (to City specifications) located 15 centimetres (6 inches) inside private property lines. Fence maintenance will be the responsibility of the private property owner.

H) On-Street Parking and Traffic Calming

- On-street parking areas will be provided on appropriate roads surrounding parks (i.e. local and collectors), as per the typical road section in the SDSB.
- Traffic-calming design features such as curb bulbs at intersections on one or both sides of the street, speed humps, or mid-block chokers may play a role in reducing speeds and allowing safe pedestrian crossings on a street adjacent to a park.

I) Entrance Design Features

- Where a park is bound by two roads, the pedestrian entrance will not be located directly at the intersection, but slightly off-set or set back from the intersection to encourage pedestrians to pause to consider the road crossing as they exit the park.
- Pedestrian gathering spaces should be defined at park entrances, including special paving materials, plantings, lighting and/or arched gateway features at significant parks.

J) Transit Stops or Transit Bays

- Where a park is located on an existing or future bus route, a transit stop including, at minimum, a waiting area and bus bench will be provided. The need for bus bays will be assessed in consultation with the City.
- Recreation parks will be planned in conjunction with transit services; and high quality pedestrian routes and amenities will support safe and inviting access to on-site or off-site transit stops.

► 3.2 UTILITY STANDARDS

The basic utility standards for servicing all land use types, including parks, are outlined in the City of Kelowna's Subdivision, Development and Servicing Bylaw (No. 7900) (SDSB). The following utility standards are to be applied in conjunction with the direction of the SDSB. The focus of the utility standards below is on water services and stormwater services, particularly on opportunities parkland presents to integrate open storm and rain water management systems. Standards for other utilities required to service parkland, including electrical and communications wiring, do not differ significantly from the requirements for other land uses. The section concludes with a note on utilities that are not permitted on parkland.

A) Stormwater / RAINwater Management

- Like other properties in a subdivision, parkland must be serviced to address stormwater management, both on-site and on-street. The nature of parkland (i.e. including significant areas of open space), however, introduces opportunities that are not always available to other land uses to collect and dispose of stormwater in less conventional and environmentally sustainable ways.
- The Works and Utilities Standards of the SDSB currently set out standard requirements for closed off-site stormwater management systems. However, the City encourages the integration of open systems - such as bioswales, rain gardens, and stormwater ponds. These landscaped elements can be designed into streets adjacent to parks - creating "Green Streets" - and integrated with the design of the park. Implementation requires an understanding of the on- and off-site conditions, the landscape, and the systems that these innovative elements will be integrated within. Land developers and City staff will need to work collaboratively on both design and implementation. Bioswales are required to be designed by a civil engineer and reviewed and approved by the City to ensure sustainable long-term maintenance, safety, and effective functioning within the stormwater management system.

B) Water Service

- Service connection pipe size will be 2" for parks less than 2 hectares; 4" for parks 2 to 10 hectares; 6" (minimum) for parks over 10 hectares.
- The location of water connections will be central to the park site.
- Well water will be considered for irrigation purposes only.
- Grey water recycling could be considered on appropriate buildings.

C) Sanitary Sewer

- Sanitary sewer is to be provided as per the Works and Utilities Standards of the SDSB.

D) Electrical and Communications Wiring

- Electrical and communication wiring will be provided along the property line frontage of all park types.

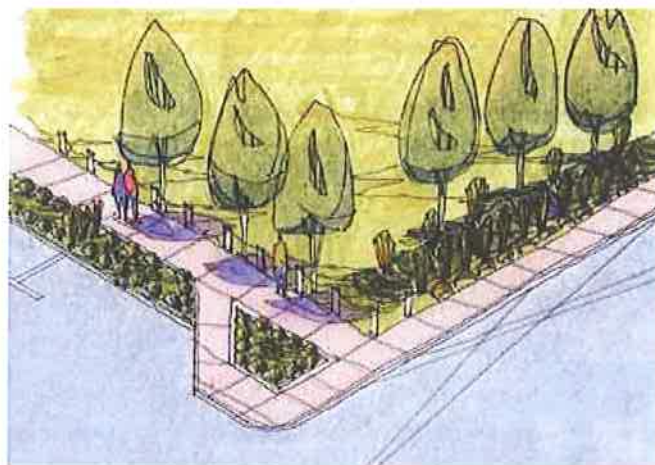


Illustration 18. Bioswales can be landscaped along a street or parking lot for the purpose of capturing surface runoff and filtering out silt and pollution before the water enters the groundwater or drainage system.

RAIN Acronym... What does it mean?

RAIN = Retaining And Integrating Nature

Portland's landscape architect Tom Lipton has coined the term Rainwater Management as an alternative to single-objective Stormwater Management.

"Traditional stormwater management has a narrow scope, is event-based, and only considers a handful of run-off events ... Rainwater management, on the other hand, accounts for all the rainfall days that occur each year."

- Tom Lipton, 2006 (Stormwater Management Development, Sustainable Drainage, Green Infrastructure, RAINwater Management... What is the appropriate term to use?)

E) Utilities and Easements Not Permitted in Parks

Utilities and easements can negatively impact parkland by taking away usable recreational park area, creating disturbances and environmental impacts to natural areas, causing unsightly aesthetic impacts, and blocking sightlines into the park.

- Underground utility vaults adjacent to parks are preferred to above ground kiosks.
- If above ground utility kiosks are located within the road right-of-way adjacent to parks, care should be taken to ensure that sightlines into the park are not compromised, and the entrances to the park are not diminished.
- Except for those designed to serve park programming, public and private utilities, easements and above ground utility boxes (as defined by Zoning Bylaw No.8000) will not be located in parks unless an overall public park benefit and no net environmental loss can be demonstrated. The utility will be located and designed in such a way as to have no significant negative visual impact on the surrounding neighbourhood (utilities include mail boxes, cell phone towers, water reservoirs, sewer lift stations, detention ponds, electrical boxes, traffic switch boxes, etc.). If any exceptions are required for greater overall City benefit, they must be approved by the City's Director of Infrastructure Planning.
- Major Utility Services as defined by Zoning Bylaw No.8000 will not be permitted in parks.



Above ground utility boxes can be disguised with decorative elements or landscaping to minimize their negative visual impact and their potential as graffiti sites.



Richmond Neighbourhood Park - Above ground utility boxes on park sites can be unsightly and block sightlines into parks. Underground utility boxes are a preferable option.



Kuipers Peak Reservoir - The location of this reservoir has a significant negative visual impact. Locating the reservoir behind the crest of the hill could have largely hidden the utility from public view.



Gyro Park - The lift station at this park is located at one of the main access points to the park. It blocks views to the park, consumes park space, and impacts design attempts to create a welcoming park atmosphere.

SECTION 4: CONCLUDING COMMENTS

The Parkland Acquisition Guidelines are an important part of the City of Kelowna's parkland planning, design and construction processes. The Guidelines illustrate key planning and design objectives to be considered as parkland is selected, and they showcase approaches for street design adjacent to parks and for servicing parks with utilities. Attention to the Guidelines as planning, subdivision and servicing decisions are made will make the most of the City's investment in parks, and will allow Kelowna's parks to attract visitors and sustain the high quality of life enjoyed by local residents.

The Guidelines reflect the many important roles that parks play and emphasize some new related trends for municipal park planning:

- Park planning and design that considers the role of parks within the broad network of public spaces (e.g. public sidewalks, walkways, roadways, public facilities, and natural areas), land uses (e.g. homes, workplaces, commercial areas, etc.), and points of interest.
- Integration of passive park uses (e.g. picnicking, bird watching, walking trail, etc.) and active park uses (i.e. swimming pools, soccer fields, etc.), within the same park.
- Recognition of the importance of Natural Area Parks and the inclusion of environmentally sustainable areas, elements, and networks within the planning and design of all park types.
- Recognition of the important role town plazas and urban pocket parks can play within the range of park types.

Many of these directions reflect a need for integrated and comprehensive decision-making. Like other cities across Canada, Kelowna's civic organizational structure and decision-making processes aim to reflect an understanding of the range of municipal fiscal, social, cultural and environmental sustainability objectives and how best to balance these objectives. Although the focus of the objectives is on planning and design priorities for parks, decision-making to implement the objectives must also consider municipal policy direction toward fiscal sustainability.

Success in implementing the Guidelines involves the many public and private partners that are part of the parkland acquisition and land development process. Even within the City of Kelowna, multiple departments play their respective roles as parkland is acquired. The Guidelines have been developed to outline the desired objectives for parkland acquisition and servicing and to encourage all the partners to work towards the same goals. The parkland acquisition process will continue to demand a collaborative and creative approach as multiple objectives are prioritized and site-specific conditions are revealed.

RESOURCES

► KEY INTERVIEWS

The following is a list of Key Interviews undertaken in the preparation of the Guidelines. City staff other than those listed below, also made contributions.

Community Sustainability Division

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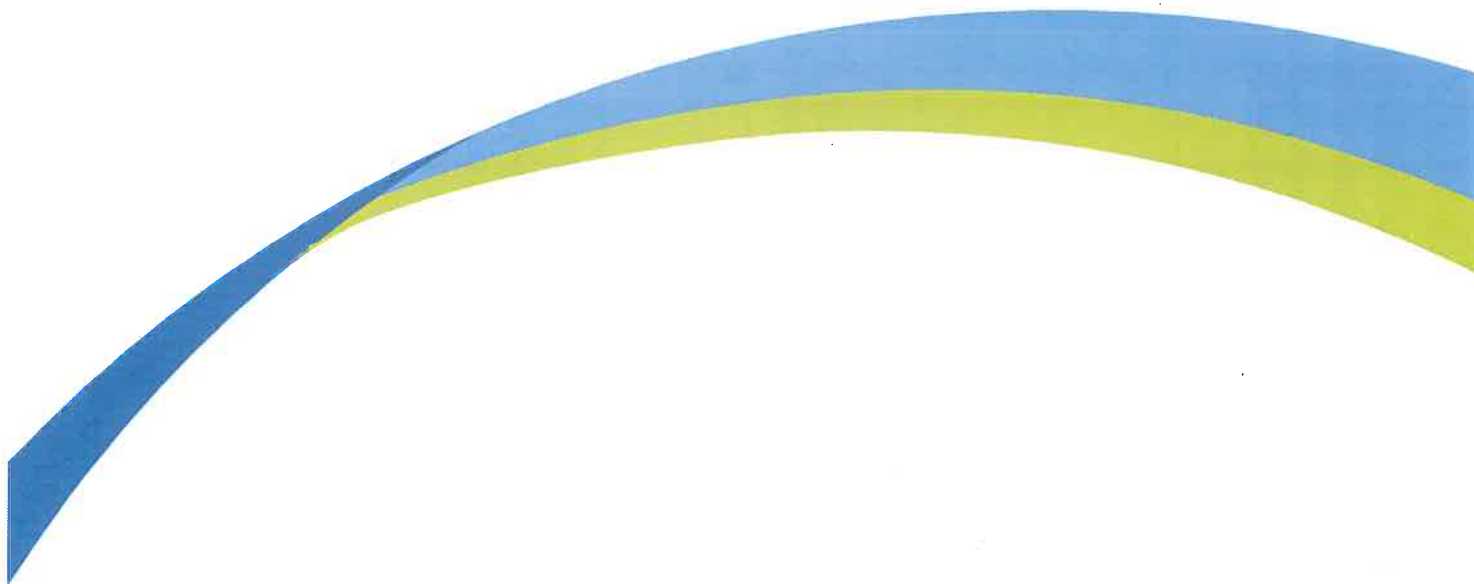
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Council Policy

Development Guidelines

APPROVED March 11, 2002

RESOLUTION: R375/10/04/26
REPLACING: R234/02/03/11
DATE OF LAST REVIEW: April 2010

The purpose of Development Guidelines created for specific sectors, neighbourhoods or in some cases covering the whole City, is to control siting, form and character of [single family residential](#), [multiple family residential](#), [parkland](#), [multiple unit residential](#), industrial, and commercial developments as well as development adjacent to wetlands, and are to be used by staff when evaluating development [permit](#) applications within the respective areas.

Specific Development Guidelines must be presented to Council and endorsed by a resolution of Council prior to being used by staff as an evaluation tool.

REASON FOR POLICY

Development guidelines previously formed part of the Official Community Plan or were otherwise endorsed or received by Council. These documents are to be used as evaluation tools by staff and should not be incorporated into the OCP.

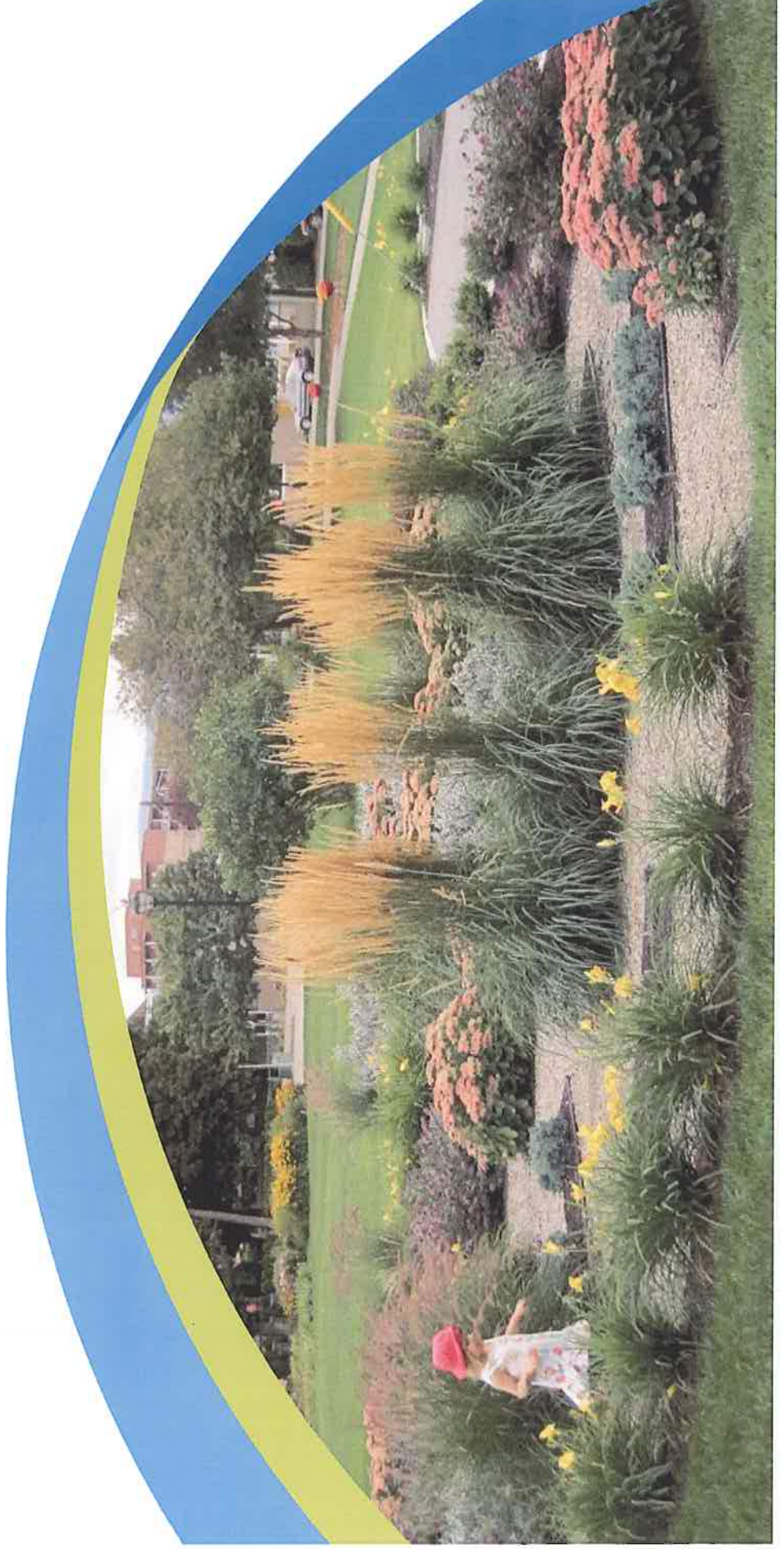
LEGISLATIVE AUTHORITY

Local Government Act Section 920

PROCEDURE FOR IMPLEMENTATION

Outlined in Policy.

PARKLAND ACQUISITION GUIDELINES



1.1 Kelowna's Park Classifications

Parkland is strategically located and acquired in Kelowna with a diversity of park classifications in mind. The diversity of park classifications allows Kelowna's parks to serve a broad range of individual, social, cultural, economic and environmental needs, and to respond with flexibility to changing demographic needs and community priorities. The park classification system assists in municipal decision-making, park asset management and the delivery of recreation services.

The City's park classifications include the following six park types. Service delivery criteria for each park classification are outlined in Table 1 on page 7.

ACTIVE PARK CLASSIFICATIONS

City-Wide Parks

Size: Variable

City-Wide Parks are parks of special recreational, environmental or cultural significance. They may be designed to accommodate active programming (e.g. sports fields, tennis courts, etc.), passive programming (e.g. picnicking, playgrounds, etc.), or a combination of both. Park amenities vary but are typically of sufficient importance to attract people from throughout the city as well as tourists. Examples include waterfront parks, hilltops, mountain ridges, and significant viewpoints.

Recreation Parks

Size: Approximately 30 hectares

Recreation Parks are primarily active in their design. They typically include high activity sports fields, recreation centres, arenas, court facilities, swimming pools and multi-recreational trails. They attract large numbers of participants and spectators and must accommodate such access demands with supportive vehicle, transit, cycling and pedestrian infrastructure. Passive recreational uses (e.g. picnicking, rest areas, playgrounds, etc.), for all ages are also typically incorporated into the design. Recreation Parks are designed to serve 45,000 people within a radius of approximately 5 kilometres; however, the nature of the park facilities typically attracts residents from across the city and beyond.

Community Parks

Size: Approximately 2 to 6 hectares

Community Parks are designed to serve 12,000 people within a radius of approximately 3 kilometres. They feature higher intensity recreation uses such as multi-recreational courts (i.e. tennis, basketball, hockey, lacrosse), sportfields with minimal seating, and infrastructure to meet vehicle, transit, cycling and pedestrian access needs. They may also include playgrounds, open space for unstructured activities, and other uses typical of a neighbourhood park.



Sarson's Beach



Mission Recreation Park



Ben Lee Community Park

Neighbourhood Parks

Size: Typically 0.5 to 1.2 hectares

Neighbourhood Parks are centrally located within a neighbourhood and typically serve 2,000 residents within one kilometre or a five-minute walk to the park. They may include playgrounds, non-sportable recreation spaces, trails, picnic areas, and passive recreational open space for children, families, seniors and others to enjoy. The park design is not expected to generate or accommodate significant traffic or noise.

Neighbourhood Parks may be built in conjunction with a school, or developed to address a site-specific need such as a heritage park, or preservation of a unique ecological feature.



Cross Glen Neighbourhood Park



Stuart Park (Town Plaza)



St. Paul Pocket Park



Knox Mountain Natural Area Park

PASSIVE PARK CLASSIFICATIONS

Natural Area Parks

Size: Variable

Natural Area Parks are publicly owned parks that, for the most part, remain in their natural state. Wetlands, hillslides, railways, significant natural landscapes, and other environmentally sensitive areas are typical characteristics of Natural Area Parks. They have areas established for public access and recreation. However, they typically also include ecological conservation or preservation areas. In some instances, where appropriate, Natural Area Parks may include environmentally sensitive park development. Sustainable park management plans may be necessary to ensure the recreational and environmental park functions work in concert with one another.

► Table 1: Park Service Delivery Criteria

Service Delivery Criteria	Park Classifications				
	Neighbourhood Parks	Community Parks	Recreation Parks	City-Wide Parks	Natural Area Parks
Service Area	2,000 people within 1 km radius	13,000 people within 3 km radius	45,000 people within 5 km radius		
Size	0.6 to 1.2 ha Typically 0.3 ha in hillside areas 0.2 - 0.8 ha town plazas 0.2 - 0.5 ha urban pocket parks	2 to 6 ha	30 ha	Variable	Variable
Location	Centrally located within the neighbourhood and population they serve		Typically on the edge of residential development, and centrally located within the population they serve		Variable
Road Frontage - Minimum	Road frontage on one side; road type local	Road frontage on two sides; road type local, minor collector, or major collector	Road frontage on two sides; road type major collector or arterial	Road frontage on two sides; road type local, collector or arterial	New areas: 20 m road frontage where trail meets a road. Mature areas: may consider less than 20 m. Road type variable
Configuration	Rectangle or square	Rectangle or modified rectangle	Rectangle or modified rectangle	Variable	Linear
Amenities	Non-bookable passive open grass area, small playgrounds, benches, trash cans, picnic tables, public art, secondary pedestrian access	Same as Neighbourhood Parks, plus multi-use courts, sportsheds with minimal booking, large playground, multi-use trails, community gardens, passive open space, off-leash dog parks, perimeter fencing with lockable gates	Same as Community Parks, plus high activity sportsheds, recreation centres, senior centres, arenas, indoor pools, universally accessible play grounds, spray parks, picnic areas	Variable, could include boat launches, ornamental gardens, public art, heritage features, amenities to showcase viewpoints	Public art, benches, trails, trash cans Benches, trails, picnic areas, amenities to showcase viewpoints, trash cans
Parking	On-road, no on-site parking	On-site, and on-road as required	Large scale, on-site	On-site, and on-road as required	Variable, on-site at significant meeting areas/nodes
Transit	Not typically on a bus route	On a bus route	On a bus route	Variable	Not typically on a bus route
Lighting (on-site)	Typically no on-site lighting	a) security lighting b) court lighting c) pedestrian lighting along pathways	a) security lighting b) sportsheds lighting c) court lighting d) pedestrian lighting along pathways	Variable	Typically no on-site lighting
Washrooms	No	Small scale: 2 to 4 stalls	Large scale: 8 to 10 stalls	Medium scale: 4 to 6 stalls	Variable (Typically at staging areas)

2.1 PARK SIZE AND CONFIGURATION

Objective: - Park size and configuration accommodate passive and active park programming needs, natural areas, and other site-specific conditions.

Park Size

Minimum Park Size Standards for the City's park classifications are set out in Table 2. These standards allow sufficient land for typical passive programming needs (e.g. picnicking, walking trails, etc.), and/or active programming needs (e.g. sportfields, tennis courts, etc.). However, constraints on the configuration of a property (e.g. topography, drainage conditions, encumbrances), and the mandate and desire to accommodate natural areas and features, also have a significant impact on the total amount of land needed to develop a park.

Parkland often includes areas that are not accounted for in the Minimum Park Size Standards. Examples of these areas include:

- environmental setbacks (i.e. designated Riparian Management Areas and additional land required to avoid the loss of aquatic habitat productivity),
- retention and detention basins to accommodate one in five year storm events and other open drainage areas,
- park areas that will remain in an undisturbed natural state, and
- Agricultural Land Reserve buffers.

► Table 2: Minimum Park Size Standards

Park Classifications	Minimum Park Size
Recreation	30 ha
Community	2 ha
Neighbourhood	0.2 ha pocket parks and town plazas 0.3 ha in hillside areas 0.6 ha standard area Standard range 0.6 ha to 1.2 ha
Linear	10 m trail corridor (width); plus 5 m each side no disturb area
City-Wide and Natural Area	not-applicable

The ultimate park size can also be affected by the need for separation distances between programmed uses in the park and adjacent land uses and roadways. For example, high activity sports fields require high intensity lighting. The need for sufficient separation distances between the park and adjacent housing or natural areas should be accounted for during the acquisition process to minimize negative affects of the lighting.

Park Configuration

Programming for Recreation, Community and Neighbourhood Parks is most efficiently and effectively accommodated on rectangular or square lots compared to a long linear configuration or a triangular lot. The ideal configuration of City-Wide, Natural Area and Linear Parks varies significantly to accommodate the nature of the programming and the geography of the park's natural features.

Irregular shaped lots should be considered where there are opportunities to support some of the other key planning and design objectives. For example, opportunities may arise in the selection of parkland to incorporate natural features that support the interconnectivity of ecological networks (i.e. wildlife corridors).

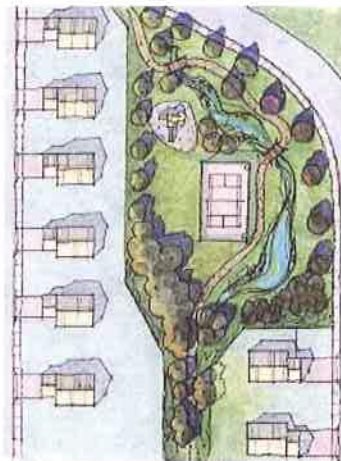


Illustration 1. An irregular shaped neighbourhood park accommodates program uses - including a playground and a tennis court - and incorporates a natural area running through the park and beyond.



Cross Glen Neighbourhood Park

2.2 PARK ROAD FRONTAGE

Objective: Park types (i.e. City-Wide, Neighbourhood, Recreation, Community, etc.), and adjacent road types are matched to support the function of the park.

The selection of parkland and the design of a park within a subdivision should carefully consider the relationship between the adjacent road and the park. The nature of the roads adjacent to a park, including the amount of road frontage, the design speed, and the separation provided from park uses, has many implications for the way the park will be used and the way it will function, including:

- the safety and efficiency of vehicle, cycling, pedestrian and transit access,
- the potential for noise, dust and traffic impacts on the park,
- the need for buffers, fencing and setbacks between the road and programmed park areas,
- the opportunities for off-site parking (where applicable),
- the potential for sightlines from the road into the park and the degree of security these views provide for park users,
- the park's overall profile in the neighbourhood, and
- the general ambience and potential enjoyment of the park.

Road Type

Table 3 sets out relationships between park types and road types to help achieve a successful interface.

Table 3: Park Type/Road Type Relationship

Park Classifications	Road Classification
Neighbourhood	Local
Community	Local, Minor Collector or Major Collector
Recreation	Arterial or Major Collector
City-Wide Linear Natural Area	Variable

Road Frontage

The "amount" or "length" of park road frontage also has specific implications for the function of the park. The length of road frontage should be sufficient to support views into the park and to help build the profile of the park within the neighbourhood and the community. There should be little difference between the finished grade of the road and the park along the majority of the park boundary. City-Wide and Neighbourhood Parks should have road frontage along at least one property line and Recreation and Community Parks should have road frontage along at least two property lines. Panhandle parkland lots are not permissible.

In mature neighbourhoods, the City may acquire parkland adjacent to an existing park if it is important to lengthen the park's road frontage to increase surveillance of the park.



Illustration 1. The road frontage and minimal elevation change along the length of the park boundary provides good views from the road into the park and enhances the park's profile in the community.



Knowles City-Wide Park



Illustration 3. The significant difference between the grade of the park and the adjacent road limits physical access to the park and eliminates opportunities for views into the park. This is strongly discouraged.



Birkdale Neighbourhood Park

3.1 STREET STANDARDS

Street standards for servicing all land use types, including parks, are outlined in the City's Subdivision Development and Servicing Bylaw (No.7900) (SDSB). The following street standards are to be applied in conjunction with the direction of the SDSB and are outlined and illustrated here to relate special considerations for streetscapes adjacent to park-land. The objective is to ensure the design of the adjacent streetscape supports the role and function of the park. They apply principally to active park classifications (i.e. City-Wide Recreation, Community, and Neighbourhood Parks), and, like planning and design objectives, should be applied thoughtfully with knowledge of the specific park type, park programming and park site context.

A) Sidewalks

- All streets adjacent to parks will include a sidewalk.
- Where only one sidewalk is required, it is to be located on the same side of the road as the park.

B) Walkways

- Walkways will be provided where they are needed to provide access through a subdivision to a park.

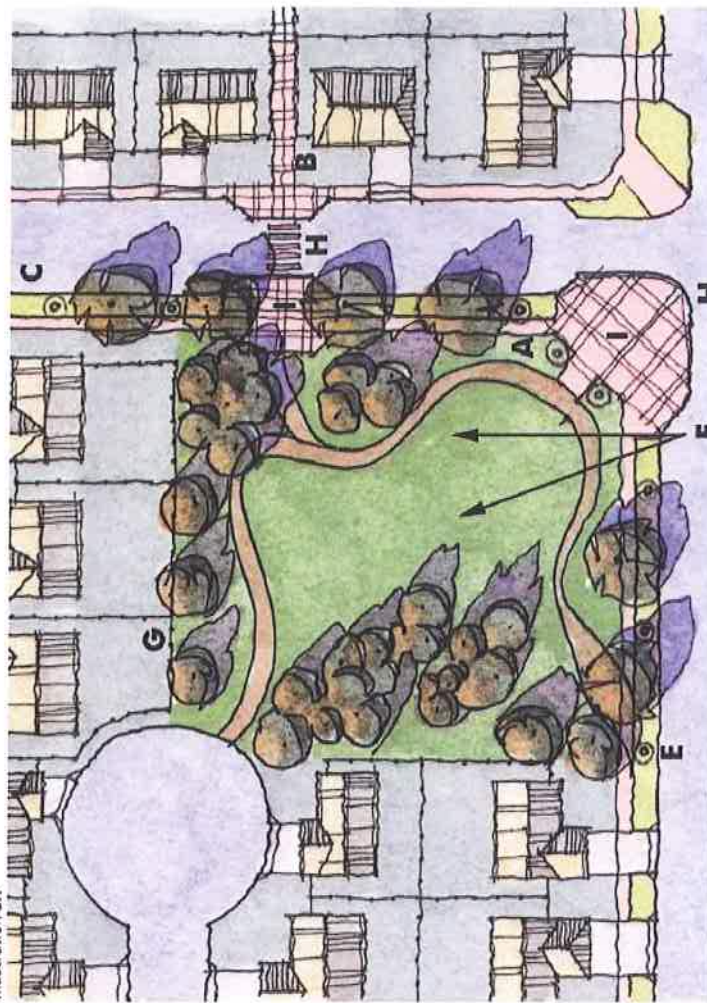
C) Boulevards

- Boulevards and sidewalk widths will be provided as per the SDSB.
- Appropriate canopy tree planting that encourages sight-lines into the park and is sensitive to water conservation objectives will be included along the boulevard.

D) Curb Profile

- A vertical curb profile will be provided for all road types adjacent to a park site to discourage vehicles from entering the park and parking on the adjacent sidewalk.
- Curb ledowns for access for people with reduced mobility and curb ledowns for vehicle access to the park will be located and provided in consultation with the City's Development Engineering Branch.

Illustration 17.



Thank You!

