

COMMITTEE REPORT



Date: April 8, 2021
RIM No. 1200-31
To: Agricultural Advisory Committee (AAC)
From: Policy & Planning (TG)
Application: Draft 2040 Official Community Plan **Applicant:** City of Kelowna
Subject: Agriculture and Kelowna's Draft 2040 Official Community Plan

1.0 Purpose

To obtain the Agricultural Advisory Committee's input on the agricultural policy, Farm Protection Development Permit Guidelines, and Future Land Use in the draft 2040 Official Community Plan, as outlined in the report from the Policy and Planning Department, dated April 8, 2021.

2.0 Proposal

2.1 Background

The 2040 OCP provides strategic direction to guide the growth and development of our community over the next 2 decades to accommodate approximately 45,000 new residents. This plan is built upon the aspirations and ideas of our community through technical studies, modelling data, professional review, and extensive engagement, including input from the Agricultural Advisory Committee from their November 14, 2019 meeting. It frames the choices we need to make to achieve a healthier, more urban and resilient city that supports a prosperous region.

The [draft 2040 OCP](#)¹ was presented to Council earlier this year kicking off Phase 4 of this multi-year process, the last major public engagement phase of the 2040 OCP update. Engagement includes soliciting preliminary referral comments from legislative agencies and provincial ministries (such as the Agricultural Land Commission and Ministry of Agriculture), neighbouring jurisdictions, stakeholders, and the public. 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.

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. To put the vision of *Imagine Kelowna* into action, the draft 2040 OCP includes a series of pillars to guide the OCP's direction. These include

¹ Due to the size of the document, it is encouraged to view the draft 2040 OCP online. If the link does not work, visit www.kelowna.ca/ocp to find the draft

building healthy neighbourhoods, limiting sprawl, taking action on climate, protecting the environment and importantly, protecting agricultural lands.



Figure 1: 2040 Draft OCP Pillars

The 2040 draft OCP has taken a new approach and has created five Growth Strategy Districts (see Attachment A: Growth Strategy Districts) to guide policy development in the draft plan. These districts signal where and how the pillars would be applied across the city. These five districts are: *Urban Centres*, *Core Area*, *Gateway*, *Suburban Neighbourhoods* and *Rural Lands*. Each of these districts has a policy chapter in the draft OCP that guides development in them. In keeping with goals of *Imagine Kelowna* and the OCP Pillars, the draft Plan's growth strategy serves to preserve agricultural land as it:

- Focuses almost three quarters of the city's residential growth into five Urban Centres and the surrounding Core Area neighbourhoods;
- Links those Urban Centres and Core Area neighbourhoods with high quality transit, cycling and walking facilities;
- Completes Suburban Neighbourhoods where they are already signaled by approved land uses and Area Structure Plans in the existing 2030 OCP; and
- Does not signal any new suburban development beyond those areas.

The draft 2040 OCP focuses on supporting the preservation of agricultural lands and has been crafted to implement the direction of the *City's Agriculture Plan* (endorsed in 2017). The following sections provide a summary of the four areas of the Plan that affect agriculture:

1. Policy (adjacent to agricultural land, on agricultural land, and strengthening the local food system)
2. Making the plan work (implementation)
3. Farm Protection Development Permit Area Guidelines
4. Future Land Use Map (changes that could impact agriculture)

2.2 ***Agriculture Related Draft Policy***

a. *Policies for urban / agricultural interface properties*

All five districts (Urban Centres, Core Area, Gateway, Suburban Neighbourhoods and Rural Lands) have properties that are adjacent to agricultural land. To ensure the urban / agricultural interface does not put additional pressure on agricultural lands, policies have been embedded within each district to reinforce the divide between urban uses and the Permanent Growth Boundary (PGB), which approximately mirrors the ALR boundary. *Attachment B: Agriculture Related Policy Summary for Urban/Rural Interface Properties*, provides a summary of these policies. While most of these policies are already currently in effect in Kelowna's current OCP, the attachment highlights where new policy has been introduced or significant updates have been made.

b. *Policies for agricultural lands*

Agricultural lands are found primarily in the Rural lands district, and to a far lesser extent in the Gateway district. Policies can be found in both districts to preserve and protect agricultural land. In addition, policies relating to agricultural lands with respect to infrastructure can also be found in Chapter 13: Infrastructure. *Attachment C: Agriculture Related Policy Summary for Agricultural Lands* summarizes the policy, most of which is already in effect in the current OCP and highlights the introduction of new policy.

c. *Policies to strengthen the local food system*

While not directly related to agricultural land, the draft 2040 OCP also contains policy in each district to strengthen the local food system. This includes policies for equitable food access, farmer's markets, urban agriculture, community gardens and indigenous forest gardens.

2.3 ***Making the Plan Work***

Chapter 16 of the draft 2040 OCP outlines how to put the draft plan into action once it is adopted by Council. Other City plans, bylaws, policies, and programs will need to be undertaken and/or updated to reflect the direction of the 2040 OCP. As the Agriculture Plan was recently completed for the City (in 2017) and its implementation is ongoing, there are only two items in the draft 2040 OCP with respect to agriculture:

- Action 30: Update Zoning Bylaw (this includes the Agricultural Zone)
- Action 56: Develop an Agricultural Water Demand Management Plan

2.4 ***Farm Protection Development Permit Area Guidelines***

Attachment D provides a copy of the draft 2040 OCP's *Farm Protection Development Permit (DP) Area Guidelines*. These guidelines are more robust than the current Farm Protection DP guidelines in the 2030 OCP and are based on direction provided in Kelowna's *Agriculture Plan (2017)* and the Ministry of Agriculture's *Guide to Edge Planning*. The draft DP guidelines are broken into three sections:

a. *Farm Protection DP for development on lands adjacent to Agriculture Land Reserve*

These guidelines promote greater compatibility between urban and agricultural uses and apply to any development located adjacent to the ALR (this includes properties that abut ALR lands and properties that would abut if not for a street, lane, walkway, etc.). The intent is to protect agricultural uses from urban impacts and minimize complaints for the benefit of both farm and urban residents. The guidelines are organized according to development type: new subdivisions or development on an existing parcel. Both sections include buffering and setback

requirements that strive to meet the recommendations outlined in the *Guide to Edge Planning* but are cognizant that this may not be achievable in all development situations.

b. Farm Protection DP for development on agricultural lands

The purpose of guidelines for development on agricultural lands is to protect the agricultural land resource for present and future production of food and other agricultural products by ensuring the primary use of agricultural land is for agriculture. The guidelines address site and building design, residential footprint and buffers that are consistent with the Ministry of Agriculture's *Guide to Edge Planning*.

c. Farm help housing

Farm help housing has been separated from development on agricultural lands as local government's authority to require a permit for this type of development is from the *Community Charter* rather than the *Local Government Act*. The guidelines for temporary farm worker housing are the same as those currently in place and were developed in conjunction with the ALC, Ministry of Agriculture, and neighbouring communities. Further regulations with respect to temporary farm worker housing can be found in section 9 of the *Zoning Bylaw*.

2.5 Changes to the Future Land Use Map That Could Impact Agriculture

The draft 2040 OCP takes a new approach to signalling future land use. The Resource Protection designation has been replaced with a new Rural – Agriculture and Resource (R-AGR) designation, which applies primarily to lands used for agricultural purposes both inside and outside of the ALR as illustrated in *Attachment E: Draft Future Land Use Map*. The designation also includes lands that are not actively farmed, but which are located outside of the PGB. This designation primarily aims to protect agricultural lands from urban encroachment and incompatible uses, and in doing so, reinforces the PGB.

When comparing the current 2030 Future Land Use Map with the draft 2040 Future Land Use Map, there are several changes in land use designations that could have an impact on ALR land to accommodate the additional 45,000 residents expected between now and 2040 as summarized in *Attachment F: Changes in Future Land Use Affecting Agriculture*. Currently in Kelowna, 8,585 ha are within the Agriculture Land Reserve, and should all of the properties listed in Attachment F build out to their intended Future Land Use designation by 2040, it would have a 1.4% impact on ALR. The vast majority (86%) of which would be due to future expansion at the Airport as outlined in the Council endorsed Airport Master Plan 2045, which was reviewed by ALC staff.

3.0 Conclusion

Managing growth and change on rural lands and on abutting urban lands is a constant challenge. The pressure to find new land for a growing city can undermine otherwise viable agricultural lands over time. Meanwhile, demands from landowners for increased commercial, industrial, and residential uses on rural and agricultural lands can pose an equal threat to the long-term survival of this sector. Nevertheless, protecting and preserving rural and agricultural lands has never been more important, and not only for their economic and aesthetic value. As climate change becomes a local reality and food security grows in importance, agricultural lands will play an even more important role moving forward.

At the conclusion of this stakeholder and public engagement phase, Staff will prepare a Council report that will summarize 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.

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Attachments:

Attachment A – Growth Strategy Districts

Attachment B – Agriculture Related Policy Summary for Urban/Rural Interface Properties

Attachment C – Agriculture Related Policy Summary for Agricultural Lands

Attachment D – Farm Protection Development Permit Guidelines

Attachment E – Future Land Use Map

Attachment F – Changes in Future Land Use Affecting Agriculture

Attachment G – Revised Future Land Use Designations for the Byrns Road area