

WEST KELOWNA OFFICIAL COMMUNITY PLAN UPDATE IDEAS IN PLACE CONSULTATION



**PHASE 3 SUMMARY REPORT:
WHAT WE HEARD - WINTER 2022**



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ENGAGEMENT PRINCIPLES

The approach to engagement aligns with the following guiding principles for community engagement:

- Accessibility
- Inclusiveness
- Transparency
- Consistency
- Collaborative
- Responsiveness

To that end, the engagement:

- Used multiple and diverse techniques, including a variety of locations and online options, to engage as broad a spectrum of the community as possible.
- Identified and involved key stakeholders to support the process.

TIMELINE





WHAT WE ASKED

Do you think the Growth Concept is an appropriate way of accommodating future growth in West Kelowna?

What priorities of the Growth Concept do you think are most important?

What do you think about having two Urban Centres as a way to distribute growth in different areas of the community?

How would having different services (e.g., shopping, schools, child care, office space, recreational activities, etc.) in your neighbourhood make you feel?

As the City uses your feedback, the Growth Concept will continue to evolve. What focus and policy areas most important to you?

HOW PEOPLE PARTICIPATED



TWO IN-PERSON ENGAGEMENTS

Well attended and meaningful mask-to-mask engagement with residents.



ONLINE ENGAGEMENT ACTIVITY

A concise interactive online activity hosted on OurWK.ca/OCP for three weeks.



13 STAKEHOLDER MEETINGS AND 8 REFERRALS

Virtual and in-person meetings with various stakeholders and property owners.

SNAPSHOT OF WHAT WE LEARNED



Key comments on the Growth Concept and Land Use Plan:

What **participants** want us to consider most while updating the OCP:

- Develop urban centres and neighbourhoods that provide convenient access to services.
- Provide a range of housing types and tenures to help make housing more attainable and affordable.
- Identify opportunities that will address short, medium and long term housing challenges.
- Transportation planning is the most important focus area for policy development.
- That the development of higher density and taller buildings will adversely impact neighbourhood character.
- There needs to be consideration for impacts to agriculture, preservation and development of more parkland and opportunities to expand the recreational use of the waterfront.

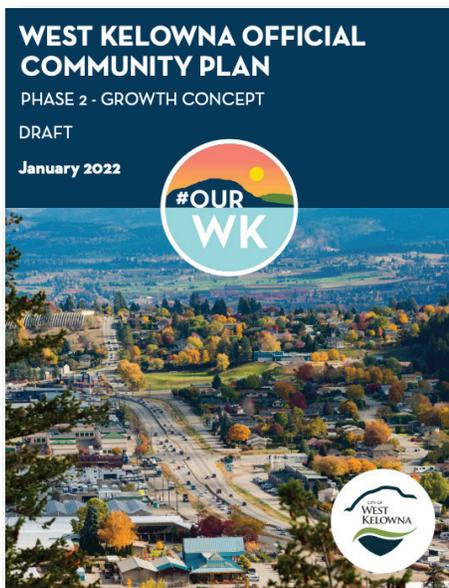
What **stakeholders** want us to consider most while updating the OCP:

- With these types of (mixed-use) developments, it is imperative to have a critical mass of people living in the area before the commercial component becomes viable.
- The shift in development practices will increase the type of housing available and offer more options than currently exist in the community, and this is important to ensure that suitable and affordable options are available for West Kelowna residents.
- Ministry (of Agriculture) staff are pleased to see that the Growth Concept recognizes the impact that historical agriculture practices have had in shaping West Kelowna communities and how future planning should continue to consider and respect agriculture uses within the community.
- We recognize the positive step of locating not just commercial retail and services close to your residential areas, but also the desire to re-capturing and further developing the employment centres within the community.



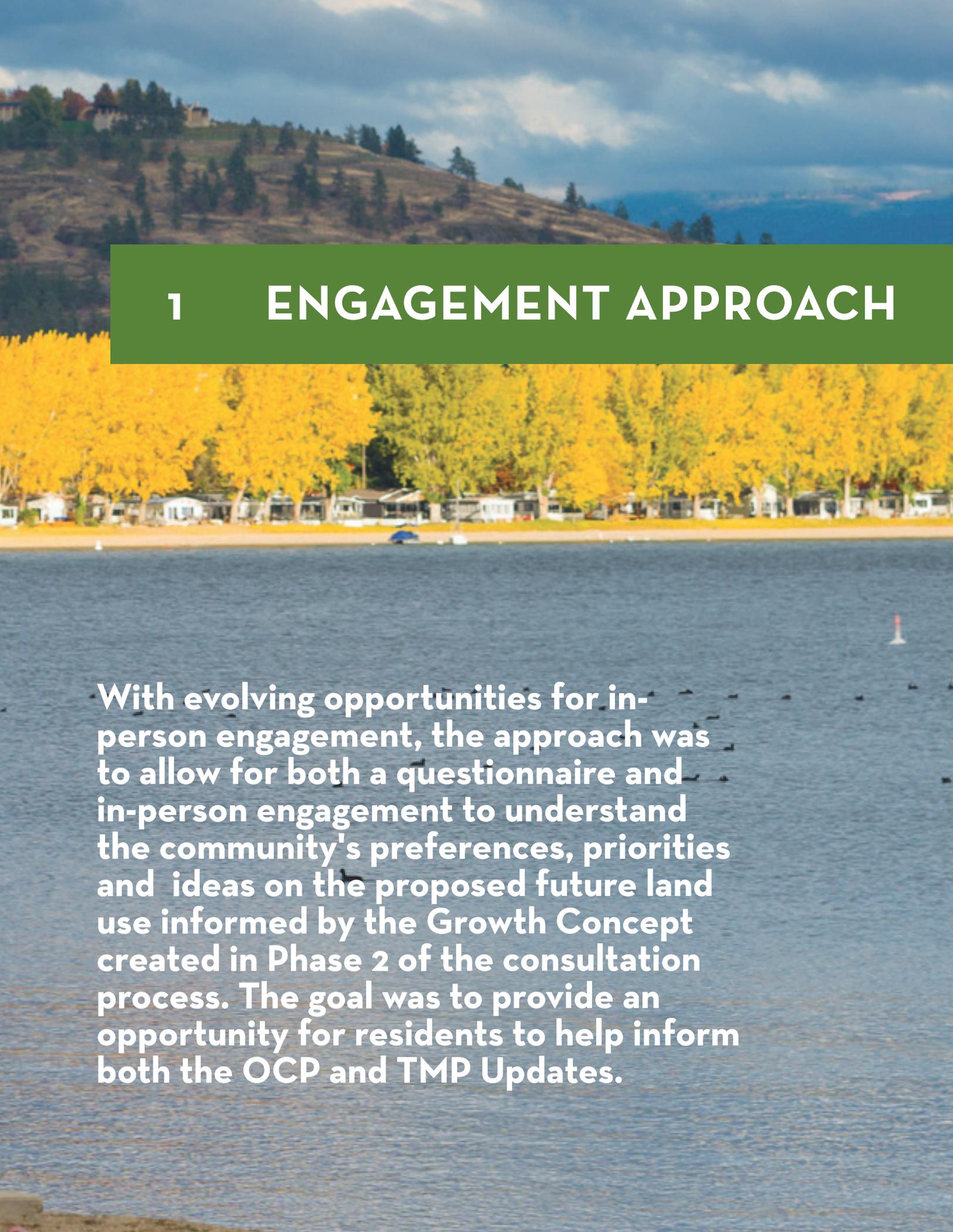
What **property owners** want us to consider most while updating the OCP:

- Neighbourhood Centres (NC) may develop at different rates. Some NCs should be expanded to address short-term housing challenges.
- Site-specific consideration should be given to unique or constrained sites that do not fit into the Growth Concept (e.g., Gellatly NC and Brown Rd. vacant parcel in the Residential Shoulder).
- 8 story development is not feasible based on construction requirements.
- Smith Creek and Shannon Lake NC concept does not align with ongoing development interests.
- Special consideration needs to be given for the Rose Valley NC regarding the Mar and Jones Family's legacy.



The Growth Concept determines where and how we grow and forms the foundation for the City's Land Use Plan, which will help the city manage development and bring the community's vision to life.





1 ENGAGEMENT APPROACH

With evolving opportunities for in-person engagement, the approach was to allow for both a questionnaire and in-person engagement to understand the community's preferences, priorities and ideas on the proposed future land use informed by the Growth Concept created in Phase 2 of the consultation process. The goal was to provide an opportunity for residents to help inform both the OCP and TMP Updates.

1.1 OVERVIEW



PURPOSE OF ENGAGEMENT

During consultation in 2021, the public and stakeholders involved in shaping the OCP told us they want a West Kelowna with vibrant city centres and complete, connected communities where they can walk, bike and take transit easily. They also want to preserve the beaches, parks and urban agriculture that makes West Kelowna unique.

Together, the Official Community Plan (OCP) update and the Transportation Master Plan (TMP) update will help create a vision for a vibrant, walkable and connected West Kelowna.

The following engagement summary documents Phase 3 of the public engagement process for the Official Community Plan. This engagement focused on listening to community members, stakeholders, and property owners about their priorities and preferences for how the Growth Concept and Land Use Plan should evolve.

GOALS AND OBJECTIVES

- Generating interest and excitement throughout the community to help generate feedback and input for the Official Community Plan and Transportation Master Plan.
- Gathering feedback on the community's perspectives on the Growth Concept, Draft Land Use Plan and policy focus areas moving into the drafting of the OCP document.
- Collecting input from key community partners, stakeholder groups and property owners regarding the impact of the Growth Concept.
- Using this input to help guide revision and drafting of the OCP document that will guide development for the next 20 years.



HOW WE COMMUNICATED



2 e-News updates sent
3506 Recipients



80+ Fact sheets handed out



2 print newspaper ads



3 Posts to each social media channel (Facebook, Twitter and Instagram)

10,954 Total social media impressions



1 Video featuring Mayor Gord Milsom inviting the community to attend the Open House

1,719 Total views of the video

HOW WE ENGAGED



257 Total OurWK.ca/OCP engagement page visits

- Project page hosted on OurWK.ca with one concise exercise focused on providing clear input and policy focus areas moving forward.



13 Stakeholder meetings

- Staff met with key stakeholders and property owners to review the Growth Concept and gather area specific insight.



47 Participants of online engagement activity

- This tool asked participants to review the Growth Concept and draft land use plan.



8 Referral responses

- Key agencies were involved in reviewing the concept with tailored feedback and future planning considerations.

WELCOME!

SHAPING WEST KELOWNA'S FUTURE!



OFFICIAL COMMUNITY PLAN AND TRANSPORTATION MASTER PLAN OPEN HOUSE

WHY YOUR INPUT MATTERS

Community input helps to guide the long-term planning of vibrant city centres, complete roads and shaping how we move. We need to hear about what matters to you.

The **Official Community Plan (OCP)** builds on the **#OurWK Community Vision** and is at the heart of our future growth in urban and neighbourhood centres. It will provide the foundation for better transit and other priorities.

It will shape the direction for how and where we grow. The **OCP** will connect people to the places that matter to our community.



2 WHAT WE HEARD

"As housing with greater density is a priority, this needs to be balanced with livability by providing more lake access and parkland to people who will not have yards. The greatest legacy for the future will be preserving these areas for the public." - Participant

PARTICIPATION

During this phase of engagement, we looked for input from the following:

Stakeholders

- 13 different Stakeholder Group Meetings including :
 - Agricultural Advisory Committee
 - Advisory Planning Commission
 - Aggregate Processing/ Extraction Operators (EMIL Anderson, Kelowna Read Mix, Lafarge Canada, and Ensign Bros.)
 - School District 23
 - Ministry of Transportation (Integrated Transportation and Development Strategy Team, Central Okanagan Integrated Transportation Strategy Team, Regional Planning - Victoria, Okanagan-Shuswap District - Kelowna)
 - Ministry of Agriculture, Food and Fisheries
 - Urban Development Institute
 - Westbank First Nation
 - Interior Health
 - BC Transit

The Public

- Two in-person events around West Kelowna - over 150 participants
- Online engagement page OurWK.ca/OCP - 257 page visits and 47 participants

Urban and Neighbourhood Centre Property Owners

- Victor Projects
- Tallus Ridge Developments
- Kind Developments
- Houghton & Co./ H & H Homes
- Eidse Construction
- EMIL Anderson
- Homestar Builders
- Protech Consulting (through UDI)
- Mar and Jones Family Representatives

2.2 PUBLIC FEEDBACK



SURVEY RESPONSES

Question 1: What priorities in the Growth Concept do you think are more important?

Participants were asked to use a ranking tool. The following were the average rankings:

Average Rankings

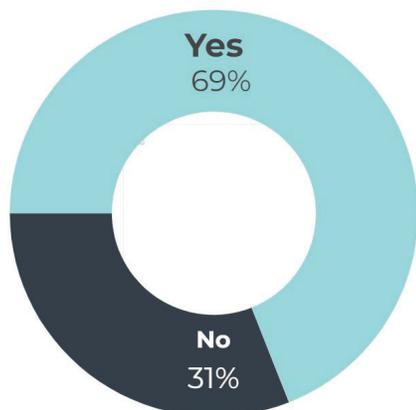
- 1.82** Provide a range of housing types and tenures to help make housing more attainable and affordable (e.g., apartments, townhouses, market housing, purpose built rentals, seniors housing, etc.).
- 2.89** Develop urban centres and neighbourhoods that provide convenient access to neighbourhood and community services (e.g., easy access to the goods and services as part of your daily needs).
- 2.89** Identify opportunities that will address short, medium, and long term housing challenges.
- 3.03** Enhance and promote the West Kelowna Business Park as the economic core of the city.
- 3.56** Increase densities and promote a shift from single family dwellings to vibrant mixed-use centres.

Question 2: Are there any other priorities that should be considered as part of the Growth Concept?

Key responses on the broader concept (rather than area specific) include:

- Parks, green spaces, beaches, trails. There is so little green space with new apartment builds. Where do these people go to enjoy the outdoors? Where do the children play?
- Increase biking and walking paths. Where large developments, whether residential or commercial are planned, ensure the developer commits to funding area foot/bike paths. Also add more walkable entertainment areas in each region
- Densifying living accommodations is well and good but parking becomes a problem. People want to move to EV and public transport, meanwhile we have a society which is basically two or three cars to a household while we are designing <1 parking space/unit
- Affordable housing is priority #1 - the prices have gone too high for people to make West Kelowna their home. I bought two years ago and my house has increased in value by \$220k. I am priced out of the market if I were to buy the same house today.
- As housing with greater density is a priority, this needs to be balanced with livability by providing more lake access and parkland to people who will not have yards. The greatest legacy for the future will be preserving these areas for the public.

Questions 3 and 4: ... do you think the Growth Concept is an appropriate way of accommodating growth in West Kelowna?



While most of the respondents felt as though the Growth Concept is an appropriate way to accommodate future growth, we asked a follow-up question for those that did not.

The key theme from those responses was that there is a concern regarding increased traffic in Neighbourhood Centres. A majority of the respondents also included specific comments regarding concerns about the Gellatly Neighbourhood Centre.

Question 5: ..do you think the Growth Concept is an appropriate way of accommodating future growth in West Kelowna?

Many residents shared their thoughts on having two Urban Centres in West Kelowna. These are some of the comments from residents:

"Absolutely agree, and as a resident of Boucherie Centre, I'm glad to see the area recognized. There are some beneficial services in the area, but mixed used residential/commercial will be welcome. It's disappointing that a producer grocer is not near by."

"As long as urban center is located in a well established neighborhood that has sufficient area population which can benefit from its use"

"Great interim idea. Next round of OCP should have Anders, Gellatly, Glenrosa, Shannon Lake, and Rose Valley neighbourhood centers upgraded to the same densities and goals as the urban centres."

"I don't feel this will divide the community, but enhance it. Both the box stores on Band Land and the divided highway bring the people to the Westbank Centre, without the over crowding that only one business centre would bring."

"They are far enough apart so they most likely will not compete with one another."

"I love the urban centres, creates community as well as affordable housing. Keep economy local. More convenient for people to shop close to home."

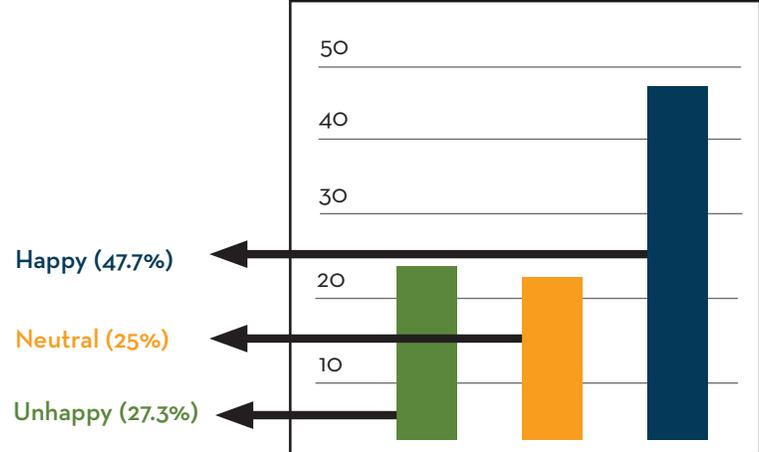
"I don't think two urban centers make sense. West Kelowna needs a core downtown area. This has not worked in other communities that tried this and it doesn't work. I think there should be one main urban center in Westbank. This area is already developed."



Question 6: How would having different services (e.g., shopping, schools, child care, small office space, recreational activities, etc.) in your neighbourhood make you feel?

The majority of participants (72.7%) felt as though they would be happy or neutral if there were different services in their neighbourhood.

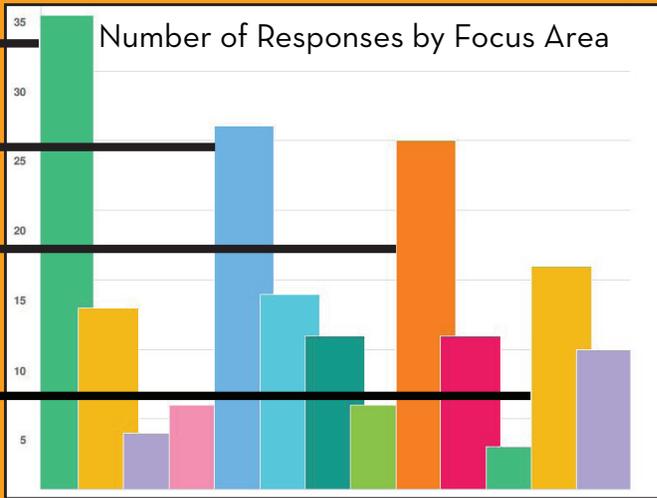
This theme was also something that was a popular discussion topic as part of conversations at the pop-up events and the public open house. People generally felt that having convenient access in their neighbourhood would help reduce the dependence on driving, and concentrating people near those services made sense.



Question 7: As the City uses your feedback, the growth concept will continue to evolve. What focus and policy areas are most important to you?

Top Four Focus Areas:

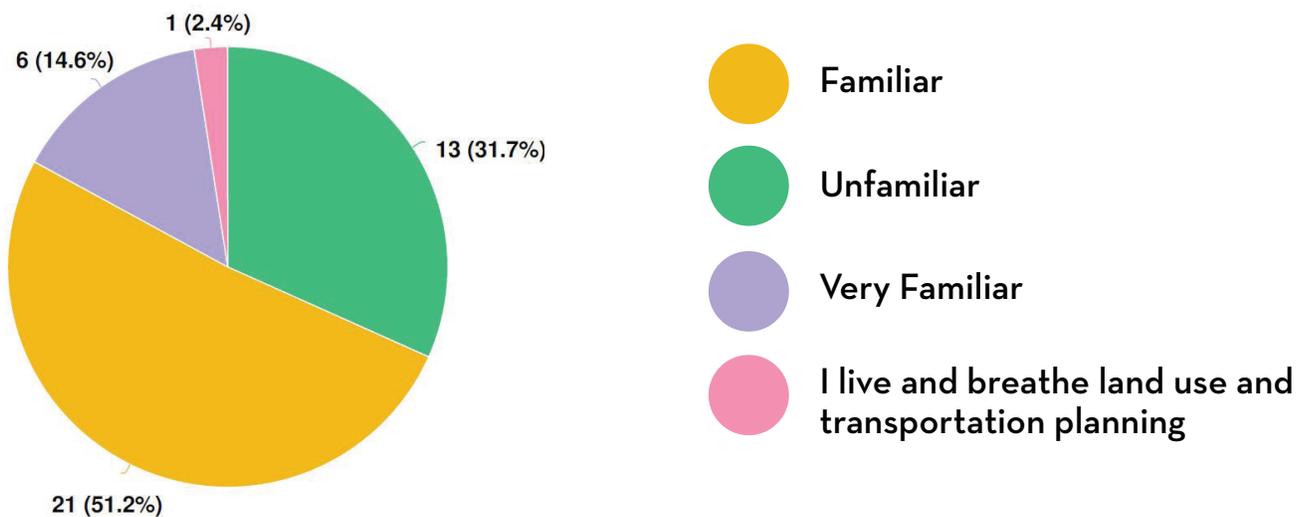
- Transportation Planning (roads, sidewalks, transit, etc.)
- Preserving and providing more parks and natural areas
- Opportunities to expand the use of West Kelowna's waterfront for recreational purposes
- More opportunities for attainable and affordable housing



Question 8: Are there any other ways you think the City can plan for our growth or do you have ideas for how we can make West Kelowna a great place to live, invest, work and play?

Individual responses to this question varied significantly. Some responses focus on aspects of the Growth Concept recommending more density and less single family housing while others were focused on supporting more public art to promote vibrancy in the community. A prominent theme through this open-ended question was that there is a desire for the City continue to focus on infrastructure projects as well as provide more amenities for our growing community.

Question 9: How familiar are you with how transportation and land use planning work together to shape our City?



Question 10: We want to hear from you! How do you plan to get involved?

This question was partially to help build awareness around the different options available to residents and to assist staff in determining how people want to participate. The majority of respondents indicated that they would provide their input by contributing to both the OCP and TMP surveys (68%). Based on this feedback and the positive response at the open house event, staff will continue to provide multiple opportunities for people to provide feedback both in online activities as well as in-person events.

2.3 STAKEHOLDER FEEDBACK



STAKEHOLDER RESPONSE SUMMARY

Agricultural Advisory Committee (AAC) and Advisory Planning Commission (APC)

The AAC expressed support for the Growth Concept and identified considerations for future policy considerations as the OCP continues to develop. A key focus of the Committee's comments was the integration and interface between residential uses (including higher density buildings) and existing agricultural properties.

The Growth Concept was presented as one of the first agenda items for new members of the APC. A majority of the discussion was focused on questions regarding the concept and integration of community partners such as School District 23 and Westbank First Nation.

Aggregate Processing/ Extraction Operators

Staff met with all major aggregate operators in West Kelowna as part of the *Local Government Act* requirements and long-term planning for the West Kelowna Business Park. The various operators indicated that their operations will continue for at least 5 years with a majority indicating their operations will continue for 15+ years.

Each operator had different long-term plans surrounding the development of their property with some being remediated and returned to owners, while other having some development planned for portions of their property that are no longer activity being used for gravel extraction or processing.

Overall, most operators felt that existing gravel extraction and processing will occur in a similar manner that is currently operating for the time horizon of the OCP.

School District 23

Through the referral process with SD 23, most of the comments were focused on demand planning to assist to facilities planning. A key aspect to their comments was related to the need for additional school sites for new schools and additions to current schools. In an effort to inform what may be required in the future, staff have begun to work on developing an anticipated breakdown of housing types, and the impacted catchment areas. Since some of this analysis is based on existing populations as well as a refined land use plan these activities will be ongoing using the new Statistics Canada Census data and feedback from the What We Heard Report.

Ministry of Transportation (MOTI)

The Ministry of Transportation provided extensive comments regarding the Growth Concept. As part of their review, the MOTI reviewed the concept through four different lenses:

1. Integrated Transportation and Development Strategy (ITDS)
2. Central Okanagan Integrated Transportation Strategy (CO-ITS)
3. Regional Planning (Victoria Office)
4. Okanagan-Shuswap (Local District Office)

The comments from these four different groups all part of the MOTI ranged from general support for the concept to more detailed feedback on individual Neighbourhood Centres. These comments have also been shared with the Transportation Master Plan (TMP) Team to ensure there is alignment with the TMP moving forward. Key comments as part of the MOTI feedback include:

- Support for the discussion in this document and the growth concept in general, particularly with regard to the focus on identifying urban centres and neighborhood centres to allow facilitate increased access to amenities within walking distance for more residents, consideration of transit oriented design, and providing for infill and diverse housing options.
- Key objectives of the Growth Concept including designing complete neighbourhoods, developing urban and neighbourhood centres with convenient access to services, and providing a range of housing types and tenures, align with the Ministry's integrated transportation and development initiative.
- The Growth Concept focuses future growth within two core centres – each within immediate proximity to Highway 97. Furthermore, the development of West Kelowna will continue to utilize Highway 97 as its primary mobility corridor. This provides an opportunity for the Ministry and the City of West Kelowna to work together to achieve mutually desired development and transportation outcomes.
- We recognize the positive step of locating not just commercial retail and services close to your residential areas, but also the desire to re-capturing and further developing the employment centres within the community.
- With the increase in densities, we would expect there be a resultant change in the overall traffic volumes and patterns in the area. As such, we will continue to work with the City of West Kelowna through their applications to review and mitigate any negative impacts related to the incremental increases in density or change in land use designation as is the current practice.



Ministry of Agriculture

The Ministry of Agriculture participated as part of the referral process for the Growth Concept as well as the discussion at the AAC meeting. As Ministry staff have highlighted through recent development application processes, there continue to be challenges with agricultural-urban interface areas. The Ministry highlighted that increasing the number of people living and working near farming areas can often lead to conflict between new residents and farmers if new development is not appropriately designed.

Specific recommendations for policy consideration have been made based on the Ministry's "Guide to Edge Planning" which is a comprehensive document that promotes compatibility along the agricultural-urban edge.

Urban Development Institute (UDI)

UDI has been continuously involved through the OCP Update process and continues to provide feedback. Through the Growth Concept referral process, many of the individual representatives for the West Kelowna UDI Liason Committee shared feedback through the Urban and Neighbourhood Property Owner input stream. In addition to those comments, the Liason Committee also shared the following comments:

- Overall, we are supportive of the direction that the City is going in with regards to its Growth Scenario.
- We would like to note a word of caution regarding neighbourhood/commercial mixes as these can be difficult to achieve. With these types of developments, it is imperative to have a critical mass of people living in the area before the commercial component becomes viable. We recommend that the City look into hiring a third party consultant who can provide input to the City regarding what the necessary critical mass needs to be for a given area.
- Also, the issue of affordable and attainable housing is of increasing concern across many Canadian municipalities, including in West Kelowna. We believe that a paradigm shift needs to occur to help address this important issue and we encourage the City to look at things in a new way for the benefit of the community at large. One suggestion for the City's consideration is to find ways of densifying existing older neighbourhoods to help create more density and housing.

Westbank First Nation

As a key community partner on the greater Westside, Westbank First Nation planning staff have been included in the Growth Concept development and have provided comments from a staff perspective. Westbank First Nation is facing similar growth and demand as the City and are looking to also continue to look at higher density areas including new urban centres. Many of the same areas of focus for residents and the development community were also shared by Westbank First Nation including pedestrian connectivity in Westbank Centre as well as increased transit service levels.

One key area of concern is the interface between the Boucherie Centre UC and the adjacent IR 9 lands. While there is a transition of single family between the two areas the lands on IR 9 are light industrial and would require remediation if that area ever evolves into something more compatible with the Boucherie UC in the future.

Interior Health (IH)

Interior Health's Healthy Built Communities Team reviewed and provided thorough comments on the growth concept and highlighted areas for future policy consideration. The following summary comment highlights the Growth Concepts alignment with healthy built environment approach:

"Overall I think that your approach has some significant positives including reducing urban sprawl through infill and dedicated densification efforts. The shift in development practices will also increase the type of housing available and offer more options than currently exist in the community, and this is important to ensure that suitable and affordable options are available for West Kelowna residents. There has been good thought given to developing underutilized land and the addition of neighbourhood hubs is an important component of a more complete neighbourhood design. 5 neighbourhood hubs and 2 urban centres is a good amount considering the population of your community and the geography/topography of your community's landscape, and these plans will help to make life more convenient, socially engaging, encourage active transportation and help the community to consume less energy. This growth strategy aligns with many healthy built environment planning principles." - Kelly MacDonald, Community Health Facilitator

BC Transit

BC Transit has been included in both the TMP and OCP Update processes. Comments from BC Transit were through two different lens. One lens was the overall concept approach which included recommendations to include a complete streets approach along major roadways. The second lens was more related to area specific considerations for developing areas including Goats Peak, Gellatly, Smith Creek, and Shannon Lake as well as other constraint-related comments for Rose Valley and Glenrosa.

2.4 URBAN AND NEIGHBOURHOOD CENTRE PROPERTY OWNER FEEDBACK



SUMMARY CONSIDERATIONS

A key component of the transition from the Growth Concept and draft future land use plan are the real-world considerations of property owners. Many of the identified properties in the Growth Concept are owned by existing developers and long-standing families in the community and in some instances both.

As part of the refinement to the Growth Concept direction moving forward staff met with various property owners to get additional insight into the feasibility and desire to advance aspects of the concept.

Through these discussions, there have been a number of influential comments that contrast what we have heard from the public or are not aligned with the Growth Concept as it has been presented. The following are key comments that will influence the City's future land use plan as well as policy development as the OCP is updated:

- Neighbourhood Centres (NC) may develop at different rates. The expansion of NCs that can address short-term housing challenges should be considered. NCs should be large enough to allow for a variety of product types and allow for flexibility.
- Site-specific consideration should be given to unique or constrained sites that do not fit into the Growth Concept (e.g., Gellatly NC and Brown Rd. vacant parcel in the Residential Shoulder).
- Identify opportunities to provide flexibility for maintaining identified FARs (measure of the density of a project), while allowing for taller buildings which are more cost effective and allow for more design creativity.
- 8 story development is not feasible based on construction requirements. The practical thresholds for development are currently up to 6 stories and 10-12+ stories.
- Smith Creek and Shannon Lake NC concept does not align with ongoing development interests and will need to be revised.
- Medium density residential sites surrounding Urban and Neighbourhood Centres should also be identified as part of the land use plan revisions.

NEIGHBOURHOOD PROPERTY OWNERS

There were more representatives who provided feedback on the Neighbourhood Centres (NC) than the Urban Centres. A key consideration for the proposed NCs is that they may help address short term housing objective because they require less parcel consolidation and have less property owners involved. As part of the meetings with the NC property owners there a number of key comments evolved:

- General support for the proposed Growth Concept and alignment with the idea of identifying key areas for targeted growth.
- Concern regarding the financial viability of the commercial component of mixed use developments.

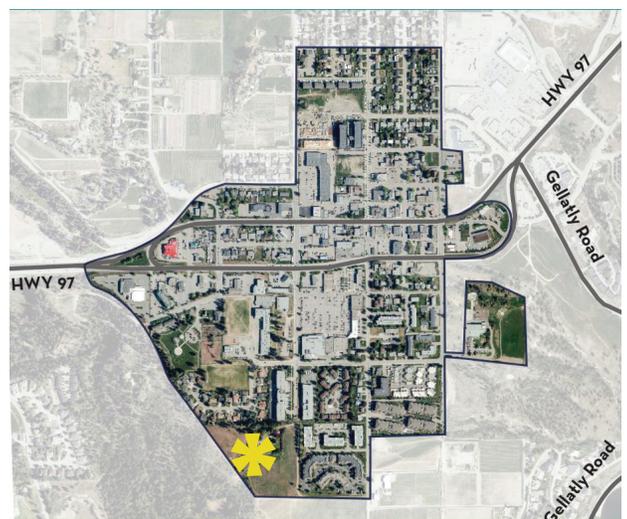
- Interest in having site-specific consideration for the Gellatly and Lakeview NCs. The Gellatly NC is constrained due to the water table limiting the ability to do underground parking and the Lakeview NC likely has more existing commercial uses than what other NC may be able to accommodate.
- A maximum of 6 stories in the Gellatly area is underutilizing the jewel of West Kelowna's waterfront. The site characteristics and prominence on the waterfront should allow for additional height to ensure the building design is not constrained to a large block and can allow for an iconic design.
- The largest property owner in the Smith Creek/ Shannon Lake NC is proceeding with single family development. While some of the other parcel may be suitable for mixed-use or townhouse development the property owner has indicated that the NC concept is not aligned with their ongoing development plans.
- Opportunities to support increased density where community needs (day care space, affordable housing units, etc.) was supported by all NC property owners who participated.
- The Rose Valley NC is a unique area with a strong ties to the Mar and Jones families. Any consideration for development of the Rose Valley NC should recognize the significant contributions that the Mar and Jones family's have had in Rose Valley and to the City of West Kelowna.

URBAN CENTRE PROPERTY OWNERS

Property owner discussions in the Urban Centres were more limited than the Neighbourhood Centres due to the significantly higher number of property owners. Despite having less people participating in the discussion, the participants who did contribute owned two of the largest vacant development sites in the Westbank and Boucherie Urban Centres.

The Boucherie Urban Centre discussion was primarily focused on the property owners alignment with the NC concept and opportunities to expand in the future. No specific concerns were shared.

The Westbank Urban Centre property owner discussion was focused on the previously identified 8.5 ha site in the Residential Shoulder. Due to the size of the site and imminent development interest there is a significant opportunity for the property to act as a catalyst for development in Westbank Centre. While the proposed density of the property owners concept is consistent with the Residential Shoulder the property owner is interested in taller buildings. The rationale is that it is a more practical to construct buildings above 6 stories and since the site is so large, a transition to existing buildings can be accommodated. Increase building heights would also allow for more design flexibility and additional amenity space.



An aerial photograph showing a residential area with a large lake in the background. In the foreground, there are rows of green and yellow vineyards. A road runs through the middle ground. Houses with dark roofs are visible in the lower right and bottom center. The sky is blue with some light clouds.

3 NEXT STEPS

"Evolution is the key to everything and our city needs to evolve and grow. We have all of the requirements here to do this; land, beauty, (developing) infrastructure and amenities, and great people." - Kind Developments

ADDITIONAL FEEDBACK

In addition to the feedback highlighted in this What We Heard Report (WWHR), an accompanying Council Report was provided on May 17, 2022. As part of the Council Report package, additional detailed notes from stakeholder and property owner meetings, as well as written feedback including letters from Neighbourhood Associations and property owners was included. This report includes an analysis of that information and will form part of future considerations of the OCP Update despite not being attached to the WWHR.

WHAT'S NEXT?



LAND USE PLAN REVISIONS AND OCP DRAFTING

Community input received as part of Phase 3 - Ideas in Place will be used alongside Council direction and best practices to inform the Draft Land Use Plan and guide the update of OCP policies.





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