City of Kelowna Regular Council Meeting AGENDA



Pages

3 - 6

164 - 194

75 M

Monday, May 8, 2017 9:00 am Knox Mountain Meeting Room (#4A) City Hall, 1435 Water Street

1. Call to Order

2. Confirmation of Minutes

Regular AM Meeting - May 1, 2017

3. Reports

3.1	Parks Development	75 m	7 - 163

To provide a comprehensive summary of all underdeveloped, undeveloped and future parks in each of the different park classifications. Further, to provide an outline list of potential funding options to address this backlog, in order that Council may identify which options should be considered in more detail by staff for further discussion.

3.2 Community Climate Action Plan Update

To inform Council on the status of community greenhouse gas emissions and to obtain Council's input on formulating a draft target for the Community Climate Action Plan (CCAP) update.

4. Resolution Closing the Meeting to the Public

THAT this meeting be closed to the public pursuant to Section 90(1) of the Community Charter for Council to deal with matters relating to the following:

- Municipal Objectives, Measures and Progress Reports
- 5. Adjourn to Closed Session
- 6. Reconvene to Open Session

7. Issues Arising from Correspondence & Community Concerns

7.1Mayor Basran, re: Issues Arising from Correspondence30 m

8. Termination



City of Kelowna Regular Council Meeting Minutes

Date:
Location:Monday, May 1, 2017
Knox Mountain Meeting Room (#4A)
City Hall, 1435 Water StreetMembers PresentMayor Colin Basran, Councillors Maxine DeHart, Ryan Donn*, Gail Given,
Tracy Gray, Charlie Hodge, Mohini Singh and Luke StackMembers AbsentCouncillor Brad SiebenStaff PresentActing City Manager, Stephen Fleming, Deputy City Clerk, Karen Needham,
Divisional Director, Infrastructure, Alan Newcombe; Parks & Buildings
Planning Manager, Robert Parlane*; Integrated Transportation Department
Manager, Rafael Villarreal*; Transportation Planner, Cameron Taylor-
Noonan*; Community Planning Department Manager, Ryan Smith*;

(* denotes partial attendance)

1. Call to Order

Mayor Basran called the meeting to order at 9:02 a.m.

2. Confirmation of Minutes

Moved By Councillor Hodge/Seconded By Councillor Gray

<u>R303/17/05/01</u> THAT the Minutes of the Regular AM Meeting of April 24, 2017 be confirmed as circulated.

Legislative Coordinator (Confidential), Arlene McClelland

Carried

3. Reports

3.1 Heritage Asset Management Strategy – Program Update

Staff:

- Displayed a PowerPoint Presentation summarizing the Heritage Asset Management Strategy Program.
- Preserving heritage assets in the city demonstrates commitment of Council and city.
- Responded to questions from Council.

Council:

Provided individual comments.

1

Moved By Councillor Singh/Seconded By Councillor Hodge

<u>**R304/17/05/01</u>** THAT Council receives for information, the report from the Parks & Buildings Planning Manager dated May 1, 2017, with respect to the Heritage Asset Management Strategy – Program Update.</u>

Carried

2

3.2 Southwest Mission Transportation Update

Staff:

- Displayed a PowerPoint Presentation summarizing transportation planning in the Southwest Mission.
- Discussed future road build out and how to best serve the Southwest Mission area.
- Will need to manage initial expectations for South Perimeter Road as the benefit is for future growth; initial benefits to the Ponds and allows for future development.
- Responded to questions from Council.

Council:

- Suggested discussion with School District regarding staggering elementary school start times.

Acting City Manager:

- Will add discussion of school start times to the School District agenda for the meeting in June.

Moved By Councillor Donn/Seconded By Councillor Stack

<u>R305/17/05/01</u> THAT Council hear from Andrew Bruce, Regional Manager at Melcor Developments Ltd.

Carried

Andrew Bruce, Melcor Developments Ltd.

- Spoke to the intent of South Perimeter Road.
- Completion of the Area Structure Plan, with the city process, is 1 to 2 years away.
- Construction of the connection to Gordon Drive and Lakeshore Road (Kettle Valley) is anticipated to be another 5 to 7 years.

Staff:

- Will post video within the presentation to the City's website for reference.

Moved By Councillor Donn/Seconded By Councillor Stack

<u>R306/17/05/01</u> THAT Council receive, for information, the report from the Integrated Transportation Manager, dated May 1st, 2017, with respect to transportation planning in the Southwest Mission Sector.

Carried

The meeting recessed at 10:29 a.m.

The meeting reconvened at 10:42 a.m.

7. Issues Arising from Correspondence & Community Concerns

7.1 Mayor Basran, re: BCFGA Letter

Mayor Basran:

- Commented on letter received from BC Fruit Growers Association.

4. Resolution Closing the Meeting to the Public

Moved By Councillor Hodge/Seconded By Councillor DeHart

<u>**R307/17/05/01</u>** THAT this meeting be closed to the public pursuant to Section 90(1) of the Community Charter for Council to deal with matters relating to the following:</u>

Municipal Objectives, Measures and Progress Reports

Carried

5. Adjourn to Closed Session

The meeting adjourned to a closed session at 10:48 a.m.

6. Reconvene to Open Session

The meeting reconvened to an open session at 10:50 a.m.

7. Issues Arising from Correspondence & Community Concerns

7.2 Councillor Stack, re: Landfill not Accepting Fill

Councillor Stack:

- Commented that Council received a letter from Desjardin Contracting advising that the Landfill did not accept their fill.

Mayor Basran:

- [']Has received a response and will forward to Council.

7.3 Councillor Donn, re: Old Vernon Road Bike Lane

Councillor Donn:

- Inquired as to who is responsible for road work along Old Vernon Road.
- Confirmed that roads and highways in the Regional District electoral areas are the responsibility of the Ministry of Transportation.

7.4 Councillor Hodge, re: Lake Country Loading Dock

Councillor Donn declared at conflict of interest as his employer is the District of Lake Country and departed the meeting at 10:55 a.m.

Councillor Hodge:

- Was approached by individual Lake Country Council members with respect to expansion of BC Fruit Building on the bottom of Wood Lake Road and a variance for a minor side yard setback for a loading dock that has triggered a conflict between Lake Country and the City of Kelowna.

Acting City Manager:

- Provided an update on staff communication with Lake Country staff and an overview of the application which involves a building bordering the municipalities.

Councillor Donn rejoined the meeting at 11:04 a.m.

7.5 Mayor Basran, re: Braintrust Canada

Mayor Basran

- 'Inquired if Council would support providing sponsorship to the Okanagan Brain Injury Symposium.

Moved By Councillor Given/Seconded By Councillor Donn

<u>**R308/17/05/01</u>** THAT Council authorizes the Sponsorship for Braintrust Canada, Okanagan Brain Injury Symposium, to be held on June 1, 2017 in Kelowna, B.C., in the amount of \$500.00, be funded from Council contingency.</u>

<u>Carried</u> Councillors Hodge and Stack - Opposed

7.6 Councillor Gray, re: Meeting with PC Urban

Councillor Gray:

- Discussed development on the Fruit Packers site on Clement Avenue; trying to establish a term for that area, i.e. Granville Island.
- Referred the group to Wayne Wilson.

Acting City Manager:

- Will check to see if this has been done by staff already and will provide Council with an update.

8. Termination

The meeting was declared terminated at 11:12 a.m.

Nelellal Gr **Deputy City Clerk**

Mayor /acm

Report to Council

Date:	May 8, 2017	Kel
File:	1840-01	NC
То:	City Manager	
From:	Parks & Buildings Planning Manager	
Subject:	Parks Development - underdeveloped, undeveloped and fur	ture park sites

Recommendation:

THAT Council receives for information, the report from the Parks & Building Planning Manager dated May 8, 2017, with respect to Parks Development – underdeveloped, undeveloped and future park sites;

City of

AND THAT Council directs staff to report back to a future meeting of Council with options to revise Development Cost Charges that would be used for parks development funding;

AND THAT Council directs staff to report back to a future meeting of Council with an anticipated schedule of commercial leases and land sales that may be used for parks development funding;

AND THAT Council directs staff to report back to a future meeting of Council with a recommendation on strategies to increase parks development funding through the City's partnership programs;

AND THAT Council directs staff to report back to a future meeting of Council with a recommendation on an increase in parks development funding through general taxation;

AND THAT Council directs staff to explore options for the use of the hotel tax as a source for City-wide parks development funding;

AND THAT Council directs staff to report back to a future meeting of Council with an identified portfolio of high priority park projects that may be considered for a parcel tax via referendum;

AND FURTHER THAT Council directs staff to report back to a future meeting of Council with a Temporary Usage Plan for acquired parkland currently not in public use.

Purpose:

To provide a comprehensive summary of all underdeveloped, undeveloped and future parks in each of the different park classifications. Further, to provide an outline list of potential funding options to address this backlog, in order that Council may identify which options should be considered in more detail by staff for further discussion.

Background:

The City of Kelowna provides a wide variety of parkland for the enjoyment of all residents and visitors. Neighbourhood parks provide close, convenient 'green family rooms' for all residents across the City. Community parks provide recreational amenities including recreational courts and fields, community gardens and dog parks. The City's recreational parks promote active living and well-being through a multitude of different sports facilities to suit a wide variety of user groups and ages. Our linear parks and natural areas preserve and promote native flora and fauna, while providing a strong network of pedestrian and cycling connections across the City. Our City-wide parks highlight the very best locations within our park system for both residents and tourists to enjoy the Okanagan.

The City acquires land for park use based on long-term planning strategies following the Parkland Acquisition Guidelines. Land is either dedicated at the time of subdivision or rezoning, or purchased using DCC and taxation funding. It is apparent however, park development has not progressed in line with the City's aspirations. Many parks remain underdeveloped with only the first phases of the design complete. Many others lie fallow or with interim tenants as undeveloped parks. The Official Community Plan Future Land Use Map identifies further future parks to be added to the inventory of acquired parkland in the foreseeable near future as part of the City's growth strategy.

Council directed staff to prepare a report to schedule the shortfall in underdeveloped, undeveloped and future parkland, in order to clearly identify the shortfalls in park development funding. This report includes this data as a series of report cards for each park classification.

The report also provides a broad list of funding options that may be combined in order to address this backlog of development. For the benefit of full discussion, the list is intended to be extensive, including options staff do not recommend for further consideration, or offer only limited benefit. This list is an outline only, with the objective to determine on which options Council will direct staff to report back in more detail.

Specifically, the revision of Development Cost Charges to generate park development funds was considered by a previous Council in 2010, and the report from that time is attached as an appendix to the Parks Development Report. However, this report is now dated, and if this option is to be pursued further, it would need to be updated.

Finally, the report identifies there are a number of acquired park sites which are currently not accessible for residents' use. Security, maintenance, appearance, interim costs and temporary uses becoming inferred long-term demands are the most common concerns for not making the land accessible. A Temporary Usage Plan is proposed to consider which of these sites may be made accessible as an interim measure, and address the concerns in doing so. The intent is to avert frustration, and develop public confidence in the long-term future development of the site, while preserving the land for future development of the park's masterplan.

Financial/Budgetary Considerations:

The report considers nine options to increase park development funding for discussion:

- Development Cost Charges
- Revenues
- Lease or land sale
- Partnerships
- Grants

- Community Amenity Contributions
- General taxation
- Tourism taxation
- Parcel taxation

Of these, some partnerships and grants are currently being pursued. Revenues currently contribute to general funding or dedicated to other sectors, therefore to dedicate them to park development would be to the detriment of other City services. Community Amenity Contributions are related to the City's development application review process, and staff may consider this tool as part of the upcoming Official Community Plan review process.

The following items: Development Cost Charges, lease or land sale, partnerships, general taxation, tourism taxation, and parcel taxation, are proposed for further deliberation by Council.

Internal circulation:

Deputy City Manager Divisional Director, Infrastructure Divisional Director, Community Planning Divisional Director, Financial Services Divisional Director, Active Living & Culture

Considerations not applicable to this report:

Personnel implications: Existing Policy: Legal/Statutory Authority: Legal/Statutory Procedural Requirements: External Agency/Public Comments: Communications Comments: Alternate Recommendation:

Submitted by: R. Parlane, Manager, Parks and Buildings Planning

Approved for inclusion:

Alan Newcombe, Infrastructure Divisional Director

Attachment 1 – Parks Development Report

cc: Deputy City Manager

Divisional Director, Infrastructure Divisional Director, Community Planning Divisional Director, Financial Services Divisional Director, Active Living & Culture Infrastructure Operations Dept Manager Infrastructure Engineering Manager Infrastructure Delivery Dept Manager Director, Strategic Investments Urban Planning Manager Community Engagement Manager City Clerk

CITY OF

PARKS DEVELOPMENT REPORT

A study of underdeveloped, undeveloped and future park sites.

May 2017



2030 OFFICIAL COMMUNITY PLAN



Provide a **City-Wide** linear park and trail network.



Provide waterfront parkland along the Okanagan Lake shoreline.





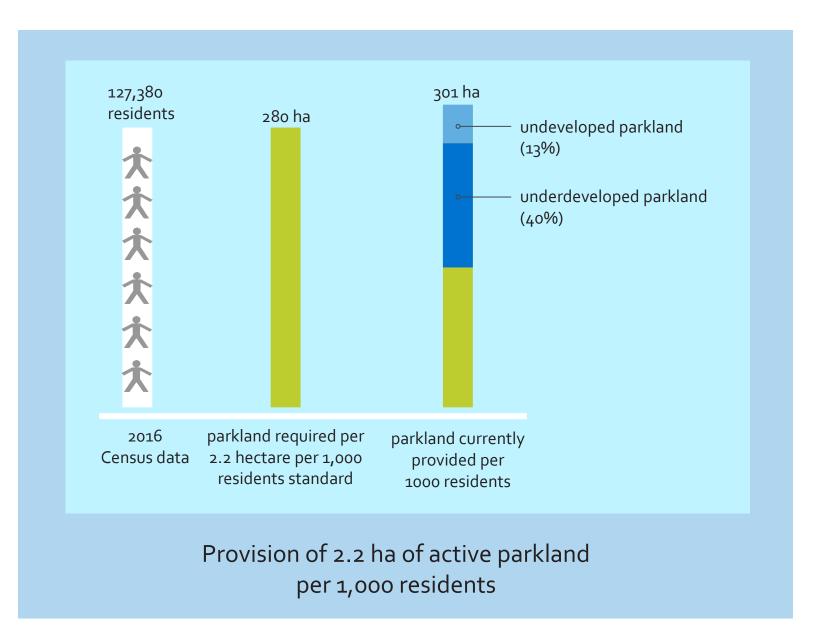






DEVELOP PARKLANDTO RESPOND TO USER NEEDS.

BENCHMARKING EXERCISE | Park Provision



"When building a park, the quality isn't just about the amenities, it's about the quality of the space and its compatibility with adjacent land use."

"Parks are more than just a space - they really are an integral part of the community."

Joe Creron, Deputy City Manager

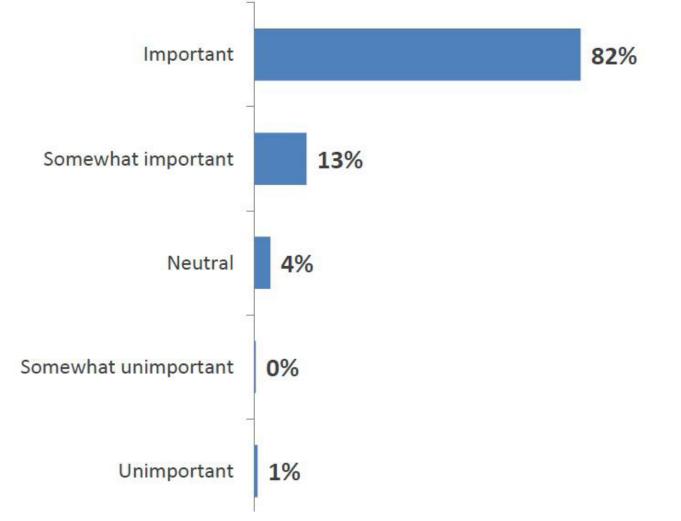


"If successful in tackling this challenge, the tangible benefits to the community are enormous in terms of quality of life and would significantly contribute to the Kelowna 'brand'."

Terry Barton, Urban Planning Manager

From our visitors:

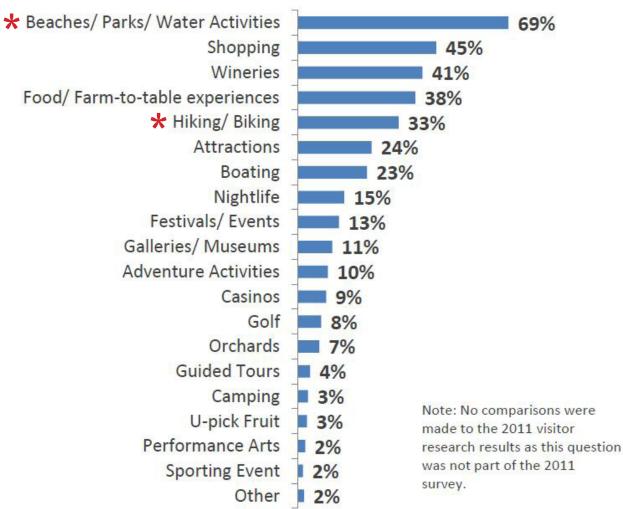
How important are well maintained/ high quality parks and beaches in your decision to choose Kelowna as a place to visit?



2016 Visitor Intercept Survey | Tourism Kelowna

From our visitors:

Which of the following activities have you/will you/do you plan to participate in during your stay in Kelowna?



From our citizens:

"I would like to take this opportunity to thank the City of Kelowna for the much-needed work currently being done to improve the safety and enjoyment of the mountain biking trails on Knox Mountain. The new downhill trail on the Shale Trail area, for example, is safe, well built and super fun. More such trails are needed and would be greatly appreciated. Thank you again for this great, new amenity for the local biking community and for helping to keep people healthy, active and outdoors. Looking forward to more great trails!"

Comment via 'Service Request'

REPORT CARD | Neighbourhood Parks



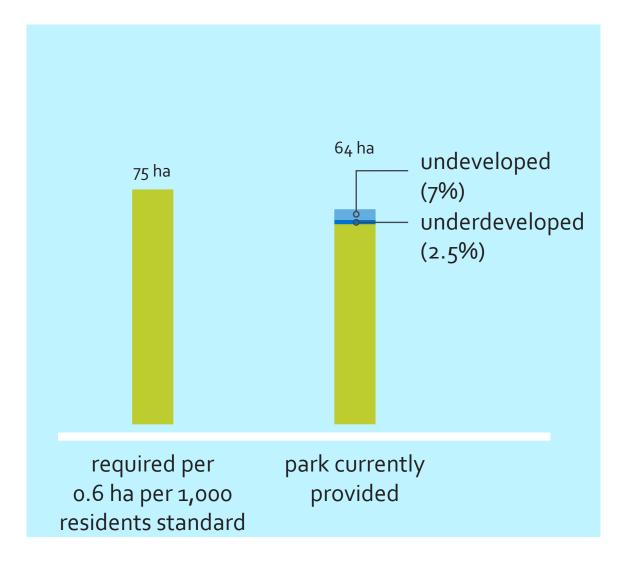
REPORT CARD | Neighbourhood Parks



REPORT CARD | Neighbourhood Parks



BENCHMARKING EXERCISE | Neighbourhood Parks



Provision of o.6 ha of neighbourhood park per 1,000 residents

Undeveloped & Underdeveloped

Name	Status	2030 Capital Plan	
Lost Creek	Undeveloped	Funded in 2017 capital budget as a park development partnership	
Barlee	Underdeveloped		
		P2 in 2017 (\$400,000)	
Ballou	Underdeveloped		
* Martin	Undeveloped	Potential to be 1/6 parks developed as P1	
* Ca- sorso	Undeveloped	Potential to be 2/6 parks developed as P1	
* Walrod Undeveloped		Potential to be 3/6 parks developed as P1	

* For illustrative purposes only. This is not an indication these are the priority parks for development.

** For illustrative purposes only. This is not an indication these are the priority parks for development.

REPORT CARD Neighbourhood Parks

Name	Status	2030 Capital Plan
* Landmark Urban Centre	Future	Potential to be 4/6 parks developed as P1
* Kirschner Park	Future	Potential to be 5/6 parks developed as P1
* Burne Ave. Park	Future	Potential to be 6/6 parks developed as P1
** Prospect at Blk. Mtn.	Future	Unfunded (identified as P2 in 2030 Plan)
** Elliot Ave.	Future	Unfunded (identified as P2 in 2030 Plan)
** Johnson Rd.	Future	Unfunded (identified as P2 in 2030 Plan)
** Marshall St.	Future	Unfunded (identified as P2 in 2030 Plan)
** Wilson Ave.	Future	Unfunded (identified as P2 in 2030 Plan)
** Wilden - Hepner	Future	Unfunded (identified as P2 in 2030 Plan)
** Wilden - Landrover	Future	Unfunded (identified as P2 in 2030 Plan)
**University South #2	Future	Unfunded (identified as P2 in 2030 Plan)
Fraser Lake	Future	Unfunded
Tower Ranch #1	Future	Unfunded
Tower Ranch #2	Future	Unfunded
The Ponds #1	Future	Unfunded
The Ponds #2	Future	Unfunded
Band Road	Future	Unfunded
Dilworth Soccer	Future	Unfunded
Lillooet	Future	Unfunded
Eagle Ridge	Future	Unfunded
Tonn Mountain	Future	Unfunded

Note: Lillooet Park and Dilworth Soccer Park are both currently leased from SD#23.

REPORT CARD | Community Parks



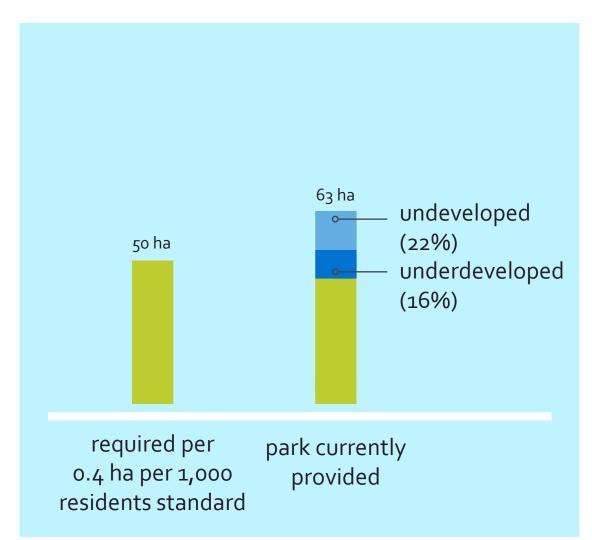
REPORT CARD | Community Parks



REPORT CARD | Community Parks



BENCHMARKING EXERCISE | Community Parks



Provision of o.4 ha of community park per 1,000 residents

Undeveloped & Underdeveloped

Name	Status	2030 Capital Plan
Rowcliffe	Undeveloped	Funded in 2017 (\$1.7 million) P1 in 2018 (\$1 million)
		P1 in 2019 (\$1.2 million) P1 in 2021 (\$500,000)
Rutland Centennial	Underdeveloped	P1 in 2018-20 (\$3.5 million)
Dehart	Undeveloped	P1 in 2021-24 (\$4.7 million)
Gallagher (Black Mountain)	Undeveloped	P2 in 2024-25 (\$900,000)
University South	Undeveloped	P2 in 2025-26 (\$1.6 million)
Aurora	Undeveloped	Unfunded
Begbie	Undeveloped	Unfunded
Quilchena / Blair Pond	Underdeveloped	Unfunded
Ponds Community	Underdeveloped	Unfunded

Future

Name	Status	2030 Capital Plan
Wilden - Village Centre Park	Future	Unfunded
Dayton Park	Future Unfunded	
Ellison Lake Park	Future	Unfunded
Rutland Town Centre Park	Future	Unfunded

REPORT CARD Community Parks

REPORT CARD | Recreation Parks



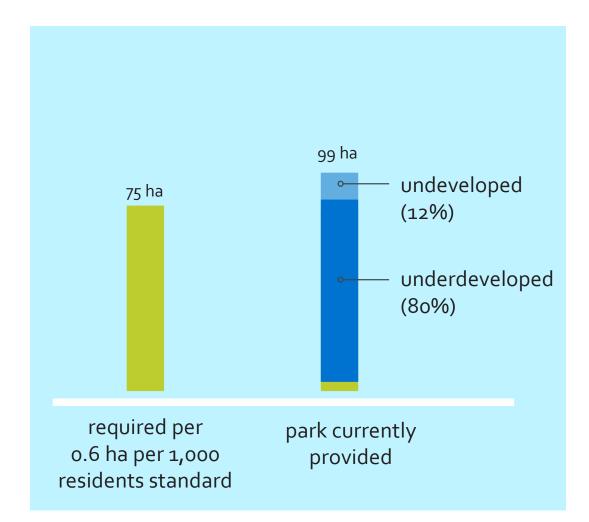
REPORT CARD | Recreation Parks



REPORT CARD | Recreation Parks



BENCHMARKING EXERCISE | Recreation Parks



Provision of o.6 ha of recreation park per 1,000 residents

Undeveloped, Underdeveloped & Future

		Area		
Name	Status	(ha)	Key Features	2030 Capital Plan
		11.48	<u>Funded</u> Phase 1: servicing, ALR buffer, attenuation pond, access roads Phase 2: sports fields, seeding,	Funded in 2017 (\$2.6 million)
Glenmore Rec.	Undeveloped	ha	irrigation, lighting, asphalt	P1 in 2018 (\$1.7 million)
			<u>Proposed</u> Phase 3: pickleball, playground, waterpark, artificial turf, basketball, skatepark, entry plaza	P2 in 2017-18 (\$562,000 - addi- tional) P2 in 2022-23 (\$2.2 million) P2 in 2025-26 (\$2.2 million) P2 in 2028-29 (\$2.2 million)
Mission Rec.	Underdeveloped	46.55 ha	Existing Diamonds, sports fields, pedestrian paths, dog park, community gardens, soccer dome <u>Funded</u> Turf replacement, 2 additional diamonds	P1 in 2021 (\$600,000 - turf) P1 in 2022-23 (\$1.4 million - diamonds)
			<u>Proposed</u> Youth park, plaza, + trail system Pedestrian network + landscaping Landscaping associated w/ new build- ings	P2 in 2024-25 (\$4.4 million)
Parkinson Rec.	Underdeveloped	19.49 ha	<u>Existing</u> Tennis, pickleball, fields, multi-use corridor	
			<u>Proposed</u> Re-design of field layout Mill Creek trail	Not identified in 2030 Capital Plan Potential opportunity for improvements in partnership with SD23 school development
Rutland Rec.	Underdeveloped	14.56 ha	<u>Existing</u> Sport fields, community garden, dog park, BMX track, washroom <u>Funded</u> Pickleball courts	Funded in 2017 (\$200,000 - pickleball)
			<u>Proposed</u> Sport field re-design + playground	Not identified in 2030 Capital Plan
Tutt Ranch Rec.	Future	-	-	Unfunded

REPORT CARD Recreation Parks

PARKS AND RECREATION | Buildings

* Not included in report cards

- Recreation field houses
- Boat launches

PARKS AND RECREATION | Buildings

* Not included in report cards

- Recreation field houses
- Boat launches
- Waterfront Island Stage Improvements
- Art Walk

PARKS AND RECREATION | Buildings

* Not included in report cards

- Mission Recreation additional ice sheets
- Mission Activity Centre
- Glenmore Recreation Centre
- Elks Stadium
- Curling Club
- Badminton Club
- Rutland Arena
- Memorial Arena
- Apple Bowl upgrades

PARKS AND RECREATION | Buildings

* Not included in report cards

- Mission Recreation additional ice sheets
- Mission Activity Centre
- Glenmore Recreation Centre
- Elks Stadium
- Curling Club
- Badminton Club
- Rutland Arena
- Memorial Arena
- Apple Bowl upgrades
- Parkinson Recreation Centre

REPORT CARD | City-wide Parks



REPORT CARD | City-wide Parks



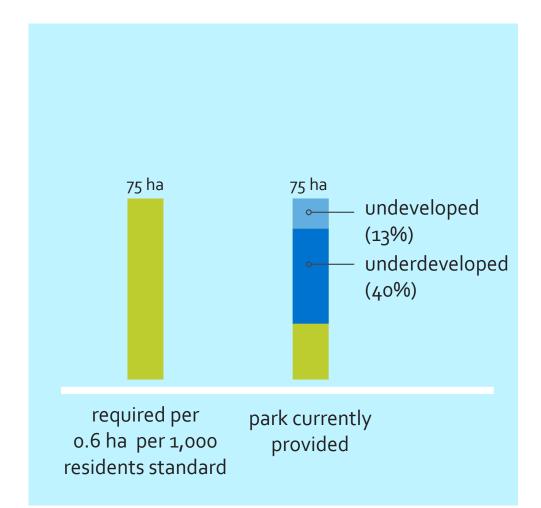
82% of visitors expressed that high quality, well maintained parks and beaches were a factor in their decision to make Kelowna their destination.

Tourism Kelowna

REPORT CARD | City-wide Parks



BENCHMARKING EXERCISE | City-wide Parks



Provision of o.6 ha of city-wide park per 1,000 residents

Undeveloped & Underdeveloped

Name	Status	2030 Capital Plan
Boyce-Gyro Beach	Underdeveloped	Funded in 2017 (\$2.2 million)
Sarsons Beach Expansion	Underdeveloped	P1 in 2019 (\$340,000)
Kerry	Underdeveloped	Phase 1 funded in 2017 (\$1.1 million) *Now deferred to 2018-19
		Phase 2 P2 in 2018 (2.7 million)
City	Underdeveloped	Accepted in 2017 budget (\$400,000) P1 in 2020 (\$1.2 million)
		P2 in 2020-22 (\$6.4 million)
South Pandosy Waterfront	Undeveloped	P1 in 2026-27 (\$2.2 million)
Sutherland Bay	Underdeveloped	Funded in 2017 (\$200,000)
		P2 in 2023-24 (\$4.4 million)
Surtees Property	Undeveloped	Site to be developed in partnership with a commercial developer
Bennett Plaza	Underdeveloped	P2 in 2019-20 (\$1.7 million)
Waterfront	Underdeveloped	Not identified in 2030 plan
Rotary Beach	Underdeveloped	Not identified in 2030 plan
Bluebird Waterfront	Undeveloped	Not identified in 2030 plan

Future

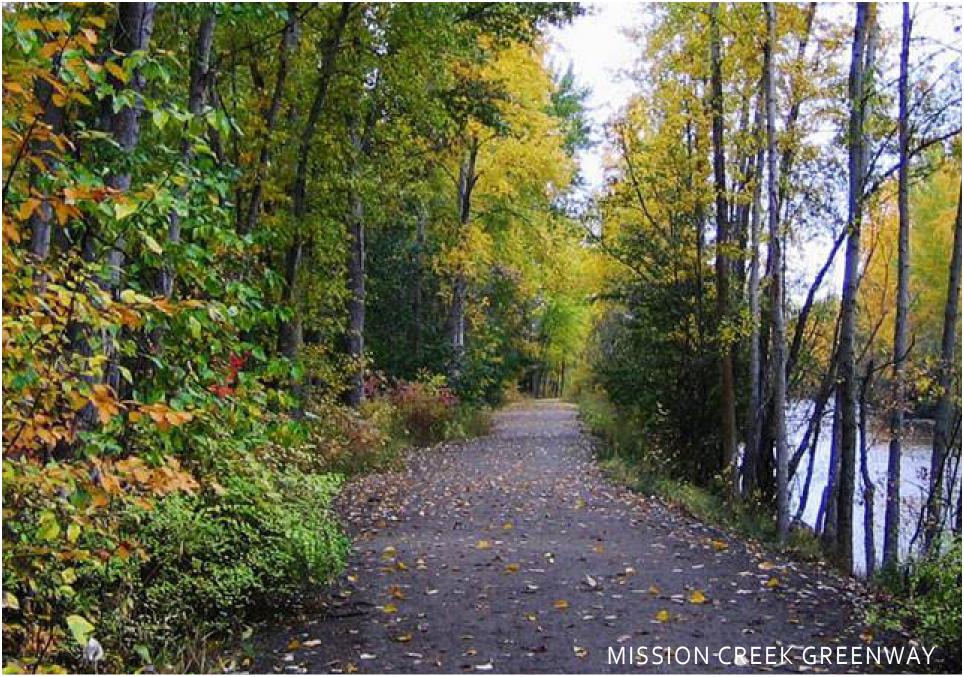
Name	Status	2030 Capital Plan
Dewdney (Melcor land beach access)	Future	Partnership commitment from developer (50/50)
Garner Pond	Future	Unfunded
University South	Future	Unfunded
Mine Hill Mountain	Future	Unfunded
Confluence of Francis Brook / Mill Creek	Future	Unfunded
Wilden - Summit	Future	Unfunded
Kirschner Mountain #1 + #2	Future	Unfunded
Mouth of Mission Creek -Truswell Property	Future	Unfunded
Pandosy Town Centre Park	Future	Unfunded

REPORT CARD City-Wide Parks

REPORT CARD | Linear and Natural Area Parks



REPORT CARD | Linear and Natural Area Parks



REPORT CARD | Linear and Natural Area Parks





Provide a **City-wide** linear park and trail network.



Provide active and passive parks for a **diversity** of people and a **variety** of uses.

Undeveloped & Underdeveloped

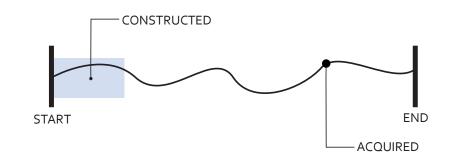
Name	Status	Area (ha)	Key Features	2030 Capital Plan	
Knox Mountain Park	On-going		Trail improvements + develop- ment Realign Ellis St. + Poplar Point Dr. Annual scorecard assessment Fence installation Info kiosk + gateway at Ellis St. Noxious weed removal Improvements to Crown / Lower Lookout staging area Develop new Kathleen Lake stag- ing / parking area	P1 in 2017-2030 (\$2.85 million)	
Tower Ranch Mountain Park	Undeveloped	18.6 ha	<u>Funded</u> Parking lot	Developer commitment to build parking lot	
			<u>Proposed</u> Washroom Trail System	Unfunded	
University South Park Open Space	Undeveloped		<u>Proposed</u> Trail system	Not identified in 2030 plan	

REPORT CARD Natural Area Parks

Top 6 Priority Linear Parks for Development

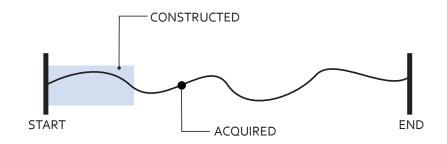
1. WATERFRONT WALKWAY

- Linear park length: 1 kilometre
- Land acquired: 73%
- Trail construction completed: 0.2 kilometres



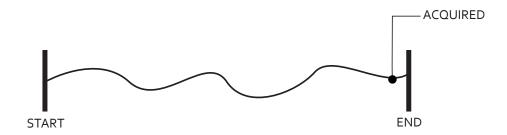
2. MILL CREEK LINEAR PARK

- Linear park length: 19 kilometres
- Land acquired: 39%
- Trail construction completed: 4.5 kilometres



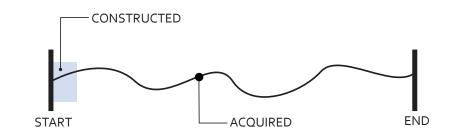
3. RAIL TRAIL (UBCO TO DOWNTOWN)

- Linear park length: 20 kilometres
- Land acquired: 95%
- Trail construction completed: o kilometres



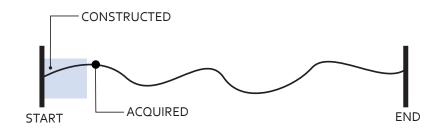
4. BELLEVUE CREEK LINEAR PARK

- Linear park length: 13 kilometres
- Land acquired: 41%
- Trail construction completed: 0.2 kilometres



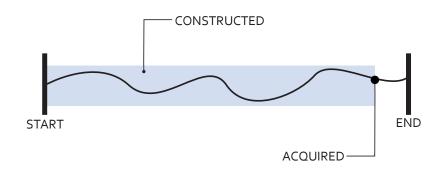
5. GOPHER CREEK LINEAR PARK

- Linear park length: 8.5 kilometres
- Land acquired: 14%
- Trail construction completed: 1.0 kilometre



6. MISSION CREEK GREENWAY

- Linear park length: 16.5 kilometres
- Land acquired: 95%
- Trail construction completed: 15 kilometres



INTERMISSION | REPORT CARDS



PARK DEVELOPMENT FUNDING

Options for consideration.

PARK DEVELOPMENT FUNDING | Options for Consideration

- 1. Development Cost Charges
- 2. Revenues
- 3. Lease or land sale
- 4. Partnerships
- 5. Grants
- 6. Community Amenity Contributions
- 7. General taxation
- 8. Tourism taxation
- 9. Parcel taxation

Development Cost Charges (DCCs)

- Addition of park development costs in the DCC Program.
- Inclusion of non-residential development in the DCC Program.
- 5% parkland dedication at subdivision.
- Removal or reduction of neighbourhood parkland within the DCC program.
- Reduce the taxation assist for parkland acquisition DCCs.
- Use of densification gradient.
- Reduction of parkland acquisition standard.

URBAN systems

	Kelowna	Abbotsford	Kamloops	Langley	Chilliwack	Surrey ¹	Richmond ¹
Policy for provision of parkland per 1000 population growth?	Yes	Yes	Yes	No	Yes	Yes	Yes
What is the ratio?	2.2 hectares	3.4 hectares	15-20 hectares	3.2 hectares per 1000 population (as a guideline, not a policy)	4.0 hectares	2.4 hectares	3.1 hectares per 1000 population, except 1.3 hectares per 1000 population in City Centre
What type of parks are included?	City-wide, recreation, community and neighbourhood parks. Does not include linear parks, creek corridors and natural open space.	City-wide, community and neighbourhood parks. The City of Abbotsford also has a standard that 6% of its land base should be parkland.	All types of parks (active, passive, open space and more). The City currently has 4-3 ha / 1000 population	Municipal, conservation, community and neighbourhood parks.	Community and neighbourhood parks.	City-wide and neighbourhood parks. These targets do not include destination or regional scale parkland.	City-wide, community, neighbourhoods
Park development costs included in the DCC program?	NO – Only parkland acquisition costs are included in the DCC bylaw.	Yes – Development of all forms of parks.	Yes - DCC parks development program primarily includes projects that are intended to serve the broader needs of the community, rather than specific neighbourhoods. City-wide parks development and trail systems development are good examples of projects included in Kamloops's DCC program.	Yes – DCC parks development program includes improvements to various neighbourhood, community and municipal parks throughout the Township.	Yes – Development of all forms of parks.	NO – Only parkland acquisition costs are included in the DCC bylaw.	Yes – Development of all forms of parks.
Is non-residential development included in the DCC program?	No	No	No	No	Most non-residential uses do not pay parks DCCs, however, institutional uses do pay parks DCCs	Some non-residential uses do not pay parks DCCs, however, Highway 99 Corridor commercial and industrial uses do pay parks DCCs	Yes – All uses contribute to both park development and acquisition
Parkland acquisition included in your DCC bylaw?	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Are neighbourhood parks included?	Yes	Yes	Yes	No	Yes	Yes	Yes

¹ Note: Both Surrey and Richmond have suggested that the current trend toward the increasing ratio of multi-family to single family residential development has resulted in less parkland being made available through the 5% dedication process. Further, they suggest that given the high cost of land in these communities neither the 5% land dedication, nor the 5% cash in lieu tool can be relied upon to secure adequate park space or funds for parks to meet desired hectares per capita ratio. For this reason both cities emphasize the need for both 5% parkland dedication and Parks Development Cost Charges for land acquisition to ensure that they can secure important environmental or recreation space for future generations.

	Kelowna	Abbotsford	Kamloops	Langley	Chilliwack	Surrey ¹	Richmond ¹
What types of parkland are acquired through 5% dedication at subdivision?	The City does not generally use the 5% parkland dedication / cash-in-lieu provisions outlined in the Local Government Act (LGA) – the City uses DCCs for acquisition.	No prescribed list, but dedication is generally determined on a case by case basis. Typically, 5% cash-in-lieu is taken.	The minimum 5% parkland dedication is applied in newly developing areas and this is used to support recreational uses such as sports and active play. The Kamloops parks Master Plan states Open Space (steep slopes, gullies, etc.) should not be included in the 5% parkland dedication.	The Approving Officer is empowered to make decisions as to the requirement of the 5% parkland dedication or cash in lieu from subdivision proposals. This is used to acquire primarily neighbourhood parkland. The Development Cost Charges Bylaw (adopted in 2008), states DCC parkland acquisition charges do not include neighbourhood level parks.	The 5% dedication is used to fund specifically neighbourhood level parks. The 5% dedication is applied separately from DCCs, which are used for funding indoor facilities, "community level" parks and sport fields that serve a much larger geographic area.	The City of Surrey Parks, Recreation And Culture Strategic Plan allows the 5% parkland dedication tool to acquire all types of parks with consideration for the size of the proposed parkland, ecological integrity of the surrounding system, optimal community use, anticipated long-term viability and the "fit" within the catchment area.	Richmond applies the 5% land dedication policy for new developments. Location goals, as stated in the City of Richmond Park Classifications, are used as the evaluative criteria for acquisitions. They also often consider taking cash in-lieu. This covers most types of parkland.
What percentage taxation assist goes to parkland?	8% (+3.4%)	5%	1%	1%	10%	5%	1%
Density gradient used to determine Parks DCC rates?	No – same charge regardless of density for Parks DCCs; except Residential 5 - multi- family units of 55.8 square meters or less are charged per sq.m.	Yes – Parks DCC varies by land use category Rural Residential Urban Residential Medium Density High Density Congregate Care	Yes – Parks DCC varies by land use category Single and Two Family Residential Multi-Family Residential – Low Density (per unit) Multi-Family – Medium Density (per unit) Multi-Family – High Density (per unit)	 Yes – Parks DCC varies by land use category Residential 1 - represents 15 or less dwelling units per hectare; Residential 2 - represents 16 to 44 dwelling units per hectare; Residential 3 - represents 45 to 74 dwelling units per hectare; and Residential 4 - represents greater than 74 dwelling units per hectare. 	Single Family, Duplex	Yes – Parks DCC varies by land use category. Some of multi-family residential uses have been categorized together in the DCC bylaw and have the same rate per sq. ft.	Yes - Parks DCC varies by land use category • Single Family • Townhouse • Apartment

Revenues

- Property rentals
- Concessions & equipment rentals
- Sponsorship



Wibit Kelowna | City Park

Lease or Land Sale

- Commercial lease
- Sale of surplus land



Boyce-Gyro Park Improvements

• Developers



Quilchena Park | Kettle Valley

• Sports' organizations



Kiwanis High Noon Ball Park

• Not-for-profit organizations



Laurel Packinghouse Courtyard | Downtown

• Neighbourhood groups

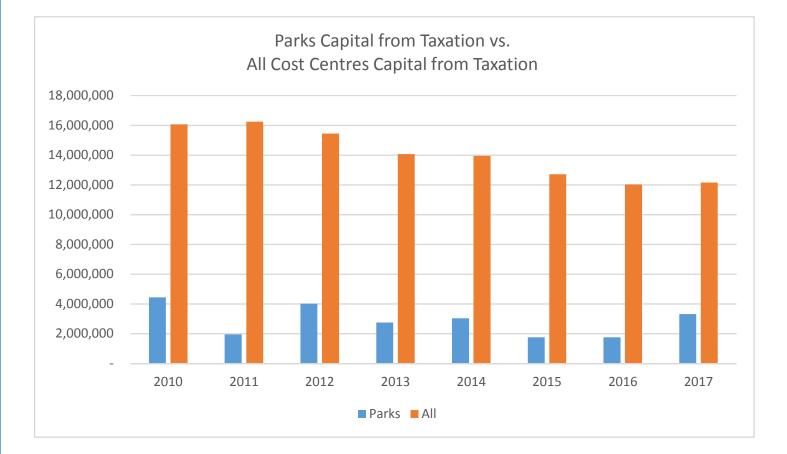


Lost Creek Neighbourhood Group | Lost Creek Park, Wilden

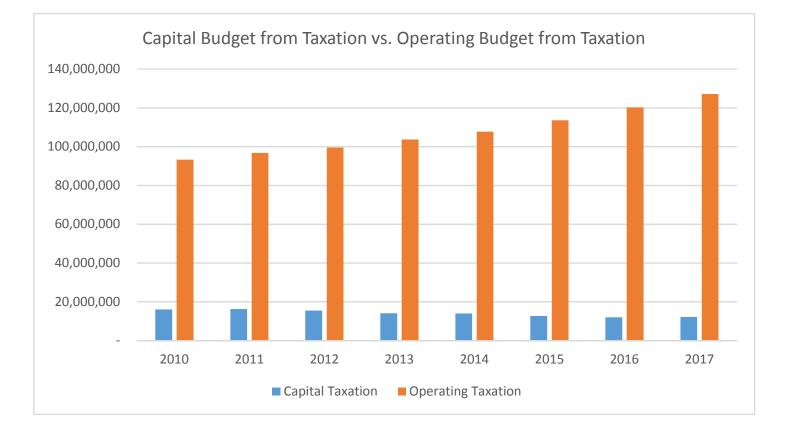
Grants

Community Amenity Contributions

General Taxation



General Taxation (continued)



Tourism Taxation



Canada Day | Waterfront Park

Parcel Taxation





City Park | Downtown

PARK DEVELOPMENT FUNDING | Options for Consideration

- 1. Development Cost Charges
- 2. Revenues
- 3. Lease or land sale
- 4. Partnerships
- 5. Grants
- 6. Community Amenity Contributions
- 7. General taxation
- 8. Tourism taxation
- 9. Parcel taxation

PARK DEVELOPMENT FUNDING | Options for Consideration

1. Development Cost Charges

- 2. Revenues
- 3. Lease or land sale
- 4. Partnerships
- 5. Grants
- 6. Community Amenity Contributions
- 7. General taxation
- 8. Tourism taxation
- 9. Parcel taxation

Temporary Uses

- Community gardens
- Off-leash dog parks
- Improvised trails



South Pandosy Waterfront Park | Mission

Concerns

- Security
- Vandalism
- Vagrant camps



Bluebird Waterfront Park | Mission

Public perception of 'inaccessible parkland'



Manhattan Drive | Downtown



Swick Road Beach Access | Mission

Temporary uses becoming long-term demands



Dog parks!



Ouestions? For more information, visit **kelowna.ca**.





PARKS DEVELOPMENT REPORT A study of underdeveloped, undeveloped and future park sites.

May 2017



EXECUTIVE SUMMARY

The City of Kelowna is committed to providing parkland for public enjoyment and well-being, creating sports amenities to promote active living, preserving natural open space for wild flora and fauna, and developing linear greenways that create strong pedestrian and cycling connections throughout the city.

Following the Parkland Acquisition Guidelines, the City acquires parkland based on long-term planning strategies and through land dedications at the time of subdivision or rezoning. It has become apparent however, the rate of park development has not kept pace with the rate of parkland acquisition. While development is thriving, the rate of parkland acquisition exacerbates the inability to provide fully built out parks for our citizens based on our adopted standards. While it could be considered our parkland acquisition ratios are therefore too high, comparison with other municipalities shows our ratio on the lower end of the spectrum. Further, as a tourism-focused economy the City relies heavily on our parks system for our visitors to enjoy.

At the direction of Council this report was prepared to identify the shortfall in park development, and options on how this might be addressed. The report cards within provide a succinct record of all undeveloped and underdeveloped parks, as well as future park sites anticipated to be acquired in the near future. They demonstrate the gaps in development across all categories of park within the City.

The report also provides a simple overview of multiple funding alternatives, without prejudice, in order to address the backlog. This is provided for discussion, with the intent Council will direct staff to develop certain options for further deliberation.

The report concludes with consideration to open up undeveloped parkland for public access on an interim basis, and specifically waterfront properties.



TABLE OF CONTENTS

1.0	Park I	nfrastructure Objectives	.Page 4
2.0	Bench	nmark Study	.Page 5
3.0	Park I	Provision	.Page 7
4.0	Repo	rt Card Neighbourhood Parks	.Page 12
5.0	Repo	rt Card Community Parks	Page 15
6.0	Repo	rt Card Recreation Parks	.Page 17
7.0	Repo	rt Card City Wide Parks	.Page 19
8.0	Repor	t Card Natural Area + Linear Parks	Page 23
9.0	Park D	Development Funding Strategies	Page 27
10.0	Temp	orary Usage in Parks	Page 36
Apper	ndix <mark>A</mark>	Excerpt from Official Community Plan	Page 39
Apper	ndix <mark>B</mark>	Parks Financing Framework Discussion Paper - Urban Systems	.Page 43

1.0 PARK INFRASTRUCTURE OBJECTIVES

2030 Official Community Plan

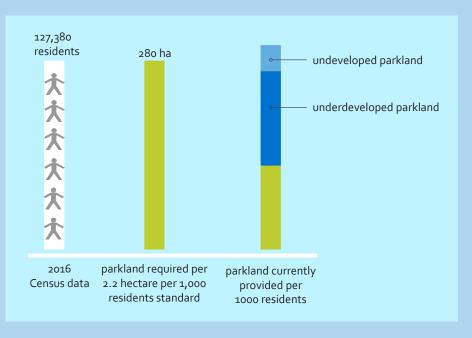


*Refer to Appendix A for excerpt from Official Community Plan outlining park policies associated with each of the above objectives.

2.0 BENCHMARK STUDY

How are we measuring up?

Within the over arching OCP objective of 'Provide active and passive parks for a diversity of people and a variety of uses', one policy is the 'Active Park Standard', which identifies the intent of providing 2.2 hectares of active parkland per 1,000 new population growth. Per the figure below, we are currently meeting the target. This figure can be somewhat misleading though, in the fact that in a given year we might be in the process of acquiring a large piece of land which does not factor into the calculation - resulting in a lower measurement of park provision. Conversely, the measure could be skewed to show that we are acquiring more park land than we need to, based on a given year in which many large acquisitions were made. This being said, it is important to interpret the data with some background knowledge of the larger acquisition strategies that coincide with our long term planning goals.



Provision of 2.2 ha of active parkland per 1,000 residents

How are we measuring up? (continued)

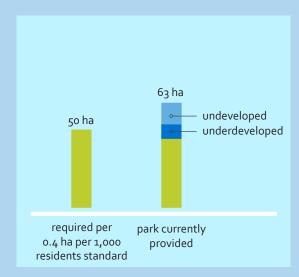
Within the Active Park Standard policy, the 2.2 hectares is approximately comprised of o.6 hectares of neighbourhood park, o.4 hectares of community park, o.6 hectares of recreation park, and o.6 hectares of city-wide park. Linear and natural area parks are not included in this measure. The following info graphics provide a snapshot of each park class and how it relates to the intentions set out in the Active Park Standard policy.



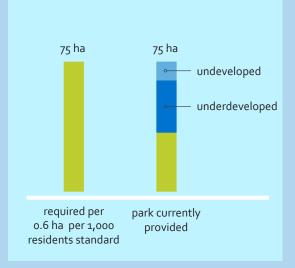
Provision of 0.6 ha of neighbourhood park per 1,000 residents



Provision of o.6 ha of recreation park per 1,000 residents



Provision of 0.4 ha of community park per 1,000 residents



Provision of 0.6 ha of city-wide park per 1,000 residents

3.0 PARK PROVISION

3.1 THE QUALITY OF OUR PARKS

From our staff:

"Looking at it from a broad spectrum, the most important thing is to provide consistency of quality throughout each park type. We have to be careful. It's essential to ensure we put the right amenity in the right place! When building a park, the quality isn't just about the amenities, it's about the quality of the space and its compatibility with adjacent land use. Especially when a school leaves a neighbourhood, a park can become a huge community focal point. Parks are more than just a space - they really are an integral part of the community."

JOE CRERON, Deputy City Manager

"Our strengths as a City, in terms of parks, lies in our acquisition and parkland provision strategies. There is a great range of distribution of park space throughout the City, with most people in the Urban Core living and working within close proximity to a park (or future park). The challenge, in consideration of the community's rapid growth over the past 30 years, is developing and constructing new parks to meet this population demand and at the same time modernizing older park facilities and amenities nearing the end of their life span. If successful in tackling this challenge, the tangible benefits to the community are enormous in terms of quality of life and would significantly contribute to the Kelowna 'brand'."

TERRY BARTON, Urban Planning Manager

From our citizens:

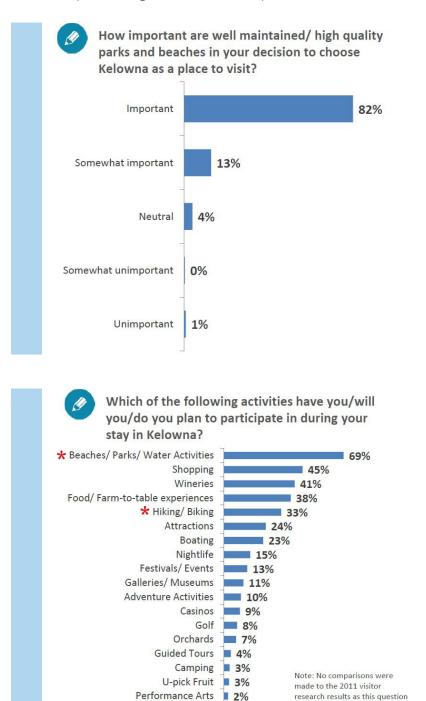
"I would like to take this opportunity to thank the City of Kelowna for the much-needed work currently being done to improve the safety and enjoyment of the mountain biking trails on Knox Mountain. The new downhill trail on the Shale Trail area, for example, is safe, well built and super fun. More such trails are needed and would be greatly appreciated. Thank you again for this great, new amenity for the local biking community and for helping to keep people healthy, active and outdoors. Looking forward to more great trails!"

"I live with my 15 yr. old daughter in a townhouse near Richmond Park. We love the park and would use it more if it weren't for the undesirables there. There are a lot of kids in the neighborhood that live in condos or townhouses and have no place to play and would use the park more if there was equipment such as basketball hoops etc. I am more than willing to raise funds to help improve the park as I feels this park is very important."

Comments via 'Service Request'

From our visitors:

The following graphs were taken from the '2016 Visitor Intercept Survey' conducted by Tourism Kelowna. It is evident that our parks and natural amenities are the primary draw for many of the tourists that visit Kelowna. Well maintained and high quality spaces are why they choose Kelowna, and the activities they plan to participate in are, for the most part, integrated within our parks and trails.



Sporting Event 2%

Other 2%

survey.

was not part of the 2011

3.2 TYPE AND QUANTITY OF OUR PARKS

In terms of providing parkland for our citizens, Infrastructure Planning follows the City of Kelowna's Official Community Plan by ensuring there is at least 2.2 hectares of parkland per 1,000 population.

The type of park provided is determined by the parameters set out in the City of Kelowna's 'Parkland Acquisition Guidelines'. This guideline is prescriptive in its methodology for park provision. Size of park and what amenities are typically included in each are given.

3.3 PRIORITIZING PARK DEVELOPMENT

The City park development priorities are based on multiple factors:

- Provision (or lack of) park facilities for residents in a specific area
- Needs of specific user groups
- Provision of specific sports facilities to meet demand
- Parks master plans
- Public consultations

When the City is approached by a private group to partner in park development, these priorities may shift in order to take advantage of a financial opportunity. These opportunities should be explored through the City's Partnership Framework which provides a consistent avenue to examine opportunities through all stages of partnership development and ensure they are aligned with City objectives and priorities.

Examples from Seattle, WA:

"In a story cited in the recent issue of Parks and Recreation magazine, when neighbors in an upper-middle-class neighborhood of Seattle asked if they could hold fundraisers to raise money to reopen a wading pool shuttered due to cuts, Parks officials made a counteroffer. 'Our push back is that we don't want to privatize our parks and have a rich/poor divide,' says Friedli. 'We said, 'If you raise money to open two wading pools, we'll open yours and another on the south side of Seattle,' which is poorer. They got it right away, and agreed,' he recalls. 'That's kind of the way Seattle thinks.'"

Blaha, K. "Public-Private Partnerships, Seattle Style (Part 2 of 3)." City Parks Blog. November 4, 2013. https:// cityparksblog.org/2013/11/04/public-private-partnerships-seattle-style-part-2-of-3/

"'There is tension between government, which is there to protect the land for the use of all people, and private entities, which may have limited interests,' said Barbara Wright, who recently co-chaired a citizen committee on the future of Seattle's parks. Defining the role and mission of a partnership is really important. In structuring a partnership agreement with the city, you're looking for that sweet spot.' "

Beekman, D. "Public-private partnerships take root to help downtown parks." Seattle Times. January 5, 2015. http://www. seattletimes.com/seattle-news/public-private-partnerships-take-root-to-help-downtown-parks/

4.0 REPORT CARD | NEIGHBOURHOOD PARKS

These parks are centrally located within a neighbourhood and typically serve approximately 2,000 residents within one kilometre or a five-minute walk to the park. Due to a combination of residential development and land acquisition strategies, there are numerous neighbourhood parks earmarked for future development.

On all pages, examples of successful parks are shown in the snapshot images. Success is defined by type and quality of amenities, quality of construction, level of usage, and sense of ownership by neighbourhood.

4.1 SUCCESSFUL PARKS



BIRKDALE | BLACK MOUNTAIN



- Widely popular play structure
- Great views from park
- Accessible from top, middle, and bottom or park parcel

- First natural playground for the City of Kelowna
- Great 360 degree view
- Tennis court

- Tennis courts
- Pickleball courts
- Small but popular play structure

4.2 NEIGHBOURHOOD PARK DEVELOPMENT FUNDING

The current 2030 Capital Plan identifies the development of six neighbourhood parks as Priority 1 commencing in 2022 (2024-26 + 2028-29). An additional nine neighbourhood parks are identified in others years as Priority 2.

Priority 1: \$2,425,000 Priority 2: \$3,700,000

4.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE NEIGHBOURHOOD PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Lost Creek Park	Undeveloped	0.21 ha	<u>Funded</u> Playground, pathway, benches	Funded in 2017 capital budget as a park development partnership
Barlee Park	Underdeveloped	0.37 ha	<u>Existing</u> Community garden	
			<u>Proposed</u> Playground, open lawn area	P2 in 2017 (\$400,000)
Ballou Park	Underdeveloped	1.44 ha	<u>Existing</u> Playground, picnic table, community garden	
			<u>Proposed</u> Trailhead, court sport, open Iawn area	
* Martin Park	Undeveloped	1.54 ha	<u>Existing</u> Martin Avenue Mosaics (community public art)	Potential to be 1/6 parks developed as P1
* Casorso Park	Undeveloped	1.70 ha	<u>Proposed</u> Comm. garden, playground	Potential to be 2/6 parks developed as P1
* Walrod Park	Undeveloped	o.98 ha	Potential to relocate Knox tennis courts here	Potential to be 3/6 parks developed as P1
* Landmark Urban Centre Park	Future	-	-	Potential to be 4/6 parks developed as P1
* Kirschner Park	Future	-	-	Potential to be 5/6 parks developed as P1
* Burne Ave. Park	Future	-	-	Potential to be 6/6 parks developed as P1
** Prospect at Black Mountain Park	Future			Unfunded (identified as P2 in 2030 Plan)
** Elliot Ave. Park	Future			Unfunded (identified as P2 in 2030 Plan)
** Johnson Rd. Park	Future			Unfunded (identified as P2 in 2030 Plan)
** Marshall St. Park	Future			Unfunded (identified as P2 in 2030 Plan)
** Wilson Ave. Park	Future			Unfunded (identified as P2 in 2030 Plan)
** Wilden - Hepner Park	Future			Unfunded (identified as P2 in 2030 Plan)
** Wilden - Landrover Park	Future			Unfunded (identified as P2 in 2030 Plan)
**University South Park #2	Future			Unfunded

4.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE NEIGHBOURHOOD PARKS (continued)

Fraser Lake Park	Future		Unfunded
Tower Ranch Park #1	Future		Unfunded
Tower Ranch Park #2	Future		Unfunded
The Ponds Park #1	Future		Unfunded
The Ponds Park #2	Future		Unfunded
Band Road Park	Future		Unfunded
Lillooet Park	Future	*Currently owned by SD#23 / leased by City of Kelowna *Partially developed	Unfunded
Dilworth Soccer Park	Future	*Currently owned by SD#23 / leased by City of Kelowna *Partially developed	Unfunded
Eagle Ridge	Future		Unfunded
Tonn Mountain	Future		Unfunded

* For illustrative purposes these six parks are identified as potentially funded, however this is not an indication these are the priority parks for development.

** For illustrative purposes these nine parks are identified as Priority 2's, however this is not an indication these are the priority parks for development.

5.0 REPORT CARD | COMMUNITY PARKS

Designed to serve 12,000 people within a radius of three kilometres, Community Parks feature higher intensity recreation uses such as multi-recreational courts, sportsfields, and infrastructure to meet vehicle, transit, cycling and pedestrian needs. Due to a combination of residential development and land acquisition plans, there are numerous neighbourhood parks earmarked for future development.

5.1 SUCCESSFUL PARKS



- Water park
- Skate park
- Walking paths
- Universally accessible playground



- Tennis court
- Natural area / pond
- Trails and pathways



- Feature slide
- Water park
- Tennis court
- Walking paths

5.2 COMMUNITY PARK DEVELOPMENT FUNDING

The current 2030 Capital Plan identifies three community parks for development: Rowcliffe Park (\$4.4m over 2017-21), Rutland Centennial Park (\$3.5m over 2018-2020), and Dehart Park (\$4.7m over 2021-24), and an additional \$1.2m for general development 2027-30, all as Priority 1. Parks identified as Priority 2 in the 2030 Capital Plan include: University South Community Park (\$1.6m over 2025-26), Gallagher Park (\$900,000 over 2024-25), and an additional \$300,000 for general development in 2026).

Priority 1: \$14,075,000 Priority 2: \$2,850,000



5.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE COMMUNITY PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Rowcliffe Park	Undeveloped	2.02 ha	Existing Off-leash dog park Funded Phase1: Playground w/ walkway + sod berm Phase 2: perimeter walkway, stage, vehicle access easement Phase 3: play field, community gardens, dog park, heritage walk, plaza area	Funded in 2017 (\$1.7 million) P1 in 2018 (\$1 million) P1 in 2019 (\$1.2 million) P1 in 2021 (\$500,000)
Rutland Centennial	Underdeveloped	2.46 ha	Existing Playground, pathway + benches <u>Funded</u> Performance stage, sport court/field, multi- cultural gardens, washrooms	P1 in 2018-20 (\$3.5 million)
Dehart Park	Undeveloped	3.74 ha	<u>Existing</u> Comm. garden, tennis courts <u>Funded</u> Walking trails, bike course, youth area	P1 in 2021-24 (\$4.7 million)
Gallagher Park (Black Mountain)	Undeveloped	6.oo ha	Not yet planned	P2 in 2024-25 (\$900,000)
University South Park	Undeveloped	N/A	<u>Proposed</u> Washrooms Sport field Playground Pathway	P2 in 2025-26 (\$1.6 million)
Aurora Park	Undeveloped	o.34 ha	Not yet planned	Unfunded
Begbie Park	Undeveloped	1.27 ha	Not yet planned	Unfunded
Quilchena Park / Blair Pond Park	Underdeveloped	N/A	Both parks require washrooms	Unfunded
Ponds Community Park	Underdeveloped	7.6 ha	Requires a sports park	Unfunded
Wilden - Village Cen- tre Park	Future	-	-	Unfunded
Dayton Park	Future	-	-	Unfunded
Ellison Lake Park	Future	-	-	Unfunded
Rutland Town Centre Park	Future	-	-	Unfunded

6.0 REPORT CARD | RECREATION PARKS

Recreation Parks attract large numbers of active recreation participants and spectators. Passive recreational uses for all ages are also typical incorporated into the design. The City of Kelowna runs several Recreation Parks that are heavily used. Examples of successful attributes have been pulled out and are featured in the snapshots below.

Currently, there is only one undeveloped Recreation Park in the city. The table below provides more detail on this park, as well as areas within the existing parks that require development in order for them to meet the requirements of their approved Master Plan.

6.1 SUCCESSFUL PARKS



 One popular element of Mission Recreation Park, the artificial turf field, has served the City for almost 20 years. Having a field such as this provides opportunity for year round programming, and with lighting extends hours of use which reduces pressure on other heavily used grass fields.



• The softball fields at Mission Recreation are extremely well used. Softball in Kelowna is one of the most popular summertime social activities.



 Angel Way is a multi-use corridor that connects users from the highway pedestrian overpass through Parkinson Recreation Park to the Rail Trail corridor along Clement Avenue.

6.2 RECREATION PARK DEVELOPMENT FUNDING

The current 2030 Capital Plan identifies \$4.8m as Priority 1 for the first phases of Glenmore Recreation Park. An additional \$1.4m is identified as Priority 1 in 2022-23 for two softball diamonds at Mission Recreation Park. A variety of projects are identified as Priority 2, including boat launch land & facilities (\$10m over 2019, 2024-25)

Priority 1: \$6,287,875 Priority 2: \$26,562,125



6.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE RECREATION PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Glenmore Recreation	Undeveloped	11.48 ha	<u>Funded</u> Phase 1: servicing, ALR buffer, attenuation pond, access roads Phase 2: sports fields, seeding, irrigation, lighting, asphalt	Funded in 2017 (\$2.6 million) P1 in 2018 (\$1.7 million)
			<u>Proposed</u> Phase 3: rec facility, pickleball, playground, waterpark, artificial turf, basketball, skatepark, entry plaza	P2 in 2017-18 (\$562,000 - additional) P2 in 2022-23 (\$2.2 million) P2 in 2025-26 (\$2.2 million) P2 in 2028-29 (\$2.2 million)
Mission Recreation	Underdeveloped	46.55 ha	Existing Diamonds, sports fields, pedestrian paths, dog park, community gardens, soccer dome <u>Funded</u> Turf replacement, 2 additional diamonds	P1 in 2021 (\$600,000 - turf) P1 in 2022-23 (\$1.4 million - diamonds)
			<u>Proposed</u> Youth park, plaza, + trail system Pedestrian network + landscaping Landscaping associated w/ new build- ings	P2 in 2024-25 (\$4.4 million)
Parkinson Recreation	Underdeveloped	19.49 ha	<u>Existing</u> Tennis, pickleball, fields, multi-use corridor	
			<u>Proposed</u> Re-design of field layout Mill Creek trail	Not identified in 2030 Capital Plan Potential opportunity for improvements in partnership with SD23 school development
Rutland Recreation	Underdeveloped	14.56 ha	<u>Existing</u> Sport fields, community garden, dog park, BMX track, washroom <u>Funded</u> Pickleball courts	Funded in 2017 (\$200,000 - pickleball)
			<u>Proposed</u> Sport field re-design + playground	Not identified in 2030 Capital Plan
Tutt Ranch Recreation	Future	-	-	Unfunded

7.0 REPORT CARD | CITY-WIDE PARKS

City-Wide parks are parks of special recreational, environmental or cultural significance. They must be designed to accommodate active programming (e.g. sports field, sports courts, etc.), passive programming (e.g. picknicking, playgrounds, etc.), or a combination of both. Park amenities vary, but are typically of sufficient importance to attract people throughout the City, as well as tourists.

As a tourist destination city, Kelowna places high value on procuring, developing, and maintaining citywide parks. These parks are enjoyed by tourists and locals alike, and are generally higher end in terms of amenities.

7.1 SUCCESSFUL PARKS



- Wintertime skating rink
- Summertime event site
- Environmentally restored shoreline
- Open lawn area
- 'The Bear' public art piece
 - Waterfront promenade



- Partnership project with Central Okanagan Land Trust
- Walking trails and boardwalk
- Partners in Parks initiatives to install lookout platforms
- Popular site for naturalist activities



- Sheltered sandy beach
- Wheelchair access into lake
- Walking paths

7.2 CITY-WIDE PARK DEVELOPMENT FUNDING

The current 2030 Capital Plan identifies \$4 million dollars towards funding of 3 city-wide parks in Priority 1 status which include: Sarson's Beach Park, Kerry Park, and South Pandosy Waterfront Park.

- Priority 1: \$3,990,000
- Priority 2: \$29,400,000

7.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE CITY-WIDE PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Boyce-Gyro Beach Park	Underdeveloped (per 2016 concept plan)	3.6 ha	Existing Beach volleyball courts, passive green space, washrooms, playground, concession <u>Funded</u> Parking lot expansion, beach volleyball courts, public art, multi-use corridor connection, washroom renovations	Funded in 2017 (\$2.2 million)
Sarsons Beach Park Expansion	Underdeveloped	1.1 ha	<u>Existing</u> Playground Passive green space <u>Funded</u> Expansion of beach area	P1 in 2019 (\$340,000)
Kerry Park	Underdeveloped (per 2016 concept plan)	o.70 ha	Existing Sails Plaza Spirit Stage + plaza Passive green space Ogopogo sculpture Promenade <u>Funded</u> Promenade, plaza improvements, event ground / passive recreation, enhanced landscaping, + Sails plaza	Phase 1 funded in 2017 (\$1.1 million) *Now deferred to 2018-19
				Phase 2 P2 in 2018 (2.7 million)
City Park	Underdeveloped (per 2014 Mas- ter Plan)	13.2 ha	Existing Soccer field, various courts, playground, lawn bowling + clubhouse, passive green space, cenotaph plaza, washrooms, spray park, skate park <u>Funded</u> Foreshore stabilization Promenade enhancements	Accepted in 2017 budget (\$400,000) P1 in 2020 (\$1.2 million)
			<u>Proposed</u> Spray park, skateboard, playground, picnic area + pathway system	P2 in 2020-22 (\$6.4 million)
South Pandosy Waterfront Park	Undeveloped	7.0	<u>Funded</u> Riparian restoration, public pier, boat launch, paddle centre, public washroom, promenade + pathways	P1 in 2026-27 (\$2.2 million)

UNDEVELOPED, UNDERDEVELOPED + FUTURE CITY-WIDE PARKS (continued)

Sutherland Bay	Underdeveloped	2.0 ha	Existing Playground, passive green space, pathway system Funded Restored shoreline Proposed Expansion of park, new amenities	Funded in 2017 (\$200,000) P2 in 2023-24 (\$4.4 million)
Surtees Property	Undeveloped	1.6 ha	Proposed Linear park connection, trailhead + cultural interpretation	Site to be developed in partnership with a commercial developer
Bennett Plaza	Underdeveloped	o.o6 ha	<u>Proposed</u> Entrance to Art Walk Accessible plaza Public art	P2 in 2019-20 (\$1.7 million)
Waterfront Park	Underdeveloped	8.5 ha	Proposed Overall park improvements	Not identified in 2030 plan
Rotary Beach Park	Underdeveloped	1.4 ha	<u>Proposed</u> New parking layout Improved landscape and plaza areas Improved play area Pedestrian connections Lakeshore Rd. multi-use corridor	Not identified in 2030 plan
Bluebird Waterfront Park	Undeveloped	1.1 ha	Not yet planned	Not identified in 2030 plan
Dewdney Park (Melcor land beach access)	Future	-	-	Partnership commitment from developer (50/50)
Garner Pond	Future	-	-	Unfunded
University South	Future	-	-	Unfunded
Mine Hill Mountain Park	Future	-	-	Unfunded
Confluence of Francis Brook / Mill Creek	Future	-	-	Unfunded
Wilden - Summit Park	Future	-	-	Unfunded
Kirschner Mountain Park #1 + #2	Future	-	-	Unfunded
Mouth of Mission Creek -Truswell Property	Future	-	-	Unfunded

UNDEVELOPED, UNDERDEVELOPED + FUTURE CITY WIDE PARKS (continued)

Pandosy Town Centre Park	Future	-	-	Unfunded
Sutherland Bay Park	Future	-	-	Unfunded
Mouth of Mission Creek to Rotary Beach Park Waterfront Walkway	Future	-	-	Unfunded
West Ave. to Cedar Ave.	Future	-	-	Unfunded
Manhattan Point	Future	-	-	Unfunded

8.0 REPORT CARD | NATURAL AREA + LINEAR PARKS

Linear Parks and Natural Area Parks are similar in that they remain largely untouched, remaining in their natural state. Fire fuel and danger tree mitigation, as well as access for fire suppression is important in these areas.

Wetlands, hillsides, ravines, significant natural landscapes, and other environmentally sensitive areas are typical characteristics of Natural Area Parks. They have areas established for public access and recreation that are designed to protect and preserve ecological processes.

Linear Parks refer to the network of on-road and off-road trails that are developed to serve all forms of non-vehicular movement. Linear Parks often parallel creek corridors. The City's Linear Park Master Plan identifies six priority Linear Parks, which will be the focus of this report card.

8.1 SUCCESSFUL NATURAL AREA PARKS



- Hiking trails
- Viewpoint pavilions
- Swimming area and dog beach
- Professional grade mountain bike trails
- Naturalist activities



- Pedestrian path around wetland area
- Home to painted turtles
- Home to breeding and migratory birds
- Riparian area restoration

8.2 NATURAL AREA PARK DEVELOPMENT FUNDING

The current 2030 Capital Plan identifies \$2.8m for ongoing improvements at Knox Mountain Park from 2017-2030 as Priority 1. Also identified as Priority 1 is \$650,000 for natural area park/trail development.

- Priority 1: \$3,725,000
- Priority 2: \$2,175,000



8.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE NATURAL AREA PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Knox Mountain Park	On-going improvements		Trail improvements + development Realign Ellis St. + Poplar Point Dr. Annual scorecard assessment Fence installation Info kiosk + gateway at Ellis St. Noxious weed removal Improvements to Crown / Lower Lookout staging area Develop new Kathleen Lake staging / park- ing area	P1 in 2017-2030 (\$2.85 million)
Tower Ranch Mountain Park	Undeveloped	18.6 ha	<u>Funded</u> Parking lot	Developer commitment to build parking lot
			<u>Proposed</u> Washroom Trail System	Unfunded
University South Park Open Space	Undeveloped		<u>Proposed</u> Trail system	Not identified in 2030 plan

8.4 SUCCESSFUL LINEAR PARKS





- Provides multi-use connectivity from the southeast end of Kelowna through the Okanagan Lake.
- Constructed in partnership with RDCO, who has a license to occupy the trail and takes responsibility for maintenance and operations
- Home to breeding and migratory birds
- 'Hidden gem' trail along Okanagan Lake
- Rigorous climb
- Provides access to two beach areas, including Paul's Tomb.
- Amazing views north and south through the valley



- Developed in conjunction with the Central Okanagan Bypass
- Meeting public demand for increased cycling and pedestrian facilities
- Provides a safe route to and from the downtown core

8.5 PRIORITY LINEAR PARKS FOR DEVELOPMENT

- 1. Waterfront Walkway (Strathcona Park to Mission Creek)
- 2. Mill Creek Linear Park
- 3. Rail Trail (UBCO to downtown)
- 4. Bellevue Creek Linear Park
- 5. Gopher Creek Linear Park
- 6. Mission Creek Greenway

8.6 PRIORITY LINEAR PARK STATUS UPDATE

1. WATERFRONT WALKWAY

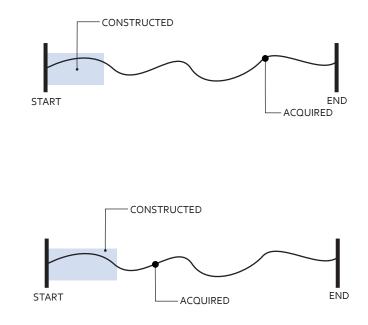
2. MILL CREEK LINEAR PARK

Trail construction completed:

Linear park length:

Land acquired:

- Linear park length: 1 kilometre
 - Land acquired: 73%
- Trail construction completed: 0.2 kilometres





19 kilometres

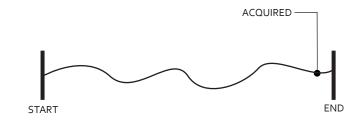
4.5 kilometres

39%



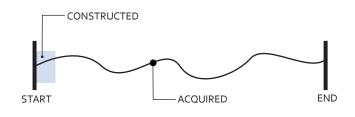
3. RAIL TRAIL (UBCO TO DOWNTOWN)

- Linear park length: 20 kilometres
- Land acquired: 95%
- Trail construction completed: o kilometres



4. BELLEVUE CREEK LINEAR PARK

- Linear park length: 13 kilometres
- Land acquired: 41%
- Trail construction completed: 0.2 kilometres



CONSTRUCTED

START

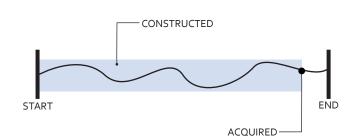
ACQUIRED

5. GOPHER CREEK LINEAR PARK

- Linear park length: 8.5 kilometres
- Land acquired: 14%
- Trail construction completed: 1.0 kilometre



- Linear park length: 16.5 kilometres
- Land acquired: 90%
- Trail construction completed: 15 kilometres



END

9.0 PARK DEVELOPMENT FUNDING OPTIONS

The previous report cards identify both Active and Linear/Natural Parks that are currently undeveloped, underdeveloped or anticipated to be acquired in the near future, and the degree of development funding shortfall when considered against the 2030 Capital Plan.

This section identifies a wide variety of potential revenue sources in order to address some of these development shortfalls. Each source is considered only as an overview, in an anticipation that further research be required before any decisions are made. The list seeks to be comprehensive and without prejudice for the purposes of discussion. Therefore while some options generate new money, others simply redirect funding from elsewhere within the City finances.

The options have been categorized into nine headings:

- Development Cost Charges
- Revenues
- Lease or land sale
- Partnerships
- Grants
- Community Amenity Contributions
- General taxation
- Tourism taxation
- Parcel taxation

Development Cost Charges (DCCs)

The City of Kelowna maintains an open and excellent relationship with the development community, based on equity and transparency. DCCs are currently levied for parkland acquisition only on residential development on a per unit basis at a rate of 2.2 hectares per thousand.

A number of options are summarized below based on best practice in other BC municipalities. A more thorough consideration is given to these in the discussion paper prepared by Urban Systems in October 2010, attached as Appendix C.

Addition of park development costs in the DCC Program. This is currently not levied in Kelowna, but common practice among many similar communities in BC, i.e. all municipalities within our study group, except Surrey. This would provide a new revenue source for park development without increasing general taxation.

Inclusion of non-residential development in the DCC Program. It is current practice in many BC municipalities to collect DCCs for both parkland acquisition and development on non-residential development in many BC municipalities. Again, this would provide a new revenue source for park development without increasing general taxation. This applies a charge to all building users, not merely their place of residence, and hence includes both tourists and non-resident workers. While there is

a strong correlation between park use and many commercial uses (hotels, wineries, offices, etc), the direct link with industrial is more remote and harder to justify.

5% parkland dedication at subdivision. Section 941 of the Local Government Act (LGA) allows municipalities to require 5% of land to be dedicated for park use at subdivision, typically as a neighbourhood park. This is common practice in many other BC municipalities, but is rarely used in Kelowna. This reduces pressure on tax supported funding and isolates acquisition from the vagaries of land value fluctuations. Where land is not identified, a cash-in-lieu can be provided. In order to avoid 'double-dipping', either a credit is given for the land value against the neighbourhood park DCC component, or the DCC bylaw is revised to exclude neighbourhood parks.

Removal or reduction of neighbourhood parkland within the DCC program. Often used in conjunction with the 5% parkland dedication, this allows the DCC program to focus on 'higher-order' parks (City-wide, Recreation and Community), and/or be redirected towards park development costs.

Reduce the taxation assist for parkland acquisition DCCs. The City currently includes an 8% taxation assist plus an additional 3.4% from taxation for secondary suites, and the like, for parkland acquisition. This covers the use of proposed park space by existing residents. The average is 3.8% across the six other municipalities considered for comparison.

Use of densification gradient. DCCs for all City infrastructure (ie. transportation, sanitary, storm, water) are charged on a densification gradient, except park acquisition which is charged on a per unit rate. Density gradients are used by a number of other BC jurisdictions and consistent with the Ministry of Community & Rural Development (MoCRD) DCC Best Practice. In order to maintain the average, DCC rates on single detached homes would increase to offset multiple unit development. The change serves to encourage densification but yields no net increase in park acquisition revenue.

Reduction of parkland acquisition standard. A reduction of parkland acquisition standard would reduce the DCC acquisition cost component, and thereby create space within the DCC program to add parkland development costs.

However, while this would create space within the DCC program, Kelowna's current acquisition standard at 2.2 hectares per thousand population is currently significantly below the Provincial average. This is of concern particularly for a tourism based economy such as Kelowna. Indeed, the recommendation from the 2010 study, Appendix B, is that this standard should be increased to 2.5 hectares per thousand population.

The tables on the following pages show the policies adhered to by municipalities of a similar size in British Columbia.

URBAN systems

	Kelowna	Abbotsford	Kamloops	Langley	Chilliwack	Surrey ¹	Richmond ¹
Policy for provision of parkland per 1000 residents?	Yes	Yes	Yes	OV	Yes	Yes	Yes
What is the ratio?	2.2 hectares per 1000 population	3.4 hectares per 1000 population	15-20 hectares per 1000 population	3.2 hectares per 1000 population (as a guideline, not a policy)	4.º hectares per 1000 population	2.4 hectares per 1000 population	3.1 hectares per 1000 population, except 1.3 hectares per 1000 population in City Centre
What type of parks are included?	City-wide, recreation, community and neighbourhood parks. Does not include linear parks, creek corridors and natural open space.	City-wide, community and neighbourhood parks. The City of Abbotsford also has a standard that 6% of its land base should be parkland.	All types of parks (active, passive, open space and more). The City currently has 4.3 ha / 1000 population	Municipal, conservation, community and neighbourhood parks.	Community and neighbourhood parks.	City-wide and neighbourhood parks. These targets do not include destination or regional scale parkland.	City-wide, community, neighbourhoods
Park development costs included in the DCC program?	No – Only parkland acquisition costs are included in the DCC bylaw.	Yes – Development of all forms of parks.	Yes - DCC parks development program primarily includes projects that are intended to serve the broader needs of the community, rather than specific neighbourhoods. City-wide parks development and trail systems development are good examples of projects included in Kamloops's DCC program.	Yes – DCC parks development program includes improvements to various neighbourhood, community and municipal parks throughout the Township.	Yes – Development of all forms of parks.	No – Only parkland acquisition costs are included in the DCC bylaw.	Yes – Development of all forms of parks
Is non-residential development included in the DCC program?	°N N	°Z	Vo	Vo Vo	Most non-residential uses do not pay parks DCCs, however, institutional uses do pay parks DCCs	Some non-residential uses do not pay parks DCCs, however, Highway 99 Corridor commercial and industrial uses do pay parks DCCs	Yes – All uses contribute to both park development and acquisition
Parkland acquisition included in your DCC bylaw?	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Are neighbourhood parks included?	Yes	Yes	Yes	No	Yes	Yes	Yes
What types of parkland are acquired through 5% dedication at subdivision?	The City does not generally use the 5% parkland dedication / cash-in-lieu provision outlined in the Local Government Art (LGA) – the City uses DCCs for acquisition.	No prescribed list, but dedication is generally determined on a case by case basis. Typically, 5% cash-in-lieu is taken.	The minimum 5% parkland dedication is applied in newly developing areas and this is used to support recreational uses such as sports and active play. The Kamloops parks Master Plan states Open Space (steep slopes, gullies, etc.) should not be included in the 5% parkland dedication.	The Approving Officer is empowered to make decisions as to the requirement of the 5% parkland dedication or cash in lieu from subdivision proposals. This is used to acquire primarily neighbourhood parkland. The Development Cost Charges Bylaw (adopted in 2008), states DCC parkland acquisition charges do not include neighbourhood level parks.	The 5% dedication is used to fund specifically neighbourhood level parks. The 5% dedication level parks. The 5% dedication DCS, which are used for funding indoor facilites, "community level" parks and sport fields that serve a much larger geographic area.	The City of Surrey Parks, Recreation And Culture Strategic Planal lows the 5% parkland dedication tool to acquire all types of parks with consideration for the size of the proposed parkland, ecological integrity of the surrounding system, optimal community use, and the "fit" within the and the "fit" within the and the "fit" within the	Richmond applies the 5% land dedication policy for new developments. Location goals, as stated in the City of Richmond Park. Classifications, are used as the evaluative criteria for acquisitions. They also often consider taking cash in-lieu. This covers most types of parkland.

	Kelowna	Abbotsford	Kamloops	Langley	Chilliwack	Surrey ¹	Richmond ^₄
What percentage taxation assist goes to parkland?	%8	965	96 T	96T	%0T	5%	%T
Density gradient used to determine Parks DCC rates?	No – same charge regardless Yes of density for Parks DCGs, use except Residential 5 - multi- family units of 55,8 square meters or less are charged per sq.m	– Parks DCC varies by land category Rural Residential Urban Residential Medium Density High Density Congregate Care	Yes-Parks DCC varies by land use category Single and Two Family Residential Multi-Family Mesidential- Low Density (per unit) Multi-Family – Medium Density (per unit) Multi-Family – High Density (per unit)	 Yes - Parks DCC varies by land use category Residential 1 - represents 3.5 or less dwelling units per hectare; Residential 2 - represents 4.5 to 4.4 dwelling units per hectare; dwelling units per hectare; than 7.4 dwelling units per represents greater than 7.4 dwelling units per represents greater thectare. 	 Yes – Parks DCC varies by land use category with Single Family, Duplex Townhouse & Other Apartment Small Apartment Note: Townhouse & Other, Apartment, Small Apartment how the same are for Single family and Duplex. 	Yes – Parks DCC varies by land use category. Some of multi- family residential uses have been categorized together in the DCC bylaw and have the same rate per sq. ft.	Yes – Parks DCC varies by land use category • Single Family • Townhouse • Apartment

I Note: Both Surrey and Richmond have suggested that the current trend toward the increasing ratio of multi-family to single family residential development has resulted in less parkland being made available through the 5% dedication process. Further, they suggest that given the high cost of land in these communities neither the 5% land dedication, nor the 5% cash in lieu tool can be relied upon to secure adequate park space or funds for parks to meet desired hectares per capita ratio. For this reason both cities emphasize the need for both 5% parkland dedication and Parks Development Cost Charges for land acquisition to ensure that they can secure important environmental or recreation space for future generations.

Revenues

Many City revenues sources remain dedicated to their sector of origin (ie. airport taxes, parking fees, utility taxes). There are a few existing revenue sources currently within the parks system that are currently returned to the general revenue stream.

Property rentals. Many park properties awaiting development, particularly waterfront and linear park properties, are rented out as residences. This could generate a small revenue stream.

Concessions & equipment rentals. Several of our city-wide and beach front parks have concession agreements (ie. bike, skate, or waterplay rentals, food, floating waterplay structure). The apparent 'commercialization' of the park system, could reasonably be justified to generate revenue for park development.

Sponsorship. The City has adopted a policy to pursue sponsorship opportunities for City owned assets. The naming of Parks has been specifically excluded from this, however naming of components within a park (ie. playgrounds, performance stages) can be considered. Sponsorship opportunities will be seeking both a financial contribution and a programming element, so create a meaningful community connection with the sponsorship.

Parking Revenue

Parking fees within City parks currently go towards parking revenue. These could be dedicated towards park development, however it is not anticipated to be a significant revenue generator.

Recreation user fees

User fees for sports fields and courts currently go to general revenue. These could be dedicated towards sports field and court development.

It would be reasonable to dedicate these to parks development, but again to the detriment of general revenue. Property rentals and concession and equipment revenues already exist and therefore fall into the category of redistribution of existing funding to the detriment of another area or service. In the case of property rentals a significant amount goes back to offsetting taxation on an annual basis. This revenue also funds some of the building and facility maintenance and pays property taxes.

Lease or land sale

The lease or sale of land within or adjacent to a park can provide revenue for park development and the potential to benefit from shared infrastructure.

Commercial lease. Long term lease of land has the potential to provide benefits to the overall park experience, the park development, and the safety and security within the park. By sensitively developing criteria to be applied to lease or land sale within a park, the City has the power to animate park edges with food and beverage, music, entertainment and the like. When the adjacent land uses and the scale of the park are suitable to support a commercial endeavour, this could be a viable option to consider. On-going public education would be necessary to ensure residents understand and support any proposals made.

Sale of surplus land. Sale of surplus land, especially if its' value is increased by the adjacent new park, can generate revenue for the parks system. Typically, use of this revenue is restricted by the Local Government Act to further park acquisition only.

By example, the sale of land adjacent to Boyce-Gyro Park is to be used to partially fund the development of a new parking lot and other amenities within the park. Further, Council has also identified the potential sale of unused road ends in the north end of the City as another potential revenue source.

Partnerships

Partnerships with other groups (ie. developers, sports organizations, not-for-profit groups, neighbourhood associations), typically up to 50:50 or more, offer the potential to spread the benefit of taxation funding across a wider field. There have been many successful examples within the parks system over recent years. However partnerships offer two major challenges:

• Ensuring that park amenity development remains equitable and fairly distributed across the City (ie. preventing a developer or neighbourhood unreasonably jumping the queue through partnering).

• Guaranteeing park amenities remain in line with City goals and policies (ie. sports partnerships developed to ensure equal distribution of provision across the City).

Developers. Several developers have voluntarily partnered with the City for park development costs, typically up to 50%, as they recognize the benefit of completed parks when selling property lots (ie. Kettle Valley). Conversely when parks are identified in marketing material but not developed this often reflects badly on the City. However, many of the successful developer partnerships in the past were achieved with a full time staff position to foster them. This position no longer exists currently, and developer partnerships have since reduced generally as a result.

Sports' organizations. Certain sports facilities (ie. year-round inflatable structures) can offer an opportunity for an organization to provide an amenity that might not otherwise be realized. The organization typically requests land from the City while it covers capital, operating and maintenance costs. In return the organization provides a portion of time available for public use. However, the most lucrative location for the facility may be at odds with City goals.

Not-for-profit organizations. Service groups and cultural organizations can offer possibilities for one off partnerships, and can often access grant and other funding sources the City does not have access to. Typically these are assessed on a one off basis to ensure the organization's goals are in line with those of the City (ie. Laurel Packinghouse Courtyard).

Neighbourhood groups. A common model in other provinces, partnership with a neighbourhood group faces many challenges. A Local Area Service (LAS) plan, often used for utility upgrades, is a very administratively clumsy tool for the relatively small amounts required for a neighbourhood park development. A voluntary partnership with a neighbourhood group, however (ie. Lost Creek Park), lacks the structure to ensure all neighbours contribute equitably.

Grants

Grants from Federal or Provincial sources, or charitable organisations, offer potential funding for park development or amenity improvements. However grants for general park development have been less forthcoming in recent years, or have been for small values that cease to be cost effective to apply for and administer.

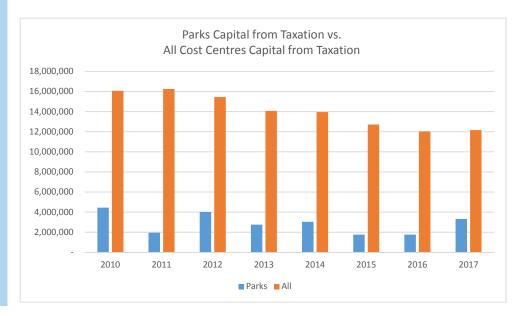
Community Amenity Contributions

Community Amenity Contributions (CACs) are contributions agreed to between the applicant/developer and local government as part of a rezoning process which is typically in the applicant's/developer's favour: density bonusing. CACs can take several forms including community amenities, affordable housing, and financial contributions towards infrastructure that cannot be obtained through DCCs, such as recreation facilities or fire halls. The agreed to contribution would be obtained by the municipal government if, and when, the local government decides to adopt the rezoning bylaw.

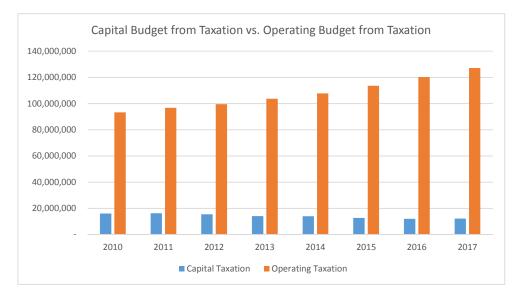
CACs have been included as an option in order to be comprehensive. However, as a negotiated contribution CACs are typically very difficult to impose equitably, and therefore not popular with either municipalities or the development community.

General taxation

Over the span of the 2030 Capital Plan, expenditure funded by taxation (including gas tax portion) on Parks capital projects averages at approximately 19% of the total taxation capital expenditure. The average fluctuates from year to year in order to accommodate the larger projects within the different infrastructure sectors.



However since 2010, the total taxation expenditure on Infrastructure capital projects as a percentage of the total taxation revenue has reduced, particularly since 2014. In 2010 Infrastructure capital represented 25% of total taxation, in 2017 it is 30%. The total expenditure for parks capital has therefore reduced proportionately in that same period.



Further, as the City inventory of parks ages, the demands on capital for asset renewal or replacement projects increases, putting further pressure on capital available for these new projects. Unless overall taxation is increased, no new funding source is available. Otherwise, to increase the proportion spent on Parks capital projects would be at the detriment of other municipal services or capital projects.

Tourism taxation

Kelowna's economy is primarily tourism based. In the summer months, the number of people in the City increases significantly. Many of these tourists come to our parks, especially the city-wide parks and beaches. However, there is currently no mechanism for direct cost recovery from this sector for either park acquisition or development. The following method is proposed:

Hotel tax. This tax is fairly accurately targeted at the tourism sector, including sports tourism, and hence easily justifiable as a 'user pays' funding source. A proportion of the hotel tax could be dedicated to park acquisition and development. Either this tax is increased to generate a new revenue source for park development, or its distribution is reassessed at the detriment of other tourism services.

Parcel taxation

This option would identify a portfolio of high priority park projects across the City in order to approach the electorate for funding through a specific tax over and above general property tax levels. In order to be equitable and serve a wide portion of the population, the portfolio of projects should be evenly distributed across the City, and serve a broad spectrum of different park user groups. The portfolio might include several high profile city-wide parks (City Park, South Pandosy, Bluebird Ave (Lakeshore), etc.), recreation park upgrades, and/or undeveloped community parks. The parcel tax would require a referendum, and therefore most likely coincide with a municipal election. This parcel tax may be implemented as a one off tax, or collected over several years. While additional taxes are rarely welcomed, parks projects are typically popular with the electorate and a portfolio of carefully chosen park projects may be one of the most likely proposals to succeed.

Conclusion

The options considered above are intended as a comprehensive overview of all potential funding options for the park development backlog. Of the options considered, only a proportion generate new revenue sources, the rest merely redistribute funding to the detriment of other municipal services. Further, while all revenue opportunities are considered, of these options only a few, probably in combination, could realistically generate the magnitude of financing required to significantly address this backlog:

- Development Cost Charges (park development charges, non-residential park charges, acquisition standard).
- Lease or land sale (commercial lease)
- Partnerships (developers, sports organizations)
- General taxation (new taxation)
- Tourism taxation (hotel taxation)
- Parcel taxation

As mentioned previously, the above options are merely an overview, and further study and discussion of the selected options is anticipated.

10.0 TEMPORARY USAGE IN PARKS

Temporary Access

The City owns many Natural Areas which function well with very little or no amenity provision. People are able to access improvised trails, walk dogs, enjoy wildlife, children play and ride bikes and generally everyone can enjoy the greenways of the City. Most undeveloped park land is also available for similarly uses. Occasional litter gets out of hand, play forts have to be dismantled, or fire pits removed, but typically the majority of these spaces are enjoyed successfully with minimal input by City resources.

Temporary Uses

Temporary community amenities are occasionally added to these undeveloped sites. Community garden groups and off-leash dog parks are perhaps two of the most in demand amenities that are often provided at relatively little cost. For example, De Hart Park has hosted a successful community garden for several years. However, once introduced to any location a temporary use can quickly become a permanent expectation. This can create difficulties if the use does not fit with the master plan for the greater benefit for all citizens. For example, Rowcliffe Park has been a large off-leash dog park for several years, the smaller dog park proposed as part of the overall park design currently being developed is not popular with dog owners in the neighbourhood.

Other Pressures

When the park development does not happen quickly the land sits unused, and various sport and community interest groups may propose uses for the site which often conflict with the carefully considered long-term master plan. These 'money available now' options result in ad hoc planning and puts pressure on the City to fit a square peg into a round hole.

Further access to undeveloped land held by other parties has created an expectation that it remain as parkland in the future over which the City has no jurisdiction. For example, the Kettle Valley school site.

Inaccessible Sites

Some undeveloped park sites or newly acquired properties are not made available for public use. Existing properties are either retained with limited maintenance and leased, or, if unsafe, demolished and the site fenced. The sites remain inaccessible until funding is available for the full park development. The primary concern is that undeveloped land in residential neighbourhoods, particularly waterfront, may attract campfires, parties, vagrancy, or other undesired activities.

There is however increasing public demand that these sites be made available in a temporary manner, particularly to meet the desire for increased waterfront access.

Conclusion

While the City must learn from the experiences of temporary uses and undesired activities on other sites, there still remains significant potential to allow acquired park land and waterfront to be made available for public benefit and well-being in the short-term. For example, Manhattan Drive, South Pandosy Waterfront Park and Bluebird Road Waterfront Park. Valuable building assets might remain for amenities compatible with the long-term master plan, and security issues would need to be addressed. A 'temporary usage' plan could address public safety, provide base level amenities, and open the land to the public sooner as a publicly accessible undeveloped park. It would provide the public with the confidence that we are acquiring park land with intention to develop, and improve public amenity in the short-term.

Staff will seek direction from Council to consider undeveloped sites for improved public access for further discussion.



APPENDIX A

PARKS POLICIES

Parks play a critical role in supporting community sustainability in the broadest sense and enhance community quality of life.

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

Policy .1 Active Park Standard. Using Development Cost Charge revenue provide 2.2 ha of parks per 1000 new population growth. As a guideline the 2.2 ha standard will include provision for 0.6 ha neighbourhood, 0.4 ha community, 0.6 ha recreation and 0.6 city-wide types of parks.

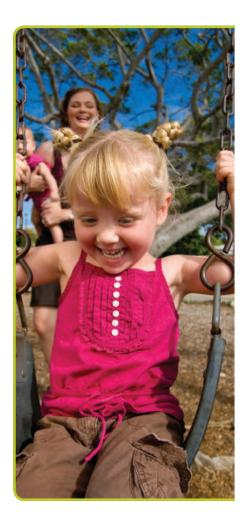
Policy .2Natural Area Parks and Open Space.Provide a city-wide network\$ \$ \$of natural area parks which meet the following criteria:

- contains representative Okanagan ecosystems;
- contains areas of outstanding natural beauty (including areas with high visual sensitivity and high visual vulnerability, such as rocky outcrops, ridge lines, hilltops, silt slopes, canyons, and water edges);
- the land area is contiguous and forms part of a larger open space network;
- contains conservation areas;
- protects viewshed corridors; and
- where appropriate, trails which maximize public safety while minimizing human impact on the most sensitive and vulnerable areas.

To achieve the above, the City will need to acquire land. In determining what land to acquire, the City will assess:

- costs/benefits to ensure the City is receiving a public asset, rather than a maintenance liability;
- liability from natural and man-made hazards (falling rocks, debris, hazardous trees, fuel modification etc.) to ensure hazards are mitigated in advance of acquisition;
- maintenance access to ensure it is acceptable; and
- opportunities for linear trails, view points, staging areas etc. to ensure availability of a public recreation component.

Parks play a critical role in supporting community sustainability in the broadest sense and enhance community quality of life.



💲 Economic Sustainability 🛉 Social Sustainability 🛛 🚯 Environmental Sustainability 🎇 Cultural Sustainability

City of Kelowna Official Community Plan - Chapter 7 • Infrastructure • 7.8 REVISED - JULY 10, 2012

Objective 7.14 **Provide waterfront parkland along the Okanagan** Lake shoreline.

Policy .1 Waterfront. Waterfront parkland acquisition will concentrate
 on areas along Okanagan Lake to increase public ownership of the foreshore. A high priority section of waterfront will be from Kinsmen Park to Knox Mountain Park.

Objective 7.15 **Develop park partnerships.**

Policy.1 Partnerships. The City will create community and enhance quality-of-life through partnerships with developers, residents' associations, property owners, non-profit organizations, private enterprise, user groups and individuals, on the acquisition and construction of all classes of parks. The City will also pursue joint use agreements and partnerships with School District 23, Regional District of the Central Okanagan, and the University of British Columbia Okanagan.

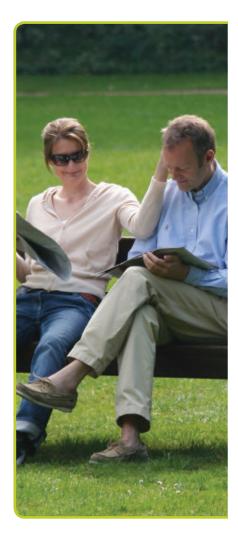
Objective 7.16 **Develop parkland to respond to user needs.**

- Policy.1 Design to Context. Design park space to reflect neighbourhood context.
- Policy .2 Park Accessibility. Design parks to meet the needs of a variety
 of user groups, including families, youth, and seniors. Where appropriate, parks will be designed to meet universal access standards for outdoor spaces.

Objective 7.17 Minimize environmental impacts of parks.

- Policy .1 Manage Public Access. Manage the impacts of public access in natural area parks by defining and developing trails which maximize public safety while minimizing human impact on the most sensitive and vulnerable areas; and reducing the impact of trails for example by reducing width, modifying surfaces, and developing boardwalks.
- Policy .2 Water Conservation. Conserve water by improving the efficiency of existing irrigation systems, improving park construction standards, designing for water conservation, using non-potable water and converting park and civic building landscapes to reduce the amount of irrigated turf where appropriate.

Design parks to meet the needs of a variety of user groups...



💲 Economic Sustainability 🕴 Social Sustainability 🛛 🚯 Environmental Sustainability 🎇 Cultural Sustainability

City of Kelowna Official Community Plan - **Chapter 7** • Infrastructure • 7.10 *REVISED - JULY 10, 2012*



Strive to provide all

access to centrally

radius.

located parks within

a five minute walking

residents in the urban core... of the City with

so as not to negatively affect farming operations. Mitigation techniques may include: deer fencing, signage, and trash bins to ensure trespass and field contamination is minimized. Any parks affecting lands in the ALR will be subject to detailed design based on the Ministry of Agriculture's guidelines. Policy .5 Walking Radius. Strive to provide all residents in the urban core (See Map 5.1 Core Area) of the City with access to centrally **\$†**Ø located parks within a five minute walking radius. Policy .6 Glenmore Recreation Park. As a key park initiative establish a 1 major Recreation Park in the Glenmore Valley that complements the existing park system. This site is identified on Map 4.1 Generalized Future Land Use. The City recognizes that use of this site for park purposes will require provision of off-setting agricultural benefits on adjacent or nearby ALR land in the Glenmore Valley to the satisfaction of the Agricultural Land Commission. Policy.7 Alternative Park Space. In urban areas of the City where further park acquisition is not financially feasible, consider innovative Ś techniques such as: closing excess streets and roads; • converting surface parking lots; · developing existing parks with higher intensity uses (e.g. sportfields, lighting, artificial turf fields); developing boulevards as people places; developing cemetery with public park components; sharing school yards; • developing utility corridors and detention ponds with public park components; • encouraging rooftop gardens; and • using the railway as a linear park. Objective 7.13 **Provide a city-wide linear park and trail network.** Policy .1 Linear Park Priorities. The top six linear park priorities for the City, as endorsed by the Linear Park Master Plan are: **\$†\$\%** Waterfront Walkway • Kinsmen to Strathcona; and Rotary Beach Park to Mission Creek • Rails with Trails

Parks in Agricultural Areas. Where parks and linear pathways

are proposed adjacent to farm areas they will be designed

- Mill Creek
- Bellevue Creek
- Gopher Creek, and
- Mission Creek Lakeshore to the Lake.

💲 Economic Sustainability 🕴 Social Sustainability 🛛 🚯 Environmental Sustainability 🙀 Cultural Sustainability

7.9 • Chapter 7 • Infrastructure - City of Kelowna Official Community Plan REVISED - JULY 10, 2012

Policy .4

İ 🚯

City of Kelowna - Park Development Report



Objective 7.18 Minimize intrusion of utilities in parks.

Policy.1 1

\$

50

Policy.2

Utilities in Parks. Public or private utilities will not be located in parks and natural open spaces unless an overall public benefit and no net environmental loss can be demonstrated. Where these criteria can be met, the utility must be located and designed in such a way as to have no visual impact to the surrounding neighbourhood.

Protect the City's groundwater resource from inappropriate development...

GENERAL UTILITY POLICIES

Objective 7.19 Ensure efficient, sustainable and context sensitive implementation of utilities.

Policy .1 District Energy System. Where a district energy system is in place or is planned, implement a Service Area Bylaw to ensure new buildings in the service area are ready for connection to the district energy system.

> Energy Reduction Priorities. In working to reduce greenhouse gas emissions, place a primary focus on reducing demand, then prioritize further efforts in the following sequence: re-using waste heat, using renewable heat, and then finally on using renewable energy.

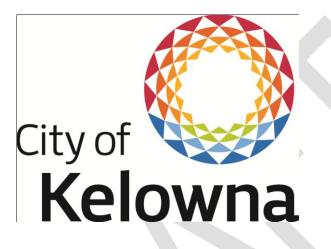
💲 Economic Sustainability 🕴 Social Sustainability 🛛 🚯 Environmental Sustainability 💥 Cultural Sustainability

7.11 • Chapter 7 • Infrastructure - City of Kelowna Official Community Plan **REVISED - JULY 10, 2012**

APPENDIX B



Discussion Paper



Parks Financing Framework

Phase 1 Policy Review

October 2010 USL File: 0467.0398.01



#300 – 1353 Ellis Street Kelowna, BC V1Y 1Z9 Phone: (250) 762-2517 Fax: (250) 763-52**<u>4</u>617**

This report is prepared for the sole use of the City of Kelowna. No representations of any kind are made by Urban Systems Ltd. or its employees to any party with whom Urban Systems Ltd. does not have a contract. Copyright 2010 Urban Systems Ltd.



Parks Financing Framework

Phase 1 Policy Review Discussion Paper

1.0	INTRODUCTION	1
1.1	BACKGROUND	1
1.2	OBJECTIVES	1
1.3	REPORT FORMAT	2
2.0	GUIDING PRINCIPLES AND BEST PRACTICES	3
2.1	GUIDING PRINCIPLES	3
2.2	KEY DEVELOPMENT CONSIDERATIONS	3
2.3	BEST PRACTICES	4
3.0	CURRENT CITY POLICIES AND PRACTICES	5
3.1	CURRENT POLICIES	5
3.2	CURRENT DEVELOPMENT COST SHARING MODEL	6
3.3	CURRENT PRACTICES	7
3.4	SUMMARY OF CURRENT POLICIES AND PRACTICES	8
4.0	PRACTICES IN OTHER COMMUNITIES	9
	PRACTICES IN OTHER COMMUNITIES	
4.1		9
4.1 4.2	Park Development Cost Charges	9
4.1 4.2 4.3	Park Development Cost Charges	9 .0 .1
4.1 4.2 4.3	PARK DEVELOPMENT COST CHARGES	9 .0 .1
4.1 4.2 4.3 4.4 5.0	PARK DEVELOPMENT COST CHARGES	9 .0 .1 .1 3
4.1 4.2 4.3 4.4 5.0 5.1	PARK DEVELOPMENT COST CHARGES. ACQUIRING AND PROTECTING CREEK SETBACK AREAS OBTAINING TRAILS: 1 NON-RESIDENTIAL PARKLAND DCCS: 1 POLICY AND FINANCE ANALYSIS	9 .0 .1 .1 .3
4.1 4.2 4.3 4.4 5.0 5.1 5.2	PARK DEVELOPMENT COST CHARGES. ACQUIRING AND PROTECTING CREEK SETBACK AREAS OBTAINING TRAILS: 1 NON-RESIDENTIAL PARKLAND DCCS: 1 POLICY AND FINANCE ANALYSIS 1 CURRENT POLICY OBSERVATIONS AND POTENTIAL RISKS. 1 POLICY CONSIDERATIONS	9 .0 .1 .1 .3 .3
4.1 4.2 4.3 4.4 5.0 5.1 5.2 6.0	PARK DEVELOPMENT COST CHARGES. ACQUIRING AND PROTECTING CREEK SETBACK AREAS OBTAINING TRAILS: 1 OBTAINING TRAILS: 1 NON-RESIDENTIAL PARKLAND DCCS: 1 POLICY AND FINANCE ANALYSIS 1 CURRENT POLICY OBSERVATIONS AND POTENTIAL RISKS. 1 POLICY CONSIDERATIONS 1 POLICY REVIEW SUMMARY AND RECOMMENDATIONS	9 .0 .1 .1 .3 .4 .0
4.1 4.2 4.3 4.4 5.0 5.1 5.2 6.0 6.1	PARK DEVELOPMENT COST CHARGES. ACQUIRING AND PROTECTING CREEK SETBACK AREAS OBTAINING TRAILS: 1 OBTAINING TRAILS: 1 NON-RESIDENTIAL PARKLAND DCCS: 1 POLICY AND FINANCE ANALYSIS 1 CURRENT POLICY OBSERVATIONS AND POTENTIAL RISKS. 1 POLICY CONSIDERATIONS 1 POLICY REVIEW SUMMARY AND RECOMMENDATIONS 2 5% PARKLAND DEDICATION / CASH-IN-LIEU PROVISIONS	9 .0 .1 .3 .3 .4 0
4.1 4.2 4.3 4.4 5.0 5.1 5.2 6.0 6.1 6.2	PARK DEVELOPMENT COST CHARGES. ACQUIRING AND PROTECTING CREEK SETBACK AREAS OBTAINING TRAILS: 1 OBTAINING TRAILS: 1 NON-RESIDENTIAL PARKLAND DCCS: 1 POLICY AND FINANCE ANALYSIS 1 CURRENT POLICY OBSERVATIONS AND POTENTIAL RISKS. 1 POLICY CONSIDERATIONS 1 POLICY REVIEW SUMMARY AND RECOMMENDATIONS	9 .0 .1 .3 .3 .4 .0 .2

TABLE OF CONTENTS



6.4 Use of Density Gradient for Park DCCs	24
6.5 PROPOSED INCREASE IN PARKLAND STANDARDS FOR FUTURE DEVELOPMENT	24

APPENDICES

City of Kelowna A

Parks Financing Framework

Phase 1 Policy Review Discussion Paper

Appendix A – Best Practices Comparison
Appendix B – Parkland Dedication Practices in Other Jurisdictions
Appendix C – Current Parkland Acquisition Legislation

Appendix D – Ministry Circular No. 97:04 – Parkland Development

October 2010 0467.0398.01

URBANSYSTEMS.

City of Kelowna

Parks Financing Framework

Phase 1 Policy Review Discussion Paper

1.0 INTRODUCTION

1.1 Background

The City of Kelowna requested Urban Systems Ltd. (USL) to undertake a review of how future parkland acquisition and development is financed, and provide recommendations to update the City's parks financing framework. As part of the review, the consultant was asked to review current policies and evaluate the alternatives available to provide added flexibility to the City in providing the required parkland and park development needs for the growing community. Currently, the City collects Parkland DCCs on all new residential developments and utilizes these funds as the primary source of funding for parkland acquisition of City, Recreation, Community and Neighbourhood Parks. The DCC revenue is topped up with funds provided through general taxation where approved by Council. Currently, the City does not generally use the 5% parkland dedication / cash-in-lieu provisions outlined in the *Local Government Act (LGA)*.

This report also discusses other means by which the City can acquire parks and open spaces (e.g. linear parks and environmentally sensitive areas), as well as provides a review of a proposed policy change by the City to increase the parkland standard from its current 2.2 hectares (ha) per thousand of new population growth.

To undertake a review of the City's Parkland Acquisition Policies, our approach addresses three (3) primary questions:

- What is the current situation?
- What are the options for parkland financing and development, and what are the benefits and drawbacks for each?
- What are the appropriate financing tools, strategies and policies for the City of Kelowna?

1.2 Objectives

The objectives of this review include the following:

• Recommend a diversified funding structure to the City of Kelowna for future parkland acquisition and development;





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

- Review the potential use of the 5% parkland dedication / cash-in-lieu provisions of the *Local Government Act (LGA);*
- Review the potential to levy Parkland DCCs on non-residential development – e.g. commercial land uses;
- Provide clarity and consistent policy and practices for parkland acquisition with explicit statements on policy;
- Review a proposed policy change of increasing the current parkland requirements of 2.2 ha per thousand population, as set out in the draft Kelowna 2030 OCP document and the Parkland Supply Review currently being undertaken by another consultant (Catherine Berris Associates).

1.3 Report Format

The report is organized into the following sections:

- Section 1 Introduction
- Section 2 Guiding Principles and Best Practices
- Section 3 Current City Parkland Acquisition Policies & Practices
- Section 4 Review of Practices in other Communities
- Section 5 Policy and Finance Analysis
- Section 6 Policy Review Summary and Recommendations





2.0 GUIDING PRINCIPLES AND BEST PRACTICES

2.1 Guiding Principles

Parkland acquisition and development policies should be guided by overarching principles. The Ministry of Community and Rural Development ("the Ministry") has developed a Parkland Acquisition Best Practices guidebook which suggests that local governments develop parkland acquisition policies based on the following principles:

- Integration
- Benefiter pays
- Fairness
- Equity
- Accountability
- Certainty
- Consultation

Evaluation of the various policy and financing options leading to the consultant's recommendations has been based on these guiding principles.

2.2 Key Development Considerations

In addition to the general tax base, much of parkland acquisition and development will be funded from new development. Openness and transparency, predictability of actions, and respect between players (City, land owners and developers) are fundamental preconditions for good development. The City of Kelowna maintains an open and excellent relationship with the development community, and this review takes that into consideration in order to ensure that there is:

- Equity for the development community ("level playing field")
- Transparency and clarity in developing land valuation calculations
- Sufficient revenues and land required for future park needs to service both the existing community and new development

October 2010 0467.0398.01

Page 3



Phase 1 Policy Review Discussion Paper

City of Kelowna

Parks Financing

Framework

City of

Kelowna



Parks Financing Framework

Phase 1 Policy Review Discussion Paper

2.3 Best Practices

In addition to guiding principles, the Ministry's guidebook identifies a number of best practices to take into consideration when developing a parks financing strategy:

- Avoiding double-charging
- Land vs. cash-in-lieu
- Basis for the 5% calculation
- Selecting parkland within a subdivision
- Determining the cash-in-lieu value
- Park frontage costs
- Consideration of parkland needs, and
- Consideration for non-residential parkland requirements.

A comparison of the recommended best practices compared to the current City polices is included as Appendix 'A' to this report.

October 2010 0467.0398.01

Page 4



3.0 CURRENT CITY POLICIES AND PRACTICES

Current Policies 3.1

The City has established a number of policies and guidelines for the acquisition of parks within the community. The City of Kelowna's current "20 Year Servicing Plan and Financing Plan" sets out the following assumptions for Parkland Acquisition to the 2020 planning horizon:

Parks/Open Space Acquisition

The Parkland Acquisition program represents the costs of acquisition of Citywide, district, community and neighbourhood parks required to service the projected additional population over the 20 year planning horizon. The service standard identified is based on a standard of 2.2 hectares per 1,000 population, the City will need to acquire 125 hectares of park over the next 20 years at an estimated cost of **\$144.1 Million.** This represents an average annual expenditure of \$7.2 Million over the 20 year planning horizon of the OCP to the end of 2020.

The following servicing assumptions have been incorporated into the Park land Acquisition program:

- In order to accommodate the higher density form of new growth projected in the Official Community Plan, there will be a need to acquire some land with existing improvements on the land. This will provide neighbourhood parks in close proximity to growth areas and will increase the average value of land as compared to purchasing vacant land.
- The cost of purchasing some waterfront Parkland has been included in the calculations for City Wide park requirements.
- Acquisition costs are based on the current values of actual identified properties and estimated future acquisitions, by park type and by growth area.
- The Parks Land Acquisition program does not include any park development or provision of park amenities. Parks development costs can be recovered directly from new growth but, consistent with the previous program, has not been included.

Other park amenities such as linear parks, creek corridors and natural open space will be acquired, however costs of these amenities will not form







City of Kelowna

Parks Financing Framework

Phase 1 **Policy Review Discussion Paper**



Parks Financing Framework

Phase 1 Policy Review Discussion Paper a part of the standard of 2.2 hectares per thousand and will not be recovered directly from new growth.

The inclusion of linear parks and creek corridors would necessitate an increase in the current standard. It has been determined that these spaces relate to urban form and a desire to protect natural features within the community rather than to population growth and it would be impractical to set a standard based on acreages.

3.2 Current Development Cost Sharing Model

The current cost sharing model, as set out in the City's Servicing Plan, estimates the allocated of Parkland Acquisition costs to 2020 as follows:

Funding Source	Amount	Percent of Total
General Taxation	\$13.3 Million	9.2 %
Development Cost Charge (DCC)	\$127.4 Million	88.4 %
DCC Reserve Fund	\$3.4 Million	2.4 %
Total Program Cost	\$144.1 Million	100.0 %

Cost Sharing Principles & Assumptions

- Acquisition of Park Land is assumed to be of primary benefit to residential growth and the cost of the program, therefore, is applied only to residential growth units.
- Required land and costs are based on a standard of **2.2 hectares per 1,000** population.
- DCC value now based on population growth and specific lands to be acquired.
- A **single sector approach** has been used for the entire city which is consistent with the cost sharing methodology used in the previous plan.
- To determine the **land values**, developed areas were included where appropriate and limited provision was made for the acquisition of waterfront properties from new growth directly.
- The municipality, at its option, may require the developer to **dedicate 5%** of the land to be subdivided, in a location satisfactory to the city. The developer who dedicates land will receive credit for a portion (usually neighbourhood park component) of the Development Cost Charge. The





Parks Financing Framework

Phase 1 Policy Review Discussion Paper municipality may exercise this option only when it deems that the value of the dedicated land is **equal to or exceeds the value** of the Development Cost Charge credit.

• An **"assist" factor of 8%** has been used to develop the charge applicable to new growth which is the same rate used in the previous plan. The assist factor represents the deemed benefit to existing taxpayers of the acquisition of additional parks.

3.3 Current Practices

As part of this project, the consultant team interviewed a number of City staff to review the City's current practices with respect to parkland acquisition, development, and dedication. Highlights of the City's current practices are summarized below:

- As previously noted, the current policy for the Parkland Acquisition program is based on 2.2 ha per thousand population and is currently under review (possible increase to 2.4 ha per thousand);
- Regional Parks (e.g. Bertram Creek and Mission Creek) do not appear to be accounted for in the City's current supply of active parkland, even though they are utilized by City residents for similar functions;
- City-wide Parkland DCC contribution in the amount of \$5,069 per unit is collected from all new residential developments within the City in accordance with DCC Bylaw No. 9095;
- Parkland Acquisition Guidelines call for acquisition of land through dedications to the City at the time of subdivision for Linear Parks and Natural Area Parkland (environmentally sensitive areas) over and above the DCC contribution, without cost to the City;
- The requirement for a 5% dedication of Parkland under Section 941 of the LGA is not currently utilized, except for special cases in the development of remote Greenfield sites, (e.g. McKinley / Kinnikinnick Resort Development), which is currently being negotiated;
- Acquisition of parkland for active parks (City, Recreation, District, Neighbourhood) are primarily funded by Parkland DCC contributions, with additional contributions from General Taxation as may be required and authorized by Council;

```
No DCCs are collected for active park development purposes; and
```





Parks Financing Framework

Phase 1 Policy Review Discussion Paper • All park development costs are currently paid by the City from General Taxation revenue.

3.4 Summary of Current Policies and Practices

Based on our review, some of the potential financial impacts of the current cost sharing model are as follows:

- At the current policy of 2.2 ha per 1,000 population, parkland acquisition will require significant funds over the next 20 years in order to acquire 87 hectares of parkland by 2030. If this is increased to 2.4 ha per 1,000 population, an additional 34 hectares of parkland would be required (total parkland acquisition of 121 ha). Any increases to the active parkland supply formula should be considered carefully with respect to the potential financial impact to development cost charges (DCCs) and general taxation.
- Regional Parks do not appear to be included in the current active parkland supply calculations, even though some of these parks (e.g. Bertram Creek, Mission Creek) service similar functions as active City-owned parks. They should be included in the City's active parkland supply calculations.
- Linear parks are not included in the current active parkland supply calculations, which account for an additional 75 hectares (or 0.6 ha per 1,000 population). Accounting for linear parks within the active parkland supply could potentially lower the parkland acquisition requirements, thus lessening the potential financial commitments.
- The acquisition of linear parks is not currently funded within the DCC program as the City has other mechanisms to acquire them, at no cost to the City. This practice should be maintained, where practical.
- The purchase of linear parks, creek corridors and natural open space which are not achieved through re-development (e.g. right-of-way dedication or protection through restrictive covenants), will need to be funded through general taxation.
- Significant park development costs are not included in the formulation of the Development Cost Charge levy and must be considered when developing the 10 Year Capital Plan, and funded through general taxation.



City of Kelowna

Parks Financing Framework

Phase 1 Policy Review Discussion Paper

4.0 PRACTICES IN OTHER COMMUNITIES

Throughout British Columbia, many municipalities collect Park DCCs (for both land acquisition and park development), and also make use of the 5% dedication of land/cash-in-lieu provisions of the *LGA*. These tools may be used in combination with one another in a fair and equitable fashion, although care must be used to avoid charging developers twice for the same acquisitions. Therefore, it is necessary for guidelines to be established by the local government to clearly demonstrate how it will avoid double-charging developers. The following outlines the current practices in a number of BC municipalities which are provided in this discussion paper for comparative purposes.

4.1 Park Development Cost Charges

City of Surrey - collects DCCs as a tool to acquire new Parklands. Also utilizes the 5% dedication/cash-in-lieu provisions of the LGA, at the sole discretion of the City, and will negotiate up to 50% land dedication through density bonusing for new development. Parkland needs are expressed as a standard of 4.2 ha per 1,000 population, and the City applies this standard to all future growth. The municipality calculates how much of its target can be acquired through the 5% dedication provisions and the remaining amount of land becomes the basis for the DCC calculations.

As the City reaches build-out in the City core and other areas, it is looking to mini-parks or urban plazas as part of redevelopment process with parkland to service residents within 400 meters of the site. Currently recommending consideration of some form of green amenity every 200 meters, e.g. rest stops at Greenway entrances, to be negotiated on private property or alternatively negotiate a 'right of passage' for the public use.

Langley, Maple Ridge, Mission and West Kelowna – These municipalities collect DCCs for only certain types of Parkland (e.g. City-wide or Community Parks) and use the 5% dedication at subdivision for other types of Parkland, such as Neighbourhood Parks, meeting a more localized need.





Parks Financing Framework

Phase 1 Policy Review Discussion Paper **City of Burnaby** – utilizes the 5% Parkland dedication of land for new developments and also has a Parks DCC Bylaw in place. Burnaby issues DCC credits to eliminate any double-charging for Parkland acquired through the 5% Parkland dedication provision.

City of Kamloops – Kamloops collects DCCs on all new developments, for Parkland Development purposes only, and requires the dedication of 5% of subdivision land for Parkland purposes where designated on the City's plans. If not specifically dedicated by plans, the City takes a 5% cash-in-lieu contribution based on the value of the subdivision land. The 5% dedication or cash-in-lieu is in addition to the dedication of any ESA lands that are required by the City.

4.2 Acquiring and Protecting Creek Setback Areas

Township of Langley – requires creek setback areas to be dedicated through its OCP for Streamside Protection and Enhancement. It also uses Development Permit Areas to protect watercourses from deterioration and encroachment by urban development.

District of Maple Ridge – uses 5% dedication at subdivision exclusively for obtaining setback areas, while other municipalities may not acquire ownership of creek setback areas at all, and instead require registration of restrictive covenants. The District (in addition to 5% dedication at subdivision) uses negotiations at rezoning to acquire these areas.

City of Surrey – Linear parks are negotiated with developers at rezoning as a density trade-off or as a 'right of passage' for public use, over and above the 5% Parkland dedication requirement.







Parks Financing Framework

Phase 1 Policy Review Discussion Paper

4.3 Obtaining Trails:

Many municipalities use the rezoning process to acquire trails. In addition to negotiating trail development at rezoning, some jurisdictions like the Township of Langley use density bonusing and are moving towards the use of a public amenity fee to satisfy developers desire to see the cost of trail/greenway development spread evenly over all of the developing area.

The Township of Langley – in addition to using density bonusing, also declares trails as Essential Services in its subdivision bylaw, which means the trail must be in place prior to issuance of a building permit.

District of Maple Ridge – makes use of the broad definition of "highway' and sometimes obtains trails as an off-site "works and service" during the subdivision process.

4.4 Non-Residential Parkland DCCs:

Some examples of jurisdictions collecting DCCs on non-residential developments are as follows:

City of Chilliwack – Collects a DCC charge for new institutional development at a rate of \$12.80 per square meter basis, but does not charge for Commercial or Industrial Developments.

City of Port Coquitlam – Collects DCCs on Non-Residential Developments for Parkland Development only with a \$1.28 per square meter charge on commercial developments and a charge of \$6,334 per hectare for new industrial development with a two sector geographic consideration.

District of North Vancouver – Collects DCCs for Parkland Acquisition on all new Commercial, Industrial and Institutional developments on a per square meter basis. Current DCC rates are \$8.079 per m² for Commercial, \$1.390 per m² for Industrial, and \$4.181 per m² for defined institutional developments within the District.

City of Richmond – Utilizes a DCC charge for new Commercial and light Industrial Development on a per square foot basis for Parks Acquisition and





Parks Financing Framework

Phase 1 Policy Review Discussion Paper Development. Major industrial development is also charged DCCs for Park Acquisition and Development on a per acre of gross site area. Current rates are \$1.10 per square foot for Parks Acquisition and \$0.46 per square foot for Parks Development purposes for Commercial and Light Industrial developments. Industrial development is levied a per acre charges of \$4,275.10 and \$1,794.35 for park acquisition and park development respectively.

City of Surrey – Currently collects DCCs for Parkland purposes on specific commercial developments on the Highway 99 corridor and City Centre developments. Current DCC rates are \$15,119 per acre for all zones and land uses within the Highway 99 corridor.

City of Victoria – Charges a Parkland Acquisition and Development DCC for all new Commercial, Industrial and Institutional Development within the City. Current rates are \$1.26 and \$0.53 per sq.m. total floor area for Commercial developments, \$0.52 and \$0.22 per sq.m. total site area for Industrial developments, and \$1.26 and \$0.53 per sq.m. total floor area for Institutional developments, levied for Parkland Acquisition and Parkland Development purposes respectively.

Appendix 'B' to this report sets out Parkland Acquisition and Dedication Practices in a number of other B.C. jurisdictions.



City of Kelowna

Parks Financing Framework

Phase 1 Policy Review Discussion Paper

5.0 POLICY AND FINANCE ANALYSIS

This section provides an overview of the City of Kelowna's current policies with respect to parkland acquisition and development. It introduces a number of options for the City to consider, outlining the pros and cons of each of the potential strategies.

5.1 Current Policy Observations and Potential Risks

Based on our review of the City of Kelowna's current policies related to parkland acquisition and development, the following is a summary list of our observations and potential risks:

- Future demographic trends continue to indicate an aging population, smaller family sizes and lower growth projections;
- The Kelowna OCP 2030 Draft Plan indicates a potential decline in growth projections from the previous OCP – from over 2% per annum in the 2020 OCP Plan to a revised 1.51% estimated growth for the 2010 to 2030 planning horizon;
- The reduced growth rate translates to a reduction in projected new housing units – from 25,539 units for the period 2001 to 2020 to revised projections 19,906 new residential units for the period 2010 to 2030, a reduction of 22%;
- Declining construction activity in recent years due to the economy has led to a reduction in DCC revenue for Parkland purposes – the average annual construction between 2006 and 2008 was 1,464 units, compared with only 453 units in 2009. This represents a decline in the number of new units per annum of 69%;
- The current Financial Plan and Parkland Standard calls for Parkland Acquisition expenditures totaling \$30.95 Million over the next five years for an average of \$6.19 Million per annum. This is without any proposed increases to the current per capita parkland standard of 2.2 ha / 1,000 population;
- DCC Parkland reserve funds are currently being depleted the Parks Reserve Fund balance at the end of 2008 was \$7.13 million, declining to \$5.52 million as of December 31, 2009;





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

- Revenue projections for Parks DCCs for 2009 was estimated at \$6.3 million, compared to actual collection in 2009 of only \$1.04 Million;
- The cost of all Parkland Development is currently derived from general taxation revenue (i.e. there are no DCCs levied for parkland development);
- UDI and the development industry continue to express concern with the level of contributions towards Parkland DCCs (and the total cost of development in general).

5.2 Policy Considerations

In addition to DCCs, the City has the authority to utilize several different tools to acquire and/or protect parkland; specifically, this may include protection of stream setback areas and dedication of greenway/trail corridors adjacent to these areas. The City's current policies and practices are in line with most other BC municipalities with respect to parkland acquisition and the use of Parkland DCCs, with the exception of the following practices:

- 5% dedication of parkland upon subdivision of land not widely utilized;
- Some communities do not include neighbourhood parks within their DCC program;
- The active parkland target (i.e. 2.2 ha / 1,000 population) is defined differently in different communities;
- DCCs for Parkland Development are not levied;
- Non-Residential Development is not levied a Park DCC;
- All residential development is levied the same 'per-unit' Park DCC, whereas all other City of Kelowna DCCs utilize a 'density gradient'.

The following discussion with consider each of the practices above and identify the potential pros and cons of amending this practice in the City of Kelowna.

5.2.1 Provision of 5% Parkland dedication at subdivision in accordance with Section 941 of the Local Government Act

URBANSYSTEM 5,3

Positive Attributes:

- Legislative authority currently in place
- Common practice in many other BC jurisdictions





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

- With increasing cost of land, serves as an alternative source of Parkland and reduces pressure on tax supported funding
- Is an appropriate vehicle to get the Parkland where needed in Greenfield developments
- In areas where land is not specifically identified/required, Cash-in-lieu of the 5% dedication can be obtained, based on value of the land being subdivided
- No restrictions on the use of Cash-in-lieu as City-wide policy application
- Currently under consideration for some greenfield sites, e.g. McKinley Resort Development (Kinnikinnick)

Negative Aspects:

- Only applies to subdivisions of 3 lots or greater, and therefore does not address redevelopment and densification e.g. Downtown core and other areas of the City with traditionally higher land costs
- Lands required must be identified (generally) in the Official Community Plan, otherwise the developer has the option of providing land or cash-in-lieu
- May be resisted by development community/Urban Development Institute, especially if an off-setting DCC credit is not provided
- 5.2.2 Removal or reduction of Neighbourhood Parklands within the DCC Program

Positive Attributes:

- Used in conjunction with the 5% parkland dedication, can provide additional flexibility with respect to neighbourhood parkland acquisition
- Common practice in some BC jurisdictions
- Concentrates DCC program on "higher-order" parklands (City, Recreation, Community)
- Allows for potential additional funding to be directed towards other park needs (e.g. park development)
- Reduces general taxation requirement for the Neighbourhood Parkland DCC component (i.e. 8% assist factor)





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

Negative Aspects:

- As discussed in the previous section, the 5% works effectively only on Greenfield subdivisions; therefore, general taxation would be required to fully fund new neighbourhood parks that were not achieved from 5% dedication or cash-in-lieu
- For a reduction in the DCCs, it would require a change in Parkland DCC policy to remove some neighbourhood parkland components the DCC calculations in order to ensure no duplication of charge
- Some additional administrative costs may be incurred as current DCC policy includes a 1% cost allocation which is recovered through the DCC program and would be lost under the proposed policy change

5.2.3 Proposed increase in Active Parkland standard from the current City standard of 2.2 ha per thousand population.

Positive Attributes:

- Consistent with the City's vision of a greener, more livable city
- Would provide more Active Parkland to address changing demographic and community desires
- In line with some other jurisdictions e.g. Surrey, Maple Ridge, Abbotsford and Vernon, where current Active Parkland standards exceed 3.0 ha per thousand population
- Would move towards the Provincial average of about 2.5 ha per thousand according to recent BCRPA survey results

Negative Aspects:

- An increase to 2.4 ha per thousand would require an additional 34 ha of Parkland over the current standard to 2030 (CBA 2010 estimate); an increase to 3.0 ha per thousand would require a further 102 ha
- The figure does not include linear parks and trails (e.g. Mission Creek Greenway), or passive open spaces (environmentally sensitive lands, steep hillsides), which are in addition to the active Parkland required. Including all of these areas, the total Parkland is estimated at 7.8 ha per thousand (900 Hectares/115,000 population) as per the City's 2009 Annual Report





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

- The figure does not appear to include Regional Parks included within City boundaries, e.g. Bertram Creek Regional Park and Mission Creek Regional Park
- Much of the future Parkland needs will be in areas of redevelopment / increased density, such as the Downtown core and Rutland centre, with high land costs to meet requirements
- Escalating land costs and decreasing growth projections will lead to higher DCC rates for Parkland acquisition at current standards, let alone increased standards
- Increasing budget pressures on all fronts will limit available funding from general taxation, given the public's resistance to significant increases in taxation
- Would require additional cost for development of new parks and maintenance costs that are totally funded from general taxation

5.2.4 Addition of Park Development in the DCC program

Positive Attributes:

- Provides a new source of revenue for park development, to create significant usable park spaces to be enjoyed by existing and future development
- Would lessen the burden on general taxation to fully fund park development within the City of Kelowna
- Is common practice among a number of larger communities in British Columbia (e.g. Surrey, Victoria, Coquitlam)

Negative Aspects:

• Would constitute a new DCC levy for new development, which may not be appropriate in the current economic climate

5.2.5 Inclusion of Non-Residential Development in the DCC program

Positive Attributes:

- Provides a new source of DCC revenue for Parkland purposes from the additional land uses (e.g. commercial, industrial, institutional)
- No impact on residential housing costs





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

- Current practice to collect DCCs for Parkland Acquisition/development on non-residential developments in a number of BC municipalities
- Would provide an additional source of DCC revenue to address the higher cost of lands required to service commercial areas, particularly in the downtown core

Negative Aspects:

- Applies a charge to buildings rather than people
- Not consistently applied throughout all other local government jurisdictions (although it is fairly common practice in larger municipalities)
- More difficult to link benefit of parks to some non-residential land uses (e.g. industrial)
- Although some institutional uses may derive benefit from parks (e.g. hospitals), other institutions already provide their own form of park land and development (e.g. schools, child care facilities, universities)
- Anticipate resistance from the development community (especially nonresidential builders), unless there was a corresponding decrease to the other DCC categories

5.2.6 Use of a Densification Gradient

Positive Attributes:

- Consistent with the City's of Kelowna's policies for other DCC infrastructure (e.g. transportation, sanitary sewer, water)
- Would potentially reduce Parks DCC levy on multi-family developments, consistent with Council's policy to increase density in designated areas
- More equitable application DCC policy by basing contribution on people not units, recognizing the difference in occupancy level of housing units
- Consistent with DCC Best Practice Guidelines issued by the Ministry of Community & Rural Development
- Density gradient is currently used by a number of other BC jurisdictions

Negative Aspects:

 Although the 'average' Park DCC could be designed to remain the same, it would potentially increase the DCC rate on single detached units to offset the reduction for higher density, multiple unit development







Parks Financing Framework

Phase 1 Policy Review Discussion Paper • Given the current economic climate, there may be resistance to change from the development community

October 2010 0467.0398.01

Page 19



City of Kelowna

Parks Financing Framework

Phase 1 Policy Review Discussion Paper

6.0 POLICY REVIEW SUMMARY AND RECOMMENDATIONS

This discussion paper provides a detailed review of Provincial legislation and best practices, current City of Kelowna policies, and practices in other communities throughout BC regarding Parkland acquisition and development. Based on the options available, it is the consultant's considered opinion that the following policy areas will provide the best opportunities to the City to diversify its funding structure for Parkland Acquisition and Development for future years.

6.1 5% Parkland Dedication / Cash-in-Lieu Provisions

A review of the City's current practice indicates that there is some potential to greater utilize the statutory parkland dedication requirements within the City of Kelowna. However, because of the nature of the legislation, the impact will be greatest felt in areas with 'greenfield' development for subdivisions of 3 or more parcels. This accounts for only approximately one-third of the new residential development within the 20 year planning horizon.

Although the legislation exists obtain 5% parkland or cash-in-lieu at time of subdivision, a number of things should be taken into consideration by the City, in accordance with provincial best practices. These are detailed in Appendix A of this report and summarized below:

Policy Considerations:

- Continue to utilize the 5% dedication / cash-in-lieu of parkland on an as-needed basis for greenfield subdivisions of 3 or more lots
- Need to identify areas in OCP (generally) where 5% dedication is to be considered, for consistency with the Local Government Act
- Consistent with best practices, parkland dedication area should include all 'active' park areas, including linear parks, trails, and viewing areas.
 Environmentally sensitive areas protected under covenant with no public access do not form part of the 5% dedication
- Ensure that the cash-in-lieu provisions, when applied, are done so consistently and fairly
- Follow Provincial Best Practices to ensure no "double charging" occurs





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

Recommended Actions:

- No new legislation required as authority currently in place in *the Local Government Act;*
- Amendment of City's Parkland Acquisition Guidelines #1.3 (Non-DCC Parkland provision) to require a 5% dedication of lands for Park purposes on all new (major) greenfield developments within the areas of the City designated with new Parkland requirements on its OCP mapping and Parkland Acquisition policy documentation;
- Guideline #1.3 to be amended by the addition of specific provisions for the determination of the Cash-in-Lieu as follows:
 - Valuation of development lands to be determined by the Real Estate Department of the City;
 - Value to be determined on the entire subdivision area
 - Valuation to be based on property value as zoned for development
 - Valuation disputes to be resolved by independent, qualified appraisal valuation.
- Through the OCP update process, generally identify the locations where new neighbourhood parks are desired and include policies with respect to the use of the 5% dedication, as per the Local Government Act

Options:

- **Option 1:** Where Parkland is taken under the 5% dedication, a DCC offsetting credit to be provided to the developer based on the value of the lands being developed up to a maximum of the Parkland DCC contribution otherwise required.
 - **Option 2:** Review and exclude potential Neighbourhood and Community Parklands from DCC program which would fall under the 5% land dedication and collect full DCCs for other Parkland uses e.g. Recreation and City-wide Parklands, on the Greenfield developments involved.

Note: Based on discussions with City staff, Option 2 would require some additional staff resources to review and exclude specific neighbourhood and community parklands from the DCC program. Moreover, as some areas would be subject to both 5% dedication and Parkland DCCs (since





Parks Financing Framework

Phase 1 Policy Review Discussion Paper the lands were specifically excluded), it may be perceived as "doubledipping" even though technically it is not.

6.2 Include Non-Residential Development in the Parks DCC Program

Based on the research undertaken in this discussion paper, there is indeed some justification for levying Park DCCs for non-residential developments (especially commercial development) as parks are shown to be a benefit to employees, business owners and the development community. Assessing Park DCCs for non-residential development is an accepted practice in some communities in the Lower Mainland and Vancouver Island communities, with varying rates for industrial, institutional, and commercial development, parkland acquisition, and/or park development. Given that the majority of future development in Kelowna is focused on densification and mixed uses within the Urban Centres, the quantity and especially quality of urban park environments will be affected by new growth (both residential and non-residential). Some things to consider when developing such a Park DCC component for non-residential development are as follows:

Policy Considerations:

- Institutional DCCs for Parks are somewhat difficult to justify, especially for schools and universities which provide their own park space.
- Industrial DCCs for Parks are also difficult to justify, given the limited amount of potential industrial growth in Kelowna and the difficulty of showing correlation between industrial development and park development.
- There is possibly a rationale for Parks DCC for the hospital area, but the direct correlation may be difficult to justify, and the benefits are directed more towards employees rather than users (e.g. patients).
- A correlation between new commercial development and park development has been shown in numerous comparison municipalities, and seems justified in Kelowna. A more thorough policy analysis would be needed to determine the extent and impact of charging commercial DCCs for Parkland acquisition and/or development.
- A general resistance to increase in DCC charges can be anticipated from the development community, led by the Urban Development Institute.





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

Recommended Actions:

• Review the current Parks DCC program and consider including new commercial development as a contributor to Parks DCCs

6.3 Include Parkland Development Costs within the DCC Program

Similar to non-residential categories within Parks DCCs, there are a number of comparison communities which include park development within their Development Cost Charges program. Some communities restrict park development DCCs to neighbourhood parks only, others to municipal-wide park development only, and still others for all categories of park development. Through our research, it is evident that new development, to some extent, impacts and drives the need for park improvements for all parkland categories in the City of Kelowna. The allocation of that impact and the park categories will need to be determined through further Park DCC analysis.

Policy Considerations:

- Many communities throughout BC (especially larger communities) include Parkland development in their DCC program.
- Parkland development is highly regulated by the Ministry see Ministry Circular #97:04 attached as Appendix 'D'.
- Which park categories should be included in the DCC Program for park development – Neighbourhood and Community Parks only, City-wide only, or all park categories.
- Is there an appetite to increase the total DCCs to accommodate Parkland development?
- Resistance to increase in DCC charges can be anticipated from the development community, led by the Urban Development Institute. An enhanced public consultation process will likely be required.

Recommended Actions:

- Prepare cost estimates of Park Development Program to be considered for the Parks Development DCC, consistent with Ministry Circular #97:04.
- As part of the next DCC Major Update, undertake a detailed review to consider the approach and impact of including Park Development DCCs within the overall DCC program.

URBANSYSTEMS.2



Parks Financing Framework

Phase 1 Policy Review Discussion Paper

6.4 Use of Density Gradient for Park DCCs

The City of Kelowna utilizes a sophisticated density gradient for apportioning DCCs to residential development. This is an accepted, if not the preferred, methodology supported by provincial best practices and the Urban Development Institute. The density gradient is applied to all other infrastructure classes (transportation, water, and sanitary sewer) except for parkland acquisition. The rationale for the unit-based Parkland DCC calculation is that the denser residential developments will rely more heavily on the City's parks system (especially neighbourhood and community parks) than larger single-detached developments where you have more back yards. This is reasonable rationale, but one which deserves review from time to time.

Policy Considerations:

- The residential density gradient is utilized by the City of Kelowna for all other DCC components and many other jurisdictions. However, there is a reasonable rationale in place for utilizing a unit-based Parks DCC.
- A density gradient for Parks DCC will likely promote residential densification, but may have a negative impact on single detached DCCs (i.e. DCC increase).

Recommended Actions:

• That the City give consideration to a Density Gradient for Parkland Acquisition and Development in future DCC Bylaw reviews.

6.5 Proposed Increase in Parkland Standards for Future Development

The City of Kelowna currently utilizes a parkland standard for active parkland based on 2.2 hectares per 1,000 population. There are a number of ways in which this standard is calculated such as the inclusion or exclusion of linear trails, beach accesses, school playgrounds, regional parks, and natural open spaces. Through the OCP process, the City is considering increasing the parkland standard for new development, between 2.4 hectares and up to 3.0 ha/1,000 population. The City recently commissioned a consultant (Catherine Berris and Associates) to review the impacts of such a policy change. This discussion paper does not delve into the rationale for this policy change, but makes the following observations and policy considerations:







Parks Financing Framework

Phase 1 Policy Review Discussion Paper

Observations

- Total City Parkland and other passive green spaces are estimated at 1,711 ha representing 7.8 % of the City's total land base. The suggested target is 12% of total land base (United Nations and B.C. Government standards).
- Excluding ALR lands (38% of the total land base) increases total Parkland and green space to 12.38% of the City's total land base
- Including Regional Parks increases total Parkland and green space to 1,821 ha representing 8.2% of total land base and 13.2% if ALR lands are excluded from the land base.

Policy Considerations:

- The 2010 Parkland Supply Review conducted by Catherine Berris and Associates (CBA) recommends an active parkland target of 2.4 ha/1,000, which would require a total of 121 hectares of parkland acquisition to 2030 (an additional 34 ha over the current program).
- The City's currently calculates its Active Parks supply on four park categories neighbourhood, community, recreation, and City-wide. Although the CBA report recommends against including Linear Parks (75 hectares) within this calculation, the City should consider including Regional Parks (at least those with an active park component) within the total, for the basis of its parkland standard.

Recommended Actions:

Review this Discussion Paper along the CBA Parkland Supply Review document to determine an appropriate active parkland standard for the City of Kelowna, and update the Kelowna 2030 OCP accordingly.







Parks Financing Framework

Phase 1 Policy Review Discussion Paper

APPENDIX A

Best Practices Comparison Recommended Best Practices compared to Current City Policy





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

1. Avoid Double-Charging Best Practice

A municipality that chooses to acquire parkland using the 5% dedication/ cash-inlieu provisions and parkland DCCs should demonstrate in its reference materials, including its DCC Background Report, how it will avoid double-charging developers.

Current City Practice:

- DCCs are collected for Park Land purposes based on a policy of 2.2 hectares/per thousand population with no requirement for the 5% dedication / cash-in-lieu provisions.
- No DCCs are collected for Park Development purposes and this represents a Large unrecovered expenditure from General Revenue funds
- Subdivision Approval Officer is currently giving consideration to 5% land dedication for major new development only, e.g. McKinley Resort Development. Current practice ensures developers are not charged twice if this vehicle is used – e.g. DCC credit for value of active parkland provided
- Parkland Acquisition Guidelines call for acquisition of land through dedications to the City at the time of subdivision for Linear Parks and Natural Area Parkland (environmentally sensitive areas) over and above the DCC contribution.
- Linear Park dedications also required at rezoning for multiple-unit housing, commercial, industrial and institutional developments.
- General Tax Revenue is used for Park Acquisition for Non-DCC Parkland that cannot be acquired through redevelopment or that cannot be related to the needs of growth.

Policy issues for consideration by Council:

The current draft of the update of the OCP calls for an increase in Parkland dedication from 2.2 hectares per 1,000 new residents to 3.0 hectares. The proposed policy is to move to the new standard over time, with 2.2 ha/1000 to stand until 2020 and move to 3.0 ha for the next 10 year period to 2030.

- How will this policy be documented and achieved?
- Is the rationale defensible?
- What extent of Passive Parkland to be included within the standard?
- How will Council deal with the escalating cost of land for Park purposes?

Practices of other Local Governments:

• **City of Surrey** - treats Parkland DCCs as a secondary tool to be used only to acquire lands that cannot be obtained through the 5% dedication/cash-in-lieu provisions. Parkland needs are expressed as a standard such as 10.5 acres per





Parks Financing Framework

Phase 1 Policy Review Discussion Paper 1,000 population and applies the standard to future growth. The municipality can then calculate how much of its target can be acquired through the 5% dedication provisions and the remaining amount of land becomes the basis for the DCC calculations.

- Another approach used by Langley, Maple Ridge, Mission and West Kelowna collect DCCs for certain types of Parkland (e.g. City-wide or Community Parks) and use the 5% dedication at subdivision other types of Parkland such as Neighbourhood Parks meeting a more localized need.
- **City of Burnaby** issues DCC credits to eliminate any double-charging for Parkland acquired through the 5% Parkland dedication provision.





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

2. Land vs. Cash-in-lieu Best Practice:

In general, land owners should expect to provide or dedicate land in locations where a park has been identified in a neighbourhood plan, or referenced in other land use planning documents through specific policies or illustrations on a land map. Where future park locations are not identified or referenced in planning documents and development applications are consistent with land use plans, it is reasonable for owners to expect to contribute cash-in-lieu of land.

Current City Practice:

- Required Parkland is currently designated on neighbourhood plans and other planning documentation.
- Active Parkland requirements are primarily funded by Parkland DCC contributions which are required under the authority provided by DCC Bylaw No. 9095 as land is approved for residential development.
- Required lands are purchased at market value with funds provided by Parkland DCC Reserve Funds and General Taxation top-up as required.
- The requirement for a 5% dedication of Parkland under Section 941 of the LGA is not generally utilized except for special cases in the development of remote Greenfield sites, e.g. McKinley Resort Development.
- Current valuation of land is based on the entire subdivision area before dedication of ESA lands and valued as zoned for development.

Policy issues for consideration by Council:

Parkland planning is currently covered by the Official Community Plan, Neighbourhood Plans and the City's 20-Year Parks Acquisition Plan, which is guided by the City's Parkland Acquisition Guidelines. These guidelines give direction for the location, size and configuration of the land to be purchased or acquired through Parkland dedication.

With the ever increasing value of land, will the City be able to obtain sufficient Active Parklands to meet the future needs of the growing community under current policy and practices? Policy questions for consideration include:

- Should the City start to utilize the 5% Parkland dedication requirement for all new residential developments?
- If so, are the Parkland requirements sufficiently designated on current planning documentation to over-ride the developer's option to provide cash-in-lieu in accordance with Section 941 (2) of the LGA?

October 2010 0467.0398.01 • What further steps must be taken to ensure the City may determine whether the owner must provide land?





- In the event that the owner/developer's option prevails, what will be the basis for evaluation of the land for the equivalent 5% value to be contributed in cash?
- What new policies and guidelines are required to ensure transparency and clarity of the City's practices and fairness to the land owners and developers involved?

Practices of other Local Governments:

• It is the standard practice of most jurisdictions to designate specific Parkland sites in the OCP and other land use planning documentation.

City of Kelowna

Parks Financing Framework

Phase 1 Policy Review Discussion Paper





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

3. Basis for the 5% Calculation Best Practice:

When municipalities calculate a subdivision's required parkland contribution (up to 5% of the proposed subdivision area), environmentally sensitive areas, not intended for public access, should be excluded from the equation. If trails or other public features are planned for environmentally sensitive lands, these areas effectively represent passive parks; at least a portion should therefore be included in the total subdivision area of purposes of calculating the required 5% park dedication. Publicly accessed environmental areas should also be accepted by municipalities toward the 5% dedication.

Current City Practice:

- Linear Parks and Natural Area Parkland identified in the OCP, including lake front lands and creek corridors, are acquired by dedication, preferably as Titled lots, upon subdivision of land in addition to DCC contributions for Active Parkland requirements.
- Linear Parks and Natural Area Parklands are obtained by the City at no cost and are not considered as an offset to the required DCC Parkland contributions. This practice is supported by a legal opinion provided by the City's outside solicitors.
- Parkland DCCs are collected on all new residential developments to help fund future land acquisitions for Active Parklands for City-wide, Recreation, Community and Neighbourhood Parks use.

Policy issues for consideration by Council:

If the City utilizes the 5% Parkland dedication requirement for new subdivisions it will be necessary to give consideration to the following policy issues:

- How will the selection of Parklands within a subdivision be determined?
- What forms of parkland/green space should be considered? Active, Passive, Linear Parks, Natural Areas, Environmentally sensitive areas, others?
- How will the City avoid double charging if both land contribution and DCCs are used for new residential development?
- Is the policy to not consider the value of public trail lands as an offset to DCC Parkland contributions defensible?
- How will the current DCCs for Parkland be changed to reflect the contribution of land?

Practices of other Local Governments:

October 2010 0467.0398.01 Many municipalities use the rezoning process to acquire trails. In addiction to negotiating trail development at rezoning, some jurisdictions like the **Township**





Parks Financing Framework

Phase 1 Policy Review Discussion Paper **of Langley** uses density bonusing and is moving towards the use of a public amenity fee to satisfy developers desire to see the cost of trail/greenway development spread evenly over all of the developing area.

- **Township of Langley** also declares trails as Essential Services in its subdivision bylaw, which means the trail must be in place prior to issuance of a building permit.
- **District of Maple Ridge** makes use of the broad definition of "highway' and sometimes obtains trails as an off-site "works and services" during subdivision.





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

4. Selecting Parkland within a Subdivision Best Practice: When 5% parkland dedication is required, the value of the lands being acquired by

the municipality should represent, in approximate terms, 5% of the value of the entire subdivision.

Current City Practice:

- Valuation of land is based on the entire subdivision area before dedication of ESA and valued as zoned for development.
- Density for development is also based on the entire subdivision area.
- Required Parkland dedications are negotiated with owner/developers on Greenfield sites.
- Current practice recognizes dedication of Active Parkland areas as an offset to DCC contributions to eliminate double-charging the developer. This applies only to large Greenfield sites that are required to designate 5% of the development for Parkland purposes. (Only instance at this time is the McKinley Resort Development currently under consideration by the City's Approval Officer.)

Policy issues for consideration by Council:

Current City policy is to require payment of DCCs for Parkland acquisition and not to require dedication of Active Parklands. A change in policy to require a 5% dedication of land will require the following policy considerations:

- What types of Parkland are to be obtained under the 5% designation?
- Are Parklands adequately designated in the City's OCP, Parkland policies and other planning documentation?
- Are adequate useable lands available within the proposed subdivision and if not, how will the land be valued for the cash-in-lieu contribution?
- Will the services of a qualified land appraiser be necessary to determine value? Or
- Will the City negotiate the value directly with the developer?
- How will disputes on valuation be resolved?





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

5. Determining the Cash-in-Lieu Value Best Practice:

Where cash-in-lieu is required, municipalities should encourage valuation of the land through an appraisal completed by a qualified professional. To promote equity, fairness and consistency in the cash-in-lieu valuation process, municipalities should consider developing a policy to resolve differences of opinion on value that arise between land owners and the municipality.

Current City Practice:

- Dedication of Active Parkland not generally required at subdivision at this time.
- Valuation of land is done by the Real Estate department of the City.
- Valuation of the land is determined on the entire subdivision area.
- Serviced lot value consideration with the property valued as zoned for development.

Policy issues for consideration by Council:

A change in policy to require dedication of 5% of land for park purposes will require the following issues to be addressed by Council. The Urban Development Institute and local developers are concerned about the current Parkland DCC contributions and will need to be convinced of the merits of the proposed policy change.

- How will the City consult with the development industry?
- What policies and practices will be implemented to ensure equity, fairness and consistency for the development community?
- How will Council resolve differences of opinion with the land owner on the value of the land involved?





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

6. Park Frontage Costs:

Where a significant road dedication or park frontage is required to develop a park on dedicated land, municipalities should consider sharing the costs of servicing the frontage of a park, either through cost-sharing agreements or DCCs.

Current City Practice:

- Access to Parklands is a paramount consideration and may be taken as an easement for legal access initially until a final designation by Titled Lot can be obtained for linear parkland purposes can be completed.
- Access to steep slopes is a concern as often inadequate land is designated to allow adequate access and room for stabilization work that may be necessary in the future.

Policy issues for consideration by Council:

- How much land should be required to be designated to ensure access to the lands for potential future maintenance requirements?
- Consideration of access to both the top and bottom of the slope for maintenance purposes?
- What is the extent of access development costs to be shared by the City when lands are dedicated by the developer for access to Parklands within a proposed development?
- What additional policies need to be established for clarity on the access issue in the Parkland Acquisition Guidelines?





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

APPENDIX B

Parkland Acquisition / Dedication Practices in Other Jurisdictions



Parkland Acquisition/Dedication Practices in Sampling of Other Jurisdictions

		Coquitlam	Burnaby	Langley (Township)	Maple Ridge	Mission	Kamloops	Port Moody	Surrey
1.	Is parkland acquisition included in your DCC bylaw? If so, for what types of parkland? a. Neighbourhood parks b. Community parks c. District parks d. Trails e. Waterfront f. Creeks and setback areas g. Other	Yes, all types included in the DCC program.	Yes, all types included in the DCC program.	Yes, community parks, district parks, and trails (at a municipal level) are included.	Neighbourhood, community and district parks are included in the DCC program.	District parks and environmentally sensitive parks in only one area (Cedar Valley).	No. Parkland Development costs only.	Yes. Identified as a contribution towards Public Open Space within the community.	Yes, all types included in the DCC program.
2.	What types of parkland are acquired through 5% dedication at subdivision? a. Neighbourhood parks b. Community parks c. District parks d. Trails e. Waterfront f. Creeks and setback areas g. Other	Neighbourhood and community parks, trails, waterfront, and creek and setback areas sometimes.	Typically, 5% cash-in- lieu is taken. Burnaby rarely requests parkland dedication. Cash-in-lieu/parkland dedication is used to acquire all types of parkland, but not usually for creeks and setback areas.	Trails (infrequently), waterfront (rarely), and sub-neighbourhood parks (tot lots when required).	Waterfront and creeks/setback areas are acquired through 5% dedication.	Neighbourhood parks.	n/a	Neighbourhood parks, community park, trails, creeks and setback areas, as well as athletic parks.	Yes, all types dedicated at subdivision – depends on location.
3.	What land is included in the total area for the 5% calculation (e.g. are environmentally sensitive areas or steep areas excluded)?	Typically total area of land being subdivided.	Varies by development.	Gross developable areas, which does not include environmentally sensitive lands or steep slopes.	As much of the waterfront and ravine bank as possible, up to the set-back area.	Typically total area of land being subdivided.	Value of all land being subdivided.	Typically total area of land being subdivided.	Varies by development.
4.	What policies are in place to prevent "double- dipping" when parkland is dedicated at subdivision and DCC are collected for parkland?	Total DCC program accounts for 5% dedication at subdivision.	DCC credits are given.	Only specific parks are covered in the DCC program as noted in Question 1.	The OCP states that land and/or cash can be taken for creek protection. DCCs are collected only for neighbourhood parks.	Follow Ministry of Community Services Best Practices Guide for parkland acquisition and DCCs (separate project lists)	N/a	To be determined.	DCC program accounts for 5% dedication at subdivision.
5.	What policies are in place to decide between parkland dedication and cash-in-lieu at subdivision?	If OCP, Neighbourhood Plans, Parkland Acquisition Program, or Master Trail Plan shows park or open space, then land requested. Otherwise cash-in- lieu.	Varies by development, but typically 5% cash- in-lieu taken.	Always take land.	As per the OCP, if there is no watercourse, then cash-in-lieu.	Often determined by OCP – if OCP shows parkland on site, then land is requested.	Dedication only where designated on City's plans.	Typically land is taken; however, if parkland is not needed in a certain area, then cash-in-lieu is requested.	Determined by Parks Planning based on NCP, general land use plans, Parks Master Plan, parkland acquisition program, and local area concept plans.



APPENDIX 'B'

		Coquitlam	Burnaby	Langley (Township)	Maple Ridge	Mission	Kamloops	Port Moody	Surrey
6.	Does the municipality accept protected areas (i.e. streamside protection and enhancement areas as per RAR, SPR) as parkland dedication at subdivision?	Yes, sometimes it is transferred voluntarily, and in one Neighbourhood Plan, the land below top-of- bank is required by policy to be transferred to the City.	Sometimes. Depends on specific development.	Setback areas taken as dedicated lots in Township ownership under the Streamside Protection Bylaw. These areas typically have a public trail at their edge. If there is no public trail or if the area is not strategically located to complete a corridor, may require only a restrictive covenant.	RAR has not been adopted.	No.	Yes, in addition to 5% Parkland dedication.	Yes.	Yes. In multi-family sites, these areas are often dedicated at no cost to the City. Surrey has not adopted the RAR.
7.	Does the municipality acquire ownership or protect streamside protection and enhancement areas? If so, through what means? a. Ownership through: i. 5% dedication ii. DCC iii. Other b. Rights-of way c. Restrictive covenants d. Other	Combination of methods used: 1) 5% dedication to create continuity and connectivity 2) DCC are used occasionally 3) Restrictive covenants if the owner does not transfer land voluntarily.	Covenants are typically used, though the City does acquire, outright, its large ravine parks.	Typically dedicated through Streamside Protection Bylaw. Rarely use rights-of- way, and infrequently use restrictive covenants.	Watercourse setback areas must be dedicated at rezoning. Where dedication cannot be achieved, a restrictive covenant is used.	DCCs are used to acquire ownership in one area (Cedar Valley). Otherwise, restrictive covenants are used.	Combination of methods used.	Typically, ownership is acquired through 5% dedication at subdivision. Rights-of- way and restrictive covenants are also used. Rights-of-way are often obtained in exchange for work to address bank erosion.	Ownership is acquired typically through the development process by all means noted, or purchased outright by the city.
8.	How are trails acquired? Through works and services agreements? At rezoning? Parkland dedication? DCCs?	Most trails are obtained through 5% dedication at subdivision and DCCs. Works and services and rezoning are used less frequently.	Through the development process by a combination of these methods.	Most trails obtained at rezoning, though some trails are obtained through density bonusing. Township is moving towards a public amenity levy. Trails are also part of required off-site works and services.	Dedicated at rezoning or the approving officer requires dedication of a trail as a condition of subdivision.	Negotiated at rezoning or through use of DCCs in Cedar Valley.	Through development process by a combination of means.	Trails are negotiated through the development process or are obtained through 5% dedication at subdivision.	Varies by development. Either dedicated or taken as ROW at rezoning or development permit, or acquired.



APPENDIX 'B'

		Coquitlam	Burnaby	Langley (Township)	Maple Ridge	Mission	Kamloops	Port Moody	Surrey
9.	Does the municipality acquire ownership of trails or only statutory rights-of-way? How so?	Typically ownership is acquired. When City ownership is not practical or possible, then restrictive covenants are imposed.	Both ownership and SROW.	Township typically obtains ownership. Rights-of-way are rarely used (only in circumstances where the trail is located in a designated buffer between different land uses and the landowner is responsible for maintenance, or the landowner needs the land to preserve lot yield).	Ownership is preferred either as a "road" or within a dedicated park area.	Acquired or negotiated.	Ownership preferred.	Ownership is generally preferred.	Both, depends on situation.
10.	Are decisions re: parkland acquisition made by Council or delegated to Staff?	Decisions are made by Council.	Acquisitions approved by Council, but dedication at subdivision handled by Staff.	Decisions delegated to Staff.	Acquisitions are approved by Council.	Subdivisions with 3 or more lots are reviewed by Staff for parkland requirements and then forwarded to Council for its decision.	Delegated by established policies.	Reports are prepared by Staff to Council for its final decision.	Reports are prepared by Staff to Council for its final decision.





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

APPENDIX C

Current Parkland Acquisition Legislation





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

Excerpt from *Local Government Act* – Provision of park land

- **941.** (1) Subject to section 905.1 (4) (h) and (4.1), an owner of land being subdivided must, at the owner's option,
 - (a) provide, without compensation, park land of an amount and in a location acceptable to the local government, or
 - (b) pay to the municipality or regional district an amount that equals the market value of the land that may be required for park land purposes under this section determined under subsection (6).
 - (2) Despite subsection (1), if an official community plan contains policies and designations respecting the location and type of future parks, the local government may determine whether the owner must provide land under subsection (1) (a) or money under subsection (1) (b).
 - (3) Despite subsections (1) and (2), if a regional district does not provide a community parks service, the option under subsection (1) (b) does not apply and the owner must provide land in accordance with subsection (1) (a).
 - (4) The amount of land that may be required under subsection (1) (a) or used for establishing the amount that may be paid under subsection (1) (b) must not exceed 5% of the land being proposed for subdivision.
 - (5) Subsection (1) does not apply to
 - (a) a subdivision by which fewer than 3 additional lots would be created, except as provided in subsection (5.1),
 - (b) a subdivision by which the smallest lot being created is larger than 2 hectares, or
 - (c) a consolidation of existing parcels.
 - (5.1) Subsection (1) does apply to a subdivision by which fewer than 3 additional lots would be created if the parcel proposed to be subdivided was itself created by subdivision within the past 5 years.





Parks Financing Framework

Phase 1 Policy Review Discussion Paper

APPENDIX D

Ministry Circular No. 97:04 – Parkland Development



20

Ø ø

06/29/2	009 11:12 FAX 250	356 1873	LOCAL GOV'T DEPT.	图001		
0 0 0	變					
	British Columbia	Ministry of Municipal Affairs	Municipal Financial Services	CIRCULAR		
			Circula	ar No. 97:04		
			Original Issued: Febru	ary 25, 1997		
9	To: All Munic	ipal and Regiona	I District Treasurers			
	Re: Parkland	Development Co	st Charges			
	Municipal Act t	o authorize the co	995 Legislation Session, an llection of development cost providing parkland or reclai	charges (DCC) for		
	The amendmer	nts were as follows	5.			
	 Section "Development Cost Charges Generally" - subsection on parkland was repealed and the following substituted: 					
	b) prov	ding and improvin	g parkland			
р Г Г Г Г		e of Development Id the following su	Cost Charges" - subsection	on parkland was		
	(6) to pa (i) (ii)	providing fencin	nd or reclaiming land as parl g, landscaping, drainage and) rooms and playground and	l irrigation, trails, rest		
	intended that the improve parklan improvements w are usually pres- specifically listed the direction fror submissions for legislation. Whil	e increase in DCC d would not be sig rere specifically lis ent in most develo d must be funded to m government, the purposes of appro- e most of the allow ents are offered as	comments made in introduc resulting from the addition of inificant. For this reason, the ted, and deliberately exclude ped parks. Those elements from other sources of revenue Inspector of Municipalities, val, will apply a very narrow vable expenditures are self-e	of expenditures to e allowable parkland ed many elements that which are not le. In furtherance of in reviewing interpretation of the explanatory, the		

THE R. L. R. LEWIS CO. LANSING MICH. SPIRITUAL CO. LANSING MICH.

Circular No. 97:04 Page 2

- Landscaping includes the construction of playing fields (levelling ground, planting grass and other plant material) but does not include the construction of parking lots or access roads.
- Irrigation includes sprinkler systems.
- Playground and playing field equipment includes items normally classified as equipment such as swings and slides but does not include buildings or structures such as dugouts, bleachers, or field houses. The term also does not include the construction of tennis or basketball courts, baseball diamonds, tracks or the installation of lighting systems.

This policy remains in effect until such time as the issue can be dealt with in a more comprehensive fashion. As you are aware, work of the Development Finance Review Committee may lead to changes in this particular policy.

If you have any questions, please contact the financial analyst for your area.

(ORIGINAL SIGNED BY:)

Ken MacLeod Inspector of Municipalities

Report to Council



Date:	May 8, 2017
File:	1200-90
То:	City Manager
From:	Michelle Kam and Tracy Guidi, Sustainability Coordinators
Subject:	Community Climate Action Plan Update

Recommendation:

THAT Council receives, for information, the report from the Sustainability Coordinators dated May 8, 2017, with respect to the Community Climate Action Plan Update.

Purpose:

To inform Council on the status of community greenhouse gas emissions and to obtain Council's input on formulating a draft target for the Community Climate Action Plan (CCAP) update.

Background:

On a global and national level, communities like Kelowna are taking on the challenge to formulate strategies to reduce GHG emissions and be a climate leader. Addressing climate action has multiple benefits for communities including helping protect citizens and infrastructure, while also leading to lower emissions, new economic activity, increased resilience and improved health and livability.¹

In 2008, the Province of BC introduced the Local Government (Green Communities) Statutes Amendments Act, to provide local governments with some additional powers to make important changes in their communities.² As part of this legislation, the Province amended the Local Government Act to require municipalities to include in their Official Community Plans "targets for the reduction of greenhouse gas emissions in the area covered by the plan, and policies and actions of the local government proposed with respect to achieving those targets.³⁷ Further, the Province also established

¹ Province of British Columbia, Local Governments & Climate Action,

http://www2.gov.bc.ca/gov/content/environment/climate-change/local-governments

² Local Government (Green Communities) Statutes Amendment Act (Bill 2007), 2008.

http://www.cscd.gov.bc.ca/LGD/intergov_relations/green_communities_legislation.htm

³ BC Local Government Act, Part 14, Section 473 (3). <u>http://www.bclaws.ca/civix/document/LOC/lc/statreg/--%20L%20--/Local%20Government%20Act%20[RSBC%202015]%20c.%201/00_Act/r15001_14.xml</u>

a Climate Action Charter, signed by 182 municipalities (including Kelowna) committing them to the goals of being carbon neutral and to create complete, compact, energy efficient communities.⁴

The City of Kelowna responded and included a target in the Official Community Plan that emulated the provincial target:

The City of Kelowna will, in partnership with: senior governments, local residents and businesses, NGOs, external agencies, and utility providers, work towards reducing community greenhouse gas emissions by 33% (from 2007 levels) by 2020.⁵

To achieve the target, Council endorsed a Community Climate Action Plan in 2012 which outlined a series of policies and actions to help achieve the target. While several of the 2012 Community Climate Action Plan recommended actions are in progress or have been implemented, it has been challenging to achieve significant reductions towards realizing the OCP target as illustrated in Figure 1 below. In 2010, emissions decreased by 3.6% compared to 2007 levels, and remained relatively unchanged in 2012 (a 3.5% decrease compared to the 2007 baseline), compared to the community growing by over nine per cent⁶ during the same 5-year period. The 3.5% reduction between 2007 and 2012 can be attributed to a decrease in transportation and residential building emissions.

All three years of data show that on-road transportation contributes the most emissions, with 55% of emissions coming from this sector in 2012. Buildings (residential and commercial) account for 35% and waste accounts for 9%. Interestingly, despite a decline in GHG emissions between 2007 and 2012, the cost of energy to produce those emissions rose 18 per cent to \$352,259,340 during the same time period, demonstrating the impact to the community to fluctuations in energy prices.

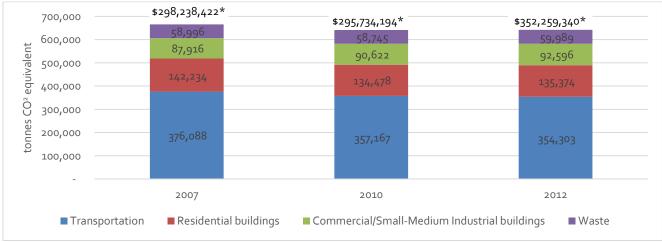


Figure 1: City of Kelowna Community GHG Emissions 2007-2012, split by sector⁷

*dollar values represent the cost of energy in each of the years.

⁴ Ministry of Community, Sport & Cultural Development. BC Climate Action Charter,

http://www.cscd.gov.bc.ca/lgd/greencommunities/climate_action_charter.htm

⁵ Kelowna 2030 – Official Community Plan, Chapter 6, Policy 6.2.1 GHG Reduction Target and Actions.

⁶ Population increase is approximated based on information provided in the 2006, 2011 and 2016 Canadian Census.

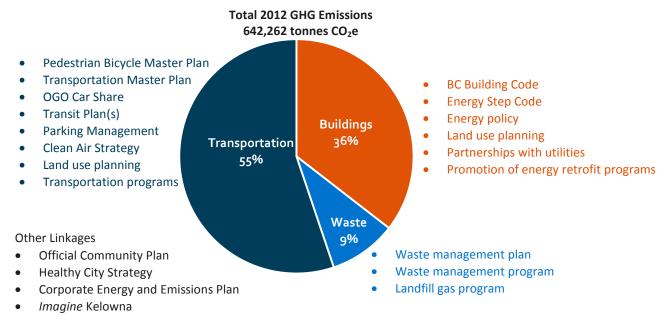
⁷ The Province provides Community Energy and Emission Inventories (CEEI) for local government to track progress. The 2012 data release failed to include transportation emissions outside of the lower mainland due to challenges in the data. Staff have worked with a consultant to estimate the on-road transportation sector using at the pump gas sales.

An update to the existing Community Climate Action Plan is timely in 2017 due to the following reasons:

- 1. In 2017, the Province provided updated greenhouse gas emissions data which included new data for 2012 (see Figure 1);
- 2. An updated GHG target is required for the OCP update which goes to 2040;
- 3. To harness planning initiatives such as the Pedestrian & Bicycle Master Plan, Healthy City Strategy and Imagine Kelowna and strategically align the goals with the Community Climate Action Plan;
- To develop new actions and partnerships that will work towards reducing community greenhouse gas emissions while creating a healthy, vibrant, resilient and sustainable community;
- 5. To take advantage of new Federal and Provincial momentum on the issue of climate change, and for Kelowna to be able to take full advantage of new and forthcoming Federal funding for green infrastructure and other initiatives.

The Community Climate Action Plan (CCAP) update will set out strategic directions and actions to mitigate Kelowna's contribution to climate change (Appendix A outlines the differences between a climate mitigation and adaptation plan). The update will address three key areas in the community: transportation, buildings and solid waste as well as examine reduction opportunities in planning, senior government and new technologies. Figure 2 (below) shows the community greenhouse gas emissions in Kelowna and demonstrates the linkages to various City plans, strategies and operations that have an inherent link to the Community Climate Action Plan.





Deliverables of the CCAP Update will include:

- Projecting out the greenhouse gas (GHG) business as usual forecast
- Establishing a new GHG target(s)
- Presenting the economic / business case to the community
- Investigating opportunities for reduction measures and prioritizing specific actions for the City of Kelowna
- Identifying policies, bylaws and programs that could be considered
- Identifying partnership opportunities with key stakeholders
- Engaging the community including key stakeholders, businesses and residents

The Community Climate Action Plan update will be developed in consultation with staff and key stakeholders according to the following timeline:

Activity	Anticipated Date
Council, staff and key stakeholder engagement	March –June 2017
Draft targets, policies and actions	Summer, 2017
Council Workshop	Fall, 2017
Public engagement	Fall, 2017
Final Report	Early 2018

Identifying a new greenhouse gas reduction target that spans the life of the next OCP (to 2040) is one core component of the Community Climate Action Plan Update. Each local government determines greenhouse gas emissions targets based on their community's unique characteristics.⁸ Targets are powerful motivating forces to influence action and should be informed by science, best practices, community input and Provincial precedents. Part of determining a new target for the CCAP update will be to decide whether to adopt an aspirational target, or consider a more pragmatic target. Informed by the actions of a plan, a pragmatic target is generally a conservative estimate of what can be achieved, while an aspirational target is more visionary and a goal the community can work towards achieving in partnership with key stakeholders and out community, much like the current target.

Research has shown that 21 countries have witnessed positive economic growth since 2000 while simultaneously reducing GHG emissions. When looking at municipalities around the province, many communities (including Lake Country, Peachland and West Kelowna) have emulated the provincial targets of 33 per cent reduction below 2007 levels by 2020 and 80 per cent reduction by 2050, the latter of which is the target identified in the RDCO's Regional Growth Strategy. Reviewing those communities that differed from the Province, there are a variety of approaches used including per capita targets, targets for one or multiple sectors (i.e. buildings, transportation, waste), or a combination of per capita and absolute reductions.

Once Council's direction regarding a greenhouse gas emissions target is given, staff will be working with our consultant, the Community Energy Association⁹, to research other municipal best practices and leadership opportunities, develop an economic case for climate action including how to leverage community interest, as well as engage key stakeholders to build partnerships for climate actions.

⁸ Ministry of Community Development, 2008. Frequently Asked Questions, Local Government (Green Communities) Statutes Amendment Act, <u>http://www.cscd.gov.bc.ca/LGD/intergov_relations/library/Bill27_Green_Communities_FAQs.pdf</u>

⁹ Community Energy Association has an established reputation for climate planning including more than 20 years of experience in supporting BC local governments with climate action and energy planning as well as supporting over 100 communities in the last few years.

There is a compelling case for climate action, as local governments are positioned to help ensure success of international climate strategies (i.e. the Paris Agreement) by making policy a reality. Up to half of Canada's greenhouse gas emissions are under the direct or indirect control or influence of municipal governments.¹⁰ Designing policy, projects and actions at the community level reflect local circumstances allowing for effective action. The implementation of the CCAP Update will take community commitment to ensure that Kelowna can achieve its goals and target. The benefits, however, go well beyond reducing emissions, where quantitatively communities benefit from savings from energy efficiency and reduced operation and maintenance, and qualitatively benefit from a healthy, active and inclusive community.¹¹

Within the challenge of addressing climate change, there is an opportunity – to position Kelowna towards a sustainable future, to demonstrate leadership, and to improve collaboration with other community partners in a shared pursuit of local and global sustainability goals.

Internal Circulation:

Divisional Director, Community Planning and Strategic Investments Divisional Director, Infrastructure Integrated Transportation Department Manager Transportation Engineering Manager Transit and Programs Manager Transportation Planner Infrastructure Engineering Manager Public Works Manager Community Planning Department Manager Suburban and Rural Planning Manager Urban Forestry Supervisor Energy Programs Manager Community Planning Manager Environmental Technician II Communications Advisor

Legal/Statutory Authority:

Section 473(3) of the Local Government Act states "an official community plan must include targets for the reduction of greenhouse gas emissions in the area covered by the plan, and policies and actions of the local government proposed with respect to achieving those targets."

Existing Policy:

- OCP Objective 6.2 "Improve energy efficiency and reduce community greenhouse gas emissions."
- OCP Policy 6.2.1 GHG Reduction Target and Actions. The City of Kelowna will, in partnership with: senior governments; local residents and businesses; NGOs; external agencies; and utility providers, work towards reducing community greenhouse gas emissions by 33% (from 2007 levels) by 2020.

¹⁰ FCM Partners for Climate Protection, About Climate Change: <u>http://www.fcm.ca/home/programs/partners-for-climate-protection/about-climate-change.htm</u>

¹¹ BC Climate Action Toolkit, Business Case for Climate Action. <u>https://www.toolkit.bc.ca/business-case-climate-action</u>

The City of Kelowna's efforts will be focused on creating more mixed use neighborhoods (as identified on the OCP Future Land Use map) and on ensuring that residents can conveniently and safely travel by bus or by foot, bicycle and other forms of active transportation to get to major community destinations while ensuring the efficient movement of goods and services.

The City will support the reduced use of fossil fuels in buildings by encouraging renewable energy supplies, district energy systems and energy efficient technologies in new and existing buildings. By working with senior government partners, regulated utilities and others, the City will lead through example and strive to meet the BC Climate Action Charter targets for the reduction of GHG emissions from municipal infrastructure.

The City of Kelowna also has a Corporate Energy and Emissions Plan that focusses on corporate greenhouse gas emissions. It should be noted that Building Services also plans to update the City's Corporate Energy and Emissions Plan later this year, focusing on opportunities to reduce energy and emissions in City facilities and fleet, while positioning the City as a leader in climate mitigation in the community.

- Corporate Greenhouse Gas Emissions include the GHG emissions from the City of Kelowna's corporate fleet and buildings (ie: City Hall). Corporate GHG emissions are estimated to be approximately 1% of the total emissions for Kelowna.
- Community Greenhouse Gas Emissions refer to the GHG emissions from Kelowna's residents and businesses and include transportation, buildings and waste. Community GHG emissions are estimated to make up 99% of the total emissions for Kelowna.

Financial/Budgetary Considerations:

The City successfully applied for a FortisBC Strategic Community Energy Planning grant. The grant will contribute \$22,425 towards the \$44,850 project total. The funding is time sensitive as a final report for the grant funding is due by the end of March 2018. The remaining funds will be covered through existing budgets.

Communications Comments:

Engagement for the Community Climate Action Plan update will be limited to key stakeholders in spring 2017, and the public will be consulted in fall 2017.

Submitted by:

M. Kam, Sustainability Coordinator

T. Guidi, Sustainability Coordinator

Approved for inclusion:



Danielle Noble-Brandt, Dept. Manager of Policy & Planning

Attachment: Appendix A - Understanding Climate

cc:

Divisional Director, Community Planning and Strategic Investments Divisional Director, Infrastructure Integrated Transportation Department Manager Transportation Engineering Manager Transit and Programs Manager Transportation Planner Infrastructure Engineering Manager Public Works Manager Community Planning Department Manager Suburban and Rural Planning Manager Urban Forestry Supervisor Energy Programs Manager Community Planning Manager Environmental Technician II Communications Advisor



Community Climate Action Plan Update

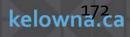
May 8, 2017



Council Workshop Outline

- 1. Overview of project
- 2. Background
- 3. Climate and Health
- 4. Other municipal examples
- 5. Deliverables and timelines
- 6. GHG Target





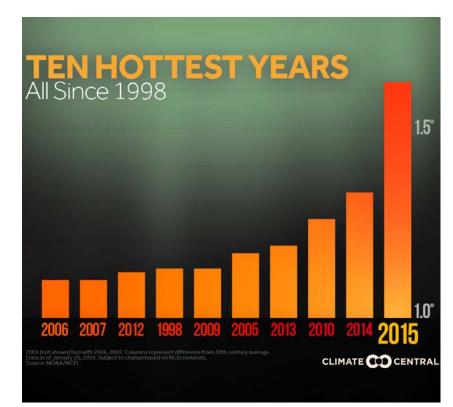


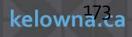
Scientific Facts

"Scientific evidence for warming of the climate system is unequivocal."

Intergovernmental Panel on Climate Change

- The earth's climate is changing
- The change is being caused by human activities
- The effects of climate change will worsen if no action is taken

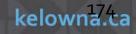






United Nations: Our Future





Dr. Sue Pollock, Interior Health

> "The evidence is overwhelming: climate change endangers human health." Dr. Margaret Chan, WHO Director-General







Co-benefits of climate action

 Strategies that address climate change have cobenefits

F 1

Healthy Built Environment

- Improved physical and mental health
 - Current and future generations
- Less demand on the healthcare system
- Example: healthy transportation network
 - Increased physical activity and social interaction

Health and Climate: co-benefits

Climate Actions (examples)	Health Benefits
Active transportation	 ↓ obesity ↓ cardiovascular disease ↑ mental health
Improve insulation in homes	 ↓ respiratory disease ↓ cardiovascular disease ↑ mental health
Encourage locally produced fruits and vegetables	 ↓ obesity ↓ cardiovascular disease

Working together on climate and health

- Plans and strategies that address sustainable transportation, food security, and the natural environment
 - Reduced greenhouse gas emissions
 - Reduced vulnerability and increased resilience
 - Enhanced livability and health and well-being
- Sharing of local data and tools to inform climate action
- Integration of health messaging into the climate change discussion
 - Increased public engagement and action



Provincial Legislation

Local Government Act requires OCPs to include:

- targets for the reduction of greenhouse gas emissions
- policies and actions to achieve those targets
- Climate Action Charter commits local government to the goals of creating complete, compact, energy efficient communities
 - signed by 182 municipalities including Kelowna



Kelowna's response

OCP target

The City of Kelowna will, in partnership with: senior governments; local residents and businesses; NGOs; external agencies; and utility providers, work towards reducing community greenhouse gas emissions by 33% (from 2007 levels) by 2020."

Community Climate Action Plan (2012)



Successes of Plan

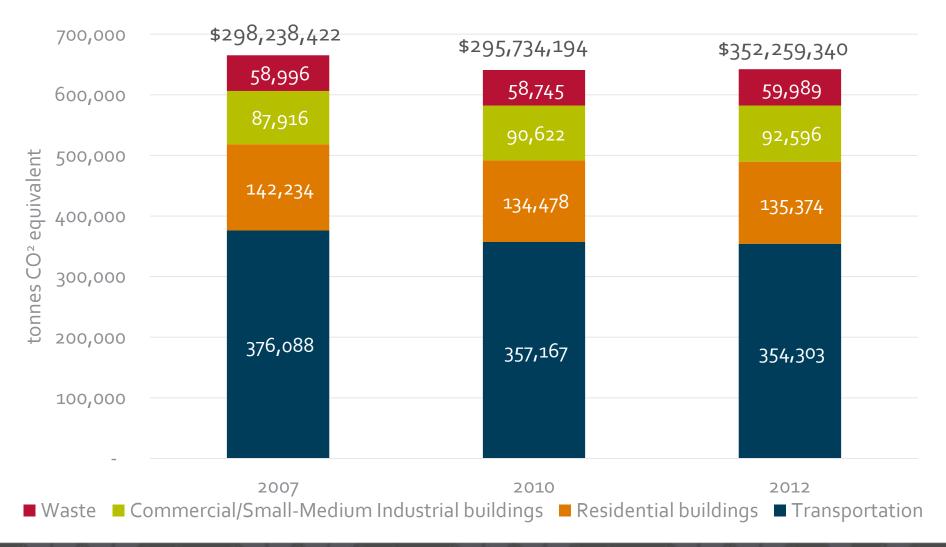


- Parking Management Strategy
- Pedestrian and Bicycle Master Plan
- Increase pedestrian and cycling infrastructure
- Construct electric charging stations
- Partnered with FortisBC on residential retrofit programs
- Developed landfill gas to pipeline bio-methane facility



Status of GHG Emissions

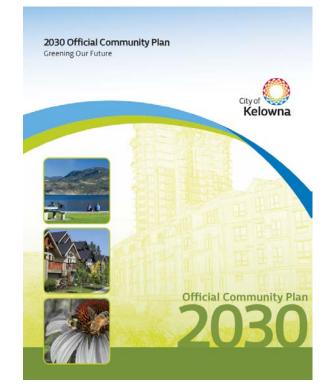




Community Climate Action Plan Update in 2017



- Current target is to 2020
- OCP update will go to 2040 and local governments are legislated to include GHG target(s), policies and actions
- Timing aligns with Corporate Project
 Planning Cycle
- Delivers on Council Priorities
- Aligns with other City plans and Imagine Kelowna
- Take advantage of new and forthcoming Federal funding

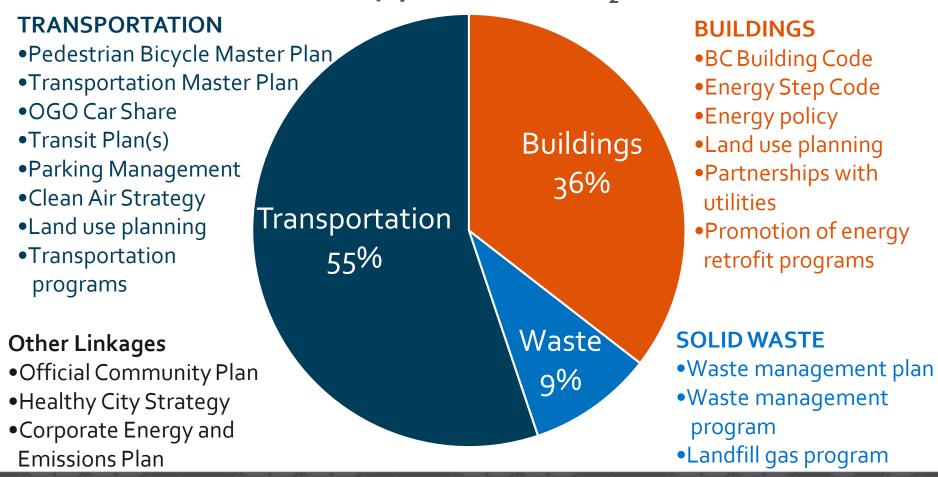




Climate Connections



Total 2012 GHG Emissions 642,262 tonnes CO₂e



Benefits of a Community Climate Action Plan



- Aligns with existing plans
- Reduced energy costs for business & residents
- Demonstrates leadership
- A healthy, safe, active and inclusive community
- Supports vibrant & resilient communities
- Results in community health benefits



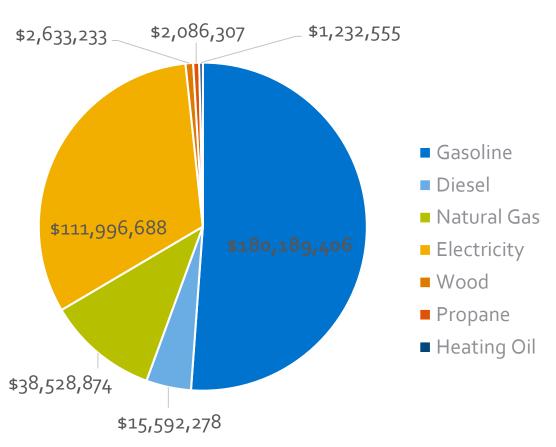
Authority levels

Government	Authority
Federal	 National standards Funding International commitments Taxation
Provincial	• Constitutional authority for energy and municipalities
Local	 Land use Infrastructure Public engagement Waste management



Community benefits

- 2012 total energy cost: \$352,259,340
- A 10% reduction could:
 - Increase resilience in the face of fluctuating energy prices
 - Put \$35 million extra in people's pockets per year.



Kelowna Community Energy Cost, 2012



Local Government Carbon Funds in BC – Township of Langley

Fees or program surplus

Some municipalities choose to fund permit fee rebate programs by increasing building permit fees. The fee can be done as an absolute value per type of building or as a tiered fee, based on the value of the permit. The Township of Langley has funded their Green Building Rebate program by adding a 'Sustainable Construction Fee' to the building permit fee.

Local Government Carbon Funds in BC



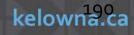
Reinvesting savings

> In 2014, Sparwood completed a retrofit of their leisure centre and arena, leading to energy cost savings between \$30-60k annually. These savings have been used to support improvements to parks and trails and to support active living/quality of life programs for the community.

Project Deliverables

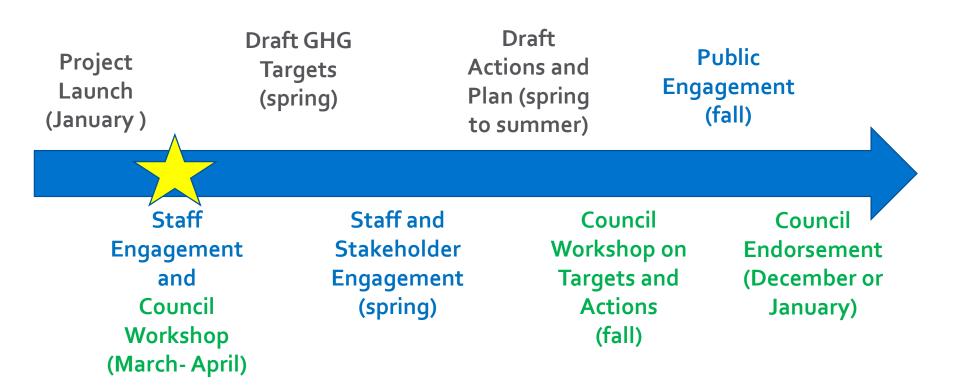


- Energy and emissions modelling
- New GHG target for 2040
- Economic, health and risk management co-benefits
- Economic analysis and economic case
- Land use planning policy tools
- Partnership opportunities with key stakeholders
- Public engagement
- Actions, policies, programs for GHG reduction





Timelines and Milestones





Target Options and Discussion



Current target: the City of Kelowna will, in partnership, work towards reducing community greenhouse gas emissions by 33% (from 2007 levels) by 2020.

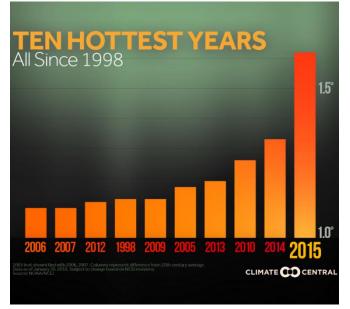
Appendix A - Understanding Climate

Climate Change

Climate change is defined as a change in global or regional climate patterns, in particular a change apparent from the mid to late 20th century onwards. Climate change has been attributed largely to the increased levels of atmospheric carbon dioxide produced by the use of fossil fuels.¹

Intergovernmental Panel on Climate Change has stated that "Scientific evidence for warming of the climate system is unequivocal."² Climate change is unavoidable as the gases are locked into the climate system from past emissions.

The impacts of climate change will become more pronounced as we head towards 2050. That is why it



is critical we continue to work to achieve our climate action goals. We must take action to mitigate these impacts today.³

Additionally, the actions that reduce greenhouse gas emissions are the same actions that are needed to improve health, livability and resiliency in our community.

Projected climate impacts for the Okanagan

The climate has already changed in the Okanagan. Locally, there has been an increase in extreme weather conditions including record snowfalls, wildfires, flooding, a level four drought and new record high temperatures.



Looking to the Okanagan in 2050, it is anticipated that there will be⁴:

• A temperature increase of 1.9 degrees

• 7% more precipitation, mainly due to an increase in rain in times when it is needed least

• Seasonal impacts which are anticipated to include:

o 11% less

summer rain

o 14% less

winter snowfall

57% less spring snowfall

¹ <u>http://www.climatecentral.org/gallery/graphics/the-10-hottest-years-on-record</u>

² <u>https://www.ipcc.ch/</u>

³ Province of BC. Climate Leadership Plan, 2016.

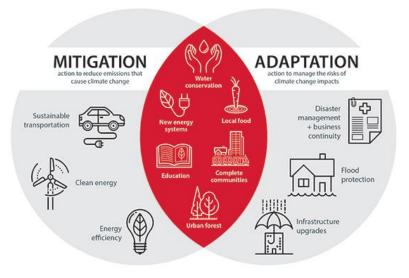
⁴ <u>https://pacificclimate.org/analysis-tools/plan2adapt</u>

These changes could result in additional concerns including declining water supplies, reduced agricultural yields and health and social impacts.

Mitigation versus Adaptation

Climate Change MITIGATION works to **AVOID** the risks of a changing climate by reducing the emission of greenhouse gases. Undertaking mitigation initiatives and identifying vulnerabilities will improve community resilience.

Climate Change ADAPTATION works to **MANAGE** the risks caused by climate change already locked in and from the potential for more severe changes in the future.



Community verusus Corporate Greenhouse Gas Emissions

Community Greenhouse Gas Emissions refer to the GHG emissions from Kelowna's residents and businesses and include transportation, buildings and waste. Community GHG emissions are estimated to make up 99% of the total emissions for Kelowna. The Community GHG emissions and actions to reduce those emissions are captured in the Community Climate Action Plan.

Corporate Greenhouse Gas Emissions include the GHG emissions from the City of Kelowna's corporate fleet and buildings (ie: City Hall). Corporate GHG emissions are estimated to be approximately 1% of the total emissions for Kelowna. The Corporate Energy and Emissions Plan, to be updated in 2017, identifies actions to reduce corporate emissions.