



THE CORPORATION OF THE CITY OF VERNON REPORT TO COUNCIL

SUBMITTED BY: Matt Faucher, Acting Manager,
Long-Range Planning and
Sustainability

COUNCIL MEETING: REG COW I/C
COUNCIL MEETING DATE: October 28, 2024
REPORT DATE: October 21, 2024
FILE: 6480-02 OCP Review 2024 / 8300-07 TP
Review 2024

SUBJECT: **OFFICIAL COMMUNITY PLAN AND TRANSPORTATION PLAN: PHASE 2
ENGAGEMENT & COUNCIL WORKSHOP**

PURPOSE:

To provide Council with an overview of Official Community Plan/Transportation Plan (OCP/TP) housing needs identified, current inventory of lands zoned for housing, considerations for setting a growth strategy for Vernon over the next 20 years, and introduce OCP/TP Phase 2 Engagement.

RECOMMENDATION:

THAT Council receive for information the report titled “Official Community Plan and Transportation Plan: Phase 2 Engagement & Council Workshop” dated October 21, 2024, and respectfully submitted by the Acting Manager, Long-Range Planning and Sustainability;

AND FURTHER, that Council direct Administration to open the Phase 2 Engagement Survey running from October 28, 2024, to November 14, 2024, and to host an open house on November 7, 2024, to receive input from the community on considerations for development of a growth strategy for the City of Vernon over the next 20 years.

ALTERNATIVES & IMPLICATIONS:

N/A

ANALYSIS:

A. Committee Recommendations:

N/A

B. Rationale:

This report provides an overview of the Official Community Plan (OCP) and Transportation Plan (TP) engagement process and key considerations in setting a future growth scenario for the City of Vernon over a 20-year time horizon. The following information will be provided to Council for initial comment and consideration through a workshop conducted at their Committee of the Whole meeting of October 28, 2024:

1. Overview of the OCP and TP Engagement Process to date;
2. Phase 1 Engagement: Final Report;
3. Vernon’s Housing Needs: Statistics and Initial Report Analysis;
4. Inventory of Current Lands Zoned for Housing: Statistics and Initial Review;
5. Growth Strategy: Legislative Requirements and Options for Refinement;
6. Transportation Plan: Key Findings from Phase 1 and Future Directions for Shaping the Transportation Network; and
7. Phase 2 Engagement: Community Survey Overview.

Overview of OCP/TP Engagement Process to date

On March 25, 2024, Council endorsed the [Engagement Strategy and project overview](#) for the OCP, the TP, and the Housing Needs Report (HNR), which will inform decision making processes in establishing a growth strategy for the City of Vernon over a 20-year time horizon.

At a [Special Meeting of Council on July 30, 2024](#), Council received a presentation from Engage Delaney providing an overview of “What We Heard” from the community during Phase 1 engagement. Additionally, the initial framework for OCP and TP Values was presented to Council and received support in principle.

At its [Committee of the Whole meeting](#) on September 3, 2024, Council received a Strategic Foresight Workshop facilitated by Future Focus where Council discussed the drivers of change that influence their decision making at a city-wide scale.

OCP/TP Review Timeline



Phase 1 Engagement: Final Report

Phase 1 of engagement started in spring 2024 and ended on July 1, 2024. The City connected with a total of 2,446 community members through various activities:

- Community Survey: 1,396 people participated.
- Workshops: 168 people attended 10 different sessions.
- Pop-Up Events: Engaged with 882 people at 9 events.

The report titled "What We Learned Report" (Attachment 1) provides a summary of the engagement activities, key findings, and outcomes. This report is now available for Council and the public to review.

The report highlights important themes that emerged during the engagement, offering insights into what the community needs. These themes are organized under two categories with subthemes:

- **Official Community Plan**
 1. Housing & Neighbourhood Development
 2. Urban Planning & Infrastructure
 3. Economic Development
 4. Community, Social Services & Wellbeing
 5. Climate & Environment
 6. Parks, Recreation & Trails

- **Transportation Plan**
 1. Public Transit & Personal Vehicle Alternatives
 2. Roads
 3. Walking & Bike Trails
 4. Scooters & Mobility Devices
 5. Parking

A summary of the results from the “What We Learned Report” are provided in Attachment 2 for reference.

Vernon’s Housing Needs: Statistics and Initial Report Analysis

At its Regular Meeting of October 7, 2024, Council received a Technical Memorandum providing initial findings from the Interim Housing Needs Report (IHNR). The full IHNR is required to be received by Council by January 1, 2025, to meet provincial deadlines.

The Province has set minimum requirements for the content of the IHNR as:

- **Housing Projections:** Estimates of the number of housing units needed over the next 5 and 20 years, divided into six different user groups;
- **Transportation Statement:** A discussion on the need for housing near transportation options that support walking, cycling, public transit, and other alternatives; and
- **Progress Summary:** An overview of what the City has done since the last Housing Needs Report to tackle housing challenges.

The City’s IHNR goes beyond these basic requirements to give a more detailed understanding of housing needs. The following analysis is included:

- **10-Year Projections:** Estimates for the next 10 years to help monitor how effective new policies are in the new OCP and TP at the end of 2025; and
- **Detailed Data:** More specific information to assist with future updates to bylaws, plans, and policies.

Table 1 – Legislative Required Results plus 10-year Projection

Classification	Detail	5-year	10-year	20-year
A	Extreme Core Housing Need	258.0	515.9	1,031.8
B	Person Experiencing Homelessness	166.2	249.3	332.4
C	Suppressed Household Formation	231.3	462.5	925.1
D	Anticipated Household Growth	2,310.2	4,012.9	7,811.1
E	Rental Vacancy Rate Adjustment	38.4	76.9	153.8
F	Demand Factor	307.5	615.0	1,230.1
	Total	3,312	5,933	11,484

Connecting Need to Housing Form

To better understand the community's housing needs over the next 10 years, additional analysis has been completed to identify the types and tenures of housing required. Various factors can influence what kind of housing and tenure (like owning or renting) different groups need, such as household composition, income

levels, and desired lifestyles. The numbers provided aren't exact allocations but are estimates to help determine the relative need for specific housing types or tenures compared to others.

Table 2 – Total 10-year Estimate – Structure Type Allocation¹

Housing Form	Min (No.)	Min (%)	Max (No.)	Max (%)	2016-2021 Trend ²	
					No.	%
Apartment	3,965	73.1	4,475	74.6	2,824	48
Townhouse³	1,240	22.9	1,160	19.3	1,223	20
House	220	4.0	360	6.1	1,888	32
Total	5,425	100	5,995	100	5,935	100

¹ All values rounded to the nearest multiple of 5

² 2016-2021 change in housing form trend, scaled up to a total of 5,935 (actual change was 1,965)

³ Townhouse being any ground-oriented non-single detached housing form (row, duplex, triplex, etc.)

Table 3 – Total 10-year Estimate – Housing Form by Tenure Type

Housing Form	Market Rental		Non-Market Rental		Deep Subsidy + Supportive Rental		Ownership			
	No.	%	No.	%	No.	%	Min		Max	
	No.	%	No.	%	No.	%	No.	%	No.	%
Apartment	828	66	1,369	92	638	100	1,129	56	1,640	53
Townhouse	421	34	121	8	0	0	696	34	1,068	35
House	0	0	0	0	0	0	220	10	359	12
Total	1,249	100	1,490	100	638	100	2,025	100	3,067	100

Note: The approach to converting the number of units identified in the IHNR into specific housing types and tenures is new. This analysis will be further refined to gain more insights from the data. Administration will continue working with the consultant, CitySpaces Consulting, to improve the model and provide a more detailed analysis to support decision-making.

Although the numbers provided are estimates to illustrate the scale of housing needs for each housing form, the initial analysis is strong enough to make the following general statements to guide the City's growth strategy:

- 1. Single Detached Houses:** The current supply and natural growth over time generally meet the need for single-family homes. Future growth can be accommodated through subdivisions in existing, approved neighbourhood plan areas.
- 2. Townhouses:** Townhouses are versatile and meet the needs of various groups. While townhouse developments are happening, the number of units constructed each year needs to increase to meet the demand for this type of housing.
- 3. Apartments:** There is a strong need to develop more apartments for both owners and renters. Apartments are versatile, serve multiple groups, and offer a more affordable entry into homeownership compared to other housing types.

The final Interim Housing Needs Report (IHNR) will be presented to Council before the deadline of January 1, 2025. Administration will continue to analyze the data to gain further insights into the community's housing needs to develop policies and strategies to meet them.

Inventory of Current Lands Zoned for Housing: Statistics and Initial Review

Administration has conducted an initial inventory of lands within the City to estimate how many new housing units could be created through redevelopment. This preliminary analysis focuses on housing zones classified as rural, small-scale, and medium-scale. **Zones in the resort classification or mixed-use**

commercial zones are not included in this initial analysis. However, analysis of these areas is planned in the future to help develop new land use classifications and policies in the draft Official Community Plan (OCP). Additionally, Administration is awaiting the results of other ongoing studies to include in this future analysis, such as the Commercial Land Needs and Supply Analysis.

Agricultural, Rural, Small Scale and Medium Scale Housing Analysis

The following table provides a high-level overview of the maximum number of housing units that could be built if properties within the City were redeveloped. It's important to note that these estimates are the potential capacity and unlikely to be fully realized, as they would require perfect conditions, unlimited funding, adequate utility servicing, and complete redevelopment of every lot.

This analysis serves two key purposes:

1. **Compliance with Provincial Legislation:** It demonstrates that the land capacity allowed under current zoning exceeds the housing needs identified in the IHNR, fulfilling provincial requirements.
2. **Planning Toolkit:** It offers a starting point for making assumptions about redevelopment rates and helps us analyze how likely it is for properties to be redeveloped over time.

For these calculations, certain areas were excluded from each property to determine the net developable land:

- Slopes greater than 40%;
- Areas identified as having high environmental sensitivity; and
- A 15-metre buffer zone from any lake or watercourse.

Table 4 – Estimated Housing Land Capacity

Zone	Total Lots	Not Serviced (Lots)	Not Serviced (Acres)	Serviced (Lots)	Serviced (Acres)	Total Acres	Estimated Maximum No. of Units
Agricultural & Rural							
ALR – Agricultural Land Reserve	253	177	3,569.20	76	1,270.62	4,851.92	715
AGRL – Agricultural & Rural: Large Block	56	46	3,723.39	10	834.52	4,557.91	168
AGRS – Agricultural & Rural: Small Block	220	136	428.25	84	171.22	599.47	568
Agricultural & Rural Total	529	359	7,720.84	170	2,276.36	10,009.30	1,451
Small Scale Housing							
MUS – Multi-Unit: Small Scale	9,277	1,485	295.46	7,792	1,455.32	1,750.78	32,773
MUA – Multi-Unit: Acreage	359	153	239.64	206	517.39	757.03	7,020
MHS – Mobile Home Site	113	85	32.12	28	67.05	99.17	671
Small Scale Total	9,749	1,723	567.22	8,026	2,039.76	2,606.98	40,464
Medium Scale Housing							
MUM – Multi-Unit: Medium Scale	1,048	58	21.05	990	260.24	281.30	9,633
MSH – Medium Scale Housing	387	24	26.34	363	184.03	210.38	16,138
Medium Scale Total	1,435	82	47.39	1,353	444.27	491.68	25,771
Total	11,713	2,164	8,335.45	9,549	4,760.39	13,107.96	67,686

Housing Development Capacity Analysis

The initial analysis shows that the City has the capacity for a total of 67,686 housing units (Table 4), which includes both existing and potential new units. As of August 31, 2024, there are 22,308 housing units that are either built or have active building permits. After excluding housing units in resort zones—specifically Predator Ridge (852 units) and The Rise (274 units)—the total number of existing housing units is 21,182.

Subtracting the existing units from the total capacity leaves room for 46,504 new housing units under existing zoning. According to the IHNR, the City will need 11,484 housing units over the next 20 years, which is about 25% of the available capacity for new housing.

This means that to meet the housing needs identified in the IHNR, approximately 25% of properties in rural, small-scale, and medium-scale zones would need to be redeveloped to their maximum potential over the next 20 years. However, this percentage of redevelopment required is likely to be reduced when mixed-use commercial and resort zones are incorporated into the analysis. In practice, redevelopment will happen in many neighbourhoods across the city with city-wide distribution.

For more detailed information, please refer to Attachment 3, which provides the estimated housing land capacity analysis by neighbourhood.

Growth Strategy: Legislative Requirements and Options for Refinement

As the OCP and TP are developed, the City must choose a future growth scenario that will form the core of the future land use map. This decision will shape how Vernon grows over the next 20 years and will guide future decisions on land use, transportation, and infrastructure planning.

When considering growth options for Vernon, it's important to acknowledge recent changes in provincial housing legislation that set baseline density levels the City must permit. The two main components of this legislation are:

1. **Small Scale Multi-Unit Housing (SSMUH):** Requires minimum density allocations on lots that have traditionally been single-detached homes.
2. **Transit-Oriented Development Areas (TODA):** Specifies areas near the Downtown and Village Green Mall transit exchanges where the City must allow minimum building heights and densities.

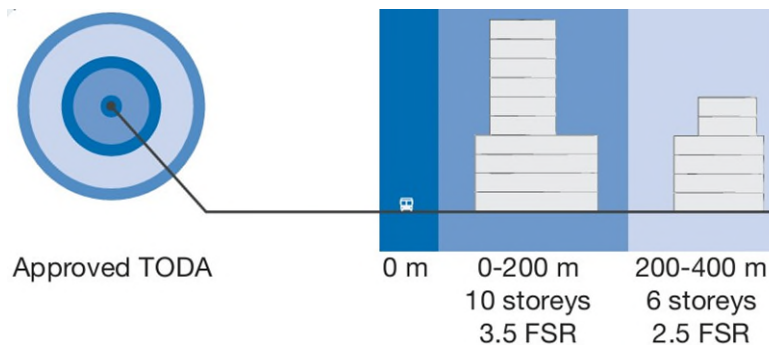


Figure 1: Minimum height and density requirements in a TODA

Transit-Oriented Development Areas and Future Growth

In Vernon, Transit-Oriented Development Areas (TODAs) are defined as zones within 400 meters of a bus exchange. According to new regulations:

- Buildings up to 10 storeys are permitted within 200 meters of a bus exchange

- Buildings up to 6 storeys are allowed within 400 meters of a bus exchange

The City can only require parking for accessible spaces, loading zones, and non-residential uses like commercial businesses. It cannot require parking spaces for housing units; any residential parking is left to the developer's discretion.

Map 1 – Baseline Growth Scenario (Attachment 4) highlights focused growth areas where Small Scale Multi-Unit Housing (SSMUH) and TODA requirements apply.

Housing land capacity estimates show that the City has enough zoned land to meet the housing needs identified in the IHNR and to fulfill legislative requirements for the next 20 years. Therefore, the focus in planning future growth is on identifying where medium and higher-density developments should be concentrated and envisioning how different areas of the City could evolve.

The key findings from the "What We Learned Report" provide insights into community priorities and important factors to consider as the growth strategy is developed.

Focusing Growth and Density Near Transit & Services



Figure 2: Envisioned streetscape design for a TODA in the City of Vernon

To promote growth near public transit and essential services, the City is considering designating additional Transit-Oriented Development Areas (TODAs). This means establishing new transit exchanges in these areas, allowing for buildings up to 10 storeys within 200 meters and up to 6 storeys within 400 meters of an exchange.

Currently, there is land dedicated for a future transit exchange south of **Polson Mall**, which is well-positioned to support increased density under TODA guidelines.

Another proposed exchange was in the waterfront neighbourhood southwest of **Marshall Field Park**. However, this location has several challenges:

- Height Restrictions due to its proximity to the airport;
- Floodplain Concerns because it's near Vernon Creek and Lake Okanagan;
- Environmental Sensitivity and specific soil conditions like a high-water table; and
- Lack of Commercial Activity in the area at present.

Because of these constraints, Administration proposes relocating this TODA to the **commercial area along Okanagan Landing Road**. This location is more suitable for higher-density development and already features key businesses like a grocery store and pharmacy and still remains viable for transit options.

The locations of the proposed TODAs are shown in Map 2 – Proposed Transit-Oriented Development Areas (Attachment 5).

Vibrant Neighbourhood Centres



Figure 3: Envisioned streetscape design for a Village Centre in the City of Vernon

To enrich community life, the City is considering designating certain areas as Village Centres. These centres serve as neighbourhood hubs featuring housing, civic spaces, religious institutions, commercial shops, and mixed-use buildings. They would allow for medium-density developments like apartments and condos, which could be entirely housing or include commercial spaces on the ground floor with housing above.

By establishing Village Centres, the aim is to create more walkable neighbourhoods and provide diverse housing options to meet the needs of Vernon's residents. Unlike TODAs, these centres would not be governed by provincial TODA legislation, so the City would maintain control over building heights and densities.

Administration is proposing a flexible land use framework for these areas to encourage organic growth and development over time. This approach empowers residents and property owners to shape their Village Centres, allowing each area to develop its own unique identity.

The proposed Village Centre areas are illustrated in Map 3 – Proposed Village Centres (Attachment 6).

The four potential Village Centres are:

1. Anderson Ranch (North Vernon)
2. Alexis Park (including the area surrounding the Active Living Centre)
3. Waterfront (from Marshall Field Park to Paddlewheel Park)
4. Hospital Hill (areas surrounding Vernon Jubilee Hospital and connecting to Downtown)

Improve Transit Services and Connectivity



Figure 4: Envisioned streetscape design for a Public Transit Corridor in the City of Vernon

To enhance transit services and connectivity, the City proposes encouraging higher-density development along public transit corridors. These corridors are main roads or areas served by key bus routes, designed for efficient, reliable, and frequent transit services. They often connect densely populated neighbourhoods with housing, workplaces, commercial areas, and other important destinations. By focusing growth along these corridors, traffic congestion can be reduced, environmental impact can be lowered, and sustainable mobility would be promoted. They also typically link to TODAs.

Cities often designate public transit corridors for medium to high-density mixed-use development. This includes more homes, taller buildings, and additional amenities like shops and restaurants. Because these areas are highly accessible by transit, this strategy boosts ridership and helps make the public transit system financially sustainable. Without these denser corridors, municipalities often struggle to afford reliable transit services that best meet residents' needs.

Administration has identified three potential public transit corridors, as illustrated in Map 4 – Proposed Public Transit Corridors (Attachment 7):

- **North-South Corridor:** Connecting the Downtown TODA, the Village Green Mall TODA, and extending to the City's boundary with the Regional District of North Okanagan.
- **North-South Corridor along Kalamalka Lake Road:** Linking the Downtown TODA to the City's boundary with the District of Coldstream.
- **East-West Corridor:** Running along 25th Avenue and Okanagan Landing Road from the Downtown TODA to Paddlewheel Park.

Proposed Growth Scenario

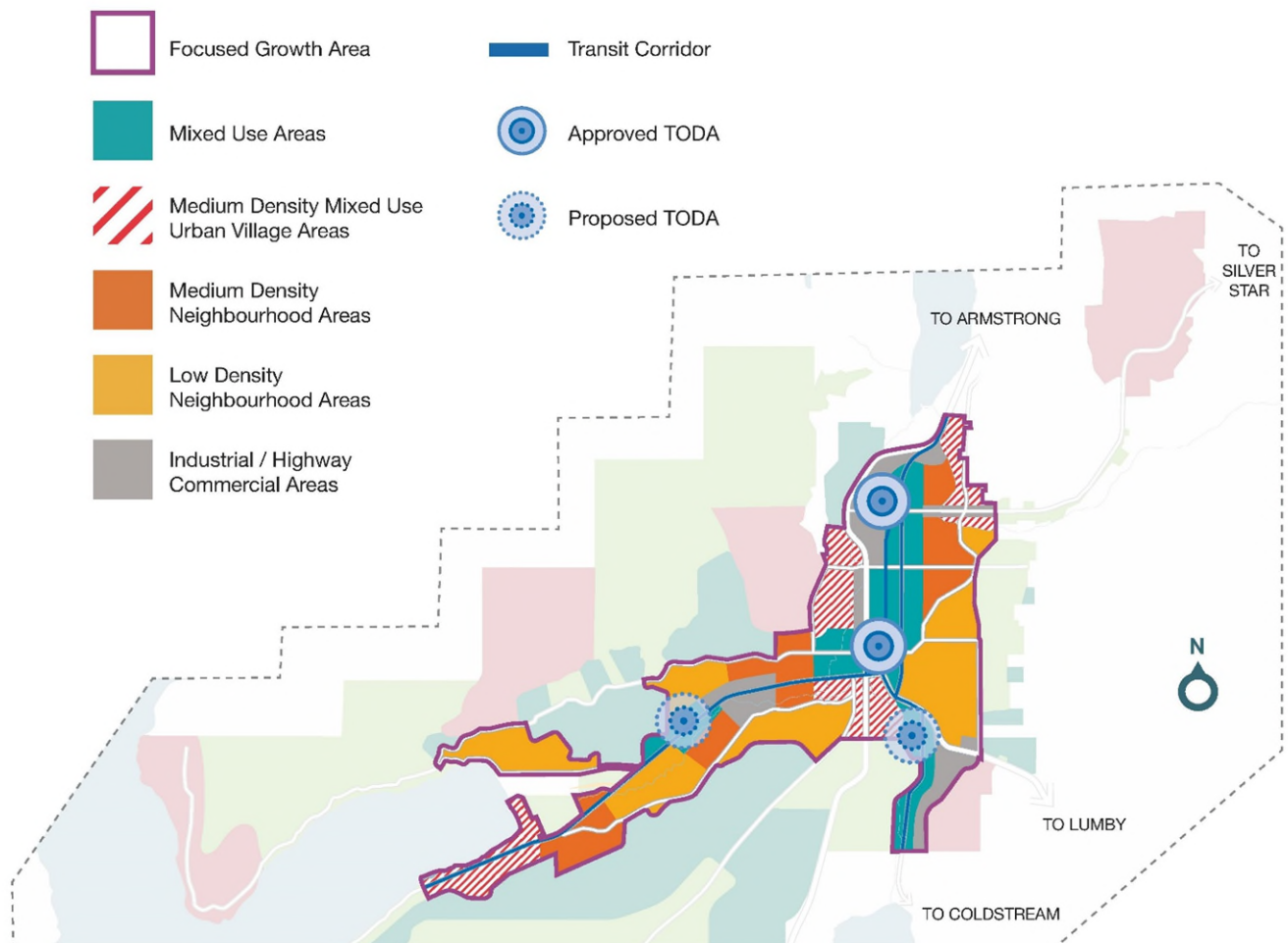


Figure 5: Proposed Growth Scenario should all options be included

The proposed growth scenario brings all of the previously mentioned elements together to guide Vernon's planning and development over the next 20 years, as shown in Map 5 – Proposed Growth Scenario (Attachment 8).

This plan aims to help the City achieve its goals of creating a well-connected community with higher housing densities focused on relatively flat areas served by municipal utilities. Existing commercial areas, community amenities, and transit routes would serve as the foundation for concentrated housing development, further supporting and enriching these neighbourhoods.

Village Centres would be given a framework that allows for natural growth, fostering vibrant neighbourhood character and unique identities in each area. Transit-Oriented Development Areas would act as gateways to other parts of the City and as destinations in their own right. Public transit corridors would extend beyond these areas, connecting Village Centres and reaching the City's boundaries with neighbouring communities.

This growth scenario positions the City to focus on sustainable development by maximizing existing infrastructure and services, promoting higher-density living in key areas, and enhancing connectivity throughout Vernon.

Transportation Plan: Key Findings from Phase 1 and Future Directions for Shaping the Transportation Network

The Phase 1 Engagement highlighted several transportation priorities aimed at improving connectivity within the City and to neighbouring communities. A summary of the findings from Phase 1 Engagement are provided in Attachment 2 for reference.

Designing City Streets to Meet Demands

As part of the Transportation Plan update, Administration is developing a street typology to guide the design of streets based on available space, land use, and transportation needs. This typology will help create a shared vision for how streets evolve as the city grows. For instance, transportation demands in pedestrian-oriented neighbourhoods will differ from those of arterial roads designed for vehicle traffic. The typology sets priorities for street functions and infrastructure, providing a framework to guide roadway design and decision-making, while offering clarity on what can be expected as streets are transformed. It also guides how to prioritize key elements when streets are constrained by space, ensuring that essential functions are maintained while balancing the needs of all users.

In addition to this, Administration is adopting a more structured approach to project prioritization for transportation improvement projects and policies. This shift responds to the increasing volume of requests and the need to address the most urgent and impactful projects efficiently. The prioritization framework focuses on project and policy queuing—determining which projects should move forward first, based on their urgency, impact, and alignment with the City's established goals and targets.

By adopting this dual approach, Administration can better respond to emerging needs and ensure that investments align with evolving Provincial legislation, growth, and public feedback. Council's input will play a role in shaping both the roadway design and project prioritization approach, guiding future decisions.

To illustrate both of these approaches, a Transportation Prioritization Exercise will be facilitated by the project team during the council workshop. This exercise will provide Council with the opportunity to participate in prioritizing road features and considerations within the street typology and the project prioritization framework. Through this process, Council's input will help ensure that future decisions align with the evolving needs of the community and the City's broader transportation goals.

Administration is awaiting the results of several technical studies, including the Active Transportation and Transit Gap Analysis, Traffic Modeling Study, and Highway Corridors Safety Improvement Study, which will help shape the future transportation network. As these results are received, Administration will share the findings with Council and the public.

Phase 2 Engagement: Community Survey Overview

Review of the Official Community Plan and Transportation Plan, will need to consider how Vernon will grow.

This includes determining:

- The number of new housing units needed
- The types of housing units required
- The most suitable locations for development in the city

Key factors to consider are:

- Recent mandates from the Province
- Areas currently capable of supporting future development
- Available space for new projects
- Potential impacts of development on specific areas

The second phase of public engagement is commencing, with a closer focus on Vernon's growth over the next 20 years. This phase begins after this Council workshop concludes.

A community survey (Attachment 9) will be open from October 28, 2024, to November 14, 2024 (11:59 pm). All interested members of the public are invited to participate and provide valuable feedback to help shape Vernon's recommended Growth Scenario.

Once the survey closes, Administration will review the results and develop a final recommended Growth Scenario for the Council's consideration at its Regular Meeting on December 9, 2024. This will lay the groundwork for drafting the Official Community Plan and Transportation Plan in the first quarter of 2025.

C. Attachments:

1. Phase 1 Engagement: What We Learned Report
2. What We Learn Report: Summary by theme
3. Estimated Housing Land Capacity Analysis by Neighbourhood
4. Map 1 – Base Growth Scenario
5. Map 2 – Proposed Transit Oriented Development Area (TODA)
6. Map 3 – Proposed Village Centre Areas
7. Map 4 – Proposed Public Transit Corridors
8. Map 5 – Proposed Growth Scenario
9. Phase 2 Community Survey

D. Council's Strategic Plan Alignment:

- | | |
|--|--|
| <input checked="" type="checkbox"/> Governance & Organizational Excellence | <input checked="" type="checkbox"/> Livability |
| <input checked="" type="checkbox"/> Recreation, Parks & Natural Areas | <input checked="" type="checkbox"/> Vibrancy |
| <input checked="" type="checkbox"/> Environmental Leadership | <input type="checkbox"/> Not Applicable |

E. Relevant Policy/Bylaws/Resolutions:

1. Official Community Plan 5470
2. 25 Year Master Transportation Plan

BUDGET/RESOURCE IMPLICATIONS:


Public Engagement has been included in the OCP & TP Review budget.

FINANCIAL IMPLICATIONS:


- None Budget Previously Approved New Budget Request
(Finance Review Required)

Prepared by:


Approved for submission to Council:

X 

Signer 1
Matt Faucher
Acting Manager,
Long-Range Planning and Sustainability



Patricia Bridal, CAO
Date: 10/24/2024

X 

Signer 2
Terry Barton, Director,
Planning and Community Services

REVIEWED WITH

- | | | |
|---|---|--|
| <input type="checkbox"/> Corporate Services | <input type="checkbox"/> Operations | <input type="checkbox"/> Current Planning |
| <input type="checkbox"/> Bylaw Compliance | <input type="checkbox"/> Public Works/Airport | <input checked="" type="checkbox"/> Long Range Planning & Sustainability |
| <input type="checkbox"/> Real Estate | <input type="checkbox"/> Facilities | <input type="checkbox"/> Building & Licensing |
| <input type="checkbox"/> RCMP | <input type="checkbox"/> Utilities | <input type="checkbox"/> Engineering Development Services |
| <input type="checkbox"/> Fire & Rescue Services | <input type="checkbox"/> Recreation Services | <input type="checkbox"/> Infrastructure Management |
| <input type="checkbox"/> Human Resources | <input type="checkbox"/> Parks | <input checked="" type="checkbox"/> Transportation |
| <input type="checkbox"/> Financial Services | | <input type="checkbox"/> Economic Development & Tourism |
| <input type="checkbox"/> COMMITTEE: | | |
| <input type="checkbox"/> OTHER: | | |