

City of Kelowna

Regular Council Meeting

AGENDA



Monday, May 9, 2022
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.

This Meeting is open to the public and all representations to Council form part of the public record. A live audio-video feed is being broadcast and recorded on kelowna.ca.

2. Confirmation of Minutes

5 - 11

PM Meeting - May 2, 2022

3. Development Application Reports & Related Bylaws

3.1. Hwy 33 W 590 - TA22-0001 Z22-0011 - 0838239 BC Ltd Inc No BCo838239

12 - 40

The Mayor to invite the Applicant, or Applicant's Representative, to come forward.

To review a Staff recommendation to NOT support a site-specific text amendment to allow for a retail cannabis sales establishment within 500 metres of another property zoned for retail cannabis sales and to review a Staff recommendation to NOT support an application to rezone the subject property from the C4rls – Urban Centre Commercial (Retail Liquor Sales) zone to the C4rls/rcs – Urban Centre Commercial (Retail Liquor Sales/Retail Cannabis Sales) zone.

3.2. Steele Rd 1450 - OCP22-0004 (BL12376) Z21-0094 (BL12377) - Mair Developments Ltd., Inc. No. BCo753083

41 - 58

To amend the Official Community Plan to change the future land use designation of the subject property and to rezone the subject property to facilitate a 32 lot residential subdivision and parkland dedication.

- | | | |
|------|---|-----------|
| 3.3. | Steele Rd 1450 - BL12376 (OCP22-0004) - Mair Developments Ltd., Inc. No. BCo753083 | 59 - 60 |
| | <p>Requires a majority of all members of Council (5).</p> <p>To give Bylaw No. 12376 first reading in order to change the Future Land Use designation of portions of the subject property from the NAT – Natural Areas and S-RES – Suburban Residential designations to the NAT – Natural Areas and S-RES – Suburban Residential designations.</p> | |
| 3.4. | Steele Rd 1450 - BL12377 (Z21-0094) - Mair Developments Ltd., Inc. No. BCo753083 | 61 - 62 |
| | <p>To give Bylaw No. 12377 first reading in order to rezone portions of the subject property from the A1 – Agriculture 1 zone to the RU2h – Medium Lot Housing (Hillside Area) and the P3 – Parks and Open Space zones.</p> | |
| 3.5. | St Paul St 1405 - Z21-0011 (BL12371) - Abacio Properties Ltd | 63 - 87 |
| | <p>To rezone the subject property from the C4 – Urban Centre Commercial zone to the C7 – Central Business Commercial zone to facilitate a mixed-use development with multiple dwelling housing.</p> | |
| 3.6. | Guy St 945 - TA22-0010 (BL12372) - Tolko Industries Ltd. Inc.No, Aoo66883 | 88 - 109 |
| | <p>To amend the Zoning Bylaw with a site-specific text amendment to the I4 – Central Industrial zone to allow Residential Sales Centre as a principle use on the subject property.</p> | |
| 3.7. | Guy St 945 - BL12372 (TA22-0010) - Tolko Industries Ltd. Inc.No, Aoo66883 | 110 - 110 |
| | <p>To give Bylaw No. 12372 first reading in order to add Residential Sales Centre as a principle use on only the subject property in the I4 - Central Industrial zone.</p> | |
| 3.8. | Pasadena Rd 1290 - Z22-0015 (BL12373) - Laul Real Estate Group Inc., Inc.No. BC1259351 | 111 - 128 |
| | <p>To rezone the subject property from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone to facilitate the development of a second single-family dwelling.</p> | |
| 3.9. | Supplemental Report - Ellis St 1070-1130 - Z21-0108 (BL12362) - Waterscapes Homes Ltd., Inc. No. BCo767408 | 129 - 130 |
| | <p>To receive a summary of notice of first reading for Rezoning Bylaw No. 12362 and to give the bylaw further reading consideration.</p> | |

3.10.	Ellis St 1070-1130 - BL12362 (Z21-0108) - Waterscapes Homes Ltd., Inc.No. BC0767408	131 - 131
	To give Bylaw No. 12362 first, second and third reading in order to rezone the subject property from RM6 – High Rise Apartment Housing and the C4 – Urban Centre Commercial zones to the C7 – Central Business Commercial zone.	
4.	Non-Development Reports & Related Bylaws	
4.1.	Proposed Amendments to Second Residences in the ALR	132 - 156
	To facilitate a discussion with Council regarding the recent changes to the ALC Act and Regulations for second residences in the Agricultural Land Reserve and review options to regulate residential uses within the Agricultural Land Reserve.	
4.2.	Audit Committee Meeting Review for 2021	157 - 180
	To provide a high-level review of the information provided to the Audit Committee during the meeting on April 28, 2022.	
4.3.	2021 Consolidated Financial Statements	181 - 182
	To present the Financial Statements to Council for acceptance per the legislative requirement, to provide Council with a recommendation on the appropriation of \$8,786,918 of surplus to general reserves and accumulated surplus and to seek approval to include the Financial Statements in the annual report.	
4.4.	Downtown Kelowna Association 2022 Tax Rate Amendment	183 - 187
	To authorize the 2022 tax rate amendment on Class 5 light industry and Class 6 business/other properties located within the Kelowna Downtown Business Improvement Area.	
4.5.	BL12387 - Amendment No. 1 to 2022 Tax Rate Bylaw	188 - 188
	To give Bylaw No. 12387 first, second and third reading.	
4.6.	Southeast Kelowna Golf Course Irrigation Rates	189 - 205
	To establish fair and equitable irrigation rates for golf courses in Southeast Kelowna using non-potable water and, to have Council amend the Water Regulation Bylaw to address the rate change for the subject golf courses.	
4.7.	12367 - Amendment No. 16 to the Water Regulation Bylaw No. 10480	206 - 207
	To give Bylaw No. 12367 first, second and third reading.	

4.8. Central Okanagan Journey Home Society - Mid-Strategy Review Report

208 - 322

To provide Council with the Central Okanagan Journey Home Society's (COJHS) Mid-Term Journey Home Strategy Report including an implementation progress update and a recalibration of priorities and performance indicators for the duration of the strategy timeline.

5. Mayor and Councillor Items

6. Termination



City of Kelowna Regular Council Meeting Minutes

Date:	Monday, May 2, 2022
Location:	Council Chamber City Hall, 1435 Water Street
Members Present	Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given, Luke Stack, Brad Sieben, Mohini Singh and Loyal Wooldridge
Members participating Remotely	Councillor Charlie Hodge
Staff Present	City Manager, Doug Gilchrist; City Clerk, Stephen Fleming; Divisional Director, Planning & Development Services, Ryan Smith*; Community Planning & Development Manager, Dean Strachan*; Development Planning Department Manager, Terry Barton*; Infill Housing Planning Manager, James Moore*; Planner, Arlene Janousek*; Utility Services Manager, Kevin Van Vliet*; Landfill & Compost Operations Manager, Scott Hoekstra*; Intergovernmental Relations Manager, Axelle Bazett*; Senior Airport Finance & Corporate Services Manager, Shayne Dyrdal*; Sport & Event Services Manager, Doug Nicholas*; Controller, Jackie Dueck*
Staff participating Remotely	Legislative Coordinator (Confidential), Arlene McClelland
Guests	RDCO Engineering Services Manager, Travis Kendel* RDCO Waste Reduction Facilitator, Cynthia Coates*
(* Denotes partial attendance)	

1. Call to Order

Mayor Basran called the meeting to order at 1:38 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 Singh

R0310/22/05/02 THAT the Minutes of the Regular Meetings of April 25, 2022 be confirmed as circulated.

Carried

3. Development Application Reports & Related Bylaws

3.1 Lakeshore 3773-3795 - TA20-0009 (BL12366) - Westcorp on the Lake Inc., Inc. No. A75763

Staff:

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

Moved By Councillor Given/Seconded By Councillor Donn

R0311/22/05/02 THAT Zoning Bylaw Text Amendment Application No. TA20-0009 to amend City of Kelowna Zoning Bylaw No. 8000 as outlined in Schedule "A" attached to the report from the Development Planning Department dated May 2nd 2022 for Lot 1, DL 134, ODYD, Plan EPP41204 located at 3773-3795 Lakeshore Road be considered by Council;

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

AND THAT final adoption of the Text Amending Bylaw be considered subsequent to council authorizing staff to enter into a 'Master Development Agreement' for the subject property;

AND THAT final adoption of the Text Amending Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "B" attached to the Report from the Development Planning Department dated May 2nd 2022;

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

Carried

Councillor Hodge - Opposed

3.2 Lakeshore 3773-3795 - BL12366 (TA20-0009) - Westcorp on the Lake Inc., Inc. No. A75763

Moved By Councillor Given/Seconded By Councillor Singh

R0312/22/05/02 THAT Bylaw No.12366 be read a first time.

Carried

Councillor Hodge - Opposed

3.3 McClure Rd 634 - Z22-0008 (BL12370) - McClure Road Development Ltd., Inc. No. BC1284976

Staff:

- Displayed a PowerPoint Presentation summarizing the application.

Moved By Councillor Stack/Seconded By Councillor Donn

R0313/22/05/02 THAT Rezoning Application No. Z22-0008 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 13 District Lot 357 SDYD Plan 18280, located at 634 McClure Road, Kelowna, BC from the RU1 – Large Lot Housing to the RU6 – Two Dwelling Housing zone, be considered by Council;

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 Engineering Department dated May 2, 2022;

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

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.

Carried

4. Bylaws for Adoption (Development Related)

4.1 Kaslo Crt 2117 - BL12292 (Z21-0076) - Kyle Remie Van de Syde and Kathryn Lynn Van de Syde

Moved By Councillor Wooldridge/Seconded By Councillor Given

R0314/22/05/02 THAT Bylaw No. 12292 be adopted.

Carried

5. Non-Development Reports & Related Bylaws

5.1 Housing Needs Report Program Grant Application

Staff:

- Provided an overview of the Housing Needs Program Grant application.

Moved By Councillor Given/Seconded By Councillor Wooldridge

R0315/22/05/02 THAT Council receives, for information, the report from the Policy & Planning Department dated May 2, with respect to the UBCM Housing Needs Reports Program;

AND THAT Council directs staff to apply for grant funding for a Housing Needs Assessment through the UBCM Housing Needs Reports Program;

AND THAT Council support the current proposed activities and endorse staff to provide overall grant management;

AND FURTHER THAT, should the grant application be successful, the 2022 Financial Plan be amended to include the receipt of funds.

Carried

5.2 Solid Waste Update

Staff:

- Displayed a PowerPoint Presentation highlighting various aspects of the City's Solid Waste program and recent development and initiatives at the Glenmore Landfill and responded to questions from Council.

Moved By Councillor Given/Seconded By Councillor Singh

R0316/22/05/02 THAT Council receives for information, the report from Utility Services dated May 2, 2022, with respect to the Solid Waste Update.

Carried

5.3 RecycleBC Update

Staff:

- Provided opening remarks and introduced guest speaker Travis Kendel, RDCO Engineering Services Manager.

Travis Kendel, Engineering Services Manager, RDCO

- Displayed a PowerPoint Presentation providing an update on the existing Recycle BC Program update and responded to questions from Council.

Cynthia Coates, Waste Reduction Facilitator, RDCO

- Responded to questions from Council.

Moved By Councillor DeHart/Seconded By Councillor Hodge

R0317/22/05/02 THAT Council receives for information, the report from Utility Services dated May 2, 2022, with respect to the Recycle BC Program Update;

AND THAT Council direct staff to report back to Council with a recommendation on the approach to provide recycling service, no later than the end of June 2022.

Carried

5.4 2022 UBCM Excellence Award Applications

Staff:

- Displayed a PowerPoint Presentation summarizing the Award Program and outlining the proposed submissions for the 2022 UBCM Excellence Award.

Moved By Councillor Stack/Seconded By Councillor Donn

R0318/22/05/02 THAT Council supports the submissions of the following City projects for the 2022 Union of BC Municipalities (UBCM) Community Excellence Awards:

- Governance category: Kelowna 2040 (Official Community Plan and Transportation Master Plan)
- Asset Management category: Kelowna Water Integration Plan - Phase 1 - South East Kelowna
- Service Delivery category: Meet me on Bernard
- Sustainability category: Real-Time Flood Response EOC Dashboard and Water Level Data Modernization.

Carried

5.5 Kelowna International Airport 2022 Financial Plan Amendment - Childcare Grant

Staff:

- Displayed a PowerPoint Presentation summarizing the proposed amendments to the Airport 2022 Financial Plan and spoke to the Provincial childcare grant and responded to questions from Council.

Moved By Councillor Donn/Seconded By Councillor Wooldridge

R0319/22/05/02 THAT Council receives for information the report from Kelowna International Airport dated May 2, 2022, with respect to the amendment of Kelowna International Airport's 2022 Financial Plan;

AND THAT, the 2022 Financial Plan be amended to include all costs and proceeds associated with the Childcare Grant as outlined in the report from Kelowna International Airport dated May 2, 2022;

AND FURTHER THAT the Airport Director and Divisional Director of Financial Services be authorized to execute all documents necessary to enter into agreement for the Childcare Grant as outlined in the report from Kelowna International Airport dated May 2, 2022.

Carried

5.6 OGC Loan Repayment Plan

Staff:

- Displayed a PowerPoint Presentation summarizing the proposed refinancing term for the Okanagan Gymnastics Centre's loan repayment plan.

Moved By Councillor Given/Seconded By Councillor Singh

R0320/22/05/02 THAT Council receives for information the report from the Sport & Event Services Manager, dated May 2, 2022, regarding the loan payment plan for the Okanagan Gymnastics Centre;

AND THAT Council approves the proposed refinancing terms for the Okanagan Gymnastics Centre's outstanding loan amount (\$126,872.84), to be paid over a 3-year term starting May 2022 through April 2025;

AND THAT, the 2022 Financial Plan be amended to include all proceeds associated with the Okanagan Gymnastics Centre repayment plan as outlined in the report from Sport & Event Services dated May 2, 2022.

Carried

6. Resolutions

6.1 H2O Adventure + Fitness Centre and Parkinson Recreation Centre Site Tours

Moved By Councillor Stack/Seconded By Councillor Hodge

R0321/22/05/02 THAT a portion of the Regular AM Council Meeting scheduled for Monday May 9, 2022 be at a location other than City Hall Council Chamber, being the H2O Adventure + Fitness Centre – 4075 Gordon Drive, and the Parkinson Recreation Centre – 1800 Parkinson Way, Kelowna BC starting at 9:00 am.

Carried

7. Bylaws for Adoption (Non-Development Related)

7.1 BL12338 - Five Year Financial Plan Bylaw 2022-2026

Moved By Councillor Given/Seconded By Councillor Wooldridge

R0322/22/05/02 THAT Bylaw No. 12338 be adopted.

Carried

7.2 BL12339 - Tax Structure Bylaw 2022

Moved By Councillor Wooldridge/Seconded By Councillor Given

R0323/22/05/02 THAT Bylaw No. 12339 be adopted.

Carried

7.3 BL12340 - Annual Tax Rate Bylaw 2022

Moved By Councillor Stack/Seconded By Councillor DeHart

R0324/22/05/02 THAT Bylaw No. 12340 be adopted.

Carried

7.4 BL12341 - Development Cost Charge Reserve Fund Expenditure Bylaw, 2022

Moved By Councillor DeHart/Seconded By Councillor Stack

R0325/22/05/02 THAT Bylaw No. 12341 be adopted.

Carried

7.5 BL12342 - Sale of City-Owned Land Reserve Fund Expenditure 2022

Moved By Councillor Stack/Seconded By Councillor DeHart

R0326/22/05/02 THAT Bylaw No. 12342 be adopted.

Carried

7.6 BL12350 - Sterile Insect Release Program Parcel Tax Bylaw 2022

Moved By Councillor DeHart/Seconded By Councillor Stack

R0327/22/05/02 THAT Bylaw No. 12350 be adopted.

Carried

7.7 BL12351 - Amendment No. 2 to Soil Removal & Deposit Bylaw No. 9612

Moved By Councillor Stack/Seconded By Councillor DeHart

R0328/22/05/02 THAT Bylaw No. 12351 be adopted.

Carried

8. Mayor and Councillor Items

Councillor Given:

- Spoke to their attendance at the Civic & Community Awards Ceremony and Kelowna Fire Department Graduation Ceremony last week.

Councillor Singh:

- Spoke to their attendance at the Kelowna Fire Department Graduation Ceremony and Civic & Community Awards Ceremony.
- Spoke to their attendance along with Mayor Basran and Councillor DeHart at the Vaisakhi Celebration at the Sikh Temple.

Councillor Wooldridge:

- Moderated a Mental Health Matters panel at the Innovation Centre on the weekend.
- Spoke to their attendance at the South Okanagan Fintry Estate for a Syilx Okanagan dedication on that site.

Councillor DeHart:

- Congratulated all Civic & Community Award winners.
- Spoke to their attendance at the Vaisakhi Celebration at the Sikh Temple.
- Spoke to their attendance at Maple Fest and the Kelowna Fire Department Graduation Ceremony.
- Spoke to their attendance at the Kelowna Chamber of Commerce Board meeting in person.

Councillor Stack:

- Spoke to the recent 1,000 Rides Out – Ukraine Charity Benefit at the Rotary Centre for the Arts that raised \$35,000.00.
- Attended an event at the Community Theatre and commented on the effectiveness of the new lighting system.
- Spoke to the opening of Pickle Ball season and noted the Club is at maximum numbers and cannot accept any new members.

9. Termination

This meeting was declared terminated at 4:02 p.m.

Mayor Basran

sf/acm



City Clerk

REPORT TO COUNCIL



Date: May 9, 2022

To: Council

From: City Manager

Department: Development Planning

Application: TA22-0001 Z22-0011

Owner: 0838239 B.C. Ltd., Inc.No.
BC0838239

Address: 590 Hwy 33 W

Applicant: Argent Diversified Holdings Inc.

Subject: Rezoning and Site Specific Text Amendment Application

Existing OCP Designation: UC – Urban Centre

Existing Zone: C4rls – Urban Centre Commercial (Retail Liquor Sales)

Proposed Zone: C4rls/rcs – Urban Centre Commercial (Retail Liquor Sales/Retail Cannabis Sales)

1.0 Recommendation

THAT Zoning Bylaw Text Amendment Application No. TA21-0001 to amend City of Kelowna Zoning Bylaw No. 8000 as outlined in the Report from the Development Planning Department dated May 9, 2022 for Lot B Sections 26 and 27 Township 26 Osoyoos Division Yale District Plan 30302 located at 590 Hwy 33 W, NOT be considered by Council.

AND FURTHER THAT Rezoning Application No. Z22-0011 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot B Sections 26 and 27 Township 26 Osoyoos Division Yale District Plan 30302, located at 590 Hwy 33 W, Kelowna, BC from the C4rls – Urban Centre Commercial (Retail Liquor Sales) zone to the C4rls/rcs – Urban Centre Commercial (Retail Liquor Sales/Retail Cannabis Sales) zone NOT be considered by Council.

2.0 Purpose

To review a Staff recommendation to NOT support a site-specific text amendment to allow for a retail cannabis sales establishment within 500 metres of another property zoned for retail cannabis sales and to review a Staff recommendation to NOT support an application to rezone the subject property from the C4rls – Urban Centre Commercial (Retail Liquor Sales) zone to the C4rls/rcs – Urban Centre Commercial (Retail Liquor Sales/Retail Cannabis Sales) zone.

3.0 Development Planning

Staff do not recommend support for the proposed site-specific text amendment and rezoning application to allow for a retail cannabis sales establishment on the subject property at 590 Hwy 33 W. The proposal requires a text amendment to reduce the minimum setback distance of 500 metres between two approved establishments, as a retail cannabis sales establishment is approved at approximately 101 metres away, on a lot at 110-250 Hollywood Rd S. The specific use regulations for cannabis retail sales in Section 9.16.1 of the Zoning Bylaw establish the following:

9.16.1 Any retail cannabis sales establishment must be set back a minimum distance of 500 metres from another Retail Cannabis Sales Establishment, measured from closest lot line to closest lot line.

The minimum distance of 500 metres between retail cannabis sales establishments is intended to avoid clustering of multiple stores. The application to reduce the distance between cannabis stores does not meet the intent to limit clustering of this use and there are a sufficient number of approved cannabis establishments across the City to serve overall need. Online sales are also available through the Government BC Cannabis Stores.

4.0 Proposal

4.1 Background

A rezoning and text amendment application to allow for retail cannabis sales on this property was previously considered by Council in February, 2020, and was ultimately not supported. This application has been submitted by a different applicant.

Since the first retail cannabis sales applications were considered in the Spring of 2019, 23 properties have been fully rezoned with the "rcs" subzone to allow retail cannabis sales as a permitted use. One additional rezoning application has been supported by Council and is currently at third reading while outstanding requirements are met prior to Council considering final adoption of the bylaws. At the time of writing, the Liquor and Cannabis Regulation Branch (LCRB) has issued licences to 18 of these establishments to allow for legal operation within the City of Kelowna, and the businesses are now open. Several locations and licences have changed ownership over the past two years and licences are taking significant processing time at the LCRB. This has resulted in several approved properties not yet opening.

Of note, there are 27 liquor stores in Kelowna. This includes two government BC Liquor Stores and 25 private liquor stores. In addition, there are four grocery stores that sell wine.

4.2 Project Description

A retail cannabis sales establishment is proposed, and it would be in a mixed-use building, on the east side of the property. A Development Permit for the building was approved by Council in May 2021, and it is currently under construction. The proposed location would be in a ground-floor north-facing commercial unit, which would be located directly below 95 residential units.

4.3 Site Context

The Willow Park Mall was originally constructed in 1960. In 1995, approximately 40 residential infill town home units were constructed at the north end of the property adjacent to Aurora Cr. The site has undergone several tenant improvements to the existing commercial spaces located throughout the site, and a medium density mixed-use development is currently under construction on the property.

The subject property is in the Rutland Urban Centre and is comprised of a variety of commercial and service commercial uses along the Highway 33 W corridor. The Walk Score is 70, indicating that most errands can be accomplished on foot.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	C4 – Urban Centre Commercial RM5 – Medium Density Multiple Housing	General commercial Multiple dwelling housing
East	C4/C4r – Urban Centre Commercial	General Commercial, Food primary, multiple dwelling housing
South	C4 – Urban Centre Commercial RU1 – Large Lot Housing	Food primary, general commercial Single dwelling housing
West	C4 – Urban Centre Commercial RM5 – Medium Density Multiple Housing	Gas bar, food primary Multiple dwelling housing

Subject Property Map: 590 Hwy 33 W



5.0 Technical Comments

5.1 Development Engineering Department

All comments and requirements are addressed in the Development Engineering memo for Development Permit under file DP20-0055.

6.0 Application Chronology

Date of Application Accepted: February 7, 2022

Date Neighbourhood Notification Completed: March 28, 2022

7.0 Alternate Recommendation

THAT Zoning Bylaw Text Amendment Application No. TA22-0001 to amend City of Kelowna Zoning Bylaw No.8000 as outlined in the Report from the Development Planning Department dated May 9, 2022 for Lot B Sections 26 and 27 Township 26 Osoyoos Division Yale District Plan 30302 located at 590 Hwy 33 W, Kelowna, BC be considered by Council;

AND THAT Rezoning Application No. Z22-0011 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot B Sections 26 and 27 Township 26 Osoyoos Division Yale District Plan 30302, located at 590 Hwy 33 W, Kelowna, BC from the C4rls – Urban Centre Commercial (Retail Liquor Sales) zone to the C4rls/rcs – Urban Centre Commercial (Retail Liquor Sales/Retail Cannabis Sales) zone, be considered by Council;

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

AND 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.

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

Report prepared by: Kimberly Brunet, Planner II

Reviewed by: Lydia Korolchuk, Urban Planning Manager

Reviewed by: Terry Barton, Development Planning Department Manager

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

Attachments:

Schedule A: Site Specific Amendment to City of Kelowna Zoning Bylaw No. 8000

Attachment A: Applicant's Rationale Letter

Schedule A – Proposed Site Specific Text Amendments

No.	Section	Current Wording	Proposed Wording	Reason for Change								
1.	Section 9.16- Specific Use Regulations- Retail Cannabis Sales Establishments	Section 9.16.1 Any Retail Cannabis Sales Establishment must be set back a minimum distance of 500 metres from another Retail Cannabis Sales Establishment, measured from closest lot line to closest lot line.	<div><div>9.16.8 Site Specific Regulations</div><div>Regulations apply for Retail Cannabis Sales Establishments on a specific basis as follows:</div><table><tr><th></th><th>Legal Description</th><th>Civic Address</th><th>Regulation</th></tr><tr><td></td><td>Lot B Sections 26 and 27 Township 26 Osoyoos Division Yale District Plan 30302</td><td>590 Hwy 33 W</td><td>To allow for a retail cannabis sales establishment within 500 metres of an approved retail cannabis sales establishment at 110-250 Hollywood Rd S</td></tr></table></div>		Legal Description	Civic Address	Regulation		Lot B Sections 26 and 27 Township 26 Osoyoos Division Yale District Plan 30302	590 Hwy 33 W	To allow for a retail cannabis sales establishment within 500 metres of an approved retail cannabis sales establishment at 110-250 Hollywood Rd S	To allow for a retail cannabis sales establishment within 500 metres of another approved retail cannabis sales establishment in the Rutland Urban Centre
	Legal Description	Civic Address	Regulation									
	Lot B Sections 26 and 27 Township 26 Osoyoos Division Yale District Plan 30302	590 Hwy 33 W	To allow for a retail cannabis sales establishment within 500 metres of an approved retail cannabis sales establishment at 110-250 Hollywood Rd S									

January 28, 2022

The City of Kelowna
c/o Kimberly Brunet
1435 Water Street
Kelowna BC V1Y 1J4



Re: Letter of Rationale in Support of Retail Cannabis Subzone for 590 Highway 33 West, Kelowna, BC

A. INTRODUCTION

In early 2018 the City of Kelowna was faced with the Federal legalization of cannabis and the Provincial Government's regulatory regime for permitting retail sales in British Columbia. In response to these significant policy changes, the City Staff were tasked with providing a recommendation to Council on cannabis policy in Kelowna. Following a substantial consultation process, City Staff offered its recommendation in a Report to Council dated August 27, 2018, which formed the basis for the adoption of certain text amendments to the City's Bylaws. Since that time, Council has been faced with numerous applications to seek variances from these Bylaws, which has forced it to address the public policy of its Bylaws. As substantial investors in the Kelowna retail cannabis industry, it has been incumbent for our company to be engaged in all public policy decisions of this local government. This Letter or Rationale is intended to provide our unique industry view on the evolving public policy of this local government and show that our proposed location at 590 Highway 33 West in Willow Park Shopping Centre is consistent with that policy.

B. WHO WE ARE

Argent Diversified, is a unique investment company, consisting of approximately 100 local shareholders from all walks of life. Argent's main objective is to invest locally and support local commerce. We have business interests and investments in more than 15 local businesses, including FLORA Cannabis. Collectively our organisation employs more than 200 locals. Our board is comprised of Kelowna residents, and I have had the good fortune of being born and raised in Kelowna. In short, our organisation represents the widest and most diverse group of local investors in Kelowna.

In light of our significant investment in Kelowna businesses, it should come as no surprise that our organisation is keenly interested in the public policy that affects our business. I have appeared before Council on behalf of our organisation on many occasions in the past three years to speak to issues regarding the retail cannabis industry. FLORA Cannabis was among the first to participate in this industry and we consider ourselves pioneers in taking on all the challenges of this entirely new industry in Kelowna. We currently operate three retail cannabis stores in Kelowna under the brand FLORA Cannabis. With three operating locations, we have made the largest investment of capital and resources in this local industry than any other operator. Our company has invested more than \$2M in the local cannabis industry and FLORA employs more than 50 local residents, most of whom are young aspiring businesspeople.

C. GOVERNMENT POLICY REGARDING RETAIL CANNABIS

As pioneers in this new industry, it has been incumbent upon us to be at the forefront of public policy that will shape the landscape within which we operate our business. I can tell you from extensive experience that the Federal, Provincial, and local governments have struggled to reflect public policy in their decision making. Most retailers locally and provincially are struggling to operate viable businesses within the current policy framework. In a recent survey completed by a retail cannabis advocacy group, more than 64% of British Columbia cannabis retailers who completed the survey said that their businesses are operating at break-even or losing money. More than 79% of operators said they were concerned or very concerned that without regulatory change at the Provincial level, their businesses would not be sustainable. At the Federal and Provincial levels, governments have failed to achieve the policy of eradicating the illegal cannabis marketplace. Since legalisation these governments have not implemented any enforcement measures and it is estimated that the illegal market still comprises more than 70% of cannabis sales in BC.

Perhaps one of the most concerning policy decisions in B.C. was the Province's failure to control the number and location of cannabis stores within BC cities. From our perspective this was a huge mistake on the part of the Province. The Province ought to have known that the excitement of this new industry would lead to an unsustainable number of cannabis retailers in the market, if not controlled. Unlike other governments, the Province has the resources available to it to evaluate the total market size of cannabis consumers. The Province controls all the key economic factors for distributors like pricing, supply chain, product costs and retail margins. The Province has total control over the application process and due diligence on the character and financial viability of its applicants. Despite being the only regulatory body capable of making decisions on the appropriate number of retailers and their proximity to one and other, they failed to do that. As a result, there are now an unsustainable number of retailers in many cities in B.C.

D. CITY OF KELOWNA POLICY ON RETAIL CANNABIS

This brings me to the role that the City of Kelowna has played in implementing public policy on retail cannabis. In early 2018 the City of Kelowna was faced with the Federal legalization of cannabis and the Provincial Government's regulatory regime for permitting retail sales in British Columbia. In response to these significant policy changes, the City Staff was tasked with providing a recommendation to Council on cannabis policy in Kelowna. Following a substantial consultation process, City Staff offered its recommendation in a Report to Council dated August 27, 2018. The substance of the Staff Report was aimed at protecting potential public nuisance that could be created through retail cannabis sales in Kelowna. The recommendations in the Staff Report can be summarized into four main policy objectives as follows:

1. *Establishing subzones that supported the commercial activity of retail cannabis.*
2. *Establishing minimum setback distances for retail cannabis stores is to help restrict youth access to cannabis, and to protect young people from promotions or enticements to use cannabis.*
3. *Establishing a minimum setback distance for retail cannabis stores from public schools, and specific community recreation and city parks.*
4. *Establishing a minimum proximity distance between retail cannabis store locations, to avoid the clustering of multiple stores in specific areas.*

In response to the Staff Report, the City of Kelowna adopted a text amendment adding *Specific Use Restrictions Bylaw subsection 9.16 Retail Cannabis Sales Establishments* to its Bylaw that includes the following:

9.16.1 Any Retail Cannabis Sales Establishment must be set back a minimum distance of 500 metres from another Retail Cannabis Sales Establishment, measured from closest lot line to closest lot line.

9.16.2 No more than one Retail Cannabis Sales Establishment may exist per lot.

9.16.3 Any Retail Cannabis Sales Establishment must be set back a minimum distance of 150 metres from any public elementary school, measured from closest lot line to closest lot line.

9.16.4 Any Retail Cannabis Sales Establishment must be set back a minimum distance of 500 metres from any public middle or secondary school, measured from closest lot line to closest lot line.

9.16.5 Any Retail Cannabis Sales Establishment must be set back a minimum distance of 150 metres from the [specific] parks, measured from closest lot line to closest lot line.

It is clear from the Staff Report, and the resulting bylaws that the City of Kelowna was attempting to fulfil its obligations to protect against nuisance through three main policy objectives:

1. To restrict cannabis retail sales to appropriate commercial zones;
2. To prevent clustering of cannabis stores in urban areas; and
3. To protect sensitive uses and groups from exposure to cannabis sales.

In our opinion as operators in this industry, these policy objectives, and the resulting Bylaw, were reasonable and effective. I have offered my personal accolades to the City and Staff for their thoughtful policy approach on multiple occasions. In addition to having well-defined bylaws to address potential public nuisance, Council has since supported variances to these bylaws. In doing so, Council has shed further light on the City's cannabis policy, which I have attempted to summarize below.

1. December 2019 Public Hearing

The first opportunity that this Council had to consider a variance application was for the location at 1632–1650 Pandosy St. in December 2019. In this application the majority of Councillors voted in support of the variance. Council seemed persuaded that increased density in the downtown core could justify another location. Council was also considerate of the location on Leon Avenue and expressed that new development in these areas would be positive for the City.

I had the opportunity to speak at the December 2019 Public Hearing and expressed our view that Council should not consider a variance to its policy this early in the process. At the time of that application there were not yet any stores operating in Kelowna. The City had not yet had the opportunity to evaluate the potential nuisance of retail cannabis in its community. I argued that permitting a variance at this early stage would be significantly unfair to the initial applicants who were forced to comply strictly with the Bylaw. The strict adherence to the Bylaw's proximity restrictions faced by early operators meant that they were forced into substandard retail locations. In short, had the proximity restrictions not been in place, many retailers, including us, would have selected other locations to operate their businesses. Despite recognizing the potential unfairness to existing operators,

Council approved the variance on the basis of the unique location of this store and the public interest of revitalizing the neighbourhood.

2. July 2021 Public Hearing

More recently in July 2021, I attended the public hearing for the variance applications at 266 and 526 Bernard Avenue. In my comments to Council, I was clear that our company took no position of support or opposition to the applications themselves. Instead, I urged Council to be clear in its policy for considering these applications so that operators in Kelowna could have a transparent policy from which to plan our businesses. Council ultimately approved the variances. In doing so, Council allowed a variance to the proximity restrictions of a public park and a variance to the proximity restrictions between stores. The variances permitted in that meeting allowed for the operation of 5 retail cannabis locations in the downtown core and allowed for a cannabis store immediately adjacent to a public park.

Despite my efforts at the Public Hearing to flush out the policy reasons behind Council's support of the variance applications, our organisation is still unclear on what policy bases Council will consider for variances. Having attended the meeting personally and having reviewed the video archive of the meeting recently, it appears that the main rationale for supporting the variance rested on the character, entitlement and overall likeability of the applicants. There seemed to be strong favor for the applicants being small local business owners who "deserved" an opportunity participate in the market. Several Council members were sympathetic to the fact that these applicants were excluded from the initial intake of applications and that they had proven themselves to be deserving business owners in Kelowna with a positive track record.

Other Councillors seemed annoyed by the fact that previously approved applicants were slow to open stores and may have participated in so called "horse trading" by buying and selling stores in the downtown core. The rationale expressed by some Councillors was that if others were not going to take advantage of the business opportunity, then others should be afforded an opportunity to do so.

One Councillor offered an economic argument that the downtown core was a popular tourist hub, and that this inordinately large customer base could be supported by multiple stores in the immediate area.

Councillors who did not support the variance application expressed their concern over the unfair treatment of prior applicants who have complied strictly with the Bylaw. Concern was also expressed by Councillors that cannabis is akin to liquor and should be subject to strict proximity restrictions to account for the unique nature of regulated sales.

3. November 2021 First Reading

Council's most recent hearing on a proposed cannabis location was on November 1, 2021, where it considered the application for a property on Powick Rd. In that hearing the applicant challenged the policy of measuring proximity from lot line to lot line, as opposed to door to door. Much of the applicant's presentation and the ensuing discussion centered around this point. Council was ultimately not persuaded that an alternate form of measurement of proximity distances was appropriate. Those Councillors who did not support the variance expressed an interest in following the Bylaw strictly and maintaining their previous voting position on this issue. Others seemed concerned that there may be too many cannabis stores in the market already and that supporting further variances could lead to a

saturation in the market. One Councillor expressed concern that the unique nature of cannabis as a controlled substance required exceptional consideration regarding oversaturation.

E. OUR INDUSTRY VIEW ON CANNABIS PUBLIC POLICY

It is our view that the August 27, 2018 Staff Report, and the ensuing text amendments to the Bylaw, comprise the full scope of the City's cannabis policy. We submit that the City of Kelowna's cannabis policy is intended to avoid the potential public nuisance of cannabis retail sales in the city.

1. Controlling the Cannabis Market in Kelowna

Despite the shortcomings of the Province to effectively regulate the cannabis market, it is our view that the policy of controlling the cannabis market does not, and should not, fall on local governments. Local governments simply do not have the resources or the access to information to evaluate and make policy decisions on these matters. This is not a critique, but rather a reality of the resources and mandate of all local governments. To make effective policy decisions regarding the distribution of cannabis, local governments would require detailed information on pricing, supply, logistics and market size. These economic factors would then need to be balanced with systemic issues like mental health and addiction. Local governments are simply not resourced to make decisions on these matters.

This is not to say that local governments do not have a vested interest in how cannabis is sold in their communities. They very much do. Local governments should be concerned about the potential nuisance of this sensitive industry in their communities, and they should establish policy that seeks to prevent nuisance. Such policy should consider restrictions on locations to prevent against unsightly clusters of stores and protect sensitive areas like schools and public parks. However, local governments should not be tasked with decisions relating to the economic viability of the industry or competitive environment in which retailers operate. Cannabis retailers in BC are effectively distributors of the Province and as such, the Province should rightfully be tasked with the social and economic policy regarding cannabis distribution.

2. Accessing the Qualifications of Operators

It is also our view that the intention of the City's cannabis policy was not to evaluate the character, financial ability, or moral entitlement of the applicants. These considerations form no part of the city application process for retail cannabis and there is no mention of these things in the 2018 Staff Report or the Bylaws. The City does not perform any independent background checks or any other due diligence to evaluate the applicant's ability to run an effective business. The fact is that the City does not have the resources or the processes to undertake such investigation. Character or merit-based decisions would require evidence and cross-examination akin to a court of law.

I can tell you from experience that the Province undertakes a detailed due diligence process to approve operators to sell retail cannabis, which far exceeds the capabilities of local government. This includes character assessments, criminal records, financial assessments, income tax reporting and banking. It is our view that all citizens in Kelowna should have an equal right to participate in the cannabis industry if they meet these strict requirements of the Province. Given the role that the Province takes in this industry and the obvious limitations and mandate of local government, I submit that it is not the policy of this local government to regulate the cannabis industry or to evaluate the character of the operators.

F. OUR POLICY ARGUMENT IN SUPPORT OF OUR LOCATION

In light of the foregoing, I will not use this Letter of Rationale, or my limited time at the First Reading, to try and persuade Council that our company is “entitled” to a variance, either because of our pioneering role in the industry or our significant financial investment in this industry in Kelowna. I will certainly not try to persuade you, through letters of support and a line-up of character witnesses, that we are of strong moral character. I believe our reputation in Kelowna speaks for itself. Our argument in favor of supporting a variance for our proposed location instead will be limited to addressing the purpose and intent of the City of Kelowna’s cannabis Bylaw and showing how our proposed location meets the policy intent of the Bylaw.

1. VARIANCE BEING SOUGHT

Our proposed location falls within the appropriate City zone. Our proposed location complies with the minimum distances from sensitive uses and sensitive groups. The only variance required for our proposed location is the 500m restriction on proximity of stores. It is clear from the August 27, 2018 Staff Report that the policy of the 500m proximity restriction is to prevent the clustering of stores in urban areas.

2. WHAT CONSTITUTES A CLUSTER OF STORES?

The 2018 Staff Report states that:

“Staff also recommend establishing a minimum proximity distance of 500 metres between retail cannabis store locations, to avoid the clustering of multiple stores in specific areas, particularly in urban centres. This intent of this minimum proximity distance is similar to the Provincial Government requirement for a minimum of one kilometer distance between new retail liquor stores.”

While it is clear from this recommendation that the policy is intended to protect against the clustering of stores, it is unclear to us as operators on what constitutes a cluster. A strict reading of this recommendation and the resultant Bylaw would suggest that any two stores within 500m of each other constitute a cluster. I have argued (unsuccessfully) in the past that this is a clear and objective regulation that serves to provide certainty to operators. If applied strictly, all current and prospective operators in the City would have a clear understanding of the City’s policy and could plan their businesses accordingly. However, it is clearly not the City’s policy to apply a strict test on what constitutes a cluster.

Council has clearly stated that it is prepared to consider variances to this policy. This is an inherent part of the City process to afford applicants the opportunity to present circumstances where the strict application of the Bylaw is not consistent with its underlying policy. Council has now approved 3 variances that has resulted in there being 5 locations in the downtown core, resulting in four stores that are within a single 250m radius of each other. I do not mention this to suggest that the City has permitted a public nuisance through clustering in the downtown core. On the contrary, the City has determined that a group of 5 stores in this urban area does not create a cluster. It follows that it is the City’s policy that there are subjective, site-specific factors that should be considered in determining if a group of stores comprise a cluster. The fact that stores are within 500m of each other is not reason enough to conclude that they create a public nuisance. As such, I submit that it is the policy of this Council that a strict application of the 500m proximity bylaw is not appropriate and that subjective and site-specific factors must be considered.

3. WHAT PUBLIC HARM IS CREATED BY A CLUSTER OF STORES?

In addressing the subjective and site-specific factors for determining if a public nuisance is created through clustering, I would like to raise the underlying question of why should the City of Kelowna be concerned about a clustering of stores? Through our ongoing involvement in the City's policy on retail cannabis we have identified 5 possible reasons for protecting against a cluster of stores:

1. To protect against competition between cannabis retailers.
2. To protect against bad business decisions of cannabis retailers.
3. To protect against saturation in the retail cannabis market.
4. To limit free access to cannabis by consumers.
5. To hide the sale of cannabis from public view.

I will share our view on each of these reasons in support of our position that the City should not be concerned about a cluster of stores.

a. To Protect Against Competition?

We submit that the policy to prevent a clustering of stores is not intended to protect the business interests of competing stores. As I have outlined above, this cannot possibly be within the scope of local government's duty or obligation. Local government's duty should not extend to the protection of a limited number of specific business owners, particularly while in doing so they are limiting the opportunity of others to participate in the industry and limiting competition that would provide more choice and value to consumers. If anything, the protection against unhealthy competition is the sole responsibility of the Province that governs and regulates this industry.

b. To Protect Against Bad Business Decisions?

Similarly, we submit that the policy objective is not to protect prospective cannabis retailers from their own poor business decisions. While this may have been a concern in the early days of this industry when overexuberance may have led to an inordinate rush for rezoning, we submit that this is no longer a concern. There is no denying that if Kelowna had a cannabis retailer on every street corner, the cannabis market could not support it. In this case the City could be faced with numerous failed businesses. That being the case, it is not for the City to try and control micro and macro economic factors that affect specific business owners. This is not the role of local government and local government is not equipped to make economic decisions affecting a specific industry. We submit that private businesspeople are in the best position to decide if a proposed retail location is economically viable without interference from local government.

c. To Protect Against Saturation?

There was concern raised at the November 1, 2021 Council Hearing that Kelowna may be facing an oversaturation of cannabis stores. However, we submit that the policy objective against clustering is not to protect against a saturation of stores. The concept of saturation implies that there is an economic breaking point where a certain number of stores are not financially viable in a given market. We submit that the determination of what constitutes saturation requires a detailed understanding of micro economic factors of cannabis retailers and the macro economic factors of supply and demand that is

beyond the scope of local government. Cannabis is a unique industry, and it is our position that private operators and the free market should be responsible for dealing with saturation.

The 2018 Staff Report stated that the *“intent of this minimum proximity distance is similar to the Provincial Government requirement for a minimum of one kilometer distance between new retail liquor stores”*. This statement may imply that the number of liquor stores is intended to be a benchmark from which to determine saturation in Cannabis stores. We have identified 36 liquor stores in Kelowna, compared to 24 approved cannabis stores. If the number of liquor stores is the appropriate benchmark for determining saturation, then we submit the cannabis market is not saturated.

d. To Protect Against Free Access by the Public?

Some Councillors have correctly noted that cannabis is a controlled substance, and as such, it needs to be treated differently than other retail business in Kelowna. While this may be true, we submit that the policy of avoiding a cluster of stores is not to restrict access to cannabis. The question of whether retail cannabis should be permitted in Kelowna is now a foregone conclusion. The Federal and Provincial governments responsible for the regulation of controlled substances have determined that Canadians have the right to free access to cannabis. We believe that this social policy is consistent with the views of the City of Kelowna and its citizens.

e. To Hide a Stigmatized Product from Public View?

An argument can be made that the City should be concerned about the “appearance” of a cluster of cannabis retail stores. Given that this is not a concern with any other businesses, this argument necessarily implies that cannabis is a stigmatized product that should be hidden from public view. While we recognize that a minority of the population still recognizes the stigma of cannabis, we submit that this is not a policy consideration of this City. This Council has been very considerate not to stigmatize cannabis in its ongoing policy discussions. On the contrary, some Councillors have openly expressed their interest in eliminating cannabis stigma. It is our position that any concern about the “appearance” of a cluster of cannabis stores perpetuates the stigma of cannabis and this is not the policy objective of Council.

4. OUR LOCATION DOES NOT CREATE A CLUSTER OF STORES

In light of the foregoing, it is our position that there is no public harm in creating a cluster of cannabis stores. However, that does not change the fact that that the City’s policy is intended to protect against a cluster of stores. Regardless of what view one takes on the underlying reasons for this policy, we submit that our proposed location does not create a cluster of stores.

Our proposed location is within a new mixed-use development located in Willow Park Shopping Centre. The Willow Park Shopping Centre is located in one of the most densely populated urban centres in Kelowna. In the shopping centre alone, there are 18 separate businesses, including two hair salons and 4 restaurants. The new building that will house our proposed store will be home to 95 new residential dwellings and 10,000 square feet of new commercial space at the time we open. There are more than 30 business on the properties comprising the intersection at Highway 33 and Hollywood. There are 6 restaurants, including 4 national chains, 2-dollar stores and 2 grocery stores.

Willow Park Shopping Centre sits on one of the busiest commercial intersections in all of Kelowna. The intersection is 6 lanes wide heading East to West and 4 lanes wide heading North to South. The intersection sees over 40,000 AADT along Highway 33 and 17,000 AADT along Hollywood Rd.

There are no other retail cannabis stores in Willow Park Shopping Centre. In fact, there are no other retail cannabis stores in the entire area comprising the north side of Highway 33 in Rutland. In all of Rutland, which services the communities of Springvalley, Black Mountain, Tower Ranch and Belgo, there are currently only 2 retail cannabis stores.

For the purpose of our internal analysis of the economic viability of this site, we have determined that there are 4036 residential dwellings within a 500m radius of the intersection of Highway 33 and Hollywood Rd., which are currently serviced by a single store. When looking at the broader area of Rutland and its supporting communities, the total number of residential dwellings is over 14,000, or approximately 7,000 dwellings for the two stores servicing this area. This is approximately 9.87 times more residential dwellings per store than the downtown core, making it the highest density per store in all of Kelowna. We do not present this information for the purposes of proving the economic viability of the store, but rather as a stark indication that three cannabis stores serving the entire Rutland area and its supporting communities does not create a cluster.

Our proposed location conflicts with the proximity restrictions for a single cannabis store, EggsCanna, which lies on the opposite side of both Highway 33 and Hollywood Road. EggsCanna is contained within its own retail centre. At worst, it can be argued that adding this location would create a cluster of two servicing this large commercial area. We question whether two of anything can comprise a cluster? Unlike the downtown locations that received variances, from no vantage point could any member of the public see our store and the EggsCanna store in a single line of view. In addition, it is reasonable to expect that the existing EggsCanna location will serve eastbound traffic on Highway 33 and our proposed location will serve the westbound traffic.

It is clear from the enormous size of the commercial area at this intersection, and the large number shoppers that it supports, that this area was purposely designed to support a large volume of commercial activity. The vast number of businesses in this area alone works to ensure that 2 retail cannabis stores will not “appear” as a cluster or create a public nuisance.

G. APPLICATION HISTORY OF OUR PROPOSED LOCATION

In making your decision on this application, we acknowledge that a variance application was narrowly rejected for the Willow Park site in 2019. While we supported Council’s decision to deny the variance at that time, we do not feel that this decision has any bearing on the decision before you. The 2019 application was coming straight on the heels of the City’s cannabis policy roll-out. At that time, there were no cannabis stores operating in Kelowna. The City had no opportunity to evaluate if its current policy would be effective and it had no opportunity to evaluate the potential public nuisance of retail cannabis in Kelowna.

I think Council will agree with us that the roll-out of retail cannabis in Kelowna has been very successful. I commend our team and our fellow retailers for their efforts in making this a success. There are no notable instances of increased crime or loitering around stores. There are no notable increases of cannabis use in public spaces. There are no notable instances of increased access by youth. All the stores have presented a high-quality professional storefront experience that have contributed to the success of

their commercial neighbours. In short, we are now in a completely different position to evaluate the rules needed to effect policy. In addition, our proposed location is situated in a new building that was not considered at the time of the first application. This new building will bring increased density and commercial activity to further mitigate any risk of public nuisance.

H. CONCLUSION

The legalization of cannabis and the development of a retail sales regime in British Columbia marks a rare instance in recent history of the introduction of an entirely new industry to consumers. Federal, Provincial and local governments have been tasked with implementing new policy to address a plethora of public policy concerns. Cannabis retailers have borne the brunt of the growing pains stemming from this new regulatory environment and most of us are struggling to survive. The Province's failure to protect its retailers from the over-exuberance of the market in the early days has resulted in an oversaturation of operators in most cities, including Kelowna. Any attempts by local governments to curtail the cannabis market or control the market forces has only exacerbated the problem. Early operators naively relied upon a strict application of local bylaws, only to have those bylaws varied or altogether abandoned. Rather than effectively protecting against saturation, most bylaws instead forced operators into substandard retail locations at inordinately high lease rates.

We have brought forward an application to be considered for a Bylaw variance that we believe is consistent with the public policy of this local government. In making your decision we argue that it would be inappropriate and inconsistent to deny our application solely on the basis that our location does not comply strictly with the Bylaw. Not only has Council already abandoned that approach, that approach would be inconsistent with sound policy-based decision making. By Council's own admission, it has the discretion to consider and approve variances that are consistent with public policy.

It has been almost three years since the initial intake of cannabis applications and the City has been witness to more than two years of retail cannabis operations in the City. In light of this, there was some discussion at the recent Council hearings that perhaps now is the time to consider a reform of the City's Bylaw. We submit that the current Bylaw does not require reform. Setting an objective minimum proximity between stores and sensitive uses is very transparent. Any applicant considering opening a store should have an objective standard to base its decision making on. That being the case, prospective applicants know that they can present site-specific considerations that will be considered. This is effective policy, provided that Council's consideration of the application is site-specific. Applicants should be made to demonstrate that their proposed site will not create a cluster. I believe that we have done that in this case. The highly commercialized urban centre at the corner of Highway 33 and Hollywood Road was purposely designed for retail density. The service area of this commercial development is among the largest in the City and the commercial buffering of a major intersection and business center will ensure that this location will not cause a nuisance by creating the appearance of a cluster of stores.



TA22-0001 Z22-0011

590 Hwy 33 W

Text Amendment and Rezoning Application



Proposal

- ▶ To consider a staff recommendation to **NOT** support a site-specific text amendment to allow for a retail cannabis sales establishment within 500 metres of another property zoned for retail cannabis sales and to consider a staff recommendation to **NOT** support an application to rezone the subject property from the C4rls – Urban Centre Commercial (Retail Liquor Sales) zone to the C4rls/rcs – Urban Centre Commercial (Retail Liquor Sales/Retail Cannabis Sales) zone.

Development Process

Feb 7, 2022

Development Application Submitted

Staff Review & Circulation

Mar 28, 2022

Public Notification Received

May 9, 2022

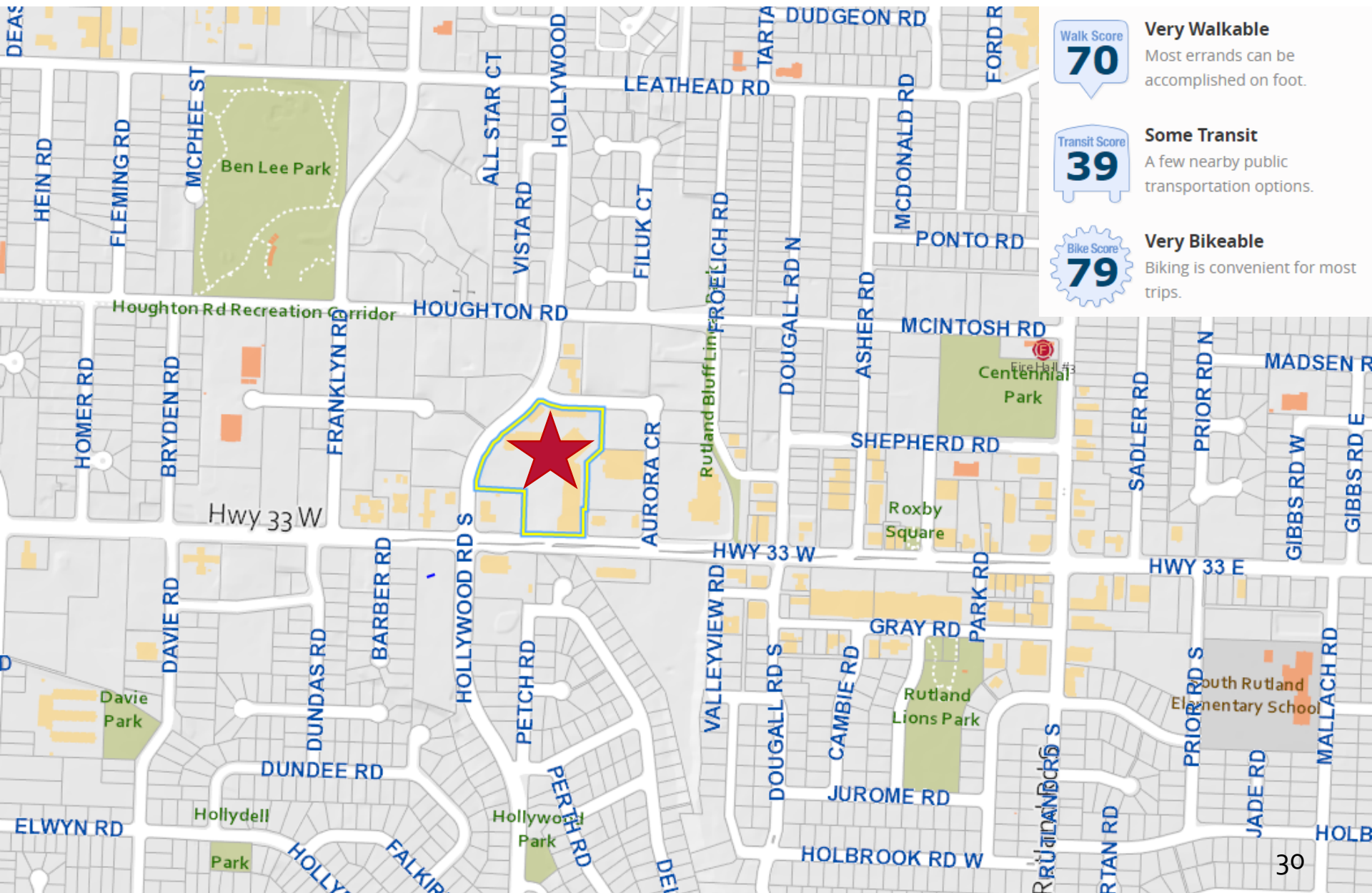
Initial Consideration

Public Hearing
Second, Third and Final Readings

Council
Approvals

Recommendation sent to LCRB
Building Permit

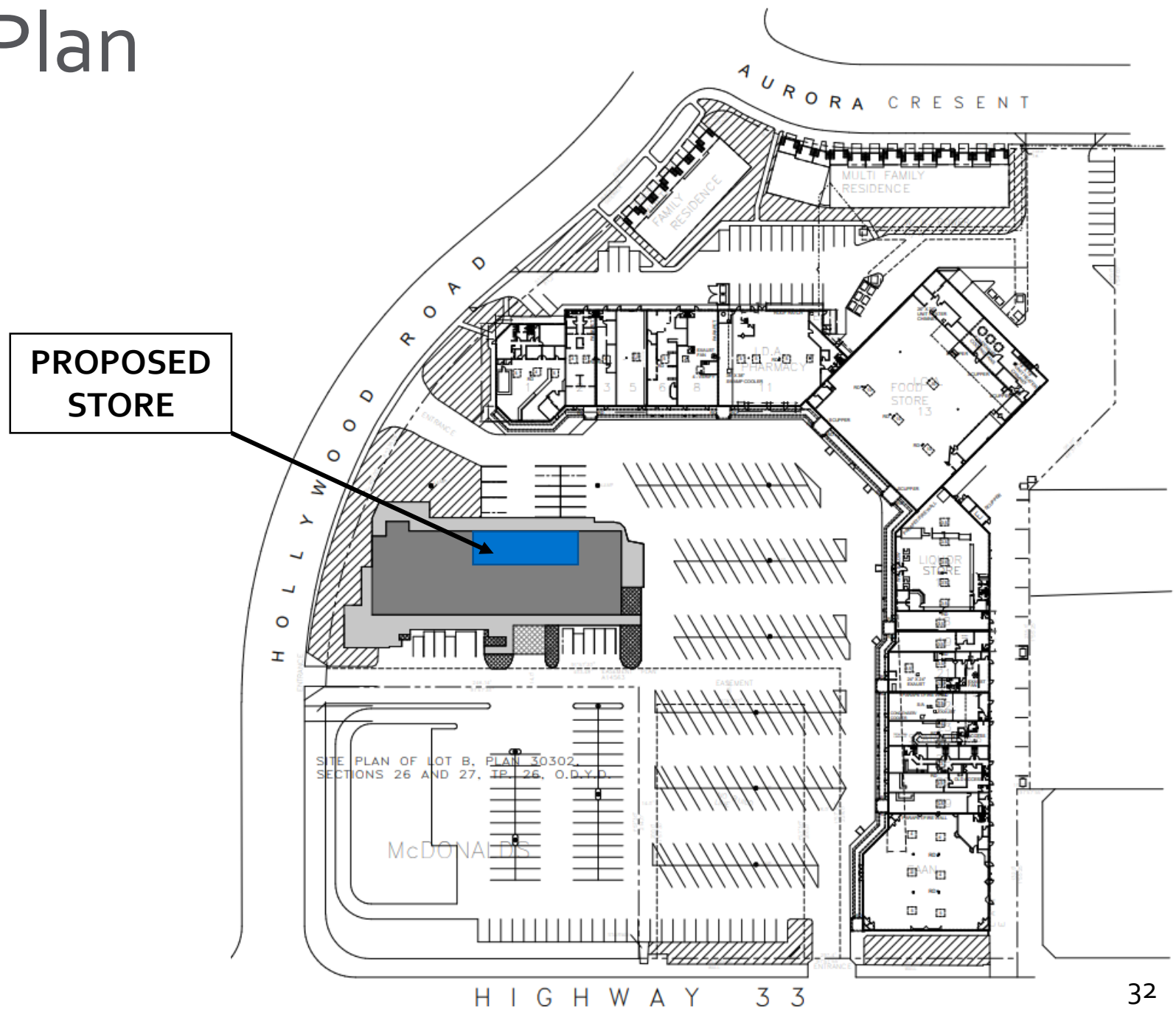
Context Map



Subject Property Map



Site Plan



Street View



Rezoning Application

- ▶ Application to rezone:
 - ▶ From C₄ – Urban Centre Commercial zone
 - ▶ To C₄r_{cs} – Urban Centre Commercial (Retail Cannabis Sales) zone

Text Amendments

- ▶ To facilitate this application, site-specific text amendments are required:
 - ▶ within 500 metres of other retail cannabis sales establishments
 - ▶ 110-250 Hollywood Rd S (+/- 101 metres)

Text Amendment



Background

- ▶ Council has supported 24 rezoning applications for retail cannabis sales since subzone was created in 2019
 - ▶ 23 properties fully rezoned
 - ▶ 1 property currently at 3rd reading
- ▶ The LCRB has issued **18 licences** (*as of April 6, 2022*)
- ▶ Online sales also available through the Government BC Cannabis Stores

Development Planning

- ▶ Text Amendment Application
 - ▶ 500 m separation between retail cannabis stores
 - ▶ intended to prevent clustering of use

Staff Recommendation

- ▶ Staff recommend **non-support** of the proposed rezoning and text amendment applications



Conclusion of Staff Remarks

REPORT TO COUNCIL



Date: May 9, 2022

To: Council

From: City Manager

Department: Development Planning

Application: OCP22-0004 & Z21-0094

Owner: Mair Developments Ltd., Inc.
No. BC0753083

Address: 1450 Steele Road

Applicant: Mair Developments Ltd. –
Andrew Bruce

Subject: OCP Amendment and Rezoning Applications

Existing OCP Designation: S-RES – Suburban Residential & NAT – Natural Areas

Proposed OCP Designation: S-RES – Suburban Residential & NAT – Natural Areas

Existing Zone: A1 – Agriculture 1

Proposed Zone: RU2h – Medium Lot Housing (Hillside Area) & P3 – Parks and Open Space

1.0 Recommendation

THAT Official Community Plan Map Amendment Application No. OCP22-0004 to amend Map 3.1 in the Kelowna 2040 – Official Community Plan Bylaw No. 12300 by changing the Future Land Use designation of portions of Lot A, Sections 20 and 29, Township 29, SDYD, Plan KAP44335 Except Plans KAP92565, EPP23066, EPP31364, EPP51781, EPP72348, EPP82001, and EPP100536, located at 1450 Steele Road, Kelowna, BC from the NAT – Natural Areas and S-RES – Suburban Residential designations to the NAT – Natural Areas and S-RES – Suburban Residential designations, as shown on Map “A” attached to the Report from the Development Planning Department dated May 9, 2022, be considered by Council;

AND THAT the Official Community Plan Map Amending Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT Council considers the Public Consultation process to be appropriate consultation for the Purpose of Section 475 of the *Local Government Act*, as outlined in the Report from the Development Planning Department dated May 9, 2022;

AND THAT Rezoning Application No. Z21-0094 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of portions of Lot A, Sections 20 and 29, SDYD, Plan KAP44335 Except Plans KAP92565, EPP23066, EPP31364, EPP51781, EPP72348, EPP82001, and EPP100536, located at 1450

Steele Road, Kelowna, BC, from the A1 – Agriculture 1 zone to the RU2h – Medium Lot Housing (Hillside Area) zone and the P3 – Parks and Open Space zone as shown on Map “B” attached to the Report from the Development Planning Department dated May 9, 2022, be considered by Council;

AND THAT the 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 issuance of a Preliminary Layout Review Letter by the Approving Officer.

2.0 Purpose

To amend the Official Community Plan to change the future land use designation of the subject property and to rezone the subject property to facilitate a 32 lot residential subdivision and parkland dedication.

3.0 Development Planning

Staff support the proposed Official Community Plan (OCP) Amendment and Rezoning applications to facilitate the next phase of development at The Ponds. The application is generally consistent with the Neighbourhood 3 Area Structure Plan (ASP) that directs the vision and objectives for the development of the area. The ASP specifically identifies the subject property as being suitable for single/two-unit residential development. OCP Policy supports development that is consistent with the adopted ASPs for suburban neighbourhoods. The intent of the ASP is generally met by providing residential development lots in addition to park space and trail connections that were previously envisioned.

The proposed amendments involve adjusting the boundaries of the existing Future Land Use designations and rezoning the site based on more detailed site investigations that inform the subdivision layout. Portions of the site that were designated for a trail connection, but are unsuitable for such a connection, are eliminated as parkland, while additional area around an environmentally sensitive gulley and to make trail connections are being dedicated as park. Steele Road will be required to be dedicated and constructed to a full urban standard through the development process.

4.0 Proposal

4.1 Background

The Neighbourhood 3 Area Structure Plan for “The Ponds” neighbourhood and related OCP amendments were adopted by Council on April 3, 2007. The Plan envisions a logical pattern of development for Neighbourhood 3 that would result in a high quality, attractive and complete community. The ASP notes that the development concept has been formulated to work harmoniously with the topography and to retain the integrity of water features and their surroundings. The subject property was specifically identified as being suitable for single/two-unit residential development.

4.2 Project Description

The proposed OCP Amendment and Rezoning will facilitate a 32-lot residential subdivision of the subject property plus park and natural open space areas. One of the proposed lots would be further subdivided into approximately 17 bareland strata lots in the future.

The site is currently designated S-RES – Suburban Residential and NAT – Natural Areas. The OCP Amendment proposes adjusting the Future Land Use designations in several locations, including protecting environmentally sensitive areas, ensuring trail connections can be provided outside of riparian areas, and eliminating steep slopes that are not suitable for trail connections.

The main proposed vehicle access to the development site is via an extension of Steele Road, which is currently only constructed as an emergency access route. Two new local roads would provide access from Steele Road to a majority of the new lots.

Significant parkland dedication would protect a wetland area (Crawford Slough), and environmentally sensitive gulley and provide trail connectivity through the subject property including facilitating a trail connection between Mair Pond and Hill Spring Park.

4.3 Site Context

The subject property is part of the Ponds neighbourhood in the Upper Mission. The proposed development is located south of Steele Road, which is currently constructed as an emergency access route only. Earlier phases of the Ponds neighbourhood have been developed to the north, east, and west of the subject property and are zoned RU1 – Large Lot Housing, RU2 – Medium Lot Housing, and RU3 – Small Lot Housing. South of the development site is a large A1 – Agriculture 1 zoned property designated for future residential development in the OCP. An established network of parks and trails linking various water features has been developed in close proximity to the site.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	P3 – Parks and Open Space A1 – Agriculture 1	Open Space Vacant Land (Future Development)
East	P3 – Parks and Open Space RU1h – Large Lot Housing (Hillside Area)	Mair Pond Park Single Family Housing
South	A1 – Agriculture 1	Vacant hillside
West	P3 – Parks and Open Space RU3 – Small Lot Housing	Hill Spring Park Single Family Housing

Subject Property Map: 1450 Steele Road



5.0 Current Development Policies

5.1 Kelowna Official Community Plan (OCP)

Objective 7.1 Create more complete communities in Suburban Neighbourhoods	
Policy 7.1.1 Area Structure Plan Consistency	Support development that is consistent with adopted Area Structure Plans (ASPs) in Suburban Neighbourhoods. Require amendments to ASPs where proposals include significant increases to the number of residential units beyond those signalled in an ASP or where proposals are likely to require significant changes to planned transportation, parks and utility infrastructure. <i>The subject property is identified in the Neighbourhood 3 ASP as being suitable for single family residential development.</i>
Objective 7.2 Design Suburban Neighbourhoods to be low impact, context sensitive and adaptable	
Policy 7.2.2 Hillside Housing Forms	Encourage housing forms that best match to the topography and have the lowest amount of impact in hillside areas, such as minimum cuts and fills, for example, and provide the greatest environmental protection. Discourage housing forms and associated roadways that cause high amounts of slope disturbance and visual impact. <i>The proposed development has been refined to reduce cuts and fills and conform to the natural topography while being consistent with the established neighbourhood.</i>
Policy 7.2.3 Integrate Nature	Integrate the design of active parks with adjacent natural areas while maintaining individual park standards. Reduce the impacts of parks on adjacent natural systems. <i>The proposal identifies park areas and trail connections which protect natural features.</i>
Objective 14.5 Protect and restore environmentally sensitive areas	
Policy 14.5.3 Development Design in Environmentally Sensitive Areas	Design new development to prioritize protection of environmentally sensitive areas. Design the development to not disturb natural ecosystems, preserve environmentally sensitive features, adapt to natural topography and to avoid overall environmental impact. <i>The proposed development will protect areas identified as having high environmental sensitivity by dedication to the City as parkland or covenant.</i>

6.0 Application Chronology

Date of Application Received: September 17, 2021

Date Public Consultation Completed: January 26, 2022

Report prepared by: Mark Tanner, Planner II

Reviewed by: Dean Strachan, Community Planning & Development Manager

Reviewed by: Terry Barton, Development Planning Department Manager

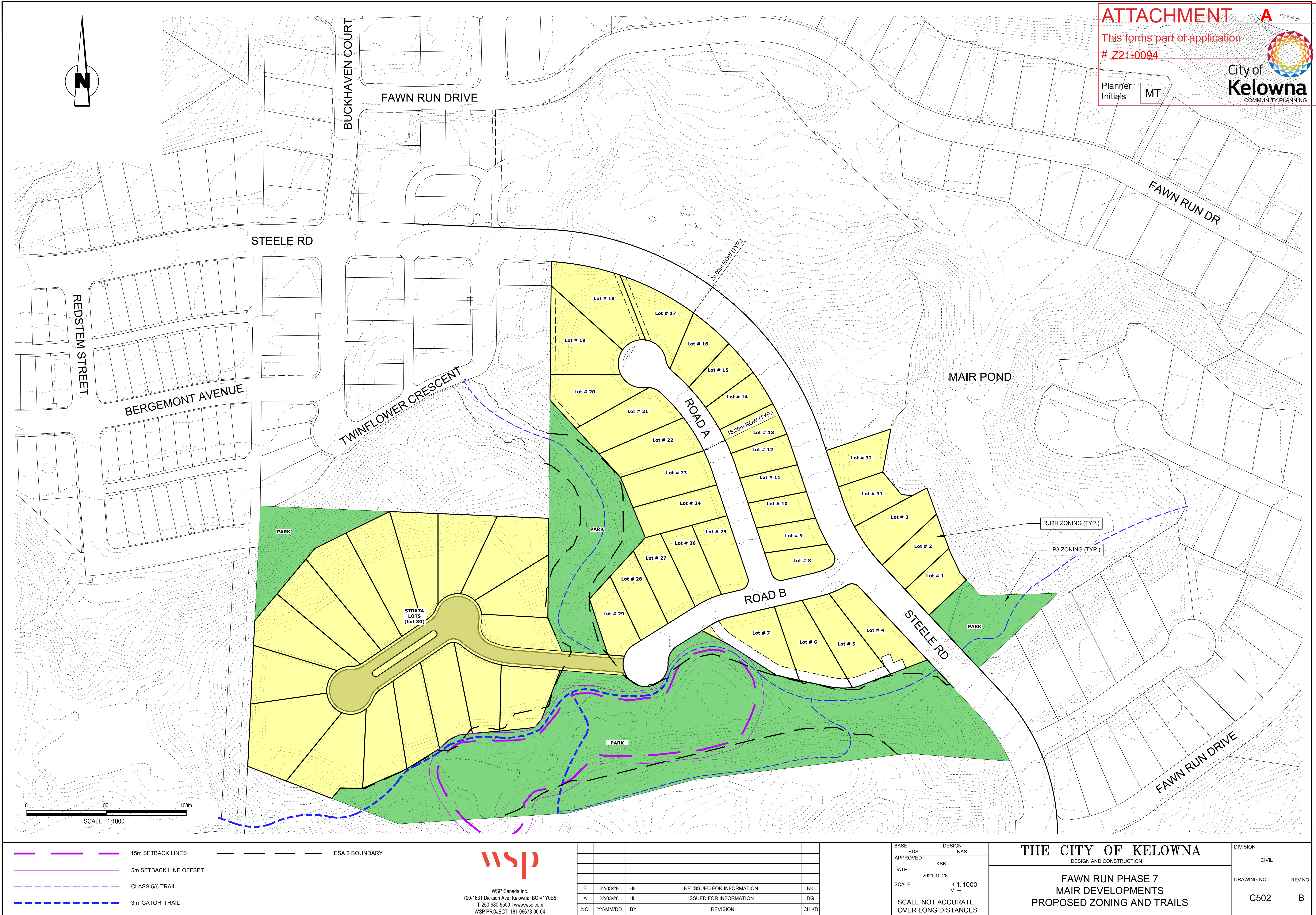
Approved for Inclusion: Ryan Smith, Divisional Director, Planning & Development Services

Attachments:

Attachment A: Proposed Site Layout

Map A: Proposed Official Community Plan Amendment

Map B: Proposed Rezoning



- 15m SETBACK LINES
- 5m SETBACK LINE OFFSET
- CLASS 5/6 TRAIL
- 3m 'GATOR' TRAIL
- ESA 2 BOUNDARY



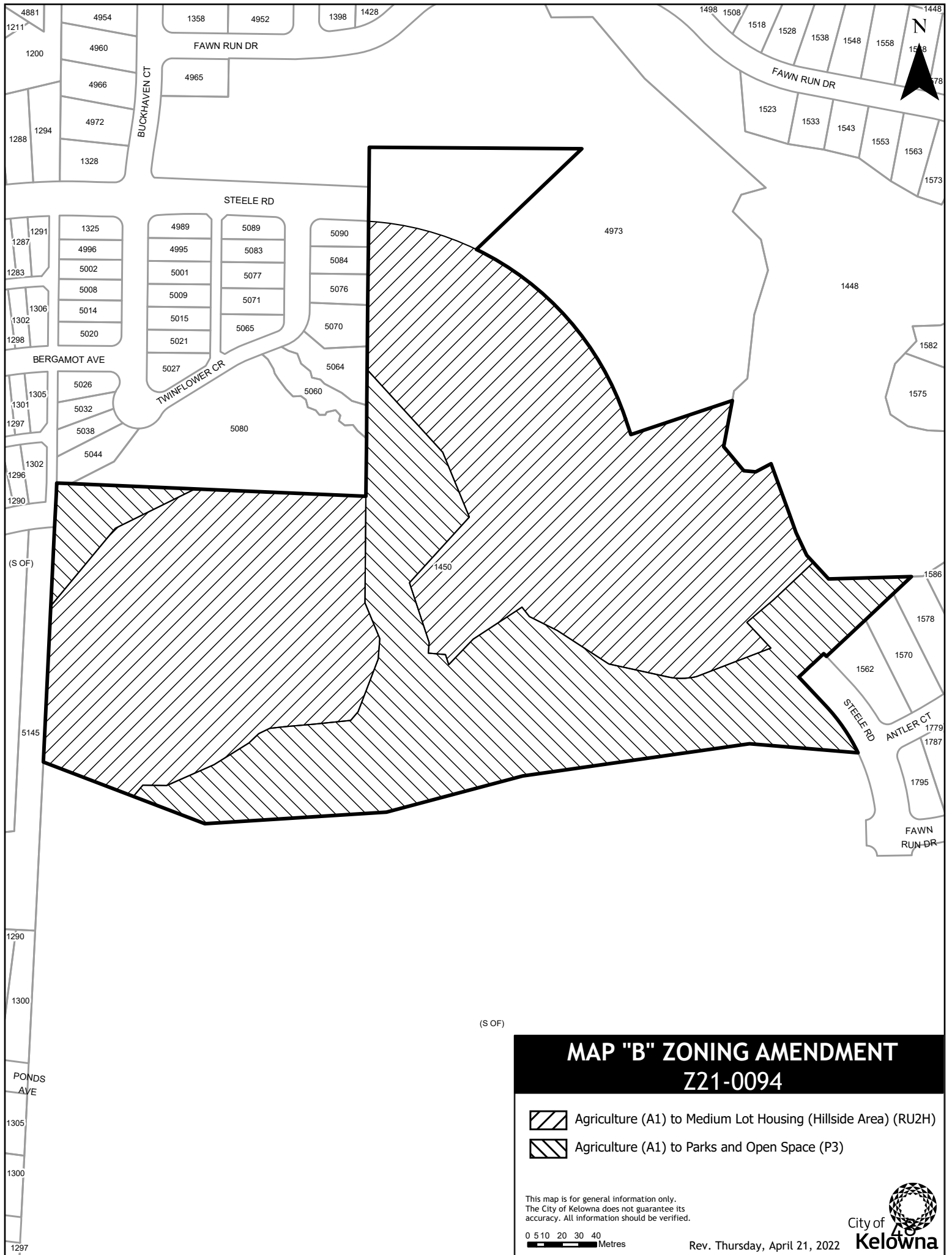
WSP Canada Inc.
700-1631 Dickson Ave, Kelowna, BC V1Y0B5
T 250-860-5500 | www.wsp.com
WSP PROJECT: 181-06673-00-04

B	22/03/29	HH	RE-ISSUED FOR INFORMATION	KK	
A	22/03/28	HH	ISSUED FOR INFORMATION	DG	
NO.	YY/MM/DD	BY	REVISION	CHKD	

BASE	DESIGN
SDS	NAS
APPROVED	KSK
DATE	2021-10-28
SCALE	H 1:1000 V —
SCALE NOT ACCURATE OVER LONG DISTANCES	

THE CITY OF KELOWNA
DESIGN AND CONSTRUCTION
FAWN RUN PHASE 7
MAIR DEVELOPMENTS
PROPOSED ZONING AND TRAILS

DIVISION	CIVIL
DRAWING NO.	REV NO.
C502	B





OCP22-0004 Z21-0094 1450 Steele Road

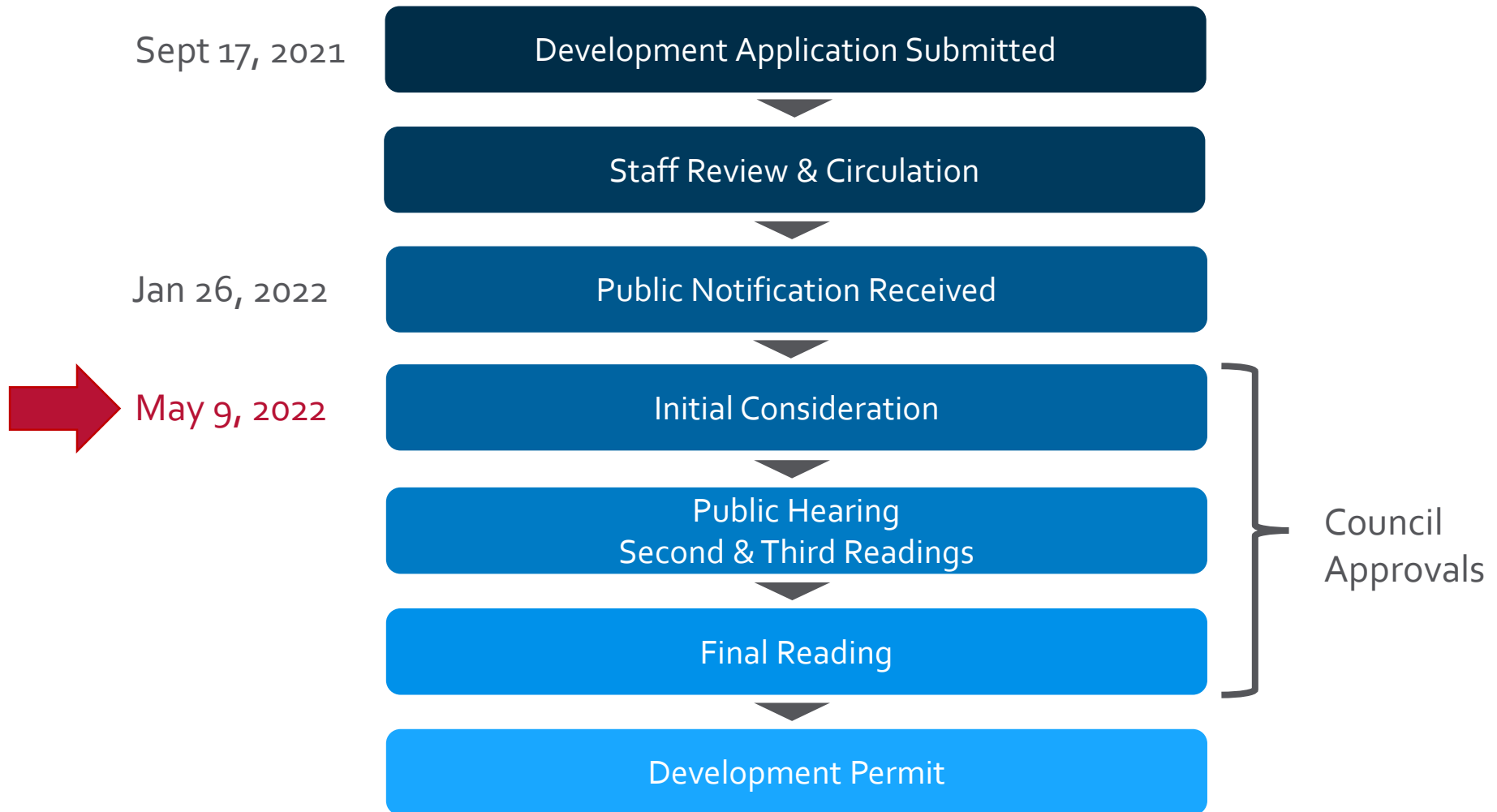
Official Community Plan Amendment and Rezoning
Application



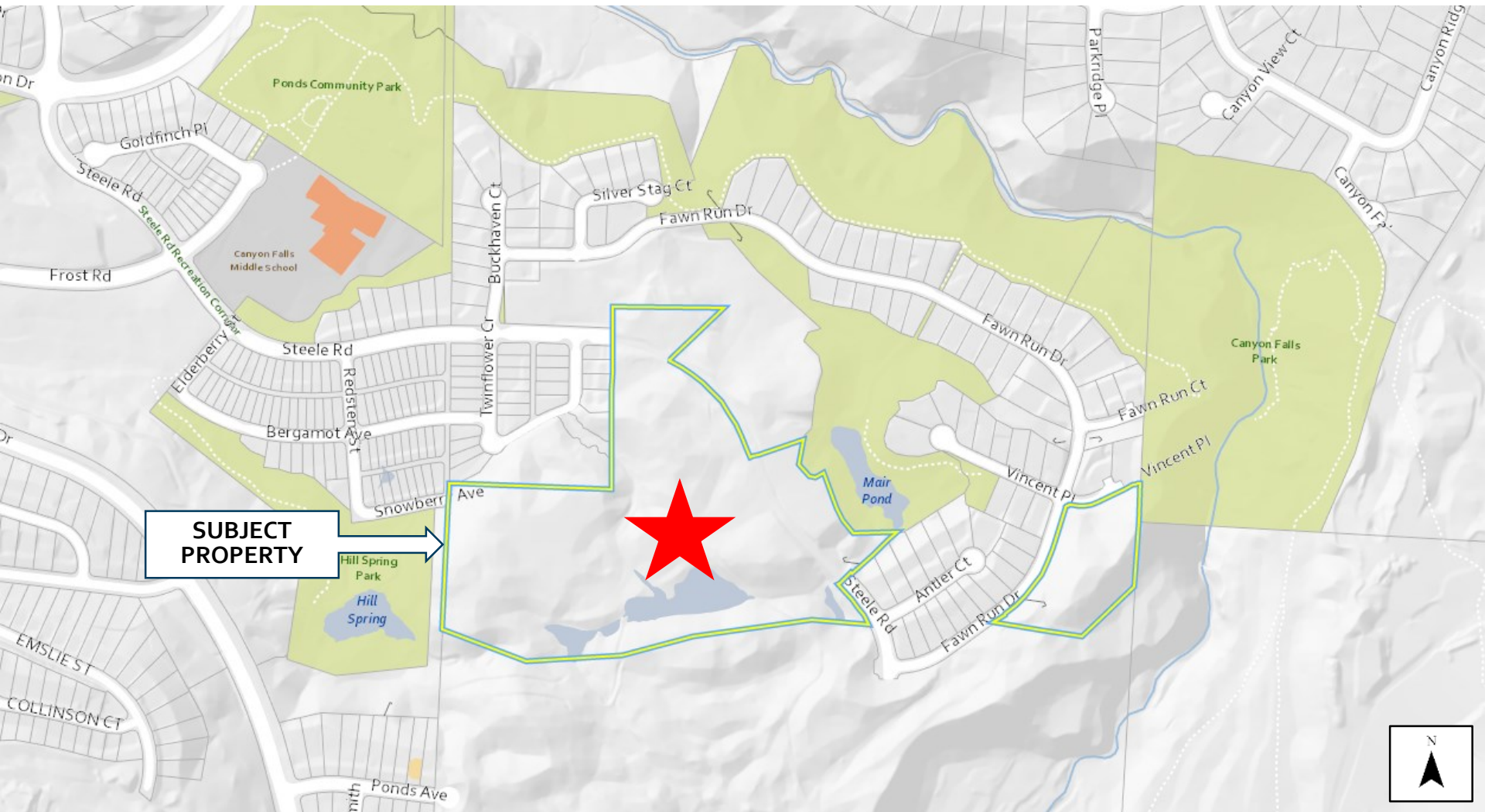
Proposal

- ▶ To amend the Official Community Plan to change the future land use designation of the subject property and to rezone the subject property to facilitate a 32 lot residential subdivision and parkland dedication.

Development Process



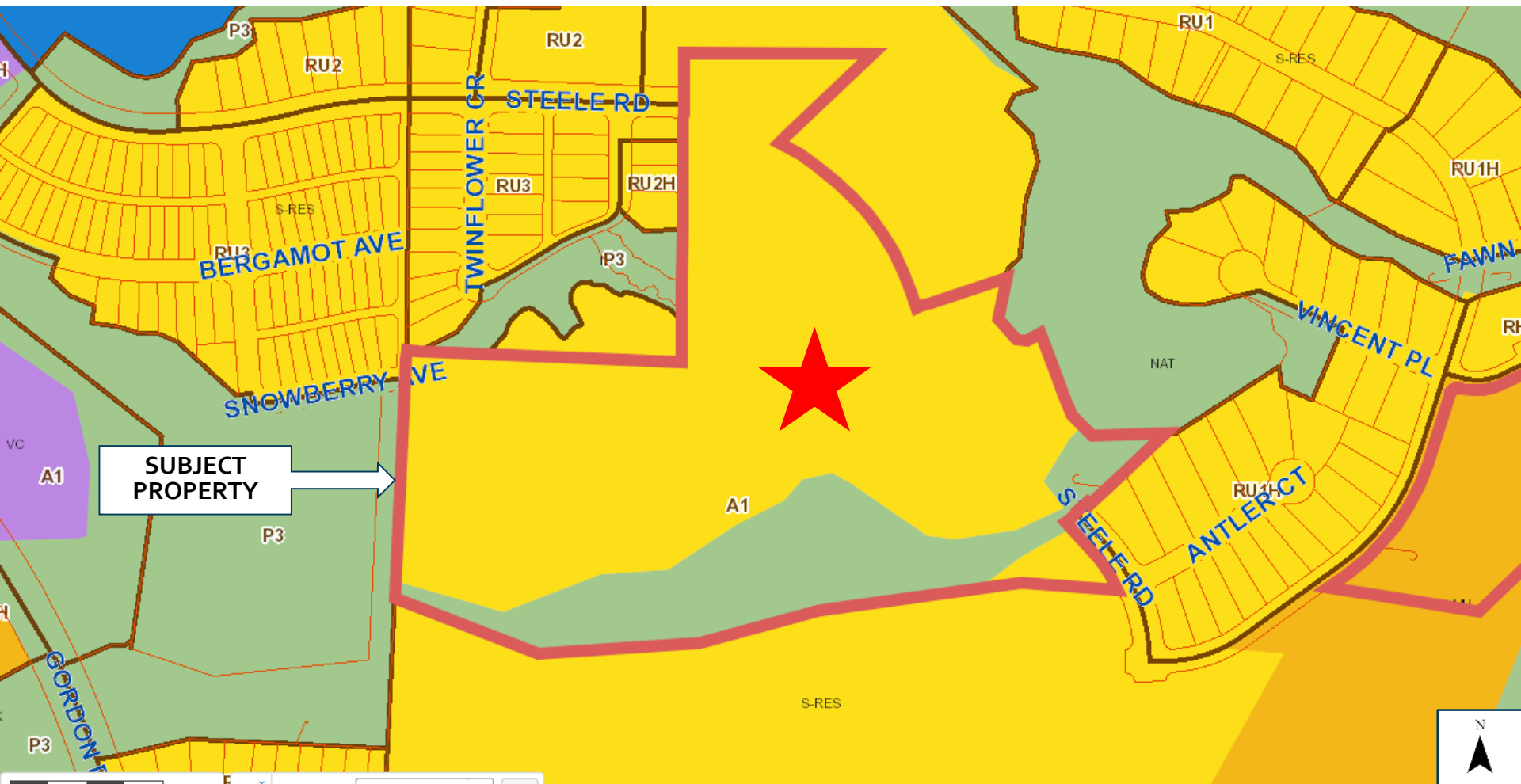
Context Map



Aerial Map



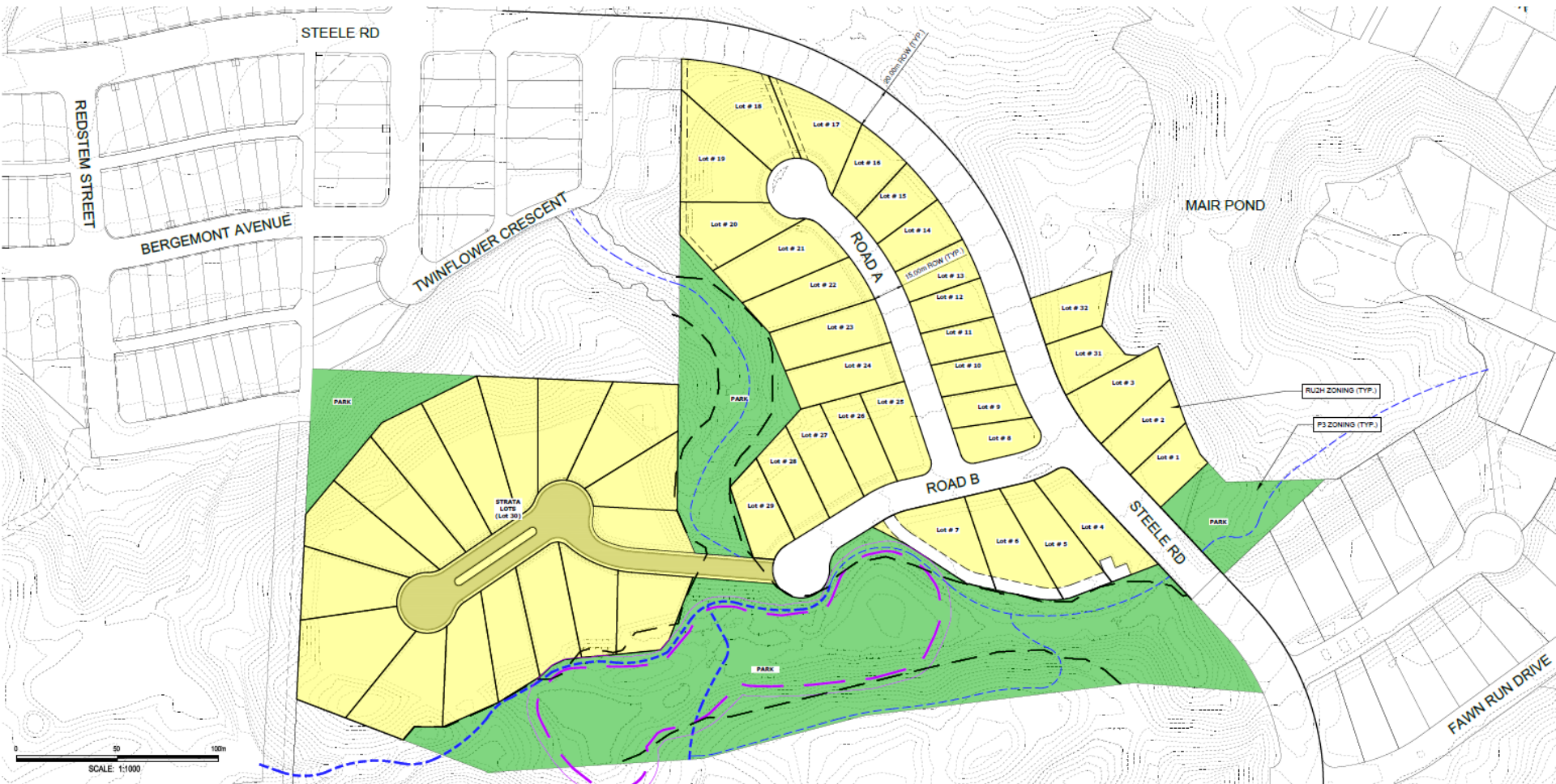
OCP Future Land Use / Zoning



Project details

- ▶ The proposed OCP Amendment and Rezoning application would facilitate a 32-lot residential subdivision of the subject property.
- ▶ Proposed parkland would protect environmentally sensitive features and provide trail connections through the site.
- ▶ Construction of Steele Road to a full urban standard would provide access.

Proposed Site Layout



Staff Recommendation

- ▶ Development Planning Staff recommend **support** of the proposed OCP Amendment and Rezoning
 - ▶ Consistent with Neighbourhood 3 Area Structure Plan
 - ▶ Meets the intent of the Official Community Plan
 - ▶ Support development which is consistent with adopted Area Structure Plans.
 - ▶ Encourage housing forms that match topography and provide the greatest environmental protection.
 - ▶ Protect environmentally sensitive areas.
- ▶ Recommend the bylaw be forwarded to Public Hearing for further consideration.



Conclusion of Staff Remarks

CITY OF KELOWNA

BYLAW NO. 12376

Official Community Plan Amendment No. OCP22-0004 1450 Steele Road

A bylaw to amend the "*Kelowna 2040* – Official Community Plan Bylaw No. 12300".

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

1. THAT Map 3.1 – **Future Land Use** of "*Kelowna 2040* – Official Community Plan Bylaw No. 12300" be amended by changing the Future Land Use designation of portions of Lot A, Sections 20 and 29, Township 29, SDYD, Plan KAP44335 Except Plans KAP92565, EPP23066, EPP31364, EPP51781, EPP72348, EPP82001, and EPP100536 located on Steele Road, Kelowna, B.C., from the NAT – Natural Areas and S-RES – Suburban Residential designations to the NAT – Natural Areas and S-RES – Suburban Residential designations as shown on 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

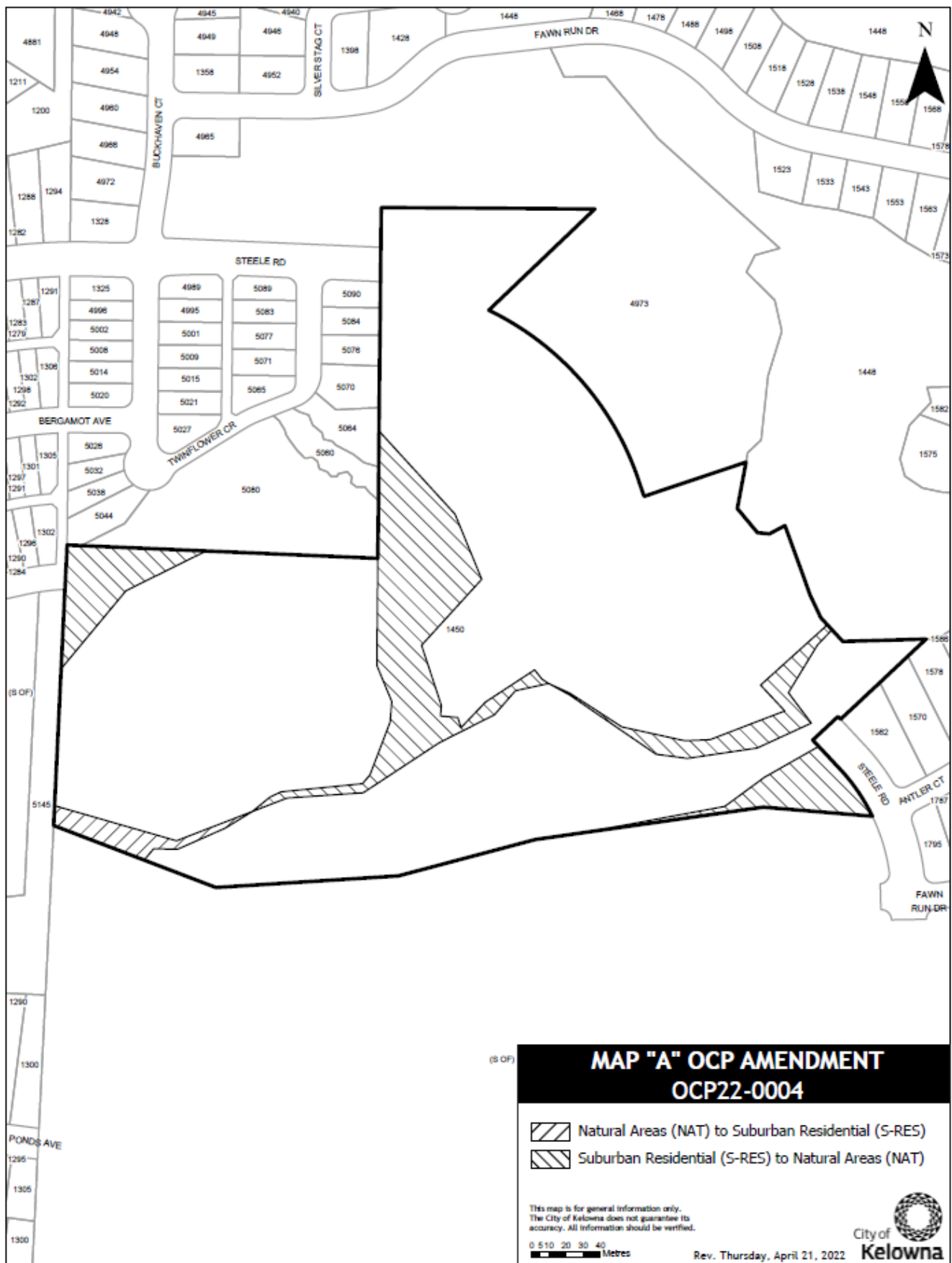
Considered at a Public Hearing on the

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

Mayor

City Clerk



CITY OF KELOWNA

BYLAW NO. 12377

Z21-0094

1450 Steele 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 portions of Lot A, Sections 20 and 29, SDYD, Plan KAP44335 Except Plans KAP92565, EPP23066, EPP31364, EPP51781, EPP72348, EPP82001, and EPP100536, on Steele Road, Kelowna, BC, from the A1 – Agriculture 1 zone to the RU2h – Medium Lot Housing (Hillside Area) zone and the P3 – Parks and Open Space zone as shown on MAP "B" 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

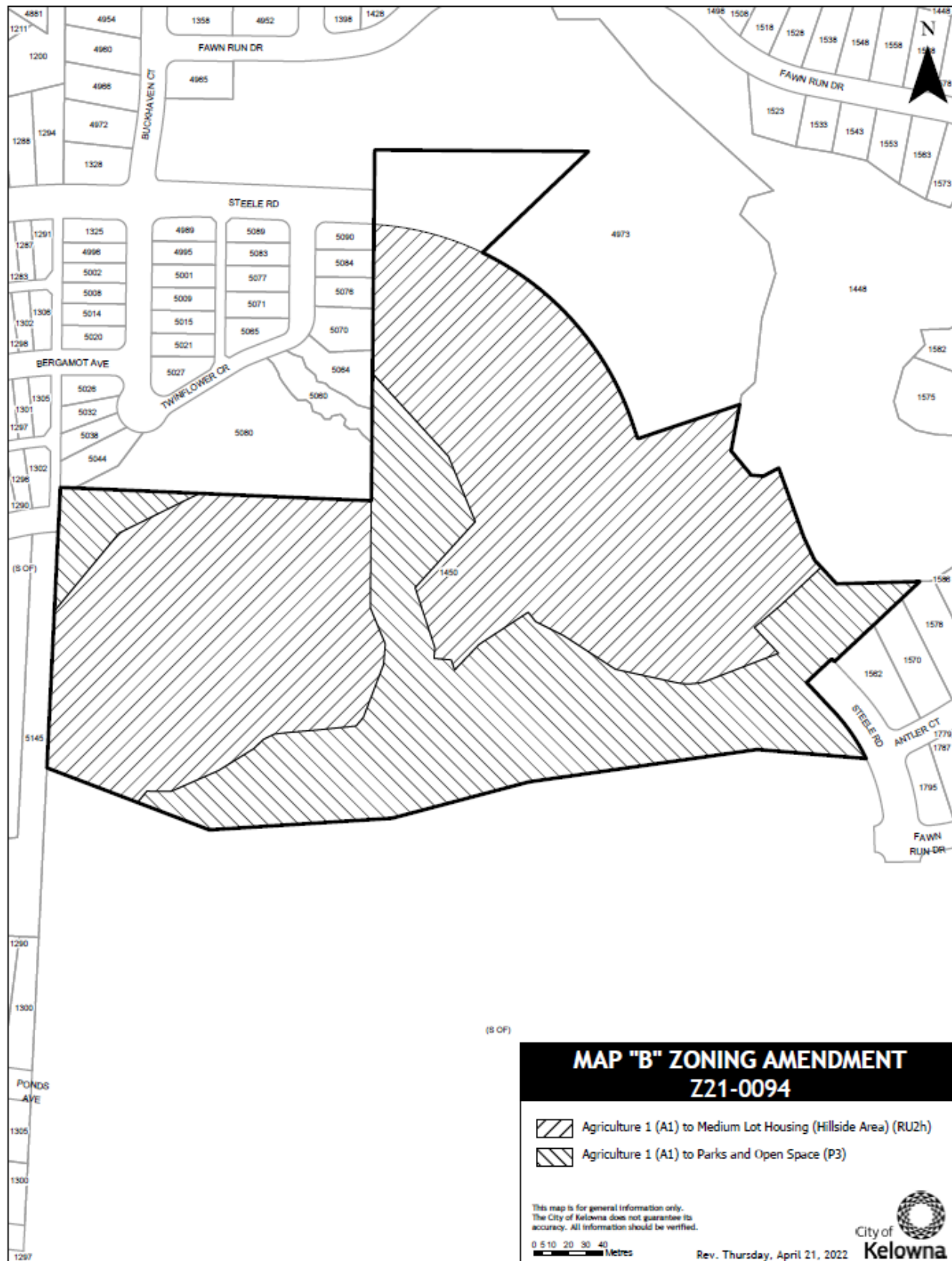
Considered at a Public Hearing on the

Read a second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

Mayor

City Clerk



REPORT TO COUNCIL



Date: May 9, 2022

To: Council

From: City Manager

Department: Development Planning

Application: Z21-0011

Owner: Abacio Properties Ltd

Address: 1405 St Paul St.

Applicant: Kerkhoff Construction

Subject: Rezoning Application

Existing OCP Designation: UC – Urban Centre

Existing Zone: C4 – Urban Centre Commercial

Proposed Zone: C7 – Central Business Commercial

1.0 Recommendation

THAT Rezoning Application No. Z21-0011 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot A District Lot 139 ODYD Plan 25942, located at 1405 St Paul St, Kelowna, BC from the C4 – Urban Centre Commercial zone to the C7 – Central Business Commercial zone be considered by Council;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Attachment "A" attached to the Report from the Development Planning Department dated May 9, 2022;

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.

2.0 Purpose

To rezone the subject property from the C4 – Urban Centre Commercial zone to the C7 – Central Business Commercial zone to facilitate a mixed-use development with multiple dwelling housing.

3.0 Development Planning

Development Planning recommends support for the proposed rezoning application as it is consistent with the 2040 Official Community Plan (OCP) Future Land Use of UC – Urban Centre, which supports the C7 – Central Business Commercial zone. Policies within Chapter 4 – Urban Centres of the 2040 Official Community Plan (OCP) support this rezoning application. These include the objective to direct medium and high-density residential development to Urban Centres to provide a greater mix of housing near employment and to maximize use of existing and new infrastructure, services, and amenities.

Should Council support this rezoning, Staff will bring forward a Development Permit and Development Variance Permit for the form and character and height of the proposed mixed-use development in the form of a tower development.

The applicant completed a Public Information Session virtually on March 29th, 2022, in accordance with Council Policy #367. For a summary of the Public Information Session please refer to Attachment “B”.

4.0 Proposal

4.1 Background

The current condition of the site is a low-rise commercial property with some basement units. The uses include a restaurant with a patio, health services and office uses, and surface parking. Should the development applications be supported by Council, the existing building will be demolished to facilitate redevelopment of the site.

4.2 Project Description

The proposed rezoning from C4 – Urban Centre Commercial to C7 – Central Business Commercial, and associated development permit and development variance permits, will facilitate the development of mixed use multiple dwelling housing. The proposal consists of high-density residential units in the form of a tower atop a parkade podium with commercial at the ground floor. The applicant has gone through a site design revision to respond to anticipated redevelopment in the area, and a draft site plan is included as Attachment “C”. Initial variances are being tracked for overall height, and for height of the parkade podium.

This rezoning triggers off-site improvements to both St Paul St. and Doyle Ave. Staff are working with the applicant to design a modified street section that provides greater pedestrian amenities.

4.3 Site Context

The subject property is on the corner of St Paul St. and Doyle Ave, immediately east of the downtown Interior Health Building. Anticipated redevelopment on this corner includes the proposed University of British Columbia Okanagan (UBCO) Downtown Campus Tower (north) and redevelopment of the currently vacant Monaco site (north-west) into a high-density mixed-use project.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	C7 – Central Business Commercial	Temporary Shelter Services (Daily Courier Building)
East	RM5 – Medium Density Multiple Housing	Multiple Dwelling Housing
South	C7 – Central Business Commercial	Commercial
West	C7 – Central Business Commercial	Health Services (Interior Health Building)

Subject Property Map: 1405 St Paul St.**5.0 Current Development Policies****5.1 Kelowna Official Community Plan (OCP)**

Objective 4.1 Strengthen the Urban Centres as Kelowna's primary hubs of activity	
Policy 4.1.2. Urban Centre Hierarchy.	Focus the greatest intensity of uses and scale of development Downtown in recognition of its role as the largest Urban Centre. Scale development in other Urban Centres in accordance with Figure 4.1 and based on their anticipated context, supporting infrastructure and amenities. <i>The proposed C7 - Central Business Commercial zone is an appropriate zone for the scale of development envisioned within the Downtown Urban Centre.</i>
Objective 4.1 Strengthen the Urban Centres as Kelowna's primary hubs of activity	
Policy 4.1.6. High Density Residential Development.	Direct medium and high density residential development to Urban Centres to provide a greater mix of housing near employment and to maximize use of existing and new infrastructure, services and amenities. <i>The proposed rezoning is considered high density residential development and is envisioned within the Downtown Urban Centre.</i>

5.2 Urban Centres Road Map

- 5.2.1 *Mix It Up, Policy 2:* Encourage a significant residential population to ensure viable local services and amenities.
- 5.2.2 *Places for People, Policy 1:* Ensure streets are included as part of the urban design planning, with inviting sidewalks, landscaping and street furnishings.
- 5.2.3 *People First Transportation, Policy 1:* Ensure future high-density housing and major employment areas are within walking distance of frequent transit service.

- 5.2.4 *Make it Walkable, Policy 3:* Encourage sidewalk designs that integrate landscaping and street furnishings to create a comfortable buffer from traffic.

6.0 Technical Comments

6.1 Development Engineering Department

Refer to Attachment “A” Development Engineering Memorandum

7.0 Application Chronology

Date of Application Accepted:	February 13, 2021
Date Public Information Session:	March 29, 2022
Date Confirmation of Public Notification Received:	April 4, 2022

Report prepared by:	Trisa Atwood, Planner II
Reviewed by:	Lydia Korolchuk, Urban Planning Manager
Reviewed by:	Terry Barton, Development Planning Department Manager
Approved for Inclusion:	Ryan Smith, Divisional Director, Planning & Development Services

Attachments:

Attachment A:	Development Engineering Memo
Attachment B:	Neighbourhood Consultation Summary
Attachment C:	Draft Site Plan

CITY OF KELOWNA

MEMORANDUM

Date: February 16, 2021
File No.: Z21-0011
To: Community Planning (LK)
From: Development Engineering Manager (JK)
Subject: 1405 St. Paul St. C4 to C7

The Development Engineering Branch has the following comments and requirements associated with this rezoning application. The road and utility upgrading requirements outlined in this report will be a requirement of this development. The Development Engineering Technologist for this project is Ryan O'Sullivan

1. General.

a) The following are requirements as laid out in this Engineering Memo for this rezoning application for a 41-storey residential tower.

- i. Frontage Improvements on St Paul Street
- ii. Frontage improvements on Doyle Ave
- iii. Laneway Improvements and dedication
- iv. Water service upgrade
- v. Sanitary service upgrade
- vi. Sanitary down stream analysis from the development to the Raymer Road Treatment Plant
- vii. Landscape requirements on Doyle Ave and St Paul St
- viii. A Site Preparation Security Agreement needs to be completed and signed.

b) Provide easements as may be required.

c) The proposed development may require the installation of centralized mail delivery equipment. Please contact Delivery Planning Officer, Canada Post Corporation, 530 Gaston Avenue, Kelowna, BC, V1Y 2K0, to obtain further information and to determine suitable location(s) within the development.

d) The proposed development triggers a traffic impact assessment. The applicant's transportation engineer shall contact the City's Development Engineering group to determine the terms of reference for the study. Recommendations from the Traffic Impact Analysis (TIA) will become requirements of the building permit release.

e) The proposed development is subject to the review and requirements from the Ministry of Transportation (MOT) Infrastructure Branch. Requirements from the Ministry will become requirements of the building permit release.

2. Geotechnical Study

ATTACHMENT		A
This forms part of application		
# Z21-0011		
Planner Initials	TA	 City of Kelowna DEVELOPMENT PLANNING

- 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 development. 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 development 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 (e.g., fill areas, sulphate content, unsuitable soils such as organic material).
 - 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.

3. Domestic Water and Fire Protection

- a. Provide an adequately sized domestic water and fire protection system. The water system must be capable of supplying domestic and fire flow demands for the project in accordance with the Subdivision, Development & Servicing Bylaw. Provide water calculations for this property to confirm this. Ensure every building site is located at an elevation that ensures water pressure is within the bylaw pressure limits.
- b. The property is located within the City of Kelowna service area. Only one service will be permitted to the site. The applicant, at his cost, will arrange for the removal of the existing services and the installation of one new larger metered water service.
- c. An approved backflow protection device must also be installed on site as required by the City Plumbing Regulation and Water Regulation bylaws.
- d. A water meter is mandatory for this development and must be installed inside a building on the water service inlet as required by the City Plumbing Regulation and Water Regulation bylaws. The developer or building contractor must purchase the meter from the City at the time of application for a building permit from the Inspection Services Department, and prepare the meter setter at their cost.

4. 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. The applicant will arrange for the removal and disconnection of the existing services and the installation of one new service at the applicant's cost.

5. Drainage

- a. Our records indicate that these properties are currently serviced with 2 -100mm-diameter storm sewer services. Provide a detailed Storm Water Management Plan for this development as per the Subdivision, Development and Servicing Bylaw #7900.
- b. 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 disposal systems
- 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

6. Road Improvements

- a. St. Paul St. fronting this development site is urbanized but the existing curb and sidewalk are in a deteriorated state. The upgrades to St. Paul St. that are required are new sidewalk removal and reconstruction, repaving St. Paul from Center Line to Gutter line as well as the re-location or adjustment of any existing utility appurtenances if required to accommodate the upgrading construction. A modified SS-R5 cross section will be used and provided at the time of design. The design should include up to centreline of the St Paul Street ROW.
- b. Doyle Ave fronting this development site is fully urbanized Frontage improvements required repaving from Center line to Curb and gutter from St. Paul St to Laneway. Landscaped boulevard complete with underground irrigation system, street lights. A modified SS-R5 cross section will be used and provided at the time of design. The design should include up to centreline of the Doyle Ave ROW.
- c. The laneways fronting this development needs to be upgraded to a commercial laneway standard. Standard drawing to be used is SS-R2 as well as a 0.9m dedication is needed for the north south lane. The development will be responsible for the constructing the entire lane width, from PL to PL laneway. A driveway let down (SS-C7) will be required at the north end of the north-south laneway.

7. Development Permit and Site Related Issues

- a. By Registered plan to provide the following
 - i. Grant statutory rights-of-way or dedicate lands if required for utility services and/or pedestrian access.
 - ii. Lane dedication of 0.9m is needed along the frontage of the North South laneway. The standard SS-R2 drawing will need to be used in the design drawings.

iii. Lot Consolidation is required

- b. All vehicle access to the development will be via laneway. No access will be granted from St Paul Street, Doyle Ave.
- c. Truck turning movements are needed to show that a truck can access the loading bays along the laneway.

8. Power and Telecommunication Services and Street Lights

- a. All proposed distribution and service connections are to be installed underground. Existing distribution and service connections, on that portion of a road or laneway immediately adjacent to the site, are to be relocated and installed underground.
- b. Make servicing applications to the respective Power and Telecommunication utility companies. The utility companies are required to obtain the City's approval before commencing construction.

9. Design and Construction

- a. 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.
- b. 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.
- c. 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).
- d. A "Consulting Engineering Confirmation Letter" (City document 'C') must be completed prior to submission of any designs.
- e. 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


10. 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.

11. Bonding and Levy Summary

a. Service Agreement Bonding

To be Determined

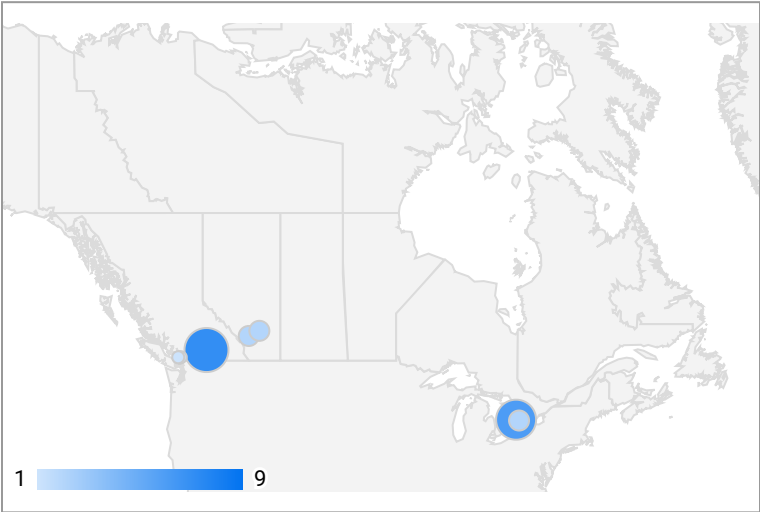


James Kay, P. Eng.
Development Engineering Manager
RO

Unique Vistors

27

Geographic Spread



	Town/City	Total users ▾
1.	(not set)	9
2.	Kelowna	7
3.	Brampton	6
4.	Calgary	2
5.	Drumheller	2
6.	Toronto	2
7.	Burnaby	1
8.	Coquitlam	1
9.	Vancouver	1

Content Interactions

	Event Category ▾	Event Label	Event count
1.	Interactivity	Site	45
2.	Interactivity	Feedback	31
3.	Interactivity	Neighbourhood	34
4.	Interactivity	Rezoning Context	31
5.	Interactivity	Neighbourhood Map	26

ATTACHMENT

B

This forms part of application
Z21-0011

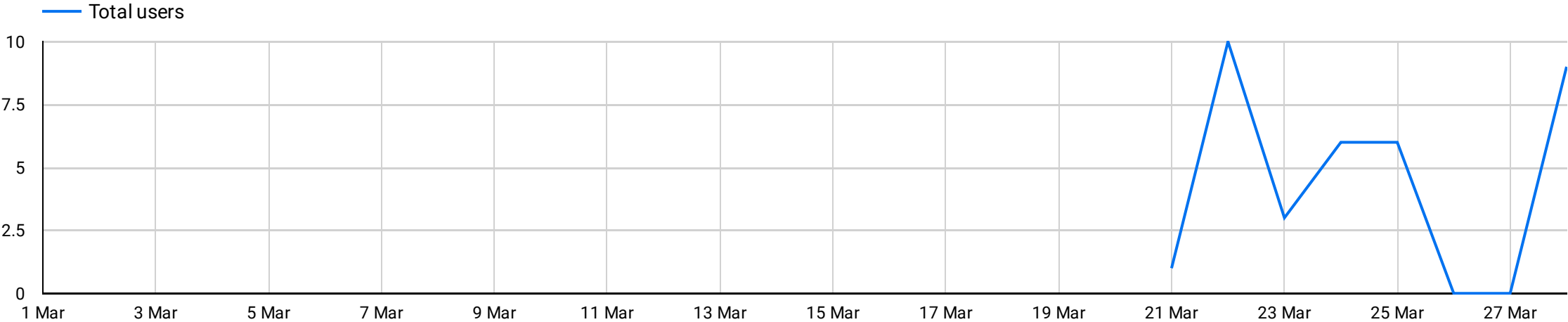
Planner
Initials

TA

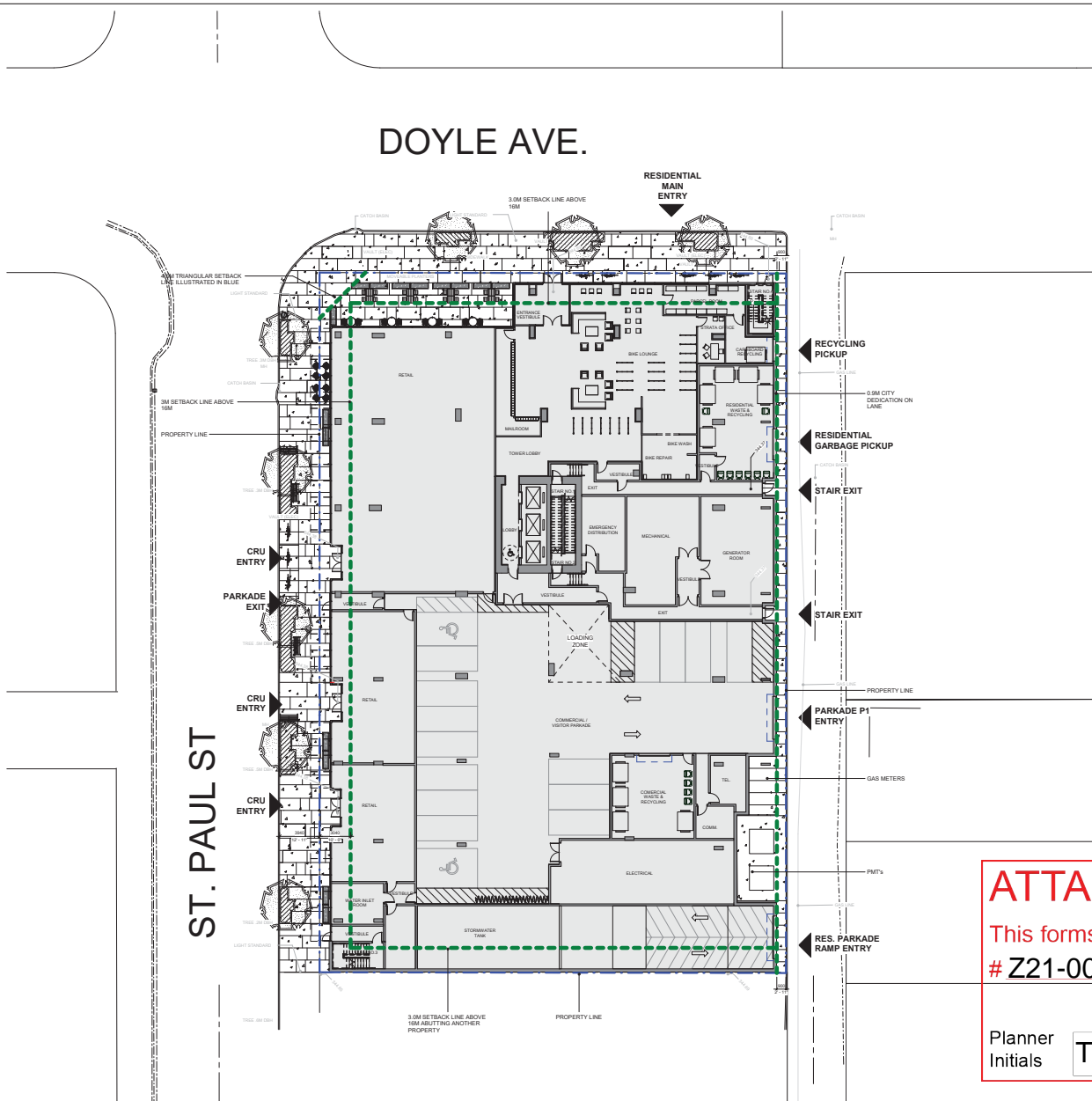
City of
Kelowna

DEVELOPMENT PLANNING

72



2022-02-19 10:55:06 AM



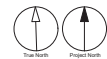
1 PROPOSED SITE PLAN
DP0.10 Scale: 1:200

ATTACHMENT C

This forms part of application
Z21-0011

Planner Initials **TA**


City of Kelowna
DEVELOPMENT PLANNING



CLIENT Kerkhoff Construction  581 Lawrence Ave. Kelowna, BC V1Y 6L8		
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IBI Group Architects (Canada) Inc. 100-1111 16th Avenue S.E. Kelowna, BC V1Y 1Z9 Canada Tel: 250.860.3452 ibigroup.com		
ISSUES		
No.	DESCRIPTION	DATE
A	DEVELOPMENT PERMIT APPLICATION	2021-10-18
B	DEVELOPMENT PERMIT - ITR RESPONSE	2022-02-17
NOT FOR CONSTRUCTION		
CONSULTANTS		
 KorStructural Structural Engineering		
 VDZ+A VAN DER ZALM + ASSOCIATES		
 WE WILLIAMS ENGINEERING		
SEAL		
		
IBI GROUP ARCHITECTS (CANADA) INC. Suite 200-1111 16th Ave S.E. Kelowna, BC V1Y 1Z9 Canada Tel: 250.860.3452 ibigroup.com		
PROJECT 1405 St. Paul #1405 St Paul St. Kelowna, BC V1Y 9N2		
PROJECT NO: 135924		
DRAWN BY: TL	CHECKED BY: LM	APPROVED BY: TK
PROJECT MGR:		
SHEET TITLE PROPOSED SITE PLAN		
SHEET NUMBER DP0.10		ISSUE B

CITY OF KELOWNA

BYLAW NO. 12371

Z21-0011

1405 St Paul Street

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 139, ODYD, Plan 25942 located on St Paul Street, Kelowna, BC from the C4 – Urban Centre Commercial zone to the C7 – Central Business Commercial 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, 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



Z21-0011

1405 St Paul St

Rezoning



Proposal

- ▶ To rezone the subject property from the C4 – Urban Centre Commercial zone to the C7 – Central Business Commercial zone to facilitate mixed use multiple dwelling housing.

Development Process

Feb 13, 2021

Development Application Submitted



Staff Review & Circulation



March 30, 2022

Public Notification Received



May 9, 2022

Initial Consideration



First, Second & Third Readings



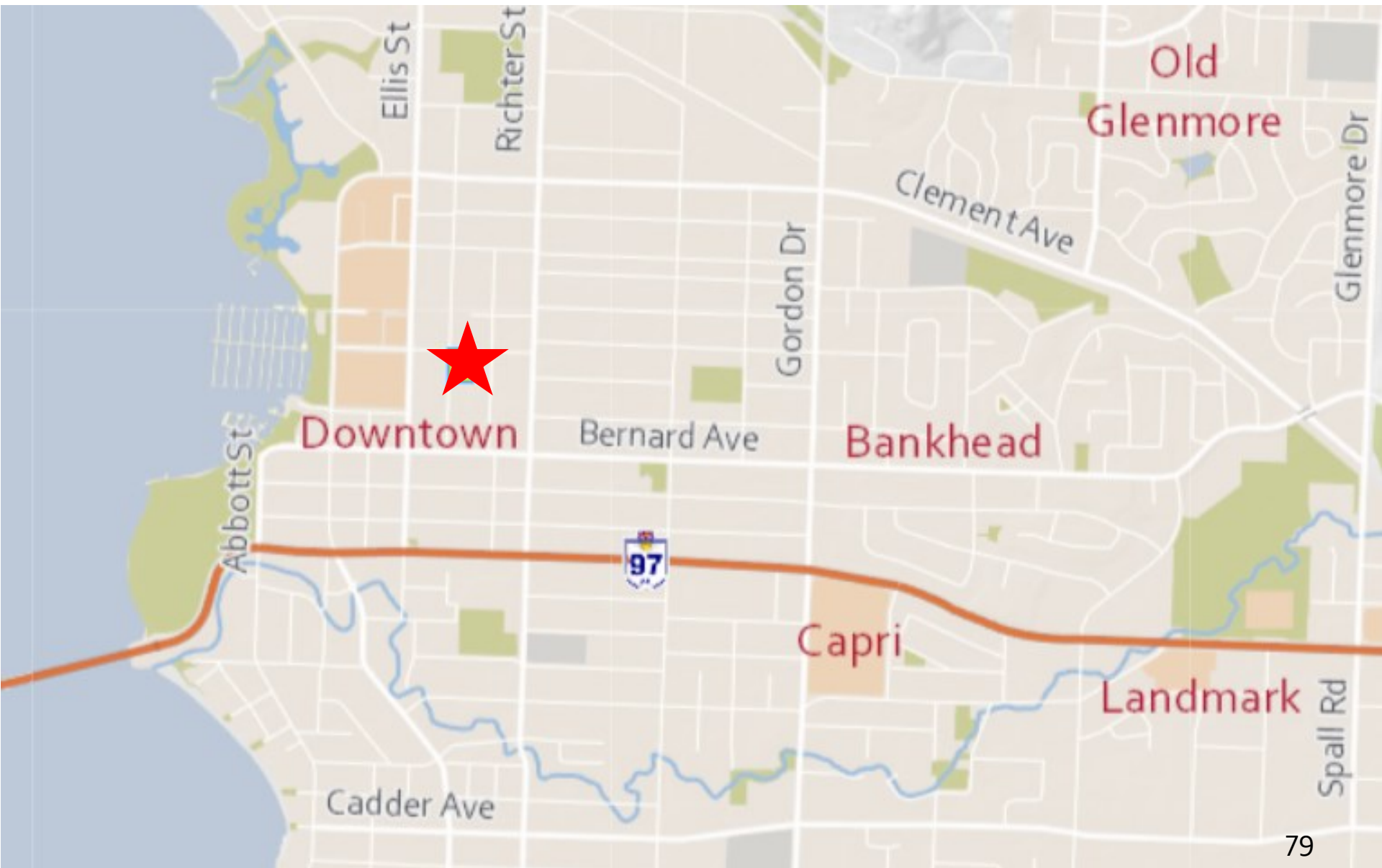
Development Permit and Variances



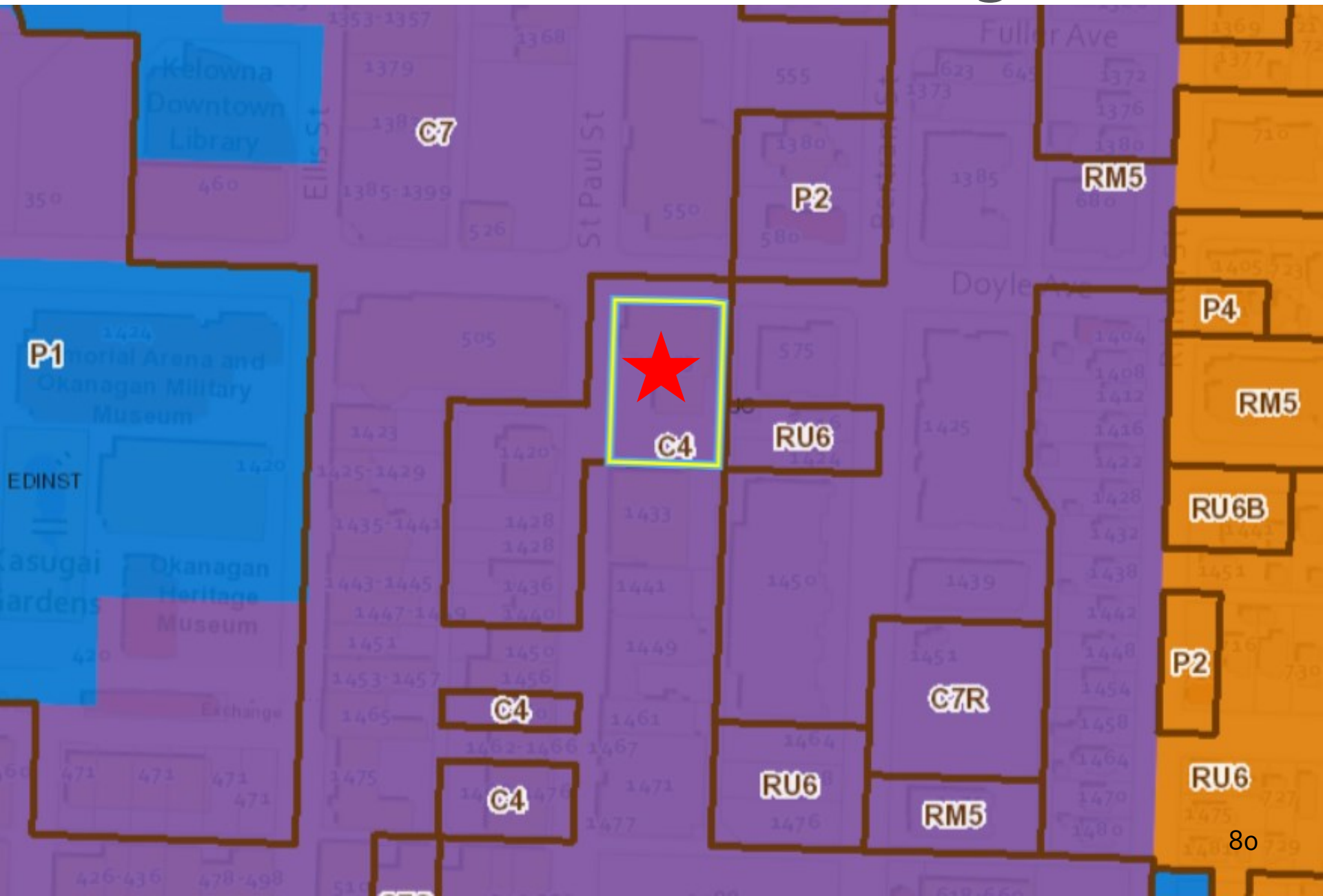
Final Adoption

Council
Approvals

Context Map



OCP Future Land Use / Zoning



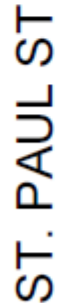
Subject Property Map



Project Details

- ▶ Mixed Use Multiple Dwelling Housing
- ▶ Commercial uses on ground floor
- ▶ Residential uses above
- ▶ Rezoning triggers:
 - ▶ Off site improvements to Doyle Ave and St Paul St
 - ▶ Lane dedication
- ▶ Council Approved Development Permit & Development Variance Permit Required

DOYLE AVE.



Site Photos



View of the site from the northwest corner of the site, facing southeast onto the current site condition



View of the current site condition - surface parking lot and lowrise commercial spaces from the south edge of the site facing north

Public Notification Policy #367

- ▶ Public Information Session (virtual) March 29, 2022
 - ▶ Notices in Daily Courier March 15 & March 22
 - ▶ One sign on each road frontage
- ▶ Summary provided to Staff on March 30, 2022

Staff Recommendation

- ▶ Staff are recommending support for the proposed rezoning application:
 - ▶ Consistent with Future Land Use Designation
 - ▶ Consistent with Chapter 4 OCP Objectives:
 - ▶ Urban Centre Hierarchy
 - ▶ High Density Residential Development
 - ▶ Consistent with Urban Centres Road Map
 - ▶ Mix it Up
 - ▶ Places for People
 - ▶ People First Transportation



Conclusion of Staff Remarks

REPORT TO COUNCIL



Date: May 9, 2022

To: Council

From: City Manager

Department: Development Planning

Application: TA22-0010

Owner: Tolko Industries Ltd., Inc. No.
A0066883

Address: 945 Guy Street.

Applicant: Candace Toye, Kerkhoff
Develop - Build

Subject: Text Amendment

Existing OCP Designation: IND - Industrial

Existing Zone: I₄ – Central Industrial

1.0 Recommendation

THAT Zoning Bylaw Text Amendment Application No. TA22-0010 to amend City of Kelowna Zoning Bylaw No. 8000 as outlined in the Schedule "A" attached to the report from the Development Planning Department dated May 9, 2022, for Lot A District Lot 9 ODYD Plan 39328, located at 945 Guy Street be considered by Council;

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

2.0 Purpose

To amend the Zoning Bylaw with a site-specific text amendment to the I₄ – Central Industrial zone to allow Residential Sales Centre as a principle use on the subject property.

3.0 Development Planning

Development Planning Staff are supportive of the site-specific text amendment to the I₄ – Central Industrial zone to allow Residential Sales Centre as a principal use at 945 Guy St. It is consistent with the current and historical use of the existing building as a sales centre for development. A site-specific text amendment is preferred over a rezoning or a blanket text amendment to the I₄ zone as it is specific to this existing building and use. Utilizing an existing building for upcoming development projects is a sustainable alternative to new construction of a temporary sales centre and aligns with Imagine Kelowna's goal to *strengthen the protection of our land, water, and air resources*.

4.0 Proposal

4.1 Background

The subject site at 945 Guy St. is part of a larger property known as the Tolko Mill Site. The existing building at 945 Guy St. has been used intermittently for a Residential Sales Centre for over 6 years under two consecutive Temporary Use Permits that have now expired and there are no further extensions permitted.

4.2 Project Description

The proposed site-specific text amendment to the I₄ zone (refer to Attachment "A" for a list of current permitted uses) would allow Residential Sales Centre as a principal and permanent use on this property at 945 Guy St. The current building on site has been used in the past for development projects and will be continued to be used as such for the proposed high-density mixed-use tower at 1405 St Paul St., and potentially for development related to the Tolko Mill Site.

There are no exterior changes to the building proposed, and therefore no Development Permit is required. All development regulations have been met and no variances are required.

4.3 Site Context

The subject site is located in Kelowna's North End Neighbourhood near the base of Knox Mountain. It is part of a larger property known as the Tolko Mill Site. The Tolko Mill Site is currently undergoing an Area Redevelopment Plan (ARP21-0001).

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	I ₄ – Central Industrial	Vacant
East	I ₄ – Central Industrial	Vacant
South	I ₁ – Business Industrial	Vacant and Commercial/Industrial
West	RU6 – Two Dwelling Housing	Single Family and Two Dwelling Housing

Subject Property Map: 945 Guy St**4.4 Zoning Analysis Table**

Zoning Analysis Table		
CRITERIA	I ₄ ZONE REQUIREMENTS	PROPOSAL
Other Regulations		
Min. Parking Requirements	N/A	10 stalls (plus overflow lot)

5.0 Current Development Policies**5.1 Imagine Kelowna**

- 5.1.1 *Principle 4 – Responsible, Goal:* Strengthen the protection of our land, water, and air resources.

6.0 Application Chronology

Date of Application Accepted: March 30, 2022

Date Public Consultation Completed: April 14, 2022

Report prepared by: Trisa Atwood, Planner II
Reviewed by: Lydia Korolchuk, Urban Planning Manager
Reviewed by: Terry Barton, Development Planning Department Manager
Approved for Inclusion: Ryan Smith, Divisional Director, Planning & Development Services

Attachments:

Attachment A: Current Permitted Uses in the I₄ – Central Industrial zone

Attachment B: Photos, Floor Plans

Schedule A: Proposed Text Amendment

15.4 I4 – Central Industrial

I4rcs – Central Industrial (Retail Cannabis Sales)

15.4.1 Purpose

The purpose is to recognise the historical mix of **uses** reflected in the fringe area of the central **business** district.

15.4.2 Principal Uses

The **principal uses** in this **zone** are:

- (a) analytical testing
- (b) animal clinics, major
- (c) auctioneering establishments
- (d) automotive and equipment repair shops
- (e) automotive and minor recreation vehicle sales/rentals
- (f) breweries and distilleries, major
- (g) breweries and distilleries, minor
- (h) broadcasting studios
- (i) bulk fuel depots
- (j) cannabis production facilities
- (k) child care centre, major
- (l) commercial storage
- (m) concrete and asphalt plants
- (n) contractor services, limited
- (o) contractor services, general
- (p) custom indoor manufacturing
- (q) equipment rentals
- (r) fleet services
- (s) food primary establishment
- (t) gas bars
- (u) general industrial uses
- (v) industrial high technology research and product design
- (w) liquor primary establishment, minor
- (x) mobile catering food services
- (y) non- accessory parking
- (z) participant recreation services, indoor
- (aa) pawnshop
- (bb) private clubs
- (cc) rapid drive-through vehicle services
- (dd) recycled materials drop-off centres
- (ee) service stations, major
- (ff) service stations, minor
- (gg) temporary parking lot
- (hh) temporary shelter services
- (ii) utility services, minor impact
- (jj) warehouse sales

15.4.3 Secondary Uses

The **secondary uses** in this **zone** are:

- (a) agriculture, urban
- (b) amusement arcades, minor
- (c) outdoor storage
- (d) residential security/operator unit
- (e) retail cannabis sales establishment (I4rcs only)

ATTACHMENT A

This forms part of application
TA22-0010

Planner
Initials

TA



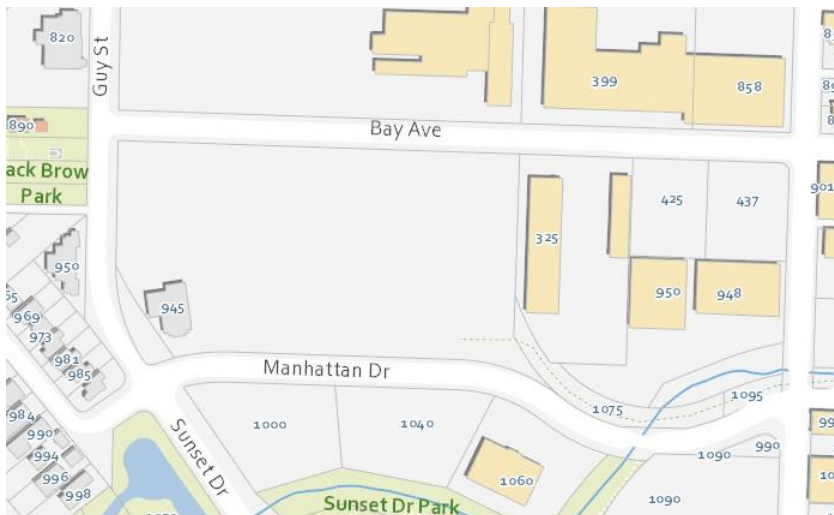
City of
Kelowna
DEVELOPMENT PLANNING

945 Guy Street – Text Amendment application

Site pictures – current sale center picture



Site Location in the city



kerkhoff®
DEVELOP • BUILD

ATTACHMENT B

This forms part of application

TA22-0010

Planner
Initials

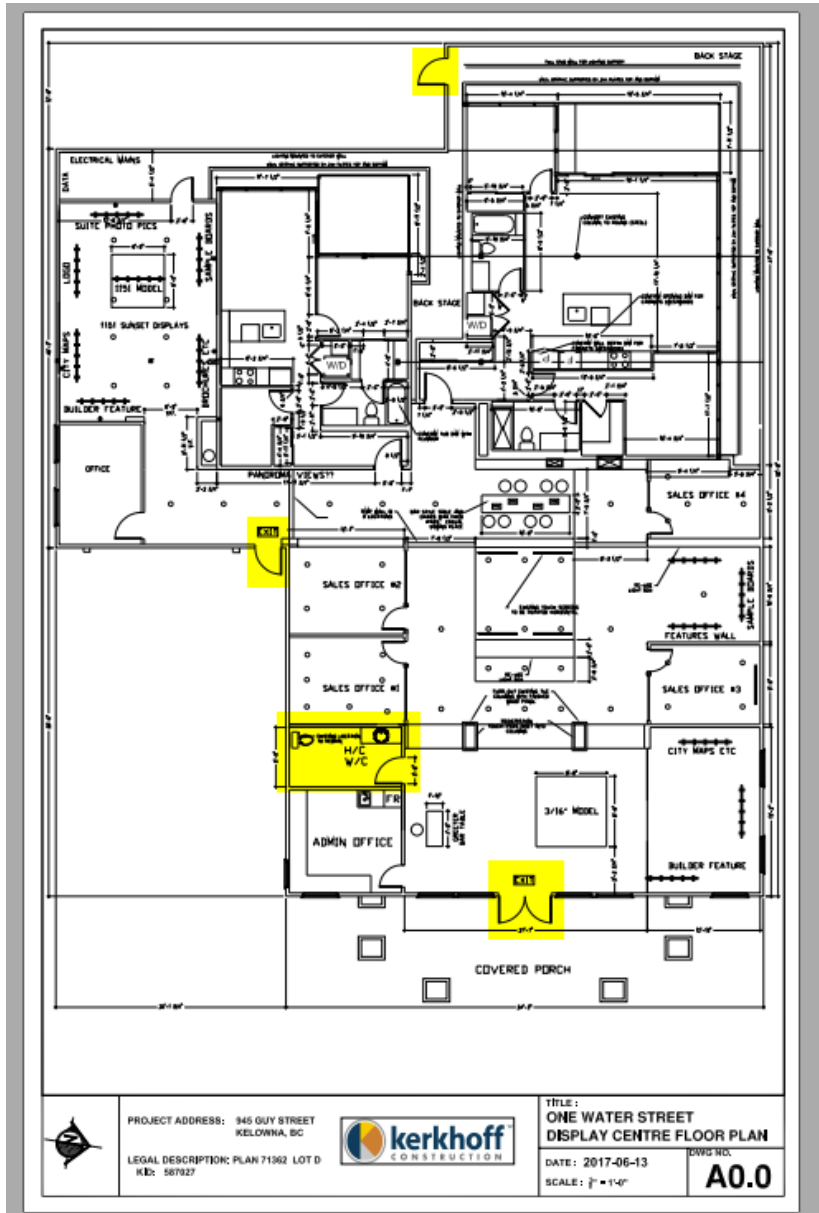
TA



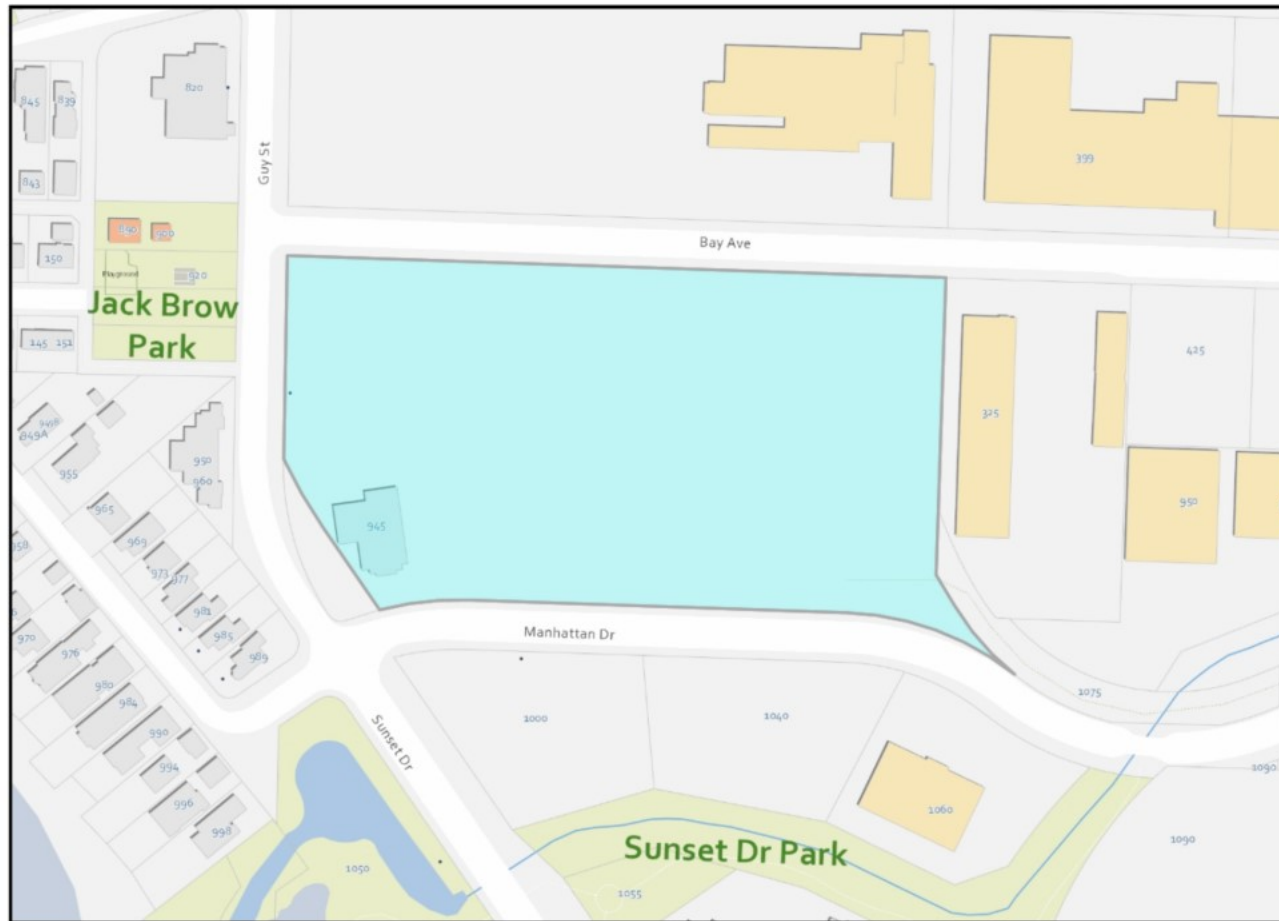
Current Floor plan

I have highlighted the entry/exits and the bathroom location, all of which will not be changed. We are still in the process of designing the new sales center for the 1405 project.

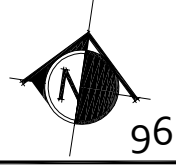
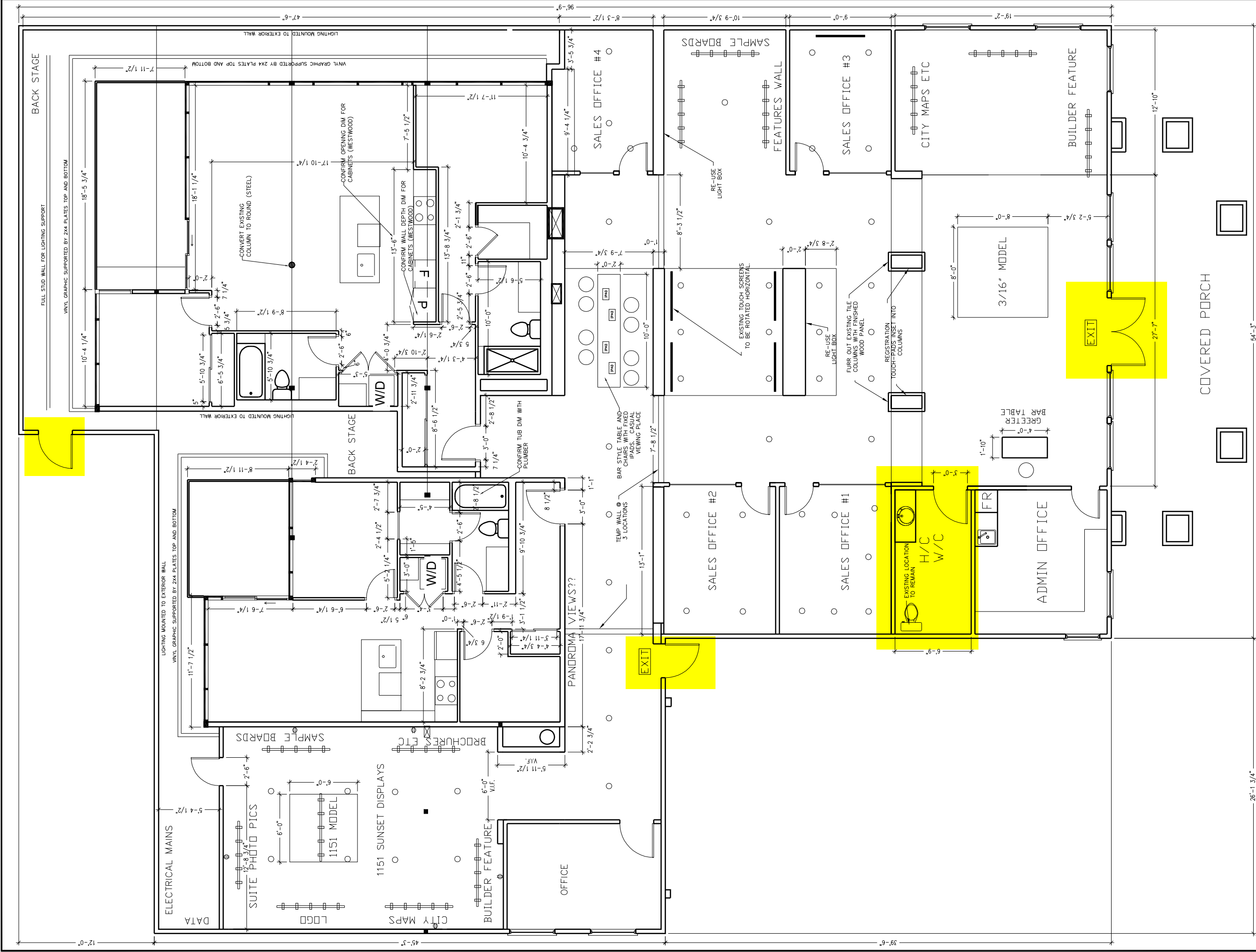
kerkhoff®
DEVELOP • BUILD







Property highlighted in blue



PROJECT ADDRESS: 945 GUY STREET
KELOWNA, BC

LEGAL DESCRIPTION: PLAN 71362 LOT D
KID: 587027



TITLE :

ONE WATER STREET
DISPLAY CENTRE FLOOR PLAN

DATE : 2017-06-13


SCALE : 1/8" = 1'-0"

DWG NO.

A0.0

Schedule A – Proposed Text Amendments

No.	Section	Current Wording	Proposed Wording				Reason for Change
1.	Section 15 – Industrial Zones, 15.4 – I4 – Central Industrial	N/A	15.4.7 Site Specific Uses and Regulations				To allow Residential Sales Centre as a permitted use on the subject property.
				Legal Description	Civic Address	Regulation	
			4.	Lot A District Lot 9 ODYD Plan 39328	945 Guy St	To allow Residential Sales Centre as a Principal Use in addition to those permitted in section 15.4.2.	

SCHEDULE		A
This forms part of application # TA22-0010		
Planner Initials	TA	 City of Kelowna <small>DEVELOPMENT PLANNING</small>



TA22-0010

945 Guy St

Text Amendment



Proposal

- ▶ To amend the zoning bylaw with a site-specific text amendment to the I₄ – Central Industrial zone to allow Residential Sales Centre as a principle use at 945 Guy St.

Development Process

March 30, 2022

Development Application Submitted



Staff Review & Circulation



April 14, 2022

Public Notification Received



May 9, 2022

Initial Consideration and 1st Reading



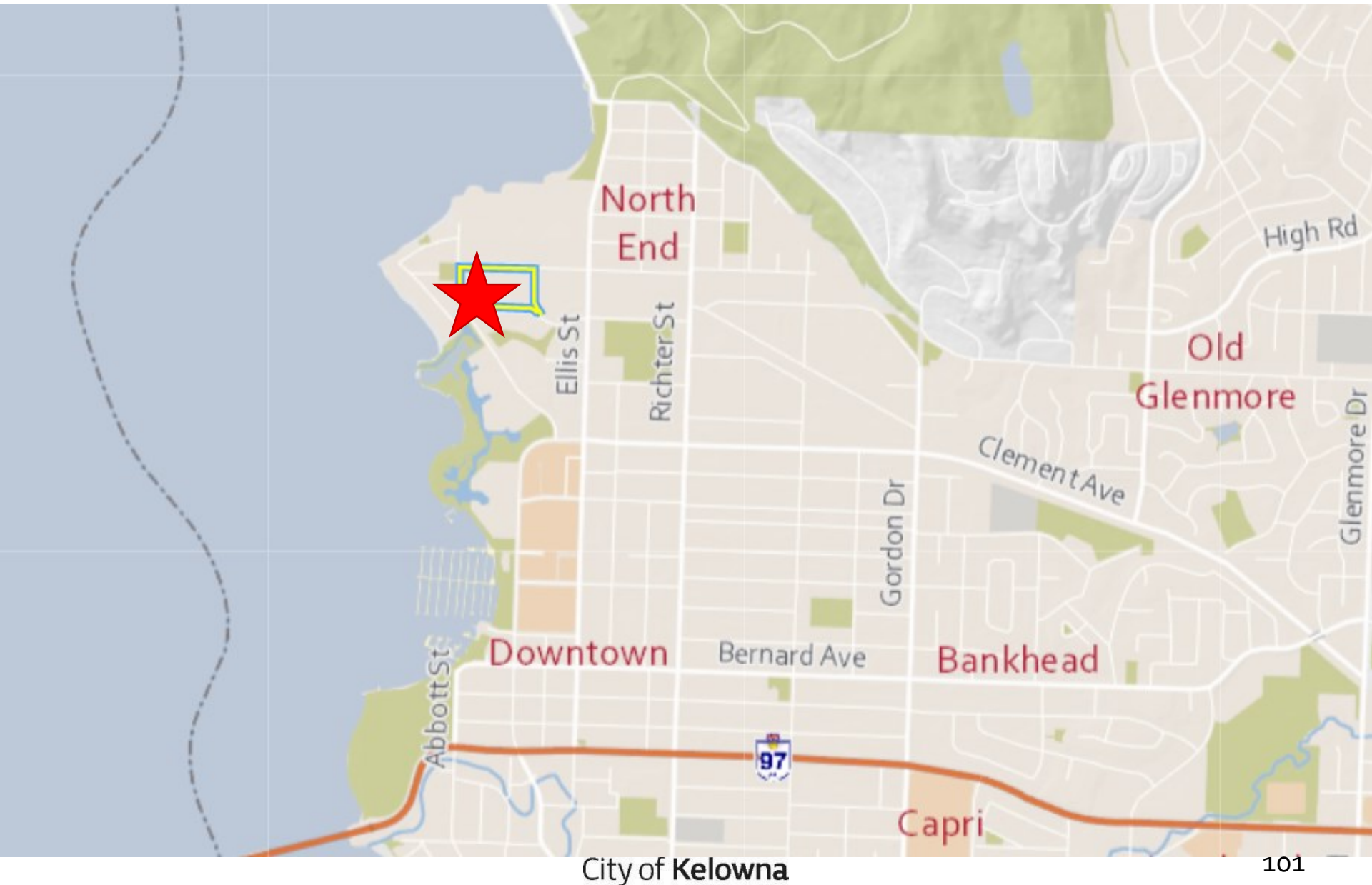
Public Hearing, 2nd, 3rd, and 4th readings



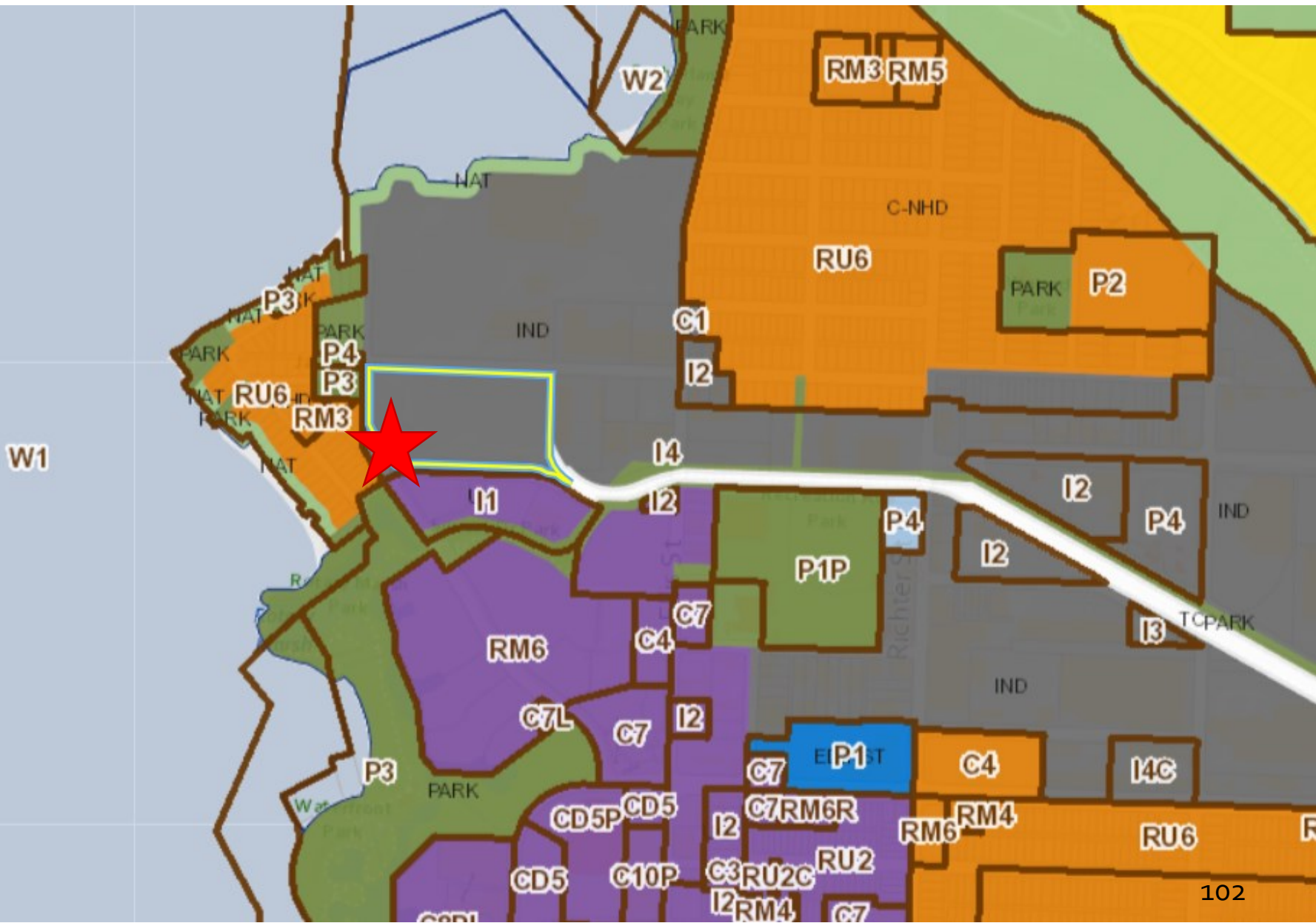
Final Adoption

Council
Approvals

Context Map



OCP Future Land Use / Zoning



Subject Property Map



Project Details

- ▶ Existing building and existing use
- ▶ Two Temporary Use Permits to allow Residential Sales Centre have expired
- ▶ Site-specific text amendment to allow Residential Sales Centre use to continue
- ▶ Future sales centre for 1405 St Paul St (Kerkhoff)
 - ▶ Potential for use for Tolko Mill Area Redevelopment
 - ▶ Other potential development use long term

Site Plan



Site Photo



Public Notification Policy #367

- ▶ The applicant completed the intent of Council Policy #367:
 - ▶ Door to door drop off of information sheet
 - ▶ List of addresses provided to staff
 - ▶ Received April 14, 2022

Staff Recommendation

- ▶ Staff are recommending support for the proposed site-specific text amendment:
 - ▶ Consistent with historic use
 - ▶ No opportunity for further Temporary Use Permits
 - ▶ Utilizes existing building
 - ▶ Sustainable alternative to temporary construction



Conclusion of Staff Remarks

CITY OF KELOWNA

BYLAW NO. 12372

TA22-0010

945 Guy Street

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 15 – Industrial Zones, 15.4 I4 – Central Industrial, 15.4.7 Site Specific Uses and Regulations** be amended by adding in its appropriate location the following:

“

	<i>Legal Description</i>	<i>Civic Address</i>	<i>Regulation</i>
	Lot A District Lot 9 ODYD Plan 39328	945 Guy Street	To allow for Residential Sales Centre as a Principal Use in addition to those permitted in section 15.4.2.

”

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: May 9th, 2022

To: Council

From: City Manager

Department: Development Planning

Application: Z22-0015

Owner: Laul Real Estate Group Inc.,
Inc.No. BC1259351

Address: 1290 Pasadena Road

Applicant: Conceptive Homes – Rick
Grover

Subject: Rezoning Application

Existing OCP Designation: S-RES – Suburban Residential

Existing Zone: RU1 – Large Lot Housing

Proposed Zone: RU6 – Two Dwelling Housing

1.0 Recommendation

THAT Rezoning Application No. Z22-0015 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 1 Section 14 Township 26 ODYD Plan 19639, located at 1290 Pasadena Road, Kelowna, BC from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone, be considered by Council;

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 May 9th, 2022.

2.0 Purpose

To rezone the subject property from the RU1 – Large Lot Housing zone to the RU6 – Two Dwelling Housing zone to facilitate the development of a second single-family dwelling.

3.0 Development Planning

Staff support the proposal to rezone the subject property from RU1 – Large Lot Housing to RU6 – Two Dwelling Housing to facilitate a second single-family dwelling. The subject property has the Future Land Use Designation of S-RES – Suburban Residential and is within the Permanent Growth Boundary (PGB). As such, the proposed zone is consistent with the Official Community Plan’s (OCP) objectives.

4.0 Proposal

4.1 Project Description

The proposed rezoning to RU6 – Two Dwelling Housing is to facilitate a second single-family dwelling at the rear of the property. The subject property currently has one dwelling positioned at the front of the property, and the applicant's site plan has indicated that a second dwelling can be constructed without the need for any variances. The subject property is 1,093 m², which is well above the required 700 m² size minimum for two dwelling housing.

4.2 Site Context

The subject property is in the Rutland OCP Sector and is located on Pasadena Road, near the intersection with Hollywood Road S. The surrounding area is primarily zoned RU1 – Large Lot Housing, RR2 – Rural Residential 2 and P4 – Utilities.

Specifically, adjacent land uses are as follows:

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

Subject Property Map: 1290 Pasadena Road



5.0 Current Development Policies

5.1 Kelowna Official Community Plan (OCP)

Objective 7.2 Design Suburban Neighbourhoods to be low impact, context sensitive and adaptable	
Policy 7.2.1 Ground Oriented Housing	Consider a range of low-density ground-oriented housing development to improve housing diversity and affordability to reduce the overall urban footprint of Suburban Neighbourhoods. Focus more intensive ground-oriented housing where it is in close proximity to small scale commercial services, amenities like schools and parks, existing transit service and/or transportation facilities
	<i>The proposed development is ground-oriented housing.</i>

6.0 Technical Comments

6.1 Development Engineering Department

6.1.1 Attached Development Engineering Memorandum dated May 9th, 2022

7.0 Application Chronology

Date of Application Received: February 25th, 2022

Date Public Consultation Completed: April 5th, 2022

Report prepared by: Tyler Caswell, Planner I

Reviewed by: Lydia Korolchuk, 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: Conceptual Site Plan

CITY OF KELOWNA

MEMORANDUM

Date: February 28, 2022
File No.: Z22-0015
To: Planning and Development Officer (TC)
From: Development Engineering Manager (NC)
Subject: 1290 Pasadena Rd RU1 to RU6

The Development Engineering Branch has the following comments and requirements associated with this application to rezone the subject property from RU1 – Large Lot Housing to RU6 – Two Dwelling Housing to facilitate the construction of a second single-family dwelling. The Development Technician for this file is Sarah Kelly (skelly@kelowna.ca).

1. GENERAL


- a. 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.
- b. 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.

2. DOMESTIC WATER AND FIRE PROTECTION

- a. The subject lot is located within the Rutland Water Works (RWD) service area. The developer is required to make satisfactory arrangements with RWD for all water and fire protection-related issues. All charges for service connection and upgrading costs, as well as any costs to decommission existing services, shall be the responsibility of the developer.
- b. The Developer's Consulting Mechanical Engineer will determine the fire protection requirements of this proposed development and establish hydrant requirements and service needs. The water system must be capable of supplying the domestic and fire flow demands of the project in accordance with the Subdivision, Development, & Servicing Bylaw No. 7900.

3. SANITARY SEWER SYSTEM

- a. Our records indicate the subject lot is currently serviced with a 100-mm diameter sanitary sewer service. The Applicant's Consulting Mechanical Engineer will determine the requirements of the proposed development and establish the service needs.

SCHEDULE		A
<small>This forms part of application</small>		
# Z22-0015		
<small>Planner Initials</small>	TC	<div style="text-align: right;"> City of Kelowna <small>DEVELOPMENT PLANNING</small></div>

- b. Only one service will be permitted for each legal lot. If required, the applicant will arrange for the removal and disconnection of the existing service and the installation of one new larger service, complete with an inspection chamber (as per SS-S7 & SS-S9), at the applicants cost.

4. STORM DRAINAGE

- a. The property is located within the City of Kelowna drainage service area. The City Engineer may permit use of individual ground water disposal systems, where soils are suitable. For on-site disposal of drainage water, a hydrogeotechnical report will be required complete with a design for the disposal method (i.e. trench drain / rock pit). The Lot Grading Plan must show the design and location of these systems for each lot.
- b. 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. Onsite stormwater management plan and grading plan are to be submitted at time of Building Permit Application.
- c. An Erosion and Sediment Control Plan is to be prepared by a Professional Engineer proficient in the field of erosion and sediment control. The plan is to be prepared as per section 3.14 of Schedule 4 of Bylaw 7900.

5. ROAD IMPROVEMENTS

- a. Pasadena Rd fronting the subject lot is already upgraded to an urban standard and no further frontage improvements will be required of this development.
- b. Only one driveway will be permitted with a maximum width of 6m.

6. POWER AND TELECOMMUNICATION SERVICES

- a. It is the Developer's responsibility to make a servicing application with the respective electricity and telecommunication transmission companies to arrange for these services. All associated costs are the responsibility of the Developer.
- b. 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.
- c. Re-locate existing poles and utilities, where necessary including within lanes. Remove aerial trespass(es).

7. GEOTECHNICAL STUDY

- a. At the time of Building Permit application the applicant is required to 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.

SCHEDULE		A
This forms part of application		
# Z22-0015		
Planner Initials	TC	 City of Kelowna

- b. 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. Recommendations for items that should be included in a Restrictive Covenant.
 - vi. Recommendations for roof drains and perimeter drains.
 - vii. Recommendations for erosion and sedimentation controls for water and wind.
 - viii. Any items required in other sections of this document.


Nelson Chapman, P.Eng
Development Engineering Manager

SK

SCHEDULE		A
This forms part of application # Z22-0015		
Planner Initials	TC	 City of Kelowna DEVELOPMENT PLANNING

PID: 007-994-753
CLIENT: LAUL REAL ESTATE GROUP INC.
CIVIC ADDRESS: 1290 PASADENA ROAD



City of Kelowna
DEVELOPMENT PLANNING

File: 2101477R0 Date: 2022-02-11
Drafted by: MM Checked by: TF

117

CITY OF KELOWNA

BYLAW NO. 12373

Z22-0015

1290 Pasadena 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 1 Section 14, Township 26, ODYD, Plan 19639 located on Pasadena Road, 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, second and third time by the Municipal Council this

Adopted by the Municipal Council of the City of Kelowna this

Mayor

City Clerk



Z22-0015

1290 Pasadena Road

Rezoning Application



Proposal

- ▶ To rezone the subject property from RU1 – Large Lot Housing to RU6 – Two Dwelling Housing.

Development Process

Feb 25, 2022

Development Application Submitted

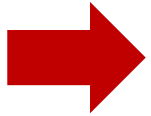


Staff Review & Circulation



April 5, 2022

Public Notification Received



May 9, 2022

Initial Consideration



Second & Third Readings



Final Reading



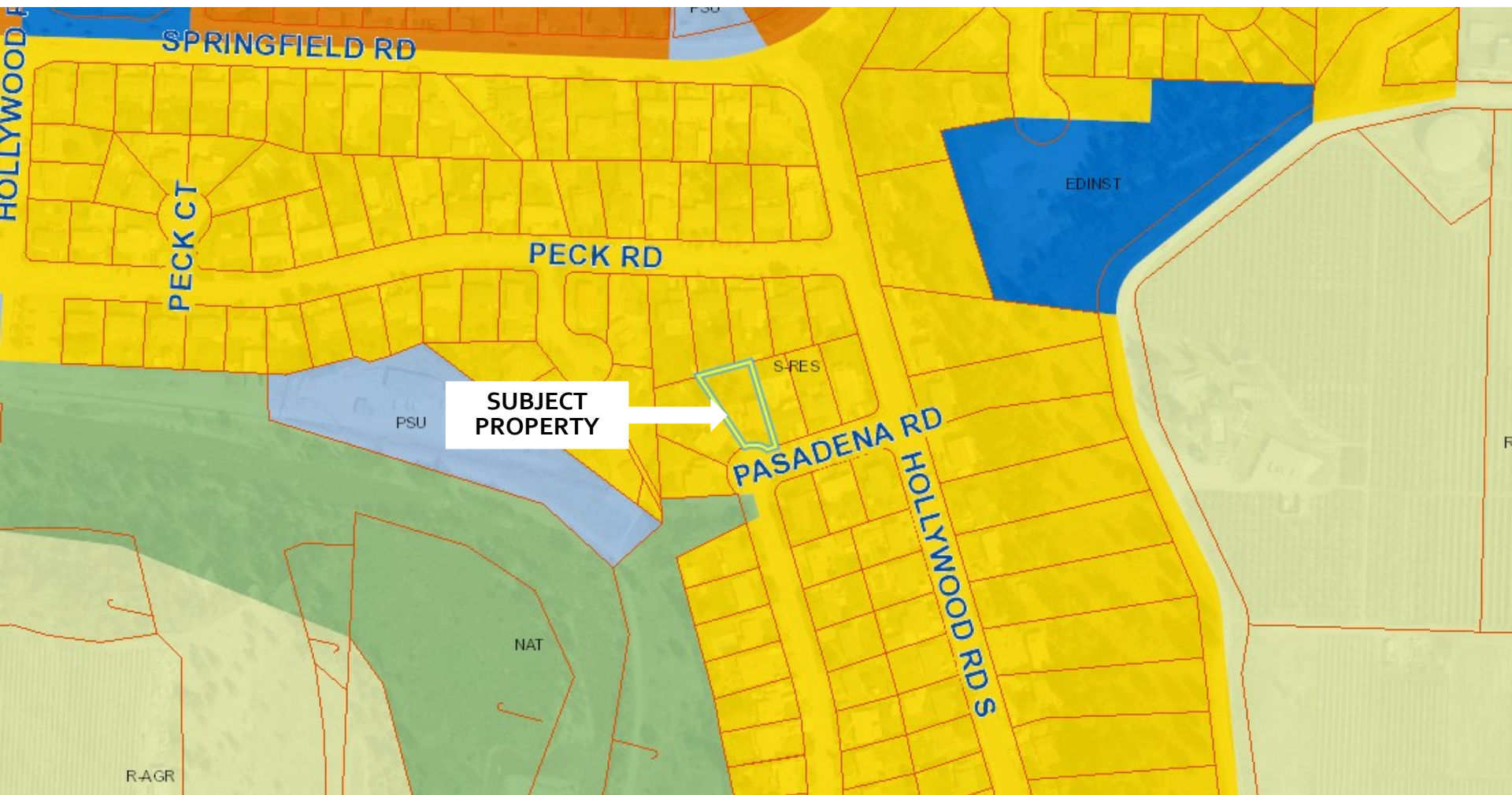
Building Permit

Council
Approvals

Context Map



OCP Future Land Use / Zoning



Subject Property Map



Project details

- ▶ The property is 1,093m² and meets the minimum lot size, width and depth of the RU6 zone.
- ▶ Existing dwelling will remain and second dwelling will be constructed at the rear.
- ▶ The proposed second-dwelling is proposed to meet all Zoning Bylaw Regulations.

Site Plan



Staff Recommendation

- ▶ Development Planning Staff recommend **support** of the proposed Rezoning:
 - ▶ Subject property is within the Permanent Growth Boundary.
 - ▶ Meets the Future Land Use Designation of S-RES – Suburban Residential.



Conclusion of Staff Remarks

Report to Council



Date: May 9, 2022

To: Council

From: City Manager

Department: Office of the City Clerk

Application: Z21-0108

Owner: Waterscapes Homes Ltd., Inc.No.
BCo767408

Address: 1070-1130 Ellis Street

Applicant: Dan Giordano

Subject: Rezoning Bylaw No. 12362 for Z21-0108 Supplemental Report to Council

Existing OCP Designation: UC – Urban Centre

Existing Zone: RM6 – High Density Multiple Housing
C4 – Urban Centre Commercial

Proposed Zone: C7 – Central Business Commercial

Recommendation:

THAT Council receives, for information, the report from the Office of the City Clerk dated May 9, 2022 with respect to Zoning Bylaw No. 12362;

AND THAT Rezoning Bylaw No.12362 be forwarded for further reading consideration.

Purpose:

To receive a summary of notice of first reading for Rezoning Bylaw No. 12362 and to give the bylaw further reading consideration.

Background:

Zoning bylaws that are consistent with the OCP do not require a public hearing. Public notice is given before first reading with signage on the subject property, newspaper advertisements, and mailouts in accordance with the Local Government Act and Development Application & Heritage Procedures Bylaw No. 12310.

Discussion:

Rezoning Application Z21-0108 for 1070-1130 Ellis Street was brought forward to Council for initial consideration on [April 25, 2022](#). Notice of first reading was completed as outlined above.

Rezoning Application Z21-0108 received zero pieces of correspondence through Mayor & Council correspondence. Development Planning staff received and responded to one piece of correspondence with concerns about the rezoning 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 notice of first reading, staff are recommending that Council give Rezoning Bylaw No. 12362, located at 1070-1130 Ellis Street, 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, Council may choose to:

- give a bylaw reading consideration,
- give a bylaw first reading and 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: S. Woods, Legislative Technician

Approved for inclusion: S. Fleming, City Clerk

cc:

Development Planning

CITY OF KELOWNA
BYLAW NO. 12362
Z21-0108
1070-1130 Ellis Street

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 KAP86331 located on Ellis Street, Kelowna, BC from the RM6 – High Rise Apartment Housing and the C4 – Urban Centre Commercial zones to the C7– Central Business Commercial 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, 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: May 9, 2022
To: Council
From: City Manager
Subject: Proposed Amendments to Permit Second Residences in the ALR
Department: Development Planning

1.0 Recommendation

THAT Council receives, for information, the report from the Development Planning Department dated May 9, 2022, with respect to amending the Official Community Plan and Zoning Bylaw to allow for second residences on properties in the Agricultural Land Reserve;

AND FURTHER THAT Council direct staff to bring forth changes to the 2040 Official Community Plan Bylaw No. 12300 and Zoning Bylaw No. 8000 as outlined in the report from the Development Planning Department dated May 9, 2022.

2.0 Purpose

To facilitate a discussion with Council regarding the recent changes to the ALC Act and Regulations for second residences in the Agricultural Land Reserve and review options to regulate residential uses within the Agricultural Land Reserve.

Background:

On July 12th, 2021, the Province introduced new legislation to allow increased housing flexibility within the ALR, which is intended to help both farmer and non-farmers support families and businesses. Effective December 31st, 2021, the new ALR Use Regulation permits property owners in the ALR to have an additional residence (e.g. carriage house, garden suite, manufactured home, etc.) conditional upon the size of the principal dwelling and the size of the property as outline below, without an application to the Agricultural Land Commission (ALC). Proposals that deviate from these restrictions will continue to be required to submit a Non-Adhering Residential Use Permit Application to the ALC.

- For properties up to 4oha and that have a principal dwelling that is less than 500m², a 90m² additional residence is permitted.
- For properties that are over 4oha, a second residence up to 186m² is permitted. There are conditions associated with the size of the principal dwelling.

The Provincial intent is that the additional residence can be used for several purposes including rental (long or short term), agri-tourism accommodation, family, or farm-help. There is no longer a requirement that the additional residence must be used by the landowner or immediate family members.

As the ALR Use Regulation allows local governments to regulate or prohibit residential uses within the ALR, provided that those regulations are not more permissive, a decision needs to be made on if and how these new regulations will be applied in Kelowna.

Residential Housing Regulations in Kelowna

On ALR properties, the City's current Zoning Bylaw regulations permit one principal dwelling up to 500m² (as defined by the ALC), which may include a secondary suite. A mobile home (9.0m wide) for immediate family members is also permitted if the owner resides on the same lot. The mobile home must be removed when it is no longer occupied, and the land is to be restored to a condition suitable for agricultural use.

Standard Development Regulations for setbacks, site coverage and height of dwellings apply. This Development Regulations within the A1 – Agriculture 1 zone can be seen below:

Use	Gross Floor Area	Front Yard Setback	Side Yard Setback	Rear Yard Setback	Height
Single-Family Dwelling	500m ²	6.0m	3.0m	10.0m	9.5m or 2 ½ storeys
Mobile Home	300m ² / max. 9.0m wide	6.0m	3.0m	10.0m	4.8m

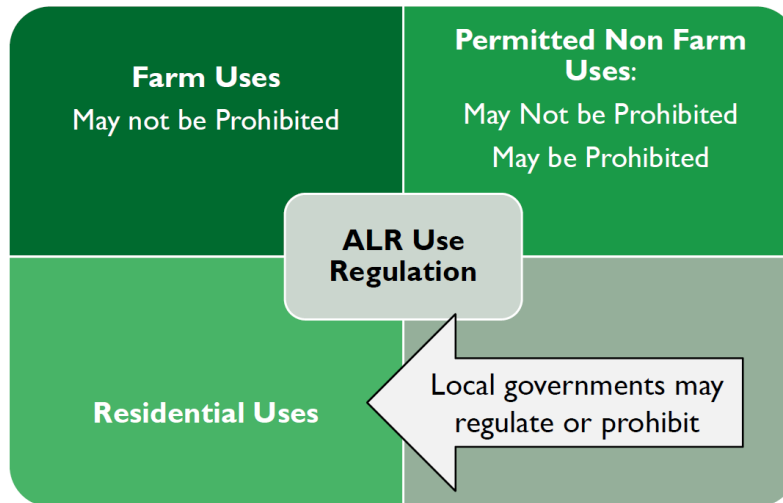
To best follow the policies of the ALC and Ministry of Agriculture, in order to preserve agriculture and home plating, Staff require a Farm Residential Footprint Covenant to be placed on Title for any new residential development. This covenant outlines a 2,000m² (0.2ha) area for residential uses, with an additional 1,000m² (0.1ha) for a mobile home. All new residential development will have to be contained within the defined covenant area. The mobile home must also be on a non-permanent foundation without basement excavation, and to qualify, the owner must also live on the same lot.

Property owners that vary from these regulations must apply for an ALC Non-Adhering Residential Use Permit Application, which is reviewed by Staff, the Agricultural Advisory Committee (AAC) and Council. If supported, the application is forwarded to the ALC for the final decision.

With the recent changes to the ALC regulations, grandfathering is permitted for any homes lawfully constructed by December 31st and they may retain in their size and footprint. For any manufactured home, they are not limited to owner or immediate family member after December 31st, 2021 but must stay the same size and footprint.

Existing Considerations for Secondary Residences

Residential uses within the ALR are different than farm uses because local governments have the ability to decide how they want to regulate them.



There are several regulations the City has in place through policy or bylaws that can help formulate the City of Kelowna's approach to the new residential regulations.

Okanagan Basin Water Board (OBWB) - 1.0 Hectare Policy

The City's Zoning Bylaw and Subdivision, Development & Servicing Bylaw as well as the Okanagan Basin Water Board's Policies do not support the development of carriage houses on lots less than 1.0 hectare that rely on on-site sewage disposal. Since 2014, the Okanagan Basin Water Board (OBWB) has required grant recipients, including the City of Kelowna, to have bylaws in place restricting carriage houses to properties greater than 1.0 hectare or to properties with community sewer connections. As per the OBWB Sewage Facilities Assistance Grants' Terms of Reference, OBWB will only fund sewage infrastructure applications in communities that comply with its 1.0 Hectare Policy.

This policy has been built into the Zoning Bylaw under **Section 9.5b.3a**:

A carriage house shall be connected to a community sanitary sewer unless the lot is at least 1.0 ha and meets the requirements of the City and the Medical Health Officer for septic disposal capacity.

Since the ALC's new regulations for second dwellings would fall under the same size requirements, the OBWB 1.0 ha policy should be implemented to avoid conflict with any future funding opportunities.

Farm Residential Footprint Covenant

As mentioned in Section 2.2, the City of Kelowna requires Farm Residential Footprint covenants for all new residential buildings including additions to principal dwellings (exceeding 30m²) and mobile homes. This Farm Residential Footprint covenant allows the Approving Officer more discretion when permitting new residential development. The goal is to limit the residential driveway access to one, as well as create a defined Homeplate, so residential uses are spread throughout the site. This regulation has been defined in the Zoning Bylaw under **Section 11.1.6c**:

For lots 0.4ha and greater, a residential footprint must be registered on title for a residential development triggered by a Farm Protection Development Permit. The maximum residential

footprint is 2,000m². A second residential footprint up to 1,000m² may be registered for a mobile home for immediate family members.

If a new residential policy allowing second dwellings is adopted, it would be fair to adjust the above bylaw to require the Farm Residential Footprint covenant for all new residential development. The second dwelling would be required to be in a contiguous area with the principal dwelling and would instruct against having residential uses spread across the property.

Total Number of ALR Properties Affected

A GIS analysis of the City shows that there are 1946 properties that are either wholly or partially within the ALR. Total number of properties by size are as follows:

Property size	Number of properties
Less than 1 ha	617
1 ha to 40 ha	1296
> 2 ha (recommended minimum size for secondary residence)	1087
Greater than 40 ha	33

Further GIS analysis showed that of the properties that are greater than two hectares, 187 parcels have two or more dwelling units (a dwelling unit can be a suite in a principal dwelling or it can be a separate secondary dwelling). This means that should the City choose to amend its bylaws to allow for some degree of increased residential flexibility, approximately 900 parcels could be affected under a 2.0 ha minimum.

Given the approximate construction rate of carriage houses within the City's urban areas (20-30 per year), it is estimated that about 25% or 225 units of the possible 900 would be constructed over a twenty-year period. This would likely be weighted to the first couple years and not evenly distributed over the longer term. It is anticipated that there may be 10-15 units built per year for the first few years of the policy. Due to the limited number of units, it is not considered to have any additional servicing needs from the City.

Agricultural Advisory Committee:

Staff took the item to the Agricultural Advisory Committee for review and comment on December 9, 2021. The following resolution and anecdotal comments provided below.

The report on Regulatory Options for Second Residences in the ALR was reviewed by the Agricultural Advisory Committee at the meeting held on December 9, 2021 and the following recommendation was passed:

THAT the Agricultural Advisory Committee recommend to Council that second residences **not** be supported on agriculturally zoned land.

Anecdotal Comments:

- Creates opportunities for conflict and adversely impacts the land with increases in property values and does not encourage farming the land.
- Goes against the objectives of the OCP of densifying and reducing urban sprawl of our community.
- Reminder that not allowing secondary residences still allows the ability to suite the residence for rental income without increasing the footprint into arable land. There are options for rental income already on farmland.

- Secondary residence approval is not a solution for farmers. Ministry needs to reflect how best to help farmers and not just looking at the land ownership opportunity side of the situation.
- The Committee recognizes that bonafide farmers have challenges.

Discussion:

Staff have considered the following general options to regulate secondary residences in the ALR. An outline of three general directions is provided in the table below.

	<u>Regulations</u>	<u>Pros</u>	<u>Cons</u>
1. Adopt new ALR Regulations (as per provincial regulation)	<p>Permit additional residences in accordance with ALR Use Regulations for properties greater than 1.0ha in size. This would allow property owners to have 500m² principal dwelling with a secondary suite, as well as the 90m² additional residence. For properties over 40 ha, they would be permitted to build a second residence that is 186m². This would allow all the housing forms permitted within the ALC regulations:</p> <ul style="list-style-type: none"> • Carriage Homes (garden suite or guest house) • Accommodation above an existing structure • Manufactured homes 	<ul style="list-style-type: none"> - Consistent with provincial legislation - Regional consistency (West Kelowna, Lake Country, RDCO) - Provide the most flexibility for agricultural land owners and businesses 	<ul style="list-style-type: none"> - Increased number of units outside of the PGB - Most potential to impact agriculturally productive land
2. Adopt ALR Regulations with Restrictions	<p>Permit additional residences with restrictions:</p> <ul style="list-style-type: none"> • One secondary suite (within the principal dwelling) or one carriage house/mobile home will be permitted on a property; • The property must be 2 ha in size or greater; • All secondary residences must be located within the designated and covenanted residential footprint area as per the OCP's Farm Protection DP Guidelines; • The maximum floor area of the secondary residences is 90m² or 986ft²; • The maximum size of the principal dwelling must be 500m² or less; and • The secondary residence could not be subdivided or strata titled. 	<ul style="list-style-type: none"> - Limits the number of units per parcel - Limits size of unit - Creates a minimum parcel size to emphasize agricultural focus - Considers AAC comments and concerns - Allows for housing flexibility for legitimate farmers while ensuring protection of viable agricultural land 	<ul style="list-style-type: none"> - adds some additional units outside of the PGB

3. Do not allow any secondary residences	<p>Do not permit any Carriage Homes, manufactured homes or accommodations above an existing building.</p> <p>Would only permit a secondary suite within a Principle Dwelling</p>	<p>- Consistent with AAC recommendation</p> <p>- Provides greatest protection of agricultural land</p>	<p>- Does not allow for any housing flexibility</p> <p>- more restrictive than current regulations.</p>
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Conclusion:

After review of ALC requirements, existing City policies and objectives, and discussions with the Agricultural Advisory Committee, Staff are proposing Option 2 to regulate secondary residences in the ALR. This is a compromise option which includes the following regulations and restrictions:

- One secondary suite (within the principal dwelling) or one carriage house/mobile home will be permitted on a property;
- The property must be 2 ha in size or greater;
- All secondary residences must be located within the designated and covenanted residential footprint area as per the OCP's Farm Protection DP Guidelines;
- The maximum floor area of the secondary residences is 90m² or 986ft²;
- The maximum size of the principal dwelling must be 500m² or less; and
- The secondary residence could not be subdivided or strata titled.

Staff are proposing to permit secondary residences, with limitations, to allow for greater housing options and flexibility for the farming community while continuing to ensure protection of agricultural land remains a top priority of the City. Second residences allow for several beneficial housing options including ageing in place, housing for immediate family members, market rental or much needed farm worker housing. This directly supports local agricultural producers and agricultural businesses in the City. Potential impacts to agricultural land and capability from the proposed changes can be mitigated through existing City policy, specifically the Farm Residential Footprint requirements. All second residence options would be required to be within this footprint like what is required currently for single family dwellings and mobile homes for immediate family members. Further, a minimum lot size of 2ha helps ensure that the secondary residence will be used in supporting agricultural uses. The restrictions on residential uses aims to reduce the overall impact to productive agricultural lands.

When considered against the Official Community Plans overall growth policies and objectives, allowing secondary residences has the potential to add approximately 225 units outside of the Permanent Growth Boundary and Core Area. Most growth has been directed into the City's urban centres and away from our rural or agricultural areas. In comparison to the total number of units anticipated in the OCP over the next 20 years, the additional units outside of the PGB is considered minimal, however is considered significant to the objectives of supporting our agricultural community. Because of the benefits to agriculture and minor impact to the City's overall growth strategy staff are recommending supporting the secondary residences with restrictions.

Internal Circulation:

Department of the City Clerk

Considerations applicable to this report:

Legal/Statutory Authority:

Agricultural Land Commission Act, S.B.C. 2002

Agricultural Land Reserve Use Regulation, B.C. Reg. 30/2019

Considerations not applicable to this report:

Legal/Statutory Procedural Requirements

Existing Policy

Financial/Budgetary Considerations

External Agency/Public Comments

Communications Comments

Submitted by:	Tyler Caswell, Planner 1
Submitted by:	Wesley Miles, Planner Specialist
Approved By:	Dean Strachan, Community Planning & Development Manager
Approved By:	T. Barton, Development Planning Department Manager
Approved for inclusion:	R. Smith, Divisional Director, Planning and Development Services

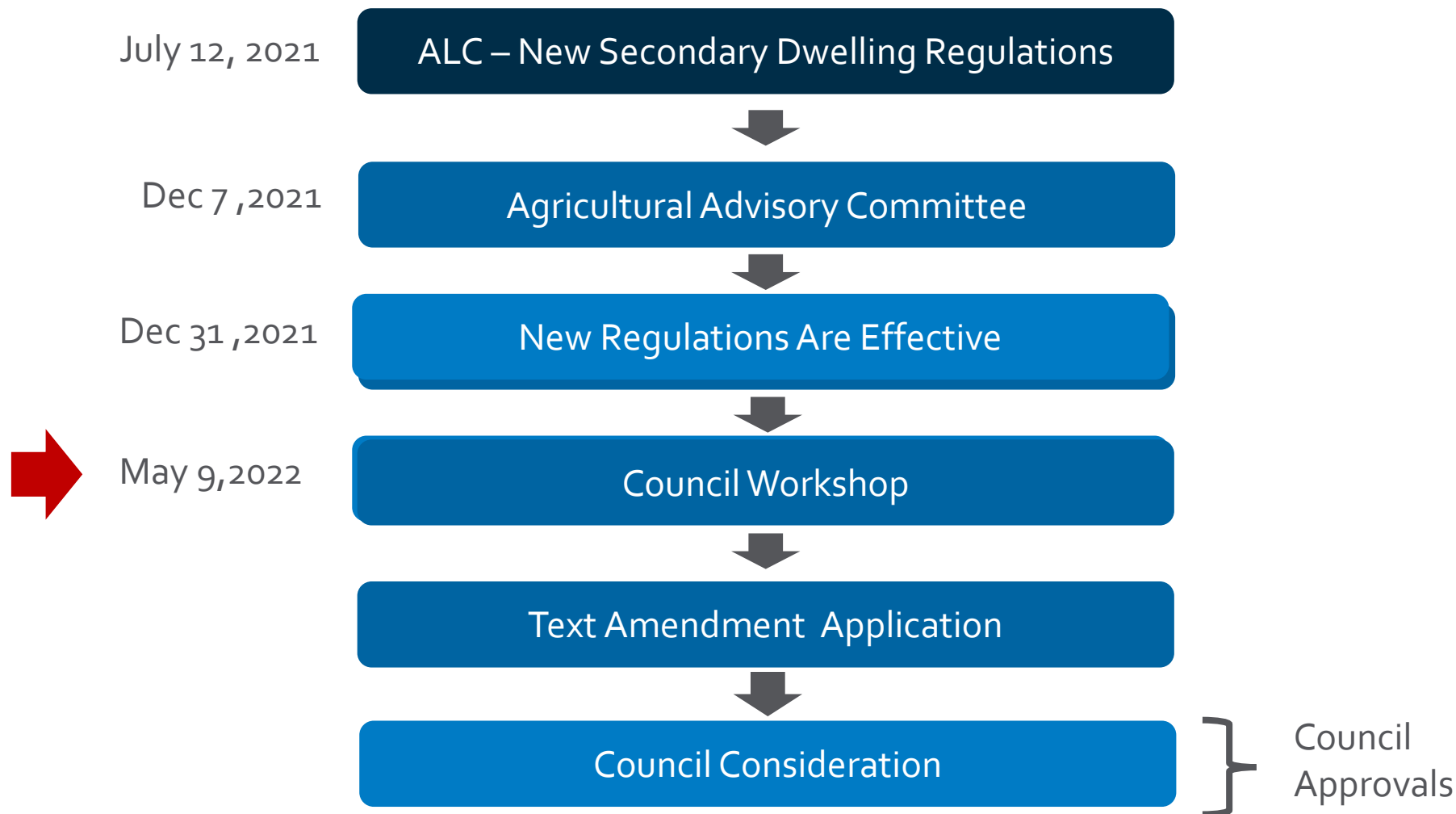


Regulatory Options for Second Dwellings in the ALR

Proposal

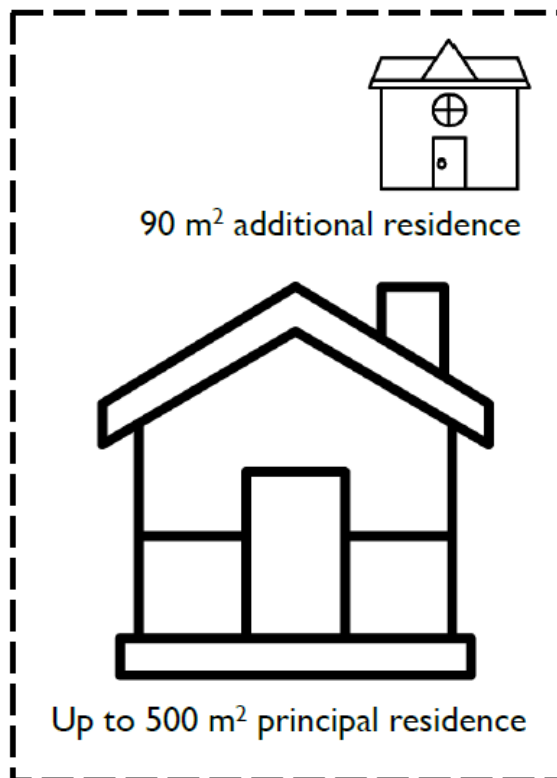
- ▶ To consider options to regulate secondary dwellings on properties within the ALR.

Development Process



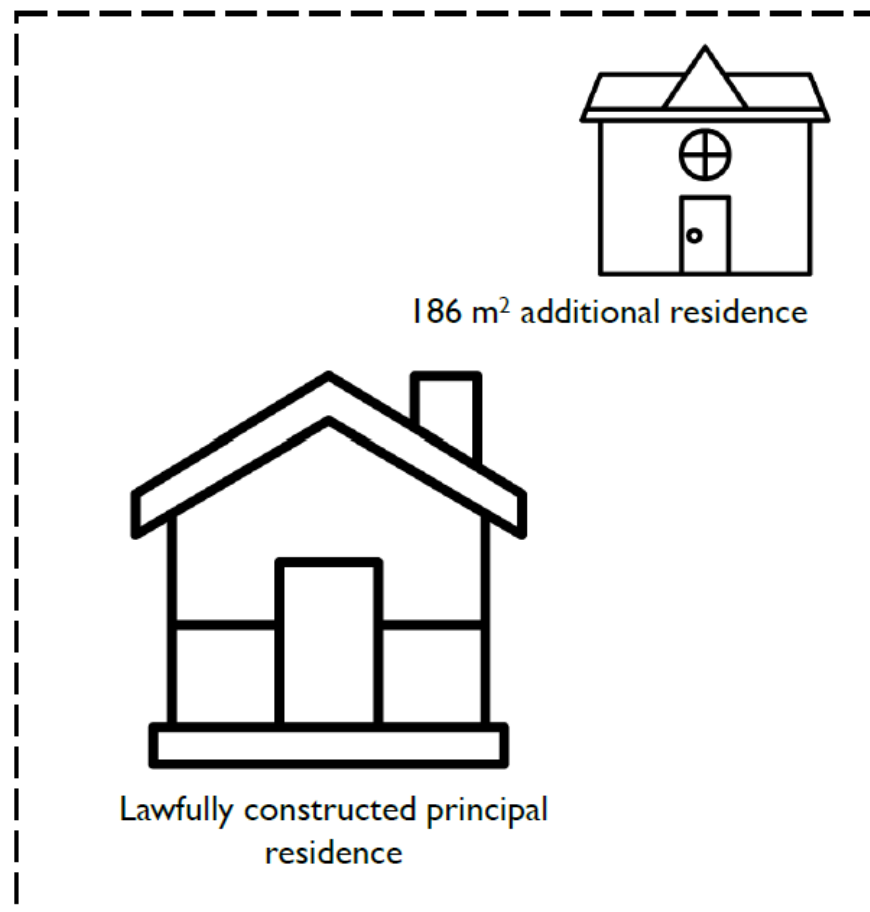
New Legislation

- ▶ New ALC regulation allows a secondary dwelling for select properties within the ALR.
 - ▶ For properties up to 40ha and have a principal dwelling that is less than 500m², a 90m² additional residence is permitted.
 - ▶ For properties that are over 40ha, a second residence up to 186m² is permitted. There are conditions associated with the size of the principal dwelling.
- ▶ Secondary dwelling can be a carriage house, garden suite, manufactured home or suite within existing accessory building.
- ▶ Intent is to allow owners to have short/long-term rental, agritourism, family or farm help. No longer required to be for immediate family members.



Parcels **less than 40 ha**

OR



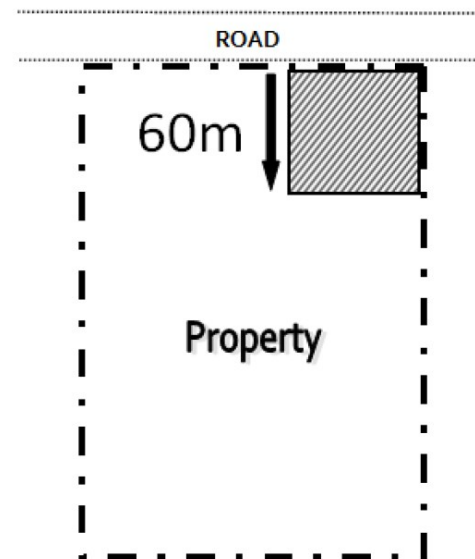
Parcels **more than 40 ha**

Existing Residential Housing Regulations in Kelowna

- ▶ The A1 zone currently allows one dwelling up to 500m² (as defined by the ALC), which may include a secondary suite.
- ▶ As well as a mobile home for immediate family members.
 - ▶ Mobile home must be removed if no longer in use.
- ▶ The setbacks, and height are defined within the Zoning Bylaw.

Farm Residential Footprint Covenant

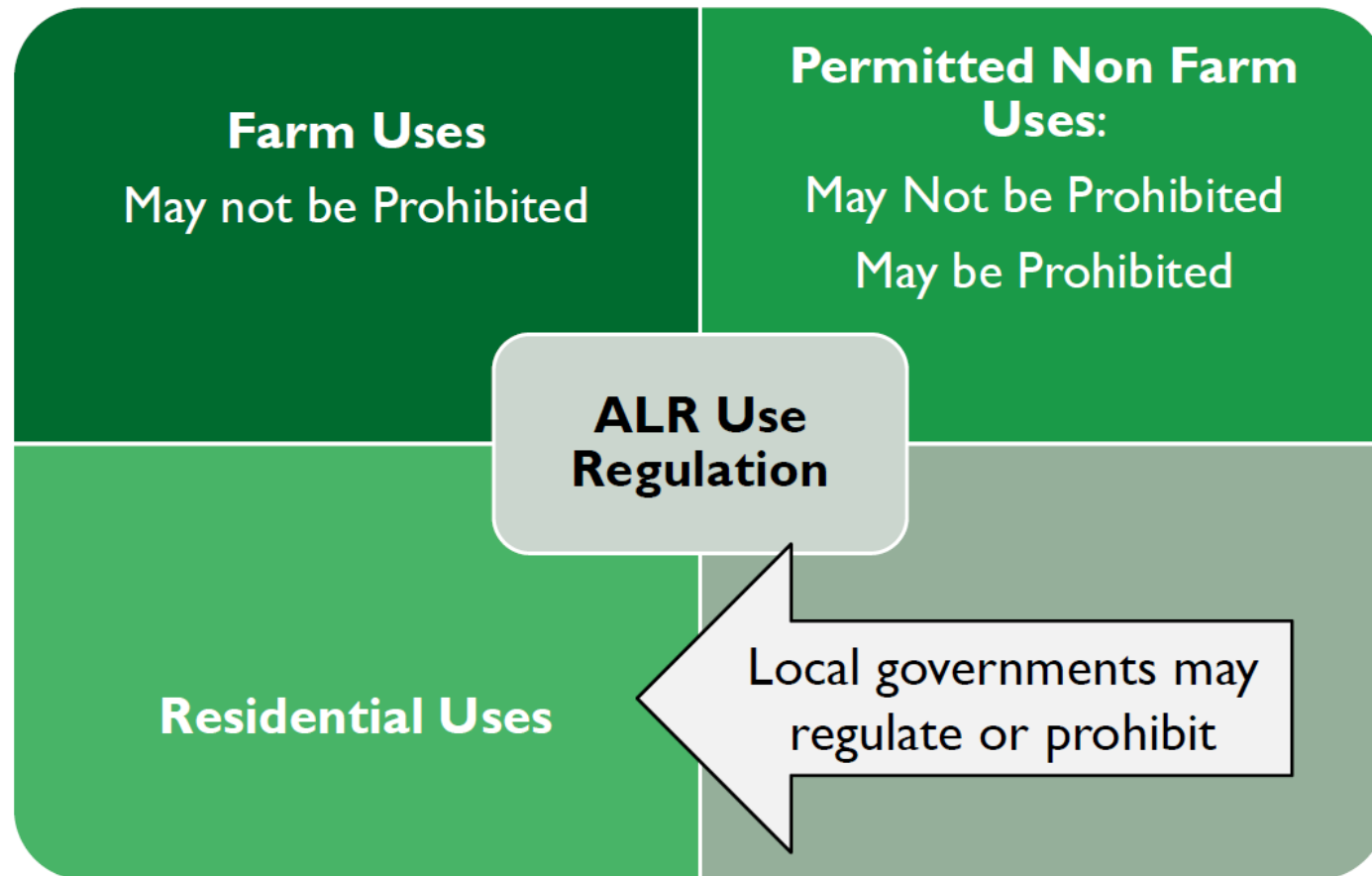
- ▶ Staff require a Farm Residential Footprint covenant to be registered on Title.
 - ▶ This covenant area can be up to 2,000m² (0.2ha) for the principal dwelling and 1,000m² (0.1ha) for mobile home.
- ▶ This was introduced in-lieu of a Farm Development Permit with the intent to create a Homeplate.
- ▶ It is required for any new dwelling or addition over 30m².



Total Number of ALR Properties Affected

Property size	Number of properties
Less than 1 ha	617
1 ha to 40 ha	1296
> 2 ha (recommended minimum size for secondary residence)	1087
Greater than 40 ha	33

- ▶ Of the properties that are greater than two hectares, 187 parcels have two or more dwelling units
- ▶ Approximately 900 parcels could be affected with a 2 ha minimum lot size for a secondary residence.
- ▶ Many of these may also have homes over than 500m².



Option 1: Adopt New ALR Regulations

- ▶ Adopt the regulations for properties larger than 1.0ha in size.
- ▶ This would allow one principal dwelling (up to 500m²) with a secondary suite, as well as a 90m² additional residence.
- ▶ For properties over 40ha, they would be permitted to have second residence up to 186m².
- ▶ This would allow carriage house, manufactured home or accommodation above existing structure.

Option 2: Adopt some of the new ALR Regulations, with restrictions

- ▶ Allow principal dwelling and secondary dwelling up to 90m² for all with a minimum lot size (i.e 2 ha).
 - ▶ This would not allow those over 40ha to have 186m² house.
- ▶ This would have a consistent carriage house size across all ALR properties.
- ▶ This option would allow for greater flexibility, however help limit densities outside of the PGB with a greater focus on maintaining agricultural capability of rural properties.

Option 3: Restrict Second Residences

- ▶ This option would be restricting second residences and only allowing a principal dwelling and a secondary suite.
- ▶ This would be the most strict option and ultimately protect agricultural land and growth strategy. However, would not provide any housing flexibility for property owners and agricultural business.

AAC - December

THAT the Agricultural Advisory Committee recommend to Council that second residences not be supported on agriculturally zoned land

Anecdotal Comments:

- Creates opportunities for conflict and adversely impacts the land with increases in property values and does not encourage farming the land.
- Goes against the objectives of the OCP of densifying and reducing urban sprawl of our community.
- Reminder that not allowing secondary residences still allows the ability to suite the residence for rental income without increasing the footprint into arable land. There are options for rental income already on farmland.
- Secondary residence approval is not a solution for farmers. Ministry needs to reflect how best to help farmers and not just looking at the land ownership opportunity side of the situation.

Potential Amendments

After review of ALC requirements, existing City policies and objectives, and input from the AAC, Staff are proposing the following options to regulate secondary residences in the ALR.

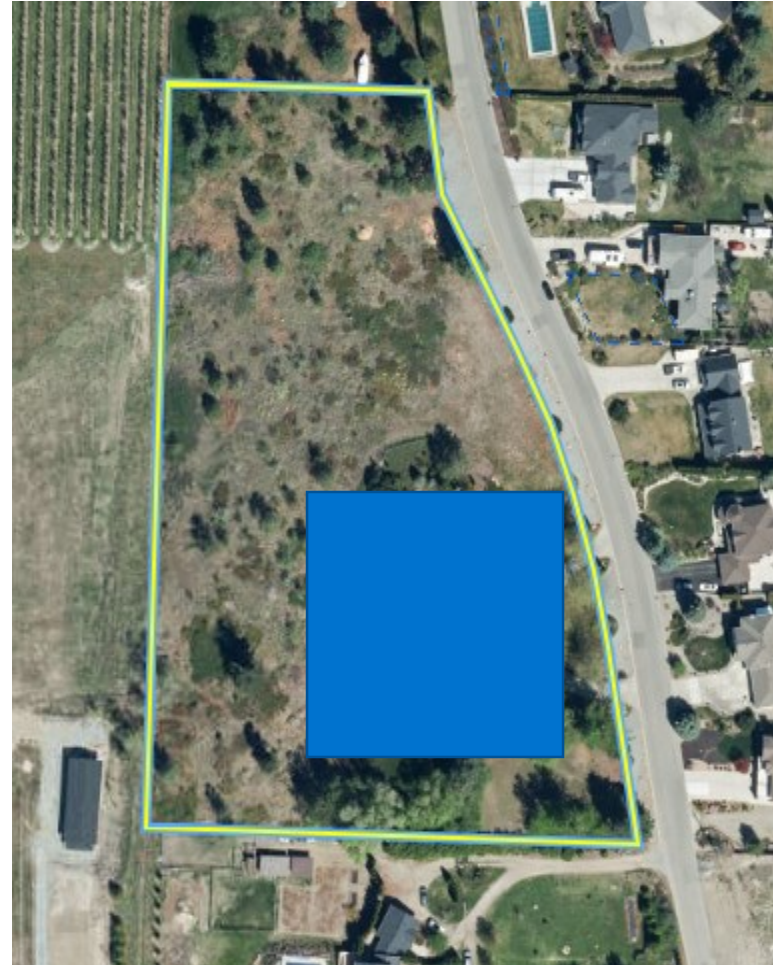
- One secondary suite (within the principle dwelling) or one carriage house/mobile home will be permitted on a property;
- The property must be 2 ha in size or greater;
- All secondary residences must be located within the designated and covenanted residential footprint area as per the OCP's Farm Protection DP Guidelines;
- The maximum floor area of the secondary residences is 90m² or 986ft²;
- The maximum size of the principle dwelling must be 500m² or less;
- The secondary residence could not be subdivided or strata titled.

- ▶ Staff are proposing to permit secondary residences, with limitations:
 - ▶ Allow for greater housing options and flexibility while ensuring protection of agricultural land remains a top priority of the City.
 - ▶ Provide beneficial housing options including ageing in place, housing for immediate family members, market rental or much needed farm worker housing.
 - ▶ Mitigate impacts through existing City policy, specifically the Farm Residential Footprint requirements.
 - ▶ Minimum lot size of 2ha helps ensure that the secondary residence will be used in supporting agricultural uses.
 - ▶ Minimize impact to the overall 2040 OCP growth strategy.

Examples (>1.0 ha but <2.0 ha)



1.1 ha/2.73 ac



1.8 ha/4.68 ac

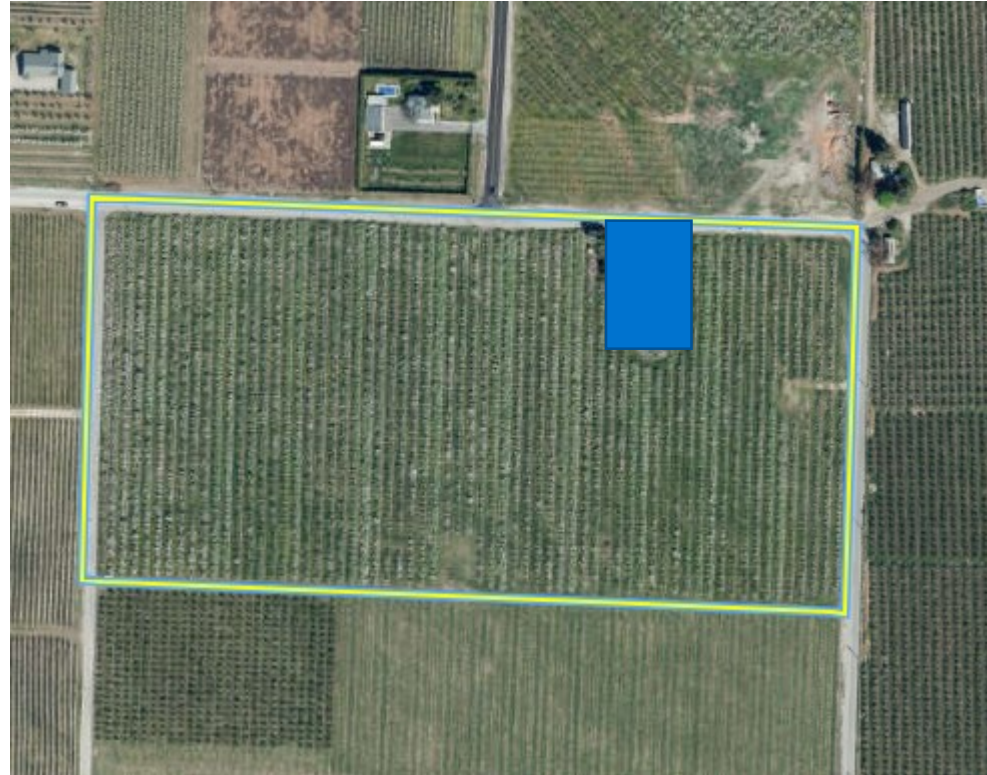


Approx. 3,000 m² Farm Residential Footprint Covenant Area

Examples (<2.0 ha)



3.5 ha/8.75 ac



8.0 ha/20 ac



Approx. 3,000 m² Farm Residential Footprint Covenant Area



Conclusion of Staff Remarks

Report to Council



Date: May 9, 2022
To: Council
From: City Manager
Subject: 2022 Audit Committee Meeting Review
Department: Financial Services

Recommendation:

THAT Council receives, for information, the report of the Audit Committee dated May 9, 2022, with respect to the 2022 Audit Committee Meeting Review.

Purpose:

To provide a high-level review of the information provided to the Audit Committee during the meeting on April 28, 2022.

Background:

Annually the Audit Committee meets to review the Financial Statements, Financial Health Indicators, Auditor's report, City Reserves and Debt, Surplus Balances and Appropriations as well as a report from the Internal Control Branch updating them on accomplishments and workplans.

Discussion:

The Audit Committee was provided with an in-depth review of the consolidated financial statements for the year ending December 31, 2021. Two themes emerged that contributed to the City's strong financial position. The first being the significant development activity in 2021. The City issued building permits with construction values of \$1 billion versus approximately \$500 thousand in 2020. The second was the lifting of COVID-19 restrictions and travel advisories, resulting in Fees and Charges revenue increasing by 20% over 2020.

The Consolidated Statement of Financial Position shows an \$81.3 million increase in Financial Assets offset by a \$12.5 million increase in Liabilities. The increase in Financial Assets resulted from a \$27.3 million increase in Cash and Cash Equivalents and a \$17.7 million increase in Accounts Receivable. These increases are mainly due to increased development activity. Developers have the option of paying their development cost charges in three installments, the first installment is due immediately with the remaining two-thirds set up as an accounts receivable and secured by a letter of credit.

Portfolio investments also increased \$32.9 million. The offsetting increase in liabilities was the result of an increase of \$40.8 million in Development Cost Charges and a decrease of \$29.7 million in Accounts Payable. The Statement of Operations and Accumulated Surplus shows the increase of \$24 million in Fees and Charges revenue. This includes permit and inspection revenue associated with the increase in development along with substantial increases for air travel, and lesser increases for public transit, recreational facility fees and parking due to the lifting of the COVID-19 restrictions and travel advisories. The Consolidated Statement of Changes in Net Financial Assets shows Net Financial Assets reflects an increase from 2020 of \$26.4 million. The Consolidated Statement of Cash Flows outlines the cash generated and used by the City's operations, capital, investing and financing activities.

In the Council Adopted Financial Principles & Strategies a key component is performance measures, used as an aid in decision making. The Financial Health Indicators are a set of ratios that the City uses to measure the overall financial health of the City. The ratios provide comparative financial information for the year-ended 2020 using Local Government data for Municipalities with greater than 100,000 population and for Local Governments in the region. The ratios provide a way to measure how decisions made during the year affected the sustainability, flexibility, and vulnerability of the City. They also link the financial results to the overall economic and fiscal environment that the City operates in. The results show that the overall health of the City remains strong and is positioned to meet current and future financial obligations.

The Audit report outlined the areas of review that took place and provided a clean audit opinion stating that the City of Kelowna's consolidated financial statements present fairly, in all material respects, the financial position of the City of Kelowna as at December 31, 2021, and the results of operations, its changes in its net financial assets and its cash flows for the year then ended in accordance with Canadian public sector accounting standards.

Development revenues were \$5.5 million more than budget due to unprecedented development activity and a surplus of \$1.3 million in Active Living and Culture due to reduced program offerings as a result of the COVID-19 pandemic were the primary contributors to the General fund surplus of \$8.8 million. In a subsequent Council Report being received today, the Council Audit Committee recommends the appropriation from surplus to reserve of \$8.7 million and the appropriation of \$87 thousand to accumulated surplus. Total accumulated surplus for the General Fund that is unallocated is now \$4.9 million at the end of 2021 and represents approximately 3% of taxation demand.

Surpluses for the Water and Wastewater utility funds in 2021 were \$2.6 million and \$3.5 million respectively. These funds fall to the utilities accumulated surplus, which is used for infrastructure replacement, mitigating fluctuations in utility billing rates and to ensure the City can continue to provide sustainable, healthy, and safe water and wastewater services to Kelowna citizens.

The Airport had a surplus of \$7.5 million primarily due to an increase in passenger numbers following the lifting of COVID-19 travel advisories.

The Internal Controls branch continued to build on its programs to monitor internal processes to mitigate the risks of fraud and error. The 2021 accomplishment and 2022 workplans were reported to the Audit Committee.

Conclusion:

The preparation for year-end and the audit process provides a detailed review and assessment of the City's financial results for the year ended December 31, 2021 and compares those results to the previous year actuals and budget. Unprecedented development and rebounding from the challenges of the pandemic, particularly at the Airport, are reflected in the 2021 financial results. However, COVID-19 recovery is shifting from pandemic challenges, such as facility closures, to economic challenges including higher inflation levels, supply chain disruptions, and labour shortages. The City's strong financial position at the end of 2021 and the robust guidance provided by the Principles & Strategies for Financial Strength & Stability, positions the City to take advantage of opportunities and overcome challenges.

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: S. Little, Corporate Finance Manager

Approved for inclusion:



G. Davidson, Divisional Director, Financial Services

CC:

Report to Council

May 9, 2022

2021

Consolidated Financial Statements

Kelowna, British Columbia, Canada
For the year ended December 31, 2021



Outline

- ▶ 2021 Audit Committee Review
- ▶ Audit Results
- ▶ Consolidated Financial Statements
- ▶ Financial Principles & Strategies
- ▶ Key Financial Health Indicators
- ▶ Internal Control Update
- ▶ General Fund Financial Results
- ▶ Recommendation of Reserve Appropriations
- ▶ Utility Fund Financial Results

2021 Audit Committee Review

- ▶ Consolidated Financial Statements
- ▶ Notes to the Financial Statements
- ▶ Financial Health Indicators
- ▶ Auditor's Report
- ▶ Internal Control Branch Update
- ▶ City Reserves and Surpluses
- ▶ Surplus Balances and Appropriations

Audit Result

City receives a clean audit



Consolidated Financial Statements

- ▶ Financial Position
- ▶ Operations and Accumulated Surplus
- ▶ Cash Flow

Financial Position

CITY OF KELOWNA
Consolidated Statement of Financial Position
As at December 31, 2021
(in thousands of dollars)

	2021	2020
Financial Assets		
Cash and cash equivalents (Note 3)	\$ 103,765	\$ 76,434
Accounts receivable (Note 3)	47,450	29,783
Accrued interest	2,424	2,134
Portfolio investments (Note 3)	580,710	547,799
Long term investments (Note 10)	6,000	6,000
Assets held for resale	13,271	10,171
	<u>753,620</u>	<u>672,321</u>
Liabilities		
Accounts payable	50,762	80,452
Performance deposits	31,448	27,299
Deferred revenue (Note 3)	53,745	45,510
Deferred development cost charges (Note 3)	124,585	83,754
Long term debt (Note 3)	81,617	92,653
	<u>342,157</u>	<u>329,668</u>
Net Financial Assets	<u>411,463</u>	<u>342,653</u>
Non-Financial Assets		
Prepaid expenses	9,744	11,631
Inventory	1,420	1,290
Work in progress (Note 4)	26,868	24,092
Tangible capital assets (Note 4)	1,822,168	1,823,501
	<u>1,860,200</u>	<u>1,860,514</u>
Accumulated Surplus (Note 5)	<u>\$ 2,271,663</u>	<u>\$ 2,203,167</u>

Operations and Accumulated Surplus

CITY OF KELOWNA
Consolidated Statement of Operations and Accumulated Surplus
For the Year Ended December 31, 2021
(in thousands of dollars)

	Budget 2021	Actual 2021	Actual 2020
Revenue			
Taxation (Note 6)	\$ 171,178	\$ 171,366	\$ 162,405
Fees and charges	110,436	142,185	118,146
Interest earned	4,009	11,540	13,199
DCC contributions	27,455	11,706	14,391
Government transfers (Note 7)	36,412	35,829	34,579
Other capital contributions	550	4,555	4,714
Gain on disposal of tangible capital assets	-	1,869	2,887
	<u>350,040</u>	<u>379,050</u>	<u>350,321</u>
Expenses			
General government	41,637	41,441	33,692
Protective services	73,268	73,909	65,063
Transportation	41,180	66,473	63,781
Recreation & cultural	40,815	44,101	41,707
Other services	24,483	25,379	24,031
Airport	16,032	21,997	21,907
Wastewater	12,878	21,420	21,913
Water	11,175	15,257	14,571
Loss on disposal of tangible capital assets	-	37	819
Write down of tangible capital assets	-	540	82
	<u>261,468</u>	<u>310,554</u>	<u>287,566</u>
Annual Surplus	<u>\$ 88,572</u>	<u>68,496</u>	<u>62,755</u>
Accumulated Surplus, beginning of year		2,203,167	2,140,412
Accumulated Surplus, end of year		<u>\$ 2,271,663</u>	<u>\$ 2,203,167</u>

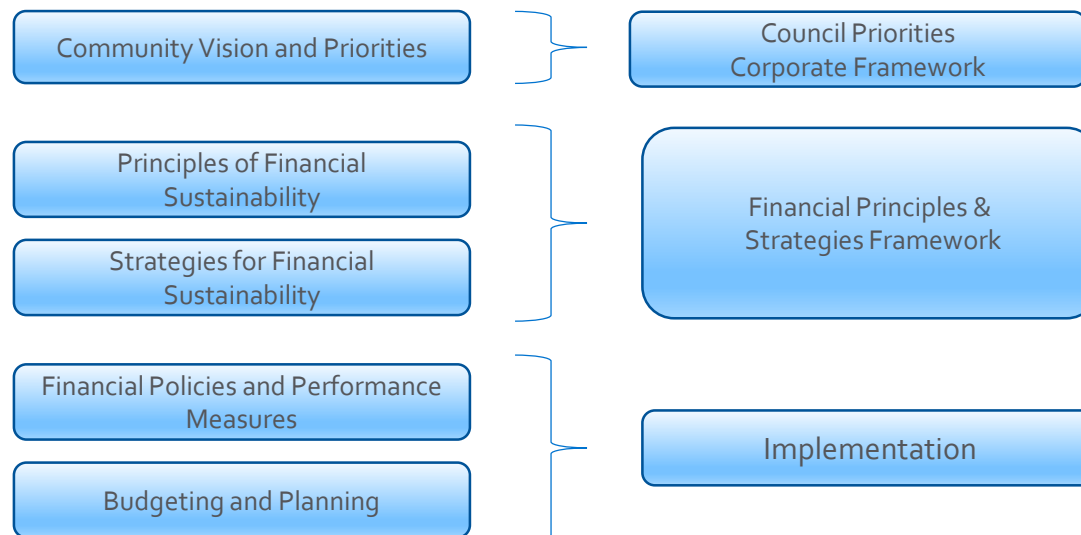
Cash Flow

CITY OF KELOWNA
Consolidated Statement of Cash Flows
For the Year Ended December 31, 2021
(in thousands of dollars)

	Actual 2021	Actual 2020
Net inflow (outflow) of cash and cash equivalents related to the following activities		
Operating		
Annual surplus	\$ 68,496	\$ 62,755
Adjustment for non-cash items		
Amortization of tangible capital assets	68,824	68,155
Gain on disposal of tangible capital assets	(1,832)	(2,067)
Write down of tangible capital assets	540	82
Actuarial adjustment on long term debt	(2,072)	(2,159)
Contributions of tangible capital assets	(1,854)	(2,263)
Decrease (increase) in		
Accounts receivable	(17,667)	10,355
Inventory and prepaid expenses	1,757	(1,409)
Other assets	(3,390)	(4,789)
Increase (decrease) in		
Accounts payable	(29,690)	17,168
Deferred development cost charges	40,831	4,654
Other liabilities	12,384	(658)
	<u>136,327</u>	<u>149,824</u>
Capital		
Acquisition of tangible capital assets	(69,219)	(88,013)
Proceeds from disposal of tangible capital assets	2,098	5,191
	<u>(67,121)</u>	<u>(82,822)</u>
Investing		
Change in investments	<u>(32,911)</u>	<u>1,393</u>
Financing		
Proceeds from issuance of long term debt	-	73
Repayment of long term debt	(8,964)	(10,876)
	<u>(8,964)</u>	<u>(10,803)</u>
Net increase (decrease) in cash and cash equivalents	27,331	57,592
Cash and cash equivalents, beginning of year	76,434	18,842
Cash and cash equivalents, end of year	<u>\$ 103,765</u>	<u>\$ 76,434</u>

Financial principles & strategies

► Decision Making Framework

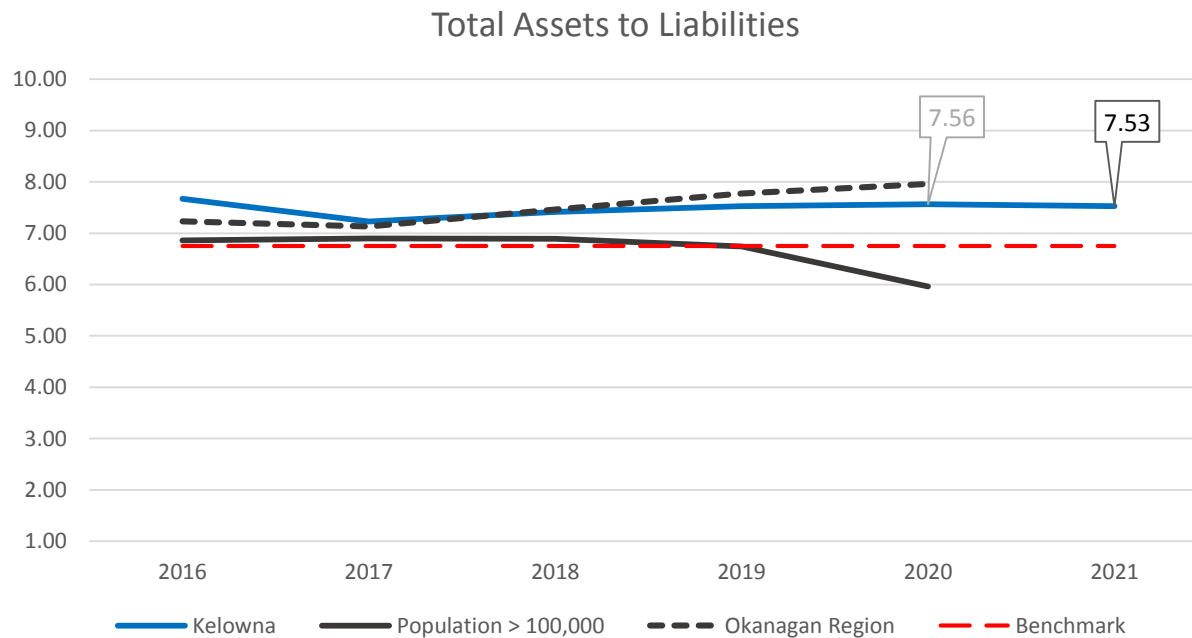


Financial Health Indicators

- ▶ Comparison to Municipalities of similar size
- ▶ Comparison to Municipalities in the Okanagan region
- ▶ Measures Sustainability, Flexibility and Vulnerability

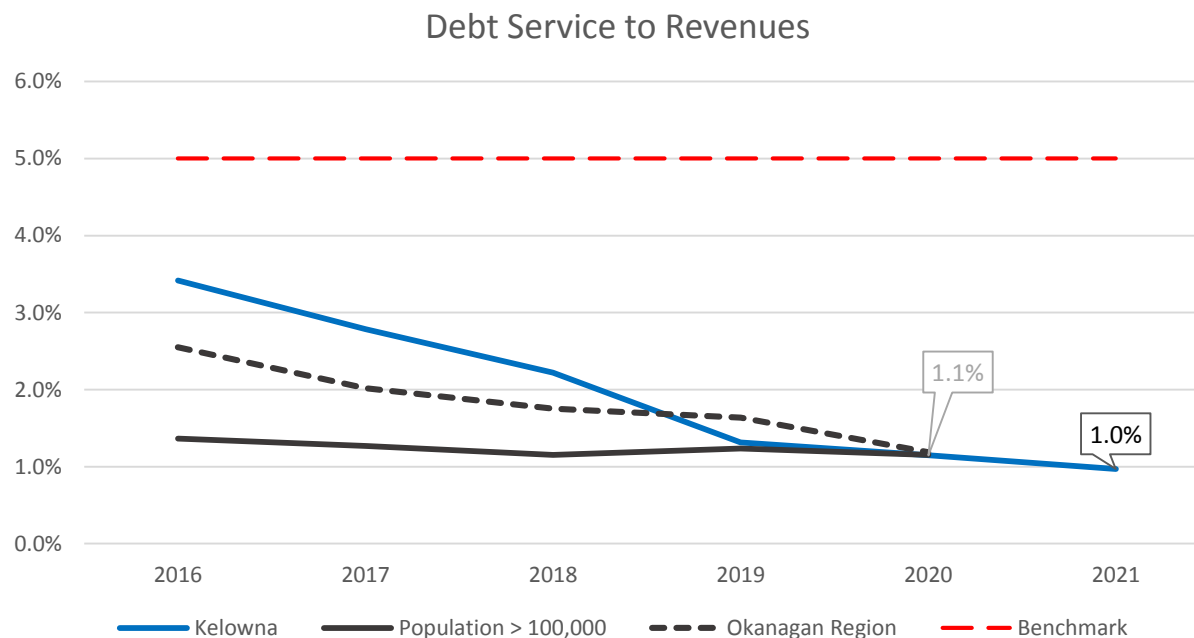
Sustainability Ratio

- Remains steady with both assets and liabilities increasing at a comparable rate



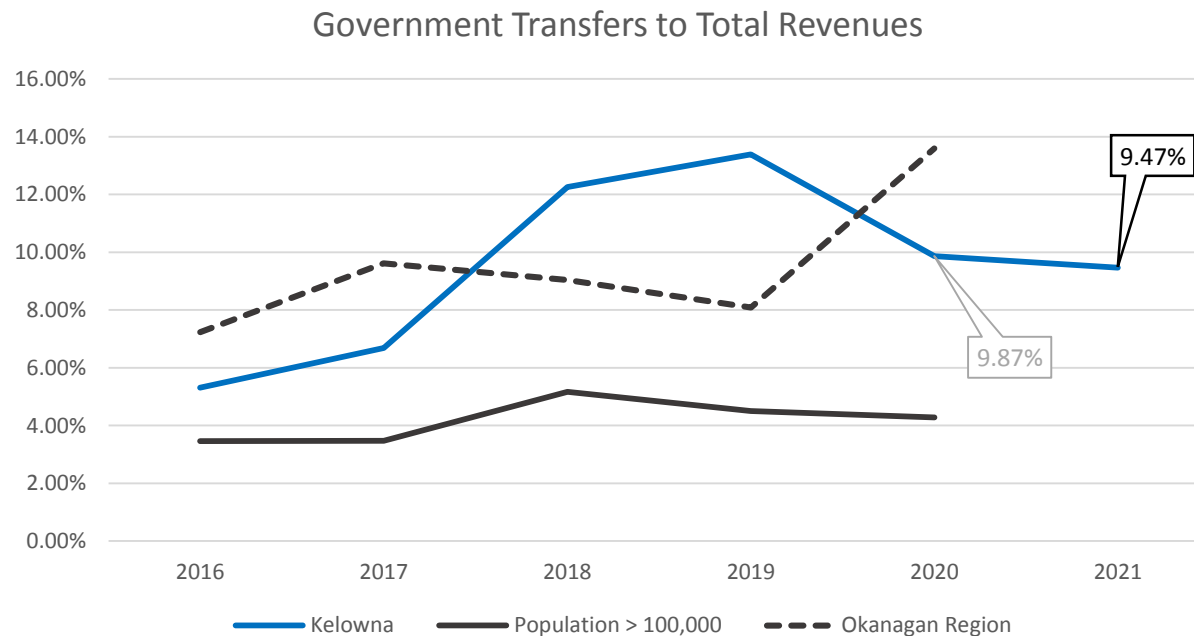
Flexibility Ratio

- ▶ Smaller ratio indicates greater flexibility in future borrowing decisions.



Vulnerability Ratio

- ▶ 2021 decrease due to total revenues increasing at a greater rate than Government transfers.



Summary of Financial Health

- ▶ Services vary among Local Governments
- ▶ Financial health remains strong going into 2022
- ▶ COVID-19 recovery shift

Internal Control Update

- ▶ Function of the Internal Control Branch
- ▶ Types of reviews
- ▶ Reported 2021 accomplishments and 2022 work plans to the Audit Committee
- ▶ Value for Money Review update

In Summary

- ▶ Strong Financial Results in 2021
- ▶ Received clean audit opinion
- ▶ Health Indicators show City is well positioned to meet current and future financial obligations
- ▶ Internal Control function achieving desired results



Questions?

For more information, visit kelowna.ca.

2019 General Fund Financial Results

- ▶ General Fund surplus is \$8.8M
 - ▶ 3.2% of operating budget \$259M
 - ▶ Appropriate \$8.7M to reserve to support upcoming projects

- ▶ General Fund accumulated surplus is \$4.9M
 - ▶ Represents approx. 3.0% of taxation demand
 - ▶ Emergency funding only

Appropriation to Reserve for Future Use

Community Safety	\$ 1,000,000
Climate Action	1,000,000
Major Recreation	3,300,000
Building Repair	600,000
Major Systems	500,000
Future Capital Projects	500,000
Land – Housing	1,000,000
Economic Impact Mitigation	800,000
	<hr/>
	\$ 8,700,000
	<hr/>

Utility Funds & Airport Fund

- ▶ Water & Wastewater Funds surplus \$2.6M and \$3.5M
 - ▶ Infrastructure replacement
 - ▶ Mitigate fluctuations in utility rates
 - ▶ Ensure healthy and safe service delivery

- ▶ Airport surplus \$7.5M
 - ▶ Increase in passenger numbers
 - ▶ Expenditures \$1.5M less than budgeted



Questions?

For more information, visit kelowna.ca.

Report to Council



Date: May 9, 2022
To: Council
From: Chair, Audit Committee
Subject: Financial Statements for the Year Ending December 31, 2021
Department: Report Prepared by: Divisional Director, Financial Services

Recommendation:

THAT Council receives, for information, the Report from the Audit Committee dated May 9, 2022 with respect to the Consolidated Financial Statements and Auditor's Report for the City of Kelowna for the year ending December 31, 2021;

AND THAT Council approves the appropriation of \$8,786,918 of surplus generated from all general fund operations in 2021 to reserves and accumulated surplus as detailed in the Report from the Audit Committee dated May 9, 2022;

AND FURTHER THAT the Consolidated Financial Statements and Auditor's Report be reprinted in and form part of the City of Kelowna's annual report.

Purpose:

To present the Financial Statements to Council for acceptance per the legislative requirement, to provide Council with a recommendation on the appropriation of \$8,786,918 of surplus to general reserves and accumulated surplus and to seek approval to include the Financial Statements in the annual report.

Background:

A detailed review of draft City of Kelowna Financial Statements for the year ending December 31, 2021 was undertaken on April 28, 2022 by the Audit Committee, the City of Kelowna Auditor, Grant Thornton LLP, and Financial Services staff.

City Administration has recommended the appropriation to reserves and accumulated surplus of 2021 surplus generated from all general fund operations, in the amount of \$8,786,918 in addition to those amounts that are normally appropriated through the budget process. The appropriations that are

recommended are aligned with Council's priorities. Included in the recommendation is funding to be used to mitigate the current economic impact of inflation. This results in an unappropriated surplus for 2021 of \$86,918 and an accumulated surplus balance of \$4.9 million.

The recommended appropriations to reserves are:

Community Safety	\$ 1,000,000
Climate Action	1,000,000
Major Recreation	3,300,000
Building Repair	600,000
Major Systems	500,000
Future Capital Projects	500,000
Land – Housing	1,000,000
Economic Impact Mitigation	800,000
Accumulated Surplus	<u>86,918</u>
	<u>\$8,786,918</u>

Legal/Statutory Authority:

The Community Charter section 167 "Annual Financial Statements" requires that municipal financial statements for a fiscal year must be presented to Council for its acceptance.

Financial/Budgetary Considerations:

The financial impact is that a total of \$8,700,000 will be transferred from surplus to reserves and \$86,918 will fall to accumulated surplus.

Considerations not applicable to this report:

Legal/Statutory Procedural Requirements:

Existing Policy:

External Agency/Public Comments:

Communications Comments:

Submitted by: Mayor Basran, Chair, Audit Committee

cc: Councillor G. Given, Audit Committee
Councillor L. Stack, Audit Committee
Divisional Director, Financial Services
Controller
Financial Planning Manager
Corporate Finance Manager
Grant Thornton LLP, Auditor – Mr. Tyler Neels, CPA, CA

Report to Council



Date: May 9, 2022

To: Council

From: City Manager

Subject: Downtown Kelowna Association 2022 tax rate amendment

Department: Financial Services - Controller

Recommendation:

THAT Council approves an amendment to the Annual Tax Rates Bylaw, 2022 Bylaw No. 12340 to change the 2022 tax rate for Class 5 light industry and Class 6 business/other for the Downtown Business Improvement Area from 1.2486 to 1.1604;

AND THAT Bylaw No. 12387, being Amendment No. 1 to 2022 Tax Rate Bylaw No. 12340 be forwarded for consideration.

Purpose:

To authorize the 2022 tax rate amendment on Class 5 light industry and Class 6 business/other properties located within the Kelowna Downtown Business Improvement Area.

Background:

The 2022 tax rate bylaw 12340 had an incorrect rate in schedule 2 for the Downtown Kelowna Association's Class 5 light industry and Class 6 business/other. Instead of being 1.2486 it should be 1.1604. During preparation for completion of tax notices it was determined that there were properties within the Downtown Kelowna Association boundary that didn't get pulled in through the GIS system. These properties were included in 2021 and should be included in 2022. The additional properties reduce the rate charged to meet the required budget.

Discussion:

These properties should be included in the tax rate calculation as per bylaw 11645

Conclusion:

It is recommended that Council approve the amendment of the 2022 tax rate from 1.2486 to 1.1604 for Class 5 light industry and Class 6 business/other properties within the Kelowna Downtown Business Improvement Area.

Internal Circulation:

Considerations applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Existing Policy:

Financial/Budgetary Considerations:

External Agency/Public Comments:

Communications Comments:

Considerations not applicable to this report:

Submitted by:

Patrick Gramiak, Revenue Supervisor

Approved for inclusion:



Genelle Davidson, Divisional Director, Financial Services



Downtown Kelowna

Business Improvement Area

2022 tax rate amendment



Bylaw No. 12387

- ▶ Bylaw balancing identified properties that should have been included
- ▶ Current tax rate is 1.2486 the new rate should be 1.1604



Questions?

For more information, visit kelowna.ca.

CITY OF KELOWNA

BYLAW NO. 12387

Amendment No. 1 to Tax Rate Bylaw 2022

The Municipal Council of the City of Kelowna, in open meeting assembled, enacts that the City of Kelowna Tax Rate Bylaw 2022 Bylaw No. 12340 be amended as follows:

1. THAT **Schedule "2" LOCAL SERVICE AREA TAX RATES**, be amended by deleting the Industrial – Light and the Business tax rates of 1.2486 from Column A - DOWNTOWN BUSINESS IMPROVEMENT AREA and replace the rates with a rate of 1.1604.
2. This bylaw may be cited for all purposes as "Bylaw No. 12387, being Amendment No. 1 to Tax Rate Bylaw No. 12387."
3. This bylaw shall come into full force and effect and is binding on all persons as of 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: May 09, 2022
To: Council
From: City Manager
Subject: Southeast Kelowna Golf Course Irrigation Rates
Department: Utility Services

Recommendation:

THAT Council receives for information, the report from Utility Services dated May 09, 2022, with respect to the Water Regulation Bylaw update;

AND THAT Bylaw No. 12367 being amendment #16 to Water Regulation Bylaw No. 10480 be forwarded to Council for reading consideration.

Purpose:

To establish fair and equitable irrigation rates for golf courses in Southeast Kelowna using non-potable water and, to have Council amend the Water Regulation Bylaw to address the rate change for the subject golf courses.

Background:

The Water Regulation Bylaw sets out the rates charged for use of the City's water supply systems. The non-potable system has two rates, one for Agricultural users with "Farm Status" (according to BC Assessment) and one for those properties without farm status. Agricultural users now pay \$127.20 per acre in 2022 for their allotment. Each acre of allotment allows for up to 2,772 cubic metres of water at the flat rate. The charge for this full allotment equates to \$0.045 per cubic metre of water supplied. All other users without farm status on the non-potable system currently pay \$0.32 per cubic metre.

Prior to 2018, the South East Kelowna Irrigation District (SEKID) billed three golf courses (Harvest, Orchard Greens and Gallaghers Canyon) using an agricultural rate structure. In 2021, the City implemented the new billing rates for non-potable irrigation supply, raising concerns from one of the three golf courses that did not have farm status. This would have resulted in an annual charge approximately seven times higher than in previous years when they were charged agricultural rates.

On July 12, 2021, Council passed Amendment No. 14 to Water Regulation Bylaw 10480:

"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.

Community engagement with the agriculture users in 2017 and 2018 indicated little support to apply agriculture rates for non-farm use.

Council directed staff to engage with the three golf courses to establish a golf course rate structure that was fair and bring this information to council for consideration in early 2022.

Discussion:

The goal of a revised water structure is to ensure fairness and equity across the City's customer base, in particular, across customers that have access to the non-potable system. In addition, staff have considered how other water providers charge golf courses for irrigation water to ensure that the City of Kelowna is fair and competitive with other jurisdictions in the valley.

Staff contacted the management teams for each golf course in late 2021 and met with each in early 2022. The primary equity and fairness concern relates to the fact that two of the golf courses are on land with farm status and active farming operations while the third is not.

The discussions aimed to obtain feedback related to the potential impacts of a rate change on their particular business plans and determine their current agricultural area and allotment expectations.

The rationale for a non-potable golf course irrigation rate was discussed and there was acknowledgement of why the City would want to establish separate rates for the two uses. However, each organization expressed concern for the impact the rate would have on their operations. Additionally, there was feedback that such an increase would be more easily absorbed if shared across all non-potable recreational users. The feedback from the golf course engagement is summarized in Attachment 1.

Staff recommend a rate structure based on the principle of agriculture use of non-potable water will be charged at the established agricultural rate for the designated allotment. Golf course irrigation (non-agricultural use) beyond the agricultural allotment volume will be at a non-potable golf course rate. For clarity, the agricultural rate would apply to the volume of water used up to their allotment and then water in excess of the allotment would be charged at the Non-Potable Golf Course Irrigation Rate. Attachment 2 includes the breakdown of agricultural and golf course areas for each course as well as an estimated billing for 2022 based on the proposed rate structure.

To be consistent with other substantial rate changes implemented as part of the merger with SEKID, a new rate structure for golf course irrigation using non-potable water could be phased in over a three-year period. The new rates would eventually be comparable to other golf course irrigation rates applied in other jurisdictions in the Okanagan Valley. Attachment 3 lists comparable golf course irrigation rates in Okanagan Valley.

The proposed Non-Potable Golf Course Irrigation Rates (in excess of the allotted volume for any agricultural use) are:

2022: \$0.10 per cubic metre

2023: \$0.15 per cubic metre

2024: \$0.22 per cubic metre (would be part of rates bylaw in fall of 2023).

The proposed rates are only for golf courses using the non-potable irrigation system. Golf courses wanting to use potable water for irrigation would continue to be charged the commercial water rate. Attachment 4 summarizes the proposed bylaw changes.

Conclusion:

The proposed phased rate approach is consistent with past council directives and provides additional time for each golf course to adjust and prepare for the associated financial impact. The proposed rates are competitive and once fully implemented will likely remain some of the lowest rates for golf course irrigation in the Okanagan valley.

It is recommended that Council receive and approve Amending Bylaw No. 12367 to amend Water Regulation Bylaw No. 10480.

Internal Circulation:

Financial Planning,

Utility Billing,

Communications

Utility Planning Manager

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: A. Weremy, Water Operations Manager

Approved for inclusion: M. Logan, Infrastructure General Manager

Attachment 1: Summary of Stakeholder Engagement

Attachment 2: SEK Golf Course Area Breakdown

Attachment 3: Okanagan Valley Golf Course Irrigation Rates

Attachment 4: Summary of bylaw text amendments

Attachment 5: Southeast Kelowna Golf Course Irrigation Rates Presentation

cc: General Manager, Infrastructure
Divisional Director, Corporate Strategic Services
Divisional Director, Financial Services

Attachment 1: Summary of Stakeholder Engagement

The following document summarizes stakeholder input received in March and April of 2022 regarding the development and application of a golf course irrigation rate for courses in Southeast Kelowna using the non-potable irrigation system.

- In the past, golf courses purchased irrigation rights through the South East Kelowna Irrigation District (SEKID). Stakeholders believe the proposed rate and process should take that precedent into consideration.
- Golf course operational decisions were based on the purchases and agreements to irrigate under the SEKID process. Stakeholders felt that based on those decisions previously made that it leaves the course with no cost-effective alternatives.
- Stakeholders understood why the City is proposing a golf course irrigation rate however, they would prefer to have irrigation rates left as it was with SEKID, at the farm rate.
- Some stakeholders felt that an irrigation rate would be more appropriate if it was applied to all irrigation customers as opposed to only three customers resulting in potentially larger increases for a small group.
- Stakeholders expressed concerns that a golf course irrigation rate would be subject to future increases which would again affect operational budgets.
- Stakeholders suggested linking the agriculture rate and the golf course irrigation rate by some multiplier that remains constant.
- Stakeholders felt that the proposed rate appears to target courses as inefficient users despite the fact that golf courses practice strict water conservation.
- Stakeholders said a golf course irrigation rate should take into consideration the economic benefit that golf courses bring to Kelowna in terms of employment and tourism.
- While stakeholders expressed concerns that an increase in irrigation costs would have a significant impact upon a golf course and its operations, they suggested a phased approach to implementation would help the courses adjust to this impact.
- Stakeholders said a golf course rate should take into considerations the differences in each course – a “one size fits all” approach is not fair due to size, operations and water use.

Attachment 2: SEK Golf Course Area Breakdown

LANDUSE ASSESSMENT – GOLF COURSES

The following is a list of golf courses within the City of Kelowna. There are 7 golf courses within the City water utility area. List does not include driving ranges.

Number	Golf Course Name	Water Purveyor	Irrigation Water Type
1	The Okanagan Golf Club – Bear and Quail	GEID	Non-Potable
2	Shadow Ridge Golf Club	BMID	Potable
3	Kelowna Springs Golf Club	BMID	Potable
4	<i>Kelowna Golf & Country Club</i>	<i>CoK</i>	Well / GEID
5	Tower Ranch Golf & Country Club	BMID	Potable
6	Black Mountain Golf Club	BMID	Potable
7	<i>Mission Creek Golf Club</i>	<i>CoK</i>	Non-potable source ⁽¹⁾
8	<i>The Harvest Golf Club</i>	<i>CoK</i>	Non-Potable
9	<i>Kelowna Golf Course – Orchard Greens</i>	<i>CoK</i>	Non-Potable
10	<i>Gallagher’s Canyon Golf & Country Club</i>	<i>CoK</i>	Non-Potable
11	<i>The Pinnacle Course at Gallagher’s Canyon</i>	<i>CoK</i>	Non-Potable
12	<i>Michaelbrook Golf</i>	<i>CoK</i>	Non-potable source ⁽¹⁾

(1) Other Non-Potable Source

SEK Golf Courses

Total area is based on lot size.

Golf Course	Total Area (Acres)	Agri Use	Agri Area (acres)
The Harvest Golf Club	250.06	yes	92
Orchard Greens	31.28	yes	11 ⁽²⁾
Gallagher’s Canyon	168.375	no	0
Pinnacle Course	48.716	no	0

⁽²⁾ Golf course area to be finalized

Example of Hypothetical Golf Course Irrigation Rate Application:

Total Property Area = 100 acres

Farmed Area = 40 acres

Remaining Area = 60 acres

- The agriculture rate would apply to 40 acres of allotment volume (40 acres x 2772 cubic metres = 110,880 cubic metres)
- The golf course rate would apply to consumption in excess of 110,880 cubic metres
- Total Area is based on lot size.

Attachment 3: Okanagan Valley Golf Course Irrigation Rates

Utility	Irrigation Fee/Tax	Irrigation Consumption Rate (2021)	Total Cost ¹
Vernon	Bylaw 2864 - \$112/ac \$11,100	Bylaw 3909 - \$475/ac \$47,500	\$58,680
GEID	General Irrigation Tax - \$124/ac \$12,400	\$0.40/cubic metre \$80,000	\$92,400
BMID	Grade A Irrigation Tax - \$126/ac \$12,600	\$0.17/cubic metre \$34,000	\$46,600
Kelowna ² (proposed)	n/a	\$0.20/cubic metre (goal) \$40,000	\$40,000

Notes:

1. *These calculations are based on a 100-acre golf course with a golf course irrigation volume of 200,000 cubic metres.*
2. *The Kelowna rate above would be the third year of the phased rate in 2024.*

Attachment 4 – Proposed Bylaw Text Amendments

Bylaw 10480, Schedule A – Proposed Text Amendments

Amendment No.	Section	Current Wording	Proposed Wording	Reason for Change
1.	Section 2 – Interpretation, 2.3 General Definitions (a)	“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.	“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.	Update wording to reflect bylaw definitions.
2.	Section 2 – Interpretation, 2.3 General Definitions (b)		“Farm Land Area” means the total area of or within a property that is irrigated for a Qualifying Agricultural se as defined by the BC Assessment Act	New definiton
3.	PART 6 – CONDITIONS, 6.6 Non-Potable Water System, 6.6.4		An Agrcultural property using the Non-Potable Water System that is operated in whole or in part as a golf course will have an Allotment based on the Farm land Area. Water consumption exceeding the Farm Land Allotment will be charged at the Golf Course Irrigation Rate in Schedule A.	New wording for the allotment on a property with farm land area and a golf course.
4.	Schedule “A” Water Rates and Charges, 5. Non-Potable Services	All Customers, excluding Agricultural Customers, shall pay a consumption charge of \$0.32 per cubic meter in 2022 and a charge of \$0.34 per cubic meter of water used by each Non-Potable System Service Connection.”	All Customers, excluding Agricultural Customers, shall pay a consumption charge of \$0.32 per cubic meter in 2022 and a charge of \$0.34 per cubic meter of water used by each Non-Potable System Service Connection.	New wording and rate table for golf course irrigation rates.

			Customers using the Non-Potable Water System shall pay the following rates for each Service Connection:	
--	--	--	---	--



Golf Course Irrigation Rate Southeast Kelowna

May 09, 2022





Background

Southeast Kelowna Golf Courses

- Three golf courses in operation in Southeast Kelowna
- In 2021 City water rates were applied resulting in different billings
- Council directed the Utility to develop a fair and equitable rate for golf courses using the non-potable water supply for consideration in the spring of 2022

"The rate should be fair and consistent for customers and comparable to other utilities in the Okanagan Valley."



Golf Course Rate Design

Rate Design

- A non-potable rate for golf courses should:
 - Be consistent
 - Follow water use policies
 - Consider previous customer engagement
- Principle:
 - Agriculture Rates for Agriculture Uses
 - Golf Course Rates for Golf Course Uses

Golf Course Rate Application



The application would be based on area of use Example:

Total Property Area = 100 acres

Orchard Area = 40 acres

Golf Area = 60 acres

Agriculture rate would apply to 40 acres of allotment, any remaining consumption would be at the golf course rate

Southeast Kelowna Golf Courses

Total Area is based on lot size.

Golf Course	Total Area (Acres)	Agri Use	Agri Area (acres)
The Harvest Golf Club	250.06	Yes	92
Orchard Greens	31.28	Yes	11 ⁽¹⁾
Gallagher's Canyon	168.375	No	0
Pinnacle Course	48.716	No	0

⁽¹⁾ *Golf course area to be finalized*

Okanagan Valley Golf Course Irrigation Rates

Utility	Irrigation Fee/Tax	Irrigation Consumption Rate (2021)	Total Cost
Vernon	Bylaw 2864 - \$112/ac \$11,180	Bylaw 3909 - \$475/ac \$47,500	\$58,680
GEID	General Irrigation Tax - \$124/ac \$12,400	\$0.40/cubic metre \$80,000	\$92,400
BMID	Grade A Irrigation Tax - \$126/ac \$12,600	\$0.17/cubic metre \$34,000	\$46,600
Kelowna (proposed)	n/a	\$0.20/cubic metre (goal) \$40,000	\$40,000

Notes:

- These calculations are based on a 100-acre golf course with golf course irrigation volume of 200,000 cubic metres*
- The Kelowna rate above would be the third year of the phased rate in 2024*



Questions?

For more information, visit kelowna.ca.

CITY OF KELOWNA

BYLAW NO. 12367

Amendment No. 16 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, 1.2 Interpretation** be amended by
 - (a.) Deleting "or a golf course located within the boundaries of the former South East Kelowna Irrigation District boundary, as they were upon dissolution";
 - (b.) Adding "**Farm Land Area** means the total area of or within a property that is irrigated for a Qualifying Agricultural Use as defined by the BC Assessment Act.";
 2. AND THAT **PART 6 – CONDITIONS, 6.6 Non-Potable Water System, 6.6.4** be added as follows:

"6.6.4 An Agricultural property using the Non-Potable Water System that is operated in whole or in part as a golf course will have an Allotment based on the Farm land Area. Water consumption exceeding the Farm Land Allotment will be charged at the Golf Course Irrigation Rate in Schedule A.";
 3. AND FURTHER THAT "**Schedule "A" Water Rates and Charges, 5. Non-Potable Services** be amended by deleting
- "All Customers, excluding Agricultural Customers, shall pay a consumption charge of \$0.32 per cubic meter in 2022 and a charge of \$0.34 per cubic meter of water used by each Non-Potable System Service Connection."
- and replace it with:
- "Customers using the Non-Potable Water System shall pay the following rates for each Service Connection:
- | Customer Type | Consumption rate - per cubic metre | |
|-----------------------------|------------------------------------|---------------------|
| | 2022 | 2023 |
| Agricultural Customer | Rates per Section 3 | Rates per Section 3 |
| Golf Course Irrigation Rate | \$0.10 | \$0.15 |
| All other customers | \$0.32 | \$0.34 |
- ";
3. This bylaw may be cited for all purposes as "Bylaw No. 12367, being amendment No. 16 to Water Regulation Bylaw No. 10480."
 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

Adopted by the Municipal Council of the City of Kelowna this

Mayor

City Clerk

Report to Council



Date: May 9, 2022
To: Council
From: City Manager
Subject: Central Okanagan Journey Home Society – Strategy Mid-Term Report
Department: Active Living & Culture

Recommendation:

THAT Council receives, for information, the report from Active Living and Culture dated May 9, 2022, introducing the Journey Home Strategy Mid-Term Report that provides an overview of the Journey Home Strategy implementation progress and updated priorities.

Purpose:

To provide Council with the Central Okanagan Journey Home Society's (COJHS) Mid-Term Journey Home Strategy Report including an implementation progress update and a recalibration of priorities and performance indicators for the duration of the strategy timeline.

Background:

In the fall of 2020, a MOU between COJHS and the City was endorsed by both the Society's Board of Directors and Council. The MOU sets out a general understanding and a mutually agreed upon framework and outlines the partnership framework including principles, guidelines, and partner roles and expectations.

In general, the MOU is designed to ensure the successful implementation of the five-year (2019-2023) Journey Home Strategy by ensuring alignment of efforts, leveraging partnerships and opportunities, and strengthening advocacy capacity to achieve systems change.

The MOU outlines COJHS's reporting requirements, including progress reporting related to the implementation of the Journey Home Strategy, along with updates on progress related to the Strategy's milestone benchmarks and key performance indicators. On March 15, 2021, COJHS presented Council with a Strategy Implementation progress report, along with a detailed Systems Planning Report – *Mapping for Functional Zero – A Systems Approach Review of Kelowna's Homeless Serving Sector*. The report explained that having a deep understanding of the intersecting systems of care across the homeless-serving system helped to inform a clearly articulated plan that was vital for moving forward with effective and sustainable solutions. This systems approach and plan has been

foundational to the successful implementation of the Strategy to date and has strengthened the sectors' ability to work collectively to measure success and recalibrate Strategy priorities going forward.

The MOU includes a requirement for COJHS to conduct a mid-point comprehensive review to ensure that the strategy remains agile and responsive to changing dynamics, with the expectation that performance indicators and strategy priorities will be recalibrated for the duration of the Strategy implementation.

Discussion:

The Journey Home five-year strategy included a detailed and measurable implementation plan based on 35 actions designed to meet key targets and to gauge progress. The Journey Home Strategy Mid-Term Report (attached) presents a comprehensive review of Strategy implementation progress to date, recognizing the many partners and key stakeholders that have contributed to the progress. The COJHS Mid-Point Review is presented in the following format:

- **Factors Impacting Change** highlights the changing dynamics, including key impacts and influences that have shaped COJHS's work to implement the Strategy over the past three years.
- **Milestone Achievements** provides a detailed review of progress under each of the Strategy pillars that host 35 recommendations, including an overall progress status for each of the six pillars – Innovation, Reconciliation, Inclusion and Prevention, Backbone Coordination and Partnerships, and Housing and Supports.
- **Key Future Priorities** indicates that through consultation with key partners and stakeholders including the Lived Experience Circle on Homelessness (LECoH), Strategy priorities have been recalibrated and updated for the remainder of the Strategy timeline.
 - The **Top 10 Priorities** highlighted reflect the voices of those embedded in the operational work, at all levels, based on a collective view of the current landscape of homelessness in our community.
 - The **Foundational Concept Priorities** outline the broader action priorities for the remainder of the Strategy implementation, and beyond. The recalibrated priorities are presented under each of the original Strategy pillars.
- **Milestones, Key Performance Indicators, Targets:** The design of the Journey Home Strategy recognized that the implementation plan would continue to evolve as new learnings and information emerged. The Strategy Milestones targets that were designed to gauge progress have been updated and reflect progress and current circumstances. For each Milestone benchmark, new Key Performance Indicators (KPI's) have been added to measure and monitor progress towards achieving the performance targets.

COJHS's presentation of the Mid-Point Review report will include an overview of the following:

- **Data Integration Roadmap – Shifting Kelowna to One Information System** An overview of the work to embed a framework to support system-wide data including a By-Name-List and a Homelessness Management Information System (HMIS), targeted to roll out in 2022/2023.
- **Updated Supportive Housing Need Projections:** Designed specifically for planning and to support advocacy for senior government investment, this report includes:
 - the development of a modeling tool that can be updated as more accurate data becomes available to assist in predicting supportive housing demand over a five-year period, and can be utilized to understand conditions/demands fluctuations
 - a supportive housing projection, based on currently available data, for Kelowna for the next five years.

Next Steps

The MOU requires that COJHS provide quarterly progress reports on the implementation of the Strategy to staff, and provide Council with annual reports, at a minimum. To enhance progress awareness, quarterly progress reports will be shared with Council for the remainder of the MOU duration.

Conclusion:

The Journey Home Strategy provides the roadmap to move towards an interconnected system response to achieve a functional end to homelessness that is driven by data, research and evidence, community expertise and lived experience voices. COJHS's *Mid-Point Review* clearly demonstrates that significant progress has been made towards this goal, but that much work remains to be done. Key priorities emerging for COJHS moving forward with implementation of the Journey Home Strategy have been clearly outlined in the report. The report also makes clear that it takes the commitment of the entire community united in working towards collective goals to ultimately reach functional zero. The Mid-Point review demonstrates that COJHS, and all the committed stakeholders and partners, are making an impact, and it provides an updated roadmap for the duration of the Strategy and beyond.

Internal Circulation:

Property Specialist, Real Estate Services
 Planner II, Policy and Planning
 Communications Advisory, Communications
 Community Safety Director

Considerations applicable to this report:

Financial/Budgetary Considerations:

During the 2021 preliminary budget deliberations Council approved extending the annual \$150K contribution to COJHS until the end of 2023, in accordance with the length of the MOU between the City and COJHS.

In addition, during the 2021 preliminary budget process Council approved an increase in annual funding to COJHS, in alignment with the MOU timeframe (ending 2023), in the amount of \$100K to address Journey Home Strategy implementation priority areas that exceeded the Society's capacity at that time. These included: Lived Experience and Youth programs, marketing and communications, and

performance management and reporting (Built for Zero data integration) to inform data driven decision making. The total annual contribution to 2023 is \$250,000.

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Existing Policy:

External Agency/Public Comments:

Communications Comments:

Submitted by:

Sue Wheeler, Active Living & Culture

Approved for inclusion: J. Gabriel, Divisional Director, Active Living & Culture

Attachments:

- Journey Home Strategy Mid-Point Review Report
- 05-09-22 COJHS Mid Strategy Review PPT



Journey Home Strategy Mid-Term Report April 27, 2022

Prepared for
City of Kelowna

Prepared by
Journey Home Society

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LIST OF ACRONYMS

AWH-K - A Way Home Kelowna
BFZ-C – Built for Zero Canada
BNL – By Name List
CAC – Community Advisory Council
CAC – Community Advisory Committee
CERT – Community Emergency Response Team
CIT – Community Inclusion Team
COJHS – Central Okanagan Journey Home Society
COF – Central Okanagan Foundation
COPAWS – Central Okanagan and Poverty Wellness Strategy
DC-CAB-H – Designated Community - Community Advisory Board on Homelessness
FNS – Family and Natural Supports
HIFIS – Homeless Individuals and Families Information System
HMIS – Homeless Management Information System
ICA – Indigenous Coordinated Access
I-CAB-H - Indigenous Community Advisory Board on Homelessness
KOaST – Kelowna Outreach and Support Table
LECoH – Lived Experience Circle on Homelessness
MoU – Memorandum of Understanding
MHSU – Mental Health and Substance Use
OATS – Opioid Agonist Treatment Services
OCAP – First Nations principles of data Ownership, Control, Access, and Possession
OKIB – Okanagan Indian Band
OPS – Overdose Prevention Site
PACT – Police and Crisis Team
PEOPLE – Peer Employment Opportunities for People with Lived Experience
PITC – Point in Time Count
PWLLE – People with Lived and Living Experience
TRC – Truth and Reconciliation Commission
WFN – West Bank First Nation
YAH – Youth Advocates for Housing
YAP – Youth Assessment and Prioritization Tool

EXECUTIVE SUMMARY

In 2018, the City of Kelowna led a community engagement process culminating in the Journey Home Strategy, to address homelessness using systems change, with the goal of reaching functional zero within five years. The Central Okanagan Journey Home Society (COJHS) was created to implement the Strategy, in partnership with the City of Kelowna. This report focuses on factors impacting change, milestone achievements and key future priorities.

FACTORS IMPACTING CHANGE

The COVID-19 pandemic both disrupted and accelerated homelessness reduction efforts, with requirements for service adaptations precipitating the need for sustained collective efforts and extra resources. In contrast, reaching functional zero homelessness is detrimentally impacted by the housing affordability emergency. This crisis is contributing to an exponential increase in households at risk of or experiencing homelessness, a net decrease in affordable housing supply and a supportive housing bottleneck, all of which are exacerbated by the widening gap between income and cost of living. In addition, community apathy and stigma towards people at risk of or experiencing homelessness adversely impacts advocacy efforts to increase all types of affordable housing and essential services.

MILESTONE ACHIEVEMENTS

The Journey Home Strategy's milestone achievements are grouped into six pillars: Innovation, Reconciliation, Lived Experience, Inclusion & Prevention, Backbone Coordination & Partnerships and Housing & Supports.

INNOVATION

Significant progress was achieved under the Innovation pillar. A By-Name List pilot and a Data Integration Roadmap laid the foundation for COJHS to begin planning for the rollout of a Homeless Management Information System (HMIS) in Kelowna. In addition, a supportive housing data modelling project was completed in March 2022.

RECONCILIATION

Moderate progress was reached under the Reconciliation pillar, with highlights including Indigenous peer navigators within organizations and the establishment of a self-governing Indigenous funding stream.

LIVED EXPERIENCE

Significant headway was accomplished under the Lived Experience pillar, with the Lived Experience Circle on Homelessness (LECoH) representing Lived and Living Experience voices at decision-making tables, and PEOPLE incorporating peers within service navigation staffing models.

INCLUSION AND PREVENTION

Moderate headway was achieved under the Inclusion & Prevention pillar, with success including inter-agency neighborhood engagements, the Healthy Housing Strategy, and the Youth Upstream Project. Healthy connections expanded, with the embedding of primary care, mental health and substance use services within shelter and supportive housing models.

BACKBONE COORDINATION & PARTNERSHIPS

Significant advancement was attained under the Backbone Coordination & Partnerships pillar. Key achievements included the Complex Needs Advocacy Paper, policy alignment between Coordinated Tables and a draft standardization of housing prioritization.

HOUSING & SUPPORTS

Moderate progress was reached under the Housing & Supports pillar, with highlights including 318 new units of supportive housing since 2018, one additional Assertive Community Treatment (ACT) team, 22 new adult treatment beds, 35 new units of youth supportive housing and 10 additional youth treatment beds.

KEY FUTURE PRIORITIES

To recalibrate the Journey Home Strategy, COJHS convened a Design Lab Series in March 2022, attended by 70 staff and people with lived experience from 30 agencies. The following ten key priorities incorporate the feedback from the Design Lab consultation:

1. Data-Driven Investments and Community-Wide Operations Management

By-Name list:

Implement a data collection and sharing process across all agencies within the homelessness and housing sector; create a comprehensive, by-name, real-time list of everyone experiencing homelessness in Kelowna; provide real-time data on the number of people experiencing homelessness; create a public-facing dashboard with aggregate data to inform and engage the public; predict the inflow and outflow; offer performance management tracking capabilities

Community-Wide Homelessness Management Information System (HMIS):

Introduce a Homeless Management Information System (HMIS) with full functionality; partner with all agencies from the homelessness and housing sector, establishing a community-wide HMIS to facilitate inter-agency case management and a one team approach to supporting clients; enhance system capacity to serve clients by identifying best practices and promoting logical inter-agency procedures; promote the ongoing system-wide implementation of new national modules such as diversion, outreach and prevention; implement community feedback to ensure HMIS reflects the evolving needs of local agencies and clients, including the creation of custom modules to fit the Kelowna context; streamline agencies' daily operations through HMIS driven efficiencies

2. Sustainable, Affordable & Diverse Housing Options

Expand housing with supports, including transitions; advocate for affordable market options; advocate for housing form and model, to address complex care housing needs; develop, at minimum, 516 new supportive housing units by 2026

3. Continuum of Integrated Supports

Create mechanisms that structure the coordination of supports; promote access to integrated mental health, substance use, primary care and housing supports; improve opportunities for life skills development and meaningful daily activities

4. System Navigation Hub

Implement a Navigation Hub, with access points for all homelessness and housing supports; support navigation processes with a population focus, guided by Lived Experience and Indigenous voices; build capacity for peer navigators

5. Youth Homelessness

Reconvene a Youth Planning Table and establish a Youth Advocates' group; expand the Upstream Project to additional schools and increase youth supports; advocate for youth housing projects, including for youth with high acuity needs

6. Housing-Focused Shelter Transformation

Support the operations of a shelter system, with shared principles and a standardized team of diversion specialists in shelters, outreach and peer-based services; develop diverse shelter options; increase the inclusion of multidisciplinary teams within staffing

7. Peer Navigators across all Service Models

Build agency capacity to embed peers in operations, including in leadership roles; expand Peer Navigation Program, within a standardized model, and work to secure sustainable funding

8. Indigenous Safe Spaces and Services

Led by Indigenous partners, honouring Indigenous culture and embracing Indigenous self-governance, propose to support - developing safe spaces, increasing representation in staffing, building capacity for cultural competency training, developing services and housing, healing and wellness services, and a harm reduction approach, centered around a 'by Indigenous peoples, for Indigenous peoples' approach

9. Regulatory Frameworks

Review Income Assistance levels; evaluate the impact of the Mental Health Act; streamline funder allocations, reporting and policies

10. Sector Capacity Building

Establish the Systems Leaders Table; increase the number and capacity of operator agencies; explore new ways to address labour shortages, including appropriate compensation and training requirements; introduce a standardized staff onboarding system along with ongoing training in best practices

Milestones	Key Performance Indicators	Targets
End Chronic and Episodic homelessness	<ul style="list-style-type: none"> Built for Zero (BFZ-C) scorecards Percentage of people who are visibly homeless connected to services Number of new Supportive Housing units 	<ul style="list-style-type: none"> By September 30th, 2023 reach veteran functional zero homelessness By December 31st, 2024 90% of people who are visibly homeless connected to services By December 31st, 2025 reach chronic functional zero homelessness Develop at least 516 new Supportive Housing units by 2026
Move Upstream to Prevent Homelessness	<ul style="list-style-type: none"> Standardized diversion implemented Percentage of households with immediate housing loss diverted from homelessness Percentage of people discharged into homelessness 	<ul style="list-style-type: none"> By December 31st, 2023 Implement standardized diversion By December 31st, 2024: 60% of households with immediate housing loss are diverted from homelessness. By December 31st, 2025 < 10% discharges into homelessness
Implement a Coordinated Access System approach to homelessness	<ul style="list-style-type: none"> Number of agencies submitting reliable data to COJHS for the By-Name List (BNL) Proportion of coordination tables using the BNL Percentage of agencies participating in HMIS Public facing dashboard Introduction of Coordinated Access for families 	<ul style="list-style-type: none"> By October 31st, 2022 90% of agencies submitting reliable data to COJHS for the By Name List By October 31st, 2022 100% of coordination tables using the By Name List By March 31st, 2023 90% of agencies participating in HMIS By December 31st 2023 Public facing dashboard developed and released By December 31st 2023 Introduce Coordinated Access for families

THE JOURNEY BEGINS

Led by the City of Kelowna, the Journey Home Strategy was developed in 2018, through extensive engagement and co-creation from people with Lived Experience, community stakeholders, government partners, and the wider public. The purpose of the Strategy was to develop a roadmap to ending, mitigating, and preventing the experience of homelessness in Kelowna. The Strategy evidenced an ambitious goal to reach functional zero homelessness within 5 years and included key recommendations and priorities for action.

Functional zero is a milestone that indicates a community, and its systems of support, have solved homelessness for a population. When functional zero is achieved and sustained, homelessness is rare, brief and non-recurring, for that population. COJHS has committed to reaching functional zero for people experiencing chronic homelessness by December 31st, 2025 and for veterans by September 30th, 2023. Functional zero for chronic homelessness is reached when the number of people experiencing chronic homelessness is zero, or if not zero, then either 3 or 0.1% of the total number of individuals experiencing homelessness, whichever is greater. Functional zero for veterans is reached when the number of veterans experiencing homelessness is less than or equal to the average number of monthly move-ins. Communities, like Kelowna, are successful in reaching functional zero when all the key agencies work as one team, using one coordinated access process, where people at risk of or experiencing homelessness are directed to key service access points, where their depth of need is assessed, and where they are then prioritized and matched to appropriate housing services.

The adoption of the Strategy prompted the creation of the Central Okanagan Journey Home Society, the backbone organization to lead the efforts to embed the Strategy recommendations across the homeless serving system locally. The role of the COJHS is to act as a convener, collaborator, coordinator, and systems shifting organization in the community; working with all stakeholders and levels of government to achieve progress on ending homelessness. COJHS works closely

in partnership with the City of Kelowna to effect systems change and leads several community projects in line with the key priorities of the Strategy. The City of Kelowna and COJHS have a formal Memorandum of Understanding to articulate their close partnership in meeting the goals of the Journey Home Strategy.

Over the past three years our community has worked together to implement many of the recommendations, and we have developed and embedded a vast number of innovative practices through systems change initiatives within the sector. This report serves to share our successes and key achievements to date and articulate the focus areas and priorities for the next two years of the community's Strategy.

Within the first few years of the mobilization of the Strategy, the landscape of poverty and homelessness has changed significantly in our community; what we know now has shifted from what we knew and predicted at the onset of the development of the Strategy. As with any community systems change effort, it is critical to distill key learnings and understand the influencing factors that both hinder and expedite our ability to effect progress. This report provides insight into these impacts, and recalibrates our compass based on the ever-changing lens of homelessness in Kelowna.

The report includes key impacts and influences that have shaped our work over the first few years, followed by progress on the 35 recommendations that are presented under each of the Strategy Pillars. Lastly, the report shares our future priorities for action and a summary of the data modelling project that was developed alongside the mid-point review process.

IMPACTS ALONG THE JOURNEY

COVID-19 PANDEMIC

The onset of the global COVID-19 pandemic in early 2020 greatly impacted service delivery and capacity and continues to influence our system level responses. This unprecedented event placed significant pressure on a sector already bursting at the seams. Throughout the past two years our system of service providers has had

to reduce services and capacity, during a time when homelessness continued to rise in Kelowna. Shelters were required to operate at lower numbers to enable adequate social distancing, isolation between staff and clients, and peers in housing, outreach services, and shelters grew out of necessity, and at times, we were faced with COVID outbreaks in service settings. The ongoing impact of COVID is still a reality for us, as we enter our third year of managing resources and capacity across the homeless serving system of care.

To manage growing capacity needs, there have been several unique projects underway for two years to serve those most vulnerable in Kelowna. A few of these include reframing the delivery of multiple outreach teams into a coordinated system of outreach; called the Outreach Circle. This has enabled a more effective use of staff from across the sector and ensured that those sheltering outdoors, due to lack of shelter spaces, have access to the emergency-based supports they require. There have also been several hotels secured to operate as additional shelter spaces for those who are immunocompromised and at higher health risk of COVID in shelter spaces. The opening of a Hygiene Centre with additional service offerings has become an invaluable resource to people experiencing homelessness in Kelowna and has served community members in accessing their basic needs and complimentary resources. In late 2021, the City of Kelowna, in partnership with several agencies, began a personal belongings storage program, which will expand to several additional sites in early 2022. This provides a much-needed resource for many people in our community who have no other means to protect what few assets and possessions they still have.

Throughout the past two years we have brought together stakeholders and partners through an ongoing Operators Table to ensure the system response to homelessness during COVID was effective and sustainable in mitigating health risks to the people we serve and preventing the collapse of the homeless serving sector. COJHS leads this table and supports partners through a 5-stream approach to planning. This work has brought community operators and partners together to create new ways of working collaboratively; and has witnessed a shift in our systems approach to addressing homelessness in Kelowna. To support this

community-wide approach, we have seen extensive engagement from local operators, all levels of government, and periphery partners. This includes the creation of a Pandemic Health Coordinator role within Interior Health Authority which has been a vital asset over the past two years in providing real-time guidance and support to agencies who serve people experiencing homelessness.

HOUSING AFFORDABILITY

In addition to the complexities COVID presented, the macro-economic lens in relation to housing affordability, stock, demand, and overall cost of living inflation has generated disturbing trends that impact our ability to reach functional zero without more targeted and timely investments.

The changing landscape of housing development, coupled with year-on-year population growth has been the biggest impact to housing needs and affordability in our city and region. Kelowna continues to attract diverse migration to the area due to its strong economy, and unique vibrancy surrounded by exquisite landscape. As the desire to live in one of the top-rated places in Canada increases, so does the demand for housing. In recent years, the market real estate has seen exponential spikes in house prices and house sales with recent statistics evidencing over market offers.

The desirability of relocation to the Okanagan on a national level has risen significantly, driven by an increase in remote working opportunities within many industries. Coupled with this, we have witnessed an increase in homelessness due to rising rentals prices, transitions of properties into Air B&B models, land development, and renovictions. Across our community, housing for low to middle income individuals, couples and families is becoming unattainable. Housing ownership for many is no longer an option with less than 1 in 10 households being able to afford home ownership, according to the City of Kelowna's 2021 Community Trends Report.

Limited land availability for development, coupled with an increase in demand, has created a strong economic playing field for property and landowners to sell their assets far above historical and current values. This has

resulted in many evictions into homelessness over the past two years, particularly for rentals that were historically at the lowest end of the market.

Housing affordability has pushed our community into a medium to high income rental hotspot, with housing options for low-income families and individuals, extremely limited. A person on a fixed income or benefits could not afford a market rental bedroom suite in Kelowna without additional rent supplements. In many cases there is still a gap between income with rent supplements, and affordable units for rent. Rent has increased by approximately 26% in the one-year period between October 2020 and 2021, according to the Community Trends Report published by the City of Kelowna. We know this trend is continuing and thousands of households are living in core housing and extreme core housing need.

In Kelowna there are more than 8,000 households in core and extreme core housing need: representing 47% of renters at risk of homelessness. Core Housing need reflects a significant risk of homelessness from a poverty lens and is determined when more than 30% of a household income is spent on housing. Extreme Core Housing need is when there is at least 50% of income spent to maintain housing. The Community Trends Report also evidences that the need for affordable housing will continue to increase in demand, while our local supply of permanent, safe and sustainable housing decreases year upon year.

The result of this affordability compression and the general financialization of the housing market has been an increase in homelessness and chronic homelessness since the initial development of the strategy. Chronic homelessness, as defined by Reaching Home: Canada's Homelessness Strategy Directives, is a homelessness experience that has lasted for at least 6 months (180 days) over the past year and/or has recurred over the past 3 years, with a cumulative duration of at least 18 months (546 days). Additionally, we recognize the estimation of homelessness in our community is not inclusive of "hidden homelessness". According to the State of Homelessness (2013) study, the average ratio of hidden homelessness to visible homelessness is 3:1.

COST OF LIVING IMPACTS

Homelessness is a by-product and the worst possible result in a series of traumatic events often entrenched in poverty. It is a symptom of a bigger root cause which sees citizens of all ages and walks of life, at some point without a home, having never been connected with the right resources before their lives fell through the cracks.

It is a longstanding reality that BC has significantly high child poverty rates with 1 in 5 children growing up in poverty, according to the 2021 First Call Report. This sad truth is reflected in the ongoing income to cost of living gap we witness in the region and Kelowna. The overall cost of living for families and individuals has risen over the past few years and the impact is being felt across the homeless serving and emergency response agencies within the sector. In Kelowna, there has been a year-over-year increase in individuals and families accessing the Food Bank. The choice between paying rent and buying food has been a difficult aspect of many people's lives. Canada's Food Price Report 2022 (12th Edition) indicates that overall food costs have risen significantly over the past few years, and the cost in B.C. is higher than the Canadian average; with prices expected to increase again in 2022 between 5%-7%.

In addition to the growing price of food, transportation, and other household essentials, the impact of COVID across our community resulted in many temporary and permanent job losses for individuals and families. These losses occurred in many low paying industry roles across the hospitality and retail sectors, as well as front end roles in business settings. These jobs in many instances did not pay an adequate wage for the cost of living locally. The Living Wage determination of \$18.49/hour for Kelowna simply does not reflect the reality of the growing cost of housing and essentials like transportation and food; and most non-professional roles do not reflect a true Living Wage. Unless addressed, this will continue to drive more individuals and families into homelessness; and will continue to result in many businesses not being able to fill vacancies across businesses and industries.

COMMUNITY APATHY

The broader community plays a pivotal part in ending homelessness through the recognition that NIMBYism (not in my back yard) impacts the system's ability to develop and deliver essential services and supports such as shelter and housing. Kelowna has experienced strong resistance to new housing and services coming online since the development of the Strategy, and at times this has impeded progress and the sector's ability to meet the needs of those most vulnerable in our community. This learning curve has been recognized by stakeholders working to end homelessness and has resulted in a shift in how we consider community in the efforts to enhance housing and shelters across the city.

While we have a long way to go in enhancing the overall acceptance and support of new developments, much intentional work has been done to mitigate concerns and dispel myths related to new housing and other services as they have emerged. The establishment and ongoing efforts of the Community Inclusion Team has been critical to creating better conditions for success in embedding supportive housing into the community, and in addressing stigma around homelessness. Much of the prevalent concerns across the broader community come from the belief that people experiencing homelessness are all substance users and/or suffer from significant mental health needs that create a risk to others.

It is critically important to note, when understanding the intersectionality between homelessness, mental health, and substance use, the reality is that most people who experience mental health needs and/or substance use needs, will never become homeless. In Canada, it is estimated that 50% of Canadians will experience mental illness by the age of 40. One in five people will experience mental illness in any given year in Canada, which is a conservative number based on the stigma that still exists in identifying mental health needs.

In terms of substance use, it is often the misconceptions surrounding the opioid crisis and toxic drugs that are tied to homelessness. We know that year upon year, our province's drug crisis worsens and in 2021, we experienced the greatest loss of life through toxic drug

overdoses that BC has on record. We also know through the BC Coroners Report that most of these losses happened in private and other forms of residences. Statistics surrounding the overdose crisis continue to evidence that most people using opioids and other hard drugs are not homeless. In fact, most of these individuals are also employed.

While a number of people experience negative mental health and others may struggle with substance use during their experience of homelessness, this does not represent all people experiencing homelessness. Everyone has their unique journey, which is often layered with trauma and poverty, coupled with being unable to access adequate supports to prevent homelessness when their crises occurred. This still, however, remains one of our biggest misconceptions in Kelowna, and we have taken intentional steps to have meaningful open dialogue to mitigate these challenges and myths.

The next section of this report reflects our journey to date and the collective achievements that have happened across our community to end homelessness. It articulates the milestone achievements and recognizes the contributing partners in this work.

MILESTONE ACHIEVEMENTS ALONG THE JOURNEY

COMMUNITY DESIGN LAB SERIES

In developing this report, we sought input and insights from a broad range of community agencies, stakeholders, funders, and levels of government related to highlighting our achievements and in identifying our future priorities. The Central Okanagan Journey Home Society hosted a Design Lab series across 3 days in early

March, which provided rich discussions on our community progress to date and the areas we most need to focus on to drive the Strategy forward in the coming years. This event was attended by over 70 participants comprising of representatives from the following organizations:



Hope After Dope Society



The Central Okanagan United Church

KANDU
Kelowna Area Network of
Drug Users





Forensic Psychiatric
Services



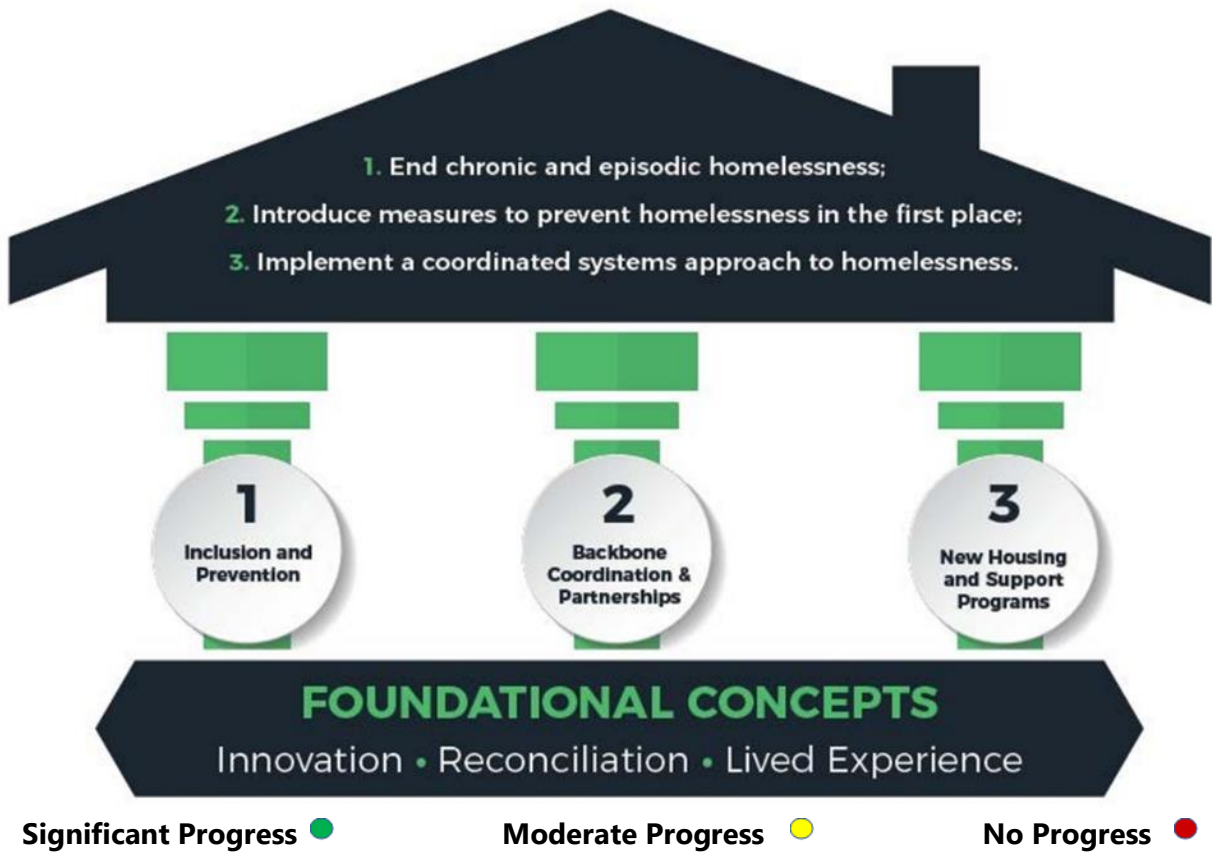
Ki-Low-Na Friendship
Society



Kelowna Interfaith
Collective



FOUNDATIONAL CONCEPTS ACHIEVEMENTS



Throughout the first three years of the implementation of the Strategy there have been significant achievements regarding the 35 recommendations. The table below highlights the Strategy actions and key milestones achieved over the past few years. The

introduction for each pillar includes a color reference which indicates where we believe our efforts are trending in terms of the overall work that each action entails based on the Strategy targets.

INNOVATION ●

DATA FOR DECISION-MAKING

Data plays a pivotal role in achieving our future targets, both through ensuring a person-centered lens in service delivery, and in guiding how investments should be made to reduce and prevent homelessness across the system.

Historically, data that paints a picture of who is experiencing homelessness, and the inflow/outflow of homelessness has been scarce and fragmented in our community. Without comprehensive data that is

representative of the homelessness population, we cannot adequately predict the need for housing and homelessness response services, nor can we measure our progress and impact on a systems level.

Over the past number of months, the City of Kelowna and COJHS have partnered with consultants to develop a data modelling tool to help inform projected supportive housing numbers required across our community. This project has evidenced the complex nature of harnessing quality data across the system; and

developing a predictive model that considers unique local housing affordability trends.

To inform the development of the model, we utilized data on the number of people currently experiencing homelessness which is derived from data sources such as the PiT Count and the HIFIS database used by BC Housing. For the purpose of developing a model, different data sources are more or less reliable and valid at counting segments of the homeless population, but each come with their own weaknesses.

Fundamentally, the universe of people experiencing homelessness – meaning everyone who is experiencing homelessness – is never fully determined by any one currently available data source. Some people will seek out services and may be registered in a database and thereby *become visible*– but many others may remain among the hidden homeless. Of those who consent for their information to be recorded (i.e., in HIFIS or on a By-name List) only a subset would be imminently houseable – meaning they would meet any eligibility requirements and are available and have completed any essential paperwork.

As such, static data sources cannot identify the number of people ready to be housed in this moment. Until this gap can be closed by a By-Name list approach, embedded in a community-wide Coordinated Access process, our models have to consider known limitations of static available data sources to the best of our abilities. While our efforts could not glean a perfect picture of future needs, we were able to establish a range of supportive housing needs based on available information, utilizing some qualitative considerations. A copy of the report is included as an addendum to this Report.

As we reflect on the work ahead, we are confident that our ability to measure impact and develop a clear understanding of housing needs in future will be embedded across the community. COJHS has worked tirelessly over the past few years to develop solid mechanisms for data, navigating the complexity of

information sharing challenges, and fragmentation of the system. We are thrilled to be working to embed a framework for system-wide data, to include a By-Name List and a Homelessness Management Information System (HMIS), to roll out in 2022/2023. Based on federal directives and national best practices, this framework will provide us with the information necessary to inform housing and shelter needs, and to predict future needs based on real-time data and trends. We will also be able to determine the need for supports along the spectrum from prevention and diversion to emergency responses, through to housing. On a client level, operators will be able to offer integrated inter-agency case management as well as reduce duplication, while ensuring that we bridge the gaps for those we serve.

In the homelessness context, diversion strategies and practices are defined as assistance to resolve a person's immediate housing crisis by supporting their access to alternatives to shelter and unsheltered homelessness. Diversion occurs when a person requests emergency services, such as entry into a shelter, a drop-in or through outreach (Shelter Diversion in HIFIS 4, ACRE Consulting, April 2021). Standardized diversion is defined as the process whereby staff from different agencies use one inter-agency case management information system to record diversion assistance.

It is vital to the success of data integration, data sharing and data reporting to have alignment and support of broader influences. There are many government levels and partners who fund homelessness efforts in our community and collective buy-in and investment for data collection and sharing is critical to success in understanding and addressing homelessness in Kelowna. This includes the ability to streamline reporting requirements and methods to ensure that agencies do not need to complete several reports in varying formats to report on funding and impact. Alignment between funders and outcomes reporting is an ideal to work towards.

Innovation Actions	Key Achievements
<p>Partner with technology sector to develop solutions for information management, access, and data analysis.</p>	<ul style="list-style-type: none"> • Partnered with City to develop a data integration roadmap. • Kelowna is a Built for Zero Canada community; utilizing data tools and methodologies proven to measure and drive reductions in homelessness. • By-Name List piloted in 2020; and will roll out across community in 2022 under the Reaching Home federal partnership. • COJHS in partnership with Reaching Home (Central Okanagan Foundation) to develop and implement the Homelessness Management Information System (HMIS) in Kelowna. This will replace the previous Point in Time counts conducted every two years. • COJHS hired a Data Scientist with a business background, under the role of Data Specialist in October, 2021. • Data modelling project in partnership with the City of Kelowna conducted in late 2021/early 2022.
<p>Develop a Research Agenda in partnership with research community to support the Journey Home Strategy.</p>	<ul style="list-style-type: none"> • Kelowna Homelessness Research Collaborative was established in 2019 and represents the first research partnership between the Okanagan College and UBCO. <p>Current and past key initiatives include:</p> <ul style="list-style-type: none"> ○ Organizational Changes to Address Homelessness: Lessons Learned from 3 Mid-sized Canadian Cities. ○ The Impact of COVID-19 on Youth Homelessness & Service Provision. ○ Creating Allyship in Research. ○ Examining the effectiveness of integrated housing, mental health and addiction service models for youth experiencing homelessness. ○ Response to COVID-19 in Kelowna's Homelessness Sector: A Brief Survey of Successes and Challenges. ○ Homelessness Research in Kelowna: Journey Home Research Cluster. ○ Addressing Homelessness in Kelowna: Establishing Participatory Action Research Priorities. ○ COVID-19 and the Homelessness Support Sector: Perspectives on a Small Community's Early Response to a Public Health Crisis. ○ The impact of the Lived Experience Circle on Homelessness (LECoH) on decision-making since 2018 (in progress).

<p>Secure innovative funding strategies to support housing development. This includes Lived Experience social enterprise incubation support.</p>	<ul style="list-style-type: none"> • PEOPLE Lived Experience Society was founded in 2019 as a local non-profit focussed on the training and employment of people with Lived Experience of homelessness and/or substance use. They support many initiatives across the sector and connect people with employment in broader community industries. • Significant investment was mobilized since the start of the strategy to develop 318 units of supportive housing. • Throughout 2020 and 2021, a significant investment of \$2,640,332.00 materialized, thanks to Reaching Home federal partnerships, to address the COVID response for homelessness and housing services.
<p>Support innovative solutions to address criminalization of homelessness, such as a Community Court.</p>	<ul style="list-style-type: none"> • The Community Court model was approved, but then stalled due to COVID; implementation is currently moving forward. • RCMP pilot project engaged a social worker to support people in cells and is exploring bringing a nursing practitioner on board. • PACT team in place since 2017; partnership between Interior Health and the RCMP for mobile access to services for people experiencing a mental health crisis.

RECONCILIATION

A community-wide commitment to Truth and Reconciliation was embedded into the Journey Home Strategy as a foundational concept to ensure that Indigenous voices and an understanding of an Indigenous worldview were at the forefront of shaping the work to end homelessness. Our community has taken some steps but has much still to learn and change in relation to the underpinning of colonialism and systemic racism that the homeless serving system was designed upon. It is the foundational concept we have made the least progress on in our community since the start of the Strategy, and where we must foster authentic change and growth.

In doing so, it is critical to understand how the historical development of services and systems reflects material and psychological barriers for Indigenous peoples accessing services and housing in our community. Solutions must be driven by an understanding of the prevalence of systemic racism and poverty as well as the over representation of Indigenous peoples in the justice and child welfare systems.

According to the 2020 Point in Time (PIT) Count, 21% of people experiencing homelessness in Kelowna are Indigenous; representing 51 Nations across Canada and the U.S.A. This diverse representation of displaced Indigenous peoples is often not considered in the development of housing and supports locally. Displacement is deeply connected to trauma and in our work to end homelessness we must recognize all forms of Indigenous displacement; mental, emotional, physical, and spiritual. Our community has lacked the commitment to consider the framework of Indigenous homelessness in its respective planning, resulting in unmet needs and a growing distrust of systems by Indigenous peoples.

This is often coupled with the tendency to apply a broad stroke of Indigeneity, instead of recognizing the unique identities of First Nation, Metis, and Inuit communities and nations; and the depth and breadth of cultures within. Many Indigenous peoples experiencing homelessness distrust organizations who are not culturally informed, and this creates a significant barrier

in meeting people where they are at. Our work going forward across community needs to include strong immersion in cultural training and education, and a willingness to reshape the work that we do across community organizations.

There must also be an inclusive presence of Indigenous peoples at all levels of organizations and decision-making tables, and an actionable commitment to truth and healing. This will increase the authenticity in service provision and reduce unmet needs for Indigenous peoples. Many Indigenous peoples do not feel safe in seeking help and supports and more work should be done to create safe spaces for Indigenous peoples accessing services. This includes the embedding of

Indigenous peers to help advocate with and on behalf of Indigenous peoples seeking services, integrating Elders and Knowledge Keepers into staffing models and holding space for healing, wellness and ceremony. Additionally, Indigenous housing and supports need to be prioritized for development locally, absent from traditional system prioritization tools.

The following table articulates some of the key achievements in our work to embed Truth and Reconciliation in the community-wide efforts to end homelessness in Kelowna. Later in this report, we highlight the depth of work and milestones that will be prioritized in the coming months and years as our community works to decolonize the system.

Reconciliation Actions	Key Achievements
Recognize accountability for Truth & Reconciliation Commission Calls to Action in that Indigenous Homelessness is an ongoing form of colonialism.	<ul style="list-style-type: none"> • Training has taken place across some organizations in the sector and community on decolonizing addiction and Indigenous harm reduction. • Peer Navigation Capacity Building pilot project focused on embedding Indigenous Peer Navigators in 3 organizations. • Some organizations are undertaking a review of practices and policies to decolonize their ways of working and embed an Indigenous lens in their organization’s practices. • Significant commitment from RCMP to work to decolonize their practices and develop a deeper understanding of TRC’s Calls to Action as it relates to their work and interfacing with people experiencing homelessness, working with LECoH.
Invite Indigenous leaders to participate in Journey Home Strategy governance.	<ul style="list-style-type: none"> • Indigenous Community Advisory Board on Homelessness (ICAB-H) was established in 2021 to oversee the federal Reaching Home investments in line with the community homelessness strategy. • There is an Indigenous representative seat on the COJHS Board and Indigenous representatives as part of the LECoH membership.
Engage Indigenous community members in the work to imbed a cultural lens in supportive services and housing.	<ul style="list-style-type: none"> • Application to Health Canada pending for funding to pilot an Indigenous Peer-led harm reduction project aimed at leveraging systems change.

- There is a 4-month project being launched to develop an Indigenous Coordinated Access stream, funded by Reaching Home. The goal is to develop a decolonized framework, the scope of which will be determined by an Indigenous Committee. Once completed, the Indigenous Coordinated Access model will be embedded into the broader coordinated access processes already in existence in the community.
- A LECoh member is working with a national project group, PATHS, to develop an Indigenous assessment tool.
- COJHS will complete OCAP (Ownership, Control, Access Possession) certification by May 2022 as part of its Data Sharing Project. The First Nations principles of OCAP® establish how First Nations' data and information will be collected, protected, used, and shared.

LIVED EXPERIENCE ●

Ensuring a Lived Experience voice is embedded in the decisions that shape our work to end homelessness was a core value in the development of the Strategy. All too often the stories, expertise and insights of people who have walked the journey of poverty and homelessness have been missed in developing past solutions. The Strategy placed the voice of Lived and Living Experience at the forefront of its values and over the past few years, these voices have been embedded across the sector to ensure planning and decisions are made in line with the expertise provided by people with Lived and Living Experience (PWLLE).

Across our sector, the voices are shared by members of LECoh and the many peer supports we have embedded in agency work. The formalizing of LECoh and the development of peer programs and PEOPLE Employment Services has had profound impacts in how our community delivers services and considers the decisions that affect people. The Peer Navigation pilot project has been instrumental in shaping service navigation and the sector has a strong desire to see this model embedded across all services. The Peer Employment Circle has also proven to be a valuable networking opportunity to share and enhance practices relating to employing peers. It is critical that these programs and supports continue to expand and sustain in the future.

In the early years of the Strategy, the development of the Youth Advocates for Housing (YAH) group was an important evolution in including the unique experience of youth homelessness from the perspective of youth with Lived Experience. The discontinuation of this group is a current critical gap in our community that needs addressing.

The table below illustrates many of the key achievements related to the Lived Experience framework of the Strategy. There are also several additional recommendations for future action captured later in this report that serve to ensure this foundational concept remains at the forefront of our work.

Lived Experience Actions	Key Achievements
Support Lived/Living Experience Circle (LECoH)/Youth Advocates and formalize role with Journey Home Society.	<ul style="list-style-type: none"> • LECoH has been supported and funded by COJHS since 2019 and has developed its core membership and terms of reference. LECoH members are involved in many system-wide projects and advisory tables. They prioritize members of Indigenous communities in their membership. Their voices serve to humanize those experiencing homelessness in Kelowna. • The Youth Advocates for Housing group launched separately to COJHS, under the A Way Home Kelowna umbrella but was dissolved in 2020.
Embed population focus in strategy implementation; Indigenous, youth, women, families, newcomers, LGBTQ2S+, seniors, men.	<ul style="list-style-type: none"> • Alignment between the A Way Home Kelowna Youth Strategy and the Journey Home Strategy. • A focus on veteran homelessness has been established and we are part of the Veteran Cohort with Built for Zero-Canada. • Establishment of the Indigenous CAB-H table. • Pilot project to develop an Indigenous Coordinated Access stream began in 2022.
Introduce peer support models, including peer outreach.	<ul style="list-style-type: none"> • A 3-year partnership with Health Canada commenced in 2020 to pilot and embed Peer Navigators across community agencies that interface with people experiencing homelessness; to provide referral, system navigation and substance use supports. • A Peer Employment Circle was established in 2021 to connect agencies that deliver peer-based programs and employ peers to enhance collaboration and best practices. • PEOPLE Lived Experience Society began a contract with the City of Kelowna to operate the PEOPLE'S Connect project at the Queensway Washrooms; providing peer supports and referrals at the Kiosk location. • One agency is employing peers for concierge services in their shelter. • A peer-based harm reduction program, Rig Dig, was launched to address neighbourhood needle debris and stigma. • LECoH began an outreach program in 2020 to connect with people accessing services across the system to gain insight and recommendations for improvement based on Living Experience feedback.

INCLUSION & PREVENTION ●

ADDRESSING STIGMA

The Lived Experience Circle on Homelessness (LECoH) identified the need to address stigma around homelessness in 2017 when the Journey Home Strategy was being developed. Stigma plays a significant role in

perpetuating homelessness. On an individual level it is a form of victim blaming and shaming that has negative consequences for people experiencing homelessness. It often leads to people not being able to access the

supports and services they need to change their situation. As a sector of collaborative stakeholders, we have developed stronger mechanisms to engage community members along the journey to create more services and infrastructure to meet our goal of ending homelessness. This engagement includes Community Advisory Councils (CAC's) in neighbourhoods where Supportive Housing is developed, and neighbourhood engagement with residents and businesses where emergency services are being developed, including shelters. Additionally, there has been an ongoing effort to meet with neighbourhood associations and the community at large to explore mutual concerns and to create channels of communication that mitigate barriers to achieving the goals of the Strategy.

In 2020 we also formed a Community Inclusion Team, co-chaired by COJHS and the City of Kelowna to develop strategies to enhance the circumstances of acceptance of supportive housing in Kelowna. This team is comprised of housing operators, RCMP, Bylaw, Interior Health Authority, BC Housing, LECOH, City of Kelowna and COJHS. Many initiatives to address stigma and enhance community acceptance have been born from this collective, including an Innovative Engagement Project that is now underway.

In 2021 we began additional work to create anti-stigma campaigns and in 2022 we will be launching several projects to address stigma across community while we

continue to bridge the gap in understanding the causes of homelessness and aim to reduce apathy and exclusionary views in the broader community.

ENHANCING HEALTHY CONNECTIONS

Much evolution has occurred in establishing connections for people experiencing homelessness in Kelowna, as shared in the table below. These services and supports serve to meet the needs of people in crisis in our community and provide pathways to navigate them out of homelessness. While we celebrate our current achievements, we recognize the need to continue moving upstream and develop more solutions to prevent homelessness, while enhancing our response to those already entrenched. Some of our key critical areas for future work include increasing access to Mental Health services that are not merely crisis based and provide consistent (same staff) counselling, addressing the extensive waitlists for youth to access housing and mental health/substance supports, and working with families to prevent breakdown and navigate at-risk issues.

Our future work needs to focus on the root causes of homelessness, such as poverty, not just managing the symptoms. Journey Home is participating in the Leadership Table that is guiding the development of a regional strategy to address poverty.

Inclusion & Prevention Actions	Key Achievements
Launch a public awareness campaign with LECOH to address stigma.	<ul style="list-style-type: none"> The Community Inclusion Team (CIT) was formed to take an interagency approach to enhancing the conditions of community acceptance to supportive housing. Standardized Community Advisory Committees (CAC) Terms of Reference are in place, with the requirement for all BC Housing supportive housing sites to have a CAC in place; all of which report success in dispelling myths and concerns from residents and businesses. The Us & Them Film Festival was held across 26 community venues in 2019, attracting over 800 attendees.

	<ul style="list-style-type: none"> • An anti-stigma campaign was launched in 2021 and will continue into 2022 to address stigma in Kelowna. This framework is being developed in consultation with LECOH. • The Community Inclusion Team, including a LECOH representative, launched an Innovative Engagement pilot project to develop anti-stigma messaging in partnership with Lived Experience and public content creators in 2021. • There are continuous media releases between the City and COJHS, and an ongoing podcast about homelessness in Kelowna. • The Homelessness Simulator project was launched through LECOH.
Develop accessible resource guides with LECOH for those at risk/experiencing homelessness can access the right help fast.	<ul style="list-style-type: none"> • The Downtown Outdoor Sheltering Guide was developed as a result of LECOH identifying the need for a specific navigation resource for people experiencing homelessness. This is regularly updated and distributed by the City. • App-based solutions were explored including a pilot project with HelpSeeker, which was discontinued, due to a lack of user-friendliness. • COJHS distributes a Weekly Rental Vacancy List, produced in partnership with 4 agencies. • COJHS is exploring a help phone model in 2022 to support diversion and system navigation for people at risk of or experiencing homelessness.
Encourage City policy shifts to promote affordable housing across neighbourhoods through bylaw changes, zoning, grants.	<ul style="list-style-type: none"> • The Community Emergency Shelter Plan that is in development in partnership with the City, and in consultation with community stakeholders, identifies key considerations for shelter location criteria. • The City developed and launched their Healthy Housing Strategy in 2018 in alignment with the Journey Home strategy.
Work with key Provincial ministries to enhance positive housing transitions including discharge/transition protocols.	<ul style="list-style-type: none"> • Initial work has commenced with COJHS to explore avoidable discharges into homelessness. An application was submitted for funding but was declined. This is still to be mobilized.
Partner with School District to launch Youth Upstream pilot in to identify/support youth at risk of becoming homeless.	<ul style="list-style-type: none"> • The Youth Upstream Project began in 2021 with two middle schools. The project has resulted in 47 youth/families being referred to supports, 32% of whom had not previously connected to any support services.

<p>Enhance healthy connection opportunities for those at-risk, experiencing, or exiting homelessness to thrive in community.</p>	<ul style="list-style-type: none"> • A one-stop community hub model was developed in 2020 but was put on hold due to COVID. • PEOPLE's Connect was established in 2021 to provide access to washrooms for those sheltering outdoors, and referral and navigation supports to people experiencing homelessness. • A Hygiene Centre with drop-in services and supports was launched in 2020. • A 3-year Peer Navigation project was launched in 2021 across community agencies and venues to provide direct navigation supports and referrals. • Interior Health have embedded primary care and MHSU supports in several shelter models and a supportive housing project. • A Shelter Diversion Capacity Building project launched in 2022 across shelter, outreach and peer-based agencies to support shelter diversion. • Water Stations were established in public areas to ensure access to basic needs year-around. • A Personal Belongings Storage program launched in 2021 across 4 sites for people experiencing homelessness. • The Youth Coordinated Access and Adult Coordinated Access table began aligning their assessment tools and processes to enable smoother transition of clients between systems. • OATS program to support substance users. Access to medical treatment for opioid use increased, with the expansion of the OATS program from 2019 onwards.
<p>Link with municipal, regional and provincial strategies to ensure aligned and support integrated approaches.</p>	<ul style="list-style-type: none"> • The community work is aligned with the BC Poverty Strategy, and a regional strategy is being developed to address poverty in the Okanagan called COPAWS. • The Journey Home strategy is aligned with the BC Homelessness Plan and federal Reaching Home directives on ending homelessness. • Kelowna is a Designated Community and as such receives contribution funding under the Federal Reaching Home Homelessness Strategy. • We are one of two communities in BC to form part of the Built for Zero Canada movement. • The Journey Home strategy is aligned to the municipal Healthy Housing Strategy. • The City of Kelowna and COJHS work closely on advocacy work to inform provincial partners of the needs locally; and have formed strong partnerships with BC Housing and Interior Health.

Launch prevention programs to support at risk individuals to maintain housing, target those at highest imminent risk.

- There is a strong youth diversion lens in our community. Since 2017 there have been 201 youth diverted from homelessness.
- Launch of the Central Okanagan Rent Bank.

BACKBONE COORDINATION & PARTNERSHIPS ●

CREATING A SYSTEMS APPROACH

Historically, the efforts to end homelessness comprised of multiple agencies working in silos, with operators focused on addressing social crisis as it relates to their mandates. Like many industries, operators functioned with an internal lens as businesses who are traditionally in competition with each other for access to limited resources. The concept of the Homeless Serving Sector was developed in response to the silos between all levels of government, ministries, and the multiple agencies that were doing the work. The idea of a broad Homeless Serving Sector was coined to create the foundation to develop a systems approach to addressing homelessness. This is because there is not one level of government or organization that has the overall mandate to convene the sector. The Journey Home Strategy recommended the development of a backbone organization to take this role, hence the Central Okanagan Journey Home Society was created.

Shifting to a systems lens requires significant trust and collaboration from all stakeholders and a willingness to shift organizational resources to be utilized as collective resources in planning how delivery of supports is carried out. Our community has made vast efforts in the past few years to shift to a systems lens, and to coordinate its efforts and resources with the viewpoint that a person experiencing homelessness is a client of the system, not individual organizations. This has been a pivotal evolution in mindset and practice and has resulted in many shifts to system thinking and sector initiatives born from the adoption of a systems lens. Kelowna is far more advanced around coordination and collaboration than many communities.

A few key initiatives include the Outreach Circle, the Coordinated Shelter Table, the Interfaith Steering Circle

and Collective, the COVID Response Operators' Table, the Community Inclusion Team, the Complex Needs Advocacy Paper, the Community Emergency Shelter Plan (in development), BC Housing and Interior Health's blended service models, the Peer Navigation Capacity Building project, and the Shelter Diversion Capacity Building project.

As we continue to harness our collective insights, expertise, and resource collateral, we evidence progress in embedding a systems approach to addressing homelessness that will serve us well in future efforts.

There still exists structural and systemic barriers to deepen coordination efforts including funding, both as a scarce resource and as competition, as well as reporting requirements across levels of government that result from interjurisdictional barriers. We will continue to work to address these in the coming years. There is a strong desire locally to enhance our partnership work across the sector and to continue to grow this through new services and initiatives.

GOVERNANCE STRUCTURE

There are a few organizations, working groups and committees embedded across the system. The efforts and responsibility to end homelessness are reflected across many stakeholder partners and bodies, with COJHS at the helm of leading the implementation of the Journey Home Strategy. As a backbone organization, we work to convene stakeholders and broader partners to rethink and redesign the system. We recognize that within the system, there are other organizations and groups leading facets of work that ultimately help us

reach our goal of functional zero in Kelowna. To work in sync, it is critical to have a governance structure that articulates the intersections of the key players invested in ending homelessness. Through our work with Built for Zero – Canada, we have developed a draft Governance

Structure for our community that paints a picture of the key organizations and groups invested in this work at a systems level. This draft will be finalized and shared in Spring 2022.

Backbone Coordination & Partnership Actions	Key Achievements
Coordinate a Funders' Table to maximize the impact of diverse investments from a range of sectors in support of the Strategy.	<ul style="list-style-type: none"> • The Interfaith Steering Circle was established in 2021; following on from design labs held in 2019 and 2021. Using a faith contribution lens, this group is exploring a focus for their system solutions. • The Complex Needs Advocacy work took a regional approach to the development of recommendations and investment needs for complex needs housing. • Interior Health and BC Housing have piloted a supportive living project with blended investment of staffing and resources. • City of Kelowna provided contributions of \$150,000 in 2019/20 which were increased to \$250,000 for 2020-2023 to help leverage local efforts. • Reaching Home Coordinated Access funding was provided to COJHS for 2021-2023.
Rollout a Backbone Organization solely dedicated to implementing Journey Home Strategy to build capacity/lead systems planning.	<ul style="list-style-type: none"> • The Central Okanagan Journey Home Society (COJHS) was founded as a non-profit in 2018. An MOU with the City of Kelowna was established in 2021, defining roles, commitments, and embedding progress measurements. • The Society Board has representative seats for LECOH, A Way Home-Kelowna, and Indigenous members. • Systems Mapping work was conducted in 2019/20; painting the picture of the spectrum of supports across the system. • COJHS serves as the system convener, coordinator and incubator of change initiatives in the community.
Formalize Backbone Organization relationships, including with AWH-Kelowna to ensure ongoing focus on Youth Strategy.	<ul style="list-style-type: none"> • AWH-K representative seat on COJHS Board and Executive Director of COJHS sits on AWH-K steering committee. *Note that AWH-K is no longer operational.

<p>Support Coordinated Access & Assessment to ensure consistency in matching clients' needs/choices to access services across the homeless-serving system, regardless of funding sources.</p>	<ul style="list-style-type: none"> • The Youth Assessment and Prioritization tool (YAP) is in use. • The Youth Coordinated Access and BC Housing Coordinated Access tables have developed policies and procedures to reflect their close working relationship and have respective representatives at each table. • COJHS supported the commencement of the Supportive Housing Working Group, led by BC Housing. This group has developed key policies and practices around prioritization, referrals and assessment to ensure improved equity and transparency regarding access decisions to supportive housing. • A Coordinated Access to Shelter table was established in 2021 to enhance collaboration between shelter providers, and to ensure equity for those accessing shelters across the system. • A Coordinated Outreach Circle was established in 2021 to maximize the outreach staffing resources across the community and to ensure the needs of people utilizing outreach supports could be met throughout COVID. This includes coordinated scheduling between agencies. • COJHS conducted a By-Name List proof of concept in 2020; and has engaged in a data roadmap project in partnership with the City. • COJHS is developing the necessary privacy documents for the roll out of a comprehensive, quality, real-time By-Name List in 2022. This includes a Privacy Impact Assessment, Information Sharing Agreement, and Consent forms and policies. • COJHS entered into partnership with Reaching Home through the Central Okanagan Foundation in 2021 to launch federal Coordinated Access and the Homelessness Management Information System (HMIS) in Kelowna. This will launch across 2022 and will address the need for a one-system approach to referral, prioritization and matching of clients across the system; and provide real-time data for planning and reporting on community level outcomes.
<p>Support the creation of an Okanagan Regional Partnership Table to coordinate regional responses to homelessness.</p>	<ul style="list-style-type: none"> • Kelowna became part of Built for Zero Canada in 2019. • The Complex Needs advocacy work was created from a regional lens in 2021. • System streams of services have created coordinated tables of practice including shelters, outreach and housing. • The Central Okanagan Poverty and Wellness Strategy (COPAWS) project team was established in 2021, taking a regional, interdisciplinary approach.

<p>Work with the BC10 Community Entities to support a provincial agenda with Housing First & system planning approach.</p>	<ul style="list-style-type: none"> • The Central Okanagan Foundation, in its role as the Community Entity for Kelowna, manages the federal Reaching Home Strategy funds and undertakes ongoing work with the BC17 Community Entities. In 2021, COJHS joined the BC17 Planners' Table to inform local and provincial data framework initiatives. • The COJHS and Reaching Home (Central Okanagan Foundation) formed a partnership in 2021 to support the roll out of a system level coordinated access framework including a Homeless Management Information System (HMIS). • The COJHS' Executive Director and a LECOH member are part of the Designated Community CAB-H Table, the governing body which facilitates the delivery of federal Reaching Home funds.
<p>Participate at regional, provincial, national level to share/learn best practices/champion preventing/ending homelessness.</p>	<ul style="list-style-type: none"> • Kelowna is one of only two BC communities that are a part of Built for Zero Canada. This national partnership aligns data and other measurement tools, including the By-Name List, to drive reductions in homelessness across communities. COJHS is the lead organization in Kelowna for BFZ-C efforts. • COJHS has several strategic relationships and partnerships across Canada where we share best practices from our local efforts and learn from other communities who are mobilizing innovative projects and practices. • The Complex Needs Advocacy Paper had a regional lens embedded into the project, including the City of Kelowna, City of West Kelowna, City of Vernon, District of Lake Country, and Okanagan Indian Band. • The City is leading provincial conversations around the need for complex needs supportive housing through the Urban Mayors' Caucus. • Kelowna is part of the BC17 Community Entities network, where common issues are shared. • COJHS and the City have met with several other communities in BC and across Canada who are exploring similar work in ending homelessness; and requested guidance and a deeper understanding of our framework and/or projects. • COJHS and LECOH presented at the Canadian Alliance to End Homelessness national conference in 2019 and 2021. • COJHS is a part of the Central Okanagan Poverty and Wellness Strategy leadership committee. • Community partners, in collaboration with COJHS, will be launching Shelter Diversion capacity building in 2022, including training and engagement from national partners.

	<ul style="list-style-type: none"> COJHS is working with the BC’s Office of the Human Rights Commissioner in 2022 to develop and deliver rights-based training curriculum around the BC Human Rights Code and its application to housing. The office is further exploring the possible future inclusion of social condition (poverty) in the Code.
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HOUSING & SUPPORTS ●

Our work to increase supportive housing options in Kelowna has been one of our community’s greatest achievements under this pillar. Much work is still to be done to increase housing units through a scattered site model, including Rapid Rehousing and Intensive Case Management programs as supportive housing is not an effective model for everyone. Going forward there will also be a stronger effort to work with landlords and private partners with land assets to increase affordable housing options in Kelowna.

We have also worked to increase shelter capacity, but we also recognize that shelter is not housing. The need for long-term shelter has grown locally and shelter use remains at capacity, often leaving people unsheltered in our community. This heightened need is due to an increase in housing unaffordability and homelessness. Going forward, there is a pressing need to better separate shelter from housing and provide more shelter options. We will be articulating this need through the Community Emergency Shelter Plan that will be published in the coming months.

In terms of overall supports, we have greatly expanded our community supports across the spectrum of homelessness response. Journey Home has improved the coordination across housing access through the Outreach Circle, Coordinated Shelter Table and Coordinated Access Table. This is helping to improve the support of people as they transition through the system.

We will continue to enhance these services and ensure that there is a broad range of services to meet the needs of all. We recognize that while overdose prevention has been a necessary enhanced focus in our community, we also need to ensure there are supports for those who are in recovery or do not use substances, who are often left without options.

The need to end homelessness for many is still prevalent in our efforts, as is the concern for mitigating homelessness for so many at risk. We need to find the balance of increasing our investments in prevention whilst still addressing the goal of reaching functional zero.

Housing & Supports Actions	Key Achievements
Support people in the rental market through 500 new program spaces grounded in the Housing First model.	<ul style="list-style-type: none"> An additional Assertive Community Treatment team was established in 2020. Integration of primary care, mental health and substance use services was enabled through Outreach Urban Health. There was an increase in scattered site housing units, however net loss of units is higher than the increase in recent years.

<p>Support addition of 300 units of long-term supportive housing in purpose-built buildings targeted for people experiencing chronic/episodic homelessness with higher needs.</p>	<ul style="list-style-type: none"> • 318 units of supportive housing have been developed since the beginning of the Strategy. This however falls short of the current and predicted future need for this model of housing. • Updated Supportive Housing Need Projections – Designed specifically for planning and to support advocacy for senior government investment, this report includes: <ul style="list-style-type: none"> ◦ The development of a modeling tool that can be updated as more accurate data becomes available to assist in predicting supportive housing demand over a five-year period, and to understand conditions/demands fluctuations. ◦ A supportive housing projection of the need for 516 additional units, based on currently available data, for Kelowna for the next 5 years. • The Complex Needs Advocacy Paper articulated the models and spectrum of supportive housing required to meet the housing demand for people with complex needs. • Youth housing was developed in 2021 with 35 units across 2 sites.
<p>Create a Landlord Roundtable to encourage making units available for Housing First programs to house and support people throughout neighbourhoods and buildings.</p>	<ul style="list-style-type: none"> • A weekly Rental Vacancy List was developed in partnership between COJHS and four agencies. The list is shared across all agencies to support housing connections for people experiencing homelessness.
<p>Develop a sector-wide capacity building/training agenda to increase staff effectiveness in supporting clients with complex and diverse needs.</p>	<ul style="list-style-type: none"> • A Shelter Diversion Capacity building train the trainer project was launched in 2022 across the sector; with a community of practice and data points for measuring and tracking diversion, in development. • COJHS started a Community Emergency Response Team (CERT) during the pandemic to engage post-secondary students in training and employment within the sector. • A Peer Navigation project was launched in 2021; training peers to work across community agencies. • Community-wide Impactful Outreach training, centering on the importance of housing-focused case management within outreach services, was delivered by OrgCode in 2020, as part of a partnership between COJHS and CMHA, resulting in the creation of an Outreach Circle.
<p>Support efforts to increase treatment beds, especially for young people in Kelowna.</p>	<ul style="list-style-type: none"> • 10 youth treatment beds were opened in Kelowna in 2021, and 22 adult treatment beds were opened in 2022. • The Foundry youth multidisciplinary services hub opened and expanded their services through the Foundry Mobile bus.

	<ul style="list-style-type: none"> • A Managed Alcohol Program began at one of the non-profit agencies. • The Kelowna Outreach and Support Table (KOaST), a multidisciplinary initiative supporting people at risk, was established in 2019.
Develop a person-centered approach to harm reduction and sobriety on a continuum to meet people where they are at with appropriate supports.	<ul style="list-style-type: none"> • Peer Navigators' program offers harm reduction supports across the community. • Interior Health Authority have supported access to primary health and MHSU services in shelter spaces; and one supportive housing project. • Low barrier access to shelter has increased. • The Pandemic Health Coordinator role was established due to COVID and continues to provide ongoing support across the system. • The Complex Needs Advocacy Paper articulates the need for harm reduction and low barrier integrated supports in housing. • Overdose Prevention Sites (OPS) are now in place across shelters and supportive housing. • A Harm Reduction Coordinator pilot project supporting all supportive housing projects was launched.
Apply a population focus to housing and programs to ensure youth, Indigenous peoples, women, families, men, couples, seniors, newcomers, LGBTQ2S+, and other subgroups' needs are effectively met through a person-centred approach.	<ul style="list-style-type: none"> • The By-Name List development will ensure a population focus with regards to identification and prioritization when embedded in 2022. • The BC Housing-led Supportive Housing Coordinated Access Working Group has identified draft prioritization factors which are being finalized. • 35 units of youth-focussed supportive housing opened in 2021. • The Indigenous CAB-H table manages the federal funds for the Indigenous stream as of 2021 to ensure a population lens in allocating Reaching Home investments. • COJHS has worked with veteran serving agencies to explore the needs and resources for this population experiencing homelessness locally. • Launch of the Upstream Project to identify at-risk youth in the school system. • Establishment of the Youth Coordinated Access Table (Y-CAT). • Pilot project to develop an Indigenous Coordinated Access stream and process.

The next section of the report outlines our community priorities for the coming years under each of the Strategy Pillars. We recognize there is still much work to be done to end homelessness and develop stronger

prevention mechanisms locally, and our priorities for future work are based on the gaps identified by our collective partners.

Key Priorities – 2022 and Beyond

While our community has made many achievements in the key milestones and recommendations of the Strategy, we know we have much work to do to reach our collective goal of functional zero homelessness. It is vital that our efforts continue to gain momentum and that we evidence further achievement towards reducing and preventing homelessness in Kelowna. To support our focus over the coming years, we have considered the outstanding priorities, and have captured the work still to be undertaken, and key milestones, in the table below.

The recalibration of our priorities has been developed in consultation with key partners, stakeholders and LECOH members through the Design Lab engagement sessions held at the beginning of March. This event provided a collaborative opportunity to review the

Strategy achievements, the targets outlined in the Strategy, and to prioritize our milestones going forward. Our Top Ten priorities for Action reflect the voices of those embedded in the operational work, at all levels, based on a collective view of the current landscape of homelessness in our community.

We have developed our Top 10 priorities for action under the Journey Home Strategy. These priorities reflect the need to continue impactful efforts to drive a reduction in homelessness, and to enhance our community homelessness prevention lens. The Top 10 focus areas and the broader priorities articulated under each Strategy Pillar in the tables below were developed in consultation with a board range of community partners, stakeholders and people with Lived Experience.

TOP 10 PRIORITY ACTIONS

1. Data-Driven Investments and Community-Wide Operations Management

By-Name list

- Implement a data collection and sharing process across all agencies within the homelessness and housing sector in line with national best practices
- Create a comprehensive, by-name, real-time list of everyone experiencing homelessness in Kelowna
- Provide real-time data on the number of people experiencing homelessness, for analysis and to inform planning and investment decisions
- Create a public facing dashboard with aggregate data to inform and engage the public providing real time homelessness updates
- Predict the inflow and outflow at a community level
- Offer performance management tracking capabilities

Community-Wide Homelessness Management Information System (HMIS):

- Introduce a Homelessness Management Information System (HMIS) with full functionality to the community
- Partner with all agencies from the homelessness and housing sector, establishing a community wide HMIS to facilitate inter-agency case management and a one team approach to supporting clients
- Enhance system capacity to serve clients by identifying best practices and promoting logical inter-agency procedures
- Promote the ongoing system-wide implementation of new national modules such as diversion, outreach and prevention
- Implement community feedback to ensure HMIS reflects the evolving needs of local agencies and our clients, including the creation of custom modules to fit the Kelowna context
- Streamline agencies' daily operations through HMIS driven efficiencies

2. Sustainable, Affordable & Diverse Housing Options

- Expand housing with supports, to include transitions
- Advocate for accessible, affordable market options
- Promote the protection of affordable spaces for low-income individuals
- Continue to advocate for housing form and model, to address complex care housing needs
- Develop, at minimum, 516 new supportive housing units by 2026

3. Continuum of Integrated Supports

- Create mechanisms and structures that support the coordination of supports for street to shelter and shelter to housing transitions, as well as during and following housing stabilization, to provide a seamless continuum of care
- Promote ongoing accessibility to integrated mental health, substance use, primary care and housing supports across the spectrum of services
- Improve opportunities for the development of life skills and meaningful daily activities across the continuum of care
- Advocate for supports that follow the person, not the service

4. System Navigation Hub

- Implement a Navigation Hub Model, with access points for all homelessness and housing supports, for people experiencing homelessness, using fixed, mobile, and/or satellite models
- Support navigation processes with a population focus, to be guided by Lived Experience and Indigenous voices, following LECoh's principles of Choice, Safety, Healing, and Community
- Continue to build capacity for peer navigators, to be embedded across the spectrum of services

5. Youth Homelessness

- Reconvene a Youth Planning Table

- Establish a Lived and Living Experience Youth Advocates' group
- Expand the Upstream Project to additional schools, with accompanying increase in community's youth supports
- Advocate for additional youth housing projects, including for youth with high acuity needs
- Improve opportunities for the development of life skills for youth experiencing homelessness or at risk, during transition to adulthood

6. Housing-Focused Shelter Transformation

- Operate a standardized shelter system, with shared principles of service delivery
- Complete the Community Emergency Shelter Strategy
- Develop a spectrum of diverse shelter options, recognizing the need for:
 - Shelters without substance use
 - Smaller shelters with private spaces and programming
 - Shelter models that reflect sub-demographic populations
 - Increase inclusion of multidisciplinary teams within staffing models
- Implement a standardized team of diversion specialists in shelters, outreach teams and peer-based services

7. Peer Navigators across all Service Models

- Build agency capacity to embed peers in operations, including in leadership roles
- Expand Peer Navigation Program, within a standardized model, and work to secure sustainable funding

8. Indigenous Safe Spaces and Services

Work collaboratively with Indigenous partners, honouring Indigenous culture and embracing Indigenous self-governance and self-determination to:

- Develop safe spaces in non-Indigenous organizations to address access barriers
- Increase Indigenous representation in staffing, including Indigenous peers
- Build capacity for cultural competency training in all agencies
- Support the development of services and housing for Indigenous peoples, by Indigenous peoples
- Address the need for Indigenous healing and wellness
- Support the harm reduction approach from an Indigenous lens

9. Regulatory Frameworks

- Review Income Assistance levels

- Evaluate impact of Mental Health Act
- Streamline funder allocations, reporting and policies

10. Sector Capacity Building

- Establish the Systems Leaders Table
- Increase the number and capacity of operator agencies
- Explore innovative ways to address labour shortages, including promoting appropriate compensation, training requirements to support staff recruitment and retention
- Introduce standardized system onboarding along with ongoing best practices training initiatives

MILESTONES, KPI'S AND TARGETS

Milestones	Key Performance Indicators	Targets
End Chronic and Episodic homelessness	<ul style="list-style-type: none"> • Built for Zero (BFZ-C) scorecards • Percentage of people who are visibly homeless connected to services • Number of new Supportive Housing units 	<ul style="list-style-type: none"> • By September 30th, 2023 reach veteran functional zero homelessness • By December 31st, 2024 90% of people who are visibly homeless connected to services • By December 31st, 2025 reach chronic functional zero homelessness • Develop at least 516 new Supportive Housing units by 2026
Move Upstream to Prevent Homelessness	<ul style="list-style-type: none"> • Standardized diversion implemented • Percentage of households with immediate housing loss diverted from homelessness • Percentage of people discharged into homelessness 	<ul style="list-style-type: none"> • By December 31st, 2023 Implement standardized diversion • By December 31st, 2024: 60% of households with immediate housing loss are diverted from homelessness. • By December 31st, 2025 < 10% discharges into homelessness

Implement a Coordinated Access System approach to homelessness	<ul style="list-style-type: none"> • Number of agencies submitting reliable data to COJHS for the By-Name List (BNL) • Proportion of coordination tables using the BNL • Percentage of agencies participating in HMIS • Public facing dashboard • Introduction of Coordinated Access for families 	<ul style="list-style-type: none"> • By October 31st, 2022 90% of agencies submitting reliable data to COJHS for the By Name List • By October 31st, 2022 100% of coordination tables using the By Name List • By March 31st, 2023 90% of agencies participating in HMIS • By December 31st 2023 Public facing dashboard developed and released • By December 31st 2023 Introduce Coordinated Access for families
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FOUNDATIONAL CONCEPT PRIORITIES

While we have identified our top 10 priorities, there are several vital actions we must achieve as a community in our work to reach functional zero. As a community of stakeholders and partners, we have developed key priorities for each of the foundational pillars that will inform our collective efforts over the coming years. These are reflected in the tables below. Many of these are reflective of learnings along the way, as the work to

end homelessness has gained traction over the past three years.

It is our intent for this roadmap to evolve into actions going forward across the sector, as we mobilize new initiatives to end and prevent homelessness.

INNOVATION

Action	Key Priorities
Partner with technology sector to develop solutions for information management, access, and data analysis.	<ul style="list-style-type: none"> • Work with the City of Kelowna and community partners to roll out a comprehensive, real-time quality By-Name List and Homelessness Management Information System (HMIS) during 2022/2023. • Launch public facing dashboard for sharing community wide outcomes on ending homelessness. This will require investments from partners, including exploring a potential partnership with the City of Kelowna, where data needs align. • Incorporate mechanisms for data sharing that promote prevention and early identification. • Integrate and fill gaps in existing resource inventories, with adaptations to meet the navigation needs of staff and people experiencing homelessness.

Develop a Research Agenda in partnership with research community to support the Journey Home Strategy.	<ul style="list-style-type: none"> Utilize research partners in identifying and addressing the challenges faced by the sector and the community in addressing homelessness.
Secure innovative funding strategies to support housing development. This includes Lived Experience social enterprise incubation support.	<ul style="list-style-type: none"> Explore Land and Real Estate Trust exploration. Work with the Interfaith Steering Circle to explore Faith owned/leased housing. Develop private sector/foundation housing development. Explore partnership opportunity with the Urban Development Institute. Expand social enterprise employment capacity to increase upstream poverty prevention, including youth employment training. Secure funding for diversion.
Support innovative solutions to address criminalization of homelessness, such as a Community Court.	<ul style="list-style-type: none"> Explore viability of an Indigenous court model.

RECONCILIATION

Action	Key Priorities
Recognize accountability for Truth & Reconciliation Commission Calls to Action in that Indigenous Homelessness is an ongoing form of colonialism.	<ul style="list-style-type: none"> Work collaboratively with Indigenous partners, honouring Indigenous culture and embracing Indigenous self-governance and self-determination. Undertake sector wide cultural competency workshops on understanding the intersection between colonization, poverty and homelessness. Much work is still to be done to understand displacement and trauma. Embed ceremony and protocol in the development and delivery of housing and services. Develop community-wide training and learning circle to address systemic racism and shift practices across the sector. Establish a call-in vs. call out culture in bringing together agencies to decolonize services. Embed Indigenous-led focus on cultural learnings, health and wellness practices into services and programs.

	<ul style="list-style-type: none"> Identify issues related to the overrepresentation of Indigenous peoples in the justice and child welfare systems; explore an Indigenous court model.
Invite Indigenous leaders to participate in Journey Home Strategy governance.	<ul style="list-style-type: none"> Explore interest in filling outstanding Indigenous seat on COJHS Board of Directors; encourage Indigenous representation on all agencies' boards in the sector. Support the rollout of the Indigenous Coordinated Access system, following OCAP Principles, indigenous data sovereignty and indigenous self-governance. Work with WFN and OKIB to develop closer alignment in addressing homelessness. Support the continuation of the Indigenous CAB-H table to determine investments for housing and services for Indigenous peoples.
Engage Indigenous community members in the work to embed a cultural lens in supportive services and housing.	<ul style="list-style-type: none"> Embed Indigenous peer navigators and advocates in agencies to enable better access to services and supports. Create Indigenous safe spaces across the spectrum of services in the sector, including in non-Indigenous organizations to address access barriers. Create welcoming spaces through embedding cultural understanding and practices such as smudging, use of a talking feather and circles for gatherings. Bridge the gap in services and capacity for urban Indigenous peoples, with a healing and wellness hub. Embed elders and knowledge keepers in staffing models across agencies. Increase Indigenous representation within the workforce, including Indigenous peers.

LIVED EXPERIENCE

Action	Key Priorities
Support Lived/Living Experience Circle (LECoH)/Youth Advocates and formalize role with Journey Home Society.	<ul style="list-style-type: none"> Explore ways to engage those at risk of homelessness, as well as those experiencing hidden homelessness, to ensure their voices are included. Expand the voice of people with Lived Experience and peers outside of LECoH membership. LECoH to explore ways to include people currently experiencing homelessness in their membership. Support other communities wishing to replicate the LECoH model and/or expand membership to other communities in the Okanagan.

	<ul style="list-style-type: none"> • Ensure the voice of people with lived/Living Experience is embedded at every decision-making table in Kelowna. • Establish a Lived and Living Experience Youth Advocates' group to address the gap in youth voices.
Embed population focus in strategy implementation; Indigenous, youth, women, families, newcomers, LGBTQ2S+, seniors, men.	<ul style="list-style-type: none"> • Work with veteran and homeless serving organizations to ensure connection to Veteran housing and resources. • Publicly highlight the voices and stories of people experiencing homelessness; including Indigenous peoples, youth, women, families, newcomers, LGBTQ2S+, seniors and men. • The Community Emergency Shelter Plan that is in development includes a population focus for shelter service design and delivery.
Introduce peer support models, including peer outreach.	<ul style="list-style-type: none"> • Source continued investment for Peer Navigator program; increase peer training. • Expand capacity of PEOPLE Employment Services. • Embed Peer staff in organizations across the sector as part of staffing model. • Expand peer work to include peer navigators for youth and caregivers.

INCLUSION & PREVENTION

Action	Key Priorities
Launch a public awareness campaign with LECOH to address stigma.	<ul style="list-style-type: none"> • Increase community engagement in addressing stigma, working with key neighbourhoods and community groups.
Develop accessible resource guides with LECOH for those at risk/experiencing homelessness can access the right help fast.	<ul style="list-style-type: none"> • Develop opportunities for people experiencing homelessness to be self-advocates in navigating the system.
Encourage City policy shifts to promote affordable housing across neighbourhoods through bylaw changes, zoning, grants.	<ul style="list-style-type: none"> • Encourage the ongoing implementation of the 2018 Healthy Housing Strategy and continue to advocate for innovative approaches to support an increase in affordable housing stock: for example, considering an allocation of 10% affordable units for new developments. • Advocate for accessible, affordable market options.

Work with key Provincial ministries to enhance positive housing transitions including discharge/transition protocols.	<ul style="list-style-type: none"> Expand initial work by COJHS around discharge planning in partnership with health, justice and child welfare systems; discharge planning pilot program.
Partner with School District to launch Youth Upstream pilot in to identify/support youth at risk of becoming homeless.	<ul style="list-style-type: none"> Expand the Upstream Project to additional schools, with accompanying increase in community's youth supports. Utilize Upstream as a mechanism to gauge youth at-risk voices and perspectives. Increase the availability of community resources to at-risk students in the school system to enable them to have external supports.
Enhance healthy connection opportunities for those at-risk, experiencing, or exiting homelessness to thrive in community.	<ul style="list-style-type: none"> Implement a Navigation Hub Model, with access points for all homelessness and housing supports, for people experiencing homelessness, using fixed, mobile, and/or satellite models. Support navigation processes with a population focus, to be guided by Lived Experience and Indigenous voices, following LECoh's principles of Choice, Safety, Healing, and Community. Continue to build capacity for peer navigators, to be embedded across the spectrum of services. Working with the Indigenous CAB-H and other Indigenous partners to explore Indigenous-based spaces and approaches, including a healing centre. Access to meaningful daily activities based on wellness, recreation, life skill development, counselling supports. Increase access to mental health services, particularly for youth, with consistent counsellors and services. Improve opportunities for the development of life skills for youth experiencing homelessness or at risk, during transition to adulthood.
Link with municipal, regional and provincial strategies to ensure aligned and support integrated approaches.	<ul style="list-style-type: none"> COJHS and COPAWS to continue to collaborate to align efforts on homelessness and poverty; continue to participate at the COPAWS leadership level in the development and implementation of the regional strategy. Work with government to develop flexible funding models for housing and supports.

Launch prevention programs to support at risk individuals to maintain housing, target those at highest imminent risk.	<ul style="list-style-type: none"> • Develop Family & Natural Supports (FNS) programs to mitigate youth homelessness. • COJHS to develop and launch a resource and referral help line for those at risk of, or experiencing homelessness; increase access to critical information to prevent and reduce experience of homelessness. • Develop mechanisms for early identification of those at risk of homelessness; increase emergency funds capacity. • Develop program spaces for prevention workers and resources. • Work with landlords to reduce renovations and loss of affordable market rentals. • Support mechanisms for families to access navigation supports to prevent homelessness and family breakdown. • Encourage mediation supports, including family counselling, to help advocate and prevent loss of housing. • Develop consistent residential program agreements across agencies.
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BACKBONE COORDINATION & PARTNERSHIPS

Action	Key Priorities
Coordinate a Funders' Table to maximize the impact of diverse investments from a range of sectors in support of the Strategy.	<ul style="list-style-type: none"> • Support implementation efforts between BC Housing and the Health Authority to develop complex care housing options. • Explore increased access to capital contributions through federal investments and private acquisition. • Create a flexible Innovation Fund and coordinate philanthropic partner efforts.
Formalize Backbone Organization relationships, including with AWH-Kelowna to ensure ongoing focus on Youth Strategy.	<ul style="list-style-type: none"> • Establish mechanism to ensure youth homelessness is addressed in absence of AWH-K. • Reconvene a Youth Planning Table.
Support Coordinated Access & Assessment to ensure consistency in matching clients' needs/choices to access services across the homeless-serving system, regardless of funding sources.	<ul style="list-style-type: none"> • Support the rollout of the Indigenous Coordinated Access system, following OCAP Principles, indigenous data sovereignty and indigenous self-governance. • Rollout community wide Coordinated Access supported by HMIS, in alignment with existing CA tables. • Adopt more effective assessment tools, recognizing that vulnerability scores may not reflect housing needs accurately.

Support the creation of an Okanagan Regional Partnership Table to coordinate regional responses to homelessness.	<ul style="list-style-type: none"> • Advocate to ensure the embedding of the regional complex care housing outcomes determined in the advocacy paper. • Identify intra-provincial and inter-provincial as well as regional migration of people experiencing homelessness to inform service and housing needs in communities across the Okanagan.
Work with the BC15 Community Entities to support a provincial agenda with Housing First & system planning approach.	<ul style="list-style-type: none"> • Support the evolution of the Kelowna model in other jurisdictions beginning with our Data Sharing Project. • Utilize BC17 partnerships to enhance policy shift efforts provincially.
Participate at regional, provincial, national level to share/learn best practices/champion preventing/ending homelessness.	<ul style="list-style-type: none"> • Work with government stakeholders to review policy impacts on homelessness; income assistance and rent subsidy amounts, aging out of care systems, discharges, reporting of children accessing shelters with families (apprehension risks). • Explore ability to streamline working groups and sector tables to deepen collaboration. • Explore the development of a Systems Leaders Table to support collaborative planning and alignment of efforts to address homelessness.

HOUSING & SUPPORTS

Action	Key Priorities
Support people in the rental market through 500 new program spaces grounded in the Housing First model.	<ul style="list-style-type: none"> • Work to bridge income-subsidy-rental cost gap to create viable spaces in the rental market. • Work with partners to increase the capacity of the scattered site programs for Rapid Rehousing spaces (RRH) and Intensive Case Management (ICM) rental units, to include transitions. • Work with Indigenous partners to support the development of Indigenous-specific housing with healing and cultural supports embedded. • Develop follow-up supports for people who are newly housed to mitigate recidivism and support transition/community connections. • Advocate for additional youth housing projects, including for youth with high acuity needs and to address waitlists for housing for youth aging out of care. • Explore micro-housing options. • Identify under-utilized land and buildings that could be purchased or leased for housing.

<p>Support addition of 300 units of long-term supportive housing in purpose-built buildings targeted for people experiencing chronic/episodic homelessness with higher needs.</p>	<ul style="list-style-type: none"> • Advocate for the development of 516 additional supportive housing units by 2026. • Advocate for transitional housing, based on current available data to inform needs. • Utilize BNL/HMIS data to inform continued need for all types of housing. • Continue to advocate for housing form and model, to address complex care housing needs.
<p>Create a Landlord Roundtable to encourage making units available for Housing First programs to house and support people throughout neighbourhoods and buildings.</p>	<ul style="list-style-type: none"> • The Landlord Roundtable is a vital component to ensuring our community can mitigate the continued loss of affordable units in the market rental pool. • Advocate for accessible, affordable market options. • Promote the protection of affordable spaces for low-income individuals. • Develop additional mechanisms to bridge the gap between rent subsidy limits, Rent Geared to Income programs (RGI), and rent increases. • Develop a fund and/or incentives needs to to support an increase in landlord and developer support to provide rentals; addressing development and turnover costs. • Work to achieve broader landlord commitment to hold spaces for low-income individuals and families; following a 10% saturation model. • Create landlord and tenant resolution processes that mitigate tenancy breakdowns and evictions.
<p>Develop a sector-wide capacity building/training agenda to increase staff effectiveness in supporting clients with complex and diverse needs.</p>	<ul style="list-style-type: none"> • An application to address sector-wide capacity building/training was submitted and considered by Economic and Social Development Canada; but was ultimately declined for funding. Exploration of this piece continues. • Embed standards of practice across the sector to ensure consistent training and competencies, and ensure a continuity of care, including strategies to minimize loss of service and/or support people with loss of service. • Develop Shelter Diversion Project into an ongoing community of practice. • Develop an onboarding and orientation training program, led by COJHS, to support new staff entering the sector and communicate how the sector works together under the Journey Home Strategy. • Conduct a wage-skill gap analysis to inform advocacy efforts on an appropriately compensated workforce. • Develop wraparound staffing models for complex needs services. • Increase recruitment of Indigenous staff across the sector.

	<ul style="list-style-type: none"> • Address staff burnout and turnover through offering peer-based support groups and wellness services. • Enhance staff recruitment and retention for peers, including opportunities for advancement. • Embed case management and wrap around supports in shelters. • Provide opportunities for agencies to share best practices and innovations more frequently.
Support efforts to increase treatment beds, especially for young people in Kelowna.	<ul style="list-style-type: none"> • 10 youth treatment beds were opened in Kelowna in 2021, and 22 adult treatment beds were opened in 2022. • Conduct a gap analysis to inform additional needs for treatment beds for adults and youth. • Continue to advocate for increased resources and programs across the continuum of care for mental health and substance use services, including pre-crisis option. • Advocate for systems change for a continuum of supportive housing model that includes second stage and aftercare supportive housing. • Support access to longer-term treatment and address waitlists/capacity.
Increase supports for people experiencing homelessness across the spectrum of emergency care.	<ul style="list-style-type: none"> • Create mechanisms and structures that support the coordination of supports for street to shelter and shelter to housing transitions, as well as during and following housing stabilization, to provide a seamless continuum of care. • Promote ongoing accessibility to integrated mental health, substance use, primary care and housing supports across the spectrum of services. • Improve opportunities for the development of life skills and meaningful daily activities across the continuum of care. • Advocate for supports that follow the person, not the service. • Operate a standardized housing-focused shelter system, with shared principles of service delivery. • Complete the Community Emergency Shelter Strategy. • Develop a spectrum of diverse shelter options, recognizing the need for: <ul style="list-style-type: none"> ○ Shelters without substance use. ○ Smaller shelters with private spaces and programming. ○ Shelter models that reflect sub-demographic populations. ○ Increased inclusion of multidisciplinary teams within staffing models. • Implement a standardized team of diversion specialists in shelters, outreach teams and peer-based services.

	<ul style="list-style-type: none"> • Provide mental health supports at street level to meet the needs of those who do not/cannot access shelters and other services. • Provide shelter options for people who do not use substances or are in recovery/detox. • Provide layered supports more immediately upon entry into the shelter system to reduce entrenchment and loss of life skills, including counselling. • Ensure Extreme Weather Planning is in place early.
Develop a person-centered approach to harm reduction and sobriety on a continuum to meet people where they are at with appropriate supports.	<ul style="list-style-type: none"> • Utilize BNL/HMIS data to inform the continuum of housing and support needs based on personal choice; a spectrum of services is required that represent harm reduction, safe use, and sobriety-based options.
Apply a population focus to housing and programs to ensure youth, Indigenous peoples, women, families, men, couples, seniors, newcomers, LGBTQ2S+, and other subgroups' needs are effectively met through a person-centred approach.	<ul style="list-style-type: none"> • Increase sub demographic engagement and focus on service development for youth, Indigenous peoples, women, families, men, couples, newcomers, LGBTQ2S+, veterans, seniors requiring harm reduction and accessibility and other subgroups. • Support a harm reduction approach from an Indigenous lens. • Support the development of services and housing for Indigenous peoples, by Indigenous peoples. • Support the development and embedding of the Indigenous Coordinated Access process across community stakeholders. • Support the development of Coordinated Access for Families.

CLOSING THOUGHTS

The Central Okanagan Journey Home Society continues to be committed to the goal of ending homelessness and in leading the systems change efforts necessary to achieve this goal. Going forward, we see deepened opportunities to bring together more partners in this work and to address the systemic barriers through many channels, including a Systems Leaders Table.

We also recognize the need to celebrate and communicate our collective milestone achievements with the broader public as a mechanism to inform and educate; and as part of our continued efforts in addressing stigma. We look forward to future engagement opportunities to have meaningful dialogue around poverty and homelessness in Kelowna.

As we propel forward in our work to end homelessness, we are grateful for the significant investment of the City of Kelowna which has enabled the Central Okanagan Journey Home Society and our community to move forwards together, in partnership with a broad range of stakeholders, working as a team to address and end homelessness. We have a strong foundation as a community, and we are united in understanding the goals we are working to achieve. We know our efforts are making an impact, and together with our partners we will mobilize the next pieces of the roadmap to reach functional zero homelessness in Kelowna.

PROJECTING DEMAND FOR SUPPORTIVE HOUSING IN KELOWNA

Journey Home Strategy
April 6, 2022

Prepared for
Journey Home Society
City of Kelowna

Prepared by
Urban Matters CCC

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Executive Summary

Housing and homelessness are complex and increasingly critical issues in Kelowna that require immediate action and ongoing monitoring and evaluation. Since 2018, following the completion of the Journey Home Strategy, the community, the City of Kelowna and the Central Okanagan Journey Home Society have taken action to eliminate chronic and episodic homelessness and to move upstream to prevent homelessness.

Upon its initiation the Journey Home Strategy included modelling of anticipated Supportive Housing spaces over the coming 5 years. At the time the report identified “a gap of 300 Supportive Housing units to address the needs of people experiencing chronic homelessness”. Supportive Housing is considered a type of housing that provides on-site supports and services to residents who cannot live independently (BC Housing Glossary, 2021), and includes life skills training, connections to health care, mental health or substance-use services in addition to 24/7 staffing; notably, housing for complex needs is a subset of supportive housing (see Complex Needs Advocacy Paper, City of Kelowna, 2021 for supplemental literature).

Three years into delivering the Strategy, there is a need to update the 5-year supply and demand targets. This report reviews available data to understand current and projected demand and housing needs into the next five years to 2026. The evidence presented in this report will be used to inform planning policies, programs, and advocacy; and will be included in the Journey Home Strategy Refresh.

Most recent data analysis presents several trends in the City of Kelowna:

- The number of people experiencing homelessness is increasing. As per the Kelowna Point in Time Count 2020, the overall population experiencing absolute homelessness has increased from 233 individuals in 2016, to 286 in 2018, and finally to 297 in 2020.
- Supportive Housing and shelter spaces have also increased in this period. The number of Supportive Housing units increased from 307 to 535 units. BC Housing-funded shelter capacity increased by 83% from 134 (April 2020) to 245 (October 2021) permanent and temporary shelter spaces.
- Administrative shelter data indicates an increase in the number of unique clients per month who used shelters. The number of unique shelter users grew by 62% or 151 people (from 241 in 2018 to 392 clients in 2021). This increase occurred, in part, prior to the noted increase in shelter spaces.
- Between 2021 and 2026, no new Supportive Housing or shelter spaces are currently anticipated.
- While shelter capacity constitutes an upper ceiling to the real growth, linear forecasting would predict that shelter clients will increase by at least 26% to 491 unique clients in 2026 if the recent growth in supportive housing supply is continued. Should no new supply be added that can offset increases in homelessness, the number may increase to as many as 897 people.

Based on these available data sources, this report **applied the following methodology to calculate Supportive Housing demand:**

Start with the number of people experiencing homelessness, apply a percentage of chronic and episodic homelessness. Then, apply a level of need – or acuity – based on duration and frequency of homelessness, and use these two predictors to determine demand for supportive housing resources. The logic model uses accessible data in a standardized framework; meaning that results can be easily reproduced in the future.

This approach revealed a growing demand for supportive housing:

Based on this approach, in 2021, 208 Supportive Housing units were needed based on available administrative shelter data. **By 2026, the existing Supportive Housing supply of 535 units must – at a**

minimum – increase by an additional 52%, or 280 Supportive Housing units, to keep up with anticipated demand. Notably, the model assumes that new supportive housing supply will be built at the same rate as provided since 2018. **When we revise the logic model and apply a growth trajectory based on no new housing units coming online, up to 516 additional supportive housing units would be required by 2026 (a 97% increase).**

#People Experiencing Homelessness	X	Type of Homelessness (Duration & Frequency)	X	Level of Acuity	X	Housing Resources Required Proportional to Housing Need	-	Existing Supportive Housing Resources X Clients Housed	=	#Supportive Housing Units Required
Continued Supply: 2021: 366 2022: 391 2023: 416 2024: 441 2025: 466 <u>2026: 491</u>		Chronic 72% Episodic 11%		Chronic: 80% High Acuity, 15% Medium Acuity Episodic: 50% High Acuity 30% Medium Acuity		Chronic + High Acuity, Episodic + High Acuity: 90% require Supportive Housing Chronic + Medium Acuity, Episodic + Medium Acuity: 10% require Supportive Housing		Number of existing SH units: 535 Clients Housed Rate: 1% 535x1% =5		Continued Supply: 2021: 208 2022: 222 2023: 237 2024: 251 2025: 266 <u>2026: 280</u>
No Supply: 2021: 366 2022: 472 2023: 578 2024: 684 2025: 790 <u>2026: 897</u>										No Supply: 2021: 208 2022: 269 2023: 331 2024: 393 2025: 455 <u>2026: 516</u>

It is important to emphasize that the methodology used for this model concerns itself with the anticipated number of Supportive Housing dwelling units that will be required. It does not discuss or forecast complementary support services. These supports are a necessary component of this housing model. The model also assumes that Supportive Housing is housing that is geared towards people who are showing medium to high levels of support need (i.e., acuity). In practice, existing supportive housing projects in Kelowna aim to include a broader mix of levels of acuity to be able to provide adequate levels of support with the given resources.

In addition, the report does not consider the supportive housing needs of people who are currently in stable housing. According to the *Kelowna Community 2021 Trends Report*, more than 8,000 renter households could be on the verge of homelessness every month. The ripple effects of the housing crisis require a range of housing options to enable housing transitions, including for people who may not want to continue to live in supportive housing. This type of analysis and investigation is outside the scope of this report.

As a result, **the numbers provided must be seen as conservative estimates** and the true number of units required is likely to be significantly greater than shown.

1. Purpose | Why Did We Prepare This Report?

The Journey Home Strategy was completed in 2018 and was a ground-breaking document for the City and community in that it set the foundation for a systems approach to eliminating homelessness, a comprehensive road map, and modelling of anticipated Supportive Housing spaces over the coming 5 years.

Three years into delivering the Strategy, the community has moved towards more organized and consistent data collection – there is data available today that was not when the original Journey Home Strategy was developed.

As a result, there was a need to:

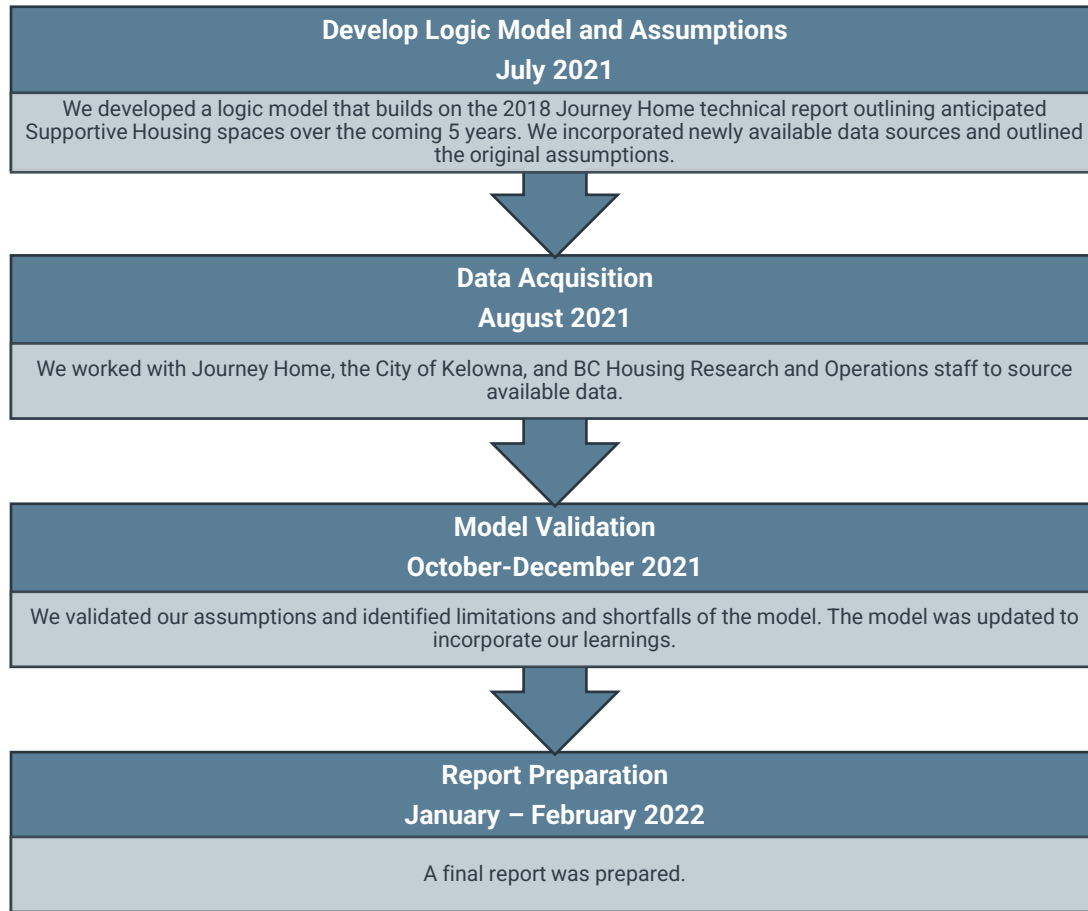
- Update the demand and supply targets for Supportive Housing need included in the 2018 Journey Home Strategy.
- Clarify the methodology utilized to complete the demand and supply analysis and incorporate assumptions and limitations for how the model will need to function.
- Develop a modelling tool for 5-year projections that is repeatable and understandable for the next update.

This work feeds into a broader *Strategy Refresh* being completed by the Journey Home team.

2. Methodology | What Did We Do And How?

Work Plan

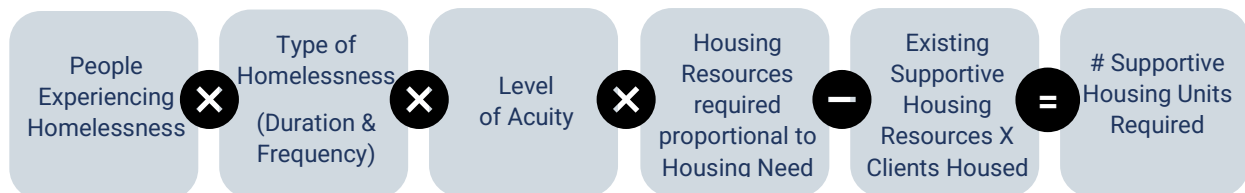
The following outlines the key tasks we undertook to achieve the project objectives.



Logic Model And Assumptions

The premise of the logic model is to connect the number of people experiencing homelessness with the number of Supportive Housing units needed; and to project this model over the next 5 years.

The following model provides a high-level overview of the steps used in this process.



The model and the **associated projections** are **fully explained**, and **definitions** are **provided** in the Discussion section of this report. Definitions of Key Terms are provided in Section 4.

3. Available Data Review | What Data Was Used And What Does It Tell Us?

The following section describes key data sources used for the analysis, as well as each source's validity, limitations, and key takeaways. Although not all data sources are applied in the logic model, they were used to validate the findings.

Data sources are categorized into Housing & Shelter Demand, Housing & Shelter Supply and Supportive Housing Demand. The findings presented inform the Gap Analysis of the Number of Current and Anticipated Supportive Housing Units Required.

Housing & Shelter Demand In Kelowna

Housing and Shelter Demand, for the purpose of this report, is the number of people who are experiencing homelessness. This section summarizes the most up to date sources available in Kelowna.

Compared to similar approaches, such as the Built for Zero model which builds on a **real-time by-name list**, the results of this report's analysis demonstrate lower validity due to a lack of access to real-time data on both, the number of people who are experiencing homelessness and their level of support need. A real-time by-name list of all known people experiencing homelessness would provide stronger, more reliable and actionable data to support services, system performance, and advocacy.

Does our Data Measure Housing Demand accurately?

The number of those experiencing homelessness is derived from data sources such as the PiT Count and the HIFIS database used by BC Housing. For the purpose of developing a model, different data sources are more or less reliable and valid at counting segments of the homeless population, but each come with their own weaknesses.

Fundamentally, the universe of people experiencing homelessness – meaning **Everyone Who is Experiencing Homelessness** – is never fully determined by any one currently available data source. Some people will seek out services and may be registered in a database and thereby *become visible*– but many others **may remain among the hidden homeless**.

Of those who consent for their information to be recorded (i.e., in HIFIS or on a By-name List) only a subset would be **imminently houseable** – meaning they would meet any eligibility requirements and are available and have completed any essential paperwork.

As such, static data sources can not identify the number of people ready to be housed in this moment. Until this gap can be closed by a **by-name list approach**, our models have to consider known limitations of static available data sources to the best of our abilities.

Historical & Projected Point-in-Time Count, Kelowna, 2018–2026

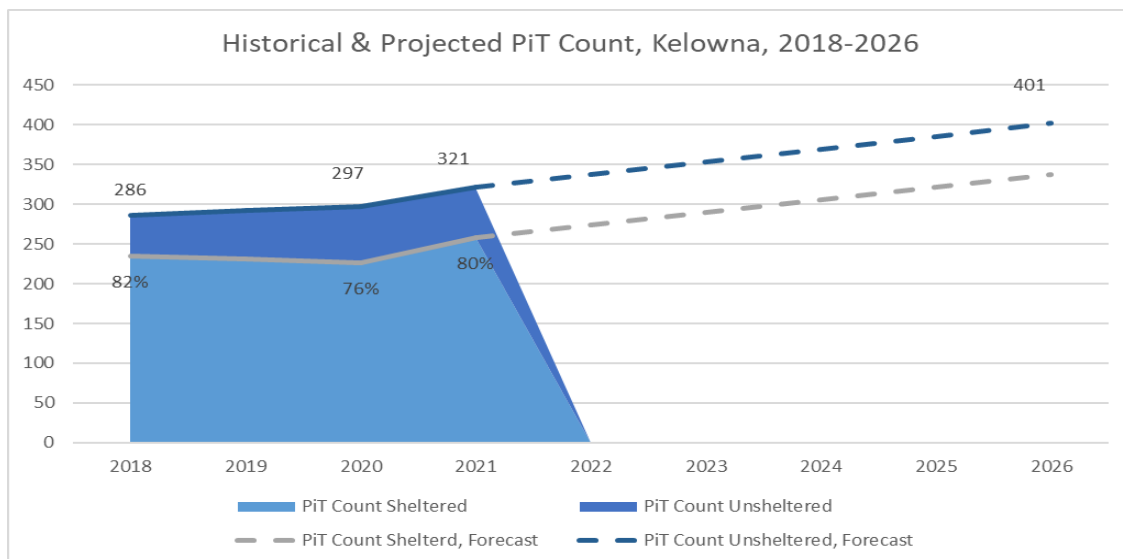
Source: Community Report Point-in-Time Count, Kelowna, British Columbia, 2020

What is it?

- The Point-in-Time (PiT) count is a count of people experiencing homelessness in Kelowna. It includes both people who are unsheltered as well as those accessing emergency shelters. It is conducted annually with the help of volunteers.
- Point-in-time Homeless Counts are considered a snapshot and undercount of homelessness. It only includes people who are visibly homeless and only estimates the number of people who are experiencing homelessness during a 24-hour period. Over the course of a year, some people will become homeless for the first time, some will find permanent housing, and others will find temporary housing and cycle in and out of homelessness.
- However, despite its limitations, it is generally the most widely referenced tool to count visible homelessness. It is also the only tool currently available that provides demographic and individualized data of those experiencing homelessness through the survey accompanying the count.
- The PiT Count survey provides the breakdown of people who experience Chronic and Episodic homelessness that informs the Supportive Housing Demand forecast.

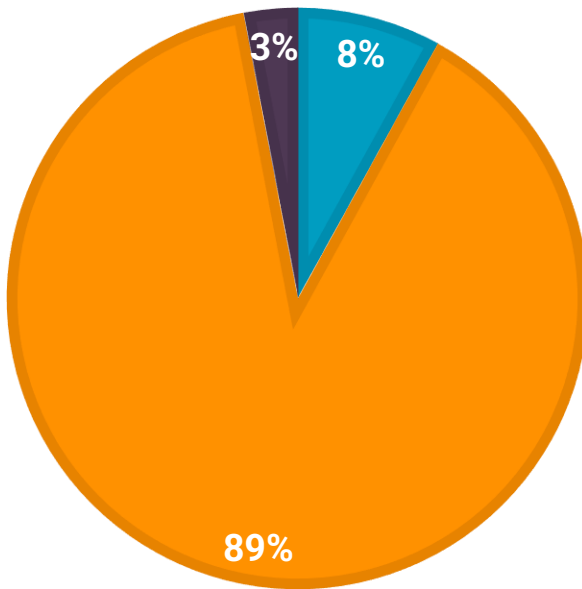
What does the data show?

- The annual Point-in-Time Count forecasts an increase of **12% in the number of people counted - from 286 people in 2018 to 321 in 2021**.
- Following the historical trendline, **by 2026, the PiT count is projected to be 401 people (a minimum 25% increase)** assuming new supportive housing supply continues at the same rate as 2018-2021 levels. Note that this trendline assumes recent supply in supportive housing is continued and does not project growth as if no new supply was built (see next section for further discussion).
- This increase is assumed to be an underestimate since only people who are visibly homeless are included. As a rule of thumb, researchers and front-line outreach workers estimate that for every person who is visibly homeless there are 3-4 people who remain hidden. Affordability challenges in Kelowna have likely considerably increased hidden homelessness.



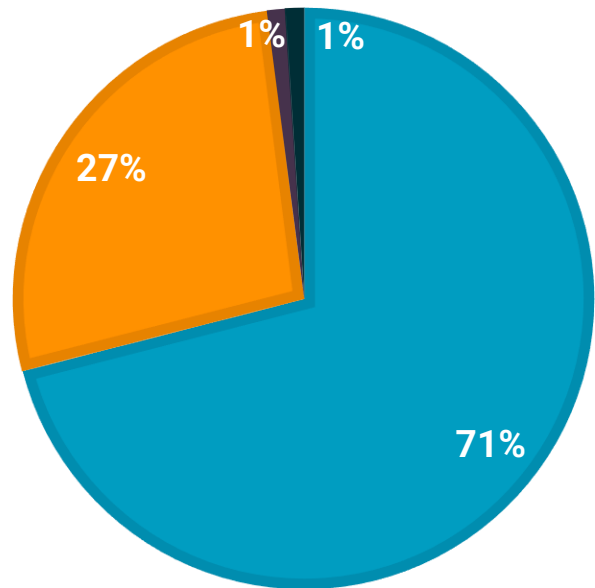
PIT COUNT BY AGE, 2020

■ <25 Years ■ 25-64 Years ■ 65+ Years



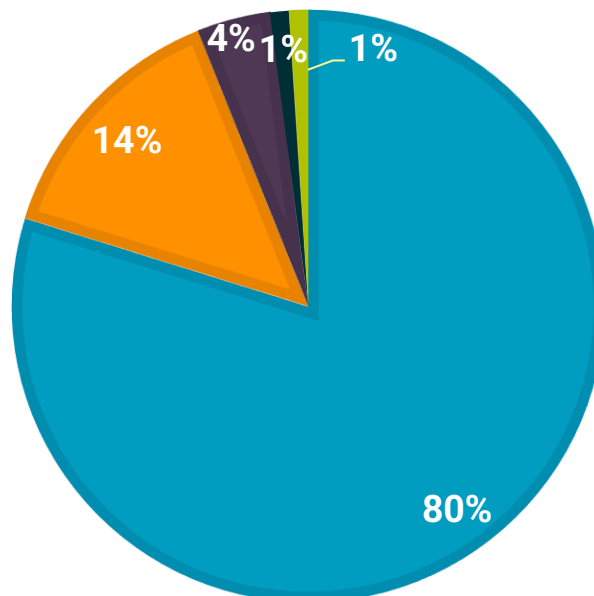
PIT COUNT BY GENDER, 2020

■ Male ■ Female ■ Transgender ■ Other



PIT COUNT BY INDIGENOUS IDENTITY, 2020

■ Non-Indigenous
 ■ First Nations
 ■ Metis
 ■ Non-Status/Indigenous Ancestry
 ■ Inuit



Unique Clients at All Shelters In Kelowna, January 2018 – July 2021

Source: BC Housing, Prepared by BC Housing Research Centre, September 2021

What is it?

- The *Unique Clients at All Shelters* data is a count of the number of unique clients per month at all shelters in Kelowna that are BC Housing funded. Shelter service providers enter data on each client into the BC Housing Homeless Individuals and Families Information System (HIFIS).
- Every unique individual who enters a BC Housing funded shelter is included in the data collection. All emergency shelters in Kelowna are funded by BC Housing.
- The *Unique Clients at All Shelters* data is subject to errors and limitations, including front-line data entry errors (such as spelling errors leading to potential duplicate records, small variations in data entered and real occupancy of shelters and limitations in access for clients to shelters due to COVID protocols, among other potential areas of bias).
- As the data is from emergency shelters only it does not include transition houses and unsheltered individuals and those who are couch surfing.
- The total number of clients who can stay at a shelter is always limited by the shelter capacity. In Kelowna, the current trend is that all shelters are operating at or near maximum capacity. However, as the data included in this report are monthly aggregate numbers of unique individuals it can be assumed that, over the course of a month most people seeking shelter services will be accommodated at least once.
- Shelters included in the data: Doyle Ave Shelter (Temp - Capacity Expansion), Richter Street Shelter (Temp - Capacity Expansion), Cornerstone (Temp Shelter), Kelowna Gospel Mission (Year-Round), Alexandra Gardner Safe Centre (Year-Round).¹

What does the data show?

- Between 2018 and 2021, shelters experienced an increase of 62% (151) unique clients per month. While an increase in shelter use is partially attributable to the noted increase in available shelter capacity, the increase in unique clients already occurred, in part, prior to the increase in the number of

COVID-Impacts on Data Validity

In *Spring 2020* the data shows a reduction in unique shelter users. This dip is attributable to reduced shelter capacities in response to COVID protocols (shelters were operating at 50% capacity), shutdowns due to COVID outbreaks and limited staff capacity to enter complete and accurate data.

Since March 2020, Kelowna has been operating a COVID Emergency Response Centre (with varying capacity) and an additional 20-room site for immunocompromised shelter clients at low risk of overdose.

The sudden availability of funds through the CERB emergency funds also meant that people experiencing homelessness had more housing options and did not have to stay in shelters (notably, the increase in unique clients) following the dip could indicate people returning to shelter use).

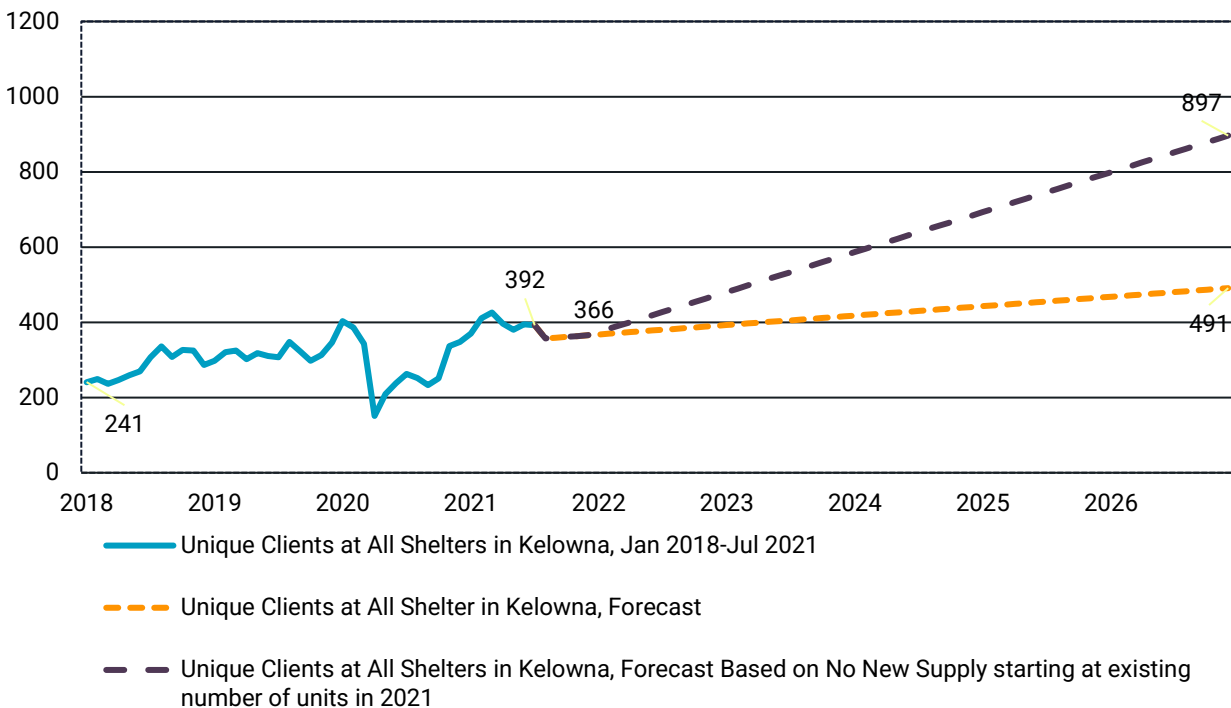
Another dip in September 2021 is attributed to a COVID-related shutdown and a transfer of shelter clients to sites without immediate access to HIFIS.

¹ Not included are the Unitarian Shelter (Temp Shelter; opened in December 2021 after the reporting period), Boys and Girls Youth Shelter (Year-Round), Kelowna Women's Shelter (Year-Round). Shelters serving women only and/or children are not included in the HIFIS integrated cluster data; data is kept separate for privacy and safety reasons.

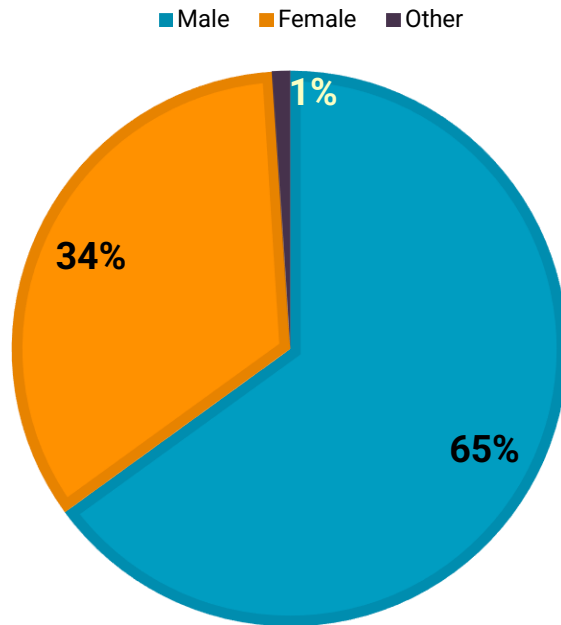
shelter spaces. As of 2021, there were 245 shelter spaces available (including permanent and temporary).

- By 2026, a minimum of 99 unique clients per month are projected to need or access shelter space, an increase of 26% to 491 unique individuals assuming that new supportive housing supply continues at the same rate as 2018-2021 levels. As noted, one limitation of projected unique shelter clients is that future data will be restricted by the available shelter capacity.
- However, this projected growth is based on historical data from the last three years, 2018-2021, a time when supportive housing units increased from 278 to 535. These units provided homes to many people experiencing homelessness. If no supportive housing units were to come online in the next five years the growth trajectories change substantially as shown below. In consequence, Kelowna could have up to 897 people experiencing homelessness as the continued increase will not be absorbed by new supply.
- The Unique Clients at All Shelters data provides the current and projected number of people who experience Chronic and Episodic homelessness that informs the Supportive Housing Demand forecast.

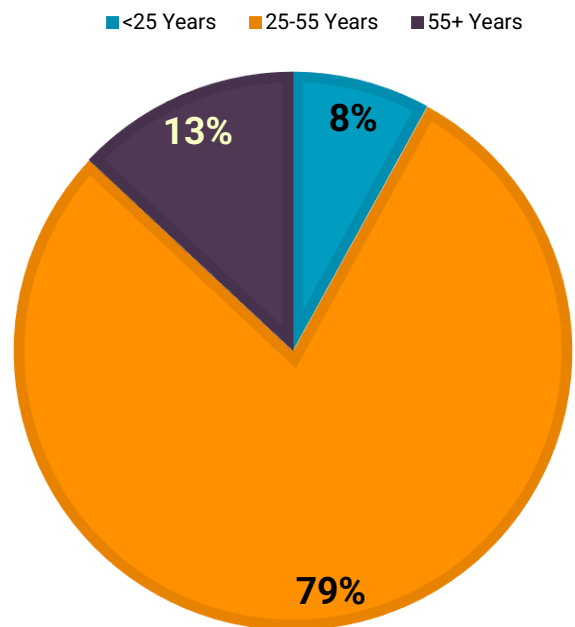
Historical & Projected Unique Clients at All Shelters, Kelowna, 2018-2026



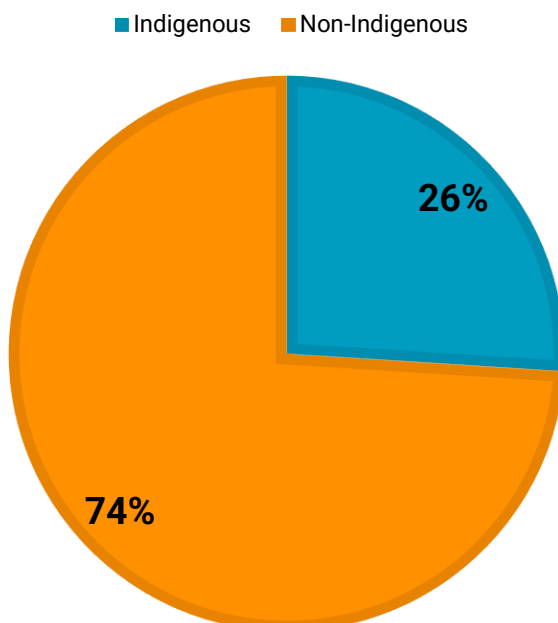
SHELTER CLIENTS BY GENDER, JAN 2018-JUL 2021



SHELTER CLIENTS BY AGE, JAN 2018-JUL 2021



SHELTER CLIENTS BY INDIGENOUS IDENTITY, JAN 2018-JUL 2021



Bylaw Homeless Count, Kelowna, 2019–2021

Source: City of Kelowna, Received September 2021

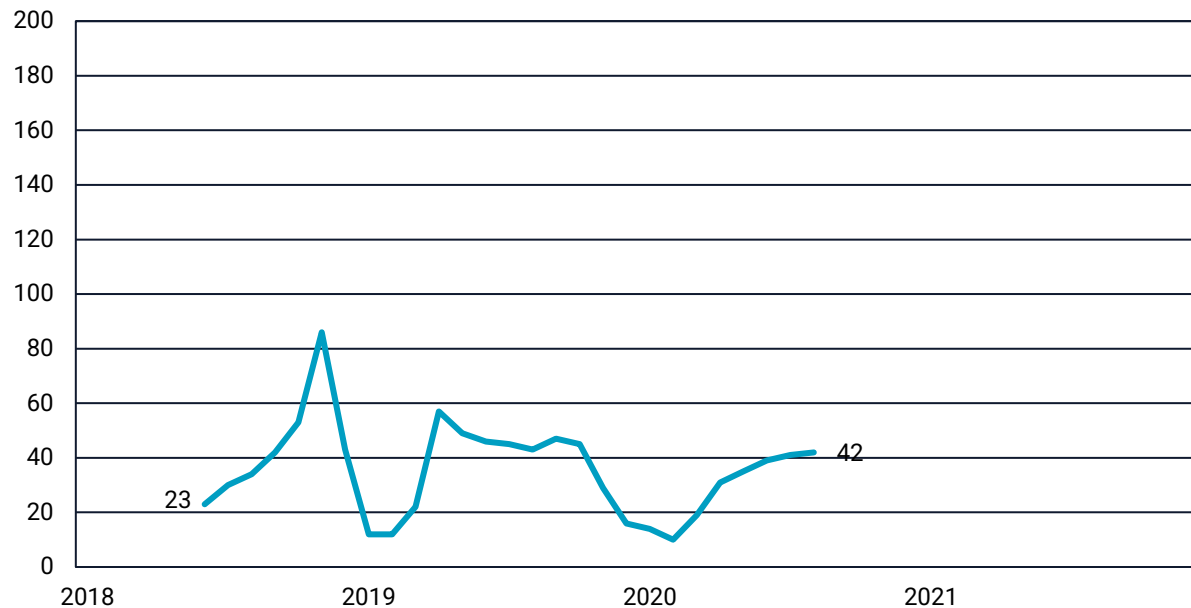
What is it?

- The *Bylaw Homeless Count* data includes a daily count of unique individuals who are visibly homeless (excluding shelter clients).
- Counts are conducted in the early morning by City Bylaw Staff primarily focused on the inner-city core. The early morning timeframe seeks to ensure that no double counting occurs with people who are in shelters.
- Dips in data can be attributed to reduced visible unsheltered individuals experiencing homelessness during winter months due to inclement weather and opening of winter and temporary shelters.
- Consistent daily counts by Bylaws staff started in 2019; before this time, daily counts were sporadic and inconsistent. It is assumed that this count has limited reliability over time (i.e., it is not consistently applied every time it is implemented) but serves as an important indicative tool that could supplement other sources that only count service users such as HIFIS data from BC Housing.

What does the data show?

- The number of people counted peaked at 86 people in April 2020 at the onset of the COVID pandemic when shelter capacities were reduced. In 2021, an average of 42 street homeless were counted in the daily Bylaw Homeless Count.
- While this data was not used in the model due to its limited reliability, it provides real time trend information used in service planning

Historical Bylaw Homeless Count, Kelowna, 2019-2021



Housing & Shelter Supply In Kelowna

Housing and Shelter Supply includes the number of Supportive Housing units and the number of shelter spaces.

Supportive Housing Units, Kelowna, 2018–2021

Source: BC Housing, Prepared by BC Housing's Research and Corporate Planning Department, August 2021

What is it?

The *Supportive Housing Unit* data provided by BC Housing shows existing number of Supportive Housing units by year. It includes the following Supportive Housing units that have a financial relationship with BC Housing (number of units in brackets):

- Cardington Apartments (30 units)
- Willowbridge (40)
- New Gate Apartments (49)
- Heath House (40)
- Hearthstone (46)
- Samuel Place (50)
- Ethel Street Phase 1 (21)
- Mom and Child Safe House (5)
- Safe House for Women (5)
- Ozanam House (18)
- Shiloh House (10)
- Tutt Street Place (39)
- Gordon Place Phase 1 (14)
- Gordon Place Phase 2 (30)
- McCurdy Place (49)
- Stephen's Village, 1055-63 Ellis St (89)

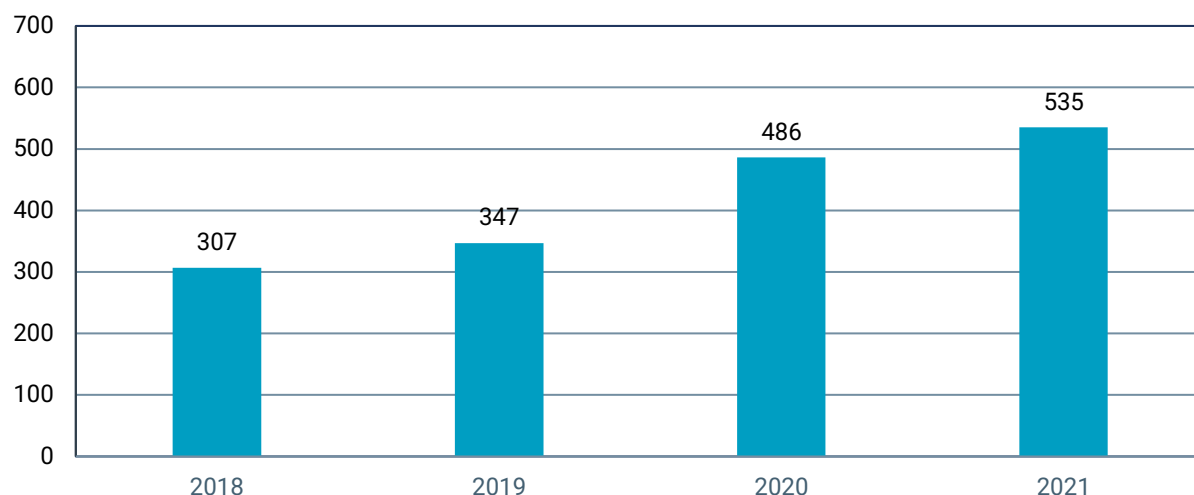
Progress on Building Supportive Housing

During the creation of the 2018 Journey Home Strategy “a gap of 300 Supportive Housing units to address the needs of people experiencing chronic homelessness” was identified. Up until 2021 Kelowna has increased its supportive housing supply by 228 units.

What does the data show?

Between 2018 and 2021, the number of Supportive Housing units increased by 228, from 307 to 535 units. There are currently no commitments in place for new Supportive Housing units coming online in the next five years.

Supportive Housing Supply, Kelowna, 2018-2021



Source: BC Housing, Prepared by BC Housing's Research and Corporate Planning Department, August 2021

Shelter Capacity, Kelowna, April 2020–October 2021

Source: BC Housing, Prepared by BC Housing's Research and Corporate Planning Department, August 2021

What is it?

- The *Shelter Capacity* data shows the number of shelter spaces available by month. Data collection only includes shelter spaces with a financial relationship to BC Housing.
- The following shelter types are included: year-round (permanent) shelters, temporary shelters (short term or seasonal), and temporary capacity expansion shelter (temporary expansions).
- The following shelters are included in the data:
 1. Doyle Ave Shelter (Temp - Capacity Expansion)
 2. Richter Street Shelter (Temp - Capacity Expansion)
 3. Cornerstone (Temp Shelter)
 4. Kelowna Gospel Mission (Year-Round),
 5. Alexandra Gardner Safe Centre (Year-Round).

Shelter Types:

Year-round (permanent) shelters: permanent shelters, generally operating 24/7.

Temporary shelters: operate for a short period of time, either seasonally or longer, to meet a community need.

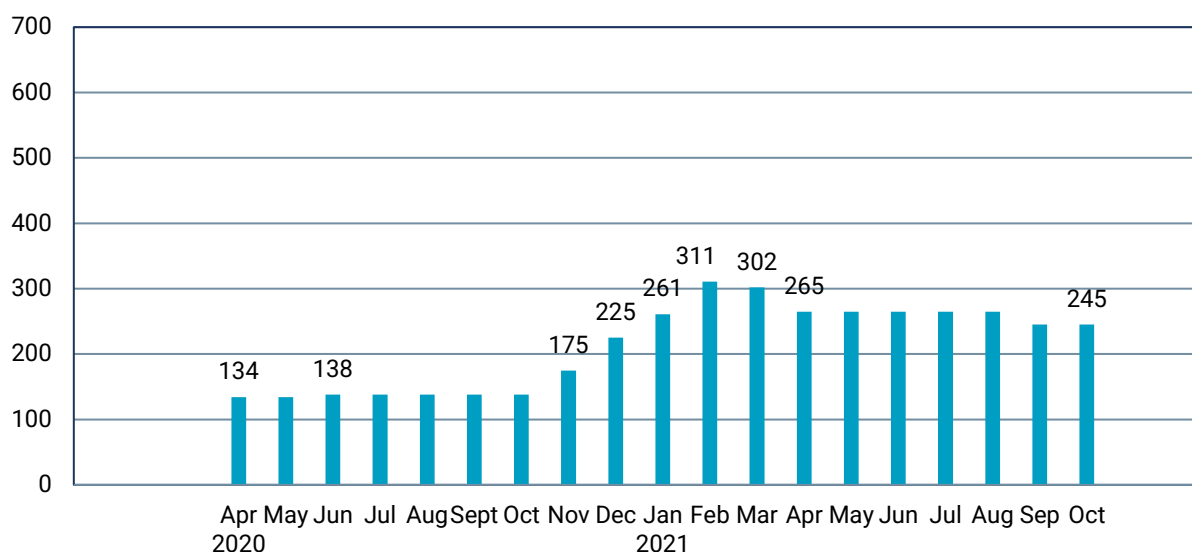
Temp - Capacity Expansion Shelter: Temporary Shelters extended or opened to provide shelter during the COVID-19 Pandemic.

Not included in the capacity and user data are the Unitarian Shelter (Temp Winter Shelter; opened in December 2021 after the reporting period), Boys and Girls Youth Shelter (Year-Round), Kelowna Women's Shelter (Year-Round). Shelters serving women only and/or children are not included in the HIFIS integrated cluster data; data is kept separate for privacy and safety reasons.

What does the data show?

Shelter capacity has increased from 134 spaces in April 2020 to more than 300 in February 2021. In the summer of 2021, capacity was again reduced; by Oct 2021 the capacity was 245 spaces. This shelter capacity data is included for reference only as it is not used in the model.

Shelter Capacity, Kelowna, April 2020–October 2021



Supportive Housing Demand

Indicators of Supportive Housing Demand utilized in the model are derived solely from the Supportive Housing Registry. **This data source however has many limitations.**

Supportive Housing Registry Applicants, January 2018 – July 2021

Source: BC Housing, Prepared by BC Housing Research Centre, September 2021

What is it?

- The Supportive Housing Registry (SHR), managed by BC Housing, forms a database of people who have applied for Supportive Housing for people at risk of, or experiencing homelessness, and who are waiting to be assessed and housed in this specific form of housing.
- The data shows the total cumulative number of SHR Applicants per month who applied to live in Supportive Housing in Kelowna.
- The **validity of this data is presumed to be limited** as several factors may lead to an over- or under-estimate of people on the registry and thereby seeking supportive housing:

Active Status: It only includes presumed to be active applications. SHR applications stay "live" for 6 months; if there are no updates to the file then it is moved into a "hold" status; after 9 months the application becomes "inactive". The data does not include a breakdown of application status. However, while dormant applications for people who have not been in touch with the registry are deactivated, it can't be confirmed that applicants are in fact actively seeking Supportive Housing or should be removed from the list:

- Some applicants are not available to move in when units become available at any one time. The application may be inactive, or the applicant is not currently in Kelowna.
- As applicants can apply from anywhere in the province it may include applicants outside Kelowna.
- Other applicants may have found housing and are still on the Registry because they have not updated/removed their application from the list.
- On the other hand, many applications have likely become inactive due to non-renewal but are in fact still requiring Supportive Housing. Some applicants do not have the capacity, or need assistance, to update their status once an application is submitted.

Duplication: The data represents the total number of applications rather than unique applicants, as the Registry may be subject to data duplications if more than one form is submitted. There is no identification verification at the time of application.

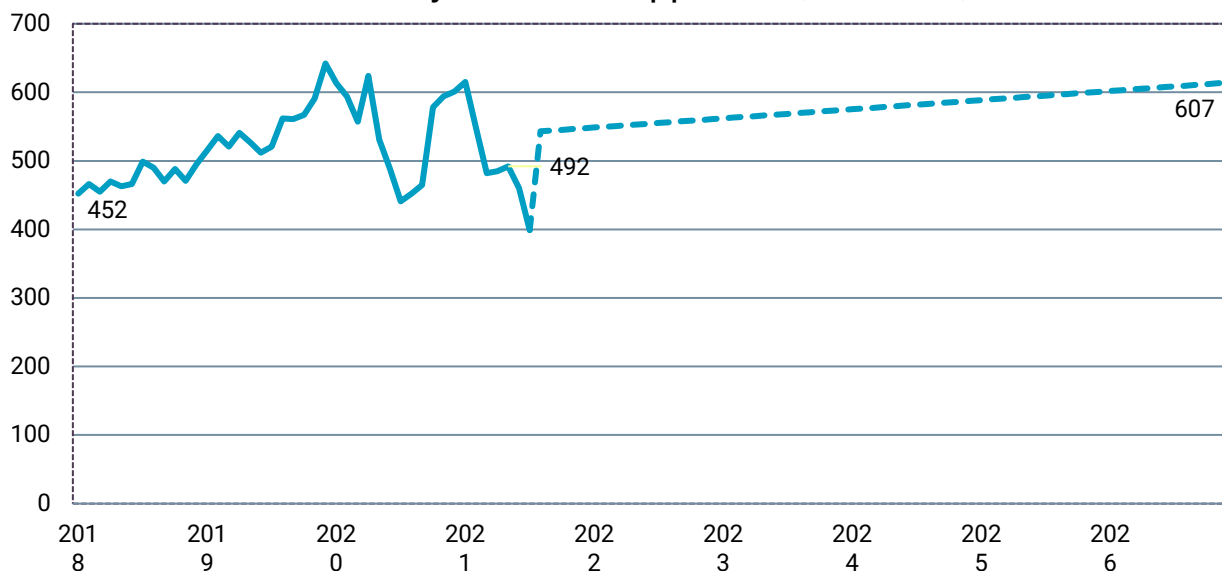
Suitability: Some people who choose to apply to the Supportive Housing public registry are not suitable for Supportive Housing as the available/required level of support need in this form of housing may be too high or too low for them – i.e., may not match their acuity. Housing providers have indicated that applicants apply whether they need Supportive Housing or not, as they are desperate for housing.

- **Given these limitations we cannot determine whether this data set under- or over-estimates the number of people seeking supportive housing. We have limited confidence in the validity of this data to measure the true demand for supportive housing.**
- **This data is included for reference only. It was not used in the model.**

What does the data show?

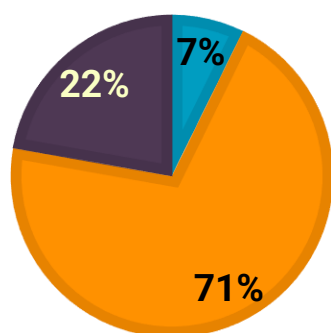
- A dip in 2020 is attributed to a disruption in processing of SHR applications due to COVID. Spikes in data could also be indicative of when BCH staff have processed applications.
- Between 2018 and 2021, the Supportive Housing Registry increased by 9%, from 452 to 492 applicants. The number of Supportive Housing applications increased despite (or because of) significant growth in supply in the number of units. During this same period, the number of Supportive Housing units increased from 307 to 535 units.
- By 2026, an additional 115 applicants are projected to apply for Supportive Housing, an increase of 23% (assuming new supportive housing supply continues at the same rate as 2018-2021 levels).
- **Noting the above data limitations this data set should not be considered as a valid indicator of the true demand for supportive housing in Kelowna.**

Historical & Projected SHR Applicants, Kelowna, 2018-2026



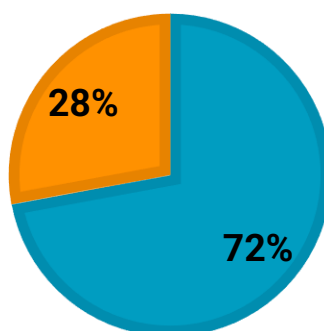
SHR APPLICANTS BY AGE, JAN 2018-JUL 2021

■ <25 Years ■ 25-55 Years ■ 55+ Years



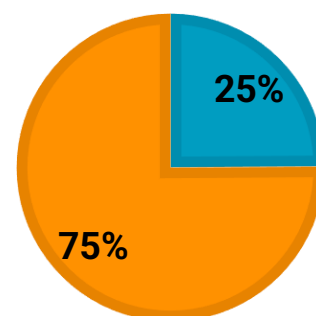
SHR APPLICANTS BY GENDER, JAN 2018-JUL 2021

■ Male ■ Female



SHR APPLICANTS BY INDIGENOUS IDENTITY, JAN 2018-JUL 2021

■ Indigenous ■ Non-Indigenous



4. Discussion | Estimating Supportive Housing Demand

This section discusses how available data and supportive housing demand are connected.

Defining Key Terminology Used

Additional definitions are included in Appendix C: Literature Review

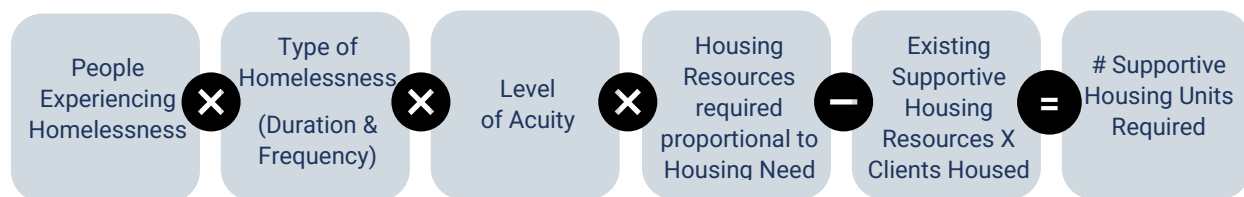
Chronic Homeless:	<p>For the purpose of this report, the PiT Count definition is used: Individuals experiencing chronic homelessness are currently homeless and have been homeless for six months or more in the past year (i.e., have spent more than 180 cumulative nights in a shelter or place not fit for human habitation). Chronic homelessness includes time spent in unsheltered locations, emergency shelters, staying temporarily with others without guarantee of continued residency or the immediate prospects for accessing permanent housing, or short-term rental accommodations (for example, motels) without security of tenure (Reaching Home/PiT Count, 2020).</p> <p>In addition to people who are currently homeless and have been homeless for six months or more in the past year, the Reaching Home/federal definition of chronic homelessness, also used by Built for Zero is broader. It also includes individuals who have recurrent experiences of homelessness over the past three years, with a cumulative duration of at least 18 months (546 days). However, this criterion is not measured in a PiT Count, as PiT Count surveys only ask individuals about their experiences in the past year. At the federal level, episodic and chronic homelessness are no longer being tracked separately.</p> <p>Kelowna's Journey Home Strategy has used the BC Housing definition: chronic homelessness means a client has experienced Homelessness for six (6) months or more in the past year (i.e. has spent more than one hundred and eighty (180) cumulative nights in a shelter or place not fit for human habitation) and/or has experienced Homelessness three or more times in the past year. This also includes individuals exiting institutions (e.g., mental health facilities, hospitals, correctional institutions and children leaving care) who have a history of chronic homelessness and cannot identify a fixed address upon their release.</p> <p>Recently the Journey Home Society has recently updated the Strategy's definition of chronic homelessness and has adopted the Reaching Home definition. For the By Name List, the Journey Home Society will track both the Federal Reaching Home definition and the Provincial BC Housing definition.</p> <p>This report uses the PiT Count Report definition of "chronic homelessness" as noted above.</p>
Episodic Homeless:	Individuals who experience episodic homelessness are currently homeless and have experienced three or more episodes of homelessness in the past year.
Permanent Supportive Housing:	A type of housing that provides on-site supports and services to residents who cannot live independently (BC Housing Glossary, 2021).
Assertive Community Treatment:	A form of community-based mental health care for individuals experiencing serious mental illness that interferes with their ability to live in the community, attend appointments with professionals in clinics and hospitals, and manage mental health symptoms.

Intensive Case Management:	A community-based package of care aiming to provide long-term care for severely mentally ill people who do not require immediate admission.
Rapid Rehousing:	A housing model for people (both individuals and families) who are experiencing episodic or transitional (as opposed to chronic) homelessness. Like Housing First, it has no “readiness requirements” but is focused on getting people into housing and out of shelters as quickly as possible. People who are eligible for rapid re-housing are usually judged to have low to moderate acuity.

The Theory

Neither of the available data sources alone can predict the number of Supportive Housing units needed.

The literature suggests the best approach to calculate Supportive Housing demand is to start with the number of people experiencing homelessness, apply a level of need – or acuity – based on duration and frequency of homelessness, and correlate acuity to the type of housing resources required – Supportive Housing in this case.



The literature review in Appendix C summarizes the approaches that set the foundation for this approach, which is summarized here:

1. Each approach starts with the type of homelessness based on a quantitative assessment of people's duration and frequency of homelessness over time.
2. The approach then applies a level of acuity to each type of homelessness, as per Table 1 & Table 2. Variations in level of acuity between the two approaches can be attributed to the different definitions of chronic, episodic, transitional, and at risk. (Note: differing definitions of homelessness, based on frequency and duration, will require differing methodologies in order to accurately forecast number of supportive housing units needed.)

Table 1: Level of Need, Built for Zero

	High Acuity	Moderate Acuity	Low Acuity
Chronic	75%	20%	5%
Non-Chronic	10%	40%	50%
At risk of becoming chronic	50%	30%	20%

Table 2: Level of Need, Journey Home

	High Acuity	Moderate Acuity	Low Acuity
Chronic	80%	15%	5%
Episodic	50%	30%	20%
Transitional	10%	30%	60%
At Risk	5%	15%	80%

- Next, each approach correlates different housing resources to the proportional level of need (chronicity and acuity) as per Table 3 & Table 4. Again, variations in proportional levels of need can be attributed to different definitions of chronicity. Housing resources not only include permanent Supportive Housing, but assertive community treatment, intensive case management, and, in the Journey Home approach, rapid rehousing and prevention programs as well. More than one program type may apply to each level of acuity. Our logic model calculates Supportive Housing units only.

Table 3: Level of need by type of program, Built for Zero

Level of Need (chronicity, acuity)	Housing Resource (unit, subsidy, CM)	Proportion Based on Level of Need
Chronic + High Acuity	Permanent Supportive Housing	90%
	Assertive Community Treatment (ACT)	70%
	Intensive Case Management (ICM)	20%
Chronic + Moderate Acuity	Permanent Supportive Housing	10%
	Assertive Community Treatment (ACT)	30%
	Intensive Case Management (ICM)	80%

Table 4: Level of need by type of program, Journey Home

Group's Level of Need (Acuity)	Program Type	Proportion of Acuity Group Served by Program Type
High Acuity Chronic, episodic homelessness	Supportive Housing	90%
	Assertive Community Treatment (ACT)	65%
Moderate Acuity Chronic, episodic Homelessness; Transitional homelessness; At Risk	Supportive Housing	10%
	Rapid Rehousing	25%
	Assertive Community Treatment (ACT)	35%
	Intensive Case Management (ICM)	100%
Low Acuity Transitional homelessness; At Risk	Rapid Rehousing	75%
	Prevention	100%

- Lastly, the logic model considers the outflow of people who move from supportive housing need into a supportive housing unit when a vacancy becomes available. Vacancies become available when a supportive housing client will no longer occupy a housing unit; reasons could include moving out of community, moving into another form of housing, transition to homelessness, or death.

#People Requiring Supportive Housing –
 (Existing Supportive Housing Units X Annual Clients Housed Rate)
 =#New Supportive Housing Units Required

By multiplying the number of existing supportive housing units by the rate at which clients are housed annually (i.e., 1%), the model deducts the number of people housed through unit turnover. The results effectively predict the number of new supportive housing units needed to accommodate demand. Note: In a stock and flow analysis, the clients housed rate demonstrates the flow of people moving from supportive housing need into housing. The number of clients housed data, provided by BC

Housing, includes transfers and exits into homelessness. New move-ins to existing supportive housing units were also included (see Appendix A: General Limitations). A transfer means that a vacant housing unit is becoming occupied by an existing tenant, i.e., people experiencing homelessness are not flowing into housing units. The model does not account for exits in which people return to homelessness, i.e., when outflow from housing becomes inflow into homelessness.

In order to provide a trendline of Supportive Housing need from 2021 to 2026, the analysis includes a **forecast of the number of people experiencing homelessness** over the next five years. Forecasts are based on three years of historical shelter data and use a linear forecast method (i.e., linear regression) to project the number of people experiencing homelessness year over year. The calculation outlined in Table 5 is then applied to forecasted annual demand to predict future Supportive Housing units needed.

The methodology used for the model assumes that Supportive Housing is only for people who have medium to high levels of support need (i.e., acuity). In practice, existing supportive housing projects in Kelowna aim to include a broader mix of low acuity clients in order to align with staffing models and resources. **As a result, the numbers provided in this report are conservative estimates and the true number of units required is likely to be significantly greater than shown.**

Applying Theory To The Logic Model

The Built for Zero methodology suggests that a real-time count of people experiencing homelessness (i.e., a By-Name List) is the most accurate and reliable approach to calculating housing need.

Unfortunately, a real-time, by-name list was not available for this study. Instead, the logic model uses the unique number of registered shelter users, as collected by shelter providers and managed by BC Housing through the HIFIS database as its foundation. Although this data source lacks individualized data, it is likely the most reliable longitudinal indicator of the number of people experiencing homelessness in Kelowna that can be projected forward based on historical trend data. It is also the indicator that is most regulated, consistent, and easily accessible at this point in time. Using standardized data ensures the analysis can be repeated in the future. However, each data source cited is subject to its own limitations and biases (see Appendix A: Data Limitations).

The following table summarizes and exemplifies the calculation used to project the gap between demand and supply of Supportive Housing units.

Table 5: Calculating Supportive Housing Demand

	#People Experiencing Homelessness	X	Type of Homelessness (Duration & Frequency)	X	Level of Acuity	X	Housing Resources Required Proportional to Housing Need	-	Existing Supportive Housing Resources X Clients Housed	=	# Supportive Housing Units Required
Indicator	Unique # of people using shelter services		Chronic Episodic Neither chronic nor episodic		High Medium Low		Chronic, Episodic + High Acuity Episodic + Medium Acuity		#SH units Clients Housed Rate		
Data sources	BC Housing HIFIS Data		Point-in-Time Count		Journey Home Technical Report		Journey Home Technical Report		BC Housing Data		
Example	100 #People experiencing homelessness		Chronic 75% (75) Episodic 25% (25)		Chronic: 80% High Acuity (60) 15% Medium Acuity (11) Episodic: 50% High Acuity (13) 30% Medium Acuity (8)		Chronic + High Acuity, Episodic + High Acuity (73): 90% (66) require Supportive Housing Chronic + Medium Acuity (11): 10% (1) Episodic + Medium Acuity (8): 10% (1) require Supportive Housing		Number of existing SH units: 300 Clients Housed Rate: 1% 300x1% =3		(66+2)-3 = 65 Supportive Housing Units Required

Best practice indicates that chronicity and acuity should be derived by assessing each person's level of need, as these characteristics can vary by location and community. Because the BC Housing data does not include an assessment at each intake (i.e., shelter stay), this data cannot be derived from this data source alone. Instead, the logic model applies Point-in-Time (PiT) count data as a standard measure of chronicity of Kelowna's homeless population. In the 2020 PiT count, 72% of people experiencing homelessness were considered chronic, and 11% episodically homeless. This number increased from 67% in 2018. The logic model then applies these measures of chronicity as a standard measure across the total number of homeless.

Next, level of acuity and proportional housing need must be determined as per the tables above. Only one methodology needs to be applied, either the Built for Zero or Journey Home approach. Because the PiT

count definition of chronicity aligns with the Journey Home definition, the logic model uses the Journey Home approach (Table 1 & Table 3) to calculate Supportive Housing demand. Note that Table 1 includes four different categories of homelessness; because the PiT count only measures chronic and episodic homelessness, and no other data sources are available, “transitional” and “at risk” are not applied in the model.

While chronicity and acuity are important indicators of Supportive Housing need, it is important to note that all those who are housed must meet the following eligibility criteria:

- A low-income adult
- Homeless or at risk of homelessness
- Require supports to live independently
- Need support to maintain a successful tenancy

For people who are experiencing homelessness but are not identified as chronically homeless or having high acuity, there are other options besides permanent Supportive Housing. Table 2 and Table 3 outline alternative housing programs better suited to people who are experiencing lower duration and frequency of homelessness and who have lower acuity. Although these programs were not included in the results of this study, the logic model framework could be applied to calculate need for alternative housing programs.

Lastly the calculation outlined in Table 6 is then applied to forecasted annual demand to predict future Supportive Housing units needed.

5. Gap Analysis: Supportive Housing Units Required Until 2026

The logic model connects theory (see Appendix C: Literature Review) and analysis to predict the number of Supportive Housing units required between 2021-2026.

As per Table 6 below, based on the logic model results, there was demand for 208 additional Supportive Housing units in 2021. This number increases in sync with the increase of people experiencing homelessness over the next 5 years. (The Figure *Historical & Projected Unique Clients at All Shelters, Kelowna, 2018-2026* in Section 3 shows a comparison of both growth trajectories in people experiencing homelessness). The analysis does not consider external factors, such as economic changes, public health impacts, or immigration fluctuations which could further influence demand.

Table 6: Logic Model Results²

#People Experiencing Homelessness	X	Type of Homelessness (Duration & Frequency)	X	Level of Acuity	X	Housing Resources Required Proportional to Housing Need	-	Existing Supportive Housing Resources X Clients Housed	=	#Supportive Housing Units Required
Continued Supply: 2021: 366 2022: 391 2023: 416 2024: 441 2025: 466 <u>2026: 491</u>		Chronic 72%		Chronic: 80% High Acuity, 15% Medium Acuity Episodic: 50% High Acuity 30% Medium Acuity		Chronic + High Acuity, Episodic + High Acuity: 90% require Supportive Housing Chronic + Medium Acuity, Episodic + Medium Acuity: 10% require Supportive Housing		Number of existing SH units: 535 Clients Housed Rate: 1% 535x1% =5		Continued Supply: 2021: 208 2022: 222 2023: 237 2024: 251 2025: 266 <u>2026: 280</u>
No Supply: 2021: 366 2022: 472 2023: 578 2024: 684 2025: 790 <u>2026: 897</u>		Episodic 11%								No Supply: 2021: 208 2022: 269 2023: 331 2024: 393 2025: 455 <u>2026:516</u>

Based on the model, by 2026, **a minimum of 280 additional Supportive Housing units will be needed if most recent supply levels are continued.** However, this minimum level units needed is based on historical data from the last three years, 2018-2021, a time when supportive housing units increased from 278 to 535.

As no new supportive housing units are currently planned to come online in the next five years Kelowna could have up to 897 people experiencing homelessness as the continued increase will not be absorbed by

² The Clients Housed Rate is calculated based on the number of clients housed into existing units (i.e. turnover) between 2018-2021, excluding the number of clients who moved into new supportive housing units, i.e., the rates reflect the number of clients housed based on turnover of existing housing units.

new supply. In turn, if we run the logic model **as if no new housing units came online, our calculation changes to 516 units needed by 2026.**

	Continued Supportive Housing Supply (at 2018-2021 levels)		No New Supportive Housing Supply Added	
	#People Experiencing Homelessness	#Supportive Housing Units Required	#People Experiencing Homelessness	#Supportive Housing Units Required
2021	366	208	366	208
2022	391	222	472	269
2023	416	237	578	331
2024	441	251	684	393
2025	466	266	790	455
2026	491	280	897	516

6. Conclusion

The City of Kelowna, the Central Okanagan Journey Home Society, and the community seek to work with its partners to provide Supportive Housing for people experiencing homelessness.

The current inventory of Supportive Housing units is not adequate to respond to the demand for Supportive Housing. The projected number of people experiencing homelessness, in combination with no new projected housing units, means that the gap between demand and supply will continue to increase.

Our model projects the units of Supportive Housing required in Kelowna under two different scenarios – with supply continuing at 2018-2021 rates, and with no additional units per year projected. As the development of new Supportive Housing projects ended in 2021, and there is no current supply commitment in place, the latter is a more likely scenario.

In 2021, based on existing administrative shelter data, 208 Supportive Housing units were needed. By 2026, the existing Supportive Housing supply of 535 units must – at a minimum – increase by an additional 52%, or 275 Supportive Housing units, to keep up with anticipated demand. Notably, the model assumes that new supportive housing supply will be built at the same rate as provided since 2018 which resulted in only a moderate increase in people experiencing homelessness. When we revise the logic model and **apply a growth trajectory based on no new housing units coming online, up to 516 supportive housing units would be required by 2026.**

The evidence presented in this report will be used to inform planning policy and advocacy, and to take actionable steps to secure more Supportive Housing supply in Kelowna. As new data sources and collection methods become available, the logic model can be easily updated or reconfigured to provide the latest and most relevant results.

7. Appendix A: General Limitations

This section spells out some general limitations regarding the data sources and the methodology used:

- Compared to similar models, such as the Built for Zero model which builds on a **real-time by-name list**, the results of this report's analysis demonstrate lower validity due to a lack of access to real-time data on both, the number of people who are experiencing homelessness and their level of support need. A real-time by-name list of all known people experiencing homelessness would provide stronger, more reliable and actionable data to support services, system performance, and advocacy.
- The **number of people experiencing homelessness included is considered an undercount**, only visible homeless and/or homeless in contact with services have been reliably counted in the HIFIS database.
- Demand data is subject to entry errors, processing times, and duplication or inactivity. **The data sources presented here provide insights into trends but are not accurate.**
- A person experiencing homelessness does not directly equate to a need for the supports offered in a Supportive Housing environment. Best practice suggests that prior to accessing supportive housing, individuals need to be appropriately assessed to identify their support needs. In the absence of valid data to identify the overall population's level of acuity (i.e., such as proper assessment data), generalized **levels of acuity** (i.e., level of need) and **chronicity** (ex. chronic, non-chronically homeless) serve as indicators. They are used as **proxy measures in this report to estimate the assumed likelihood of the population of people experiencing homelessness to require the support services offered in a Supportive Housing environment.** It is important to note that, while **the ratios/percentages applied to convert need into housing type follow a best practice standard set by Built for Zero**, without an assessment of one's personal level of acuity this is only a generalized model. It can be assumed that the local population's acuity differs from those generalized standards.
- The methodology used assumes that Supportive Housing is only for people who have medium to high levels of support need (i.e., acuity). In practice, existing supportive housing projects in Kelowna include a broad mix of clients, from low, medium, and high acuity, in order to align with staffing models and resources. **As a result, the projected numbers of supportive housing units needed are an under-estimate and the true number of units required is likely to be significantly greater.**
- The model does not consider increasing levels of support need over time. For example, a person experiencing homelessness in 2021 could have an increasing level of acuity in the years following.
- The **measure of chronicity** is drawn from the homeless count and is not a reliable assessment.
- This paper focuses on congregate supportive housing in a generalized manner. It does not discuss **the specific type of housing interventions required for the population of those experiencing homelessness.** Housing that works for single adults may not work for youth. Similarly, congregate apartment-style housing may work for some, while group home living may work for others. Adapting a program to meet the needs of a particular sub-population is key to ensuring success and choice is a foundational principle of housing first. Notably, this paper does not forecast specific types of supportive housing programs for subpopulations e.g., youth (aged 16-24) supportive housing.
- The methodology used in this report does not consider the number of people in market or affordable housing (without supports) who require housing with on-site supports.
- The analysis does not consider external factors, such as growth pressure, ageing population, economic considerations, public health impacts, policy interventions or immigration which could further increase demand.

- In a stock and flow analysis, the **clients housed rate** demonstrates the flow of people moving from supportive housing need / homelessness into Supportive Housing. The number of clients housed, provided by BC Housing, includes transfers and new move-ins. A transfer means that a vacant housing unit is becoming occupied by an existing tenant, i.e., people experiencing homelessness are not flowing into housing units. The model does not account for exits in which people return to homelessness, i.e., when outflow from housing becomes inflow into homelessness. For the purpose of this model the data provided by BC Housing was cleaned to remove new move-ins from the client housed rate as they are accounted for through “New Supply”.

8. Appendix B: Data Sources Not Included In The Analysis

Other data sources that were considered or reviewed but not included in the analysis included:

- **BC Housing Coordinated Access list:** This list is held by BC Housing and is used by service provider in a coordinated process to prioritize individuals based on need for access to available suites in Supportive Housing. The list builds on the Supportive Housing Registry as well as VAT assessments, and frontline worker updates on clients shared at the monthly Table meetings. It may be considered the best source of data to attain a summary of the current and *houseable* number of people in need of Supportive Housing in Kelowna. While it will provide the number of people who are ready to be housed, this list is still an undercount as there are clients in need of supportive housing who are waiting for a VAT assessment to be completed. This is a condition to be placed on this list. However, it is not available for public use and may have limited reliability (i.e., how true it is over time) as additions to the list may increase when vacancies come up. As VAT assessments need to be updated every year, the information available is also somewhat unreliable for data forecasting.
- **VAT Scores:** To be considered for Supportive Housing through BC Housing, individuals must complete a Vulnerability Assessment Tool (VAT) questionnaire with a trained housing worker. While prioritization ought to occur based on level of need, maintaining an adequate mix that can be accommodated with existing staffing and support level is a crucial consideration in the tenanting process. While the VAT tool is often considered an indicator of support need, it was indicated that it can only be seen as a measure of vulnerability and does not indicate the need for supportive housing alone. Further, only a very small aggregate set of VAT scores was available to inform this project, as there is a continued backlog of assessments among those seeking supportive housing.
- **ICM/CAT data:** Intensive case management data held by practitioners with the health authority was not explored; in general, access to aggregate anonymized health data has proven difficult in the past.
- **MSDPR Data:** This source indicates the number of people receiving income assistance, but not the shelter portion as they have No Fixed Address (NFA); This data typically correlates well with PiT Count data. This data set was not available at the time of writing of this report.
- **HOP/HPP/C-BC HB:** This source indicates the number of people receiving rent supplements to live in a market rental home; generally, the number of rent supplements dispersed is at maximum capacity and therefore does not indicate trends in need; in addition, there is also likely no direct correlation or causation with Supportive Housing demand.

9. Appendix C: Literature Review

Summary

The logic model draws on multiple data sources to assess Kelowna's Supportive Housing needs, homeless serving programs, and demand for services.

The following sources were reviewed and incorporated into the analysis:

- Kelowna's Journey Home Strategy, Technical Report, Appendix F, 2019
- Growing your Housing Resources, Built for Zero Canada, June 2021
- Complex Needs Advocacy Paper, City of Kelowna, July 2021
- Community Report Point-in-Time Count, Kelowna, 2020

A common theme in the literature is that duration/frequency of homelessness (i.e., chronic, episodic, transitional, etc.) is used as a key indicator of acuity, or level of need.

Two reports, *Kelowna's Journey Home Strategy Technical Report* and *Growing your Housing Resources*, assign acuity to duration of homelessness and subsequently break down need by the required housing types and support program. These data sources differ in that *Kelowna's Journey Home Strategy Technical Report* uses data from the 2018 Kelowna Point-in-Time (PiT) Count to calculate Supportive Housing need, while *Growing your Housing Resources* uses a By-Name-List. Best practice suggests a By-Name-List, a real-time list of all known people experiencing homelessness in the community, is more effective than relying on a PiT Count which is a snapshot (i.e., a one-day count) of sheltered and unsheltered homelessness.

The *Complex Needs Advocacy Paper* focuses solely on the need for complex care, a subset of the homeless population whose support needs often have intersecting challenges related to substance use, mental illness, developmental disabilities, FASD, and acquired brain injury, and takes a different approach. Instead of using duration of homelessness and assumptions regarding acuity, the paper uses VAT scores (Vulnerability Assessment Tool) as a key indicator of complex care housing needs. To be considered for Supportive Housing through BC Housing, individuals must complete a VAT questionnaire with a trained housing worker. Individuals who identified both mental health and substance use concerns, and ranked moderate to severe, were identified as having "complex needs". In the report 196 individuals in the City of Kelowna were identified as needing Supportive Housing with complex care.

The *2020 Kelowna PiT Count* provides a snapshot of the number of people experiencing homelessness including characteristics of the homeless population (e.g., age, gender, veteran status, Indigenous identity). The report effectively captures duration and frequency of homelessness through its survey. Results noted that 72% of individuals were chronically homeless (i.e., homeless for 6 months or more within the past year) and 11% were episodically homeless (i.e., experienced 3 or more episodes of homelessness within the past year). In 2020 participants were asked for the first time to identify health challenges they may be facing, which could indicate need for support services. Although the report does not estimate or match number of people experiencing homelessness to program need, it can provide baseline data to inform Supportive Housing demand.

Kelowna's Journey Home Strategy, Technical Report, Appendix F, 2019

Link: https://www.journeyhome.ca/wp-content/uploads/2019/04/journey_home_technical_report.pdf

Upon its initiation the Journey Home Strategy included modelling of anticipated Supportive Housing spaces over the coming 5 years, summarized in *Kelowna's Journey Home Strategy Technical Report*.

At the time the report identified “a gap of 300 Supportive Housing units to address the needs of people experiencing chronic homelessness”. The foundation for this assessment was an input of 600 people experiencing homelessness in Kelowna in 2018 as per the PiT Count. This number included provisionally housed people.

Appendix F of the technical report highlights housing program needs and associated costs based on a stock and flow analysis. The analysis considers the people experiencing homelessness (as per the 2018 Point-in-Time Homeless Count) and applies assumptions in regard to inflow and outflow of people experiencing homelessness.

The number of people experiencing homelessness are categorized into duration and recurrence of homelessness as per the definitions below:

Table 1: Definitions of types of homelessness

Duration of Homelessness	Definition
Chronic/Episodic*	Chronic homelessness refers to an individual who is experiencing sustained homelessness for 1 year or longer; episodic homelessness refers to an individual who has had 4 or more episodes of homelessness within the last 3 years (i.e., attained and lost housing)
Transitional	An individual experiencing homelessness for less than one year and with fewer than 4 episodes of homelessness within the last 3 years.
At Risk of Homelessness	Individuals in households that spend more than 50% of their income on shelter costs and have an annual income below \$20,000 (as per the 2016 National Household Survey)

To calculate the types of programs and associated costs required, the analysis categorizes type of homelessness by levels of acuity, i.e., level of need (Table 2 below), followed by estimations that match acuity to program needs (Table 3 below).

Table 2: Type of homelessness by level of acuity

	High Acuity	Medium Acuity	Low Acuity
Chronic	80%	15%	5%
Episodic	50%	30%	20%
Transitional	10%	30%	60%
At Risk	5%	15%	80%

Homeless serving systems use common assessment tools to triage individuals according to level of acuity. This helps to identify what type of program is likely to be a good fit, which is confirmed when a more fulsome assessment is completed.

Table 3: Level of acuity by type of program

Group's Level of Need (Acuity)	Program Type	Proportion of Acuity Group served by Program Type
High acuity Chronic, episodic homelessness	Supportive Housing	90%
	Assertive Community Treatment	65%
Moderate acuity Episodic homelessness; Transitional homelessness; At Risk	Supportive Housing	10%
	Rapid Rehousing	25%
	Assertive Community Treatment	35%
	Intensive Case Management	100%
Low acuity Transitional homelessness; At Risk	Rapid Rehousing	75%
	Prevention	100%

Appendix F concludes by summarizing the business case for Supportive Housing. The final section shows that the estimated cost for health care and corrections services over next 5 years is significantly higher than the cost to implement Supportive Housing solutions. The estimated cost avoidance over 5 years totals \$51,160,486 based on 1,185 people experiencing homelessness.

Please note that the model does not factor in people who are experiencing chronic homelessness and who have moderate acuity. Fifteen percent (15%) of people who are chronically homeless are estimated to be of moderate acuity. Ten percent of this group requires supportive housing. This was factored into our model.

Growing your Housing Resources, Built for Zero Canada, June 2021

Growing your Housing Resources explains how to identify housing resources from a systems perspective, how to match and make evidence-based decisions regarding resources, and how to apply tools to build housing resources. The systems model recommends the creation of a By-Name List. A By-Name List is a real-time list of all known people experiencing homelessness in the community. It includes a robust set of data points that support coordinated access and prioritization at a household level and an understanding of inflow and outflow of people experiencing homelessness 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).

Once a By-Name List has been created and all people on the list have been assessed, individuals are categorized based on duration and frequency of homelessness, i.e., chronic, non-chronic, and at risk of becoming chronic.

Duration of Homelessness	Definition
Chronic	Refers to individuals who are currently experiencing homelessness AND who meet at least 1 of the following criteria:

	<ul style="list-style-type: none"> • they have a total of at least 6 months (180 days) of homelessness over the past year • they have recurrent experiences of homelessness over the past 3 years, with a cumulative duration of at least 18 months (546 days)
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To calculate the types of programs and associated costs required, the analysis includes type of homelessness by levels of acuity, i.e., level of need (Table 4 below), followed by estimations that match level of need to housing resources (Table 5 below).

Table 4: Level of Need

	High Acuity	Moderate Acuity	Low Acuity
Chronic	75%	20%	5%
Non-Chronic	10%	40%	50%
At risk of becoming chronic	50%	30%	20%

Table 5: Level of need by type of program

Level of Need (chronicity, acuity)	Housing Resource (unit, subsidy, CM)	Proportion Based on Level of Need
Chronic + High Acuity	Permanent Supportive Housing	90%
	Assertive Community Treatment (ACT)	70%
	Intensive Case Management (ICM)	20%
Chronic + Moderate Acuity	Permanent Supportive Housing	10%
	Assertive Community Treatment (ACT)	30%
	Intensive Case Management (ICM)	80%

The report concludes with a case study demonstrating how to match need to housing resources, followed by models for improvement.

Complex Needs Advocacy Paper, City of Kelowna, July 2021

Link: https://www.kelowna.ca/sites/files/1/docs/community/Journey-Home/2021-7-12_complex_needs_advocacy_paper.pdf

The *Complex Needs Advocacy Paper* estimates that 249 individuals in the Central Okanagan region, including 196 individuals in the City of Kelowna, require complex care in concert with an immediate need for housing.

Complex care is a Supportive Housing model that combines housing, health supports and resources for clients with mental health needs, alcohol and substance use dependency needs, FASD, developmental delays, and brain trauma injuries.

The estimated number of individuals requiring complex care housing is calculated based on results of the Vulnerability Assessment Tool (VAT) and Coordinated Access List. The Coordinated Access List used for this project is administered by BC Housing. It tabulates the number of clients requiring housing who are currently experiencing homelessness. Upon entry into that system, a survey is conducted (the VAT). Individuals who identified both mental health and substance use concerns and ranked moderate to severe were identified as having “complex needs” (249 individuals regionally, of which 196 are located in Kelowna) and therefore require Supportive Housing with complex care supports.

The paper outlines the 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 homelessness 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 paper goes on to outline supportive practice models derived from research, promising practices, and interviews with local service providers. A gap is identified in the continuum of care for this population; the region lacks Supportive Housing that includes the provision of health supports. The paper goes on to argue the business case for integrated Supportive Housing versus the cost to social, health care, and justice systems.

Community Report Point-in-Time Count, Kelowna, 2020

Link: <https://www.centralokanaganfoundation.org/community-engagement/2018-point-time-count/>

The Point-in-Time (PiT) Count is a one day coordinated count – or snapshot – of homelessness in Kelowna. On March 10, 2020, 297 individuals were counted staying in shelters and unsheltered locations (e.g., on the street, in parks). PiT Counts include a survey that provides communities with information on the characteristics of their homeless population (e.g., age, gender, veteran status, Indigenous identity). Previous PiT counts took place in 2016 and 2018, and were used to evaluate progress in reducing homelessness, tracking demographic changes, and monitoring service needs in the community.

Results noted that 72% of individuals were chronically homeless (i.e., homeless for 6 months or more within the past year) and 11% were episodically homeless (i.e., experienced 3 or more episodes of homelessness within the past year).

Duration/Frequency of Homelessness (Sample Size n=152)	
Chronic	72%
Episodic	11%
Not chronic or episodic	17%

In 2020 participants were asked for the first time to identify health challenges they may be facing. Based on the survey, 79% of individuals reported substance use issues, 61% reported mental health issues, 45% a learning disability or cognitive limitation, another 44% reported an illness or medical condition, and 40% a physical disability. Respondents were also asked if they identified as having an acquired brain injury, with 37% responding 'yes'.

Health Challenges (Sample Size n=152)	Yes	No
Substance Use Issue	79%	21%
Mental Health Issue	61%	39%
Learning Disability or Cognitive Limitation	45%	55%
Illness or Medical Condition	44%	56%
Physical Disability	40%	60%

Acquire Brain Injury	37%	63%
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In addition, participants were asked about their service needs. The highest reported service needs were related to addiction or substance abuse, which accounted for 26% of answers, and mental health, which accounted for 23% of answers. Other service needs included serious/ongoing medical condition (14%), physical disability (11%), learning disability (10%), and brain injury (10%), none of the above (5%), and pregnancy (1%).

Regarding what caused respondents to **lose their housing most recently**, the highest reported reason was household conflict (21%), which includes spouse/partner conflict, parent/guardian conflict and roommate conflict, followed by not enough income for housing (18%) and substance use issue (13%).

Regarding **how long ago** they lost their housing most recently, 55% responded that they lost their housing within the past year, with 7% of those being within the last month. Another 21% responded that they lost their housing between one to three years ago, 13% between three to five years ago, 10% more than five years ago, with 1% never having had stable housing.

The highest reported **source of income** was from welfare/social assistance (28%), followed by disability benefits (21%), and informal income (e.g., bottle returns, panhandling) (19%).

The highest reported **challenge when trying to find housing** was rents too high (20%), followed by low income (18%), addiction (10%), and discrimination (9%).



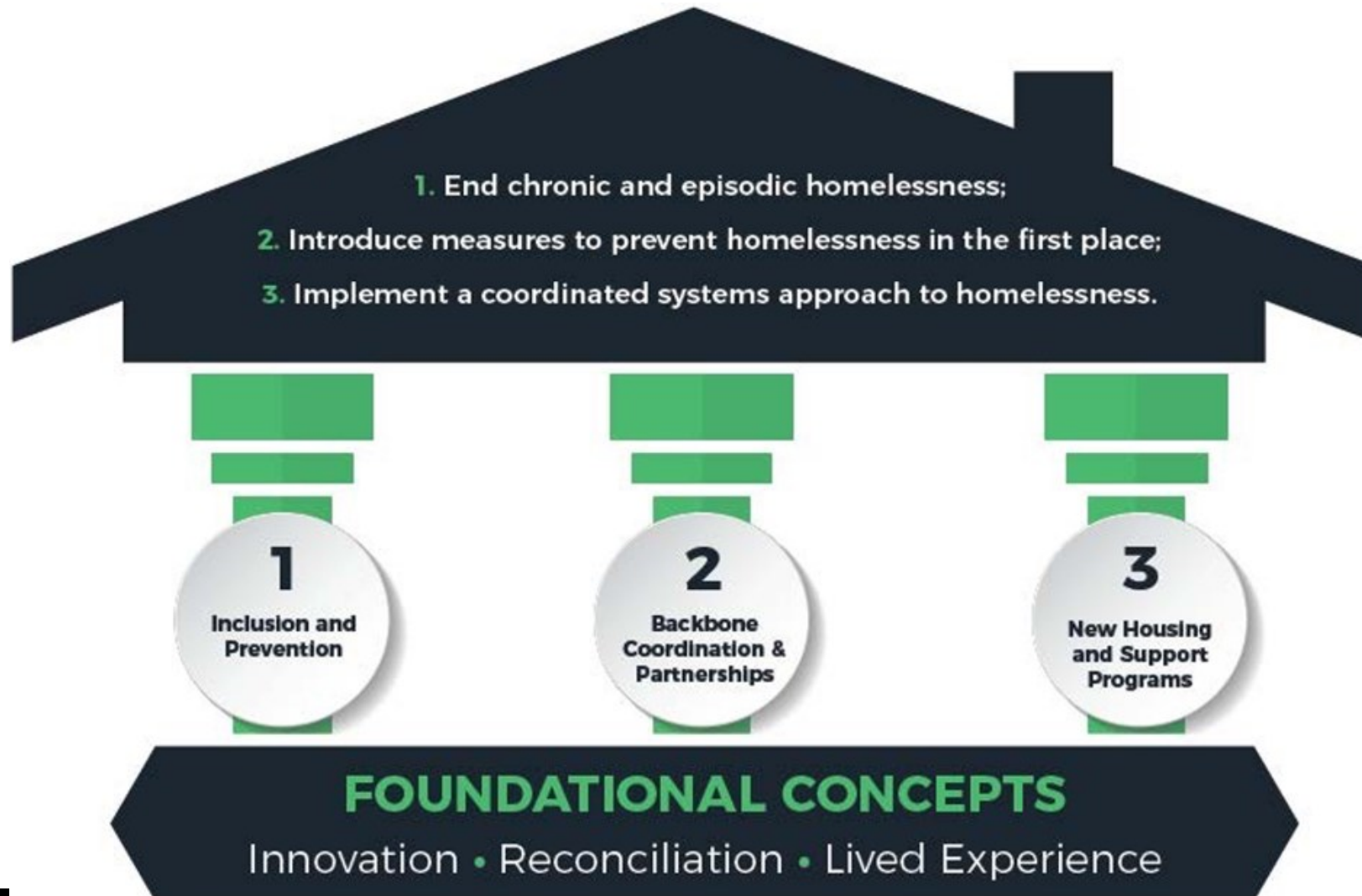
THE CENTRAL OKANAGAN JOURNEY HOME SOCIETY

Recalibrating Priorities to End Homelessness

PULSE CHECK REPORT

May 9th, 2022

The Central Okanagan Journey Home Strategy



Our Team



Stephanie Gauthier
Executive Director



Mitch DeCock
Data Specialist



Dr Saran Mallinson
System Planner

Areas of Investment

Investment Focuses

Revenue Sources		Charitable Status Update
	1. System Planning and Support	
	2. Data Integration and Analysis	
City of Kelowna	3. Lived Experience Circle on Homelessness	• Reapplication underway in Spring 2022
	4. Sector Training	
Reaching Home	5. Fundraising & Communications	• Addition of new programs will help position COJHS for consideration
Grants -SPARC BC	6. Special Projects	
	• Addressing Stigma	
	• LECOH Outreach	• Expect to hear the outcome by the end of the year
	• Data Modelling	
Donations	• Discharge Planning	
	• Homelessness Help Line	

Agenda

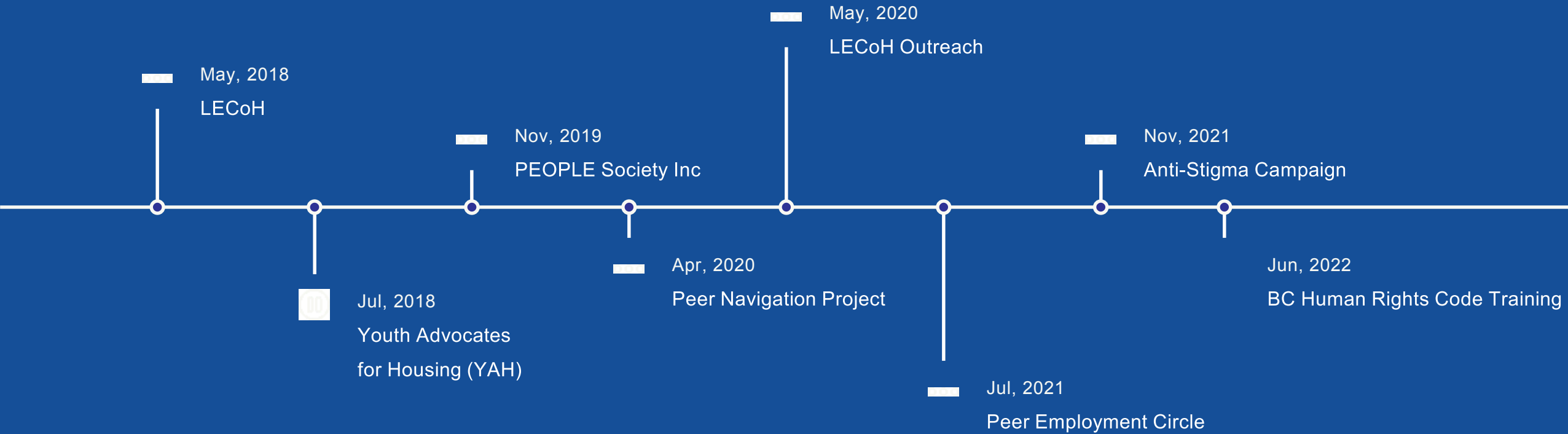
- | | |
|------------------------------|---------------------------------|
| 1 Lived Experience | 6 Coordination & Partnerships |
| 2 Truth and Reconciliation | 7 Key Actions & Priorities |
| 3 Housing & Supports | 8 Data Modelling Project |
| 4 Innovation | 9 Next Steps |
| 5 Inclusion & Prevention | |



Lived Experience

Lived Experience

Event Timeline (May, 2018 – Jun, 2022)



Lived Experience & Peer Support

Progress and Achievements



#1: Health Canada Partnership - Peer Navigation Program

Embedding Peer Navigators across agencies.



#4: Lived Experience - Local Leadership

LECoH were instrumental in developing the PEOPLE program and provide guidance on many community decision-making tables.



#2: PEOPLE's Connect

Providing peer support and referrals.



#5: National Leadership

LECoH presented twice at the Canadian Alliance to End Homelessness National Conference. Built For Zero Canada has recognized Kelowna as a 'Bright Spot' for Lived Experience voices.



#3: Peer Employment Circle

Connecting agencies delivering peer-based programs.



#6: PEOPLE

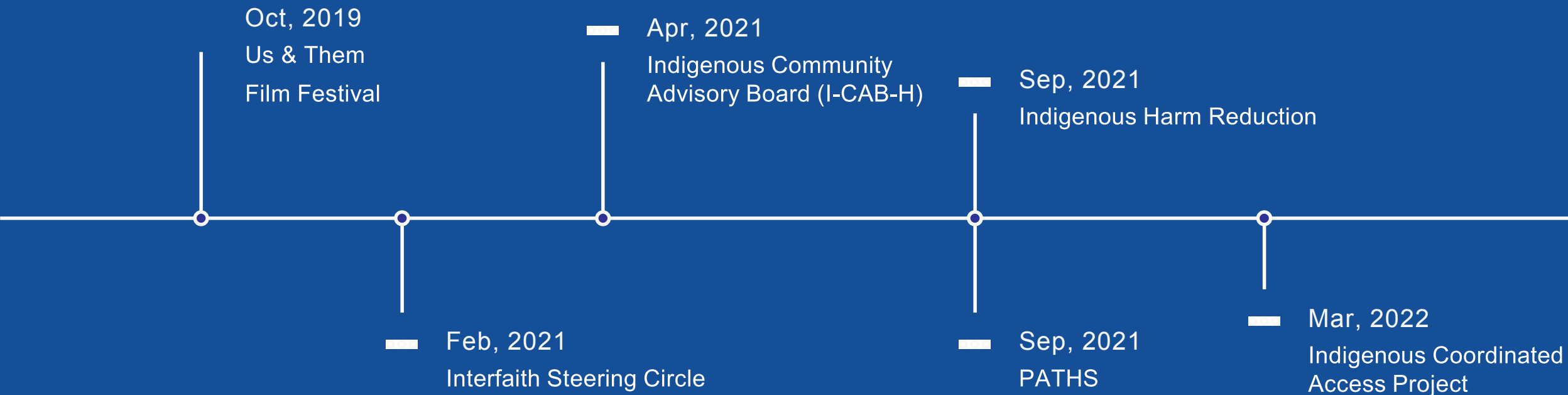
Founding of the non-profit PEOPLE, focused on the training and employment of people with lived experience of homelessness and/or substance use.



Truth and Reconciliation

Truth and Reconciliation

Event Timeline (Oct, 2019 - Mar, 2022)



Truth and Reconciliation - Indigenous Self Governance and Representation

Progress and Achievements



#1: Indigenous Community Board on Homelessness (ICAB-H)

Established to oversee the Federal Reaching Home investments.



#4: Youth Recovery Advisory Group

An advisory group in partnership with West Bank First Nation, to minimize barriers and improve cultural relevance of youth recovery programs.



#2: National Indigenous Assessment Tool

A LECoh member is participating in a national Working Group to develop PATHS, an indigenous assessment tool.



#5: Indigenous Peers Harm Reduction Project

A funding application has been submitted to create a pilot program.



#3: Indigenous Coordinated Access Framework

Including Indigenous Voices for Indigenous Choices.



#6: RCMP support

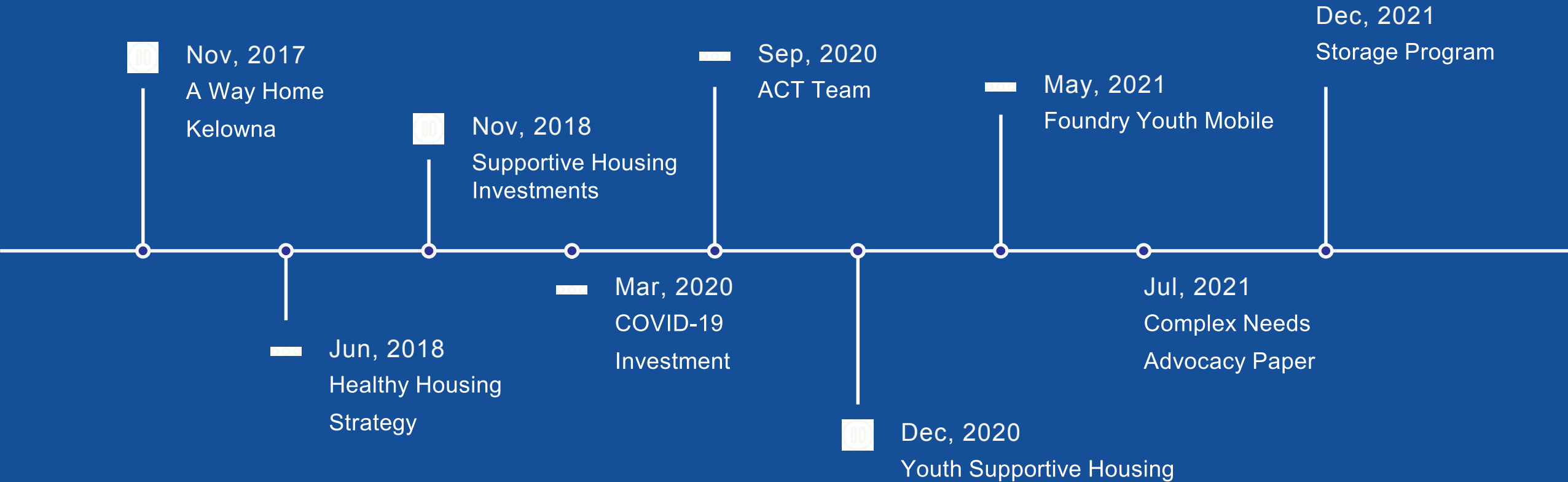
In partnership with the Ki-Low-Na Friendship Society, the RCMP supports Truth and Reconciliation in practice.



Housing & Supports

Housing and Supports

Event Timeline (Nov, 2017 - Dec, 2021)



Housing and Supports Capacity Building

Progress and Achievements



#1: Permanent Supportive Housing

Community surpassed 300 units for people experiencing chronic or episodic homelessness with higher needs.



#2: Assertive Community Treatment

Additional ACT Team added in 2020.



#3: Youth Housing

35 units of youth housing developed, across 2 sites.



#4: Complex Needs Advocacy Paper

Articulated models and spectrum of supportive housing required.



#5: Veteran Connection

COJHS works with veteran serving agencies to explore their needs and resources



#6: Youth Treatment

10 new youth treatment beds opened.



#7: Safer Shelters

Overdose Prevention Services are now available at most shelters.



#8: Diversion Capacity Building

Train the Trainer project builds expertise to develop a Community of Practice.



#9: Scattered Sites

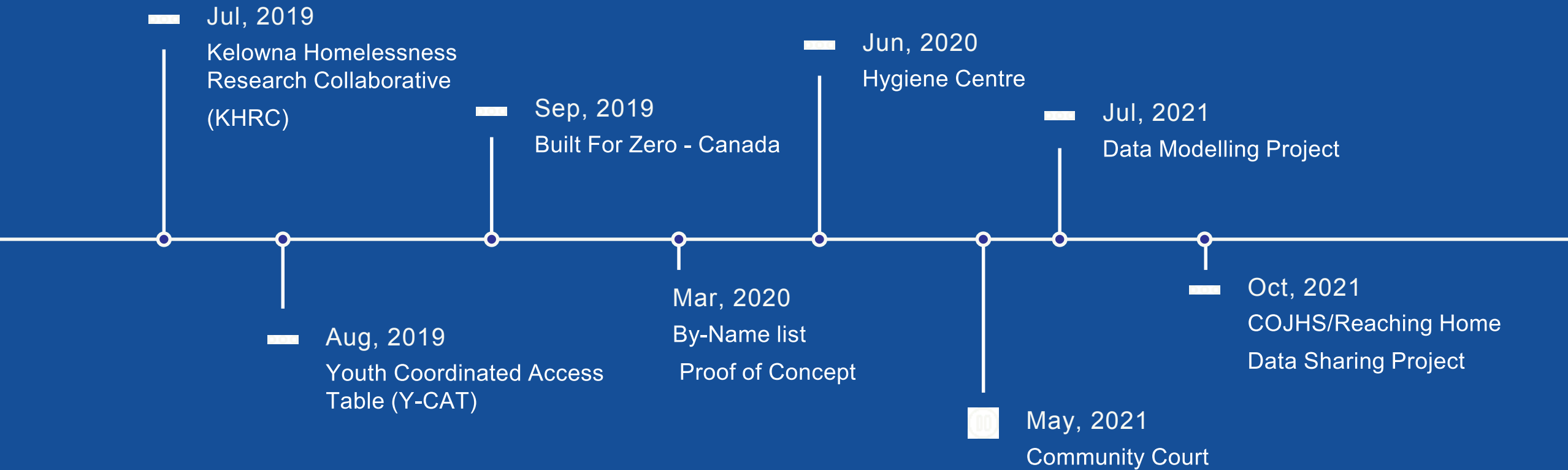
Increased units.



Innovation

Innovation

Event Timeline (Jul, 2019 - Oct, 2021)



Innovation in Data, Funding and Decriminalization

Progress and Achievements



#1: Built For Zero Community

COJHS is working to create a comprehensive, real-time list of people experiencing homelessness in Kelowna.



#2: Data Sharing Project

COJHS is working to create a By-Name list of people experiencing homelessness in Kelowna and to transition Kelowna to using one Community-Wide Homelessness Management Information System.



#3: Data Modelling Project

The City of Kelowna has partnered with Urban Matters to better understand housing demand.



#4: Shelter Coordination System

The City of Kelowna is working to develop a tool/email system to assist outreach workers in referring clients to available shelters.



#5: COVID-19 Investments

Investment of \$2,640,332 in COVID response Federal Reaching Home funding to address homelessness.



#6: Community Court model

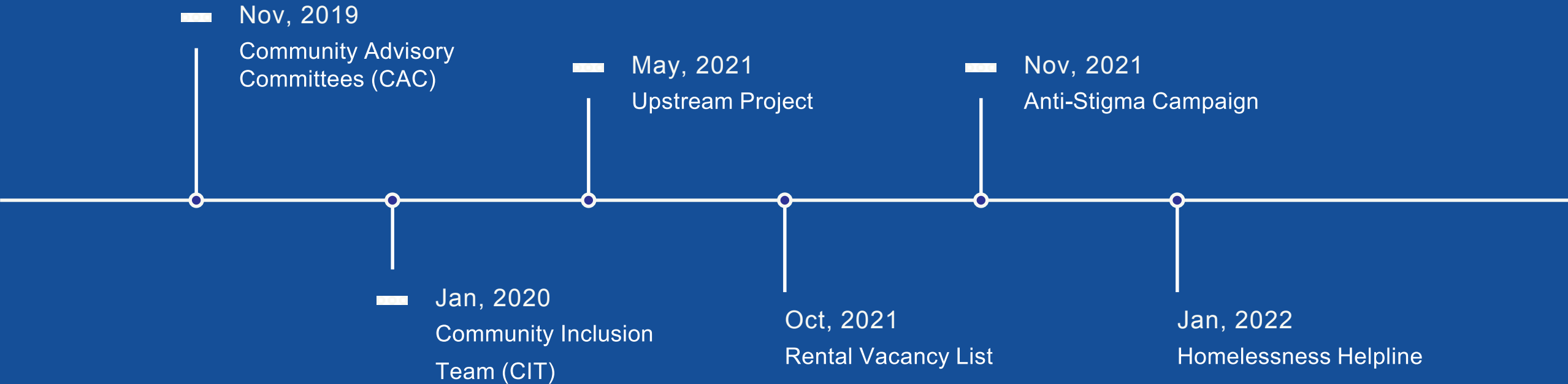
The Community Court model was approved, then stalled due to COVID-19. We are awaiting implementation details.



Inclusion and Prevention

Inclusion and Prevention

Event Timeline (Nov, 2019 - Jan, 2022)



Inclusion and Prevention - Public Awareness Raising

Progress and Achievements



#1: The Community Inclusion Team (CIT)

CIT's inter-agency approach, with a LECoh representative, enhances the conditions for community acceptance of supportive housing.



#3: Innovative Engagement Project

CIT working on a pilot project to develop anti-stigma messaging.



#5: Community Advisory Committees (CAC)

Established to develop successful neighbourhood relationships within areas with supportive housing development.



#2: The Us & Them Film Festival

Held across 26 sites, included several interactive awareness-raising sessions, and attracted 800+ attendees.



#4: Anti-stigma campaign

Featuring a framework co-developed with LECoh.



#6: Homelessness Podcast

Ongoing podcast about homelessness in Kelowna.

Inclusion and Prevention – Service Development & Healthy Connections

Progress and Achievements



#1: Upstream Project

Upstream Project is working with two SD23 schools to identify people at risk of experiencing homelessness and assist them in accessing appropriate supports.



#2: Personal Belongings Storage

Established across several sites.



#3: Rental Vacancy List

Widely distributed weekly updated Rental Vacancy List, developed in response to a need identified by Interior Health.



#5: Community Emergency Shelter Plan

Created in partnership with the City, in consultation with stakeholders. Developed with the ethos of inclusive zoning. Identifies key considerations for location criteria.



#4: Metro Hygiene Center

Provides drop-in services and supports.



#6: Healthy Housing Strategy

Launched by the City of Kelowna.



Coordination and Partnerships

Coordination and Partnerships

Event Timeline (Oct, 2019 - Feb, 2022)



Backbone Coordination and Partnerships

Progress and Achievements



#1: Youth Coordinated Access Table (Y-CAT)

Created to prioritize youth into supportive housing, using a Youth Assessment and Prioritization tool (YAP).



#2: Supportive Housing Working Group

COJHS helped create the Supportive Housing Working Group to develop key policies and practices regarding access to supportive housing.



#3: Cross Table Alignment

The Youth and Adult Coordinated Access tables are aligning their processes to enable smoother transition of clients between systems.



#4: Coordinated Access to Shelter Table

Enhancing collaboration between shelter providers.



#5: Outreach Circle

Maximizes outreach staffing resources across the community.



#6: Built For Zero Canada (BFZ-C)

Kelowna is one of two BC communities to be part of BFZ Canada and its network of Canada-wide leading communities, implementing proven best practices across the continuum of care.



#7: BC-15 Planners Meeting

COJHS regularly meets with 15 communities across BC, which have formed a planner's group, to collaborate and advocate for system change as a collective.



Key Actions & Priorities

Top 10 Priority Actions

- 1 Data-Driven Investments and Community-Wide Operations Management
- 2 Sustainable, Affordable & Diverse Housing Options
- 3 Continuum of Integrated Supports
- 4 System Navigation Hub
- 5 Youth Homelessness
- 6 Housing-Focused Shelter Transformation
- 7 Peer Navigators across all Service Models
- 8 Indigenous Safe Spaces and Services
- 9 Regulatory Frameworks
- 10 Sector Capacity Building

Data-Driven Investments and Community-Wide Operations Management

Phase 1: By-Name list

- Implement a data collection and sharing process across all agencies
- Create a comprehensive, by-name, real-time list of people experiencing homelessness
- Share aggregate inflow, active and outflow data to inform planning and investment
- Develop a regularly updated public-facing dashboard to inform and engage the public
- Offer performance management tracking capabilities

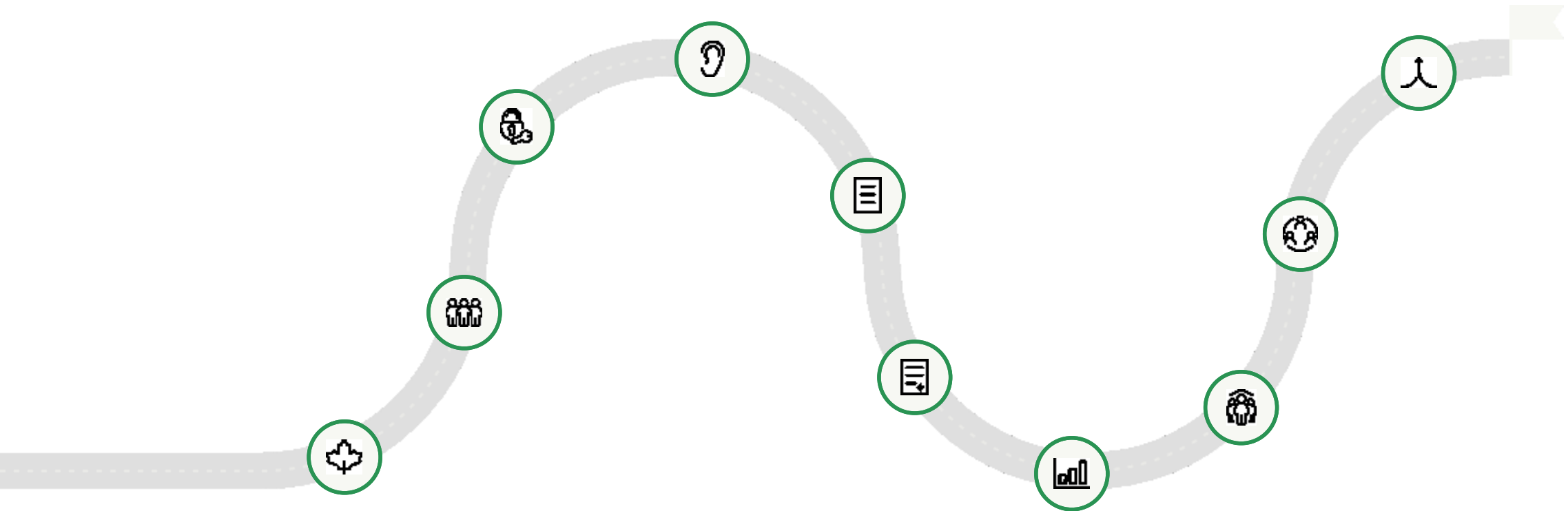
Phase 2: Community-Wide Homelessness Management Information System

- Introduce a Homelessness Management Information System (HMIS) with full functionality to the community
- Partner with agencies to establish a community-wide HMIS
- Enhance system capacity by identifying best practices and promoting logical inter-agency procedures
- Adopt new national modules such as diversion, outreach and prevention
- Develop custom modules to fit the Kelowna context

Roadmap

Shifting Kelowna to One Information System.

Merge HIFIS



**PROJECTING DEMAND FOR
SUPPORTIVE HOUSING IN
KELOWNA**

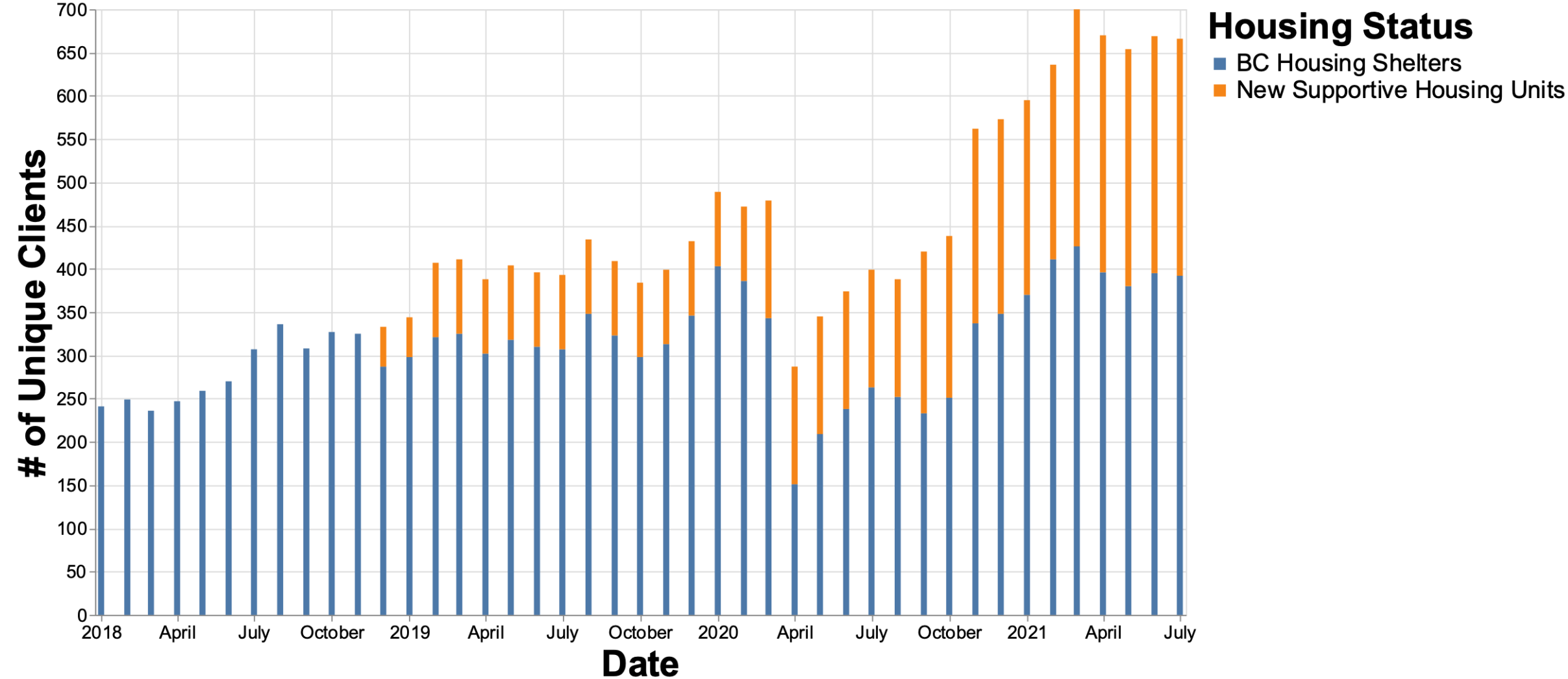
Journey Home Strategy
Draft Report

Prepared for
Journey Home Society
City of Kelowna

Prepared by
Urban Matters CCC

Data Modelling Project

Kelowna Visible Homelessness Growth Rate



Kelowna Affordability Challenges

How might Kelowna's
affordability impact
homelessness?

Hidden Homelessness

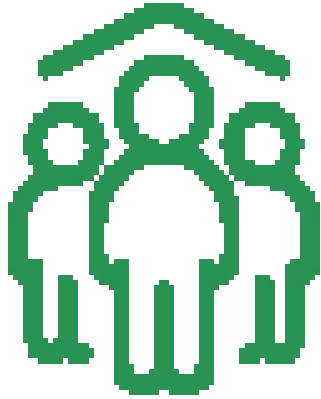
Visibly
Experiencing
Homelessness

People in vulnerable situations who could need
services in the future

Predicting Supportive Housing Need

	# of People Visibly Experiencing Homelessness	Type of Homelessness	Level of Acuity	Supportive Housing Demand	Supportive Housing Turnover	# of New Supportive Housing Units Required
	X	X	X	–	=	
Calculations	2021: 366 2022: 472 2023: 578 2024: 684 2025: 790 2026: 897	Chronic 72% Episodic 11%	Chronic: <i>80% High Acuity 15% Medium Acuity</i> Episodic: <i>50% High Acuity 30% Medium Acuity</i>	Chronic & High Acuity, Episodic & High Acuity: <i>90% Require Supportive Housing</i> Chronic & Medium Acuity, Episodic & Medium Acuity: <i>10% require Supportive Housing</i>	# of Existing Supportive Housing Units: 535 <i>1% Annual Unit Turnover</i>	2021: 208 2022: 269 2023: 331 2024: 393 2025: 455 2026: 516
Data Sources	BC Housing HIFIS Data	Point-in- Time Count	Journey Home Technical Report	Journey Home Technical Report	BC Housing Data	Model Output

Key Takeaways



#1: Supportive Housing

No new SH units are planned and we require a minimum of 507 new units by 2026.



#2: Data-Driven Investments and Community-Wide Operations Management

Journey Home has become the backbone organization of the homelessness sector— working to increase capacity to serve clients by bringing about a unified approach to ending homelessness.



#3: Our Partnership

Thanks to your ongoing support, Kelowna is uniquely positioned to address and end homelessness.



Next Steps

Thank you!