Report to Council

Date:	January 19, 2026
To:	Council
From:	City Manager
Subject:	North Glenmore Sector Study Update
Department:	Long Range Planning

Recommendation:
THAT Council receives, for information, the report from Long Range Planning dated January 19, 2026, with respect to North Glenmore Sector Study Update.

AND THAT Council directs staff to proceed with Phase 3 and 4 of the North Glenmore Sector Study as outlined in the report dated January 19, 2026.

Purpose:
To receive an update on the progress of the North Glenmore Sector Study and to provide direction for next steps on the Study.

Council Priority Alignment:

Affordable Housing
Transportation
Economic Development
Agriculture and Environment

Background:
To ensure Kelowna grows in a more environmentally and financially sustainable way, the 2040 Official Community Plan's (OCP) 10 foundational Pillars focus future growth within the Permanent Growth Boundary (PGB). The OCP also recognizes that future urban development may need to extend beyond the City's Permanent Growth Boundary at some point in the future.

The North Glenmore Sector Study (NGSS) is an implementation action in the OCP that aims to better understand the opportunities for future growth in that area (such as housing, employment, and community services), should growth beyond the PGB be needed. The North Glenmore Sector was selected as the preferred location for this study due to its location between Kelowna's urban neighbourhoods and growth underway in Lake Country, the proportion of properties that lie outside of the Agricultural Land Reserve (ALR) and its proximity to growing employment in the Gateway District, including Kelowna International Airport and UBCO.

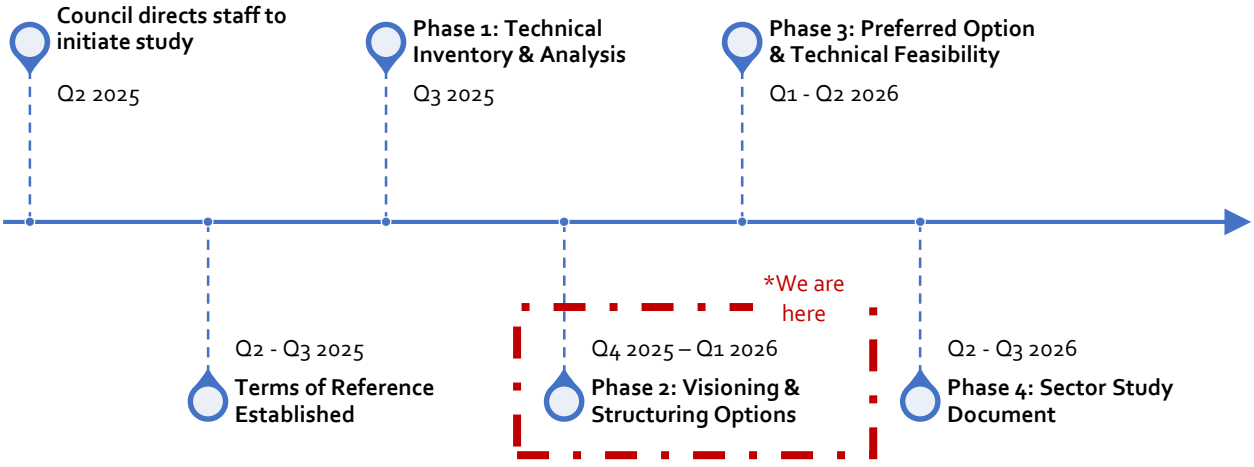
Undertaking early planning for this sector represents a strategic opportunity to shape its future thoughtfully and sustainably. The last time our community planned an area of this scale was 30 years ago with the Southwest Mission Sector Plan. Kelowna has since experienced significant growth, demographic shifts, and evolving priorities around housing, transportation, and environmental stewardship.

The purpose of the NGSS is to evaluate opportunities for growth (including residential, employment and uses such as parks and facilities, etc.), challenges for growth in the study area, as well as city-wide implications. The study will be used to inform decisions on future direction before more detailed, resource intensive work of a more comprehensive Sector Plan, Area Structure Plan or Neighbourhood Plan is considered. At the May 26, 2025 Council Session, Council directed staff to accelerate the timing of the NGSS in collaboration with Placemark consultants, who are representing the area landowners.

Previous Council Resolution

Resolution	Date
THAT Council direct staff to initiate the North Glenmore Sector Study, as outlined in Option 1 in the report dated May 26, 2025.	May 26, 2025

Discussion:
Following the May 26 Council resolution, staff worked with Placemark to establish a terms of reference and approximate timeline for the Sector Study as illustrated below.



Phase 1: Technical Inventory and Analysis
Bounded by McKinley Landing to the west, Highway 97 to the east, Lake Country to the north, and Quail Ridge and Glenmore Landfill to the south, the sector study area represents approximately 1,600 hectares of land. In the fall of 2025, Placemark completed Phase 1 of the NGSS – a biophysical assessment of the study area as well as commercial and industrial analysis of the surrounding areas to inform opportunities for growth in the area. Phase 1 Technical Assessments were prepared in accordance with the approved Terms of Reference. The technical work included baseline desktop assessments using available data to deliver a thorough high-level understanding of natural assets and development potential at the sector scale. Detailed assessments including confirmatory field work would be required for future planning to

refine this understanding and inform specific neighbourhood design. Table 1 includes some highlights from Phase 1.

Table 1: Highlights of North Glenmore Sector Study Phase 1 Area Analysis

Topic	Overview
Agriculture	• 29% of the study area is in the ALR (469 ha) • Improvements have been made to most parcels (i.e. irrigation and/or soil management), except the rangeland in the south, resulting in class 3 or better agricultural capability.
Archaeological Overview	• Three known sites and a significant portion of the study area have been identified as having high and moderate potential for presence of archaeological historical elements.
Community Facilities	• Program requirements and location criteria were summarized for schools, civic centres, emergency services, parks, shops and services.
Employment	• Large employers adjacent to North Glenmore study area (e.g. UBCO, YLW, KF Aerospace) contribute to economic activity and are expanding • Employment in Gateway has been increasing over the past decade typically with good paying jobs • The study area provides opportunity for more commercial and industrial development space.
Environmentally Sensitive Areas	• 76 % of study area is classed as Environmental Sensitive Area 1 or 2 (high or very high) based on available mapping • Key sensitive features include Okanagan Lake, McKinley Reservoir, Knox Mountain Ridge Ecosystem Connectivity Corridor, several wetlands and ten mapped watercourses.
Geotechnical	• 30% of study area has slopes greater than 30% • Ponding water observed within many low-lying areas with high groundwater expected within areas adjacent to ponding water
Wildfire	• 60% of area (966 ha) is classed as high or extreme wildfire threat class based on existing arid forest landscape. An additional 24% is moderate threat class. Wildfire threat can be mitigated through FireSmart principles.

Using the above analysis, Placemark was able to identify areas that could be considered for future development as identified in Attachment A: Phase 1 Findings: Understanding the Land.

Phase 2: Visioning and Structuring Options

Combining the results of Phase 1, together with a variety of other considerations for building complete connected communities (e.g. walkable villages, missing middle housing, schools, parks, recreation, civic facilities, conservation and restoration of natural areas, and agricultural innovation), during Phase 2 of the project Placemark identified where there are opportunities for development. These are primarily within low constraint lands, clustered around seven nodes as outlined in Attachment B: Phase 2 Exploration: Walkable Village Model. Phase 2 identified a significant potential resource for new housing supply outside of areas identified in the OCP growth strategy. Phase 2 also examined three options of potential residential and population growth scenarios to understand the range of potential outcomes for the study area, as outlined in Table 2 below. More ground-oriented units have been identified in Option A with increasing number of apartment units as you move towards Option C. Future phases of work will determine how growth could be distributed and what level and form of growth is appropriate to support complete, connected, sustainable communities.

Table 2: North Glenmore Sector Growth Potential (1,600 ha)

	A ~30 years	B ~40 years	C ~50 years
Housing units	~7,000 – 9,000 (~235 – 300 / year)	~10,000 – 12,000 (~250 – 300 / year)	~14,000 -16,000 (~280 – 320 / year)
Ground: detached (e.g. single, detached, multiplex)	34%	15%	5%
Ground: townhomes	38%	51%	52%
Apartment / mixed use	28%	34%	43%
Ground | apartment split	72% | 28%	66% | 34%	57% | 43%
Anticipated build-out timeframe	30 years	40 years	50 years
Projected population	21,200	27,450	34,550
Comparable Kelowna neighbourhood(s)	Core Glenmore Neighbourhood 568 ha ~18,900 people, ~7700 units	Inclusive of Downtown, Pandosy and Core Hospital neighbourhoods 771 ha ~28,900 people, ~14,400 units	Inclusive of Rutland Urban Centre and Rutland Core neighbourhoods as well as Black Mountain and Kirschner 1,488 ha ~37,400 people, ~14,000 units
Comparable population (2024 BC Stats)	Lake Country – 17,499 Oak Bay – 18,803	Squamish – 28,049	West Kelowna 40,094 Penticton 38,655

Considerations for future phases

Staff reviewed Placemark's Phase 1 and 2 submission and examined the opportunities and challenges of growth in North Glenmore in relation to growth in the broader community and within the study area itself. Key considerations to address as work begins on Phase 3 and 4 of the Sector Study include:

- ***Growth & Housing:*** Kelowna's housing growth scenario (Attachment C) signals enough capacity for ground-oriented and apartment housing through at least 2041, and longer if population growth slows. After 2041, apartment capacity is expected to remain, but adding more ground-oriented housing may become more challenging except through infill opportunities in the Core Area. The Sector Study identifies a diversity of housing forms, with a majority of ground-oriented units, that can help address future housing needs beyond 2041. Understanding the opportunities that North Glenmore can provide in this housing context and in alignment with our Housing Needs Assessment will be part of Phase 3 and 4 work. In addition, a focus on the timing and phasing of North Glenmore development aims to sustain strategic growth in the Core Area and Urban Centres.

- ***Employment:*** Kelowna's employment projections show that demand will remain concentrated in Urban Centres and the Core Area through 2046, with additional growth expected in the Gateway as major employers expand (see Attachment D). These trends indicate that travel behavior will likely see people travelling to the Gateway as well as to the Urban Centres and Core Area for work. Kelowna may face a commercial lands deficit of up to 165 hectares by 2046, which growth in the North Glenmore study area could help address through more opportunities for commercial uses mixed with future neighbourhoods. Balancing housing mix and developing complete communities will be essential to meet future commercial needs and ensure residents have access to services.

- ***Infrastructure:*** The City's current capital plans do not include the infrastructure needed to support growth in North Glenmore, so significant new investments in transportation, utilities, parks, and community facilities would be required. Any future development must be carefully coordinated to avoid impacting existing infrastructure priorities elsewhere in the community, particularly in our Urban Centres and Core Area. Model City Infrastructure indicates that long-term cost recovery is most effective in flat, dense, mixed-use developments. Future growth in North Glenmore would require minimizing infrastructure costs to outperform typical hillside suburban models.

- ***Transit Service:*** Improving transit service and focusing growth strategically to support transit are central as Kelowna continues to grow. To connect North Glenmore to key destinations (e.g. Gateway and Core Area), transit connections will need to be identified, ensuring that they have sufficient density along the full length of key corridors, rather than in dispersed pockets. Transit-supportive solutions in North Glenmore, including developer-funded options, must be explored to ensure that there is continued focus on improving transit in Urban Centres and the Core Area, where transit supportive densities already exist or are signalled.

- ***Environment & Climate:*** The majority of the study area is classed as environmentally sensitive with high wildfire threat consistent with the Okanagan montane forest landscape. Any future development must protect, restore and enhance sensitive ecosystems (including ecosystem connectivity corridors) and mitigate wildfire risk. To deliver on Council and OCP goals to mitigate and adapt to climate change, planning in this area must look for opportunities to reduce greenhouse gas emissions and adapt to climate change through thoughtful transportation, neighbourhood and building design.

- ***Agriculture:*** Protecting agricultural lands remains a key Council priority and a pillar of the OCP. Approximately 30 per cent of the study area is within the ALR and future growth could affect ALR lands. Future growth in the study area should prioritize activation of lands, supporting ALC compliant uses, and avoidance. Where impacts occur they must be evaluated in the context of broader ALR impacts across the city.

Next Steps:
In the coming months, Placemark will work with staff to prepare a preferred growth option for the Study Area, which will then be tested through engineering and transportation demand modelling, financial analysis and Model City Infrastructure. This analysis will identify growth impacts and will inform the final Sector Study document which will provide recommendations should future growth be supported in the study area. Further, throughout the coming months Placemark will continue to engage with landowners and interested and affected parties within and adjacent to the study area. Broad public engagement, however, is not part of the Sector Study as it is intended as a technical study to determine what type of growth could be feasible in the area. Should Council support further planning efforts of implementing the recommendations of the Sector Study, (e.g. OCP Amendments) additional public engagement would be required.

Conclusion:
Phase 2 of the Sector Study identifies opportunities for growth in North Glenmore even with the considerable environmental, wildfire and agricultural constraints in the area. The outcomes of Phase 1 and 2 outlined in this report alongside the considerations highlighted by staff and Council will guide recommendations and configurations in Phase 3 and the development of the Sector Study document in Phase 4.

Internal Circulation:
Climate Action & Environmental Stewardship
Communications
Data Services & Analytics
Development Engineering
Development Planning
Housing Policy & Programs
Infrastructure Delivery
Integrated Transportation
Parks Planning & Design
Real Estate
Utility Planning

Considerations applicable to this report:
Existing Policy:

- Official Community Plan
  - **OCP Pillar: Stop planning new suburban neighbourhoods.** Imagine Kelowna focuses on limiting urban sprawl and growing in a way that is more environmentally and financially sustainable. In recognition of this goal, the Official Community Plan signals that suburban neighbourhoods already approved will continue to grow into more complete communities but no new suburban neighbourhoods would be considered.
  - **Policy 8.4.1 Intensification of Rural Lands**. Do not support urban uses on lands outside the Permanent Growth Boundary except for as permitted by the 2040 OCP Future Land Use Designations in place as of initial adoption of the 2040 OCP Bylaw.
  - **Policy 16.3.1. OCP Implementation Actions.** Use Figure 16.1: Implementation Actions and Map 16.1 to guide the timing and resourcing of OCP implementation actions, with due recognition of available budget and other work planning considerations.
  - **Table 16.1 Implementation Actions Action #26:** Undertake a North Glenmore Sector Development Study to inform future OCP update processes. (action identified as a Long Term implementation, 5 – 10 years after the OCP's adoption)

Financial/Budgetary Considerations:
The North Glenmore Sector Study is being led by an applicant (Placemark). Additional resources to assist staff in this study and mitigate the impacts on existing priority projects are being financially supported by the applicant.

Consultation and Engagement:
Placemark has been engaging with landowners in the North Glenmore Sector Study Area, including sending a letter to all property owners within the study area with information about the study and opportunities for meetings. To date, they have met with approximately 70 per cent of property owners. In addition, Placemark has been engaging with interested and affected parties such as School District 23, District of Lake Country, Okanagan Indian Band, etc.

As the Sector Study is a broad technical exercise to evaluate opportunities for growth, challenges and risks at a high level for this area. Therefore, broad public engagement has not been included as part of this process, however, following the Study, should direction be given to proceed, a robust community engagement strategy would be required as part of future steps.

Communications Comments:
Information about the North Glenmore Sector Study, including a link to this Council Report, will be posted on the City's Neighourhood Planning webpage.

Considerations not applicable to this report:
Legal/Statutory Authority:
Legal/Statutory Procedural Requirements:

Submitted by:

R. Miles, Long Range Planning Manager

Approved for inclusion: R. Smith,
Divisional Director, Planning, Climate Action & Development Services

Attachments:
Attachment A: Phase 1 Findings: Understanding the Land
Attachment B: Phase 2 Exploration: Walkable Village Model
Attachment C: 2041 Growth Scenario
Attachment D: Employment Demand projections