

# City of Kelowna

## Regular Council Meeting

### AGENDA



Monday, August 22, 2022

9:00 am

Council Chamber

City Hall, 1435 Water Street

Pages

**1. Call to Order**

**2. Confirmation of Minutes**

2 - 4

Regular AM Meeting - July 25, 2022

**3. Reports**

**3.1. North End Plan - Community Needs**

60 m

5 - 27

To discuss the identification of Community Needs in the North End Plan and Mill Site ARP processes.

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

THAT this meeting be closed to the public pursuant to Section 90(1) (a), (e), (f) and Section 90(2) (b) of the Community Charter for Council to deal with matters relating to the following:

- Position Appointment
- Expropriation of Land or Improvements
- Law Enforcement
- Confidential Information from the Province

**5. Adjourn to Closed Session**

**6. Reconvene to Open Session**

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

**7.1. Mayor Basran, re: Issues Arising from Correspondence**

15 m

**8. Termination**



## City of Kelowna Regular Council Meeting Minutes

Date: Monday, July 25, 2022  
Location: Council Chamber  
City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Brad Sieben\*, Mohini Singh, Luke Stack and Loyal Wooldridge

Members participating Remotely Councillor Charlie Hodge

Members Absent Councillor Gail Given

Staff Present City Manager, Doug Gilchrist; City Clerk, Stephen Fleming; Acting Divisional Director, Financial Services, Joel Shaw\*; Asset Manager, Joline McFarlane\*, Fire Chief, Travis Whiting\*, Parks and Buildings Planning Manager, Robert Parlane\*; Transportation Engineering Manager, Gordon Foy\*

Staff participating Remotely Clint McKenzie, Legislative Coordinator (Confidential)  
(\* Denotes partial attendance)

### 1. Call to Order

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

### 2. Confirmation of Minutes

Moved By Councillor Wooldridge/Seconded By Councillor Hodge

R0569/22/07/25 THAT the Minutes of the Regular AM Meeting of July 11, 2022 be confirmed as circulated.

Carried

Councillor Sieben joined the meeting at 9:08 a.m.

### 3. Reports

#### 3.1 10-Year Capital Plan Update

Staff:

- Displayed a PowerPoint Presentation.
- Provided introductory remarks.
- Spoke to Council and corporate priorities.
- Reviewed the current situation not being business as usual. There are barriers to overcome in the capital program.
- Reviewed Change summary from previous capital plan with P1 and P2 priorities.
- Reviewed each cost centre and the changes for P1 and P2 priorities including: Transportation, Buildings, Parks, Water, Storm Drainage, Solid Waste, Kelowna Airport, Real Estate and Parking, Vehicles and Equipment, Information Services and Fire Services.
- Spoke to next steps.
- Responded to questions from Council.
- Advised that staff plan to return on August 22nd to seek endorsement of the plan.

Moved By Councillor Singh/Seconded By Councillor Wooldridge

**R0570/22/07/25** THAT Council receives, for information, the second of three reports from the Financial Services Division dated July 25, 2022, to review the 10-Year Capital Plan (2022 to 2031);

**Carried**

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

Moved By Councillor Wooldridge/Seconded By Councillor Stack

**R0571/22/07/25** THAT this meeting be closed to the public pursuant to Section 90(1) (g) and (i) of the Community Charter for Council to deal with matters relating to the following:

- Potential Litigation
- Legal advice

**Carried**

### 5. Adjourn to Closed Session

The meeting adjourned to a closed session at 10:17 a.m.

### 6. Reconvene to Open Session

The meeting reconvened to an open session at 11:35 a.m.

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

Staff:

- Reviewed Council agenda streamlining and efficiencies.
- Bundle supplemental reports and bylaws on afternoon agendas.
  - Council can vote on any application individually.
- Create one agenda rather than two for Tuesdays.
  - Jumping back and forth between PH and meeting.
  - One agenda, one broadcast less confusing for public, media and applicants.
- Start in August.

Councillor Donn, Gyro Beach Upgrade

- One of two public water fountains removed and not replaced.
- Public concerns one fountain not replaced.

Councillor Hodge, Public Hearing, July 26<sup>th</sup>

- Asked if Council willing to defer either UBCO text amendment or 350 Doyle applications from tomorrow's agenda.

Council:

- Provided individual comments.

## 8. Termination

The meeting was declared terminated at 11:59 a.m.

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

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

sf/cm

DRAFT

# Report to Council



**Date:** August 22, 2022  
**To:** Council  
**From:** City Manager  
**Subject:** North End Plan – Community Needs  
**Department:** Policy and Planning

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## **Recommendation:**

THAT Council receives for information, the report from the Policy & Planning Department dated August 22, 2022 regarding Community Needs in the North End Planning Process;

AND THAT, Council endorse the suite of Community Needs outlined in the report dated August 22, 2022 for the purposes of further North End Plan and Mill Site Area Redevelopment Plan development.

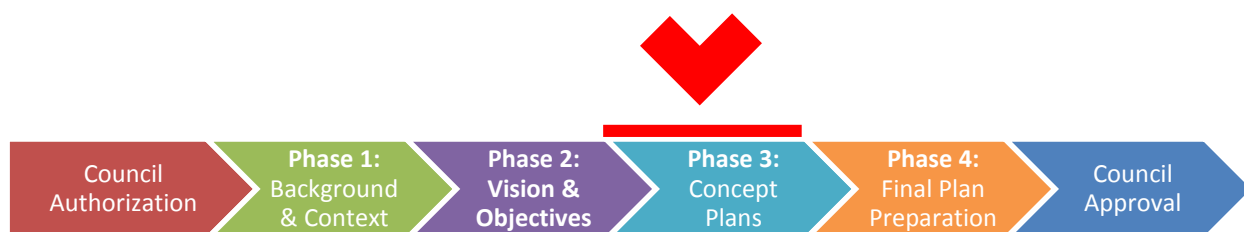
## **Purpose:**

To discuss the identification of Community Needs in the North End Plan and Mill Site ARP processes.

## **Background:**

The North End Plan (NEP) is intended to guide and manage the evolution of the North End Neighbourhood (Figure 1) over the next 20 years or more. The Plan will identify the land use mix, housing approach, transportation network improvements, utilities, parks and public spaces, and other community amenities needed to ensure the neighbourhood evolves in a deliberate way that benefits both North End residents and the city as a whole.

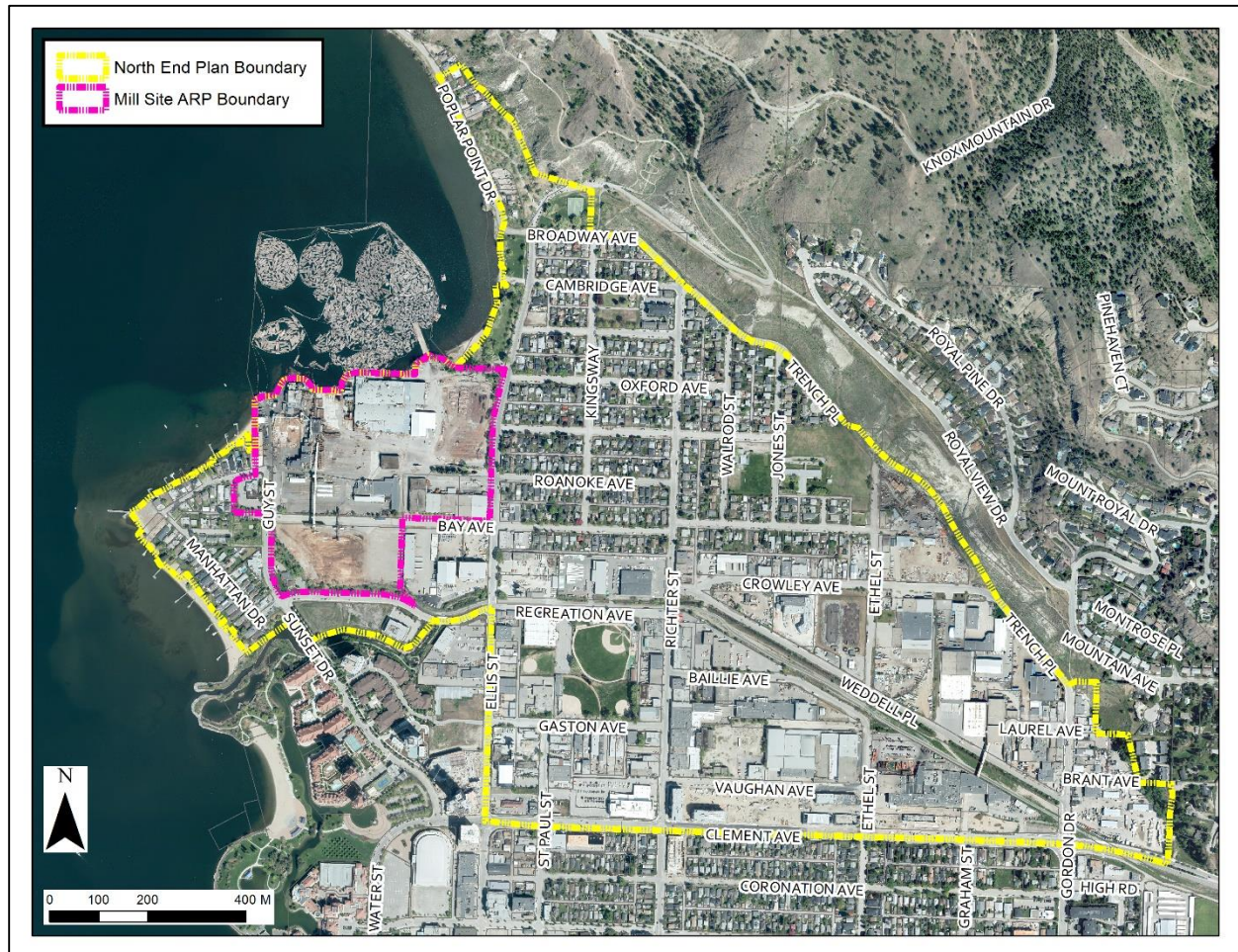
The Mill Site is a key site located within the boundary of the NEP. As such, the NEP is to provide high-level guidance for the development of the site. Detailed guidance for the future redevelopment of the site will be addressed through the Mill Site Area Redevelopment Plan (ARP), which is currently underway and is being led by the landowners.



After launching in the Summer of 2021, phase 1 of the plan concluded in November with the delivery of the Background Summary Report. This was followed by Phase 2 of the plan, which was completed in

April of 2022 and resulted in an endorsed Vision & Objectives document (see Appendix A). Staff have turned their attention to Phase 3 of the plan, which includes the preparation of alternative concept plans for the evolution of the neighbourhood.

Figure 1. Plan Area



### What Are 'Community Needs'?

'Community needs' – those parks and open spaces, community facilities, cultural and entertainment venues, shops and services, and other amenities that form an integral part of a complete and livable community – have been top of mind from the beginning of the planning process. They were identified as a critical component of a livable neighbourhood in the Background Report in Phase 1. Community needs were also articulated by the public through engagement in Phase 2 and were reflected in the Vision & Objectives. Now, as concept planning gets underway, community needs are taking a more central role. These community needs must be more clearly defined and incorporated into the concepts prior to being shared with the public through engagement.

While the Mill Site represents only one site in a much larger North End neighbourhood, it is expected to be a major focus for redevelopment, and thus, a significant contributor to delivering on identified community needs.



Community needs are distinct from the basic infrastructure that is needed to support growth. For instance, community needs do not include basic services such as transportation and utility infrastructure. Though the latter are certainly to be addressed as part of the larger NEP, they do not enter the conversation on community needs.

## **Discussion:**

### Growth Strategy and Community Needs

The Official Community Plan directs that new growth be concentrated in the Core Area of the city—and especially in the Urban Centres—to make more efficient use of existing infrastructure, and to ensure that a greater proportion of the population is in close proximity to job opportunities and other amenities such as shops and services, parks and open spaces, community and recreational facilities, cultural and entertainment venues, schools and childcare. As new growth occurs in existing neighbourhoods, this calls for additional amenities to serve the growing population, and also offers the means to pay for these amenities through increased revenues from sources such as developer contributions, increased tax revenues, and partnerships/grants from other levels of government. Accordingly, the greater the growth added to existing neighbourhoods, the greater the need to add amenities to serve the larger population, and the greater the means to pay for these amenities.

The neighbourhood planning process provides a way to develop a financial strategy to match the community needs that are desired with the funding sources to pay for them. Overall, a Community Needs strategy will help to guide decisions on what the City may seek as community amenities, as well as providing information on funding sources and cost estimates to deliver said amenities.

### North End Neighborhood Plan Concepts: Key Ingredients

As part of Phase 3 of the NEP process, Staff will be developing one or more Concept Plans that outline a land use framework for Council to consider and for the public to review as part of an upcoming engagement process. These Concept Plans will signal what Community Needs to pursue, giving a more complete picture of how the neighbourhood will function. Prior to the development of these Concept Plans, however, Staff is seeking Council direction to identify Community Needs to explore.

As such, this report provides a preliminary list of Community Needs that have been identified for further exploration. Importantly, these Community Needs remain general and high level, reflecting that the North End Plan is still in the concept development phase. As the planning process continues however, more detail will become available to assist Council in making future decisions on the Plan. As a result, prior to the planning process being concluded a more detailed cost estimate along with a corresponding funding strategy would be provided for Council's consideration.

### Community Needs

The following themed topics and projects have been compiled for consideration:

#### *Parks, Public Spaces and Connections*

As the Concept Plans are developed, Staff would explore a location for a Community or City-Wide park that would act as a destination for residents of and visitors to Kelowna, as well as opportunities for new park spaces to primarily serve residents of this growing neighbourhood. The expansion of the waterfront park and pathway system connecting Knox Mountain to Downtown via the North End Plan area and the Mill Site is considered a primary objective, as are other linear connections throughout the neighbourhood. The waterfront park system is signaled in the Official Community Plan, as well as other

community plans, and may include habitat and foreshore restoration, a pathway system and other activation characteristics and features. Activation of uses would not just be limited to land, however. Active and recreational uses have long been a part of Sutherland Bay—aided in part by the boat launch in Sutherland Bay Park that has come to serve both motorized and non-motorized boats. With the Mill Site closing there is a significant opportunity to expand and diversify the on-water activities.

The size, design and facilities that would form part of these spaces would be identified and refined throughout the remainder of the process. This process may include incorporation of the remaining structures in the Mill Site to provide a strong link to the area’s historic use. As part of the of the development of concept plans during the remainder of Phase 3, Staff would work with senior levels of government and the Mill Site ARP team to determine the land area to form these projects, with more detailed features and designs to come later in the NEP and Mill Site ARP processes.

<i>Key North End Plan Objectives Addressed</i>	
Parks & Recreation	<ul style="list-style-type: none"> <li>• Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations</li> <li>• Expand park and recreation amenities and facilities that serve all life stages, abilities and household types (including those with dogs)</li> <li>• Design and program parks and public spaces to be inclusive and to increase activity year-round</li> <li>• Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway</li> <li>• Connect parks and green spaces through green corridors to increase access</li> </ul>
Environmental Protection & Climate Resiliency	<ul style="list-style-type: none"> <li>• Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### Community Space

As part of Concept Plan development, Staff would explore opportunities for multi-purpose community space in the neighbourhood. The form that this would take whether as a stand-alone building or space incorporated into a mixed-use building, as well as programming for such space, would be determined at a later date. This community space is intended to address needs for indoor recreational and cultural services to serve the North End and surrounding neighbourhoods, including rapidly-growing Downtown. Guiding documents, such as the Cultural Facilities Master Plan and the Indoor Recreation Facilities Strategy, which is currently being developed, would guide future discussions on design and programmed needs for the space.

<i>Key North End Plan Objectives Addressed</i>	
Parks & Recreation	<ul style="list-style-type: none"> <li>• Expand park and recreation amenities and facilities that serve all life stages, abilities and household types (including those with dogs)</li> </ul>
Arts, Culture & Heritage	<ul style="list-style-type: none"> <li>• Support and advance arts, culture and community gathering</li> <li>• Design civic facilities and spaces to be flexible and allow diverse uses</li> </ul>



Transportation	<ul style="list-style-type: none"> <li>• Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### Local Access to Daily Needs

Access to shops and services that serve the everyday needs of local residents—including access to healthy food options—was identified as a priority early on in the NEP process and this is reflected in the objectives for the Plan. Staff would explore opportunities to support land uses and services that help achieve this goal. For example, efforts would be made to facilitate the introduction of a local retail high street and/or hub that would accommodate a grocery store, a public market, and community gardens etc.

That said, it must be acknowledged that the provision of many daily needs will ultimately require the cooperation and buy-in of the private sector and/or non-profit organizations. As part of this, many businesses and services require a certain baseline population within a nearby catchment area to remain viable and successful. Here again, Staff can help by supporting the population density needed to ensure business viability.

<i>Key North End Plan Objectives Addressed</i>	
Employment & Commercial Uses	<ul style="list-style-type: none"> <li>• Support the growth of neighbourhood-scale, local retail and commercial uses that serve the everyday needs of North End residents</li> <li>• Explore opportunities for year-round and seasonal public markets and food sales</li> </ul>
Parks & Recreation	<ul style="list-style-type: none"> <li>• Explore opportunities for local food production and sales in public spaces</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### School / Childcare Facility

During the 2040 OCP process, the City worked closely with School District #23 to identify future land for school sites to reflect the shift of growth towards our Urban Centres and Core Area. However, the School District indicated that more work was needed to identify school sites through future neighbourhood planning processes. As such, Staff will continue to work with the School District to explore opportunities for a school in the North End. Staff will also explore childcare facilities of other types in the area.

<i>Key North End Plan Objectives Addressed</i>	
Transportation	<ul style="list-style-type: none"> <li>• Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### Housing Affordability

Housing variety and affordability are challenges facing Kelowna as it grows, and the North End Plan provides an opportunity to address housing needs across the Wheelhouse, as outlined in the Healthy Housing Strategy. This includes supporting an increase in the diversity of housing forms (e.g.: apartments, townhomes) and tenures (e.g.: rental, ownership, co-op) available to help meet the varied needs of Kelowna residents. Where looking to meet non-market housing demand, Staff would seek to work with all levels of government as well as non-profit organizations and the development community.

<i>Key North End Plan Objectives Addressed</i>	
Housing	<ul style="list-style-type: none"><li>• Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances</li><li>• Increase housing options across the Housing Wheelhouse to provide opportunities for residents of all income levels</li></ul>
Equity & Inclusion	<ul style="list-style-type: none"><li>• Address and mitigate gentrification and resident displacement through the promotion and inclusion of affordable housing and accommodation</li></ul>

### **What's next?**

Should Council endorse the suite of community needs outlined in this report for further exploration, Staff would use this framework to develop concept plans as per Phase 3 of the NEP. Concurrently, this would guide discussions with the Mill Site ARP team in the development of that plan and would eventually culminate in the next round of public engagement.

### **Conclusion:**

An early identification of the community needs to be explored in plan concept development will help to guide decisions on what the City will signal as part of the North End Plan process. The community needs identified in this report represent significant components to the overall quality of life of residents in the North End, surrounding neighbourhoods and across the city. Importantly, they will help to deliver on the endorsed vision and objectives for the North End and ensure that new growth will contribute to the overall livability of this neighborhood as it evolves.

### **Internal Circulation:**

Infrastructure  
Transportation Engineering  
Partnerships and Investments  
Partnerships  
Real Estate  
Parks and Buildings  
Active Living and Culture

### **Existing Policy:**

2040 Official Community Plan  
Imagine Kelowna

Submitted by:

R. Miles, Long Range Policy and Planning Manager

**Approved for inclusion:**



D. Noble-Brandt, Department Manager of Policy and Planning

CC:

[Appendix A – North End Plan Vision & Objectives](#)



City of  
**Kelowna**

# North End Plan Community Needs Workshop

August, 2022

# Purpose

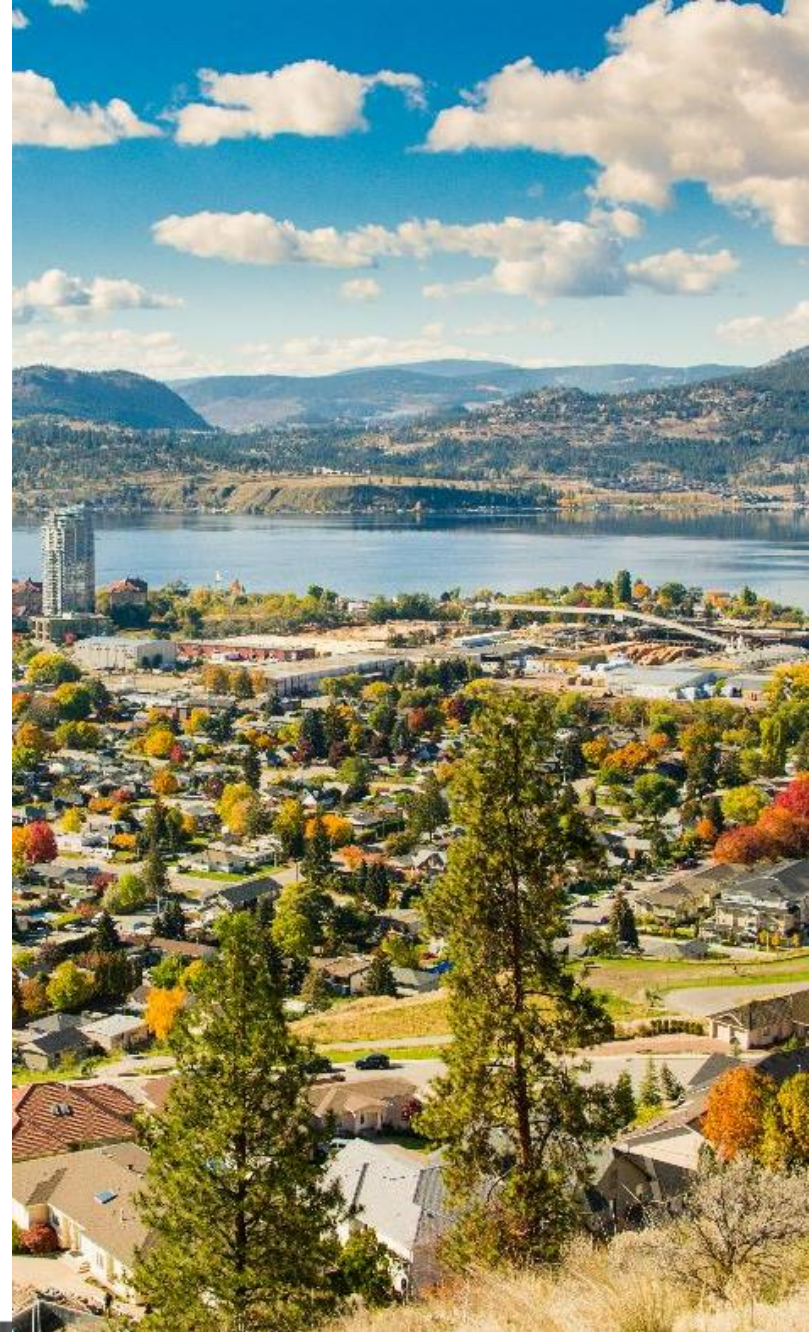
- ▶ To discuss the identification of community needs in the NEP process





# Background

- ▶ North End Plan (NEP) launched July 12, 2021
- ▶ NEP intended to guide and manage the evolution of the North End over the next 20 years+
  - ▶ Land use mix and housing
  - ▶ Heritage
  - ▶ Transportation network
  - ▶ Utility servicing
  - ▶ Parks, public spaces
  - ▶ Community needs





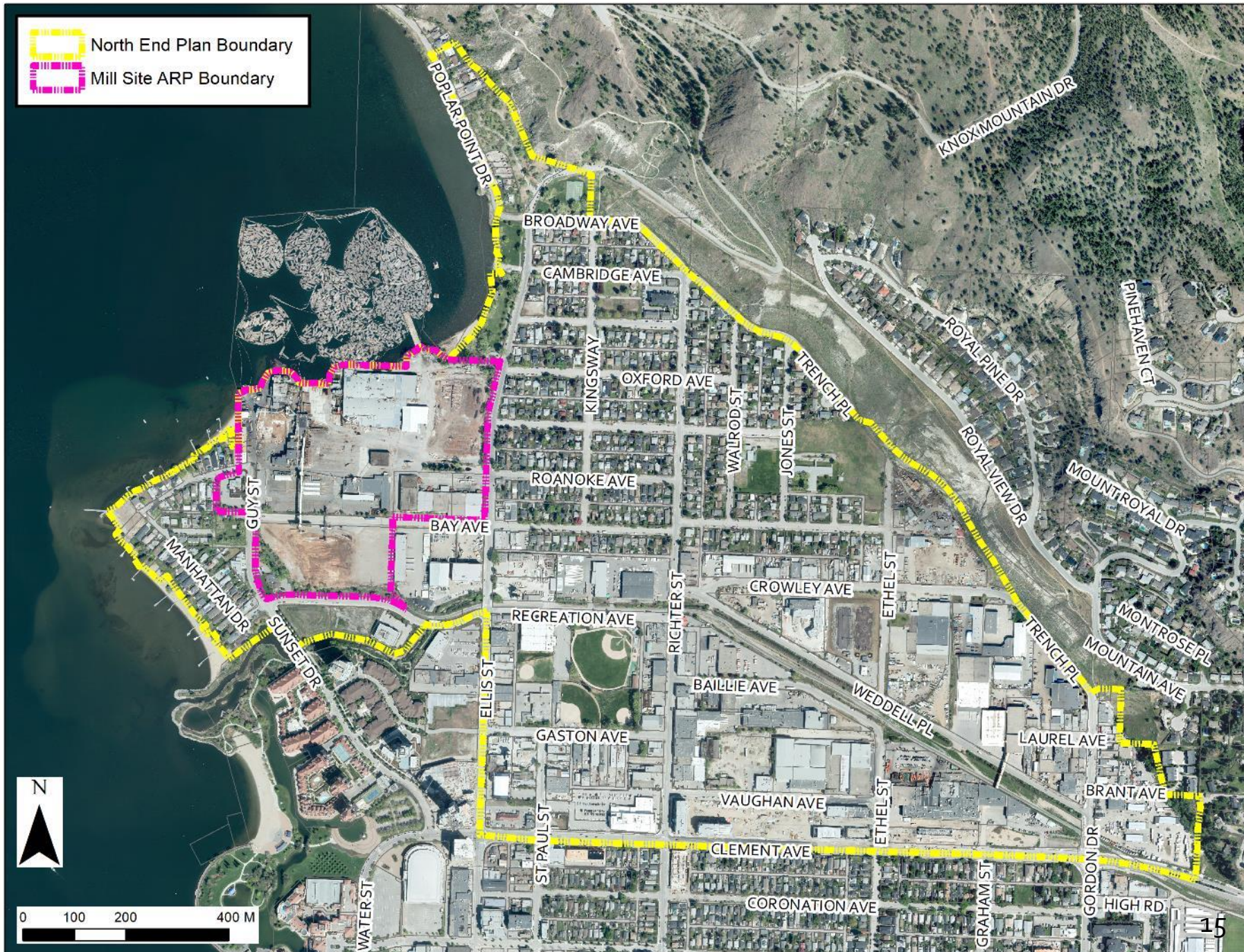


North End Plan Boundary

Mill Site ARP Boundary

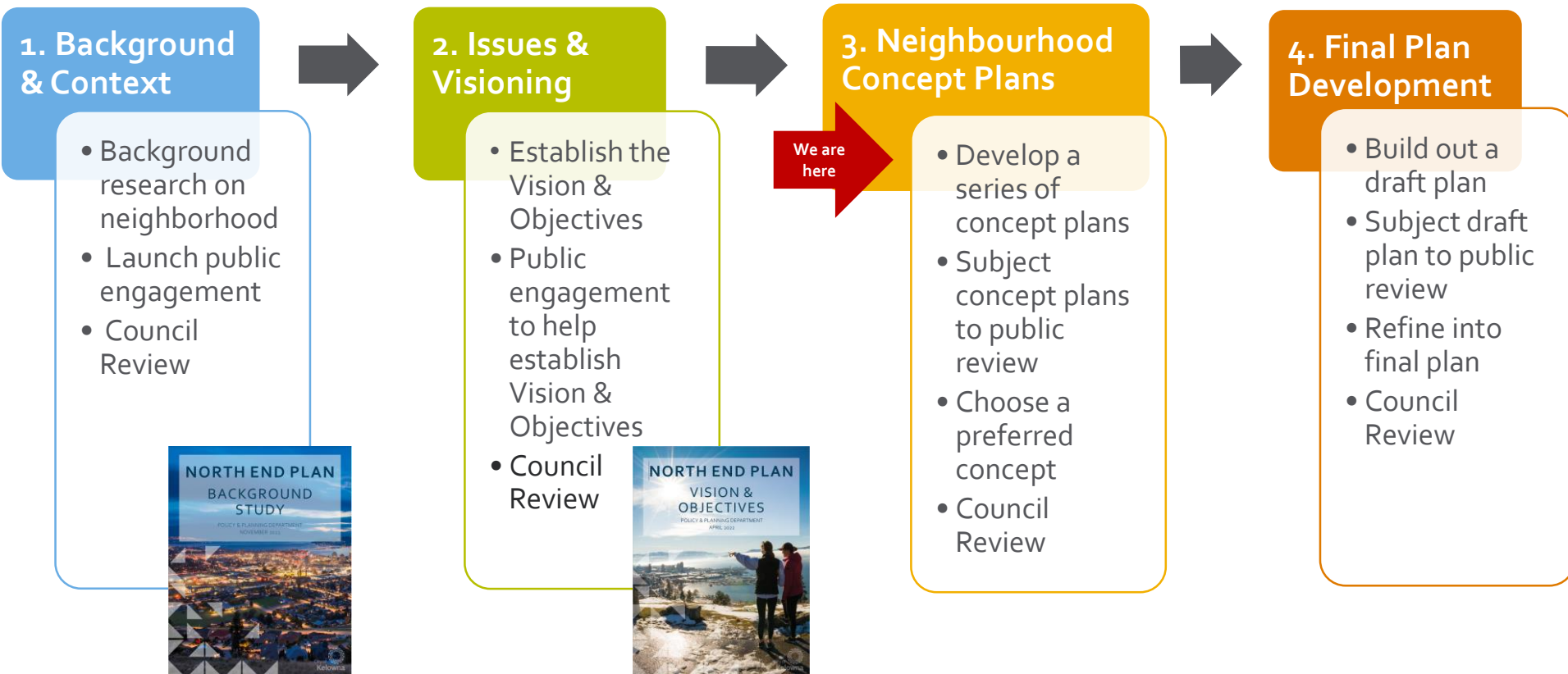


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# NEP Process: 4 Phases



# What Are Community Needs?

- ▶ Community Needs are the amenities that form an integral part of a complete and livable community
  - ▶ Examples: parks and open spaces, community facilities, cultural and entertainment venues, shops and services, affordable housing and other amenities
- ▶ Community Needs are not basic infrastructure to support anticipated growth in an area
  - ▶ Examples: Transportation and utility infrastructure



# Project Refinement and Funding

1. Preliminary list of Community Needs – Council endorsed
2. Financial Analysis
  - ▶ Evaluates the cost of proposed amenities
  - ▶ Considers funding sources and tools
3. Detailed cost estimates + funding strategy = Proposed Community Needs strategy
4. Council review and consideration of NEP concepts and Community Needs





# Foundational Guidance



Prioritize sustainable transportation and shared mobility



Take action on climate



Focus investment in Urban Centres



Target growth along transit corridors



Stop planning new suburban neighbourhoods



Strengthen Kelowna as the region's economic hub



Protect and restore our environment



Incorporate equity into city building

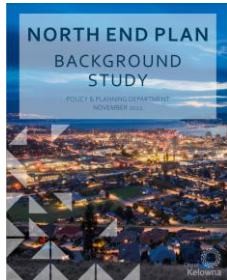


Promote more housing diversity

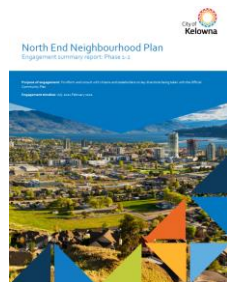


Protect agriculture

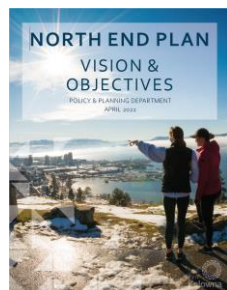
# Foundational Guidance



- ▶ Phase 1 Background Report:
  - ▶ Community Needs identified as critical component of a complete and livable neighbourhood



- ▶ Phase 2 Public Engagement:
  - ▶ Strong desire among residents and stakeholders to see significant community needs incorporated in Plan



- ▶ Phase 2 Vision & Objectives:
  - ▶ Provision of community needs reflected at a high level

# Parks, Public Spaces & Connections

- ▶ Community or City-Wide Park
- ▶ Waterfront Park and Pathway System
- ▶ Sutherland Bay Activation (on-water)
- ▶ Neighbourhood Parks

## Key North End Objectives

- ▶ More parks and green space to serve the growing neighbourhood
- ▶ Maintain and enhance critical ecological features
- ▶ Improve the quality of the active transportation network
- ▶ Provide neighbourhood-scale community services that meet the needs of all North End residents





# Community Space

- ▶ Multi-purpose and flexible
- ▶ Opportunities for recreational, cultural and other community uses

## Key North End Objectives

- ▶ Expand park and recreation amenities and facilities
- ▶ Support and advance arts, culture and community gathering
- ▶ Reduce the need for daily travel outside in the North End
- ▶ Provide neighbourhood-scale community services that meet the needs of all North End residents





# Local Access to Daily Needs

- ▶ Shops and services that serve everyday needs
- ▶ Facilitate and support land uses and services that cater to daily needs
- ▶ Support population density needed to support local business
- ▶ Provision of many daily needs ultimately requires buy-in from private sector

## Key North End Objectives

- ▶ Support the growth of neighbourhood-scale, local retail and commercial uses
- ▶ Explore local food production and sales in public spaces
- ▶ Reduce the need for daily travel outside in the North End
- ▶ Provide neighbourhood-scale community services that meet the needs of all North End residents



# School Facility & Childcare

- ▶ Continue to work with School District to explore opportunities for a school in the area
- ▶ Explore opportunities to facilitate additional childcare spaces

## Key North End Objectives

- ▶ Reduce the need for daily travel outside in the North End
- ▶ Provide neighbourhood-scale community services that meet the needs of all North End residents





# Housing Affordability

- ▶ Increase the diversity of market housing
- ▶ Incorporate affordable rental & ownership opportunities
- ▶ Work with all levels of government & non-profit organizations to meet these housing needs

## Key North End Objectives

- ▶ Expand the supply and variety of housing
- ▶ Increase housing options across the Housing Wheelhouse
- ▶ Provide appropriate supports to people experiencing homelessness
- ▶ Address and mitigate gentrification and resident displacement



# NEP Next Steps – Phase 3: Concept Plans

- ▶ Community Needs strategy
- ▶ Develop Concepts
- ▶ Public engagement to help inform a Preferred Concept
- ▶ Bring Preferred Concept to Council for endorsement
- ▶ Use endorsed Preferred Concept to develop a Draft Plan (Phase 4)







City of  
**Kelowna**

# North End Plan Community Needs Workshop

August, 2022