



# Park Development Funding Program

June 2019




Photo credit: brucekepphotography

**We are not providing enough parks**



**Challenge**

[kelowna.ca](http://kelowna.ca)



**“The ‘Central Recreational District’, not the ‘Central Business District’, is the magnet for the back-to-the-city movement, as more affluent and educated people are drawn to the urban center’s abundant amenities and beauty.”**

Citylab, May 2019

**Opportunity**

# Policy Framework



## Imagine Kelowna

- Create great public spaces
- Grow vibrant urban centres
- Build healthy neighbourhoods for all



## 2040 Official Community Plan

- Big moves :
  - Prioritizing parks and public spaces in the Core area



## 2019 Council Priorities

- Vibrant urban centres
- Animated parks & public spaces
- Accessible & multi-purpose amenities

# Planning Process



May 2017

Park Development Report



Oct/Nov 2017

Workshops with Council



June 2018

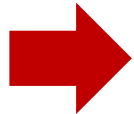
Park Funding Strategy – 'Option 2'

Council  
Direction



Jan 2019

2019 Budget Year – Consultants Retained



June 17, 2019

Park Development Funding Program

Council  
Direction



Engagement



Council Consideration

Council  
Approval

# Option 2

Table 1. Option 2 – Park Funding Report (2018)

Tool	Option 1	Option 2	Option 3	Option 4
<b>Press forward</b>				
Parks development DCC	\$3,422,000	<b>\$3,422,000</b>	\$3,422,000	\$3,422,000
Infrastructure Levy on General taxation (2% tax for Infrastructure)		<b>\$426,000</b>	\$426,000	\$426,000
Shift from acquisition to development		<b>\$644,000</b>	\$644,000	\$644,000
Commercial/Industrial parks development DCC	\$236,000	<b>\$236,000</b>	\$236,000	\$236,000
<b>Potentially move forward</b>				
Linear parks acquisition DCCs (linked to 'Shift from acquisition to development' above)		<b>Included</b>	Included	Included
Parcel taxation (for 5 years)			\$4,000,000	\$4,000,000
<b>Consider and explore further</b>				
Reduce parks acquisition and development DCC taxation assist from 8% to 1% (plus 3.3%)		<b>\$284,000</b>	\$284,000	\$284,000
Increase in Airport dividend				\$51,000
Community partnerships				\$25,000
Parks revenues		<b>\$163,000</b>	\$163,000	\$163,000
<b>Total</b>	<b>\$3,658,000</b>	<b>\$5,145,000</b>	<b>\$9,195,000</b>	<b>\$9,316,000</b>

# Comparison

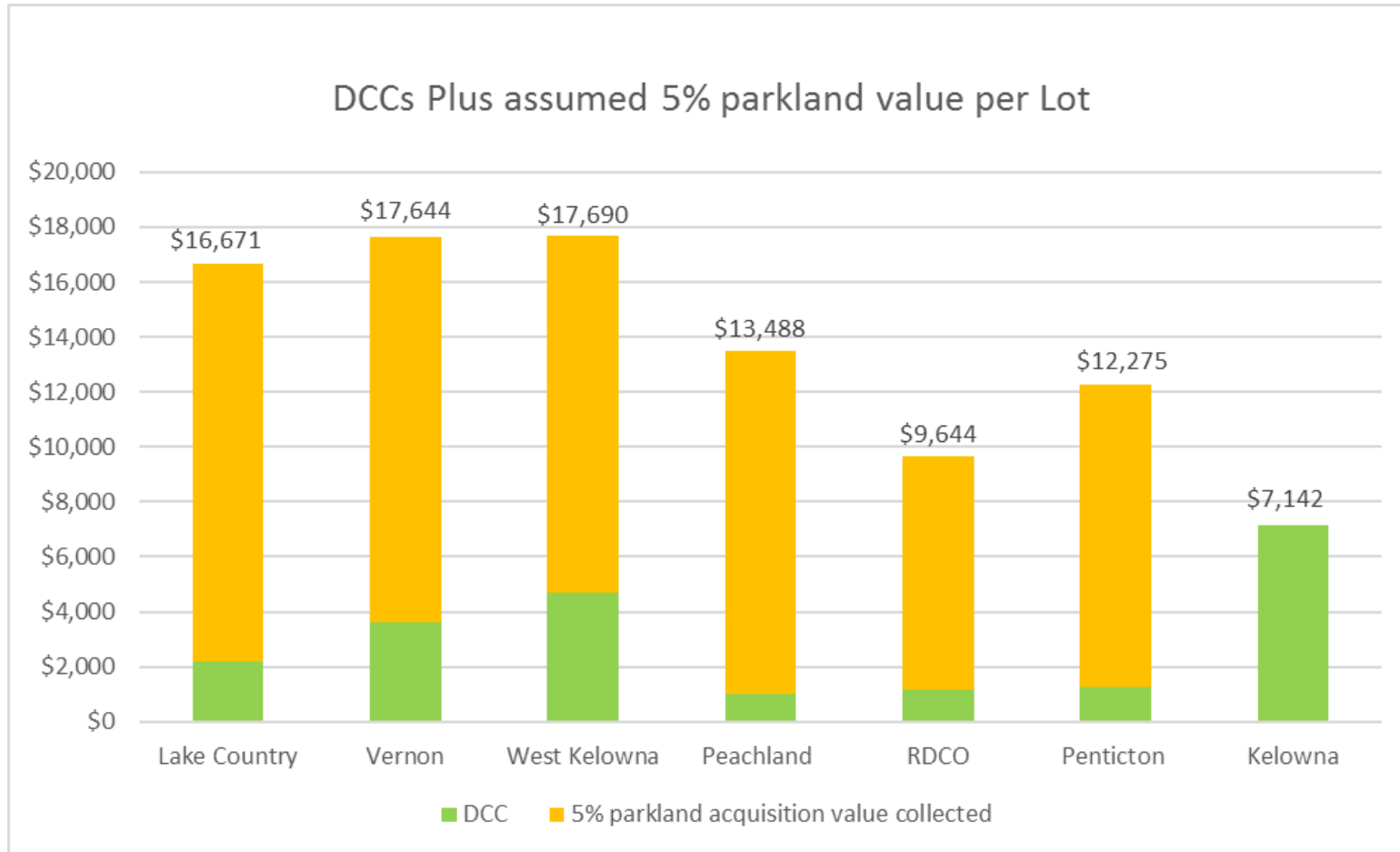
with comparable BC Municipalities



Kelowna –has not utilized available funding strategies:

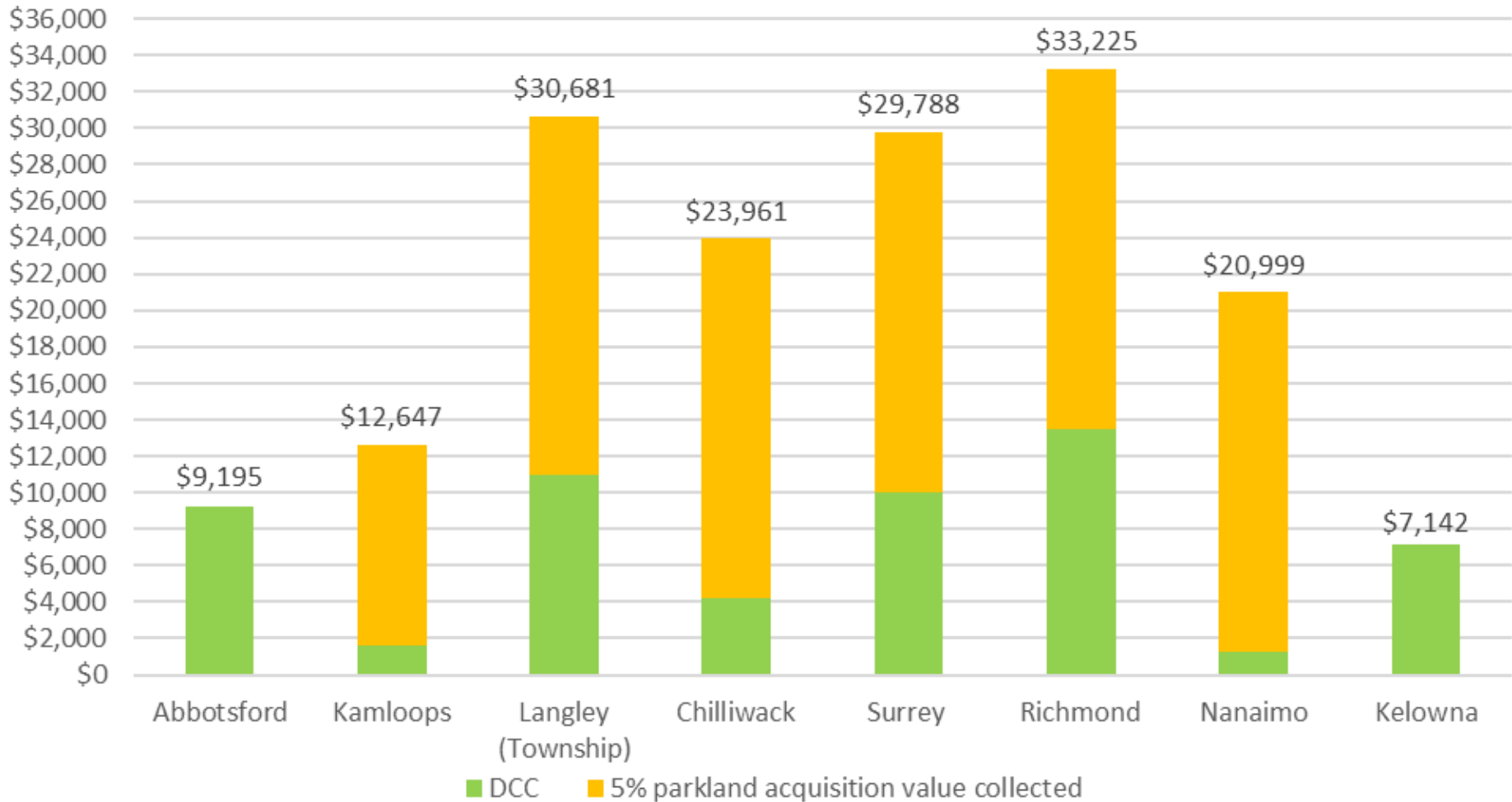
- 5% Parkland Dedication (except Abbotsford)
- Parks Development DCC (except Surrey & Chilliwack)

# Parks DCCs in Okanagan Communities





# Parks DCCs in Other BC Communities



- Parks Acquisition DCC
- Parks Development DCC
- Municipal Contribution



# Parks Acquisition Tools



- 5% Parkland dedication at Sub-division
- Linear Parks Acquisition DCC
- Commercial/Industrial/Institutional Parks Acquisition DCC
- Shift of priority from acquisition to development



# Linear Park Acquisition DCCs

## Priorities:

- Waterfront walkway
- Okanagan Rail Trail
- Mill Creek
- Bellevue Creek
- Gopher Creek
- Mission Creek – Lakeshore to the Lake



# Commercial/Industrial Park DCCs

## Regional Centre

- Employment
- Retail
- Health
- Education

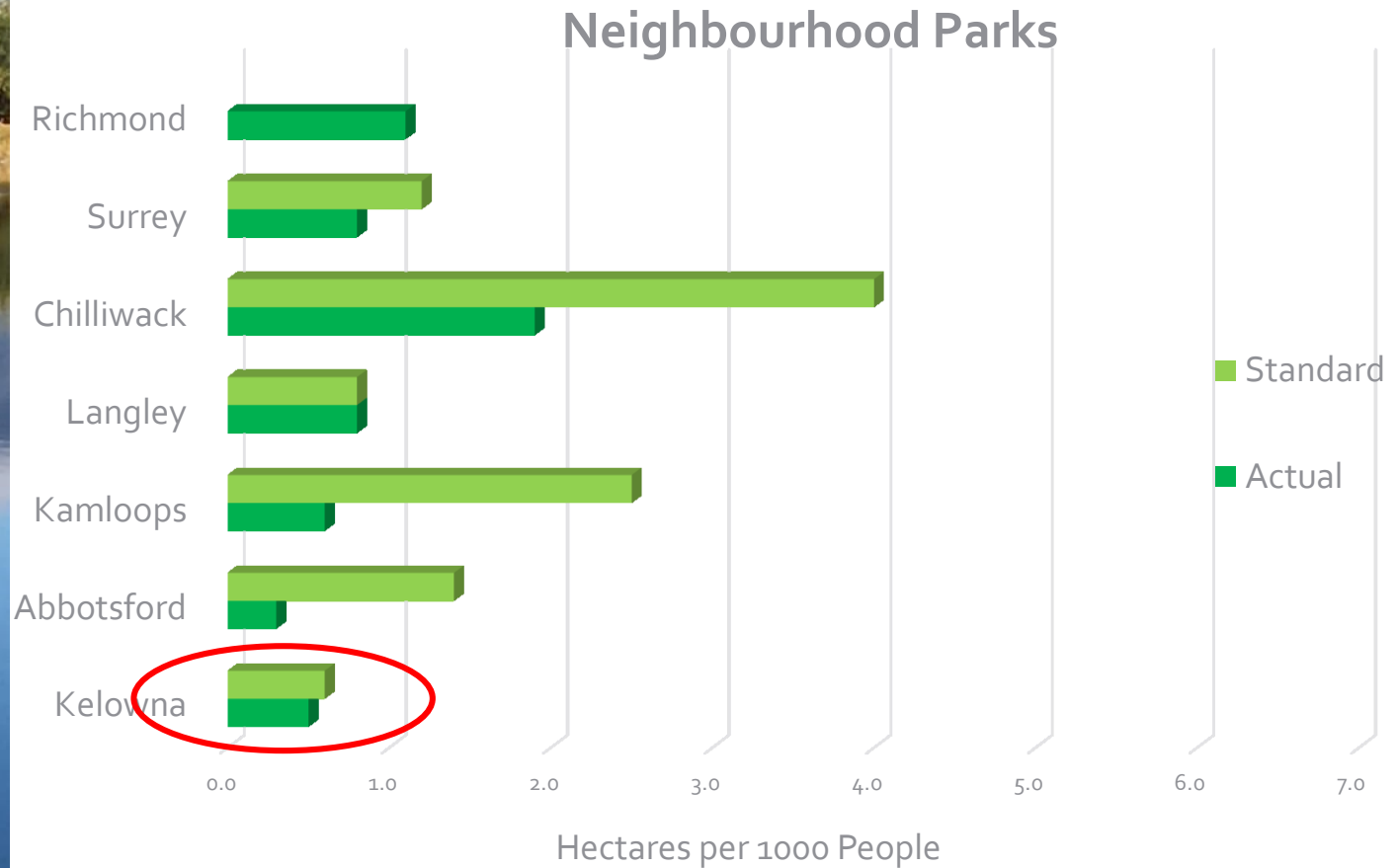
## Increased Use

- Daily – lunches & breaks
- Visitor Use

## Other Municipalities



# Parkland Standards

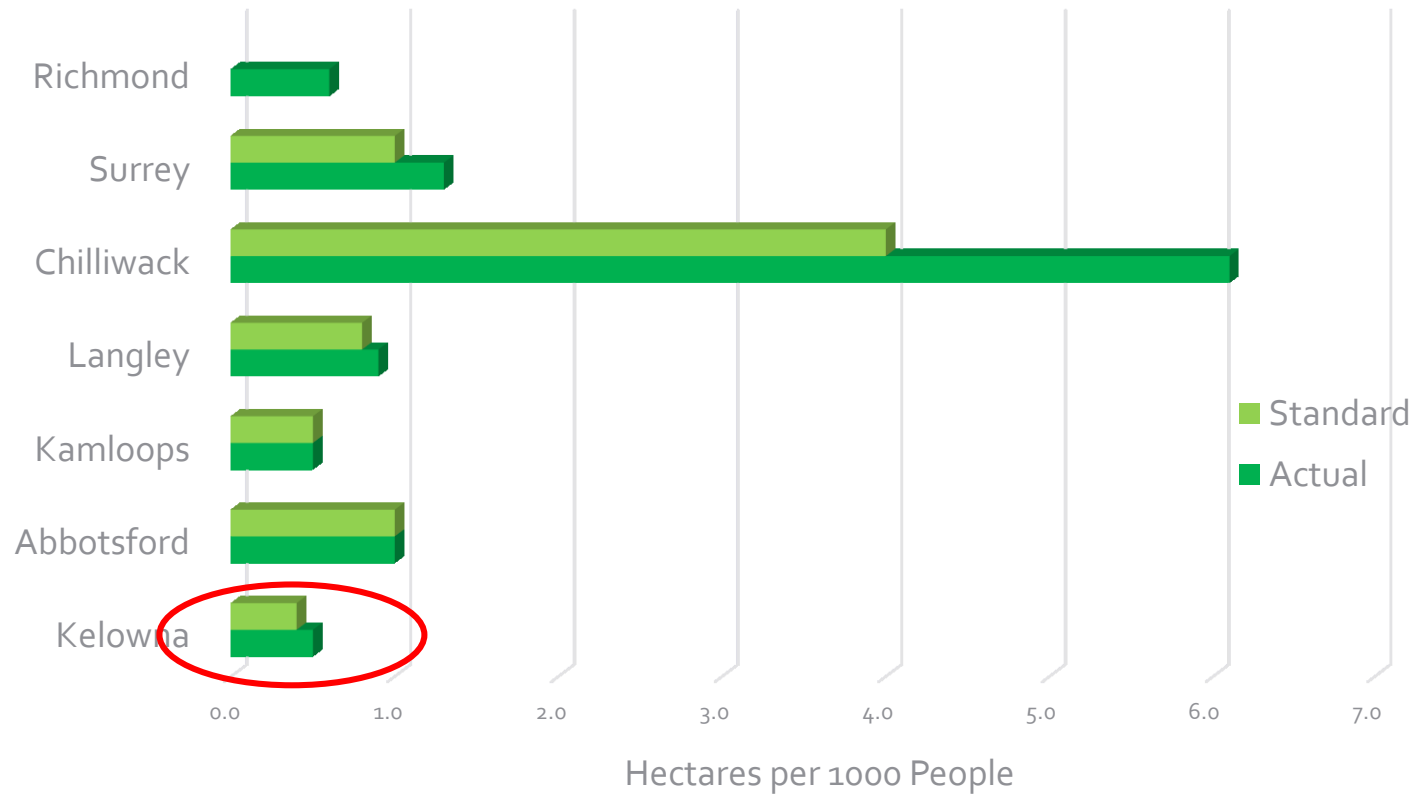




# Parkland Standards



## Community Park Provision

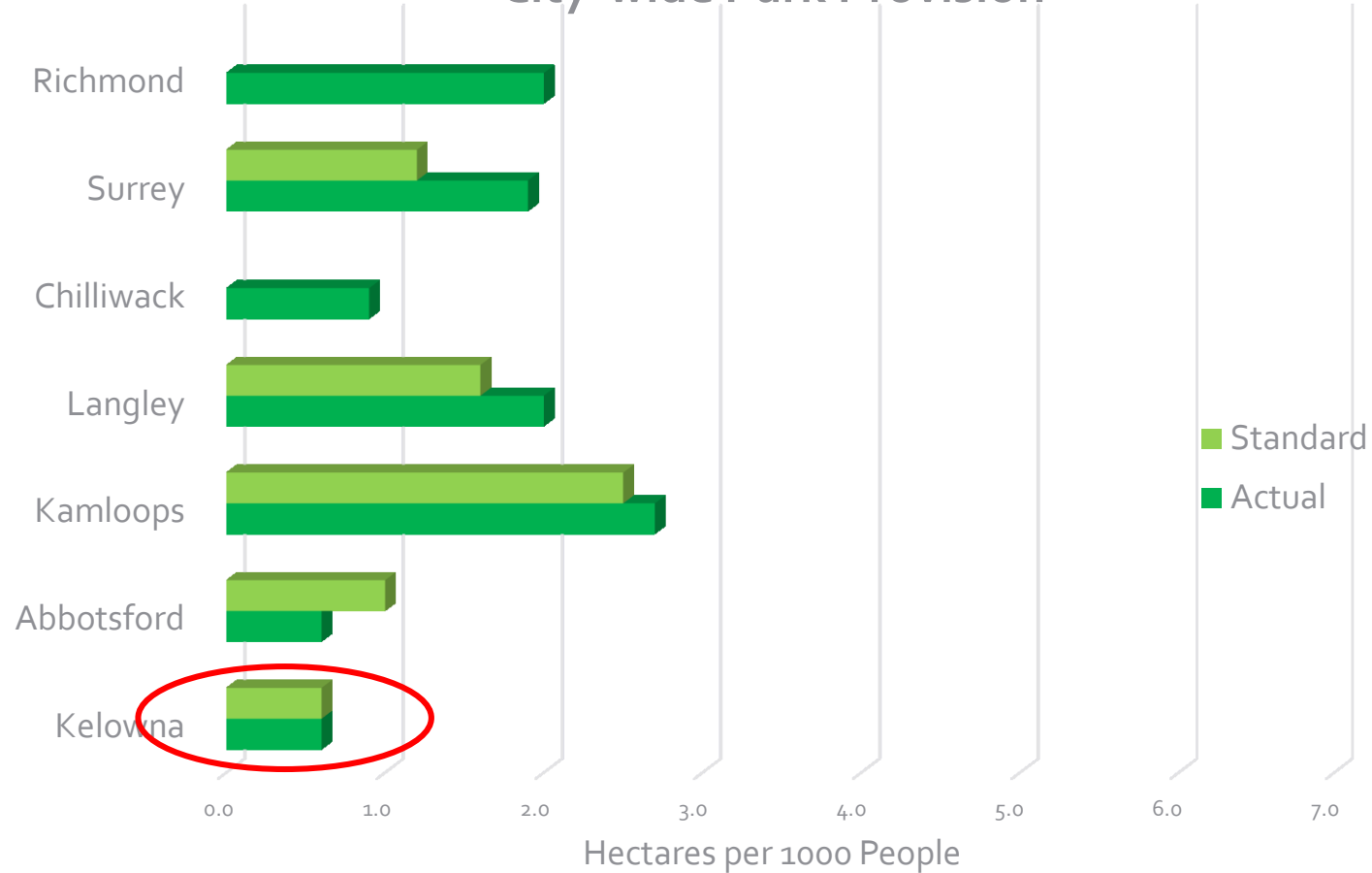




# Parkland Standards



## City-wide Park Provision







# Parks Development DCC



Parks  
Capital  
Program

# Park Development Program



Deliver 2.2ha  
Developed  
Parks /1000  
people growth

23,773 + People  
to 2030

Parks  
development in  
Growth Areas

- Target to match acquisition rates



# Parks Development DCC



Parks  
Capital  
Program

-

Ineligible  
Elements



# Eligible / Ineligible Park Elements

Not included in  
Program:

- Sport courts
- Bike park
- Parking
- Park Lighting
- Off-site work

# Eligible / Ineligible Elements



**GLENMORE RECREATION PARK | OVERALL CONCEPT**

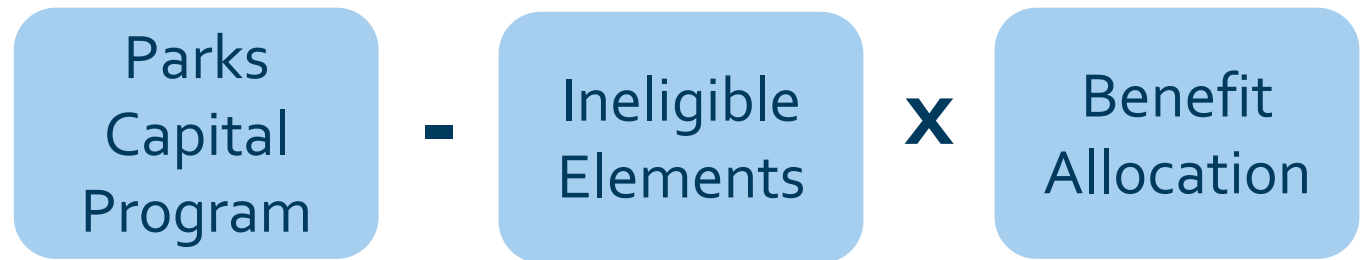


**GLENMORE RECREATION PARK | DCC INELIGIBLE ITEMS**

- Not Included in Program**
- Artificial turf
  - Sport courts
  - Skate park
  - Park lighting
  - Parking and drive access
  - Field houses
  - Activity centre
  - Off-site requirements



# Parks Development DCC



# Park Development Program



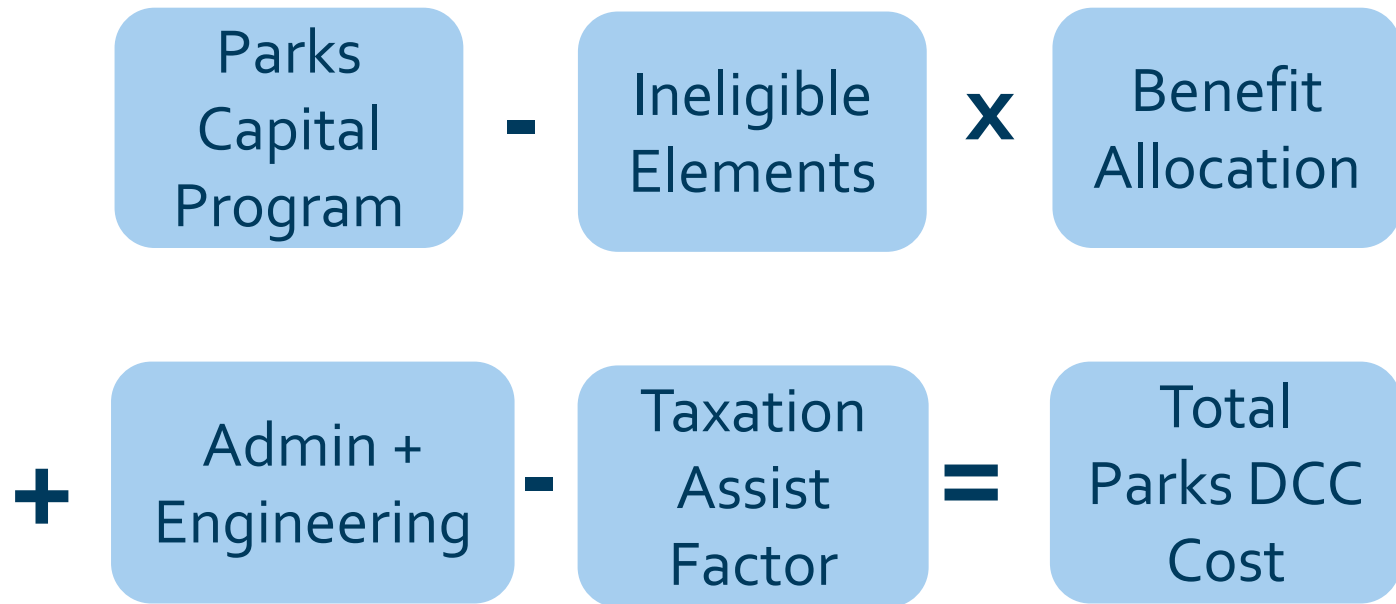
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Parks  
development in  
Growth Areas

- Target to match acquisition rates

# Parks Development DCC







# Municipal Contribution



- Taxation Assist
- Infrastructure Levy
- Parks Revenues



# Taxation Assist

- 'Municipal discount' to promote development
- Currently 8% + 3.4% for suites
- LGA requires a minimum of 1%



# Taxation Assist

Community	Parks DCC Assist
<b>Kelowna</b>	8% ( + 3.4% for suites)
<b>Surrey</b>	5%
<b>Richmond</b>	1%
<b>Kamloops</b>	1%
<b>Langley</b>	1%
<b>Chilliwack</b>	10%
<b>Abbotsford</b>	5%



# Infrastructure Levy

- Report assumes 27% of levy funds: \$1,404,000 per annum
- Can be reduced over time as other funding increases



# Park Revenues

## Leases, Rental Revenues & Concessions

- \$219,000 per annum

## Cell Tower Leases

- Currently \$5,000 per annum
- Could increase by \$20,000 per annum

## Parking Revenues

- \$214,000 per annum

	2019	A	B	C	D	2021
	Current Baseline DCC	Model A - Full implementation	Model B - With 5% parkland dedication	Model C - Staggered implementation	Model D - Staggered plus 5% dedication	2040 OCP DCC update (2021)
<b>Parkland Acquisition</b>						
Existing DCCs						
<i>Neighbourhood</i>		✓	✗	✓	✗	
<i>Community</i>		✓	✓	✓	✓	
<i>Recreation</i>		✓	✓	✓	✓	
<i>City-wide</i>		✓	✓	✓	✓	
New Linear Parkland Acquisition DCCs		✓	✓	✓	✓	
New Commercial/Industrial Acquisition DCCs		Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	✓
5% Parkland dedication		✗	✓	✗	✓	
Reduce taxation assist to 1% + 3.4%						✓
<b>Total Acquisition DCCs (per residential unit)</b>	\$7,142	\$7,346	\$5,455	\$7,346	\$5,455	\$7,897
<b>Parkland Development</b>						
New DCCs						
<i>Neighbourhood</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Community</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Recreation</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>Linear</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>City-wide</i>		✓	✓	Yr 3 ✓	Yr 3 ✓	
New Commercial/Industrial Development DCCs		✓	✓	✓	✓	
Reduce taxation assist to 1% + 3.4%						✓
<b>Total Development DCCs (per residential unit)</b>	\$0	\$7,180	\$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	\$7,748
<b>Total Existing and New Parks DCCs (per unit)</b>	\$7,142	\$14,526	\$12,635	Yr 1 \$11,384 Yr 2 \$12,899 Yr 3 \$14,526	Yr 1 \$9,411 Yr 2 \$11,008 Yr 3 \$12,635	\$15,645

<b>Matching Revenue Sources</b>						
<b>Parks Program</b>						
Total Parks DCC Revenues (per annum)	\$7,717,645	\$15,697,153	\$13,653,739	\$15,697,153	\$13,653,739	\$16,905,595
<i>Ineligible Parks Costs (per annum)</i>	\$0	\$3,296,189	\$3,296,189	\$3,296,189	\$3,296,189	\$3,296,189
<i>Taxation assist (per annum)</i>	\$993,015	\$2,097,847	\$1,834,297	\$2,097,847	\$1,834,297	\$809,695
<b>Sub-total - Matching Municipal Contribution (per annum)</b>	\$993,015	\$5,394,036	\$5,130,486	\$5,394,036	\$5,130,486	\$4,105,884
<b>Total Parks Program (per annum)</b>	\$8,710,660	\$21,091,189	\$18,784,225	\$21,091,189	\$18,784,225	\$21,011,480
<b>Municipal Revenues</b>						
Taxation/Gas Tax (10-year capital plan) (per annum)	\$994,528	\$3,550,173	\$3,550,173	\$3,550,173	\$3,550,173	\$3,550,173
Infrastructure Levy (27%) (per annum)	\$0	\$1,404,000	\$1,404,000	\$1,404,000	\$1,404,000	\$1,404,000
Parkland Revenues (per annum)	\$0	\$453,500	\$453,500	\$453,500	\$453,500	\$453,500
<b>Municipal revenues surplus (or deficit) (per annum)</b>	\$1,522	\$13,637	\$277,187	\$13,637	\$277,187	\$1,301,789



# Parks Acquisition

- 5% Parkland Dedication ✘
- Linear Parks Acquisition DCC ✔
- Commercial/Industrial/Institutional Parks Acquisition DCC ✔
- Shift of priority from acquisition to development ✔

		Current Parks DCC	Model A - Full implementation
<b>Parkland Acquisition</b>			
Existing DCCs	<i>Neighbourhood</i>	✓	✓
	<i>Community</i>	✓	✓
	<i>Recreation</i>	✓	✓
	<i>City-wide</i>	✓	✓
New Linear Parkland Acquisition DCCs			✓
New Commercial/Industrial Acquisition DCCs			1/2 ✓
5% Parkland dedication			X
Reduce taxation assist to 1% + 3.4%			
Total Acquisition DCCs (per residential unit)		\$7,142	\$7,346





# Parks Development DCC



- Parks Development DCC ✓
- Commercial/Industrial/Institutional Parks Development DCC ✓

## Parkland Development

New DCCs	<i>Neighbourhood</i>		✓
	<i>Community</i>		✓
	<i>Recreation</i>		✓
	<i>Linear</i>		✓
	<i>City-wide</i>		✓
New Commercial/Industrial Development DCCs			✓
Reduce taxation assist to 1% + 3.4%			
Total Development DCCs (per residential unit)		\$0	\$7,180
Total Existing and New Parks DCCs (per unit)		\$7,142	\$14,526



# Municipal Contribution



- Reduce the Taxation Assist ✘ 2021
- Infrastructure Levy – 27% ✓
- Parks Revenues ✓

<b>Matching Revenue Sources</b>		
<b>Parks Program</b>		
Total Parks DCC Revenues (per annum)	\$7,717,645	\$15,697,153
<i>Ineligible Parks Costs (per annum)</i>	\$0	\$3,296,189
<i>Taxation assist (per annum)</i>	\$993,015	\$2,097,847
Sub-total - Matching Municipal Contribution (per annum)	\$993,015	\$5,394,036
<b>Total Parks Program (per annum)</b>	<b>\$8,710,660</b>	<b>\$21,091,189</b>
<b>Municipal Revenues</b>		
Taxation/Gas Tax (10-year capital plan) (per annum)	\$994,528	\$3,550,173
Infrastructure Levy (27%) (per annum)	\$0	\$1,404,000
Parkland Revenues (per annum)	\$0	\$453,500
<b>Municipal revenues surplus (or deficit) (per annum)</b>	<b>\$1,512</b>	<b>\$13,637</b>

# Parks Development

- Include 5% parkland dedication ?
- Stagger implementation over several years ?
- Combination of latter two ?

	2019	A	B	C	D	2021
	Current Parks DCC	Model A - Full implementation	Model B - With 5% parkland dedication	Model C - Staggered implementation	Model D - Staggered plus 5% dedication	2040 OCP DCC update (2021)
<b>Parkland Acquisition</b>						
New Commercial/Industrial Acquisition DCCs		Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	✓
5% Parkland dedication		X	✓	X	✓	✓
Reduce taxation assist to 1% + 3.4%						✓
Total Acquisition DCCs (per residential unit)	\$7,142	\$7,346	\$5,455	\$7,346	\$5,455	\$7,897
<b>Parkland Development</b>						
New DCCs						
<i>Neighbourhood</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Community</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Recreation</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>Linear</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>City-wide</i>		✓	✓	Yr 3 ✓	Yr 3 ✓	
New Commercial/Industrial Development DCCs		✓	✓	✓	✓	
Reduce taxation assist to 1% + 3.4%						✓
Total Development DCCs (per residential unit)	\$0	\$7,180	\$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	\$7,748
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# Parks Development



- Stagger implementation over several years ?
  - 2020 (Year 1): Neighbourhood & Community
  - 2021 (Year 2): Recreational & Linear
  - 2022 (Year 3): City-wide

	2019	A	B	C	D	2021
	Current Parks DCC	Model A - Full implementation	Model B - With 5% parkland dedication	Model C - Staggered implementation	Model D - Staggered plus 5% dedication	2040 OCP DCC update (2021)
<b>Parkland Acquisition</b>						
New Commercial/Industrial Acquisition DCCs		Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	✓
5% Parkland dedication		X	✓	X	✓	✓
Reduce taxation assist to 1% + 3.4%						✓
Total Acquisition DCCs (per residential unit)	\$7,142	\$7,346	\$5,455	\$7,346	\$5,455	\$7,897
<b>Parkland Development</b>						
New DCCs						
<i>Neighbourhood</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Community</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Recreation</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>Linear</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>City-wide</i>		✓	✓	Yr 3 ✓	Yr 3 ✓	
New Commercial/Industrial Development DCCs		✓	✓	✓	✓	
Reduce taxation assist to 1% + 3.4%						✓
Total Development DCCs (per residential unit)	\$0	\$7,180	\$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	\$7,748
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	2019	A	B	C	D	2021
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<b>Parkland Acquisition</b>						
New Commercial/Industrial Acquisition DCCs		Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	Yr 2 ✓	✓
5% Parkland dedication		X	✓	X	✓	✓
Reduce taxation assist to 1% + 3.4%						✓
Total Acquisition DCCs (per residential unit)	\$7,142	\$7,346	\$5,455	\$7,346	\$5,455	\$7,897
<b>Parkland Development</b>						
New DCCs						
<i>Neighbourhood</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Community</i>		✓	✓	Yr 1 ✓	Yr 1 ✓	
<i>Recreation</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>Linear</i>		✓	✓	Yr 2 ✓	Yr 2 ✓	
<i>City-wide</i>		✓	✓	Yr 3 ✓	Yr 3 ✓	
New Commercial/Industrial Development DCCs		✓	✓	✓	✓	
Reduce taxation assist to 1% + 3.4%						✓
Total Development DCCs (per residential unit)	\$0	\$7,180	\$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	Yr 1 \$3,956 Yr 2 \$5,553 Yr 3 \$7,180	\$7,748
Total Existing and New Parks DCCs (per unit)	\$7,142	\$14,526	\$12,635	Yr 1 \$11,384 Yr 2 \$12,899 Yr 3 \$14,526	Yr 1 \$9,411 Yr 2 \$11,008 Yr 3 \$12,635	\$15,645

# Policy Framework



## Imagine Kelowna

- Create great public spaces
- Grow vibrant urban centres
- Build healthy neighbourhoods for all



## 2040 Official Community Plan

- Big moves :
  - Prioritizing parks and public spaces in the Core area



## 2019 Council Priorities

- Vibrant urban centres
- Animated parks & public spaces
- Accessible & multi-purpose amenities

# 2040 OCP Big Moves



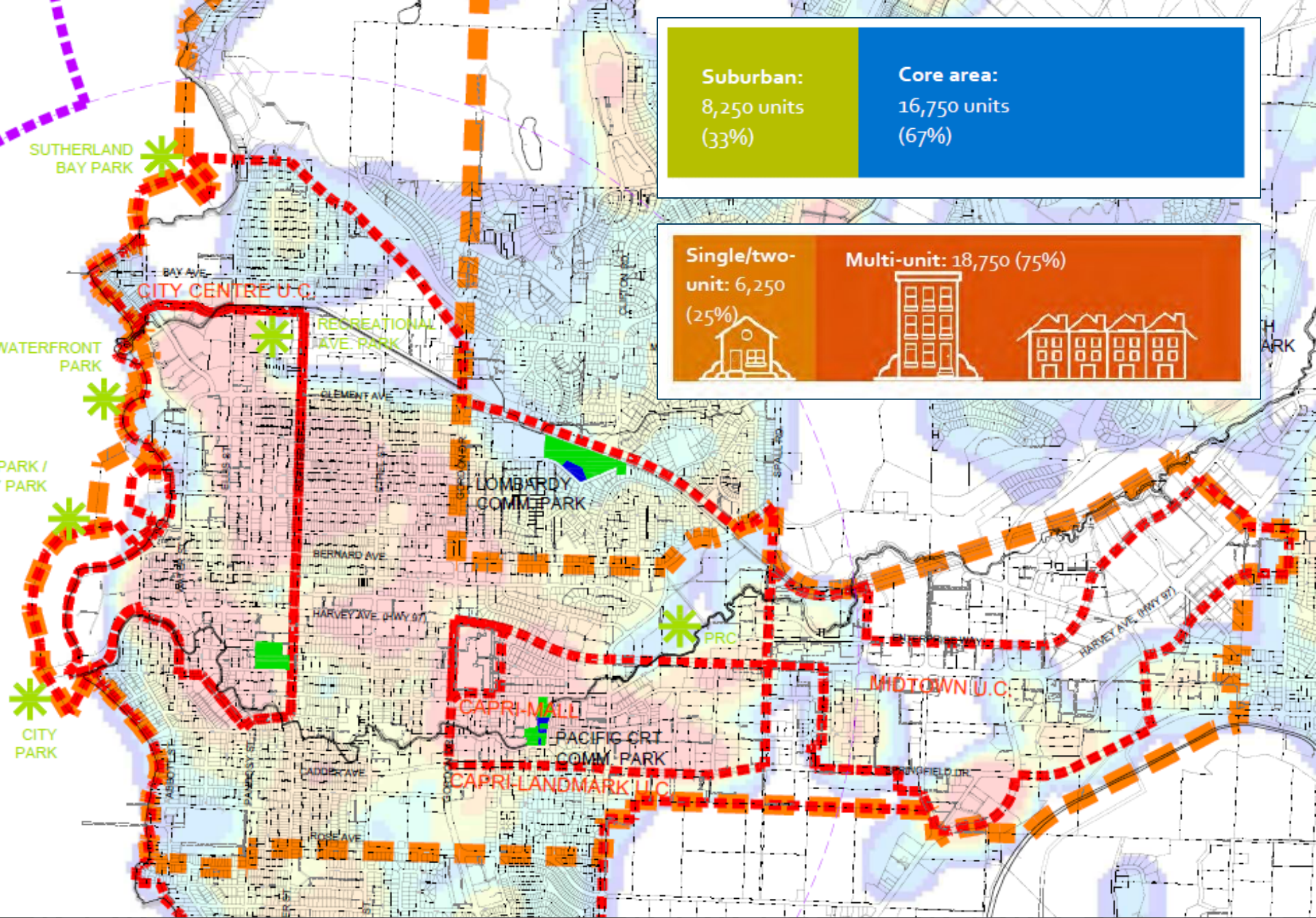
Prioritize Parks and Public Spaces  
in the Core Area



Prepare a Resilient Community that is  
Adaptable to Change



Connect Our Urban Centres with Multimodal  
Transportation Options



<b>Suburban:</b> 8,250 units (33%)	<b>Core area:</b> 16,750 units (67%)
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<b>Single/two-unit:</b> 6,250 (25%) 	<b>Multi-unit:</b> 18,750 (75%)  
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# Growth Strategy

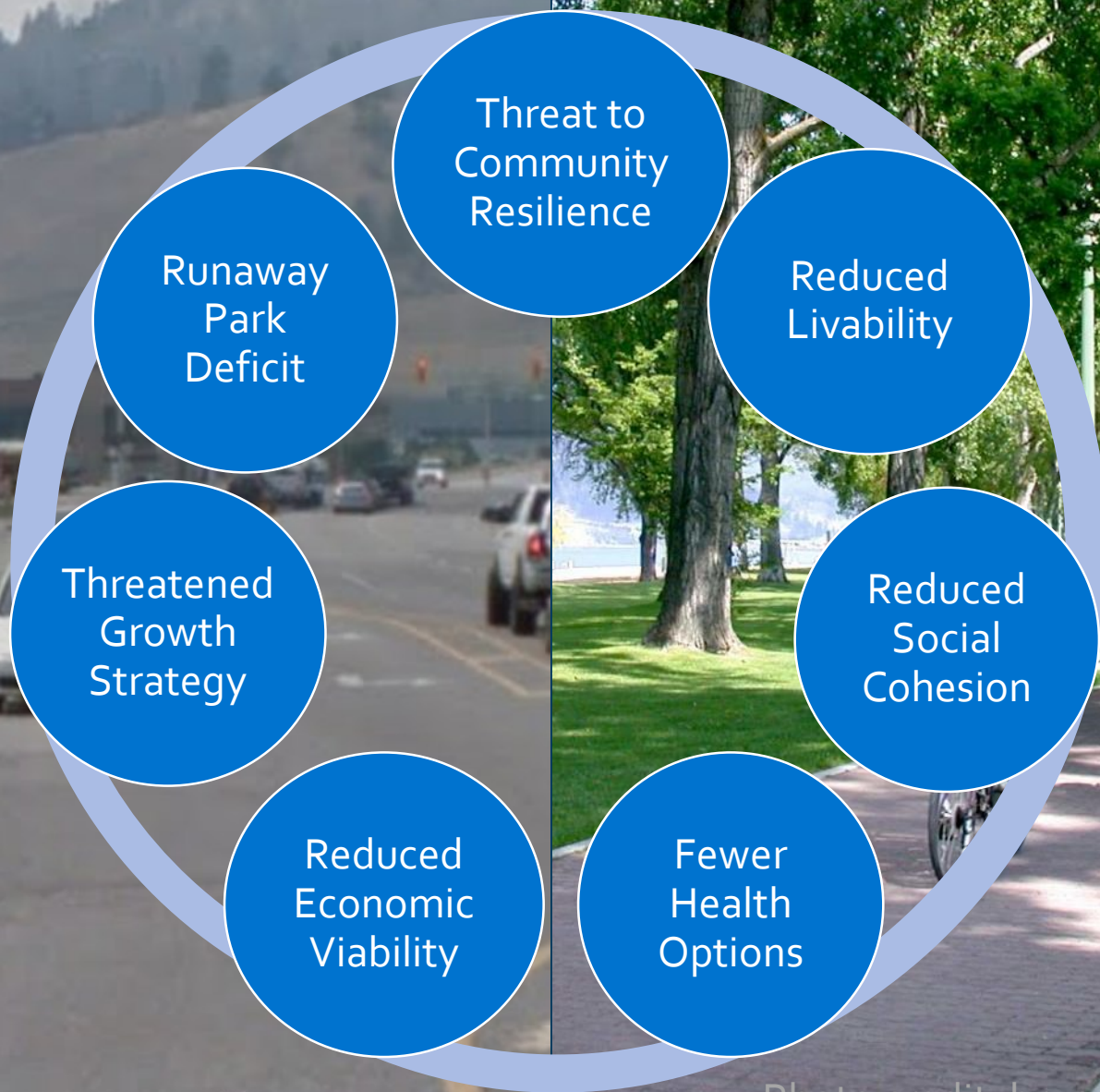


Photo credit: brucekepphotography

# Community Risks



Community  
for All

Photo credit: brucekepphotography

Community Building

[kelowna.ca](http://kelowna.ca)



Community  
for All

Social  
Connection

Photo credit: brucekepphotography

Community Building

kelowna.ca



Community  
for All

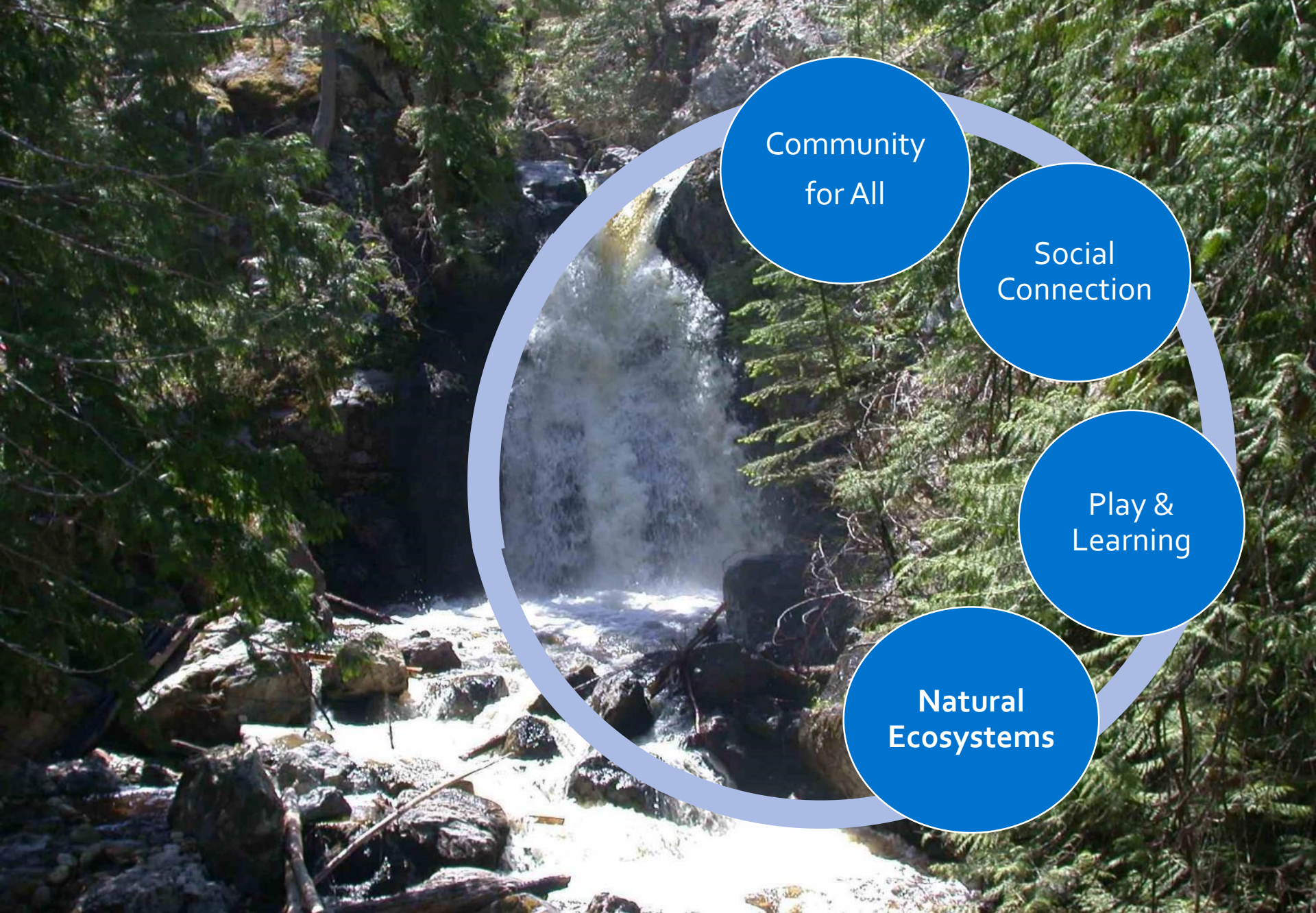
Social  
Connection

Play &  
Learning

Photo credit: brucekepphotography

# Community Building





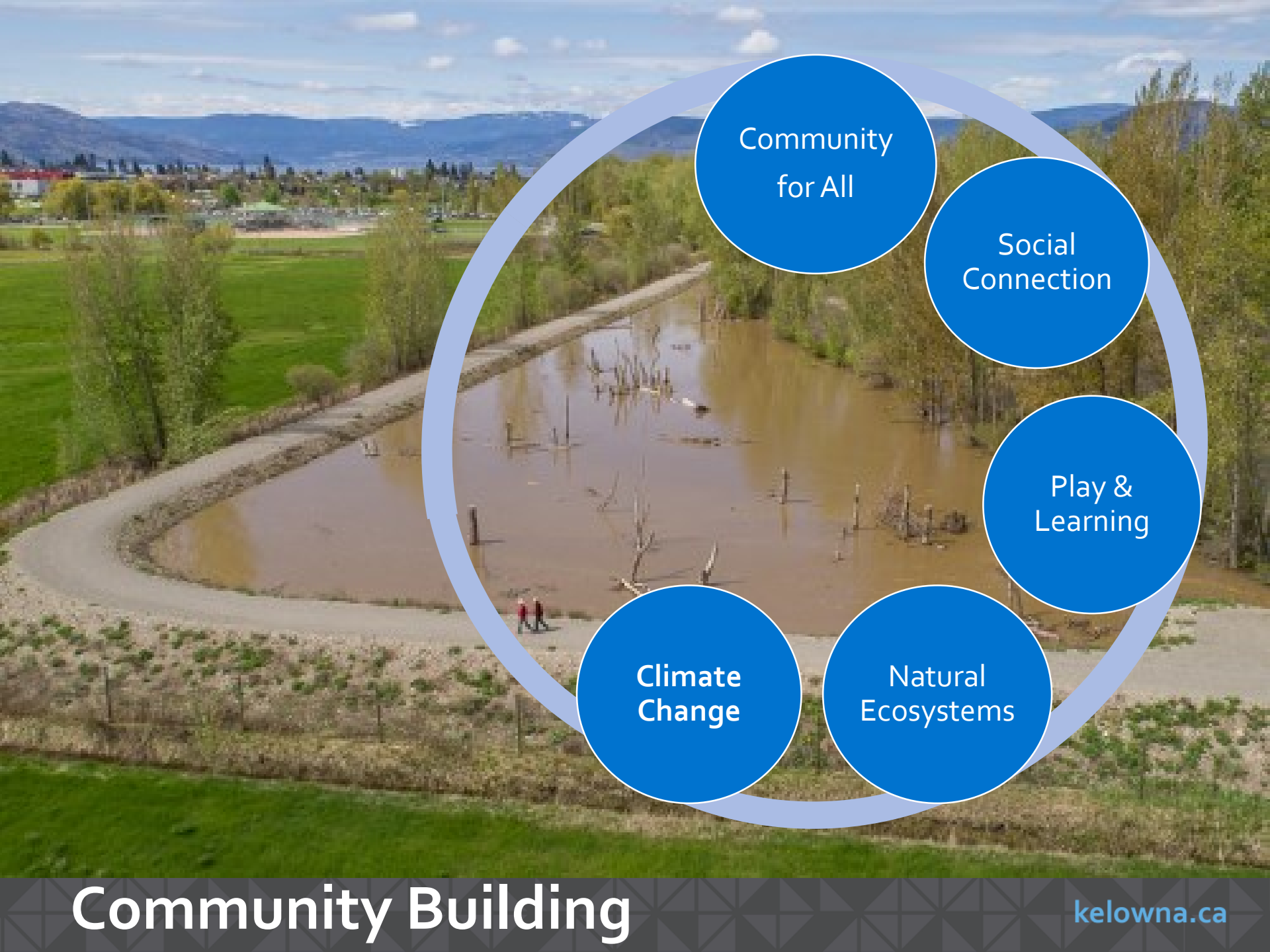
Community  
for All

Social  
Connection

Play &  
Learning

Natural  
Ecosystems

# Community Building



Community  
for All

Social  
Connection

Play &  
Learning

Climate  
Change

Natural  
Ecosystems

# Community Building



Community  
for All

Social  
Connection

Mental  
Health

Play &  
Learning

Climate  
Change

Natural  
Ecosystems

# Community Building



Photo credit: Kelownanow.com

Community  
for All

Active  
Living

Social  
Connection

Mental  
Health

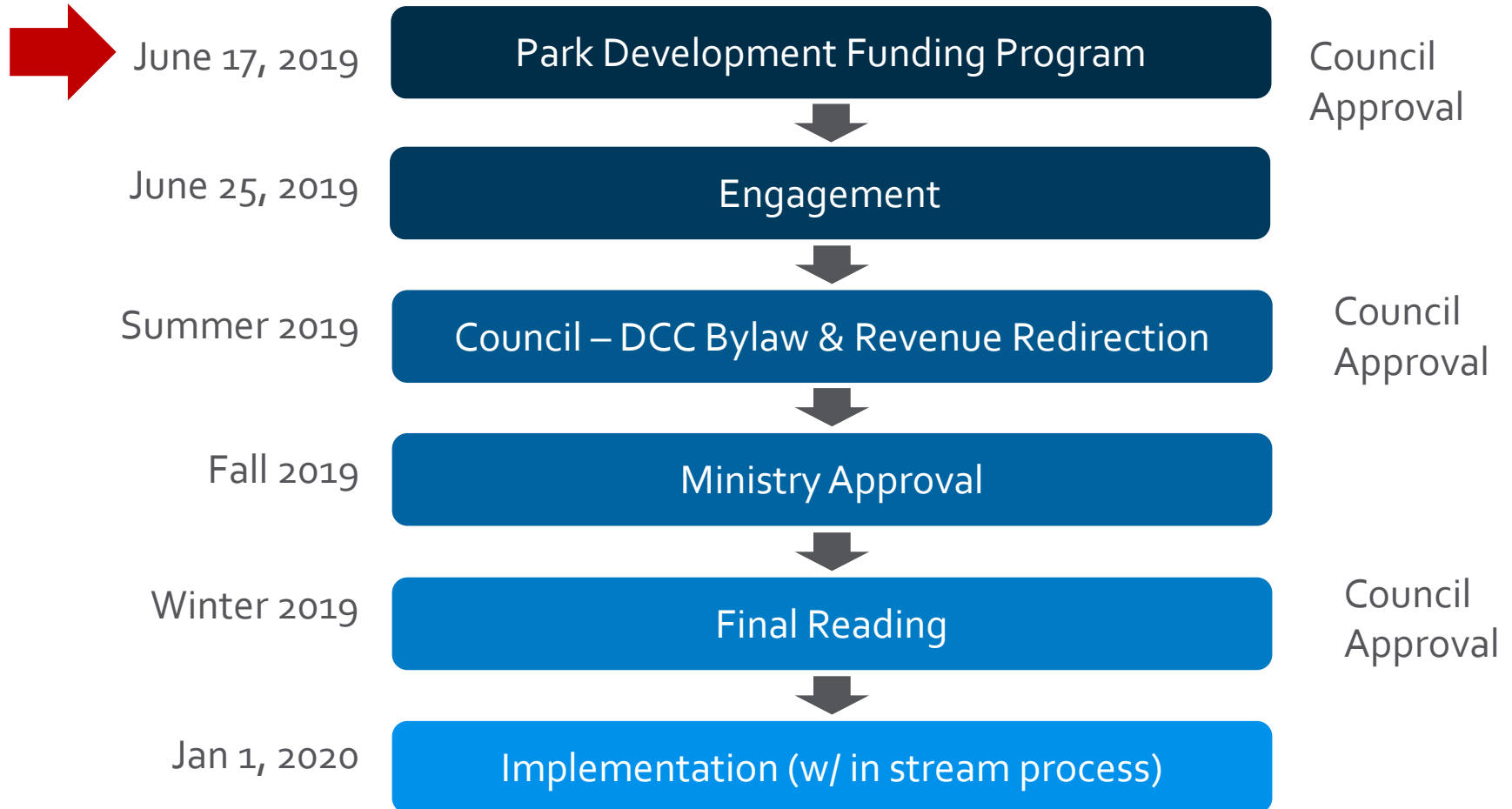
Play &  
Learning

Climate  
Change

Natural  
Ecosystems

# Community Building

# Next Steps





# Conclusion

Acquisition + Development  
Total Parks DCC Revenues:

- \$15,657,153 per annum
- \$156.5 million over ten years



# Conclusion

+ Infrastructure Levy + Parks Revenues

Total Parks Program:

- \$211 million over ten years
- of which, \$107 million for development

## Ten Year Capital Plan

	P1 \$ million	P2 \$ million
<b>Park Development</b>		
Neighbourhood Park	\$2.60	\$13.31
Community	\$10.25	\$38.97
Recreation	\$4.75	\$35.42
City-wide	\$9.85	\$36.22
Linear	\$4.11	\$6.62
<b>Total</b>	<b>\$31.56</b>	<b>\$130.54</b>

**66%**



# Conclusion

## Examples:

- 19 Neighbourhood Parks
- Rutland Centennial, De Hart, & Gallagher
- Improvements at all four Rec Parks
- Kerry Park, City Park & South Pandosy Waterfront



A person is standing in a water fountain, splashing water. The scene is set at sunset, with the sun low on the horizon, creating a warm, golden glow. In the background, there are several large, dome-shaped structures, possibly greenhouses or covered walkways. The water is splashing around the person, and the overall atmosphere is serene and refreshing. The quote is overlaid on the left side of the image.

**'The future belongs to  
those who prepare for it  
today'** Malcom X

# Council Resolution

THAT Council receives for information, the report from the Parks & Buildings Planning Manager dated June 17, 2019 with respect to the Parks Development Funding Program;

AND THAT Council directs staff to proceed with engaging with the public and key stakeholders on the Parks Development Funding Program Report, identifying Model A – Full Implementation, as the preferred model, and report back to Council with a proposed bylaw for the Parks DCC;

AND THAT Council directs staff to return to Council with a policy to assign all revenues generated within the parks system to the General Parks Development Reserve;

AND FURTHER THAT Council directs staff to return to Council with an increase in parking fees at the Cook Road Boat Launch and Rotary Beach as set out in this report.



*Questions?*

For more information, visit [kelowna.ca](http://kelowna.ca).