

Report to Council



Date: April 17, 2023
To: Council
From: City Manager
Subject: 2022 Progress Report for the Official Community Plan and Transportation Master Plan
Department: Policy and Planning and Integrated Transportation

Recommendation:

THAT Council receives, for information, the report from Policy & Planning and Integrated Transportation, dated April 17, 2023, with regard to the 2022 Progress Report for the Official Community Plan and Transportation Master Plan.

Purpose:

To provide Council with the first annual Progress Report for the 2040 Official Community Plan and Transportation Master Plan.

Background:

The 2040 Official Community Plan (OCP) and 2040 Transportation Master Plan (TMP) were developed in tandem and completed in 2022. The creation processes included significant public and stakeholder engagement that resulted in documents that reflect community priorities and work together to shape how Kelowna will grow and evolve in an era of rapid change.

Both plans outline a series of implementation actions to be undertaken following their completion and identify the need for a monitoring program to measure progress. This report introduces this process and delivers the first annual Progress Report for these two plans, in tandem as the alignment between land use and transportation is critical to the successful city envisioned in Council's 2023-2026 Priorities.

Discussion:

The purpose of the OCP and TMP Progress Report is to tell the story of how quickly we are making progress toward the Official Community Plan Growth Strategy (and Pillars), and the Transportation Master Plan Vision and Goals. Regular performance monitoring allows the City to track key trends to ensure ongoing progress towards achieving the vision.

This report introduces the first annual OCP/TMP Progress Report. It is a snapshot in time and aims to:

- **Highlight progress on implementation actions.** The status of OCP and TMP implementation actions are summarized.

- **Introduce the monitoring process for both plans.** The new monitoring process includes new indicators and metrics, with an emphasis on interpreting the data and putting it into context to illustrate how we are moving towards the vision outlined in both plans.
- **Highlight key themes.** The most significant overall themes and trends observed are identified.

Monitoring

The monitoring process includes two different types of reports: annual and five-year reports. The annual reporting provides a concise implementation update and relies on data sources which are available on a yearly basis. The five-year reports will be more comprehensive, relying on a mix of both annual data sources and census data to guide scheduled OCP and TMP updates.

Implementation Actions

Putting the plans into action requires significant efforts beyond adoption and endorsement. In total, 68 implementation actions have been identified in the OCP and 130 actions have been identified in the TMP. These actions have been recommended to ensure the city achieves the vision outlined in these high level plans. Implementation is anticipated to take place throughout the lives of the plans.

What we are watching for

Managing growth requires continuous assessment. While it can be tempting to zero in on one or two indicators, the long term success in advancing and adapting the OCP and TMP requires understanding the multitude of factors that influence growth and mobility trends. What we are watching for includes:

- Trends in how and where we are growing
- Changes in government policy, regulations and projects
- Shifts in environmental, climate, societal and public health context
- Changes in travel behaviour and preferences
- Advancements in technology

Key Themes

An analysis of the indicators observed the following seven themes which “set the stage” for what to watch for in the coming years as OCP and TMP implementation advances:

- **Kelowna is becoming a much more urban city – faster than anticipated even a few years ago.** Our Urban Centres are growing fast, making the development of Urban Centre Plans more important to accommodate this growth.
- **Continued efforts are needed to onboard more missing middle infill housing.** Housing diversity is improving, and we are seeing a positive shift towards more multi-unit housing, consistent with the OCP’s growth strategy. However, there is room for improvement in adding to our missing middle housing stock.
- **Demand for office space and industrial lands remains strong.** Kelowna is showing some surprising trends when it comes to employment in the post COVID era. Office vacancy rates remain healthy, and new office buildings are coming online to add even more supply. Industrial vacancy rates are extremely low, with high demand pushing our land supply.
- **New frameworks are being developed to monitor progress on resiliency.** The OCP outlines the development of new ways to monitor our progress on resiliency and environmental stewardship. This year’s update outlines select resiliency indicators, with updates coming in future years.

- **People are driving more.** Distance driven, transportation emissions, and vehicle ownership are on the rise – reversing the downward trend observed before and during the pandemic. Travel times are also increasing in the midday and afternoon peaks.
- **People are also walking, biking and taking transit more.** Transit ridership has fully recovered. After a sharp drop in 2020, transit ridership in January 2023 was above pre-pandemic levels. Additionally, we are seeing a 10% increase in bike trips and a 43% increase in the distance biked, compared to 2018. Based on census data, the proportion of residents walking to work has also increased.
- **Inflation is increasing costs and impacting project delivery timelines.** After the OCP and TMP were adopted in January 2022, inflation began to rise quickly. This is increasing the costs of delivering the transportation infrastructure needed to support our growing community. To account for inflation, some TMP projects have been reduced in scope and some delayed as part of the 10-Year Capital Plan.

Online Dashboard

The City has created two online dashboards for the 2022 OCP/TMP Progress Report: the [OCP Dashboard](#) and the [TMP Dashboard](#). These dashboards provide an interactive opportunity for the public and Council to easily review the status of each indicator, including charts and visuals. Each indicator outlines why it is important, how the community is performing, what actions the City is doing, and what's next.

Conclusion:

The 2022 OCP/TMP Progress Report marks the first of a series of reports on how we are moving towards the direction set out in these guiding documents and advancing Council's 2023 - 2026 priorities by way of OCP and TMP implementation. This Progress Report also sets the baseline for what we are monitoring during the spans of these two plans and aims to align with Council's recently adopted 2023 - 2026 priorities.

For the 2040 OCP, it is critical to consider all the implementation actions and activities that will continue to put the plan into real-life action. The dedicated commitment to those work activities alongside adequate resourcing will ensure that the 10 Pillars that guide the entire growth strategy are being advanced in harmony. For the TMP, equally as vital is the corresponding delivery of the transportation investments needed to keep Kelowna moving as we grow. A key challenge will be delivering the transportation infrastructure needed to support our growing community during a time of significant inflation and price escalation.

While it is too early to be gauging how the OCP and TMP are progressing long term, we are seeing positive trends in where our growth is being focused – a critical component for success of the community's vision. It is important to note that changes in year-to-year performance do not equate to a long-term trend. While performance in any given year may be either negative or positive, land use and transportation outcomes and investments require many years of reliable data to identify a clear and defensible trend for action. In future years, these reports will begin to outline broader trends over longer time periods, and a clearer picture will emerge of how we are progressing.

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Legal/Statutory Authority:

Local Government Act, Sections 471-478

Existing Policy:

Imagine Kelowna
2040 Official Community Plan
2040 Transportation Master Plan

Financial/Budgetary Considerations:

OCP and TMP actions guide the timing and resourcing of implementation. An OCP or TMP does not commit or authorize the City to proceed with any project that is specified in the plans. Projects will advance in recognition of available budget approved via annual Council budget deliberations and other work planning considerations.

Attachment:

2022 Progress Report for the Official Community Plan and Transportation Master Plan

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Approved for inclusion:



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