

Report to Council



Date: September 20, 2021
To: Council
From: City Manager
Subject: Kelowna 2040 Official Community Plan
Department: Policy & Planning

Recommendation:

THAT Council receives, for information, the report from the Policy & Planning Department dated September 20, 2021 regarding Kelowna 2040 – Official Community Plan Bylaw No. 12300;

AND THAT Council considers the public process outlined in the report from Policy & Planning Department dated September 20, 2021, to be appropriate consultation for the purpose of Section 475 of the Local Government Act;

AND THAT Council direct staff to undertake the activities that encompass Phase 5 of the 2040 Official Community Plan process, as outlined in the report from the Policy & Planning Department dated September 20, 2021 regarding Kelowna 2040 – Official Community Plan Bylaw No. 12300;

AND THAT Kelowna 2040 – Official Community Plan Bylaw No. 12300 be forwarded to Public Hearing for further consideration;

AND FURTHER THAT final adoption of Kelowna 2040 – Official Community Plan Bylaw No. 12300 be considered subsequent to the approval of the Minister of Agriculture.

Purpose:

To approve Kelowna 2040 – Official Community Plan Bylaw No. 12300 and to direct staff to undertake Phase 5 of the Official Community Plan process.

Background:

The Official Community Plan (OCP) is the collective long-term vision for Kelowna, guiding the physical, environmental, economic and social development of our community. It provides both inspiration and direction through a comprehensive policy framework to ensure the community's vision is integrated into all aspects of planning, decision-making and priority-setting for the City. It brings focus and purpose to more detailed plans, including growth plans, financial plans and strategic action plans, among others.

Kelowna's current OCP was initially approved in 2011. Over the last ten years, the City has witnessed transformation and undertaken the Imagine Kelowna visioning exercise to shape a new vision for the city. Consolidating these initiatives in the 2040 OCP provides a clear, consistent long-term vision for Kelowna to help guide how the city develops and changes. Once approved, the 2040 OCP will work in conjunction with the City's Transportation Master Plan (TMP), 20 Year Servicing Plan and capital plan budgeting process to inform a strategic framework for how priorities are set and how the City achieves its goals for years to come.

Discussion:

The 2040 OCP process is nearly complete. Following the conclusion of the final round of public engagement this past Spring, the draft 2040 OCP was refined, and is now presented to Council for initial bylaw consideration. This new OCP represents the largest process to date to put Imagine Kelowna into action and has been developed concurrently with a new Transportation Master Plan (TMP) and 20 Year Servicing Plan, ensuring alignment with transportation, infrastructure and waste management planning.

The 2040 OCP has been developed during a period of immense change in our community, our country and around the world. Challenges like the COVID-19 pandemic, unprecedented heat waves, increasing wildfire activity and shifts in the housing market have highlighted the importance of this Plan to guide how Kelowna will grow during a time of rapid societal, environmental, economic and technological change. Putting the Plan into action will require bold decision now, and in the years to come. This means that, while the 2040 OCP update process is entering its fifth and final stage, this is not the end of the journey. Rather, it is the start of a new and exciting phase of Kelowna's evolution. As this report outlines, there are numerous actions that will need to be undertaken to put the 2040 OCP into action. Each of these actions will require champions - City staff and Council, community members, and notable stakeholders - to ensure this OCP is successful in ultimately achieving the *Imagine Kelowna* community vision.

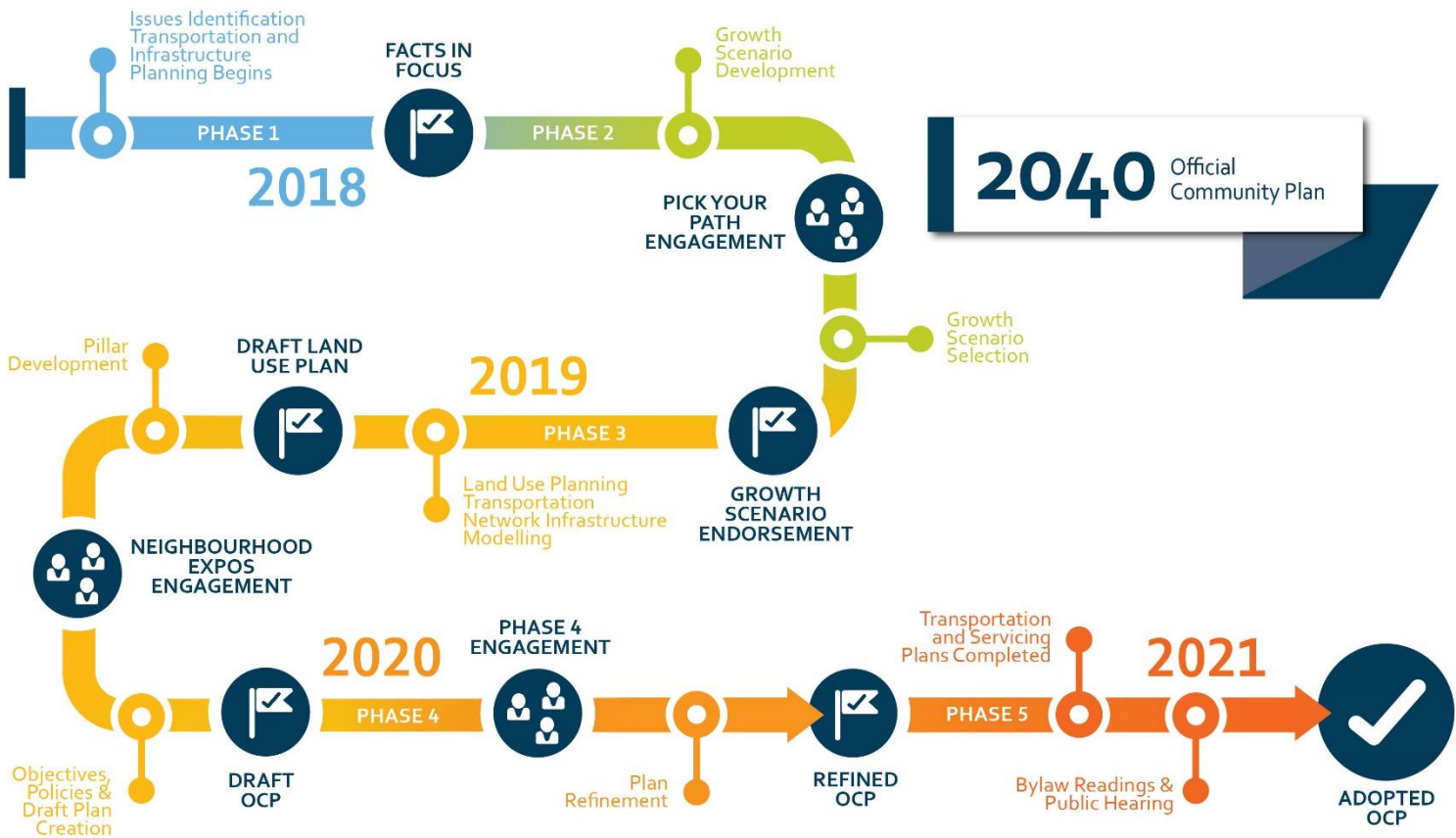
Process to Date

The 2040 OCP process is a five-phase process that was initiated in 2018. Each phase included distinct milestones throughout the process such as significant public and stakeholder engagement and touch points with Council (see Figure 1). This process has resulted in a document that accommodates the projected growth, addresses key emerging issues, and reflects what Staff have heard from the public, stakeholders and Council. The engagement process included, but was not limited to, the following tactics:

Phases 1 and 2: Pick Your Path

Public engagement during Phase 2 gathered feedback on one of four possible growth scenarios through the *Pick Your Path* process. *Pick Your Path* feedback aligned with what the City heard during *Imagine Kelowna*: that participants were most supportive of future growth being targeted more towards the Urban Centres as well as in the surrounding Core Area in the form of residential infill to provide more housing variety. Growth in suburban neighbourhoods would be slowed, protecting agricultural lands and environmentally sensitive areas and prioritizing transportation options that would benefit the highest number of residents. Staff provided a report to Council summarizing this process on July 31, 2018.

Figure 1: 2040 OCP Process



Phase 3: Neighbourhood Expos

A series of “Neighbourhood Expos” were held during Phase 3 to share early drafts of land use mapping and the draft Plan’s foundations with the public. Feedback received as part this process suggested that participants were still supportive of the growth scenario, with some concerns about impacts to transportation and green space. Staff provided a report to Council summarizing the results of this process on December 9, 2019. Phase 3 also saw the initiation of engagement with Indigenous communities, including Westbank First Nation and Okanagan Indian Band, as well as the Okanagan Nation Alliance.

Phase 4: Draft Plan Public and Stakeholder Engagement

Engagement during Phase 4 focused on providing Kelowna residents and community stakeholders with opportunities to comment on the draft OCP. Due to COVID-19 restrictions, public and stakeholder engagement was impacted by restricted opportunities for in-person meetings and interactions. As such, most Phase 4 engagement was provided online except for a public display at City Hall that allowed people to learn about the plan and provide feedback. The engagement tactics included the following:

- Online surveys
- In-person interactive display
- Online focus groups and discussion forums
- Online stakeholder workshops

Figure 2: Phase 4 Engagement Participation



Staff provided a report to Council summarizing the results of this process on May 31, 2021, including a summary of participation (see Figure 2) letters from several key stakeholders that were engaged as part of that process.

In addition to letters from key stakeholders submitted as part of the Phase 4 engagement process, the Interior Health Authority and School District #23 have since provided letters outlining support for the 2040 OCP and are included as Attachments 2 and 3.

Phase 5: Next Steps

With the delivery of the refined OCP, the project moves into the fifth and final phase, the details of which are outlined later in this report.

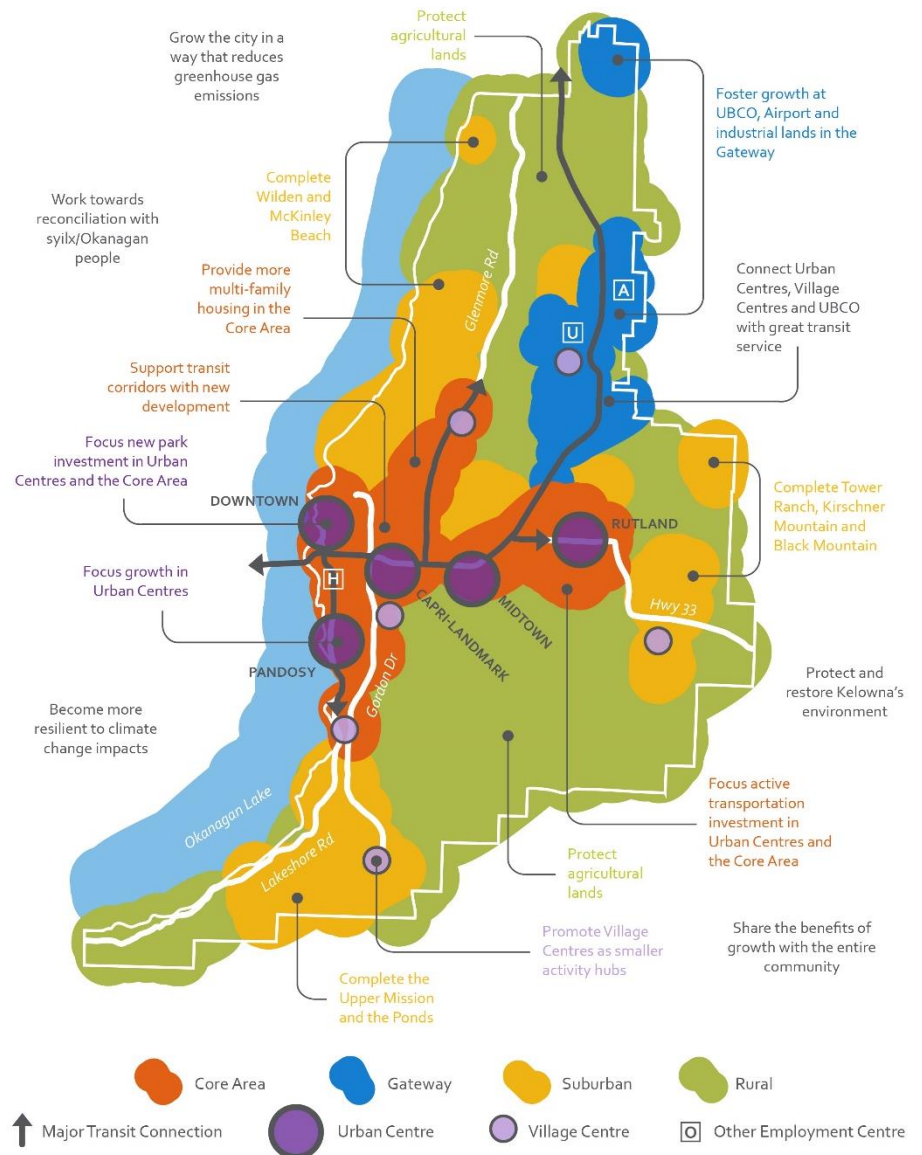
2040 Official Community Plan

Directions

Kelowna is anticipated to welcome approximately 45,000 new residents between now and 2040, requiring approximately 25,000 new housing units along with more commercial, industrial and institutional space. This growth must be serviced with new transportation and utility infrastructure, as well as parks and other amenities. As such, the 2040 OCP has been developed in conjunction with the new Transportation Master Plan and 20 Year Servicing Plan.

The 2040 OCP is designed to provide an integrated framework that builds upon the principles and goals of *Imagine Kelowna's* community vision. To achieve this vision, the 2040 OCP is rooted in ten OCP Pillars, five Growth Strategy Districts, many objectives and policies, and a series of implementation actions. These elements work together to achieve *Imagine Kelowna's* vision, and is summarized by a high-level growth strategy, as illustrated in Figure 3.

Figure 3: 2040 OCP Growth Strategy



While the 2040 OCP reinforces many of the directions that were foundational for the 2030 OCP, some of the new directions of the Plan include the following:

- A new Future Land Use framework, organized by Growth Strategy District (see Attachment 1);
- Growth strategy objectives and policies that respond to each of the five Growth Strategy Districts;
- ~ 73% of future residential growth directed into Urban Centres and the Core Area;
- New housing unit targets of ~24% single and two unit / ~76% multi-unit;
- Transit Supportive Corridors to optimize land use and transportation investments in key locations;
- Guidance for building height and land use in the 5 Urban Centres;
- Ground-oriented multi-family housing, commonly known as the “missing middle” in the Core Area;
- An entirely new ‘Climate Resiliency’ chapter;
- An equity and indigenous lens to policies throughout the document;
- Typology-based, visually enhanced Form and Character Design Guidelines; and
- A new “Making the Plan Work” chapter that speaks to monitoring of the OCP and identifies key implementation actions needed to make the Plan’s vision a reality.

Refinements to Draft Official Community Plan

Following the completion of the extensive Phase 4 engagement process, staff undertook numerous refinements to the draft OCP. These updates targeted the following:

- Revised wording to improve readability and clarity of the OCP Pillars and the Growth Strategy descriptions;
- Policy map refinements to the 2040 Future Land Use Map and building height maps for the 5 Urban Centres;
- Updated wording for objectives and policies throughout the document to improve readability and clarity; and
- Refinement to the short and long-term implementation actions.

While it is not possible to summarize every refinement in this report, a more detailed summary of major refinements to the 2040 OCP is included in Attachment 4.

Making the Plan Work

As outlined in a previous report to Council, regular monitoring of the 2040 OCP and a detailed implementation plan is required for the Plan to be successful. This is addressed in *Chapter 16: Making the Plan Work*.

Implementation Actions

The 2040 OCP includes a series of implementation actions, found in *Chapter 16: Making the Plan Work*, to be undertaken during the life of the OCP to make its vision a reality. These actions include more detailed planning initiatives, such as Urban Centre Plans, development of new or updates to existing bylaws and policies, and new strategies and programs. Some implementation actions, such as the North End Area Plan, are already underway, but many would follow adoption of the 2040 OCP. Some actions are identified as long-term actions, with due consideration for available resourcing. As such, Council can expect to see 2040 OCP implementation actions proposed as part of future work planning and budget discussions.

Monitoring Program

The 2040 OCP is envisioned as a living document that may need to be refined over time to respond to emerging issues. While not part of the 2040 OCP document, a series of indicators have been developed to guide future reporting to Council and the community throughout the life of the OCP (see Attachment 5). As outlined in *Chapter 16: Making the Plan Work*, each of these indicators is tied to one of the ten OCP Pillars, collectively providing a snapshot of how effectively the Plan is addressing each of them, and ultimately how we are moving toward the *Imagine Kelowna* vision.

Additional indicators will be developed during the life of the 2040 OCP, particularly to track progress on “Incorporate Equity into City Building” and the “Protect and Restore our Environment” Pillars. These new indicators are expected to follow the completion of the Equity Strategy and strategies to monitor changes in tree canopy coverage and sensitive ecosystems – both identified as implementation actions in Chapter 16.

Some indicators can be measured on an annual basis, while others, such as those that rely on census data or those that take a long time for change to be realized, would be updated every five years. Staff anticipate reporting on the OCP indicators annually, with a larger, more comprehensive report every five years, with the first annual update scheduled in Spring 2023.

Online First Approach

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 Kelowna. More than ever, users are being directed 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. As such, Staff have embedded the OCP into the City’s existing website, offering greater ease of use and making the document more accessible to a wider audience. Staff will provide Council with a demonstration of how the website functions as part of the presentation of this report.

Phase 5 and Next Steps

With the delivery of this refined 2040 OCP, the planning process is moving into the fifth and final phase. Should Council grant First Reading to the bylaw, Staff would undertake the following:

- Refer the Plan to other levels of government, including indigenous communities, local and senior governments (either as a courtesy or as required by the *Local Government Act*);
- Seek endorsement of the OCP’s Regional Context Statement from the Regional District of Central Okanagan, as required by the *Local Government Act*;
- Schedule one or more Public Hearings for Council to receive additional feedback from the community; and
- Present the 2040 OCP to Council for final adoption.

It is anticipated that adoption of the 2040 OCP, and therefore the conclusion of the 2040 OCP process, would be complete before the end of 2021.

Conclusion:

By the year 2040, the City of Kelowna will be home to more than 180,000 people. To accommodate our growth and to guide Kelowna’s transition to a sustainable, healthy and compact city, this Plan embraces a comprehensive approach to growth and the many systems that are part of city-building. The 2040 OCP framework has been significantly modified from the approach of the current 2030 OCP, narrowing its focus onto land use, growth and development and embedding the important lenses of

equity, inclusion, and climate resiliency. Importantly, while the 2040 OCP accommodates the provision of single-family housing, it embeds a wide spectrum of infill housing options to serve our growing community with new diverse housing forms that will respond to the changing housing preferences and needs of Kelowna residents.

Additionally, the Plan provides a city building framework that acknowledges the City's long-term costs for infrastructure and operations that immediately result from land use decisions. The goal is to maintain and enhance our city's quality of life through responsible public investments in infrastructure, parks, community facilities, among many other elements.

The delivery of the refined 2040 OCP is a major milestone of the OCP process and represents the beginning of a new and exciting era for Kelowna. This document will guide our city through a future that is rapidly changing, requiring new approaches to growth, resilience and equity. It reflects the community vision outlined in *Imagine Kelowna*, is coordinated with transportation and infrastructure planning efforts, and reflects the feedback received from the community. Importantly, it embeds a robust monitoring program and implementation strategy to ensure that it stays relevant and responsive to dynamic conditions that are yet to come. Putting this vision to action, however, will require us to work together, how we make decisions and how we engage with Kelowna residents.

In this era of rapid growth and change, how we make decisions must be guided by a bold vision and a clear strategy. The 2040 Official Community Plan is a critical strategy that will help us realize the Imagine Kelowna vision by guiding how and where Kelowna will grow. The Plan represents a deliberate choice made about how Kelowna will not only grow in a way that withstands the coming changes, but will flourish.

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
Utility Planning Manager
City Clerk
Communications Manager

Legal/Statutory Authority:

Local Government Act, Sections 471-478

Existing Policy:

Imagine Kelowna
2030 Official Community Plan

20 Year Servicing Plan
Council Policy No. 372: Engage Policy

Attachments:

Attachment 1: Kelowna 2040 Official Community Plan Future Land Use Map

Attachment 2: Letter dated August 27, 2021 from the Interior Health Authority

Attachment 3: Letter dated September 8, 2021 from School District #23

Attachment 4: 2040 OCP Refinements Summary

Attachment 5: Draft 2040 OCP Indicators

Submitted by:

Robert Miles, OCP Project Planner

Approved for inclusion:



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