

# Report to Council



**Date:** December 9, 2019  
**To:** Council  
**From:** City Manager  
**Subject:** OCP 2040 Phase 3 Engagement Results  
**Department:** Policy and Planning

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## **Recommendation:**

THAT Council receives the report from the Policy and Planning Department, dated December 9, 2019, for information;

AND FURTHER THAT Council directs staff to report back with preliminary financial impacts of servicing the endorsed growth scenario.

## **Purpose:**

To provide Council with a summary of the feedback received as part of the public engagement for Phase 3 of 2040 Official Community Plan Update process and to obtain Council's direction to commence preliminary infrastructure impact analysis of the draft future land use map.

## **Background:**

In 2018, the City of Kelowna began the process to update its Official Community Plan (OCP) and Transportation Master Plan (TMP). Since then, both projects have undertaken separate and joint public and stakeholder engagement initiatives. Public engagement and communication conducted in 2019 has sought to keep residents informed of directions being taken and decisions being made for these plans, as well as to consult with them on key elements in order to inform policy development.

At its meeting of August 12, 2019, Council received a report that provided a draft Future Land Use Map for its consideration for use as part of fall 2019 public engagement. This report serves to provide Council with a summary of the feedback received from this engagement and how this feedback will be used to inform the 2040 OCP update process moving forward.

## Discussion:

Engagement for the OCP and TMP in 2019 has focused on consulting with the public and stakeholders on key elements of the plans to inform policy development, project selection and land use planning. As such, the objectives of this most recent round of engagement sought to:

- Inform and consult with the public and stakeholders on directions being taken in the draft Future Land Use Map;
- Inform and consult with the public and stakeholders on objectives of the OCP Infill Strategy and collect a list of infill housing preferences;
- Inform and consult with the public on directions being taken in the Transportation Master Plan and receive a list of transportation challenges and ideas that will inform the Transportation Master Plan update;
- Inform and consult with the public on parks development being proposed in the Official Community Plan update and receive feedback on parks preferences that will inform the future direction of park acquisitions across our City;
- To inform the public on the purpose of, and directions being taken in, the 20-Year Servicing Plan, to increase public understanding of the plan; and
- To inform and consult the public on directions being taken in the Zoning Bylaw update.

Figure 1: Neighbourhood Expo Participation



Figure 2: Proposed Directions Participants Liked



Figure 3: Areas that Participants Would Change



This engagement approach took the form of four “Neighbourhood Expos” and online feedback, which provided residents with the opportunity to attend one of four possible in-person sessions in different neighbourhoods of the city (Kelowna Community Theatre, Capital News Centre, Orchard Park Mall, and Rutland Boys & Girls Club) throughout late September to learn about proposed directions of the plans and provide input and feedback. An online component was available for people who were unable to attend the Expos in person.

The Neighbourhood Expos ran between September 16 to October 4, 2019. Participation results from this process are summarized in Figure 1.

## Participant Feedback

A summary of the feedback from participants is provided below. A full report on the engagement results is included with this report as Attachment 1.

### *Land Use Directions*

Overall, participants in the Expo expressed support for the directions outlined in the draft Land Use Plan. There was support signaled for increasing density in the Urban Centres and the Core Area, slowing suburban development and protecting agricultural lands. There was also positive feedback provided on supporting continued growth at UBCO and Okanagan College and continuing to protect heritage areas (see Figure 2).

When asked what they would change about the draft Land Use Plan, some participants noted that they would go farther in increasing density in the Urban Centres and the Core Area while pulling back even more on suburban development. Others spoke to needing assurances that more transportation options and parks are made available to serve these denser neighbourhoods, while the need to accommodate more commercial uses in suburban Village Centres was also raised (see Figure 3).

### *Transportation Challenges and Solutions*

Participants had the opportunity to learn more about the findings of the Transportation Master Plan - Existing and Future Conditions report and share ideas on projects they would like included in the plan. As outlined in the Report to Council dated November 18, 2019 entitled "Transportation Master Plan: Options Development", this input was used to craft the various projects, policies and programs that are being considered for inclusion in the draft TMP.

### *Infill Housing*

The growth strategy relies on a robust infill housing strategy in accommodating new residential units in a variety of housing forms. How that infill development takes place in existing neighbourhoods will be critical to ensuring that these evolving neighbourhoods continue to be attractive and desired places to live. Participants expressed a strong preference for higher density forms of infill that provided more affordability options and supported more local shops and services within walking distance. However, they were split regarding allocation of space on infill development sites for private green space and on-site parking.

### *Parks*

As more parks will be needed to accommodate growth in the Urban Centres and Core Area, participants were asked to indicate preferences for a variety of park types. Participants felt strongly more parks were needed, and that having smaller parks closer to where they lived would be preferred over larger ones farther away. They also felt strongly that parks that offered more amenities were preferable to those that allocated more of their space to parking. This feedback will be used for identifying future park sites for the 2040 OCP update but will also lay the foundation for the pending Parks Master Plan development.

### *20 Year Servicing Plan*

Panel content informed the public on the purpose of, and directions being taken in, the 20 Year Servicing Plan update. The goal was to increase public education and awareness of the Plan and its relationship to the 2040 OCP implementation. Ultimately, choices made in the growth strategy have a strong interdependency with how the City will fund and prioritize the corresponding servicing/infrastructure components to deliver on that growth vision.

### **Stakeholder Engagement**

In addition to public engagement, Staff hosted a series of workshops with community stakeholders to get further feedback.

- Infill strategy stakeholder workshops (June – September, 2019)
- Form and Character Development Permit guidelines workshop (October 3, 2019)
- OCP and TMP Stakeholder Group workshop (October 17, 2019)

Summaries of these workshops are found in Attachment 1.

Staff have also engaged directly with other key stakeholders, including, but not limited to, BC Transit, School District #23 and Tourism Kelowna.

### **Indigenous Engagement**

In keeping with the Truth and Reconciliation Calls to Action, the City is striving to ensure that the development of the 2040 OCP is inclusive and representative of the diverse voices of indigenous communities in the area. The community's vision for Kelowna, which is encapsulated in *Imagine Kelowna*, includes the following goal: *Engage with the Okanagan's traditional past and heritage as foundations for building a fair and equitable community.*

In September 2019, the City engaged the services of a local indigenous consultant to assist in the development and delivery of a process to engage with indigenous communities and to ensure policies are crafted with an equitable lens, in keeping with the Truth and Reconciliation Calls to Action. To date, the City has been in contact with Westbank First Nation, Okanagan Indian Band, the Kelowna Friendship Centre and the Kelowna Metis Association. Consultation is expected to continue throughout the course of the plan development and implementation, and a report to Council will be provided when completed.

### **Refinements to Draft Land Use Plan and Policy**

With the Neighbourhood Expo process complete, staff are taking the following steps to incorporate the feedback into the three planning processes:

- Continue refinement of minor changes<sup>1</sup> to the draft Future Land Use Plan based on feedback regarding specific properties. No fundamental changes to the map or the Growth Strategy are proposed;
- Development of project options for the TMP, as outlined in the staff report dated November 18, 2019 entitled "Transportation Master Plan: Options Development";
- Incorporation of feedback into the development of OCP policies that will guide infill development, recognizing the preferences for housing affordability and support for local services, and the split on options on space allocation for parking and private greenspace; and
- Recognition of a preference for smaller, more local parks as part of a comprehensive process for the identification for new park spaces in the OCP process;
- Preliminary, macro-analysis of the order of magnitude financial costing of the servicing aspect to support the growth strategy. This is the first step in assessing financial commitments to deliver on the growth strategy over a 20-year time period.

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<sup>1</sup> Note: For example, technical changes include amending the FLU of Shadow Ridge Golf Course from Rural Land Use to Public/Service Utilities, and the property south of Munson Pond to Public/Service Utilities to acknowledge the future Waste Water Facility Treatment Plant.

## Next Steps

The 2040 Official Community Plan (OCP) Update process is in Phase 3, of which the major deliverable is a draft OCP document anticipated to be complete Fall 2020.

To complete Phase 3, staff will be undertaking the following:

- *Continued land use map refinement:* As indicated above, staff will continue to make refinements to the draft Future Land Map, which are expected to be minor. A report will be presented to Council in early 2020 that provides an updated map that reflects these changes.
- *New park locations:* With the draft Future Land Use Map taking shape and input received from the public, staff is working towards identification of specific sites for future parks that are needed to accommodate anticipated growth. Staff will report to Council on proposed new sites in early 2020, allowing for their inclusion in the refined Future Land Use Map.
- *OCP Policy Development and Development Permit Area Guidelines:* Staff are in the process of reviewing and updating each of the Development Permit Guideline chapters in the OCP. Some of the Chapters require thorough updates to align with the direction of the 2040 OCP and/or to be updated to align with new regulations and policy (e.g. Energy Step Code).
- *Continuing Engagement:* As part of the OCP policy development, staff will continue to consult with key stakeholders for ideas and feedback throughout Spring 2019. Once these policies are complete and a draft OCP developed, staff will present the draft OCP to Council for its consideration for additional public engagement in Fall 2020.
- *Preliminary Infrastructure Impact Analysis:* Using the draft Future Land Use Map, staff would undertake a macro analysis to assess the impacts of required utility infrastructure, transportation, and parks projects. The integration of a servicing plan and financing strategy (developed as part of a comprehensive OCP update), is necessary to ensure that the Plan is affordable in a form that Council and the community is being asked to support and adopt as a blueprint for future development. There is a general recognition that the cost of new infrastructure to accommodate growth will evoke tradeoffs about how quickly we can implement the Imagine Kelowna and how much future taxation will be able to cost-share the financial burden.

Once a draft OCP is endorsed by Council for future consultation, the project will move into Phase 4, which includes public engagement on the draft OCP document and execute the final refinements to the Plan. The Transportation Master Plan (TMP) will be completed in advance of the 2040 OCP endorsement, however once Council has endorsed the package of options for inclusion in the TMP, an implementation strategy will be developed to be included in the 20 Year Servicing Plan and Financial Strategy.

## Conclusion:

With the completion of this public engagement process, the 2040 OCP update process is moving into a new and directional stage. Where much of the discussion and deliverables to date has focused on high level visioning for the Plan and identification of values and key concepts, the discussion can now shift to

more detailed policies and actions, and ultimately a draft OCP document that Council will be able to consider in 2020. Alongside this next element of core work is the initial financial analysis that correlates the major servicing needs required to service the growth projections as outlined in the growth strategy. Ensuring that land uses and the corresponding servicing strategy are aligned and financially feasible is critical to delivering on the Plan's vision – this will ensure the City is positioned to deliver on the operational, recreational, cultural and safety demands of a growing and thriving city.

**Attachments:**

- 1) Engagement Report: Official Community Plan, Transportation Master Plan, & 20-Year Servicing Plan Updates

**Internal Circulation:**

Divisional Director, Planning & Development Services  
Divisional Director, Partnerships & Investment  
Department Manager, Real Estate  
Department Manager, Development Planning  
Divisional Director, Financial Services  
Divisional Director, Infrastructure  
Divisional Director, Corporate Strategic Services  
Divisional Director, Active Living and Culture  
Department Manager, Integrated Transportation  
Strategic Transportation Planning Manager  
Infrastructure Engineering Manager  
Parks and Buildings Manager  
Communications Advisor

**Legal/Statutory Authority:**

*Local Government Act, Section 471*

**Legal/Statutory Procedural Requirements:**

*Local Government Act, Sections 472-478*

**Existing Policy:**

Imagine Kelowna  
2030 Official Community Plan  
20 Year Servicing Plan  
Council Policy No. 372: Engage Policy

Submitted by: Robert Miles, OCP Project Planner

**Approved for inclusion:**



Danielle Noble-Brandt, Dept. Manager of Policy & Planning