

# PARKLAND ACQUISITION AND DEVELOPMENT

PARKS FUNDING STRATEGY - COUNCIL WORKSHOP #1

October 2, 2017



Martin Bell  
Urban Systems



# Parks Funding – Workshop Series Overview

- ▶ Workshop #1 - Context and Public Policy Discussions
- ▶ Workshop #2 - Building an Evaluation and Priority Setting Tool
- ▶ Workshop #3 - Developing Our Funding and Financing Strategy

# Parks Funding – Workshop #1 Overview

- ▶ The historic context for parks acquisition and development in Kelowna
- ▶ Our present context
- ▶ Key public policy questions for Council





# Historic Context







# Our Current Context



What are Council's broad (and/or more specific) goals with respect to parkland acquisition and development?



## 2030 OFFICIAL COMMUNITY PLAN



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

PROVIDE  
ACTIVE AND  
PASSIVE  
PARKS



*For a diversity* of people  
and a *variety of uses.*

*Provide*  
waterfront  
parkland along  
the Okanagan  
Lake shoreline.



Develop park  
PARTNERSHIPS.



DEVELOP  
PARKLAND TO  
RESPOND TO  
USER NEEDS.



*Minimize*  
environmental  
impacts of parks.



*Minimize* intrusion  
of utilities in parks.

What are citizens saying with respect to their desire for parks in Kelowna? (e.g. feedback from the Ipsos Survey)





## Qualities or Characteristics that Make a City a Good Place to Live

17



Includes mentions of 5% or more.

Base: All respondents (n=301)

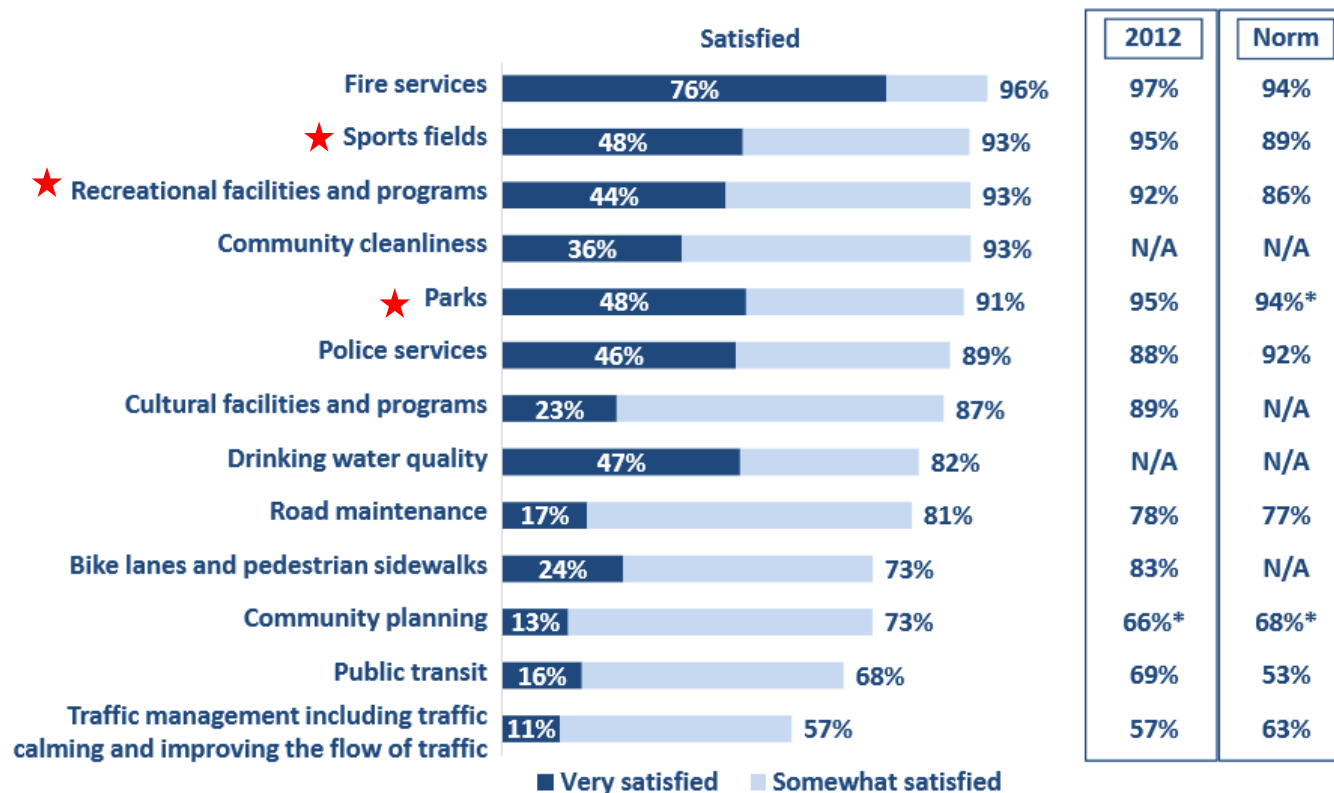
Q2. There are a number of reasons why people choose to live in one city or area over another. Assuming family and weather are not factors, what qualities or characteristics make a city a good place to live? That is, what qualities or characteristics would you use to describe your ideal city? Anything else?

2012 Top Mentions	
Low crime rate/safe	16%
★ Good recreational facilities/opportunities	16%
★ Good parks/green space	13%
Employment/job opportunities	12%
Convenient location/accessible to everything	11%



## Satisfaction with Specific City Services

42



*\*Slightly different question wording.*

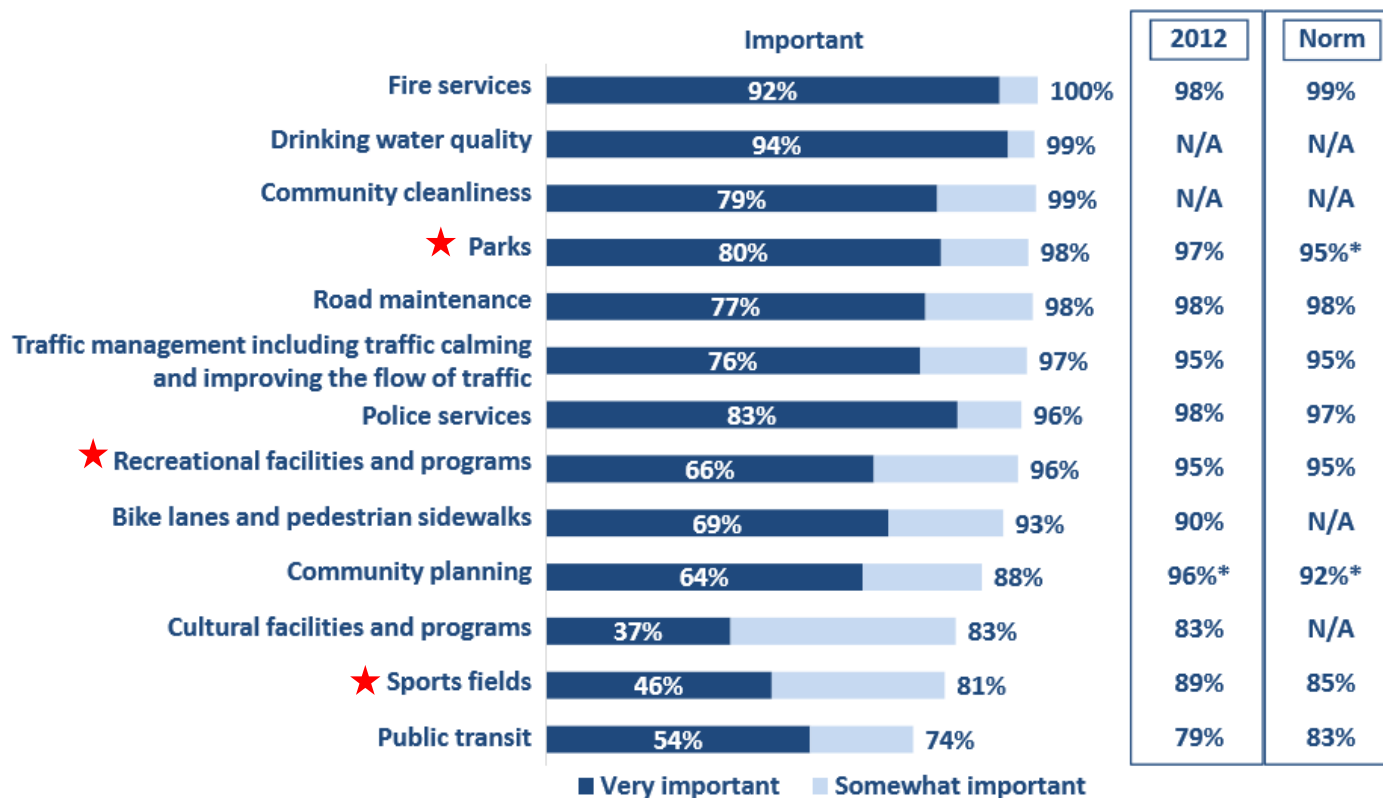
Base: All respondents (n=301)

Q8. I'm now going to read a list of services provided to you by the City of Kelowna. Please tell me how satisfied you are with each of the following services, using a scale of very satisfied, somewhat satisfied, not very satisfied, or not at all satisfied.



## Importance of Specific City Services

46



\*Slightly different question wording.

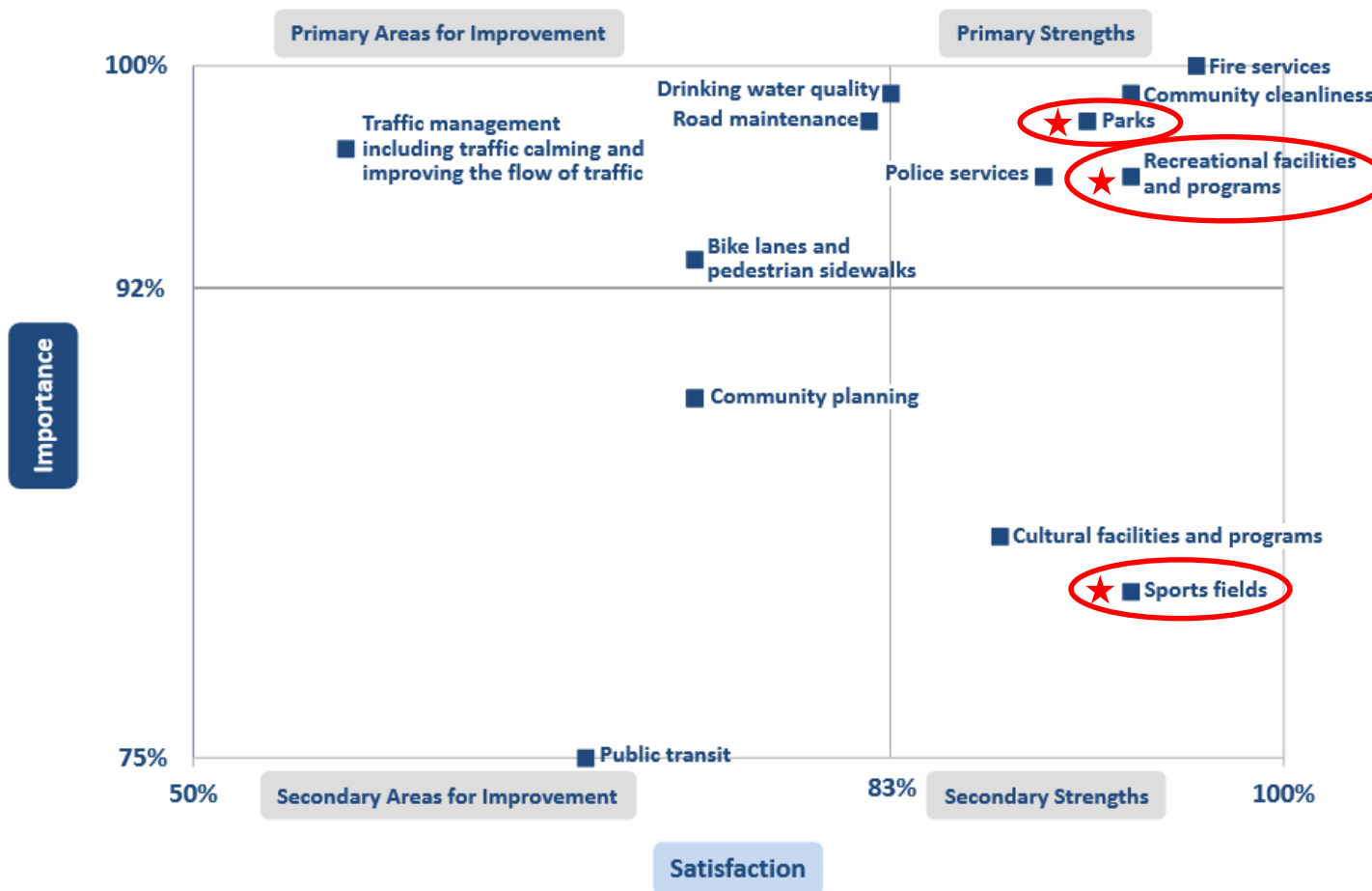
Base: All respondents (n=301)

Q7. I'm now going to read a list of services provided to you by the City of Kelowna. Please tell me how important each of the following services is to you personally, using a scale of very important, somewhat important, not very important, or not at all important.





## Action Grid: Importance vs Satisfaction





## Paired Choice Analysis

65



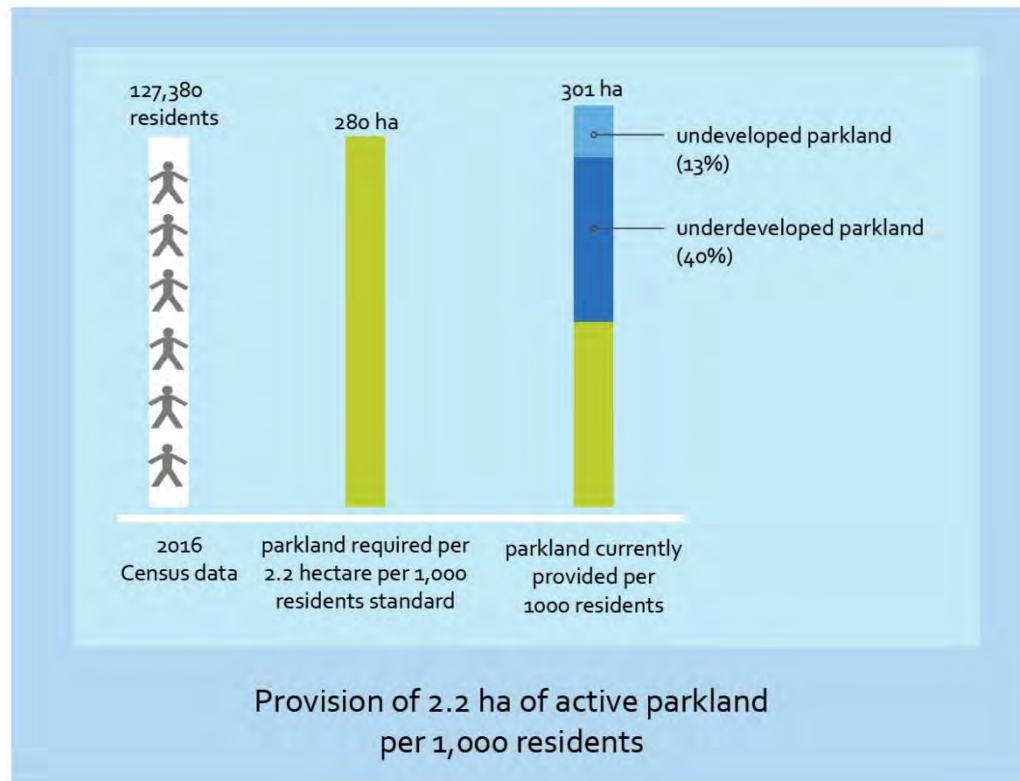
Base: All respondents (n=301)

Q14. The City of Kelowna has many different options for things it can invest in over the next four years. I'm now going to read you different pairs of priorities. For each pair, please tell me which item you think should be the greater priority for investment over the next four years.

What do the data sets say about our progress on parkland acquisition and development?



## BENCHMARKING EXERCISE | Park Provision

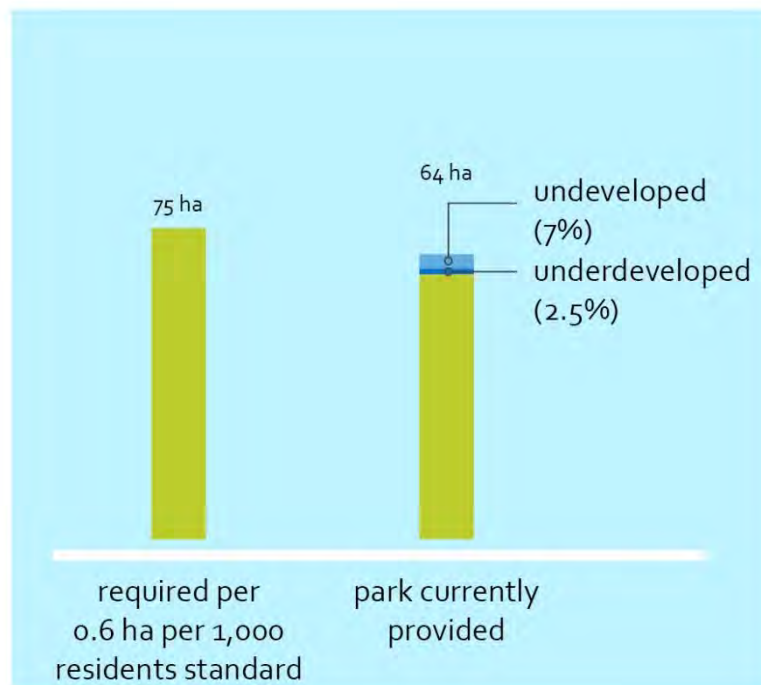


## REPORT CARD | Neighbourhood Parks



BELLA VISTA PARK | BLACK MOUNTAIN

## BENCHMARKING EXERCISE | Neighbourhood Parks



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

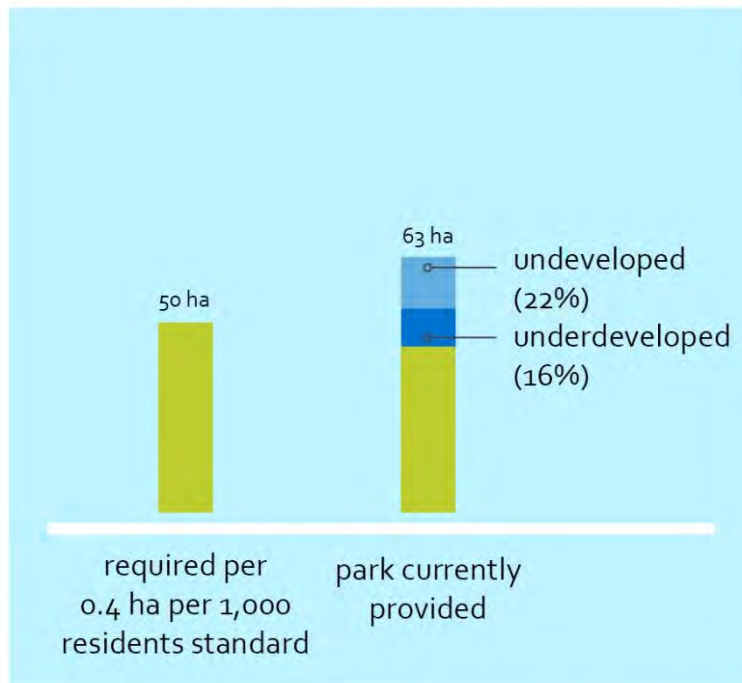


## REPORT CARD | Community Parks



BLAIR POND PARK | GLENMORE

## BENCHMARKING EXERCISE | Community Parks



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

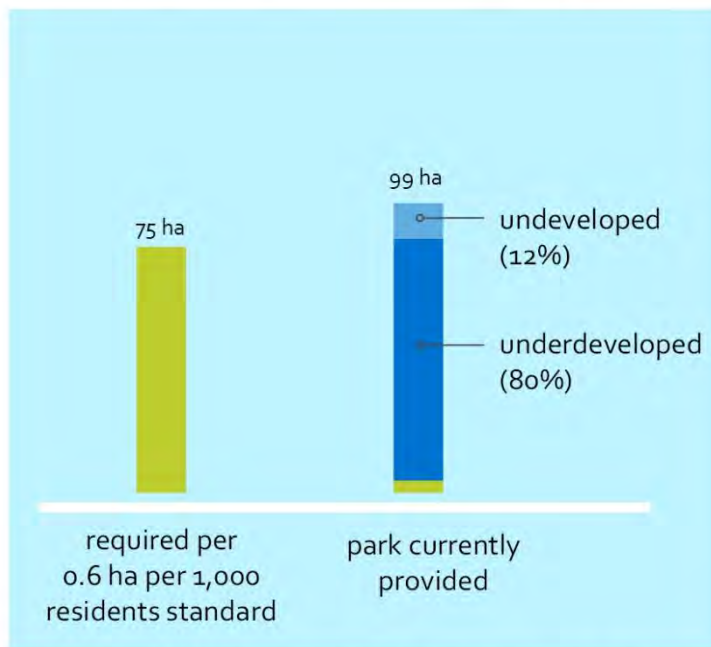


## REPORT CARD | Recreation Parks



MISSION RECREATION PARK

## BENCHMARKING EXERCISE | Recreation Parks



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

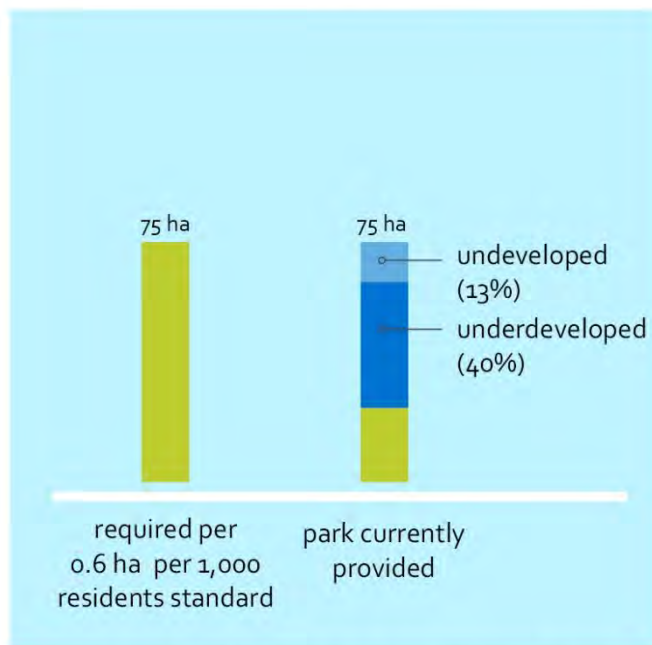


## REPORT CARD | City-wide Parks



WATERFRONT PARK | DOWNTOWN

## BENCHMARKING EXERCISE | City-wide Parks



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



REPORT CARD | Linear and Natural Area Parks

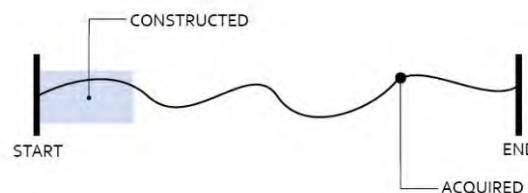


MISSION CREEK GREENWAY

## Top 6 Priority Linear Parks for Development

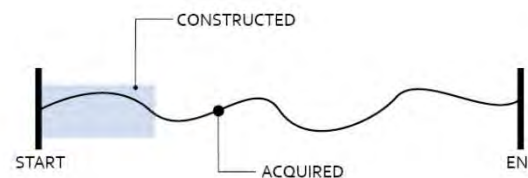
### 1. WATERFRONT WALKWAY

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



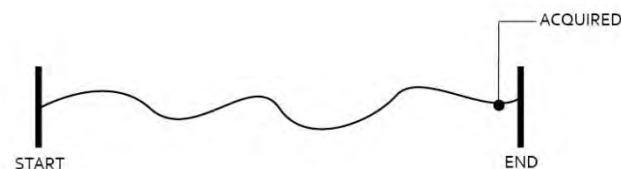
### 2. MILL CREEK LINEAR PARK

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



### 3. RAIL TRAIL (UBCO TO DOWNTOWN)

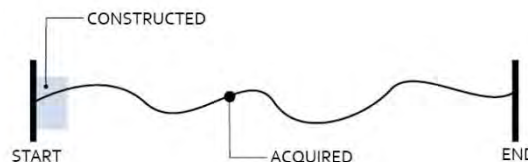
- Linear park length: 20 kilometres
- Land acquired: 95%
- Trail construction completed: 0 kilometres





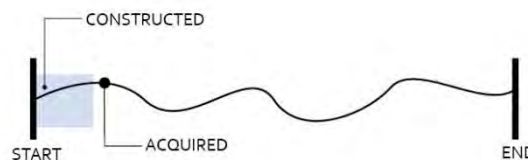
#### 4. BELLEVUE CREEK LINEAR PARK

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



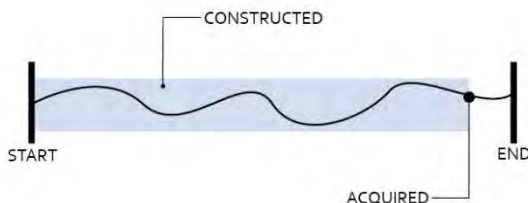
#### 5. GOPHER CREEK LINEAR PARK

- 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



Based on the City's policy approach and what we know about parks today – do our parkland standards (acquisition and development) reflect the healthy city we seek to build? Best mid-sized city in North America?

How would you evaluate the City's progress on parkland acquisition and development (vs. plans/strategies, growth and community expectations)?

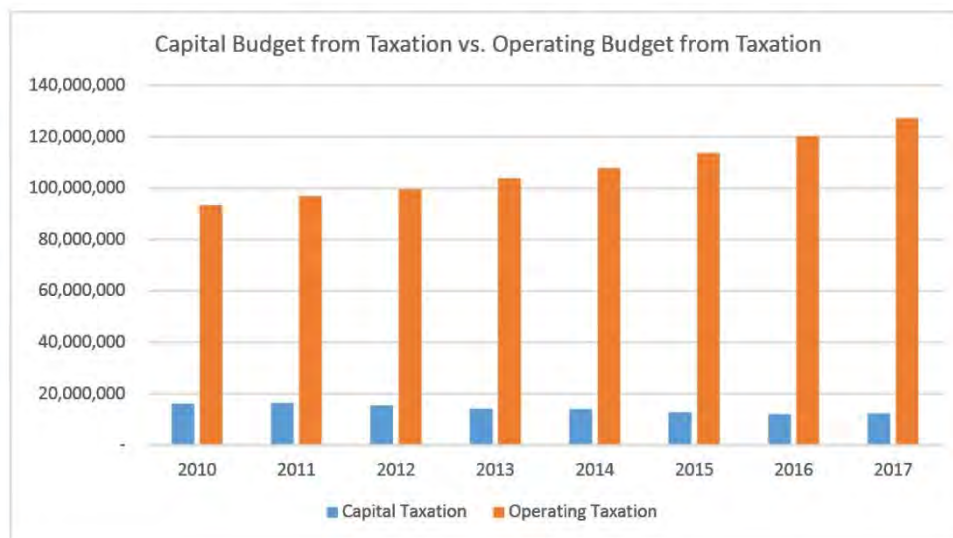
Is the community's desire for parks reflected in the City's investment strategy for parkland acquisition and development?



## General Taxation



## General Taxation (continued)

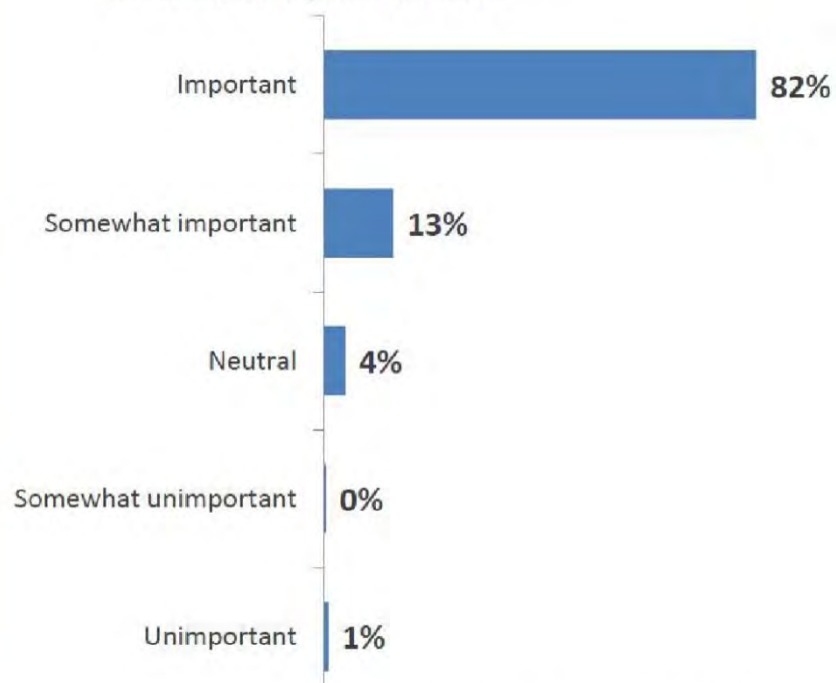


# Parks, waterfront spaces and recreation facilities and their role in economic development

## From our visitors:



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



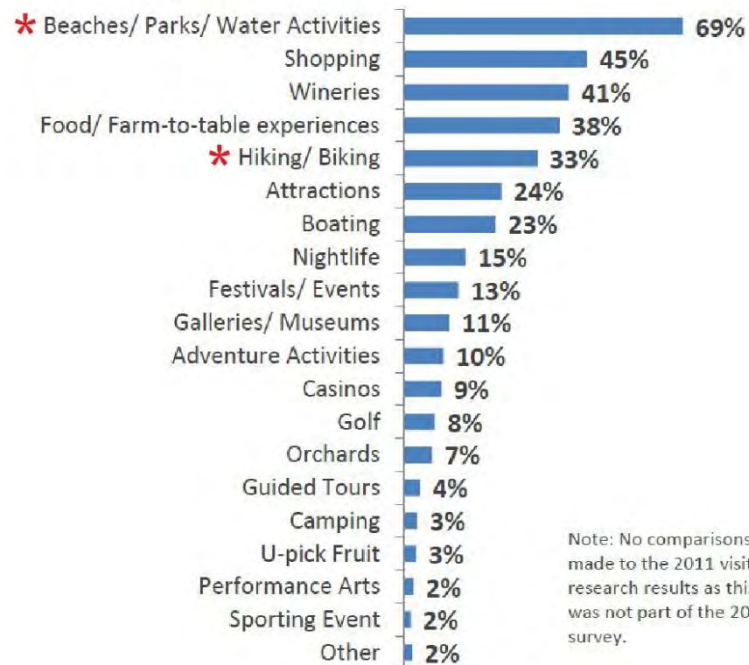
2016 Visitor Intercept Survey | Tourism Kelowna



## From our visitors:



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



Note: No comparisons were made to the 2011 visitor research results as this question was not part of the 2011 survey.

Parks, waterfront space and related recreation amenities impact tourism and visitation decisions and investments.

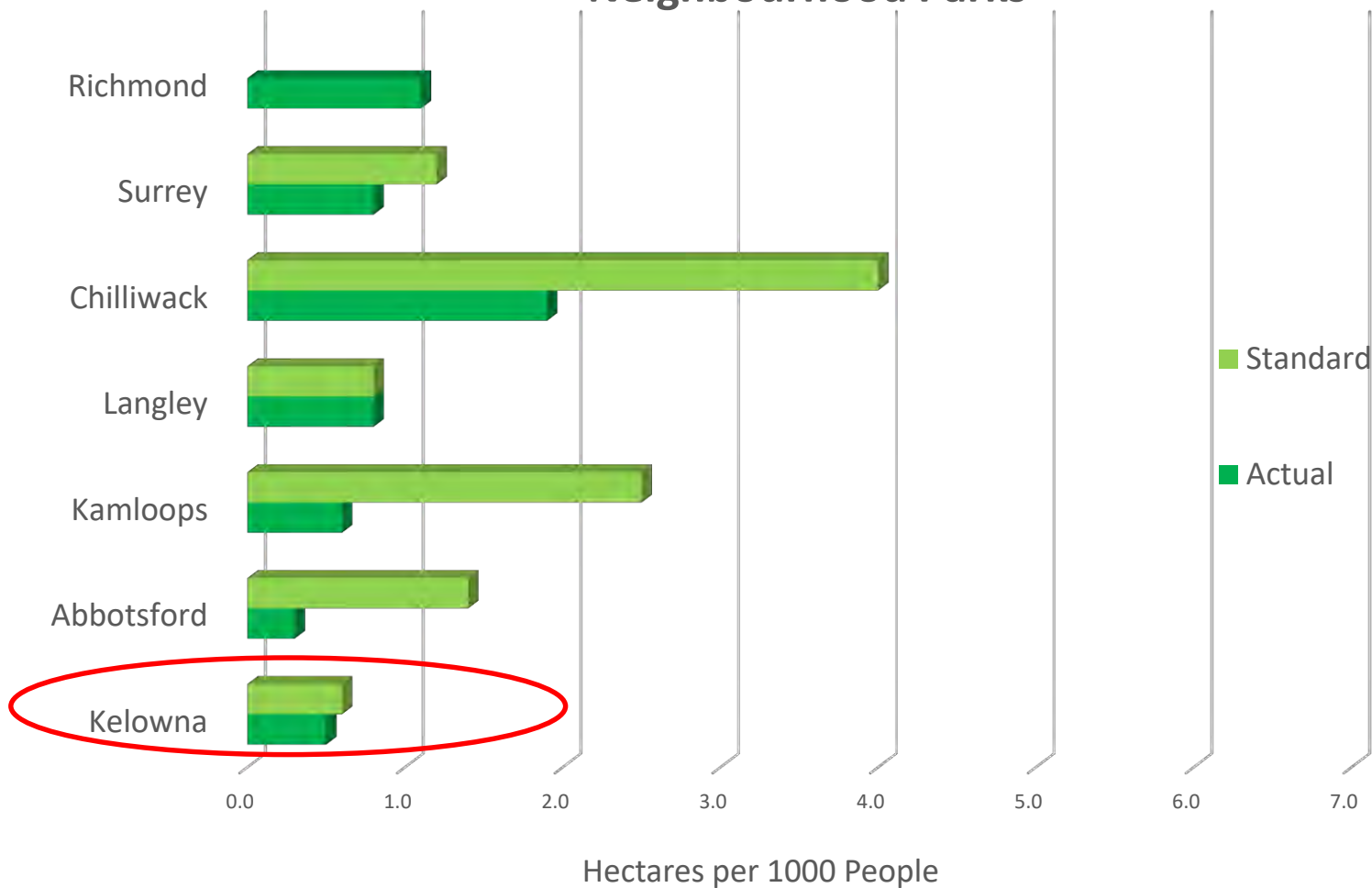
What is the City's role in these investments vis-à-vis conscious economic development for the community?

The City's current approach to parkland development favours parks partnerships often in greenfield developments. This diverts funding away from investment / reinvestment in the City's core area parks. Is this aligned with your Council priorities?

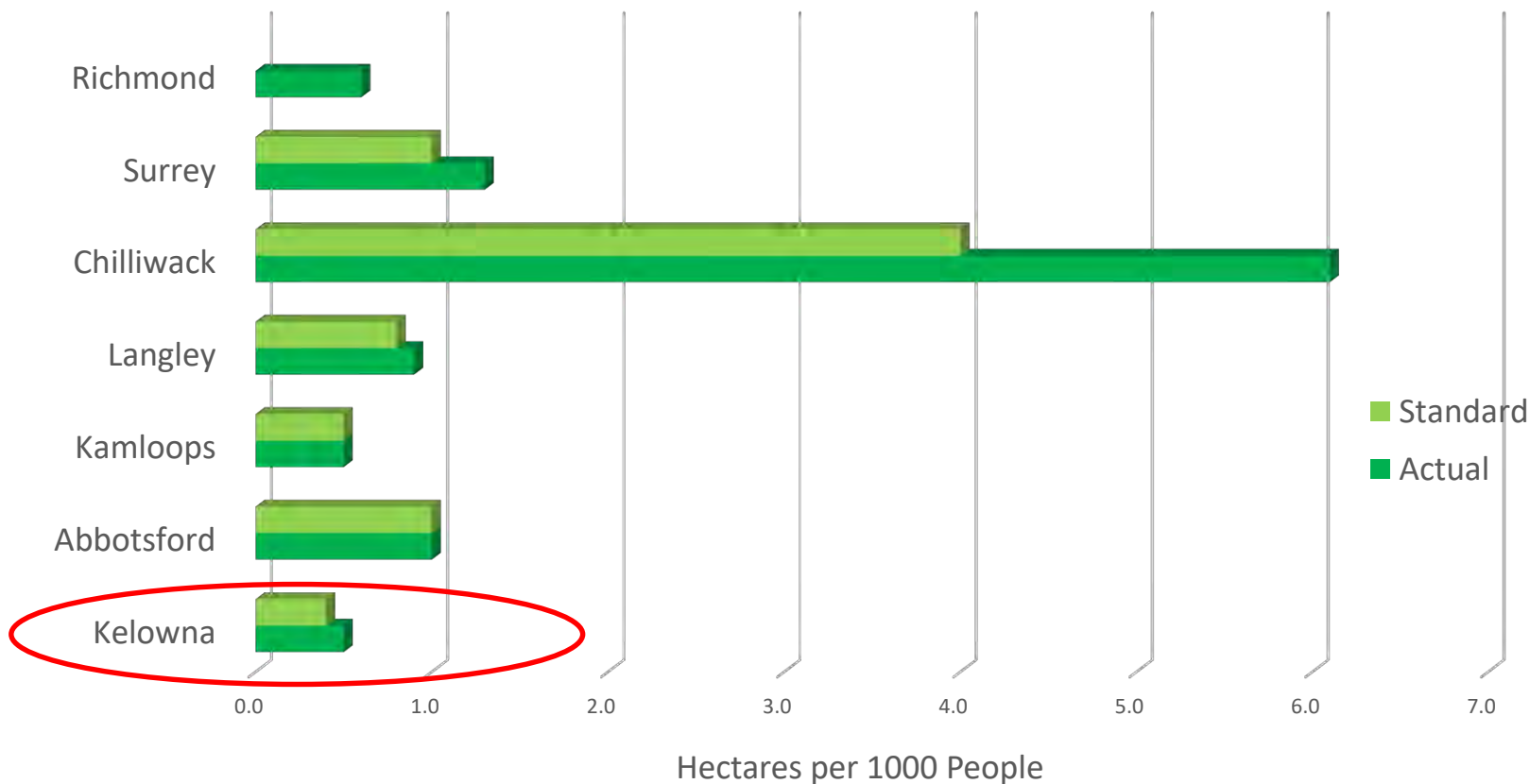
Thinking about all City investment priorities, what is the desired course for parkland acquisition and development investment in Kelowna over the next five to ten years?



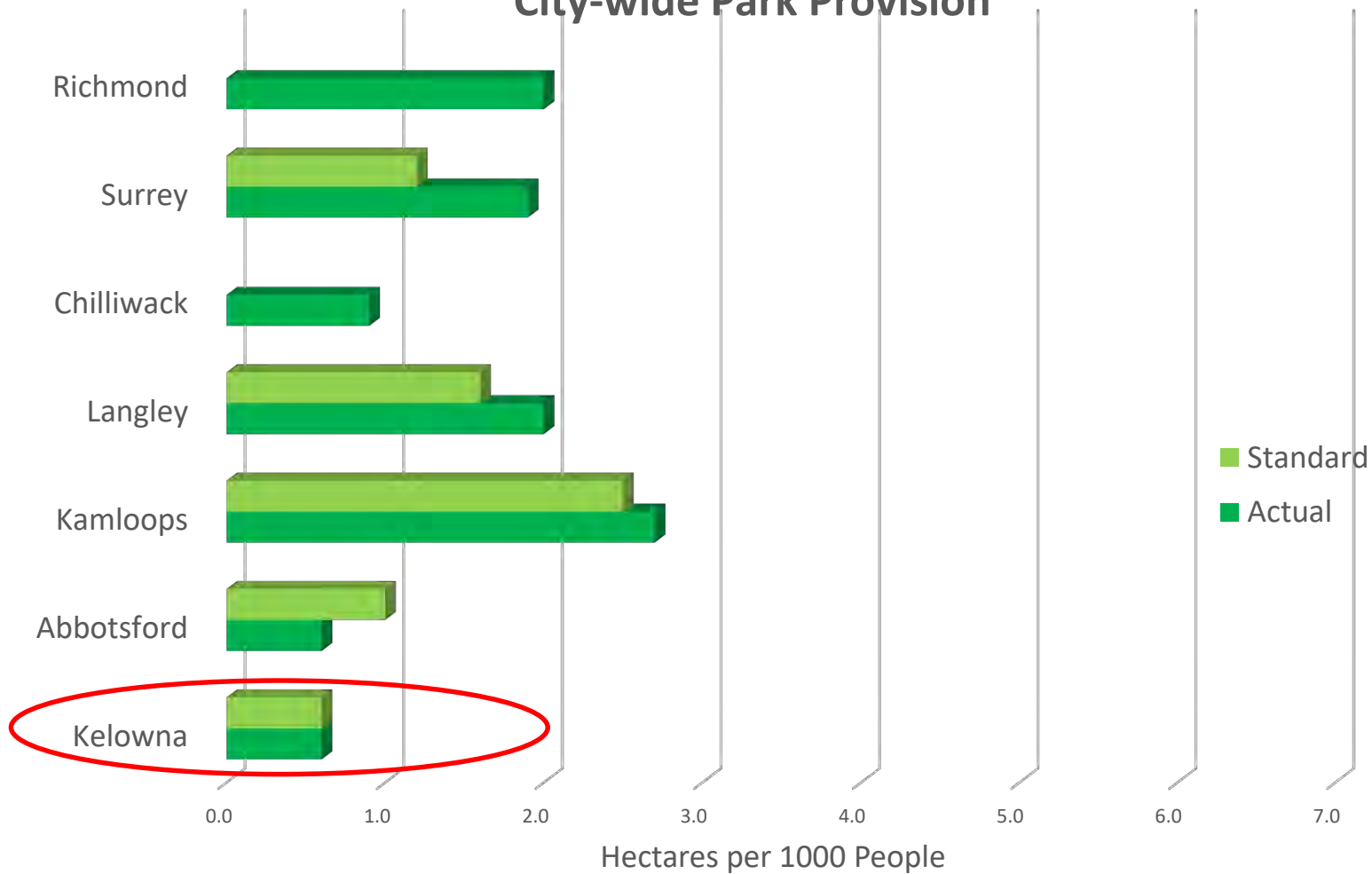
## Neighbourhood Parks



## Community Park Provision



## City-wide Park Provision



## Current Provision with Natural Areas





**City of Kelowna  
Regular Council Meeting  
AGENDA**



Monday, October 2, 2017

9:00 am

Knox Mountain Meeting Room (#4A)

City Hall, 1435 Water Street

**Pages**

**1. Call to Order**

**2. Confirmation of Minutes**

2 - 4

Regular AM Meeting - September 18, 2017

**3. Reports**

**3.1 Parks Development – Parkland Acquisition and Development Funding Strategy, Workshop 1**

90 m

5 - 148

The Report to Council dated 8 May 2017 (Attachment 1) quantified the extent of undeveloped and underdeveloped parks across all park types against municipal targets, both currently and in the future. The report also identified several potential funding sources in order to address this shortfall. Following the directives arising from Council, three workshops are proposed. The workshops will be designed to follow a progression, and use consensus building exercises on key policy matters and financing tools/strategies.

**4. Resolution Closing the Meeting to the Public**

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

- Law Enforcement

**5. Adjourn to Closed Session**

**6. Reconvene to Open Session**

**7. Issues Arising from Correspondence & Community Concerns**

**7.1 Mayor Basran, re: Issues Arising from Correspondence**

30 m

**8. Termination**

# Report to Council



**Date:** 2 October, 2017  
**File:** 1840-01  
**To:** City Manager  
**From:** Parks & Buildings Planning Manager  
**Subject:** Parks Development – parkland acquisition and development funding strategy, Workshop 1

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## **Recommendation:**

THAT Council receives for information, the report from the Parks & Building Planning Manager dated October 2<sup>nd</sup>, 2017, with respect to Parks Development – parkland acquisition and development funding strategy workshop 1.

## **Purpose:**

The Report to Council dated 8 May 2017 (Attachment 1) quantified the extent of undeveloped and underdeveloped parks across all park types against municipal targets, both currently and in the future. The report also identified several potential funding sources in order to address this shortfall. Following the directives arising from Council, three workshops are proposed. The workshops will be designed to follow a progression, and use consensus building exercises on key policy matters and financing tools/strategies.

## **Background:**

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.

In May 2017, City Council received the Parks Development Report – A study of underdeveloped, undeveloped and future park sites (Attachment 2). The report notes that while the City acquires parkland in accordance with the Parkland Acquisition Guidelines, it has become apparent the rate of park development has not kept pace with the rate of parkland acquisition. This raises some fundamental questions of public policy which lead naturally into discussions about potential strategies and appropriate financing tools to ensure the City's parkland acquisition and development keep pace with community desires and the City's ability to fund these initiatives.

**Council Engagement Process**

The City has retained Urban Systems to assist in a three-workshop series with Council (in October and November 2017) with the objectives of:

2 October 2017 - Workshop 1: Engaging Council in shaping the key public policy questions to be addressed in the City’s overall approach to parkland acquisition and development moving forward;

17 October 2017 – Workshop 2: Providing Council with an overview of the legislative, City policy, financial framework and financing tools associated with parkland acquisition and development; and

6 November 2017 Workshop 3: Having Council participate in aligning financing tools with specific public policy objectives and funding needs associated with parkland acquisition and development.

While some of the workshop will be oriented toward providing an overview of the City’s policy framework, legislative requirements and present financial approaches, it is intended to incorporate time in the session to work with Council in articulating the key public policy questions Council would like to see addressed through this review process. Identifying these questions clearly at the outset will yield insight and better alignment with the potential strategies and financing tools recommended as outcomes for this process.

**Internal circulation:**

- Deputy City Manager
- Divisional Director, Infrastructure
- Divisional Director, Community Planning & Strategic Investments
- Divisional Director, Financial Services
- Divisional Director, Corporate Strategic Services
- Divisional Director, Active Living & Culture
- Divisional Director, Corporate & Protective Services
- Divisional Director, Human Resources & Corporate Performance

**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: May 8<sup>th</sup>, 2017 Report to Council – Parks Development – Underdeveloped, Undeveloped and Future Park Sites.

Attachment 2: Parks Development Report

Attachment 3: Parks Development – Funding Strategy Workshop Presentation

cc: Deputy City Manager

Divisional Director, Infrastructure

Divisional Director, Community Planning & Strategic Investments

Divisional Director, Financial Services

Divisional Director, Corporate Strategic Services

Divisional Director, Active Living & Culture

Divisional Director, Corporate & Protective Services

Divisional Director, Human Resources & Corporate Performance

City Clerk



# Report to Council



**Date:** May 8, 2017  
**File:** 1840-01  
**To:** City Manager  
**From:** Parks & Buildings Planning Manager  
**Subject:** Parks Development - underdeveloped, undeveloped and future park sites

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**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;

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 report back to a future meeting of Council with a recommendation on an increase in City-wide parks development funding through the hotel tax;

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 Kelowna  
Regular Council Meeting  
Minutes**

Date: Monday, October 2, 2017  
 Location: Knox Mountain Meeting Room (#4A)  
 City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given\*  
 Tracy Gray, Charlie Hodge, Brad Sieben, Mohini Singh and Luke Stack

Deputy City Manager, Joe Creron; City Clerk, Stephen Fleming, Parks & Buildings Planning Manager, Robert Parlane\*; Divisional Director, Community Planning & Strategic Investments, Doug Gilchrist\*; Divisional Director, Active Living & Culture, Jim Gabriel\*; Director Strategic Investments, Derek Edstrom\*; Divisional Director Infrastructure, Alan Newcombe\*; Park & Landscape Planner, Lindsey Clement\*; Legislative Coordinator (Confidential), Arlene McClelland

Guests Martin Bell, CEO Urban Systems and Joel Short, Senior Planner, Urban Systems

(\* denotes partial attendance)

**1. Call to Order**

Mayor Basran called the meeting to order at 9:01 a.m.

**2. Confirmation of Minutes**

Moved By Councillor Hodge/Seconded By Councillor Gray

**R788/17/10/02** THAT the Minutes of the Regular AM Meeting of September 18, 2017 be confirmed as circulated.

**Carried**

Councillor Given joined the meeting at 9:03 a.m.

**3. Reports**

**3.1 Parks Development – Parkland Acquisition and Development Funding Strategy, Workshop 1**

Staff:

- Displayed a PowerPoint Presentation introducing the parkland acquisition and development funding strategy.
- Introduced Consultants.

Martin Bell, CEO Urban Systems and Joel Short Senior Planner, Urban Systems

- Displayed a PowerPoint Presentation summarizing the parkland acquisition and development funding strategy.
- Lead a series of discussions with Council regarding Council's broad goals with respect to parkland acquisition and development and general financing implications for each.

Council:

- Provided individual comments.

Moved By Councillor Sieben/Seconded By Councillor Singh

**R789/17/10/02** THAT Council receives for information, the report from the Parks & Building Planning Manager dated October 2<sup>nd</sup>, 2017, with respect to Parks Development – parkland acquisition and development funding strategy workshop 1.

**Carried**

The meeting recessed at 10:31 a.m.

The meeting reconvened at 10:42 a.m.

#### **4. Resolution Closing the Meeting to the Public**

Moved By Councillor Stack/Seconded By Councillor Hodge

**R790/17/10/02** THAT this meeting be closed to the public pursuant to Section 90(1) (f) of the Community Charter for Council to deal with matters relating to the following:

- Law Enforcement

**Carried**

#### **5. Adjourn to Closed Session**

The meeting adjourned to a closed session at 10:42 a.m.

#### **6. Reconvene to Open Session**

The meeting reconvened to an open session at 12:24 p.m.

#### **7. Issues Arising from Correspondence & Community Concerns**

##### **7.1 Mayor Basran, re: Troika Development Application – September 19<sup>th</sup> Public Hearing**

Mayor Basran:

- Will be asking Council to waive the six month waiting period so that Troika may present a revised Green Square Development Permit application to a future meeting.

##### **7.2 Councillor Hodge, re: Public Hearing - September 19<sup>th</sup>**

Councillor Hodge:

- Raised concern with the length of the September 19<sup>th</sup> Public Hearing and would like to discuss options.

City Clerk:

- Staff will be coming forward to Council with proposed amendments to the Council Procedure Bylaw & Policies and Council could discuss then.

**7.3 Councillor Donn, re: IHA Correspondence to Address Council**

Moved By Councillor Donn/Seconded By Councillor Sieben

**R791/17/10/02** THAT Council directs staff to provide background information on Interior Health Authority request to address Council and provide recommendation whether to invite.

**Carried**

**7.4 Councillor Stack, re: Westcorp Hotel Application**

Councillor Stack:

- Would like an update on the Westcorp Hotel application.

Mayor:

- Confirmed that a Development Permit and Development Variance Permit application has been submitted.

**8. Termination**

The meeting was declared terminated at 12:28 p.m.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
City Clerk

/acm

# PARKS DEVELOPMENT

PARKLAND ACQUISITION & DEVELOPMENT FUNDING STRATEGY  
COUNCIL WORKSHOP 2

October 16, 2017



Martin Bell  
Urban Systems



# Parks Funding – Workshop Series Overview

- ▶ Workshop #1 - Context and Public Policy Discussions
- ▶ Workshop #2 - Building an Evaluation and Priority Setting Tool
- ▶ Workshop #3 - Developing Our Funding and Financing Strategy



# Summary of Workshop #1 – October 2nd

What we heard:

- Shift the tilt from Parks Acquisition towards more Parks Development
- Do not draw funds away from other priorities such as transportation in order to fund parks, instead:
  - shift priorities within the existing budget, or
  - look for additional funding sources for parks
- Explore tools to collect funds for parks in specific urban areas that are densifying such as: Capri/Landmark; South Pandosy; Rutland Town Centre

# Summary of Workshop #1 – October 2nd

What we heard:

- Explore options for Parks Improvement DCCs with development community:
  - Explore tolerance for upward movement in Parks DCCs to pay for improvements?
  - Keep overall DCC rates the same but shift some component to parks development?
  - Provide developers with DCC credits for parks they build?

# Summary of Workshop #1 – October 2nd



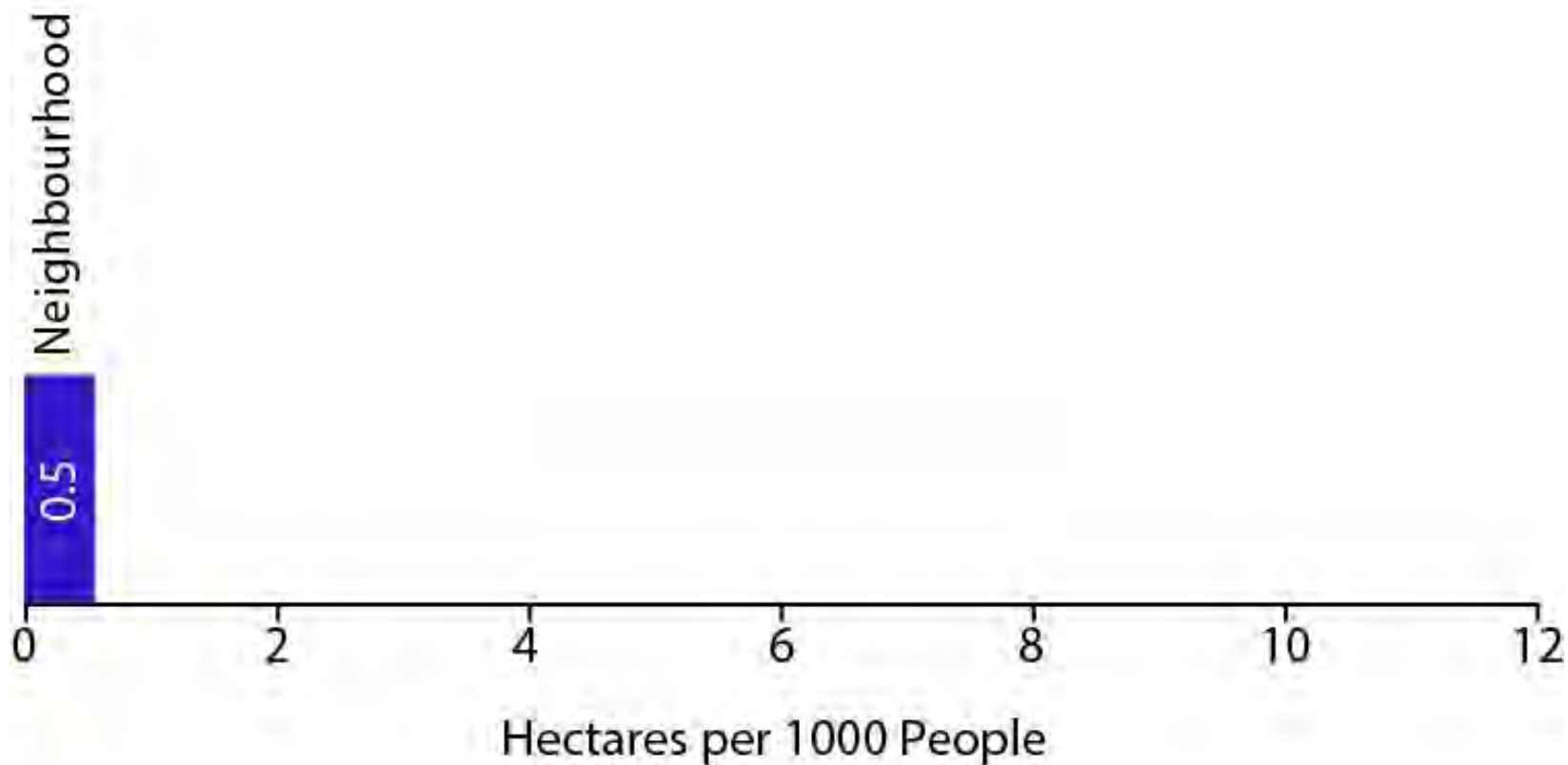
What we heard:

- ▶ Consider making the parks partnership requirements firmer and more consistent - ensure that as new neighbourhoods are built, developers provide them with finished neighbourhood parks
- ▶ Consider Linear Parks, along with Regional Parks and other parks not necessarily owned by the City, in the inventory of available parks space
- ▶ **Explore potential to open up parks that aren't 100% developed, or don't yet meet our standards, however the potential likely depends on the situation**

# More Data...requested by Council

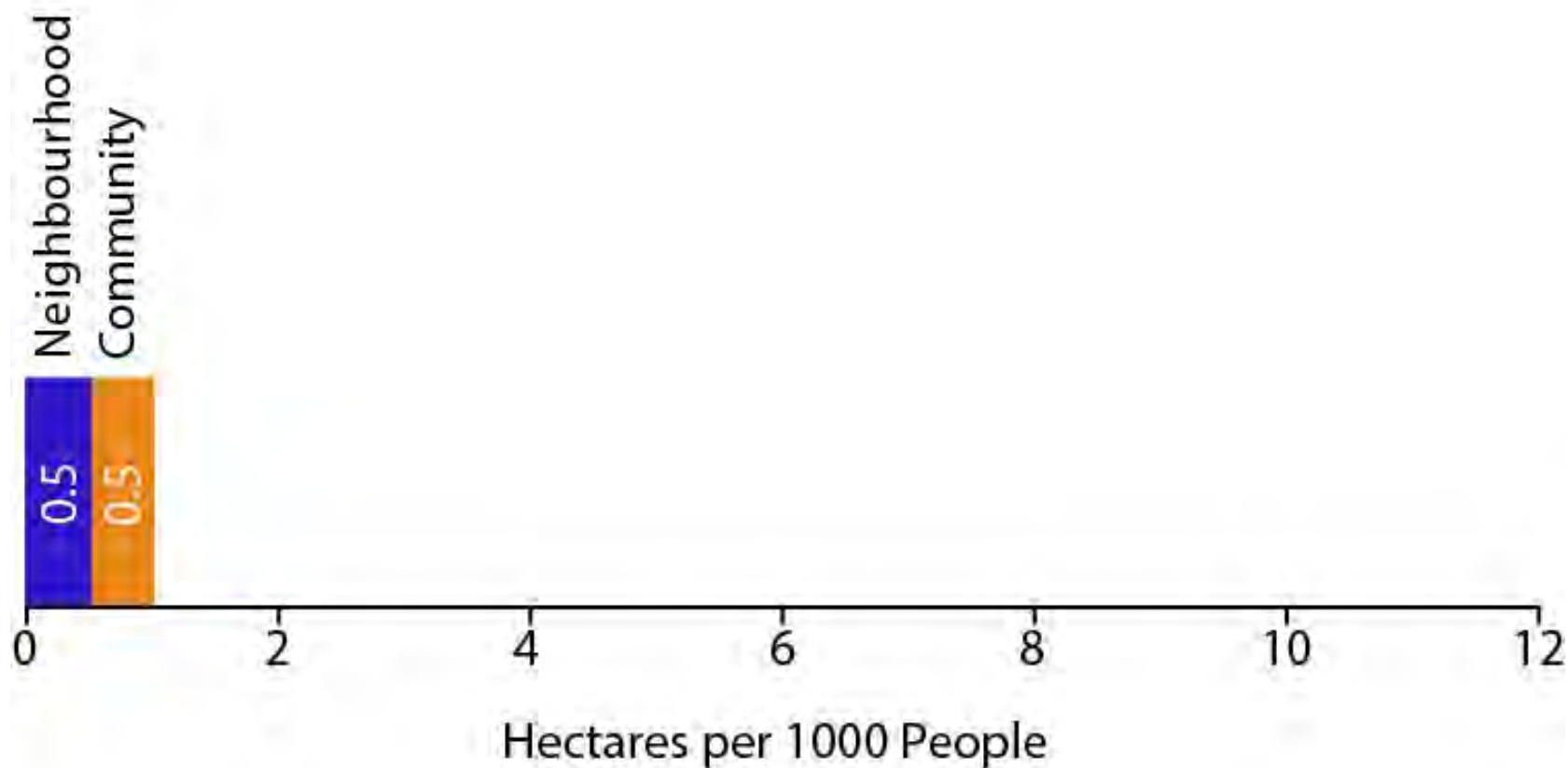
- ▶ How does the parks standard per 1000 population growth change as we add other components?

# Actual Park Area in Kelowna

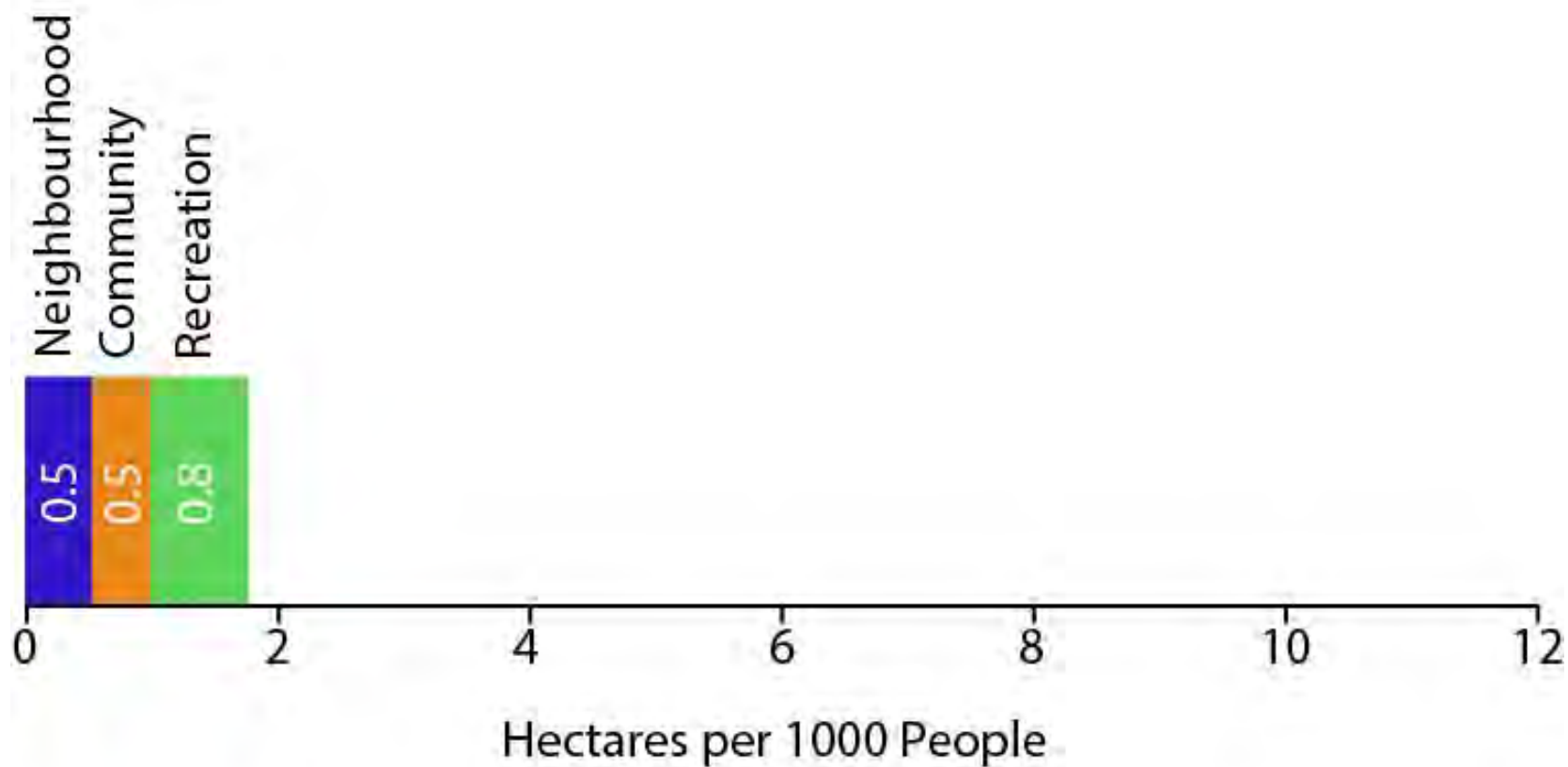




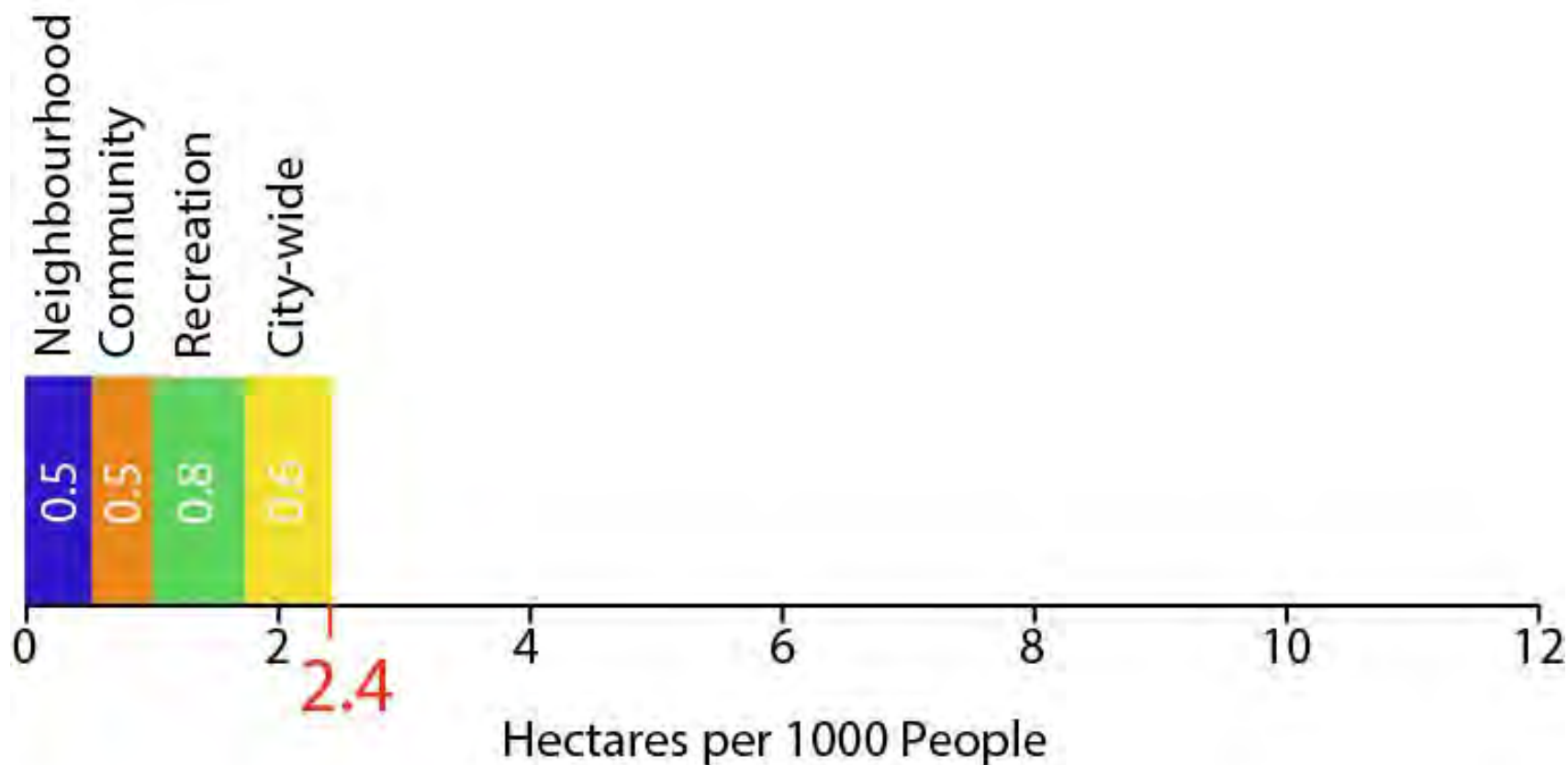
# Actual Park Area in Kelowna



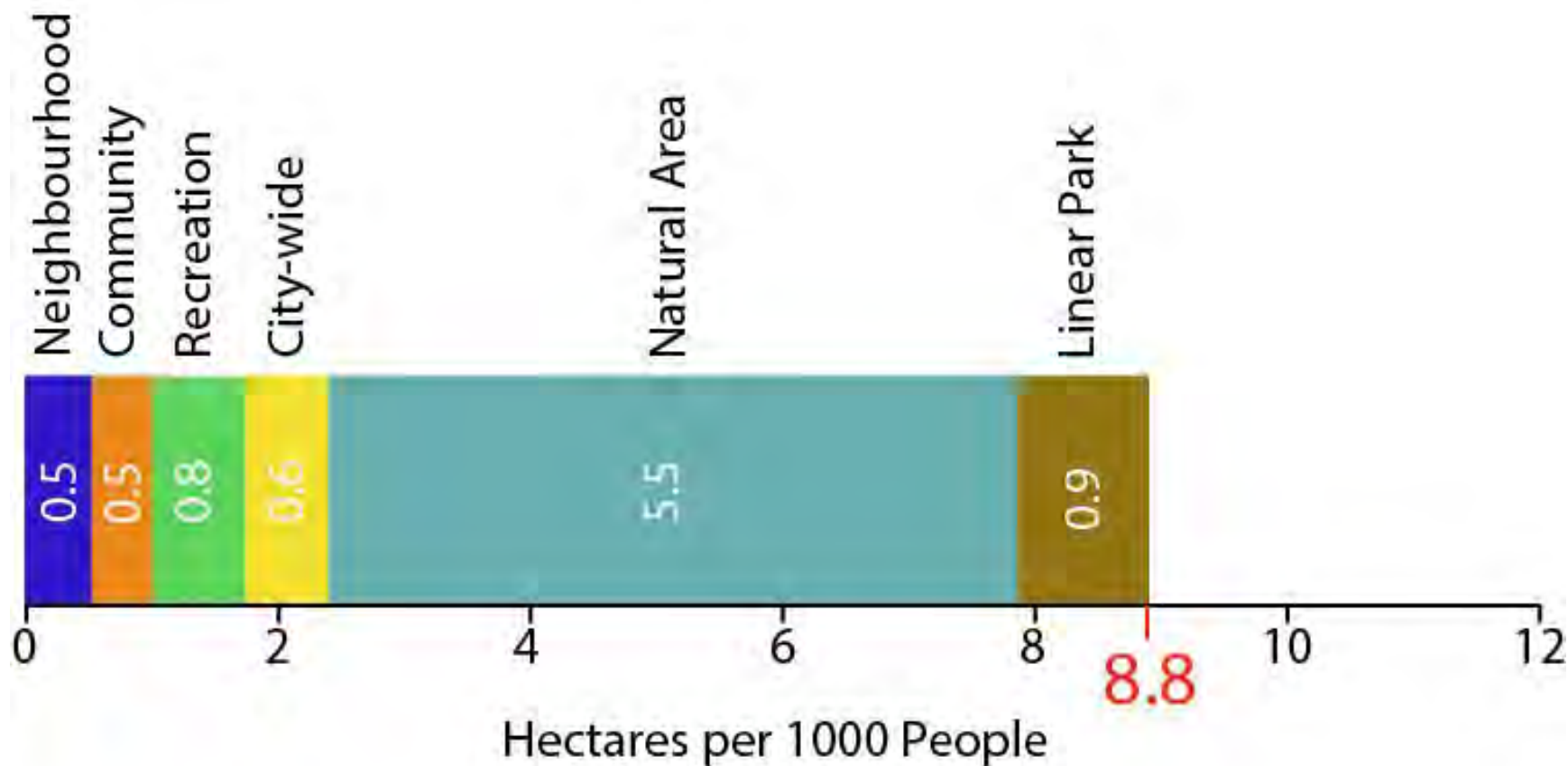
# Actual Park Area in Kelowna



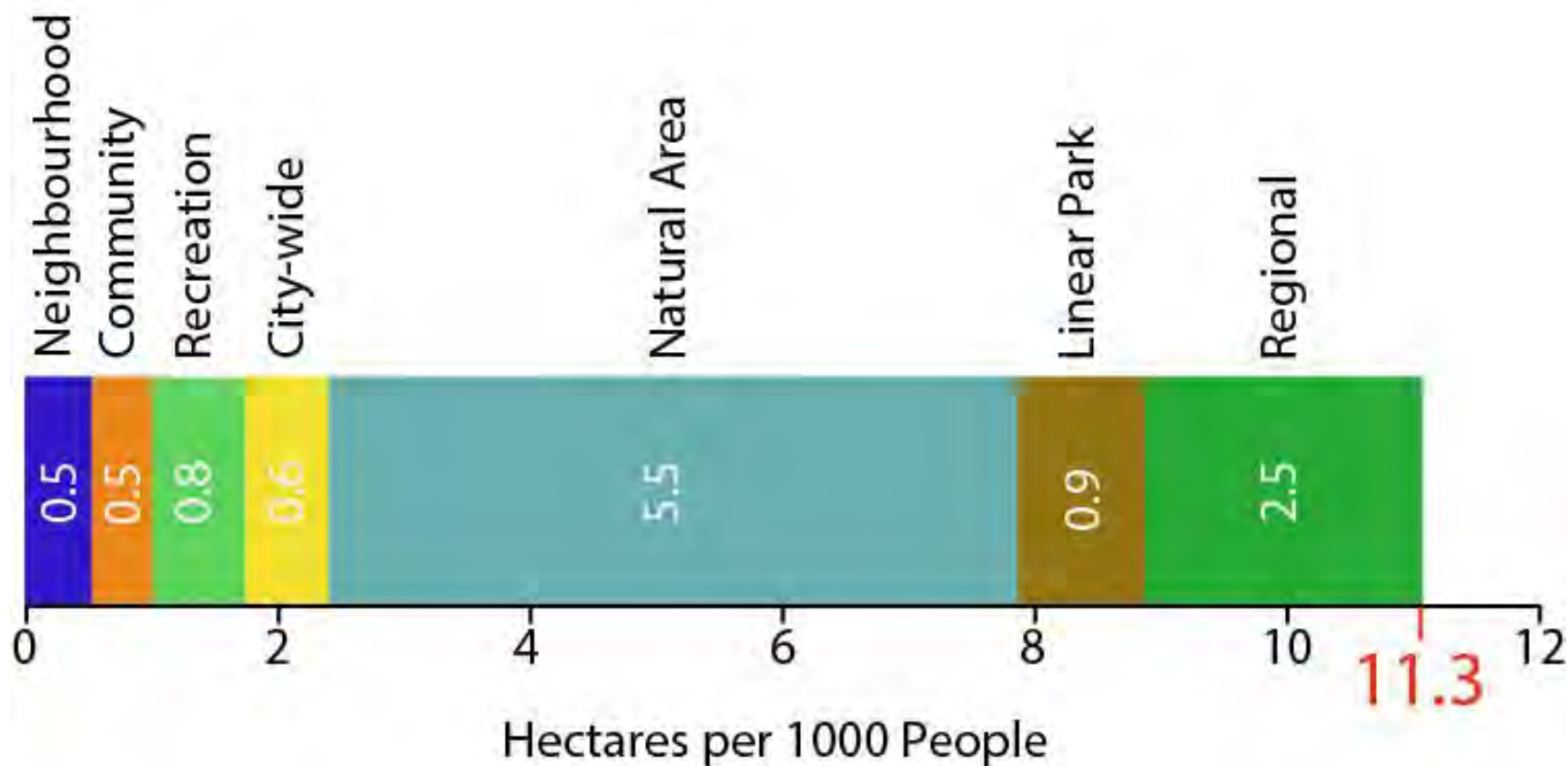
# Actual Park Area in Kelowna



# Actual Park Area in Kelowna

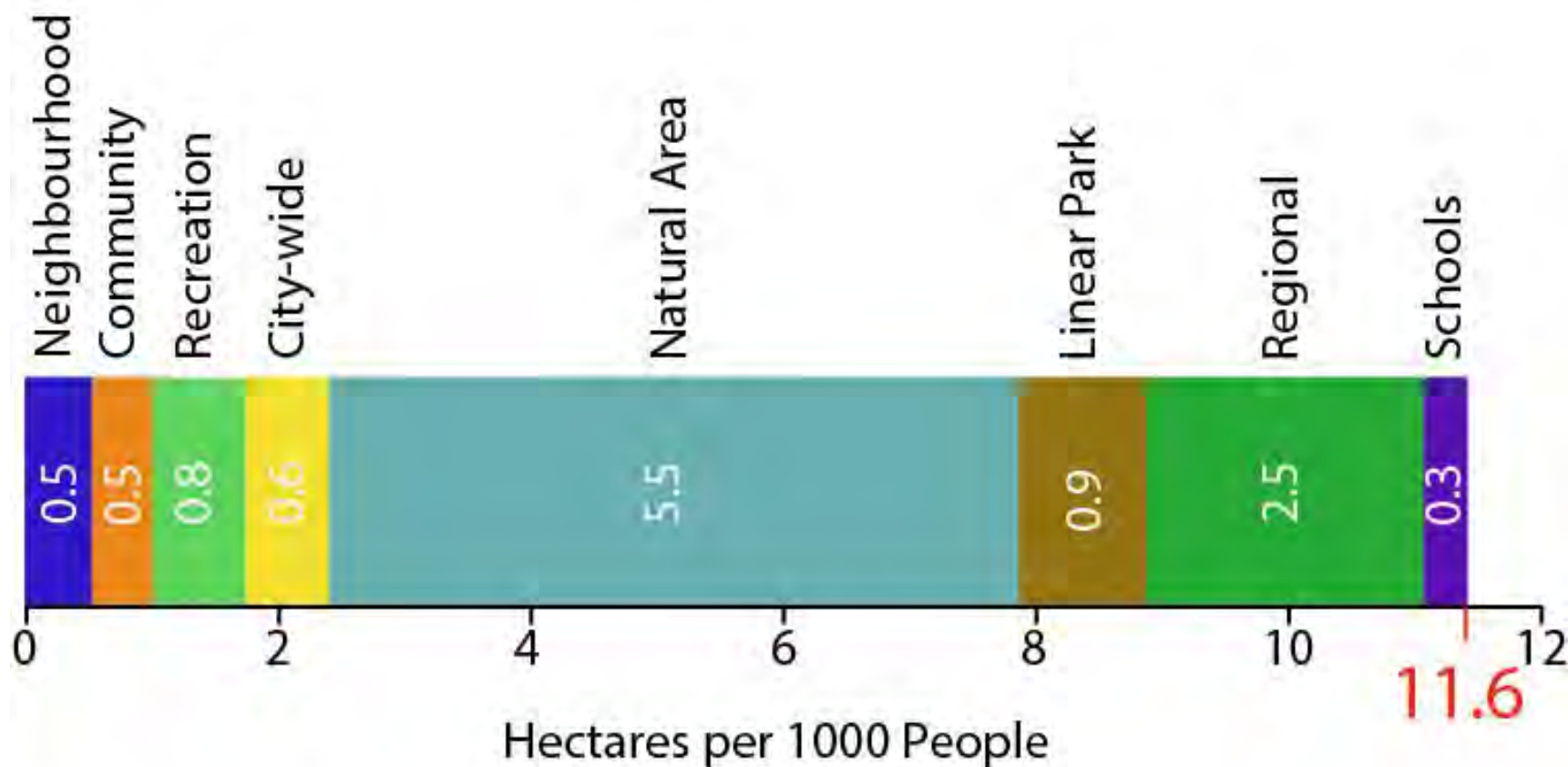


# Actual Park Area in Kelowna





# Actual Park Area in Kelowna

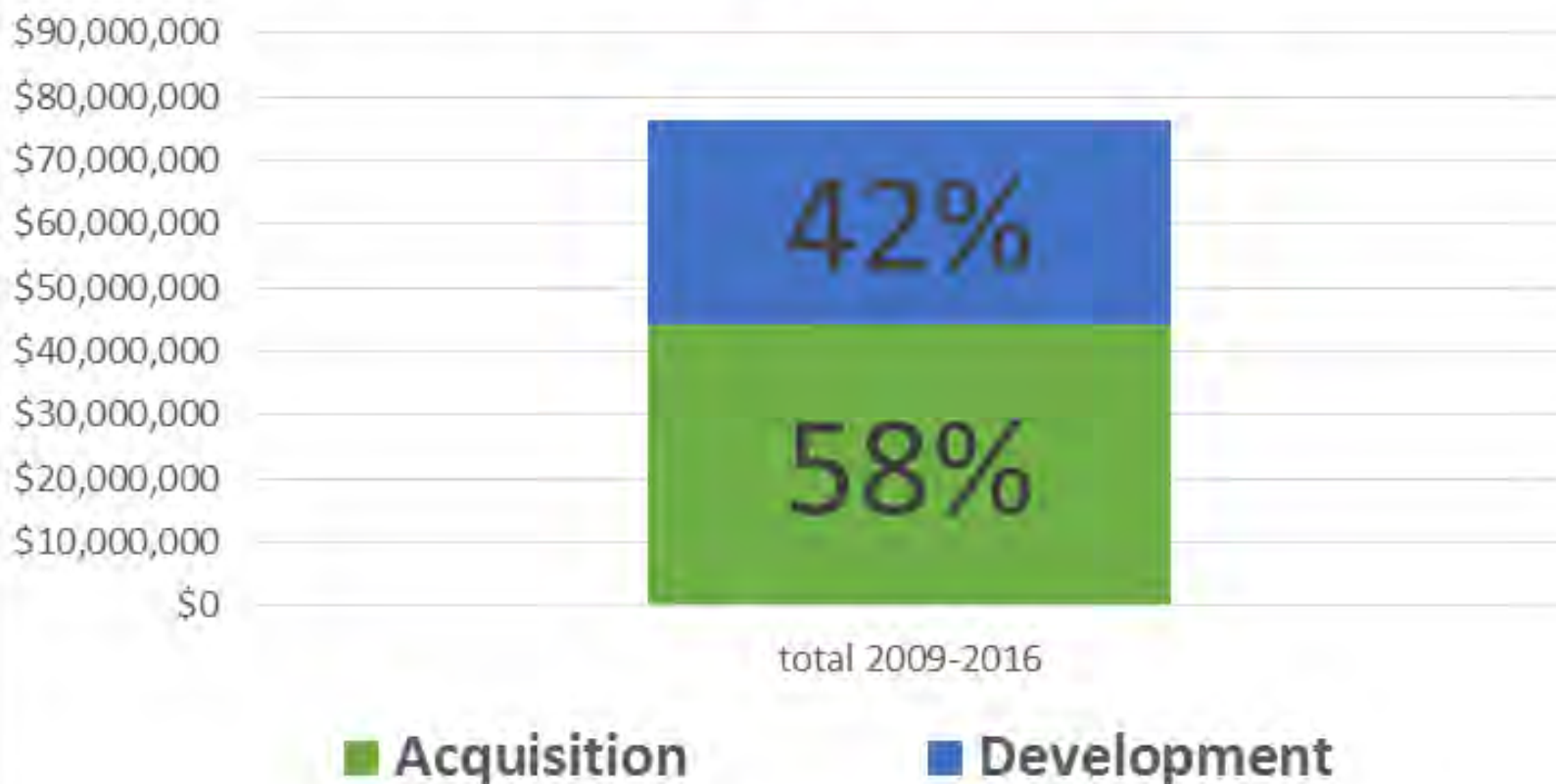


# Funding Allocation: Parks Acquisition and Development



# Funding Allocation: Parks Acquisition and Development

Parks expenditures, Total 2009 - 2016



# What is the potential for a shift in the 'tilt'?

## How much would Council consider shifting from acquisition to development?

### Considerations:

- ▶ Risks: e.g. may miss out on some acquisition opportunities, might not be acquiring enough parkland for future needs
- ▶ Benefits: e.g. could meet more needs for parks development, could make more use of existing parklands
- ▶ Other shifts: Could Development funds come from other budget areas? e.g. Linear Parks may have benefits to other budget areas such as flood protection, active transportation, drainage

# Setting Priorities: How to build a parks acquisition and development priority matrix

- ▶ Step 1 : Agree on criteria
- ▶ Step 2 : Place weight on each of the criteria



# 1. CONSISTENCY WITH PLANS

- ▶ Official Community Plan
- ▶ Infrastructure Plan
- ▶ Parks Master Plans





## 2. DEMOGRAPHICS

- ▶ Addressing gaps in provision for all ages and abilities
- ▶ Needs of current age-groups and characteristics
- ▶ Needs of future age-groups and characteristics



### 3. LOCATION

- ▶ Walkability
- ▶ Current park accessibility
- ▶ Proximity to other parks
- ▶ Connectivity improvement opportunities
- ▶ Destination for visitors and residents





## 4. COMMUNITY INPUT/NEEDS

- ▶ Deficiencies
- ▶ Priorities
- ▶ Addresses needs of user groups
- ▶ Addresses park type needs
- ▶ Addresses socio-economic inequalities

## 5. COSTS / FUNDING

- ▶ Municipal budget availability
- ▶ Land cost
- ▶ Added value
- ▶ Maintenance costs
- ▶ Long-term benefits
- ▶ Rehabilitation of existing facilities
- ▶ Provision of new facilities
- ▶ Funding availability from Developers
- ▶ Funding availability from Neighbourhood groups



## 6. USAGE LEVEL

- ▶ Anticipated user levels
- ▶ Differences / similarities between other parks
- ▶ Existing park capacity levels



## 7. ECONOMIC DEVELOPMENT

- ▶ Attraction for new visitors, e.g. Sports Tourism
- ▶ Visitor needs



Exercise: Create a parks acquisition and development priority matrix

## Next Session

Workshop #3 - Developing Our Funding and Financing Strategy

## Back up slides

Comparative slides that we included in the last session, may need for this session

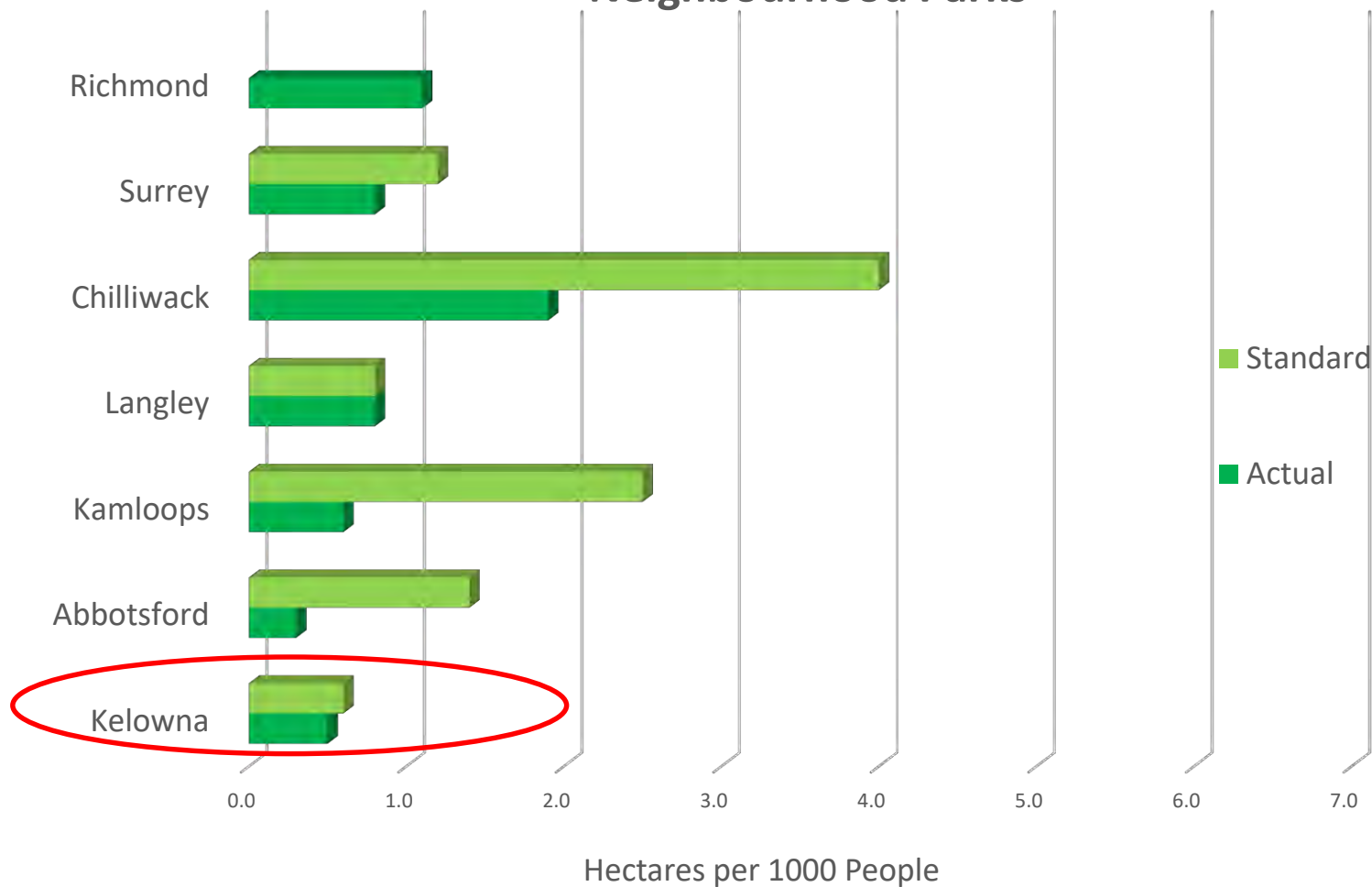


## Current Provision, including Neighbourhood, Community, City-Wide and Natural/Linear Parks

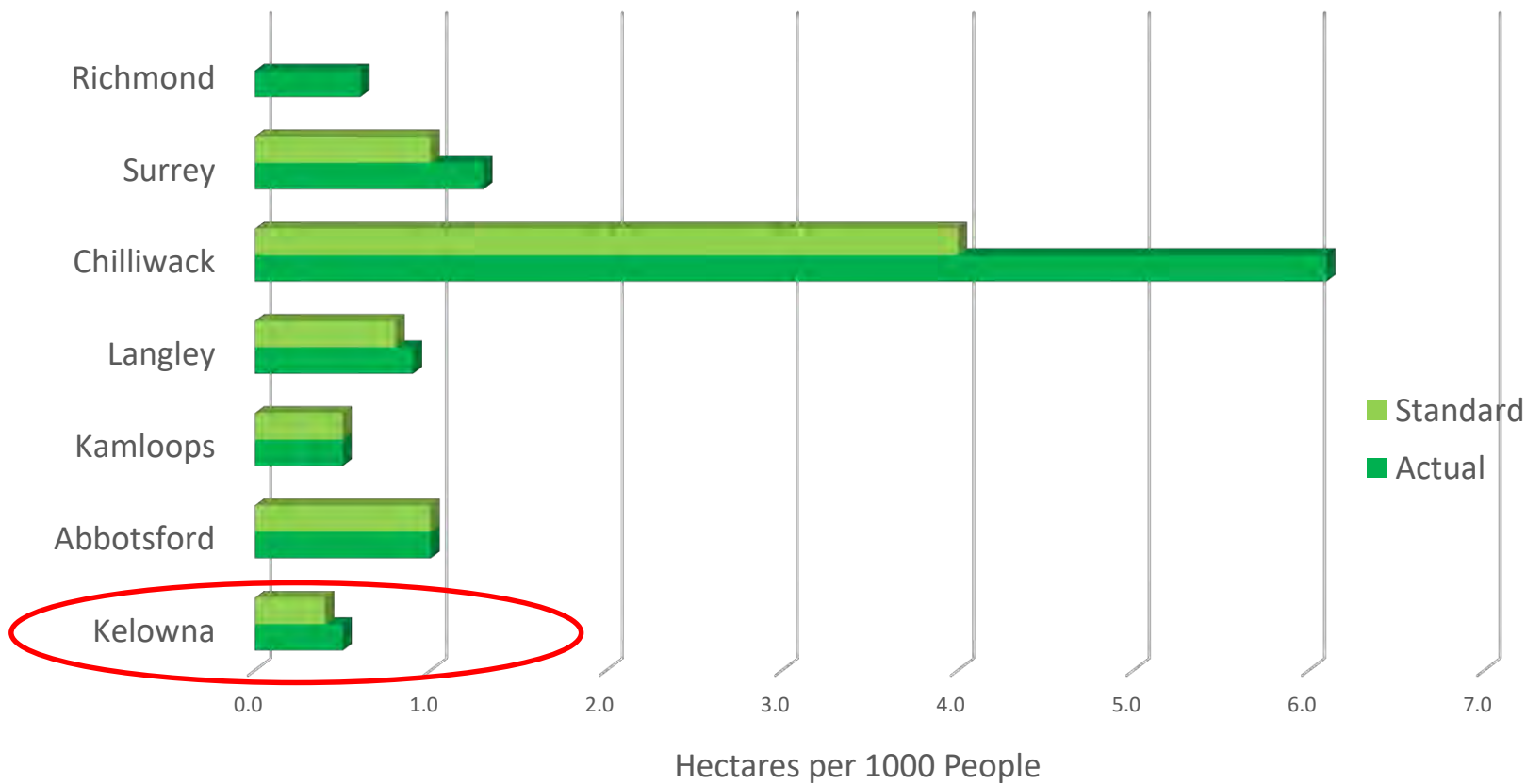
Hectares (ha) per 1000 People



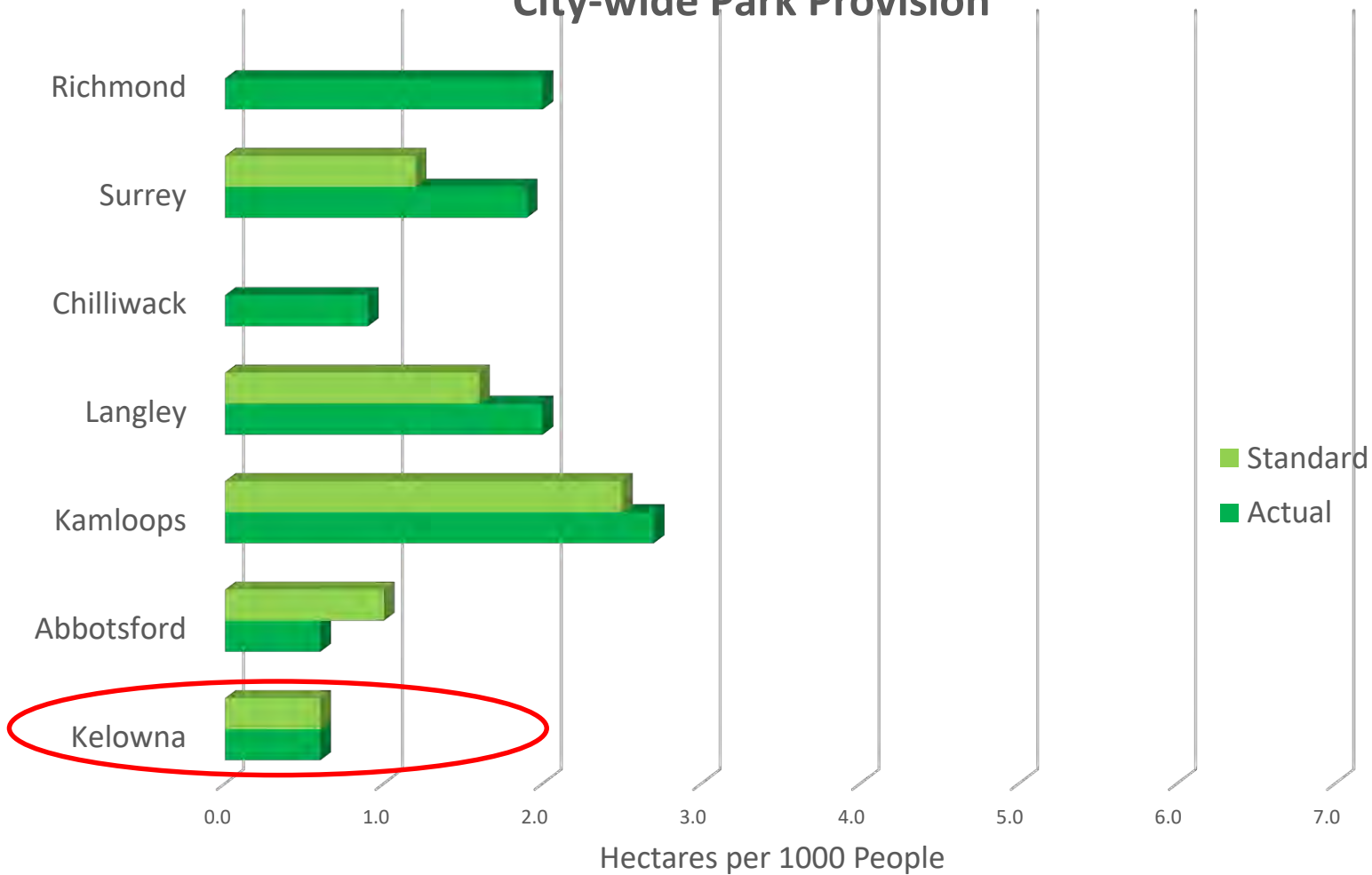
## Neighbourhood Parks



## Community Park Provision



## City-wide Park Provision



# City of Kelowna

## Regular Council Meeting

### AGENDA



Monday, October 16, 2017

9:00 am

Knox Mountain Meeting Room (#4A)

City Hall, 1435 Water Street

**Pages**

- |            |  |      |          |
|------------|--|------|----------|
| <b>1.</b>  | <b>Call to Order</b>   |      |          |
| <b>2.</b>  | <b>Confirmation of Minutes</b>   |      | 2 - 4    |
|            | Regular AM Meeting - October 2, 2017   |      |          |
| <b>3.</b>  | <b>Reports</b>   |      |          |
| <b>3.1</b> | <b>Parks Development – Parkland Acquisition and Development Funding Strategy, Workshop 2</b>   | 90 m | 5 - 38   |
|            | To provide Council with the second workshop in a series of three. This workshop is aimed at building an evaluation and priority setting tool with Council. |      |          |
| <b>3.2</b> | <b>Sign Bylaw Workshop 3 - TA15-0013</b>   | 45 m | 39 - 116 |
|            | To provide City Council with additional information with respect to the philosophy behind changes to the Sign Bylaw.                                       |      |          |
| <b>3.3</b> | <b>Divisional Director, Corporate &amp; Protective Services, Verbal Report, re: IHA Request to Attend Council re: Opioid Crises</b>                        | 5 m  |          |
| <b>3.4</b> | <b>City Clerk, Verbal Report, re: Draft 2018 Council Meeting Schedule</b>  | 10 m |          |
| <b>4.</b>  | <b>Issues Arising from Correspondence &amp; Community Concerns</b>   |      |          |
| <b>4.1</b> | <b>Mayor Basran, re: Issues Arising from Correspondence</b>  | 30 m |          |
| <b>5.</b>  | <b>Termination</b>   |      |          |



# Report to Council



**Date:** October 16, 2017  
**File:** 1840-01  
**To:** City Manager  
**From:** Parks & Buildings Planning Manager  
**Subject:** Parks Development - Parkland Acquisition and Development Funding Strategy, Workshop 2

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## **Recommendation:**

THAT Council receives for information the report from the Parks & Buildings Planning Manager dated October 16, 2017, with respect to Parks Development - Parkland Acquisition and Development Funding Strategy Workshop 2.

## **Purpose:**

To provide council with the second workshop in a series of three. This workshop is aimed at building an evaluation and priority setting tool with council.

## **Background:**

As noted in earlier reports, 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.

In May 2017, City Council received the Parks Development Report - A study of underdeveloped, undeveloped and future park sites. The report notes that while the City acquires parkland in accordance with the Parkland Acquisition Guidelines, it has become apparent the rate of park development has not kept pace with the rate of parkland acquisition. This raises some fundamental questions of public policy which lead naturally into discussions about potential strategies and appropriate financing tools to ensure the City's parkland acquisition and development keep pace with community desires and the City's ability to fund these initiatives. Council engaged in the first workshop on October 2, 2017, where members provided direction on broader policy issues related to parks such as the proportion of resources that goes towards parks acquisition vs parks development, and considerations on the level of parks acquisition and development provided in the City.

## **Council Engagement Process**

The City has retained Urban Systems to assist in a three-workshop series with Council (in October and November 2017):

October 2, 2017 - Workshop 1 (completed): Engaging Council in shaping the key public policy questions to be addressed in the City's overall approach to parkland acquisition and development moving forward;

October 16, 2017 - Workshop 2: Building an evaluation and priority setting tool;

November 6, 2017 - Workshop 3: Having Council participate in aligning financing tools with specific public policy objectives and funding needs associated with parkland acquisition and development.

More specifically, the following items will be addressed during this forthcoming workshop.

- Recapping direction provided during Workshop 1;
- Providing Council with some additional parks data requested during Workshop 1;
- Spending most of the time during Workshop 2 engaging Council in an exercise to build a tool for setting parks priorities, which will include:
  - confirming the specific criteria that should be used in setting priorities; and
  - placing a weighting, or level of importance, to each of the criteria.

Clarifying Council's priorities for parks will provide solid direction for the potential strategies and financing tools recommended as outcomes for this process. The results of Workshop 2 on establishing priorities will set the stage for Workshop 3 which focusses on the funding and financing strategy.

### **Internal circulation:**

Deputy City Manager

Divisional Director, Infrastructure

Divisional Director, Community Planning & Strategic Investments

Divisional Director, Financial Services

Divisional Director, Corporate Strategic Services

Divisional Director, Active Living & Culture

Divisional Director, Corporate & Protective Services

Divisional Director, Human Resources & Corporate Performance

### **Considerations not applicable to this report:**

Personnel implications:

Existing Policy:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

External Agency/Public Comments:

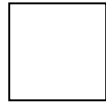
Communications Comments:

Alternate Recommendation:

Submitted by:

R. Parlane, Manager, Parks and Buildings Planning

Approved for inclusion:



Alan Newcombe, Infrastructure Divisional Director

Attachment: 2017-10-16-Parks Funding Strategy-Council Workshop 2

cc: Deputy City Manager  
Divisional Director, Infrastructure  
Divisional Director, Community Planning & Strategic Investments  
Divisional Director, Financial Services  
Divisional Director, Corporate Strategic Services  
Divisional Director, Active Living & Culture  
Divisional Director, Corporate & Protective Services  
Divisional Director, Human Resources & Corporate Performance  
City Clerk



## City of Kelowna Regular Council Meeting Minutes

Date: Monday, October 16, 2017  
 Location: Knox Mountain Meeting Room (#4A)  
 City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given, Tracy Gray, Charlie Hodge, Brad Sieben\*, Mohini Singh\* and Luke Stack\*

Councillors Charlie Hodge

City Manager, Ron Mattiussi; City Clerk, Stephen Fleming, Parks & Buildings Planning Manager, Robert Parlane\*; Divisional Director, Community Planning & Strategic Investments, Doug Gilchrist\*; Community Planning Department Manager, Ryan Smith\*; Urban Planning Manager, Terry Barton\*; Community Planning Supervisor, Lindsey Ganczar\*; Park & Landscape Planner, Lindsey Clement\*; Bylaw Services Manager, David Gazley\*, Divisional Director, Corporate Strategic Services, Carla Weaden\*; Legislative Coordinator (Confidential), Arlene McClelland

Guests Martin Bell\*, CEO Urban Systems and Joel Short\*, Senior Planner, Urban Systems

(\* denotes partial attendance)

### 1. Call to Order

Mayor Basran called the meeting to order at 9:03 a.m.

### 2. Confirmation of Minutes

Moved By Councillor Gray/Seconded By Councillor Donn

**R814/17/10/16** THAT the Minutes of the Regular AM Meeting of October 2, 2017 be confirmed as circulated.

**Carried**

Councillor Sieben joined the meeting at 9:04 a.m.

Councillor Stack joined the meeting at 9:04 a.m.

### 3. Reports

#### 3.1 Parks Development – Parkland Acquisition and Development Funding Strategy, Workshop 2

Staff:

- Introduced the parkland acquisition and development funding strategy workshop.

Martin Bell, CEO Urban Systems and Joel Short Senior Planner, Urban Systems

- Displayed a PowerPoint Presentation summarizing Workshop No. 1 on October 2, 2017 and provided a series overview.
- Lead a discussion with Council on the merits of park acquisition versus park development and the potential DCC implications.
- Provided information on different park types within the City and funding allocations between park acquisition and development since 2009.
- Lead a discussion with Council in order to build a parks acquisition and development priority matrix and had Council participate in a matrix building exercise.
- Workshop 3 will be to develop a funding and financing strategy based on Council's input from the matrix exercise.
- Responded to questions from Council.

The meeting recessed at 10:35 a.m.

The meeting reconvened at 10:44 a.m.

#### 3.2 Sign Bylaw Workshop 3 - TA15-0013

Staff:

- Provided background information and issues with respect to the Sign Bylaw and the need for an update.
- Displayed a PowerPoint Presentation summarizing the draft Sign Bylaw.
- Responded to questions from Council.

Council:

- Provided individual comments.

Moved By Councillor DeHart/Seconded By Councillor Given

**R815/17/10/16** THAT the Sign Bylaw Workshop 3 report prepared by the Community Planning Department dated October 16, 2017 be received for information;

AND THAT Council directs Staff to undertake additional industry-related consultation and before bringing the new Sign Bylaw to an afternoon City Council meeting for further consideration.

**Carried**

The meeting to reconvene following the afternoon meeting.

The meeting recessed at 12:25 p.m.

The meeting reconvened at 3:09 p.m. with Councillors Hodge and Singh absent.

#### 3.3 Divisional Director, Corporate & Protective Services, Verbal Report, re: IHA Request to Attend Council re: Opioid Crises

Staff:

- Provided a verbal report regarding a request from IHA to attend a Council meeting.



Moved By Councillor Donn/Seconded By Councillor Given

**R816/17/10/16** THAT Council directs staff to schedule Interior Health Authority to a future Council meeting.

**Carried**

### **3.4 City Clerk, Verbal Report, re: Draft 2018 Council Meeting Schedule**

City Clerk:

- Displayed the draft 2018 Council Meeting Schedule and commented on recommended break in the meetings around the Municipal Election.
- Responded to questions from Council.

Moved By Councillor Donn/Seconded By Councillor Sieben

**R817/17/10/16** THAT Council directs staff to bring forward the Draft 2018 Council Meeting Schedule with additional Public Hearing dates in September and October to an afternoon meeting for Council's consideration.

**Carried**

## **4. Issues Arising from Correspondence & Community Concerns**

### **4.1 Mayor Basran, re: Issues Arising from Correspondence**

Mayor Basran:

- Has been invited to go on a tour by KF Aerospace; arrangements will be made by the City Clerk and the Mayor's Confidential Secretary.
- Referenced email from Jordan Hettinga regarding major industry tax category Tolko is placed in and how this impacts their annual taxes.

Moved By Councillor Sieben/Seconded By Councillor Gray

**R818/17/10/16** THAT Council directs staff to provide information and recommendation regarding Tolko Industries tax category.

**Carried**

### **4.2 Councillor Gray, re: Expense Recording**

Councillor Gray:

- Inquired as to how Council expenses are publicly recorded and legislated.

City Manager:

- Advised that Council can present expenses however Council would like.

### **4.3 Councillor Stack, re: Utility Billing Changes Memo**

Councillor Stack:

- Commented on a recent memo from Communications regarding change in policy for tenant accounts.

## **5. Resolution Closing the Meeting to the Public**

Moved By Councillor Donn/Seconded By Councillor DeHart

**R819/17/10/16** THAT this meeting be closed to the public pursuant to Section 90(1) (e) of the Community Charter for Council to deal with matters relating to the following:

- Acquisition, Disposition or Expropriation of Land or Improvements.

**Carried**

**6. Adjourn to Closed Session**

The meeting adjourned to a closed session at 3:48 p.m.

**7. Termination**

The meeting was declared terminated at 4:25 p.m.

---

Mayor

/acm/sf

---

City Clerk

## 5. Costs / Funding

#2 (13)	Municipal budget availability 	Land cost	0
(4)	Added value 	Maintenance costs 	9
(6)	Provision of new facilities 	Rehabilitation of existing facilities 	(10) #4
(4)	Funding availability from Neighbourhood groups 	Funding availability from Developers 	(11) #3
(3)	Long-term benefits 		

## 6. Usage Level

(9)	Anticipated user levels 	Existing park capacity levels 	2
(3)	Differences / similarities between other parks 		

## 7. Economic Development

(8)	Attraction for new visitors, i.e. sports tourism 		
	Visitor needs		

# 1. Consistency with Plans

<p>Official Community Plan</p>	<p>Infrastructure Plans</p>
<p>Parks Master Plans</p>	<p>PARKS STANDARDS -play, activity</p>

# 2. Demographics

<p>Addressing gaps in provision for all ages and abilities</p>	<p>Needs of current age-groups and characteristics</p>
<p>Needs of future age-groups and characteristics</p>	<p>KIDS/young</p>

# 3. Location

<p>Accessibility by walking, transit, and cycling from nearby areas</p>	<p>Connectivity improvement opportunities between parks</p>
<p>Current park accessibility from major community destinations and amenities</p>	<p>Destination for visitors and residents</p>
<p>Proximity to other parks, deficiencies in geographic areas</p>	<p>PROXIMITY TO GROWTH AREAS</p>

# 4. Community Input / Needs

<p>Existing Deficiencies</p>	<p>Future Priorities</p>
<p>Addresses needs of user groups</p>	<p>Addresses needs for certain types of parks</p>
<p>Addresses socioeconomic inequalities</p>	



	<u>Yes - Proceed</u>	<u>Not Sure - Consider/ Explore</u>	<u>No - No Additional Effort</u>
DCCs – Parks Improvements	✓		
DCCs - Linear Parks Acquisition		X	
DCCs – Commercial Development	✓		
Reduce DCC Assist		X	
Parcel Taxation		X	
General Taxation	✓		
Shift Parks Acquisition Funds to Parks Development	✓		<del>scribble</del>
Tourism Taxation - Airport		EXPLORE BROTHER DIVIDEND TO CITY	
Tourism Taxation - Hotels			✓
Community Amenity Contributions			✓
Sponsorship			✓
Developers build parks			✓
Commercial lease and sale of surplus land			✓
Developer Partnerships		X	
Community Group Partnerships		X	
Parks revenues			✓

# PARKS DEVELOPMENT

PARKLAND ACQUISITION & DEVELOPMENT FUNDING STRATEGY

COUNCIL WORKSHOP 3

November 6, 2017



Martin Bell  
Urban Systems





# Parks Funding – Workshop Series Overview

- ▶ Workshop #1 - Context and Public Policy Discussions
- ▶ Workshop #2 - Building an Evaluation and Priority Setting Tool
- ▶ Workshop #3 - Developing Our Funding and Financing Strategy

# Overview of Workshop #3

- Summary of direction from the previous 2 workshops
- Criteria matrix of key items for setting parks acquisition and development priorities
- Available financing tools
- Evaluation Matrix for financing tools
- Evaluation tools with Council, based on specific criteria
- Place tools into three categories:
  - Proceed
  - Consider/Explore further
  - No further effort

# Summary of Workshop #2 – October 16th

What we heard:

- Council does not want to reduce the funding available for acquisition, and would like to provide more funding for park development
- Do not draw funds away from other priorities such as transportation in order to fund parks
- Explore tools to collect funds for parks in specific urban areas that are densifying
- Explore options for Parks Improvement DCCs with development community
- Explore charging a Parks DCC on Commercial development

# Summary of Workshop #2 – October 16th



What we heard:

- Explore opportunity for upward movement in Parks DCCs
- Consider making the parks partnership requirements firmer and more consistent
- Establish standards for Neighbourhood parks for developers to meet
- Ensure the we have flexibility to allocate resources to acquisition or development as required
- Explore potential to open up and allow interim access to parks that are not 100% developed

# Criteria Matrix – Key Items

1. Adhere to plans that Council has already prepared, such as the Official Community Plan and Infrastructure Plan
2. Service Anticipated Growth Areas set out in the plans
3. Address existing deficiencies
4. Address needs of City-wide user groups
5. Funding availability: from municipal budget and from developers



# Criteria Matrix – Key Items

Other important items:

- Rehabilitating existing facilities
- Considering maintenance costs
- Considering anticipated user level
- Addressing economic inequalities
- Attracting new visitors (e.g. sports tourism)



# Funding Options

- Development Cost Charges
  - Residential DCC for parks development
  - Commercial DCC for park development and land acquisition
  - Parks DCC for Linear parks acquisition
  - Reducing assist factor
- Community Amenity Contributions
- Requirement for developers to build parks in new residential developments
- Partnerships
  - Developer partnerships
  - Community Group partnerships



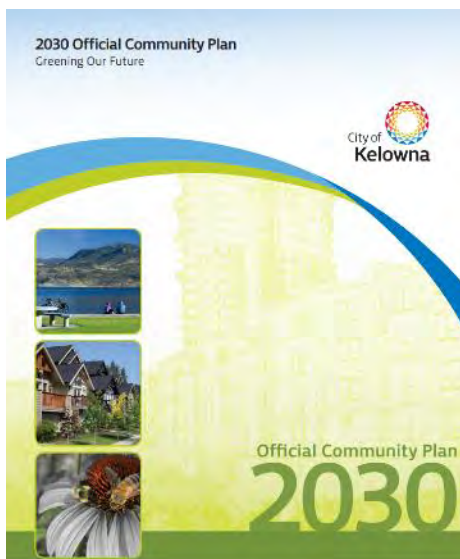
# Funding Options

- Park Revenues
- Sponsorships
- Lease or land sale
- Grants
- General Taxation
- Tourism Taxation
  - Airport fees
  - Hotel tax
- Parcel Taxation





# Criteria for Evaluation of Finance Tools








- Fit with specific direction in previous meetings e.g.
  - Fit with Plans: Official Community Plan, Infrastructure Plan
  - Serving Anticipated Growth Areas
  - Addressing existing deficiencies
  - Addressing needs of user groups
  - Funding availability: from municipal budget and from developers











# Criteria for Evaluation of Finance Tools

- **More ‘standard’ criteria for evaluating financial tools**
  - Revenue potential and length of time required to generate funds - how fast the tool works
  - Level of Council control
  - Flexibility of use
  - Administrative efficiency and related items:
    - Costs in staff time
    - Legal implications
    - Ease of implementation
    - Speed of implementation
  - Equity and transparency
  - Risk associated with use of tools and undertaking a project (in regards to revenue generation potential)



# Criteria for Evaluation of Finance Tools

-  Positive
-  Somewhat positive
-  Neutral
-  Somewhat negative
-  Negative

Plan alignment	
Serves growth nodes	
Addresses deficiencies	
Addresses needs of user groups	
Revenue potential	
Council control	
Flexibility of use	
Administrative efficiency	
Equity & transparency	
Financial risk	

# Who Pays for What



## *Developers:*

- DCCs
- Community amenity contributions
- Partnerships
- Requirement for developers to build parks in new residential developments

## *Residents / property owners:*

- General taxation
- Parcel taxation

## *Senior levels of Government*

- Grants

# Who Pays for What



## *User groups*

- Parks revenues
- Sponsorships
- Partnerships
- Tourism taxation
- Lease or Land sale

## *Commercial development*

- Commercial DCCs
- Tourism taxation
- Parcel taxation
- General taxation

# Revenue Potential

Revenue potential is estimated in 3 categories:

- 1. High - \$500,000+ per year up to \$3,500,000 per year
- 2. Medium - \$100,000 to \$500,000 per year
- 3. Low - Less than \$100,000 per year

# Revenue Potential

## High

- Parks Improvement DCCs
- Linear Parks acquisition DCCs
- Parcel taxation
- General taxation

## Medium

- Commercial Parks DCCs
- Tourism taxation
- Community amenity contributions
- Sponsorships
- Shift in Assist Factors
- Requirement for developers to build parks in new residential developments

## Low

- Lease or land sale
- Partnerships
- Parks revenues
- Grants



# Review of Tools

While discussing tools, determine if the City should:

- 1. Proceed - Tools that line up with goals and direction - these fit well and Council will proceed with direction
- 2. Consider/Explore - Tools where it is not clear at this point and more work is required to explore
- 3. No Additional Effort - Tools where no extra effort is put into exploring or building more revenue from these methods. Status quo for these tools.

# High Revenue Potential

Explore charging DCCs for Parks improvements:

➤ Parks Improvement DCCs can pay for:

- Fencing
- Landscaping
- Drainage
- Irrigation
- Trails
- Restrooms
- Changing rooms
- Playground equipment
- Playing field equipment



# High Revenue Potential

## Explore charging DCCs for Parks improvements

- Landscaping includes leveling, grass and plants, but does not include
  - parking lots or access roads
  
- Playground and Playing field equipment includes playground structures like swings and slides, but does not include:
  - Dugouts and bleachers
  - Field houses
  - Tennis or basketball courts
  - Baseball diamonds
  - Artificial turf fields
  - Picnic Shelters
  - Tracks
  - Lighting systems

# High Revenue Potential

Explore charging DCCs for Parks improvements

- DCC credits for parks improvements
- Developers get credit for the lesser of:
  - The City cost estimate for the work in the DCC report;
  - The actual cost of the work; or
  - The Parks Improvement DCC owed by the developer.

# High Revenue Potential

Explore charging DCCs for Parks improvements:

- Will need to refine Standards for Neighbourhood parks (for developer build and DCC credits)
- Review against matrix
- Implications of change
- Set out steps to move forward:
  - Quantify
  - Discussions with Development Community?

	DCCs
Plan alignment	✓
Serves growth nodes	✓
Addresses deficiencies	✗
Addresses needs of user groups	—
Revenue potential	✓
Council control	✓
Flexibility of use	—
Administrative efficiency	✓
Equity & transparency	✓
Financial risk	—

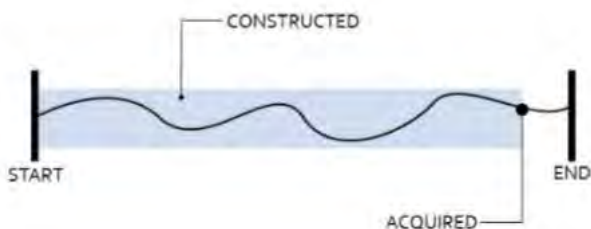


# High Revenue Potential



## Acquisition of Linear Parks

- Consider adding Linear parks to the Parkland acquisition list
- Will allow expenditures from the DCC reserve fund to acquire linear parks
- Set out steps to move forward:
  - Quantify
  - Discussions with Development Community



Mission Creek  
Greenway

# High Revenue Potential

## Parcel taxation

- Create a portfolio of parks projects throughout the city
- Referendum
- For example:
  - City Park walkway \$3.0m
  - Glenmore Rec Phase 3 \$4.9m
  - Rutland Centennial \$2.8m
  - South Pandosy Waterfront \$3.0m
  - Black Mountain \$5.94m
  - Total \$19.64m
- Revenue generation potential

# High Revenue Potential

## Parcel taxation

- Review against matrix
- Direction to explore further?
- Why a Parcel tax just for parks?
  - No other revenue stream unlike other infrastructure
  - parks benefit all areas of the community

	Parcel Taxation
Plan alignment	✓
Serves growth nodes	✓
Addresses deficiencies	✓
Addresses needs of user groups	✓
Revenue potential	✓
Council control	✓
Flexibility of use	—
Administrative efficiency	✗
Equity & transparency	✓
Financial risk	✓

# High Revenue Potential

## General taxation

- Review against matrix
- Increase in property taxes to pay for parks improvements, or shift in allocation of general taxation revenue to parks
- Strong revenue generation
- Confirm the results of Workshops 1&2 indicate this should not be considered further

	General Taxation
Plan alignment	✓
Serves growth nodes	✓
Addresses deficiencies	✓
Addresses needs of user groups	✓
Revenue potential	✓
Council control	✓
Flexibility of use	✓
Administrative efficiency	✓
Equity & transparency	✓
Financial risk	✓

# Medium Revenue Potential

Charge a Parks DCC on Commercial development

- Impact of commercial development on parks by employees and visitors
- Only on net NEW commercial floor space
- Just for improvement OR both improvement and acquisition?
- Review evaluation against matrix
- Set out steps to move forward:
  - Background work
  - Quantify
  - Discussions with Commercial Development Community



# Medium Revenue Potential

## Reduce the DCC Assist Factor

- Currently the DCC assist factor is 8% , plus and extra 3.4% assist for secondary suites
- Could reduce the 8% assist to 1% assist, which is common in many communities
- Parks DCC would increase to compensate for the 7% difference - currently this is paid by general revenues
- Similar evaluation as DCCs
- Steps to move forward

# Medium Revenue Potential

Property Taxation and DCCs

Shift budget allocation from Parks Acquisition to Parks Development

- Related to generating more revenue for Parks Improvements
- Connection with DCC change to allow funds to be spent on improvements as well as acquisition
- Magnitude of shift
- Implications of change

# Medium Revenue Potential

Tourism taxation:

Generate funds from Airport to pay for impacts of visitors

- Visitors have an impact on parks and other infrastructure
- The airport funding is a levy paid by the airport that would apply for all infrastructure, not just parks
- Review against matrix
- Next steps:
  - discussions with Finance and YLW

	Tourism Taxation
Plan alignment	✓
Serves growth nodes	■
Addresses deficiencies	✓
Addresses needs of user groups	✓
Revenue potential	✓
Council control	✓✓
Flexibility of use	✓✓
Administrative efficiency	✓✓
Equity & transparency	✓
Financial risk	✓✓

# Medium Revenue Potential

Tourism Taxation:  
Hotel Tax

- Discussed previously with Council
- Confirm that we will not be pursuing increase in Hotel Tax



# Medium Revenue Potential

	CACs
Plan alignment	✗
Serves growth nodes	✓
Addresses deficiencies	—
Addresses needs of user groups	✓
Revenue potential	✓
Council control	—
Flexibility of use	—
Administrative efficiency	✗
Equity & transparency	—
Financial risk	—

## Community Amenity Contributions

- Community amenity contributions
  - Through Density Bonus
  - Through rezoning
- Paid upon rezoning based on extra density
- Note that these can be difficult to administer equitably and they consume staff time
- Review against matrix



# Medium Revenue Potential

## Sponsorship

- New Sponsorship strategy with respect to Parks
- Review against matrix



	Sponsorship
Plan alignment	✓
Serves growth nodes	✗
Addresses deficiencies	—
Addresses needs of user groups	✓
Revenue potential	✓
Council control	—
Flexibility of use	—
Administrative efficiency	—
Equity & transparency	—
Financial risk	—

# Medium Revenue Potential

Requiring developers to build parks

- Require developers to construct parks and parks improvements as part of greenfield developments in growth areas.
- Review evaluation against matrix
- Will need to review legal tools available to implement



	Developer Build
Plan alignment	✗
Serves growth nodes	✓
Addresses deficiencies	✗
Addresses needs of user groups	✗
Revenue potential	✓
Council control	✗
Flexibility of use	✗
Administrative efficiency	✗
Equity & transparency	—
Financial risk	—

# Lower Revenue Potential

	Lease or land sale
Plan alignment	—
Serves growth nodes	—
Addresses deficiencies	—
Addresses needs of user groups	—
Revenue potential	✗
Council control	✓
Flexibility of use	✓
Administrative efficiency	✗
Equity & transparency	—
Financial risk	—

Commercial lease and sale of surplus land

- Commercial lease of portions of parkland e.g food and beverage
- Sale of surplus parkland e.g. land adjacent to Boyce-Gyro Park
- Revenue potential
- Review against matrix

# Lower Revenue Potential

	Partnerships
Plan alignment	✗
Serves growth nodes	✓
Addresses deficiencies	—
Addresses needs of user groups	✓
Revenue potential	✗
Council control	—
Flexibility of use	✗
Administrative efficiency	✗✗
Equity & transparency	—
Financial risk	✓

## Developer Partnerships

- Consider making the parks partnership requirements firmer and more consistent with developers
- Review evaluation against matrix



# Lower Revenue Potential

## Community Group Partnerships

- Explore opportunities for Partnerships with
  - Sports Organizations
  - Non-Profit Organizations
  - Neighbourhood groups
- Need to Review existing policies and framework
- Review against matrix





# Lower Revenue Potential

## Parks revenues

- Parks revenues include a series of revenue sources directly from Parks
  - Property rentals
  - Concession and equipment rentals
  - Parking revenue
  - Recreation user fees

# Lower Revenue Potential

Parks revenues

- Review against matrix

	Parks Revenues
Plan alignment	✓
Serves growth nodes	✗
Addresses deficiencies	—
Addresses needs of user groups	—
Revenue potential	✗
Council control	✓
Flexibility of use	✓✓
Administrative efficiency	✓
Equity & transparency	✓✓
Financial risk	✓✓

# Initial Evaluation

	DCCs	Community Amenity Contributions	Park Revenues	Sponsorship	Lease or land sale	Partnerships
Plan alignment	✓	✗	✓	✓	—	✗
Serves growth nodes	✓	✓	✗	✗	—	✓
Addresses deficiencies	✗	—	—	—	—	—
Addresses needs of user groups	—	✓	✓	✓	—	✓
Revenue potential	✓	✓	✗	✓	✗	✗
Council control	✓	—	✓	—	✓	—
Flexibility of use	—	—	✓	—	✓	✗
Administrative efficiency	✓	✗	✓	—	✗	✗
Equity & transparency	✓	—	✓	—	—	—
Financial risk	—	—	✓	—	—	✓

# Initial Evaluation

	Grants	General Taxation	Tourism Taxation	Parcel Taxation	Developer Build
Plan alignment	✓	✓	✓	✓	—
Serves growth nodes	—	✓	—	✓	✓
Addresses deficiencies	✓	✓	✓	✓	✗
Addresses needs of user groups	✓	✓	✓	✓	✗
Revenue potential	✗	✓	✓	✓	✓
Council control	✗	✓	✓	✓	✗
Flexibility of use	✗	✓	✓	—	✗
Administrative efficiency	✗	✓	✓	✗	✗
Equity & transparency	—	✓	✓	✓	—
Financial risk	✓	✓	✓	✓	—

# Results of Evaluation

1. Proceed: Tools that line up with goals and direction - these fit well and Council will proceed with direction





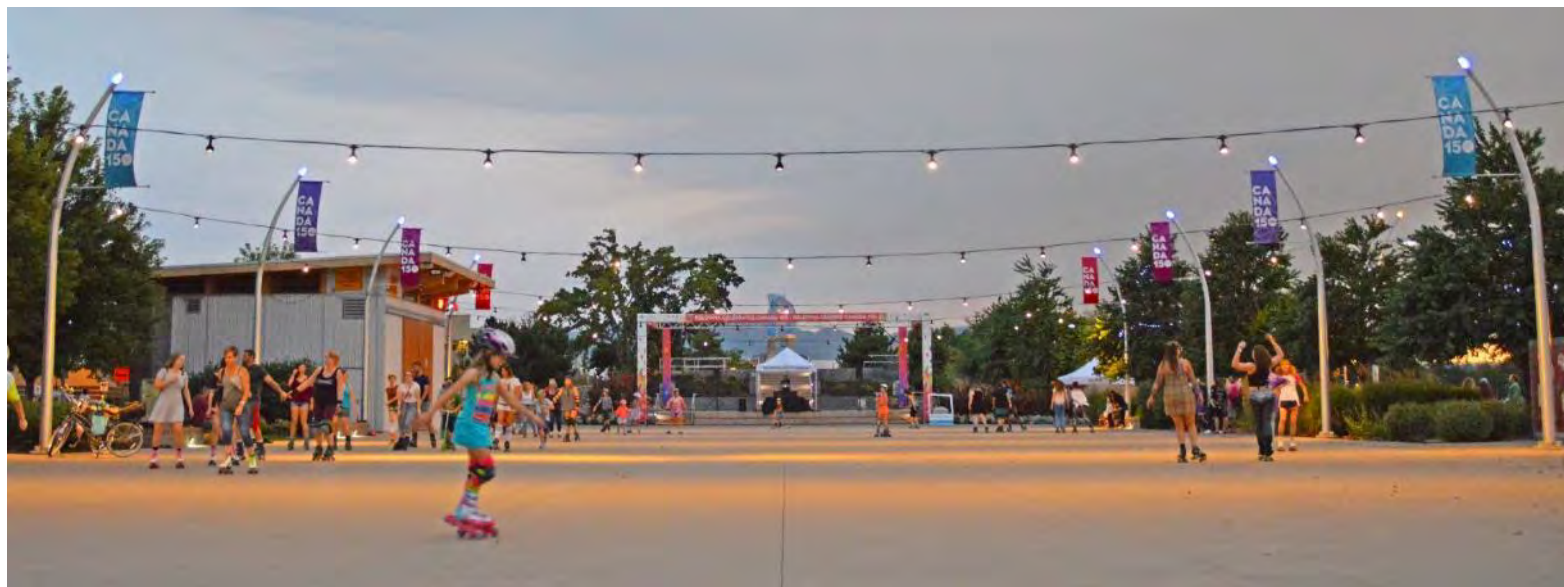
# Results of Evaluation



2. Consider / Explore further: Tools where it is not clear at this point and more work is required to explore

# Results of Evaluation

3. No Additional Effort: Tools where no extra effort is put into exploring or building more revenue from these methods. Status quo for these tools.



# Summary

- What was heard today
- Council direction
- Next steps

**City of Kelowna  
Regular Council Meeting  
AGENDA**



Monday, November 6, 2017

9:00 am

Knox Mountain Meeting Room (#4A)

City Hall, 1435 Water Street

**Pages**

**1. Call to Order**

**2. Confirmation of Minutes**

3 - 5

Regular AM Meeting - October 30, 2017

**3. Reports**

**3.1 Parks Development – Parkland Acquisition and Development Funding Strategy, Workshop 3**

120 m

6 - 42

To provide Council with the final workshop in a series of three. This workshop is aimed at having Council participate in aligning financing tools with specific public policy objectives and funding needs associated with parkland acquisition and development.

**3.2 STPCO Update Draft Governance Review and STPCO 2018-2020 Work Plan**

45 m

43 - 65

To present the draft outcomes of the Governance Review of the Strategic Partnership of the Central Okanagan and the draft 2018-2020 STPCO Work Plan.

**4. Resolution Closing the Meeting to the Public**

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

- Position Appointment

**5. Adjourn to Closed Session**

**6. Reconvene to Open Session**

7. Issues Arising from Correspondence & Community Concerns

7.1 Mayor Basran, re: Issues Arising from Correspondence

30 m

8. Termination





**Date:** November 6, 2017  
**File:** 1840-01  
**To:** City Manager  
**From:** Parks & Buildings Planning Manager  
**Subject:** Parks Development – Parkland Acquisition and Development Funding Strategy, Workshop 3

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**Recommendation:**

THAT Council receives for information, the report from the Parks & Buildings Planning Manager dated November 6, 2017, with respect to Parks development – Parkland Acquisition and Development Funding Strategy Workshop 3.

**Purpose:**

**To provide Council with the final workshop in a series of three. This workshop is aimed at having Council participate in aligning financing tools with specific public policy objectives and funding needs associated with parkland acquisition and development.**

**Background:**

As noted in earlier reports, 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.

In May 2017, City Council received the Parks Development Report – A study of underdeveloped, undeveloped and future park sites. The report notes that while the City acquires parkland in accordance with the Parkland Acquisition Guidelines, it has become apparent the rate of park development has not kept pace with the rate of parkland acquisition. This raises some fundamental questions of public policy which lead naturally into discussions about potential strategies and appropriate financing tools to ensure the City's parkland acquisition and development keep pace with community desires and the City's ability to fund these initiatives. Council engaged in the first workshop on October 2, 2017, where members provided direction on broader policy issues related to parks such as the proportion of resources that goes towards parks acquisition vs parks development, and considerations on the level of parks acquisition and development provided in the City. During the second workshop on October 16, 2017, Council refined the direction in the first workshop and built an evaluation and priority setting matrix for parks expenditures, setting the stage for the third workshop.

## Council Engagement Process

The City has retained Urban Systems to assist in a three-workshop series with Council (in October and November 2017):

October 2, 2017 - Workshop 1 (completed): Engaging Council in shaping the key public policy questions to be addressed in the City's overall approach to parkland acquisition and development moving forward;

October 16, 2017 – Workshop 2 (completed): Building an evaluation and priority setting tool;

November 6, 2017 - Workshop 3: Having Council participate in aligning financing tools with specific public policy objectives and funding needs associated with parkland acquisition and development.

More specifically, the forthcoming workshop will address the following items:

- Summarizing the direction from the previous two workshops;
- Reviewing specific funding options, identified based partly on work in the previous workshops;
- Discussing criteria for evaluating funding tools, based partly on the earlier workshops;
- Reviewing and evaluating each of the funding tools with the goal of determining the approach for each tool including:
  - Proceed* - tools that line up well with goals and direction. While more work is likely required, Council would like to proceed with further steps toward implementation;
  - Consider/explore further* - tools where it is not clear at this point and more work is required to explore;
  - No additional effort* - tools where no extra effort is put into exploring or building more revenue from these methods.

The results of Workshop 3 will provide direction for the next steps in revising the City's approach towards parks funding, and developing a clear parks funding and financing strategy.

### Internal circulation:

Deputy City Manager

Divisional Director, Infrastructure

Divisional Director, Community Planning & Strategic Investments

Divisional Director, Financial Services

Divisional Director, Corporate Strategic Services

Divisional Director, Active Living & Culture

Divisional Director, Corporate & Protective Services

Divisional Director, Human Resources & Corporate Performance

### 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

cc: Deputy City Manager  
Divisional Director, Infrastructure  
Divisional Director, Community Planning & Strategic Investments  
Divisional Director, Financial Services  
Divisional Director, Corporate Strategic Services  
Divisional Director, Active Living & Culture  
Divisional Director, Corporate & Protective Services  
Divisional Director, Human Resources & Corporate Performance  
City Clerk



**City of Kelowna  
Regular Council Meeting  
Minutes**

Date:	Monday, November 6, 2017
Location:	Knox Mountain Meeting Room (#4A) City Hall, 1435 Water Street
Members Present	Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given Tracy Gray, Brad Sieben*, Mohini Singh and Luke Stack
Members Absent	Councillor Charlie Hodge
Staff Present	City Manager, Ron Mattiussi; City Clerk, Stephen Fleming, Divisional Director, Infrastructure, Alan Newcombe*; Parks & Buildings Planning Manager, Robert Parlane*; Divisional Director, Financial Services, Genelle Davidson*; Integrated Transportation Department Manager, Rafael Villarreal*; Planner Specialist, David James*; Transit & Program Manager, Jerry Dombowsky*; Strategic Transportation Planning Manager, Mariah VanZerr*; Legislative Coordinator (Confidential), Arlene McClelland
Guests	Martin Bell*, CEO Urban Systems and Joel Short*, Senior Planner, Urban Systems

(\* denotes partial attendance)

**1. Call to Order**

Mayor Basran called the meeting to order at 9:03 a.m.

**2. Confirmation of Minutes**

Moved By Councillor Donn/Seconded By Councillor Gray

R894/17/11/06 THAT the Minutes of the Regular AM Meeting of October 30, 2017 be confirmed as circulated

Carried

**3. Reports**

**3.1 Parks Development – Parkland Acquisition and Development Funding Strategy, Workshop 3**

Staff:

- Introduced the parkland acquisition and development funding strategy workshop.

Martin Bell, CEO Urban Systems

- Displayed a PowerPoint Presentation summarizing the conclusions of Workshop No. 2 on October 16, 2017 and provided an overview of Workshop No. 3.
- Responded to questions from Council.

Joel Short Senior Planner, Urban Systems

- Discussed the various funding options and criteria to measure each option.
- Discussed high, medium and low revenue potential.
- Responded to questions from Council.

Councillor Sieben departed the meeting at 10:26 a.m.

## Council:

- Provided comment on each of the parks funding options and whether to place in the "Proceed", "Consideration/Explore" or "No Additional Effort" category and identified as such on a flip chart.
- Discussed other funding options not considered by staff.

## City Manager:

- A summary of feedback along with financial implications will be brought forward in recommendations for Council's consideration.

Moved By Councillor Given/Seconded By Councillor Donn

**R895/17/11/06** THAT Council receives for information, the report from the Parks & Buildings Planning Manager dated November 6, 2017, with respect to Parks development – Parkland Acquisition and Development Funding Strategy Workshop 3.

**Carried**

The meeting recessed at 11:13 a.m.

The meeting reconvened at 11:23 a.m.

### **3.2 STPCO Update Draft Governance Review and STPCO 2018-2020 Work Plan**

## Staff:

- Displayed a PowerPoint Presentation summarizing the objectives and draft outcomes of the Governance Review of the Strategic Partnership and the draft 2018-2020 STPCO Work Plan.
- The focus moving forward will be to transition from operations to strategic collaboration.
- Introduced new Transportation Manager Mariah VanZerr.
- Made comments on the request from West Kelowna to extend the deadline for their withdrawing from STPCO.
- Responded to questions from Council.

## Mayor Basran:

- Reminded Council that he and Councillor Given, as RDCO Chair, reside on the STPCO.
- Made comment on current and future activities of the STPCO.
- Made comment on the benefits of planning regionally.

## Councillor Given:

- Made comment on current and future activities of the STPCO from her perspective as the RDCO Chair and noted some of the communication challenges of getting a consistent message to each partner.

## City Manager:

- Provided background information for the implementation of the STPCO and for the governance model chosen at that time.
- Made comments on the future of the STPCO,

Councillor Sieben rejoined the meeting at 11:50 a.m.



Moved By Councillor DeHart/Seconded By Councillor Sieben

**R896/17/11/06** THAT Council receives for information, the report from the Integrated Transportation Department Manager, dated November 6, 2017 regarding the Strategic Transportation Partnership of the Central Okanagan (STPCO) Update Draft Governance Review and STPCO 2018-2020 Work Plan;

AND THAT Council supports the City of West Kelowna, who has given notice to withdraw from the partnership, to have the ability to rescind this notice by December 22, 2017.

**Carried**

**4. Resolution Closing the Meeting to the Public**

Moved By Councillor Singh/Seconded By Councillor DeHart

**R897/17/11/06** THAT this meeting be closed to the public pursuant to Section 90(1) (b) of the Community Charter for Council to deal with matters relating to the following:

- Position Appointment

**Carried**

**5. Adjourn to Closed Session**

The meeting adjourned to a closed session at 12:24 p.m.

**6. Reconvene to Open Session**

The meeting reconvened to an open session at 12:25 p.m.

**7. Issues Arising from Correspondence & Community Concerns**

**7.1 Mayor Basran, re: Development Pressures - Airport Industrial Area**

Mayor Basran:

- Spoke to the need for a Workshop on the pressures on potential redevelopment of lands around the airport.
- Advised that staff are fielding numerous inquiries.
- Advised that Council members are being asked questions.

Moved By Councillor Stack/Seconded By Councillor Singh

**R898/17/11/06** THAT Council directs staff to present a Workshop for Council on Development pressures in the Airport Industrial Area and implications of changes in the future land use.

**Carried**

**8. Termination**

The meeting was declared terminated at 12:28 p.m.

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Mayor

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City Clerk

/acm