

Report to Council



Date: November 2, 2015
File: 1200-70
To: City Manager
From: Ross Soward, Planner Specialist
Subject: My Downtown Plan- Civic Block Land Use Plan Preferred Concept
Report Prepared by: Ross Soward

Recommendation:

THAT Council receives the report from the Planner Specialist dated November 2, 2015 with respect to the Draft Civic Block Land Use Plan;

THAT Council endorses the consolidated and preferred draft concept, from the Planner Specialist dated November 2, 2015, with respect to the Civic Block Land Use Plan.

THAT Council endorses the development of the accompanying Civic Block Plan details, visuals, and final analysis and to complete the remainder of the public engagement strategy to inform the community on the Draft Plan prior to Staff reporting back to Council with the final Civic Block Land Use Plan.

Purpose:

To present Council with the draft preferred concept plan developed in response to Council direction on September 14, 2015 and endorse the next steps for this project.

Background:

The Civic Block Land Use Plan has been a community engagement initiative designed to explore what the community desires on City-owned lands within the study area boundary. The Civic Block study area is an area in the Downtown Urban Centre that is recognized for its important civic and community spaces, which serve as a gateway to the Cultural District.

The project was designed to be executed in three phases leading up to the Final Civic Block Plan. During Phase 1, a set of ten Planning and Design Principles and a visionary concept were developed based on community engagement. The second phase was the concept planning consultation, resulting in 2 proposed concept plans through a public charrette workshop format and concluded with Council feedback. This stage has now resulted in the draft preferred concept for the Civic Block Land Use Plan. Phase 3 will be assembling all of

the accompanying Civic Block Plan visuals, analysis and zoning bylaw/OCP amendments to support the Plan implementation.

The planning process to date has incorporated a range of considerations, constraints, community values, and planning and design principles to shape the analysis and concept development. Notably, both the KCT and Memorial Arena sites have Facility Condition Indexes (FCI) that will slip into the 20% range (poor condition) within the next 10 years indicating a strong case for redevelopment of these facilities in the long-term. The terms of the 'Community Trust' would limit the feasibility of a contemporary Performing Arts Centre (PAC) (i.e. the ability for the PAC to integrate complementary revenue generating opportunities). Therefore, the only sites that could support a visionary Performing Arts Centre would be the RCMP site, KCT site, or the Prospera Place parking lot¹.

Key Constraints or Assumptions	Impact on Preferred Concept Plan
KCT and Memorial Arena will have 20% FCI within next 10 years	These sites will be redeveloped within the lifespan of plan (~20 years)
Community Trust will not be amended, limiting the commercial/revenue-generating uses on the City Hall block	Future Performing Arts Centre would be severely limited on a site within the Trust Lands (See Attachment E) ²
Due to costs, the existing IH site on Ellis St is not a priority for City acquisition	This site will not be considered for future civic/cultural use, & will be signaled for redevelopment potential through the Civic Block Land Use Plan & OCP text amendments
Need to maintain flexibility at RCMP site to encourage creative proposals	Will ensure key design guidelines are adhered to, but will be open to a mixed use building and >6 stories that compliments the Art Walk extension and Civic Plaza
Reduce reliance on Capital Plan	Create opportunities for market uses to offset costs of future public improvements
Increase activity in the area beyond traditional business hours to increase vitality	Introduce housing and uses complimentary to the Cultural District to ensure activity outside daytime business hours
Promote & enhance the Cultural District	Ensure placeholder sites for future civic uses that will position the upcoming Cultural Plan update for success

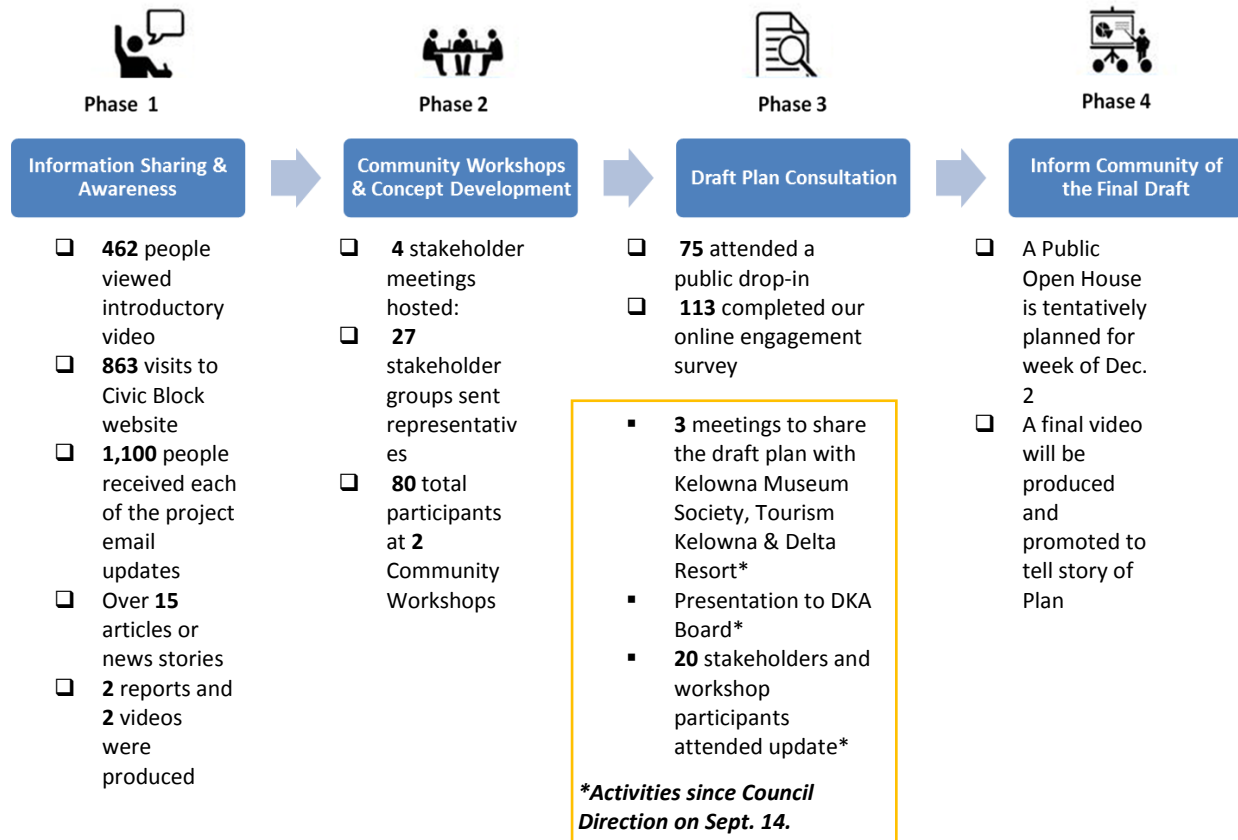
Given the number of significant investments associated with the long-term build-out of the Plan and the number of major capital investments vying for prioritization, it will be important to reduce reliance on the Capital Plan and look at opportunities for public improvements to be supported through private investment in the study area. Each of these constraints listed above has impacted the concept planning process and future land use recommendations.

¹ RG properties currently controls all the land along Cawston until the lease expires in 2028 at which point the City will control the parking lot along Cawston.

² Attachment E describes the conditions of the Community Trust and associated constraints of locating a future performing arts centre within the Trust Lands.

Public Engagement Process

The public engagement plan for the Civic Block Plan was developed in accordance with *IAP2* best practices and approved by Council, building on the foundation set by the *Downtown Plan*. The following table summarizes the activities completed and the level of participation by the stakeholder groups and members of the community. Phases 1-3 are complete and Phase 4 will begin in December.



A list of stakeholders with the expertise and interest in the development of the Civic Block Plan was compiled. This list (see Attachment 'D') reflects the broad range of organizations, representing downtown development, landowners, government services, downtown service providers, and arts and culture groups. Representatives from an array of organizations were invited to participate in the workshops along with local residents. These participants were the focus of the communication activities and received regular updates on the work and opportunities to share feedback on the Plan.

Planning and Design Principles

The principles established through the public engagement process are fundamental to the concept development process. The principles also serve as evaluation criteria for the draft preferred concept plan. The planning and design principles below reflect the community's values in relation to the long-term development of the Civic Block. The tables below outline how each of the planning and design principles has flowed from the public engagement process and council sessions to inform the Preferred Concept Plan.

Public Direction	Planning & Design Principles	Integration of Principles in Preferred Concept Plan
Bring more people and activity to the area	<i>Encourage vibrancy through a broad mix of land uses and public spaces</i>	Increased mix of land uses and opportunities for living and working in area to animate public spaces and attract private investment.
Celebrate the Cultural District , limit heights by the waterfront	<i>Make the area a distinct and diverse cultural precinct</i>	Protect several sites for future cultural facility planning; introduce more fluid relationship between Cultural District and other parts of Downtown. Assume long-term consolidation of Museum on one of the future civic use sites.
Don't compete with the private sector on Ellis	<i>Restrict market residential developments</i>	Add additional residential opportunities at edges of study area along Cawston, Queensway and Ellis, while introducing residential on Doyle at RCMP and KCT sites.
Look at creative re-use or expansion	<i>Build on existing facilities and patterns of infrastructure wherever possible</i>	Extend the Art Walk; assume a consolidation of the Museums. Consider possible expansion of Art Gallery at back of site.
Create a central public plaza	<i>Create landmark public spaces that define future development</i>	Proposal of a Civic Plaza to define back edge of KCT and RCMP sites. Other public spaces include Laurel Courtyard and re-creation of Bennett Plaza.
Stimulate private development through public investment	<i>Use public land for community amenities</i>	Create opportunities for long-term leases of select parcels to support market and affordable housing (RCMP, Cawston, Queensway).
Consider market uses to support public improvement	<i>Look for partnerships with the private sector to benefit the community</i>	Propose partnerships for near-term and long-term development of key sites (RCMP, Cawston, and Queensway)
Finance creatively to support plan implementation	<i>Consider the economic and financial impact of all proposals</i>	Create opportunities for market uses on several sites in the long-term to generate revenue and reduce reliance on Capital Plan.
Make sure there is a mix of housing in downtown	<i>Enhance opportunities for a healthy and complete community</i>	Encourage more active transportation, public space and opportunity for affordable housing.
Minimize and disguise parking facilities	<i>Examine parking strategies holistically</i>	Anticipate an increased demand for parking in the area, but will examine optimization/utilization of existing facilities and by examining alternative requirements for off-street surface parking.
Make the area desirable for walking and cycling	<i>Be pedestrian oriented while still accommodating vehicles</i>	Include the provision for a pedestrian-oriented design for Doyle Avenue; encourage multi-modal transport and reduced parking requirements.

The table below reflects the key direction received from Council at the September 14th session that has further influenced the Preferred Concept Plan.

What We Heard From Council	Plan Response
<i>Maintain flexibility for locations of future civic uses</i>	Each of the future civic use sites are identified as possible sites for Museum, KAG, City Hall, Community Centre, Other Arts
<i>Ensure civic facilities remain in the study area in the long-term</i>	Each of the future civic use sites will be identified as possible sites for key civic facilities (Museum, Art Gallery, City Hall)
<i>Maintain flexibility for future developments</i>	Maintain discretionary design elements to support innovative designs
<i>Further outreach with the community</i>	Closed the loop with workshop participants via Public Open House, in-person meetings with DKA, Delta Grand, Tourism Kelowna, and Museum Staff

Explore alternative sites for Performing Arts Centre (PAC)

Community Trust will limit the viability of any site within the trust, RG site is possible but lease runs till 2028

Draft Preferred Concept Plan

After extensive evaluation, input from Council, consideration of community engagement comments and technical analysis, a Preferred Concept Plan has been developed. To understand the implications of the proposed concept plan, Staff has summarized the key objectives for the near-term (next 5-10 years) as well as the key objectives for the long-term (the next 25 years) of the preferred concept.

Near-term Illustrated Concept Plan (Figure 1).

Key Objectives for Near-term (5-10 years)

- Redevelopment of RCMP site on Doyle Ave as mixed-use development (6-13 storeys)
- Extension of Art Walk to Doyle Ave
- Development of the Civic Plaza
- Bennett Plaza update and Transit Security Pavilion
- Planning of public realm improvements on Doyle Ave

KELOWNA CIVIC BLOCK

Illustrative Concept Plan (Short Term - 10 Year)

LEGEND

FUTURE CIVIC USE

- New/Expanded City Hall
- Museum (consolidated)
- Community Centre
- Art Gallery Expansion
- Other Arts + Cultural

FUTURE MIXED USE

- Commercial (office/retail)
- Residential
- Cultural/Civic



The redevelopment of the RCMP site is in the primary focus of the near-term plan (see Attachment 'A' for massing model) with demolition of the existing RCMP building scheduled in 2-3 years. The preliminary financial analysis indicates this site could provide a reasonable market return to the City for a long-term land lease, assuming a minimum of a 6 storey building. However, staff suggests a degree of flexibility is maintained for building height and uses, proposing an upper limit of 13 storeys to allow for creative proposals that adhere to future design guidelines and generate revenue to catalyze the development of the Civic Plaza and Art Walk extension. Key design goals include the provision of active ground floor uses fronting Doyle Ave, Art Walk extension, and the proposed Civic Plaza while concentrating vehicle access and utilities on the east façade. The development should create a height profile for Doyle Ave where building heights step down to the waterfront to reduce shadowing and protect sightlines to the waterfront.

Long-term Illustrated Concept Plan (Figure 2)

KELOWNA CIVIC BLOCK

Illustrative Concept Plan (Long Term - 25 Year)

LEGEND

FUTURE CIVIC USE

- New/Expanded City Hall
- Museum (consolidated)
- Community Centre
- Art Gallery Expansion
- Other Arts + Cultural

FUTURE MIXED USE

- Commercial (office/retail)
- Residential
- Cultural/Civic



Key Objectives for Long-term (Next 20-25 years)

- Redevelopment of KCT site as a placeholder for a future Performing Arts Centre
- Redevelopment of Cawston Ave sites as future mixed-use potential
- Consolidation of Museum facilities to be relocated to City Hall Parking Lot or Memorial Arena site
- Redevelopment of existing Museum site (at Queensway/Ellis) as affordable housing
- Redevelopment of IH site on Ellis St for mixed-use potential
- Redevelopment of Memorial Arena site for future civic use
- Redevelopment of lands adjacent to current Art Gallery (infill site)
- Extension of Art Walk from Doyle Ave to Queensway Avenue
- Streetscape/public realm improvements on Doyle Ave

- Laurel Courtyard completion behind Laurel Packing House

Key Transportation Implications for Long-term (See Attachment C)

- Streetscape improvements on Doyle Ave to improve pedestrian environment
- Streetscape improvements on Ellis St to improve pedestrian environment
- Bicycle lanes on Doyle Ave and Ellis St

The long-term illustrated land use plan balances the goal of encouraging activity in the study area, while securing placeholder sites for future civic uses to ensure the Cultural District can continue to develop as a unique destination in the Downtown. The Cawston Avenue sites, IH site on Ellis St, and the Queensway Avenue site will enhance activity beyond the traditional 9-5 business hours and animate the Civic Plaza and Art Walk extension (see 'Attachment B' for potential massing of full build-out). Due to the low-rise character of the area and the challenges of introducing building height in close proximity to the waterfront, a Performing Arts Centre without the inclusion of a tower is proposed to support a future iconic building for the Cultural District. The City Hall parking lot and Memorial arena sites are identified as placeholder sites for long-term civic or cultural uses, providing opportunities for a future consolidated museum, art gallery expansion, and other civic uses as they are identified in the long-term.

Next Steps

Following Council's endorsement of the Preferred Concept Plan, additional supporting materials will be developed in preparation for a public Open House (anticipated for the first week of December). The project team will also update the financial analysis, develop urban design guidelines and prepare supporting visuals to better communicate the concept plan and associated land uses, building height ranges and public space / streetscape improvements. Staff will report to Council after the Open House in early 2016 seeking approval of the final concept plan prior to moving forward with bylaw and policy amendments.

Summary

The proposed concept plan provides a long-term vision for the study area that brings together community input, planning and design principles and the project team's technical analysis. The proposed concept affirms the *My Downtown Plan's* goal of enhancing activity and attracting private investment, while protecting sites for future civic use to support a dynamic Cultural District. Overall, the concept plan will be used to establish firm but fair planning and design direction for future land use, public realm enhancements and partnership opportunities that will position the study area to become a vibrant mixed-use district over the next 20 years.

Internal Circulation:

Divisional Director, Community Planning and Real Estate
 Planner Specialist
 Strategic Land Development Manager
 Cultural Services Manager
 Communications Advisor
 Building Services Manager
 Department Manager, Infrastructure Planning
 Department Manager, Community Planning

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

The southern block of the Civic Precinct is regulated by the Sawmill Trust. This trust between the community and the City of Kelowna only allows lands within the Trust to be used for municipal purposes, requiring uses and occupancies on the southern block of the study area to be for 'municipal purposes' at the time the trust was established.

Existing Policy:

My Downtown Plan
2012-2017 Cultural Plan
2030 Official Community Plan

Financial/Budgetary Considerations:

Professional and Consulting Budget = \$120,300 allocated from existing and approved sources.

Personnel Implications:

1605 hours of staff time

Submitted by:

Ross Soward, Planner Specialist

Approved for inclusion:



Danielle Noble-Brandt, Dept. Manager of Policy & Planning

cc:

Divisional Director, Community Planning and Real Estate
Planner Specialist
Strategic Land Development Manager
Cultural Services Manager
Communications Advisor
Building Services Manager
Department Manager, Infrastructure Planning
Department Manager, Community Planning

Attachments:

Attachment A: Near-Term Massing Model
Attachment B: Long-Term Massing Model
Attachment C: Public-Realm and Transportation Network Plan
Attachment D: Public Engagement Update
Attachment E: Community Trust Reference Materials