

# Report to Council



**Date:** February 5, 2018  
**File:** 1200-31  
**To:** City Manager  
**From:** Danielle Noble-Brandt, Dept. Manager of Policy & Planning  
**Subject:** 2040 OCP Update

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## **Recommendation:**

THAT Council endorse the 2040 Official Community Plan Update process, as outlined in this report from the Department Manager of Policy and Planning, dated February 5, 2018.

## **Purpose:**

To provide Council with information as it relates to the project scope, timeline and engagement approach for the 2040 Official Community Plan update process.

## **Background:**

The growth of Kelowna has been continuous and fast-paced, and remains one of the fastest growing cities in Canada. According to the last census statistics, the growth rate between 2011 to 2016 was +8.6%, culminating in a community population of 129,442 residents<sup>1</sup>. Growth signals that a City is in demand, and that it is creating jobs and new opportunities for residents. While growth can offer many opportunities, it does not come without its challenges. Population surges puts strain on City infrastructure, civic facilities, programs and services, and can even impact quality of life. By 2040, BC Statistics has estimated the total population count for the City of Kelowna to be 178,626 (an increase of 49,184 residents).

Long-range planning can therefore have a critical role in influencing economic development, housing development and urban design, parks and recreation opportunities, public transportation, the design and maintenance of public facilities, and contribute to overall community health, well-being and a sense of belonging. Therefore, this underscores the critical and important role of an Official Community Plan document and its relationship to planning, directing and guiding development, infrastructure, and corresponding investments to ensure a high quality of life for decades to come. While development applications are considered individually, it is the big picture, long-term horizon that must constantly be within view to understand how each individual community change either contributes or detracts from the community's overarching vision of our future City.

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<sup>1</sup> This number is the latest 2017 population estimate, that uses the 2016 Census Profile for Kelowna as its basis.

## **Purpose of an OCP Update:**

This OCP update is an opportunity to harness the community's vision and shape the growth strategy for the City of Kelowna as it evolves into a 21<sup>st</sup> century mid-size City. The OCP will examine planning directions that can be achieved over a 20-year time horizon, with adaptive mechanisms to ensure it can respond to changing circumstances in the shorter term. One of the goals of the OCP update is to ensure that the OCP continues to be a policy document that guides the overall growth of the City and is long range in focus.

The current 2030 Official Community Plan (OCP) Bylaw No. 10500 was adopted on May 30, 2011 following an extensive public consultation process. The current OCP is based around 10 guiding goals:

1. *Contain Urban Growth*
2. *Address housing needs of all residents*
3. *Feature a balanced transportation network*
4. *Improve energy efficiency and performance of buildings*
5. *Foster sustainable prosperity*
6. *Protect and enhance natural areas*
7. *Provide spectacular parks*
8. *Include distinctive and attractive neighborhoods*
9. *Enable healthy and productive agriculture*
10. *Encourage cultural vibrancy*

There appears to be widespread support for these goals across our community. However, since the 2011 adoption date, there have been 140 amendment applications to the OCP through proposed amending bylaws by both Staff and development applicants - 30 of these were generated internally to keep the OCP current with evolving legislation, new policies, and mapping updates. However, 110 amendments were generated by external applicants. The OCP is considered a 'living document' but is to be a primary guiding framework to achieve the community's desired growth strategy.

While there is no statutory requirement to undertake a review of an OCP every ten years, it is standard professional practice to do so. The Corporate Planning Cycle identifies various Master Plan updates, and the OCP is signaled to be on an 8-year review cycle acknowledging the significant time, resources, and effort that is required. It is the intention of the City of Kelowna to undertake a review of the OCP to publically commence in the first part of 2018.

### Provincial Legislation

The updated OCP will have to consider the legislative requirements of Part 14 of the *Local Government Act* that governs the preparation, consultation and adoption requirement for Official Community Plans.

Sections 473 and 474 of the LGA outline the required and optional content of an Official Community Plan. Section 475 identifies the external agencies that must be consulted as part of the Plan preparation, and these will be weaved into the overarching Communications Plan for this project.

### Guiding Principles

The following principles will guide the direction of the planning process for updating the OCP:

1. **Active Engagement:** To actively engage community stakeholders in a meaningful way, where individual contributions are understood and they help to shape the future of Kelowna.
2. **Informed Decision-Making:** To ensure that Council is apprised of the full breadth of community opinion, technical information and analysis, and tradeoffs when considering the range of options to decide upon.
3. **Alignment with the Master Transportation Plan:** To leverage the opportune time to update both the Official Community Plan and Master Transportation Plan in tandem that will result in strong alignment of policy, strategies, and goals through the interdependency of supporting transportation infrastructure and land use.
4. **Timely Completion:** To ensure that the development of this OCP update is completed within the approved scope, resources, schedule and budget.
5. **Responsive:** Recognizing that the future is impossible to predict, the approach to this update will be flexible and adaptable and endeavor to strike a balance of providing strong direction while being positioned to respond to an unknown future.

### **Project Description**

This is a multi-year project, commencing in 2018 and expected to complete in 2020. To kick-off the first public phase of the project, Staff will embark on the public launch of the 2040 OCP Update (Our Kelowna As We Grow) and present 4 possible draft growth scenarios to Council and the public about how to accommodate our future population projections in the next 20-year time horizon. The current OCP is not expected to have a complete re-write, but rather to refine and update land uses, mapping and policies to reflect the community's vision and to clearly signal where development is to be accommodated and supported with corresponding infrastructure and amenities. The OCP update process is organized into five stages:



1. Phase 1: Background Research – This phase will focus on background research that will be consolidated into a series of *Facts in Focus Background Papers* on 8 topics that include demographic projections, land use capacity analysis, housing, natural environment, climate change, agricultural preservation, smart growth principles, and servicing the Plan. This phase is critical to establish the baseline of the community and recognize the current state, and to understand the options that should be explored in potential growth strategy scenarios.
2. Phase 2: Educate and Consult – This phase will focus on preparing new draft growth scenario concepts that will shape and guide the OCP update. This will be done through a targeted public engagement strategy, using the outcomes from *Imagine Kelowna* as it's platform.
3. Phase 3: Plan Development – Phase 3 will involve preparing the first full draft of the updated OCP using inputs from Phases 1 and 2. It will emphasize the technical details related to the connections between land use and infrastructure service needs such as transportation, water, sewer and parks and will require a robust servicing and costing analysis.

4. Phase 4: Plan Refinement – This phase will focus on sharing the final draft Plan and gather final comments and feedback to ensure it reflects the broader input received throughout the process and make final amendments as required.
5. Phase 5: Plan Endorsement & Implementation Launch - This final phase will include obtaining the necessary approvals from external government agencies and adoption as a Bylaw by Council.

### Goals for Plan Content

Within the Plan development in Phase 3, there will be a focus on updating the Plan content with the following approach:

- Adaptive/Response: The OCP will take a flexible and adaptive approach, ensuring that the Plan acknowledges unknown future trends and circumstances.
- Innovative – The OCP will be future focused and include innovative approaches.
- Shared Responsibility – The policies, goals, and actions of the OCP will be shared, and will call on stakeholders and citizens to share in the implementation responsibility.
- Clear Communication – The update will use clear, understandable language that all audiences will be able to interpret.

At the conclusion of the project, the OCP will include the following content:

- A community vision that provides the conceptual framework for the growth strategy direction with corresponding community goals
- Policies that address, but are not limited to:
  - Overall land use strategy
  - Parks and open space
  - Transportation<sup>2</sup>
  - Housing
  - Natural environment
  - Urban design
  - Climate change
  - Heritage
  - Community and recreational facilities
- An Implementation Framework (assigning roles and responsibility that is shared for implementation action)
- A corresponding 20 Year Servicing Plan and DCC Bylaw<sup>3</sup>

The 2040 OCP update will provide a refreshed policy framework that will have influence on the numerous other Master Plans and Bylaws that are strongly linked to the OCP Framework.

### Imagine Kelowna

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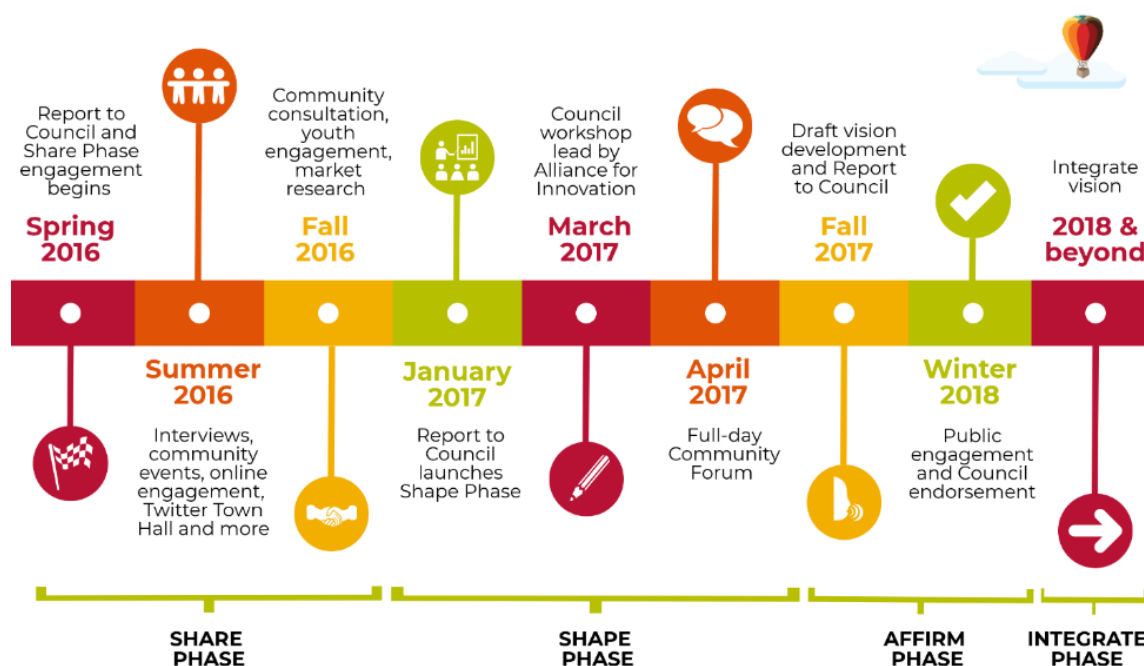
<sup>2</sup> Policies that are inherently linked and informed by land use. This will not deliver the technical detail that is to be completed within the scope of the Master Transportation Plan update that is a concurrent project.

<sup>3</sup> To be prepared and led by the Infrastructure Division as a project output.

Following on the heels of nearly a two-year engagement process undertaken for the development of Kelowna's new strategic community vision called Imagine Kelowna, the OCP engagement will be framed in such a way as to build on what has been gathered through the extensive and varied processes already used rather than attempt to duplicate or re-engage on a similar topic.

The Imagine Kelowna vision and its accompanying values, principles and goals come out of the largest public engagement effort in the City of Kelowna's history. The results of this unprecedented engagement include: close to 30,000 web page views, 195 online survey submissions, 4000 comments on online and physical comment walls, 500 postcard submissions, 40 community events, 30 in-depth stakeholder discussions, 533 youth submissions, 2 workshops with WFT elders and youth, 25 presentations to local organizations, agencies and institutions, 4 co-sponsored community events, 73 forum participants, 26 blog posts contributed by community leaders, twitter town hall with the Mayor garnering more than 269 tweets in one hour.

The Imagine Kelowna engagement was divided in four phases as shown below:



### Timing and Coordination with Related Planning Efforts

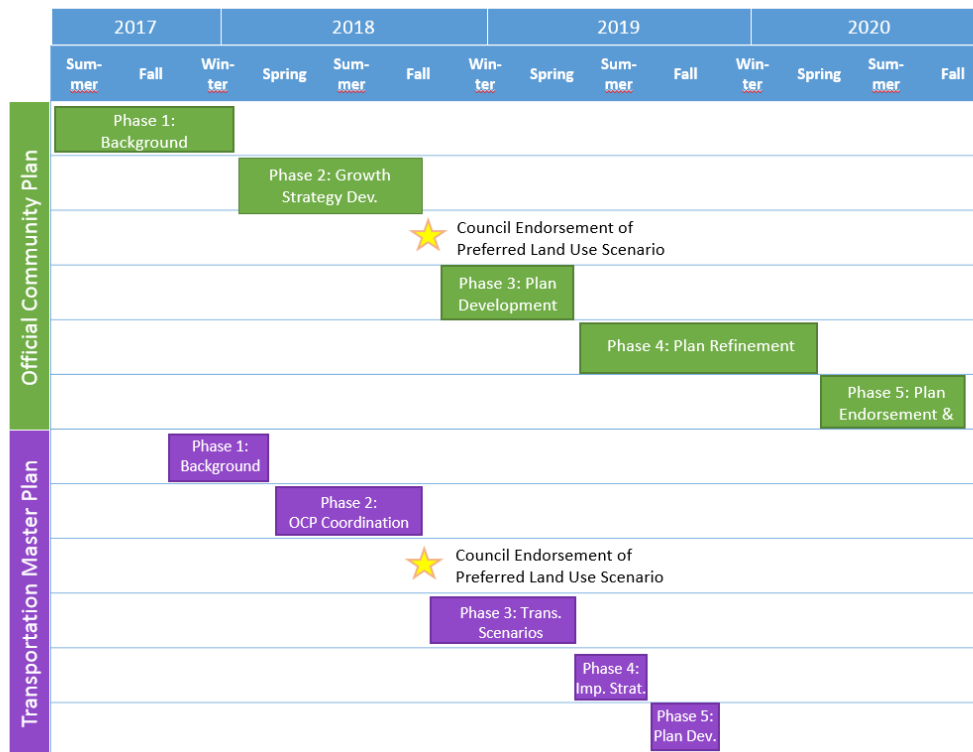
Moving forward, the alignment of City's plans, strategies and other initiatives to implement the Imagine Kelowna Vision is the next step. Accordingly, the OCP Update will be coordinated with other ongoing and related planning efforts to respond to the pressing growth of Kelowna, including:

- **Transportation Master Plan (TMP) Update (Our Kelowna As We Move):** Transportation and land use are interdependent and benefits accrue when transportation and land use planning are coordinated. Coordination with the TMP allows for detailed and ongoing coordination with the Official Community Plan (OCP) update. Staff have already been

coordinating critical path milestones and timelines in the development of the TMP and OCP work plans.

- **20 Year Servicing Plan:** The DCC Bylaw is the financial component of the Growth Strategy that is informed by the TMP, the OCP and other plans, and lays the financial strategy to support the City's growth.
- **Climate Action Plan Update:** Kelowna's Climate Action Plan is currently being updated and has goals and targets that will inform the OCP update.

Accordingly, the project planning for both the OCP update and the Transportation Master Plan have been completed with a high level of coordination and resource sharing. A joint public engagement strategy for the initial phases of the project and Council milestones have been deliberately timed. The coordinated project timeline illustrates this below:



## Engagement Strategy

During the Imagine Kelowna process, citizens encouraged a call to action that is bold, and to be part of the solution to a future that is uncertain but needing to position Kelowna to thrive during times of change. The community engagement portion of the OCP update is intended to be broad, inclusive, and innovative. Where it is feasible, the City will look to other community partners to team up on opportunities to engage residents to ensure engagement is meaningful, and touches all demographics of our community. The communications and engagement process seeks to compel the community with stories of the community's vision and relate it to future growth scenarios.

Based on the principles of the City's *Engage Program* the following engagement goals were identified:

- a) To educate and raise awareness about the process and opportunities for involvement
- b) To build capacity among citizens to participate with informed dialogue
- c) To build support, excitement and shared ownership of the final vision of the OCP and its implementation moving forward.

The engagement and information process will start in February and be completed by June 2020. In person, online and media relations opportunities will be used to ensure that the broader community has access to and can participate in planning milestones. Engagement activities are additionally coordinated with the Transportation Master Plan to ensure public outreach is strategic and well-coordinated.

### **Next Steps**

A gradual launch of the 2040 OCP update (Our Kelowna As We Grow) will begin in early spring, and be supported by media releases and website promotion to increase project awareness and enthusiasm for engagement and participation. The inter-departmental technical committee(s) for both the OCP update and Master Transportation Plan projects are in the process of reviewing various performance evaluations tools as they relate to the preparation of growth scenario options. This will continue over the coming months, and Staff will be bringing forward the growth scenario options for both Council, stakeholders and the community to weigh in on as the first public engagement opportunity. For 2018, the overarching goal is to have Council endorse a preferred growth scenario by September, in order for Staff to work on the Plan content and servicing analysis during the November, 2018 Council election cycle and transition period.

### **Conclusion**

The City of Kelowna has undergone eras of change and since the last OCP update, has witnessed incredible growth and shifts in our City while maintaining a strong sense of community. However, as Kelowna continues to grow and mature, several challenges and opportunities must be addressed to ensure that its quality of life continues to flourish. A growing population, increased challenges of housing affordability, agricultural interface conflicts, a changing climate, natural resource preservation, and rapidly evolving transportation technological shifts are among some of the key issues that require careful attention.

The time is right to update Kelowna's OCP. The Imagine Kelowna process provided meaningful and genuine dialogue about what our future community aspires towards. By using the Imagine Kelowna momentum, the 2040 OCP update will maximize opportunities to ensure that the City of Kelowna continues to be a desired place to live, work, learn and play. This OCP update proposes to provide a growth strategy direction that will address the above-noted challenges, and recognize the importance of managing and shaping change in a way that is responsive to the direction shaped by our citizens. It will take a holistic lens that integrates policy on land use, housing, transportation, parks and open space, the environment and more. This Plan will take the long-view for the community, and provide a framework where collectively, we as a community signal to the next generation through our decisions and investments, that they will inherit a future state where the quality of life is equal or greater than what we experience today.

**Financial/Budgetary Considerations:**

Professional and Consulting Budget = \$326,660 for total multi-year project<sup>4</sup>

**Personnel Implications:**

9480 hours of staff time + 1 FTE Term Contract for 2 years

Submitted by:

Danielle Noble-Brandt, Department Manager of Policy & Planning

Approved for inclusion:



Doug Gilchrist, Divisional Director of CP & SI

cc:

Divisional Director of Community Planning and Real Estate

Long Range Policy and Planning Manager

Department Manager of Community Planning

Director of Strategic Investments

Urban Planning Manager

Department Manager of Integrated Transportation

Strategic Transportation Planning Manager

Divisional Director, Financial Services

Communications Advisor, Community Engagement

Infrastructure Engineering Manager

Infrastructure Operations Department Manager

Divisional Director of Infrastructure

Director of Business and Entrepreneurial Development

Deputy Fire Chief

Systems Development Manager

Community and Neighbourhood Services Manager

Building and Permitting Manager

Cultural Services Manager

Parks Services Planning Manager

Parks & Building Planning Manager

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<sup>4</sup> Note: This total does not factor in the costs as they relate to the 20 Year Servicing Analysis and DCC Update. While that is an output to this project, it is managed and budgeted by the Infrastructure Division.