

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 Pandosy, 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

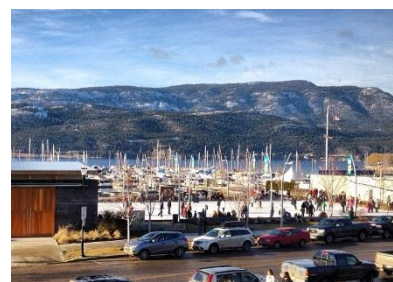
- City Centre is the premier urban centre with a strong sense of place, access to amenities and alternative transportation options
- Capri-Landmark and Midtown are currently facing significant amenity deficits (parks, public spaces, sidewalks, streetscaping)
- A significant amount of commercial development 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



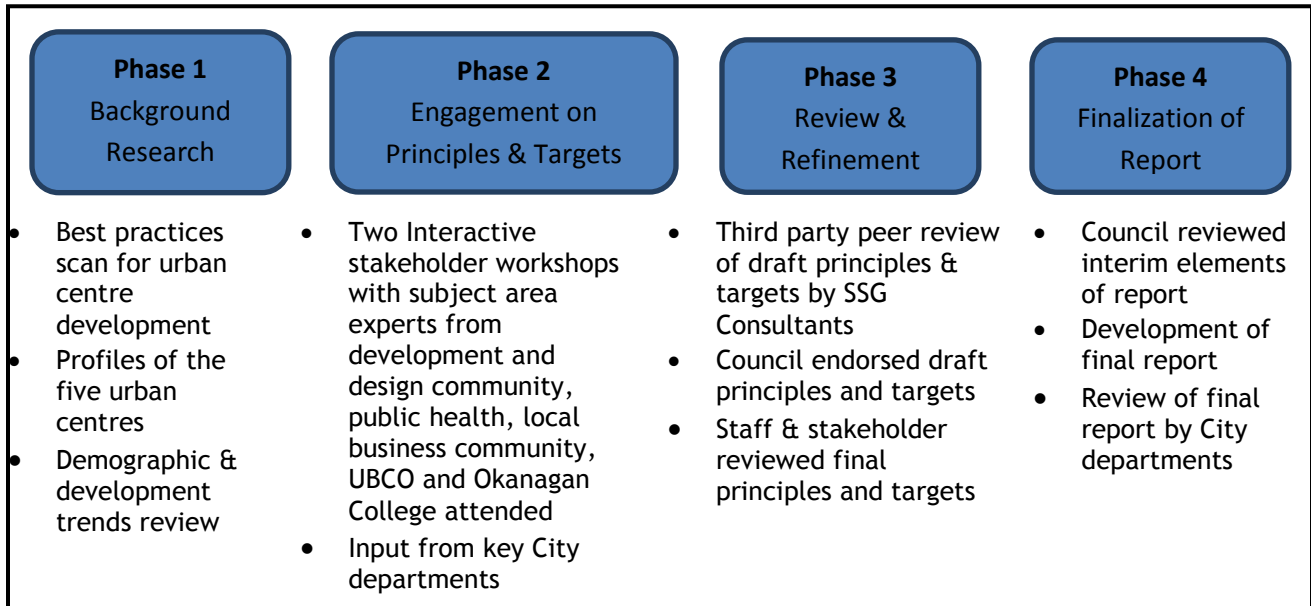
Pandosy: Distinct retail



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:

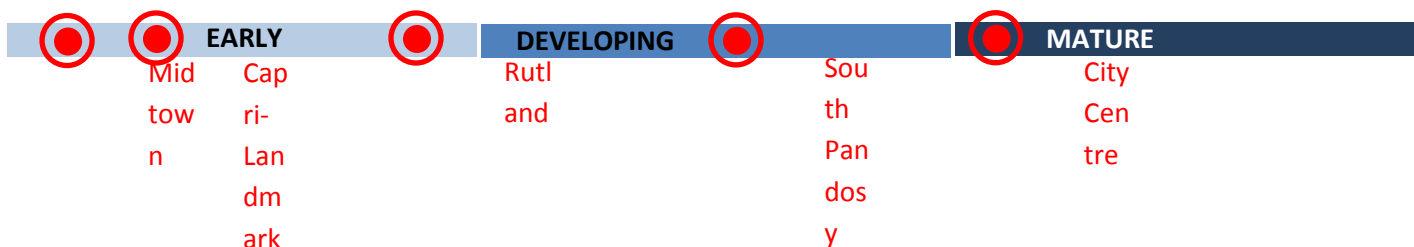
The principles and targets describe the qualities of vibrant and complete urban centres, reflecting input from local stakeholders to ensure a “made in Kelowna” approach. The principles also reinforce the high level goals in the *Official Community Plan 2030*. The targets relate to the principle and translate 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