

Report to Council



Date: November 23, 2020

To: Council

From: City Manager

Subject: Draft 2040 Official Community Plan Part 1: Urban Centre and Core Area Directions

Department: Policy and Planning

Recommendation:

THAT Council receive, for information, the report from Policy and Planning dated November 23, 2020 with respect to the Urban Centre and Core Area directions (Part 1) of the draft 2040 Official Community Plan.

Purpose:

To provide Council with part one of a three-part report series that summarizes the key policy directions signaled in the draft 2040 Official Community Plan. This first report focuses on content with respect to the five Urban Centres and the Core Area.

Background:

Our social, economic, and environmental landscapes are shifting. Forty years ago, Kelowna was a city that approximately 59,000 people called home. Today, Kelowna's population has more than doubled, and is now home to 138,500 residents. Over the next 20 years, we expect to add 45,000 new people, elevating the need for more affordable and suitable housing. These shifts will impact how we design, build, live and play in our city in the years to come – and while the direction of these trends is predictable, their community effects and the associated City response remain uncertain. As such, taking action now to prepare for these shifts, like moving away from sprawling suburban neighborhoods and concentrating investment into five densified urban centres, will facilitate proactive preparedness, while enabling effective and context sensitive responses to emerging needs.

The draft 2040 OCP is an outcome-oriented document that aims to make a tangible, positive difference to the lives of current and future residents. As the world changes around us, and as our own community evolves, an adaptive OCP will allow the City to respond to emerging realities in nimble and sensitive ways. In developing the Imagine Kelowna vision, the community expressed aspirations for their city where natural assets are protected, economic opportunities are fostered, agricultural roots are protected, and where human connection is celebrated by fostering an inclusive and diverse community. Planning for this type of future requires strategic direction. This draft Plan honours Kelowna's history, embeds our community's aspirations and commits to shaping a new future together to balance its ambitions for responsible stewardship and ongoing transformation.

Discussion:

The 2040 OCP provides strategic direction for the future and is the roadmap to building our city in the decades to come. This Plan is built upon the aspirations and ideas of our community through extensive public engagement, technical studies, modelling data and professional review. It is also the first OCP in Kelowna that has been developed in tandem with an updated Transportation Master Plan and infrastructure plan to optimize land use, transportation and servicing synergies. Together with these other plans, the OCP frames the choices we need to make to achieve a healthier, more urban and climate resilient city that supports regional prosperity.

Draft OCP Launch Strategy

The draft 2040 OCP is a master plan level document that covers a wide range of land use topics across the entire city. As such, the breadth of content is vast and expansive. For it to be absorbed in right-sized pieces, staff have endeavored to break down this content volume into a series of reports as follows:

- This first report focuses on policy direction exclusive to Urban Centres and the Core Area. Principal topics include policies relating to urban housing, infill, employment, and corresponding infrastructure;
- The second report will focus on the remaining Districts – Rural Lands, Suburban Neighbourhoods and Gateway. This report will provide an overview of City-wide policy direction that applies to the topics of natural environment, climate change, transportation, parks and public spaces, and infrastructure;
- The third report will be a summary report compiling and unveiling all of the themes to launch the next phase of public engagement. Notably, this report will also share the online structure of the 2040 OCP, which is the first City's Master Plan document designed to be an online-first user experience with accompanying mapping tools. Community and stakeholder engagement will begin shortly after this series of reports is presented.

Staff's efforts on the look and feel of the Plan will prioritize the online version, giving the document a simple and clear design. Staff will provide Council with a demonstration of the online draft OCP interactive content at an upcoming Council meeting. A print version will still be available, but this will not be the primary form of the document for use (Attachment 1).

Draft 2040 Official Community Plan Structure

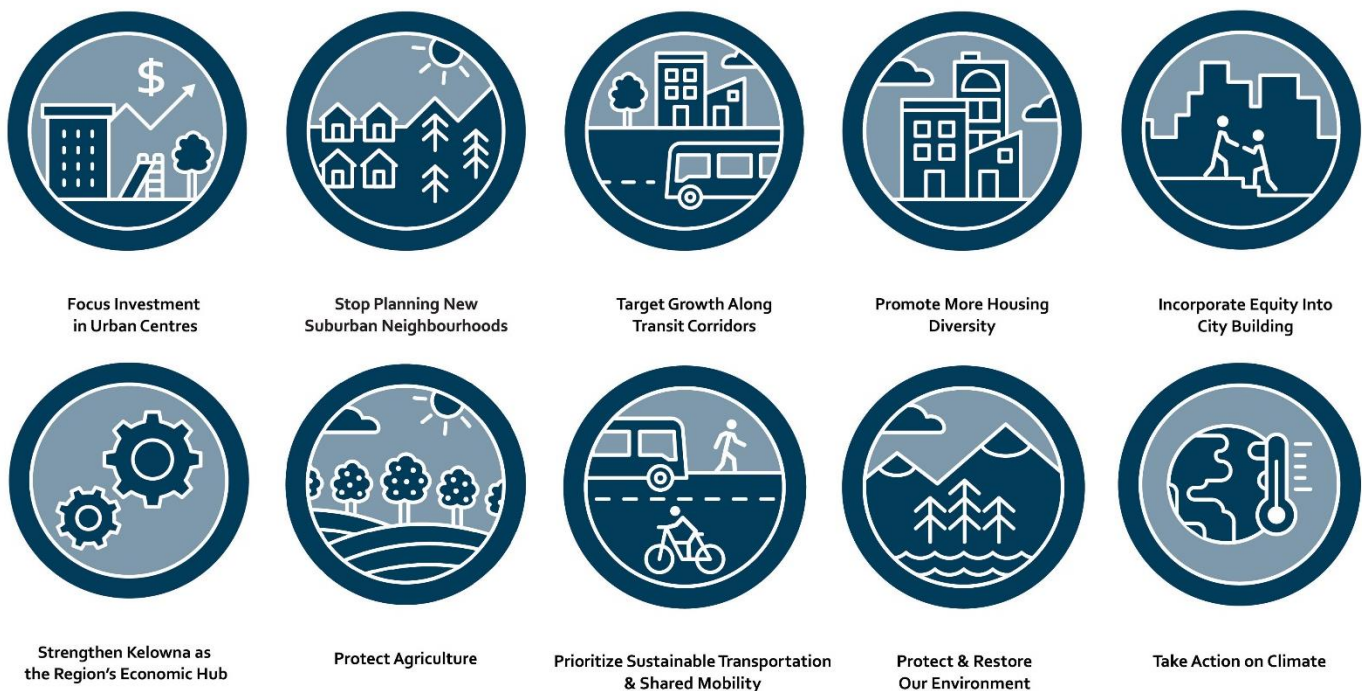
As noted above, the update to the OCP has resulted in both a new approach and structure to respond to the evolving complexities of growth management. This modernized approach aims to accomplish the following:

- Bundle policy direction that is specific and focused for each of the five Growth Strategy Districts, where unique context and conditions are considered. This allows users to easily navigate pertinent policies in one area when deliberating on project proposals.
- Guide the user from the high-level overarching growth strategy, to the more detailed objectives and policies and, lastly, into the fine-grained development permit guidelines. This helps users understand both the directions that are in the plan as well as what they are trying to accomplish.
- Update and revise the Future Land Use designations to correspond with each Growth District. This approach is less prescriptive, which allows greater flexibility, recognizing that the OCP's

vision can best be achieved by signaling the character of different types of neighbourhoods rather than speaking to specific land uses in many cases.

The 2040 OCP contains a number of components that will help to guide Kelowna's future growth and change. They are founded on 10 Pillars that include bold and transformative shifts for the community. The 10 Pillars are as outlined in Figure 1.

Figure 1: 2040 Official Community Plan Pillars



The draft 2040 OCP is organized as outlined below:

- **The Big Picture:** Introduces the Plan, focusing on the Growth Strategy, the OCP Pillars and how the OCP speaks to Imagine Kelowna. The Pillars serve as the building blocks of the Plan direction.
- **Planning Context:** Provides the community's history, population, housing, commercial and industrial projections and major trends influencing the anticipated growth of Kelowna.
- **Future Land Use:** Outlines the definitions for each of the Future Land Use designations and the accompanying Future Land Use map. The Future Land Use Map forms part of the system to manage growth and align land use policy and growth priorities to other system enhancements such as infrastructure, transportation and other city systems. These land uses are summarized in Attachments 2 and 3.
- **District Based Directions:** Provides district-specific objectives and policies that speak to land use, housing, the public realm, transportation and culture in each of the five Growth Strategy districts.
- **City-Wide Directions:** Spanning numerous topic areas, this content applies across all of the Growth Districts to accomplish community and Council goals of creating a healthy city by

building complete communities, promoting equity and inclusion, enhancing climate resilience, and fostering regional prosperity.

- ***Making the Plan Work:*** A customized implementation strategy that articulates how the goals, objectives and performance measures will be monitored, evaluated and adjusted over time.
- ***Development Permit Guidelines:*** The DP Guidelines span multiple topics, and provide the translation of objectives into deliverables that will guide the physical design of Kelowna's urban form, density, physical image and identity.
- ***Definitions:*** Provides an inventory of all of the glossary and defined terms.

Policy Direction: The Urban Centres and Core Area Districts

Together, the Urban Centres and the Core Area districts make up the area that is targeted for the most future growth in the draft 2040 OCP. These two districts are expected to absorb approximately 73% of the city's residential growth and much of its employment growth. This growth will take place through redevelopment and infill, increasing the overall population and employment density. Accommodating this growth requires specific and targeted policies to ensure that this change can be managed in a way that fulfills the Imagine Kelowna vision.

1. Urban Centres

Urban Centres are identified as the major hubs of activity in the city. They are targeted to accommodate approximately 48% of Kelowna's residential growth and continue to be the largest centres for employment and shopping. Most of the land area in Urban Centres is designated *UC: Urban Centre*, which signals high density mixed-use development as outlined in *Chapter 3: Future Land Use*. While this Future Land Use designation is broad and covers several possible uses, it is guided further by policy direction in the OCP and in some cases, more detailed Urban Centre Plans.

Most policy direction for Urban Centres can be found in *Chapter 4: Urban Centres* in the draft 2040 OCP. While other chapters, such as *Chapter 10: Parks* and *Chapter 14: Natural Environment* have policies that apply to Urban Centres, Chapter 4 speaks directly to Urban Centres on topics such as land use, housing and transportation.

The policy direction is intended largely to reinforce and build on the directions provided in the 2030 OCP and to encourage the most growth and development to 2040. The draft plan recognizes that each Urban Centre is unique and includes policies that are tailored to the distinct and unique conditions of each of the five Urban Centres. Such policy direction includes maximum building heights, mixed-use composition density targets, and in some Urban Centres, high streets, and appropriate locations for commercial retail at grade and mixed-use development. These policies are intended to provide high-level guidance for development in Urban Centres until such time as an Urban Centre Plan¹ is developed for each one. In the case of Capri Landmark, the draft Plan provides some general policy guidance, and refers the reader to the Capri Landmark Urban Centre Plan for finer grained planning direction.

¹ The draft Plan identifies the development of Urban Centre Plans for three Urban Centres to provide more detailed policy guidance: Rutland, Pandosy and Midtown in *Chapter 16: Making the Plan Work*.

In addition to the policy direction provided in the draft 2040 OCP, the *Form and Character Design Guidelines* (Chapter 18), will play a significant role in guiding how future development in Urban Centres will take shape over the next 20 years. These significantly overhauled Design Guidelines will elevate the caliber of urban design across all building forms, adding to the visual beautification of our streetscapes and enhancing livability and public realm experiences as the city densifies.

2. Residential Infill and Development in the Core Area

While the Urban Centres are expected to see the greatest amount of growth, the Core Area is signaled to accommodate residential growth as well to accommodate more housing variety throughout the city. This will be achieved through greater flexibility for mostly ground-oriented housing types considered in residential neighbourhoods.

Much of the Core Area is designated as Core Area Neighbourhood (C-NHD), which signals a more flexible approach to accommodating growth in existing low density residential neighbourhoods. The uses and forms supported in this Future Land Use designation, as outlined in *Chapter 3: Future Land Use*, are primarily ground oriented residential homes. Forms like single and semi-detached housing, fourplexes and rowhouses are therefore all uses that can be considered as part of a development application without an OCP amendment – as opposed to just exclusively single detached housing that is signaled in much of the Core Area today. C-NHD is not intended to phase out all single detached homes in these neighbourhoods; rather, it signals that other housing forms of a similar scale and orientation be considered as part of the neighbourhood, playing a large part in addressing the OCP Pillar of providing more housing diversity.

Within the context of this flexible approach in the C-NHD, more specific and detailed policy guidance is provided for the Abbott Street and Marshall Street Heritage Conservation Area (HCA). Specifically, the HCA is maintained in its current form and boundaries, and clear policy direction is provided that limits the range of development that would be considered within the conservation area to a range that is generally consistent with existing policy direction. That is to say that some small-scale infill – such as carriage homes, subdivisions, and two-dwelling development – is to be expected, but that larger redevelopments would be directed elsewhere. This policy direction is further reinforced by the maintenance of existing zoning in the area, which provides a relatively narrow range of permitted uses.

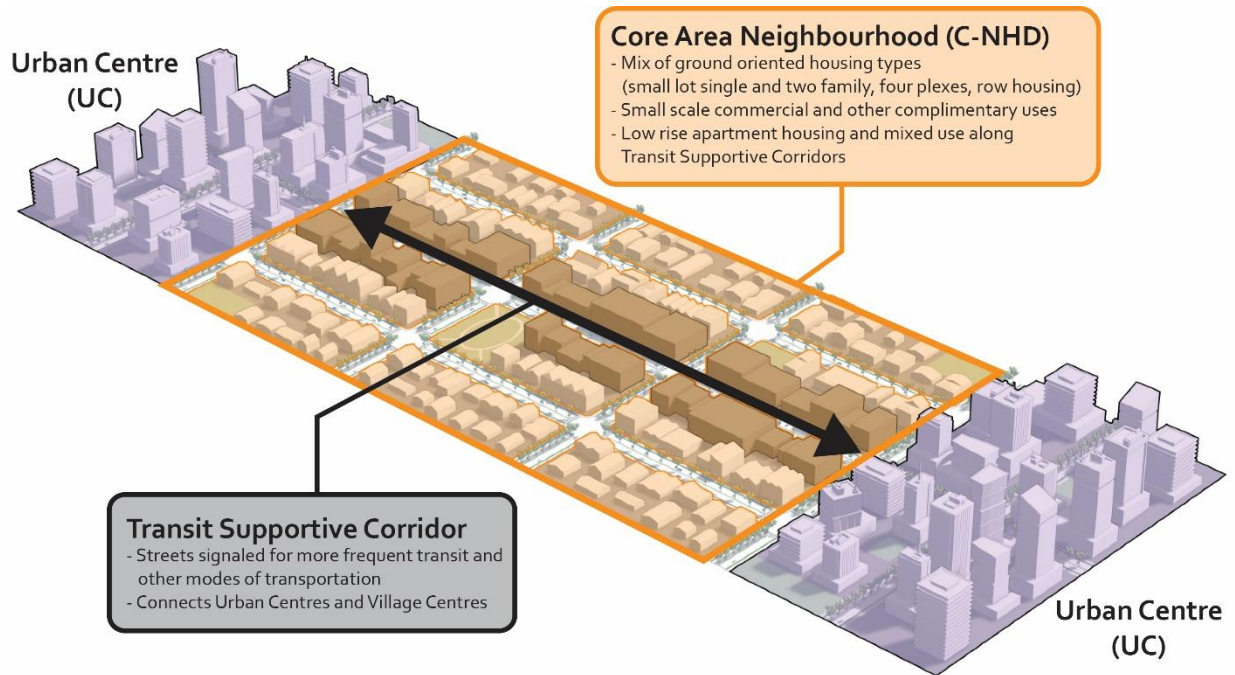
Transit Supportive Corridors

The identification of Transit Supportive Corridors formed part of the first draft of the Future Land Use Map in August 2019 and has been refined throughout the process. This is a big shift of this Plan's update, and optimizes land uses and transportation investments along key strategic locations.

The draft policy direction under Objective 5.2 makes clear that the intent of the Transit Supportive Corridors is to promote greater density and opportunities for mixed-use development on properties designated Core Area Neighbourhood and adjacent to the identified corridor. For a proposed project to be supported for these additional densities and uses, the property must front the street, creating the density and activity required to support greater transit use, while also respecting the character of the adjacent neighbourhood (see Figure 2).

The draft Plan recognizes that some Transit Supportive Corridors will require more detailed planning work that is beyond the scope of the 2040 OCP. As such, a land use and transportation planning study for the Pandosy and Richter Street corridors has been identified as an implementation action in *Chapter 16: Making the Plan Work*.

Figure 2: Transit Supportive Corridor Concept



As outlined in previous reports to Council, Village Centres in the Core Area act as the secondary hubs of activity in the Core Area, focusing mixed use commercial and residential uses into strategically located nodes along key transportation corridors. Policy direction for the Glenmore, Guisachan, Cook/Truswell and Lakeshore Village Centres can be found under Objective 5.1 in the draft plan.

3. Industrial and Regional Commercial Lands

The draft policy that speaks to industrial lands, covered primarily in Objective 5.7, focuses primarily on protecting the industrial base in the Core Area from erosion by other uses, particularly commercial, residential and mixed-use development. However, this policy guidance does seek to encourage more employment intensive industrial uses, aiming to increase the overall employment density in the Core Area.

The draft Plan recognizes that some industrial lands will need more refined directions and land use consideration beyond the scope of the OCP. As such, *Chapter 16: Making the Plan Work*, identifies a neighbourhood planning exercise for the North End Industrial Lands just north of Downtown and a land use planning exercise along the Okanagan Rail Trail corridor, both of which contain significant industrial lands. These two initiatives would take place as Implementation Actions following adoption of the 2040 OCP.

Regional Commercial lands accommodate the large format retail and commercial uses that are expected to be more commonly accessed by car over the 20-year life of this Plan. While many areas in the City are strategically targeted to redevelop into higher density mixed use neighbourhoods, the Regional Commercial lands (for the 20-year life of the 2040 OCP), are intended to continue to capture the growth of larger format commercial and service commercial uses.

Objective 5.5 outlines more detailed policy guidance for Regional Commercial lands. The policies discourage residential and large office developments, but outline circumstances for those uses to be considered, in keeping with the direction of the Plan to be flexible and adaptable over time.

Conclusion:

The world around us is becoming increasingly urban, and deliberately planning for this evolving context is an important part of our own urban future. To translate the Imagine Kelowna vision, the role of our Urban Centers and Core Area will be vital to building and supporting a community where we can all live, belong, access, and thrive. This report provides Council with its first look at the draft 2040 OCP focusing primarily on objectives and policies as they relate to the Urban Centres and the Core Area Growth Strategy Districts. These areas have been signaled by a policy framework that aims to balance competing demands and prioritize public investments; signal transit and alternative transportation system enhancements to connect people with their destinations; establish a network of transit corridors to focus population, business and employment growth; and to plan and budget for infrastructure improvements to manage ongoing change.

The next report in this series will focus on policy direction for the remaining three Growth Strategy Districts; Rural, Suburban and Gateway. It will also provide an overview of the City-wide policy directions and what big shifts have been included in the Plan's direction. This will then lead into the third report of this series to publicly launch the draft 2040 OCP and to commence Phase 4 public engagement of this multi-year Master Plan update.

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 Manager

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 Official Community Plan
2. Abbreviated Summary of the Future Land Use designations
3. Draft Future Land Use Map

Submitted by: R. Miles, OCP Project Planner

Approved for inclusion:



Danielle Noble-Brandt, Policy & Planning Dept. Manager