

# Memo



**Date:** April 6, 2011  
**File:** 1200-31  
**To:** City Manager  
**From:** Policy & Planning Department  
**Subject:** Bylaw No. 10500 Kelowna 2030 - Official Community Plan  
**Report prepared by:** Long Range Planning Manager

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## **Recommendation:**

THAT Council receives the report from the Policy and Planning Department dated April 6, 2011 with respect to Bylaw No. 10500 being Kelowna 2030 - Official Community Plan;

AND THAT Council gives First Reading consideration to Bylaw No. 10500 being Kelowna 2030 - Official Community Plan.

## **Purpose:**

To have Council give First Reading to Bylaw 10500 to begin the process toward final adoption of Kelowna 2030 - Official Community Plan.

## **Background:**

An OCP is a document that contains community goals, objectives and policies guiding growth and change. Specifically, an OCP focuses on land use management, projecting where and when new development will occur and how municipal services will accommodate this growth. Once adopted by bylaw the OCP becomes a binding document guiding staff recommendations and Council decisions.

Generally, Kelowna's OCPs are reviewed every 5 - 7 years. The current OCP was finalized in 2002 (policy document only) and 2004 (land use plan / transportation network). By the end of the last decade it became apparent that with changes in legislation, growth rates and economic conditions it was time for another OCP review.

This OCP review officially commenced in the summer of 2008 and was developed in two phases. Phase 1 focused on policy review and included 3 on-line surveys, 2 open houses and a significant amount of staff time in reviewing and editing the policy document. Phase 2 dealt with future land uses to accommodate anticipated growth and associated servicing requirements and

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included 3 on-line surveys and 4 open houses. In addition to public opportunities for input, there were numerous stakeholder meetings as well as regular updates to Council.

Following the latest round of public consultation at open houses and on-line in February / March 2011, the draft OCP is now ready for formal consideration by Council as a bylaw, including referral to the Agricultural Land Commission and Public Hearing.

The draft OCP has been updated to reflect the most recent public, stakeholder and agency input and that consolidated document is provided in Attachment 2, which also forms Schedule A to Bylaw 10500.

**Internal Circulation:**

General Manager of Community Sustainability  
Director, Infrastructure Planning  
Director, Land Use Management

**Legal / Statutory Authority:**

Local Government Act Part 26: Division 2 - Official Community Plans, Sections 875 - 882.

**Legal/Statutory Procedural Requirements:**

Local Government Act Section 882(3) specifies that after first reading (and prior to Public Hearing) of an Official Community Plan bylaw the local government must, in sequence, consider the plan in conjunction with its financial plan and any waste management plan applicable. In addition, the local government must refer the plan to the Agricultural Land Commission for comment.

The 20 Year Servicing Plan and Financing Strategy will be presented at the next Council meeting in order to fulfill the above noted requirements of the legislation. A follow-up Policy and Planning Department report with respect to those next steps will also be presented at the next Council meeting to ensure that the Council resolutions are provided in the correct sequence as we move forward to Public Hearing and final adoption.

**Existing Policy:**

Early in the OCP Review process Council established OCP Consultation Policy No. 296. Staff have been following this consultation process and an itemized list of that required consultation is outlined in Attachment 1.

As the process evolved, the public and the various agencies and stakeholders indicated in the Council Policy have been made aware of (through emails, advertising, news releases and other electronic and social media) and invited to participate in the numerous open houses, on-line surveys, and stakeholder presentations, as well as opportunities to review and provide comment on draft material.

As part of the consultation process, staff have also met with and presented relevant portions of the draft OCP to various Council Committees. All of the committees consulted have endorsed or agreed with the policy content or where there was specific feedback provided staff have, where appropriate, adjusted the wording to reflect that feedback.

As part of the adoption process it is necessary for Bylaw 10500 to repeal the previous OCP as established in Bylaw 7600 and that resolution is contained within Bylaw 10500.

There are also a number of consequential amendments to other bylaws that will be pursued, as soon as possible after OCP adoption, to bring them into compliance and to implement portions of the new OCP. Bylaws that will require amendment are:

- Development Application Procedures Bylaw - Bylaw 8140
- Subdivision and Servicing Bylaw - Bylaw 7900
- Zoning Bylaw - Bylaw 8000

In addition there are a number of Council Policies that will need to be rescinded or amended as noted below:

- Policy 247 - Hierarchy of Plans (Sector and Structure Plans) - to be amended
- Policy 323 - Future Urban Reserve - to be rescinded
- Policy 344 - Affordable Housing or Cash-in-Lieu of Affordable Housing - Interim Policy for Zoning Bylaw Bonuses For Affordable Housing - to be amended
- Policy 345 - Affordable Housing and Amenities or Cash-in-Lieu of Thereof - Interim Policy for Increased Density Resulting From Official Community Plan Amendment - to be rescinded

Finally, there are numerous policies in the existing OCP (Bylaw 7600) related to social and community development issues that will no longer be part of the proposed new OCP given that they are not growth management or land use and development focused. Many of these policies are utilized in the preparation of applications and adjudication of Social Development Grants. Those policies will be brought forward as a new Council Policy to ensure that they have continued applicability and relevance.

Staff will bring forward a separate report for council consideration in the next few weeks with respect to the above noted changes to the Council Policy Manual.

#### **External Agency/Public Comments:**

As noted in the Policy and Planning Department report of March 23, 2011 received by Council on March 28, 2011, the feedback received through recent public consultation indicated generally strong support for key policies and proposed land use changes in the Kelowna 2030 - Official Community Plan.

#### **Considerations not applicable to this report:**

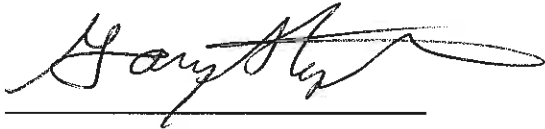
**Financial/Budgetary Considerations:**

**Community & Media Relations Considerations:**

**Personnel Implications:**

**Alternate Recommendation:**

Submitted by:



Gary Stephen, Long Range Planning Manager  
Policy and Planning

Approved for inclusion:

Signe Bagh, Director of Policy & Planning



cc: General Manager, Community Sustainability  
Director, Infrastructure Planning  
Director, Land Use Management

Attach:

## Attachment 1

### Consultation List from Council Policy 296 - OCP Consultation

#### 1. The General Public

#### 2. Special Interest and Community Organizations

Residents Associations	Chamber of Commerce	Economic Development Commission
Downtown Kelowna Association	Uptown Rutland Business Association	Urban Development Institute
Canadian Home Builders Association	UBC Okanagan	Okanagan College
Special Interest Groups	Other Business Organizations	

#### 3. Council Committees

Accessibility Advisory Committee	Community and Women's Issues Advisory Committee	Advisory Planning Commission
Agricultural Advisory Committee	Community Heritage Commission	Public Art Committee
Housing Committee	Youth Advisory Committee	

#### 4. Government Bodies or Agencies

Agricultural Land Commission	Ministry of Agriculture	Ministry of Transportation
Ministry of Environment	Interior Health Authority	School District 23
District of Lake Country	District of West Kelowna	Westbank First Nation
Regional District of Central Okanagan		Okanagan Indian Band

#### 5. Utility Providers

Glenmore-Ellison Improvement District	Black Mountain Irrigation District	Rutland Waterworks District
South East Kelowna Irrigation District	Kelowna Joint Water Committee	Telus
Shaw Cable	Terasen Gas	Fortis BC

## Attachment 2

Click the link below:

[Kelowna 2030 Official Community Plan](#)

**\*\*Scroll down the page to: Draft 2030 OCP - Policy Document & Draft 2030 OCP - Maps.\*\***

# 2030 OFFICIAL COMMUNITY PLAN



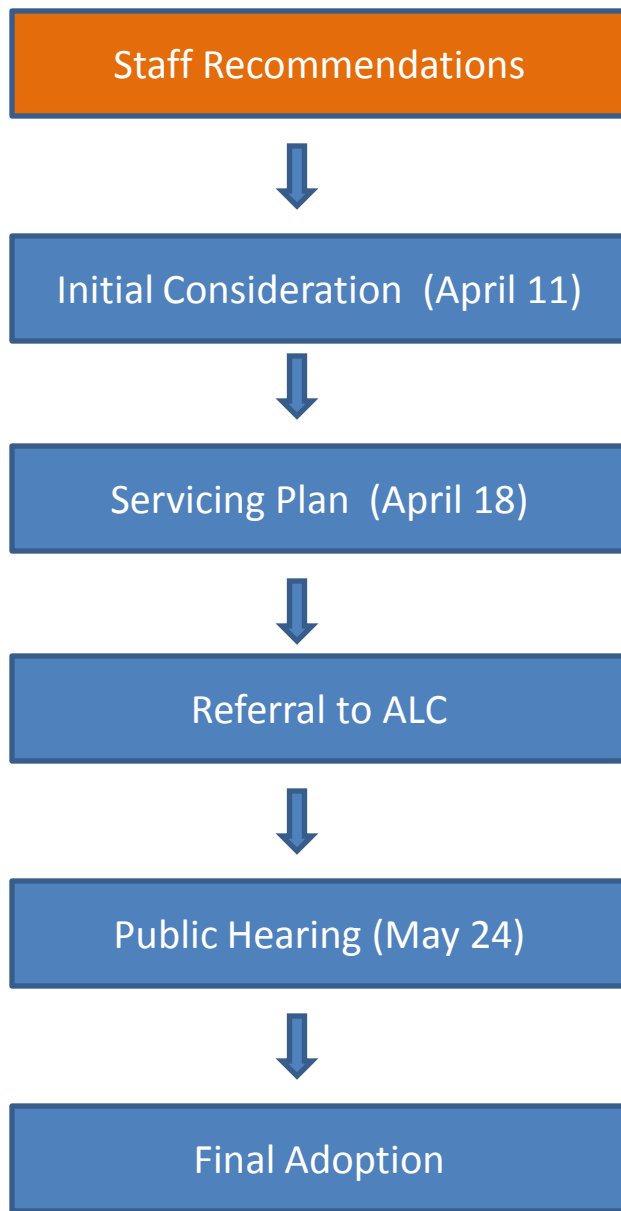
# OCP PROJECT TEAM



# OCP PROCESS

## Official Community Plan Process





## PRESENTATION OVERVIEW

1. Background
2. Goals
3. Policies
4. Land Use Designations
5. Next Steps



## COMMUNITY CONSULTATION

### How did we get here?

- ▶ 1045 days
- ▶ 4591 survey returns
- ▶ 2500 views of OCP video
- ▶ 416 letters and emails received
- ▶ 17 stakeholder meetings
- ▶ 1084 attending Open Houses
- ▶ 1322 on email list
- ▶ 24 Council reports



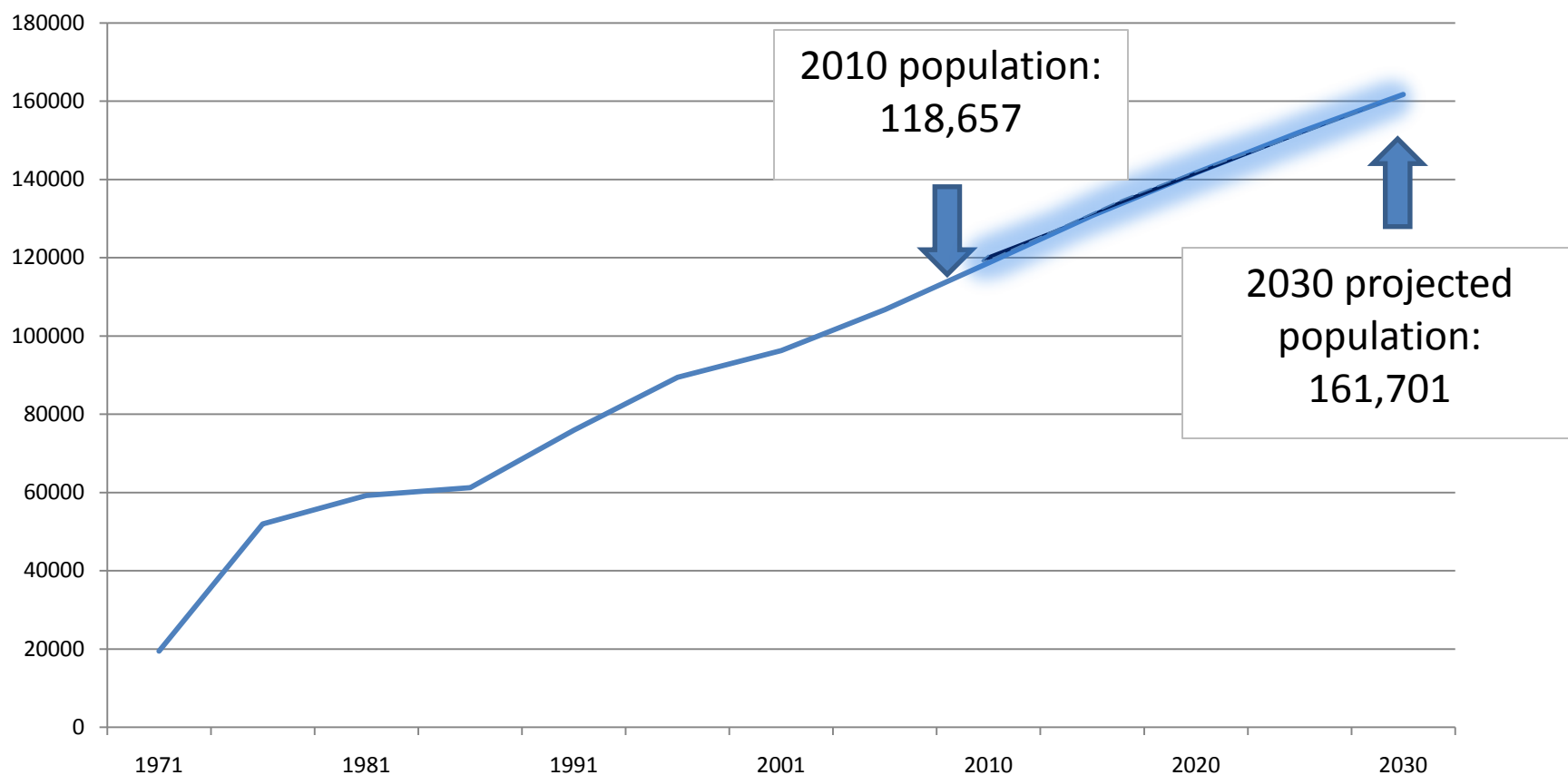
## WHY PLAN?

To deliver on our community's goals





# PROJECTED POPULATION GROWTH



## NATIONAL AND /OR GLOBAL TRENDS

- ▶ Ageing
- ▶ Scarcity of resources
- ▶ Climate change
- ▶ Geopolitical changes



## CREATING A THRIVING COMMUNITY

The community said there is a desire for a future that:

1. Contains urban growth
2. Addresses housing needs of all residents
3. Features a balanced transportation network
4. Improves energy efficiency and performance of buildings
5. Fosters sustainable prosperity

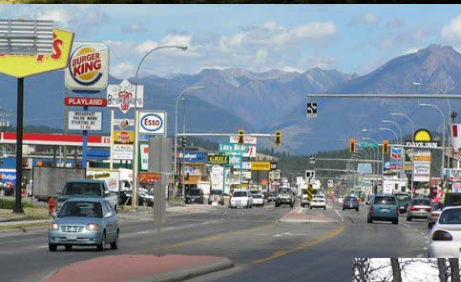


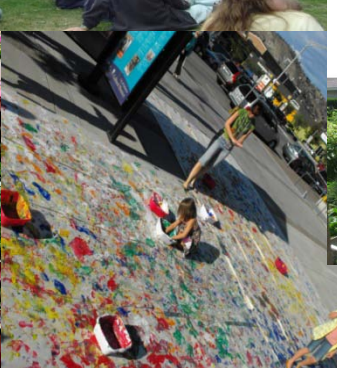
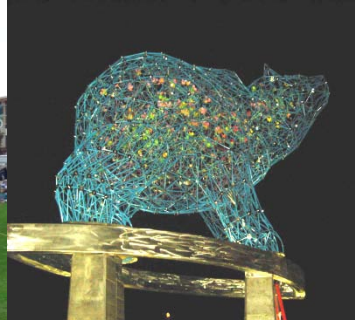
## CREATING A THRIVING COMMUNITY

6. Protects and enhances natural areas
7. Provides spectacular parks
8. Includes distinctive and attractive neighbourhoods
9. Enables healthy and productive agriculture
10. Encourages cultural vibrancy



Kelowna's residents want their civic leaders  
to shape and support a connected and  
sustainable future





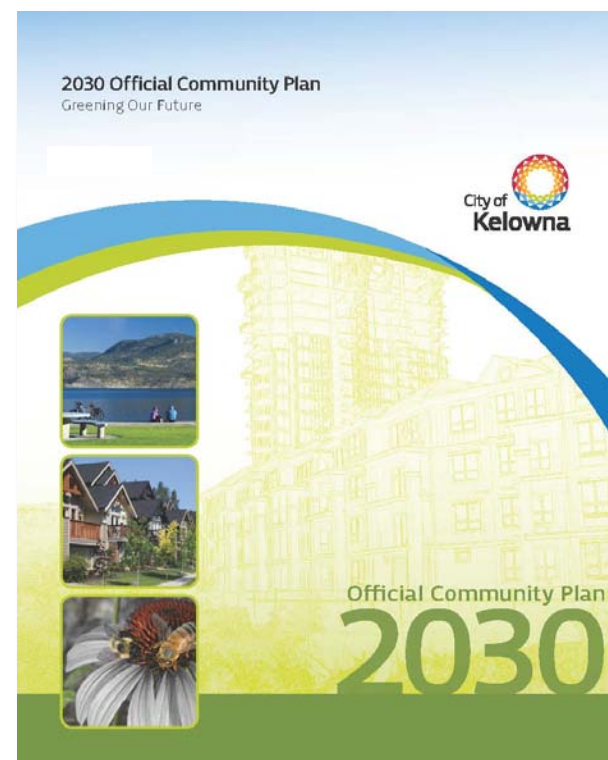
# ASPIRING TO A BETTER FUTURE

*“If you can dream it, you can do it.”*

*Walt Disney*

## MAKING THE DREAM A REALITY

- ▶ Relating policies to the community's goals and vision



# GOAL: CONTAIN URBAN GROWTH

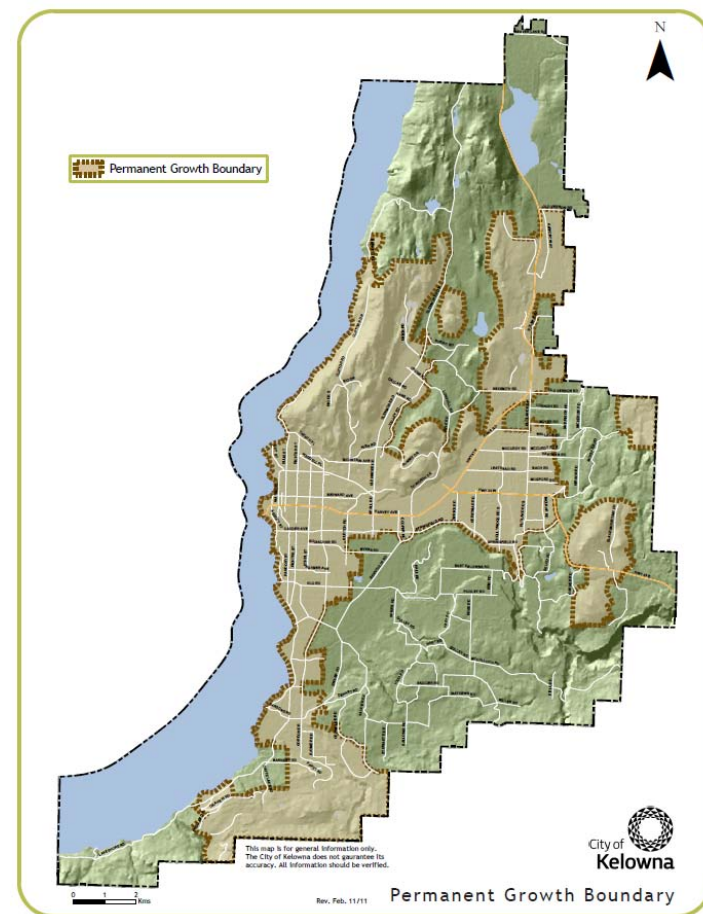
## Permanent Growth Boundary (PGB)

Policy 5.3.1



77%

- ▶ Lands within the PGB may be considered for urban uses within the 20 year planning horizon
- ▶ Lands outside the PGB will not be supported for urban uses
- ▶ Resource Protection Area



# GOAL: CONTAIN URBAN GROWTH

Urban Core

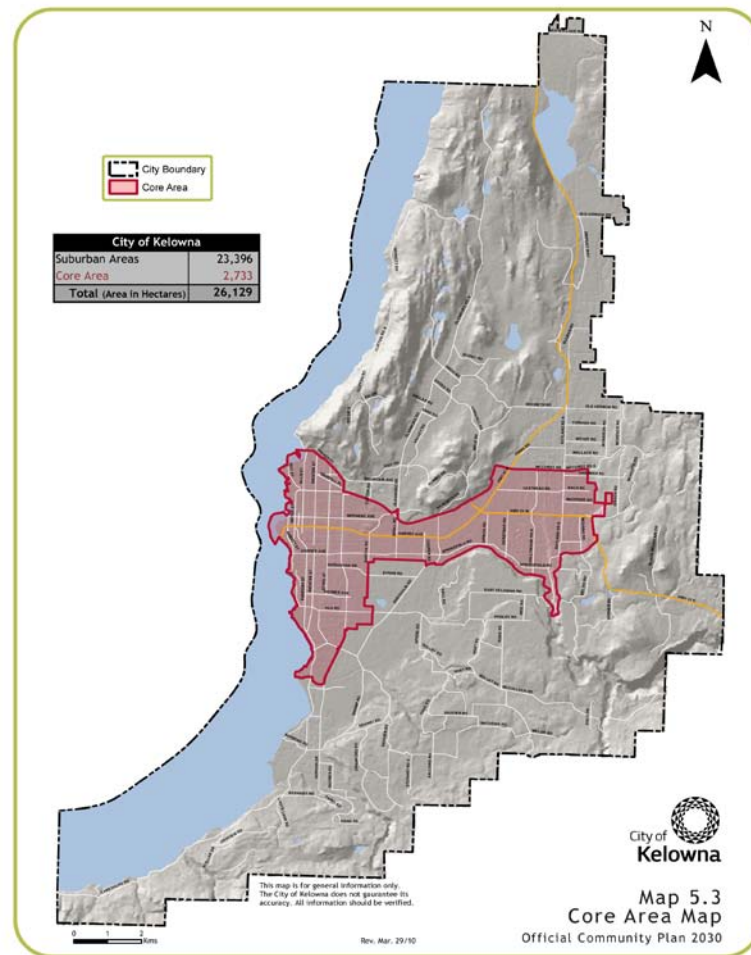


84%

## Urban Centres and Densifying Neighbourhoods

Policy 7.4.1

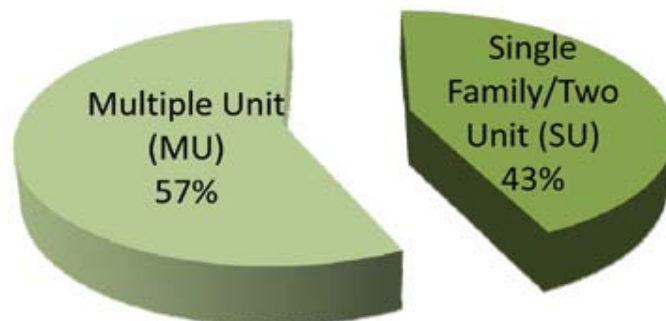
- ▶ Prioritize infrastructure investments



# GOAL: ADDRESS HOUSING NEEDS OF ALL RESIDENTS

## Housing Projections:

Estimated Additional Housing 2030



- ▶ More housing policies will be incorporated as an outcome of the Housing Strategy

# GOAL: FEATURE A BALANCED TRANSPORTATION NETWORK

## Complete Streets

### Policy 7.6.2

- ▶ Ensure new roads are built as complete streets that incorporate sidewalks, on street bike lanes and/or off-road bike paths and provides for efficient transit service.



# GOAL: FEATURE A BALANCED TRANSPORTATION NETWORK

▶ **Congestion**  84%  
Policy 7.7.3

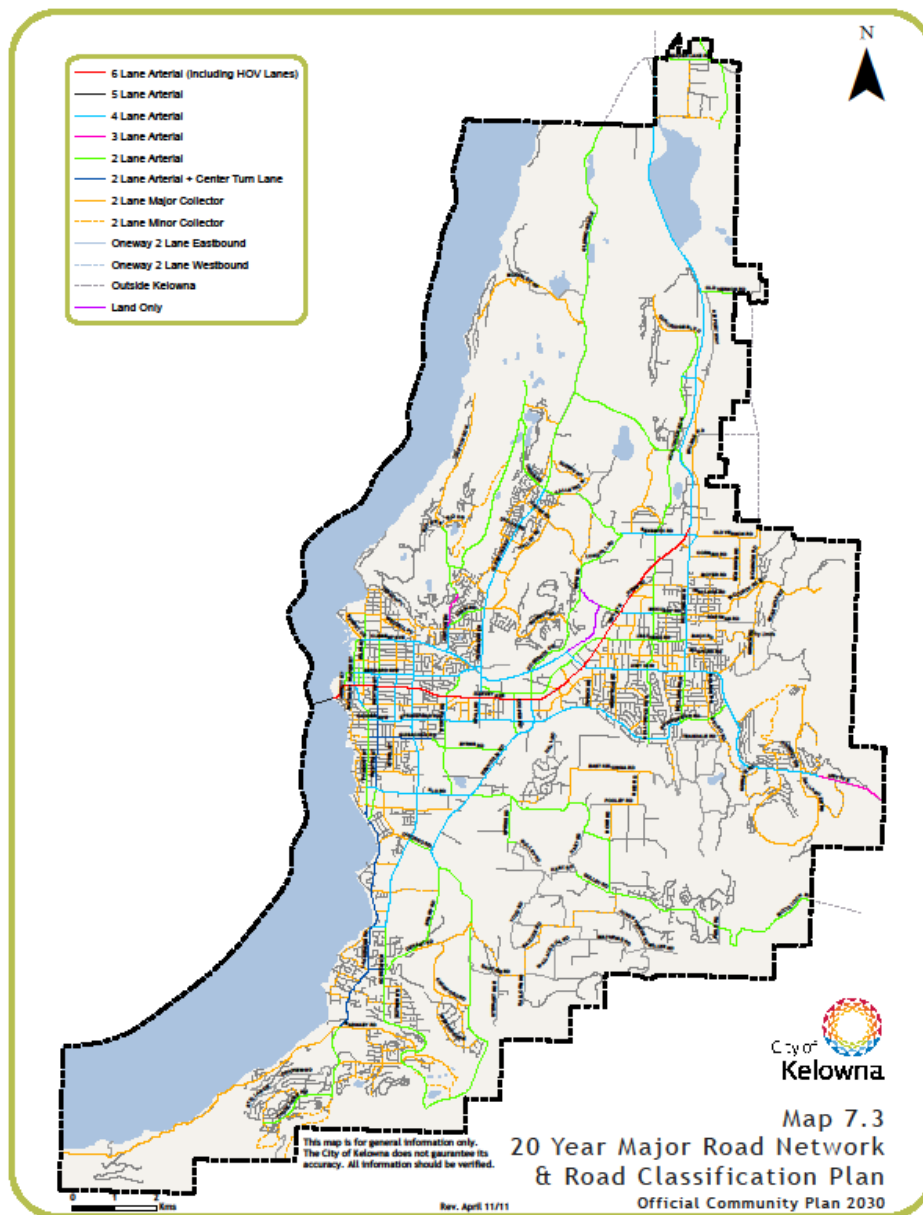
- ▶ Recognize and accept that a greater level of congestion will result from an increase in suburban growth and a reduced road construction program.

The construction of active transportation corridors will be one of the methods . . . to relieve this congestion.

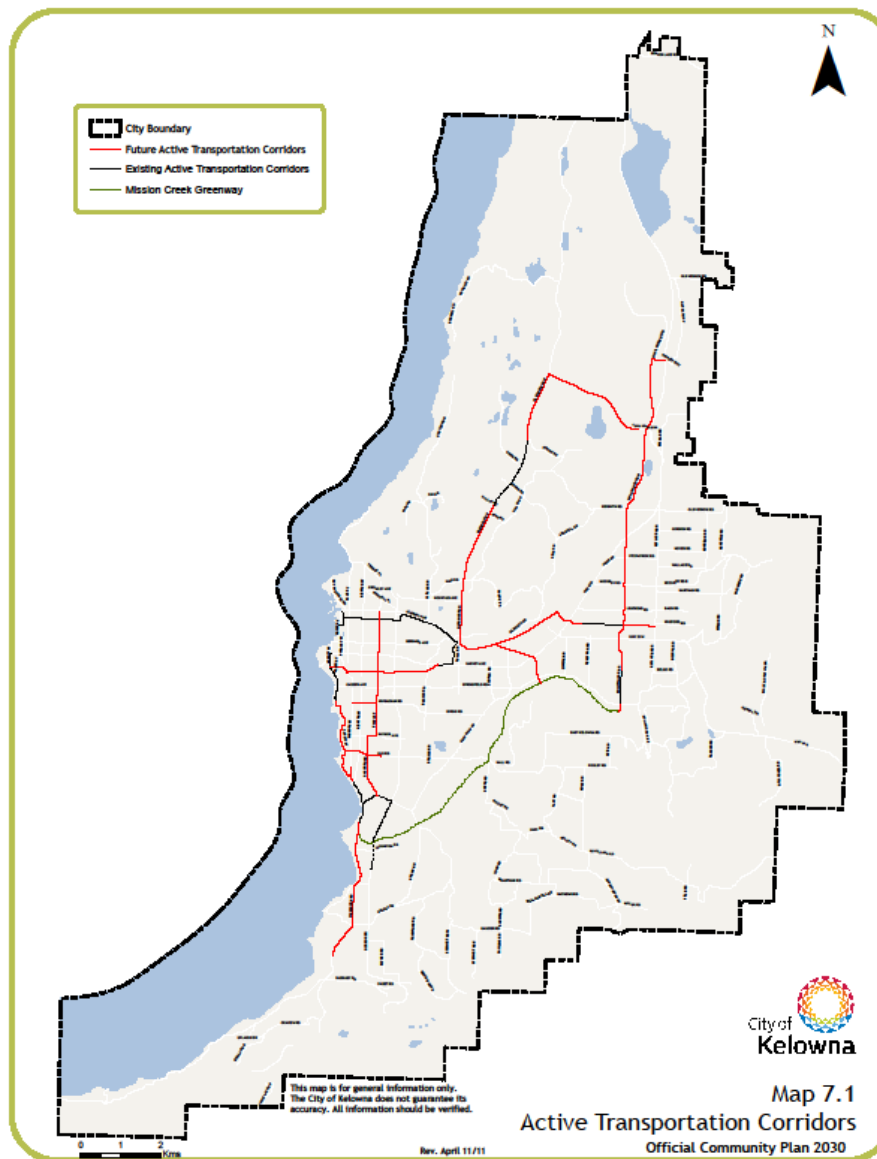
▶ **Roadway Modifications**  67%  
Policy 7.10.1



# ROAD NETWORK



# ACTIVE TRANSPORTATION NETWORK



# GOAL: FEATURE A BALANCED TRANSPORTATION NETWORK

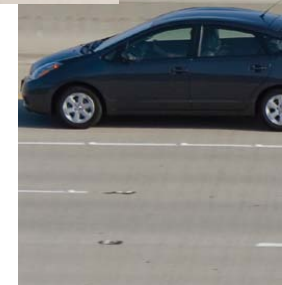
## Infrastructure Priority Funding



77%

### Policy 7.5.1

- ▶ Transportation infrastructure will be funded, designed, constructed and maintained according to the following priority:
  1. Active Transportation (Walking and Cycling)
  2. Transit
  3. Vehicles for movement of Goods & Services
  4. High Occupancy Vehicles (HOVs)
  5. Single Occupant Vehicles (SOVs)
- ▶ Priority will be assigned to active transportation and transit infrastructure that serves and connects Urban Centres, major employers, health care and educational facilities.



# GOAL: IMPROVE ENERGY EFFICIENCY & PERFORMANCE OF BUILDINGS

## Greenhouse Gas Emissions

### Policy 6.1.1

- ▶ The City of Kelowna will, in partnership with others, work towards reducing community greenhouse gas emissions by 33% (from 2007 levels) by 2020.
- ▶ Will be reviewed as part of the Climate Action Plan



# GOAL: FOSTERS SUSTAINABLE PROSPERITY



Encourage new economic opportunities, such as the creative economy, and support new and existing business opportunities through:

- ▶ Focussing on economic drivers that generate new and sustainable wealth
- ▶ Harnessing business community talents and knowledge
- ▶ Providing business with accurate and timely information
- ▶ Encouraging a positive investment climate



# GOAL: PROTECT AND ENHANCE NATURAL AREAS

## Natural Environment Development Permits:

- ▶ Adding biodiversity as a consideration in review of development permits  85%
- ▶ Expanding protection for terrestrial ecosystems  89%
- ▶ Expanding protection for groundwater



# GOAL: PROTECT AND ENHANCE NATURAL AREAS

## Urban Design Development Permits include:

- ▶ Adding water conservation / landscape irrigation guidelines



91%



# GOAL: PROTECT AND ENHANCE NATURAL AREAS

## ▶ **Steep Slopes** 82% Policy 5.15.12

- ▶ Prohibit development on steep slopes (+30% or greater for a minimum distance of 10 metres)
- ▶ Special zoning for residential land located on 20-30% slopes



# GOAL: PROVIDE SPECTACULAR PARKS

## Active Park Standard



86%

### Policy 7.12.1

- ▶ Provide 2.2 ha of parks per 1000 new population growth
- ▶ As a guideline the 2.2 ha standard will include provision for:
  - 0.6 ha neighbourhood,
  - 0.4 ha community,
  - 0.6 ha recreation, and
  - 0.6 city-wide parks



# GOAL: PROVIDE SPECTACULAR PARKS

## Waterfront Parks



### Policy 7.14.1

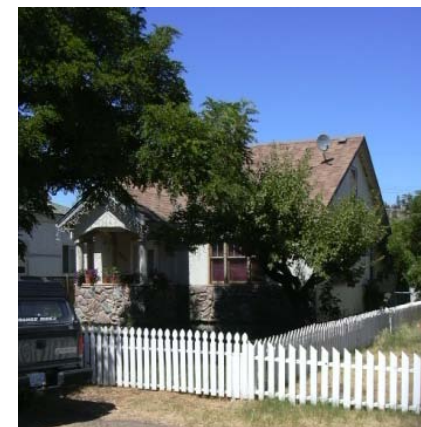
- ▶ Concentrate on areas along Okanagan Lake to increase public ownership of the foreshore
- ▶ A high priority section of waterfront will be from Kinsmen Park to Knox Mountain Park

## Glenmore Valley Recreation Park



## GOAL: INCLUDE DISTINCTIVE AND ATTRACTIVE NEIGHBOURHOODS

- ▶ Adding design guidelines for Character Neighbourhoods  85%
- ▶ Adding hillside guidelines (visual)  92%
- ▶ Building height policies
  - ▶ Locate taller buildings in the geographic centre of Urban Centres
  - ▶ Decrease height moving away from the centre, to a maximum of 4 storeys at the periphery of the Urban Centres, where adjoining land is designated for single/two unit housing



## BUILDING HEIGHT - DOWNTOWN

### Downtown building heights



66%

- ▶ Up to 6 storeys within C4 zoned areas
- ▶ Up to 14 storeys within C7 zoned areas
- ▶ Up to 19 storeys in C7 areas with height variance



## BUILDING HEIGHT - SOUTH PANDOSY

### South Pandosy building heights



- ▶ Generally 4 storeys
- ▶ 6 storeys within C4 or C9 zoned areas
- ▶ Potential for 8 storeys for architecturally distinct and/or significant buildings (including culturally significant)



## BUILDING HEIGHT - RUTLAND

### Rutland building heights



68%

- ▶ Generally 4 storeys
- ▶ 6 storeys within C4 or C9 zoned areas
- ▶ Potential for 12 storeys in the core of Rutland



## BUILDING HEIGHT - MIDTOWN

### Midtown building heights



76%

- ▶ 16 storeys, where the OCP designation provides for high-density



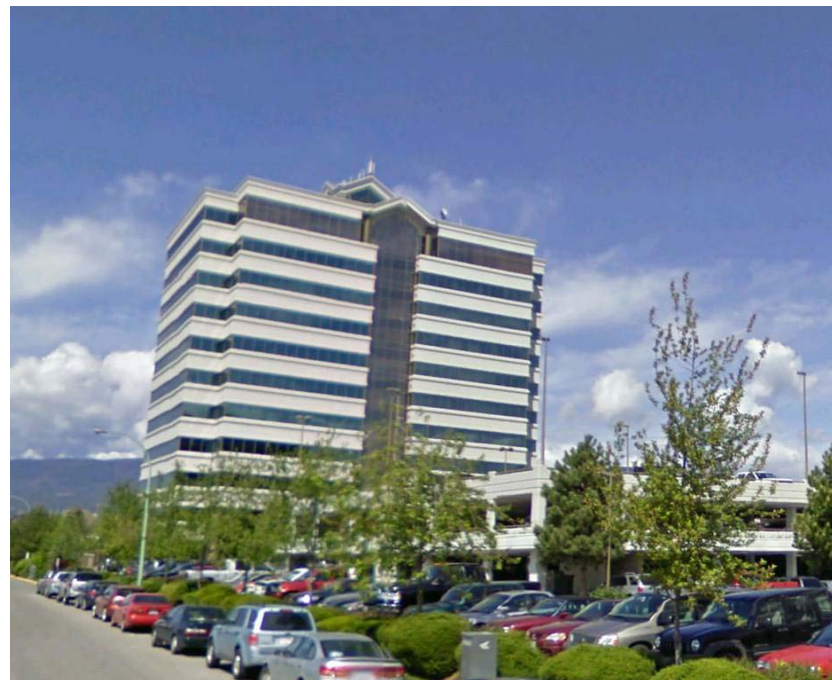
## BUILDING HEIGHT - CAPRI / LANDMARK

### Capri / Landmark building heights



74%

- ▶ Generally 4 storeys
- ▶ Greater height (up to 12 storeys) may be supported



## BUILDING HEIGHT - ELSEWHERE

### Elsewhere building heights



67%

- ▶ 4 storeys for residential
- ▶ 6 storeys for apartment hotels and hotels
- ▶ Building heights adjacent to Okanagan Lake should remain low, subject to the recognition that height provisions in existing zoning would prevail.
- ▶ Building height can be increased as the distance from the lake increases.
- ▶ Preservation of upland sight lines towards Okanagan Lake shall be an important consideration in the review of development applications.



# GOAL: ENABLE HEALTHY AND PRODUCTIVE AGRICULTURE

## Farm Protection Development Permit



84%

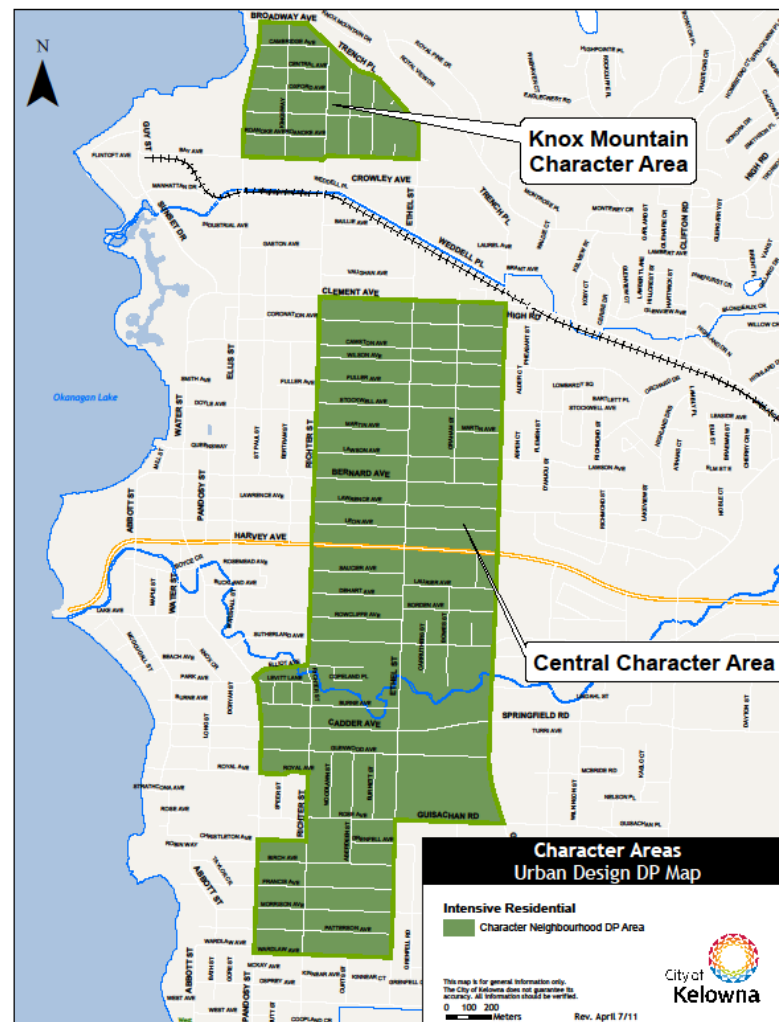
### Guidelines:

- ▶ Protect farm land and farm operations;
- ▶ Minimize the impact of urban encroachment;
- ▶ Minimize conflicts created by non-farm uses within agricultural areas



# GOAL: ENCOURAGES CULTURAL VIBRANCY

- ▶ Character neighbourhoods
- ▶ Heritage Conservation Areas
- ▶ The Cultural Plan and the OCP



# OCP CONTENT

- ▶ Goals
- ▶ Policies
- ▶ Direction for Land Use





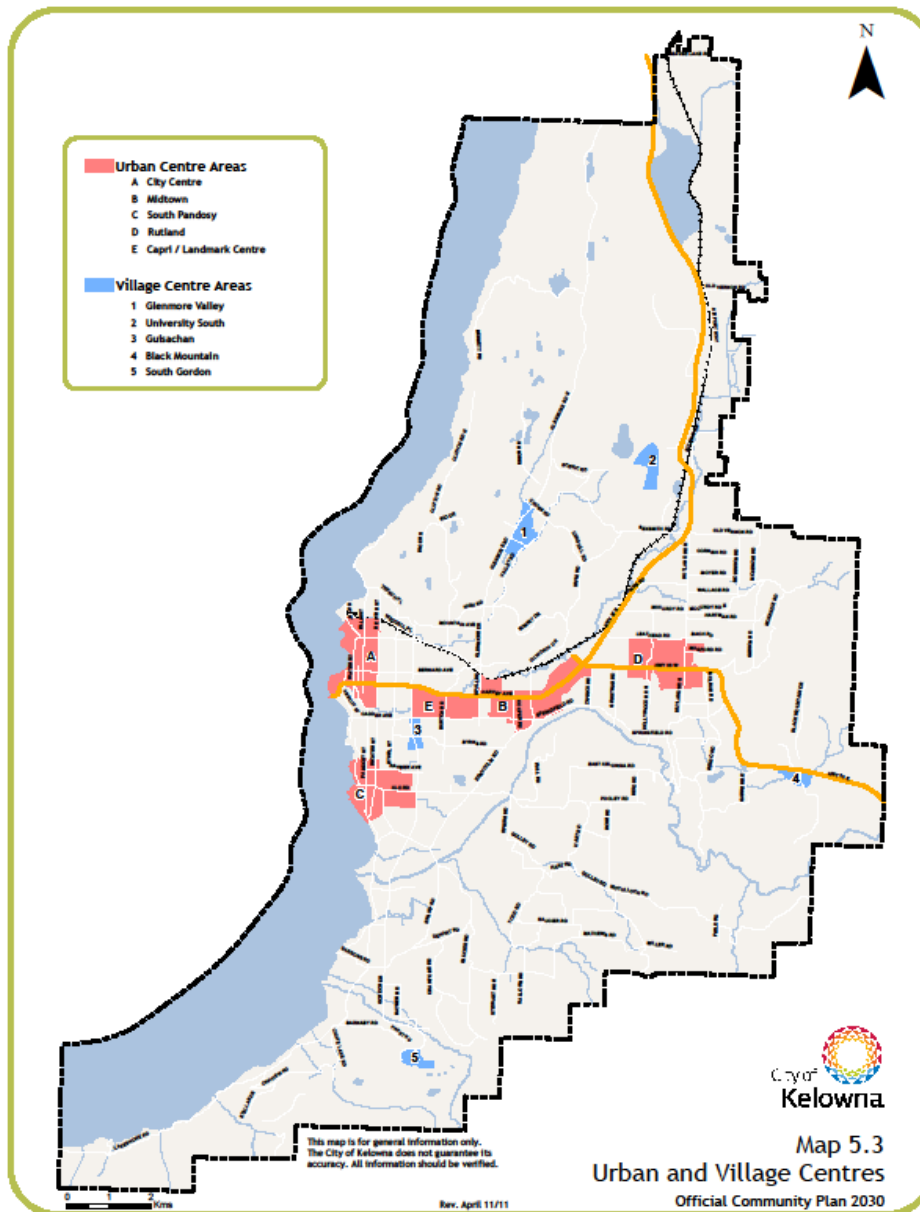
# LAND USE DESIGNATIONS

## Growth Scenarios

- ▶ Hubs and Spokes –
  - ▶ Community preference (70% supportive)
- ▶ Other Scenarios
  - ▶ Suburban (23% supportive)
  - ▶ Urban Centres & Suburbs (43% supportive)
  - ▶ Ultra Compact (55% supportive)



# URBAN CENTRES MAP



## DESIGNATION DESCRIPTIONS

- ▶ Resource Protection - replaces Rural / Agricultural
- ▶ Single / Two Unit Residential - Hillside (new)
- ▶ Mixed Use - Residential / Commercial (new)
- ▶ Mixed Use Tourism (new)
- ▶ Service Commercial (new)



## DESIGNATION DESCRIPTIONS

- ▶ Health District (new)
- ▶ Industrial - Transitional (new)
- ▶ Industrial - Limited (new)
- ▶ Transportation Corridor (new)

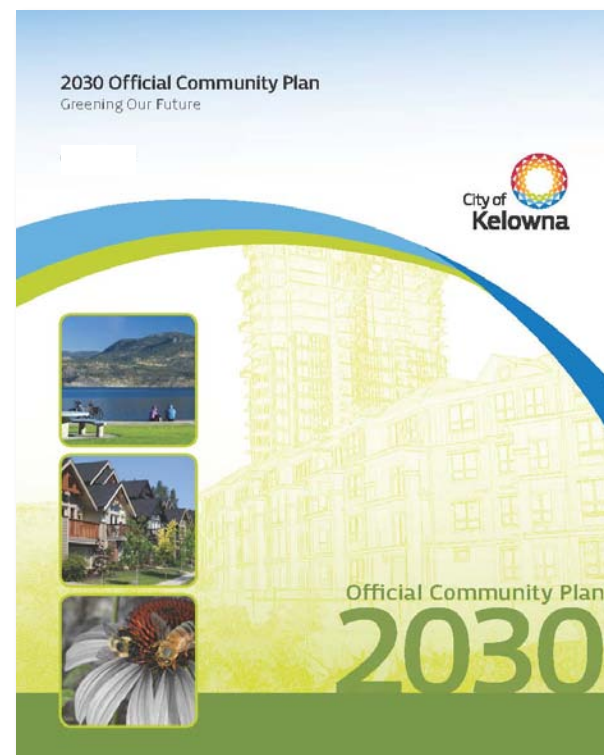


## LAND USE CHANGES

- ▶ [Future Land Use Map - 2030](#)

## THE OVERALL APPROACH

- ▶ Focus on land use and development
- ▶ Make the document more user friendly



# OCP'S - OLD COMPARED TO NEW

## Ancillary Services/Utilities

- Loading, garbage and other ancillary services should be located at the rear of buildings.
- Utility service connections should be screened from view or be located so as to minimize visual intrusion.

## Building Massing

- Developments with multiple, separate buildings should be designed in such a manner that individual buildings are of different, but compatible shapes, masses, and exterior finishes.
- The front of buildings within "Village Centres" that are taller than two storeys, should "step-back" the upper floors to reduce visual impact.
- Buildings within "Village Centres" should have sloped roofs, unless a rooftop patio is incorporated.
- Building heights within "Neighbourhood Centres" should be limited to 2.5 storeys. Where buildings are taller than 2 storeys, the top storey should be incorporated into the roofline to reduce visual impact.
- Commercial, industrial and multiple-unit residential developments should be sensitive to and compatible with the massing and rhythm of the established streetscape. Detailed design features of existing buildings should be emulated if such features are of design value.
- Commercial, industrial, and multiple-unit residential developments should have no more than a one storey height gain between adjacent uses within 5.0 m of the side property line where the adjacent property is not designated for higher density redevelopment. Height gains will also need to comply with Zoning Bylaw provisions.
- Within multiple-unit residential developments, sub-roofs, dormers, balconies, and bay windows are encouraged.
- Within multiple-unit residential developments, variation between architectural bays within each façade is encouraged.

## Crime Prevention

- Guidelines for Crime Prevention Through Environmental Design Guidelines (CPTED) should be followed.

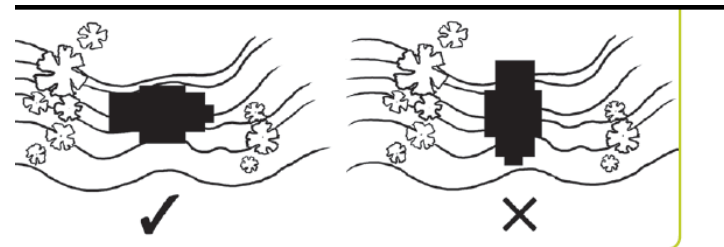
## Environmental Considerations

- Projects should be designed to minimize the impacts of climatic conditions such as excessive heat, cold and wind.
- Multiple unit residential projects located along arterial roads should be designed to minimize residents' exposure to noise and exhaust emissions.

## Landscaping

Landscaping should:

- enhance public views
- provide noise buffering
- assist in improving air quality
- complement buildings' architectural features
- enhance the edges of buildings
- screen parking areas from view (with vegetation, berms, low walls, fences etc.)
- provide visual buffers of new buildings, particularly of blank walls
- provide colour



1.1 - Orient buildings to complement the natural topography

a relatively undisturbed state is endorsed. All development in hillside areas with slopes 20% and greater will be reviewed for form and character to ensure preservation of significant natural features, consideration of visual impacts, and good urban design.

## OBJECTIVES

- Promote development that respects the terrain, vegetation, drainage courses and constraints related to the hillside environment of the site;
- Promote the siting of buildings and designs that are compatible with the steep slope context;
- Minimize visual impact on the hillside through appropriate siting, finishes, materials and colours;
- Preserve the natural, hillside character and avoid scarring;
- Ensure compatibility with existing neighbourhood or streetscape; and
- Promote a high standard of design, construction and landscaping.
- Ensure road design and anticipated use (e.g. parking) provides for a safe environment and ease of on-going maintenance.



1.3 - Step buildings up or down the slope

## EXEMPTIONS

A Development Permit will not be required if the development consists of the following:

- Construction of a new building designed based on building schemes created at time of subdivision with architectural approval and endorsement from the authority enforcing the building scheme (where the building scheme is consistent with OCP hillside guidelines); and
- Construction of a new building that does not substantially alter the approved lot grading plan endorsed at the time of subdivision or Hazardous Condition Development Permit (DP) issuance; or
- Development on a property with slopes of 20% or greater occupying less than 50% of the lot area and where the proposed building envelope is outside of this steep sloped area; or

# development

commercial management  
sensitive neighbourhood  
character environment community  
Structure Conservation properties  
habitat reduce consistent Okanagan Heritage  
Centre density Future sustainable landscape  
enhance impacts Kelowna service  
buildings subdivision Creek lands height Lake natural  
growth energy active conditions DP visual  
hazardous farm property irrigation features transit  
trees vegetation Encourage addition existing  
Urban consider form transportation services new  
established road elements space access area  
alteration facilities multiple support  
required protection impact minimum public  
Plan potential construction quality  
Require private considered pedestrian parks provide  
land agricultural parking Centres water  
street corridors appropriate minimize  
landscaping architectural Design industrial  
Incorporate housing Guidelines  
infrastructure Ensure

*“Plans are only good intentions unless they immediately degenerate into hard work.”*

*“Unless commitment is made, there are only promises and hopes; but no plans.”*

*Peter Drucker*





“ All the flowers  
of all the  
tomorrows are in  
the seeds of  
today.”

Proverb

