

Report to Council



Date: August 28, 2017
File: 1200-70
To: City Manager
From: Ross Soward, Planner Specialist
Subject: Capri-Landmark Plan – Concept Plan Options

Recommendation:

THAT Council receives, for information, from the Planner Specialist dated August 28, 2017, with respect to the Concept Plan options for the Capri-Landmark Plan.

THAT Council directs staff to refine Concept Plan 2 as the preferred plan direction as outlined in the report from the Planner Specialist dated August 28, 2017.

AND THAT Council directs staff to further study the feasibility of the Daylighting Ritchie Brook as part of refinement of Concept Plan 2 as outlined in the report from the Planner Specialist dated August 28, 2017.

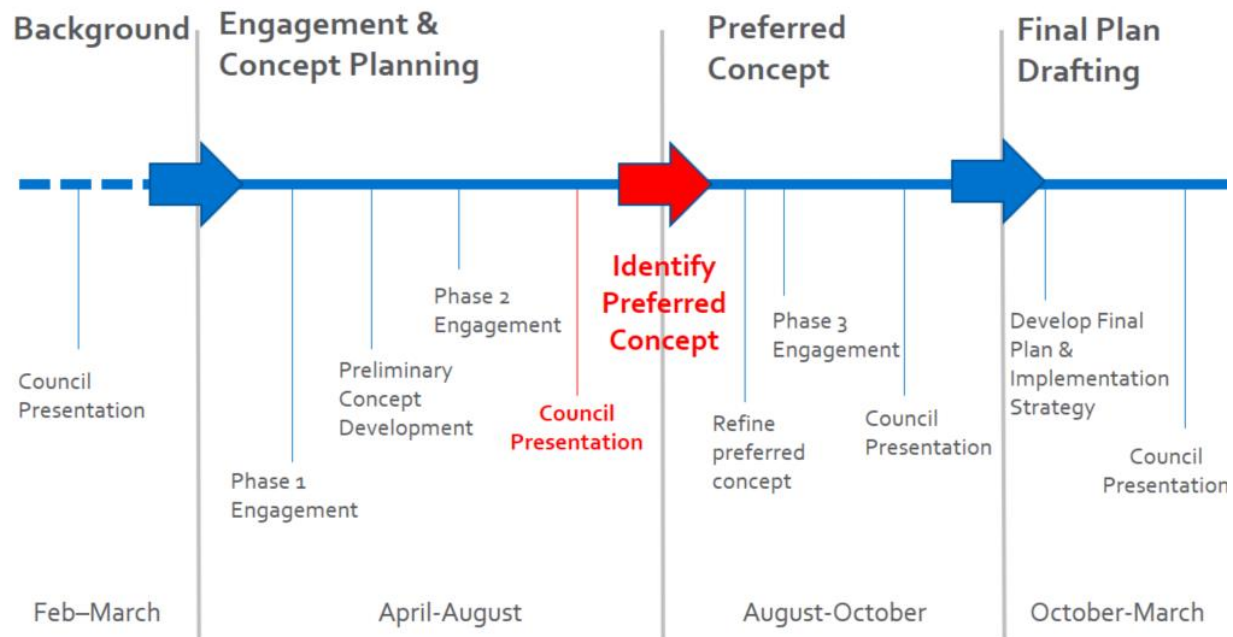
Purpose:

To present an update on the planning process of the Capri Landmark Urban Centre Plan and for Council to endorse the preferred Concept Plan in order for further detailed concept and feasibility planning to proceed.

Background:

Kelowna's urban centres have the opportunity to deliver the density, walkability and quality of life that are increasingly linked to growth, innovation, and private sector investment. The Capri-Landmark Urban Centre is facing significant development pressure, but currently lacks the detailed planning needed to guide future development and infrastructure investment. The Urban Centre Plan will determine future land use policies and infrastructure requirements to ensure future growth results in the development of a successful urban centre. Over the last six months' staff have built upon the direction of the *Urban Centres Roadmap* (UCR), consulting with the public and key stakeholders to develop two Concept Plan options that will guide development and position the area for long-term success.

Planning process



Urban Centres Roadmap

The City's *Urban Centres Roadmap* (UCR) principles were endorsed by Council as key ingredients of successful urban centres. A corresponding series of performance targets were developed to measure the impact of the principles on the ground. As part of the Capri-Landmark engagement process, the public ranked the top 3 principles for Capri-Landmark as: *Make it walkable, Places for people, and Going green*. The Concept Plan options in this report balance the direction from the UCR principles and targets alongside community feedback, technical analysis and context of the area.

Urban Centres Roadmap Planning Principles

Mix it up: Promote vitality through a mix of land uses

Places for people: Encourage building and street proportions that are inviting for people

Healthy Housing Mix: Ensure a diversity of housing types

Social spaces: Establish flexible public spaces that promote social interaction

Placemaking: Promote local character and sense of place

Going green: Design for environmental resilience

People first transportation: Prioritize alternative transportation options and connections

Make it Walkable: Streets & blocks that are walkable & comfortable for all pedestrians

Concept Plans

After community engagement and technical analysis, two preliminary concept plans were developed. Because both Concept Plan options respond to the existing strengths and challenges, OCP policies and the UCR principles and targets, there are a number of elements that are consistent across both plans that are listed below.

Key features common to both concept plans:

- Redevelopment of Capri Centre as mixed-use/work-live community with 1,000 residential units by 2040
- Enhanced Pacific Park (integrate adjacent city-owned lots)
- Expansion of Mill Creek Linear Park from Gordon Dr to Burtch Rd
- Redevelopment of the Parkinson Recreation Centre as shared-use facility
- Introduce an improved east-west transportation connection from Burtch Rd to Spall Rd
- Extend Pacific Ct north from Sutherland Ave to Belaire Ave
- Focus mixed-use high-density development east of Landmark towers along Dickson Ave
- Maintain service commercial development along Spall Road and Springfield Road
- Establish sidewalks on both sides of all primary and secondary streets in the area
- Retrofit Sutherland Ave from Gordon Drive to Burtch Rd as the primary Cycling Route and Active Transportation Corridor (ATC)
- Establish “main street” areas to focus ground-oriented retail with enhanced pedestrian areas
- Develop an active transportation connection from the Parkinson Recreation Centre pedestrian overpass to Dickson Ave
- Establish a local east-west street for the southern half of Landmark area

In addition to the common elements described, each Concept Plan option has its own unique features that would have different impacts on the overall build-out of the urban centre.

Concept 1

Concept 1 takes a less aggressive approach to densification, maintaining the low and medium density residential character of Capri. However, significant densification is proposed within the Landmark area. The 2040 projected build-out of Capri-Landmark is 9,670 people and 4,796 jobs. Concept 1 realigns Sutherland Ave to connect with Dickson Ave. Concept 1 also has a less ambitious approach to parks and public spaces with fewer spaces allocated to parks and public plazas.

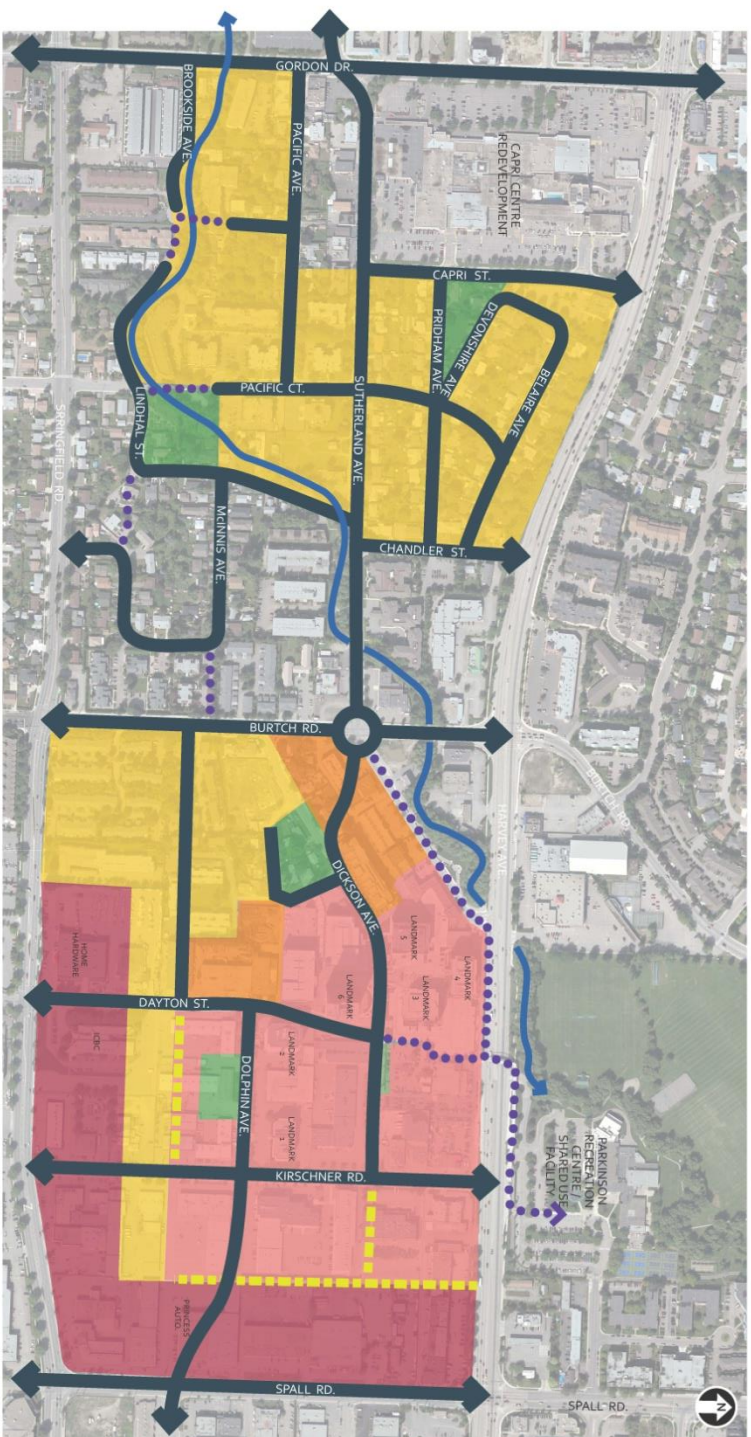
Unique Features

1. Medium density residential in Belaire Ave / Pridham Ave area
2. Ground-oriented retail on Sutherland Ave south of Capri Mall & public square in Landmark
3. Realign Sutherland Ave to connect to Dickson Ave, upgrade intersection at Burtch Rd
4. Develop a “shared street” north of public square at Dolphin Ave & Dayton St
5. Dickson Ave as a primary cycling route through Landmark
6. Bicycle boulevard from Gordon Dr to Burtch Road through Brookside and McInnes Ave

7. Develop a public square as signature public space in Landmark at Dayton St and Dolphin Ave
8. Small neighbourhood park in Dickson Ave area close to existing multi-family residential areas.

The preliminary order of magnitude costing (capital costs) for the parks, public spaces and key transportation improvements are estimated at \$19,000,000. Note that a further breakdown of the costing is included in 'Attachment D'. The order of magnitude costing information is preliminary and will be updated as the concept plan(s) are refined and key project information becomes available. Overall, the costing information is primarily intended to be used as a high level comparison of the two concepts plan options.

Strengths	Challenges
Less impact of development on established areas in Capri area (Pridham)	Lower density and employment target for full build-out of area
Less impact on landowners, results in the development of a signature urban square	Limited diversity of public spaces and less green spaces
Lower costs associated with land acquisition for transportation network (realign Sutherland Ave to Dickson Ave)	Lacking organizing feature that could define the character and identity of the area
Lower impact on Capital Plan for transportation improvements and public space improvements	Larger block sizes and lower levels of connectivity and walkability



LEGEND

- MIXED-USE RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- SERVICE COMMERCIAL
- MEDIUM DENSITY RESIDENTIAL
- PARKS
- Major Roadways
- Laneways
- Pedestrian Connections
- Greenway / Cycle

Option 1 - Future Land Use

Capri-Landmark Plan Concept Plans

August, 2017



1. Medium density residential in Belaire / Pridham area
2. Ground-oriented retail on Sutherland south of Capri Mall & fronting the public square in Landmark
3. Realign Sutherland Ave to connect to Dickson Ave, upgrade intersection at Burch Rd
4. Develop "shared street" north of public square at Dolphin Ave & Dayton St

5. Dickson Ave as primary cycling route through Landmark
6. Bicycle boulevard from Gordon to Burch Road through Brookside and McInnes Ave
7. Develop public square as signature public space in Landmark at Dayton St and Dolphin Ave
8. Small neighbourhood park in Dickson area close to residents along Dickson and Bedford

Illustrated Concept Plan 1 - Key Features

Concept 2

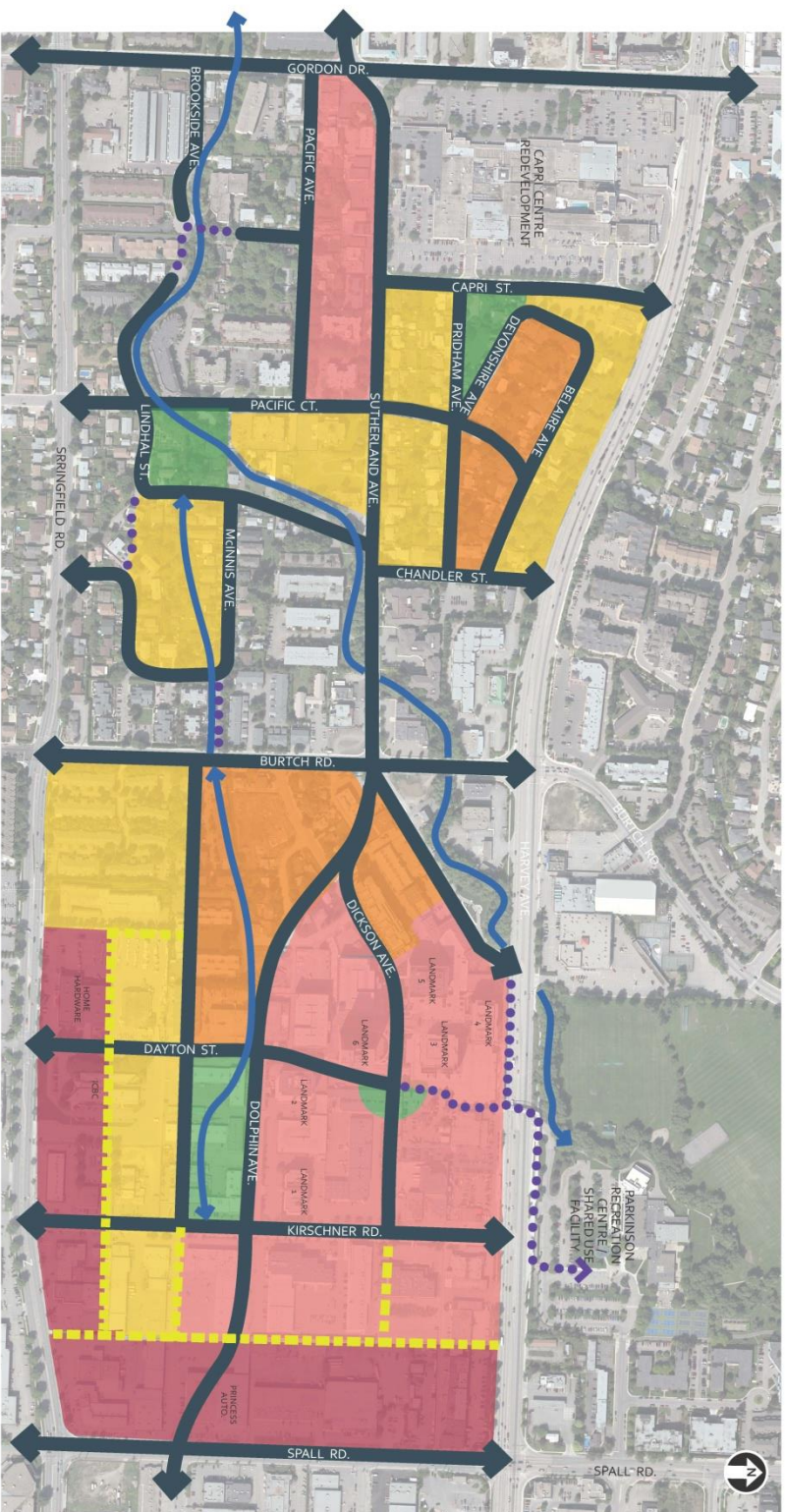
Concept 2 has a more aggressive long-term growth projection with high-density residential proposed for various sites in Capri and Landmark. The plan anticipates a 2040 build-out of 9,818 people and 4,757 jobs with 4,286 additional people expected beyond the 2040 horizon. A defining feature of concept two is the realignment of Sutherland Ave as a complete street to provide a secondary transportation corridor between Burtch Rd and Spall Rd. This network improvement will also create a new block to focus development and improve connectivity. In addition, the Plan takes a more ambitious approach to parks and public space with the daylighting of Ritchie Brook which can serve as a central organizing feature for the urban centre, providing an important green corridor amenity while also enhancing stormwater management and water quality.

Unique Features

1. Mixed-use main street on south sides of Sutherland Ave from Gordon Dr to Pacific Ct
2. Develop ground-oriented retail and main street at Dickson Ave & Dayton St with public plaza as a signature public space for the area
3. Introduce medium density residential on McInnes Ave as part of Ritchie Brook enhancements
4. Encourage high-density residential on realigned Sutherland and along Burtch in Landmark
5. Support high-density residential on Devonshire adjacent to Mary Ann Collinson Memorial Park
6. Daylight Ritchie Brook to establish a green corridor amenity from Pacific Court Park to the proposed neighbourhood park on Dolphin Ave and Dayton with east-west pedestrian greenway alongside Ritchie Brook
7. Re-align Sutherland Ave and extend it as a complete street to connect with Dolphin Ave and Spall Road to improve multi-modal connectivity from Burtch Rd to Spall Rd
8. Extend Pacific Ct to the south to Springfield Rd
9. Develop a signature public plaza at Dickson Ave & Dayton St
10. Develop a neighbourhood park at Dolphin Ave & Dayton St
11. Redevelop Mary Ann Collinson Memorial Park as areas surrounding redevelops

The more ambitious approach to parks, public space and transportation improvements will require greater capital investment. City staff arrived at an order of magnitude cost of \$25,000,000 for the transportation and public space/park features which prominently include the Ritchie Brook Daylighting and full realignment of Sutherland from Burtch Rd to Spall Rd. A further preliminary cost breakdown is provided in 'Attachment D' for comparative purposes.

Strengths	Challenges
Long-term build-out exceeds base people/jobs density targets as per the UCR	Higher impact on established residential areas north of Sutherland Ave in Capri area
Transportation network improves structure of urban centre and enhances viability of alternative transportation options (cycling, transit, walking)	Higher costs associated with the transportation network
Range of parks and public spaces delivers high level of amenity to future residents	Greater cost associated with parks and public space plan
Ritchie Brook as a central organizing feature and recreation amenity for residents has significant potential to improve area storm-water management & water quality	Will have an impact on future development in the area and requires significant land acquisition



Option 2 - Future Land Use

Capri-Landmark Plan

Concept Plans

August, 2017



1. Mixed-use main street on south sides of Sutherland Ave from Gordon Dr to Pacific Ct
2. Develop ground-oriented retail and main street at Dickson Ave & Dayton St with public plaza as a signature public space for the area
3. Introduce medium density residential on McInnes Ave as part of Ritchie Brook enhancements
4. Encourage high-density residential on realigned Sutherland and along Burch in Landmark
5. High-density residential adjacent to Mary Ann Collinson Memorial Park
6. Re-align Sutherland Ave and create complete street from Burch Rd to Spall Rd
7. Extend Pacific Ct to the south to Springfield Rd
8. Develop a signature public plaza at Dickson Ave & Dayton St
9. Develop a neighbourhood park at Dolphin Ave & Dayton St
10. Redevelop Mary Ann Collinson Memorial Park as part of development of high-density residential
11. Daylight Ritchie Brook to establish a green corridor amenity from Pacific Court Park to the proposed neighbourhood park on Dolphin Ave and Dayton with east-west pedestrian greenway alongside Ritchie Brook

Illustrated Concept Plan 2 - Key Features

Concept Evaluation: Urban Centres Roadmap & Public Engagement Feedback

UCR Principle	Alignment with UCR Principles & Targets	Public Feedback
Promote vitality through a mix of land uses (Mix it up)	Both concepts meet the <i>UCR</i> target of 150-250 people / jobs per hectare. However, the full buildout of concept 2 is 200 people/ jobs per hectare. Both Plans address the imbalance of jobs to residents and meet the <i>UCR</i> target of 2 residents for every 1 job with roughly 100 people per hectare.	Significant public support for adding further residential to the area; some concern around the degree of height in select areas. Also, support for greater local services and amenities.
Encourage building & street proportions that are inviting for people (Places for People)	Both plans meet the target of establishing ground-oriented retail / “main streets” that prioritize people in their design. For example, Concept 1 has the public square and Concept 2 focuses on the plaza area at Dayton St and Dickson Ave. Both concepts also focus on Sutherland Ave by Capri Centre.	Public feedback identified the desire to see more pedestrian-friendly streets with improved human scale building design, pedestrian oriented lighting and streetscape improvements.
Ensure diversity of housing types (Healthy Housing Mix)	Both concept options will have over 80% of units as multi-family as per the <i>UCR</i> target and maintain much of the rental housing in Capri south of Sutherland Ave. Further, the plans will look at policies to encourage ground-oriented and family friendly housing in medium and high-density residential areas.	Significant concern around the loss of rental housing within the Capri area of the Plan. Desire to include affordable housing sites as part of final plan.
Establish flexible public spaces that promote social interaction (Social spaces)	Both concepts add social spaces to the area to ensure a diversity of spaces (green spaces, linear parks, plaza spaces etc). Both plans ensure all residents are within 400m of a public space or park as per <i>UCR</i> target. Concept 2 achieves this target with a greater diversity of public spaces/parks with addition of Ritchie Brook.	Public feedback at workshops highlighted the support for increased density in Landmark, however the public was concerned about adding density without adequate public space/ parks.
Promote local character and sense of place (Placemaking)	Both of the concepts look to strengthen the connection to Mill Creek as a way to enhance ‘sense of place’. Concept 2 also proposes Daylighting Ritchie Brook as a way to connect to history of the area when it was known as “Five Bridges”. Ritchie Brook and the proposed park elements are intended to strengthen the sense of identity in the area.	Public engagement identified potential for this area to become a ‘locals’ hub; considerable interest in strengthening link to Mill Creek and Ritchie Brook to enhance local character.
Design for environmental resilience (Going green)	Both concepts look at street orientations (east-west) that will allow for passive building design strategies as per <i>UCR target</i> . Also, the enhancement of Mill Creek and daylighting of Ritchie Brook in Concept 2 would improve stormwater management, water quality and increase permeable surfaces significantly.	Concern from community around the current lack of green spaces, street trees and permeable surfaces to support stormwater management during major flood events.
Prioritize	Sutherland Ave is the spine for the bicycle network in	Significant support for

alternative transportation options and connections (People first transportation)	both concepts between Gordon and Burtch. But, the full realignment of Sutherland Ave in Concept 2 creates an opportunity for an east-west complete street corridor all the way to Spall Rd and enhances the potential for transit and cycling corridor to provide direct service to Landmark towers.	improved transit to support commuting to Landmark. Also, many people highlighted the importance of safe and direct cycling connections for the area.
Streets & Blocks that are Walkable & Comfortable for all Pedestrians (Make it Walkable)	Both concepts add road connections to create a more connected and walkable street network. However, Concept 2 with the Pacific Ct. and the full Sutherland Ave complete street realignment results in shorter block lengths that will support a more walkable and pedestrian-oriented neighbourhood in Concept 2.	Overwhelming support for adding sidewalks, traffic calming and smaller block sizes associated with concept 2.

Transportation Assessment

To develop the concept options, Staff has developed the transportation network plans that align with City policy, focusing on the *UCR* targets to develop a balanced transportation network that offers users a choice of travel mode and route options.

Two options have been developed that use similar principles to a varying degree. These options have been reviewed and assessed from a technical perspective as detailed in 'Attachment C - Transportation Technical Review Summary' and summarized in Table 1: Transportation Review Summary (below). As outlined previously, Option 1 is less aggressive and therefore requires less infrastructure investment and more favorable implementation feasibility. Comparatively, Concept 2 has more ambitious growth targets and infrastructure improvements, achieving the majority of the goals and objectives set out in the *UCR*. Concept 2 sets the stage for the area to establish a vision of a thriving, vibrant urban centre at full build out, but does require marginally higher transportation infrastructure investment. The table below displays the relative ranking of each concept on key criteria with the existing condition used as a baseline for review and analysis.

Table 1: Table 1: Transportation Review Summary

Mode	Criteria	Existing Condition	Concept 1	Concept 2
Pedestrian	Improved Permeability			
Pedestrian	Improved Major Road Crossings			
Pedestrian	Reduced Exposure Risk/Conflict Points			
Cycling	Improved Permeability			

Cycling	Improved Connectivity			
Cycling	Reduced Exposure Risk/Conflict Points			
Cycling	Increased Access to AT Network			
Transit	Improved Permeability			
Transit	Potential to Bring Transit to Core			
Transit	Improved Transit's Competitiveness			
Vehicular	Improved Connectivity within Urban Centre			
Vehicular	Improved Connectivity to Major Road Network			
Vehicular	Improved Permeability / Redundancy			
Vehicular	Anticipated Vehicular Use of Network - Internal			
Vehicular	Anticipated Vehicular Use of Network - External			

Not Achieve				Achieve
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Table 1: Transportation Review Summary

Based on this analysis, there are significantly more transportation benefits from Concept 2 that include the Sutherland Ave realignment through to Spall. It mitigates existing traffic concerns, plans for redundancy and connectivity for all modes and accommodates future growth. It also prioritizes alternative modes making these modes more attractive options, especially for cycling and transit, enabling a shift to these modes. Overall, a long-term shift in transportation behaviour will be critical to the success of the urban centre and the growth of the city. For this reason, the greater investment associated with the multimodal benefits achieved by Concept 2 is the preferred option from a transportation perspective.

Recommended Concept

Based on feedback from public engagement, UCR principles and targets, costing information and staff's technical analysis, Concept 2 is recommended based on the following:

- The overall mix of land uses, density, amenities, transportation connections and open space in Concept 2 reflect the City's goals to create complete communities, delivering a high quality of life to residents and workers;
- The transportation network provides more opportunities to prioritize alternative transportation options and improve connectivity and access to the area in the long-term;

- The public space and parks configuration for Concept 2 provides a greater diversity of urban public spaces and parks to support this high-density live-work community;
- The inclusion of Ritchie Brook in Concept 2 has the potential to be a central feature of the urban centre, establishing local identity and character for the area and significantly enhancing stormwater management and water quality in the Mill Creek corridor in the long-term.

Moving forward, the higher capital and operations costs associated with Concept 2 must be considered in relation to the long-term development of all five urban centre plans. Each Urban Centre Plan will require significant investment and the Capri-Landmark Plan will set a precedent for future planning processes. The final plan for Capri-Landmark will require significant projects to be included in the 2030 Infrastructure Plan and DCC program, which may necessitate a re-evaluation of project prioritization in some cases. However, the additional projects should be viewed as an investment in an area that has a significant infrastructure deficit and major opportunity for private investment and development. The OCP will continue to signal the Downtown as the premier urban centre; however, investment areas such as Capri-Landmark, Rutland, and South Pandosy will be critical in attracting growth across the City's urban centres that support different geographic sectors of the City.

Conclusion

The concept plan that council endorses will serve as the foundation for the preferred plan direction. Once complete and endorsed by Council, the final Capri Landmark Urban Centre Redevelopment Plan will:

1. Guide land use, determining where density and building height should be focused to support a vibrant work-live urban centre;
2. Aid in the development of a Transportation Impact Analysis, determining necessary vehicle and active transportation infrastructure improvements;
3. Remove the current development moratorium that is currently in place for this area, and guide key servicing and transportation requirements in development approval review;
4. Inform capital plan investment priorities.

As a result, the Plan will be implemented incrementally with significant roles for both the City and the development community over the next twenty-five years. With a strong Plan in place, each redevelopment proposal can be leveraged as an opportunity to invest in the area that moves the community closer to the Plan's vision.

Next Steps

Following Council's direction, the selected Concept Plan will be refined in preparation for public engagement in the fall. The project team will undertake additional technical analysis with respect to the feasibility of Ritchie Brook daylighting, determine building height ranges, update maps / visuals, refine costing, determine impacts on City utilities, identify intersection improvements, and determine areas requiring additional policy direction. Staff will also develop an implementation strategy to identify

funding options through shared investment. The next report to Council is anticipated to be in October to receive direction on the Final Preferred Concept Plan prior to the compilation of the final Capri Landmark Urban Centre Plan document.

Internal Circulation

Divisional Director, Community Planning and Real Estate
Divisional Director, Infrastructure
Department Manager, Policy and Planning
Manager, Long Range Policy & Planning
Department Manager, Community Planning
Manager, Integrated Transportation Department Manager
Manager, Urban Planning
Manager, Transportation Engineering
Transportation Engineer Planning & Development
Design Technician, Utility Planning
Communications Consultants, Corporate
Engineering Technical Support Coordinator
Manager, Infrastructure Engineering

Existing Policy

2030 Official Community Plan

Objective 5.3 Focus development to designated growth areas

Policy .2: Compact Urban Form.

Develop a compact urban form that maximizes the use of existing infrastructure and contributes to energy efficient settlement patterns. This will be done by increasing densities (approximately 75 - 100 people and/or jobs per ha located within a 400 meter walking distance of transit stops is required to support the level of transit service) through development, conversion, and re-development within Urban Centres (see Map 5.3).

Urban Centres Roadmap

Principles for Urban Centre Development

- Principle 1: Promote Vitality Through a Mix of Land Uses
- Principle 2: Encourage Building and Street Proportions that are Inviting for People
- Principle 3: Ensure a Diversity of Housing Types
- Principle 4: Establish Flexible Public Spaces that Promote Social Interaction
- Principle 5: Promote Local Character and Sense of Place
- Principle 6: Design for Environmental Resilience
- Principle 7: Prioritize Alternative Transportation Options and Connections
- Principle 8: Create Streets and Blocks that are Walkable and Comfortable for all Pedestrians

Pedestrian and Cycling Master Plan

Network Design

- Objective 1: Facilitate and enhance walking and cycling in all roadway designs;
- Objective 2: Apply higher design standards for high demand or “strategic” active transportation routes;

Objective 3: Develop a comprehensive pedestrian and bicycle network for phased implementation.

Financial/Budgetary Considerations:

Capri Landmark Urban Centre Redevelopment Plan budget is sourced from the Policy and Planning Department's Professional and Consulting Budget = \$146,700

Personnel Implications:

1455 hours of staff time

Submitted by:

Ross Soward, Planner Specialist

Approved for inclusion:



D. Noble-Brandt, Department Manager, Policy & Planning

Attachments:

Attachment A: Community engagement milestones and engagement summary

Attachment B: Ritchie Brook daylighting memo

Attachment C: Transportation technical review summary

Attachment D: Concept Plan order of magnitude costing

Attachment E: Supporting transportation maps