

REPORT TO COUNCIL



Date: November 9, 2011
File: 1340-20
To: City Manager
From: B. Davidson, Parks Planner, Infrastructure Planning
Subject: Knox Mountain Park Management Plan 2011

Recommendation:

THAT Council receives for information, the report from the Parks Planner dated November 9, 2011 with respect to the Knox Mountain Management Plan 2011;

AND THAT Council directs staff to use the Knox Mountain Management Plan 2011 as a guide to follow in future planning for the park;

AND THAT Council directs staff to consider the appropriate priority to be given to the management of Knox Mountain Park in the development of the new long-term capital plan.

Purpose:

To present the results of the public survey distributed in September 2011 regarding the draft final report and to provide a summary of the final Knox Mountain Management Plan 2011.

Background:

Knox Mountain Park is considered among the most important and well-known natural area parks in Kelowna. Significant changes have occurred within the park since the first management plan was completed over a decade ago. These include expansion of park boundaries to encompass the area around Kathleen Lake and considerable increases in park usage which have resulted in premature deterioration of the built and natural features. The services of a local multi-disciplinary consultant team were secured in the Spring of 2009 to prepare an update to the 1999 Knox Mountain Park Management Plan along with a biophysical / environmental inventory.

It is our Corporate responsibility to exercise due diligence in ascertaining the condition of our critical assets and develop plans to maintain them. The primary focus of this Management Plan is on restoring natural resources, followed by protecting these natural resources and finally by modestly improving user amenities. This plan also underscores the City's commitment to public involvement and sets out avenues for community partners to participate in park activities and ways to contribute their time and money.

To date there has been formal consultation with internal stakeholders (three workshops), external stakeholders (two workshops), and the general public (two open houses and a

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neighbourhood mail-out). The final Knox Mountain Management Plan 2011 can be found on the City website at:

<http://www.kelowna.ca/CityPage/Docs/PDFs//Parks/KnoxMtnManagementPlan/>

In early 2010, the scope of work for the consultant team was increased to include two city-owned parcels on Grainger Road within the management plan. Council has designated these parcels as natural area parkland in the 2030 OCP. This new natural area park is in close proximity to Knox Mountain Park; provides physical connections to the Glenmore Highlands; and is ecologically similar to Knox Mountain. The intent is to manage both areas as one contiguous ecological and recreational resource. Knox Mountain Park, together with the Grainger Road properties, totals approximately 357 hectares, the largest park in the City.

Of central concern to city staff was optimizing park use and protecting sensitive forests and grasslands (and related wildlife impacts). Key challenges include: a proliferation of unsanctioned hiking and cycling trails; managing vehicle access, pedestrian access, and other activities around the perimeter of the park (e.g., illegal dumping, and encroachment by abutting private properties); enforcing dog regulations; managing user conflicts (e.g., between motorized and non-motorized road users, and between cyclists and hikers); and ensuring consistency between special events and the environmental integrity of the park.

As part of this Management Plan the following vision statement was developed for Knox Mountain Park:

"Knox Mountain Park reveals the wonder and diversity of the Okanagan landscape. It is symbol of Kelowna, a place of unique and remarkable natural beauty within our city's park system, a place where nature is able to flourish and evolve. Residents and visitors participate in the life of the park, establishing healthy and sustainable relationships between themselves and the natural environment."

Thirty Strategic Goals - addressing the park's role as "a place for nature", "a place for people", and "a place for stewardship" - articulate specific actions necessary to achieve the Plan's vision. The core tools to achieve the intent of the Plan include: Park-Wide and Park Zone-Specific Policies, a Development Plan and an Operations and Maintenance Plan. The Plan concludes with a proposed Implementation Program which is broken down into four phases and extends to the year 2026.

Financial/Budgetary Considerations:

In recent history, there has been no budget dedicated specifically for operations and maintenance at Knox Mountain Park, rather these have been funded from a general parks account. This management plan has quantified costs for an appropriate level of capital renewal, improvement and maintenance specific to Knox Mountain Park. As park infrastructure increases, there is a corresponding increase in the costs for regular maintenance.

Investment in the full-scale proposed Implementation Program of the Management Plan, including all Development Plan and Operations and Maintenance Plan components is estimated at \$6.97 million over 15 years with \$3,000,000 attributed to new capital development and \$3,969,940 attributed to ongoing Operations and Maintenance. This represents a net average annual increase in operating costs of approximately \$160,000, (from approximately \$105,000 to \$265,000.) Conscious effort was put into ensuring that the proposed annual cost for park development over the next 15 years was contained within an average budget of \$200,000 per year.

A diversity of shelf-ready projects positions the City to take advantage of grant opportunities as they arise; this plan is specific to grants that focus on natural area and sensitive habitat preservation, and is distinct from grants that may be applied to water quality or GHG emission reduction. The Development Concept Plan (Attachment 1) has been completed in sufficient detail to be used for grant application submissions.

The Plan suggests priorities for implementation that are broken down into four phases. A summary of estimated costs per phase, over 15 years, as shown in the Management Plan are found in the table below:

Summary of Costs		Capital Development Plan	Operations & Maintenance Plan	Net Operations and Maintenance	Net Total per Phase
Phase 1 (4 years)	2012 through 2015	\$950,000	\$918,730	\$498,730	\$1,448,730
Phase 2 (3 years)	2016 through 2018	\$420,000	\$680,580	\$365,580	\$785,580
Phase 3 (3 years)	2019 through 2021	\$640,000	\$959,330	\$644,330	\$1,284,330
Phase 4 (5 years)	2022 through 2026	\$990,000	\$1,411,300	\$886,300	\$1,876,300
		\$3,000,000	\$3,969,940	\$2,394,940	\$5,394,940

These budgets will be considered and weighed against other priorities in the long-term capital plan and provisional budget submissions in future years, but it should be noted that the stewardship of this park is among the highest park priorities in Kelowna. It has been made clear to stakeholders and the public that funding is not assured, but the information will help sensitize everyone to the cost implications of responsible park stewardship and maintaining the value of our natural endowment.

Personnel Implications:

The Knox Mountain Park Management Plan 2011 recommends creation of two new positions dedicated to Knox Mountain Park. Financial implications of these two positions are incorporated in the Operations and Maintenance costs listed above. These include a half-time Natural Area Park Coordinator position with the ability to issue tickets for bylaw infractions, and a grounds person that is phased in as maintenance costs increase over time. These two new positions would not duplicate the current responsibility of the Park Caretaker position.

Existing Policy:

The actions outlined in the Knox Mountain Management Plan 2011 contribute to the following multiple bottom line targets as identified in the Sustainable Municipal Infrastructure Policy No. 352:

Natural (Environmental) Capital - stewardship of natural habitats, and facilitation of biodiversity and natural ecosystem succession and evolution.

Built Capital - ensure that future generations enjoy the same per capita value of built capital in the form of public infrastructure.

Social Capital - provision of connectivity to citizens, goods, services and to amenities of the built and natural environment.

Cultural Capital - investment in preservation of distinct and meaningful features of our natural and built public environment.

-provision of a venue for active participation in recreation to promote a healthy and engaged citizenship.

Governance and Organizational Capital - support of an informed and inclusive public process to build transparency, accountability and partnerships.

Internal Circulation:

Manager, Park Services

Manager, Parks and Public Space Projects, Design and Construction Services

External Agency/Public Comments:

Per the Memo to Council dated September 19, 2011, a brochure and Public Comment Form were provided to all nearby residents to solicit comments on the draft Management Plan.

Forty-two completed forms were returned, and based on comments received; the following changes were incorporated into the final Knox Mountain Park Management Plan 2011:

- Development of a new parking / staging area for the Kathleen Lake Precinct was reduced in priority from Phase 1 to Phase 3;
- A shared-use trail designation to allow for use by both pedestrians and cyclists, was assigned to the Paul's Tomb trail;
- A shared-use trail designation was assigned to the section of Apex Trail between the Apex/Upper Lookout, and the Crown/Lower Lookout to allow for two-way pedestrian access and one-way uphill access by cyclists;
- A future trail connection in the Kathleen Lake Precinct was added to the Boynton Place staging area; and,
- The names of the Park Management Zones were changed to reduce potential confusion between the different zone names.

The Friends of Knox Mountain Park have provided a letter of support addressed to Mayor and Council and dated November 7, 2011.

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Community & Media Relations Comments:

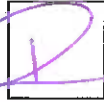
Alternate Recommendation:

Submitted by:



B. Davidson, Parks Planner

Approved for inclusion:



R. Cleveland, Director, Infrastructure Planning

Attachment 1: Development Concept Plan

Attachment 2: Letter of Support - Friends of Knox Mountain Park

cc:

General Manager, Community Sustainability
Director, Civic Operations
Director, Land Use Management
Director, Design and Construction

Attachment 1: Knox Mountain Park Management Plan 2011 Development Concept Plan



DEVELOPMENT CONCEPT PLAN

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LEGEND



- 1 APEX TRAIL (FRONT FACE) RESTORATION
- 2 REZONE ALL PARK PROPERTIES TO R3 - PARKS & OPEN SPACE
- 3 REALIGNMENT OF PAUL'S TOMB TRAIL SEGMENT TO INCREASE ACCESSIBILITY
- 4 PAUL'S TOMB TRAIL INTERPRETIVE SIGNAGE INSTALLATION
- 5 VEHICLE GATE INSTALLATION ABOVE CROWN / LOWER LOOKOUT
- 6 DESIGNATED DOWNHILL & CROSS-COUNTRY MOUNTAIN BIKING TRAILS ESTABLISHMENT
- 7 KATHLEEN LAKE AREA TRAIL DEVELOPMENT
- 8 ANNUAL PARK PERIMETER FENCE INSTALLATION
- 9 REMOVAL AND RESTORATION OF PLAYGROUND & PARKING AREA
- 10 FENCING & SIGNAGE INSTALLATION AROUND CONSERVATION ZONES
- 11 GROUND AND PAVILION TRAIL RESTORATION
- 12 KIOSK AND GATEWAY SIGNAGE INSTALLATION AT ELLIS ST. ENTRY
- 13 SIGNAGE INSTALLATION ON REMAINING TRAILS
- 14 CROWN / LOWER LOOKOUT STAGING AREA IMPROVEMENTS
- 15 APEX / UPPER LOOKOUT STAGING AREA IMPROVEMENTS
- 16 NEW KATHLEEN LAKE STAGING / PARKING AREA DEVELOPMENT
- 17 PUBLIC WALKWAY CONSTRUCTION AT CROWN/LOWER LOOKOUT
- 18 SADDLE TRAIL LOOP (GRAINGER ROAD PARCEL) DEVELOPMENT
- 19 STAGING AREA (GRAINGER ROAD PARCEL) DEVELOPMENT
- 20 REALIGNMENT OF ELLIS STREET AND POPLAR POINT DRIVE (PENDING LAND ACQUISITION)
- 21 RELOCATION OF DOG OFF-LEASH AREA TO POPLAR POINT DRIVE (PENDING COUNCIL DECISION)
- 22 UNIVERSALLY ACCESSIBLE TRAIL DEVELOPMENT TO APEX/UPPER LOOKOUT



The Friends of Knox Mountain Park

Capri Postal Outlet,
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Kelowna, B.C.
V1Y 9N9

November 7, 2011.

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The Mayor and Council,
City of Kelowna,
1435 Water Street,
Kelowna, B.C.,
V1Y 1J4.

Your Worship and Councillors:

The Friends of Knox Mountain Park are very pleased to support the Knox Mountain Park Management Plan 2011, and we respectfully request that the Council adopt this Plan.

Knox Mountain Park is a jewel in the City's system of parks, and its unique characteristics warrant special attention by the City. There is considerable work to be done to restore damaged areas, and further development is necessary in some locations, especially in the recently acquired Kathleen Lake area. It also should be noted that the Park is much more extensively used today than it was several years ago.

We strongly support the provision of an annual budget specifically for Knox Mountain Park, an annual list of objectives for development, restoration and maintenance within the Park, and an annual review of what has been accomplished during the previous year.

We also appreciate the proposal to conduct periodic meetings with stakeholders to discuss and review concerns regarding the Park.

We thank you for the opportunity to participate in the development of the Management Plan, and we again respectfully request that you adopt the Plan.

Yours truly,

Bill Bowering
Bill Bowering

Phone (250) 763-9121

e-mail: fkmp@telus.net

Knox Mountain Park Management Plan 2011

October, 2011

KNOX MOUNTAIN MANAGEMENT PLAN 2011

2011 NOVEMBER 14



VISION STATEMENT

"Knox Mountain Park reveals the wonder and diversity of the Okanagan landscape."

"It is a symbol of Kelowna, a place of unique and remarkable natural beauty within our city's park system, a place where nature is able to flourish and evolve."

"Residents and visitors participate in the life of the park, establishing healthy and sustainable relationships between themselves and the natural environment."



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PUBLIC CONSULTATION PROCESS

	Milestone	Date
1.	Internal Stakeholder Meeting #1	March 30, 2009
2.	External Stakeholder Meeting #1	March 31, 2009
3.	Public Open House #1	May 14, 2009
4.	Internal Stakeholder Meeting #2	August 14, 2009
5.	External Stakeholder Meeting #2	September 23, 2009
6.	Scope Change to include Grainger Road Parcels	March, 2010
7.	Internal Stakeholder Meeting #3	December 15, 2010
8.	External Stakeholder Meeting #3	July 27, 2011
9.	Public Open House #2	July 28, 2011
10.	Neighbourhood Mail Out with Comment Form	September 19, 2011

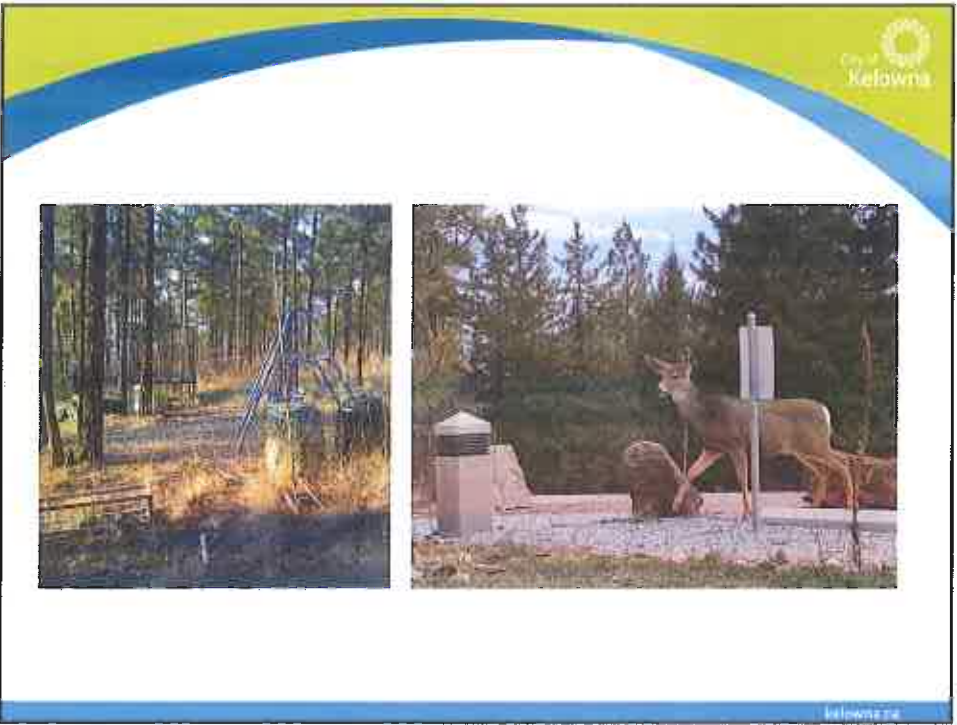
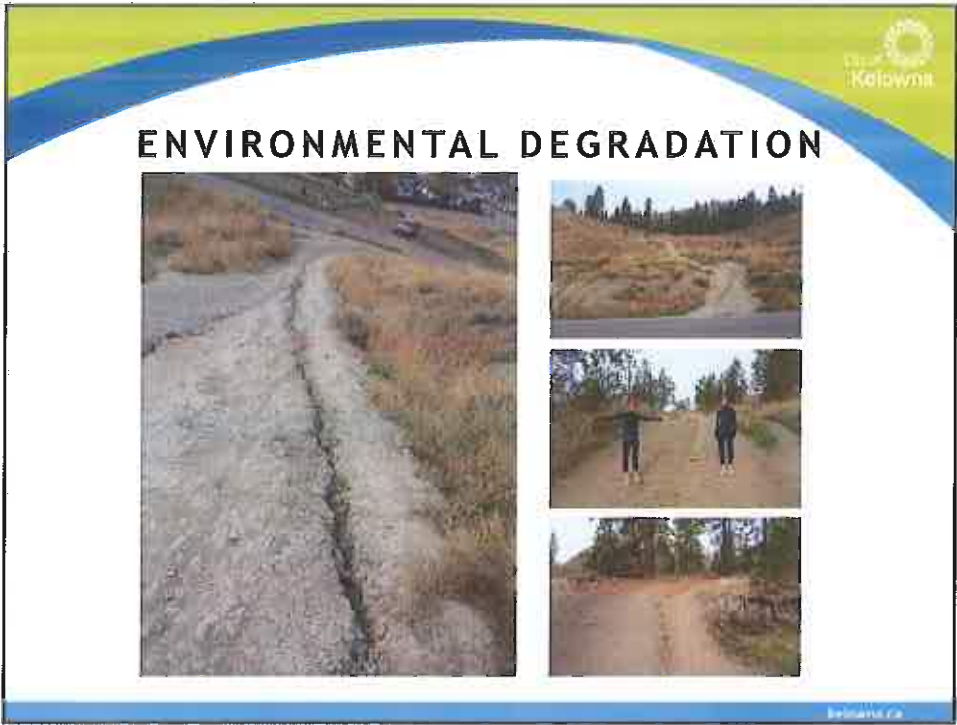
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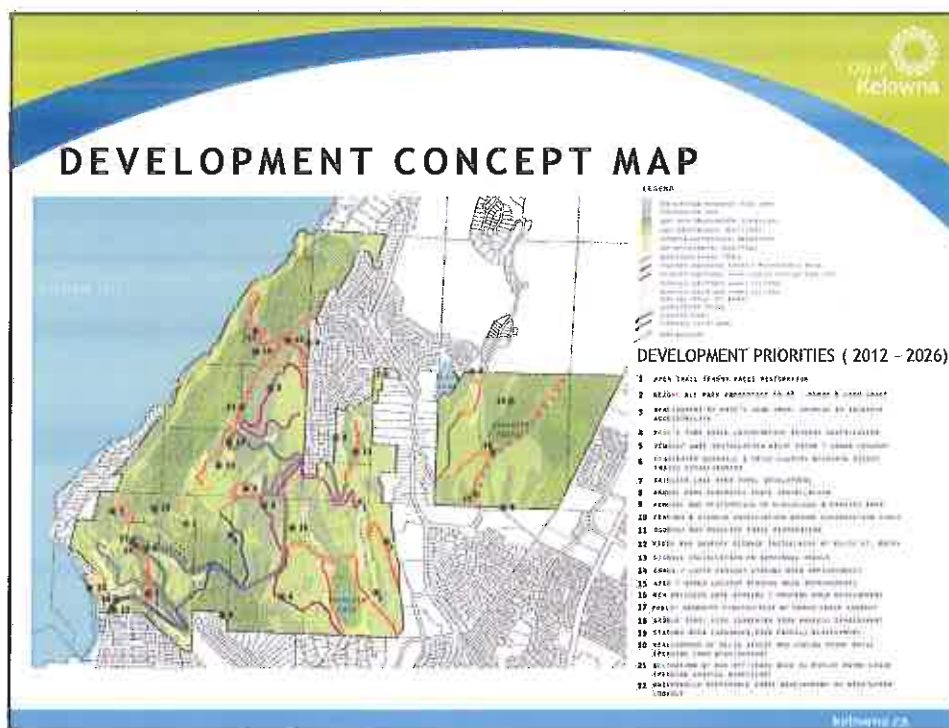


KEY ISSUES

▶	Proliferation of Unsanctioned Trails
▶	Unrestricted Park-Wide User Access
▶	Off-Leash Dog Impacts
▶	Biking Impacts
▶	Special Events Management
▶	Perimeter Access Management and Interface Conflicts
▶	Utility Impacts

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NEXT STEPS

- ▶ Semi Annual Stakeholder Meetings
- ▶ Annual Park Scorecard
- ▶ Dedicated Knox Mountain Park webpage
- ▶ Consideration in Long-term Capital Plan

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