

THE MILL SITE

Area Redevelopment Plan

Concept Submission 6 - October 17, 2024

ATTACHMENT A

This forms part of application

ARP21-0001

Planner
Initials AC



City of
Kelowna
DEVELOPMENT PLANNING

INTRODUCTION

The Mill Site Submission #6 is the finalized concept plan for this unique and exciting waterfront site. It is informed by all of the public feedback on the initial three concepts for the site. The feedback was summarized in Submission #5.

Three initial concepts from the public information session:



CONCEPT 1: BALANCE



CONCEPT 2: RHYTHM



CONCEPT 3: EMPHASIS

The following proposed concept plan has been carefully created to align with the City's North End plan process and the preferred concept endorsed by City Council. The plan material and drawing for this submission follow the general requirements outlined in the ARP. More detailed technical material will be outlined in Submission #7.

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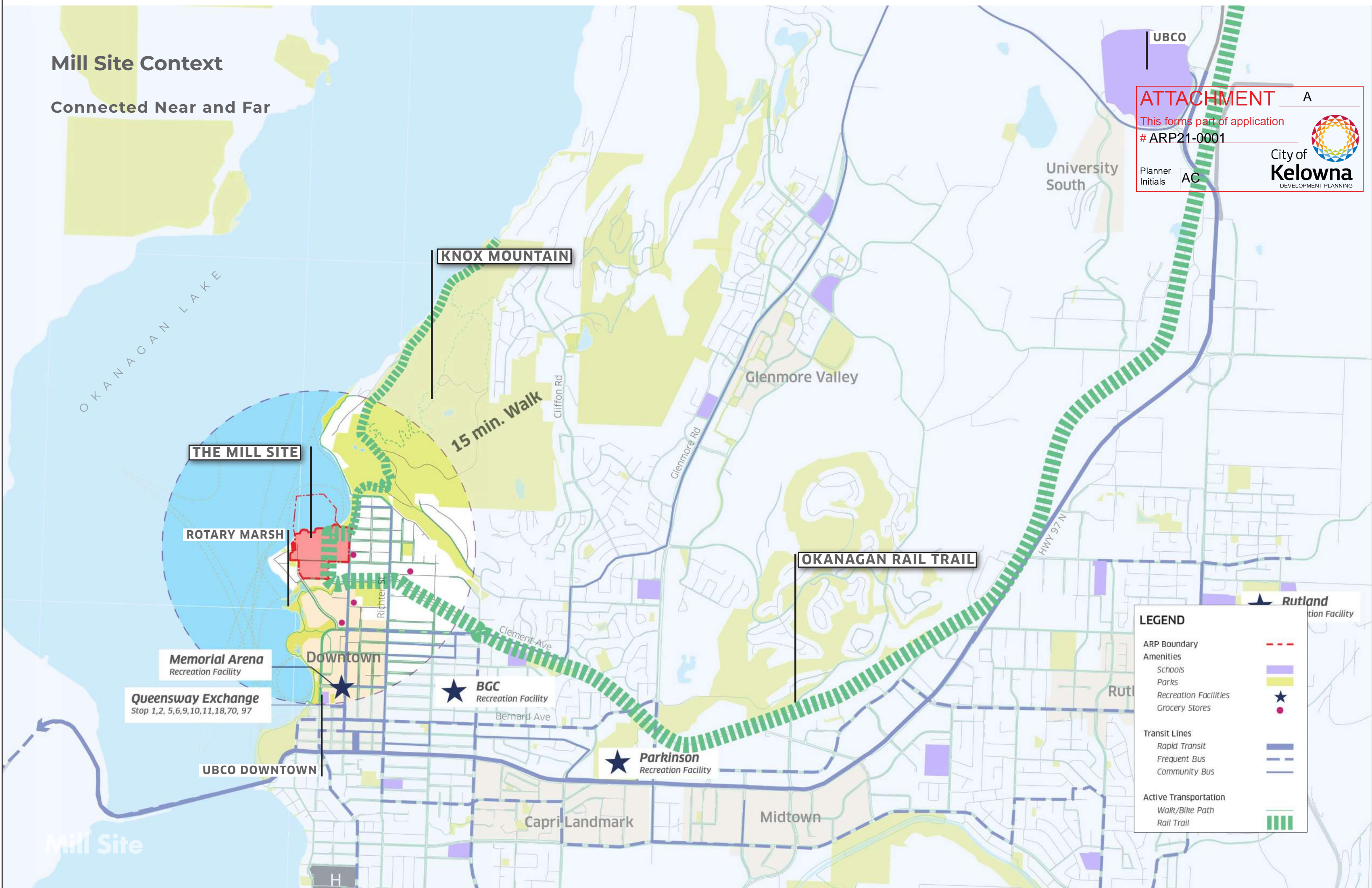
Mill Site Context

Connected Near and Far

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LEGEND	
ARP Boundary	--- (Red dashed line)
Amenities	
Schools	■ (Purple rectangle)
Parks	■ (Yellow area)
Recreation Facilities	★ (Blue star)
Grocery Stores	● (Red dot)
Transit Lines	
Rapid Transit	— (Thick blue line)
Frequent Bus	- - - (Dashed blue line)
Community Bus	— (Thin blue line)
Active Transportation	
Walk/Bike Path	- - - (Green dashed line)
Rail Trail	▨ (Green hatched line)

1.0 POLICY CONTEXT

The City of Kelowna is planning for significant growth and transformation across the entire City, including the North End and Mill Site ARP area. The Mill Site preferred concept was developed with guidance by the City of Kelowna's applicable policies, such as:

1.1 OCP 2040

The OCP's Growth Strategy is a high level illustration of how and where the city will grow when guided by the OCP Pillars. The project boundary is within the Core Area. The Core Area contains the greatest diversity of land uses and plays the widest range of roles in our community, from vibrant residential neighbourhoods, transit corridors and their Village Centre hubs to large format retail to service commercial uses and industrial lands. In part because of this diversity, the Core Area is one of the districts most critical to the City's long-term growth management plan.

1.2 TRANSPORTATION 2040

The 2040 Transportation Master Plan (TMP) is a long-term, citywide plan for transportation that sets the direction for a vibrant and connected Kelowna. The TMP supports diverse transportation options in the city with a focus on cutting carbon emissions and car-dependency.

The three core targets include:

- Doubling transit ridership
- Quadrupling the number of trips made by bicycle
- Reducing the average distance driven per person by 20 per cent.

1.3 PARKS MASTER PLAN

City of Kelowna is currently developing a Parks Master Plan to guide the expansion, development, and operations of its parks system. The plan will align with existing municipal guidelines and parks including the Parkland Acquisition Guidelines (2011) and Parks Linear Plan (2009) adapting the approach to accommodating emerging understanding of growth and Kelowna's new vision for 2040. Kelowna's Urban Centres are focus areas for residential and employment growth in the city, which is putting pressure on existing parks and creating demand for new amenities and experiences in these and surrounding neighbourhoods. The City is looking for opportunities to improve access to and enjoyment of parks in Urban Centres.

1.4 OTHER PLANS

The Mill Site responds to a variety of other plans and policies such as the Linear Parks Master Plan (2009), the Parkland Acquisitions Guidelines (2011), the Lake Okanagan Shore Zone Plan (1997/2005), the Knox Mountain Management Plan (2011/2022 Update), Sutherland Bay Master Plan (1998), Cultural Facilities Master Plan (2021), Kelowna Community Sport Plan (2021), Housing Needs Assessment (2023), Healthy Housing Strategy (2018), Community Climate Action Plan (2018), and a variety of capital, servicing and infrastructure plans.

1.5 2024 PLANNING LEGISLATION CHANGES

At the end of 2023, the B.C. Government passed several new pieces of legislation that apply across the province and impact the City of Kelowna's land use planning framework. The intent of the provincial updates is to fulfill the Homes for People plan priorities to aggressively close the gap between housing supply and demand in BC. Local Governments are required to update their bylaws by summer 2024 to meet the new provincial requirements.

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North End Plan



1.6 NORTH END PLAN

The City of Kelowna has been working on developing a vision for the North End Plan. In July 2023, three draft concepts were presented to Council following a robust round of public engagement on the concepts. From the engagement with the public and Council, a preferred concept was identified and further refined throughout 2024.

The Plan showcases the proposed land use of the preferred concept, which lands additional density along the periphery of the Mill Site on Manhattan Point and along Ellis. The preferred concept also includes a greenway along Okanagan Boulevard. The Mill Site will continue to coordinate with the City of Kelowna on the preferred concept as it is further refined.

LEGEND

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

Figure 1. North End Plan Preferred Concept

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2.0 PLANNING PROCESS

2.1 A BRIEF OVERVIEW

The planning process is outlined in the Terms of Reference of the Mill Site Redevelopment Plan (ARP 21-0001) issued by the City of Kelowna in December 2021.

The work, starting early in 2022, was focused on visioning, collecting community input, and city staff criteria both for the Mill Site and the larger North End Plan development. Multiple concept plans were developed and reviewed with Kelowna Council, staff, and the broader community.

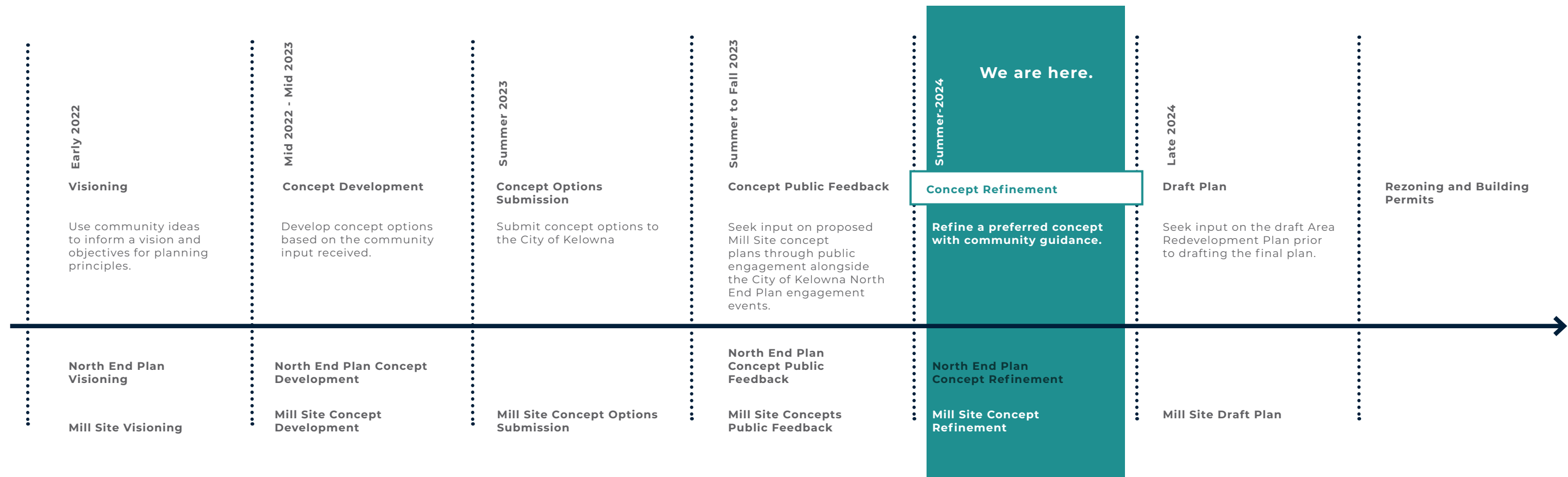
Multiple submissions as per ARP 21-0001 have been prepared. This submission #6 presents the preferred concept. Since spring 2024 we have been working with new city staff more focused on development rather than policy. This has enhanced the preferred concept. Community input continues to be a key driver.

The preferred plan creates many places of animation and activations throughout the Mill Site.

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2.2 VISION AND OBJECTIVES

The vision and objectives for the concept plan were informed by a fulsome engagement process beginning in early 2022 and included in Submission 4 according to the original ARP Terms of Reference. This integral framework has been carried forth through each phase of design and is reflected in the proposed concept plan. Each section of this document describes how the vision and objectives are manifested in a diversity of design elements.

Vision:

The Mill Site is the Okanagan personified in a place. The waterfront is the soul of the neighbourhood; it is where we come together and find solace apart. The waterfront ties together a diversity of open spaces that offer new ways of experiencing Okanagan Lake.

The **destinations throughout the neighbourhood** bring this community to life. They celebrate the creators, artists, designers, growers and entrepreneurs of the Okanagan. Arts and culture are woven into the everyday experience of the neighbourhood: your walk to the store could prompt a new encounter with public art and your afternoon picnic could be enhanced by live music in the park.

The **open spaces throughout the neighbourhood are the backdrop to the stories of our heritage.** They frame mill buildings and host artifacts that echo our recent history and enrich the ecosystem that roots us in time immemorial. They reflect the respect and recognition that we offer to the Syilx Peoples on their ancestral lands.

The **movement network is inspired by the flow of materials through the original mill site, and designed for pedestrians first to reflect our collective desire to live in a city that moves at a slightly slower pace.** The design of streets, paths and trails connect home to destination in a way that encourages an active lifestyle. And when moving at the speed of a pedestrian or cyclist, streetscapes prompt moments of discovery, intrigue, and delight.

This place is home to many and welcomes all to contribute to its potential.

Objectives:



WATER FIRST



OKANAGAN AUTHENTIC



STREETS FOR PEOPLE



UPCYCLED



SUSTAINABLE AND INCLUSIVE

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2.3 ENGAGEMENT SUMMARY

Three concept plans from the last planning phase were introduced to members of Council, and subsequently presented through a series of engagement sessions including a public site tour, three public pop-up events alongside the City of Kelowna North End Plan, numerous stakeholder meetings with commercial neighbours and community organizations, a public information meeting, and an online survey.

Participants gave feedback on the waterfront, parks, transportation, and massing strategies for the three concepts.

The following four key takeaways emerged. The proposed concept plan directly integrates these key takeaways and is demonstrated through the diagrams, illustrations, and descriptions that follow.

What We Heard...

Optimized green space with a strong ecological strategy.

Multi-modal access and diverse programming along the public waterfront.

A strong pedestrian link from “Marsh to Mountain”.

Opportunities to integrate arts and culture.

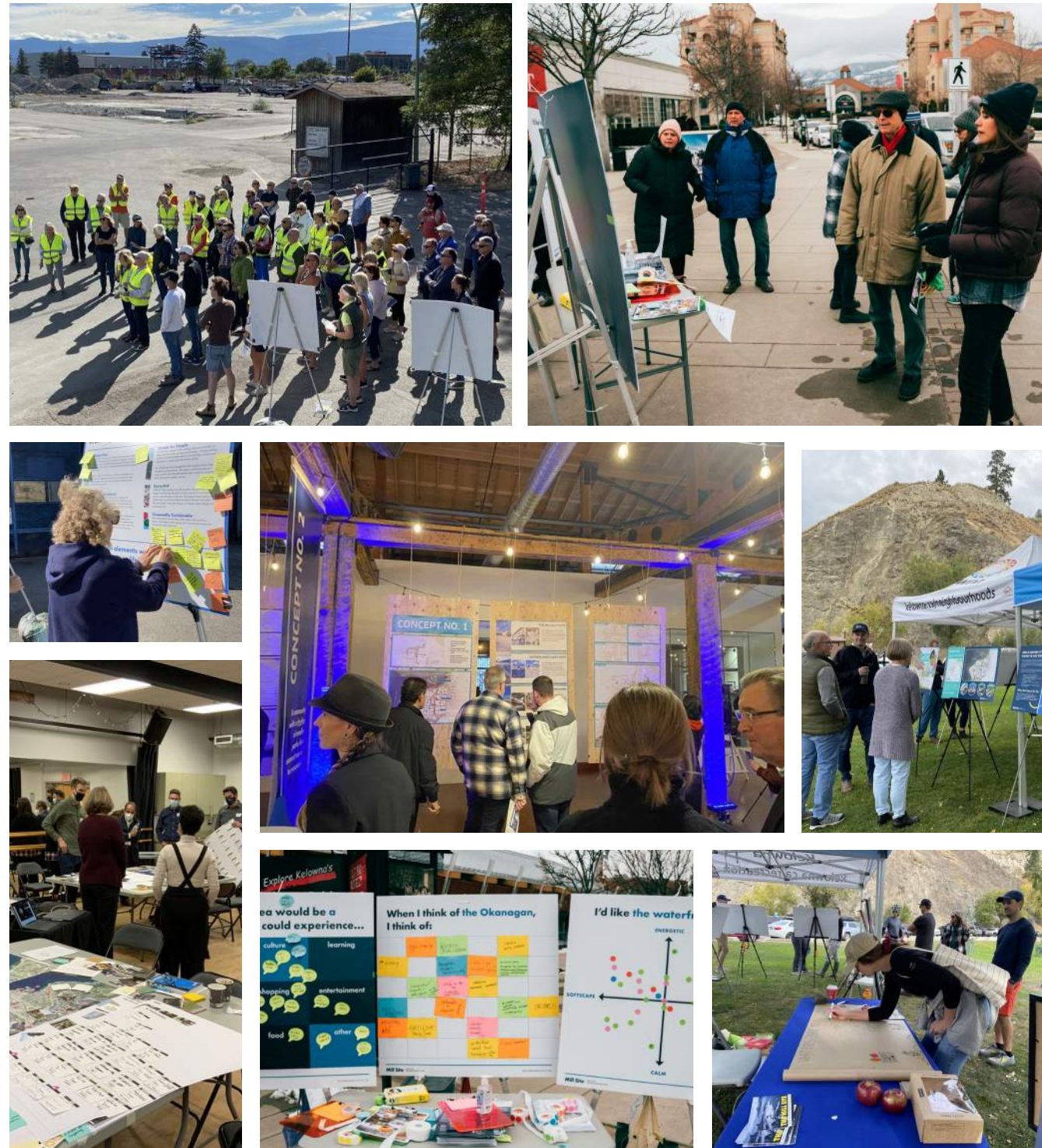


Figure 2. Selection of photos from the ongoing engagement series.

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3.0 THE CONCEPT PLAN

2.4 THE OVERALL STRATEGY

The Mill Site is foremost a place in and of nature. It has always been a place of flow, rhythm and movement continually changing over time. Multiple flows come together and merge at the site – from the lake, from the mountain, from rail tracks, from marshes and rivers, from parks and open spaces and from downtown to the south.

The finalized concept plan is focused on the waterfront and Sutherland Bay. Trails, open spaces and roads lead to the waterfront allowing a strong connection from “marsh to mountain”. Approximately 3.06 ha of active parks and open space are focused to the waterfront. Re-purposed heritage structures and lower buildings focus onto these parks and open spaces. Community spaces, markets, performance spaces and waterfront related retail help activate this public space.

2.5 BIG MOVES

The Mill Site concept sets forth a vision for a unique Kelowna neighbourhood, related to - but distinct from - both the Downtown and the North End. The overall strategy centers on three big moves.

- Marsh to Mountain
- Cultural Heart
- Continuous, Destination Waterfront

The public engagement series revealed a resounding excitement for a strong pedestrian connection from Rotary Marsh to Knox Mountain. This connection is achieved by creating The Selkirk Spillway and Rail Trail as main axes which reinforce that excitement. Each are unique active-transport and ecological corridors that centre milling history within a network of parks and open space.

The Cultural Heart, the terminus of the Rail Trail, is a magnet that celebrates the history of the No 5. Shed and Loading Dock as the historical place of production and exchange. This civic plaza hosts markets, cafes, community facilities, retail and a signature park. It pulls people in and pushes them out toward the water.

The Waterfront is a dynamic network of open spaces based on historical mill uses and guided by experiential riparian management techniques. It embodies a socially and culturally vibrant, ecologically resilient lakefront where the natural and urban intersect and balance.

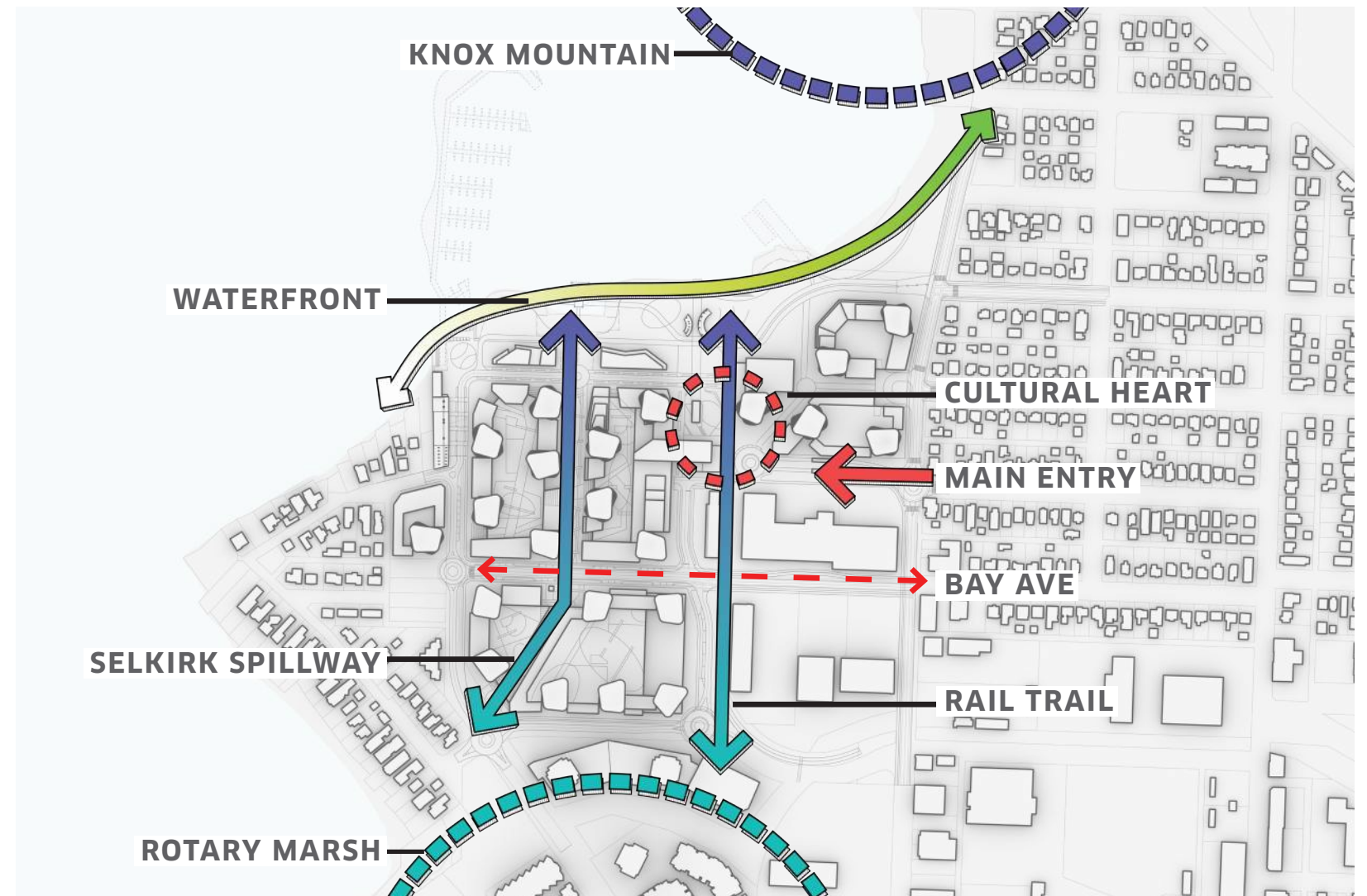


Figure 3. Final Concept Diagram

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Mill Site Overall Concept Plan

- Mill Site Boundary ---
- High Water Line ---
- 15m RMA Setback ---
- Riparian Restoration Area ▨

NOTE: Design to be further developed with regular design meetings, working with City of Kelowna staff as part of submission #7, including landscape architect selection.

For illustrative purposes. Waterfront approach subject to City of Kelowna and Provincial Approvals.



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Figure 4. Mill Site Concept Plan



4.0 PUBLIC REALM EXPERIENCE

4.1 CHARACTER AREAS

The Mill Site is organized around a series of character areas. These distinct areas include residential, retail, commercial, community, and public open spaces. Each character area is influenced by a historic material movement patterns and milling elements for adaptive reuse that creates a rhythm of memories, experiences, attractions, and landmarks across the new neighbourhood.

- The Milling Place
- The Gathering Place
- The Machine Shop
- Selkirk Spillway
- Chip Tower

The Waterfront provides publicly accessible connections to the Sutherland Bay. It extends from Sutherland Beach Park on the east to the Machine Shop and the Living Breakwater publicly accessible to the west.

The Waterfront provides mandated Riparian Restoration. It also celebrates historic Mill Site moments including the Rail Barge at the foot of the Rail Trail and the Jack Ladder at the end of Selkirk Spillway.

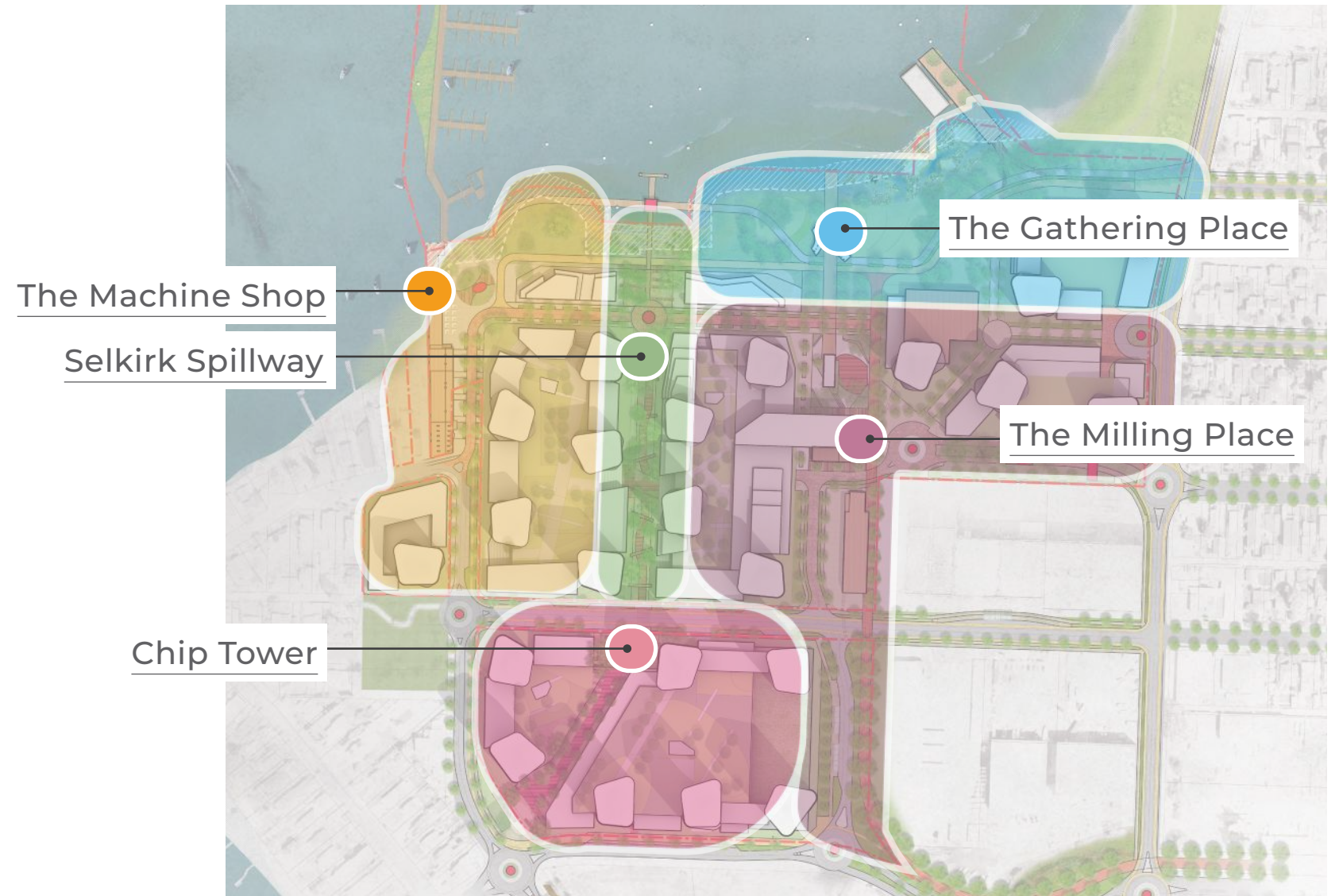


Figure 5. Character Areas Diagram

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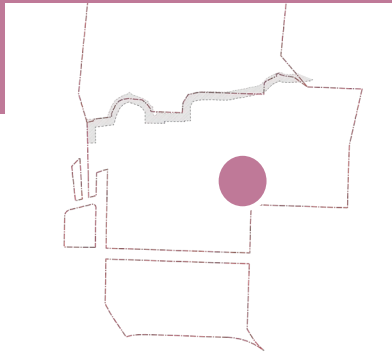
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THE MILLING PLACE



4.2 THE MILLING PLACE

The Milling Place is a flexible green space and plaza that is centered on events and gathering all-year round. It is the cultural heart of the Mill Site, reflecting the history of the No 5. Shed, the Plywood Shed and the Loading Dock as the historical place of production and exchange.

This civic plaza hosts markets, cafes, retail, community events and a signature park. It sits at the entry to the No. 8 Gate and Weigh Stations that mark a grand entry to the centre of the site. It is a landing point along the regional Rail Trail, creating an inward magnet that pulls people in, then directs them out towards the Waterfront nodes. A unique new hotel is envisioned “floating” over historic No.5 Shed and sits adjacent to an above grade public parkade.

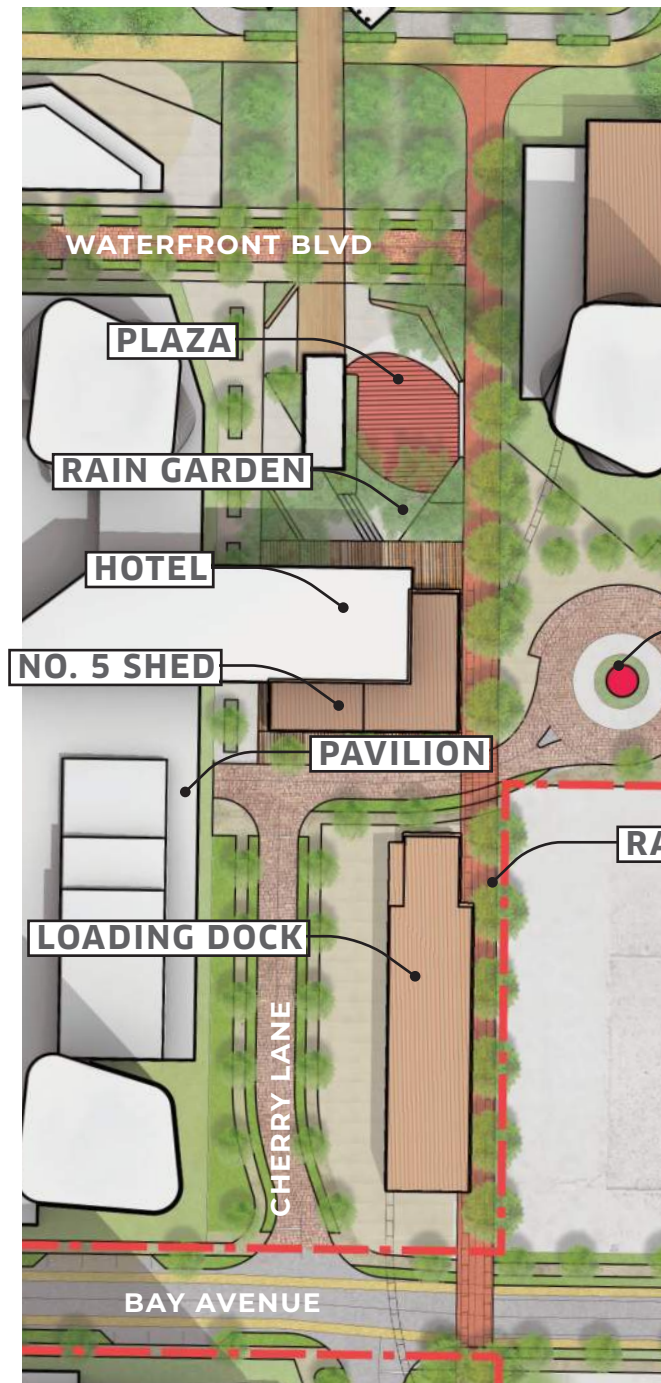


Figure 2. Perspective Drawing of Milling Place and Rail Trail

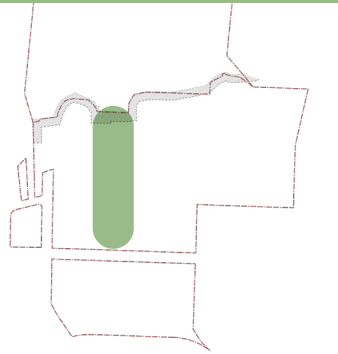


Figure 8. Precedent images describing character of the Milling Place

Figure 6. Milling Place Enlarged Plan



SELKIRK SPILLWAY



4.3 SELKIRK SPILLWAY

The Spillway, which prior to the Mill Site was Selkirk St., follows the traditional route used for removing wood chips from the Mill and serves multiple purposes: transportation, place-making, and ecology. This versatile linear park connects Marsh to Mountain. It functions as both a pedestrian walkway and green infrastructure. A xeriscape bioswale extends the entire length to collect runoff from adjacent buildings and pathways. Regional plants, rocks, colourful installations, and boardwalks create the character of the Spillway.

At the waterfront it joins with walking and cycling paths where it descends to the lake shore via a floodable, planted terrace. Here, people can access the water during all levels of seasonal lake fluctuation.

Rising above the lake is the Jack Ladder. Historically, the Jack Ladder moved logs from the Lake to the saw mill. Today it lifts pedestrians up to look out over the Bay and onto the Lake. It is a focal node along the waterfront pathway, drawing from north, south, east and west.

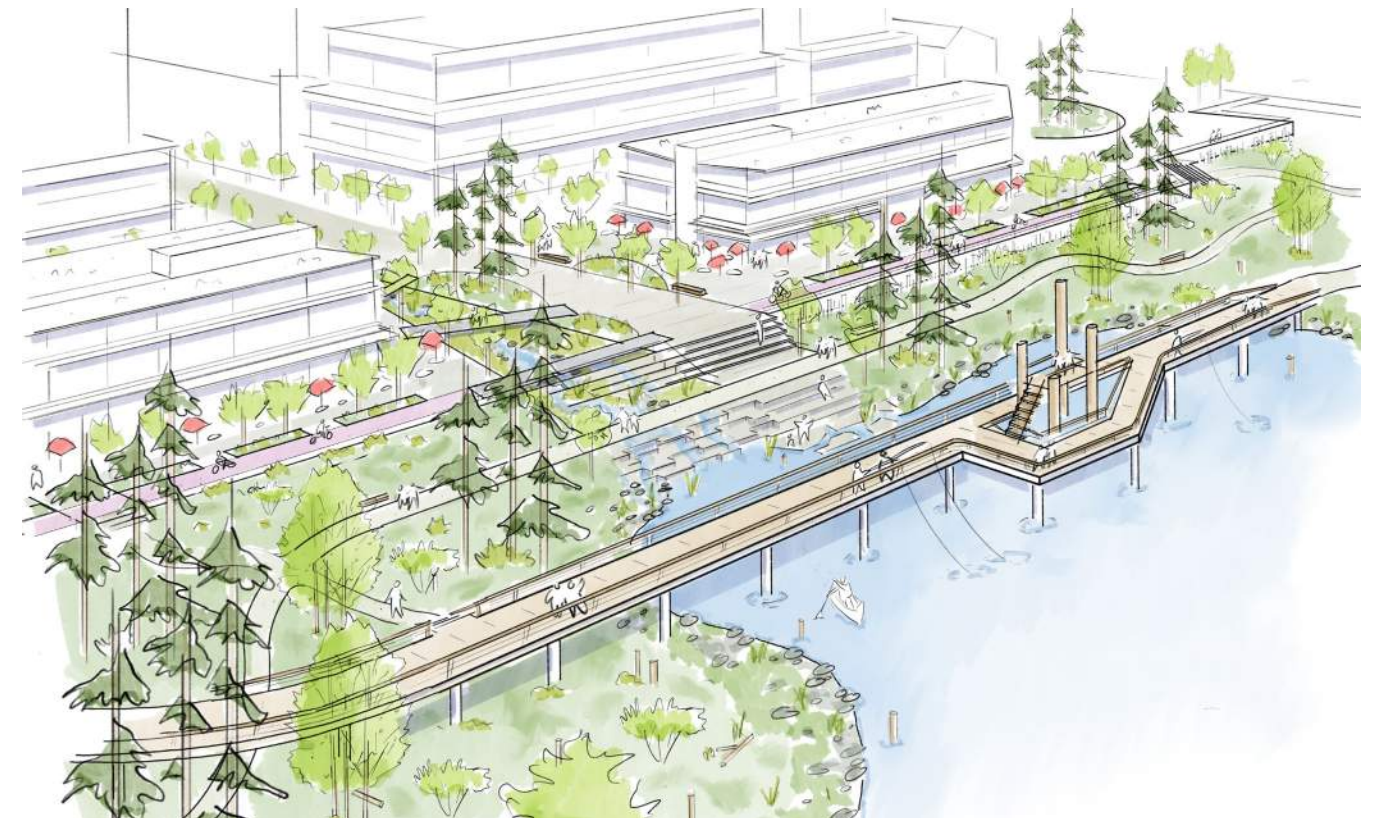


Figure 11. Perspective Drawing of Jack Ladder and Floodable Terrace at the foot of Selkirk Spillway

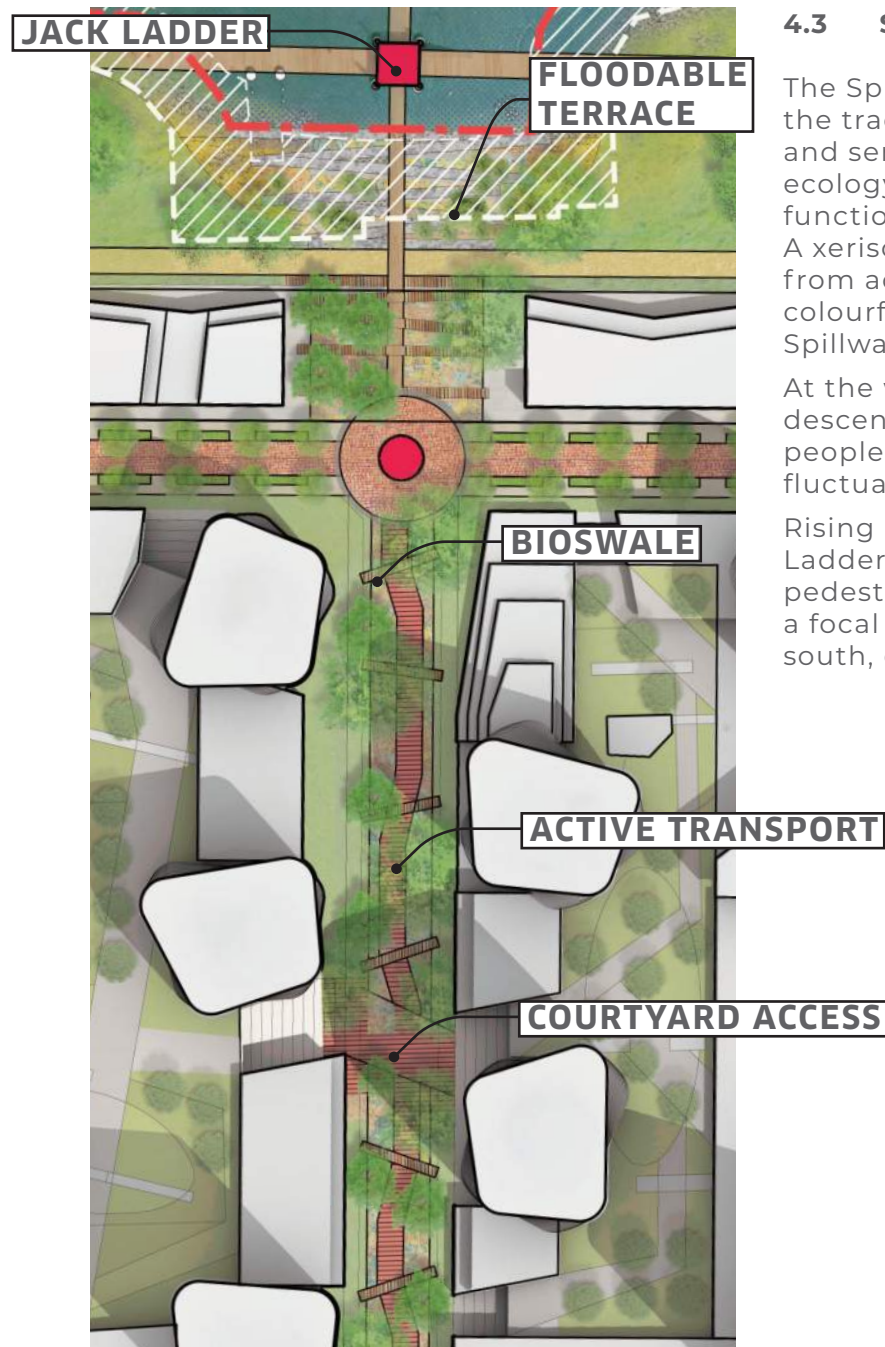


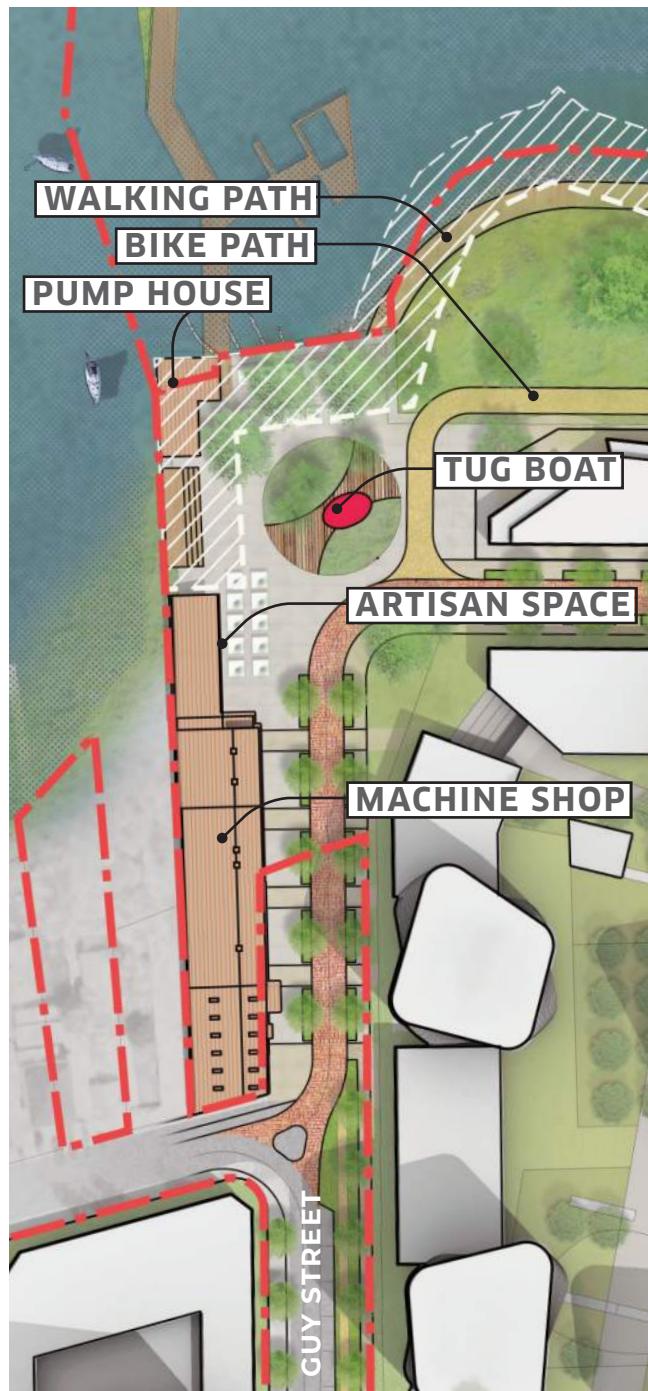
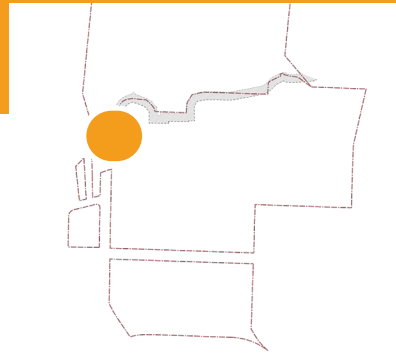
Figure 9. Spillway Enlarged Plan



Figure 10. Precedent images describing character of the Selkirk Spillway



THE MACHINE SHOP



4.4 THE MACHINE SHOP

The Machine Shop is the anchor of the northwest corner that previously served as a workshop and horsebarn. The plaza supports the industrial history of the Mill Site as a working waterfront. It operates as a moorage while also providing amenities for artisan, makers, and cafes, with some outdoor gathering space. A stepped deck that leads to the highwater line offers a place to relax, jump off for a swim, or enjoy the view of the mountains across the lake.

Industrial remnants such as piles are retained and retrofitted for ecological health where needed, perhaps serving as habitat for shore birds. A lake pump pipe extends northwest into lake Okanagan. It provides the opportunity for a future district energy system. The old Tug Boat is re-purposed here as a play structure for all ages. It is visible from the south end of Guy Street, acting as a landmark for this western edge.

Bicycle and walking paths merge at this plaza before extending south to Guy Street.



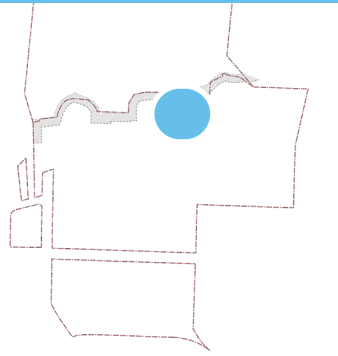
Figure 13. Perspective Drawing of Machine Shop Plaza and Urban Edge Shoreline



Figure 12. Machine Shop Enlarged Plan

Figure 14. Precedent images describing character of the Machine Shop

THE GATHERING PLACE



4.5 THE GATHERING PLACE

This all-seasons park area is a place of socialization that re-creates local ecology lost during the industrial past. The shoreline dissolves to soft edges that provide necessary habitat, buffer wave energy, and create navigable shallows for paddle-sport.

A programmable, open-air timber pavilion acts as a waterfront magnet throughout the summer and winter months. Architecturally, the Gathering Place honours earlier indigenous presence and the historical character of the site through pavilions that incorporate historically relevant materials and provide weather coverage.

The shores of Sutherland Bay blend into the Mill Site in this highly nature-based place. Nestled into the long grasses and willows of the shoreline is the old rail barge adapted as a public gathering place and restaurant.

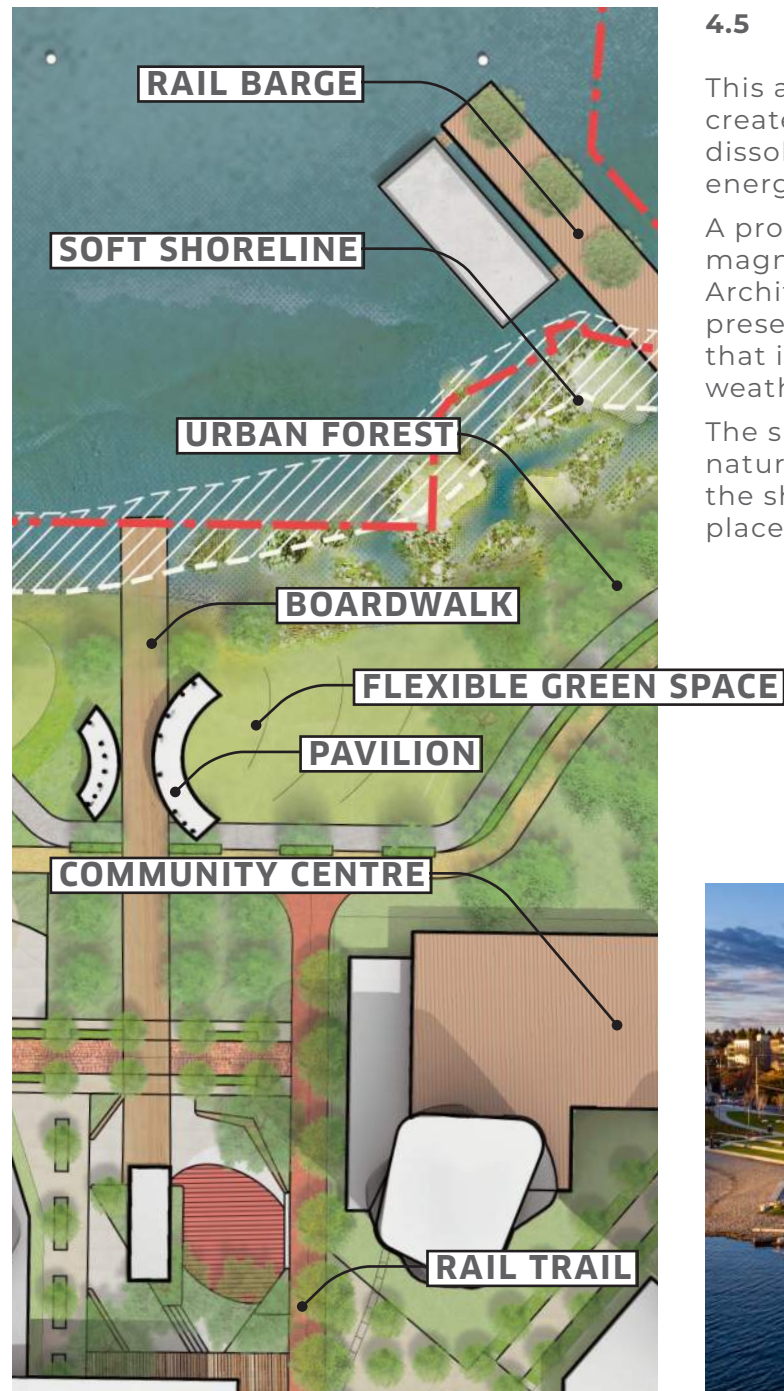


Figure 15. Gathering Place Enlarged Plan

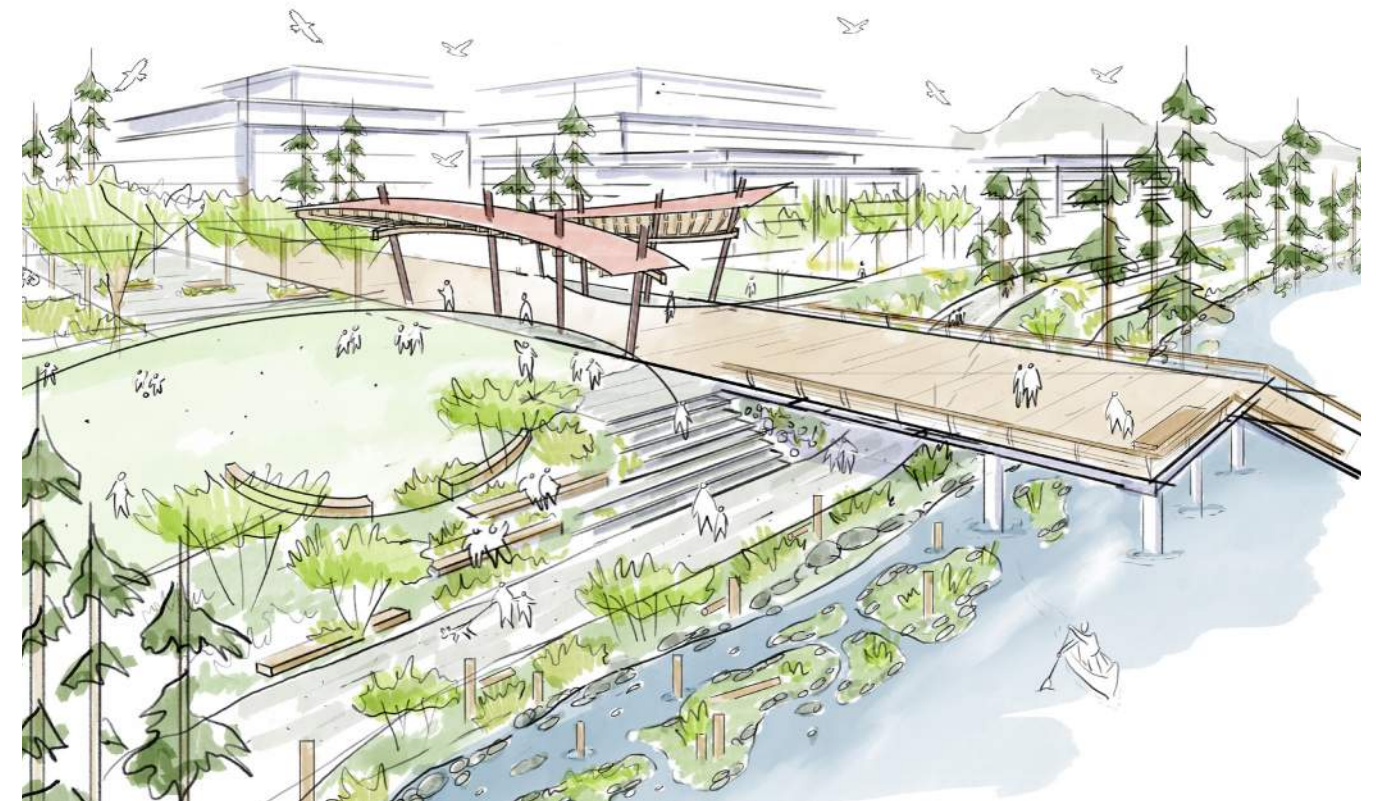


Figure 16. Perspective Drawing of Gathering Place and Soft Shoreline

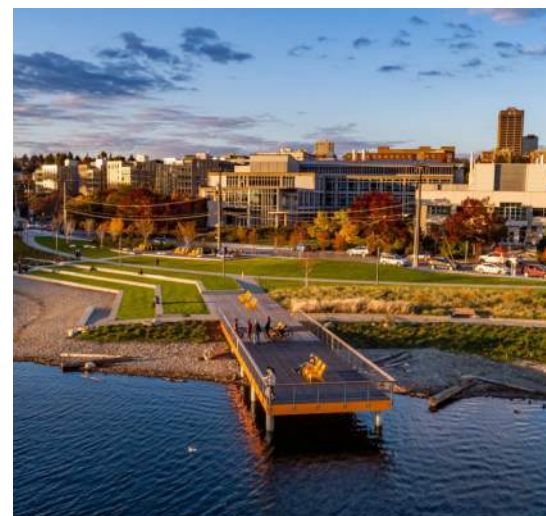
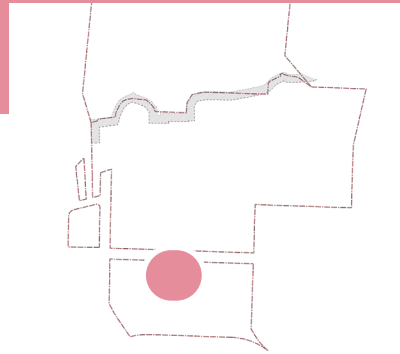


Figure 17. Precedent images describing character of the Gathering Place



THE CHIP TOWER



4.6 THE CHIP TOWER

The historic Chip Tower is a large structure approximately 3 stories high which was key support for the removal of chips from the saw mill. It acts as a definitive landmark within the parks and open space network. Here, it is adapted to be a play structure, look out, and platform for a pedestrian crossing over Bay Ave. Situated directly alongside Selkirk Spillway, Chip Tower Park is a halfway point on the way from marsh to mountain.

On the west, an urban forest is a restful place with plenty of shade and nooks to read a book, climb a tree, or walk the dog. The east side park is more active. A grassy mound captures sun at certain points in the season. Large scale play elements like swings and slides welcome participation for all ages. The experiential bioswale of the Spillway is further celebrated here, with steps leading down into the planted area.

Ascend the Chip Tower to the very top to sneak a peek toward West Kelowna and Manhattan Point, or hop over the road on the pedestrian bridge to continue on your way to the waterfront. A crosswalk also facilitates pedestrian movement across Bay Ave.

The Chip Tower serves as a landmark on the journey from Marsh to Mountain.

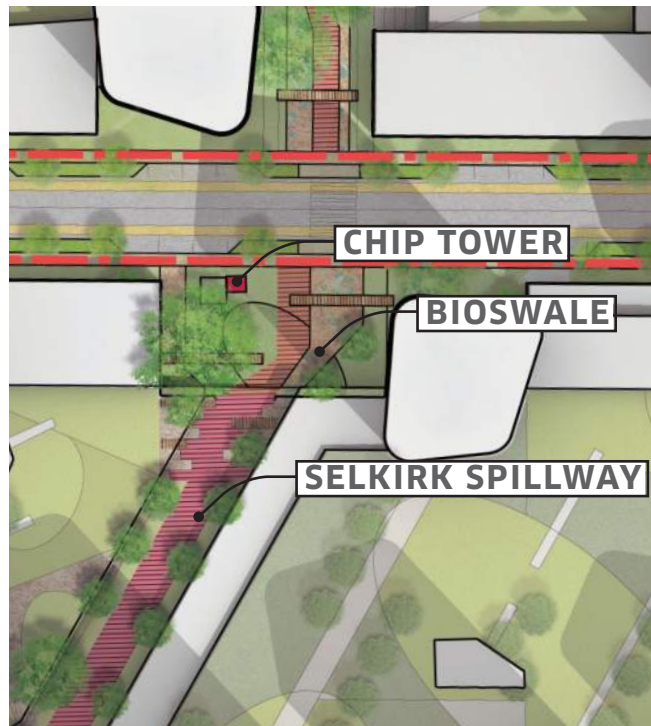


Figure 18. Chip Tower Enlarged Plan

Figure 19. Perspective Drawing of Chip Tower Park

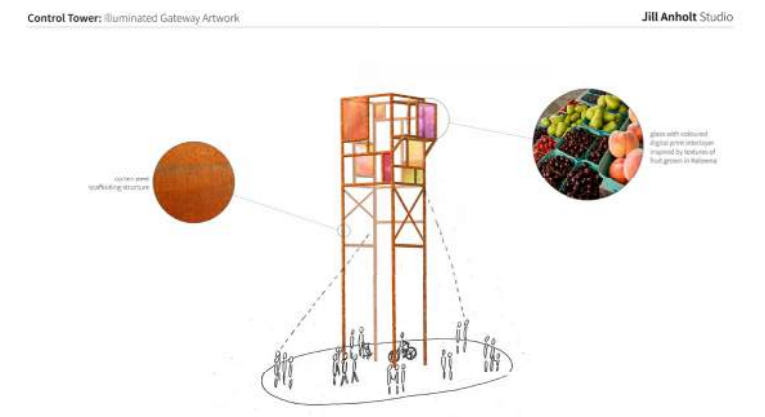


Figure 20. Precedent images describing character of the Chip Tower Park

5.0 LAND USE AND HOUSING

5.1 HOUSING

A diverse range of housing options, including market condominiums, market rental, seniors housing, students housing, as well as affordable options aims to meet the needs of the Kelowna Community and outlined within the recent Housing Needs Assessment.

5.2 LAND USE

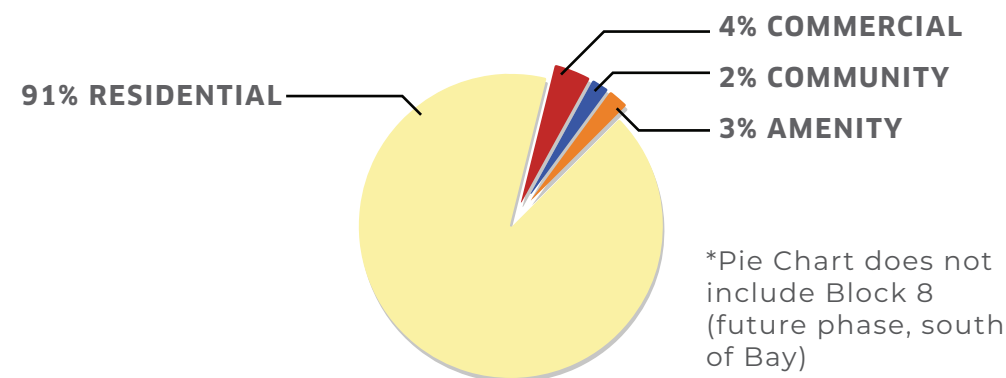
A retail framework has been developed to meet community needs as well as to provide a distinctive retail experience within the Kelowna context. A network of retail 'anchors' and flows provides a network of diverse retail experiences that accentuate and animate the associated public realm areas. This retail framework has been developed based on a Retail Opportunity Assessment and market analysis that identified need, feasibility, and capacity for a variety of detail retail types. The retail at the Mill Site will leverage the following opportunities:

Activating the site's Waterfront by connecting the retail to lakeside shopping and food and beverage opportunities.

Creates an Authentic Local Experience which generates year-round appeal by celebrating the Okanagan's history and culture.

Introduces a new convenience retail node to meet growing local needs from the Downtown and Glenmore/ North End communities.

Caters to the emerging 'foodie' scene.



NOTE: The applicant, given site use and experience, has an interest in mass timber. Early phase mass timber opportunities will be explored in detail as part of Submission #7.



Figure 21. View along Machine Shop

Density Dashboard	
Total Site Area ¹	160,727 m ²
Total Gross Floor Area	443,530 m ²
Total Estimated Net Floor Area	355,010 m ²
Total Commercial Gross Floor Area	11,005 m ²
Total Community Gross Floor Area	5,565 m ²
Total Hotel Gross Floor Area	6,420 m ²
Total Required No. Of Parking Per Current Bylaw	7,781
Total Required No. Of Residential Parking Stalls	7,115
Total Proposed No. Of Parking Stalls	4,405
Parking Ratio	0.72
Total FAR	2.21

Development statistics for residential, retail and community use have been broken into blocks. The Density Dashboard and statistics highlight this information.

Mill Site Overall Land Use Plan

- Mill Site Boundary 
- High Water Line 
- 15m RMA Setback 
- Riparian Restoration Area - 0.81 Ha 
- Active Park - 3.06Ha 
- Commercial - GFA: 11,007m² 
- Community Space - GFA: 5,564m² 
- Hotel - GFA: 6,421m² 
- Residential - GFA: 418,433m² 

LAKE OKANAGAN

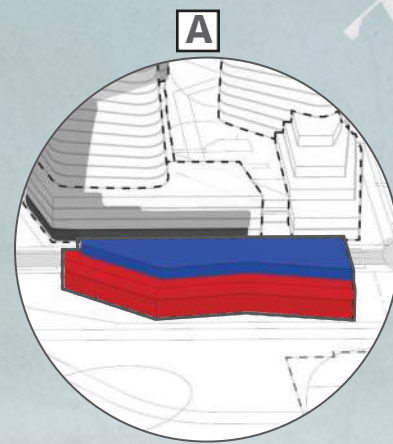
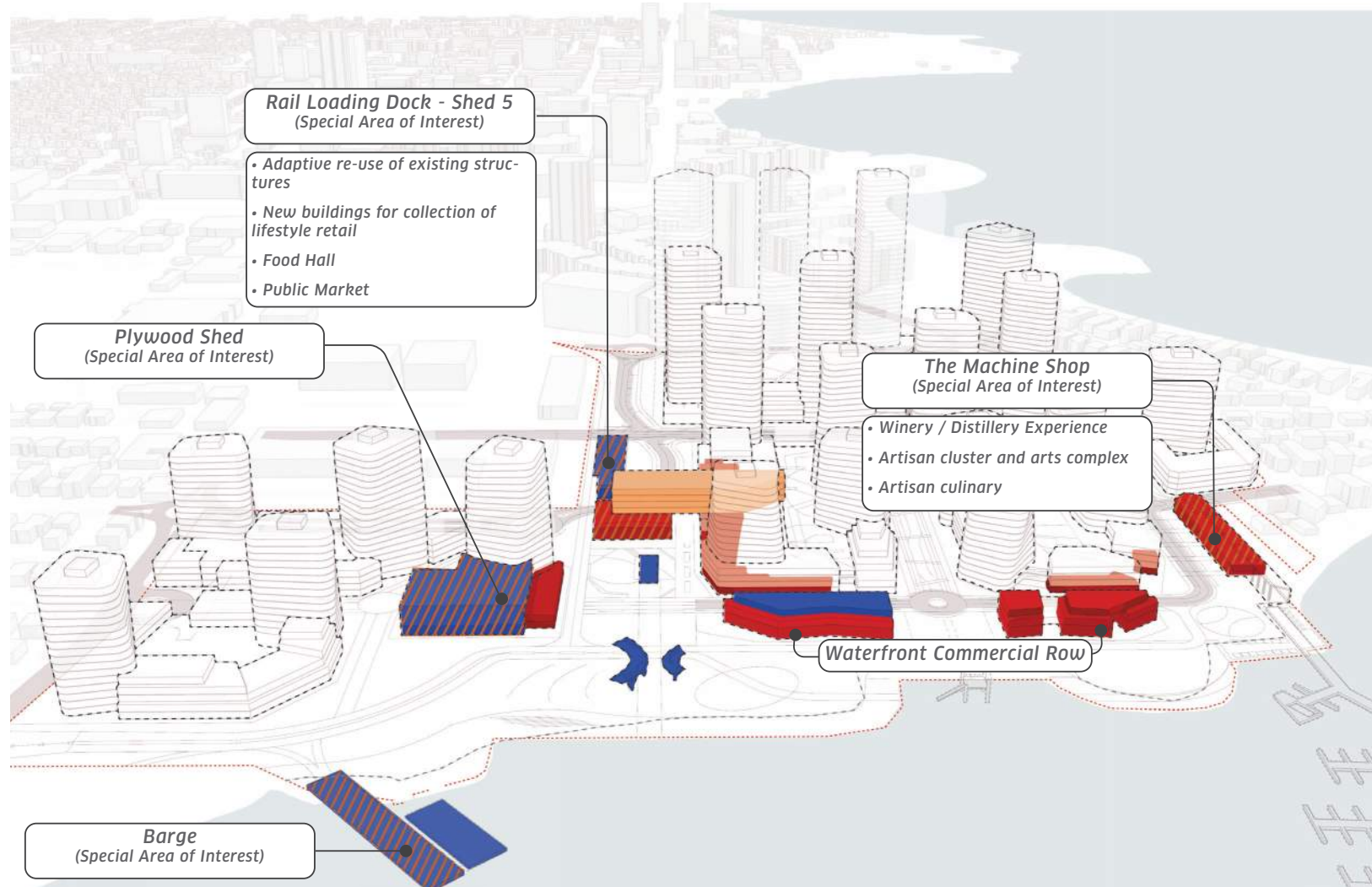


Figure 22. Mill Site Land Use Plan



NOTE: It is understood by the applicant that electrical power to the North End of Kelowna is an important topic. The applicant is prepared to work with Fortis, the City of Kelowna, and other developers to devise a solution for the North End of Kelowna. It is also understood that a sanitary lift station is required.

Land Use and Housing



* Subject to Provincial approval and City of Kelowna joint application

Figure 24. Land Use Diagram

LEGEND

- Mill Site Boundary
- Commercial
- Community Space
- Hotel
- Heritage Buildings

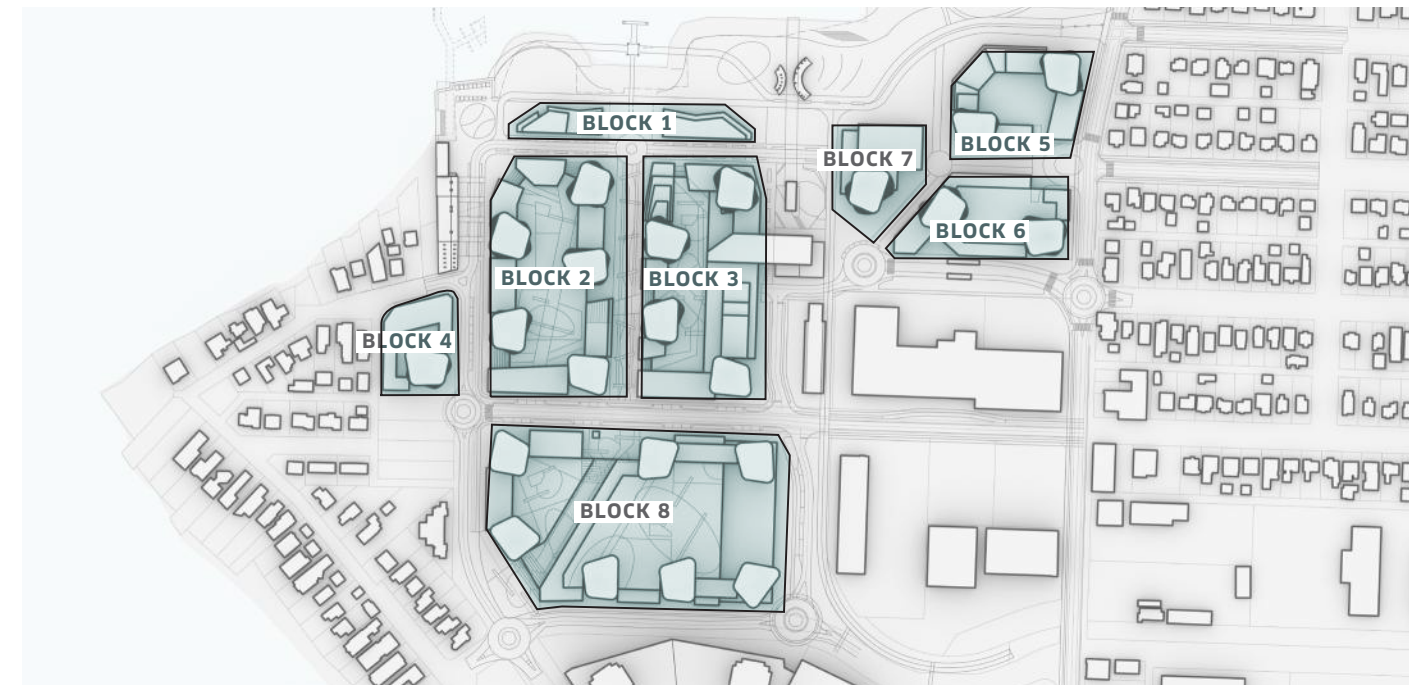


Figure 23. Block Diagram

BLOCK NUMBER	BLOCK AREA M ²	EST. NET FLOOR AREA M ² :	BLOCK FAR:	RESIDENTIAL GFA m ² :	COMMERCIAL GFA m ² :	COMMUNITY GFA m ² :	HOTEL GFA m ² :	TOTAL GROSS AREA m ² :
BLOCK 1	4,622	4,371	0.95	-	2,426	1,128	-	5,464
BLOCK 2	18,160	58,808	3.24	73,125	1,110	-	-	73,662
BLOCK 3	17,274	63,351	3.67	69,868	2,899	-	6,421	79,492
BLOCK 4	4,251	15,468	3.64	19,335	495	-	-	19,411
BLOCK 5	8,601	26,586	3.09	33,233	-	-	-	33,309
BLOCK 6	8,370	27,852	3.33	34,815	-	-	-	34,815
BLOCK 7	4,599	14,745	3.21	13,176	1,034	2,111	-	18,431
MACHINE SHOP		912			515			1,086
NO.5 SHED		818						974
LOADING DOCK		598				712		712
BARGE		782				931		931
COMMUNITY PAVILLIONS		819				976		976
SUBTOTAL		215,111	1.68	243,551	11,007	5,564	6,421	268,654
BLOCK 8 (Future Phase)	29,711	139,903	4.72	174,881	-	-	-	175,182
GRAND TOTAL		355,013	2.21	418,432	11,007	5,564	6,421	443,532

Figure 25. Land Use Statistics

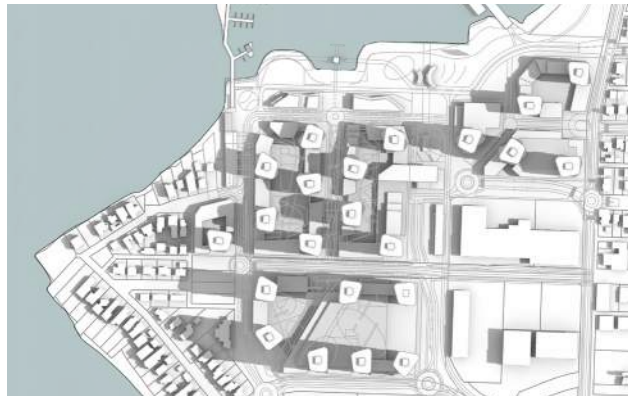
NOTE: The development is being calculated as FAR, which is a more traditional development metric than what was contemplated in Submission #5.

The applicant will be working closely with the owners of the BC Tree Fruits site during submission #7 to ensure that there is coordination of planning and transportation.

Shadow Study



JUNE 21ST



9 am



12 pm



3 pm

MARCH 21ST



9 am



12 pm



3 pm

DECEMBER 21ST



9 am



12 pm



3 pm



6.0 PARKS AND PUBLIC SPACE

6.1 OVERALL STRATEGY

A diverse range of public spaces are knit together to form the Parks and Open Space Framework that delivers 4.14 Ha of park space and responds directly to the 2023 City of Kelowna Parks Master Plan. At the heart of the site a central plaza, the Milling Place, incorporates the historic No 5 Shed and the Loading dock while linking the Rail Trail to the Waterfront. A contiguous waterfront park is broken into distinct character areas, connected by a linear park with pathways for pedestrians and cyclists, and emphasizing the “Water First” objective of creating an ecologically resilient waterfront with regenerative landscapes and ecological zones.

Overall Parks and Public Space	
Total Parks and Public Space Area	4.14 Ha*
Dedicated City of Kelowna Park	2.01 Ha*
Total Privately Developed Park	2.13 Ha*

*Area subject to final waterfront design

Figure 27. Saleable Parks Calculation

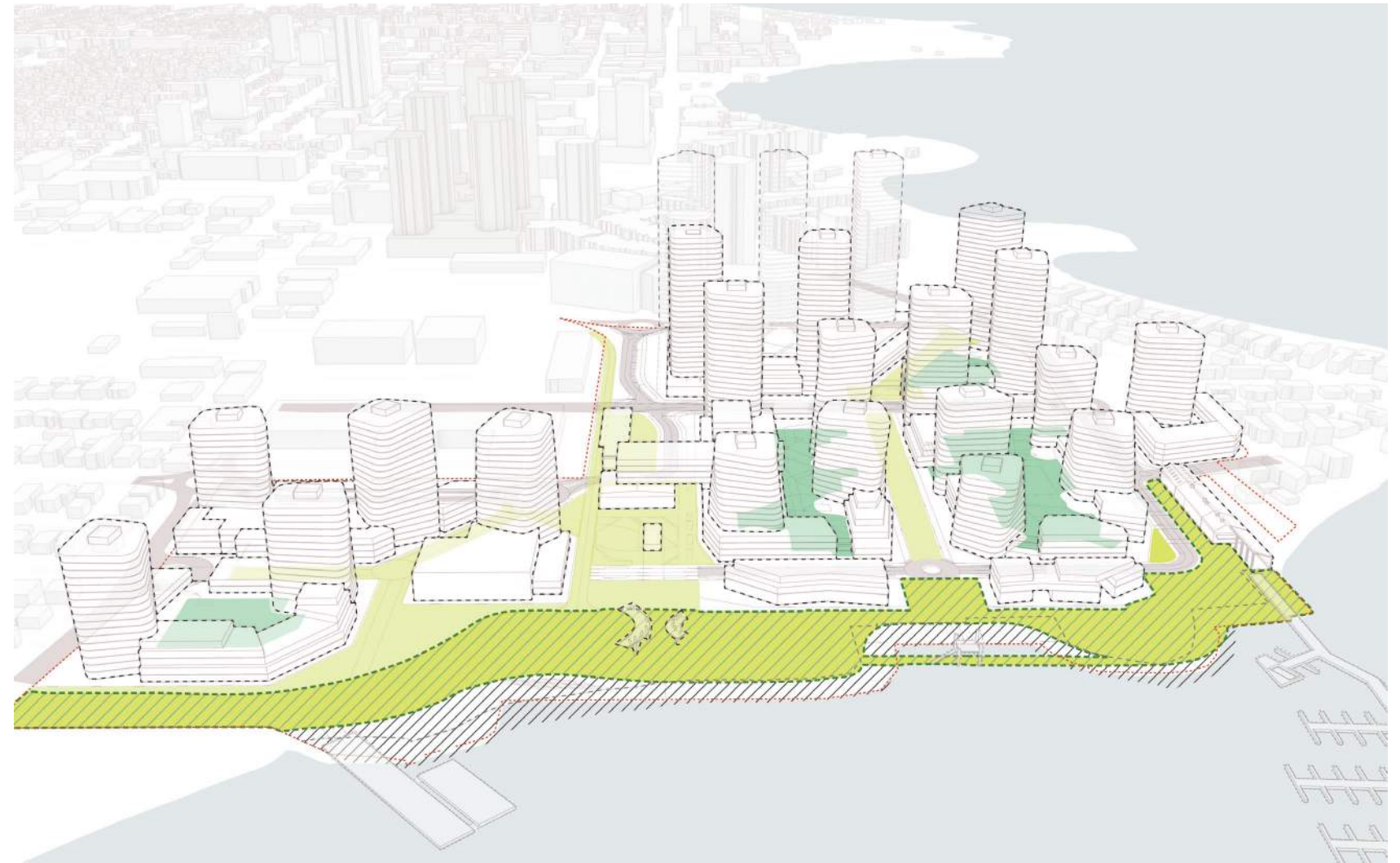


Figure 26. Overall Public Open Space Strategy Diagram

LEGEND

- Mill Site Boundary
- Dedicated City of Kelowna Park
- Privately Developed Park
- Riparian Restoration Area
- Semi-Public Courtyards

NOTE: City of Kelowna Park, Riparian restoration, and water use design to be further developed with regular design meetings working City of Kelowna staff as part of submission #7. Applicant to coordinate with City of Kelowna for all Provincial approvals.

Parks and Public Space



Figure 28. Parks and Public Space Land Use Diagram

LEGEND

- Mill Site Boundary - - -
- High Water Line - - -
- 15m RMA Setback - - -
- Major Bike and Pedestrian - - -
- Active Park
- Linear Park (10m)
- Dedicated City of Kelowna Park
- Bike/Pedestrian Corridor
- Semi-Public Courtyards
- Riparian Restoration Area

6.2 PARKS AND PUBLIC SPACE CALCULATIONS:

Active Park areas are concentrated at the waterfront, with strong connectivity to Okanagan Boulevard, Sutherland Bay Park, and Knox Mountain. These areas continue into the cultural heart where the Milling Place, Loading Dock, and Rail Trail draw people along the north and south axis. In future phases, Active Park areas will be designated according to the City of Kelowna Parks Classification System.

A 10m Linear Park runs east to west from Oxford Avenue to Guy Street. This path system is split mode, with dedicated paths for pedestrians and bicycles. The path splits at the Gathering Place, where pedestrians traverse a boardwalk over marsh-like shallows, and bicycles carry on toward the floodable terrace, then meet at the Machine Shop. The Linear Park transitions to a shared street condition leading down Guy Street.

Two Active Transportation Corridors extend north to south: The Rail Trail, and the Selkirk Spillway. Each intersects with the waterfront pathway.

Semi-Public Open Courtyards are extensive, with access off of the Selkirk Spillway to raised courtyard space on top of 1-2 storeys of above-grade parking.

Parks and Public Space	
Total Parks and Public Space Area	4.14 Ha
Total Active Park Area	3.06 Ha
Total Linear Park Area	0.81 Ha
Total Bike/Pedestrian Corridor Area	0.27 Ha
<i>Not Included in Total Parks and Public Space Calculation:</i>	
Total Semi-Public Courtyards	1.51 Ha
Total Riparian Restoration Area	0.81

Figure 29. Parks and Public Space Calculations



Semi-Public Courtyards - above parking



Figure 30. Semi-Public Courtyard Perspective

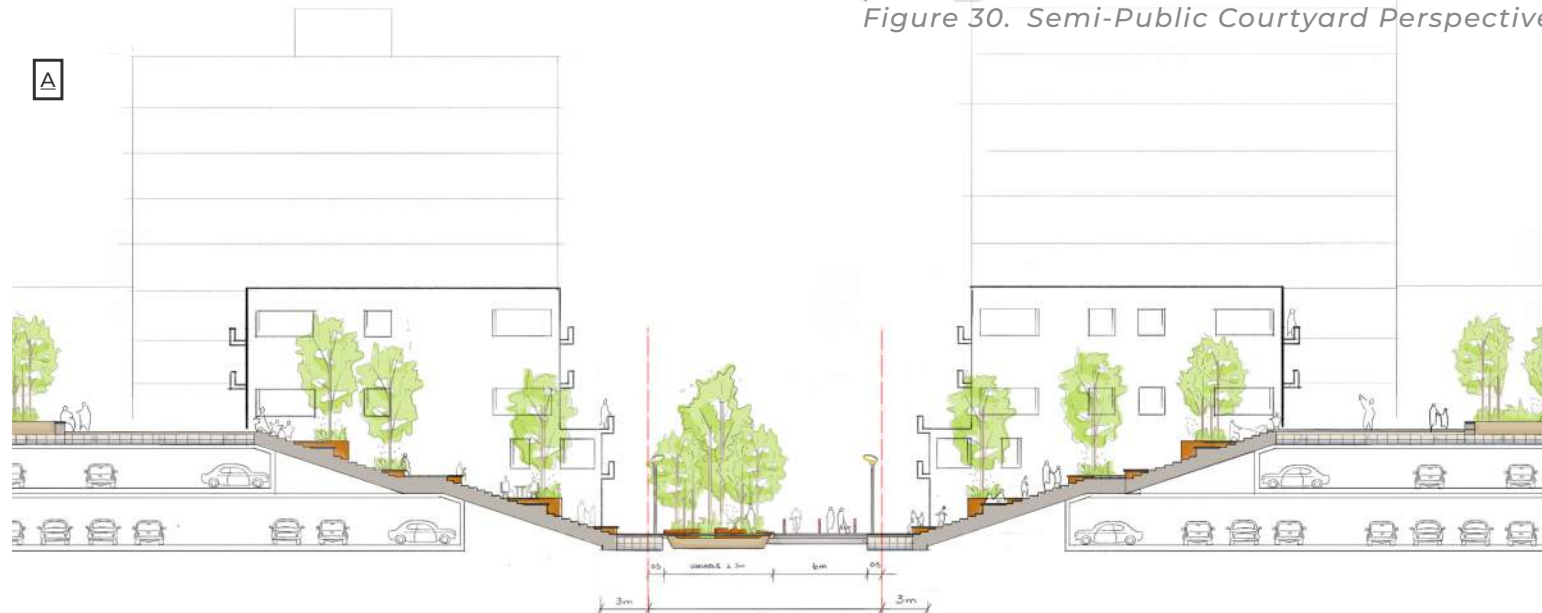


Figure 32. Cross section of the Selkirk Spillway showing access through semi-public courtyards.

6.3 SEMI-PUBLIC COURTYARD CONCEPT:

The concept stems from the desire to offer more pedestrian mobility and greater opportunities for visitors and residents alike to experience the Mill Site. Podiums and towers on each block open up to create passages through which pedestrians can travel on semi-public courtyards, as an alternative to exploring the site through at-grade pathways. Each courtyard is generously planted and integrates green rainwater infrastructure and canopy to mitigate heat islands.

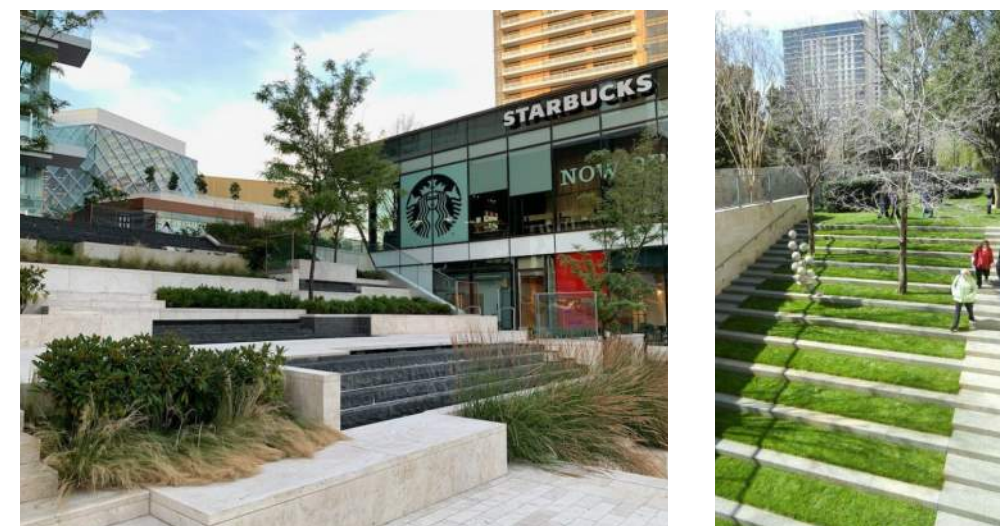
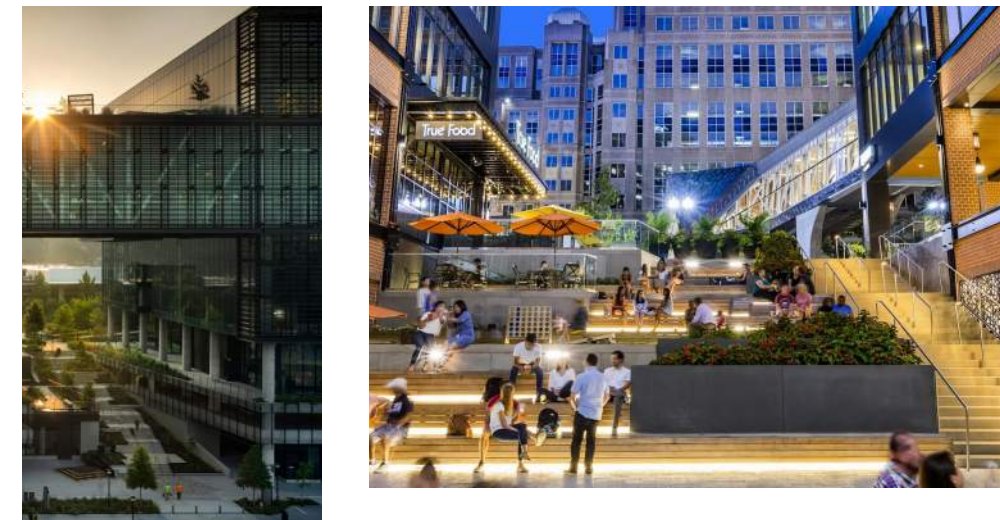


Figure 31. Semi-Public Courtyards Look and Feel

SEMI-PUBLIC COURTYARD NOTE: Submission #7 will illustrate in detail housing typology and siting: rental, market and non-market/affordable housing. Goal will be to provide at least 60% of semi-public raised courtyards as publicly accessible. Submission #7 will also identify permanently dedicated pathways up and across these newly created spaces. Other uses in the darker green areas will be amenities for residents such as BBQ, play spaces.

7.0 ECOLOGICAL NETWORK



7.1 ECOLOGICAL NETWORK

Green rainwater infrastructure is positioned to capture snow melt and spring run off, then transition to xeriscape urban ecologies in the summer months. The Milling Place includes a raingarden within the town plaza. A north-south pedestrian street doubles as a bioswale that collects from adjacent buildings. At its terminus, a planted terrace provides an outfall for treated rainwater and experiences flooding at seasonal high lake levels. An urban forest extends out from Sutherland Bay to capture the majority of the eastern waterfront. Existing trees at Sutherland Bay are retained and bolstered by new plantings. A living breakwater buffers wave action while contributing to enhanced water quality and habitat creation for shorebirds.

Each of these elements contribute to local character by focusing on a palette of native grasses, wildflowers, and shrubs.

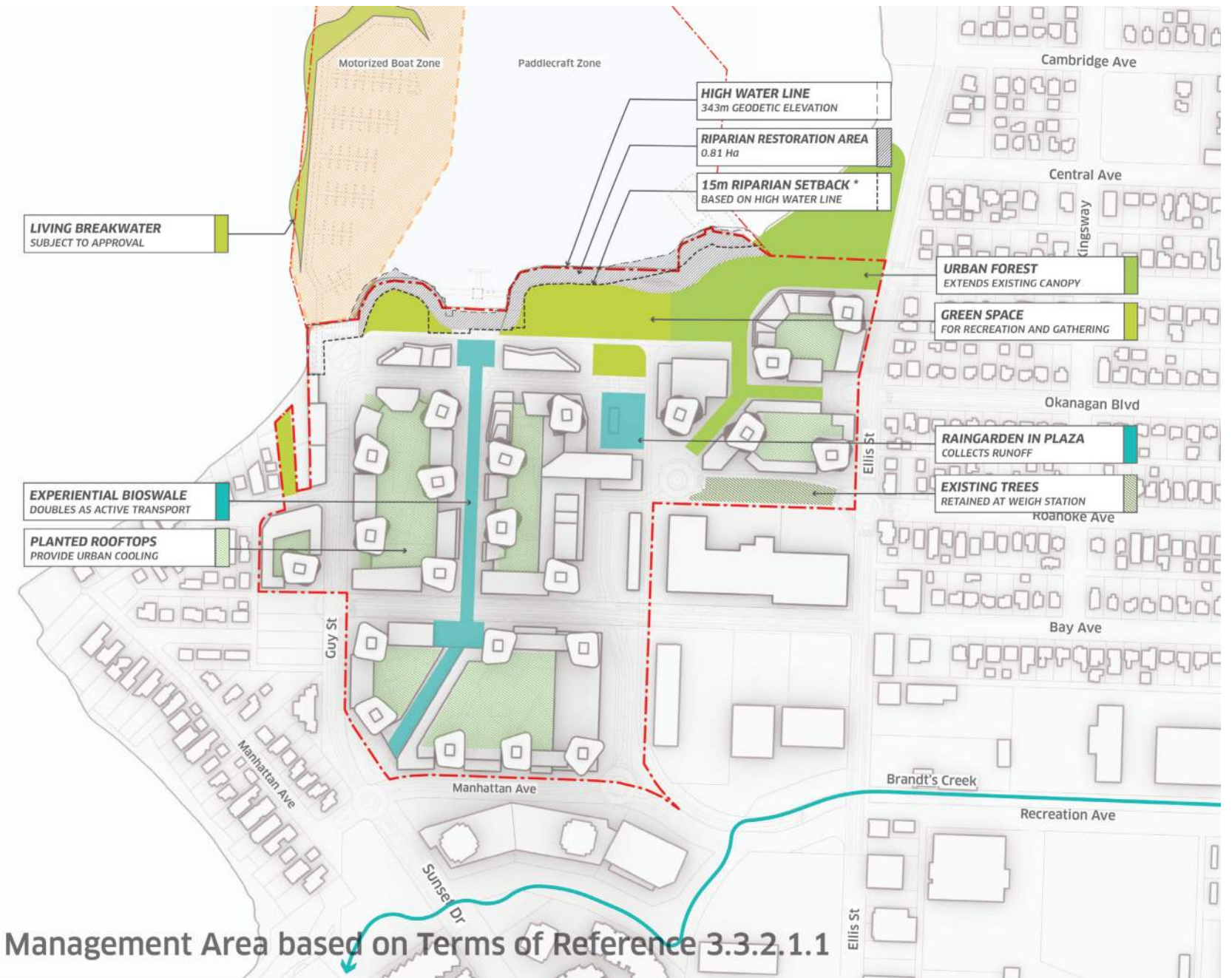


Figure 33. Ecological Network Diagram

Riparian Management Area

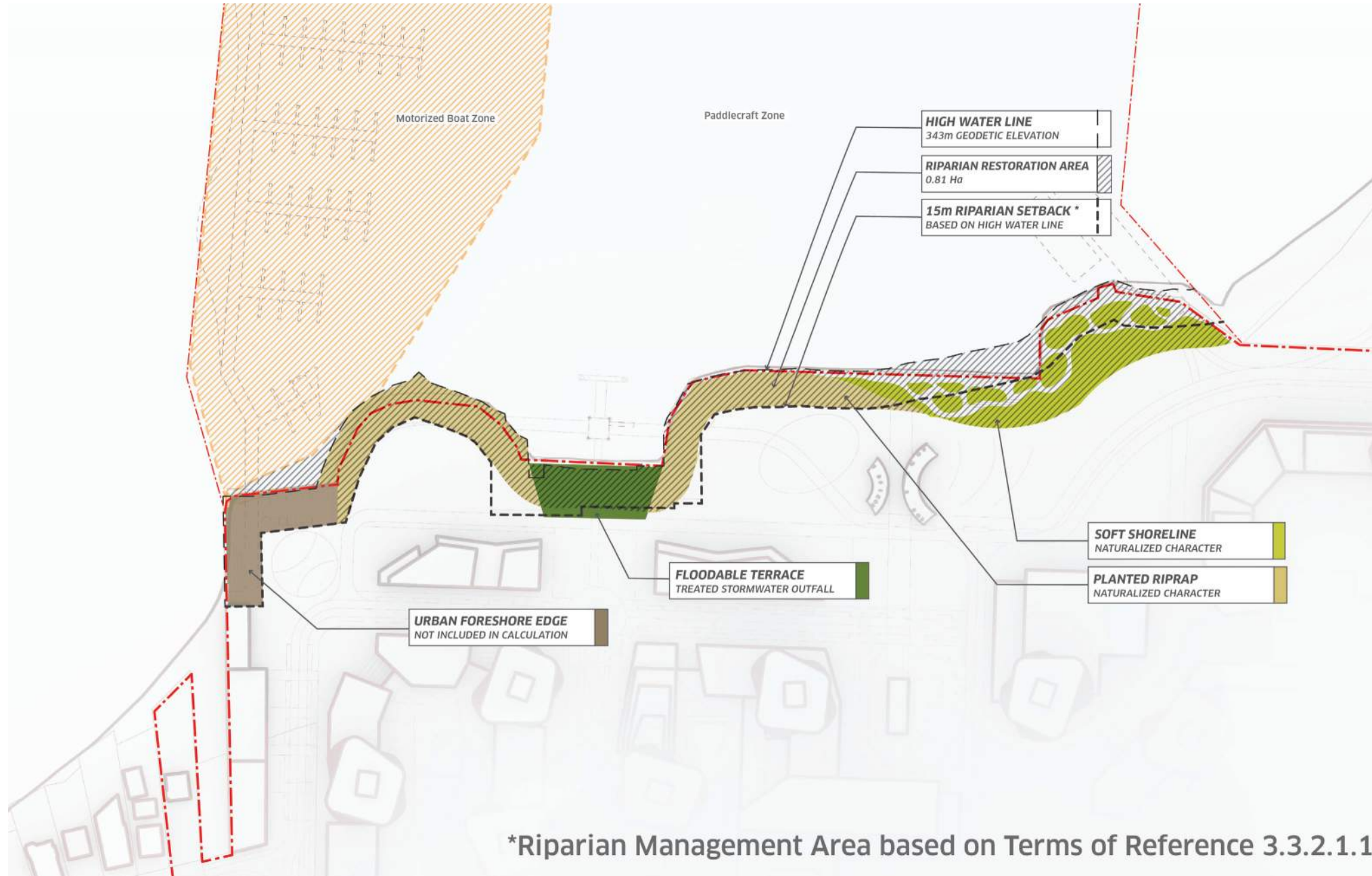


Figure 34. Riparian Management Area Diagram



7.2 RIPARIAN MANAGEMENT AREA

The banks of Sutherland Bay will be undergoing floodplain restoration to meet provincial Riparian Management Area (RMA) guidelines. Restoration contributes to a unique waterfront experience that improves habitat for critters while also cultivating intrigue, a sense of belonging, and connection to nature. The Mill Site Team has been collaborating with **Ecoscape Environmental Consultants Ltd.** to develop a comprehensive RMA strategy that recognizes the unique opportunity to restore aquatic habitat as a co-benefit to the overall experience of this destination waterfront.

The riparian strategy amplifies high-value habitat already established at Sutherland Park by extending a soft shoreline and adding to the existing urban tree canopy. Moving west, the shoreline varies between naturalized and urban character to promote a diversity of opportunities to interact with nature including planted rip rap, floodable terrace, a living breakwater, soft shorelines, and plaza edges.

This strategy recognizes the importance of human connection to local landscapes. At its core, the strategy sets forth a vision for restoration and stewardship practices that blur lines between human and non-human access to naturalized space. For this reason, most areas of the RMA permit some level of human access. The overall approach enhances shoreline quality for aquatic and human habitat.

7.3 SHORELINE TYPOLOGIES

Submission 7 will further describe the typologies, or approaches, indicated on this plan, and have been developed in concert with Ecoscape. Some typologies are suggested for more extensive use - such as the planted rip rap - where as others create feature moments - such as the floodable terrace. This catalogue of typologies will expand as the Mill Site team moves into detail design in Submission 7 with the guidance of Ecoscape.

Riparian Management Area	
Total Required Riparian Management Area	0.78 Ha
Total Proposed Riparian Restoration Area	0.81 Ha
*Naturalized Character Riparian Area	0.73 Ha
Floodable Terrace Riparian Area	0.8 Ha
Not Included in Total Riparian Restoration Calculation:	
Urban Edge	0.12 Ha

Figure 35. Riparian Management Area Calculations

8.0 TRANSPORTATION PLAN

8.1 SUMMARY OF TRANSPORTATION APPROACH

A key measure of success for the new Mill Site community will be the enjoyment of convenient, safe, and memorable mobility experiences for the future residents, visitors, and employees.

Bunt & Associates Transportation Planning and Engineering have worked closely with the Mill Site Team to develop a pedestrian priority mobility strategy. The strategy demonstrates how thoughtfully conceived transportation options can enable urban, higher density development without an over reliance on private automobile travel and with manageable traffic impact to adjacent neighbourhoods.

Innovative planning principles have been applied to the mobility strategy to promote that adoption of travel behaviours that move away from the traditional reliance on private automobile ownership and trip-making. The implementation of Transportation Demand Management (TDM) planning provides alternative and sustainable travel options such as:

- Opportunities for Shared Mobility such as car share and bike/scooter share programs;

- Design measures to provide improved public transit for the North End.

- Increased bike parking supply and reduced vehicle parking supply along with “end of trip” facilities.

These travel options go hand in hand with the objective of creating “Streets for People” which prioritizes the safe co-existence of pedestrians, bikes and cars in these multi-modal transportation systems. By creating extensive shared use paths, dedicated pedestrian and cycling pathways, and convenient and accessible transit, active and sustainable modes of travel are encouraged. The Selkirk Spillway and Rail Trail as main active transport corridors enforce the project’s connection with the waterfront, and the centrally located public parking encourages walking throughout the site.



Figure 36. Active Transport Sketch with Pedestrians and Bicycles

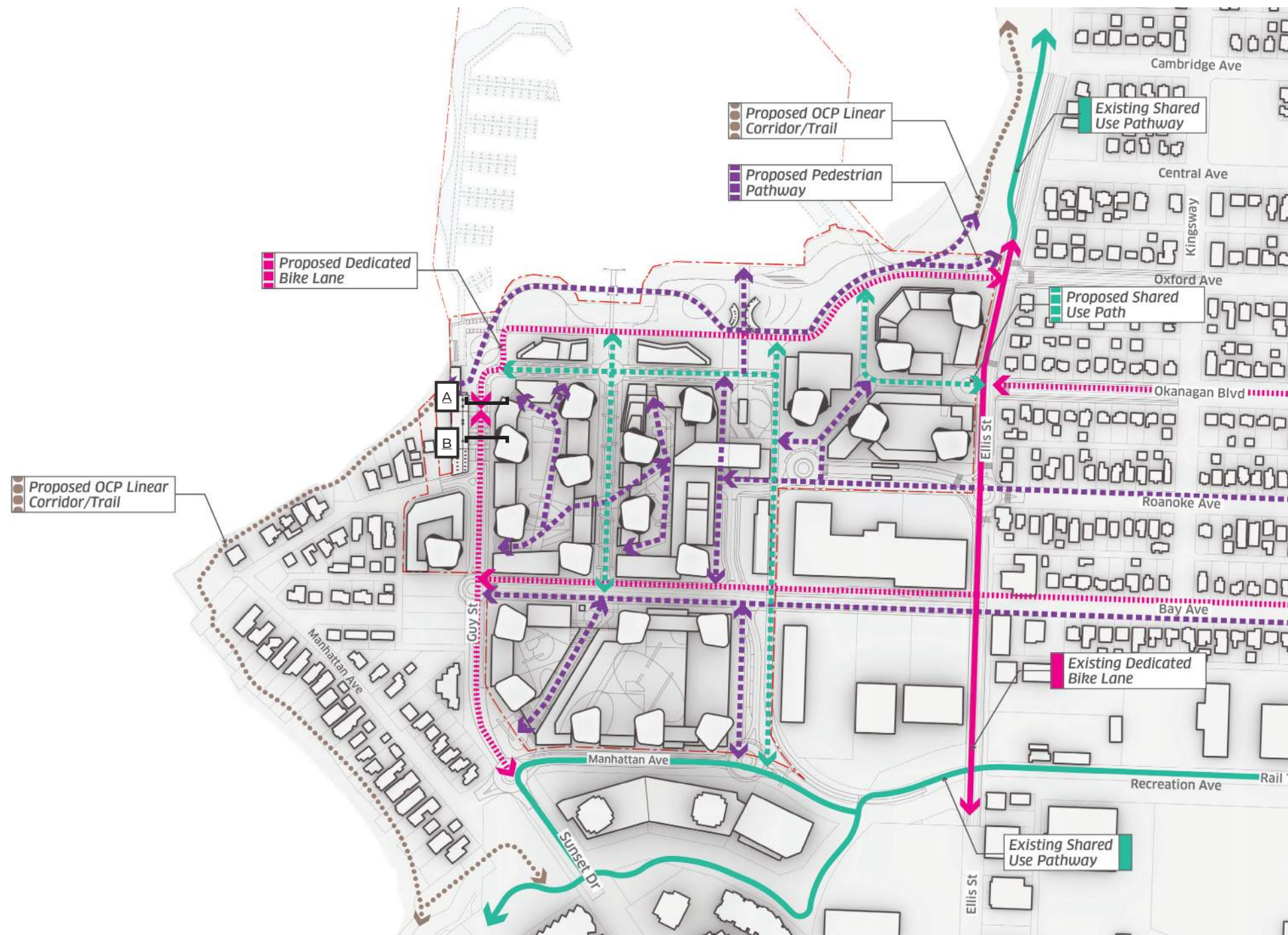


Figure 37. Bus Shelter Reference

NOTE: City of Kelowna transportation comments on Concept #6 will be addressed through detailed working sessions with City of Kelowna staff as part of Submission #7 and ARP process. This will include integration with NEP, and applicant is open to creative solutions of mixed modality such as shuttle buses and identification of future LRT opportunities.



Pedestrian and Bicycle Network



8.2 PEDESTRIAN AND BICYCLE NETWORK

The extent and quality of pedestrian and cycling infrastructure that interface with interesting, attractive, and engaging land use types compel people to choose active travel modes.

Bike and pedestrian paths integrate with the adjacent mobility networks planned by the City of Kelowna as part of the North End Plan. A comprehensive active travel network speaks directly to the Project Vision and Objective “Streets For People” that will support this highly energized area of the City. Several core design moves demonstrate this principle in action:

- Extension of the Okanagan Street greenway
- Extension of the Okanagan Rail Trail to the Waterfront
- A multi-use path extending north-south from the Rotary Marsh to the waterfront and Knox Mountain;
- A waterfront shared-street that prioritizes bikes and pedestrians while allowing service access as needed, and;
- Designated bike lanes along Bay Avenue.

LEGEND

Mill Site Boundary	
Proposed Pedestrian Path	
Proposed Dedicated Bike Lane	
Proposed Shared-Use Path	
Existing Shared-Use Path	
Existing Dedicated Bike Lane	
OCP Linear Corridor	

Figure 38. Active Transportation Diagram

Selkirk Spillway Cross Sections & Character

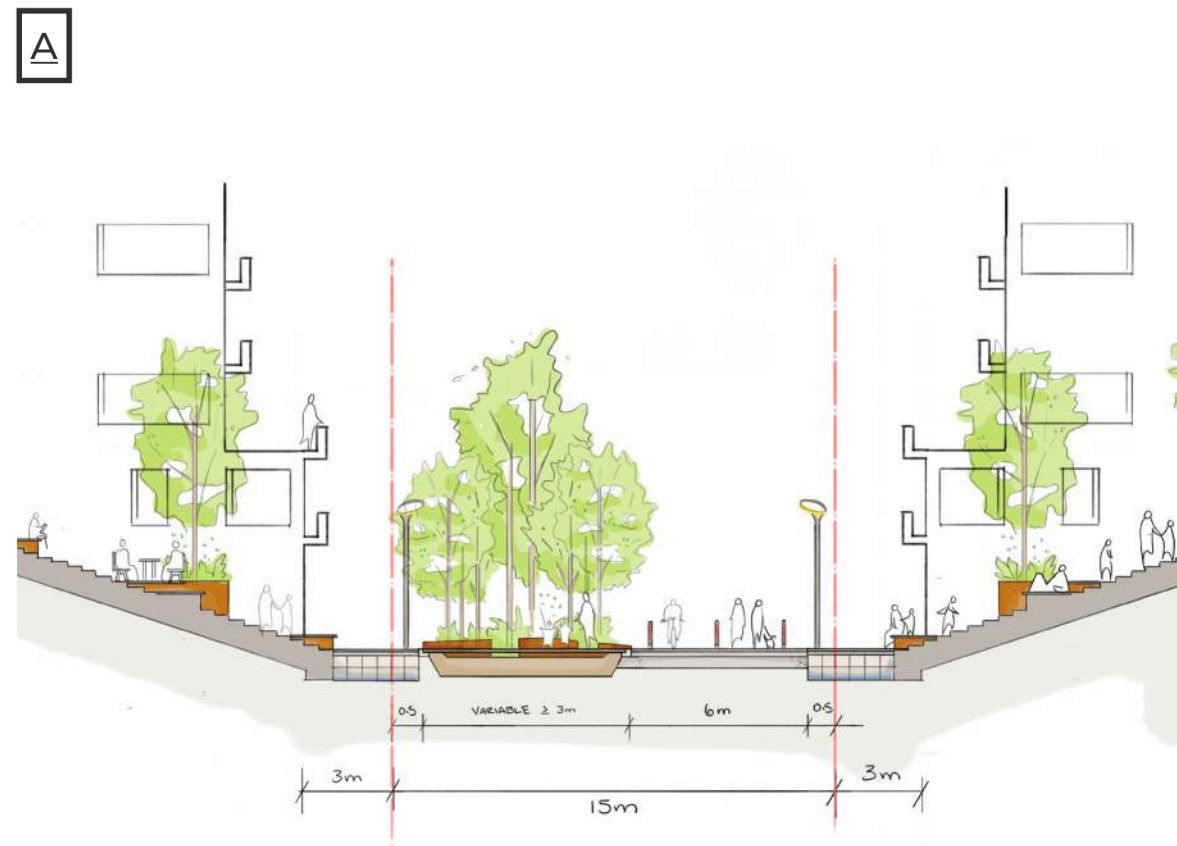


Figure 41. Typical cross section of the Selkirk Spillway at Semi-Public Courtyard Access

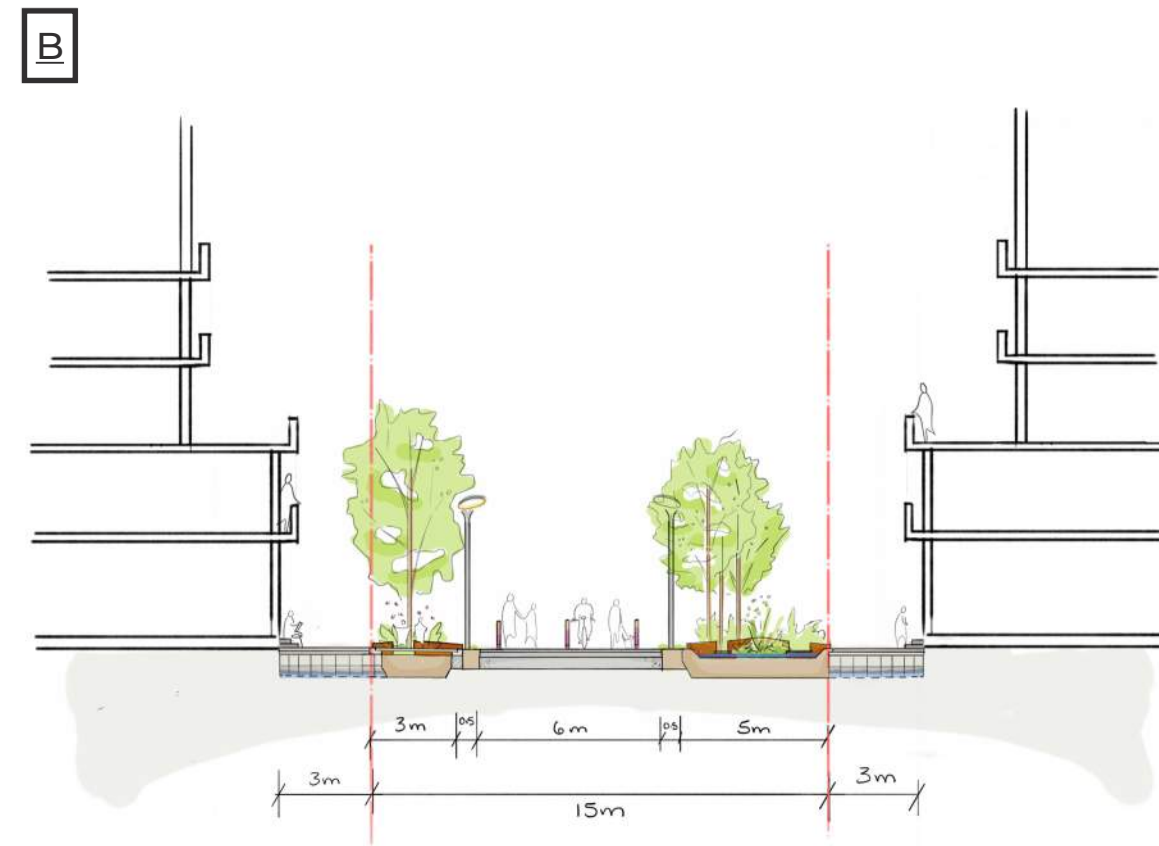


Figure 39. Typical cross section of the Selkirk Spillway pedestrian-only street.

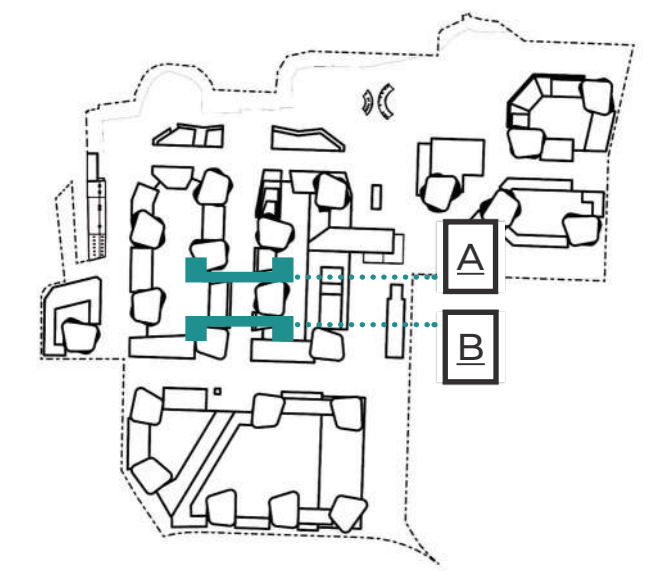
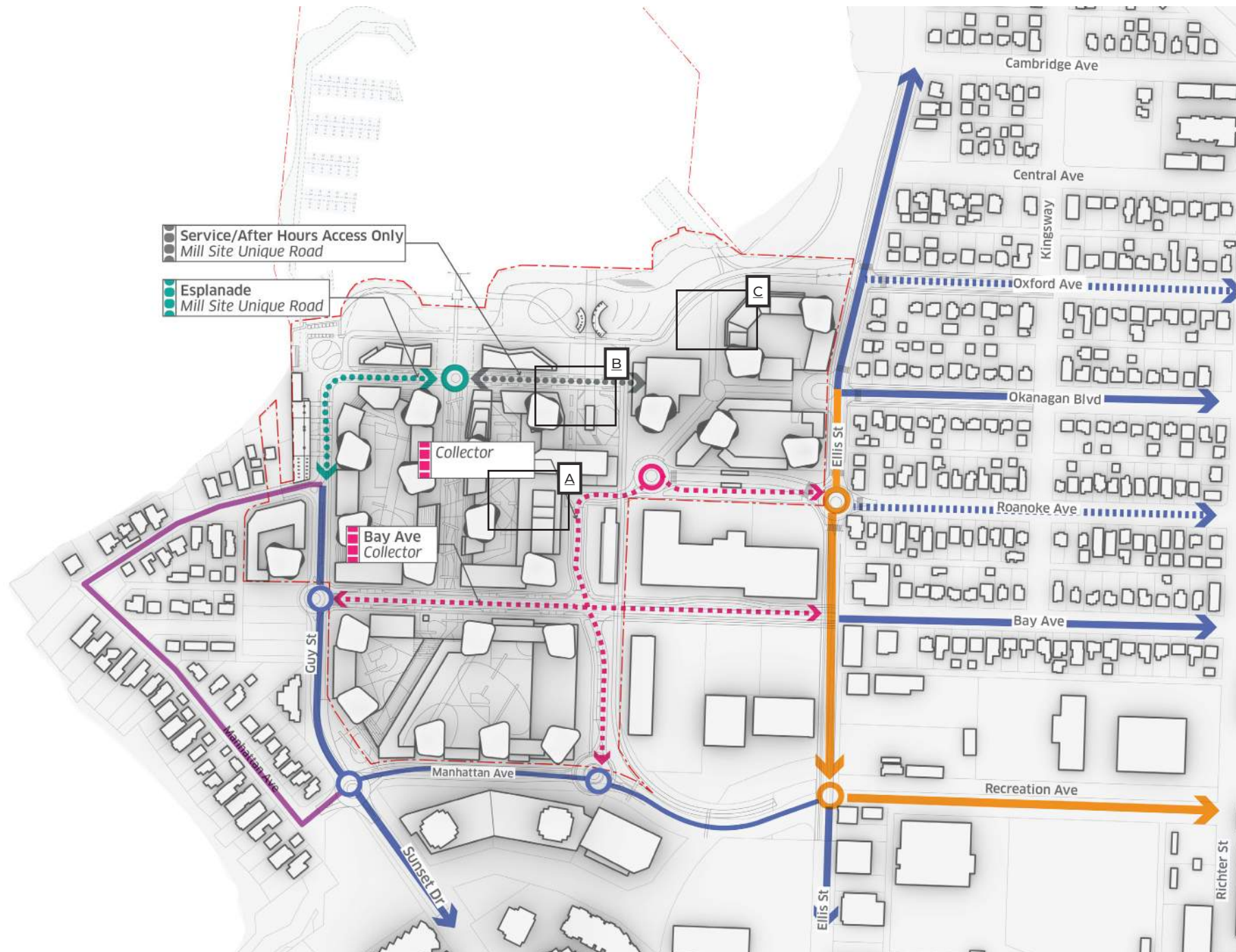


Figure 40. Key Plan





Vehicle Network



8.3 VEHICLE NETWORK

The road network concept for the Mill Site is framed by the existing Ellis Street, Sunset Drive and Guy Street providing north-south connections, and Manhattan Drive and Bay Avenue providing east-west connections for vehicular movement.

Roanoke Avenue west of Ellis Street will be designed to provide an iconic point of entry for vehicular and non-vehicular traffic into the Mill Site precinct, making use of the historic Gate No. 8 weigh scales and existing mature tree stands to frame the entry experience. It will be further enhanced with traffic roundabouts both at the Ellis intersection and internally on the site next to the No 5. Shed at the Milling Place.

A new north-south street, referred to as Cherry Lane, is planned to connect Bay Avenue with Manhattan Drive and provides a circulation route for the future regional public transit service.

Other routes on the Mill Site for vehicular traffic will be designed as low speed, mixed-traffic private lanes.

LEGEND

- Mill Site Boundary - - -
- Proposed Local •••••
- Proposed Shared •••••
- Proposed Collector •••••
- Existing Collector —
- Existing Arterial —
- Existing Local —

Figure 42. Vehicular Access Diagram



Street Network Vignettes

A

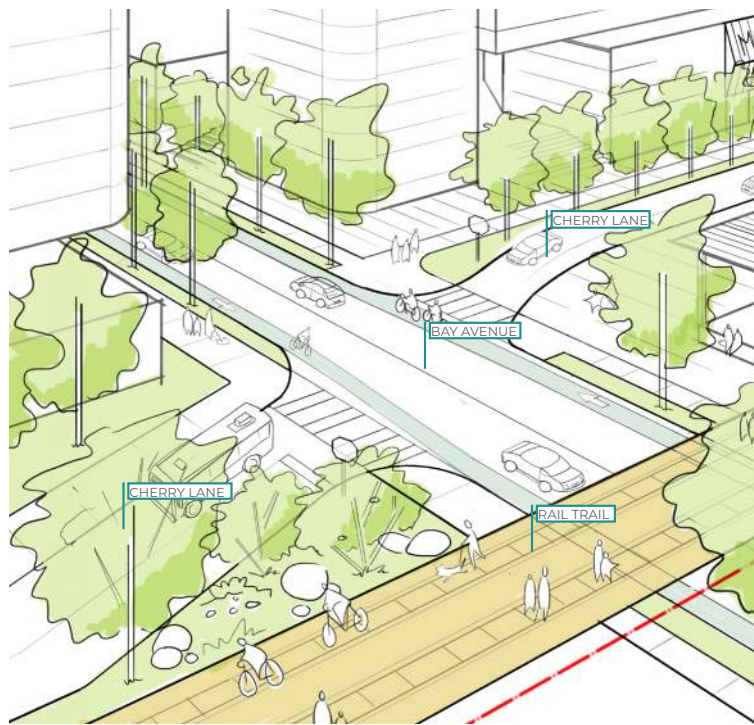


Figure 43. Transportation Vignette - Cherry Lane and Rail Trail crossing at Bay Avenue

B

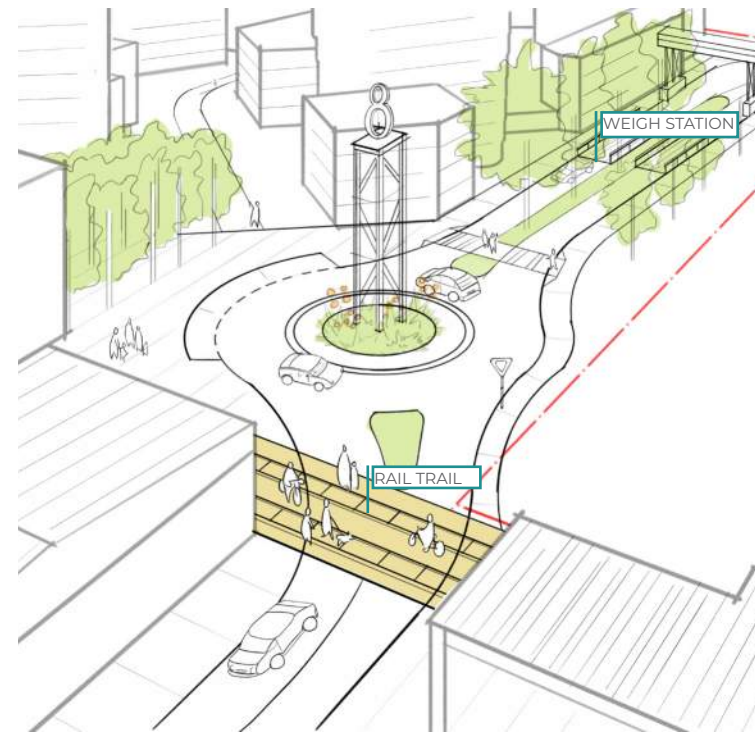


Figure 45. Transportation Vignette - Milling Place Roundabout

C

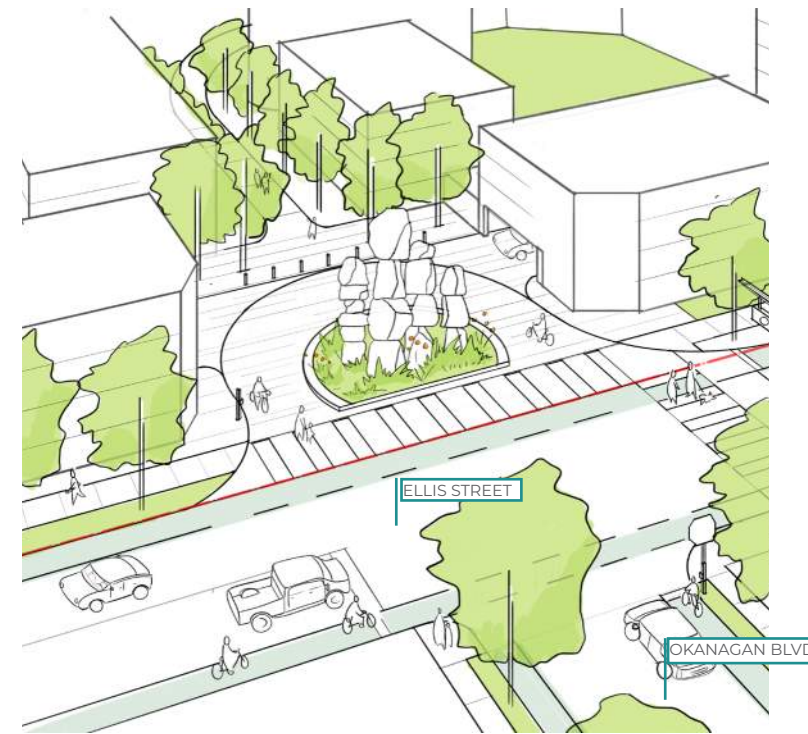


Figure 44. Transportation Vignette - Ellis Street Driveway at Okanagan Boulevard

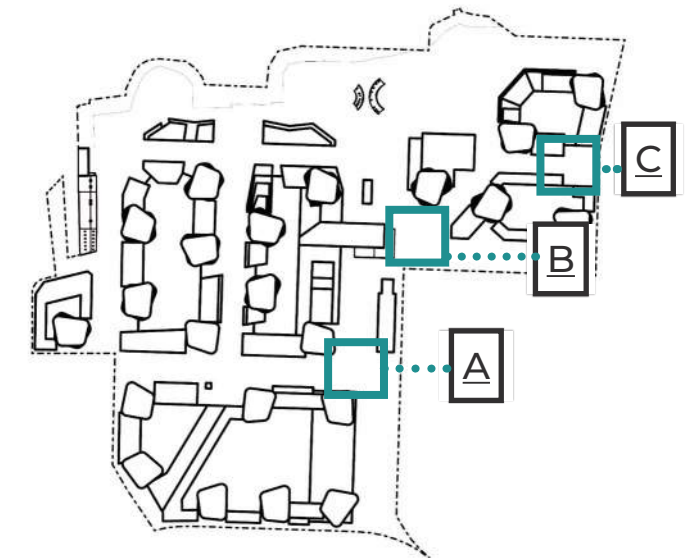


Figure 46. Key Plan



Figure 47. Transit Diagram

8.4 TRANSIT NETWORK

Improved public transit service to the North End and the Mill Site will contribute significantly to shifting travel demand away from heavy reliance on private automobiles.

The City of Kelowna is considering a future extension of two existing high-frequency regional bus routes into the North End with a transit hub located within the Mill Site precinct. This, together with improvements to the existing local bus service in the area, would achieve the goal of having a well-connected transit network for this part of the City.

The proposed transit routing for this area runs west along Bay off Ellis Street, south along the new Cherry Lane, and a return east to Ellis Street along Manhattan Drive. Preliminary planning provides for a total of five bus stops including two drop-off bays on the north side of Bay Street, a lay-by space, and two passenger pick-up bays on the west side of Cherry Lane. We continue to coordinate with the City of Kelowna to discuss phasing and implementation of this strategy.

LEGEND

- Mill Site Boundary - - -
- Proposed Bus Route - - -
- Existing Bus Route —
- Proposed Bus Stop ○
- Existing Bus Stop ○

Parking and Servicing Network

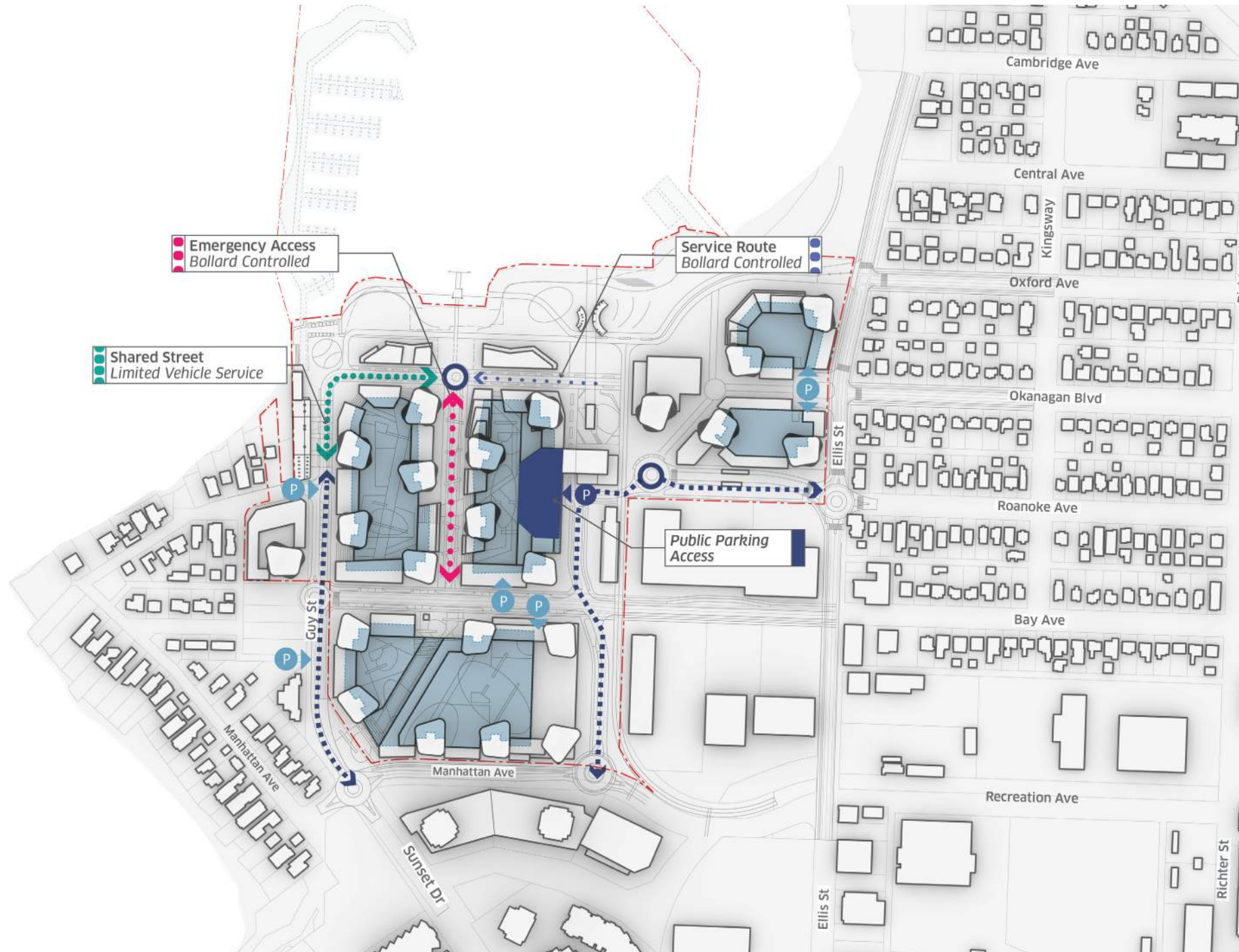


Figure 48. Parking and Servicing Diagram

8.5 PARKING AND SERVICING NETWORK

Vehicle parking will be provided to match the needs of residents, visitors, and employees however, parking supply rates will be lowered to avoid inefficient oversupply. Transportation Demand Management applied to the mobility strategy encourage more reliance on transit and active travel modes.

Vehicle parking will be available above grade beneath the new buildings, in pockets along streets within the precinct, and structured parking facilities. Early phases include public parking areas in surface parking lots. As future development and parking demand patterns evolve, the surface parking lots transition to development sites for new buildings.

Bicycle parking will be provided to match or exceed Zoning Bylaw supply requirements. Innovative new forms of bicycle parking will be considered.

Service vehicles and deliveries/loading and waste/recycling collection facilities will be provided as per Zoning Bylaw requirements.

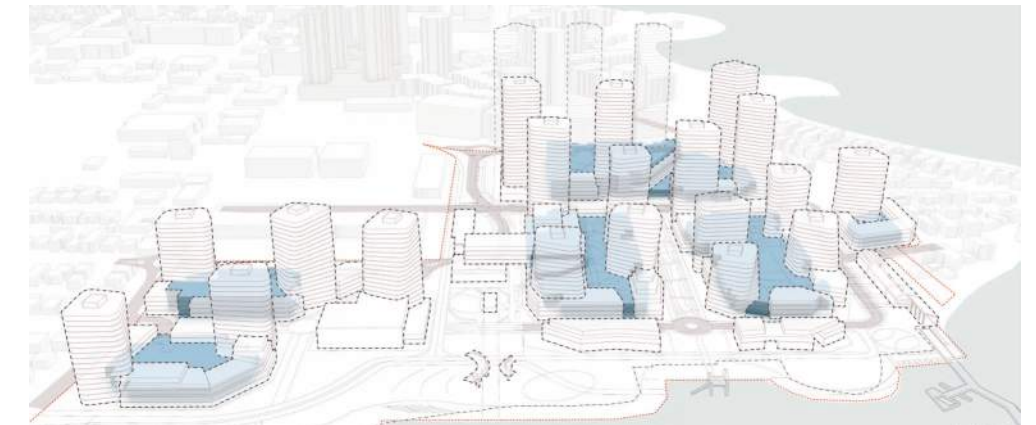


Figure 49. 3D View of Parkade Layout

LEGEND

- Mill Site Boundary - - - -
- Service Road - Shared Street •••••
- Service Road - Bollarded •••••
- Service Road - - - -
- Parking Entrance P
- Parkade Extents

9.0 PHASING



9.1 EARLY ACTIVATION

Earliest activations immediately emphasize the entrance at Gate No. 8, and the beginning reaches of the Cultural Heart out to the public waterfront. Nurseries take over empty lots, providing trees for future phases. A rhythm of attractions and public open space with post-industrial character draw people to the water.

Shed No. 5 secures a local food and beverage vendor early, with a strong focus on business owners prepared to hold events and concerts. The hotel creates an early destination in this unique mill site in transition.

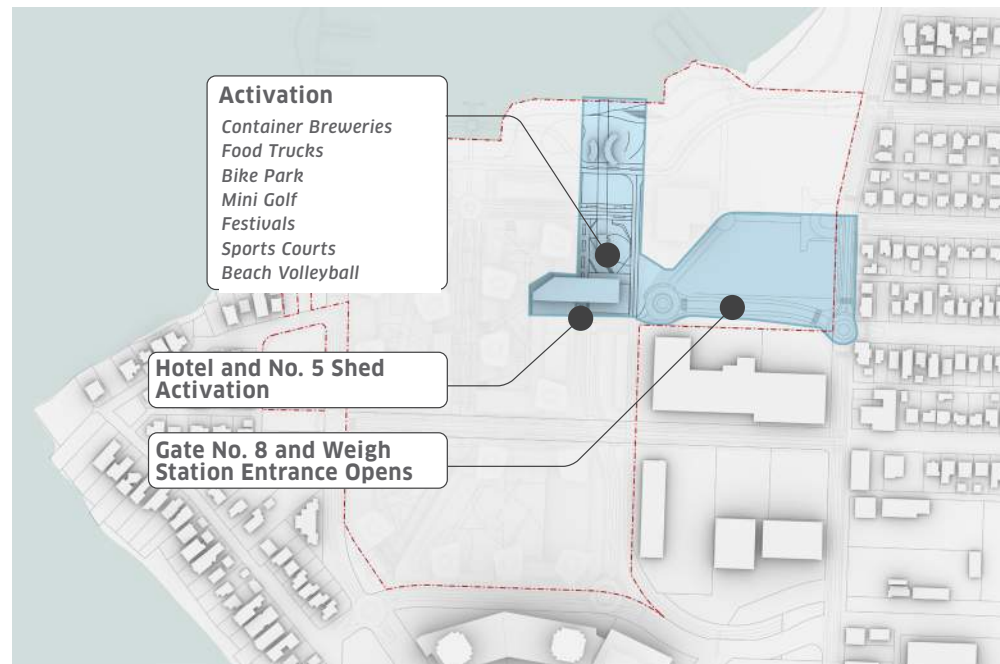


Figure 50. Phasing Diagram - Early Activation



9.2 PHASING APPROACH

The Mill Site will take a phased approach to development over the next few decades. The early phases will focus on the waterfront, public plaza spaces and the cultural heart of the Mill site. The public amenities and commercial frontages built in the early phases will animate the area, and support the long term growth and density. The phasing approach contributes to the parking strategy, enabling a higher ratio at the outset, with the opportunity to reduce in the future phases.

PHASE 1 - "THE HEART" (0-5 YEARS)

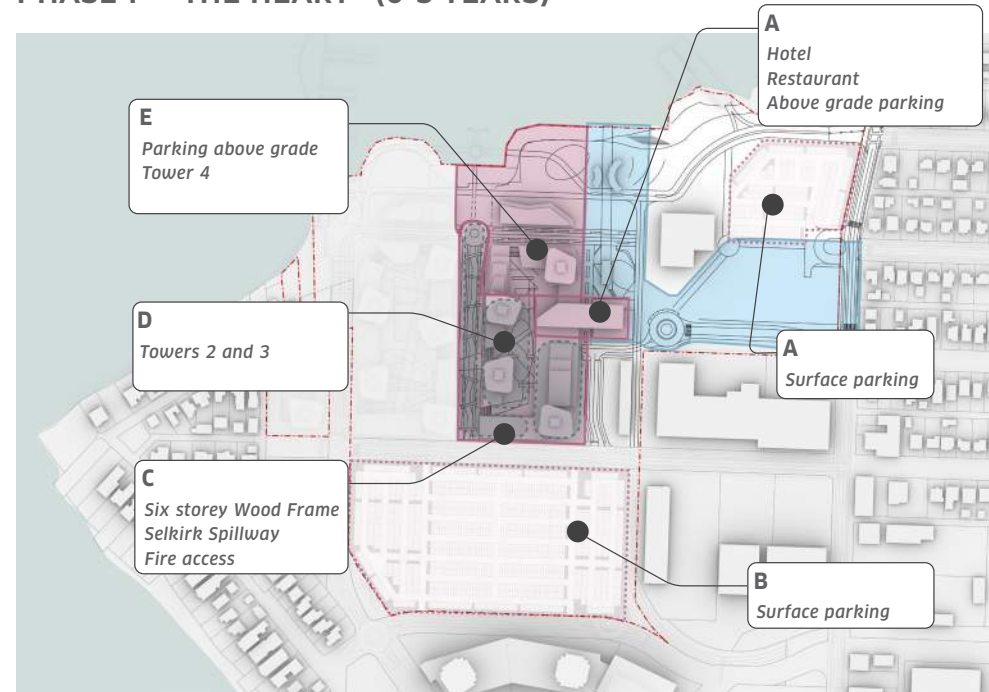


Figure 51. Phasing Diagram - Phase 1

PHASE 2 - "THE LAKE" (5-10 YEARS)

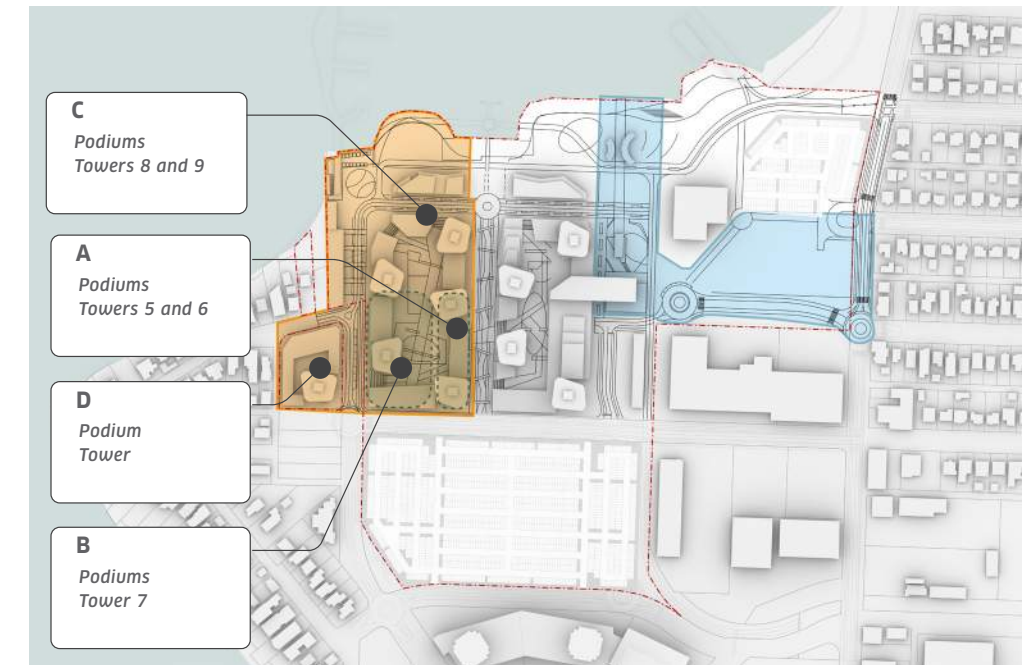


Figure 52. Phasing Diagram - Phase 2

PHASE 3 - "MOUNTAIN" (10-15 YEARS)

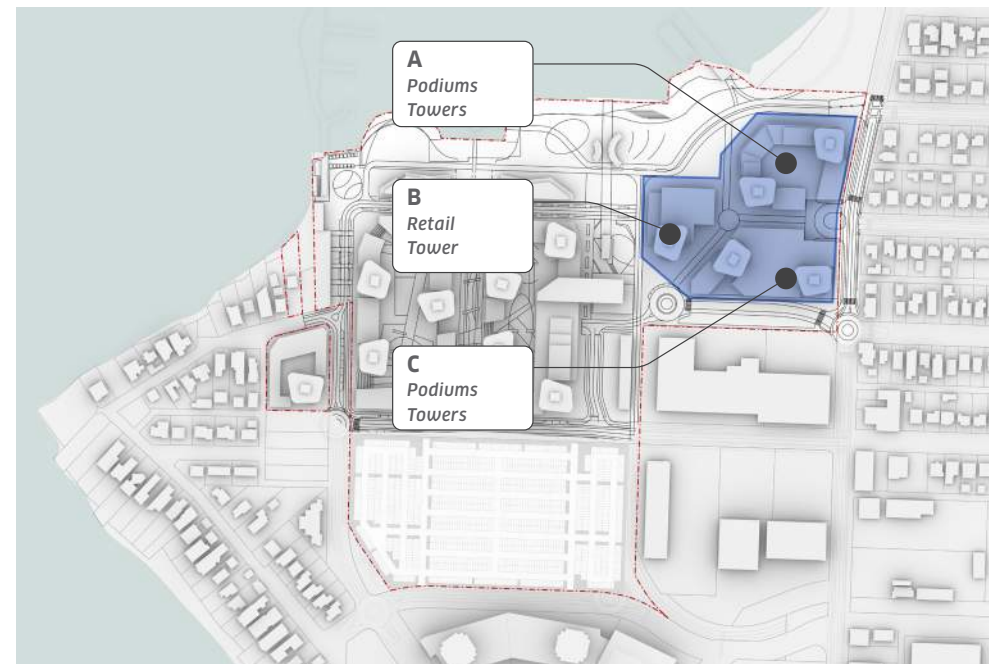


Figure 53. Phasing Diagram - Phase 3

PHASE 4 - "CITY FLEX" (10-15 YEARS)



Figure 54. Phasing Diagram - Phase 4

NOTE: Surface parking will be publicly accessible and surface lot 'A' will be for activation phase and early phases. Parking structure 'A' Hotel and Restaurant' will be an above grade parking structure to accommodate public commercial and food and beverage uses. Surface lot 'B' will be dedicated to Block 2 and 3 residential uses, as well as public use. Submission #7 to study operational usage and design.

Parking

9.3 PARKING PHASING

PHASE	NUMBER OF SURFACE PARKING STALLS	NUMBER OF ENCLOSED PARKING	COMMERCIAL AND RETAIL PARKING REQUIRED	TOTAL NUMBER OF RESIDENTIAL PARKING STALLS	PARKING RATIO
HALF BUILD	1264	1818	345	2737	1.559
FULL BUILD	0	4405	685	3720	0.723

Figure 55. Parking Calculations during each phase

BLOCK	1	2	3	4	5	6	7	8	TOTAL
ESTIMATED NO. OF PARKING PER AREA	-	782	1,036	102	206	314	-	1,965	4,405
MAX. NO. OF PARKING LEVELS	-	3	5	3	2	4	-	6	

Figure 57. Parking Calculations per block at full build out

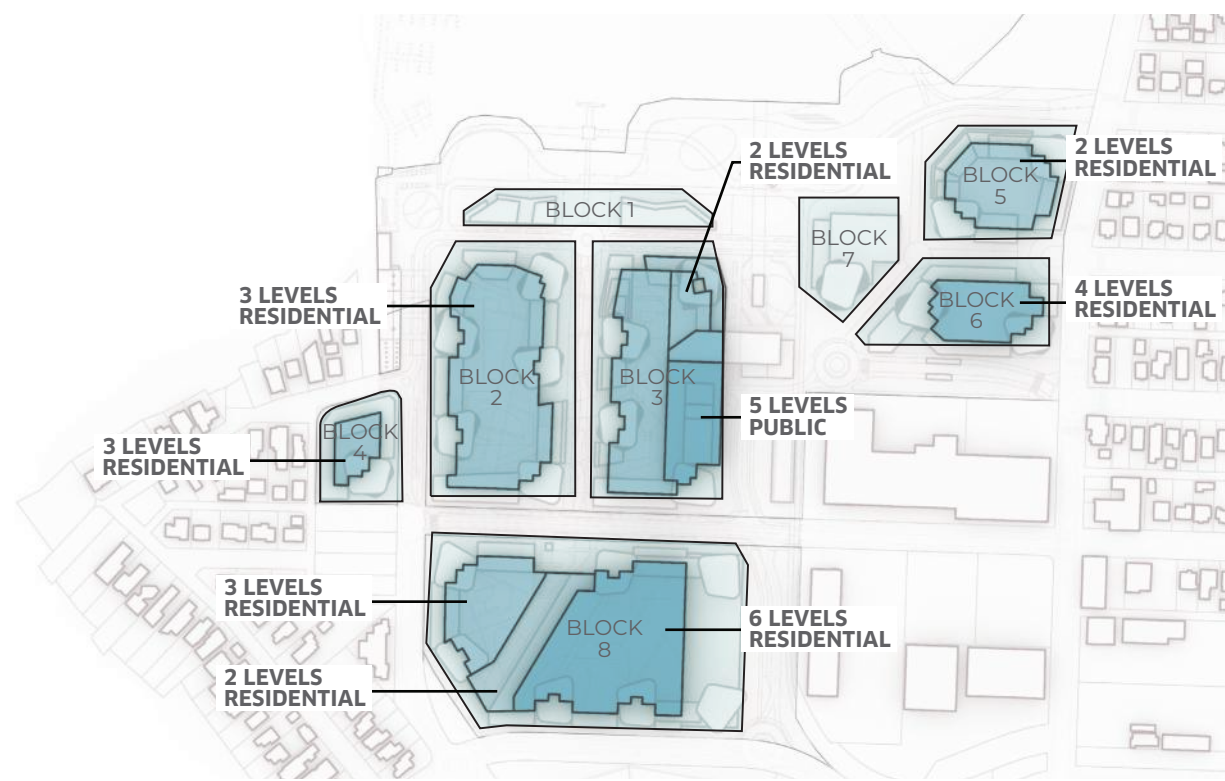
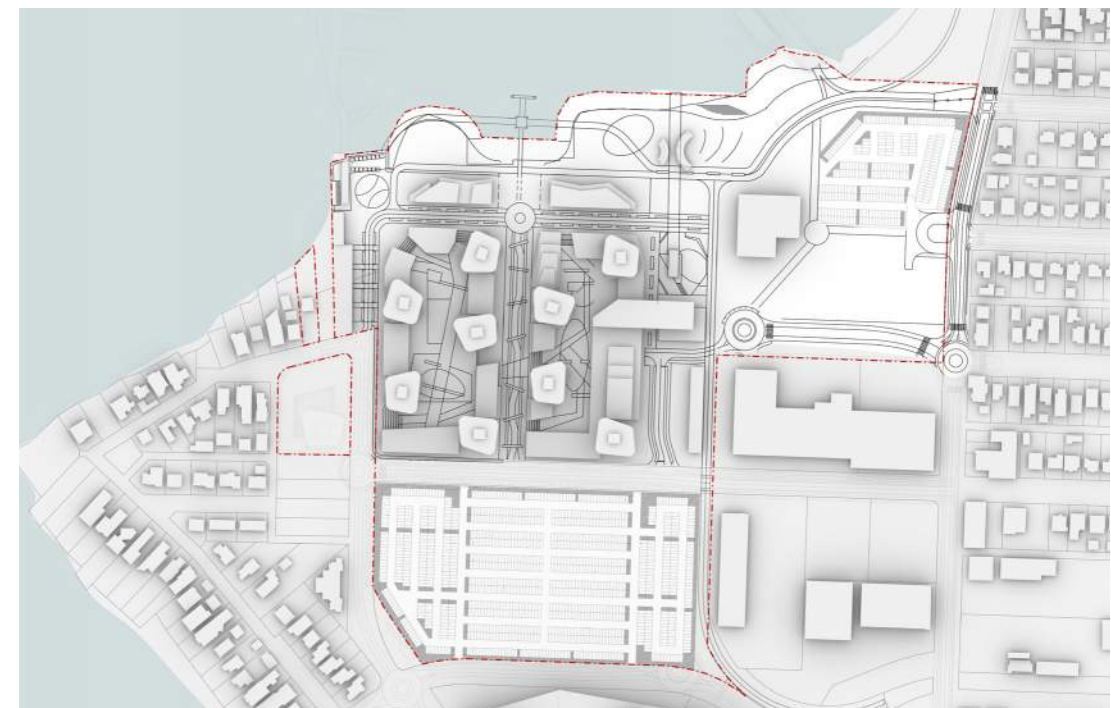


Figure 58. Block Diagram

PARKING AT HALF BUILD (2035)



PARKING AT FULL BUILD (2035+)



Figure 56. Plans of Phased Parking Strategy

NOTE: Anticipated duration of phased build out will allow ongoing monitoring of parking demand, allowing the provision of appropriate number of floors and stalls as phases are delivered. Final grade of site to be determined with goal to keep semi-private courtyard as low and accessible as possible.

10.0 HERITAGE CONSERVATION

10.1 ADAPTIVE REUSE

The final concept plan has been developed on the historical patterns and uses of the site – from pre-settlement through colonial subdivision and more recent mill use. The plan includes the adaptive re-use of historical structures on site which contribute to the unique character of place.



Figure 59. Mill Site Adaptive Reuse Plan

- | | | | | | |
|----|---------------|----|----------------------|----|--------------|
| 01 | NO. 5 SHED | 05 | CHIP TOWER | 08 | PLYWOOD SHED |
| 02 | WEIGH STATION | 06 | MACHINE SHOP | 09 | JACK LADDER |
| 03 | LOADING DOCK | 07 | PUMP HOUSE AND PILES | | |
| 04 | RAIL BARGE | | | | |

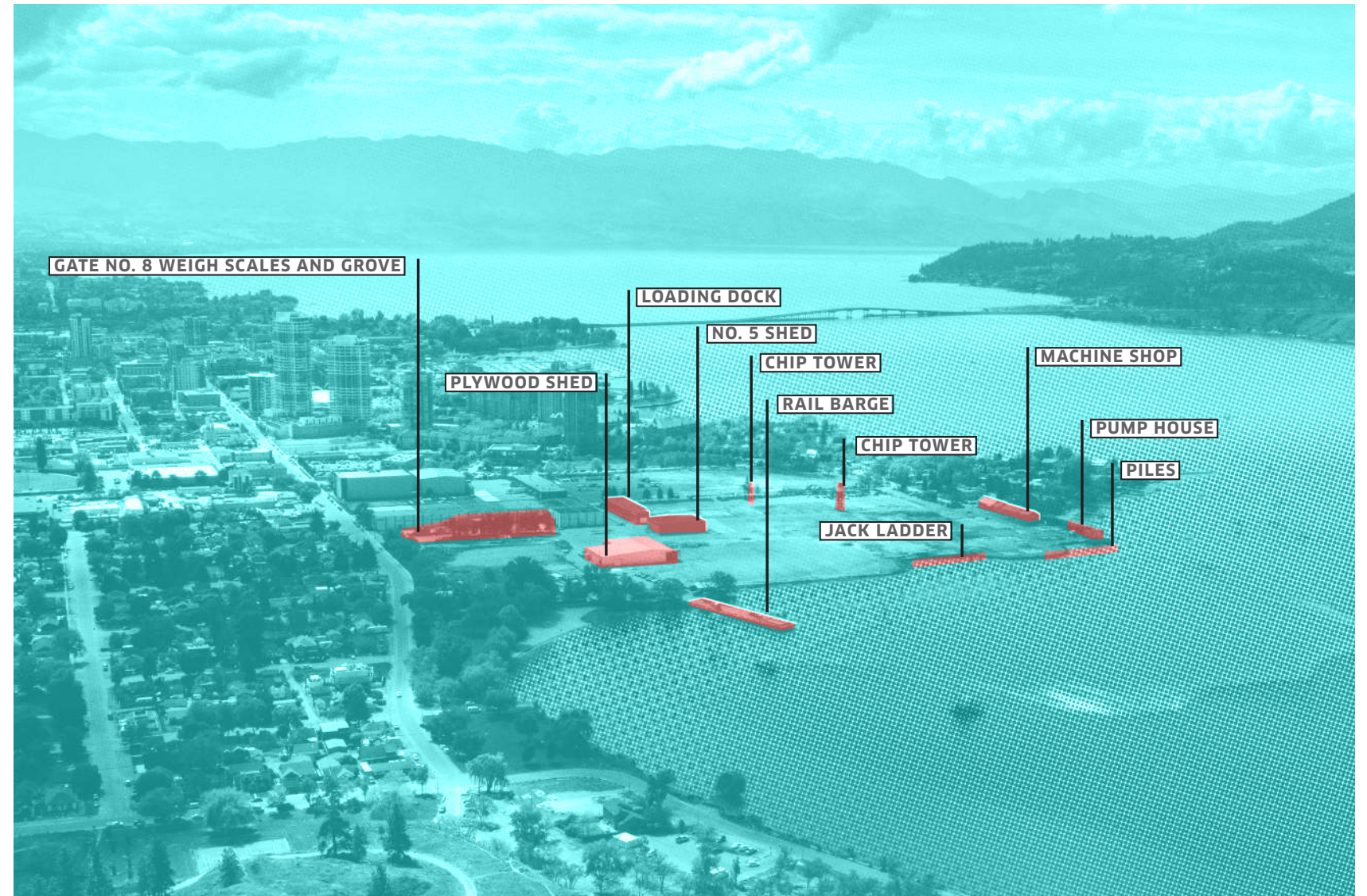


Figure 60. Mill Site Adaptive Reuse Diagram



Historic Photos - The Mill Site Over Time



Figure 61. Fruit crates for hundreds of Okanagan apples



Figure 62. Paddling Okanagan Lake



Figure 63. Looking south. The Machine Shop, 1940s. From the Simpson Family Fonds



Figure 66. City of Kelowna Flood Map circa 1948 showing the historic Selkirk and Cherry St. east of Guy St.



Figure 65. Aerial photo of the Mill Site. Date unknown.



Figure 64. The Mill Site at the base of Knox Mountain. Date unknown.

Heritage Structures

NO. 5 SHED

The No. 5 Shed is a large timber frame building built in the 1940s and used to store finished lumber. Its high rafters and warm red beams evoke a unique combination of openness and coziness. It is situated in the middle of the property and is a natural location for the heart of the cultural experience of the Mill Site.



Figure 67. Inside No. 5 Shed

DOCK

The Loading Dock is a covered platform where finished lumber was loaded onto rail cars and taken off to market. The popular regional bike-way – the Rail Trail – follows the same line as those rail cars once did. The No. 5 Shed and the Loading Dock are side by side along the old tracks and hold great potential for creating an exciting destination at the end of the line.

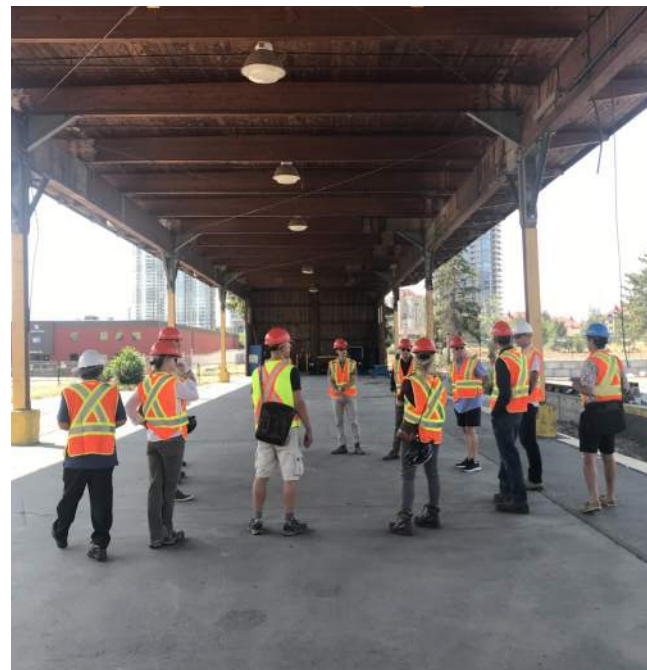


Figure 68. Standing on the Loading Dock

GATE NO. 8 WEIGH SCALES

Every truck entering the old mill would have passed through Gate No. 8 to the weigh scales, just off Ellis Street. Some of the only mature trees on site can be found here. Early establishment of this gate as the main entrance to the Mill Site solidifies this path in industrial memory.



Figure 69. Photo: The Weigh Station off Ellis

ATTACHMENT A
This forms part of application
ARP21-0001
Planner Initials **AC**
City of Kelowna
DEVELOPMENT PLANNING

Heritage Structures

PLYWOOD SHED

This very large spanning steel structure was a later addition to the Mill Site to store Tolko produced plywood. It is an enormously flexible structure that can accommodate a wide variety of community activities.



Figure 71. Exterior View of the Plywood Shed

THE CHIP TOWER

The Chip Tower once helped to transport wood chips across the Mill Site. Today, with its conveyor belt removed, it is a natural vantage point that stands over 40 ft tall. The scaffolding encase staircase sparks imagination around potential play elements. The upper housing could be imagined as a launch point for a bridge or zip-line.



Figure 72. The Chip Tower

MACHINE SHOP

Originally built in 1930 to house the horses that hauled logs around, it was later transitioned to a welding and machine shop. Today it holds the western edge of the site and holds fascinating industrial elements like an old lathe and press. Its large sliding doors open to long views and invite connections to the adjacent community beach.



Figure 70. Exterior view of the Machine Shop

ATTACHMENT A

This forms part of application # ARP21-0001

Planner Initials **AC**

FROM MARSH TO MOUNTAIN

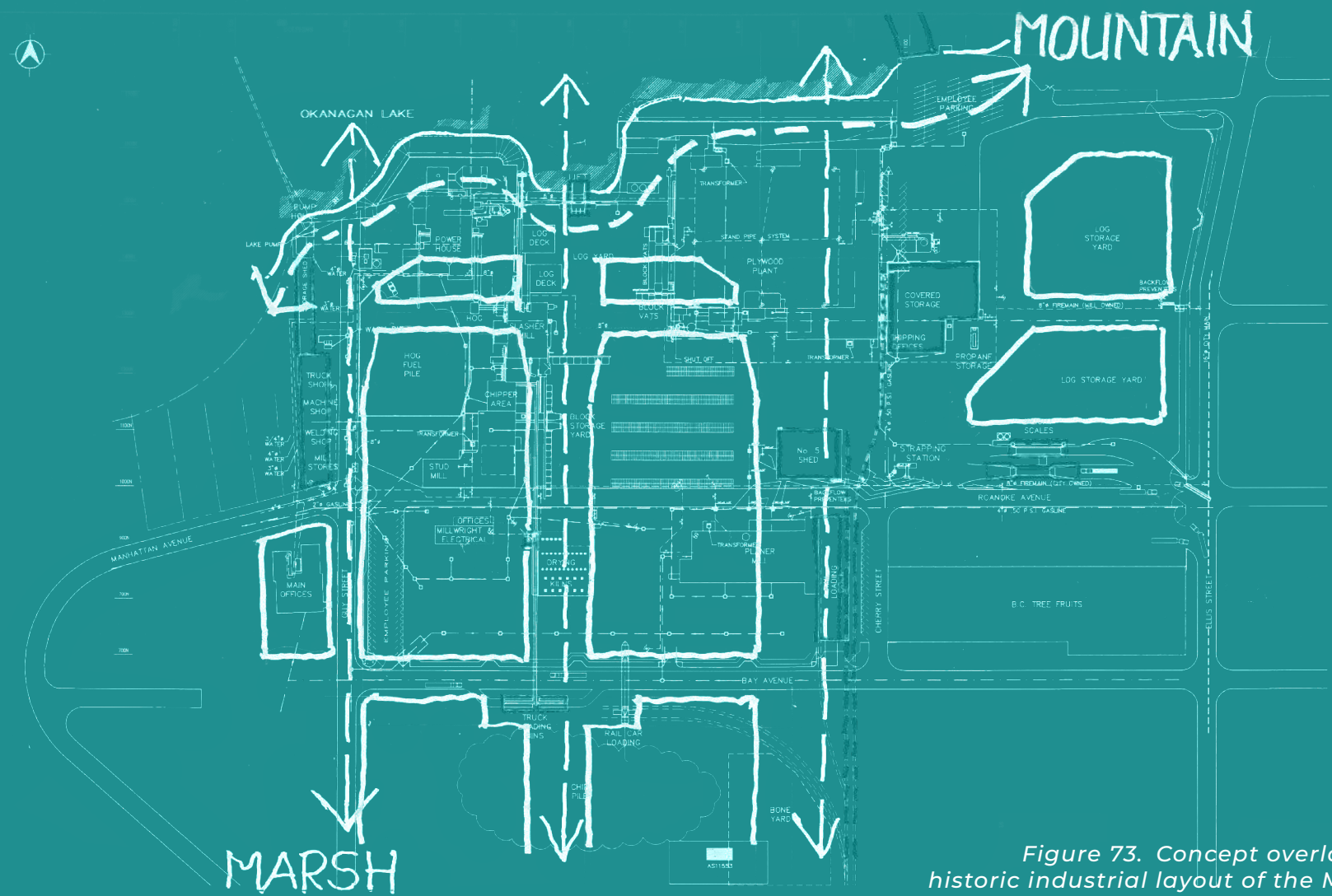


Figure 73. Concept overlaid on historic industrial layout of the Mill Site.

ATTACHMENT A
This forms part of application
ARP21-0001
Planner Initials **AC**
City of Kelowna
DEVELOPMENT PLANNING

The Mill Site is a place of flow and movement continually changing over time.

How can we reconceive this site and create a sense of its memory going forward? How do we revive a natural ecology?

This concept plan celebrates the rich history and transformative potential of the historic Mill Site, weaving together the past and present in a vibrant and respectful narrative. It honors the site's Indigenous roots while embracing a new era of ecological and community-focused design.

At the heart of this transformation, multiple natural flows converge. The lake, mountain, rail tracks, marshes, parks, and downtown blend seamlessly, creating a dynamic and cohesive public realm. From Sutherland Bay, previously utilized log booms give way to restorative habitats, fostering natural ecosystems. The gentle embrace of soft shorelines and natural breakwaters invites boaters, creating a waterfront gateway to this revitalized space.

The Milling Place, a historic centerpiece, is a testament to the legacy of turning logs into planks. It is not just a remnant of the past but a place of celebration, symbolizing the ongoing journey of renewal and respect for the site's heritage. The flow of wood chips from the mills to the historic chip pile south of Bay Avenue is reimagined, with the introduction of the Jack Ladder—a striking structure that elevates visitors over the historic transfer area and guides them along a pedestrian route.

This route, known as the Selkirk Spillway, serves as a major ecological and environmental strategy, connecting the waterfront and marshes while fostering restoration across the site. A thoughtfully designed pattern of parks and greenways integrates the North End, with Sutherland Park expanding into a larger community space.

Remaining mill artifacts and structures, such as rail barges, rails, chip towers, machine shops, loading docks, and timber sheds, frame the spaces for public gatherings. These elements, alongside additional artifacts like anchors and tugboats, reinforce the historical presence of the mill and create a compelling visual narrative. New vertical

markers and Indigenous structures highlight key arrival points and frame street views, bridging past and present perspectives.

The integration of water flows from creeks, marshes, and tidal lake into a comprehensive stormwater strategy enhances the site's sustainability. The rhythm of the site's rails connects it to the broader Okanagan region, while the North Kelowna street grid seamlessly extends onto the site, creating a harmonious link between the area's history and its future.

This concept plan is not just a vision of redevelopment but a celebration of the Mill Site's rich heritage and its bright, ecologically sustainable future.

Credits



Official Community Plan 2040 Alignment:

The draft area redevelopment plan indicates that the subject properties are suitable for increased height and density due to the site’s strategic location. The draft ARP aligns with the majority of the OCP Pillars that guide the growth strategy for Kelowna, as outlined below.

The Big Picture: 10 Pillars to Realize Our Vision	
Promote more housing diversity	Focus housing in areas where residents have easier access to jobs, amenities, transit, and active transportation routes.
	<i>The proposal would incorporate a range of unit types, sizes, and tenures and opportunities for rental and affordable housing could be incorporated prior to the final plan. The subject properties have close access to jobs at the Downtown Urban Centre and the North End industrial employment hubs, access to amenities such as Knox Mountain, Okanagan Lake, Recreation Avenue Park, future frequent transit is planned onsite, and the site has the Rail Trail biking active transportation corridor running through it.</i>
Focus Investment in Urban Centres	Direct public and private investments towards providing more jobs, housing, transportation options, parks, and other amenities in and around the Urban Centres.
	<i>Increased height and density on the subject properties will provide more jobs, housing, amenities, and support alternative transportation options in and around the Downtown Urban Centre.</i>
Strengthen Kelowna as the region’s economic hub	Nurture a culture of entrepreneurship, support innovation, and foster inclusive property by supporting employment growth in the Urban Centres.
	<i>The subject properties are within close proximity to the Downtown Urban Centre and the North End industrial employment hubs. Providing housing options near employment can be a factor in employee recruitment and retention, strengthening Kelowna as the region’s economic hub.</i>
Stop planning new suburban neighbourhoods	Focus on limiting urban sprawl and growing in a way that is more environmentally and financially sustainable.
	<i>Increased height and density on the subject properties limits urban sprawl and is more environmentally and financially sustainable by directing growth where infrastructure already exists.</i>
Target growth along transit corridors	Focus growth in the five Urban Centres and along major transit corridors that connect them with the goal of putting more people and more jobs within easy walking distance of reliable, direct transit service.
	<i>The subject properties are immediately adjacent to the downtown urban centre and the applicant is constructing infrastructure to accommodate frequent transit routes.</i>

ATTACHMENT B

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Prioritize sustainable transportation and shared mobility	Target improvements to public transit, active transportation, and sidewalk networks – especially in Urban Centres, the Core Area, and UBCO.
	<i>The draft ARP proposes sidewalk and cycling connections through the site to promote active transportation and contribute to the sidewalk networks.</i>
Protect and restore our environment	Protect ecosystems and restore others to a healthier state.
	<i>The draft ARP recognizes the riparian area and environmentally sensitive area along the foreshore and further environmental assessments will need to be completed.</i>
Take action on climate.	Focus growth in a way that is more compact, energy-efficient, and better prepare to adapt to events like floods, wildfires, drought, and other climate change impacts.
	<i>By supporting increased heights and densities in this strategic location, the ARP aligns with compact urban growth which is a major factor in reducing negative impacts on climate.</i>

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