

# City of Kelowna

## Regular Council Meeting

### AGENDA



Monday, July 12, 2021  
1:30 pm  
Council Chamber  
City Hall, 1435 Water Street

Pages

#### 1. Call to Order

I would like to acknowledge that we are gathered today on the traditional, ancestral, unceded territory of the syilx/Okanagan people.

In accordance with the most recent Provincial Health Officer Order regarding gatherings and events, a maximum of 67 members of the public is permitted to attend Council meetings in-person. Members of the public must remain seated unless invited to address Council.

As an open meeting, a live audio-video feed is being broadcast and recorded on kelowna.ca.

#### 2. Confirmation of Minutes

7 - 17

PM Meeting - June 28, 2021

#### 3. Development Application Reports & Related Bylaws

##### 3.1. Boyd Rd 2840 - LUCT20-0010 Z20-0084 - Dennis Victor Miller and Kimberley Marie Miller

18 - 30

To consider an early termination of the Land Use Contract (LUC76-1112) and to rezone the subject property from the A1 – Agriculture 1 zone to RU1 – Large Lot Housing zone.

##### 3.2. Boyd Rd 2840 - BL12219 (LUCT20-0010) - Dennis Victor Miller and Kimberley Marie Miller

31 - 31

To give Bylaw No. 12219 first reading in order to proceed with the early termination of Land Use Contract LUC76-1112.

##### 3.3. Boyd Rd 2840 - BL12221 (Z20-0084) - Dennis Victor Miller and Kimberley Marie Miller

32 - 32

To give Bylaw No. 12221 first reading in order to rezone the subject property from the A1 - Agriculture 1 zone to the RU1 - Large Lot Housing zone.

- 3.4. Mayfair Crt 734 - Z20-0095 (BL12241) - Adam Wladyslaw Zurek** 33 - 47
- To rezone the subject property from the RU<sub>1</sub> – Large Lot Housing zone to the RU<sub>1c</sub> – Large Lot Housing with Carriage House zone to facilitate the conversion of an accessory building to an accessory dwelling, and to waive the Public Hearing.
- 3.5. Mayfair Crt 734 - BL12241 (Z20-0095) - Adam Wladyslaw Zurek** 48 - 48
- To give Bylaw No. 12241 first reading in order to rezone the subject property from the RU<sub>1</sub> – Large Lot Housing zone to the RU<sub>1c</sub> – Large Lot Housing with Carriage House zone.
- 3.6. Gordon Dr 4653 - Z21-0008 (BL12242) - Mehdi Tehrani and Mandana Ghanyei** 49 - 66
- To rezone the subject property from the RU<sub>1</sub> – Large Lot Housing zone to the RU<sub>6</sub> – Two Dwelling Housing zone to facilitate a two-lot subdivision, and to waive the Public Hearing.
- 3.7. Gordon Dr 4653 - BL12242 (Z21-0008) - Mehdi Tehrani and Mandana Ghanyei** 67 - 67
- To give Bylaw No. 12242 first reading in order to rezone the subject property from the RU<sub>1</sub> – Large Lot Housing zone to the RU<sub>6</sub> – Two Dwelling Housing zone.
- 3.8. Patterson Ave 575 - Z21-0004 (BL12244) - Dream Chaser Management and Development Ltd., Inc. No. C1120607** 68 - 90
- To rezone the property from the RU<sub>6</sub> – Two Dwelling Housing zone to the RM<sub>3</sub> – Low Density Multiple Housing zone to facilitate the development of a 4-plex, and to waive the Public Hearing.
- 3.9. Patterson Ave 575 - BL12244 (Z21-0004) - Dream Chaser Management and Development Ltd., Inc. No. C1120607** 91 - 91
- To give Bylaw No. 12244 first reading in order to rezone the property from the RU<sub>6</sub> – Two Dwelling Housing zone to the RM<sub>3</sub> – Low Density Multiple Housing zone.
- 3.10. Trumpeter Rd 508 - Z21-0031 (BL12246) - 508 Trumpeter Road Developments Ltd., Inc. No. BC1258630** 92 - 108
- To rezone the subject property from the RR<sub>3c</sub> – Rural Residential 3 (Carriage House) zone to the RU<sub>1</sub> – Large Lot Housing zone to facilitate a 2-lot subdivision, and to waive the Public Hearing.
- 3.11. Trumpeter Rd 508 - BL12246 (Z21-0031) - 508 Trumpeter Road Developments Ltd., Inc. No. BC1258630** 109 - 109
- To give Bylaw No. 12246 first reading in order to rezone the subject property from the RR<sub>3c</sub> – Rural Residential 3 (Carriage House) zone to the RU<sub>1</sub> – Large Lot Housing zone.

- 3.12. Bernard Ave 520-526 - TA21-0008 (BL12247) Z21-0024 (BL12248) - GBD Holdings Inc., Inc. No. BC0941235 - Supplemental Report** 110 - 112
- To give Bylaw Nos. 12247 and 12248 for a site-specific text amendment and rezoning application at 520-526 Bernard Avenue first reading.
- 3.13. Bernard Ave 520-526 - BL12247 (TA21-0008) - GBD Holdings Inc., Inc. No. BC0941235 - Supplemental Report** 113 - 113
- To give Bylaw No. 12247 first reading to allow for a retail cannabis sales establishment within 500m of other approved retail cannabis establishments and within 150m of Kasugai Gardens.
- 3.14. Bernard Ave 520-526 - BL12248 (Z21-0024) - GBD Holdings Inc., Inc. No. BC0941235 - Supplemental Report** 114 - 115
- To give Bylaw No. 12248 first reading in order to rezone the subject property from the C7 - Central Business Commercial zone to the C7rcs - Central Business Commercial (Retail Cannabis Sales) zone.
- 3.15. Bernard Ave 266 - TA21-0012 (BL12249) Z21-0039 (BL12250) - Macarther Ventures Inc.,Inc.No.BC0684166 - Supplemental Report** 116 - 118
- To give Bylaw Nos. 12249 and 12250 for a site-specific text amendment and rezoning application at 266 Bernard Avenue first reading.
- 3.16. Bernard Ave 266 - BL12249 (TA21-0012) - Macarther Ventures Inc.,Inc.No.BC0684166** 119 - 119
- To give Bylaw No. 12249 first reading to allow for a retail cannabis sales establishment within 500m of other approved retail cannabis establishments and within 150m of City Park and Stuart Park.
- 3.17. Bernard Ave 266 - BL12250 (Z21-0039) - Macarther Ventures Inc.,Inc.No.BC0684166** 120 - 120
- To give Bylaw No. 12250 first reading in order to rezone the subject property from the C7 - Central Business Commercial zone to the C7rcs - Central Business Commercial (Retail Cannabis Sales) zone.
- 3.18. Supplemental Report - Crosby Rd 1818 - Z21-0029 (BL12226) - 1244855 BC Ltd** 121 - 123
- To receive a summary of correspondence for Rezoning Bylaw No. 12226 and to give the bylaw further reading consideration.
- 3.19. Crosby Rd 1818 - BL12226 (Z21-0029) - 1244855 BC Ltd** 124 - 124
- To give Bylaw No. 12226 second and third reading in order to rezone the subject property from the RU2 – Medium Lot Housing zone to the RU6 – Two Dwelling Housing zone.

- 3.20. Supplemental Report - Bryden Rd 155 - Z21-0020 (BL12231) - Kelowna Christian Centre Society Inc** 125 - 126
- To receive a summary of correspondence for Rezoning Bylaw No. 12231 and to give the bylaw further reading consideration.
- 3.21. Bryden Rd 155 - BL12231 (Z21-0020) - Kelowna Christian Center Society, Inc.No. Soo17232** 127 - 127
- To give Bylaw No. 12231 second and third reading in order to rezone the lot from the RM5 – Medium Density Multiple Housing zone to the RM5r – Medium Density Multiple Housing (Residential Rental Tenure Only) zone.
- 3.22. Supplemental Report - Highland Dr N 1653 - Z21-0017 (BL12236) - Shannon Elizabeth Day** 128 - 129
- To receive a summary of correspondence for Rezoning Bylaw No. 12236 and to give the bylaw further reading consideration.
- 3.23. Highland Dr N 1653 - BL12236 (Z21-0017) - Shannon Elizabeth Day** 130 - 130
- To give Bylaw No. 12236 second and third reading in order to rezone the subject property from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone.
- 3.24. Rutland Road N 2100 - OCP18-0005 (BL12053) Z18-0019 (BL12054) TA18-0011 (BL12055) - Bylaw Extension Request** 131 - 132
- To extend the deadline for adoption of Text Amendment Bylaw No. 12055, Official Community Plan Bylaw No. 12053 and Rezoning Bylaw No. 12054 located at 2100 Rutland Road North.
- 3.25. Gallagher Rd 2980 - Z20-0021 (BL12042) - Bylaw Extension Request** 133 - 134
- To extend the deadline for adoption of Rezoning Bylaw No. 12042 to June 23, 2022.
- 3.26. McCarthy Rd 9640 - Z18-0122 (BL11790) - Rescind Rezoning Bylaw** 135 - 136
- To rescind all 3 readings given to Rezoning Bylaw No. 11790 and direct staff to close the file.
- 3.27. McCarthy Rd 9670, BL11790 (Z18-0122) - The Flowr Group (Okanagan) Inc., Inc. No. BC0974062** 137 - 137
- To rescind Bylaw No. 11790.

**4. Bylaws for Adoption (Development Related)**

- 4.1. Burne Ave 360 - BL12139 (Z20-0106) - 1221900 BC LTD., Inc.No. BC1221900** 138 - 138
- To adopt Bylaw No. 12139 in order to rezone the property from the RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone.

**5. Non-Development Reports & Related Bylaws**

- 5.1. Complex Needs Advocacy Paper** 139 - 241
- To seek Council endorsement of the finalized Complex Needs Advocacy Paper.

- 5.2. Water Regulation Bylaw Update - Recreational Use** 242 - 244
- To inform Council of the proposed changes to the Water Regulation Bylaw to address water rate issues for golf courses in south east Kelowna.

- 5.3. BL12245 - Amendment No. 14 to the Water Regulation Bylaw No. 10480** 245 - 245
- To give Bylaw No, 12245 first, second and third reading.

- 5.4. Parks and Public Spaces Bylaw Amendment** 246 - 257
- To amend the Parks and Public Spaces Bylaw, as well as the schedule of penalties in the Bylaw Enforcement Notice Bylaw.

- 5.5. BL12223 - Amendment No. 4 to the Parks and Public Spaces Bylaw No. 10680** 258 - 258
- To give Bylaw No. 12223 first, second and third reading.

- 5.6. BL12243 - Amendment No. 28 to Bylaw Notice Enforcement Bylaw No. 10475** 259 - 260
- To give Bylaw No. 12243 first, second and third reading.

- 5.7. North End Neighbourhood Planning** 261 - 284
- To authorize the launch of the North End Neighbourhood Plan process.

- 5.8. Commitment to Community Impact Report** 285 - 321
- To share the 2019-2020 Commitment to Community Impact Report.

- 5.9. Draft 2040 OCP future parks update** 322 - 360
- To provide Council with information on the Draft 2040 OCP's future parks; feedback from the public and owners; and modifications to the OCP in response to feedback heard.

**6. Bylaws for Adoption (Non-Development Related)**

**6.1. BL12220 - Amendment No 12 to Development Application Fees Bylaw No 10560**

361 - 362

To adopt Bylaw No. 12220.

**7. Mayor and Councillor Items**

**8. Termination**



**City of Kelowna  
Regular Council Meeting  
Minutes**

Date: Monday, June 28, 2021  
 Location: Council Chamber  
 City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given, Luke Stack and Loyal Wooldridge

Members participating remotely Councillors Charlie Hodge, Brad Sieben\* and Mohini Singh

Staff Present City Manager, Doug Gilchrist; City Clerk, Stephen Fleming; Divisional Director, Planning & Development Services, Ryan Smith\*; Community Planning & Development Manager, Dean Strachan\*; Urban Planning Manager, Jocelyn Black\*; Planner Specialist, Wesley Miles\*; Long Range Policy Planning Manager, James Moore\*; Planner, Arlene Janousek\*; Corporate Finance Manager, Shelly Little\*; Bylaw Services Manager, David Gazley\*; Divisional Director, Infrastructure, John Vos\*; Strategic Transportation Planning Manager, Mariah VanZerr\*; Legislative Technician, Rebecca Van Huizen\*

Staff participating remotely Legislative Coordinator (Confidential), Arlene McClelland

(\* Denotes partial attendance)

**1. Call to Order**

Mayor Basran called the meeting to order at 1:33 p.m.

I would like to acknowledge that we are gathered today on the traditional, ancestral, unceded territory of the syilx/Okanagan people.

As an open meeting, a live audio-video feed is being broadcast and recorded on kelowna.ca

**2. Confirmation of Minutes**

Moved By Councillor Wooldridge/Seconded By Councillor Hodge

R0640/21/06/28 THAT the Minutes of the Regular Meetings of June 21, 2021 be confirmed as circulated.

Carried

**3. Development Application Reports & Related Bylaws**

3.1 **Staff:** Bernard Ave 520-526 - TA21-0008 Z21-0024 - GBD Holdings Inc., Inc. No. BC0941235

- Displayed a PowerPoint Presentation summarizing the application and providing rationale for non-support and responded to questions from Council.

Lee Schurian, Applicant

- Provided rationale for the application.
- Believes there is a need for a cannabis dispensary in the downtown core and commented that the Downtown Kelowna Business Association expressed support for cannabis retail in the downtown core.
- Spoke to successfully being in business in Kelowna for more than 15 years without any issues with the city or neighbourhood.
- Will work cooperatively with other cannabis retail dispensaries.
- Working with Williams Lake First Nation to supply a unique farm fresh product.
- Provided reasons why the distance to Kasugai Gardens should be considered.
- Read letters of support from neighbouring businesses.
- Advised there is over 2000 signatures of support from petitioners.
- Requested this application be forwarded to Public Hearing.
- Responded to questions from Council.

Moved By Councillor Donn/Seconded By Councillor Wooldridge

**Ro641/21/06/28** THAT Zoning Bylaw Text Amendment Application No. TA21-0008 to amend City of Kelowna Zoning Bylaw No.8000 as outlined in the Report from the Development Planning Department dated June 28, 2021 of all land shown on Strata Plan K12 located at 520-526 Bernard Avenue, Kelowna, BC be considered by Council;

AND THAT Rezoning Application No. Z21-0024 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of all land shown on Strata Plan K12, located at 520-526 Bernard Avenue, Kelowna, BC from the C7 – Central Business Commercial zone to the C7rcs – Central Business Commercial (Retail Cannabis Sales) zone as shown on Map "A" attached to the Report from the Development Planning Department dated June 28, 2021 be considered by Council.

AND THAT the Rezoning Bylaw and the Zoning Bylaw Text Amending Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Planning Department dated June 28, 2021;

AND THAT final adoption of the Rezoning Bylaw and Zoning Bylaw Text Amending Bylaw be considered subsequent to the approval of the Ministry of Transportation and Infrastructure;

AND FURTHER THAT if the Rezoning Bylaw is adopted, Council direct Staff to send a recommendation to the Provincial Liquor and Cannabis Regulation Branch that they support issuance of a non-medical cannabis retail store license for this legal lot with the following comments:

- The proposed store location meets local government bylaw requirements and as such, no negative impact is anticipated;
- The views of the residents were captured during a public hearing process for the rezoning of the property and Council meeting minutes summarizing those views are attached; and
- Local government recommends that the application be approved because of the compliance with local regulations and policies.

**Carried**

**3.2 Bernard Ave 266 - TA21-0012 Z21-0039 - Macarther Ventures Inc., Inc. No. BCo684166**

## Staff:

- Displayed a PowerPoint Presentation summarizing the application and providing rationale for non-support and responded to questions from Council.

Peter Angle and Krista Lusted, Applicant

- Shared a PowerPoint Presentation.
- Spoke to background in the cannabis industry for over 4 years and currently holds three LCRB approved licenses.
- Made comment on the history of the Text Amendments that are being requested.
- Made comment on the BC Chamber of Commerce 2021 Economic Recovery Plan related to cannabis retail.
- Provided comments on the proximity to other cannabis retailers.
- Provided comments on the retail cannabis market and the expected growth in population in Kelowna by 2040 and believes it can support this.
- Spoke to the proximity to City Park and Stuart Park.
- Made comment on how consumers are showing social responsibility that comes with legalization of cannabis.
- Spoke to the brand and storefront façade that would conform with Bernard Avenue's welcoming style.
- Responded to questions from Council.

Moved By Councillor Wooldridge/Seconded By Councillor Hodge

**Ro642/21/06/28** THAT Zoning Bylaw Text Amendment Application No. TA21-0012 to amend City of Kelowna Zoning Bylaw No.8000 as outlined in the Report from the Development Planning Department dated June 28, 2021 for Lot 2 District Lot 139 Osoyoos Division Yale District Plan 4153 located at 266 Bernard Avenue, Kelowna, BC be considered by Council;

AND THAT Rezoning Application No. Z21-0039 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 2 District Lot 139 Osoyoos Division Yale District Plan 4153, located at 266 Bernard Avenue, Kelowna, BC from the C7 – Central Business Commercial zone to the C7rcs – Central Business Commercial (Retail Cannabis Sales) zone be considered by Council;

AND THAT the Rezoning Bylaw and the Zoning Bylaw Text Amending Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Planning Department dated June 28, 2021;

AND THAT final adoption of the Rezoning Bylaw and Zoning Bylaw Text Amending Bylaw be considered subsequent to the approval of the Ministry of Transportation and Infrastructure;

AND FURTHER THAT if the Rezoning Bylaw is adopted, Council direct Staff to send a recommendation to the Provincial Liquor and Cannabis Regulation Branch that they support issuance of a non-medical cannabis retail store license for this legal lot with the following comments:

- The proposed store location meets local government bylaw requirements and as such, no negative impact is anticipated;
- The views of the residents were captured during a public hearing process for the rezoning of the property and Council meeting minutes summarizing those views are attached; and
- Local government recommends that the application be approved because of the compliance with local regulations and policies.

**Carried**

**3.3 Enterprise Way, Hunter Ct, Hunter Rd and Leckie Rd - LUCT21-0001 (BL12211) Z21-0038 (BL12212) - Multiple Owners**

Staff:

- Displayed a PowerPoint Presentation summarizing the application.

Moved By Councillor Stack/Seconded By Councillor DeHart

**Ro643/21/06/28** THAT Land Use Contract Termination Application No. LUCT21-0001 to terminate LUC77-1085 from the subject properties identified in Schedule 'A', located on Hunter Road, Hunter Court, Leckie Road and Enterprise Way, Kelowna, BC, be considered by Council;

AND THAT Rezoning Application No. Z21-0038 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification for the subject properties identified in Schedule 'B', located on Hunter Road, Hunter Court, Leckie Road and Enterprise Way, Kelowna, BC, from the A1 – Agriculture 1 and I1 – Business Industrial zones to the C10 – Service Commercial zone be considered by Council;

AND THAT Rezoning Application No. Z21-0038 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification for the subject properties identified in Schedule 'C', located on Hunter Road and Leckie Road, Kelowna, BC, from the A1 – Agriculture 1 zone to the C3 – Community Commercial zone be considered by Council;

AND THAT Rezoning Application No. Z21-0038 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot A District Lot 125 ODYD Plan 30395 Except Plan M14878, located at 1455 Dilworth Drive, Kelowna, BC from the A1 – Agriculture 1 zone to the P3 – Parks and Open Space zone be considered by Council;

AND THAT Rezoning Application No. Z21-0038 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of portions of Strata Plan KAS483 and Lot 9 District Lot 125 ODYD Plan 31272 Except Plan KAP50559 located at 1415 and 1418-1420 Hunter Court, Kelowna, BC from the A1 – Agriculture 1 zone to the C10 – Service Commercial zone as shown on Map 'A' attached to the Report from the Development Planning Department dated June 28, 2021 be considered by Council;

AND THAT Rezoning Application No. Z21-0038 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of portions of Lot A District Lots 125 and 532 ODYD Plan 39897, Lot B District Lots 125 and 532 ODYD Plan 39897, Lot 1 District Lots 125 and 532 ODYD Plan KAP82764 and Lot 2 District Lots 125 and 532 ODYD Plan KAP82764, located at 2303 and 2343 Leckie Road and 2330 and 2350 Enterprise Way, Kelowna, BC from the A1 – Agriculture 1 zone to the C10 – Service Commercial zone as shown on Map 'B' attached to the Report from the Development Planning Department dated June 28, 2021 be considered by Council;

AND THAT the Land Use Contract Termination and Rezoning Bylaw be forwarded to a Public Hearing for further consideration;

AND FURTHER THAT final adoption of the Rezoning bylaw be considered subsequent to the approval of Ministry of Transportation and Infrastructure.

**Carried**

**3.4 Enterprise Way, Hunter Ct, Hunter Rd and Leckie Rd - BL12211 (LUCT21-0001) - Multiple Owners**

Moved By Councillor Given/Seconded By Councillor Wooldridge

**Ro644/21/06/28** THAT Bylaw No. 12211 be read a first time.

**Carried**

**3.5 Enterprise Way, Hunter Ct, Hunter Rd and Leckie Rd - BL12212 (Z21-0038) - Multiple Owners**

Moved By Councillor Wooldridge/Seconded By Councillor Given

**Ro645/21/06/28** THAT Bylaw No. 12212 be read a first time.

**Carried**

Councillor Sieben connected to the meeting remotely at 2:40 p.m.

**3.6 Providence Ave 410 - OCP20-0017 (BL12229) TA20-0019 (BL12230) - Kettle Valley Holdings Ltd., Inc. No. 551772**

Staff:

- Displayed a PowerPoint Presentation summarizing the application and responded to questions from Council.

Moved By Councillor Donn/Seconded By Councillor Given

**Ro646/21/06/28** THAT Official Community Plan Map Amendment Application No. OCP20-0017 to amend Map 4.1 in the Kelowna 2030 – Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation for a portion of Lot 1 Section 23 Township 28 Similkameen Division Yale District Plan KAP85435 located at 410 Providence Avenue, Kelowna, BC from the EDINST – Educational/Major Institutional designation to the S2RES – Single / Two Unit Residential and PARK – Major Park/Open Space (public) designations, as shown on Map “A” attached to the Report from the Development Planning Department dated June 28, 2021 be considered by Council;

AND THAT Zoning Bylaw Text Amendment Application No. TA20-0019 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the Kettle Valley Regulating Plan in Section 18 Schedule ‘B’ – CD2 Kettle Valley Comprehensive Residential Development Zone for portions of Lot 1 Section 23 Township 28 Similkameen Division Yale District Plan KAP85435 located at 410 Providence Avenue, Kelowna, BC from Type III or IV to Type V, Type V to Type III or IV and Type VI to Type III or IV as identified in Schedule “A” and outlined in the Report from the Development Planning Department dated June 28, 2021 be considered by Council;

AND THAT the Official Community Plan and Zoning Bylaw Text Amendment Bylaws be forwarded to a Public Hearing for further consideration;

AND FURTHER THAT final adoption of the Zoning Bylaw Text Amending be considered subsequent to the issuance of a Preliminary Layout Review letter by the Subdivision Approving Officer.

**Carried**

**3.7 Providence Ave 410 - BL12229 (OCP20-0017) - Kettle Valley Holdings Ltd., Inc. No. 551772**

Moved By Councillor Given/Seconded By Councillor Donn

**Ro647/21/06/28** THAT Bylaw No. 12229 be read a first time;

AND THAT the bylaw has been considered in conjunction with the City's Financial Plan and Waste Management Plan.

**Carried**

**3.8 Providence Ave 410 - BL12230 (TA20-0019) - Kettle Valley Holdings Ltd., Inc. No. 551772**

Moved By Councillor Donn/Seconded By Councillor Given

Ro648/21/06/28 THAT Bylaw No. 12230 be read a first time.

Carried

Councillor Sieben disconnected from the meeting at 3:02 p.m.

**3.9 Finns Rd 663-671 - LUCT20-0012 (BL12234) - Su-Mar Investments Ltd., Inc. No. 154934**

Staff:

- Displayed a PowerPoint Presentation summarizing the application.

Moved By Councillor Wooldridge/Seconded By Councillor Hodge

Ro649/21/06/28 THAT Land Use Contract Termination Application No. LUCT20-0012 to terminate LUC76-1103 from Lot 1 Section 34 Township 26 ODYD Plan 42743, located at 663-671 Finns Road, Kelowna, BC, be considered by Council;

AND THAT the notice sign requirements under Council Policy No. 367 be altered to allow for placement on the City of Kelowna's boulevard;

AND FURTHER THAT the Land Use Contract Termination Bylaw be forwarded to a Public Hearing for further consideration.

Carried

**3.10 Finns Rd 663-671 - BL12234 (LUCT20-0012) - Su-Mar Investments Ltd., Inc. No. 154934**

Moved By Councillor Given/Seconded By Councillor Donn

Ro650/21/06/28 THAT Bylaw No. 12234 be read a first time.

Carried

**3.11 Finns Rd 733 - LUCT20-0020 (BL12235) - 684974 BC Ltd., Inc. No. 684974**

Staff:

- Displayed a PowerPoint Presentation summarizing the application.

Moved By Councillor Stack/Seconded By Councillor Singh

Ro651/21/06/28 THAT Land Use Contract Termination Application No. LUCT20-0020 to terminate LUC76-1056 from Lot 2 Section 34 Township 26 ODYD Plan 3389, located at 733 Finns Road, Kelowna, BC, be considered by Council;

AND THAT the notice sign requirements under Council Policy No. 367 be altered to allow for placement on the City of Kelowna's boulevard;

AND FURTHER THAT the Land Use Contract Termination Bylaw be forwarded to a Public Hearing for further consideration.

Carried

**3.12 Finns Rd 733 - BL12235 (LUCT20-0020) - 684974 BC Ltd., Inc. No. 684974**

Moved By Councillor Stack/Seconded By Councillor DeHart

Ro652/21/06/28 THAT Bylaw No. 12235 be read a first time.

Carried

**3.13 Enterprise Way 2046 and Hardy St 1505 - LUCT20-0017 (BL12237) - Multiple Owners**

Staff:

- Displayed a PowerPoint Presentation summarizing the application.

Moved By Councillor Hodge/Seconded By Councillor Wooldridge

Ro653/21/06/28 THAT Land Use Contract Termination Application No. LUCT20-0017 to terminate LUC76-1108 from Lot 1 District Lots 127 and 140 ODYD Plan 40360 and Lot 2 District Lots 127 and 140 ODYD Plan 40360, located at 1505 Hardy Street and 2046 Enterprise Way, Kelowna, BC, be considered by Council;

AND THAT the notice sign requirements under Council Policy No. 367 be altered to allow for placement on the City of Kelowna's Boulevard;

AND FURTHER THAT the Land Use Contract Termination be forwarded to a Public Hearing for further consideration.

Carried

**3.14 Enterprise Way 2046 and Hardy St 1505 - BL12237 (LUCT20-0017) - Multiple Owners**

Moved By Councillor DeHart/Seconded By Councillor Stack

Ro654/21/06/28 THAT Bylaw No. 12237 be read a first time.

Carried

**3.15 Sexsmith Rd 3130 - Z21-0058 (BL12238) - 463679 B.C. Ltd., Inc. No. BC0978460**

Staff:

- Displayed a PowerPoint Presentation summarizing the application and responded to questions from Council.

Moved By Councillor Given/Seconded By Councillor Donn

Ro655/21/06/28 THAT Rezoning Application No. Z21-0058 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 28 Section 3 Township 23 ODYD Plan 18861 Except Plan EPP85268, located at 3130 Sexsmith Road, Kelowna, BC from the A1 – Agriculture 1 zone to the I6 – Low- Impact Transitional Industrial zone, be considered by Council;

AND THAT Council, in accordance with Local Government Act s. 464(2), waive the Public Hearing for the Rezoning Bylaw;

AND FURTHER THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Planning Department dated June 28, 2021.

Carried

**3.16 Sexsmith Rd 3130 - BL12238 (Z21-0058) - 463679 B.C. Ltd., Inc. No. BC0978460**

Moved By Councillor Stack/Seconded By Councillor DeHart

R0656/21/06/28 THAT Bylaw No. 12238 be read a first time.

Carried

**3.17 Hollywood Rd S 1065 - Z21-0048 (BL12239) - Jordan Daniel Kaleta and Chelsea Aleksandra McCutchan**

Staff:

- Displayed a PowerPoint Presentation summarizing the application.

Moved By Councillor Given/Seconded By Councillor Donn

R0657/21/06/28 THAT Rezoning Application No. Z21-0048 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 1 Section 23 Township 26 ODYD Plan 25272, located at 1065 Hollywood Road South, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone, be considered by Council;

AND THAT Council, in accordance with Local Government Act s. 464(2), waive the Public Hearing for the Rezoning Bylaw.

Carried

**3.18 Hollywood Rd S 1065 - BL12239 (Z21-0048) - Jordan Daniel Kaleta and Chelsea Aleksandra McCutchan**

Moved By Councillor DeHart/Seconded By Councillor Stack

R0658/21/06/28 THAT Bylaw No. 12239 be read a first time.

Carried

**3.19 Sadler Rd 145, Hwy 33 E 180 and 190 - Z18-0117 (BL11957) - Supplemental Report**

Staff:

- Displayed a PowerPoint Presentation summarizing the application and responded to questions from Council.

Moved By Councillor Stack/Seconded By Councillor Given

R0659/21/06/28 THAT Council receives, for information, the supplemental report regarding Rezoning Bylaw No. 11957 from the Development Planning Department dated June 28, 2021;

AND THAT Rezoning Application No. Z18-0117 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lots 1, 2 & 3 Section 26 Township 26 ODYD Plan 10045, located at 180 & 190 Highway 33 East and 145 Sadler Road, Kelowna, BC from the RU1 – Large Lot Housing zone and RU6 – Two Dwelling Housing zone to the C4 – Urban Centre Commercial zone, be considered by Council;

AND THAT the Rezoning Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Planning Department dated June 28, 2021;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the approval of the Ministry of Transportation and Infrastructure;

AND FURTHER THAT final adoption of the Rezoning Bylaw be considered in conjunction with Council's consideration of a Development Permit and Development Variance Permit for the subject property.

Carried

### **3.20 Heritage Register Removal - 180 Hwy 33 E**

Staff:

- Displayed a PowerPoint Presentation summarizing the application.

Moved By Councillor Hodge/Seconded By Councillor Donn

Ro660/21/06/28 THAT Council receives, for information, the report from the Policy & Planning Department dated June 28, 2021, with respect to the Kelowna Heritage Register;

AND THAT Council endorse the removal of 180 Highway 33 East from the Kelowna Heritage Register.

Carried

## **4. Non-Development Reports & Related Bylaws**

### **4.1 Amendment No 12 to Development Application Fees Bylaw No 10560 (BL12220)**

Moved By Councillor DeHart/Seconded By Councillor Wooldridge

Ro661/21/06/28 THAT Council, receives, for information, the Report from the Development Planning Department dated June 28, 2021 recommending that Council amend the City of Kelowna Development Application Fees Bylaw No. 10560;

AND THAT Bylaw No. 12173 being Amendment No. 12 to the Development Application Fees Bylaw No. 10560 be forwarded for reading consideration.

Carried

### **4.2 BL12220 - Amendment No 12 to Development Application Fees Bylaw No 10560**

Moved By Councillor Stack/Seconded By Councillor DeHart

Ro662/21/06/28 THAT Bylaw No. 12220 be read a first, second and third time.

Carried

### **4.3 2020 Annual Report and Statement of Financial Information**

Staff:

- Displayed a PowerPoint Presentation summarizing the 2020 Annual Report.

Moved By Councillor DeHart/Seconded By Councillor Stack

Ro663/21/06/28 THAT Council receives, for information, the 2020 Annual Report for the year ended December 31, 2020.

AND THAT Council receives, for information, the 2020 Statement of Financial Information report that includes: Council Remuneration and Expense Report, Schedule of Remuneration

and Expenses paid to or on behalf of each employee, Schedule of Payments to Suppliers of Goods and Services and Schedule of Payments to Suppliers for Grants and Contributions.

Carried

#### 4.4 Southern Interior Bylaw Adjudication Report to Council 2021

Staff:

- Confirmed there are twelve member participants in the Bylaw Notice Dispute Registry and responded to questions from Council.

Moved By Councillor Stack/Seconded By Councillor DeHart

Ro664/21/06/28 THAT Council approves the addition of the Regional District of the North Okanagan (RDNO) to the Southern Interior Bylaw Notice Dispute Registry Agreement Bylaw;

AND THAT the Mayor and City Clerk be authorized to execute the necessary documents to add the RDNO to the Southern Interior Bylaw Notice Dispute Registry Agreement.

Carried

Councillor Sieben reconnected to the meeting at 3:40 p.m.

#### 4.5 Additional Restrictions for Shared E-scooters

Staff:

- Displayed a PowerPoint Presentation outlining options for additional restrictions to the shared e-scooter program and responded to questions from Council.

Moved By Councillor Stack/Seconded By Councillor Donn

Ro665/21/06/28 THAT Council receives for information, the report from Integrated Transportation dated June 28, 2021, with regards to additional restrictions for shared e-scooters;

AND THAT Council requires e-scooter permit holders to implement permit changes identified in the Reports from Integrated Transportation dated June 14, 2021 and June 28, 2021 by June 30, 2021;

AND THAT any e-scooter permit holder unable to meet the June 30, 2021 deadline have their permit cancelled with the option to re-apply for an amended permit for the remainder of the 2021-2022 permit period;

AND THAT the number of e-scooters provided be reduced and limited as per the report of Integrated Transportation dated June 28, 2021;

AND THAT the location of e-scooter drop-offs be limited as per the report of Integrated Transportation dated June 28, 2021;

AND THAT shared e-scooters be prohibited on the closed portion of Bernard Avenue and the waterfront walkway from the City Park Underpass to Rotary Marsh;

AND FURTHER THAT the Additional Restrictions on shared-scooter companies identified in the Report from Integrated Transportation dated June 28, 2021 be implemented.

Carried

Councillors DeHart, Hodge and Sieben - Opposed

Councillor Sieben disconnected from the meeting at 4:42 p.m.

**5. Mayor and Councillor Items**

Councillor Singh:

- Provided comments in support of the recent passing of Bill C-6.
- Wished Deputy Fire Chief Hollier well on his retirement.

Councillor DeHart:

- Commended staff from the Parks Department and Operations for the meridian flower displays and noted the many compliments received.

Councillor Wooldridge:

- Provided comments in support of the recent passing of Federal Bill C-6 banning conversion therapy.

Councillor Donn:

- Made comment on the Meet Me on Bernard event starting July 1<sup>st</sup>.
- Made comment on upcoming Canada Day.

Mayor Basran:

- Reminded residents to be aware of water consumption and that the fire ban went into effect today.

**6. Termination**

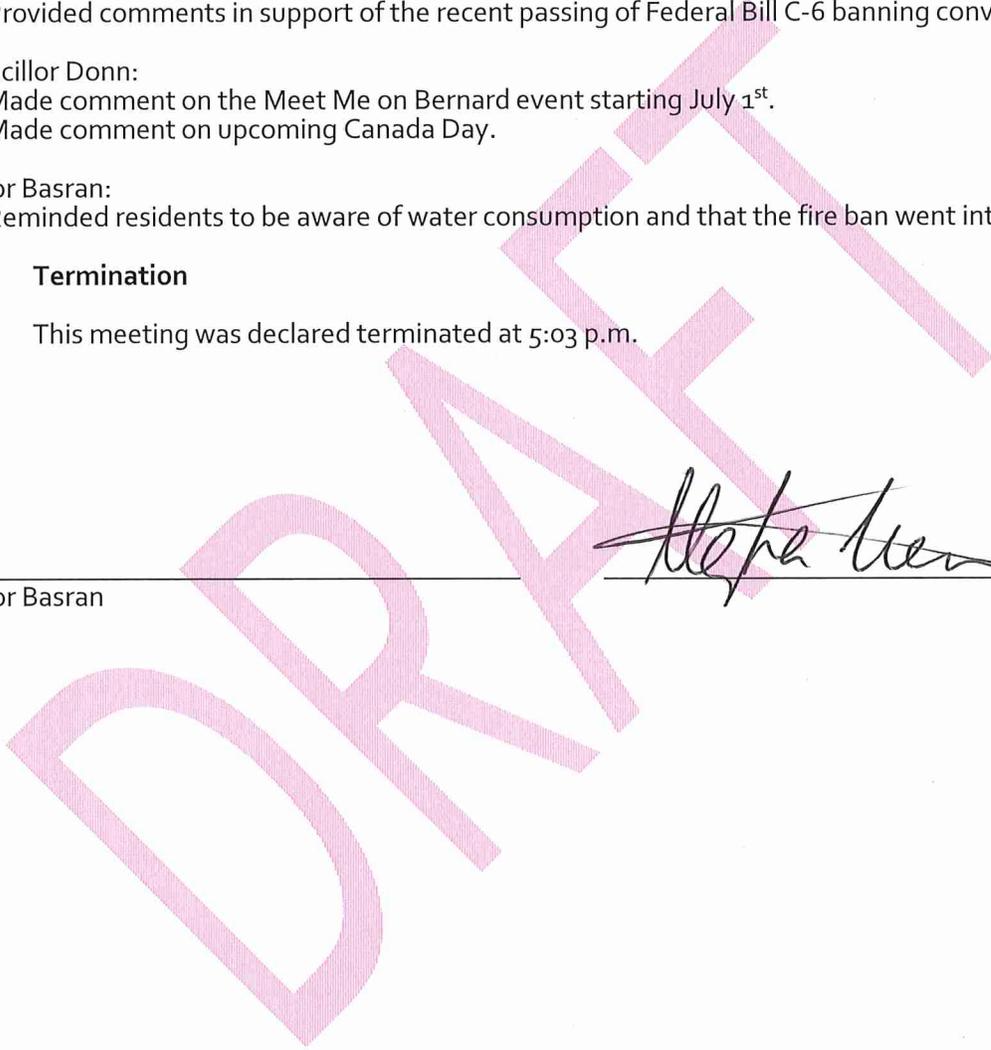
This meeting was declared terminated at 5:03 p.m.

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



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

/acm



# REPORT TO COUNCIL



**Date:** July 12<sup>th</sup>, 2021

**To:** Council

**From:** City Manager

**Department:** Development Planning

**Application:** LUCT20-0010, Z20-0084      **Owner:** Dennis Victor Miller and Kimberley Marie Miller

**Address:** 2840 Boyd Road      **Applicant:** The City of Kelowna

**Subject:** Land Use Contract Termination and Rezoning Application

**Existing OCP Designation:** REP – Resource Protection Area

**Existing Zone:** A1 – Agriculture 1

**Proposed Zone:** RU1 – Large Lot Housing

---

## 1.0 Recommendation

THAT Land Use Contract Termination No. LUCT20-0010 to terminate LUC76-1112 from Lot 2 District Lot 130 ODYD Plan KAP89521, located at 2840 Boyd Road, Kelowna, BC be considered by Council;

AND THAT Rezoning Application No. Z20-0084 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 2 District Lot 130 ODYD Plan KAP89521, located at 2840 Boyd Road, Kelowna, BC from the A1 – Agriculture 1 to the RU1 – Large Lot Housing zone be considered by Council;

AND THAT Council waive the development sign requirement under Public Notification & Consultation for Development Applications No. 367 for Rezoning Bylaw No. 12221.

AND FURTHER THAT the Land Use Contract Termination Bylaw and Rezoning Bylaw be forwarded to a Public Hearing for further consideration.

## 2.0 Purpose

To consider an early termination of THE Land Use Contract (LUC76-1112) and to rezone the subject property from the A1 – Agriculture 1 zone to RU1 – Large Lot Housing zone.

## 3.0 Development Planning

Staff are recommending the Land Use Contract (LUC76-1112) to be terminated and for the subject property to be rezoned. The underlying zone is A1 – Agriculture 1 and is not appropriate for the current land use. The current use is a single-family home, which is permitted in the Land Use Contract. The LUC gives the subject property the development regulations of the former Zoning Bylaw no. 4500’s R1 zone, so the RU1 zone is the most appropriate zone to match the uses. Therefore, Staff are proposing to adopt the RU1 – Large Lot Housing zone for the subject property.

**4.0 Proposal**

**4.1 Background**

Land Use Contracts were a tool regularly used in the 1970’s before it was eliminated on November 15th, 1978. The purpose of the tool was to allow local governments to arrive at agreements with specific developers to grant development rights over and above what was allowed under current zoning. This was typically done in exchange for commitments by developers to help finance the infrastructure costs of development.

Issues have arisen, specifically with the continued application of land use contracts as they supersede any subsequent bylaw dealing with land use and development including: Zoning Bylaws, Development Cost Charge Bylaws, and Development Permits. The Local Government Act was amended in 2014 stating all land use contracts in the province will be terminated as of June 30th, 2024. Land use contracts will remain in force until that date unless terminated early by the municipality. By June 20th, 2022, local governments must have appropriate zoning regulations in place to replace land use contracts upon their termination. However, LUC terminations (unlike LUC discharges) do not apply when Council adopts the bylaw. Terminations require a one-year grace period as outlined by the Local Government Act.

**4.2 Notification**

Staff sent a letter to the owner of the property on September 22<sup>nd</sup>, 2020, explaining the process and providing contact information. Local governments must also provide notice to each owner that the termination of Land Use Contract is occurring and must provide notice of what the new development regulations apply to the land. The municipality must also send an additional letter within 30 days of adoption, informing the owners and providing information about the Board of Variance. Staff are recommending Council Notification Policy #367 development signage requirements be waived for this Land Use Contract Termination application. Development Signs, in this case, are not recommended as the LUCT is City-initiated, and the proposed RU1 is a minor land use change.

**4.3 Site Context**

The subject property is on Boyd Road in the South Pandosy – KLO OCP Sector. The property has the Future Land Use Designation of REP – Resource Protection. The surrounding area is primarily zoned A1 – Agriculture 1 and has the Future Land Use Designation of S2RES – Single/Two Unit Residential and REP – Resource Protection.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	A1 – Agriculture 1	Vacant Single-Family Lot
East	A1 – Agriculture 1	Vacant Single-Family Lot
South	A1 – Agriculture 1	Single-Family Home (s)
West	A1 – Agriculture 1	Vacant Single-Family Lot

**Subject Property Map: 2840 Boyd Road**



**5.0 Current Development Policies**

Council Policy No. 282 – Strategy for Elimination of Remaining Land Use Contracts

Council Policy No. 282. Includes the following statement:

That the City of Kelowna initiate proceedings to discharge the contracts subject to consultation with affected owners of the land and subject to prior approval by Council with regard to affected contracts.

**6.0 Application Chronology**

Date of Application Received: September 11, 2020  
Date of Owner Notification: September 22, 2020

**Report prepared by:** Tyler Caswell, Planner I  
**Reviewed by:** Dean Strachan, Community Planning & Development Manager  
**Reviewed by:** Terry Barton, Development Planning Department Manager  
**Approved for Inclusion:** Ryan Smith, Divisional Director, Planning & Development Services



LUCT20-0010/Z20-0084

2840 Boyd Road

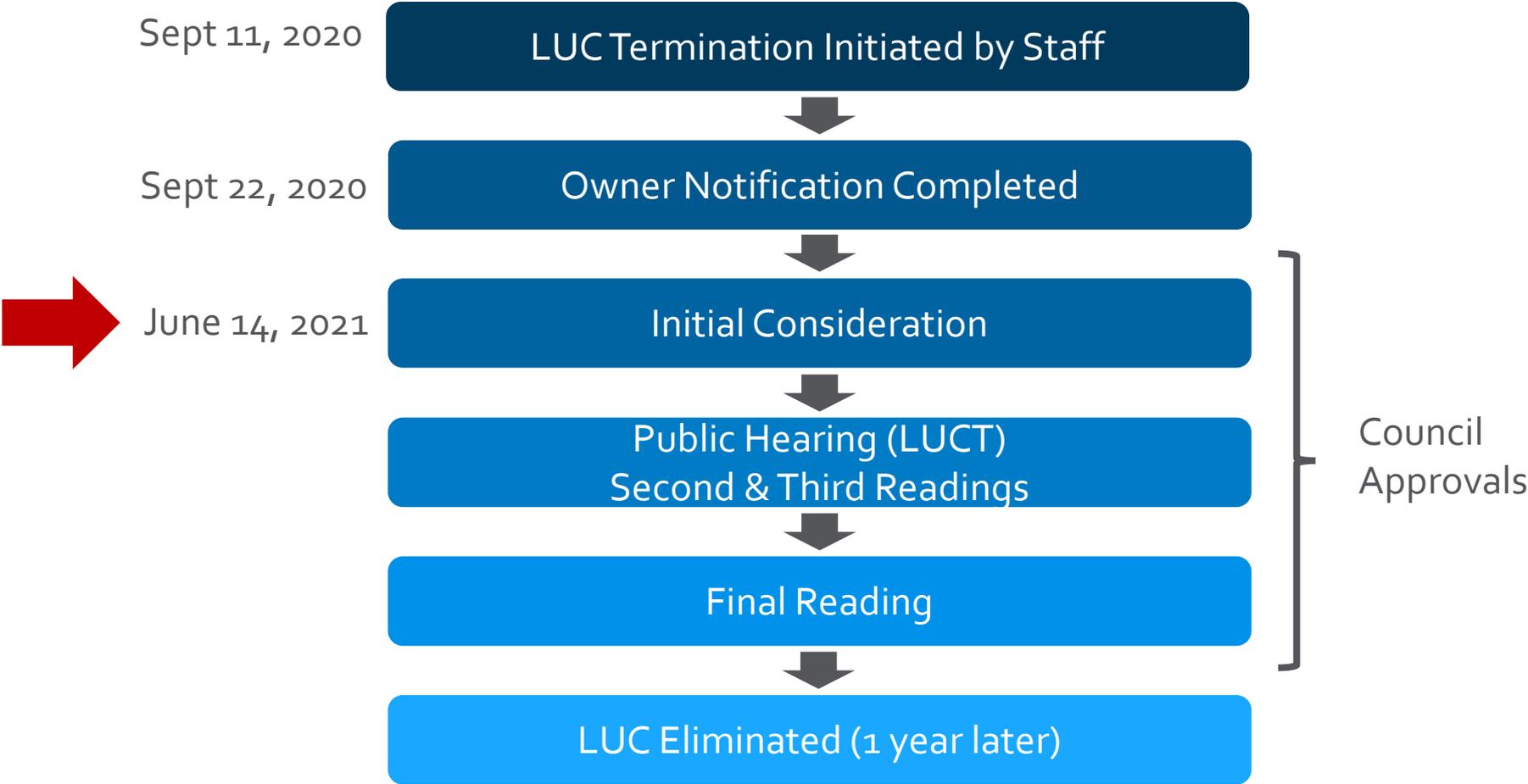
Land Use Contract Termination and Rezoning Application



# Proposal

- ▶ To terminate the Land Use Contract (LUC76-1112) and to rezone the property from A1 – Agriculture 1 to RU1 – Large Lot Housing.

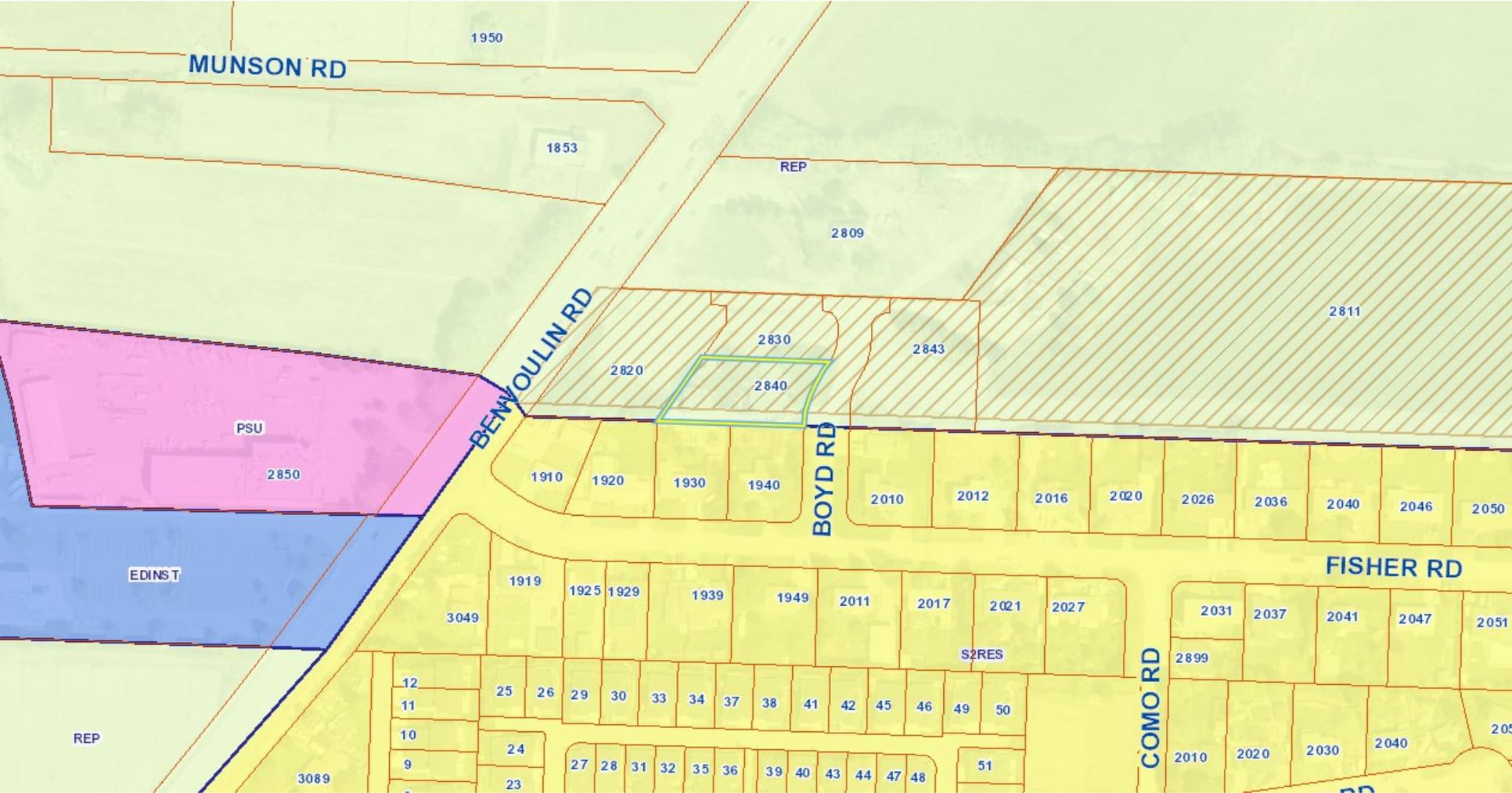
# Development Process



# Context Map



# OCP Future Land Use



# Background

- ▶ Land Use Contracts: 1970's tool
- ▶ Allow local governments to grant development rights above and beyond current zoning
- ▶ Exchange for commitments from developers to help infrastructure costs
- ▶ BC Government requires all contracts to be discharged and/or terminated by 2024 and the appropriate zoning in place by 2022.

# Project Details

- ▶ Staff initiated the termination of LUC76-1112.
- ▶ Staff are proposing to adopt the RU1 – Large Lot Housing, which allows for the existing use.
- ▶ The RU1 also best matches the allowable development regulations in the LUC.
- ▶ If successful, all properties will get full use of current Ru1 zone, one year after termination date.

# Public Notification Policy #367

- ▶ Staff sent a letter of Proposed Termination of Land Use Contract to the property owner in the LUC area.
  - ▶ Sent on Sept 22<sup>nd</sup>, 2020
- ▶ One-year grace period from Council consideration before full uses of RU1 – Large Lot Housing zone (as per Zoning Bylaw no. 8000).

# Staff Recommendation

- ▶ Development Planning Staff recommend **support** for the proposed land use contract termination:
  - ▶ The proposed zone Ru1 is appropriate for the area and it matches the LUC.
  - ▶ Province of BC requires all LUC's to be discharged/terminated.



## *Conclusion of Staff Remarks*

**CITY OF KELOWNA**

**BYLAW NO. 12219**

**LUCT20-0010**

**Early Termination of Land Use Contract LUC76-1112  
2840 Boyd Road**

---

WHEREAS a land use contract (the "Land Use Contract LUC76-1112") is registered at the Kamloops Land Title Office under the charge number N70788 against lands in the City of Kelowna particularly known and described as Lot 2 District Lot 130 ODYD Plan KAP89521 (the "Lands"), located on Boyd Road, Kelowna, B.C.;

AND WHEREAS Section 548 of the *Local Government Act* provides that a local government may impose an early termination to land use contracts registered in a Land Title Office that applies to land within the jurisdiction of the local government;

NOW THEREFORE, the Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. This Bylaw may be cited for all purposes as "Early Termination of Land Use Contract LUC76-1112 Bylaw No. 12219";
2. Land Use Contract Bylaw No. 4682-78 establishing Land Use Contract LUC76-1112 and all amendments thereto, are hereby repealed and the Land Use Contract is terminated as of the date of adoption; and
3. This bylaw will come into force and effect one year after the adoption date.

Read a first time by the Municipal Council this

Considered at a Public Hearing this

Read a second and third time by Municipal Council on the

Adopted by the Municipal Council this

---

Mayor

---

City Clerk

**CITY OF KELOWNA**

**BYLAW NO. 12221**

**Z20-0084**

**2840 Boyd Road**

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 2 District Lot 130 ODYD Plan KAP89521 located on Boyd Road, Kelowna, BC from the A1 – Agriculture 1 zone to the RU1 – Large Lot Housing zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Considered at a Public Hearing on the

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

\_\_\_\_\_  
Mayor

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

# REPORT TO COUNCIL



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Department:** Development Planning  
**Application:** Z20-0095  
**Address:** 734 Mayfair Court  
**Subject:** Rezoning Application  
**Owner:** Adam Wladyslaw Zurek  
**Applicant:** John Frederick Watson  
**Existing OCP Designation:** S2RES – Single / Two Unit Residential  
**Existing Zone:** RU1 – Large Lot Housing  
**Proposed Zone:** RU1c – Large Lot Housing with Carriage House

---

## 1.0 Recommendation

THAT Rezoning Application No. Z20-0095 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 18 District Lot 143 ODYD, Plan 43720, located at 734 Mayfair Court, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone be considered by Council;

AND THAT Council, in accordance with Local Government Act s. 464(2), waive the Public Hearing for the Rezoning Bylaw;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the approval of the Ministry of Transportation and Infrastructure;

AND FURTHER THAT final adoption of the Rezoning Bylaw be considered in conjunction with Council's consideration of a Development Variance Permit for the subject property.

## 2.0 Purpose

To rezone the subject property from the RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone to facilitate the conversion of an accessory building to an accessory dwelling, and to waive the Public Hearing.

**3.0 Development Planning**

Staff are recommending support for the proposed rezoning from RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone as the subject property is within the Permanent Growth Boundary, is serviced (i.e. sewer) and the plans align with the Official Community Plan (OCP) Future Land Use Designation of S2RES – Single/Two Unit Residential. Rezoning the subject property to add the ‘c’ designation would meet policy objectives including fostering a mix of housing forms and concentrating growth within the Permanent Growth Boundary.

**4.0 Proposal**

**4.1 Project Description**

The proposed rezoning from RU1 to RU1c would allow the existing accessory building located at the rear of the property to be converted into an accessory dwelling. The subject property is suitable for an increase in density as it is located near transit routes with access to parks and schools.

**4.2 Site Context**

The subject property is located in the Rutland OCP City Sector near the intersection of Mayfair Road and McCurdy Road and just southwest of Pearson Road Elementary School. It is in close proximity to the transit route along Franklyn Rd and is within walking distance to Ben Lee Park to the south of the subject site. Surrounding zones include primarily RU1 – Large Lot Housing and I2 – General Industrial with a combination of RU1c – Large Lot Housing with Carriage House and RU6 – Two Dwelling Housing zoned sites. The property has a walk score of 44, meaning most errands require a car and a transit score of 40, meaning there are a few nearby transit options within the area.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RU1 – Large Lot Housing	Residential
East	RU1 – Large Lot Housing	Residential
South	RU1 – Large Lot Housing	Residential
West	I2 – General Industrial	Industrial

**Subject Property Map: 734 Mayfair Court**



## 5.0 Current Development Policies

### 5.1 Kelowna Official Community Plan (OCP)

#### Chapter 5: Development Process

##### *Objective 5.3 Focus development to designated growth areas*

*Policy .2 Compact Urban Growth.* Develop a compact urban form that maximizes the use of existing infrastructure and contributes to energy efficient settlement patterns. This will be done by increasing densities (approximately 75-100 people and/or jobs per ha located within a 400 metre walking distance of transit stops is required to support the level of transit service) through development, conversion, and re-development within Urban Centres (see Map 5.3) in particular and existing areas as per the provisions of the Generalized Future Land Use Map 4.1

##### *Objective 5.22 Ensure context sensitive housing development*

*Policy .6 Sensitive Infill.* Encourage new development or redevelopment in existing residential areas to be sensitive to or reflect the character of the neighbourhood with respect to building design, height and siting.

##### *Objective 5.22 Ensure context sensitive housing development*

*Policy .12 Carriage Houses & Accessory Apartments.* Support carriage houses and accessory apartments through appropriate zoning regulations.

## 6.0 Application Chronology

Date of Application Received: November 4, 2020

Date Public Consultation Completed: February 15, 2021

**Report prepared by:** Andrew Ferguson, Planner II

**Reviewed by:** Jocelyn Black, Urban Planning Manager

**Approved for Inclusion:** Terry Barton, Development Planning Department Manager

### **Attachments:**

Attachment A: Conceptual Drawing Package

# BC LAND SURVEYOR'S SITE PLAN SHOWING LOCATION OF IMPROVEMENTS ON LOT 18, DL 143, ODYD, PLAN 43720.

PID: 016-429-311  
 CIVIC ADDRESS: 734 MAYFAIR COURT  
 CLIENT: WATSON

**ATTACHMENT A**  
 This forms part of application # Z20-0095  
 City of Kelowna COMMUNITY PLANNING  
 Planner Initials AF

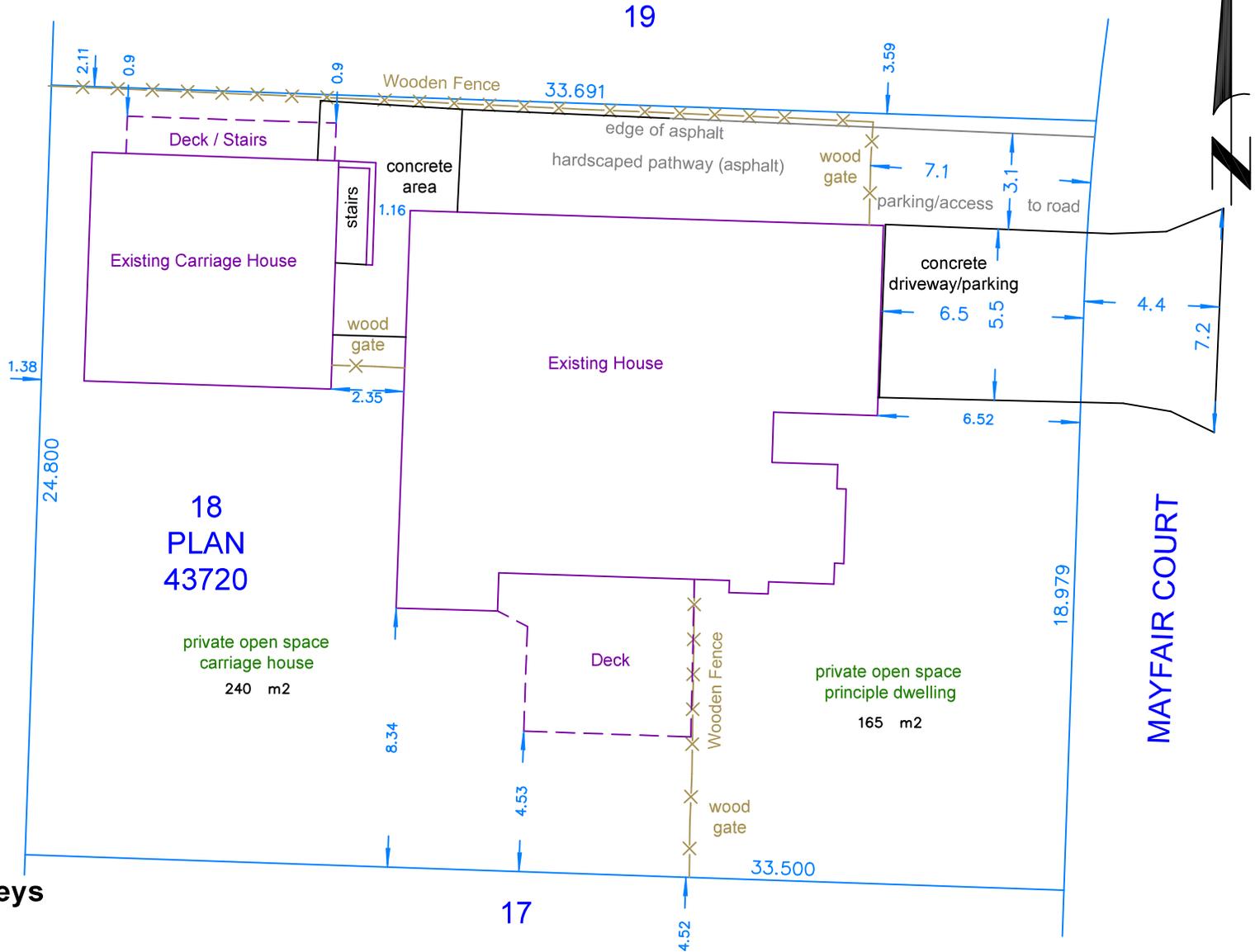
This document shows the relative location of proposed improvement(s) named above with respect to the boundaries of the described parcel.  
 This document was prepared for the exclusive use of the client named herein.  
 Lot dimensions shown are derived from Land Title Office records.  
 This document shall not be used to define property lines or corners.

Scale 1:200 Metric. Distances shown are in metres and decimals thereof.

Notes:  
 - Unregistered interests have not been included or considered.

Charges on Title:  
 - Statutory Building Scheme KD76906.  
 - Statutory Right of Way KD101064.

**A**  
**PLAN**  
**KAP50295**



## DA Goddard Surveys

1315 St. Paul Street, Kelowna BC  
 File: 415994-SP May 18, 2021  
 © DA Goddard Surveys, 2021.



# Z20-0095

# 734 Mayfair Court

## Rezoning Application



# Proposal

- ▶ To rezone the subject property from the RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone to facilitate the conversion of an accessory building to an accessory dwelling.

# Development Process



Nov 4, 2020

Development Application Accepted



Staff Review & Circulation



Feb 15, 2021

Public Notification Received



July 12, 2021



Initial Consideration



Waive Public Hearing



Final Reading  
Variances

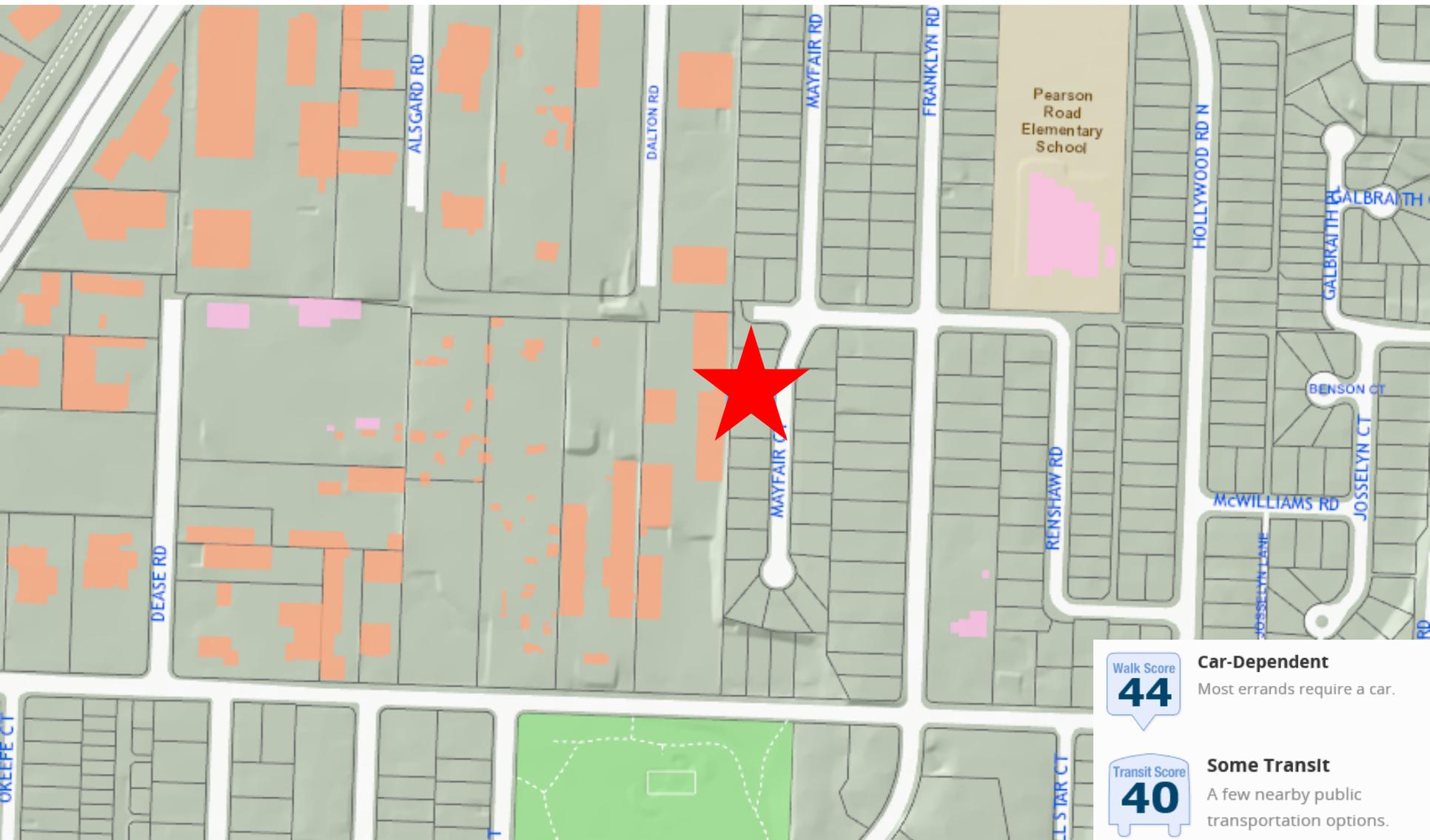


Building Permit



Council Approvals

# Context Map



Walk Score  
**44**

**Car-Dependent**  
Most errands require a car.

Transit Score  
**40**

**Some Transit**  
A few nearby public transportation options.

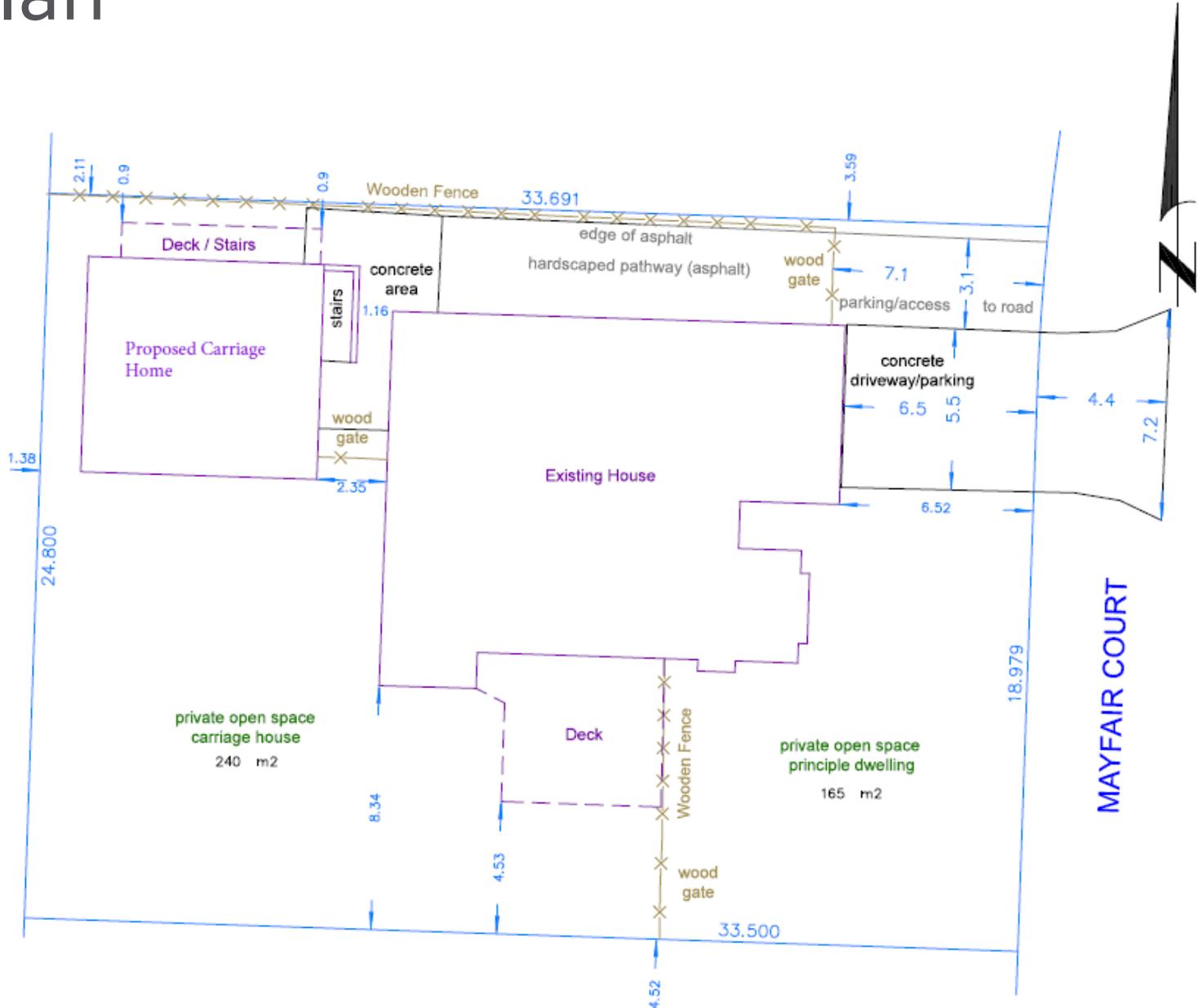
# Subject Property Map



# Street View Image



# Site Plan





# Development Policy

- ▶ Meets the intent of Official Community Plan Urban Infill Policies:
  - ▶ Within Permanent Growth Boundary
  - ▶ Sensitive Infill
  - ▶ Carriage Houses and Accessory Apartments

# Staff Recommendation

- ▶ Staff recommend **support** of the proposed rezoning to facilitate development of a carriage house
  - ▶ Meets the intent of the Official Community Plan
    - ▶ Urban Infill Policies
    - ▶ Appropriate location for adding residential density
- ▶ Recommend the Bylaw be forwarded to Public Hearing



## *Conclusion of Staff Remarks*

**CITY OF KELOWNA**

**BYLAW NO. 12241**

**Z20-0095**

**734 Mayfair Court**

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 18 District Lot 143, ODYD, Plan 43720 located on Mayfair Court, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Public Hearing waived by the Municipal Council this

Read a second and third time by the Municipal Council this

Approved under the Transportation Act this

---

(Approving Officer – Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# REPORT TO COUNCIL



**Date:** July 12, 2021

**To:** Council

**From:** City Manager

**Department:** Development Planning

**Application:** Z21-0008

**Owner:** Mehdi Tehrani

Mandana Ghanyei

**Address:** 4653 Gordon Drive

**Applicant:** Mehdi Tehrani

**Subject:** Rezoning Application

**Existing OCP Designation:** S2RES – Single / Two Unit Residential

**Existing Zone:** RU1 – Large Lot Housing

**Proposed Zone:** RU6 – Two Dwelling Housing

---

## 1.0 Recommendation

THAT Rezoning Application No. Z21-0008 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot A District Lot 357 Osoyoos Division Yale District Plan EPP110189, located at 4653 Gordon Drive, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone, be considered by Council;

AND THAT Council, in accordance with Local Government Act s. 464(2), waive the Public Hearing for the Rezoning Bylaw;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Planning Department dated July 12, 2021;

AND FURTHER THAT final adoption of the Rezoning Bylaw be considered subsequent to the issuance of a Preliminary Layout Review Letter by the Approving Officer.

## 2.0 Purpose

To rezone the subject property from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone to facilitate a two-lot subdivision, and to waive the Public Hearing.

### 3.0 Development Planning

Staff support the rezoning application, which would facilitate a two-lot residential subdivision. The proposed RU6 – Two Dwelling Housing zone meets the form and density objectives of the Official Community Plan (OCP) S2RES – Single / Two Unit Residential designation, and as such, the application complies with the designated Future Land Use. In addition, the OCP urban infill policies support the modest densification of urban residential neighbourhoods where infrastructure already exists. The subject property is fully serviced and, if rezoned, would meet the subdivision regulations allowing for a Preliminary Layout Review to be issued for the creation of two lots that could each accommodate two dwellings.

The applicant has confirmed the completion of neighbourhood notification in accordance with Council Policy No. 367.

### 4.0 Proposal

#### 4.1 Project Description

The applicant is seeking approval to rezone to the RU6 – Two Dwelling Housing zone, to facilitate a two-lot subdivision. Each lot would meet Zoning Bylaw regulations to accommodate two dwellings each. A 6.0 m wide access easement would be required, to limit the number of driveways on Gordon Drive, as it is classified as a 2 lane-arterial road in this location.

There is an existing single family dwelling on the subject property that are proposed to be demolished as part of this development. A draft subdivision plan was submitted, which demonstrates this can occur with no variances to the RU6 – Two Dwelling Housing subdivision regulations within the City's Zoning Bylaw. This draft subdivision plan has been included in Attachment A.

#### 4.2 Site Context

The subject property is located on the east side of Gordon Drive, between McClure Road and Vance Avenue. It is within the City's Permanent Growth Boundary and in close proximity to OKM Secondary School. The Walk Score is 19, indicating that almost all errands require a car.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RU1 – Large Lot Housing	Single Dwelling Housing
East	RU1 – Large Lot Housing	Single Dwelling Housing
South	RU1 – Large Lot Housing	Single Dwelling Housing
West	RU1 – Large Lot Housing	Single Dwelling Housing

**Subject Property Map: 4653 Gordon Drive**



4.3 Zoning Analysis Table

Zoning Analysis Table				
CRITERIA	RU6 ZONE REQUIREMENTS		PROPOSED LOT A	PROPOSED LOT B
Subdivision Regulations				
	Single Dwelling	Two Dwelling		
Min. Lot Area	400 m <sup>2</sup>	700 m <sup>2</sup>	1,139 m <sup>2</sup>	1,273 m <sup>2</sup>
Min. Lot Width	13.0 m	18.0 m	18.8 m	21.0 m
Min. Lot Depth	30.0 m	30.0 m	60.6 m	60.6 m

5.0 **Current Development Policies**

5.1 Kelowna Official Community Plan (OCP)

Chapter 1: Introduction

*Goals for a Sustainable Future:*

Contain Urban Growth – Reduce greenfield urban sprawl and focus growth in compact, connected and mixed-use (residential and commercial) urban and village centres.

Chapter 5: Development Process

*Objective 5.3 Focus development to designated growth areas*

*Policy 5.3.2 Compact Urban Form.* Develop a compact urban form that maximizes the use of existing infrastructure and contributes to energy efficient settlement patterns. This will be done by increasing densities (approximately 75 - 100 people and/or jobs located within a 400 metre walking distance of transit stops is required to support the level of transit service) through development, conversion, and re-development within Urban Centres (see Map 5.3) in particular and existing areas as per the provisions of the Generalized Future Land Use Map 4.1.

## 6.0 Technical Comments

### 6.1 Development Engineering Department

See Schedule A: City of Kelowna Memorandum

## 7.0 Application Chronology

Date of Application Accepted: January 27, 2021

Date Public Consultation Completed: April 15, 2021

**Report prepared by:** Kimberly Brunet, Planner II  
**Reviewed by:** Jocelyn Black, Urban Planning Manager  
**Reviewed by:** Terry Barton, Development Planning Department Manager  
**Approved for Inclusion:** Ryan Smith, Divisional Director, Planning & Development Services

### **Attachments:**

Schedule A: City of Kelowna Memorandum

Attachment A: Draft Subdivision Plan

# CITY OF KELOWNA MEMORANDUM

---

**Date:** May 13, 2021

**File No.:** Z21-0008

**To:** Planning and Development Officer (KB)

**From:** Development Engineering Manager (JK)

**Subject:** 4653 Gordon Dr. RU1 to RU6

---

The Development Engineering Branch has the following comments and requirements associated with this rezoning application to rezone the subject property from RU1 Large Lot Housing to RU6 Two Dwelling Housing. Road and utility upgrading requirements outlined in this report will be a requirement of this development. The Development Engineering Technician for this project is Aaron Sangster.

**1. General**

- a) This proposed development may require the installation of centralized mail delivery equipment. Please contact Arif Bhatia, Delivery Planning Officer, Canada Post Corporation, 530 Gaston Avenue, Kelowna, BC, V1Y 2K0, (250) 859-0198, arif.bhatia@canadapost.ca to obtain further information and to determine suitable location(s) within the development.
- b) The following requirements are valid for two (2) years from the reference date of this memo, or until the application has been closed, whichever occurs first. The City of Kelowna reserves the rights to update/change some or all items in this memo once these time limits have been reached.

**2. Domestic Water and Fire Protection**

- a) This property is currently serviced with 19mm-diameter water service. The developer’s consulting mechanical engineer will determine the domestic, fire protection requirements of this proposed development and establish hydrant requirements and service needs. Service upgrades can be provided by the City at the applicant’s cost (if required).

**3. Sanitary Sewer**

- a) This property is currently serviced with one 100 mm sanitary service. The developer’s consulting mechanical engineer will determine the development requirements of this proposed development and establish the service needs. The applicant, at their cost, will arrange for the removal and disconnection of the existing services and installation of one new larger service, if necessary.

**4. Storm Drainage**

- a) The developer must engage a consulting civil engineer to provide a stormwater management plan for the site, which meets the requirements of the Subdivision, Development, and Servicing Bylaw No. 7900. The storm water management plan

must also include provision of lot grading plans, minimum basement elevations (MBE), if applicable, and recommendations for onsite drainage containment and disposal systems.

## 5. Electric Power and Telecommunication Services

- a) All proposed distribution and service connections are to be installed underground. It is the developer's responsibility to make a servicing application with the respective electric power, telephone and cable transmission companies to arrange for these services, which would be at the applicant's cost.

## 6. Road Improvements / Site Access

- a) Gordon Dr. must be upgraded to an urban standard along the full frontage of this proposed development, including irrigated landscaped boulevard, removal and replacement and re-location or adjustment of utility appurtenances if required to accommodate the upgrading construction.
- b) The existing driveway must be removed and replaced with curb and gutter, and sidewalk.
- c) The existing landscaped wall must be removed from the City ROW.
- d) Only a single driveway access with a maximum width of 6m will be permitted for this development. The access must be shared, and a shared accesses easement will need to be register.
- e) Existing center road median must be maintained.

## 7. Development Permit and Site Related Issues

- a) Provide all necessary Statutory Rights-of-Way for any utility corridors as required.
- b) If any road dedication affects lands encumbered by a Utility right-of-way (such as Fortis, etc.) please obtain the approval of the utility prior to application for final subdivision approval. Any works required by the utility as a consequence of the road dedication must be incorporated in the construction drawings submitted to the City's Development Manager.

## 8. Geotechnical Report

- a) Although a geotechnical report will not be required at time of rezoning, a report must be provided at the time of Building Permit.
- b) Provide a comprehensive geotechnical report (3 copies), prepared by a Professional Engineer competent in the field of hydro-geotechnical engineering to address the items below: **NOTE: The City is relying on the Geotechnical Engineer's report to prevent any damage to property and/or injury to persons from occurring as a result of problems with soil slippage or soil instability related to this proposed subdivision.**

The Geotechnical reports must be submitted to the Planning and Development Services Department (Planning & Development Officer) for distribution to the Works & Utilities Department and Inspection Services Division prior to submission of Engineering drawings or application for subdivision approval.

- (i) Area ground water characteristics, including any springs and overland surface drainage courses traversing the property. Identify any monitoring required.
- (ii) Site suitability for development.
- (iii) Site soil characteristics (i.e. fill areas, sulphate content, unsuitable soils such as organic material, etc.).
- (iv) Any special requirements for construction of roads, utilities and building structures.
- (v) Site suitability for development.
- (vi) Suitability of on-site disposal of storm water and sanitary waste, including effects upon adjoining lands.
- ii) Site soil characteristics (i.e. fill areas, sulphate content, unsuitable soils such as organic material, etc.).
- iii) Recommendations for items that should be included in a Restrictive Covenant.
- iv) Any special requirements for construction of roads, utilities, and building structures.
- v) Any items required in other sections of this document.
- vi) Recommendations for erosion and sedimentation controls for water and wind.
- vii) Recommendations for roof drains and perimeter drains.

**9. Road Dedication**

- a) If any road dedication or closure affects lands encumbered by a Utility right-of-way (such as Hydro, Telus, Gas, etc.) please obtain the approval of the utility. Any works required by the utility as a consequence of the road dedication or closure must be incorporated in the construction drawings submitted to the City's Development Manager.

**10. Design and Construction**

- c) Design, construction supervision and inspection of all off-site civil works and site servicing must be performed by a Consulting Civil Engineer and all such work is subject to the approval of the City Engineer. Drawings must conform to City standards and requirements.
- d) Engineering drawing submissions are to be in accordance with the City's "Engineering Drawing Submission Requirements" Policy. Please note the number of sets and drawings required for submissions.
- e) Quality Control and Assurance Plans must be provided in accordance with the Subdivision, Development & Servicing Bylaw No. 7900 (refer to Part 5 and Schedule 3).
- f) A "Consulting Engineering Confirmation Letter" (City document 'C') must be completed prior to submission of any designs.

- g) Before any construction related to the requirements of this subdivision application commences, design drawings prepared by a Professional Engineer must be submitted to the City's Development Engineering Department. The design drawings must first be "Issued for Construction" by the City Engineer. On examination of design drawings, it may be determined that rights-of-way are required for current or future needs.

**11. Servicing Agreements for Works and Services**

- a) A Servicing Agreement is required for all offsite works and services on City lands in accordance with the Subdivision, Development & Servicing Bylaw No. 7900. The applicant's Engineer, prior to preparation of Servicing Agreements, must provide adequate drawings and estimates for the required works. The Servicing Agreement must be in the form as described in Schedule 2 of the bylaw.
- b) Part 3, "Security for Works and Services", of the Bylaw, describes the Bonding and Insurance requirements of the Owner. The liability limit is not to be less than \$5,000,000 and the City is to be named on the insurance policy as an additional insured.

**12. Charges and Fees**

- a) Development Cost Charges (DCC's) are payable.
- b) Fees per the "Development Application Fees Bylaw" include:
- i) Survey Monument, Replacement Fee: \$1,200.00 (GST exempt) – only if disturbed.
  - ii) Engineering and Inspection Fee: 3.5% of construction value (plus GST).
  - iii) Hydrant levy charge of **\$250.00** (\$250.00 per new lot.)
  - iv) Survey Monument Fee: **\$50.00** (\$50 per newly created lot – GST exempt).




---

Ryan O'Sullivan  
 Development Engineering Manager

AS

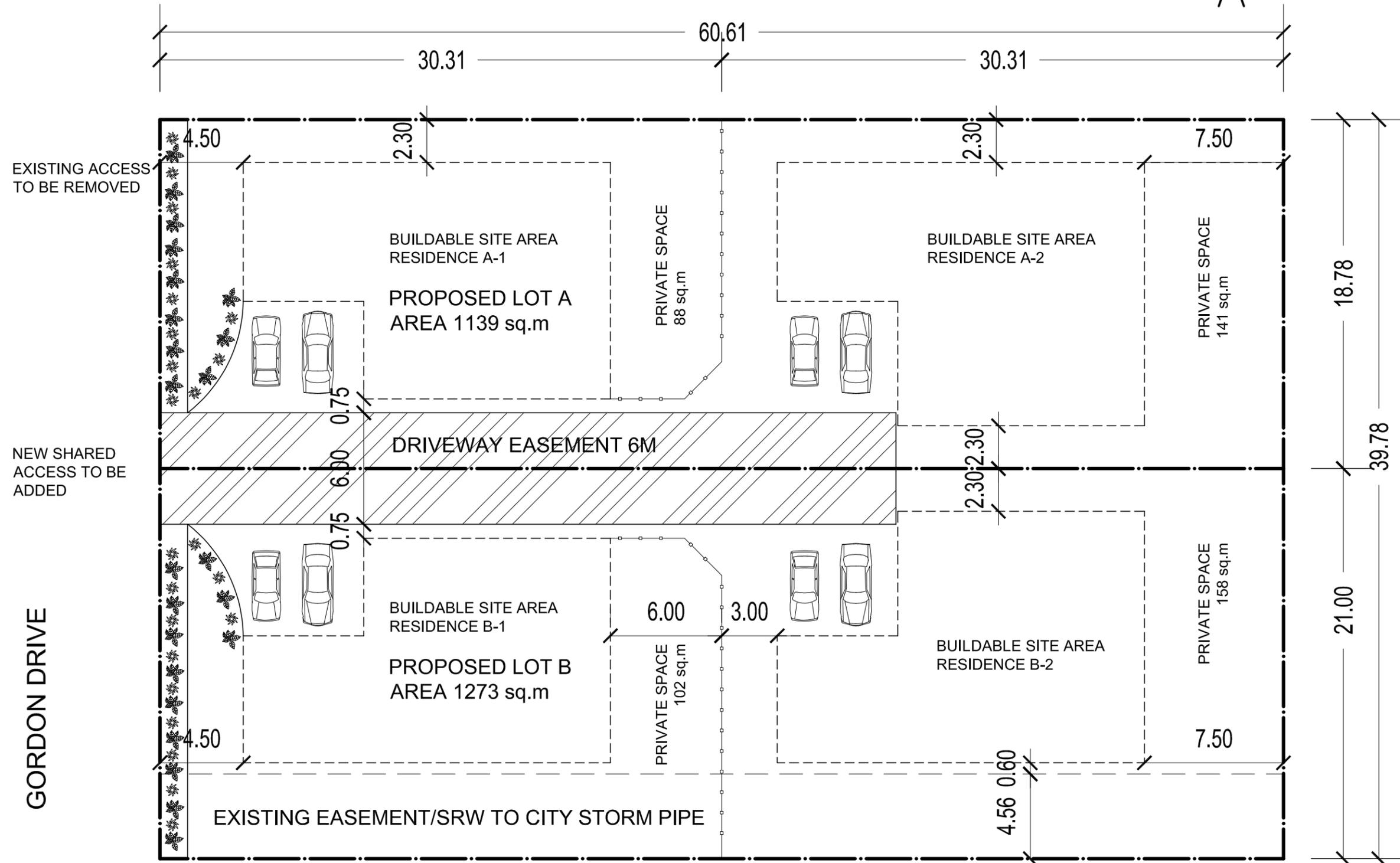
4653 GORDON DRIVE

PROPOSED 2-LOT SUBDIVISION  
LOT A (1,139 sq.m) & LOT B (1,273 sq.m)  
LOT A WIDTH 18.78m, LOT B WIDTH 21.00m  
LOT A&B DEPTH 60.61m

CURRENT ZONING RU1  
PROPOSED ZONING RU6

APPLICANT: 1119422 BC Ltd  
TEL: 250- 777 1677  
EMAIL: m.tehrani1362@gmail.com

**ATTACHMENT A**  
This forms part of application # Z21-0008  
Planner Initials **KB**  
City of Kelowna DEVELOPMENT PLANNING





# Z21-0008

# 4623 Gordon Drive

## Rezoning Application



# Proposal

- ▶ To rezone the subject property from RU1 – Large Lot Housing to RU6 – Two Dwelling Housing to facilitate a two-lot subdivision.

# Development Process

Jan 27, 2021

Development Application Accepted

Staff Review & Circulation

Apr 15, 2021

Public Notification Received

July 12, 2021

Initial Consideration

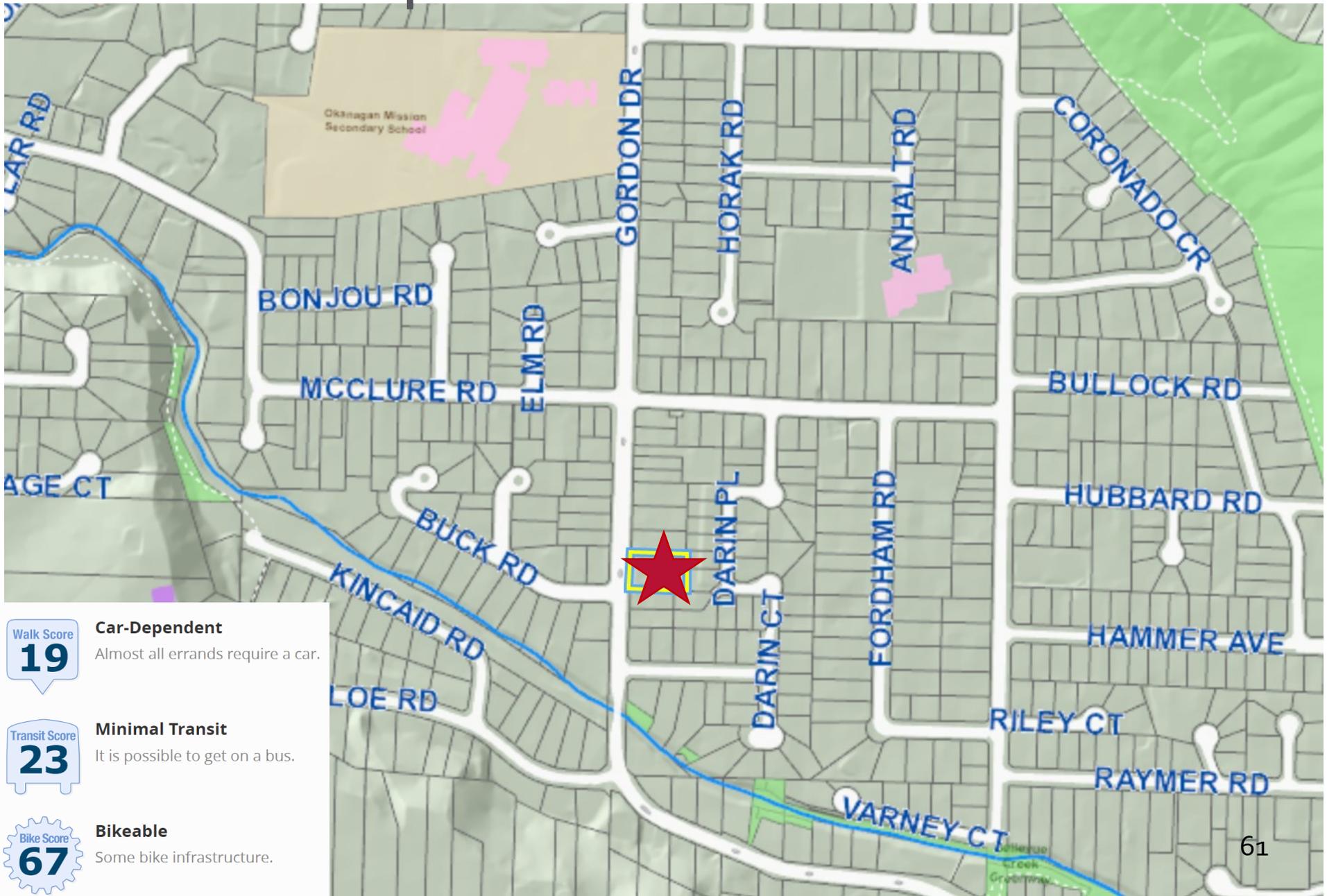
Waive Public Hearing  
Second & Third Readings

Final Reading

Issuance of Preliminary Layout Review

Council Approvals

# Context Map



Walk Score  
**19**

**Car-Dependent**  
Almost all errands require a car.

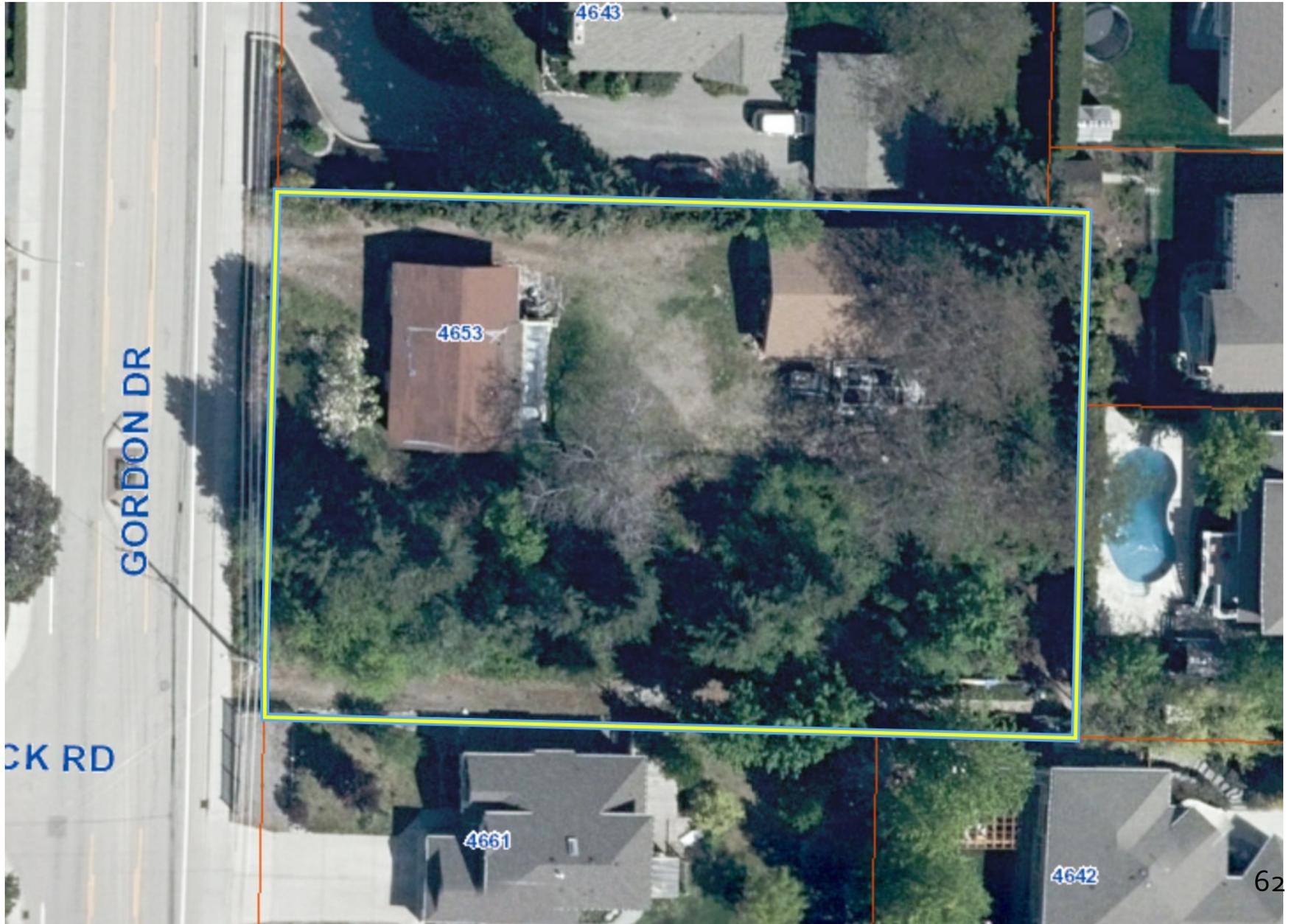
Transit Score  
**23**

**Minimal Transit**  
It is possible to get on a bus.

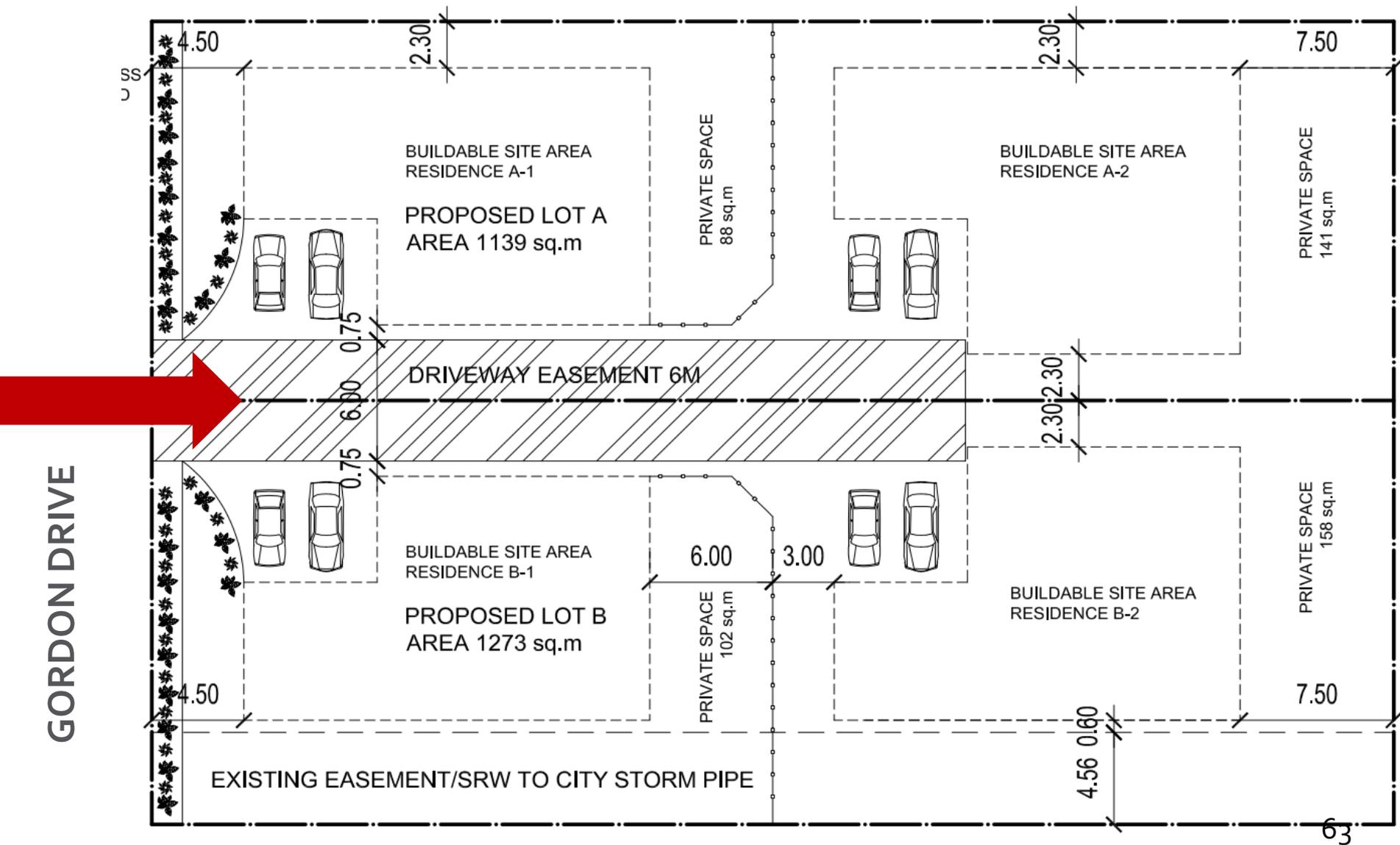
Bike Score  
**67**

**Bikeable**  
Some bike infrastructure.

# Subject Property Map



# Draft Subdivision Plan



# Development Policy

- ▶ Meets the intent of Official Community Plan Urban Infill Policies:
  - ▶ Compact Urban Form
  - ▶ Within Permanent Growth Boundary
- ▶ Consistent with Future Land Use **S2RES**
- ▶ Consistent with Zoning Bylaw

# Staff Recommendation

- ▶ Staff recommend **support** of the proposed rezoning
  - ▶ Meets the intent of the Official Community Plan
    - ▶ Urban Infill Policies
    - ▶ Appropriate location for adding residential density
- ▶ Recommend the Public Hearing be waived



## *Conclusion of Staff Remarks*

**CITY OF KELOWNA**

**BYLAW NO. 12242**

**Z21-0008**

**4653 Gordon Drive**

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot A District Lot 357, ODYD, Plan EPP110189 located on Gordon Drive, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Public Hearing waived by the Municipal Council this

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

\_\_\_\_\_  
Mayor

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

# REPORT TO COUNCIL



**Date:** July 12, 2021

**To:** Council

**From:** City Manager

**Department:** Development Planning

**Application:** Z21-0004      **Owner:** Dream Chaser Management & Development Ltd., Inc. No. C1120607

**Address:** 575 Patterson Avenue      **Applicant:** Dean Neveu; Dream Chaser Homes

**Subject:** Rezoning Application

**Existing OCP Designation:** MRL – Multiple Unit Residential (Low Density)

**Existing Zone:** RU6 – Two Dwelling Housing

**Proposed Zone:** RM3 – Low Density Multiple Housing

---

## 1.0 Recommendation

THAT Rezoning Application No. Z21-0004 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 13 District Lot 14 ODYD Plan 3249, located at 575 Patterson Avenue, Kelowna, BC from the RU6 – Two Dwelling Housing zone to the RM3 – Low Density Multiple Housing zone, be considered by Council;

AND THAT Council, in accordance with Local Government Act s. 464(2), waive the Public Hearing for the Rezoning Bylaw;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Planning Department dated July 12, 2021;

AND FURTHER THAT final adoption of the Rezoning Bylaw be considered in conjunction with Council's consideration of a Development Permit and Development Variance Permit for the subject property.

## 2.0 Purpose

To rezone the property from the RU6 – Two Dwelling Housing zone to the RM3 – Low Density Multiple Housing zone to facilitate the development of a 4-plex, and to waive the Public Hearing.

### 3.0 Development Planning

Development Planning supports rezoning the property to RM3 – Low Density Multiple Housing to facilitate the development of a 4-plex.

The property is in an area of the city with existing infrastructure able to accommodate a moderate amount of infill development in line with the RM3 zone. Also, the property is a very short distance from the Pandosy Urban Centre with its associated shopping and employment opportunities. Several parks and schools are also nearby. In addition, the site has good access to alternative transportation options as both the Pandosy St. and Richter St. are transit supportive corridors and the Abbott St. and Ethel St. active transportation corridors are nearby and easily accessible. Given the site’s access to nearby urban areas, amenities, and alternative transportation, residential densification under the RM3 zone is appropriate. Accordingly, the future land use designation of the lot is MRL – Multiple Unit Residential Low Density which does support the proposed RM3 zone.

### 4.0 Proposal

#### 4.1 Project Description

The applicant proposes to rezone the property to RM3 to facilitate the development of a 4-plex.

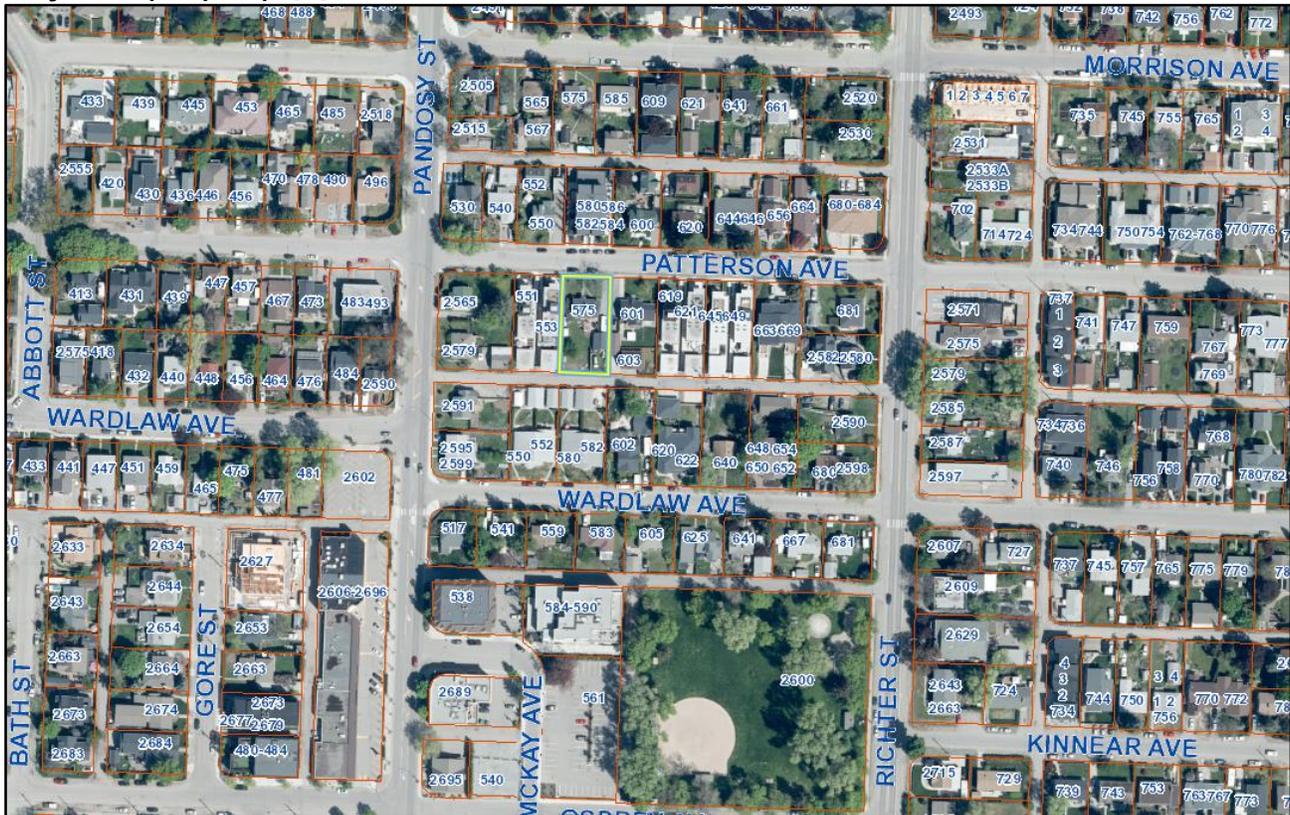
#### 4.2 Site Context

The property is in the South Pandosy – KLO City Sector one block north of the South Pandosy Urban Centre. The block itself currently contains a mix of single family homes, semi-detached homes, and 4-plexes. Also, the property is sandwiched in between the Abbott St. Recreation Corridor and the Ethel St. Active Transportation Corridor. Accordingly, the lot has a walkscore of 82, where ‘most errands can be accomplished on foot’; and a bikescore of 97, considered to be a biker’s paradise. The lot is also sandwiched in between Pandosy St. and Richter St., both of which are transit supportive corridors.

5.0 Adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RM1 – Four Dwelling Housing	4-Plex
East	RU6 – Two Dwelling Housing	Two Dwelling Housing
South	RU6 – Two Dwelling Housing	Semi-Detached Housing
West	RU6 – Two Dwelling Housing	Two Dwelling Housing

**Subject Property Map: 575 Patterson Ave.**



**6.0 Current Development Policies**

6.1 Kelowna Official Community Plan (OCP)

7.0 Chapter 5: Development Process

*Objective 5.3 Focus development to designated growth areas*

*Policy .2 Compact Urban Form.* Develop a compact urban form that maximizes the use of existing infrastructure and contributes to energy efficient settlement patterns. This will be done by increasing densities (approximately 75 – 100 people and/or jobs per ha located within a 400m walking distance of transit stops is required to support the level of transit service) through development, conversion, and re-development within Urban Centres (see Map 5.3) in particular and existing areas as per the provisions of the Generalized Future Land Use Map 4.1

**8.0 Technical Comments**

8.1 Development Engineering Department

- See Schedule A

**9.0 Application Chronology**

Date of Application Accepted: Jan. 15, 2021  
Date Public Consultation Completed: June 22, 2021

**Report prepared by:** A.D. Thibeault, Planner II

**Reviewed by:** Jocelyn Black, Urban Planning Manager

**Reviewed by:** Terry Barton, Development Planning Department Manager

**Approved for Inclusion:** Ryan Smith, Divisional Director, Planning & Development Services

**Attachments:**

Schedule A: Development Engineering Memo

Attachment A: Applicant Rationale

Attachment B: Conceptual Drawing Package

---

**CITY OF KELOWNA**  
**MEMORANDUM**

---

**Date:** February 2, 2021  
**File No.:** Z21-0004  
**To:** Urban Planning (AT)  
**From:** Development Engineering Manager (JK)  
**Subject:** 575 Patterson Ave.

**SCHEDULE A**

This forms part of application  
# **Z21-0004**

Planner  
Initials

AT

  
**City of  
Kelowna**  
COMMUNITY PLANNING

RU6 to RM3

The Development Engineering Department has the following comments and requirements associated to rezone the subject property from RU6 Two Dwelling Housing to RM3 Transitional Low-Density Housing to facilitate the development of a 4-ple.

The Development Engineering Technologist for this project is Aaron Sangster.

**1. General**

- a. The following requirements are valid for one (1) years from the reference date of this memo, or until the PLR and/or application has been closed, whichever occurs first. The City of Kelowna reserves the rights to update/change some or all items in this memo once these time limits have been reached.

**2. Domestic Water and Fire Protection**

- a. This property is currently serviced with 19mm-diameter water service. The developer's consulting mechanical engineer will determine the domestic, fire protection requirements of this proposed development and establish hydrant requirements and service needs. The applicant will arrange for the removal and disconnection of the existing service and the installation of one new larger service at the applicant's cost.

**3. Sanitary Sewer**

- a. Our records indicate that these properties are currently serviced with a 100mm-diameter sanitary sewer service. The applicant's consulting mechanical engineer will determine the requirements of the proposed development and establish the service needs. Only one service will be permitted for this development. If required, the applicant will arrange for the removal and disconnection of the existing service and the installation of one new larger service at the applicant's cost.

**4. Storm Drainage**

- a. The developer must engage a consulting civil engineer to provide a storm water management plan for the site, which meets the requirements of the City Storm Water Management Policy and Design Manual. The storm water management plan must also include provision of lot grading plan, minimum basement elevation (MBE), if applicable, and recommendations for onsite drainage containment and disposal systems.

- b. On site storm drainage systems for the site will be reviewed and approved by Engineering in accordance with bylaw 7900, when a site servicing design is submitted.
- c. There is a possibility of a high water table or surcharging of storm drains during major storm events. This should be considered in the design of the onsite system.

## 5. Road Improvements

- a. Paterson Ave. must be upgraded to an urban standard along the full frontage of this proposed development, including roll-over curb and gutter, sidewalk, irrigated landscaped boulevard, streetlights, drainage system including catch basins, manholes and pavement removal and replacement and re-location or adjustment of utility appurtenances if required to accommodate the upgrading construction. The road cross section to be used is a SS-R4. Cash-in-lieu instead of immediate construction is required, and the City will initiate the work later, on its own construction schedule. The cash-in-lieu amount is determined to be **\$31,742.14** not including utility service cost.
- b. The lane must be upgraded to a SS-R2 standard. The cash-in-lieu amount in 5.a includes the laneway future upgrades.

## 6. Electric Power and Telecommunication Services

- a. All proposed service connections are to be installed underground. It is the developer's responsibility to make a servicing application with the respective electric power, telephone and cable transmission companies to arrange for these services, which would be at the applicant's cost
- b. Re-locate existing utilities, where necessary.

## 7. Development Permit and Site Related Issues

- a. Provide all necessary Statutory Rights-of-Way for any utility corridors as required.
- b. If any road dedication affects lands encumbered by a Utility right-of-way (such as Fortis, etc.) please obtain the approval of the utility prior to application for final subdivision approval. Any works required by the utility as a consequence of the road dedication must be incorporated in the construction drawings submitted to the City's Development Manager.
- c. Access to the development will be from the lane only.

## 8. Geotechnical Study

- a. Provide a geotechnical report prepared by a Professional Engineer competent in the field of hydro-geotechnical engineering to address the items below: NOTE: The City is relying on the Geotechnical Engineer's report to prevent any damage to property and/or injury to persons from occurring as a result of problems with soil slippage or soil instability related to this proposed subdivision. The Geotechnical reports must be submitted to the Development Services Department for distribution to the Development Engineering Branch and Inspection Services Division prior to submission of Engineering drawings or application for subdivision approval:

<b>SCHEDULE A</b>	
This forms part of application # Z21-0004	
Planner Initials	AT
 <b>City of Kelowna</b> COMMUNITY PLANNING	

- i. Area ground water characteristics, including any springs and overland surface drainage courses traversing the property. Identify any monitoring required.
- ii. Site suitability for development.
- iii. Site soil characteristics (i.e. fill areas, sulphate content, unsuitable soils such as organic material, etc.).
- iv. Any special requirements for construction of roads, utilities and building structures.
- v. Recommendations for items that should be included in a Restrictive Covenant.
- vi. Recommendations for roof drains, perimeter drains and septic tank effluent on the site.
- vii. Any items required in other sections of this document.

Additional geotechnical survey may be necessary for building foundations, etc

**12. Charges and Fees**

- (a) Development Cost Charges (DCC's) are payable
- (b) Fees per the "Development Application Fees Bylaw" include:
  - (i) Street/Traffic Sign Fees: at cost if required (to be determined after design).
  - (ii) Survey Monument, Replacement Fee: \$1,200.00 (GST exempt) – only if disturbed.
  - (iii) Engineering and Inspection Fee: 3.5% of construction value (plus GST).

*James Kay*  
 James Kay, P.Eng.  
 Development Engineering Manager

AS

<b>SCHEDULE</b>		<b>A</b>
This forms part of application		
# Z21-0004		
Planner Initials	<input type="text" value="AT"/>	 <b>City of Kelowna</b> <small>COMMUNITY PLANNING</small>



December 11, 2020  
Dream Chaser Management & Development Ltd.  
Box 20066 Towne Centre  
Kelowna, V1Y 1J4

City of Kelowna Community Planning

Re: Rezoning&Design Rationale Statement

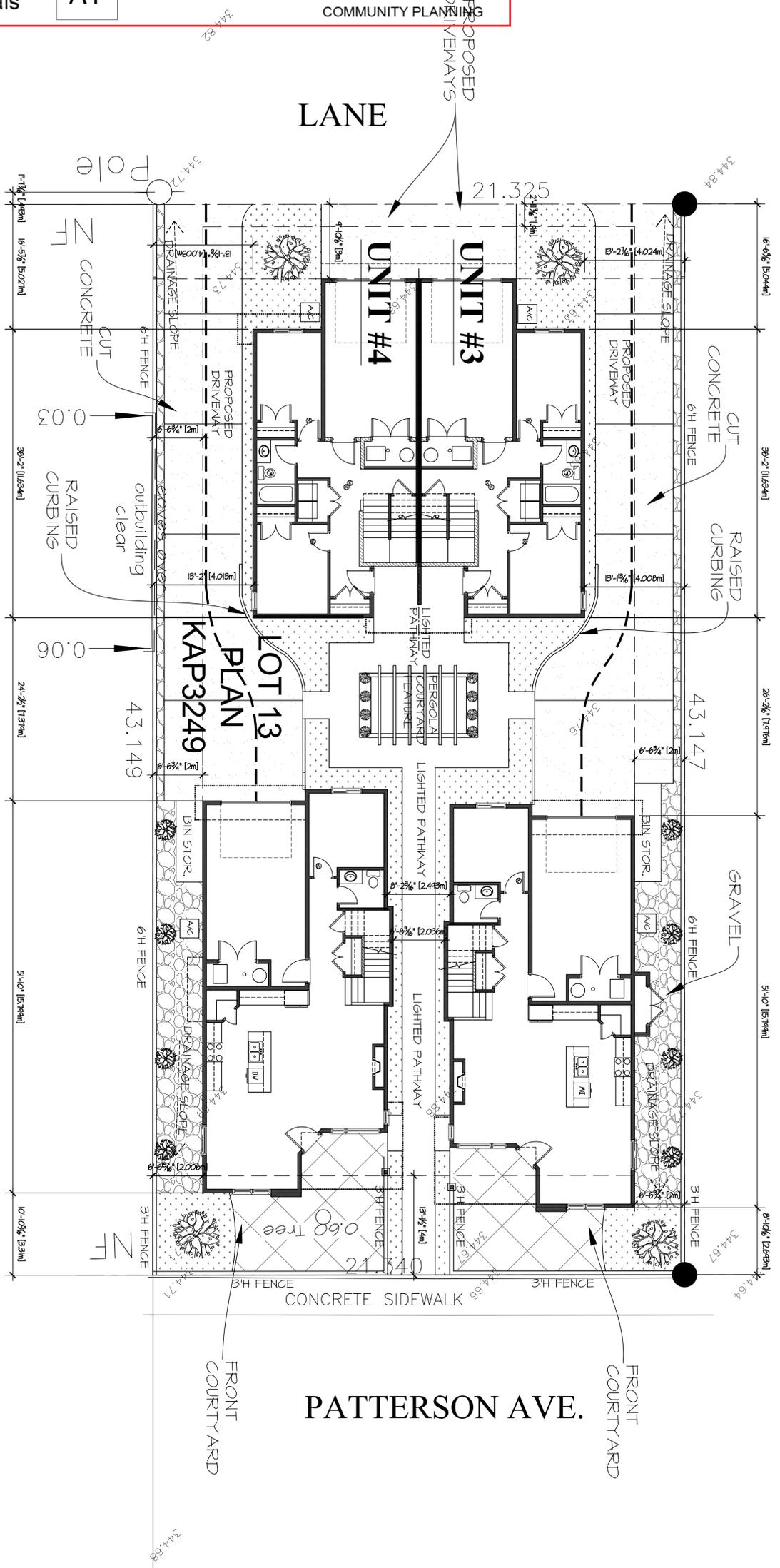
<b>ATTACHMENT</b>	<b>A</b>
This forms part of application # <b>Z21-0004</b>	
Planner Initials	<b>AT</b>
 <b>City of Kelowna</b> COMMUNITY PLANNING	

To whom it may concern,

We are writing you in support of the Rezoning, OCP amendment, and development application for a higher density at 575 Patterson Ave in the current RU6 zone. As with all our other projects, the proposed development at 575 Patterson Ave. will utilize above industry standard construction materials and will adhere to all relevant city policies in its design, form and construction. Currently the lot in question contains a soon to be vacant home. The property is overgrown and in a state of disrepair, due to an ongoing lack of maintenance. We seek to transform this lot into a beautiful new four-unit development which will vastly improve the overall look and curb appeal of the property, while simultaneously increasing density and improving long-term housing viability in the south Pandosy area. Located between Pandosy and Richter Street, our development's design will complement other newly built developments in the area, while providing additional outdoor living space with roof top patios. Our previous experience with building other properties in the RU7 zoning has shown that roof top patios are very desirable for homeowners given smaller yard spaces, as they help to increase the overall usage of the parcel. We have also found that having an attached garage is one of the biggest draws for our buyers, and our unique design has brought overwhelming interest at our other similar projects located at Borden Ave. All 8 units at Borden Ave have all sold out before completion and are owner occupied. We hope you see the value of the positive transformation we wish to make to the lot in question, in supporting the City's planning goals for our beautiful and growing city.

REVISIONS	
REV	DESCRIPTION
A	ISSUED FOR REZONING
B	PLAN CHANGES

STRATA PLAN  
EPPS3241  
14



**ATTACHMENT B**

This forms part of application  
# **Z21-0004**

Planner  
Initials

AT

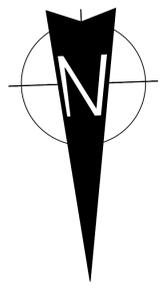


City of  
**Kelowna**  
COMMUNITY PLANNING

**ERRORS AND OMISSIONS**

• EVAN GILBERT DRAFTING & DESIGN INC. shall not be responsible for any variances from the structural drawings and specifications or adjustments required resulting from conditions encountered at the job site, and is the sole responsibility of the contractor to ensure that all work is completed in accordance with the drawings and specifications.

• EVAN GILBERT DRAFTING & DESIGN INC. makes every effort to provide complete and accurate construction drawings. However, we assume no liability for any errors or omissions which may affect construction. It is the responsibility of all trades and sub-trades to check and verify all dimensions and details before commencing with their portions of the construction. Should any discrepancies be found on these plans or construction, please advise our office so we can make the necessary corrections.



**SITE COVERAGE CALCULATION:**  
SITE AREA = 920.45 m<sup>2</sup>

**PROPOSED BUILDING AREAS):**  
BLDG./UNIT 1 & 2 = (2 \* 113.39 m<sup>2</sup>) = 226.78m<sup>2</sup>  
BLDG./UNIT 3 & 4 = (2 \* 81.61 m<sup>2</sup>) = 163.22m<sup>2</sup>  
TOTAL = 390m<sup>2</sup>

**COVERAGE = 42.37% (MAX. 55% ALLOWED)**  
COVERAGE (INCLUDING DRIVEWAY)  
= 2(80m) / 920.45 = 17.38 + 42.37% = 59.75  
(MAX. 60% ALLOWED)

**FLOOR ARE RATIO = (MAX. 80% ALLOWED)**  
BLDG./UNIT 1 = (180.98m<sup>2</sup>) = 19.66%  
BLDG./UNIT 2 = (179.4m<sup>2</sup>) = 19.49%  
BLDG./UNIT 3 & 4 = (2 \* 120.40m<sup>2</sup>) = 26.16%  
F.A.R. = 65.31 %

**SITE PLAN**  
1/8" = 1'-0"

NOTE:  
EXACT BUILDING LOCATION & ELEVATION TO BE DETERMINED ON SITE. CONFIRM ALL SETBACKS AND LOT LINES WITH REGISTERED LOT PLAN PRIOR TO CONSTRUCTION.

**PRIVATE OPEN SPACE CALCULATION:**

**PROPOSED ROOF TOP PATIO AREAS):**  
BLDG./UNIT 1 & 2 = (2 \* 70.7 m<sup>2</sup>) = 141.4m<sup>2</sup>  
BLDG./UNIT 3 = 60.48m<sup>2</sup>  
BLDG./UNIT 4 = 64.29m<sup>2</sup>  
TOTAL = 266.17m<sup>2</sup>

**PROPOSED DECK UPPER FLOOR(S):**  
BLDG./UNIT 3 = 10.33m<sup>2</sup>  
BLDG./UNIT 4 = 10.33m<sup>2</sup>  
TOTAL = 20.66m<sup>2</sup>

**PROPOSED FRONT COURTYARD AREAS):**  
BLDG./UNIT 1 = 24.15m<sup>2</sup>  
BLDG./UNIT 2 = 26.66m<sup>2</sup>  
TOTAL = 50.81m<sup>2</sup>



**EVAN GILBERT**  
drafting & design  
www.evandesign.ca  
778.478.7722

PROJECT TITLE  
**575 PATTERSON AVE.**  
KELOWNA, BC

DATE: 04/29/21  
DRAWING SCALE: 1/8" = 1'0"  
DRAWN BY: EKG  
CHECKED BY: SR  
APPROVED BY: \_\_\_\_\_  
SHEET NAME

PROGRESS  
**PRELIMINARY**

REVISION PLAN NUMBER:  
B 806

SHEET NUMBER SHEET 1 OF 15



REV	DATE	DESCRIPTION
A	03/09/21	ISSUED FOR REZONING
B	04/29/21	PLAN CHANGES



City of  
**Kelowna**  
COMMUNITY PLANNING

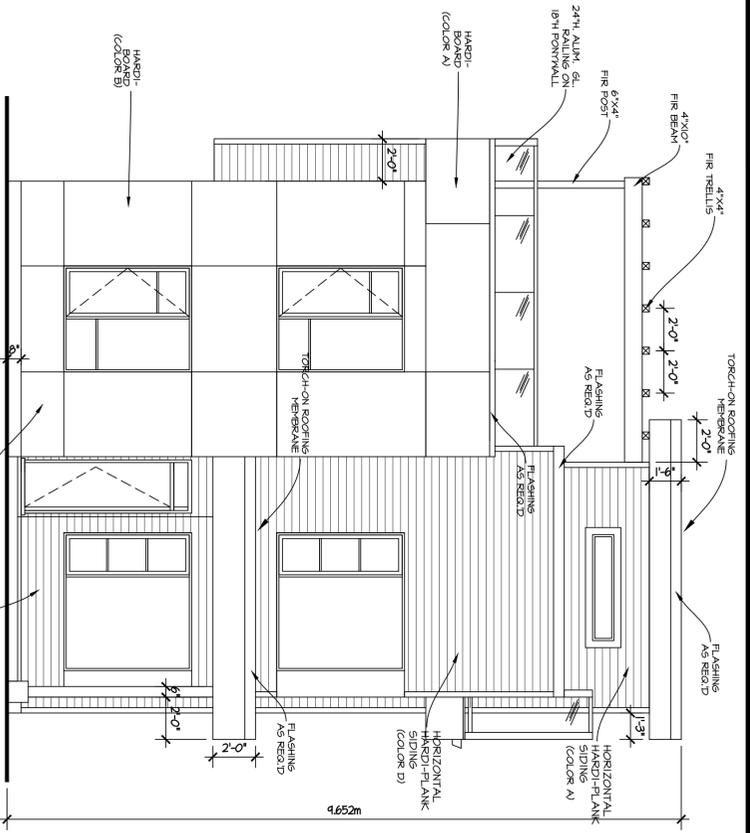
This forms part of application

# Z21-0004

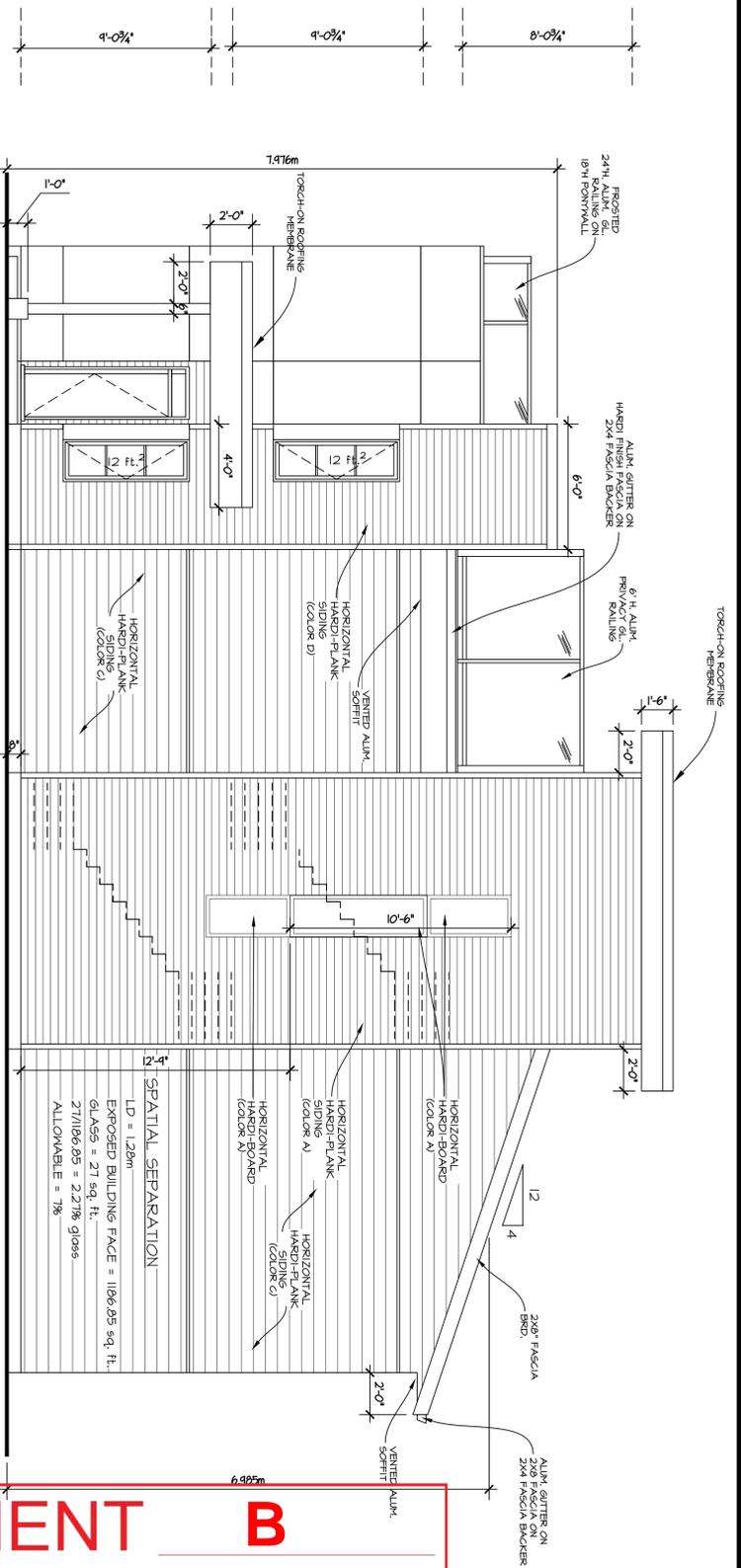
Planner initials

AT

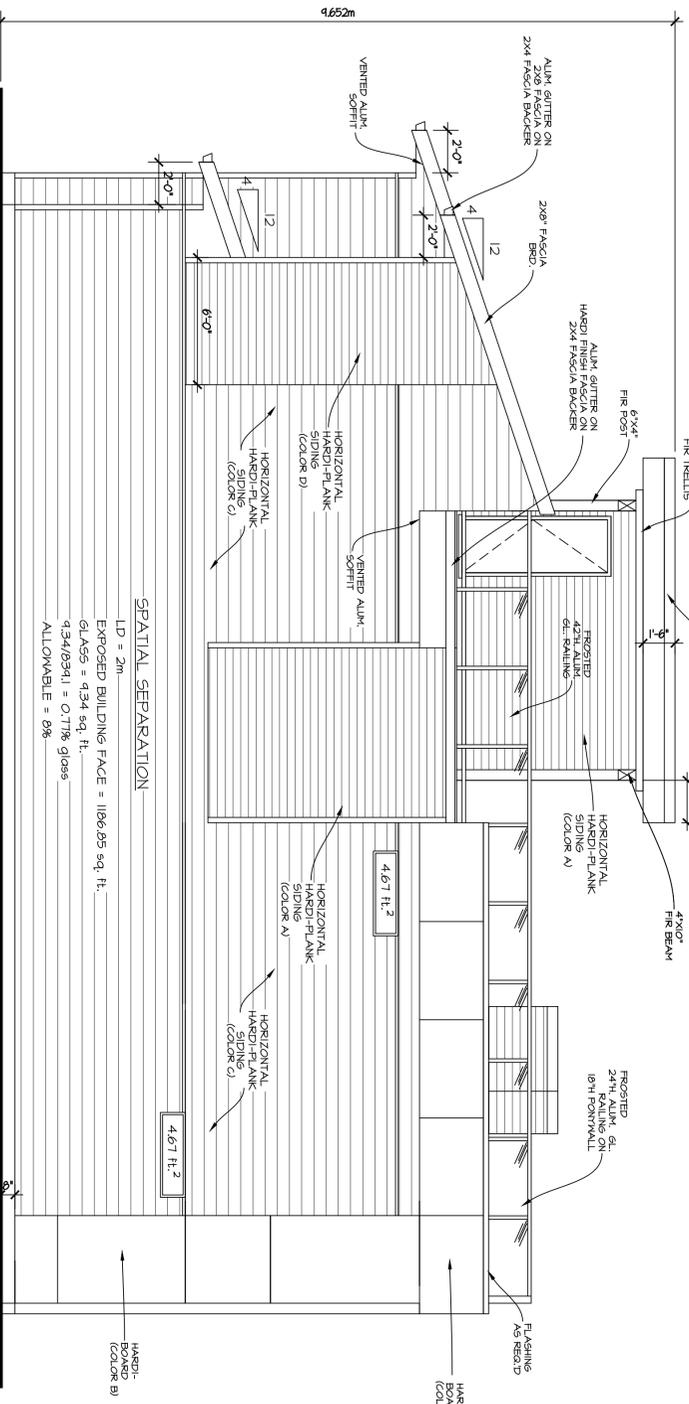
# ATTACHMENT B



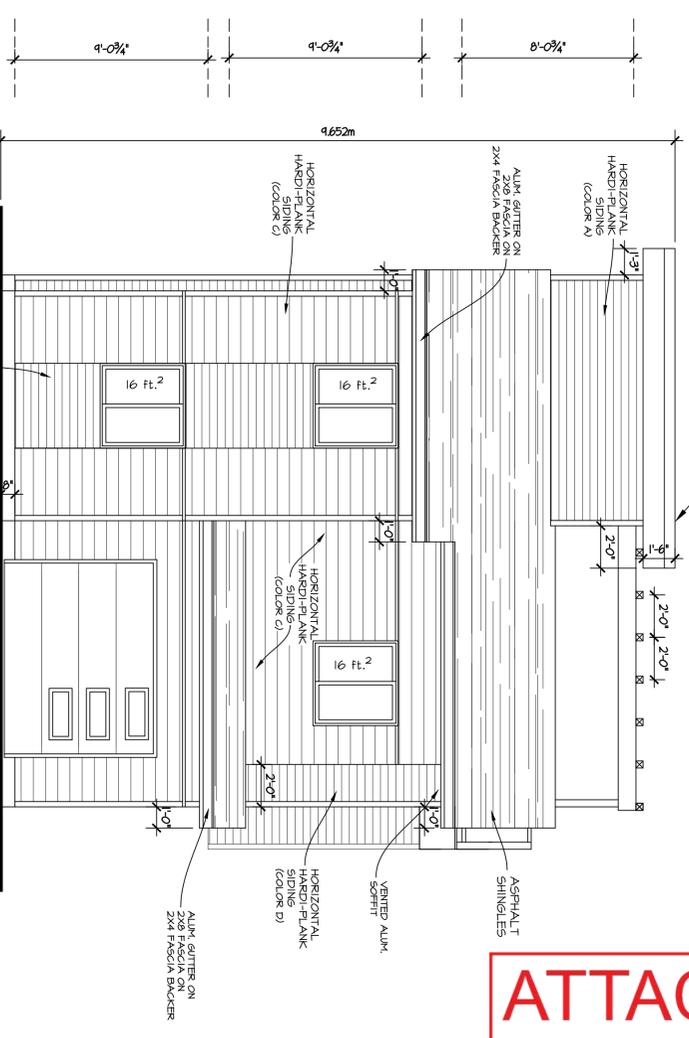
FRONT ELEVATION  
(UNIT# 2)



RIGHT ELEVATION  
(UNIT# 2)



LEFT ELEVATION  
(UNIT# 2)



REAR ELEVATION  
(UNIT# 2)

**SPATIAL SEPARATION**  
LD = 2m  
EXPOSED BUILDING FACE = 1186.85 sq. ft.  
GLASS = 434 sq. ft.  
434/186.85 = 0.77% glass  
ALLOWABLE = 9%

**SPATIAL SEPARATION**  
LD = 6.61m  
EXPOSED BUILDING FACE = 612.25 sq. ft.  
GLASS = 48 sq. ft.  
48/612.25 = 7.84% glass  
ALLOWABLE = 6.4%

## ERRORS AND OMISSIONS

• EVAN GILBERT DRAFTING & DESIGN INC. shall not be responsible for any variances from the structural drawings and specifications, or adjustments required resulting from conditions encountered at the job site, and is the sole responsibility of the contractor to verify the accuracy of the drawings. • EVAN GILBERT DRAFTING & DESIGN INC. makes every effort to provide complete and accurate construction drawings. However, we assume no liability for any errors or omissions which may affect construction. It is the responsibility of all trades and sub-trades to check and verify all dimensions and details before commencing with their portion of the construction. Should any discrepancies be found on these plans, please advise our office so we can make the necessary corrections.

PROJECT TITLE  
**575 PATTERSON AVE. KELOWNA, BC**

DATE  
04/29/21

DRAWING SCALE  
1/4" = 10"

DRAWN BY:  
EKG

CHECKED BY:  
SR

APPROVED BY:

SHEET NUMBER  
AS OF 15

PROGRESS PRELIMINARY

UNIT #2 ELEVATIONS

**EVAN GILBERT**  
drafting & design  
www.evandesign.ca  
evan@gilbert.ca  
778.478.7782

REV	DATE	DESCRIPTION
A	03/09/21	ISSUED FOR REZONING
B	04/29/21	PLAN CHANGES

**REVISIONS**

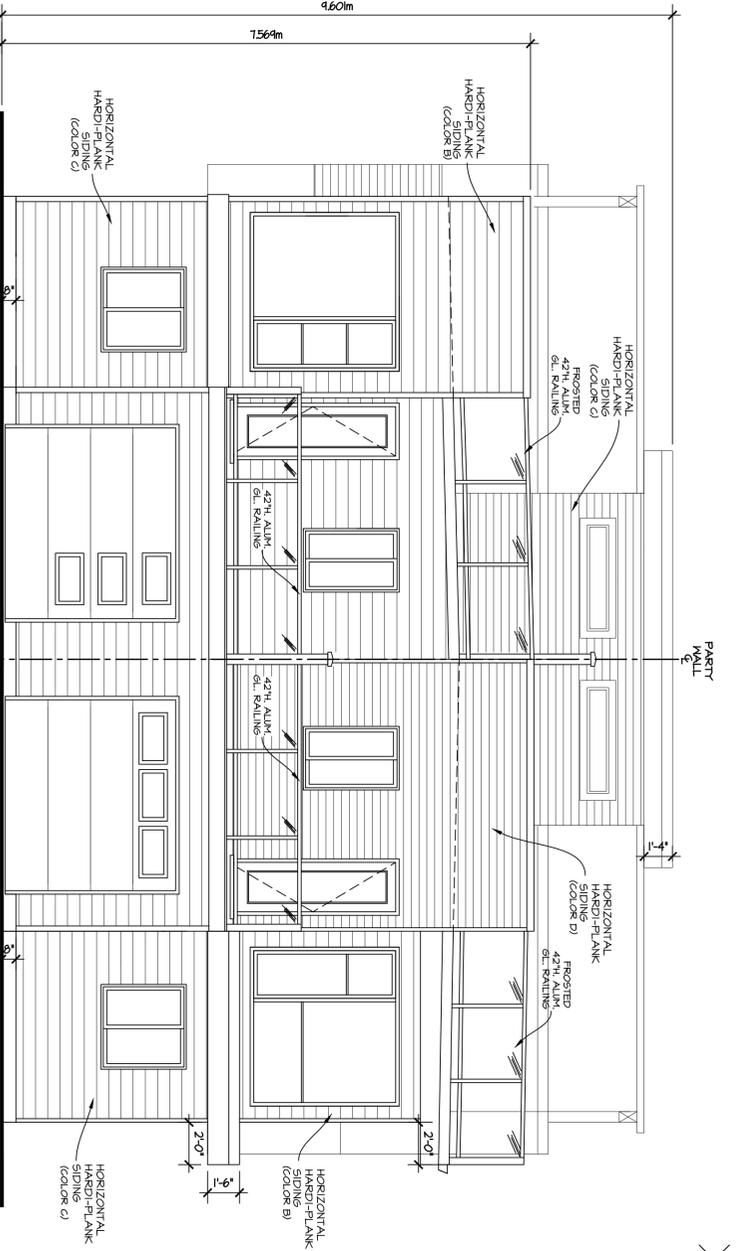


City of  
**Kelowna**  
COMMUNITY PLANNING

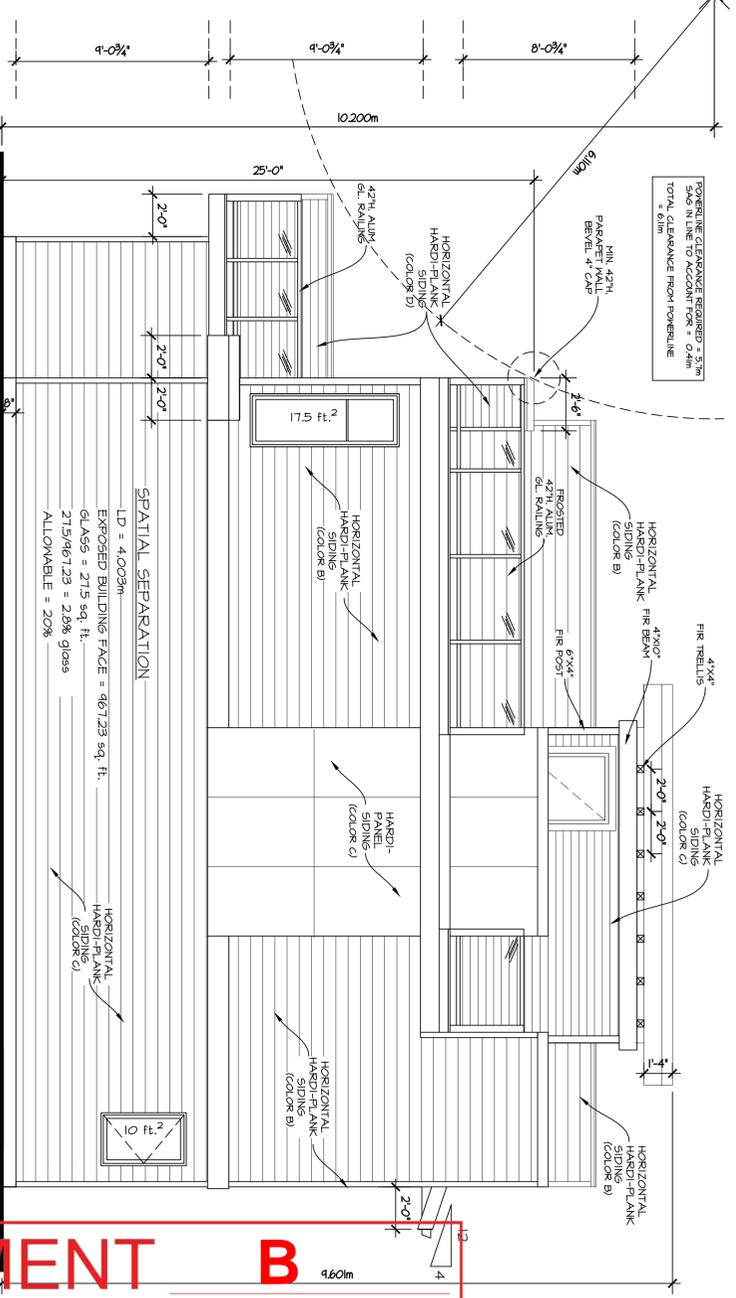
ATTACHMENT B

This forms part of application # Z21-0004

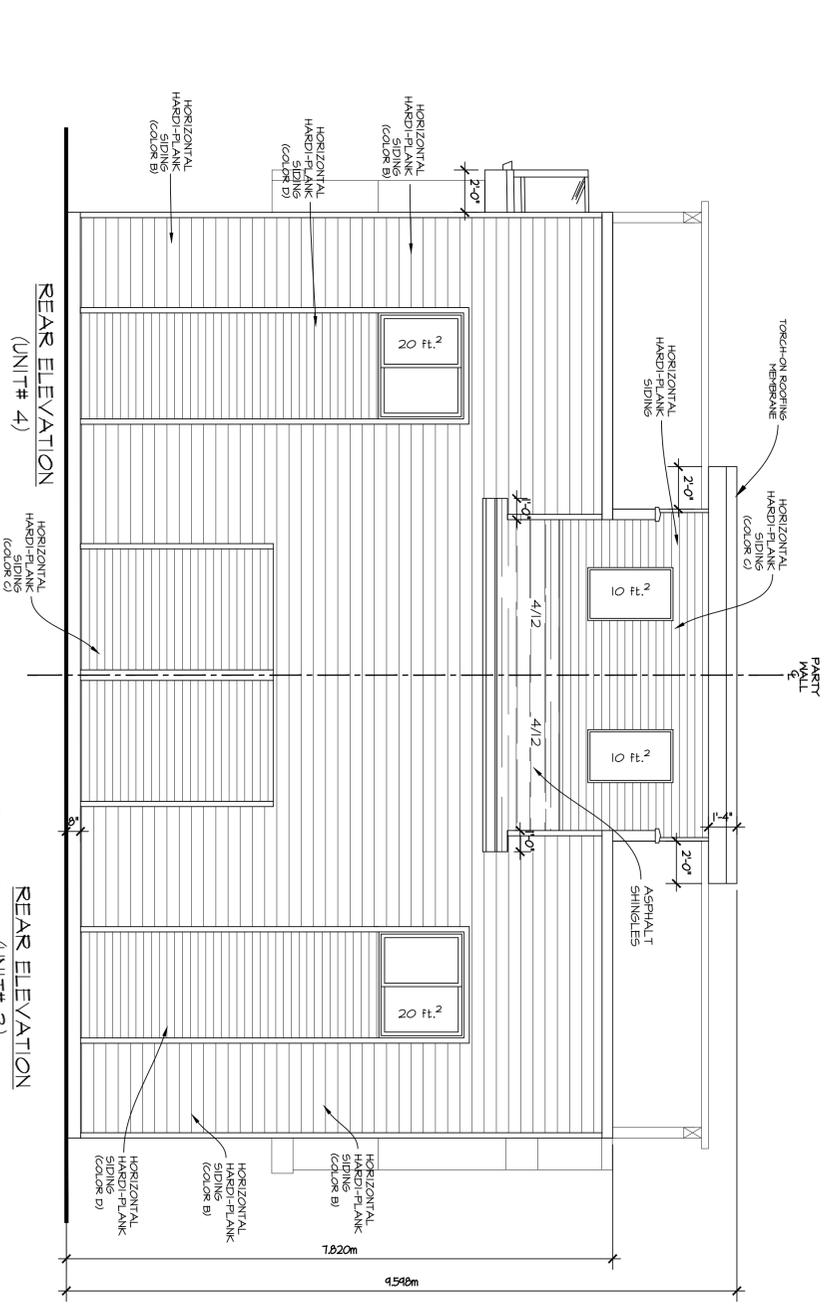
Planner Initials AT



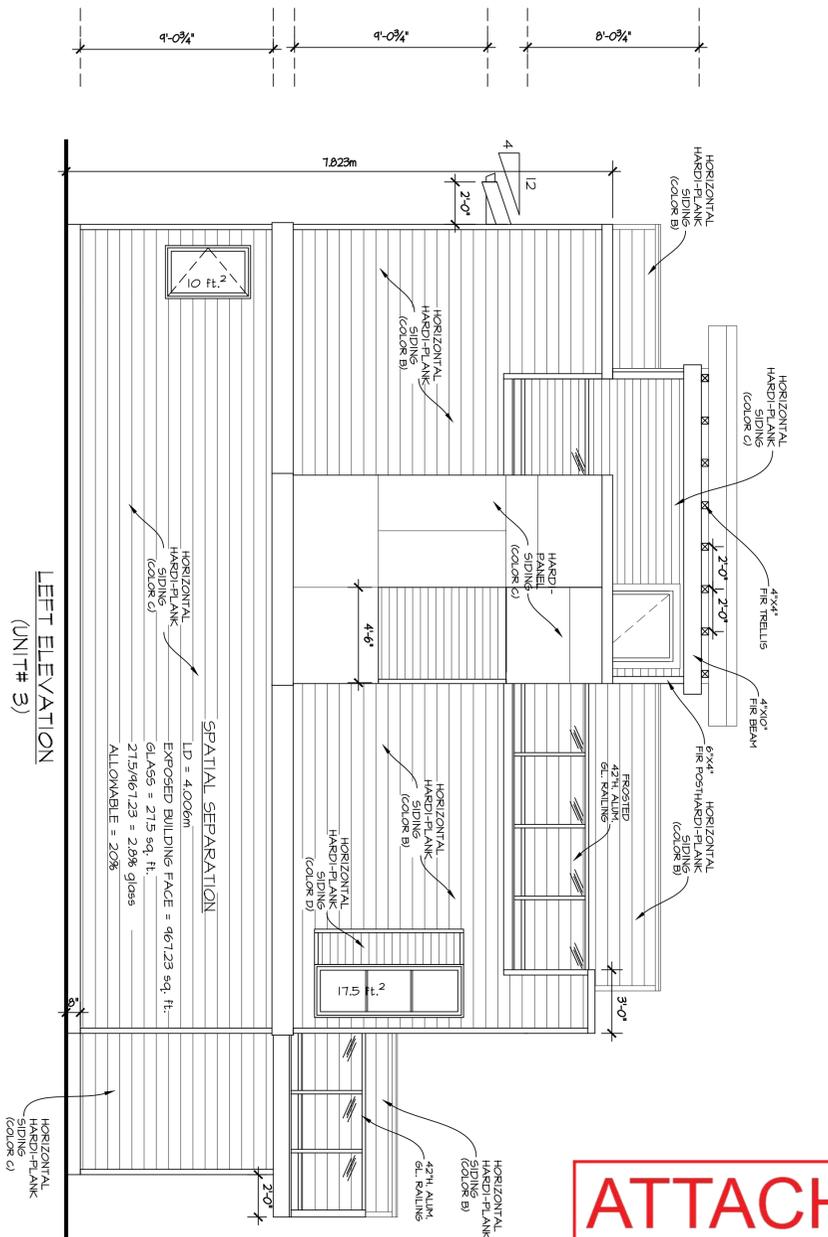
FRONT ELEVATION (UNIT# 3)



RIGHT ELEVATION (UNIT# 4)



FRONT ELEVATION (UNIT# 4)



LEFT ELEVATION (UNIT# 3)

REAR ELEVATION (UNIT# 4)

REAR ELEVATION (UNIT# 3)

**ERRORS AND OMISSIONS**

• EVAN GILBERT DRAFTING & DESIGN INC. shall not be responsible for any variances from the structural drawings and specifications or adjustments required resulting from conditions encountered at the job site, and is the sole responsibility of the contractor to verify all dimensions and verify all dimensions and details before commencing with their portion of the construction. Should any discrepancies be found on these plans, please advise our office so we can make the necessary corrections.

**SPATIAL SEPARATION (PER UNIT)**

LD = 1592m  
EXPOSED BUILDING FACE = 519.42 sq. ft.  
GLASS = 30 sq. ft.  
30/519.42 = 5.4% glass  
ALLOWABLE = 6.43%

**SPATIAL SEPARATION**

LD = 4.000m  
EXPOSED BUILDING FACE = 461.23 sq. ft.  
GLASS = 215 sq. ft.  
215/461.23 = 2.28% glass  
ALLOWABLE = 2.0%

**EVAN GILBERT**  
drafting & design  
www.evandesign.ca 778.478.7792  
evan@gilbert.ca

PROJECT TITLE  
**575 PATERSON AVE. KELOWNA, BC**

DATE: 04/29/21  
DRAWING SCALE: 1/4" = 10"  
DRAWN BY: EKG  
CHECKED BY: SR

APPROVED BY: \_\_\_\_\_  
SHEET NAME: UNIT #3 & #4 ELEVATIONS

PROGRESS: PRELIMINARY

REVISION	PLAN NUMBER
B	806

SHEET NUMBER: A9 OF 15



# Z21-0004 575 Patterson Ave.

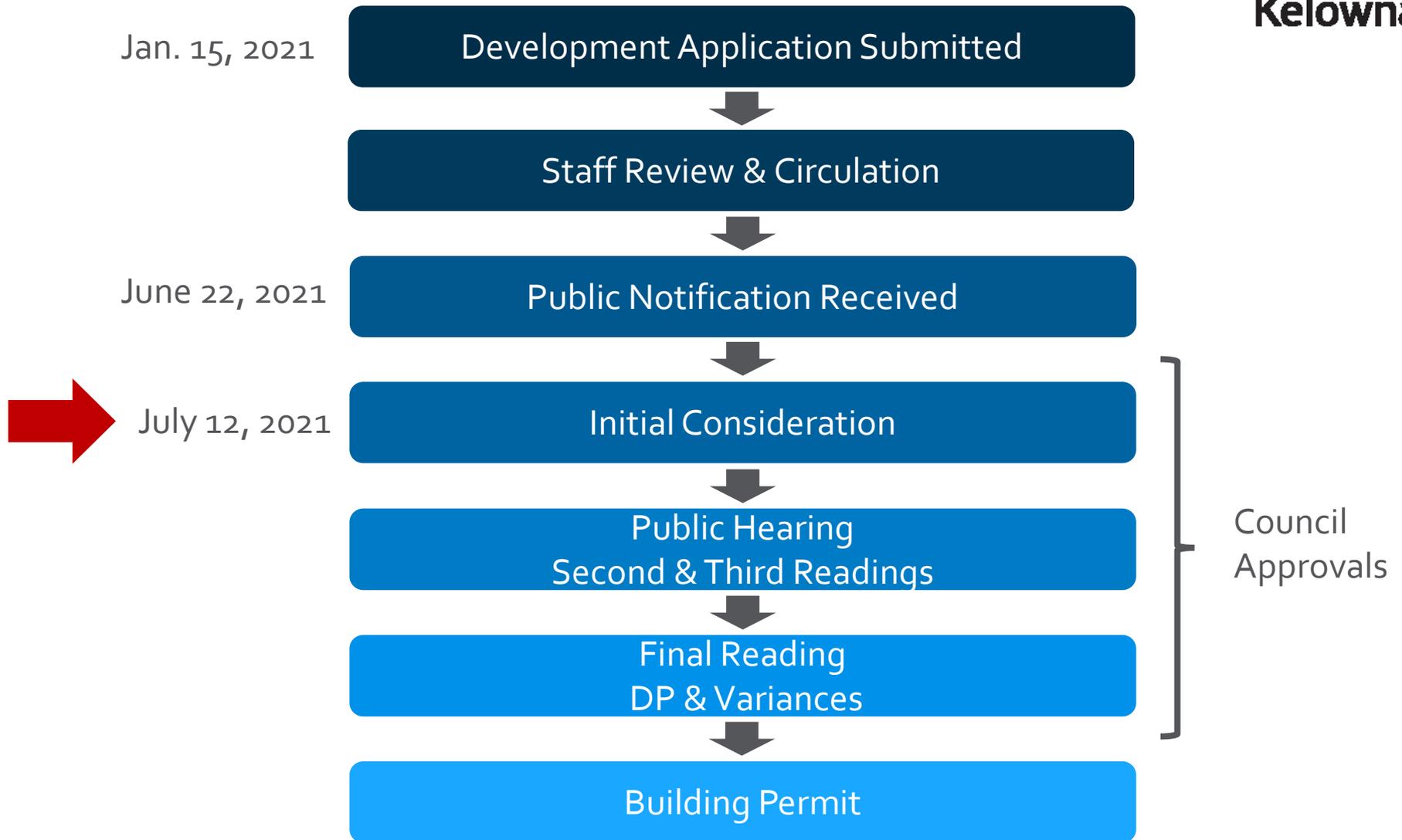
Rezoning Application



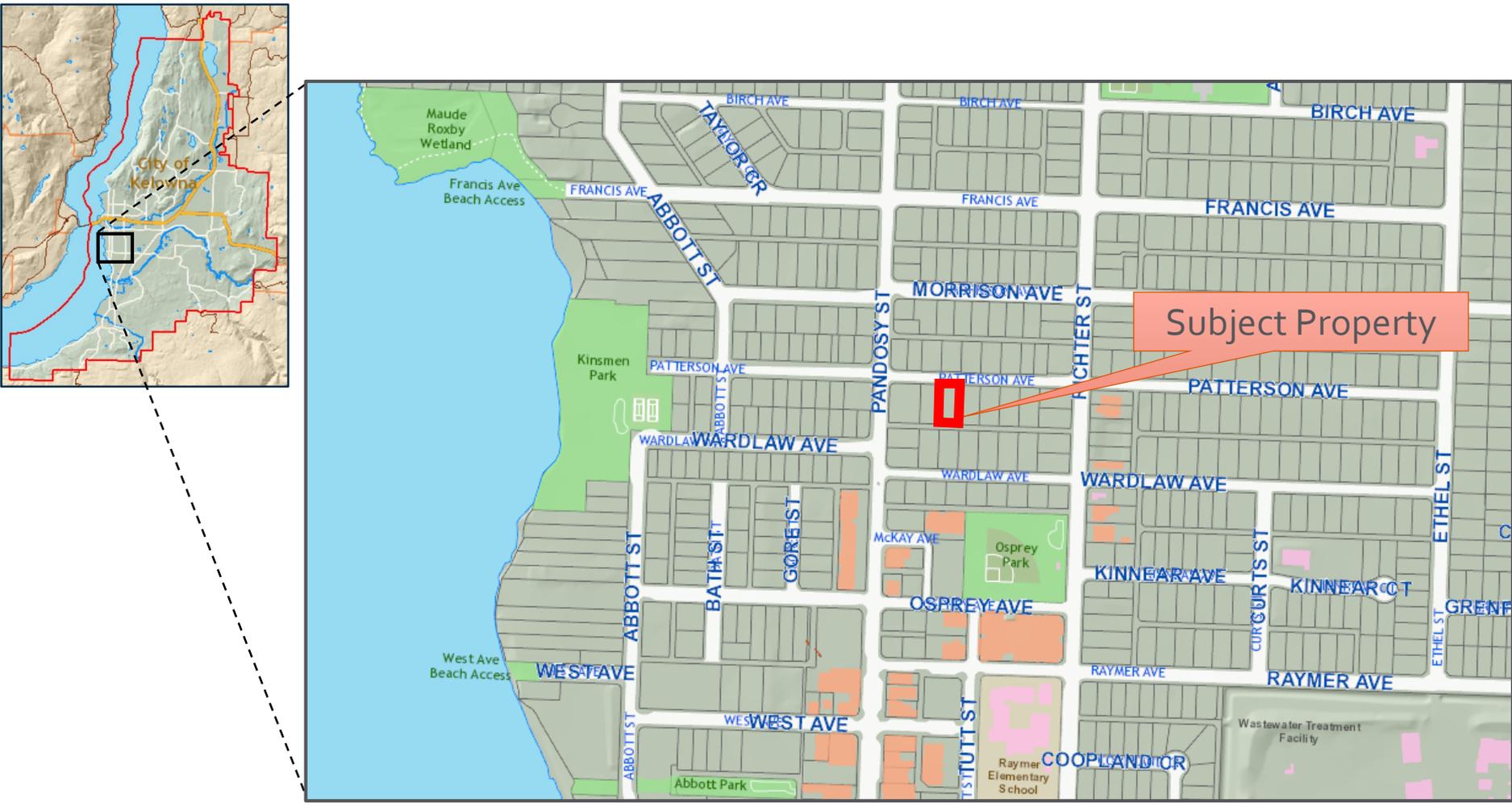
# Proposal

- ▶ To rezone the property from the RU6 – Two Dwelling Housing zone to the RM3 – Low Density Multiple Housing zone to facilitate the development of a 4-plex;
- ▶ And to waive the Public Hearing

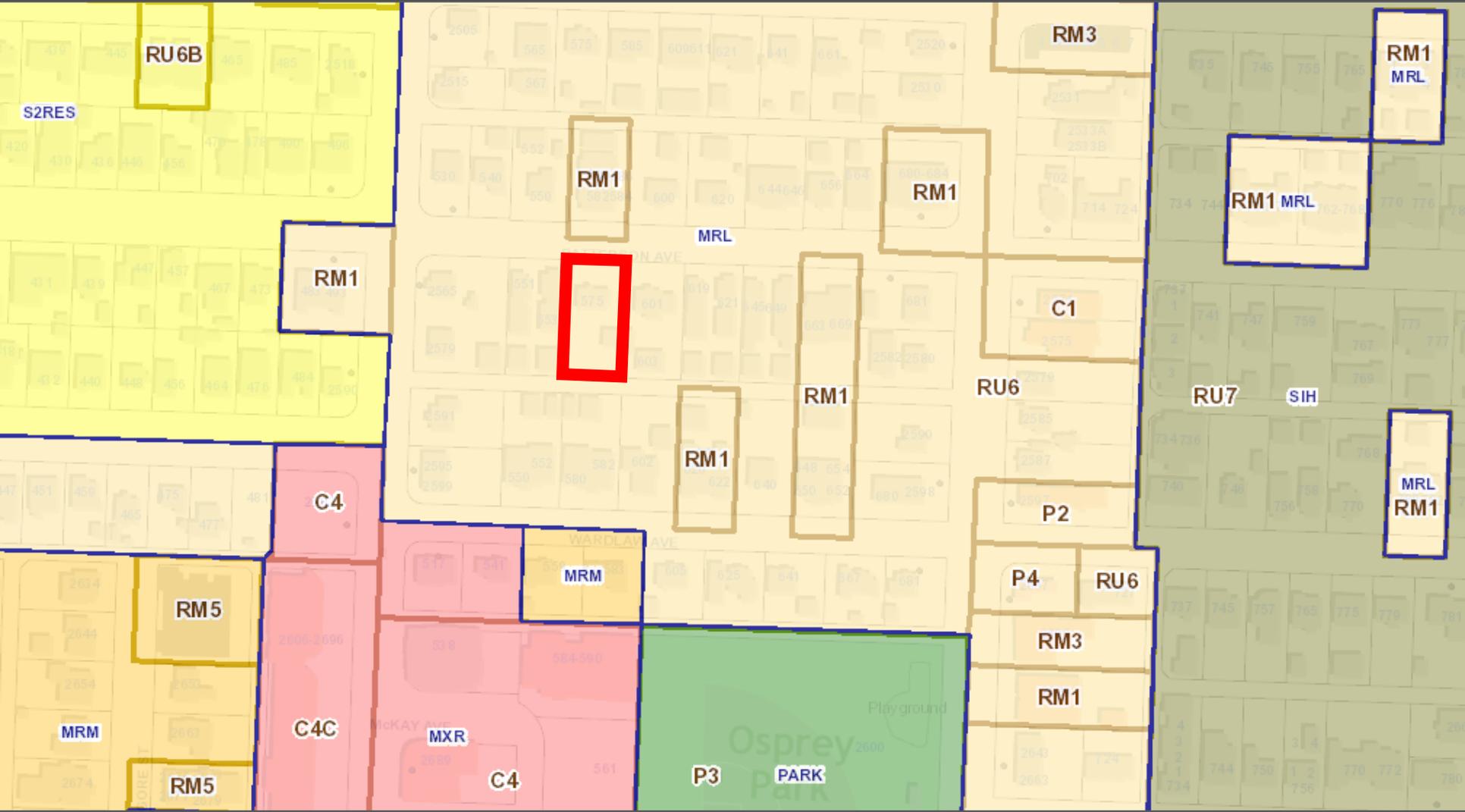
# Development Process



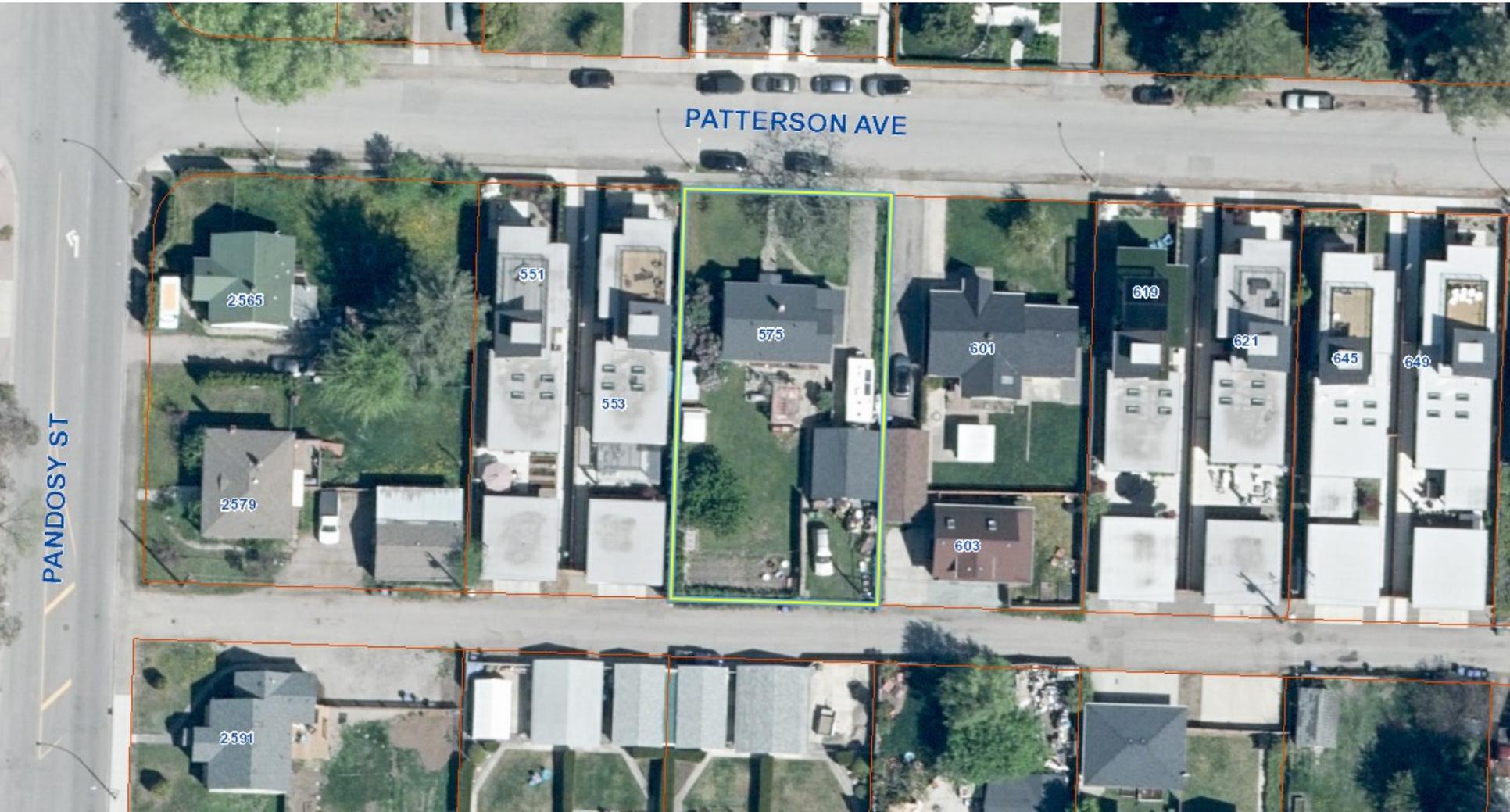
# Context Map



# OCP Future Land Use / Zoning



# Subject Property Map



# Project/technical details

- ▶ Rezone RU6 ➡ RM<sub>3</sub>
- ▶ Facilitate the development of a 4-plex

# Renderings



# Development Policy

- ▶ FUL designation is MRL, which does support the proposed RM3 zone
  - ▶ Existing infrastructure able to accommodate a moderate amount of infill development in line with the RM3 zone
  - ▶ Very short distance from Pandosy Urban Centre with associated shopping and employment opportunities
  - ▶ Several parks and schools nearby
  - ▶ Good access to transit as both Pandosy St. and Richter St. are transit supportive corridors
  - ▶ Good access to active transportation as both Abbott St. and Ethel St. ACTs are nearby and easily accessible

# Staff Recommendation

- ▶ Staff support the proposed RM3 zone
  - ▶ Consistent with OCP
  - ▶ Given the site's access to nearby urban areas, amenities, and alternative transportation, residential densification under the RM3 zone is appropriate



## *Conclusion of Staff Remarks*

**CITY OF KELOWNA**  
**BYLAW NO. 12244**  
**Z21-0004**  
**575 Patterson Avenue**

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 13 District Lot 14, ODYD, Plan 3249 located on Patterson Avenue, Kelowna, BC from the RU6 – Two Dwelling Housing zone to the RM3 – Low Density Multiple Housing zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Public Hearing waived by the Municipal Council this

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# REPORT TO COUNCIL



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Department:** Development Planning Department

**Application:** Z21-0031      **Owner:** 508 Trumpeter Road  
Developments Ltd., Inc. No  
BC1258630

**Address:** 508 Trumpeter Road      **Applicant:** D.E. Pilling & Associates Ltd.

**Subject:** Rezoning Application

**Existing OCP Designation:** S2RES – Single/Two Unit Residential

**Existing Zone:** RR3C – Rural Residential 3 with Carriage House

**Proposed Zone:** RU1 – Large Lot Housing

---

## 1.0 Recommendation

THAT Rezoning Application No. Z21-0031 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 5, Section 24, Township 28, Similkameen Division Yale District, Plan KAP90635, located at 508 Trumpeter Road, Kelowna, BC from the RR3C – Rural Residential 3 with Carriage House zone to the RU1 – Large Lot Housing zone, be considered by Council;

AND THAT Council, in accordance with Local Government Act s. 464(2), waive the Public Hearing for the Rezoning Bylaw.

## 2.0 Purpose

To rezone the subject property from the RR3C – Rural Residential 3 (Carriage House) zone to the RU1 – Large Lot Housing zone to facilitate a 2-lot subdivision, and to waive the Public Hearing.

### 3.0 Development Planning

Staff support the proposed rezoning application. The proposed rezoning will allow for a future 2-lot subdivision on the vacant lot. The proposal is well aligned with the Future Land Use Designation of S2RES – Single/Two Dwelling Housing and is located within the City’s Permanent Growth Boundary. The proposed lots are 899 m<sup>2</sup> and 722 m<sup>2</sup> respectively, which meets the minimum lot area for the RU<sub>1</sub> zone. Both lots will meet the minimum dimensions of the RU<sub>1</sub> zone, and no variances are required.

### 4.0 Proposal

#### 4.1 Project Description

The proposed rezoning from RR<sub>3</sub>C – Rural Residential 3 (Carriage House) to RU<sub>1</sub> – Large Lot Housing is to facilitate a 2-lot subdivision on the vacant lot. Both lots will meet the minimum dimensions of the RU<sub>1</sub> zone and will have negligible impacts on the existing utility services. The lot is currently graded flat in a walk out style orientation and is well suited within the RU<sub>1</sub> zone.

#### 4.2 Site Context

The subject property is located in the South Okanagan Mission City Sector and is within the Permanent Growth Boundary. The lot is serviced by Trumpeter Road to the south and adjacent to the Gillard Forest Service Road to the north. East of this parcel is a City owned lot, which will form part of a Park pedestrian corridor that follows the Fortis electric lines through the neighbourhood. The surrounding area is a mix of RR<sub>3</sub> – Rural Residential 3, RU<sub>1</sub>H/RU<sub>1</sub> – Large Lot Housing (Hillside) and RH<sub>2</sub> – Hillside Two Dwelling Housing. The surrounding Future Land Use is primarily S<sub>2</sub>RES – Single/Two Unit Residential and Park and Open Space.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RR <sub>3</sub> - Rural Residential 3	Single/Two Unit Residential Park and Open Space
East	RR <sub>2</sub> C – Rural Residential 2 (Carriage House)	Park and Open Space
South	RR <sub>3</sub> C – Rural Residential 3 (Carriage House)	Single/Two Unit Residential
West	RR <sub>3</sub> – Rural Residential 3	Single/Two Unit Residential

**Subject Property Map: 508 Trumpeter Road**



## 5.0 Current Development Policies

### 5.1 Kelowna Official Community Plan (OCP)

#### Chapter 5: Development Process

##### *Objective 5.22 Ensure context sensitive housing development*

*Policy .7 Healthy Communities.* Through current zoning regulations and development processes, foster healthy, inclusive communities and a diverse mix of housing forms, consistent with the appearance of the surrounding neighbourhood.

##### *Objective 5.3 Focus development to designated growth areas*

*Policy .1 Permanent Growth Boundary.* Establish a Permanent Growth Boundary as identified on Map 4.1 and Map 5.2. Lands outside the permanent growth boundary will not be supported for urban or intensive uses with the exception with the extent permitted as per the OCP Future Land Use designations in place as of initial adoption of OCP Bylaw 10500, or for Agri-Business designated sites. Land outside the Permanent Growth Boundary will not be supported for any further parcelization. The Permanent Growth Boundary may be reviewed as per the next major OCP update.

## 6.0 Technical Comments

### 6.1 Development Engineering Department

A subdivision application will require the installation of additional services. The work will require road cuts and restoration of a fully urbanized road. Development Engineering is prepared to defer the requirements of the rezoning to the subdivision stage.

### 6.2 Fire Department

No objections

### 6.3 Real Estate Services

No comments

### 6.4 Parks and Buildings Planning

No comments received

### 6.5 Building and Permitting

No comments

### 6.6 Ministry of Forests – BC Parks

No comments received

6.7 Fortis BC Gas

No objections or concerns

6.8 Fortis BC Electric

No concerns

**7.0 Application Chronology**

Date of Application Received: March 24, 2021

Date Public Consultation Completed: June 2, 2021

**Report prepared by:** Corey Davis, Environmental Coordinator

**Reviewed by:** Dean Strachan, Community Planning & Development Manager

**Reviewed by:** Terry Barton, Development Planning Department Manager

**Approved for Inclusion:** Ryan Smith, Divisional Director, Planning & Development Services

**Attachments:**

Schedule A: Development Engineering Memo

Attachment A: Site Plan

This forms part of application

# Z21-0031

City of  
**Kelowna**  
DEVELOPMENT PLANNINGPlanner  
Initials

AK

**CITY OF KELOWNA****MEMORANDUM**

---

**Date:** May 03, 2021  
**File No.:** Z21-0031

**To:** Community Planning (CD)

**From:** Development Engineering Manager

**Subject:** 508 Trumpeter Rd Plan KAP90635 Lot 5

---

Development Engineering has the following comments and requirements associated with this Rezoning Application to rezone the subject property from RR3C to RU1

The Development Engineering Technologist for this project is John Filipenko AScT

1. General

The rezoning is to facilitate the subject parcel being subdivided into 2 Lots.

A subdivision application will require the installation of additional services.  
The work will require road cuts and restoration of a fully urbanized road.

Development Engineering is prepared to defer the requirements of the rezoning to the subdivision stage.

A handwritten signature in cursive script that reads "Ryan O'Sullivan".

---

Ryan O'Sullivan  
Development Engineering Manager

JF





# Z21-0031

# 508 Trumpeter Road

## Rezoning Application



# Proposal

- ▶ To rezone the subject property from RR<sub>3</sub>C – Rural Residential 3 (Carriage House) to RU<sub>1</sub> – Large Lot Housing to facilitate a 2-lot subdivision.

# Development Process

Mar 24<sup>th</sup>, 2021

Development Application Submitted

Staff Review & Circulation

June 2, 2021

Public Notification Received

July 12<sup>th</sup>, 2021

Initial Consideration

Public Hearing  
Second & Third Readings

Final Reading

Subdivision Application/Subdivision Approval/Building  
Permit

Council  
Approvals

# Context Map



# OCP Future Land Use / Zoning



# Subject Property Map



# Project/technical details

- ▶ Proposed rezoning will facilitate a 2-lot subdivision.
- ▶ The lot is currently vacant.
- ▶ Both proposed future lots meet the depth, width and size of the RU1 zone.

# Site Plan



**LEGAL DESCRIPTION**  
 SUBDIVISION OF LOT 5, PLAN R4910633,  
 SEC. 24, TP. 2A, S.20.T.2.

- LEGEND**
- SUBDIVISION BOUNDARY
  - EXISTING RR30 ZONE
  - PROPOSED RR1 ZONE
  - EXISTING RR3 ZONE
  - EXISTING P4 ZONE
  - EXISTING RR2C ZONE

**PROPOSED ZONING**

**LOT 5**  
 PROPOSED ZONING: RR1C SINGLE FAMILY URBAN RESIDENTIAL  
 LAND USE: S17 I46  
 PROPOSED SUBDIVISION AREA: 0.17 Ha  
 TOTAL NO. OF RES LOTS: 2  
 MINIMUM LOT AREA: 1800m<sup>2</sup>  
 MINIMUM LOT WIDTH: 18.0m  
 MINIMUM LOT DEPTH: 30.0m

**EXISTING ZONING**

**LOT 5**  
 EXISTING ZONING: RR3C SINGLE FAMILY RURAL RESIDENTIAL  
 LAND USE: S17 I46  
 PROPOSED SUBDIVISION AREA: 0.17 Ha  
 MINIMUM LOT AREA: 1800m<sup>2</sup>  
 MINIMUM LOT WIDTH: 18.0m  
 MINIMUM LOT DEPTH: 30.0m

LEGEND	○ SANITARY MAN (EXISTING OR FUTURE)
--- GROUND BASH	--- SANITARY MAN (PROPOSED)
--- GAS	--- STORM MAN (EXISTING OR FUTURE)
--- RAIL SEWER	--- STORM MAN (PROPOSED)
--- FUTURE SEWER	--- TRANSFORMER
--- U.S. ELECTRICAL	--- UTILITY ANCHOR BOX
--- U.S. TELEPHONE	
--- WATER	

No.	DATE	BY	REVISION	DATE	BY	REVISION



DATE	2021
DESIGN	FACE
APPROVED	D.K.YAL
DATE	MARCH 2021
SCALE	1:250

**THE CITY OF KELOWNA**  
 ENGINEERING DEPARTMENT  
 508 TRUMPETER ROAD  
 508 TRUMPETER ROAD DEVELOPMENTS LTD.  
 PROPOSED ZONING PLAN

CITY FILE No.	---
DRAWING NO.	2516-71
DIVISION	0

# Development Policy

- ▶ Meets the intent of Official Community Plan Urban Infill Policies:
  - ▶ Within Permanent Growth Boundary
  - ▶ Sensitive Infill
- ▶ Consistent with Zoning Bylaw – no variances

# Staff Recommendation

- ▶ Staff recommend **support** of the proposed rezoning to facilitate a 2-lot subdivision
- ▶ Meets the intent of the Official Community Plan
  - ▶ Urban Infill Policies
- ▶ Recommend the Public Hearing be waived.



## *Conclusion of Staff Remarks*

# CITY OF KELOWNA

## BYLAW NO. 12264

### Z21-0031

## 508 Trumpeter Road

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 5 Section 24 Township 28 SDYD Plan KAP90635 located on Trumpeter Road, Kelowna, BC from the RR3c – Rural Residential 3 with Carriage House zone to the RU1 – Large Lot Housing zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Public Hearing waived by the Municipal Council this

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Supplemental Report – Site Specific Text Amendment and Rezoning Bylaw Reading Consideration  
**Department:** Office of the City Clerk

**Recommendation:**

THAT Council receives, for information, the Supplemental Report from the Office of the City Clerk dated July 12, 2021 regarding a Zoning Bylaw Text Amendment Bylaw and Rezoning Bylaw that requires reading consideration;

AND THAT the Zoning Bylaw Text Amendment Application TA21-0008 and Rezoning Application Z21-0024, located at 520-526 Bernard Avenue, Kelowna BC, be forwarded for reading consideration.

**Purpose:**

To give Bylaw Nos. 12247 and 12248 for a site-specific text amendment and rezoning application at 520-526 Bernard Avenue first reading.

**Background:**

Council considered a site-specific text amendment and rezoning application at 520-526 Bernard Avenue on June 28, 2021 and forwarded the text amendment and rezoning application to a public hearing. The corresponding bylaws must be given first reading consideration prior to the public hearing.

*Previous Council Resolution*

Resolution	Date
THAT Zoning Bylaw Text Amendment Application No. TA21-0008 to amend City of Kelowna Zoning Bylaw No.8000 as outlined in the Report from the Development Planning Department dated June 28, 2021 of all land shown on Strata Plan K12 located at 520-526 Bernard Avenue, Kelowna, BC be considered by Council;	June 28, 2021

AND THAT Rezoning Application No. Z21-0024 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of all land shown on Strata Plan K12, located at 520-526 Bernard Avenue, Kelowna, BC from the C7 – Central Business Commercial zone to the C7rcs – Central Business Commercial (Retail Cannabis Sales) zone as shown on Map “A” attached to the Report from the Development Planning Department dated June 28, 2021 be considered by Council.

AND THAT the Rezoning Bylaw and the Zoning Bylaw Text Amending Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule “A” attached to the Report from the Development Planning Department dated June 28, 2021;

AND THAT final adoption of the Rezoning Bylaw and Zoning Bylaw Text Amending Bylaw be considered subsequent to the approval of the Ministry of Transportation and Infrastructure;

AND FURTHER THAT if the Rezoning Bylaw is adopted, Council direct Staff to send a recommendation to the Provincial Liquor and Cannabis Regulation Branch that they support issuance of a non-medical cannabis retail store license for this legal lot with the following comments:

- The proposed store location meets local government bylaw requirements and as such, no negative impact is anticipated;
- The views of the residents were captured during a public hearing process for the rezoning of the property and Council meeting minutes summarizing those views are attached; and
- Local government recommends that the application be approved because of the compliance with local regulations and policies.

The bylaws will be scheduled for a public hearing should they be given first reading.

**Internal Circulation:**

**Considerations applicable to this report:**

**Considerations not applicable to this report:**

***Legal/Statutory Authority:***

***Legal/Statutory Procedural Requirements:***

***Existing Policy:***

***Financial/Budgetary Considerations:***

***External Agency/Public Comments:***

***Communications Comments:***

Submitted by: R. Van Huizen, Legislative Technician

**Approved for inclusion:** S. Fleming, City Clerk

cc:  
Development Planning.

**CITY OF KELOWNA**  
**BYLAW NO. 12247**  
**TA21-0008**  
**520-526 Bernard Avenue**

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000, **Section 9 – Specific Use Regulations, 9.16 RETAIL CANNABIS SALES ESTABLISHMENTS, 9.16.8 Site Specific Regulations** be amended by adding in its appropriate location the following:

“

	<i>Legal Description</i>	<i>Civic Address</i>	<i>Regulation</i>
	All Land Shown on Strata Plan K12	520-526 Bernard Avenue	To allow for a retail cannabis sales establishment within 500 metres of other approved retail cannabis sales establishments located at 547-549 Bernard Avenue and 1636-1652 Pandosy Street and within 150 metres of Kasugai Gardens.

”

2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Considered at a Public Hearing on the

Read a second and third time by the Municipal Council this

Approved under the Transportation Act this

(Approving Officer – Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

\_\_\_\_\_  
Mayor

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

**CITY OF KELOWNA**  
**BYLAW NO. 12248**  
**Z21-0024**  
**520-526 Bernard Avenue**

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of All Land Shown on the Strata Plan K12 located on Bernard Avenue, Kelowna, BC from the C7 – Central Business Commercial zone to the C7rcs – Central Business Commercial (Retail Cannabis Sales) zone as per Map "A" attached to and forming part of this bylaw.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Considered at a Public Hearing on the

Read a second and third time by the Municipal Council this

Approved under the Transportation Act this

---

(Approving Officer – Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk



**MAP "A" PROPOSED ZONING**  
**File: Z21-0024**

 Subject Property

 C7 - Central Business Commercial to C7rcs - Central Business Commercial (Retail Cannabis Sales)

This map is for general information only. The City of Kelowna does not guarantee its accuracy. All information should be verified.



Rev. 5/25/2021

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Supplemental Report – Site Specific Text Amendment and Rezoning Bylaw Reading Consideration  
**Department:** Office of the City Clerk

**Recommendation:**

THAT Council receives, for information, the Supplemental Report from the Office of the City Clerk dated July 12, 2021 regarding a Zoning Bylaw Text Amendment Bylaw and Rezoning Bylaw that requires reading consideration;

AND THAT the Zoning Bylaw Text Amendment Application TA21-0012 and Rezoning Application Z21-0039, located at 266 Bernard Avenue, Kelowna BC, be forwarded for reading consideration.

**Purpose:**

To give Bylaw Nos. 12249 and 12250 for a site-specific text amendment and rezoning application at 266 Bernard Avenue first reading.

**Background:**

Council considered a site-specific text amendment and rezoning application at 266 Bernard Avenue on June 28, 2021 and forwarded the text amendment and rezoning application to a public hearing. The corresponding bylaws must be given first reading consideration prior to the public hearing.

*Previous Council Resolution*

Resolution	Date
THAT Zoning Bylaw Text Amendment Application No. TA21-0012 to amend City of Kelowna Zoning Bylaw No.8000 as outlined in the Report from the Development Planning Department dated June 28, 2021 for Lot 2 District Lot 139 Osoyoos Division Yale District Plan 4153 located at 266 Bernard Avenue, Kelowna, BC be considered by Council;	June 28, 2021

<p>AND THAT Rezoning Application No. Z21-0039 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 2 District Lot 139 Osoyoos Division Yale District Plan 4153, located at 266 Bernard Avenue, Kelowna, BC from the C7 – Central Business Commercial zone to the C7rcs – Central Business Commercial (Retail Cannabis Sales) zone be considered by Council.</p> <p>AND THAT the Rezoning Bylaw and the Zoning Bylaw Text Amending Bylaw be forwarded to a Public Hearing for further consideration;</p> <p>AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Planning Department dated June 28, 2021;</p> <p>AND THAT final adoption of the Rezoning Bylaw and Zoning Bylaw Text Amending Bylaw be considered subsequent to the approval of the Ministry of Transportation and Infrastructure;</p> <p>AND FURTHER THAT if the Rezoning Bylaw is adopted, Council direct Staff to send a recommendation to the Provincial Liquor and Cannabis Regulation Branch that they support issuance of a non-medical cannabis retail store license for this legal lot with the following comments:</p> <ul style="list-style-type: none"> <li>• The proposed store location meets local government bylaw requirements and as such, no negative impact is anticipated;</li> <li>• The views of the residents were captured during a public hearing process for the rezoning of the property and Council meeting minutes summarizing those views are attached; and</li> <li>• Local government recommends that the application be approved because of the compliance with local regulations and policies.</li> </ul>	
---	--

The bylaws will be scheduled for a public hearing should they be given first reading.

**Internal Circulation:**  
**Considerations applicable to this report:**

- Considerations not applicable to this report:**  
*Legal/Statutory Authority:*  
*Legal/Statutory Procedural Requirements:*  
*Existing Policy:*  
*Financial/Budgetary Considerations:*  
*External Agency/Public Comments:*  
*Communications Comments:*

Submitted by: R. Van Huizen, Legislative Technician

**Approved for inclusion:** S. Fleming, City Clerk  
cc:

Development Planning.

**CITY OF KELOWNA**  
**BYLAW NO. 12249**  
**TA21-0012**  
**266 Bernard Avenue**

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended **Section 9 – Specific Use Regulations, 9.16 RETAIL CANNABIS SALES ESTABLISHMENTS, 9.16.8 Site Specific Regulations** be amended by adding in its appropriate location the following:

“

	<i>Legal Description</i>	<i>Civic Address</i>	<i>Regulation</i>
	Lot 2 District Lot 139 ODYD Plan 4153	266 Bernard Avenue	To allow for a retail cannabis sales establishment within 500 metres of other approved retail cannabis sales establishments located at 547-549 Bernard Avenue and 1636-1652 Pandosy Street and within 150 metres of City Park and within 150 metres of Stuart Park.

”

2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Considered at a Public Hearing on the

Read a second and third time by the Municipal Council this

Approved under the Transportation Act this

(Approving Officer – Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

\_\_\_\_\_  
Mayor

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

# CITY OF KELOWNA

## BYLAW NO. 12250

### Z21-0039

### 266 Bernard Avenue

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 2 District Lot 139 ODYD Plan 4153 located on Bernard Avenue, Kelowna, BC from the C7 – C7 – Central Business Commercial zone to the C7rcs – Central Business Commercial (Retail Cannabis Sales) zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this

Considered at a Public Hearing on the

Read a second and third time by the Municipal Council this

Approved under the Transportation Act this

---

(Approving Officer – Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Rezoning Bylaw No. 12226 for Z21-0029 Summary of Correspondence  
**Department:** Office of the City Clerk

---

**Recommendation:**

THAT Council receives, for information, the report from the Office of the City Clerk dated July 12, 2021 with respect to the summary of correspondence received for Zoning Bylaw No. 12226;

AND THAT Rezoning Bylaw No. 12226 be forwarded for further reading consideration.

**Purpose:**

To receive a summary of correspondence for Rezoning Bylaw No. 12226 and to give the bylaw further reading consideration.

**Background:**

On January 11, 2021, Council passed a resolution directing staff to recommend that Council waive the Public Hearing for rezoning applications that are consistent with the Official Community Plan, have a recommendation of support from staff and are not expected to generate significant public input based on correspondence received. This resolution is in effect until the Order of the Provincial Health Officer regarding gatherings and events is rescinded or replaced to allow for in-person attendance at public hearings or until Council provides further direction on waiving public hearings.

The public has the opportunity to submit written correspondence for applications where the Public Hearing has been waived. Notification is done through signage on the subject property, newspaper advertisements, and mailouts in accordance with the *Local Government Act* and Development Application Procedures Bylaw No. 10540.

*Previous Council Resolution*

Resolution	Date
AND THAT Council direct staff to recommend that Council waive the public	January 11, 2021

<p>hearing for rezoning applications that are consistent with the Official Community Plan, have a recommendation of support from staff, and are not expected to generate significant public input based on correspondence received at the time of the report to Council;</p>	
--	--

**Discussion:**

Rezoning Application Z21-0029 for 1818 Crosby Road was brought forward to Council for initial consideration on [June 14, 2021](#). At this meeting, Council passed a resolution to waive the Public Hearing and correspondence was accepted between June 16, 2021 and June 28, 2021.

The Office of the City Clerk received two pieces of correspondence and these have been circulated to Council. They are summarized as follows:

- two letters of concern/opposition

Development Planning Staff have reviewed the correspondence that was received from the neighbourhood and any new dwellings (at time of Building Permit) will be required to meet the development regulations in the Zoning Bylaw including parking, setbacks, height and site coverage. Access and site grading would be reviewed by the Building Department and Development Engineering Department upon application.

This application was brought forward with a recommendation of support from the Development Planning Department. Staff are recommending Council proceed with further readings of the Bylaw.

**Conclusion:**

Following the public notification period, staff are recommending that Council give Rezoning Bylaw No. 12226, located at 1818 Crosby Road, further reading consideration.

**Internal Circulation:**

**Considerations applicable to this report:**

***Legal/Statutory Authority:***

*Local Government Act s. 464(2)*

***Legal/Statutory Procedural Requirements:***

Following the notification period under s. 467 of the *Local Government Act* and upon considering correspondence submitted, Council may choose to:

- give a bylaw further reading consideration,
- advance the bylaw to a Public Hearing, or
- defeat the bylaw.

**Considerations not applicable to this report:**

***Existing Policy:***

***Financial/Budgetary Considerations:***

***External Agency/Public Comments:***

***Communications Comments:***

Submitted by: R. Van Huizen, Legislative Technician

**Approved for inclusion:** S. Fleming, City Clerk  
cc: Development Planning

# CITY OF KELOWNA

## BYLAW NO. 12226

Z21-0029

1818 Crosby Road

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot C Section 5 Township 23, ODYD, Plan EPP104080 located at Crosby Road, Kelowna, BC from the RU2 – Medium Lot Housing zone to the RU6 – Two Dwelling Housing zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this 14<sup>th</sup> day of June, 2021.

Public Hearing waived by the Municipal Council this 14<sup>th</sup> day of June, 2021.

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Rezoning Bylaw No. 12231 for Z21-0020 Summary of Correspondence  
**Department:** Office of the City Clerk

---

**Recommendation:**

THAT Council receives, for information, the report from the Office of the City Clerk dated July 12, 2021 with respect to the summary of correspondence received for Zoning Bylaw No. 12231;  
 AND THAT Rezoning Bylaw No. 12231 be forwarded for further reading consideration.

**Purpose:**

To receive a summary of correspondence for Rezoning Bylaw No. 12231 and to give the bylaw further reading consideration.

**Background:**

On January 11, 2021, Council passed a resolution directing staff to recommend that Council waive the Public Hearing for rezoning applications that are consistent with the Official Community Plan, have a recommendation of support from staff and are not expected to generate significant public input based on correspondence received. This resolution is in effect until the Order of the Provincial Health Officer regarding gatherings and events is rescinded or replaced to allow for in-person attendance at public hearings or until Council provides further direction on waiving public hearings.

The public has the opportunity to submit written correspondence for applications where the Public Hearing has been waived. Notification is done through signage on the subject property, newspaper advertisements, and mailouts in accordance with the *Local Government Act* and Development Application Procedures Bylaw No. 10540.

*Previous Council Resolution*

Resolution	Date
AND THAT Council direct staff to recommend that Council waive the public	January 11, 2021

<p>hearing for rezoning applications that are consistent with the Official Community Plan, have a recommendation of support from staff, and are not expected to generate significant public input based on correspondence received at the time of the report to Council;</p>	
--	--

**Discussion:**

Rezoning Application Z21-0020 for 155 Bryden Road was brought forward to Council for initial consideration on [June 14, 2021](#). At this meeting, Council passed a resolution to waive the Public Hearing and correspondence was accepted between June 16, 2021 and June 28, 2021.

The Office of the City Clerk received zero pieces of correspondence.

This application was brought forward with a recommendation of support from the Development Planning Department. Staff are recommending Council proceed with further readings of the Bylaw.

**Conclusion:**

Following the public notification period, staff are recommending that Council give Rezoning Bylaw No. 12231, located at 155 Bryden Road, further reading consideration.

**Internal Circulation:**

**Considerations applicable to this report:**

***Legal/Statutory Authority:***

*Local Government Act s. 464(2)*

***Legal/Statutory Procedural Requirements:***

Following the notification period under s. 467 of the *Local Government Act* and upon considering correspondence submitted, Council may choose to:

- give a bylaw further reading consideration,
- advance the bylaw to a Public Hearing, or
- defeat the bylaw.

**Considerations not applicable to this report:**

***Existing Policy:***

***Financial/Budgetary Considerations:***

***External Agency/Public Comments:***

***Communications Comments:***

Submitted by: R. Van Huizen, Legislative Technician

**Approved for inclusion:** S. Fleming, City Clerk

cc: Development Planning

# CITY OF KELOWNA

## BYLAW NO. 12231

Z21-0020

155 Bryden Road

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot A Section 27 Township 26 ODYD Plan EPP85221 located at Bryden Road, Kelowna, BC from the RM5 – Medium Density Multiple Housing zone to the RM5r – Medium Density Multiple Housing (Residential Rental Tenure Only) zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this 14<sup>th</sup> day of June, 2021.

Public Hearing waived by the Municipal Council this 14<sup>th</sup> day of June, 2021.

Read a second and third time by the Municipal Council this

Approved under the Transportation Act this

---

(Approving Officer – Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Rezoning Bylaw No. 12236 for Z21-0017 Summary of Correspondence  
**Department:** Office of the City Clerk

---

**Recommendation:**

THAT Council receives, for information, the report from the Office of the City Clerk dated July 12, 2021 with respect to the summary of correspondence received for Zoning Bylaw No. 12236;

AND THAT Rezoning Bylaw No. 12236 be forwarded for further reading consideration.

**Purpose:**

To receive a summary of correspondence for Rezoning Bylaw No. 12236 and to give the bylaw further reading consideration.

**Background:**

On January 11, 2021, Council passed a resolution directing staff to recommend that Council waive the Public Hearing for rezoning applications that are consistent with the Official Community Plan, have a recommendation of support from staff and are not expected to generate significant public input based on correspondence received. This resolution is in effect until the Order of the Provincial Health Officer regarding gatherings and events is rescinded or replaced to allow for in-person attendance at public hearings or until Council provides further direction on waiving public hearings.

The public has the opportunity to submit written correspondence for applications where the Public Hearing has been waived. Notification is done through signage on the subject property, newspaper advertisements, and mailouts in accordance with the *Local Government Act* and Development Application Procedures Bylaw No. 10540.

*Previous Council Resolution*

Resolution	Date
AND THAT Council direct staff to recommend that Council waive the public	January 11, 2021

<p>hearing for rezoning applications that are consistent with the Official Community Plan, have a recommendation of support from staff, and are not expected to generate significant public input based on correspondence received at the time of the report to Council;</p>	
--	--

**Discussion:**

Rezoning Application Z21-0017 for 1653 Highland Drive North was brought forward to Council for initial consideration on [June 21, 2021](#). At this meeting, Council passed a resolution to waive the Public Hearing and correspondence was accepted between June 23, 2021 and July 5, 2021.

The Office of the City Clerk received zero pieces of correspondence.

This application was brought forward with a recommendation of support from the Development Planning Department. Staff are recommending Council proceed with further readings of the Bylaw.

**Conclusion:**

Following the public notification period, staff are recommending that Council give Rezoning Bylaw No. 12236, located at 1653 Highland Drive North, further reading consideration.

**Internal Circulation:**

**Considerations applicable to this report:**

***Legal/Statutory Authority:***

*Local Government Act s. 464(2)*

***Legal/Statutory Procedural Requirements:***

Following the notification period under s. 467 of the *Local Government Act* and upon considering correspondence submitted, Council may choose to:

- give a bylaw further reading consideration,
- advance the bylaw to a Public Hearing, or
- defeat the bylaw.

**Considerations not applicable to this report:**

***Existing Policy:***

***Financial/Budgetary Considerations:***

***External Agency/Public Comments:***

***Communications Comments:***

Submitted by: R. Van Huizen, Legislative Technician

**Approved for inclusion:** S. Fleming, City Clerk

cc:  
Development Planning

**CITY OF KELOWNA**  
**BYLAW NO. 12236**  
**Z21-0017**  
**1653 Highland Drive North**

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 4 Section 29 Township 26 ODYD Plan 12634 located at Highland Drive North, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this 21<sup>st</sup> day of June, 2021.

Public Hearing waived by the Municipal Council this 21<sup>st</sup> day of June, 2021.

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# Report to Council



**Date:** July 12, 2022  
**To:** Council  
**From:** City Manager  
**Subject:** OCP18-0005 TA18-0011 Z18-0019 for 2100 Rutland Road N Extension Request  
**Department:** Community Planning

---

**Recommendation:**

THAT in accordance with Development Application Procedures Bylaw No. 10540, the deadline for the adoption of Bylaw No. 12053 for OCP18-0005, Bylaw No. 12054 for Z18-0019 and Bylaw No. 12055 for TA18-0011, for Lot 1 Section 35 Township 26 ODYD Plan EPP105620 located at 2100 Rutland Road North, be extended from July 14, 2021 to July 14, 2022;

AND THAT Council directs Staff to not accept any further extension requests.

**Purpose:**

To extend the deadline for adoption of Text Amendment Bylaw No. 12055, Official Community Plan Bylaw No. 12053, and Rezoning Bylaw No. 12054, by one year to July 14, 2022.

**Community Planning:**

Bylaw Nos. 12053, 12054 & 12055, received second and third readings at a Regular meeting of Council held on July 14, 2020. Final adoption of these zone amendments bylaws is subject to the applicant meeting the requirements of the Development Engineering Department. The applicant has made progress on these applications, but requires more time to complete these.

Staff are recommending that Council supports extending the deadline for adoption of Text Amendment Bylaw No. 12055, Official Community Plan Bylaw No. 12053 and Rezoning Bylaw No. 12054, by one year to July 14, 2022.

**Subject Property Map:** 2100 Rutland Road N



**Submitted by:** Heather Benmore, Development Planning Clerk

**Approved for inclusion:** T. Barton, Development Planning Department Manager

cc: kb

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Gallagher Rd 2980 Z20-0021 Bylaw No. 12042 Extension Request  
**Department:** Development Planning

---

**Recommendation:**

THAT in accordance with Development Application Procedures Bylaw No 10540, the deadline for the adoption of Rezoning Bylaw No. 12042, for Z20-0021 for Lot 1, Section 12 and 13, Township 26 and Sections 7 and 18 Township 27, ODYD, Plan KAP71697, Except Plans KAP84278, KAP86315, KAP86363, KAP88598, EPP36504, EPP69212, EPP74058, and EPP84892 located at 2980 Gallagher Road, Kelowna, BC, be extended from June 23, 2021 to June 23, 2022;

AND that Council directs Staff to not accept any further extension requests.

**Purpose:**

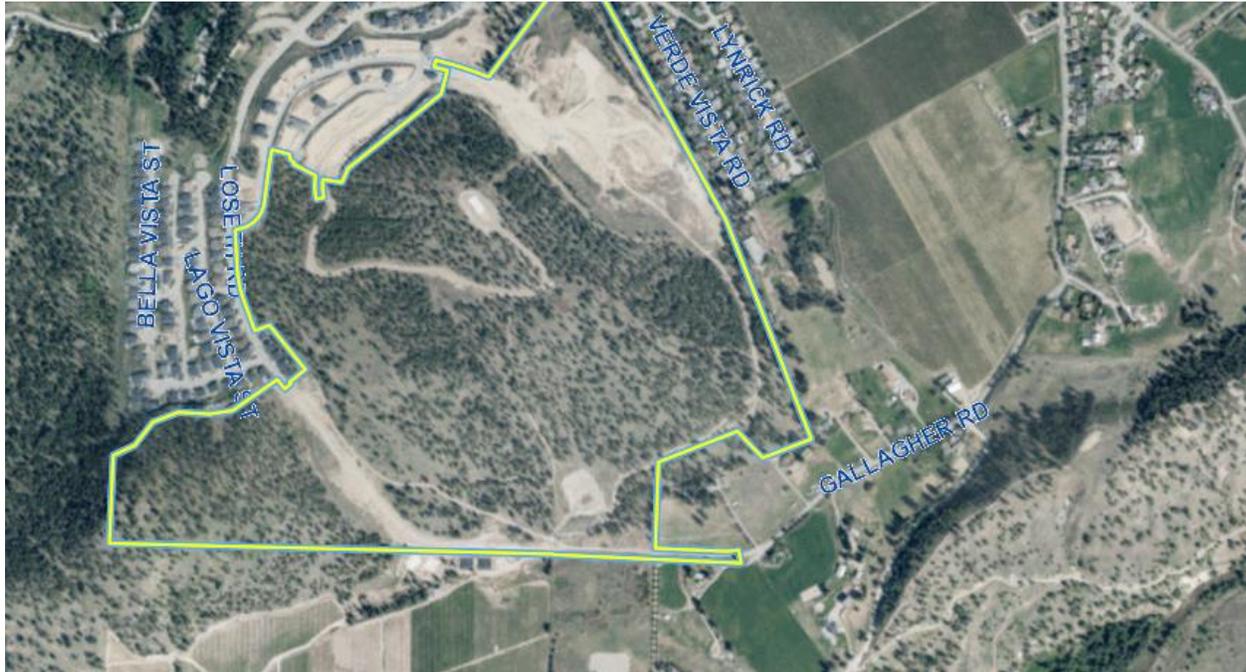
To extend the deadline for adoption of Rezoning Bylaw No. 12042 to June 23, 2022.

**Community Planning**

Rezoning Bylaw No. 12042 received second and third readings at a Regular meeting of Council held on Tuesday, June 23, 2020. The property was recently sold, and the new owner requires an extension to Zone Amending Bylaw No. 12042, in order to allow time to progress with the requirements of the Development Engineering Department.

Staff are recommending that Council supports extending the deadline for adoption of Rezoning Bylaw No. 12042 by one year to May 1, 2020.

**Subject Property Map:** 2980 Gallagher Road



**Submitted by:** Heather Benmore, Development Planning Clerk

**Approved for inclusion:** T. Barton, Development Planning Department Manager

cc: wm

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** McCarthy Rd 9640 Z18-0122 Rescind Bylaw No. 11790  
**Department:** Development Planning

---

**Recommendation:**

THAT Council receives for information the report from the Development Planning department, dated July 12, 2021, with respect to Rezoning Application No. Z18-0122 at Lot 1 Sections 10 and 11 Township 20 Osoyoos Division Yale District Plan EPP91012 located at 9640 McCarthy Road, Kelowna, BC;

AND THAT Bylaw No. 11790 be forwarded for rescindment consideration and the file be closed.

**Purpose:**

To rescind all 3 readings given to Rezoning Bylaw No. 11790 and direct staff to close the file.

**Development Planning:**

An application to rezone the subject property was made on December 13, 2018 to rezone from the from the I3 – Heavy Industrial zone to the I2 – General Industrial zone to facilitate the development of a new industrial building.

Bylaw No. 11790 received second and third readings at a Regular Meeting of Council on April 9, 2019, following the Public Hearing held on the same date. Final adoption of the zone amendment bylaw was subject to the applicant meeting the requirements of the Development Engineering Memorandum, Correspondence to the applicant has been sent, however, despite this, no forward progress has been made and staff consider the application inactive.

Given the above, staff are recommending that Council rescind all three reading and direct staff to close the file.

**Subject Property Map:** 9640 McCarthy Road



**Submitted by:**

Heather Benmore, Development Planning Clerk

**Approved for inclusion:**

T. Barton Development Planning Department Manager

cc: wm

**CITY OF KELOWNA**  
**BYLAW NO. 11790**  
**Z18-0122 – 9670 McCarthy Rd**

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 1 Section 11 Township 20 ODYD Plan 3997, located on McCarthy Road, Kelowna, BC from the I3 – Heavy Industrial zone to the I2 – General Industrial zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this 18<sup>th</sup> day of March, 2019.

Considered at a Public Hearing on the 9<sup>th</sup> day of April, 2019.

Read a second and third time by the Municipal Council this 9<sup>th</sup> day of April, 2019.

Approved under the Transportation Act this 25<sup>th</sup> day of April, 2019.

Audrie Henry

---

(Approving Officer – Ministry of Transportation)

Rescinded by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# CITY OF KELOWNA

## BYLAW NO. 12139

Z20-0106

360 Burne Avenue

---

A bylaw to amend the "City of Kelowna Zoning Bylaw No. 8000".

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts as follows:

1. THAT City of Kelowna Zoning Bylaw No. 8000 be amended by changing the zoning classification of Lot 8 District Lot 14, ODYD, Plan 1178 located at Burne Avenue, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU1c – Large Lot Housing with Carriage House zone.
2. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first time by the Municipal Council this 17<sup>th</sup> day of May, 2021.

Public Hearing waived by the Municipal Council this 17<sup>th</sup> day of May, 2021.

Read a second and third time by the Municipal Council this 14<sup>th</sup> day of June, 2021.

Approved under the Transportation Act this 17<sup>th</sup> day of June, 2021.

Audrie Henry

---

(Approving Officer – Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Complex Needs Advocacy Paper  
**Department:** Real Estate

---

**Recommendation:**

THAT Council receives, for information, the report from the Real Estate department dated July 12, 2021, with respect to the Complex Needs Advocacy Paper;

AND THAT Council endorse the Complex Needs Advocacy Paper as attached to the report from the Real Estate department dated July 12, 2021;

AND FURTHER THAT Council authorize the Mayor to collaborate with the Mayors of the City of Vernon, City of West Kelowna and District of Lake Country and the Chief of the Okanagan Indian Band to present the Advocacy Paper to senior levels of government, seeking the development of a new model of complex care housing with supports, a system redesign and the funding and resources necessary to address the housing and support needs of individuals with complex needs.

**Purpose:**

To seek Council endorsement of the finalized Complex Needs Advocacy Paper.

**Background:**

Our community requires a full continuum of care related to housing and health supports to address the needs of individuals with complex needs<sup>1</sup> – from emergency shelters, to supportive housing – alongside

---

<sup>1</sup> Complex needs are the attributes of *Individuals experiencing overlapping mental and substance use disorders, co-morbid developmental disabilities, acquired brain injuries or FASD often resulting in the experience of homelessness, along with being frequent users of crisis and emergency services. For the purposes of this advocacy paper, the focus is on individuals experiencing overlapping mental health and substance use disorders who experience homelessness.*

a range of health supports that include primary care, and care for mental health and substance use. Individuals with complex needs have an impact on the well-being of our community, both in terms of how they are supported in our community and how this directly impacts our community's ability to provide housing and supports to individuals without complex needs. The City continues to invest in developing an advocacy framework toward effectively and holistically addressing this system gap in our community. To this end, Council funded the development of a Complex Needs Advocacy Paper uniquely tailored to our community and building on the recommendations of the Central Okanagan Journey Home Society (COJHS) to propose a redesign of the continuum of care with a particular focus on the gap in housing with supports.

The challenge of addressing the infrastructure and resource needs for individuals facing complex needs is a significant concern for Kelowna, our region and the province. By addressing the lack of appropriately designed housing with supports through a regional lens, the advocacy paper appropriately positions, and scales proposed solutions at hand to the Okanagan Valley as a whole. Accordingly, stakeholders in this initiative include Interior Health, BC Housing, City of Vernon, City of West Kelowna, District of Lake Country and Okanagan Indian Band (see schedule A – Executive Summary).

#### Scale of the Need

The project team expended significant efforts to assess the scope of the local population that presents as experiencing complex needs. The data for our region suggests approximately 250 of the approximately 520 individuals facing homelessness have complex needs (see schedule A – 2.3 Local Population Characteristics). This population can be further disaggregated as being 60% male and 34% indigenous.

#### Costs of Status Quo

Beyond the human cost of homelessness, the economic cost of not providing appropriate housing with supports for individuals experiencing complex needs for the social, health care and justice systems is significant. Research suggests that the annual costs of not addressing the systems gaps and remaining in a reactionary response are between **\$54,000-75,000<sup>2</sup>** per individual per year. Accordingly, it is estimated that the direct economic cost of the current 'status quo' pertaining to the approximately 250 individuals with complex needs in our community is between **\$14M and \$18M annually**.

Alternatively, it is estimated that the annual cost associated with a redesign of the housing systems to support individuals with complex needs that incorporates onsite health supports alongside complementary community-based health services is estimated at **\$38,000** per individual per year (see schedule A – 4.1 Cost of Improvements). This suggests potential system-wide savings in the range of **\$4.5 to \$8.5M annually<sup>3</sup>**. It should be noted that while these anticipated savings illustrate the business case benefits of investing in additional supports for individuals experiencing complex needs, they do not translate into direct budget reductions for emergency services, policing or crisis intervention services. These types of direct reductions are likely to be captured only once comprehensive, upstream prevention has taken place to address the root causes of homelessness, mental health or substance use challenges.

---

<sup>2</sup> [Housing-first strategy proves cost effective especially for the most-vulnerable homeless group - McGill University](#)

<sup>3</sup> *To better understand the health care costs of "status quo" vs. a new integrate care / systems approach, the City of Kelowna is looking to partner with research teams (potentially UBCO Research Consortium)*

### Systems Gaps

While our community continues to deliver a number of affordable and supportive housing initiatives, the delivery of housing with directly incorporated health supports that meet the needs of individuals experiencing complex needs continues to be a 'gap' in the regional continuum of care. Resources and programs provided by appropriately qualified personnel are needed all along the continuum of assessment, triage, and housing to support individuals to access and maintain their housing. There is not a housing model that is designed specifically for people experiencing complex needs<sup>4</sup> as the region does not currently have the inventory of effective facilities and related program supports and personnel needed for these individuals. Further, the system redesign should be grounded in housing first principles that the COJHS has been instrumental in promoting and supporting in the community. Housing First is where housing is provided to those experiencing homelessness and is then used as a foundation for additional services and supports. In addition, the principles of choice, healing, connection and safety promoted by individuals with lived/living experience should provide the basis for designing spaces to support complex care housing for those experiencing complex needs.

There is also a lack of qualified staff locally with specific training to support individuals with complex needs. Currently, the system of housing delivery dictates high client to staff ratios in existing shelter and housing contexts, such that those who are qualified often do not have the resources or bandwidth to adequately support these individuals. People with complex needs require a high level of attention from staff, which makes it difficult for social services organizations (and housing providers, in particular) to allow them to stay when organizational capacity is low.

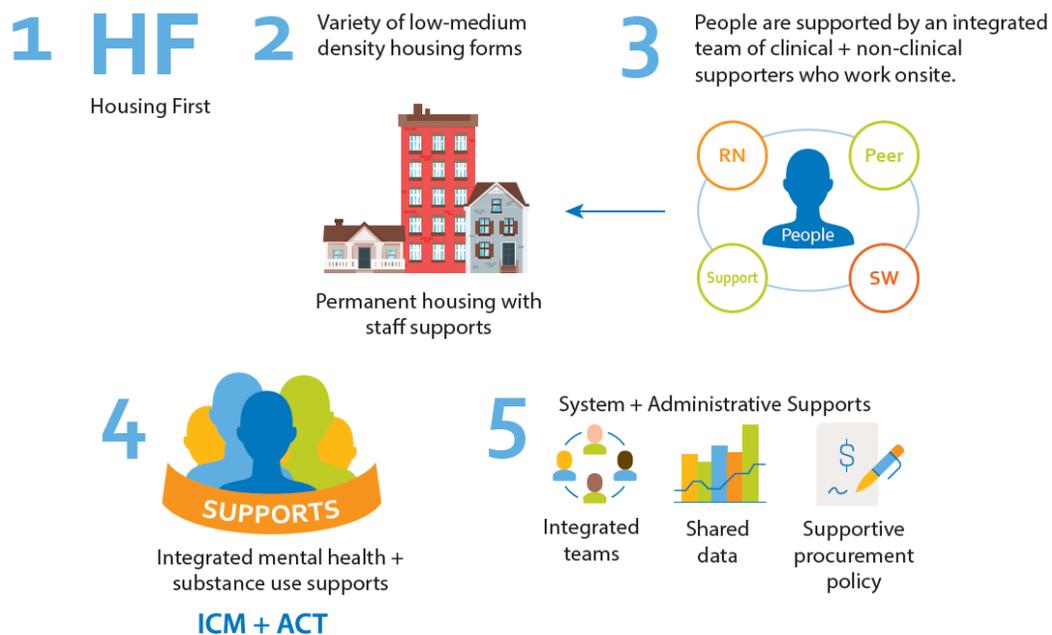
Furthermore, systemic racism and inter-generational trauma are contributing factors to the over-representation of Indigenous people who experience complex needs. There is a need to ensure that all services incorporate Indigenous cultural safety and Indigenous focused supports. Given the over-representation of Indigenous people who experience complex needs, solutions need to incorporate Indigenous leadership, cultural safety and belonging.

### Best Practices Moving Forward

There are very real differences from one community to the next. The jurisdictional responsibilities health authorities have to housing agencies, municipalities and First Nations vary on a case by case basis, but there nevertheless exists a series of foundational tenets around which a successful model of support for individuals with complex needs can be based. The following figure illustrates the five components that meet the demographic profile of our community to help support those individuals experiencing homelessness with the most complex needs (See Schedule A – 30. Supportive Practices).

---

<sup>4</sup> It is worth noting that, Ellis Place (opened as of November 2020) aims to provide greater supports for this population.



Aligning with Provincial Government Priorities & Mandates

As shown in the attached Schedule A - 5.0 Advocacy Position, five government Ministries have relevant jurisdiction and influence over supporting individuals experiencing homelessness with complex needs to attain and maintain stable housing with appropriate supports. Accordingly, developing an effective advocacy strategy requires a strong understanding of each Ministry’s mandate and resources, complemented by a targeted engagement strategy.

The leadership role the City of Kelowna has taken around the development of the advocacy paper has been instrumental in shaping the conversation at the Provincial level and informing the BC Urban Mayors Caucus (BCUMC) in how best to address the housing with supports system redesign, including the infrastructure and resource needs for individuals experiencing complex needs. Part in parcel to the work taking place, the BCUMC is pressing the Province to initiate a number of complex care housing pilot projects to be up and operating within a year as needed to accelerate B.C.’s response to addressing the mental health, substance use and homelessness crises.

**Next Steps:**

Over the course of the next few months, the framework around the Complex Needs Advocacy Paper will be finalized as per the timeline below.

Estimated Timeline	Activity
July 12	City of Kelowna Council Endorsement of Advocacy Paper
Q3+Q4	Council and Senior Leadership advocacy position with province

## **Conclusion:**

The work the City of Kelowna, the Project Consultants, Project Stakeholders and the Intergovernmental and Municipal Partners have completed to date to effectively and holistically address complex care housing and supports highlights the importance of a systems redesign to addressing the challenge. This systems approach requires the full support, financial resources and leadership of the previously noted provincial ministries in order to achieve the level of integration of services required to support the development and implementation of this new model. The framework set forth in the Advocacy Paper will guide the provincial lead agencies as they invest into infrastructure and resources to address the system gaps along the continuum of care that effect individuals that require significant housing and health supports. The advocacy paper provides an opportunity to not only address complex needs, but to build on the learnings as the recommendations move forward in a manner that will inform the necessary province-wide, long-term strategy needed to create appropriate housing and supports in communities across the province.

## **Internal Circulation:**

Active Living & Culture  
Policy & Planning  
Real Estate Services  
Communications  
Community Safety

## **Existing Policy:**

The development of a Complex Needs advocacy paper is aligned with a number of Council and Corporate Priorities, as supported by Council through the City's Imagine Kelowna: Vision into Action plan. This includes Community Safety (crime rates are decreasing; residents feel safe & data are used to understand problems) and Social and Inclusive (homelessness is decreasing).

This advocacy paper is in alignment with other City of Kelowna housing goals expressed in documents including the Housing Needs Assessment and the Journey Home Strategy.

## **City of Kelowna Housing Needs Assessment:**

- **GAP 6: Bottleneck in the Wheelhouse.** Trends in market rental and ownership housing put pressure on the long-term supportive and subsidized rental housing areas of the Wheelhouse. Journey Home Strategy Recommendation: Explore the development of innovative partnerships, laying the foundation for strategic multi-sectoral collective planning and investments.
- **GAP 7: Need for greater housing diversity.** Encouraging a variety of unit sizes will ensure that suitable housing is available for all ages, abilities and household types. Journey Home Strategy Recommendation: Identify community priorities and investigate opportunities to provide appropriate, permanent housing for key populations.

## **Journey Home:**

- **Guiding Principles – Housing First.** Housing First is a person-centered approach rooted in the belief that all people deserve housing, and that anyone, even those with the most complex needs, can move directly from homelessness to housing in concert with appropriate supports.
- **Pillar 3: Housing & Supports.** The Journey Home Strategy indicates that housing strategies must reflect the needs of various sub-populations including a continuum of housing options.

Critical to this success is including integration between homeless services, mental health, and addictions by adopting a harm reduction approach across the sector, including training the service system on related concepts such as trauma-informed, motivational interviewing, and the philosophy for Housing First

**Considerations not applicable to this report:**

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Financial/Budgetary Considerations:

External Agency/Public Comments:

Communications Comments:

**Submitted by:** S. Wheeler, Social Development Manager  
B. Walker, Property Officer Specialist

**Approved for inclusion:** J. Säufferer, Department Manager, Real Estate

**Attachment:** 1. Schedule A – Complex Needs Advocacy Paper  
2. Schedule B – Presentation

cc: D. Noble-Brandt, Policy & Planning Department Manager  
S. Wheeler, Social Development Manager  
D. Caul, Community Safety Director  
C. Matte, Community Communications Manager



# Complex Needs Advocacy Paper

**July 2021**

**Prepared By:  
Urban Matters CCC**

# Table of Contents

Acknowledgements .....	4
Executive Summary .....	5
1.0 Introduction .....	10
1.1 Overview of 'Complex Needs' .....	10
2.0 Research & Background .....	12
2.1 Research Overview.....	12
2.2 Local Service Provider Survey .....	14
2.3 Local Population Characteristics .....	16
3.0 Supportive Practices .....	19
3.1 Housing First.....	20
3.2 Physical Housing Inventory .....	21
3.3 Staffing and Supports.....	22
3.4 Community Health Supports .....	27
3.5 Systems and Administrative Supports .....	31
4.0 Business Case Considerations .....	33
4.1 Cost of Improvements .....	33
4.2 Cost of Status Quo .....	38
4.3 Cost Comparison.....	39
5.0 Advocacy Position .....	40
APPENDIX A - REFERENCES .....	45
APPENDIX B: KELOWNA INTERVIEW SUMMARY .....	47
APPENDIX C: VERNON INTERVIEW SUMMARY .....	52
APPENDIX D: WEST KELOWNA INTERVIEW SUMMARY .....	57
APPENDIX E: DISTRICT OF LAKE COUNTRY INTERVIEW SUMMARY .....	62
APPENDIX F: INTERVIEW GUIDE .....	65
APPENDIX G: RURAL / SMALL COMMUNITY RESPONSES .....	66

# Table of Figures

- Figure 1: Complex Needs Community Size: Regional Data .....7
- Figure 2: Model for Supporting Individuals with Complex Needs .....7
- Figure 3: Government Ministry Priorities ..... 9
- Figure 4: Regional Complex Needs Data.....18
- Figure 5: Supportive Practices .....19
- Figure 6: Units Distributed Throughout the Community.....21
- Figure 7: Government Ministry Priorities .....41

# Table of Tables

- Table 1: Total Capital and Annual Costs..... 8
- Table 2: Recommended Housing Types ..... 22
- Table 3: Comparison of ACT and ICM ..... 28
- Table 4: Total Capital and Annual Costs .....33
- Table 5: Estimate of Capital Costs by Year.....34
- Table 6: Estimate of Onsite Staffing Costs .....35
- Table 7: Onsite Teams by Housing Type and Associated Costs .....35
- Table 8: Scattered Site Costs .....36
- Table 9: Total Operating Costs .....36
- Table 10: Anticipated Costs Savings.....36
- Table 11: Anticipated Cost of Status Quo .....38

## Acknowledgements

The development of the Complex Needs Advocacy Paper was led by the City of Kelowna's Social Development and Real Estate Services Department and was supported by City staff, the Central Okanagan Journey Home Society (COJHS), and a team of consultants led by Urban Matters CCC. The City would like to acknowledge the contributions from a group of Intergovernmental and Municipal partners who contributed to the regional perspective outlined in the document, as well as a group of project stakeholders who were consulted throughout.

Intergovernmental and Municipal Partners:

- ▶ City of Vernon
- ▶ District of Lake Country
- ▶ Okanagan Indian Band
- ▶ City of West Kelowna

Project Stakeholders:

- ▶ BC Housing
- ▶ Interior Health Authority

Project Consultants

- ▶ Urban Matters CCC
- ▶ Homelessness Services Association of BC (HSABC)
- ▶ Dr. John Higenbottam

The City would also like to acknowledge the contributions from the community stakeholders and those with lived experience that participated in the interviews and engagement.

## Executive Summary

The Journey Home Strategy prioritizes a Housing First model that is a person-centered approach rooted in the belief that all people deserve housing, and that anyone can move directly from homelessness to housing in concert with appropriate supports. With the increasing level of demand for housing and medical services, key stakeholders have acknowledged the immediate need for housing, health supports and resources allocated to clients with complex needs which can include mental health needs, alcohol and substance use dependency needs, FASD, developmental delays, and brain trauma injuries. Locally, in the Central Okanagan, the supply of housing opportunities and related supports for individuals with these types of needs is not readily available.

The Complex Needs Advocacy Paper takes a regional approach and includes the perspectives and data from the City of Vernon, District of Lake Country, City of Kelowna, City of West Kelowna and Okanagan Indian Band. The goals of the Complex Needs Advocacy Paper are to:

- ▶ Identify the available and relevant data to understand the scale of people experiencing complex needs across the region.
- ▶ Draw on research, best and promising practices, and insights from local service providers to understand the gaps in the current system.
- ▶ Identify a model for Complex Care Housing – including the housing continuum and identification of appropriate supports.
- ▶ Understand the costs of implementing the model in the region, including comparisons to the cost of the status quo.
- ▶ Ensure that solutions incorporate Indigenous leadership and a focus on cultural safety, given the overrepresentation of Indigenous people who experience complex needs.
- ▶ Develop an approach to advocate to the provincial government for support and funding in implementing the model for Complex Care Housing in the region.
- ▶ Gather support with intergovernmental and municipal partners to support a regional approach to the challenge and align advocacy efforts.

Complex Care Housing is in direct support of the COJHS goal of eliminating homelessness by 2024. The document is intended to be used by local government and intergovernmental partners to advocate to provincial ministries for the establishment of dedicated Complex Care Housing. The work offers a guide for how local governments and First Nations communities in conjunction with Central Okanagan Journey Home Society (COJHS), BC Housing, Interior Health Authority and regional service providers can meet the housing and health support needs of our region's most housing-vulnerable.

The broad and diverse group of individuals who experience complex needs will often have a multitude of complex and intersecting support needs. Recognizing the broad range of intersecting needs, and that there is not a uniform definition of complex needs across jurisdictions and service providers, complex needs are described as:

*Individuals experiencing overlapping mental and substance use disorders, co-morbid developmental disabilities, acquired brain injuries or FASD often resulting in the experience of homelessness, along with being frequent users of crisis and emergency services. For the purposes of this advocacy paper, the focus is on individuals experiencing overlapping mental health and substance use disorders who experience homelessness.*

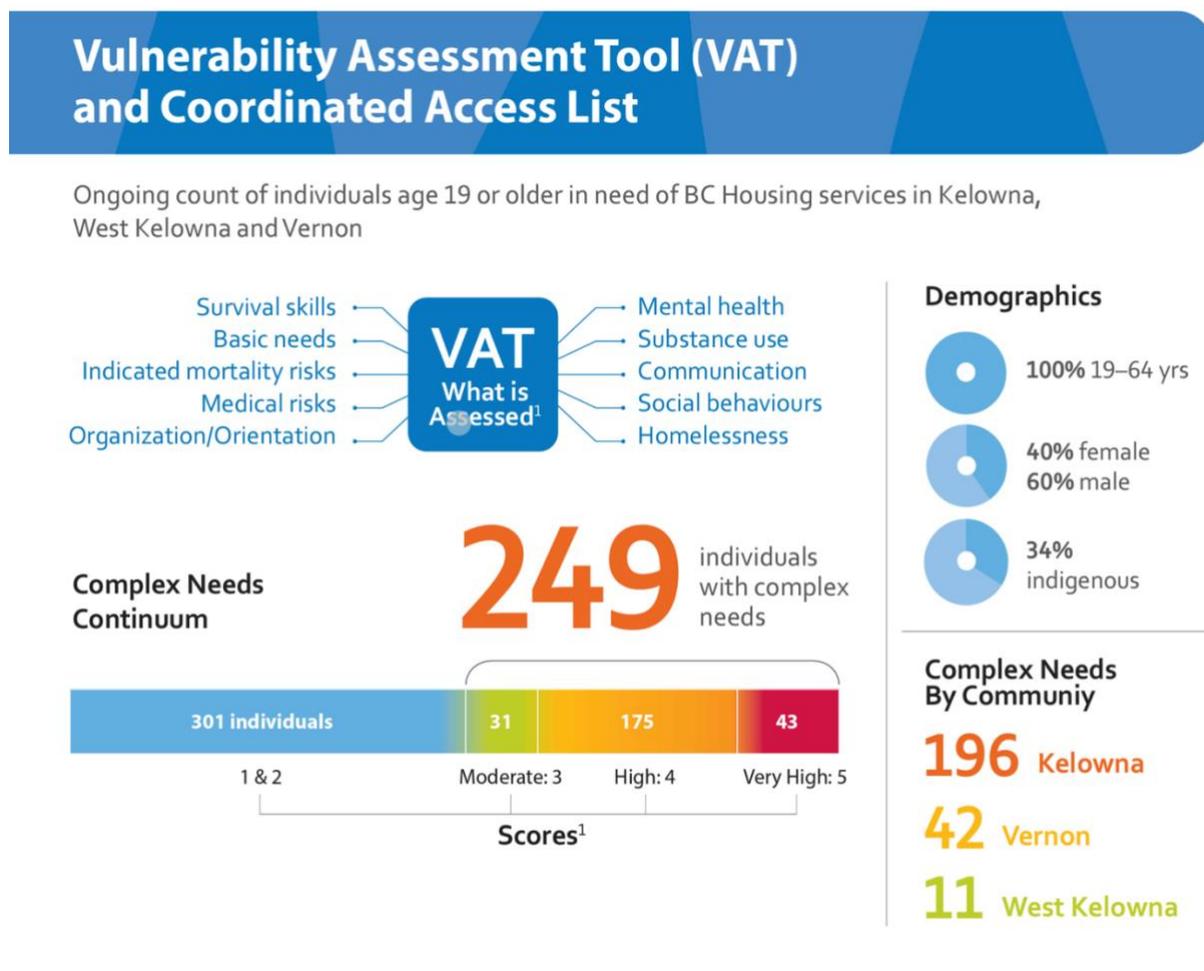
While the research points to promising medical and community based programs and interventions, as well as continuing evolution and improvements in supportive housing models, there exists significant opportunities to expand the continuum of care in community to accommodate people with complex needs through integrated housing and health supports. In addition there needs to be consistent actions to decolonize systems, institutions and processes that have perpetuated

racism and colonial exclusion, removal of barriers to education, training, and employment, as well as the introduction of trauma informed care across the continuum of care, to name just a few. While the root causes of homelessness, mental health and substance use challenges are complex and intersecting, there is significant evidence to suggest the provision of housing with appropriate supports is one very effective and necessary intervention within the continuum of care to support individuals experiencing homelessness and complex needs.

## Regional Population Characteristics

As a starting point in ascertaining the scale and nature of the individuals with complex needs in the region, BC Housing maintains a Coordinated Access List for Kelowna and West Kelowna as well as for Vernon that tabulates the number of clients requesting housing services that are currently experiencing homelessness. Upon entry into that system, a survey is conducted with individuals using the Vulnerability Assessment Tool (VAT). Individuals who identified both mental health and substance use concerns ranked moderate to severe (3-5) the complex needs community size could potentially be in the range of 249 individuals at this moment in time (see Figure 1).

Figure 1: Complex Needs Community Size: Regional Data



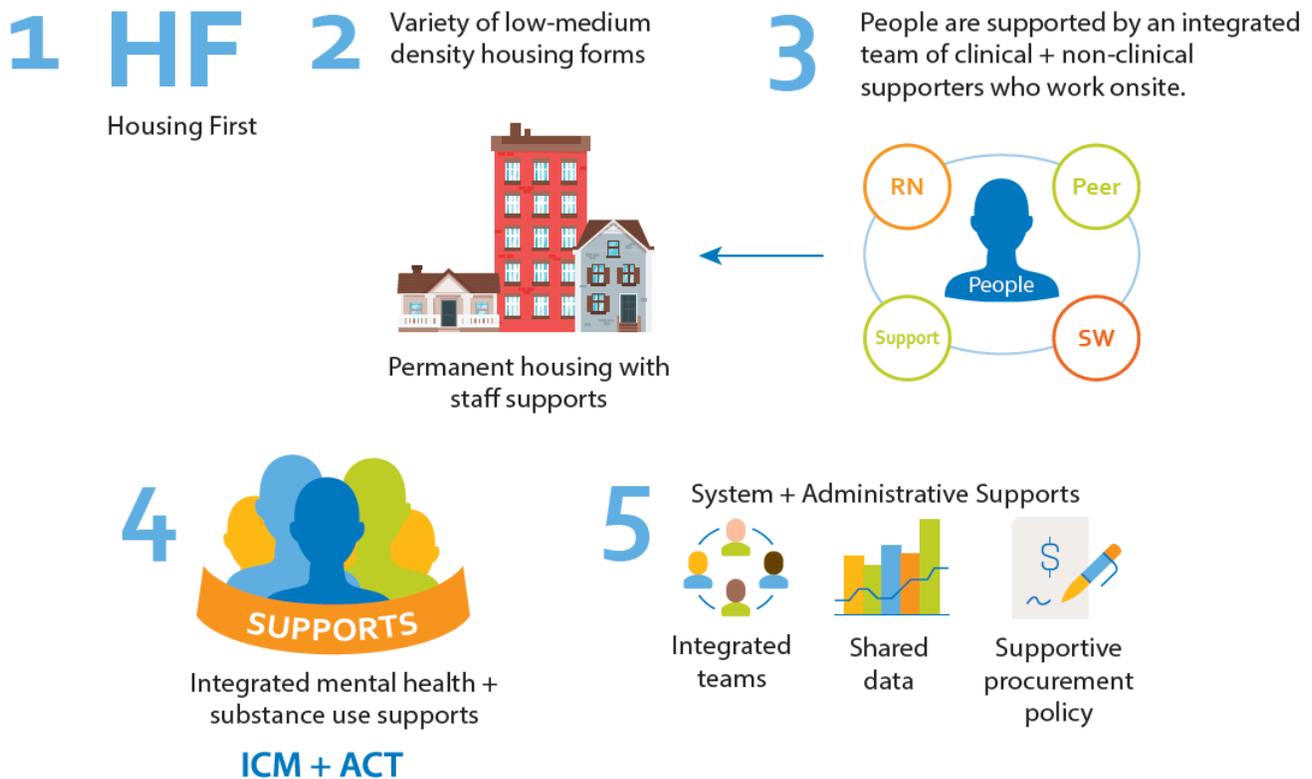
<sup>1</sup> For each VAT domain, an individual can be assigned a score between 1 to 5. 1–2 indicates mild/no vulnerability; 3–5 indicates moderate to severe vulnerability. An individual's position is not static and might change. Data indicating 'Complex Needs' constitutes individuals who scored 3 to 5 in both mental health and substance use categories.

Limitation to this data is that it may underestimate present and current complexity as: 1. An individual's scores are not updated after initial assessment; and 2. It requires a client to share their personal story

## Supportive Practices

Figure 2 below illustrates five components that are derived from evidence from research, promising practices, and interviews with local service providers as approaches to address gaps within the continuum of care for people with complex needs. The model outlined below is appropriate for the regional context given the recent momentum around the application of housing first philosophies, the elevation of lived experience voices at decision making tables and associated supportive employment endeavours. The highlighted gap in the regional continuum of care for this population continues to be housing with the provision of appropriate health supports.

Figure 2: Model for Supporting Individuals with Complex Needs



- ▶ **HOUSING FIRST:** The Housing First Model, adopted by the Journey Home Strategy for Kelowna and the Central Okanagan Valley, involves moving people experiencing homelessness, particularly people experiencing chronic homelessness, rapidly from the street or emergency shelters into stable and long-term housing, with supports.
- ▶ **PHYSICAL HOUSING INVENTORY:** There exists a need to shape a much broader continuum of housing types than is typically developed in the region currently (beyond the 40-50 person apartment complex). The continuum of housing types for people with complex needs ranges from smaller 3-5 unit, or larger 8-10 unit townhouse buildings, (plus common areas and work spaces), small-medium sized apartment buildings ranging from 20 to 40 units per building, and some scattered site housing in market developments.
- ▶ **STAFFING AND SUPPORTS:** An evolved model of staffing and supports is required that will combine onsite teams of clinical and non-clinical support (social workers, psychiatric nurse practitioners, Indigenous supporters and cultural supports, peer supporters, general support workers) that is resident on-site in most cases.

- ▶ **COMMUNITY HEALTH SUPPORTS:** The model is enhanced through complementary community supports focused on community health, triage and deescalation delivered through Assertive Community Treatment (ACT) and Intensive Case Management (ICM).
- ▶ **SYSTEM AND ADMINISTRATIVE SUPPORTS:** A series of shifts in service delivery, data systems and procurement processes may be required to supporting people with complex needs.

## Business Case

The cost of improvements are determined by a benchmark estimate cost analysis of improvements in housing infrastructure and onsite staffing and supports to house approximately 250 individuals with complex needs across the Central Okanagan region.

Table 1 illustrates the total costs for each of the system elements identified. The one-time capital cost over three years of the identified necessary housing infrastructure is in the range of \$106m for approximately 14 buildings of different sizes. The total annual costs for the onsite supports, scattered site units and associated system wide administrative costs is approximately \$9.5 million per year. It is important to note the identified operating costs represent more of an incremental cost increase above and beyond the operating costs of existing supportive housing, as costs do not include building security, maintenance, general administration or other service costs.

Table 1: Total Capital and Annual Costs

Support Element	Cost	Notes
Housing Infrastructure	\$106 million	Capital investment (one-time costs spread over 3 year timeframe 2022-24)
On-site Clinical & Non-clinical Teams	\$8.6 million	Includes staff working in integrated teams (11 teams to support 220 individuals) plus 25% contingency
System Administrative Supports	\$0.2 million	
Scattered Site Unit Costs	\$0.7 million	Includes costs of rent supplements and support staff, plus 25% contingency
<b>Total (Capital Infrastructure)</b>	<b>\$106 million</b>	
<b>Total (Annual)</b>	<b>\$9.5 million</b>	

There is significant evidence that beyond the human cost of homelessness, the economic cost of not addressing the identified systems gaps related to the provision of integrated housing and associated health supports for individuals experiencing complex needs will continue to require crisis responses at a cost to social, health care and justice systems. *It is anticipated that the cost to address the system gap related to providing housing with supports for approximately 249 individuals with complex needs in in the current system is between \$14M and \$18M annually.*

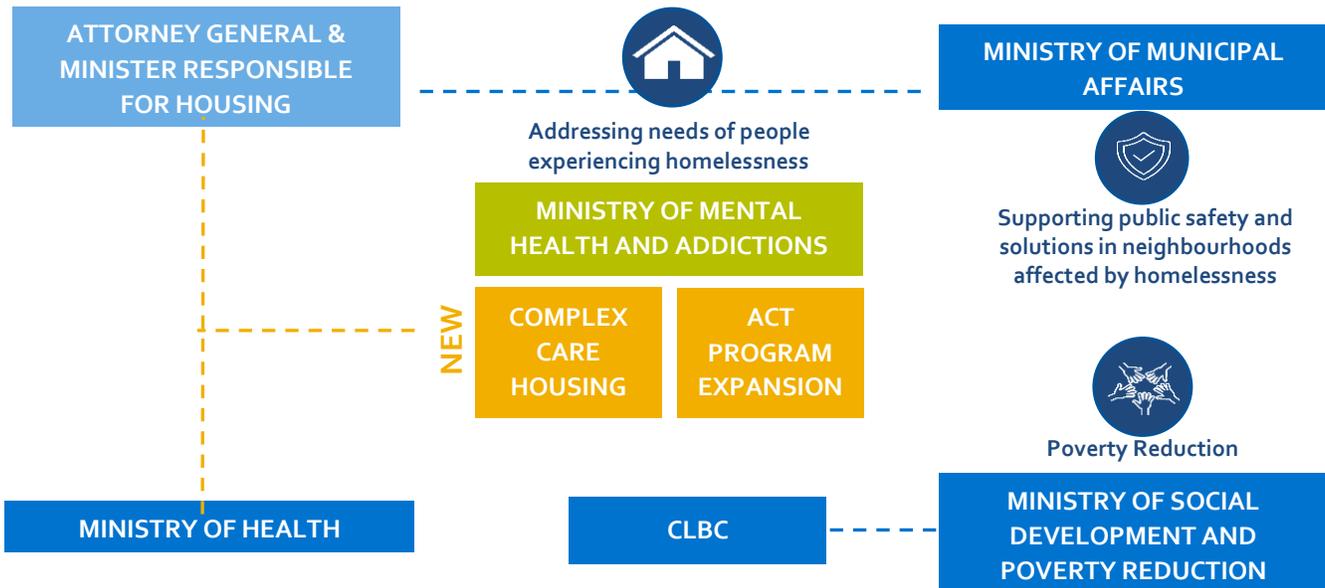
In contrast, it is estimated the annual costs of providing supports for people with complex needs is approximately \$9.5 million. These costs are considerably lower than the cost of not addressing the system gap. An approach to housing individuals with complex needs that incorporates onsite health supports alongside complementary community based health services can lead to a cost savings of between 4.5M and 8.5M. It should be noted the anticipated cost avoidance illustrates the business case benefits of investing in additional supports for individuals experiencing complex needs; however, they do not translate into direct budget reductions for emergency services, policing or crisis intervention services.

## Advocacy Position

The Cities of Kelowna, Vernon, West Kelowna along with District of Lake Country, and Okanagan Indian Band (regional coalition) seek to develop Complex Care Housing that provide a person-centered approach to address the complex needs of people with overlapping substance use and mental health challenges.

As it relates to the topic of housing and supporting homeless individuals with complex needs, the overlapping priorities of the core government ministries are visualized in Figure 3. The Ministry of Mental Health and Addictions priorities of establishing new Complex Care housing and expanding the ACT teams are central to our topic, with supporting priorities of public safety, addressing needs of people experiencing homelessness, poverty reduction and improvements to services for adults with intellectual and developmental disabilities as important supporting items.

Figure 3: Government Ministry Priorities



What the government mandate letters makes clear is the intergovernmental nature of many of the priorities related to supporting people experiencing homelessness who have complex needs. In this way, the advocacy efforts must recognize the collaborative nature of priorities among Ministries and be targeted accordingly.

## 1.0 Introduction

The Journey Home Strategy prioritizes a Housing First model that is a person-centered approach rooted in the belief that all people deserve housing, and that anyone, including those with the most complex needs, can move directly from homelessness to housing in concert with appropriate supports. With the increasing level of demand for housing and medical services, key stakeholders have acknowledged the immediate need for integrated housing and health supports and resources allocated to clients with complex needs (e.g. mental health needs, substance use treatment needs, FASD, developmental delays, brain trauma, injury, etc.). Locally, in the Central Okanagan, the supply of housing opportunities and related supports to address these types of needs is not readily available.

In order to properly understand how best to provide safe and adequate housing and supports to those with the most complex needs, the City of Kelowna has led in the development of this Advocacy Paper. The Paper takes a regional approach and includes the perspectives and data from the City of Vernon, District of Lake Country, City of Kelowna, City of West Kelowna and Okanagan Indian Band. The purpose of this Complex Needs Advocacy Paper is to provide a guide for how local communities, in conjunction with BC Housing, Interior Health, the regional service providers, the Journey Home Society, and the Province of BC can meet the complex housing and health support needs our region's most housing-vulnerable. It aspires to 'paint the picture' incrementally, initially at a high level based upon the availability of relevant data to support the positions being explored, and create the opportunity for further dialogue across the organizations involved to make the decisions on next steps together. The Advocacy Paper will be used in conversations with senior Provincial government Ministries, in particular with the Ministry of Mental Health and Addictions, Minister Responsible for Housing, and the Ministry of Health who are tasked with establishing new Complex Care housing.

The document further builds upon the momentum being established at the Provincial level through the Ministry of Mental Health and Addictions, and the 'Pathway to Hope' roadmap for making mental health and addictions care better for people in BC.

### 1.1 OVERVIEW OF 'COMPLEX NEEDS'

#### What Are 'Complex Needs'?

The language of 'Complex Needs' is quickly becoming catch all terminology used to describe that subset of the homeless population whose support needs fail to fit neatly into the silos into which support services are often organized. Different definitions emerge across various studies, jurisdictions, and service providers too, and a number of out of date terms have been used to describe this population since the 1980s. The broad and diverse group of individuals who experience complex needs will often have a multitude of complex and intersecting challenges related to substance use, mental illness, developmental disabilities, FASD, and acquired brain injury, as well as other complex chronic health challenges. (Somers et al., 2016 p.267).

The entire population of individuals experiencing complex needs in our communities are served through a variety of systems, which include Community Living BC, health programming and services supported by community organizations. The broad and diverse group of individuals who experience complex needs will often have a multitude of complex and intersecting support needs related to substance use, mental illness, developmental disabilities, FASD, acquired brain injury, as well as other complex chronic health challenges. Recognizing the broad range of intersecting needs, and that there is not a uniform definition of complex needs across jurisdictions and service providers, complex needs are described as:

*'Individuals experiencing overlapping mental and substance use disorders, co-morbid developmental disabilities, acquired brain injuries or FASD often resulting in the experience of homelessness, along with being frequent users of crisis and emergency services. For the purposes of this advocacy paper, the focus is on individuals experiencing overlapping mental health and substance use disorders who experience homelessness.'*

The complexity of individual needs is not only related to the level of supports but the fact that their support needs often cross multiple sectors and services. With this specific population, this paper is focused on addressing the system related gaps related to the intersection of housing and health support options. This systems gap has contributed to individuals experiencing homelessness, inadequate or precarious housing, and being over representation of interactions with police and emergency services.

## 2.0 Research & Background

### Journey **Central Okanagan Journey Home Society**

The Journey Home Strategy is Kelowna's 5-year plan to address homelessness with a focus on ensuring everyone has a place to call home. The goal of the strategy is to ensure a coordinated and easy to access system of care for those in Kelowna who have lost, or are at risk of losing their home. The Central Okanagan Journey Home Society has an Memorandum of Understanding (MOU) with the City of Kelowna outlining their role facilitating the implementation of the Strategy. The organization is responsible for homeless systems planning, funding coordination, and building partnerships with key groups including A Way Home Kelowna to address youth homelessness and regional partners, Westbank First Nation, City of West Kelowna and the Regional District of Central Okanagan.

The Journey Home Society uses a system planning approach to addressing homelessness, aiming for a functional end to homelessness and preventing future homelessness. It uses the concept of Functional Zero as a measurable benchmark to assess progress on homelessness. Achieving Functional Zero means developing responses to ensure homelessness is prevented whenever possible; if homelessness occurs, it is a rare, brief, and a non-recurring experience. As part of the response to achieve Functional Zero, the Journey Home Society recognizes the critical importance of housing individuals with complex needs.

### 2.1 RESEARCH OVERVIEW

To set the stage for developing an advocacy position, secondary research was undertaken at the outset to establish the state of the research in this area in the BC/Canadian context, and to draw upon applicable best practices, proxies, and conclusions. Highlights of the 'desktop' research scan are as follows, and a more detailed list of referenced resources are outlined in Appendix A.

#### Complex Needs as a Broad System Failure

Although complex needs is not a new concept, it has gained more attention over the past two decades. As communities are focused on working toward reducing or eliminating homelessness, they have begun to grapple with understanding the complexity and scale of the needs of this community population. The concept of complex needs is not unique to Kelowna, and it is prominent in other communities in Canada and internationally. Although dated, a report by the BC Ministry of Health estimated that there were approximately 130,000 individuals with severe addiction and/or mental illness in British Columbia (BC) in 2006, and of this population around 11,750 were absolutely homeless and an estimated 18,759 were at imminent risk of homelessness (MOH 2007 Report).<sup>1</sup>

The rise in the homeless population is symptomatic of broader system challenges related to housing affordability, income supports, availability of appropriate and supported training and employment, livability, colonialism and systemic racism, violence against women, and access to trauma informed care, to name just a few. These system challenges emphasize the need to identify and understand the prevalence of complex needs across Canada. As homelessness continues to rise the population individuals experiencing homelessness with complex needs are further exposed to adverse outcomes.

---

<sup>1</sup> Note these numbers capture absolute homeless and individuals at imminent risk of homelessness through the course of a year, not as per a point in time count.

The growth in the population of individuals experiencing complex needs may be attributed in part to policy changes between the 1960s to 1980s with amendments to the Mental Health Act that resulted in a national deinstitutionalization of mental health services. These changes made local support services more broadly accessible for moderate needs but it also resulted in a systemic gap where individuals experiencing complex challenges are unable to access the multiple services they need and causing them to become more susceptible to relapses, crises and rehospitalizations.

The negative impact of the COVID-19 pandemic on individuals experiencing homelessness has exposed the need to provide housing alongside appropriate supports as a frontline defense becomes significantly clear. While the research points to promising medical and community based programs and interventions, as well as continuing evolution and improvements in supportive housing models, opportunities to expand the continuum of care in community to accommodate people with complex needs through integrated housing and health supports are being highlighted. This notion is reinforced through research and interviews with service providers throughout the region.

## Fragmented Responses to Individuals with Complex Needs

Extensive research has been conducted to further understand the prevalence and impacts of complex needs within the homeless population. A 2019 study including 1000 people experiencing homelessness across Toronto, Ottawa and Vancouver identified that “substance use is a significant barrier to exiting homelessness and further exacerbates social marginalization. Substance use among persons who are experiencing homelessness has also been associated with early mortality, chronic physical illness, and longer periods of homelessness. In addition, a substantial proportion of homeless individuals with substance use disorders also suffer from other mental disorders” (Palepu et al., 2019, p.2).

To provide an appropriate level of support for individuals experiencing homelessness with complex needs requires a multi-sectoral response that includes a combination of intensive social supports and medical services alongside the provision of affordable housing. In addition there needs to be consistent actions to decolonize systems, institutions and processes that have perpetuated racism and colonial exclusion, removal of barriers to education, training, and employment, as well as the introduction of trauma informed care across the continuum of care, to name just a few. *While the root causes of homelessness, mental health and substance use challenges are complex and intersecting, there is significant evidence to suggest the provision of housing with appropriate supports is one very effective and necessary intervention to support individuals experiencing homelessness and complex needs.*

Social service providers in the Downtown Eastside of Vancouver have reported a lack of appropriate healthcare supports and housing transitions for individuals with complex needs who need supported care throughout their lives due to their severe underlying mental health needs. They have indicated there is also an absence of coordination among the agencies responding to the crisis, that includes the provincial health services, Provincial Ministries (i.e. Attorney General, Ministry of Families and Children, Ministry of Social Development and Poverty Reduction), BC Housing, non-profits, private and faith-based organizations, resulting in data inconsistencies and service gaps. These system failures are reported across all jurisdictions.

A year-long study conducted in 2015 across the cities of Vancouver, Winnipeg Toronto, Montreal and Moncton found that without access to housing, health and social services there were slower exits from homelessness and less housing stability despite the availability of universal healthcare. (Aubry et al. page 279) It is important to note that the prevalence of the complex needs population is not restricted to large, urban metropolises but as found in a 2016 study the highest per capita rate of individuals with complex needs is in small remote, rural communities where the availability of mental health and substance uses services is limited (Somers et al. p. 267). Additional research and promising practices specifically geared towards small and rural communities can be found in Appendix G.

Between 2007 – 2013, the Vancouver Police Department (VPD) produced multiple reports to highlight the rising trend of violent episodes involving individuals with mental health challenges as well an observed increase in the use of emergency department and crisis services by the same population (VPD Report, 2013, p. 1). The VPD put forth a range of recommendations for a combination of crisis support, healthcare and housing support teams to address the challenges with

housing individuals with complex needs. The Province carried out a review in 2013 in response to the VPD report and supported some of the recommendations to establish additional mental health and/or addiction support services. However, there is yet to be a response to establish a coordinating authority or program that seeks to coordinate the delivery of housing, health and social support services to meet the medical and housing needs for individuals with complex needs. [The current system of dispersed services streams for mental health, substance use and housing, although successful for certain subsets of the homeless population, has demonstrated to be unsuccessful in addressing the needs of individuals with complex needs.](#)

In communities across the country, homeless individuals with complex needs are often the most visible within the public eye and become the subjects of negative media stories about homelessness that reinforce harmful stereotypes and dehumanizing stigma. The rising visibility of homelessness also further reinforces the narrative of ineffective government response that has failed to house and support this population.

## 2.2 LOCAL SERVICE PROVIDER SURVEY

To engage a more local perspective, a qualitative verbal survey of front-line service providers was developed and implemented, which helped to further develop the picture of service and infrastructure gaps for people with complex needs in the health care and housing system, as well as daylighting considerations for unique characteristics of care to better support these individuals. Stakeholder organizations from Kelowna, West Kelowna, Lake Country and Vernon participated telephone interviews between July 2020 and March 2021, as follows:

- ▶ Canadian Mental Health Association (Kelowna and Vernon branches)
- ▶ ARC Community Centre
- ▶ Foundry
- ▶ John Howard Society
- ▶ Karis Support Society
- ▶ NOW Canada
- ▶ John Howard Society
- ▶ A Way Home Kelowna
- ▶ Okanagan Boys and Girls Club
- ▶ Ki-Low-Na Friendship Society
- ▶ Community Living BC – Kelowna Branch
- ▶ Turning Points Collaborative/Street Clinic
- ▶ Interior Health Authority (multiple communities)
- ▶ The City of Vernon
- ▶ The Ministry of Social Development and Poverty Reduction
- ▶ Vernon Community Corrections
- ▶ The RCMP
- ▶ Upper Room Mission
- ▶ West Kelowna Shelter Society
- ▶ PIERS (Partners in Resource)

- ▶ Central Okanagan Food Bank – Central Office
- ▶ Turning Points - West Kelowna Shelter
- ▶ Lake Country Food Assistance Society
- ▶ Westbank First Nation

The interview guide and questions were developed in partnership with the Central Okanagan Journey Home Society and Homelessness Services Association of British Columbia (HSABC). These questions and a full engagement summary for each community, are found in Appendixes B through F.

### Learnings from the Local Service Provider Interviews:

*An estimated 50-75% of clients accessing social services experience complex needs.* Many organizations operate at capacity, which indicates there may be additional people with complex needs who are not accessing services.

*There is no housing that is designed specifically for people with complex needs.* There is a need for more integrating of health supports into housing with supports that are tailored for the unique needs of adults with complex needs. The location and design of housing for people with complex needs is critical; individuals typically need quiet and calm spaces that help to limit negative interactions with other clients or neighbours. Ellis Place which opened in Kelowna in November 2020 aims to provide greater supports for this population.

*There is a service gap for youth with complex needs* for several different reasons (e.g. youth aging out of care, lack of supportive housing options).

*There is a lack of qualified staff with specific training to support individuals with complex needs.* Client to staff ratios for people with complex needs are high, such that those who are qualified often don't have the resources or bandwidth to adequately support these individuals. People with complex needs require a high level of attention from staff, which makes it difficult for social serving organizations (and housing sites, in particular) to allow them to stay when organizational capacity is low.

*The current system does not transition with individuals who experience complex needs as one enters a 'healthier' stage or experiences a relapse or crisis.*

*There are no transitional housing and supports available to integrate people with living experiences of complex needs back into the community.* In some cases, people living with experiences of complex needs who are released from hospitals or institutions get placed back onto the street with little to no supports. People with complex needs face integrated barriers that include lack of transportation to access services (which are primarily located in downtown Kelowna), a need for privacy to access services, lack of income, and lack of proper identification cards. The lack of transitional supports can lead to a repetitive cycle of being institutionalized over and over again. Critically, being housed allows for individuals to attend their appointments, especially if there is someone to support them navigating systems and services.

*There is a need to address stigma that follows people with complex needs* within the services, systems and communities where they live. Stigma makes it more difficult for people with complex needs to "come back" from setbacks and reintegrate into the community.

*There are growing numbers, and higher degrees of suffering for people with with complex needs, including seniors.* Challenges are compounded by racism and discrimination, the reemergence of stimulants such as opioids and crystal meth, and income inequality. In addition, seniors who experience complex needs combined with medical assistance needs are often ineligible for long term care and therefore end up inappropriately housed or experiencing homelessness.

*Systemic racism and inter generational trauma are contributing factors to the over representation of Indigenous people who experience complex needs.* There is a need to ensure that all services incorporate Indigenous cultural safety and Indigenous focused supports.

*People with complex needs face restrictions in accessing appropriate services.* For example, for clients outside of the major centres in Kelowna and Vernon, the local community does not have appropriate mental health or substance use supports, and transportation is a barrier to access.

*Given the over-representation of Indigenous people who experience complex needs, solutions need to incorporate Indigenous leadership, cultural safety, and belonging.*

Furthermore, the following were identified by stakeholders during the interviews as practices they are undertaking or initiating to support people with complex needs:

- ▶ Providing a 1 to 1 client to staff model to help stabilize people with complex needs who may have been evicted from other places.
- ▶ Introducing a 'no curfew' policy for emergency shelter which allows individuals to leave and return according to their schedule.
- ▶ Case management team, which includes a psychiatric nurse and two social workers, to help service users out.
- ▶ Helping people with complex needs to navigate services, by connecting them to other service providers so that they can build and maintain those relationships themselves.
- ▶ Referrals for services are expanded beyond public entities to community organizations, families and friends.
- ▶ Individuals use income assistance to budget and pay for housing and all recovery items, such as warm up cards for personal shopping and bus passes. If financial capacity not available, alternative funding is found.
- ▶ Creating strong peer support programs to help people with complex needs.
- ▶ Ensuring that motels are available for temporary housing.
- ▶ Effective collaboration and communication between service provider organizations, government, social workers and mental health practitioners, health services, and law enforcement - even before issues arise.
- ▶ In Vernon, the RCMP created two full-time positions for Downtown Enforcement – this provides an opportunity to get to know the community.
- ▶ The creation and continuation of the Camp Okanagan Outreach Liaison Team (COOL Team) – this team was developed to ensure individuals living in encampments are connected to appropriate services.
- ▶ Supporting and advocating for Indigenous led services to support Indigenous people experiencing complex needs accessing cultural supports and feeling a sense of belonging.

In most respects, the local service provider perspective mirrors the broader trends depicted in the secondary research, but adds a rich and deep layer of local flavor and perspective that has served to inform this work well.

## 2.3 LOCAL POPULATION CHARACTERISTICS

Understanding the depth and nature of individuals with complex needs in the Central Okanagan region is complicated. Data on the specific health circumstances of individuals is often privacy protected, and pieces of the data puzzle often rest within different institutional partners (RCMP and ByLaw Enforcement, Interior Health, BC Housing, Ministry of Social Development and Poverty Reduction, Journey Home, Community Living BC, and front line service providers). Furthermore, no single institution specifically collects data on this community for the purpose of this exercise.

The Point in Time Count for Homelessness offers an indication of the approximate numbers of individuals experiencing homelessness over a 24-hour period. According to these counts:

- ▶ In March 2020, there were 297 individuals identified in Kelowna.
- ▶ In October 2019, there were 151 individuals identified in Vernon.
- ▶ In July 2018 there were 72 individuals identified on the Westside (Point in Time Count conducted by City of West Kelowna and Westbank First Nation).

Understanding the entire population as a starting point in ascertaining the scale and nature of individuals with complex needs experiencing overlapping mental health and substance use challenges (our population focus), BC Housing maintains a Coordinated Access List for Kelowna and West Kelowna (combined) and for Vernon that tabulates the number of clients requesting housing services that are currently experiencing homelessness.

Upon entry into that system, a survey is conducted with individuals using the Vulnerability Assessment Tool (VAT), a qualitative tool that assesses an individual's level of vulnerability across 10 domains: survival skills, basic needs, indicated mortality risks, medical risks, organization/orientation, mental health, substance use, communication, social behaviours and homelessness. For each of these domains, an individual is assigned a score between 1 to 5:

- ▶ 1-2 indicates mild/no vulnerability
- ▶ 3-5 indicates moderate to severe vulnerability

In querying that dataset for individuals who identified both mental health and substance use concerns, and ranked them as moderate to severe (3-5), *our complex needs regional community size could potentially be in the range of 249 individuals at this moment in time. This population can be further disaggregated as being 60% male and 34% Indigenous.*

Now, as a starting point, there are a number of limitations to using the VAT approach as a means to qualify this community. VAT assessments are a 'snapshot' of an individual at a moment in time, usually one of the more challenging times in their lives. It may under-, or overestimate present and current complexity as an individual's 'scores' are not updated after that initial intake assessment. The VAT tool will underestimate the youth population (under the age of 19 years) as they are not represented in this dataset. The VAT is based upon an individual sharing their personal story, which, depending upon the circumstances and the skills/empathy of the interviewer, they may be more or less inclined to do. Finally, the VAT dataset only represents those individuals who access services related to BC Housing, which does not constitute everyone experiencing homeless in any given community. Combined, it is clear that the VAT approach to gauging the scale of the complex needs population has its limitations, and is likely under-representing the population.

The VAT approach, in the current configuration that has been made available for the purposes of this exercise, also fails to appreciate where the individual is at along their journey. As noted, it is a moment in time. A truly effective model to improve upon and provide supports to this community will need to recognize that nothing is static, any more than we can expect any population to remain 'static' in their lives over many months during a pandemic. It's a dynamic environment that will require a dynamic and adaptive response. However, for the time being, and within the scope of the data that has been made available for this exercise, this is our starting point; 249 individuals.

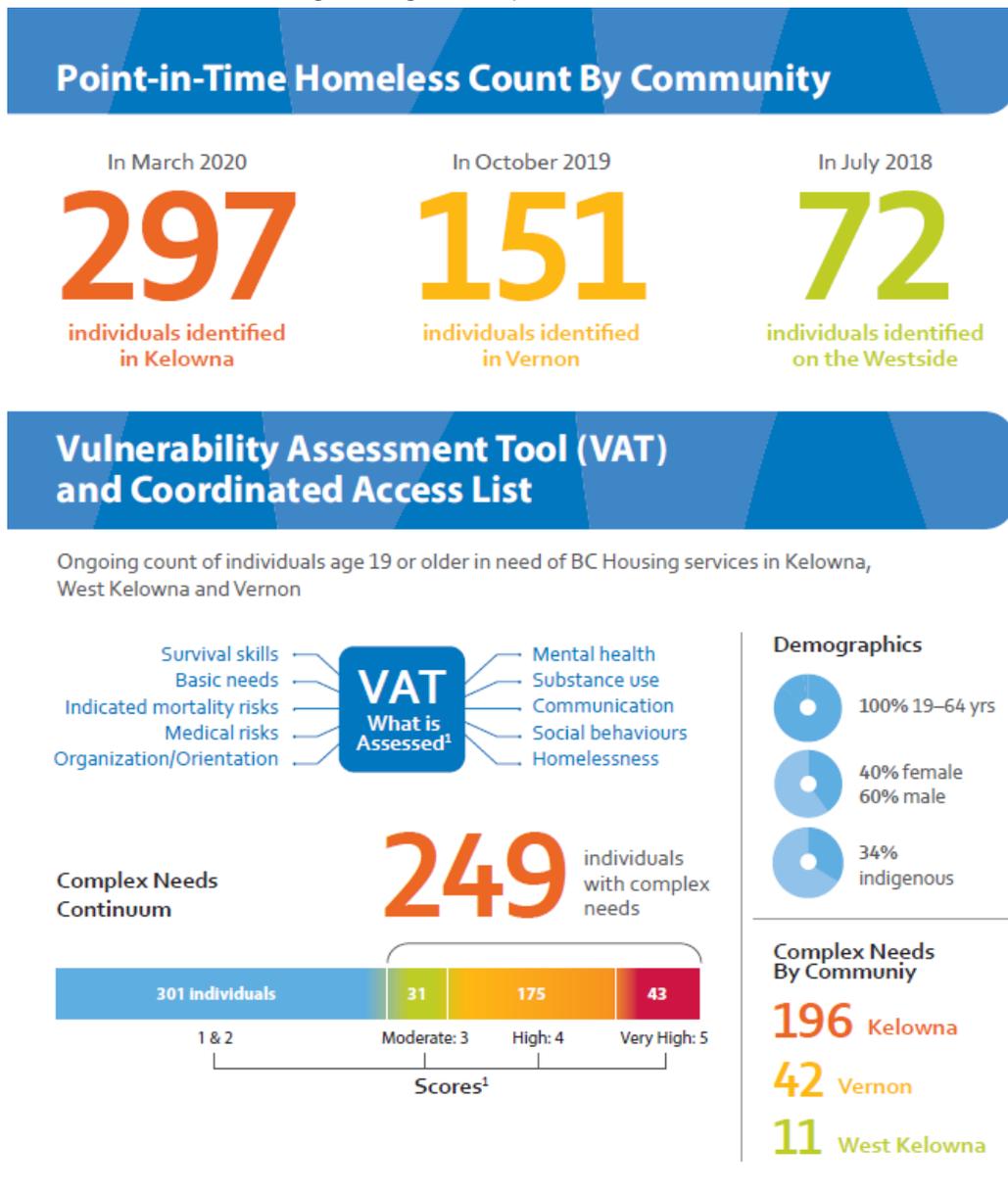
To add further comfort to this figure, it is worthwhile noting that the data roughly aligns with what we heard from service providers – approximately 40-60 per cent of individuals they provide services to experience complex needs.

Furthermore, in mid 2020, the Journey Home Society released its estimate of the local homeless population to be 374 individuals. This data was sourced from their own 'By Names' list, which is an aggregation of multiple data sources in the community, including the COVID19 Motel List, Shelter Bed Lists, BC Housing Supportive Housing Lists, Ki-Low-Na Friendship Society List, CMHA's Covid19 List, the BC Housing VAT List, and the A Way Home Kelowna Referral List (for youth). At the time of its issue (many months ago now), it is the most accurate estimate of the scale of the homeless

community in Kelowna. A number of the aforementioned research studies suggests that anywhere between 40%-70% of any given homeless population may be experiencing complex needs at any moment in time; and while a wholly simplistic proxy, our population of complex needs individuals in Kelowna fits into that range.

However, when attempting to disaggregate the data between Kelowna and West Kelowna specifically, it has become clear the data capturing the population in West Kelowna is very likely underestimated. BC Housing only has VAT data for about 30 individuals in West Kelowna, which less than half of the estimated 70 plus individuals who experience homelessness in the community. As a result, the VAT data is highlighting only 11 individuals who experience complex needs. Gaps in the data along with service provider interviews conducted in West Kelowna suggest the numbers of individuals experiencing complex needs in the community is significantly underestimated.

Figure 4: Regional Complex Needs Data



<sup>1</sup> For each VAT domain, an individual can be assigned a score between 1 to 5. 1–2 indicates mild/no vulnerability; 3–5 indicates moderate to severe vulnerability. An individual's position is not static and might change. Data indicating 'Complex Needs' constitutes individuals who scored 3 to 5 in both mental health and substance use categories.

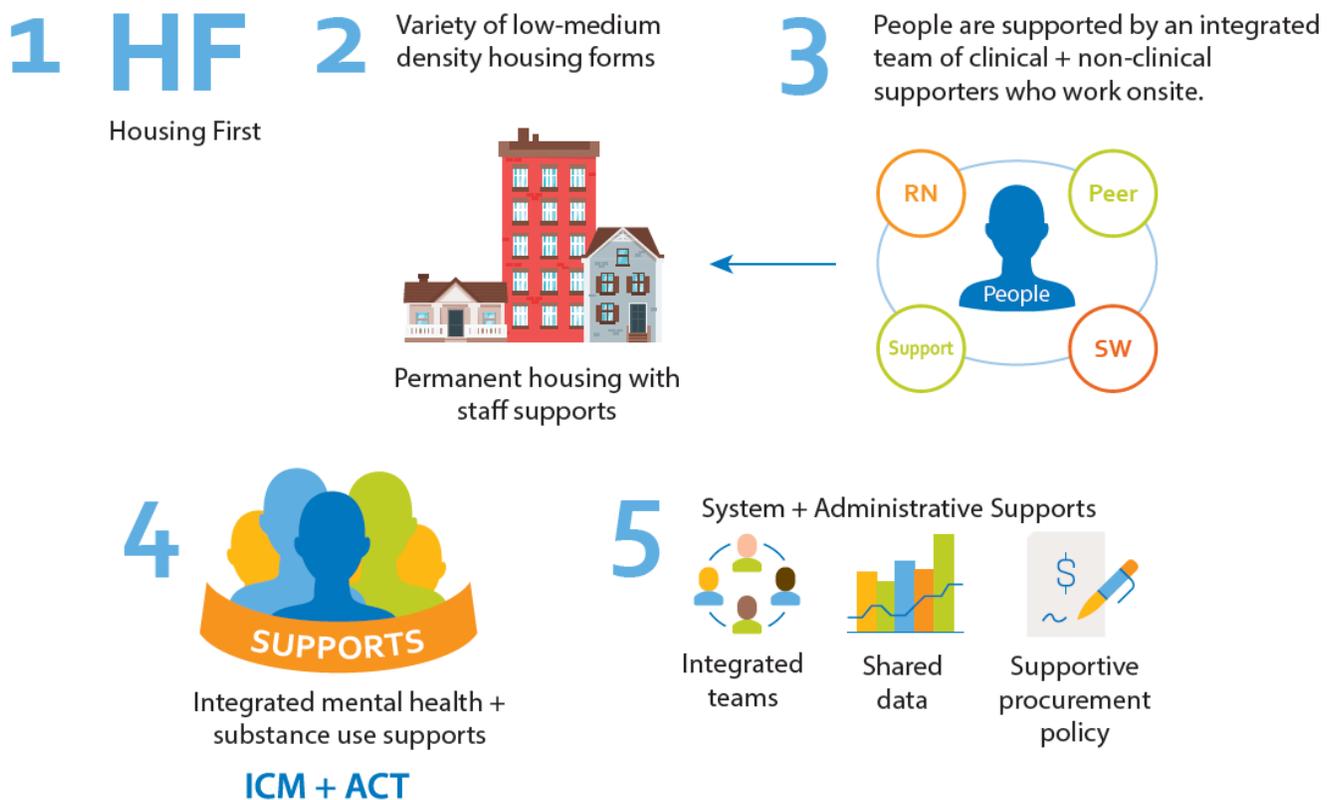
Limitation to this data is that it may underestimate present and current complexity as: 1. An individual's scores are not updated after initial assessment; and 2. It requires a client to share their personal story

### 3.0 Supportive Practices

The available evidence from research, promising practices and interviews with local service providers suggests a significant need and opportunity to enhance the system of care for individuals with complex needs through the provision of housing with appropriate health supports. The model outlined below is appropriate for the regional context given the recent momentum around the application of housing first philosophies, the elevation of lived experience voices at decision making tables and associated supportive employment endeavours. The highlighted gap in the regional continuum of care for this population continues to be housing with the provision of appropriate health supports. It should be noted that the model described below and advocated for remains a downstream intervention - as it is focused on providing the housing and supports for individuals with complex needs long after a multitude of other system failures have contributed to their current challenges. For this reason, it is necessary to acknowledge the importance of continued efforts to address the upstream causes of mental health, substance use and homelessness.

Taking into consideration the very real differences in communities, as jurisdictional responsibilities from health authorities to housing agencies to municipalities to First Nations vary so much on a case by case basis, there nevertheless exists a series of foundational tenets around which a successful model of support for individuals with complex needs can be based. It centres on establishing a continuum of care for people with complex needs; qualified resources and programs are needed from the continuum of assessment, triage, housing, and supports to support individuals maintaining their housing. It is important that all parts of the continuum of care function effectively together. The figure below illustrates five components that support an effective continuum of care for people with complex needs, each of which are explored in detail in the section following:

Figure 5: Supportive Practices



At the outset, it is worthwhile repeating, considering the Housing First ethos recommended in the Journey Home Strategy and being practiced in the community, we simply do not have the inventory of appropriate housing and related program and health supports for individuals experiencing homelessness and complex needs in Kelowna. This is largely why so many of these individuals continually cycle through the systems of housing and mental health service providers (several have been evicted by the service providers many times over), the justice system and the health care systems. The level of staffing and supports required, the right mix of physical housing inventory options, onsite, integrated clinical and non-clinical support and case management teams do not exist at present in the region. An effective response to this current situation needs to address this shortcoming.

### 3.1 HOUSING FIRST

Stable housing is viewed as an essential part of supporting individuals with complex needs. The Housing First Model, adopted by the Journey Home Strategy for Kelowna and the Central Okanagan Valley, involves moving people experiencing homelessness, particularly people experiencing chronic homelessness, rapidly from the street or emergency shelters into stable and long-term housing, with supports. Stable housing provides a platform to deliver services to address issues frequently faced among the chronically and episodically homeless. The goal is to encourage housing stability and improved quality of life for persons served by Housing First and, to the extent possible, foster self-sufficiency. The basic idea is to securely house people before reasonably expecting any form of support or treatment to be effective.



*Reaching Home: Canada's Homelessness Strategy, further identifies the core principle of Housing First as follows:*

- 01 Rapid Housing with Supports:** This involves directly helping clients locate and secure permanent housing as rapidly as possible and assisting them with moving in or rehousing if needed. Housing readiness is not a requirement.
- 02 Offering Clients' Choice in Housing:** Clients must be given choice in terms of housing options as well as the services they wish to access.
- 03 Separating Housing Provision from Other Services:** Acceptance of any services, including treatment, or sobriety, is not a requirement for accessing or maintaining housing, but clients must be willing to accept regular visits, often weekly. There is also a commitment to rehousing clients as needed.
- 04 Providing Tenancy Rights and Responsibilities:** Clients are required to contribute a portion of their income towards rent. The preference is for clients to contribute 30% of their income, while the rest would be provided via rent subsidies. A landlord-tenant relationship must be established. Clients housed have rights consistent with applicable landlord and tenant acts and regulations. Developing strong relationships with landlords in both the private and public sector is key to the Housing First approach.
- 05 Integrating Housing into the Community:** To respond to client choice, minimize stigma and encourage client social integration, more attention should be given to scattered-site housing in the public or private rental markets. Other housing options such as social housing and supportive housing in congregate setting could be offered where such housing stock exists and may be chosen by some clients.
- 06 Strength-Based and Promoting Self-Sufficiency:** The goal is to ensure clients are ready and able to access regular supports within a reasonable timeframe, allowing for a successful exit from the Housing First program. The focus is on strengthening and building on the skills and abilities of the client, based on self-determined goals, which could include employment, education, social integration, improvements to health or other goals that will help to stabilize the client's situation and lead to self-sufficiency.

## 3.2 PHYSICAL HOUSING INVENTORY

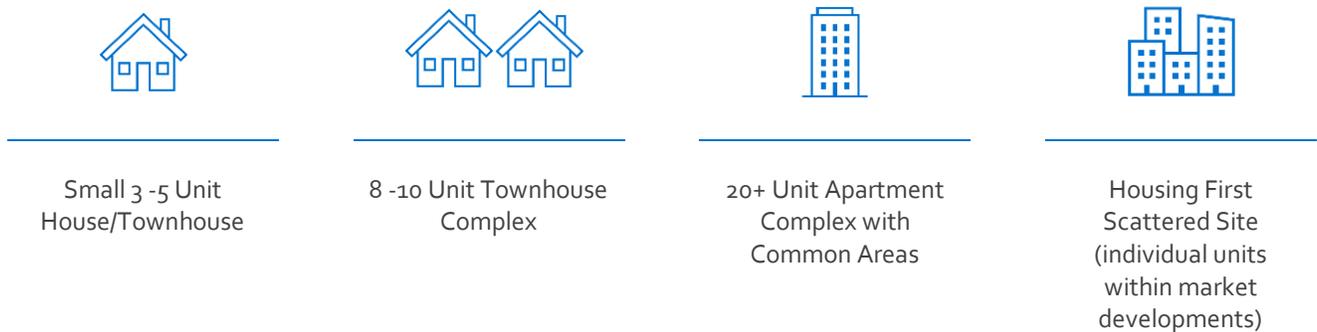
In the Central Okanagan, indeed across British Columbia, the publicly funded physical housing inventory typically built to provide access to individuals facing barriers to housing tends to be homogenous in form – 40 to 50 clients are housed in larger scale buildings that encompass individual units with some cooking facilities, along with common space, often with a communal kitchen and an eating area. Several housing providers maintain smaller sites disbursed throughout the community, but these smaller complexes are less prevalent. Larger facilities are the conventional approach, and it is understood from a perspective of economies of scale and the deployment of scarce public funds, that this model persists.

As per the engagement and feedback from all the stakeholders in this process and best practices in other jurisdictions, it is understood that the current housing inventory is limiting and presents gaps for individuals with complex needs. Inclusive and equitable communities are built upon a strong continuum of housing options alongside appropriate medical and community-based health and social supports, appropriate and supported employment, and more. Specific to housing, none of us would thrive exclusively with access to only one form of higher density housing model throughout our lives; we grow and develop, and our needs evolve and change. People currently experiencing homelessness are similarly looking for housing that fits their specific needs.

So, there exists a very evident need to shape a much broader continuum of housing types deployed to support people with complex needs to attain and maintain housing. Figure 6 illustrates a housing continuum for people with complex needs, which ranges from small 3-5 unit buildings (plus common areas and workspaces), to small-medium sized apartment buildings containing 20+ units. As well, it is recognized that part of the housing continuum needs to be a housing first scattered site model, where clients are housed within market developments and supported by a team of support workers and case management supports. While the scattered site model will not work for all individuals who experience complex needs, it is anticipated certain clients will thrive in this type housing. It should be noted that a blended model of housing and supports for individuals with and without complex needs may also be appropriate in some contexts.

### Housing Continuum for Complex Needs

Figure 6: Units Distributed Throughout the Community



Bringing this back to our local population specifically, the inventory of necessary housing options to accommodate the approximately 249 individuals in the community experiencing complex needs will then necessarily consist of adding a new mix of the housing forms identified on the continuum above that do not presently exist. How many buildings of each type are required? In reality, a number of scenarios may be plausible, as we don't have an in depth understanding of the specific circumstances of these 249 individuals, and even if we did, they are prone to consistently change and evolve. What we're trying to communicate here is that we need to build up a dynamic system that has housing options and choices embedded in it for individuals at all stages of complexity. So, whether we have 3 buildings of one type and 5 of another is of less concern here than the overarching message of housing form and variety as a necessary condition of success. Nevertheless, to move

toward some sense of a business case framing and preliminary costs analysis and based upon some assumptions made from the VAT scores, we have identified a plausible mixture of housing to accommodate the need in the community, as shown in Table 2.

Table 2: Recommended Housing Types

<i>Housing Form</i>	<i>Number Needed in Community</i>
<i>40 unit apartment style (purpose built)</i>	2
<i>30 unit apartment style (purpose built)</i>	1
<i>20 unit apartment style (purpose built)</i>	2
<i>10 unit townhouse style (purpose built)</i>	5
<i>5 unit townhouse style (purpose built)</i>	4
<i>Scattered site housing units in market developments</i>	30
<b>Total People Supported</b>	<b>250</b>

It is also critical that the physical location of the housing supports individuals in their wellness and healing journeys, with abundant access to nature, green spaces and parks, as well as accessible and efficient transportation. Care needs to be taken with integrating the housing units into surrounding neighbourhoods so that there are harmonious relations between residents of the Complex Care Housing and the broader neighbourhood. During the project development phase it is important to create inclusive place names that acknowledge the Syilx language of the land, and recognize diverse history and Indigenous names.

### 3.3 STAFFING AND SUPPORTS

Perhaps more than any other attribute that we’ve explored in this exercise, the need for appropriate and qualified staffing and related clinical and non-clinical supports has been identified as a significant gap to improving outcomes for individuals with complex needs, along with a range of housing forms. While the support ecosystem is just that, a continuum of services and support, the staffing models currently being deployed and largely funded by BC Housing alone is proving to be insufficient to support individuals with complex needs; it is the proverbial ‘elephant in the room’. As we cross the line from non-clinical supports into a requirement for clinical supports, we are finding ourselves in the gap space in the support ecosystem; the intersection of where BC Housing’s current funding model starts to taper off and where Interior Health’s starts to pick up. Typical of most complex social challenges communities are dealing with, problems tend to grow and fester in the inter-jurisdictional corners of our support systems.

In the current context of how supportive housing projects to address homelessness are getting funded locally, the capital dollars for the construction/rehab of the housing physical infrastructure get established and deployed, and decisions are made in terms of which subset of the community is being considered for support and a suitable operator is selected (under contract with BC Housing typically). The fit and form of the infrastructure has most typically been larger scale 40-50 unit facilities, presumably working toward economies of scale with scarce public funds. The operator contracts typically cover two support workers who are responsible for supporting the approximately 50 individuals living on-site. Staff will typically receive training in de-escalation, overdose awareness, cultural awareness and harm reduction. The wage for these positions is in the range of \$19.50-\$24.50 per hour, and these positions are often filled by individuals with high school degree or perhaps a human services diploma; and the career trajectory and related compensation is such that it discourages those with deeper qualifications and skills from making a career choice in this area. Individuals who have qualifications don’t stay in these positions for long and will move on to higher paying clinical positions that usually have more standard hours. Local service providers observe compounding factors of high stress and burnout as contributing to high rates of staff turnover in supportive housing units and shelters (and the sector in general).

A new supportive housing building on Ellis Street in Kelowna opened in November of 2020 and is testing a new model that aims to help support individuals with higher complex needs to maintain stable housing -approximately 28-30 tenants in the building have complex needs. The building is smaller scale than what has been typical – with 38 units on site. An Interior Health supported clinical team is operating 7 days a week for 8 hours per day. The team includes a psychiatric nurse practitioner and a social worker who work with the housing and support team. This team has enabled building tenants to receive much more streamlined and faster health supports than would be possible through accessing community health supports only, resulting in tenants receiving stabilizing health supports much more quickly.

Ellis Place is the first model of integrated supports for mental health and substance use embedded onsite in a supportive housing facility in Kelowna. For this reason, a collaborative research project is beginning in Spring 2021 to help understand how Ellis Place compares to the status quo model, and to understand how the integrated health supports onsite is enabling housing stability for a greater range of clients than has been typical in supportive housing.

## A New Model to Support People with Complex Needs

To move toward more effective outcomes in providing support to individuals experiencing complex needs, we will need to explore an evolved model of staffing and supports. While there is no 'one size fits all' solution here, we know that we will need to have in place a more reliable approach to support that combines appropriate qualifications and incentives, that combines the clinical and non-clinical support, that is resident on-site in many cases, that is connected and integrated with community health supports such as ACT and ICM teams, that is inclusive of Indigenous world views and culturally safe, that is adaptable and flexible and that can evolve and adjust as the system demands fluctuate. And we will need this at the scale of the community we aspire to serve, at least 200+ individuals at this juncture, and growing.

What does this look like? Based upon dialogue with service providers in the community, the Journey Home Society, and experiences in other jurisdictions, the model will need to incorporate at least four types of expertise/support working at the housing site, who have a range of skills and qualifications:

- ▶ **Peer Supporters:** Embedded within housing to support deep connections and supports for people with complex needs.
- ▶ **Clinical Staff:** Psychiatric nurse practitioners and generalized or specialized social workers support workers (typically, Master of Social Work with specialization in substance use or mental health).
- ▶ **Indigenous Supports and Cultural Healing:** Indigenous case managers and social workers who can support Indigenous clients with cultural healing, belonging and safety within housing units.
- ▶ **General Support Workers**

In addition to these formal roles, there is often a need for wellness or lifestyle staff who may have fewer official qualifications but are skilled in providing supports to individuals who are regaining regular daily rhythms and learning activities to support their mental health and recovery journey. By design, the staff to client ratios are much lower than in typical supportive housing or community health services models because the teams are assigned to housing units on a full time (or often rotating, depending upon the housing density) basis. It should be noted that given the prevalence of Indigenous individuals who experience complex needs it is important to embed cultural safety and healing into the system of staffing and supports developed. While this will be done with the support of the Indigenous team member, all efforts will need to be made to recruit Indigenous professionals to all of the available roles within the Complex Care Housing.

For the individuals accessing scattered site housing in market units, they will be supported through a team of case managers who will conduct home based site visits as often as necessary, help broker connection and attachment to community based health resources, and other basic needs.

Communities also rely on community based health services as opposed to onsite services to support individuals with complex needs. These are discussed in ensuing sections. Currently, Kelowna has an integrated ACT team who serves up to

80 clients in the community. At this juncture, these community based models provided in Section 3.4 are best viewed as additional and complementary to the types of onsite housing supports presented herein.



### **ShelterCare, Waterloo Region**

ShelterCare is an expanded approach to health care and shelter and is based on an innovative system-wide approach implemented in Ottawa and now the Waterloo Region. Results in Ottawa indicate that for every dollar spent on providing health care in shelter and supportive housing, two dollars are saved in paramedic and police services and emergency department visits.

House of Friendship's Shelter, in Waterloo is following the ShelterCare model to help men experiencing homelessness transition to housing and successfully stay housed. Individuals are provided with a range of supports, including:

- A safe and warm place to stay 24/7;
- Onsite health care to address their physical, addiction and mental health needs;

- Supports to address the factors that resulted in homelessness (like childhood trauma);
- Staff to provide the tools and resources they need to find and maintain permanent housing.

Key successes include:

- No positive COVID-19 cases within the ShelterCare program;
- Overdose rates are down by over 50% despite increasing the number of individuals served from 51 to more than 100;
- 75% reduction in Emergency Medical Service visits; and
- More than 30 men housed over the past six months, with none returning to Shelter.

## **Workforce Availability and Qualifications**

The nature and configuration of the positions suggested in the model is newer, and emerging, and so it is difficult to accurately determine the labour market readiness for such a shift. If the funding were available, would the staffing resources follow? It has been suggested that there is likely a labour market shortage to support a model of this nature as professionals simply haven't chosen a career trajectory in this area as it was never deemed valuable enough to be funded as a viable career choice. For the purposes of this exercise, we will have to assume that with funding and appropriate signals to the labour market, a staffing complement will take shape, although it is entirely likely that this will be more challenging than as simply described here.

More challenging is supporting the general support workers within the sector to achieve deeper and more nuanced skill sets to support people with complex needs. No curriculum exists currently to guide the training and qualifications for housing support workers. Anecdotally, a balance of educational supports with other emotional and workplace mentoring is likely required to support these staff sustaining their employment and avoiding burnout. In addition, it is important all staff receive appropriate training related to a history of colonialism, micro-aggressions, and systemic racism. Training should focus on opportunities for self reflection and ways of fostering cultural safety. It is acknowledged that there is an Indigenous work force shortage in the sector – additional resources and systems are required to support more Indigenous people to embark on career paths in the social serving sector.

Peer supporters are not yet widely incorporated into housing models, although there is an increasing acknowledgement of the benefits they bring to any workplace. More work is required in the community to effectively train and support peer support workers. Currently, several organizations are expanding the roles available for peer supporters, and peers have been involved in providing services at the Hygiene Station, a COVID response motel and outreach from the Queensway washrooms, among other roles. The work the City of Kelowna and PEOPLE Employment Services is doing around embedding peer navigators in community organizations over 2021-2023 can likely continue to support the shift to incorporating peer workers into the housing model. PEOPLE Employment Services is a supported employment organization that hires and supports people with lived and living experience in meaningful work.



### **Veteran Homelessness in US Continues to Drop Through Coordinated System Level Response**

Veteran homelessness has remained a persistent social and political challenge within the United States as veterans are found to be overrepresented among the homeless population. A 2013 report identified veterans comprise 12.3% of the homeless population whereas they constitute only 9.7% of the total US population. Veteran homeless have a complex range of needs that increase both their risk of homelessness and the challenge to bring them housing stability.

Some of the leading risk factors for homelessness coincide among veterans include extreme poverty, mental illness, substance abuse, social isolation and a lack of support that leave veterans more vulnerable to homelessness than their non-veteran counterparts.<sup>2</sup>

Recognizing the complexity of needs among the homeless veteran population, the US undertook an ambitious system level approach that brought together federal, state and community level partners in a coordinated response to address the systemic barriers facing homeless veterans with highly complex needs. While overall veteran homelessness remains high as 37,085 veterans were homeless in 2019, as per the 2019 US Department of Housing and Urban Development's (HUD) Point-in-Time Count, however this represents a 50% decline in the veteran homeless population between 2011 and 2019.<sup>3</sup>

This success is largely attributed to the targeted approach and coordination between HUD and the Department of Veterans Affairs (VA) who deliver a range of services and tools to identify the most vulnerable veterans and connect them with the necessary interventions. A key feature of the coordinated response has been the jointly administered Housing and Urban Development-Veteran Affairs

Supportive Housing (HUD-VASH) Program that adopted the Housing First model to provide homeless veterans with immediate access to supportive housing without preconditioning mental health or substance abuse treatment.<sup>4</sup>

The HUD-VASH Program provides permanent HUD rental assistance vouchers for privately owned housing for homeless veterans who are eligible for VA provided healthcare and case management. This is a good example of a scattered site program. VA administers case management connecting veterans with support services such as health care, mental health treatment and substance use counseling to support them in their recovery and enhance their ability to maintain housing. Among the range of care programs offered by VA, HUD-VASH enrolls the largest number of veterans who have experienced long-term or repeated homelessness. At the end of FY 2019, there were 90,749 Veterans with active HUD-VASH vouchers and 83,684 vouchers in use.<sup>5</sup> A 2017 study examining program performance and retention, found that largely program participants had their immediate needs met through the program and significant percentage of participants exited the program when they no longer needed it.<sup>6</sup> Overall, most of the program participants experienced housing stability during the study length and reported reduced use of acute care and emergency services after program entry. However, the overall health of the participants did not indicate a significant improvement and there was no large decline in the use of substances.<sup>7</sup> Additional studies have also found few improvements in the psychiatric health of housed individuals.

<sup>8</sup>These findings signify the continued vulnerability and risk of homelessness among individuals with complex needs and hence indicate a need to continuously remove system barriers to provide consistent supportive housing and wrap-around services to prevent repeat homelessness for individuals with complex needs.

<sup>2</sup> Tsai, Jack; Rosenheck, Robert A. (2015). "Risk Factors for Homelessness Among US Veterans". *Epidemiologic Reviews*. 37 (1): 177–195. doi:10.1093/epirev/mxu004.

<sup>3</sup> Veterans Affairs Health Services Research & Development. (2020, January 24). "Spotlight on Homelessness Identifying and Measuring Risk for Homelessness among Veterans." [www.hsrd.research.va.gov/news/feature/homelessness-2020.cfm](http://www.hsrd.research.va.gov/news/feature/homelessness-2020.cfm).

<sup>4</sup> US Department Housing and Urban Development. (2019, November 12). Press Release: Trump Administration Announces Continued Decline in Veteran Homelessness. [https://www.hud.gov/press/press\\_releases\\_media\\_advisories/HUD\\_No\\_19\\_163](https://www.hud.gov/press/press_releases_media_advisories/HUD_No_19_163)

<sup>5</sup> US Department of Veterans Affairs Homelessness in Veterans. (2019, December 6). U.S. Department of Housing and Urban Development-VA Supportive Housing (HUD-VASH) Program. [www.va.gov/homeless/hud-vash.asp](http://www.va.gov/homeless/hud-vash.asp) Accessed: November 20, 2020

<sup>6</sup> US Department of Housing and Urban Development (HUD). (2017, September). HUD-VASH Exit Study Final Report HUD-VASH Exit Study - Final Report ([huduser.gov](http://huduser.gov))

<sup>7</sup> *Ibid*, xviii.

<sup>8</sup> Tsai, Jack; Rosenheck, Robert A. (2015). "Risk Factors for Homelessness Among US Veterans". *Epidemiologic Reviews*. 37 (1): 177–195. doi:10.1093/epirev/mxu004.

## Indigenous Cultural Safety

There are a number of considerations that need to be taken in the implementation of this model to ensure the Complex Care Housing and supports are safe and culturally appropriate to support Indigenous people. As a starting point, the 12 dimensions of Indigenous Homelessness provide a lens acknowledging that in an Indigenous context homelessness is much more than loss of housing.<sup>9</sup> These dimensions offer perspectives for ensuring Indigenous people are supported in their housing in ways that respond to their experiences of homelessness. The dimensions are:

- ▶ Historic displacement
- ▶ Contemporary geographic separation
- ▶ Spiritual disconnection
- ▶ Mental disruption and imbalance
- ▶ Cultural disintegration and loss
- ▶ Overcrowding
- ▶ Relocation and mobility
- ▶ Going home
- ▶ Nowhere to go
- ▶ Escaping or evading harm
- ▶ Emergency crisis
- ▶ Climatic refugee

In addition to the inclusion of Indigenous staff within the onsite support model, there are opportunities to cultivate a sense of belonging for both Indigenous and non-Indigenous residents of Complex Care Housing, including working with residents to gain a sense of purpose – either within the housing through contributions to the site, or external to the housing through supported employment or volunteer opportunities. “Coming Home Ceremonies” are a way to instill a sense of belonging for residents from the start – ceremonies often include participation from Elders, smudge, song, dance, prayer and sharing of food.

Reconnecting with identity is becoming a recognized practice of healing for both Indigenous and non-Indigenous people. This can be encouraged through structured education opportunities and peer based learning that incorporates time on the land, connection to Elders, and learning about the systems of colonialism that have removed opportunities for strong connections to identities for Indigenous people. Due to systemic racism, Indigenous people face multiple barriers and intersecting challenges, and many Indigenous people have been made to believe these things are inherent faults as opposed to broader ways systems have been failing Indigenous people. Removing the shame associated with this internalized racism is an important component of healing journeys. Connections to, and understanding of identity can also be fostered through greater support for kinship networks that may include more deliberate inclusion of family members into the systems of supports, or in some cases the location of housing units close to Indigenous family networks. This shifts the support model from an individual basis to one that revolves around family and community – which better reflects Indigenous support systems.

---

<sup>9</sup> 12 Dimensions of Indigenous Homelessness, <https://www.homelesshub.ca/resource/12-dimensions-indigenous-homelessness>

The model of staffing and supports also needs to incorporate opportunities for Elders to participate and connect with residents to share knowledge, language based teachings, and share knowledge about the importance and roles of family.

### 3.4 COMMUNITY HEALTH SUPPORTS

The cornerstone to improving outcomes for individuals experiencing complex needs is based around establishing a housing program with a range of housing forms alongside integrated onsite support services. However, this model absolutely requires complementary community supports focused on community health, triage and de-escalation. A range of community based support services interventions are used in jurisdictions across Canada, Europe, Australia and the United States to assist individuals with complex needs experiencing overlapping mental illnesses and substance misuse issues.

Assertive Community Treatment (ACT) and Intensive Case Management (ICM) are evidence-based practices which have proven to be effective at improving the outcomes of individuals with complex needs. Each of these practices employs other evidence based methodologies including but not limited to:

- ▶ Illness Self-Management Training
- ▶ Cognitive Behaviour Therapy
- ▶ Cognitive Remediation
- ▶ Supported Employment (SE)
- ▶ Family Psychoeducation (FPE) and Social Skills Training

In addition to the evidence-based practices identified, many countries have adopted a recovery-oriented practice in their mental health policies. This recovery paradigm focuses on the health and mental health determinants of an individual, rather than focusing on the problems and deficits of the condition they may be experiencing.

#### Assertive Community Treatment (ACT) and Intensive Case Management (ICM)

Both ACT and ICM are integrated team based approaches for which there is significant evidence suggesting they help to support and stabilize individuals with complex needs: clients with problematic or chronic dependent substance use, concurrent disorders (substance use and mental illness). Individuals will be facing complex challenges related to health, housing, poverty, and face barriers in accessing existing health and social services. Table 3 compares the client profiles, services and structures of generic ACT and ICM teams<sup>10</sup>

---

<sup>10</sup> British Columbia Ministry of Health, *Intensive Case Management Team Model of Care Standards and Guidelines, 2014*. Rikishi Columbia Ministry of Health. Victoria.

Table 3: Comparison of ACT and ICM

<i>Element</i>	<i>Assertive Community Treatment (ACT)</i>	<i>Intensive Case Management (ICM)</i>
<i>Functioning – level of severity</i>	Severe	Moderate to severe
<i>Emergency Department / Inpatient days</i>	Significant (>50 days)	Moderate to significant (less than 50). May have limited engagement with health system.
<i>Hours of Service</i>	24/7	Extended hours (evenings and weekends)
<i>Type of Team</i>	Team case management, integrated, multidisciplinary team	Primary worker, integrated, multidisciplinary team
<i>Client to Staff Ratio</i>	7 to 10:1	16 to 20:1
<i>Annual Budget</i>	\$1.5 million (~12 FTE)	\$1 million (8 FTE)

In Kelowna, the ACT team is made up of a team of 8 full-time and 6 part-time practitioners, with skills that include social work, occupational therapist, addictions counsellor, life skills worker, psychiatrist, psychologist, nursing, and program leadership. The team operates a staff to client ratio of 1 full-time team member to for every 10 clients. The ACT team is available to provide support seven days a week with operating hours between 8am and 8:30pm, and on-call service overnight. On average, they serve 80 clients at a time.

ACT is a self-contained service delivery system, meaning that ACT teams aim to provide the majority of the treatments and services directly to the clients rather than direct them to other service providers. Core ACT services can include crisis assessment and intervention; comprehensive assessment; illness management and recovery skills; individual supportive therapy; substance abuse treatment; support services, such as housing, medical care, and transportation; basic life skills training; intervention with support networks; case management; and education or employment training programs. It is important to note that not everyone experiencing homelessness with complex needs fits the mandate for ACT.

ICM is complementary to ACT programming; in many cases there are individuals who cannot be served within traditional models of mental health or substance use supports, and yet do not meet the qualifying requirements for the ACT program. Thus, these individuals fall through gaps in health and social service systems. ICM teams typically consist of a partnership of professional and non-professional team members who share responsibilities for outreach and services provided in the client’s community and family environment. Services are tailored to the needs of the client within the available community resources. In Kelowna, Ellis Place supportive housing has an embedded ICM team that operates onsite, which is the first model of this kind in the region.

## Effectiveness

Reviews of ACT research consistently demonstrate it is a leading practice in supporting people with complex needs:

- ▶ Compared with other treatments (e.g., brokered or clinical case management programs), when implemented following a fidelity model, ACT greatly reduces psychiatric hospitalization and leads to a higher level of housing stability.
- ▶ Compared to other treatments, ACT has the same or a better effect on clients’ quality of life, symptoms, and social functioning. In addition, consumers and family members report greater satisfaction..<sup>11</sup>

<sup>11</sup> Evidence Based Practices KIT, Assertive Community Treatment. U.S. Department for Health and Human Services.

A multitude of research of social policy intervention indicates the success of a Housing First approach to respond to the complex needs of people who are suffering from homelessness, mental health and substance use. The research continues to highlight a Housing First approach with intensive clinical support services such as Assertive Community Treatment to be most effective in leading to longer housing stability and reducing morbidity.<sup>12</sup>

A one-year study conducted in 2015 in five Canadian cities of Vancouver, Winnipeg Toronto, Montreal and Moncton found the without housing, health and social services yielded slower exits from homelessness and less housing stability even in the context of a universal healthcare system. The research demonstrate that Housing First with ACT yielded significant benefits to individuals with high levels of need, notably helping them to exit homelessness as well as experience rapid gains in community functioning and quality of life. In comparison, individuals who received traditional treatment experienced poor housing outcomes. From a policy perspective, the choice has become to either implement Housing First and significantly reduce homelessness while having a modest effect on mental health and substance use or to provide treatment first, then housing, with similar clinical outcomes but inferior housing outcomes. The Canadian federal government has used the study findings to prioritize the development of Housing First programs in its national homelessness initiative.<sup>13</sup>

*"We know that Housing First is a cost-effective solution for people with moderate needs; this new research demonstrates that for people with the most needs, the savings are even more dramatic. You get more bang for your buck by serving this group, in terms of reducing costs of shelters, health visits, and incarcerations," says Latimer.<sup>14</sup>*

---

<sup>12</sup> Nelson, G., Aubry, T., Tsemberis, S., & Macnaughton, E. (2020). *Psychology and public policy: The story of a Canadian Housing First project for homeless people with mental illness*. *Canadian Psychology/Psychologie canadienne*, 61(3), 257–268. <https://doi.org/10.1037/cap0000206>

<sup>13</sup> Aubry, T., Goering, P., Veldhuizen, S., Adair C., Bourque, J., Distasio, J., Latimer, E., Stergiopoulos, V., Somers, J., Streiner, D., & Tsemberis, S. (2016). *A multiple-city RCT of Housing First with Assertive Community Treatment for homeless Canadians with serious mental illness*. *Psychiatric Services*, 67(3), 275–281. <https://doi.org/10.1176/appi.ps.201400587>

<sup>14</sup> Cardenas, S., (2020, August 25). *Housing-First strategy proves cost effective especially for the most-vulnerable homeless group*. McGill University. <https://www.mcgill.ca/newsroom/channels/news/housing-first-strategy-proves-cost-effective-especially-most-vulnerable-homeless-group-323879>



### *At Home/Chez Soi: Lessons to End Homelessness from Pan-Canadian Housing First Successes*

The At Home/Chez Soi (AHCS) is a unique research demonstration highlighting the success of a Housing First (HF) approach in reducing homelessness for individuals with complex needs across Canada. The \$110 million four-year research initiative featured a randomized control trial to measure the outcomes of HF projects to provide housing for individuals with complex needs across the five cities of Vancouver, Winnipeg, Toronto, Montreal, and Moncton.<sup>15</sup> The AHCS is the world's largest trial of HF interventions demonstrating the effectiveness of the service model in housing homeless individuals with complex needs and improving their quality of life over a period of time with minimal costs.<sup>16</sup>

The Montréal trial included 469 participants between 2009 and 2011 who were assigned to different groups depending on their level of need, either high need (HN) or moderate need (MN). Participants with HN were randomly assigned to HF with Assertive Community Treatment or to a control group. Participants with MN were randomly assigned to Intensive Case Management Teams or to a control group. The control group did not receive HF interventions and continued to use services available to them in the community.

The results of the study showed a higher rate of housing stability and an improvement in quality of life among both HN and MN participants over the participants in the control group. The HF participants overall reported an improvement to their mental health, decrease in stress and anxiety, greater re-establishment of connections with family, and decreased substance abuse.<sup>17</sup>

The research initiative highlighted the potential savings generated from implementation of HF interventions. The study calculated the annual costs of providing health services, emergency shelters and policing for homeless individuals with high levels of complex needs to be about \$75,000 per year, compared to about \$51,000 for homeless people with moderate needs.<sup>18</sup> The AHCS demonstrated the cost-effectiveness of HF interventions alongside ACT and ICM as housed participants are less likely to use these acute care services that offset the cost of the intervention from about \$20,000 to \$6,300 (69%) per person per year.

<sup>15</sup> The Douglas Research Centre. (2020) "The At Home/Chez Soi Project." The Douglas Research Centre. <https://douglas.research.mcgill.ca/homechez-soi-project>

<sup>16</sup> Mental Health Commission of Canada. (2014). "The National Final Report: Cross-Site At Home/Chez Soi Project." [https://douglas.research.mcgill.ca/documents/mhcc\\_at\\_home\\_report\\_national\\_cross-site\\_eng\\_2\\_0.pdf](https://douglas.research.mcgill.ca/documents/mhcc_at_home_report_national_cross-site_eng_2_0.pdf)

<sup>17</sup> The Douglas Research Centre. "The At Home/Chez Soi Project."

<sup>18</sup> Phys Org. (2020, August 25). Housing First proves cost effective especially for the most-vulnerable homeless group. Accessed 25 November 2020 <https://phys.org/news/2020-08-housing-effectivemost-vulnerable-homeless-group.html>

## 3.5 SYSTEMS AND ADMINISTRATIVE SUPPORTS

Throughout the process of this exercise and in developing this document, ancillary, but no less critically important components of a healthy system of supports for individuals experiencing complex needs have been articulated that rest outside of the broad categories previously mentioned. They are captured here for consideration and further discussion for the time being, as follows:



### Service Delivery Model

While considerable time and effort have gone into articulating just what the constituent components of an appropriate service model might look like, and that should be the thrust of this first draft, some have queried the delivery vehicle; and in particular who/how should we deliver upon this 'package' of services? The suggestion here is that the current silo'd model is not well equipped to deal with this hybrid context. In principle, this argument make sense, and the notion of creating a new service delivery vehicle should at least be contemplated at this early stage.

Should an advocacy exercise of this nature be successful, should implementation trickle down from the Province of BC through BC Housing for the physical infrastructure and basic staffing support components, through the Interior Health Authority for the clinical staffing support components, and finally through to a contracted non-profit operator? In a model like this, all of the incumbent actors continue to operate in a slightly evolved status quo scenario with more resources dedicated to funding supports for individuals with complex needs.

Or would the system be better served in creating or working with a new third party entity set up explicitly for the purposes of providing supports to individuals experiencing complex needs and receiving input from key entities like BC Housing and Interior Health Authority? From a system change perspective, often these kinds of persistent challenges that communities are facing are at least in part a derivative of the silo'ed approach to problem solving that our systems perpetuate. An argument could be made, that new and complex multi-jurisdictional issues are going to be most effectively treated by custom built organizations (or subsidiaries) that have been expressly designed to deliver upon that mandate.

For sure, arguments can be made in either direction, and it is clear all parties must be collaborating effectively and included in decision making for either scenario. It is not the intent to process a recommendation at this juncture, rather, to seed the notion and provide for future dialogue.



### Data Sharing

Without going into too much detail as perhaps this goes without saying, but a healthy system of supports for individuals experiencing complex needs will ultimately rely on the proactive participation of all parties influencing the lives of these individuals, and in particular in sharing data across all of the organizations that these individuals come into contact with.

The experience of attempting to pull together the data to support the arguments being put forward in this document shines a light on just how challenging it can be. Every agency that has data related to this topic exists for primary purposes other than supporting individuals experiencing complex needs; it is a periphery issue, as opposed to a primary central focus. As a result, no agency could afford to be forthcoming with data to support the cause, at least not effectively. Privacy policy concerns prevail, and while that is completely understandable in the context of their core mission, our complex needs community goes underserved.

Again, from a systems perspective, this is a fairly predictable reality, and this is a common symptom of complex social challenges. They continue to persist as no singular agency is exclusively responsible for the challenges we're dealing with, and the lack of transparency on the data essential to making the improvements is a symptom or systemic breakdown.

Efforts to support the on-going development of the 'By Names' List being assembled by the Journey Home Society need to continue with some degree of urgency. Kelowna's By-Name List is a real-time list of all people experiencing homelessness

and includes a robust set of data points that support coordinated access and prioritization at a household level and an understanding of homeless inflow and outflow at a system level. This real-time actionable data supports triage to services, system performance evaluation and advocacy (for the policies and resources necessary to end homelessness). It is an important part of addressing the entire spectrum of homelessness in the community, including for those individuals who experience complex needs.



## Procurement

In the interviews with front line service providers, it has been suggested that the procurement process being deployed to decide which service providers assume the contract to operate supportive housing lacks transparency, discourages innovation, favours the incumbents and ultimately thwarts attempts to enhance services and supports available to be offered to individuals experiencing complex needs. How is this possible?

Again, this is easily explained as the domain of the dominant system, the provision of physical housing and basic supports, fails to recognize the emerging need for the combination of integrated clinical and non-clinical supports. Even if it does recognize the trend, it is beyond its current mandate to seek to extend itself to cover off newer and emerging areas of need on a fixed budget of scarce public resources. As a result, the current procurement model doesn't stretch itself to accommodate this emerging area of need.

This is not to suggest fault or assign blame, it is just an acknowledgement that systems need to evolve to better accommodate the community we aspire to serve, and the administrative systems that support key components of the system are not exempt from needing to evolve if we aspire to improve upon the outcomes for individuals experiencing complex needs.

It is also acknowledged that there needs to be deliberate effort placed on understanding Indigenous barriers to leadership for these types of housing models. This will involve understanding and then removing systemic, organizational and political barriers to participation. The explicit purpose will be to support leadership, staffing, and organizational development capacity for a much deeper Indigenous presence in the operations, staffing, and leadership of Complex Care Housing.

## 4.0 Business Case Considerations

At this juncture, an evolved, and in some cases, entirely new system for housing and essential supports for people experiencing complex needs is taking shape to the level of detail that the source data will allow (for now). Identifying the range of desirable solutions is, of course, relatively easy when contrasted to considering how it is going to be paid for. What of the costs?

As noted throughout, source data is limited, and appropriate proxies have been derived throughout via secondary research. Elements of the model described in Section 2 have been broken down and costed at a high level, while contrasted to the costs associated with the status quo, of doing nothing, as a means to shape a preliminary business case and present an argument for advocacy.

Note, that the intent at this juncture is to 'scratch the surface' of the business case rationale, to gain an understanding of what the circumstances look like as a means to further the dialogue with the stakeholders, to understand what data is available and the extent to which additional investment in developing a formal business case may be warranted.

### 4.1 COST OF IMPROVEMENTS

For the purposes of this analysis, the cost of improvements are determined by a benchmark estimate cost analysis of improvements in housing infrastructure and onsite staffing and supports to house approximately 250 individuals with complex needs across the Central Okanagan region. The costs of additional community supports as referenced in Section 2 have not been included in the costing at this time. Proxy numbers from the At Home/Chez Soi trial and subsequent analysis of cost effectiveness of Housing First with ACT or ICM interventions are utilized to estimate community based costs and potential savings.

The costs have been allocated over a 3 year timeframe, with implementation in 2022, 2023 and 2024 to align with the work of the Central Okanagan Journey Home Society and their goal to eliminate homelessness by 2024. It is anticipated the units will be distributed throughout the region according to the scale of the need.

Table 4 illustrates the total costs for each of the system elements identified. The one time capital cost over three years of the identified necessary housing infrastructure is in the range of \$106 million for approximately 14 buildings of different sizes. However, this cost element is presumed to be consistent across the comparison scenarios, as ultimately this population will need to be housed. The total annual costs for the onsite supports, scattered site units and associated system wide administrative costs is approximately \$9.5 million per year. It is important to note the identified operating costs represent more of an incremental cost increase above and beyond the operating costs of existing supportive housing, as costs do not include building security, maintenance, general administration or other service costs.

Table 4: Total Capital and Annual Costs

Support Element	Cost	Notes
Housing Infrastructure	\$106 million	Capital investment (one time costs spread over 3 year timeframe 2022-24)
On-site Clinical & Non-clinical Teams	\$8.6 million	Includes staff working in integrated teams (11 teams to support 220 individuals) plus 25% contingency
System Administrative Supports	\$0.2 million	
Scattered Site Unit Costs	\$0.7 million	Includes costs of rent supplements and support staff, plus 25% contingency
<b>Total (Capital Infrastructure)</b>	<b>\$106 million</b>	
<b>Total (Annual)</b>	<b>\$9.5 million</b>	

Table 5 illustrates a detailed breakdown of how to achieve the total units needed across the continuum of housing over a 3 year timeframe. The model estimates 220 units to be accommodated in new purpose built housing, while 30 units will be accommodated in scattered site market housing developments (with no upfront capital costs). The costs outlined represent a high level estimate based on available information and will continue to change to reflect market conditions around land and construction.

Table 5: Estimate of Capital Costs by Year

Housing Form	Number Needed in Community	Cost Per Unit	Total Capital Cost	Land Cost	Total Cost Per Building	Total Cost (includes 25% contingency)
<b>YEAR 1 (2022)</b>						
40 unit apartment style (purpose built)	2	\$287,639	\$11,505,541	\$2,301,108	\$13,806,649	\$34,516,624
10 unit townhouse style (purpose built)	2	\$351,385	\$3,513,847	\$702,769	\$4,216,616	\$10,541,540
<b>Total People Supported Year 1</b>	<b>~100</b>					<b>\$45,058,164</b>
<b>YEAR 2 (2023)</b>						
20 unit apartment style (purpose built)	2	\$389,935	\$7,798,701	\$1,559,740	\$9,358,442	\$23,396,104
10 unit townhouse style (purpose built)	2	\$351,385	\$3,513,847	\$702,769	\$4,216,616	\$10,541,540
5 unit townhouse (purpose built)	2	\$351,385	\$1,756,923	\$351,385	\$2,108,308	\$5,270,770
<b>Total People Supported Year 2</b>	<b>~70</b>					<b>\$39,208,414</b>
<b>YEAR 3 (2024)</b>						
30 unit apartment style (purpose built)	1	\$299,626	\$8,988,766	\$1,797,753	\$10,786,519	\$13,483,148
10 unit townhouse style (purpose built)	1	\$281,457	\$2,814,567	\$562,913	\$3,377,481	\$4,221,851
5 unit townhouse (purpose built)	1	\$281,457	\$1,407,284	\$281,457	\$1,688,740	\$4,221,851
<b>Total People Supported Year 3</b>	<b>~50</b>					<b>\$21,926,850</b>
<b>TOTAL CAPITAL</b>						<b>\$106,193,428</b>

**Assumptions**

- ~250 individuals in region with complex needs
- 3 year time frame to align with Journey Home Strategy (eliminate homelessness by 2024)
- 220 individuals in new, purpose built units; 30 individuals in scattered site market development units (no capital, only operating costs)
- Land costs estimated at 20% of total capital costs
- Unit costs based on comparable projects built by BC Housing in last 5 years in region
- 25% contingency added to totals

Table 6 illustrates the underlying assumptions used to determine the annual staff and support costs for the housing units. Annual salaries for clinical and non clinical positions are estimated, along with additional staff benefits and costs. The total annual cost for an integrated team of 6 professionals working full time consisting of 1 psychiatric nurse, 1 social worker, 1 Indigenous supporter, 2 peer navigator and 2 support workers is about \$550,000. In addition, it is anticipated that the overall administration, coordination and management of this system of housing will require 2 system administrator positions, valued at approximately \$180,000 per year. The scattered site staff supports include a case manager and a part time administrator.

Table 6: Estimate of Onsite Staffing Costs

Position	Annual Salary	Benefits & Other Costs	Total	Integrated Team
Psychiatric Nurse (RN)	\$77,760	\$38,880	\$116,640	For each housing unit, team consists of 1x Psychiatric Nurse (RN), 1x Social Worker, 1x Indigenous Supporter, 2x Support Workers, 2x Peer Navigators.
Social Worker (MSW)	\$73,920	\$36,960	\$110,880	
Indigenous Supports & Cultural Healing	\$70,000	\$35,000	\$105,000	
Peer Supporter	\$42,240	\$21,120	\$63,360	
Support Worker	\$51,840	\$25,920	\$77,760	
<b>Total Cost for 1 Team</b>			<b>\$551,400</b>	
System Administrator (x2)	\$60,000	\$30,000	\$180,000	Assumed that the entire system will require 2 administrators
<b>Scattered Site Staff Supports</b>				
Case Manager	\$75,000	\$37,500	\$112,500	
Part Time Administrator	\$30,000	\$15,000	\$45,000	

Table 7 illustrates the anticipated annual costs each year as more Complex Care Housing comes online, along with the assumptions for the number of integrated teams required for each type of housing unit.

Table 7: Onsite Teams by Housing Type and Associated Costs

Housing Form	Number Needed in Community	Number of Teams	Annual Cost
<b>YEAR 1 (2022)</b>			
40 unit apartment style (purpose built)	2	4	\$2,459,040
10 unit townhouse style (purpose built)	2	1	\$614,760
<b>Total People Supported Year 1</b>	<b>~100</b>		<b>\$3,253,800 (includes integrated teams and administration costs)</b>
<b>YEAR 2 (2023)</b>			
20 unit apartment style (purpose built)	2	2	\$1,229,520
10 unit townhouse style (purpose built)	2	1	\$614,760
5 unit townhouse (purpose built)	2	1	\$614,760
<b>Total People Supported Year 2</b>	<b>~70</b>		<b>2,639,040 (includes integrated teams and administration costs)</b>
<b>YEAR 3 (2024)</b>			
30 unit apartment style (purpose built)	1	1	\$614,760
10 unit townhouse style (purpose built)	1	0.5	\$307,380
5 unit townhouse (purpose built)	1	0.5	\$307,380
<b>Total People Supported Year 3</b>	<b>~50</b>		<b>\$1,409,520 (includes integrated teams and administration costs)</b>
<b>Operating Costs Year 4 Onwards</b>			<b>\$8,677,950 (includes additional 25% contingency)</b>

The costs associated with delivering scattered site units in market developments are summarized in Table 8. The costs assume there will be 1 case manager plus administration support working in years 1 and 2, while 2 case managers will be required from year 3 onwards.

Table 8: Scattered Site Costs

Housing Form	Number Needed in Community	Monthly Cost Per Unit	Annual Cost Per Unit	Total
YEAR 1 (2022)	10	\$550	\$6600	\$66,000
Repair and maintenance				\$10,000
<b>Total Y1 Costs</b>				<b>\$233,500 (includes staff costs)</b>
YEAR 2 (2023)	20	\$550	\$6600	\$132,000
Repair and maintenance				\$20,000
<b>Total Y2 Costs</b>				<b>\$375,500 (includes staff costs)</b>
YEAR 3 (2024)	30	\$550	\$6600	198,000
Repair and maintenance				\$30,000
<b>Total Y3 Costs</b>				<b>\$696,000 (includes staff costs)</b>

The total yearly operating costs for the model are presented in Table 9. The total operating costs once the full model is operating across the region supporting 250 individuals with complex needs in housing is approximately \$9.1 million annually.

Table 9: Total Operating Costs

Total Costs Per Year	Housing with onsite teams	Scattered site housing	System Wide Administration	Total (includes 25% contingency)
Year 1 (2022)	\$3,073,800	\$233,500	\$180,000	\$4,359,125
Year 2 (2023)	\$5,532,840	\$375,000	\$180,000	\$7,610,425
Year 3 (2024)	\$6,762,360	\$696,000	\$180,000	\$9,547,950
<b>Year 4 onwards</b>				<b>\$9,547,950</b>

## Anticipated Cost Savings

Reasonable assumptions about cost savings in the wider system can be made based on detailed cost effectiveness reviews of the At Home/Chez Soi trials. It should be noted however, that in reality savings do not translate dollar for dollar in other parts of the system directly to cost savings. For individuals receiving housing first supports and ACT services, the cost of intervention was reduced by 69% because of reduced strain on other services, including shelters, supportive housing, ambulatory visits, and incarcerations. For individuals enrolled in the program with ICM supports, cost of intervention was reduced by 46%.

Table 10: Anticipated Cost Savings

Support Element	Cost	Net Intervention (with savings)	Notes
ACT	\$1.5 million	\$0.5 million	Assumes 183 individuals (VAT of 4 or 5)
ICM	\$1 million	\$0.5 million	Assumes 24 individuals (VAT of 3)
<b>Total (Annual)</b>	<b>\$2.5 million</b>	<b>\$1 million</b>	

Fewer cost effectiveness studies are available for onsite health supports versus business as usual. Ottawa Inner City Health (upon which the ShelterCare model in Waterloo is based) identified savings of two dollars in associated services to every one dollar spent on shelter and supportive housing. Evaluation of this program suggests that for every dollar spent on providing

health care in shelter and supportive housing, two dollars are saved in paramedic and police services and emergency department visits.

Based on the proxy data available it is anticipated that an investment of approximately \$9.5 million annually on onsite and community-based health and associated supports for people with complex needs, there could be as much as 50% to 200% savings in the broader system of shelters, police, emergency services and judicial systems.

BC Housing has conducted Social Return on Investment (SROI) analysis for its supportive housing in BC. For every dollar invested in dedicated-site supportive housing in B.C., approximately four to five dollars in social and economic value is created.

### *Housing First with Supports Compared to Business as Usual*



Based on the findings across 5 case studies, it is estimated that approximately half of the value generated through dedicated-site supportive housing returns to the government in cost reallocations due to decreased use of services such as emergency health services, justice services, hospital services, child welfare services, and other social services such as homeless shelters and basic needs supports. Approximately 1% of the value is estimated to return to local communities and neighbourhoods where supportive housing buildings are located, through improved community wellbeing (such as fewer homeless individuals living on the streets) and increased local spending. The remaining value is experienced by residents and their families through increases in personal wellbeing (including improvements in mental and physical health), improved personal safety, ability to engage in employment, more disposable income, and increased connection to community. While this study did not look specifically at Complex Care Housing, it is anticipated there will be similar positive results from investments in this type of housing and supports.<sup>19</sup>

### **ACT Cost Effectiveness**

Housing First alongside ACT supports is more cost effective than treatment as usual options for people with high to severe complex needs. The baseline annual cost for persons with mental illness and high needs was estimated as \$71,738. The median annual costs associated for each person receiving treatment as usual was \$56,084 (zero additional intervention costs).

For persons who received Housing First with ACT, the median annual costs per person were \$42,028 and intervention costs were \$20,367, for a total of \$62,395. Due to the reductions in costs of other services, the net intervention cost was brought down by 67% to \$6,311 in 69% of individuals, for a net annual cost per person of \$48,339. These program costs were reduced by two-thirds through meaningful savings on current services offered to individuals experiencing homelessness, including shelters, supportive housing, ambulatory visits, and incarcerations. The study found the intervention appeared cost-effective regardless of participant sex, alcohol or drug abuse or dependence, level of functioning, prior hospitalizations, or recent arrest history.<sup>20</sup>

Additionally, days of stable housing was 151.3 days more than the treatment as usual group – Housing First with ACT supporting individuals staying in stable housing longer and with fewer interventions. The cost for each additional day of stable housing was estimated at \$41.73 per participant (for a 69% chance that the intervention is cost effective). The likelihood that the intervention is cost-effective for a higher proportion of individuals goes up if the decision maker is willing to pay up to \$60 per night stably housed (80 per cent), and higher still at \$100 per night stably housed (100 per cent).<sup>21</sup>

<sup>19</sup> BC Housing Research Centre (2018). *The Social and Economic Value of Dedicated-Site Supportive Housing in B.C.* BC Housing.

<sup>20</sup> Latimer, E., Rabouin, D., Cao, Z., Ly, A., Powell, G., Aubry, T., Distasio, J., Hwang, S., Somers, J., Bayoumi, A., Mitton, C., Moodie, E. & Goering, P. (2020). *Cost-effectiveness of Housing First with assertive community treatment: Results from the Canadian At Home/Chez Soi trial.* *Psychiatric Services*. 71(10), 1-11. Doi: 10.1176/appi.ps.20200029

<sup>21</sup> *Ibid.*

### ICM Cost Effectiveness

In 2019, the cost effectiveness of participants receiving Housing First with intensive case management (ICM) interventions in the At Home/Chez Soi trial was assessed. Compared to treatment as usual, days of stable housing were higher in participants who received Housing First plus ICM interventions. The baseline cost for persons with mental illness and moderate needs is a median of \$53,015. The annual costs associated for each person receiving treatment as usual was a median of \$40,849 (zero additional intervention costs). For persons who received Housing First with ICM, the median annual costs per person were \$34,220 and intervention costs were \$14,496, for a total of \$48,716. Due to the reductions in costs of other services, the net intervention cost was reduced by 46% to \$7,868 in 95% of individuals, for a net annual cost of \$42,088.<sup>22</sup>

## 4.2 COST OF STATUS QUO

There is significant evidence that beyond the human cost of homelessness, the economic cost of not addressing the identified systems gaps related to the provision of integrated housing and associated health supports for individuals experiencing complex needs will continue to require crisis responses at a cost to social, health care and justice systems. For persons struggling with both homelessness and severe mental illness and/or substance use, the annual costs of not addressing the systems gaps and remaining in a reactionary response are upwards of \$75,000.<sup>23</sup> This number assumes individuals are not accessing traditional services such as shelters, hospitals, community based health and housing services. Based on a study conducted with 950 homeless individuals with complex needs in 5 cities across Canada, the baseline cost of ‘treatment as usual’ (which includes use of shelters, hospitals, community based health and housing services) was between \$53-56,000 annually.<sup>24</sup>

The costs associated with both no access to services and business as usual services from the At Home/Chez Soi study have been used as a proxy to estimate a range of cost of status quo in Kelowna. *It is anticipated that the cost to address the system gap related to providing housing with supports for approximately 249 individuals with complex needs in the current system is between \$14M and \$18M annually.*

Table 11: Anticipated Cost of Status Quo

Level of Complexity	Number of Individuals	Annual Cost (Assumes Access to BAU Services)	Annual Cost (Assumes No Access to Traditional Services)
Moderate (VAT Score of 3)	31	\$1.6 million	\$1.6 million
High (VAT Scores of 4 or 5)	218	\$12.2 million	\$16.3 million
<b>Total (Annual)</b>		<b>\$13.8 million</b>	<b>\$17.9 million</b>

22 Latimer, E., Rabouin, D. Cao, Z., Ly, A., Powell, G., Adair, C., Sareen, J., Somers, J., Stergiopoulos, V., Pinto, A., Moodie, E., & Veldhuizen, S. (2019). Cost-effectiveness of Housing First intervention with Intensive Case Management compared with treatment as usual for homeless adults with mental illness. *JAMA Network Open*, 2(8), 1-15. <https://doi.org/10.1001/jamanetworkopen.2019.9782>

23 Cardenas, S., (2020, August 25). *Housing-First strategy proves cost effective especially for the most-vulnerable homeless group.* McGill University. <https://www.mcgill.ca/newsroom/channels/news/housing-first-strategy-proves-cost-effective-especially-most-vulnerable-homeless-group-323879>

24 \$53,000 for people with moderate complex needs, and \$56,000 for people with high severity complex needs.

## 4.3 COST COMPARISON

Individuals experiencing homelessness who have complex needs are not receiving the supports they require to attain and maintain stable housing. Failing to provide supports is a significant drain on community resources – in the central okanagan it is estimated to be upwards of between \$14 and \$18 million annually.

In contrast, it is estimated the annual costs of providing supports for people with complex needs is approximately \$9.5 million. These costs are considerably lower than the cost of status quo.

**An approach to housing individuals with complex needs that incorporates onsite health supports alongside complementary community based health services can lead to a cost savings of between **\$4.5M** and **\$8.5M** annually.**

It should be noted the anticipated cost savings illustrate the business case benefits of investing in additional supports for individuals experiencing complex needs; however, they do not translate into direct budget reductions for emergency services, policing or crisis intervention services. These types of direct reductions are likely to be captured only once both comprehensive upstream prevention has taken place to address the root causes of homelessness, mental health or substance use challenges.

## 5.0 Advocacy Position

The Cities of Kelowna, Vernon, West Kelowna along with District of Lake Country, and Okanagan Indian Band seek to develop complex care services that provide a person-centred approach to address the complex needs of people with overlapping substance use and mental health challenges. The current inventory of housing and supports is not adequate to support or house these individuals within a system that also lacks formal social supports, cultural safety, and the provision of adequate economic means. By working at both the individual and systemic level, our coalition aims to support effective and integrated care in the homeless serving system, and also reshape ecosystems of services and health care. This involved building a range of housing forms coupled with onsite clinical and non-clinical supports as well as community based health supports. It is anticipated that once tested, this initiative can provide a scalable model across the province to support homeless individuals with complex needs attain housing as a foundation for stabilization.

### Alignment with Provincial Government Priorities

To start, it is useful to contextualize our work establishing housing and supports for people with complex needs within the wider objectives of government. The provincial election in October 2020 and subsequent cabinet reshuffle created an opportunity for the government to refresh Ministry mandates and priority areas of focus. Two of four cross-cutting government priorities relate directly to housing people with complex needs:

- ▶ providing better health care for people and families;
- ▶ delivering affordability and security in our communities.

Four government Ministries have relevant jurisdiction and influence over supporting homeless individuals with complex needs attain and maintain stable housing with appropriate supports:

- ▶ Ministry of Social Development and Poverty Reduction: Committed to poverty reduction through building on the TogetherBC plan and creating a multi-sectoral Poverty Task Force, which may include exploring options for integrated housing, shelter services as well as opportunities for jobs and skills training. They are tasked with working closely with the Attorney General and Minister responsible for Housing to address the needs of people experiencing homelessness, including those living in encampments. They are instructed to continue working on the Reimagining Community Inclusion Initiative to improve services for adults with intellectual and developmental disabilities.<sup>25</sup>
- ▶ Ministry of Mental Health and Addictions: Lead work to provide an increased level of support – including more access to nurses and psychiatrists – for B.C.’s most vulnerable who need more intensive care than supportive housing provides by developing Complex Care housing. Other relevant priorities include expanding mental health intervention teams (such as ACT team), and respond to the opioid crisis.<sup>26</sup>
- ▶ Ministry of Municipal Affairs: Committed to supporting the work of the Attorney General and Minister responsible for Housing to address the needs of people experiencing homelessness. They will also support local government responses to street disorder, cleanliness, public safety, and improve their ability to respond to challenges posed to businesses and neighbourhoods by homelessness.<sup>27</sup>
- ▶ Ministry of Health: Tasked with supporting the work of the Attorney General and Minister responsible for Housing to address the needs of people experiencing homelessness. Committed to also working with the Ministry of Mental Health and Addictions to develop Complex Care Housing.
- ▶ Ministry of Housing and Attorney General: Committed to leading the province’s housing strategy and working with other ministry partners to address homelessness. In addition, the Ministry is tasked with supporting the Ministry of Mental Health and Addictions to increase the level of support for B.C.’s most

---

<sup>25</sup> <https://news.gov.bc.ca/files/SDPR-Simons-mandate.pdf>

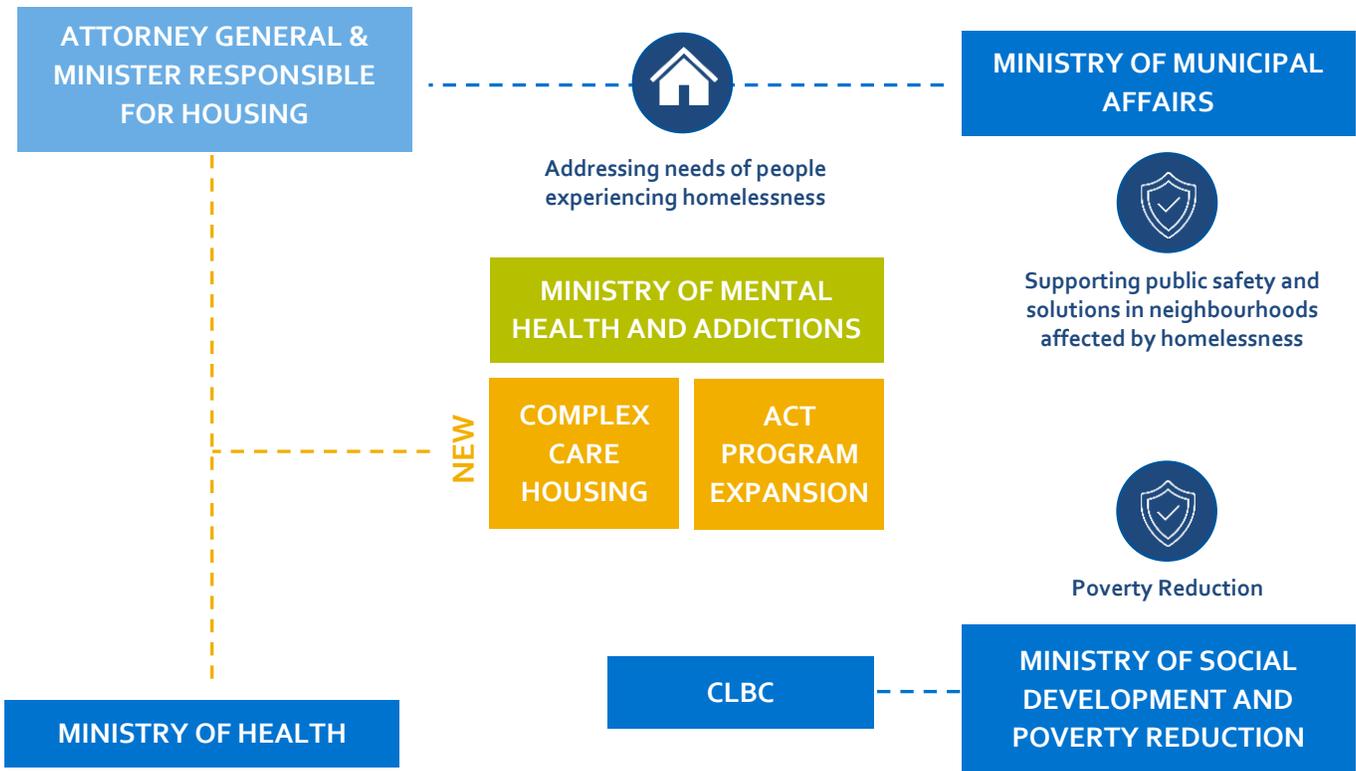
<sup>26</sup> <https://news.gov.bc.ca/files/MMHA-Malcolmson-mandate.pdf>

<sup>27</sup> <https://news.gov.bc.ca/files/MUNI-Osborne-mandate.pdf>

vulnerable who need more intensive care than supportive housing provides by developing Complex Care housing.<sup>28</sup>

As it relates to the topic of housing and supporting individuals experiencing homelessness with complex needs, the overlapping priorities of the core government ministries are visualized in Figure 7. Ministry of Mental Health and Addictions priorities of establishing new Complex Care housing and supporting ACT team expansion are central to our topic, with supporting priorities of public safety, addressing needs of people experiencing homelessness, poverty reduction and improvements to services for adults with intellectual and developmental disabilities as important supporting items.

Figure 7: Government Ministry Priorities



What the government mandate letters makes clear is the intergovernmental nature of many of the priorities related to supporting people experiencing homelessness who have complex needs. In this way, the advocacy efforts must recognize the collaborative nature of priorities among Ministries and be targeted accordingly.

It should be noted that there are several other provincial initiatives underway that related directly to supporting people with complex needs attain and maintain stable housing:

- ▶ A Pathway to Hope: Is a plan led by the Ministry of Mental Health and Addictions to begin transforming B.C.'s mental health and substance use service system from its current crisis-response approach to a system based on wellness promotion, prevention and early intervention where people are connected to culturally safe and effective care when they need it.

<sup>28</sup> <https://news.gov.bc.ca/files/AG-Eby-mandate.pdf>

- ▶ Transforming Primary Care: The Ministry of Health is undertaking a process to transform the process of Primary Care in the province in order to better serve all people, including those who experience vulnerable circumstances as a result of complex needs and required coordinated services.

The following is a short 'advocacy brief' which outlines the project background, key details and opportunities, a high level project plan, and summary of how the work aligns with Ministry priorities. It is intended to be utilized as a standalone summary document.

## BACKGROUND

The needs of individuals experiencing complex needs are going unmet in our communities. These individuals have overlapping mental and substance use disorders which often resulting them experiencing homelessness, and in their frequent use of crisis and emergency services. The current inventory of housing and supports is not adequate to support or house these individuals. Approximately **249 people without homes experience complex needs in Kelowna, West Kelowna and Vernon.**

# Complex Care Housing

## ADVOCACY BRIEF

## DETAILS/OPPORTUNITIES

 This initiative is an essential component of the City's Journey Home Strategy, and critical to the City achieving its goal of Functional Zero in homelessness by 2024.

 Through promising practices research and insights drawn from service provider experience, this initiative proposes leading practices in how to address the housing support and health support needs of those with the most complex needs. The model introduces a variety of housing forms with onsite clinical and non-clinical supports alongside robust community-based health service teams.

 Investment of approximately \$9.5 million annually in housing and supports for individuals with complex needs is significantly less expensive than the cost of the status quo which totals between \$14 and \$18 million. Stabilizing individuals in long-term housing will result in additional benefits to society, such as reducing stigma, restoring hope and dignity, and in some cases support individuals returning to work or reducing dependency on other areas of the support system.



All municipalities are grappling with how to house and support individuals with complex needs. This initiative would be a major milestone for the Central Okanagan, and the Province.

## PROJECT PLAN

Magnitude: **Capital +/- \$106 million** over 3 years | **Operating +/- \$9.5 million** per year

▶ Construction / Retrofit of:



Apartments – 2 x 40 units; 1 x 30 units; 2 x 20 units



~3 x 10 unit townhouse



~4 x 5 unit townhouse

- ▶ Establish Onsite, Integrated Clinical / Non-Clinical Care Teams (including Indigenous based practitioners)
- ▶ Scale up Community-Based Health Supports (scale up ACT, establish ICM)
- ▶ Shift Service Provision Norms (re procurement, data sharing, integration of clinical and non-clinical teams etc.)

## CURRENT STATUS

The City of Kelowna initiated the development of an evidence-based Advocacy Paper that involved understanding the scale of need in the community and cost considerations associated with a new model of care for people with complex needs. The City has since initiated a regional coalition that includes the City of Vernon, City of West Kelowna, District of Lake Country, , and Okanagan Indian Band. This advocacy position takes into consideration the needs of the region.

## ALIGNING WITH THE MINISTRY

The Ministries of Housing, Social Development and Poverty Reduction, Health, and Mental Health and Addictions are tasked to collaboratively address the needs of people experiencing homelessness, while the Ministry of Mental Health and Addictions is leading work to develop Complex Care housing that will provide an increased level of support – including more access to nurses and psychiatrists – for B.C.'s most vulnerable who need more intensive care than supportive housing provides.



## APPENDIX A - REFERENCES

- Cardenas, S., (2020, August 25). Housing-First strategy proves cost effective especially for the most-vulnerable homeless group. McGill University. <https://www.mcgill.ca/newsroom/channels/news/housing-first-strategy-proves-cost-effective-especially-most-vulnerable-homeless-group-323879>
- Farkas, M., & Coe, S. (2019). From residential care to supportive housing for people with psychiatric disabilities: past, present, and future. *Frontiers in Psychiatry*, 10(682), 1-6. 10:862. <https://doi.org/10.3389/fpsy.2019.00862> [historical account of supportive housing in the US]
- Kerman, N., Aubry, T., Adair, C., Distasio, J., Latimer, E., Somers, J., Stergiopoulos, V. (2020). Effectiveness of Housing First for homeless adults with mental illness who frequently use emergency departments in a multisite randomized controlled trial. *Administration and Policy in Mental Health and Mental Health Services Research*, 47, 515-525. <https://doi.org/10.1007/s10488-020-01008-3>
- Latimer, E., Rabouin, D. Cao, Z., Ly, A., Powell, G., Adair, C., Sareen, J., Somers, J., Stergiopoulos, V., Pinto, A., Moodie, E., & Veldhuizen, S. (2019). Cost-effectiveness of Housing First intervention with Intensive Case Management compared with treatment as usual for homeless adults with mental illness. *JAMA Network Open*, 2(8), 1-15. <https://doi.org/10.1001/jamanetworkopen.2019.9782>
- MacEwan, B. & Sullivan, S. (2020, June 28). Profound suffering at the heart of our beautiful city seems to defy all attempts to relieve it. *Vancouver Sun*. <https://vancouversun.com/opinion/dr-bill-macewan-and-paul-sullivan-profound-suffering-at-the-heart-of-our-beautiful-city-seems-to-defy-all-attempts-to-relieve-it>
- Mueser, K., & McGurk., S. (2004). Schizophrenia. *The Lancet*, 363, 2063-2072.
- Mueser, K., Deavers, Frances., Penn, D., Cassisi, J. (2013). Psychosocial treatments for schizophrenia. *Annual Review of Clinical Psychology*, 9, 465-497. <https://doi.org/10.1146/annurev-clinpsy-050212-185620>.
- Palepu, A., Patterson, M., Moniruzzaman, A., Frankish, C. & Somers, J. (2013). Housing First improves residential stability in homeless adults with concurrent substance dependence and mental disorders. *American Journal of Public Health*, 103(52), e30-36.
- Patterson, M., Currie, L., Rezansoff, S. & Somers, J. (2014). Exiting homelessness: perceived changes, barriers, and facilitators among formerly homeless adults with mental disorders. *American Psychological Association*, 38(1). 81-87. <https://doi.org/10.1037/prj0000101>
- Patterson, M., Somers, J., McIntosh, K., Shiell, A. & Frankish, C. (2007, October). Housing and supports for adults with severe addictions and/or mental illness in BC. Government of B.C. [https://www.health.gov.bc.ca/library/publications/year/2007/Housing\\_Support\\_for\\_MHA\\_Adults.pdf](https://www.health.gov.bc.ca/library/publications/year/2007/Housing_Support_for_MHA_Adults.pdf)
- Slade, M., Amering, M., Farkas, M., Hamilton, B., O'Hagan, M., Panther, G., Perkins, R., Shepherd, G., Tse, S. & Whitley, R. (2014). Uses and abuses of recovery: Implementing recovery-oriented practices in mental health systems. *World Psychiatric Association*, 13(1), 12-20. <https://doi.org/10.1002/wps.20084>
- Social Planning Research Council of British Columbia. (2006, April). Services to homeless people with concurrent disorders: Moving towards innovative approaches. *Homeless Hub*. <https://www.homelesshub.ca/resource/services-homeless-people-concurrent-disorders-moving-towards-innovative-approaches>
- Somers, J., Moniruzzaman, A., Rezansoff, S., Brink, J. & Russolillo, A. The prevalence and geographic distribution of complex co-occurring disorders: a population study. (2016). *Epidemiology and Psychiatric Sciences*, 25, 267-277. <https://doi.org/10.1017/S2045796015000347>

Vila-Rodriguez, F., Panenka, J., Lang, D., Thornton, A., Vertinsky, T., Wong, H., Barr, A., Procyshyn, R., Sidhu, J.J., Smith, G., Buchanan, T., Krajden, M., Krausz, M., Montaner, J., MacEwan, W. & Honer, W. (2013). The hotel study: multimorbidity in a community sample living in marginal housing. *Am J Psychiatry*, 170(20), 1413-1422.

MacEwan, B. & Sullivan, S. (2020, June 28). Profound suffering at the heart of our beautiful city seems to defy all attempts to relieve it. *Vancouver Sun*. <https://vancouver.sun.com/opinion/dr-bill-macewan-and-paul-sullivan-profound-suffering-at-the-heart-of-our-beautiful-city-seems-to-defy-all-attempts-to-relieve-it>

Moore, W. (2020, September 23). Kelowna's number one priority is housing people with complex needs. *Castanet*. <https://www.castanet.net/news/Kelowna/311316/Kelowna-s-number-one-priority-is-housing-people-with-complex-needs>

Knox, J. (2020, June 28). How teams, with police on board, wrestle with crises on Victoria streets. *Times Colonist*. <https://www.timescolonist.com/news/local/jack-knox-how-teams-with-police-on-board-wrestle-with-crises-on-victoria-streets-1.24161414>

Wilson, C. (2020, July 2). BC Housing explains why it paid millions above assessed value for Paul's Motor Inn. *Times Colonist*. <https://www.timescolonist.com/news/local/b-c-housing-explains-why-it-paid-millions-above-assessed-value-for-paul-s-motor-inn-1.24163559>

Vancouver Police Department. (2013, September). Vancouver's mental health crisis: an update report. <https://vancouver.ca/police/assets/pdf/reports-policies/mental-health-crisis.pdf>

British Columbia Ministry of Health. (2013, November). Improving health services for individuals with severe addiction and mental illness. Government of B.C. <https://www.health.gov.bc.ca/library/publications/year/2013/improving-severe-addiction-and-mental-illness-services.pdf>

B.C. Housing. (2017, January). Final report of the vulnerability assessment tool evaluation. Homeless Hub. [https://homelesshub.ca/sites/default/files/attachments/Pathways\\_VAT\\_Executive\\_Summary.pdf](https://homelesshub.ca/sites/default/files/attachments/Pathways_VAT_Executive_Summary.pdf)

B.C. Housing. (2020, January). Hearthstone modular supportive housing resident outcomes. <https://www.bchousing.org/publications/Hearthstone-Modular-Supportive-Housing-Resident-Outcomes-Report.pdf>

## APPENDIX B: KELOWNA INTERVIEW SUMMARY

Date: | October 25, 2020  
Subject: | People with Complex Needs Interview Summary

### Overview

---

There were nine stakeholder organizations who participated in the phone interviews which took place between July and August 2020. The stakeholders are Canadian Mental Health Association, ARC Community Centre, Foundry, John Howard Society, Karis Support Society, NOW Canada, John Howard Society, A Way Home Kelowna, and Okanagan Boys and Girls Club, Ki-Low-Na Friendship Centre, Community Living BC – Kelowna.

The purpose of the interviews to understand service gaps for people with complex needs in the healthcare and housing system in Central Okanagan and considerations for unique characteristics of care and support to better support these individuals.

The interview guide and questions were developed in partnership with the Journey Home Kelowna and Homelessness Services Association of British Columbia (HSABC).

The following are key findings regarding people with complex needs in the Central Okanagan:

- A range of housing and support services are offered by the stakeholders
- Youth who have complex needs access different housing and support services than adults
- All stakeholders indicated that a minimum of 50% of the people they serve experience complex needs (as defined in the project).
- There is no housing that is designed specifically for people with complex needs
- There is a lack of staff equipped with the right training to support people with complex needs
- Historically there has been resistance to systemic change to support of people with complex needs
- Some people who experience complex needs may not be captured under the existing evaluation systems
- There are no transitional housing and supports available to integrate people with living experiences of complex needs back into the community
- There is a need to breakdown stigma around people with complex needs
- Growing number of people with complex needs
- Opportunity for collaboration and trust across delivery partners

#### A note on youth with complex needs:

While a few of the interview stakeholders provide housing and support services specifically for youth with complex needs, the findings in this report focus on adults with complex needs. This is because barriers and challenges experienced by adults with complex needs in accessing services may be different from youth with complex needs as the two systems offer different programs for the groups and are funded by separate provincial and federal ministries.

## PROGRAMS OFFERED FOR PEOPLE WITH COMPLEX NEEDS IN THE CENTRAL OKANAGAN

**A range of housing and support services are offered by the stakeholders.**

The housing and support services programs in the Central Okanagan have different mandates and serve different groups in need. While some are focused on providing housing, others are focused on service provision only, and others may provide both. The services available include outreach and community inclusion activities for individuals with learning disabilities, home share models for individuals with disabilities, supportive housing, scattered site housing, emergency shelters for individuals experiencing homelessness, women's recovery programs and shelters.

**Youth who have complex needs access different housing and support services than adults.**

Some stakeholders provide support services to young adults and children ranging from 0 to 25 years of age. To name a few programs available for people with lived experience in Kelowna and in the Central Okanagan, there are the: Support Services for Families with FASD Program, Behaviour Assessment Support Services Program, Family-based Treatment Program, School Based Services, Collaborative Youth and Family Services. These programs are not be available for adults who do not meet the age eligibility.

**All stakeholders indicated that a minimum of 50% of the people they serve experience complex needs (as defined in the project).**

Whether the services offered are specific for individuals with complex needs or not, all stakeholders reported that a minimum of 50% of the people they serve experience complex needs. Many stakeholders described a high proportion of their clients as having complex needs (75% or higher). Some stakeholders noted that they were experiencing maximum capacity which indicates that there may be additional people with complex needs who are not captured. Severity of the needs, such as high or low needs, was not asked as part of the question.

**People with complex needs are served by two different systems of housing and support services.**

## CHALLENGES AND BARRIERS ACCESSING SERVICES FOR PEOPLE WITH COMPLEX NEEDS IN CENTRAL OKANAGAN

**There is no housing that is designed specifically for people with complex needs.<sup>29</sup>**

There is no housing that is designed specifically for people with complex needs. Stakeholders described how housing programs do not have built-in services and considerations for people with complex needs, such as the ability to maintain their house during crises and the lack of supportive treatment programs. It was emphasized that many people with complex needs are in survival mode and require specialized treatment so that they are able to stay housed over time.

One stakeholder noted that location of housing for people with complex needs is also important. It was noted it can be difficult for individuals to stay calm in situations where many people (e.g. 30 or more) are in crises, which can increase tension between neighbouring properties and eventually lead to eviction. The Coordinated Access Table in Kelowna seeks to find the right service or housing to accommodate individuals who have nowhere else to go.

---

<sup>29</sup> Note the interviews were completed prior to Ellis Place opening, which includes onsite supports for people with complex needs.

### There is a lack of staff equipped with the right training to support people with complex needs.

For stakeholders who provide support services only, the client to staff ratio is high which makes it challenging to serve individuals with complex needs. This is often compounded by the lack of resources available who are trained to work with concurrent disorders (e.g. mental health challenges and substance use disorders). In emergency shelters, people with complex needs require a high level of attention from staff which makes it difficult for stakeholders to allow them to stay when organizational capacity levels are low.

### Historically there has been resistance to systemic change to support of people with complex needs

The importance of accountability and a focus on outcomes, rather than outputs, from all levels of service providers – including government entities and non-profit organizations – was noted. Stakeholders emphasized that a system of care allows for tailored approaches to support people with complex, and are much more effective than approaches that are solely focused on providing housing or clinical treatments only (e.g. the same acquired brain injury can affect 15 people in 15 different ways). One stakeholder noted how the current system does not move with the individuals. An individual may be in a “healthier place”, but their medication and treatment plan are reflective of where they were, not where they are currently.

Stakeholders noted how organizational mandates, history, capacity, and lack of funding can make it difficult for those who want to shift the paradigm and allow for more flexibility to support people with complex needs. As a result of historic resistance, a stakeholder reported that organizations who work with people with complex needs may feel defeated and without options to support them.

*“Currently we keep people alive, but do not really help them. We sustain their pain a bit longer.”*

– Interview Stakeholder

### Some people who experience complex needs may not be captured under the existing evaluation systems

The existing evaluation systems for housing and support services may not be capturing all people with complex needs who require additional supports. Stakeholders noted that there is a service gap for individuals who are not screened for support services because they do not meet certain ratios (e.g. requirement of a low IQ score or developmental disability). This creates a big barrier for people who are not able to meet any of the criteria for individual support services, which leaves them without support. Where more flexibility is allowed in the evaluation, then the barrier may be lessened for people with complex needs to access services they require.

### There are no transitional housing and supports available to integrate people with living experiences of complex needs back into the community

There is an identified service gap for people with complex needs who are recovering and are trying to reintegrate back into the community. Stakeholders described that there may be people with living experiences of complex needs (e.g. recovering from substance use disorders and mental health challenges) who are released from hospitals or institutions back onto the street with no supports. Specific barriers for individuals who are transitioning back into the community include lack of transportation to access services (which are primarily located in downtown Kelowna), a need for privacy to access services, lack of income, and lack of proper identification cards.

The lack of transitional supports can lead to a repetitive cycle of being institutionalized over and over again if there are no programs available for people with living experiences of complex needs to continue to develop skills. Stakeholders reported how being housed allows for people with living experiences of complex needs to attend their appointments, especially if there is someone to support them and navigate the system with them.

### There is a need to break down stigma around people with complex needs

Stakeholders described how people with complex needs have experienced a lifetime of stigma within the services, systems, and communities they live in. This stigma makes it more difficult for people with complex needs to “come back” from that and reintegrate into community. One stakeholder has waived the client referral requirement which allows the client to access their services without having to pass through the referring agency, which lowers the access barriers, particularly for clients who may not feel safe going to the referring organization.

## RECENT TRENDS REGARDING SUPPORTS FOR PEOPLE WITH COMPLEX NEEDS

### Growing number of people with complex needs

The number of people with complex needs have increased over the years. Stakeholders reported how a proportion of individuals who are experiencing complex needs receive traditional supports but are unable to stay housed. There are the same people that cycle through the housing and health care systems. At the same time, stakeholders noted there are few resources in place to accommodate people with complex needs, and therefore the system get saturated quickly.

It was noted by stakeholders that the challenges faced by people with complex needs are more acute now with higher degrees of suffering (e.g. more people on the street). Stakeholders reported how this is compacted by several factors, such as funding restrictions; racism and discrimination; the re-emergence of stimulants, such as opioids and crystal meth; and income inequality. Some stakeholders observed that this is due to the lack of funding for affordable housing from several decades ago which has led to a lack of affordable purpose-built rental units in the community.

### Opportunity for collaboration and trust across delivery partners

Stakeholders reported there are examples of collaboration to break down silos between community organizations and service providers to better serve people with complex needs. It was noted that the City of Kelowna, BC Housing and Interior Health Authority have invested resources into collaborating around affordable housing and getting involved in social issues faced by more vulnerable groups in the community. Several local service and housing programs, including one to one support services, were noted as successful models and initiatives. Stakeholders also reported that there is a big move towards harm reduction, person-centered, disability informed approaches to care. However, it was reported by stakeholders that there is competition among non-profit service providers due to the nature of request for proposal bids.

## EMERGING PRACTICES TO SUPPORT PEOPLE WITH COMPLEX NEEDS IN THE CENTRAL OKANAGAN

The following were identified by stakeholders as practices they are undertaking or emerging to support people with complex needs:

- Providing a 1 to 1 client to staff model to help stabilize people with complex needs who may have been evicted from other places
- Harm reduction approach and/or Housing First approach when providing services
- No curfew for emergency shelter which allows individuals to leave and return according to their schedule
- Case management team, which includes a psychiatric nurse and two social workers, to help service users out
- Help people with complex needs to navigate services, by connecting them to other service providers so that they can build and maintain those relationships themselves
- Referrals for services are expanded beyond public entities to community organizations, families and friends.
- Individuals use income assistance to budget and pay for housing and all recovery items, such as warm up card for personal shopping and bus pass. If financial capacity not available, alternative funding is found.

## **PRELIMINARY IMPACTS OF THE COVID-19 PANDEMIC ON PEOPLE WITH COMPLEX NEEDS IN THE CENTRAL OKANAGAN**

Stakeholders were asked to describe any changes in the number of people with complex needs over the last few months during the COVID-19 health crisis. Overall, stakeholders noted anecdotally that there were no significant changes in the number of people with complex needs. However, it was noted that meeting social needs have been very challenging and those who were the most vulnerable continue to be impacted the most. Emergency shelters cannot have service providers and supports visiting and client interactions have decreased as staffing levels lowered.

Those who stay in scattered sites and Housing First programs now receive less visitors, and the need to wear personal protective equipment (PPE) can establish an institutionalized feeling. While there are fewer beds available in shelters, some individuals have shown to be resilient and have benefited from smaller group settings due to social distancing measures. It was reported that the programs that were introduced at the start of the pandemic have been implemented very quickly and that people with complex needs have a more difficult time with self-isolation. Some individuals did not feel safe going indoors to stay in emergency shelters which led to sanctioned encampments. However, social distancing is not maintained at the camps and some individuals felt they were not safe.

## APPENDIX C: VERNON INTERVIEW SUMMARY

Date: March 3, 2021  
Subject: Complex Needs Advocacy Paper – Vernon Service Provider Interview Summary

### Overview

---

There were eight stakeholder organizations (and 11 respondents) who participated in the **phone** interviews which took place in **January and February 2021**. The stakeholders are as follows: The Canadian Mental Health Association, Turning Points Collaborative/Street Clinic, Interior Health, The City of Vernon, The Ministry of Social Development and Poverty Reduction, Vernon Community Corrections, The RCMP, and Upper Room Mission.

The purpose of the interviews is to understand service gaps for people with complex needs in the healthcare and housing system in Vernon, and to gain insights into considerations for unique characteristics of care and support to better support these individuals.

This work is part of a larger regional initiative – the Complex Needs Advocacy Paper – begun in the City of Kelowna to understand the service gaps and appropriate models for housing and health supports for individuals who experience homelessness who have complex needs. As a result, the interview guide and questions mirror those used during the interviews with City of Kelowna service providers, and were developed in partnership with the Central Okanagan Journey Home Society and Homelessness Services Association of British Columbia (HSABC).

The following are key findings regarding people with complex needs in Vernon:

- A range of housing and support services are offered by the stakeholders with complex needs.
- The majority of stakeholders indicated that a minimum of 50% of the people they serve experience complex needs (as defined in the project).
- The current housing support system does not adequately serve people with complex needs.
- Staff need to be equipped with the right training to support people with complex needs.
- There is a stigma around people with complex needs.
- Having specialized supports can help to address barriers.
- There is a growing number of people with complex needs.
- Housing availability is a key area of concern.
- Young people are increasingly presenting with complex needs.
- There is heightened awareness of the need to support individuals with complex needs, and some service providers are increasing their services and supports.
- People experiencing vulnerable circumstances continue to be impacted by the Covid-19 pandemic.

#### A note on youth with complex needs:

While a few of the interview participants provide housing and support services specifically for youth with complex needs, the findings in this report focus on adults with complex needs. This is because barriers and challenges experienced by adults with complex needs in accessing services may be different from youth with complex needs as the two systems offer different programs for the groups and are funded by separate provincial and federal ministries.

## PROGRAMS OFFERED FOR PEOPLE WITH COMPLEX NEEDS IN VERNON

**A range of housing and support services are offered by the stakeholders.**

The housing and support services programs in Vernon have different mandates and serve different groups in need. While some are focused on providing housing, others are focused on service provision only, and others may provide both. The services available include emergency shelters for individuals experiencing homelessness, opioid treatment, employment counselling, overdose prevention and harm-reduction programs, substance use outreach, case management, community education programs (e.g. school outreach), mental health and public health programs, community policing and crime reduction, crisis support, and peer support programs. Tertiary and psychosocial community residence support programs are available as well.

**The majority of stakeholders indicated that a minimum of 50% of the people they serve experience complex needs (as defined in the project).**

Whether the services offered are specific for individuals with complex needs or not, 9 out of 11 stakeholders estimated that a minimum of 50% of the people they serve experience complex needs. Seven stakeholders described a high proportion of their clients as having complex needs (80% - 100%). It was reported that in outreach work, it can be difficult to determine accurately how many individuals experience complex needs. Stakeholders were not asked to comment on the severity of individuals experiencing complex needs (such as high or low needs, for example).

## CHALLENGES AND BARRIERS ACCESSING SERVICES FOR PEOPLE WITH COMPLEX NEEDS IN VERNON

**The current housing support system does not adequately serve people with complex needs.**

The current housing support and community health system does not adequately serve people with complex needs. Stakeholders described an increase of behavioural issues that result in clients being banned from various programs and services, including being banned by health authorities and landlords. Some clients display behaviours that are a disruption to other clients and community members. It was noted that some clients do not feel safe staying in shelters, or being in group settings as a result of safety issues – as a result, some choose to remain sheltering outside or living in encampments.

Stakeholders reported that a lack of transportation can be a barrier in terms of access to health services. This is problematic as people are often expected to go into clinics / physical locations to receive services. In addition, it was noted that clients may feel stigmatized while accessing services at local hospitals.

For those experiencing homelessness, a few respondents reported that clients may find themselves in and out of jails and hospitals. Experiences of individuals can be chaotic and those who are sleeping in rough conditions may relocate, and fall through the cracks without their care being prioritized. It was also noted that time management is challenging for some individuals. They may miss or be late for appointments and court hearings. Some are unable to maintain a job, and others engage in activities that lead to incarceration. ***In order to better serve these clients, the focus needs to shift towards safe supply (e.g. prescribing substances through safe supply) and housing. Those who have the most complex needs must have access to a variety of services.***

### Staff need to be equipped with the right training to support people with complex needs.

For stakeholders who provide support services to clients with behavioural challenges, it was noted that de-escalation does not always work. Behaviours are becoming more complex as individuals use substances that previously did not exist. Aggression or disruptive behaviour can pose problems for large group work, and the needs of staff must be taken into consideration. It was noted that staff have educational backgrounds in human services, but they can bring in personal biases and values. Staff retention was a reported challenge as well.

### There is a stigma around people with complex needs.

One stakeholder described a situation in which clients with complex medical needs (in addition to substance use) may need antibiotics three times a day – they would need to visit a hospital multiple times a day, and they feel stigmatized. In addition, it was noted that people may be turned down for housing – some are not even given appointments for rental property viewings. People who experience complex needs are stigmatized by society as a whole.

### Having specialized supports can help to address barriers.

In order to address current challenges, stakeholders note that an effort is being made to work with outreach teams who can connect individuals with primary health care services. In addition, one organization ensures nurses are on site to provide services like wound care, counselling assessments, and referrals. The City of Vernon created the *Folks on Spokes* program in which peer workers are engaged in order to work collaboratively and help to reduce stigma. It was also noted that the City of Vernon has a Vernon Survival Guide which includes information on food, shelter and Covid-19 updates.

In terms of addressing barriers, there is a general need for better housing options, increased resources, and staff training. The following specialized supports were identified: increased community-based detox and treatment programs, more progressive hands-on facilities, increased after care programs, introducing peer navigators within hospitals, facilities with a high level of surveillance, FASD assessments, and specific education related to trauma.

In addition, several interview participants highlighted the need for a safe supply of substances, which would reduce anti-social behaviours, use of the corrections system, and significantly reduce the stress levels of individuals. For individuals with severe mental health challenges, prescribing substances through safe supply is the more humane approach.

## RECENT TRENDS REGARDING SUPPORTS FOR PEOPLE WITH COMPLEX NEEDS

### There is a growing number of people with complex needs.

The number of people with complex needs have increased over the years. One stakeholder noted anecdotally that fentanyl addiction is more profound now, and with the changes in potency, methadone does not work as a viable alternative. Opioid use has increased, along with health issues, and overall complex needs. Stakeholders noted an increase of families who are homeless - possibly forced out of stable living environments. It was also reported that Indigenous individuals are overrepresented in the terms of the number of people experiencing complex needs. The connection between complex needs and behavioural challenges was reported as a trend as well – there has been an increase in public drug use and volatile behaviour which impacts the types of resources that individuals can access. Programs and services were reported to be at maximum capacity, despite the ebbs and flows of caseloads.

It was also noted that the overall population in the city is increasing, and overall poverty within the community exists, especially among families, single mothers, and children. Housing affordability, job loss, depression and addiction were reported as invisible factors related to complex needs.

### Housing availability is a key area of concern.

Stakeholders reported that shelters are often the only available option for those with complex needs (even for individuals who are capable of living independently), as there is an overall lack of affordable housing in the community. It was also noted that there has been a decrease in Single Room Occupancy (SRO) style housing, and the majority of individuals receive income assistance that is much lower than what is required for market rent.

*"For someone with complex needs, there is next to nowhere for them to find permanent housing currently."*

– Interview Stakeholder

### Young people are increasingly presenting with complex needs.

Anecdotally, stakeholders reported increased substance use rates among youth. Younger individuals are presenting complex needs, and this is apparent with those who are aging out of care / support programs. When this happens, a significant safety net for youth is removed, and can severely disrupt their lives.

### There is heightened awareness of the need to support individuals with complex needs, and some service providers are increasing their services and supports.

Throughout the community, there is increasing awareness, and in some cases, ability, to support people experiencing homelessness who have complex needs. For example, Vernon City Council has provided additional funding to support the needs of homeless populations. As well, bylaw officers are shifting from an enforcement approach to incorporate perspectives from social work, and officers are being trained in mental health first aid. These trends highlight the importance of raising awareness and understanding of the unique needs of people with complex needs. One stakeholder noted a heightened ability to meet people where they are, in terms of offering services, and the creation of a specific substance abuse working group for pregnant women.

## BEST PRACTICES TO SUPPORT PEOPLE WITH COMPLEX NEEDS IN VERNON

The following were identified by stakeholders as practices they are undertaking or emerging to support people with complex needs:

- Creating strong peer support programs to help people with complex needs.
- Ensuring that motels are available for temporary housing.
- Effective collaboration and communication between service provider organizations, government, social workers and mental health practitioners, health services, and law enforcement - even before issues arise.
- Organizations pooling resources and advocating together to meet the individual needs of clients, and the needs of the community.
- Employing transparency and a social justice lens in their work.
- In Vernon, supports for those impacted by homelessness are within walking distance of one another.
- The RCMP created two full-time positions for Downtown Enforcement – this provides an opportunity to get to know the community.
- The creation and continuation of the Camp Okanagan Outreach Liaison Team (COOL Team) – this team was developed to ensure individuals living in encampments are connected to appropriate services.
- Excellent community connections: if an officer encounters someone who is in crisis / seeking medical attention, they will know who to connect with.

## **PRELIMINARY IMPACTS OF THE COVID-19 PANDEMIC ON PEOPLE WITH COMPLEX NEEDS IN VERNON.**

Stakeholders were asked to describe any changes in the number or needs of individuals with complex needs over the last few months during the COVID-19 health crisis. Overall, stakeholders noted anecdotally that there have been significant changes for clients, as availability of support programs was negatively impacted by Covid-19.

Meeting the needs of clients has been very challenging as various services such as drop-in programs came to a halt in the early stages of the pandemic. The respondents reported an increase of overdoses, a reduction in vital in-person services, an increased strain on staff, and less places for vulnerable people to go during the day. With Covid-19, bylaw officers were also seeing additional cash on the street, leading to increased drug use. It was also noted that there is an increased need for hospital care, but less inpatient treatments and referrals, as hospitals face pressure to serve those impacted by Covid-19. Wait times for community-based referrals have increased as well. More recently, various programs have restarted, but are currently taking place virtually (by computer, phone, or text) - this can be challenging if clients do not have access to appropriate technology / resources.

However, with the Covid-19 pandemic, additional funds were provided to low-income populations, and BC Housing worked to create temporary shelters in partnership with hotels. This has led to fewer people sleeping in rough conditions. Despite these positive changes, individuals and communities experiencing vulnerable circumstances continue to be impacted by the Covid-19 pandemic.

## APPENDIX D: WEST KELOWNA INTERVIEW SUMMARY

Date: April 12, 2021  
Subject: Complex Needs Advocacy Paper – West Kelowna Service Provider Interview Summary

### Overview

---

There were five stakeholder organizations West Kelowna who participated in the **phone** interviews which took place in **March 2021**. The stakeholders from West Kelowna are as follows: West Kelowna Shelter Society, PIERS (Partners in Resource), Central Okanagan Food Bank – Central Office, Turning Points - West Kelowna Shelter, Westbank First Nation and Interior Health.

The purpose of the interviews is to understand service gaps for people with complex needs in the healthcare and housing system in West Kelowna, and to gain insights into considerations for unique characteristics of care and support to better support these individuals.

This work is part of a larger regional initiative – the Complex Needs Advocacy Paper – begun in the City of Kelowna to understand the service gaps and appropriate models for housing and health supports for individuals who experience homelessness who have complex needs. As a result, the interview guide and questions mirror those used during the interviews with City of Kelowna service providers, and were developed in partnership with the Central Okanagan Journey Home Society and Homelessness Services Association of British Columbia (HSABC).

The following are key findings regarding people with complex needs in West Kelowna:

1. There are a range of support services are offered by service providers in West Kelowna.
2. The majority of stakeholders indicated that a minimum of 50% of the people they serve experience complex needs (as defined in the project).
3. There is a lack of critical services for those with complex needs in West Kelowna.
4. Clients face restrictions in terms of accessing services.
5. There is a lack of collaboration among organizations, and inadequate staff training.
6. There is a stigma around people with complex needs.
7. There is a growing need for community-based supports in West Kelowna.
8. Housing availability is a key area of concern.
9. Young people are increasingly presenting with complex needs.
10. Additional government support is required to better support individuals with complex needs.
11. People experiencing vulnerable circumstances continue to be impacted by the Covid-19 pandemic.

#### A note on youth with complex needs:

While a few of the interview participants may provide housing and support services for youth with complex needs, the findings in this report focus on adults with complex needs. This is because barriers and challenges experienced by adults with complex needs in accessing services may be different from youth with complex needs as the two systems offer different programs for the groups and are funded by separate provincial and federal ministries.

## PROGRAMS OFFERED IN WEST KELOWNA

**A range of support services are offered by the stakeholders in West Kelowna.**

The support services programs in West Kelowna have different mandates and serve various groups in need. While some are focused on providing temporary shelter, others are focused on service provision only, and others may provide both. The available services include emergency shelters for individuals experiencing homelessness, transitional housing programs, wellness teams, counselling, food provision services, health services including doctor and pharmacist visits, outreach services, harm reduction, life skills and behaviour modification support, pre-employment programs, transit support, case management, overdose prevention services, and supervised consumption sites. Despite these services, a key gap is specific health services to support mental health and substance use challenges – services critical to supporting individuals with complex needs.

**The majority of stakeholders indicated that a minimum of 50% of the people they serve experience complex needs (as defined in the project).**

Whether the services offered are specific for individuals with complex needs or not, 5 out of 6 stakeholders estimated that a minimum of 50% of the people they serve experience complex needs. Four stakeholders described a high proportion of their clients as having complex needs (80% - 100%). Stakeholders were not asked to comment on the severity of individuals experiencing complex needs (such as high or low needs, for example).

## CHALLENGES AND BARRIERS ACCESSING SERVICES FOR PEOPLE WITH COMPLEX NEEDS IN WEST KELOWNA

**There is a lack of critical services for those with complex needs in West Kelowna.**

The current housing support and community health system in West Kelowna system does not adequately serve people with complex needs. Stakeholders noted a lack of emergency health services and little to no mental health and substance use programs available in the community (e.g. psychiatric services or injection therapy). There is often a need to travel to access services in Kelowna, as they are not available in West Kelowna. In addition, there is a shortage of detox and treatment facilities – the wait for treatment can often be over six months. This makes it difficult for clients active in recovery and sobriety without appropriate resources and supports.

This is further complicated by a lack of transportation in these communities, which was reported as a barrier in terms of access to health services. Clients are unable to access the services they need, or make it to important appointments. It is also difficult for clients to find motivation to seek it services that are not located within their community. It was noted that in some cases, caseworkers are located in Kelowna, and individuals must travel to meet them, but are effectively unable to.

It was reported that many individuals have difficulty navigating through professional settings (e.g. medical offices, probation appointments, banks, etc.), and clients often have to advocate for themselves if they are unable to secure program referrals.

**Clients face restrictions in terms of accessing services.**

Stakeholders reported that there are various restrictions that may make it difficult for those with complex needs to access important services. One respondent noted that clients must provide two pieces of identification and proof of residency in the central Okanagan in order to access food bank services. Those who do not have identification are unable to access this

service. Lack of internet and technology (e.g. mobile phones and/or laptops) also restrict community members from accessing online resources and tools.

Clients may also face bans from programs and services, which complicates their ability to find support. In addition, *it was noted that in order to qualify for supportive housing, clients must leave the community and go to Kelowna. This is problematic for those who do not want to leave family, friends and connections behind.*

#### **There is a lack of collaboration among organizations, and inadequate staff training.**

One stakeholder who provides support services to clients with complex needs indicated that it is difficult to collaborate and communicate with government health authorities in relation to the wellbeing and safety of clients. An example was provided in which a client with dementia was discharged into homelessness after a lung surgery. The client was not provided with adequate support.

Difficulties with law enforcement units were also raised. It was noted that the Police and Crisis Team (PACT) team does not respond to calls in West Kelowna, and RCMP at times have responded to mental health calls with brute force, as opposed to using de-escalation techniques.

Stakeholders report that clients in shelter care are often not connected to the services they require, such as income assistance. This can be attributed to a lack of staff training, and an overall system failure. It was also noted that in most shelter settings, there are no medical or nursing supports in place. As the needs of clients intensify, it is made clear that staff are not well equipped to appropriately support them.

#### **There is a stigma around people with complex needs.**

Those who experience complex needs are often stigmatized in society. One stakeholder described a situation in which a client with a substance use disorder may find it very difficult to access mental health services. It was noted that if hospitals know that the person is under the influence of a substance, they categorize them as having a substance use disorder, and that drastically changes the trajectory of help and services provided. Fear of judgement was also mentioned as a key concern for clients. It was noted that families may be reluctant to seek out supports due to fears of having their children taken away.

## **RECENT TRENDS REGARDING SUPPORTS FOR PEOPLE WITH COMPLEX NEEDS IN WEST KELOWNA**

#### **There is a growing need for community-based supports in West Kelowna.**

The level of services required to support those with complex needs has increased in these communities. One stakeholder noted anecdotally that fentanyl addiction is increasing in complexity as the drugs are now stronger, more unpredictable, and addictive. The drug supply is toxic and can lead to increased overdoses, especially among youth populations who are ending up in shelters more often. It was also noted that opioid use has significantly increased, along with overdose deaths. Stakeholders also reported that foodbank usage has surged. Additionally, those who are experiencing homelessness in West Kelowna have a very strong community, and it is difficult for them to move to another city to access services – it is vital to have services they can access in their own communities.

#### **Housing availability is a key area of concern.**

Stakeholders reported that the availability of safe and affordable housing is a key challenge in West Kelowna. Vacancy rates are below 1%, and this makes it difficult or near impossible to secure housing. It was noted that rental properties are highly competitive, landlords discriminate against those receiving social supports, and credit checks (to secure rental units) are

increasing in popularity. Despite the development of more supportive housing units, the need for safe housing continues to grow, as the number of those who are facing homelessness also increases.

### Young people are increasingly presenting with complex needs.

It was reported that younger individuals are accessing toxic drug supplies and exposing themselves to high risk situations. One stakeholder noted key consequences for youth including repeated overdoses or substance induced psychosis. It was explained that in previous years, shelter clients were generally older and more likely to have alcohol use disorder, but young people are now presenting with opioid and meth use disorders. Shelters are seeing this change in population. In addition, it was noted that there is a lack of awareness about child development needs.

### Additional government support is required to better support individuals with complex needs.

Stakeholders made it clear that government bodies need to provide more housing options, transportation services, and localized programs / services for individuals in their communities. There is a lack of knowledge, understanding, and trust in government and school systems.

In order to better serve those with complex needs, it would be beneficial for government organizations to support capacity building, and develop partnerships with community organizations, create dedicated community spaces, bring detox and treatment centres into the community, increase Indigenous programming, enact caps for rental amounts or increase rental subsidies, and increase health services / programs that are rooted in the community.

*"There needs to be spaces that specifically are able to address mental health and substance use challenges. They (governments) also must address physical and medical needs because currently this is a huge gap."*

– Interview Stakeholder

## BEST PRACTICES TO SUPPORT PEOPLE WITH COMPLEX NEEDS IN WEST KELOWNA

The following were identified by stakeholders as practices they are undertaking or emerging to support people with complex needs:

- Increased relationship-building and collaboration with community partners including BC Housing, law enforcement, and shelter services.
- Collaboration with partner organizations and agencies to advocate for the needs of their clients and communities.
- Employing a housing-first model to ensure clients are housed, and can access the services they need. This also helps to encourage independence.

## PRELIMINARY IMPACTS OF THE COVID-19 PANDEMIC ON PEOPLE WITH COMPLEX NEEDS IN WEST KELOWNA

Stakeholders were asked to describe any changes in the number or needs of individuals with complex needs over the last few months during the COVID-19 health crisis. Overall, stakeholders noted anecdotally that there have been significant changes for clients, as community need increased during the Covid-19 pandemic.

Meeting the needs of clients has been very challenging as various support workers (nurses, volunteers, outreach workers, counsellors, and doctors, etc.) are unable to physically enter shelter settings (at all, or often) as a result of the ongoing

pandemic. Covid-19 has also created a situation in which in-person services and community connections have been negatively impacted and staff are unable to pick up individuals who are living transiently. Stakeholders report that there are no longer places to gather, increased loneliness among seniors and those who lack social interaction, and restrictions in terms of access to bathrooms.

However, with the Covid-19 pandemic, additional funds were provided which created an increase of shelter beds, funding for a Covid-19 wellness program, the ability to provide personal protective equipment, and drop-off food provision programs. One stakeholder noted that they are making changes to service delivery by introducing hybrid (virtual) programming along with small group sizes. Despite these positive changes, individuals and communities experiencing vulnerable circumstances continue to be impacted by the Covid-19 pandemic.

# APPENDIX E: DISTRICT OF LAKE COUNTRY INTERVIEW SUMMARY

Date: April 23, 2021  
Subject: Complex Needs Advocacy Paper – Lake Country Service Provider Interview Summary

## Overview

---

There was one stakeholder organization from Lake Country who participated in the **phone** interview which took place in **April 2021**. The stakeholder from Lake Country was Lake Country Food Assistance Society. The purpose of the interviews was to understand service gaps for people with complex needs in the healthcare and housing system in Lake Country, and to gain insights into considerations for unique characteristics of care and support to better support these individuals.

The project team reached out to several other organizations with limited engagement in scheduling additional interviews:

- ▶ Lake Country Health Planning Society: *The outreach program is no longer part of their services. There has not been any request for outreach services since August. There was a small group of people 'living rough' at a closed/abandoned motel site for a time, but our team worked with these individuals to get them access to appropriate services and housing, mostly in Kelowna."*
- ▶ Society of Hope: *The Society of Hope provides independent living to seniors, families and women in short term housing with, or without, children. The Society does not provide any supportive housing. The Society rarely comes into contact with individuals with complex needs.*
- ▶ Lake Country Church: *Have helped some people in the past but not clear if it is part of our mandate.*

This work is part of a larger regional initiative – the Complex Needs Advocacy Paper – begun in the City of Kelowna to understand the service gaps and appropriate models for housing and health supports for individuals who experience homelessness who have complex needs. As a result, the interview guide and questions mirror those used during the interviews with City of Kelowna service providers, and were developed in partnership with the Central Okanagan Journey Home Society and Homelessness Services Association of British Columbia (HSABC).

The following are key findings regarding people with complex needs in Lake Country:

12. Food provision and food recovery services are available for those with complex needs.
13. A minimum of 25% of the people served by the organization experience complex needs (as defined in the project).
14. There is a lack of critical services for those with complex needs in Lake Country.
15. Communication challenges are a key barrier.
16. Housing availability is a key area of concern.
17. Young people are increasingly presenting with complex needs.
18. Additional government support is required to better support individuals with complex needs.
19. People experiencing vulnerable circumstances continue to be impacted by the Covid-19 pandemic.

## **PROGRAMS OFFERED FOR PEOPLE WITH COMPLEX NEEDS IN LAKE COUNTRY**

**Food provision and food recovery services are available for those with complex needs.**

Social service programs in Lake Country have different mandates and serve various groups in need. The participating organization noted that they provide food provision and food recovery services (distributing food from local grocery stores). In addition to this, they provide guidance to clients and connections to other programs and services.

**A minimum of 25% of the people served by the organization experiences complex needs (as defined in the project).**

Whether the services offered are specific for individuals with complex needs or not, the stakeholder indicated that about 25% of the populations they serve have complex needs. It was noted that within Lake Country, they may serve 500 individuals per month. Stakeholders were not asked to comment on the severity of individuals experiencing complex needs (such as high or low needs, for example).

## **CHALLENGES AND BARRIERS ACCESSING SERVICES FOR PEOPLE WITH COMPLEX NEEDS IN LAKE COUNTRY**

**There is a lack of critical services for those with complex needs in Lake Country.**

The current housing support and community health system in Lake Country system does not adequately serve people with complex needs. The stakeholder noted a lack of affordable housing, and localized services / programs for community members. Individuals must go to Kelowna in order to access services. It was noted that transportation is not adequate in this community. The bus runs just twice a day and as a result, clients are unable to access food bank services.

**Communication challenges are a key barrier.**

It was reported that clients may not have access to phones (personal / mobile phones, or pay phones), and this makes communication and access to support very difficult. The stakeholder indicated that they try to reach out to clients, but this can be very challenging for those who do not have telephone access.

## **RECENT TRENDS REGARDING SUPPORTS FOR PEOPLE WITH COMPLEX NEEDS LAKE COUNTRY**

**Housing availability is a key area of concern.**

The stakeholder reported that housing is extremely expensive in Lake Country. A one-bedroom unit can cost \$1,200 per month. Many individuals in the community are couch-surfing or living transiently, which makes it difficult to secure housing.

**Young people are increasingly presenting with complex needs.**

Younger individuals are presenting with chronic issues, and it was noted that youth are at increasingly high risk. Especially in situations of existing crisis, there is often a lack of available support.

### Additional government support is required to better support individuals with complex needs.

The stakeholder made it clear that government bodies need to provide support to ensure local programs are available. At present, there are no local services for community members. Lake Country currently has one social worker – they require more social work support and increased capacity in this area. Government bodies also need to provide additional support in the area of transportation. It was noted that funding allocations for Lake Country need to be revisited.

*"There are no services in the community... There is nothing, and there are people sleeping rough."*

– Interview Stakeholder

## BEST PRACTICES TO SUPPORT PEOPLE WITH COMPLEX NEEDS IN LAKE COUNTRY

The following were identified by stakeholders as practices they are undertaking or emerging to support people with complex needs:

- Foster strong community connections - the small community size ensures that community members get to know one another.
- Church-based organizations provide important support in the community.

## PRELIMINARY IMPACTS OF THE COVID-19 PANDEMIC ON PEOPLE WITH COMPLEX NEEDS IN LAKE COUNTRY

Interview participants were asked to describe any changes in the number or needs of individuals with complex needs over the last few months during the COVID-19 health crisis.

It was reported that Covid-19 has created a situation in which in-person services and community connections have been negatively impacted. The stakeholder indicated that without being able to see clients in person, it has been difficult to understand the true needs of clients and communities. In addition, as a result of the pandemic, there is no longer a place for clients to come together or gather.

However, with the Covid-19 pandemic, the organization has been able to increase food deliveries by 450%. Despite this positive change, individuals and communities experiencing vulnerable circumstances continue to be impacted by the Covid-19 pandemic.

# APPENDIX F: INTERVIEW GUIDE

## Introduction

The City of Kelowna along with City of Vernon, City of West Kelowna, District of Lake Country and Okanagan Indian Band are working with local partners in the Central Okanagan Region to better understand the scale of individuals with complex needs in West Kelowna, and the unique characteristics of care and support that should be considered to better support these individuals.

We acknowledge that complex needs vary from individual to individual and are defined differently across agencies and service providers. For the purposes of this research, people with “complex needs” are described generally as individuals experiencing overlapping mental and substance use disorders often resulting in homelessness and being frequent users of crisis and emergency services.

More specifically, complex needs can be defined as:

- A person with ‘complex needs’ is someone with two or more needs affecting their physical, mental, social or financial wellbeing.
- Such needs typically interact with and exacerbate one another leading to individuals experiencing several challenges simultaneously.
- These needs are often severe and/or long standing, often proving difficult to ascertain, diagnose or treat.
- Individuals with complex needs are often at, or vulnerable to reaching crisis point and experience barriers to accessing services; usually requiring support from two or more services/agencies.

We will not attribute any specific comments to you. However, we will include a list of the individuals and organizations that were interviewed as part of this study in the final report. Does this work for you? Do you have any questions before we begin?

## Interview Questions:

1. Can you please describe the programs your organization offers and who you serve? Do you have specific programs that work with individuals with complex needs?
2. Please provide an estimate of the number of individuals with complex needs who access your services on any given month.
3. How do you and your organization define an individual with complex needs?
4. Can you describe the challenges or barriers that individuals with complex needs face in terms of accessing the services they require? Do you have specific programs that work with individuals with complex needs?
5. Are there specific programs or services offered by your organization to help meet / address these specific challenges and barriers?
6. What changes has your organization observed in the number or needs of individuals with complex needs over the last few months, specifically during the COVID-19 health crisis?
7. How has COVID-19 affected your ability to provide services to individuals with complex needs in particular?
  - Are there any emerging practices that are showing signs of success?
8. Have you noticed any trends in recent years (e.g. last 5 years) in the number of individuals with complex needs?
9. What do you think should be done at a municipal/ provincial/federal level to better address the challenges people with complex needs face?
10. What does the Central Okanagan do well in regards to supporting individuals with complex needs?
11. Further comments.

## APPENDIX G: RURAL / SMALL COMMUNITY RESPONSES

Date: April 23, 2021  
Subject: Complex Needs Advocacy Paper – Rural/Small Community Responses - Research Summary

### Overview

---

Given the smaller community size and bedroom community characteristics of District of Lake Country (DLC), in relation to its larger neighbours of Kelowna and Vernon, it is acknowledged there are fewer direct services for people experiencing homelessness in the community. Given these unique characteristics, the appropriate response for the District may be different from that of Kelowna or Vernon. It will be important to ensure the advocacy work conducted by elected officials is appropriately contextualized for the DLC context.

The purpose of the research summary is to highlight promising practices in how smaller communities are addressing housing people with complex needs. This work is part of a larger regional initiative – the Complex Needs Advocacy Paper – begun in the City of Kelowna to understand the service gaps and appropriate models for housing and health supports for individuals who experience homelessness and who have complex needs (overlapping mental health and substance use challenges).

The following are key themes from the research about approaches to supporting individuals with complex needs in small communities, and/or bedroom communities which may lack services, but may be interested in supporting those individuals to stay in the community:

#### Best practices:

20. Employ a tailored, community-focused approach, and maximize existing resources to build capacity within the community.
21. Develop creative strategies to expand the non-traditional complex care workforce.
22. Sustainable financing strategies are instrumental in designing successful complex care approaches in rural areas.
23. Outreach work can help to support those with complex needs in rural communities.
24. Adapt an integrated service delivery model, or community hub approach.
25. Collaborate with community partners to organize and deliver services for those with complex needs in rural communities.
26. Consider innovative uses of technology to facilitate and coordinate provider, community organization, and patient linkages.
27. Invest in rural communities to create localized and appropriate services.
28. Create services that are targeted towards specific populations.

#### Key challenges:

1. There is a lack of transportation services and community infrastructure to support individuals with complex needs in rural communities.
2. Rural and remote towns do not have adequate services to meet the needs of individuals with complex chronic conditions.

## BEST PRACTICES IN SERVICE DELIVERY FOR PEOPLE WITH COMPLEX NEEDS IN RURAL OR BEDROOM COMMUNITIES.

Employ a tailored, community-focused approach, and maximize existing resources to build capacity within the community.

It is important for organizations in rural communities to leverage existing resources and services as they support populations with complex needs. Rural communities often lack centralized services, and this creates difficulties in terms of accessing services. Discovering existing opportunities for cooperation can help organizations come together to better serve their communities.<sup>30</sup>

According to the Centre for Housing Policy at the University of York in Scotland, service provider organizations can enhance existing services by developing formal and informal support networks. This can include mentoring and life skills support programs. There is value in developing volunteers in order to increase the capacity and effectiveness of social networks in small communities.<sup>31</sup>

*"In Pueblo, Colorado, a group of community organizations that had originally convened to improve youth mentoring programs recognized that they were involved in a larger, shared endeavor. When they gathered, they found other places in the community where they could work together to improve the lives of individuals, including new collaborative developments for diversion programs, and supporting Medicaid coverage of alternative treatment and support strategies for children with significant behavioral health needs. The organizations involved discovered what was fully available from partners in the community and were able to share resources."<sup>32</sup>*

[www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/)

### Develop creative strategies to expand the non-traditional complex care workforce

The role of healthcare organizations in rural communities has changed in that they commonly take on a community organizer role. Organizations may provide support in the areas of care coordination, but they may also play a role in connecting clients / patients to services such as housing and food provision. Jim Lloyd discusses the "non-traditional" complex care workforce, in which community members can be trained to support those in need (e.g. peer support and navigation workers).<sup>33</sup>

An organization in Northern California engaged community members to participate as health care coordinators at their local wellness centre. These individuals were familiar with the region, and could provide support for those looking to access

---

<sup>30</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 4).

<sup>31</sup> Bevan, Mark, and Julie Rugg. Providing Homelessness Support Services in Rural and Remote Rural Areas: Exploring Models for Providing More Effective Local Support. University of York, Sept. 2006, [www.york.ac.uk/media/chp/documents/2006/remoterural.pdf](http://www.york.ac.uk/media/chp/documents/2006/remoterural.pdf). (p. VIII)

<sup>32</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 4).

<sup>33</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 5).

services in the community.<sup>34</sup> According to the Rural Ontario Institute, informal networks such as friends and family, often take on the role of “first responders” for those who are at risk of experiencing homelessness.<sup>35</sup>

### Sustainable financing strategies are instrumental in designing successful complex care approaches in rural areas.

Complex care services can be costly for individuals accessing services and for service provider organizations. It is helpful to connect with local foundations as well as regional health foundations to acquire the support needed to operate services in rural communities. Overall, it is important to identify sources of sustainable financing and community investments.<sup>36</sup>

### Outreach and after-hours work can help to support those with complex needs in rural communities

Outreach Services help to ensure that community members can access health and social services. This is particularly important in rural communities, where access to services is negatively impacted by geography, as well as challenges related to availability of services and infrastructure.

According to the Rural Ontario Institute, non-profit organizations are understood as best suited to undertake outreach work. Individuals experiencing homelessness were appreciative of staff members who went out into the communities to serve clients directly. Providing outreach support can help to make services more accessible for community members. For example, Street Outreach Van in York Region (a van-based service delivery program), or mobile outreach program can help to support those who experience homelessness by reducing access and transportation barriers. Hours of service can be extended to meet the needs of vulnerable individuals in the community as well.<sup>37</sup>

*"In 2016 the city of Santa Monica created its Homeless Multidisciplinary Street Team, a group of specialists who locate and engage homeless individuals in the city who most-frequently use city services. The goal was to help the people obtain housing and address their other needs, including mental health and substance use disorders.*

*The team tries to see each of the targeted homeless residents at least twice a week, with many being seen almost daily. Team members worked for weeks or months to gain the trust of the homeless residents, using a light touch to build relationships in order to convince them to accept housing and services."*<sup>38</sup>

<https://www.rand.org/news/press/2019/06/05.html>

### Adapt an integrated service delivery model, and / or community hub approach.

Integrated Service delivery models and/ or community hub models are a helpful way to improve accessibility and service coordination in rural communities. Employing a community hub model helps to address gaps by bringing services together.

---

<sup>34</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 6)

<sup>35</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a). (p. 146).

<sup>36</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 9).

<sup>37</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a). (p. 137).

<sup>38</sup> Ashwood, J. Scott. "Smaller City Effort to Aid Chronically Homeless Has Success, Cuts Use of Municipal Services." RAND Corporation, 5 June 2019, [www.rand.org/news/press/2019/06/05.html](http://www.rand.org/news/press/2019/06/05.html).

Community hubs can be physical spaces in which a number of activities, programs, and services take place.<sup>39</sup> According to the government of Ontario, community hubs can serve as a central access point in which agencies can collaborate on service provision, and they can help to create services that are responsive to the needs of the community. Community Hubs can also reduce administrative duplication for service provider organizations.<sup>40</sup> According to the Centre for Housing Policy at the University of York in Scotland, co-locating services can help to reduce the effects of remoteness, such as distance and lack of physical presence.<sup>41</sup>

Integrating services such as affordable housing, transitional housing, and health supports, will better help to meet the needs of vulnerable populations, including youth. For example, an integrated service models, clients can access a variety of supports such as employment and education programs, as well as housing services within the same organization.<sup>42</sup>

### Collaborate with community partners to organize and deliver services for those with complex needs in rural communities

According to the National Alliance to End Homelessness, making connections and forging partnerships with service provider organizations and community agencies is an important way to build support for those with complex needs, including youth.<sup>43</sup> Schools can play an integral role as outreach partners as well; they have the ability to support with service delivery, and they can identify if youth may be experiencing, or at risk of experiencing homelessness. For example, the Youth Reconnect Program in Catharine's, Ontario, works with schools, law enforcement and social workers to address the needs of at-risk youth in their community. This program ensures that youth clients do not have to leave the community in order to access services.<sup>44</sup>

*"Partnerships between community organizations and municipal governments were identified as a necessary component of all successful prevention, intervention, and outreach models. These partnerships can help offset or share the cost of funding outreach and engagement strategies."* - National Alliance to End Homelessness, 2009

Collaboration with faith-based organizations can also be helpful in supporting individuals with complex needs in rural communities. For example, North House Shelter in Beaverton, Ontario, noted that solidifying partnerships with church organizations such as Faith Works and the Anglican Church, is integral to their success.<sup>45</sup>

---

<sup>39</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a). (p. 153).

<sup>40</sup> "Community Hubs." Ontario.ca, Ontario Ministry of Infrastructure, June 2017, [www.ontario.ca/page/community-hubs#section-o](http://www.ontario.ca/page/community-hubs#section-o).

<sup>41</sup> Bevan, Mark, and Julie Rugg. Providing Homelessness Support Services in Rural and Remote Rural Areas: Exploring Models for Providing More Effective Local Support. University of York, Sept. 2006, [www.york.ac.uk/media/chp/documents/2006/remoterural.pdf](http://www.york.ac.uk/media/chp/documents/2006/remoterural.pdf). (p. VIII).

<sup>42</sup> Lukawiecki, J., Sawatzky, A., Arsic, V., & Brown, D. (2018). Strategies for engaging youth experiencing or at risk of homelessness in rural areas. Guelph, ON: Community Engaged Scholarship Institute. [https://atrium.lib.uoguelph.ca/xmlui/bitstream/handle/10214/15853/Lukawiecki\\_etal\\_StrategiesForYouthHomelessness\\_Report\\_2019.pdf?sequence=1&isAllowed=y](https://atrium.lib.uoguelph.ca/xmlui/bitstream/handle/10214/15853/Lukawiecki_etal_StrategiesForYouthHomelessness_Report_2019.pdf?sequence=1&isAllowed=y). (p. 10).

<sup>43</sup> Lukawiecki, J., Sawatzky, A., Arsic, V., & Brown, D. (2018). Strategies for engaging youth experiencing or at risk of homelessness in rural areas. Guelph, ON: Community Engaged Scholarship Institute. [https://atrium.lib.uoguelph.ca/xmlui/bitstream/handle/10214/15853/Lukawiecki\\_etal\\_StrategiesForYouthHomelessness\\_Report\\_2019.pdf?sequence=1&isAllowed=y](https://atrium.lib.uoguelph.ca/xmlui/bitstream/handle/10214/15853/Lukawiecki_etal_StrategiesForYouthHomelessness_Report_2019.pdf?sequence=1&isAllowed=y). (p. 10).

<sup>44</sup> Lukawiecki, J., Sawatzky, A., Arsic, V., & Brown, D. (2018). Strategies for engaging youth experiencing or at risk of homelessness in rural areas. Guelph, ON: Community Engaged Scholarship Institute. [https://atrium.lib.uoguelph.ca/xmlui/bitstream/handle/10214/15853/Lukawiecki\\_etal\\_StrategiesForYouthHomelessness\\_Report\\_2019.pdf?sequence=1&isAllowed=y](https://atrium.lib.uoguelph.ca/xmlui/bitstream/handle/10214/15853/Lukawiecki_etal_StrategiesForYouthHomelessness_Report_2019.pdf?sequence=1&isAllowed=y). (p. 11).

<sup>45</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a). (p. 129).

*"In Spartanburg County, South Carolina, a coalition of community organizations devoted to improving the health of the region met with local church leaders to engage the rural communities in a diabetes control program offered in the area. The conversation among the groups, however, led to the church leaders expressing interest in the Adverse Childhood Experiences study and opportunities to use a trauma-informed approach to care within their communities. The pastors recognized how trauma impacted their parishioners' lives, and began working with the coalition to develop community-based training and educational sessions on the topic".<sup>46</sup>*

[https://www.chcs.org/media/TCC-RURAL-BRIEF\\_050719.pdf](https://www.chcs.org/media/TCC-RURAL-BRIEF_050719.pdf)

### Consider innovative use of technology to facilitate and coordinate provider, community organization, and patient linkages

Access to quality care can be challenging as rural and remote communities may have inadequate technology including a lack of broadband internet connection. However, technology can help to facilitate communication with patients / clients, and other care providers as well. Software packages can be used to coordinate the care needs of clients and community members. In addition, models such as telehealth can help to ensure that care is made available in underserved communities.<sup>47</sup>

For example, in Chatham-Kent, Ontario, the community came together to develop a telephone crisis line service. This serves as a point of contact for individuals experiencing homelessness, or in a state of crisis. Callers are screened and diverted to safe temporary housing, or referred to local emergency motels. If transportation is preventing access to emergency the motels, local cab companies are engaged. Social media marketing was used to share news about this program as well.<sup>48</sup>

*"Mountain-Pacific Quality Health has supported the development of multidisciplinary ReSource Teams in Montana that go beyond clinic walls to provide care to complex patients through in-person visits and connect patients to providers virtually through tablet technology. The teams, which consist of complex care nurses and CHWs, provide care coordination services and connect rural and frontier complex care patients with social support services addressing SDOH such as housing security, utility access, financial independence, and food availability."<sup>49</sup>*

[https://www.chcs.org/media/TCC-RURAL-BRIEF\\_050719.pdf](https://www.chcs.org/media/TCC-RURAL-BRIEF_050719.pdf)

---

<sup>46</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 2).

<sup>47</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 7).

<sup>48</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81aega](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81aega). (p. 137).

<sup>49</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). (p. 4).

### Invest in rural communities to create localized and appropriate services

Investing in rural communities helps to develop a local service system which supports the creation of programs and services that are accessible, holistic, coordinated, and culturally appropriate (for Indigenous communities and beyond). It is vital that solutions are developed in the context of the uniqueness of each rural community. Funding allocations must also better align to local needs.<sup>50</sup>

*Service providers discussed local strategies for addressing the needs of people by utilizing available services through hospitals, police, busses, and motels. If these options were unworkable, they referred people to services in a city. The absence of vital services in rural settings requires service providers to be creative in finding solutions but this entails the investment of extra time and energy.<sup>51</sup>*

<https://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a>

### Create services that are targeted towards specific populations

According to the Canadian Observatory on Homelessness, in order to address homelessness among marginalized individuals in rural regions, it is vital to tailor programs and services to meet the needs of specific populations such as women, newcomers, Indigenous Peoples, LGBTQ2S community members, and veterans. The *Repairing the Holes in the Net* action research project was provided as an example in which researchers uncovered barriers for women who have complex needs (e.g. substance use disorder and / or mental health concerns), and are homeless or are at risk of experiencing homelessness. Research participants indicated key challenges such as trauma, social exclusion and housing. It was noted that study results went on to inform the development of tailored programs and services.<sup>52</sup>

*"Unresolved trauma, poverty and social exclusion, inability to find and maintain housing and ineffective services emerged as interconnected and multifaceted challenges related to women's service engagement."<sup>53</sup>*

<https://www.tandfonline.com/doi/full/10.3402/ijch.v74.29778>

---

<sup>50</sup>KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a). (p. 147).

<sup>51</sup>KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a). (p. 105).

<sup>52</sup> Taylor , Malaika. "How Is Rural Homelessness Different from Urban Homelessness?" How Is Rural Homelessness Different from Urban Homelessness? | The Homeless Hub, Canadian Observatory on Homelessness, July 2018, [www.homelesshub.ca/blog/how-rural-homelessness-different-urban-homelessness](http://www.homelesshub.ca/blog/how-rural-homelessness-different-urban-homelessness).

<sup>53</sup> Rose Schmidt, Charlotte Hrenchuk, Judie Bopp & Nancy Poole (2015) Trajectories of women's homelessness in Canada's 3 northern territories, *International Journal of Circumpolar Health*, 74:1, DOI: 10.3402/ijch.v74.29778

## CHALLENGES AND BARRIERS TO ACCESSING SERVICES FOR PEOPLE WITH COMPLEX NEEDS IN RURAL OR BEDROOM COMMUNITIES.

There is a lack of transportation services and community infrastructure to support individuals with complex needs in rural communities.

According to Jim Lloyd, from the U.S based Center for Health Care Strategies, there is a lack of infrastructure to serve those with complex needs in rural communities. This ranges from a lack of public transportation to overall inaccessibility of primary care and social services. Geography is also noted as a key area of concern, as those in need are unable to access quality services in-person.<sup>54</sup>

Many individuals in rural and northern communities depend on private / personal vehicles for transportation. Various service provider organizations are able to integrate transportation into their services (through private transportation by staff or volunteer drivers), but this may not be covered by direct or administration costs. In order to develop regional transportation systems to address this gap, significant community input, and government funding is required. In addition, since rural communities often have low density and large distances, this may create fare rates that are unaffordable for community members.<sup>55</sup> High-quality transit service can be understood as an anti-poverty support, especially in suburban and rural areas, as the majority of funds available for anti-poverty programs are located in larger metropolitan cities.<sup>56</sup>

Rural and remote towns do not have adequate services or staff to meet the needs of individuals with complex chronic conditions.

In looking at healthcare provision for those with complex needs in rural communities, Kathleen Rice and Fiona Webster note that resource towns do not have adequate services to meet the needs of individuals with complex chronic conditions. It was found that in some of these towns, young people seek employment outside the community, and an older population is left behind with complex care needs (both age related and social needs).<sup>57</sup>

There is often a shortage of specialized health and community-based services in remote towns. Care providers also face difficulties in offering services, as community infrastructure is not designed to meet the needs of seniors. Additionally, rural and remote communities have challenges with recruitment and retention of health care professionals.<sup>58</sup> Healthcare and social needs in these communities are rising, but there are barriers that make it difficult to provide and access services.

---

<sup>54</sup> Lloyd, Jim. Opportunities to Advance Complex Care in Rural and Frontier Areas, Center for Health Care Strategies, May 2019, [www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/](http://www.chcs.org/resource/opportunities-to-advance-complex-care-in-rural-and-frontier-areas/). Page 1.

<sup>55</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81a9ea](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81a9ea). (p. 147).

<sup>56</sup> Snyder, Tanya. "Suburbanization of Poverty Isolates a Growing Number of Americans." Streetsblog USA, May 2013, [usa.streetsblog.org/2013/05/21/suburbanization-of-poverty-isolates-a-growing-number-of-americans/](http://usa.streetsblog.org/2013/05/21/suburbanization-of-poverty-isolates-a-growing-number-of-americans/).

<sup>57</sup> Kathleen Rice, Fiona Webster (2017). Care interrupted: Poverty, in-migration, and primary care in rural resource towns. Social Science & Medicine, Volume 191., Pages 77-83. ISSN 0277-9536, <https://doi.org/10.1016/j.socscimed.2017.08.044>.

<sup>58</sup> Kathleen Rice, Fiona Webster (2017). Care interrupted: Poverty, in-migration, and primary care in rural resource towns. Social Science & Medicine, Volume 191., Pages 77-83. ISSN 0277-9536, <https://doi.org/10.1016/j.socscimed.2017.08.044>.

## CASE STUDIES

### Cornerstone Landing Youth Service - Lanark County

*"Lanark County is made up of small towns and rural areas. It has one shelter for the domestic violence population and no specific emergency housing. In 2010, a group of concerned people got together to address the issue of young people in their county who were homeless, which evolved into Cornerstone Landing Youth Services, a community-based charitable non-profit that provides a continuum of care to youth aged 16 to 25 in their community. This is a small, uniquely rural approach to addressing youth homelessness on a one-by-one basis.*

*Programs and services: Cornerstone Landing provides direct support and case management services to youth who are homeless or at risk of homelessness across the County through two Housing First case workers. Rent supplements and financial support are also available on a priority basis. Most recently Cornerstone Landing added a transitional housing program in Smiths Falls to their list of services. They plan to open a second transitional home in Carleton Place in the fall of 2017. Youth accessing all of Cornerstone Landing's programs are supported in accessing community resources, completing their education, finding employment and working toward independent living."*<sup>59</sup>

<https://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a>

### Community Mobilization North Bay Gateway Hub

*"The Gateway Hub in North Bay provides the opportunity for highly-structured collaboration with over 20 community agencies from different sectors, including policing services, health, social services, education, Indigenous partners and other community-based organizations. Based on and modelled after the Risk Driven Collaborative process from Prince Albert, Saskatchewan, the intent of The Gateway Hub is to rapidly mobilize existing community resources to help individuals and families who are most in need, to reduce their level of risk. Acutely elevated risk exists when a number of factors are identified that, if left unattended, would likely result in harm or lead to the situation worsening to the point where a more formal and extended intervention is required. This may include the apprehension of children, criminal charges, or prolonged medical or psychiatric inpatient hospital stays. The Gateway Hub is a great example of intersectoral collaboration and integration at the community level that positively impacts the wellbeing of individuals and families in the North Bay community."*<sup>60</sup>

<https://www.ontario.ca/page/two-year-progress-report-community-hubs-ontario-strategic-framework-and-action-plan>

---

<sup>59</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a). (p. 128).

<sup>60</sup> Government of Ontario. "Two-Year Progress Report on Community Hubs in Ontario: A Strategic Framework and Action Plan." Ontario.ca, October 13, 2017, Oct. 2017, [www.ontario.ca/page/two-year-progress-report-community-hubs-ontario-strategic-framework-and-action-plan](http://www.ontario.ca/page/two-year-progress-report-community-hubs-ontario-strategic-framework-and-action-plan).

### Places for People Non-Profit Housing Corporation - Haliburton County

*"Places for People (P4P) is a charity that provides subsidized rental housing in Haliburton County. Since 2007, it has developed properties in three villages comprising six family units. It has been granted relief from land taxes by MPAC because it relieves poverty, but otherwise is not dependent on government funds. It fundraises in the community until the mortgage and related housing costs can be addressed by rental revenue and then proceeds to develop its next project. P4P has attracted investment from community members and organizations by offering a reasonable financial return, as well as the satisfaction of helping to increase the stock of quality housing. It also borrows reserve funds from community organizations on a short-term promissory note in order to buy down its more expensive mortgages.*

*Programs and services: P4P buys existing properties, renovates them, and rents them at affordable rates by accessing municipal rent supplements. P4P board members and volunteers provide property maintenance and tenant support, as well as fundraising and community education. Tenants connect monthly with a 'coach', a skilled volunteer, to discuss progress on goals and arrange for assistance as needed. This connection triggers a monthly contribution of a small percentage of the rent into a trust fund that the tenant may access, on negotiation, for emergencies or opportunities. P4P is implementing two new tweaks on its original model; further information is available on this from the contact."*<sup>61</sup>

<https://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a>

### The Yo! Mobile – Timmons, Ontario

*The Yo! Mobile was established in 2010 by a community member who identified a gap in services. It is non-profit organization that operates a mobile van dedicated to providing warm food and clothing to people living with homelessness in Timmins, Ontario. The program has become an integral part of community services for people living with homelessness. Items provided are donated by individuals and businesses in the community. The community response to the service has been positive and supportive.*

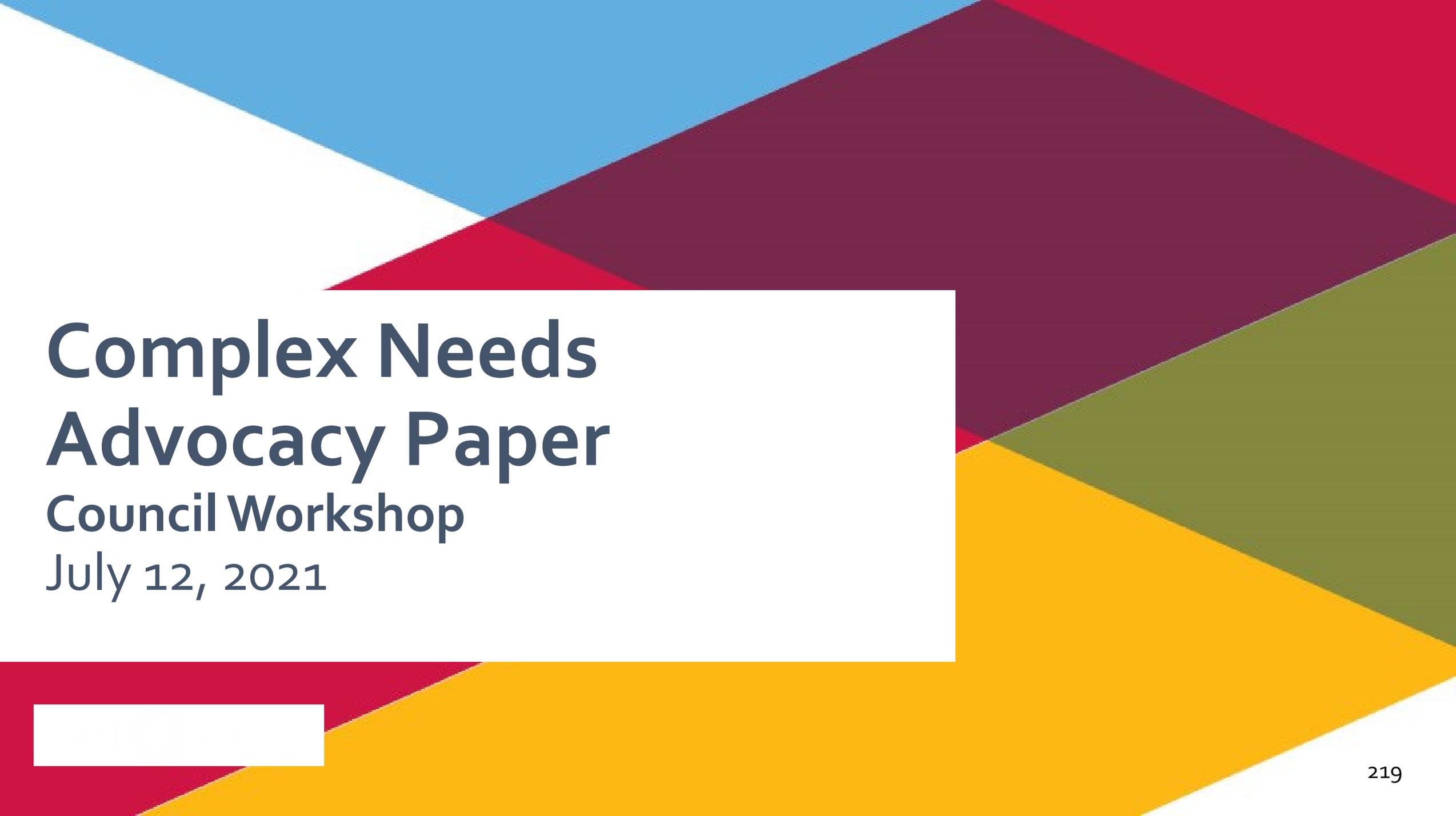
*Programs and services: Initially, the van drove around to various locations in the city. At present, it parks on Friday and Saturday nights between the hours of 7 p.m. and midnight at the Timmins City Hall, where it has a dedicated parking spot and power supply. It operates from October to March each year. In the winter of 2016, 4,500 people used the service. The service provides, for no fee, food (coffee, tea, hot chocolate, soups, sandwiches, desserts and individually wrapped snacks), clothing on a serve-yourself basis (tuques, mitts, gloves, coats, snowsuits, boots and sleeping bags), as well as a warm place for people to sit while accessing the service.*

Rural Ontario Institute (ROI) 2017 Report on homelessness in rural and northern Ontario –

<https://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a>

---

<sup>61</sup> KAUPPI, C., O'GRADY, B., SCHIFF, R., MARTIN, F. and ONTARIO MUNICIPAL SOCIAL SERVICES ASSOCIATION. (2017). Homelessness and Hidden Homelessness in Rural and Northern Ontario. Guelph, ON: Rural Ontario Institute. [www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a](http://www.ruralontarioinstitute.ca/file.aspx?id=ae34c456-6c9f-4c95-9888-1d9e1a81ae9a).



# Complex Needs Advocacy Paper

## Council Workshop

July 12, 2021



# Background Information

---



- Connection to Journey Home systems approach and a Housing First model
- Increasing demand for housing and supports
- Regional approach to addressing Complex Needs of the housing vulnerable
- Community leadership

# Role of Advocacy Paper

---



- Seeking the development of a new model of complex care housing (systems design with integrated services)
- Align with direction of Provincial government Ministry mandates
- Focus of municipal resources
- Adapt to community needs
- Moving the dial on the most complex issues for communities

# Project and Consulting Team



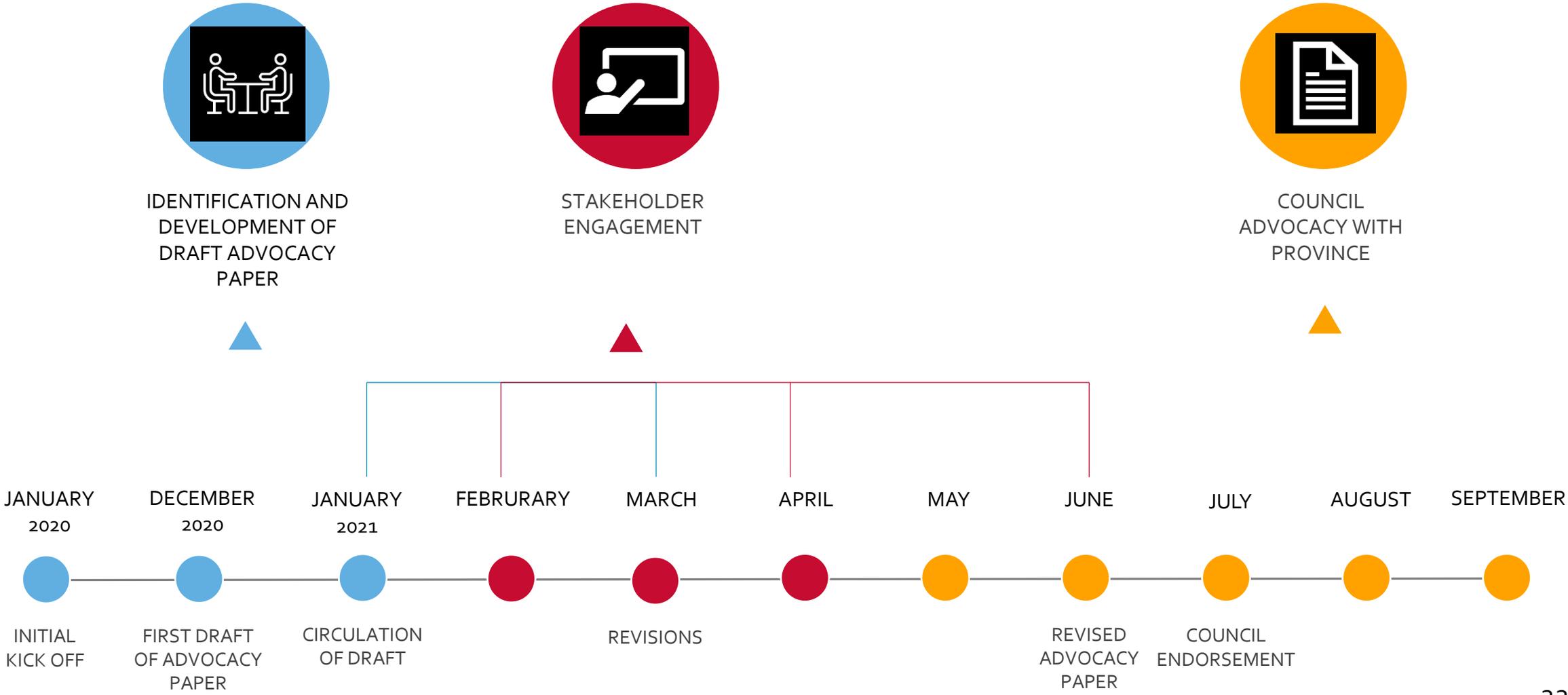
Dr. John Higenbottam  
Provincial and  
Medical Care  
Expertise



# Municipal & Inter-Governmental Partners



# Project Timeline



# Working Definition(s)

---

## COMPLEX NEEDS

- People with “complex needs” are:
  - *Individuals experiencing overlapping mental and substance use disorders, co-morbid developmental disabilities, acquired brain injuries or FASD often resulting in the experience of homelessness, along with being frequent users of crisis and emergency services.*
  - ***For the purposes of this advocacy paper, the focus is on individuals experiencing overlapping mental health and substance use disorders who experience homelessness***
- This work addresses the part of the continuum of care related to ‘housing with supports’

# The Gaps

---



## WHAT WE'VE LEARNED

- Across whole housing continuum, the system of care is not equipped to serve people with complex needs
- At least half of the individuals accessing social services are experiencing complex needs
- Social serving organizations are generally operating at capacity before considering individuals with complex needs – therefore their needs are going unmet.

**~50%**   
**Accessing social services  
are experiencing complex  
needs**

# The Gaps

---



## WHAT WE'VE LEARNED

- Indigenous people are overrepresented in the number of people experiencing complex needs
- There is a lack of culturally safe services available for Indigenous people
- There is an opportunity to support Indigenous capacity building to take on greater leadership and staff support roles related to how people with complex needs are supported and housed



**Indigenous people are overrepresented in the population experiencing complex needs, and underrepresented in delivering the solutions**

# The Gaps

---



## WHAT WE'VE LEARNED

- There are no housing models being deployed locally that specifically meet the needs of individuals experiencing complex needs (\*Ellis Place)
- There is a housing and service gap for youth experiencing complex needs
- There is a very significant lack of qualified staff experienced and trained to support individuals experiencing complex needs

### Gaps in:



**Housing**



**Youth**



**Staff**

# The Gaps

---



## WHAT WE'VE LEARNED

- The current 'system' does not adequately move individuals experiencing complex needs through the spectrum of supports as their circumstances change or relapses occur
- There are no supports in place to help address stigma



**Supports to  
address stigma**



**Spectrum of  
supports**

# The Gaps

---



## WHAT WE'VE LEARNED

- Procurement and funding models don't recognize the service requirements of individuals experiencing complex needs
- Procurement models don't incite innovation in supporting individuals experiencing complex needs
- Procurement models favour the status quo in terms of contractors and measures of success

**Procurement  
model changes  
required**



# The Gaps

---



## WHAT WE'VE LEARNED

- Community health models are required but not sufficient
  - ACT supports are effective but insufficient
  - There isn't an ICM Team locally
- Resident support models are lacking/non-existent



**ACT Supports**



**Local ICM Team**



**Resident Support Models**

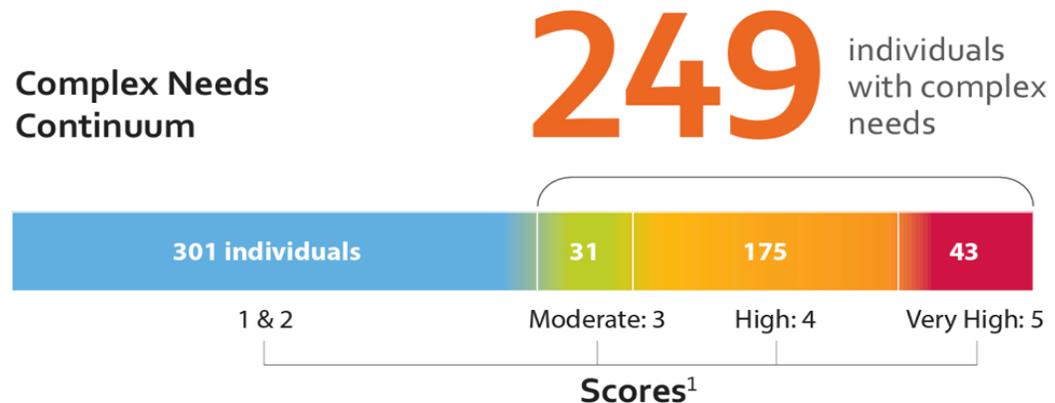
# Scale of the Need

## Vulnerability Assessment Tool (VAT) and Coordinated Access List

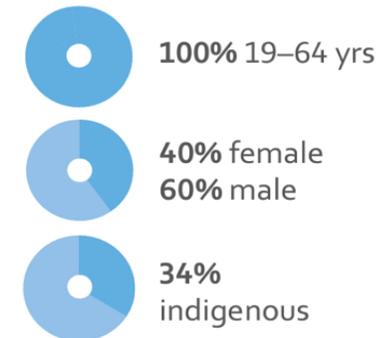
Ongoing count of individuals age 19 or older in need of BC Housing services in Kelowna, West Kelowna and Vernon



### Complex Needs Continuum



### Demographics



### Complex Needs By Community



# Shaping the Improvements

1 HF

Housing First

2 Variety of low-medium density housing forms



Permanent housing with staff supports

3

People are supported by an integrated team of clinical + non-clinical supporters who work onsite.



4



Integrated mental health + substance use supports

ICM + ACT

5

System + Administrative Supports



Integrated teams



Shared data



Supportive procurement policy

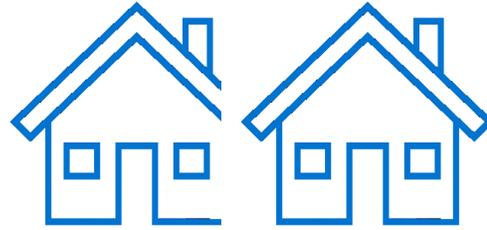
# Variety of Low-Medium Density Housing

---

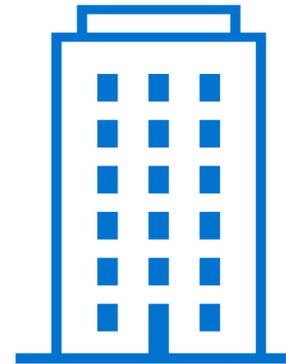
## HOUSING CONTINUUM FOR COMPLEX NEEDS



**Small 3 -5 Unit  
House/Townhouse**



**8 -10 Unit  
Townhouse Complex**



**20+ Unit Apartment  
Complex with  
Common Areas**



**Housing First  
Scattered Site  
(individual units  
within market  
developments)**

# Staffing and Supports

---

## INTEGRATED TEAM OF CLINICAL & NON CLINICAL SUPPORTERS WHO WORK ONSITE



- **Peer Supporters:** Embedded within housing to support deep connections and supports for people with complex needs;
- **Clinical Staff:** Psychiatric nurse practitioners and generalized or specialized social workers support workers (typically, Master of Social Work with specialization in substance use or mental health).
- **Indigenous Supports and Cultural Healing:** Indigenous case managers and social workers who can support Indigenous clients with cultural healing, belonging and safety within housing units.
- **General Support Workers**

# Community Health Supports

---

## INTEGRATED MENTAL HEALTH & SUBSTANCE USE SUPPORTS – ACT & ICM

- **Assertive Community Treatment:** ACT teams aim to provide the majority of the treatments and services directly to the clients.
- **Intensive Case Management:** ICM teams typically consist of a partnership of professional and non-professional team members who share responsibilities for outreach and services provided in the client's community and family environment.



# System and Administrative Supports

---



**Integrated  
teams**



**Shared  
data**



**Supportive  
procurement  
policy**

# Business Case Considerations

---

Support Element	Cost	Notes
Housing Infrastructure	\$106 million	Capital investment (one time cost spread over 3 year timeframe 2022-24)
On-site Clinical & Non-clinical Teams	\$8.6 million	Includes staff working in integrated teams (11 teams to support 220 individuals) plus 25% contingency
System Administrative Supports	\$0.2 million	
Scattered Site Unit Costs	\$0.7 million	Includes costs of rent supplements and support staff, plus 25% contingency
<b>Total (Capital Infrastructure)</b>	<b>\$106 million</b>	
<b>Total (Annual)</b>	<b>\$9.5 million</b>	

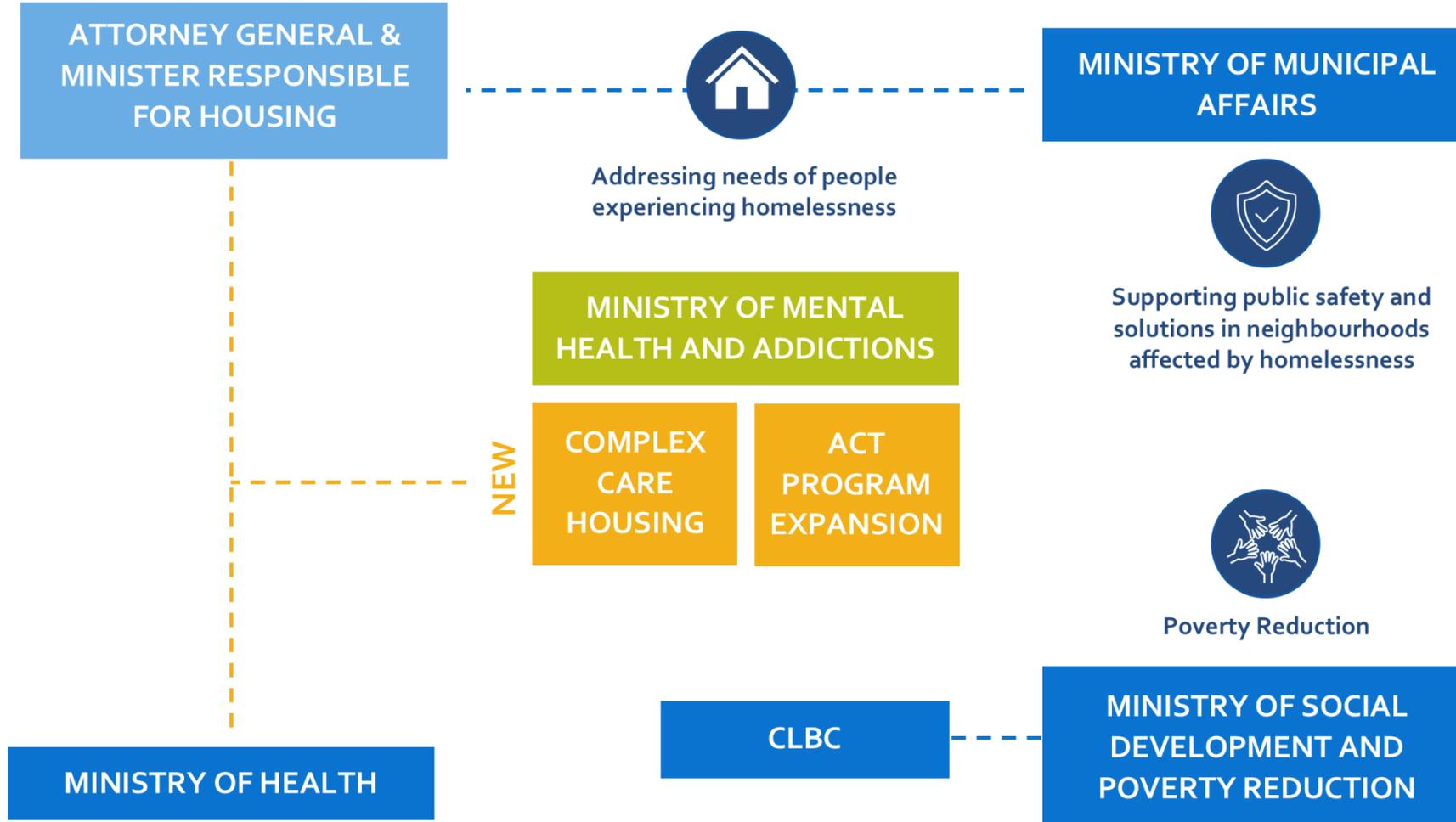
# Potential Cost Avoidance

---

- Individuals experiencing homelessness who have complex needs are not receiving the supports they require to attain and maintain stable housing. **The lack of housing and supports has significant financial impact on community resources – in the central okanagan it is estimated to be upwards of between \$14 and \$18 million annually.**
- In contrast, it is estimated the annual costs of providing the housing and supports for people with complex needs is approximately \$9.5 million. These costs are considerably lower than the cost of status quo.

**An approach to housing individuals with complex needs that incorporates onsite health supports alongside complementary community based health services can lead to a cost savings of between **\$4.5M** and **\$8.5M** annually.**

# ADVOCACY POSITIONS



# Next Steps

---

- City of Kelowna Council Endorsement
- Advocacy with Provincial Ministries



# Questions and Discussion

# Report to Council



**Date:** July 12<sup>th</sup>, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Water Regulation Bylaw Update  
**Department:** Utility Services

---

## **Recommendation:**

THAT Council receives for information, the report from the Water Operations Manager dated July 12<sup>th</sup>, 2021, pertaining to the Water Regulation Bylaw update;

AND THAT Bylaw No. 12245 being Amendment #14 to Water Regulation Bylaw No. 10480 be forwarded to Council for reading consideration.

## **Purpose:**

To inform Council about the proposed changes to the Water Regulation Bylaw to address water rate issues for golf courses in south east Kelowna.

## **Background:**

The Water Regulation Bylaw sets out the services provided, the terms and conditions associated with these services and the rates charged for use of the City's water supply and distribution systems. Proposed updates have been brought forward to and adopted by Council.

The irrigation season commenced May 1st, 2021 following the annual schedule for use of the non-potable water supply system. This is the first year of metered water consumption for much of southeast Kelowna. Utility Services has been working with customers of the non-potable system to understand consumption, billings and impacts. During this process it has become apparent that there are inconsistencies in how golf courses in southeast Kelowna are charged for water use off the non-potable supply.

**Discussion:**

The Water Regulation Bylaw includes Water Utility rates for both the potable and non-potable water supply systems. The non-potable system has two rates, one for "Agricultural" users and one for properties with access to the non-potable system but with no farming practice as defined by BC Assessment. Purchased allotments for non-farm properties remain, however the lower Agricultural water rates require the property be classified as Farm Status or Developing Farm Status by BC Assessment.

In southeast Kelowna, three golf courses have access to the non-potable irrigation system. Two courses have Farm Status and are billed based on the Agricultural Rate. The third golf course does not have Farm Status and, according to Bylaw 10480 is being charged the rate of \$0.30 per cubic meter. In the past, SEKID billed their Agricultural rate for all three golf courses.

Staff have estimated the difference of the two methods could result in one course paying almost 7 times more for its irrigation water than the other two. Discussion with the course manager identified serious financial impacts and concerns for their operation at this point in their season.

Staff agree that billing should be consistent for all three users while being fair and equitable to all rate payers.

The issue is complex as two properties include both agricultural and commercial uses. As this could be a significant change and impact, staff will engage the affected users to develop a long-term rate structure that is fair and equitable.

For the remainder of 2021, staff recommend that all three golf courses be applied with the Agricultural rate classification. A proposed equitable rate for 2022 will be developed for council's consideration later this fall.

**Conclusion:**

It is recommended that Council receive and approve Amending Bylaw No. 12245 to amend Water Regulation Bylaw 10480.

**Internal Circulation:**

Communications  
Utility Billing  
Utility Planning  
Finance

**Financial/Budgetary Considerations**

The new rate will take effect upon date of bylaw adoption. Staff will perform a water meter reading at that time. Forgone revenue is estimated to be between \$30,000 to \$40,000 depending on the golf course's rate of consumption.

Considerations not applicable to this report:

*Legal/Statutory Authority:*

*Legal/Statutory Procedural Requirements:*

*Existing Policy:*

*External Agency/Public Comments:*

*Communications Comments:*

Submitted by:

A. Weremy, Water Operations Manager

Approved for inclusion:



K. Van Vliet, Acting Director Civic Operations

# CITY OF KELOWNA

## BYLAW NO. BL12245

### Amendment No. 14 to Water Regulation Bylaw No. 10480

---

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts that the City of Kelowna Water Regulation Bylaw No. 10480 be amended as follows:

1. THAT **PART 1 – INTRODUCTION, Section 1.2 Interpretation** be amended by:

(a) deleting the definition for "Agricultural" as follows:

"Agricultural" means land assigned an Allotment and is classified as Farm, as of December 31 of the preceding year, under the Assessment Act, R.S.B.C. 1996, c. 20 as amended or replaced from time to time";

and replace it with:

"Agricultural" means land assigned an Allotment and is classified as Farm, as of December 31 of the preceding year, under the Assessment Act, R.S.B.C. 1996, c. 20 as amended or replaced from time to time, or a golf course located within the boundaries of the former South East Kelowna Irrigation District boundary, as they were upon dissolution;

2. This bylaw may be cited for all purposes as "Bylaw No. 12245, being amendment No. 14 to Water Regulation Bylaw No. 10480."

3. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first, second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Parks and Public Spaces Bylaw Amendment  
**Department:** Real Estate and Bylaw Services

---

**Recommendation:**

THAT Council receive, for information, the Parks and Public Spaces Bylaw Amendment report from the Real Estate and Bylaw Services departments dated July 12, 2021;

AND THAT Council gives reading consideration to Bylaw No.12223 being amendment No.4 to the Parks and Public Spaces Bylaw No.10680;

AND FURTHER THAT Council gives reading consideration to Bylaw No.12243 being amendment No.28 to Bylaw Enforcement Bylaw No. 10475.

**Purpose:**

To amend the Parks and Public Space Bylaw No. 10680, as well as the schedule of penalties in Bylaw No. 10475.

**Background:**

The effective operation and management of the City’s three primary boat launch facilities (Cook Road, Water Street, and Sutherland Ave) has been increasingly challenging as a result of more and more marine traffic on Okanagan Lake.

Over the years, the City has seen an increase in the number of instances of complaints regarding improper usage of the boat launches. Complaints range from vehicles and boat trailers being left unattended in the boat launch, to companies using the docks or the boat launches to conduct business and/or customer inspections. This unauthorized usage is decreasing the efficiency of the boat launches and has resulted in 260 services requests over the past six years, as shown in the table below.

Boat Launch Related Service Requests	
Year	Service Request
2016	49
2017	60
2018	46
2019	30
2020	60
2021	15 (YTD)
<b>Total</b>	<b>260</b>

Proposed Bylaw Amendments:

In order to provide Bylaw Services with the necessary tools to monitor and regulate the activity at the City’s boat launches, Staff are recommending to strengthen both the bylaws, and the fines that can be issued, as follows:

*Parks and Public Spaces Bylaw 10680*

The proposed bylaw reads as follows (with changes highlighted in **bold**):

Current bylaw wording	}	3.28 Except as otherwise posted, or authorized by the City of Kelowna, and in accordance with any posted conditions, no Person shall:
		(a) dock, tie up, beach, or anchor a Watercraft in any way to a wharf, dock, beach, sign, tree or any or other facility or thing located within or forming part of a Park;
Proposed bylaw additions	}	<b>(b) park or leave a vehicle and/or trailer unattended in a boat launch;</b>
		<b>(c) provide watercraft operation instruction, sell tickets or conduct business in a boat launch; and</b>
		<b>(d) refuel a boat, aircraft or other watercraft in a boat launch;</b>

The addition of points b, c, and d are intended to address the majority of concerns and public complaints received over the past six years.

*Bylaw Notice Enforcement Bylaw 10475*

Due to the number of infractions and the ability of one user to have a substantial and negative impact on overall boat launch operations, Staff feel that a substantial fine is warranted to ensure compliance, which should lead to increased efficiency at the boat launch.

The charts below show the proposed changes to the fines payable due to a bylaw infraction

Delete:

Bylaw	Section	Description	A1 Penalty	A2 Early Payment Penalty	A3 Late Payment Penalty	A4 Compliance Agreement
10680	3.28	Dock or anchor contrary to posted signage	\$100.00	\$90.00	\$110.00	YES

Replace with:

Bylaw	Section	Description	A1 Penalty	A2 Early Payment Penalty	A3 Late Payment Penalty	A4 Compliance Agreement
10680	3.28	Dock or anchor contrary to posted signage, leaving vehicle unattended, conducting business or refueling watercraft at the boat launch	\$500.00	\$450.00	\$500.00	YES

Without these amendments, Bylaw Officers can only rely on bylaws that are not specific to the boat launch, with fees ranging from \$30-\$100. It has become evident that the current bylaws are not effective with regards to influencing and changing behavior.

*Letter of Support:*

The Kelowna Yacht Club (KYC), located adjacent to the Water Street boat launch, is known for its active participation in promoting boater safety. Additionally, the KYC has just received funding from Transport Canada's Boating Safety Contribution Program.

KYC has provided a letter of support for the proposed bylaw amendment in hopes that it will create a safer boat launch as user's take a more respectful approach to how they use it.

**Internal Circulation:**

- Bylaw Services
- Communications
- Parks Services
- Parking Services
- Risk Management

**Considerations not applicable to this report:**

- Legal/Statutory Authority:
- Legal/Statutory Procedural Requirements:
- Existing Policy:
- Financial/Budgetary Considerations:

External Agency/Public Comments:  
Communications Comments:

**Submitted by:** J. Adamson, Manager, Property Management and D. Gazley, Bylaw Services

**Approved for inclusion:** J. Säufferer, Real Estate Department Manager

**Attachments:** 1. Schedule A -Kelowna Yacht Club Letter of Support  
2. Schedule B - PowerPoint



June 29, 2021

To whom it may concern.

We write to you to notify you of our support for several proposed Bylaw amendments regarding the public boat launches, as follows:

3.28 Except as otherwise posted, or authorized by the City of Kelowna, and in accordance with any posted conditions, no Person shall:

- (a) dock, tie up, beach, or anchor a Watercraft in any way to a wharf, dock, beach, sign, tree or any or other facility or thing located within or forming part of a Park;
- (b) *park or leave a vehicle and/or trailer unattended in a boat launch;*
- (c) *provide watercraft operation instruction, sell tickets or conduct business in a boat launch; and*
- (d) *refuel a boat, aircraft or other watercraft in a boat launch;*

Located directly adjacent to the Water Street Boat launch, the Kelowna Yacht Club and its members appreciate the City's continued focus on improving the experience for residents and visitors alike.

Should you require any further information, please do not hesitate to contact us at any time.

Sincerely,

Thom Killingsworth  
Executive Director  
thom@kelownayachtclub.com  
(250)762-3310 ext. 230

Eva Aylward  
Commodore  
board@kelownayachtclub.com



# Parks and Public Space and Notice Enforcement Bylaw Amendments

July 12, 2021

# Boat Launch Related Service Requests

Year	Service Requests
2016	49
2017	60
2018	46
2019	30
2020	60
2021	15 (YTD)
<b>Total</b>	<b>260</b>

# Unattended truck and trailer



# Parked vehicle in boat launch area



# Proposed Bylaw Amendment

3.28 Except as otherwise posted and in accordance with any posted conditions, no Person shall:

- ▶ (a) dock, tie up, beach, or anchor a Watercraft in any way to a wharf, dock, beach, sign, tree or any or other facility or thing located within or forming part of a Park;
- ▶ *(b) park or leave vehicle and trailer unattended in a boat launch;*
- ▶ *(c) provide instruction, sell tickets or conduct business in a boat launch; and*
- ▶ *(d) refuel a boat, aircraft or other watercraft in a boat launch;*

# Proposed Bylaw Amendment

Delete:

Bylaw	Section	Description	A1 Penalty	A2 Early Payment Penalty	A3 Late Payment Penalty	A4 Compliance Agreement
10680	3.28	Dock or anchor contrary to posted signage	\$100.00	\$90.00	\$110.00	YES

Replace with:

Bylaw	Section	Description	A1 Penalty	A2 Early Payment Penalty	A3 Late Payment Penalty	A4 Compliance Agreement
10680	3.28	Dock or anchor contrary to posted signage, leaving vehicle unattended, conducting <u>business</u> or refueling watercraft at the boat launch	\$500.00	\$450.00	\$500.00	YES

“The City has the resources and flexibility to lead innovative solutions,  
capitalize on opportunities and respond with agility to emerging issues.”  
City of Kelowna Land Strategy



# CITY OF KELOWNA

## BYLAW NO. 12223

### Amendment No. 4 to Parks and Public Spaces Bylaw No. 10680

---

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts that the City of Kelowna Parks and Public Spaces Bylaw No.10680 be amended as follows:

1. THAT **PART 3 - PROHIBITIONS, 3.28** be amended by deleting the following:

"Except as otherwise posted and in accordance with any posted conditions, no **Person** shall dock, tie up, beach, or anchor a **Watercraft** in any way to a wharf, dock, beach, sign, tree or any or other facility or thing located within or forming part of a **Park**";

And replacing it with

Except as otherwise posted, *or authorized by the City of Kelowna*, and in accordance with any posted conditions, no **Person** shall:

- (a) dock, tie up, beach, or anchor a **Watercraft** in any way to a wharf, dock, beach, sign, tree or any or other facility or thing located within or forming part of a **Park**;
- (b) *park or leave a vehicle and/or trailer unattended in a boat launch;*
- (c) *provide watercraft operation instruction, sell tickets or conduct business in a boat launch; and*
- (d) *refuel a boat, aircraft or other watercraft other than in a designated refueling area;*

2. This bylaw may be cited for all purposes as "Bylaw No. 12223, being Amendment No. 4 to Parks and Public Spaces Bylaw No.10680."
3. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first, second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

---

Mayor

---

City Clerk

# CITY OF KELOWNA

## BYLAW NO. 12243

### Amendment No. 28 to Bylaw Notice Enforcement Bylaw No. 10475

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts that the City of Kelowna Bylaw Notice Enforcement Bylaw No. 10475 be amended as follows:

1. THAT **Schedule "A", Parks and Public Spaces Bylaw No. 10680** be amended by deleting the following:

Bylaw No.	Section	Description	A1 Penalty	A2 Early Payment Penalty	A3 Late Payment Penalty	A4 Compliance Agreement Available  (*Maximum 50% Reduction in Penalty Amount Where Compliance Agreement is Shown as "Yes")
10680	3.28	Dock or anchor contrary to posted sign	\$100.00	\$90.00	\$110.00	Yes

and replace it with :

Bylaw No.	Section	Description	A1 Penalty	A2 Early Payment Penalty	A3 Late Payment Penalty	A4 Compliance Agreement Available  (*Maximum 50% Reduction in Penalty Amount Where Compliance Agreement is Shown as "Yes")
10680	3.28 (a)	Dock, tie up, beach or anchor a <b>Watercraft</b> in any way to a wharf, dock, beach, sign, tree or any other facility or thing located within or forming part of a <b>Park</b>	\$500.00	\$450.00	\$500.00	Yes
10680	3.28 (b)	Park or leave a vehicle and/or trailer unattended in a boat launch	\$500.00	\$450.00	\$500.00	Yes
10680	3.28 (c)	Provide watercraft operation instruction, sell tickets or conduct business in a boat launch	\$500.00	\$450.00	\$500.00	Yes
10680	3.28 (d)	Refuel a boat, aircraft or other watercraft other than in a designated refueling area	\$500.00	\$450.00	\$500.00	Yes

2. This bylaw may be cited for all purposes as "Bylaw No. 12208 being Amendment No. 28 to Bylaw Notice Enforcement Bylaw No. 10475."
3. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first, second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

\_\_\_\_\_  
Mayor

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

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** North End Neighbourhood Planning  
**Department:** Policy & Planning

---

**Recommendation:**

THAT Council receive, for information, the report from the Policy & Planning Department regarding the North End Plan, dated July 12, 2021;

AND THAT Council directs staff to launch the North End Neighbourhood Plan process, as outlined in the report from the Policy & Planning Department, dated July 12, 2021;

AND FURTHER THAT the 2021 Financial Plan be amended to include \$135,000 for staffing for the North End Neighbourhood Plan project, to be recovered from the applicant for the Mill Site Area Redevelopment Plan.

**Purpose:**

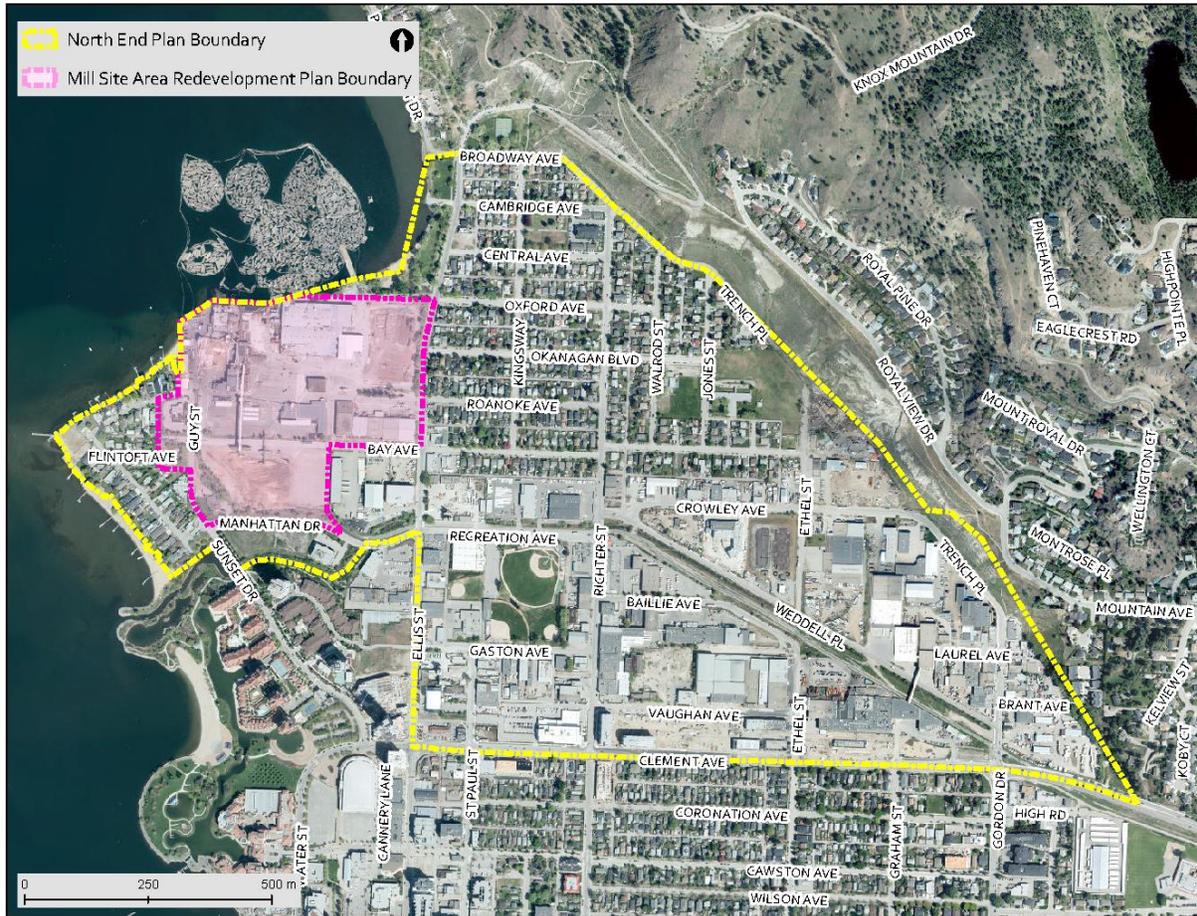
To authorize the launch of the North End Neighbourhood Plan process.

**Background:**

The North End (see Figure 1) is one of the most dynamic and diverse neighbourhoods in Kelowna, and it is changing rapidly. Set between Knox Mountain Park to the north and Clement Avenue on the south, the North End neighbourhood contains a range of distinct areas, from wartime residential housing, to long-established industrial businesses, to a young and growing Brewery District.

More recently, the Tolko lumber mill has closed permanently, and the adjacent BC Tree Fruits site has been listed for sale. The exploration of the development potential of these sites is imminent, and there is now a window of opportunity to help set the course for the long-term evolution of this complex, vital and exciting part of our community. A thorough, coordinated neighborhood plan process (North End Plan (NEP)) will provide clear guidance to an area that is facing considerable pressure for change. This NEP process should take the lead, allowing the site-specific Area Redevelopment Plan (ARP) process for the mill site area to follow.

Figure 1: Study Area Map



A neighbourhood plan plays an important role in the planning process, providing the missing link between the high-level planning found in the Official Community Plan (OCP) and the regulatory detail of a zoning bylaw (see Figure 2).

Figure 2: Planning Hierarchy



Importantly, a neighbourhood plan, at its completion will contain the following:

- an inventory of existing land uses, natural features, zoning, transportation networks, utility infrastructure and heritage sites;
- a statement of development objectives and policies for the area, and their relationship to Council policy as stated in the Official Community Plan, and within other bylaws and policies that may be adopted by Council from time to time;
- where applicable, information on the natural environment or hazardous conditions of the area including the manner in which natural site characteristics will influence development;
- the identification of major land uses by type and density;
- the general location of transportation networks and required upgrades to accommodate vehicles, public transit, pedestrians and cyclists within the plan area, and the relationship of the proposed network to existing City facilities. Advance transportation plans should identify all vehicle, transit, pedestrian, bicycle, and trail linkages and provide a mix of trail, local, collector and arterial roads necessary to create a balanced transportation system; and,
- the location and type of any development permit areas to be designated within the area, together with guidelines for proposed development within those development permit areas.

#### A Rapidly Changing Neighbourhood

The plan area is located on the traditional, ancestral, unceded territory of the syilx/Okanagan people. The Indigenous cultural significance and usage of the area will be explored in greater detail through the planning process.

From a settler perspective, Kelowna's North End has played an important role in the evolution of the city since the early 1900's. As the city has changed, so has the North End. From brick making, tobacco processing and fruit packing in its early decades, the area has transitioned to include a mix of major industrial production, small-scale businesses and residential development. Today, the North End neighbourhood contains over 800 homes<sup>1</sup> with over 1,500 residents, 226 active businesses<sup>2</sup> with a mix of commercial and industrial operations.

The neighbourhood is facing pressure for transition on many fronts:

- The railway has shut down and has been replaced by a busy active transportation corridor;
- The north part of Downtown has developed quickly, bringing some of the highest density residential and mixed-use development in the city to the doorstep of the North End;
- Clement Avenue has been transformed over the past five years, now hosting hundreds of new apartment units in a mix of tenures;
- Demand for industrial land has shifted to other parts of the community with more convenient Highway access;
- Transitional commercial, and food and beverage uses have begun competing for space with industrial uses, shaping former industrial sites into the beginnings of a distinct Brewery District; and,
- The mill site has closed permanently, and is preparing to explore redevelopment.

---

<sup>1</sup> Estimated based on property assessment information as of June 17, 2021. An additional net increase of 150 units was added to account for the recently occupied development located at 740 Clement Avenue.

<sup>2</sup> Estimated based on property assessment information as of June 17, 2021.

A North End Plan will provide the opportunity to clarify the community's vision for the neighbourhood, answering some of the big, outstanding questions, such as: What is the future of industrial in the North End? What is the role of multi-unit residential development? Can industrial uses co-exist with residential and commercial? Is there an opportunity to expand housing options in the area?

A neighbourhood planning process will also provide the opportunity to identify the public spaces, infrastructure networks, and amenities needed to support the evolution of this area. Without a proactive neighbourhood plan in place, planning and development will instead be reactive. Each project would be considered on a case-by-case basis, and Staff and Council would struggle to harness the benefits of growth and ensure that residents feel adequately engaged in shaping their neighbourhood. The result would be a neighbourhood full of uncertainty: uncertainty for existing and prospective residents and businesses alike.

That is not to say that a neighbourhood plan will guarantee a seamless transition. The tensions between land uses in this area are significant and we anticipate addressing and resolving these tensions through the planning process. While a neighbourhood plan does not guarantee that all residents' visions are achieved, it can ensure that all residents and businesses have a clear sense of the area's future and can make reliable decisions accordingly.

## **Discussion:**

### Plan Prioritization Discussion

Staff have been closely monitoring the evolution of the North End over the course of the past decade. As change has accelerated in the area more recently, it has become clear that a neighbourhood planning process is needed to answer some critical and central questions facing this area today.

The North End is, however, only one of many other parts of the city in competition for the substantial resources needed to execute a neighbourhood plan, including Urban Centre plans for Rutland and South Pandosy. These areas are identified in the draft 2040 Official Community Plan, listed under the *Making the Plan Work* chapter. As drafted, there are over 50 implementation action items identified in the draft 2040 OCP. However, as noted above, there is an urgency for the City to proactively plan this area to avoid being in a continuously reactive mode when considering new development, such as the imminent Mill Site Area Redevelopment Plan (ARP).

Typically, Urban Centre plans would rank above neighbourhood plans in priority. Both Rutland and South Pandosy are identified as high-priority areas requiring dedicated planning efforts. The key element that has raised the urgency to deal with the North End immediately is the imminent question of the former mill site's future. The potential reconsideration of this site's future represents an opportunity that is rare and significant. Its direction will play a major role in determining the long-term future of Downtown and of the North End, and will have impacts city-wide. Ultimately, the drivers of change in the North End are significant and time sensitive, such that staff recommend this planning process be advanced immediately.

## The North End Plan and the Mill Site

Despite the level of change occurring in the North End, the most important single reason for advancing the NEP is the impending reconsideration of the future of the mill site and adjacent BC Tree Fruits site ("mill site area"). Regardless of which form redevelopment takes, the sites – being approximately 19.6 hectares in area – will have a considerable impact on the immediate area and the community as a whole.

The reconsideration of the mill site area will take place through the established Area Redevelopment Plan (ARP) process and will be led by the landowners. The NEP and the Mill Site ARP will be conducted in parallel; but, the NEP will take the planning lead, establishing the critical direction that the Mill Site ARP will be required to follow. The Mill Site ARP process will include several important stage gates that will ensure its alignment with the broader NEP document. Should Council direct staff to launch the NEP process, a formal application from the Mill Site representatives will follow shortly requesting the initiation of an Area Redevelopment Plan (ARP) process.

Given the urgent nature of the timeline for the NEP and the limited resources available, staff are recommending that the applicants for the Mill Site ARP be required to provide financial support that will allow the City to add dedicated resources to complete the work in a timely manner. Should Council endorse this direction, staff will prepare the necessary legal framework for the funding that will ensure that the integrity and impartiality of the planning process is maintained.

## Project & Timeline

The North End Plan (NEP) process is planned to take place over four (4) phases (see Figure 3). Each phase is grounded by careful research, robust public engagement, and regular Council check-ins. A brief description of each phase is provided below.

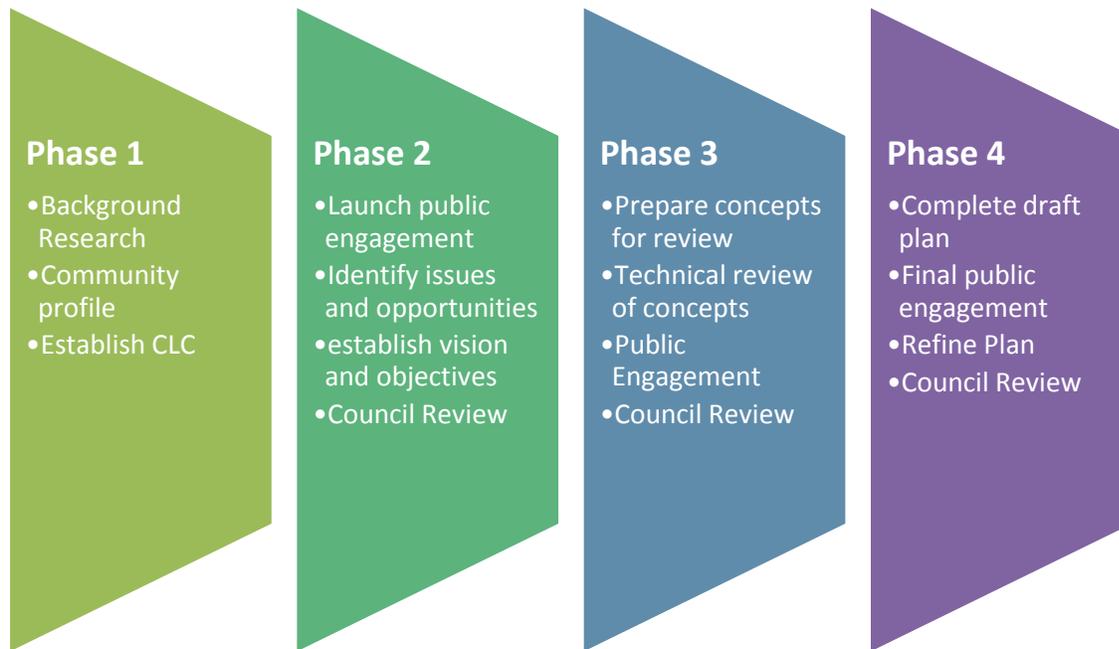
**Phase 1 – Background & Context:** Understand the history of the area and its evolution over time. Gather information about the area today, as well as the infrastructure, parks and utilities that support the area.

**Phase 2 – Issues & Vision:** Engage the public and key participants to establish a vision for the neighbourhood's long-term evolution and the objectives that will help lead to that vision.

**Phase 3 – Neighbourhood Concepts:** Develop a series of concepts for the development of the neighbourhood. Engage the public and Council to identify a preferred concept.

**Phase 4 – Final Plan Development:** Finalize the preferred concept and develop the supporting policy, implementation and public improvements plan.

Figure 3: North End Plan process outline



Public engagement will be conducted using a wide range of tactics, both digital and in-person. The foundation of the process will be continuous engagement of City-wide residents and stakeholders through our Get Involved platform, as well as in-person events at key junctures in the planning process. Tools such as workshops and focus groups, surveys and online engagement will also be incorporated. Further, a committee composed of representatives from the broader community, the local residential neighbourhoods, and local businesses will be established to provide regular touch points of dialogue with the planning team throughout the NEP process. The committee will be developed in the coming months through a transparent Expression of Interest process, and will meet regularly to ensure a balance of sustained neighbourhood engagement alongside due consideration of the uses and visions of other stakeholders in the area.

At its conclusion, the North End Plan will provide:

1. A clear vision and supporting objectives for the development of the neighbourhood over the next 20 years or more;
2. A neighborhood scaled plan that will guide and inform the Mill Site redevelopment;
3. A comprehensive direction on which residents and business can rely to inform their decisions (i.e. land use, housing, retail, infrastructure requirements, etc.);
4. A further opportunity for residents to participate directly in the shaping of their neighbourhood;
5. An integrated plan for public and private infrastructure and amenity investments to support growth

The North End Plan, as proposed, would commence with Phase 1 in July, 2021 and would advance over the next 18 months, guided by a staff technical team, with initial public engagement launch in the Fall of 2021. The NEP will be led out of the Policy & Planning team with support from a wide variety of other internal departments and external partners. A high-level table of the budget considerations is included at the end of this report (see Financial/Budgetary Considerations).

**Conclusion:**

The North End is a diverse and vibrant part of our community, one that is undergoing considerable change. The upcoming reconsideration of the mill site will compound this pressure, bringing further uncertainty to residents, businesses, staff and Council. The NEP planning process will provide a clear vision for the long-term future of the area and a roadmap for public investments. It will also provide a vital framework for the initiation of the Mill Site ARP. Taken together, these two processes represent a significant and exciting opportunity for both the neighborhood and the city as a whole. Opportunities like this come along very rarely. When they arrive, they provide a unique chance to make considerable progress on a community's objectives in one, single effort.

**Internal Circulation:**

Planning & Development Services  
Community Planning  
Communications  
Development Engineering  
Integrated Transportation  
Parks & Building Planning  
Real Estate Services  
Utility Planning

**Considerations applicable to this report:*****Existing Policy: Council Policy 247 - Hierarchy of Plans******Hierarchy of Planning Documents:***

The following hierarchy of plans is proposed, and will be established by amendment to the Official Community Plan:

- Official Community Plan
- Sector Plans
- Area Structure Plans
- Area Redevelopment Plans

**Area Redevelopment Plans (ARP)**

Area Redevelopment Plans are undertaken for developed areas of the City where there are existing services and the area is experiencing pressures for re-development or infill development that would significantly increase building height or density beyond existing zoning. Area Redevelopment Plans, based on Terms of Reference agreed upon by Council, shall be prepared by an individual land owner for a single project site (at the applicant's cost) or by the City where there are multiple owners of the land for areas identified in the Official Community Plan (OCP) as ARP areas which:

- (a) conform to the purpose and intent of the OCP; and
- (b) is of sufficient magnitude in terms of population, units of development, servicing constraints, social impact or economic burden on the municipality; or
- (c) in Council's view, may affect adjacent properties, land uses, the natural environment or hazardous conditions; or
- (d) in Council's view, may affect municipal heritage sites, or a revitalization area; and

(e) such other matters as may be required, unique to the plan area under consideration. The plan area shall be as outlined in the OCP or as authorized by resolution of Council.

The Plan will work towards those objectives and policies stated in the OCP. Approval of the ARP as an OCP amendment will be considered by Council following a Public Hearing.

**Financial/Budgetary Considerations:**

Over the course of the 18-month project timeline, the projected budget for the North End Plan is \$465,000.00. The general breakdown is as follows:

- Public Engagement & Communications: \$90,000.00
- Technical Analysis Support: \$210,000.00
- Data & Data Analytics/Visualization: \$30,000.00
- Staff Time: \$135,000.00

It is anticipated that staffing of 1.0 full-time Planner Specialist and 0.25 full-time Communication Advisor will be required to resource this project at an estimated cost of \$135,000.00 over a 12-month term. As per the Staff Recommendation, it is suggested that the City require the applicant for the Mill Site Area Redevelopment Plan to cover the full cost of these positions for a minimum of a 12-month term, subject to a clear agreement maintaining the independence of the public planning process.

The remaining budget will be partially funded using the 2021 and 2022 annual base budget allocations of the Policy & Planning Department, with additional required budget requests submitted through the annual budget cycle.

**Communications Comments:**

See description of public engagement process under "Project & Timeline" section above.

Submitted by:

J. Moore, MCIP, RPP, Long Range Policy Planning Manager

**Approved for inclusion:**



D. Noble-Brandt, Policy & Planning Department Manager

cc:

R. Smith, Divisional Director, Planning & Development Services

D. Edstrom, Divisional Director, Partnership & Investments

J. Vos, Acting Divisional Director, Infrastructure



# North End Plan Launch

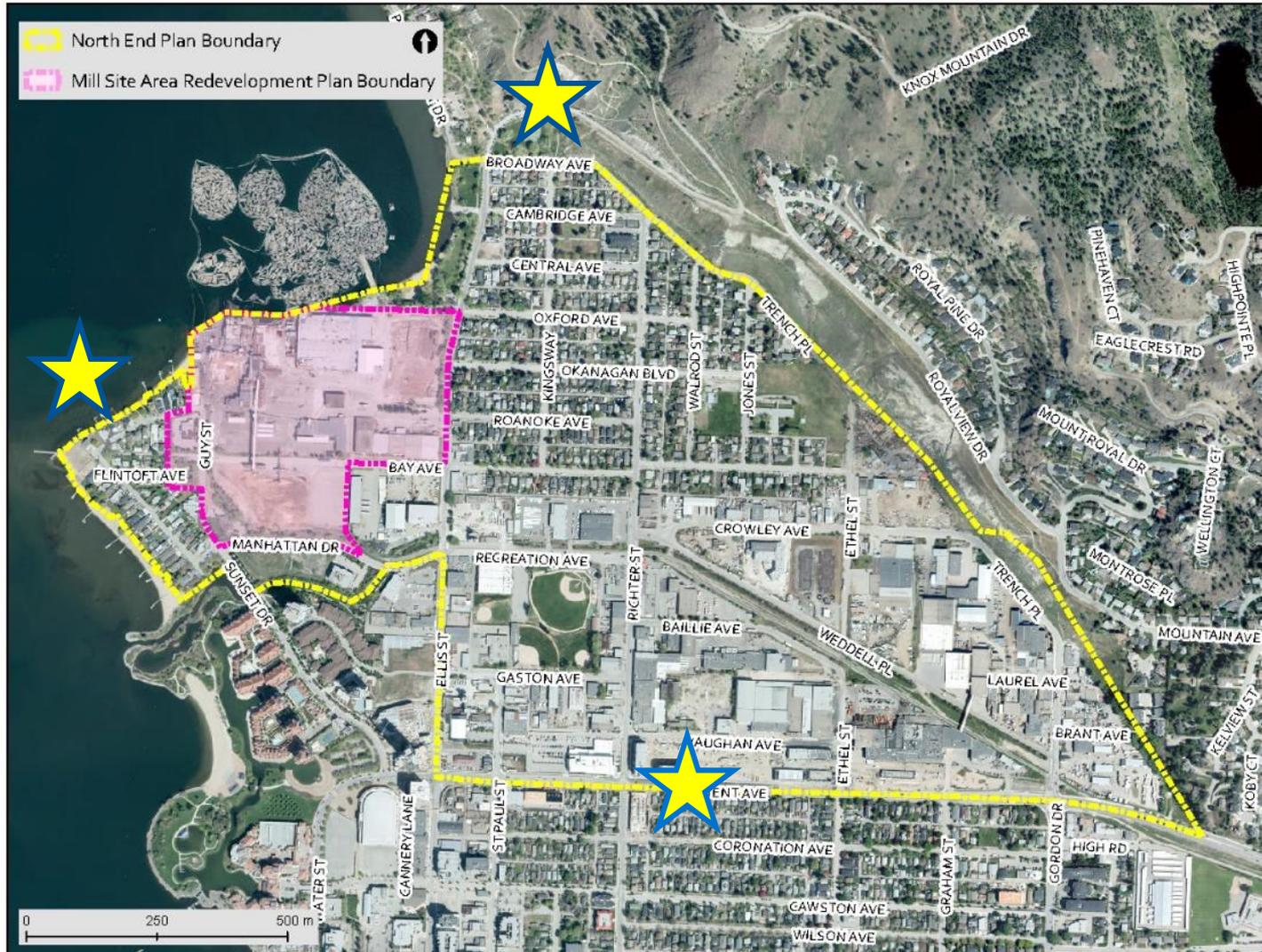
July, 2021



# Purpose

- ▶ To consider initiating the City-led North End Plan process

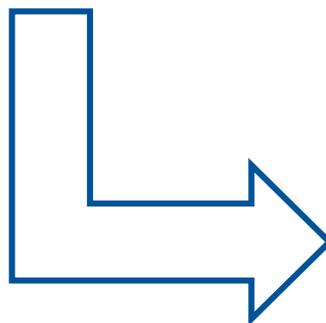
# Context



# Context

## North End Plan

- City-led
- Neighbourhood scale
- Mid-level detail
- Broad stakeholders
- **Guides Mill Site Area**



## Mill Site Area Redevelopment Plan

- Owner-led
- Site scale
- Very detailed
- Targeted stakeholders
- **Guided by North End Plan**

# Brief history



# Brief history



# Brief history



# A Rapidly Changing Neighbourhood



# A Rapidly Changing Neighbourhood



# Hierarchy of Plans



# NEP contents

- ▶ Land use
- ▶ Housing
- ▶ Heritage
- ▶ Public Spaces / Parks
- ▶ Transportation
- ▶ Infrastructure
- ▶ Community needs

# NEP Process & Timeline

## Phase 1

- Background Research
- Community profile
- Establish CLC

## Phase 2

- Launch public engagement
- Identify issues and opportunities
- establish vision and objectives
- Council Review

## Phase 3

- Prepare concepts for review
- Technical review of concepts
- Public Engagement
- Council Review

## Phase 4

- Complete draft plan
- Final public engagement
- Refine Plan
- Council Review

# NEP Process & Timeline

- ▶ Public engagement tactics
- ▶ Council check-ins
- ▶ Mill Site ARP alignment / coordination



# NEP Benefits

- ▶ Clear Vision
- ▶ Alignment with Council/Community priorities
- ▶ Framework the Mill Site ARP
- ▶ Source of direction for residents and businesses
- ▶ Opportunity to participate
- ▶ Plan for public and private infrastructure and amenities

# Conclusion

- ▶ Launch the North End Plan
- ▶ Mill Site Area Redevelopment Plan application forthcoming





## *Questions?*

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

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** 2019-2020 Commitment to Community Impact Report  
**Department:** Active Living and Culture

---

## **Recommendation:**

THAT Council receives, for information, the report from the Active Living and Culture Division dated July 12, 2021, with respect to the *2019-2020 Commitment to Community Impact Report*.

## **Purpose:**

**To share the 2019-2020 Commitment to Community Impact Report.**

## **Background:**

The Imagine Kelowna community vision summarizes what residents envision our community to look like by 2040. Strategic investments in a variety of non-profit organizations helps us realize this vision and is additionally supported through Council and Corporate Priorities, sector-specific plans, strategies and policies.

On June 10, 2019, Council approved Council Policy's 380 Community Grant Policy and 381 Event Support Grant Policy, that provided a streamlined structure which clarified the respective roles of Council and staff, and established approved focus areas as priorities for the City's investment in grant programs. Administrative guidelines were also established which assist staff in grant program development and evaluation and established a standard set of values for good grantmaking practice.

As part of the changes to the grant program there was a commitment to comprehensive reporting to both Council and the community.

The purpose of the *2019-2020 Commitment to Community Impact Report* (Attachment 1) is to demonstrate and share the impact that investment in the local non-profit sector has on our community and the lives of our residents. The report outlines sector-specific plans, Council Policies and several application-based grant programs that provide support to the local non-profit sector.

## Discussion:

Figure 1 demonstrates the diverse areas where investments were made in support of our local non-profit organizations through 2019 and 2020. Some of these investment areas include multiple programs available to the sector.



Figure 1: Where we invest

On an annual basis, over \$750,000 (excluding permissive tax exemptions) is allocated to application-based grant programs that touch all aspects of community life. These dollars are distributed to local non-profit organizations to support them in providing valuable programs, services and events to our residents and visitors.

Our investment in the non-profit sector is leveraged by:

- additional funding support from other levels of government;
- investment by the local business community; and
- dedicated community partners and local volunteers who work tirelessly to offer programs and services.

Ultimately, our investment in the non-profit sector helps local organizations:

- encourage active healthy lifestyles;
- build strong neighbourhoods;
- nurture lifelong participation in sport;

- enhance cultural vibrancy;
- facilitate development of events;
- enhance social sustainability; and
- support effective management and operation of sport, recreation and cultural facilities.

Over 2019 and 2020, the community was impacted in numerous ways through the City's application-based grant program, including:

- 16 individual athletes/coaches and 17 teams participated in National or International level competitions or advanced sport education courses.
- 8 sport organizations hosted new large-scale regional, provincial or national competitions and an additional 8 community organizations were provided support to host returning annual events.
- 28 operating and project grants were received by 21 organizations through the Social Development Grants. In 2019, Resiliency Themes were added to the guidelines focused on inclusivity and capacity building prioritizing programs that facilitate the physical, spiritual, mental and emotional well-being of Kelowna citizens.
- 17 cultural projects and 24 arts organizations received general operating support. This funding was used to advance a variety of the goals and strategies of the 2020-2025 Cultural Plan
- Nearly \$3.5M provided in Permissive Tax Exemptions to registered charities and non-profit organizations offering services that fulfill a basic need, or otherwise improve the quality of life for residents.
- 17 neighbourhood enhancement projects engaged 583 neighbours and over 1400 volunteer hours.

Although there were some limitations due to COVID-19, many local organizations were able to transition online or modify their programs and continued offering much-needed support to the community through the pandemic (2020). Support from the City of Kelowna, through this time, provided a level of stability for organizations and in many cases was used to transition to the new normal.

An online grant application and reporting system was introduced in 2020 and all application-based grants are in the process of transferring to this system through 2021-2022. This system will make it easier for applicants to apply, track and complete final reporting requirements. In addition, the system allows us the ability to improve how we gather and report information about the impact our grants are having in our community.

While this report focuses on application-based grant programs, the City's investment in the non-profit sector is much broader in scope. To augment our grant programs, AL&C staff provide support to the sector in a variety of different ways (Figure 2), that are not included in *Commitment to Community Impact Report*. By maintaining strong relationships with community partners, staff are able to support them in delivering valuable services to the community and remain flexible to the changing demands of the non-profit sector.



Figure 2: How we invest in the non-profit sector

**Conclusion:**

Staff will be working to share the 2019-2020 *Commitment to Community Impact Report* publicly, including community stories that highlight the direct impact these investments have had on our community over the past two years. These stories will be shared with our community through our website, e-newsletters and social media channels.

It is anticipated that this comprehensive report will be completed bi-annually, with an updated 2021-2022 iteration shared with Council in early 2023. In the interim, staff will continue to share the distribution of each program with Council and the public through the City of Kelowna website, media releases and social media platforms.

**Internal Circulation:**

- Community and Neighbourhood Services Manager, Active Living and Culture
- Cultural Services Manager, Active Living and Culture
- Social Development Manager, Active Living and Culture
- Sport and Event Services Manager, Active Living and Culture
- Accountant, Revenue (Permissive Tax Exemptions Program)
- Communications Advisor, Communications Department
- Partnerships Manager, Partnership Office

**Considerations applicable to this report:**

**Existing Policy:**

The grant programs support several key Council and Corporate Priorities, as supported through the City's Imagine Kelowna: Vision into Action, as well as advance sector-specific plans and strategies (i.e. Sport Plan, Cultural Plan and Journey Home Strategy) and are guided by various Council Policies.

**Considerations not applicable to this report:**

Financial/Budgetary Considerations

External Agency/Public Comments

Communications Comments

Legal/Statutory Authority

Legal/Statutory Procedural Requirements

Submitted by: Jim Gabriel, Divisional Director, Active Living and Culture

cc:

Active Living and Culture Management Team

Communications Advisor

**Attachments:**

Attachment 1: 2019-2020 Commitment to Community Impact Report

Attachment 2: PowerPoint Commitment to Community Impact Report



# 2019-2020 Commitment to Community Impact Report

City of Kelowna's Investment in the Non Profit Sector  
Application-based programs

# Contents

<b>2</b>	<b>Introduction</b>
2	Why we invest
3	What investment helps us achieve
<b>6</b>	<b>Application based grant programs</b>
6	Sport and event
10	Community social development
12	Arts and culture
16	Heritage grants
18	Organization development
20	Permissive tax exemptions
21	Strong neighbourhoods
<b>24</b>	<b>New programs for the non-profit sector</b>



# Introduction

## Why we invest

We aim to foster the development of a strong and resilient community.

One way that we do this is by investing in the non-profit sectors that serve the sport, event, arts, culture, heritage and social interests of Kelowna residents.

We invest in non-profit organizations in multiple ways, including annual project and operating grants, service agreements, policy development, permissive tax exemptions, community partnerships and ongoing education opportunities on a variety of topics important to the sector.

Our investment in the non-profit sector helps local organizations:

- encourage active healthy lifestyles;
- build strong neighbourhoods;
- nurture lifelong participation in sport;
- enhance cultural vibrancy;
- facilitate development of events,
- enhance social sustainability; and
- support effective management and operation of sport, recreation and cultural facilities.

"A report about investment in the non-profit sector would be incomplete without acknowledging the passion, dedication and incredible work of thousands of community volunteers, across all interest areas. It is these volunteers that mobilize any investment made and help our community to achieve strength and resiliency."

– Jim Gabriel, Divisional Director, Active Living & Culture, City of Kelowna



## What investment helps us achieve

The **Imagine Kelowna** community vision summarizes what residents envision our community to look like by 2040. Strategic investments in non-profit organizations helps us realize this vision and is additionally supported through sector-specific plans, strategies and policies.



## Kelowna Community Sport Plan

The Kelowna Community Sport Plan examines a range of sport-related issues and opportunities and presents a strategic framework to advance sport in Kelowna. The plan aligns with the Canadian Sport Policy and reflects the most up-to-date thinking in sport development, sport administration, sport partnerships and fostering an all-inclusive sport environment. Kelowna is in an excellent position to promote and enable quality sport experiences. The Kelowna Community Sport Plan will support future sport development initiatives, guide decision making and provide direction for strategic leadership of a robust local sport system.

It's anticipated that the Sport Plan, and supporting Implementation Strategy, will guide the local sport community for 10 years (2019-2029), with regular check-ins and a comprehensive update to take place in 2024.

Read more at [kelowna.ca/sportplan](https://kelowna.ca/sportplan).

## 2020-2025 Cultural Plan

Cultural planning allows us to view all aspects of a community's cultural life as community assets that bring increased and diverse benefits to the community. The 2020-2025 Cultural Plan sets priorities for the enhancement of cultural vitality and community spaces, and aligns with the Imagine Kelowna goal to "cultivate an accessible and engaging arts and culture scene." This plan strives for a balance between being too vague in its priorities, therefore accomplishing little, and being too prescriptive, which would limit our ability to take advantage of new opportunities that may arise.

This plan sets a course for the entire creative sector to provide accessible, diverse and inclusive experiences, use resources effectively, leverage opportunities, be innovative and forward thinking and highlight the value of partnerships and cooperation.

Read more at [kelowna.ca/culture](https://kelowna.ca/culture).

## Journey Home Strategy

The Journey Home Strategy is Kelowna's five-year plan to address homelessness with a focus on ensuring everyone has a place to call home. The goal is a coordinated and easy-to-access system of care for those in Kelowna who have lost, or are at risk of losing, their home.

The overall strategy proposes 35 specific actions to be implemented over the five-year span of the strategy. The following 10 actions highlight the strategy's commitment to change:

- Create a backbone organization dedicated solely to implementing the Journey Home Strategy by building community capacity and engaging in systems planning.
- Support the addition of 300 units of long-term supportive housing in purpose-built buildings targeted to support people experiencing chronic and episodic homelessness with higher needs.
- Support people in the rental market through 500 new program spaces grounded in the Housing First model and the right to housing.
- Continue the Lived Experience Circle and Youth Advocates for Housing groups, and formalize their relationships within the backbone organization's governance.
- Accept accountability for the Truth & Reconciliation Commission's Calls to Action by recognizing that Indigenous Homelessness is an ongoing form of colonialism.
- Launch the Upstream for Youth pilot in partnership with SD23 to identify and support youth at risk of becoming homeless.
- Support efforts to increase treatment beds, especially for young people in Kelowna.
- Support innovative solutions to address the criminalization of homelessness such as a Community Court.
- Ensure a population focus is embedded in the strategy's implementation. This includes youth, Indigenous, women, families, newcomers, LGBTQ2S+, seniors and men.
- Launch a Homelessness Innovation Lab to partner with the technology sector to develop solutions for information management, access and data analysis.

Read more at [kelowna.ca/journeyhome](https://kelowna.ca/journeyhome).

## Heritage Strategy

The Heritage Strategy focuses on the City's policies, regulations and procedures for a community-based approach to planning and management of the City's heritage program. It also highlights opportunities for new initiatives and partnerships.

The strategy synthesizes information gathered from residents, community groups, City staff, Council and other community stakeholders, and articulates a shared vision for community conservation efforts. It outlines a 10-year heritage conservation plan that reflects the values.

Read more at [kelowna.ca/heritage](http://kelowna.ca/heritage).

## Event Strategy

The intent of the Event Strategy is to help Kelowna shift from being a city full of events to an "eventful city." An eventful city is one that strategically manages its events to ensure that they help achieve community priorities and make the city a better place to live. It requires the development of an integrated approach to maximize how events can achieve community priorities.

In February 2021, Council approved a set of draft strategic goals and objectives and further directed staff to provide an update following the review and consultation phase of the process with the final plan for consideration of endorsement.

Project completion is anticipated for fall 2021.



## Kelowna Creative Sector Economic Impact Assessment

In support of the 2020-2025 Cultural Plan's development, a consultant conducted an economic impact assessment of Kelowna's creative sector, including estimates of revenue, employment and incomes generated. The assessment includes analyses of available statistical data, a confidential online survey, and information from public sources.

Key highlights include:

- Kelowna's creative sector more than doubled in size from 2009 to 2018.
- 1.5 million people per year, or just over 4,000 people per day on average, attend some type of cultural facility or event.
- 3,168 full time employees work in the creative sector, up from 1,279 in 2009.
- 60 per cent of those working in the creative sector are self-employed.
- In 2018 alone, 380,000 volunteer hours were contributed to arts, culture and heritage organizations.
- There were 626 creative sector establishments in 2018, up from 342 in 2009.
- The creative sector saw an income growth of 43 per cent from 2009-2018.

Read more at [kelowna.ca/culture](http://kelowna.ca/culture).

## Policy Updates

In 2019-2020, we updated the following policies to support investment in community organizations:

- **Cultural Policy No. 274:** To guide cultural development in the City of Kelowna through City led programs and initiatives, convening and connecting creative sector stakeholders and supporting artists and cultural organizations.
- **Sister City Policy No. 355:** To establish a framework within which Sister City relationships may be established, maintained or terminated.
- **Grant Policy No. 380:** To establish a framework for grant funding to individuals and non-profit organizations through a variety of programs.
- **Event Support Policy No. 381:** To establish a framework for providing financial and service support to organizations and businesses which deliver or seek to deliver festivals and events in Kelowna.



# Application based grant programs



## Sport and event

### Community Sport Delivery Program

The Community Sport Delivery Program is intended to support the staffing needs of local sports organizations (e.g. head coach or administrator), and assist in the delivery of local sports participation and performance initiatives. The program funds paid positions to help provide a wide range of programs and services for athletes, coaches and volunteers that align with the Canadian Sport for Life model, from grassroots to competitive levels.

**Annual Allocation**  
**\$15,000**

2019-2021 (2-year term)		
Organization Name	Position Created	Funding
Kelowna Rowing Club	Club Administrator	\$6,000
Okanagan Athletics Club	Junior Development Program Coordinator	\$6,000
Kelowna Dolphins Synchronized Swim Club	Head Coach	\$6,000
Central Okanagan Minor Baseball	High Performance Coach	\$10,000

## Sport Education Program

The Sport Education Program is designed to provide financial assistance to local coaches or officials interested in upgrading their training and/or certifications beyond introductory levels. The program grant can also be used for local sport organizations to host advanced sport development courses/ seminars for local coaches and officials.

**Annual Allocation**  
**\$5,000**

\*2019 distribution details are listed under the Athletic Excellence Program.



## Athletic Excellence Program

The Athletic Excellence Program provides financial assistance to high-performance athletes or teams for travel-related expenses associated with participating in high-level sporting events such as national or world championships.

**Annual Allocation**  
**\$16,000**

2019 Individual Grants			
Sport	#	Tournament/Event	Funding
Tennis	1	Victoria International ITF	\$250
Swimming	1	Canadian Trials	\$350
Swimming	3	Western Canadian Championships	\$450
Karate	1	Junior Pan-Am Championships	\$350
Biathlon	1	National Championships	\$250
X-Country Skiing	2	National Championships	\$1,000
Gymnastics	1	National Championships	\$350
Gymnastics	2	National Championships (Trampoline)	\$700
Pickleball	2	US National Championships	\$800
Basketball*	1	NCCP Competition Development (Level 3)	\$350
Basketball*	1	Emerald City Basketball Officials Development Camp	\$400

"I would like to express my gratitude for the assistance in offsetting the cost of attending the Emerald City Official's Academy. This opportunity has not only taken my basketball officiating to another level, but has inspired me to continue developing with the goal of being one of Canada's top basketball officials."

– EJ Link (Local Basketball Official)

2019 Team Grants			
Sport		Tournament/Event	Funding
Hockey	1	Quebec International PeeWee Tournament	\$900
Ringette	1	National Championships	\$800
Ringette	1	Western Canadian Championships	\$600
Basketball	2	Western Canadian Championships	\$1,200
Karate	1	Junior National Championships	\$700
Volleyball	11	National Championships	\$8,300

*NOTE: Athletic Excellence Program and Sport Education Program funding was not provided in 2020 due to COVID-19.*

2019 Sport Event Development Grants		
Sport Organization	Event	Funding
Kelowna Curling Club	Canadian Firefighters Curling Championships	\$1,400
Central Okanagan Sailing Association	Sail West	\$3,000
Kelowna Pickleball Club	Kelowna Open	\$1,500
BC Community Football Association	Provincial Flag Football Championships	\$1,500
Okanagan Athletics (Baseball)	U18 Spring Invitational	\$750
Kelowna Adult Softball Association	Slo-Pitch National Championships	\$3,000
Kelowna Minor Lacrosse Association	Field Lacrosse National Championships	\$3,000

## Event Hosting Program

The Event Hosting Program recognizes and supports events that reflect Kelowna’s principles and values, and enrich the community. Support from this program boosts an event’s health and sustainability, so it can remain an integral part of our vibrant community. The Event Hosting Program is application-based and consists of three categories (events, tournaments, and 55+). Each category has its own set of objectives and criteria.

**Annual Allocation**  
**\$50,000**

“We owe a big thank you to the City for the financial support and excellent job in preparing the venues for the Field Lacrosse Nationals. The teams that attended repeatedly commented on the amazing field conditions which, along with the funding provided, truly contributed to the success of the event.”

– *Wuilbert Jaramillo (President – Kelowna Minor Lacrosse Association)*

## 2019 City Services Offset Grants

Organization	Event	Funding
Be Sporty	Cherry Blossom Triathlon	\$1,610.46
Rutland Park Society	Rutland May Days	\$370.80
Knox Mountain Motorsports Society	Knox Mountain Hill Climb	\$1783.02
Impact Events	Wine Country Half Marathon	\$3318.35
Runwell Events	Tri Kids Triathlon	\$705.60
Kelowna Apple Triathlon Society	Apple Triathlon	\$6,000
Canadian Cancer Society	CIBC Run for the Cure	\$243.95
Running Room	Okanagan Marathon	\$10,000

*NOTE: Event Hosting Program funding was not provided in 2020 due to COVID-19.*

## 2019 Major Events

Event	Funding
2019 Skate Canada International	\$25,000
2019 55+ BC Summer Games	\$115,000*

*\*Funding provided through Council request.*

*NOTE: Major Events Program funding was not provided in 2020 due to COVID-19.*



## Major Events Program

The Major Events Program fosters event development and help attract new large-scale participant-based or spectator events to Kelowna, by assisting with things such as identification, bid/hosting fees, creation of bid packages and leverage to obtain additional funding.

**Annual Allocation**  
**\$90,000**

“The 2019 55+ BC Games, held in Kelowna from September 10-14, 2019, were a great success that provided a tremendous “Active for Life” opportunity and community legacy for sport in Kelowna.”

– David Graham (Kelowna Games President)



## Community social development

The Community Social Development Grant makes funding available to organizations offering social services or programs, with the goal of generating, promoting or accelerating socially beneficial services or programs in Kelowna. Grants are available to registered non-profit, Kelowna-based organizations that make an impact on the social well-being and resiliency of the community.

**Annual Allocation**  
**\$187,000**

### 2019 Operational Funding Support

Autism Okanagan  
Central Okanagan Nutritional Society  
Hands in Service  
Kelowna Pride Society

### 2020 Operational Funding Support

BC Life Builders Rehabilitation Society  
BC Schizophrenia Society  
Central Okanagan Elizabeth Fry Society  
Elevation Outdoors  
Freedom's Door  
Hands in Service  
Hope for the Nations  
John Howard Society  
Karis Support Society  
Kelowna Community Resources  
Kelowna & District Share Society  
NOW Canada

## 2019 Projects

**Canadian Mental Health Association – ArtWorks Program**  
Supports individuals in our community experiencing a mental health problem or illness in their recovery through creative learning and expression, social inclusion and connection.

**Central Okanagan Elizabeth Fry Society – Adult Sexual Assault Trauma Counselling**  
Free service for adult survivors of sexual abuse and survivors of recent sexual assault.

**Freedom’s Door – Next Steps program**  
Wrap around program to provide essential counselling services for men experiencing co-occurring mental health and substance disorders.

**John Howard Society of the Central and South Okanagan – Restorative Justice Program**  
Restorative justice embraces the premise that crime and conflict break relationships and cause harm to communities. Rather than a punishment-based response, a voluntary process is undertaken including the person who has caused the harm and the ones harmed, to determine how to make things right.

**Karis Support Society – Women’s Recovery Program**  
A facilitated, recovery-focused parenting program offering resources, information and skill development opportunities for women transitioning from a life of addiction to a life of recovery.

**Kelowna & District SHARE Society – DRIP program**  
Provides employment preparation and skills training to small groups of young people under the age of 25 who face employment obstacles due to a variety of circumstances.

**NOW Canada – Essentials: Safe Housing Program**  
Provides safe housing with supports such as daily life-skills sessions and one-on-one individualized case planning, to women and female youth who wish to leave a life of addiction, abuse and homelessness.

**Project Literacy – Unplug and Play Event**  
Annual community event that takes place during Family Literacy Week that promotes literacy, creativity and healthy play for families with young children.

## 2020 Projects

**Brain Trust Canada – Standards of Care**  
Supports the development and implementation of an agency-wide standards of care.

**Canadian Mental Health Association – ArtWorks Program**  
Supports individuals in our community experiencing a mental health problem or illness in their recovery through creative learning and expression, social inclusion and connection.

**Central Okanagan Community Food Bank – Food Recovery Program**  
Works with retail and farm partners to reduce retail food waste by picking up perishable foods from five partner retail locations for distribution to clients, partner agencies and farmers (as animal feed).

**Childhood Connections – Strengthening Family and Community Resiliency towards Improving Early Childhood Development in Kelowna**  
Program offering play-based therapy sessions for children, and participatory, problem-solving workshops for parents/ caregivers.





## Arts and culture

We offer five categories of arts and culture grants to non-profit organizations on an annual basis. The purpose of these grants is to enrich the arts, culture and heritage experiences for Kelowna residents.

### Professional Operating

Professional Operating grants provide consistent and reliable annual support to established, professional non-profit arts and cultural organizations that provide impactful, quality programs and services, demonstrate sustainable operations and contribute to the realization of our cultural vision, principals and goals as outlined in the 2020-2025 Cultural Plan. Funding assists these organizations with operational sustainability and enables them to develop and deliver their programs and services to the community.

**Annual Allocation**  
**\$165,000**

### 2019/2020 Professional Operating Organizations



Alternator Centre for Contemporary Art



Ballet Kelowna



New Vintage Theatre



Okanagan Symphony Orchestra Society



Opera Kelowna Society

# General Operating

General Operating grants are available to arts, culture and heritage organizations that carry out most of their work in Kelowna. These grants support the ongoing operations of already-established organizations, and cannot be used for start-ups, events or capital projects. These grants acknowledge the importance of the work these organizations do and their positive contributions to Kelowna’s quality of life, identity and economy. Grants are provided to recipients who demonstrate vision, accountability and a spirit of community service in their operations.

**Annual Allocation**  
**\$109,300**

## 2019/2020 General Operating Recipients



Arts Council of the Central Okanagan



BC Old Time Fiddlers Association



Centre culturel francophone de l'Okanagan



Central Okanagan Heritage Society



Chamber Music Kelowna



Cool Arts Society



Creative Okanagan



Dolyna Ukrainian Cultural Society



Friends of the Early Music Studio



Inner Fish Theatre Society



Inspired Word Cafe



Kelowna City Concert Band



Kelowna Pipe Band



Kiwanis Music Festival



Okanagan Festival Singers



Okanagan Historical Society



**Ponderosa Spinners,  
Weavers, Fibre Arts Guild**



**Sing for Your Life  
Foundation**



**Theatre Kelowna  
Society**

## Project Program

This program provides assistance to non-profit organizations that put-on festivals, events, or special projects which are publicly accessible, prominently feature the arts, culture or heritage and are aligned with the City's cultural vision, principles and goals.

**Annual Allocation**  
**\$55,000**

## Funded Projects 2019/2020

### **ARTSCO – Art Walk Market**

A summer market in the downtown core featuring local artisans.

### **ARTSCO – Fringe Festival**

Presented 12 companies and performers from across the globe and brought a diverse range of 60 performances to Kelowna over a four-day festival.

### **Creative Okanagan – Eurydice**

A play based on the myth of Eurydice and Orpheus featuring seven semi-professional actors, original work by a contemporary musician and costumes by a local fibre artist.

### **Global Citizens Events – Human Trafficking Awareness Play**

Using the magic of art to engage community in a meaningful way and encourage dialogue.

### **Inner Fish Theatre Society – Living Things Festival**

A curated, international theatre festival demonstrating high artistic excellence and creativity.

### **Inspired Word Café – Kickoff Classic Poetry Slam**

An all-ages literary event with audience participation, where poets compete over three rounds for prizes.

### **Inspired Word Café – Metamorphosis Cabaret**

Acts presented in a cabaret style, ranging from dance, to comedy, to poetry. Workshops the next day on public speaking, poetry, performance and community engagement.

### **Kelowna Arts Council – Our Coffeehouse**

Held twice a month, this program focuses on allowing amateur musicians to gain performance experience in an inclusive, welcome setting with an attentive audience.

“Cool Arts Society is a not-for-profit organization that provides fine art opportunities for adults with diversabilities in the Central Okanagan. Thanks to the support of the City of Kelowna’s Arts and Culture Operating Grant, Cool Arts Society can offer high-quality programming to Cool Arts artists from professional artists in a safe and inclusive environment. The operating grant is instrumental in funding our programming; we could not provide the level of services within our existing programming without the continued support from the City of Kelowna.”

–Rachael Jones, Executive Director, Cool Arts Society

### **Kelowna Canadian Italian Club – Oral History Project**

Collecting and preserving the personal histories of our Italian community. Interviews will be conducted, recorded, edited and compiled into a collection that will tell the interviewees stories.

### **KCR – Diversity and Inclusion Capacity Building Workshop**

Developing the curriculum for a workshop series focusing on intercultural and diversity awareness to deliver as a pilot program to the creative sector.

### **Kelowna Taiwanese Cultural Society – Kelowna Taiwanese Cultural Festival**

A festival to showcase and celebrate Taiwanese culture while fostering appreciation of diversity within the community.

### **KVPACS – Culture Days Kelowna Hub**

Turning the Rotary Centre for the Arts into a hub for the national Culture Days weekend.

### **KVPACS – Exploration Dance**

Dance classes and for people with or without disabilities. Includes two public performances.

### **New Vintage Theatre – Secret Theatre**

Pop-up theatre that provides a unique theatre experience in unexpected locations.

### **Okanagan Caribbean Association – Okanagan Caribbean Festival**

An all-day event in City Park showcasing Caribbean culture including drum workshops, African dance displays, salsa dancing lessons, dominos games, hair braiding and limbo.

### **Okanagan Comedy Festival Society – Okanagan Comedy Festival**

Welcoming Canada's best comedic talent to the Okanagan giving locals and tourists a good laugh before they return to work or school.

### **Theatre Kelowna Society – OZone Theatre Festival**

This theatre festival presents seven or eight community theatre presenters from the Okanagan Valley; 2020 was Kelowna's year to host.



## **Community Art**

The Community Art Program is a component of the City of Kelowna's Public Art Program and supports projects where practicing artists engage with residents in a collaborative, collective, creative process which results in a temporary or permanent work of art.

**Annual Allocation**  
**\$15,000**

### **Funded Projects 2019/2020**

#### **Ana Eries Luyben – Empowered Women of the Okanagan**

This project highlights the contributions of real women who helped build this community and explores the concept of self-empowerment.

#### **Kelowna Visual Performing Arts Centre Society – A Walk in Moccasins**

Designed for local Indigenous artists and youth to immerse themselves in localized Indigenous knowledge and culture and create new pieces of visual and performing arts, for youth participants to develop and embrace transferable life-long skills and to share those stories with the public.

#### **Uptown Rutland Business Association – Uptown Mural Fest**

In collaboration with local businesses in the Rutland area, seven murals were painted over the Summer to enhance the area's vibrancy and residents' sense of ownership.



## Heritage grants

The Heritage Grants Program promotes the conservation of residential, commercial, industrial, institutional and agricultural heritage buildings by providing building owners with grants covering a portion of their costs for conservation work (up to 50 per cent). The intent is to recognize the value of Kelowna’s built heritage. All work funded by the program must meet the Standards and Guidelines for the Conservation of Historic Places in Canada. Heritage-designated buildings are eligible for a maximum of \$12,500 per three-year period, and buildings listed on the City of Kelowna’s Heritage Register are eligible for a maximum of \$7,500 per three-year period.

**Annual Allocation**  
**\$35,000**



Heritage Building	Project
<b>2019</b>	
1978 McDougall Street, Jennens House	New cedar shingle roof
780 DeHart Avenue, T.E. Handlen House	New asphalt shingle roof
1842 Abbott St, Capozzi House	Prep and painting of the exterior of the house
924 Laurier Avenue, Kincaid Residence	Prep and painting of the wood siding, soffits and fascia boards
1922 Abbott Street, Fumerton House	Repair of the fascia boards and the prep and painting of the exterior of the house
732 DeHart Avenue, Pettigrew House, Designated	New asphalt shingle roof
2319 Pandosy Street, Heritage House	Conservation work on the front porch
924 Laurier Avenue, Kincaid House	Restoration of the front porch balustrade and stairs
862 Bernard Avenue, Cooper House	Repair work and new paint on the porch, stairs and ramp
<b>2020</b>	
1858 Abbott St, Loane House, Designated	Repair of the exterior chimney and the repair & new paint of the original five basement windows
4193 Gordon Dr, Thomson House, Designated	Prep and painting of the exterior of the house
1869 Marshall St, W.J. Marshall House	New asphalt shingle roof
795 Bernard Ave	New asphalt shingle roof
1931 Abbott St., T. Treadgold House	Prep & painting of the exterior of the house
2127 Pandosy St	Prep & painting of the exterior of the house
2178 Pandosy St, Anne Stirling House	Repair and prep & paint of the front, back, side porches & repair of the back concrete stairs



# Organization development

## Organization Development Grant Program

The Organization Development Grant program assists non-profit sport, event, social service and cultural organizations with projects that develop organizational capacity and sustainability.

Outcomes of an organization development project include:

- increasing the ability to adapt to change;
- building organizational strength and resilience;
- enhancing the capacity of the organization to develop a broader and more sustainable funding model; and
- being more strategic in the delivery of impactful programs and services in the community.

Organization Development grants can be used to help cover consulting fees or training costs to a maximum of \$5,000.



**Annual Allocation**  
**\$30,000**

Organization Name	Project
<b>2019</b>	
Brain Trust Society	Strategic Planning
Central Okanagan Elizabeth Fry Society	Strategic Planning Review Session
Chamber Music Kelowna	Board of Directors Review and Update
Connect Counselling	Organization Strategic Review and Update
Kelowna Art Gallery	Employee Satisfaction Review
Kelowna Community Music School	Strategic Plan Review and Update
Theatre Kelowna Society	Strategic Planning
<b>2020</b>	
Alternator Centre for Contemporary Art	Creation of a Diversity and Inclusion Policy
Kelowna Aquajets Swim Club	Organization Structure Review
Sing For Your Life Foundation	Strategic Planning
Third Space Life Charity	Strategic Planning
Tourism Kelowna	Strategic Plan Review Session

“It is with great appreciation that our organization, the Central Elizabeth Fry Society (COEFS), received funding by the City of Kelowna’s Organization Development Program to support a Board Development day. This day provided dedicated time to build Board capacity and strength, increase engagement, and offer strategic clarity for our organization’s future. Thank you so much!!!”

– Chris Mahoney, Executive Director, Central Okanagan Elizabeth Fry Society



## Permissive tax exemptions

Permissive Tax Exemptions (PTE) are available to registered charities and non-profit organizations offering services that fulfill a basic need, or otherwise improve the quality of life for residents of Kelowna. The community benefits from PTEs through the provision of more cost-effective services.

Type	2019	2020
Places of Worship	\$298,647	\$348,830
Private Schools	\$201,085	\$223,631
Hospitals	\$18,889	\$59,320
Special Needs Housing	\$63,763	\$62,948
Social Services	\$262,902	\$283,026
Public Park or Recreation Ground, Public Athletic or Recreational	\$442,435	\$432,387
Cultural	\$299,234	\$343,745
Other	\$82,533	\$75,657
<b>Total Impact</b>	<b>1,669,488</b>	<b>\$1,829,544</b>

The Rotary Centre for the Arts sees many benefits from the privilege of permissive taxes. Supported by the City as a centre that delivers arts and culture education and experiences, our many services and events are deemed essential and beneficial to the community. The majority of our 12 artist studio tenants are further financially supported by this tax exemption, several of which support art workshops and education for at-youth risk, marginalized families, and physically challenged adults. Permissive taxes also help to attract new tenants to our studios.”

– Colleen Fitzpatrick, Executive Director, Rotary Centre for the Arts



## Strong neighbourhoods

The Strong Neighbourhoods Program fosters connection and engagement at the neighbourhood level. We offer two types of grants that help empower residents to enhance their neighbourhoods and support connections between neighbours: the neighbourhood grant, and the youth development and engagement grant.

### Neighbourhood Grants

The Neighbourhood Grant offers up to \$1,500 in matching grant funds to support small scale, neighbourhood based, and resident led projects that deepen community.

This program provides assistance to residents at the neighbourhood level for the purpose of:

- inspiring residents to connect with their neighbours;
- stimulate resident initiated neighbourhood enhancement projects;
- harness local experience and expertise in neighbourhood based initiatives;
- encourage resident involvement in making their neighbourhoods even better places to live; and
- promote neighbourhood based solutions to everyday concerns.

The desired outcomes of the Neighbourhood Grant are:

- residents will contribute their time and expertise to support neighbourhood-based projects;
- residents will be actively involved in making their neighbourhoods even better places to live; and
- residents' attachment to the community will be deepened and strengthened.

**Annual Allocation**  
**\$15,000**

This program is funded by the Central Okanagan Foundation and administered by the City of Kelowna.

Project	Amount Funded	Total volunteer hours towards project	# of neighbours that participated in project	# of new neighbours the project lead met
<b>2019</b>				
Black Mountain Little Library	\$500	48	40	10
Living Alleys	\$1,000	80	20	2
Community Space	\$1,000	30	10	2
Native Plant Street Beautification	\$1,500	118	14	3
Quail Ridge FireSmart Clean-Up	\$819	260	75	5
Crawford Arena Beautification	\$1,000	140.5	60	30
3D Sidewalk	\$303	50	77	3
Capstone Estates Little Library	\$700	20	40	30
Heritage Tree Signage	\$1,500	80	15	5
Monashee Peaks Little Library	\$555	30	15	5
<b>Total Impact</b>	<b>\$8,877</b>	<b>856.5</b>	<b>366</b>	<b>95</b>
<b>2020</b>				
AED Heart Safety Training	\$1,500	159	44	14
Nature Without Barriers	\$1,500	20	21	8
A Sharing Community	\$1,500	10	15	2
The Maples Little Library	\$236	65	18	0
Barberry Books & Bench	\$1,500	40	41	27
Bridgewater Bench & Social	\$1,500	50	57	10
Xeriscape & Fence Enhancement	\$1,500	281	21	6
<b>Total Impact</b>	<b>\$9,236</b>	<b>625</b>	<b>217</b>	<b>67</b>

"We decided to get a little 'artsy' with the rink, as it's an important spot in our neighbourhood where we often connect. Over 50 neighbourhood volunteers came out to paint the outer part of the rink this summer and the result was even better than expected. It's a beautiful work of art amongst nature. It was such a great time with lots of fun and laughter, and the best part was that the project was simple enough that even kids of all ages could help out."

– Darba Melenchuk, project lead of the Crawford Arena Beautification project

## Youth Development & Engagement Grants

The Youth Development and Engagement Grant offers up to \$1,000 in matching grant funds to empower youth (aged 13-19) to participate in civic engagement, receive mentorship and shape their neighbourhoods by leading neighbourhood enhancement projects.

This grant provides opportunities for youth to work with other young people, build relationships, gain a greater sense of neighbourhood pride, develop leadership skills and have fun.

**Annual Allocation**  
**\$5,000**

Project	Amount Funded	Total volunteer hours towards project	# of neighbours that participated in project
<b>2019</b>			
Rutland Garden Enhancement	\$1,000	174	22
Operation Take Two	\$1,000	32	49
Humans of Glenmore	\$400	37	82
<b>Total Impact</b>	<b>\$2,400</b>	<b>243</b>	<b>153</b>

*\* With uncertainties around COVID-19 and the unique challenges posed to parents, teachers and students, the Youth Development & Engagement Grant program didn't receive any applications for 2020.*

"Our Humans of Glenmore project brought together the community and made me a more sociable person. We met so many incredible individuals through the interviews. But more significantly, this project helped build bonds throughout our neighbourhood. At the wrap up event, I saw so many people meeting each other, socializing, and creating friendships. These connections were also inter-generational, we witnessed people of all ages becoming better neighbours. I'm so glad we were able to have a positive impact on our community through this project, and I hope the bonds created continue to flourish."

—Tor Broughton, Humans of Glenmore Project Lead



## New programs for the non-profit sector

### Building Excellence and Sustainability Together Intensive (BESTI)

The BESTI cohort program is designed to provide one year of capacity building support for select non-profit organizations in the Central Okanagan as they transition through key moments of organizational development by helping them developing strong governance, management, administrative systems, and financial resources.

Six local consultants will lead non-profits in the Central Okanagan through a process to develop Capacity Enhancement Plans. As part of the program, organizations will be awarded a \$5,000 Capacity Enhancement Grant to start enacting their strategies to build a stronger organization.

Learn more on at [thevantagepoint.ca](http://thevantagepoint.ca).

In partnership with: Central Okanagan Foundation, Valley First, a division of First West Credit Union, and the Vantage Point.

### Recovery and Sustainability Grant Program

The Recovery and Sustainability Grant program helps non-profit organizations significantly impacted by lost revenue as a result of the COVID-19 pandemic. This fund is intended to help with lost participant fees, lost ticket sales or cancelled community events/festivals.

Selected organizations will engage in a consultant-led process to develop a Recovery and Future Sustainability Plan. Once an organization has completed its plan, it will be awarded funding to carry out actions identified in the plan.

Outcomes of participation in the Recovery and Sustainability grant program include:

- increasing the ability to adapt to changes resulting from COVID-19;
- building organizational strength and resilience for future success;
- enhancing the capacity of the organization to develop a broader and more sustainable funding model; and
- being more strategic in the delivery of impactful programs and services in the community.

# Thank you!

Our community is full of outstanding volunteers. The success of local non-profit organizations would not be possible without the countless hours that volunteers contribute to our city's programs, services and events.

The unwavering support given to our community by volunteers means the world to us. We are incredibly grateful for their demonstrated appreciation and willingness to contribute to making Kelowna a great place to live.



Cultural Services  
[culture@kelowna.ca](mailto:culture@kelowna.ca)  
[kelowna.ca/culture](http://kelowna.ca/culture)



# Commitment to Community Impact Report

July 12, 2021



# Where we invest



# Highlights

## 2019-2020



# How we support the non-profit sector



# Next Steps

- ▶ Online grant system and reporting
- ▶ Moving from outputs to outcomes
- ▶ New programs in support of the non-profit sector
- ▶ Future reports





## *Questions or Feedback?*

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

# Report to Council



**Date:** July 12, 2021  
**To:** Council  
**From:** City Manager  
**Subject:** Draft 2040 OCP Future Parks Update  
**Department:** Parks & Buildings Planning

**Recommendation:**

THAT, Council receives for information the Report from Parks & Buildings Planning, dated July 12, 2021, providing an update on future parkland for the draft 2040 Official Community Plan (OCP), their challenges and opportunities;

AND THAT, Council directs Staff to update the OCP based on the recommendations for parkland modifications outlined in the Report;

AND FURTHER THAT, Council endorses the OCP’s future parkland use designation inclusive of the remaining and modified parkland.

**Purpose:**

To provide Council with information on the Draft 2040 OCP’s future parks; feedback from the public and owners; and modifications to the OCP in response to feedback heard.

**Background:**

Planning for new parks in our urban areas, to support the OCP’s Growth Strategy, has been the focus of staff’s efforts to determine locations and properties that will require a future park designation. This has highlighted both opportunities and challenges that Kelowna, as a rapidly growing community, will need to address to be successful in its future vision over the next 20 years and beyond. It also recognized that delivering on future parks will need to rely more heavily on acquisition of privately owned properties than in the past.

Resolution	Date
THAT, Council receives for information the Report from Parks & Buildings Planner Specialist, dated March 9, 2020, providing an overview of the key considerations and strategies needed to deliver future parks in response to the endorsed 2040 Official Community Plan Growth Scenario.	March 9, 2020.

## **Discussion:**

Providing new parks will enhance the livability and vibrancy of Kelowna as the city continues to grow in response to the visionary goals of Imagine Kelowna and those key principles that form the Pillars of draft 2040 OCP:

Imagine Kelowna: Providing new parks will support Imagine Kelowna's principle of 'smarter' and more 'connected' growth and the goal of creating "*healthier neighbourhoods that support a variety of households, income levels and life stages*" and "*creating great public spaces that bring people together.*"

OCP Pillars: Parks will ensure the current quality of life is maintained as Kelowna shifts development patterns away from a primarily suburban development and starts to focus development and infrastructure investment more to its Urban Centres and Core Area. Parks, as public space, offers recreational opportunities and connections to nature for all residents. Providing new parks for those neighbourhoods that will transition into higher density and more multi-family development will help to support the key principles around incorporating equity and accessibility into city building and diversity of housing.

In identifying future parks in the draft OCP, Staff had to balance the visionary goals of Imagine Kelowna and the OCP with the City's [Parkland Acquisition Guidelines](#) and the many challenges this presented while working within the financial goals of 20 Year Servicing Plan. This was anticipated in Staff's March 9, 2020 presentation to Council on [2040 OCP Parks & Open Space Strategies](#). In the Report Staff identified the cost challenge of achieving the current guideline's recommended amount of parkland acquisition within urban areas where most of future growth will occur, especially for those neighbourhood and community parks that are intended to be in close proximity and serve local area residents. An earlier assessment of local parkland across the city helped Staff to appreciate the current extent of this challenge and the need to adjust expectations moving forward under the new OCP.

## **Parkland Acquisition Assessment**

A 2018 assessment was conducted by Staff to establish a benchmark for identifying future park needs in the 2040 OCP. The assessment focused on existing neighbourhood and community (local parks) that are key to supporting residential development. The assessment identified that all suburban areas are at, or over, the guideline's target rates for new growth. Those neighbourhoods within urban areas were all below the guideline's recommended rate. City Centre, which includes the Downtown, Capri-Landmark and Midtown, had the lowest assessment at 20%; KLO and South Pandosy at 42%; and Rutland at 71% of the current guideline targets.

While this assessment helped Staff better focus efforts, it did not exclude providing new parks outside of the Core Area and Urban Centres. Future parkland already identified in the 2030 OCP, that had yet to be acquired, was carried over and formed most of future suburban local parkland signaled in the OCP. Those new local parks signaled for the 2040 OCP were focused in urban areas.

## **Future Park Challenges and OCP Response**

In signaling future parks in the OCP Staff had to balance a number of different challenges and demands including:

- The cost challenge of acquiring new parkland in urban areas in response to growth and the need for parks to support the transformation of existing neighbourhoods to higher density multi-

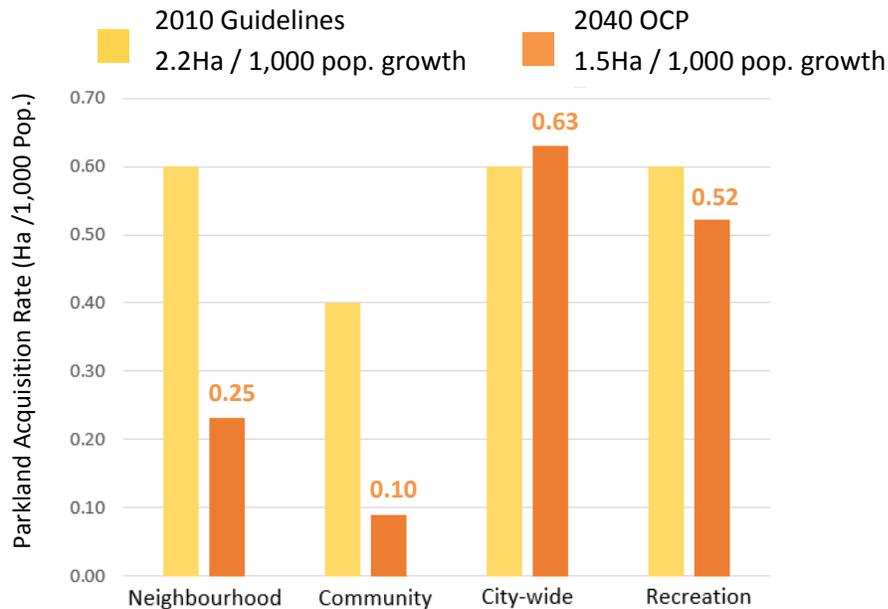
family development. Staff's response is signaling future local parks in the OCP closely aligns with the adopted growth strategy; with 66% of local parks in urban areas and 34% in suburban area. Future parkland acquisition will need to be set at a lower rate than current guidelines recommend; down from 1.0Ha per 1,000 population to a range of 0.3Ha to 0.6Ha per 1,000 population in urban areas. For equity this same range rate has been applied to suburban areas. Local parks will make up 21% of the total future parkland identified and accounts for 36% of the estimated acquisition allowance in the 20 Year Servicing Plan.

- Public demand for greater access to Okanagan Lake remains high, as all of our beach parks are over-subscribed during the summer months. Approximately 8% of the total parkland identified in the OCP has waterfront access and accounts for 42% of the estimated acquisition allowance, to City-wide parkland in suburban areas that make up 36% of the total future parkland identified and accounts for 10% of the estimated acquisition allowance in the 20 Year Servicing Plan.  
compared
- Recreation Parks include high activity sports fields, recreation centres, arenas, court facilities, swimming pools and multi-recreational trails. They also represent the largest of the parks, in terms of size as well as City investment in assets, infrastructure and resources. This makes expansion a much more effective option than acquiring land and building new. The OCP signals both Mission and Rutland recreation parks for expansion into properties that are within Agricultural Land Reserve (ALR). Support from the Agricultural Land Commission (ALC) to allow recreational uses on ALR property will be a challenge. Staff continues to consult with the ALC on those sites identified in the OCP. Recreation park expansion will make up approximately 35% of total future parkland identified and accounts for 12% of the estimated acquisition allowance in the 20 Year Servicing Plan.
- Aligning the timing of a property acquisition with an owner's willingness to sell and maintaining available DCC funding reserves to compete with the private sector will become a challenge as more future parks are targeted in urban areas. This highlights the importance of the OCP and the Future Land Use designation. As a Future Land Use document, the OCP needs to communicate the larger vision to the public. As a long-term planning document, the OCP provides a target for staff to work and budget toward. Parks signaled in the OCP that are designated on private properties have no guarantee on when, or if, they will be acquired. Designating properties with a 'park' future land use will ensure that any development stays within the current permitted zoning to allow time for the City to acquire properties through natural succession. Staff may consider adjusting future parks as other opportunities present themselves to achieve the same overall intent and objectives and amend the OCP accordingly.

### **Proposed reduction to current parkland acquisition targets**

The City's current Parkland Acquisition Guidelines will need to better reflect the 2040 OCP that signals a lower overall parkland acquisition rate that is closer to 1.5Ha per one-thousand population increase; down from 2.2Ha (see Figure 1). The greatest reduction will be for Neighbourhood and Community parks. City-wide and Recreation park rates remain close to current guidelines, as these parks are intended to serve the broader community with more flexibility in where they can be located. New park strategies will need to be implemented in urban areas to offset impacts from lower parkland rates per population growth and the higher costs associated with acquiring property. New strategies, specifically targeted to meet local park challenges, will create new opportunities for providing public open spaces.

Figure 1 – Active Parkland Acquisition Rates



#### Parkland strategies:

As more people choose to live in urban centres, to take advantage of all services and amenities they offer, densification will continue to create a strong public demand for more intensively used park and open space. To better respond to evolving needs for more parks in urban areas new innovative strategies will need to be developed and implemented. Having these strategies in place will reduce the risks associated with relying solely on new acquisition to meet future needs for park space. These strategies will also provide opportunities for a variety of experiences that better respond to evolving demographics and tastes for how people use outdoor space. Examples of strategies that will need to be explored further and implemented as part of future planning and park development efforts include:

- Urban Parks: develop greater density of amenities in urban parks that respond to wider range of demographics and allows for more intensive use.
- Pocket Parks: incentivize, as part of future developments, small privately provided courtyards that are publicly accessible during the daytime.
- Rooftop Amenities: incentivize private development to use building rooftops as amenity space for residents.
- Rooftop Parks: develop active park uses on public building rooftops, such as parkade structures.
- Enhanced Public Realm: incentivize a higher level of design quality for streetscape and sidewalks in road ROW that creates visual interest, comfort, and safety for pedestrians and positively contributes to urban character. This is a key foundation of many of the OCP's Development Permit Design Guidelines for Urban Centres.
- Shared Spaces: for streets with low traffic volumes, develop a higher level of functional design that will allow the road ROW to be shared between pedestrians and vehicles.
- Placemaking Policies: enhance the placemaking potential of development through policies that incentivize providing more publicly accessible open space and private amenity space that will add benefit the overall development and larger community

**Public and Stakeholder feedback:**

The online survey that formed part of the Phase 4 OCP engagement process closed on March 31, 2021. While results from surveys such as this are qualitative in nature due to the opt-in and open methodology, general support was indicated (60 per cent very supportive, 17 per cent moderately supportive) for the overall approach to parks. Of the 13 per cent of respondents that were less supportive, the desire for more lake access, beaches, lakefront parks, and more recreation parks, ranked highest in feedback reasons for non-support.

**Owner feedback:**

Prior to the draft OCP being issued for public engagement, 98 letters were sent out to owners whose properties were newly designated future land use as park. This provided an opportunity for staff to respond to specific questions and concerns. A handout of the most Frequently Asked Questions (FAQ) was prepared and sent to those owners that requested to speak to Staff. (see Attachment 1).

**Agricultural Land Commission support:**

The Agricultural Land Commission Executive Committee (ALC) were consulted on three properties proposed for future parkland use that are located within the Agricultural Land Reserve. The commission have given their approval for the inclusion of Belgo Pond, and the expansion of Mission Recreation Park. They did not give support for the expansion of Rutland Recreation Park.

**OCP Map 3.1 modifications and recommendations:**

Based on the feedback received, staff is recommending making the following modification to the OCP:

**Watt Beach Park**Rationale:

Watt Beach Park is the only major new beach park identified in the draft OCP and comprises eight residential properties along Watt Rd, creating 1.66Ha of new park space and public beach. The beach is south-west facing, wide, generous and well suited for swimming. It is also very stable due to the gentle gradient. While beach front properties are typically expensive, these properties are very deep, and hence offer a larger area for park amenities proportionate to the value of improvements on the site, compared to other locations. These properties would also facilitate the improved use of the currently under-utilised Watt Park on the opposite side of the road. Further, with the proposed link between Walnut and Watt Roads offering close access to Pandosy Waterfront Park to the north, the three parks would offer complimentary amenities, and avoiding costly duplications. Long-term the three parks will combine to create the next legacy park approximately 4.5Ha total area with over 460m of combined waterfront; clearly creating City-wide appeal. Moreover, the close proximity to the Pandosy Urban Centre, an area of rapid growth but underserved by neighbourhood and community park amenities, will allow this park to do double duty and also function as a local park throughout the year. Finally, this legacy park will become an integral part of the popular Abbott St multi-use corridor, encouraging alternate means of accessing this major node, and encouraging broader use outside of the peak summer months.

Comments:

Owner's concerns were outlined in a letter that was included as part of an earlier report to Council on the [2040 Official Community Plan Phase 4 Engagement Results](#), dated May 31, 2021. Owners questioned Staff on the need for more parkland in the South Pandosy area. They also expressed

concerns about the level of engagement Staff conducted to determine the specific location for the park and the impact a future park will have on their property and neighbourhood.

Recommended modifications:

Staff is recommending modifying the draft OCP land use map to include only the two properties at 3132 and 3142 Watt Road at present. This will signal a future lake access that aligns with the Walnut Street property identified in the OCP for connection through to the future ATC. This will maintain the key OCP park objective of connecting Pandosy Waterfront Park to Watt Park and provide improved public access to the beach at the end of Watt Road.

Further, policy will be included within the OCP to further study and consult on the inclusion of the remaining six Watt Rd properties through the Parks Master Plan process.

### **University South Hilltop Park**

Rationale:

The draft OCP signals a 12.75Ha future City-wide park that is comprised of three large properties at 2730, 2740 Reyn Road and the hilltop portion of 890-990 Academy Way (Aberdeen Hall Preparatory School). Staff selected this site for its natural character, hilltop aspect, panoramic views of Glenmore valley, Kelowna's downtown, Okanagan Lake and beyond. There is ready access from the existing flume and University South Park trail network that runs on either side that will connect to UBCO and Quail Ridge development to the north. This one site represents 49 per cent of the total City-wide parkland signaled in the OCP.

Comments:

Parkland adjacent to McKinley Mountain Park and McKinley Reservoir will be dedicated to the City. The amount of parkland dedication, while still to be determined, is anticipated to add significantly to the City's overall natural open space land holdings and will provide similar future viewing, trail network and passive recreational opportunities planned for University South Hilltop Park. Expansion to McKinley Mountain Park will also provide improved connectivity between existing Pinecrest Peak Park and the RDCO's Stephens Coyote Ridge Regional Park. While only a small portion of the total amount of dedicated open space would be developed for active use as a City-wide park, it would necessitate a reduction to future hilltop park signaled at University South, so as not to favor suburban over urban sites.

Recommended modifications:

Staff is recommending modifying the OCP to only include the portion of 890-990 Academy Way. This will signal a smaller future City-wide park on the highest point of the hilltop. Staff will explore opportunities for additional parkland and trail connectivity through further study and public engagement through the Parks Master Plan.

### **Rutland Recreation Park Expansion**

Rationale:

The OCP signals a 1.8Ha property at 620-622 Hartman Road, and located within the ALR, for relocation of the community gardens and dog park that currently exists across the street at Rutland Recreation Park. This would allow for the addition of two new multi-use sport fields in their place, increasing the park's capacity by 30%. Staff selected this site for its proximity to relocated uses. The site falls within the Permanent Growth Boundary and has a current OCP future land use of S2RES. Relocation of

existing uses would occur on the northern half of the property, preserving the existing structure for complementary agricultural use.

Comments:

Staff received notification from the ALC on the OCP's proposed change to the future land use. The Executive Committee considered that this proposal could be accommodated outside of the ALR and need not be located on prime capability ALR land, with a request that it be removed from the OCP.

Recommended modifications:

Staff is recommending the removal of the future parkland designation on 620-622 Hartman Road from the draft OCP based on the ALC's Executive Committee's non-support of this use. Staff will explore opportunities for alternative sites for relocation of existing park amenities from Rutland Recreation Park in order to accommodate additional sports fields through the Parks Master Plan.

**Conclusion:**

Providing new parks will continue to contribute to the livability and vibrancy of Kelowna. The Report set-out the many challenges and Staff's response in designating future park sites to meet the visionary and financial goals that will direct Kelowna's growth and investment for the next 20 years. The biggest impact to parkland will be on the amount of local parks and waterfront parks that can be provided to meet future needs. Some reduction is unavoidable due to the high costs of acquiring parkland in urban areas. The OCP represent a balanced approach, albeit at a reduced parkland rate for local parks than current Parkland Acquisition Guidelines recommend, along with the opportunity to develop new strategies specifically targeted to meet the challenges in providing localized parks and residential based amenities.

The Report also provides feedback Staff heard from the public and property owners on those future parks signaled in the OCP. Staff has recommended modifications to the OCP in response to the feedback. Separate from the recommendations, Staff will continue to explore further opportunities for new parkland and strategies through a future Parks Master Plan and neighbourhood planning process and refine the OCP accordingly based on their results.

**Internal Circulation:**

Partnership & Investments  
Policy & Planning  
Real Estate  
Planning & Development Services  
Active Living and Culture  
Strategic Transportation Planning  
Infrastructure Engineering  
Infrastructure Delivery  
Infrastructure Operations  
Corporate Strategic Services  
Communications

**Considerations applicable to this report:**

Legal/Statutory Authority: Local Government Act, Section 471-478  
Existing Policy: 2030 Official Community Plan; Imagine Kelowna; 2019-2022 Council Priorities  
Financial/Budgetary Considerations: 20 Year Servicing Plan (current).

**Considerations not applicable to this report:**

Legal/Statutory Procedural Requirements:

External Agency/Public Comments:

Communications Comments:

Submitted by:

D.James, Planner Specialist.

**Approved for inclusion:**



D.Edstrom, Division Director, Partnership & Investments

## 2040 PARK OCP – FOLLOW-UP FAQ

**Q: Will there be a public meeting or appeal process?**

A: The 2040 Official Community Plan (OCP) is still being developed. Following a report to Council, which will provide the first draft of the OCP, a public engagement process will be launched for residents to comment on all aspects of the draft OCP plan, including parks. Following this engagement, the draft OCP will be further refined and brought before Council in Spring 2021. A Public Hearing, where the public can speak directly to Council, will be held shortly after delivery of this refined plan and prior to Council adopting the plan into Bylaw.

**Q: Will the City contact individual property owners to notify them on future Council reports and the public engagement process?**

A: Property owners are encouraged to sign-up for information on the 2040 OCP process and updates on the City's website.

<https://www.kelowna.ca/our-community/planning-projects/long-range-planning/official-community-plan>

**Q: Will there be public input for the new OCP?**

A: Two public engagement processes for the OCP review took place in 2018 and 2019, focusing on the general approach to the new plan at a high level. Information on new parks and locations had yet to be developed at that time. Following a report to Council this winter, a public engagement process will be launched for residents to comment on all aspects of the draft plan, including parks.

**Q: Who is the Consultant preparing the OCP?**

A: The City of Kelowna has not hired a consultant to guide the 2040 OCP process and is instead developing the OCP with City staff. While consultants have been brought on board to address specific aspects of the plan, it is City staff that are leading the process.

**Q: What is the current zoning of our properties?**

A: Owners can view their property's current zoning from the City's Map Viewer:

<https://maps.kelowna.ca/public/mapviewer/>

1435 Water Street  
Kelowna, BC V1Y 1J4  
TEL 250-469-8610  
EMAIL:  
realestate@kelowna.ca

**Q: When will the property be rezoned?**

A: The properties are not being rezoned, but the current future land use designation may change should Council adopt the new 2040 OCP in 2021. The property would only be rezoned to Park (P3) following purchase of the property by the City.

**Q: Has the City considered the impact and displacement to the owners of these properties when they are rezoned and turned to park?**

**When was it determined to change the rezoning of these properties?**

A: Properties are not being rezoned and owners will not be displaced from their property. Only a property's current future land use designation would be affected. Properties are acquired based on an owner's willingness to sell. Existing and future owners may continue to use their property under its current permitted zoning until such time the City has been successful in acquiring the property, at which time it will be rezoned to park.

**Q: What are the parameters of a Park zoning?**

A: Most parks are zoned P3 – Parks and Open Space. Permitted uses are outlined in Section 16 of the Zoning Bylaw 8000:

<https://www.kelowna.ca/city-hall/city-government/bylaws-policies/zoning-bylaw>

The property would only be rezoned to P3 following a transfer of ownership to the City based on the owner's willingness to sell.

**Q: Explain timing of future park priorities for acquisitions to meet immediate growth need?**

A: There is no specific timeframe for property acquisition once the 2040 OCP is adopted. However, the ideal timeline is over the next 20 years which spans the projected growth horizon of the OCP. The City's acquisition of properties is dependent on several factors, such as: available funding based on Development Cost Charges (DCC) collected; demand for new parks in specific areas of the city; and opportunity based on an owner's willingness to sell.

**Q: Can the City change the future land use/zoning in the future?**

A: Future land use and zoning can be amended by the City through Council's adoption of an OCP Amendment or Rezoning Bylaw.

1435 Water Street  
Kelowna, BC V1Y 1J4  
TEL 250-469-8610  
EMAIL:  
realestate@kelowna.ca

**Q: If population increases are less than expected will the development of these properties be delayed or cancelled?**

A: The OCP is periodically updated based on accuracy of growth projections and actual development trends. The 2040 OCP's future land use may be amended to better adapt to meet these trends.

**Q: Can we redevelop at this time?**

A: Until the 2040 OCP is adopted the current OCP's future land use is still valid, and owners can make applications to rezone.

**Q: Are the growth needs determined by the developers and what the development is?**

**Are future growth needs determined by the City but the responsibility of the developers?**

A: The growth needs are determined as part of the OCP development process by the City. Staff use a combination of population projections provided by BC Stats and Statistics Canada combined with recent housing and demographic trends to create an estimate of Kelowna's population and housing needs in 2040. These estimates are used to develop a new Future Land Use Map and OCP development policies that guide new construction. These estimates also inform plans for transportation, utility infrastructure, and parks needs to 2040.

**Q: My property is currently in the ALR. How will the 'Park' future land use effect the ALR designation?**

A: Most Agricultural Land Reserve (ALR) properties have a current A1 zone with a current future land use of Resource Protection Area (REP). The current A1 zone will remain, only the future land use will change from REP to PARK. Generally, land within the REP designation will not be supported for exclusion from the ALR for more intensive development than that allowed under the current zoning regulation, except in specific circumstances where the City will allow exceptions to satisfy civic objectives for the provision of park and recreational uses. The City will need to make an application to the Agriculture Land Commission (ALC) for exclusion from the ALR at time of rezoning from A1 to P3 after the City has acquired the property.

For more information on the current future land use and how it pertains to your property, see Chapter 4 of the 2030 OCP document and the Future Land Use Map:

1435 Water Street  
Kelowna, BC V1Y 1J4  
TEL 250-469-8610  
EMAIL:  
realestate@kelowna.ca

<https://apps.kelowna.ca/CityPage/Docs/PDFs/Bylaws/Official%20Community%20Plan%202030%20Bylaw%20No.%2010500/Map%204.1%20Generalized%20Future%20Land%20Use%20.pdf?v=B21B6A63E31E72E1B791E30BB1A7BD7D>

<https://apps.kelowna.ca/CityPage/Docs/PDFs/Bylaws/Official%20Community%20Plan%202030%20Bylaw%20No.%2010500/Chapter%2004%20-%20Future%20Land%20Use.pdf>

**Q: Why is the City providing new parks, is this usually the responsibility of the developers?**

A: Developers do often provide parks as part of development of new suburban neighbourhoods, but in many cases the City plans park locations as part of the OCP process and collects Development Cost Charges (DCC) from developers to be used for acquisition and development of new parks in response to growth.

**Q: Explain available funding based on other park commitments?**

A: Funding for parkland acquisition is through the DCC's collected from new development in response to growth. Funds collected may already be committed for the acquisition of another property, in which case the City will need to wait until the DCC park fund has been replenished to pursue new acquisitions.

**Q: What are the other park commitments?**

A: There are several future parks proposed throughout the City in response to projected growth. The extent of these future parks will be made public when a draft of the 2040 Future Land Use map is brought to Council, anticipated shortly, as well as when the City engages with the public in the winter of 2020.

**Q: What are the key considerations that went into selecting our properties for rezoning?**

A: Considerations are specific to the site, but generally consideration is given to provide new neighbourhood and community parks:

- in urban areas where the majority of growth and development is to occur;
- to locate new parks within proximity and convenient access to residents;
- where significant growth is to occur beyond capacity of an existing park, acquire properties to expand the park to accommodate new growth; and

1435 Water Street  
Kelowna, BC V1Y 1J4  
TEL 250-469-8610  
EMAIL:  
realestate@kelowna.ca

- locate parks along key cycle (ATC) and pedestrian corridors to provide safe and convenient access through means other than by car (i.e. walking, cycling, public transit).

**Q: Who has performed the extensive planning and assessment process?**

A: City staff in the Parks, Policy & Planning departments undertook the assessment.

**Q: How high a priority is the park development?**

A: Once the 2040 OCP is adopted priority for development will be dependent upon the City's ability to acquire necessary properties and obtaining Council approval for funding within the Capital Project planning and budget process.

**Q: Has there been a study of the public's use of the existing park to see if there is a need to expand the park?**

A: The identification for a future expansion of an existing is not based on current user needs. A Parks Master Plan, anticipated for 2021, will study user needs. The expansion of parkland is in response to anticipated growth and higher density residential development that will place greater demands on an existing park. The City has a policy of providing 2.2 Ha of new parkland per 1,000 population growth. The selection of future parks and their location is based on achieving this policy and to meet area growth projections.

**Q: Please explain availability to purchase based on owner's decision to sell.**

A: Homes are typically acquired at a time when the owner is prepared to sell. In some cases, the City may reach out to the owner in order to determine if they are prepared to sell and/or when this might be the case.

**Q: Would the City buy one lot at a time if necessary?**

A: Acquisitions are made based on priorities and budget availability which typically requires that properties are acquired one at a time over an extended period of time.

**Q: Upon purchase would the houses be demolished or rented?**

A: This depends on several factors including:

- Condition of the home at the time of acquisition;
- Rental market considerations at the time of acquisition; and
- Anticipated timing of future park construction.

1435 Water Street  
Kelowna, BC V1Y 1J4  
TEL 250-469-8610  
EMAIL:  
realestate@kelowna.ca

**Q: What is the market value based on? The current zoning? Park Zoning? Neighbourhood Zoning?**

**Are comparable sales to determine any impact on market value to be based on current zoning or proposed park zoning?**

A: Valuations are typically based on current zoning, recent sales of comparable properties in the vicinity and other salient factors.

**Q: Who's appraisal will the property be based on?**

A: This depends on each individual situation. In some cases, the City provides an appraisal while in other cases parties mutually agree to the appraiser.

**Q: Once BC Assessment determines impact on market value then what happens?**

A: Please review the following link for more information of how BC Assessment works:  
<https://info.bcassessment.ca/About-Us/how-bc-assessment-works>

1435 Water Street  
Kelowna, BC V1Y 1J4  
TEL 250-469-8610  
EMAIL:  
realestate@kelowna.ca



# 2040 OCP Update

## Future Parks

July 12, 2021



# Timeline

**March 9, 2020**

2040 OCP Parks & Open Spaces Strategy



**July, 2020 to  
December, 2020**

Owner outreach for future parks  
Park input into 20-Year Servicing Plan  
Park input into OCP future land use & policies  
Park updates for launch of OCP



**January 11, 2021  
to March 31, 2021**

Draft 2040 OCP – Phase 4 Public Engagement



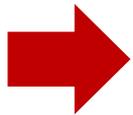
**April, 2021  
to June, 2021**

Public survey / stakeholder feedback



**July 12, 2021**

2040 OCP parks update & OCP modifications



# Imagine Kelowna



- 'Smarter' and more 'Connected' growth;
- Create great public spaces that bring people together;
- Grow vibrant urban centres; and
- Build healthy neighbourhoods for all.

# Official Community Plan's Pillars



Focus Investment  
in Urban Centres



Promote More Housing  
Diversity



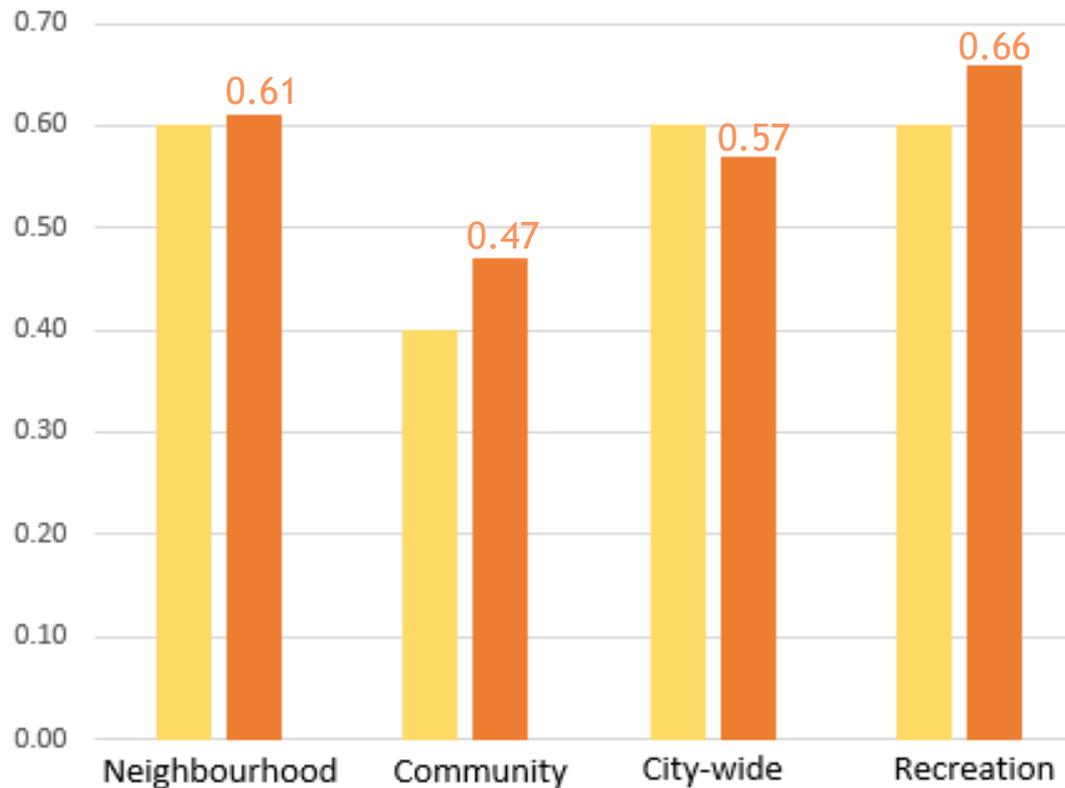
Incorporate Equity Into  
City Building

- Focus investment in urban centres; by supporting the vision of a live-work (and play) environment;
- Promote more housing diversity; by providing new parks in urban neighbourhoods where more infill multi-family development occurs;
- Incorporate equity into city building; by offering recreational opportunities to all.

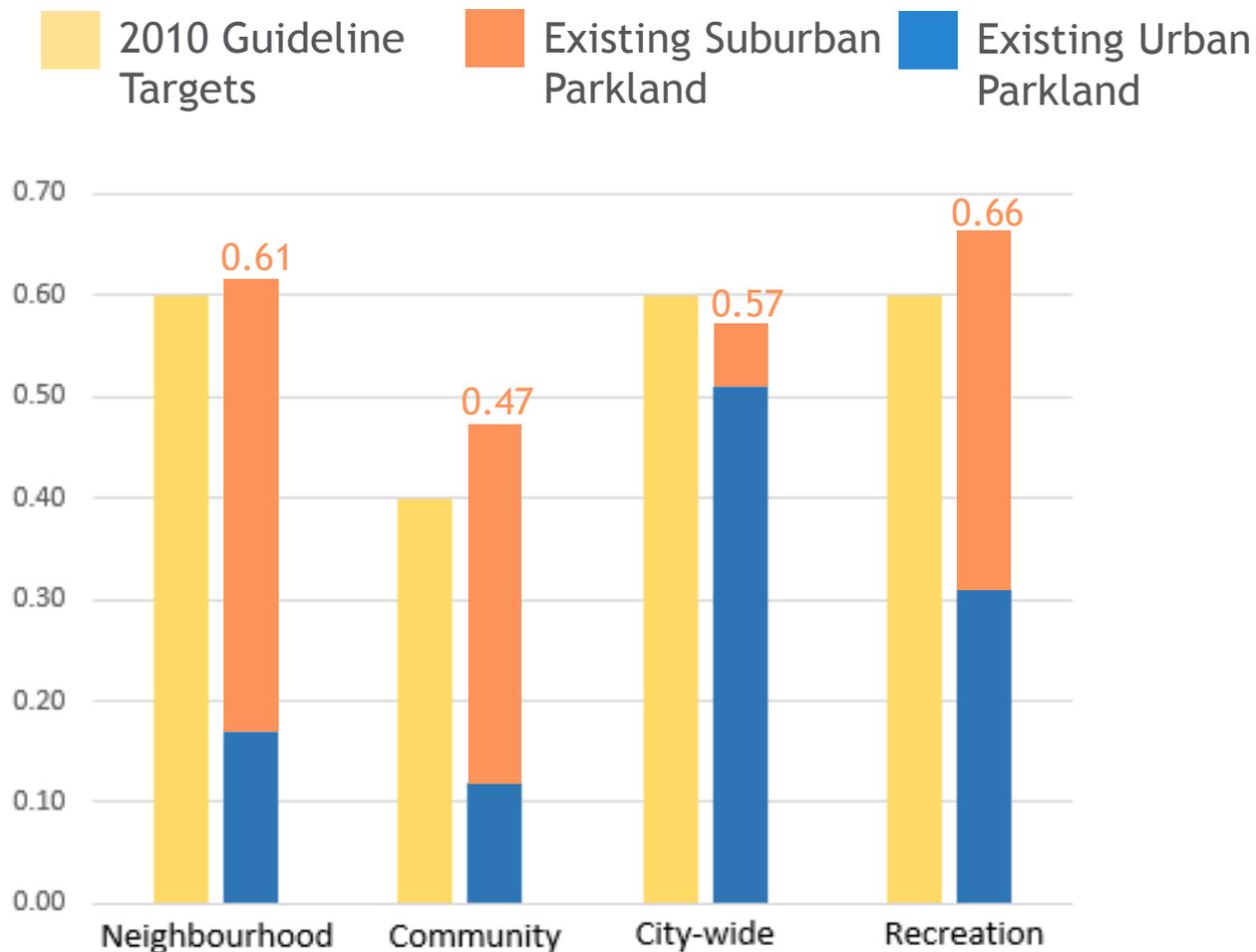
# Active Park Assessment

2010 Guideline  
2.20Ha / 1,000 pop.

2019 Assessment  
2.31Ha / 1,000 pop.



# Urban Parkland Assessment



# Local Park Assessment

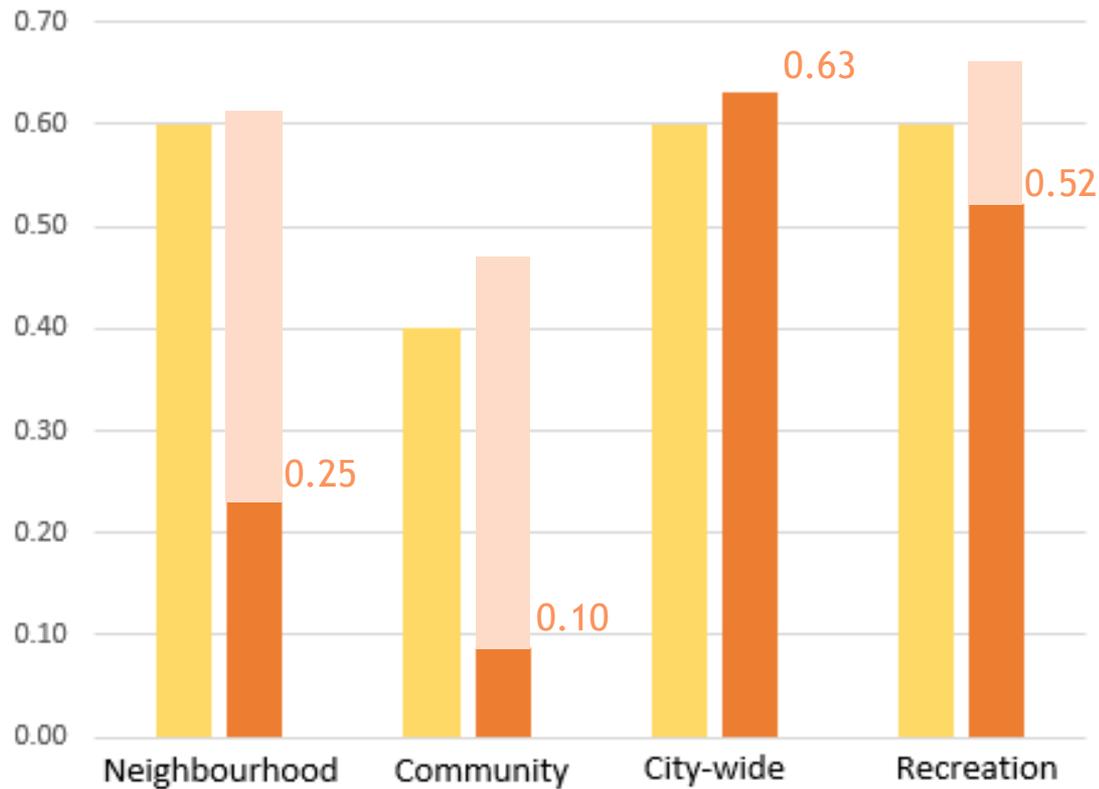
## Neighbourhood & Community Parkland Acquisition (2019)

CITY SECTOR		Current Population	Existing Parkland*	Acquisition Rate
No.	OCP Sector	2018-2019	Ha	1.0 Ha / 1000 Pop
1	McKinley	1,418	5.86	2.45
2	Highway 97	6,449	8.51	1.00
3	Glenmore/Clifton/Dilworth	25,617	29.32	0.93
4	Central City	22,366	8.38	0.20
5	Rutland	27,668	23.94	0.71
6	Belgo - Black Mountain	6,712	9.11	1.12
7	South Pandosy / KLO	13,635	7.70	0.42
8	Southeast Kelowna	6,270	9.43	1.48
9	North Mission - Crawford	8,902	13.51	1.37
10	Southwest Mission	11,020	25.12	1.78
		<b>130,057.00</b>	<b>140.88</b>	<b>1.08</b>

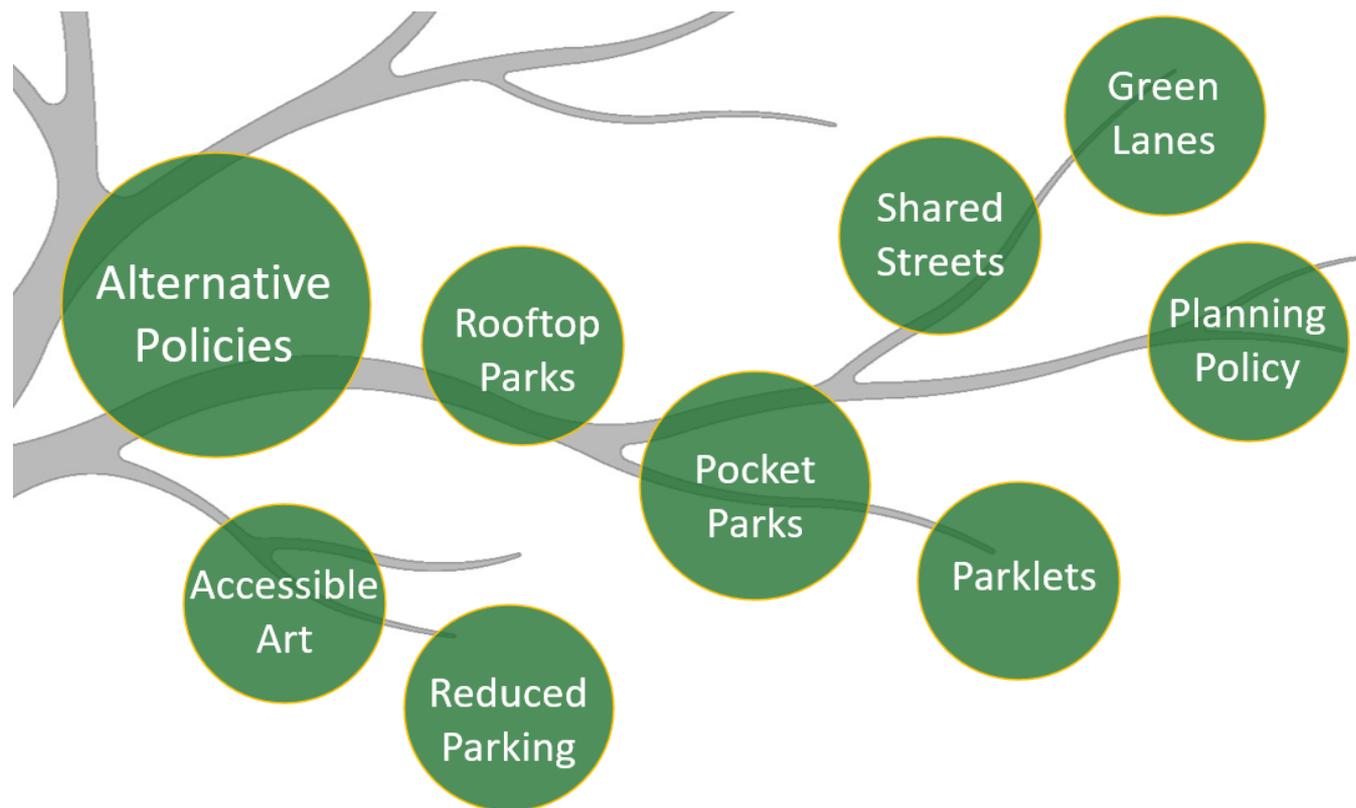
# 2040 Official Community Plan

2010 Guideline  
2.20Ha / 1,000 pop.

2040 OCP  
1.50Ha / 1,000 pop.

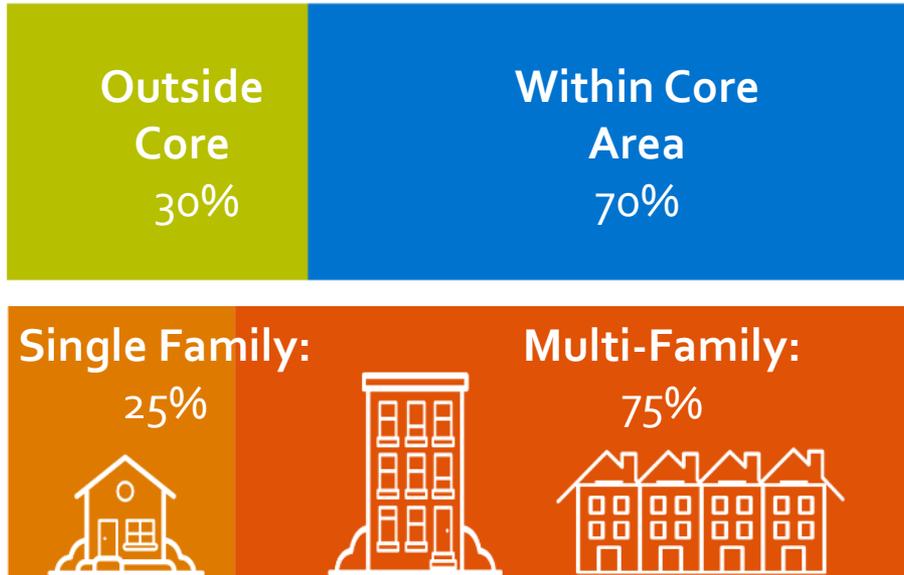


# 2040 OCP Parks & Open Space Strategies

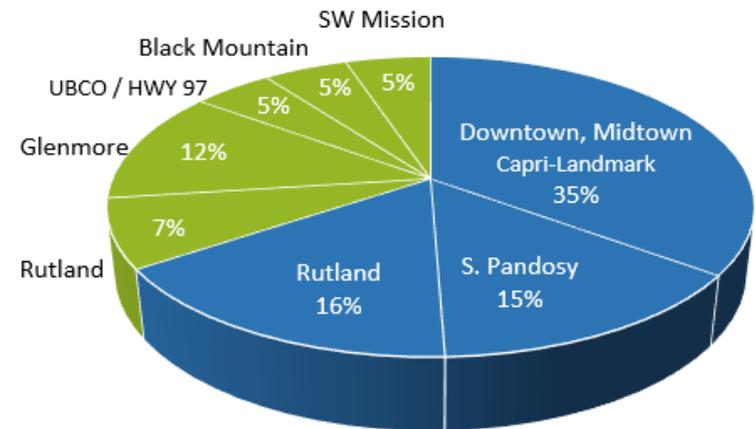


Alternative Policies

# OCP Future Growth



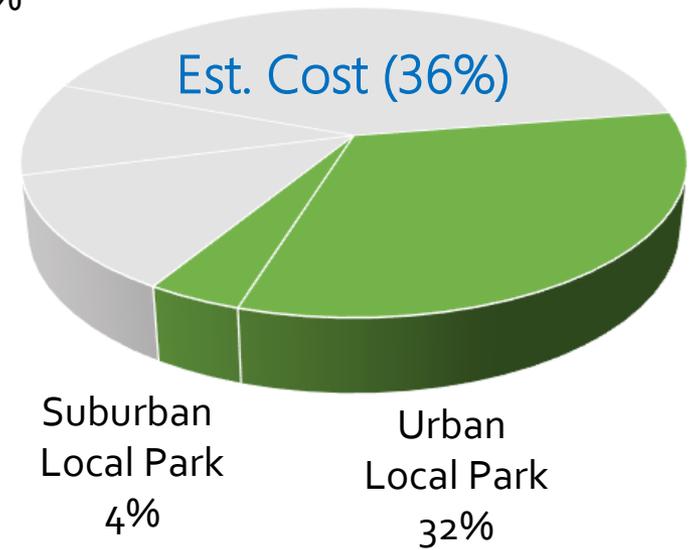
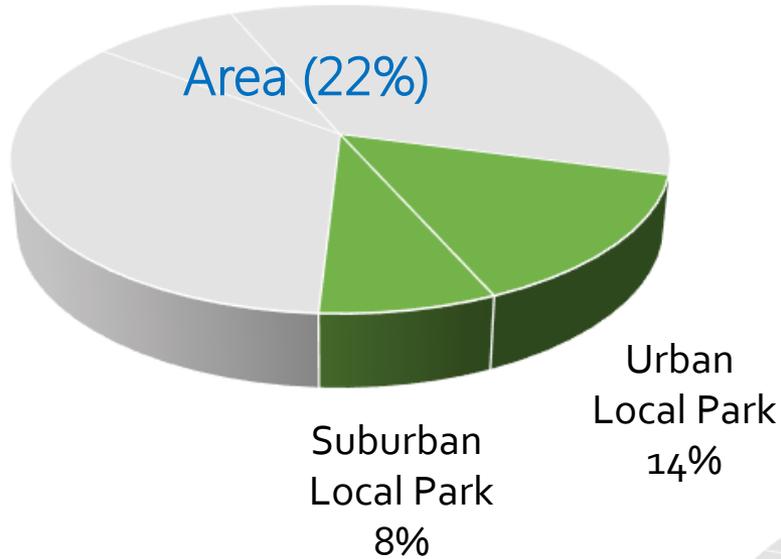
## Growth Strategy



## Local Parks

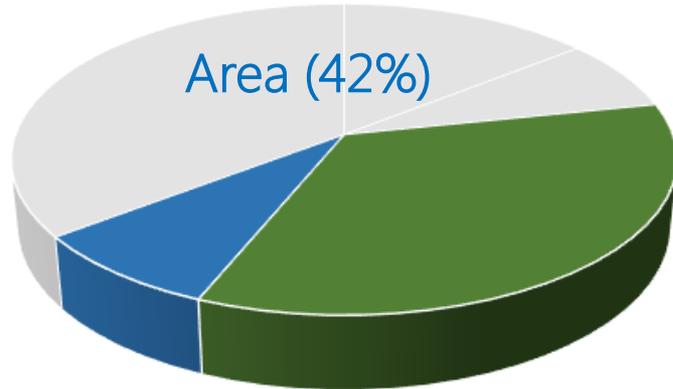


# Local Parks



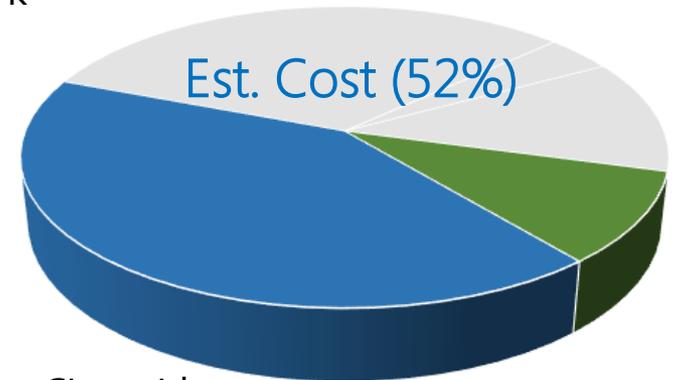


# City-wide Parks



City-wide  
Urban &  
Waterfront  
8%

City-wide  
Suburban Park  
34%

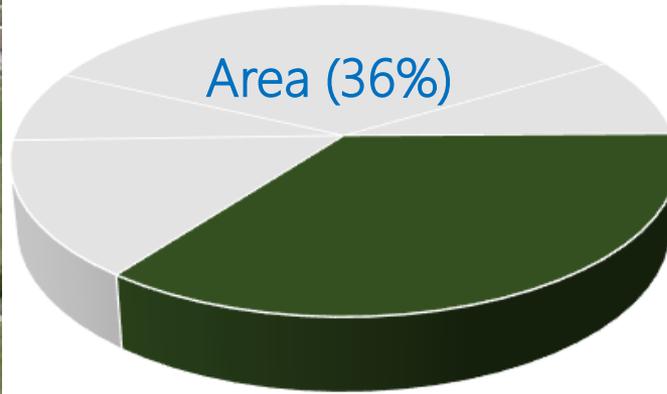


City-wide  
Urban &  
Waterfront  
42%

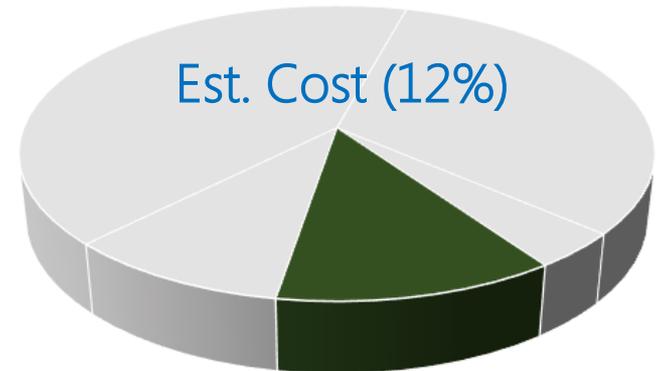
City-wide  
Suburban Park  
10%



# Recreation Parks

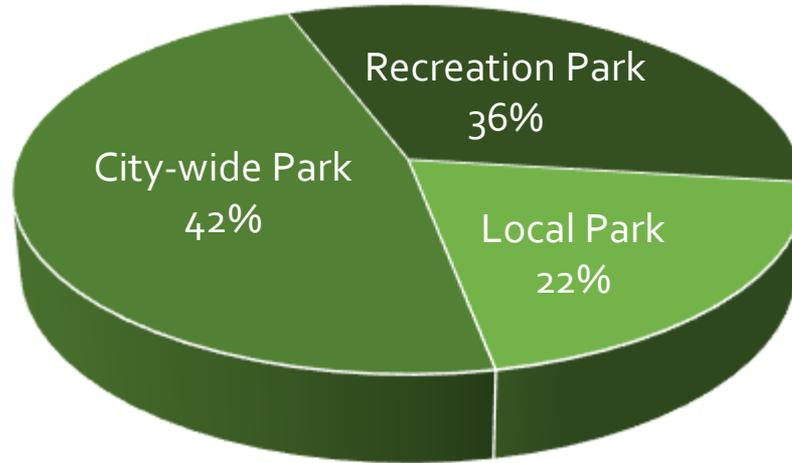


Recreation  
Park



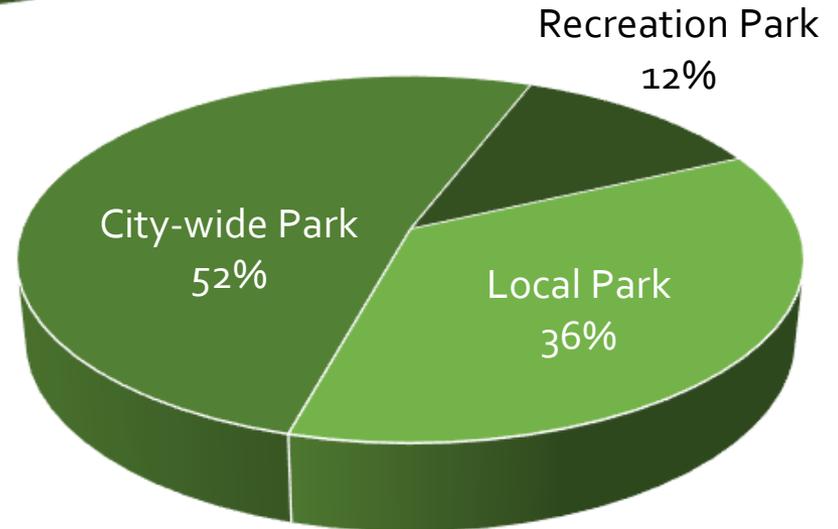
Recreation  
Park

# Active Parks



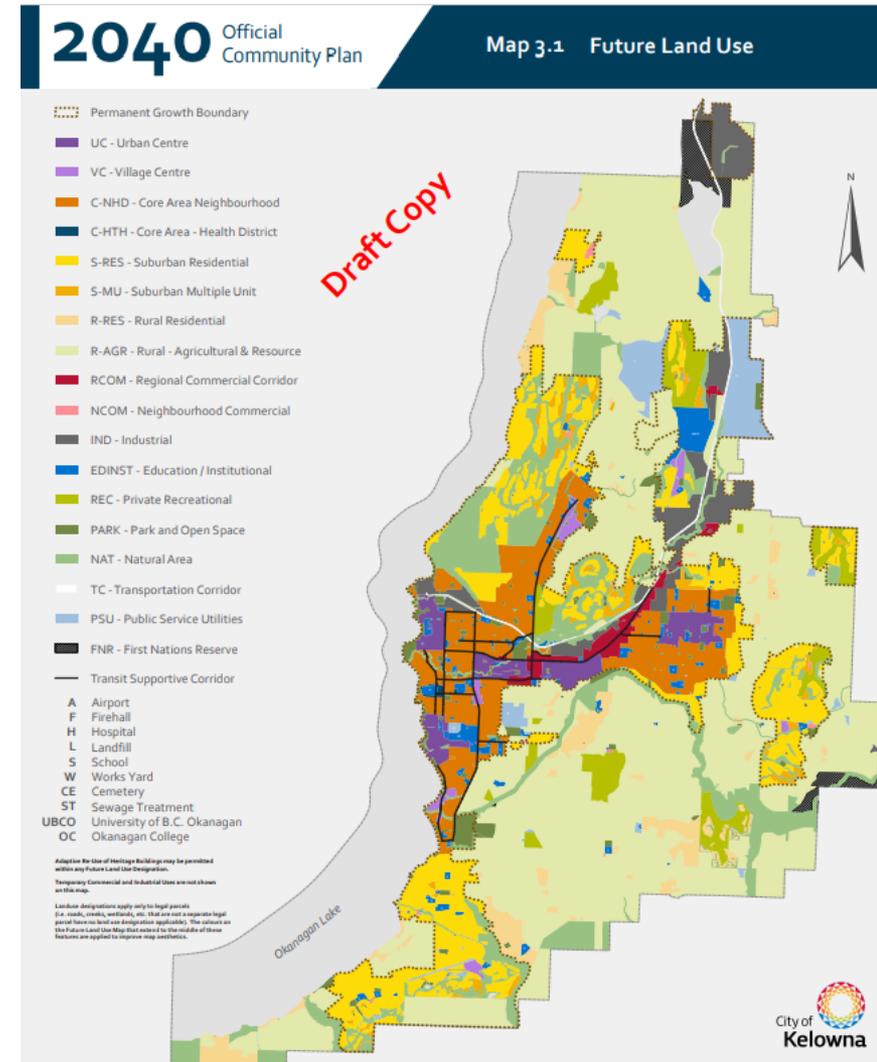
Total Parkland Area  
(2040 OCP)

Total Est. Cost  
(20Yr Servicing Plan)



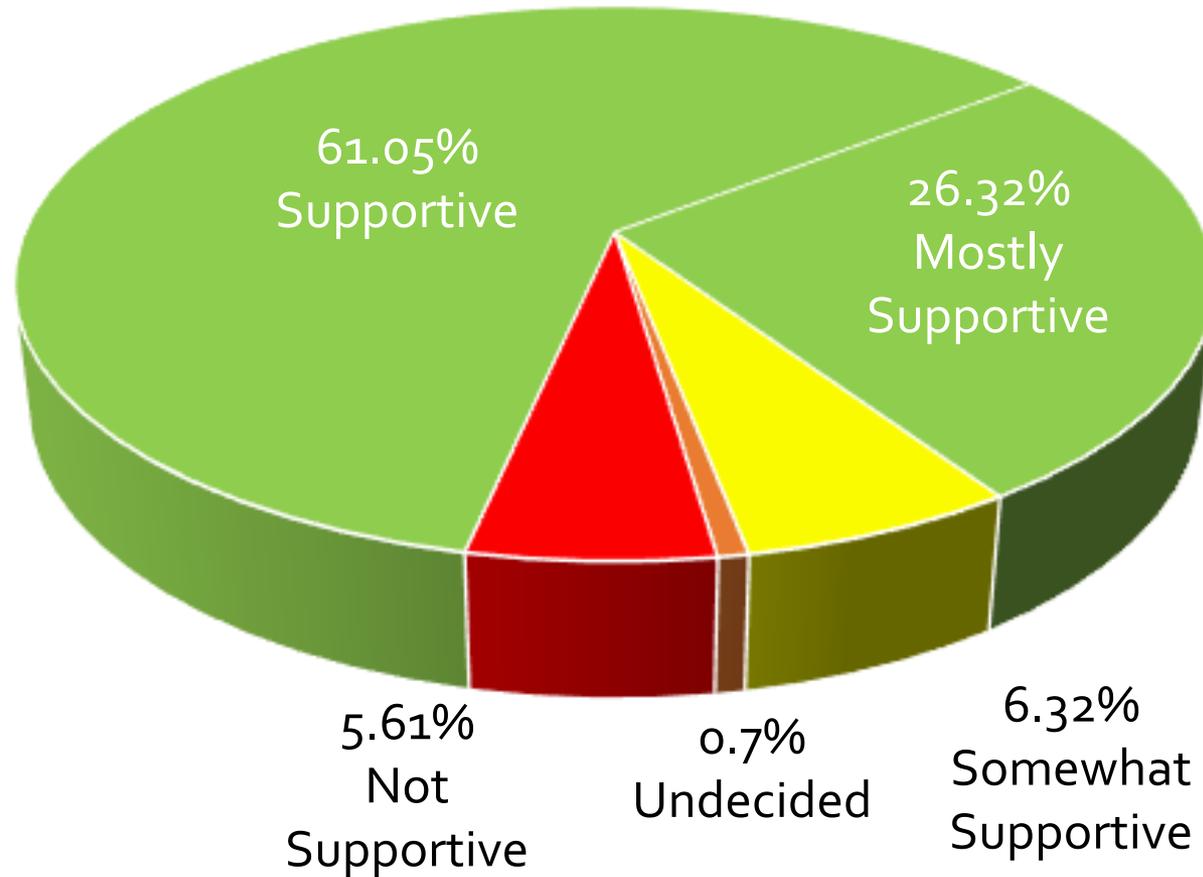
# Future Land Use Map

- Communicates future vision
- Directs future park planning efforts
- Budget allocation for future park investments
- Limits redevelopment to allow for future acquisition over time



# OCP Parks Feedback

Online public survey results:



# OCP Feedback

## Owner feedback:

- Low level of support for OCP and changes to their property's future land use
- Concerns on how it will affect property value and ability to sell in the future.
- Lack of owner consultation and transparency in process
- Poor location or not needed
- Nuisance issues, negative impact on neighbourhood
- Affect their future development plans for property

# OCP Modifications

## Watt Beach Park (Draft)

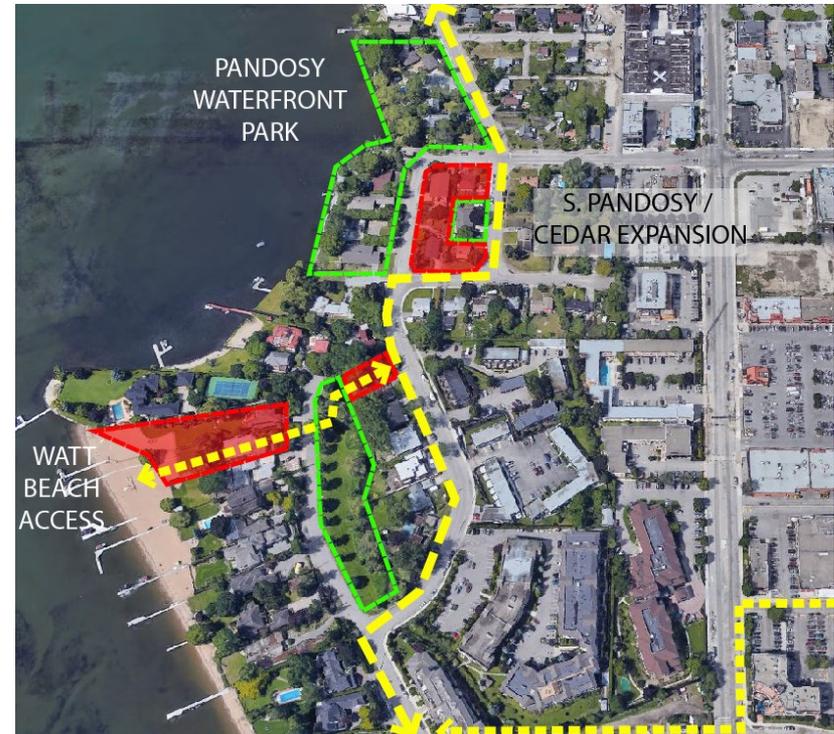
- 8 properties for new 1.66Ha beach park
- Strengthen connections to lake and other parks
- Compliment existing parks with high quality swimming beach
- Add new neighbourhood amenities to support



# OCP Modifications

## Watt Beach Park (Modified)

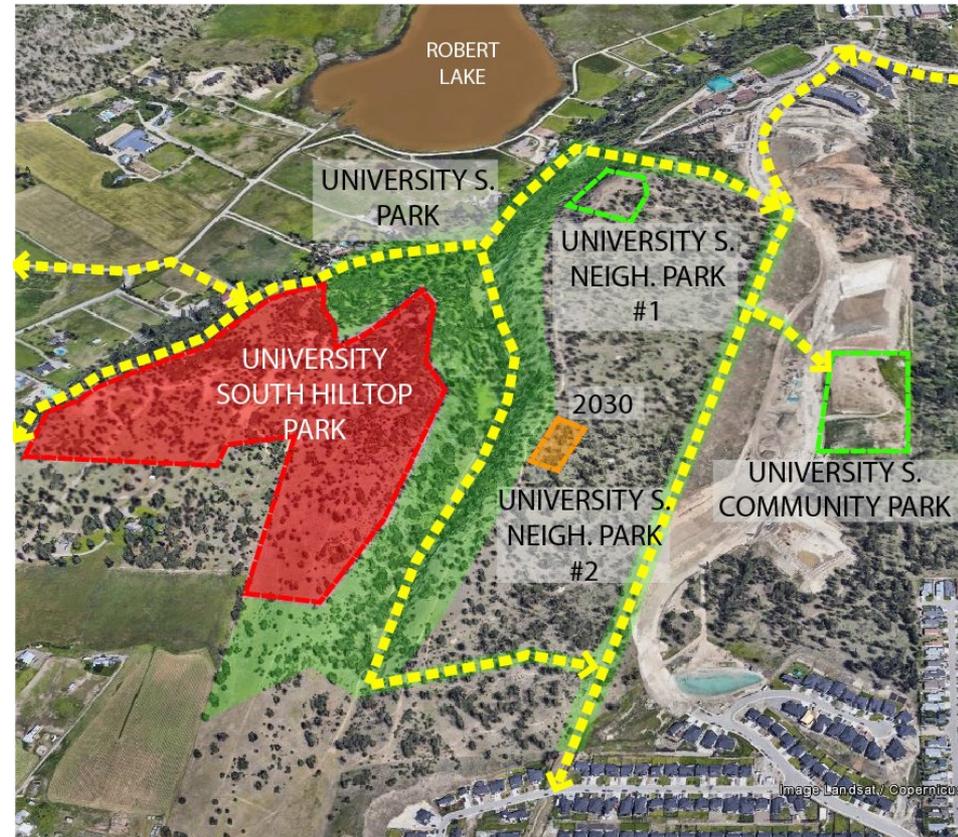
- 2 properties for new lake and beach access (0.41Ha)
- Strengthen connections to lake and other parks
- Further review the remaining six properties and Boyce-Gyro through Parks Master Plan



# OCP Modifications

## University South Hilltop (Draft)

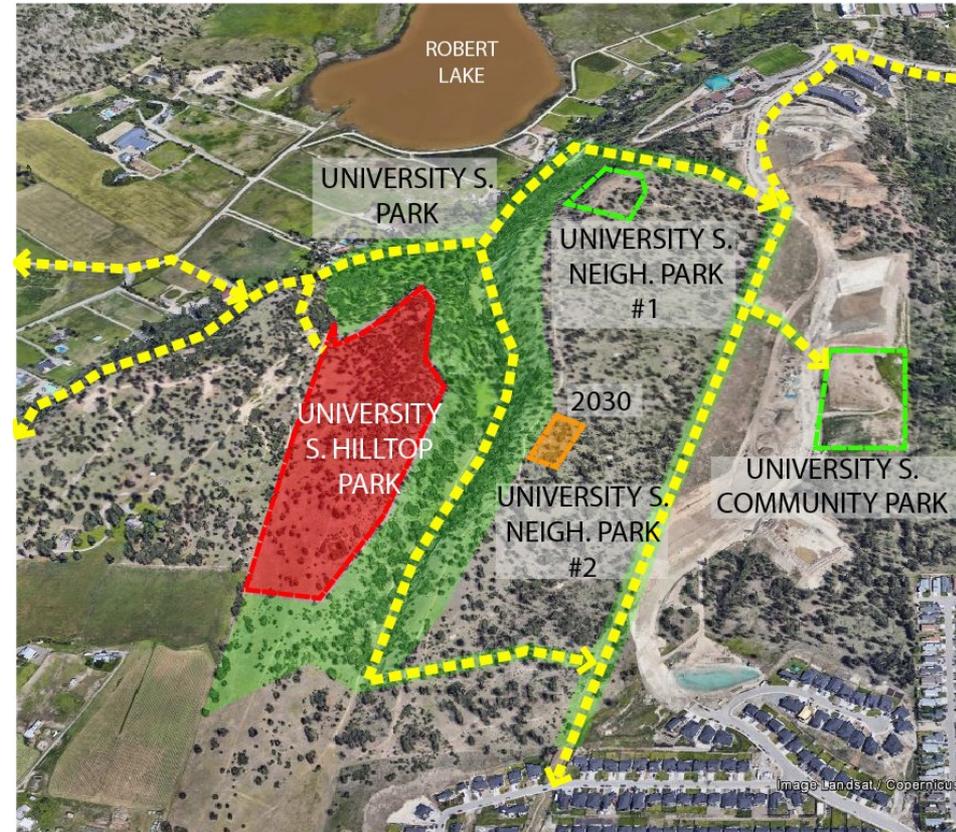
- 3 large properties for new 12.75Ha hilltop park
- Panoramic overlook with natural trails
- Connection to existing trail network to UBCO and Quail Ridge



# OCP Modifications

## University South Hilltop (Modified)

- 1 properties at highest point (6.75Ha)
- Panoramic overlook with natural trails
- Connection to existing trail network to UBCO and Quail Ridge
- Identify additional hilltop site at McKinley



# OCP Modifications

## Rutland Recreation Park (Draft)

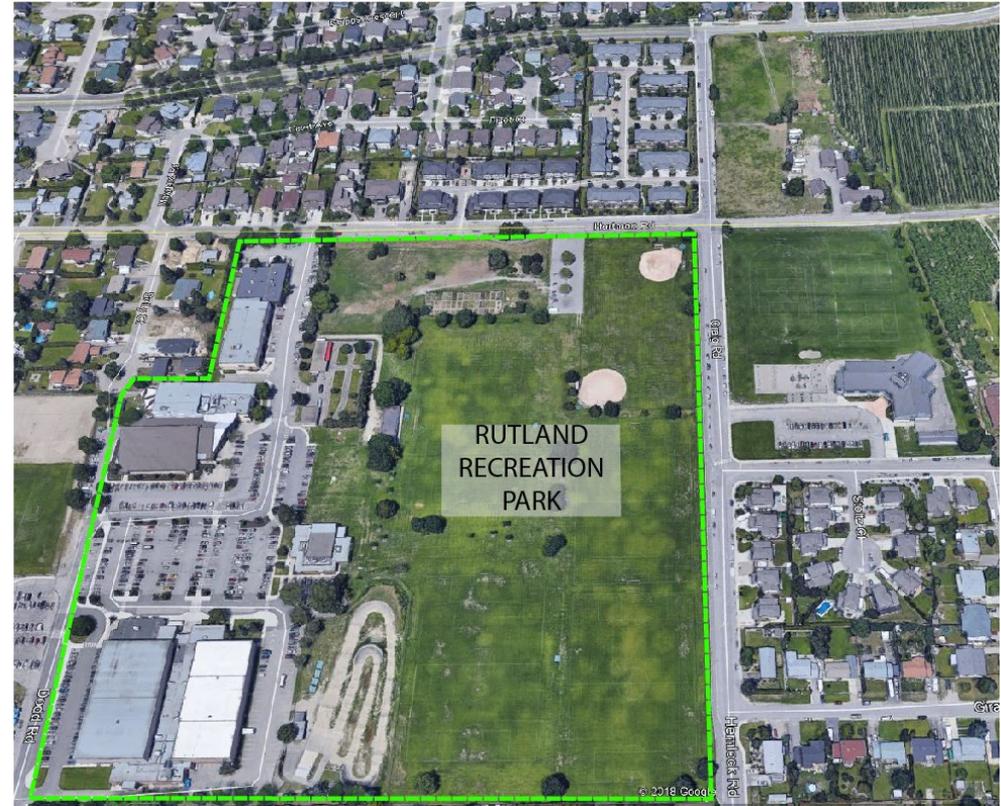
- 1 property 1.8Ha in ALR
- Relocate non-sport amenities from existing park
- Replace with 2 new multi-use sport fields



# OCP Modifications

## Rutland Recreation Park (Modified)

- Non-support from ALC Executive Committee
- Remove from OCP
- Identify other locations for parks amenities



# Council Resolution

THAT, Council receives for information the Report from Parks & Buildings Planning, dated July 12, 2021, providing an update on future parkland for the draft 2040 Official Community Plan (OCP), their challenges and opportunities;

AND THAT, Council directs Staff to update the OCP based on the recommendations for parkland modifications outlined in the Report;

AND FURTHER THAT, Council endorses the OCP's future parkland use designation inclusive of the remaining and modified parkland.



## *Questions?*

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

# CITY OF KELOWNA

## BYLAW NO. 12220

### Amendment No. 12 to Development Applications Fees Bylaw No. 10560

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts that the City of Kelowna Development Applications Fees Bylaw No. 10560 be amended as follows:

1. THAT **Schedule "A" - DEVELOPMENT APPLICATION FEES –Development Application Fees – Table 1 FEES PURSUANT TO ZONING BYLAW NO. 8000 AND LOCAL GOVERNMENT ACT** be amended by:

a) Deleting the following:

"All applications from 2021 onwards will include a \$50.00 administration fee. Applications and fees noted with an asterisk (\*) are exempt from the admin fee."

Replacing it with:

"All applications from 2021 onwards include a \$50.00 administration fee. Applications and fees noted with an asterisk (\*) are exempt from the admin fee."

b) Deleting the following:

Non-Adhering Residential Use	\$450	\$450	\$450	\$450
Soil Use to Place Fill and/or Remove Soil	\$750	\$750	\$750	\$750
Non-Farm Use	\$750	\$750	\$750	\$750
Subdivision	\$750	\$750	\$750	\$750
Exclusion	\$750	\$750	\$750	\$750

Replacing it with:

Non-Adhering Residential Use*	\$450	\$450	\$450	\$450
Soil Use to Place Fill and/or Remove Soil*	\$750	\$750	\$750	\$750
Non-Farm Use*	\$750	\$750	\$750	\$750
Subdivision*	\$750	\$750	\$750	\$750
Exclusion*	\$750	\$750	\$750	\$750

c) Adding \$50 to the 2021 Fees, 2022 Fees and 2023 Fees columns except applications and fees noted with an asterick (\*).

2. AND THAT **Schedule "A" Development Application Fees – Table 2 FEES PURSUANT TO SUBDIVISION, DEVELOPMENT, AND SERVICING BYLAW NO. 7900 AND LAND TITLE ACT** be amended by:

a) Deleting the following:

"All applications from 2021 onwards will include a \$50.00 administration fee. Applications and fees noted with an asterisk (\*) are exempt from the admin fee."

Replacing it with:

"All applications from 2021 onwards include a \$50.00 administration fee. Applications and fees noted with an asterisk (\*) are exempt from the admin fee."

- b) Adding \$50 to the 2021 Fees, 2022 Fees and 2023 Fees columns except applications and fees noted with an asterick (\*).
- 3. This bylaw may be cited for all purposes as "Bylaw No. 12220, being Amendment No. 12 to Development Applications Fees Bylaw No.10560."
- 4. This bylaw shall come into full force and effect and is binding on all persons as and from the date of adoption.

Read a first, second and third time by the Municipal Council this 28<sup>th</sup> day of June, 2021.

Adopted by the Municipal Council of the City of Kelowna this

\_\_\_\_\_  
Mayor

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