

Report to Council



Date: November 24, 2015
File: 1840-10
To: City Manager
From: B. Davidson, Parks Planner, Infrastructure Planning
Subject: Glenmore Recreation Park Master Plan Council Workshop

Recommendation:

THAT Council receives, for information, the report from the Parks Planner dated November 24, 2015, regarding the Glenmore Recreation Park Master Plan Council Workshop.

Purpose:

Council requested that staff host a workshop regarding Glenmore Recreation Park including its relationship and fit with the larger recreation park system and the financial implications of constructing the park.

Background:

The City of Kelowna has two broad park categories: Passive Parks and Active Parks. Passive Parks are further divided into two classifications: Linear Parks and Natural Area Parks. There are six Active Park classifications including Recreation Parks, City-wide Parks, Community Parks, Neighbourhood Parks, Town Plazas and Pocket Parks. These park classifications are referenced in the Official Community Plan, but have been defined in further detail in the Parkland Acquisition Guidelines endorsed by Council in January 2011.

Recreation Parks:

Recreation Parks primarily provide for high intensity and competitive sport and recreation opportunities. Recreation Parks typically include outdoor amenities such as high competition sports fields, ball diamonds, sports courts, multi-use trails and support buildings. The recreation park land base can also accommodate indoor amenities such as recreation centres, activity centres, arenas, and / or swimming pools.

The City's strategy in providing recreation parks is that one park will serve approximately 45,000 residents within a radius of 5 km; however, the nature and facility composition of recreation parks typically attracts residents from across the city and beyond. The City's population is projected to grow to approximately 161,700 residents by 2030. A population of this size would require four recreation parks. While the goal is to have recreation parks that

are 30 ha in size, this is not always achievable; Parkinson Recreation Park is 19.5 ha, Mission Recreation Park is 46.5 ha; and Rutland Recreation Park is 14.5 ha.

In order to promote easy access and to help define each major neighbourhood of the City, the strategy is to locate recreation parks as an activity hub in each of the four major sectors including Rutland, Mission, Highway 97 Corridor and Glenmore (see Attachment 1).

Each of the four parks are meant to complement each other by catering to specific sport and recreation needs, that is, not all recreation parks provide the same amenities. Recreation Parks provide the opportunity to centralize sports, thereby creating destination parks that support active lifestyles along with sport and event development. For example, Mission Recreation Park is considered the centre for softball in Kelowna with six softball diamonds.

The sports inventory within the existing recreation parks includes:

Outdoor Sports Inventory	Indoor Sports Inventory
Rutland Recreation Park	
4 grass sports fields	2 ice sheets (Rutland Arena)
2 baseball diamonds	8 lane-25m pool with dive tank (YMCA)
1 BMX track	1 fitness facility (YMCA)
	100m walking track (YMCA)
	1 gymnasium (YMCA)
	gymnastics facility (OGC)
Mission Recreation Park	
6 grass sports fields	3 soccer fields (CNC & KU)
	2 ice sheets (CNC)
6 softball diamonds	2 fitness facilities (CNC & YMCA)
1 artificial turf field	8 lane - 50 m pool (YMCA)
	300m running track (CNC)
Parkinson Recreation Park	
7 grass sports fields (including the Apple Bowl)	1 gymnasium
6 tennis courts	6 lane - 25m pool
12 pickleball courts	1 pickleball court
1 multi-use court	1 fitness facility
1 ultimate Frisbee field	
1 cricket pitch	

Recreation Avenue Park is 4.4 ha and, while it does not meet the definition of a recreation park as listed in the Parkland Acquisition Guidelines, it does house several significant sporting facilities such as the Curling Rink, Elks and Kings Stadiums and the Badminton Club.

Sports Field Needs Assessment:

The City completed a Sports Field Needs Assessment in 2010 that determined the long-term technical sports field requirements for all field sports in order to maintain current service levels. This needs assessment concluded that the provision of multi-use sport fields should be

the City's top priority. In order to maintain current service levels, the City would need to increase field capacity by the equivalent of 7 fields by 2020 and 13 fields by 2030. This is based on a population growth of 43,000 residents by 2030. Due to the fact that artificial turf can accommodate extended playing hours the report identifies that one artificial turf field is the equivalent of four turf grass fields.

Since this assessment in 2010 the only addition to the City inventory includes the new sports field at Rutland Centennial Park, currently under construction. Conversion of the diamonds at KLO sports fields to 3 mini-soccer fields occurred in 2015.

The last major sports field additions predate the needs assessment:

- 2006 - two sports fields at MRP
- 2006/2007 - one artificial turf field at MRP
- 2008 - two softball diamonds at MRP, with the addition of lighting in 2012.

It is with this in mind that the focus of Glenmore Recreation Park will be on satisfying the existing deficit of sports fields.

Sports Field Trends and Observations:

Several trends and observations have been noted that impact usage patterns and demands on the sports field inventory, including;

- There are 40+ regular sports field user groups, ranging in size from 50 to 6,000 members.
- Over 60 sport tournaments, events and camps are annually scheduled, putting our current sports field inventory near capacity.
- During prime time hours the current inventory of sports fields at Recreation Parks are at or near maximum usage capacity.
- Sport participation numbers are increasing, particularly for females and seniors (masters).
- Increased demand for sports field usage/access is outpacing current supply and service capacity.
- Local Sport Organizations (LSOs) have a desire to become increasingly more unified and strategic in their development.
- LSO's are willing to adopt Canadian Sport for Life (CS4L) & Long Term Athlete Development (LTAD) principles but need support and resources.
- LSO's are seeking opportunities to establish a home base for operations rather than having a virtual existence.
- LSO's are looking for new ways of doing business (i.e. partnerships, centralization).
- LSO's/participants want to be clustered together in centralized hubs of sport for inclusion, event hosting, and operations streamlining.
- Participants are looking for easily-accessible ways of becoming active and healthy.

The provision of new sports fields through the development of a recreation park in Glenmore, coupled with a strategy of improving and upgrading the quality of existing fields where appropriate in order to increase hours of use, could accommodate predicted demand over the next few years and address community trends while still maintaining existing service levels.

Glenmore Recreation Park:

The need for a recreation park in the Glenmore Valley was first identified in the late 1980s as part of the larger agricultural block exclusion. It has been identified as a priority in every subsequent OCP, in the Glenmore Valley Sector Plan, the Agricultural Plan of 1998, and the Parkland Acquisition Strategy.

In 2009, after a formal location analysis, Council endorsed the location of the Glenmore Recreation Park at Longhill and Valley Roads at approximately 10.5 hectares in size and authorized staff to negotiate with the Agricultural Land Commission (ALC).

The ALC granted a decision in November 2011 for non-farm use within the ALR to allow the building and operations of the park, however, a number of conditions were imposed, both on site and off site and include but are not limited to:

- The new playing fields must be substantially completed within three years, or October 25, 2014. Subsequent to this, and due to budget constraints, the City requested and received an extension of three years until October 25, 2017.
- Fencing the perimeter of the recreation park site with a 1.8 meter high chain link fence with the exception of the Valley Road frontage.
- Planting a 15 m wide vegetative buffer adjacent to remaining agricultural properties.
- Consolidation of the old Glenmore Bypass road right of way with the adjoining parcels. (This is a work in progress - some parcels have already been sold.)
- Rehabilitation to an agricultural standard and long term (20 year) lease of the Glenmore Sports Fields to a farmer. (This means the loss of two "Class C" diamonds that will need to be made up elsewhere in the City inventory.)
- Upon relocation of the Glenmore Fire Hall, the land must be rehabilitated to an agricultural standard, consolidated with the rehabilitated playing fields, and added to the agricultural lease area.

Note: The ALC has recommended to the City to consider artificial turf and lights, not only at GRP but all major recreation parks, in order to maximize use of the land and reduce future requests for ALR land.

Immediately following the ALC decision, property acquisition of five parcels and lot consolidation was completed by the City. As a condition of these land deals other conditions were negotiated. They include but are not limited to:

- A new road will be constructed as part of the first phase of park construction and will be completed within 2 years of commencement of park construction.
- Installation of sewer and power within new road sufficient to allow for a future connection for each of the four upland parcels.
- Installation of a fire hydrant(s) within 300 m from the northwest corners of the upland property lines.
- ALC buffer /swale will be part of the first phase of park construction.

Public and stakeholder consultation regarding GRP was extensive as part of the 2011 ALC Application (#A11-0008). This led to the development of a preliminary concept plan that was endorsed by Council and ultimately approved by the ALC as part of the non-farm use status.

After assessing City-wide sports field needs, more local community needs, and the traffic impact, a Master Plan for GRP was further refined. The community focus for GRP includes: an open play field (non-bookable), children's playground, spray park, skate park, and basketball courts. The recreation and sport focus includes; two multi-use turf grass sports fields, field house, sports courts, potential artificial turf field, two storey activity building (similar in size to the Parkinson Activity Centre), perimeter multi-use trail and an off-leash dog park, (see Attachment 2).

Partnerships

Partnerships are integral to the delivery of sport recreation and cultural services and make a significant contribution to the quality of life for Kelowna residents. A unique feature in the planning and use of recreation parks is the volume of different uses and user groups. Given the scope and magnitude of recreation parks, there are increased opportunities to partner so services based at these parks, thereby providing opportunity for collaboration and community development. Within the existing recreation parks (including Recreation Avenue Park) there are currently over 15 active partnerships and / or collaborations.

Staff have been in preliminary discussions with potential partners regarding Glenmore Recreation Park for the development of sports fields, sports courts and amenity buildings. These partnerships will be brought forth to Council for consideration once the opportunities have been fully explored.

Internal Circulation:

Urban Planning Manager
Sport and Event Services Manager
Community Recreation Coordinator

Financial/Budgetary Considerations:

GRP is intended to be phased in over the next 20 years to balance out with projected City funding revenues. The Long Term Capital Plan includes the construction of Phase 1 (see Attachment 3) as a priority in 2017 which will consist of two turf grass sports fields, the majority of local access road with parking and associated underground utilities. A funding request for detail design has been included in the upcoming 2016 Capital Plan for Council's consideration. This capital planning process will include public notification and the opportunity for the public to provide comment.

Phase 1 construction costs are estimated at \$5M pending detail design in 2016. The funding strategy for Phase 1 consists of allocating \$3M from taxation and/or gas tax revenue, and the remaining \$2M from the disposition of City-owned land at 170 Drysdale Boulevard. This funding strategy was approved by Council in 2011.

Annual Phase 1 operating costs are estimated at \$70K.

Existing Policy:

OCP Park Policies:

Objective 7.12 Provide active and passive parks for a diversity of people and uses.

Policy .6 Glenmore Recreation Park. As a key initiative establish a major Recreation Park in the Glenmore Valley that complements the existing parks system. This site is

identified on Map 4.1 Generalized Future Land Use. The City recognizes that the use of the site for park purposes will require provision of off-setting agriculture benefits on adjacent or nearby ALR land in the Glenmore Valley to the satisfaction of the ALC.

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Personnel Implications:

External Agency/Public Comments:

Communications Comments:

Alternate Recommendation:

Submitted by:

B. Davidson, Parks Planner, Infrastructure Planning

Approved for inclusion:



A. Newcombe, Divisional Director, Infrastructure

Attachment 1: Existing Recreation Park System

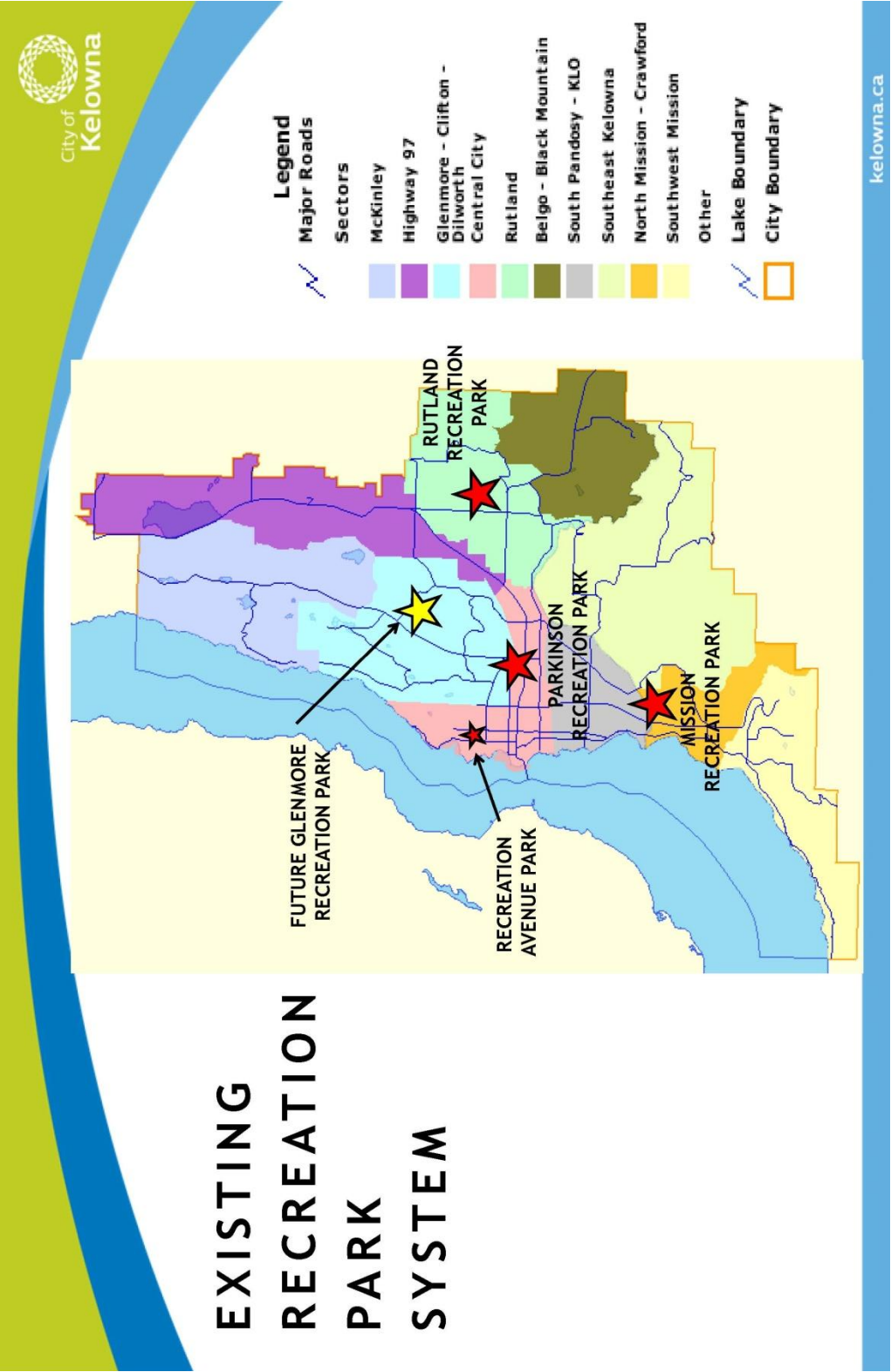
Attachment 2: Glenmore Recreation Park Master Plan

Attachment 3: Phase 1 Park Construction

Attachment 4: Glenmore Recreation Park Master Plan Presentation

cc: Divisional Director, Active Living & Culture
 Divisional Director, Infrastructure
 Divisional Director, Communications and Information Services
 Infrastructure Planning Department Manager
 Community Engagement Consultant

Attachment 1: Existing Recreation Park System



Attachment 2: Glenmore Recreation Park Master Plan



Glenmore Recreation Park Master Plan

August 17, 2015

Attachment 3: Phase 1 Park Construction



Glenmore Recreation Park - Phase 1

September 9, 2015