

Report to Council



Date: May 6, 2024
To: Council
From: City Manager
Subject: 2023 Progress Report: 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 May 6, 2024, with respect to the 2023 Progress Report for the 2040 Official Community Plan and 2040 Transportation Master Plan.

Purpose:

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

Council Priority Alignment:

- Affordable Housing
- Transportation
- Agriculture
- Climate & Environment

Background:

The 2040 Official Community Plan (OCP) and 2040 Transportation Master Plan (TMP) were developed in tandem and adopted by Council in 2022. The creation processes included significant public and stakeholder engagement that resulted in documents that reflect community priorities and support the Imagine Kelowna vision. The plans are designed to 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 as well as a monitoring program to measure progress. This report delivers on these directions for both plans. Monitoring the progress of these two plans together is important as the alignment between land use and transportation is critical to supporting our growing community and realizing Council’s 2023-2026 Priorities. Annual reporting for the OCP and TMP also supports transparency, accountability, and is designed to complement our regular Council Priority reporting.

Discussion:

Last year, staff introduced the reporting process and baseline data for both the OCP and TMP. This second report aims to tell the story of how quickly we are making progress toward the Official Community Plan's 10 Pillars and Growth Strategy and the Transportation Master Plan Vision and Goals. Regular performance monitoring allows the City to track key trends to ensure ongoing progress.

The monitoring process was developed to include two different types of reports: concise annual reports and more comprehensive reports when data becomes available. Notably, with the changes in provincial housing legislation (Bill 44), the City will be required to update the 2040 OCP sooner than anticipated – by December 2025, which may impact the timing of future reports.

This council report summarizes the findings of the second annual 2040 OCP/TMP Progress Report. It is a snapshot in time and aims to highlight the following:

- **Key themes.** The most significant overall themes and trends observed are identified. This is only the second year of reporting, so it may take some time before clear trends emerge. In some cases, big shifts over previous years are highlighted. In other cases, the overall trends from the baseline year is highlighted.
- **Progress on implementation actions.** Realizing the vision of both plans also requires the delivery of a series of implementation actions identified in each plan. Highlights on implementation progress is outlined later in this report, and the status of all OCP and TMP implementation actions are summarized in Attachment 1.

Online Dashboard

The City has updated two online dashboards for the 2023 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 the City is doing, and what's next.

2023 Key Themes

The results of the 2023 OCP/TMP Progress Report indicate initial positive trends in where our growth is being focused and how people are moving around the City – a critical component for success of the community's vision. In future years, we will gain a better understanding of broader trends over longer time periods, and a clearer picture will emerge of how we are progressing.

Key themes from the 2023 OCP and TMP Progress Reports are summarized below:

- We continue to observe rapid growth in our Urban Centres and our Core Area, particularly in Downtown, Pandosy and Rutland, while development in Suburban Neighbourhoods has been slower.
- Alongside this growth, we have seen an increase in transit ridership surpassing pre-pandemic levels. The transit routes with the highest ridership are those that serve the Core Area and Urban Centres.
- Some Urban Centres, such as Pandosy and Midtown are already approaching or even surpassing their 2040 growth targets. This is consistent with the rapid pace of growth the City

has experienced in the past few years. These growth targets will be adjusted as staff land an updated residential growth scenario based on the latest BC Stats estimates and the 2023 Housing Needs Assessment housing targets, which signal a need to support significantly more housing.

- Ground-oriented, multi-unit housing – commonly referred to as the missing middle – saw the largest change in residential growth by building subtypes in 2023. The number of ground-oriented units delivered increased from 12% reported last year to nearly 23% in 2023. The impact of Bill 44 will be closely monitored in the coming years to determine the extent to which it affects this type of housing supply.
- Our office vacancy rate declined slightly to 6.6% but will be monitored closely as new buildings are completed. Meanwhile, industrial vacancy increased from just over 1% last year to 2.9% in part due to new inventory being onboarded in the Beaver Lake Road area.¹
- Despite fast population growth, the policies in the OCP continued to support the preservation of agricultural lands. Rezoning and OCP amendments on agricultural lands were zero for the second time since the adoption of the OCP.
- Vehicle travel times were relatively stable between 2022 and 2023, despite population growth of 5 per cent. During the same period, fuel sales and the number of vehicles per capita decreased. This could be related to long-term impacts of the pandemic on how often we travel, inflation, or due to other factors such as the 2023 wildfires. While it is too early to identify a clear long-term trend, we will continue to collect data and monitor this metric.
- The number of traffic collisions leading to injury or fatality decreased 19 per cent from 2018 to 2022. Direct actions to improve safety may be playing a role. For example, two recently redesigned right-turn lanes at Benvoulin & Cooper and Clifton & Clement led to an 80 per cent reduction in right-turn collisions at these locations.
- Trips by bike were stable from 2018 to 2022 and distance ridden increased 35 per cent (down from its peak of 45 per cent during the pandemic years). A possible explanation could be the rising popularity of e-bikes, which allow people to ride farther distances more comfortably.
- Innovation and emerging technologies are helping people get around, reducing congestion and lowering emissions. In 2023, shared e-scooters and e-bikes prevented 516,000 kms of driving and 101 tonnes of CO₂ emissions. Over one million trips have been made by shared micromobility since 2021 (and ridership more than doubled from 2022 – 2023).

Implementation Actions

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

Figure 1 is a snapshot of the status of OCP and TMP implementation actions. Over half of the actions are either complete, in progress or ongoing, showing good progress on implementation. Remaining actions will be brought forward to Council when ready through the annual budget and 10-Year Capital Plan processes. A complete list and status update of the actions can be found in Attachment 1.

¹ Source: HM Commercial 2023 Commercial Report.

Figure 1: Implementation Action Snapshot

Implementation Actions				
	Ongoing	Complete	In Progress	Not Initiated
2040 OCP	15	6	28	19
2040 TMP	18	12	57	43
TOTAL	33	18	85	62

Implementation Actions Highlights:

- The North End Plan is in the final stages of development and is expected to be completed this year (OCP Action 20).
- Urban Centres Framework, which addresses multiple neighbourhood planning initiatives identified in the OCP, has been initiated (OCP Actions 17, 18 and 19). The first deliverable, a Community Trends Report outlining initial findings of the work, will be delivered later this Spring.
- Amendments to various bylaws to align with Bill 44 to support more small-scale multi-unit housing have been adopted. This work addresses the directions envisioned in the Residential Infill Strategy (OCP Action 21).
- Phase 2 of the Heritage Conservation Area Guidelines Update process has been completed. The project is now in Phase 3 and has been adapted to align with Bills 44 and 47 (OCP Action 48).
- The Climate Action and Resiliency Strategy and Urban Forestry Strategy are nearing completion (OCP Actions 4 and 8).
- Okanagan Lake Waterfront Park Habitat Balance Strategy is complete (Action 31). This strategy supports waterfront park development policies.
- South Perimeter Way opened in April 2023 (TMP Project ID 78). This connection is part of a \$35 million investment in a third corridor to the Mission, along Benvoulin Rd and Burtch Rd. This third corridor will give people another option when Lakeshore/Pandosy and Gordon are congested.
- The Central Okanagan Regional Goods Movement Study (TMP Project ID 17) was completed in 2023, in partnership with the Province.
- The Pandosy / Richter Corridor Study (TMP Project ID 43.1) was launched in 2023. The Study will identify needed transit service and infrastructure improvements along the Pandosy and Richter corridors to support growth.
- We completed the Rutland Local Area Transit Plan and also built 4 new bus stops and upgraded 9 existing ones (TMP Project ID 39).
- The Houghton 2 Active Transportation Corridor (ATC) was recently completed, extending the connection from the Okanagan Rail Trail to Rutland Road (TMP Project ID 114).
- We also completed the Casorso 3 ATC (TMP Project ID 96), closing a gap from Okanagan College to Rotary Beach. In addition, we developed a brand-new City of Kelowna [Bike Map](#) (TMP Project ID 13).

Conclusion

This 2023 OCP/TMP Progress Report marks the second of a series of reports on how we are moving towards the direction set out in these key plans and advancing Council's 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 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 and timely delivery of the transportation investments needed to keep Kelowna moving as our population grows.

More information on how we are doing on each of the OCP indicators and TMP goals is described in Attachment 1 and available to review in the online dashboard.

Internal Circulation:

Planning & Development Services
Partnerships & Investment
Real Estate
Development Planning
Corporate Strategic Services
Active Living and Culture
Parks and Buildings
City Clerk
Communications

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. Projects will advance in recognition of available budget approved via annual Council budget deliberations and other work planning considerations.

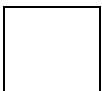
Attachment:

Attachment 1: 2023 Official Community Plan and Transportation Master Plan Implementation Actions.

Submitted by:

A. Mustafa, Planner Specialist
M. VanZerr, Strategic Transportation Planning Manager

Approved for inclusion:



Mac Logan, Infrastructure General Manager
Robert Miles, Acting Department Manager, Policy and Planning