

# Report to Council



**Date:** September 14, 2020

**To:** Council

**From:** City Manager

**Subject:** 2040 OCP Policy Shifts and Refined Land Use Plan

**Department:** Policy and Planning

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## **Recommendation:**

THAT Council receives, for information, the report from the Policy and Planning Department dated September 14, 2020 with respect to 2040 OCP Policy Shifts and Refined Land Use Plan

## **Purpose:**

To receive an update on the progress of the 2040 OCP and a summary of next steps in the project timeline.

## **Background:**

The development of the Official Community Plan (OCP), is an iterative process coordinated with several other planning initiatives, including the Transportation Master Plan (TMP) and the 20 Year Servicing Plan. This report serves to provide Council with an update on the 2040 Future Land Use mapping refinements, a summary of new policy direction and of next steps in the process, including the initiation of Phase 4 following the delivery of a draft OCP in Fall 2020.

## **Discussion:**

This report provides Council with an update on the progress of the OCP development, speaking primarily to the continued refinements to the draft Future Land Use map, anticipated policy shifts and a schedule of upcoming activities in Fall 2020. Importantly, this report also serves to prepare Council for the delivery of the draft 2040 OCP this fall. The content provided in that report will be significant, so this report outlines some of the characteristics that Council can expect when the draft 2040 OCP is released.

## **Spring and Summer 2020 Activities**

As outlined in the March 16, 2020 report to Council regarding the 2040 OCP, work throughout spring and summer 2020 has focused primarily on the development and refinement of the draft OCP's policies, Development Permit Guidelines and the implementation and monitoring component, targeting Fall 2020 delivery. City staff have also been working to identify future parks locations to incorporate into the Future Land Use Map.

## Draft 2040 OCP Framework

### *Online First*

For the first time, the OCP is taking an “online-first” approach, meaning that the overall design and organization of the document will be focused on its web-based presentation. A more traditional paper document will still be supplied, but it will focus on communicating the directions of the plan clearly and concisely rather than graphic design and visual imagery.

The benefits of this approach include:

- *Modern user experience*: an online-first approach reflects how most people today access their information – online. Prioritizing the online experience allows for easier access to information across all devices (phone, tablet, desktop) while also considering improved integration with the City’s website (kelowna.ca) and accessibility best practices.
- *Searchability*: with a new sub-search feature unique to the OCP, the ability to search within specific topics will make it easier for users to find the information they are looking for. In addition, the online format supports integrated links within the document to related policy maps, associated bylaws and other relevant documents.
- *Efficiency and flexibility*: the online format allows for faster and easier bylaw updates/amendments. Updates can be managed directly by the Clerk’s office. This means changes can be made in real time and the OCP will consistently be up to date on the City website.
- *Measurability*: an online format allows for better tracking and analytics to understand which topics, pages and OCP resources are being accessed by the public and stakeholders most frequently.

### *10 OCP Pillars*

In 2019, Council was presented with a series of “Big Moves” that would guide the larger shifts that the 2040 OCP would take over the existing 2030 OCP. These Big Moves have been refined during the policy development process and are now encapsulated in 10 OCP Pillars:

- Stop planning new suburban neighbourhoods
- Focus investment in Urban Centres
- Target growth along transit corridors
- Promote more housing diversity
- Incorporate equity into city-building
- Protect agriculture
- Strengthen Kelowna as the region’s economic hub
- Prioritize sustainable transportation and shared mobility
- Protect our natural environment
- Take action on climate

These Pillars act as the link between the draft 2040 OCP and *Imagine Kelowna* by guiding the development of the Plan’s objectives and policies, mapping development and implementation and monitoring components.

For example, each policy section in the draft 2040 OCP will outline how the policies will work towards one or more of the 10 Pillars. The Future Land Use map will reflect these Pillars. Importantly, monitoring of the OCP over its 20 year life will be rooted in how effectively it is working towards these Pillars<sup>1</sup>.

### *Policy Framework*

The approach to this growth plan assigns the City into 'districts', and new policies have been developed to apply to certain districts. For example, policies are itemized into sub-categories such as land use or transportation policies that are tailored to the geography that they are to provide direction to (ie. Policies have been customized to catalyze activities and growth that only apply to Urban Centres). This approach was selected to better illustrate how the policies translate the intent of the Growth Strategy and for ease of interpretation by all users.

As outlined in previous reports to Council, each of the Growth Strategy Districts has a distinct role to fulfill in the OCP. Bundling certain policies in sections dedicated to specific districts provides a clear picture of how those policies work together to achieve the vision of that particular district. Using the Urban Centres chapter as an example, the bundled policies tell the story of how the OCP will set the framework for achieving the vision for that district.

In most cases, the draft policies will be unique only to a specific district, but others may be shared across two or more districts. As such, Council may find in their review of the draft OCP this fall, that similar policies can be found across the various districts. This is an intentional outcome of this approach. Other policies apply city-wide and would be found in their own distinct chapter.

The draft document will organize the policies in the following ways:

<b>District Based Policies</b> <i>(Urban Centres, Core Area, Gateway, Suburban Neighbourhoods and Rural Lands)</i>	<b>City-Wide Policies</b> <i>(Apply to all five Growth Strategy Districts)</i>
<ul style="list-style-type: none"><li>• Land Use and Urban Design</li><li>• Housing</li><li>• The Public Realm</li><li>• Transportation</li><li>• Culture</li></ul>	<ul style="list-style-type: none"><li>• Equitable Community</li><li>• Parks</li><li>• Heritage</li><li>• Climate Change Adaptation and Mitigation</li><li>• Infrastructure</li><li>• Natural Environment</li><li>• Natural Hazard Areas</li></ul>

### **New Policy Directions**

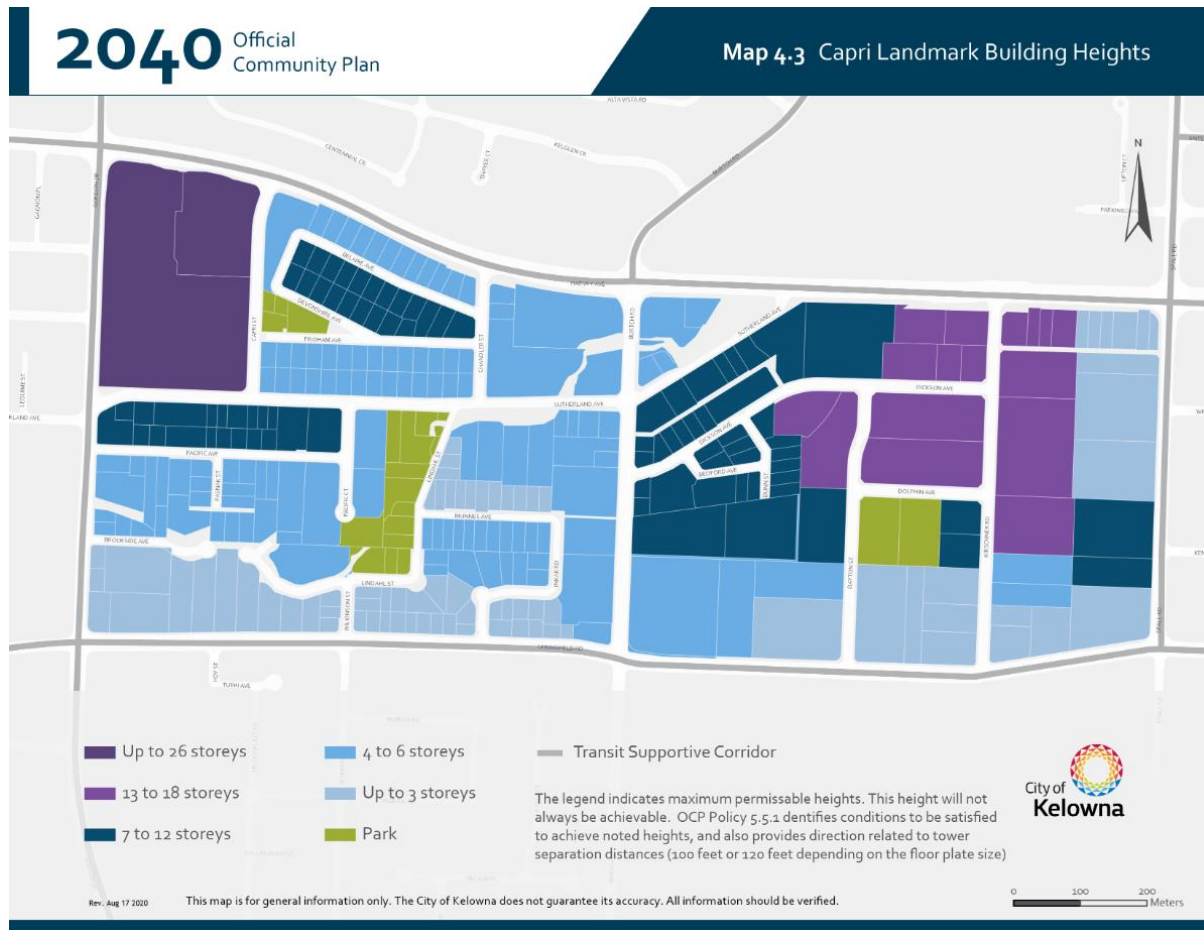
Following the schedule outlined in the Report to Council dated March 16, 2020, the draft policies, mapping, Development Permit guidelines, implementation plan, and monitoring program are in the process of being completed. As such, this content will be provided as part of the delivery of a draft 2040 OCP this fall. However, some new approaches to guiding development that Council can anticipate include:

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<sup>1</sup> A more thorough explanation of the 10 OCP Pillars and policy content will be forthcoming in a late fall report to introduce the draft 2040 OCP.

- New objectives, policies and corresponding policy maps (where appropriate) to provide more detailed direction for Urban Centres (see Figure 1);
- New policy direction to guide development in Village Centres and along Transit Supportive Corridors;
- Distinct policy direction for the Gateway, which includes the University of British Columbia – Okanagan;
- A new parks chapter outlining processes for acquisition and development of future parks to accommodate growth;
- Refreshed Form and Character Urban Design Guidelines to raise the design caliber for all building types;
- A stronger equity and indigenous lens on policies throughout the Plan;
- New climate action policies, reflecting the Community Climate Action Plan, and;
- A detailed implementation chapter outlining and prioritizing actions that need to be undertaken to put the plan into action.

**Figure 1: Sample Policy Map for Capri Landmark Urban Centre Building Heights**



### Future Land Use Map Refinements

Refinements continue to be made to the draft Future Land Use Map as work on the draft Plan continues (see Attachment 1). These refinements can be summarized as follows:

### New Parks Locations

The draft Future Land Use Map has been amended to include proposed future park locations. These park locations have been identified based on the directions provided in the growth strategy to prioritize parks that are located within or near Urban Centres, reflecting the Growth Strategy's focus on redevelopment in the Urban Centres and the Core Area.

City Staff have been reaching out to the owners of properties proposed for the parks designation to discuss the impacts of the future land use designation on their property and how the City typically approaches acquisition for parks and other aspects of the development process. These discussions are ongoing and are expected to continue throughout Phase 4 and the final public engagement process, as outlined later in this report.

### Growth Strategy District Boundary Refinements

The boundaries for the Growth Strategy Districts have been further refined as policy development has advanced. The boundary for the Core Area has been expanded in Rutland and Glenmore to more accurately reflect policy intent. The Suburban District has been expanded in neighbourhoods surrounding the intersection of KLO and Benvoulin Roads to more accurately reflect direction to support modest growth in an area with access to urban utility services. The Permanent Growth Boundary has also been amended to reflect this specific change.

### Other Future Land Use Refinements

Other refinements to the draft Future Land Use map include:

- Splitting of the Lakeshore Village Centre into two Village Centres: the *Cook Truswell Village Centre*, to allow policy to focus more on tourist accommodation, and the *Lakeshore Village Centre*, to allow policy to focus on facilitating basic day-to-day services for the surrounding neighbourhood;
- The addition of a new land use designation, Natural Areas (NAT), providing greater distinction between parks that are intended to be programmed with active uses versus open areas intended to be preserved in a natural state with limited development for low impact passive activities;
- Additional properties included in the Rural – Residential designation;
- Refinements to the lands designated Suburban – Residential (S-RES) and Suburban – Multi-Unit (S-MU) to reflect desired clustering of housing in environmentally sensitive and/or hillside areas; and
- Smaller amendments to reflect development applications in process.

(Council will be provided with a link to the online map viewer to interactively view the draft 2040 Future Land Use Map in more detail).

### **Next Steps and Phase 4 Launch**

As Phase 4 commences, the 2040 OCP process will focus on refining the draft OCP content to a point where it can be considered by Council for adoption. Throughout this phase, the following key tasks can be expected:

- Next round of public and stakeholder engagement
- Refinement of the draft 2040 OCP content
- Continued online first website development

- Legislated circulation to agencies and organizations for review and comment
- Bylaw creation and preparation for Council readings

Following endorsement of the 2040 OCP, the process would move into Phase 5 to formalize the 2040 OCP into a bylaw for consideration and adoption, and to commence implementation.

#### *Phase 4 Public and Stakeholder Engagement*

As noted above, Phase 4 includes a public and stakeholder engagement process to invite comments on the content of the draft Plan. To date, the public and stakeholders have provided comments on the development of a preferred Growth Scenario as a part of the 'Pick Your Path Exercise' in 2018 as well as feedback on general topic areas and a draft Future Land Use Map to help guide policy development as part of the Neighbourhood Expos in 2019.

As such, Phase 4 will be the first time that the public and stakeholders will be viewing a draft 2040 OCP that includes all of the draft detailed policies and mapping. Accordingly, this phase of engagement is an important part of informing the refinements to be made to the Plan throughout Phase 4. Remaining mindful of the COVID-19 challenges that continue, community engagement will be facilitated through an online first approach. Until such time larger groups of people can gather, the process will offer a mix of online surveys, small-scale and/or virtual open houses, forums and meetings to gather public and stakeholder feedback. More details on the proposed approaches will be provided in a future report to Council.

The engagement process will have the following objectives:

- To inform the public about the overall directions of the plan, including the Growth Strategy and the 10 OCP Pillars;
- To receive meaningful feedback from the public and stakeholders on the draft content that will be considered for further refinements, including but not limited to:
  - Draft 2040 OCP policy
  - The draft Future Land Use Map, in conjunction with the TMP Scenario 2 investments
  - Other mapping content, such as building heights
  - Development Permit guidelines, including new form and character design guidelines
  - Proposed implementation activities
- To seek meaningful feedback from Indigenous stakeholders through independent consultation efforts.

#### **Conclusion:**

The OCP process is about to reach another key milestone with the delivery of a draft 2040 OCP and the final phase of public engagement. Since the project began in 2018, it has focused on establishing an overall vision based on a preferred growth scenario, and continuing to refine that vision with more detail, culminating in detailed guidance found in the objectives and policies in the draft plan. The Transportation Master Plan and 20 Year Servicing Plan projects continue to be executed in tandem to deliver a responsible and future-forward growth strategy approach.

The 2040 OCP is a community-wide, high level Master Plan that has been created through public engagement and stakeholder feedback, consultation with internal City Staff and leadership, and research into current trends and technical expertise. As the City continues to transform into a mid-

sized City with a growing population, the OCP will be the roadmap to direct the community's growth in a way that is intentional and responsive to evolving social, economic and environmental conditions. This Plan will provide guidance for community and Council decisions, reflect the values and desired city-building outcomes of Imagine Kelowna, and put our community on a course to be adaptive to meet the needs of the future.

**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

**Attachments:**

1. Draft 2040 Future Land Use Map

Submitted by: Robert Miles, OCP Project Planner

**Approved for inclusion:**



Danielle Noble-Brandt, Policy & Planning Dept. Manager

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