

Parks & Recreation Master Plan Steering Committee Meeting
to be held at
City of Penticton, Committee Room A
171 Main Street, Penticton, BC

Tuesday, July 26, 2017
at 9:00 a.m.

1. **Call Regular Committee Meeting to Order**
2. **Adoption of Agenda**
3. **Adoption of Minutes**
 - 3.1 Minutes of the June 8, 2017 Parks & Recreation Master Plan Steering Committee Meeting
 - 3.2 Minutes of the June 22, 2017 Parks & Recreation Master Plan Steering Committee
4. **Delegation**
 - 4.1 Arena Task Force Presentation and Q&A
5. **Business Arising from Prior Meetings**
 - 5.1 Capital Allocation – Follow Up
 - 5.2 PRMP Draft 2 - Connectivity of Trails – Skaha to Campbell Mountain
 - 5.3 PRMP Draft 2 - Encroachment
 - 5.4 PRMP Draft 2 - Verbatim Comments
6. **Next Meeting**
 - 6.1 August 10, 2017 Meeting Agenda review
7. **Adjournment**

Parks & Recreation Master Plan Steering Committee Meeting

Held at Penticton Trade & Convention Centre, Meeting Rooms 1 & 2
273 Power Street, Penticton, B.C.

Thursday, June 8, 2017
at 12:00 p.m.

Present: Andrew Jakubeit, Mayor
Ron Ramsay, Chair
James Palanio, Vice-Chair
Doug Gorcak, Penticton School District Representative
Ezra Cremers, Organized Field Sport Representative
Roland Curnow, Organized Field Sport Representative
Adolf Steffen, Development Community Representative
Barb Hoolaeff, Special Event Group Representative
Sharon Devlin, Member at Large
Peter Dooling, Member at Large
Gary Denton, Member at Large

Staff: Peter Weeber, Chief Administrative Officer
Jeff Lynka, Parks Supervisor
Lori Mullin, Recreation & Culture Manager
Anthony Haddad, Director of Development Services
Jim Bauer, Chief Financial Officer
Lorraine Williston, Corporate Committee Secretary

1. Call to Order

The Parks & Recreation Master Plan Steering Committee was called to order by the Chair at 12:06 p.m.

2. Adoption of Agenda

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee adopt the agenda for the meeting held on June 8, 2017 as amended refer to item 4.2.

CARRIED UNANIMOUSLY

3. Adoption of Minutes

3.1 Minutes of the May 31, 2017 Parks & Recreation Master Plan Steering Committee Meeting

The Chair stated that the video recording for the May 31, 2017 meeting and future meetings will be available on the City's YouTube channel and a link will be provided by staff and noted in future meeting minutes and on the committee web page.

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee adopt the minutes of the May 31, 2017 meeting as circulated.

CARRIED UNANIMOUSLY

4. Business Arising from Prior Meetings

4.1 Receive for Information – Draft 2 Community Input Reports

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee receive for information the Draft 2 Community Input Reports.

CARRIED UNANIMOUSLY

4.2 Call for Volunteers – Values and Vision Sub-Committee

The Chair invited members from both the committee and interest groups to contact him if they are interested in forming a sub-committee to develop examples of a values and vision statement for the master plan for review by this committee. Discussion and questions followed. Concerns were expressed over the lack of full committee involvement. It was suggested and generally agreed that committee members and interest groups should provide two or three written ideas of their own vision and values for presentation and discussion at a future meeting. It was agreed to bring this item back to the next meeting for further discussion to decide if there is enough interest to move forward with creating a sub-committee.

6. Park Use Workshop (Continued from May 31, 2017 Meeting)

The Chair invited the interest groups in attendance to the table.

The Director of Development Services provided a quick review of the last meeting and an overview of the topics to be presented and discussed.

6.1 Park Zone Review (Permitted and Accessory uses in each zone)

The Director of Development Services provided an outline of the revisions underway, existing zoning structure, definitions and classifications. Further information was presented on the structure of the existing zones, purpose, permitted uses, subdivision and development regulations (a separate workshop is recommended to review this category) and site specific provisions. Staff stated definitions for permitted uses and accessory park uses need to be better defined. Discussion and concerns were raised over the 'accessory park use' category and whether that was the right terminology.

6.2 Zoning Definitions

The Director of Development Services reviewed the draft Parks and Recreation Master Plan park zones including the proposed permitted and/or accessory park uses and definitions and provided an example using an 'Accessory Park Building or Structure'. Discussion and questions followed and what types of buildings might be found in a park used by the City and non-profit groups and examples included washrooms, storage for equipment and maintenance (small) building examples. It was suggested staff go through an example to assist members in understanding how zoning plays a part. The Director of Development Services moved to item 6.5.

6.3 Decision Making Criteria

Tabled to a future meeting.

6.4 Licenses vs. Leases

Tabled to a future meeting.

6.5 Case Studies (use examples to test tools)

The Director of Development Services provided the first workshop example for the committee to work through using a city storage shed that included a description of proposed use, location, proposed zone using the Parks and Recreation Master Plan classification and zoning bylaw definition and whether it would be a permitted /accessory/prohibited use and if there is any relevant policy procedure.

James Palanio left the meeting at 1:20 p.m.

Roundtable discussion and questions followed. The Chair called for a show of hands on who wanted to continue with the presentation on zoning and permissive uses or to look at alternatives. Discussion followed on moving forward or not. The majority voted in favour of moving forward with the zoning presentation by staff.

The Director of Development Services continued on with the presentation with further examples and provided an explanation of the process involved for any proposed use applications. Discussion and questions followed.

The Chair recessed the meeting at 1:55 p.m.

James Palanio returned to the meeting at 2:08 p.m.

The Chair reconvened the meeting at 2:25 p.m.

The Director of Development continued with his presentation of case studies and outlined the City's zoning application process. Discussion and questions followed on all scenarios presented.

Peter Weeber left the meeting at 2:31 p.m.

Suggestions made by the committee were noted by staff.

Jim Bauer arrived at the meeting at 2:56 p.m.

Sharon Devlin left the meeting at 2:59 p.m.

The Chair welcomed the Chief Financial Officer and redirected the meeting to Item 5.1.

5. New Business

5.1 Funding Strategies – Needs vs. Recommendations

The Organized Field Sport Representative provided an opening statement on his position on this committee, the soccer community and funding strategies noting concerns with the general recommendations in the draft master plan. The Chair acknowledged receipt of the letter from the Penticton Soccer Club & Pinnacles FC and the representatives in attendance, stating their letter will be added to the next agenda as it was not received in time for this meeting. The Chair extended an invitation to the soccer representatives to present their position at the next meeting through requesting to be a delegation. Discussion and questions followed. The Chief Financial Officer provided an overview of the City's capital projects and budget planning process stating staff are working on establishing a more common, rigorous process to establish priorities and raise the level of transparency through a Capital Allocation Framework. Discussion and questions followed. The Chair requested staff provide clarification on how the City determines the best return for projects.

Barb Hoolaeff left the meeting at 3:25 p.m.

The Organized Field Representative asked the question 'how does this committee develop the 10 year plan for the master plan'. Would it be in a workshop based on the needs and be part of the funding discussion? He would like to see more supporting documentation provided and action plan items for this matter. Discussion and questions followed. Suggestions were noted by staff.

The Recreation and Culture Manager and Chief Financial Officer clarified the section in the Terms of Reference referring to funding strategies noting this committee is to help identify various types of funding opportunities as well as the needs and requirements of this community, but not develop the actual 10 year capital plan. Discussion and questions followed. A suggestion was provided to change the word recommendations to needs.

The Recreation and Culture Manager referred to the Implementation Table stating this still requires review and prioritization. It would be useful to develop criteria for that prioritization process or look at simply identifying recommendations/needs to complete the Master Plan and prioritization is considered in consultation with the Parks & Recreation Advisory Committee after the plan is finalized.

Jim Bauer left the meeting at 4:01 p.m.

Sharon Devlin returned to the meeting at 4:01 p.m.

The Chair recessed the meeting at 4:01 p.m.

Peter Dooling left the meeting at 4:05 p.m.

The Chair reconvened the meeting at 4:10 p.m.

5.2 Parks & Recreation Advisory Committee – Review of Draft Terms of Reference

The draft Terms of Reference were provided for review and input. Discussion followed on the length of term and the number of members and suggestions included having more members at large than special interest groups. The general consensus was for a merit based

membership with thirteen voting members to include a school district representative and a two year term.

Discussion and questions on the mandate followed. Suggestions included adding the involvement of special interest groups as the need arises and community engagement. It was noted the level of consultation will need to be determined in accordance with the policy for clarity on the public consultation process.

5.3 Connectivity of Trails – Skaha Lake to Campbell Mountain

Tabled to a future meeting.

7. Next Meeting

7.1 Agenda review

Adolf Steffen left the meeting at 4:51 p.m.

Discussion followed on agenda items to include for the next meeting and future meetings were noted as follows:

- Length of this meeting - Peter Dooling
- Attendance record for Ezra Cremers
- Items from May 10 email from Gary Denton
 - Park Dedication Bylaw
 - Definition of a public park
 - Recommendations from the master plan and set a process on how to review
- Vision and values discussion
- Connectivity of trails
- Continuation of presentation by the Director of Development Services

7.2 Confirm location

The next meeting location will be held at City Hall in Committee Room A.

8. Adjournment

It was MOVED and SECONDED

That the Parks & Recreation Master Plan Steering Committee adjourn the meeting held on Thursday, June 8, 2017 at 5:05 p.m.

CARRIED UNANIMOUSLY

Certified Correct:

Lorraine Williston
Corporate Committee Secretary

Parks & Recreation Master Plan Steering Committee Meeting

Held at City of Penticton, Committee Room A
171 Main Street, Penticton, B.C.

Thursday, June 22, 2017
at 1:00 p.m.

Present: Andrew Jakubeit, Mayor
James Palanio, Vice-Chair
Doug Gorcak, Penticton School District Representative
Ezra Cremers, Organized Field Sport Representative
Roland Curnow, Organized Field Sport Representative
Sharon Devlin, Member at Large
Peter Dooling, Member at Large
Gary Denton, Member at Large

Staff: Jeff Lynka, Parks Supervisor
Lori Mullin, Recreation & Culture Manager
Anthony Haddad, Director of Development Services
JoAnne Kleb, Communication Engagement Officer
Dana Schmidt, Corporate Officer
Lorraine Williston, Corporate Committee Secretary

Guest: Dale Anderson, Penticton Soccer Club Representative

1. Call to Order

The Parks & Recreation Master Plan Steering Committee was called to order by the Vice-Chair at 1:02 p.m.

2. Adoption of Agenda

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee adopt the agenda for the meeting held on June 22, 2017 as circulated.

CARRIED UNANIMOUSLY

3. Correspondence

The Vice-Chair opened the floor to questions for the Penticton Soccer Club representative regarding the correspondence received from the Penticton Soccer Club & Pinnacles FC. The question was raised as to what is happening with capital spending and when will this topic be addressed by the committee. The Vice-Chair confirmed the allocation of capital funds will be added to the next agenda for discussion.

It was MOVED and SECONDED

THAT the Parks & Recreation Master Plan Steering Committee receive for information the correspondence from the Penticton Soccer Club and Pinnacles FC as circulated.

CARRIED UNANIMOUSLY

Discussion and questions followed on the status of the Penticton Arena Task Force options and recommendations. The Recreation & Culture Manager stated members of the Penticton Arena Task Force could be available to present information on their mandate and options to this group at the next meeting. The question was asked if there was any interest from this committee. The majority of the committee members agreed it would be beneficial to have the Penticton Arena Task Force to present information. Staff noted this will be scheduled for the next meeting in July.

4. Business Arising from Prior Meetings

4.1 Draft 2 Community Input Reports – Questions or Concerns?

The Draft 2 Community Input Reports were received for information and the Recreation & Culture Manager asked if members had any comments or questions. It was noted access to parks, beaches and trails should be added to the list of items to discuss.

4.2 Attendance Record

Between the February and March 2016, it was earlier noted Ezra Cremers was recorded at having missed three consecutive meetings. The Committee Secretary reported this was a clerical error stating Ezra Cremers did not miss three consecutive meetings and the correction reflecting that has been made.

4.3 Length of Meetings

Roundtable discussion on the length of meetings ensued.

It was MOVED and SECONDED that the Parks & Recreation Master Plan Steering Committee recommends that staff restrict meeting times to 3 hours and the length of workshops to be determined as the need arises.

CARRIED UNANIMOUSLY

4.4 Parks & Recreation Master Plan Vision & Values – Confirm Process

The Recreation & Culture Manager stated two members from the committee and two individuals from interest groups have put their name forward to form a Vision & Values Statement sub-committee to work throughout the summer on developing draft statements to bring back to the committee for review. Discussion followed on if this process should be done through the sub-committee or not. One suggestion was to have all committee members submit their ideas to the sub-committee as a starting point. The Recreation & Culture Manager asked committee members to email their ideas directly to her noting they will then be provided to the sub-committee.

4.5 Definition of a Public Park

Gary Denton provided an overview of the rationale behind the definition of a Public Park.

Dana Schmidt arrived at the meeting at 1:32 p.m.

The following motion was presented and seconded.

Discussion followed. The Corporate Officer spoke to the definition of a Public Park noting she has obtained legal advice and there are concerns with the word 'unencumbered' and the foundational purpose of the definition. It was suggested that a solicitor be brought in to provide perspective from a legal standpoint. Further discussion and questions ensued. Staff noted the policy will define the uses in the parks and the definition would be a part of that. Staff confirmed there other items that have been identified as requiring legal advice and unencumbered and foundational purpose of the definition can be added to the list. The motion was put to a vote.

It was MOVED and SECONDED the Parks and Recreation Master Plan Steering Committee confirms the amendment to the definition of Public Park as follows:

A Public Park means "an unencumbered tract of land wherein the land title is held by a public entity for the benefit, use, and enjoyment of the people and for the protection, conservation, and preservation of the natural, physical, historical, and cultural resources thereon, and wherein an encumbrance is a burden, obstruction, or impediment to the foundational purpose or purposes for which the park was established."

CARRIED

Doug Gorcak and James Palanio, Opposed

4.6 Park Dedication Bylaw 2002-42

Gary Denton reviewed the rationale for the motion as circulated for consideration to amend the Park Dedication Bylaw 2002-42. The motion was seconded and discussion followed. The Corporate Officer provided an overview of the bylaw and referendum process and stated the amendments have been reviewed by a lawyer. It was the lawyer's opinion that the amendments made in September 2002 allowed for non-commercial leases and licences to use but did not expand the ability of the City to lease or licence within dedicated parkland. The Corporate Officer confirmed that any changes will require Council approval and adoption.

It was MOVED and SECONDED that Parks and Recreation Master Plan Steering Committee recommends:

That the Parks & Recreation Master Plan includes the following key recommendation:

City Council immediately implement the appropriate process to amend Park Dedication Bylaw 2002-42 as follows:

a) delete Clause 3 in its entirety:

"That for the purposes of this Bylaw "public park land" shall mean an area of land set aside to be used by the public as a place of rest, recreation, exhibitions, agriculture, exercise, pleasure, amusement, enjoyment and any other activity or use related or ancillary thereto and without limiting the foregoing, Council may from time to time lease or license all or part of the public park land for uses related to or ancillary to the uses specified herein."

b) replace Clause 3 with the definition of Public Park contained in the PRMP, namely:

“That for the purposes of this Bylaw “public park land” shall mean “an unencumbered tract of land wherein the land title is held by a public entity for the benefit, use, and enjoyment of the people and for the protection, conservation, and preservation of the natural, physical, historical, and cultural resources thereon, and wherein an encumbrance is a burden, obstruction, or impediment to the foundational purpose or purposes for which the park was established.”

CARRIED UNANIMOUSLY

The Corporate Officer left the meeting at 2:12 p.m.

4.7 Arena Task Force Open House

The Communication Engagement Officer reported there will be an Open House on June 28th from 4:00 – 8:00 p.m. to share the results of the study and provide a more accurate view of the costs and condition of the arenas and provide opportunity for community input and feedback.

JoAnne Kleb left the meeting at 2:23 p.m.

The Vice-Chair recessed the meeting at 2:23p.m.

The Vice-Chair reconvened the meeting at 2:35 p.m.

5. **Park Use Workshop (Continued)**

5.1 Review of Draft Policy

The Director of Development Services reviewed what changes/processes were suggested at the June 8, 2017 meeting that require further work and discussion. New examples of proposed uses were presented. Discussion and questions followed. Mr. Dooling recommended to change the wording from ‘Park Protection & Use Policy’ to ‘Parkland Protection & Use Policy’.

The Director of Development Services continued with examples using the classifications submitted by Peter Dooling. Mr. Dooling stated he would like primary uses vs. accessory uses discussed and established. Item discussion to be continued at a future meeting.

6. **Next Meeting**

6.1 Summer Meeting Schedule

The Vice-Chair opened the discussion on whether to meet during the summer months. Staff suggested the master plan could be done section by section and address outstanding agenda items as they relate to each section and suggested meeting for three hours , twice a month for the months of July, August and September at a minimum. Discussion followed on member availability.

Anthony Haddad left the meeting at 3:58 p.m.

Following the discussion, the committee generally agreed to continue meeting during the summer months with future dates to be determined.

6.2 Agenda Review

Roundtable discussion on outstanding and new agenda items ensued and included:

- grants from private donors
- sponsorship and donation policies
- access (to beaches, parks, trails, recreation facilities etc.)
- off leash dog areas
- safety in parks
- sports field vs. park
- primary vs. accessory

Discussion followed on suggested priority items for the next meeting and noted as follows:

- Arena Task Force Presentation
- allocation of capital funding

A recommendation was made that the Vision and Values be finalized before the continuation of the Park Use work. The sub-committee committee committed to providing examples for the committee to review for the second meeting in July.

7. Adjournment

It was MOVED and SECONDED

That the Parks & Recreation Master Plan Steering Committee adjourn the meeting held on Thursday, June 22, 2017 at 4:05 p.m.

CARRIED UNANIMOUSLY

Certified Correct:

Lorraine Williston
Corporate Committee Secretary

5.0 TRAILS



GOAL

Provide a network of interconnected trails throughout the City, connecting with external trails and on-street bicycle routes.

DESCRIPTION

Penticton's trail network includes a variety of trail types, including off-road trails that are interconnected with bicycle routes and lanes (Figure 5.1, Map 1). The Cycling Network Plan has identified a number of additional proposed trails and bicycle routes and lanes.

EXISTING TRAILS	
Multi Use Trails	17.09
Shared Used Bicycle Routes	7.66
Bicycle Lanes	11.54
Penticton Indian Band Multi Use Trails	11.99
Subtotal	48.28
PROPOSED TRAILS	
Proposed Bike Lanes	25.96
Proposed Multi Use Trails	1.63
Proposed Separated Bike Facilities	6.55
Proposed Shared Bike Route	0.59
Subtotal	34.73
Total	83.01

Figure 5.1: Existing and Proposed Trails

The highlight of the trail system is the KVR Trail. Extending north and south from Penticton, the trail is part of the TransCanada Trail. It offers outstanding experiences and views, passing through varied landscapes with rich cultural and historic artifacts and rebuilt trestles along the route. The KVR trail extends well into the City, offering residents easy access to this corridor. The RDOS, in partnership with the PIB and other jurisdictions, is exploring the opportunity to extend the KVR trail north to Summerland and south along the west side of Skaha Lake.

The other primary trail corridors used by City residents include the following:

- Penticton Creek Pathway extends along the Penticton Creek corridor, but it currently has gaps
- Ellis Creek Pathway follows Ellis Creek, and also has gaps

- River Channel pathway is on Penticton Indian Band land across the Okanagan River from Penticton and is used extensively by City residents
- Per the community telephone survey, the top outdoor activities were walking/hiking/jogging for exercise or recreation (75% of households indicated participation within the past year). This was also the use participated in most frequently, with more than 55% of participants engaged three times a week or more. In terms of satisfaction, about 70% of respondents to the survey were satisfied with long trails or loop trails for long walks or rides, and almost 80% were satisfied with the maintenance of trails. About 60% of respondents were satisfied with paths and trails for walking close to home.
- About 12% of survey respondents rated trails for mountain biking, and of those most were satisfied. Even fewer, about 8%, rated places for road biking. Many comments were received about the high values of the trail system. There were also many suggestions related to the need for improvements and monitoring of use along the River Channel pathway. On the youth survey, walking/hiking/jogging was cited as a favourite outdoor activity by 70% of respondents, the second highest rated activity on that survey.
- Biking is an extremely popular and important activity in Penticton. Mountain biking, road biking, recreational cycling, and biking as a form of (active) transportation are all engaged in by many residents, as evidenced by the number of groups and resources focused on cycling, as follows:
- Penticton and Area Cycling Association (PACA) is a non-profit, member-based organization that is run by volunteers. They have several excellent projects—one of which is an online, publicly populated mapping platform that uses PDFs, GPS and Google Earth files.
- Sweet Single Track: South Okanagan Trail Guide is a website that links to over 100 trails in the South Okanagan. It represents 67 chapters of a digital book and includes downloadable GPS and Google Earth files (maps, images and comprehensive trail descriptions).
- Bike Okanagan is an online resource for mountain bike trails in the North, Central and South Okanagan that is run and maintained by volunteers. It was started in 2014 and is still growing quickly.
- RDOS Click Hike Bike is an online interactive resource that identifies regional biking trails (including details like the route surface, activities allowed on the trail, trail description, PDF map and nearby communities).

Tourists also bike in Penticton, so the activity contributes to the City's economy. Bike-oriented races and events draw visitors to the City. Rental shops offer bikes and guided tours to tourists. The Gran Fondo had an economic impact of \$3.1 million, and the ITU Multisports Worlds Triathlon contributed \$8 million to the local economy in 2016. Trail running is growing in popularity.

ANALYSIS

It is difficult to compare trail lengths among communities because different types of routes can be counted as trails and many communities have not documented their trail inventory. The benchmarking showed that some communities have significantly more trails (Campbell River 50km, Kamloops 113km, Vernon 275km,

and West Vancouver 68km). These municipalities are all much larger in land area than Penticton, so the trails need to extend farther to connect neighbourhoods. On the other hand, Mission has 13.8km and numerous municipalities were unable to provide this information (Courtenay, Langford, Port Moody, West Kelowna, White Rock).

An analysis was conducted to show access to trails. About half of the urban area is within a 10-minute walk of the KVR trail or a 5-minute walk of another trail (*Map 3*). Bicycle routes and lanes, and sidewalks, help to provide access to the remaining residents.

Trail Gaps and Opportunities

The following are some of the gaps and opportunities related to the trail network:

- Proposed trails and bicycle routes and lanes identified in the Cycling Network Plan have not been constructed
- The Penticton Creek Pathway has a gap
- The Ellis Creek Pathway has not been completed
- The River Channel pathway requires upgrading to the path surface, amenities such as benches and garbage bins, and signage (wayfinding, regulatory and interpretive)
- There is a gap in the trail system along Airport Beach
- Many of the trails would benefit from greater corridor widths to improve the experience, and more rest areas and infrastructure, including benches, viewpoints, garbage/recycling bins, etc.
- The public expressed interest in more lighting along trails, but this needs to be considered with caution as lights are easily vandalized, expensive to install and maintain, and may not attract the types of use desired

Summary of Strengths and Challenges

Strengths	Challenges
Penticton has multiple trails that are appreciated and well used	There are significant gaps in the trail system
The KVR Trail is an outstanding trail renowned as an international tourist destination	There is limited space available for trails in some locations within the urban area
	The River Channel pathway corridor is not within the control of the City, nor is the Airport Beach corridor

Recommendations for Trails

Planning and Design

- 5.0.1 Coordinate among City departments to plan for connectivity of pedestrian and bicycle networks and extension of key corridors.
- Link trail networks with major parks and recreation facilities, shopping areas, schools, and other destinations in the City.
 - Link trails within the City to existing and future trails in surrounding jurisdictions.
- 5.0.2 Coordinate with the PIB locatee and the RDOS on trail connections at Airport Beach and to surrounding jurisdiction.

Capital Development

- 5.0.3 Build more trails, along with rest areas / viewpoints, and infrastructure such as benches, garbage and recycling containers, distance markers and signage.
- Strive to acquire sufficient corridor widths to provide a trail user experience befitting the trail; ideal widths would be 20 metres for KVR, 10 metres for major trail through City, and 6 metres for a local connector trail.
- 5.0.4 Work with the PIB on improvements along the River Channel.
- Work on short-term improvements to the pathway, including upgrading the path surface, and adding amenities such as benches and garbage bins, and signage (wayfinding, regulatory and interpretive).
 - Strive to convert the entire corridor into a “parkway” in the future, with an attractive riparian landscape, picnic areas, dog off-leash area, interpretive nodes, and other features.



10.0 IMPLEMENTATION PLAN

10.1 ACHIEVING VISIONS THROUGH PARTNERSHIPS

The City collaborates with many partners in the delivery of parks and recreation services, as described in this section. These partnerships have the potential to enable Penticton to achieve grand visions.

The Steering Committee for the PRMP sees the opportunity for Penticton to achieve visionary parks and trails equivalent in magnitude to Stanley Park and the Seawall in Vancouver, the River Valley in Edmonton, or the Gatineau River in Ottawa.

RDOS

The RDOS and the City have an excellent relationship and have partnered on many projects, e.g., the recently prepared South Okanagan Similkameen Cycling Guide, City contributions to a regional trail system, a new Regional Heritage Program.

RDOS residents currently use City facilities for the same fees as City residents, even though their taxes do not contribute to capital or operating costs. A 2009 study showed 18% use of City facilities by regional district residents. Section 9 provides information on potential cost contributions.

There are significant opportunities for additional partnerships with the RDOS, including regional trail connectivity (west side of Okanagan Lake, west side of Skaha Lake, Airport Beach link), integrating programs in the Recreation Guide, sharing of equipment (e.g., beach grooming) and operations, sports fields, provision of facilities as RDOS has more space (e.g., indoor tennis, lacrosse box), establishment of Campbell Mountain as a park (RDOS, City, and/or PIB), and marketing.

Vision

Waterfront to Mountain Peak Trail Corridor – Esplanade to Munson Mountain to Campbell Mountain – offering recreation, enjoyment, natural beauty, environment

PIB

The City and the Penticton Indian Band (PIB) are holding Council to Council meetings, working on improving lines of communication with each other. To date, PIB makes a contribution to the City for the use of facilities. The City and PIB work together on management of the River Channel (Okanagan River), which is a major destination for floating. Coyote Cruises, run by PIB, rents tubes and runs a shuttle. Many Penticton residents use the walkway along the west side of the river channel.

Vision

River Channel Parkway – recreation, enjoyment, natural beauty, environment

There are significant opportunities for additional partnerships with the PIB, including potential improvements to the River Channel Walkway, with designated dog off-leash areas and better dog management, plus the potential development of new amenities such as a ball diamond complex and/or lacrosse box/field on PIB land. PIB is interested in having the City include Syilx place names for new parks and trails, with signage, and cultural interpretive signs.

SCHOOL DISTRICT

The City and School District have a good working relationship. This includes coordination regarding the booking of facilities (until the end of 2016), school fields for community use, special joint field construction projects, and City contributions to maintaining school fields that are used by the community. Many playgrounds and half of the City's tennis courts are on school property. Schools use the City's arenas, theatre, fitness room and pool. A Joint Use Agreement that outlines the relationship between the City and School District is out of date, and there are plans to update it.

Vision

Park/School Trails – network through City - recreation, enjoyment, natural beauty, environment

After expecting three schools to close, it is confirmed that only one is closing - McNicoll School. The School District does not plan to sell closed school sites, rather they will be leased to private schools or community groups. Population growth will likely be where schools are already full, e.g., Sendero, Wiltse. The Uplands Elementary School site has a portion of land in the ALR that is undeveloped; this property may become available for another use.

SHARED SERVICES

Discussions regarding shared services are beginning among the City, RDOS, PIB, Summerland and School District. The purpose is to consider all facilities, programs, and services and to determine how to maximize efficiencies through collaboration and even potential land swaps. This is an innovative approach with funding support by the Province, and a potential model for other communities. Parks and recreation services will be considered as part of this initiative.

Vision

Collaboration to maximize efficiencies, innovation in management

PROJECT PARTNERSHIPS

Many amenities and facilities constructed in Penticton's parks were funded through partnerships with local service clubs, or through donations made by the public or private business. Numerous playgrounds, spray parks, sport courts and trails were all developed through the financial support of local partners. In some cases local sport groups fund or have shared in funding park and facility improvements.

Vision

Greening the City – Work with UBC, Strategy for Trees and Environment

Encroachment on Parkland

There are multiple locations in Penticton where private properties encroach on parkland with the placement of improvements, belongings, or garden waste on public parkland. This typically occurs where rear property lines border a park, or where side property lines are adjacent to a public access. Encroachment is common in other municipalities. Most municipalities try to enforce compliance by informing and working with the property owner. Where this is not successful, some municipalities pursue legal action; however, this can be time-consuming and expensive. As some encroachments make private properties appear larger, those purchasing such lots may not know that all of the space perceived as the property is not titled. If left unchallenged for decades, the courts have in some cases ruled that the encroacher is entitled to the property.

The current approach being taken by the City of Penticton is to formalize the encroachment by giving the owner of the adjacent property, who is encroaching on City land, the option to enter into a Licence to Use for the encroachment area or to remove the encroachments by a stipulated date. Most of the encroachments on City land zoned as park are on land that is not actively used as park and the encroachment would be undetectable without the use of mapping and air photos.

Some of the options for managing encroachments on parkland include the following:

- where the land encroachment interferes with park use, environmental values, or aesthetics, take steps to have the encroachment removed, beginning with notification and collaboration, and proceeding to legal actions if necessary
- where the use is not interfering with park use, allow the adjacent property owner to enter into a Licence to Use, which can be cancelled at any time on 30 days of notice, if the land is required by the City for park use in the future
- where the encroachment is on land that is not developed park and would have no, or extremely limited, value as parkland in the future, considered selling the area to the adjacent land owner, with the proceeds going into the Parkland Acquisition Reserve Fund
- if a property considered for sale is dedicated park, such as the KVR Trail, community input would be required

Parkland Supply Gaps and Opportunities

The parkland distribution analysis shows that almost all residents are within a 5-minute or a 10-minute walk of the active parks, per the distances above. There are small areas beyond those limits:

- A location near the oxbow west of Princess Margaret Secondary School
- Two portions of Upper Wiltse, northeast and south of the Wiltse Nature Park

In addition to filling the gaps noted above, there are some specific sites that could help to improve opportunities at existing parks or to provide new recreation options in the community. This could involve aggregation of properties to achieve larger park sites.

Neighbourhood Parks and Trail Corridors to serve the existing and new population in that location

Planning and Design

4.2.3 Establish the following siting guidelines for acquiring community and neighbourhood parks in new developments:

- Locate neighbourhood parks next to elementary schools where possible.
- Locate community and neighbourhood parks near protected natural areas where possible.
- Lay out community and neighbourhood parks to include trails that provide continuous connections through the development (off-street if possible using rights-of-way between dead-end roads, cul-de-sacs, etc.), with links to external trails to parks, schools and other destinations.
- Locate trail corridors as connectors between community and neighbourhood parks and external trails.
- Locate community and neighbourhood parks with pedestrian access from all four sides if possible.
- Locate community and neighbourhood parks with significant street frontage to a local or collector road on at least one side.
- Use the minimum sizes of 0.4 ha for community parks and 0.2 ha for neighbourhood parks.
- Site community and neighbourhood parks so that one type or the other will be within 400 metres of most residents.

4.2.4 For large new development projects in the downtown area, negotiate for publically accessible outdoor plaza spaces to serve neighbourhood park needs where possible.

4.2.5 Work with the Province, RDOS and private land owners on a long-term management plan for Campbell Mountain that addresses environmental and recreation opportunities.

4.2.6 When school sites are available for other uses, explore opportunities with the School District for acquiring the open space components of these properties as City parks.

4.2.7 Identify potential park sites for disposition, gauge neighbourhood interest in these sites, and conduct a cost/benefit analysis related to disposition of these sites in exchange for acquisition of higher value parkland.

4.2.8 Collect data and prepare a policy related to encroachments on parkland.

- Prepare an inventory of encroachments on parkland.

- Prepare a policy for encroachments on parkland that takes into account different levels, types and locations of encroachment.
- Implement measures to manage encroachments in accordance with the policy.

4.3 PARK DESIGN AND DEVELOPMENT

GOAL

Provide diverse parks that are comfortable, safe, accessible and attractive, with social spaces as well as recreation amenities.

DESCRIPTION

This section addresses the overall design and development of parks. Specific park amenities are addressed in section 7.0, and park safety and security are discussed in section 4.4. The following is a summary of the design of Penticton's parks by type (Trail Corridors are addressed in section 5.0):

- The City-wide parks are generally built to a high design standard, with multiple amenities, and landscapes that include trees, grass and some horticulture plantings. Most of these parks have been developed in stages over time. SS Sicamous has a park concept plan. Other City-wide parks have had component parts designed by landscape architects.
- The community parks are more variable in their design. Some are attractive sites that provide a welcoming atmosphere as well as recreation opportunities. Others would benefit from some upgrading. As is appropriate, the level of design and horticulture is lower than for City-wide parks.
- There are not a lot of neighbourhood parks, and these are highly variable, reflecting their distinct settings.
- Most of the special purpose parks are managed by the others. An exception is the Lakeview Cemetery, which has a Cemetery Master Plan.



VERBATIM COMMENTS

The following are comments from the community engagement to be selected and placed in call-out boxes and noted as being from “Survey Respondent” or “Tourist Survey Respondent” in the applicable sections, as noted below. The purpose of these quotes is to make the plan feel more personal, to connect to community engagement, and to show the passion of the residents of Penticton.

We may not use all of these. If the Steering Committee wants any of these omitted, please advise.

Introduction

I wanted to express appreciation for the plan. I found that my input was reflected in the document ... doing this is a challenge and I support the efforts of both the city and the consultants supporting this plan.

Guiding Statements

It's already an amazing experience to visit Penticton. – Tourist Survey Respondent

I am very happy with this initiative. I couldn't be more positive about our parklands and parklands for a tourist town like Penticton are essential

Need to value our public parks – they are critical to our essence

Parks

I like acquiring property for parks to fill parkland supply gaps as opportunities arise.

You cannot improve on the natural beauty of nature that we already have at our two lake parks

Parks department does a wonderful job. The downtown, flowers, parks, and traffic triangles all look lovely.

As a visitor we love spending time in all of Penticton's parks. You folks have a treasure in city parks. – Tourist Survey Respondent

Trails

I am very impressed with Okanagan Lake beach walk. It has extended the use of pedestrian traffic well into the shoulder seasons. The idea of extending walking trails to the east sounds promising.

I like the idea of tying more hiking and biking trails together to make longer more interesting outings.

The KVR to Naramata is a fantastic asset that pulls tourists from all over and is popular with locals. Build on that. There are other trails that could be developed to the same level. – Tourist Survey Respondent

Beaches

People I talk to about Penticton whom either live here or out of town love our parks and beach accesses.

We have always enjoyed visiting the city, its beaches are timeless and particularly draw us back –
Tourist Survey Respondent

Outdoor Recreation Amenities

I think that the seasonal pop up stalls on Okanagan Lake give it a good holiday atmosphere.

Penticton is a great place and has many options for sports and recreation. For a small town, we have the best ice, sand and amazing soccer field of any place in the valley.

Indoor Recreation Facilities

World class aquatics and hockey facilities

Pool staff is excellent, need more recognition for their good work

SOEC event centre is a plus for recreation

Recreation Programs and Special Events

There are lots of programs available for the public young and old

Great programs for children (affordable)

Implementation Plan

I love Penticton, even the smell is great! Its small enough to get that homey feeling...