

CIVIC PRECINCT PLAN

EXECUTIVE SUMMARY

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Plan Purpose

As the Civic Precinct continues to evolve, several challenges and opportunities must be addressed to ensure that its vibrancy continues to enrich the quality of life for Kelowna. The vitality of the Cultural District, increased housing affordability challenges, aging City facilities, and a goal to shift to more active transportation options all require strategic responses. The Civic Precinct Plan provides direction to address these issues, while acknowledging the unique and distinct character that this area of the Downtown provides to the community as a whole. Developed with the community, this Plan maximizes opportunities to ensure that this area will continue to grow into a destination to live, work, shop, learn and play.

The long-term vision for the Civic Precinct builds on the My Downtown Plan's goal of enhancing activity and attracting private investment, while protecting sites for future civic use to support a dynamic Cultural District. The Plan establishes the City's goals for the redevelopment of sites such as the RCMP site on Doyle Avenue by defining the future land uses, urban design goals, public realm enhancements and partnership opportunities that will position the study area to become a vibrant mixed-use district over the next 25 years. 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 future. These key ideas will be reinforced through Zoning Bylaw updates and new Design Guidelines for the area, ensuring future developments incorporate planning and design excellence to bolster the City's premier urban centre. The Plan will be a roadmap for the on-going

revitalization of the Downtown as a vibrant mixed-use centre with a distinctive Cultural District that meets the needs of Kelowna as a whole.

Civic Precinct Plan Area



Land Ownership

- City of Kelowna
- Provincial Government
- Community Trust Area
- Civic Precinct Plan Area

Community Engagement Process

A broad cross-section of the community was engaged through face-to-face meetings, community workshops, drop-in sessions and online tools to understand the community's values. The engagement plan followed the International Association of Public Participation (IAP2) best practices, ensuring the community was engaged in a meaningful and transparent process that built on the My Downtown Plan. The public engagement activities were organized around four phases (illustrated below).

At each stage of the process, the stakeholders and members of the public had a significant role in shaping the direction of the Plan. At the outset of Phase 1, stakeholder sessions and community workshops

established the Planning and Design Principles as well as the key community values for the area. Phase 2 focused on key stakeholders and members of the community to contribute to the development of a Vision and Concept Plan for the Civic Precinct. Subsequent open houses, online surveys and drop-in sessions provided further opportunity for the public to influence the draft Concept Plan during Phase 3. Importantly, the Planning and Design Principles established at the outset were instrumental in shaping the refinement of the Plan, serving as evaluation criteria for the final Concept Plan. The final phase shared the preferred Plan with the public, to highlight the Plan goals that would be achieved through the implementation recommendations.

PHASE 1 Information Sharing & Awareness



The City Shared information and raised awareness through videos, reports, emails, the website, and media.

- 462 people viewed introductory video
- 863 visits to Civic Block website
- 1,100 people received each of the project email updates
- Over 15 articles or news stories
- 2 reports and 2 videos were produced

PHASE 2 Community Workshops & Concept Development



The City involved stakeholder groups and members of the public through face-to-face meetings and two workshops to develop planning principles and preliminary concepts.

- 4 stakeholder meetings hosted:
- 27 stakeholder groups sent representatives
- 80 total participants at 2 Community Workshops

PHASE 3 Draft Plan Consultation



As the concepts were developed they were shared with the public through a drop-in session and online survey.

- 75 attended a public drop-in
- 113 completed our on-line engagement survey
- Concept shared with Kelowna Museum Society, Tourism Kelowna & Delta Resort
- Presentation to DKA Board
- 20 stakeholders and workshop participants attended update.

PHASE 4 Inform Community of Final Plan



The final draft of the concept was shared more broadly through an open house and on the website.

- 63 people attended a Public Open House on Dec. 2
- 31 people provide their feedback on the Plan using the Get Involved Kelowna Website.

Community Engagement Outcomes

Over the course of the public engagement process, key themes and values emerged (list below) and were the foundation for the Planning and Design principles for the Civic Precinct:

- Support Downtown living
- Bring more activity to the area
- Minimize and disguise parking
- Encourage pedestrian and cycling mobility and connectivity
- Enhance the Artwalk
- Maintain cultural facilities and enhance presence
- Create a central public plaza
- Finance creatively

Planning & Design Principles	Integration of Principles in Civic Precinct Plan
1. Encourage vibrancy through a broad mix of land uses and public spaces	Increase mix of land uses and opportunities for living and working in area to animate public spaces and attract private investment.
2. Make the area a distinct and diverse cultural precinct	Protect several sites for future cultural facility planning; introduce more integration between the Cultural District and other parts of Downtown.
3. Restrict market residential developments	Add additional residential opportunities at edges of study area along Cawston Ave., Queensway and Ellis Street, while introducing residential components on Doyle Avenue at existing RCMP and KCT sites.
4. Build on existing facilities and patterns of infrastructure wherever possible	Extend Art Walk; assume a consolidation of the Museums. Consider expansion of Art Gallery at back of site to face Cawston Avenue and animate Art Walk.
5. Create landmark public spaces that define future development	Inclusion of a Civic Plaza to define back edge of KCT and RCMP sites. Other public spaces include Laurel Packinghouse Courtyard and re-design of existing Bennett Plaza.
6. Use public land for community amenities	Create opportunities for long-term leases of select parcels to support market and affordable housing (RCMP, Cawston, Queensway).
7. Look for partnerships with the private sector to benefit the community	Propose public/private partnerships for short-term and long-term development of key sites (RCMP, Cawston Avenue infill, and Queensway Ave. redevelopment)
8. Consider the economic and financial impact of all proposals	Create opportunities for market uses on several sites in the long-term to generate revenue and reduce reliance on the City's Capital Plan.
9. Enhance opportunities for a healthy and complete community	Encourage more active transportation facilities, public realm improvements and opportunity for affordable housing.
10. Examine parking strategies holistically	Anticipate an increased demand for parking in the area, but examine optimization of existing facilities and consider alternative requirements for off-street surface parking.
11. Be pedestrian oriented while still accommodating vehicles	Assign Doyle Avenue a pedestrian-oriented design via street cross-section improvements; encourage multi-modal transportation options and reduced parking requirements.

Technical Analysis

The technical analysis refines the plan direction and identifies key constraints or considerations that are balanced with the community's values for the long-term development of the Civic Precinct. The technical information when combined with the Planning and Design Principles informed the preferred concept plan recommendations.

- *The Planning and Design Principles: guide the broad direction, reflecting stakeholder input and community values for the Civic Precinct.*
- *Technical feasibility review: ensures the concept Plan and its associated recommendations respect key constraints and technical information ensuring viability of Plan implementation.*
- *Key technical constraints that informed the Plan: civic facility condition assessment, financial analysis of market uses, Community Trust review, and the comprehensive parking analysis.*

Summary of Analysis	Impact on Civic Precinct 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 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 civic uses that will support the implementation of the Cultural Plan update
KCT and Memorial Arena will have renewal needs within next 10 years	These sites will be redeveloped 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 facilities 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 is incorporated & contributed to through these site re-developments
Due to costs, the existing IH site on Ellis St is not a priority for City acquisition	This site will be signaled for mixed-use redevelopment potential through the Civic Precinct Land Use Plan & OCP amendments
Community Trust conditions will not be amended, limiting the commercial/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 to be secured as a long-term placeholder for a future Performing Arts Centre
Adequate 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

Key Plan Directions

The Plan builds on the existing character and context in the Downtown, while delivering on the Vision of a vibrant mixed-use area within the Downtown. The following theme areas represent the key policy directions of the Plan.

Housing: The Land Use Plan (pictured adjacent) signals additional sites for mixed-use (former RCMP site, Queensway Avenue, Prospera / Cawston Avenue Infill, IH on Ellis Street) and multi-family housing 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 a range of ages and socioeconomic groups are accommodated.

Public Space: Several opportunities are identified for the enhancement of public space, including the creation of a Civic Plaza (rendering adjacent), 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 will enhance the identity of the area 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 the visibility of arts and culture in the area.



Transportation: Walking and cycling is prioritized through the proposed transportation enhancements. 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 will remove angled parking, allowing for 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: Future growth of the Cultural District is anticipated 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.



Long-term Plan Outcomes

The Civic Precinct Plan provides 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 over 500 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 three 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 future Infrastructure Plan investments in the Downtown.

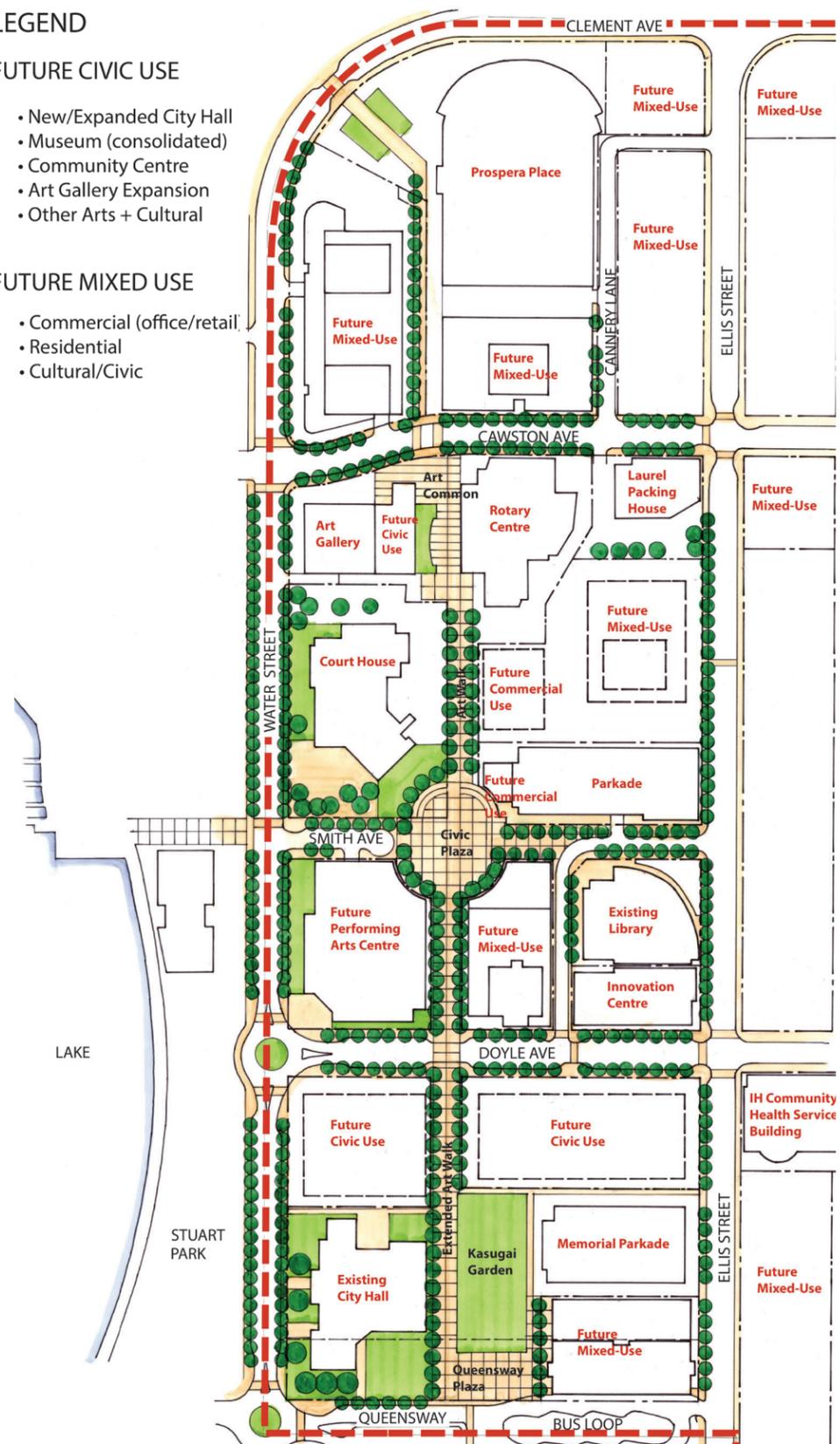
LEGEND

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



Implementation

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 new Civic Precinct Design Guidelines to be adopted (Appendix A of Plan), ensuring development responds to the unique character and goals for the area. In other cases, detailed facility planning for future community and cultural facilities such as a Contemporary Performing Arts Centre will be required to inform future space planning requirements and determine future community needs. Identified public improvements will require on-going leadership and coordination from the City and private sector partners. The Plan identifies the following areas as the primary opportunities for Implementation:

Redevelopment: Several sites are proposed for future mixed-use development, requiring re-zoning. Sites where rezoning will be needed to support a mixed-use project represent the greatest opportunity to utilize servicing agreements or other tools to ensure new private development contributes to identified public improvements in the Civic Precinct.

Strategic Partnerships: The redevelopment of all sites that are controlled by the City of Kelowna will be significantly challenged without strategic partnerships that reduce costs and enhance impact of new facilities. The development of sites designated for mixed-use and/or civic use represent strong potential for creative partnerships. For example, mixed-use sites where at-grade market uses are desired such as the existing RCMP site will require a long-term lease agreement with a prospective developer to deliver on the goals of increasing residential activity.

Public Improvements: On-going improvements to the public realm and transportation network will require investment from both the City and private sector. For example, projects such as the Art Walk and frontage improvements where the City is the landowner will require leadership from the City. On-street transportation improvements to encourage walking and cycling will be largely led by the City. However, other opportunities may arise where partnerships can be leveraged to accelerate Plan implementation via the redevelopment process.

Programming: As public space is increased, the programming, animation, and public event planning to enhance use of these spaces will be critical. Greater levels of programming and activity will improve safety of public spaces, elevate the visibility of the arts and further establish the area as a unique destination in the Downtown as the residential population increases.

Conclusion

The Civic Precinct Plan provides direction on future land uses, maximum building heights, parking strategies, transportation network improvements, public realm enhancements, and placeholder sites for future partnerships and cultural facilities in anticipation of the City's Cultural Plan update. Throughout this process, the community provided meaningful and valuable input to establish the Planning Principles. These community priorities were translated into the Plan outcomes to balance feasible outcomes for both the near-term and long-term planning horizons. Moving forward it will be the cumulative impact of the proposed actions that will position the Civic Precinct to become an active and dynamic area within the Downtown, requiring action and leadership from the public sector and private industry to ensure the long-term vision of the Plan is realized.