



## INFORMATION ONLY COUNCIL REPORT

To: Paul Gipps, CAO

Date: November 22, 2022

From: Carla Eaton, Senior Planner  
Holden Blue, Planner II

File No: P 21-01

Subject: **P 21-01; Official Community Plan Update Report**

### STRATEGIC AREA(S) OF FOCUS

The Official Community Plan Update is consistent with the four primary pillars of Council's 2022 Strategic Priorities including:

- Economic Growth and Prosperity;
- Strengthen Our Community;
- Foster Safety and Well-Being; and
- Invest in Infrastructure.

### BACKGROUND

The Official Community Plan (OCP) Update is well underway, with completion of three key phases and an initial first draft. The three phases included Community Visioning starting in 2020, and two phases of public engagement focused on the creation of and revisions to the Growth Concept through 2021 and into the first part of 2022. The Growth Concept anticipated the need for an additional 5,300 housing units to accommodate approximately 12,000 additional City residents by 2040 and further provided a model for accommodating these residents.



Figure 1- Community Vision (Outcome of Phase 1)

The Growth Concept identifies where and how the City will grow over the next 20 years in anticipation of growth, based on population projections and limited developable land.

Concentrating growth in key areas helps reduce sprawl and congestion and helps build the vision of a vibrant, walkable, and connected West Kelowna. The Growth Concept focuses most future growth in two urban centres and five neighbourhood centres setting the foundation for better transit, more housing variety, and complete neighbourhoods. It also acknowledges and plans for continued interest in traditional single-family homes but with a focus on infill housing and existing planned development. It also includes consideration for enhancing and promoting key employment areas within the City's economic core that includes industrial and business park uses.



Figure 2- Growth Concept - Illustrative Community Framework

Since the last update to Council in May 2022, staff finalized the first full draft and are now working on detailed edits to the document, as well as mapping, to reflect internal referral responses across all City departments. Following these final internal edits, the next step will include a referral to external key stakeholders, as well as public engagement for feedback on the full draft document and maps.

The focus of this update report is to provide Council with a summary of the major shifts within the OCP, highlight opportunities and challenges identified through detailed staff reviews, and to review next steps for Council's information.

## Major Shifts

Based on the Community Vision, the update to the OCP established goals to create vibrant city centres and complete, connected neighbourhoods, with faster and more convenient connections to shopping, services, and recreation, while preserving the beaches, parks and urban agriculture that makes West Kelowna unique. The following list summarizes some of the shifts or “big moves” to direct the City toward that vision:

### 1. Formal Establishment of Growth Boundary

To ensure that growth remains focused within identified areas, the OCP includes policy to establish a formal growth boundary that replicates similar policy in the current OCP known as a rural reserve boundary. Lands outside of the Growth Boundary generally have limited development potential based on considerable servicing and infrastructure constraints. If lands outside the Growth Boundary were developed, it would typically result in significant additional lifecycle costs (operational and replacement) which the City would bear versus lands that are developed within our existing serviced areas which would have lower lifecycle costs. The draft Growth Boundary can be found in *Attachment 1*.

## 2. Urban Centres and Neighbourhood Centres

The focus within the new centres is on increased density, various building types and diversity of uses to promote a shift from single family dwellings to vibrant mixed-use centres that provide services and amenities within key areas of the community. Highlights of the centres include:

- Higher density development/taller buildings in Centres
  - Westbank Urban Centre – generally up to 12 storeys<sup>1</sup>
  - Boucherie Urban Centre – generally up to 6 storeys
  - Neighbourhood Centre – generally up to 6 storeys
- Policy related to additional density and height provisions are included for these centres, and may be considered where appropriate and where an **extraordinary community benefit** is provided and impacts to adjacent properties are sufficiently minimized. Community benefit may include things such as transit-supportive development, affordable housing, childcare and recreation facilities.
- Notwithstanding the extraordinary benefit policy noted above, where additional height and density above that generally noted in the Growth Concept is to be considered through a future zoning amendment, policy within the OCP will outline the **requirement for a public hearing** as part of the process regardless of opportunities under the *Local Government Act* (i.e. future Bill 26 amendments) regarding public hearing requirements.
- While preliminary infrastructure reviews were completed with the development of the Growth Concept, the infrastructure implications of the proposed densities within the Urban Centres will require detailed review as part of future zoning amendments. For example, the Drainage Master Plan identifies limited stormwater infrastructure within the Westbank Urban Centre which could require additional consideration by the City in concert with future development proposals, or as part of the City's review of our infrastructure master plans.



Figure 3- Illustrative Westbank Urban Centre Density & Height

## 3. New Development Permit Area Guidelines

In addition to the existing Development Permit Guidelines, new Guidelines have been developed to address the higher density development and achieve the desired urbanized character outlined in the Growth Concept in both the urban centres and

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<sup>1</sup> Westbank Urban Centre Residential Shoulder Land Use Designation (up to 6-storey's), Westbank Urban Centre Commercial Core Land Use Designation (up to 10 storey's) and Westbank Urban Centre Mixed-Use Corridor Land Use Designation (up to 12 storey's).

neighbourhood centres. The guidelines will address form and character components (see Figure 4 as an example) of a development such as building form and massing, relation to neighbouring sites, materials, site design and access, pedestrian interface, connectivity and experience, and public amenity spaces (ie. parks and plaza's) as part of larger developments. The Guidelines will primarily address residential, commercial and mixed-use development of varying scales in the centres.



*Figure 4- Illustrative Neighbourhood Centre Form and Character*

#### **4. Support Industrial Land Base**

Initial research and data projections provided by Colliers to inform the development of the Growth Concept indicated that demand for industrial land in the Central Okanagan is surging. The data provided indicates that the City will require an additional 146 acres of industrial land by 2030 and 228 acres by 2040. The City's Vacant and Underutilized Lands Inventory indicates there is a total of 187 acres of vacant and underutilized industrial designated land, however, not all of it may be suitable for industrial development.

The OCP seeks to further develop and diversify the industrial lands north of Highway 97 through policy and action items including an evaluation of industrial lands<sup>2</sup> to identify possible opportunities to intensify or optimize the potential use of existing or new industrial land. In the interim, the Land Use Map has been amended in consultation with industrial property owners in the area to expand the industrial land use designation west of Bartley Road in an effort to provide the opportunity for more industrial land in the area.

#### **5. Natural Areas and Public Parks (NAPP)**

The Parks and Natural Areas land use designation has been renamed as Natural Areas and Public Parks (NAPP). The name change reflects policy clarification that this designation applies to both publicly accessible lands as well as non-accessible private lands. In addition to utilizing the land use designation for protection and preservation of natural areas within public parks and on private lands, this land use was expanded to include buffer areas adjacent to major creeks, streams and lakes, which may cross privately held lands, to augment the protection of sensitive

<sup>2</sup> A proposed action item in the OCP recommends Council consideration of a future Industrial Land Study



ecosystems and strengthen the natural assets of West Kelowna where preservation of these assets is paramount (Figure 5).

### Other Key Highlights

In addition to the Major Shifts outlined above, the section below highlights other key changes in the OCP but which are not intended as an exhaustive list of changes.

#### 1. Low Density Residential and Medium Density Residential Land Use Designation (New)

With the introduction of new Land Use Designation's (LUD's) for Urban Centres and Neighbourhood Centres which will address higher density commercial, mixed-use and residential uses, Low-Density Residential (LDR) and Medium Density Residential (MDR) land use designations have been introduced. The new titles will condense the existing residential LUD's into two designations.

The new LDR is intended to support lower density forms of housing including single family homes, secondary suites, carriage houses and duplexes in areas that are currently designated Single Family Residential. The new MDR will be intended to support housing types such as duplexes, townhouses, tri-plexes, and multi-unit housing (to four storeys) where suitable. The proposed LUD's will support infill development outside of the centres where appropriate, as outlined in the Growth Concept and further direct higher density development into the centres. The future Zoning Bylaw will further outline requirements on specific sites and also further direct the types of housing permitted in each zone.

#### 2. Economic Development

The OCP has been updated to reflect consideration of an alternate model for the Economic Development. Policies regarding detailed economic promotion, marketing, and tourism content have been removed with the understanding that these areas of focus will be addressed with a separate mandate for economic development.

The OCP does however outline a general Economic Sustainability framework and associated policies for the future development of the city including recognition of the Westbank and Boucherie Urban Centres, Industrial Lands and Business Park as the key West Kelowna economic centres. The OCP also recognizes the importance of the Tourism sector in continuing to support our local economy.

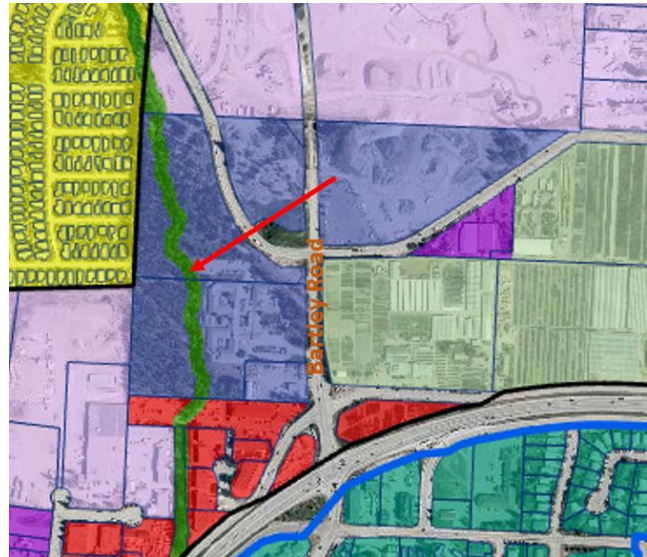


Figure 5: Natural Areas and Public Parks (NAPP) land use buffer (green) applied to McDougall Creek west of Bartley Road.

## Brainstorm Portal Land Use Survey

In the summer of 2022, a land use survey was made available to the public to inform future land use decisions as part of the OCP update. Its purpose was to allow agents, developers, and property owners to submit a proposed land use to help refine the draft land use plan. The survey, called the “Brainstorm Portal”, was open from June 20, 2022, to July 31, 2022, and received a total of 23 responses<sup>3</sup>. A map of the response locations can be found in *Attachment 2*.

Following the closure of the survey, staff reviewed each submission to determine its eligibility for consideration. An analysis of each response was completed to determine what responses were suggested for inclusion in the draft land use map. The following parameters were used to evaluate each response:

- Sensitivity to and fit with adjacent land uses;
- Compatibility with the Community Vision and Five Foundations;
- Compatibility with the Growth Concept or Proximity to Growth Concept Area (i.e. Centre);
- Inclusion of any Community Amenity Provisions and Benefit to the Community;
- Whether or not the response conflicted with any existing City of West Kelowna Master Plans, Policies and Bylaws;
- Consistency with any policies in the draft OCP; and
- Whether there were any limiting servicing and or Development Permit Area constraints.

### Submissions Included

Based on the analysis noted above, a total of four (4) responses are proposed to be included in the draft land use plan as follows:

- **1179 Westside Road (Response #3)** – This property is geographically split into three sections. The triangular piece of the property in the northwest corner and the sliver of land immediately north of the triangular piece<sup>4</sup> may be suitable for single family development only, given proximity to adjacent development and existing services, therefore this portion only is being considered for inclusion in the draft Land Use Plan. Full evaluation of the property will be required upon submission of appropriate development applications to carry out future single-family development. Future development of the property and others around it would require comprehensive planning to address servicing and land use considerations in line with anticipated “consistent and sequential” policy in the OCP.
- **1620 Stevens Road (Response #4)** – The response indicated that the property remain an Industrial Land Use with Business Park up-zoning. The proposal

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<sup>3</sup> Three of the responses suggested a land use designation that already existed on their property, or simply provided comments on the OCP in general.

<sup>4</sup> The sliver of land to the north is a separate parcel on Westside Road (PID: 011-555-190), which was not part of Response #3.

continues to support the Industrial land base. As part of the OCP review, the City has already amended the southwest triangular portion of this property to be an Industrial land use designation, while maintaining McDougall Creek as a natural area.

- **3898 Brown Road (Response #12)** – The response had indicated that the property's land use be "Westbank Urban Centre – Residential Shoulder", which it currently is designated in the draft OCP. The response has indicated desire for significant residential development on this property. Given the large size of this property, and corresponding potential, staff support increased residential density on this property as per the Westbank Urban Centre – Residential Shoulder land use designation. Further evaluation of potential heights proposed to be considered as part of a site-specific application and significant community benefit policy.
- **3021 McIver Road (Response #18)** – The response has indicated that the property's land use be changed from the existing Single Family Residential land use designation to the Institutional land use designation to support community, church, public assembly-institutional uses. The proposed designation is compatible with adjacent institutional development to the west (Morning Star Bible Camp). Future rezoning would need to address lack of institutional water service (fire flows) as well as other technical issues and considerations (ie. Traffic, Development Permit, etc.) which would be outlined should an application come forward.

A summary of the survey responses, including the respondent's proposal and staff analysis can be found in *Attachment 3*.

#### Submissions Not Supported for Inclusion

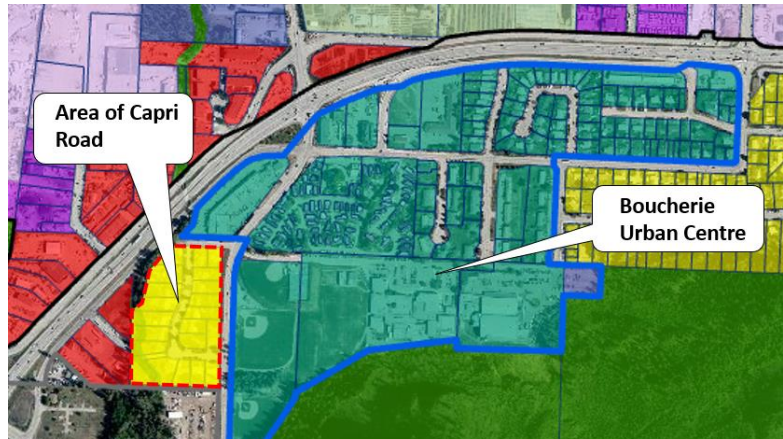
The remaining responses were not included in the draft land use plan as they generally did not align with the Growth Concept or criteria identified above. For example, there were a number of responses from periphery areas of the city and/or outside of the identified Growth Boundary. The majority of these responses included proposals for Low Density and/or Medium Density Residential (townhouse, rowhouse, etc.) uses. A number of responses in the upper Glenrosa area (Responses #16, 17, 19 and 20) included the same land use proposal (Low Density Residential/Medium Density Residential). These submissions were not being recommended due to lack of servicing in the area. Three separate submissions in the area of the draft Smith Creek and Shannon Lake Neighbourhood Centre (Responses #8, 9,10) were the same land use proposal (Low Density Residential/Medium Density Residential). The responses received in and around the Smith Creek and Shannon Lake Neighbourhood Centre are discussed later in this report.

## Opportunities for Consideration

Through the review of the OCP to date, additional opportunities have been identified.

### 1. Expansion of Boucherie Urban Centre

It has been identified that an opportunity exists to expand the Boucherie Urban Centre to the west of East Boundary Road to include the properties along Capri Road (Figure 6). The properties along Capri Road are isolated from other single family neighbourhoods and surrounded by the proposed Boucherie Urban Centre to the northeast and existing Commercial land use designations to the west. This area is being highlighted due to its proximity to existing services, Highway 97 and the absence of surrounding single family designated lands which are consistent with the intent and policies of the Urban Centre. As such, staff have amended the boundary to include this area within the Boucherie Urban Centre.



*Figure 6: Area of Capri Road to the west of the Boucherie Urban Centre.*

### 2. Future Additional Infill Options

The Growth Concept identifies supporting infill development in existing developed neighbourhoods where appropriate, primarily in the form of Duplexes, Carriage Houses and Secondary Suites. Currently, zoning only permits two dwelling units within the Single Family Residential land use designation (or Low Density Residential land use designation in the draft OCP) and exploring infill opportunities and regulations to allow for additional dwelling units or different unit types on a parcel may be a future consideration to aid in housing availability, affordability and flexibility. Additional consideration of regulatory measures including provision of parking would need to be explored with future policy development. Future policy and regulation could be explored further as part of an **Infill Strategy** in concert with the **City's Housing Strategy**.

## Challenges

The following items have been identified as challenges during review of the OCP, which may require monitoring and possible future consideration by Council:

### 1. Smith Creek – Shannon Lake Neighbourhood Centre Implementation



The Smith Creek and Shannon Lake Neighbourhood Centre identified in the Growth Concept contains lands primarily owned by a single property owner and are predominantly designated Single Family Residential in the current OCP, with the exception of two sites which are designated Parks and Natural Areas and Institutional. A large area of the proposed Neighbourhood Centre is currently proposed for subdivision under its existing single-family zoning (Figure 7). Additionally, the property owner has indicated through the Brainstorm Portal (Responses #8, 9 and 10), the desire to develop portions of their remaining lands with a mix of both Low and Medium Density Residential in the future, however, no formal plans have been received. A portion of the Neighbourhood Centre appears to also be located within the ALR<sup>5</sup> which may restrict its development.

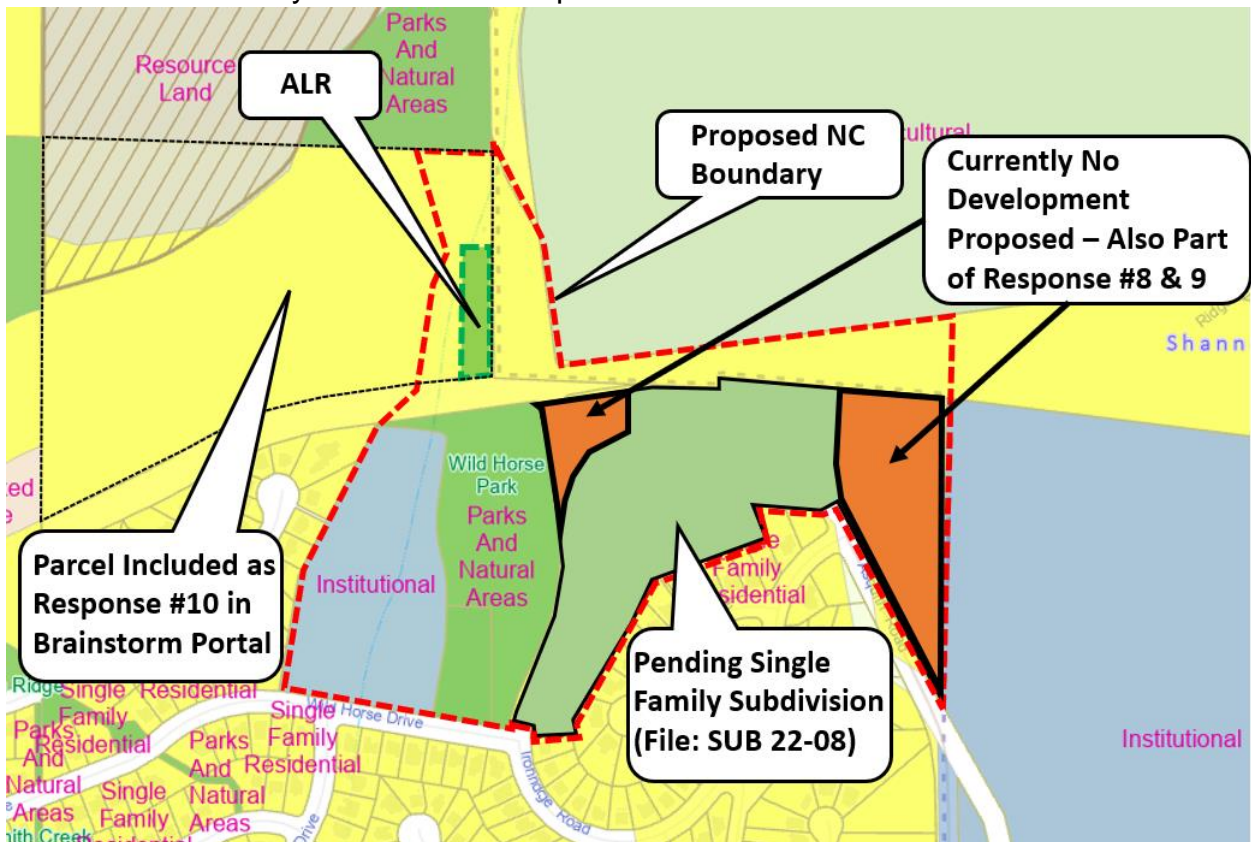


Figure 7: Proposed Smith Creek and Shannon Lake Neighbourhood Centre showing approximate location of submitted development application for Single Family development. Map for illustrative purposes only.

All three of these elements impact the potential to realize the Centre as a proposed mixed-use, higher density area with smaller scale commercial elements in addition to any residential uses. To maintain the possibility of a Neighbourhood Centre at this location, future consideration of rezoning in this area should include potential

<sup>5</sup> Staff have requested confirmation from the ALC regarding the status of this portion of land given concerns that a map error has occurred regarding historical ALC decisions on ALR exclusions and road dedications in this area associated with the parent parcel.

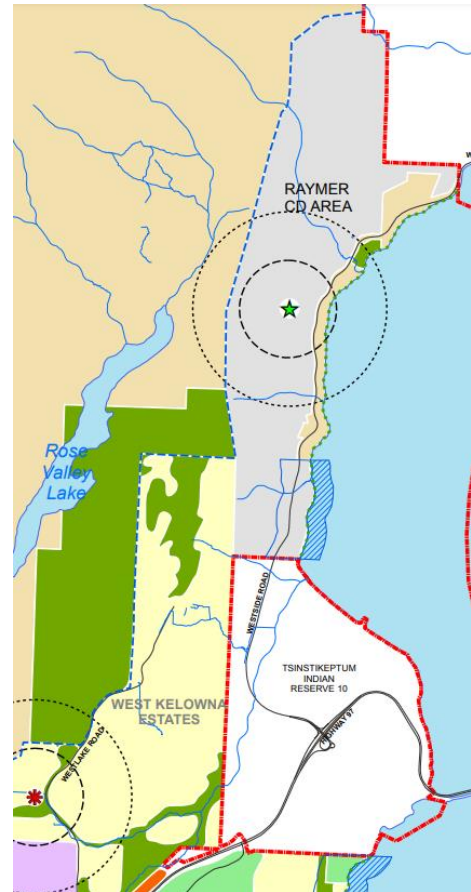
restrictions to ensure development meets the vision under the Growth Concept. Further, to reflect the lost potential regarding the pending single-family subdivision, the Neighbourhood Centre boundary is to be revised to remove the area under subdivision application (SUB 22-08). However, as the larger surrounding area builds out and transitions toward the overall growth concept vision, draft OCP policy also includes consideration for future additions to the Neighbourhood Centre boundary where mixed-use is provided and would meet the intention of the policies.

## 2. Raymer Comprehensive Development Plan

The Raymer Comprehensive Development Plan (CDP) is the only CDP outlined in the 2011 OCP that has yet to be completed (Figure 8). Staff have a pending CDP application<sup>6</sup> that dates back to 2011, however, numerous challenges have arisen that have stalled the completion of the CDP including servicing challenges, topographic constraints, additional access/egress and multiple property owners. While a CDP is the preferred method for developing large land holdings to ensure development is planned in a contiguous and comprehensive manner, additional discussion may be required on how to effectively address challenges in the Raymer CDP area.

Council has recently considered development proposals on a one off basis in the Raymer CDP Area (notably File: Z 22-05 – 1045 Bear Creek Road) which is still in the approvals process. The need for comprehensive planning in this area is required to address servicing constraints, access, parks and environmental preservation, and sequential development of the lands to create cohesive neighbourhood design and avoid fragmented development resulting in increased infrastructure lifecycle costs born by the city following initial development.

Should Council continue to consider development on a case by case basis in the absence of a CDP, additional policy in the OCP has been added to guide consecutive and sequential development in this area, and future rezoning in this area should include consideration for the potentially extraordinary infrastructure implications.



*Figure 8: Raymer CD Area illustrated in grey.*

<sup>6</sup> The CDP 11-01 application was converted from a in-stream “Neighbourhood Plan” application that was initiated at the RDCO in 2005 and transferred to the City as part of the incorporation process.

## Next Steps

With the completion of the first full draft of the Official Community Plan document, including mapping revisions to the Land Use Plan, the next major milestones for the project are as follows:

- Finalize internal edits to the draft document based on City-wide department review, and any Council feedback
- Refer the draft OCP to key external stakeholders and Council
- Present the draft OCP to the public through an engagement process, which will include opportunity for feedback (anticipated for January 2023)
- Complete any required edits as a result of the external referral and public engagement process to prepare the document for Council consideration
- Council to consider 1<sup>st</sup> reading of the OCP (anticipated for spring 2023)
- Council to consider the Financial Plan and Waste Management Plan
- Refer the OCP to the Agricultural Land Commission
- Hold Public Hearing
- Amend OCP as necessary to reflect Council and Public feedback
- Council to consider 2<sup>nd</sup>, 3<sup>rd</sup>, and final readings of the OCP, as applicable

Based on these required next steps, adoption of the OCP is anticipated for late spring 2023.

## COUNCIL REPORT / RESOLUTION HISTORY

Date	Report Topic / Resolution	Resolution No.
May 24, 2022	Council received the Ideas in Place (Phase 3) What We Heard Report for information purposes.	N/A
December 14, 2021	THAT Council direct staff to proceed with development of a draft land use plan and initiate policy development based on the preferred Growth Concept – Vibrant Centres and Complete Neighbourhoods.	C382/21
October 26, 2021	Council received the Phase 2 What We Heard Report for information purposes.	N/A
September 28, 2021	Council received the Phase 2 Status Update for information purposes.	N/A
June 8, 2021	Council received the Engagement Plan Overview for information purposes.	N/A
April 6, 2021	Council received the 2021 Long Range Planning Work Plan for information purposes.	N/A
February 23, 2021	THAT Council endorse the West Kelowna, OurWK Community Vision Final Draft.	C093/21

**REVIEWED BY**

Brent Magnan, Director of Development Approvals.

Corinne Boback, Legislative Services Manager/Corporate Officer

**APPROVED FOR THE AGENDA BY**

Paul Gipps, CAO

Powerpoint: Yes ☐ No ☒

**Attachments:**

1. Draft Growth Boundary Map
2. Brainstorm Portal Survey Response Map
3. Brainstorm Portal Analysis Summary