

NORTH END PLAN CONCEPT PLANS

JULY 2023

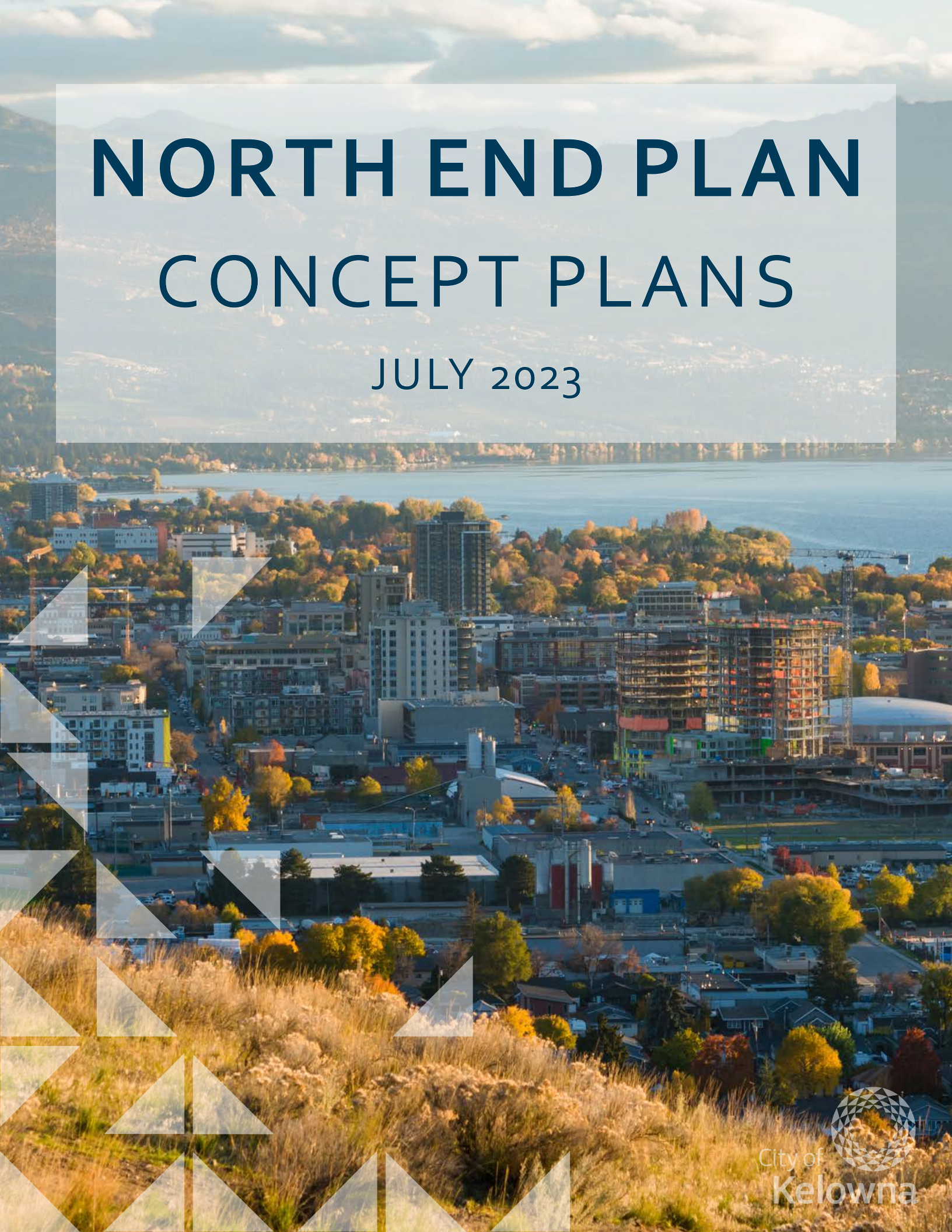


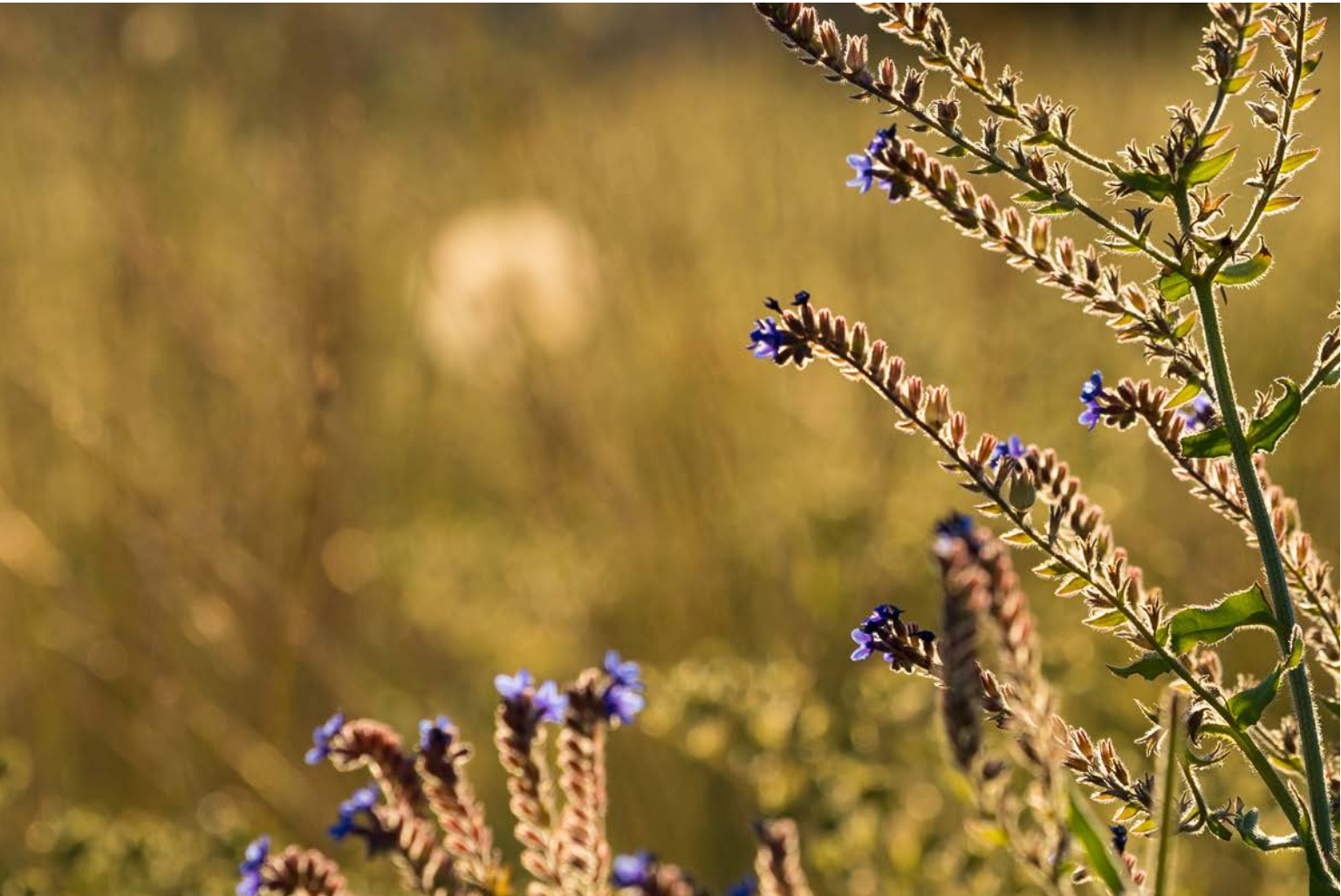
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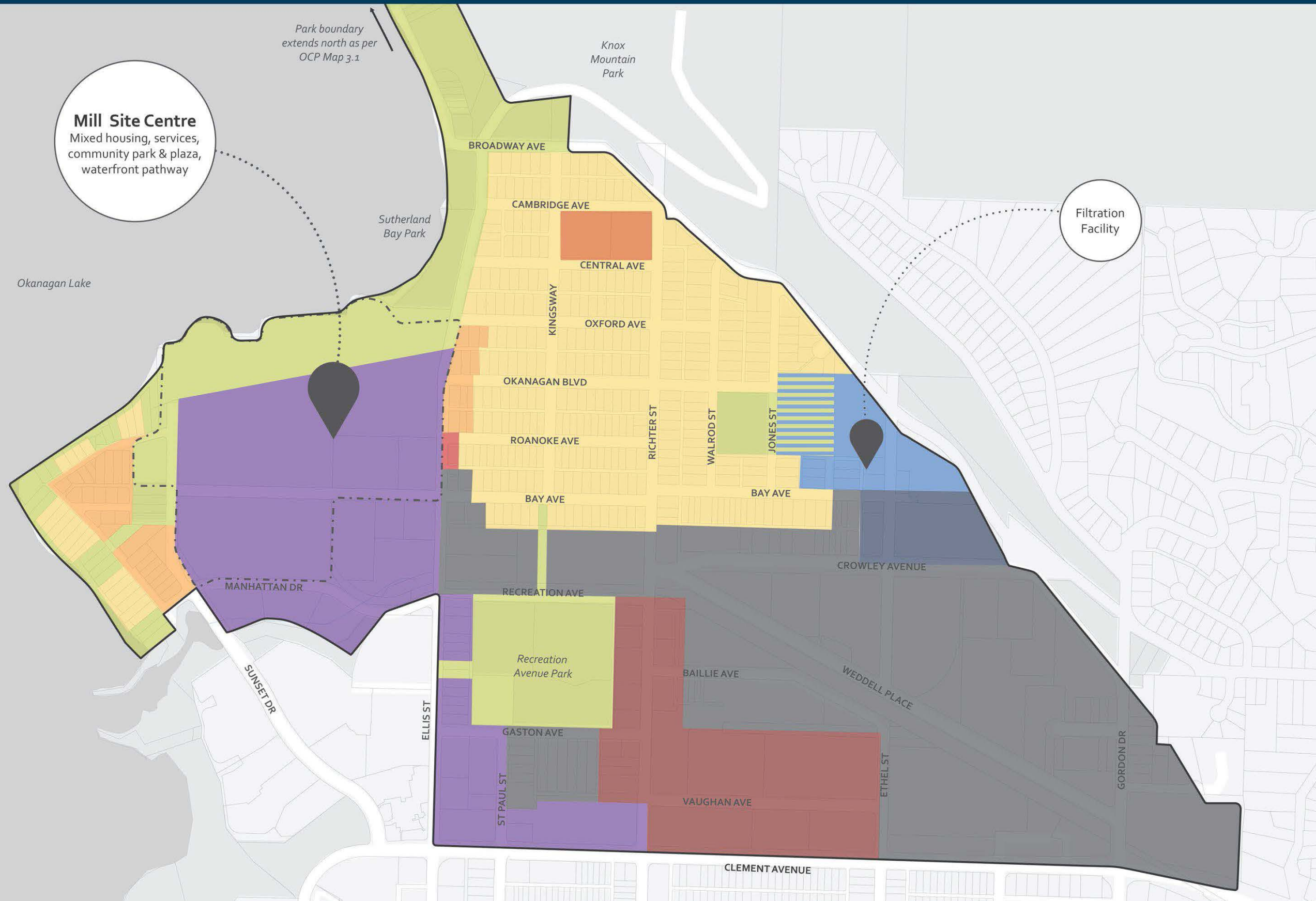


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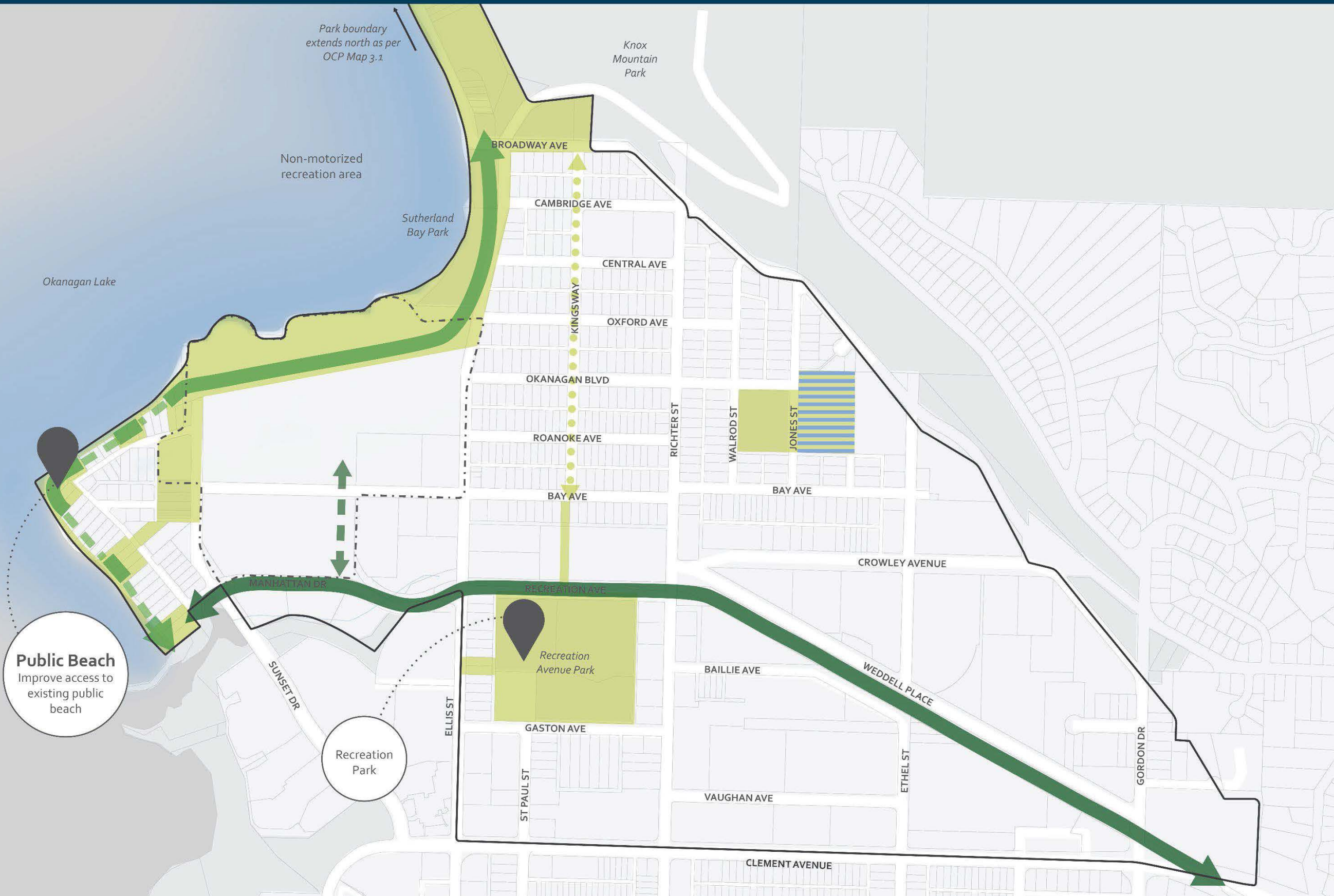
NORTH END PLAN | Concept Plan 1 – Land Use



LEGEND

- North End Plan Boundary
- Mill Site Boundary
- Houseplex
- Townhouse
- Low Rise Apartment
- Commercial
- Urban Mixed Use
- Intensified Industrial
- Industrial Mixed Use
- Craft Industrial
- Utility
- Utility / Parks
- Parks / Naturalized Area

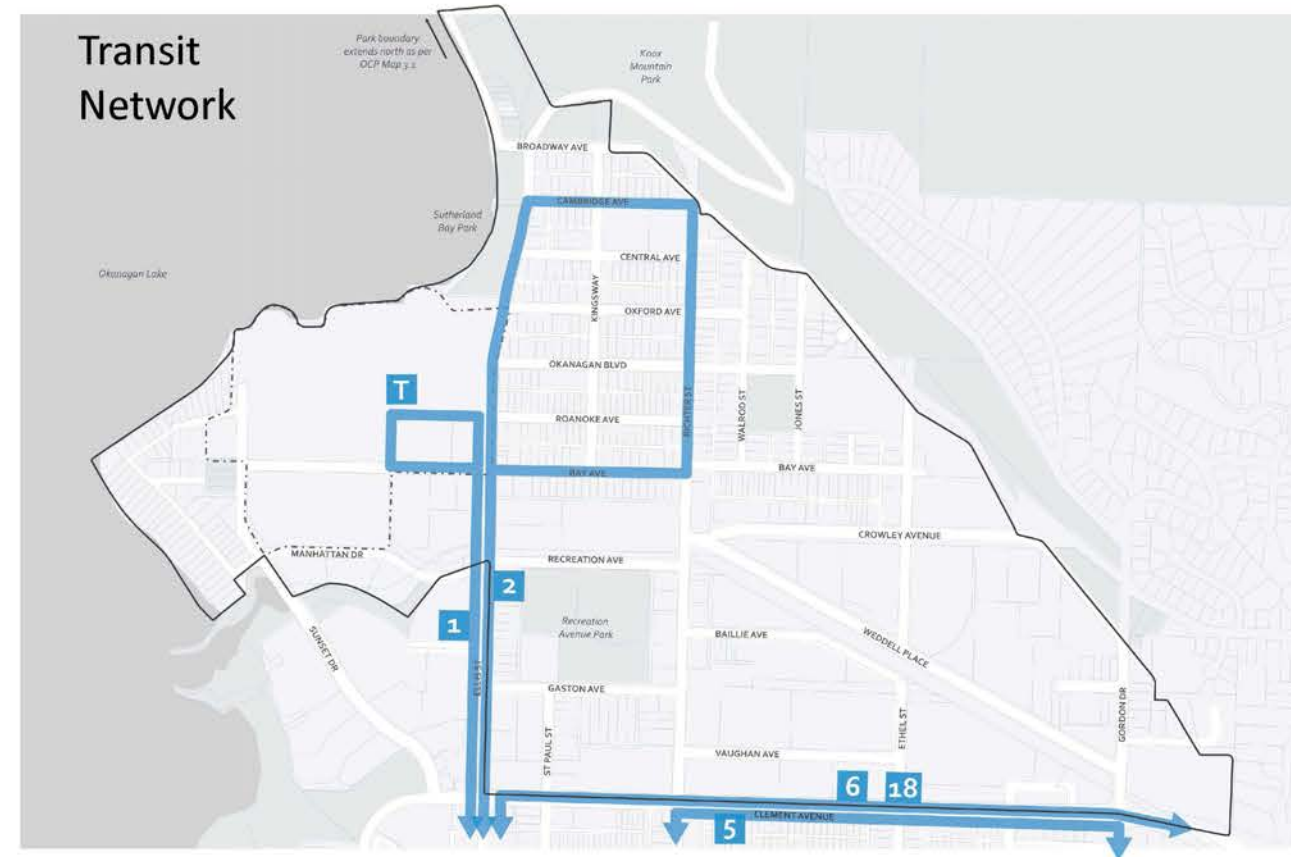
NORTH END PLAN | Concept Plan 1 – Public Space



LEGEND

-  North End Plan Boundary
-  Mill Site Boundary
-  Waterfront Path (Formal)
-  Waterfront Path (Informal)
-  Greenway (Existing)
-  Greenway (Planned)
-  Parks on Streets
-  Utility / Parks
-  Parks / Naturalized Area

NORTH END PLAN | Concept Plan 1 – Transportation



LEGEND

- North End Plan Boundary
- - - Mill Site Boundary

Road Network

- Urbanized Major Road

Cycling Network

- Separated Bike Lane
- Multiuse Pathway
- Bike Lanes & On-street Facilities

Transit Network

- Transit Network
- Transit Terminal Facility

Neighbourhood Streets

- Traffic Calming
- Urbanized

1. NORTH END NEIGHBOURHOOD CONCEPT PLAN #1

1.1 Overview

Concept #1 focuses most future development in the Mill Site, with modest infill opportunities in the neighbourhood's existing residential areas. Parks improvements are highlighted by a series of waterfront pocket parks for Manhattan Point. This concept preserves the most amount of industrial land and the emphasis is placed on fostering more services and job opportunities; at the same time, craft industry is supported.

1.2 Mill Site¹

Within the context of the neighbourhood, the Mill Site is a key area, given its large size and strategic location. It presents a rare opportunity to transform a neighbourhood and to address a range of important community objectives. Concept #1 explores the redevelopment of the Mill Site as an urban mixed-use neighbourhood with residential, retail, office and institutional uses, supported by a range of public amenities.

With regards to public amenities, the following are expected:

- A substantial waterfront park with a continuous waterfront pathway
- Additional neighbourhood and community park space that may include hardscaped plaza
- Community facility for public gathering; performance and cultural space; and recreation space
- Conservation of several structures with heritage value
- A mix of unit sizes and tenures (including below-market housing)

With regards to design standards, the following are expected:

- Adherence to design standards found in relevant sections of the Official Community Plan (OCP)
- Building heights generally taper down as we move north through the site from Downtown and towards the waterfront
- Building heights also generally taper down from the middle of the site as we move east and west towards the pre-existing residential areas flanking the site
- Development and site design strongly supports travel by walking, biking, and transit while providing access for personal and commercial vehicles where appropriate. Internal infrastructure networks integrate seamlessly into the broader neighbourhood/city walking, biking, transit and vehicle networks
- Design reflects leading research and best practices in brownfield redevelopment and sustainable neighbourhood design
- Important viewsapes to mountains, lake and downtown skyline are considered



Key North End Plan Objectives Addressed in this Section

Mill Site Design & Integration

- Integrate the site into the existing neighbourhood to create a complete and well-connected neighbourhood
- Design for human scale and pedestrian comfort, safety, and enjoyment in buildings and uses as well as within the public realm
- Incorporate a range of public amenities and community needs to support a high quality of life for a diverse array of residents
- Foster health, wellness and livability
- Ensure the site reflects leading research and best practices in brownfield redevelopment and sustainable neighbourhood design
- Consider the preservation of views to mountains, lake and downtown skyline

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities

Employment & Commercial Uses

- Support the growth of neighbourhood-scale, local retail and commercial uses that serve the everyday needs of North End residents
- Identify a high street or hub where commercial uses are to be concentrated to facilitate access and help ensure viability
- Support office uses in commercial areas to diversify the range of employment opportunities in the neighbourhood

Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway
- Connect parks and green spaces through green corridors to increase access

Transportation

- Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood
- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options

Equity & Inclusion

- Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services

Arts, Culture & Heritage

- Identify, conserve and protect historic places and assets
- Encourage preservation and adaptive re-use of buildings

Environmental Protection & Climate Resiliency

- Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts
- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater
- Encourage and incentivize green buildings, landscape design, neighbourhood design and emerging technologies to minimize pollution and climate change
- Incorporate green infrastructure to improve the environmental, economic and social performance of the neighbourhood and to mitigate extreme climate events and other natural hazards

**Also see sections on Affordable Housing; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency.*

1.3 Mill Site Gateway

The area immediately south of the BC Tree Fruits site and west of Ellis St. is currently zoned for industrial use. This area is the first entry point as one approaches the Mill Site from the south on Ellis St.—and, as such, acts as the most prominent gateway to the Mill Site. In order to provide a more appropriate gateway for the Mill Site, support is shown for urban mixed-use in this area—to match the development pattern on the Mill Site itself.

1.4 Manhattan Point

1.4.1 Waterfront Pocket Parks

In addition to a waterfront park with pathway to be introduced on the Mill Site, Concept #1 also proposes a series of waterfront pocket parks on Manhattan Point—as well as an interior linear park connecting two of the prominent pocket parks. The parks provide additional waterfront park access in areas with sandy beach conditions and in a way that improves the overall connectedness of the park space in the area.

1.4.2 Infill Housing

With respect to housing, minimal change is proposed for Manhattan Point outside of allowing ground-oriented infill housing under the Core Area designation that applies to these lands as part of the OCP. In general, Concept Plan #1 takes a more conservative approach to redevelopment within existing residential areas in the neighbourhood.

Key North End Plan Objectives Addressed in this Section

Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstance

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency.*



1.5 Northeast Residential Area

1.5.1 Sutherland Bay Park Improvements

Returning to the topic of waterfront parks, it is noted that Sutherland Bay Park is scheduled for improvements as a City-Wide Park. Improvements may include waterfront access, playgrounds, sports fields, multi-use courts, dog park, passive open grass areas, tree canopy, public art, and multi-use pathways. Detailed planning and public engagement for the improvement of Sutherland Bay Park will be conducted when that project is launched.

1.5.2 Walrod Park Improvements & Sports Fields

Similar to Sutherland Bay Park, Walrod Park is also scheduled for improvements as a Neighbourhood Park. Improvements may include playgrounds, passive open grass areas, tree canopy, picnic tables, benches, and pathways. Again, detailed planning for the improvement of Walrod Park will take place once the project is launched.

A significant park improvement common to all concept plans is the expansion of Walrod Park to the east. This park addition is connected to the introduction of a water filtration facility at the east end of the neighbourhood (see below for more details on the water filtration facility). The Walrod Park expansion may feature additional neighbourhood park space and/or sports fields. The programming of the expanded park area will be considered as part of the larger planning of Walrod Park.

1.5.3 Parks on Streets for Kingsway

Parks on Streets involve converting underused or redundant street space to green and park space to supplement park space in Urban Centres and the Core Area that are underserved with neighbourhood parks. Interventions include, but are not limited to, widening boulevards and creating landscaped bulb-outs, introducing pocket parks, increasing tree canopy, and programs to facilitate neighbourhood activities and events².

The OCP identifies Kingsway as a strong candidate for a Parks on Streets treatment³ and Concept #1 reinforces this by way of identifying Kingsway to be adapted for Parks on Streets.

Key North End Plan Objectives Addressed in this Section

Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Connect parks and green spaces through green corridors to increase access
- Expand park and recreation amenities and facilities that serve all life stages, abilities and household type

Transportation

- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options

Environmental Protection & Climate Resiliency

- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency.*

1.6 Industrial Area

Multiple studies have concluded that the industrial area in the North End provides valuable commercial services and employment in the local and regional economy, and that the area provides unique benefits for certain industrial businesses not found in other industrial areas of the city. In connection with this, industrial lands in the North End offer services and employment opportunities in close proximity to the Downtown and the city's densest future neighbourhoods thereby reducing travel distances and limiting overall travel demand. For these reasons, it has become a priority to preserve industrial land in the North End. That said, there are multiple goals worth achieving, and the area has been divided into three districts to help achieve these goals.

1.6.1 Intensified Industrial District

The aim of the intensified industrial district is to preserve valuable industrial activity and services in the North End while maximizing the concentration of jobs in this highly centralized area. In connection with this, the intensified industrial district is meant to support those industrial businesses that stand to benefit most from being in close proximity to a dense population centre. Staff are currently working with an industrial consultant to formulate measures to ensure the district achieves its intent.

1.6.2 Craft Industrial District

The Richter St. corridor from Clement Ave. to Recreation Ave., and the Vaughan Ave. and Clement Ave. corridors from Richter St. to Ethel St. are where we find a high concentration of alcohol production businesses (including wineries, cideries, breweries etc.) and other craft industrial businesses—businesses that feature small to medium-scale production with a public-facing retail and/or hospitality component. Many of these businesses have become popular among residents and together they offer a unique attraction in the North End. Staff recognize the value that these businesses bring to the community and will work with property and business owners to identify measures to ensure the area remains accommodating and welcoming to established and prospective craft industrial businesses.

1.6.3 Industrial Mixed-Use District

Industrial mixed-use in this context refers to mixing light industrial uses with commercial and/or residential uses. This unusual land use mix has in fact been achieved at the site shown as industrial mixed-use in Concept #1. Specifically, the lot in question received a site-specific zoning change to allow residential use on the site, and the new building features industrial and office uses in addition to residential apartments on the top storey. This variety of mixed-use building—that combines both industrial and residential components—represents a first for Kelowna, and the project was approved on a test basis to determine whether uses that are traditionally seen as conflicting could co-exist in harmony. The building received occupancy over a year ago (in May of 2022) and no complaints from tenants or nearby industrial businesses have been registered to date.

Key North End Plan Objectives Addressed in this Section

Employment & Commercial Uses

- Retain a core of industrial lands to preserve employment opportunities and much-needed services that support businesses and households
- Support the evolution of industrial businesses to meet changing market demands and to capitalize on the North End's proximity to Downtown
- Minimize conflicts and nuisance effects between industrial and residential uses

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; Transportation; and Environmental Protection & Climate Resiliency.*



1.7 Affordable Housing

Kelowna, like many cities across Canada, continues to struggle to provide permanent housing for all its residents. As a result, alternative forms of housing and emergency shelters need to be provided across the community. The reality of homelessness is apparent in the North End as there are currently two temporary shelters in the neighbourhood in addition to the city's designated outdoor sheltering site.

Under the Journey Home Strategy the ultimate goal of the City is to ensure everyone has a place to call home. The City has made some progress in working with partners to provide additional subsidized and supportive housing in order to help reach this goal; however, the need for these varieties of housing continues to outstrip supply, and the number of people experiencing homelessness has only grown.

Despite the growing problem, the City remains committed to its goal of achieving 'functional zero' homelessness—that is, working to eliminate homelessness, and, when it does occur, ensuring that it is rare, short-lived and non-re-occurring. As part of this effort the City actively seeks to acquire property that is suitable for both subsidized and supportive housing projects in all neighbourhoods of the city, as well as partner to help deliver these housing projects. This effort is to continue and the City will explore opportunities to provide affordable housing on the Mill Site, and look to acquire land for affordable housing partnerships in the broader North End area.

While the ultimate goal is to ensure that everyone in Kelowna has a home, the reality is that temporary shelter space is still be needed. Because of this the City also works with partners to provide suitable temporary shelter space in appropriate locations in the community. This effort too will continue and the City will advocate for and identify opportunities to partner to provide purpose-built temporary shelter space in the North End.

Key North End Plan Objectives Addressed in this Section

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Increase housing options across the Housing Wheelhouse to provide opportunities for residents of all income levels
- Provide appropriate supports to people experiencing homelessness and housing instability through all housing transitions



1.8 Heritage

As part of the Background Study for Phase 1 of the NEP, Staff commissioned a Historical Context Statement (HCS) for the North End neighbourhood from a Certified Heritage Professional. The HCS identified numerous heritage resources in the neighbourhood and proposed a host of mechanisms through which these resources might be conserved⁴.

One of the key ways Kelowna supports heritage conservation is through the Heritage Register—a program that formally recognizes the community's assets and resources with heritage value (including, but not limited to, buildings, structures, landscapes, archaeological sites, natural landscapes, and streetscapes). The program allows property owners to qualify for grants and other incentives that target heritage conservation. One of the recommendations in the HCS is that Kelowna add the identified properties to the Heritage Register, and that the Heritage Register be expanded to include other vital community heritage assets. As part of upcoming engagement activities in connection with the North End Plan, Staff propose to connect with affected property owners to inform them of the opportunity and encourage them to add their property to the Heritage Register.

On a related point, it has been noted that Okanagan Blvd. between Ellis St. and Kingsway is a unique corridor in that the original wartime homes there, each with heritage value, are almost all entirely intact. It is recognized that heritage value increases where heritage assets are highly clustered together—as is the case here⁵. As such, it is proposed that this corridor receive additional measures to maximize opportunity for conservation. Specifically, Staff propose that policy support be shown for these properties to be considered for Heritage Revitalization Agreements (HRA). An HRA is a legally binding agreement, applied on Title, that offers incentives in terms of use, density, and siting regulations, in exchange for a commitment from the property owner to protect and maintain heritage assets.

Key North End Plan Objectives Addressed in this Section

Arts, Culture & Heritage

- Identify, conserve and protect historic places and assets
- Encourage preservation and adaptive re-use of buildings



1.9 Municipal Utilities

As part of the Background Study in Phase 1 of the NEP, the condition of water, wastewater, and stormwater management infrastructure in the North End was evaluated. Subsequently, consideration has been given to different growth scenarios related to the proposed concepts for the neighbourhood and how these growth scenarios will impact infrastructure needs. The provision of municipal utilities for existing and new development in the North End will be addressed on an ongoing basis and reflect the City's commitment to the efficient delivery of services, sustainable development, and environmental stewardship.

1.9.1 Water Filtration Facility

Of note, the City is planning for the construction of a water filtration facility to support drinking water quality goals for water drawn from the Poplar Point water intake. A specific location at the east end of the neighbourhood—east of Walrod Park—has been identified in all three concepts for the purposes of this analysis.

The filtration facility has some flexibility to partner with park amenities. One necessary feature of the facility is the need for a large clearwell. This reservoir is to be covered and can support park space and/or sports fields above. The park space is shown in the same location in all three concepts—to the east of Walrod Park and on the west end of the facility site.

Key North End Plan Objectives Addressed in this Section

Servicing & Public Utilities

- Provide a sufficient, safe and reliable water supply in a way that is efficient, cost-effective and that emphasizes water conservation
- Manage stormwater in a way that is resilient to potential flooding events, and that prioritizes the water quality and ecological health of Okanagan Lake and Brandt's Creek
- Manage wastewater in a way that is safe, efficient, cost-effective and sustainable
- Adopt best practices in sustainable infrastructure to maximize environmental stewardship



1.10 Transportation

Located within the Core Area of the city adjacent Downtown, and surrounded by Okanagan Lake and Knox Mountain, the North End provides both opportunities and challenges for access and transportation.

Similar to other parts of the Core Area, the proximity of employment, services and recreation reduces the distance North End residents must travel to reach their day-to-day needs. As a result, alternative modes of travel (walking, biking and transit) are more often viable options. This is reflected in the data. In recent censuses⁶ 23% of North End residents that regularly commuted reported doing so by alternative modes. This is higher than 16% for Kelowna residents overall (though lower than the 32% of Downtown residents that reported commuting by way of alternative modes). Despite higher-than-average travel via alternative modes, driving remains an important travel mode, particularly for trips too far to walk or bike, and to areas poorly served by transit.

Road access to the North End is limited. Trips to and from the neighbourhood must pass through intersections along Clement Avenue, putting a constraint on future vehicle capacity. That said, little traffic passes through the North End to other areas, reducing background traffic impacts.

Transit ridership is lower in the North End, and this has made it difficult to support better transit service in the neighbourhood. While the Okanagan Rail Trail provides active transportation connections to the east and waterfront, gaps remain to the south, and there are limited active transportation connections within the neighbourhood. For people walking, most major and neighbourhood streets are unurbanized and lack sidewalks, and there are few improved crossing points.

As development proceeds in the neighbourhood the number of people traveling within, to and from the North End (including the Mill Site) will increase and the transportation network will become busier. A range of transportation strategies are being considered through the NEP to create a balanced and resilient transportation system. These strategies include supporting walking for short trips within the neighbourhood, biking for medium-length trips to jobs and services (e.g. Downtown, Pandosy, KGH, Landmark), and transit for longer trips. Expanding vehicle capacity is also being considered, where practical, to accommodate trips where other options are not as feasible—as well as goods movement. Policies and programs that manage transportation demand, parking, and curb space will also be developed.

It is important to stress that future travel demand in the North End cannot be accommodated by expanding vehicle capacity alone. A significant shift towards more efficient forms of transportation, including walking, biking, and transit, will be increasingly necessary as neighbourhood growth proceeds. Failure to facilitate this shift will limit the livability and growth potential of the neighbourhood.

Further details on strategies under consideration are provided below. These will be refined with feedback from consultation and selection of a preferred land use concept.

1.10.1 Walking

Efforts will be made to ensure walking is the most attractive travel option for short trips (<1.5km / 20min) within the neighbourhood. There are currently many gaps in the sidewalks and safe places to cross streets which will need to be addressed as streets get busier. Making walking attractive for more trips will also require engaging streetscapes, building frontages and weather/shade protection including street trees. Separated space for walking and biking on the Okanagan Rail Trail and Waterfront Pathway are being considered to better accommodate an increase in users along these corridors. A more detailed pedestrian plan will be developed following consultation and selection of a preferred land use concept.

1.10.2 Biking

Efforts will be made to ensure biking is a more attractive option for medium-length trips (1 – 5km). To do this, the future bike network will need to provide strong connections to other nearby neighbourhoods as well as good access to destinations within the North End. Primary biking facilities are to be comfortable for riders of all ages and abilities and emerging devices such as e-bikes and e-scooters will also need to be accommodated. To address these needs, a number of improvements being considered for Concept #1 are listed below.

- Extension of the protected bike lane network north from Downtown into the North End, including:
 - o extending the Waterfront Walkway for cycling via Sunset Dr, Guy St and along the lakeshore to Sutherland Bay Park;
 - o linking to the Cawston Active Transportation Corridor (ATC) via Sunset Dr and Cannery Lane;
 - o extending the planned Bertram ATC from Downtown north to the Okanagan Rail Trail via St. Paul and Ellis streets;
 - o and extending the Ethel ATC from Cawston to the Okanagan Rail Trail.
- A grid of ATCs (east-west and north-south) on the edges and within the Mill Site will provide residents convenient access to services and connections to the surrounding bike network.
- Separate space for pedestrians and cyclists along the Waterfront Walkway and the Okanagan Rail Trail to comfortably support larger numbers of pedestrians and cyclists.
- Reviewing the Rail Trail crossing at Clement Ave and Gordon Dr.
- Maintain existing on-street bike lanes on Ellis St, Richter St, and Broadway Ave.

1.10.3 Transit

Transit is a viable alternative to driving for many longer trips. Transit will be an important option for future North End residents travelling to jobs, services and activities that are otherwise too far for active modes (walking and biking). A range of options to improve transit service and make it more viable for more people are being considered:

- More frequent service on Route 2, connecting to Downtown and other routes at the Queensway Exchange.
- Shortening the loop on Route 2 to provide two-way service on Ellis St from the Mill Site south.
- Redirecting Route 6 and 18 north from Cawston Ave to Clement Ave. This will increase access to transit for the southern parts of the North End.
- Extending Route 1 to a northern terminus within the Mill Site. This would provide a no-transfer ride to employment and services in Downtown, KGH, Pandosy, Okanagan College and further south along Lakeshore.

Transit service will be increased gradually over time as ridership grows with development. Service increases are to be coordinated with BC Transit, the regional transit provider.

Attractive transit service also requires bus stops that are comfortable, safe, and accessible places to wait. This may require additional right-of-way in certain locations. Sidewalks and safe places to cross the street are also critical for people to conveniently and safely access bus stops.

In the longer term, some form of higher capacity transit will likely be required to sustain neighbourhood growth in the North End. While the transit technology has not been determined, protecting space and additional right-of-way to keep transit moving within busy streets will be important. The need for and configuration of higher capacity transit will be explored further following selection of the preferred land use scenario.

1.10.4 Neighbourhood Streets

Neighbourhood streets are local and collector streets that provide access to homes and businesses, connect to the major road network, and provide valuable local public spaces.

Many of the neighbourhood streets in the North End are missing sidewalks and have gravel shoulders instead of gutters for drainage. While this treatment may work well enough when street activity is low, there will be increasing challenges as more people are walking, biking, driving, and parking on neighbourhood streets in the North End.

With future development new neighbourhood streets should be fully urbanized. Existing neighbourhood streets should be urbanized, including sidewalks and street trees, where street activity levels increase significantly. Traffic calming on existing streets will be considered to manage vehicle traffic and speeds and maintain a comfortable street environment.

Neighbourhood streets should be urbanized where the most growth is planned. For Concept #1 this would be within the Mill Site and between Ellis St / Richter St / Recreation Ave. Elsewhere, urbanization of streets should happen incrementally with redevelopment. Within Manhattan Point traffic calming is proposed to keep traffic speeds low on existing narrow streets. East of the Mill Site, traffic calming is being considered to minimize cut-through traffic between Ellis and Richter.

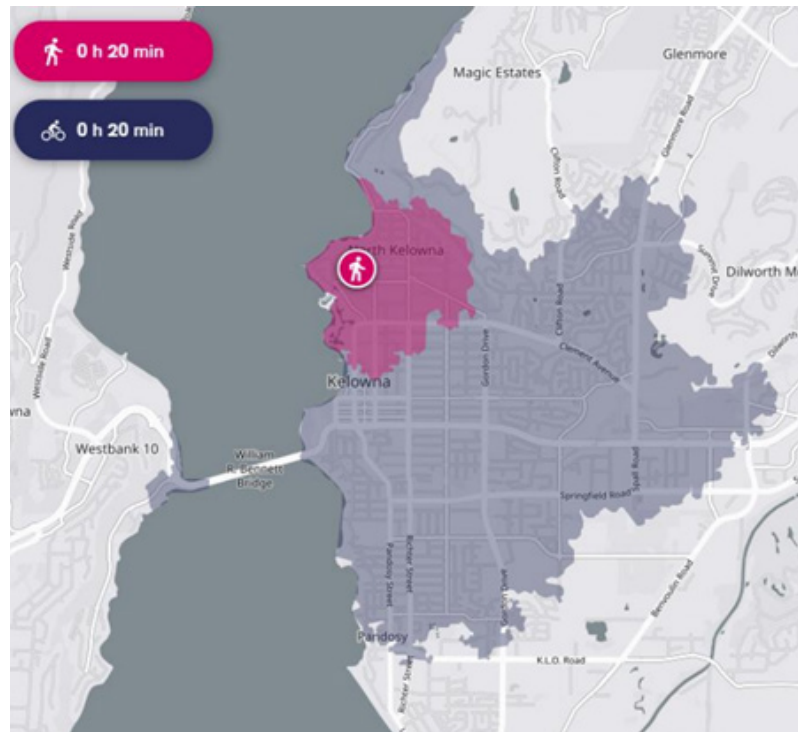


Figure 1 - The estimated 20 minute travel distance by walking and biking from Ellis St and Bay Ave

1.10.5 Major Roads

In the North End, vehicles will continue to play a role for trips where other options are not as feasible—and for the sake of goods movement.

Vehicle access to the North End is limited by the capacity of intersections on Clement Ave. As the east-west traffic on Clement Ave grows (particularly once it is extended east of Spall towards Highway 33) the number of vehicles that can cross Clement north-south will be limited.

The NEP proposes improving the North End's major road network to address these challenges. Major road improvements under consideration in Concept #1 include:

- Creating a continuous east-west major arterial corridor by linking together existing streets (Manhattan Dr, Recreation Ave, Weddell Pl, and Gordon Dr)
- Significant expansion and improvement of the Clement Ave and Gordon Dr intersection
- Reconfiguring Sunset Dr as a minor arterial
- Widening and urbanizing Ellis St and Richter St as major arterials—including providing left turn lanes
- Expanding vehicle capacity at Clement Ave intersections (Ellis St, Richter St, and Ethel St) within property constraints

Major roads will need to accommodate personal and commercial vehicles while supporting people walking, biking and taking transit. In many cases, additional right-of-way will be needed to support multiple travel modes. When it comes to the Mill Site, major roads will be required within the site for access and circulation. Specific intersection layouts and other street-section details will be explored further following selection of the preferred land use scenario.

1.10.6 Goods Movement

The North End contains a regionally significant industrial area. Maintaining access for commercial vehicles will be important for the continued operation of businesses in this area. In residential areas (including the Mill Site), accommodating service and delivery vehicles (including for e-commerce) will also be important. The NEP will explore how to best accommodate commercial vehicle access following adoption of the preferred land use concept.

1.10.7 Travel Demand, Parking and Curb Space Management

In addition to infrastructure improvements, the NEP will consider policies and programs to improve mobility and access for future North End residents and businesses. These policies will focus on facilitating and encouraging travel decisions that make more efficient use of available infrastructure. Travel Demand Management (TDM) policies focus on reducing travel demand, shifting travel to periods with more capacity, and shifting trips from cars to more efficient travel modes. Parking management focuses on strategies to reduce demand, share, or make better use of parking resources. Curb space management considers how the street edges are managed. While curbs have traditionally been used for on-street parking, other uses are increasing in importance, including transit stops, loading zones, pickup/drop-off zones, bike and scooter parking, parklets and on-street patios. Specific strategies will be considered in more detail following selection of a preferred land use concept.

1.10.8 Local Services & Complete Communities

Land use and transportation are directly linked. We travel to access employment, services, education, recreation, social and the other activities that make up our day-to-day lives. Providing a mix of land uses within a neighbourhood—and effectively connecting them—allows residents to more easily find destinations close-by and reduces the overall demand on the transportation network. All three concepts include a mix of land uses that supports this approach.

Key North End Plan Objectives Addressed in this Section

Transportation

- Increase the overall connectivity in the street grid network in the North End to facilitate travel for all modes
- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options
- Facilitate goods movement to, from and within industrial lands, while limiting impacts on adjacent residential areas

1.11 Environmental Protection and Climate Resiliency

Environmental protection and climate resiliency is advanced in a variety of ways through Concept #1. To begin with, environmental remediation on the Mill Site will be required and will improve the ecological health of both land and water in this sensitive environmental area adjacent the lake. In addition, new waterfront park space to be added both on the Mill Site and in other areas of the North End (including Manhattan Point) will provide opportunities to restore and protect riparian area against the lake. Restoration and protection of riparian area not only benefits the ecological health of land and water, but also expands and improves wildlife habitat—to the benefit of both land and aquatic flora and fauna.

Green space, trees and other vegetation will be introduced on new waterfront park space and other park space additions in the neighbourhood—including the Parks on Streets treatment on Kingsway and the expansion of Walrod Park to the east over the water filtration facility. The added green space and vegetation will provide opportunities for natural drainage, helping with flood mitigation. In addition, added green space helps mitigate the urban heat island effect while also improving air quality.

Beyond this, adding neighbourhood growth and density in an already built-out area takes advantage of existing infrastructure with resulting efficiencies helping conserve both energy and resources—as well as land.

Also, mixing multiple uses in close proximity in the neighbourhood will make it easier and more convenient to access day-to-day needs nearby, thereby reducing the need for car trips and encouraging walking and rolling. The introduction of enhanced active transportation infrastructure, including new active transportation corridors, will further encourage mode shift away from cars and towards active forms of mobility. This will result in reduced greenhouse gas emissions as well as less air pollution.

Beyond active transportation, better transit connections will provide viable alternatives to the automobile for trips further afield in the city and region—once again reducing greenhouse gas emissions and lessening air pollution.

Finally, the Mill Site team is being encouraged to ensure the site reflects leading research and best practices in brownfield redevelopment and sustainable neighbourhood design through the Mill Site ARP. Success here will result in yet more wins for environmental protection and climate resiliency.

**More detail on how environmental protection and climate resiliency is to be advanced will be provided when the preferred concept is developed.*

Key North End Plan Objectives Addressed in this Section

Environmental Protection & Climate Resiliency

- Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts
- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater
- Encourage and incentivize green buildings, landscape design, neighbourhood design and emerging technologies to minimize pollution and climate change
- Incorporate green infrastructure to improve the environmental, economic and social performance of the neighbourhood and to mitigate extreme climate events and other natural hazards

CONCEPT
PLAN

02



NORTH END PLAN | Concept Plan 2 – Land Use



LEGEND

- North End Plan Boundary
- Mill Site Boundary
- Houseplex
- Townhouse
- Low Rise Apartment
- Commercial
- Urban Mixed Use
- Intensified Industrial
- Industrial Mixed Use
- Craft Industrial
- Utility
- Utility / Parks
- School
- Parks / Naturalized Area

NORTH END PLAN | Concept Plan 2 – Public Space



LEGEND

-  North End Plan Boundary
-  Mill Site Boundary
-  Waterfront Path (Formal)
-  Waterfront Path (Informal)
-  Greenway (Existing)
-  Greenway (Planned)
-  Utility / Parks
-  School
-  Parks / Naturalized Area

Manhattan Point Park
Extend waterfront park access to Manhattan Point

Recreation Park

School
Specific location to be determined

Park boundary extends north as per OCP Map 3.1

Non-motorized recreation area

Knox Mountain Park

Sutherland Bay Park

Okanagan Lake

Recreation Avenue Park

NORTH END PLAN | Concept Plan 2 – Transportation

Bike/Pathway Network



Transit Network



LEGEND

— North End Plan Boundary

- - - Mill Site Boundary

Road Network

■ Urbanized Major Road

Cycling Network

■ Separated Bike Lane

■ Multiuse Pathway

■ Bike Lanes & On-street Facilities

Transit Network

■ Transit Network

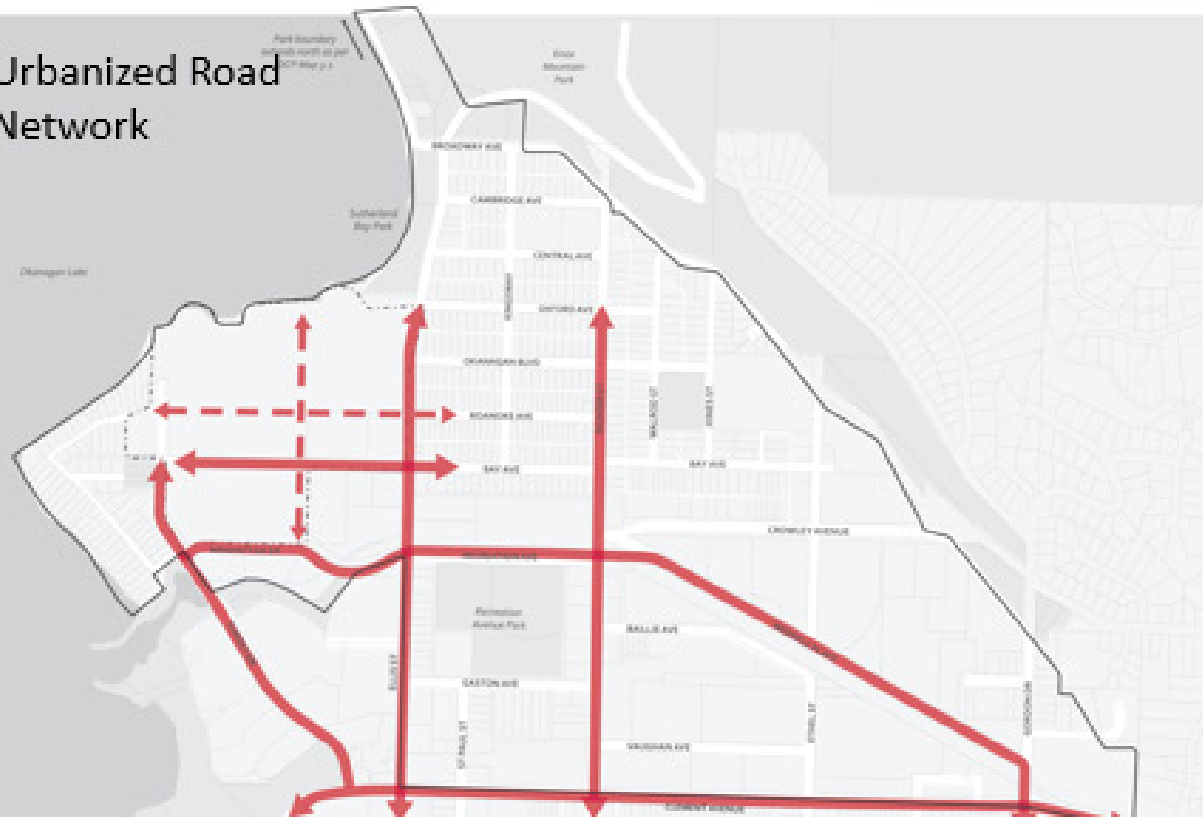
■ T Transit Terminal Facility

Neighbourhood Streets

■ Traffic Calming

■ Urbanized

Urbanized Road Network



Neighbourhood Street Treatment



NORTH END NEIGHBOURHOOD CONCEPT PLAN #2

2.1 Overview

Concept Plan #2 introduces more opportunities for residential growth in the neighbourhood, focused around a new school site adjacent an expanded and improved Walrod Park. This area would be connected to the Mill Site, which would continue to be signaled for most of the neighbourhood's future growth, by way of a new greenway lined with additional housing. This concept also includes more residential development on Manhattan Point, and an extension of the waterfront park on the Mill Site through to the western tip of the Point. Industrial land is preserved but the emphasis shifts to craft industry and the introduction of a unique mixed-use area that provides a buffer between the residential and industrial areas.

2.2 Mill Site⁷

Within the context of the NEP, the Mill Site is a key area, given its large size and strategic location. It presents a rare opportunity to transform a neighbourhood and to address a range of important community objectives. Concept Plan #2 continues to explore the redevelopment of the Mill Site as an urban mixed-use neighbourhood with residential, retail, office and institutional uses, supported by a range of public amenities. All elements and expectations included in Concept #1 also apply here.

Key North End Plan Objectives Addressed in this Section

Mill Site Design & Integration

- Integrate the site into the existing neighbourhood to create a complete and well-connected neighbourhood
- Design for human scale and pedestrian comfort, safety, and enjoyment in buildings and uses as well as within the public realm
- Incorporate a range of public amenities and community needs to support a high quality of life for a diverse array of residents
- Foster health, wellness and livability
- Ensure the site reflects leading research and best practices in brownfield redevelopment and sustainable neighbourhood design
- Consider the preservation of views to mountains, lake and downtown skyline

Employment & Commercial Uses

- Support the growth of neighbourhood-scale, local retail and commercial uses that serve the everyday needs of North End residents
- Identify a high street or hub where commercial uses are to be concentrated to facilitate access and help ensure viability
- Support office uses in commercial areas to diversify the range of employment opportunities in the neighbourhood

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities

Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway
- Connect parks and green spaces through green corridors to increase access

Transportation

- Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood
- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options

Arts, Culture & Heritage

- Identify, conserve and protect historic places and assets
- Encourage preservation and adaptive re-use of buildings



Equity & Inclusion

- Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services

Environmental Protection & Climate Resiliency

- Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resiliency to climate change impacts
- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater
- Encourage and incentivize green buildings, landscape design, neighbourhood design and emerging technologies to minimize pollution and climate change
- Incorporate green infrastructure to improve the environmental, economic and social performance of the neighbourhood and to mitigate extreme climate events and other natural hazards

**Also see sections on Affordable Housing; Municipal Utilities; Transportation; and Environmental Protection and Climate Resiliency.*

2.3 Commercial Office Hub

Support for office uses in the area southeast of the Mill Site goes toward adding new job opportunities in close proximity to where people are living—increasing opportunities to minimize commutes and shift mode from cars to walking and rolling.

Key North End Plan Objectives Addressed in this Section

Employment & Commercial Uses

- Support office uses in commercial areas to diversify the range of employment opportunities in the neighbourhood

Transportation

- Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood

2.4 Northeast Residential Area

2.4.1 Neighbourhood Commons

In Concept #2, an elementary school site is introduced adjacent an expanded improved Walrod Park at the east end of the neighbourhood. Locating these complimentary facilities and amenities in close proximity to one another allows for synergy and a more prominent destination point.

New residential growth respectful of the existing low-profile development in the area is located to maximize access to the school, and expanded and improved park space. Together, the neighbourhood destination and added density help support a small neighbourhood-scale commercial area to complete the neighbourhood commons.

2.4.2 Okanagan Greenway

Okanagan Blvd. is converted from a street to a greenway—a linear park that features greenspace, landscaping and tree canopy, as well as an active transportation pathway. The Greenway provides not only a robust linear park through the centre of the neighbourhood, but also acts as an attractive walk and roll connection linking two important growth nodes and destination points—the Mill Site and the neighbourhood commons. Low-rise apartment housing with ground-oriented units at grade is supported for lots adjacent the Greenway to increase access to and watch over the linear park.

2.4.3 Sutherland Bay Park

As mentioned above, Sutherland Bay Park is scheduled to receive improvements as a City-Wide Park.

Key North End Plan Objectives Addressed in this Section

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities

Transportation

- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres

Environmental Protection & Climate Resiliency

- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater

Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Connect parks and green spaces through green corridors to increase access

Equity & Inclusion

- Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; and Transportation.*

2.5 Manhattan Point

At Manhattan Point support is shown for development of low-rise apartments. This allows moderate densification that is respectful of the lake and waterfront in an area with excellent active transportation connections to both the Mill Site (and adjacent office hub), and the downtown. As for Parks, the focus is directed to the northern portion of the Point and properties here are earmarked for public acquisition. This would allow for an extension of the waterfront park on the Mill Site west to the very tip of the Point.

Key North End Plan Objectives Addressed in this Section

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities

Transportation

- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres

Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway

Environmental Protection & Climate Resiliency

- Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts
- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency.*



2.6 Industrial Area

The scope of the industrial area in Concept #2 remains the same as in Concept #1, but the three industrial districts are shifted in size and orientation. Overall, both the craft industrial and the industrial mixed-use districts have expanded and occupy more land, while the intensified industrial district has contracted.

2.6.1 Craft Industrial District

The Craft Industrial District is expanded to the west and into an area that has not yet seen the influx of craft industrial businesses. Expanding the Craft Industrial District into this space serves to bring it into closer proximity to the downtown and Mill Site, and also serves to provide a more appropriate transition to the Downtown Urban Centre area immediately to the west and south.

2.6.2 Industrial Mixed-Use District

The Industrial Mixed-Use District is also expanded westward from its original location in a band that acts as a buffer between the intensified industrial area to the south and the residential area to the north. The Industrial Mixed-Use District limits industrial uses that may disturb adjacent residents; and therefore, the buffer stands to minimize potential conflicts between the industrial and residential areas.

2.6.3 Intensified Industrial District

An intensified industrial area is preserved—though smaller in Concept #2 than in Concept #1.

2.6.2.1 Brandt's Creek Improvements

- Supporting a land use change to industrial mixed-use along the north side of Recreation Ave. would allow the City to acquire land along the south edge of the lots to expand the Brandt's Creek corridor. This would open up the opportunity to improve the creek in this area in a similar vein to that initially proposed under the Mill Creek to Brandt's Creek Diversion project. Specifically:
- Sections of the creek currently culverted would be daylighted;
- More natural meandering could be introduced;
- Interventions to improve water quality and fish habitat could be introduced;
- Enhanced and ecologically sensitive landscaping could be planted on creek banks.

Key North End Plan Objectives Addressed in this Section

Employment & Commercial Uses

- Retain a core of industrial lands to preserve employment opportunities and much-needed services that support businesses and households
- Support the evolution of industrial businesses to meet changing market demands and to capitalize on the North End's proximity to Downtown
- Minimize conflicts and nuisance effects between industrial and residential uses

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency.*

2.7 Affordable Housing

The approach to affordable housing introduced in Concept #1 is common to all concepts. Specifically:

- The City will actively seek to acquire property in the North End that is suitable for both subsidized and supportive housing projects, and look for opportunities to partner to deliver these housing projects;
- As long as residents remain without access to permanent housing, the City will look for opportunities to partner to provide purpose-built temporary shelter space in the North End and across the city.

Key North End Plan Objectives Addressed in this Section

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Increase housing options across the Housing Wheelhouse to provide opportunities for residents of all income levels
- Provide appropriate supports to people experiencing homelessness and housing instability through all housing transitions

2.8 Heritage

The approach to heritage introduced in Concept Plan #1 is common to all concepts:

- Staff are to connect with and encourage property owners on lots with heritage value to apply to add their property to the Heritage Register;
- Policy support is shown for HRAs on lots on Okanagan Blvd. between Kingsway and Ellis St. to help protect the heritage assets on this unique street

Key North End Plan Objectives Addressed in this Section

Arts, Culture & Heritage

- Identify, conserve and protect historic places and assets
- Encourage preservation and adaptive re-use of buildings



2.9 Municipal Utilities

The approach to municipal utilities introduced in Concept Plan #1 is common to all concepts:

- The provision of municipal utilities for existing and new development in the North End will be addressed on an ongoing basis and is to reflect the City's commitment to the efficient delivery of services, sustainable development, and environmental stewardship;
- Water filtration facility to be located at east end of neighbourhood.

Key North End Plan Objectives Addressed in this Section

Servicing & Public Utilities

- Provide a sufficient, safe and reliable water supply in a way that is efficient, cost-effective and that emphasizes water conservation
- Manage stormwater in a way that is resilient to potential flooding events, and that prioritizes the water quality and ecological health of Okanagan Lake and Brandt's Creek
- Manage wastewater in a way that is safe, efficient, cost-effective and sustainable
- Adopt best practices in sustainable infrastructure to maximize environmental stewardship

2.10 Transportation

Proposed transportation improvements are similar in all three concepts and, in general, improvements proposed under Concept #1 are kept in Concept #2. Changes in Concept #2 respond to more development supported in Manhattan Pt, along Okanagan Blvd, and surrounding Walrod Park. Changes being considered between Concepts #1 and #2 are highlighted below. This section should be read together with improvements described in Concept #1.

2.10.1 Walking

The Okanagan Blvd Greenway would form a major east-west walking and biking connection between the Mill Site and development surrounding Walrod Park and along Okanagan Blvd. Improvements to the corridor would include sidewalks/pathways and improved crosswalks at Ellis and Richter streets. Car use would be restricted along this greenway with access to properties coming off the rear lanes.

2.10.2 Biking

An additional active transportation corridor is being proposed in Concept #2. This protected bike lane facility would start at the Mill Site, run along the Okanagan Blvd Greenway, through Walrod Park and south along Ethel to the Okanagan Rail Trail. This new connection would also provide a comfortable and convenient connection to neighbourhood services in the Mill Site and a school site and expanded park space at Walrod Park.



2.10.3 Transit

Transit service improvements and additions for the North End will be consistent with Concept #1.

2.10.4 Neighbourhood Streets

With more growth planned for Manhattan Point, along Okanagan Blvd and east of Richter St, urbanization of all local streets in Manhattan Point and south of Oxford Ave is being considered.

2.10.5 Major Roads

With more growth proposed for the northeast area of the neighbourhood, urbanization of Richter St is being considered north to Oxford Ave.

2.10.6 Goods Movement

The goods movement and commercial vehicle access and mobility approach will be consistent with Concept #1.

2.10.7 Travel Demand, Parking and Curb Space Management

The travel demand, parking, and curb space approach will be consistent with Concept #1.

2.10.8 Neighbourhood Destinations

Additional commercial development northwest of Recreation / Ellis increases opportunities for services and jobs in the North End. This will increase opportunities for North End residents to work and shop within their neighbourhood, reducing demand on the transportation network. Employees from outside the North End will add demand to the transportation network but in the reverse direction of local residents. Also, the commercial destinations will have very good access from proposed transit services and active transportation links.

Key North End Plan Objectives Addressed in this Section

Transportation

- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options
- Strengthen transit connections between the North End and other Urban Centres and employment nodes
- Increase the overall connectivity in the street grid network in the North End to facilitate travel for all modes
- Facilitate goods movement to, from and within industrial lands, while limiting impacts on adjacent residential areas



2.11 Environmental Protection and Climate Resiliency

Environmental protection and climate resiliency is advanced in a variety of ways through Concept #2. In addition to features introduced in Concept #1 and kept in Concept #2 (the benefits of which are summarized below in bullets), three new features add to the advancement of environmental protection and climate resiliency.

To begin with, the public acquisition of property on the north side of Manhattan Point will allow for an extension of the green corridor that begins north at Knox Mountain Park and extends through Sutherland Bay Park and the Mill Site. An opportunity exists to provide a naturalized connection and wildlife corridor through this entire area.

Second, a land use change on the north side of Recreation Ave. would allow for the widening and improvement of the Brandt's Creek corridor in this area with a host of environmental benefits. As mentioned in section 2.6.2.1:

- Sections of the creek currently culverted would be daylighted;
- More natural meandering could be introduced;
- Interventions to improve water quality and fish habitat could be introduced;
- Enhanced and ecologically sensitive landscaping could be planted on creek banks

Of note, the feature would allow for the eastward expansion of the green/wildlife corridor that currently extends from Rotary Marsh Park east to Ellis St. (where Brandt's Creek has already been naturalized).

Finally, the greenway introduced on Okanagan Blvd. adds to the green space and further improves the active transportation network in the neighbourhood.



A Summary of the environmental benefits provided by features introduced in Concept #1 and kept in Concept #2 is provided below:

- Environmental remediation on the Mill Site triggered by land use change will improve the ecological health of both land and water in this sensitive environmental area adjacent the lake
- Waterfront park space to be added on the Mill Site and other areas in the North End will provide opportunities to restore and protect riparian area
 - o Benefits the ecological health of land and water
 - o Expands and improves wildlife habita
- Green space, trees and other vegetation will be introduced on all park space additions in the neighbourhood
 - o Increases natural drainage helping mitigate flood threat
 - o Mitigates the urban heat island effect
 - o Improves air quality
- Widening and improving the Brandt's Creek corridor along Recreation Ave. provides a host of environmental and ecological benefits
- Adding neighbourhood growth and density in an already built-out area takes advantage of existing infrastructure
 - o Efficiencies help conserve energy, resources and land
- Mixing multiple uses in close proximity in the neighbourhood, in addition to improving active transportation infrastructure, will make it easier and more convenient to access daily needs by walking and rolling
 - o Mode shift away from cars and toward active modes will result in reduced greenhouse gas emissions and less air pollution
- Providing better transit connections to the downtown and areas of the city further afield will yield a viable alternative to the automobile for longer trips in the city and region
 - o Mode shift away from cars and toward alternative modes will result in reduced greenhouse gas emissions and less air pollution

Key North End Plan Objectives Addressed in this Section

Environmental Protection & Climate Resiliency

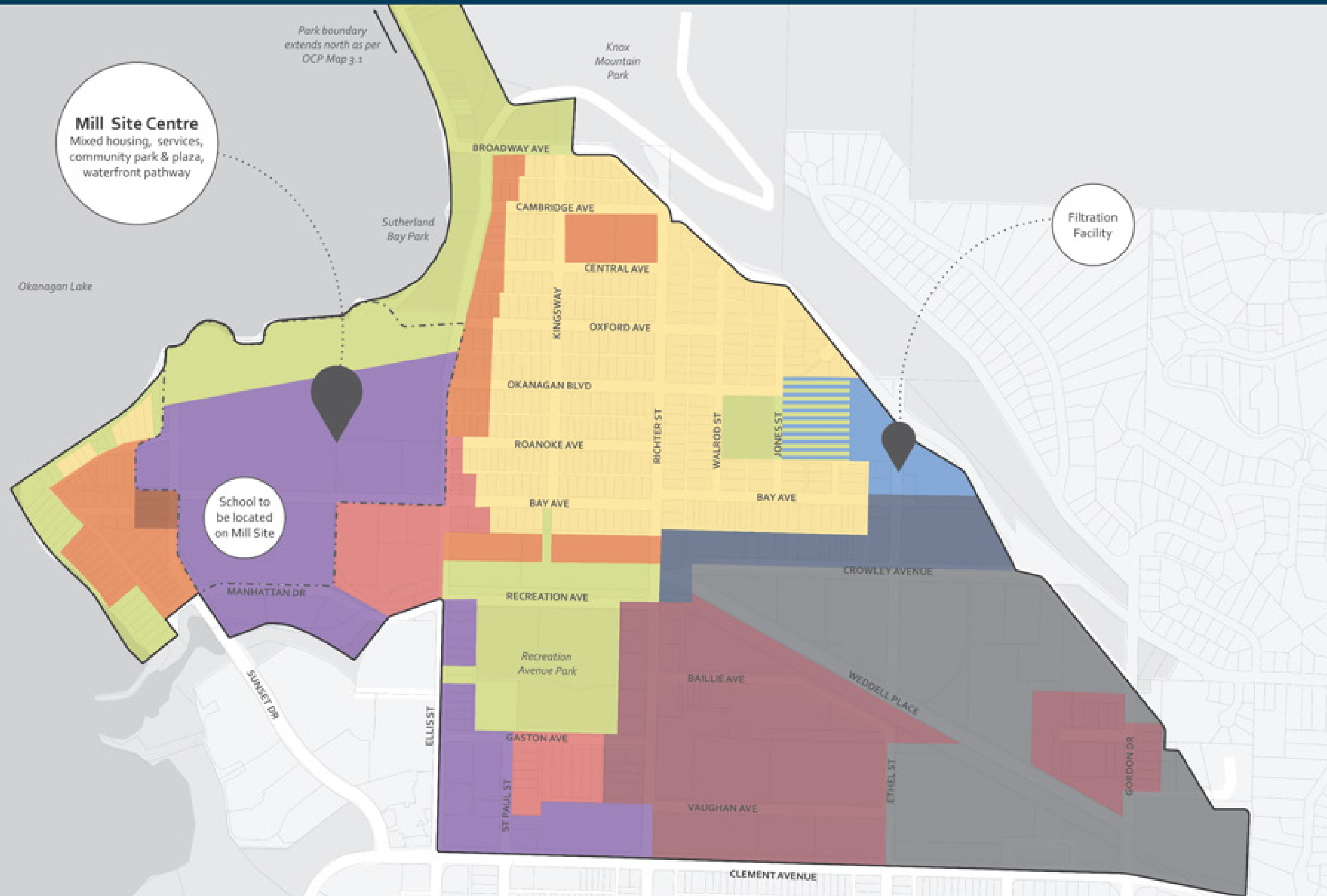
- Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts
- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater
- Encourage and incentivize green buildings, landscape design, neighbourhood design and emerging technologies to minimize pollution and climate change
- Incorporate green infrastructure to improve the environmental, economic and social performance of the neighbourhood and to mitigate extreme climate events and other natural hazards

CONCEPT
PLAN

03



NORTH END PLAN | Concept Plan 3 – Land Use



LEGEND

- North End Plan Boundary
- - - Mill Site Boundary
- Houseplex
- Low Rise Apartment
- Mid Rise Apartment
- Commercial
- Urban Mixed Use
- Intensified Industrial
- Industrial Mixed Use
- Craft Industrial
- Utility
- Utility / Parks
- Parks / Naturalized Area

NORTH END PLAN | Concept Plan 3 – Public Space



LEGEND

- North End Plan Boundary
- - - Mill Site Boundary
- Waterfront Path (Formal)
- Waterfront Path (Informal)
- Greenway (Existing)
- Greenway (Planned)
- Parks on Streets
- Utility / Parks
- Parks / Naturalized Area

Waterfront Pathway pathway to connect Knox to Downtown

School to be located on Mill Site

Recreation Park

Park boundary extends north as per OCP Map 3.1

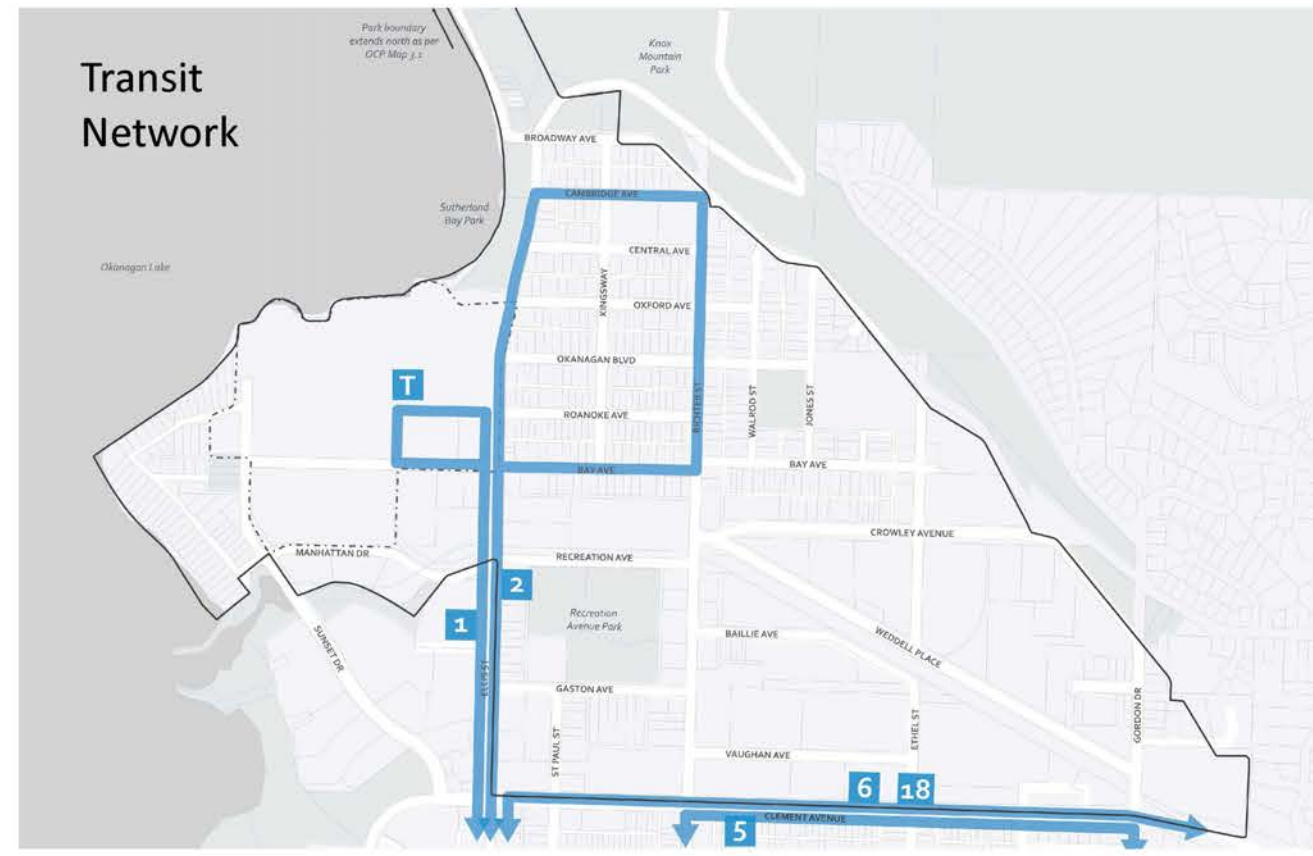
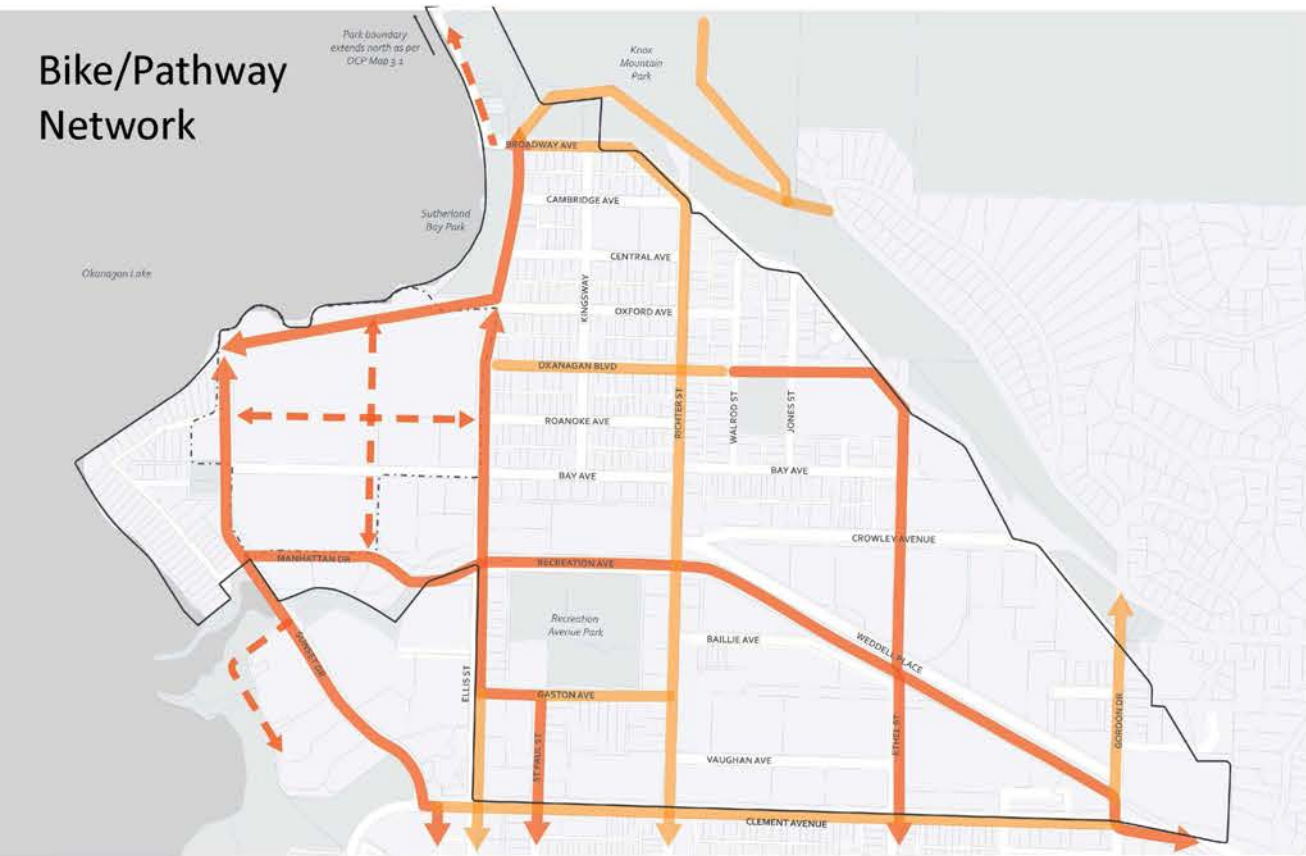
Non-motorized recreation area

Sutherland Bay Park

Knox Mountain Park

Recreation Avenue Park

NORTH END PLAN | Concept Plan 3 – Transportation



LEGEND

- North End Plan Boundary
- - - Mill Site Boundary

Road Network

- Urbanized Major Road

Cycling Network

- Separated Bike Lane
- Multiuse Pathway
- Bike Lanes & On-street Facilities

Transit Network

- Transit Network
- Transit Terminal Facility

Neighbourhood Streets

- Traffic Calming
- Urbanized

NORTH END NEIGHBOURHOOD CONCEPT PLAN #3

3.1 Overview

Concept #3 expands Downtown into the North End by focusing future growth on the west side of the neighbourhood, around Recreation Avenue Park and along Ellis St. in addition to the Mill Site. On Manhattan Point the focus of waterfront parks is shifted to the western edge of the Point where sandy beaches are deepest. Employment lands are preserved, but the focus shifts to office employment and craft industry.

3.2 Mill Site⁸

Within the context of the NEP, the Mill Site is a key area, given its large size and strategic location. It presents a rare opportunity to transform a neighbourhood and to address a range of important community objectives. As with the previous concepts, Concept #3 explores the redevelopment of the Mill Site as an urban mixed-use neighbourhood with residential, retail, office and institutional uses, supported by a range of public amenities. All elements and expectations included in Concept #1 also apply here. In addition, an elementary school site is located on the Mill Site in this concept—to be incorporated in a traditional or more urban format (specifics would be addressed through the Mill Site ARP). The location of the school effectively keeps it in closest proximity to the bulk of new housing growth in the neighbourhood.

Key North End Plan Objectives Addressed in this Section

Mill Site Design & Integration

- Integrate the site into the existing neighbourhood to create a complete and well-connected neighbourhood
- Design for human scale and pedestrian comfort, safety, and enjoyment in buildings and uses as well as within the public realm
- Incorporate a range of public amenities and community needs to support a high quality of life for a diverse array of residents
- Foster health, wellness and livability
- Ensure the site reflects leading research and best practices in brownfield redevelopment and sustainable neighbourhood design
- Consider the preservation of views to mountains, lake and downtown skyline

Employment & Commercial Uses

- Support the growth of neighbourhood-scale, local retail and commercial uses that serve the everyday needs of North End residents
- Identify a high street or hub where commercial uses are to be concentrated to facilitate access and help ensure viability
- Support office uses in commercial areas to diversify the range of employment opportunities in the neighbourhood

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities

Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway
- Connect parks and green spaces through green corridors to increase access

Transportation

- Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood
- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options

Arts, Culture & Heritage

- Identify, conserve and protect historic places and assets
- Encourage preservation and adaptive re-use of buildings



Equity & inclusion

- Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services

Environmental Protection & Climate Resiliency

- Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts
- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater
- Encourage and incentivize green buildings, landscape design, neighbourhood design and emerging technologies to minimize pollution and climate change
- Incorporate green infrastructure to improve the environmental, economic and social performance of the neighbourhood and to mitigate extreme climate events and other natural hazards

**Also see sections on Affordable Housing; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency*



3.3 Commercial Office Hubs

The commercial office hub that had been introduced in Concept #2 southeast of the Mill Site remains in place, and a second commercial office hub is supported south of Recreation Avenue Park—closer to downtown. With this Concept #3 goes yet further toward increasing job opportunities in close proximity to where people are living—thereby further promoting City transportation goals.

Key North End Plan Objectives Addressed in this Section

Employment & Commercial Uses

- Support office uses in commercial areas to diversify the range of employment opportunities in the neighbourhood

Transportation

- Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood

3.4 Manhattan Point

On Manhattan Point, the focus of waterfront parks is shifted to the western edge of the Point where sandy beaches are deepest. Specifically, two expanded waterfront parks are introduced—one on the western tip of the Point and one at the south connected to the norther edge of Rotary Marsh Park⁹. The expanded park space at south provides waterfront park at the terminus of the Rail Trail. Also, a footbridge is proposed to provide direct access to the waterfront pathway to the south.

More neighbourhood growth is supported on the interior of Manhattan Point in response to the added waterfront park space. Specifically, low-rise apartment housing steps up to mid-rise apartment housing adjacent the Mill Site.

Key North End Plan Objectives Addressed in this Section

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities

Parks & Recreation

- Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway
- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Connect parks and green spaces through green corridors to increase access

Transportation

- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency.*

3.5 Northeast Residential Area

3.5.1 An Expanded Northeast Residential Area: Recreation Ave. & Brandt's Creek

In Concept #3 the Northeast Residential Area expands south to Recreation Ave. where low-rise apartment housing is supported. As in Concept #2, a change of land use on the north side of Recreation Ave. allows for a widening of the Brandt's Creek corridor and opens up the opportunity for improvements to the creek in this area:

- Sections of the creek currently culverted would be daylighted;
- More natural meandering could be introduced;
- Interventions to improve water quality and fish habitat could be introduced;
- Enhanced and ecologically sensitive landscaping could be planted on creek banks

Unlike in Concept #2, however, an improved Brandt's Creek would now be accessible to a wider audience, as additional housing is here supported adjacent the corridor. The additional housing in the area would also have very good access to the Mill Site and the Downtown, as well as the Rail Trail and the Craft Industrial District to the southeast.

3.5.2 Ellis St. Corridor

Moving north from Recreation Ave., the Ellis St. corridor in Concept #3 features intensified urban uses at a moderate scale extending all the way to Knox Mountain Park. The intensification of the Ellis St. corridor eases the height transition between the Mill Site and the lower profile neighbourhood to the east. Also, the intensification of this corridor north of the Mill Site serves to increase the number of households that have direct access to both an improved Sutherland Bay Park and Knox Mountain Park—thereby increasing access to these amenities. As a further benefit, supporting urban redevelopment through the entire Ellis St. corridor stands to improve the pedestrian experience here, and so encourages more walking between the North End and Downtown along the corridor—where a large proportion of new development clusters.

3.5.3 Walrod Park & Parks on Streets

As mentioned, Concept #3 relocates the school site from Walrod Park to the Mill Site. The greenway on Okanagan Blvd. is replaced with a Parks on Streets treatment maintaining a green connection between the Mill Site and the expanded and improved Walrod Park at the east end of the neighbourhood. A second parks on streets corridor is introduced on Kingsway connecting Knox Mountain Park in the north to the Rail Trail in the south. The two parks on streets corridors provide additional greenspace through the centre of the neighbourhood, while simultaneously providing an improved pedestrian experience between key destinations in the North End



Key North End Plan Objectives Addressed in this Section

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities

Transportation

- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options

Environmental Protection & Climate Resiliency

- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater

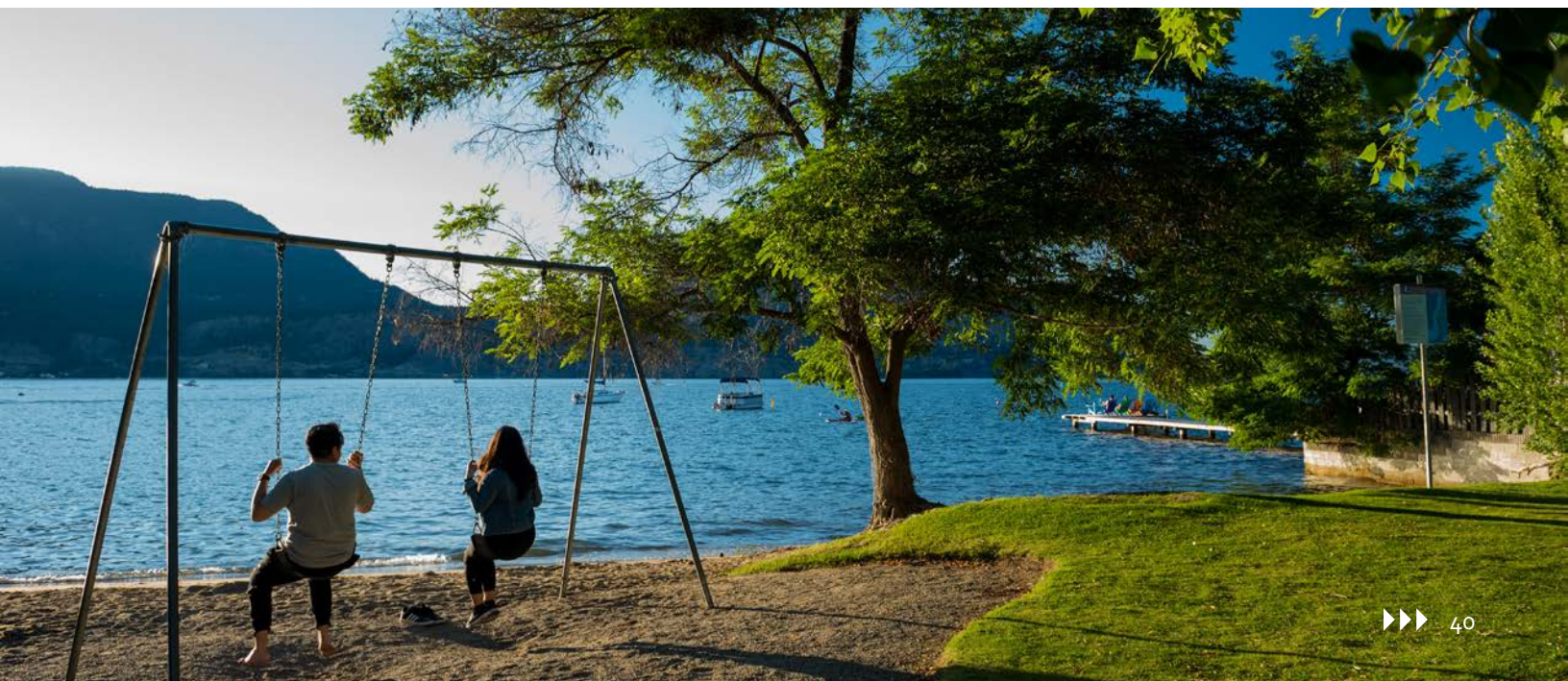
Parks & Recreation

- Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- Connect parks and green spaces through green corridors to increase access

Equity & Inclusion

- Provide neighbourhood-scale community services that meet the needs of all North End residents today and into the future—including housing, health and wellness services, childcare, education, community gathering space, food, retail, financial services

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; Transportation and Environmental Protection & Climate Resiliency.*



3.6 Industrial Area

In Concept #3, urban uses have expanded around the Recreation Avenue Park area, and this has resulted in the loss of some industrial lands. Further, the Craft Industrial District is once again rearranged—this time expanding eastward to the Rail Trail.

3.6.1 Craft Industrial District

The Craft Industrial District, which had expanded to the west in Concept #2, has now expanded to the east bringing it in contact with the Rail Trail and Brandt’s Creek corridor. Also, the area around Gordon Dr. and Laurel Ave. has been added as a satellite craft industrial node in recognition that some craft industrial businesses have begun moving into this area as well.

3.6.2 Industrial Mixed-Use District

A band of industrial mixed-use is maintained north of Crowley Ave.—preserving the buffer between the industrial area to the south and the residential area to the north that had been introduced in Concept #2.

3.6.3 Intensified Industrial District

An intensified industrial district remains in Concept #3, but is now smaller than in either of the two previous concepts.

Key North End Plan Objectives Addressed in this Section

Employment & Commercial Uses

- Retain a core of industrial lands to preserve employment opportunities and much-needed services that support businesses and households
- Support the evolution of industrial businesses to meet changing market demands and to capitalize on the North End’s proximity to Downtown
- Minimize conflicts and nuisance effects between industrial and residential uses

**Also see sections on Affordable Housing; Heritage; Municipal Utilities; and Transportation.*



3.7 Affordable Housing

The approach to affordable housing introduced in Concept Plan #1 is common to all concepts. Specifically:

- The City will actively seek to acquire property in the North End that is suitable for both subsidized and supportive housing projects, and look for opportunities to partner to deliver these housing projects;
- As long as residents remain without access to permanent housing, the City will look for opportunities to partner to provide purpose-built temporary shelter space in the North End and across the city.

Key North End Plan Objectives Addressed in this Section

Housing

- Expand the supply and variety of housing types in the North End to help address housing availability, and to ensure residents in the neighbourhood can meet their housing needs at all life stages and circumstances
- Increase housing options across the Housing Wheelhouse to provide opportunities for residents of all income levels
- Provide appropriate supports to people experiencing homelessness and housing instability through all housing transitions

3.8 Heritage

The approach to heritage introduced in Concept #1 is common to all concepts:

- Staff are to connect with and encourage property owners on lots with heritage value to apply to add their property to the Heritage Register;
- Policy support is shown for HRAs on lots on Okanagan Blvd. between Kingsway and Ellis St. to help protect the heritage assets on this unique street.

Key North End Plan Objectives Addressed in this Section

Arts, Culture & Heritage

- Identify, conserve and protect historic places and assets
- Encourage preservation and adaptive re-use of buildings

3.9 Municipal Utilities

The approach to utilities introduced in Concept #1 is common to all concepts:

- The provision of municipal utilities for existing and new development in the North End will be addressed on an ongoing basis and is to reflect the City's commitment to the efficient delivery of services, sustainable development, and environmental stewardship;
- Water filtration facility to be located at east end of neighbourhood.

3.10 Transportation

Proposed transportation improvements are similar in all three concepts and, in general, improvements proposed under Concept #1 are kept in Concept #3. Changes in Concept #3 respond to more development in Manhattan Pt, along Ellis St north of Oxford Ave, and surrounding Recreation Avenue Park. Changes being considered between Concepts #1 and #3 are highlighted below. This section should be read together with improvements described in Concept #1.

3.10.1 Walking

The approach to support walking will be consistent with Concept #1.

3.10.2 Biking

The approach to support biking will be consistent with Concept #1.

3.10.3 Transit

Transit service improvements and additions for the North End will be consistent with Concept #1.

3.10.4 Neighbourhood Streets

With more growth planned in Manhattan Point, urbanization of local streets is being considered in that area. With development along the east side of Ellis St extending further north, traffic calming is being considered on local streets between Ellis and Kingsway streets and from Bay Ave to Cambridge Ave.

3.10.5 Major Roads

With growth extending further north up Ellis St, urbanization of Ellis St is being considered north to Broadway Ave.

3.10.6 Goods Movement

The goods movement and commercial vehicle access and mobility approach will be consistent with Concept #1 but may vary west of Richter St due to less industrial development.

3.10.7 Travel Demand, Parking and Curb Space Management

The travel demand, parking and curb space approach will be consistent with Concept #1.

3.10.8 Neighbourhood Destinations

Additional commercial development northwest of Recreation / Ellis and south of Recreation Avenue Park increases opportunities for services and jobs in the North End. This will increase opportunities for North End residents to work and shop within their neighbourhood, reducing demand on the transportation network. Employees from outside the North End will add demand to the transportation network but in the reverse direction of local residents. Also, the commercial destinations will have very good access from proposed transit services and active transportation links.

Key North End Plan Objectives Addressed in this Section

Transportation

- Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options
- Strengthen transit connections between the North End and other Urban Centres and employment nodes
- Increase the overall connectivity in the street grid network in the North End to facilitate travel for all modes
- Facilitate goods movement to, from and within industrial lands, while limiting impacts on adjacent residential areas

3.11 Environmental Protection and Climate Resiliency

Environmental protection and climate resiliency is advanced in a variety of ways through Concept #3. In addition to features introduced in Concepts #1 and #2 and kept in Concept #3 (the benefits of which are listed below in bullets), one additional feature adds to the advancement of environmental protection and climate resiliency.

Introducing a Parks on Streets treatment on both Okanagan Blvd. and Kingsway adds to the green space and further improves the active transportation network in the neighbourhood.

A Summary of the environmental benefits provided by features introduced in Concept #1 and #2 and kept in Concept #3 is provided below:

- Environmental remediation on the Mill Site triggered by land use change will improve the ecological health of both land and water in this sensitive environmental area adjacent the lake
- Waterfront park space to be added on the Mill Site and other areas in the North End will provide opportunities to restore and protect riparian area
 - o Benefits the ecological health of land and water
 - o Expands and improves wildlife habitat
- Green space, trees and other vegetation will be introduced on all park space additions in the neighbourhood
 - o Increases natural drainage helping mitigate flood threat
 - o Mitigates the urban heat island effect
 - o Improves air quality
- Widening and improving the Brandt's Creek corridor along Recreation Ave. stands to provide a host of environmental and ecological benefits
- Adding neighbourhood growth and density in an already built-out area takes advantage of existing infrastructure
 - o Efficiencies help conserve energy, resources and land
- Mixing multiple uses in close proximity in the neighbourhood, in addition to improving active transportation infrastructure, will make it easier and more convenient to access daily needs by walking and rolling
 - o Mode shift away from cars and toward active modes will result in reduced greenhouse gas emissions and less air pollution
- Providing better transit connections to the downtown and areas of the city further afield will yield a viable alternative to the automobile for longer trips in the city and region
 - o Mode shift away from cars and toward alternative modes will result in reduced greenhouse gas emissions and less air pollution

Key North End Plan Objectives Addressed in this Section

Environmental Protection & Climate Resiliency

- Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts
- Encourage and incentivize green buildings, landscape design, neighbourhood design and emerging technologies to minimize pollution and climate change
- Expand the urban tree canopy and prioritize the inclusion of green and permeable spaces on both public and private lands to improve air quality, mitigate the urban heat island effect, provide wildlife habitat, and contribute to the sustainable management of stormwater
- Incorporate green infrastructure to improve the environmental, economic and social performance of the neighbourhood and to mitigate extreme climate events and other natural hazards

Endnotes

- 1 The North End Plan (NEP) provides high-level guidance for the Mill Site. Detailed site planning for the Mill Site is being addressed through the Mill Site Area Redevelopment (ARP) being led by the ownership group.
- 2 City of Kelowna, 2022, *Official Community Plan*. P. 114
- 3 City of Kelowna, 2022, *Official Community Plan*. P. 114
- 4 Elana Zysblat and Denise Cook, 2021, *City of Kelowna Neighbourhoods Historical Context Statements: North End Neighbourhood*. P. 16-21
- 5 Elana Zysblat and Denise Cook, 2021, *City of Kelowna Neighbourhoods Historical Context Statements: North End Neighbourhood*. P. 21
- 6 Average of 2016/21 census, main mode of commuting for City of Kelowna, census tracts 9150012.00 (Downtown) and 9150013.00 (North End).
- 7 The NEP provides high-level guidance for the Mill Site. Detailed site planning for the Mill Site is being addressed through the Mill Site ARP being led by the ownership group.
- 8 The NEP provides high-level guidance for the Mill Site. Detailed site planning for the Mill Site is being addressed through the Mill Site ARP being led by the ownership group.
- 9 The precise expanse of these waterfront parks is to respond to the funding strategy that is being developed for the Plan.

