

Report to Council



Date: May 16, 2016
File: 1200-40
To: City Manager
From: Ross Soward, Planner Specialist
Subject: Urban Centres Roadmap - Interim Report

Recommendation:

THAT Council receives for information, from the Planner Specialist dated May 16, 2016 with respect to the Urban Centres Roadmap.

Purpose:

To inform Council on recent project activities and review key elements of the Urban Centres Roadmap prior to drafting the final report.

Background:

The revitalization of Kelowna's five urban centres represents a significant opportunity to reduce long-term infrastructure costs and to enhance the economic competitiveness of the city. Increasingly, economic development is associated with the presence of compact development and walkable urban places. The *Urban Centres Roadmap (UCR)* establishes the core ingredients of great urban centres to ensure future density and growth translates into vibrant livable urban centres.

On December 7, 2015, Council endorsed the principles and targets for the *UCR*. The principles and targets are the core elements of the *UCR* and will guide future urban centre planning work. The *UCR* will also provide flexible criteria to support development application review in the urban centres and provide further rationale to support prioritization of civic investment in urban centres.

This report provides an opportunity to share with Council the work that has occurred since Council endorsed the draft principles and targets and allows for an interim discussion on several elements that will be included in the final report.

Subsequent to Council's endorsement of the *UCR* principles and targets, further consultation was completed to refine key products of the *UCR*. This consultation included:

- The third and final workshop with stakeholder representatives; and,
- Final workshops and discussions with a wide range of City departments.

Both the staff and stakeholder consultation provided direction as to minor refinements, and reinforced support for a higher standard of investment and development within the urban centres.

In addition, two key elements of the *UCR* have been developed, both of which are needed to take the project from concept to implementation.

1. The Theory of Urban Centre Change
2. The Urban Centre Planning Prioritization Matrix

Each of these elements is discussed in greater detail below.

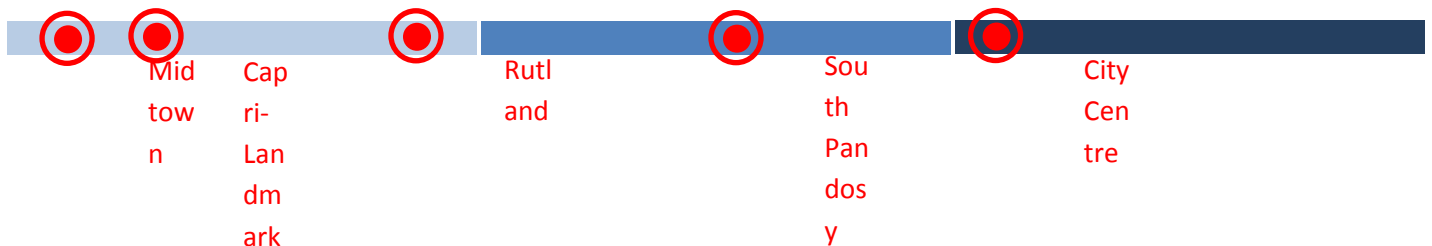
Theory of Urban Centre Change:

In consultation with several departments, staff identified three categories to define how urban centres will transform over time: *early*, *developing* and *mature* urban centres. Key actions and priorities for each stage are also needed to ensure strategic actions are taken to support urban centre revitalization. Specific actions will be determined through a detailed understanding of the strengths and weaknesses of each of the five urban centres. The table (below) highlights key characteristics of each stage and associated priorities or actions.

Description	Key Characteristics	Key Actions or Priorities
Early	<ul style="list-style-type: none"> • May not be recognizable as distinct centres • Significant concentrations of employment • Predominantly low-density development • Auto-oriented • Lacking amenities, public spaces and parks 	<ul style="list-style-type: none"> • Identify future transportation/road network for acquisition during development • Plan and budget for improvements to public space (e.g.: parks and plazas) • Work with other levels of government to plan for other key services (e.g.: schools) • Plan and budget for improved transit and active modes infrastructure
Developing	<ul style="list-style-type: none"> • Clear signs of becoming a distinct place • Public and private investment is taking place • Low to medium density development • Some services and amenities are available • Modest access to public 	<ul style="list-style-type: none"> • Acquire identified road dedications in development to achieve a more permeable transportation network • Enhance the ratio of residential density to employment density • Determine priority areas for streetscaping • Identify partnership opportunities for affordable housing • Require all new development to be multi-storey and to address the street

	spaces and parks • Alternative transportation options exist	• Construct a central public gathering space • Invest in improved transit and active modes transportation infrastructure
Mature	• Identifiable and distinct urban places • Medium to high density development • Predominantly multi-storey development • People-oriented streets • A range of public spaces are in close proximity • Balanced transportation system • A range of day-to-day services are available	• Encourage high-density residential or mixed-use development near frequent transit • Ensure the highest attention to design in relation to architecture and the public realm • In new development, carefully consider the balance of residential and employment generating uses • Continue investing in improved transit and active transportation infrastructure • Invest in public spaces and streetscaping • Establish a parking management plan/strategy (including operational programming and infrastructure investment) • Construct the facilities necessary to deliver key municipal services • Ensure strategies to support affordable housing

These three key stages can be applied broadly to Kelowna's urban centres. Currently, all of the city's urban centres have considerable opportunity for revitalization moving forward.



The Urban Centre Planning Prioritization Matrix

One of the key strategies for applying the principles and targets and encouraging urban centre revitalization will be the development of urban centre plans. However, the development of each urban centre plan will require significant time, energy and resources on the part of staff, community partners and local residents. Therefore, it is critical that the City is strategic in where it chooses to direct resources and what urban centre is prioritized. The matrix (below) highlights urban centres that will benefit from more detailed planning and where the greatest degree of development pressure is anticipated; providing direction as to where urban centre planning is required.

Urban Centre	Degree of change and development pressure expected (e.g. 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	1983,1995, 1997,2013
Rutland	Medium	Medium	Medium	2005 ² , 2009

Capri-Landmark, Rutland and Midtown are all likely to face significant development pressure over the next twenty years and would benefit from more detailed planning to guide development and civic investment. All three urban centres are strong candidates for urban centre plans where the principles and targets could be applied to position the areas for future growth, livability and overall success. Moving forward, staff will review the matrix with other City departments to recommend the primary candidate for future urban centre planning.

The final steps of the project will include drafting the final report and the finalization of the principles and targets based on the consultation with staff and stakeholders. Also, staff will develop tools (for e.g. Urban Centres Roadmap Development Checklist) that will be used to support implementation of the principles and targets through the development application process. The other elements of the report that will be refined will be the prioritization matrix and urban centre theory of change section based on comments and discussion at Council. The final draft report will be reviewed by a range of City departments and external stakeholders, ensuring buy-in and understanding for future implementation.

Conclusion

The Urban Centres Roadmap will put in place a framework to guide future urban centre planning initiatives. This level of planning excellence will ensure future growth and investment translates into distinct and livable urban centres. At the same time the principles and targets and other key elements will have a more immediate impact in shaping urban

¹ Although, no area redevelopment plan exists, the Capri Centre Plan was adopted in 2016

² Transit-oriented Planning Charrette 2005, Conceptual Streetscaping Planning 2009

centres through development applications and guiding civic investment decisions. The *Urban Centres Roadmap* will inform the City, community and private sector as to the key investments and actions required to capitalize on the opportunity to build vibrant urban centres in Kelowna.

Internal Circulation:

Divisional Director, Community Planning and Real Estate
Department Manager, Policy and Planning
Manager, Urban Planning
Department Manager, Community Planning
Manager, Parks and Buildings Planning
Sustainability Planner, Policy and Planning
Manager, Transportation and Mobility
Department Manager, Infrastructure Planning
Divisional Director, Civic Operations

Existing Policy:

2030 Official Community Plan Goals For a Sustainable Future 1.3 - Chapter 1

- 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
- 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 2km. Town Centre cores are located at least 2km from the core of other Urban Centres, a City Centre, or a Highway Centre. Density will decrease as the distance from the core increases.

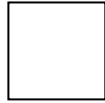
Council Priorities

Focus on Planning Excellence: Council wants to ensure a strong foundation is in place so the short- and long-term needs of the community are met. This will require a focus on long-term planning.

Building Vibrant Urban Centres: Council recognizes more work and focus is needed to achieve vibrancy in its five urban centers - City Centre (Downtown), Pandosy by The Lake, Midtown (Hwy 97), Capri/Landmark and Rutland.

Submitted by: R. Soward, Planner Specialist

Approved for inclusion:



J. Moore, Acting Department Manager of Policy & Planning

cc:

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