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**CITY OF KELOWNA**  
**MEMORANDUM**

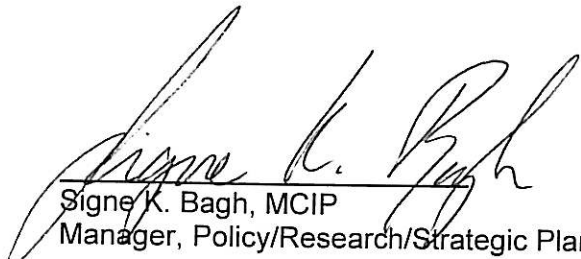
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**Date:** November 23, 2007  
**File No.:** 0540-20  
**To:** City Manager  
**From:** Manager, Policy/Research/Strategic Planning  
**Subject:** OCP Review Terms of Reference and Growth Strategy Information

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Planning staff have requested time on December 3<sup>rd</sup> to have a 'workshop' discussion with Council on the OCP Review Terms of Reference and the OCP Growth Strategy. The attached drafts will be the subject of discussion. We are circulating the material in advance (please see attached) to give Council maximum opportunity to review the material and be prepared for discussion.

Submitted by:

  
Signe K. Bagh, MCIP  
Manager, Policy/Research/Strategic Planning

Attachments:  
OCP Draft Terms of Reference  
OCP Growth Strategy Discussion Paper



# **Official Community Plan**

## **Population and Housing Projections Discussion Paper**

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This discussion paper is intended to consider the scope and makeup of future population within the City of Kelowna. The discussion is intended to assist in formulating the basic population component of the OCP. The information is derived from historic census data, demographic data prepared by BC Stats (Ministry of Labour and Citizens' Services) and work undertaken by Policy, Research and Strategic Planning staff of the City of Kelowna. Trend analysis generates some of the assumptions used to establish City of Kelowna population and housing projections.

"Projections do not give a precise statement of what the future will bring, but rather, they provide information about what might happen under a set of stated circumstances".<sup>(1)</sup> Projections can be established for a given set of circumstances (assumptions) or a desired future community vision. Projections provide an opportunity for action to influence the future outcome to match the vision or to "avoid a future that may not be desirable".<sup>(2)</sup>

Projections are intended "to capture the nature and magnitude of the directions of change"<sup>(3)</sup> in order to predict the influence on a multitude of activities. The primary purpose for the City of Kelowna OCP is to project the nature and scope of facilities and services that will be needed to accommodate future housing, commercial and industrial demand, and plan for related service and utility requirements.

Change in housing demand is largely determined by demographics (population totals, age distribution, and family structure) and socio-economics (household income, lifestyle and age specific housing preferences).

### **Historic Population Growth**

Over the thirty years from 1976 - 2006, the City's population has grown at an average annual growth rate of 2.6%. As a result, the population more than doubled from 50,000 in 1973 (after amalgamation) to 106,707 at the May 2006 Census. Current population is estimated at 109,545 as of mid 2007, based on the annual average of 2.16% growth between 2001 and 2006.

Average growth rates disguise short-term fluctuations. In reality, Kelowna has, since 1973, seen times of incredibly rapid growth and times of much slower growth. In the early 1990s, the population in Kelowna grew at an annual rate of 6%. Kelowna was, at that time, one of the most rapidly growing communities in Canada. Such growth is rarely sustained over protracted time periods. More recently, growth slowed to approximately 2% per annum through the mid to late 1990's and have rebounded to much stronger growth since 2003. Although recent growth rates are slower than they were during the early 1990s, they are much higher than they were during the early 1980s, when population increased at a rate of only 0.7% per year (1981-1986).

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(1) David Baxter, Andrew Ramlo, Elana Rosenberg; Housing the Central Okanagan Regional District's Future Population: Demographics and Demand, 1996 to 2026; Urban Futures Institute and The Land Centre, 1998 – Page 2.

(2) Ibid. – Page 2.

(3) Ibid. – Page 3.

**City of Kelowna  
Population Data (1981 – 2006)**

| <b>Year</b>                      | <b>1981</b>   | <b>1986</b>   | <b>1991</b>   | <b>1996</b>   | <b>2001</b>   | <b>2006</b>    |
|----------------------------------|---------------|---------------|---------------|---------------|---------------|----------------|
| Population under 15 years of age | 19 %          | 18 %          | 19 %          | 18 %          | 17 %          | 15.4 %         |
| Population over 65 years of age  | 16 %          | 18 %          | 19 %          | 18 %          | 19 %          | 19.5 %         |
| Male / female distribution (%)   | N / A         | 48 / 52       | 48 / 52       | 48 / 52       | 48 / 52       | 48 / 52        |
| Average persons per family unit  | 3.0           | 2.8           | 2.8           | 2.8           | 2.8           | 2.7            |
| Average persons per household    | 2.7           | 2.5           | 2.4           | 2.4           | 2.3           | 2.3            |
| <b>Total Kelowna Population</b>  | <b>59,196</b> | <b>61,213</b> | <b>75,950</b> | <b>89,442</b> | <b>96,288</b> | <b>106,707</b> |

*Source: Statistics Canada: Census 1981, 1986, 1991, 1996, 2001, 2006*

**City of Kelowna  
Population Profile by Sector (2006)**

|                                    | <b>under 15 years</b> | <b>15 - 64 years</b> | <b>65 years and over</b> | <b>Average Household Size</b> |
|------------------------------------|-----------------------|----------------------|--------------------------|-------------------------------|
| Sector 1 McKinley                  | 16.5 %                | 74.4 %               | 9.1 %                    | 2.33                          |
| Sector 2 Highway 97 North          | 13.9 %                | 72.5 %               | 13.6 %                   | 1.99                          |
| Sector 3 Glenmore/Clifton/Dilworth | 17.5 %                | 65.7 %               | 16.8 %                   | 2.48                          |
| Sector 4 Central City              | 9.3 %                 | 63.5 %               | 27.2 %                   | 1.77                          |
| Sector 5 Rutland                   | 17.4 %                | 66.8 %               | 15.8 %                   | 2.47                          |
| Sector 6 Belgo/Black Mountain      | 20.0 %                | 71.0 %               | 9.0 %                    | 2.82                          |
| Sector 7 South Pandosy/K.L.O.      | 8.7 %                 | 56.8 %               | 34.5 %                   | 1.90                          |
| Sector 8 Southeast Kelowna         | 18.4 %                | 66.3 %               | 15.3 %                   | 2.70                          |
| Sector 9 North Mission/Crawford    | 20.5 %                | 67.2 %               | 12.3 %                   | 2.63                          |
| Sector 10 Southwest Mission        | 22.2 %                | 68.1 %               | 9.7 %                    | 2.59                          |
| <b>City Average</b>                | <b>15.4 %</b>         | <b>65.1 %</b>        | <b>19.5 %</b>            | <b>2.24</b>                   |

*Source: Statistics Canada, Census 2001*

The recent influx of seniors has contributed to increased employment in the health care and service sectors. This increased employment brings more families, possibly part of the reason why there are more children under the age of 19 than there are seniors over 65, as indicated in the Age Distribution tables on the next page.

## Age Distribution:

### Regional District of Central Okanagan

| Census Year / Age | 0 – 19 | 20 – 64 | 65 +   | Total |
|-------------------|--------|---------|--------|-------|
| 1981              | 29.5 % | 56.2 %  | 14.3 % | 100 % |
| 1986              | 26.2 % | 57.1 %  | 16.7 % | 100 % |
| 1991              | 25.3 % | 57.4 %  | 17.3 % | 100 % |
| 1996              | 25.0 % | 57.9 %  | 17.1 % | 100 % |
| 2001              | 24.3 % | 57.2 %  | 18.5 % | 100 % |
| 2006              | 22.4 % | 58.6 %  | 19.0 % | 100 % |

Source: Statistics Canada: Census 1981, 1986, 1991, 1996, 2001, 2006

### City of Kelowna

| Census Year / Age | 0 – 19 | 20 – 64 | 65 +   | Total |
|-------------------|--------|---------|--------|-------|
| 1981              | 28.7 % | 55.3 %  | 16.0 % | 100 % |
| 1986              | 25.6 % | 56.4 %  | 18.0 % | 100 % |
| 1991              | 24.3 % | 56.6 %  | 19.1 % | 100 % |
| 1996              | 24.4 % | 57.2 %  | 18.4 % | 100 % |
| 2001              | 23.5 % | 57.3 %  | 19.2 % | 100 % |
| 2006              | 21.8 % | 58.7 %  | 19.5 % | 100 % |

Source: Statistics Canada: Census 1981, 1986, 1991, 1996, 2001, 2006

## Current Status

The City of Kelowna population grew from 96,288 in 2001 to **106,707** in 2006 for an overall growth of 10.8 % (average annual growth rate of 2.16 %). These numbers do not include people living on First Nations' land. The mid-2007 population estimate for the City of Kelowna is approximately 109,500. City of Kelowna 2006 Census population is 66 % of RDCO population.

The Regional District of Central Okanagan (including the City of Kelowna) grew from 147,739 in 2001 to **162,276** in 2006 for an overall growth of 9.8 % (average annual growth rate of 1.96 %). The mid-2007 population estimate for RDCO is approximately 165,500.

### 2006 Census Population by City Sector

| Sector #     | Name                          | People         |
|--------------|-------------------------------|----------------|
| 1            | McKinley                      | 679            |
| 2            | Highway 97 North              | 1,934          |
| 3            | Glenmore / Clifton / Dilworth | 20,288         |
| 4            | Central City                  | 21,137         |
| 5            | Rutland                       | 26,269         |
| 6            | Belgo / Black Mountain        | 4,033          |
| 7            | South Padosy / KLO            | 12,841         |
| 8            | Southeast Kelowna             | 6,084          |
| 9            | North Mission / Crawford      | 7,636          |
| 10           | Southwest Mission             | 5,806          |
| <b>Total</b> |                               | <b>106,707</b> |



## Population Projections

Future growth estimates cannot be based solely on past patterns - especially where history has provided growth patterns as capricious as those in Kelowna. Instead, planners must base their predictions on circumstances and trends that can be reasonably foreseen. Fortunately, some information can be forecasted quite reliably. For example, we know that, apart from migration, Kelowna will not contain any more 19-year olds next year than we have 18-year olds in place today. We know that, if we remain alive, we will all be a year older next year than we are today. This logic is helpful in forecasting the age distribution of future populations. To complete the task of forecasting requires us to also account for natural increase (births) and decrease (deaths). Applying estimated birth and death rates to the existing population can do this reasonably well. Natural increase/decrease and aging explain part of future population statistics, but not all. Migration is perhaps the most important component. Some residents will move away, and others will take their place. Migration figures will have significant bearing on future population numbers. Accurately predicting future migration is difficult. Migration will be affected in unpredictable ways by economic, business, and resource cycles as well as by government policies.

BC Statistics has prepared population projections for each of the Province's Regional Districts. These projections (P.E.O.P.L.E. August, 2007) suggest that the Regional District of Central Okanagan will, over the next twenty-four years, grow at an average annual rate of **1.34 %**. This would, by 2030, result in a regional population of approximately 233,300 (an increase of approximately 71,000 or 44 % from 2006).

The Province's population projections are based on assumptions such as declining birth rates, increasing death rates (aging of the "Baby Boomers"), increasing life expectancy and migration of retirees from the rest of the country.

Absolute growth in population will be accompanied by a changing pattern of the age structure of the Region's population growth as the Boomers age through the life cycle, and are replaced by a smaller post-Boom generation. As the baby boomer bulge ages there will be a rapid increase in the number of people in the 45 and older age groups for the next 25 years (natural increase plus in-migration of older retired people attracted by Central Okanagan climate, lifestyle, and amenities).

Age groups above 40 will increase more than the projected 70% regional average (aging plus migration), while the age groups under 40 will increase less than the projected regional average (migration but with a declining birth rate). As the population ages and retires there will be room in the labour force that will attract younger migrants in the later time periods.

The 40 - 64 age group increased faster before 2006 as the last of the Baby Boomers grew into this group. Growth will still occur after 2006, bolstered by migration, but at a slower rate. The 65 and over age group will increase slower before 2011, but significantly faster after 2011 as the leading edge of Baby Boomers enters this age. The projected higher death rates in age groups over 65 will be modified slightly by increased life expectancy. Growth in the 20 - 39 age group will occur mostly in the 2006 - 2014 time frame, primarily due to migration replacing retiring Baby Boomers. The 0 - 19 age group will grow after 2011 as those migrants have children. The growth of UBC Okanagan and Okanagan College will also create a significant increase in the 19 - 24 age group as course expansion and enrollment increases.

Death rates will continue to increase and birth rates will continue to fall. Beginning in 2011 it is projected that for the first time death rates will be higher than birth rates and will increase over time due to the bulge of 65+ people. Population growth in Kelowna will occur as a result of both natural increase and migration of retirees prior to 2011. Migration alone will be the determinant of growth beyond 2011 due to retirees and younger labour force migrants. Although growth rates are trending down the absolute growth numbers will tend to be relatively stable in the short term, before the downward trend becomes more pronounced in later time periods.

A greater level of amenities and services will continue to attract seniors to the City. Continued economic growth will attract working age people to new jobs and jobs vacated by retirees. A short term increase in young adults will result from students attending UBCO and OC. This growth may be balanced by significant employment and residential growth (due to improved access/new bridge) on the Westside, particularly on First Nations lands. The historic percentage (65% - 68%) of **City vs. Regional population** would likely continue for the foreseeable future.

The Regional District contains areas, outside of Kelowna, in which growth will be limited by topography, ALR considerations, and lack of infrastructure. Given the higher level of urban services and education opportunities in Kelowna, it is likely that City growth rates to 2030 will be very similar to projected regional rates (BC Stats projected rate of 1.34 %) but slightly higher. A blend of historical City of Kelowna growth rates and BC Stats projected growth rates could provide for an annual average growth rate of 1.55 % that would generate a 2030 population of approximately 158,000 (67.8% of the Regional total). A 68 % share seems reasonable given historical trends and the likelihood of a distribution of people that recognizes greater amenities in the City balanced by increased employment and economic opportunity on the Westside.

For projection purposes, Kelowna has therefore used an average annual growth rate of 1.55 % (over 24 years). That growth rate would translate into 51,335 new residents. On that basis, Kelowna's population in the year 2030 would be 158,042.

#### **Regional District of Central Okanagan - Projected Age Distribution:**

| <b>Year / Age</b>  | <b>0 – 19</b> | <b>20 – 39</b> | <b>40 – 64</b> | <b>65 +</b> | <b>Total</b> |
|--------------------|---------------|----------------|----------------|-------------|--------------|
| <b>2006 Census</b> | 22.4 %        | 22.6 %         | 36.0 %         | 19.0 %      | 100 %        |
| <b>2010</b>        | 20.2 %        | 25.3 %         | 35.6 %         | 18.9 %      | 100 %        |
| <b>2015</b>        | 19.1 %        | 25.6 %         | 35.1 %         | 20.2 %      | 100 %        |
| <b>2020</b>        | 18.5 %        | 25.0 %         | 34.8 %         | 21.7 %      | 100 %        |
| <b>2025</b>        | 18.2 %        | 23.2 %         | 35.0 %         | 23.6 %      | 100 %        |
| <b>2030</b>        | 17.8 %        | 21.8 %         | 35.0 %         | 25.4 %      | 100 %        |

*Source: BC Statistics Regional Population Projection (P.E.O.P.L.E. 32, August 2007)*

#### **City of Kelowna - Projected Age Distribution:**

| <b>Year / Age</b>  | <b>0 – 19</b> | <b>20 – 39</b> | <b>40 – 64</b> | <b>65 +</b> | <b>Total</b> |
|--------------------|---------------|----------------|----------------|-------------|--------------|
| <b>2006 Census</b> | 21.8 %        | 24.2 %         | 34.5 %         | 19.5 %      | 100 %        |
| <b>2010</b>        | 20.0 %        | 25.1 %         | 33.9 %         | 21.0 %      | 100 %        |
| <b>2020</b>        | 18.2 %        | 25.8 %         | 32.7 %         | 23.3 %      | 100 %        |
| <b>2030</b>        | 16.6%         | 26.3 %         | 31.5 %         | 25.6 %      | 100 %        |

## Future Trends

### Aging

- baby boomers moving toward older cohorts plus increased life expectancy and migration of seniors

### Family Size

- smaller family sizes – fewer children
- couples having children later in life

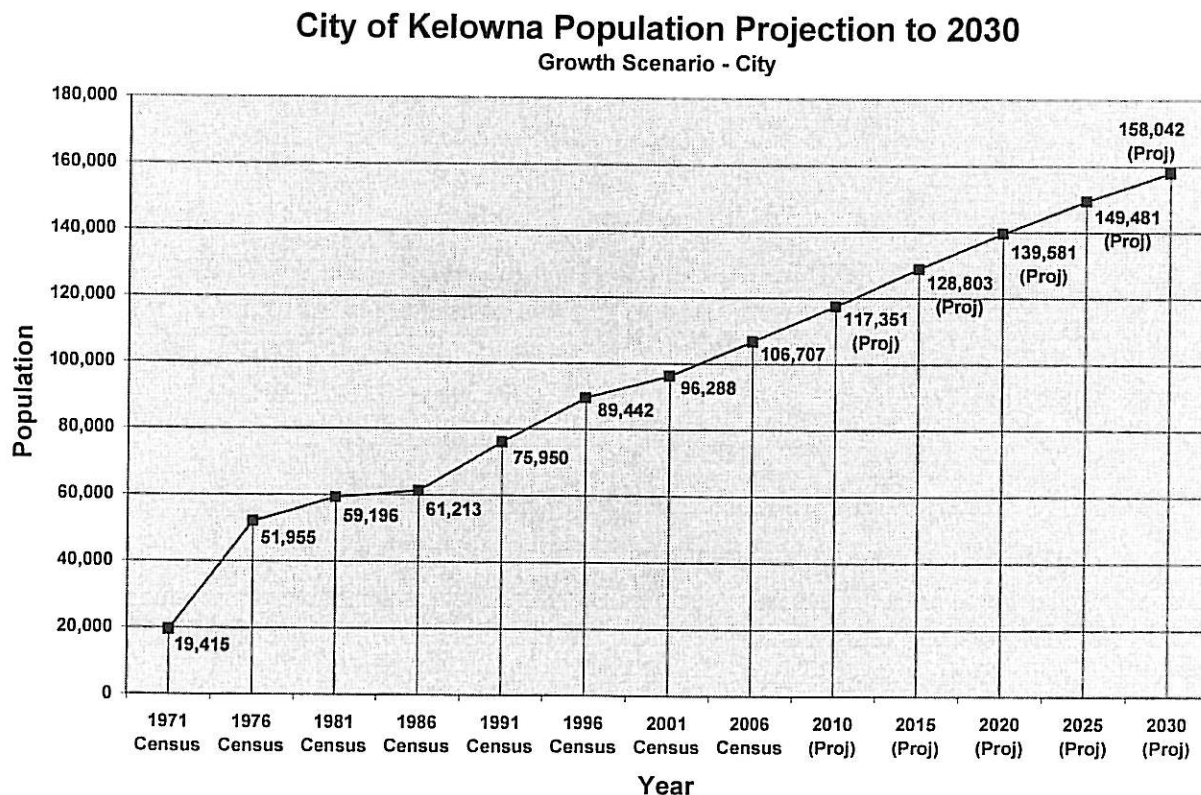
### Family Structure

- more non-traditional families
- increasing single parents will tend to lower average household size
- smaller family size will tend to lower average household size
- tendency to smaller family sizes and lower average household sizes will be tempered by blended families, sharing, and elderly dependency

### Economics

- affluence of retirement community may impact housing choice
- fixed income seniors and low wage earners will continue to demand more affordable housing
- many households will need to rent out rooms or have secondary suites to be affordable (students etc.)

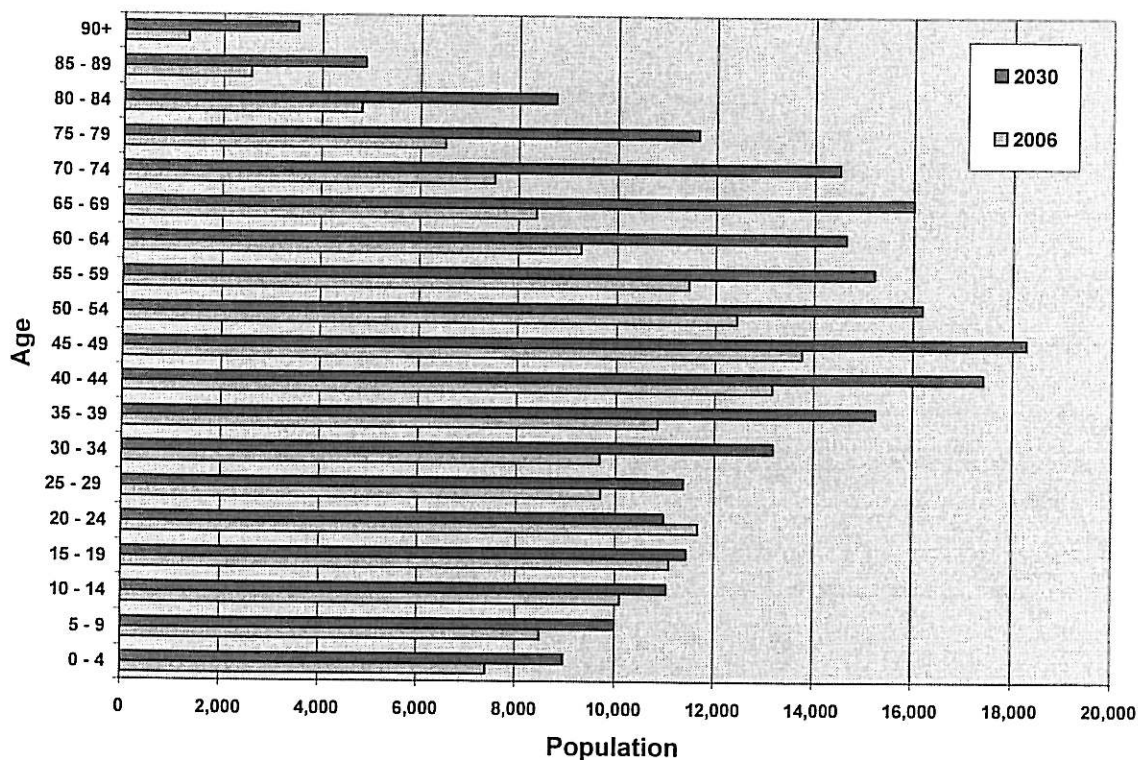
The following graph shows a combination of the historical growth and the projected growth to the 2030 time frame. 1971 to 2006 figures are Statistic Canada Census numbers.



As shown above, Kelowna's total population is expected to increase substantially. Increases will be experienced within all age groups. The increases in the older age groups will, however, be far more substantial than increases in the younger age groups. It should also be remembered that although the graph on the previous page indicates a fairly straight line trend, primarily as a function of averaging the growth rate, there will be fluctuations in that growth rate over time that in some instances might be quite volatile.

The graph below shows the expected age distribution of the Regional District of Central Okanagan population for both 2006 and 2030. Although estimates are not available for Kelowna specifically, it is expected that Kelowna's demographic profile will generally closely mirror that shown for RDCO. A notable exception may be in the youngest and oldest age brackets. Kelowna may house a somewhat higher proportion of senior citizens as a result of that population's desire for readier access to services and facilities more likely to be found in Kelowna. Families with children may choose more peripheral low-density neighbourhoods, including areas outside Kelowna. However, post-secondary students in the age group 19 – 24 will more likely be attracted to City of Kelowna housing due to proximity to UBC Okanagan and Okanagan College campuses.

**Age Breakdown for RDCO Population (2006 and 2030)**



Source: B.C. Statistics Regional District Population Projection (PEOPLE 32 – August 2007)



Growth in the time frame of 2006 – 2014 will be in the form of students attending UBC Okanagan and Okanagan College, younger (aged 20 – 39) migrants replacing retiring baby boomers and continuing retirement and resort lifestyle migrants. The downward trend of younger age groups will be moderated after 2011 as these migrants have children. As more elderly people die, there will be a gradual replacement of these people with younger migrants, particularly after 2011.

Growth rates were determined by using short term rates based on recent Census trends and longer term rates based on BC Stats projections. The BC Stats growth rates for the region were moderated to reflect trends applicable within the City. The numbers were then averaged into five year increments, primarily to simplify the math.

- 5 Year Compound Growth Rates: 2008 - 2010 @ 2.03 %  
2011 - 2015 @ 1.82 %  
2016 - 2020 @ 1.58 %  
2021 - 2025 @ 1.32 %  
2026 - 2030 @ 1.10 %

Although the general trend in household size is down, based on a decline in overall birth rates, an increase in death rates, and increase in divorce, this trend will likely be moderated by an increase in blended families, sharing and elderly dependency. There would be an expectation that City of Kelowna average household size would be slightly lower than regional numbers due to a higher proportion of seniors, some in single person households.

- 5 Year Average Household Sizes: 2006 - 2010 @ 2.26 persons per unit  
2011 - 2015 @ 2.20 persons per unit  
2016 - 2020 @ 2.16 persons per unit  
2021 - 2025 @ 2.14 persons per unit  
2026 - 2030 @ 2.11 persons per unit

- 24 Year Average Household Size – **2.18 persons per unit**  
(BC Stats projection for RDCO is for an average household size of 2.23.)

Assuming the 5-year incremental growth rates and average household occupancy as noted above, the projected population and housing requirements from 2008 to 2030 (inclusive) would be 51,335 new people for a total of 158,042 people and an additional housing requirement of 20,876 units.

An analysis of recent building permit issuances indicates that there were approximately 500 units of apartment hotel construction in the last five years (averaging 100 units per year). Assuming this trend continues (based on outside economic forces such as oil revenues in Alberta) there could be an additional need for 2,200 resort / apartment hotel units over and above units required to house population growth. These units are calculated separately in order to provide the opportunity, should economic conditions change, to drop them from the growth strategy without recalculation of other housing needs.

It also should be noted that the current OCP growth strategy to the year 2020 projected the City population to be 153,222. This next growth strategy to the year 2030 would add approximately 5,000 new people beyond the 2020 number, which, based on current household size averages would only require an additional 2,300 housing units.

## Population and Housing Estimates to 2030

| <b>Population</b> |          | <b>New<br/>Population</b> | <b>New Units</b> | <b>SU(50%)</b> | <b>MU(50%)</b> | <b>Resort<br/>MU</b> |
|-------------------|----------|---------------------------|------------------|----------------|----------------|----------------------|
| 2006 - 106,707    | x 2.70 % | 2838                      |                  |                |                |                      |
| 2007 - 109,545    | x 2.90 % | 3139                      |                  |                |                |                      |
| 2008 - 112,684    | x 2.10 % | 2366                      | 1047             | 523            | 524            | 100                  |
| 2009 - 115,050    | x 2.00 % | 2301                      | 1018             | 509            | 509            | 100                  |
| 2010 - 117,351    | x 2.00 % | 2347                      | 1039             | 520            | 519            | 100                  |
| <b>Subtotal</b>   |          | <b>12,991</b>             | <b>3,104</b>     | <b>1,552</b>   | <b>1,552</b>   | <b>300</b>           |

| <b>Population</b> |          | <b>New<br/>Population</b> | <b>New Units</b> | <b>SU(45%)</b> | <b>MU(55%)</b> | <b>Resort<br/>MU</b> |
|-------------------|----------|---------------------------|------------------|----------------|----------------|----------------------|
| 2011 - 119,698    | x 1.90 % | 2274                      | 1034             | 465            | 569            | 100                  |
| 2012 - 121,972    | x 1.90 % | 2317                      | 1053             | 474            | 579            | 100                  |
| 2013 - 124,289    | x 1.80 % | 2237                      | 1017             | 458            | 559            | 100                  |
| 2014 - 126,526    | x 1.80 % | 2277                      | 1035             | 466            | 569            | 100                  |
| 2015 - 128,803    | x 1.70 % | 2190                      | 995              | 448            | 547            | 100                  |
| <b>Subtotal</b>   |          | <b>11,295</b>             | <b>5,134</b>     | <b>2,311</b>   | <b>2,823</b>   | <b>500</b>           |

| <b>Population</b> |          | <b>New<br/>Population</b> | <b>New Units</b> | <b>SU(40%)</b> | <b>MU(60%)</b> | <b>Resort<br/>MU</b> |
|-------------------|----------|---------------------------|------------------|----------------|----------------|----------------------|
| 2016 - 130,993    | x 1.70 % | 2227                      | 1031             | 412            | 619            | 100                  |
| 2017 - 133,220    | x 1.60 % | 2132                      | 987              | 395            | 592            | 100                  |
| 2018 - 135,352    | x 1.60 % | 2166                      | 1003             | 401            | 602            | 100                  |
| 2019 - 137,518    | x 1.50 % | 2063                      | 955              | 382            | 573            | 100                  |
| 2020 - 139,581    | x 1.50 % | 2094                      | 969              | 388            | 581            | 100                  |
| <b>Subtotal</b>   |          | <b>10,682</b>             | <b>4,945</b>     | <b>1,978</b>   | <b>2,967</b>   | <b>500</b>           |

| <b>Population</b> |          | <b>New<br/>Population</b> | <b>New Units</b> | <b>SU(40%)</b> | <b>MU(60%)</b> | <b>Resort<br/>MU</b> |
|-------------------|----------|---------------------------|------------------|----------------|----------------|----------------------|
| 2021 - 141,675    | x 1.40 % | 1983                      | 927              | 371            | 556            | 100                  |
| 2022 - 143,658    | x 1.40 % | 2011                      | 940              | 376            | 564            | 100                  |
| 2023 - 145,669    | x 1.30 % | 1894                      | 885              | 354            | 531            | 100                  |
| 2024 - 147,563    | x 1.30 % | 1918                      | 896              | 358            | 538            | 100                  |
| 2025 - 149,481    | x 1.20 % | 1794                      | 838              | 335            | 503            | 100                  |
| <b>Subtotal</b>   |          | <b>9,600</b>              | <b>4,486</b>     | <b>1,794</b>   | <b>2,692</b>   | <b>500</b>           |

| <b>Population</b> |          | <b>New<br/>Population</b> | <b>New Units</b> | <b>SU(40%)</b> | <b>MU(60%)</b> | <b>Resort<br/>MU</b> |
|-------------------|----------|---------------------------|------------------|----------------|----------------|----------------------|
| 2026 - 151,275    | x 1.20 % | 1815                      | 860              | 344            | 516            | 100                  |
| 2027 - 153,090    | x 1.10 % | 1684                      | 798              | 319            | 479            | 100                  |
| 2028 - 154,774    | x 1.10 % | 1703                      | 807              | 323            | 484            | 100                  |
| 2029 - 156,477    | x 1.00 % | 1565                      | 742              | 297            | 445            | 100                  |
| 2030 - 158,042    |          |                           |                  |                |                |                      |
| <b>Subtotal</b>   |          | <b>6,767</b>              | <b>3,207</b>     | <b>1,283</b>   | <b>1,924</b>   | <b>400</b>           |

|                      |               |               |              |               |              |
|----------------------|---------------|---------------|--------------|---------------|--------------|
| <b>24 Year Total</b> | <b>51,335</b> | <b>20,876</b> | <b>8,918</b> | <b>11,958</b> | <b>2,200</b> |
|----------------------|---------------|---------------|--------------|---------------|--------------|

## **Next Steps**

Once we have established a population projection and housing need requirement that is supported by Council and the public, the next steps will be to generate a distribution of the required housing units to various growth nodes (existing and new?) based on OCP growth management and sustainability principles.

It may be possible to generate several growth allocation scenarios in order to test them through City infrastructure and traffic modeling programs. These growth allocation scenarios and the resultant servicing and roads infrastructure needs could then be vetted through Council and the public toward generating a preferred Future Land Use for incorporation into the OCP Review.



## **Proposed Content for the OCP Review (2009)**

### **Terms of Reference**

*It is proposed that the following material, once finalized, be incorporated into official "Terms of Reference".*

#### Policy Review

The current OCP does not require a complete overhaul, but rather a systematic review. The review will be conducted in two phases, with the first phase (the subject of this consulting assignment) focusing on a review of the 'policy content'.

Please note that this review (Phase 1) does NOT involve discussion of Future Land Use designations, transportation networks, or the 20 Year Servicing Plan and Financing Strategy. Also, please note that this consulting assignment does not include the preparation of population and housing unit forecasts. The forecasting work will be undertaken by staff separately, but simultaneously.

Specifically, the objective of this consulting assignment is to:

1. Reflect sustainability principles in all policies.
2. Update the OCP to extend the timeline to 2030
  - amending policies and strategies as necessary to respond to anticipated changes in population growth and citizen needs (for housing, mobility etc.)
3. Increase "User Friendliness" by simplifying policy content through removal of non-essential policies:
  - 'policies' focusing on action items that don't need to be in the OCP to be carried out, can be left out/moved to other documents
  - 'policies' with content that could be more effectively carried out by being included in the Zoning Bylaw, Subdivision and Development Servicing Bylaw, or other bylaws, should be dealt with in those bylaws
  - 'policies' not related directly to land use/development/redevelopment and other aspects of an OCP directed through Provincial Legislation should be removed from the OCP (This does not mean that they need to 'disappear' entirely – they could be incorporated in stand-alone policy documents endorsed by Council).

Staff have, in a preliminary fashion, identified which policies in our existing OCP are directly related to land use and development/redevelopment. Those policies are noted on the attached (see Appendix A). The consultant's role will be to use these policies as a base and:

- Identify whether additions, deletions, or amendments should be considered in response to changing community needs and priorities
- Ensure internal consistency between policy directions
- Write policies in less 'legalistic' and more easily understandable/transparent language

- Add graphics (photos, diagrams, sketches) where appropriate to explain and make the document more 'pleasing' to read
  - Organize policy content so that policies related to various land use decisions can be 'found' more easily
  - Identify, for EACH individual policy, the type of property that will be subject to the policy (e.g. residential, commercial etc.) AND the stage of development at which the policy will apply (development permit, rezoning, subdivision etc.?).
4. Create Development Permit policies that create as stream-lined a development application process as possible, while protecting against hazards and protecting sensitive ecosystems. (Please note that the City is currently completing Sensitive Ecosystem Inventory mapping which will refine the areas needing protection. The focus on this contract will not be on identifying the areas requiring protection, but rather on writing the policy that will apply to those areas).
  5. Address specific items that Council and staff have referred to the OCP process (see attached Appendix B for policy-specific issues) and address additional items that emerge from the stakeholder and public consultation process.
  6. Incorporate, where appropriate, Council-endorsed policies and directions resulting from planning initiatives undertaken by all city departments since 2002.
  7. Create a visionary and inspirational Official Community Plan.

#### Public and Stakeholder Consultation

It is expected that the consultant will, as an initial step of this contract, prepare a public consultation strategy that will provide for early and on-going community dialogue and input into the policy review. This public consultation strategy will need to be approved by Council prior to being implemented, and it will be the responsibility of the consultant to provide the necessary information for that approval. The consultation strategy should:

- Ensure the OCP reflects prevailing community priorities (*the City will be able to provide some background information based on feedback received from the Future OK consultation initiative, the community Strategic Plan process, Ipsos Reid public opinion research etc.*)
- Increase understanding of the OCP principles and buy-in of whatever vision is developed
- Fulfill requirements spelled out in the Local Government Act

For ease of reference, the Council Policy concerning OCP reviews that was used for the last OCP review has been attached (please see Appendix C). At minimum it would be expected that similar stakeholder groups will be consulted with this initiative, although the methods of consultation may be different. It is expected that the consultant will propose a consultation strategy that will be effective at obtaining *broad and representative* citizen input. Innovative approaches to consultation (using new technologies or unconventional methodologies) would be welcomed. Active public

consultation should be targeted for completion prior to the end of June 2008. The costs of undertaking the consultation are considered part of this contract.

#### Interdepartmental Staff Input

The consultant will be required to identify the internal departments affected by proposed policy changes and ensure that affected parties are appropriately consulted.

It is expected that the consultant will provide for input on all aspects of the OCP review from a broad group of interdepartmental stakeholders including, but not limited to:

- Planning and Development Services Dept. (Policy/Research/Strategic Planning Manager, Development Services Manager, Subdivision Approving Officer, Inspection Services Manager, Community Planning Manager, Permits and Plan Checking Supervisor, Bylaw Enforcement Supervisor, Urban Design Planner)
- Works and Utilities Dept. (Development Engineering Manager, Environment/Solid Waste Manager, Transportation Manager, Roadways Engineer, Traffic and Transportation Engineer, Transportation Demand Supervisor, Roadways/Equipment Superintendent, Electrical Utility Manager, Water & Drainage Manager, Wastewater Manager, Engineering Projects Manager)
- Fire Department (Assistant Fire Chief)
- Recreation Parks and Cultural Services Department (Parks Manager, Urban Forestry Supervisor, Park Design & Construction Supervisor, Parks Planning Supervisor, Cultural Services Manager, Sport and Recreation Manager)

The consultant should not rely on being able to assemble all of the above players in large meetings. It is very difficult to get more than 2-3 of the above individuals together for a meeting at any one time. Other provisions for input will need to be proposed. Examples might include one-on-one meetings to uncover issues, and circulation of drafts (at each major 'iteration') for review/input. It will be important to provide for at least a 2-week window for review/comment/reply. This should be factored into proposed timelines.

#### Reports to the Project Manager

It is expected that the consultant will provide written monthly progress updates to the City's OCP project manager.

#### Updates to Senior Management

Provision should be made for the consultant to attend two Senior Management meetings (held bi-weekly on Wednesdays) to report to the senior management team on the OCP policy review. Additional updates to the Senior Management Team will be provided by the City's Project Manager, using consultant-prepared written monthly progress reports as a point of reference.

#### Involvement of Council

It is expected that the consultant will provide for at least four presentations to Council (with one of the four being a final presentation of policy recommendations to a public Council meeting).

Project Value

The value of this consultant assignment is approximately \$150,000.

## **Appendix A -- Set of Base policies**

# Official Community Plan – Base Policies for Review

## DEVELOPMENT APPLICATION REVIEW

### Policies Applying to ALL Properties

**Sustain the Environment.** Encourage development and land use changes to take place in a manner that will not compromise the ability of future generations to meet their needs and to enjoy the quality of life that we experience today;

**Develop a Compact Urban Form.** Develop a more compact urban form that maximizes the use of existing infrastructure, by increasing densities through development, conversion, and re-development within existing areas, particularly in designated Urban Centres, and by providing for higher densities within future urban areas. Encourage development to proceed in a logical, sequential order, concurrently with availability of required urban services.

**Encourage Mixed Use Developments.** Encourage a mix of residential, employment, institutional, and recreational uses within individual buildings or larger development projects, and an increased share of development going to the designated Urban Centres, to provide access by proximity, thereby reducing transportation-related pollution and urban sprawl;

**Xeriscape Landscaping.** Encourage developers to incorporate xeriscape (drought resistant, low water requirement) concepts into development of landscape programs. Please note that Development Permit requirements may stipulate the adherence to xeriscape principles for those properties subject to Development Permits.

**Voluntary Conservation Covenants** To encourage voluntary placement of conservation covenants, the City may give consideration to allowing increased density on the balance of the subject property, transferring density to another property, trading land, purchasing land, offering grants-in-aid, or granting tax exemptions. Owners placing voluntary conservation covenants on their land shall not be deprived of the privilege to enjoy the land as their own but they may not close, fence or otherwise obstruct any adjoining public route of access;

**Alternative Transportation.** Ensure that pedestrians, bicyclists and transit users can move about pleasantly and conveniently and that they are not unduly impeded in their movements by provisions for enhanced automobile mobility;

**Dedication of Natural Areas.** At time of subdivision or rezoning, encourage landowners, where appropriate, to dedicate any significant natural areas / features for preservation or for public use;

**Linear Park Dedications.** At subdivision for all development types and at rezoning for multiple unit housing, commercial, industrial and institutional developments, secure a 10-metre statutory right-of-way for public access where trails are included in Table 14.1 and/or are shown on Map 14.2. The 10-metre access corridor may be in addition to, and outside, any riparian management area requirements imposed through the Environment

Chapters of the OCP. On the private property side of the public access corridor, the city may, as necessary, consider stipulating additional "no disturb" zones. Lot line adjustments or other subdivision application are resulting in the creation of new lots suitable for the construction of buildings permitted under the applicable zoning will be considered exempt from this policy;

**Reduction or Modification of Dedication Requirements.** Consider a reduction or modification of the dedication requirements or negotiate with the applicant for purchase of all or a portion of the land required for municipal purposes in the event land required to be dedicated along the stream would completely render the parcel un-developable. The City of Kelowna will also consider a reduction or modification in the event that doing so will allow the City to satisfy civic objectives for the enhancement of public resources;

**Site Density Calculations.** Allow the owner(s) of land affected by linear park dedications to use the original site area in computing density and floor area ratios and minimum area for development or subdivision purposes;

**Applicants' Costs.** Require that all survey and legal costs incurred with establishing the linear park dedication, as a result of a development application, be the responsibility of the applicant;

**Use of Dedicated Area.** Make available, for use by the party granting a linear park dedication, the land so granted until the City of Kelowna develops public walkways within the linear park corridors. This policy should not be construed to permit erection of any buildings or structures, filling, excavating or other disturbance to the area without approval by the City of Kelowna.

**Shore Zone Route of Access.** Pursue the establishment of a 10-metre route of access by way of a road right-of-way dedication, from the natural boundary, along the Lake Okanagan shore zone for the purposes of flood control, lake conservation, lake maintenance, and public access. Provision of the route of access shall be pursued on all pending and future applications for subdivision and rezoning to multiple unit housing, commercial, industrial and institutional developments;

**Processing Time.** Ensure that applications consistent with the Future Land Uses specified on Map 19.1, as well as the OCP policies and Development Permit guidelines adopted by Bylaw 8600 are awarded processing time advantages over applications which are inconsistent;

**Future Urban Centres.** Consider private-sector initiatives to develop additional Neighbourhood Centres in accord with Urban Centre definitions and provided that an OCP amendment to Map 6.2 is first approved to designate the subject properties as an "Urban Centre" Development Permit area;

**Building Height and Density.** Encourage a general decrease in building height and density as the distance from the Urban Centre core increases;

**Future Urban Centres.** Consider private-sector initiatives to develop additional Neighbourhood Centres in accord with Urban Centre definitions and provided that an OCP amendment to Map 6.2 is first approved to designate the subject properties as an "Urban Centre" Development Permit area;



### Policies Applying to Properties within 25 NEF

**Noise Contour.** Not support additional urban residential development within the airport 25 Noise Exposure Forecast (NEF) contour;

**Regional District.** Encourage the Regional District of Central Okanagan to not permit additional residential development within the airport 25 N.E.F. corridor.

### Policies Applying to Properties within Riparian Management Areas

**Establish Riparian Management Areas.** Require riparian management areas to be provided to limit environmental and hydrological impacts on local watercourses (Table 7.1 in Section 7.11 Development Permit Guidelines). Riparian Management Areas may include provision for public access provided there has been an assessment by a Qualified Environmental Professional demonstrating "no harm" to features, values and functions of fish and fish habitat, and an authorization by the appropriate federal or provincial ministry or agency.

**Varying Requirements.** Retain the option to vary, within the context of Table 7.1 requirements, the width of Riparian Management Areas to accommodate the maximum retention of desirable natural vegetation and wildlife habitat, ground formations, water features, and flood control protection. Any proposed relaxation of stream setback widths, storm water requirements, erosion and sediment control requirements are to be referred to the City for review prior to filing the assessment report by a Qualified Environmental Professional (QEP) with the appropriate provincial ministry or agency. Within the Riparian Management Area, restoration of streamside vegetation may be a requirement of the development process;

### Policies Applying to Properties on Slopes Greater than 30%

**Protect Steep Sloped Areas.** Discourage development on lands of 30% or greater slope except in cases where it can be demonstrated that development will be sensitively integrated with the natural environment and will present no hazards to persons or property, environmental threats or unreasonable servicing challenges;

**Cluster Housing.** Encourage, especially in environmentally sensitive areas and areas of steeper slopes (see Map 7.1), the creation of cluster housing to lessen environmental impact. Steeply sloped areas should be retained as natural open space, public or private. The intent of the clustering would be to preserve features that otherwise could be developed and to maximize open space in order to:

- a) facilitate creative and flexible site design that is sensitive to the land's natural features and adaptive to the natural topography;
- b) protect environmentally sensitive areas of a development site and preserve them on a permanent basis;
- c) decrease or minimize non-point source (i.e. asphalt roofs, driveways and parking) pollution impacts by reducing the amount of impervious surfaces in site development;
- d) promote overall cost savings on infrastructure installation and maintenance; and
- e) provide opportunities for social interaction, walking and hiking in open space areas.

### Policies Applying to Properties with Slopes between 10 and 30%

**Alternative Hillside Standards.** Consider, within the context of a Hazardous Condition Development Permit, alternative hillside development standards within Zoning Bylaw 8000 and the Subdivision, Development and Servicing Bylaw 7900. The intent is to minimize the effects of development on the natural environment of hillside areas, defined as lands in their natural state that have a slope angle of 10 % and greater for a minimum height of 6 metres while preserving areas with slopes of 30 % and greater. Effects to be minimized may include cuts and fills, tree cutting, regrading and the visual impact in general of urban development on hillsides;

**Application of Alternative Hillside Development Standards.** Consider alternative hillside development standards for hillside areas proposed to be on urban services and having no through roads or larger areas planned on a comprehensive neighbourhood basis. Due to the hillside development potential for impacts on adjacent lands Hazardous Condition Development Permits will be considered for an entire title area, notwithstanding that portions of the site may contain areas of lesser slopes;

### Policies Applying to Properties in Environmentally Sensitive Areas

**Cluster Housing.** Encourage, especially in environmentally sensitive areas and areas of steeper slopes (see Map 7.1), the creation of cluster housing to lessen environmental impact. Steeply sloped areas should be retained as natural open space, public or private. The intent of the clustering would be to preserve features that otherwise could be developed and to maximize open space in order to:

- a) facilitate creative and flexible site design that is sensitive to the land's natural features and adaptive to the natural topography;
- b) protect environmentally sensitive areas of a development site and preserve them on a permanent basis;
- c) decrease or minimize non-point source (i.e. asphalt roofs, driveways and parking) pollution impacts by reducing the amount of impervious surfaces in site development;
- d) promote overall cost savings on infrastructure installation and maintenance; and
- e) provide opportunities for social interaction, walking and hiking in open space areas.

### Policies Applying to Properties that Have Dedicated Land for Environmental Protection

**Site Density Calculations.** Allow the owner(s) of land affected by dedications for environmental protection to use the original site area in computing density and floor area ratios and minimum area for development or subdivision purposes;

### Policies Applying to Waterfront Properties

**Multiple Unit Development.** Allow multiple unit development along the shore zone in areas designated for such development on the OCP Future Land Use Map 19.1, provided that the building design maintains view corridors to the lake from inland locations and provided that the public enjoyment of the lakefront is enhanced as a result of the development;

**Height Gradient.** Encourage building heights adjacent to Okanagan Lake to remain low and support an increase in building height as the distance from the lake increases,

except in circumstances where a landmark development is proposed and a total comprehensive development that still preserves sight lines can occur;

**Commercial Use of Waterfront Lands.** Encourage commercial use of the waterfront where the Inner City Shore Zone Plan provides for such use. At other waterfront locations, commercial uses other than visitor accommodation will be discouraged unless the proposed use would significantly enhance public enjoyment of or access to the lakefront;

**Development over Lake Surface.** Prohibit development over the surface of the lake unless public enjoyment of the waterfront is significantly enhanced as a result of such development (e.g. the creation of park space);

**Commercial Tourist Attractions.** Consider Lake Okanagan to be Kelowna's main tourist attraction and will therefore discourage commercial tourist attractions from locating in the shore zone area. Only those commercial attractions which are directly dependent on the lake, which are environmentally-friendly, and which add to the public enjoyment of the shore zone will be allowed along Lake Okanagan;

**Lakeshore Accommodations.** Consider the availability and demand for lakefront accommodation when reviewing rezoning proposals that would reduce the inventory of shore zone land zoned for tourist accommodation;

**Marina Facilities.** Allow private sector provision of another marina facility within the City, providing that this can be done in an environmentally sound manner and providing that upland transportation, parking and community impacts can be adequately addressed;

**Development over Lake Surface.** Prohibit residential development over the surface of the lake unless there are no negative environmental impacts and public enjoyment of the waterfront is significantly enhanced as a result of such developments (e.g. the creation of park space);

**Potential Acquisition of Area in Excess of Requirement.** Negotiate with the owner to purchase additional land that may be required in the event that any road right-of-way dedication obtained for the Lake Okanagan route of access exceeds the average of 10 metres in width, unless the provision is waived by the party making such road right-of-way dedication;

#### Policies Applying to Properties in the Future Urban Reserve

**Future Urban Reserve.** Lands within the Future Urban Reserve are not supported for any further parcelization. An applicant or land owner may apply to change the future land use designation to Rural/Agricultural if it can be demonstrated that a rural use of the land, such as a rural lot subdivision, is the highest and best use of the subject lands. A proposal to amend the land use designation to Rural / Agricultural may be supported where the land is deemed not to have the potential to be developed as part of a comprehensive urban development in the future.

Policies Applying to Properties on the Rural side of the Urban-Rural Agricultural Boundary

**Housing in Agricultural Areas.** Discourage residential development (both expansions and new developments) in areas isolated within agricultural environments (both ALR and non-ALR);

**Minimize Impact on Agricultural Lands.** Support the Agricultural Land Reserve and establish a defined urban-rural/agricultural boundary, as indicated on Map 11.2 - Urban - Rural/Agricultural Boundary, utilizing existing roads, topographic features, or watercourses wherever possible. The City will direct urban uses to land within the urban portion of the defined urban-rural/agricultural boundary, in the interest of reducing development and speculative pressure, toward the preservation of agricultural lands. The City will discourage further extension of existing urban areas into agricultural lands;

**Agricultural Land Subdivision.** Discourage the subdivision of agricultural land into smaller parcels, except where positive benefits to agriculture can be demonstrated;

**Parcels Less Than .8 Hectares (2 Acres).** Discourage the non-farm use of parcels less than .8 hectares where such parcels are located in an agricultural area;

Policies Applying to Properties on the Urban side of the Urban-Rural Agricultural Boundary

**Buffers.** Provide for distinct boundaries that separate urban and rural uses by utilizing, where appropriate, roads, topographic features, watercourses, ditching, fencing, or small lot rural transition areas, as buffers to preserve larger farm units and areas;

Policies Applying to all Residential Rezoning

**Rezoning to Higher Densities.** Consider supporting an OCP amendment and rezoning application for residential densities greater than those provided for on the Generalized Future Land Use Map 19.1 where a portion of the proposed units are available for affordable, special needs or rental housing identified to be in short supply (guaranteed through a Housing Agreement). To mitigate the neighbourhood impact of higher densities, it is important that:

- supporting infrastructure and park land is sufficient to accommodate the proposed development (or the developer is prepared to upgrade the necessary infrastructure and park land); and
- the proposed densities do not exceed the densities provided for on Map 19.1 by more than one increment (e.g. medium density multiple units might be entertained where low-density has been provided for, and low-density multiple units might be entertained where single/two unit residential densities have been provided for); and
- the project be sensitively integrated into the surrounding neighbourhood, with no more than a one-storey height gain between the proposed development and the height permitted within land use designations assigned to adjacent parcels (Where the property being proposed for redevelopment is large, consideration may be given to providing greater heights at the centre of the property provided that the new building is sensitively integrated with the surrounding neighbourhood); and

- approval of the project not destabilize the surrounding neighbourhood or threaten viability of existing neighbourhood facilities (e.g. schools, commercial operations etc.).

**Higher Density for Affordable Housing.** Consider support for development of land involving an OCP amendment to increase the density by no more than two increments to a maximum density designation of Multiple Unit Residential (Medium Density) for proposals where 75% of the housing meets the City's definition of affordable housing and/or core needs housing as defined in the OCP (8.1.16 & 8.1.17). The development must meet the following conditions:

- the density of the development can be sensitively integrated into the surrounding neighbourhood;
- where a lot line abuts a lower density residential land uses designation, buildings facing this lot line within the development shall be stepped back such that there is no more than a one-storey height gain between these building frontages and the height permitted within the land uses assigned to adjacent parcels; and
- height must be determined by the City as appropriate within the context of the adjacent land use designations; and
- supporting infrastructure and park land is sufficient to accommodate the proposed development (or the developer is prepared to upgrade the necessary infrastructure and park land); and
- a housing agreement must be entered into with the City and registered on title to secure the affordable dwellings for the long term.

**Residential Setback.** Encourage new residential development setbacks of 30 metres from the edge of the transmission line wires for feeder lines;

#### Policies Applying to Properties within Single-Two Unit Residential Land Use Designation

**Uses within Residential Neighbourhoods.** In the areas where Map 19.1 shows future land uses as being Single / Two Unit Residential housing, generally limit non-residential activities to neighbourhood parks, care centres (up to 25 people) and minor utility / public service uses (see Land Use chapter for definition) which do not cause substantial increases in traffic, parking demands or noise;

**Land Utilization within Single Detached Areas.** Work towards achieving more efficient use of land within developed single-detached neighbourhoods by encouraging rezoning, subdivision and building permit applications that would allow for smaller lot sizes, secondary suites, minor boarding facilities, minor group homes, duplexes etc. that are sensitively integrated into a neighbourhood;

**"Walled Communities".** Discourage the creation of developments enclosed on all sides with walls or other physical or visual barriers to access if such developments compromise the principles embedded in the "Crime Prevention Through Environmental Design" guidelines and hinder efforts to create more pedestrian, bicycle and transit-friendly communities or inhibit the efficient use of infrastructure;



### Policies Applying to Properties Rezoning to Multiple-Unit Residential

**Transit-Friendly Developments.** Ensure that major new residential (multiple unit), institutional and commercial developments are "transit-friendly". Transit-friendly developments should include access along sidewalks to the nearest transit stop, which ideally should not be further than a five-minute walk from the development;

**Residential Setback.** Encourage new residential development setbacks of 30 metres from the edge of the transmission line wires for feeder lines;

### Policies Applying to Properties Seeking Commercial Zoning

**Non-Commercial Areas.** Direct commercial developments seeking rezoning (to other than C1) not supported by the OCP Future Land Use Map to locate on currently designated and/or zoned commercial sites. If there are no suitable designated or zoned commercial sites, other sites may be considered provided that such sites are indicated in the City's Servicing Plan as being provided with full urban services, including sanitary sewer as indicated on OCP Map 13.2, within the OCP's time horizon. Furthermore, if the argument is made that there are no suitable sites, the City should require the development proponent to fund a Retail Impact Analysis identifying the Urban Centre impacts of allowing the requested rezoning, using Terms of Reference developed by the City;"

**Mixed Uses.** Work towards increasing the number of buildings with mixed uses by encouraging developers to incorporate retail uses on the lower storeys with office and/or residential above. Hotel uses could also be incorporated in all Urban Centres except Neighbourhood Centres;

**Transportation Network Impacts.** Consider the rezoning of properties along the Highway Commercial corridor (including Enterprise and Springfield Roads) to allow commercial use beyond those currently provided for by the Official Community Plan only once the City has completed a comprehensive review to determine:

- how much additional traffic will be generated by future development within existing zoning;
- how much additional traffic can be accommodated on the roads within the Highway 97 corridor;
- when road capacity limits are likely to be reached;
- potential measures to reduce congestion in the corridor;
- potential implications for the OCP 20-year Major Road Network plan; and
- need for implementation of additional phases of the Central Okanagan Bypass

**Location of New Commercial.** Direct new commercial ventures to locate in areas designated for commercial purposes (see Map 19.1);

**Urban Centre Focus.** Encourage new retail, service, office, hotel/motel, and entertainment facilities to locate within the Urban Centres, in accordance with the provisions of Map 6.2 and the policies of Chapter 6;

**Office Building Locations.** Encourage office buildings providing more than 929 m<sup>2</sup> (10,000 sq. ft.) of leasable space to locate in the City Centre or the Town Centres. This

policy does not include offices integral to business park / industrial uses and "corporate offices" allowable under relevant industrial zones;

**Office Space.** Consider rezoning applications with the objective of ensuring that there is a competitive supply of office space;

**Location of Large-scale Commercial.** Direct large-scale commercial facilities to potential areas within the Highway Centre and that area generally west of Highway 97 and south of Leathead Road, on the former Central Park Golf Course site, and in the McCurdy Road area east of Highway 97;

**Commercial Facilities Outside Kelowna.** Support general commercial development in designated Town Centres outside Kelowna's boundaries to serve those regional district residents living outside Kelowna. The City of Kelowna will also, for areas outside Kelowna, support, in areas beyond established Town Centres, where appropriate, the development of commercial facilities serving local needs;

**Cultural Facilities and Financial Services.** Encourage cultural facilities and financial services to locate within the City Centre as outlined in the Kelowna Downtown Plan;

**Entertainment Establishments.** Encourage entertainment facilities to locate on lands within the City Centre, Town Centres and Highway Centre that are designated for commercial uses provided that the proposed entertainment uses are compatible with any surrounding residential uses;

**Tourist Commercial.** Consider commercial development for tourism related uses in the Capozzi / Truswell Road area as outlined in the South Pandosy / KLO Sector Plan;

**Four-Season Appeal.** Encourage, in conjunction with community tourism interests, the development of facilities that will further enhance Kelowna's appeal as a four season tourism/recreation destination;

**Carrying Capacities.** Consider environmental carrying capacities and social implications when reviewing tourist development proposals and refuse approval to proposals that would have a negative overall impact on the community or environmental health of Kelowna;

**Visitor Accommodation.** Give favourable consideration to allowing new visitor accommodation to be developed in appropriate locations, particularly in larger Urban Centres (please refer to Map 6.2). Consideration will be given to allowing visitor accommodation along the shore zone provided that such a use would be compatible with the neighbourhood and site context and public enjoyment of the lakefront is enhanced as a result of the development;

**Southwest Mission Commercial.** Encourage the commercial component of the Southwest Mission Sector Plan to accommodate approximately 14,000 to 18,600 m<sup>2</sup>, between Kettle Valley and Neighbourhood 3, in line with the OCP Village Centre definition;



**Corner Lot Development.** Generally encourage commercial developments in transition areas, consistent with OCP Future Land Use direction but requiring rezoning, to occur on corner locations first, rather than on mid-block locations;

**Commercial Along Major Roads.** Discourage new commercial developments (other than C1 developments) along the City's major roads where such uses have not been provided for on the OCP Future Land Use map;

**Conversion from C10.** Discourage the conversion of C10 Service Commercial zoned areas to C3, C4 or C7 zoning, outside of Urban Centres. The City, depending on site-specific circumstances, may support the conversion of C10 Service Commercial zoned sites to C3, C4 or C7, within Urban Centres;

**Retail Impact Analysis.** Require that any commercial rezoning application over 2,300 m<sup>2</sup> and outside designated Urban / Village / Neighbourhood Centres, as identified in OCP Map 6.2 and the Urban Centre definitions, fund a Retail Impact Analysis identifying associated Urban Centre impacts;

**Transit-Friendly Developments.** Ensure that major new residential (multiple unit), institutional and commercial developments are "transit-friendly". Transit-friendly developments should include access along sidewalks to the nearest transit stop, which ideally should not be further than a five-minute walk from the development;

**Non-Residential Setback.** Encourage new development setbacks of 6 metres from the edge of high voltage power lines or as required by the electrical utility owner;;

**Urban Centres.** Encourage the private-sector provision of entertainment venues within designated Urban Centres.

#### Policies Applying to Properties within the Rutland Town Centre

**Rutland Building Height.** Consider amendments to the Zoning Bylaw to support higher buildings in the Rutland commercial core similar to downtown regulations.

#### Policies Applying to Properties with Industrial Future Land Use Designation

**Proximity to Industrial Lands.** Restrict, in areas adjacent to non-compatible industrial sites, the encroachment of residential uses.

#### Policies Applying to Review of Rezoning or OCP Amendments to Industrial Land Uses

**Location of New Industrial.** Direct future industrial development to those areas designated for industrial purposes (see Map 19.1). The map notes a focus on future industrial development in the Highway 97 corridor, the North End and the Beaver Lake Road area;

**Rezoning to Industrial.** Consider allowing land not designated on Future Land Use Map 19.1 to be supported for an Official Community Plan amendment and subsequently rezoning to allow industrial uses provided that such a rezoning would be consistent with other Official Community Plan policies and provided that the industrial use would be compatible with existing and proposed future surrounding uses, as indicated on the

Future Land Use Map 19.1. Compatibility issues to consider include, but are not limited to, visual impact, noise, odour, hours of operation, pollution and traffic;

**Use of Serviced Land.** Consider, when evaluating rezoning applications, the degree to which industrial proposals contribute to the efficient use of serviced industrial land within existing industrial areas;

**Urban High-Tech Development.** Encourage the redevelopment of industrially designated lands north of the Downtown Urban Centre for high-tech projects and buildings, including the potential for "incubator space" for smaller businesses;

**Campus-Style High-Tech Development.** Encourage the development of campus-style high-tech projects, focussed on the OUC North Campus / Airport area;

**Compatibility.** Encourage only those new industrial developments that are compatible with surrounding land uses (e.g. visual qualities, noise, odour, transportation);

**Location of Heavy Industry.** Deter heavy industries from locating in areas that would negatively affect existing neighbourhoods or businesses;

**New Industrial Zone.** Discourage properties from being rezoned to I1 Business Industrial. Instead, applicants should be encouraged to pursue a new industrial zone which would be based on the I1 Zone, but would preclude "offices" as a permitted use;

**Airport Lands.** Encourage only airport-related or agricultural uses on the vacant lands immediately west of the airport;

**Non-Residential Setback.** Encourage new development setbacks of 6 metres from the edge of high voltage power lines or as required by the electrical utility owner;;

#### Policies Applying to Land Shown as Industrial on Future Land Use Map

**Business Centres.** Encourage, in areas shown as "Industrial" on Future Land Use Map 19.1, the provision of business centres that incorporate a mix of research, light manufacturing and business office uses;

**Land Use Intensification.** Encourage more intensive industrial use of currently under-utilized industrial sites;

**Supply Protection.** Protect existing industrial lands from conversion to other land uses by not, except under exceptional circumstances, supporting the rezoning of industrial land to preclude industrial activities unless there are environmental reasons for encouraging a change of use;

#### Policies Applying to Rezoning from Industrial

**Mayfair Road/Court.** Support the re-development of industrial lands immediately west of Mayfair Road/Court to uses more compatible with adjacent residential uses (e.g. industrial business uses);

### Policies Applying to Proposed Sand and Gravel Extraction Operations

**Impact of Extraction.** Continue to require sand and gravel extraction to be conducted in a manner which limits impact on neighbouring properties by controlling: hours of operation, dispersion of dust, screening and access;

**Use of Depleted Areas.** Encourage depleted extraction areas to be rehabilitated and used for urban or open space purposes consistent with Official Community Plan goals and policies;

**Impact on ESA's.** Prohibit aggregate extraction that would have a negative impact on Natural Environment/Hazardous Condition areas as identified on Map 7.1.

### Policies Applying to Properties Rezoning to Institutional

**Transit-Friendly Developments.** Ensure that major new residential (multiple unit), institutional and commercial developments are "transit-friendly". Transit-friendly developments should include access along sidewalks to the nearest transit stop, which ideally should not be further than a five-minute walk from the development;

**Non-Residential Setback.** Encourage new development setbacks of 6 metres from the edge of high voltage power lines or as required by the electrical utility owner;;

**Location of Places of Worship.** Encourage places of worship to locate within the City Centre, Town Centres, Highway Centre, or Village Centres, but other sites may also be considered. Consideration for other sites should include appropriate setbacks and scale of buildings as compared to adjoining residential uses and location on an arterial or collector road;

**Location of Schools.** Encourage schools (public and private) to locate in central and easily accessible areas. Locations within the City Centre, Town Centres, Highway Centre or Village Centres should be promoted wherever possible. Consideration for other sites should include appropriate setbacks and scale of buildings as compared to adjoining residential uses and location on a collector road;

**Community Use of Schools.** Encourage that schools be designed so as to facilitate, during non-school hours, use for before/after school care programs, recreation programs, youth/family activities, and continuing/adult education;

**Location of New Facilities.** Place new library facilities within the core areas of the Urban Centres and Urban Villages;

**Urban Centre Focus.** Encourage an Urban Centre focus for health care and social services;

**KGH Expansion.** Support the extension of services and appropriate building expansions of the Kelowna General Hospital. Once the 550-bed capacity of KGH has been reached at the existing site, further expansions should take place elsewhere in the City or Regional District so as to minimize impact on the residential communities presently surrounding those facilities. The form and character of future expansions should be compatible with the surrounding neighbourhood context;

**Provincial Offices.** Encourage the Province to locate offices and services within the City Centre, Town Centres or Highway Centre;

**Mixed-Use in Government Buildings.** Encourage senior government facilities within the City Centre, Town Centres or Highway Centre to provide for mixed-use developments with retail/commercial at grade.

Policies Applying to Properties Changing Designation or Rezoning from Institutional

**Surplus Schools.** Allow School District 23 to use city-owned properties to the extent such use is permitted under any agreements. If all or part of properties cease to be needed for school purposes as defined in any agreements, the City will resume control of the properties. Where the City does not own surplus school sites, it will evaluate whether the surplus facilities could be used for City purposes and would, if reaching a positive conclusion, seek the co-operation of the School District in facilitating on-going community use. The City will also, where appropriate, seek a "Right of First Refusal" or "Agreement to Purchase" arrangement with School District 23 with respect to the disposition of existing or future school sites, or portions thereof, no longer required by the District;

**Inner-City Schools.** Encourage School District 23 to retain ownership of inner-City school buildings and sites, with consideration for lease as community use facilities, for potential re-use as a school should school age children return to inner-City neighbourhoods;

Policies Applying to all Subdivisions

**Agricultural Land Subdivision.** Discourage the subdivision of agricultural land into smaller parcels, except where positive benefits to agriculture can be demonstrated;

**Panhandle Lots.** Discourage lakefront panhandle lots;

**Minimum Lot Size for Septic Systems.** Require that any lot created and serviced by an approved septic disposal system shall be a minimum of 1.0 ha (2.5 acres) in size, except where such lot is created with the approval of the appropriate provincial ministry or agency as a home-site severance or a lot in lieu of a home-site severance;

**Un-sewered Lots in ESA's:** Require that subdivisions along Lake Okanagan or Mission Creek creating lots 1.0 hectares or larger, must meet the Ministry of Health's special criteria for placing septic tank systems within Environmentally Sensitive Areas (The lots subject to this policy will be those fronting Mission Creek and Lake Okanagan or any lots where a portion of the property would fall within 150 metres of Mission Creek or Lake Okanagan);

**Registration of Covenants.** Continue to require the registration of covenants on titles of lands subdivided, where there may be visual and/or odour impacts from the on-going operation of the Glenmore Landfill, to communicate the City's intentions with regard to the continued operation of the landfill.

**Dedication of Natural Areas.** At time of subdivision or rezoning, encourage landowners, where appropriate, to dedicate any significant natural areas / features for preservation or for public use;

**Linear Park Dedications.** At subdivision for all development types and at rezoning for multiple unit housing, commercial, industrial and institutional developments, secure a 10-metre statutory right-of-way for public access where trails are included in Table 14.1 and/or are shown on Map 14.2. The 10-metre access corridor may be in addition to, and outside, any riparian management area requirements imposed through the Environment Chapters of the OCP. On the private property side of the public access corridor, the city may, as necessary, consider stipulating additional "no disturb" zones. Lot line adjustments or other subdivision application are resulting in the creation of new lots suitable for the construction of buildings permitted under the applicable zoning will be considered exempt from this policy;

**Beach Access Dedications.** In new subdivisions seek to acquire beach access points as provided for under the Land Titles Act, Chapter 250, RSBC 1996;

**Site Density Calculations.** Allow the owner(s) of land affected by linear park dedications to use the original site area in computing density and floor area ratios and minimum area for development or subdivision purposes;

**Shore Zone Route of Access.** Pursue the establishment of a 10-metre route of access by way of a road right-of-way dedication, from the natural boundary, along the Lake Okanagan shore zone for the purposes of flood control, lake conservation, lake maintenance, and public access. Provision of the route of access shall be pursued on all pending and future applications for subdivision and rezoning to multiple unit housing, commercial, industrial and institutional developments;

**Impact of Subdivision.** Require that foreshore structures be brought into compliance with current regulations prior to a subdivision application on the upland parcel being approved.

#### Policies Applying to Properties on Heritage Register

**Commercial Uses within Heritage Buildings.** Consider commercial uses within heritage buildings located in areas not designated as Commercial on Future Land Use Map 19.1, provided that a Heritage Revitalization Agreement is negotiated with the City and provided that the project meets the criteria established for sensitive neighbourhood integration;

**Heritage Protection.** Encourage owners of properties listed in the Kelowna Heritage Register to voluntarily provide long-term heritage protection to their properties through the use of a Heritage Designation Bylaw or a Heritage Conservation Covenant.

**Heritage Revitalization Agreements.** Consider, on a site-specific basis, the use of Heritage Revitalization Agreements as a means of facilitating the adaptive re-use and continuing protection of heritage properties.



### Policies Applying to Discharge of Land Use Contracts

**Land Use Contracts.** Support efforts to discharge or remove Land Use Contracts, especially those with potential major impact to OCP objectives;

### Policies Applying to Properties Along (within ? Metres of) Transit Routes

**Land Uses along Transit Routes.** Encourage efficient land uses in proximity to transit routes (small land parcels, high site coverage, limited provision of surface parking);

**Access to Transit.** Require provision for convenient and safe pedestrian movement to transit stops from parkland, commercial facilities, schools and other community institutions;

### Policies Applying to the North Glenmore Landfill

**Use of North Glenmore Landfill.** Continue to use the Glenmore landfill facility for the disposal of waste in accord with the Regional Solid Waste Management Plan, 1992;

### *Need to somehow incorporate reference to Development Permit Requirements*

**Natural Environment Development Permit.** Require, unless exempted under the provisions of Section 7.11, that those owning properties located within Natural Environment Development Permit Areas (See Map 7.1a) obtain development permits prior to altering land or receiving building permit or subdivision approval. (Please see Section 7.11 in the Environment Chapter for an explanation of development permit criteria and exemption provisions);

**Hazardous Condition Development Permit.** Require that, unless exempted under the provisions of Section 7.12, that those owning properties located within Hazardous Condition Development Permit areas (see Maps 7.1b and 7.2) obtain development permits prior to altering land or receiving building permit or subdivision approval. (Please see Section 7.12 in the Environment Chapter for an explanation of development permit criteria and exemption provisions);

**Wildland Fire Hazard Protection.** Continue to consider, as an exemption to the Hazardous Condition Development Permit requirements of Section 7.12, registration of Section 219 Restrictive Covenants under the Land Title Act at the time of subdivision or building permit for properties within or near the Wildland Fire Hazard Development Permit Area Designation on Map 7.2.

**Multiple Unit Development Permits.** Require multiple unit housing developments within the RM, Commercial, Major Institutional, and Comprehensive Development Zones of Zoning Bylaw 8000 to comply with Development Permit conditions (please refer to Section 8.2 for information on Development Permit conditions).

**Secondary Suite and Two Dwelling Housing Development Permits.** Require secondary suite and two dwelling housing developments permitted by Zoning Bylaw No. 8000 to comply with Development Permit conditions (please refer to Section 8.3 for information on Development Permit conditions).

**Commercial Development Permit.** Require commercial developments located in the areas designated "Commercial Development Permit Areas" (see Map 6.2) to obtain a commercial development permit prior to receiving subdivision or building permit approval; (DP requirements and procedures are specified in Section 9.2)

**Industrial Development Permit.** Require, unless exempted under the provisions of Section 10.2, that industrial developments located in the areas designated "Industrial Development Permit Areas" (see Map 6.2) obtain an industrial development permit prior to receiving subdivision or building permit approval; (Please see section 10.2 for an explanation of development permit criteria and exemption provisions).

Following Policies Should Probably Be Included but need to be strengthened so as to be more meaningful

**Retention of Natural Areas.** Encourage all development and infrastructure projects to conserve wetlands, wildlife habitat, trees or other indigenous vegetation. Encourage alternative development methods, such as considering increasing density, narrowing right-of-ways, or cluster housing;

**Natural Wetlands.** Support the retention or enhancement of existing natural wetlands in areas to provide storm water management and water quality improvements;

**Pedestrian Connections.** Promote enhanced pedestrian connections upon redevelopment;

**Transit Availability Analysis.** Consider availability of transit services as a criteria when evaluating subdivision and rezoning applications for major employment generators (50+ employees), and non-single family residential developments;



## Appendix B – Items Referred to OCP Review

The following are 'rough notes' regarding issues that have, to date, been brought to our attention as needing consideration as part of this OCP review. Some of the notes may require clarification. Staff would be happy to provide further related background once a consultant has been appointed.

The *italicized* text below denotes requests that have been received from Council.

### Growth Management

- *look at the broader question of building height for all areas of the city, as part of the next OCP review. (Council Direction November 28, 2006)*
- Are there view corridors that need preservation that would impact where we assign height?

### Environment

- Need to consider whether there are any changes required to reflect fact that RAR means it is now more difficult to get linear park corridors along creeks
- 94% reduction in carbon emissions needed by 2030 for us as planet to avoid catastrophic change. How are we going to respond to this challenge? Responding may require changes in actions that need to be reflected in other chapters.
- Do we need to add policies / guidelines with respect to new Special Wildlife and Species at Risk legislation?
- Response to tree loss / beetle kill (replanting / air quality)?
- The City has signed the BC Climate Action Charter, committing us to "become carbon neutral in our operations by 2012; to measure and report on our community's GHG emissions profile and to create complete, compact, more energy efficient communities." Does this suggest any particular policies in our OCP?
- Has new Provincial legislation been passed yet to require that an OCP contain GHG reduction targets and strategies for achieving those targets? If so, policies/strategies should be included to address that. If, not, do we still want to consider including such?
- Consider input from Mayor's Youth Forum

### Energy Management

- Consider adding an Energy Management Section to the next OCP
  - link energy to community well being

- establish importance of leadership in sustainable energy
  - link land use planning and development controls
  - identify potential areas for district heating
  - require that staff explore both supply and demand side management initiatives for all new infrastructure and building investments
  - require range of options to be assessed re: payback on new installations (e.g. how much more would it cost to introduce energy saving measures)
  - having an energy management section would possibly put us in a better position re: securing senior government funding
- In July 2007, Councillor Hobson suggested that OCP review should consider how we get our subdivisions and new streets to be designed for sustainability -- getting houses solar ready? Planning for proper orientation of new homes so that they can take advantage of solar resources. In ASPs, should we require that street network be designed accordingly?

## Housing

- The Affordable Housing Task Force recommendations resulted in David Shipclark asking us to consider (Recommendation # 6) – Residential uses in Industrial/Commercial Zones as part of the OCP Review. Some of our initial thoughts in response are:
  - Residential on 2nd or 3rd floor?
  - Less expensive housing?
  - Separation of uses (not desirable place to live?)
  - More intensive use of industrial areas possible?
  - Access to services/transportation? (role of transit v. other alternatives)
  - Concern is that residential may squeeze out industrial -- Maybe we require ground floor industrial and only allow residential on upper stories? Proximity of one industrial area is actually pretty close to Rutland Town Centre (20 minute walk) and right on the Rails with Trails corridor . . . Even in the absence of transit, this area would be accessible to walkers and cyclists.
- Policy changes based on Multi-family Land Use Review?
- Must include housing policies relating to affordable housing, rental housing and special needs housing (if we have any policies)
- *Are any OCP policies required to provide direction for amenity bonusing to be used for affordable housing or other purposes? (Council workshop in October 2007 asked staff to include this as consideration with OCP review)*

## Industrial

- Do we need to add anything with respect to gravel extraction? Must at minimum specify approximate location and area of sand and gravel deposits that are suitable for future extraction (consult Aggregate Plan)

## **Agricultural**

- Policies for community gardens?
- Update ALR layer on Rural/Agricultural boundaries map

## **Transportation (Policies)**

- <http://www.act-trans.ubc.ca/> for ideas on how community design can influence choice of transportation -- any ideas that come out of this should be incorporated as appropriate
- Do we need to do anything comprehensive to deal with Transportation documents such as the Regional Off-Road Cycling Network, TOD Guidelines, Rutland Connections, BRT – Transit Planning and Noise Attenuation Policy etc. Anything that relates to planning and land use management that needs to get incorporated in order for us to help facilitate implementation?
- 2012 – Peak Oil – are we set up to cope?
- Should we be considering amenity bonusing for TDM measures?
- Transit Oriented Development / BRT – need any policies in OCP to ensure?
- Transit Supportive Guidelines – is this an OCP issue?
- Anything need to be changed to reflect Central Okanagan Multi-modal Corridor (COMC) / second bridge?
- What are the implications of the revised Transportation Plan (new modelling)?
- Do we need to deal with the economic Impact of traffic congestion – EDC study?
- Consider input from Mayor's Youth Forum
- How can the Highway 97 "Strip" become more "sustainable"?
- What kind of transportation network/system is needed to allow us to achieve our sustainability goals? How do we go about putting that in place? How do we design our multi-modal transportation network and facilities so that we can reduce Greenhouse Gas Emissions?

## **Services and Utilities**

- What infrastructure changes (i.e. larger drainage systems for bigger storms, Mission Creek dyke improvements etc) will be triggered by climate change and are we prepared to cope?
- Do we want to consider limiting our capital expenditure plan on infrastructure for edge areas that are likely to be targeted by unsustainable forms of development
- Should we require that staff explore both supply and demand side management initiatives for all new infrastructure and building investments?
- Should we require a range of options to be assessed re: payback on new installations (e.g. how much more would it cost to introduce energy saving measures)?
- Do we need a policy to discourage use of package treatment plants (This would be in tandem with similar regulations in the Subdivision and Development Servicing Bylaw)?
- Update serviced area on Water and Sanitary maps
- Must specify location and phasing of sewer and water systems
- Must specify location and type of waste treatment and disposal sites

## **Parks and Leisure**

- Any land use management or planning components to the Recreation, Parks and Culture Master Plan that need to be incorporated?
- Any land use management or planning components to the Linear Corridor Master Plan that need to be incorporated?
- Any land use management or planning components to the revised Park Acquisition Plan that need to be incorporated?
- Should we bring back Bylaw 9243 – foreshore linear corridor dedications for all applications for subdivision and rezoning, including Single – Two Unit development?
- Update ALR layer on Linear Trail Concept Plan map
- Should we remove linear corridor along Bellevue Creek? (public request -- we now have the Bellevue Creek Corridor Master Plan so this request may be moot?)

- Better protect natural open space by identifying what needs to be protected and how protection can best be achieved (private ownership with restrictions, city ownership?). If the City is to be the owner, how does that happen – with dedications or through purchase? If through purchase, how should that be funded – general taxation or DCC increase? Similarly, should linear parks be financed through general taxation or DCC increases? Which types of development should contribute to Parks DCCs?
- Is there anything we need to say in OCP to “get more trees” (follow-up to Urban Forestry Supervisor’s reports to Council re: our tree inventory – we are only at about half the ‘ideal’ tree cover)

### **Arts and Culture**

- Any land use management or planning components to the Cultural Strategic Plan implementation that need to be incorporated?

### **Heritage**

- Is there anything from the Heritage Strategy that needs to be incorporated?
- Should the Bernard / Lawrence area be designated as a conservation area?
- Do we need to add archaeological sensitivity mapping or mention consideration of these resources in any way?

### **Institutional**

- Must specify approximate location and type of present and proposed public schools

### **Other/General**

- How do we design our city so that it is ‘child-friendly’ (on the understanding that a child-friendly city is more livable for all)

### **Development Permits**

- Do we need to do anything about adding flooding as a hazard? Or, does this open us up to unwanted liability?
- Need to think about whether Village Centres can really be shown as “urban centre” DP areas given that we have called them such under the premise of their being ‘revitalization’ of an area in which a commercial use is permitted. How much ‘revitalization’ can there be in a “new” area? Glenmore RUV? Kettle Valley? University South? Black Mountain?
- *We need to make sure that we bring back for discussion the notion of amending the Highway 97/Springfield Urban Centre boundary, which was brought up for discussion at the Public Hearing for the Commercial Study. Council was not comfortable making the changes proposed through the Commercial Study*

*because they didn't feel we had adequately notified affected property owners. They asked us to bring back the suggested changes as part of the next OCP review. They indicated that they would be supportive of leaving the boundary at Highway 33 (extension), but that other boundaries could be peeled back as we had proposed, provided that we individually notified affected property owners of the proposed change. (January 9, 2007)*

- At a Public Hearing in April 2007, Council suggested that staff, as part of next OCP review look at the following:
  - Design guidelines for Tourist Commercial at mouth of Mission Creek?
  - OCPs can contain comprehensive environmental restoration requirements
- Not many communities use DP areas as effectively for protection of the natural environment as they could – have we taken as much advantage as we could/should?
- Are there changes needed in response to Hillside Audit and Wildfire Policy review?
  - Create a Development Permit Bylaw for hillsides which sets standards and guidelines to meet prior to considering subdivision approval? (Hillside Audit recommendation)
  - Assess the feasibility/desirability of a separate DP bylaw for hillside areas (i.e. slope angle considered hillside area that should be subject to certain restrictions even though the land may not be subject to hazardous conditions)
- Review DP Design Guidelines -- Urban Centre; Multiple Unit Residential; Commercial; Industrial
- Review DP Guidelines (Natural Environment, Hazardous Condition - slope and wildfire)
- Amend DP waiver language in all sections where exemptions to DP's are indicated. Legal opinion that "may" not be required is not appropriate and should be replaced with "will" not be required ....
- Do we need to adjust the Multiple Unit Development DP guidelines to consider new cluster housing development?
- Mapping Changes to Urban Centres DP Maps:
  - Reduce size of Hwy 97 / Springfield Urban Centre as per UCIC and Commercial Study and subsequent Council direction
  - Consider extending red lines along Chute Lake Road and Gordon Drive
- Mapping Changes to Natural Environment DP Map:
  - Wetland Habitat Management Review – including McKinley Reservoir as per Richard Drinnan / Hall Road area / Pandosy Marsh (Todd Cashin)



- Add SHIM data for other creeks / wetlands (Todd Cashin)
- Include non-aquatic terrestrial features based on SEI
- Mapping Changes to Hazardous Condition DP Map:
  - Changes based on Hillside Audit implementation (differentiate hillside areas on DP maps?)
  - Changes needed from SEI? Include slope stability and erosion potential?
- Review Development Permit Waiver provisions to ensure that those types of developments that would typically be issued waivers are exempted from the process. This will streamline the review process for applications that are required to go through the process.
- Include any of the Hillside Development Guidelines (separate document) in the OCP?
- Determine community vision when it comes to hillside development? Are there slopes (either particular ones or ones of particular steepness) that shouldn't be developed at all?
- Designate significant natural features and ridgelines as Natural Environment DP areas in the OCP?

### **Application Review**

- Consider writing an OCP policy to state that staff will support applications that include a covenant stating specifics about sustainability aspects to be achieved and then add an OCP policy stating that all development will be evaluated in the context of the community's sustainability goals, using sustainability principles as a benchmark?
- Consider formally incorporating the OCP amendment evaluation tool that staff have been using informally for a while to determine staff recommendation to Council?
- OCPs can contain a goal of x% of development happening within an Urban Containment Boundary – do we want to consider such an approach?
- In July 2007, Councillor Hobson suggested that OCP review should consider how we get our subdivisions and new streets to be designed for sustainability. Should we be getting houses solar ready? Should we be planning for proper orientation of new homes so that they can take advantage of solar resources? In ASPs, should we require that street network be designed accordingly? (note, I have also placed this comment in Energy Management section)
- What do we expect to get as part of redevelopment applications in terms of dedications? When will we take such? (Our requirements need to be clearer)

- Getting support for increased density (redevelopment) is more easily achieved when getting more "urban" also results in the creation of more 'natural' open space – have we provided for the right balance between 'increased density' and better amenities?
- *On December 4, 2006, Council asked staff to, as part of the next OCP review, consider a text amendment requiring a mix of housing units in all new developments (inclusion of a large number of small lot single-homes and duplexes, as well as provision for coach houses and secondary suites.) along with the required public notification and public hearing.*
- APC suggested (February 13, 2007) that the City should have a structure to allow developers to make contributions in lieu of affordable housing for OCP amendments – do we need something beyond what we already have with existing OCP policy 8.1.9 Housing Reserve Fund?
- Should we establish an EIA trigger to provide an incentive for developments to be more efficient and to use greener designs and practices in order to avoid crossing the EIA threshold? Is this something that needs to be in the OCP?
- Local government staff can, on a re-zoning application, suggest that a section 219 Land Title Act covenant be registered, requiring the incorporation of certain green building or development features, as a condition of staff giving their recommendation to the re-zoning and development proposal. Staff cannot promise the rezoning will be granted, as staff cannot bind council to a decision and council cannot close its mind before a re-zoning hearing, but staff can promise their support to the proposal – a significant hurdle for any developer. Using covenants, local government staff can secure desirable building features such as low flow toilets, green roofs, energy efficient features such as solar hot water tanks, and so on. Covenants should include provisions to help ensure compliance with the covenant into the future (e.g. provisions requiring the filing of monitoring or maintenance reports might be considered). (Perhaps we could make filing date during summer and have it be a summer student task to follow up?)
- Do we need to generalize OCP policy re: amendments to Future Land Use Map for affordable housing to more generally state that when Council considers rezoning requests, we will be looking for community amenity contributions to help offset the costs triggered by the new development?

## **Appendix C – Council Policy 296**

# CITY OF KELOWNA

## COUNCIL POLICY MANUAL

POLICY: 296  
PAGE: 1 of 4

APPROVAL DATE: 2001/03/26  
RESOLUTION #: R237/01/03/26  
REPLACING #: N/A  
DATE OF LAST REVIEW: April 2006

SUBJECT: OFFICIAL COMMUNITY PLAN CONSULTATION – BYLAW NO. 7600

The City of Kelowna will provide the following minimum opportunities for public consultation when considering Kelowna 2020 Official Community Plan Bylaw No. 7600.

These opportunities may be expanded upon if and when considered necessary, and are in any event in addition to, and must be completed before, any consideration, public hearing, or consultation requirements outlined in section 882(3) of the *Local Government Act*.

### **The General Public:**

1. Consultation with the general public, which shall include at least:
  - (a) Advertising the City's intention to begin the process prior to its start;
  - (b) Installing and advertising appropriate facilities and methods, such as one or more of an OCP telephone hotline, an OCP e-mail address, or an OCP web site address, for the ongoing gathering and updated dissemination of information between the City and the public;
  - (c) Soliciting participants for any focus groups involved in the process;
  - (d) Holding at least one focus group session for the purpose of outlining the process and reviewing the issues and policies to be addressed;
  - (e) Holding and advertising public open houses at the following times during the process, and at any other appropriate times:
    - Prior to the preparation of a first draft of the proposed OCP;
    - Following the preparation of a first draft of the proposed OCP;
    - Following the preparation of any other drafts of the proposed OCP that are presented to City Council prior to the final draft that is presented to Council for initial consideration and forwarding to the formal bylaw reading and adoption process.

### **Special Interest and Community Organizations:**

2. Consultation with the following special interest and community organizations, and any other similar organizations whose specific input is considered necessary:
  - Local Residents Associations
  - Local Business Associations
  - Chamber of Commerce
  - Downtown Kelowna Association
  - Urban Development Institute (Interior Chapter)
  - Canadian Home Builders Association (Interior Chapter)

# CITY OF KELOWNA

POLICY: 296

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## COUNCIL POLICY MANUAL

APPROVAL DATE: 2001/03/26  
RESOLUTION #: R237/01/03/26  
REPLACING #: N/A  
DATE OF LAST REVIEW: April 2006

SUBJECT: OFFICIAL COMMUNITY PLAN CONSULTATION – BYLAW NO. 7600

The consultation shall include at least:

- (a) Soliciting participants from the organizations for any focus groups involved in the process;
- (b) Holding at least one focus group session (in conjunction with that provided for under section 1(d), or otherwise) for the purpose of outlining the process and reviewing the issues and policies to be addressed;
- (c) Notifying the organizations directly of any and all public open houses being held during the process.
- (d) Holding a workshop to discuss the Pandosy/Richter one-way couplet with affected business stakeholder groups.

### **Council Committees:**

3. Consultation with the following Council committees, and any other Council committees with interest or involvement in planning or land use issues whose specific input is considered necessary:
  - Advisory Planning Committee
  - Agricultural Advisory Committee
  - Community Housing Needs Committee • Heritage Commission
  - Social Planning Board
  - Town Centre Implementation Committee

The consultation shall include at least:

- (a) Reviewing background issues, information, and policies with the Council committees, prior to preparation of the first draft of the proposed OCP;
- (b) Soliciting comments and input from the Council committees prior to preparation of the first draft, and at any other appropriate time;
- (c) Considering and incorporating, where appropriate, any comments or input provided by the Council committees, prior to presenting the final draft of the proposed OCP to Council for initial consideration in the formal bylaw reading and adoption process.

### **Government Bodies or Agencies:**

4. Consultation with the following government bodies or agencies, and any other government bodies or agencies as appropriate:
  - Land Reserve Commission
  - Ministry of Agriculture and Food
  - Ministry of Transportation and Highways
  - Ministry of Environment, Lands and Parks (Water Management Branch and Wildlife Branch)
  - Regional District of Central Okanagan
  - District of Lake Country
  - Westbank First Nation
  - Okanagan Indian Band

# CITY OF KELOWNA

POLICY: 296

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## COUNCIL POLICY MANUAL

APPROVAL DATE: 2001/03/26  
RESOLUTION #: R237/01/03/26  
REPLACING #: N/A  
DATE OF LAST REVIEW: April 2006

SUBJECT: OFFICIAL COMMUNITY PLAN CONSULTATION – BYLAW NO. 7600

The consultation shall include at least:

- (a) Referring the following versions of the draft OCP to the government bodies or agencies:
  - A draft prior to preparation of final draft;
  - The final draft that is presented to Council for initial consideration in the formal bylaw reading and adoption process;
- (b) Soliciting comments and input from the government bodies or agencies, when referring a draft of the proposed OCP, other than the final draft that is presented to Council for initial consideration in the formal bylaw reading and adoption process, to them, and at any other appropriate time;
- (c) Considering and incorporating, where appropriate, any comments or input provided by the government bodies or agencies, prior to presenting the final draft to Council for initial consideration in the formal bylaw reading and adoption process.

### School District No. 23:

5. Consultation with School District No. 23, which shall include at least:

- (a) Referring the following versions of the draft OCP to School District No. 23:
  - A draft prior to preparation of final draft;
  - The final draft that is presented to Council for initial consideration in the formal bylaw reading and adoption process;
- (b) Soliciting comments and input from School District No. 23, when referring a draft of the proposed OCP, other than the final draft that is presented to Council for initial consideration in the formal bylaw reading and adoption process, to them, and at any other appropriate time;
- (c) Considering and incorporating, where appropriate, any comments or input provided by School District No. 23, prior to presenting the final draft to Council for initial consideration in the formal bylaw reading and adoption process;
- (d) In addition to any other consultation with School District No. 23, specifically soliciting comments and input as to the items listed in section 881(2) of the *Local Government Act*.



# CITY OF KELOWNA

POLICY: 296

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## COUNCIL POLICY MANUAL

APPROVAL DATE: 2001/03/26  
RESOLUTION #: R237/01/03/26  
REPLACING #: N/A  
DATE OF LAST REVIEW: April 2006

SUBJECT: OFFICIAL COMMUNITY PLAN CONSULTATION – BYLAW NO. 7600

### Utilities Providers:

6. Consultation with the following local providers of utilities, and any other similar providers whose specific input is considered necessary:
- Glenmore-Ellison Improvement District
  - Black Mountain Irrigation District
  - Rutland Waterworks District
  - South East Kelowna Irrigation District
  - Telus
  - Shaw Cable
  - B.C. Gas
  - West Kootenay Power

The consultation shall include at least:

- (a) Referring the following versions of the draft OCP to the utilities providers:
  - A draft prior to preparation of final draft;
  - The final draft that is presented to Council for initial consideration in the formal bylaw reading and adoption process;
- (b) Soliciting comments and input from the utilities providers, when referring a draft of the proposed OCP, other than the final draft that is presented to Council for initial consideration in the formal bylaw reading and adoption process, to them, and at any other appropriate time;
- (c) Considering and incorporating, where appropriate, any comments or input provided by the utilities providers, prior to presenting the final draft to Council for initial consideration in the formal bylaw reading and adoption process.

REASON FOR POLICY: To establish guidelines for public consultation during development of Kelowna 2020 Official Community Plan Bylaw No. 7600.

LEGISLATIVE AUTHORITY: Division 2, Part 26 *Local Government Act*

PROCEDURE FOR IMPLEMENTATION: Information gathered during the Public Consultation Process for the new OCP will be submitted to Council at the time the final draft is presented for initial consideration. Once the bylaw for the new OCP has received first reading the proposed OCP must be considered in conjunction with the City's financial plan and waste management plan; referred to the Land Reserve Commission; and a public hearing must be held.