

NORTH END PLAN

DRAFT PLAN

OCTOBER 2024



City of
Kelowna

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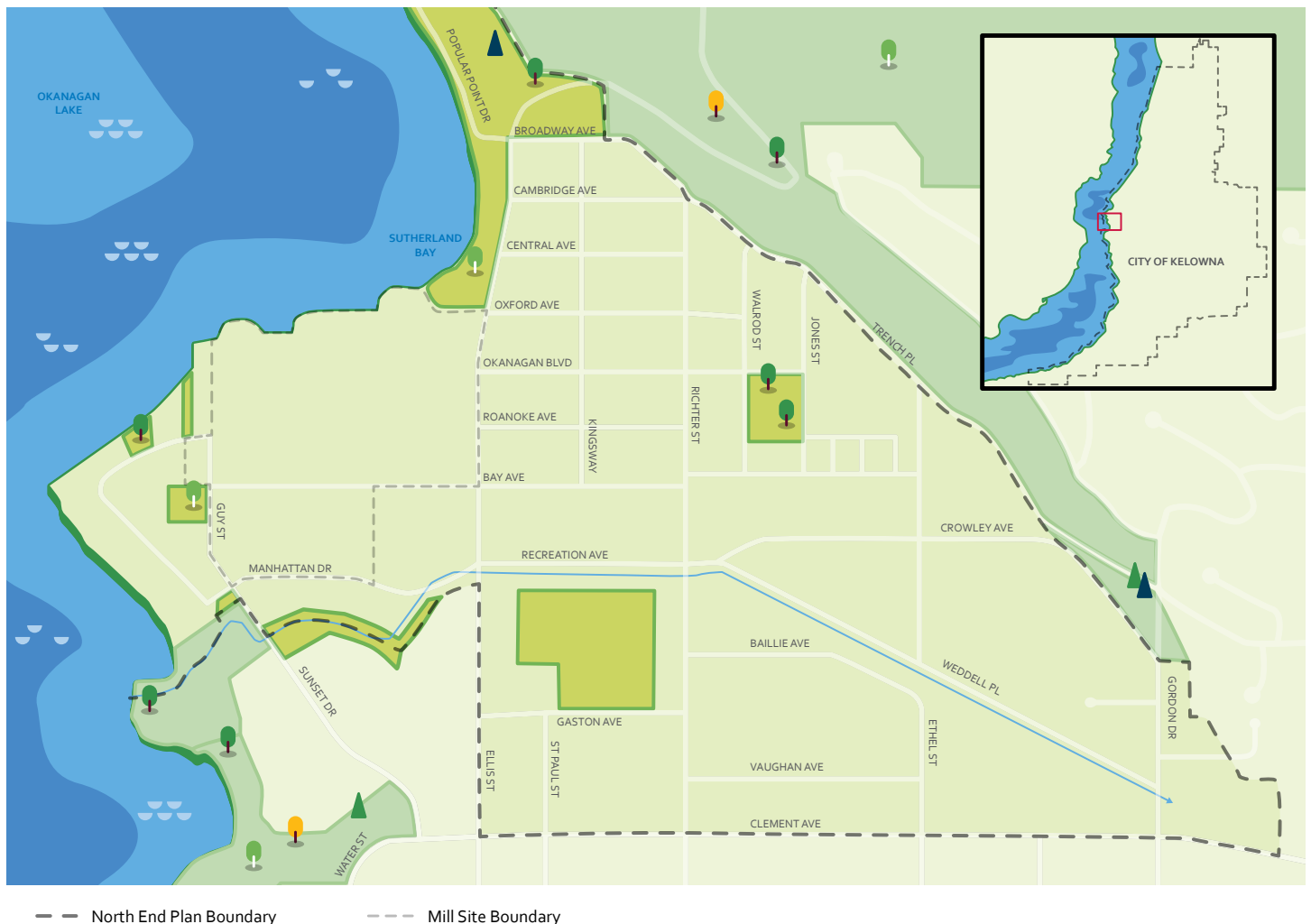
LAND ACKNOWLEDGMENT

We acknowledge that our community is located on the traditional, ancestral, unceded territory of the syilx/Okanagan people.

i. NORTH END NEIGHBOURHOOD VISION STATEMENT

Set at the intersection of mountain, lake and city, the North End is an inclusive urban neighbourhood with an eclectic mix of uses and a distinct sense of identity. Residents of all life stages and incomes choose from a variety of housing options that have expanded and diversified over time. Daily needs are met with a quick walk or roll to a wide range of local shops, restaurants, and community services, while destinations outside the North End are easily accessible by transit. Industrial businesses have continued to adapt to the neighbourhood’s changing dynamics and support growing employment and services, while craft breweries and other small-scale industrial businesses continue to thrive. A comprehensive parks and public space network gives people an opportunity to connect with one another and with nature. Expanding the green space and restoring natural habitat has not only added to the enjoyment of the neighbourhood but has also made it more resilient to climate change. Arts and culture thrive—inspired by deep layers of local history, beginning with the syilx/Okanagan Peoples—strengthening the neighbourhood’s unique sense of place and identity.

Figure 1. North End Plan Study Area



ii. EXECUTIVE SUMMARY

The North End Plan guides deliberate and strategic growth in the North End Neighbourhood (see Figure 1), benefiting residents and the city amidst rapid change. The Plan provides the following:

- ▶ A vision for what the neighbourhood will look like in the future
- ▶ Policies to guide where new homes and jobs will be located; what amenities are needed to make a great neighbourhood; how people will get around; and how the neighbourhood will be serviced.
- ▶ Actions that need to be undertaken to bring the vision to life
- ▶ The flexibility to be monitored, reviewed and updated to respond to new conditions and emerging needs

The North End Plan is a product of a three-year collaborative effort that involved residents, community partners, and the City of Kelowna. It is aligned with other, higher-order City plans and policies, such as Imagine Kelowna, the Official Community Plan (OCP) and the Transportation Master Plan (TMP). The Plan also builds on these plans and policies by responding to local conditions and issues unique to the North End neighbourhood.

The concept map in section 2.2 identifies the most significant changes the NEP proposes to help make the vision for the neighbourhood become a reality.



01

INTRODUCTION & BACKGROUND

INTRODUCTION & BACKGROUND

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1.1 Introduction

The North End is a unique and diverse neighbourhood, with a mix of homes, businesses, industry and recreational facilities. It's proximity to Downtown, Okanagan Lake, and Knox Mountain Park makes it attractive for future growth.

In fact, the North End is already changing, as it has seen new housing, shops and services emerge, especially near Downtown and the Clement corridor. More growth and densification are expected, which aligns with the city's goal of supporting housing near employment and amenities.

Industrial Transformation

Recent changes have affected industry in the area. The CN Rail Line that drew the industrial businesses initially in the early part of the 20th century has closed and been converted to the Okanagan Rail Trail—a popular multi-use pathway that serves both recreation and mobility. At the same time, trucking has replaced rail as the most important form of transport for many industries, drawing some businesses away from the North End and into other industrial areas with better highway access. Meanwhile, major shifts in some traditional industries, such as logging and fruit packing, has led to large sites in the North End going vacant. Most notably, the Tolko lumber mill and adjacent BC Tree Fruits site have shut their operations in recent years—with the current owners proposing significant new development under the Mill Site Area Redevelopment Plan.

Despite this, certain industrial businesses in the North End continue to thrive—benefitting from the area's close proximity to Downtown with its large population and business base. As an example of this, a large number of craft breweries and other small-scale industrial businesses have recently moved into the neighbourhood. In addition, the area has also seen a growing interest from retail and other public-facing businesses such as personal service establishments.

North End Neighbourhood Plan

Given the significant change that has already occurred and is expected to continue, a neighbourhood plan for the North End is needed to help manage this rapid change. Without a proactive neighbourhood plan in place, planning and development will continue without a clear vision, leaving the City and the community to struggle to harness the benefits of this growth and ensure that residents feel adequately engaged in shaping their neighbourhood. A neighbourhood plan is needed to ensure certainty for existing and prospective residents as well as businesses in the area.

Residents from all over Kelowna and beyond are drawn to the neighbourhood for a variety of reasons. The area features a strong employment base, established recreational facilities and an increasing number of craft breweries and other small-scale industrial businesses, all of which bring people to the area daily. In addition, the city-wide lakefront park at Sutherland Bay, and the very popular Knox Mountain Park to the north of the neighbourhood, are major attractions.

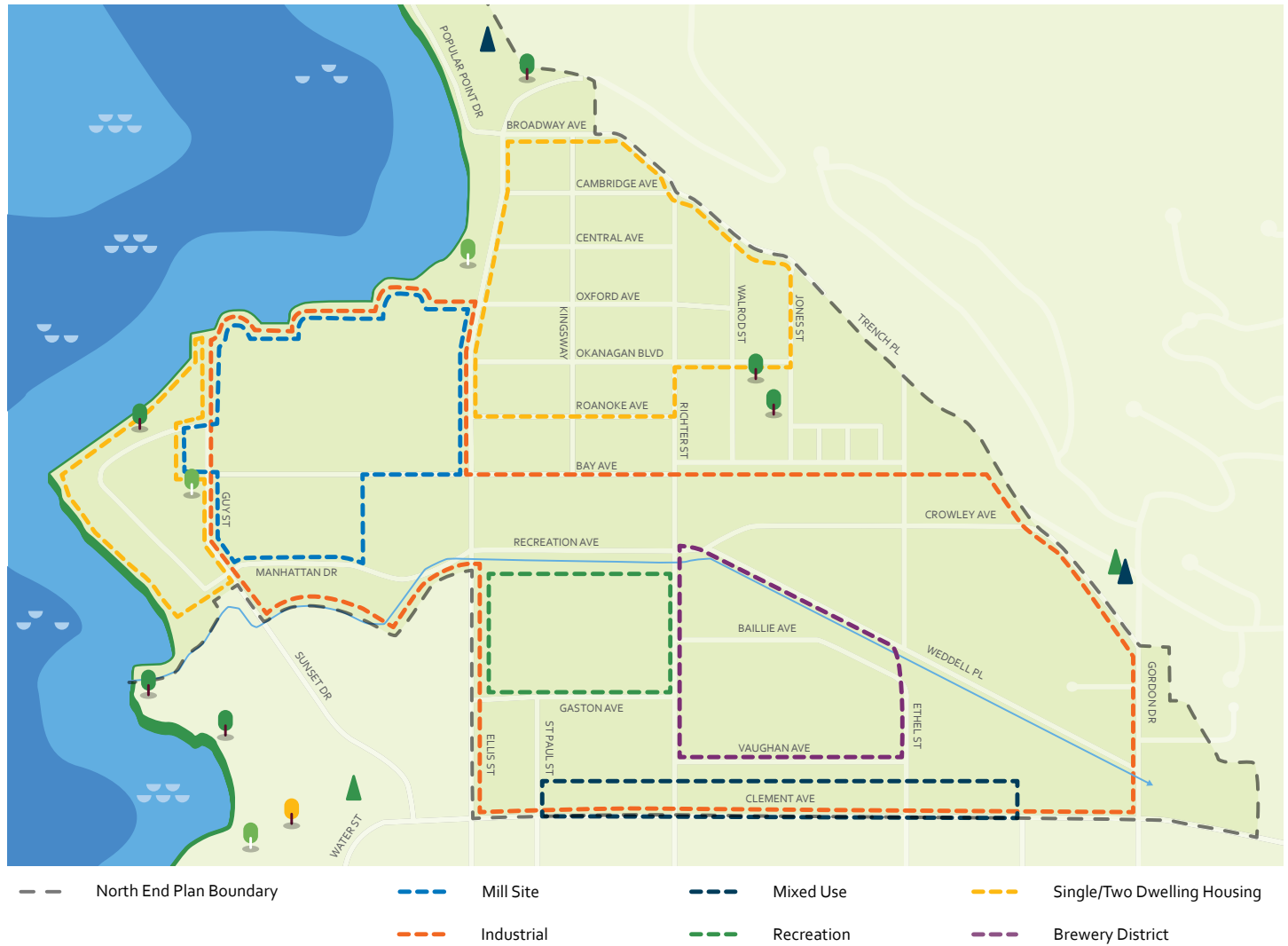


1.2 The North End Story

1.2.1 Big Picture Context

The North End is located just north of Kelowna’s Downtown Urban Centre and is bounded by Clement Avenue to the south, Okanagan Lake to the west and Knox Mountain to the north and east. The neighbourhood spans 148 hectares and in 2024 was home to 1,600 residents and 2,400 jobs. The North End contains a wide range and mix of uses organized into distinct areas, as outlined in Figure 2:

Figure 2. North End Context



- ▶ Pockets of residential areas with primarily single- and two-dwelling housing against Knox Mountain and along the lake (illustrated in yellow);
- ▶ A long-established industrial area that has been home to some of Kelowna’s most iconic businesses, including Sun-Rype, BC Tree Fruits and Calona Winery (illustrated in orange);
- ▶ A decommissioned lumber mill site on the waterfront owned by Tolko (illustrated in blue);
- ▶ A cluster of City and privately owned recreational facilities, including Elks Stadium, the Kelowna Curling Club and the Kelowna Badminton Club centered around Recreation Avenue Park (illustrated in green);
- ▶ An evolving industrial and commercial district featuring a large number of craft breweries centered on Richter Street, Vaughn Avenue, Bailie Avenue, Clement Avenue and in a node at the east end of the neighbourhood around Gordon Drive (illustrated in purple); and
- ▶ New mixed residential and commercial uses along Clement Avenue (illustrated in navy).

1.2.2 The Forces of Change

The North End has experienced substantial change in recent years, and its historical industrial and residential character has begun to evolve due to these changes. The major changes include:

- ▶ The closure of the railway and its transformation into the Okanagan Rail Trail, one of the region's busiest Active Transportation Corridors;
- ▶ The closure of the Tolko mill site and adjacent BC Tree Fruits operation (both of which are included in the Mill Site Area Redevelopment Plan).
- ▶ Development of some of the City's highest density development Downtown, adjacent to the North End boundary;
- ▶ Transformation of Clement Avenue over the past five years, which now offers hundreds of new apartment units in a mix of tenures;
- ▶ The development of higher density housing at certain locations in the established residential areas—most notably the Pleasantvale I & II developments on Central Ave between Kingsway and Richter St; and
- ▶ Competition for industrial space by food and beverage uses and other assorted commercial uses, shaping a traditionally industrial area into an evolving commercial district.

In addition to the changes experienced in recent years, even more change is on the horizon for the North End. Industrial land demand is expected to continue to shift to parts of the community with more convenient highway access, while high demand for housing in Kelowna's Core Area, of which the North End is a part, will put yet greater redevelopment pressure on the neighbourhood. The Mill Site is likely to be a major focus of this redevelopment pressure, but the demand is expected to impact the entirety of the North End neighbourhood.

For more information on existing conditions in the North End, and the history of the area, see Appendices II & III





02

PLAN CONCEPT

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2.1 Plan Objectives

Lessons learned from information gathering and public engagement in Phase I of the planning process were brought together with technical analysis to yield the Vision & Objectives for the plan. The Vision & Objectives were used to guide the planning process forward.

For more information on the planning process see Appendix I

The Objectives for the Plan are split into nine main categories, outlined below:



1. Housing

- 1.1. 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
- 1.2. Increase housing options across the Housing Wheelhouse to provide opportunities for residents of all income levels
- 1.3. Provide appropriate supports to people experiencing homelessness and housing instability through all housing transitions
- 1.4. Concentrate new housing where residents will have convenient access to transit, shops, services, and amenities



2. Employment & Commercial Uses

- 2.1. Support the growth of neighbourhood-scale, local retail and commercial uses that serve the everyday needs of North End residents
- 2.2. Identify a high street or hub(s) where commercial uses are to be concentrated to facilitate access and help ensure viability
- 2.3. Support office uses in commercial areas to diversify the range of employment opportunities in the neighbourhood
- 2.4. Explore opportunities for year-round and seasonal public markets and food sales
- 2.5. Retain a core of industrial lands to preserve employment opportunities and much-needed services that support businesses and households
- 2.6. Support the evolution of industrial businesses to meet changing market demands and to capitalize on the North End's proximity to Downtown
- 2.7. Minimize conflicts and nuisance effects between industrial/commercial uses and residential uses



3. Parks & Recreation

- 3.1. Provide more parks and green space to serve growing neighbourhood, core area, and city-wide populations
- 3.2. Increase access to the waterfront through expanded parks and public spaces and connect them with a continuous waterfront pathway
- 3.3. Expand park and recreation amenities and facilities that serve all life stages, abilities and household types (including those with dogs)
- 3.4. Design and program parks and public spaces to be inclusive and to increase activity year-round
- 3.5. Connect parks and green spaces through green corridors to increase access
- 3.6. Explore opportunities for local food production and sales in public spaces
- 3.7. Prioritize active recreation in the lake, including swimming and non-motorized boats



4. Arts, Culture & Heritage

- 4.1. Honour the importance and share the history and culture of indigenous people with a focus on the local syilx/Okanagan People
- 4.2. Support and advance arts, culture and community gathering
- 4.3. Design civic facilities and spaces to be flexible and allow diverse uses
- 4.4. Identify and conserve historic places and assets
- 4.5. Encourage preservation and adaptive re-use of buildings



5. Transportation

- 5.1. Reduce the need for daily travel outside the North End by creating more opportunities for residents to work, shop and play within the neighbourhood
- 5.2. Increase the overall connectivity in the street grid network in the North End to facilitate travel for all modes
- 5.3. Improve the quality of the active transportation network within the North End, to Downtown, and to other Urban Centres
- 5.4. Strengthen transit connections between the North End and other Urban Centres and employment nodes
- 5.5. Support shared mobility and e-mobility devices to accommodate medium and longer trips—including trips to and from transit stops
- 5.6. Manage vehicle travel demand to reduce congestion, improve air quality, reduce GHG emissions, and improve resident health

- 5.7. Design streets that are safe and enjoyable for pedestrians, cyclists, and people with diverse abilities, while accommodating emerging mobility options
- 5.8. Facilitate goods movement to, from and within industrial lands, while limiting impacts on adjacent residential areas

6. Environmental Protection & Climate Resiliency

- 6.1. Maintain and enhance critical ecological features to preserve ecosystems and ecosystem connectivity, wildlife habitat, and to build resilience to climate change impacts
- 6.2. 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
- 6.3. Encourage and incentivize energy efficient buildings, landscape design, neighbourhood design and emerging technologies to minimize pollution and climate change
- 6.4. Incorporate green infrastructure to improve the environmental, economic and social performance of the neighbourhood and to mitigate extreme climate events and other natural hazards

7. Equity & Inclusion

- 7.1. Incorporate calls to action from the Truth and Reconciliation Commission (TRC) at the local government scale by acknowledging that consultation must include working collaboratively and respectfully with our Indigenous partners in the planning process
- 7.2. 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
- 7.3. Recognize that a relatively high percentage of residents in the North End are renters and/or live in below-market housing developments, and address and mitigate gentrification and resident displacement through the promotion and inclusion of affordable housing and

accommodation, as well as the implementation of city-wide tenant protection policy

8. Servicing & Public Utilities

- 8.1. All residents and water users in the North End have a safe, affordable, resilient and sustainable supply of high-quality drinking water.
- 8.2. Protect Okanagan Lake, our human health, and our environment through efficient collection and effective treatment of wastewater.
- 8.3. Stormwater is effectively managed without negatively impacting riparian areas, infrastructure, property, or Okanagan Lake.
- 8.4 Our community is resilient and resistant to lake and creek flooding.
- 8.5. Natural Systems are accounted, protected, restored, and enhanced to improve our environmental resiliency.
- 8.6. Assure that the quality and quantity of water is available to support a healthy aquatic ecosystem.

9. Mill Site Design & Integration

- 9.1. Work with the ownership groups included in the Mill Site Area Redevelopment Plan to ensure the site is planned and designed in a way that meets both neighbourhood and city-wide objectives including:
 - 9.1.1. Integrate the site into the existing neighbourhood to create a complete and well-connected neighbourhood
 - 9.1.2. Incorporate a range of public amenities and community needs to support a high quality of life for a diverse array of residents
 - 9.1.3. Design for human scale and pedestrian comfort, safety, and enjoyment in buildings and uses as well as within the public realm
 - 9.1.4. Foster health, wellness and livability
 - 9.1.5. Ensure the site reflects leading research and best practices in brownfield redevelopment and sustainable neighbourhood design
 - 9.1.6. Consider the preservation of viewsapes to mountains, lake and Downtown skyline in the Mill Site concept plan
 - 9.1.7. Incorporate elements that highlight and commemorate the site's multiple layers of history
 - 9.1.8. Encourage innovative and iconic features and design

2.2 North End Plan at a Glance

Big Moves Map



2 Sensitive infill in Walrod Park neighbourhood



Townhousing



Neighbourhood Commercial

3 Added services and employment in Mixed Employment District, including greater support for craft breweries and other small-scale industrial businesses, as well as retail, personal service establishments and office space



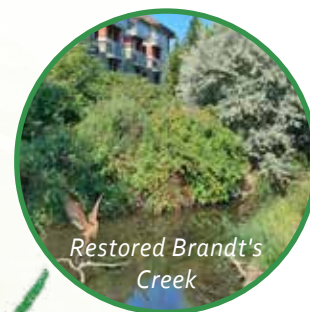
Mixed Employment

5 Walrod Park Expanded east (in connection with a new water filtration facility)



Improved Walrod Park

4 Brandt's Creek Restoration



Restored Brandt's Creek

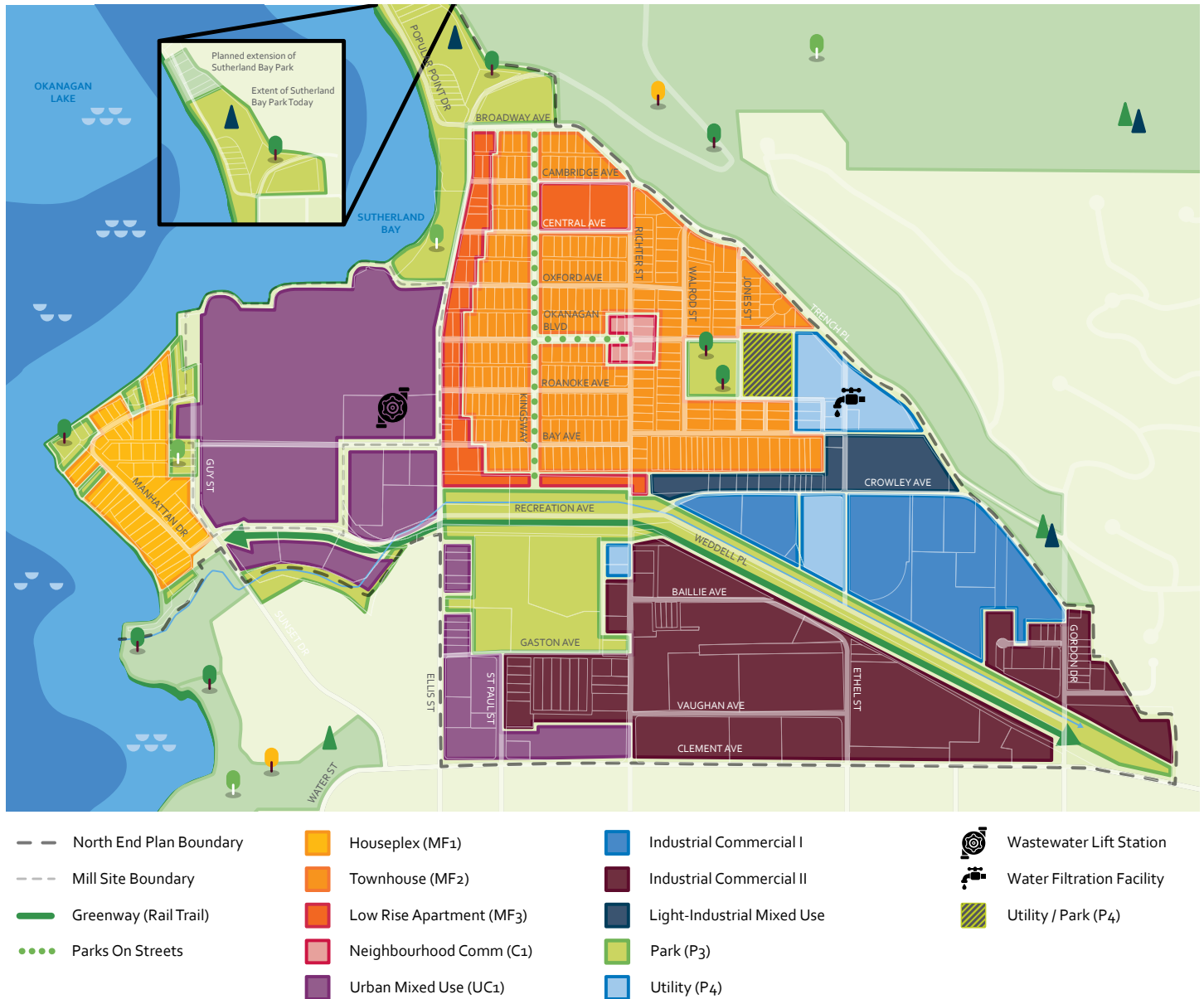


7 New and enhanced active transportation connections connecting the neighbourhood to downtown and other nearby neighbourhoods

6 Realignment of Recreation Ave with Wedell Pl for better east west connectivity & other road improvements

2.3 Land Use & Development

Figure 3. North End Plan Land Use Concept



The North End is made up of a number of distinct areas, each with its unique geography, land use mix, identity and character. The policies specific to each sub-area are based on the Objectives listed in the previous section.

The main sub-areas are:

- ▶ The Downtown Urban Centre Expansion;
- ▶ Manhattan Point Neighbourhood
- ▶ Walrod Park Neighbourhood; and
- ▶ Mixed Employment District.

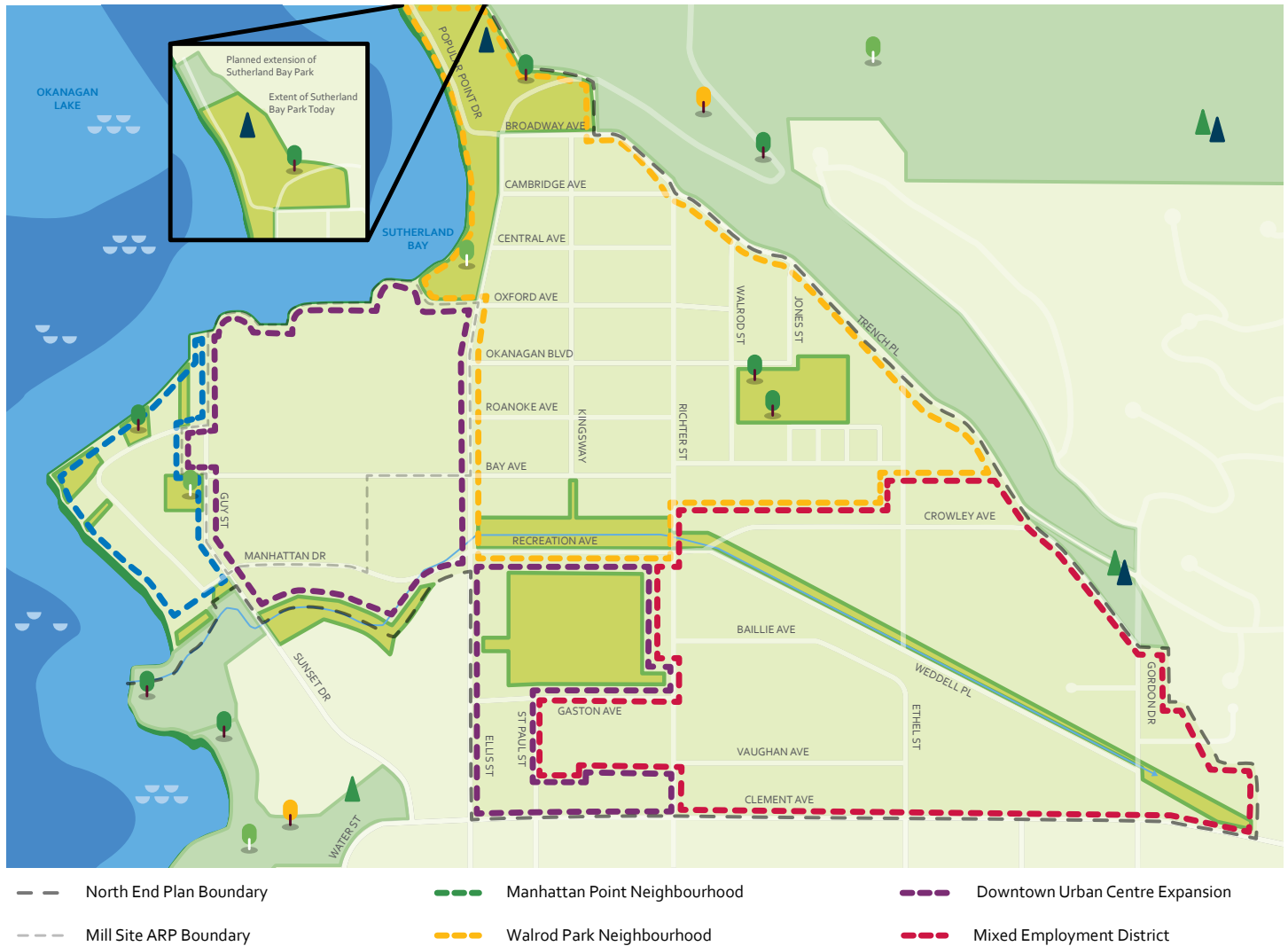
Each sub-area contains a concise vision as well as related policies.

2.3.1 Downtown Urban Centre Expansion

Vision

This part of the North End will become an expansion of Kelowna's Downtown. Anchored by the Mill Site, the Downtown Urban Centre expansion will mix the best of urban living with fantastic public spaces on the Okanagan Lake waterfront alongside other key community amenities—including Recreation Avenue Park. As an extension of the Downtown, a mix of commercial, residential and institutional uses will be supported throughout the area.

Figure 4. North End Plan Sub-Areas



2.3.1.1 Mill Site

The Mill Site is a key area within the North End neighbourhood—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. The NEP supports the redevelopment of the Mill Site as an urban mixed-use, transit-oriented neighbourhood with residential, retail, office and institutional uses—provided certain public amenities are delivered and certain design criteria are taken into consideration.

The development program and site design for the Mill Site are being established through the Mill Site Area Redevelopment Plan (ARP). The expectation is that these amenity contributions and design criteria will be delivered through that process.

2.3.1.2 Recreation Avenue Park

As a Recreation Park that features both indoor and outdoor recreation facilities that serve the larger community and region, Recreation Avenue Park will be incorporated within the boundaries of the Urban Centre. The intention is to preserve Recreation Avenue Park with a mix of indoor and outdoor recreation facilities and improve these facilities over time. Through the North End Plan an opportunity has been identified to advance improvements to Elks Stadium to update and prolong the life of this important community amenity. In the longer term, consideration will be made as to whether new recreation facilities are appropriate to be introduced into the area.

Policy

- ▶ Support a mix of multi-unit housing, as outlined in the Land Use Concept map.
- ▶ Encourage a mix of residential unit sizes and tenures, including below-market housing, through incentives and updates of relevant policies and regulations.
- ▶ Include one or more retail hubs and/or retail high streets to meet the day-to-day needs of North End residents and those of nearby neighbourhoods.
- ▶ Encourage a variety of commercial and recreational destinations that attract visitors from across the city and region.
- ▶ Provide opportunities for office and other varieties of employment to better balance living and working opportunities.
- ▶ Support the continuance of indoor and outdoor recreation facilities on Recreation Avenue Park, and consider new recreation facilities following feasibility assessment. Conserve Mill Site structures with potential heritage value.
- ▶ Taper building heights down as one approaches Okanagan Lake and towards Ellis St.
- ▶ Consider views of placemaking elements, like mountains, Okanagan Lake, retained heritage structures, proposed public art installations, for example, in site design planning.
- ▶ Encourage site design that reflects leading research and best practices in brownfield redevelopment and sustainable neighbourhood design.
- ▶ Provide a substantial waterfront public space with a continuous waterfront pathway on the Mill Site.

- ▶ Provide additional neighbourhood and community park space and plazas in other areas of the Mill Site.
- ▶ Ensure community facility space is provided on the Mill Site for public gathering, performance and cultural opportunities, and recreation.
- ▶ Support rezoning of Mill Site lands following the endorsement of the Mill Site Area Redevelopment Plan or similar comprehensive planning process.
- ▶ Require development and site design that strongly prioritizes travel by walking, biking and transit.

2.3.2 Manhattan Point Neighbourhood

Vision

Manhattan Point will remain a predominantly residential area and experience modest neighbourhood growth with the addition of ground-oriented infill housing. New park space—including waterfront park space and beach access—will be added as opportunities arise.

Policy

- ▶ Support ground-oriented infill housing up to 3 storeys in accordance with the Land Use Concept map
- ▶ Acquire property for parks purposes both on the waterfront and on the interior of Manhattan Point as opportunities arise.
- ▶ Prioritize property acquisitions that allow for the expansion of existing parks areas and that increase park connectivity in the area.



2.3.3 Walrod Park Neighbourhood

Figure 5. Walrod Park Neighbourhood



Vision

This predominantly residential neighbourhood at the base of Knox Mountain will see moderate neighbourhood growth. This growth will be comprised of a mix of new single family homes, houseplexes and townhousing, with low rise apartments along the edge of the neighbourhood along Ellis and Recreation Avenue. New retail commercial opportunities to satisfy day-to-day needs will be supported, particularly on Ellis Street and at the corner of Richter Street and Okanagan Boulevard.

Walrod Park will be improved as a neighbourhood park. In addition, there will be opportunities for new sports fields and recreation to be added to the east of Walrod Park in conjunction with the development of a water filtration facility.

As redevelopment occurs north of Recreation Avenue Park, the opportunity will be taken to daylight, expand and naturalize Brandt's Creek, providing a welcome new neighbourhood amenity. Finally, Kingsway and

part of Okanagan Blvd will be transformed into a more parklike setting—providing more space for greenery and gathering between the destinations of Knox Mountain, Walrod Park, Brandt's Creek with pathway and the Mill Site.

Key Neighbourhood Features

Expanded Walrod Park

Walrod Park will be expanded to the east in connection with a future water filtration facility that will more than double the existing park space. This significant new amenity may either be developed as an expanded neighbourhood park or as sports fields/courts.

More details on the Water Filtration Facility can be found in the Municipal Utilities section.

Brandt's Creek Restoration

Figure 6. Brandt's Creek Restoration Looking North from Recreation Ave



Brandt's Creek was restored west of Ellis Street as part of the Canada Lands redevelopment in the 1990's. The improvements saw the daylighting of the creek and widening of the corridor as well as naturalization of the creek—including the introduction of some creek channel meanders as well as the addition of native vegetation in the creek bed. This restoration will continue eastward as the North End Plan is implemented.

Brandt's Creek will be restored through daylighting, widening and naturalization of the creek north of Recreation Ave between Ellis St and Richter St. Between Richter St and Gordon Dr the creek will be revitalized using existing right-of-way. In addition, all road crossings from Sunset Dr east will be upgraded to allow fish passage through to Gordon Drive, representing a significant expansion of naturalized areas and neighbourhood and wildlife connectivity.

Figure 7. Kingsway Looking North at Okanagan Blvd.



Kingsway and a portion of Okanagan Boulevard east of Kingsway offer a unique opportunity to provide additional public space and greenery in the neighbourhood. Underused space in these streets will be converted to green and park space, using approaches like widening landscaped boulevards and bulb-outs, introducing pocket parks, increasing tree canopy, and programs to facilitate neighbourhood activities and events. A special emphasis will be placed on active transportation along these corridors to prioritize walking, biking and rolling. These streets link four important park areas in the neighbourhood: Knox Mountain Park, the expanded and improved Walrod Park, the revitalized Brandt's Creek with pathway, and the Mill Site Waterfront Park.

The parks on streets improvements would take place primarily within existing rights-of-way, with some dedication being sought at time of redevelopment to connect Kingsway to Recreation Avenue.

Richter St / Okanagan Blvd Neighbourhood Commercial Node

While small-scale, neighbourhood commercial is supported throughout Core Area neighbourhoods, these businesses are especially encouraged into the North End neighbourhood at the intersection of Richter Street and Okanagan Boulevard to take advantage of the high traffic volume of the former with the parks on streets amenities of the latter—as well as the close proximity to the expanded and improved Walrod Park.

Figure 8. Ellis St Looking North at Oxford Ave



Sutherland Bay Park is a waterfront park at the very northwest of the neighbourhood that connects directly to Sutherland Bay. The park has been signalled for improvements as a City-Wide Park and is also signalled to expand north along Poplar Point Drive. As part of planned improvements, Poplar Point Drive is to be rerouted inland to make way for more park space directly adjacent the water. Public engagement and detailed planning for the improvement of Sutherland Bay Park will be conducted when that project is launched. Sutherland Bay itself will be identified for non-motorized use only—this is to include closing the Sutherland Bay boat launch to motorized craft.

Policy

- ▶ Support low-rise apartment housing on major corridors in the southwest area of the neighbourhood—including on Ellis St and Recreation Ave, as shown on the Land Use Concept map. Taper height down from 6 to 4 storeys on Ellis Street north of Oxford Ave and on Recreation Ave east of Kingsway.
- ▶ Support retail and commercial uses on the east side of Ellis St between Recreation Ave and Broadway Ave
- ▶ Support all forms of ground-oriented housing—up to an including townhousing—in the northeast residential area, as shown on the Land Use Concept map
- ▶ Encourage the introduction of a small-scale neighbourhood commercial node at the intersection of Richter St and Okanagan Blvd, as shown on the Land Use Concept map.
- ▶ Encourage and prioritize neighbourhood-scale, local retail businesses in retail areas.
- ▶ Expand Walrod Park to the east in the area shown on the Land Use Concept map when property is acquired by the City to accommodate the future water filtration facility.
- ▶ Introduce improvements to the expanded Walrod Park to better serve the needs of the neighbourhood.
- ▶ Daylight, widen and naturalize Brandt's Creek on the north side of Recreation Ave between Ellis St and Richter St—including by introducing natural meandering to the creek where practical; interventions to improve water quality and fish habitat; and introducing native vegetation in the creek bank.

- ▶ Introduce a pathway north of Brandt’s Creek between Ellis St and Richter St in connection with the Brandt’s Creek Restoration project to provide a full pathway connection adjacent the restored Brandt’s Creek from Rotary Marsh Park in the west to Gordon Dr in the east.
- ▶ Introduce parks on streets treatments on both Kingsway and a portion of Okanagan Blvd east of Kingsway to Richter St.
- ▶ Identify Sutherland Bay for non-motorized use only.
- ▶ Prohibit motorized boat use in the Sutherland Bay boat launch (the boat launch is to allow non-motorized boats only)

2.3.4 Mixed Employment District

Vision

The North End’s industrial area is an important part of the local and regional economy, offering unique services and businesses not found elsewhere in the city. It provides essential services and jobs in the central city, reducing travel distances and overall demand on the transportation network. Maintaining commercial activity and employment here is a priority. However, the area must evolve to leverage its unique location and respond to market dynamics. As such, the North End Plan focuses on allowing a broader range of commercial uses to enhance service variety and job diversity, while also transitioning sensitively to adjacent residential neighbourhoods. This requires different approaches in different parts of the district:

- ▶ Industrial-Commercial Area
- ▶ Commercial-Industrial Area; and
- ▶ Light-Industrial Mixed-Use Area

2.3.4.1 Industrial-Commercial Area

Industrial-Commercial Area will continue to support General Industrial uses; however, additional commercial uses, such as office, would be supported on a limited and conditional basis mainly on upper storeys of development. The main aim of the area will be to preserve opportunities for industrial services and jobs while also increasing the diversity and concentration of services and jobs in the area.

2.3.4.2 Commercial-Industrial Area

The southern part of the Mixed Employment District has recently seen an influx of craft breweries and other small-scale industrial businesses as well as retail shops, personal

service establishments and office uses. This has occurred partly due to a relaxation in zoning rules on certain streets in the area as well as a series of spot zonings. Commercial-Industrial Area will expand the scope and scale of the zoning relaxations that have been instituted to date and also permit more commercial uses by right. The end result will be an area that will continue to support industrial businesses and employment, but will also support a much broader range of commercial enterprises.

Richter Street between Clement Avenue and Bay Avenue in particular already hosts a variety of businesses and acts much like a high street. The North End Plan proposes to formally recognize this street as a high street and, as a result, to prioritize pedestrian-friendly design. As part of this, alternative road cross-sections not included in Subdivision, Development and Servicing Bylaw No. 7900 may be considered as part of implementation of the Plan.

2.3.4.3 Light Industrial Mixed-Use Area

Support for industrial uses in this area will be restricted to light-industrial³. At the same time, additional commercial uses, such as office, would be permitted on a limited and conditional basis mainly on upper storeys of development. Residential use will also to be supported on a conditional and limited basis on upper storeys of development. In addition to allowing for a wide mix of uses, the area will also provide a transition between the general industrial area to the south and the residential area to the north, helping to reduce potential conflicts between the two areas.

Policy

- ▶ Support a greater variety of employment uses in the Mixed Employment District to grow the numbers of services and jobs in the North End.
- ▶ Develop new regulatory and zoning approaches to open up Industrial-Commercial Area to additional commercial uses to increase the variety of services on offer as well as the variety and concentration of jobs available.
- ▶ Develop new regulatory and zoning approaches to support light-industrial mixed-use in the area indicated on the Land Use Concept map—with due consideration to restrictions in the Building Code.
- ▶ Explore new regulatory and zoning approaches to help support craft breweries and other small-scale industrial business as well as retail businesses, personal service establishments and office uses in Commercial-Industrial Area.

³ General Industrial uses will be permitted; however, Outdoor Storage will not.

- ▶ Identify Richter Street between Clement Avenue and Bay Avenue as a high street and prioritize pedestrian-friendly design features including, but not limited to:
 - ▶ Street furniture;
 - ▶ Space for pedestrian movement and outdoor patios;
 - ▶ Pedestrian scale lighting;
 - ▶ Removal of visual clutter;
 - ▶ Street trees and planted boulevards; and
 - ▶ Placemaking features.
- ▶ Ensure active transportation is prioritized in Commercial-Industrial Area.
- ▶ Restore Brandt’s Creek between Richter Street and Gordon Drive by introducing natural meandering to the creek where practical; interventions to improve water quality and fish habitat; and the introduction of native vegetation in creek banks.

2.3.5 Affordable Housing

The NEP objectives speak to the need to increase housing options across the Housing Wheelhouse to provide opportunities for residents of all income levels. Further, the objectives express the need to provide appropriate supports to people experiencing homelessness and housing instability through all housing transitions. It is understood that these objectives cannot be met through market-rate housing alone—instead, below-market and supportive housing are also needed.

It is recognized that housing with supports, including below-market housing, are city-wide needs, and that their siting should be distributed across the community—with a focus on the Core Area and in Urban Centres where there is easiest access to needed services and amenities.

The North End Plan reiterates the importance of continuing to work with other levels of government and the non-profit sector to deliver additional below-market and supportive housing opportunities in the neighbourhood.

While the ultimate goal is to ensure that everyone in Kelowna has a home, the reality is that emergency shelter space remains a need. Because of this the City also works with partners to provide suitable temporary emergency 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 emergency shelter space in the North End.

Policy

- ▶ Pursue opportunities to partner to deliver below-market housing, supportive housing and purpose-built emergency shelter space in the North End neighbourhood.
- ▶ Recognize that a relatively high percentage of residents in the North End are renters and/or live in below-market housing developments, and address and mitigate gentrification and resident displacement through the promotion and inclusion of affordable housing and accommodation.
- ▶ Ensure a component of below-market housing is included in the redevelopment of the Mill Site (through the Mill Site ARP) to help address housing affordability.

2.3.6 Heritage

As part of the Background Study for 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 conserved.

One of the recommendations in the HCS is that Kelowna add the identified properties to the City’s Heritage Register, and that the Heritage Register be expanded to include other vital community heritage assets. The North End Plan policy framework supports this.

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 here. As such, it is proposed that this corridor receive additional measures to maximize opportunity for conservation—especially through support for Heritage Revitalization Agreements’ change to ‘measures to maximize opportunity for conservation, especially through support for Heritage Revitalization Agreements (HRA)—including but not limited to HRAs that support commercial uses.

Policy

- ▶ Encourage property owners who own property with identified heritage value to add their property to the City’s Heritage Register.

- ▶ Support the development of Heritage Revitalization Agreements for all wartime homes with heritage value on Okanagan Blvd between Ellis St and Kingsway—including but not limited to HRAs that support commercial uses.
- ▶ Actively promote and support public education initiatives to raise awareness and appreciation of features with heritage value in the North End.
- ▶ Proactively support the identification, preservation, and protection of archaeological artifacts and sites to safeguard cultural heritage

and civic engagement. Parks and public spaces also play a role in enhancing the aesthetic appeal, identity and character of neighbourhoods, creating a sense of place and belonging. Furthermore, parks and public spaces support ecological functions, such as stormwater management, habitat protection, biodiversity conservation and climate change mitigation and adaptation. By providing these multiple benefits, parks and public spaces add value to neighbourhoods and make them more attractive, livable and resilient.

Growing neighbourhoods in particular such as the North End often need additions and improvements to the existing park network to meet increasing demands from a growing population.

The North End Plan objectives related to parks build on those found in the OCP and focus on offering a variety of park types to meet multiple needs, greater access to the lake, and increased park connectivity.

2.4 Parks & Public Spaces

Parks and public spaces are a vital part of neighbourhoods for their role in contributing to the health and well-being of residents and visitors. They provide opportunities for recreation, leisure, social interaction, cultural expression, environmental education

Figure 9. North End Plan Parks



Parks additions and improvements and related policies are introduced in the Land Use & Development section above. Here we summarize the big-picture vision for parks in the neighbourhood as a whole.

Parks Vision

In the North End, opportunities will be pursued to add waterfront park at multiple locations, including on the Mill Site and Manhattan Point, while planned improvements to Sutherland Bay Park will round out the waterfront park network in the area. These waterfront park additions and improvements will serve the growing population in the North End and will also draw visitors from across the city, as well as tourists.

Walrod Park will be developed as a valuable neighbourhood park and will be expanded to the east with opportunities for sports fields and recreation at the time of the development of a water treatment facility.

Brandt's Creek will be restored east of Ellis St to include daylighting, channel widening, meander improvements, road crossing upgrades, water quality and fish habitat improvements, as well as the addition of native vegetation. In addition, new pathways will be introduced to ensure a continuous pathway connection adjacent the creek from one end of the neighbourhood to the other—beginning at Rotary Marsh Park in the west and extending to Gordon Dr in the east. Finally, parks on streets will be introduced on Kingsway and a portion of Okanagan Blvd between Kingsway and Richter to add additional park and green space to the neighbourhood and to help link four important park areas: Knox Mountain Park, the expanded and improved Walrod Park, the restored Brandt's Creek with pathway, and the Mill Site Waterfront Park.

2.4.1 Neighbourhood School

School District 23 (SD23) has expressed the need for an elementary school in the central core of the city to serve both existing households and expected growth—including expected growth signalled through the North End Plan and Mill Site ARP. Over the course of the planning process, several sites in the North End were identified as having potential to act as a future school site.

The School District remains open to locating the future school at a site in the North End or at an alternative site Downtown. At time of publication, no specific site had yet been identified to accommodate the future school. The City will continue to work with SD23 to locate an elementary school in or around the North End and Downtown Urban Centre to serve existing households and expected growth.

Policy

- ▶ Design parks and public spaces in the North End neighbourhood to be inviting and welcoming to all
- ▶ Partner with School District 23 to identify sites for an elementary school in the North End and other central core neighbourhoods to meet the demands of a growing population.
- ▶ Use the Urban Forestry Strategy to guide decision-making on tree-planting and canopy targets for the neighbourhood.

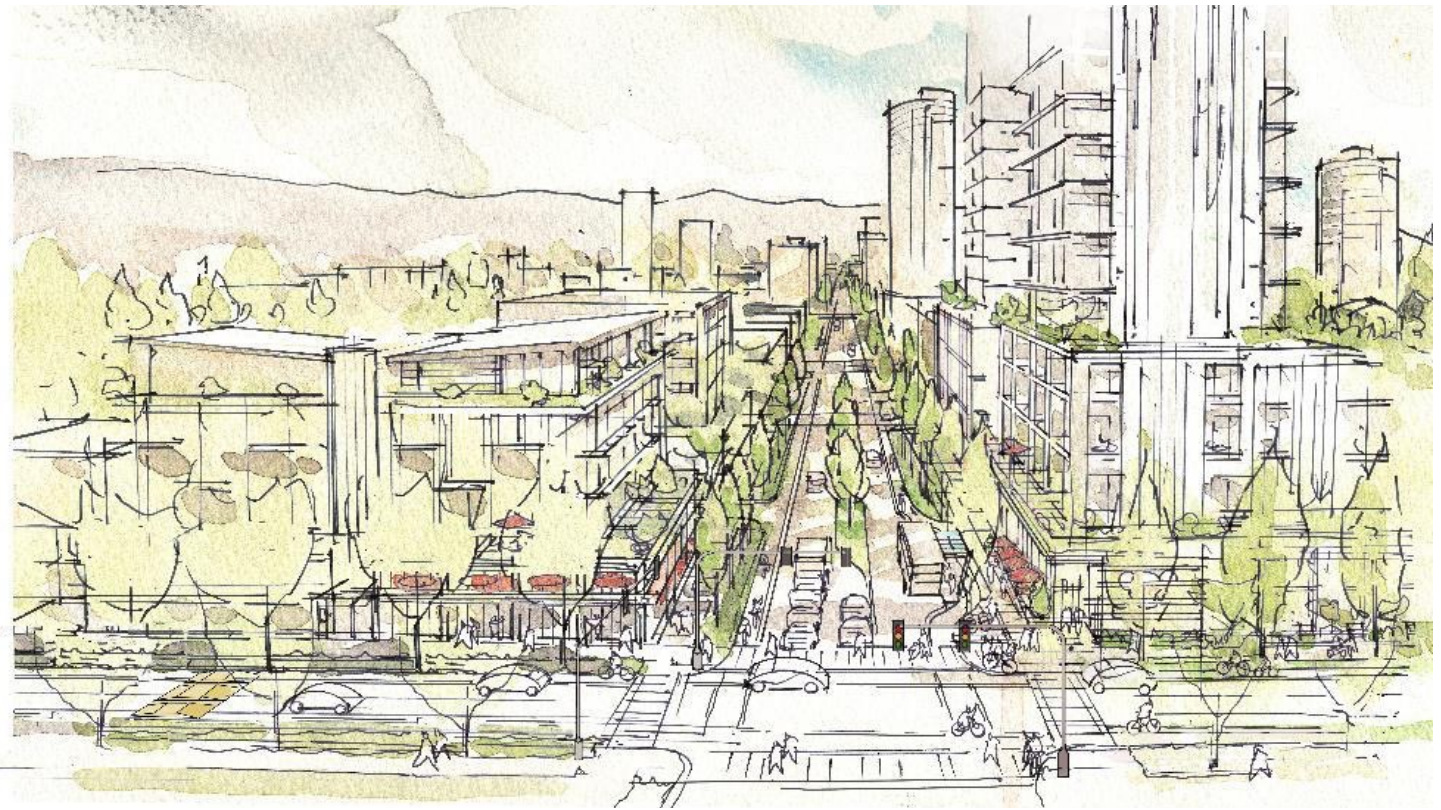
2.5 Land Use Change & Neighbourhood Growth

The land use direction in the North End Plan has the potential to bring approximately five thousand new housing units to the neighbourhood with some ten thousand new residents in the next 30 years—with roughly 70% of this new growth expected on the Mill Site. New commercial space on the Mill Site and efforts to increase the variety and concentration of jobs in employment lands in the North End is also expected to introduce a substantial number of new jobs—potentially doubling the number of existing jobs.

The new growth is significant and servicing it calls for careful planning. The next sections turn to how the North End Plan responds to the transportation and servicing needs of the neighbourhood.

2.6 Transportation

Figure 10. Looking South on Ellis St at Bay Ave



As the North End develops the number of people traveling within, to and from the neighbourhood will significantly increase. While the Mill Site will be the focus for many trips, a significant number will travel to denser development areas along Ellis and employment areas in the southeast of the neighbourhood. As a result, the North End's transportation network will transform from its relative quietness today, to a bustling multimodal network in the future.

Due to Okanagan Lake and Knox Mountain, road and transit access is limited to the North End's southern edge—along Clement Ave. In the future Clement will be far busier. Growth along Glenmore, in Downtown and in the North End along with the extension of Clement from Spall to Highway 33 will all attract more trips to Clement Ave.

As a result, the capacity of intersections along Clement will limit future vehicle travel in and out of the neighbourhood. While opportunities to expand intersections are proposed, there are limits on how much capacity can be increased. Because of this, future travel demand from the North End cannot be accommodated by increasing vehicle capacity alone. To address this, the plan adopts strategies to retain more trips within the neighbourhood while increasing the viability of more efficient modes—including walking, biking and transit—for trips leaving the neighbourhood.

To support future travel demand, the North End Plan proposes improvements to infrastructure for all forms of transportation—but with an emphasis on active transportation and transit. Ultimately, failure to facilitate the shift toward these forms of transportation will limit the livability and growth potential of the neighbourhood.

2.6.1 Walking

Efforts must be made to ensure walking is the most attractive travel option for short trips of less than 1.25km or 20min within the neighbourhood and to the north half of Downtown. This must include a comfortable, attractive and continuous pedestrian network within the neighbourhood. On neighbourhood streets, continuous and comfortable sidewalks, weather protection from street trees and slower vehicle speeds can make walking more attractive. On major roads wider sidewalks, street trees and improved crossing points can increase comfort and safety. Within developments walking (and cycling) connections can break up blocks and get people to destinations faster while varied and engaging frontages can make walking more enjoyable. The more comfortable, safe and convenient walking is, the more people will walk to nearby destinations and the less pressure there will be on the North End's internal street network.

Policy

- ▶ Advance improvements to pedestrian infrastructure to ensure walking is the most attractive travel option for short trips within the North End and to the north half of Downtown.
- ▶ Urbanize streets, including sidewalks, boulevards and street trees on new and existing streets as development advances (also see section on Neighbourhood Streets Network).
- ▶ Develop safe and comfortable pedestrian crossings to connect sidewalk and pathway networks.
- ▶ Create connections through development sites to break up blocks and shorten walking distances between destinations.
- ▶ Encourage engaging frontages to make walking a more interesting and attractive experience.
- ▶ Use street trees and other landscaping to provide shade and weather protection for people walking.
- ▶ Develop separate spaces for pedestrians and cyclists along the Waterfront Pathway and the Okanagan Rail Trail to reduce future user conflicts as these facilities become busier.

2.6.2 Biking & Rolling

Many of the City's most important day to day destinations including employment, post secondary school and services are within a 20min/6km bicycle ride or roll of the North End, including; Downtown, Parkinson Recreation Centre, KGH, Pandosy, Okanagan College, Kelowna Secondary School, Capri, Landmark and Orchard Park.

The bike/roll network should be comprehensive, largely separated from vehicle traffic, and be comfortable and convenient for riders of all ages and abilities. In addition to infrastructure, shade and weather protection, end of trip facilities, including secure and conveniently accessible parking, and change/shower facilities, should be developed. I think this duplicates a revised sentence and we forgot to remove this one. These efforts, plus the growth of electric bikes, scooters and other micromobility devices will make biking and rolling viable for even more trips.

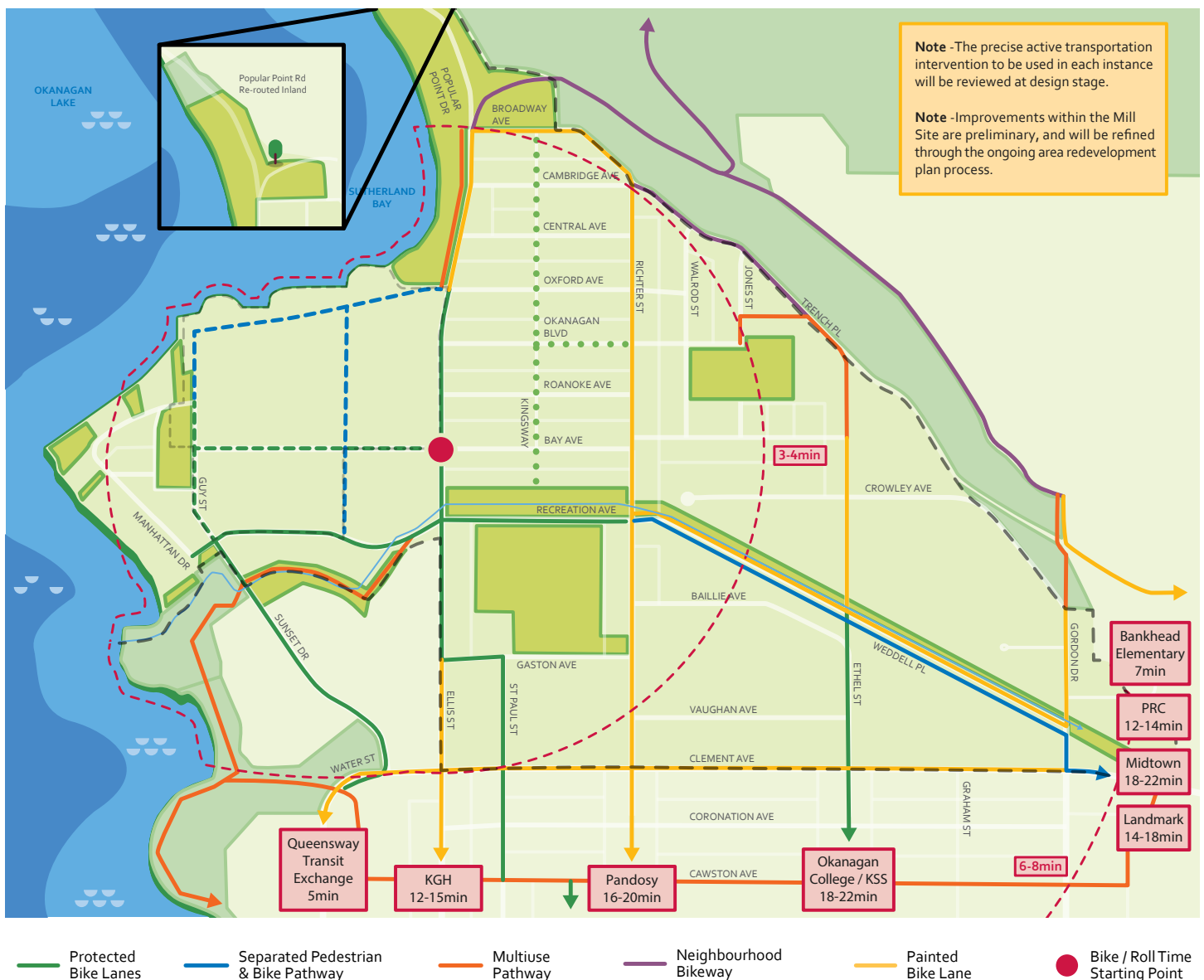
The more comfortable biking and rolling is, the more people will bike and roll and the less pressure there will be on both the North End street network and key intersections entering the neighbourhood along Clement Ave.

Policy

- ▶ Advance improvements to biking infrastructure to ensure biking/rolling is a safe and comfortable transportation option for medium-length trips within the neighbourhood and to other nearby neighbourhoods.
- ▶ Extend the protected bike lane network north from Downtown into the North End, including:
 - ▶ Extending the Waterfront Walkway for cycling via Sunset Dr, Guy St and along the lakeshore to Sutherland Bay Park;
 - ▶ Linking to Downtown and the Cawston Active Transportation Corridor (ATC) via Sunset Dr;
 - ▶ Extending the planned Bertram ATC from Downtown north to the Okanagan Rail Trail and Knox Mountain via St. Paul and Ellis streets; and
 - ▶ Extending the Ethel ATC from Cawston to the Okanagan Rail Trail. If a school is developed near Walrod Park in the future, consider the extension of the Ethel ATC to the Mill Site via Walrod Park and Okanagan Blvd.
- ▶ Ensure there is a grid of ATCs around and within the Mill Site (through the Mill Site ARP) to provide residents convenient access to services and connections to the surrounding bike network.

- ▶ The ATC on Guy St will form the main active transportation link between the waterfront pathway on the Mill Site and the waterfront pathway that begins south of Rotary Marsh Park—until such time as a waterfront pathway can be established to link these two points. As such, an effort must be made to ensure this corridor gives ample space to pedestrians and cyclists and is of an especially high design standard—similar to the standard on the east side of Sunset Dr further south.
- ▶ Develop separate spaces for pedestrians and cyclists along the Waterfront Pathway and the Okanagan Rail Trail to reduce future user conflicts as these facilities become busier.
- ▶ If the Recreation Avenue Park site is reconfigured in the future, consider routing the Bertram ATC through the park from Gaston to the Okanagan Rail Trail.
- ▶ Review the Rail Trail crossing at Clement Ave and Gordon Dr for potential improvements.
- ▶ Maintain existing on-street bike lanes on Ellis St, Richter St, and Broadway Ave and add bike lanes on Gordon Dr.
- ▶ Support the development of public and private end of trip cycling facilities.
- ▶ Increase the comfort of biking facilities by providing tree canopy cover to increase weather protection.

Figure 11. North End Plan Biking / Rolling Network



2.6.3 Transit

Transit will be an increasingly important option for future North End residents travelling to jobs, services and activities that are too far for most to walk, bike or roll. Transit services should focus on connecting residents with employment and services directly (no transfers), or where required, transfers at major exchanges. To make transit more attractive, service levels should be increased over time as ridership grows with development. Frequent transit will extend to the North End with a transit terminus developed within the Mill Site. As the neighbourhood grows, service improvements will be coordinated with BC Transit, the regional transit provider.

In the longer term, it is expected that even higher capacity transit service will be needed to serve the neighbourhood. The Pandosy/Richter Corridor Study, currently underway, is investigating the potential for future transit corridors between Pandosy and Downtown. Long-term connectivity to the North End is also being explored as part of this work.

The more convenient transit is, the more people will ride transit and the less pressure there will be on key intersections entering the North End along Clement, but also throughout the Core Area street network.

Policy

- ▶ Increase transit service incrementally and concurrent with neighbourhood growth, to ensure transit is a viable and attractive alternative to the automobile for trips that are otherwise too far for walking, biking and rolling.
- ▶ Improve transit service to the North End, including;
 - ▶ More frequent service on the existing local bus Route 2—connecting to Downtown and other transit routes via the Queensway Exchange.
 - ▶ Shorten the loop on Route 2 to provide two-way service on Ellis St from the Mill Site south.
 - ▶ Reroute Routes 6 and 18 north from Cawston Ave to Clement Ave. This will increase access to transit for the southern parts of the North End, including employment areas adjacent to Clement Ave, and improve access to the Glenmore Valley, UBC and employment areas near UBC and the airport.
 - ▶ Extend Route 1, a frequent service route, 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.
 - ▶ Extend route g8, a new RapidBus service being fully implemented in the coming years, to a northern terminus within the Mill Site. This would provide a no-transfer ride to employment and services in Downtown, Capri, Landmark, Midtown, Rutland, Reid's Corner and UBC.
- ▶ Upgrade bus stops and their amenities within the North End, including shelters and pull outs where appropriate.
- ▶ Develop a transit terminus exchange centrally located within the Mill Site to support up to two frequent transit routes. Locate the exchange centrally within the site, adjacent to day-to-day services and with efficient access and egress from Ellis St. Include a mobility hub at the exchange and support the future fleet conversion to battery electric buses. Link the exchange to the rest of the Mill Site, and adjacent neighbourhoods, with effective walking and biking connections.
- ▶ Take direction from the Pandosy/Richter Corridor Study to prepare for higher capacity transit to be introduced in the neighbourhood as the need arises. This should include, but not be limited to, expanding right-of-way on identified future higher capacity transit corridors as opportunity arises.

Figure 12. North End Plan Transit Network



2.6.4 Neighbourhood Street Network

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. The Plan proposes improving the neighbourhood street network to address these challenges.

The North End Plan proposes traffic calming on neighbourhood streets to address specific impacts associated with adjacent development. Neighbourhood streets in the remainder of the North End could be considered for traffic calming through the City’s general traffic calming program.

Policy

- ▶ Advance infrastructure improvements to the neighbourhood street network as development proceeds to better accommodate mobility, accessibility and safety for all modes of transport.
- ▶ Urbanize existing neighbourhood streets through the City’s Neighbourhood Streets Urbanization program as redevelopment occurs with priority given to blocks that experience the most development.
- ▶ Introduce traffic calming measures on neighbourhood streets to manage vehicle traffic from specific development areas. Manage speeds to maintain a comfortable street environment.
- ▶ Consider traffic calming and access restrictions east of Ellis on Bay, Roanoke, Okanagan and Oxford to prevent short-cutting between the Mill Site and Richter.

- ▶ Consider traffic calming within Manhattan Point until continuous sidewalks can be constructed through street urbanization enabled by development.
- ▶ Consider traffic calming through the City's Neighbourhood Traffic Calming Program on other streets as need arises.
- ▶ Increase tree canopy cover to increase weather protection by planting street trees within boulevards and medians.
- ▶ Urbanized streets should encourage infiltration of stormwater to reduce the frequency and scale of spill over into the piped storm system.

2.6.5 Major Road Network

While alternative forms of transportation will play an increasingly important role in servicing the North End, vehicles will continue to play a role for trips where other options are less feasible and for goods movement. This will be particularly true for trips accessing jobs, services and destinations in parts of the City that would require longer cycling trips or are not well served by transit.

Vehicle access to the North End is limited by the capacity of intersections along Clement Ave. As east-west traffic on Clement Ave grows (as anticipated with growth Downtown and the extension of Clement towards Highway 33), the number of vehicles that can access the North End will be constrained. With development in the North End, traffic volumes on the neighbourhood's major road network will increase, particularly along and approaching Clement Ave.

The design of roads in the North End should reflect their adjacent land use context. In denser areas streets should be designed to accommodate high levels of activity from all modes of transportation. In industrial areas access for commercial vehicles must be considered. While the major road network will convey high levels of vehicle traffic, it must also serve all modes of travel, and the roads themselves should be places that are comfortable and enjoyable to walk, bike and access transit. The urbanization of major roads in the North End is equally about improving access to transit and walking/biking connections as it is about optimizing vehicle capacity. This balance will be addressed during the road improvement design stage.

From Richter St west, the use of Urban Centre cross sections is recommended, reflecting denser land uses and a greater mix and intensity of street users. East of Richter, Core Area cross sections are recommended, reflecting more moderate development scale and a more balanced mix of street users. A map of proposed road classifications is provided in Figure 13. These road classifications are based on the expected volume and mix of people using the street in different modes and do not necessarily align with specific Future Land Use Designations.

Richter Street in particular is being identified as a high street between Clement Avenue and Bay Avenue. For this reason, street parking should initially be prioritized on this street over auxiliary lanes meant to optimize traffic flow. As development proceeds in the North End, and traffic volumes increase, the trade-off between street parking and auxiliary lanes will need to be reconsidered.

Policy

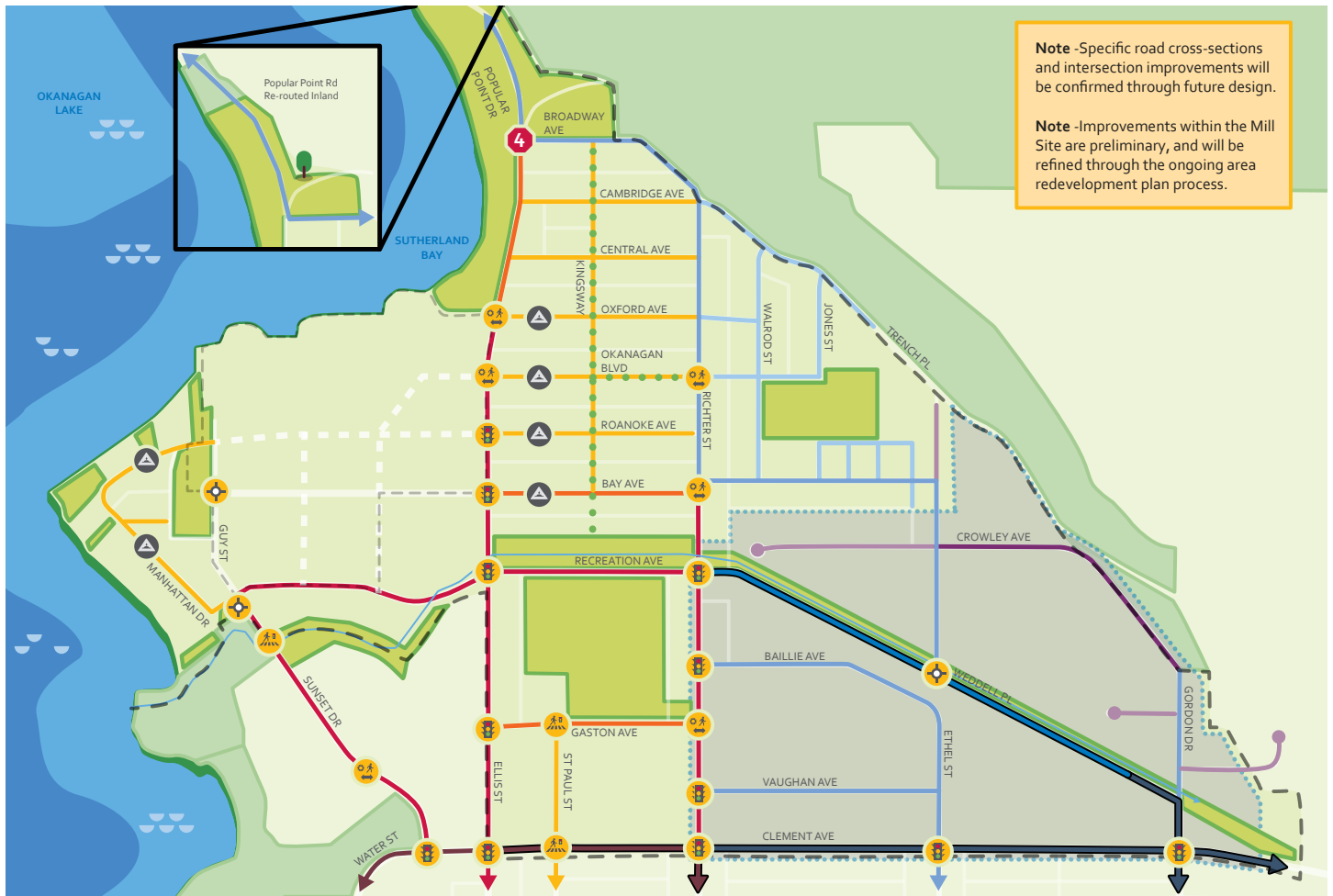
- ▶ Advance infrastructure improvements to the major road network in the North End, where possible, to accommodate all modes of transportation—including car traffic and goods movement.
- ▶ Urbanize Ellis St (to Oxford Ave) and Richter St (to Bay Ave) as minor arterials north from Clement Ave.
- ▶ Prioritize street parking on Richter Street initially, in recognition that it is identified as a high street.
- ▶ Reconfigure Sunset Dr and Guy St as minor arterials to improve access to the west side of the Mill Site.
- ▶ During the design stage for road improvements, balance the needs of vehicles, transit, walking and cycling with due consideration for the adjacent land use context and goals of the North End Plan.
- ▶ Create a continuous east-west minor arterial from Sunset Dr to Gordon Dr by linking together existing streets (Manhattan Dr, Recreation Ave and Weddell Pl).
- ▶ Improve intersections along Clement Ave (within constraints) to expand vehicle capacity.
- ▶ Expand and upgrade the intersection at Clement Ave and Gordon Dr. Review the routing of the Okanagan Rail Trail through the intersection.
- ▶ Upgrade intersection controls within the North End to accommodate increased vehicle, transit and active transportation demand.

- ▶ Require internal transportation networks on the Mill Site integrate seamlessly into the surrounding walking, biking, transit and vehicle networks in the North End. Extend the North End street connectivity and limit building access to internal connected streets.
- ▶ Increase tree canopy cover to increase weather protection by planting street trees within boulevards and medians.

- ▶ Urbanized streets should encourage infiltration of stormwater to reduce the frequency and scale of spill over into the piped storm system.

To fully address the transportation challenges over the long-term additional shifts in travel behaviour beyond the actions proposed in the NEP will be required. In connection with this, as mentioned, higher capacity transit is also expected to eventually be needed to service the North End neighbourhood.

Figure 13. North End Plan – Recommended Future Street Network Classifications



Note - Specific road cross-sections and intersection improvements will be confirmed through future design.

Note - Improvements within the Mill Site are preliminary, and will be refined through the ongoing area redevelopment plan process.

Street Classification	Urban Centre	Core Area	Industrial	North End Plan Boundary	Mill Site Boundary	Mill Site (Road Network TBD)	Industrial Area	Parks on Streets	Laneway	Traffic Control
Major Arterial										Traffic Signal
Minor Arterial										Roundabout
Collector										Pedestrian Half Traffic Signal
Local										Pedestrian Warning Flasher
										Truck Route
										Traffic Calming
										All Way Stop

2.6.6 Transportation Demand Management and Curb Space Management

Beyond infrastructure improvements, congestion can also be mitigated through policies and programs that encourage and support residents, visitors and businesses to make more efficient use of the transportation network.

Known as Transportation Demand Management (TDM), these measures focus on reducing travel demand, shifting travel to periods with more capacity, and shifting trips from cars to more efficient travel modes. TDM can also make it easier for households to own fewer vehicles, reducing traffic and demand for parking. Both these outcomes can reduce congestion on the road network.

TDM measures often include a combination of incentives, education, and awareness to change travel behaviour. TDM is most effective when used in combination with infrastructure and service investments that provide viable alternatives to cars. Common TDM measures include improved access or subsidization of car share, public transit, and micromobility; end of trip/ parking facilities for biking; the unbundling of parking costs from residential unit costs; as well as the reduction or elimination of off-street parking requirements for new developments—the latter of which allows the market to determine the supply and price of parking. These measures are typically integrated into new developments, but may also be applied on a larger scale. While future developments in the North End will be strong candidates for TDM, a coordinated city-wide approach to TDM is recommended.



With future development the demand for on-street parking will increase while the supply of on-street parking will remain fixed or fall. As demand grows, active management of on-street parking will be required – as occurs in the Downtown and Pandosy Urban Centres today. On-street parking is a public resource and balancing access between local residents and neighbourhood visitors should be pursued.

In addition to vehicle parking, curb space should be considered for other uses. The demand for curb-side delivery and drop-off services has recently grown and is likely to continue to grow in the future, and with this the provision of on-street loading zones will increase in importance. Add to this the needs of public transit as well as parking for bikes and other micromobility devices.

Where curb space is not required for transportation uses, consider uses that create more interesting streetscapes and support local businesses such as parklets and patios.

Policy

- ▶ Integrate TDM into future developments within the North End to accelerate transportation behaviour change and reduce pressure on the major road network.
- ▶ Consider developing a city-wide TDM framework.
- ▶ Consider active management of on-street parking, as development advances and as required.
- ▶ Consider curb space management to address parking, loading, transit and non-transportation uses.



2.7 Utilities

2.7.1 Municipal Utilities

Servicing the growing North End neighbourhood with reliable drinking water, wastewater collection, stormwater management and flood protection requires careful planning. Provision of municipal utilities will reflect the City's commitment to the efficient delivery of services, sustainable development, and environmental stewardship. In addition to the routine replacement of older utilities infrastructure in the area over time, the following major infrastructure projects have been identified for the North End.

2.7.1.1 Water

Water Filtration Facility

The City must plan for a water filtration facility in the North End. Interior Health, the regulator of this requirement, monitors turbidity levels in Okanagan Lake water. As long as the raw water quality remains high, as it is today, the need for filtration can be deferred indefinitely. The need for filtration predates the North End Plan and is not triggered by growth connected to the Plan. A specific location at the east end of the neighbourhood—east of Walrod Park—has been identified to accommodate the facility.

Dilworth Reservoir Expansion

The residential and commercial growth supported on the Mill Site and in the broader North End will trigger the need for a significant expansion of the Dilworth Reservoir to service the neighbourhood with water

2.7.1.2 Stormwater Management

Brandt's Creek Restoration

Numerous areas in the North End adjacent Brandt's Creek—including a large portion of the Mill Site—are within the 100 year floodplain of the creek. To help mitigate the risk for flooding in the area, the restoration of Brandt's Creek is proposed.

As noted earlier, there is an opportunity to restore Brandt's Creek east of Ellis Street to Gordon Drive. The opportunity is 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. Proposed improvements under that project included:

- ▶ Daylighting sections of the creek currently culverted;
- ▶ Introducing meandering to the creek;
- ▶ Interventions to improve water quality and fish habitat; and
- ▶ Introducing ecologically sensitive vegetation on creek banks.

Expected benefits include:

- ▶ Improving capacity of the creek to absorb stormwater runoff—thereby improving flood protection;
- ▶ Improving stormwater quality
- ▶ Improving the health and biodiversity of the creek ecosystem, and providing habitat for fish, birds, insects, and other wildlife; and
- ▶ Enhancing the aesthetic and recreational value of the creek for residents and visitors.

Central Ave Stormwater Outfall Renewal

The stormwater outfall at the west end of Central Ave that historically outlets to Okanagan Lake at Sutherland Bay requires repair to optimize performance.

2.7.1.3 Wastewater

Mill Site Lift Station & Wastewater Network Rationalization

A new lift station will be needed on the Mill Site to serve growth for that site and future growth in other areas of the North End. In connection with this, there is a plan to reroute the existing wastewater network in the area to optimize the efficiency of the system.

2.7.2 Private Utilities

2.7.2.1 FortisBC

FortisBC, the local electricity provider, has informed the City of the need for a new substation in the North End to serve growth both in the Mill Site as well as the broader North End neighbourhood. Staff will continue to work with Fortis BC to identify a suitable site to accommodate the needed utility.

Policy

- ▶ Expand the Dilworth Reservoir to ensure an adequate supply of water for expected growth in the North End.
- ▶ Daylight, widen and naturalize Brandt's Creek from Ellis St through to Gordon Dr—including introducing meandering to the creek where practical; interventions to improve water quality and fish habitat; and the introduction of native vegetation in creek banks
- ▶ Repair and realign the stormwater outfall at the west end of Central Ave to optimize performance.
- ▶ Through the Mill Site ARP, ensure a lift station is provided on the Mill Site in an appropriate location near the intersection of Bay and Ellis.
- ▶ Reroute the wastewater network in the area to best serve growth both on the Mill Site and in the broader North End.
- ▶ Work with FortisBC to identify a suitable site to host a new substation in the North End to serve growth both on the Mill Site and in the North End neighbourhood more broadly.



03

TAKING ACTION

INTRODUCTION & BACKGROUND

PLAN CONCEPT

TAKING ACTION

APPENDICES



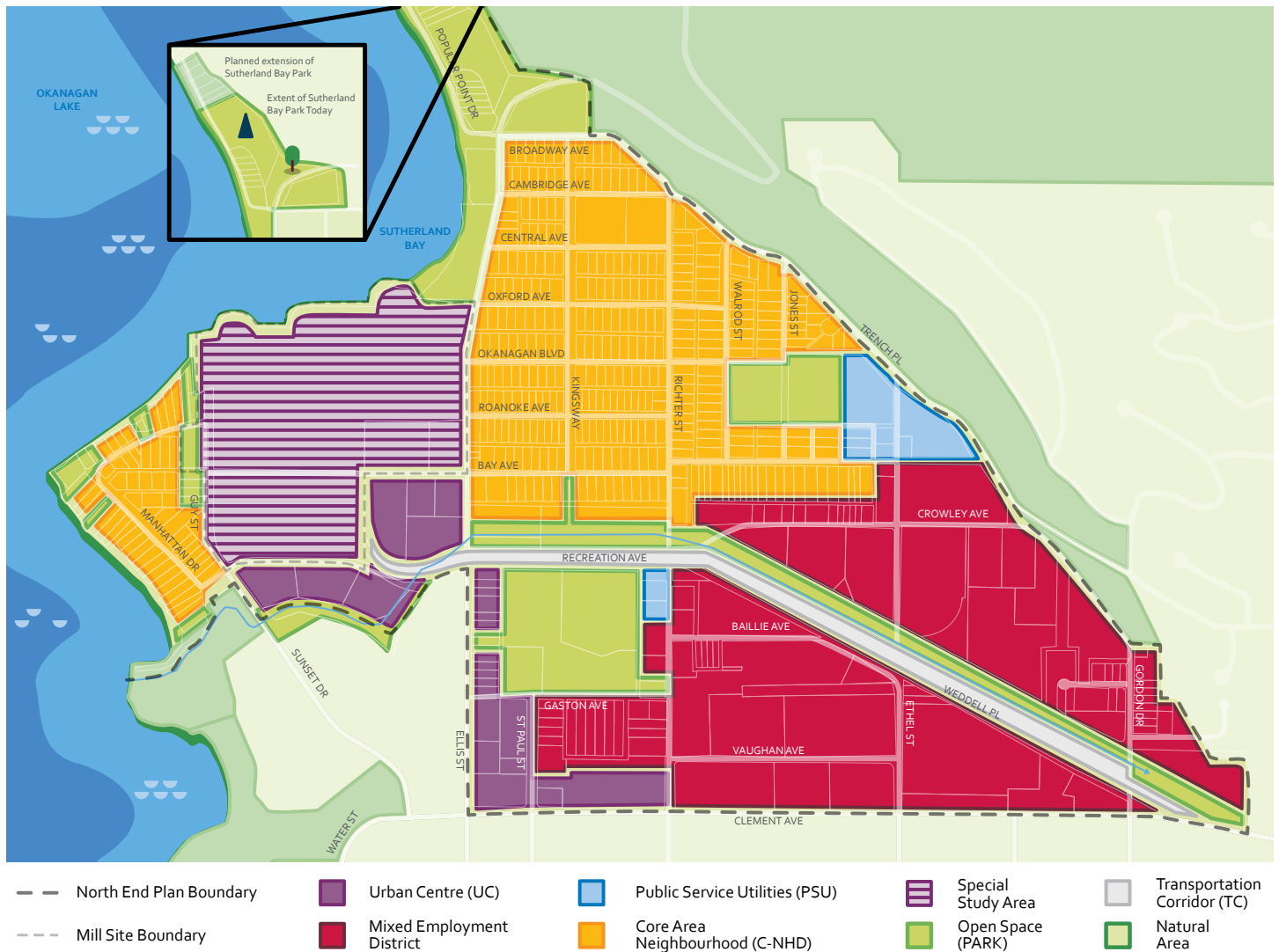
Section 2.0 of North End Plan highlights the Plan Concept—including the change in land use direction proposed through the Plan as well as the new parks and public spaces, transportation network improvements and utilities infrastructure needed to accommodate and serve the growth. This chapter gives more direction on specific actions and initiatives needed to implement the Plan, specifically:

- ▶ Policy and regulatory updates, such as amendments to the Official Community Plan and Zoning Bylaw;
- ▶ Infrastructure projects to operationalize the plan over the coming years and decades; and
- ▶ A financial strategy to address how the infrastructure projects are to be funded and integrated in the City’s capital planning processes.

The plan’s vision depends on long-term commitment from staff, Council, and the development community to align land use decisions and investments with the plan’s goals and objectives. With this commitment, the vision for the North End will be implemented gradually through redevelopment and civic projects over the next 30 or more years.

3.1 Land Use Implementation

Figure 14. North End Plan Future Land Use



Land Use Bylaw Updates

Updates to Kelowna’s land use bylaws are required to be able support the Plan’s Land Use Concept.

- ▶ Amend the Future Land Use Map of the Official Community Plan as outlined in the North End Future Land Use Map.
- ▶ Amend relevant policies and other relevant policy mapping in the Official Community Plan to reflect the directions of the North End Plan.
- ▶ Develop new zoning regulations for employment and industrial lands to reflect the policies and directions of the North End Plan.

- ▶ Identify zoning bylaw amendments to zoning in the Downtown Urban Centre.
- ▶ Explore other zoning bylaw amendments as required.
- ▶ Explore zoning for the Mill Site at such time as the Mill Site Area Structure Plan is adopted or endorsed by Council.

Land Acquisition

To achieve the land use goals of the NEP, certain land acquisitions are required. The table below outlines the projects that will require property acquisition and the properties to be acquired. (also see Taking Action table)

Figure 15. Projects Requiring Property Acquisition

Project	Property Acquisitions
Water Filtration Facility	930 Bay Ave; 870, 890 & 881-891 Ethel St; and 845 Jones St.
Recreation Ave – Weddell PI Road Realignment	991 Richter St
Parks on Manhattan Point	As opportunities arise, consider on a case by case basis

The Role of Development

Each new development proposed in the North End neighbourhood presents an opportunity to move the area towards the vision articulated in this plan. This section lays out the general expectations of new development to provide clarity for landowners, the development community, and staff.

1. **Consistency with plan objectives:** The first step is to ensure any proposed development is generally consistent with the plan objectives listed in section 2.1.
2. **Alignment with plan policies:** Development proposals must also align with the policies laid out in the Land Use & Development chapter in Section 2.0.

3. Land dedication at redevelopment:

- a. Restoration of Brandt’s Creek between Ellis St and Richter St will require dedication of land to the City at redevelopment of property north of Recreation Ave. Specifically, properties at 925 & 969 Ellis St and 990 Richter St are affected. Land is needed to accommodate a naturalized creek, required creek setbacks, and a pathway on the north side of the creek. It is estimated that 40m-50m of land is needed in total to accommodate these features, and the precise width of required land dedication will be determined at time of development application.
- b. To complete the Kingsway Parks on Streets connection from Broadway Ave adjacent Knox Mountain Park through to Recreation Ave the acquisition of 595 Bay Ave is needed (this park acquisition is already signalled in the OCP)



3.2 Key Infrastructure Projects

The land use direction for the North End Plan has the potential to bring approximately five thousand new housing units with some ten thousand new residents in the next 30 years—with roughly 70% of this new growth expected on the Mill Site. New commercial space on the Mill Site and efforts to increase the variety and concentration of jobs in employment lands in the North End is also expected to introduce a substantial number of new jobs.

Based on this considerable growth, the Plan identifies core infrastructure improvements that meet both the basic operational needs for the neighbourhood and that deliver a high quality of life for future residents and workers. The key infrastructure improvements are introduced through policy statements in Section 2.0 of the plan and are organized around three main categories: parks, transportation and utilities. In this section, policy statements are translated into major works projects. Major works projects on the Mill Site are left out of this section as these are to be defined more precisely through the Mill Site ARP. Also, the recommended projects are supported with estimates of the financial impacts and the proposed funding strategies to deliver them.

3.2.1 Parks & Public Space Infrastructure

Park and public space improvements and additions proposed for the North End, and introduced in Section 2.0, are summarized below. Implementation is to occur by way of considering the advancement of projects proposed in the NEP when the Capital Plan is amended. Timing considerations for implementation of projects are included as footnotes at the bottom of the table. Funding of projects will be considered in the next section.

Figure 16. North End Parks and Public Space Improvements & Additions

Project Category	Project Name	Project Description
City-Wide Parks	Sutherland Bay Park Improvements	Improve Sutherland Bay Park as a City-Wide waterfront park ¹
	Manhattan Point Parks	Develop existing city-owned properties as park and add additional park as opportunities arise through property acquisition ²
Neighbourhood Parks	Walrod Park Improvements	Improve Walrod Park as a neighbourhood park both on existing parklands and on parkland expansion to the east, (in conjunction with the water treatment facility) ³
Parks on Streets	Kingsway Parks on Streets	Parks on streets development along Kingsway from Knox Mountain Park to Recreation Ave
	Okanagan Blvd Parks on Streets	Parks on streets development along Okanagan Blvd between Kingsway and Richter St
Pathways	Brandt's Creek Pathway Ellis St to Richter St, and Footbridge	Introduce a pathway on the north side of the restored Brandt's Creek from Ellis St to Richter St. Connect the pathway to Recreation Ave by way of a footbridge ⁴
Recreation Avenue Park	Elks Stadium Upgrades	Update and improve Elks Stadium with various upgrades
	Feasibility Assessment	Complete a Feasibility Assessment and Master Plan for Recreation Avenue Park

Implementation Notes

1. Acquisition of properties on Poplar Point Rd is required before this project can proceed
2. Development of new park space on Manhattan Point is dependent on property acquisition
3. Property acquisition of 845 Jones St and development of a water filtration facility is required before park improvements can be made east of the existing Walrod Park.
4. This project is to be conducted in coordination with the restoration of Brandt's Creek between Ellis St and Richter St that will be led by Utilities Planning. These projects are dependent on the dedication of property to the City at redevelopment of lands north of Recreation Ave between Ellis St and Richter St

3.2.2 Transportation Infrastructure

Transportation network improvements proposed by the NEP, and introduced in Section 2.0, are summarized below. Implementation is to occur by way of considering the advancement of projects proposed in the NEP when the Capital Plan is amended. Timing considerations for implementation of projects are included as footnotes at the bottom of the table.

Figure 17. North End Transportation Network Improvements

Project Category	Project Name	Project Description
Active Transportation (Walking/Biking)	Sidewalks on Local Streets	Introduce sidewalks on existing local streets (also see Neighbourhood Streets Network category) ¹
	Pedestrian Crossings	Introduce pedestrian crossings on existing streets (also see Neighbourhood Streets Network category) ²
	Rail Trail Walking/Rolling Separation	Develop spaces for pedestrians and cyclists along the Okanagan Rail Trail and Waterfront Pathway ³
	Rail Trail Crossing Realignment at Clement Ave & Gordon Dr	Realign the Rail Trail crossing at the intersection of Clement Ave and Gordon Dr to better serve the safety of all modes of transportation ⁴
	Sunset Dr/Guy St Separated Bike Lane	Introduce a separated bike lane along Guy St and Sunset Dr ⁵
	Bertram North End ATC extension	Extend the Bertram ATC from Downtown via St. Paul St, Gaston Ave and Ellis St ⁶
	Ethel St ATC Extension	Extend the Ethel St ATC north of Clement Ave to the Rail Trail ⁷

Implementation Notes

1. Consider on a street-by-street basis, depending of level of development on the street and local context.
2. Consider on an as-needed basis with local context.
3. Prioritize this project as usage and risk of conflicts on the Rail Trail increases over time
4. Prioritize this project as traffic increases at the intersection over time
5. Prioritize as demand warrants
6. Prioritize as demand warrants
7. Prioritize as demand warrants

Transit ¹	Route 2 Frequency Increase	Introduce more frequent service on the existing local bus Route 2—connecting to Downtown and other routes at the Queensway Exchange
	Redirect Route 2	Shorten the loop on Route 2 to provide two-way service on Ellis St from the Mill Site south
	Redirect Route 6 & 18	Redirect Route 6 & 18 north from Cawston Ave to Clement Ave. This will increase access to transit for the southern parts of the North End—including the employment area in the southeast corner of the neighbourhood
	Mill Site – Queensway Direct Bus Service	Extend routes 1 and g8 to a new exchange at the Mill Site.

Implementation Notes

1. Transit service levels should be increased over time as the neighbourhood grows. Service increases and adjustments, introduced incrementally, will be coordinated with BC Transit.

Roads	Urbanization of Local Streets	Urbanize existing local streets ¹
	Traffic Calming on Local Streets	Introduce traffic calming measures on neighbourhood streets to manage vehicle traffic and speeds and maintain a comfortable street environment ²
	Recreation Ave – Weddell Pl Road Realignment	Create a continuous east-west minor arterial corridor by linking together existing streets (Manhattan Dr, Recreation Ave, Weddell Pl, and Gordon Dr) ³
	Sunset Dr Upgrade	Upgrade Sunset Dr from a collector to a minor arterial ⁴
	Ellis St Upgrade	Upgrade Ellis St to a minor arterial with consideration for the Bertram ATC extension and results of the Pandosy Richter Corridor Study. ⁵
	Richter St Upgrade	Upgrade Richter St to a minor arterial—prioritize street parking initially ⁶
	Clement Ave Intersection Upgrades	Improve intersections on Clement Ave (within constraints) to expand vehicle capacity ⁷

Implementation Notes

1. Urbanization of local roads will be considered on a street-by-street basis and will depend on the level of development that has occurred on the street as well as the local context. Priority will be given to those streets that experience the most development.
2. Introduction of traffic calming measures on local roads will be considered on a street-by-street basis and in consideration of the local context.

3. Prioritize this project once development of the Mill Site begins
4. See #3 above
5. See #3 above
6. See #3 above. Also, prioritize street parking initially. As development proceeds in the North End consider prioritizing left turn lanes.
7. Prioritize this project as traffic increases at the intersection over time

Figure 18. North End Plan Transportation Capital Projects



Street Classification	Urban Centre	Core Area	Industrial	North End Plan Boundary	Mill Site Boundary	Mill Site (Road Network TBD)	Industrial Area	Parks on Streets	Laneway	Traffic Control
Major Arterial										Traffic Signal
Minor Arterial										Roundabout
Collector										Pedestrian Half Traffic Signal
Local										Pedestrian Warning Flasher
										Truck Route
										Traffic Calming
										All Way Stop
										4

- ▶ Recommended street improvements for the North End's street network. Capital projects would be lead by the City or delivered in conjunction with larger developments. Improvements seek to increase the capacity of street network while making streets more comfortable for people to walk, bike, roll and take transit.
- ▶ Specific intersection and crossing treatments will be confirmed through future design.
- ▶ Improvements within the Mill Site are preliminary, and will be refined through the ongoing area redevelopment plan process.

3.2.3 Utilities Infrastructure

Major utilities projects to be incorporated in the North End were introduced in Section 2.0, and are summarized in the table below. Implementation is to occur by way of considering the advancement of projects proposed in the NEP when the Capital Plan is amended. Timing considerations for implementation of projects are included as footnotes at the bottom of the table.

Figure 19. North End Utilities Projects

Project Category	Project Name	Project Description
Water	Land Acquisition for Water Filtration Facility	Acquire properties to site a water filtration facility (see Figure 15) ¹
	Dilworth Reservoir Expansion	Expand the Dilworth Reservoir to increase storage capacity to serve growth in the North End
	Water Main Upgrades	Upgrades to various existing water mains and transmission mains including on Ethel St, Gordon Dr, Okanagan Blvd, Poplar Point Rd and Knox Mountain
Stormwater Management	Brandt's Creek Restoration Ellis St to Richter St	Brandt's Creek corridor is to be widened and improved between Ellis St and Richter St. Improvements are to include: meandering of the creek; interventions to improve water quality and fish habitat; native vegetation in creek banks ²
	Brandt's Creek Restoration Richter St to Gordon Dr	Brandt's Creek corridor is to be improved between Richter St and Gordon Dr. Improvements are to include: meandering of the creek; interventions to improve water quality and fish habitat; native vegetation in creek banks
	Central Ave Stormwater Outfall Renewal	Repair of the stormwater outfall on Central Ave to Sutherland Bay.
Wastewater Management	Wastewater Network Rationalization	Construct new lift station near the corner of Ellis and Bay once Mill Site reaches capacity of existing Guy Lift Station. New wastewater forcemains will be installed to accommodate the future Mill Site Lift Station.

Implementation Notes

1. Section 2.0 mentions the need for a water filtration facility in the North End. The need for the facility is based on water quality indicators in Okanagan Lake that are mandated by the Province. It is important that the City acquire property to site the facility so the project may proceed to construction if and when it is mandated.
2. The Brandt's Creek restoration project is dependent on the dedication of property to the City at redevelopment of lands north of Recreation Ave between Ellis St and Richter St. The project is to be conducted in coordination with the introduction of a pathway north of the restored Brandt's Creek and a footbridge over the creek.

3.3 Cost Estimates & Funding Strategy

The section above includes infrastructure projects that have been previously planned and funded; new projects that are needed to service the anticipated growth in the neighbourhood; and additional projects not directly related to growth in the North End. In this section we focus only on new infrastructure projects that are needed to service the newly anticipated growth in the neighbourhood.

3.3.1 Cost Estimates

Based on the identified projects and projects out to 2054, the following high-level costs are anticipated.

Figure 20. North End Plan Infrastructure Cost Estimates

Project Type	Land Costs	Improvement Costs	Total
Parks & Public Space	\$43.9M	\$124.4M	\$168.3M
Transportation	\$30.3M	\$167.7M	\$198M
Utilities	N/A	\$19.1M	\$19.1M
Total	\$74.3M	\$311.2M	\$385.4M

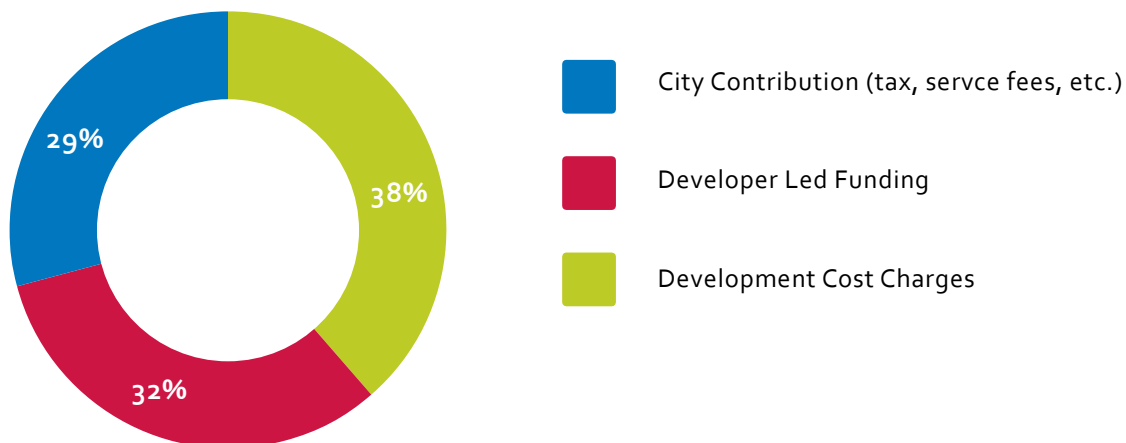
3.3.2 Funding Strategy

To deliver the required infrastructure, timely investment will be needed. The recommended funding approach for plan implementation is based on the following financial planning principles:

1. Establish fees and charges that emphasize the 'benefiter pay principle' where infrastructure costs are paid by those who will use and benefit from the installations of such systems.
2. Develop funding strategies that do not disincentivize future development in the North End.
3. Promote fairness and equity for all development through funding strategies.
4. Favour funding tools that will help increase the viability of the long-term plan goals and also allow for flexibility in planning.

With these principles in mind, the plan identifies a range of different funding sources to support the development of key infrastructure over the long-term. Specifically, the funding strategy recommends a mix of Development Cost Charges, developer led funding, and City contributions (general taxation, service fees etc.). The breakdown of these contributions is shown in the graph below.

Figure 21. North End Plan Proposed Funding Sources



Consistent with the benefiter pay principle, an area specific DCC may be considered as one of the funding sources to ensure the cost of servicing is fairly apportioned to North End Development. The feasibility of an area specific DCC will be evaluated as part of a major DCC program update scheduled to occur in 2025 (see below).

3.3.3 The City's Growth Strategy and DCC Program: The Big Picture

The City's growth strategy and accompanying DCC program is scheduled to be updated in 2025. There has recently been a significant increase in expected population growth in the city to 2040 over and above that anticipated in the OCP. In addition, recent higher-than-expected inflation has resulted in construction costs (including both materials and labour) increasing precipitously, which has had a big impact on the expected costs of the DCC program. As a result, changes to the City's DCC program is expected.

3.3.4 Long-Term Costs & Benefits of the North End Plan

The upfront capital cost for servicing the North End Plan is significant but it remains a favourable area of the city to direct growth. Model City Infrastructure (MCI)—a model that measures the relative life-cycle costs and benefits of new growth—was used to explore long-term infrastructure costs and revenues associated with growth in this area, at a high level. MCI demonstrates broadly that suburban development provides substantially less long-term revenue than is needed to support its infrastructure demands while denser neighbourhoods with a mix of uses such as the Urban Centres and Core Area, where growth is currently targeted in the OCP, perform better in the long run. As part of technical analysis, MCI was used to estimate the impacts of the North End Plan. This analysis found that North End development would perform similar to the Urban Centres and Core Area and sustainably support long term infrastructure costs. The preliminary results from MCI indicate that targeting this area for future growth would support the City's objective of addressing our infrastructure deficit by focusing development nearer to core services. In addition, it is recognized that the redevelopment of the Mill Site represents a major opportunity for a world-class, walkable development that will yield a whole host of benefits to the broader neighbourhood and the community as a whole.



3.4 Implementation Summary

The following table summarizes the actions required to set the implementation of the North End Plan into motion.

Figure 22. Recap of Actions and Actors Needed to Implement the North End Plan

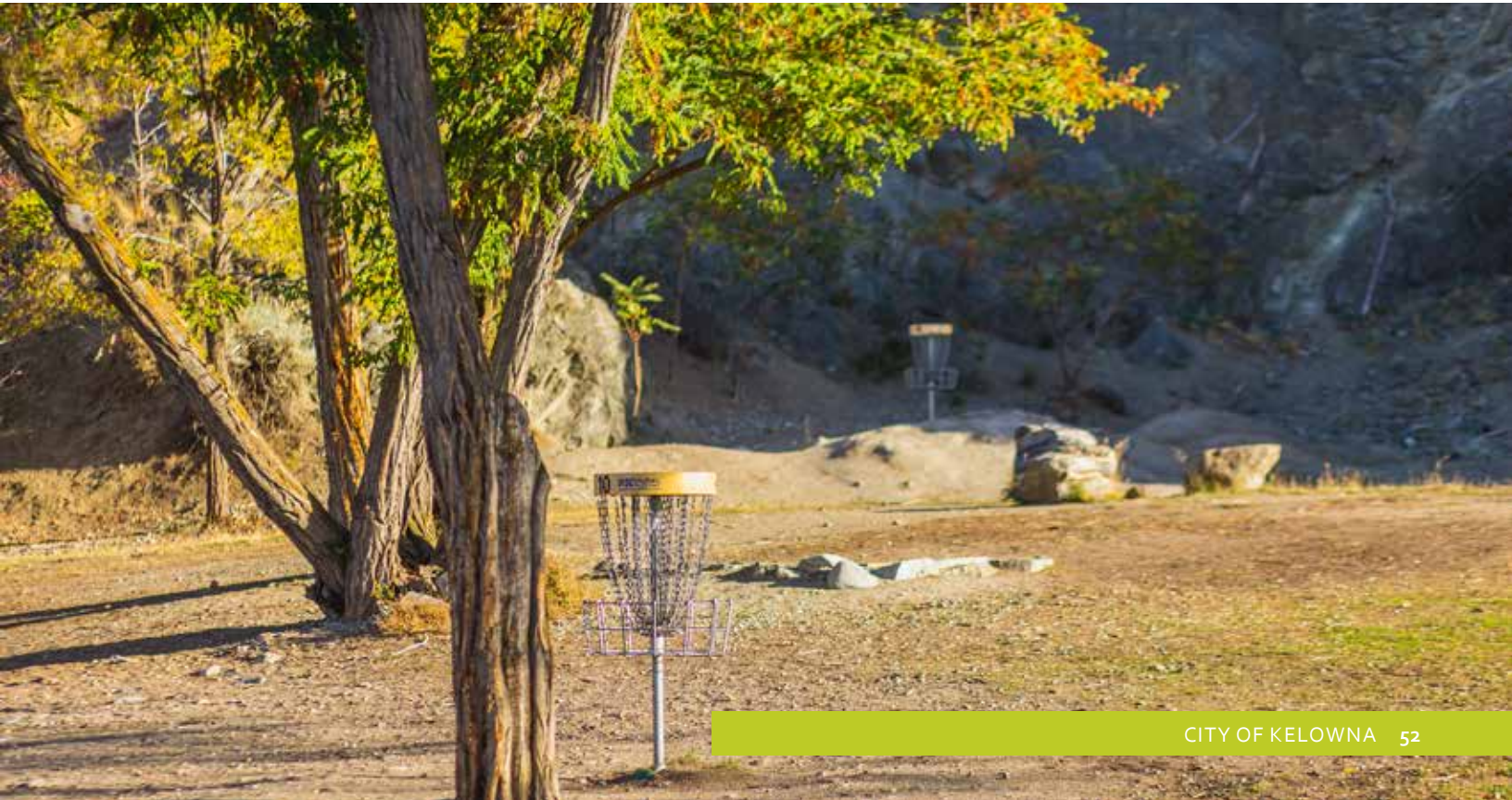
Action	Description	Group Responsible
IMMEDIATE ACTIONS		
Update OCP future land use descriptions	Develop a new future land use description to capture the intention of the Mixed Employment District and include in the OCP.	Long Range Planning, Development Planning
Update OCP future land use designations	Align OCP future land use map to reflect the future land use map shown in the North End Plan.	Long Range Planning
Update OCP policies and mapping to reflect NEP directions.	Incorporate new OCP policy and mapping guidance that reflects the directions of North End Plan.	Long Range Planning
Update Road Classifications in and OCP Transportation maps	Update the Functional Road Classifications (Map 13.1), Transit Overlay (Map 13.2), Biking Route (Map 13.3) and Truck Route (Map 13.4) maps in the OCP to match reflect recommendations of the Functional Road Classifications map in the North End Plan.	Long Range Planning, Transportation Planning
SHORT TERM ACTIONS (1-2 YEARS)		
Develop new zoning regulations for Mixed Employment District.	Update zoning bylaw by establishing new regulations to allow for / support: <ul style="list-style-type: none"> • Industrial-Commercial Area • Commercial-Industrial Area • Light Industrial Mixed-Use 	Development Planning, Long Range Planning
Incorporate an Area Specific DCC in the 20 Year Servicing Plan	Consider incorporating an Area Specific DCC in the 20 Year Servicing Plan for the North End with the growth strategy and DCC update scheduled in 2025.	Capital Planning & Asset Management
Develop preliminary street designs	Undertake preliminary designs for key streets in the North End to support capital project planning, costing and development.	Integrated Transportation Development Engineering Development Planning Long Range Planning

ONGOING ACTIONS		
Acquire properties as identified in the plan	As the Capital Plan is updated to include key parks, transportation and utilities infrastructure, the City will need to update its land acquisition strategy to support key plan actions.	Real Estate Services
Ensure development applications meet objectives and policies of the plan.	As development applications come forward the overarching policy objectives will inform development review.	Development Planning
Add key projects to the 10 Year Capital Plan and 20-Year Servicing Plan	As the 10-Year Capital Plan and 20-Year servicing plan are updated key transportation, parks, and utilities projects from the North End Plan are to be considered for inclusion.	Capital Planning & Asset Management

3.5 Conclusion

Achieving the direction established by the North End Plan will require a long-term commitment from a range of different groups. To realize the goals of a neighbourhood plan each redevelopment or project in the area must be looked at holistically as an opportunity to advance the different land use, transportation, and public space goals of the plan. The plan also outlines the growth and infrastructure that will guide the transformation of the neighbourhood over the next 30 or more years. The infrastructure costs are significant

and are commensurate with the considerable growth projected for the area. The plan will be implemented gradually over the next 30 or more years with significant leadership roles for both the city and the development community. The investment to transform the North End into a vibrant, walkable, complete community represents a cost-effective approach to civic investment, simultaneously advancing a range of the City’s long-term goals for climate action, smart growth, and healthy communities and climate action.



04

APPENDICES

INTRODUCTION & BACKGROUND

PLAN CONCEPT

TAKING ACTION

APPENDICES

APPENDIX I: PLAN PROCESS

1 Planning Process

The North End Plan is the result of a three-year planning process that began in the summer of 2021 and culminated in the summer of 2024. The NEP represents a collaborative effort involving residents, community partners, Council and City staff. The planning process was split into four main phases.

Phased Process

Phase 1: Information Gathering.

In Phase 1, City staff collected a range of background information needed to inform the planning process. This included information on the existing conditions of the neighbourhood, as well as its history. In addition, staff reviewed existing, higher-order City plans and policies to draw guidance from these on the overall direction for the Plan. Findings were summarized in the Background Study Report.

Engagement Highlights

- ▶ 'Get Involved' webpage launched
- ▶ Online 'Mark the Map' exercise used to survey residents
- ▶ Community Liaison Committee (CLC) formed and committee activities launched

Phase 2: Vision & Objectives.

The second phase of the process involved setting the Vision & Objectives for the Plan—the long-term vision for how the neighbourhood will look, feel and function in the future, and a set of broad goals that would help achieve that vision.

Engagement Highlights

- ▶ Online survey used to glean resident aspirations for the neighbourhood
- ▶ Community pop-up events to promote online survey and take feedback directly
- ▶ Engagement Report to summarize results of Phase 1 & 2 engagement presented to Council

Phase 3: Neighbourhood Concept Plans.

In the third phase of the process, the Vision & Objectives were used to develop a list of more specific public benefits or 'community needs' that were to be prioritized as part of the planning process. The Vision & Objectives and the community needs list were then both used in tandem to develop a series of three different approaches for how the neighbourhood might grow and evolve moving forward. Public feedback was used to help formulate a recommended direction for a preferred concept for the Plan.

Engagement Highlights

- ▶ Neighbourhood Concepts presented online and public feedback taken via survey
- ▶ Public information sessions used to present the concepts and take questions and comments
- ▶ Engagement Report to summarize results of Phase 3 engagement presented to Council

Phase 4: Final Plan Development.

In the fourth and final phase of the plan, the preferred concept was subject to further technical analysis, modified accordingly, and incorporated in a draft plan that was brought to Council for endorsement.

2 Engagement Summary

Public engagement was an important part of the planning process, and multiple tactics were used and opportunities made available to inform, consult, involve and collaborate with residents and community partners.

Indigenous Engagement

Indigenous engagement is an important part of the planning process and was treated as a priority in planning for the North End neighbourhood. Phase 3 of the planning process included an engagement meeting with members of Westbank First Nation (WFN) coordinated through a consultant. The meeting generated important insights with respect to broader Indigenous interests as well as specific WFN interests. WFN members showed support for the protection and restoration of sensitive environmental areas in the Plan Area and nearby vicinity—including the waterfront and Brandt's Creek. These interests are reflected in the Plan's restoration and naturalization of portions of the waterfront as well as Brandt's Creek.

The City continues to work towards strengthening relationships with Indigenous partners and to ensure closer engagement with these partners on City initiatives.

Public engagement feedback received through the course of the planning process is summarized below.



Housing

- ▶ Support for adding more housing options in the neighbourhood, including higher density forms at strategic locations
- ▶ Recognition of the need for a mix of housing types and affordability levels to suit different needs and incomes, citing rapidly rising prices for all housing types across the city
- ▶ Concern about homelessness alongside calls for permanent housing solutions and supports



Parks, Public Space & Community Facilities

- ▶ Strong support for more park and green space in the neighbourhood, especially waterfront park space, lake access and green connectivity—including parks on streets
- ▶ Recognition that more recreation opportunities are needed to serve a growing population
- ▶ Recognition of a distinct need for a neighbourhood school, especially with the expected increase of new housing and families



Shops & Services

- ▶ Support for the recent influx of new businesses, including the boom in craft breweries and other small-scale industrial businesses as well as local retail and personal service establishments
- ▶ Recognition that many basic services are still missing—especially food and groceries
- ▶ Preference for small-scale and local businesses for the neighbourhood



Transportation & Traffic

- ▶ Concerns over traffic congestion, parking availability, and pedestrian safety due to new neighbourhood growth and development
- ▶ Calls for improved transit service
- ▶ Better neighbourhood connectivity through added cycling infrastructure, and more sidewalks, crosswalks and multi-use pathways
- ▶ Requests for traffic calming measures and enhanced parking solutions



Art, Culture & Heritage

- ▶ Recognition of the area's rich history, starting with the syilx/Okanagan culture, and a desire to preserve and commemorate the many layers of local history
- ▶ Desire for art, entertainment, culture and maker spaces to enliven the neighbourhood



Mill Site

- ▶ Enthusiasm for the site's potential as a community hub with various amenities and activities
- ▶ Strong desire for ample public space, such as a waterfront park and lake access, that would be inclusive and accessible to everyone
- ▶ Acknowledgment that community amenities are made possible through development, and that with greater amenities comes with it greater neighbourhood growth
- ▶ Desire for housing and facilities that serve and benefit the broad community, alongside concerns that the site could become exclusive

3 Policy Context

As part of the Background Study, a review of higher-order City plans and policies was undertaken to determine what guidance these could provide for the planning process. From this review, a number of key issues and priorities emerged to be taken into consideration, including;

- ▶ Housing diversity, supply and affordability;
- ▶ Industrial land protection and employment intensification;
- ▶ Accounting for the Downtown and Civic Precinct context;
- ▶ Parks and public space expansion and improvements;
- ▶ Cultural and community facilities;
- ▶ Inclusivity, equity and community health;
- ▶ Heritage conservation;
- ▶ The need for engagement with Indigenous partners;
- ▶ Transportation diversity, choice and safety;
- ▶ Improvements to community connections;
- ▶ Environmental protection and climate resiliency; and
- ▶ Incorporation of 10 Year Capital Plan improvements.

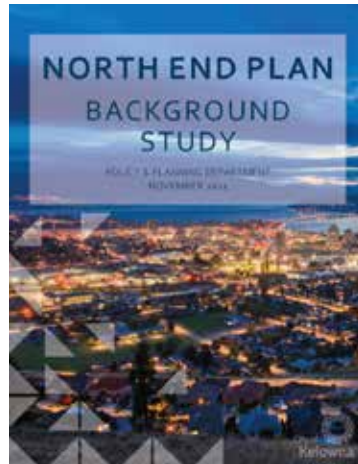
In addition to the above, it was established that a clear process to identify and deliver on community needs would be needed. It was recognized and agreed to that this process must be fair, transparent, responsive, flexible and feasible.



North End Plan Timeline

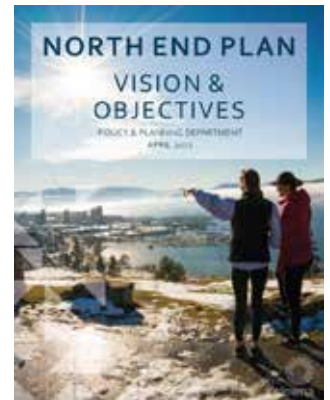
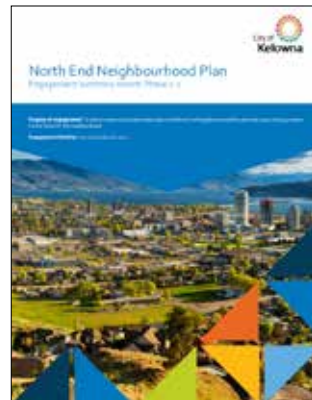
July 12, 2021 Plan Launch

Staff presented to Council the need for a North End Plan to guide the growth and development of the neighbourhood, and introduced the planning process and general public engagement strategy.



November 15, 2021 Background Study

Staff presented to Council the Background Study for the Plan outlining important information meant to inform the planning process.



April 11, 2022 Phase 2 Engagement Reporting and Vision & Objectives

Staff presented to Council the results of Phase 2 public engagement as well as the neighbourhood vision statement and objectives that were developed using the results of engagement together with key findings from the Background Study met with technical analysis.

July-August 2021 Public Engagement Launch

Public engagement for the plan was initiated and included:

- ▶ A Get Involved Webpage
- ▶ 'Mark the Map' exercise
- ▶ Community Liaison Committee (CLC) was assembled and committee activities began
- ▶ Letter drop to over 2,000 residents and businesses



January-February 2022 Phase 2 Public Engagement

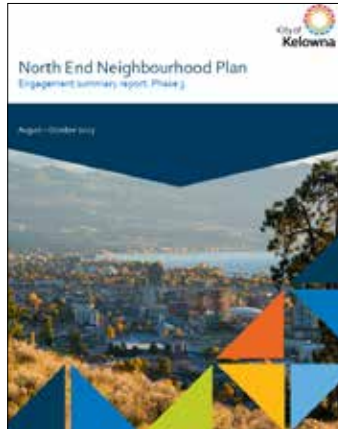
A public engagement campaign was undertaken and included:

- ▶ Online Survey
- ▶ 3 in-person 'pop-up' events to engage the public face-to-face
- ▶ Discussion Guide for key community partners
- ▶ Meetings with key community partners



August 22, 2022 Community Needs

Staff presented to Council a list of key public amenities, or 'community needs' deemed necessary to allow the North End to move forward as a complete and livable neighbourhood.



August-September 2024 Plan Reveal

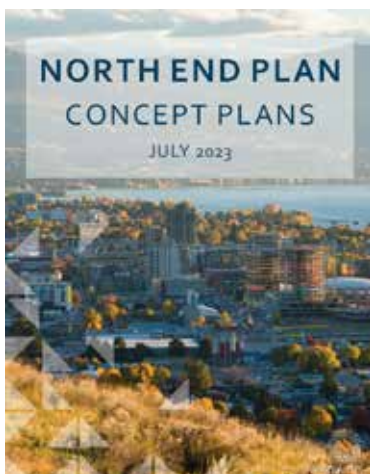
Staff undertook engagement efforts to educate the public and receive closing feedback on the Council-endorsed North End Plan.

December 4, 2023 Preferred Concept

Staff presented to Council a recommendation for a preferred concept for the North End Plan developed with the aid of Phase 3 public engagement and technical analysis.

July 24, 2023 Neighbourhood Concept Plans

Staff presented to Council 3 concept plans representing different ways the neighbourhood might grow and evolve moving forward in a way consistent with the Vision & Objectives of the plan.



July 22, 2024 Draft Plan

Staff presented to Council a draft plan incorporating the preferred concept for the Plan.

August-November Phase 3 Public Engagement Campaign

Staff launched an engagement campaign to educate and receive feedback on the concept plans. Key activities included:

- ▶ Online Survey
- ▶ 3 In-Person information sessions
- ▶ Meetings with key community partners



APPENDIX II: COMMUNITY PROFILE

1.3.3 Community Profile

Some of the major themes from the Background Study regarding current conditions in the neighbourhood—including the opportunities and challenges—are summarized below.

The People

- ▶ The adult population in the North End is younger, and is more likely to be active in the workforce than the Kelowna average.
- ▶ North End households tend to be smaller (with less children and more single occupant households), earn less, and are more likely to rent than own than the Kelowna average.

Figure 23. Proportion Under 19 & Over 65

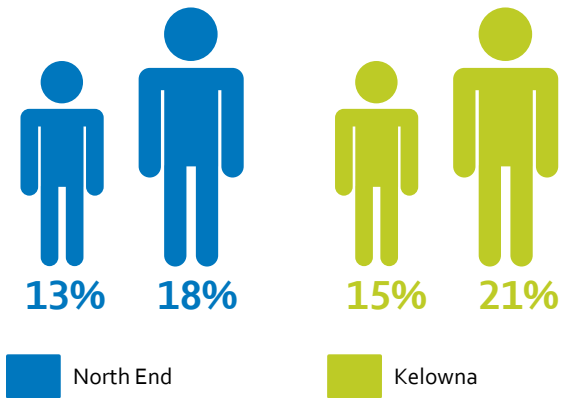


Figure 24. Labour Force Participation

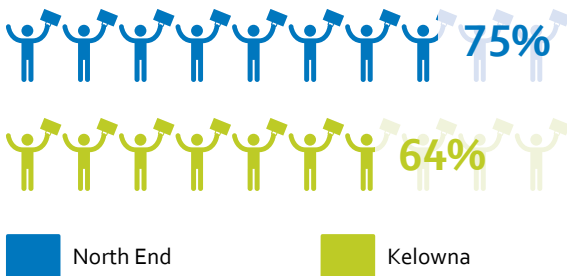


Figure 25. Residents per Household

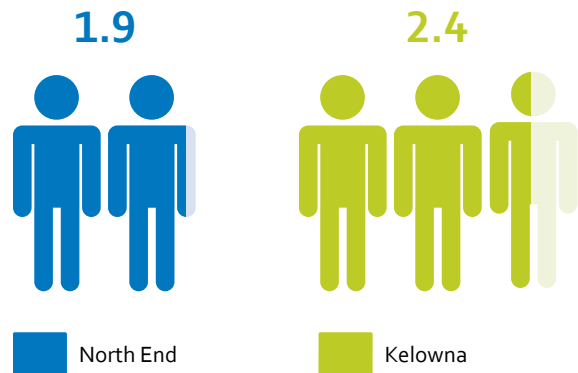


Figure 26. Proportion of One Person Household



Figure 27. Average Household Income

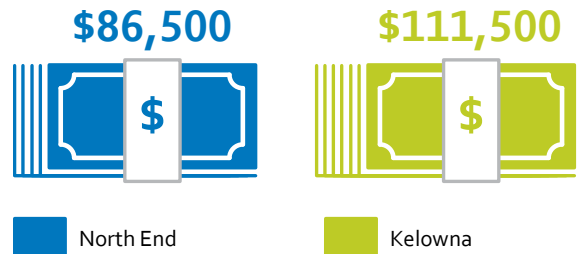


Figure 28. Proportion of Renters



Residential Neighbourhoods

- ▶ Over 95% of the North End's two residential neighbourhoods are composed of single and two dwelling housing—a far higher proportion than the city as a whole.
- ▶ Improvement ratios suggest many residential properties have a high likelihood to be explored for redevelopment by the private sector in the next 20 years.
- ▶ A Historical Context Statement has identified a number of heritage resources in the North End and included a number of recommended actions for consideration as part of the planning process.

Below-Market Housing and Temporary Shelter Space

The North End is home to numerous below-market housing developments and temporary shelters including:

- ▶ Okanagan Manor
- ▶ Pleasantvale I & II
- ▶ Ellis Place
- ▶ STEP Place
- ▶ Richter Street Emergency Shelter
- ▶ Bay Avenue Shelter
- ▶ Designated Outdoor Camping Area
- ▶ Recreation Avenue Park and nearby sports facilities are a destination for the city as whole, but the North End remains deficient in other forms of park space that serve the immediate and surrounding neighbourhoods.



Figure 29. North End Parks



- | | | | |
|--------------------------|--------------------|---------------------------------------|---------------------------------|
| --- North End Boundary | Neighbourhood Park | 1 Sutherland Bay Park | 6 Waterfront Park |
| - - - Mill Site Boundary | Recreation | 2 808 Manhattan Drive | 7 Sunset Drive Park |
| ■ Park Building | City Wide Park | 3 Manhattan Drive Beach Access | 8 Recreation Avenue Park |
| ■ Park Facility | Natural Area | 4 Jack Brow Park | 9 Walrod Park |
| | | 5 Rotary Marsh Park | 10 Knox Mountain Park |

- ▶ Following the objectives of the 2040 OCP, and the park deficiencies in the Central City Sector, the following are priorities for provision through the North End Plan:
 1. City-wide Parks – Waterfront Parks and Linear Park Access
 2. Neighbourhood / Community Parks
 3. Connecting Parks, including linear parks, parks on streets and connections to existing linear parks
- ▶ North End residents walk, and bike more to get to work than the city as a whole, but less than residents of Downtown and other nearby neighbourhoods.

- ▶ North End residents take transit less frequently than the city as a whole.
- ▶ The North End is isolated from the rest of the city by Clement Avenue, making connectivity to the larger road and transit networks challenging.
- ▶ A preliminary estimate of the transportation network capacity indicated that some additional development in the neighbourhood could be supported.

Natural Environment

- ▶ The North End is home to two of the city’s most popular natural features: Okanagan Lake and Knox Mountain Park

Transportation

Figure 30. Existing North End Transportation Networks



- ▶ Extensive damage to the natural environment has taken place through mill activities on the waterfront and in Sutherland Bay as well as other industrial sites in the North End, in addition to the historical culverting of Brandt's Creek

Utilities

- ▶ The North End carries many important water connection lines from the Poplar Point water intake to supply other areas of the city
- ▶ Given the age and materials of existing water and sewer infrastructure in the North End, upgrades will be needed to accommodate both existing development and anticipated growth. The 20 Year Servicing Plan has identified some of these projects,

but neighbourhood growth beyond the 2040 growth projection will require further evaluation.

- ▶ Stormwater management will need to account for and integrate with an updated Downtown Drainage Plan.
- ▶ A water filtration facility to serve the Poplar Point water intake will be required at some location in the North End, and it is important to identify a candidate site as part of the North End Plan

APPENDIX III: NORTH END HISTORY

1.3.4 History

Kelowna is located on the traditional, ancestral, and unceded territory of the syilx/Okanagan Peoples, who have lived here since time immemorial. During this time of Truth and Reconciliation it is important to acknowledge the harms of the past. A history of the syilx/Okanagan Peoples was prepared for the OCP in collaboration with Westbank First Nation member Aaron Derickson.

Dr. Derrickson states it is important to acknowledge that while early contact with European settlers produced mutually beneficial trading relationships that positively affected syilx people, later Federal Indian Act policies discriminated against syilx people, and disrupted their traditional way of life¹. Quoting from the OCP: “Federal Indian Act policies... unequally distributed land to settlers, and syilx people were relegated to life on the new reservations. They were not allowed to purchase land off-reserve, nor were they given land in the same accord as settlers. In 1865, the Okanagan reserves were drastically reduced in size by J.C. Haynes, a local Justice of the Peace, who argued the boundaries were unnecessary for the syilx people²”.

Members of Westbank First Nation, including the Sncewips Heritage Museum, confirm areas in and around the North End neighbourhood have significant importance for syilx/Okanagan Peoples for several reasons. Part of the North End neighbourhood touches Okanagan Lake which were important fishing grounds for the syilx/Okanagan Peoples. The nearby mountain was an important hunting, trapping and foraging grounds (including for medicinal plants, such as sage), and was an important vantage point to observe over long distances. Furthermore, the flood plain at the base of the mountain offered reeds used in the making of baskets and other cultural items.

Settler History

As part of the Background Study for Phase 1 of the NEP, staff commissioned a Heritage Context Statement (HCS) for the North End neighbourhood from a Certified Heritage Professional. The HCS included a brief settler history of the North End. Part of that history is reproduced below.

The settler history of the North End neighbourhood began with a medley of uses including farming and ranching; recreation; industry, such as Kelowna Brickworks (now the site of Knox Mountain Metals); as well as early pockets of residential development. One such pocket, the Manhattan Point neighbourhood, today consists of about 70 properties, about half of which are on the waterfront. The earliest homes on the point were summer cottages for the more well-off Kelowna families.

The North End, with its expansive undeveloped flat marshes, was the location of early sports games and recreation events including polo, rugby, horse races, rodeos and ice skating. A formal civic recreation area was created in 1909 on today's Recreation Avenue Park known as the Exhibition Grounds. The grounds included the Kelowna Exhibition Hall (opened in 1913, destroyed by fire in 1957) and a horse racetrack, followed by the badminton hall, a baseball diamond, and ultimately a curling rink.

Industrial development was sparked by the arrival of the Canadian Northern Railway (CNR) line from Kamloops in 1925. The introduction of the CNR shifted Kelowna's industrial district north and east, away from the waterfront where lake transportation had sited it until that time, to a new centre in the North End, around the yards and spurs of the rail line. By 1930, twenty-two packing houses, four commercial canneries, and numerous other industrial facilities were clustered along the line, creating a North End industrial area.

An expansion of the industrial lands occurred in 1948 as a loop of the rail line was introduced in the area on a northwest angle along Brandt's Creek, then coming down west of Ellis, which sparked new investment and a new cohort of industrial buildings and businesses mostly concentrated along Weddell Place.

¹ OCP, Chapter 1, Community Histories
² Thomson, 1994.

A sawmill, veneer plant, and box plant were constructed at the entrance to Manhattan Point in the early 1930's by S.M. Simpson Ltd. to respond to the increasing demand for fruit shipping crates, but it produced a diversity of lumber products. The sawmill was expanded and changed ownership over the years, and was most recently the Kelowna division of Tolko Industries Ltd. The mill permanently closed in 2020.

A working-class subdivision, consisting predominantly of modest-sized houses built immediately after the Second World War and the two decades following, dominate the north edges of the neighbourhood. The majority of houses are 'Wartime Houses,' built by Wartime Housing Ltd. in response to veterans' housing needs following the Second World War, part of a national project to address potential housing shortages and unemployment following the demobilization of soldiers and to help promote post-war economic stability.

A local school, Gordon Elementary, was built on Walrod Street in the late 1950s to serve the large, new community of families in the Wartime Houses. The City purchased the school building from School District #23 in May 2005 for future park purposes.

As a consequence of highway development in the region, the CNR ceased passenger service on its Kelowna-Kamloops line in 1967 but a commercial/ industrial rail service and yards were in use until 1997. The surviving 1926 station building at the corner of Ellis Street and Clement Avenue continued to function as its freight and express depot.

Due to changes in railway operations in Kelowna, the lands west of Ellis Street between Water Street and Manhattan Drive were no longer needed as a rail yard after 1997. These lands were redeveloped by the Canada Lands Company. The redevelopment included removal of contaminated soils from the site, along with the restoration and daylighting of this section of Brandt's, which was formerly confined to culverts and ditches across the site.



Development Timeline

1900-1925



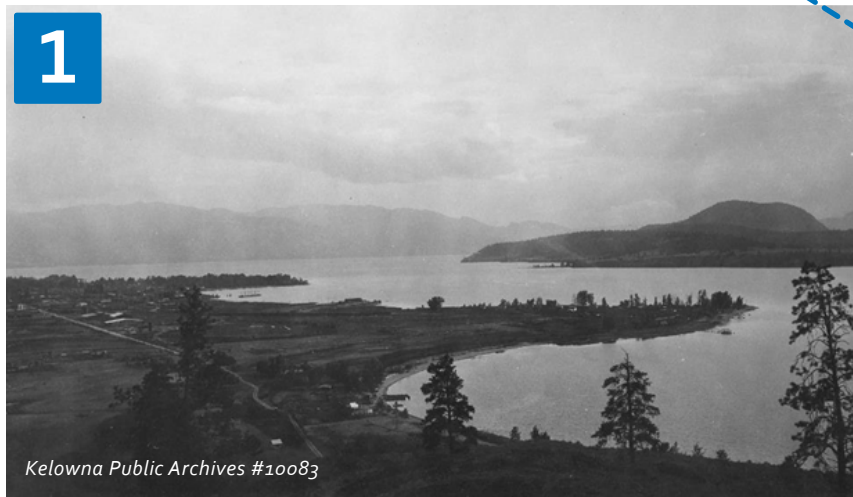
Kelowna Public Archives #3590

Killkare Cottage circa 1920. The summer cottage known as Killkare Cottage was built for Frank DeHart's family in 1910.



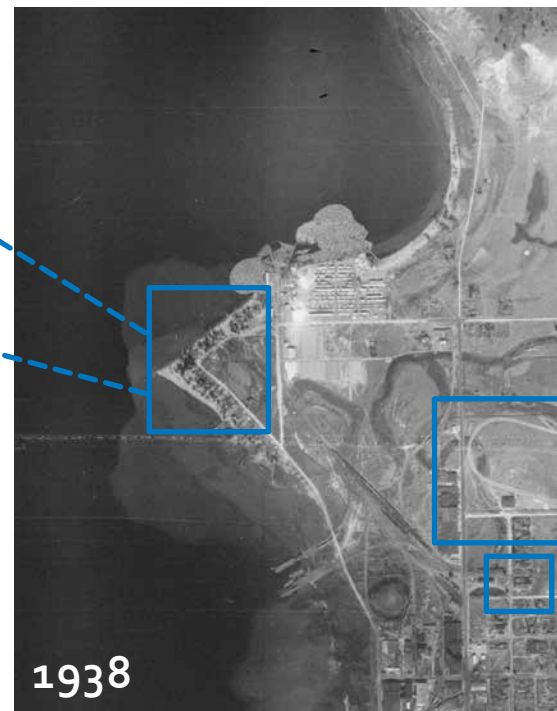
Kelowna Public Archives #6448

Kelowna Brick Works ca 1928. Some of Kelowna's most prominent historic buildings were Kelowna Brick Works. Examples include the Laurel Packing House (1917); the school house on DeHart Ave. (1913); and the United Church at the corner of Bernard Ave. and Richter St.



Kelowna Public Archives #10083

Manhattan Pt. circa 1910. Early summer cottages can be seen on the Point. The area to the east of Manhattan Pt. would later be developed as the S.M. Simpson sawmill site. The site can be seen here in its natural state, pre-development.



1900-1910

1 Summer cottages for Kelowna's wealthier families are being developed along the waterfront at Manhattan Point.

1905

2 Kelowna Brick Works is established at the foot of Knox Mountain.



Laurel Packing House



Kelowna Central School

built with bricks from the
se at the corner of Richer St. and
(1909).



Kelowna Public Archives #3877

Horse race track ca. 1912.



Kelowna Public Archives #5924

Rugby team ca. 1910



Kelowna Public Archives #1461

Polo match ca. 1910



Kelowna Public Archives #4390

Exhibition Hall ca. 1920. Exhibition Hall was built in 1913 to house the Fall Fair. At other times of the year the hall was used as a gymnasium for basketball games and roller skating.



Kelowna Public Archives #3580

Canadian Northern Railway Rail Station ca. 1929. Exhibition Hall can be seen in the background.

Early 1910's

3

A horse racing track and exhibition hall are established on the site of the present day Recreation Avenue Park. Lands surrounding the horse race track are also used as sports fields for polo and rugby, among other sports.

1925

4

The Canadian Northern Railway (CNR) line from Kamloops is completed. The rail line is the first to directly serve Kelowna. Previously, rail cars from Okanagan Landing were loaded onto ships and brought to Kelowna via Okanagan Lake and off-loaded at a wharf near the present day downtown boat launch.

Development Timeline 1926-1950



Kelowna Public Archives #4546

Downtown and the North End ca. 1940's. Older industrial buildings that had been served by the downtown wharf are still present (foreground), but are increasingly moving to the North End for better access to the rail line.



1

Kelowna Public Archives #9758

The North End ca. 1940's. New industrial buildings can be seen emerging around the Rail Station and rail yards to the west (top right of photo).

2



1950

1926-1948

1

The new CNR rail line draws numerous industries to the north end and away from the area surrounding the downtown wharf.

1932

2

S.M. Simpson sawmill is constructed.

Late 1930's

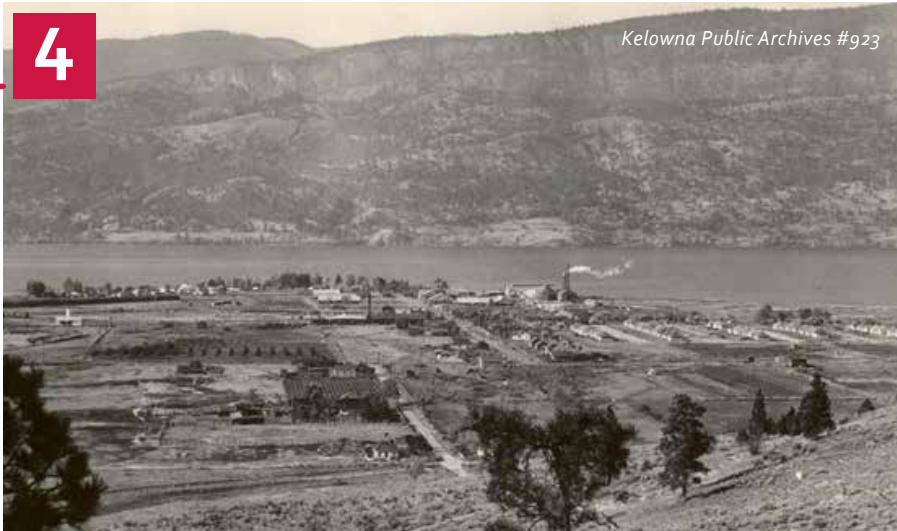
3

Kelowna Brick Works closes. By 1950 Knox Mountain Metals is located on the former site. Knox Mountain Metals can be seen in the orthophoto from 1950.



Kelowna Public Archives #10899

S.M. Simpson Sawmill ca. 1940's. One of the industrial businesses to take advantage of the new rail line is the S.M. Simpson sawmill. S.M Simpson had previously run his operation out of a site on Abbott St. south of Bernard Ave.



Kelowna Public Archives #923

4

Kelowna's North End date unknown. Newly built wartime housing can be seen at the far right of the image. In the background is the S.M. Simpson sawmill. In the foreground farms remain.

1945-1950

4 Wartime housing begins developing at the far north end, east of the Mill Site.

1948

5 A loop of the rail line is introduced along Weddell Pl. Brandt's Creek is channelized and located next to the rail line as part of the project.

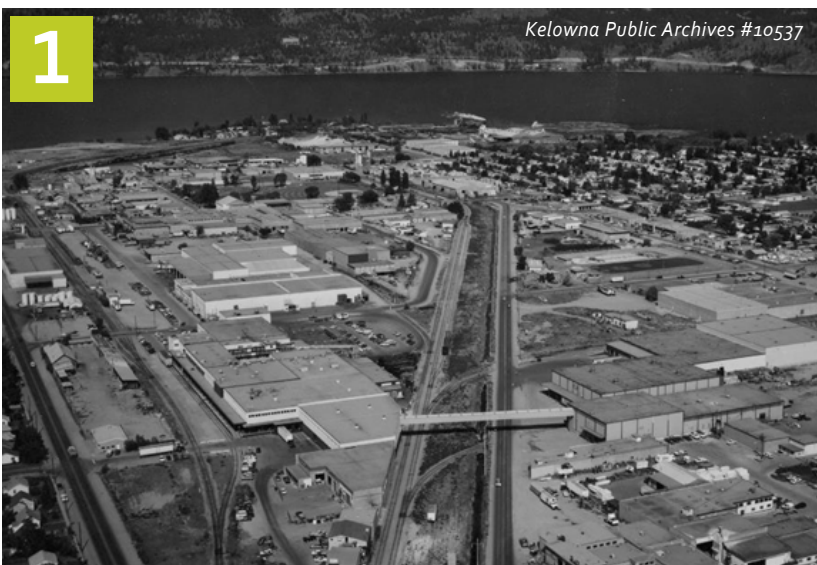
Development Timeline 1951-Present



Brandt's Creek 2021. A section of Brandt's Creek, naturalized in 1997.



Downtown and North End 2021. New high-density



The North End date unknown. The original rail line can be seen to the left of the image. The new rail line along Weddell Pl. can be seen running through the middle of the photo. The two rail lines are connected by a loop to the west (near the top of the image). Note the additional industrial businesses that have been constructed near the new rail line along Wedell Pl. The residential area against Knox Mountain that began with wartime housing has by this time developed out to meet the industrial area growing from the south (shown at the right of the image).



2020

1948-1975

1

The new looped rail line draws more industrial businesses along Weddell Pl. expanding the original industrial area. Meanwhile, the residential area against Knox Mountain continues to develop out to the west and south.

1997

2

The rail yards between Manhattan Dr. and Water St. are shut, leaving the land open for redevelopment. To prepare the land for redevelopment, contaminated soils are treated, wetlands are managed, and a portion of Brandt's Creek is naturalized.



construction in the Water Street / Sunset Drive area.



Okanagan Rail Trail 2021



Mill Site 2021. The mill, having changed ownership numerous times over the years, and most recently operated by Tolko, was permanently closed in 2020.

1997-Present

3

The former rail yards are redeveloped with high-density residential, tourism and mixed uses.

2013

4

The rail line is shut permanently and is eventually sold to local municipalities to build the Okanagan Rail Trail.

2020

5

The Mill Site is permanently shut, leaving the site open for redevelopment.

