

Report to Council



Date: June 9th, 2025

To: Council

From: City Manager

Subject: 2024 Progress Report for the Official Community Plan and Transportation Master Plan

Department: Long Range Planning; Integrated Transportation

Recommendation:

THAT Council receives, for information, the report from Long Range Planning and Integrated Transportation, dated June 9th, 2025, with respect to the 2024 Progress Report for the 2040 Official Community Plan and 2040 Transportation Master Plan.

Purpose:

To provide Council with the third 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 of the two plans included significant public and stakeholder engagement 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. 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:

In 2022, staff introduced the reporting process and baseline data for both the OCP and TMP, with the first report delivered in 2023. This third report aims to continue the story of how quickly we are making progress toward the Official Community Plan's Pillars and Growth Strategy and the Transportation Master Plan's 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 is required to update the 2040 OCP sooner than anticipated (by December 2025), which may impact the timing and focus of future reports.

This Council report summarizes the findings of the third 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 third 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 are 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 are 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 its OCP and TMP online dashboards as part of the 2024 OCP/TMP Progress Report. These dashboards provide an interactive opportunity for the public and Council to easily review the status of each indicator, why it is important, what actions are underway, and what's next.

2024 Key Themes

The results of the 2024 OCP/TMP Progress Report indicate strong positive trends in where our growth is 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 2024 OCP and TMP Progress Reports are summarized below:

- Building permits for new homes has slowed compared to recent years
- Most activity remains in the Urban Centres and Core Area, consistent with recent years and OCP directions. While some Urban Centres, like Downtown and Pandosy, have seen building permits slow significantly over recent years, Capri Landmark, Midtown and Rutland continue to steadily deliver more housing, with economic factors being more favourable for low rise apartments.
- High building permit numbers are shifting to high occupancies as larger apartment projects are completed. Occupancy permit unit numbers rose over 80 per cent compared to 2023, with most

units being apartments located in the Core Area and Urban Centres, particularly Downtown and Pandosy.

- The share of ground-oriented multi-unit housing, known as the missing middle, experienced a significant decline in occupancy in 2024 (dropping from about 22 per cent last year to about 10 per cent). Strong building permit approvals in 2024 will likely result in increased occupancies in 2026-2027. The future impacts of Bill 44 will be monitored in the coming years to determine the extent to which it affects this type of housing supply.
- Housing tenure also saw a shift in the last year, with rental housing increasing from nearly 26% in 2023 to almost 51% as many rental units got occupied in 2024.
- The office vacancy rate continues to rise, reaching 8.8 per cent, primarily due to the completion of the Bernard Block in Downtown, which added significant office space to our inventory. Meanwhile, industrial vacancy increased substantially to 5.6 per cent in part due to new inventory being onboarded alongside softening demand.
- 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 third time since the adoption of the OCP.
- Alongside rapid population growth, transit ridership reached new records in 2024, with 6.4 million boardings. This surpassed pre-pandemic levels and is up from 6.1 million in 2023. Nearly 4.8 per cent of all trips taken on a typical fall weekday were completed by transit (compared to 3.4 per cent in 2018), with ridership growth driven by youth and young adults (those 5 to 24 years old). The highest-performing routes served the Core Area and Urban Centres.
- Vehicle travel times increased modestly in 2024, particularly during the afternoon peak, but remained relatively stable overall given Kelowna's rapid population growth. During the same period, fuel sales per person declined and vehicle ownership remained steady overall with an uptake of electric and hybrid vehicles (3.1 and 4.5 per cent of all personally owned vehicles respectively).
- Trips by bike continue to trend upward. In 2024, Kelowna saw 6.4 million trips by bike, a 42 per cent increase since 2018. This growth reflects increased network connectivity and the rising popularity of e-bikes. Kelowna remains on track toward the TMP goal of quadrupling bike trips by 2040.
- Injury collisions decreased by 22 per cent in recent years (from 1,600 in 2018 to 1,284 in 2023). This includes fewer injuries for people walking and biking, indicating that recent investments in accessible, all-ages infrastructure and safety measures such as Smart Right turns are contributing to safer streets.
- Innovation and new technologies are helping reduce congestion and emissions. In 2024, shared e-scooters and e-bikes replaced an estimated 556,000 vehicle kilometres and prevented 109 tonnes of CO₂ emissions. As of the spring 2025, more than 1.6 million shared micromobility trips have been made in Kelowna since the program inception in 2021.

Implementation Actions

Putting the plans into action requires significant efforts beyond adoption and endorsement. In total, 68 actions were identified in the OCP and 130 actions were identified in the TMP to be implemented over

the 20 year span of these plans. These actions have been recommended to ensure the city achieves the vision outlined in these plans.

The following table summarizes the status of OCP and TMP implementation actions. Almost three quarters 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.

Implementation Action Update				
	Ongoing	Complete	In Progress	Not Initiated
2040 OCP	16	11	26	15
2040 TMP	22	18	51	39
TOTAL	38	29	77	54

Implementation Actions Highlights:

- The North End Plan (OCP Action 20) is complete, providing guidance to future growth in the neighbourhood, including the Mill Site Area Redevelopment Plan.
- Thriving Urban Centres, 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, was delivered earlier this year, and the Urban Centres Dashboard and Future Directions Report are being developed and expected for Summer 2025.
- The new Heritage Conservation Area Guidelines (OCP Action 48) have been developed and presented to Council, with a Public Hearing scheduled. The project has been adapted to align with Bills 44 and 47.
- The North Glenmore Sector Study has been initiated (Action 26).
- The Climate Resilient Kelowna Strategy and Sustainable Urban Forestry Strategy have been completed (OCP Actions 4 and 8).
- Delivered an interim Housing Needs Assessment to comply with Bill 44 (Action 41). This report was followed by a Housing Action Plan, delivered in January 2025.
- Delivered proposed direction on Tenant Protection Policies, with final policies and bylaws to be delivered later in 2025 (Action 42).
- The Transportation Accelerator Program (TAP) helped advance several high-priority TMP road projects through planning and design. These include:
 - Frost Road Extension (Killdeer Road to Chute Lake Road) – 500m road extension and roundabout (TMP Action 58)
 - Burtch Road Extension (Byrns Road to KLO Road – 1.2 km of arterial road extension including ATC and intersection improvements) (TMP Action 50, 93)
 - Hollywood Road Extension (John Hindle Drive to Sexsmith Road) – 2.2km of arterial road extension including intersection improvements (TMP Action 63, 64)

- Glenmore Road (Union Road to Galiano Road) - road upgrades (TMP Action 59) and the addition of walking & cycling facilities (TMP Action 103)
- Lakeshore 2,3,4,5 (Lanfranco Road to Dehart Road – 4km of urbanization, access upgrades and extension of existing ATC (TMP Actions 72,83, 115-117)
- Richter Street was selected as the preferred alignment for future rapid transit service through the Pandosy–Richter Corridor Study (TMP Action 24), initiated in 2024. The study, expected to conclude this year, is evaluating how to gradually introduce higher-order transit along the corridor and will identify the necessary right-of-way and policy steps needed to protect the corridor for future implementation.
- Transit service delivery reached a new high of 173,000 service hours. Route 98 Rutland/UBCO Express came in at introductory service levels to provide more direct and rapid service between UBC Okanagan, Rutland, and Downtown. Route 84 Academy Way was introduced based on demand connecting residential areas to UBCO. Additionally, mid-day and weekend service increased on the frequent transit network Routes (1, 5, 8, 10, and 11) (TMP Action 27). Service improvements came in on Rutland Local Area Transit Plan (TMP Action 47). The launch of the Umo electronic fare system also modernized transit payments, making it easier for people to access and use the system.
- Key connections in the all-ages and abilities (AAA) active transportation network were completed, including:
 - Sutherland Active Transportation Corridor (ATC) from Ethel Street to Parkinson Recreation Centre (TMP Actions 127-129)
 - Leckie ATC, linking the Okanagan Rail Trail to the Mission Creek Greenway (TMP Action 99)
 - Glenmore Road Multi-Use Pathway (MUP) between Dallas Road and Kane Road/Ballou Road (TMP Action 105)
 - In June 2025, the Bertram Multi-Use Overpass will open and which provides a safe, comfortable crossing over Highway 97 for pedestrians and cyclists (TMP Action 98)

Conclusion

This 2024 OCP/TMP Progress Report marks the third 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.

Internal Circulation:

Planning & Development Services
Partnerships & Investment
Real Estate
Development Planning

Corporate Strategic Services
 Active Living and Culture
 Parks and Buildings
 City Clerk
 Communications

Considerations applicable to this report:

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.

Considerations not applicable to this report:

Legal/Statutory Procedural Requirements

Communications Comments

Submitted by: Ahmed Mustafa, Planner Specialist, Long Range Planning
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Approved for inclusion: Mac Logan, General Manager, Infrastructure
 Brittany Hallam, Department Manager, Integrated Transportation
 Robert Miles, Department Manager, Long Range Planning

Attachment:

Attachment 1: 2024 Official Community Plan and Transportation Master Plan Implementation Actions.