

# Report to Council



**Date:** October 30, 2017  
**File:** 1850-01  
**To:** City Manager  
**From:** Christina O'Reilly, Project Manager, Integrated Transportation  
**Subject:** Downtown Streetscape Guidelines and Lawrence and Leon Mobility Study  
Report Prepared by: David James, Planning Specialist, Parks and Building Planning

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## **Recommendation:**

THAT Council receives for information, the report from the Integrated Transportation Project Manager dated October 30, 2017, with respect to the Downtown Streetscape Guidelines and Lawrence and Leon Mobility Study;

AND THAT Council receives the update on the development of Downtown Streetscape Guidelines and the next phase proposed for the Lawrence and Leon Mobility Study as outlined in the report.

## **Purpose:**

The purpose of this report is to update Council on the Downtown Streetscape Guidelines and the recommended public engagement process for the Lawrence and Leon Mobility Study.

## **Background:**

In response to a request by the Downtown Kelowna Association (DKA), staff initiated a project to jointly-fund a study to develop streetscape guidelines for downtown, as well as a mobility and urban design study for Lawrence and Leon Avenues west of Richter Street.

The two studies will be used to direct future planning efforts for the urban design, road cross-sections, active transportation and traffic movement options for Lawrence and Leon Avenues. This will include exploring an enhanced urban realm, one-way versus two-way traffic movements and facilitating safer bicycle movement to create a more vibrant downtown.

## **Subject Area**

The Subject Area is Lawrence and Leon Avenue from Richter Street to Abbott Street as illustrated below in aerial photograph of the subject area.

## Goals of the project:

- 1) Develop a coordinated approach for streetscape elements that will form the basis for Streetscaping Design Guidelines that can be applied to frontage improvements undertaken in conjunction with new development within downtown.
- 2) Develop preferred road cross-sections within the Subject Area with the aim of improving mobility for all modes of transportation.
- 3) Generate concept plans for Lawrence and Leon Avenues specifically by applying the guidelines and preferred road cross-sections to create an enhance public realm, multi-modal streetscape that will respond to existing and future development along these corridors.

## Project Process

The project is being delivered by a multi-departmental team in partnership with the DKA to undertake an analysis of transportation options.

Given the limited right-of-way width on each of the study streets, trade-offs will be required to accommodate competing demands between people walking, biking, driving, and parking. Understanding the priorities of local property owners and the general public will be critical in development of a preferred concept for Lawrence and Leon.

In tandem with the mobility study, a coordinated approach to selection of streetscape elements was initiated through an online survey for residents and businesses to share their thoughts in determining the appropriate look and feel for Kelowna's downtown districts.

Pending Council's endorsement, the development of a Downtown Streetscape Guidelines will guide replacement of aging street furnishing as well as frontage improvements associated with future development within the City Centre. This will directly impact planning efforts for Lawrence and Leon Avenues and the development of road cross-sections and concept plans for these two downtown streets.

Staff recognize the need for a unified street furniture program that contributes to a high quality public realm for Kelowna's streets. Having a coordinated approach to streetscape elements will:

- Improve the image and identity of downtown by providing visual continuity and consistency of elements along the corridor;
- Provide additional amenities for pedestrian comfort, promote safety and enjoyment of the downtown streetscape environment;
- Provide guidance to Staff and streamline the process for the selection and placement of streetscape elements as new development occurs or street furniture is replaced.

An inventory of existing streetscape elements within the City Centre found that there was often a mixture of different styles of streetscape elements along the same street. There was also a lack of key amenities such as benches, bike racks and trash receptacles that would add to pedestrian comfort. This can be attributed a piece-meal introduction of street furniture over time and the absence of any consistent guidelines for selection and placement.

This has resulted in an ad-hoc appearance to key streets such as Water Street. There is also an opportunity to provide a more unified streetscape appearance along the length of Ellis Street to complement the recent development in the area.

### **Online Engagement Survey and Results**

Key considerations were used as criteria for an open, online survey as part of the City's 'Get Involved' engagement platform. The results of the survey, along with operational considerations, will inform appropriate look and feel of [Kelowna's] downtown streetscape elements as the City works to establish streetscape guidelines for downtown districts. Key considerations in selection of streetscape elements included:

- Importance of Elements: The survey asked for respondents to rank importance of key streetscape elements as a direct need to provide comfort for users to promote an increase in pedestrian activity.
- Quality and Durability: The survey asked for respondents to rank importance of features such as durability, quality, character, comfort, style and cost to balance considerations of character, function and cost.
- Style Preference: The survey asked for respondent's preference for character of key streetscape elements as they relate to Kelowna's four downtown districts: Civic/Cultural District; Historic/Entertainment District; Business District; and Residential District.

The online survey was made available from Sept. 20 to Oct. 8 and promoted through the City's news bulletins, website, and social media channels. Two hundred and thirty-six survey responses were received.

Respondents ranked trash receptacles as the most important streetscape element, followed by benches. Traffic bollards were ranked as the lowest level of importance. Durability to maximize resistance to weather and vandalism was ranked as the most important feature for benches and trash receptacles. For bike racks and traffic bollards, functionality was most important for respondents, followed closely by durability.

A number of comments throughout the survey highlighted a preference for benches without dividers, trash receptacles with a recycling component and larger openings to reduce garbage on street as well as more bike racks in the downtown area.

For the cultural district, 40 per cent of respondents said the transitional theme is most appropriate. Over half of respondents said the traditional theme would work best for the historic and entertainment district and selected the contemporary theme for the business district. Forty-two per cent of respondents said a transitional theme would be most appropriate for the residential district, followed closely by the contemporary theme with 38 per cent of the votes.

### **Lawrence and Leon Mobility Study**

Through a combination of technical analysis and stakeholder input, a preferred concept plan for Lawrence and Leon will be developed, balancing the requirements of people walking, biking, driving, and parking.

The concept plan, pending endorsement by the Ministry of Transportation and Infrastructure and City, would form the basis for more detailed design and implementation if capital funding is made available. Currently there is no capital funding identified in the 2030 Infrastructure Plan or the 10-year Capital Plan.

## **Communications and Engagement Process**

The communications and engagement process is designed to ensure a comprehensive and thoughtful engagement approach for stakeholders and citizens so they can provide input into the design of Downtown Streetscape Guidelines and a preferred right-of-way configuration for Lawrence and Leon Avenues based on an evaluation of trade-offs. Throughout the engagement process focus was directed on the efforts to improve Kelowna's downtown streetscape and the mobility on Lawrence and Leon and not on social issues or what businesses and services are appropriate for the area. When stakeholders or members of the public raise issues that are outside of the current project scope they are given information about other initiatives such as the Journey Home. A variety of direct in-person and online public engagement techniques will be suited to reach a variety of stakeholders, identify issues and gather input for the final recommendation.

### **Phase 1: Inform about plan and process (Complete)**

- Downtown streetscape online survey
- DKA stakeholder invitation session
- Website update
- Resident notification
- Advertising
- Face-to-face meetings (DKA Board)

### **Phase 2: Collect Input (Listen and Learn)**

- Mobility options online survey
- Information mail-out to stakeholders
- ROW options and trade-offs info sessions
- Face-to-face meetings (Council Workshop, DKA Board)

### **Phase 3: Recommendations**

- Streetscape guidelines for Council consideration
- Preferred concept(s) for Council consideration
- Preferred concept(s) for information to neighbourhood and community



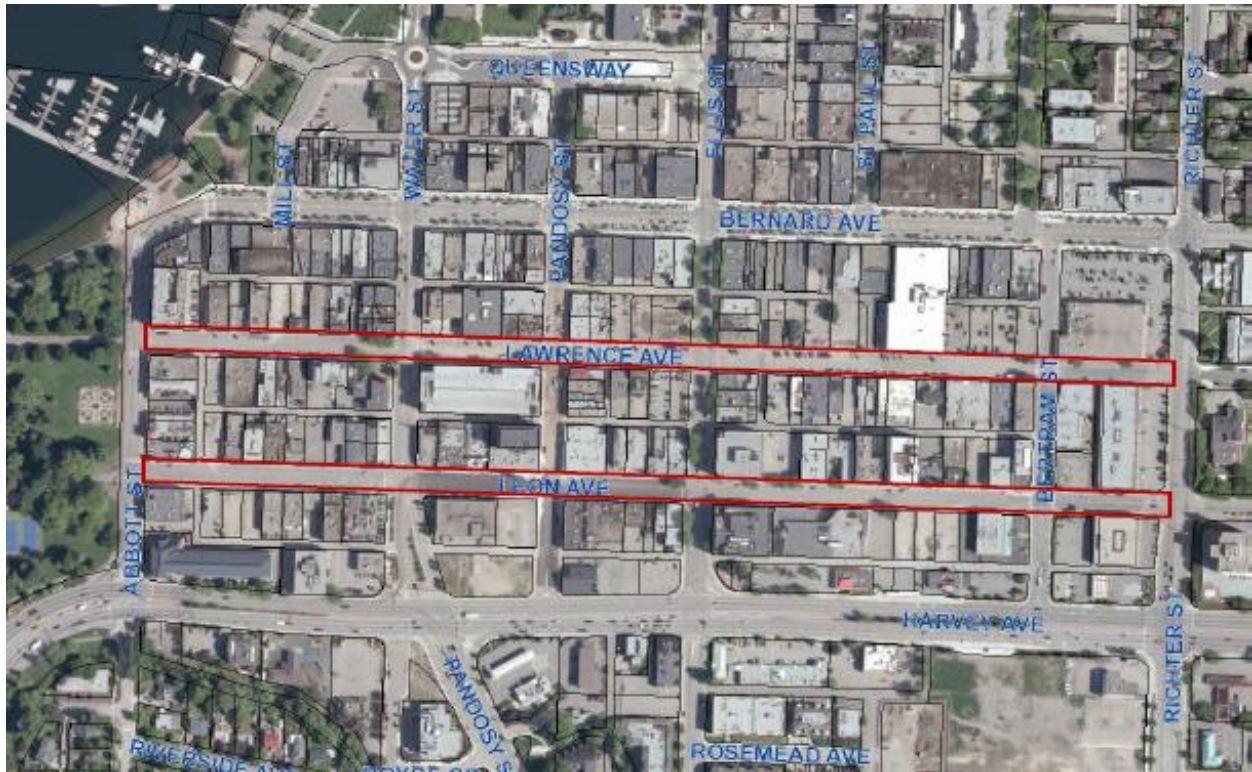
## Next Steps

The Downtown Streetscape Guidelines will direct future efforts on street designs for Lawrence and Leon Avenues. Furthermore, the Downtown Kelowna Association is collaborating with the City on the mobility study to look at configurations for Lawrence and Leon Avenues based on transportation analysis.

Following the City's Engage Policy, staff will consult (listen and learn) with stakeholders and citizens to identify preferences of right-of way configurations based on technical and financial considerations.

November 2017	<p><b>Online Engagement</b></p> <ul style="list-style-type: none"><li>• Right-of-way options including data of impact for each on sidewalk width, parking loss, turning movements, traffic patterns, cycle and pedestrian routes</li></ul> <p><b>Hand-out/Mail out to Lawrence / Leon Business &amp; Property Owners</b></p> <ul style="list-style-type: none"><li>• Outline and scope of project including options under consideration</li><li>• Direct to online feedback option or in-person info session</li></ul> <p><b>Right of Way options and trade-offs info sessions</b></p> <ul style="list-style-type: none"><li>• With public and specific stakeholders</li></ul>
January 2018	<p><b>Preferred (refined) concept to DKA Board</b></p> <p><b>Council workshop – review results from engagement</b></p>
February 2018	<p><b>Preferred (refined) concepts to Council</b></p> <ul style="list-style-type: none"><li>• For consideration of endorsement</li></ul> <p><b>Inform of final endorsement</b></p> <ul style="list-style-type: none"><li>• DKA newsletter</li><li>• Update webpage</li><li>• Social media</li></ul>

## Aerial Photograph of Subject Area



### Internal Circulation:

Divisional Director, Infrastructure  
Divisional Director, Corporate & Protective Services  
Divisional Director, Community Planning & Strategic Investments  
Manager, Community Engagement  
Transportation Planner, Integrated Transportation  
Manager, Parks & Buildings Planning  
Planning Specialist, Parks and Building Planning

### Considerations not applicable to this report:

Legal/Statutory Authority  
Legal/Statutory Procedural Requirements  
Existing Policy  
Financial/Budgetary Considerations  
Personnel Implications  
External Agency/Public Comments  
Communications Comments  
Alternate Recommendation

Approved by:

R. Villarreal, Manager, Integrated Transportation  
R. Parlane, Manager, Parks & Buildings Planning

Submitted by:

C. O'Reilly, Project Manager, Integrated Transportation

Approved for inclusion:



A. Newcombe, Divisional Director Infrastructure

**Attachment 1:** Downtown Streetscape Elements Engagement Report

**Attachment 2:** Downtown Streetscape Guidelines and Lawrence and Leon Mobility presentation

cc: Divisional Director, Infrastructure  
Divisional Director, Corporate & Protective Services  
Divisional Director, Community Planning & Strategic Investments  
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