

# Report to Council



**Date:** November 18, 2024  
**To:** Council  
**From:** City Manager  
**Subject:** Parking Review  
**Department:** Development Planning

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**Recommendation:**

THAT Council receives, for information, the Report from the Development Planning Department, dated November 18, 2024, related to the provision of parking and the development application process.

**Purpose:**

To engage Council in a series of workshops on parking and transportation demand management in relation to new development.

**Council Priority Alignment:**

- Transportation
- Affordable Housing
- Climate and Environment
- Economy

**Background:**

Resolution	Date
<i>THAT Council directs staff to consider common parking concerns relative to some recent multi-family development projects and bring forward for discussion and evaluation options for possible amendments to select sections of the associated regulations and policies, inclusive of cash-in-lieu.</i>	August 12 <sup>th</sup> 2024

This is the first of two initial parking workshops to be presented to Council in response to the August 2024 Council resolution, ongoing development pressures, and in preparation for proposed amendments to the City’s off-street parking regulations in Zoning Bylaw No. 12375 – Section 8. The purpose of these parking workshops is to provide Council with information to support decision-making consistent with Council priorities, including housing affordability and supply, transportation, climate, and the economy. Parking management and proactive land use and mobility planning can be used to address several issues related to sustainable growth and urban development.

As a municipality, our ability to support reduced car dependency as part of a broader mobility strategy can be split into two basic categories: On-street parking management and the provision of off-street

parking. The convenience and availability of on-street and off-street parking affects car ownership and usage. Parking planning can impact land use, urban design, and building costs.

On-street parking management is the focus of the November 18, 2024 parking workshop. The second workshop will be held in the first quarter of 2025 and will address the various elements related to: off-street parking requirements for new developments, parking cash-in-lieu, modal shift and travel behavior. Following the Council workshops and completion of community engagement, Staff will follow up with proposed off-street parking bylaw amendments for Council consideration. Given the complexity of the subject and anticipated community interest related to parking regulations, Staff will seek feedback from Council to determine the need for additional workshops in 2025.

Staff have retained the expertise of a consulting transportation engineer and expert on mobility transformation, Dale Bracewell from Mobility Foresight. Dale's practice provides advisory services to municipalities across BC and Canada. Dale will present Council with a holistic mobility perspective on parking related to new development that supports the City of Kelowna's goal to work toward a smarter and more responsible approach to transportation as outlined in the [2040 Transportation Master Plan](#).

In the first workshop, Dale will focus on various on-street parking considerations, including:

- Current context: How is Kelowna doing?
- How does Kelowna compare to other cities and their growing pains?
- What could Kelowna consider immediately to improve on-street parking management?

#### **Discussion:**

Across many Canadian cities, residents often cite a lack of expected parking and anticipated traffic congestion as key concerns related to new multi-family development proposals. There is often an expectation that new development should resolve perceived or real on-street parking shortages, or at least not exacerbate any existing issues. As one of the fastest growing cities in Canada, Kelowna City Council and Staff regularly hear these community concerns.

Staff reviewed all parking related correspondence received by Council since March 2022. The concerns that were brought up generally fall into two groups:

1. concerns due to a specific development application proposal and,
2. neighbourhood level concerns about parking not corresponding to a particular development application.

The main themes regarding parking concerns include:

- Impacts to on-street parking;
- Pre-existing parking issues;
- Not enough off-street parking spaces provided by development;
- Lack of transit options;
- Traffic congestion;
- Bylaw complaints due to on-street parking related matters;
- Access to businesses;
- Lack of visitor parking;
- Size of parking stalls; and
- Car-share locations.

Of the total volume of correspondence that were received relating to specific development application, a clear majority, 98% of parking concerns, were in areas of the City that do not have any on-street parking management.

By the end of 2024, the Parking Operations team are on track to receive approximately 6,000 service requests between Kelowna Parking (*our pay parking/contractor managed operation*) and Parking Services (*our in-house staff responsible for managing time-restricted areas, petitions, and signage requests throughout the city*). Most service requests are dealt with by staff and are rarely elevated to Council. Analysis of the nature of the service requests and the usability of the available data requires further examination.

#### On-Street Parking Management:

On-street parking management includes time restricted parking, pay parking, and residential permit parking. When on-street parking is neither managed through pricing nor time restrictions, it is available for anyone to use at any time of day, at no cost. Parking is one part of how we allocate public space on a street and when it is unregulated, it is available on a first-come, first-served basis. There is no such thing as private street parking in front of any home in a residential area in the City. The streets are open to the public and anybody may legally park on a residential street unless posted otherwise. In the absence of a posted time limit, parking on any city street is subject to a 24-hour maximum, that is typically enforced on a complaint basis only.

A consequence of unrestricted free on-street parking is excessive use by some and lack of opportunity for others who need to share the same public space resource to periodically park their cars, including visitors and tradespeople servicing homes. For example, any household could use their garage for long-term storage and park on the street with little concern for bylaw enforcement. Some residential streets may also experience parking spillover from nearby commercial or office uses. A lack of on-street parking management sets the expectation that new developments will reduce the availability of existing on-street parking - something local residents have come to rely on. Again, the most common concerns in response to new development proposals are a lack of visitor parking, clogged city streets, and concerns that new development will further reduce the availability of on-street parking.

On-street parking is a public asset. Managing public expectations for this amenity is as critical as managing other public assets for the common good of all. Over the past decade, the City of Kelowna has developed a robust framework to address the unique challenges and opportunities associated with on-street parking. The City's Parking Management Strategy, approved by Council in early 2014 after extensive community consultation and feedback, was based on the objective of "effectively managing available parking infrastructure to support vibrant neighborhoods and commercial areas, create a balanced transportation network, and build equity for future needs". Guiding principles were endorsed by Council as part of the Parking Management Strategy:

**Improves availability of short-term parking spaces:** Focus on excellent short-term parking management to support higher turn-over while maintaining a governing role in long-term parking solutions. The City's primary role should evolve to provide better short-term public parking, with a secondary role of governing and planning for long-term parking. Pricing levels should encourage private investment.

**Continues to pay for itself so that general taxation is not impacted:** The parking system will continue to pay for itself (will operate under a user-pay cost recovery model). There are many costs associated with parking: infrastructure, maintenance, equipment, enforcement, software, upgrades, customer service applications, replacement, land acquisition, management and more.

**Offers customer service options for better**

**customer interaction:** Focus on customer service and fairness in parking practices by providing options, technologies and information. Payment options, fair practices and real-time information make parking more accessible, easier to find, eases (or lessens) enforcement and supports active business areas and balanced neighbourhoods.

**Works with institutions, businesses and developers:** The City will work with institutions, businesses and developers to plan solutions for parking management. Parking policies must support the private and institutional sectors to ensure efficient and economical ways to address parking and transportation overall. Policies should encourage private investment.

**Provides a balanced transportation network for residents:** Parking will be used to support a more balanced transportation system. Parking is part of the larger transportation picture. Inexpensive and plentiful parking will not encourage people to use transit, walk, or cycle. Strategies must manage the supply of various types of parking and pricing to align with objectives in the 2040 Transportation Master Plan to deliver on our goals of a more sustainable and equitable future for the community.

#### Current situation:

On-street parking management is regulated by [Traffic Bylaw No. 8120](#) and [Residential Permit Program Council Policy No. 366](#), which regulates the resident parking permit program. Staff currently implement or expand on-street parking restrictions through an area planning process, or as part of a major City project. Through the [Parking Management Strategy](#), several area plans, including community consultation, have been completed and endorsed by Council, including South Pandosy in 2014, the Hospital Area in 2016, and Downtown in 2019.

Outside of formal planning, the City relies on neighbourhoods to initiate and complete a petition process, through Policy 366. Ideally, Parking Services with support from Development Planning, would proactively review urban areas in advance of new development. Parking Services does not have the resources to proactively review areas to implement on-street parking controls in advance of growth.

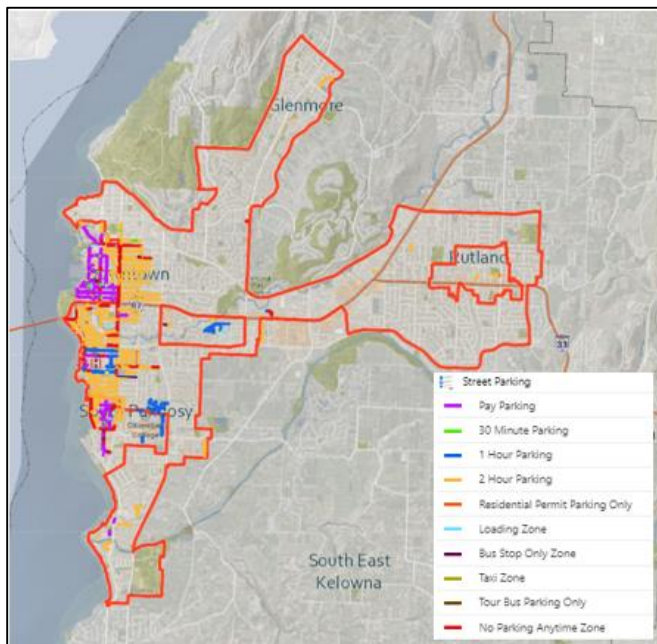


Figure 1 Core Area On-street Parking Management

Currently, on-street parking management controls are only in effect on 11% of the total linear kilometers of streets in the City's Core Area.

Updates to on-street parking management, off-street parking regulations, and the [Payment-in-lieu of Parking Bylaw No. 8125](#), in tandem with the provision of other mobility choices, are anticipated to gradually decrease car dependency and corresponding on-street parking demand. These changes are also expected to alter the types of parking concerns Council receives through correspondence, often centering around the continuous expectation of plentiful and unpriced on-street parking. The desired outcome is to proactively complete on-street parking management in more urban areas, resulting in a shift from residents' complaints expressing opposition to new developments due to potential effects of on-street parking availability, to more technical complaints based on hours of enforcement and permit availability. For example, when the latest towers on Sunset Drive (1151 and One Water) went to Council for approval, there were limited complaints by the neighbours as on-street parking is being effectively managed in the area. While parking challenges and complaints will never stop in a growing city, we can work towards improving the outcomes and expectations as additional mobility choices become available to more residents, in particular in the urban centres and the core area.

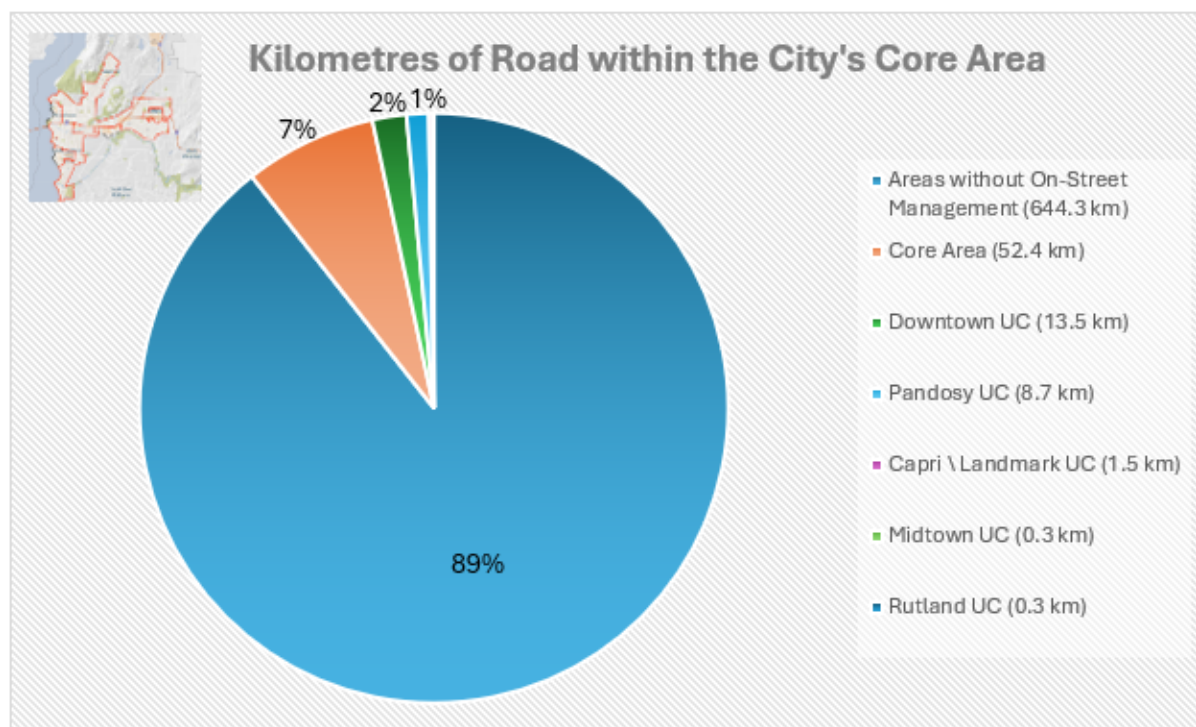


Figure 2 On-street Parking Management in Core Area by Linear Kilometre

#### Staff Recommendation & Next Steps:

Continued expansion of on-street parking management and amendments to off-street parking regulations are necessary to respond to systematic neighbourhood-level parking concerns and achieve Council's priorities in managing future growth. In the next workshop, Staff and our mobility consultant will discuss different approaches to off-street parking requirements and other aspects of reducing trip generation and maximizing traveler choices as Kelowna strives to meet its housing objectives and mobility targets.

**Internal Circulation**

Communications  
Development Engineering  
Housing Policy & Programs  
Long Range Planning  
Parks & Building  
Real Estate Services  
Transportation

**Considerations applicable to this report:**

2040 Official Community Plan  
2040 Transportation Master Plan  
Council Policy 247: Hierarchy of Plans  
Housing Needs Assessment 2023  
Capri-Landmark Urban Centre Plan  
Imagine Kelowna

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