

City of Kelowna

Regular Council Meeting

AGENDA



Monday, July 11, 2016
1:30 pm
Council Chamber
City Hall, 1435 Water Street

Pages

1. Call to Order

This meeting is open to the public and all representations to Council form part of the public record. A live audio and video feed is being broadcast and recorded by CastaNet and a delayed broadcast is shown on Shaw Cable.

2. Confirmation of Minutes

3 - 8

PM Meeting - June 27, 2016

3. Public in Attendance

3.1 Okanagan Symphony Orchestra

9 - 20

Annual presentation to Council by the Executive Director, Robert A. Barr.

4. Non-Development Reports & Related Bylaws

4.1 Extend School Zone Reduces Speed Times to 7:30 AM - 5:00 PM

21 - 23

To modify the current school zone time limit from 8:00 a.m. to 5:00 p.m. to 7:30 a.m. to 5:00 p.m. to enhance student safety and accommodate the extended time schools are open.

4.2 Urban Centres Roadmap Endorsement

24 - 87

To present Council with the final Urban Centres Roadmap report for endorsement.

5. Bylaws for Adoption (Non-Development Related)

5.1 Highway 97 North (Adjacent to) - BL11232 - Road Closure Bylaw

88 - 90

Mayor to invite anyone in the public gallery who deems themselves affected by the proposed road closure to come forward.

To adopt Bylaw No. 11232 in order to authorize the City to permanently close and remove the highway dedication of a portion of highway on Highway 97 North.

6. Mayor and Councillor Items

7. Termination



City of Kelowna Regular Council Meeting Minutes

Date: Monday, June 27, 2016
Location: Council Chamber
City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given, Tracy Gray, Charlie Hodge, Brad Sieben, Mohini Singh and Luke Stack

Staff Present Acting City Manager, Joe Creron; City Clerk, Stephen Fleming; Cultural Services Manager, Sandra Kochan*; Suburban & Rural Planning Manager, Todd Cashin*; Community Planning Department Manager, Ryan Smith*; Planner Specialist, Melanie Steppuhn*; Urban Planning Manager, Terry Barton*; Utility Services Manager, Kevin Van Vliet*; Regional Programs Manager, Jerry Dombowsky*; Council Recording Secretary, Arlene McClelland

(* Denotes partial attendance)

1. Call to Order

Mayor Basran called the meeting to order at 1:33 p.m.

Mayor Basran advised that the meeting is open to the public and all representations to Council form part of the public record. A live audio and video feed is being broadcast and recorded by CastaNet and a delayed broadcast is shown on Shaw Cable.

2. Confirmation of Minutes

Moved By Councillor Singh/Seconded By Councillor Given

R519/16/06/27 THAT the Minutes of the Regular Meetings of June 20, 2016 be confirmed as circulated.

Carried

3. Public in Attendance

3.1 Kelowna Museums Society

Sandra Kochan, Cultural Services Manager

- Introduced the Executive Director, Kelowna Museums Society, Linda Digby

Linda Digby, Kelowna Museums Society Executive Director

- Displayed a PowerPoint presentation summarizing the annual activities of Kelowna Museums and responded to questions from Council.

3.2 Okanagan Regional Library - Kelowna Downtown Library Branch Renovations

Stephanie Hall, Okanagan Regional Library CEO and Marla O'Brien, Okanagan Regional Library Manager

- Displayed a PowerPoint presentation summarizing the annual activities of the Okanagan Regional Library, Kelowna Branch, and responded to questions from Council.

4. Development Application Reports & Related Bylaws

4.1 3754 East Kelowna Road, A16-0003 - Balwinder Singh & Harbax Kaur Khun Khun

Staff:

- Displayed a PowerPoint presentation summarizing the application and rationale for non-support.
- Responded to questions from Council.

Mayor Basran invited the Applicant, or Applicant's Representative to come forward.

Kirpal Bopari, Applicant Representative

- The owner is not interested in renting units and wants only to accommodate workers as comfortably as possible.
- Believes the building will be aesthetically pleasing and fit well within the neighbourhood.
- Believes that trailers deteriorate and require replacement; a more solid and permanent building is preferred.
- Advised that the business is growing and requires more workers.
- Confirmed that the concrete foundation had been poured without City input or knowledge and that this was an honest mistake on behalf of the property owner; as there was an old building on site that had been torn down.
- Responded to questions from Council.

There were no further comments.

Moved By Councillor Donn/Seconded By Councillor Given

R520/16/06/27 THAT Agricultural Land Commission Application No. A16-0003 for Lot B Section 14 Township 26 ODYD Plan KAP84170, located at 3754 East Kelowna Road, Kelowna, BC for a Non-Farm Use pursuant to Section 21 (2) of the Agricultural Land Commission Act, NOT be supported by Council;

AND THAT Council direct staff NOT to forward the subject application to the Agricultural Land Commission for consideration.

Carried
Councillors Sieben, Singh and Hodge - Opposed

Moved By Councillor DeHart/Seconded By Councillor Donn

R521/16/06/27 THAT Council direct staff to schedule a meeting between Council and the Minister of Agriculture following an AM Meeting Agriculture Policy Workshop.

Carried

4.2 815 Rose Avenue, Z16-0022 - Paul Neufeld & Douglas Kirk

Staff:

- Displayed a PowerPoint presentation summarizing the application and responded to questions from Council.

Moved By Councillor Stack/Seconded By Councillor Sieben

R522/16/06/27 THAT Rezoning Application No. Z16-0022 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 2, District Lot 136, ODYD, Plan 8116, located at 815 Rose Avenue, Kelowna, BC from the RU6 - Two Dwelling Housing zone to the RM1 - Four Dwelling Housing zone be considered by Council;

AND THAT the Rezoning Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Community Planning Department dated June 6, 2016;

AND FURTHER THAT final adoption of the Rezoning Bylaw be considered in conjunction with Council's consideration of a Development Permit for the subject property.

Carried

4.3 815 Rose Avenue, BL11256 (Z16-0022) - Paul Neufeld & Douglas Kirk

Moved By Councillor Given/Seconded By Councillor Hodge

R523/16/06/27 THAT Bylaw No. 11256 be read a first time.

Carried

4.4 1251 Ladner Road, Z16-0021 - John Hodges

Staff:

- Displayed a PowerPoint presentation summarizing the application and responded to questions from Council.

Moved By Councillor Donn/Seconded By Councillor DeHart

R524/16/06/27 THAT Rezoning Application No. Z16-0021 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 13, District Lot 131, ODYD, Plan 14057, located on 1251 Ladner Road, Kelowna, BC from the RU1 - Large Lot Housing zone to the RU2 - Medium Lot Housing zone be considered by Council;

AND THAT the Rezoning Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the issuance of a Preliminary Layout Review Letter, including a Farm Protection Development Permit, by the Approving Officer;

AND THAT final adoption of the Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Development Engineering Manager dated May 13th, 2016.

Carried

4.5 1251 Ladner Road, BL11257 (Z16-0021) - John Hodges

Moved By Councillor Gray/Seconded By Councillor Given

R525/16/06/27 THAT Bylaw No. 11257 be read a first time.

Carried

4.6 773 Glenmore Road, DP16-0081 - 0904419 BC Ltd.

Staff:

- Displayed a PowerPoint presentation summarizing the application.
- Confirmed the height of the building is 4 storeys and that no height variance is required.
- Responded to questions from Council.

Moved By Councillor Hodge/Seconded By Councillor Donn

R526/16/06/27 THAT Council authorizes the issuance of Development Permit No. DP16-0081 for Lot B, Section 29, Township 26, ODYD, Plan EPP54061 located at 773 Glenmore Road, Kelowna, BC subject to the following:

1. The dimensions and siting of the building to be constructed on the land be in accordance with Schedule "A,"
2. The exterior design and finish of the building to be constructed on the land, be in accordance with Schedule "B";
3. Landscaping to be provided on the land be in accordance with Schedule "C";
4. The applicant be required to post with the City a Landscape Performance Security deposit in the form of a "Letter of Credit" in the amount of 125% of the estimated value of the landscaping, as determined by a Registered Landscape Architect;

AND THAT Council's consideration of this Development Permit be considered subsequent to the outstanding conditions of approval as set out in Schedule "A" attached to the Report from the Community Planning Department dated June 27, 2016;

AND THAT the applicant be required to complete the above noted conditions of Council's approval of the Development Permit Application in order for the permits to be issued;

AND FURTHER THAT this Development Permit is valid for two (2) years from the date of Council approval with no opportunity to extend.

Carried

5. Bylaws for Adoption (Development Related)

5.1 2420 Abbott Street, BL11252 (Z16-0014) - Stephani Bruckal

Moved By Councillor Given/Seconded By Councillor Hodge

R527/16/06/27 THAT Bylaw No. 11252 be adopted.

Carried

6. Non-Development Reports & Related Bylaws

6.1 Brandt's Creek Trade Waste Treatment Plant - Sale of Industry Capacity

Staff:

- Summarized the City's Right of First Refusal Waiver.

Moved By Councillor Given/Seconded By Councillor DeHart

R528/16/06/27 THAT Council receives for information, the report from the Utility Services Manager dated June 22, 2016, pertaining to the Brandt's Creek Trade Waste Treatment Plant - Sale of Industry Capacity;

AND THAT Council waives the City's Right of First Refusal to purchase facility capacity from Sun-Rype Products Ltd.;

AND THAT Council authorizes the Mayor and City Clerk to execute the relevant Notice of Waiver for the Right of First Refusal.

Carried

6.2 Transit Ridership, Expansion Plans and 2016 Service Adjustments

Staff:

- Introduced BC Transit staff in attendance.
- Summarized the 2015 ridership results and the 2016 service adjustments.
- Responded to questions from Council.

Moved By Councillor Hodge/Seconded By Councillor Donn

R529/16/06/27 THAT Council receives, for information, the report of the Regional Programs Manager dated June 15, 2016 with respect to transit ridership performance in 2015;

AND THAT Council approve the Conventional Transit service adjustments to be implemented on September 4, 2016;

AND THAT the 2016 Financial Plan be amended by \$18,045, for the fall 2016 Custom Transit expansion, funded from an increase in all system ridership year to date;

AND FURTHER THAT Council authorizes the Regional Programs Manager to execute the 3 year Memorandum of Understanding on behalf of the City for transit service over the 2017-2019 service years.

Carried

7. Mayor and Councillor Items

Councillor Stack:

- Will be representing Mayor and Council at a Canada Day unveiling of a First World War trophy gun at the Okanagan Military Museum.

Councillor DeHart:

- Spoke to her attendance at the DKA Afterhours event last Wednesday.
- Advised that Mike Roberts will be the Canada Day Master of Ceremonies.

Councillor Singh:

- Spoke to her attendance on behalf of Mayor and Council at the Walk for ALS on June 25th.
- Spoke to her attendance at the National Aboriginal Day in Kelowna and acknowledged the efforts of Edna Terbasket, Executive Director of the Ki-Low-Na Friendship Society.

Councillor Hodge:

- Spoke to his attendance at the DKA Afterhours event last Wednesday.

Councillor Gray:

- Spoke to her attendance at the Top 40 Under 40 Wrap Up Event at the Laurel Packinghouse last week.

Councillor Donn:

- Thanked the Province for the Affordable Housing Announcement and Child Mental Health Collaboration Announcement.
- Commented that Festivals Kelowna's Pianos in Parks is back again this summer.

Councillor Given:

- Spoke to her attendance and success of the National Aboriginal Day hosted by the Ki-Low-Na Friendship Society.
- Received many positive comments on the Pianos in Parks initiative.

Mayor Basran:

- Asked that patrons of the Canada Day Celebration find alternate modes of transportation to get downtown.

Acting City Manager:

- Reminder that campfires are not permitted and to report any to the Kelowna Fire Department.

8. Termination

This meeting was declared terminated at 5:00 p.m.

Mayor

/acm



City Clerk

OSO

Okanagan Symphony Orchestra

see it... hear it... love

Organization Summary



- 1960 – Okanagan Symphony formed
- \$1 million operating budget
- 3rd largest Symphony Orchestra in BC
- Ranks 25th of 66 Symphonies nationally
- October to May monthly performances
- 20 core orchestra members augmented by as many as 45 musicians from around BC

Programming Highlights



■ Guest Artists

- James Campbell; Angela Cheng; Peter Karrie; David Greenberg
- Ariel Barnes; Martin Beaver
- Melina Moore

■ Community Connections

- OSYO side-by-side; OSO Chorus; OSO Youth Chorus
- Robert Fine

■ Unique Programming

- *Heroes & Heroines*
- *Carmina Burana*

Education & Outreach

OSO



Symphony Storytime



Masterclass



Side-by-side Rehearsal



Symphony at the Library

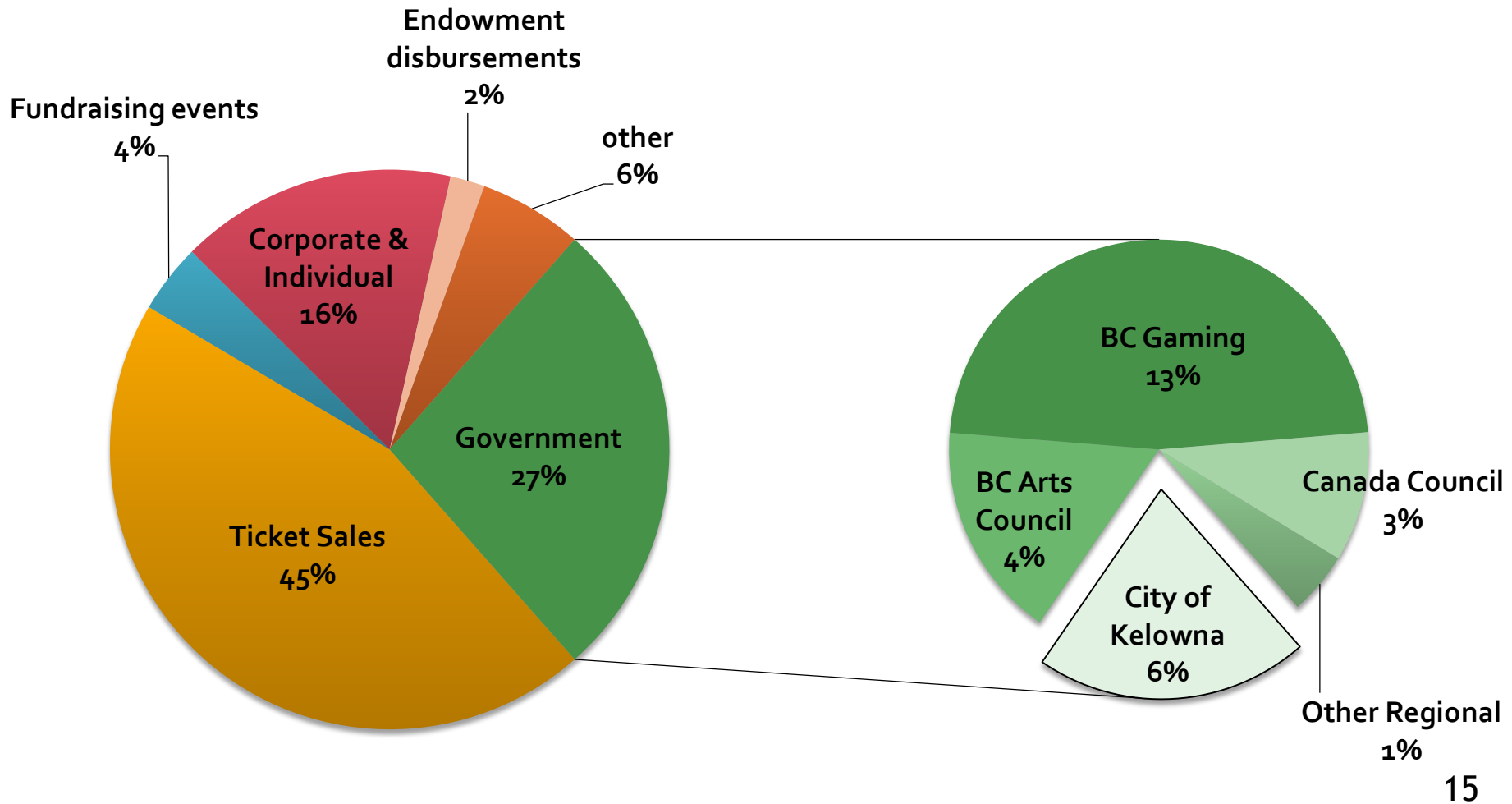
- Okanagan Symphony Youth Orchestra (OSYO)
 - Over 80 participants between the age of 10 and 20
 - Weekly rehearsals from September to May
 - 2 OSYO concerts (Spring & Autumn) plus one “Side-by-side” with the main Orchestra
- OSO School Performances (“The Four Seasons”)
 - 2 performances in each of our three communities
 - 12 young performers & total audience of over 1700 in Kelowna (4,000 Valley-wide)
- Chamber Salon Series
 - Quintets performed in Rutland, Lake Country, Summerland and West Kelowna
 - Pilot project to determine response for these lower-priced, matinee performances
- OSO Masterclasses
 - Public Masterclasses Conducted by guest artists Martin Beaver, Ariel Barnes, Angela Cheng and Marcel Bergmann
 - Other guest artists worked with OSYO players or the young musicians involved in the school performances
- OSO In-school Trios
 - Partnered with Chamber Music Kelowna to provide two in-school trios

Collaborating Partners



- Ballet Kelowna
- Bumbershoot Theatre
- Chamber Music Kelowna
- Okanagan Regional Library
- School District 23
- Kelowna Secondary School
- Success by Six; The Clubhouse
- Community Music Schools

Revenue Sources

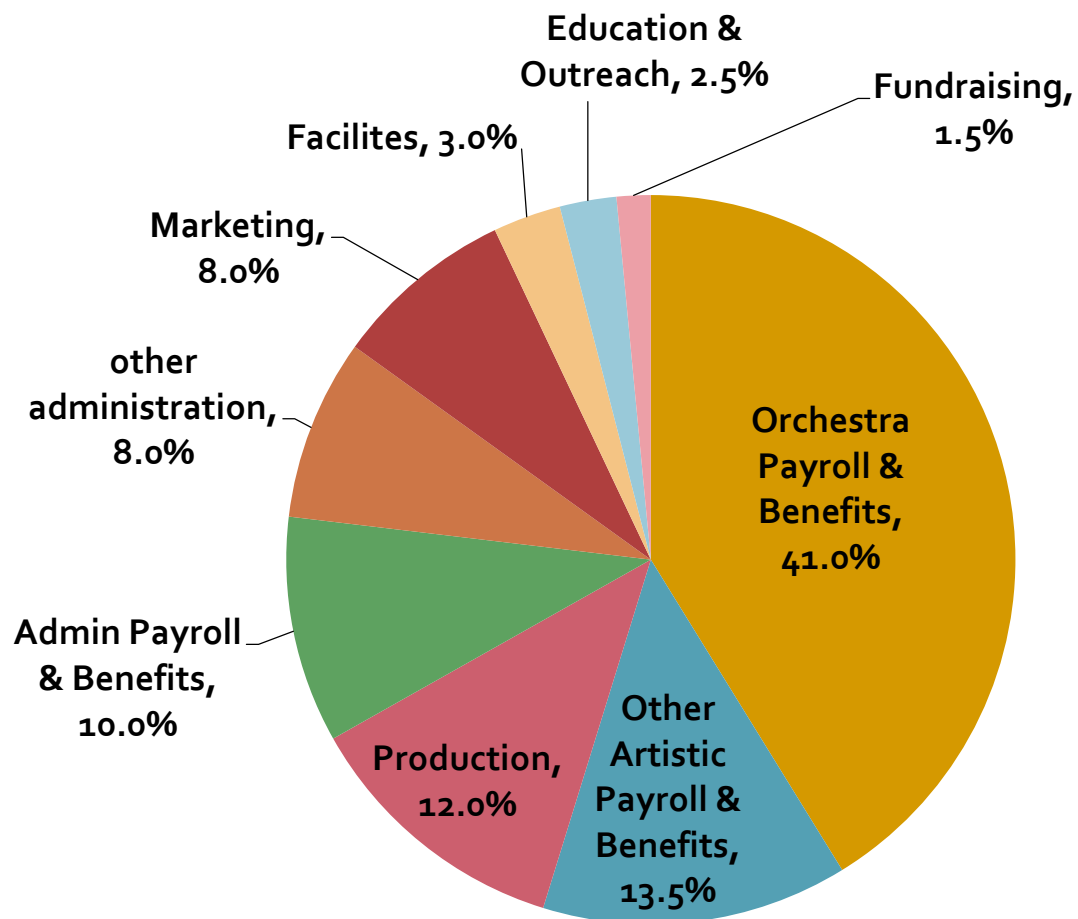


Expense Summary



- 2 full-time, 1 part-time and 2 contract administrative staff
- 1 full-time contract and 2 part-time contract artistic personnel
- 20 core musicians working under a collective agreement
- Augmented by professional musicians from across BC and community players from the Okanagan Valley

Expense Summary



Expense Summary



- \$745,000
 - Total payroll and benefits for musicians, artists, production and administrative personnel.
- \$90,000
 - Approximate average cost of mounting a single concert of 3 performances (musicians, guest artists, venues, marketing, transportation, accommodation, ticketing).
- \$54,000
 - Approximate amount City of Kelowna received from the OSO in office rent and venue fees and charges this year.
- 360
 - Approximate number of room nights booked in Kelowna each year to house our out-of-town musicians.

- Expand corporate sponsorship
 - Returning sponsors: Deloitte, TD, Bannister, Troika, Sandhill, Tantalus
 - New sponsors: Expedia Cruises
- Improve individual donation appeals and stewardship
- Exploring other potential programming possibilities
 - Discussions with Westbank First Nation
 - Chamber Salon Series
 - Work with Festivals Kelowna on potential summer programming
 - Expand Symphony Storytime to include weekend options for families
 - Expand relationship with Middle School band programs

■ Patronage

- The Lieutenant Governor of BC, The Honourable Judith Guichon, OBC, is now Patron of the OSO

■ Guest Artists

- Minsoo Sohn, Ian Parker, Arnold & Estelle Choi
- Christie Reside, Lara St. John

■ Community Connections

- OSYO side-by-side; OSO adult choruses
- Ballet Kelowna; Bumbershoot; Okanagan Children's Choir

■ Unique Programming

- Jeans 'n Classics
- *Sesquicentennial Celebration*; Ballet Kelowna

Report to Council



Date: June 30, 2016
File: 1410-01
To: City Manager
From: W.E.(Fred) Wollin, Traffic Operations Supervisor
Subject: Extend School Zone Reduces Speed Times to 7:30 AM - 5:00 PM

Recommendation:

THAT COUNCIL approves the request from the Central Okanagan School District No. 23 to extend the time of the 30 km/hr speed zones to 7:30 a.m. to 5:00 p.m. in school zones from the current time of 8:00 a.m. to 5:00 p.m.

AND THAT COUNCIL direct staff to change school zone signage to reflect the change in times.

Purpose:

To modify the current school zone time limit from 8:00 a.m. to 5:00 p.m. to 7:30 a.m. to 5:00 p.m. to enhance student safety and accommodate the extended time schools are open.

Background:

As part of the provincial government's commitment to make streets safer, the government has amended the Motor Vehicle Act (MVA) to allow expansion of school zone times. The MVA maintains the core hours of 8:00 a.m. to 5:00 p.m. but now allows local government to extend beyond the core hours at the request of the local Board of Education. The MVA also establishes the maximum speed through school zones.

The current time range of 8:00 a.m. to 5:00 p.m. does not reflect how schools are used today; many school programs start before the regular school start time.

The Board of Education for the Central Okanagan School District No. 23 passed a motion requesting that the school zones within the City of Kelowna be revised to 7:30 a.m. to 5:00 p.m. A list of schools that required signage changes was provided in a letter from Larry Paul, CFO / Secretary-Treasurer of the School District (attached).

Upon approval of this recommendation a traffic order will be completed to revise the time of all current 30 km/hr posted school zones. The signage changes will be implemented by August

31, 2016 before the start of the school year. The above change will be communicated to the general public.

Internal Circulation:

Stephen Fleming, City Clerk

Jodi Foster, Communications Supervisor, Communications & Information Services

Moudud Hasan, transportation and Mobility Manager

Legal/Statutory Authority:

Motor Vehicle Act allows local governments to extend the school zone hours beyond the current core hours.

Financial/Budgetary Considerations:

All changes will be implemented within the current base budget.

Communications Comments:

The above change will be communicated to the general public prior to the start of the new school year.

Considerations not applicable to this report:

Existing Policy:

Personnel Implications:

External Agency/Public Comments:

Alternate Recommendation:

Submitted by:

W.E.(Fred) Wollin, Traffic Operations Supervisor

Approved for inclusion:

A small square box containing a handwritten signature in purple ink, which appears to be "JC".

Joe Creron, Divisional Director Civic Operations

Cc

**Larry Paul, School District No. 23,
RCMP Traffic Section**



SCHOOL DISTRICT No. 23

(CENTRAL OKANAGAN)

1940 Underhill Street, Kelowna, B.C. V1X 5X7

Tel. 250-860-8888 Fax 250-860-9799

Website: www.sd23.bc.ca

"Together We Learn"

January 5, 2016

Mayor Colin Basran
City of Kelowna
1435 Water Street
Kelowna, BC V1Y 1J4

Dear Mayor Basran:

RE: School Speed Zones – Time Extension

At the December 9, 2015 Public Board Meeting, the Central Okanagan Board of Education passed the following Motion:

THAT: The Board of Education instruct the Secretary-Treasurer to request that municipalities and/or the Ministry of Transportation (depending on the street location of the school) alter the school speed zone times to reflect a 7:30 am start time (continuing with the current 5:00 pm end time) for all schools.

Local schools are offering more services to the community and extending their hours of operation. With this increase in services, and with many school programs being offered prior to the start of the regular school day, children are walking to school earlier. The Board of Education feels it is important that school speed zone times come into effect earlier in the day so that drivers are aware and slowing down while students are on their way to school.


Per the Motor Vehicle Act, Section 147, the decision to extend the hours of school speed zone operation for a school located on a street under municipal jurisdiction, is determined in consultation between the local government and the school district. The Central Okanagan schools which fall within this category in the City of Kelowna are:

- | | |
|-------------------------------------|-------------------------------------|
| - Central School Programs | - Chute Lake Elementary School |
| - Dr. Knox Middle School | - Dorothea Walker Elementary School |
| - K.L.O. Middle School | - Ellison Elementary School |
| - Kelowna Secondary School | - Glenmore Elementary School |
| - Okanagan Mission Secondary School | - North Glenmore Elementary School |
| - Rutland Middle School | - Pearson Road Elementary School |
| - Rutland Senior Secondary School | - Quigley Elementary School |
| - Springvalley Middle School | - Raymer Elementary School |
| - Anne McClymont Elementary School | - Rutland Elementary School |
| - A.S. Matheson Elementary School | - South Kelowna Elementary School |
| - Bankhead Elementary School | - South Rutland Elementary School |
| - Belgo Elementary School | - Springvalley Elementary School |
| - Black Mountain Elementary School | - Watson Road Elementary School |
| - Casorso Elementary School | |

Would you please have the appropriate staff member contact me so that we may discuss the process involved in extending the school speed zones for schools within the City of Kelowna to reflect a 7:30 am start time?

Thank you,

Yours truly,


Larry Paul, CPA, CA
CFO/Secretary-Treasurer

Report to Council



Date: July 11, 2016
File: 1200-40
To: City Manager
From: Ross Soward, Planner Specialist
Subject: Urban Centres Roadmap Endorsement

Recommendation:

THAT Council receives for information, the report from the Planner Specialist dated July 11, 2016 with respect to the *Urban Centres Roadmap*

THAT Council endorses the *Urban Centres Roadmap*, as outlined in the report from the Planner Specialist dated July 11, 2016, and as presented in Attachment A;

AND THAT Council endorses the Capri-Landmark Urban Centre as the subject of the first Urban Centre Plan.

Purpose:

To present Council with the final Urban Centres Roadmap report for endorsement.

Background:

Cities with dense, livable, urban centres provide a high quality of life to residents and workers and have lower infrastructure costs. The assets that make urban centres livable like public spaces, walkable streets, bike lanes, urban design, also motivate businesses to locate there and are the outcomes of successful long-term planning. Currently, the *Official Community Plan 2030* establishes a general vision for Kelowna's urban centres but without detailed plans, they are often shaped in an ad-hoc manner by individual development projects. Detailed urban centre plans and a strong vision will ensure private development and civic investment translates into complete urban centres that will be the engines of Kelowna's economy, attracting residents and jobs. Moving forward, the *Urban Centres Roadmap* will be a powerful tool to guide future urban centre plans in determining necessary land use, urban design, public improvements and transportation enhancements to realize vibrant and livable urban centres.

In order to understand how Kelowna's urban centres may develop and change over time, background research was conducted to better understand how the city's urban centres (City Centre, South Padosy, Capri-Landmark, Rutland and Midtown) are currently functioning as well as current best practices in urban centre development. The background research and technical analysis informed the phases of urban centre change as well as the principles, policies and targets.

Key Points from Best Practices Scan

- Density is a powerful driver to support the conditions (frequent transit, walkability, amenities, distinct identity) for healthy and complete mixed-use urban centres
- Complete urban centres require a balance of both employment and residential densities to ensure high levels of activity and viable services and amenities
- As density increases, access to parks, public spaces and inviting streetscapes are increasingly important
- Small blocks that are well connected with the surrounding street network enhance walkability and support a human scale of development
- Natural features (creeks, street trees, greenways) can enhance the beauty of urban centres while adding shade and enhancing stormwater management
- Land use and transportation must be integrated through careful planning at the site, block, neighbourhood and city scales to encourage alternative forms of transportation

Key Points from the Kelowna Profile

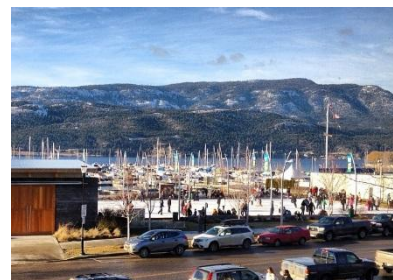
- City Centre is the premier urban centre with a strong sense of place, access to amenities and alternative transportation options
- Capri-Landmark and Midtown are currently facing significant amenity deficits (parks, public spaces, sidewalks, streetscaping)
- A significant amount of commercial development has translated into high employment densities in the majority of urban centres (City Centre, Midtown, Capri-Landmark)
- Residential densities are low in all five urban centres (under 35 people/ha)
- Capri-Landmark, Midtown and Rutland all have poor street network connectivity
- Walkability and access to sidewalks is a challenge in many areas of the urban centres
- Significant amount of potential growth exists on underutilized sites in urban centres
- Planned alternative transportation corridors (frequent transit and ATCs) will serve many of the urban centres effectively as they are implemented



Landmark: Lack of amenities



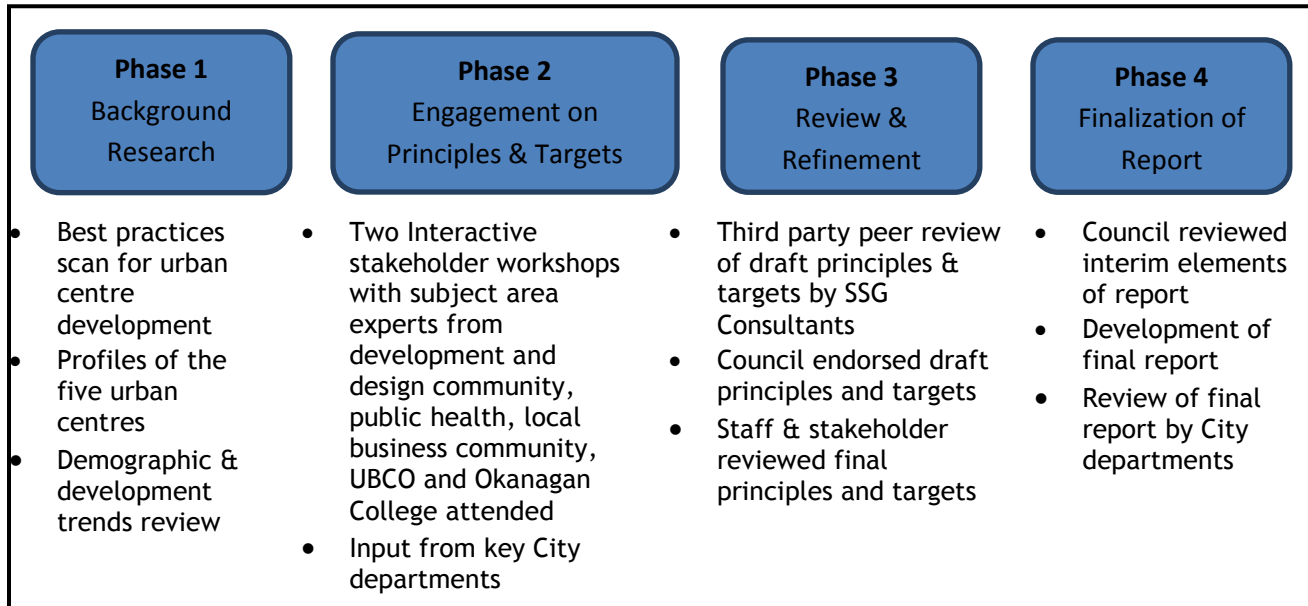
Padosy: Distinct retail



City Centre: Sense of Place

Process:

The *Urban Centres Roadmap* was developed through a multi-phase process of stakeholder and staff engagement ensuring the key goals reflected both local priorities and best practices in urban centre development.



The *Urban Centres Roadmap* is the product of a collaborative process that brought together a range of informed local perspectives to arrive at a clear direction that will guide urban centre revitalization for years to come.

Principles and Targets:

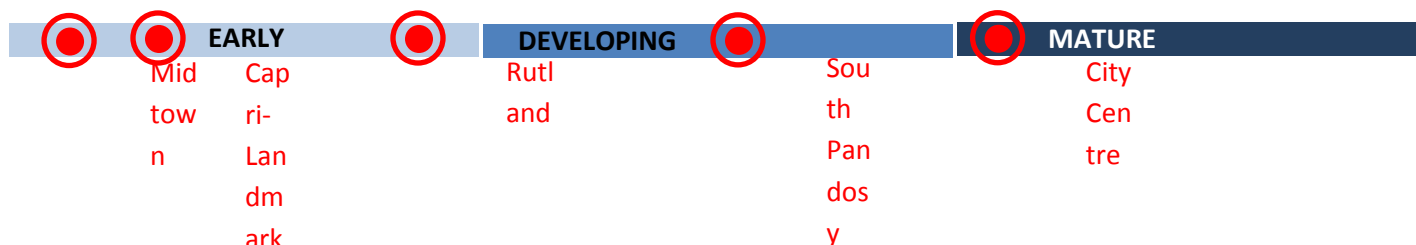
The principles and targets describe the qualities of vibrant and complete urban centres, reflecting input from local stakeholders to ensure a “made in Kelowna” approach. The principles also reinforce the high level goals in the *Official Community Plan 2030*. The targets relate to the principle and translate into an outcome that is measurable on the ground. The targets will guide future urban centre planning, providing direction on land use-mix and density, urban design, public space planning and transportation planning. Overall, the principles and targets confirm the importance of developing and maintaining the city’s urban centres to a higher standard than other areas of the city and provide clear direction on the conditions to achieve complete urban centres.

Phases of Urban Centre Change:

The background research and profile highlights that each of Kelowna’s urban centres are at a different stage of development in relation to OCP’s vision for dense amenity-rich walkable places. Consequently, there will be different needs and priorities for urban centres given their stage of development. The phases of urban centre change describe three stages (early, developing, or mature) of urban centre development and identifies associated actions,

policies and investments to avoid frustration, prevent waste of resources, and position Kelowna’s urban centres for long-term success.

By applying the urban centre phases of change to Kelowna’s urban centres, it is possible to identify key decisions and interventions necessary to leverage private and public investment as each urban centre develops over time.



Development Toolkit:

While future urban centre planning will be the main way the roadmap principles and targets are used, each of the urban centres will continue to transform as development projects come forward. The urban centre development toolkit (Chapter 4 of Attachment A) outlines how the targets and principles can be applied as individual development projects occur to transform the city’s urban centres. The toolkit describes how the size of project and stage of development should influence which targets and policies of the *Urban Centres Roadmap* are applied. For example, smaller infill projects will add density and provide opportunities for frontage improvements. Mid-sized projects where lot assemblies occur can transform streetscapes and increase the number of people living and working in the urban centres. Major “game-changer” redevelopments will present generational opportunities for growth and be catalysts for improved street network connectivity and public space investments. The toolkit will provide staff and Council additional tools to apply the *Urban Centres Roadmap* targets, encouraging urban centre revitalization, one project at a time.

Urban Centre Planning Prioritization:

With several of the urban centres at an early stage in their development, detailed planning will be critical to establish land use goals and priorities for civic investment. The principles and targets will be used as flexible tools to guide the urban centre planning process. Each urban centre plan will require significant time and resources to be developed, so future urban centre planning resources should be directed into areas where the greatest positive impact is likely to be realized. The urban centre planning prioritization matrix (below) describes which urban centres are lacking detailed plans and where the greatest degree of development pressure is anticipated, highlighting areas where a high need for detailed planning exists. In the coming years, staff will continue to update the matrix to determine priority phasing for future urban centre planning, in consultation with Council.

Urban Centre Prioritization Matrix

| Urban Centre | Degree of change and development pressure expected (Land Use & Transportation) | Need for community amenities (parks, public space, streetscaping) | Need to define civic investment priorities (parks, transit streetscaping) | Age of Existing Plans |
|----------------|--|---|---|--------------------------|
| City Centre | High | Low | Low | 2012, 2016 |
| Capri-Landmark | High | High | High | N/A ¹ |
| Midtown | High | High | High | 1998 |
| South Pandosy | Medium | Low | Low | 1995, 2013 |
| Rutland | Medium | Medium | Medium | 2005 ² , 2009 |

Based on the review of key criteria staff have identified Capri-landmark, Rutland and Midtown as the areas that demonstrate the greatest need and opportunity for detailed urban centre planning. However, Capri-Landmark is determined to have highest the priority, given the significant development pressures facing the area, the poorly developed transportation network, lack of amenities and proximity to the Downtown. At this time, staff anticipate Rutland and Midtown being the next urban centre plans developed in subsequent years, subject to Council approval.

Next Steps and Implementation:

To support implementation of the roadmap, staff are recommending the development of the first Urban Centre Plan in 2017 (subject to budget approval). Through this plan, staff will scrutinize the boundaries of the urban centre, review future land use goals, transportation network plans and identify priority civic projects to support the transformation of the urban centre.

In addition to detailed planning and private development the City will have an on-going role in the implementation of the *Urban Centres Roadmap* through related policy updates and civic investment. The anticipated Official Community Plan review will review boundaries of the five urban centres to reflect long-term development goals, capital planning and

¹ No City plan for Capri-Landmark, but the Capri Centre Redevelopment Plan was adopted in 2016

² Plans references are the Transit-oriented Planning Charrette 2005 and Conceptual Streetscaping Planning 2009

community input. In addition, future bylaw updates (e.g. parking and road standards) provide opportunities to harmonize regulations with the targets and policies of the *Urban Centres Roadmap*.

From a civic investment perspective, the prioritization of projects for infrastructure planning is another opportunity to support the goals of the *Urban Centres Roadmap*. For example, projects such as facility upgrades, parks, public spaces, street trees and sidewalks are all critical amenities that will be needed to support a high quality of life in urban centres as the number of residents and workers increase. As urban centres grow and densify there will be greater need for capital investment as well as maintenance and operations to ensure urban centres are recognized as distinct areas of the city.

Conclusion:

The *Urban Centres Roadmap* builds consensus on the key ingredients of successful urban centres that will be prioritized through future urban centre planning, development review, and capital planning processes. The transformation of the city's urban centres will be a long-term process requiring on-going commitment from the city, private sector and community. The development of the Capri-Landmark urban centre plan will ensure the direction of Capri-Landmark is driven by the community's vision for the area and not on an ad-hoc basis as each development is approved. Overall, the transformation of the city's urban centres provides a tremendous opportunity to position Kelowna for long-term growth and urban livability.

Internal Circulation:

Divisional Director, Community Planning and Real Estate
Divisional Director, Civic Operations
Department Manager, Policy and Planning
Department Manager, Community Planning
Department Manager, Infrastructure Planning
Manager, Urban Planning
Manager, Parks and Building Planning
Manager, Transportation and Mobility
Manager, Regional Planning
Community Engagement Advisor, Communications
Sustainability Planner, Policy and Planning

Existing Policy:

2030 Official Community Plan Goals

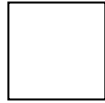
Contain urban growth, include distinctive and attractive neighbourhoods, address housing needs of all residents, feature a balanced transportation network, foster sustainable prosperity, protect and enhance natural areas, provide spectacular parks, and encourage cultural vibrancy.

Urban Centre / Town Centre Definition

A vibrant, amenity-rich area wherein different land uses frequently occur within the same building and almost always occur within a one-block area. Urban Centres contain a variety of housing types, the presence of which contributes to social diversity. Urban Centres are highly urbanized, pedestrian-friendly environments that draw people for work, shopping, and recreation from a broad community of approximately 25,000 residents living within approximately two kilometres. Town Centre cores are located at least two kilometres from the core of other Urban Centres, a City Centre, or a Highway Centre. Density will decrease as the distance from the core increases.

Submitted by: R. Soward, Planner Specialist

Approved for inclusion:



J. Moore, Acting Department Manager of Policy & Planning

Attachments

Attachment A: *Urban Centres Roadmap* Final Report

cc:

Divisional Director, Community Planning and Real Estate
Divisional Director, Civic Operations
Department Manager, Policy and Planning
Department Manager, Community Planning
Department Manager, Infrastructure Planning
Manager, Urban Planning
Manager, Parks and Building Planning
Manager, Transportation and Mobility
Manager, Regional Planning
Community Engagement Advisor, Communications
Sustainability Planner, Policy and Planning

URBAN CENTRES ROADMAP



July 2016

INTRODUCTION

Walkable urban places will be the engines of growth for Kelowna

Increasingly, the development of successful urban centres is linked to broader economic, social, and environmental goals. Cities that favour dense, urban livability over suburban sprawl have lower infrastructure costs and succeed in providing a high quality of life to residents and workers. This urban shift also aligns with a growing focus on walkable urban places and diverse housing preferences amongst younger generations. Many of the conditions that make urban centres attractive (bike lanes, public parks, streetscape improvements, urban design) and that motivate businesses to locate are the outcomes of successful long-term planning and a strong vision. Detailed planning ensures private development and civic investment that translates into cohesive urban centres that provide a high quality of life to residents and workers.

The 2030 Official Community Plan (OCP) established five urban centres (City Centre, Capri-Landmark, South Padosy, Rutland and Midtown) that are expected to accommodate 44 per cent of future growth. Currently, the OCP defines a general vision for the urban centres but in the absence of detailed plans, our centres are shaped on an ad-hoc basis as individual development applications come forward.

In the coming years, detailed urban centre plans will determine the necessary land use, urban design, public

improvements and transportation enhancements to realize the long-term Vision for each of the urban centres. Before starting these detailed plans, the *Urban Centres Roadmap* will determine consensus on the core ingredients of great urban centres and serve as a framework to guide future urban centre planning.

The *Urban Centres Roadmap* Report is organized into four chapters that describe how the city's five urban centres are constituted and how they are expected to transform in the long-term.

- ▶ **Part 1:** Details the technical analysis that describes the current character of the city's urban centres and strategic actions required to support long-term revitalization.
- ▶ **Part 2:** Describes the planning process, community engagement and key milestones that informed the key deliverables of the *Urban Centres Roadmap*.
- ▶ **Part 3:** Outlines the principles, policies and targets needed to ensure Kelowna's urban centres become livable, vibrant, resilient hubs.
- ▶ **Part 4:** Describes the key implementation actions required to operationalize the principles, policies and targets of the *Urban Centres Roadmap*.

BACKGROUND

01

BACKGROUND

PLANNING PROCESS

PRINCIPLES & TARGETS

IMPLEMENTATION

What defines Kelowna's urban centres today and how will they change?

The background section provides insight into the current and future character of the city's five urban centres: City Centre, Capri-Landmark, South Pandosy, Rutland and Midtown. The chapter is organized around two sections, the profile and the urban centre phases of change.

The profile section highlights transportation patterns, key demographics and development trends to understand current character of the five urban centres. Also, key urban centre traits from the profile are compared in table format to assess how the five urban centres stack up in relation to key urban centre development indicators. The profile concludes with a table that summarizes the defining strengths and challenges identified through the technical analysis. The key characteristics are distilled as the strengths and challenges associated with each of the urban centres, informing the basis of the general stages of urban centre development in Kelowna.

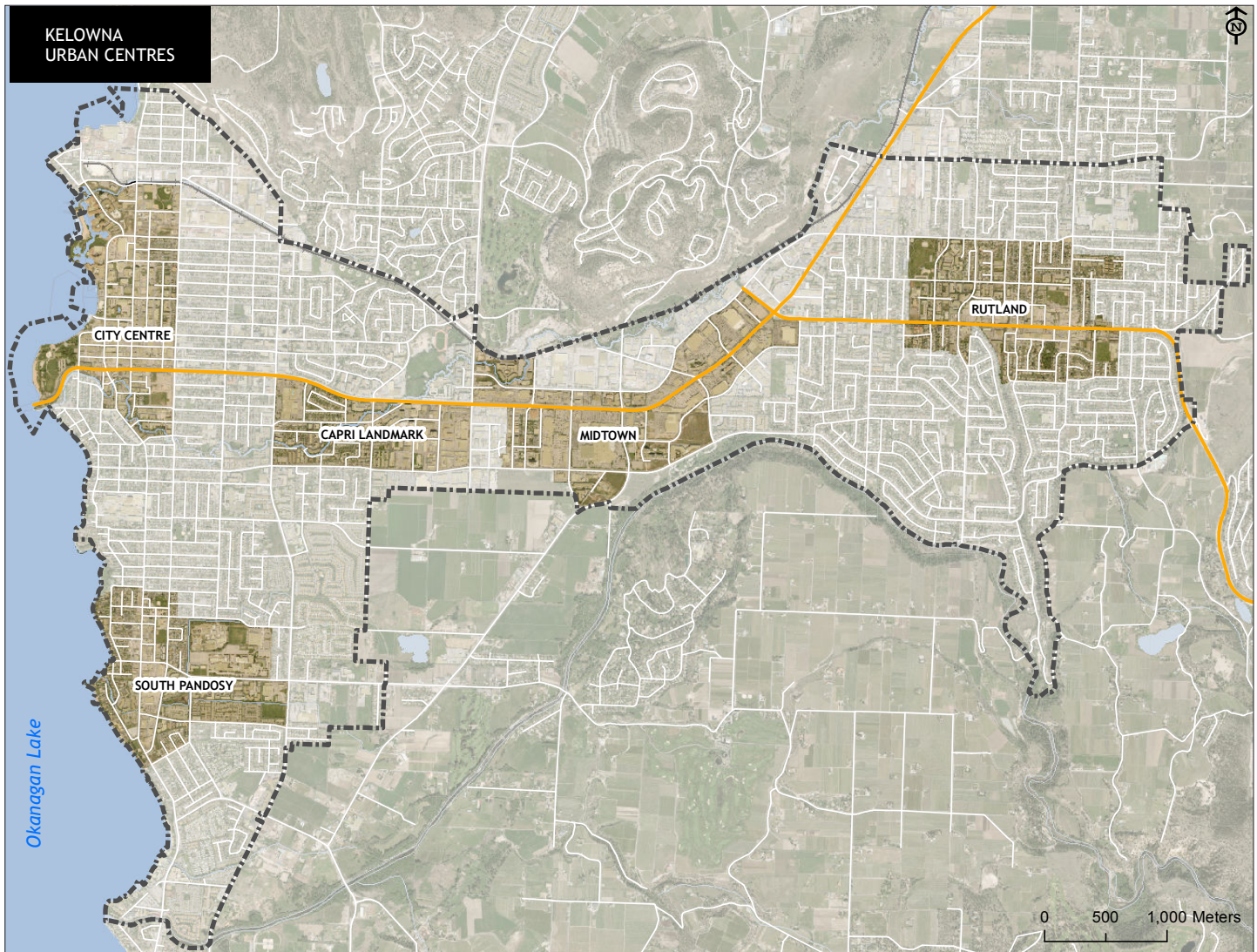
The urban centre phases of change builds upon the information presented and synthesized in the profile to establish three key stages of urban centre development. The strengths and challenges of each urban centre are used to determine the phases of urban centre change: **early**, **developing** and **mature** urban centres. Further, the three stages are used to identify the priority actions or investments associated with each stage of urban

centre development. For example, planning priorities for early stage urban centres will be different than the priorities for planning a more established urban centre. This section will allow for a better understanding of the strategic action required to support the development of urban centres as they transform and evolve through civic investment, development and planning.

This chapter concludes by describing how urban centres are anticipated to evolve and the actions and priorities required to support different phases of urban centre change.

“Major destinations need to be pedestrian friendly with diverse amenities, integrating public spaces and parks that are inclusive. We must celebrate the unique character of our urban centres.”

Stakeholder Workshop Participants Comments



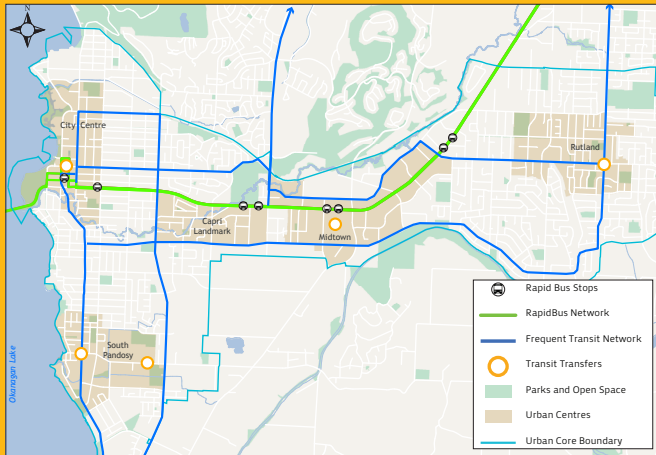
Map of Urban Core and city's five urban centres

Profile of the Urban Centres

The profile provides a snapshot of the current transportation patterns, demographic trends, and development activity in order to understand the community character of the five urban centres. The mapping illustrates important land use and transportation connections for each urban centre. Additionally, mapping highlights areas where gaps may exist and the patterns that could be reinforced when urban centre planning occurs. The mapping also informs possible directions for future revitalization and optimum locations for future growth. Key

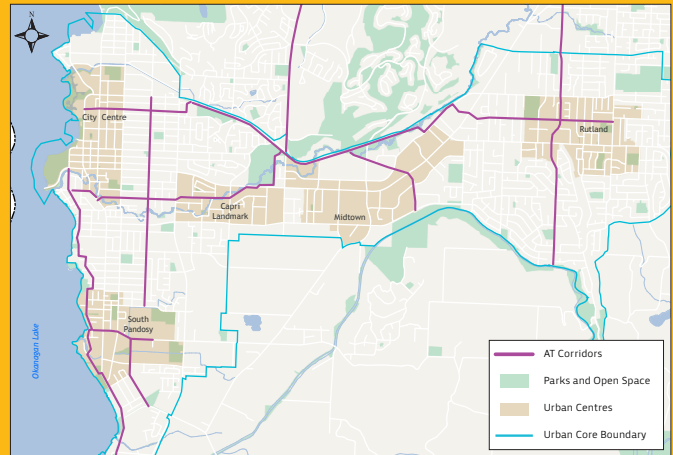
demographic and development trends since 2010 are summarized to understand recent trends shaping the urban centres. Lastly, the relative performance of urban centres is described using key urban centre indicators to understand the differences and commonalities between the urban centres. Overall, this information provides insight as to how urban centres are currently functioning and reviews key areas of consideration for future urban centre planning.

Frequent Transit



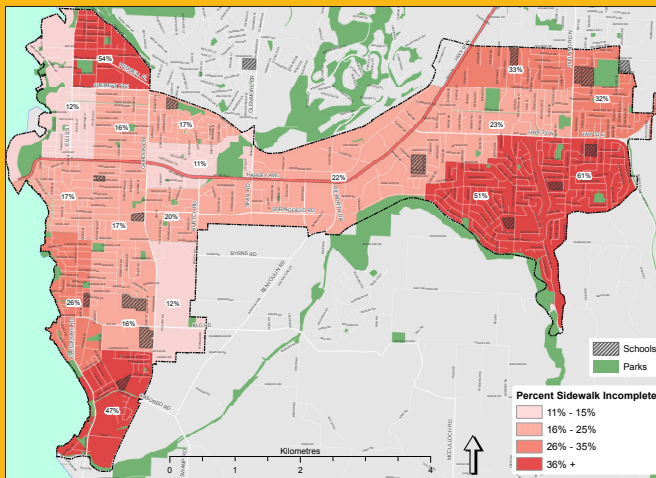
- ▶ This map highlights key transit corridors and transit exchanges, representing the strategic areas for transit-oriented development.
- ▶ Future transit network investments will be prioritized in areas where major concentrations of housing and employment are planned.

Active Transportation



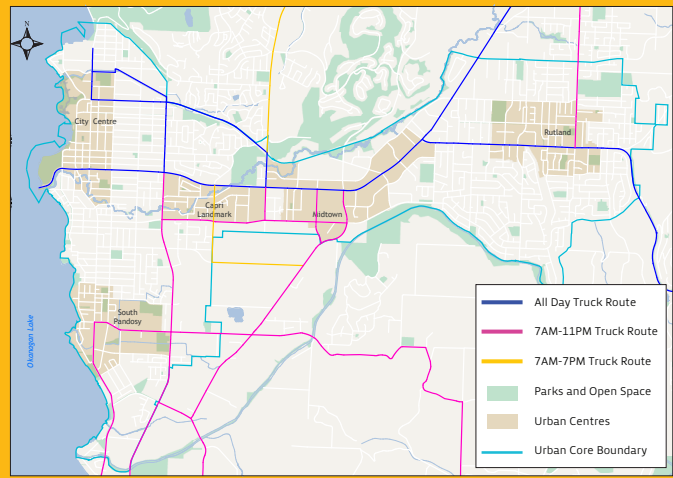
- ▶ The active transportation map highlights the city's Active Transportation Corridors (ATCs).
- ▶ The ATC routes (purple) have the greatest potential of attracting cyclists of all ages and abilities but can only be built at strategic locations due to costs and space requirements.

Walkability Gaps



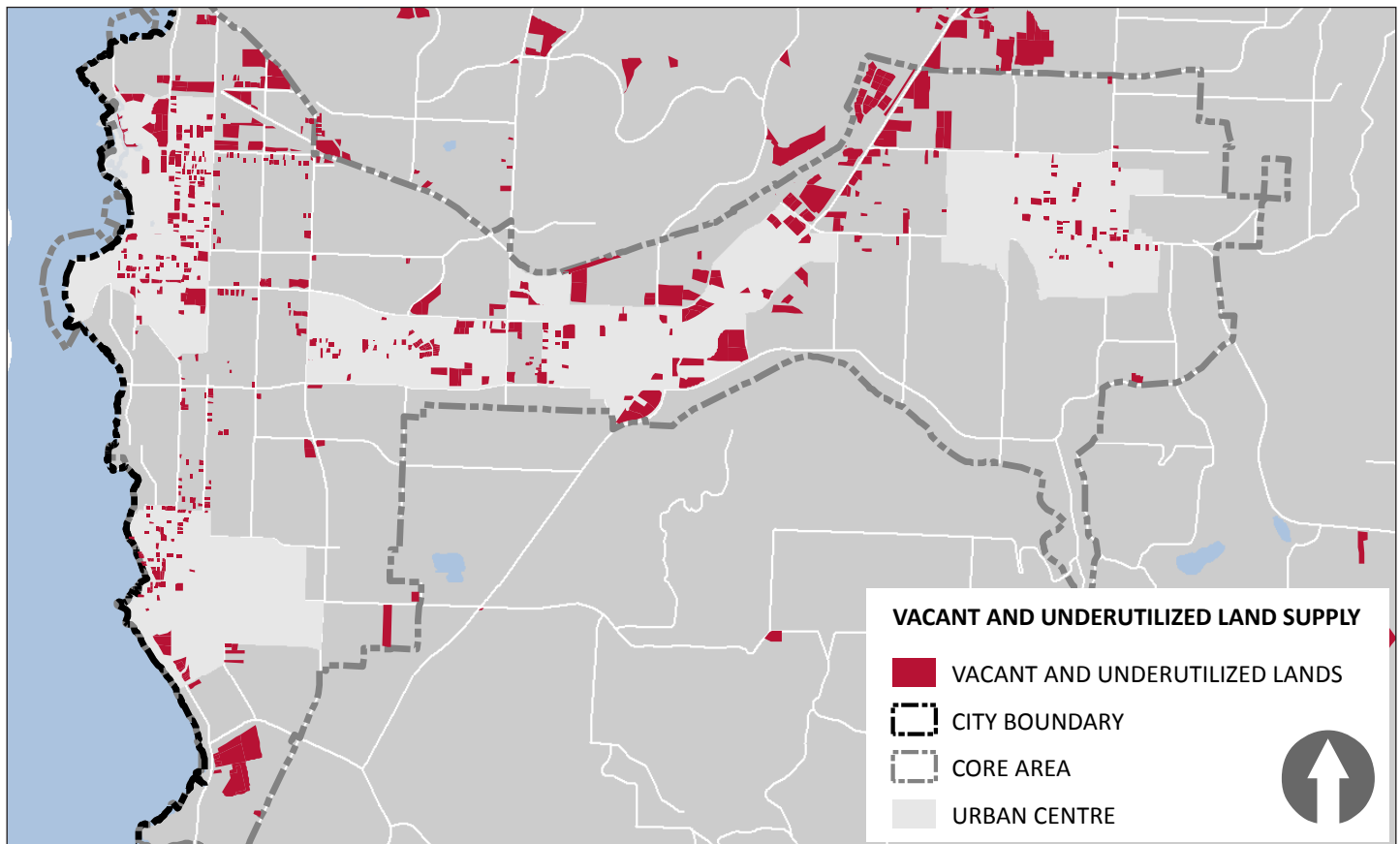
- ▶ The walkability map provides insight into locations of the highest rates of incomplete sidewalks.
- ▶ The mapping reinforces the need for significant improvements in sidewalk construction in all of the urban centres to create walkable and transit-oriented urban centres.

Trucking Routes



- ▶ This map indicates streets with the greatest importance (pink and blue) for moving goods and vehicular traffic.
- ▶ Streets that are not used for trucking activity are better candidates for supporting bicycle routes and traffic calming.

Development Potential



Map of vacant and underutilized parcels in the city's Urban Core and five urban centres

This map shows vacant and/or underutilized parcels of land.¹ Based on a technical analysis of vacant and underutilized parcels, there is capacity to support 11,000 units and 6,500 jobs in the Urban Core. This information reinforces there is ample development potential in the urban centres to support growth in the short-term and long-term.

The urban centres are also well-positioned from a transit perspective with Rapid-bus and frequent transit corridors linking all five urban centres. The urban centres will also be linked by existing or planned ATCs that will form the primary pedestrian and bicycle network as identified by the *Pedestrian*

1. Underutilized Land is developed, yet additional development potential remains based on the future land use goals of the OCP. For this analysis parcels where the building to land value ratio <25% are 'underutilized'. For example, the land value is \$100,000 but the building value is \$25,000 or less.

and Cycling Master Plan. However, large block sizes and discontinuous street networks in several of the centres detract from the walkability of the area; this emphasizes the importance of introducing east-west right-of-ways as redevelopment occurs. The walkability mapping highlights the importance of undertaking frontage improvements as development occurs and the need to prioritize corridors for sidewalk investments.

Overall, each of the urban centres are positioned for intensification, but development contributions and civic investments in the form of new road connections, streetscaping, cycling infrastructure, and public realm improvements are needed to deliver a high quality of life to future residents.

Demographics

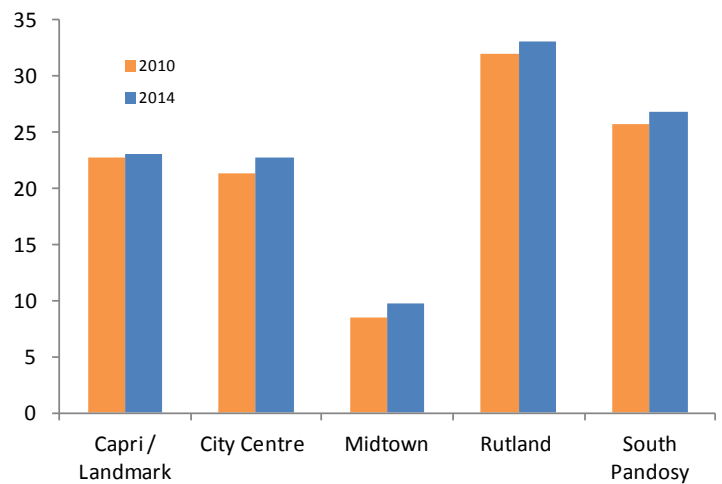
The City of Kelowna grew 3 per cent, from a population of 118,507 in 2009 to roughly 122,000 in 2014. Over the same period, the city's urban centres experienced varying degrees of growth. Midtown and City Centre grew the most, (16 per cent and 7 per cent respectively) while Rutland and South Pandosy saw moderate growth (3 per cent and 4 per cent respectively). Capri-Landmark reported a minor increase.

The population density chart describes the concentration of people per hectare. Population density is an important metric for understanding the viability of various services within an area, such as transit service, retail services, and community facilities. Rutland has the highest population density (33 people/ha). However, Midtown saw the greatest increase in population density (8.5 to 9.8 people/ha). City Centre also saw a substantial increase in population density (21.4 to 22.8 people/ha). South Pandosy saw a 4.3 per cent increase in density (25.8 to 26.9 people/ha). Although, urban centres are adding residents, population densities are well below the benchmarks for complete urban centres suggesting a need for additional residential density.

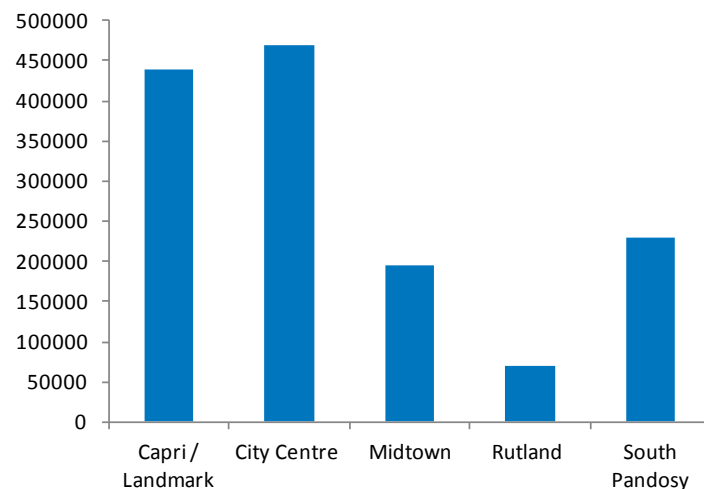
Since 2010, approximately 1.39 million square feet or 73 per cent of commercial development citywide occurred within the urban centres. City Centre and Capri-Landmark accounted for the largest proportion of commercial development (469,269 and 438,396 square feet respectively) over this period. Midtown and South Pandosy also saw a significant amount of commercial development, accounting for 194,873 and 230,039 square feet respectively.

While a substantial amount of commercial development has occurred within the urban centres, building permit information indicates low levels of residential

POPULATION DENSITY (People per hectare)



SQUARE FEET OF COMMERCIAL SPACE (Building Permits 2010-2015)



Landmark Technology Centre has accounted for a significant proportion of commercial development citywide

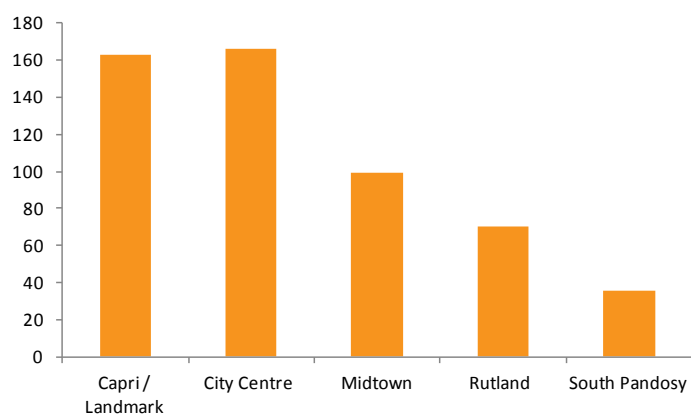


An example of a recent multi-family residential project (Mode) in the Capri-Landmark Urban Centre

development. The chart reflects the number of residential units through building permits from 2010-2015. Much of the land in the urban centres is designated Mixed-use (MXR) to encourage ground floor retail or commercial with floors of residential above. But development in areas designated MXR has taken the form of commercial office space and, in many cases, results in a higher ratio of jobs to residents in a number of urban centres. This trend of commercial development is important to monitor as a strong base of residential density is critical to support the activity and vibrancy associated with successful urban centres.

Overall, residential development in urban centres accounts for only 10 per cent (534 of the 5,330) of units

NUMBER OF RESIDENTIAL UNITS (Building Permits 2010-2015)



developed citywide 2010-2015.

| Urban Centre Metrics | City Centre | South Pandosy | Capri-Landmark | Rutland | Midtown |
|---|---|--|--|--|--|
| Population | 3,791 | 4,184 | 2,249 | 5,607 | 1,846 |
| Population Density (people per hectare) | 22.8 | 30 | 23 | 33 | 9.8 |
| Employment | 10,142 | 3,895 | 8,523 | 1,400 | 6,733 |
| Employment Density (jobs per hectare) | 61 | 25 | 87 | 14.2 | 35.9 |
| Major Parks and Public Spaces | City Park, Waterfront Park, Stuart Park, Rowcliffe Park | Boyce-Gyro Park, Kinsmen Park, Osprey Park, Raymer School, Fascieux Park | Pacific Court Park, Parkinson is just outside boundary of Capri-Landmark | Ben Lee Park, Rutland Centennial Park, Rutland Lions Park, Roxby Plaza | Mill Creek Linear Park, Barlee Park Mission Creek Park is just outside boundary of Midtown |
| Existing Active Transportation Corridors (ATCs) | Cawston Ave Waterfront / Abbott Art Walk | Lakeshore / Abbott KLO | Sutherland | Houghton Hollywood | No ATC exists (Dilworth Planned) |
| Frequent and Rapid Transit Stops | Queensway, Harvey, Pandosy | Pandosy, KLO, Gordon | Harvey, Springfield | Rutland, Exchange, Highway 33, Rutland | Orchard Park, Exchange, Harvey, Springfield |
| Housing Split % (Multi / Single Family) | 88 / 12 | 80 / 20 | 80 / 20 | 76 / 24 | 94 / 6 |

The table (above) describes how each of the urban centres compare to key metrics related to urban centre development. Based on the characteristics of each urban centre, it is possible to understand the general variation among the five urban centres and understand which centres are performing closest to the vision of a dense, amenity-rich urban centre as described by the OCP. For example, City Centre and South Pandosy exhibit many of traits associated with successful urban centres, including access to amenities, residential population, significant employment densities and access to ATCs. In contrast, Midtown exhibits very few

of what are considered to be the characteristics of an urban centre. The area has a low population and lacks amenities and alternative transportation options. Other areas such as Capri-Landmark and Rutland exhibit some characteristics of successful urban centres but lack the balance of employment and population densities associated with successful mixed-use districts. Overall, City Centre is the most complete of the urban centres, but all of the urban centres have different areas of improvement that will need to be addressed to achieve the vision of urban centres described in the OCP.

Current Character

| Urban Centre | Strengths | Challenges |
|-----------------------|--|---|
| City Centre | <ul style="list-style-type: none"> ▶ Proximity to transit exchange ▶ Access to public and open space ▶ Active transportation routes and walkability ▶ Distinct identity ▶ High employment density ▶ Cultural and civic heart ▶ Access to waterfront | <ul style="list-style-type: none"> ▶ Below residential population objectives for downtown ▶ Gaps in sidewalk infrastructure ▶ Highway serves as a barrier ▶ Homelessness ▶ Small lot sizes (Leon Ave and Lawrence Ave) |
| South Pandosy | <ul style="list-style-type: none"> ▶ Vacant parcels at south boundary ▶ Streetscape on Pandosy St ▶ Concentration of distinctive retail ▶ Range of public spaces along lake ▶ Surrounding residential areas ▶ Parking management plan in place | <ul style="list-style-type: none"> ▶ Connections to waterfront from Pandosy St ▶ Low residential density ▶ Lack of east-west cycling connections ▶ Lack of community facilities ▶ East-west transportation connectivity east of Richter St |
| Capri-Landmark | <ul style="list-style-type: none"> ▶ Proximity to frequent transit ▶ Proximity to Parkinson Recreation Centre ▶ Sutherland ATC expansion ▶ High employment density ▶ Capri redevelopment ▶ Commercial nodes along Sutherland | <ul style="list-style-type: none"> ▶ Limited public and open space ▶ Discontinuous street network ▶ Lack of sidewalks and street trees ▶ Large block sizes ▶ Lack of permeable surfaces in Landmark ▶ Lack of pedestrian crossings on arterials |
| Rutland | <ul style="list-style-type: none"> ▶ Access to park space ▶ Recent investments in Roxby Plaza and Rutland Centennial Park ▶ Transit exchange improvements ▶ Community market | <ul style="list-style-type: none"> ▶ Highway 33 bisects the area ▶ Lack of defined core for the area ▶ Walkability of Highway 33 ▶ Pedestrian and cycling connections are limited ▶ Discontinuous street network |
| Midtown | <ul style="list-style-type: none"> ▶ Access to Rapid bus ▶ Major employment centre ▶ Farmers' market ▶ Major opportunity sites for development | <ul style="list-style-type: none"> ▶ Lack of public space and green space ▶ Very poor pedestrian environment ▶ Poor street connectivity ▶ Lack of sense of place |

The Current Character table (above) brings together the information presented in the profile section with additional technical analysis (observations, discussions with staff) to determine the strengths and challenges of the city's five urban centres. This analysis affirms the character of the urban centres, highlighting commonalities and differences of the five urban centres and patterns of transformation in Kelowna. For example, many of the urban centres have started as low-density commercial areas, gradually accommodating more

intensive multi-storey development and residential uses over time. Further, the urban centres display varying degrees of walkability and amenities. Several urban centres are oriented around the automobile (based on street network and roadway design) as other centres are shifting to serve a range of transportation options. The strengths and challenges point to opportunities for revitalization, serving as the basis for the urban centre phases of change section.

Strengths



Pedestrian-oriented streetscape on Pandosy Street



Rutland Lions Park

Challenges



Lack of pedestrian infrastructure in Capri-Landmark



Auto-oriented commercial development in Midtown



Downtown (City Centre) is the premier urban centre and most mature urban centre in Kelowna

Phases of Urban Centre Change

Setting the ultimate vision and key targets for Kelowna's urban centres is foundational for long-term success. Nevertheless, there must be a clear recognition that transformation is not going to happen in the blink of an eye. Rather, urban centres take many years, even several decades, to transform. Transformation can happen in fits and starts, as the effects of economic booms or busts are felt. Progress may at times occur faster than at others, as the impacts of major public or private sector projects are realized; but, in almost all cases, transforming an urban centre is a lengthy process, requiring massive injections of public and private capital, reorganization of services, and social changes. Applying the standards expected in a highly developed

urban centre may not be a productive exercise in a young urban centre. Indeed, at different points in the evolution of an urban centre, different key decisions and interventions are necessary. Being strategic about these decisions and interventions will avoid great frustration, prevent waste of resources, and position Kelowna's urban centres for long-term success.

Each urban centre is at a different stage in their progression toward the OCP's vision of dense amenity rich, mixed-use, and walkable urban places. Accordingly, it's important to understand the phase (early, developing, or mature) of urban centre development as a key indicator to determine the required actions, policies and investments.

Three broad categories have been created to help understand in what phase each urban centre is found:

Early

Urban centres in their nascent stage of development may hardly be recognizable as distinct centres. They may simply be significant concentrations of employment.

In the early stage of development, urban centres are characterized by:

- ▶ Low density development, often single-storey
- ▶ Dominated by a narrow range of uses (shopping mall, industrial complex, office park)
- ▶ Lack of public parks and public spaces
- ▶ Limited array of services and amenities to meet daily needs (e.g.: grocery store)
- ▶ Underdeveloped or poorly connected road networks
- ▶ Auto-dominated with limited access for transit or active modes of transportation

Developing

Urban centres showing clear signs of becoming vibrant and engaging places. While there may be significant progress yet to be made, both public and private investments are beginning to transform the centre.



Capri-Landmark is at the Early phase of development

In their developing stage, urban centres are characterized by:

- ▶ Low to medium density development, with multi-storey development being the norm
- ▶ A mix of residential and employment generating uses, even though the balance may not be ideal
- ▶ Predominantly auto-oriented transportation network, but reasonable provision is made for transit and active modes
- ▶ A more connected and continuous road network allows new development to build a stronger relationship to the street
- ▶ At least one definable public gathering space
- ▶ A modest array of services and amenities to meet the daily needs of residents

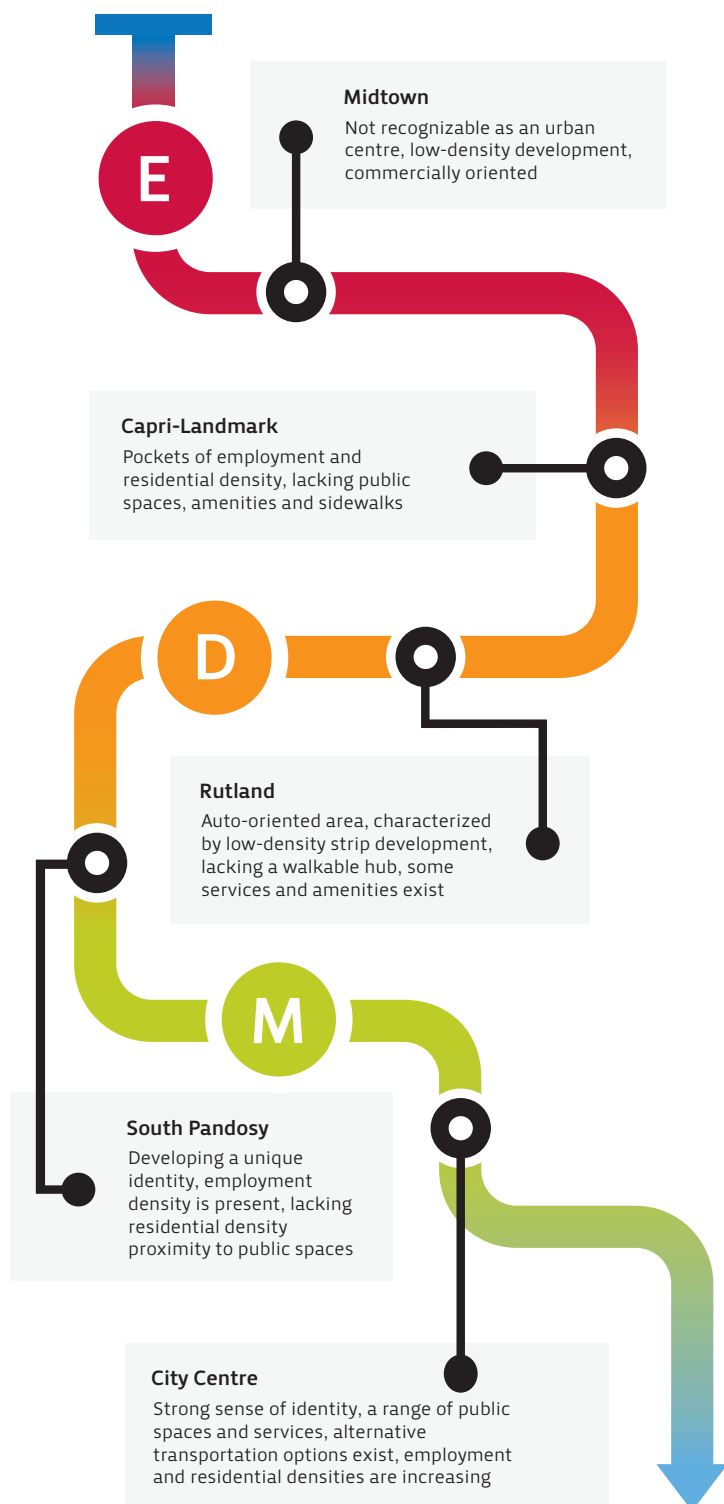
Mature

Mature urban centres have achieved high standards in many, if not most, of the key elements of what makes great urban centres.

Mature centres demonstrate many of the hallmarks of what people associate with the term “downtown”, having key characteristics that include:

- ▶ Medium to high density development, with predominantly multi-storey development, including some high-rise/tower development
- ▶ A healthy and balanced mix of residential and employment generating uses
- ▶ A rich array of services and amenities
- ▶ Multiple, high-quality public gathering places
- ▶ A balanced transportation system that prioritizes pedestrian, transit and active transportation modes
- ▶ A connected and continuous road network that is easy and efficient to navigate
- ▶ A strong sense of place

The phases of change can be applied broadly to Kelowna's five urban centres as shown in the graphic below.



Early

Urban centres in their nascent stage of development may hardly be recognizable as distinct centres. They may simply be significant concentrations of employment.

Developing

Urban centres showing clear signs of becoming vibrant and engaging places. While there may be significant progress yet to be made, both public and private investments are beginning to transform the urban centre.

Mature

Mature urban centres have achieved high standards in many, if not most, of the key elements of what makes great urban centres. They demonstrate many of the hallmarks of what people associate with the term "downtown"

The three phases of urban centre change can now be used to identify what strategic investments and key decisions will be most useful at each stage.

| Phase of Development | Key Decisions or Actions |
|----------------------|---|
| Early | <ul style="list-style-type: none"> ▶ Identify an improved transportation/road network for acquisition during development ▶ Advocate for the inclusion of some residential development near transit ▶ Plan and budget for improvements to public space (e.g.: parks and plazas) ▶ Plan and budget for improved transit and infrastructure to encourage walking and cycling ▶ Plan and budget for key municipal services (e.g.: rec facilities) ▶ Work with other levels of government to plan for other key services (e.g.: schools) |
| Developing | <ul style="list-style-type: none"> ▶ Establish budgets and require contributions from developers to acquire identified road dedications through new construction to achieve a more connected transportation/road network ▶ Address deficiencies in the existing road network and plan for their improvement ▶ Seek through development to improve the balance between residential and employment generating development (enhance residential) ▶ Determine priority areas for streetscaping and seek partnerships with developers ▶ Identify land acquisition options for affordable housing ▶ Encourage new development to be multi-storey and to address the street ▶ Invest in improved transit and infrastructure that makes walking and cycling easy ▶ Establish parking management plan, bring in metred parking and on-street parking ▶ Construct a central public gathering space ▶ Acquire any land necessary to deliver key municipal services in the future |
| Mature | <ul style="list-style-type: none"> ▶ Consider high-density residential or mixed-use development only near frequent transit and key transportation infrastructure ▶ Ensure the highest attention to design in relation to architecture and the public realm ▶ Consider the balance of residential and employment generating uses ▶ Continue investing in improved transit and active transportation corridors ▶ Invest in other key public spaces and streetscaping ▶ Determine needs for programming to animate public space ▶ Establish structured parking facilities, expand on-street metred parking ▶ Construct the facilities necessary to deliver key municipal services ▶ Determine areas where reduced parking requirements are viable based on alternative transportation options ▶ Implement strategies to support affordable housing |

The phases of change establishes that each of the urban centres is at a slightly different stage in its progression toward the vision in the OCP. Consequently, each urban centre will have different planning priorities or expectations in terms of civic investment and private development depending on its phase of development. Early urban centres require plans for key elements such as road network and public space to establish the foundation of a livable urban centre as development

and investment occurs. In developing urban centres, acquisition of land for road networks and parks are critical activities to complement development. Lastly, mature urban centres require an emphasis on high-density development, amenities and a balanced approach to transportation planning. Overall, the urban centre phases of change establishes the key priorities and expectations for urban centres as they transform over time (see implementation chapter for detail).

PLANNING PROCESS

02

BACKGROUND

PLANNING PROCESS

PRINCIPLES & TARGETS

IMPLEMENTATION

Building buy-in on the goals for urban centres with community & staff

The *Urban Centres Roadmap* project followed a multi-phase process to ensure the development of principles and targets that reflect both local priorities and best practices in urban centre development. To ensure the principles and targets for great urban centres reflected the Kelowna context, extensive stakeholder and staff engagement was incorporated to complement best practices research. Key representatives from the development and design community, public health professionals, local business commission representatives, and academics participated in three interactive workshops to develop, to refine and to review the principles and targets for urban centre development. Representatives from a range of City departments (transportation, infrastructure planning, urban planning, operations, etc.) also participated in

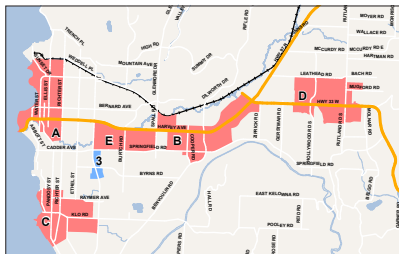
the development and refinement of the *Urban Centres Roadmap* document at various stages of the process. Also, a third party objective peer-review was conducted by Sustainability Solutions Group (SSG) to affirm the direction of the draft principles and targets reflected best practices in urban centre planning. The timeline on the next page highlights the involvement of staff, council and community partners in the development of the roadmap, ensuring there is a shared commitment to making Kelowna's urban centres hubs of economic activity and urban livability. Overall, the *Urban Centres Roadmap* is the product of an incremental and collaborative process to arrive at a clear direction that will guide urban centre revitalization for years to come.



“Flexible and inclusive public spaces and areas with a mix of integrated uses that have a distinct sense of place”

Stakeholder Workshop Participants Comments

Timeline



Stakeholder Session 2 September 2015

Stakeholders convened again and reviewed draft principles and refined the preliminary performance targets



Council Report June 2015

Staff updated council on the overall project timeline and key goals of the *Urban Centres Roadmap*

SSG Peer Review November 2015

Sustainability Solutions Groups conducted a peer-review of the draft principles, policies and targets to ensure Roadmap work reflected best practices

Stakeholder Session July 2015

A range of subject-area experts participated in the development of the planning and design principles (core ingredients of great urban centres)

Happy City Workshop October 2015

Staff worked with Charles Montgomery and delegates from the Creative Cities Summit to test draft principles as part of an intensive city planning workshop



Staff Consultation Session

Community Planning and Policy and Planning staff brainstormed preliminary principle and target ideas

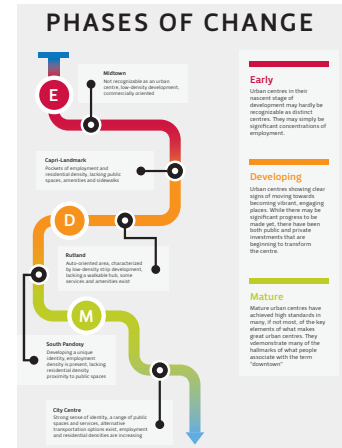


DRAFT PRINCIPLES & TARGETS ENDORSED BY COUNCIL

Council Report December 2015

Staff presented the draft targets and principles for Council endorsement and received direction to move forward with next steps of project

Staff Review February 2016
Representatives from all relevant departments provided final comments on principles, policies and targets reflecting input from Council and stakeholders



Council Report May 2016

Staff provided an update to Council on key actions taken since December 2015 and reviewed the approach for prioritizing urban centre planning

Council Report July 2016

Staff presented the final *Urban Centres Roadmap* report for final adoption

Stakeholder Session January 2016

Subject-area stakeholders reviewed and refined final principles, policies and targets and identified strengths, weakness and key gaps in the strategy

**PRINCIPLE 3
PROMOTE VITALITY THROUGH
A MIX OF LAND USES**

Why A mix of land uses if appropriately configured can create a "critical mass" to support retail services and local shopping, as well as pedestrian access to parks and community facilities. A mix of uses along key streets ensures activity and vitality at different times, enhancing their safety and economic function.

Policies

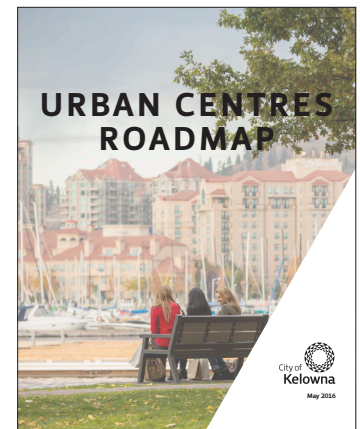
1. Promote a mix of land use that encourages activity at different times of the day and serves a full spectrum of needs.
2. Ensure high-density residential projects are concentrated in areas where frequent transit is planned.
3. Provide a range of local services and amenities within walking distance.
4. Promote active street life on designated retail corridors by requiring active commercial uses on the ground floor of buildings.
5. Support temporary uses to animate public spaces and streets.
6. Include uses and services that meet the needs of all community members.

Targets

- A. Encourage 150-250 people and jobs combined per ha (gross land area) with a ratio of 2:3 people to jobs.
- B. Encourage a variety of activity (housing, services, amenities, public space) within 400m or a 5 minute walk.
- C. On all designated retail corridors provide an active commercial space on the first floor that occupies a minimum of 90% of the ground floor frontage.
- D. Encourage 1.5 square metres of local retail space per household (for e.g. 2,000 households support 3,000 sq metres of local retail within a radius of 30m).

Urban Centres Roadmap
Stakeholder Drop-in Session
January 27, 2015

City of Kelowna



PRINCIPLES & TARGETS

03

BACKGROUND

PLANNING PROCESS

PRINCIPLES & TARGETS

IMPLEMENTATION

Establishing the core ingredients for complete urban centres in Kelowna

The principles, policies, and targets outline the range of conditions needed to create vibrant and complete urban centres. This part of the *Urban Centres Roadmap* was developed in consultation with a range of subject area experts to ensure the principles and targets reflect local priorities. The principles and targets also reflect a comprehensive review of best practices in urban centre development, ensuring the *Urban Centres Roadmap* goals reflect the latest thinking in urban centre planning. The principles (listed adjacent) flow from the high level vision and goals in the Official Community Plan 2030. The targets relate to the principle, and translate them into an outcome that is measurable and enforceable. The targets will be used to guide future urban centre planning, providing direction on land use-mix and density, urban design, public space planning and transportation planning. These principles and targets will build consensus internally within the City and externally in the community, eliminating the need to establish a new set of objectives and goals for each of the urban centre plans as they are advanced in the coming years. The principles, policies and targets reinforce the importance of developing and maintaining the city's urban centres to a higher standard than other areas of the city.

Principles for Urban Centre Development

- ▶ **Principle 1:** Mix it Up
- ▶ **Principle 2:** Places for People
- ▶ **Principle 3:** Healthy Housing Mix
- ▶ **Principle 4:** Social Spaces
- ▶ **Principle 5:** Placemaking
- ▶ **Principle 6:** Going Green
- ▶ **Principle 7:** People First Transportation
- ▶ **Principle 8:** Make it Walkable

OCP 2030 Vision for Urban Centres

A vibrant, amenity-rich area wherein different land uses frequently occur within the same building and almost always occur within a one-block area. Urban centres contain a variety of housing types, the presence of which contributes to social diversity. Urban centres are highly urbanized, pedestrian-friendly environments that draw people for work, shopping, and recreation from a broad community of approximately 25,000 residents living within approximately 2 kilometres.

Mix It Up

Promote Vitality Through a Mix of Land Uses

Mix It Up Policies

Policy 1: Promote a mix of land use that encourages activity at different times of the day and serves a full spectrum of needs

Policy 2: Encourage a significant residential population to ensure viable local services and amenities

Policy 3: Ensure that high-density residential developments are sited in close proximity to frequent transit corridors

Policy 4: Promote active street life on retail corridors by requiring active commercial uses on the ground floor of buildings

Policy 5: Support temporary uses to animate public spaces and streets

Mix It Up Targets

Target 1: Encourage 150-250 people and jobs combined per hectare (gross land area) with a ratio of 2:1 people to jobs

Target 2: Encourage a variety of activity (housing, services, amenities) within 400 m or a 5 minute walk

Target 3: On all designated retail corridors provide an active commercial space on the first floor that occupies a minimum of 90 per cent of the ground floor frontage

Target 4: Encourage 1.5 square metres of local retail space per household (for e.g. 2,000 households support 3,000 square metres of local retail within a radius of 3kms)



Photo from D'Ambrosio Architecture+Urbanism

Why Mix It Up?

A mix of land uses can create a “critical mass” to support local services such as transit, retail as well as pedestrian access to parks and community facilities. A mix of uses along key streets ensures activity and vitality at different times, which enhances safety and economic benefits.



Places for People

Encourage Building and Street Proportions that are Inviting for People

Places for People Policies

Policy 1: Ensure streets are included as part of the urban design planning, with inviting sidewalks, landscaping and street furnishings

Policy 2: Promote accessibility by providing a seamless pedestrian experience as people move from the sidewalk to building entrances

Policy 3: Ensure streetwall heights and setbacks relate to the width of the right-of-way on designated retail streets

Policy 4: Promote developments with a consistent streetwall height and setback

Policy 5: Enhance the connection between the ground floor commercial spaces and the public realm through a well-defined ground floor facade and generous ground floor building heights

Places for People Targets

Target 1: On designated retail streets establish a 0.75:1 ratio between streetwall height and width of the right-of-way, utilizing setbacks for storeys above streetwall height.

Target 2: On designated retail streets ensure there is no grade change between sidewalk and building entrances.

Target 3: On designated retail streets ensure zero lot line development

Target 4: On designated retail streets encourage ground floor height of four metres

Target 5: On designated retail streets encourage a minimum of six metres for the pedestrian and landscaping zone (from building edge to curb)

Note: The term streetwall refers to the portion of a building elevation that faces an adjacent street at the lower levels, and helps define and frame the public realm of the street.



Why Create Places for People?

The quality and arrangement of physical elements such as building and streets contribute to the ability of spaces to be distinct, recognizable, and memorable. The careful design of the spaces between buildings and streetscapes can create well defined spaces that encourage walking and vitality.



Photo from D'Ambrosio Architecture+Urbanism

Healthy Housing Mix

Ensure a Diversity of Housing types

Healthy Housing Mix Policies

Policy 1: Promote affordable housing in areas that are well served by transit service and are in close proximity to services and amenities

Policy 2: Promote a mix of unit types, building form and tenure in multi-family residential developments

Policy 3: Consider partnerships with non-profits, community land trusts and cooperatives to encourage affordable housing options for all residents

Policy 4: Encourage multi-family buildings in areas with schools and parks to contain ground-oriented units and family-oriented units

Healthy Housing Mix Targets

Target 1: Encourage affordable housing in areas within 400 m of transit exchanges or Rapid-bus stops

Target 2: Work toward 80 per cent in the form of apartments with 20 per cent of these in the form of ground-oriented units (townhouses, attached housing)

Target 3: Encourage 20 per cent of units in new multi-family developments to be family-oriented (3 bedrooms)



Why Create a Healthy Housing Mix?

Communities that meet the full spectrum of housing needs are more livable, more economically competitive and more resilient. A range of housing allows for the economic transitions that individuals experience over the course of their lives. As Kelowna's urban centres densify it is critical that a range of housing types are provided.



Social Spaces

Establish Flexible Public Spaces that Promote Social Interaction

Social Spaces Policies

Policy 1: Provide a range of public spaces for residents, visitors and employees in areas with high residential and employment densities

Policy 2: Encourage private developments to provide amenities that are open and accessible to the public

Policy 3: Ensure the design and mix of public spaces support opportunities for recreation and public life

Policy 4: Ensure all residents are within walking distance of an inviting public space

Policy 5: Support temporary projects and programming to animate key public spaces

Policy 6: Explore opportunities for reconfiguring the use of existing public spaces to increase activity and respond to evolving community needs

Social Spaces Targets

Target 1: Ensure all residents are within 400 m or a 5-minute walk of a public space (e.g.: neighbourhood park)

Target 2: Establish at least one central public plaza or square for community gathering in each urban centre

Target 3: Ensure each urban centre contains a diversity of public spaces, including at least one city-wide or community park for recreation



Why do Social Spaces Matter?

Access to public spaces enables formal and informal opportunities for the public to gather, thereby facilitating social interaction and improving well-being. In addition, proximity to public spaces is consistently associated with higher rates of physical activity.



Placemaking

Promote Local Character and Sense of Place

Placemaking Policies

Policy 1: Establish a design vision that announces key landmarks and destinations

Policy 2: Create a strong sense of identity in public spaces by drawing upon images from Kelowna's natural and cultural landscapes

Policy 3: Encourage local programming for public spaces to promote use and activity

Policy 4: Encourage a sense of unity and identity on key corridors while limiting the amount of monotony

Policy 5: Encourage public art in conjunction with major public and private developments

Note: This principle does not effectively translate into performance targets. Future urban centre planning should establish design guidelines to articulate the design vision for the area.



Why is Placemaking Important?

The design of buildings, public spaces and streets plays a major role in shaping the identity of a place. The local geography, climate, history and culture should be reflected in the spaces we plan and design to differentiate, define and celebrate the local identity of communities.



Going Green

Design for Environmental Resilience

Going Green Policies

Policy 1: Establish integrated green corridors that use greenways to link watercourses, green space and natural vegetation

Policy 2: Support innovative storm-water management to increase permeable surfaces and groundwater retention

Policy 3: Promote opportunities for small scale urban food production when compatible with neighbourhood

Policy 4: Promote green building approaches (e.g. LEED and Passive House) to reduce environmental footprint of development and to allow for future integration of renewable energy systems

Policy 5: Promote opportunities for district energy systems where densities and occupancies create an economic and environmental rationale

Policy 6: Establish building and street orientations that allow for reduced energy use through passive building design strategies

Going Green Targets

Target 1: Encourage a community garden space within 400 m of all residents

Target 2: Encourage 20 per cent tree canopy coverage within each urban centre

Target 3: Achieve energy savings of 20 per cent below ASHRAE* standards by incorporating building orientation and whole building design through the planning and development of urban centres

*Note: ASHRAE is the American Society of Heating, Refrigerating and Air-Conditioning Engineers building energy standards



Photo from D'Ambrosio Architecture+Urbanism

Why Go Green?

The integration of parks, community gardens, greenways, and waterways improves access to green spaces and results in a cleaner and more attractive urban centre. Also, by incorporating passive building techniques and green building systems, energy use and emissions can be reduced.



People First Transportation

Prioritize Alternative Transportation Options and Connections

People First Transportation Policies

Policy 1: Ensure future high-density housing and major employment areas are within walking distance of frequent transit service

Policy 2: Provide a comprehensive network of Active Transportation Corridors (ATC) and linear parks that provide a high sense of safety and comfort for all ages and abilities

Policy 3: Follow complete street design principles in all transportation projects for pedestrian and cycling safety

Policy 4: Support narrow lane widths to decrease traffic speeds and provide greater space for pedestrian and cycling infrastructure

Policy 5: Reduce the supply of off-street parking to promote alternative forms of transportation

Policy 6: Promote adequate supply of short-term visitor parking through parking management

Policy 7: Consider reductions in minimum parking requirements where higher order ATC facilities and frequent transit are in close proximity

People First Transportation Targets

Target 1: Ensure 90 per cent of residents and jobs are within a five minute walk of Rapid Bus stop or frequent transit stop

Target 2: Ensure 90 per cent of residents and jobs are within a five minute walk of a north-south and east-west Active Transportation Corridor (ATC)

Target 3: Limit vehicle lane widths on roads as per Bylaw 7900 standards

Target 4: Establish minimum bicycle lane widths of 1.8 m and designs that reduce dooring hazards

Target 5: Maintain 80 per cent occupancy rate for short-term visitor parking in retail areas

Target 6: Explore the use of 30 or 40 km/hr zones



Why Put People First?

Urban centres where walking, cycling, car-sharing and transit are viable options are supportive of physical activity. Furthermore, by focusing less on traffic flow and more on creating places that support alternative forms of transportation, levels of pedestrian safety increase, economic opportunities are enhanced and social interaction is encouraged.



Make it Walkable

Create Streets and Blocks that are Walkable and Comfortable for all Pedestrians

Make it Walkable Policies

Policy 1: Encourage street networks, lanes and mid-block pathways that improve pedestrian connectivity

Policy 2: Ensure the design of sidewalks, intersections and crossings are safe and accessible for all users

Policy 3: Encourage sidewalk designs that integrate landscaping and street furnishings to create a comfortable buffer from traffic

Policy 4: Explore shared-use street design in areas with high pedestrian traffic and low traffic speed

Make it Walkable Targets

Target 1: As redevelopment occurs, require short blocks with vehicular streets every 250 m and walking and cycling connections every 150 m

Target 2: Require mid-block pedestrian crosswalks on blocks longer than 250 m

Target 3: Ensure all roads in urban centres are accessible with urban braille at intersections

Target 4: On all collectors or arterials ensure sidewalks are buffered from the road by landscaping, of which 2.5 m must be unobstructed

Target 5: Establish a street network with 0.8 intersections per hectare

Target 6: Establish sidewalks and street trees on both sides of all streets as per Bylaw 7900 standards



Why Make it Walkable?

Urban Centres that are walkable and accessible are by definition more equitable, allowing all people to move safely and comfortably about their neighbourhoods. Also, compact areas with sidewalks and pedestrian-oriented streetscapes are more likely to have higher property values and attract higher commercial rents.





Conclusion

The principles, policies, and targets outline the range of conditions needed to create a vibrant and cohesive urban centre. Great urban centres have a distinct sense of identity and are places where design, land uses and transportation planning are carefully considered. The development of complete urban centres is not merely the application of the principles and targets in a formulaic manner. Instead, they integrate the ideas articulated in the principles and targets in a holistic and creative way that responds to the local conditions and opportunities. The principles and targets reflect best practices in urban centre development and local

priorities, ensuring the *Urban Centres Roadmap* goals relate to Kelowna as well as global shifts in urban centre development.

IMPLEMENTATION

04

BACKGROUND

PLANNING PROCESS

PRINCIPLES & TARGETS

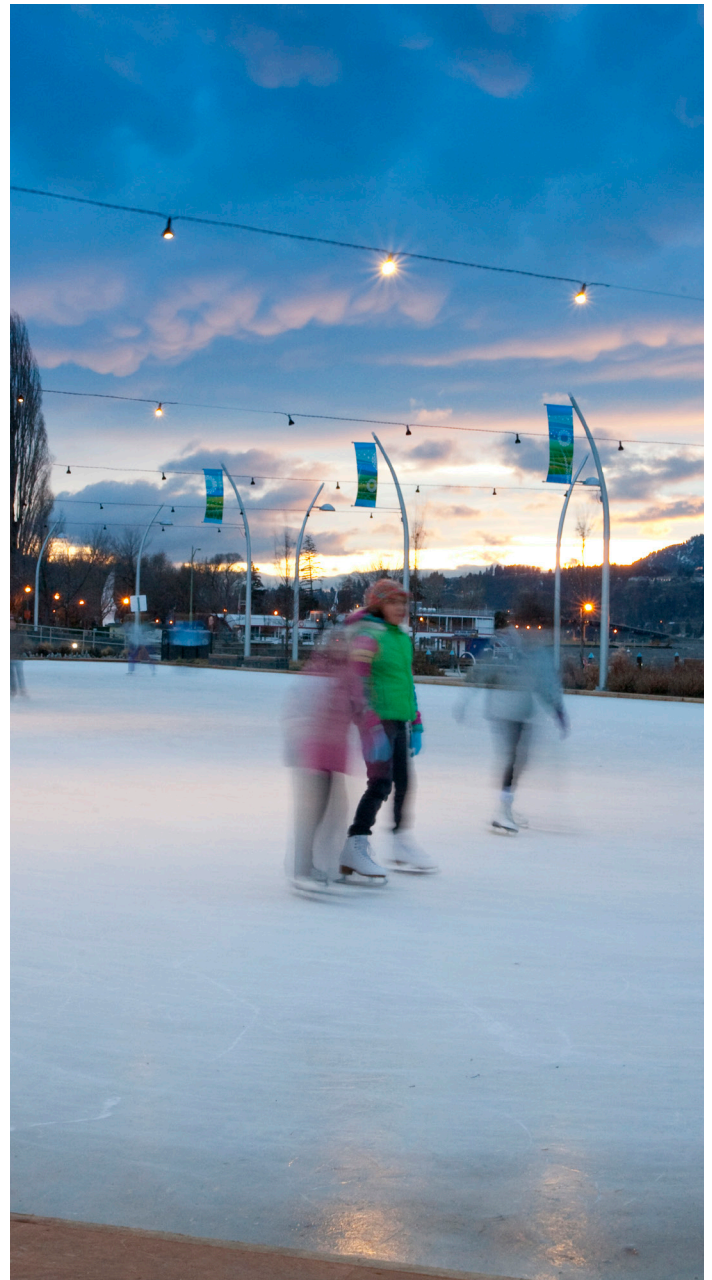
IMPLEMENTATION

Great urban centres are the result of years of layering and change

Although future urban centre planning will be the major way the Roadmap principles and targets are used, each of the urban centres will continue to transform as development projects come forward. In fact, future success will be influenced by how effectively staff are able to operationalize the targets and principles in the short-term. For example, how can urban planners and development engineers use performance targets as they assess development applications in the urban centres? As developers come forward with preliminary concepts, the Roadmap principles, policies and targets can provide constructive criticism at the pre-application stage. Additionally, capital planning of civic investments provides another opportunity to use the principles and targets to prioritize investment in the five urban centres. This section describes a tool that will assist staff and applicants to integrate the key ideas of the *Urban Centres Roadmap* in future development projects.

“ We need to build on the potential that is there, make sure each centre has a heart or focus area.”

Stakeholder Workshop Participant



Urban Centre Redevelopment Toolkit

The revitalization of the city's urban centres will take place incrementally as projects of different scales are completed. Smaller infill projects will add density and provide opportunities for frontage improvements. Mid-sized projects where lot assemblies occur can transform streetscapes and increase the number of people living and working in the urban centres. Major “game-changer” redevelopments will present generational opportunities for growth and will be catalysts for improved street network connectivity and public space investments. This toolkit outlines the unique opportunities for the transformation of the city's urban centres as development occurs. Each site, depending on the scale of the development and phase of development of the urban centre offers different opportunities to apply the targets of the *Urban Centres Roadmap*.

Type 1 Infill Projects

As urban centres redevelop, significant change will occur as individual lots are redeveloped. In many cases, this will take the form of the redevelopment of a vacant or underutilized lot or the subdivision of a large lot. Sensitive infill projects can fill gaps along streetscapes and introduce development that complements the vision for the area.

Key considerations

- ▶ *Appropriate occupancies:* On designated retail corridors, encourage retail at-grade with residential above to enhance residential density and activate the street. If the street is primarily residential consider ground-oriented residential.
- ▶ *Urban form on the street:* If the streetwall is well defined, utilize a zero lot line to reinforce the existing pattern. If a consistent streetwall is not present, introduce building form that relates to the street.



Example of a possible infill site

- ▶ *Make it walkable:* Assess the need for frontage improvements based on the current and future streetscape goals of the area. Identify options to enhance the pedestrian zone and increase the number of street trees.
- ▶ *Ensure an active and clearly designed building base:* Encourage four metre ground floor heights and a podium design for taller buildings. Step back upper storeys to improve the relationship of the building with the street. The ground floor must have active uses where it is fronting the street and not just blank walls.



The Sole Building on St. Paul St is an example of a successful Infill Project, Photo Courtesy of Edgcombe Builders Group

| Priorities for Early Stage Urban Centres (Midtown, Capri-Landmark, Rutland) | Priorities for Developing Urban Centres (South Pandosy) | Priorities for Mature Urban Centres (City Centre/Downtown) |
|--|--|--|
| <ul style="list-style-type: none"> ▶ Encourage an urban form that relates to the street, establish a consistent streetwall ▶ Require frontage improvements, including street trees to enhance pedestrian environment ▶ If surface parking remains, site at the rear and ensure adequate landscaping | <ul style="list-style-type: none"> ▶ Consider potential for mixed-use if located on retail corridor ▶ Screen parking with commercial or retail at-grade to ensure active uses at ground floor ▶ If streetwall is already defined, encourage a zero lot line ▶ Encourage street trees and transit shelters if needed as frontage improvements are completed | <ul style="list-style-type: none"> ▶ Ensure residential use is included in development of site, encourage proportion of units to be family friendly (three bedrooms) ▶ Secure a minimum of four metre in terms of ground floor height as part of podium design with active use on ground floor and upper storeys stepping back ▶ Emphasize high-quality design and architecture that complements the street |

Type 2 Mid-Sized Projects

Medium scale projects are large lot subdivisions or lot assemblies that allow for the highest and best use of land. For example, an intensification project where several smaller lots are assembled can result in a apartment building or commercial tower, thereby changing the pattern of development dramatically. Overall, mid-sized projects bring density into urban centres and shifts streets from their existing character to their future character.

Key considerations

- ▶ *Appropriate occupancies:* Achieving moderate to high residential densities on sites designated for mixed-use residential will be fundamental to realizing the goal of dense and livable urban centres. Each project must complement the density targets for the urban centre. Assess the potential for retail at-grade or ground-oriented residential.
- ▶ *Urban form on the street:* If the streetwall is well defined, encourage a zero lot-line design to reinforce the existing streetwall. On larger buildings, consider a mid-block public space component to break up a long horizontal dimension of a building facade.
- ▶ *Ensure an active and engaging building base:* Encourage four metre ground floor heights and podium design to integrate taller buildings with street. On sites where there is significant height, step back upper storeys. Consider potential for retail at-grade to activate ground floor fronting the street.



Example of a possible mid-sized development site

- ▶ *Make it walkable:* Create a continuous sidewalk with street trees. Use setbacks if additional space is required to accommodate street trees and desired sidewalk design. Explore potential for mid-block pedestrian pathway or connection on blocks longer than 250 m.
- ▶ *Utilize passive design:* The buildings can be oriented (east-west) to support passive solar. Also, siting taller buildings to the north preserves solar gains at south and north edges of the site.



The Mode on Dickson Ave is an example of a mid-sized project. Five lots were consolidated in an early stage urban centre.

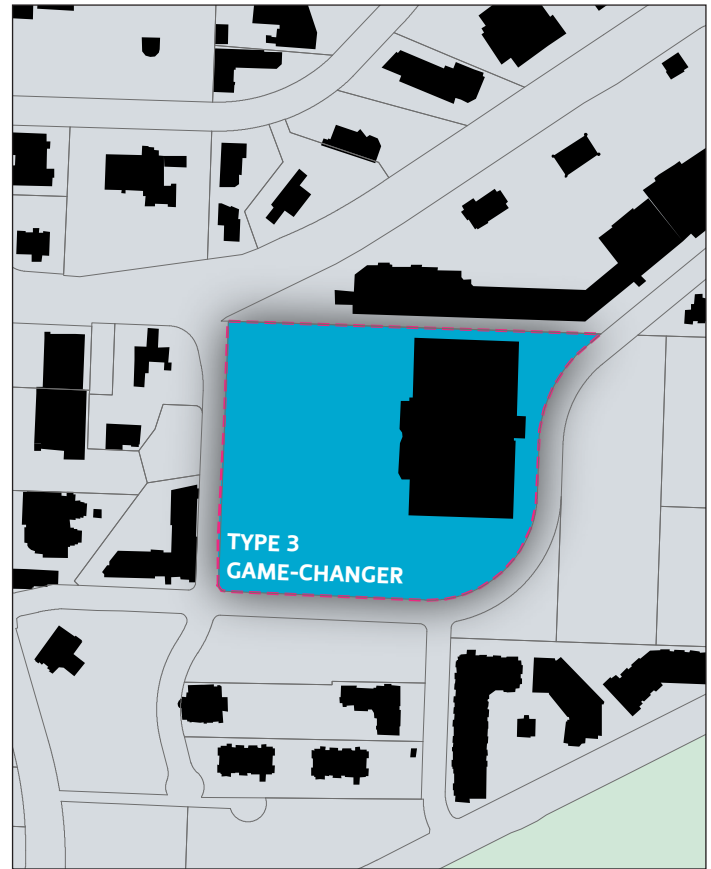
| Priorities for Early Stage Urban Centres (Midtown, Capri-Landmark, Rutland) | Priorities for Developing Urban Centres (South Pandosy) | Priorities for Mature Urban Centres (City Centre/Downtown) |
|--|---|---|
| <ul style="list-style-type: none"> ▶ Improve urban form of the area by encouraging multi-storey building with strong relationship to the street ▶ Ensure sidewalks and street trees are added through frontage improvements ▶ Shift surface parking to rear of the site | <ul style="list-style-type: none"> ▶ Enhance residential density through mixed-use buildings with commercial or retail at-grade and residential above ▶ Encourage parking to be screened and not visible from the street ▶ Look at opportunities for frontage improvements and a mid-block public space to break up a long horizontal facade | <ul style="list-style-type: none"> ▶ Encourage a high level of urban design and architecture for buildings and public realm to enhance pedestrian environment ▶ Encourage a proportion of housing units as ground-oriented and family friendly (3 bedroom) ▶ Explore opportunities to improve street connectivity through mid-block pedestrian connections or new street connections |

Type 3 Game-Changer Projects

There are a number of aging big box retail developments (Capri Shopping Centre) and large surface parking lots that could redevelop in the coming years. These sites have single or two storey buildings that are often located towards the rear of the lot. The sites are surrounded by surface parking and are removed from the main street frontage. As these large sites undergo transformation through a gradual process of redevelopment, they are likely the greatest opportunities to accelerate urban centre revitalization.

Key considerations

- ▶ *Develop a series of guiding principles:* Work with the community to establish a design vision to inform form and character of building designs.
 - ▶ *Establish a residential base:* Ensure there is enough residential density to encourage vitality to support local services and amenities. Also, encourage family-oriented housing at the ground level and secure a proportion (15-20 per cent) of units as affordable housing in multi-phase developments to attract a diversity of ages and incomes.
 - ▶ *Set aside space for structured parking:* As sites transition from surface parking to mixed-use, introduce parkades and underground parking to limit the need for off-street surface parking.
 - ▶ *Utilize passive design:* Develop a site plan with east-west road alignment that optimizes potential for building design that encourages passive solar. Also, locate taller buildings to the north to preserve solar gains.
 - ▶ *Integrate with the neighbourhood:* Extend surrounding streets into the site to establish block lengths of 100 metres to 250 metres and improve street connectivity.
- ▶ *Provide public amenities:* Use Social Space Targets to achieve a healthy mix of active and passive green spaces that complement the needs of the development and surrounding neighbourhood.
 - ▶ *Access to frequent transit:* Consider which areas of the site are closest to frequent transit service. Encourage density or affordable housing in these areas to support transit-oriented development.



Example of a possible game-changer site



Selkirk is a mixed-use community developed on a former brown-field site. Photo credit D'Ambrosio Architecture+Urbanism

| Priorities for Early Stage Urban Centres (Midtown, Capri-Landmark, Rutland) | Priorities for Developing Urban Centres (South Pandosy) | Priorities for Mature Urban Centres (City Centre / Downtown) |
|--|---|--|
| <ul style="list-style-type: none"> ▶ Introduce residential density to the site ▶ Strengthen existing and future streetscapes through frontage improvements and urban form ▶ Increase range of services and amenities for residents ▶ Identify areas for public and green space ▶ Improve connectivity of the site and explore options for new streets | <ul style="list-style-type: none"> ▶ Increase residential density of the area and ensure a range of housing types and tenures are available ▶ Locate density in areas closest to frequent transit service ▶ Connect site to surrounding neighbourhood, through new streets connections as well as pedestrian and cycling routes ▶ Introduce additional public or green space alongside residential and commercial density | <ul style="list-style-type: none"> ▶ Look at how the build out of the site responds to the density and land use mix targets 150 to 250 people / jobs per hectare with a ratio of two to one people to jobs ▶ Ensure a proportion of units as affordable housing and rental in areas with best transit service ▶ Integrate a signature public / park space ▶ Create an urban block structure, work toward block lengths of 100 metres to 250 metres |



Urban Centre Revitalization

As the city's urban centres transform, the principles, policies and targets of the *Urban Centres Roadmap* can be used by planners at the pre-application stage in discussions with the development community. Another vehicle for change will be through civic investment where principles and targets can inform funding priorities for building sidewalks, roads, and parks. The most significant opportunity to shape the urban centres using the *Urban Centres Roadmap* will be through future detailed urban centre planning. These plans will use the targets to determine goals for land use, urban design and transportation planning and will guide local area needs for parks and public spaces.

The implementation of the *Urban Centres Roadmap* requires commitment from the City, development community and community partners to transform the urban centres into places that deliver a high quality of life to current and future residents.

- ▶ Development projects: Every public and private development offers an opportunity to apply the goals of the *Urban Centres Roadmap* to create more livable and cohesive urban centres.
- ▶ Civic investment and infrastructure improvements: New park developments, transit exchange investments and streetscaping projects like Bernard Avenue are all great examples of how the City has supported the development of vibrant urban centres. As the urban centres evolve and densify, there will be greater need for both capital investment and maintenance and operations.
- ▶ Urban centre planning: With several of the urban centres at an early phase in their development, detailed planning will ensure that the principles and targets establish land use goals to guide development and identify priority projects for civic investment.

Urban Centre Planning Prioritization Matrix

| Urban Centre | Degree of Change and Development Pressure Expected (land use and transportation) | Need for Community Amenities (parks, public space, streetscaping) | Need to Define Civic Investment Priorities (parks, transit, streetscaping) | Age of Existing Plan |
|----------------|--|---|--|----------------------|
| City Centre | High | Low | Low | 2012, 2016 |
| Capri-Landmark | High | High | High | No Plan |
| Midtown | High | High | High | 1998 |
| South Pandosy | Medium | Low | Low | 1997, 2013 |
| Rutland | Medium | Medium | Medium | 2005, 2009 |

The table above summarizes criteria to determine where the need for more detailed planning exists and where there is the greatest opportunity to influence future development through urban centre planning. Future urban centre planning projects must be selected strategically as these planning processes will require significant time and resources on the part of City staff and community partners to complete.

The qualitative analysis in the prioritization table reveals several key points. Capri-Landmark, Rutland, and Midtown urban centres are all likely to undergo significant transformation over the next 10 to 20 years. In addition, these three urban centres are lacking comprehensive planning to guide future development and align future civic investment. Moving forward, staff will update the prioritization matrix in advance of making recommendations to council for urban centre planning. The decision of where to begin urban centre planning is critical as each plan will take one to two years to complete with significant time and resources required by staff, residents and community organizations.



Poor walkability at Dickson Ave in Landmark area



Conclusion

The *Urban Centres Roadmap* is a critical step in implementing the Kelowna 2030 OCP. This Roadmap provides direction on land-use planning, urban design, public space planning and transportation goals in order to create livable and vibrant urban centres. The principles establish a common understanding of the ingredients of great urban centres that will be prioritized through future urban centre planning, development review, and capital planning.

The transformation of the five urban centres will occur gradually and each urban centre is at a different stage of development. Accordingly, the application of the Roadmap must be tailored to reflect where an urban centre is in its development to ensure more realistic expectations for transformation. For this reason, the *Urban Centres Roadmap* builds consensus both on the foundational elements of great urban centres and also the changes and actions required to establish these elements over time.

The development of great urban centres is not the responsibility of any one group; rather, it requires collective action and leadership from groups both inside and outside of government to transform the city's urban centres into the engines of Kelowna's future.

“ The development of urban centre plans will champion a commitment to urban centre revitalization and will become a milestone toward the OCP’s goal of establishing five vibrant amenity-rich urban centres.”

URBAN CENTRES ROADMAP

Final Report

Ross Soward, Planner Specialist



TRANSFORMING KELOWNA'S URBAN CENTRES



EXISTING

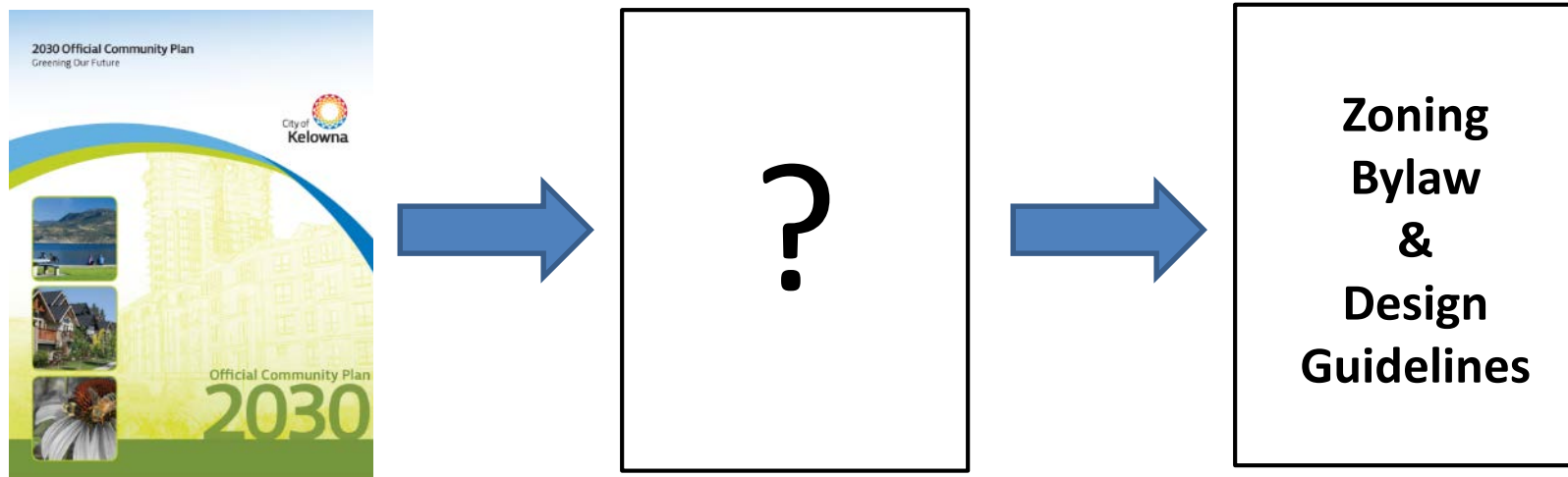
EARLY-STAGE URBAN CENTRE



FUTURE

ESTABLISHED URBAN CENTRE

GAP IN PLANNING FOR URBAN CENTRES



Result

In the absence of detailed plans for urban centres areas such as Capri-Landmark, Rutland and Midtown are changing in an ad-hoc manner as individual projects come forward

A FRAMEWORK FOR CENTRE PLANNING

Urban Centres Roadmap

- Community Profiles
- Principles and Targets for Urban Centre Plans
 - Urban centre best practices
- Land inventory and incentive strategy
- Prioritization matrix

Capri /
Landmark
Development
Plan

City Centre
(Downtown)
Development
Plan

Midtown
Development
Plan

Rutland
Development
Plan

South Pandosy
Development
Plan

PROCESS FOR ROADMAP

Phase 1

Background Research

- Best practices scan for urban centre development
- Profiles of the five urban centres
- Demographic & development trends review

Phase 2

Engagement on Principles & Targets

- Two Interactive stakeholder workshops with subject area experts from development and design community, public health, local business community, UBCO and Okanagan College attended
- Input from key City departments

Phase 3

Review & Refinement of Principles & Targets

- Peer Review of draft principles & targets by SSG Consultants
- Council endorsed principles and targets
- Staff & stakeholder reviewed final principles and targets

Phase 4

Finalization of Report

- Council reviewed interim elements of report
- Development of final report
- Review of final report by City departments

URBAN CENTRES BACKGROUND RESEARCH

▶ Best Practices Scan

- ▶ Opportunity for density to support complete centres
- ▶ Importance of access to amenities
- ▶ Critical to integrate land use and transportation

▶ Profile of Urban Centres

- ▶ City Centre is premier urban centre
- ▶ Low population densities but significant growth potential in urban centres
- ▶ Capri-landmark and Midtown facing amenity deficits
- ▶ Walkability and access to sidewalks is a major challenge

URBAN CENTRES ROADMAP KEY DELIVERABLES

- ▶ Planning principles that will build consensus
- ▶ Performance targets that will
 - ▶ guide future urban centre planning,
 - ▶ inform priorities for future capital planning
 - ▶ enhance development application review

URBAN CENTRES ROADMAP TOOLS: PHASES OF CHANGE

- ▶ What is the stage of development?

Early



Developing



Mature



What are the relevant actions or priorities?

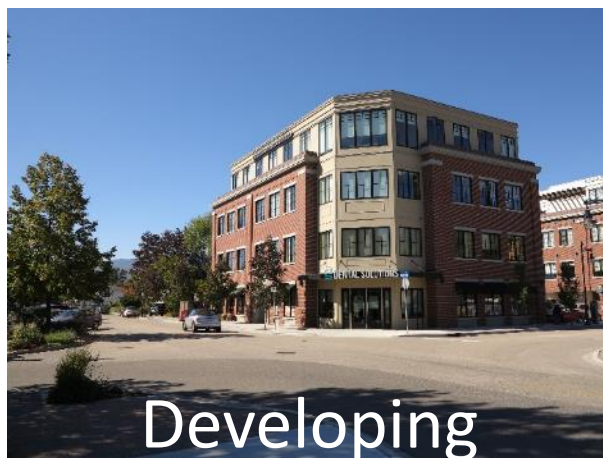
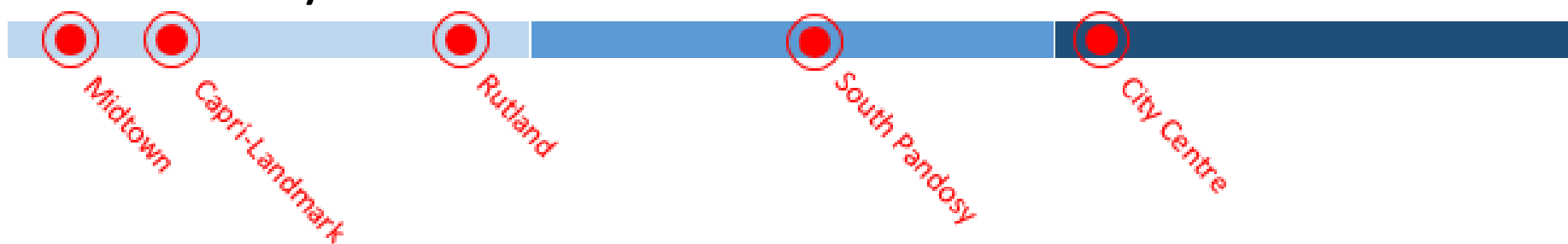
PHASES OF CHANGE

- ▶ Stage of development for Kelowna's Urban Centres

Early

Developing

Mature



URBAN CENTRES ROADMAP TOOLS: DEVELOPMENT TOOLKIT

- ▶ What is the scale and size of development?
- ▶ What is the stage of development for the centre?



Infill



Mid-sized



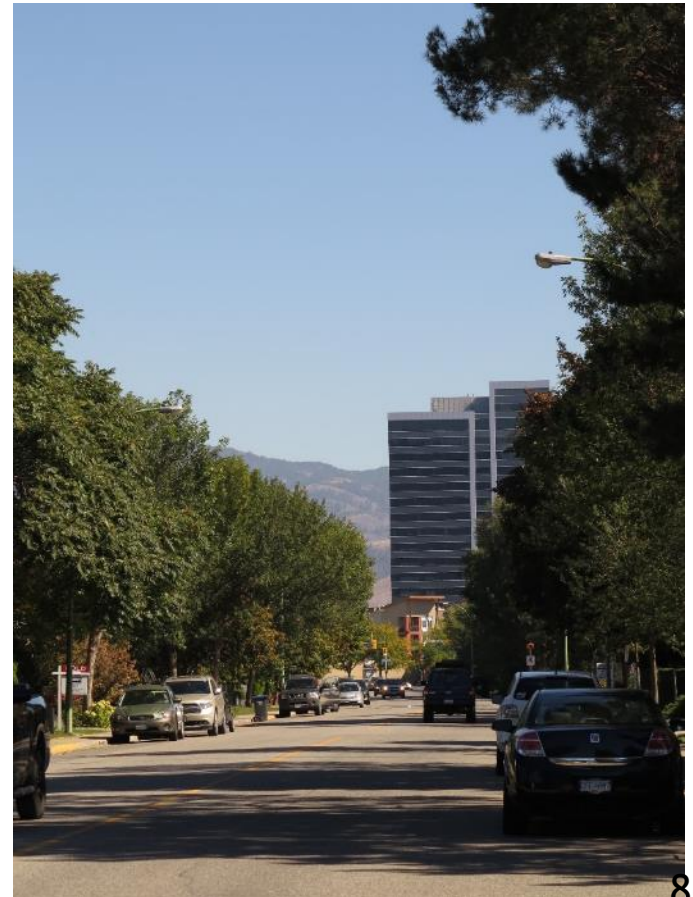
Game-changer

URBAN CENTRES ROADMAP TOOLS: PLANNING PRIORITIZATION

| Urban Centre | Degree of Change & Development Pressure Expected | Need for Community Amenities | Need to Define Civic Investment Priorities | Age of Existing Planning |
|----------------|--|------------------------------|--|--------------------------|
| City Centre | High | Low | Low | 2012, 2016 |
| Capri-Landmark | High | High | High | N/A |
| Midtown | High | High | High | 1997 |
| South Padosy | Medium | Low | Low | 1995, 1997, 2013 |
| Rutland | Medium | Medium | Medium | 2005, 2009 |

NEXT STEPS & IMPLEMENTATION

- ▶ First Urban centre plan
(Capri-Landmark)
- ▶ Anticipated OCP review
- ▶ Development projects
- ▶ Civic investment



FINAL THOUGHTS

- ▶ Opportunity to transform urban centres
- ▶ Urban Centres will be engines of cities
- ▶ Planning is critical to transformation of centres
- ▶ Roadmap is key tool to encourage livable urban centres



CITY OF KELOWNA

BYLAW NO. 11232

Road Closure and Removal of Highway Dedication Bylaw (Portion of Highway 97 N)

A bylaw pursuant to Section 40 of the Community Charter to authorize the City to permanently close and remove the highway dedication of a portion of highway on Highway 97 N

NOW THEREFORE, the Municipal Council of the City of Kelowna, in open meeting assembled, hereby enacts as follows:

1. That portion of highway attached as Schedule "A" comprising 1.025 ha shown in bold black as Closed Road on the Reference Plan prepared by Tyler Fox, B.C.L.S., is hereby stopped up and closed to traffic and the highway dedication removed.
2. The Mayor and City Clerk of the City of Kelowna are hereby authorized to execute such conveyances, titles, survey plans, forms and other documents on behalf of the said City as may be necessary for the purposes aforesaid.

Read a first, second and third time by the Municipal Council this 9th day of May, 2016.

Approved Pursuant to Section 41(3) of the Community Charter this

(Approving Officer-Ministry of Transportation)

Adopted by the Municipal Council of the City of Kelowna this

Mayor

City Clerk

Schedule "A"

