Attachment 2

CITY OF

KELOWNA

PARKS DEVELOPMENT REPORT

A study of underdeveloped, undeveloped and future park sites.

May 2017

City of Kelowna

EXECUTIVE SUMMARY

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

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

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

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

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

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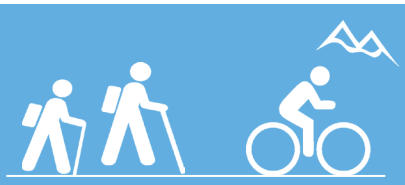
1.0 PARK INFRASTRUCTURE OBJECTIVES

2030 Official Community Plan



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

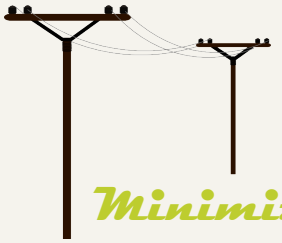
PROVIDE ACTIVE AND PASSIVE PARKS

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 intrusion of utilities in parks.

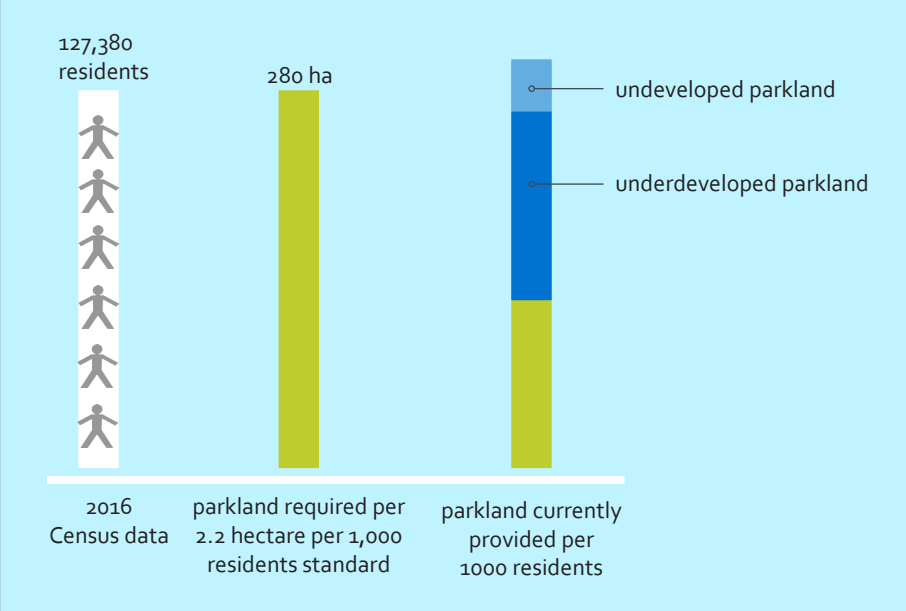
Minimize environmental impacts of parks.

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

2.0 BENCHMARK STUDY

How are we measuring up?

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



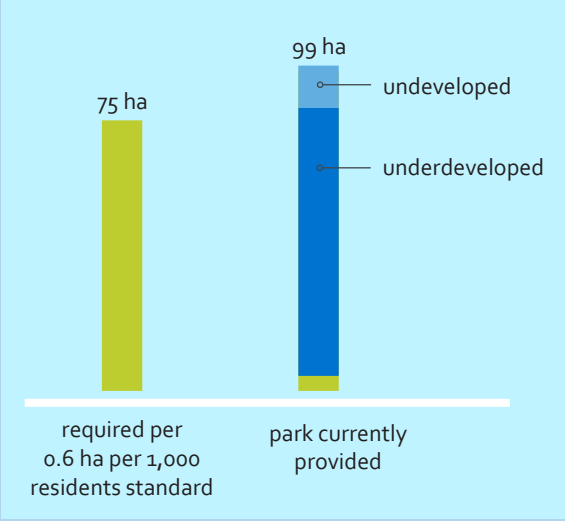
Provision of 2.2 ha of active parkland per 1,000 residents

How are we measuring up? (continued)

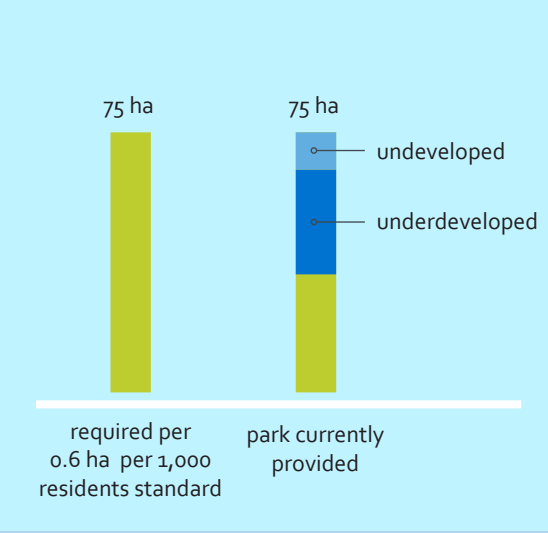
Within the Active Park Standard policy, the 2.2 hectares is approximately comprised of 0.6 hectares of neighbourhood park, 0.4 hectares of community park, 0.6 hectares of recreation park, and 0.6 hectares of city-wide park. Linear and natural area parks are not included in this measure. The following info graphics provide a snapshot of each park class and how it relates to the intentions set out in the Active Park Standard policy.

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

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



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



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

3.0 PARK PROVISION

3.1 THE QUALITY OF OUR PARKS

From our staff:

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

JOE CRERON, Deputy City Manager

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

TERRY BARTON, Urban Planning Manager

From our citizens:

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

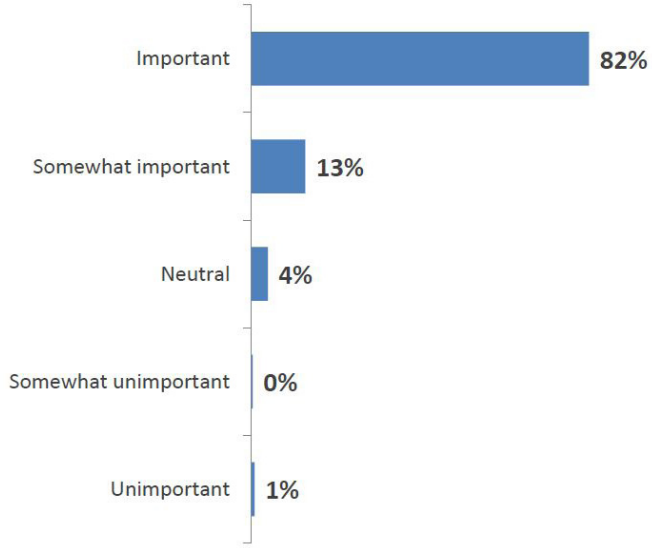
"I live with my 15 yr. old daughter in a townhouse near Richmond Park. We love the park and would use it more if it weren't for the undesirables there. There are a lot of kids in the neighborhood that live in condos or townhouses and have no place to play and would use the park more if there was equipment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

Comments via 'Service Request'

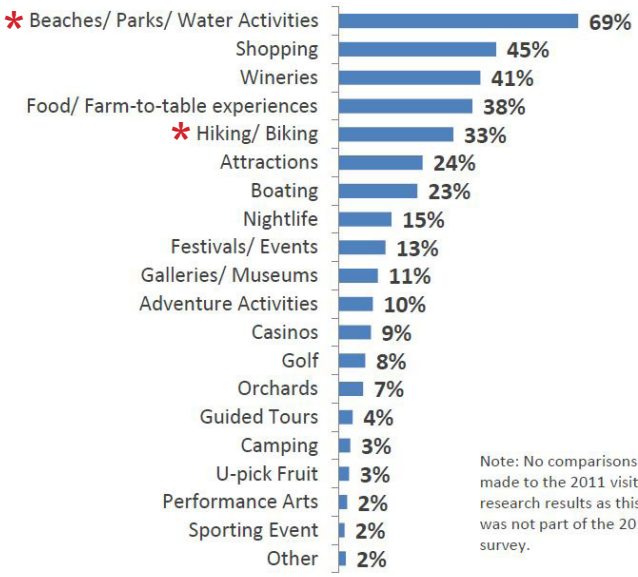
From our visitors:

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

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



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.

3.2 TYPE AND QUANTITY OF OUR PARKS

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

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

3.3 PRIORITIZING PARK DEVELOPMENT

The City park development priorities are based on multiple factors:

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

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

Examples from Seattle, WA:

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

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

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

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

4.0 REPORT CARD | NEIGHBOURHOOD PARKS

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

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

4.1 SUCCESSFUL PARKS

BELLA VISTA | KETTLE VALLEY

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

BIRKDALE | BLACK MOUNTAIN

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

HARTWICK | GLENMORE

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

4.2 NEIGHBOURHOOD PARK DEVELOPMENT FUNDING

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

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

4.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE NEIGHBOURHOOD PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Lost Creek Park	Undeveloped	0.21 ha	Funded Playground, pathway, benches	Funded in 2017 capital budget as a park development partnership
Barlee Park	Underdeveloped	0.37 ha	Existing Community garden	
			Proposed Playground, open lawn area	P2 in 2017 ($400,000)
Ballou Park	Underdeveloped	1.44 ha	Existing Playground, picnic table, community garden	
			Proposed Trailhead, court sport, open lawn area	
*** Martin Park**	Undeveloped	1.54 ha	Existing Martin Avenue Mosaics (community public art)	Potential to be 1/6 parks developed as P1
*** Casorso Park**	Undeveloped	1.70 ha	Proposed Comm. garden, playground	Potential to be 2/6 parks developed as P1
*** Walrod Park**	Undeveloped	0.98 ha	Potential to relocate Knox tennis courts here	Potential to be 3/6 parks developed as P1
*** Landmark Urban Centre Park**	Future	-	-	Potential to be 4/6 parks developed as P1
*** Kirschner Park**	Future	-	-	Potential to be 5/6 parks developed as P1
*** Burne Ave. Park**	Future	-	-	Potential to be 6/6 parks developed as P1
**** Prospect at Black Mountain Park**	Future			Unfunded (identified as P2 in 2030 Plan)
**** Elliot Ave. Park**	Future			Unfunded (identified as P2 in 2030 Plan)
**** Johnson Rd. Park**	Future			Unfunded (identified as P2 in 2030 Plan)
**** Marshall St. Park**	Future			Unfunded (identified as P2 in 2030 Plan)
**** Wilson Ave. Park**	Future			Unfunded (identified as P2 in 2030 Plan)
**** Wilden - Hepner Park**	Future			Unfunded (identified as P2 in 2030 Plan)
**** Wilden - Landrover Park**	Future			Unfunded (identified as P2 in 2030 Plan)
****University South Park #2**	Future			Unfunded

4.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE NEIGHBOURHOOD PARKS (continued)

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

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

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

5.0 REPORT CARD | COMMUNITY PARKS

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

5.1 SUCCESSFUL PARKS

BEN LEE PARK | RUTLAND

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

BLAIR POND PARK | GLENMORE

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

QUILCHENA PARK | SW MISSION

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

5.2 COMMUNITY PARK DEVELOPMENT FUNDING

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

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

5.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE COMMUNITY PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Rowcliffe Park	Undeveloped	2.02 ha	Existing Off-leash dog park Funded Phase1: Playground w/ walkway + sod berm Phase 2: perimeter walkway, stage, vehicle access easement Phase 3: play field, community gardens, dog park, heritage walk, plaza area	Funded in 2017 ($1.7 million) P1 in 2018 ($1 million) P1 in 2019 ($1.2 million) P1 in 2021 ($500,000)
Rutland Centennial	Underdeveloped	2.46 ha	Existing Playground, pathway + benches Funded Performance stage, sport court/field, multi-cultural gardens, washrooms	P1 in 2018-20 ($3.5 million)
Dehart Park	Undeveloped	3.74 ha	Existing Comm. garden, tennis courts Funded Walking trails, bike course, youth area	P1 in 2021-24 ($4.7 million)
Gallagher Park (Black Mountain)	Undeveloped	6.00 ha	Not yet planned	P2 in 2024-25 ($900,000)
University South Park	Undeveloped	N/A	Proposed Washrooms Sport field Playground Pathway	P2 in 2025-26 ($1.6 million)
Aurora Park	Undeveloped	0.34 ha	Not yet planned	Unfunded
Begbie Park	Undeveloped	1.27 ha	Not yet planned	Unfunded
Quilchena Park / Blair Pond Park	Underdeveloped	N/A	Both parks require washrooms	Unfunded
Ponds Community Park	Underdeveloped	7.6 ha	Requires a sports park	Unfunded
Wilden - Village Centre Park	Future	-	-	Unfunded
Dayton Park	Future	-	-	Unfunded
Ellison Lake Park	Future	-	-	Unfunded
Rutland Town Centre Park	Future	-	-	Unfunded

6.0 REPORT CARD | RECREATION PARKS

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

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

6.1 SUCCESSFUL PARKS

MISSION REC. | ARTIFICIAL TURF

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

MISSION REC. | SOFTBALL

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

PARKINSON REC. | ANGEL WAY

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

6.2 RECREATION PARK DEVELOPMENT FUNDING

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

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

6.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE RECREATION PARKS

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

7.0 REPORT CARD | CITY-WIDE PARKS

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

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

7.1 SUCCESSFUL PARKS

STUART PARK | DOWNTOWN

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

MUNSON POND | E. KELOWNA

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

ROTARY BEACH PARK | S. PANDOSY

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

7.2 CITY-WIDE PARK DEVELOPMENT FUNDING

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

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

7.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE CITY-WIDE PARKS

Name	Status	Area (ha)	Key Features	2030 Capital Plan
Boyce-Gyro Beach Park	Underdeveloped (per 2016 concept plan)	3.6 ha	Existing Beach volleyball courts, passive green space, washrooms, playground, concession Funded Parking lot expansion, beach volleyball courts, public art, multi-use corridor connection, washroom renovations	Funded in 2017 ($2.2 million)
Sarsons Beach Park Expansion	Underdeveloped	1.1 ha	Existing Playground Passive green space Funded Expansion of beach area	P1 in 2019 ($340,000)
Kerry Park	Underdeveloped (per 2016 concept plan)	0.70 ha	Existing Sails Plaza Spirit Stage + plaza Passive green space Ogopogo sculpture Promenade Funded Promenade, plaza improvements, event ground / passive recreation, enhanced landscaping, + Sails plaza	Phase 1 funded in 2017 ($1.1 million) *Now deferred to 2018-19
				Phase 2 P2 in 2018 (2.7 million)
City Park	Underdeveloped (per 2014 Mas-ter Plan)	13.2 ha	Existing Soccer field, various courts, playground, lawn bowling + clubhouse, passive green space, cenotaph plaza, washrooms, spray park, skate park Funded Foreshore stabilization Promenade enhancements	Accepted in 2017 budget ($400,000) P1 in 2020 ($1.2 million)
			Proposed Spray park, skateboard, playground, picnic area + pathway system	P2 in 2020-22 ($6.4 million)
South Pandosy Waterfront Park	Undeveloped	7.0	Funded Riparian restoration, public pier, boat launch, paddle centre, public washroom, promenade + pathways	P1 in 2026-27 ($2.2 million)

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

Sutherland Bay	Underdeveloped	2.0 ha	Existing Playground, passive green space, pathway system Funded Restored shoreline	Funded in 2017 ($200,000)
			Proposed Expansion of park, new amenities	P2 in 2023-24 ($4.4 million)
Surtees Property	Undeveloped	1.6 ha	Proposed Linear park connection, trailhead + cultural interpretation	Site to be developed in partnership with a commercial developer
Bennett Plaza	Underdeveloped	0.06 ha	Proposed Entrance to Art Walk Accessible plaza Public art	P2 in 2019-20 ($1.7 million)
Waterfront Park	Underdeveloped	8.5 ha	Proposed Overall park improvements	Not identified in 2030 plan
Rotary Beach Park	Underdeveloped	1.4 ha	Proposed New parking layout Improved landscape and plaza areas Improved play area Pedestrian connections Lakeshore Rd. multi-use corridor	Not identified in 2030 plan
Bluebird Waterfront Park	Undeveloped	1.1 ha	Not yet planned	Not identified in 2030 plan
Dewdney Park (Melcor land beach access)	Future	-	-	Partnership commitment from developer (50/50)
Garner Pond	Future	-	-	Unfunded
University South	Future	-	-	Unfunded
Mine Hill Mountain Park	Future	-	-	Unfunded
Confluence of Francis Brook / Mill Creek	Future	-	-	Unfunded
Wilden - Summit Park	Future	-	-	Unfunded
Kirschner Mountain Park #1 + #2	Future	-	-	Unfunded
Mouth of Mission Creek -Truswell Property	Future	-	-	Unfunded

UNDEVELOPED, UNDERDEVELOPED + FUTURE CITY WIDE PARKS (continued)

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

8.0 REPORT CARD | NATURAL AREA + LINEAR PARKS

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

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

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

8.1 SUCCESSFUL NATURAL AREA PARKS

KNOX MOUNTAIN PARK

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

CHICHESTER WETLAND PARK

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

8.2 NATURAL AREA PARK DEVELOPMENT FUNDING

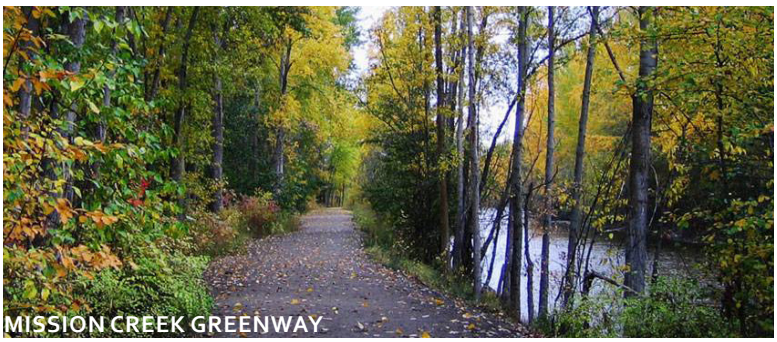
The current 2030 Capital Plan identifies $2.8m for ongoing improvements at Knox Mountain Park from 2017-2030 as Priority 1. Also identified as Priority 1 is $650,000 for natural area park/trail development.

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

8.3 UNDEVELOPED, UNDERDEVELOPED + FUTURE NATURAL AREA PARKS

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

8.4 SUCCESSFUL LINEAR PARKS



MISSION CREEK GREENWAY

- Provides multi-use connectivity from the southeast end of Kelowna through the Okanagan Lake.
- Constructed in partnership with RDCO, who has a license to occupy the trail and takes responsibility for maintenance and operations
- Home to breeding and migratory birds

LOCHVIEW TRAIL

- 'Hidden gem' trail along Okanagan Lake
- Rigorous climb
- Provides access to two beach areas, including Paul's Tomb.
- Amazing views north and south through the valley

RAILS WITH TRAILS

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

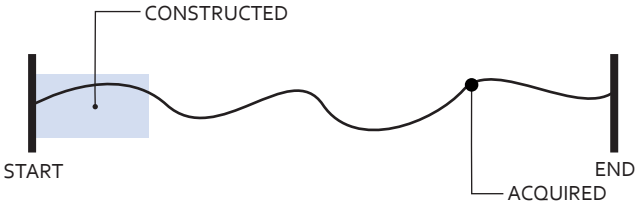
8.5 PRIORITY LINEAR PARKS FOR DEVELOPMENT

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

8.6 PRIORITY LINEAR PARK STATUS UPDATE

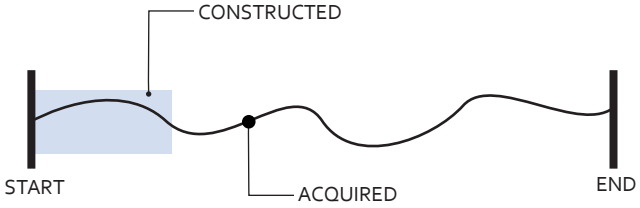
1. WATERFRONT WALKWAY

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



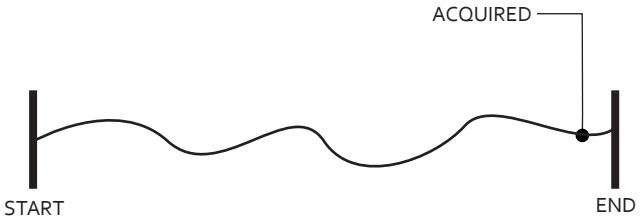
2. MILL CREEK LINEAR PARK

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



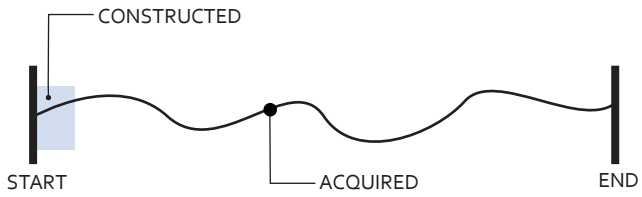
3. RAIL TRAIL (UBCO TO DOWNTOWN)

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



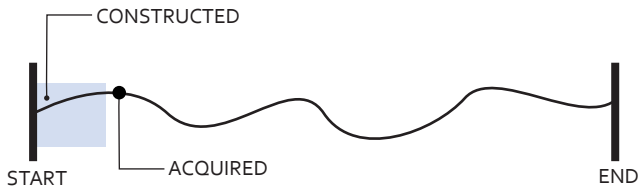
4. BELLEVUE CREEK LINEAR PARK

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



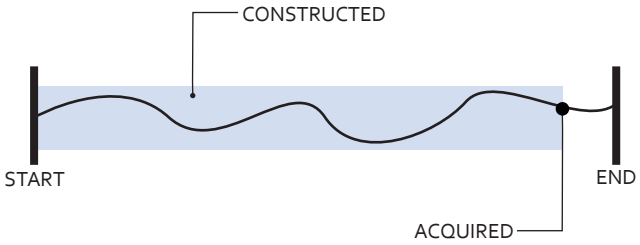
5. GOPHER CREEK LINEAR PARK

- 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: 90%
- Trail construction completed: 15 kilometres



9.0 PARK DEVELOPMENT FUNDING OPTIONS

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

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

The options have been categorized into nine headings:

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

Development Cost Charges (DCCs)

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

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

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

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

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

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

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

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

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

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

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

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

	Kelowna	Abbotsford	Kamloops	Langley	Chilliwack	Surrey [1]	Richmond [1]
Policy for provision of parkland per 1000 residents?	Yes	Yes	Yes	No	Yes	Yes	Yes
What is the ratio?	**2.2 hectares per 1000 population**	**3.4 hectares per 1000 population**	**15-20 hectares per 1000 population**	**3.2 hectares per 1000 population** (as a guideline, not a policy)	**4.0 hectares per 1000 population**	**2.4 hectares per 1000 population**	**3.1 hectares per 1000 population, except 1.3 hectares per 1000 population in City Centre**
What type of parks are included?	City-wide, recreation, community and neighbourhood parks. Does not include linear parks, creek corridors and natural open space.	City-wide, community and neighbourhood parks. The City of Abbotsford also has a standard that 6% of its land base should be parkland.	All types of parks (active, passive, open space and more). The City currently has 4.3 ha / 1000 population	Municipal, conservation, community and neighbourhood parks.	Community and neighbourhood parks.	City-wide and neighbourhood parks. These targets do not include destination or regional scale parkland.	City-wide, community, neighbourhoods
Park development costs included in the DCC program?	**No** – Only parkland acquisition costs are included in the DCC bylaw.	**Yes** – Development of all forms of parks.	**Yes** - DCC parks development program primarily includes projects that are intended to serve the broader needs of the community, rather than specific neighbourhoods. City-wide parks development and trail systems development are good examples of projects included in Kamloops's DCC program.	**Yes** – DCC parks development program includes improvements to various neighbourhood, community and municipal parks throughout the Township.	**Yes** – Development of all forms of parks.	**No** – Only parkland acquisition costs are included in the DCC bylaw.	**Yes** – Development of all forms of parks.
Is non-residential development included in the DCC program?	No	No	No	No	Most non-residential uses do not pay parks DCCs, however, institutional uses do pay parks DCCs	Some non-residential uses do not pay parks DCCs, however, Highway 99 Corridor commercial and industrial uses do pay parks DCCs	**Yes** – All uses contribute to both park development and acquisition
Parkland acquisition included in your DCC bylaw?	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Are neighbourhood parks included?	Yes	Yes	Yes	No	Yes	Yes	Yes
What types of parkland are acquired through 5% dedication at subdivision?	The City does not generally use the 5% parkland dedication / cash-in-lieu provisions outlined in the Local Government Act (LGA) – the City uses DCCs for acquisition.	No prescribed list, but dedication is generally determined on a case by case basis. Typically, 5% cash-in-lieu is taken.	The minimum 5% parkland dedication is applied in newly developing areas and this is used to support recreational uses such as sports and active play. The Kamloops parks Master Plan states Open Space (steep slopes, gullies, etc.) should not be included in the 5% parkland dedication.	The Approving Officer is empowered to make decisions as to the requirement of the 5% parkland dedication or cash in lieu from subdivision proposals. This is used to acquire primarily neighbourhood parkland. The Development Cost Charges Bylaw (adopted in 2008), states DCC parkland acquisition charges do not include neighbourhood level parks.	The 5% dedication is used to fund specifically neighbourhood level parks. The 5% dedication is applied separately from DCCs, which are used for funding indoor facilities, "community level" parks and sport fields that serve a much larger geographic area.	The City of Surrey Parks, Recreation And Culture Strategic Plan allows the 5% parkland dedication tool to acquire all types of parks with consideration for the size of the proposed parkland, ecological integrity of the surrounding system, optimal community use, anticipated long-term viability and the "fit" within the catchment area.	Richmond applies the 5% land dedication policy for new developments. Location goals, as stated in the City of Richmond Park Classifications, are used as the evaluative criteria for acquisitions. They also often consider taking cash in-lieu. This covers most types of parkland.

	Kelowna	Abbotsford	Kamloops	Langley	Chilliwack	Surrey [1]	Richmond [1]
What percentage taxation assist goes to parkland?	**8%**	**5%**	**1%**	**1%**	**10%**	**5%**	**1%**
Density gradient used to determine Parks DCC rates?	**No** – same charge regardless of density for Parks DCCs; except Residential 5 - multi-family units of 55.8 square meters or less are charged per sq.m..	**Yes** – Parks DCC varies by land use category • Rural Residential • Urban Residential • Medium Density • High Density • Congregate Care	**Yes** – Parks DCC varies by land use category • Single and Two Family Residential • Multi-Family Residential – Low Density (per unit) • Multi-Family – Medium Density (per unit) • Multi-Family – High Density (per unit)	**Yes** – Parks DCC varies by land use category • Residential 1 - represents 15 or less dwelling units per hectare; • Residential 2 - represents 16 to 44 dwelling units per hectare; • Residential 3 - represents 45 to 74 dwelling units per hectare; and • Residential 4 - represents greater than 74 dwelling units per hectare.	**Yes** – Parks DCC varies by land use category with • Single Family, Duplex • Townhouse & Other • Apartment • Small Apartment **Note:** Townhouse & Other, Apartment, Small Apartment have the same DCC rate which is lower than the rate for Single Family and Duplex.	**Yes** – Parks DCC varies by land use category. Some of multi-family residential uses have been categorized together in the DCC bylaw and have the same rate per sq. ft.	**Yes** – Parks DCC varies by land use category • Single Family • Townhouse • Apartment

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

Revenues

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

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

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

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

Parking Revenue

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

Recreation user fees

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

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

Lease or land sale

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

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

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

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

Partnerships

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

- Ensuring that park amenity development remains equitable and fairly distributed across the City (ie. preventing a developer or neighbourhood unreasonably jumping the queue through partnering).
- Guaranteeing park amenities remain in line with City goals and policies (ie. sports partnerships developed to ensure equal distribution of provision across the City).

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

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

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

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

Grants

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

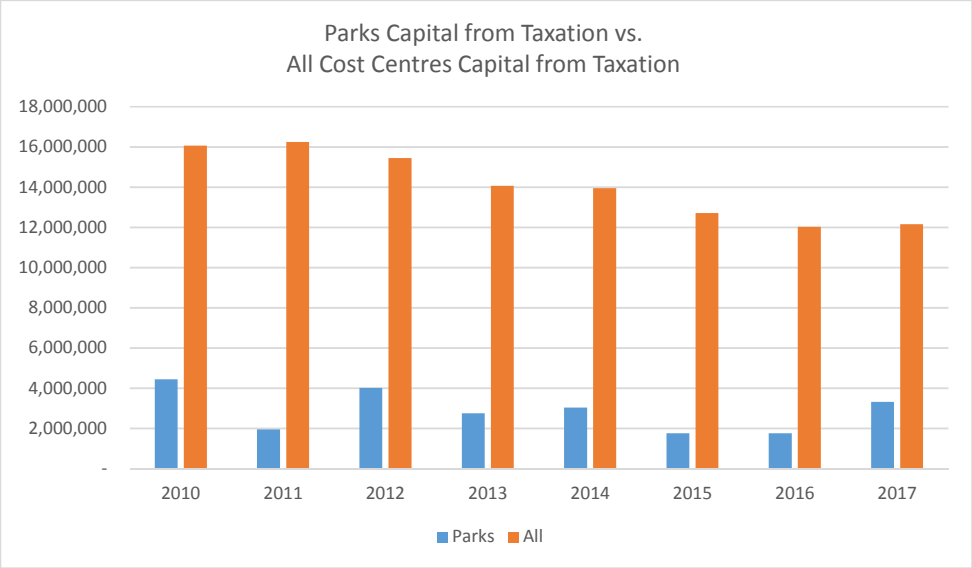
Community Amenity Contributions

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

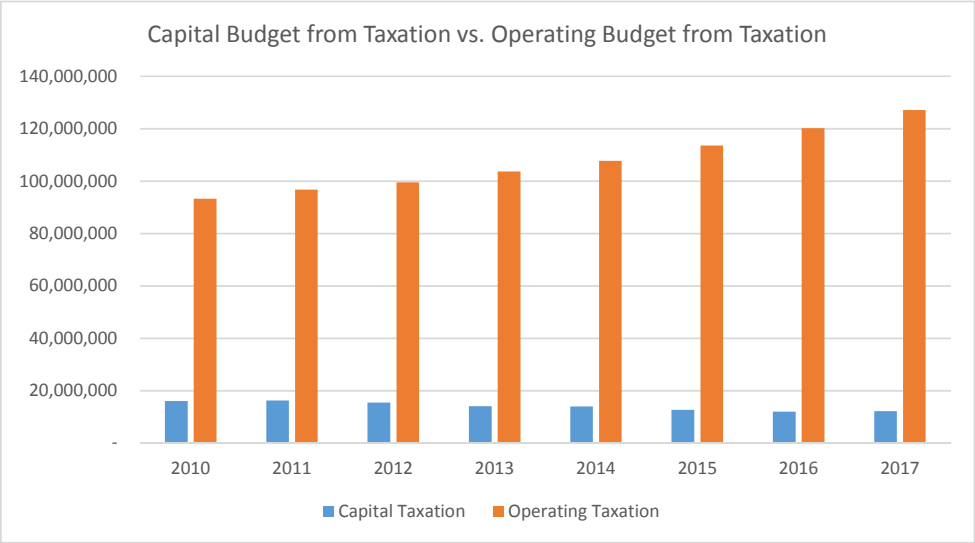
CACs have been included as an option in order to be comprehensive. However, as a negotiated contribution CACs are typically very difficult to impose equitably, and therefore not popular with either municipalities or the development community.

General taxation

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



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



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

Tourism taxation

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

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

Parcel taxation

This option would identify a portfolio of high priority park projects across the City in order to approach the electorate for funding through a specific tax over and above general property tax levels. In order to be equitable and serve a wide portion of the population, the portfolio of projects should be evenly distributed across the City, and serve a broad spectrum of different park user groups. The portfolio might include several high profile city-wide parks (City Park, South Pandosy, Bluebird Ave (Lakeshore), etc.), recreation park upgrades, and/or undeveloped community parks.

The parcel tax would require a referendum, and therefore most likely coincide with a municipal election. This parcel tax may be implemented as a one off tax, or collected over several years. While additional taxes are rarely welcomed, parks projects are typically popular with the electorate and a portfolio of carefully chosen park projects may be one of the most likely proposals to succeed.

Conclusion

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

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

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

10.0 TEMPORARY USAGE IN PARKS

Temporary Access

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

Temporary Uses

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

Other Pressures

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

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

Inaccessible Sites

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

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

Conclusion

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

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

APPENDIX A

PARKS POLICIES

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

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

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

Policy .1

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

Policy .2

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

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

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

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

Policy .3

Regional Parks. Support the acquisition of regionally significant natural areas under the Regional Parks Legacy Program.

Economic Sustainability | Social Sustainability | Environmental Sustainability | Cultural Sustainability

Objective 7.14 Provide waterfront parkland along the Okanagan Lake shoreline.

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

Objective 7.15 Develop park partnerships.

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

Objective 7.16 Develop parkland to respond to user needs.

Policy .1 **Design to Context.** Design park space to reflect neighbourhood context.

Policy .2 **Park Accessibility.** Design parks to meet the needs of a variety of user groups, including families, youth, and seniors. Where appropriate, parks will be designed to meet universal access standards for outdoor spaces.

Objective 7.17 Minimize environmental impacts of parks.

Policy .1 **Manage Public Access.** Manage the impacts of public access in natural area parks by defining and developing trails which maximize public safety while minimizing human impact on the most sensitive and vulnerable areas; and reducing the impact of trails for example by reducing width, modifying surfaces, and developing boardwalks.

Policy .2 **Water Conservation.** Conserve water by improving the efficiency of existing irrigation systems, improving park construction standards, designing for water conservation, using non-potable water and converting park and civic building landscapes to reduce the amount of irrigated turf where appropriate.

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

Economic Sustainability | Social Sustainability | Environmental Sustainability | Cultural Sustainability

Policy .4

Parks in Agricultural Areas. Where parks and linear pathways are proposed adjacent to farm areas they will be designed so as not to negatively affect farming operations. Mitigation techniques may include: deer fencing, signage, and trash bins to ensure trespass and field contamination is minimized. Any parks affecting lands in the ALR will be subject to detailed design based on the Ministry of Agriculture's guidelines.

Policy .5

Walking Radius. Strive to provide all residents in the urban core (See Map 5.1 Core Area) of the City with access to centrally located parks within a five minute walking radius.

Policy .6

Glenmore Recreation Park. As a key park initiative establish a major Recreation Park in the Glenmore Valley that complements the existing park system. This site is identified on Map 4.1 Generalized Future Land Use. The City recognizes that use of this site for park purposes will require provision of off-setting agricultural benefits on adjacent or nearby ALR land in the Glenmore Valley to the satisfaction of the Agricultural Land Commission.

Policy .7

Alternative Park Space. In urban areas of the City where further park acquisition is not financially feasible, consider innovative techniques such as:

- closing excess streets and roads;
- converting surface parking lots;
- developing existing parks with higher intensity uses (e.g. sportfields, lighting, artificial turf fields);
- developing boulevards as people places;
- developing cemetery with public park components;
- sharing school yards;
- developing utility corridors and detention ponds with public park components;
- encouraging rooftop gardens; and
- using the railway as a linear park.

> **"Strive to provide all residents in the urban core... of the City with access to centrally located parks within a five minute walking radius."**

Objective 7.13 Provide a city-wide linear park and trail network.

Policy .1

Linear Park Priorities. The top six linear park priorities for the City, as endorsed by the Linear Park Master Plan are:

- Waterfront Walkway
  - Kinsmen to Strathcona; and
  - Rotary Beach Park to Mission Creek
- Rails with Trails
- Mill Creek
- Bellevue Creek
- Gopher Creek, and
- Mission Creek – Lakeshore to the Lake.

Economic Sustainability Social Sustainability Environmental Sustainability Cultural Sustainability

Objective 7.18 **Minimize intrusion of utilities in parks.**

Policy.1 **Utilities in Parks.** Public or private utilities will not be located in parks and natural open spaces unless an overall public benefit and no net environmental loss can be demonstrated. Where these criteria can be met, the utility must be located and designed in such a way as to have no visual impact to the surrounding neighbourhood.

> **"Protect the City's groundwater resource from inappropriate development..."**

GENERAL UTILITY POLICIES

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

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

Policy .2 **Energy Reduction Priorities.** In working to reduce greenhouse gas emissions, place a primary focus on reducing demand, then prioritize further efforts in the following sequence: re-using waste heat, using renewable heat, and then finally on using renewable energy.

APPENDIX B

Discussion Paper

Parks Financing Framework

Phase 1 Policy Review

DRAFT

October 2010

USL File: 0467.0398.01

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City of Kelowna

City of Kelowna

Parks Financing Framework

Phase 1 Policy Review Discussion Paper

October 2010
0467.0398.01

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Parks Financing Framework

Phase 1 Policy Review Discussion Paper

1.0 INTRODUCTION

1.1 Background

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

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

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

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

1.2 Objectives

The objectives of this review include the following:

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

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

1.3 Report Format

The report is organized into the following sections:

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

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2.0 GUIDING PRINCIPLES AND BEST PRACTICES

2.1 Guiding Principles

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

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

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

2.2 Key Development Considerations

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

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

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2.3 Best Practices

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

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

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

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3.0 CURRENT CITY POLICIES AND PRACTICES

3.1 Current Policies

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

Parks/Open Space Acquisition

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

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

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

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a part of the standard of 2.2 hectares per thousand and will not be recovered directly from new growth.

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

3.2 Current Development Cost Sharing Model

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

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

Cost Sharing Principles & Assumptions

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

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

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

3.3 Current Practices

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

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

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- All park development costs are currently paid by the City from General Taxation revenue.

3.4 Summary of Current Policies and Practices

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

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

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4.0 PRACTICES IN OTHER COMMUNITIES

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

4.1 Park Development Cost Charges

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

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

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

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

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

4.2 Acquiring and Protecting Creek Setback Areas

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

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

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

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4.3 Obtaining Trails:

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

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

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

4.4 Non-Residential Parkland DCCs:

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

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

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

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

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

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

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

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

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

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5.0 POLICY AND FINANCE ANALYSIS

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

5.1 Current Policy Observations and Potential Risks

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

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

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

5.2 Policy Considerations

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

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

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

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

Positive Attributes:

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

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

Negative Aspects:

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

5.2.2 Removal or reduction of Neighbourhood Parklands within the DCC Program

Positive Attributes:

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

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Negative Aspects:

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

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

Positive Attributes:

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

Negative Aspects:

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

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

5.2.4 Addition of Park Development in the DCC program

Positive Attributes:

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

Negative Aspects:

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

5.2.5 Inclusion of Non-Residential Development in the DCC program

Positive Attributes:

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

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

Negative Aspects:

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

5.2.6 Use of a Densification Gradient

Positive Attributes:

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

Negative Aspects:

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

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- Given the current economic climate, there may be resistance to change from the development community

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6.0 POLICY REVIEW SUMMARY AND RECOMMENDATIONS

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

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

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

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

Policy Considerations:

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

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Recommended Actions:

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

Options:

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

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

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the lands were specifically excluded), it may be perceived as "double-dipping" even though technically it is not.

6.2 Include Non-Residential Development in the Parks DCC Program

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

Policy Considerations:

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

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Recommended Actions:

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

6.3 Include Parkland Development Costs within the DCC Program

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

Policy Considerations:

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

Recommended Actions:

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

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6.4 Use of Density Gradient for Park DCCs

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

Policy Considerations:

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

Recommended Actions:

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

6.5 Proposed Increase in Parkland Standards for Future Development

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

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Observations

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

Policy Considerations:

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

Recommended Actions:

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

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APPENDIX A

Best Practices Comparison

Recommended Best Practices compared to Current City Policy

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1. *Avoid Double-Charging Best Practice*

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

Current City Practice:

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

Policy issues for consideration by Council:

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

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

Practices of other Local Governments:

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

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

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

- **City of Burnaby -** issues DCC credits to eliminate any double-charging for Parkland acquired through the 5% Parkland dedication provision.

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

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

Current City Practice:

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

Policy issues for consideration by Council:

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

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

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

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

Practices of other Local Governments:

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

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3. ***Basis for the 5% Calculation Best Practice:***

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

Current City Practice:

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

Policy issues for consideration by Council:

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

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

Practices of other Local Governments:

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

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

- **Township of Langley** - also declares trails as Essential Services in its subdivision bylaw, which means the trail must be in place prior to issuance of a building permit.

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

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4. ***Selecting Parkland within a Subdivision Best Practice:***

When 5% parkland dedication is required, the value of the lands being acquired by the municipality should represent, in approximate terms, 5% of the value of the entire subdivision.

Current City Practice:

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

Policy issues for consideration by Council:

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

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

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

Current City Practice:

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

Policy issues for consideration by Council:

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

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

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6. ***Park Frontage Costs:***

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

Current City Practice:

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

Policy issues for consideration by Council:

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

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APPENDIX B

Parkland Acquisition / Dedication Practices in Other Jurisdictions

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Parkland Acquisition/Dedication Practices in Sampling of Other Jurisdictions

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

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

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

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APPENDIX C

Current Parkland Acquisition Legislation

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

941. *(1) Subject to section 905.1 (4) (h) and (4.1), an owner of land being subdivided must, at the owner's option,*

(a) provide, without compensation, park land of an amount and in a location acceptable to the local government, or

(b) pay to the municipality or regional district an amount that equals the market value of the land that may be required for park land purposes under this section determined under subsection (6).

(2) Despite subsection (1), if an official community plan contains policies and designations respecting the location and type of future parks, the local government may determine whether the owner must provide land under subsection (1) (a) or money under subsection (1) (b).

(3) Despite subsections (1) and (2), if a regional district does not provide a community parks service, the option under subsection (1) (b) does not apply and the owner must provide land in accordance with subsection (1) (a).

(4) The amount of land that may be required under subsection (1) (a) or used for establishing the amount that may be paid under subsection (1) (b) must not exceed 5% of the land being proposed for subdivision.

(5) Subsection (1) does not apply to

(a) a subdivision by which fewer than 3 additional lots would be created, except as provided in subsection (5.1),

(b) a subdivision by which the smallest lot being created is larger than 2 hectares, or

(c) a consolidation of existing parcels.

(5.1) Subsection (1) does apply to a subdivision by which fewer than 3 additional lots would be created if the parcel proposed to be subdivided was itself created by subdivision within the past 5 years.

DRAFT

City of Kelowna

City of Kelowna

Parks Financing Framework

Phase 1
Policy Review
Discussion Paper

DRAFT

APPENDIX D

Ministry Circular No. 97:04 – Parkland Development

October 2010
0467.0398.01

URBANSYSTEMS.

BRITISH COLUMBIA Ministry of Municipal Affairs Municipal Financial Services

CIRCULAR

Circular No. 97:04

Original Issued: February 25, 1997

To: All Municipal and Regional District Treasurers

Re: Parkland Development Cost Charges

Bill 55, introduced in the Spring 1995 Legislation Session, amended sections of the *Municipal Act* to authorize the collection of development cost charges (DCC) for improving parkland, in addition to providing parkland or reclaiming land as parkland.

The amendments were as follows:

1. Section "Development Cost Charges Generally" - subsection on parkland was repealed and the following substituted:

   b) providing and improving parkland

2. Section "Use of Development Cost Charges" - subsection on parkland was repealed and the following substituted:

   (6) to pay the capital costs of
   - (i) acquiring parkland or reclaiming land as parkland, or
   - (ii) providing fencing, landscaping, drainage and irrigation, trails, rest rooms, changing rooms and playground and playing field equipment on parkland.

The government, as illustrated by comments made in introducing the legislation, intended that the increase in DCC resulting from the addition of expenditures to improve parkland would not be significant. For this reason, the allowable parkland improvements were specifically listed, and deliberately excluded many elements that are usually present in most developed parks. Those elements which are not specifically listed must be funded from other sources of revenue. In furtherance of the direction from government, the Inspector of Municipalities, in reviewing submissions for purposes of approval, will apply a very narrow interpretation of the legislation. While most of the allowable expenditures are self-explanatory, the following comments are offered as an illustration of the position the Inspector will take in his review:

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

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

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

(ORIGINAL SIGNED BY:)

Ken MacLeod
Inspector of Municipalities