REGIONAL DISTRICT OF CENTRAL OKANAGAN
GOVERNANCE AND SERVICES COMMITTEE MEETING
AGENDA

Thursday, April 11, 2019
8:30 a.m.
Woodhaven Board Room
1450 K.L.O. Road, Kelowna, BC

Pages

1. CALL TO ORDER

Chair to acknowledge that this meeting is being held on the traditional territory of the Syilx/Okanagan Peoples.

2. ADDITION OF LATE ITEMS

3. ADOPTION OF THE AGENDA

Recommended Motion:
THAT the agenda be adopted.

4. ADOPTION OF MINUTES

4.1 Governance & Services Committee Meeting Minutes - March 14, 2019 1 - 4

Recommended Motion:
THAT the Governance & Services Committee meeting minutes of March 14, 2019 be adopted.

5. DELEGATIONS

5.1 Ministry of Transportation & Infrastructure - Steve Sirett, District Manager

Re: Emergency Response Season

Recommended Motion:
THAT the Governance & Services Committee receive for information the presentation from Steve Sirett, District Manager, Minister of Transportation & Infrastructure.

5.2 Sustainable Transportation Partnership in the Central Okanagan (STPCO) Update 5 - 34

(Jerry Dombowsky, Kelowna Transit and Programs Manager; Mariah VanZerr (Kelowna Strategic Transportation Planning Manager; and Stephen Power - HDR Consultant-Transportation Planner to present)

Recommended Motion:
THAT the STPCO 2018 Year End Report be received for information.

6. CORPORATE SERVICES

6.1 RDCO Board's Draft 2019-2022 Strategic Plan 35 - 42

Consultants: Neilson Strategies Inc. - Allan Neilson & Martin Bell

Recommended Motion:
THAT the Governance & Services Committee receive the draft 2019-2022 Strategic Plan.

7. COMMUNITY SERVICES

7.1 Update on Secondary Suite Technical Stakeholder Review 43 - 58

Recommended Motion:
THAT the Governance and Services Committee receive for information the Secondary Suites Technical Stakeholder Review report from Planning Services dated April 11, 2019;

AND FURTHER THAT the Committee recommends the Regional Board direct staff to proceed with preparing bylaws to implement the proposed secondary suite regulations.

8. NEW BUSINESS

8.1 Q1 Highlights Video (for information)

9. ADJOURN

Minutes of the ***GOVERNANCE & SERVICES COMMITTEE*** meeting of the Regional District of Central Okanagan held at Regional District Offices, 1450 KLO Road, Kelowna, BC on Thursday, March 14, 2019

Directors: J. Baker (District of Lake Country)
M. Bartyik (Central Okanagan East Electoral Area)
C. Basran (City of Kelowna)
W. Carson (Central Okanagan West Electoral Area)
M. DeHart (City of Kelowna) *arrived at 8:55 a.m.*
C. Fortin (District of Peachland)
G. Given (City of Kelowna)
C. Hodge (City of Kelowna)
S. Johnston (City of West Kelowna)
G. Milsom (City of West Kelowna)
B. Sieben (City of Kelowna)

Absent: T. Konek (Westbank First Nation)
L. Stack (City of Kelowna)
L. Wooldridge (City of Kelowna)

Staff: B. Reardon, Chief Administrative Officer
T. Cashin, Director of Community Services
D. Komaike, Director of Engineering Services
M. Kopp, Director of Parks Services
C. Teschner, Manager Financial Services
M. Drouin, Manager - Corporate Services (recording secretary)

1. CALL TO ORDER

Chair Given called the meeting to order at 8:30 a.m.

This meeting is being held on the traditional territory of the Syilx/Okanagan Peoples.

2. ADDITION OF LATE ITEMS

8.1 Update Mission Creek Greenway landslide

3. ADOPTION OF THE AGENDA

#GS15/19 FORTIN/BAKER

THAT the agenda be adopted as amended.

CARRIED unanimously

4. ADOPTION OF MINUTES

4.1 Governance & Services Committee Meeting Minutes – February 14, 2019 & February 21, 2019

#GS16/19 FORTIN/BAKER

THAT the Governance & Services Committee meeting minutes of February 14, 2019 and February 21, 2019 be adopted.

CARRIED unanimously

Director Basran arrived at 8:34 a.m.

5. FINANCIAL SERVICES

5.1 2019-2023 Budget and Financial Plan – 2nd Draft

Staff report dated March 11th outlined the general tax change comparison.

REGIONAL DISTRICT OF CENTRAL OKANAGAN 2019 BUDGET
Total Taxes per Average House for General Services by Area

	2018 Total Tax per House. Avg House Value $693,000	*2019 House Value*	Feb 21 Draft		Mar 14 Draft	
			2019	2019	2019	2019
			Total Tax per House	Change per Avg House over 2018	Total Tax per House	Change per Avg House over 2018
Kelowna	*$181.77*	*$736,000*	$182.28	$0.51 0.285%	$182.28	$0.51 0.285%
Peachland	*209.89*	*736,000*	$209.93	$0.04 0.014%	$209.93	$0.04 0.014%
Lake Country	*206.95*	*732,000*	$205.79	($1.16) -0.562%	$205.79	($1.16) -0.562%
West Kelowna	*200.52*	*739,500*	$201.80	$ 1.28 0.639%	$201.80	$1.28 0.639%
C. O. West	*611.95*	*739,500*	$642.15	$ 30.20 4.934%	$634.61	$ 22.67 3.704%
C. O. East	*497.44*	*735,500*	$515.82	$ 18.38 3.695%	$508.33	$10.89 2.190%

The budgets for the following cost centres have been amended:

303 – Falcon Ridge Water System	Change to 2018 Capital Budget
171 – Okanagan Regional Library	Change to Transfer to Library Board
117 – Sterile Insect Release	Change to Parcel Tax Levies

Staff reviewed next steps. The final draft budget will be brought forward for final approval to the Regional Board on March 25th.

5.2 Invitation for the Public to Comment on the 2019-2023 Financial Plan

Members of the public were invited to address the Board on the financial plan. There was no-one.

5.3 Recommendation to Forward Budget to the March 25, 2019 Governance & Services Meeting

#GS17/19 BAKER/MILSOM

THAT the Governance & Services Committee receive for information the 2019- 2023 Financial Plan documentation;

AND FURTHER THAT staff be directed to bring forward any recommended amendments discussed today to the Regional Board's final budget meeting scheduled for March 25, 2019.

CARRIED unanimously

Director Sieban arrived at 8:45 a.m.

8. NEW BUSINESS

8.1 Mission Creek Landslide Update

Staff provided an update to the Committee on this week's landslide along Mission Creek Greenway. Staff have evaluated the site and fenced the area off to the public. Provincial emergency funding will be applied for. The slide started above at an upper farm site.

#GS18/19 HODGE/JOHNSTON

THAT the update on the Mission Creek landslide be received for information

CARRIED unanimously

9. ADJOURN

There being no further business the meeting was adjourned at 8:47 a.m.

CERTIFIED TO BE TRUE AND CORRECT

_____
G. Given (Chair)

_____
B. Reardon (Chief Administrative Officer)

2018 STPCO work report

3-year (2018-2020) work plan status

Sustainable Transportation Partnership of the Central Okanagan

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January 2019

Sustainable Transportation Partnership of the Central Okanagan
2018-2020 STPCO Work Plan

The three areas of focus for the 3-year term of the partnership (2018 – 2020) are Transit and Programs Delivery, Regional Transportation Planning, and Partnerships. This report presents the 2018 advances on each of the areas, and 2019 expected deliveries.

Transit and Program Delivery (Pg. 2 - 4)

Focuses on the efficient and responsive provision of transit services, the delivery of transit infrastructure, transportation programs, and the introduction of new technologies. These activities involve engagement of community groups and development of new partnerships. Related to accessible transportation, development of feedback networks and creation of new policy to manage growing demand.

- Transit management
- Transit infrastructure
- Comunity capacity builidng around transportation
- HandyDart service management
- Transportation programs delivery and implementation
    - Bikeshare pilot

Regional Transportation Planning (pg. 4 - 6)

Focuses on appropriate multi-modal applications for each community. Members collaborate to establish town centres connected by regional transportation corridors. These activities happen in an integrated and coordinated fashion facilitating collaboration for capital infrastructure funding, development planning, infrastructure delivery and effective goods movement. Additionally, regional trail networks have been contemplated for years, but coordination, leadership and clear road map is required amongst all members for implementation. Integrated regional planning focuses on strategies for disruptive mobility, regional trails and active transportation and community partnerships to help shift the culture to supporting future and sustainable transportation options.

- Regional Transportation Plan (RTP), including the following sub-components:
    - Regional Hubs and Regional Transportation Network
    - Regional Land Use Scenarios
    - Regional Community Capacity Building TDM program
    - Regional Trails and Cycling Plan
    - Disruptive Mobility Strategy
    - Okanagan Gateway Transportation Study
- Coordination with MoTI on Highway Planning Studies

Next Generation Strategic Partnerships with Senior Government (pg. 6)

Focuses on opportunities for the membership to coordinate regional transportation priorities in sustainable transportation, governance and funding with senior government.

- Engagement of senior levels of government
- Explore possibilities for independently funded governance models
- Goal is to have 2021-2024 model that is independently funded

No.	Program/project name	Description	Funding source	2018 Status & 2019	Deliverable / Milestones / Timelines
1	**Transit and Program Delivery**				
1.1	**Transit Management** Accountable Manager: Jerry Dombowsky	Customer service Safety and security Revenue generation Operations Operational Planning Special events Development review Communications and Marketing Asset management	Operating- Ongoing	Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (next 2020)	• Advertising contract management: on-bus • U-Pass administration (update contract-revisions/additions) • Bus stop/shelter management: location, maintenance, signage • Customer feedback/complaint management • Special event/ construction impact mgmt. • Community events: customer appreciation events, community fundraisers – 'Stuff a Bus', 'Santa Bus', etc. • Security management at exchanges (contractors) • Bylaw enforcement management: graffiti, no-smoking legislation, panhandling, etc. • Transit satisfaction and utilization survey
1.2	**Enhancing the partnership with BC Transit** Accountable Manager: Jerry Dombowsky	Operations Service standards Finance Safety and security	Operating –Staff time	Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (3 year ongoing) Delivered (Future Plan Service standards drafted) Delivered (2019-2020) In-progress (2019)	• Operations liaison with service operator (First Canada) and BC Transit – planning, customer service, operational issues, infrastructure & safety issues, committees & working groups. • 3-year Service Agreements & MOUs • AOA process management • Creation of regional service standards and performance measures (Transit Future Plan deliverable) • Technology – AVL communications & marketing planning re: implementation, APC passenger count protocols, on-bus CCTV communications. • Review operational performance indictors • Cost and revenue sharing
1.3	**Sustainable Transportation Programs** (Transportation	Cycling Rideshare Education Walking	Operation – Staff time	Delivered (Ongoing) Delivered (Ongoing) Delivered (Ongoing) Delivered (Ongoing)	• Bike to Work/School Week • Bike Rodeos • Ridesharing promotion • School Travel Planning/Safe Routes to School **(2 Schools per year)**

No.	Program/project name	Description	Funding source	2018 Status & 2019	Deliverable / Milestones / Timelines
	Demand Management TDM Programs) Accountable Manager: Jerry Dombowsky			Delivered (Ongoing) Delivered (Ongoing)	• Class rides free transit program • Companion pass transit program
1.4	**Bike Share Pilot** Accountable Manager: Jerry Dombowsky	This project would include a dockless bikeshare program within the City of Kelowna that could be implemented, on a pilot basis, at no cost to the City of Kelowna. Results and effectiveness will be monitored to determine if the pilot should become a permanent program and key findings and recommendations will be summarized and shared with regional partner jurisdictions.	Partnerships - Pending	Delivered Delivered (in progress) • 2019	• Bikeshare pilot program • Bikeshare Pilot Results summary & evaluation • Bike share evolution
1.5	**Open Streets Pilot** Accountable Manager: Jerry Dombowsky	Open Streets events help to support, promote, and encourage active and sustainable transportation and are becoming more popular throughout North America.	Pilot 1: CoK + Partnerships-Pending	Strategy developed, delivery is On hold	• Open Streets Pilot Event • Open streets Pilot Summary & evaluation
1.6	**Transit Infrastructure Implementation** Accountable Managers: Jerry Dombowsky/Rafael Villarreal	New infrastructure New and renewal bus stops, shelters, Level of Service	Local governments Operation – Staff	In progress Delivered In progress 2019 2019 2019	• Mission, Mid-Town, Glenmore, UBCO connector **(Expected delivery, 2019-2020)** • Rutland Exchange Phase II • U-Pass card reader technology implementation • Development of regional bus exchange, stop and shelter standards • Level of service (LOS) standards (continuous improvement)
1.7	**Major Transit Infrastructure Proposals**	Major facilities and exchanges in preparation for the Government	Grant – Pending	In progress In progress	• Transit Operations Centre/Facility (Structuring 2018, Capital 2019-2021) • Mid-Town Exchange

No.	Program/project name	Description	Funding source	2018 Status & 2019	Deliverable / Milestones / Timelines
	(Grant proposals- PTIF) Accountable Managers: Jerry Dombowsky/Mariah VanZerr/Rafael Villarreal	of Canada's Public Transit Infrastructure Fund (PTIF)		In progress In progress In progress	(Structuring 2018, Capital 2019-2021) • Springfield/Enterprise Transit Priority Corridor (Structuring 2018, Capital 2019-2021) • Queensway Security Pavilion Structuring 2018, Capital 2019-2020 • Peachland intra-reginal hub Structuring 2018, Capital 2019-2021
1.8	**Fare Products** Accountable Manager: Jerry Dombowsky	Communication/marketing plan Fare products and technology review Board/Councils reports U-Pass relationship management Marketing strategy (operating) Service reliability (hours)	Operating	In progress In progress 2019	• Vendor network expansion • New fare products – presentations to councils • Digital ticketing strategy
1.9	**Handydart Service Management** Accountable Manager: Jerry Dombowsky	Eligibility Travel Options Policy and protocols Service Standards & Service Levels	Operating	Delivered Delivered In progress In progress	• Fare policy • Eligibility management system • Conventional transit training pilot • Service level standard development
2	**Strategic Transportation Planning**				
2.1	**Regional Land Use Scenario Modeling (Phase 2)** Accountable Manager: Mariah VanZerr	In 2014 STPCO led a series of Land Use projections, as part of the Regional Transportation Plan, various land use scenarios need to be evaluated.	Grant - Funded	Delivered Delivered	• Draft Regional Land Use Scenarios • Preferred Regional Land Use Scenario
2.2	**Regional Transportation Plan (Phase 2)** Accountable Manager: Mariah VanZerr	The RTP will engage regional partners to identify a regional transportation network, a preferred regional growth scenario, and identify and prioritize strategic transportation investments that will support a multi-modal transportation network that contributes to and	Grant - Funded	Consultant Engaged Draft 1 Delivered Delivered/Draft 1 Delivered 2019 2019	• Consultation and Public Engagement Strategy • Multiple Account Evaluation Framework (Prioritization) • Regional Hubs & Regional Transportation Network • Transportation Modeling • Regional congestion index study • Operations Plan (Asset Management & Renewal) • Implementation, monitoring and evaluation approach

No.	Program/project name	Description	Funding source	2018 Status & 2019	Deliverable / Milestones / Timelines
		enhances the quality of life in the Central Okanagan Region.			
2.3	**Regional Trails and Cycling Plan** Accountable Manager: Mariah VanZerr	Regional trail networks have been contemplated for years, but coordination and leadership is required amongst all members for implementation. As part of the RTP, active transportation projects, programs, and policies that affect the regionally-significant multi-modal transportation network will be identified and evaluated. The vision for the network will include alignment with major intra-regional projects. Final recommendations will be incorporated into an updated Regional Trails and Cycling Plan.	Grant - Funded	Scoping Scoping 2019-2020	• Updated Regional Active Transportation Plan • Prioritized active transportation projects, programs and policies • The plan should identify, coordination during development approvals, capital funding, strategies to approach senior government for such funding, and designation of future right-of-way.
2.4	**Regional Community-Capacity TDM Program** Accountable Manager: Mariah VanZerr	As part of the RTP, this project will seek to identify community organizations across the region that can help to facilitate and support culture and behavior change towards sustainable transportation options, using a bottom-up, community-capacity building approach.	Grant- Funded	Consultant engaged USL 2019	• Community partner organizations • Capacity-building opportunities • Updated Regional TDM Program
2.5	**Regional Disruptive Mobility Strategy** Accountable Manager: Mariah VanZerr	As part of the RTP, this strategy will take a detailed look at the potential benefits and impacts of changing transportation technologies (such as driverless vehicles) in the Central	Grant 1 – Funded Grant 2 - Pending	In progress 2019	• Regional Disruptive Mobility Policy Options Toolkit

No.	Program/project name	Description	Funding source	2018 Status & 2019	Deliverable / Milestones / Timelines
		Okanagan, and develop a policy options toolkit for regional partner jurisdictions.			
2.6	**Transit Infrastructure Plan and Prioritization** Accountable Manager: Mariah VanZerr	As part of the RTP, this project will identify regionally-significant transit infrastructure needs. The project will also explore the potential for regional "mobility hubs" at key transit exchange locations to help provide first-last mile transit solutions.	Grant - Funded	As part of RTP in progress 2019-2020	• Regional Transit Infrastructure Capital Plan
2.7	**Okanagan Gateway Transportation Study** Liaison: Mariah VanZerr/Rafael Villarreal	A partnership with MoTI, Kelowna International Airport, the City of Kelowna and UBCO to develop a comprehensive plan for the Airport/University area	Grant - Pending	Funding agreement with MoTI, UBCO, and Airport. RFP issued and in process to sign a Consultant 2019-2020	• Okanagan Gateway Transportation Plan (2019) • Conceptual designs (2020)
2.8	**Central Okanagan Planning Study (HYW Planning)** External lead: MoTI	Ongoing	Operating	On going	• Continue the collaboration with MoTI and its consultant
2.9	**Regional Household Travel Survey** Accountable Manager: Mariah VanZerr	A regional travel survey that collects daily travel pattern information from residents. Results are critical for looking at changes in travel patterns over time and achievement of targets, such as shifts in mode share.	Reserve - Pending – various sources	Delivered and administered, funding agreement with MoTI and City of Vernon, results expected spring 2019	• 2018 Regional Household Travel Survey ○ Delivery Fall 2018 ○ Reporting spring 2019
3	**Next Generation Strategic Partnerships with Senior Government**				
3.1	**Engage provincial government at a strategic level**	Invite senior governments to participate in STPCO	Operating	Letter sent to Provincial government In progress	• Include a senior representative from the Ministry of Municipal Affairs to attend the LGA Board meetings

No.	Program/project name	Description	Funding source	2018 Status & 2019	Deliverable / Milestones / Timelines
	Executive Committee and Local Government Advisory Board				
3.2	**Advocacy strategy** Accountable Manager: Rafael Villarreal	Develop a strategy to engage senior government in the regional partnership	Operating	In progress	• Road map to engage senior levels of government
3.3	**STPCO next evolution** Accountable Manager: Rafael Villarreal	Structure a proposal for a Governance Model that is funded and mandated by a senior level of government	Operating	2018-2019	• Engagement with senior levels of government • Proposal submission
3.4	**STPCO Evaluation and options for the future** Accountable Manager: Rafael Villarreal	Report outlying the options for the STPCO moving into the next 3-year term.	Operating	2019	• Report to be provided to each Council • Ideal outcome is a model with independent funding

Overall accountability

Strategic Direction: STPCO LGA Board

Mayors of: City of Kelowna, City of West Kelowna, District of Peachland, District of Lake Country
Chair of the Regional District of the Central Okanagan
Chief of Westbank First Nation

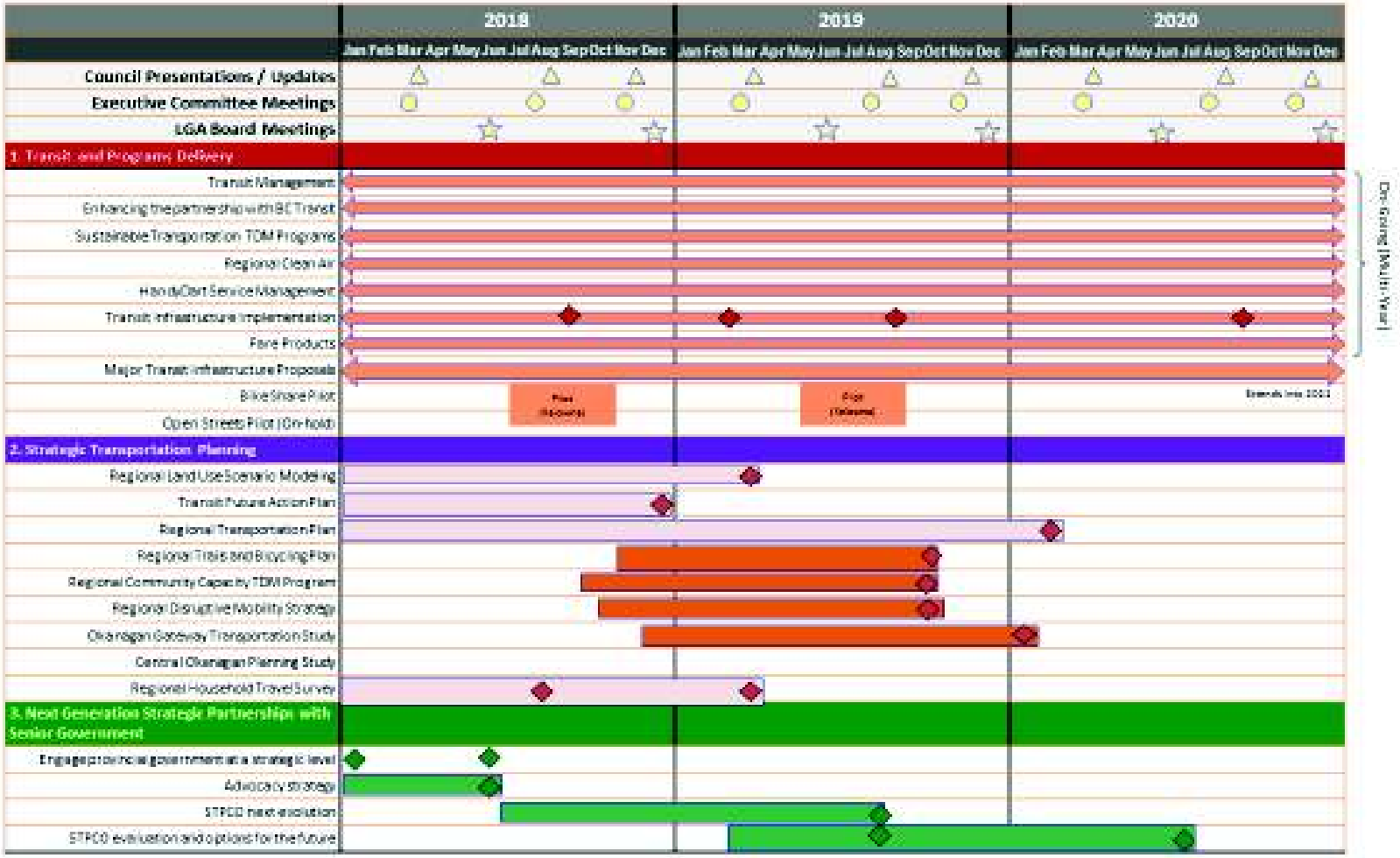
STPCO Executive Committee

CAO or representatives from all partners

STPCO staff:

STPCO Administration and Supervision: Rafael Villarreal
Programs and Transit: Jerry Dombowsky
Matt Worona: Active Transportation Coordinator
Alix Matthews-Mahé: Communications Advisor
Regional Transportation Planning: Mariah VanZerr
Cameron Noonan: Transportation Planner

STPCO Work Plan Reporting and Schedule
2018-2020



Preliminary Examples of Options for Consideration

The Regional Transportation Plan (RTP) project team is in the process of analyzing existing and future conditions for the regional transportation network. This document provides an overview of some of the key regional issues identified to date and examples of the types of options that can be considered in the RTP to help respond to these issue areas. The example options in this document are focused on high-level project ideas; a list of example policies, programs and partnerships for consideration are also included at the end of the document.

As the RTP is still early in the options development phase, the example options presented are not intended to represent a complete list or recommendations, nor are they a result of a detailed level of analysis or evaluation. Rather, the example options in this memo are intended to inspire thinking around regional transportation issues and other potential options.

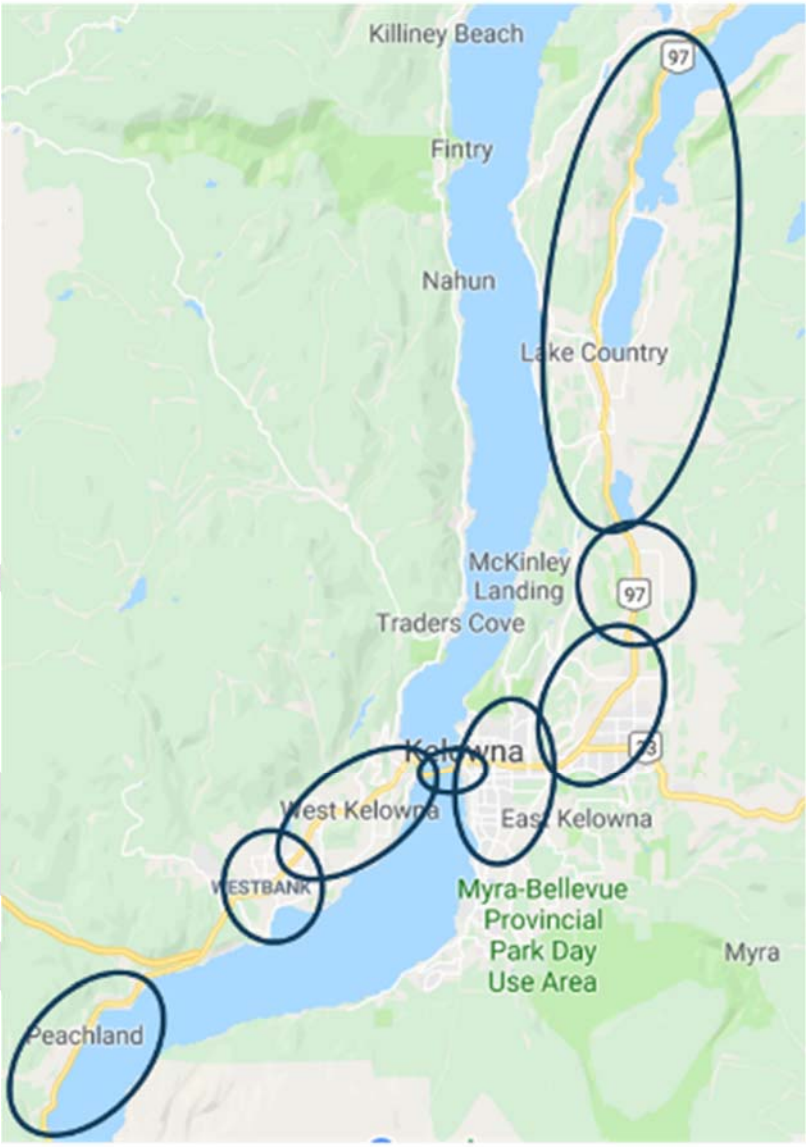


Figure 1: Example Options Focus Areas

The Ministry of Transportation and Infrastructure is in the process of completing Phase 1 of the Central Okanagan Planning Study (COPS). COPS Phase 1 will identify a short list of potential highway infrastructure options. The RTP example options in this list do not revisit the COPS options and, with the exception of some specific transit options and existing lake crossing considerations, highway options are not included in this list.

The example options presented are organized into geographic areas. These areas, from north to south are:

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING LAKE COUNTRY AND BEYOND	Intra-regional connectivity (North Okanagan and beyond), unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, lack of transportation options, first/last mile between transit and home
CONNECTING THE OKANAGAN GATEWAY	Lack of network redundancy for major regional destinations, conflicting land uses (institutional, industrial, airport), unbalanced trip patterns (direction and time), lack of transportation options, car dependency
CONNECTING THE "HOURGLASS"	Bottleneck / lack of network redundancy, unbalanced land use (heavy employment with little residential), access to employment and services, unbalanced trip patterns (direction and time), car dependency, lack of transportation options
CONNECTING THE KELOWNA CORE AND REGIONAL DESTINATIONS SOUTH OF HIGHWAY 97	Multimodal access to regionally significant destinations and activity hubs, (Downtown Kelowna, KGH, Okanagan College, other employment and services), highway acts both as a connector and as a barrier
CONNECTING ACROSS THE LAKE	Bottleneck / lack of network redundancy, unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, lack of transportation options
CONNECTING THE WESTSIDE	Unbalanced land use (residential and employment), access to alternative transportation, unbalanced trip patterns (direction and time), car dependency, lack of transportation options, first/last mile between transit and home
CONNECTING THE WESTBANK TOWN CENTRE	Multimodal access to destinations, unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, topographical barriers, lack of transportation options, first/last mile between transit and home
CONNECTING PEACHLAND AND THE SOUTH	Intra-regional connectivity, unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, lack of transportation options, topographical barriers, first/last mile between transit and home

Connecting Lake Country and Beyond

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING LAKE COUNTRY AND BEYOND	Intra-regional connectivity (North Okanagan and beyond), unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, lack of transportation options, first/last mile between transit and home

Lake Country is the northern gateway to the Central Okanagan. Most travel to/from the South and Central Okanagan passes through Lake County for travel to Vernon and beyond. The core transportation challenges in this area are that the majority of trips are highly car dependent and are destined west at about the same time, using mainly two connections.

Current BC MoTI projects

The Ministry of Transportation and Infrastructure is currently studying Highway 97 through Lake Country, including options for the Highway 97 / Glenmore Road / Beaver Lake Road intersection, and access management along the highway corridor. Outcomes of this study will be considered in future regional and local plans.

Expanded Transit to Lake Country

Transit presents a realistic opportunity to shift travel away from single occupant vehicle dependence. It is likely that any implementation of service enhancements would be evolutionary in nature, with service levels increasing as the population grows.

Highway 97 RapidBus - The Transit Future Action Plan has identified a potential extension of RapidBus to Lake Country, contingent upon sufficient land use and transit-supportive densities to support the service.

Glenmore Road Transit – A RapidBus-style of service or other express service supported by transit priority infrastructure on Glenmore Road is also a potential option for consideration to strengthen transit connections to Lake Country.

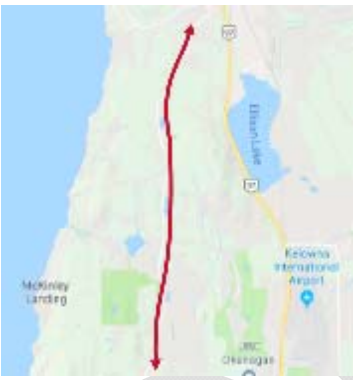
Improved Transit Connection with Vernon

Improvements, such as enhanced frequencies to the transit connection north to Vernon could be considered.

Jim Bailey Road Connection

A link connecting the Jim Bailey Industrial Park to Old Vernon Road north of the airport would provide alternate access to the industrial park and support potential future industrial development at Jim Bailey and around the airport. This new link would draw some traffic away from the highway and create additional network redundancy.

Glenmore Road Upgrades and Active Transportation



Glenmore Road is currently a two-lane, rural roadway with several curves and narrow shoulders. The District of Lake Country has identified the realignment of the north end of Glenmore Road as a potential project, and would be completed in conjunction with new industrial development. This would include developing the roadway to more modern standards. There are opportunities for targeted improvements on Glenmore Road north of John Hindle Drive to address traffic operation, safety and corridor consistency. Examples of potential options include curve realignments, intersection improvements and cross-section modifications

The Glenmore Road corridor also presents an opportunity for active transportation facilities to connect with John Hindle Drive.

Other Ideas?

DRAFT

Connecting the Okanagan Gateway

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING THE OKANAGAN GATEWAY	Lack of network redundancy for major regional destinations, conflicting land uses (institutional, industrial, airport), unbalanced trip patterns (direction and time), lack of transportation options, car dependency

The Okanagan Gateway is an important regional hub that includes the airport and associated industrial/commercial development, the University of British Columbia – Okanagan (UBCO), University South residential area, Pier Mac industrial and commercial area and Quail Ridge residential area. The Gateway is the subject of a separate study that will build on the initial work completed as part of the RTP and help to inform the final plan.

Acland-Bulman Connection

An extension of Acland Road to Bulman Road and to the Airport would provide a new continuous connection between the Airport, Acland Road and Rutland Road on the east side of Highway 97. It would improve network redundancy by providing a new Airport road connection, and it has been previously considered in other planning processes.

Improved Highway 97 / Airport Access

With continued rapid growth at the airport, there will be a need for improved access to the airport and associated industrial/commercial lands adjacent to the airport. An interchange at Airport Way / Highway 97 has previously been identified as a proposed solution, but there may be other options that can be investigated through the Okanagan Gateway Transportation Study.

RapidBus Extension to the Airport

The Transit Future Action Plan identified the goal of improving transit service to YLW Airport. Options to improve transit service include extension of RapidBus transit between the Airport and Central Kelowna, and/or different types and levels of transit service between UBCO and the Airport (for example, Airport / UBCO shuttle service that provides a high frequency connection between Airport and the UBCO Exchange)

Internal Gateway Connectivity

Active transportation and transit service improvements to increase connectivity within the Gateway could also be considered, such as enhanced transit service between UCBO and the Airport. A number of innovative options could be used to link the major hubs within the Gateway, and these could include ideas like micro transit, shuttles and shared transportation options (car share, bike share, scooter share, etc.). Specific options will be identified through the Okanagan Gateway Transportation Study and stakeholder / public engagement.

Shared Use of the Former Rail Corridor

The former rail corridor that runs north-south through the Gateway has been developed as an important active transportation connection between the Gateway and the rest of Kelowna. However, the existing multi-use pathway only uses a portion of the available right-of-way, and there may be an opportunity to share the corridor with other forms of transportation. This could include local or regional transit alternatives.

Other ideas?

DRAFT

Connecting the "Hourglass"

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING THE "HOURGLASS"	Bottleneck / lack of network redundancy, unbalanced land use (heavy employment with little residential), access to employment and services, unbalanced trip patterns (direction and time), car dependency, lack of transportation options

The "hourglass" or "bow tie" is the area between Burtch and McCurdy along Highway 97, nicknamed for the narrowing of the available transportation corridors and the concentration of activities and trips (the majority of the trips in the region pass through the "hourglass" or access employment, services and activities there). Highway 97 and Glenmore Road are the only significant, continuous north-south roadway connections in the area, and Enterprise, Springfield and Highway 97 act as the east-west connections. Future traffic forecasts have shown that travel demand in this area will grow significantly over the next 20 to 25 years.

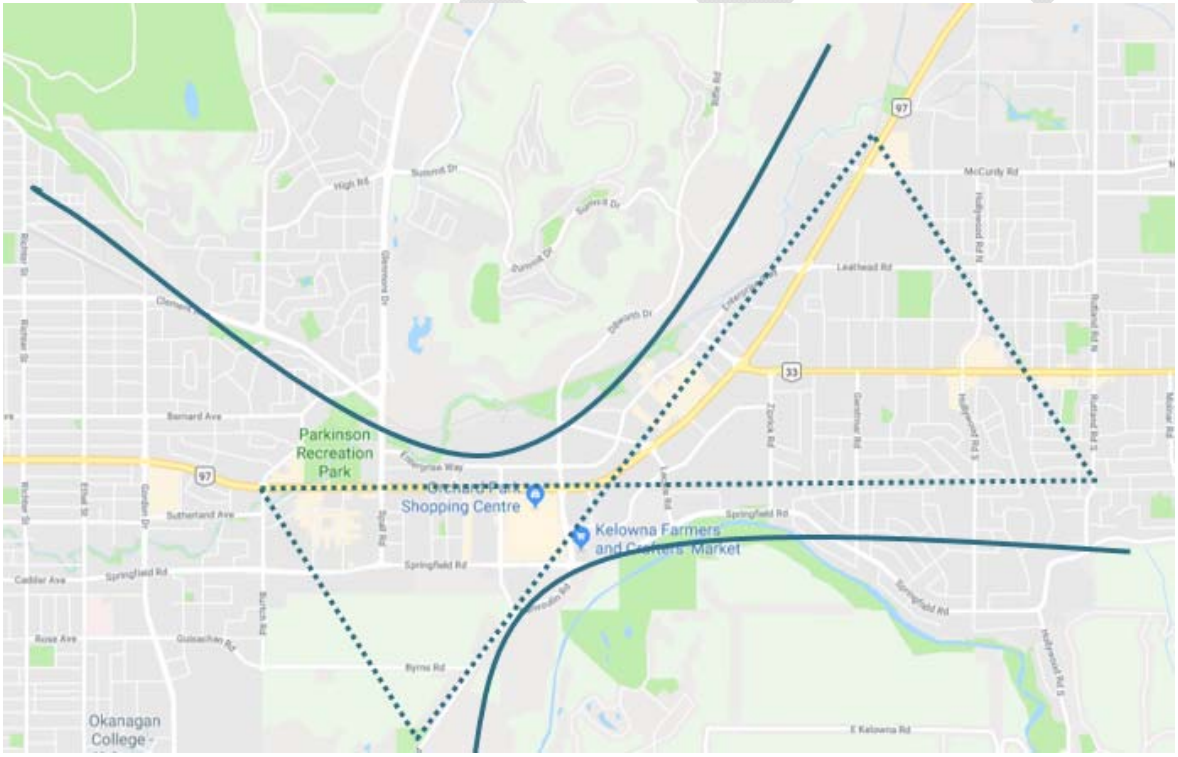
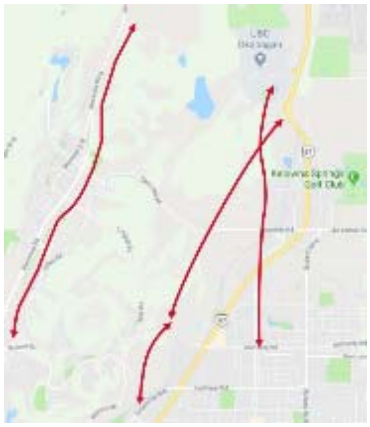


Figure 2: The "Hourglass"

Potential Roadway Improvements East of "the Hourglass"

Most of the example options noted below have been investigated through various previous planning processes. However, in most cases they have been studied in isolation of each other. The RTP will consider these roadways and Highway 97 as a system. Potential solutions should involve various combinations of options on each corridor to achieve long-term mobility needs. The following describes example roadway improvement options on the corridors (transit options along these corridors are described separately in the section that follows).



Glenmore Road Capacity Improvements - Glenmore Road is an important link between downtown Kelowna and the areas to the north, including UCBO which is connected to Glenmore Road via the recently-opened John Hindle Drive. Glenmore Road transitions from a four-lane urban arterial to a two-lane rural roadway at Cross Road. This option involves extending the urban four-lane environment to John Hindle Drive, along with intersection improvements such as the addition of turn lanes and signalization as required to address safety, capacity and corridor operation issues.

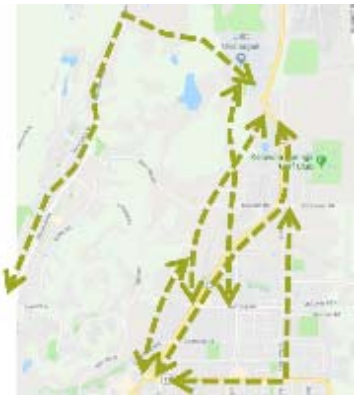
Central Okanagan Multi-modal Corridor (COMC) – The COMC has been a consideration for several decades. It has had many different names and the proposed alignments have varied slightly over the years. Past versions have generally envisioned an urban expressway alternative to Highway 97 along a corridor that partially uses the former rail right-of-way. This option looks at extending COMC from Hwy 33 to McCurdy Drive, but options that extend all the way east to the Gateway can also be considered.

Despite its historical conception as a high speed expressway or arterial, there may be options to consider the COMC as a more urban street with strong east-west connectivity to Glenmore Road and/or Highway 97. Various ways to combine the COMC with the Hollywood Road Extension could also be explored.

Hollywood Road Extension – The Hollywood Road extension is included within the future business-as-usual scenario. However, there may be an opportunity to modify the current plans to coordinate the planned extension with the COMC as noted above.

Potential Transit Improvements East of "The Hourglass"

The potential roadway improvement options described above would create opportunities to support additional strong transit service in the area. Potential transit options include various types of transit facilities and services, and could include new rapid routes, local routes, dedicated bus lanes or transit priority measures. Like the roadway options, there are several combinations of transit options for each corridor that together will address the north-south transit needs in this area.



Highway 97 Dedicated Transit Lanes – Highway 97 is either currently six lanes through much of this area, or is planned to be expanded to six lanes in the future. Options may include dedicating one lane in each direction to transit, either in the median lane or the curb lane. Ideally, if roadway space is reallocated to transit, the resulting "lost" capacity can be regained through other corridors such as the COMC or Hollywood Extension.

Glenmore Road / John Hindle Drive – With the recent opening of John Hindle Drive through to UBCO, there is now greater potential for transit services between downtown Kelowna and the Gateway along Glenmore Road. Transit options for Glenmore Road and John Hindle Drive include a range of transit priority measures and transit-supportive infrastructure to support a higher level of transit service. There are opportunities to build these transit improvements in conjunction with the potential option of four-laning Glenmore and other intersection improvements.

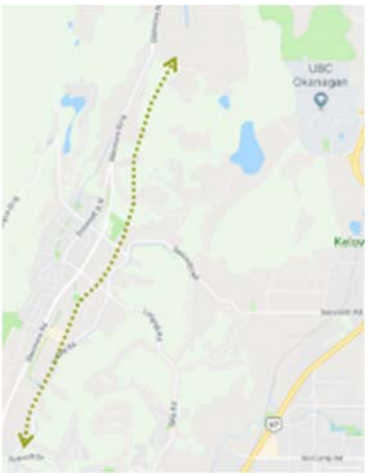
COMC Transit Priority or Dedicated Lanes – There is opportunity to introduce several types of service on a future COMC. If extended to the Gateway, dedicated transit lanes between UBCO and McCurdy Drive could provide significant advantages for transit, particularly if connected to dedicated transit lanes on Highway 97 south of McCurdy. These dedicated lanes would be an alternative to transit lanes on Highway 97 north of McCurdy. The COMC could also be developed to support a limited stop, express-style transit service.

Hollywood Road Extension Transit Priority – As a new roadway, there is an opportunity to build transit infrastructure into the corridor when initially constructed, allowing Hollywood Road North to support frequent transit.

Highway 33 / Rutland Road Transit Priority – Highway 33 has previously been identified as a potential RapidBus corridor. Rutland Road provides an opportunity as a transit priority route, with the potential to develop transit priority measures such as queue jump lanes and transit signal priority. This corridor provides an opportunity for enhanced service to the Airport if developed in conjunction with the Acland/Bulman Extension.

Potential Active Transportation Improvements East of "The Hourglass"

Active transportation options to help connect the "Hourglass" could include active transportation facilities along Glenmore Road.



Glenmore Road Active Transportation - Glenmore Road is a primary north-south active transportation link in this area, and is a western alternative to the Okanagan Rail Trail for pedestrians and cyclists. Existing active transportation facilities along the corridor are currently inconsistent with some missing links. This option would provide continuous active transportation facilities separated from traffic between Clement Avenue and John Hindle Drive.

Potential Transit Improvements West of the "Hourglass"

On the west side of "the Hourglass" demand for east-west travel will contribute to future congestion on east-west routes. Options for higher capacity transit to connect east-west to and from Downtown Kelowna are described below:

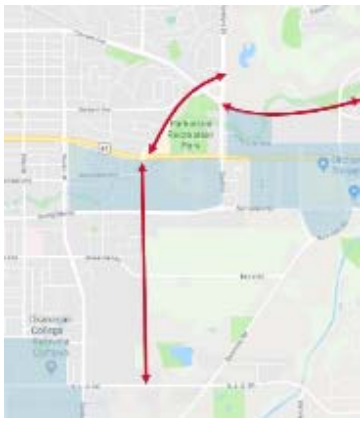
Highway 97 Transit Lanes – Options include median or curbside dedicated bus lanes on Highway 97.

COMC/Clement Avenue RapidBus - As an alternative to, or in support of transit lanes on Highway 97, a RapdBus-style of service could be implemented on a new COMC corridor and on Clement Avenue. There are also opportunities to provide transit-priority infrastructure along this route.

Dedicated Transitway near COMC/Clement Ave. - A significant transit option would be a dedicated transitway (bus only road) which could be upgraded to LRT in the very long term, from Orchard Park to downtown.

Potential Roadway Improvements West of "The Hourglass"

The road network in the area between Burtch and Hwy 33 is currently heavily congested during some times of the day. Future forecasts show that this will continue to be one of the most heavily congested areas in the region. South of Highway 97 there is a need for additional redundancy in the network and alternative routes. Some ideas for options are described below.



Glenmore to Burtch Connection - A connection between Glenmore Drive and Burtch Road exists via Bernard Avenue. This option would strengthen this connection and relieve pressure from Spall Road. It would need to be developed in conjunction with the redevelopment of the Apple Bowl site and future school site.

Burtch Road Extension – Previous plans have shown an extension of Burtch Road to K.L.O. Road that would provide additional capacity and north-south network redundancy. If implemented in conjunction with the Glenmore to Burtch Connection idea, this option would provide a continuous north-south connection relieving demand on Spall Road, Gordon Drive and the other north-south connections.

COMC Highway 33 to Clement Avenue – Connecting Highway 33 to Clement Avenue would provide additional capacity and an alternative route into downtown Kelowna from the east. The options for the COMC could include an urban expressway or more of an urban arterial style corridor.

Other ideas?

DRAFT

Connecting the Kelowna Core and Regional Destinations South of Highway 97

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING THE KELOWNA CORE AND REGIONAL DESTINATIONS SOUTH OF HIGHWAY 97	Multimodal access to regionally significant destinations and activity hubs, (Downtown Kelowna, KGH, Okanagan College, other employment and services), highway acts both as a connector and as a barrier

The Kelowna Core area and area south of Highway 97 include several important regional destinations including Kelowna General Hospital (KGH), Okanagan College, Downtown Kelowna, the Pandosy urban centre, and the Landmark-Capri urban centre. Growth south of Highway 97 and the importance of destinations like KGH will lead to significantly increased north-south travel demand between Highway 97 and these regional destinations.

Pandosy and/or Richter Transit Improvements

There are significant destinations south of Highway 97 including Kelowna General Hospital, Okanagan College, and South Pandosy Urban Centre. These locations currently require a transfer. Potential options that could improve north-south transit, include express-style or enhanced transit service on Pandosy Street and/or Richter Street that would connect the Queensway Exchange to KGH, Okanagan College and South Pandosy. Transit priority options along these streets could include improvements such as queue jump lanes, transit signal priority and short sections of transit-only lanes.

Ethel Active Transportation Corridor

Ethel Street is being developed as an active transportation corridor. This option would extend the corridor south to Okanagan College. The Abbott street active transportation corridor currently exists along the lake, providing access between the Pandosy urban centre and downtown

Connecting Across the Lake

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING ACROSS THE LAKE	Bottleneck / lack of network redundancy, unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, lack of transportation options

The MoTI COPS project showed that there is sufficient capacity to meet “business-as-usual” traffic demand on the bridge until at least 2040, although approaches were found to be at capacity before then. COPS explored options for a second bridge across the lake, but did not reach a conclusion or recommendation regarding a second crossing. The RTP is considering options to support travel across the lake, but a second crossing is not within the scope of review or the 20 to 25-year study horizon. These types of options will also be considered by MoTI in the final phase of COPS.

The following example options for consideration make use of the existing structure, potentially with modifications, to provide additional person-capacity across the lake.

Reversible contra-flow lane – This option would provide additional capacity on the bridge by making the middle fifth lane reversible, providing additional capacity in the peak direction. This could be achieved with the use of moveable barrier or by removing the barrier and installing lights (similar to the previous three-lane bridge). This option will require significant modifications to the local street network, particularly on the Kelowna side.

Reversible contra-flow dedicated transit lane – This option would be similar to the reversible contra-flow lane described above, but the contra-flow lane would be available as a bus-only lane, providing an opportunity for buses to gain some travel time advantage.

New dedicated shoulder transit lane – This option would either convert an existing shoulder lane to be a dedicated contra-flow transit lane, or convert the existing active transportation pathway to a transit lane and redevelop the pathway in another manner. It will require some structural investigation to determine the feasibility of using the pathway for transit and to determine how to best replace the pathway. Like the other contra-flow lane options, this option will require significant modifications to the local street network, particularly on the Kelowna side.

Very high frequency bus across lake combined with first/last mile options– A short-distance, shuttle-style service across the lake could provide an alternative to driving into downtown Kelowna. This would require very high frequency (in the order of 5 minutes). A similar type of service exists in Halifax and has been successful. This option would require several associated initiatives to overcome the last-mile challenges, such as park and ride, shared mobility and parking pricing to maximize effectiveness.

Water taxi / ferry – A water taxi or ferry across the lake would have much the same effect and issues as the very high frequency bus. Both options are a similar approach, but would use a different mode of travel.

Other ideas?

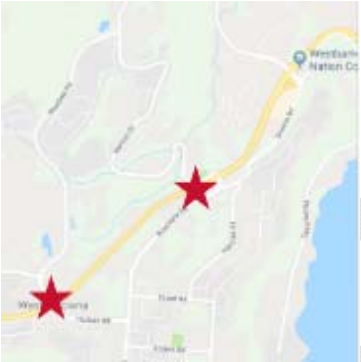
DRAFT

Connecting the Westside

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING THE WESTSIDE	Unbalanced land use (residential and employment), access to alternative transportation, unbalanced trip patterns (direction and time), car dependency, lack of transportation options, first/last mile between transit and home

Connections to the City of West Kelowna and WFN I.R. 9 and I.R.10 rely heavily on Highway 97 as it is the only crossing of the lake. As such, there is a need for the highway to support multiple modes. While there are other major streets in the area, topography limits opportunities to better connect the network.

Current BC MoTI Projects

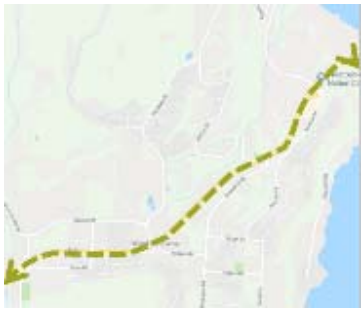


Highway 97 Interchanges - MoTI is currently in the planning and early design stages of interchanges on Highway 97 at Westlake Road and Boucherie Road in West Kelowna. These projects will replace the existing signalized intersections and will result in an 8-kilometre free flow travel section between the City of Kelowna and Bartley Road. Through COPS, MoTI has identified other potential options for grade separation on Highway 97.

Stevens Road Capacity Expansion

Future traffic forecasts show increased demand on Stevens Road, which serves as an alternate east-west route to Highway 97 in West Kelowna. Upgrading Stevens Road will provide some redundancy in the network and relieve pressure on the existing Highway 97/Westlake Road intersection or future Westlake Road interchange ramp terminals. This option could be accomplished with a variety of methods, such as the addition of new lanes, or intersection improvements.

Potential Transit Improvement Options



Highway 97 Dedicated Transit Lanes - Rapid bus currently operates on Highway 97, and there are a number of options that could improve the service between West Kelowna and the City of Kelowna. This could include dedicated transit lanes on Highway 97, or the use of the highway shoulders by buses to bypass traffic congestion on the highway.

First/Last Mile Connections to Transit - Options that have been identified in other plans include park and rides along Bus Route 97 stations and could also include mobility hubs that include travel options such as bikeshare, carshare, etc that can help transit riders connect from the bus to their home or final destination.

Westside Trail

An active transportation corridor known as the Westside Trail is currently being studied, but the alignment has yet to be confirmed. A probable alignment would run along the lake between Peachland and the W.R. Bennett Bridge and would ultimately form part of the Trail of the Okanagans, extending along the entire Okanagan Valley.

Other ideas?

DRAFT

Connecting the Westbank Town Centre/ IR 9 Commercial Centre

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING THE WESTBANK TOWN CENTRE	Multimodal access to destinations, unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, topographical barriers, lack of transportation options, first/last mile between transit and home

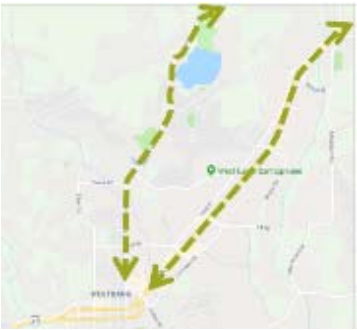
The Westbank Town Centre and adjacent commercial areas on I.R. 9 represent the highest areas of activity on the west side of the lake. In addition to being important regional destinations, these two areas provide many of the day-to-day services and employment used by residents of WFN and West Kelowna. Improving connections to this area will help to support further growth in employment and services, and could reduce the need for crossing the lake.

Current BC MoTI Projects

Couplet - MoTI, through COPS, has been investigating several options that would remove the current couplet through the town centre. There will be a need to investigate regional network connections in response to options developed through COPS.

Potential Options to Strengthen Transit Connections

Rapid bus service currently travels along Highway 97, terminating at the Westbank Transit Exchange. This service provides a good connection to Kelowna, but first/last mile challenges limit its effectiveness to connect the community to services and employment in the Westbank Town Centre and I.R. 9 commercial area. It is also constrained by congestion on the highway. There are a number of potential transit options to increase transit connectivity in this area.



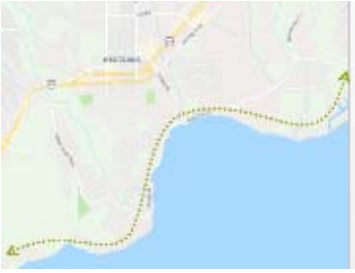
Highway 97 Bus Lanes or Transit Shoulder-Running - Dedicated transit lanes on Highway 97 or allowing transit shoulder running could be potential options.

Old Okanagan Highway / Shannon Lake Road Transit Priority - Transit priority infrastructure such as queue jump lanes could be introduced on Old Okanagan Highway and Shannon Lake Road to help provide better access to transit for the residential communities in West Kelowna. Any Highway 97 bus improvements and the Okanagan Highway / Shannon Lake

Road option should be considered together, but could be developed independently.

First/Last Mile Connections to Transit – Options that have been identified in other plans include park and rides along Bus Route 97 stations and could also include mobility hubs that include travel options such as bikeshare, carshare, etc that can help transit riders connect from the bus to their home or final destination.

Westside Trail



The Westside Trail is a proposed multi-use trail that would connect Peachland to the City of Kelowna and beyond, ultimately forming part of the Trail of the Okanagans. There are several alignment options to be considered, and they generally follow the western edge of the lake.

Other ideas?

DRAFT

Connecting Peachland and the South

GEOGRAPHIC AREA	ISSUES (DRAFT)
CONNECTING PEACHLAND AND THE SOUTH	Intra-regional connectivity, unbalanced land use (residential and employment), unbalanced trip patterns (direction and time), car dependency, lack of transportation options, topographical barriers, first/last mile between transit and home

As the southern extremity of the Central Okanagan, there is a demand for travel to both the south and north from Peachland. Penticton and Summerland are important destinations for residents of Peachland, as is West Kelowna.

Current BC MoTI Projects

MoTI is currently undertaking a study for Highway 97 and is considering various options, both on the existing corridor and as bypasses of the community.

Potential Transit Improvement Options

Transit Connections to the South – Opportunities to provide transit connections from Peachland to destinations in the South Okanagan (e.g. Summerland and Penticton) can be considered.

Transit Hub - A transit hub within Peachland would support improved transit connections to the south Okanagan and would provide a transfer point between the south Okanagan and Central Okanagan transit services. There may be an opportunity to further investigate opportunities to develop this hub as a broader mobility hub. A specific potential location is yet to be identified.

First/Last Mile Connections to Transit – Options could also include park and rides adjacent to transit stops, as well as mobility hubs that include travel options such as bikeshare, carshare, etc that can help transit riders connect from the bus to their home or final destination.

Westside Trail

The Westside Trail is a proposed multi-use trail that would connect Peachland to the City of Kelowna and beyond, ultimately forming part of the Trail of the Okanagans. The section through the north part of Peachland would be one of the more challenging segments to develop.

Other ideas?

DRAFT

Policies, Programs and Partnership Options for Consideration

The following lists examples of options for policies, programs and partnerships for consideration. Specific details are still in development.

Local Connections to Frequent / Rapid Transit and Urban Centres

- Park and ride / mobility hubs
- Reconfigured and enhanced local transit
- Bike share / car share
- Uber / Taxi integration
- Short distance shuttles / microtransit / urban gondolas

Multi-modal Integration

- Integrated trip planning
- Integrated fare payment

Travel Demand Management

- Employee trip reduction
- “Satellite” services – health care, education, civic services
- Offset hour of work incentives
- Safe routes to school – strategic planning

Pricing Incentives / Disincentives

- Parking pricing in urban centres
- Congestion pricing
- Gas / carbon tax

Partnerships

- School District 23 partnership – transportation planning & operations
- KGH partnership – transportation planning & mobility options
- Transit pass (Employer & UPass) program expansion
- Okanagan Gateway partnership – transportation planning, delivery & operations

Other ideas?

DRAFT

REGIONAL DISTRICT OF CENTRAL OKANAGAN
2019-2022 STRATEGIC PLAN (DRAFT)

www.regionaldistrict.com
April, 2019

MESSAGE FROM THE CHAIR

It is my privilege to present the Regional District of Central Okanagan's *2019-2022 Strategic Plan*.

The *Strategic Plan* sets out four strategic priorities, presented as themes, to guide the RDCO's use of resources in the current term:

- Mobility
- Sustainable Living
- Economic Development
- Environment

These priorities were developed by the full Board of Directors over two separate workshops in the months following the November, 2018, inaugural meeting. Taken together, the priorities reflect the Board's sense of future challenges and opportunities, and speak to a shared vision for the Central Okanagan as a vibrant and resilient region.

Each priority is presented with an explanation, success measures, and accompanying actions. The Board's vision, mission and values are also featured, with an emphasis on collaboration among members, First Nations and partners.

Every year the Board will review the *Strategic Plan* to reflect on achievements and challenges, and to consider changes based on information brought forward. All changes that are made will be identified in annual progress reports to the Board.

On behalf of the Board of the Directors, I wish to thank everyone who participated in the strategic planning process, and who helped to develop this *2019-2022 Strategic Plan*. Progress on the strategic priorities set out in the *Plan* will help to achieve our collective vision, and position our region for continued success and prosperity.

VISION

The Regional District of Central Okanagan is a vibrant and resilient region, characterized by interconnected urban centres, robust rural communities, and a stunning natural environment.

Member municipalities and electoral areas work together, in a spirit of respect and authentic collaboration, to address shared needs and pursue joint opportunities.

Citizens across the region are engaged in governance and invested in efforts taken to strengthen the broader community. First Nations are true partners, helping to interpret the past, shape the present, and define a common future.

MISSION

The RDCO brings together member municipalities and electoral areas to plan for the future, identify shared needs and opportunities, and develop cost-effective services.

VALUES

RELATIONSHIPS	We invest in building strong relationships, including with First Nations.
COLLABORATION	We seek opportunities to partner with others in addressing shared needs and pursuing common interests.
REGIONAL PERSPECTIVE	We recognize the broader regional community, and the importance of a regional perspective in planning and service provision.
TRANSPARENCY	We are open and transparent in our decision-making and actions.
RESILIENT	We anticipate, prepare for, and adapt to challenges and changing circumstances.
GOOD GOVERNANCE	We develop practicable, innovative solutions that are based on evidence and proper analysis.

STRATEGIC PRIORITIES

RDCO's strategic priorities, developed by the Board of Directors, speak to important goals, services and needs on which the Board wishes to focus the organization's attention and resources. The priorities, which are summarized in the accompanying table, form the backbone of the *2019-2022 Strategic Plan*. Success measures and action plans identified under each priority provide further definition and direction.

MOBILITY	We will promote transportation and land use approaches that enhance movement throughout the region, and reduce our collective reliance on cars.
SUSTAINABLE LIVING	We will initiate and support efforts to create a healthy built environment in which all people throughout the region enjoy access to safe and affordable housing, and a high quality of life.
ECONOMIC DEVELOPMENT	We will support the efforts of the Central Okanagan Economic Development Commission, municipalities, First Nations and others aimed at building the regional economy.
ENVIRONMENT	We will initiate and support efforts to reduce our environmental footprint, adapt to climate change, and connect with nature.

MOBILITY

WHAT IT MEANS

We will promote transportation and land use approaches that enhance movement throughout the region, and reduce our collective reliance on cars.

HOW WE MEASURE SUCCESS

A *Regional Transportation Plan* is developed and endorsed, and is used to guide the infrastructure investments, policy initiatives and transportation service decisions of our member municipalities, First Nations, and partners.

WHAT WE WILL DO

The Regional District is not responsible for roads or other transportation infrastructure in the Central Okanagan.

Through the *Regional Growth Strategy*, however, we are able to help shape transportation decisions in ways that achieve greater mobility. As a regional governing body, we are well-positioned to develop ideas, spur others to action, and advocate on behalf of the Central Okanagan for necessary resources and change.

Specific actions for RDCO this term include:

- Strengthening the linkage between land use and transportation in the *Regional Growth Strategy*
- Completing the *Regional Transportation Plan*
- Reviewing the governance model of the Sustainable Transportation Partnership of the Central Okanagan
- Advancing the inter-regional Rail Trail Corridor initiative

SUSTAINABLE LIVING

WHAT IT MEANS

We will initiate and support efforts to create a healthy built environment in which all people throughout the region enjoy access to safe and affordable housing, and a high quality of life.

HOW WE MEASURE SUCCESS

A *Regional Housing Strategy* is completed and endorsed, and is used to guide land use, policy and development decisions across the region, aimed at increasing the range of housing options required to meet growing demand.

WHAT WE WILL DO

The Regional District is not directly involved in the development of affordable housing, and does not anticipate taking on any such role in the foreseeable future. RDCO is not proposing, and does not envision, the creation of a regional housing corporation similar to those operated by Metro Vancouver and the Capital Regional District.

RDCO's contributions to sustainable living will take the form of advocacy and facilitation. The Regional District is ideally placed to convene discussions, outline innovative housing solutions, and create best practices to inform local development policies and building standards.

Specific actions for RDCO this term include:

- Completing a *Regional Housing Strategy*, which will include and be informed by a housing needs assessment
- Developing best practices to encourage housing innovation and the adoption of sustainable building standards (e.g., BC Energy Step Code)
- Expanding the Regional Planning Lab initiative to identify common needs and opportunities for collaboration

ECONOMIC DEVELOPMENT

WHAT IT MEANS

We will support the efforts of the Central Okanagan Economic Development Commission, and its partners, to position the regional economy for future prosperity.

HOW WE MEASURE SUCCESS

The *2020-2025 COEDC Strategic Plan*, completed in 2019, informs decisions of the RDCO Board, as well as the service delivery efforts and initiatives of RDCO's departments.

WHAT WE WILL DO

RDCO looks to the COEDC to identify economic challenges and opportunities, and to determine strategies and actions aimed at securing the Central Okanagan's long-term economic prosperity. Through its Advisory Council, the COEDC ensures that the perspectives of industry, local government, First Nations, and other partners are represented in strategic discussions, and reflected in the objectives and goals of the *2020-2025 Strategic Plan.*

Actions for the RDCO to initiate or support include those that inform the development of the *2020-2025 Strategic Plan*, as well as those that emerge from the *Plan*. Specific actions include:

- Completing an *Economic Base Analysis* to fully understand the Central Okanagan's economy, including its gaps and opportunities
- Developing an *Economic Forecast* focused on innovative and knowledge-based clusters
- Undertaking a *Regional Competitiveness and Trend Analysis* to inform the development of strategies, including those aimed at attracting investment

ENVIRONMENT

WHAT IT MEANS

We will initiate and support efforts to reduce our environmental footprint, adapt to climate change, and connect with nature.

HOW WE MEASURE SUCCESS

RDCO's *Solid Waste Management Plan*, *Regional Floodplain Management Plan*, and *Integrated Watershed Management Plan* are in place to guide and coordinate the efforts of the Regional District, its members, First Nations, and partners.

WHAT WE WILL DO

RDCO is well-positioned as the regional governing body to study, provide guidance on, and undertake regional initiatives to address environmental issues that concern all jurisdictions in the Central Okanagan.

In collaboration with others, we will develop the strategies, plans and actions required to manage our solid wastes, protect our watersheds, address dangers from flooding, and enhance the region's natural areas.

Specific actions for RDCO this term include:

- exploring regional waste-to-energy opportunities, pursuant to the *Solid Waste Management Plan*
- developing a regional approach on single-use plastics, pursuant to the *Solid Waste Management Plan*
- completing Phase III of the *Regional Floodplain Management Plan*
- investing in infrastructure required to enable greater access to Regional Parks, in order to allow people to learn about, and connect with, our natural environment

Governance & Services Committee

TO: Governance and Services Committee

FROM: Todd Cashin
Director of Community Services

DATE: April 11, 2019

SUBJECT: Secondary Suite Technical Stakeholder Review (Z17/05 & RLUB-17-02)

Purpose: To review technical stakeholder input and outline recommended policy changes for secondary suites in the Central Okanagan Electoral Areas.

Executive Summary:

On January 10, 2019, the Governance and Services Committee directed staff to proceed with a technical stakeholder review regarding the recommended changes to secondary suite regulations. Subsequently, Planning staff engaged with the Interior Health Authority and local on-site wastewater practitioners, as well as groundwater and hydrological experts. During the review, it was identified that additional density in the Electoral Areas may cause drainage and slope stability challenges, particularly in areas without access to community sewer and without proper drainage plans. The technical stakeholders recommended that the Regional District consider the long term sustainability of a property prior to increasing density.

Therefore, continuation of the current rezoning process for secondary suites allows the Regional Board to make informed decisions on a site-specific, case by case basis. Furthermore, the regulations should be strengthened to ensure that new and existing on-site sewerage systems demonstrate compliance with current standards and include a primary reserve area for a back-up Type I trench system.

RECOMMENDATION:

THAT the Governance and Services Committee receive for information the Secondary Suites Technical Stakeholder Review report from Planning Services dated April 11, 2019;

AND FURTHER THAT the Committee recommends the Regional Board direct staff to proceed with preparing bylaws to implement the proposed secondary suite regulations.

Respectfully Submitted:

Todd Cashin
Director of Community Services

Prepared by: Brittany Lange, Planner

Approved for Committee's Consideration

Brian Reardon, CAO

Implications of Recommendation:

Strategic Plan: Directing staff to prepare amendments to the secondary suite provisions meets the 2015-2018 Strategic Priorities Plan, Strategic Priority #1: Provide Proactive and Responsive Governance.

Policy: Directing staff to prepare amendments to Zoning Bylaw No. 871 and Joe Rich Rural Land Use Bylaw No. 1195 complies with:

- Regional Growth Strategy Bylaw No. 1336:
  - Policy No. 3.2.10.2: "Encourage effective governance and service delivery by being transparent, accountable, and accessible"
  - Policy No. 3.2.6.1: "Preserve and enhance existing neighbourhoods through encouragement of a variety of housing types, densities, choices, and affordability";
  - Policy No. 3.2.1.1: "Support logical and sequential growth patterns that minimize urban encroachment into rural areas"; and,

- Okanagan Basin Water Board Sewage Facilities Assistance Grant Program:
  - Policy No. 3.6.1: "Communities must have policies and bylaws in place prohibiting the development of accessory dwellings on properties less than 1.0 hectare that are not connected to community sewer".

Background:

Recognizing the need for long-term, affordable housing options in the Central Okanagan, Regional District staff is working towards identifying housing solutions, including reviewing policies on secondary suites. The Regional Growth Strategy Priority Projects Plan identified the Regional Housing Needs Assessment (RHNA) as one of top key issue areas requiring action. As such, the RHNA is currently underway and will outline where housing gaps exist for Central Okanagan communities and how individual jurisdiction's markets affect the regional housing market.

Prior to the RHNA, Planning staff began a policy review of secondary suite regulations in RDCO Electoral Areas and sent a referral to applicable agencies. Subsequently, staff engaged with the public by attending community events, conducting an online survey, and making information available at the Planning Services front counter to gauge the public's opinion on proposed regulatory changes.

Upon review of the information received during this process, issues were raised regarding drainage and servicing, most notably with the number of small, undeveloped lots in the Electoral Areas. Secondary suites, which are self-contained and located within an existing single family dwelling, are considered acceptable to tie into the primary septic field assuming that the field is sized appropriately, and with proper maintenance and treatment. However, recognizing the rural nature of the Electoral Areas and minimal servicing, increasing density in all residential zones may not be appropriate and may cause a significant strain on servicing and the environment.

Technical Stakeholder Review

As directed by the Governance and Services Committee on January 10, 2019 (see attached report), staff proceeded with a technical stakeholder review and agency re-referral. Staff held a

technical stakeholder workshop on February 27, 2019 and invited a number of on-site waste water practitioners, hydro-geologists, engineers, and groundwater technicians. Staff heard overwhelmingly the need to balance increased density in rural areas with the sustainability of water resources, and that the health of Okanagan Lakes should be our highest priority. In addition to the health of our lakes, staff received feedback regarding the need to address stormwater and drainage for new and existing developments and that it is critically important in hillside developments.

It was further recommended that the proposed 1.0 hectare policy be reviewed as it alone is not adequate in addressing servicing issues, given that on-site sewerage systems need to be designed on a site by site basis. An alternative option was proposed to strengthen servicing requirements at time of application for a secondary suite that would address the following:

- Require that new and existing on-site sewerage systems demonstrate compliance with today's standards and include a primary reserve area on the parcel for a back-up Type I trench system; and,
- For those on a private water source, consider a well test requirement at time of Building Permit Application to demonstrate sufficient and sustainable water flows.

It was also recommended that the Regional District consider the impacts of development on groundwater and surface water flow changes when new structures are built by requiring stormwater management plans or by implementing a stormwater bylaw. All new and existing development should at a minimum consider neighbouring properties conditions and site characteristics as well as the natural topography of the land.

It was further recommended that the Regional District apply for funding through the Okanagan Basin Water Board (or other external funding sources) to conduct hydrogeological studies throughout the Electoral Areas. In future, if investigations identify significant concerns in specific neighbourhoods, the provision of allowing or disallowing secondary suites in certain areas could be reconsidered. An example of this occurred during the City of Kelowna's secondary suite review process in 2016, where a professional study indicated hydrogeotechnical challenges with on-site wastewater disposal systems related to soil conditions. As such, parcels in the Gallaghers Canyon area were prohibited from having secondary suites and carriage houses.

Interior Health Authority (IHA)

Several local IHA staff have worked extensively in the Electoral Areas in the past, and acknowledged that they are aware of failing septic systems throughout the region on parcels that have secondary suites. IHA staff also acknowledged that many neighbourhoods when not serviced by sanitary sewer have old septic systems that were designed originally for a single family dwelling (i.e. not multiple families in one dwelling) and many systems are approaching the end of their lifespan.

IHA staff also advocates for the long term sustainability of a property prior to increasing density; in this case the addition of a second dwelling. As such, IHA staff recommend that new and existing on-site sewerage systems demonstrate compliance with today's standards and include a primary reserve area on the parcel for a back-up Type I trench system.

Recommended Changes to Regulations

Following extensive analysis, research, and careful consideration of the comments received to date, staff is recommending the following key changes to secondary suite regulations:

- Continue to require a rezoning application under Zoning Bylaw No. 871 for A1, RU1, RU2, and RU3 zones to permit a secondary suite and add the 's' designation;
- Continue to require an amendment under the Joe Rich Rural Land Use Bylaw No. 1195 for LH, RA, SH-1, and SH-2 land use designations to permit a secondary suite and add the 's' designation;
- Add secondary suites as a prohibited use under R1, RU4, RU5, and RU6 zones and the CR land use designation;
- Continue to prohibit the use of secondary suites as short-term rentals;
- Continue to recognize parcels with the 's' designation;
- Restrict the use of secondary suites in manufactured homes, recreational vehicles or park model trailers;
- Clarify what "located within the single detached house" means by defining '*breezeways*';
- Permit only one secondary suite or one accessory home per parcel, where zoning permits; and,
- Require that new and existing on-site sewerage systems demonstrate compliance with today's standards and include a primary reserve area for a back-up Type I trench system.

Conclusion:

Safe and legal secondary suites can provide many benefits to home owners including a revenue source to supplement income, assist a family member in need, and/or increase the value of the property. By allowing these proposed changes, the Regional District of Central Okanagan can:

- Continue to ensure that secondary suites comply with Zoning Bylaw No. 871, Joe Rich Rural Land Use Bylaw No. 1195, and other relevant Regional District Bylaws through the Building Permit Application process;
- Help provide affordable housing in our community with minimal impact to neighbourhoods given that new infrastructure will not be required and the secondary suites are contained within the existing single-family homes;
- Clarify regulations for ease of implementation; and,
- Nurture responsible, sustainable growth and development while protecting and promoting the environment and lifestyle of Okanagan residents.

Considerations not applicable to this report:

- *General*
- *External*
- *Financial*
- *Organizational*
- *Legal/Statutory Authority*

Attachment(s):

- Appendix 'A' – January 10, 2019 Governance and Services Committee report
- Appendix 'B' – Maps of parcels included in the suite prohibition

Governance & Services Committee

TO: Governance and Services Committee

FROM: Todd Cashin
Director of Community Services

DATE: January 10, 2019

SUBJECT: Secondary Suite Regulations (Z17/05 & RLUB-17-02)

Purpose: To review the public consultation process and outline recommended policy changes for Secondary Suites.

Executive Summary:

The Regional Growth Strategy, Official Community Plans, and Rural Land Use Bylaw support the provision of secondary suites in the Central Okanagan; however, a property owner wishing to install a secondary suite in an Electoral Area is required to apply for rezoning or to amend the land use designation prior to obtaining a building permit.

On August 30, 2016, the Regional Board directed staff to consider secondary suite applications by policy approval rather than bylaw amendment (Appendix 'A'). RDCO staff reviewed member municipality and neighbouring regional districts' secondary suite policies and regulations, engaged with stakeholders and the public, and conducted an online survey. As a result of this research and public engagement process, staff is recommending the following:

- Conduct additional public engagement with a technical stakeholder group;
- Permit secondary suites by policy rather than via a bylaw amendment in a number of residential zones and land use designations;
- Eliminate the use of breezeways; and,
- Implement a minimum lot size requirement of 1.0 hectare (2.47 acres) for secondary suites to address existing and future servicing requirements.

Building permits would continue to be required and applicable regulations would be addressed at time of building permit application.

RECOMMENDATION:

THAT the Governance and Services Committee receive for information the Secondary Suite Regulations report from Planning Services dated January 10, 2019;

AND FURTHER THAT it is recommended the Regional Board direct staff to proceed with the proposed technical stakeholder review and prepare bylaws to implement the proposed secondary suite regulations.

Respectfully Submitted:

Todd Cashin
Director of Community Services

Approved for Committee's Consideration

Brian Reardon, CAO

Prepared by: Brittany Lange, Planner

Implications of Recommendation:

Strategic Plan: Directing staff to prepare amendments to the secondary suite provisions meets the 2015-2018 Strategic Priorities Plan, Strategic Priority #1: Provide Proactive and Responsive Governance.

Policy: Directing staff to prepare amendments to Zoning Bylaw No. 871 and Joe Rich Rural Land Use Bylaw No. 1195 complies with:

- Regional Growth Strategy Bylaw No. 1336:
  - Policy No. 3.2.10.2: "Encourage effective governance and service delivery by being transparent, accountable, and accessible"
  - Policy No. 3.2.6.1: "Preserve and enhance existing neighbourhoods through encouragement of a variety of housing types, densities, choices, and affordability"; and,

- Okanagan Basin Water Board Sewage Facilities Assistance Grant Program:
  - Policy No. 3.6.1: "Communities must have policies and bylaws in place prohibiting the development of accessory dwellings on properties less than 1.0 hectare that are not connected to community sewer".

Background:

The provision for secondary suites was introduced into Zoning Bylaw No. 871 at time of adoption in 2000, and Joe Rich Rural Land Use Bylaw No. 1195 included the use in 2012.

In 2017, staff began a policy review of secondary suite regulations in the Electoral Areas by reviewing neighbouring jurisdictions regulations, policies, and servicing requirements to permit a secondary suite (summarized in Table 1.1).

Currently, all four member municipalities and two neighbouring Okanagan Valley regional districts currently permit secondary suites by policy in some zones; however, there are differences in servicing and minimum parcel size requirements. In general, the secondary suite must be connected to community sanitary sewer unless the parcel meets the Interior Health Authorities' (IHA) requirements for on-site sewage disposal.

Should an owner wish to include a secondary suite within a principal residence, under Zoning Bylaw No. 871 and Joe Rich Rural Land Use Bylaw No. 1195 the person must apply to rezone or amend the land use designation of the parcel.

The RDCO is the only local government within the Okanagan region that requires a rezoning process to allow for a secondary suite. The Regional Board has approved 24 secondary suites since 2000 (15 in the Central Okanagan East and 9 in the Central Okanagan West), with 1 application in queue.

Table 1.1 Secondary Suite Regulations in Neighbouring Jurisdictions

Secondary Suites			
Local Government	**Approval Authority**	**Process**	**Servicing Requirements**
RDCO	Regional Board	Bylaw Amendment and Building Permit	Must be connected to community sanitary sewer; unless the parcel meets the requirements for onsite sewage disposal.
RDNO	Permitted secondary use in some residential zones	Building Permit	Not permitted on lots smaller than 1.0 hectare; unless the parcel is connected to community sanitary sewer.
RDOS	Permitted secondary use in some residential zones	Building Permit	Must be connected to sanitary sewer; unless the parcel is a minimum of 0.2 ha (2,020 m²) and meets the requirements for onsite sewage disposal.
City of Kelowna	Permitted secondary use in some residential zones	Building Permit	No secondary suite will be allowed without connection to sewer for lots less than 0.08 ha (830 m²). Where lot size permits, the parcel meets the requirements for on-site sewage disposal.
City of West Kelowna	Permitted secondary use in some residential zones	Building Permit plus Business Licence	Must be connected to community sanitary sewer; unless the parcel meets the requirements for onsite sewage disposal.
District of Peachland	Permitted secondary use in some residential zones	Building Permit plus Annual Suite Fee	Not permitted on lots smaller than 1.0 hectare; unless the parcel is connected to community sanitary sewer.
District of Lake Country	Permitted secondary use in some residential zones	Building Permit	Must be connected to community sanitary sewer; unless the parcel meets the requirements for on-site sewage disposal.

Proposed Regulations

Allowing secondary suites by policy rather than via a bylaw amendment is consistent with neighbouring jurisdictions. In addition, the proposed regulations would clarify what “located within the single detached house” means by defining ‘*breezeways*’.

Furthermore, the recommended regulations would ensure that servicing requirements are in keeping with external agency policies by limiting residential zones that permit secondary suites to parcels greater than 1.0 hectare (2.47 acres) in size. There are currently 7 parcels in the Electoral Areas with the secondary suite ('s') zoning designation that are less than 1.0 hectare.

The proposed changes would streamline the secondary suite application process, offer a better service to residents in the Electoral Areas, and be less expensive, less time consuming, and provide more certainty with future land use decision.

Stakeholder Consultation

In 2018, staff began the referral process and engaged with applicable provincial ministries, First Nations, water purveyors, member municipalities, RDCO Advisory Commissions, utility service providers, Okanagan Basin Water Board (OBWB), IHA, and internal departments.

Secondary suites, which are self-contained and located within an existing single family dwelling, are considered acceptable to tie into the primary septic field assuming that the field is sized appropriately, and with proper maintenance and treatment; however, during review of the information received, other issues were raised regarding drainage and servicing, most notably with the number of small undeveloped lots in the Electoral Areas.

Adding density in rural areas that do not have community sewer, particularly on smaller parcels, lowers the septic field capacity and the ability to relocate a field if it fails or needs to be expanded.

Public Consultation

From July to November 2018, staff attended community events, posted an online survey, and made hard copy surveys available at the Planning and Inspection Services front counter to gauge the public's feedback on proposed changes to secondary suites. A total of 55 completed surveys were received, and some of the main concerns include servicing, parking, enforcement, and the potential of short-term rental accommodation negatively impacting rural residential communities (Appendix 'B').

OBWB 1.0 Hectare Policy

The OBWB Sewage Facilities Assistance grant program was established to subsidize construction of tertiary sewage treatment plants for local governments. The intention of the policy and program is to decrease water pollution coming from development on small lots and failing or over-capacity septic systems, and reduce the amount of phosphorus entering the lakes from municipal effluent.

To be eligible for the grant, local governments are required to have zoning policies or bylaws prohibiting new development on lots less than one hectare that are not serviced by community sewers. As per the grant program terms of reference:

- Secondary suites are permitted so long as they tie into the sewage disposal system of the existing dwelling.
- Carriage houses / accessory dwellings are prohibited on properties less than 1.0 hectare and not connected to community sewer.

Conclusion:

Consistency among secondary suite bylaws, policies, and regulations may be beneficial to Central Okanagan residents; however, recognizing that the Electoral Areas are unique and inherently rural in nature, increasing density in all residential zones may not be appropriate and may cause a significant strain on servicing and the environment.

Given recent drainage issues and geotechnical concerns experienced in the valley over the past few years, staff is proposing to limit residential zones that permit secondary suites to parcels greater than 1.0 hectare (2.47 acres) in size. This proposal is consistent with the District of Peachland and Regional District of North Okanagan's regulations and minimum lot size requirements.

Staff recommends further in-depth review with various technical stakeholders regarding servicing requirements to ensure that the proposed increased density of permitting secondary suites in the Electoral Areas is adequately addressed.

Considerations not applicable to this report:

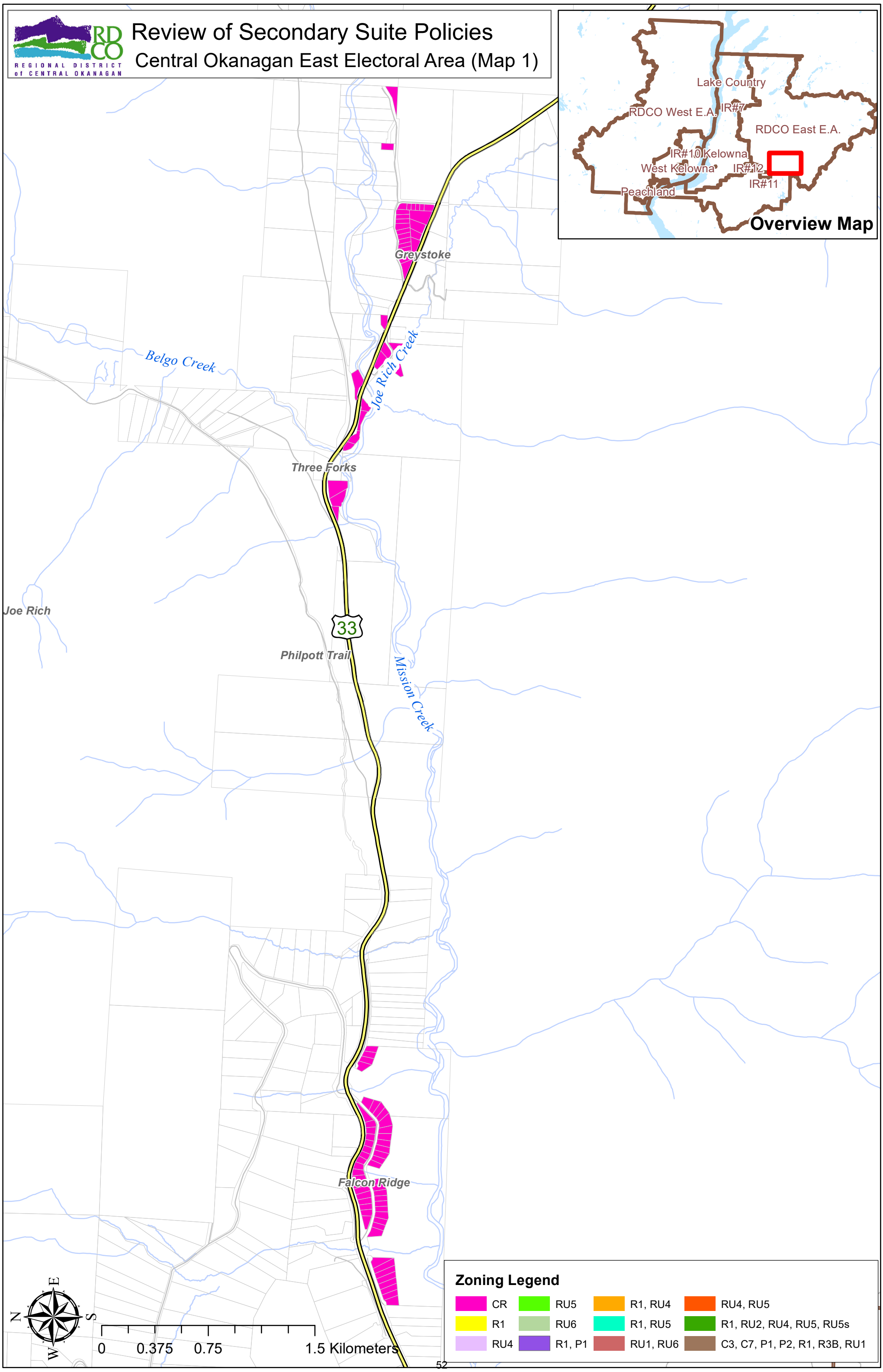
- *General*
- *External*
- *Financial*
- *Organizational*
- *Legal/Statutory Authority*

Attachment(s):

- Appendix 'A' – August 30, 2016 Governance and Services Committee Report
- Appendix 'B' – Secondary Suites Public Survey Results

Review of Secondary Suite Policies

Central Okanagan East Electoral Area (Map 1)



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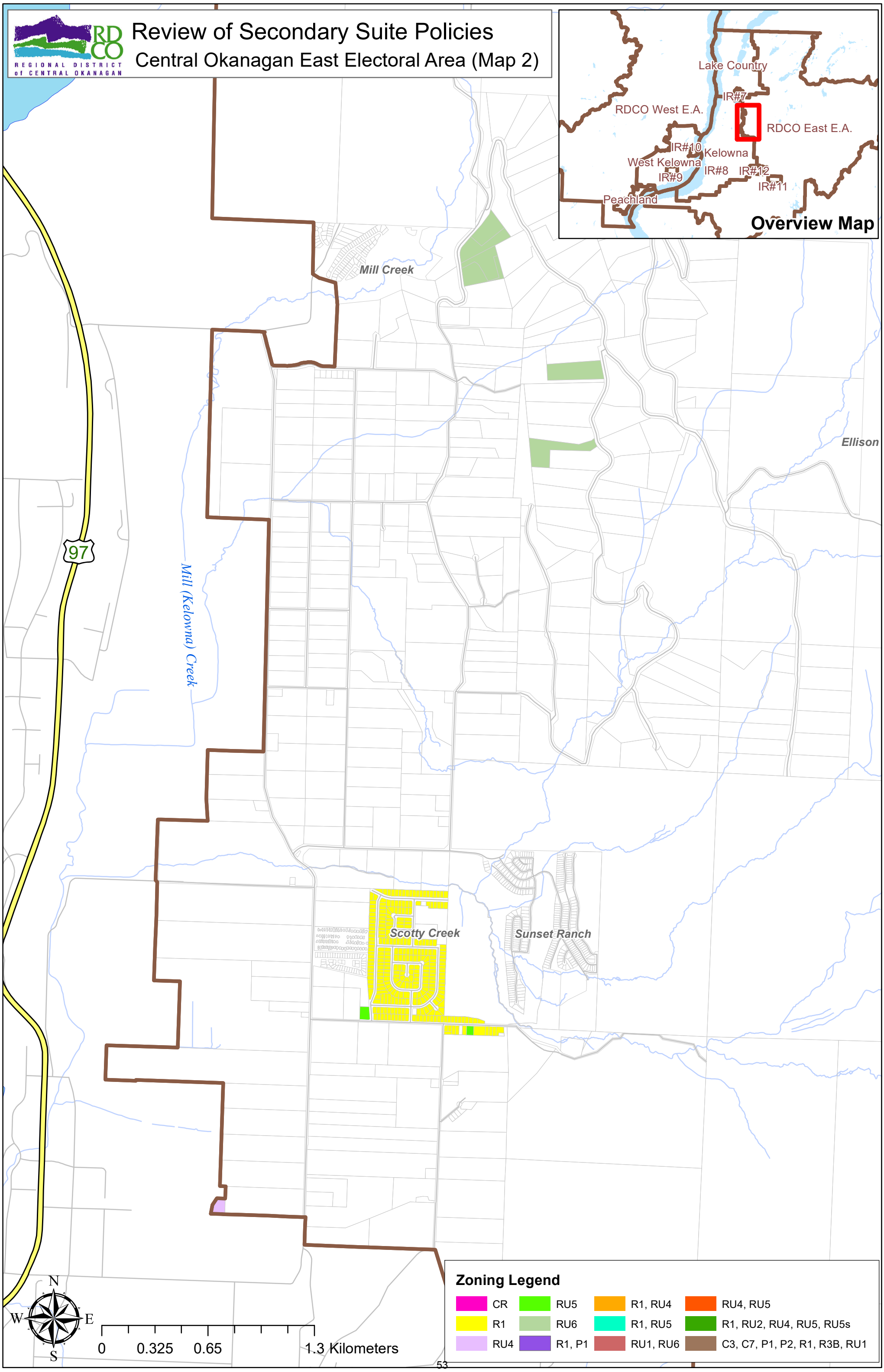
Review of Secondary Suite Policies

Central Okanagan East Electoral Area (Map 2)



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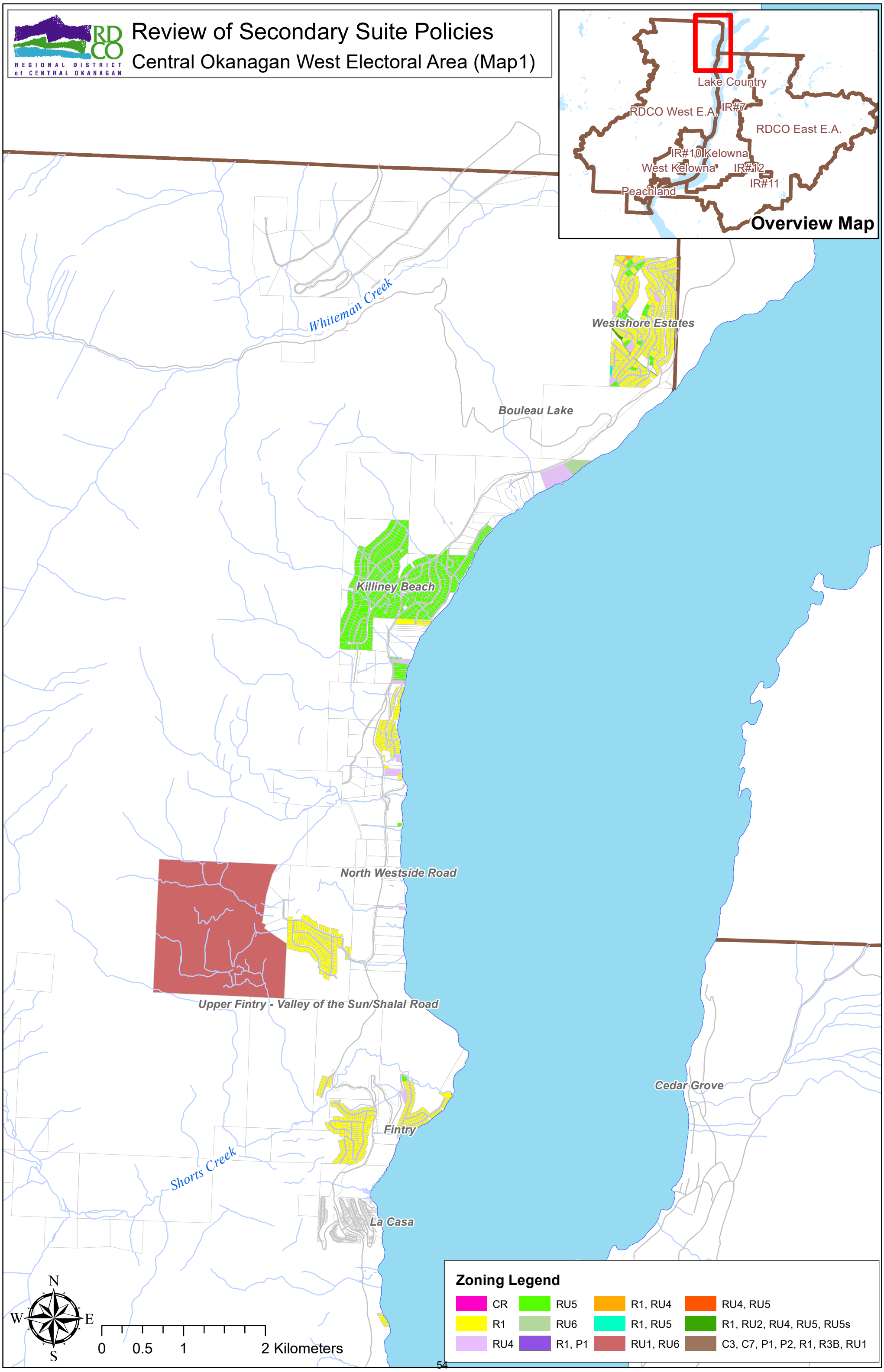
Review of Secondary Suite Policies

Central Okanagan West Electoral Area (Map1)



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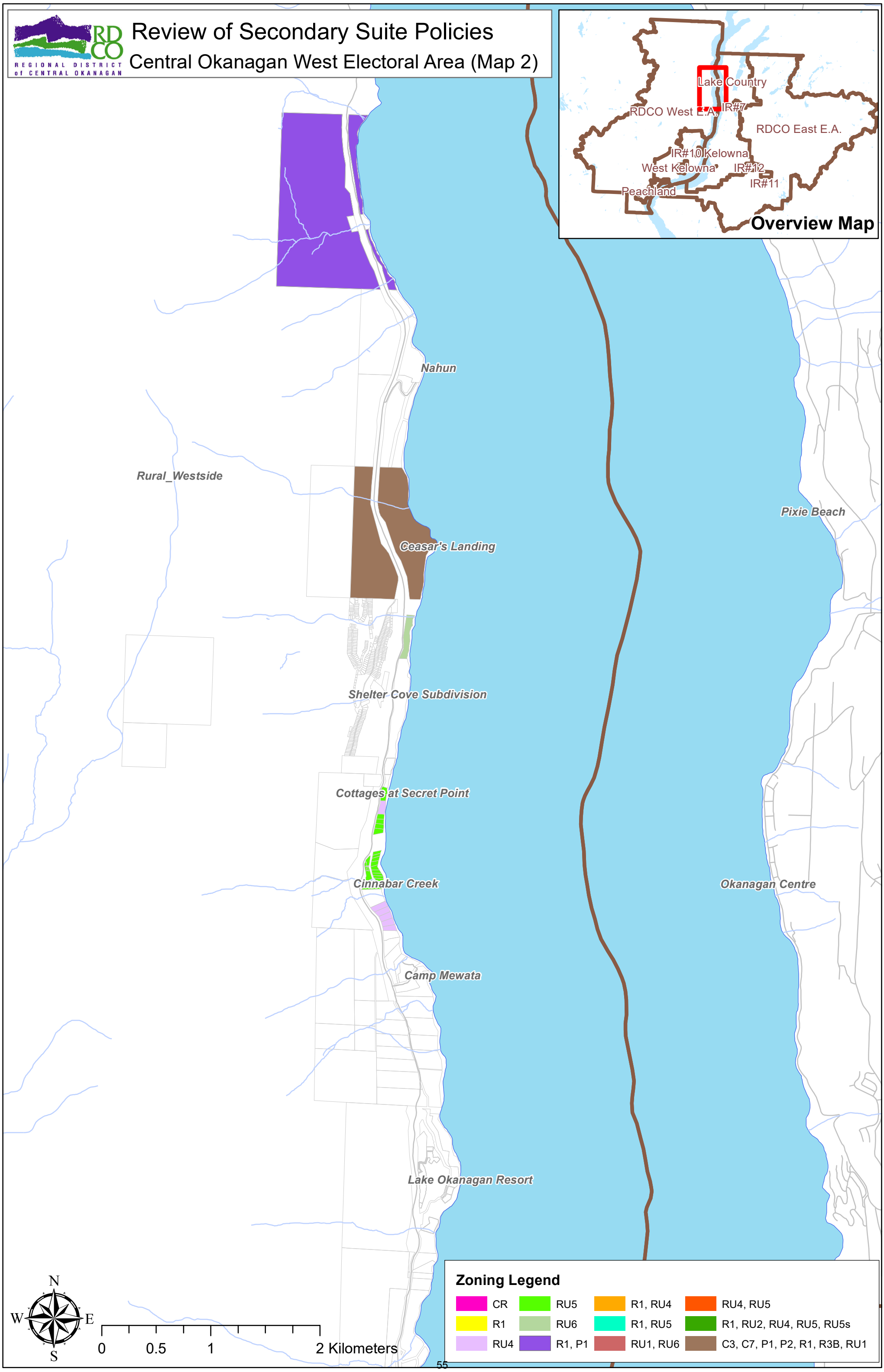
Review of Secondary Suite Policies

Central Okanagan West Electoral Area (Map 2)



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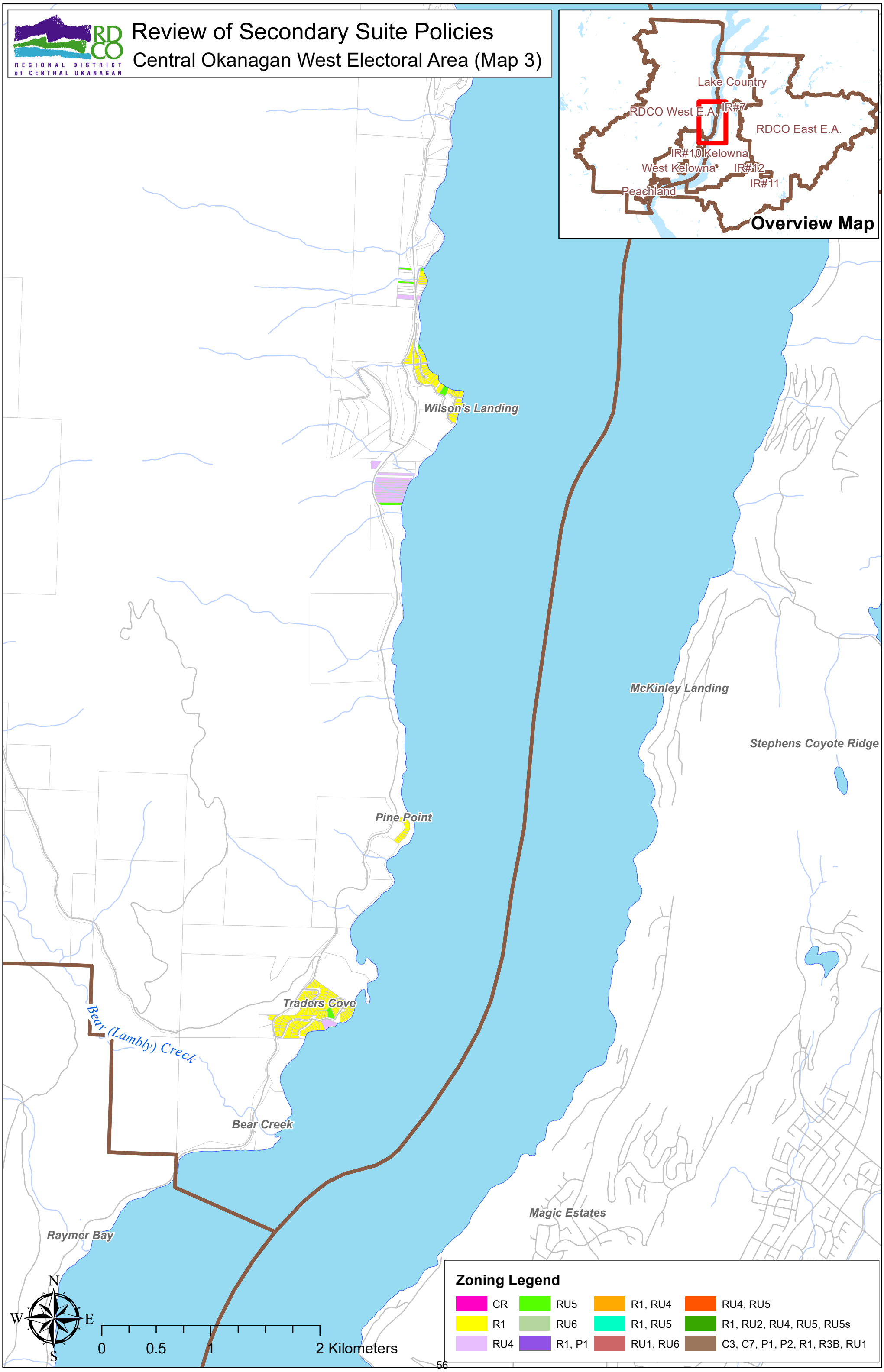
Review of Secondary Suite Policies

Central Okanagan West Electoral Area (Map 3)



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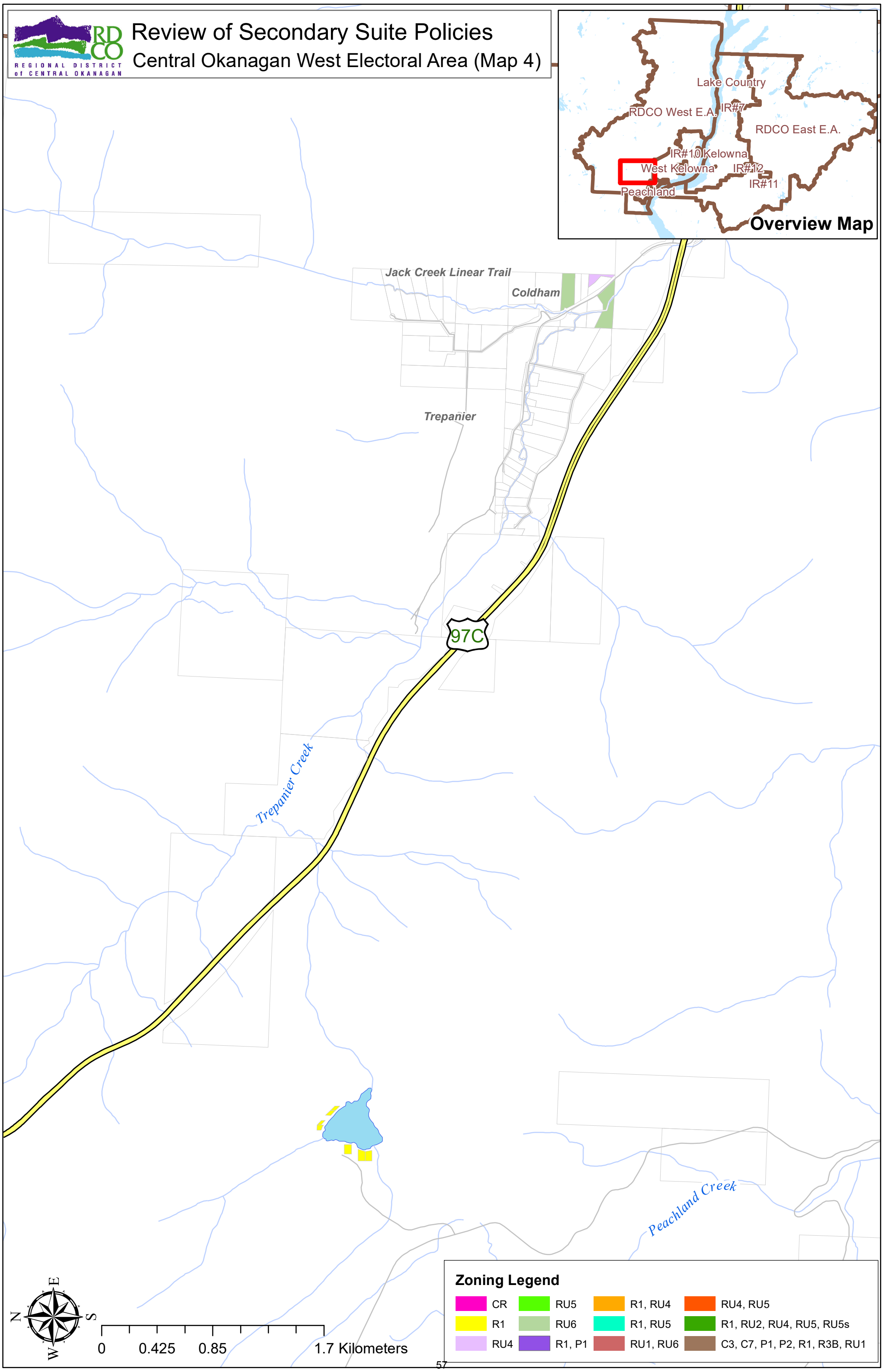
Review of Secondary Suite Policies

Central Okanagan West Electoral Area (Map 4)



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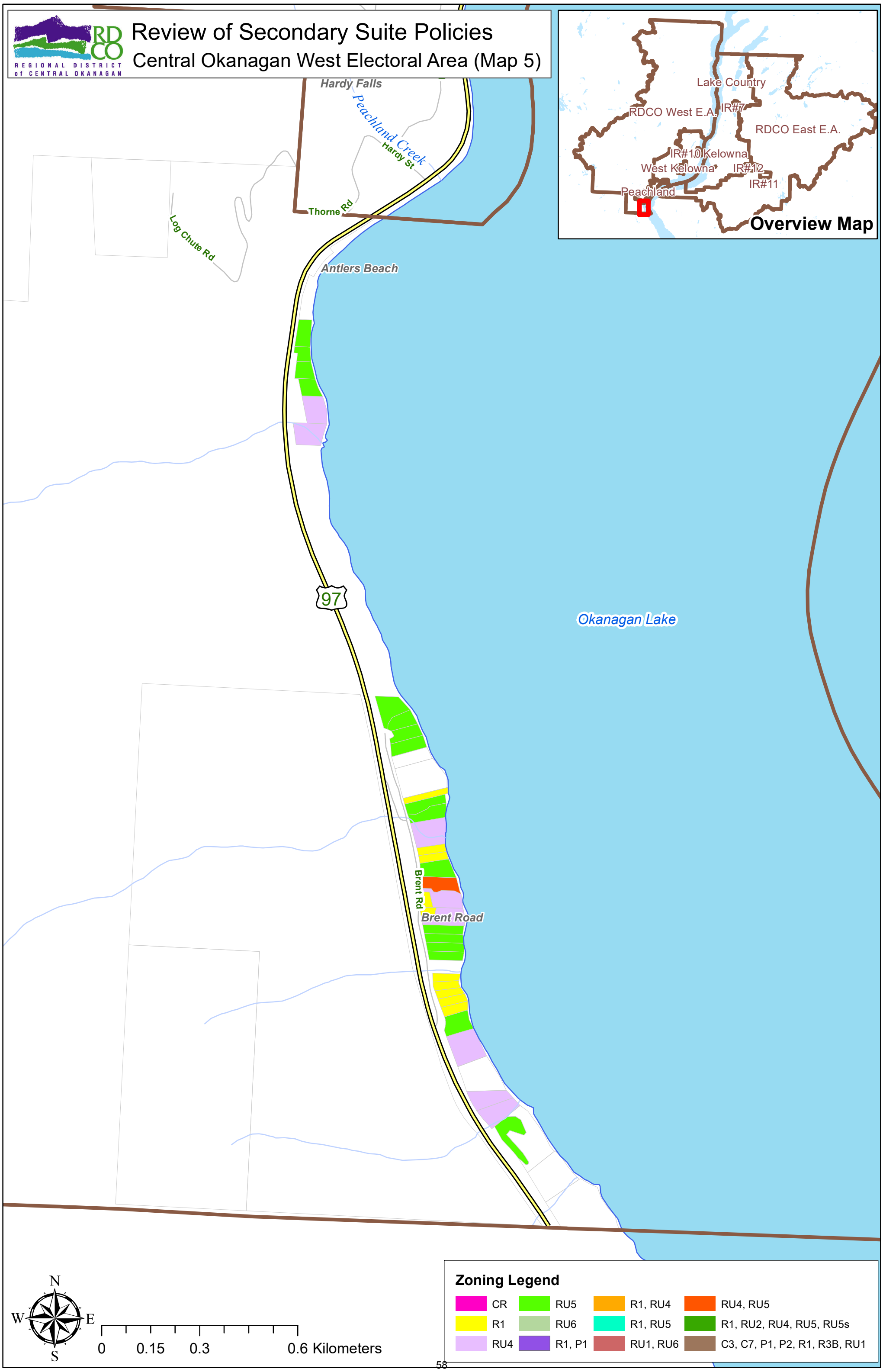
Review of Secondary Suite Policies

Central Okanagan West Electoral Area (Map 5)



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