

# Report to Council



**Date:** August 22, 2022  
**To:** Council  
**From:** City Manager  
**Subject:** North End Plan – Community Needs  
**Department:** Policy and Planning

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## **Recommendation:**

THAT Council receives for information, the report from the Policy & Planning Department dated August 22, 2022 regarding Community Needs in the North End Planning Process;

AND THAT, Council endorse the suite of Community Needs outlined in the report dated August 22, 2022 for the purposes of further North End Plan and Mill Site Area Redevelopment Plan development.

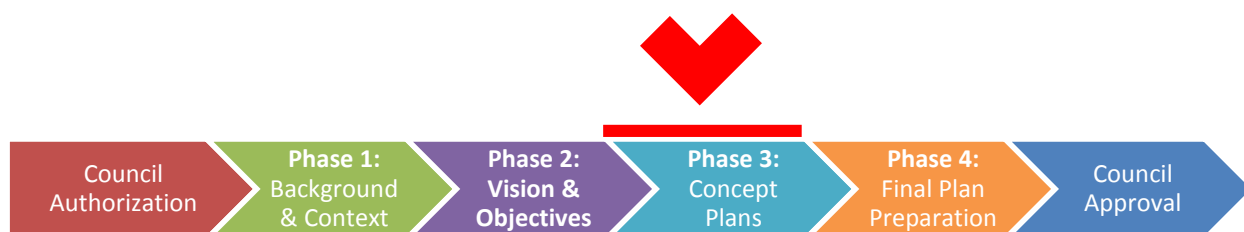
## **Purpose:**

To discuss the identification of Community Needs in the North End Plan and Mill Site ARP processes.

## **Background:**

The North End Plan (NEP) is intended to guide and manage the evolution of the North End Neighbourhood (Figure 1) over the next 20 years or more. The Plan will identify the land use mix, housing approach, transportation network improvements, utilities, parks and public spaces, and other community amenities needed to ensure the neighbourhood evolves in a deliberate way that benefits both North End residents and the city as a whole.

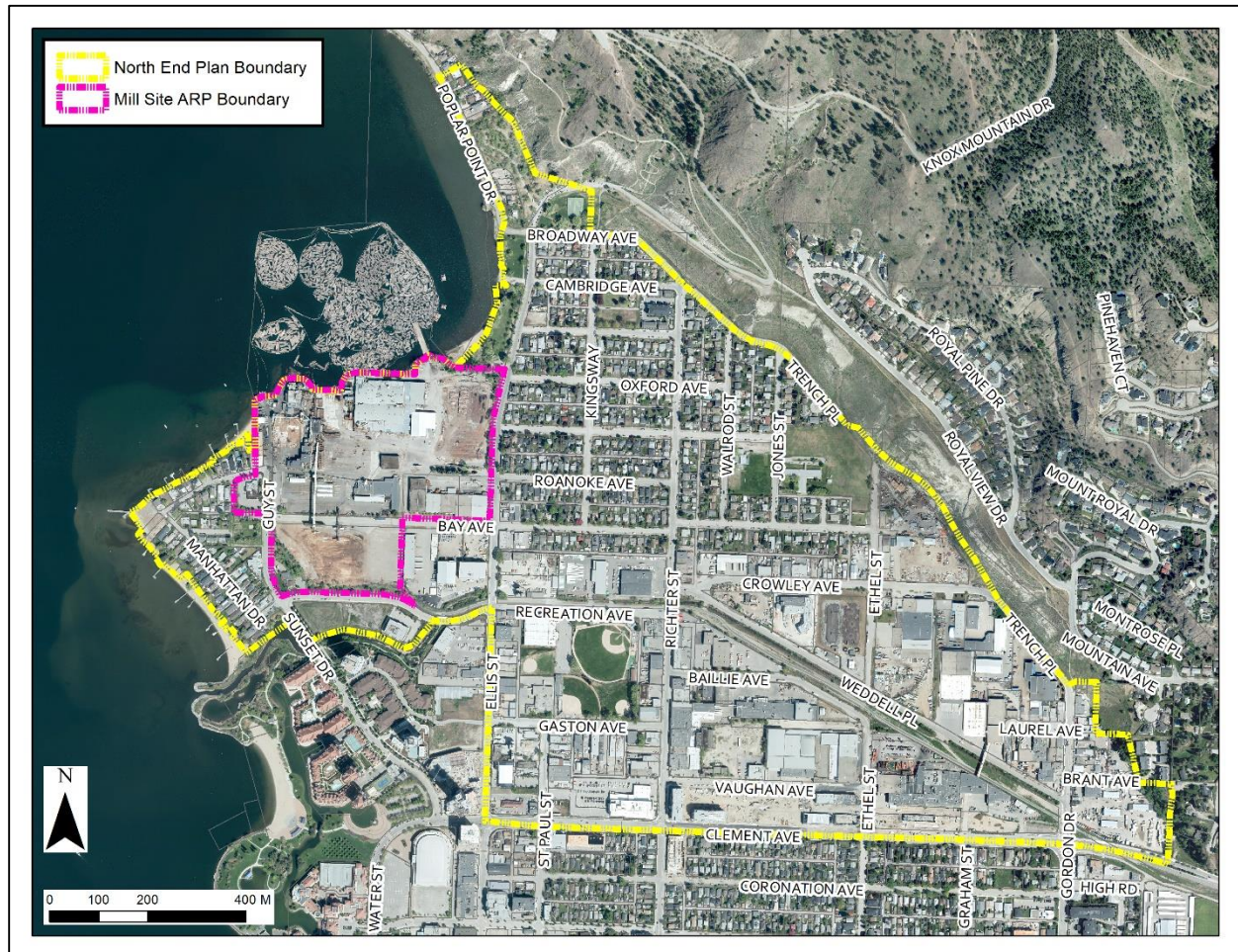
The Mill Site is a key site located within the boundary of the NEP. As such, the NEP is to provide high-level guidance for the development of the site. Detailed guidance for the future redevelopment of the site will be addressed through the Mill Site Area Redevelopment Plan (ARP), which is currently underway and is being led by the landowners.



After launching in the Summer of 2021, phase 1 of the plan concluded in November with the delivery of the Background Summary Report. This was followed by Phase 2 of the plan, which was completed in

April of 2022 and resulted in an endorsed Vision & Objectives document (see Appendix A). Staff have turned their attention to Phase 3 of the plan, which includes the preparation of alternative concept plans for the evolution of the neighbourhood.

Figure 1. Plan Area



### What Are 'Community Needs'?

'Community needs' – those parks and open spaces, community facilities, cultural and entertainment venues, shops and services, and other amenities that form an integral part of a complete and livable community – have been top of mind from the beginning of the planning process. They were identified as a critical component of a livable neighbourhood in the Background Report in Phase 1. Community needs were also articulated by the public through engagement in Phase 2 and were reflected in the Vision & Objectives. Now, as concept planning gets underway, community needs are taking a more central role. These community needs must be more clearly defined and incorporated into the concepts prior to being shared with the public through engagement.

While the Mill Site represents only one site in a much larger North End neighbourhood, it is expected to be a major focus for redevelopment, and thus, a significant contributor to delivering on identified community needs.

Community needs are distinct from the basic infrastructure that is needed to support growth. For instance, community needs do not include basic services such as transportation and utility infrastructure. Though the latter are certainly to be addressed as part of the larger NEP, they do not enter the conversation on community needs.

## **Discussion:**

### Growth Strategy and Community Needs

The Official Community Plan directs that new growth be concentrated in the Core Area of the city—and especially in the Urban Centres—to make more efficient use of existing infrastructure, and to ensure that a greater proportion of the population is in close proximity to job opportunities and other amenities such as shops and services, parks and open spaces, community and recreational facilities, cultural and entertainment venues, schools and childcare. As new growth occurs in existing neighbourhoods, this calls for additional amenities to serve the growing population, and also offers the means to pay for these amenities through increased revenues from sources such as developer contributions, increased tax revenues, and partnerships/grants from other levels of government. Accordingly, the greater the growth added to existing neighbourhoods, the greater the need to add amenities to serve the larger population, and the greater the means to pay for these amenities.

The neighbourhood planning process provides a way to develop a financial strategy to match the community needs that are desired with the funding sources to pay for them. Overall, a Community Needs strategy will help to guide decisions on what the City may seek as community amenities, as well as providing information on funding sources and cost estimates to deliver said amenities.

### North End Neighborhood Plan Concepts: Key Ingredients

As part of Phase 3 of the NEP process, Staff will be developing one or more Concept Plans that outline a land use framework for Council to consider and for the public to review as part of an upcoming engagement process. These Concept Plans will signal what Community Needs to pursue, giving a more complete picture of how the neighbourhood will function. Prior to the development of these Concept Plans, however, Staff is seeking Council direction to identify Community Needs to explore.

As such, this report provides a preliminary list of Community Needs that have been identified for further exploration. Importantly, these Community Needs remain general and high level, reflecting that the North End Plan is still in the concept development phase. As the planning process continues however, more detail will become available to assist Council in making future decisions on the Plan. As a result, prior to the planning process being concluded a more detailed cost estimate along with a corresponding funding strategy would be provided for Council's consideration.

### Community Needs

The following themed topics and projects have been compiled for consideration:

#### *Parks, Public Spaces and Connections*

As the Concept Plans are developed, Staff would explore a location for a Community or City-Wide park that would act as a destination for residents of and visitors to Kelowna, as well as opportunities for new park spaces to primarily serve residents of this growing neighbourhood. The expansion of the waterfront park and pathway system connecting Knox Mountain to Downtown via the North End Plan area and the Mill Site is considered a primary objective, as are other linear connections throughout the neighbourhood. The waterfront park system is signaled in the Official Community Plan, as well as other

community plans, and may include habitat and foreshore restoration, a pathway system and other activation characteristics and features. Activation of uses would not just be limited to land, however. Active and recreational uses have long been a part of Sutherland Bay—aided in part by the boat launch in Sutherland Bay Park that has come to serve both motorized and non-motorized boats. With the Mill Site closing there is a significant opportunity to expand and diversify the on-water activities.

The size, design and facilities that would form part of these spaces would be identified and refined throughout the remainder of the process. This process may include incorporation of the remaining structures in the Mill Site to provide a strong link to the area's historic use. As part of the development of concept plans during the remainder of Phase 3, Staff would work with senior levels of government and the Mill Site ARP team to determine the land area to form these projects, with more detailed features and designs to come later in the NEP and Mill Site ARP processes.

<i>Key North End Plan Objectives Addressed</i>	
Parks & Recreation	<ul style="list-style-type: none"> <li>• Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations</li> <li>• Expand park and recreation amenities and facilities that serve all life stages, abilities and household types (including those with dogs)</li> <li>• Design and program parks and public spaces to be inclusive and to increase activity year-round</li> <li>• Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway</li> <li>• Connect parks and green spaces through green corridors to increase access</li> </ul>
Environmental Protection & Climate Resiliency	<ul style="list-style-type: none"> <li>• Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### Community Space

As part of Concept Plan development, Staff would explore opportunities for multi-purpose community space in the neighbourhood. The form that this would take whether as a stand-alone building or space incorporated into a mixed-use building, as well as programming for such space, would be determined at a later date. This community space is intended to address needs for indoor recreational and cultural services to serve the North End and surrounding neighbourhoods, including rapidly-growing Downtown. Guiding documents, such as the Cultural Facilities Master Plan and the Indoor Recreation Facilities Strategy, which is currently being developed, would guide future discussions on design and programmed needs for the space.

<i>Key North End Plan Objectives Addressed</i>	
Parks & Recreation	<ul style="list-style-type: none"> <li>• Expand park and recreation amenities and facilities that serve all life stages, abilities and household types (including those with dogs)</li> </ul>
Arts, Culture & Heritage	<ul style="list-style-type: none"> <li>• Support and advance arts, culture and community gathering</li> <li>• Design civic facilities and spaces to be flexible and allow diverse uses</li> </ul>

Transportation	<ul style="list-style-type: none"> <li>• Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### Local Access to Daily Needs

Access to shops and services that serve the everyday needs of local residents—including access to healthy food options—was identified as a priority early on in the NEP process and this is reflected in the objectives for the Plan. Staff would explore opportunities to support land uses and services that help achieve this goal. For example, efforts would be made to facilitate the introduction of a local retail high street and/or hub that would accommodate a grocery store, a public market, and community gardens etc.

That said, it must be acknowledged that the provision of many daily needs will ultimately require the cooperation and buy-in of the private sector and/or non-profit organizations. As part of this, many businesses and services require a certain baseline population within a nearby catchment area to remain viable and successful. Here again, Staff can help by supporting the population density needed to ensure business viability.

<i>Key North End Plan Objectives Addressed</i>	
Employment & Commercial Uses	<ul style="list-style-type: none"> <li>• Support the growth of neighbourhood-scale, local retail and commercial uses that serve the everyday needs of North End residents</li> <li>• Explore opportunities for year-round and seasonal public markets and food sales</li> </ul>
Parks & Recreation	<ul style="list-style-type: none"> <li>• Explore opportunities for local food production and sales in public spaces</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### School / Childcare Facility

During the 2040 OCP process, the City worked closely with School District #23 to identify future land for school sites to reflect the shift of growth towards our Urban Centres and Core Area. However, the School District indicated that more work was needed to identify school sites through future neighbourhood planning processes. As such, Staff will continue to work with the School District to explore opportunities for a school in the North End. Staff will also explore childcare facilities of other types in the area.

<i>Key North End Plan Objectives Addressed</i>	
Transportation	<ul style="list-style-type: none"> <li>• Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood</li> </ul>
Equity & Inclusion	<ul style="list-style-type: none"> <li>• Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services</li> </ul>

### Housing Affordability

Housing variety and affordability are challenges facing Kelowna as it grows, and the North End Plan provides an opportunity to address housing needs across the Wheelhouse, as outlined in the Healthy Housing Strategy. This includes supporting an increase in the diversity of housing forms (e.g.: apartments, townhomes) and tenures (e.g.: rental, ownership, co-op) available to help meet the varied needs of Kelowna residents. Where looking to meet non-market housing demand, Staff would seek to work with all levels of government as well as non-profit organizations and the development community.

<i>Key North End Plan Objectives Addressed</i>	
Housing	<ul style="list-style-type: none"><li>• Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances</li><li>• Increase housing options across the Housing Wheelhouse to provide opportunities for residents of all income levels</li></ul>
Equity & Inclusion	<ul style="list-style-type: none"><li>• Address and mitigate gentrification and resident displacement through the promotion and inclusion of affordable housing and accommodation</li></ul>

### **What's next?**

Should Council endorse the suite of community needs outlined in this report for further exploration, Staff would use this framework to develop concept plans as per Phase 3 of the NEP. Concurrently, this would guide discussions with the Mill Site ARP team in the development of that plan and would eventually culminate in the next round of public engagement.

### **Conclusion:**

An early identification of the community needs to be explored in plan concept development will help to guide decisions on what the City will signal as part of the North End Plan process. The community needs identified in this report represent significant components to the overall quality of life of residents in the North End, surrounding neighbourhoods and across the city. Importantly, they will help to deliver on the endorsed vision and objectives for the North End and ensure that new growth will contribute to the overall livability of this neighborhood as it evolves.

### **Internal Circulation:**

Infrastructure  
Transportation Engineering  
Partnerships and Investments  
Partnerships  
Real Estate  
Parks and Buildings  
Active Living and Culture

### **Existing Policy:**

2040 Official Community Plan  
Imagine Kelowna

Submitted by:

R. Miles, Long Range Policy and Planning Manager

**Approved for inclusion:**



D. Noble-Brandt, Department Manager of Policy and Planning

CC:

[Appendix A – North End Plan Vision & Objectives](#)