

Report to Council



Date: January 11, 2021
To: Council
From: City Manager
Subject: Draft 2040 Official Community Plan and Engagement Launch
Department: Policy and Planning

Recommendation:

THAT Council receives, for information, the report from the Policy and Planning Department dated January 11, 2021 with respect to the draft 2040 Official Community Plan and engagement launch;

AND THAT Council direct staff to initiate the Phase 4 public and stakeholder engagement process, as outlined in the report from the Policy and Planning Department dated January 11, 2021.

Purpose:

To provide Council with a summary of the 2040 Official Community Plan process and content, and to initiate the Phase 4 public and stakeholder engagement process.

Background:

Forty years ago, Kelowna was a city less than half its current size with a population of approximately 59,000. Today, Kelowna is home to 138,500 residents and is looking ahead to add approximately 45,000 new people over the next 20 years. This growth will bring opportunities and challenges as Kelowna strives to remain prosperous, attractive and resilient over the years to come. However, this growth will take place during a time when our social, economic, and environmental landscapes are shifting. These shifts include climate change, changing demographics, growth in e-commerce and the evolving retail landscape, and even the still-unknown long-term impacts of COVID-19. These shifts will impact how we design, build, live and play in our city.

In developing the Imagine Kelowna vision, the community expressed aspirations for their city where natural assets are preserved, economic opportunities are fostered, our agricultural roots are protected, and where we celebrate people by fostering an inclusive and diverse community. Planning for this type of future requires strategic direction. As such, the draft 2040 Official Community Plan (OCP) (Attachment 1) 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.

The 2040 OCP process was initiated in 2018 and is being developed in conjunction with several other planning initiatives, including the Transportation Master Plan (TMP) and the 20 Year Servicing Plan. A

major milestone in this project has been reached with the development of a first draft of the 2040 OCP. This report serves to provide Council with a summary of the draft plan and the upcoming final phase of public and stakeholder engagement.

Discussion:

The 2040 OCP provides strategic direction for a path forward 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 frames the choices we need to make to achieve a healthier, more urban and resilient city that supports a prosperous region.

The Growth Strategy and Plan Directions

The draft 2040 OCP is designed to provide an integrated framework that relates to, and builds upon, the principles and goals of Imagine Kelowna's community vision. To achieve this vision, the 2040 OCP is structured around objectives and policies that identify what we need to do to achieve a particular city-building outcome. These will be implemented through actions resourced over the first 10 years of the Plan. Generally, the draft OCP focuses on the following key directions:

- Reinforce a series of Urban Centers connected by transit corridors to focus population, business and employment growth, and provide the necessary urban structure to direct future investment;
- Provide more opportunities for context sensitive residential infill in neighbourhoods that are close to employment, services, and transportation options;
- Accommodate all future development within the city's current Permanent Growth Boundary without further outward expansion, preserving agricultural lands and natural areas;
- Signal and prioritize more parks and public spaces in the Urban Centres and Core Area to enhance urban livability;
- Preserve and expand the ecological network of open spaces and corridors, while positioning the community to reduce its greenhouse gas emissions;
- Evolve the transit and mobility systems to connect and appropriately reflect the needs of a city of ~ 180,000 people on the move; and
- Manage ongoing change in support of greater community equity, opportunity and connectedness.

The draft 2040 OCP signals a future for Kelowna where residents feel they belong and have opportunities to thrive. Environmental preservation, climate resilience, economic diversity and urban vibrancy will be objectives that drive collective decision-making. To make these values a reality, regular monitoring and evaluation, in addition to a detailed implementation plan is required. These will be initiatives that will commence at the adoption of the 2040 OCP.

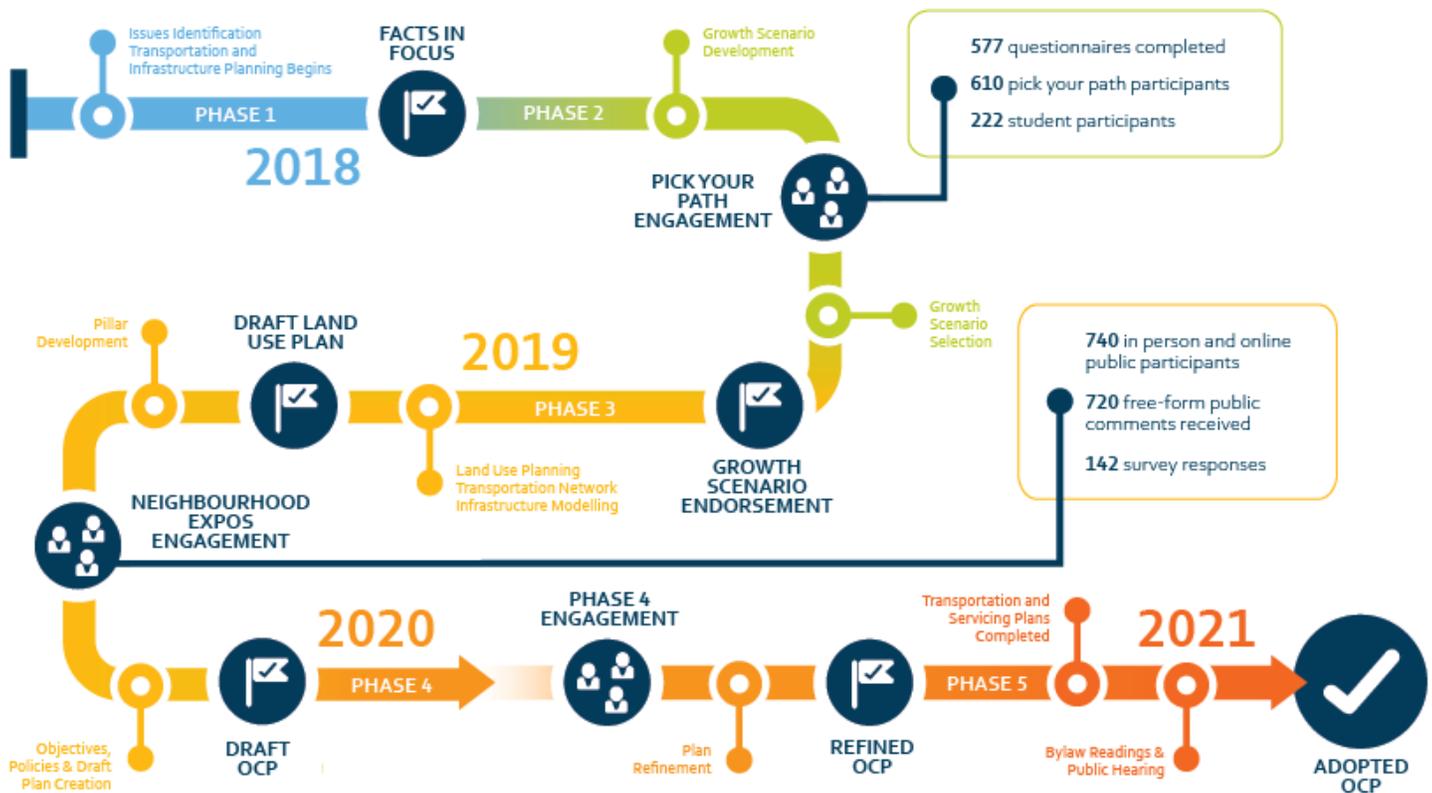
Process to Date

The 2040 Official Community Plan process is a five-phase process that was initiated in 2018. Phase 1 involved identifying the major issues that the new OCP would address, as well as initiation of the Transportation Master Plan and the 20-year Servicing Plan process, culminating the Facts in Focus Series.

Phase 2 focused on developing a series of growth scenarios that illustrated different possible ways the city could grow and outlining outcomes of each one in topics such as transportation, greenhouse gas emissions and neighbourhood livability. The 'Pick Your Path' Engagement process asked residents to make a series of choices as to how they would like to see Kelowna grow, ultimately landing on the growth scenario that best represented the choices they made. Phase 2 ended with Council's selection of a growth scenario, and Phase 3 began with the development of a draft 2040 OCP. As part of Phase 3, a series of neighbourhood expos was held to get input from residents on the proposed land use directions in Fall 2019.

The delivery of a draft OCP document represents the end of Phase 3, the largest and most involved phase of the planning process, and the start of Phase 4, which focuses on public and stakeholder engagement and further refinement of the draft plan (see Figure 1).

Figure 1: 2040 Official Community Plan Process



Draft 2040 Official Community Plan Structure

As noted above, the development of the 2040 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:

- To bundle policy direction that is specific and focused for each of the five Growth Strategy Districts (see Attachment 4), where unique context and conditions are considered. This allows users to easily navigate pertinent policies in one area when deliberating on project proposals.

- To guide the user from the high-level overarching growth strategy through to the more detailed objectives and policies and finally into the fine-grained development permit guidelines. This assists users to understand not just what the directions are in the plan, but what they are trying to accomplish.
- To update and revise the Future Land Use designations to correspond with each Growth District. This approach allows more flexibility, is less prescriptive, and recognizes that the vision outlined in the OCP can best be achieved by signaling the character of different types of neighbourhoods rather than speaking to specific land uses.

The 2040 OCP is founded on 10 Pillars (Figure 2) that include some bold and transformative shifts for the community.

Figure 2: 10 OCP Pillars



In keeping with the modernized approach outlined above, 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 activates the Imagine Kelowna vision. 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 address 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 development expectations that will guide the physical design of Kelowna's urban form, density, physical image and identity.
- **Definitions:** Provides an inventory of all the glossary and defined terms.

Online First Approach

The vision from Imagine Kelowna provides the foundation for projects such as the Official Community Plan and the Transportation Master Plan. As such, major guiding plans such as the OCP and TMP need to be accessible public documents for residents to understand the strategic direction of growth in our city. More than ever, traffic is being driven online to find information and in the last Communications Survey, a vast majority of respondents indicated that their preferred source of accessing information is online.

Staff have been working on embedding the OCP into the City's existing website, offering greater ease of use and making the document more accessible, as outlined below:

- **Ease of Use:** The OCP website will be designed to make it easier for users to find the information they are looking for in the plan. Some features contribute to this ease of use include, but are not limited to:
 - **District-Based Structure:** The district-based approach to the draft 2040 makes it easier for users to narrow the objectives and policies they are seeking to the district in which a project is being considered. The online structure will allow for users to bring up only the directions that are relevant to Urban Centres or Suburban Neighbourhoods, for example.
 - **Searchability:** The online 2040 OCP will contain a sub-search feature, which will only search within the OCP document itself, rather than the full City of Kelowna website. This will allow for a user to search for a particular topic or a term to find specific objectives, policies and guidelines without having to review the entire plan.
 - **Links to Maps and Supplementary Plans:** The online OCP will embed the OCP's various policy maps (such as the Future Land Use Map) right into the webpage. This format is also more interactive, being able to link directly to referenced and supplementary plans (such as the Capri Landmark Urban Centre Plan).
 - **Links to Definitions:** As planning terminology is not always universally understood, the online OCP embeds technical definitions right into the web document using tooltips and links to a definitions chapter.

- **Accessibility:** The 2040 OCP website is being designed with both Web Content Accessibility Guidelines (WCAG) and full device functionality in mind. This means that whether the user seeks to access the OCP from their desktop, tablet, or mobile device, their experience will essentially not change. In addition, the website and its graphics are being intentionally designed in such a way that they are readable across all devices and are also accessible for those that may be colour blind or visually impaired.

One of the additional benefits of hosting major plans such as the OCP online is that it will give staff a data-driven look at how these major plans are being accessed and used. This will be useful information to see which areas of the plans are more frequently or less frequently viewed, how people are navigating the document, and most importantly, allows the City to adapt and improve how this information is shared moving forward.

What’s Next: Phase 4

Phase 4 of this multi-year process signals the last major public engagement phase of the 2040 OCP update. This includes preliminary referral comments from legislative agencies, provincial ministries and neighbouring jurisdictions for their feedback. Following this stakeholder and public engagement phase, Staff will prepare a Council report that summarizes feedback with proposed content refinements.

Following this, a final 2040 OCP will be presented to Council for initial consideration, which will then commence the formal bylaw process and establish a Public Hearing date for the community to provide final comments on the Plan direction as part of Phase 5. It is intended for this project to be finalized by fall 2021.

Figure 3: Phase 4 of the 2040 OCP Process



Public and Engagement Process

The Imagine Kelowna community vision was the result of many people and perspectives coming together. That vision, along with broad community engagement that followed during 2040 OCP phases 2 and 3, helped form the draft OCP. Phase 4 engagement will offer variety of opportunities for community review and understanding, stakeholder and public engagement, and public agency discussion.

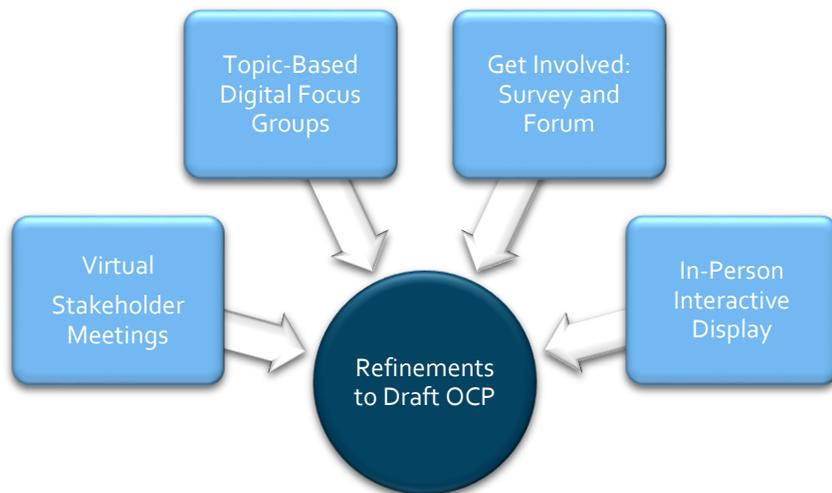
However, it is important to note that this phase is not seeking feedback on policy items that have already been informed, validated and affirmed through earlier rounds of public input, such as the Growth Scenario, for example. Instead, Phase 4 is a focused review of select policy areas that can benefit from further discussion with the public. These major policy areas are as follows:

- Urban Centre development and residential infill;
- Stopping sprawl and protecting agriculture; and
- Climate change and the environment.

Given the challenges of the COVID-19 pandemic, engagement in Phase 4 will aim to be inclusive as possible while prioritizing the health and safety of our community amid this ever-evolving public health crisis. The engagement process will focus on the following approaches (see Figure 4):

- **Digital focus groups:** Starting in January 2021, staff will host a series of topic-based digital focus groups for members of the public to attend. These focus groups will aim to provide the participants with topic-specific online dialogue on OCP policy directions. Each of these focus groups will centre on a major policy area, as outlined above.
- **Stakeholder meetings:** Meetings will be held with key community stakeholders to review the draft plan and get detailed feedback on its content. Key stakeholders include groups that represent local business, education, community and health and wellness interests. Staff will also work with relevant provincial government bodies, such as the Agricultural Land Commission and the Ministry of Transportation and Infrastructure, as well as neighbouring local governments and the Regional District of Central Okanagan to gain feedback. To continue the discussions with indigenous communities, staff will meet with Westbank First Nation, Okanagan Indian Band, the Okanagan Nation Alliance and other organizations that represent indigenous groups in the city. These stakeholder meetings will run to March 2021.
- **Online Surveys and Forums.** The City's *Get Involved* platform allows for the development of a variety of engagement tools. In January 2021, an online survey will be launched alongside forums for more detailed discussions, taking full advantage of the platform's features. The survey will consist largely of multiple-choice questions targeted at the major policy areas.
- **In-Person Interactive Display.** In February 2021, an in-person interactive display will be launched. This display will include information about the draft 2040 OCP and will provide participants ways to contribute to the feedback without requiring participants to go online. This display will be designed in a way that does not require it to be staffed, reducing the risks associated with COVID-19. Staff are exploring City-managed facilities to host this display.

Figure 4: Phase 4 Public and Stakeholder Engagement Process



This process is expected to be complete in March 2021. Following this, staff will provide Council with a report that outlines the feedback received and will outline any major shifts in the draft plan being considered as a result.

Conclusion:

The world around us is becoming increasingly urban and deliberately planning for this evolving context is an important part of our future. As our social, economic, and environmental landscapes shift, the theme of climate and community resiliency has been carefully woven into policy. Acting now to prepare for these impacts, such as moving away from sprawling suburban neighborhoods and concentrating investment into our urban centres will facilitate proactive preparedness, while enabling effective and context sensitive responses to emerging needs.

As such, the draft 2040 OCP focuses future growth in a socially, economically and environmentally responsible way. It aims to balance competing demands, prioritize public investments, foster business and employment growth and position Kelowna to be resilient in the face of change over the next 20 years. Incorporating input from Kelowna citizens, community stakeholders on the way we achieve this framework will further ensure that this new Official Community Plan will be able to guide our path to 2040.

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

Submitted by: R. Miles, OCP Project Planner

Approved for inclusion:



Danielle Noble Brandt, Policy & Planning Department Manager

Attachments:

1. Draft 2040 Official Community Plan [Draft OCP](#)
2. Abbreviated Summary of the Future Land Use designations [Future Land Use Summary](#)
3. Draft 2040 Future Land Use Map [Future Land Use Map](#)
4. 2040 OCP Growth Strategy