

Report to Council



Date: May 26, 2025
To: Council
From: City Manager
Subject: North Glenmore Sector Study: Process Options
Department: Long Range Planning

Recommendation:

THAT Council direct staff to initiate the North Glenmore Sector Study, as outlined in Option 1 in the report dated May 26, 2025.

Purpose:

To consider options to initiate a North Glenmore Sector Development Study that can be used to inform future OCP update processes.

Council Priority Alignment:

Affordable Housing
Transportation
Economy

Background:

The 2040 Official Community Plan is built on 10 foundational Pillars, which together focus future growth within a Permanent Growth Boundary (PGB). This approach means that as Kelowna grows, it can do so in a way that is more environmentally and financially sustainable. The OCP also recognizes that future urban development may need to extend beyond the City's Permanent Growth Boundary at some point in the future by identifying a North Glenmore Sector Study as a long term OCP implementation action. This North Glenmore Sector Study would examine the need and opportunities for future development in the Sector to inform future OCP update processes. This study would be undertaken five to ten years after OCP adoption.

A group of landowners in the North Glenmore area, represented by their consultant Placemark, approached Council earlier in 2025 with a proposal to accelerate the initiation of the North Glenmore Sector Study, beginning later this year (see Attachment 1). As a response to this request, Council directed staff to explore initiating the Sector Study ahead of this timeline.

Previous Council Resolution

Resolution	Date
THAT Council directs staff to report to Council on initiating the North Glenmore Sector Development Study ahead of the long-term timeline identified in the Official Community Plan.	March 10, 2025

Discussion:

Bounded by McKinley Landing to the west, Highway 97 to the east, Lake Country to the north, and Quail Ridge and Glenmore Landfill to the south, the sector study area represents approximately 1,600 hectares of land (see Attachment 2). The area is made up largely of rural agricultural and rural residential lands but also includes parks and utilities (e.g McKinley Reservoir). Approximately 60% of the study area is within the Agricultural Land Reserve, or impacted by steep slopes, or used for parks or utilities or have significant environmental features requiring protection. Some lands within the proposed study area fall within the landfill impact buffer zone or fall under the Natural Environment Development Permit Area. Identifying where future development could take place would begin with a North Glenmore Sector Study.

What is a Sector Study?

A Sector Study is a scoping tool to look at opportunities for growth (including residential, employment and uses such parks and facilities, etc.) while understanding potential citywide implications of expansion prior to undertaking more detailed plans. The scope of such a study would involve evaluating the options, opportunities, challenges and risks at a high level to inform decisions on future direction before more detailed, resource intensive work like a Sector Plan or Area Structure Plan is completed.

The North Glenmore Sector Study would need to deliver the following:

- The identification of future growth nodes, with high level estimates of possible housing units, housing mix, employment lands opportunities and other supporting land uses;
- A summary of how growth in the Sector aligns or does not align with OCP's Ten Pillars and growth strategy, consistent with OCP Policy 16.1.2, which guides how amendments to the OCP are evaluated;
- An analysis of anticipated changes to travel behavior and identification of transportation improvements recommendations likely needed to service the sector;
- Anticipated utility infrastructure impacts and opportunities, including a ModelCity Infrastructure analysis of lifecycle costs;
- Identification of opportunities for new park land;
- A base understanding of potential environmental impacts in the sector;
- Engagement with community partners, including other property owners in the sector not represented by Placemark;
- Depending on the outcomes above, recommended updates to the Official Community Plan to signal more detailed future planning initiatives in the North Glenmore Sector. These may include but not be limited to amendments to OCP mapping, policies and implementation actions.

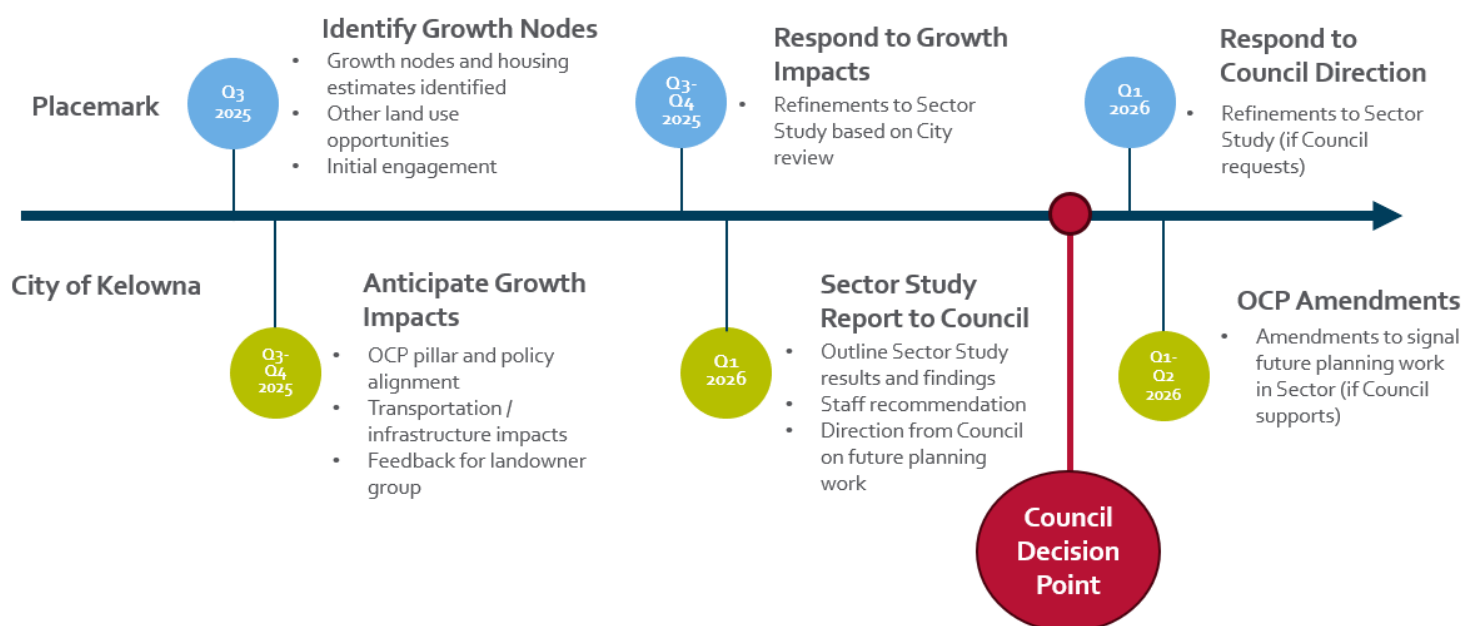
Process Options

Following Council's March 10, 2025 resolution, staff worked with Placemark to develop a recommended option that addresses both their aspirations for the timing of the Sector Study and staff resourcing and review considerations. Two options were developed and outlined below.

Option #1: Accelerated Sector Study. This option would see Council recognize that the North Glenmore Sector Study is needed to understand long term growth directions of the city and that emerging trends warrant this examination earlier in the OCP's lifespan. Council would direct staff to work with Placemark to deliver the Sector Study within one year. This study would inform future planning work in the sector and would provide Council with an opportunity to decide if more detailed planning efforts are needed at this time or if efforts should be focused in other areas.

A process for the Accelerated Sector Study is outlined in Figure 1, below. Placemark would identify proposed future growth areas in the Sector, estimate housing units by typology and identify other possible land uses including commercial areas or other employment lands. Staff would review these proposals and outline order-of-magnitude impacts on transportation, servicing and other infrastructure needs. From there, staff and the consultant would work together to refine the Sector Study, with staff bringing a Report to Council outlining the Sector Study and a recommendation as to how to proceed moving forward.

Figure 1: Proposed Accelerated Sector Study Process



Option #2: Existing OCP Implementation Timing. This option would see Council recognize that the North Glenmore Sector Study is needed to understand long term growth directions of the city, but that the study is best undertaken alongside a future OCP review process. Council would direct staff to include initiating the Sector Study at the early stages of a future OCP review. Following the legislative requirements of Bill 44, such reviews would need to be completed by December of 2030, 2035, 2040 and every five years after that. This means that the soonest that the Sector Study would be initiated would be 2028 if it were to be considered for the OCP update to be completed in 2030. Details on what that process would look like would be determined at that time.

Policy Considerations

Exploring future growth in the North Glenmore Sector represents a departure from OCP direction to focus the city's future growth within the Permanent Growth Boundary. The North Glenmore Sector

Study is identified as an OCP Implementation action however. By accelerating the timeline for its delivery several policy considerations must be taken into account:

- *Housing Capacity.* Based on a high BC Stats population projection of 232,000 by 2041, the OCP's revised growth scenario demonstrates that the City has the future land use and/or zoning to accommodate the 45,000 required housing units identified in the Housing Needs Assessment. The report also shared that based on Model City there is high development potential for an additional 30,000 residential units beyond this, alongside significant additional zoned capacity. As such, the Sector Study will consider how residential growth in North Glenmore could address OCP directions beyond simply providing more housing supply, such as anticipated travel demand shifts, construction timing, regional growth considerations and proximity to employment lands.
- *Employment Lands Opportunities.* The Regional District of Central Okanagan recently completed a Regional Employment Lands Inventory and Gap Analysis which outlined short- and long-term constraints on commercial, industrial and institutional lands in the region. While more refined analysis is required to have a fulsome understanding of the specific areas where deficits could be realized, the North Glenmore Sector study could evaluate the potential options for employment in this area as well as how growth could serve existing employment lands.
- *City-Wide Transportation and Infrastructure Servicing Impacts.* Previous ModelCity Infrastructure analyses of greenfield hillside neighbourhoods (including within the North Glenmore Sector) have concluded that growth in those areas is significantly more expensive to service than neighbourhoods in Urban Centres and the Core Area where the OCP focuses most growth. As the North Glenmore Sector is located outside of the PGB, understanding the impacts of providing additional transportation and infrastructure servicing is critical at this early stage. To understand how servicing this sector impacts the City's ability to address infrastructure needs in other existing neighbourhoods. The scale and density of potential land use proposals may result in impacts that are local, sector-specific, or city-wide. City staff would review land use proposals early to help define the appropriate scope and scale of transportation and infrastructure analysis to assess and guide the consultant's work in future stages of the Sector Study.

Resource Considerations

Accelerating the Sector Study has implications on staff resourcing and budgets, even when the process is led by an applicant. Staff time for the Sector Study would focus on scoping and initiating analysis to understand potential impacts (and benefits) of future growth in the sector compared to other growth areas, identifying high level implications for the transportation and infrastructure network, reviewing materials provided by Placemark, writing and delivering Reports to Council, and crafting amendments to the OCP should Council ultimately support moving forward with future planning work, as outlined in Figure 1.

Staff time would be required across multiple departments (approximately 1 – 1.5 FTE) as well as consultant support to assist with infrastructure analysis over the next year. This will impact initiatives such as Urban Centre planning, employment lands planning and the accelerated delivery of transportation and infrastructure projects. However, impacts to existing projects will be mitigated, but not eliminated, with a combination of the following approaches:

- *Sector Study Scoping:* To reduce the impact of the Sector Study on existing projects, the focus of the study would be on high level, order-of-magnitude impacts of growth to inform future decision making, as outlined in this report. This is a different approach that a more detailed

technical analysis usually taken with more focused plans, such as Area Structure Plans, for example. This would reduce the time required for staff to advance the study.

- **Additional Resources:** Additional resources to assist staff in this study would mitigate the impacts on existing priority projects. The consultant has indicated a willingness to provide funding for the additional resourcing to accelerate the Sector Study while mitigating the impact on established work plans and projects. The details of this funding would be resolved early in the process.

Recommended Option

The recommendation to accelerate the North Glenmore Sector Study as outlined in Option #1 considers that there are impacts and opportunities to be balanced. Initiating the Study sooner will require the reprioritization of existing work. It also means that growth in the Sector would be explored outside of a comprehensive OCP Update process. However, on balance, Option #1 is recommended for the following reasons:

- It provides greater clarity on the location, scale and impact on OCP directions of development opportunities in the North Glenmore Sector sooner;
- It provides an opportunity to explore the viability of other land uses in the Sector, informing upcoming employment lands initiatives;
- It provides an order-of-magnitude understanding of the scale of transportation and infrastructure servicing considerations sooner, informing future planning work;
- It allows Council to support or not support more detailed planning work in the North Glenmore Sector prior to more significant efforts on the part of staff and the consultant.

Conclusion:

Exploring future growth in the North Glenmore Sector represents a change from current OCP direction, which focuses the city's future growth within the Permanent Growth Boundary, meaning that it must be considered carefully with a clear understanding of impacts on the city's growth as a whole. The proposed North Glenmore Sector Study process aims to build an understanding of the possible capacity for growth in the sector, where such growth could be located, and order-of-magnitude impacts (and benefits) to Kelowna's growth strategy and infrastructure. When the Sector Study is complete, Council will be positioned to make informed decisions about the scope and timing of future planning efforts in the area.

Internal Circulation:

Climate Action & Environmental Stewardship
 Communications
 Data Services & Analytics
 Development Engineering
 Development Planning
 Housing Policy & Programs
 Infrastructure Delivery
 Integrated Transportation
 Parks Planning & Design
 Real Estate
 Strategic Transportation Planning
 Utility Planning

Considerations applicable to this report:

Existing Policy:

2040 Official Community Plan

- **OCP Pillar: Stop planning new suburban neighbourhoods.** Imagine Kelowna focuses on limiting urban sprawl and growing in a way that is more environmentally and financially sustainable. In recognition of this goal, the Official Community Plan signals that suburban neighbourhoods already approved will continue to grow into more complete communities but no new suburban neighbourhoods would be considered.
- **Policy 8.4.1 Intensification of Rural Lands.** Do not support urban uses on lands outside the Permanent Growth Boundary except for as permitted by the 2040 OCP Future Land Use Designations in place as of initial adoption of the 2040 OCP Bylaw.
- **Policy 16.3.1. OCP Implementation Actions.** Use Figure 16.1: Implementation Actions and Map 16.1 to guide the timing and resourcing of OCP implementation actions, with due recognition of available budget and other work planning considerations.
 - **Table 16.1 Implementation Actions Action #26:** Undertake a North Glenmore Sector Development Study to inform future OCP update processes. (action identified as a Long Term implementation, 5 – 10 years after the OCP's adoption)

Financial/Budgetary Considerations:

The North Glenmore Sector Study would be undertaken in part with a financial contribution for additional resources as outlined in this report.

Consultation and Engagement:

The North Glenmore Sector Study is a technical exercise to evaluate opportunities, challenges and risks at a high level to inform decisions on future direction before more detailed, resource intensive, work is completed. Following the Sector Study, should direction be given to proceed, a robust public engagement strategy would be included as part of that work.

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Communications Comments:

Submitted by:

R. Miles, Long Range Planning Department Manager

Approved for inclusion: R. Smith, Divisional Director, Planning Climate Action & Development Services

Attachments:

Attachment 1: Letter to Council from Placemark dated February 20, 2025

Attachment 2: North Glenmore Sector Boundary