



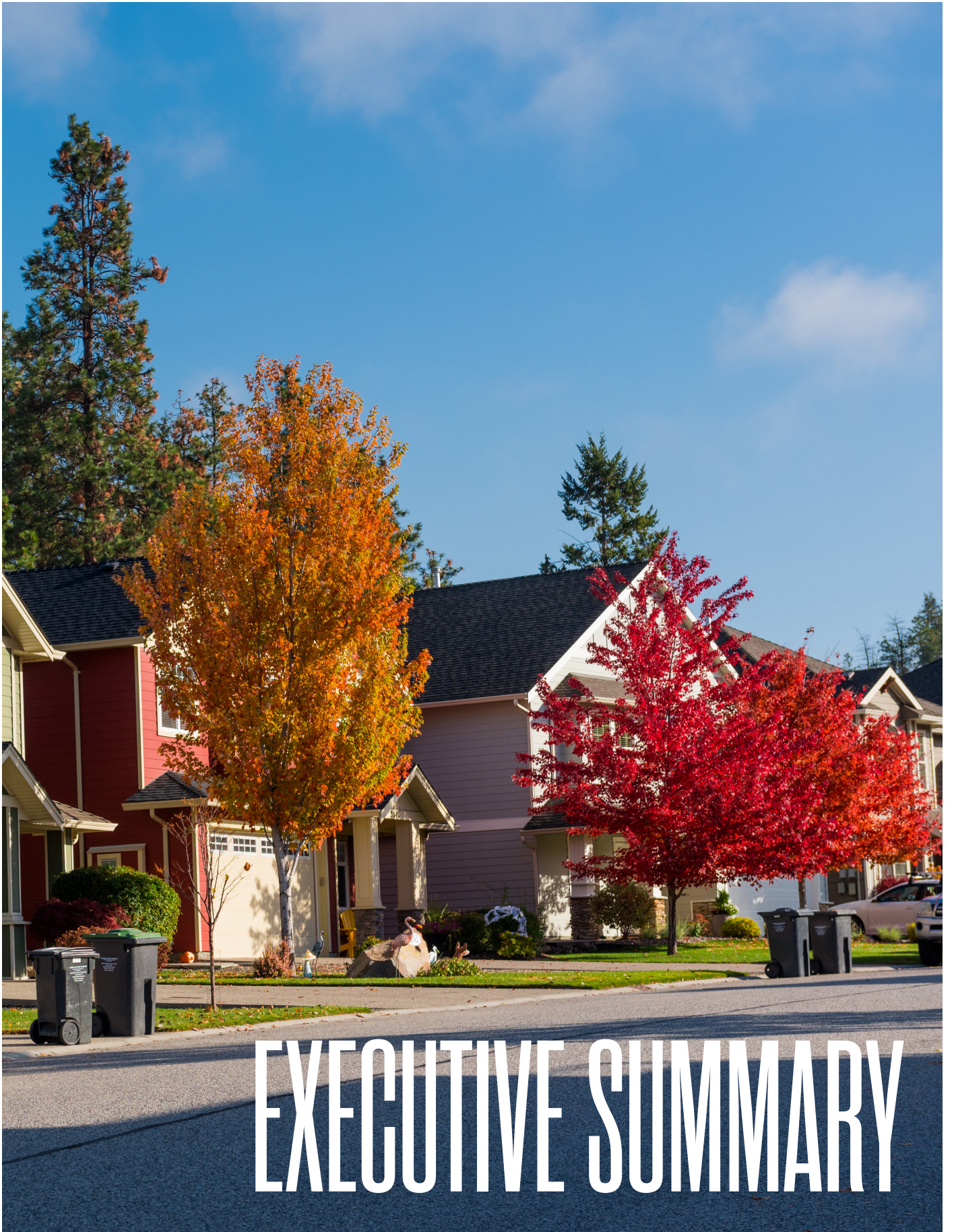
HOUSING STRATEGY



WE RESPECTFULLY ACKNOWLEDGE THAT THE
CITY OF WEST KELOWNA IS SITUATED WITHIN
THE TRADITIONAL TERRITORY OF THE
SYILX OKANAGAN PEOPLE.

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EXECUTIVE SUMMARY

The City of West Kelowna is a growing and vibrant community located on the traditional territory of the Syilx/Okanagan Peoples. West Kelowna is home to nearly 39,000 residents and expects to welcome an additional 12,000 residents by 2040. West Kelowna is experiencing housing affordability and attainability challenges reflective of those being seen throughout the Okanagan and across Canada.

West Kelowna's 2022 Housing Needs Assessment captures data to inform the tenures, sizes and formats of housing that will be required to address the projected and existing needs of the community. Based on the Housing Needs Assessment and Housing Strategy engagement findings, the City has identified several priority housing types including purpose-built and non-market rental housing, smaller units, attainable home ownership opportunities, as well as emergency shelter and complex care housing. These unit types, in addition to increasing the overall supply of housing, are addressed through the Housing Strategy's directions, strategies, and actions.

The City has identified four key directions to address the current and anticipated housing needs of the community. Each direction includes strategies and actions to guide the implementation of the strategies over the short, medium and long term. The four key directions, strategies and actions are detailed in Section 4 of the Strategy.

WEST KELOWNA'S OFFICIAL COMMUNITY PLAN

The City of West Kelowna's Official Community Plan (OCP) 2020-2040 is a document intended to describe the City's long-term vision and include objectives and policies to help direct growth within the community. The Housing Strategy intends to complement the direction set out in the OCP by providing high level guidance towards future policy and bylaw development to accommodate growth that meets our community's diverse housing needs.

Key Directions

DIRECTION 1: CREATE MORE OPPORTUNITIES FOR NON-MARKET HOUSING

Strategies:

- Create incentives for non-market housing development.
- Assess, use and acquire underutilized land for non-market housing.
- Create dedicated staff resources to support building relationships and facilitating partnerships with non-profit housing organizations, provincial and federal government agencies.

DIRECTION 2: PROTECT AND INCREASE MARKET RENTAL HOUSING

Strategies:

- Create incentives for market rental housing.
- Introduce policies and regulations to protect purpose-built rentals.
- Evaluate the impact of short term accommodations on rental supply.

DIRECTION 3: CREATE MORE OPPORTUNITIES FOR HOUSING FOR UNDER-SERVED DEMOGRAPHIC NEEDS (ESPECIALLY SENIORS, PEOPLE WITH DISABILITIES, PEOPLE EXPERIENCING HOMELESSNESS, DIVERSE HOUSEHOLD SIZES, AND OTHERS.)

Strategies:

- Identify priority housing types in the OCP to support the allocation of incentives and decision-making on proposed developments.
- Increase the supply of accessible and adaptable housing units.
- Increase shelter and housing options for people experiencing or at risk of homelessness.
- Increase community awareness of available housing supports through partnership with community and government service providers.

DIRECTION 4: CREATE MORE HOUSING DIVERSITY

Strategies:

- Create an infill strategy that considers infrastructure capacity, services, and neighbourhood context to identify opportunities to sensitively implement gentle density in low-density residential areas.
- Increase awareness of existing infill options for homeowners through an information campaign.
- Encourage appropriate moderate and higher density forms where developments achieve City’s housing priorities.
- Create opportunities for new manufactured home development through OCP and Zoning Bylaw. The Housing Strategy outlines a roadmap for City action on housing while acknowledging that improving housing outcomes in the community requires commitment and collaboration from the entire housing sector, including provincial and federal government, non-profit housing providers, and private developers. It also requires the ongoing support and engagement of the broader community.

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OVERVIEW

Purpose and Directions

The City of West Kelowna Housing Strategy identifies a set of strategies and actions to improve housing in the community. It sets four Key Directions for City housing policy:

- 1 Create more opportunities for **non-market housing**.
- 2 Protect and increase **market rental housing**.
- 3 Create more opportunities for housing for **under-served demographic needs**. (especially seniors, people with disabilities, people experiencing homelessness, diverse household sizes, and others.)
- 4 Create more **housing diversity**.



While this Housing Strategy outlines a roadmap for City action on housing, it also acknowledges that improving housing outcomes in the community requires commitment and collaboration from the entire housing sector, including provincial and federal government, non-profit housing providers, and private developers. It also requires the ongoing support and engagement of the broader community.

The West Kelowna Housing Strategy primarily focused on actions that can be taken within the next five years, though longer-term actions are also identified that could be accelerated where opportunities arise. The Housing Strategy, along with the City's Housing Needs Assessment, should be reviewed and updated at least every five years to stay up to date with changing demographic and housing dynamics in the community, and align with any updates to the City's Official Community Plan (OCP). These updates should align with new census data releases to ensure that the City has the most up-to-date and relevant information on hand. The next Canadian census is scheduled for 2026 with data available by the end of 2027. These updates should be completed by 2028 at the latest to make best use of relevant data.

Process

The West Kelowna Housing Strategy was started in Winter 2022 and completed in Summer 2023. It is based on the following sources of information and feedback:



ENGAGEMENT

The Housing Needs Assessment included a significant amount of community and stakeholder engagement. Additional focused engagement was completed for the Housing Strategy aimed at identifying barriers to addressing community housing gaps and potential action items. This process occurred at the same time as the OCP update and engagement for the two projects was coordinated to avoid over-engagement. A full summary of engagement activities, participation and findings facilitated as part of the development of the Housing Strategy is available in the City of West Kelowna Housing Strategy What We Heard Report. Engagement activities included:

Workshops with Neighbouring Governments and Housing Sector Stakeholders

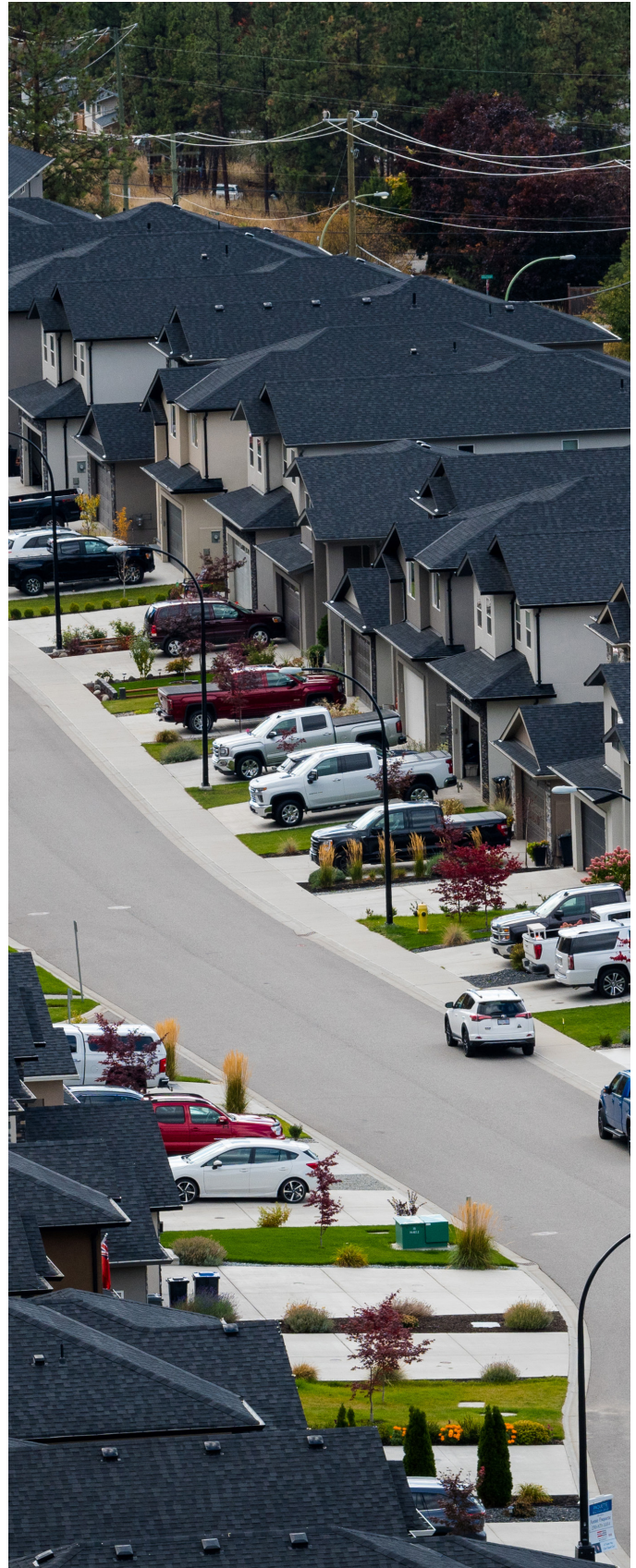
Four workshops were held in January and February 2023 with the following participants:

WORKSHOP GROUPS	PARTICIPANTS
NEIGHBOURING LOCAL GOVERNMENTS	City of Kelowna, Westbank First Nation, Regional District of Central Okanagan, District of Peachland
REAL ESTATE AND DEVELOPMENT PARTNERS	Venture Commercial, Highstreet Ventures, Willow Development, Emil Anderson, KPMG Enterprise, Chamber of Commerce, Acres Enterprises, Canadian Home Builders Association, Central Okanagan Economic Development Commission, New Town Architecture and Engineering
COMMUNITY AND NON-PROFIT SERVICE PROVIDERS	NOW Canada, BC Housing, Kelowna’s Gospel Mission, Interior Health Healthy Communities Program, Kelowna Women’s Shelter, Seniors Outreach and Resources Centre
COMMUNITY AND NON-PROFIT SERVICE PROVIDERS	Peachland Seniors Support Society, Habitat for Humanity, CMHA Kelowna, Society of Hope, People in Motion, Ki-Low-Na Friendship Society, School District 23, Turning Points Collaborative Society, Pathways Abilities Society

Public Engagement

As part of the West Kelowna Official Community Plan Update and development of the Draft OCP, the City held a public information session attended by 87 residents on February 1, 2023 and an online feedback activity which was open for two weeks with an email Q&A and feedback survey to which 163 contributions were received. The OCP solicited feedback through social media posts, emails, print ads, and web notices including targeted and open-ended engagement. Feedback related to housing was reviewed and incorporated in the Housing Strategy's development.

A public survey was used to gain feedback on the directions and strategies of the draft Housing Strategy. Participants were provided with background information on the purpose, process and scope of the Housing Strategy, its relationship with the Official Community Plan as well as descriptions of housing concepts discussed in the survey (i.e., non-market vs. market housing). The survey was open from August 3rd to 23rd and received 147 responses. The survey was shared through the City's communications channels (website and social media), a newspaper ad, and direct communications from the City. Records of public outreach are included in the What We Heard Report.



KEY ISSUES AND HOUSING NEEDS



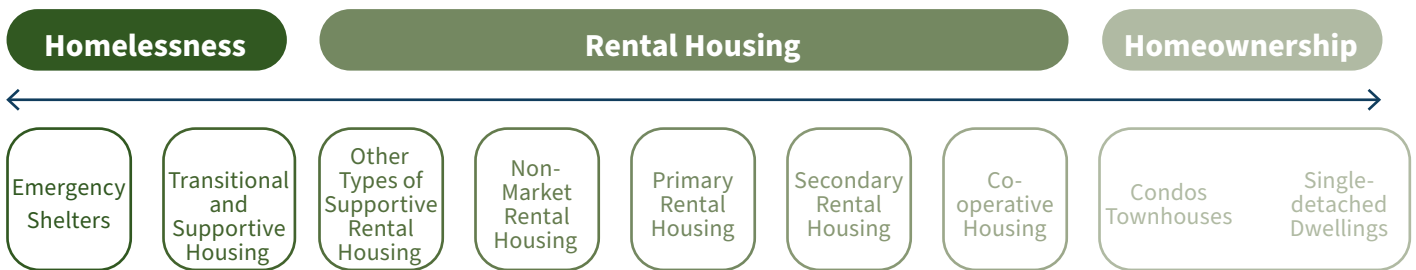
The 2022 Housing Needs Assessment (HNA) identifies current and projected housing needs in West Kelowna. This section outlines the key housing needs identified in the HNA as well as relevant findings from engagement completed during the development of the Housing Strategy and OCP.

Housing Continuum

A healthy housing system has a diversity of housing options and is represented by the housing continuum (see graphic to the right). The housing continuum maps out opportunities for safe and healthy housing to support an individual over the course of their life, recognizing that individual and family needs change over time. The housing continuum is not linear or progressive.

Consider this example: a person may grow up living in a non-market rental housing unit with their family. As they begin young adulthood, they may move into a secondary suite. They may stay in rental housing all their life or purchase a home. Over the course of their working life, and especially if they have a growing family, they may move several times: changing neighbourhoods to pursue work opportunities or lifestyle factors, seeking more space as they have children, or downsizing once their children have moved out. As they get older or as health and mobility needs change, they may seek more accessible housing options or housing with supports. Later in life, they may live in assisted living or residential care to meet more intensive needs. Housing needs are not static, and a healthy housing system supports a household's ability to move to meet their needs within the same community or region.

The West Kelowna Housing Strategy identifies housing actions to improve housing diversity and options across the housing continuum.



Housing Units Needed

The 2022 Housing Needs Assessment provides an in-depth summary of housing trends and needs in West Kelowna. The Housing Strategy was developed to address the housing needs identified in this report, including projected housing need (2023 to 2031). Reference to the 2021 census was also made to identify current housing need as captured by the “core housing need” measure.

The City’s Housing Needs Assessment projected a total need of 1,816 units between 2023 and 2031. The 2021 census showed 790 households in core housing need which is considered part of total units needed. Based on these figures, the City needs an average of 326 additional units per year to keep up with population growth and to address current housing needs in the community. In order to address current core housing need, a portion of the required units will need to be below market rate, to varying degrees. This makes up approximately one-quarter of new units for homeownership and 40% of rental units. This target can serve the implementation of the Housing Strategy by providing a goalpost for which to measure success and identify issues.

Estimates such as those presented in the table should be considered conservative as they represent the minimum number of units required to address existing need in the community and additional households through population growth. They may not adequately capture the myriad of dynamics that influence housing need. In addition, every housing system requires a buffer of temporarily vacant units to allow households to move to address their needs over time. For example, in the rental market, a vacancy rate is considered healthy if it is between 3 and 5 percent because it reflects demand for rental housing while maintaining flexibility for households to move when they need to. The figures on the next page do not account for this buffer.



Table 1: Projected Units Required from 2023 to 2031

	HOMEOWNERSHIP	RENTAL	TOTAL
CURRENT HOUSING NEED (CORE HOUSING NEED 2021)¹	440	350	790
PROJECTED HOUSING NEED (2023 TO 2031)	1,333	483	1,816
TOTAL UNITS NEEDED (2023 TO 2031)²	1,773	833	2,606
AVERAGE UNITS NEEDED PER YEAR (2023 TO 2031)	222	104	326

Source: City of West Kelowna Housing Needs Assessment (2022), Statistics Canada Census Profile (2021).

In addition to the number of units needed, the HNA identifies a number of demographics that face greater challenges in the housing system in West Kelowna, as well as housing types that are not provided in sufficient supply. This information was used to guide the strategies and actions identified in the West Kelowna Housing Strategy. This document works to progressively address the housing gaps in the community to increase supply and affordability and increase the diversity of housing options.

KEY DEMOGRAPHICS FACING HOUSING CHALLENGES

The HNA identified the following demographics as experiencing greater challenges finding and maintaining appropriate housing for their household's needs:

- People experiencing or at risk of experiencing homelessness
- Single-parent households
- Seniors on fixed incomes
- Youth and young adults
- Low-income households, particularly households paying more than 30% of gross household income on housing
- Moderate-income households
- Persons experiencing mental health challenges and substance use
- People with mobility requirements
- Refugees and new immigrants

Engagement completed for the Housing Strategy confirmed that these demographics face significant housing need. It was noted that among the demographics identified in the HNA, seniors on fixed incomes who rent and individuals with low incomes who experience mental health and substance use challenges are among those who are facing the greatest challenges in the region.

1 Core housing need provides an estimate of current housing need in addition to future need projected by the Housing Needs Assessment. The majority of units built to address core housing need will require some level of affordability.

2 Total units needed per year includes current housing need (core housing need) assuming that the need will be incrementally addressed between 2023 and 2031.

PRIORITY HOUSING TYPES

The HNA and Housing Strategy engagement identified several housing types that are not provided in sufficient supply in West Kelowna. Some priority housing types will be more readily provided by the market and can be supported through reducing barriers to development while others will require levels of incentives and supports to be viable. Priority housing types identified include:

- **Market Rental Housing (Purpose-Built)**
Only 4 percent of private dwellings in West Kelowna are purpose-built rentals, compared to 9 percent of dwellings in BC. While there has been significant rental development in West Kelowna since 2018, the rental vacancy rate in 2021 was an extremely low 0.8 percent, far lower than what is typically considered healthy for the rental market (3 to 5 percent). Continued development of housing of this tenure is needed to reduce rental market constraints and provide options for residents in the community.
- **Non-Market Rental Housing (Renting Below Median Rent in West Kelowna)**
As of 2022, BC Housing reported that there were 123 BC Housing-affiliated non-market housing units in West Kelowna, as well as 109 rental subsidies in the private market, and 64 transitional supported and assisted living units. As the private rental market is not able to meet the affordability needs of many households, especially those with disabilities, working part-time, or who occupy lower-paid jobs, more non-market housing units are needed to better support these households.
- **Diverse Housing (Smaller Units and Family-Sized Housing)**
The City of West Kelowna's Housing Needs Assessment found that less than 4 percent of dwellings are studio and one-bedroom units. The 2021 census showed this increased to 6 percent, however, this is still far lower than the provincial average of 19 percent. As the number of one-person households continues to grow, smaller housing units will be needed to provide options for these households. Through engagement, participants identified a lack of larger housing units suitable for big families. Both small and family-sized housing units are important to housing West Kelowna's diverse population.

Housing is considered **affordable** when a household pays no more than 30% of gross household income on shelter (rent + utilities, mortgage payment + utilities + strata fees).

Attainable housing typically focuses on housing that is affordable for those earning around the median household income in a community (e.g., 80% to 120% of median).

While Canada has a national definition of affordable housing, attainable housing is more fluid and locally defined.



- **Attainable Home Ownership**

Rising costs equate to households needing high incomes to enter the homeownership market. Rising interest rates have exacerbated the cost of carrying a mortgage. However, achieving more attainable forms of homeownership is difficult as prices are largely market driven. Smaller units and more diversity in the housing stock is needed to improve attainability of homeownership.

- **Housing for People at Risk of or Experiencing Homelessness**

There is a need for complex care housing to support individuals who cannot be supported by shelters due to history of behaviour. Currently, there is not enough of this type of support and individuals are required to leave the community in order to access such supports. Workers in this field confirm that more of this housing is needed across communities. In addition, the local emergency shelter lacks long-term security within the community.

- **Housing for Seniors**

Seniors, particularly those renting and on fixed incomes, experience significant barriers to finding suitable housing. Community housing providers identified rapidly increasing levels of housing insecurity amongst seniors in the community. As West Kelowna's population ages, there is an increasing need for housing geared towards seniors. This can include accessible and adaptable units (detailed below), small housing options that support downsizing, and non-market units and shelter beds that meet the needs of seniors.

- **Accessible and Adaptable Housing**

There is a need to increase the stock of adaptable and accessible housing units to meet the needs of individuals with mobility requirements. Adaptable units are a long-term strategy to create flexibility in the housing stock by building units designed for future accessibility modifications.

Key Barriers

West Kelowna, like many communities in the region and across the province, is experiencing a number of barriers to creating the supply and affordability of housing required to serve the needs identified in the HNA. The most pressing barriers are identified below.

- **Rising costs of development and operations** including rising interest rates and construction costs alongside increases in capitalization rates. These increasing costs impact the feasibility of projects and make it difficult—and in some cases impossible—to get non-market and rental projects off the ground.
- **A limited land base**, further restricted by the high cost of land, makes it extremely challenging for non-profit housing providers to acquire land for non-market housing.
- **Short term accommodations** are generally more profitable than long-term rentals and impact the secondary rental market.

Additionally, delays at the Residential Tenancy Branch (RTB) and perceived risks of renting long term may be disincentivizing owners from renting units long term. Units in the secondary rental—such as secondary suites and rented condominiums—house most renters in the community. Any factors that disincentivize long-term rental negatively impact renters.

- **Administrative requirements, time, and costs** involved in rezoning, development approvals, and building permit processes.
- **Community support for needed housing forms**, especially non-market rental, housing with supports, and complex care housing.

ROLE OF LOCAL GOVERNMENT IN HOUSING

A healthy housing system is dynamic and enabled by the initiative and investment of multiple actors.

In BC, these actors include the following:

- Local government
- Province of BC and its agencies, such as BC Housing
- First Nations
- Government of Canada and its agencies, such as CMHC (Canada Mortgage and Housing Corporation)
- Private development companies, builders, and contractors
- Non-profit housing providers, developers, and operators

The public also plays a role through civic engagement, participating in engagement activities, and voicing support for local housing initiatives.

The role of local government in housing has changed over time, increasing or decreasing depending on opportunities and local needs. In recent decades, local government has been primarily focused on the following:

- Facilitating development
- Regulating land use
- Advocating to other levels of government on behalf of the community
- Incentivizing different types of development
- Monitoring development trends and progress on housing
- Investing in local projects through grants and rebates such as tax exemptions or DCC waivers

The West Kelowna Housing Strategy identifies actions based on both traditional and emerging roles of local government, focused on initiatives that meet the community's needs around housing, and reflect its unique history and context. While the actions focus on what the City can do, the success of these initiatives includes the involvement of other actors in the housing system.

These roles are not traditional to every local government in BC. The City of West Kelowna has primarily focused on the activities in the first column.

More recently, local governments in BC have begun expanding their role in government, reflecting the acute housing need facing many communities and new opportunities.

- Educating the public and stakeholders about local housing need
- Researching and experimenting with housing solutions
- Acquiring land for housing development
- Partnering with other housing sector actors to enable needed housing development



STRATEGIES

The City of West Kelowna has identified four key directions to address the community’s housing needs related to supply and affordability. These key directions work to progressively address the housing needs identified in the HNA.

Key Directions

- 1 Create more opportunities for **non-market housing**.
- 2 Protect and increase **market rental housing**.
- 3 Create more opportunities for housing for **under-served demographic needs**. (especially seniors, people with disabilities, people experiencing homelessness, diverse household sizes, and others.)
- 4 Create more **housing diversity**.



Each key direction includes a set of strategies to strengthen the City’s role in housing and facilitate collaboration with other levels of government and the private and non-profit housing sectors. Each strategy is accompanied by a series of implementation actions.

The potential **impact, effort, and implementation timeframe** for each strategy is identified and these terms are defined in the table on the next page.

Note that the timing of actions identified in this document may be adjusted based on changing opportunities. The funding and development landscape can change quickly. In the coming years, new funding opportunities may be introduced by the provincial or federal government and new land developments may emerge in the community. The City should stay flexible and responsive to take advantage and help facilitate opportunities aligned with this Housing Strategy, including accelerating actions that are identified as long term in this document.

IMPACT	EFFORT	IMPLEMENTATION TIMEFRAME
<p>LOW</p> <p>Expected to have minor impacts on housing priorities, but could encourage already feasible projects</p>	<p>LOW</p> <p>Expected to require modest staff effort and no community engagement or external resources</p>	<p>SHORT TERM</p> <p>Implementable within 2 years</p>
<p>MODERATE</p> <p>Expected to increase uptake of priority housing types and services and could be highly impactful within a suite of accompanying policies and actions</p>	<p>MODERATE</p> <p>Expected to require dedicated staff time and some community engagement; consultant support may be required</p>	<p>MEDIUM TERM</p> <p>Implementable in 2 to 5 years</p>
<p>HIGH</p> <p>Expected to strongly incentivize or reduce barriers to the development of priority housing types</p>	<p>HIGH</p> <p>Expected to require dedicated staff time, additional staff positions, significant community engagement and/or external expertise to develop and implement</p>	<p>LONG TERM</p> <p>Implementation will take 5+ years</p> <p>ONGOING</p> <p>Activities that require continuing effort</p>



Key Direction #1: Create more opportunities for non-market housing.

The rising cost of housing has created significant pressure for households earning low to moderate incomes, and many households are now priced out of the rental and homeownership markets. For low to moderate-income households, the private sector is increasingly unable to provide housing options due to the cost of land and construction, and upward pressure on prices due to high demand. For these households, non-market housing options are needed that provide rental housing at a lower cost and in line with local incomes.

This type of housing requires government subsidy, especially from the provincial and federal governments, and is typically operated by non-profit housing providers.

While the provincial and federal government continue to play the most significant role in terms of favourable financing and direct subsidies, local governments have a critical role to play in creating an enabling policy environment for this type of housing and reducing local costs where possible to increase the feasibility of these projects. By demonstrating their commitment to non-market housing, local governments can also strengthen local applications for capital and operating funding and allow funding to be better leveraged in the community.

The strategies under Key Direction #1 focus on removing barriers to and creating incentives for the development of non-market housing.

STRATEGY 1.1. CREATE INCENTIVES FOR NON-MARKET HOUSING DEVELOPMENT.

IMPACT: HIGH	EFFORT: MODERATE
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Local governments have access to a number of tools to incentivize non-market housing development that have not yet been well utilized in West Kelowna, including the following:

- Density bonusing
- Parking reductions
- Grants, including to offset development cost charges (DCCs) or property taxes
- Fast-tracked development approvals

These incentives can be combined to provide higher levels of incentive when greater affordability or more units are provided. Further work is required to define how much incentive should be offered to achieve the City’s housing goals. As a starting point, the City should create a density bonusing policy and priority housing reserve fund, then expand incentives over time as additional resources are created. Fast-tracking development approvals is a complementary activity also included here that reduces costs indirectly.

Fees, such as DCCs, and property taxes are important revenue sources for local government. However, they can add costs that can impact the feasibility of price-sensitive non-market housing projects. Using a priority housing reserve fund to generate revenue through density bonusing is an effective way of creating a pool of funding to offer grants for non-market housing projects.

Higher levels of incentive should accompany greater provision of priority unit types. For example, higher levels of incentives can be provided if non-market housing is deeply affordable, accessible, family-sized, targeted towards seniors or individuals at risk of or experiencing homelessness, and when a large number of units are provided.

Strategy 1.1 introduces incentives in housing development to ensure that the community gains non-market housing through development.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 1.1.1 Complete a land economics assessment to test and confirm the parameters of density bonusing, including how much density is required to achieve different levels of affordability and the most effective way to capture value through density bonusing (e.g., as a cash contribution to a priority housing reserve fund or as turnkey units).</p> <p>This assessment can also test additional incentives, such as grants for DCCs and property taxes, faster approval times, and parking reductions.</p>	Short term (underway)
<p>ACTION 1.1.2 Complete a parking study to identify where parking can be reduced to incentivize priority housing development.</p>	Short term (underway)
<p>ACTION 1.1.3 Define the level of affordability and/or unit types required to access incentives, based on local needs and incomes. This would include creating definitions for affordable and attainable housing relevant to West Kelowna. Higher levels of incentives should be offered for greater levels of affordability and/or a larger number of needed units.</p>	Short term
<p>ACTION 1.1.4 Consider creating an interim grant for deeply affordable non-market housing until the priority housing reserve fund is established.</p>	Short term
<p>ACTION 1.1.5 Set up a priority housing reserve fund to capture cash-in-lieu contributions from density bonusing. This would include creating a policy for how the fund will be used to create further incentives for non-market housing.</p>	Short term
<p>ACTION 1.1.6 Update the Zoning Bylaw to include structured density bonusing provisions in multi-family residential zones, with increasing density provided for a greater number and higher level of affordability provided.</p>	Short term (underway)

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 1.1.7 Review development approvals process to identify opportunities to fast-track priority housing types (see Key Direction #3) and update bylaws to formalize fast-tracking of development approvals for non-market housing.</p>	<p>Short term</p>
<p>ACTION 1.1.8 Prepare an incentives package that outlines the types of incentives offered by the City, the types of units and affordability levels the City is seeking to encourage, and information about available resources and funding (including provincial and federal funding sources). This package should be updated as incentives are expanded over time.</p>	<p>Short term</p>
<p>ACTION 1.1.9 Complete periodic updates to the incentives policy based on ongoing monitoring and evaluation, land economic assessments, and housing needs assessments. Expand incentives over time as more resources are created through the priority housing reserve fund.</p>	<p>Medium term, then ongoing</p>

STRATEGY 1.2. ASSESS, USE AND ACQUIRE UNDERUTILIZED LAND FOR NON-MARKET HOUSING.

IMPACT: HIGH	EFFORT: HIGH
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The high cost of land is a significant barrier for non-profit housing providers seeking to build non-market housing. Increasingly, local governments are exploring options to use their existing land base or acquire land in service of community housing priorities. This may include identifying opportunities on City-owned land, identifying and acquiring underutilized private land, and creating non-traditional partnerships with landowners.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 1.2.1 Complete a city-wide assessment and strategy for underutilized land, both publicly and privately owned. Based on this assessment, determine whether there are opportunities to engage landowners around non-market housing in key locations (e.g., transit-oriented development, neighbourhood centres, core areas, etc.) and any opportunities for City-owned lands with capacity to accommodate housing.</p> <p>The following actions are potential opportunities dependent on the outcomes of Action 1.2.1.</p>	Medium term
<p>ACTION 1.2.2 Prezone available City-owned land for higher density and partner with a non-profit housing provider to redevelop the site to include non-market housing.</p>	Medium term
<p>ACTION 1.2.3 Create a land acquisition strategy to progressively acquire land for non-market housing. Pursue external funding opportunities to support land acquisition for non-market housing.</p>	Long term

STRATEGY 1.3. CREATE DEDICATED STAFF RESOURCES TO SUPPORT BUILDING RELATIONSHIPS AND FACILITATING PARTNERSHIPS WITH NON-PROFIT HOUSING ORGANIZATIONS, PROVINCIAL AND FEDERAL GOVERNMENT AGENCIES.

IMPACT: MODERATE

EFFORT: MODERATE

Local governments can play a valuable role in advocating on behalf of local housing needs to housing sector stakeholders, identifying partners for high-impact opportunities, and encouraging collaboration between stakeholders. This work is ongoing and requires dedicated staff capacity to create and maintain ongoing relationships with both local stakeholders and other levels of government.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 1.3.1 Create a dedicated staff position within the City (Community and Social Development Coordinator) as well as dedicated financial resources to support ongoing relationships and partnerships.</p>	Short term (complete)
<p>ACTION 1.3.2 At regular intervals, meet with housing sector stakeholders to communicate the City’s interest in housing development, to communicate new initiatives (e.g., the creation of an incentives package), and to build trust and relationships. This action is critical for creating the relationships necessary for future partnerships. It will also allow the City to be aware of which organizations are ready and able to pursue opportunities as they arise.</p>	Ongoing
<p>ACTION 1.3.3 Advocate to BC Housing and CMHC that the City of West Kelowna needs non-market housing development and is willing to create a supportive policy environment to facilitate this.</p>	Ongoing
<p>ACTION 1.3.4 Engage Westbank First Nation to explore potential opportunities to collaborate on needed housing types. Collaboration may attract additional senior government funding sources and may facilitate CWK providing servicing for WFN-led projects.</p>	Short term
<p>ACTION 1.3.5 Initiate conversations with local non-profit housing organizations to explore opportunities to access the Rental Protection Fund to purchase older purpose-built rental buildings in the community.</p>	Short term

Key Direction #2: Protect and increase market rental housing.

West Kelowna has a limited supply of purpose-built rental housing. Purpose-built rental housing can offer an important attainable housing option for a diversity of households. Development of this housing type has increased in recent years but remains a challenge. Rental housing through the secondary market is also affected by the demand for short-term rental accommodation, impacting the overall supply of long-term rental housing. As existing housing stock ages and faces redevelopment pressures, the City can put proactive policy in place to ensure that any redevelopment does not lead to a net loss of rental units.

The strategies for Key Direction #2 work to both increase the supply of market rental housing and create stronger protections for existing rental units.

STRATEGY 2.1. CREATE INCENTIVES FOR MARKET RENTAL HOUSING.

IMPACT: MODERATE

EFFORT: MODERATE

This strategy accompanies Strategy 1.1 with a focus on incentives for market rental housing. The actions in Strategy 2.1 should be undertaken alongside the actions in Strategy 1.1. While the types of incentive tools may be the same, the level of incentives should differ based on the level of affordability provided. For example, a modest amount of bonus density can be offered for market rental developments with a higher amount of bonus density for projects that offer greater affordability through non-market rental and other priority housing types.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 2.1.1 Complete a land economics assessment to test and confirm the parameters of density bonusing for market rental, as well as the potential need for and impact of other types of incentives. Density bonusing for market rental housing should focus on encouraging the development of these units. While cash-in-lieu for non-market housing may still be a component of the density bonusing process, the City should not aim to generate funds to create market rental, but rather rely on density bonusing to incentivize the development of these units by the private market.</p>	<p>Short term (underway)</p>
<p>ACTION 2.1.2 Identify incentives for market rental development as part of the City’s incentives package and supporting materials, such as an information package, web page, and promotional information.</p>	<p>Short term</p>

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 2.1.3 Complete periodic updates to the incentives policy based on ongoing monitoring and evaluation, land economic assessments, and housing needs assessments. Expand incentives over time as more resources are created through the priority housing reserve fund.</p>	<p>Medium term, then ongoing</p>

STRATEGY 2.2. INTRODUCE POLICIES AND REGULATIONS TO PROTECT PURPOSE-BUILT RENTALS.

<p>IMPACT: MODERATE</p>	<p>EFFORT: LOW</p>
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As purpose-built rental buildings get older, they will experience more redevelopment pressures. While most of West Kelowna’s purpose-built rental stock was constructed in the past two decades, the City can put into place proactive policies to avoid some of the challenges other communities have faced through redevelopment, especially net loss of rental housing and negative impacts on renters.

Rental protection policies can be implemented in the short term to ensure basic protections are in place. Over the medium term, the City can create a more robust rental use zoning policy that integrates elements of inclusionary zoning, density bonusing, and rental protection policies. A rental use zoning policy creates conditions for lots with existing purpose-built rental housing to ensure that those lots remain rental over the long term. This type of policy is most effective when it is accompanied by density bonusing and other provisions to encourage greater supply of rental housing.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 2.2.1 Increase awareness amongst renters and landlords in West Kelowna of existing tenancy policies and protections through a communications campaign.</p>	<p>Short term</p>
<p>ACTION 2.2.2 Develop a rental protection policy that sets requirements for rental replacements and strata conversions to ensure no net loss of rental. This policy can consider affordability provisions and right-of-first refusal for existing tenants.</p>	<p>Short term</p>
<p>ACTION 2.2.3 Create a rental use zoning policy for lots with purpose-built rental buildings that integrates the rental protection policy provisions and density bonusing for market and non-market rental. This policy would build on the lessons learned from Strategy 1.1 and 2.1 and work to leverage existing purpose-built rental housing to expand rental stock over time.</p>	<p>Medium term, to long term</p>

STRATEGY 2.3. EVALUATE THE IMPACT OF SHORT TERM ACCOMMODATIONS ON RENTAL SUPPLY.

IMPACT: MODERATE	EFFORT: LOW
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Short term accommodation have had a major impact on the availability of rental housing in communities that experience high levels of tourism. The potential return on investment is much higher than long-term rental, and there are fewer perceived risks and property owners are not subject to the restrictions of the Residential Tenancy Act (RTA). As most renter households in BC live in the secondary market (rented homes and condominiums), the increase in short term accommodations has impacted both the availability of rental units and the cost.

While communities, where tourism is a significant part of the local economy, require various forms of short term accommodations, local governments should carefully monitor the impact of allowing short term accommodations through platforms like Airbnb and Vrbo in residential areas. Especially when there is high demand for short term accommodation, communities experiencing housing pressures need to protect their housing stock for residents seeking to live and work in the community.

As part of reviewing the existing STA program, the City may limit the number and type of short term accommodations, identify opportunities to create more formal short term accommodations through hotels and motels, increase enforcement, or create more incentives for renting long term. Importantly, the enforcement mechanisms are limited for local government and greater support is needed from the Province to manage the undesirable impacts of Airbnb and Vrbo, including creating a provincial licensing standard. In addition to local government action in support of this strategy, the City should also advocate for greater support from the Province.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 2.3.1 Conduct an impact analysis of short term accommodations on long-term rental supply in West Kelowna and the uptake and impact of the City’s licensing program, including enforcement. Identify whether strengthening the City’s short term accommodation regulations could alleviate pressures in the rental market.</p>	Short term (completed by Province)
<p>ACTION 2.3.2 Explore and implement, as needed, updates to the City’s Zoning Bylaw and Short Term Accommodation Program.</p>	Short term (underway)
<p>ACTION 2.3.3 Advocate to the Province to create more supports for local governments dealing with the undesirable impacts of short term accommodations, including requiring Airbnb and Vrbo to require hosts to have approved licenses and to remove those that do not.</p>	Short term (completed by Province)

Key Direction #3: Create more opportunities for housing for under-served demographic needs (especially seniors, people with disabilities, people experiencing homelessness, diverse household sizes, and others.)

The West Kelowna Housing Needs Assessment identified that some households face greater challenges finding and maintaining housing. These include seniors, households with disabilities, and people experiencing homelessness. Greater diversity of unit sizes was also identified as a need to support households at different stages of their lives.

The strategies below complement Key Directions #1 and #2 by identifying additional actions that can be taken by local government to support specific demographics.

STRATEGY 3.1. IDENTIFY PRIORITY HOUSING TYPES IN THE OCP TO SUPPORT THE ALLOCATION OF INCENTIVES AND DECISION-MAKING ON PROPOSED DEVELOPMENTS.

IMPACT: MODERATE

EFFORT: LOW

As a complement to Strategies 1.1 and 2.1, the City can identify priority housing types in the OCP to guide any policies related to housing development incentives. Documenting the priority housing types can guide City Council and staff in the allocation of incentives, prioritizing fast-tracked development approvals, and in decisions to approve projects. They can also serve to communicate to the housing sector the types of units the City is wanting to see built in the community. Based on the findings of the City’s Housing Needs Assessment and the Housing Strategy engagement, priority housing types are as follows:

- Market rental housing (purpose-built)
- Non-market rental housing (renting below median rent in West Kelowna)
- Diverse housing (smaller units and family-sized housing)
- Attainable home ownership
- Housing for people at risk of or experiencing homelessness
- Housing for seniors
- Accessible and adaptable housing

Note that not all priority unit types should receive the same level of incentive. The greater the affordability or need that will be served, the greater the incentive should be provided by the City.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 3.1.1 Update the OCP to include priority populations and housing types to guide allocation of incentives and decision-making. Use these guidelines during the development approvals process, including in evaluating developments that may not conform to existing regulations and in allocating incentives.</p>	Short term
<p>ACTION 3.1.2 At regular intervals, meet with market housing sector stakeholders, including private and non-profit housing developers, to communicate the City’s interest in housing development, to communicate new initiatives (e.g., the creation of an incentives package).</p>	Ongoing

STRATEGY 3.2. INCREASE THE SUPPLY OF ACCESSIBLE AND ADAPTABLE HOUSING UNITS.

IMPACT: HIGH	EFFORT: LOW
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The vast majority of the housing stock is not accessible and is costly to retrofit. Local governments can play an important role in increasing housing accessibility. As housing stock changes slowly, this requires a long-term commitment to creating opportunities for greater accessibility throughout the system.

There are two types of housing that are needed:

1. Accessible units are those with features that meet the needs of a person with a physical disability, including turning space for wheelchairs, wheel-in-shower stalls, and lower kitchen counters. The types of features may vary depending on the nature of the disability. Fully accessible units are most effective when they can be matched to a household requiring this type of unit.
2. Adaptable units are not fully accessible but are designed to make future modifications for accessibility purposes more economical. The difference between a typical unit and an adaptable unit is modest, including a small increase in floor space to support the turning radius of a wheelchair and wider door frames. Adaptable units are more cost-effective to build at scale and do not need to be matched to a particular household. They are a strategy for creating long-term flexibility in the housing stock to allow accessibility as needed.

The requirements for accessible and adaptable units are outlined in the BC Building Code.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 3.2.1 Introduce a requirement in the Zoning Bylaw for 20% of all new units to meet standards for adaptability as defined in the BC Building Code. Provide minor density bonusing (1.85 m²) in the Zoning Bylaw to offset the impact of additional space required. Monitor the impact of this requirement and increase over time.</p>	Short term (underway)
<p>ACTION 3.2.2 (IMPLEMENTED IN CONJUNCTION WITH ACTIONS IN STRATEGY 1.1) Once a priority housing reserve fund has been established, create a grant program for accessible units to help increase the feasibility of building accessible units in a variety of housing developments. Consider the creation of an interim grant until the priority housing reserve fund is established.</p>	Medium term (interim grant may be short term)
<p>ACTION 3.2.3 Investigate a program to monitor and track new adaptable units built under the updated Zoning Bylaw requirement and density bonusing program. Pursue collaboration with the real estate and development community to advertise adaptable units with the goal of increasing access for households requiring accessible homes.</p>	Medium term

STRATEGY 3.3. INCREASE SHELTER AND HOUSING OPTIONS FOR PEOPLE EXPERIENCING OR AT RISK OF HOMELESSNESS.

IMPACT: HIGH	EFFORT: MODERATE
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While the overall supply and affordability of housing is critical for preventing homelessness, individuals at risk of or experiencing homelessness may also be experiencing other barriers to finding and maintaining housing. To support people experiencing loss of housing or an inability to maintain housing, emergency shelter is required. To support people who may have additional barriers such as substance use and physical and mental health challenges, housing with supports are required. Local governments can support creating shelter and housing options through incentivizing non-market housing (Direction 1), facilitating emergency shelter, and creating partnerships for housing with supports. The City should also collaborate with neighbouring communities, Interior Health, and the Province on complex care beds that serve those with the greatest challenges in maintaining housing.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 3.3.1 Support facilitating a permanent emergency shelter in West Kelowna.</p>	Short term
<p>ACTION 3.3.2 Once a priority housing reserve fund has been established, create a grant program for housing units rented at or near the shelter rate and/or with supports for people exiting homelessness. Additional incentives should be offered above and beyond the standard amount for non-market housing as this type of housing generates lower rent revenue and faces more challenges in achieving feasibility. Consider the creation of an interim grant until the priority housing reserve fund is established.</p>	Medium term (interim grant may be short term)
<p>ACTION 3.3.3 Continue to engage with neighbouring governments, Interior Health, Provincial agencies, and non-profit service providers to advocate for and facilitate the creation of complex care housing in the Region.</p>	Ongoing
<p>ACTION 3.3.4 Explore partnerships with non-profits and advocacy and neighbouring governments to create and expand complex care housing in the Region. This may include identifying land (Strategy 1.2), facilitating partnerships, and incentivizing (through the priority housing reserve fund).</p> <p>While complex care housing is not delivered directly by local government, the City can play a vital role in facilitating the work of health and housing providers working to create new complex care, by reducing administrative barriers, offering incentives, facilitating partnerships, and advocating to senior government where appropriate.</p>	Medium to long term

STRATEGY 3.4. INCREASE COMMUNITY AWARENESS OF AVAILABLE HOUSING SUPPORTS THROUGH PARTNERSHIP WITH COMMUNITY AND GOVERNMENT SERVICE PROVIDERS.

IMPACT: LOW **EFFORT: LOW**

There are a number of housing supports available through non-profit and government agencies, including rental subsidies. However, many households are unaware that these supports exist. One role that the City can play is compiling and promoting information on available housing supports.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 3.4.1 Compile a list of housing-related supports available to West Kelowna residents. This may include information about BC Housing’s Shelter Aid For Elderly Residents (SAFER) Program for low-income seniors and Rental Assistance Program for low-income families, the Central Okanagan Rent Bank, information about emergency shelters, information about non-market housing providers operating in West Kelowna, and others.</p>	Short term
<p>ACTION 3.4.2 Develop communications materials to promote information on housing-related supports through the City’s website and social media, as well as through posters in civic facilities (community centres, libraries, City Hall). In addition to distributing information through City channels, consider partnerships for further sharing information, including with Central Okanagan Public Schools, Interior Health, and social service agencies.</p>	Short term
<p>ACTION 3.4.3 Review and update materials annually, or as new information becomes available.</p>	Ongoing

Key Direction #4: Create more housing diversity.

In order to meet the diverse housing needs of City residents, a range of housing options need to be supplied. The City has a role to play in enabling diverse market housing options such as a range of densities, unit sizes, tenures, and levels of affordability to create attainable housing options for households.

STRATEGY 4.1. CREATE AN INFILL STRATEGY THAT CONSIDERS INFRASTRUCTURE CAPACITY, SERVICES, AND NEIGHBOURHOOD CONTEXT TO IDENTIFY OPPORTUNITIES TO SENSITIVELY IMPLEMENT GENTLE DENSITY IN LOW-DENSITY RESIDENTIAL AREAS.

IMPACT: MODERATE

EFFORT: HIGH

Gentle density refers to low-density multi-family housing forms such as multiplexes (duplex, triplex, and fourplex), carriage houses, and secondary suites that can be integrated into single family neighbourhoods while maintaining the low density neighbourhood character. When it is most successful, it creates new attainable housing opportunities that are sensitive to neighbourhood context.

Single family housing is increasingly unattainable and comes with trade-offs, including higher infrastructure costs, reduced walkability, and reduced opportunities for creating complete communities. Many communities are exploring ways to include gentle forms of density in single family neighbourhoods to create more housing options and maintain the community feel and vibrancy of these neighbourhoods. By creating an infill strategy, the City can sensitively explore where additional density may be appropriate in existing low density neighbourhoods, including considering infrastructure servicing capacity, appropriate forms of density, development guidelines, and other components.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 4.1.1 Conduct an assessment of appropriate locations and factors for rezoning for infill with consideration of proximity to growth areas, public services and amenities including greenspace, transit options, form and character requirements, frontage, topographic factors, and capacity of infrastructure services.</p>	Short term (underway)
<p>ACTION 4.1.2 Complete community engagement on the infill strategy, to understand key community concerns and opportunities. This engagement can also be an opportunity to promote the City’s existing infill policies.</p>	Short term
<p>ACTION 4.1.3 Create an infill strategy that identifies appropriate forms for infill, locations, servicing considerations, parking considerations, and implementation actions.</p>	Short term (underway)

ACTIONS	IMPLEMENTATION TIMELINE
ACTION 4.1.4 Update the Zoning Bylaw to reflect allowed density and dwelling types.	Short term (underway)
ACTION 4.1.5 As part of implementing the infill strategy, prepare design guidelines (including preapproved designs), a development guide for owner-developers, and communications materials to increase awareness of infill options.	Short to medium term
ACTION 4.1.6 Monitor uptake of infill options, as a form of attainable housing, including collecting feedback from owner-developers and development companies, and make adjustments to the program as needed.	Ongoing (every 2 to 3 years)

STRATEGY 4.2. INCREASE AWARENESS OF EXISTING INFILL OPTIONS FOR HOMEOWNERS THROUGH AN INFORMATION CAMPAIGN.

IMPACT: LOW

EFFORT: LOW

The City allows some forms of infill, including secondary suites and carriage houses, in select residential zones. There has been strong uptake of secondary suites in new developments, but limited uptake of these forms in existing neighbourhoods. Gentle density infill is a long term strategy and immediate uptake is not expected. However, the City is aware that many homeowners are unaware of the potential to add a secondary suite or carriage house to their property. This strategy looks to increase awareness of these options to promote greater uptake over time with the goal of modestly increasing the supply of secondary rentals as a form of attainable housing in the community.

ACTIONS	IMPLEMENTATION TIMELINE
ACTION 4.2.1 Develop communications materials (e.g., brochures, social media posts) that highlight existing infill options.	Short term
ACTION 4.2.2 Partner with municipal departments and facilities (e.g., libraries, recreation centres) and engage with media to distribute information to West Kelowna residents. A highly effective method would be a postcard with basic information about secondary suites and carriage houses that could be mailed out to all West Kelowna residents.	Short term

STRATEGY 4.3. ENCOURAGE APPROPRIATE MODERATE AND HIGHER DENSITY FORMS WHERE DEVELOPMENTS ACHIEVE CITY’S HOUSING PRIORITIES.

IMPACT: LOW **EFFORT: LOW**

In conjunction with Strategy 1.1 and 2.1 which will create incentives for needed housing types, the City can identify areas where higher densities may be desirable to target density bonusing. These are areas close to public transit, community amenities, retail, and jobs. These areas can support long-term goals of creating higher density, more walkable neighbourhoods, and preserving ecologically sensitive areas that are not well suited for development.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 4.3.1 As part of the OCP update, identify areas where higher density development would be desirable to promote walkability, greater demand for retail and commercial space, and a more complete community. These areas should be the focus of density bonusing provisions, allowing greater density to support the City’s community planning objectives while also generating more non-market and rental housing options.</p>	<p>Short term (complete)</p>

STRATEGY 4.4. CREATE OPPORTUNITIES FOR NEW MANUFACTURED HOME DEVELOPMENT THROUGH OCP AND ZONING BYLAW.

IMPACT: LOW TO MODERATE **EFFORT: MODERATE**

Manufactured home development can be a more attainable form of homeownership. With new technologies, there are more options for this type of housing than ever that are faster and cheaper to build than traditional stick-frame housing. However, manufactured home development is not widely incorporated into residential zoning. Through this Strategy, the City can explore opportunities to expand where manufactured homes can be developed to provide more options for West Kelowna residents.

ACTIONS	IMPLEMENTATION TIMELINE
<p>ACTION 4.4.1 As part of the OCP update, identify areas where new manufactured home development can be allowed to support the creation of more attainable homeownership options and update the Zoning Bylaw for alignment.</p>	Short term (underway)
<p>ACTION 4.4.2 Consider introducing design guidelines to encourage high quality manufactured home designs, while balancing the overarching goal of creating more attainable and non-market housing options.</p>	Medium term
<p>ACTION 4.4.3 In conjunction with Strategy 4.1, explore the appropriateness and cost effectiveness of modular housing forms to support infill housing development, especially for carriage homes.</p>	Medium term (underway)

MONITORING AND EVALUATION

The Housing Strategy works to address the housing needs identified in the 2022 Housing Needs Assessment. Housing is complex and the impact of various strategies and actions will take time to take effect. Ongoing monitoring and regular evaluation is a key part of implementing a Housing Strategy, allowing City Council, staff, stakeholders, and the community at large to monitor the implementation of actions and the impact on housing supply and affordability. Equally importantly, it provides an opportunity for learning and adjustments based on local conditions, as well as broader dynamics in the economy, region, province, and country. This section outlines a monitoring and evaluation framework for the City of West Kelowna, identifying the types of data that should be collected to support ongoing monitoring and the process and timing for a full evaluation of the outcomes of this Housing Strategy.

BASELINE

Between 2011 and 2021, the City saw an average of 154 development starts per year.

UNITS REQUIRED

The table below identifies the total units required to address current and projected housing need until 2031, as well as the average number of units required annually. These figures serve as a goalpost for the implementation of the Housing Strategy.

Estimates such as those presented in the table should be considered conservative as they represent the minimum number of units required to address existing need in the community and additional households through population growth. They may not adequately capture the myriad dynamics that influence housing need. In addition, every housing system requires a buffer of temporarily vacant units to allow households to move to address their needs over time. For example, in the rental market, a vacancy rate is considered healthy if it is between 3 and 5 percent because it reflects demand for rental housing while maintaining flexibility for households to move when they need to. The figures below do not account for this buffer.

Table 2: Projected Units Required from 2023 to 2031 by Tenure

	HOMEOWNERSHIP	RENTAL	TOTAL
Average Below-Market Units Needed per Year (2023-2031) ³	55	44	99

3 Based on most recent available data of core housing need (2021). Core housing need provides an estimate of current housing need in addition to future need projected by the Housing Needs Assessment. Units built to address core housing need will generally require some level of affordability.

	HOMEOWNERSHIP	RENTAL	TOTAL
Average Market Units Needed per Year (2023-2031)	167	60	227
Average Units Needed per Year (2023 to 2031)	222	104	326
Total Units Needed (2023 to 2031)⁴	1,773	833	2,606

Source: City of West Kelowna Housing Needs Assessment (2022), Statistics Canada Census Profile (2021).

The City's Housing Needs Assessment projects future demand by bedroom type for rental and ownership housing. The projections assume that households will continue to make similar decisions about tenure and unit size. The assessment notes that there is anticipated to be greater demand for smaller units (bachelor and one-bedroom) than is represented due to the limited availability of smaller units in West Kelowna's housing market.

Table 3: Projected Units Required by Unit Size

	RENTAL HOUSING UNIT SIZE PROPORTION OF FUTURE DEMAND	OWNERSHIP HOUSING UNIT SIZE PROPORTION OF FUTURE DEMAND
Bachelor	0.5%	0.0%
1-Bedroom	13.7%	1.8%
2-Bedroom	37.8%	16.0%
3-Bedroom	23.4%	33.5%
4+ Bedroom	24.4%	48.7%

Source: City of West Kelowna Housing Needs Assessment (2022).

⁴ Total units needed per year includes current housing need (core housing need) assuming that the need will be incrementally addressed between 2023 and 2031. A breakdown is provided in Section 2: Housing Units Needed.

MONITORING

To monitor the implementation of the Housing Strategy, the City should track the data outlined in the tables below on an annual basis. The City should also track annual population growth reported by BC Stats, to compare with population projections. Targets may be adjusted in response to population growth differing from the 2022 Housing Needs Assessment projections.

Tables 4 and 5 will be updated as part of monitoring to measure the housing types, prices, tenures and unit sizes being brought online throughout the Strategy's implementation. The results of the monitoring framework can inform adjustments of the Strategy's implementation or prioritization of specific initiatives in the Strategy's lifetime.

Table 4: Housing Strategy Monitoring Framework: New Units by Type of Housing

TYPE OF HOUSING	NEW UNITS CREATED	RENT OR SALES PRICE AT TIME OF COMPLETION	INCENTIVES USED (IF ANY)
Non-market rental	1,234	1,234,567	List incentive(s) used
Non-market ownership	1,234	1,234,567	List incentive(s) used
Purpose-built market rental	1,234	1,234,567	List incentive(s) used
Market homeownership	1,234	1,234,567	List incentive(s) used
Infill	1,234	1,234,567	List incentive(s) used
Adaptable	1,234	1,234,567	List incentive(s) used
Accessible	1,234	1,234,567	List incentive(s) used

Table 5: Housing Strategy Monitoring Framework: New Units by Unit Size and Tenure

UNIT SIZE	RENTAL HOUSING PROPORTION OF UNITS BUILT	OWNERSHIP HOUSING PROPORTION OF UNITS BUILT
Bachelor	12.34%	12.34%
1-Bedroom	12.34%	12.34%
2-Bedroom	12.34%	12.34%
3-Bedroom	12.34%	12.34%
4+ Bedroom	12.34%	12.34%

EVALUATION

Every five years, the City should evaluate the Housing Strategy and its outcomes. The evaluation process should include the following:

- An assessment of which actions have been implemented, and what those outcomes have achieved
- An assessment of which actions have not been implemented, and why
- An assessment of how well the Housing Strategy was able to address the housing needs identified in the Housing Needs Assessment, including achieving the Units Required to address current housing needs and projected housing needs
- Identification of where actions were effective or ineffective, what was learned through implementation, and potential new actions based on learning

The Housing Strategy should be updated every five years to ensure it stays relevant and continues to address the community’s needs. This update process is an opportune time to complete an evaluation of the Housing Strategy. The data collected through the monitoring process will be vital in this work.



IMPLEMENTATION CHECKLIST

Key Direction #1: Create more opportunities for non-market housing.

STRATEGY 1.1. CREATE INCENTIVES FOR NON-MARKET HOUSING DEVELOPMENT

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 1.1.1 Complete a land economics assessment to test and confirm the parameters of density bonusing, including how much density is required to achieve different levels of affordability and the most effective way to capture value through density bonusing (e.g., as a cash contribution to a priority housing reserve fund or as turnkey units).</p> <p>This assessment can also test additional incentives, such as grants for DCCs and property taxes, faster approval times, and parking reductions.</p>	Short term	underway
<p>Action 1.1.2 Complete a parking study to identify where parking can be reduced to incentivize priority housing development.</p>	Short term	underway
<p>Action 1.1.3 Define the level of affordability and/or unit types required to access incentives, based on local needs and incomes. This would include creating definitions for affordable and attainable housing relevant for West Kelowna. Higher levels of incentives should be offered for greater levels of affordability and/or a larger number of needed units.</p>	Short term	

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 1.1.4 Consider creating an interim grant for deeply affordable non-market housing until the priority housing reserve fund is established.</p>	Short term	
<p>Action 1.1.5 Set up a priority housing reserve fund to capture cash-in-lieu contributions from density bonusing. This would include creating a policy for how the fund will be used to create further incentives for non-market housing.</p>	Short term	
<p>Action 1.1.6 Update the Zoning Bylaw to include structured density bonusing provisions in multi-family residential zones, with increasing density provided for a greater number and higher level of affordability provided.</p>	Short term	underway
<p>Action 1.1.7 Review development approvals process to identify opportunities to fast-track priority housing types (see Key Direction #3) and update bylaws to formalize fast-tracking of development approvals for non-market housing.</p>	Short term	
<p>Action 1.1.8 Prepare an incentives package that outlines the types of incentives offered by the City, the types of units and affordability levels the City is seeking to encourage, and information about available resources and funding (including provincial and federal funding sources). This package should be updated as incentives are expanded over time.</p>	Short term	
<p>Action 1.1.9 Complete periodic updates to the incentives policy based on ongoing monitoring and evaluation, land economic assessments, and housing needs assessments. Expand incentives over time as more resources are created through the priority housing reserve fund.</p>	Medium term, then ongoing	

STRATEGY 1.2. ASSESS, USE AND ACQUIRE UNDERUTILIZED LAND FOR NON-MARKET HOUSING.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 1.2.1 Complete a city-wide assessment and strategy for underutilized land, both publicly and privately owned. Based on this assessment, determine whether there are opportunities to engage landowners around non-market housing in key locations (e.g., transit-oriented development, neighbourhood centres, core areas, etc.) and any opportunities for City-owned lands with capacity to accommodate housing.</p> <p>The following actions are potential opportunities dependent on the outcomes of Action 1.2.1.</p>	<p>Medium term</p>	
<p>Action 1.2.2 Prezone available City-owned land for higher density and partner with a non-profit housing provider to redevelop the site to include non-market housing.</p>	<p>Medium term</p>	
<p>Action 1.2.3 Create a land acquisition strategy to progressively acquire land for non-market housing. Pursue external funding opportunities to support land acquisition for non-market housing.</p>	<p>Long term</p>	

STRATEGY 1.3: CREATE DEDICATED STAFF RESOURCES TO SUPPORT BUILDING RELATIONSHIPS AND FACILITATING PARTNERSHIPS WITH NON-PROFIT HOUSING ORGANIZATIONS, PROVINCIAL AND FEDERAL GOVERNMENT AGENCIES.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 1.3.1 Create a dedicated staff position within the City (Community and Social Development Coordinator) as well as dedicated financial resources to support ongoing relationships and partnerships.</p>	Short term	✓
<p>Action 1.3.2 At regular intervals, meet with housing sector stakeholders to communicate the City’s interest in housing development, to communicate new initiatives (e.g., the creation of an incentives package), and to build trust and relationships.</p> <p>This action is critical for creating the relationships necessary for future partnerships. It will also allow the City to be aware of which organizations are ready and able to pursue opportunities as they arise.</p>	Ongoing	
<p>Action 1.3.3 Advocate to BC Housing and CMHC that the City of West Kelowna needs non-market housing development and is willing to create a supportive policy environment to facilitate this.</p>	Ongoing	
<p>Action 1.3.4 Engage Westbank First Nation to explore potential opportunities to collaborate on needed housing types. Collaboration may attract additional senior government funding sources and may facilitate CWK providing servicing for WFN-led projects.</p>	Short term	
<p>Action 1.3.5 Initiate conversations with local non-profit housing organizations to explore opportunities to access the Rental Protection Fund to purchase older purpose-built rental buildings in the community.</p>	Short term	

Key Direction #2: Protect and increase market rental housing.

STRATEGY 2.1. CREATE INCENTIVES FOR MARKET RENTAL HOUSING.

ACTIONS <small>(THESE ACTIONS SHOULD BE UNDERTAKEN ALONGSIDE THE ACTIONS UNDER STRATEGY 1.1.)</small>	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 2.1.1 Complete a land economics assessment to test and confirm the parameters of density bonusing for market rental, as well as the potential need for and impact of other types of incentives. Density bonusing for market rental housing should focus on encouraging the development of these units. While cash-in-lieu for non-market housing may still be a component of the density bonusing process, the City should not aim to generate funds to create market rental, but rather rely on density bonusing to incentivize the development of these units by the private market.</p>	<p>Short term</p>	<p>underway</p>
<p>Action 2.1.2 Identify incentives for market rental development as part of the City’s incentives package and supporting materials, such as an information package, web page, and promotional information.</p>	<p>Short term</p>	
<p>Action 2.1.3 Complete periodic updates to the incentives policy based on ongoing monitoring and evaluation, land economic assessments, and housing needs assessments. Expand incentives over time as more resources are created through the priority housing reserve fund.</p>	<p>Medium term, then ongoing</p>	

STRATEGY 2.2. INTRODUCE POLICIES AND REGULATIONS TO PROTECT PURPOSE-BUILT RENTALS.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 2.2.1 Increase awareness amongst renters and landlords in West Kelowna of existing tenancy policies and protections through a communications campaign.</p>	<p>Short term</p>	
<p>Action 2.2.2 Develop a rental protection policy that sets requirements for rental replacements and strata conversions to ensure no net loss of rental. This policy can consider affordability provisions and right-of-first refusal for existing tenants.</p>	<p>Short term</p>	
<p>Action 2.2.3 Create a rental use zoning policy for lots with purpose-built rental buildings that integrates the rental protection policy provisions and density bonusing for market and non-market rental. This policy would build on the lessons learned from Strategy 1.1 and 2.1, as well as the rental protection policy in Action 2.3.3 and work to leverage existing purpose-built rental housing to expand rental stock over time.</p>	<p>Medium to long term</p>	

STRATEGY 2.3. EVALUATE THE IMPACT OF SHORT TERM ACCOMMODATIONS ON RENTAL SUPPLY.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 2.3.1 Conduct an impact analysis of short term accommodations on long-term rental supply in West Kelowna and the uptake and impact of the City’s licensing program, including enforcement. Identify whether strengthening the City’s short term accommodation regulations could alleviate pressures in the rental market.</p>	<p>Short term</p>	<p>✓ (by Province)</p>
<p>Action 2.3.2 Explore and implement, as needed, updates to the City’s Zoning Bylaw and Short Term Accommodation Program.</p>	<p>Short term</p>	<p>underway</p>
<p>Action 2.3.3 Advocate to the Province to create more supports for local governments dealing with the undesirable impacts of short term accommodations, including requiring Airbnb and Vrbo to require hosts to have approved licenses and to remove those that do not.</p>	<p>Short term</p>	<p>✓ (by Province)</p>

Key Direction #3: Support under-served demographic needs.

STRATEGY 3.1. IDENTIFY PRIORITY HOUSING TYPES IN THE OCP TO SUPPORT THE ALLOCATION OF INCENTIVES AND DECISION-MAKING ON PROPOSED DEVELOPMENTS.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 3.1.1 Update the OCP to include priority populations and housing types to guide allocation of incentives and decision-making. Use these guidelines during the development approvals process, including in evaluating developments that may not conform to existing regulations and in allocating incentives.</p>	Short term	
<p>Action 3.1.2 At regular intervals, meet with market housing sector stakeholders, including private and non-profit housing developers, to communicate the City’s interest in housing development, to communicate new initiatives (e.g., the creation of an incentives package).</p>	Ongoing	

STRATEGY 3.2. INCREASE THE SUPPLY OF ACCESSIBLE AND ADAPTABLE HOUSING UNITS.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 3.2.1 Introduce a requirement in the Zoning Bylaw for 20% of all new units to meet standards for adaptability as defined in the BC Building Code. Provide minor density bonusing (1.85 m²) in the Zoning Bylaw to offset the impact of additional space required. Monitor the impact of this requirement and increase over time.</p>	<p>Short term</p>	<p>underway</p>
<p>Action 3.2.2 <small>(implemented in conjunction with actions in Strategy 1.1)</small> Once a priority housing reserve fund has been established, create a grant program for accessible units to help increase the feasibility of building accessible units in a variety of housing developments. Consider the creation of an interim grant until the priority housing reserve fund is established.</p>	<p>Medium Term (interim grant may be short term)</p>	
<p>Action 3.2.3 Investigate a program to monitor and track new adaptable units build under the updated Zoning Bylaw requirement and density bonusing program. Pursue collaboration with the real estate and development community to advertise adaptable units with the goal of increasing access for households requiring accessible homes.</p>	<p>Medium term</p>	

STRATEGY 3.3. INCREASE SHELTER AND HOUSING OPTIONS FOR PEOPLE EXPERIENCING OR AT RISK OF HOMELESSNESS.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 3.3.1 Support facilitating a permanent emergency shelter in West Kelowna.</p>	Short term	
<p>Action 3.3.2 Once a priority housing reserve fund has been established, create a grant program for housing units rented at or near the shelter rate and/or with supports for people exiting homelessness. Additional incentives should be offered above and beyond the standard amount for non-market housing as this type of housing generates lower rent revenue and faces more challenges in achieving feasibility. Consider the creation of an interim grant until the priority housing reserve fund is established.</p>	Medium Term (interim grant may be short term)	
<p>Action 3.3.3 Continue to engage with neighbouring governments, Interior Health, Provincial agencies, and non-profit service providers to advocate for and facilitate the creation of complex care housing in the Region.</p>	Ongoing	
<p>Action 3.3.4 Explore partnerships with non-profits and advocacy and neighbouring governments to create complex care housing in the Region. This may include identifying land (Strategy 1.2), facilitating partnerships, and incentivizing (through the priority housing reserve fund). While complex care housing is not delivered directly by local government, the City can play a vital role in facilitating the work of health and housing providers working to create new complex care, by reducing administrative barriers, offering incentives, facilitating partnerships, and advocating to senior government where appropriate.</p>	Medium to long term	

STRATEGY 3.4. INCREASE COMMUNITY AWARENESS OF AVAILABLE HOUSING SUPPORTS THROUGH PARTNERSHIP WITH COMMUNITY AND GOVERNMENT SERVICE PROVIDERS.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 3.4.1 Compile a list of housing-related supports available to West Kelowna residents. This may include information about BC Housing’s Shelter Aid For Elderly Residents (SAFER) Program for low-income seniors and Rental Assistance Program for low-income families, the Central Okanagan Rent Bank, information about emergency shelters, information about non-market housing providers operating in West Kelowna, and others.</p>	Short term	
<p>Action 3.4.2 Develop communications materials to promote information on housing-related supports through the City’s website and social media, as well as through posters in civic facilities (community centres, libraries, City Hall). In addition to distributing information through City channels, consider partnerships for further sharing information, including with Central Okanagan Public Schools, Interior Health, and social service agencies.</p>	Short term	
<p>Action 3.4.3 Review and update materials annually, or as new information becomes available.</p>	Ongoing	

Key Direction #4: Create more housing diversity.

STRATEGY 4.1. CREATE AN INFILL STRATEGY THAT CONSIDERS INFRASTRUCTURE CAPACITY, SERVICES, AND NEIGHBOURHOOD CONTEXT TO IDENTIFY OPPORTUNITIES TO SENSITIVELY IMPLEMENT GENTLE DENSITY IN LOW-DENSITY RESIDENTIAL AREAS.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 4.1.1 Conduct an assessment of appropriate locations and factors for rezoning for infill with consideration of proximity to growth areas, public services and amenities including greenspace, transit options, form and character requirements, frontage, topographic factors, and capacity of infrastructure services.</p>	Short term	underway
<p>Action 4.1.2 At regular intervals, meet with market housing sector stakeholders, including private and non-profit housing developers, to communicate the City's interest in housing development, to communicate new initiatives (e.g., the creation of an incentives package).</p>	Short term	
<p>Action 4.1.3 Create an infill strategy that identifies appropriate forms for infill, locations, servicing considerations, parking considerations, and implementation actions.</p>	Short term	underway
<p>Action 4.1.4 Update the Zoning Bylaw to reflect allowed density and dwelling types.</p>	Short term	underway
<p>Action 4.1.5 As part of implementing the infill strategy, prepare design guidelines (including preapproved designs), a development guide for owner-developers, and communications materials to increase awareness of infill options.</p>	Short to medium term	
<p>Action 4.1.6 Monitor uptake of infill options, as a form of attainable housing, including collecting feedback from owner-developers and development companies, and make adjustments to the program as needed.</p>	Ongoing (every 2 to 3 years)	

STRATEGY 4.2. INCREASE AWARENESS OF EXISTING INFILL OPTIONS FOR HOMEOWNERS THROUGH AN INFORMATION CAMPAIGN.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 4.2.1 Develop communications materials (e.g., brochures, social media posts) that highlight existing infill options.</p>	Short term	
<p>Action 4.2.2 Partner with municipal departments and facilities (e.g., libraries, recreation centres) and engage with media to distribute information to West Kelowna residents. A highly effective method would be a postcard with basic information about secondary suites and carriage houses that could be mailed out to all West Kelowna residents.</p>	Short term	

STRATEGY 4.3. ENCOURAGE APPROPRIATE MODERATE AND HIGHER DENSITY FORMS WHERE DEVELOPMENTS ACHIEVE CITY'S HOUSING PRIORITIES.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 4.3.1 As part of the OCP update, identify areas where higher density development would be desirable to promote walkability, greater demand for retail and commercial space, and a more complete community. These areas should be the focus of density bonusing provisions, allowing greater density to support the City's community planning objectives while also generating more non-market and rental housing options.</p>	Short term	✓

STRATEGY 4.4. CREATE OPPORTUNITIES FOR NEW MANUFACTURED HOME DEVELOPMENT THROUGH OCP AND ZONING BYLAW.

ACTIONS	IMPLEMENTATION TIMELINE	COMPLETED
<p>Action 4.4.1 As part of the OCP update, identify areas where new manufactured home development can be allowed to support the creation of more attainable homeownership options and update the Zoning Bylaw for alignment.</p>	Short term	underway
<p>Action 4.4.2 Consider introducing design guidelines to encourage high quality manufactured home designs, while balancing the overarching goal of creating more attainable and non-market housing options</p>	Medium term	
<p>Action 4.4.3 In conjunction with Strategy 4.1, explore the appropriateness and cost effectiveness of modular housing forms to support infill housing development, especially for carriage homes.</p>	Medium term	underway

