

# Report to Council



**Date:** September 17, 2018  
**File:** 1200-70  
**To:** City Manager  
**From:** Ross Soward, Planner Specialist  
**Subject:** Capri-Landmark Urban Centre Plan Endorsement

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## **Recommendation:**

THAT Council receives the report from the Planner Specialist, dated September 17, 2018 regarding the Capri-Landmark Urban Centre Plan.

THAT Council endorses The Capri-Landmark Urban Centre Plan as described in the report, from the Planner Specialist, dated September 17, 2018.

THAT Council directs staff to move forward with updates to the Official Community Plan and Zoning Bylaw to support the redevelopment objectives of the Capri-Landmark Urban Centre Plan, as described in the report, from the Planner Specialist, dated September 17, 2018.

## **Purpose:**

To consider endorsement of the Capri-Landmark Urban Centre Plan and to direct staff to move forward with Official Community Plan and Zoning Bylaw amendments to support the redevelopment objectives of the plan.

## **Background:**

A range of City policies identify the critical importance of Kelowna's urban centres in shaping the city in the coming decades. Through the Imagine Kelowna process, the City has recognized that concentrating growth in the City's five urban centres will not only encourage healthier communities, but will also make good financial sense. For this reason, the City's Official Community Plan has committed to accommodating roughly 44 per cent of future growth in the City's five urban centres. The City's Urban Centres Roadmap (UCR) takes this strategy one step further by identifying a series of principles and targets that will guide the development of a specific plan for each urban centre. Under the guidance of

the UCR, each urban centre plan will ensure that growth and investment in the city's urban centres translate into lively places that encourage economic innovation and deliver a high quality of life to future residents.

The Capri-Landmark Plan represents the City's first effort to translate the goals of the Urban Centres Roadmap into a detailed, long-term plan. The Capri-Landmark area has several strengths that could be leveraged to support its evolution towards a mature urban centre. The emergence of Landmark as one of the region's most important employment centres, positions the area as an important economic hub in Kelowna's core. Also, the proximity to Parkinson Recreation Centre, a citywide recreation asset that will see a major public reinvestment in the long-term will only enhance the attractiveness of Capri-Landmark as a place to live or work. The area also has the natural asset of Mill Creek that is envisioned as a citywide linear park to improve access to recreation and provide improved stormwater management. The area is strategically located and is home to a number of key assets that offer great potential to support the transformation of the area to live-work community in the centre of the city.

Capri-Landmark was prioritized as the City's first area for a detailed urban centre plan for two key reasons: growing development pressure in the urban centre, and the deficit of infrastructure exemplified by the fragmented street network, discontinuous sidewalks and limited parks spaces in the Landmark District. In 2016, the deficit of infrastructure and associated transportation challenges led Council to direct staff to limit any major redevelopment or rezoning's in the Landmark District until an area transportation plan was in place. For this reason, the Capri-Landmark Urban Centre Plan was tasked with addressing the current transportation challenges in the area as well as with determining the core infrastructure necessary to support the long-term revitalization of the area.

The Capri-Landmark Urban Centre Plan provides a framework to guide redevelopment and civic investment over the next 20 or more years. The plan lays out a detailed strategy to guide where redevelopment should be encouraged, as well as detailed policy direction to assist staff and Council as redevelopment applications come forward in Capri-Landmark. The plan provides clear direction on the objectives for land use, building height, density, and other key considerations to guide future development. From a civic investment perspective, the plan determines the minimum required transportation, parks, and utility infrastructure required to support the proposed population growth for the area.

### *Overview of the Process*

Over the course of 18 months, the City led an extensive public engagement that invited local residents and landowners, community groups, and the general public to assist in determining the community's values and long-term priorities for Capri-Landmark. The engagement plan followed the International Association for Public Participation's best practices in an effort to provide meaningful opportunities for public involvement and to ensure transparency. The engagement and consultation opportunities were organized around four key phases. Staff made further efforts to engage with key landowners through additional workshops, meetings, and presentations. The timeline shown in Figure 1 highlights the key milestones of the planning process and the various opportunities for the public and Council to provide

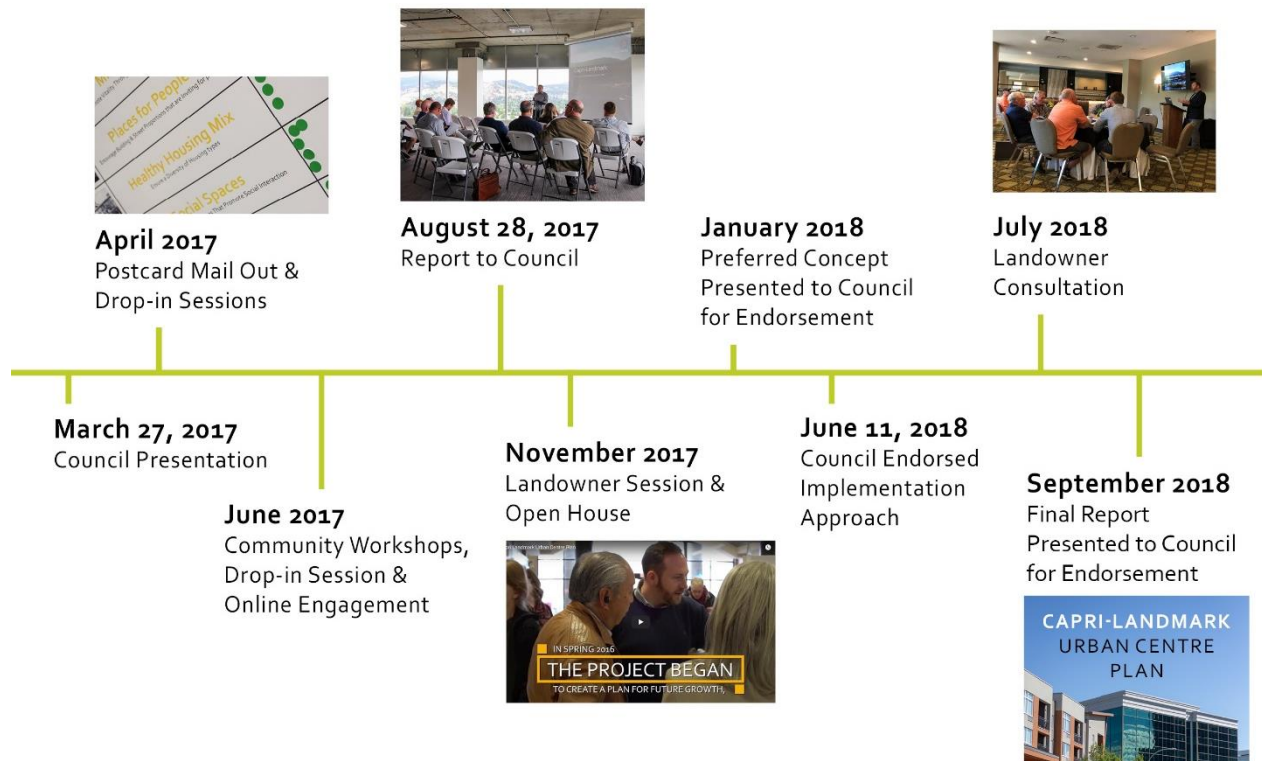
feedback and input to the plan direction. Attachment A includes letters of support from key institutional and development community partners.

### What We Heard

Through the public engagement process, the following themes emerged and informed the development of the plan:

- Encourage mixed-use residential development that balances jobs and residents in the area
- Add high-density residential in key locations to support the vitality of the area
- Ensure amenity with density and invest in green space as density increases
- Improve walkability, invest in sidewalks, and break up larger blocks
- Strengthen cycling connections to key destinations
- Improve transportation connectivity and traffic flow
- Maintain rental housing as the area densifies and revitalizes
- Work to develop Mill Creek and Ritchie Brook as natural assets to reduce flooding risks
- Strengthen the connection and access to Parkinson Recreation Park, a citywide asset
- Support businesses as the area transitions

**Figure 1: Planning Process Key Milestones**



### Council Involvement

1. March 2017: Plan kickoff where Council reviewed the overall engagement strategy for the plan.
2. August 2017: Council approved concept option 2 as the direction to move forward with.
3. January 2018: Council endorsed a refined version of option 2 as the preferred concept.
4. June 2018: Council affirmed the key elements of the preferred concept plan and endorsed the approach to implementation, directing staff to move forward with preparation of final plan.

## Capri-Landmark Vision

The following long-term vision for Capri-Landmark reflects community and Council feedback as well as policy direction from existing policies and plans such as the Official Community Plan and the Urban Centres Roadmap. The vision describes how the urban centre might transform and develop over the next 20 or more years. This transformation will take place gradually as redevelopment and civic investment occurs, with important roles for both the City and development community.

### **Plan Vision**

*Capri-Landmark will be a vibrant neighbourhood that residents are excited to live and work in. It will be known for its varied amenities including parks and public spaces as well as local shops and services. Its central location will add to its desirability, allowing for easy access to other popular neighbourhoods like Downtown Kelowna and amenities like the Parkinson Recreation Centre.*

*The neighbourhood will be defined by two high-density hubs: the redeveloped Capri-Centre Mall site and the Landmark District. The Five Bridges residential area will connect these two hubs, providing a wide range of housing types and tenures. These two hubs will be linked by water via the new Ritchie Brook and Mill Creek linear paths that will serve as natural amenities, connecting key destinations.*

*An enhanced Sutherland Avenue will be realigned to run through the heart of the Landmark District, and will be designed to provide new protected cycling lanes, transit access, and wide sidewalks for people living and working in the area. Dickson Avenue will become the "Main Street" for the neighbourhood, complete with restaurants and lively sidewalk patios.*



Figure 2: Sutherland Ave Complete Street looking east at Dickson Ave & Sutherland Ave

## Big Moves

The following concept plan illustrates the “big moves” proposed for future development of Capri-Landmark to advance the area toward the vision over the next 20 years and beyond.



**Figure 3: Capri-Landmark Illustrative Plan**

The major actions and directions of the plan are summarized in the table below.

<i>Big Move</i>	<i>Action</i>	<i>Policy, Priority &amp; Plan Alignment</i>
<b>1. Protect and maintain affordable housing</b>	Explore the use of density bonusing for affordable housing units and rental-only zoning to protect rental housing units.	<u>Council Priority: Housing Diversity</u> Maintains housing diversity and provides a mechanism to encourage the creation of new affordable housing units.
<b>2. Expand Pacific Park &amp; Mary-Ann Collinson Memorial Park</b>	Acquire an additional 1.6 Ha. of land and develop Pacific Park as the community park for Capri-Landmark. Undertake a minor expansion of Mary Ann Collinson neighbourhood park.	<u>Imagine Kelowna: Create Engaging Public Spaces</u> Future residents within the Capri / Five Bridges area would live within 400m of parks / public space. The expansion of Pacific Park provides an opportunity to integrate active park space within the area.

<p><b>3. Develop Landmark Plaza</b></p>	<p>Establish an urban plaza at the corner of Dayton St and Dickson Ave as redevelopment occurs.</p>	<p><u>Urban Centres Roadmap: Social Spaces</u> Provides a social space for residents and workers that serves as the civic heart of a high-density area within the Landmark District.</p>
<p><b>4. Develop Dickson Main Street and Dayton Promenade</b></p>	<p>Develop Dickson Ave as a main street with improved streetscaping. Provide improved access to pedestrian bridge overpass from Dickson Ave by creating the Dayton St Promenade.</p>	<p><u>Urban Centres Roadmap: Places for People</u> Ensures Dickson Ave is a people-first street and a destination for retail and streetfront café uses. The Dayton St promenade enhances the connection between the Landmark District and the Parkinson Rec Centre.</p>
<p><b>5. Encourage high-density residential / commercial</b></p>	<p>Support increased residential density and height in the Landmark District close to the RapidBus area, as well as future services and amenities.</p>	<p><u>Council Policy: Building Vibrant Urban Centres</u> Establishes the critical mass of people and vitality needed to support area amenities and frequent transit service.</p>
<p><b>6. Extend Sutherland Ave as a complete street</b></p>	<p>Realign Sutherland Ave and create a 'complete' street through the Landmark District (from Burtch Rd to Spall Rd).</p>	<p><u>Council Policy: Balanced Transportation Network</u> Creates a continuous east-west corridor to reduce congestion and makes it easier for people to walk, cycle, drive, or take transit to get in and out of the Landmark District.</p>
<p><b>7. Retain &amp; increase service commercial</b></p>	<p>Protect service commercial lands along Springfield Rd and Spall Rd, apart from gateway site (Sutherland Ave and Spall Rd) site. Support the densification of service commercial sites to 3 storeys.</p>	<p><u>Council Policy: Catalyst for Business</u> Maintains service commercial uses within the urban core of the city, ensuring access to key services, and limits the displacement of jobs to outlying areas of city.</p>
<p><b>8. Create Ritchie Park</b></p>	<p>Acquire 1.24 Ha. of land to create a neighbourhood park in the Landmark District to provide a space for gathering in the area.</p>	<p><u>Imagine Kelowna: Create Great Public Spaces</u> Provides a primary green space and gathering space for residents and workers in Landmark District.</p>

<b>9. Daylight Ritchie Brook &amp; build the Mill Creek Corridor</b>	Acquire the lands via redevelopment to create Ritchie Brook as a secondary linear path between Pacific Park and Ritchie Park. Continue to build Mill Creek as multi-use path and naturalized creek.	<u>Imagine Kelowna: Take Action &amp; be Resilient in the face of Climate Change</u> Creates linear parks (Green Infrastructure) that connect parks in the area and defines the identity of the area. The initiative also provides stormwater management benefits during spring freshet through linear park design.
<b>10. Build sidewalks and protected cycling routes</b>	Require sidewalks on all streets in the urban centre. Ensure Sutherland Ave incorporates a cycle track to improve safety.	<u>Pedestrian &amp; Bicycle Master Plan -</u> Makes it safe and convenient for people to walk for short trips in the area, thereby reducing congestion and improving the viability of transit in the area.
<b>11. Extend Pacific Court</b>	Extend Pacific Court to Springfield Rd, including the closure of part of Lindhal St.	<u>Council Policy: Balanced Transportation Network</u> Creates a new north-south street to reduce congestion and improve transportation connectivity.

### Delivering Infrastructure Improvements

Based on projections to 2040, a range of transportation, parks, and utility improvements are required to support the transformation of the area to a live-work community. Preliminary cost estimates are summarized below.

Project Type	Land Costs	Project Costs	Total
<i>Parks &amp; Public Spaces</i>	\$19,000,000	\$16,000,000	\$35,000,000
<i>Transportation</i>	\$18,500,000	\$34,000,000	\$52,500,000
<i>Utility &amp; Infrastructure</i>	TBD	\$8,000,000	\$8,000,000
<b>Total</b>	<b>\$37,000,000</b>	<b>\$59,000,000</b>	<b>\$96,000,000</b>

The plan identifies various funding strategies to deliver key infrastructure over the next 20 or more years. The development contribution is estimated at roughly 66 per cent when the DCC, development led and local area funding tool contributions are totaled. The City's Development Cost Charge (DCC) program (20-Year Servicing Plan) would account for 45 per cent of the overall total. The identified DCC projects will be considered for inclusion in the DCC program during the citywide update in 2019. If the transportation works, parks, and utility improvements are added to the 20-Year Servicing Plan, Council prioritization will still be required to advance the projects within the 10-year capital plan, recognizing all DCC projects would have a corresponding taxation assist. The local area funding tool (e.g. Area DCC) for transportation improvements would require further exploration and council approval before proceeding. Also, there will be a significant role for the development community in the form of development-led works that will be required as a condition of re-zoning for major developments. The taxation impact is estimated at 34 per cent of the overall contribution, translating to roughly \$1.6 million a year over the next 20 years. Based on the funding implementation approach that Council endorsed in June 2018, staff estimate the improvements will be delivered using the funding sources / strategies identified in figure 4.

**Figure 4: Capri-Landmark Funding Strategies**



### **Realizing the Plan's Vision**

Transforming an aging residential area and business park into a vibrant urban centre is a significant goal that will involve challenging decisions and require long-term commitment. Structural changes to the physical layout of the urban centre are needed to transform these areas to accommodate all the elements needed for a complete community. These major structural changes, such as additions to the transportation network and new parks and public spaces, will take shape over decades, subject to capital planning prioritization, development activity, and City budgets. These changes are essential to the transformation of the area, but not without impacts. The plan tackles the challenges of the area head-on by creating a strategy that is progressive, flexible, financially sustainable, and delivers on Council's priority of Planning Excellence.

The successful implementation of the plan will require the long-term commitment of Council, staff, and the development community. Each redevelopment application or project in the area must be looked at holistically as an opportunity to move the area closer to the land use, transportation, and/or public space goals of the plan. The City will play an important role in delivering key infrastructure projects as the City's capital plans are updated in the coming years and will need to prioritize the Capri-Landmark infrastructure works to support the significant growth anticipated for the area. Realizing the potential



for major improvements in this area would be a significant step in accommodating future growth and aligning with the City's broader growth strategy.

## Conclusion

This plan represents a major step forward in the city's efforts to focus growth in the core and achieve the Council priority of building vibrant urban centres over the next 20 years. The infrastructure works proposed to achieve the Plan are not insignificant, but are commensurate with the 7,000 to 8,000 additional residents projected for the area over the next 20 years. Investing in urban centres like Capri-Landmark is cost-effective when compared to servicing similar growth at the edge of the city, which would cost the City 3 to 4 times more over the long-term.

In 20 years, a revitalized Capri-Landmark would see thousands of new residents benefiting from new urban parks and public spaces created. The plan will ensure the day-to-day needs of future residents are only steps away, and envisions Dickson main street as a destination for streetfront restaurants and coffee shops. The Landmark District will evolve into a lively place 24/7, where a growing number of people who work in the area choose to move into the new condos, apartments, and townhouses that are being developed. The Capri-Five Bridges area will continue to offer diverse housing options to a range of ages and incomes, including new affordable housing units.

Mill Creek and Ritchie Brook linear paths will provide connectivity between key destinations within Capri-Landmark, and will also showcase water as defining natural features for the area. The proposed realignment of Sutherland Ave as a complete street and other improvements to the transportation network will improve traffic flow and make it easier for people to take transit, cycle, or walk, reducing traffic congestion and carbon emissions. Overall, realizing the plan will simultaneously advance City's long-term goals for climate action, growth management, and healthy communities.



Figure 5: Dickson Ave Main Street & Landmark Plaza

## Next Steps

Moving forward, there are a number of key actions that will be advanced, should Council approve the plan. Staff will bring forward OCP amendments to ensure alignment with the Capri-Landmark Plan. As the 20-year Servicing Plan and 10-year Capital Plan are updated in 2019-2020, the infrastructure projects in the Capri-Landmark Plan will be considered for inclusion. Other important actions will relate

to the update of the C4 zone to support the redevelopment of key sites in the Landmark District in accordance with the objectives of the plan. Staff anticipate that within the next 5 years a series of redevelopment applications will come forward, providing opportunities to advance the various land use, urban design, and transportation objectives of the plan. Also, over the next 5 to 10 years, key transportation and parks infrastructure projects may be prioritized by Council for land acquisition, detailed design, and ultimately construction. Overall, the implementation of the plan will be the cumulative result of policy updates, civic investment, and redevelopments projects in Capri-Landmark over the next 20 or more years.

### **Internal Circulation**

Divisional Director, Community Planning and Real Estate  
Manager, Long Range Policy and Planning  
Department Manager, Policy & Planning  
Department Manager, Community Planning  
Manager, Urban Planning  
Manager, Financial Planning  
Manager, Integrated Transportation Department Manager  
Manager, Transportation Engineering  
Design Technician, Utility Planning  
Communications Advisor  
Manager, Infrastructure Engineering  
Manager, Development Engineering  
Manager, Parks & Buildings  
Planner Specialist, Parks & Buildings Planning  
Manager, Strategic Land Development

### **Existing Policy:**

*Imagine Kelowna: The Vision to 2040*

*2030 Official Community Plan*

*Urban Centres Roadmap*

*Our Kelowna as We Take Action: Kelowna's Community Climate Action Plan*

*Principles and Strategies for Financial Strength and Stability*

*Open for Opportunity: Council Priorities 2014-2018*

Submitted by:

Ross Soward, Planner Specialist

**Approved for inclusion:**



James Moore, Manager of Long Range Policy & Planning

### **Attachments**

Attachment A: Letters of Support (Urban Development Institute & Interior Health)

Capri-Landmark Urban Centre Plan