

# City of Kelowna

## Regular Council Meeting

### AGENDA



Monday, September 14, 2020

9:00 am

Council Chamber

City Hall, 1435 Water Street

**Pages**

1. **Call to Order**
2. **Confirmation of Minutes** 3 - 5
  - Regular AM Meeting - August 24, 2020
  - Special AM Meeting - August 31, 2020
3. **Reports**
  - 3.1 **2040 OCP Policy Shifts and Refined Land Use Plan** 60 m 6 - 34

To receive an update on the progress of the 2040 OCP and a summary of next steps in the project timeline.
4. **Resolution Closing the Meeting to the Public**

THAT this meeting be closed to the public pursuant to Sections 90(1)(c), (e) and (j) and 90(2)(b) of the Community Charter to deal with matters relating to the following:

  - Labour Relations
  - Disposition of Lands or Improvements
  - Confidential 3rd Party Business Information
  - Confidential Information from the Province
5. **Adjourn to Closed Session**
6. **Reconvene to Open Session**
7. **Issues Arising from Correspondence & Community Concerns**
  - 7.1 **Mayor Basran, re: Issues Arising from Correspondence** 30 m

## 8. Termination



## City of Kelowna Regular Council Meeting Minutes

Date: Monday, August 24, 2020  
 Location: Council Chamber  
 City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Gail Given, Brad Sieben, Mohini Singh, Luke Stack and Loyal Wooldridge

Members Participating Remotely Councillors Charlie Hodge

Members Absent Councillor Ryan Donn

Staff Present City Manager, Doug Gilchrist; City Clerk, Stephen Fleming

(\* Denotes partial attendance)

### 1. Call to Order

Mayor Basran called the meeting to order at 9:06 a.m.

### 2. Confirmation of Minutes

Moved By Councillor Singh/Seconded By Councillor Wooldridge

R0543/20/08/24 THAT the Minutes of the Regular AM Meeting of August 10, 2020 and the Special Meeting of August 17, 2020 be confirmed as circulated.

Carried

### 3. Reports

#### 3.1 UBCM Participation, City Clerk

City Clerk:

- Reviewed how sessions will be conducted.
- Staff will book a room for UBCM sessions.

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

Moved By Councillor Wooldridge/Seconded By Councillor Sieben

R0544/20/08/24 THAT this meeting be closed to the public pursuant to Sections 90(1)(c), (e) and (f) and 90(2)(b) of the Community Charter to deal with matters relating to the following:

- Labour Relations
- Disposition of Lands or Improvements
- Law Enforcement
- Confidential Information from the Province

Carried

**5. Adjourn to Closed Session**

The meeting adjourned to a closed session at 9:09 a.m.

**6. Reconvene to Open Session**

The meeting reconvened to an open session at 11:53 a.m.

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

**7.1 Councillor Sieben, re: City Heritage Policy**

Councillor Sieben:

- Provided comments on how the City should deal with heritage applications.

Councillors:

- Provided individual comments.

City Manager:

- Provided comments regarding Advisory Committees.

Moved By Councillor Sieben/Seconded By Councillor Stack

R0545/20/08/24 THAT Council direct staff to circulate the Terms of Reference for the Heritage Advisory Committee and confirm which applications are dealt with by Council, and which by staff.

Carried

**8. Termination**

The meeting was declared terminated at 12:10 p.m.

\_\_\_\_\_  
Mayor Basran

/sf/acm



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



## City of Kelowna Special Council Meeting Minutes

Date: Monday, August 31, 2020  
 Location: Virtual Meeting - Teams

Members Participating Remotely: Mayor Colin Basran, Councillors, Maxine DeHart, Ryan Donn, Brad Sieben, Mohini Singh and Loyal Wooldridge

Members Absent: Councillors Gail Given, Charlie Hodge and Luke Stack

Staff Participating Remotely: City Manager, Doug Gilchrist; City Clerk, Stephen Fleming  
 (\* Denotes partial attendance)

### 1. Call to Order

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

### 2. Resolution Closing Meeting to the Public

Moved By Councillor Singh/Seconded By Councillor Donn

**R0576/20/08/31** THAT this meeting be closed to the public pursuant to Sections 90(1)(c) and (f) and 90(2)(b) of the Community Charter to deal with matters relating to the following:

- Labour Relations
- Law Enforcement
- Confidential Information from the Province

**Carried**

### 3. Adjourn to Closed Session

The meeting adjourned to a closed session at 9:03 a.m.

### 4. Reconvene to Open Session and Terminate Meeting

This meeting reconvened to an open session and was declared terminated at 9:23 a.m.

\_\_\_\_\_  
 Mayor Basran

/sf/acm

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

# Report to Council



**Date:** September 14, 2020

**To:** Council

**From:** City Manager

**Subject:** 2040 OCP Policy Shifts and Refined Land Use Plan

**Department:** Policy and Planning

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## **Recommendation:**

THAT Council receives, for information, the report from the Policy and Planning Department dated September 14, 2020 with respect to 2040 OCP Policy Shifts and Refined Land Use Plan

## **Purpose:**

To receive an update on the progress of the 2040 OCP and a summary of next steps in the project timeline.

## **Background:**

The development of the Official Community Plan (OCP), is an iterative process coordinated with several other planning initiatives, including the Transportation Master Plan (TMP) and the 20 Year Servicing Plan. This report serves to provide Council with an update on the 2040 Future Land Use mapping refinements, a summary of new policy direction and of next steps in the process, including the initiation of Phase 4 following the delivery of a draft OCP in Fall 2020.

## **Discussion:**

This report provides Council with an update on the progress of the OCP development, speaking primarily to the continued refinements to the draft Future Land Use map, anticipated policy shifts and a schedule of upcoming activities in Fall 2020. Importantly, this report also serves to prepare Council for the delivery of the draft 2040 OCP this fall. The content provided in that report will be significant, so this report outlines some of the characteristics that Council can expect when the draft 2040 OCP is released.

## **Spring and Summer 2020 Activities**

As outlined in the March 16, 2020 report to Council regarding the 2040 OCP, work throughout spring and summer 2020 has focused primarily on the development and refinement of the draft OCP's policies, Development Permit Guidelines and the implementation and monitoring component, targeting Fall 2020 delivery. City staff have also been working to identify future parks locations to incorporate into the Future Land Use Map.

## Draft 2040 OCP Framework

### *Online First*

For the first time, the OCP is taking an “online-first” approach, meaning that the overall design and organization of the document will be focused on its web-based presentation. A more traditional paper document will still be supplied, but it will focus on communicating the directions of the plan clearly and concisely rather than graphic design and visual imagery.

The benefits of this approach include:

- *Modern user experience*: an online-first approach reflects how most people today access their information – online. Prioritizing the online experience allows for easier access to information across all devices (phone, tablet, desktop) while also considering improved integration with the City’s website (kelowna.ca) and accessibility best practices.
- *Searchability*: with a new sub-search feature unique to the OCP, the ability to search within specific topics will make it easier for users to find the information they are looking for. In addition, the online format supports integrated links within the document to related policy maps, associated bylaws and other relevant documents.
- *Efficiency and flexibility*: the online format allows for faster and easier bylaw updates/amendments. Updates can be managed directly by the Clerk’s office. This means changes can be made in real time and the OCP will consistently be up to date on the City website.
- *Measurability*: an online format allows for better tracking and analytics to understand which topics, pages and OCP resources are being accessed by the public and stakeholders most frequently.

### *10 OCP Pillars*

In 2019, Council was presented with a series of “Big Moves” that would guide the larger shifts that the 2040 OCP would take over the existing 2030 OCP. These Big Moves have been refined during the policy development process and are now encapsulated in 10 OCP Pillars:

- Stop planning new suburban neighbourhoods
- Focus investment in Urban Centres
- Target growth along transit corridors
- Promote more housing diversity
- Incorporate equity into city-building
- Protect agriculture
- Strengthen Kelowna as the region’s economic hub
- Prioritize sustainable transportation and shared mobility
- Protect our natural environment
- Take action on climate

These Pillars act as the link between the draft 2040 OCP and *Imagine Kelowna* by guiding the development of the Plan’s objectives and policies, mapping development and implementation and monitoring components.

For example, each policy section in the draft 2040 OCP will outline how the policies will work towards one or more of the 10 Pillars. The Future Land Use map will reflect these Pillars. Importantly, monitoring of the OCP over its 20 year life will be rooted in how effectively it is working towards these Pillars<sup>1</sup>.

### *Policy Framework*

The approach to this growth plan assigns the City into 'districts', and new policies have been developed to apply to certain districts. For example, policies are itemized into sub-categories such as land use or transportation policies that are tailored to the geography that they are to provide direction to (ie. Policies have been customized to catalyze activities and growth that only apply to Urban Centres). This approach was selected to better illustrate how the policies translate the intent of the Growth Strategy and for ease of interpretation by all users.

As outlined in previous reports to Council, each of the Growth Strategy Districts has a distinct role to fulfill in the OCP. Bundling certain policies in sections dedicated to specific districts provides a clear picture of how those policies work together to achieve the vision of that particular district. Using the Urban Centres chapter as an example, the bundled policies tell the story of how the OCP will set the framework for achieving the vision for that district.

In most cases, the draft policies will be unique only to a specific district, but others may be shared across two or more districts. As such, Council may find in their review of the draft OCP this fall, that similar policies can be found across the various districts. This is an intentional outcome of this approach. Other policies apply city-wide and would be found in their own distinct chapter.

The draft document will organize the policies in the following ways:

<b>District Based Policies</b> <i>(Urban Centres, Core Area, Gateway, Suburban Neighbourhoods and Rural Lands)</i>	<b>City-Wide Policies</b> <i>(Apply to all five Growth Strategy Districts)</i>
<ul style="list-style-type: none"><li>• Land Use and Urban Design</li><li>• Housing</li><li>• The Public Realm</li><li>• Transportation</li><li>• Culture</li></ul>	<ul style="list-style-type: none"><li>• Equitable Community</li><li>• Parks</li><li>• Heritage</li><li>• Climate Change Adaptation and Mitigation</li><li>• Infrastructure</li><li>• Natural Environment</li><li>• Natural Hazard Areas</li></ul>

### **New Policy Directions**

Following the schedule outlined in the Report to Council dated March 16, 2020, the draft policies, mapping, Development Permit guidelines, implementation plan, and monitoring program are in the process of being completed. As such, this content will be provided as part of the delivery of a draft 2040 OCP this fall. However, some new approaches to guiding development that Council can anticipate include:

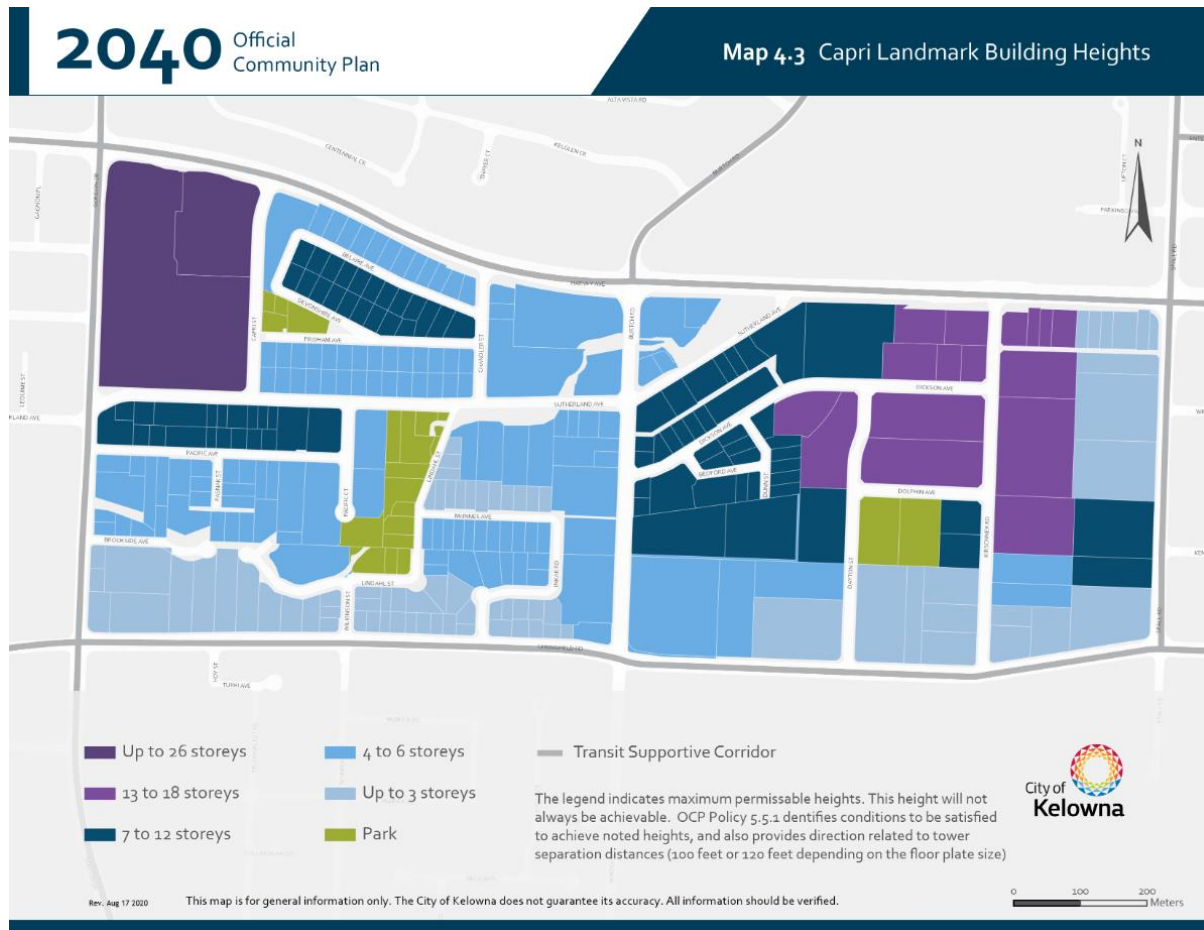
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<sup>1</sup> A more thorough explanation of the 10 OCP Pillars and policy content will be forthcoming in a late fall report to introduce the draft 2040 OCP.



- New objectives, policies and corresponding policy maps (where appropriate) to provide more detailed direction for Urban Centres (see Figure 1);
- New policy direction to guide development in Village Centres and along Transit Supportive Corridors;
- Distinct policy direction for the Gateway, which includes the University of British Columbia – Okanagan;
- A new parks chapter outlining processes for acquisition and development of future parks to accommodate growth;
- Refreshed Form and Character Urban Design Guidelines to raise the design caliber for all building types;
- A stronger equity and indigenous lens on policies throughout the Plan;
- New climate action policies, reflecting the Community Climate Action Plan, and;
- A detailed implementation chapter outlining and prioritizing actions that need to be undertaken to put the plan into action.

**Figure 1: Sample Policy Map for Capri Landmark Urban Centre Building Heights**



### Future Land Use Map Refinements

Refinements continue to be made to the draft Future Land Use Map as work on the draft Plan continues (see Attachment 1). These refinements can be summarized as follows:

### New Parks Locations

The draft Future Land Use Map has been amended to include proposed future park locations. These park locations have been identified based on the directions provided in the growth strategy to prioritize parks that are located within or near Urban Centres, reflecting the Growth Strategy's focus on redevelopment in the Urban Centres and the Core Area.

City Staff have been reaching out to the owners of properties proposed for the parks designation to discuss the impacts of the future land use designation on their property and how the City typically approaches acquisition for parks and other aspects of the development process. These discussions are ongoing and are expected to continue throughout Phase 4 and the final public engagement process, as outlined later in this report.

### Growth Strategy District Boundary Refinements

The boundaries for the Growth Strategy Districts have been further refined as policy development has advanced. The boundary for the Core Area has been expanded in Rutland and Glenmore to more accurately reflect policy intent. The Suburban District has been expanded in neighbourhoods surrounding the intersection of KLO and Benvoulin Roads to more accurately reflect direction to support modest growth in an area with access to urban utility services. The Permanent Growth Boundary has also been amended to reflect this specific change.

### Other Future Land Use Refinements

Other refinements to the draft Future Land Use map include:

- Splitting of the Lakeshore Village Centre into two Village Centres: the *Cook Truswell Village Centre*, to allow policy to focus more on tourist accommodation, and the *Lakeshore Village Centre*, to allow policy to focus on facilitating basic day-to-day services for the surrounding neighbourhood;
- The addition of a new land use designation, Natural Areas (NAT), providing greater distinction between parks that are intended to be programmed with active uses versus open areas intended to be preserved in a natural state with limited development for low impact passive activities;
- Additional properties included in the Rural – Residential designation;
- Refinements to the lands designated Suburban – Residential (S-RES) and Suburban – Multi-Unit (S-MU) to reflect desired clustering of housing in environmentally sensitive and/or hillside areas; and
- Smaller amendments to reflect development applications in process.

(Council will be provided with a link to the online map viewer to interactively view the draft 2040 Future Land Use Map in more detail).

### **Next Steps and Phase 4 Launch**

As Phase 4 commences, the 2040 OCP process will focus on refining the draft OCP content to a point where it can be considered by Council for adoption. Throughout this phase, the following key tasks can be expected:

- Next round of public and stakeholder engagement
- Refinement of the draft 2040 OCP content
- Continued online first website development

- Legislated circulation to agencies and organizations for review and comment
- Bylaw creation and preparation for Council readings

Following endorsement of the 2040 OCP, the process would move into Phase 5 to formalize the 2040 OCP into a bylaw for consideration and adoption, and to commence implementation.

#### *Phase 4 Public and Stakeholder Engagement*

As noted above, Phase 4 includes a public and stakeholder engagement process to invite comments on the content of the draft Plan. To date, the public and stakeholders have provided comments on the development of a preferred Growth Scenario as a part of the 'Pick Your Path Exercise' in 2018 as well as feedback on general topic areas and a draft Future Land Use Map to help guide policy development as part of the Neighbourhood Expos in 2019.

As such, Phase 4 will be the first time that the public and stakeholders will be viewing a draft 2040 OCP that includes all of the draft detailed policies and mapping. Accordingly, this phase of engagement is an important part of informing the refinements to be made to the Plan throughout Phase 4. Remaining mindful of the COVID-19 challenges that continue, community engagement will be facilitated through an online first approach. Until such time larger groups of people can gather, the process will offer a mix of online surveys, small-scale and/or virtual open houses, forums and meetings to gather public and stakeholder feedback. More details on the proposed approaches will be provided in a future report to Council.

The engagement process will have the following objectives:

- To inform the public about the overall directions of the plan, including the Growth Strategy and the 10 OCP Pillars;
- To receive meaningful feedback from the public and stakeholders on the draft content that will be considered for further refinements, including but not limited to:
  - Draft 2040 OCP policy
  - The draft Future Land Use Map, in conjunction with the TMP Scenario 2 investments
  - Other mapping content, such as building heights
  - Development Permit guidelines, including new form and character design guidelines
  - Proposed implementation activities
- To seek meaningful feedback from Indigenous stakeholders through independent consultation efforts.

#### **Conclusion:**

The OCP process is about to reach another key milestone with the delivery of a draft 2040 OCP and the final phase of public engagement. Since the project began in 2018, it has focused on establishing an overall vision based on a preferred growth scenario, and continuing to refine that vision with more detail, culminating in detailed guidance found in the objectives and policies in the draft plan. The Transportation Master Plan and 20 Year Servicing Plan projects continue to be executed in tandem to deliver a responsible and future-forward growth strategy approach.

The 2040 OCP is a community-wide, high level Master Plan that has been created through public engagement and stakeholder feedback, consultation with internal City Staff and leadership, and research into current trends and technical expertise. As the City continues to transform into a mid-

sized City with a growing population, the OCP will be the roadmap to direct the community's growth in a way that is intentional and responsive to evolving social, economic and environmental conditions. This Plan will provide guidance for community and Council decisions, reflect the values and desired city-building outcomes of Imagine Kelowna, and put our community on a course to be adaptive to meet the needs of the future.

**Legal/Statutory Authority:**

*Local Government Act, Section 471*

**Legal/Statutory Procedural Requirements:**

*Local Government Act, Sections 472-478*

**Existing Policy:**

Imagine Kelowna

2030 Official Community Plan

20 Year Servicing Plan

Council Policy No. 372: Engage Policy

**Attachments:**

1. Draft 2040 Future Land Use Map

Submitted by: Robert Miles, OCP Project Planner

**Approved for inclusion:**



Danielle Noble-Brandt, Policy & Planning Dept. Manager

**Internal Circulation:**

Divisional Director, Planning & Development Services

Divisional Director, Partnerships & Investment

Department Manager, Real Estate

Department Manager, Development Planning

Divisional Director, Financial Services

Divisional Director, Infrastructure

Divisional Director, Corporate Strategic Services

Divisional Director, Active Living and Culture

Department Manager, Integrated Transportation

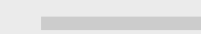


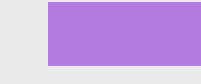





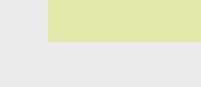

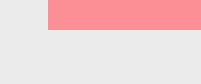
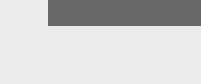
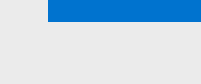
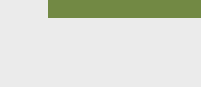



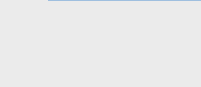
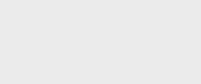
Strategic Transportation Planning Manager

Infrastructure Engineering Manager

Parks and Buildings Manager

Communications Manager



-  Transit Supportive Corridor
-  Permanent Growth Boundary
-  UC - Urban Centre
-  VC - Village Centre
-  C-NHD - Core Area Neighbourhood
-  C-HTH - Core Area - Health District
-  S-RES - Suburban Residential
-  S-MU - Suburban Multiple Unit
-  R-RES - Rural Residential
-  R-AGR - Rural - Agricultural & Resource
-  RCOM - Regional Commercial Corridor
-  NCOM - Neighbourhood Commercial
-  IND - Industrial
-  EDINST - Education / Institutional
-  PARK - Park and Open Space
-  REC - Private Recreational
-  NAT - Natural Area
-  TC - Transportation Corridor
-  PSU - Public Service Utilities
-  FNR - First Nations Reserve

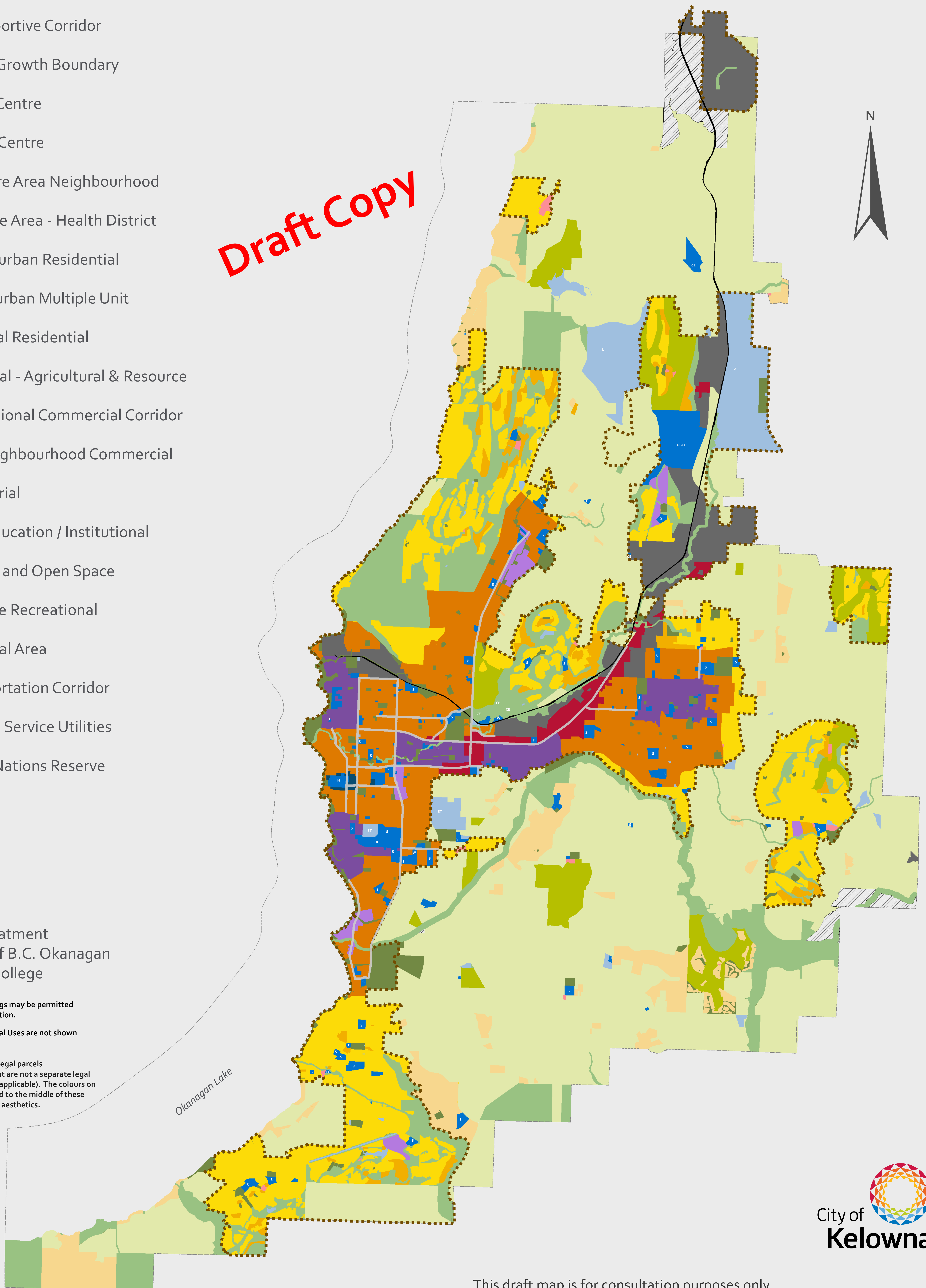
- A** Airport
- F** Firehall
- H** Hospital
- L** Landfill
- S** School
- W** Works Yard
- CE** Cemetery
- ST** Sewage Treatment
- UBCO** University of B.C. Okanagan
- OC** Okanagan College

Adaptive Re-Use of Heritage Buildings may be permitted within any Future Land Use Designation.

Temporary Commercial and Industrial Uses are not shown on this map.

Landuse designations apply only to legal parcels (i.e. roads, creeks, wetlands, etc. that are not a separate legal parcel have no land use designation applicable). The colours on the Future Land Use Map that extend to the middle of these features are applied to improve map aesthetics.

**Draft Copy**







# Our Kelowna as we Grow 2040







## Purpose

- Update on the progress of 2040 OCP
- Outline next steps and Phase 4 activities
- Prepare Council for the Draft 2040 OCP

# OCP 2040 Process

**2018**

- Facts in Focus discussion papers
- Growth Scenario options development
- Pick Your Path exhibition

**2019**

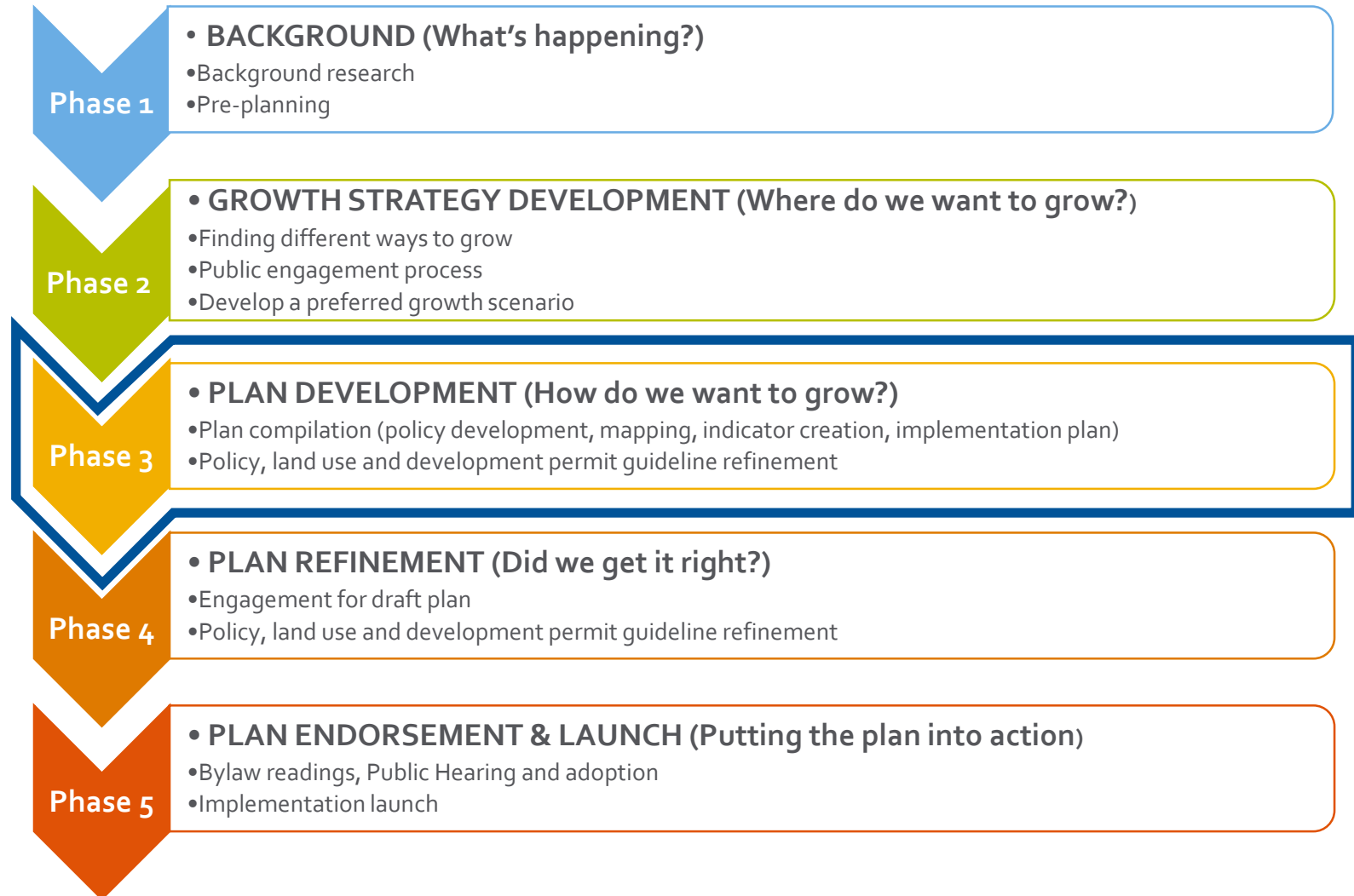
- Growth Scenario endorsement
- Development of Pillars and Objectives
- Draft Land Use Plan and designations
- Neighbourhood Expos
- Policy development begins

**2020**

- Refined Land Use Plan
- First draft of policies completed
- Implementation & monitoring directions
- Drafting of OCP chapters
- **Draft Official Community Plan (November)**



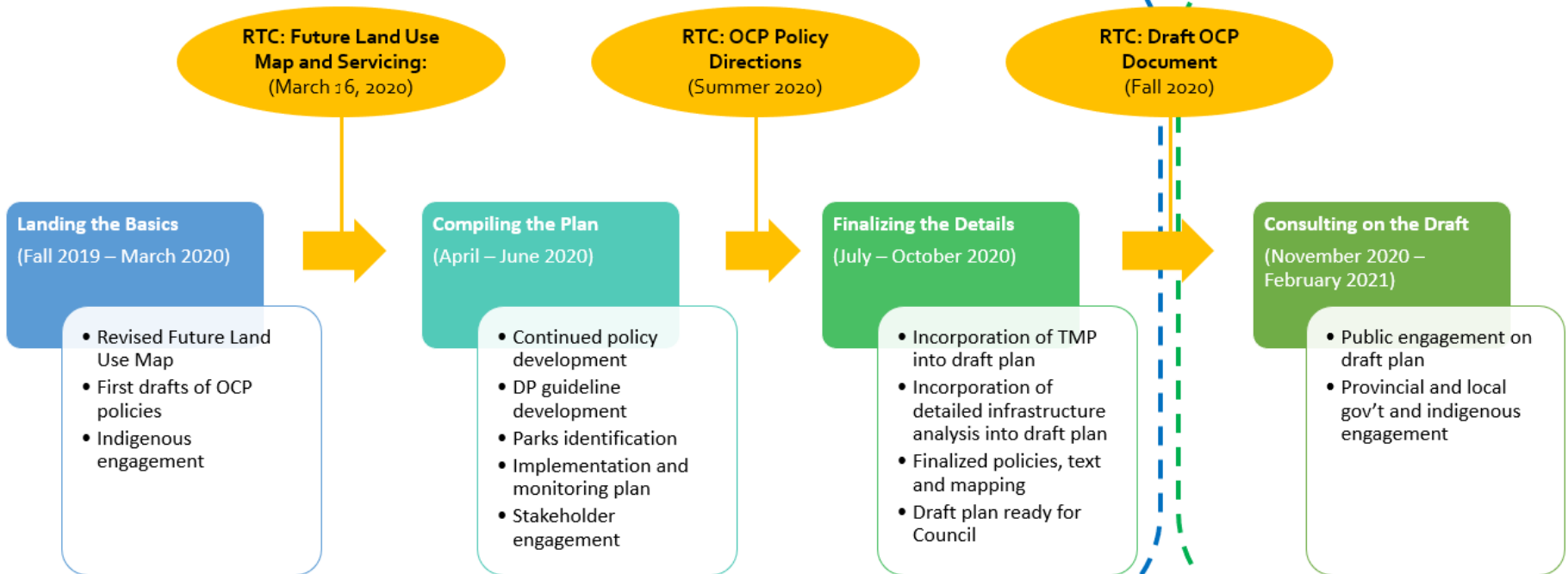
# 2040 OCP Process



# 2020 Activities

## PHASE 3: PLAN DEVELOPMENT (How do we want to grow?)

## PHASE 4: PLAN REFINEMENT (Did we get it right?)



# 10 OCP Pillars

Stop planning new suburban neighbourhoods

Protect agriculture

Focus investment in Urban Centres

Strengthen Kelowna as the region's economic hub

Target growth along transit corridors

Prioritize sustainable transportation and shared mobility

Promote more housing diversity

Protect our natural environment

Incorporate equity into city-building

Take action on climate

# Policy Framework



## Future Land Use

- Future Land Use Map
- Future Land Use Descriptions

## City-Wide Policies

- Equitable Community
- Parks
- Heritage
- Environment
- Natural Hazards
- Climate Change
- Infrastructure

## District Based Policies

Urban Centres

Core Area

Gateway

Suburban  
Neighbourhoods

Rural Lands

- Land Use and Urban Design
- Housing
- Agriculture
- Public Realm
- Transportation
- Culture

# New Policy Directions

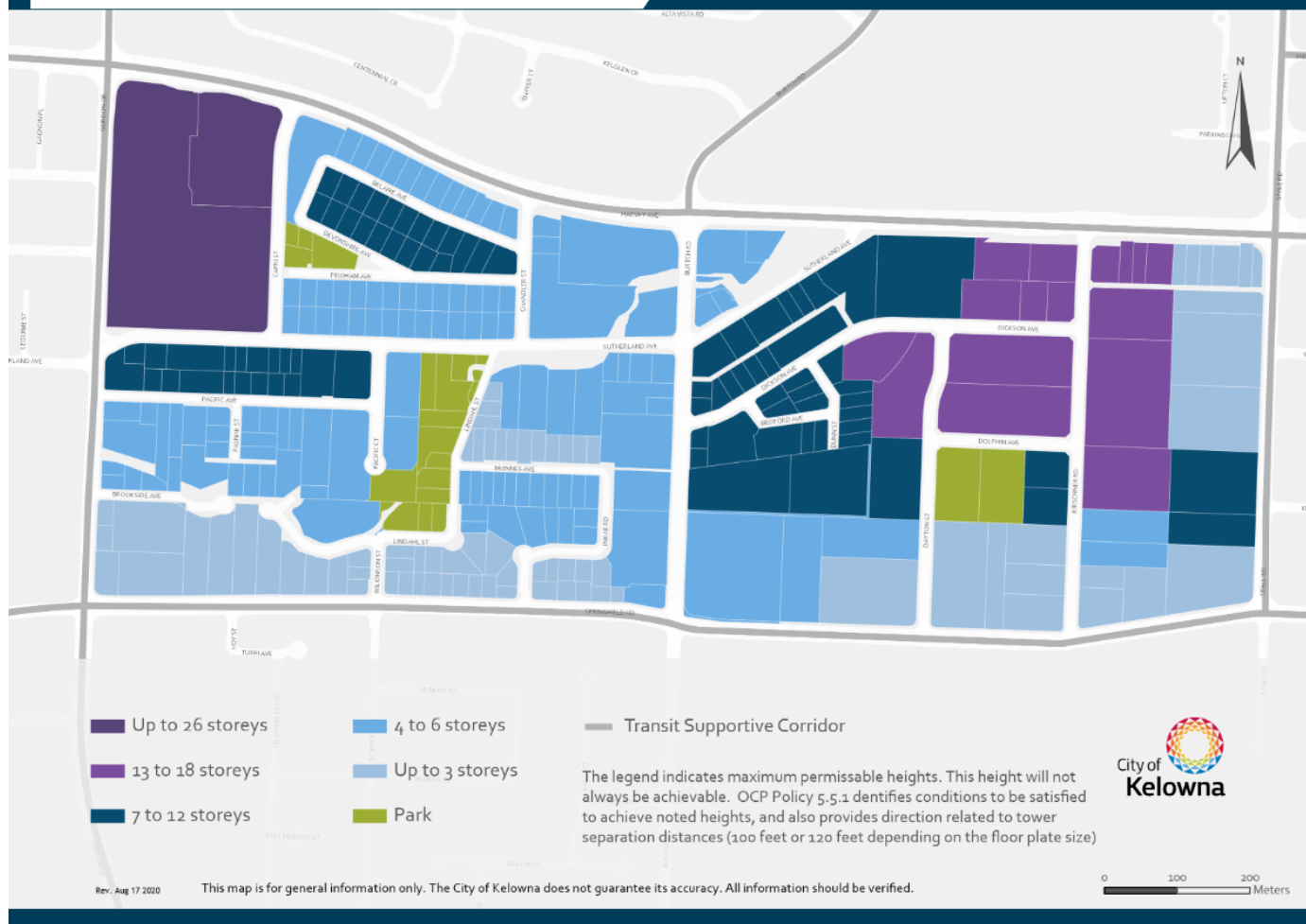


# Urban Centres



**2040** Official  
Community Plan

**Map 4.3** Capri Landmark Building Heights



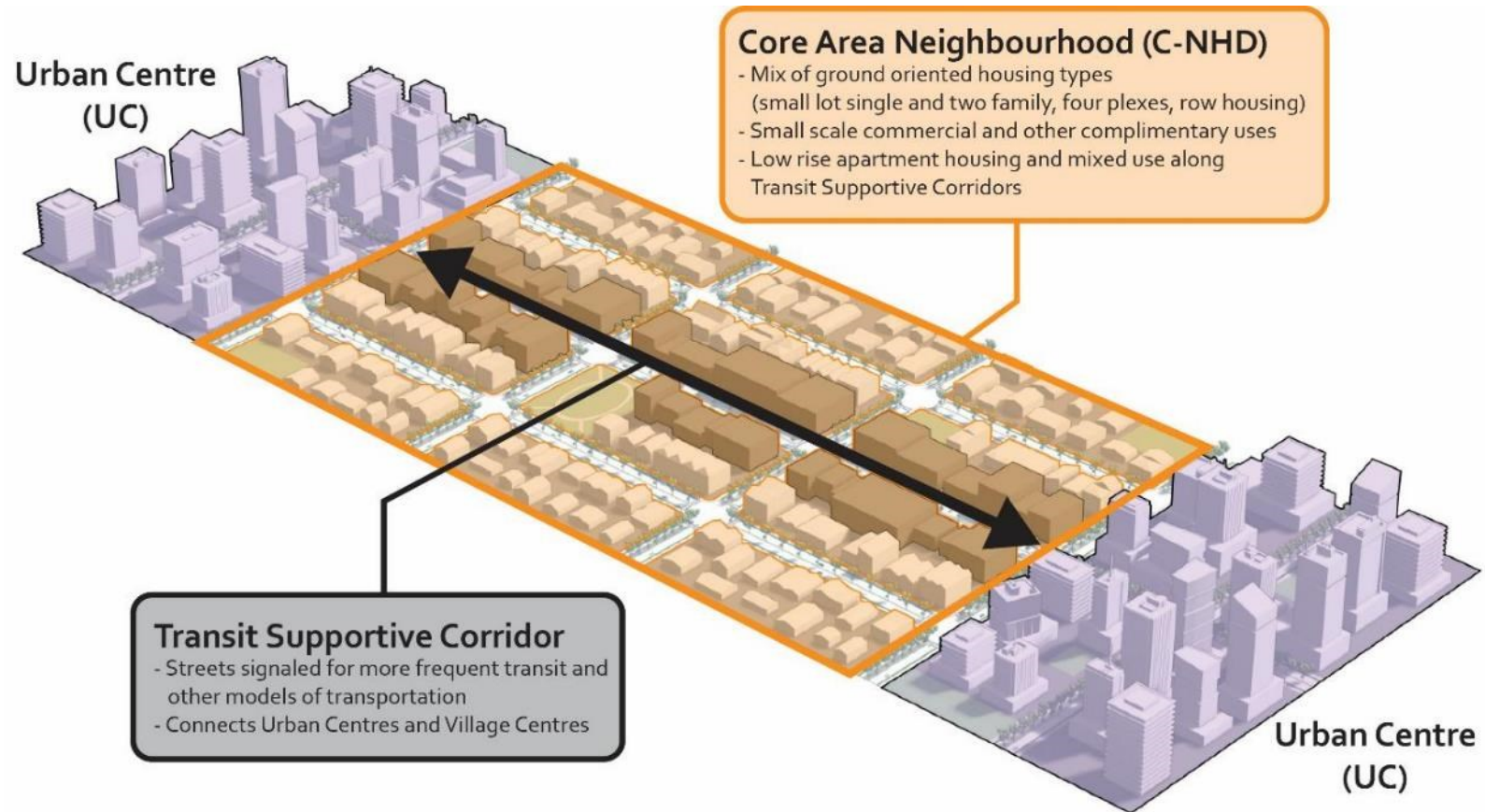


# Gateway District



- ▶ Direction for rapidly growing employment nodes such as UBCO and YLW
- ▶ Direction for industrial land development

# Village Centres and Transit Supportive Corridors







# Development Permit Guidelines

- New form and character design guidelines
- New natural environment, hazardous condition guidelines
- New farm protection guidelines



# Equitable Community



# Climate Action



# Implementation & Monitoring



## Implementation Plan

New neighbourhood or area plans

Updates to existing bylaws and policies

New programs and initiatives

Prioritized over the life of the plan



## Regular monitoring and reporting

Inform future plan updates

Based on progress of 10 OCP Pillars



# New Parks Identification



- ▶ Aligned with growth strategy
- ▶ Focused on livability in Core Area and Urban Centres
- ▶ Illustrated on Future Land Use map

# Future Land Use Map

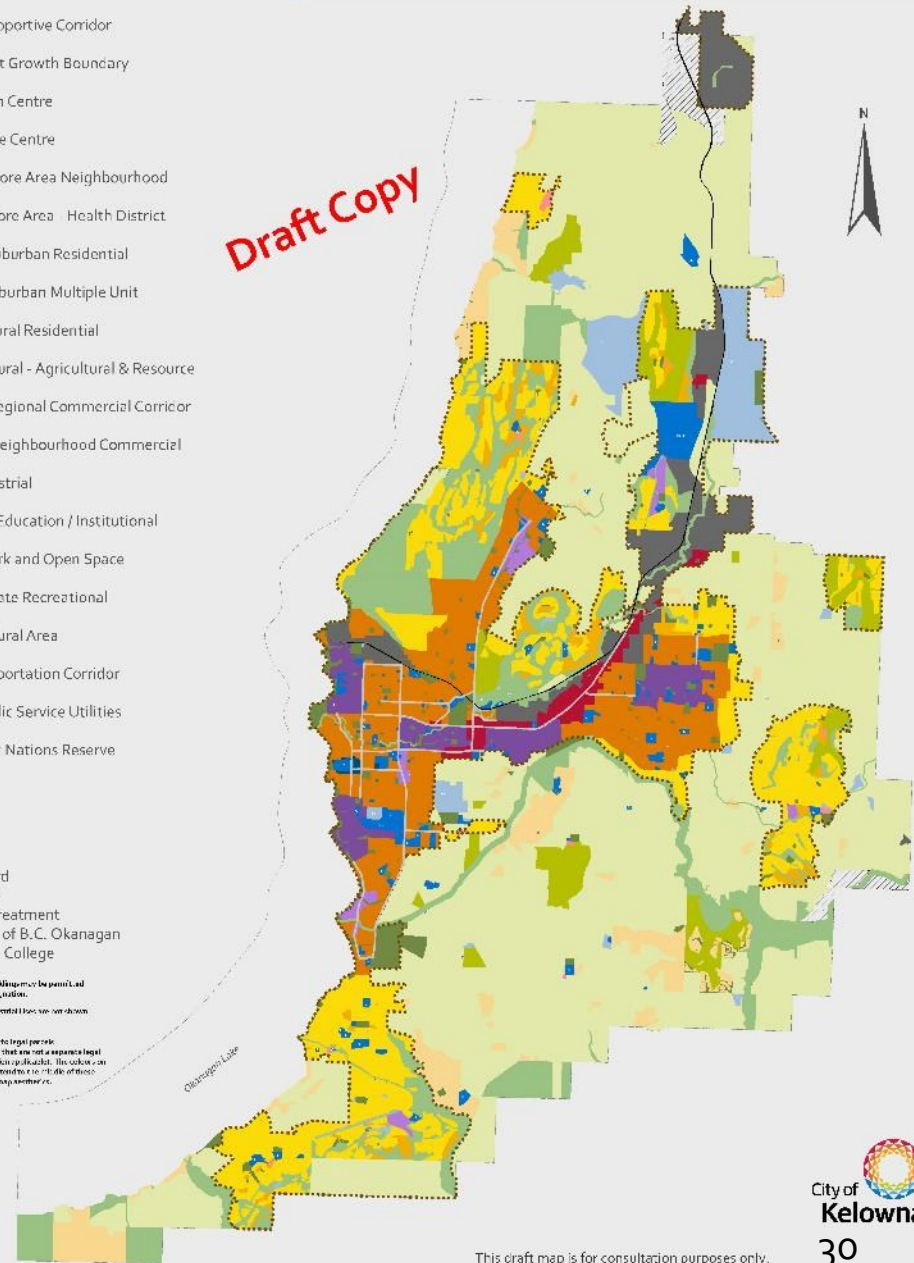
- Transit Supportive Corridor
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- L - Landfill
- S - School
- W - Works Yard
- CE - Cemetery
- ST - Sewage Treatment
- UBCO - University of B.C. Okanagan
- OC - Okanagan College

Adaptive Re-use of existing buildings may be permitted within any Future Land Use Designation.

Temporary Commercial uses, industrial uses, and other uses may be permitted within any Future Land Use Designation.

Land use designations apply only to the future period (i.e., 2040). Existing land use designations apply to the current period (i.e., 2020). Land use designations are not a guarantee of future land use. Land use designations are subject to change and may be updated as needed.

**Draft Copy**



This draft map is for consultation purposes only. This is not a final version.

Rev. Aug. 24, 2020

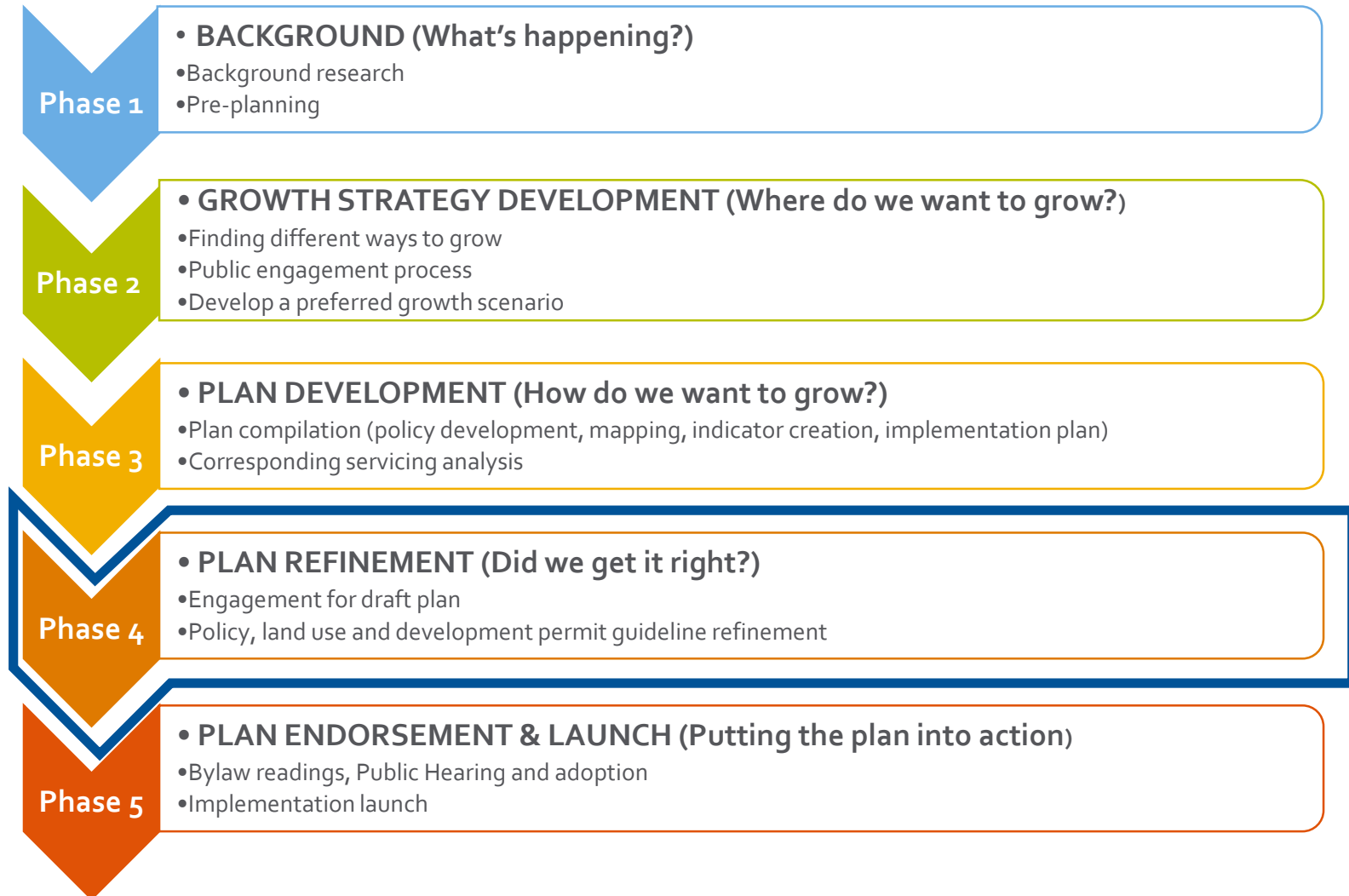
# Online First Approach



- ▶ Modern user experience
- ▶ Searchability
- ▶ Efficiency and flexibility
- ▶ Measurability

Image credit: iStock/graphicnoi

# OCP 2040 Process





# Phase 4 Engagement

## *November 2020 – February 2021*



- ▶ Kelowna residents
- ▶ Community stakeholders
- ▶ Indigenous communities
- ▶ Government, ministries, agencies & organizations



## *Discussion*