

COMMITTEE REPORT



Date: November 14, 2019

RIM No. 1200-31

To: Agricultural Advisory Committee (AAC)

From: Policy and Planning Department (TG)

Application: Official Community Plan Update **Applicant:** City of Kelowna

Subject: Official Community Plan Update: Draft Future Land Use Map and Agriculture Policy

1.0 Purpose

To obtain the Agricultural Advisory Committee's input with respect to the draft future land use map and agricultural policy that is being considered for the Official Community Plan Update, as outlined in the report from the Policy and Planning Department, dated November 14, 2019,.

2.0 Proposal

2.1 Background

The Official Community Plan (OCP) is the primary tool that local governments can use to provide guidance and policy direction for the long-term growth of their communities. The City of Kelowna is currently in the process of updating its OCP to accommodate significant future growth with the population expected to increase by approximately 50,000 people by 2040. The OCP update will refine and update land uses, mapping and policies to reflect the community's vision (as captured through Imagine Kelowna) and to clearly signal where this growth is to be accommodated and supported with corresponding infrastructure and amenities.

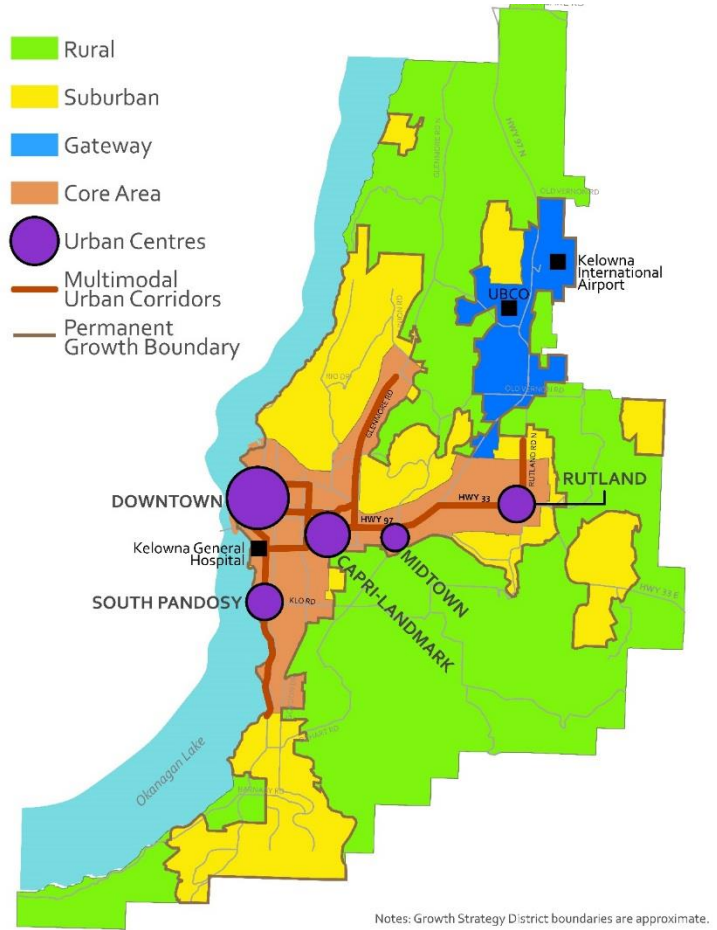
Earlier this year, Council endorsed a growth scenario that identifies generally where future residential growth, estimated at 25,000 units, would be targeted between 2020 and 2040. The growth scenario guides the Future Land Use Plan and policy development for the OCP. Some of the "big moves" planned for this OCP update that will support agriculture include:

- *Complete the final suburban neighbourhoods.* In keeping with Imagine Kelowna goals of limiting sprawl, protecting agricultural lands and embracing transportation options, existing suburban neighbourhoods would be completed, but no new greenfield developments will be signaled.
- *Promote more housing diversity in the Core Area.* Targeting approximately two-thirds of future residential growth in the Core Area is the most effective action the city can take to limit sprawl, protect agricultural and natural lands, provide choice and manage infrastructure investments in a more sustainable way.
- *Prepare a resilient community that is adaptable to change.* Protecting agricultural lands will also help create a more resilient community as agriculture and rural lands provide benefits such as stormwater attenuation, flood and wildfire risk mitigation and act as a carbon sink.

Rather than organize policy according to topic, the OCP update is taking a new approach and linking land use policy to five geographic Growth Strategy Districts: Urban Centres, Core Area, Suburban, Rural, and Gateway District (see figure 1). Each Growth Strategy District covers a geographic area within the city and policy will be customized to determine what types of development would be supported and where prioritized investments in transportation, servicing and amenity infrastructure would be focused within the district.

The majority of growth (two-thirds) will be directed to the Core Area and the Urban Centres districts, and most of the remainder of the growth will be in the Suburban and Gateway districts. The Rural District is composed of agricultural lands (both ALR and non-ALR) and large tracts of resource lands, and further development in this district is not supported beyond those areas already zoned and designated in the 2030 OCP (note: pockets of agricultural land also exist in the Gateway District).

Figure 1: Growth Strategy Districts

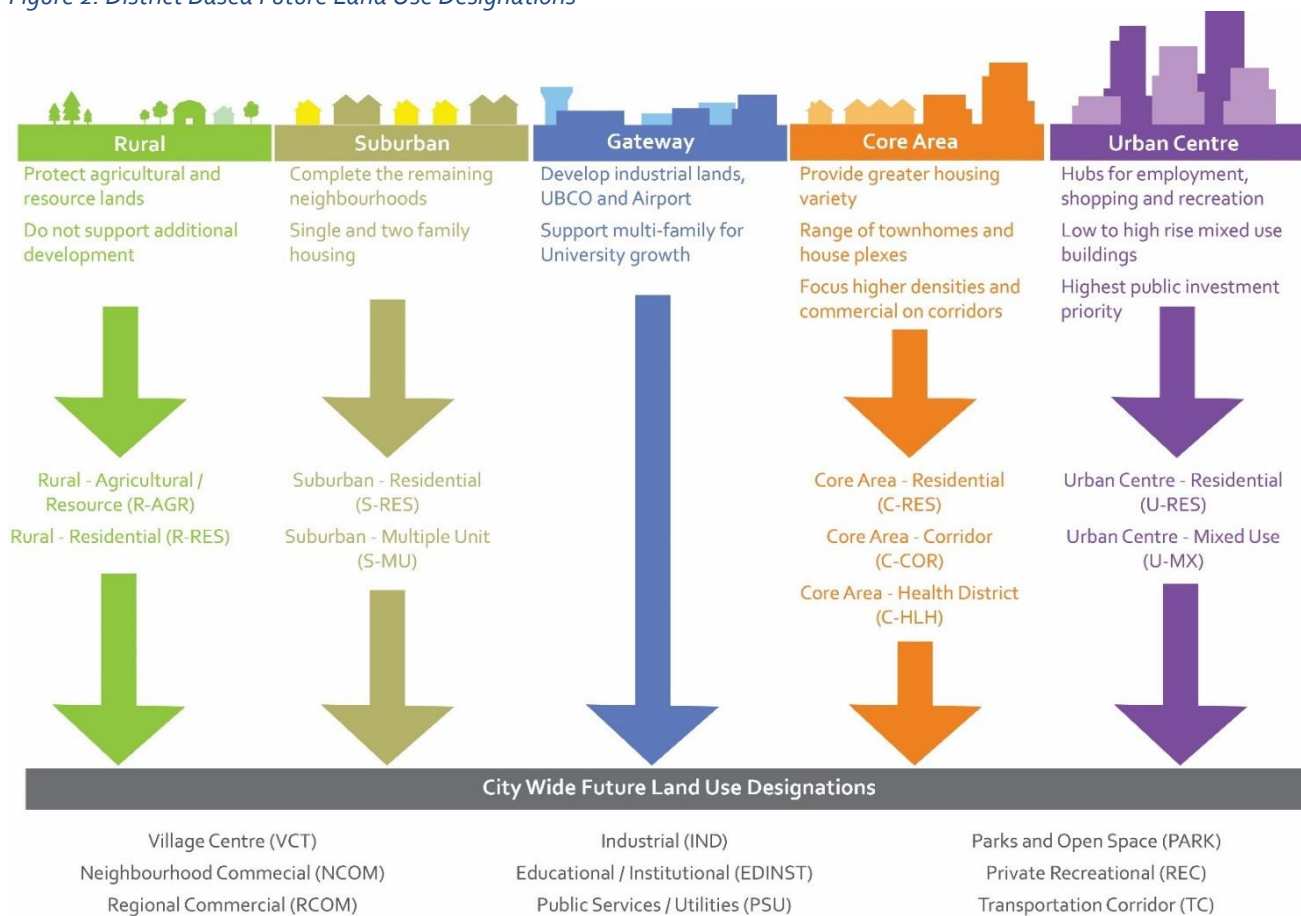


2.2 Proposed Future Land Use Map and Designations

Land use designations are among the OCP’s most important implementation tool for delivering the growth strategy to direct major growth to some parts of the City and deter it from others. Each land use designation establishes the general uses that are anticipated. In their whole, they tell a story where housing can be built, where retail stores, offices and industry can invest, and where mixed uses will be supported.

A new approach to the future land use designations is proposed as part of this draft land use map that reflects the overall direction for each of the five growth strategy districts (see Figure 2). Many future land use designations will accommodate a greater number of supported uses compared to designations in current OCP, illustrating the plan’s vision for how the neighbourhood would develop and change over the next 20 years.

Figure 2: District Based Future Land Use Designations



The draft 2040 Future Land Use Map (see Attachment A) promotes efficiencies and optimizes land and infrastructure prior to promoting development at the fringes. This approach helps to reduce demands on ecosystems and natural areas, and will help to preserve agricultural lands. (Note: Attachment B provides a description of each of the land use designations).

In the current OCP, agricultural lands are given the designation of Resource Protection Area (REP). The OCP update proposes to split this designation into two: Rural – Agricultural and Resource (R-AGR) and Rural – Residential (R-RES). While R-AGR signals lands to be protected for agricultural uses and/or lands that are signaled to maintain their rural character, R-RES applies to properties where residential development has already taken place or would continue due to existing zoning, while further intensification would be discouraged. R-AGR will be found primarily in the Rural area, however pockets of R-AGR will also be found in the Gateway.

The Permanent Growth Boundary (which approximately follows the ALR boundary), remains largely unchanged in the draft future land use map. This will help protect agricultural lands by reducing speculation and edge conflicts that are often associated with development. One notable exception with respect to agriculture is the expansion of the PGB to the south of the airport (the area comprising Shadow Ridge Golf Course, which is in the ALR) to accommodate future airport expansion. This change is required to accommodate growth as identified in the *YLW Airport Master Plan 2045* and was acknowledged in the *2017 Agriculture Plan* (note: future exclusion of these ALR lands will be subject to ALC approval). In

subsequent drafts of the Future Land Use Map, Staff anticipate this property will receive a land use designation of Public Service Utility (PSU).

It is also being proposed to expand the PSU land use designation by incorporating an additional agricultural property to the north of Munson Pond in upcoming iterations of the Draft Future Land Use Map. The current OCP already includes two agricultural properties with the PSU land use designation to accommodate a future wastewater treatment facility. By incorporating the additional property, it provides an opportunity to situate the new facility on the poorest soil quality of the three properties, allowing higher value land to remain for agricultural use. As above, future exclusion of these ALR lands will be subject to ALC approval.

2.3 Proposed Agricultural Policy

Endorsed in 2017, the City of Kelowna Agriculture Plan, has a vision that “*Kelowna is a resilient, diverse, and innovative agricultural community that celebrates farming and values farmland and food producers as integral to our healthy food system, economy and culture.*” As part of the Plan’s development, a thorough review of the 2030 OCP agricultural policy was completed and six recommendations were made to revise or add new policy to support achieving the vision. To date, all of the Plan’s recommendations related to OCP updates have been completed.

As the current OCP agricultural policy just recently underwent a major review and updates, it is the intent that the policy direction for agriculture in the 2040 OCP update will remain largely the same as what is contained in the current OCP (as summarized in Attachment C). Policy is included on subdivision, homeplating, interface incompatibilities, infrastructure, and farm use to support the objectives of minimizing impacts on agricultural land and protecting and preserving agricultural land in the community.

As the 2040 OCP continues to develop, these agricultural policies will be adapted for inclusion in the appropriate growth strategy districts. For example, policy related to development on agricultural lands will be found in the Rural and Gateway Districts, while policy to address the urban-agricultural interface will be found in the Urban Centres, Core, Suburban, and Gateway Districts.

2.4 Next Steps

As part of the 2040 OCP Update process, staff are working with a consultant to revise the Farm Protection Development Permit Guidelines. A draft of these revisions will be presented to the Agricultural Advisory Council (AAC) for comment in the coming months.

Further, staff are also working on revising and developing new food security policy for the OCP Update, which the AAC will have an opportunity to review at a later date.

2.5 Conclusion

Approximately 40 per cent of Kelowna’s land base is within the Agricultural Land Reserve and about 55 per cent of the city’s land base is zoned for agriculture (including both ALR and non-ALR-land). These lands provide benefits to the whole community and not just to people who are directly connected to farming. The Official Community Plan Update provides an opportunity to strengthen the commitment to preserve and protect farmland while helping to achieve the vision of the Agriculture Plan.

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Attachments:

Attachment A – Draft 2040 Future Land Use Map

Attachment B – Land Use Designation Descriptions

Attachment C – Summary of Current Agricultural Policies in the 2030 Official Community Plan