

Lower Mill Creek Linear Park Strategic Plan 2025

Okanagan Lake to Parkinson Recreation Centre

DRAFT - JUNE 2025

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1 INTRODUCTION



Mill Creek ca. 1930's | Kelowna Public Archives | KPA # 1301

1.1 PROJECT CONTEXT

Mill Creek and its tributaries, which are part of the Okanagan Basin, have supported life for thousands of years. Since time immemorial, waterways in the region have served important cultural and environmental functions and communities have nurtured a strong connection towards water. Fish thrived and carried out different stages of their life cycle in the region's creeks, rivers, and lakes. Mill Creek still provides essential habitat for kokanee salmon, rainbow trout, and a number of other native aquatic species. The creek is also a foraging and migratory corridor for birds and terrestrial wildlife.

For a short time, Mill Creek was known as Peon Creek, named after one of the first European settlers in the valley, William Peon. In the 1880s, Frederick Brent established the first grist mill in the region adjacent to the creek. He changed the creek's name to Mill Creek to reflect the

mill's importance to the developing settler community. Water from the creek was used to power the grist mill and provide irrigation to the early farmers in the area. Seasonal flooding was very common at this time, and early settlements provided space for the creek to flood.

Over the last century and a half, the Okanagan Valley has urbanized at a rapid pace. The lowest portion of Mill Creek was developed as early as the 1930s, and today the lower 11km of Mill Creek (from Okanagan Lake to Highway 97) is highly urbanized, with minimal green buffers between the creek and adjacent development. The upstream portions of the creek have also been impacted by dams, reservoirs, and diversions for various uses including flood mitigation.



1959 Aerial Image of Mill Creek (Source: RDCO)



1984 Aerial Image of Mill Creek (Source: RDCO)

The impacts of urbanization on Mill Creek have been detrimental to the health of the creek and its ecological functions. Approximately 30% of the bottom reach of Mill Creek has been channelized, contributing to greater sedimentation, bank instability, and reduced habitat. Upstream diversions and dams have also altered the creek's baseflows, impacting fish movement and spawning. With a narrowed stream channel, reduced riparian vegetation, and increased hard surfacing adjacent to the creek, seasonal flooding impacts are experienced by homeowners and developments adjacent to the creek. Flooding impacts will be compounded by the influence of climate change in the coming years.



Flooding in 1903 saw Mission Creek break its banks and rush to join Mill Creek through Five Bridges | Kelowna Public Archives | KPA # 1344

URBANIZED CONDITIONS ALONG MILL CREEK

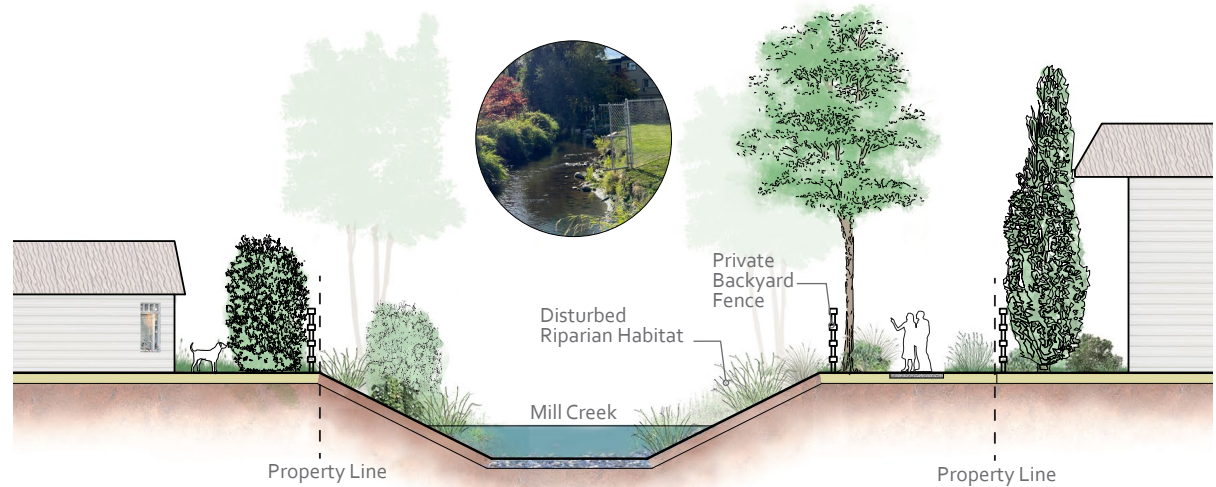
There are several locations within the Mill Creek corridor where the creek is relatively naturalized, providing some riparian habitat and a floodplain for the creek. However, urbanization has resulted in disturbed and channelized conditions along the majority of the creek from Okanagan Lake to Parkinson Recreation Centre. For a more detailed inventory of existing conditions along the creek corridor, see Appendix B.

Disturbed

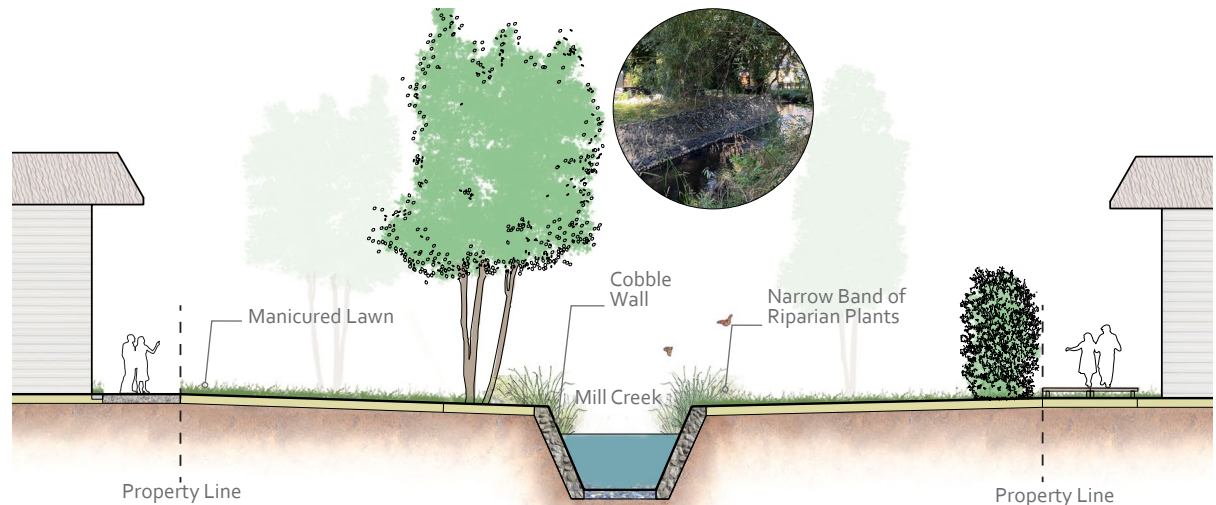
In urbanized areas, private property tends to encroach the area up to the high water line of the creek. The riparian habitat is mostly disturbed by invasive species. In some cases the existing pathways have insufficient widths and need to be replaced.

Channelized

There are areas along Mill Creek where the creek is channelized with cobble concrete walls. The landscape leading up to the top of the wall is often lawn or manicured planting. Riparian buffers are limited in these areas. These sites provide opportunities for riparian and bank restoration.



Disturbed Creek Condition Example - Between Highway 97 & Riverside Ave.



Channelized Creek Condition Example - Behind Elliot Ave.

CHANGING APPROACHES TO WATER MANAGEMENT AND PLANNING

The negative impacts of urbanization are not unique to Mill Creek. Creeks, streams, rivers, and lakes throughout the Okanagan Valley and British Columbia face very similar challenges. Over the last several decades, there has been a greater awareness of the issues affecting waterways across Canada. Federal and Provincial legislation has been put in place to protect waterbodies and associated riparian areas from further impacts resulting from urban and industrial development. The *Land Development Guidelines for the Protection of Aquatic Habitat* (1992) established by the Canadian Department of Fisheries and Oceans created a precedent for

ensuring the protection of riparian areas in development decisions. The *Riparian Areas Protection Regulation* (2004) and the *Water Sustainability Act* (2016) are key pieces of Provincial legislation that prioritize the health of BC's waterways and fish habitats.

In July 2014, the Okanagan Nation Alliance endorsed the Syilx Water Declaration, which is a living document on the syilx relationship and values with water (*siw4kw*). It emphasizes the dire need to change the current resource-focused relationship to water and alter the course of how we manage water and riparian areas. It is our responsibility as a community to ensure the future health of our waterways and create a more sustainable relationship with water.

1.2 PROJECT DRIVERS

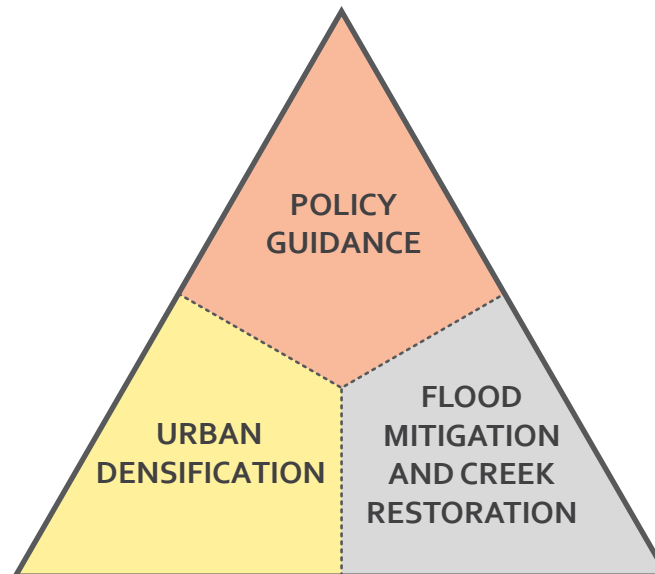
The original Mill Creek Master Plan was created with the vision of a "...continuous open space system, interspersed with recreational activity nodes [that] can meet the diverse demands for recreation in an urban setting and protect the creek environment." It proposed various types of trails to create a continuous network from Bulman Road to Okanagan Lake. The original Master Plan also included riparian protection zones based on best practices and policy direction at the time the plan was developed.

Over the past 20 years, guidance from high-level policy documents, flood mitigation improvements along the creek by the City's Utility Planning Department, and urban densification have necessitated the development of this Strategic Plan. Additional detail on related policies is provided in Appendix A.

POLICY GUIDANCE

- Updates to the plan are required to reflect changes in Kelowna's urban fabric and new policy directions from key municipal documents, including:
 - *Linear Parks Master Plan (2009)*
 - *Parkland Acquisition Guidelines (2011)*
 - *Imagine Kelowna (2018)*
 - *2040 Official Community Plan (OCP) (2022)*
 - *Parks Master Plan - Phase 1 (2022)*
- *Transportation Master Plan (2022)*
- *Mill Creek Stormwater Planning (Utility Planning)*
- The 2040 OCP emphasizes the need to protect and enhance riparian habitats along the city's creeks and Okanagan Lake shoreline.
- This Strategic Plan gives space to the creek wherever possible while inviting residents and visitors to experience the many natural and urban conditions along the creek corridor.

Project Drivers



URBAN DENSIFICATION

- The study area has been subject to rapid high-density growth to accommodate increasing population and urbanization.
- The area outside of the core urban center transformed with Bill 44 from single-family homes to multi-family development, creating more opportunity for apartment complexes and density with accommodation for a diverse range of residents.
- Lower Mill Creek Linear Park crosses through Capri Landmark Urban Center, which includes several transit-supported corridors offering further opportunities for density and population growth.

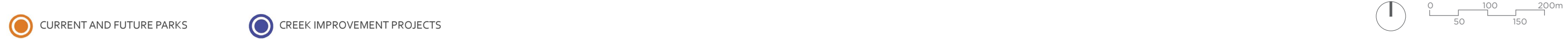
FLOOD MITIGATION AND CREEK RESTORATION

- Flood mitigation is directed by the City's Utility Planning Department.
- The City has secured funding from partners including Federal and Provincial governments to enhance sensitive ecosystem habitats along Mill Creek while adapting to an increase in flooding events.

- The Mill Creek Flood Protection Project includes improvements to the diversion structure located east of Dilworth Drive, which redirects a portion of flows from Mill Creek to Mission Creek.
- Located further downstream, the Brandt's Creek Diversion Project is also planned to reduce flooding impacts.
- Bank upgrades are planned at Marshall Park, Burne Avenue Neighbourhood Park, Pacific Court Park, and Parkinson Recreation Centre, all of which are within the scope of the Lower Mill Creek Linear Park Strategic Plan.
- The creek bank upgrades are intended to reduce flooding potential throughout the City, increase creek capacity in some areas through creek widening, and improve fish habitat in areas identified in a study by the Okanagan Nation Alliance (ONA) in March 2021.
- This Strategic Plan supports creek upgrade initiatives while incorporating passive recreation and educational programming.



LOWER MILL CREEK LINEAR PARK STRATEGIC PLAN STUDY AREA AND CREEK IMPROVEMENT PROJECTS



1.3 HOST NATIONS

Mill Creek and the surrounding lands are located in the traditional, ancestral, and unceded territory of the syilx people of the Okanagan. The distinct and sovereign Indigenous inhabitants of Kelowna and the surrounding region are comprised of eight member communities: Westbank First Nation (WFN), the Okanagan Indian Band (OKIB), the Osoyoos Indian Band, the Penticton Indian Band, the Upper Nicola Band, the Upper and Lower Similkameen Indian Bands and the Colville Confederated Tribes.

Consultation with Host Nations has been and will continue to be an important component of the implementation of the

Lower Mill Creek Linear Park Strategic Plan 2025. The Okanagan Nation Alliance (ONA), which represents the eight member communities, are team members on the Mill Creek flood mitigation projects and have provided input on the Lower Mill Creek Linear Park Strategic Plan through involvement on those projects.

City staff met with representatives of the Okanagan Nation Alliance. The group visited several sites along the Mill Creek corridor, including Burne Neighbourhood Park, Marshall Pocket Park, and Pacific Court Park, to discuss opportunities and constraints from an environmental, flooding, and public trail perspective.

Consultation and discussions with the Host Nations will be a major component of the implementation phases that the Strategic Plan guides. Feedback from Host Nation representatives will be sought throughout the implementation process, from initial design ideas to a review of final plans. It is the intent of the Lower Mill Creek Linear Park Strategic Plan 2025 to facilitate ongoing communication and sharing between the City and the Host Nation for the long-term benefit of the creek and the spirit of reconciliation.

1.4 PROJECT TIMELINE

The City of Kelowna began updating the Mill Creek Linear Park Master Plan (2000) in the Fall of 2022. The area of focus for this update is the section of Mill Creek between Okanagan Lake and Parkinson Recreation Centre. A consultant team was hired to develop the Lower Mill Creek Linear Park Strategic Plan, targeted for completion in 2025.

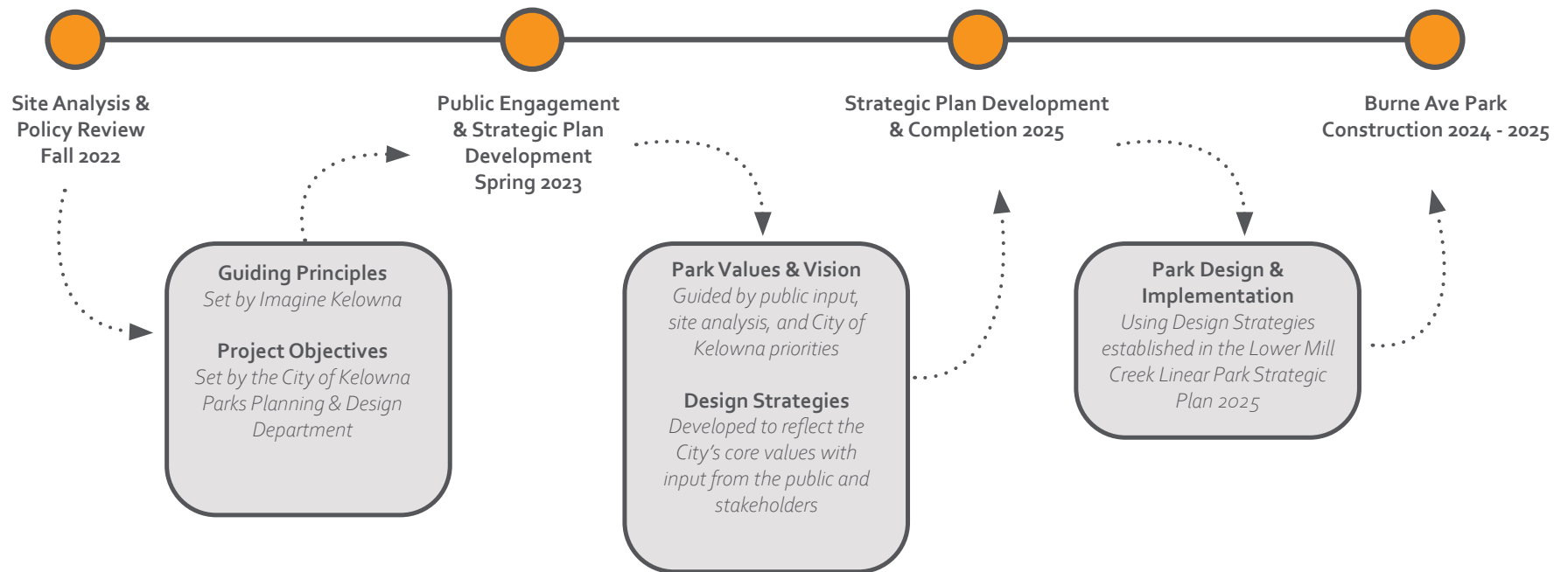
With support from Council, the new Strategic Plan will be implemented in phases over 20 years, from 2025 - 2044.

Several projects associated with Mill Creek flood mitigation upgrades are currently funded and are already in planning or detailed design phases. This work is led by the City's Utility Planning Department. Funding for park improvements in Burne Park, which is located along the Mill Creek Linear Park corridor, has already been approved. Construction of park amenities and creek upgrades in this park began in 2024.

The Implementation Strategy section of this report outlines short-, medium-, and long-term priorities for implementation.

It outlines a path forward towards a continuous, connected linear park along Mill Creek, from Okanagan Lake to Parkinson Recreation Centre, by 2044.

Priority will be given to 'quick wins' in the short-term. These include projects that are already funded, those that can take advantage of funding from related projects (such as creek upgrades), gaps in the trail network, and areas identified as having safety concerns. In some locations, temporary short-term solutions are proposed to fill the gap until a more permanent solution can be implemented.



Project Timeline

2 ENGAGEMENT



2.1 OVERVIEW

The purpose of the engagement was to consult with Kelowna residents and stakeholders about future planning and design for Mill Creek Linear Park and several park spaces along the corridor.

Parks along Mill Creek, including Burne Neighbourhood Park (which received capital funding for development in 2023/24), Marshall Pocket Park, and Pacific Court Park were also focus areas for engagement.

Residents were asked to share their priorities and identify issues and considerations for the development of Mill Creek Linear Park. Participants were also informed of Mill Creek flood mitigation led by the Utility Planning Department, habitat restoration projects, and how past and future projects fit into the larger watershed context.

A What We Heard Report was developed to summarize findings from the engagement. Results are summarized in this section of the Strategic Plan, and the full What We Heard Report can be found in Appendix C.



2.2 WHO WE ENGAGED

The City sought feedback from a number of stakeholder groups for the development of the Mill Creek Linear Park Strategic Plan. These included neighbouring residents adjacent to the creek and the broader community, as well as internal and regulatory stakeholders.

COMMUNITY

The stretch of Mill Creek between Okanagan Lake and Parkinson Recreation Centre runs through several neighbourhoods of varying densities and urban character, including South Central,

Central City, and Landmark. Residents who live near the creek may have a greater interest in the linear park as potential trail users. They may also have concerns related to increased usage close to their homes.

INTERNAL AND REGULATORY STAKEHOLDERS

Internal stakeholders include City departments and staff who were engaged to ensure the Mill Creek Linear Park aligns with Kelowna's plans, policies, standards, and strategic direction. Departments that were engaged on an as-needed basis include:

- Active Living and Culture
- Community Policing
- Engineering Infrastructure
- Environment
- Finance
- Fire
- Parks
- Planning
- Real Estate
- Parks Operations
- Transportation

City staff from Utility Planning and other departments working on creek flood mitigation projects were also engaged throughout the development of the Strategic Plan to identify potential synergies and/or conflicts with Mill Creek Linear Park and associated park development (e.g. Burne Neighbourhood Park and Marshall Pocket Park).

Provincial and federal regulatory agencies and utility and service providers will be consulted during the implementation of the Strategic Plan. Outside the scope of the Strategic Plan, the Province of British Columbia was engaged by the City to complete Archaeological Impact Assessments for creek diversion and restoration work. These assessments overlap with the boundaries of Mill Creek Linear Park and will be used to inform the development of the linear park.

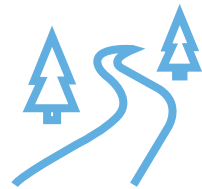


2.3 ENGAGEMENT TACTICS & PARTICIPATION

Public and stakeholder engagement is essential to ensure the Strategic Plan, which will guide the development of the linear park over the next 20 years, aligns with the community's vision and aspirations. Participants were invited to contribute to the vision and core values for the Mill Creek Linear Park, as well as amenities and programs that could occur along the corridor and in adjacent park spaces.

Three main goals underlined the consultation approach for this project.

1. Offer multiple methods of participation in an accessible manner for all community members and stakeholder groups.
2. Engage key stakeholders and immediately affected neighbours to directly support meaningful participation.
3. Clearly state how participants' input will be considered in the design and implementation of the linear park.



102

walkshop attendees
at 3 events



~2K
project page
views

65

survey
submissions



~150

information session
attendees

WAYS WE ENGAGED

The consultation approach for the Strategic Plan used both online and in-person engagement opportunities to gather community feedback.



ONLINE:

- **Map Tool:** Participants were invited to place pins on a map to identify opportunities and concerns along the creek. Pin placements included a text box for participants to enter comments and to expand on their selection.

30 pins and comments were added to the map tool



- **Forum:** An online forum asked two questions: 1. What do you currently value about Mill Creek? and 2. What amenities or features would you like to see in the future Burne Avenue Neighbourhood Park? Participants provided written responses to one or both of these questions.

29 comments left between two discussion questions



- **Question and Answer:** Participants were invited to submit specific questions about the project, to which City staff provided direct responses online.

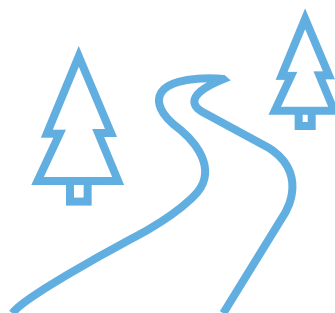
6 questions were answered by City staff



IN-PERSON:

- **Information Session:** An information session was held at Parkinson Recreation Centre. Participants were presented with material on the project, including the project's extent, goals and upcoming workshop events. In addition, information was provided on flood mitigation and diversion projects along Mill Creek by representatives of the Utility Planning department. Feedback was not specifically requested at this event, but participants had the opportunity to discuss concerns with City staff.

150 residents attended the information session



- **Onsite Walkshop:** Three onsite workshops were hosted by City staff and the consultant team for the project. Workshops were held at Burne Neighbourhood Park, Marshall Pocket Park, and Pacific Court Park over two days. Participants at each workshop were taken on a guided tour of the park and asked to fill out a survey questionnaire to provide feedback. The project partnered with City of Kelowna Utility Planning, who provided information on flood mitigation and diversion projects along Mill Creek.

102 residents attended the workshops



Image from Information Session



Image from Walkshop

2.4 ENGAGEMENT THEMES

Feedback from all engagement activities was analysed and summarized in a What We Heard Report, which contains a detailed account of feedback from each engagement event (see Appendix C).

MAJOR THEMES

The following noteworthy themes emerged through the analysis of engagement feedback.

Flood Mitigation

Many participants expressed support for the City's flood mitigation works and recognized that diversion projects have resulted in reduced flooding events in the downstream neighbourhoods of Mill Creek. For more information on flood mitigation, the Utility Planning Department should be consulted.

Community Safety

Several participants identified community safety as a concern. Many also expressed that park improvements and programming outdoor spaces are a way to address personal safety concerns. Park concept

planning that includes Crime Prevention Through Environmental Design (CPTED) is desired.

Ecological Restoration

Many expressed an appreciation for the natural beauty and ecological importance of Mill Creek and wanted habitat restoration and naturalization addressed in the Lower Mill Creek Linear Park Strategic Plan. Riparian planting, retaining mature trees, and naturalizing the creek is desired. In addition, improved water quality, fish, bird and wildlife habitat improvements were also supported.

Property Concerns

The City of Kelowna Official Community Plan (OCP) defines future land uses throughout the city, including riparian management areas that will limit future development near the creek.

Privacy

Many expressed questions and concerns about the future trail alignment. Some property owners shared concerns related to the potential loss of privacy that may result from a linear park adjacent to private property. Routing of the trail and strategies that consider adjacent residents' privacy was desired.

Park Features

Commonly desired park features included traffic calming measures (reducing speeds near parks and crossings), safe movement for walking and biking, seating options, interpretive signage, garbage /recycling cans, and activity spaces where it makes sense (play spaces, community garden, fitness, pickleball, depending on the type of park and area available).

INCORPORATING FEEDBACK

The City and consultant team heard that there are significant concerns related to safety and privacy. At the same time, there is excitement around the potential for improving the ecological conditions around the creek and unlocking new recreation opportunities.

Opportunities and concerns identified by the public and stakeholders were incorporated into the development of the Strategic Plan wherever possible. The ecological health of Mill Creek is also prioritized.

3 MILL CREEK LINEAR PARK

3.1 CONCEPT OVERVIEW

Mill Creek Linear Park is a continuous trail system that meanders through the Mill Creek corridor, running alongside the creek and crossing through various parks, green spaces, streets and neighbourhoods. The linear park will improve pedestrian connections in the Downtown Core Area between Okanagan Lake and Parkinson Recreation Centre and will carry forward the vision set forth in the initial Mill Creek Linear Park Master Plan (2000).

The City of Kelowna Linear Parks Master Plan (2009) defines a linear park as a network of on- and off-road trails that are used for non-vehicular transportation. In

many cases, they run adjacent to creeks and streams. Linear parks are important for connecting different neighbourhoods in the city, providing access to nature for residents, and promoting alternative forms of transportation. The concept for the Mill Creek Linear Park follows the high-level guidance provided in the Parks Master Plan (under development) and the Linear Parks Master Plan (2009), while highlighting opportunities for restoration, education, recreation and community involvement that are unique to Mill Creek. The recommendations provided in this Strategic Plan will be implemented in phases over the next 20 years.

3.1.1 STRATEGIC PLAN INPUTS

Direction from previous plans and policies played a key role in the development of the Lower Mill Creek Linear Park Strategic Plan. Feedback from public and stakeholder engagement was incorporated into the overall park vision and design recommendations for the linear park, particularly those related to accessibility, ecological enhancement and safety. A thorough understanding of opportunities and constraints along the corridor shaped decisions such as trail classifications, routing and amenity distribution.



3.2 VISION & CORE VALUES

The Vision Statement and Core Values provide guidance for all future development within Mill Creek Linear Park. They were developed to reflect public and stakeholder priorities for the linear park identified through the engagement process. They also capture the City of Kelowna's goals for Mill Creek laid out in plans and policies over the last 20 years. The vision for the linear park is a call to action, asking residents and planners to prioritize a sustainable and mutually beneficial relationship to the creek throughout all phases of implementation.

3.2.1 VISION STATEMENT:

Respectfully and positively re-build our relationship with Mill Creek.



3.2.2 MILL CREEK LINEAR PARK CORE VALUES

The Mill Creek Linear Park Core Values reflect public and stakeholder priorities and the City of Kelowna's long-term planning objectives. The Core Values guide the vision

for Mill Creek Linear Park and design strategies for the trail network and linear park elements, including trail types, wayfinding, amenities and planting.



SAFETY

Ensure the linear park has open sight lines, is well lit and maintained so users and residents feel safe.



ECOLOGY

Protect and enhance the creek ecosystem while balancing the accommodation of public access.



CONNECTIONS

Provide links between various parks and neighbourhoods to help bridge connections and build community.



ACCESSIBILITY

Consider the needs of various user groups to provide access that is inclusive for people of all ages, abilities and backgrounds.



IDENTITY

Celebrate the creek and the character of surrounding neighbourhoods through unique features and experiences.



RECREATION

Provide opportunities to escape the urban environment and enjoy nature with low-impact activities such as walking, jogging and communing with neighbours.

3.3 LINEAR PARK ROUTING

OCP Policy 10.2.6 states that at subdivision and rezoning for all development types, the City will secure a minimum 10-metre wide linear corridor for public access. The 10-metre wide corridor may be in addition to, and outside, any riparian management area requirements of the OCP.

Where this amount of space is not available, the City may consider one of the following options as outlined in OCP Policy 10.2.8:

- Negotiate voluntary land dedication;
- Purchase a portion or all of the property required for the linear park;
- Or buy, sever the linear park portion and sell the remaining.

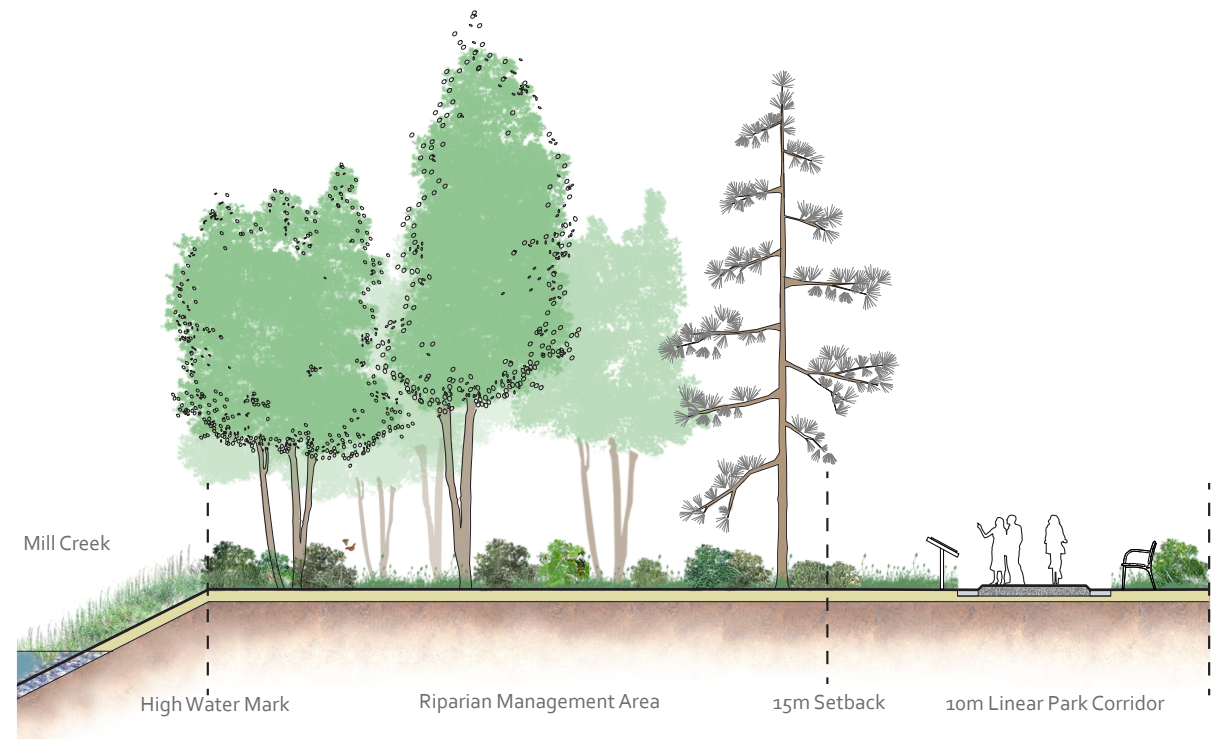
The Strategic Plan identifies a preferred (Priority 1) Mill Creek Linear Park trail route based on current conditions and the City's priorities for trail development along the creek. This preferred route aims to minimize negative impacts to the riparian area, coordinate with future creek improvement projects and provide opportunities for the public to interact with the creek. It takes into account the

site constraints of existing and planned development as outlined in other sections of this report.

A secondary (Priority 2) route has also been identified. The final trail route may be built out on either side of the creek and may be a combination of Priority 1 and Priority 2 routes based on the sequencing of the future land development. The City will also maintain the 10m Linear Park Corridor along the length of the creek for future

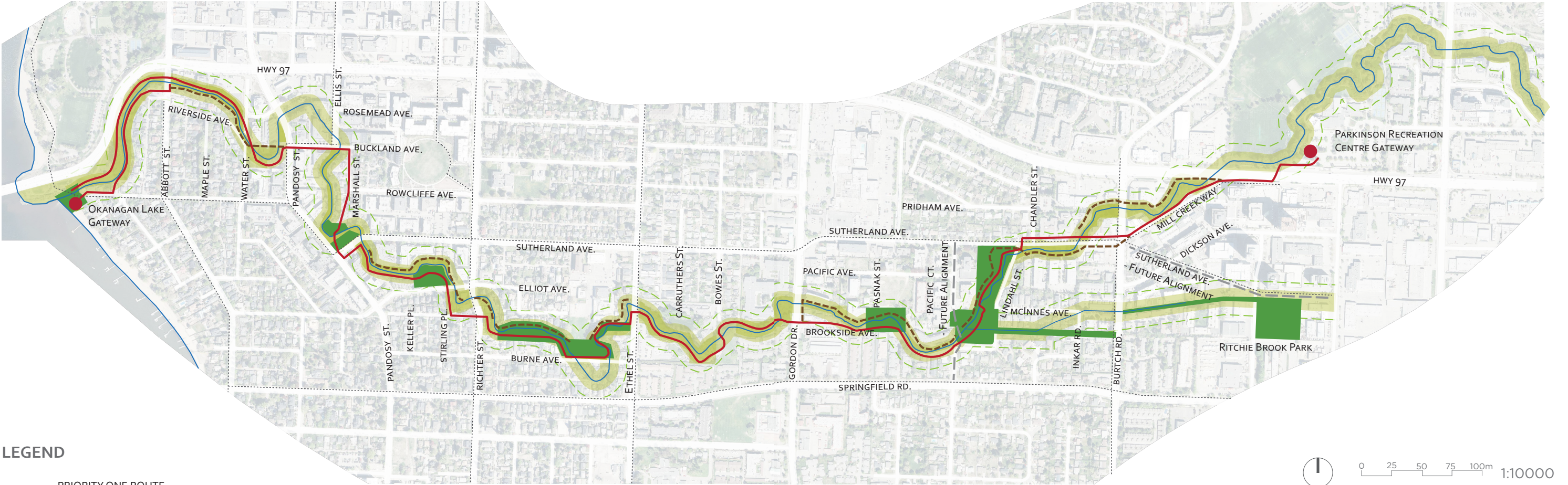
parkland dedication or trail development as shown in the OCP's Future Land Use mapping.

Where possible, the linear park corridor should be as wide as possible, a minimum of 10 metres outside the Riparian Management Area. This condition is illustrated below. The following pages provide more detail on the proposed Linear Park in various conditions adjacent to the creek.



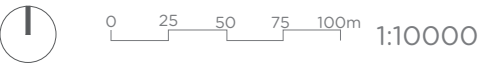
Typical Linear Park Outside of Riparian Management Area

LOWER MILL CREEK LINEAR PARK STRATEGIC PLAN 2025



LEGEND

- PRIORITY ONE ROUTE
- PRIORITY TWO ROUTE
- PARK AND OPEN SPACE (OCP)
- 15M RIPARIAN SETBACK (OCP)
- 10M LINEAR PARK CORRIDOR (OCP)
- MILL CREEK
- FUTURE ROAD CONNECTION
- BIKE ROUTE
- GATE WAY



3.4 DESIGN STRATEGIES

Design Strategies ensure that the Core Values of the Strategic Plan are realized in the design and development of the entire trail network.

3.4.1 SAFETY & ACCESSIBILITY STRATEGIES



ENHANCE TRAIL ACCESSIBILITY AND ROUTING

The Strategic Plan aims to create a connected Mill Creek trail by filling in gaps in the existing trail system. This trail takes many shapes - from a creekside trail to an urban sidewalk. In all cases, greater connectivity and accessibility are the goals.

Where limitations exist for building adjacent to the creek, pedestrian routes are proposed on adjacent streets. Signage and trail design elements increase the legibility of the linear park for all users.



ENHANCE PUBLIC SAFETY

Based on public and stakeholder engagement feedback, one of the highest priorities for Mill Creek Linear Park is to address safety concerns along the corridor.

Design elements, such as lighting, improved street crossings, community trail connections, and improved visibility, will help to address site-specific safety concerns. Promotion of the linear park and increased usage of the trail system will also increase eyes on the park and improve the feeling of safety.



INCREASE PUBLIC AWARENESS OF MILL CREEK

Through the establishment of a formal trail system and unique visual identity, Mill Creek Linear Park will become more well-known and visible in the community with the desire to inform and connect people back to the creek.

Signage and other wayfinding elements will be used throughout the linear park, but will be especially focused along major travel routes, at intersections and in locations where the linear park runs through existing parks and community spaces.

3.4.2 ECOLOGY & IDENTITY STRATEGIES



CREATE OPPORTUNITIES TO CELEBRATE MILL CREEK

The Strategic Plan promotes features and programs that create opportunities for community members to celebrate Mill Creek and its presence in Kelowna. Site-specific public art and points of interest will emphasize our connection to the creek and its importance from an ecological and cultural perspective.

The Strategic Plan also promotes community events and educational programming along the trail in both existing and newly designed gathering



IMPROVE MILL CREEK'S ECOLOGY

The Lower Mill Creek Linear Park Strategic Plan promotes greater diversity in flora and fauna habitats along the creek corridor. Wherever possible, creek restoration efforts will be tied to the development of the Mill Creek trail, and routing of the trail will be planned to align with future restoration and flood mitigation work where it is beneficial. In areas of higher ecological sensitivity, the trail will be routed further away from Mill Creek to increase space for creek flow and wildlife habitat, helping to limit human disturbance.



IMPROVE THE RESILIENCE OF MILL CREEK

Mill Creek Linear Park is located in a highly urbanized condition where the creek has been cleared, constrained, and channelled in several locations. By increasing biodiversity and leaving more space for the creek, the Strategic Plan aims to help improve the resilience of the creek corridor in the face of a changing climate.

New park spaces and trail development will also support flood protection and increase the resilience of adjacent communities to flooding.

3.4.3 CONNECTIONS & RECREATION STRATEGIES



ENHANCE NEIGHBOURHOOD CONNECTIVITY TO MILL CREEK

The Strategic Plan improves connections to the creek from surrounding neighbourhoods through formalized trails, gateways, and staging areas connecting to adjacent parks and transportation corridors. The trail will run alongside Mill Creek wherever feasible to enhance trail users' connection to the creek.

More community connections will increase the use of the Mill Creek trail and enhance community surveillance, which will improve the sense of safety along the corridor.



CREATE UNITY ALONG THE MILL CREEK CORRIDOR

Although the Mill Creek trail will run through several urban and natural conditions, the Strategic Plan includes trail design standards to help create a unified experience for trail users. Similar materials, furnishings, and signage will be used throughout the corridor to help users navigate these varying conditions seamlessly.

A unified trail appearance will also help to increase the awareness of the creek in the community through its visual identity.



INCREASE RECREATIONAL OPPORTUNITIES

Creating a connected, unified linear park will increase opportunities for the passive enjoyment of the creek trail and adjacent park spaces for pedestrians.

Throughout the Mill Creek trail system, unique amenities and park spaces are proposed to provide interesting and unexpected ways to interact with the landscape and get active. Examples include natural play elements, green spaces, boardwalks, public art, site furniture and interpretive elements.

3.5 LINEAR PARK COMPONENTS

Mill Creek Linear Park is composed of a series of Trails, Gateways, Nodes and Critical Intersections, Community Access Points, Pedestrian Creek Crossings and Trails. These elements work together to increase connectivity, legibility and awareness of Mill Creek Linear Park in Kelowna's Downtown Core neighbourhoods.

3.5.1 TRAILS

Several trail types have been defined for Mill Creek Linear Park, based on design guidelines from the Linear Parks Master Plan (2009). Trail types include granular trails for natural conditions, paved roadside trails, city sidewalks, and temporary on-street routes.

3.5.2 GATEWAYS

Gateways are the entrances to the Mill Creek Linear Park trail system. They are places to commemorate and celebrate the importance of Mill Creek in our community. Two Gateways are proposed at both ends of this phase of Mill Creek Linear Park: one at Okanagan Lake and one at Parkinson Recreation Centre.

Gateways should include features such as wayfinding and regulatory signage, interpretive panels, public art installations, drinking fountains, seating, play features, and bicycle parking. Gateways may also include additional infrastructure such as lighting and parking.

3.5.3 NODES & CRITICAL INTERSECTIONS

Nodes are located where the linear park connects with major transportation corridors, including arterial and collector roads, as well as existing and future Active Transportation Networks. Nodes are places to pause along the trail. Safety features, such as signalled or painted crosswalks and other traffic calming features, should be used at Node locations.

Nodes should include features such as wayfinding and regulatory signage, seating, waste receptacles and bicycle parking. They may also include additional features to increase recreation potential, including picnic tables, drinking fountains, gathering spaces, play features, public art, and interpretive elements.

3.5.4 COMMUNITY ACCESS POINTS

Community Access Points are places where the linear park connects to minor community trails and streets. Community Access Points include infrastructure to support trail usage, including minor wayfinding and regulatory signage, seating and waste receptacles.

3.5.5 PEDESTRIAN CREEK CROSSINGS

The Strategic Plan proposes several locations for pedestrian creek crossings along the Mill Creek Linear Park corridor. These pedestrian creek crossings are proposed to take advantage of land that is already City-owned.

Pedestrian creek crossings should be designed to be minimal in nature. Designs may reference bridge structures that had historically been built across Mill Creek. They may also integrate public art or interpretive elements.

Bridges at Gateways are special opportunities to incorporate public art and be designed with vertical elements. They serve as the primary gateway feature and should have space for both creek viewing and through traffic.

3.6 TRAIL STANDARDS

Trail standards and design guidelines for Mill Creek Linear Park trails are provided on the following pages. Several trail types have been defined, responding to varying spatial and flooding conditions along the creek. The design guidelines are based on those provided in the Linear Parks Master Plan (2009). They help to ensure that the entire network is comfortable and accessible for trail users in natural and urban conditions.

3.6.1 MATERIALS

Trails in natural conditions and parks in the Mill Creek corridor should be constructed using aggregate surfacing wherever possible to minimize environmental impact without decreasing accessibility. Consider a finer aggregate (e.g. 3/8" minus) to improve the accessibility of aggregate surfacing. Surface treatments for trails in urban conditions include typical City of Kelowna concrete sidewalks or asphalt pathways. Additional paving materials that complement the Mill Creek Linear Park material palette may be explored during detailed design phases of trail and park projects.

Paved surfaces may be treated with a colour or finish that emphasizes the Mill Creek Linear Park identity or provides interpretive value for points of interest along the corridor.

A cobble edge treatment is to be located in the 0.5 metre horizontal clearance area on one or both sides of the trail in select locations, to be identified during the detailed design process for each project. The edge treatment creates an 'urban braille' feature that adds a tactile component to the trail design. Cobble was selected as the preferred material because of its reference to materials associated with the creek and surrounding landscape. The cobble stone dates back to glacial periods and is sourced from tilling orchards and vineyards in the region.

A similar edge treatment should be implemented in urban conditions using exposed aggregate, embedded cobble or river stone adjacent to sidewalks and paved pathways within Mill Creek Linear Park. Tactile surfacing should also be used to indicate street crossings, gathering spaces and transitions to other trail types to promote accessibility.

3.6.2 TRAIL TYPES

Based on City of Kelowna standard trail classes in the Linear Parks Master Plan, several trail types have been developed to meet requirements and conditions specific to Mill Creek Linear Park.

The cross-sections on the following pages show several trail types to be used in natural areas. They are illustrated in relation to the creek's normal water level (also known as the Channel Forming Flow) and the flood level for which flood protection infrastructure is constructed (Q200 + Freeboard). In natural areas, the Typical Mill Creek trail is recommended. The Constrained and Flood Condition Trail types have been developed to respond to areas where flood protection is required and/or space is limited.

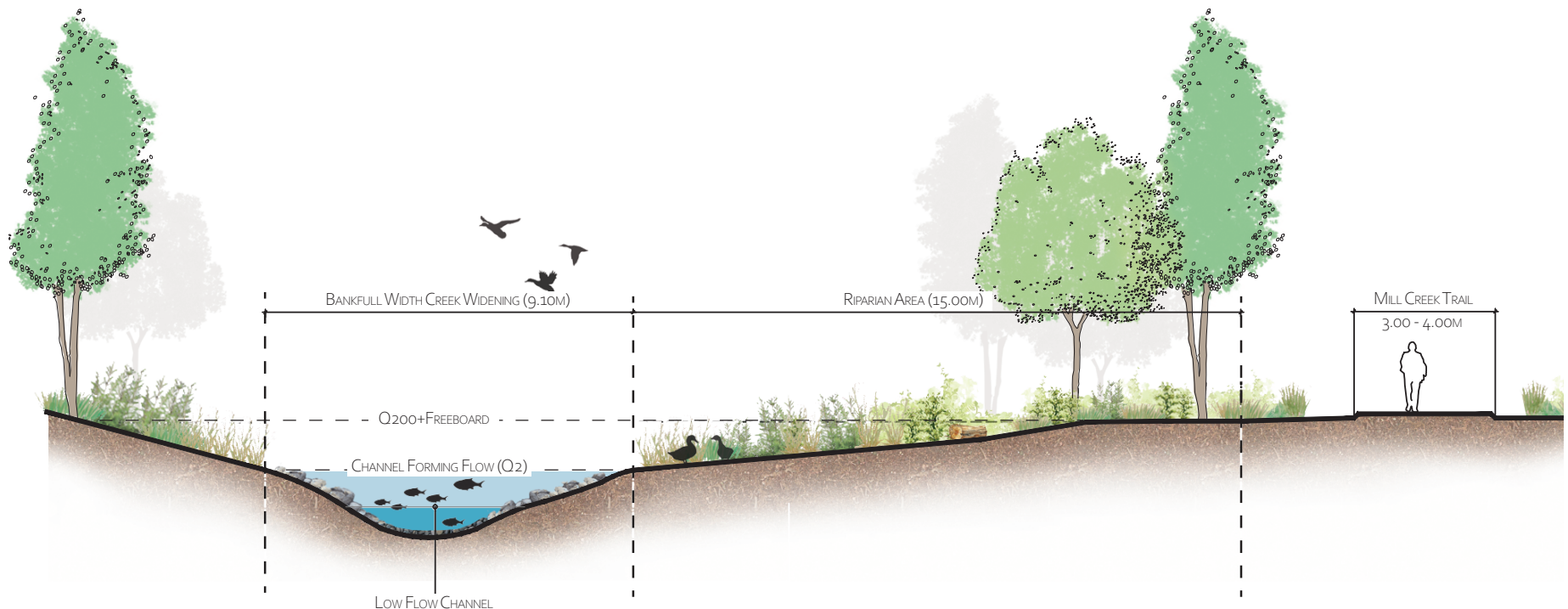
Where gaps exist between natural area trails, urban streetscape connections are recommended. Both the Roadside Trail and Mill Creek Sidewalk are recommended to create continuity in the Mill Creek Linear Park trail system.

Typical Trail

The Typical Mill Creek Trail is to be used in most conditions adjacent to the creek and through park spaces. Aggregate surfacing with cobble edge is used to contribute

to the natural character of the creek and minimize the environmental impacts while providing a relatively accessible surface for wheelchairs and other wheeled devices.

The typical trail is appropriate when there is adequate space for the trail outside of the 15-metre Riparian Area and there are no concerns for frequent flooding.



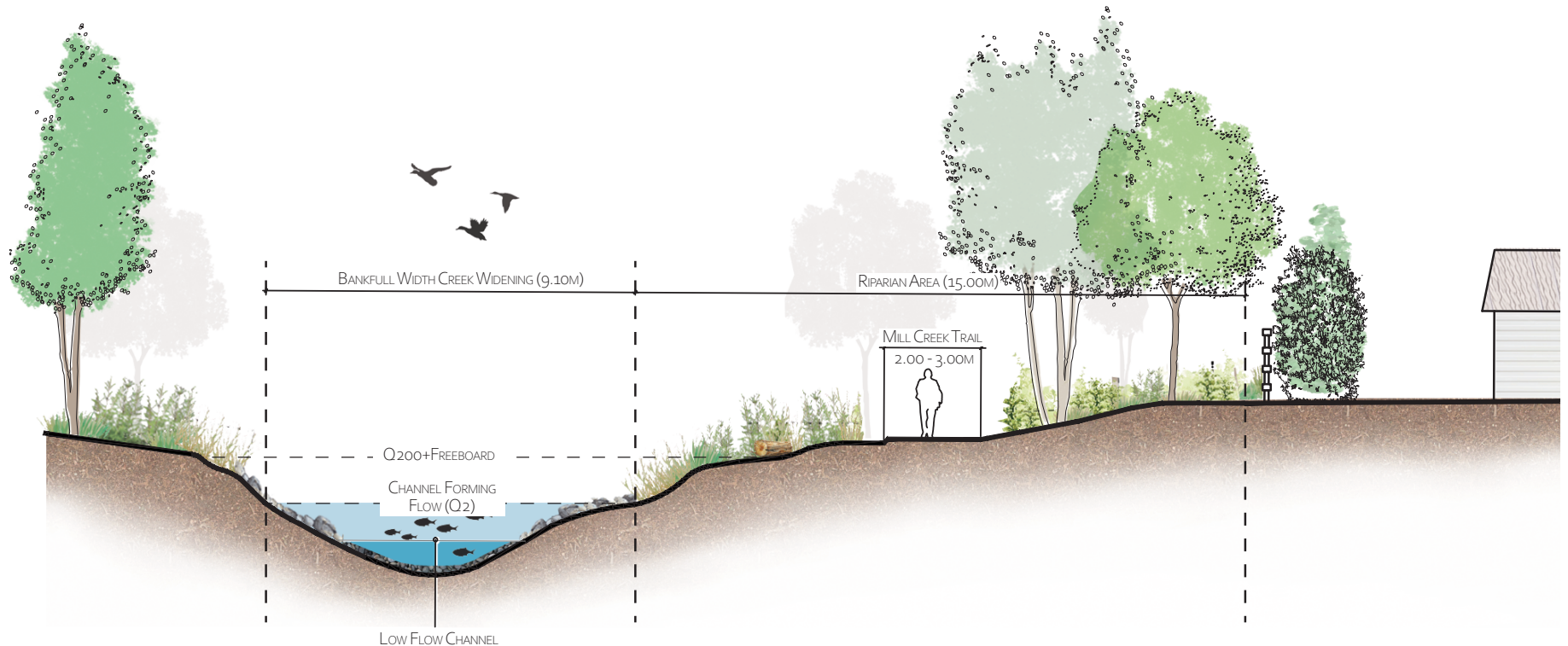
Mill Creek Linear Park - Typical Trail Cross-section

Constrained Trail

While it should be the goal to construct the linear park and associated amenities outside of the Riparian Management Area, in some cases it may be necessary to build closer to the creek. In these cases, a narrower trail (2-3 metres) is recommended

to minimize disturbance to the riparian area. The City must follow regulatory application requirements with the Provincial and Federal governments and follow the processes for constructing within a Natural Environment Development Permit Zone per the 2040 OCP guidelines. Additional review from the Province may be required for trails located less than 10m away from the creek.

Constrained Trails should be aggregate material and kept as far away from the creek as possible except for small off-shoots and creek lookouts. Alternative trail surface materials may be explored in areas of frequent flooding to prevent the trails from washing out over time.



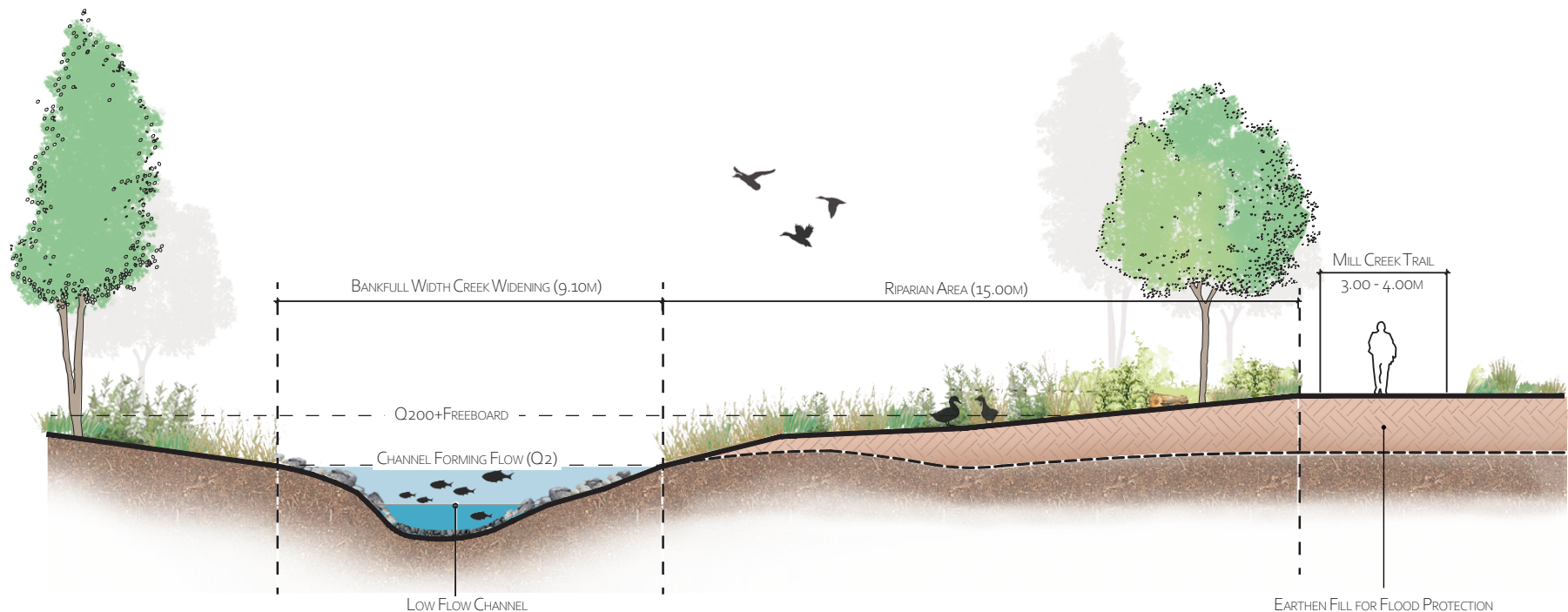
Mill Creek Linear Park - Constrained Trail Cross-section

Flood Condition Trail

Where the design creek flow ($Q_{200} + \text{Freeboard}$) is not contained inside the 15m riparian setback, flood mitigation work and re-grading of the landscape may be required. Flood mitigation work is led by the City's Utility Planning Department. The cross-section below is an illustrative

concept of the Mill Creek trail on top of a flood protection berm. Actual flood mitigation designs will be engineered to respond to site-specific flooding conditions. Trail design associated with flood mitigation work should complement creek restoration efforts and should occur in tandem with the engineered flood mitigation design.

Wherever possible, the trail and associated site work should occur outside of the riparian areas, particularly where there is undisturbed habitat. Aggregate trails are recommended in areas close to the creek. More durable trail surface materials may be explored in areas of frequent flooding to prevent the trails from washing out over time.

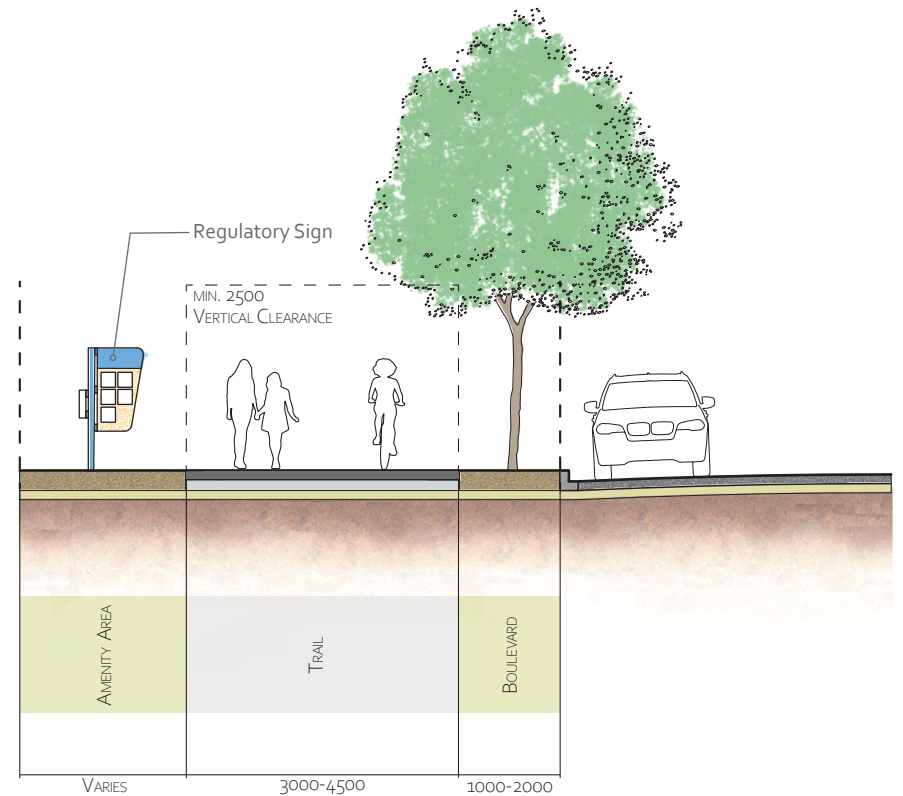


Mill Creek Linear Park - Flood Condition Trail Cross-section

Roadside Trail

The Roadside Trail should be used where the trail runs adjacent to a road and where there is adequate space for a trail and planted boulevard. The Roadside Trail is the preferred option for urban conditions as it provides a substantial planted buffer and separation from vehicle traffic.

Roadside trails are modelled after Class 3 trails (Roadside Corridors) from the Linear Parks Master Plan. Surface treatments may be asphalt or concrete with potential to add a custom surface treatment to tie into the Mill Creek Linear Park branding. Roadside trails are multi-modal and can accommodate wheeled activities, such as cycling, where appropriate.

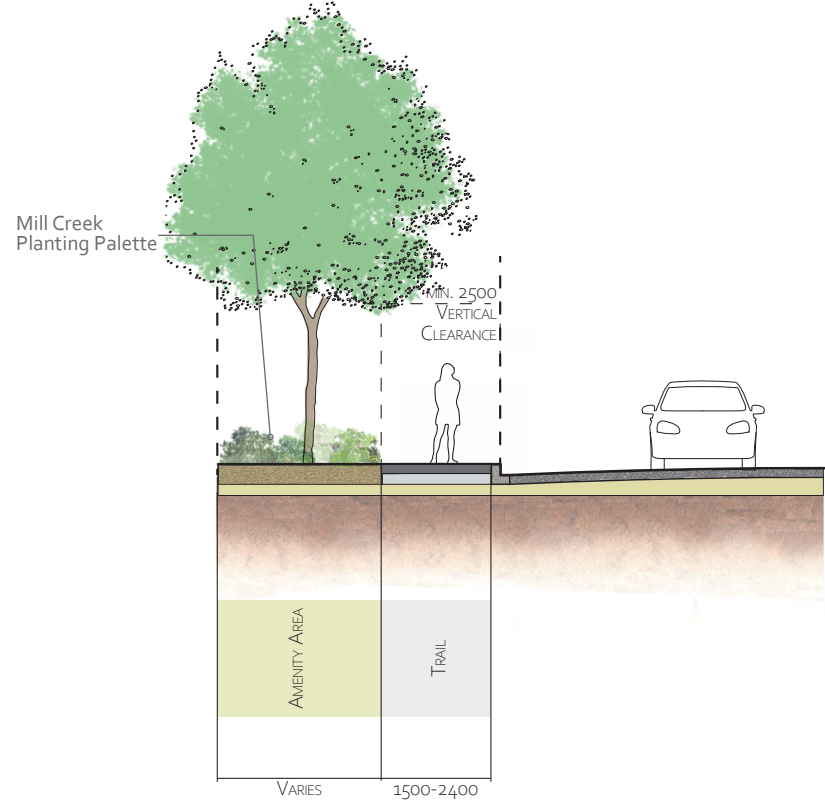


Mill Creek Linear Park | Roadside Trail

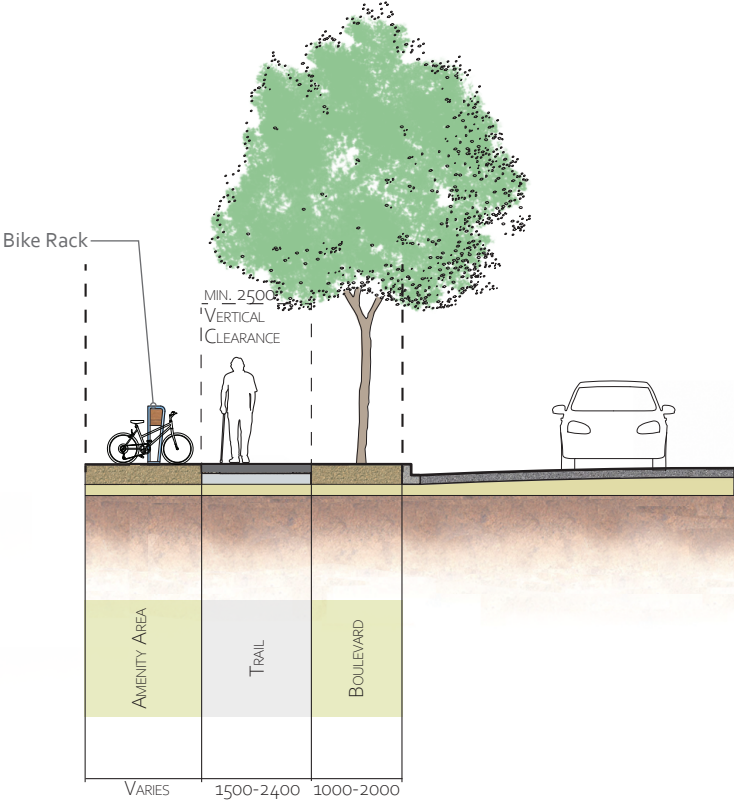
Mill Creek Sidewalk

Sidewalks may be integrated into the Mill Creek Linear Park trail system where a creekside trail is not feasible but a pedestrian connection is desired and there is not adequate space for a separated Roadside Trail. In these locations, the Mill Creek Sidewalk may be used. This trail type

is modelled after a typical City of Kelowna sidewalk. A special surface treatment may be used to identify the sidewalk as part of the linear park trail system. Wherever possible, a boulevard should be included to provide a vegetated buffer between the sidewalk and vehicular traffic.



Mill Creek Sidewalk | Condition 1 - No Boulevard



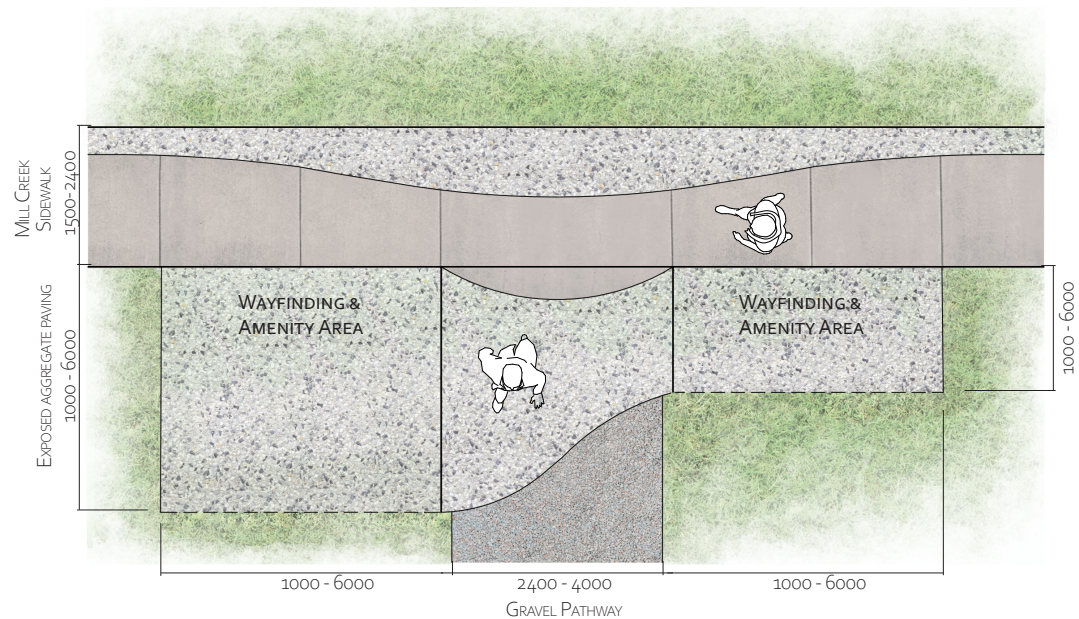
Mill Creek Sidewalk | Condition 2 - Boulevard

Table 1: Mill Creek Linear Park Trail Design Standards Summary

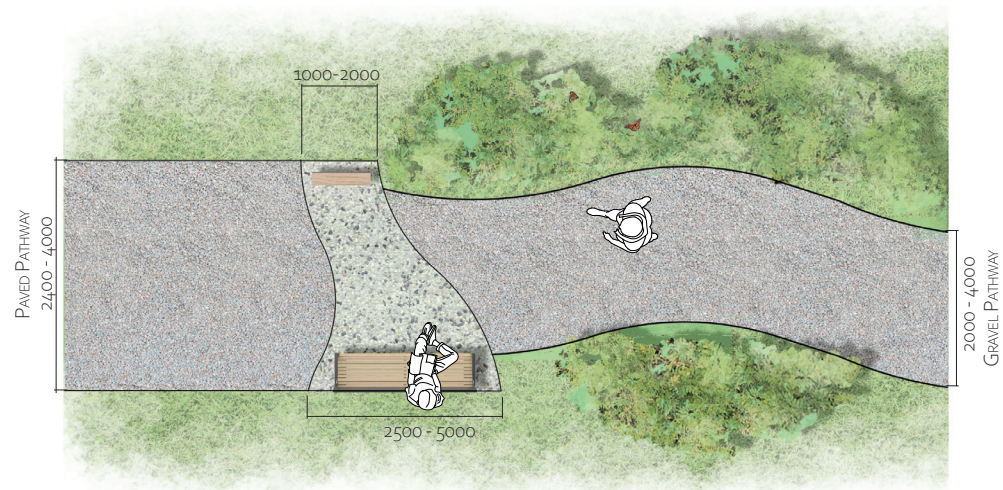
Feature	Design Standards
Trail Siting	<ul style="list-style-type: none"> • Locate outside of Riparian Management Area wherever possible • Avoid established tree stands and areas of higher habitat value (both riparian and terrestrial) • Make the corridor as wide as possible (10 metre width with the flexibility reduce to protect the riparian area) • Match the slope of existing terrain as closely as possible while providing accessible grades • Use CPTED principles in the design of the linear park corridor • Install fencing, vegetated buffers or other barriers adjacent to private property on a case-by-case basis • Coordinate the design of trails and amenities with flood mitigation works led by the Utility Planning Department
Trail Design	<ul style="list-style-type: none"> • Maximum 8% slope • 12% slope for short sections • Apply universal design principles • Use accessible aggregate or paved surfacing
Setbacks	<ul style="list-style-type: none"> • Minimum 1.5 metre setback from top of bank and/or slope steeper than 2:1 • Minimum 0.5 metre horizontal clearance on both sides of the trail to be free of barriers and obstructions • Minimum 2.5 metre vertical clearance • 5-metre 'no disturb zone' on the private property side of the trail where possible
Usage	<ul style="list-style-type: none"> • All trails to be shared use pathways • All trails to be dog on-leash to avoid potential negative impacts on the creek and user conflict • Rest areas with seating to be located along the trail at least every 500 metres where feasible • Supported activities include walking, wheeling, jogging, enjoying nature, nature play, picnicking and other low-impact activities • Higher-intensity activities such as mountain biking, cycling and fat biking are better suited to other trails and ATCs in the city • Additional restrictions on trail usage may be set in place in specific areas of higher sensitivity or proximity to private property • Use regulatory signage to clearly communicate supported uses and potential restrictions
Construction	<ul style="list-style-type: none"> • Root barrier to be used on paved trails • Trails to be crowned or with a cross-slope of 2% away from the creek to promote drainage and prevent water pooling • Trails to be sustainably constructed to prevent erosion and sedimentation • Planting and restoration to be included in the development of the entire linear park corridor

3.6.3 TRANSITIONS

Urban to natural area transitions occur throughout the Mill Creek corridor. Material selection can help to define these transitions along the trail and provide space for amenities and interpretive elements. The location of these transition points will vary from site to site, but they are well-suited to Community Access Points along the corridor. Exposed aggregate concrete paving or another textured, hard surface material is proposed as a transition material between paved and aggregate trails to create a tactile indicator for pedestrians and to help minimize migration of gravel onto urban sidewalks or paved pathways from aggregate trails.



Sidewalk to Aggregate Transition Example



Paved to Aggregate Transition Example

3.6.4 SHARED STREETS

Shared streets are an alternative approach to residential street design in low-traffic volume areas. Although Kelowna does not have an example of a shared street built within the city, the OCP recommends the development of shared street on low traffic volume streets.

Design Considerations

Shared streets are most effective along relatively short stretches of road where traffic calming and increased community gathering space are desired. Key design elements include:

- Continuous surface elevation across an entire cross-section of the right-of-way
- Pedestrian comfort zones on both sides of the street separated from the shared Traffic Zone using street furniture, bollards and trees.
- Traffic calming elements such as chicanes/meandering drive aisle, textured surface treatments and intermittent parking on both sides

- Gateway treatments at the entrance of the shared street to indicate a change in traffic flow
- Narrowed roadway with a 4.0m-5.5m wide drive aisle
- Features to promote accessibility
- Resident and stakeholder consultation to address specific priorities and concerns

Marshall Street

As part of Mill Creek Linear Park, a shared street is proposed from the corner of Rowcliffe Ave. and Marshall St. to Marshall Park. This section of the street has no existing sidewalks and has a small right-of-way of 10.4m. There is a proposed pedestrian creek crossing connecting Marshall St. to Pandosy so pedestrian safety along this stretch of road needs to be addressed. Interpretive elements may also be included.

Brookside Avenue

A shared street is proposed along Brookside Avenue from Brookside Park to Lindahl Street. This stretch of the street has no sidewalk with a 17.5m right-of-way. The existing street encroaches the creek on the north side. The shared street should have a larger pedestrian comfort zone along the north side of the street to improve the pedestrian experience and connection to the creek.

Burne Avenue

The City plans to incorporate a shared street concept along the frontage of Burne Avenue Neighbourhood Park, which is currently under construction. The shared street will create additional public space and a connection to potential park expansion south of Burne Avenue.



SHARED STREET EXAMPLE - VAN GOGH WALK, LONDON, UK

3.6.5 TEMPORARY CONNECTIONS

Temporary, tactical, quick build solutions should be used in the interim while creekside trails or permanent urban connections are under development to promote a continuous, safe and connected linear park trail system.

Temporary Mill Creek Linear Park routes should be branded with colour and patterns to identify these connections as part of the linear park trail system. Temporary infrastructure, including jersey barriers, planters, bollards, traffic separators and signage can be used to delineate the pedestrian corridor and provide separation from vehicle traffic.

This strategy will ensure that a consistent visual language is maintained as the trail transitions between various urban and natural conditions, allowing people to intuitively navigate between fragmented sections of the linear park.



JERSEY BARRIER & PLANTER BOX (ABBOT ATC)



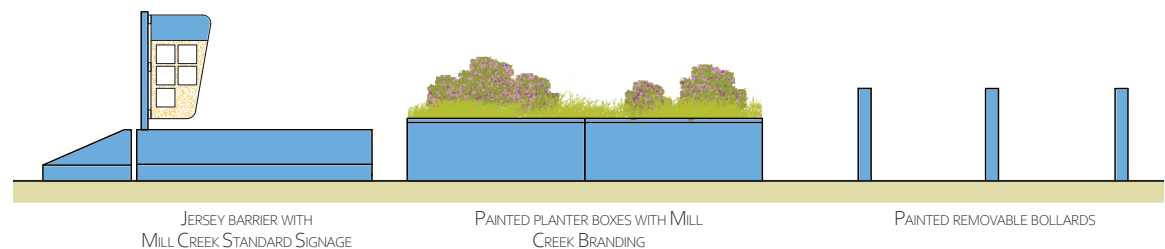
PAINTED WAYFINDING DEMARCATIONS



INTERSECTION ENHANCEMENT (RICHTER ST.)



PEDESTRIAN ASPHALT PATHWAY (RICHTER ST.)



JERSEY BARRIER WITH
MILL CREEK STANDARD SIGNAGE

PAINTED PLANTER BOXES WITH MILL
CREEK BRANDING

PAINTED REMOVABLE BOLLARDS

Mill Creek Temporary Infrastructure

3.6.6 AMENITIES AND WAYFINDING

Amenities located adjacent to the trail will help to increase the recreation potential along the linear park corridor. Amenities should support pedestrian and passive uses along the trail, increasing accessibility for users of varying ages and abilities. Table 3 provides guidelines for amenities that support the vision and core values of Mill Creek Linear Park. Additional amenities may be considered if they align with the parks vision, promote community connections, and support the protection and restoration of the creek's habitat.

Consistent use of colour, pattern and furnishings throughout the corridor will assist with wayfinding and developing a recognizable brand for the linear park. Public art may be used to highlight unique experiences and conditions along Mill Creek. It can be integrated into trails, amenities, signage, lighting and other site features. It should be ecologically sensitive and help to improve the public's relationship to the creek through education and interaction.

Amenities and signage should be located along the trail outside of the 0.5 metre horizontal clearance zone. Siting infrastructure within the Riparian Management Area should be avoided whenever possible, and no amenities should be placed within 1.5 metres of the high water mark. On streets, site furnishings and signage may be placed in boulevards and pedestrian spaces following City of Kelowna road standards.



Vertical Elements



Engaging all of the Senses










Ecological Sensitive Interpretative



Playful Educational Elements

Table 2: Mill Creek Linear Park Amenity Design Standards

Amenity	Design Standards	Representative Images
Benches / Seating	<ul style="list-style-type: none"> Provide at regular intervals on accessible surfacing Benches should have backs and armrests to improve accessibility Integrate colours and imagery according to Mill Creek branding standards 	 <p>WISHBONE SITE FURNISHINGS</p>
Picnic Tables	<ul style="list-style-type: none"> Locate in accessible areas close to washrooms, waste receptacles and other park infrastructure Select tables with wheelchair seating made of durable materials that can be easily cleaned 	 <p>WISHBONE SITE FURNISHINGS</p>
Waste Receptacles	<ul style="list-style-type: none"> Select receptacles made of durable materials that can be easily cleaned Integrate colours according to Mill Creek branding standards Consider wildlife resistant receptacles in natural areas 	 <p>EARTH-BELL</p>
Barriers and Fencing	<ul style="list-style-type: none"> Use fencing that provides a level of privacy but maintains sight lines into the linear park In natural areas, fencing and barriers should be locally sourced and allow wildlife to pass through. Consider using salvaged trees, rootballs and boulders from flood mitigation works Use powder-coated metal bollards to separate vehicular traffic and pedestrian areas 	
Lighting	<ul style="list-style-type: none"> Use dark sky principles in lighting design and avoid lighting in the Riparian Management Area whenever possible Select fixtures that are resistant to vandalism and minimize glare Lighting should be designed on a site-by-site basis to address site-specific concerns 	
Bike Parking	<ul style="list-style-type: none"> Powder-coated metal bike racks should be durable and easy to clean Integrate Mill Creek branding standards Locate adjacent to pathways and in parks, Nodes and Community Access Points 	 <p>CORA CANADA LTD.</p>
Play Features	<ul style="list-style-type: none"> Integrate informal play opportunities throughout the corridor Design formal playgrounds in parks using natural, sustainable materials that reference the creek habitat and surrounding environmental and cultural context 	

Trail Wayfinding

The trail wayfinding strategy aims to link the urban and natural conditions of the linear park. The proposed material palette for signage is powder-coated aluminum and wood with aluminum information panels. Bollards, regulatory signs and Mill Creek Identity signs reflect existing City of Kelowna standard signs in their size and orientation. Specifically, the City of Kelowna ATC Identity Marker was referenced during the development of the Mill Creek wayfinding elements.

Natural - Wayfinding Materials

Bollard:

- Cedar post with metal topper

Regulatory and Marker signs:

- Aluminum post mounted to concrete base
- Powder-coated colour of meander
- Wood fascia inlay

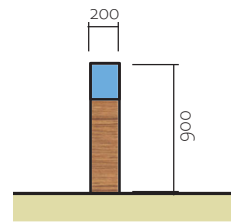
Urban - Wayfinding Materials

Bollard

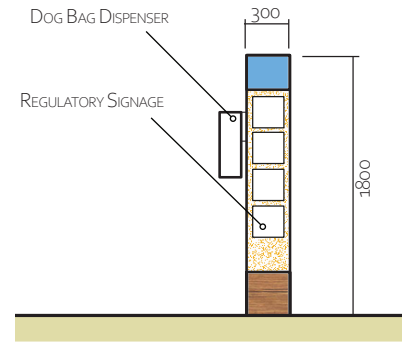
- Powder-coated aluminium
- Wood fascia inlay

Regulatory and Marker signs:

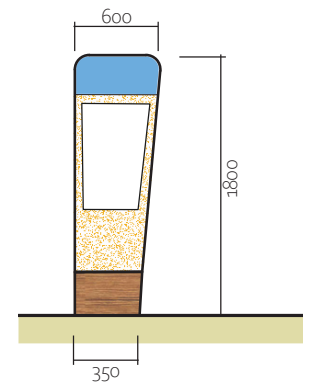
- Powder-coated Aluminium post mounted to concrete base
- City of Kelowna standard mounted signs



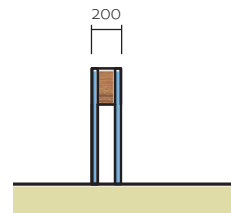
Natural - Mill Creek Bollard



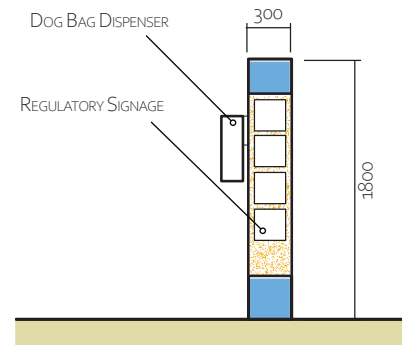
Natural - Mill Creek Regulatory Sign



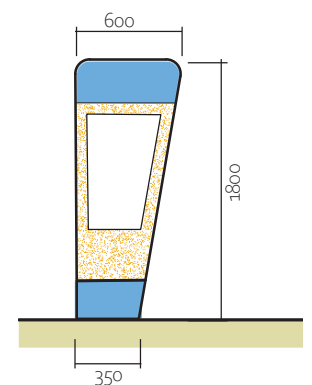
Natural - Mill Creek Identity Sign



Urban - Mill Creek Bollard



Urban - Mill Creek Regulatory Sign



Urban - Mill Creek Identity Sign

Wayfinding at Community Access Points, Nodes & Gateways

These areas are important thresholds where additional wayfinding signage is proposed. They are ideal for interpretive elements and public art.

Upon further development of the Mill Creek wayfinding elements, a consistent visual identity between the various signage will be created. This signage strategy should respond to the existing City of Kelowna set of standards used for parks.

Mill Creek Signage Materials

Mill Creek Access Point

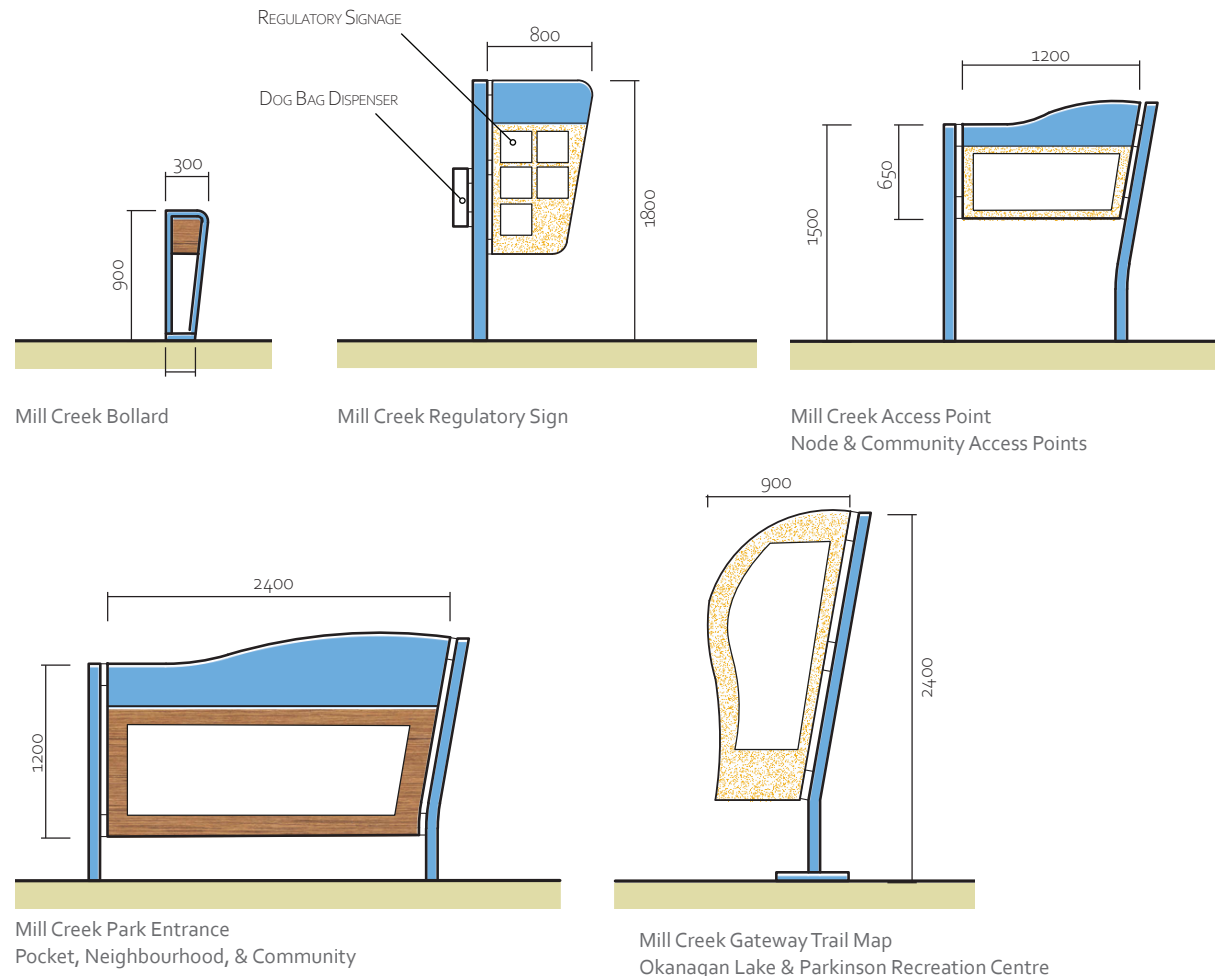
- Powder-coated aluminium
- City of Kelowna standard mounted sign

Mill Creek Park Entrance:

- Powder-coated Aluminium/steel post mounted to concrete base
- City of Kelowna standard wood sign

Mill Creek Gateway:

- Powder-coated Aluminium post mounted to concrete base
- City of Kelowna standard mounted sign
- Mill Creek Branding topper



3.6.7 PLANTING

The planting strategy along mill creek should prioritize giving space back to the creek. Riparian planting along the creek should replace existing landscaping where possible. Within the 15m setback, lawn and hardscaping should be replaced with native planting wherever possible.

Riparian Planting

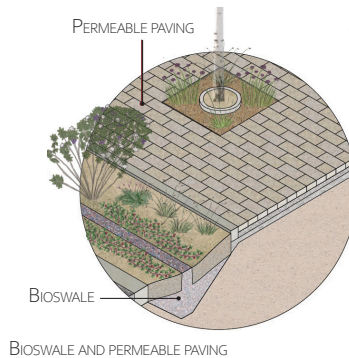
There is a lack of riparian vegetation along the extents of this phase of the linear park. Creating shade through planting and large woody debris is important for fish habitat and erosion control. Contaminant and fine sediment inputs are a major problem to the creek ecosystem. Green infrastructure initiatives can help to intercept runoff and promote infiltration in urban areas. Adjacent to the trail and park edges, riparian planting can take on a more ornamental character. Planting native riparian species can increase habitat value, decrease water pollution from run-off and deter unwanted human access down into the riparian setback.

Urban to Natural Area Transition Areas

Planting at urban to natural area transitions along the creek corridor should deploy green infrastructure solutions to mitigate the effects of runoff. These locations could see green infrastructure such as rain gardens, bioswales, sediment interceptors and permeable paving.

Non-Riparian Planting

For areas outside of the riparian setback, the planting scheme should be drought-tolerant. Street boulevards, creekside parks and planting adjacent to the trail should follow a xeric and preferably native planting palette. Plants along the Mill Creek linear park corridor should not need to be irrigated beyond the establishment period. Manicured lawns should be limited to open spaces in parks and avoid being planted in strips along the trail or in boulevards.



RIPIARIAN PLANTING IN ORNAMENTAL BED



XERIC WATER-WISE PLANTING (CITY OF KELOWNA)

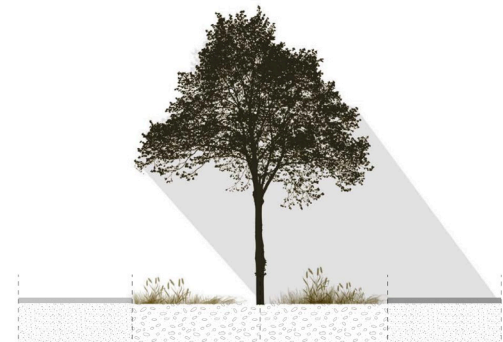
Community Stewardship

The city should explore ways to encourage land owners along the corridor to create more creek friendly landscapes on private property. This may include providing community grants and stewardship opportunities to plant native species and develop green infrastructure along the corridor. Local residents can help contribute to improving the health of the creek through simple yet effective landscaping efforts.

Green Infrastructure

Green infrastructure is recommended to help improve stormwater through the use of absorbent landscapes in the urban environment and introducing more trees and plants to the streetscape. Increasing canopy coverage along the streets that run adjacent to Mill Creek will help to create ecological connections and enhance the user experience on streets that are part of the linear park.

East of Gordon Drive, green infrastructure may be suitable in the Capri-Landmark Urban Centre where there are sensitive groundwater and urban densification is planned. Green infrastructure improvements can complement the Ritchie Brook daylighting project which is identified in the Capri Landmark Urban Centre Plan. Ritchie Brook will connect to Mill Creek in Pacific Court Park, creating additional opportunities for creek restoration.



Increasing Canopy Coverage



Lawrence Ave. Rain Garden



Ritchie Brooke Daylighting

3.7 LINEAR PARK SECTIONS

The following pages show the proposed trail alignments and linear park components for the Lower Mill Creek Linear Park Strategic Plan, highlighting both Priority 1 and 2 routes for the trail. The linear park has been split into three distinct sections, each with unique characteristics and opportunities for restoration, recreation and education.

The schematic trail alignment that is shown in this Strategic Plan illustrates the long-term vision to create a connected and safe route from Okanagan Lake to Parkinson Recreation Centre based on an understanding of existing conditions. Please note that this route is schematic in nature and subject to change due to the significant number of constraints that will impact the full build out of this trail over the next 20 years. These constraints include, but are not limited to, the following:

- Budget (10-year capital plan, DCCs, partnerships, grants)
- Environmental permitting (federal, provincial and municipal)
- Archaeological (heritage permitting and artefact discovery)
- Municipal land acquisitions (Parks, Transportation, Infrastructure)
- Adjacent land development (rezoning)
- Municipal improvements projects (Parks, Transportation, Infrastructure)
- Provincial improvement projects (Transportation)
- Further community engagement (parks and localized sections along the corridor)

What We Heard

During the engagement period, participants were interested in the proposed alignment and design of the Mill Creek Linear Park trail system. Overall, participants shared a desire for the linear park to be accessible, improving access points into adjacent communities and transportation networks. Participants were also interested in the potential to tie linear park development with flood mitigation efforts by the Utility Planning Department.

Nearby residents shared concerns about impacts to property values, privacy, and community safety related to the development of Mill Creek Linear Park. Using CPTED principles and addressing concerns on a site-by-site basis is the recommended approach to addressing safety concerns. A blanket approach to safety will not be effective due to the varied site conditions and community dynamics along the creek corridor.

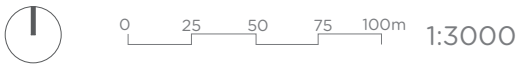
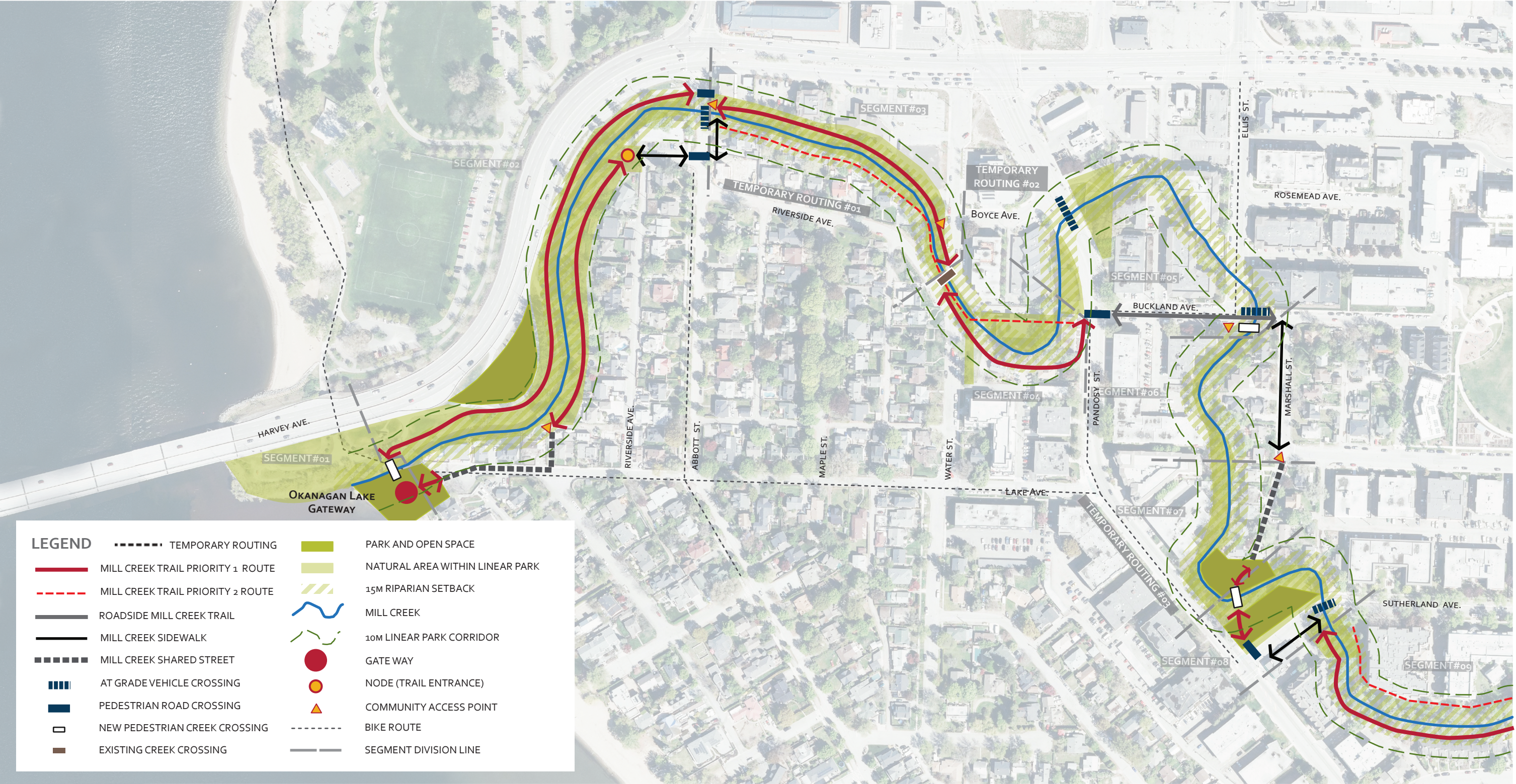
SECTION 1: OKANAGAN LAKE TO SUTHERLAND AVENUE

Heritage properties, mature neighbourhoods, and transportation infrastructure constrain the creek in this section, limiting opportunities for public access. The creek itself is heavily channelized with cobble walls, with little to no riparian buffer in many areas.

Opportunities exist for creek enhancement, interpretive elements, pocket park development and on-street connections. Proposed pedestrian improvements include: a connection to the Abbott Recreation Corridor, a potential shared street on Lake Avenue, and pedestrian connections to downtown through Ellis Street and the future Bertram Overpass. Creek crossings are proposed in the park space at the end of Buckland Avenue and in Marshall Park. A new Gateway at the mouth of the creek at Okanagan Lake is a key feature of this section of Mill Creek Linear Park.



LOWER MILL CREEK LINEAR PARK - OKANAGAN LAKE TO SUTHERLAND AVE



SECTION 2: SUTHERLAND AVENUE TO GORDON DRIVE

The Sutherland Avenue to Gordon Drive section runs through established neighbourhoods in the Downtown Core Neighbourhood. The creek is overall less constrained than it is in the previous section, allowing several stretches where public access to the creek is feasible. Mill Creek crosses key arterial streets in this section, including Pandosy Street, Richter Street, Ethel Street and Gordon Drive, creating challenges for pedestrian connectivity across these busier streets. The Gordon Drive crossing poses a major challenge for pedestrians; a light-activated crossing at Brookside Avenue is recommended to improve safety.

This section flows through a series of neighbourhood parks that also align with major Active Transportation Corridor routes. The Sutherland Recreation Corridor runs parallel to Mill Creek, providing opportunities for neighbourhood connectivity and multi-modal access to park spaces throughout the linear park. Parks and school grounds create opportunities to enhance the riparian area around the creek and provide park amenities.



LOWER MILL CREEK LINEAR PARK - SUTHERLAND AVE TO GORDON DR.



SECTION 3: GORDON DRIVE TO PARKINSON RECREATION CENTRE

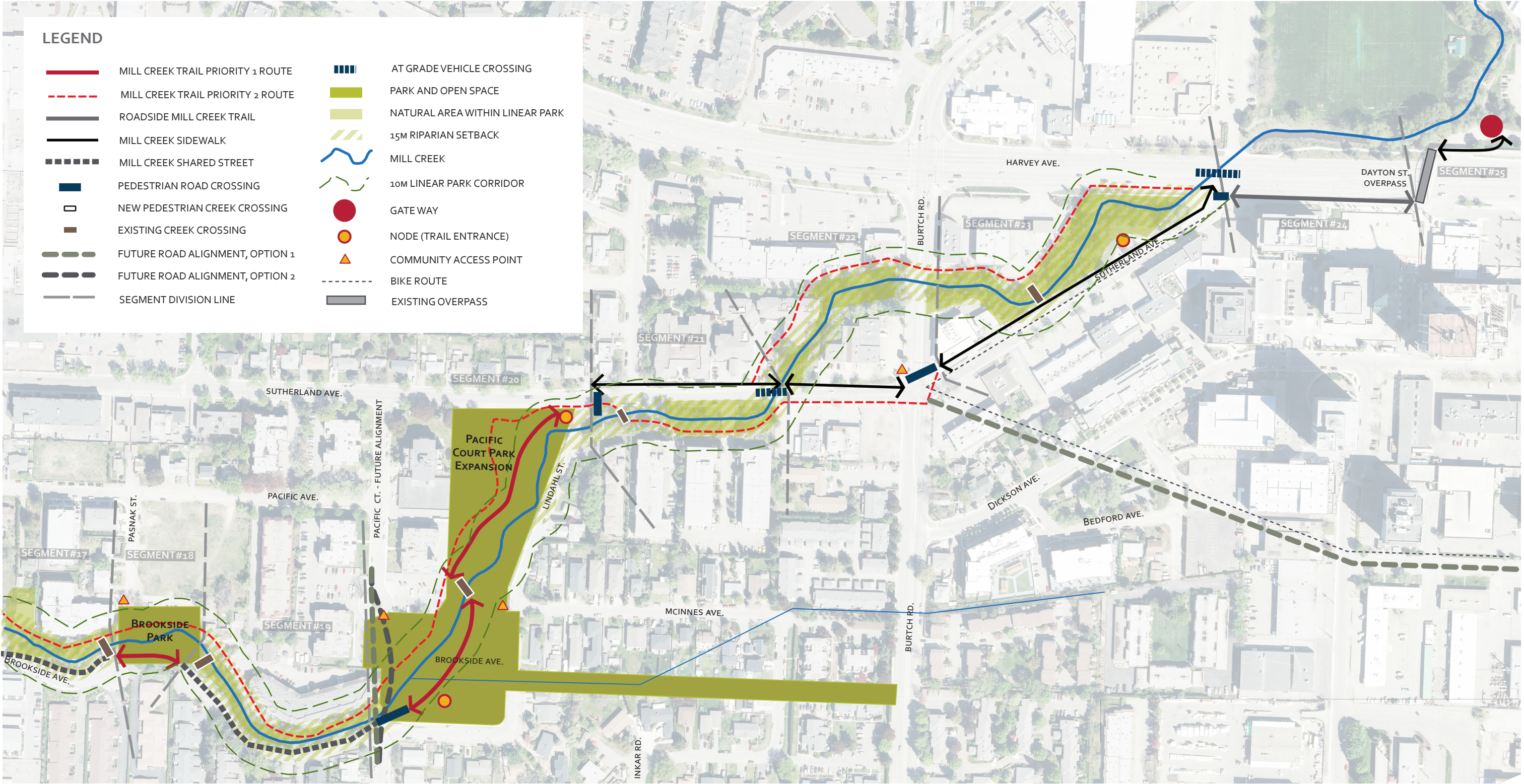
Mill Creek traverses the Capri-Landmark Urban Centre (CLUC) between Gordon Drive and Highway 97. Trail and pathway connections are challenging in this meander due to the need to navigate existing road infrastructure and the limited amount of contiguous linear parkland. The treatment of intersections and road crossings is of particular importance here.

The Sutherland Recreation Corridor provides opportunities for multi-modal access to key park spaces along the creek. Pedestrian connections along streets are also important in this section due to the limited amount of riparian buffer adjacent to the creek. Thoughtfully designed sidewalk connections and shared streets will help to create a continuous and welcoming environment for pedestrians.

Public creek access can be provided in larger parks, such as Brookside and Pacific Court Parks. These parks can provide community gathering spaces near the creek. The proposed Gateway at Parkinson Recreation Centre creates a city-wide amenity for residents to celebrate the creek.



LOWER MILL CREEK LINEAR PARK - GORDON DR. TO PARKINSON RECREATION CENTRE



3.8 PARKS

Parks and green spaces along the Mill Creek corridor are places where more space can be given to the creek and its riparian habitat for protection and restoration. Parks and areas of lower environmental sensitivity (e.g. those areas not identified as having potential for fish habitat) should be considered for gathering spaces and places for sensitive recreation.

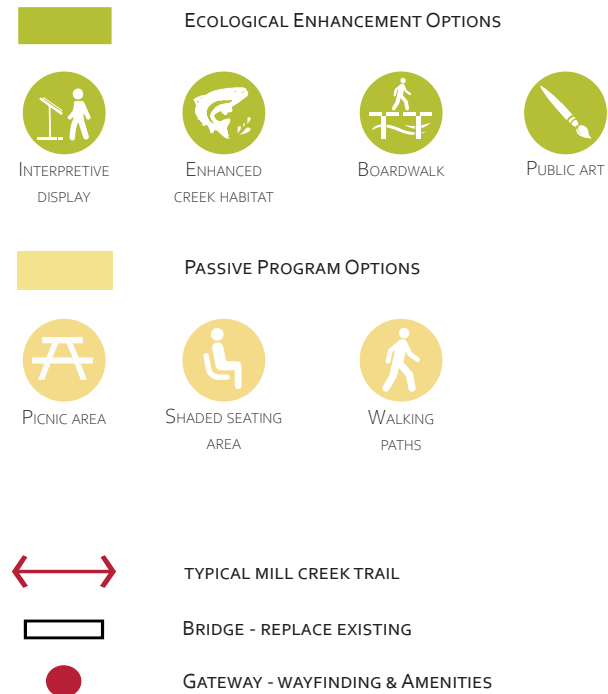
Amenities and infrastructure in the parks can also support recreational needs for communities in the Downtown Core. Marshall, Burne Avenue and Pacific Court Park were included in the public engagement for Mill Creek Linear Park. Burne Avenue Neighbourhood Park is currently under construction, to be completed in 2025.

The following pages illustrate high-level opportunities and concepts for parks along the Mill Creek Linear Park corridor.

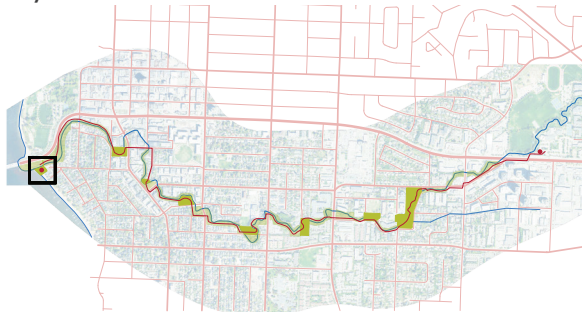
Table 3: Mill Creek Linear Park - Park Design Strategies

Category	Strategies
Recreation	<ul style="list-style-type: none"> • Include small gestures of active park use appropriate near the Riparian Management Area • Consider features and amenities to serve people using the parks along the trail as a network (e.g. interpretive elements, fitness equipment, bicycle amenities, etc.) • Reference the Parks Master Plan and community engagement to tailor the types of recreation available to each community
Safety	<ul style="list-style-type: none"> • Keep sight lines open as much as possible • Focus on canopy riparian plantings • Follow CPTED best practices for park design
Interpretive Themes	<ul style="list-style-type: none"> • The development of trail wayfinding signage, site furnishings and custom design elements should acknowledge the creek and the character of the area • Interpretation could include topics in the following themes: <ul style="list-style-type: none"> • Fish and aquatic habitat • Flora and fauna • Restoration efforts • Relationships to the water • Neighbourhood identity
Restoration	<ul style="list-style-type: none"> • Use the extended park space to ecologically enhance the Riparian Management Area and provide additional room for the creek and creek habitat • Establish safe, defined spaces for people to access the creek to limit disturbance to restoration areas

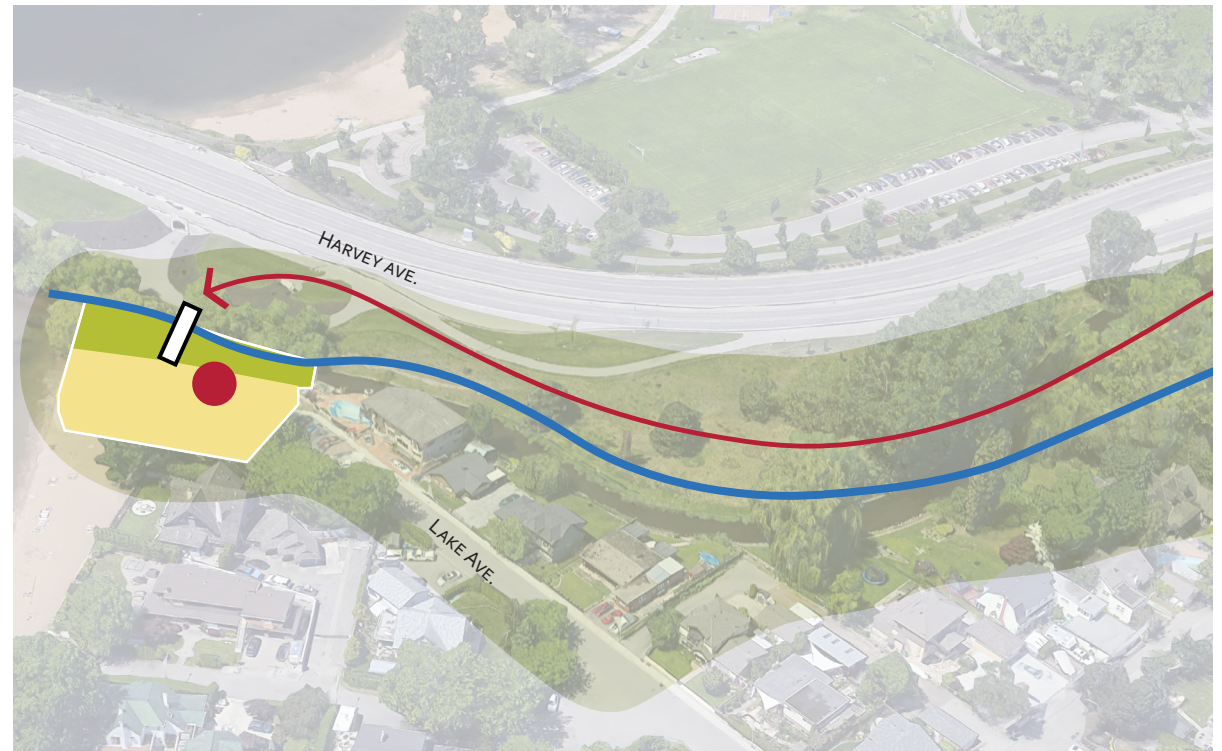
Legend



Key Plan



Not to Scale



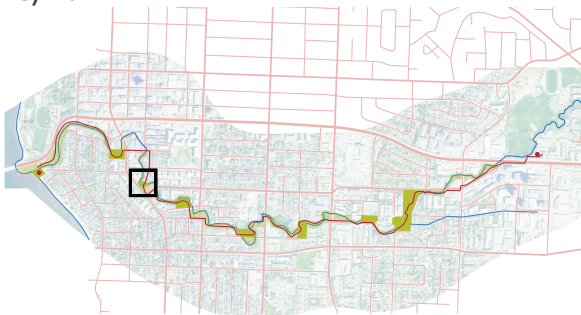
Okanagan Lake Gateway

The Okanagan Lake Gateway will feature a bridge upgrade. This prominent feature will act as a Gateway with vertical design elements seen from Highway 97. The site will include a redesign of the adjacent dog park and could extend along much of the north side of Mill Creek. The gateway design could also be tied to future highway improvements. Ecological enhancement is proposed at the mouth of the creek, including enhanced creek habitat and interpretive elements. Public amenities will support passive use south of the creek and will serve the overall trail system.

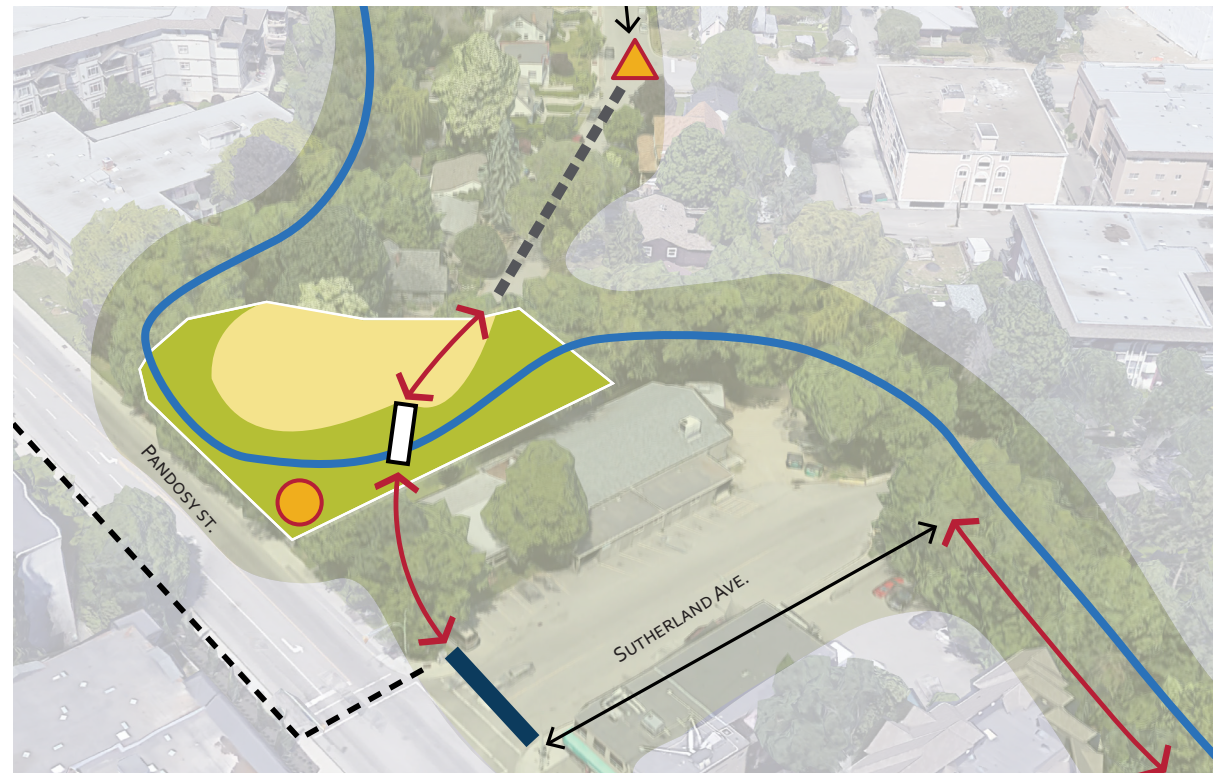
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Key Plan



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Marshall Pocket Park

Marshall Pocket Park is 0.1 hectares and is located at the end of Marshall Street. The park is in close proximity to the Pandosy ATC, Sutherland ATC and Lake Avenue's shared street that connects to the Abbott Street Recreational Corridor and City Park ATC. The pocket park design will include a pedestrian creek crossing and a shared street along Marshall Street up to Rowcliffe Ave.

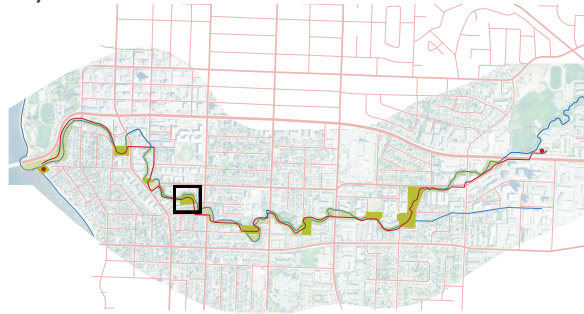
What We Heard

Ecological restoration and protection; accessibility; access to surrounding communities; and improved amenities were highlighted as priorities for the park during the public engagement. Participants wanted to see the unique heritage of the area highlighted in the park. Concerns around safety and privacy were also expressed by participants.

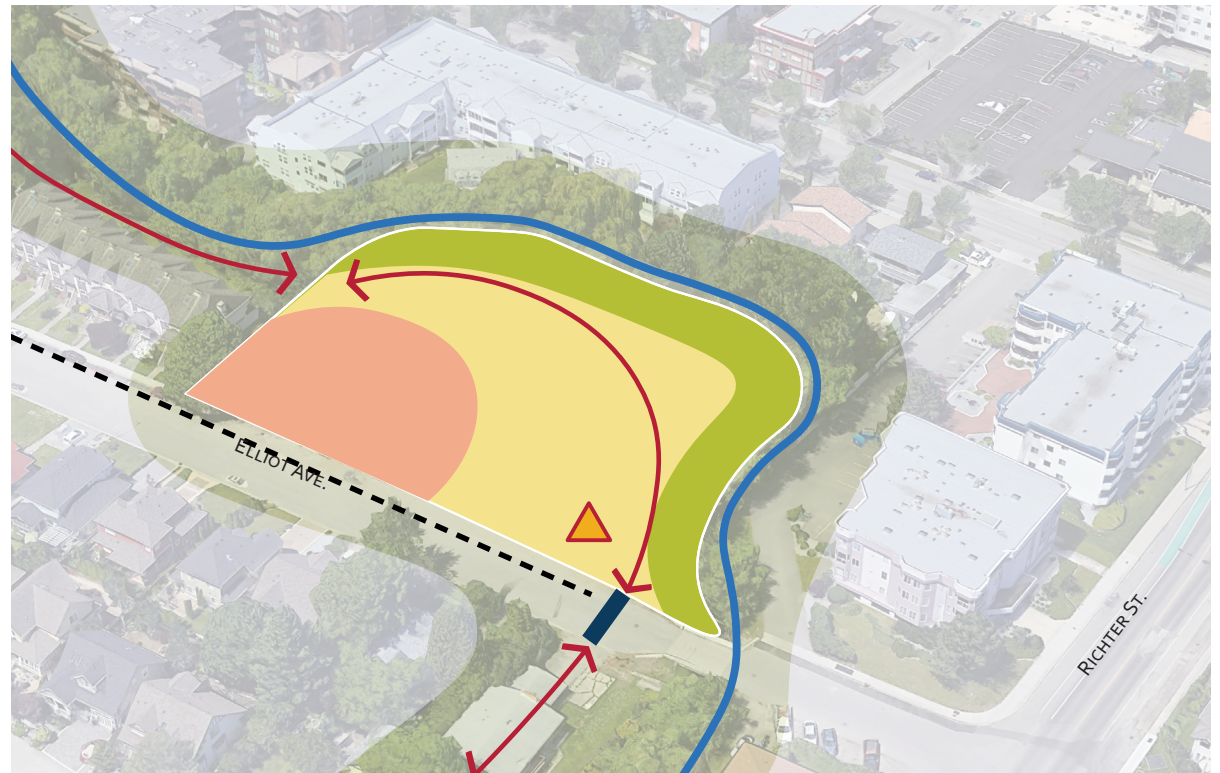
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Key Plan



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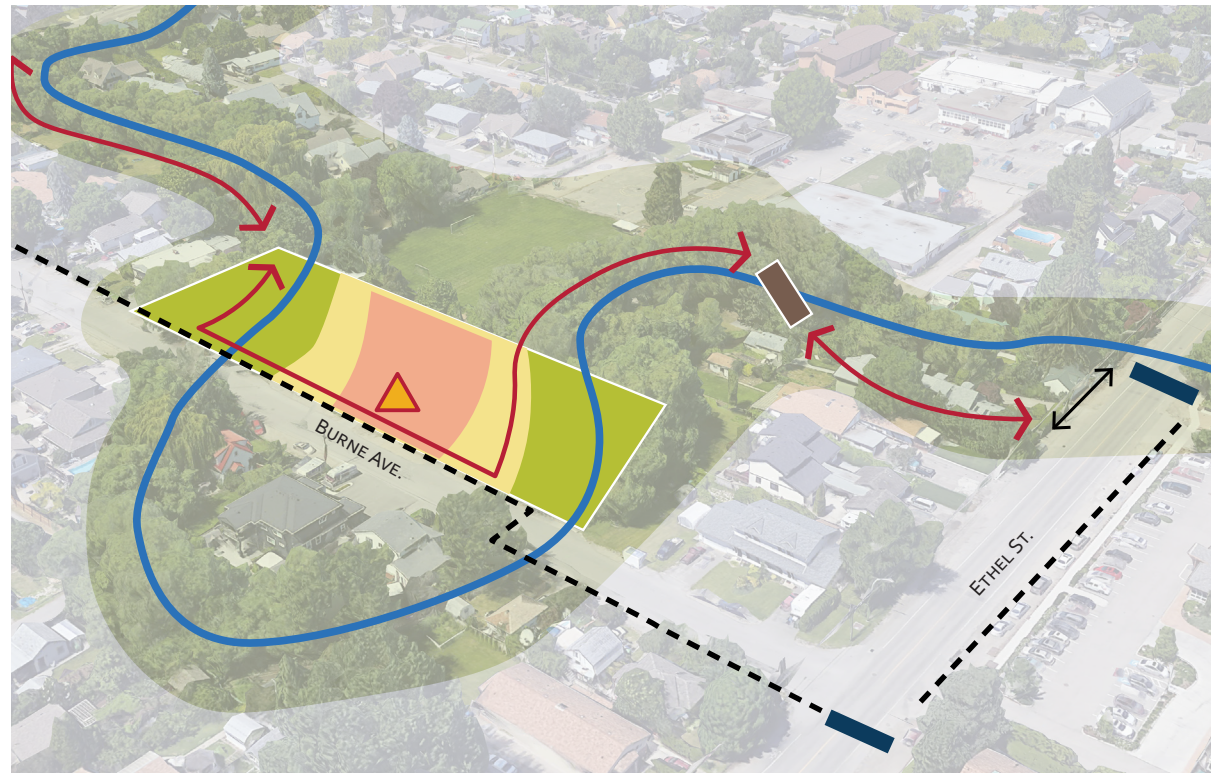
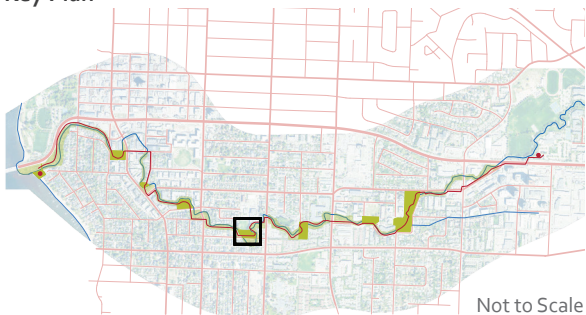
Elliot Neighbourhood Park

Elliot Neighbourhood Park is a planned future park approximately 0.33 hectares in size. The Mill Creek Linear Park trail is planned to enter from the northwest and southeast corners of the park, creating a larger open area with potential for both passive and active recreation opportunities. Active programs are concentrated near Elliot Avenue, while more passive activities are planned near the creek to minimize impacts.

Legend



Key Plan



Burne Avenue Neighbourhood Park

Burne Avenue Neighbourhood Park is a 0.33 hectare park that fronts onto Burne Avenue between Ethel and Richter Streets. It is flanked to its east and west by pedestrian and vehicle creek crossings over Mill Creek. There is potential for future park expansion south of Burne Avenue, and the City may explore a shared street concept along the park frontage to connect these park spaces.

What We Heard

Participants wanted to see ecological restoration, family-friendly amenities, and interpretive elements in the park. Concerns were raised around safety maintenance and privacy among nearby residents. There was also a desire to incorporate flood mitigation in the design.

Legend



TYPICAL MILL CREEK TRAIL



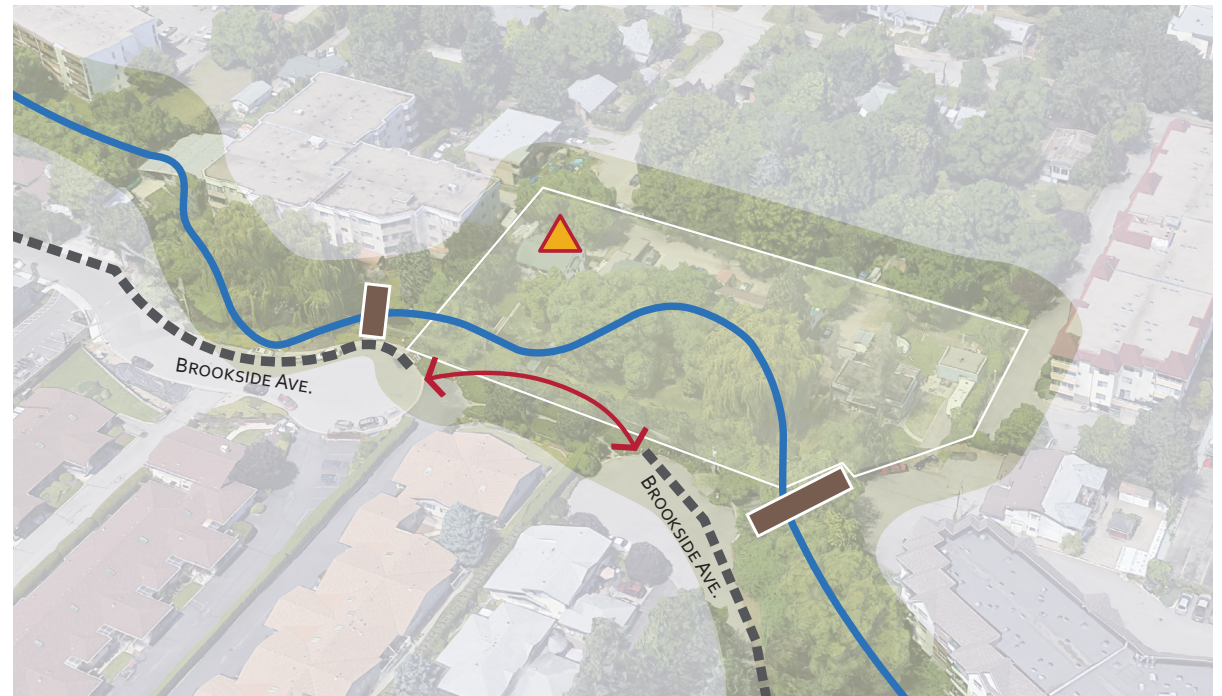
BROOKSIDE AVE. SHARED STREET



EXISTING CREEK CROSSING



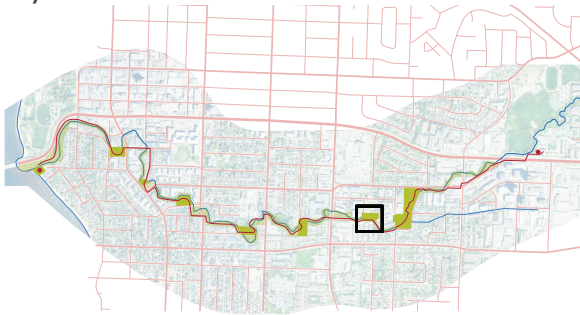
COMMUNITY ACCESS POINT - WAYFINDING



Brookside Neighbourhood Park

Brookside Neighbourhood Park is a planned future park approximately 0.43 hectares in size, bisected by Mill Creek. This park has opportunities to incorporate the creek and potentially offer active creekside engagement opportunities focused on active recreation and play.

Key Plan

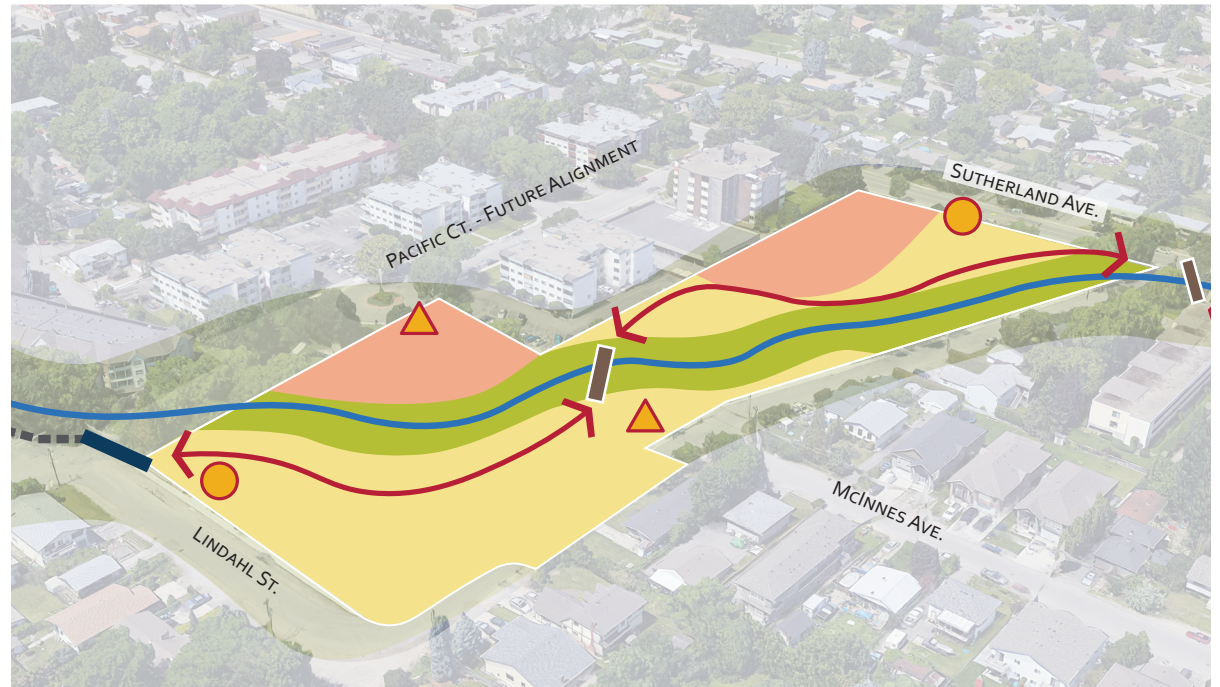
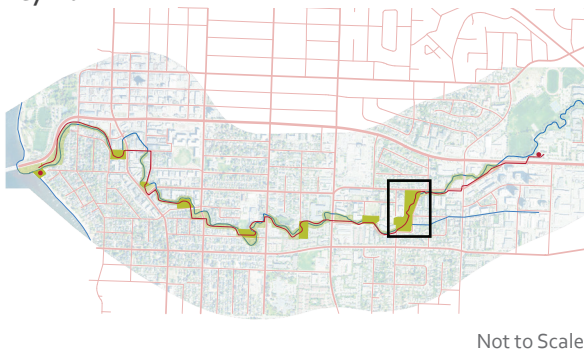


Not to Scale

Legend



Key Plan



Pacific Court Park

Pacific Court Park is ideally located to serve the residents of the Capri Landmark Urban Centre and the surrounding neighbourhood. Mill Creek transverse the entire length of the park, forming a 250m long natural feature unique to any other community park. Pacific Court Park will offer a mixture of passive and active recreation with the potential for creekside engagement.

What We Heard

Participants wanted to see the creek restored and natural features maintained and expressed a desire for engagement with Indigenous communities in park planning. In addition to keeping the existing community gardens, they wanted to see more recreation amenities and natural elements for nearby residents to enjoy, while minimizing noise levels. Road safety and street crossings were highlighted as significant concerns.

4 IMPLEMENTATION

4.1 IMPLEMENTATION STRATEGY

4.1.1 OVERALL STRATEGY

The implementation of the Mill Creek Linear Park from Okanagan Lake to Parkinson Recreation Centre will occur over the next 20 years, with full build out planned to occur by 2044. The goal is to create a continuous, accessible pedestrian network along the Mill Creek corridor while redefining our relationship with the creek and its place in the city.

As illustrated by the project's six Core Values, Mill Creek Linear Park is a complex project with many considerations. The project must balance interests related to the environment, culture, transportation, community development, real estate, heritage and recreation, among others. The development of the linear park will be

dependent on a variety of factors including funding and approval by various City departments. Timelines may shift from the proposed phasing strategy if opportunities arise to partner with other projects, if private property becomes available and as funding opportunities arise.

The City should seek to tie the development of Mill Creek Linear Park with other city projects and objectives to take advantage of project synergies. Creek enhancements and flood mitigation work along Mill Creek should incorporate improvements to the linear park corridor wherever possible. Transportation and road upgrades should also include Mill Creek Linear Park upgrades (e.g. cross-walk and intersection enhancements) wherever possible. The City may wish to establish agreements with private developers and landowners to establish land dedications for sections of the linear park network.

4.1.2 RELATIONSHIPS WITH HOST NATIONS

The development of Mill Creek Linear Park and park spaces along the corridor presents an opportunity to continue relationship-building between the City of Kelowna and the region's Host Nations. It is recommended that the City maintain an open dialogue about the development of the linear park and consult Host Nations on individual project objectives, habitat mapping, conceptual designs, and detailed construction projects around the creek. Relationship-building can contribute to a greater understanding of the importance of Mill Creek and its habitat potential for salmon and other aquatic and terrestrial species. The City should also seek input and partnerships with Host Nation members for the animation of community spaces along the linear park, public art and interpretation opportunities and park implementation.

4.1.3 PHASING

The phasing strategy for Mill Creek Linear Park has been developed with the objective of re-establishing our relationship with the creek. Projects have been broken out into three timelines: short-term (1-5 years), medium-term (5-10 years) and long-term (10-20 years). Shorter-term goals include bringing people to the creek in a sustainable way and connecting communities together with safe, accessible trail infrastructure. Longer-term projects are focused on building out the linear park corridor with supportive amenities and establishing the linear park's visual identity. Throughout all phases, the City should look to acquire properties and establish right-of-ways throughout the corridor as land becomes available.

Tables 4-5 summarize site-specific projects for Mill Creek Linear Park and associated timelines.

Short-Term: 1-5 Years Connected Mill Creek

Projects to be carried out in the first five years of implementation include permanent and temporary trail connections throughout the corridor.

Creating these connections is important for closing the gaps and increasing the safety and accessibility of the network. Complementary amenities, wayfinding and restoration will also be carried out in tandem with trail development per the recommendations in this report. Initial habitat mapping to capture the baseline condition of the creek should occur prior to any trail development.

The City has acquired funding for Burne Neighbourhood Park to be constructed in 2024-2025. The development of this park will set the benchmark for future park development along the linear park corridor. Park designs should celebrate their connection with the creek, expand the riparian habitat where possible, and provide sustainable ways for residents to interact with the creek. Design work and partnership development for the Okanagan Lake and Parkinson Recreation Centre Gateways may occur in this phase.

The Mill Creek Diversion (Phase 2) project and several creek enhancement projects were built between 2023 and 2025. Mill Creek trail development should be integrated into these projects where possible.

Temporary Connections

In the first five years, many connections in the linear park will be made on temporary routes along existing roads. Temporary connections are proposed in areas where land acquisition is required to create a continuous trail along the creek. These connections should be established in consultation with neighbourhood residents.

Temporary connections are important to the development of the linear park for several reasons:

- They establish safe pedestrian walkways with physical separation from vehicular traffic;
- They provide walkable connections between established trail segments along the creek;
- They provide opportunities to integrate public art and other community initiatives through partnerships with respective neighbourhood groups;
- They encourage public participation and increase a sense of ownership of the linear park network for neighbourhood residents.

While intended to be temporary in nature, these interim connections may transform into permanent infrastructure (such as permanent sidewalks, public art, streetscape furniture, signage, etc.) if they have high levels of support from the community.

Medium-Term: 5-10 Years Established Mill Creek

In years 5-10 of implementation, the focus will be on establishing permanent infrastructure and additional supporting amenities for the linear park network. As land becomes available to the City, temporary connections may be phased out and permanent connections in closer proximity to the creek may be established. Permanent trail development will include wayfinding and regulatory signage, interpretive elements, and low-impact amenities to support passive recreation in the linear park.

As communities develop, new opportunities for spaces focused on play, gathering, celebration and restoration may present themselves. The City should continue to seek out opportunities to

improve the linear park so that it supports communities as they evolve.

The Okanagan Lake and Parkinson Recreation Centre Gateways should be constructed during this timeline. These spaces should be carefully designed to respond to present and future conditions, creating memorable outdoor spaces for communities to gather together and celebrate the creek.

Should land for park space be acquired within this time period, the City should pursue contracts for the design and construction of park amenities and creek habitat restoration in alignment with the proposed strategies in this document. Public and stakeholder engagement should be completed for parks and gateways not included in the public engagement for the Lower Mill Creek Linear Park Strategic Plan.

Long-Term: 10-20 Years Celebrated Mill Creek

Long-term projects, to be implemented 10-20 years after the adoption of the Strategic Plan, should focus on building out the visual identity and character of the Mill Creek Linear Park corridor. The City should aim to

acquire and establish right-of-ways along the entire linear park corridor within the 20-year time period.

Existing and future park spaces along the corridor, such as Pacific Court and Elliot Parks, should be developed with amenities and features that celebrate the creek and help to meet the recreation needs of their respective communities. Public and stakeholder engagement should inform the design and construction of each park along the corridor to ensure that community needs at the time of development are identified and incorporated.

Public art installations and interpretive elements should be implemented with community participation throughout the corridor. The focus of these elements should be environmental, cultural and heritage points of interest along Mill Creek.

The City may also consider establishing long-term monitoring programs for trail and restoration projects within the linear park corridor. Habitat conditions along the creek may be recorded and compared over time to the initial pre-development mapping completed in years 1-5. Monitoring is extremely valuable

for informing future design work and adaptively managing linear park usage to prevent further degradation of the creek.

4.1.4 PRIORITIES

As mentioned previously, the timeline for the development of specific projects along the linear park corridor will be dependent on a variety of factors. The following points are intended to provide the City with direction on the prioritization of projects while maintaining a level of flexibility. The City should prioritize projects for Mill Creek Linear Park that:

- Protect the Riparian Management Area and other areas with high habitat or cultural value and/or environmental and archaeological sensitivities;
- Enhance safety of the linear park corridor;
- Utilize property currently owned by the City before acquisition of private property is explored;
- Create safe, accessible connections between communities and parks;

- Foster positive relationships with adjacent landowners and project stakeholders;
- Create unique, identifiable, and exciting public outdoor spaces for passive enjoyment by visitors and residents.

4.1.5 RECOMMENDATIONS SUMMARY

The following sections summarize requirements and recommendations for the stages of implementation to help achieve the vision for Mill Creek Linear Park. They are intended to provide additional direction to the City and do not preclude any recommendations presented in other sections of this Strategic Plan report.

Planning

- Avoid and mitigate potential negative impacts to Mill Creek that could arise from the development and use of the trail network.
- Require compensation for the disturbance or removal of creek habitat from linear park development.

- Consider mapping existing conditions along the Mill Creek corridor prior to linear park development.
- Create a spatial database of groundcover and landscape features with habitat value ratings assigned to each polygon. This database should be updated as projects are completed to compare pre- and post-development habitat values along the creek and to facilitate monitoring / adaptive management of the network.
- Work with the ONA and other Host Nation members to continue to develop balance sheets for habitat value along Mill Creek.
- Use mapped habitat values to inform compensation where required.
- All trail development projects associated with Mill Creek Linear Park must improve the ecological value of the surrounding landscape within the linear park corridor, or provide compensation restoration in other areas of the creek.

- Trails and amenities proposed in the Riparian Management Area must follow appropriate regulatory approvals. These include approval by DFO and BC Ministry of Environment in addition to a Natural Environment Development Permit with the City of Kelowna.
- Complete an Archaeological Overview Assessment for all areas to be developed through the Lower Mill Creek Linear Park Strategic Plan. Follow through with additional studies and procedures required by the Province as a result of the Archaeological Overview Assessment.

Design

- Utilize design standards outlined in this report to ensure consistency and legibility of the Mill Creek trail network from Okanagan Lake to Parkinson Recreation Centre.
- Establish a clear and identifiable visual identity for the linear park through signage, trail and amenity design, and public messaging.

- Carry design standards into future phases of Mill Creek development upstream of Parkinson Recreation Centre when they occur.
- Use Universal Design principles in the construction of the entire trail network, including community connections and associated amenities.
- All trail designs within the Riparian Management Area must be reviewed by a qualified environmental professional.
- Use current best practices for sustainable trail design to minimize disturbance to natural areas.
- Use sturdy materials that are resistant to vandalism. Use materials that can be easily cleaned.
- Use sustainable and natural materials wherever possible.
- Installation of lighting, fencing, or other safety features should be considered on a site-by-site basis utilizing CPTED principles.

- Ensure the protection of archaeological resources per the BC Heritage Conservation Act.

Management

- Any work inside the Riparian Management Area should occur outside of fish spawning and bird nesting windows.
- Record and monitor habitat values along the linear park corridor regularly (e.g. yearly or bi-annually) to understand potential impacts of the linear park on the creek.
- Adaptively manage the use of the linear park based on findings from long-term monitoring with the goal of minimizing disturbance to the creek and riparian area.
- Work with communities to develop site-specific strategies to improve safety along the Mill Creek corridor.

LOWER MILL CREEK LINEAR PARK - CONSTRUCTION SEGMENT LOCATION PLAN



Table 4: Permanent Linear Park Segments

Segment	Segment Name	Phase	New or Enhanced	Works Required	Recommendations	Future Land Use (2040 OCP)	Existing Land Ownership	Estimated Cost (2024 dollars)
1	Park - Okanagan Lake Gateway	5-10 years	New	<ul style="list-style-type: none">Gateway featuresBridge upgrade	Replace pedestrian bridge with feature Gateway bridge. Incorporate Lake Avenue Park in design. Consider wayfinding and amenities on both sides of the creek at gateway. Subject to Harvey Avenue re-configuration (MOTH).	Park and Open Space	City	\$ 1,277,880
2	Okanagan Lake Gateway to Abbott Street (North side of Creek)	5-10 years	Enhanced/ New	<ul style="list-style-type: none">Constrained trailTypical trailShared streetCommunity access pointConstrained trailSidewalkNodePedestrian road crossing	Subject to Harvey Avenue re-configuration (MOTH). Consider using pavement demarcations (paint and texture) as wayfinding strategy. Ensure wayfinding signage at the Riverside Avenue and Lake Avenue intersection. Consider gate access limited to daytime hours. Consultation with adjacent residents on privacy and security solutions. Riparian habitat enhancement.	Natural Area Road ROW - Local Core & Laneway	City, MOTH Roads Private	\$ 1,396,015
3	Riverside to Abbott Street Trail Entrance	0-5 years	Enhanced	<ul style="list-style-type: none">Pedestrian road crossingCommunity access point (x2)Constrained trail	Consider pavement demarcations (paint and texture) as wayfinding strategy on Riverside Avenue and at crosswalk. Wayfinding signage at Abbott St.	Road ROW - Laneway & Collector Core	Road	\$ 285,460
4	Water Street to Pandosy	5-10 years	New	<ul style="list-style-type: none">Constrained trail	Riparian habitat enhancement.	Natural Area & Education / Institutional	City, Private	\$ 107,800
5	Pandosy to Buckland	0-5 years	New	<ul style="list-style-type: none">Pedestrian road crossingRoadside trailCommunity access pointPedestrian creek crossing	ATC on south side of Buckland Avenue Wayfinding at Buckland Avenue and Marshall Street	Road ROW - Urban Centre Collector	Road	\$ 677,665

Segment	Segment Name	Phase	New or Enhanced	Works Required	Recommendations	Future Land Use (2040 OCP)	Existing Land Ownership	Estimated Cost (2024 dollars)
6	Marshall Street from Buckland to Rowcliffe Avenue	0-5 years	Enhanced	<ul style="list-style-type: none"> Sidewalk Community access point 	Wayfinding signage at Rowcliffe and Marshall intersection.	Road ROW - Urban Centre Collector	Road	\$ 306,795
7	Marshall Street south of Rowcliffe	5-10 years	Enhanced	<ul style="list-style-type: none"> Shared street Constrained trail 	Local resident consultation on shared street. Consider involvement of Kelowna South-Central Association of Neighbourhoods. Public Art opportunity.	Road ROW - Urban Centre Local	Road	\$ 394,975
8	Marshall Pocket Park to Sutherland trail entrance	0-5 years	Enhanced	<ul style="list-style-type: none"> Pedestrian creek crossing Constrained trail Pedestrian road crossing Sidewalk Park development 	Consider pavement demarcations (paint and texture) at crosswalk. Bus stop improvements.	Road ROW - Urban Centre Collector	City, Road	\$ 638,285
9	Sutherland to Elliot Park (South side of Creek)	0-5 years	New	<ul style="list-style-type: none"> Constrained trail 	Consultation with adjacent residents on privacy and security solutions. Riparian habitat enhancement on north side of creek.	Natural Area	City, Private	\$ 194,180
10	Park - Elliot	5-10 years	New	<ul style="list-style-type: none"> Neighbourhood park design Typical trail Community access point 	Include Community Access Point in park design. Riparian habitat enhancement on both sides of creek.	Park and Open Space	City, Private	\$ 604,025
11	Elliot to Richter	10-20 years	New	<ul style="list-style-type: none"> Pedestrian road crossing (not signalized) Pedestrian road crossing (signalized) Typical trail Sidewalk 	Crosswalk on Elliot Avenue considering pavement demarcations (paint and texture) as wayfinding strategy. Make Levitt Lane a pedestrian-oriented space. Explore laneway activation opportunities.	Natural Area & Road ROW - Laneway & Core Area Arterial	1 Private & Road	\$ 540,900
12	Richter to Burne Avenue Park (South side of Creek)	0-5 years	New	<ul style="list-style-type: none"> Typical trail Node Constrained trail 	Consult with adjacent residents on privacy and security solutions. Keep trail outside of 15m Riparian Management Area where possible.	Natural Area, Park and Open Space	City, Private	\$ 329,875

Segment	Segment Name	Phase	New or Enhanced	Works Required	Recommendations	Future Land Use (2040 OCP)	Existing Land Ownership	Estimated Cost (2024 dollars)
13	Burne Avenue Park	0-5 years	New	<ul style="list-style-type: none"> Typical trail Community access point (Burne Avenue Park development not included) 	Include Community Access Point in park design. Future park expansion to be considered.	Park and Open Space	City	\$ 263,055
14	Burne Avenue Park to Ethel Street	0-5 years	New	<ul style="list-style-type: none"> Constrained trail Sidewalk 	Trail subject to pedestrian bridge construction. Crosswalk to be relocated as part of the design	Natural Area	Private	\$ 139,955
15	Ethel to Gordon	0-5 years	Enhanced	<ul style="list-style-type: none"> Pedestrian road crossing Node (x2) Constrained trail Typical trail Community access point (x2) 	Trail completed. Consider riparian habitat improvements. Improve CPTED in area. Nodes at Ethel and Gordon. Pedestrian activated crosswalk at Gordon Drive with wayfinding and trail connections. Consider public art at this location and the future expansion of Brookside Park to Gordon Drive.	Natural Area & Road ROW	City	\$ 936,925
16	Gordon Drive Street Crossing	0-5 years	Enhanced	<ul style="list-style-type: none"> Pedestrian road crossing (signalized) 	Pedestrian activated crosswalk at Gordon Drive with wayfinding and trail connections. Consider public art at this location and the future expansion of Brookside Park to Gordon Drive.	Road ROW	City	\$ 357,500
17	Brookside Avenue to Brookside Park	0-5 years	Enhanced	<ul style="list-style-type: none"> Shared street 	Sidewalk on north side of Brookside Avenue. Consider shared street design.	Road ROW - Urban Centre Local	Road	\$ 1,078,525
18	Park - Brookside Park	10-20 years	Enhanced	<ul style="list-style-type: none"> Neighbourhood park design Typical trail Community access point 	Include Community Access Point in park design. Riparian habitat enhancement on both sides of creek. Future park expansion to be considered.	Park and Open Space	City, Private	\$ 737,290

Segment	Segment Name	Phase	New or Enhanced	Works Required	Recommendations	Future Land Use (2040 OCP)	Existing Land Ownership	Estimated Cost (2024 dollars)
19	Brookside Park to Pacific Court Park	5-10 years	New	<ul style="list-style-type: none"> Shared street 	Local resident consultation on shared street. Consider Pacific Court street realignment during design.	Road ROW - Urban Centre Local	City, Private	\$ 924,450
20	Park - Pacific Court Park	10-20 years	Enhanced	<ul style="list-style-type: none"> Community park design Pedestrian road crossing (x2) Community access point (x2) Constrained trail Node (x2) 	Public consultation April 2023. Consider Pacific Court street realignment during design. Bridge construction priority. Incorporate daylighting of Ritchie Brook into design. Incorporate creekside programming in design.	Park and Open Space	Road	\$ 8,101,715
21	Sutherland (South Side of Creek)	0-5 years	New	<ul style="list-style-type: none"> Sidewalk 	Consult with adjacent residents on privacy and security solutions. Maintain vehicle access to adjacent properties.	Natural Area & Road ROW	Road, City, Private	\$ 353,170
22	Sutherland from trail entrance to Mill Creek Way	0-5 years	Enhanced	<ul style="list-style-type: none"> Sidewalk Pedestrian road crossing Community access point 	Consider design during Burtch Street and Sutherland Avenue intersection improvements. Public art opportunity.	Road ROW - Urban Centre Arterial	Road	\$ 263,280
23	Mill Creek Way	0-5 years	Enhanced	<ul style="list-style-type: none"> Sidewalk Node Pedestrian road crossing 	Implement CPTED design principles. Consider future loop on north side of creek. Address pedestrian safety at Harvey Avenue intersection.	Road ROW - Urban Centre Collector	Road	\$ 847,210
24	Mill Creek Way to Overpass	0-5 years	Enhanced	<ul style="list-style-type: none"> Roadside trail 	Incorporate Mill Creek branding along Harvey Avenue. Wayfinding signage at overpass.	Road ROW - Urban Centre Highway	Road, MOTH	\$ 439,230
25	Parkinson Recreation Gateway	10-20 years	New	<ul style="list-style-type: none"> Gateway features Sidewalk 	Gateway to be designed as part of the Parkinson Recreation Redevelopment.	Park / Open Space & Education / Institutional	City	\$ 1,194,155

APPENDIX A: POLICY REVIEW

Several plans and policies provide direction for the Lower Mill Creek Linear Park Strategic Plan. Park development, land acquisition, and creek protection are all directed by local, provincial and federal legislation.

While not an exhaustive list, this section provides an overview of the most pertinent policies and plans related to the development of Mill Creek Linear Park.

A.1 MUNICIPAL

2040 OFFICIAL COMMUNITY PLAN (2022)

Kelowna's Official Community Plan (OCP) outlines a statement of objectives and a set of policies that guide planning and land use management within the boundaries of the city. The OCP is the highest-level planning document related to municipal parkland development. The segment of Mill Creek addressed in this Strategic Plan

is located in the Downtown Core Area. The OCP identifies the development of parks, amenities, and transportation within Core Areas as a high priority to offer a high quality of life to residents in these neighbourhoods. Protecting environmentally sensitive areas and providing walkable amenities for residents and visitors are also important objectives as the city grows and densifies.

The Lower Mill Creek Linear Park Strategic Plan directly supports the following OCP objectives:

- Objective 4.3: Protect and increase greenery in Urban Centres;
- Objective 4.15: Make Urban Centres safe and enjoyable for walking, biking, transit, and shared mobility;
- Objective 5.14: Provide safe, walkable, Core Area neighbourhoods that are connected to key destinations;

- Objective 10.1: Acquire new parks to enhance livability throughout the City (target of 1.0km of linear parks per 1,000 new population);
- Objective 10.2: Ensure parks and public spaces are connected to each other and accessible for all citizens;
- Objective 10.3: Ensure parks reflect their unique natural and cultural context.

Development of the Mill Creek Linear Park will require changes to existing land uses in some areas. Therefore, Mill Creek Linear Park will be implemented in phases based on the City's future funding allocations and as private land becomes available.

The OCP provides the City with direction on how to acquire and develop land for linear parks. Specifically, Policy 10.2.6 states that the City will secure a minimum 10-metre wide linear corridor for public access (as included on Map 10.1 in the OCP) at subdivision and rezoning for all development types.

IMAGINE KELOWNA - THE VISION TO 2040 (2018)

Resulting from extensive community engagement, Imagine Kelowna is a visioning document that provides the foundation for the City's strategies and projects, including the Official Community Plan, the Transportation Master Plan, and the Parks Master Plan, among others. It envisions Kelowna as a connected, smarter, responsible, and collaborative community.

Lower Mill Creek Linear Park Strategic Plan has the potential to help fulfil several goals outlined in Imagine Kelowna. These include:

- Take action and be resilient in the face of climate change.
- Create public spaces that bring people together.
- Strengthen the protection of our land, water and air resources.

TRANSPORTATION MASTER PLAN (2022)

The 2040 Transportation Master Plan (TMP) is a long-term, citywide plan for transportation improvements across Kelowna. It integrates with the OCP to propose a smarter and more responsible approach to transportation in Kelowna. One of the goals of the TMP is to shift as many future trips as possible to more sustainable modes of transportation, such as walking, biking, transit, and emerging modes. The plan also emphasizes the importance of maintenance and renewal of the road network, safe road crossings, expansion of the sidewalk network, and clear wayfinding signage on active transportation facilities, among other priorities.

KELOWNA PARKS MASTER PLAN - PHASE 1 (2022)

The Parks Master Plan, which is currently under development, will guide the expansion, development, and operations of Kelowna's park system as the city grows. The document will provide a vision, goals, and overall framework to guide Council and City Administration in making long-range park planning and short-term development decisions to grow and sustain Kelowna's park system over the next 10 years.

The outcomes and recommendations from the Parks Master Plan will influence infrastructure and parks operations; park use and programming; and acquisition and investment, including acquisition priorities for the Mill Creek Linear Park.

PARKLAND ACQUISITION GUIDELINES (2021)

The Parkland Acquisition Guidelines were developed to help direct the City of Kelowna's decision-making regarding the land it acquires for parks in both new and mature neighbourhoods in the city. The Guidelines provide key planning and design features to be considered in selecting parkland. They also outline the range of Kelowna's park classifications.

Most of the Mill Creek Linear Park runs through mature neighbourhoods with limited public open space along the creek. The Guidelines provide an additional level of detail and direction for land use decisions in mature areas set out in the OCP and the 20 Year Parkland Acquisition Strategy, which identifies future parkland locations, sizes, types, and funding sources.

Land identified by the OCP for off-road linear parks is to be acquired through dedications to the City at the time of development in accordance with provincial legislation and OCP policy. The Guidelines state the minimum size for a Linear Park is a 10 metre trail corridor plus five metres on each side as a "no disturbance" area.

CAPRI-LANDMARK URBAN CENTRE MASTER PLAN (2019)

This Urban Centre Plan was developed to present a bold vision for the future of the Capri-Landmark area which is currently faced with pressures from ongoing redevelopment. The plan describes desired land use, transportation, and public space objectives for the area. This includes investing in Mill Creek as a defining public space corridor by obtaining parkland along the creek through land dedication at redevelopment. The Capri-Landmark Urban Centre Master Plan identifies land to be acquired and restored along Mill Creek, Ritchie Brook, and Pacific Court Park.

PEDESTRIAN AND BICYCLE MASTER PLAN (2016)

The Pedestrian and Bicycle Master Plan identifies infrastructure, planning, and policy requirements to promote walking and cycling in the community. It includes an assessment of needs and gaps in the existing pedestrian and cyclist networks, proposing new connections to improve the existing network. The Lower Mill Creek Linear Park Strategic Plan considers proposed Active Transportation Network and pedestrian network improvements.

LINEAR PARKS MASTER PLAN (2009)

The Linear Parks Master Plan provides long-term direction for the planning and construction of a well-coordinated, sustainable and environmentally responsible trail network. It envisions an interconnected network of outstanding linear parks, serving all forms of non-vehicular movement.

The plan provides standards and guidelines for six classes of trails. These form the basis for the Mill Creek trails proposed in this document, with variations to respond to unique conditions along the creek, creating a distinct identity for the Mill Creek corridor.

A.2 PROVINCIAL

DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLES ACT (2019)

The Declaration on the Rights of Indigenous Peoples Act (Declaration Act) establishes the United Nations Declaration on the Rights of Indigenous Peoples as the Province of British Columbia's framework for reconciliation, as called for by the Truth and Reconciliation Commission's Calls to Action. This document provides high-level guidance on aligning laws and policies with the Declaration and the formation of decision-making agreements.

WATER SUSTAINABILITY ACT (2016)

The Water Sustainability Act (WSA) aims to ensure a sustainable supply of fresh, clean water that meets the needs of BC residents for generations. The WSA is the main law for managing water diversion

and the use of water resources. The WSA requires environmental flow needs (EFNs) to be considered in decision-making. The EFN is the volume and timing of stream flow required for the proper functioning of the aquatic ecosystem. EFNs are important to consider for planning around Mill Creek as water demands for irrigation and domestic use, compounded by the naturally dry summer climate, compete with the stream flow needs of the aquatic ecosystem.

RIPARIAN AREAS PROTECTION REGULATION (2004)

The Riparian Areas Protection Regulation (RAPR) calls on local governments, including the Regional District of Central Okanagan, to protect riparian areas during residential, commercial, and industrial development. It protects the riparian assessment area of streams that provide fish habitat to protected fish.

WILDLIFE ACT (1996)

The Wildlife Act provides for the conservation and management of wildlife and wildlife habitats. This includes the designation of wildlife management areas.

LAND ACT (1996)

The Land Act is the primary legislation that is used to convey land to the public for community, industrial, and business use. Under the Act, the land is granted in the form of licenses, permits, and rights-of-way. Assistance may also be provided to municipalities to establish parks and to provide outdoor recreation facilities under the Ministry of Lands, Parks and Housing Act.

A.3 FEDERAL

TRUTH AND RECONCILIATION COMMISSION OF CANADA: CALLS TO ACTION REPORT (2015)

The Calls to Action Report addresses the ongoing impact of residential schools on survivors and their families. It also provides a path for governments and Indigenous and non-Indigenous communities in Canada to create a joint vision of reconciliation.

SPECIES AT RISK ACT (SARA) (S.C. 2002)

The Species at Risk Act (SARA) provides for the legal protection of wildlife. It is intended to protect wildlife species from becoming extinct and secures necessary actions for their recovery. Park and trail development must consider the potential impacts on species protected under this Act to prevent harm to species and critical habitats.

LAND DEVELOPMENT GUIDELINES FOR THE PROTECTION OF AQUATIC HABITAT (1992)

The purpose of the guidelines is to protect fish populations and their habitat from the damaging effects of land development activities, specifically pertaining to the preservation of Pacific salmon populations and other freshwater species. One of the goals of the guidelines is to encourage the provision of environmental assessment / impact information to DFO and MOELP, improving the efficiency and effectiveness of the regulatory referral and approval process. These guidelines are a valuable resource for the implementation of the Mill Creek Linear Park to minimize potential impacts to the creek and fish habitat.

FISHERIES ACT (1985)

The Department of Fisheries and Oceans (DFO) is responsible to protect fish and fish habitat in “waters frequented by fish” under the Fisheries Act. The Fisheries Act was amended and became law in 2019 with changes to provide stronger protections for Canada’s marine resources.

The Act requires the sustainable management of water resources to protect

and restore fish populations and habitats. It gives the Minister the power to designate and prepare a fish habitat restoration plan for an area deemed to be ecologically significant.

MIGRATORY BIRDS CONVENTION ACT (MBCA) (1994)

The Migratory Birds Convention Act is intended to protect and conserve migratory bird populations and individuals. The harming or killing of birds protected under this Act is unlawful. Construction activities must consider nesting periods of migratory and native birds to prevent disturbance to birds and their nests.

WATER ACT (1970)

The Canada Water Act provides the framework for cooperation with the provinces and territories in matters relating to water resources. The Act gives provinces and territories the primary regulatory responsibility for freshwater resources, while allowing the federal government access to water resources to conduct research, planning, and programs.



A.4 POLICY IMPLICATIONS

The plans and policies summarized in the preceding sections directly influence Mill Creek Linear Park.

Using guidance from municipal, provincial, and federal policy, the Master Plan will aim to balance the protection of Mill Creek's Riparian Management Areas with the desire for new park infrastructure and amenities.

GUIDING DOCUMENTS

POLICY IMPLICATIONS

FEDERAL

Water Act 1970

Fisheries Act 1985

Migratory Birds Convention Act 1994

Species at Risk Act 2002

Truth and Reconciliation Commission of Canada: Calls to Action 2015

PROVINCIAL

Land Act 1996

Wildlife Act 1996

Riparian Areas Protection Regulation 2004

Water Sustainability Act 2016

Declaration on the Rights of Indigenous Peoples Act 2019

Protects native and migratory birds and animals from harm during trail and parkland development activities. In many cases, wildlife and nesting surveys are required and mitigation measures put in place before construction activities may begin.

Calls to Action for federal, provincial, territorial, and Aboriginal governments influence policy direction at the municipal level, such as the OCP.

Defines how land can be transferred to parkland in BC.

Places limits on the types of development (e.g. commercial, residential, and industrial) that may occur adjacent to the creek.

GUIDING DOCUMENTS

POLICY IMPLICATIONS

MUNICIPAL

Imagine Kelowna 2018

2040 Official Community Plan

Transportation Master Plan 2022

Parks Master Plan (Under Development)

Parkland Acquisition Guidelines 2021

Pedestrian and Bicycle Master Plan 2016

Linear Parks Master Plan 2009

Weaving Our Collective Threads 2019

Future acquisition priorities.

In combination with the OCP and the BC Land Act, the Guidelines identify how land is to be acquired for parkland in Kelowna.

Prioritizes and identifies acquisition strategies for linear parks in Kelowna. Standard trail designs are also provided.

Offers a pathway for syilx creativity within the City of Kelowna

The OCP is the primary guiding document for the Lower Mill Creek Linear Park Strategic Plan. The most relevant policy implications to the Strategic Plan include:

- The definition of a 15 metre riparian management area on each side of Mill Creek from Okanagan Lake to Hardy Street. Upstream of Hardy Street, the riparian management area is 30 metres.
- Linear pathways proposed on both sides of Mill Creek.
- Future land use designations and accompanying policies.
 - » Future land uses along Mill Creek include Natural Area, Park, Urban Centre, Core Area Neighbourhood, and Educational / Institutional.
- Natural Environment Development Permit requirements, which apply to the riparian management area.
 - » The City will require Development Permits in addition to other regulatory approvals for work that impacts the natural conditions in these areas.
- Urban Linear Parks (Policy 10.2.4)
 - » Reclaim underutilized land within street Right-of-Way to create urban linear parks.
- Dedication of Linear Parks (Policy 10.2.6)
 - » A 10-metre wide linear corridor is to be secured as a titled property or statutory right of way outside of the riparian management area at subdivision and rezoning for the development of linear parks.
- Acquisition of Linear Parks (Policy 10.2.8)
 - » Where linear corridor dedication cannot be acquired through development, explore acquisition using other approaches such as negotiating voluntary dedication or purchasing the property required for the linear park.

RELATED PROJECTS

Capri-Landmark
Urban Centre
Master Plan, 2019

Mill Creek
Diversion
Phase 1 2022
Phase 2 2024

Sutherland
Avenue Active
Transportation
Corridor

Mill Creek
Improvements
(Marshall & Burne
Park)

Mill Creek Storm
Water Planning
(Utility Planning)

MILL CREEK RIPARIAN MANAGEMENT AREAS

The City of Kelowna has identified Riparian Management Areas adjacent to streams and watercourses throughout the city. These are areas of land and vegetation that help maintain healthy aquatic environments. They were identified through inventories commissioned by the City and through partnerships with provincial and federal initiatives.

Located next to streams, rivers, and waterbodies, riparian areas have a direct influence on aquatic habitats. Riparian areas include the side channels, banks, and land not normally inundated during high water conditions. Riparian areas with healthy vegetation provide many benefits for watercourses, including:

- food sources for wildlife;
- organic debris sources;
- water temperature regulation;
- shelter for terrestrial and aquatic wildlife;
- stream bank stability;
- buffers from excessive silt and surface run-off pollution;
- water storage and flood protection;
- carbon sinks;
- and areas for stream channel attenuation and migration over time.

Riparian Management Areas include land and vegetation adjacent to watercourses that should remain undisturbed, particularly if the watercourse contains or flows into fish habitat. They are intended to protect the riparian zone, which is critical to the maintenance of a healthy aquatic environment.

LINEAR PARK CORRIDOR

The OCP states that linear park corridors should be 10 metres wide and located outside of the Riparian Management Area, with an additional “no disturb” zone on the private property side of the linear park at the discretion of the city. In mature neighbourhoods, this amount of space may not be available. In such cases, the City may consider one of the following options as outlined in OCP Policy 10.2.8:

- Negotiate voluntary land dedication;
- Purchase a portion or all of the property required for the linear park;
- Or buy, sever, the linear park portion, and sell the remaining.

While it should be the goal to construct the linear park and associated amenities outside of the Riparian Management Area, in some cases it may be necessary to build closer to the creek. In these cases, the City must follow regulatory application requirements with the Provincial and Federal governments and follow the processes for constructing within a Natural Environment Development Permit Zone per the 2040 OCP guidelines.

Additional recommendations are included in the Implementation Strategy of this report.

APPENDIX B: INVENTORY & ANALYSIS

Mill Creek plays an important role in Kelowna's landscape from an environmental and cultural perspective. Since time immemorial, syilx/Okanagan communities have held a strong connection with water, recognized by *cap tikw̓* and natural laws. Through the processes of urbanization, agricultural development, and industrialization, our relationship with water in the Okanagan Valley has shifted towards one of commodification and resource extraction. Increased urbanization and a changing climate have also created the need to protect communities from seasonal flooding, leading to a sometimes adversarial relationship with waterways in the urban environment.

This section of the Strategic Plan provides a brief overview of the current conditions of Mill Creek and its surrounding communities. It highlights the impacts of development on Mill Creek and provides context for the design and policy recommendations in the Linear Park concept.

B.1 ARCHAEOLOGICAL REVIEW

An Archaeological Impact Assessment (AIA) was completed in 2023 for several areas along Mill Creek to inform the creek diversion and bank improvement projects. The areas studied include sites along Marshall Street, Burne Avenue, Brookside Avenue, Lindahl Street, and within Parkinson Recreation Centre.

Desktop assessments completed for the AIA revealed that the study areas along Mill Creek have moderate archaeological potential. There are 18 previously recorded archaeological sites within 2.5km of the areas studied, including surface and subsurface lithic and faunal scatters; cultural depression sites; and sites with organic preservation.

Creeks and riparian areas generally have a high potential for archaeological resources based on how we understand they were used and occupied in the past. For this reason, it can be assumed that there is potential for archaeological resources along the extent of the Mill Creek corridor. Areas not included in the AIA should be assessed with an Archaeological Overview Assessment at minimum.

The AIA stipulates that unrecorded resources along the creek could include village sites, lithic scatters, artifacts scatters, land mammal hunting camps, special use campsites, burial sites, fishing sites, trap sites, trails, and historic remains.

B.2 ENVIRONMENT

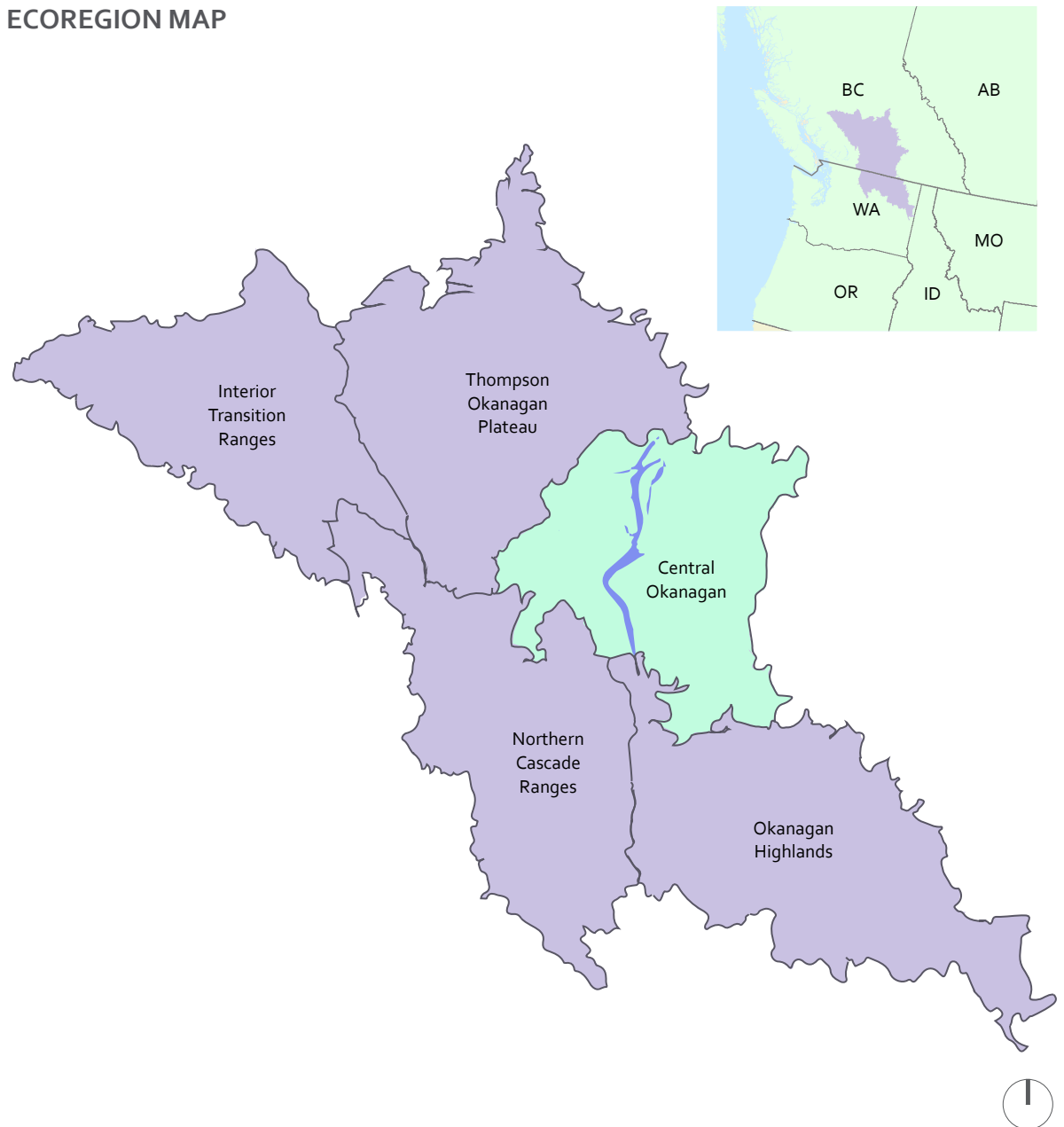
ENVIRONMENTAL CONTEXT

The Okanagan Valley is located in the Southern Interior Ecoprovince in the Central Okanagan Ecoregion. This Ecoprovince has the largest human population in the BC interior. It also holds the majority of all bird species known to occur in the province and contains essential wildlife corridors and aquatic habitats for a variety of species.

Located in the rain shadow of the Coast and Cascade mountains, the region experiences relatively low levels of precipitation except for moisture created through the warming of lakes and streams. Even with these dry conditions, much of the existing land use in the region is agricultural based on grazing and forage crops.

This entire area was glaciated during the Pleistocene epoch. Retreating glaciers physically shaped the landscape, leaving features such as moraines, glacial lake deposits and terraces in their wake. Valley floors in the region tend to contain more recent floodplain deposits, creating rich soils to support riparian vegetation and agricultural activity.

ECOREGION MAP



Mill Creek is part of the Okanagan Basin, which is a long and deeply incised basin in the interior of southern BC. The Canadian portion of this basin spans 8,000 km². Main tributaries in the Okanagan Basin generally originate at elevations around 1,500 metres and drop steeply through narrow valleys. In natural conditions, they tend to cross alluvial fans before entering Okanagan Lake or Okanagan River.

Floodplains in the region have stands of black cottonwood, spruces, and trembling aspen; dense shrub communities of red-osier dogwood and black gooseberry; and horsetails at the edges of water bodies. Riparian areas provide vital links for species such as Lynx, Marten, Fisher, and American Black Bear. They also support both anadromous (Pacific lamprey, steelhead, Chinook salmon, sockeye salmon, white sturgeon) and freshwater fish (rainbow trout, brook trout, bull trout, mountain whitefish, lake chub, redbreasted sunfish, northern squawfish).

Due to the semi-arid climate with dry, hot summers and cold winters, the hydrological regime of the region is dominated by snowmelt. About three-quarters of the annual runoff occurs between April and

July each year. In the coming years, it is anticipated that the flow regime will become increasingly variable as the climate changes. Most tributaries have already been altered and flows regulated for water storage or flood control. In addition to variable flow rates, pressures from a growing population and a longer growing season will increase pressures on waterways in the region.

MILL CREEK

The Mill Creek watershed is approximately 224 km². The creek is 33km in length and fed by three main tributaries: Scotty, Whelan, and Dilworth Creeks. Mill Creek begins in gently rolling forested uplands and travels through moderately steep slopes and a bedrock canyon before entering the valley bottom. The creek flows through agricultural and industrial lands before flowing through the City of Kelowna and into Okanagan Lake. Mill Creek is also fed by significant groundwater contributions, which support higher baseflows than many other streams in the Okanagan Basin.

WATERSHED MAP



Historically, Mill Creek provided essential fish and spawning habitat in the Okanagan Basin. The creek still supports several species of fish today, including Rainbow, Kokanee, Eastern Brook Trout, Burbot, Northern Pike minnow, Longnose Sucker, Largescale Sucker, Leopard Dace, Longnose Dace, Prickly Sculpin, Redside Shiner, Carp, Peamouth Chub.

The spawning period for Okanagan Kokanee stocks in Mill Creek is September 17 - October 13, with a peak spawning date of September 30. Kokanee spawners tend to use the lowest 4 km of the creek, with the best habitat for spawners between Elliot Avenue and Lindahl Street.

Poor water quality is the main limiting factor for the reproduction of Kokanee and other fish species in Mill Creek. Poor water quality is caused by factors such as industrial and urban runoff, high turbidity, and siltation of spawning gravels. Several other challenges exist to maintain adequate flow rates and fish habitat in Mill Creek. These include:

- Low to moderate riparian vegetation;
- Multiple bridge and pipe arch crossings;

- Channelization of the creek (approximately 30% of the valley bottom has been channelized);
- Contamination and sedimentation due to bank erosion and vegetation removal;
- Beaver activity which creates pool activity; and
- Reduced flows from floodwater diversions and water storage activities.

UPSTREAM DIVERSIONS

Water is diverted from several locations along Mill Creek. The main reasons to divert the creek are to store water for dry periods and to prevent flooding.

There are three major water suppliers in the Mill Creek Watershed who utilize water from the creek: Black Mountain Irrigation District, Glenmore-Ellison Improvement District, Rutland Water Works (groundwater source only). The Regional District of Central Okanagan and the City of Kelowna access water from Mill Creek for water supply purposes. BC Ministry of Environment and Black Mountain Irrigation District hold water licenses on Mill Creek

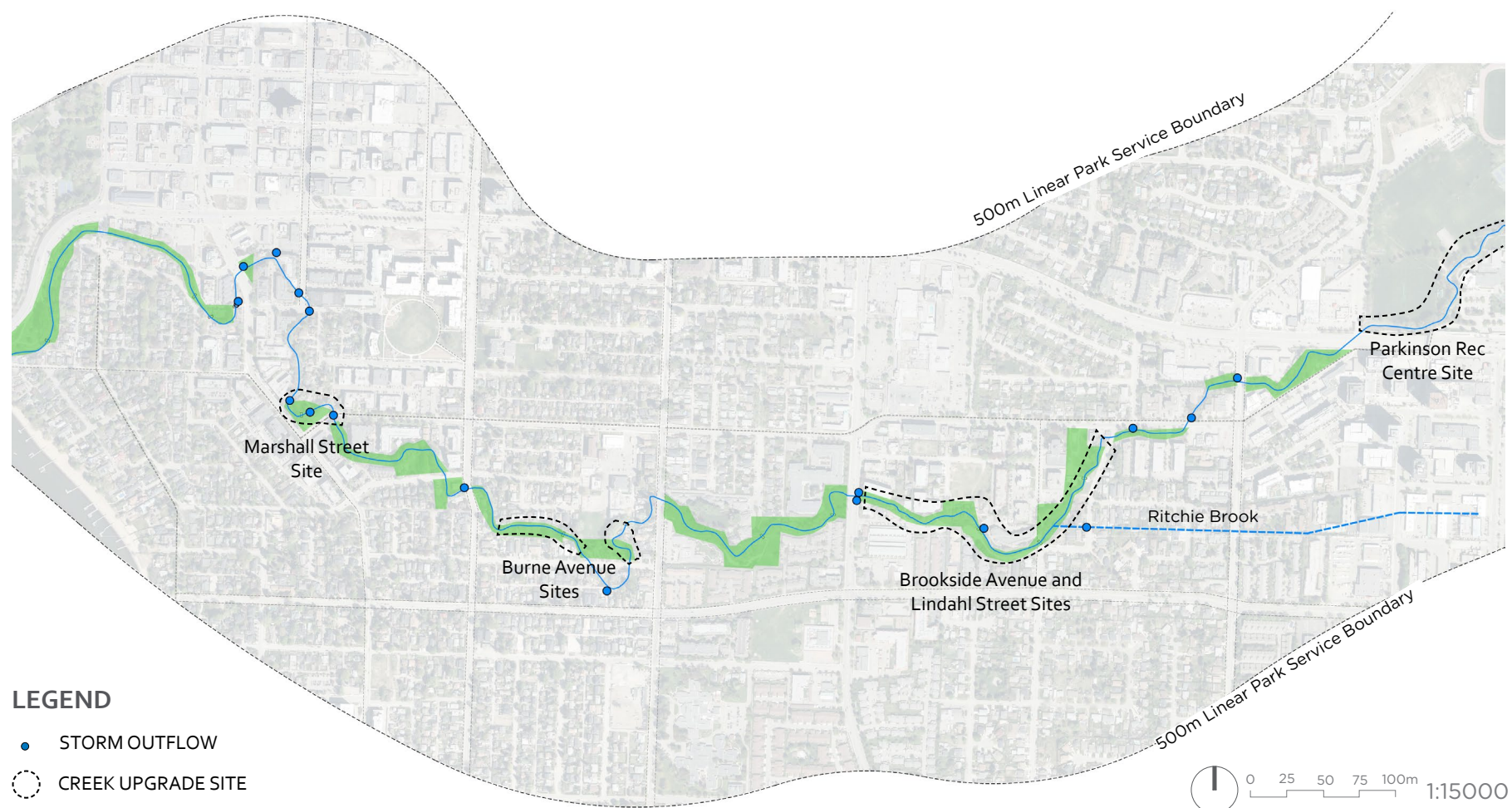
to conserve and store water for use during dry periods. Water is also transported to McKinley Reservoir from Mill Creek by Glenmore Ellison Improvement District. There are many more water licenses on Mill Creek than those listed here which are used for public and private interests.

Water is diverted from Mill Creek to Mission Creek under flood conditions at a flood diversion structure next to the Okanagan Rail Trail east of Dilworth Drive. This diversion infrastructure is currently under improvement as part of the Mill Creek Flood Protection Project.

FLOOD MITIGATION AND CREEK UPGRADES

The City of Kelowna's Utility Planning Department is taking a phased approach to flood mitigation with the aim of increasing the hydrological capacity of Mill Creek in targeted locations. Four areas along Lower Mill Creek are proposed to be re-aligned or widened, with armoring proposed where there is a greater risk to infrastructure. As part of the flood mitigation work, riparian areas will be restored for fish passage and spawning following criteria outlined by the Okanagan Nation Alliance.

CREEK UPGRADE LOCATIONS MAP



B.3 LAND USE

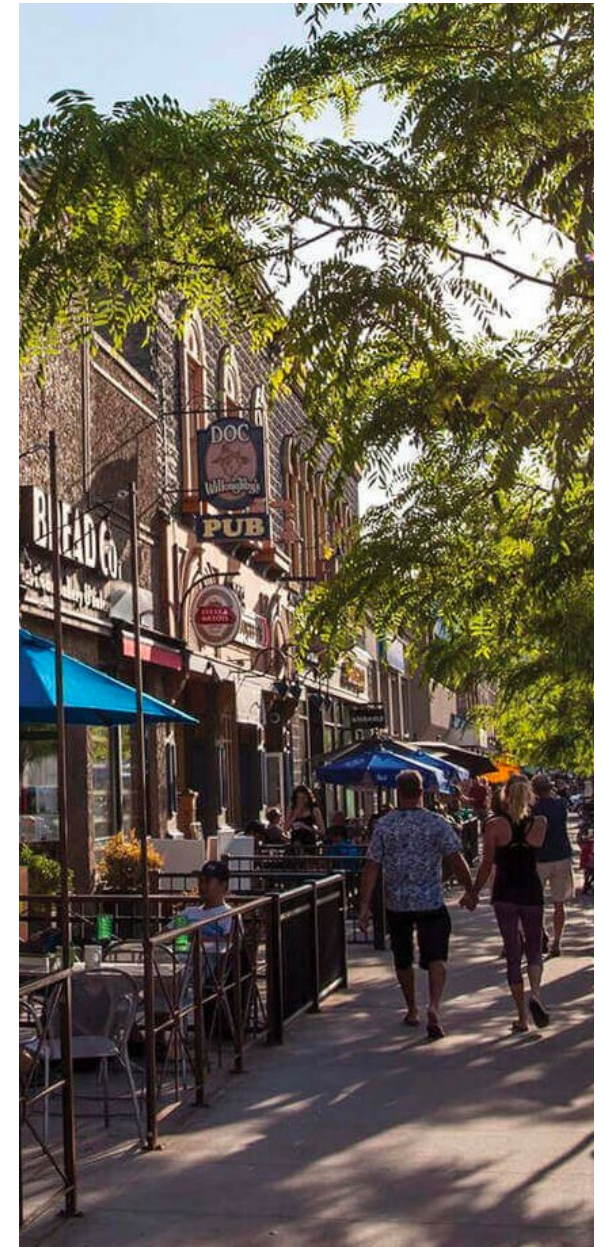
The 2040 OCP outlines Future Land Use Designations for the entire city. They establish a general land use vision for Kelowna, while the Zoning Bylaw regulates specific uses and densities that are permitted. Below is a general description of each of the Future Land Use Designations along Mill Creek from Okanagan Lake to Parkinson Recreation Centre. These designations will define appropriate uses adjacent to the Mill Creek Linear Park.

URBAN CENTRE

Urban Centres include commercial, employment, arts and cultural services, residential development, and public realm. They also have transit services and access to shared mobility options. The Mill Creek Linear Park runs through the Downtown Urban Centre, with opportunities to connect to local businesses, residential developments, and transit routes.

CORE AREA NEIGHBOURHOOD

Core Area Neighbourhoods include residential infill, low-rise buildings, and opportunities for commercial and institutional development. It is anticipated that these neighbourhoods will accommodate much of the city's growth in the coming years. In addition to connections to Transit Supportive and Active Transportation Corridors, walkable pedestrian routes and access to nature will be increasingly important for residents of these neighbourhoods as they densify. Development in Heritage Conservation Areas (such as the Marshall Street Heritage Conservation Area) will respect the existing character of the neighbourhood.



Active street frontage (Image Credit: Mission Group)

EDUCATIONAL / INSTITUTIONAL

Educational / Institutional areas include places where key educational, cultural, government and religious activities take place. They are located in areas targeted for growth and should be easy to access by modes of transit other than by car. The Mill Creek Linear Park provides an opportunity to provide improved connections to Educational / Institutional areas.

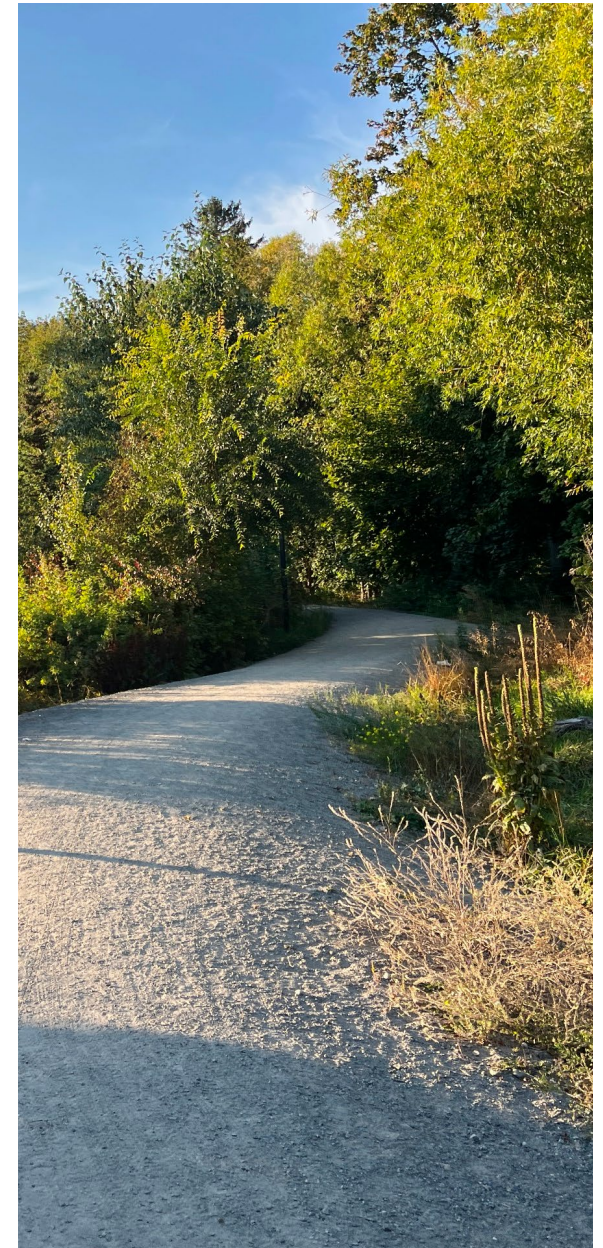
PARK

Parks are crucial in providing a high quality of life to residents and accommodating higher levels of activity. Mill Creek Linear Park will connect into existing and future park spaces. Specific opportunities for how these parks can tie into the overall linear park strategy to celebrate Mill Creek are described in the following section.

NATURAL AREA

Natural Areas include lands that are intended to remain largely in their natural state, requiring little or no maintenance by the City. These include wetlands, hillsides, ravines, riparian areas, and other environmentally sensitive lands. Access to low-impact activities, such as hiking, is supported. City, RDCO, and Provincial Parks may be included in the Natural Lands designation. The Mill Creek Linear Park has opportunities to support the OCP Natural Environment objectives, including:

- Objective 14.4: Preserve and enhance biodiversity and landscape diversity, integrating and connecting ecological networks throughout the city.
- Objective 14.5: Protect and restore environmentally sensitive areas from development impacts.
- Objective 14.6: Provide compensation for unavoidable habitat losses.



Existing trail along Mill Creek

B.4 PARKS

The Mill Creek Linear Park runs through several parks and open spaces. The intersection of the linear park with other outdoor spaces creates a unique opportunity to celebrate and draw attention to Mill Creek through enhancements to existing park infrastructure.

Three types of parks exist along the Mill Creek corridor: Linear Park, Community Parks, Neighbourhood Parks, and Pocket Parks. The City of Kelowna Parkland Acquisition Guidelines (2011) provide guidance on recommended uses for each park type. The following pages expand on the uses that would be recommended for parks along the Mill Creek corridor to protect sensitive creek habitat while providing recreation opportunities that celebrate the creek's unique character.

LINEAR PARKS

Linear Parks consist of a network of trails and off-road pathway connections that provide multi-modal movement along key natural corridors, or between key points of interest throughout the city. They are intended to encourage healthy and diverse transportation opportunities as part of outdoor recreation. They can also be used to support larger transportation planning initiatives and Active Transportation Corridors (ATC).

Where Linear Parks run next to creeks, and other ecologically sensitive areas, they are minimally developed to allow for trails

within the Riparian Management Area, especially in the older areas of the City where existing constraints will not allow the preferred 10 meter wide corridor Right-of-Way outside of the 15 meter riparian setback requirement.

Considerations for linear parks, including Mill Creek Linear Park, include improving sightlines and visibility along major routes, encouraging greater public use through improved connections, and allowing more natural surveillance from adjacent residential to address public safety concerns associated with these parks.



Pedestrians in Mission Creek Regional Park (Image Credit: Tourism Kelowna)

COMMUNITY PARKS

A Community Park is intended to serve approximately 12,000 residents within a larger community of the city. A public washroom is a key feature for Community Parks, along with playgrounds, open space for unstructured activities, and other 'basic' amenities that can support a greater number of people and diversity of activities for longer periods. Some on-site parking may be required to meet demands, but the amount of parking provided should be carefully considered to maximize the parkland area for recreational opportunities.

Community parks may also include more specialized active recreational uses, such as sport courts and sports fields, and allow opportunities for the City to partner with local community groups to provide unique or site-specific amenities that require greater operational resources, such as community gardens.

Typical amenities and activities that would be appropriate for Community Parks along the Mill Creek Linear Park include:

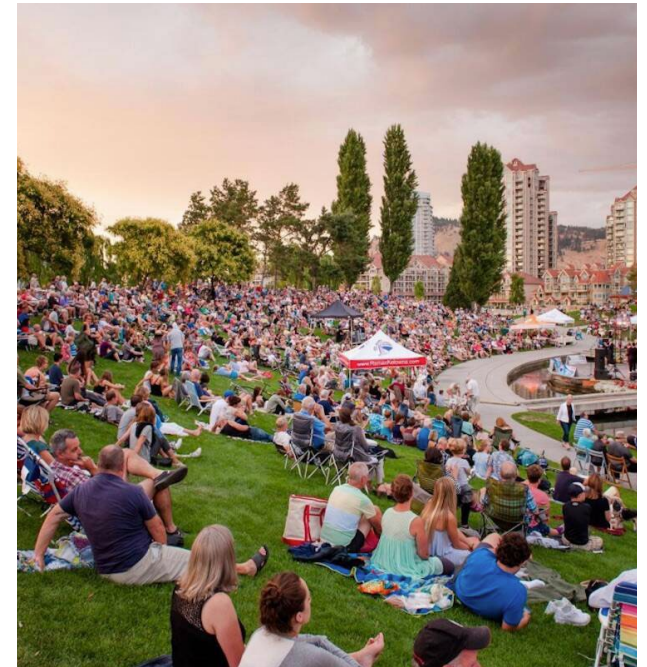


Image Credit: City of Kelowna Event Strategy

Passive Recreation



Active Recreation



Ecological Enhancement



NEIGHBOURHOOD PARKS

Neighbourhood Parks are intended to serve approximately 2,000 residents within a 5-minute walking distance (approximately 0.5 kilometres). They are mostly passive recreational open spaces for children, families, seniors, and others to enjoy. A key feature within a Neighbourhood Park is a playground, along with an informal grassed area to support children's play and the development of their motor and social skills. They may also be developed to address site-specific needs or the preservation of a unique ecological feature.

Typical amenities and activities that would be appropriate for Neighbourhood Parks along the Mill Creek Linear Park include:



Meadowbrook Park, Kansas (Image Credit: KC Parent Magazine)

Passive Recreation



Lawn /
open space



Picnic
area



Walking
paths

Active Recreation



Water
play



Playground



Small
sport court
(e.g. basketball)

Ecological Enhancement



Naturalized
area



Enhanced
creek habitat



Interpretive
display



Public art

POCKET PARKS

Pocket Parks are typically the size of an average city lot (0.2 to 0.5 hectares) and serve the residents in the immediate vicinity. They may also serve as convenient access points and connections for residents within the City’s larger network of open space and Active Transportation Corridors (ATC). Pocket Parks are intended to provide a similar role to other Active Parks, but on a smaller scale, with more selective amenities. They also can serve an important social and psychological role as a respite from the daily routine.

Typical amenities and activities that would be appropriate for pocket parks along the Mill Creek Linear Park include:



Horscroft Place Pocket Park, Melbourne (Image Credit: The City of Kingston)

Passive Recreation

- Lawn / open space
- Small play area
- Picnic area
- Gathering space
- Walking paths

Active Recreation

- Dog run
- Small sport court
- Informal play / small playground

Ecological Enhancement

- Naturalized area
- Interpretive display
- Public art

B.5 DEMOGRAPHICS

Mill Creek Linear Park contributes to the City of Kelowna's desire to provide more and better park spaces as the population densifies, while also enabling people to get around via-sustainable transportation options. Aside from being a significant city-wide amenity, Mill Creek Linear Park will serve residents 500m on either side of the park. Based on population growth projections in the OCP, the Linear Park will serve ~16,000 additional residents or 40% of the total growth expected by 2040. The current demographics within the 500m zone vary due to the different neighbourhood compositions adjacent to the creek. The outer edge of the 500m zone is mostly single-family homes that have families, while closer to the creek you can find a greater number of mid-rise buildings that are primarily older single occupants. The following highlights the demographics along the creek:

- Rentals: The buildings near the creek are primarily rentals 50-80%. CoK average = 30% rentals

- One-person Households: 40-60%. CoK average = 28% (average income 42,000)
- Age 15-65: Areas closer to Urban Centres are <70%. CoK average = 64%
- Age 65+: Along Gordon Drive there are senior communities 40-80%. CoK average = 23%
- Age 0-14: There is less than an average number of children near the creek >10%. CoK average = 13%
- First Language Spoken: Senior areas <15% + Rowcliffe area <20%. CoK average = 12%

The neighbourhoods along Mill Creek in the South Central zone have a diverse demographic. The diagram on the following page reflects how, in certain areas along the creek, there are senior communities, most of which are 1-person residences. The areas that see an above-average amount of children are all located south of the creek towards various schools; however, as the housing prices in Kelowna are rising, it may be expected that young families may move

to higher-density neighbourhoods.

Higher-density communities benefit from additional parks and green spaces, which often act as residents' backyards, allowing for opportunities to gather with the community. Access to nature is invaluable for child development and the well-being of individuals and families. To improve the quality of green spaces close to higher-density communities, consideration should be given to providing high-quality, accessible trails and parks with both formal and informal play opportunities.

The Rowcliffe area has a high number of new Canadians and contains areas of lower-income housing. The Capri-Landmark Master Plan highlights how this urban centre has a large number of the city's residential rental unit stock. It is important to note that there are a number of existing CPTED challenges and issues currently present along this section of the creek corridor. Improving connectivity, opening up sight lines, and adding wayfinding and lighting are all ways to make spaces more comfortable and safe.

B.6 EXISTING LINEAR PARK NETWORK

Mill Creek Linear Park is situated between the Downtown Urban Centre, Capri-Landmark Urban Centre, and Kelowna General Hospital/Pandosy area. According to the Transportation Master Plan 2040 (TMP-2040) 1/3 of trips in Kelowna are heading to one of these 3 areas. Trips to these areas are forecast to increase by 40% by 2040 while trips between these areas are forecast to increase by 50%. Mill Creek Linear Corridor will serve as an alternative route for pedestrians who want to avoid vehicular traffic or want respite from the busy urban streetscapes. Along the creek, there will be major and minor nodes/points connecting to important transportation routes: bus, cycle, pedestrian and vehicular. Directives from the TMP-2040 and the Pedestrian Bicycle Master Plan (PBMP-2016) can direct circulation priorities along the Mill Creek corridor.

BARRIERS & GAPS IN THE TRANSPORTATION NETWORK

Much of the Mill Creek corridor is not fully contiguous, as it crosses several streets and transportation corridors. Some areas adjacent to private property are not currently accessible to the public. Due to the lack of contiguity, the linear park will be forced to detour along streets (off-trail links).

There are major gaps from the lake to Mill Bridge Park as most of the linear park has not been built yet. Some legs of the creek also do not have enough space to have a creekside trail and therefore off-trail options, such as roadside pathways and sidewalks, will need to be adopted. Some of the trail network is dependent on proposed road crossings and additional bridges that will need to be constructed before the trail is implemented.

ACTIVE TRANSPORTATION CORRIDORS

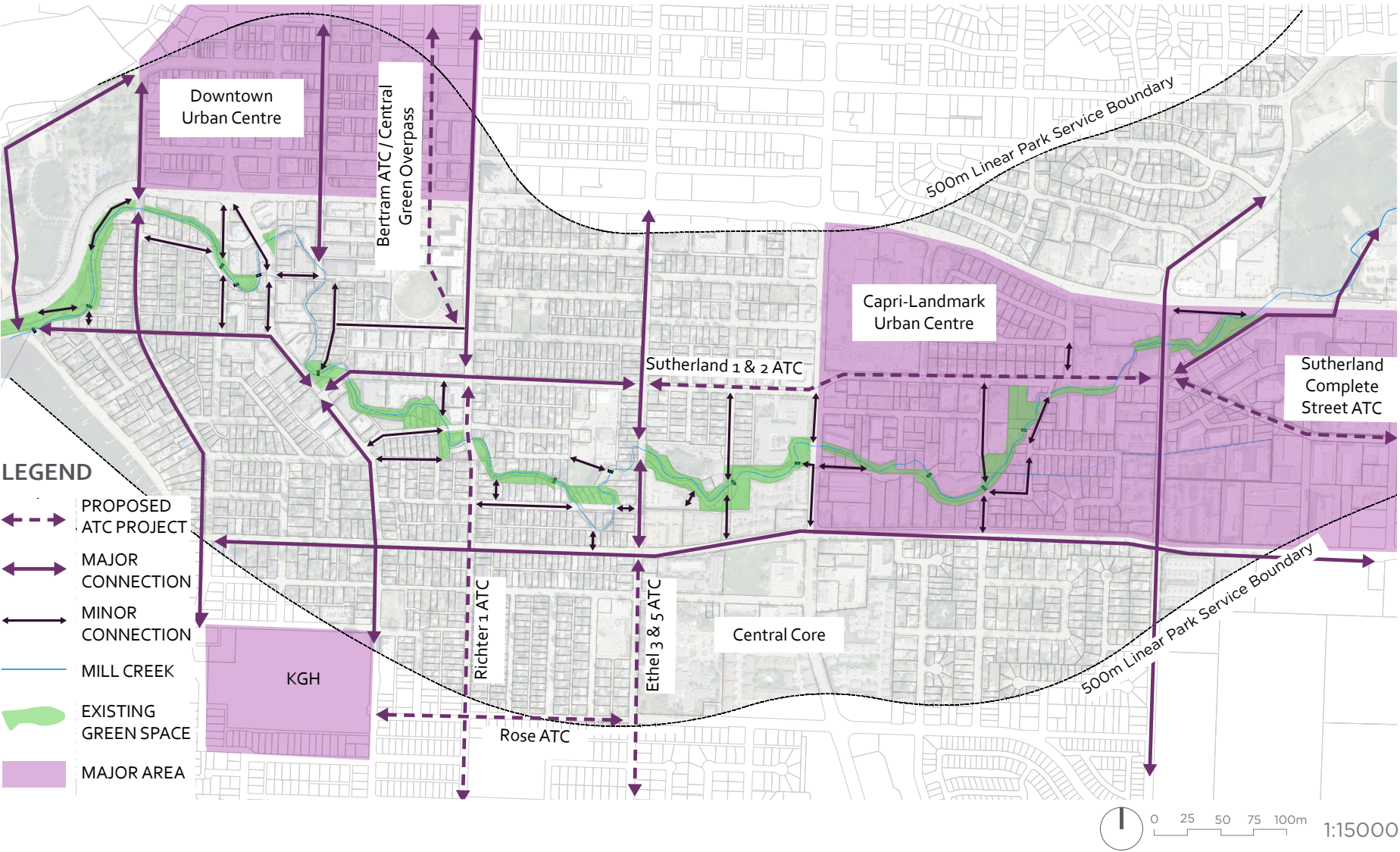
Active Transportation Corridors (ATCs) are multi-use pathways that often run adjacent to city streets. Connecting to existing and future ATCs is a major opportunity for Mill Creek Linear Park to improve connectivity.

- The timelines for ATC projects from 2021-2030 are:
- Abbott (Rose-Cedar)
- Abbott (Rose-West)
- Bertram ATC (Sutherland-Cawston)
- Bertram/Central Green Overpass
- Ethel 3&5 (Springfield-Raymer)
- Rose ATC (Pandosy-Ethel)
- Sutherland 1 & 2 (Ethel-Gordon-Burtch)

The timelines for ATC projects from 2031-2040 are:

- Sutherland reroute to Spall,
- Sutherland Complete Street ATC (Burtch-Spall)
- Richter 1 ATC (Sutherland-KLO)

ACTIVE TRANSPORTATION CORRIDORS MAP



APPENDIX C: WHAT WE HEARD REPORT

Mill Creek Linear Park Master Plan

WHAT WE HEARD CONSULTATION REPORT

June 2023



BENCH

Document prepared by EcoPlan



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PROJECT BACKGROUND

Mill Creek is an important natural feature with environmental, recreational and cultural values for the City of Kelowna. The City is making improvements to protect property, restore habitat and enhance parks in Kelowna. The development of the Mill Creek Linear Park Master Plan has been under consideration for over 20 years. In recent years, there have been several projects taking place including flood mitigation, diversion, and habitat restoration projects.

The City has secured funding from partners including Federal and Provincial governments, to enhance sensitive ecosystem habitats along the corridor, while adapting to an increase in flooding events. In addition, Development Cost Charge (DCC) funding will allow the City to continue making functional improvements along the Mill Creek corridor, while making the corridor more of a usable public amenity.

Public and stakeholder engagement was undertaken to seek input on park projects, which will also be guided by technical analysis, hydrology, and several long-term planning documents – including the [Mill Creek Master Plan](#) (2000), [Linear Parks Master Plan](#) (2009), Kelowna's [2040 Official Community Plan](#). Early-phase Park development construction is expected to begin by 2024. The following core values were identified in the Mill Creek Master Plan and serve as a benchmark to measure success for future projects.



Safety

Ensure the linear park has open sight lines, is well lit, and maintained so users and residents feel safe.



Ecology

Protect and enhance the creek ecosystem, while balancing the accommodation of public access.



Connections

Provide links between various parks and neighbourhoods to help bridge connections and build community.



Accessibility

Consider the needs of various user groups to provide access that is inclusive for people of all ages, abilities, and backgrounds.



Recreation

Provide opportunities to escape the urban environment and enjoy nature with low-impact activities such as walking, jogging, and communing with neighbours.



Identity

Celebrate the creek and the character of surrounding neighbourhoods through unique features and experiences.

ENGAGEMENT OVERVIEW

The purpose of community engagement – which took place between March 1 and April 24, 2023 – was to consult with Kelowna residents and stakeholders about future planning and design for Mill Creek Linear Park and several park spaces along the corridor. Specifically, Burne Neighbourhood Park, which is centrally located in lower Mill Creek (between Richter and Ethel Streets) and has capital funding for development in 2024. Marshall Pocket Park and Lindahl Community Park were also focus areas for engaging residents on future planning for Mill Creek Linear Park.

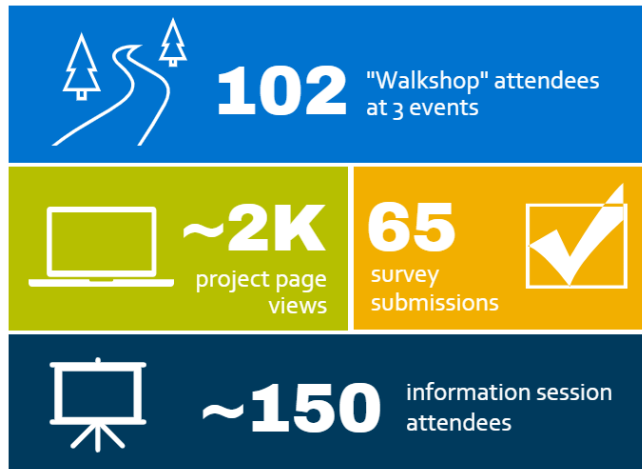
Residents were asked to share their priorities and identify issues and considerations for the future development of the linear park and the above-mentioned parks along the corridor. This consultation was also designed to inform residents about the bigger picture of Mill Creek flood mitigation, habitat restoration projects, and how past and future works fit into the larger watershed context.

This 'What We Heard' report summarizes the community engagement that took place between March 1 and April 24, 2023. During this consultation phase, the City heard from approximately 300 residents through the Get Involved Mill Creek Linear Park project page, a Public Open House and three onsite workshops. Input will be used to inform park design concept planning.

PARTICIPATION BY THE NUMBERS

Approximately 300¹ people participated in the consultation to share thoughts on Mill Creek Linear Park and the three parks including: Burne Neighbourhood Park, Lindahl Community Park and Marshall Pocket Park.

¹ This number reflects the total number of Information Session attendees, the total workshop participants, and the total contributions to the online discussion forum and map between March 1 to April 23, 2023. However, some participants may have taken part in more than one engagement opportunity.



WAYS WE ENGAGED

The consultation approach used online and onsite, in-person workshops to gather community feedback. For a summary of consultation communications outputs see Appendix A. The consultation inputs included the following:

ONLINE: MILL CREEK LINEAR PARK GET INVOLVED PAGE



Map tool | A project page was opened on the City engagement site, Get Involved, on March 1, 2023. Residents were invited to use an online map to help identify areas of interest, or concern, along Mill Creek Linear Park or within Burne Neighbourhood Park. In total, 30 pins and comments were added to the map.



Forum | Residents were able to let the project team know what they currently value about Mill Creek and what they would like to see in Burne Neighbourhood Park in future through the online project page. Twenty-nine (29) comments were left between two discussion questions. Two online forum questions asked residents 'What do you currently value about Mill Creek' and 'What amenities/features would you like to see in the future Burne Avenue Neighbourhood Park?'



Question & Answer | Residents were able to pose questions to City staff via the project page. Six questions were submitted.

IN-PERSON



Information session | A drop-in public information session held March 16 at Parkinson Recreation Centre, was staffed by City Parks and Communications team. Posterboards included information about flood mitigation and diversion projects, Mill Creek Linear Park Master Plan, a large-scale map of Mill Creek Linear Park, and possible design strategies. City staff set out to provide information about opportunities, challenges and solutions presented by the Mill Creek Park Plan and Flood Protection Plan. Approximately 150 people attended.



Onsite walkshops | The consultation hosted three onsite walkshops to gather community input on Mill Creek Linear Park improvements and design considerations. The walkshops were hosted in three segments of Mill Creek at locations that were publicly accessible.

- Burne Neighbourhood Park – 53 participants
- Lindahl Community Park – 26 participants
- Marshall Pocket Park – 23 participants

Limitations

While a variety of tactics were used to reach a diverse range of citizens (see: Public outreach), results do not represent a statistically significant, random sample of all Kelowna citizens. Due to the opt-in and open nature of participation, results do not necessarily reflect the views of all Kelowna citizens.

WHAT WE HEARD

OVERARCHING THEMES

Survey feedback that provides direction for the broader Mill Creek Linear Park Master Plan is summarized below. The following noteworthy themes emerged. These general findings are followed by more detailed results in the report.

- **Flood Mitigation** | Many participants expressed support for the City's flood mitigation works and recognized that diversion works have resulted in reduced flooding events in the downstream neighbourhoods of Mill Creek.
- **Ecological Restoration** | Many expressed an appreciation for the natural beauty and ecological importance of Mill Creek and wanted habitat restoration and naturalization addressed in the Mill Creek Linear Park Master Plan. Riparian planting, retaining mature trees, and naturalizing the creek is desired. In addition, improved water quality, fish, bird and wildlife habitat improvements were also supported.
- **Community Safety** | Several participants expressed concerns regarding sheltering, criminal activities, drug use and waste in parks. Many also expressed that park improvements and programming outdoor spaces are a way to address personal safety concerns. Park concept planning that includes Crime Prevention Through Environmental Design (CPTED) is desired.
- **Property Concerns** | Some property owners shared concerns about impacts to property values and/or losing property to riparian management areas as part of future park development. Currently, the City of Kelowna Official Community Plan (OCP), Future Land Use Map 3.1 and Natural Environment Development Permit Areas Map 21.1, indicate 15m riparian management areas on each side of the creek, which are to remain free of future development.
- **Privacy** | Many expressed questions and concerns about the future trail alignment. Some property owners shared concerns related to the potential loss of privacy that may result from a linear park trail running directly along private yards. Routing of the trail and strategies that consider adjacent residents' privacy was desired.
- **Park Features** | Commonly desired park features included traffic calming measures (reducing speeds near parks and crossings), safe movement for walking and biking, seating options, interpretive signage, garbage/recycling cans, and activity spaces where it makes sense (play spaces, community garden, fitness, pickleball, depending on the type of park and area available).

INFORMATION SESSION

Approximately 150 residents attended the public information session held on March 16. Most participants lived in the project area. City staff from Parks and Building Planning, Infrastructure Utilities and Communications attended to speak with residents and answer questions.

The feedback received included:

- **Flood Mitigation** | Many attendees expressed support for flood mitigation work and recognized the importance of building resiliency in the face of recurring flood events that have worsened with climate change.
- **Community Safety** | Many expressed concerns about safety along the corridor, while many others felt a park may improve safety in the area. Several neighbors expressed concerns about the potential for outdoor sheltering along the park.
- **Ecological Restoration** | Many attendees recognized the need to protect and restore natural areas and wildlife habitat. Appreciation was expressed for natural beauty of the area, along with desire that natural features not be dramatically disrupted by park design interventions.
- **Property Concerns** | Some property owners shared concerns about possible impacts to property values and/or losing property to the riparian management area as part of future park development.
- **Privacy** | Attendees shared questions and concerns about future trail alignment; some property owners expressed concerns related to the potential loss of privacy that may result from a linear walking park directly abutting their yards.
- **Park Features** | Some expressed a desire for cycling facilities while many others wanted to ensure that the corridor remained pedestrian-focused. There was support for a walking path and connectivity along the creek.



ONSITE WALKSHOPS

In total, 102 community members attended an onsite park walkshops which took place on April 19 and 20, 2023. The interactive events were 90 minutes and took place at Burne Neighbourhood Park, Lindahl Community Park and Marshall Pocket Park. The open environment and informal conversations in small groups provided a unique setting, which supported more relaxed conversations between City staff and residents. The majority of participants were adjacent residents with a direct insight and interest in future planning for Mill Creek Linear Park.

Participants were able to learn about flood mitigation, habitat protection, park planning considerations, and discuss aspects of interest to them including community safety, land acquisition and future developments. The walks were led by a staff person from BENCH Site Design City of Kelowna staff from several departments including: Parks and Buildings Planning, Community Safety, Infrastructure Utilities, Real Estate, Planning and Development.

Participants were invited to fill in a paper survey form during or after the walkshop. The three walkshop survey forms had elements that were consistent between the three sites, asking about the Mill Creek Linear Park Master Plan, as well as questions that differed, asking residents about the specific park areas where the walkshops were held. Site-specific questions focused on future amenities, features, and considerations for improvements.

The following is a summary of perspectives shared by residents across the three walkshops. Please see Appendix B, C and D for detailed survey results for each location.

BURNE NEIGHBOURHOOD PARK SUMMARY

The following is a summary of key themes from the Burne Neighbourhood Park survey feedback. A total of 34 surveys were submitted at the Burne Neighbourhood Park walkshop.

- **Ecological Restoration & Flood Mitigation** | Walkshop participants prioritized ecological restoration. Several comments focused on conservation, wildlife habitats, and the naturalization of Mill Creek. There is a desire to see improved water quality, clear debris, improve the riparian area, and restore the flows of the creek. Participants also expressed a strong preference for ensuring green space, including maintaining mature trees and planting new trees, shrubs, and flowers. Many comments highlighted the need to prioritize flood mitigation in the park design. Some suggested enhancing the riparian area, wetlands, floodplain, and surge ponds surrounding the creek, as important flood mitigation measures.
- **Safety** | Safety was also a major concern for walkshop participants. Some comments highlighted the need for safe road crossings and sidewalks at the places where the park crosses busy roads. Respondents also stressed the importance of adding traffic calming measures, such as reduced speed limits and speed bumps to slow down vehicle traffic near the park. Many participants indicated a desire for a reduced crime rate in the area and concerns with potential drug use in the park and associated dangerous waste (needles). Participants suggested having better lighting in the park to improve safety.
- **Outdoor Sheltering** | One of the critical areas of concern identified by respondents was related to current and future outdoor sheltering in the area and how this affects or may affect their perceived sense of safety when visiting the area. Respondents were also concerned about litter and waste associated with these encampments. At the same time, some respondents expressed concerns about how creating a manicured park could harm the unhoused population.
- **Park Access & Linear Pathway** | Many participant comments were on the topic of the linear park pathway system. Several respondents desired more clarity on the linear trail alignment and design. There is a desire for this path to be easily accessible, walkable, and bikeable with no dead ends. Some comments suggested having a raised gravel pathway, while others suggested having a paved walkway. Many respondents highlighted park access and trail accessibility as priorities, with a desire to see parking spaces near the park. Participants also commented on the need to complete and improve the existing bridge crossing condition.
- **Private Property & Resident Privacy** | Many comments from residents living near the park were about protecting resident privacy. Residents were concerned about increased pedestrian traffic near their backyards and expressed concerns about privacy. Some pointed to the need to plant trees near the properties surrounding the park to prevent people from looking into their yards. Many owners in the area expressed

concerns regarding the impacts of the linear park on their privacy – the possibility of the park boundary encroaching onto their property specifically. In addition, participants expressed concerns about building demolitions (loss of housing, which is in critical short supply) that has been occurring in this neighbourhood.

- **Park Maintenance & Servicing** | Participants highlighted the need for better park maintenance and servicing, mainly to ensure park cleanliness, remove litter, and empty garbage cans regularly. There was also a desire to see covered garbage cans added to the park.
- **Park Features** | Participants suggested many park features they would like to see in the future. Some respondents expressed their desire to see the area be family-friendly with covered picnic areas, a playground, a waterpark, a skatepark, a small sports court for pickleball, water bottle filling stations, a community garden, and fencing. Many comments also expressed interest in having interpretive signage about the ecology and history of the area, including Indigenous history. Suggested features to increase the accessibility of the park include adequate parking, ample seating, and sufficient lighting. Some concerns about the park include noise, the proximity to the school, and ensuring timely development.



Image: Onsite workshop at Burne Neighbourhood Park on April 19, 2023

LINDAHL COMMUNITY PARK SUMMARY

The following is a summary of the key themes from the Lindahl Community Park survey feedback. A total of 16 surveys were submitted at this walkshop.

- **Ecological Restoration & Flood Mitigation** | Walkshop participants emphasized the importance of protecting the ecology of the Lindahl Community Park area. Respondents expressed a strong desire to restore Mill Creek to its natural state, protect natural features, and retain trees and vegetation. With the area experiencing high levels of development, there was a shared desire to maintain the park's natural features. Additionally, respondents highlighted the need to restore and enhance the riparian area and wetlands by planting and maintaining carefully selected vegetation to support the various species of birds, fish, and mammals. Participants considered the restoration of Mill Creek's riparian areas and natural vegetation as important flood mitigation tactics.
- **Safety** | Concerns regarding safety in the Lindahl Community Park area were raised by several participants. The need for road safety measures, mainly related to street crossings and reducing speed limits, was emphasized. Additionally, a need to reduce crime in the area was mentioned. Increased lighting was recommended as a measure to reduce criminal activity and increase safety.
- **Outdoor sheltering** | Participants made comments regarding outdoor sheltering in the Lindahl Community Park area. Comments emphasized the need to provide appropriate housing and services to the unhoused populations in the area, especially poverty reduction and mental health services. There is a shared desire to address the root causes of homelessness and to provide support for those experiencing homelessness.
- **Park Access & Linear Pathway** | Participants placed a strong emphasis on connectivity, walkability, and increased footpath usage, with a desire for more pedestrian and bike-friendly infrastructure, such as road crossings and bridges. Additionally, there were requests for increased accessibility for all individuals. Participants shared their appreciation for the project because it aligns with a desire for fewer vehicle-oriented roads and more bike and pedestrian pathways in the city.
- **Noise** | Respondents expressed their concerns about increased noise due to a potential increase in pedestrian traffic. There were also concerns about the noise levels from play parks, although desire for more play parks was also heard. Additionally, a suggestion to reduce sound travel in the highly populated area was made.
- **Park Features** | There was a desire for more recreational options, especially for those living in apartments, and a focus on preserving natural elements, such as trees, to increase shade and decrease summer temperatures. Participants had mixed views on

building fences: some felt it can protect the privacy of nearby residents, while others said it is disruptive to the ecology. Several comments expressed a desire for more fitness and activity spaces, such as playgrounds, callisthenics parks and pickleball courts. There was also a desire for community gathering space and seating options in the park.

- **Community Garden** | There was a desire from participants to keep the Lindahl community garden and re-naturalize other park areas. Respondents expressed concerns about the continued maintenance and safety of the community garden, specifically noting concerns with theft and general safety.
- **Reconciliation** | The feedback regarding Reconciliation included a call for consultation with Indigenous peoples to ensure that their voices and perspectives are included in decisions related to the park.



Image: Onsite workshop at Lindahl Community Garden on April 20, 2023.

MARSHALL POCKET PARK SUMMARY

The following is a summary of the key themes from the Marshall Pocket Park survey feedback. A total of 14 surveys were submitted at this workshop.

- **Ecological Restoration & Flood Mitigation** | Participants expressed a strong desire for ecological restoration and protection of mature trees, riparian zones, and wildlife habitats for species such as beavers, raccoons, and birds around Marshall Avenue. Suggestions included planting species for pollinators, decreasing lawn space, and creating shade to enhance the park's natural character. There was also a desire for connectivity, year-round foliage and benches. There was an emphasis on the need to consider lake health, high bacterial count, E. coli challenges, and flood mitigation. Flood mitigation suggestions included acquiring more property along the creek to give it more room, implementing flood mitigation measures, and addressing flooding issues.
- **Cultural** | Respondents wanted to highlight the unique heritage aspect of the area, providing historical and cultural context for the creek, including its significance to local Indigenous culture.
- **Safety** | Feedback regarding safety in the Marshall Park area shows concerns about various issues, such as crime, drugs, and litter. Participants also mentioned the need to manage traffic flow and create more accessible and safer crossings for pedestrians and bikers. There were also suggestions for a street crossing that prioritizes people and bikes, over cars and a sidewalk along the road leading to Marshall Park.
- **Outdoor sheltering** | Concerns about overnight camping in the area were raised. Respondents suggested mitigating these issues by engaging the mental health facility on Sutherland Avenue, with those experiencing homelessness who shelter in the park.
- **Park Access** | A desire to improve park access, including new connections to Abbott and Maple Streets and a creek bridge to Pandosy was shared. There were also concerns about parking, overburdening pedestrian crosswalks at high traffic times, and the impact of the ATC between Richter and Pandosy on traffic patterns.
- **Linear Pathway** | Some participants suggested wider sidewalks for pedestrians and bicyclists to use together to provide safer, well-connected bike paths, and bike racks at some locations. Additionally, there was a desire to create a character or feeling about Mill Creek as a shared treasure that encourages the interconnection of species with the place.
- **Accessibility** | The accessibility of Marshall Pocket Park is a significant concern, including the need to ensure that the park is accessible to people with disabilities, such as those who have visual impairments or use a mobility aid. There were suggestions to

create a pathway that allows wheelchair access to ensure that everyone can enjoy the park and its amenities.

- **Private Property & Resident Privacy** | Many nearby residents shared concerns about the lack of privacy with a linear park and trail. There were also concerns about noise, specifically related to 24-hour foot traffic and increased access to the park. There was a strong desire to keep residents informed and engaged as park planning, design and development continues.
- **Park Features** | Participants expressed a desire to maintain the unique aspects and tranquillity of this neighbourhood, balanced with features such as interpretive signage, dog-friendly areas, and playground equipment for children. There was also an emphasis on the importance of preserving wide open spaces, providing quiet spaces and children's play areas. Participants suggested the installation of benches and seating areas in quiet spots along the park, along with the installation and upkeep of garbage cans to reduce litter.

LINEAR PARK CONCEPT FEEDBACK SUMMARY - WALKSHOPS

An objective of the consultation was to seek residents' insights on considerations for development of the Mill Creek Linear Park Master Plan. Survey feedback that provides direction for the broader Mill Creek Linear Park Master Plan is summarized below.

VALUES

Walkshop participants were asked to indicate what they currently value about Mill Creek from a list of six values. The chart below shows the response from each location, as well as the total.

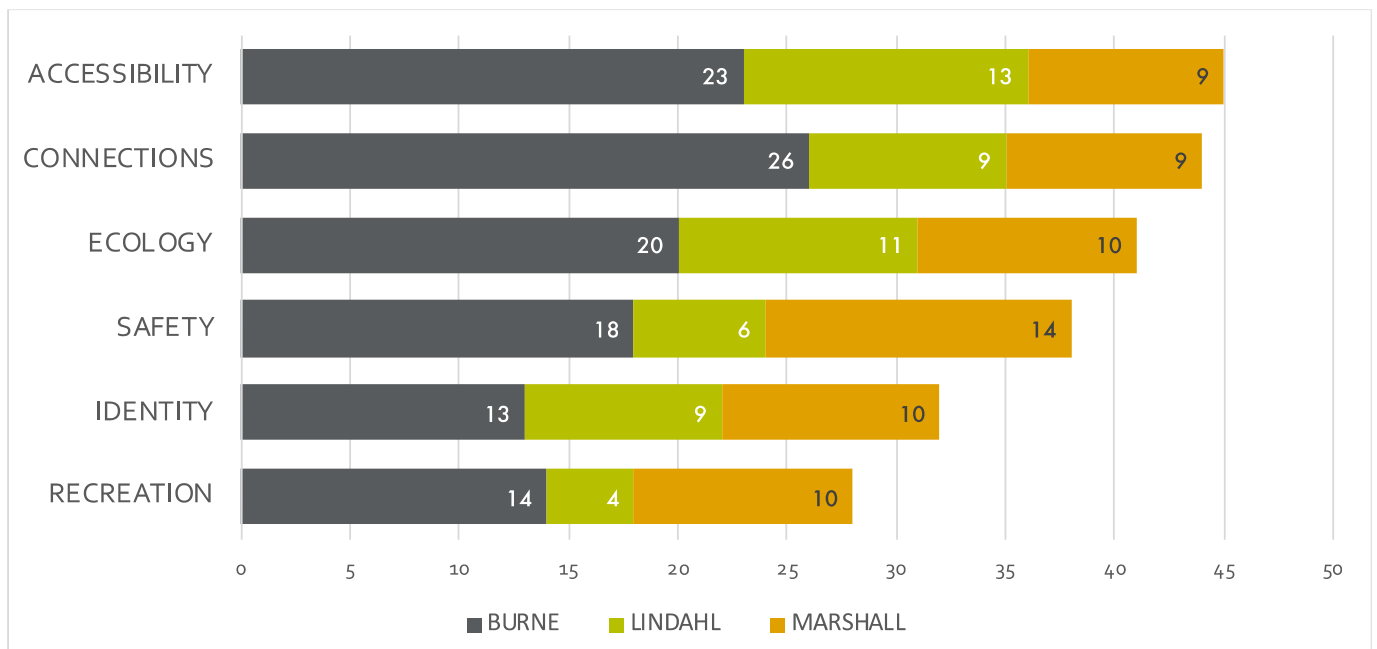


Figure 1 Mill Creek Values survey question:
What do you currently value about Mill Creek?

PARK FEATURES

Walkshop participants were asked to select the features they would like to see most in each park in future. The features listed were specific to each location, with some features consistent across all three parks. The chart on the following page shows survey responses by location, as well as the total.

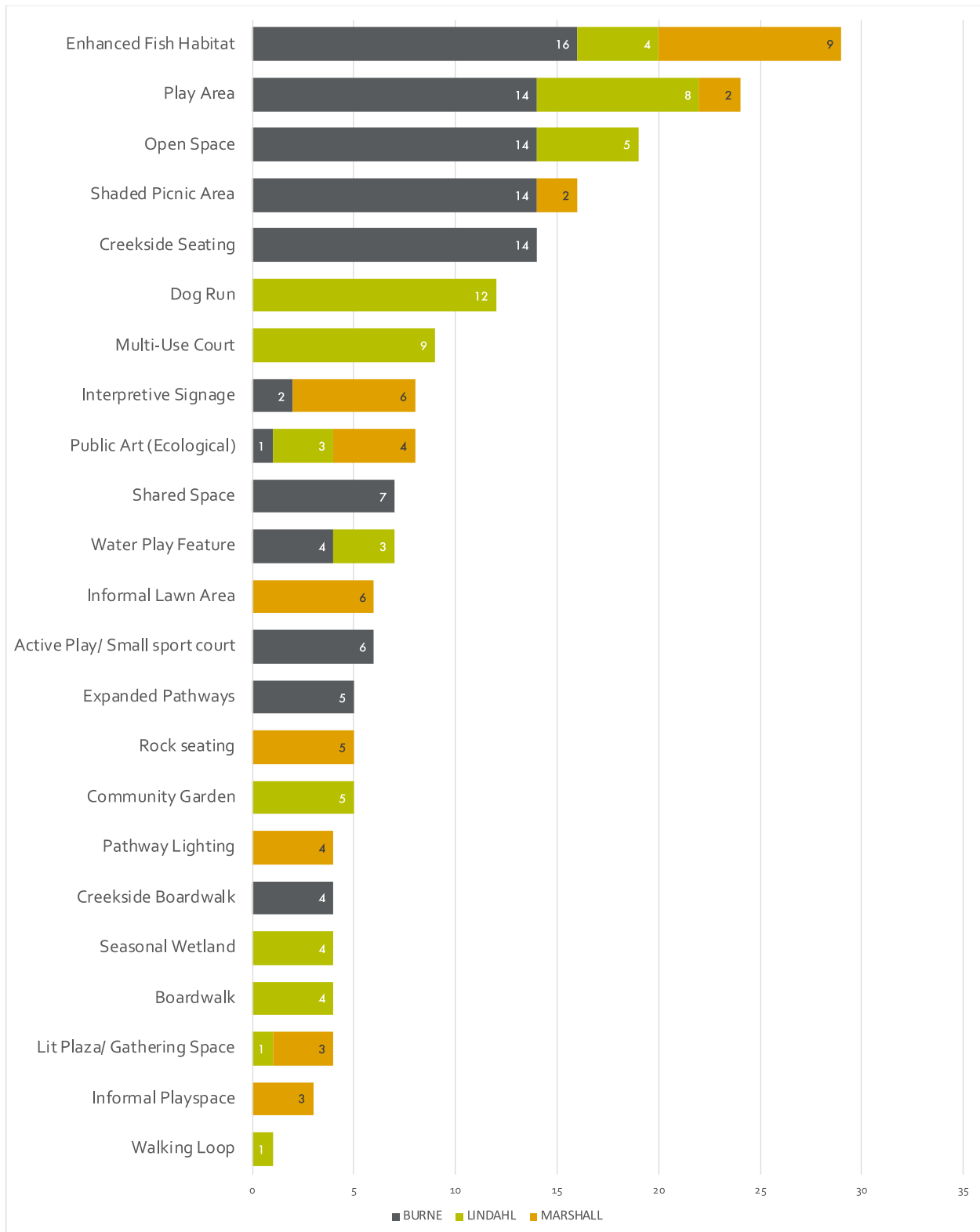


Figure 2: Mill Creek Park Features survey question:
What top 4 features are most important to you in the future Burne, Lindahl, or Marshall Neighbourhood Park?

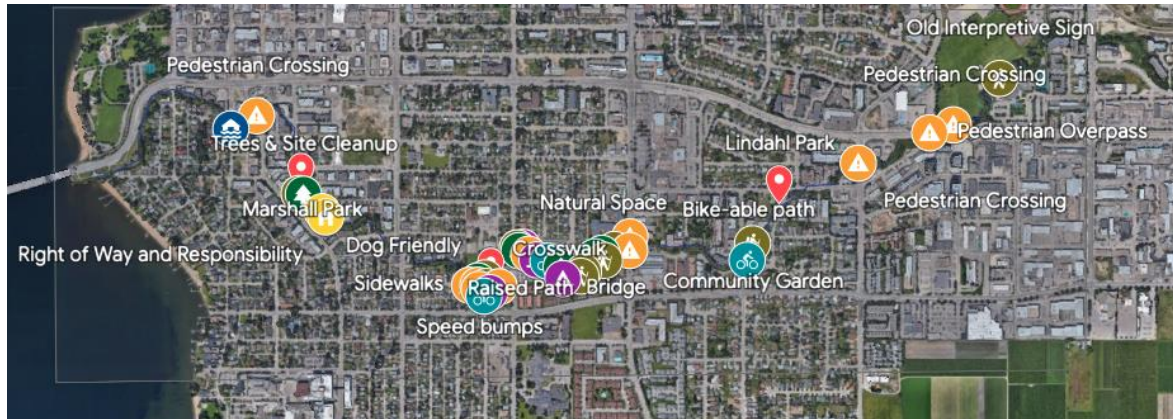
PARK FEATURES continued

Survey respondents at the workshops provided additional information on features they would like for Mill Creek Linear Park. While the majority of survey respondents provided comments specific to the park the workshop was held, more general comments for Mill Creek Linear Park included:

- **Flood Mitigation** – Many participants expressed support for the City’s flood mitigation works and recognized that diversion works have resulted in reduced flooding events in the downstream neighbourhoods of Mill Creek.
- **Ecological Restoration** – Many expressed an appreciation for the natural beauty and ecological importance of Mill Creek and wanted habitat restoration and naturalization addressed in the Mill Creek Linear Park Master Plan. Riparian planting, retaining mature trees, and naturalizing the creek is desired. In addition, improved water quality, fish, bird and wildlife habitat improvements were also supported.
- **Community Safety** | Many expressed concerns regarding sheltering, criminal activities, drug use and waste in parks. Many also expressed that park improvements and programming outdoor spaces are a way to address personal safety concerns. Park concept planning that includes Crime Prevention Through Environmental Design (CPTED) is desired.
- **Property Concerns** | Property owners shared concerns about impacts to property values and/or losing property to riparian management areas as part of future park development.
- **Privacy** | Many expressed questions and concerns about the future trail alignment. Some property owners expressed concerns related to the potential loss of privacy that may result from a linear park trail directly abutting private yards. Routing of the trail and strategies that consider adjacent residents’ privacy is desired.
- **Park Features** | Most desired park features include traffic calming measures (reducing speeds near parks and crossings), safe movement for walking and biking, seating options, interpretive signage, garbage /recycling cans, and activity spaces where it makes sense (play spaces, community garden, fitness, pickleball, depending on the type of park and area available).

ONLINE FORUM AND MAP SUMMARY

This section summarizes the comments made by residents through the online interactive map and the online forum.



Online comments were consistent with the feedback received during the three workshops. The following is a summary of the key ideas shared online:

- **Ecology** | Participants expressed a desire to preserve and restore the natural character of Mill Creek through ecological restoration, fish habitat enhancement, planting climate-resilient trees, planning for flood mitigation, and expanding the riparian area. Concerns about the impacts of overcrowding with increased park development were also heard.
- **Park Features and Access** | There were many suggestions for additional park features and ways to make Mill Creek Linear Park more accessible to many users. Some requested additional amenities like a skatepark, playground, public toilets, and an off-leash dog park. Others suggested improvements to existing facilities, such as increased frequency of garbage/waste removal and maintaining the park's cleanliness. There were also suggestions for the addition of a footbridge at Marshall Pocket Park and a family-friendly picnic area.
- **Safety** | Issues of safety were raised, including concerns about traffic, poor lighting, and encampments in the area. Mitigation suggestions included measures to slow traffic, increased lighting, and working with local organizations to provide housing and mental health support services to those experiencing homelessness in the area.
- **Private Property Concerns** | Residents raised several concerns and questions regarding the potential impact on property values, the City's purchasing of existing properties and the private property rights of residents and homeowners surrounding Mill Creek.

CONCLUSION & NEXT STEPS

The engagement heard from residents through the Get Involved Mill Creek Linear Park project page, a public information meeting and three workshops held at three different park locations showed that residents share a desire to enhance Mill Creek Linear Park and make it more enjoyable for visitors of all ages and interests. People value Mill Creek as a uniquely beautiful and intrinsically vital natural asset and are supportive of flood mitigation benefits that would protect this area for future generations of people and animals alike. Neighbouring residents also recognize that there is a pressing need to continue efforts to provide housing for people who shelter outdoors in the area and ensure a sense of safety for all. Ultimately, through engagement, the Mill Creek Linear park values including safety, ecology, connections, accessibility, identity and recreation, were confirmed.

Public input, along with technical and financial considerations, will shape park concept plan development and the Mill Creek Linear Park Master Plan. The City of Kelowna and BENCH design consulting team will be proceeding with park concept design planning, with the following in mind:

- Communicating flood mitigation benefits in the park development;
- Naturalizing and communicating fisheries and environmental benefits of design;
- Applying strategies in park design which aim to address concerns about safety (ie. Crime Prevention Through Environmental Design principles);
- Considering adjacent private properties (ie. routing of trail, screening, buffers)

Feedback from this consultation, along with technical and financial considerations, will help inform the Mill Creek Linear Park Master Plan, which is expected to be finalized in 2023. Input will first be applied to the design and development of Burne Neighbourhood Park, which has capital funding for development in 2024.

APPENDICES

Appendix A: Public Outreach

City of Kelowna communications staff advertised the project and events using existing media channels, including a variety of City social media and newsletters.

Channel	Reach
Direct Mail	1000 addressees
Social media ads	160,037 impressions 42,473 reach
Castanet x 2 weeks	580,117 impressions 224 Click-throughs
Newspaper: City in Action x 2	6200 paid subscribers per issue 14,200 estimated reach
News release (e-newsletter)	4,396 delivered 54.78% open rate 113 links clicked

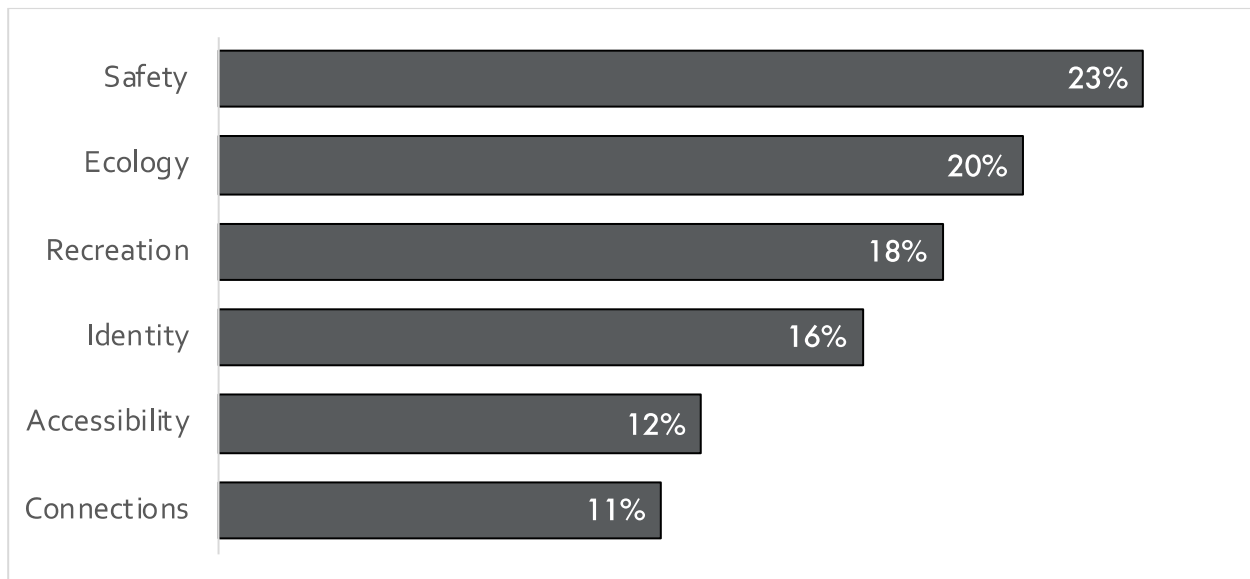
Appendix B: Burne Neighbourhood Park Walkshop Detailed Summary

WHO PARTICIPATED

A walkshop was held at Burne Neighbourhood Park on April 19 from 5:00-6:30 pm. In total, there were 53 participants and 34 completed surveys.

PART 1: VALUES

QUESTION 1: *What do you currently value about Mill Creek?*



QUESTION 2: *Did we miss any values that are important to you?*

Private property concerns

I love the idea of a park but I value my own property privacy and absolutely would not want a trail going through it

Privacy, quiet

Privacy for the people living along the park

Privacy, safety, security

City acquisition representative

Natural elements

Open concept

Shade

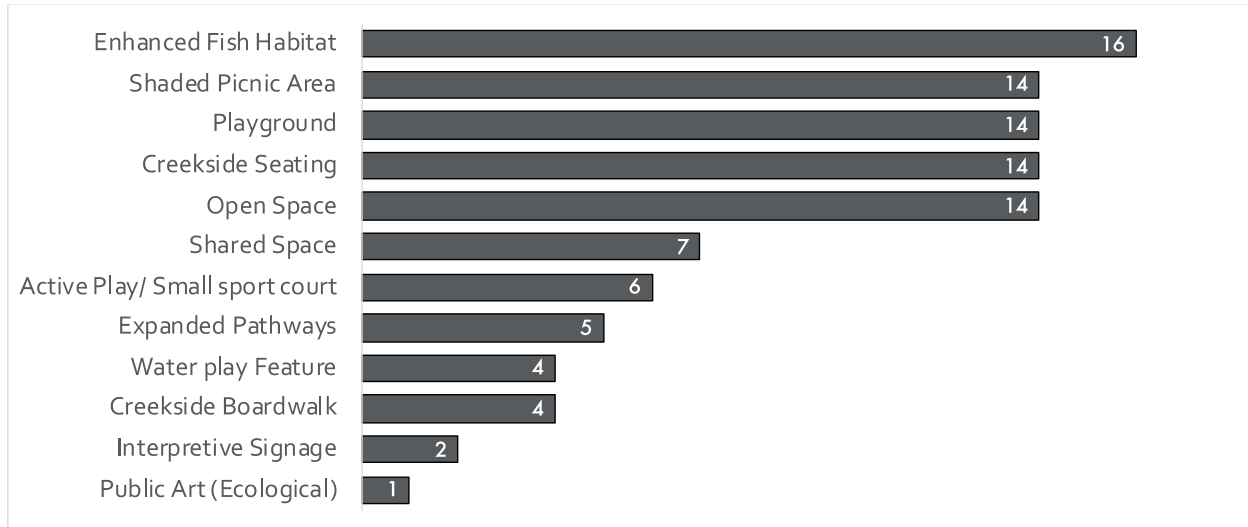
All the interesting turns, and weaving path on waterway often surprising in this urban setting -very important to keep natural, clean flow

Beautiful area- I look forward to seeing the improvements

Flood mitigation, wildlife corridor, amenities for renter housing

PART 2: PARK FEATURES

QUESTION 5: What top 4 features are most important to you in the future Burne Neighbourhood Park?



Note: The # represents the total number of times each feature was selected.

QUESTION 6: Are there Mill Creek Linear Park or Burne Neighbourhood Park development considerations that you want the project team to know about?

Natural elements

Thank you for prioritizing habitat & trees. Wayfinding symbol = footprints

No woodchips

The Elliot Ave exit just before the bridge- concrete walls seem necessary but i appreciate the direction you want to take to re-naturalize the embankments- great to have more plants, and green space.

Private property concerns

Leave my property alone

Any opportunity to communicate with homeowners along the Creekside is appreciated

Benches to face away from people's homes

We are wondering about the privacy of the people on the creek

Please keep residents directly affected in the know

Noise considerations

Playground would be great- no music making things thought please. Classic playground. Tennis court maybe but prefer b-ball or skateboarding things.

Safety

Safety/ homeless concerns

Please consider creating positive traffic in the park & make safe for children

I am concerned that the linear park will be a homeless highway between City Park and PRC

Access

Major street crossings- Ethel, Richter, Gordon

Want Burne park to be accessible from Copeland pl and Elliot Ave by school

General

Removing housing yet concerned about homeless occupants. Irony?

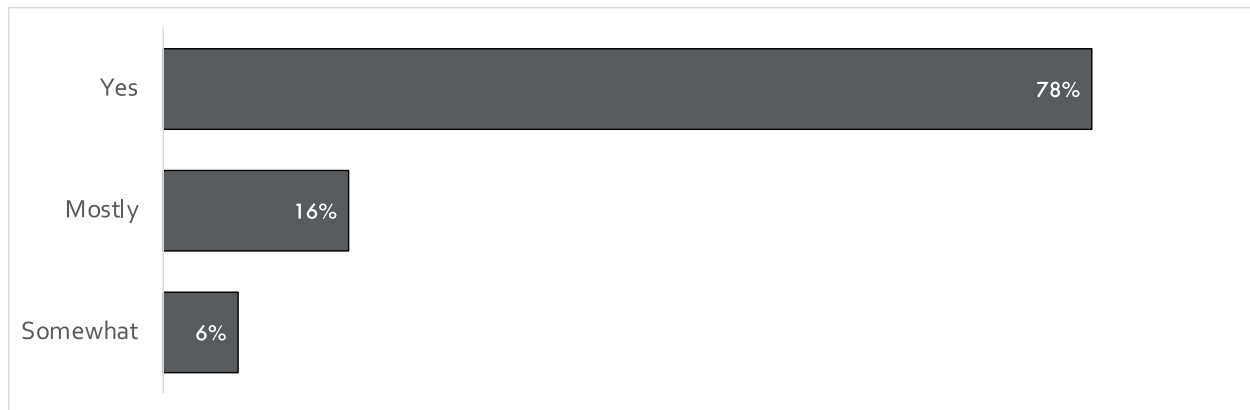
Timely development important

Great job so far. Wish this happens faster!

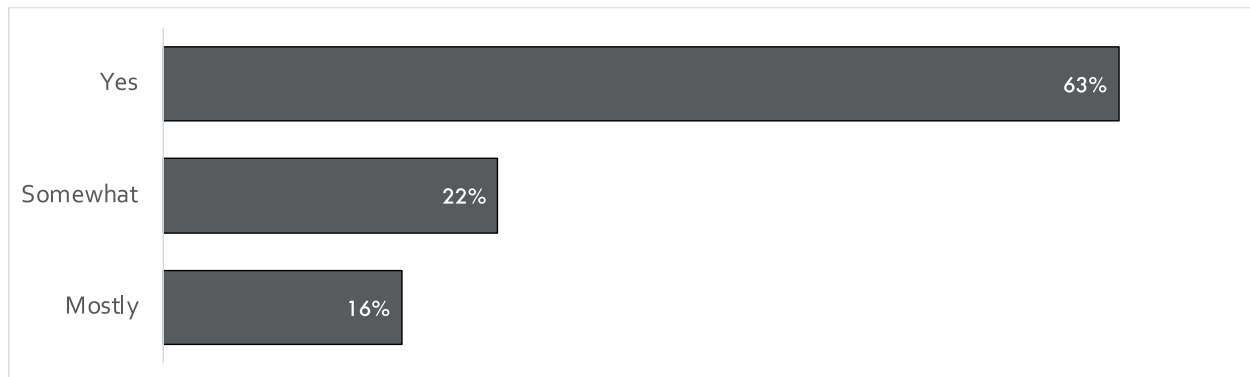
Concerned that focus on linear is too difficult but still held as the ultimate goal. May detract from other more achievable goals.

Dog park?

QUESTION 7: *Was the information presented today easy to understand?*



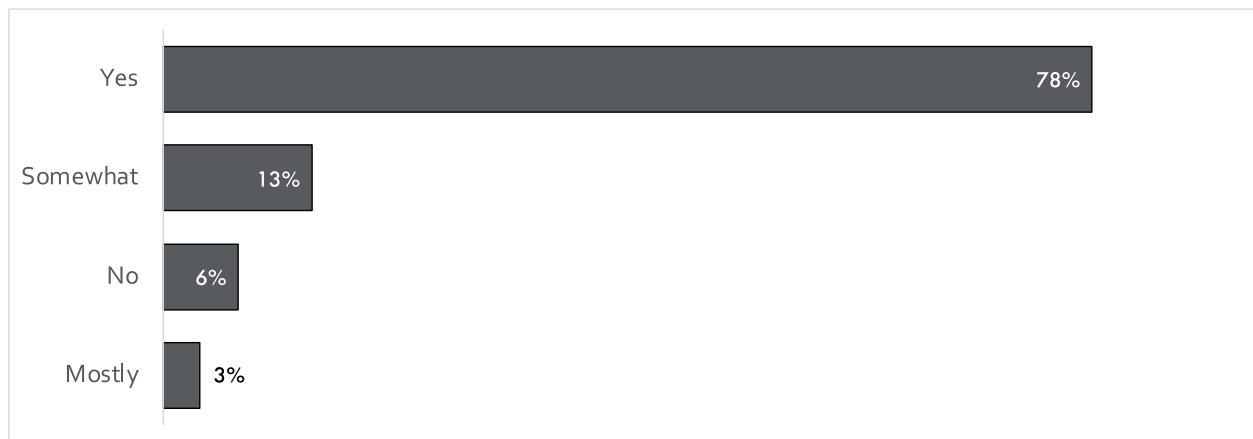
QUESTION 8: *Did you have enough information to participate in a meaningful way?*



QUESTION 9: *Did you understand how public input will be used in this process?*

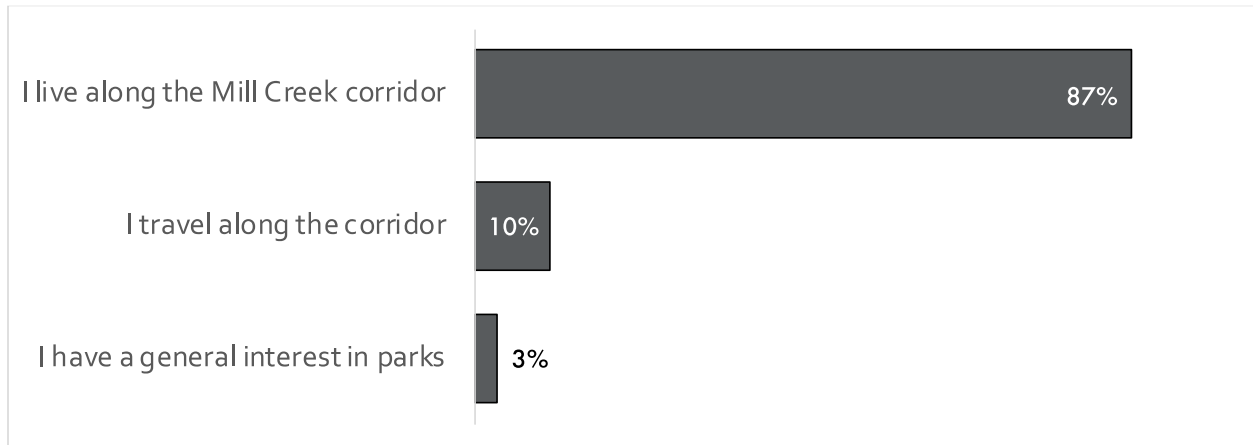


QUESTION 10: *Did you feel that participating was a valuable experience for you?*

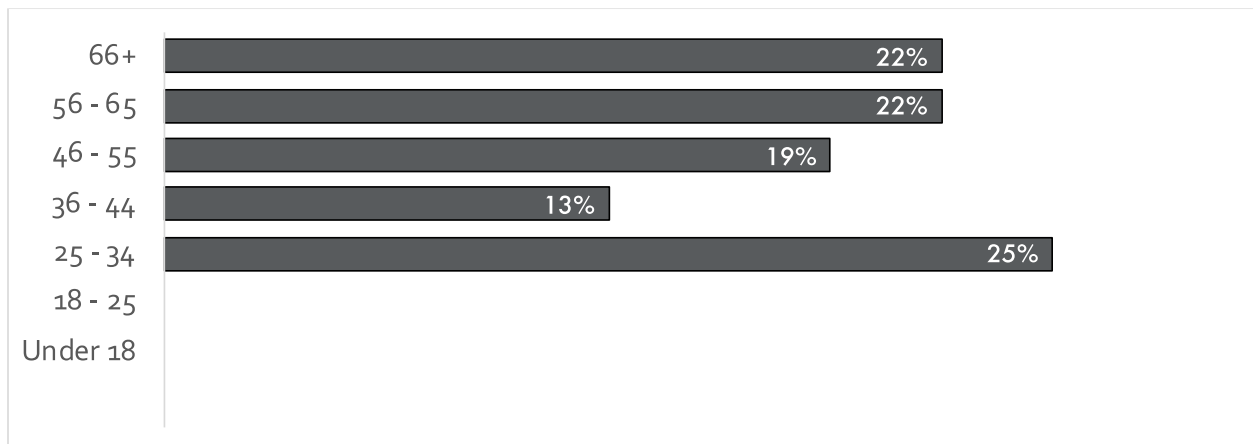


PART 3: ABOUT YOU

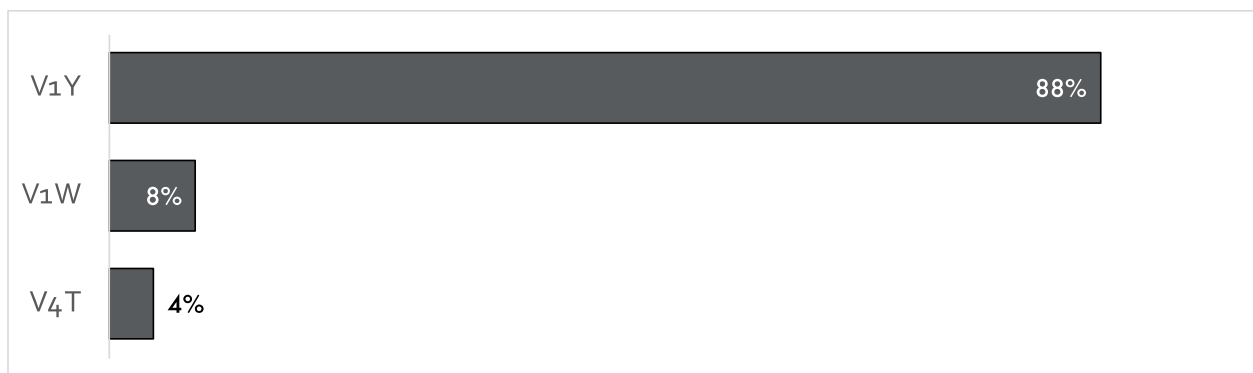
QUESTION 11: *What is your interest in this topic?*



QUESTION 12: *What age category are you?*



QUESTION 13: *Please write the first 3 digits of your postal code.*



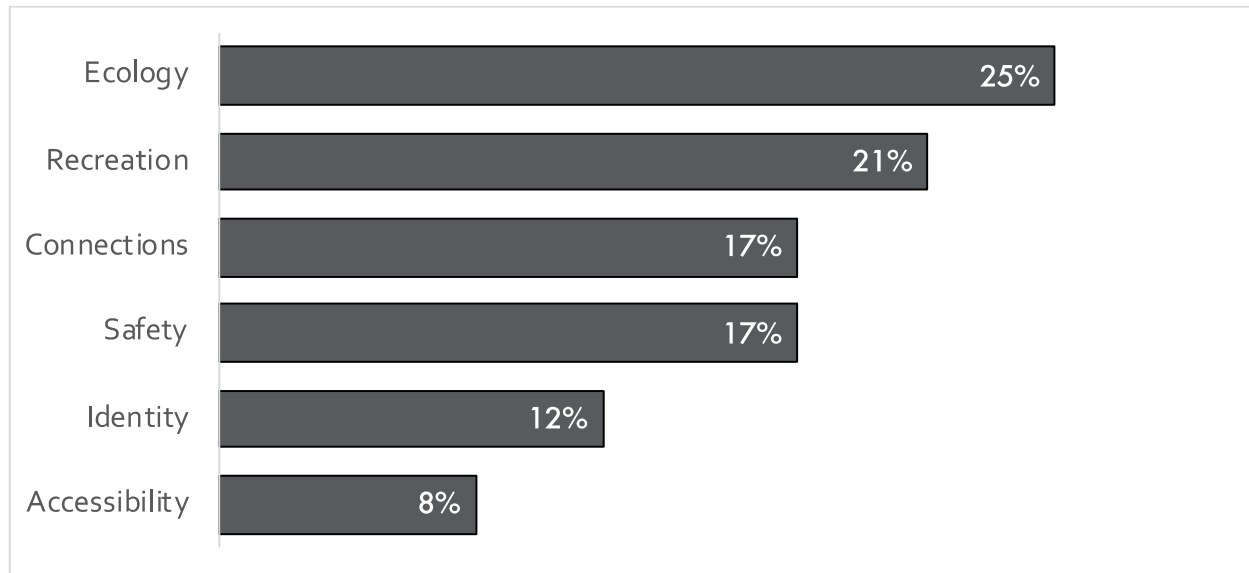
Appendix C: Lindahl Community Park Walkshop Detailed Summary

WHO PARTICIPATED

A walkshop was held at Lindahl Community Park on April 20 from 9:00-10:30 am. In total, there were 26 participants and 16 completed surveys.

PART 1: VALUES

QUESTION 1: *What do you currently value about Mill Creek?*



QUESTION 2: *Did we miss any values that are important to you?*

Natural Elements

Natural, native foliage. Taking opportunity to heal/ repair. Keeping most/ all healthy old growth and existing environment. No chain link fence.

Wildlife corridor

Sustainability & flood mitigation

Access & Use

Through biking to Abbott.

Theft in community garden. Suggest fencing it off from the park (one entry/ exit point only)

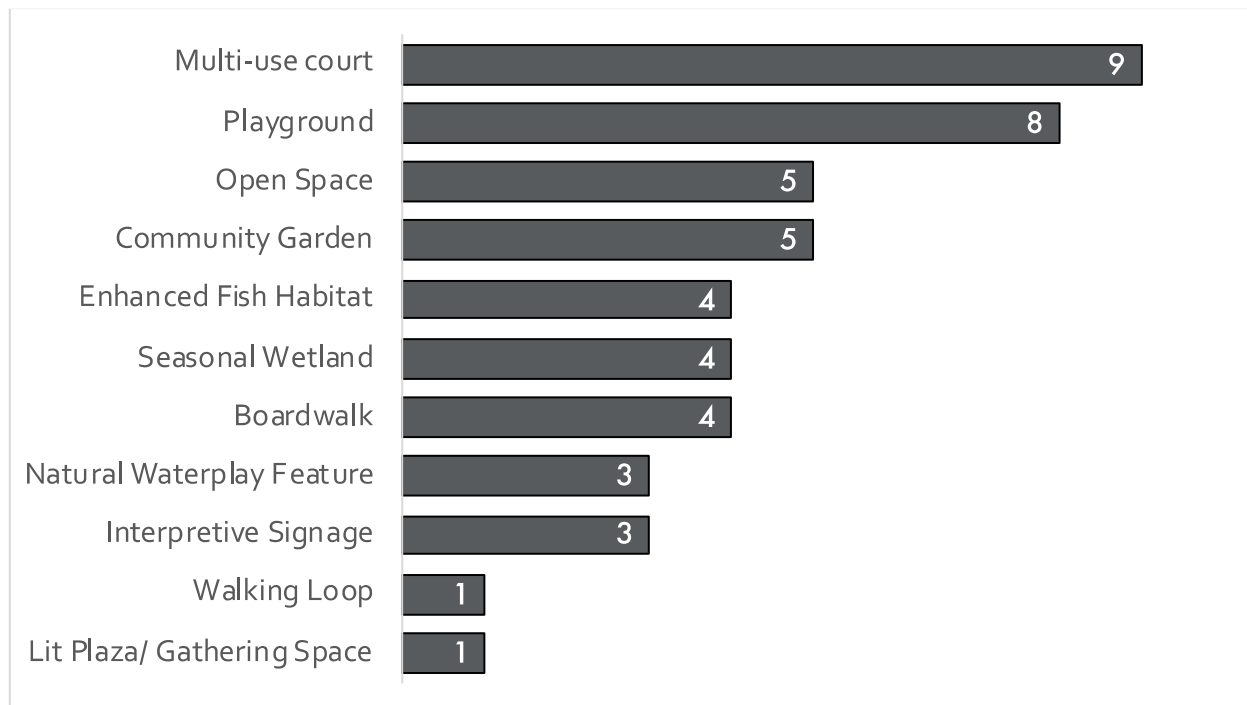
Other

Heritage- Marshall Park is in a Heritage Conservation area

Noise abatement

PART 2: PARK FEATURES

QUESTION 5: What top 4 features are most important to you in the future Lindahl Community Park?



Note: The # represents the total number of times each feature was selected.

QUESTION 6: Are there Mill Creel Linear Park or Lindahl Community Park development considerations that you want the project team to know about?

Natural Elements

Cutting down the trees, shrubs, and bushes should be done less. Workaround them. I would like to see more seasonal wetland types of habitat like on Casorso Rd where beavers, blue heron could be seen. The other example is wetland by the Grand Delta Hotel

Fences are a huge no go/disconnection from the creek. Create more peaceful habitat for the creek. Lots of nature here- do not want to create resistance to nature.

Recreation

Climbing wall

When I was in Spain, they had children's playgrounds next to Callisthenics parks so adults & kids could enjoy staying active together. Use this as the future for the City

Brookside Ave is very narrow and any trails should be on the Northside of Mill Creek (pacific side)

Housing & Safety

Tenting in Lindahl Gardens. Flooding on Lindahl street every spring.

Safety at community garden

Houses within a certain distance if sold should go to park land not new owners

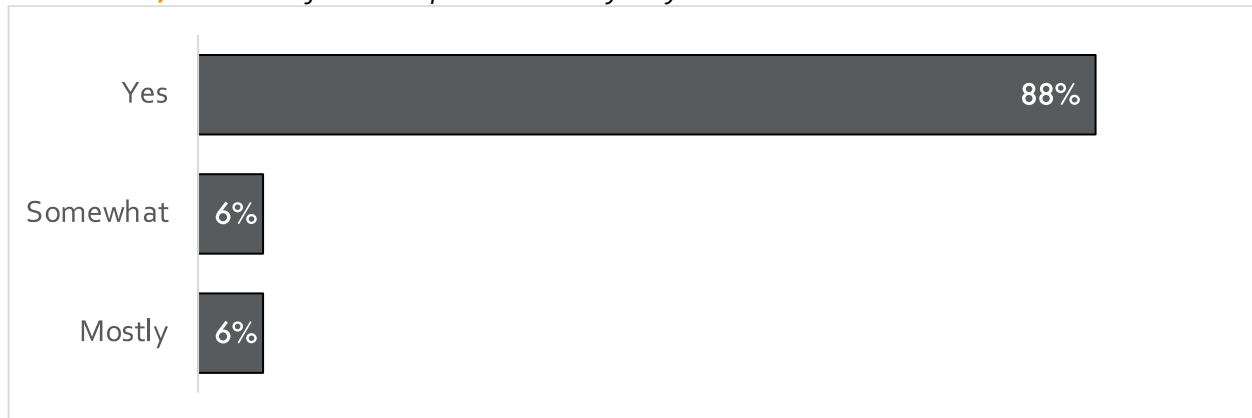
Building affordable (30% of income) housing (e.g., large City lot on Sutherland Ave)

Other

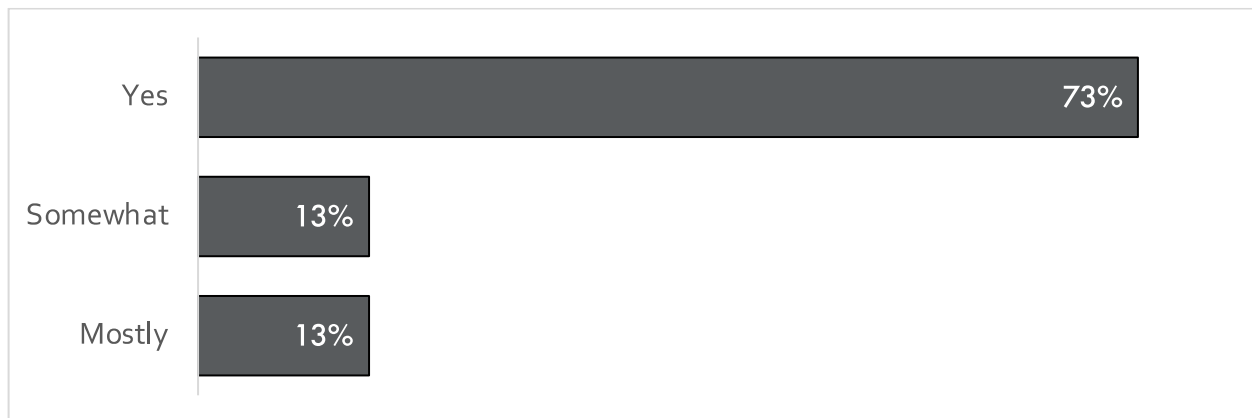
Signage about Mill Creek history

PART 3: ENGAGEMENT FEEDBACK

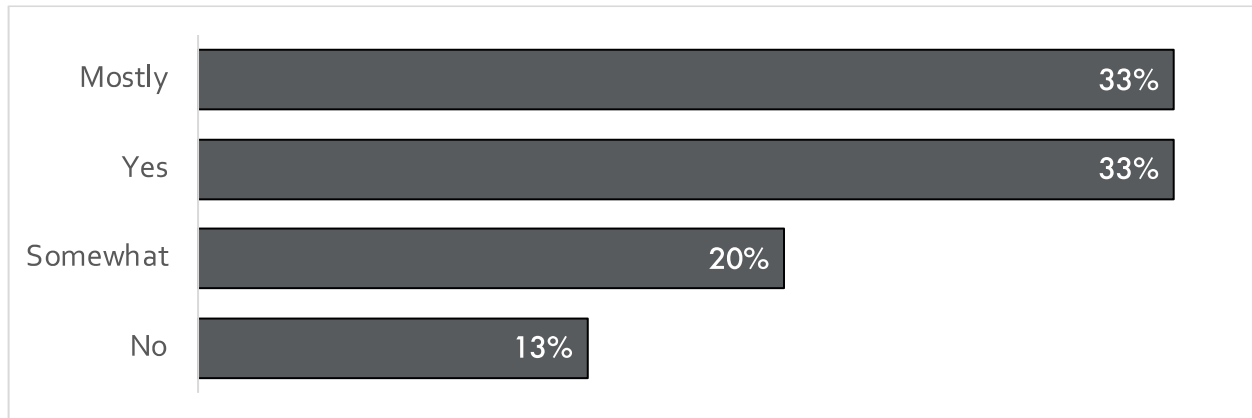
QUESTION 7: *Was the information presented today easy to understand?*



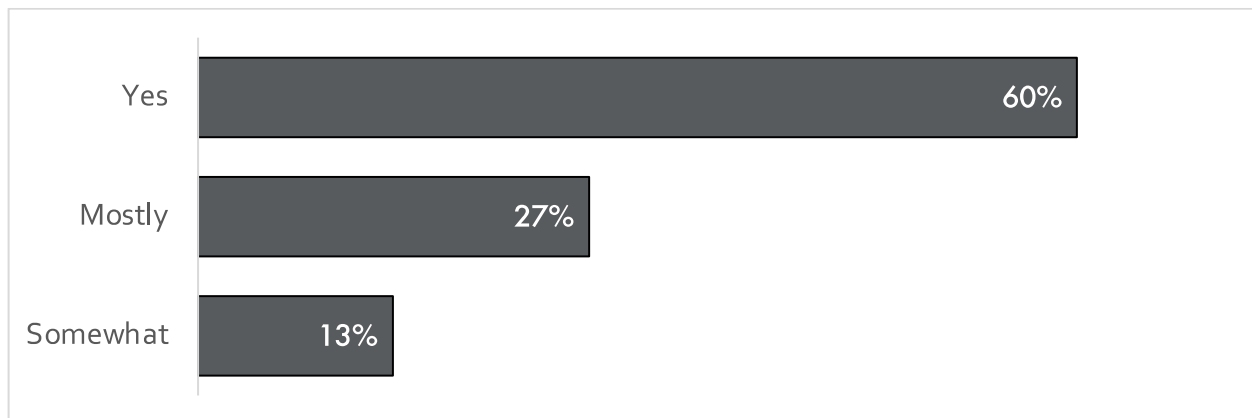
QUESTION 8: *Did you have enough information to participate in a meaningful way?*



QUESTION 9: *Did you understand how public input will be used in this process?*

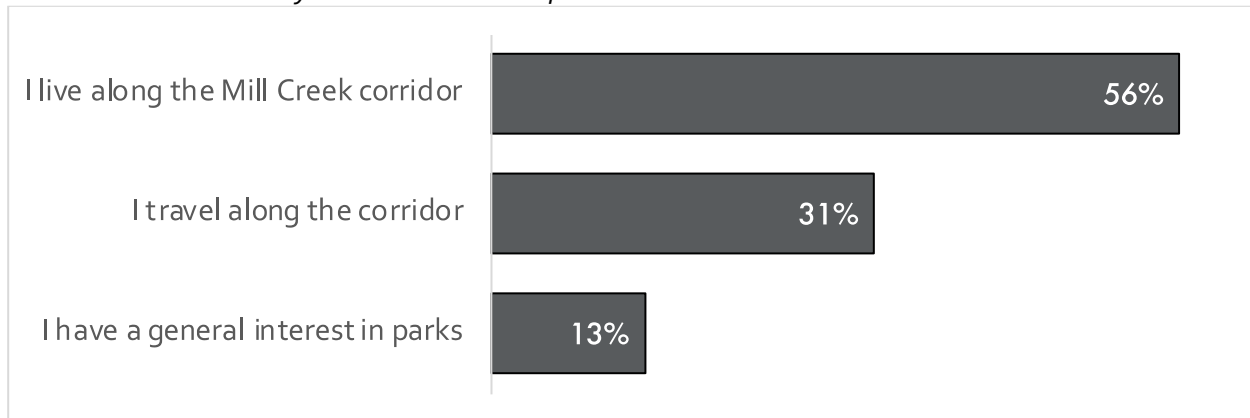


QUESTION 10: *Did you feel that participating was a valuable experience for you?*

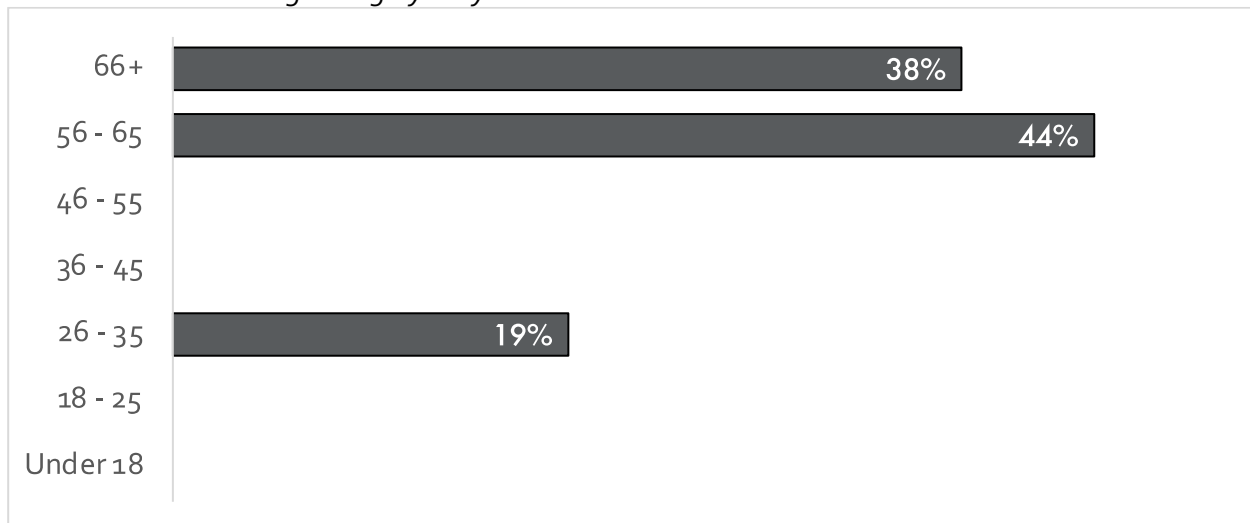


PART 4: ABOUT YOU

QUESTION 11: *What is your interest in this topic?*



QUESTION 12: *What age category are you?*



QUESTION 13: *Please write the first 3 digits of your postal code.*



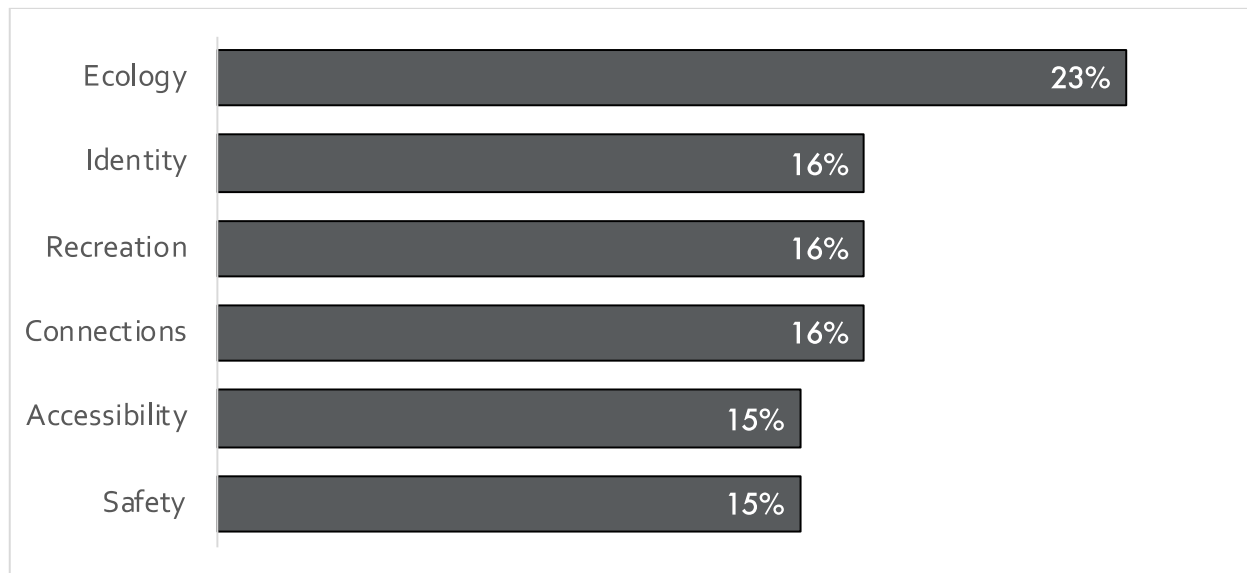
Appendix D: Marshall Pocket Park Walkshop Detailed Summary

WHO PARTICIPATED

A walkshop was held at Marshall Pocket Park on April 20 from 12:00-1:30 pm. In total, there were 23 participants and 14 completed surveys.

PART 1: VALUES

QUESTION 1: *What do you currently value about Mill Creek?*



QUESTION 2: *Did we miss any values that are important to you?*

Natural Elements

Protect urban animals- beaver raccoons, birds, - enhance for the animals

Sense of loving our environment, our treasure, connecting our community

Nature + trees

identify the mature trees along the streets- create a "pocket fresh" to increase the tree canopy & plant pollinators- decrease the amount of lawn & plant pollinators

It is a remanent of a much larger creek network that has been built over. Because it is one of the last we should be doing everything we can to enhance and protect it.

Calmness, quiet, tranquility, low impact to neighbourhood

Access & Use

We are providing bike lanes on our city streets which I support. I am concerned about this linear park allowing bikes- especially sharing with people who have mobility issues- bike racks at some locations would be my preference to a bike park

Benches- places to rest on longer walks.

Access to park required from Pandosy

Vital artery for development of the City

Heritage & History

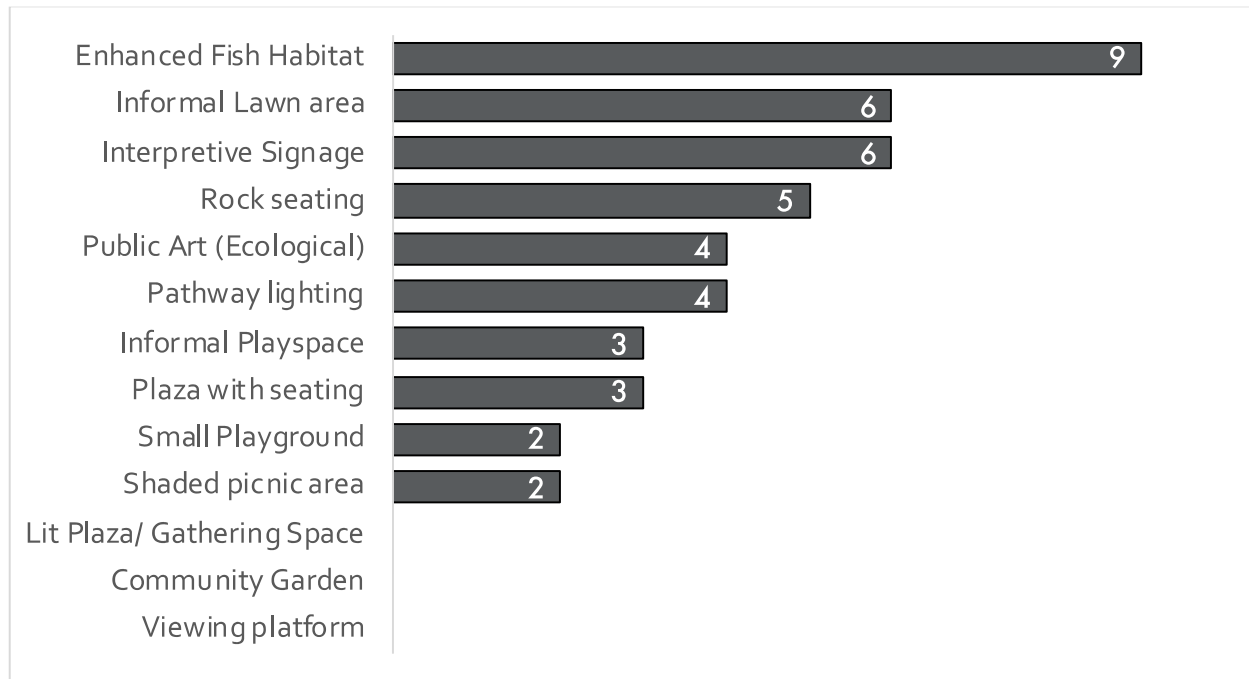
Highlight the heritage aspect of the Marshall Park area

Provide history of creek including role of Indigenous people

Calmness, quiet, tranquility, low impact to neighbourhood

PART 2: PARK FEATURES

QUESTION 5: What top 4 features are most important to you in the future Marshall Pocket Park?



Note: The # represents the total number of times each feature was selected.

QUESTION 6: *Are there Mill Creek Linear Park Marshall Pocket Park development considerations that you want the project team to know about?*

Natural Elements

Include master gardeners

Any changes that improve/ consider lake health/ E.coli issues

To create character or feeling about Mill Creek as a shared treasure that encourages our connection and interconnection of species with place

"Better World" is looking for a place to develop a "Mini Fresh" (see Monday Council meeting for their presentation. Keep the area natural, not a "super planned" space. We don't need to have a big lawn that needs to be watered and mowed

Keep it natural in development of park. Pollinators, grasses, trees. Would be valuable to engage COHA

Xeriscape, shade, garbage cans, year-round foliage, benches, bike racks

Access

Buckland & Ellis roads are wide and should be enhanced with walk/bike recreation considerations

If you live between Richter and Pandosy you will understand the traffic patterns especially busy at certain times of the day. Pedestrians cross fairly busy intersections. the traffic begins at Richter and Sutherland where the Anglican church is a difficult one considering turning right at the anglican church to enter their parking lot is difficult for people coming to funerals, weddings, cultural events, etc.

If pedestrians entered Richter at Burne and walked to Sutherland it would avoid another pedestrian crossing onto Elliot. Pedestrians could walk to Radcliffe Park at the sidewalk of the back of the church and avoid stopping traffic. Radcliffe is already an established park other access to another eventual bike and pedestrian bridge overpass on highway (Harvey)

Housing & Safety

Consider ways to mitigate drugs, homeless encampments

Re homeless population, engage the mental health facility on Sutherland Ave to be a positive influence on those who hang around the park

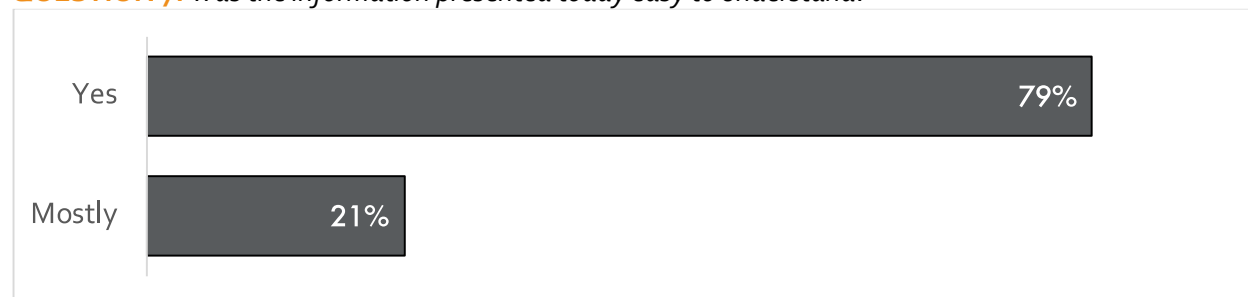
Neighbourhood is quiet but has crime. Would be a concern that with more through-traffic, 24 access would raise more issues on Marshall street. Plus more noise.

Heritage & History

Include historical society

PART 3: ENGAGEMENT FEEDBACK

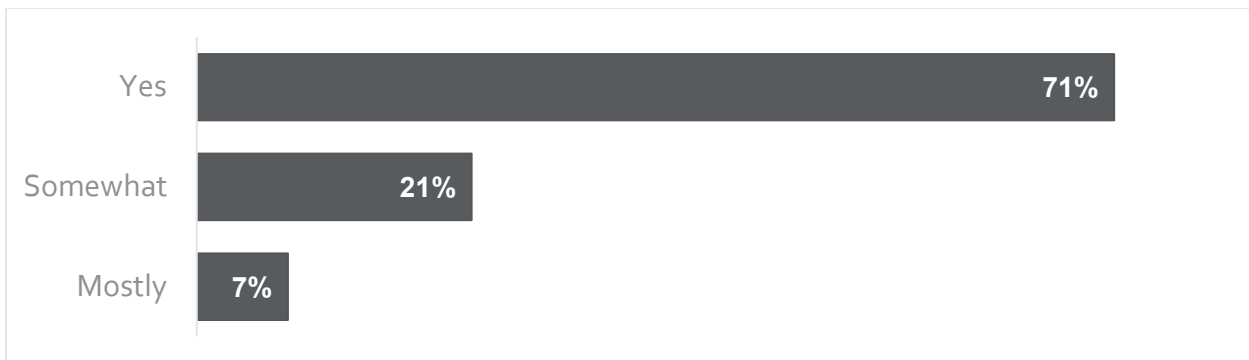
QUESTION 7: *Was the information presented today easy to understand?*



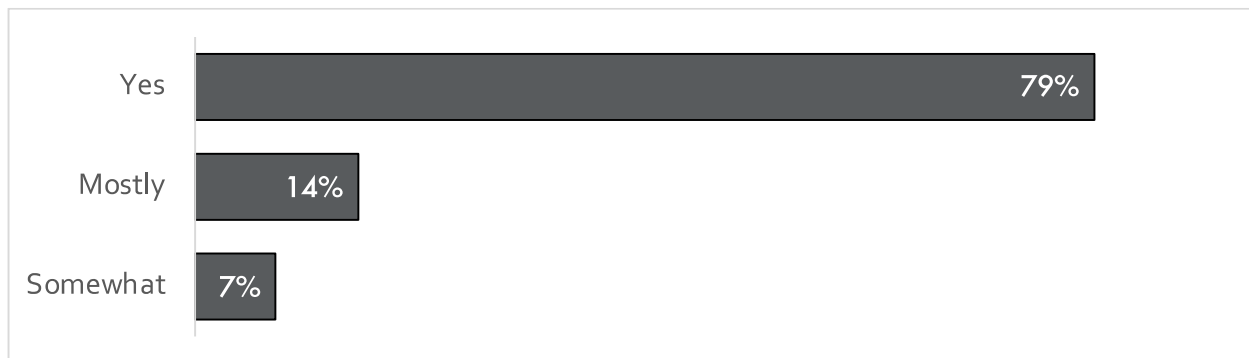
QUESTION 8: *Did you understand how public input will be used in this process? Did you have enough information to participate in a meaningful way?*



QUESTION 9: *Did you understand how public input will be used in this process?*

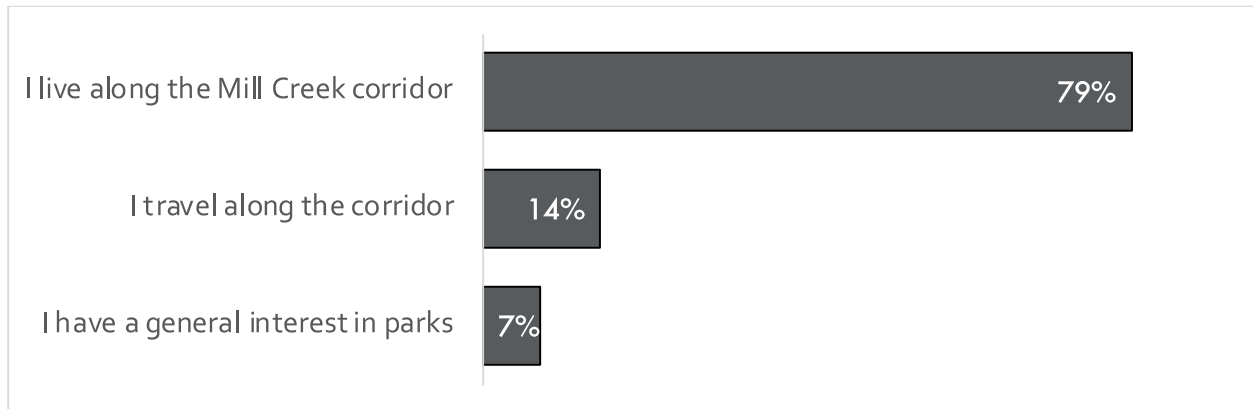


QUESTION 10: *Did you feel that participating was a valuable experience for you?*

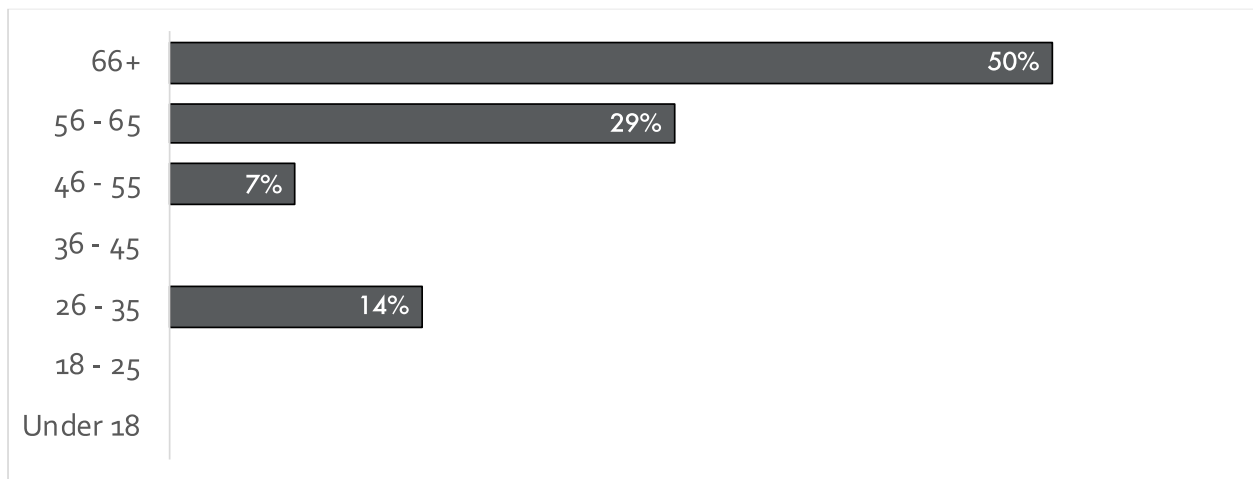


PART 3: ABOUT YOU

QUESTION 11: *What is your interest in this topic?*



QUESTION 12: *What age category are you?*



QUESTION 13: *Please write the first 3 digits of your postal code.*

