

# Report to Council



**Date:** October 31, 2016  
**File:** 1200-70  
**To:** City Manager  
**From:** Ross Soward, Planner Specialist  
**Subject:** Civic Precinct Plan Policy Implementation

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## **Recommendation:**

THAT Official Community Plan Text Amendment Application No. OCP16-0009 to amend Kelowna 2030 - Official Community Plan Bylaw No. 10500 as described in the Report from the Planner Specialist dated October 31, 2016, be considered by Council;

AND THAT Official Community Plan Map Amendment Application No. OCP16-0009 to amend Map 4.1 in the Kelowna 2030 - Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of portions of LOT C DISTRICT LOT 139 OSOYOOS DIVISION YALE DISTRICT PLAN KAP56114, 350 Doyle Avenue, Kelowna BC from the EDINST Educational/Major Institutional designation to the MXR Mixed Use Residential / Commercial designation, as shown on Map "A" attached to the Report from the Policy and Planning Department dated October 31, 2016 be considered by Council;

AND THAT Official Community Plan Map Amendment Application No. OCP16-0009 to amend Map 4.1 in the Kelowna 2030 - Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of LOT 2 DISTRICT LOT 139 OSOYOOS DIVISION YALE DISTRICT PLAN 42511, 1340 Ellis Street, Kelowna BC from the Educational / Major Institutional (EDINST) designation to the MXR Mixed Use Residential / Commercial designation, as shown on Map "A" attached to the Report from the Policy and Planning Department dated October 31, 2016, be considered by Council;

AND THAT Official Community Plan Map Amendment Application No. OCP16-0009 to amend Map 4.1 in the Kelowna 2030 - Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of portions of LOT A DISTRICT LOT 139 OSOYOOS DIVISION YALE DISTRICT PLAN 5438, 470 Queensway Avenue, Kelowna BC from EDINST Educational/Major Institutional designation to the MXR Mixed Use Residential / Commercial designation, as

shown on Map "A" attached to the Report from the Policy and Planning Department dated October 31, 2016, be considered by Council;

AND THAT Official Community Plan Map Amendment Application No. OCP16-0009 to amend Map 4.1 in the Kelowna 2030 - Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of portions of LOT 1 DISTRICT LOT 139 OSOYOOS DIVISION YALE DISTRICT PLAN KAP60698 EXCEPT AIR SPACE PLAN KAP60701, 1223 Water Street, Kelowna BC from the COMM Commercial designation to the MXR Mixed Use Residential / Commercial designation, as shown on Map "A" attached to the Report from the Policy and Planning Department dated October 31, 2016, be considered by Council;

AND THAT Official Community Plan Map Amendment Application No. OCP16-0009 to amend Map 4.1 in the Kelowna 2030 - Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of THAT PORTION OF DISTRICT LOT 139 OSOYOOS DIVISION YALE DISTRICT SHOWN AS CLOSED ROAD ON PLAN KAP63629, 1460 Ellis Street, Kelowna BC from EDINST Educational/Major Institutional designation to the MXR Mixed Use Residential / Commercial designation, as shown on Map "A" attached to the report from the Policy and Planning Department dated October 31, 2016, be considered by Council;

AND THAT the Official Community Plan Future Land Use Map and Amending Bylaw be forwarded to a Public Hearing for further consideration;

AND FURTHER THAT Staff have reviewed the amendment, and it may move forward without affecting either the City's Financial Plan or Waste Management Plan. As these amendments follow from the *Civic Precinct Plan* sufficient public consultation has taken place to satisfy section 475 of the LGA.

**Purpose:**

To bring forward amendments to the Official Community Plan to introduce Design Guidelines for the form and character of development in the Civic Precinct Plan Area and to amend Future Land Use Map 4.1 of the OCP to change portions of five sites to the MXR Mixed-Use Residential / Commercial Designation to support enhanced activity and vibrancy as outlined in the Council endorsed Civic Precinct Plan.

**Background:**

The proposed OCP updates represent the next step in the implementation of *the Civic Precinct Plan* and associated vision, which was supported by the community and endorsed by council in March 2016. The proposed OCP amendments and Future Land Use Map changes will align the *Civic Precinct Plan* with the OCP. The Future Land Use Map updates will ensure select sites are able to be redeveloped as mixed-use, providing the necessary flexibility at key sites to integrate residential, cultural and commercial uses to support the on-going revitalization of the Downtown as a complete community. The OCP amendments to Chapter 14 will enshrine the design guidelines of the *Civic Precinct Plan* as the sole development permit layer for the plan area. The introduction of development permit guidelines for the *Civic Precinct Plan* area will provide staff and council with a tool to ensure future

development reflects the long-term vision for this area as a vibrant district that provides a high level of amenity, comfort and safety for the public.

The Civic Precinct planning process involved a diverse group of stakeholders, consultants and members of the public to identify a long-term vision for this important area of the downtown. As part of the process the technical analysis and public engagement established the importance of increasing activity and vibrancy, while protecting sites for the future civic and cultural needs of the City.

Future Land Use Amendments

To encourage increased vibrancy and activity in the Downtown, the *Civic Precinct Plan* identifies select sites where a shift in the future land use designation to mixed-use would provide flexibility for future redevelopment to increase the population of the downtown and provide opportunities to integrate commercial and cultural uses. This plan direction was also influenced by a 3<sup>rd</sup> party market analysis that determined the feasibility of developing the sites for mixed-use development. To support the long-term redevelopment of the area, several land use amendments are required.

The map (Figure 1) from the Council endorsed *Civic Precinct Plan* serves as the guide for the proposed future land use amendments. Four sites described in the table (Figure 2) are proposed for MXR Mixed-use Residential /Commercial with the goal of encouraging mixed-use projects in the area. This future land will support projects that enliven the downtown with additional residential and provide flexibility for developers to identify creative solutions to support the Cultural District and advance the goals of the *Civic Precinct Plan, My Downtown Plan and the Cultural Plan*.

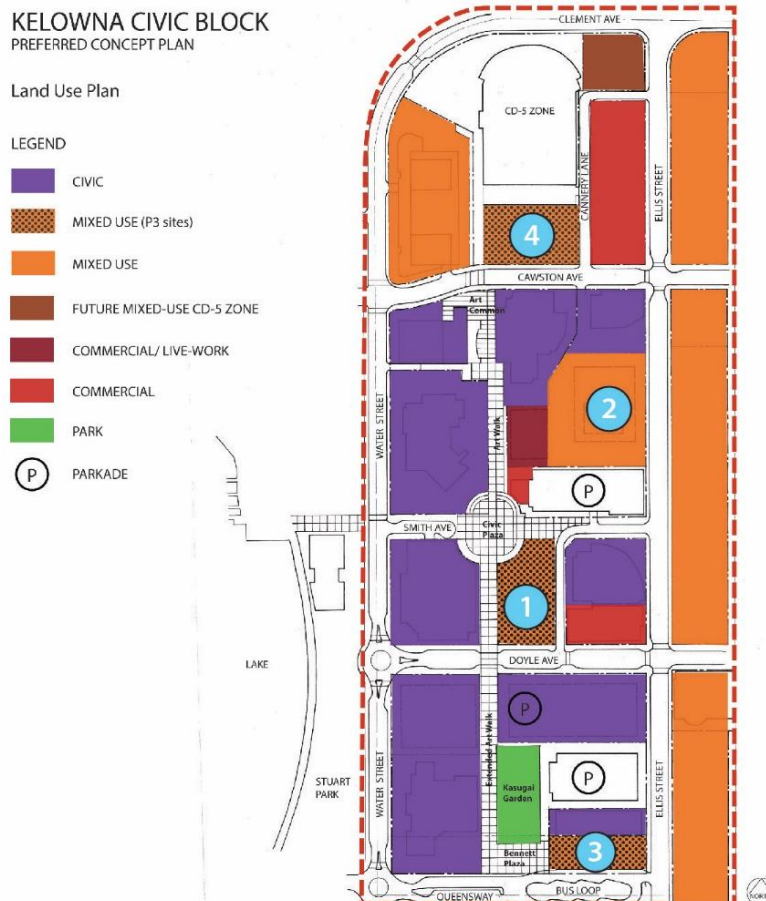


Figure 1

Figure 2

Key Sites Proposed	Current Future Land Use	Proposed Future Land Use
1. <b>350 Doyle Avenue</b> (Current RCMP parcel)	Educational / Major Institutional	Mixed-use Residential / Commercial
2. <b>1340 Ellis Street</b> (Existing IH Building parcel)	Educational / Major Institutional	Mixed-use Residential / Commercial
3. <b>470 Queensway Avenue and 1460 Ellis Street</b> (South Edge of Museum parcel includes 1460 Ellis Street)	Educational / Major Institutional	Mixed-use Residential / Commercial
4. <b>1223 Water Street</b> (South edge of Prospera parcel)	Commercial	Mixed-use Residential / Commercial

OCP Amendments for Design Guidelines

Another outcome of the Civic Precinct planning process was the establishment of clear expectations for how future development will contribute to the long-term vision for the area. Through the process there was consensus on the significance of the area given its relation to the Cultural District, Lake Okanagan as well as the civic prominence of the area. The *Civic Precinct Plan* determined that future development should be held to a high standard in terms of the architectural design and relation to the public realm, creating buildings and spaces that will serve as civic landmarks. The design guidelines enshrine this direction, providing staff and council with a tool to guide development and to achieve planning excellence in this important area of the Downtown.

The introduction of the Design Guidelines (as described in Attachment B) for the Civic Precinct will require Chapter 14 of the OCP to be amended to establish the new development permit area. The Civic Precinct Design Guidelines will be the sole Development Permit layer required for development in the Civic Precinct Plan Area (as shown in Attachment A), replacing the Comprehensive and General Revitalization Development Permit layers. The Civic Precinct Design Guidelines encourage a human scale development emphasizing the relationship between building design and the public space improvements in the area. Also, the guidelines outline clear expectations for the quality of materials, building form, and other key urban design considerations. The design guidelines will be applied to private sector and public sector projects, reflecting the responsibility of the city and development community to implement the goals of the plan. Overall, the design guidelines will ensure new development in the area respects the goals of developing a safe, attractive, amenity-rich and people-friendly Civic Precinct.

In addition to the design guidelines there are several supporting elements that will require OCP amendments. First, Map 5.8 of the OCP will be updated to delineate the boundary of the

Civic Precinct Development Permit Area as outlined in Attachment A of the report. Also, as part of the Civic Precinct Plan, additional building height is introduced at three sites where MXR Mixed-use Residential / Commercial is proposed (RCMP site, IH Site on Ellis, and Queensway Site) on the Building Heights Plan map. The additional height will ensure future redevelopment is viable and provide greater flexibility as the City encourages redevelopment of these sites in the long-term. The changes to the maximum building height will be included in a Map as part of the updates to the C7 zone, ensuring future development regulations are aligned with the vision for the built form articulated in the *Civic Precinct Plan*. Accordingly, the Downtown Building Heights Map from the OCP will be moved to the C7 zone as part of the forthcoming Community Planning report to allow for more effective enforcement and regulation. The proposed OCP and C7 updates will align the City's development regulations with the long-term planning policy to ensure consistency across the city's planning documents for this area of downtown.

### **Conclusion and Next steps**

The implementation of the *Civic Precinct Plan* represents another step in the City's efforts to establish clear goals for the planning and design of Kelowna's urban centres. The proposed OCP amendments and the forthcoming C7 zone regulations will operationalize the goals of the Civic Precinct Plan in advance of future redevelopments such as the RCMP site on Doyle Avenue. Each new development in the plan area will be a major opportunity to champion the goals of the *Civic Precinct Plan* as endorsed by council and the community. The implementation of the *Civic Precinct Plan* will ensure future development contributes to the on-going evolution of the area as a vibrant and people-friendly mixed-use district that celebrates culture and public interaction.

### **Internal Circulation:**

Divisional Director, Community Planning and Real Estate  
Manager Parks and Buildings Planning  
Strategic Land Development Manager  
Cultural Services Manager  
Communications Advisor  
Department Manager, Policy and Planning  
Department Manager, Community Planning  
Manager, Urban Planning

### **Legal/Statutory Authority:**

### **Legal/Statutory Procedural Requirements:**

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

Staff have reviewed the amendment, and it may move forward without affecting either the City's Financial Plan or Waste Management Plan.  
As these amendments follow from the *Civic Precinct Plan* sufficient public consultation has taken place to satisfy section 475 of the LGA.

**Existing Policy:**

Civic Precinct Plan  
*My Downtown* Plan  
2012-2017 Cultural Plan  
2030 Official Community Plan

Submitted by:  
Ross Soward, Planner Specialist

Approved for inclusion:  J. Moore, Acting Dept. Manager of Policy & Planning

cc:  
Divisional Director, Community Planning and Real Estate  
Manager Parks and Buildings Planning  
Strategic Land Development Manager  
Cultural Services Manager  
Communications Advisor  
Department Manager, Policy and Planning  
Department Manager, Community Planning  
Manager, Urban Planning

**Attachments:**

Attachment A: Urban Design DP Area Map  
Attachment B: Chapter 14 Design Guidelines