

Report to Council



Date: March 14, 2016
File: 1200-70
To: City Manager
From: Ross Soward, Planner Specialist
Subject: Civic Precinct Land Use Plan

Recommendation:

THAT Council receives, for information, the final Civic Precinct Plan as attached to the Report from the Planner Specialist dated March 14, 2016;

AND THAT Council endorses the vision, goals and policy framework contained in the Civic Precinct Plan as direction into future Downtown Plan implementation initiatives;

AND THAT Council directs staff to move forward with the required Zoning Bylaw and Official Community Plan Bylaw amendments as identified in Chapter 5 of the Civic Precinct Plan;

AND FURTHER THAT Council directs staff to initiate work-planning on the remainder of the implementation items as identified in Chapter 5 of the Civic Precinct Plan.

Purpose:

To present Council with the final Civic Precinct Plan for endorsement and receive direction for staff to move forward with required implementation items as described in Chapter 5 of 'Attachment 1' of the report.

Background:

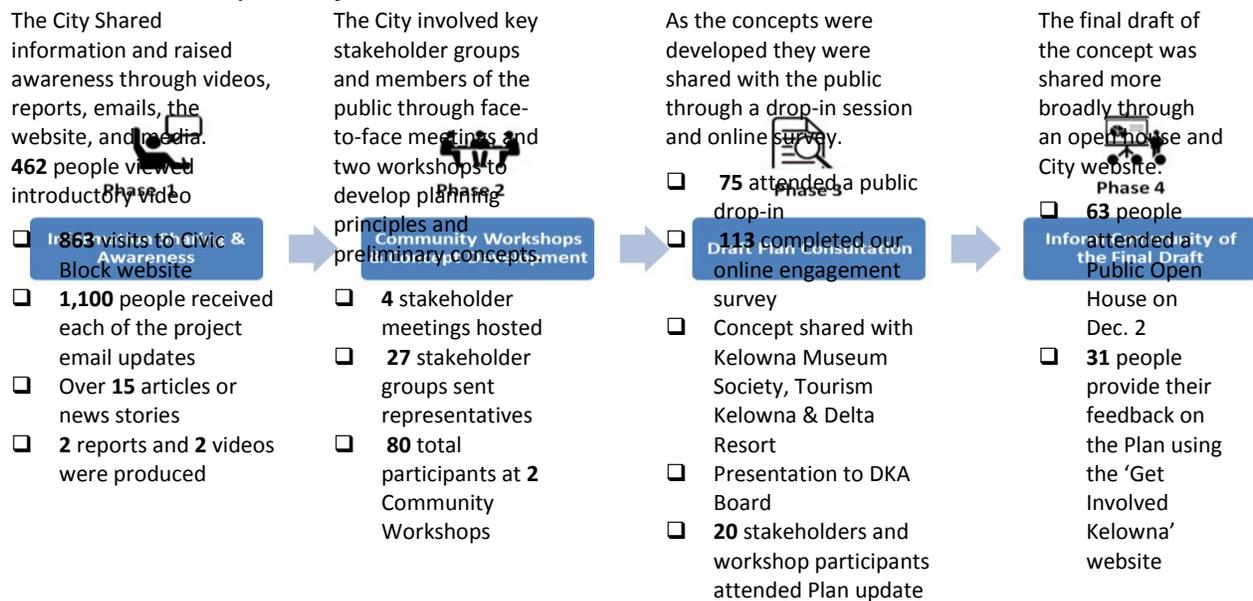
This report provides an overview of the planning process, content and implementation of the proposed Civic Precinct Plan, including the introduction of updated land use designations, Design Guidelines and other supporting policy directives.

The Civic Precinct Plan integrates community values with City policies and Planning and Design principles to ensure planning excellence in the long-term development of the study area. The Plan builds on the *My Downtown Plan* vision for the Downtown as a vibrant area with a significant residential population, a hub for employment and retail, supported by an inviting public realm and a thriving cultural district. The Plan provides a clear framework to ensure the redevelopment of key sites are leveraged as strategic opportunities to accelerate the process of Downtown revitalization, while enhancing the vitality of the Cultural District.

To understand unique opportunities and challenges facing the area, a study area profile was completed. Background research and demographic analysis revealed the Civic Precinct and surrounding Downtown has a residential population density of 20-25 people/hectare with mature urban centres reporting upwards of 75-100 residents/hectare. This comparatively low residential population when combined with the high number of institutional uses in the area (ie. City Hall, RCMP site, IH building on Ellis Street, Provincial Courts) has contributed to lower levels of activity in the evenings and weekends. Although the Cultural District facilities have robust levels of activity and visitation, much of the activity occurs indoors and public spaces around the facilities lack amenities and animation. At the same time, the area has a high employment density with several major Downtown offices under construction (ie. IH Public Health Building, Innovation Centre) that will increase demand for housing and amenities in the Downtown to serve the growing Downtown labor force. Further, the area has a high proportion of one-person households and seniors, highlighting the importance of encouraging a range of housing options in the area to support a diverse Downtown population. These and other strengths and challenges identified in the profile contributed to the Plan direction.

Public Engagement Process

On March 9, 2015 Council approved the public engagement strategy for the Plan. The engagement plan was developed in accordance with IAP2 best practices, building on the foundation set by the *My Downtown Plan*.



Given the high level of public interest in the area, the community was given a range of opportunities from April to December via focus groups, workshops, online surveys, and open house sessions to provide input on the long-term direction for the area. To ensure a range of community perspectives informed the development of the Plan, a diverse group of stakeholders were identified (representing Downtown development, landowners, government services, Downtown service providers, and arts and culture groups). These participants were the focus of the engagement activities and received regular updates on the work with opportunities to share feedback on the Plan. In summary, the community and stakeholders

provided input and direction, ensuring the Plan reflects the community’s values for the Civic Precinct.¹

Key Community Issues and Planning Themes

Over the course of the community engagement process, key themes emerged that guided the long-term policy direction and informed the Planning and Design Principles for the Plan.

- **Support Downtown living** - Encourage housing in the area and amenities (i.e. community centre) should be considered in the Downtown for residents. Participants also identified the need for affordable housing and encouraged a mix of housing forms.
- **Bring more activity to the area** - Increase the amount of activity outside of traditional business hours to enhance safety and make the area vibrant at all times of day throughout the year.
- **Enhance the Artwalk** - Extend the Artwalk to make it a cohesive pedestrian spine that would connect to the Cultural District while providing access to buildings and public spaces along the route.
- **Create a central public plaza** - Provide a central public space as an amenity for residents, employees and visitors. The design should be inspired by art, greenspace, outdoor performance functionality and local area history.
- **Maintain cultural facilities and enhance presence** - Ensure all of the cultural facilities are able to remain within the Precinct, while enhancing their profile and impact of arts and culture in Kelowna. (For example, the Kelowna Community Theatre site could be redeveloped as a Performing Arts Centre).
- **Finance creatively** - Explore opportunities to generate revenue through the build out of the Plan to implement the public realm improvements (ie. development approval process, public-private partnerships, and other funding tools such as CAC Downtown Reserve Funds)
- **Encourage pedestrian and cycling mobility and connectivity** - Improve the safety and comfort for people to walk and cycle to encourage less reliance on the automobile and create a more pedestrian friendly Downtown.
- **Minimize and disguise parking** - Incorporate parking above ground levels by screening or limiting the visual impact of parking; avoid prime real estate and find ways for parking to be shared in non-peak hours.

Planning & Design Principles

Through the public engagement process, a set of Planning and Design principles were established, reflecting the community’s values for the long-term development of the Civic Precinct. The principles informed the Plan refinement process, serving as evaluation criteria for the preferred concept Plan. The table below outlines how each of the principles has informed the final Plan.

| Planning & Design Principles | Integration of Principles in Final Plan |
|--|--|
| <i>Encourage vibrancy through a broad mix of land uses and public spaces</i> | Increased mix of land uses and opportunities for living and working in the area to animate public spaces and attract private investment. |

¹ For a comprehensive summary of the community engagement process, see Attachment 2.

| | |
|--|--|
| <i>Make the area a distinct and diverse cultural precinct</i> | Protect several sites for future cultural facility planning; introduce more integration between Cultural District and other parts of Downtown. |
| <i>Restrict market residential developments</i> | Add additional residential opportunities at edges of study area along Cawston Avenue, Queensway and Ellis Street, while introducing residential components on Doyle Ave at existing RCMP site. |
| <i>Build on existing facilities and patterns of infrastructure wherever possible</i> | Extend the Artwalk; assume a consolidation of the Museums. Consider expansion of Art Gallery at back of site to face Cawston Avenue and animate Artwalk. |
| <i>Create landmark public spaces that define future development</i> | Inclusion of a Civic Plaza to define back edge of KCT and existing RCMP sites. Other public space improvements include Laurel Packinghouse Courtyard and re-design of existing Bennett Plaza. |
| <i>Use public land for community amenities</i> | Create opportunities for long-term leases of select parcels to support market and affordable housing (ie. RCMP, Cawston, Queensway). |
| <i>Look for partnerships with the private sector to benefit the community</i> | Propose partnerships for near-term and long-term development of key sites (RCMP site on Doyle Avenue, Prospera site on Cawston Avenue, and Queensway Avenue site). |
| <i>Consider the economic and financial impact of all proposals</i> | Create opportunities for market uses on several sites in the long-term to generate revenue and reduce reliance on Capital Plan. |
| <i>Enhance opportunities for a healthy and complete community</i> | Encourage more active transportation, public realm improvements and opportunity for affordable housing. |
| <i>Examine parking strategies holistically</i> | Anticipate an increased demand for parking in the area, but examine optimization of existing facilities and consider alternative requirements for off-street parking. |
| <i>Be pedestrian oriented while still accommodating vehicles</i> | Assign Doyle Avenue a pedestrian-oriented design via street cross-section improvements; encourage multi-modal transportation options and reduced parking requirements. |

Plan Analysis Section

The Planning and Design Principles guide the broad direction for the Plan, reflecting stakeholder input and community values and the analysis ensured the Plan recommendations respect the noted technical constraints of the Civic Precinct. For example, technical constraints that informed the Plan (summarized in table below) include civic facility condition assessment, financial analysis of market uses, Community Trust lands review, and the comprehensive parking review. The technical information when combined with the Planning and Design Principles informed the final Plan, ensuring it had implementation feasibility.

| Summary of Analysis | Impact on Civic Precinct Land Use Plan |
|---|---|
| Increase activity in the area beyond traditional business hours | Introduce housing and complementary uses to the Cultural District to ensure activity outside daytime business hours |
| Reduce financial reliance on Capital Plan | Create opportunities for market uses on City-owned sites to offset costs of future public improvements |
| Promote & enhance the Cultural District | Ensure placeholder sites for future cultural facility development and/or expansion |

| | |
|---|---|
| KCT and Memorial Arena will have renewal needs within next 10 years | These sites will be re-developed within the long-term lifespan of plan (~20-25 years) |
| Maintain flexibility at key sites to be responsive to market needs and supportive of creative proposals | Establish Design Guidelines for RCMP and other key sites, support complementary uses, and ensure developments contribute to Art Walk extension and civic facility plaza investments |
| RCMP site is a viable development site now, while other sites are viable when a 10- 15% price increase in multi-family product occurs | Establish strategic timing to coincide with market conditions to leverage the development opportunity at RCMP site to ensure the Art Walk extension and Civic Plaza are incorporated & contributed to through these site redevelopments |
| Community Trust conditions will not be amended, restricting the commercial and revenue generating uses on the City Hall block | Future Performing Arts Centre would be severely limited on a site within the Community Trust Lands. Existing KCT site to be secured as a long-term placeholder for a future Performing Arts Centre |
| Due to costs, the existing IH site on Ellis St will not be a priority for City acquisition | This site will be signaled for mixed-use redevelopment through the Civic Precinct Land Use Plan & OCP amendments |
| Adequate current parking supply; minimize and disguise parking in the Civic Precinct | Ensure mixed-use sites have on-site parking; develop a parking management strategy for the Downtown; reduce parking requirements and optimize shared use agreements for all parkades |

Plan Summary

The Plan responds to the unique local strengths and challenges in the Civic Precinct, community values established through the engagement process as well as the technical constraints that impact the area. The long-term Plan (~25 years) builds on the unique context of the Cultural District and the *My Downtown Plan* Vision with a view to create this area as a vibrant and people friendly community where people live, work, and play.

The Plan focuses on the physical structure of the established and required infrastructure amenities, transportation improvements, community facilities and land use goals. The Plan provides clear direction on the mix of land uses and urban design goals for the study area to increase activity and ensure development contributes to the overarching vision. At the same time, the Plan defines opportunities for public space and public realm improvements to enrich a people-friendly area that will serve the growing number of residents, employees and visitors the area will continue to draw in the long-term. The Design Guidelines aim to ensure all new development in the area (regardless of current zoning) will reflect high design standards to showcase the City's premier urban centre. This would apply to City initiated projects, infrastructure investments, or civic buildings that would need to contribute to the cumulative efforts of the Plan implementation. Overall, the Plan sets the direction to support the on-going revitalization of the Downtown as a vibrant mixed-use centre with a distinctive Cultural District.

Key Policy Directions

The Plan seeks to build on the existing character and context in the Downtown, while delivering on long-term goals for the area and Planning and Design Principles. The Plan proposes action or change through the various maps and strategies described in Chapter 4 of the Civic Precinct Plan (Attachment 1).

KELOWNA CIVIC BLOCK PREFERRED CONCEPT PLAN

Land Use Plan

LEGEND

- CIVIC
- MIXED USE (P3 sites)
- MIXED USE
- FUTURE MIXED-USE CD-5 ZONE
- COMMERCIAL/ LIVE-WORK
- COMMERCIAL
- PARK
- P PARKADE



Housing: By signaling additional sites for mixed-use (existing RCMP site, Queensway Avenue, Cawston/Prospera infill site, IH building on Ellis Street) and the inclusion of multi-family housing, there is an opportunity to enhance activity and animation of the Civic Precinct outside of traditional business hours. In addition, public feedback inspired the goal of affordable housing (Queensway Avenue site) and live-work studios (rear of IH site on Ellis Street) to ensure the area invites a range of ages and socioeconomic groups.

Public Space: The Plan identifies several opportunities for the enhancement of public space, including the creation of a Civic Plaza, redesign of the Bennett Plaza, extension of Art Walk from Queensway Avenue to Cawston Avenue and a new courtyard at the rear of the Laurel Packinghouse. These public space improvements are an important ingredient for the Civic Precinct to function as a cohesive and vibrant district within the Downtown. Public spaces will be amenities for the growing resident population and Downtown workforce that can be programmed to elevate



Civic Plaza looking east on Smith Avenue

Illustration by Macolick Artists Designer

the visibility of arts and culture in the area.

Transportation: The Plan promotes a people-oriented Downtown where walking and cycling are the preferred modes of transportation. The extension of the Art Walk will serve as a north-south spine for walking and cycling through the area. In addition, enhancements to Doyle Avenue (illustrated in image below) will introduce parallel parking, wider sidewalks, street trees, bicycle lanes and improved pedestrian crossings to makes the area more inviting for people exploring the waterfront and Cultural District.



Community and Cultural Amenities: The Plan anticipates the future growth of the Cultural District by identifying placeholder sites for future civic and cultural facilities. A parcel is protected at the Kelowna Community Theatre site for an iconic Performing Arts Centre (PAC) to be an anchor landmark for the Cultural District. Also, the City Hall Parking Lot, Memorial Arena sites and rear of the Art Gallery are designated as sites for future civic or cultural facilities in the long-term horizon of the Plan.



Civic Precinct Plan Deliverables

The Civic Precinct Plan will provide a clear framework to guide positive change, aid in the evaluation of development approvals, and help to prioritize civic infrastructure by:

- Establishing objectives and expected outcomes for the redevelopment of strategic City parcels (i.e. RCMP site on Doyle Ave, KCT site, Prospera lands on Cawston Avenue, City Hall Parking Lot) that will contribute to the overarching Plan vision;
- Providing opportunities for 550 additional units of market and affordable housing within the Downtown over the next 25 years;
- Securing placeholder sites for the Cultural Plan Update that are anticipated to include a future iconic Contemporary Performing Arts Centre, consolidated Museum, and Art Gallery Extension over the next 25 years;
- Establishing 3 landmark public spaces (ie. Civic Plaza, renewed Bennett Plaza, Laurel Courtyard) in the Civic Precinct to support the growing Downtown population and workforce;
- Improving walking and cycling routes in the Downtown by extending the Art Walk from Queensway Avenue to Clement Avenue and strategic streetscape enhancements on Doyle Avenue, Ellis Street, and Water Street;
- Determining community priorities for the 2030 Infrastructure Plan investments for the Downtown.

Plan Implementation

The process of creating a vibrant Civic Precinct is not achieved by working in isolation. City-building requires on-going dialogue, partnership, and coordination to translate the Plan into action on the ground. Accordingly, each of the activities will have different requirements for partnerships and coordination with other levels of government, private developers, non-profits and the community over the next 25 years to reduce the financial burden on taxpayers and accelerate the implementation of the Plan.

The near-term implementation objectives will increase activity and provide a foundation of amenities to support the long-term transformation of the area. The near-term Plan encourages a more complete community within the Civic Precinct, proposing the redevelopment of the RCMP site as mixed-use development of 6-13 storeys (introducing residential activity to this area). The range of height intentionally provides design flexibility to encourage a tower with limited shadowing and view impacts, while integrating a strong design response to the Civic Plaza and Art Walk. This site will be a catalyst to enhance and accelerate public space improvements such as the Art Walk extension and Civic Plaza that will be foundational amenities for the Downtown. Other initiatives such as the Bennett Plaza re-design, Doyle Avenue streetscape enhancements and Laurel Packinghouse Courtyard will contribute to the transformation of the area as an attractive and people oriented area of downtown. Overall, near-term implementation actions will create the foundation for the long-term plan and set the standard for planning excellence in future projects in the Civic Precinct.

KELOWNA CIVIC BLOCK

Illustrative Concept Plan (Short Term - 10 Year)

LEGEND

FUTURE CIVIC USE

- New/Expanded City Hall
- Museum (consolidated)
- Community Centre
- Art Gallery Expansion
- Other Arts + Cultural

FUTURE MIXED USE

- Commercial (office/retail)
- Residential
- Cultural/Civic



The implementation of the Plan will be realized through a variety of approaches, initiatives and partnership over the next 25 years. The Plan re-designates several sites for future mixed-use development, permitting housing and commercial use, requiring OCP amendments. Redevelopment sites such as the RCMP site will be regulated through future updates to the Zoning Bylaw and supplemented by the new Civic Precinct Design Guidelines (Appendix A of Civic Precinct Plan). In other cases, detailed facility planning for future community and cultural facilities such as a Contemporary Performing Arts Centre will be needed to address current and anticipated community needs.

Conclusion and Next steps

The Civic Precinct Plan embraces the vision of a dynamic community that aspires to have people live, work, play and learn in this area. These community priorities were balanced with technical analysis to ensure feasible outcomes for both the near-term and long-term planning horizons. Moving it forward will be the cumulative impact of the proposed actions through a long-term commitment of sequencing the implementation activities as resources, community contributions and market demand become available.

Upon Council adoption of the Plan, Staff will begin preparing the required amendments to the 2030 Official Community Plan and the Zoning Bylaw to translate the key goals of the Plan into City policies and regulations. The implementation of the 2016/17 activities will ensure early projects such as the existing RCMP site redevelopment is supported by appropriate bylaws to deliver on the objectives for the Plan. For this reason, the RCMP parcel redevelopment represents the first opportunity to champion the goals of the Civic Precinct Plan and establish high standards for the building design and inclusion of public realm improvements. The cumulative impact of each addition to the Civic Precinct will require partnership or action to continue the evolution of this area to be a destination for the entire community that showcases arts and culture and celebrates public interaction.

Internal Circulation:

Divisional Director, Community Planning and Real Estate
Planner Specialist
Strategic Land Development Manager
Cultural Services Manager
Communications Advisor
Building Services Manager
Department Manager, Infrastructure Planning
Department Manager, Community Planning
Director, Financial Services
Director, Real Estate
Manager, Parks and Buildings Planning
Manager, Transportation and Mobility

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 only 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.

Existing Policy:

My Downtown Plan
2012-2017 Cultural Plan
2030 Official Community Plan

Financial/Budgetary Considerations:

Upon Council endorsement, the implementation of the Plan will require on-going coordination with the City's *2030 Infrastructure Plan* to secure resources for priority projects identified in the implementation chapter of the Civic Precinct Plan.

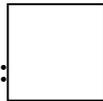
Personnel Implications:

Upon Council endorsement of the Plan, implementation will require further action as described in Chapter 5 of the Civic Precinct Plan from the following departments: Policy and Planning Department, Community Planning Department, Infrastructure Planning Department, Real Estate & Building Services, Parking Services, Development Engineering Branch, Financial Services, Grants and Partnerships, and Cultural Services.

Submitted by:

Ross Soward, Planner Specialist

Approved for inclusion:



Danielle Noble-Brandt, Dept. Manager of Policy & Planning

Attachments:

Attachment 1: Civic Precinct Land Use Plan

Appendix A: Civic Precinct Design Guidelines

Appendix B: Parking Summary Report

Appendix C: Civic Facility Assumptions

Appendix D: Land Development Analysis

Appendix E: Public Engagement Report

Attachment 2: Public Engagement Summary Report

Attachment 3: Near-Term Implementation Activity Summary

cc:

Divisional Director, Community Planning and Real Estate

Planner Specialist

Strategic Land Development Manager

Cultural Services Manager

Communications Advisor

Building Services Manager

Department Manager, Infrastructure Planning

Department Manager, Community Planning

Director, Financial Services

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Manager, Parks and Buildings Planning

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