

# *Cedar Avenue Area Land Use Review*

*March 30, 2004*

*prepared for:*



*prepared by:*

**Stonefield Development Consultants**



# Table of Contents

1.0 Introduction	1
1.1 Preamble	1
1.2 Background	1
1.3 Need for the Study	1
1.4 Schedule	3
2.0 Methodology and Work Plan	4
2.1 Approach	4
2.2 Work Plan	4
3.0 Inventory and Analysis	6
3.1 Existing Physical Conditions	6
3.2 Existing OCP Designations	8
3.3 Summary of Sector Plan Recommendations	9
3.4 Existing Zoning	10
3.5 Commercial Economic Considerations	12
4.0 Land Use Planning Scenarios	13
4.1 Alternative Land Use Scenarios	13
4.2 Public and Stakeholder Commentary	17
4.3 Recommended Land Use Scenario	18
5.0 Recommendations	22
5.1 Summary of Process and Findings	22
5.2 Major Recommendations	22
6.0 Implementation	25
6.1 OCP Amendment	25
6.2 Phased Zoning Amendments	25
6.3 Subdivision	25
6.4 Development Permits	25
7.0 Appendices	26
7.1 Stakeholder Workshop Panels	26
7.2 Public Open House Panels	26



# List of Figures

Figure 1: South Pandosy Town Centre .....	2
Table 2: Schedule of Event .....	3
Figure 3: Cedar Avenue Land Use Review Study Process .....	5
Figure 4: Existing Conditions .....	6
Figure 5: Summary of Opportunities and Constraints .....	7
Figure 6: OCP 2020 - Generalized Future Land Use Map .....	8
Figure 7: Existing Zoning Plan .....	11
Figure 8: Modified OCP Option .....	14
Figure 9: Lakeside Resort Option .....	15
Figure 10: Waterfront Park and Road Realignment Option .....	16
Table 11: Survey Response Matrix .....	18
Table 12: Study Area Development Potential .....	20
Figure 13: Recommended Land Use Strategy .....	21



# 1.0 Introduction

## 1.1 Preamble

The pattern of land use in the Cedar Avenue area has been the subject of recent inquiry for redevelopment opportunities. In response, the City of Kelowna authorized the preparation of a Land Use Review to identify the need for Official Community Plan (OCP) Future Land Use changes required to support redevelopment opportunities within the Cedar Avenue Area.

With the area's prominence and economic importance to the community, the land use review necessarily entailed a high level of public participation as well as key involvement of City staff throughout the study process. At the same time, it was important that the process establish a strong vision responding to the study area's development potential while being firmly grounded in economic reality.

The study process has culminated in the preparation of this report which is intended to provide the guidance necessary to ensure well-integrated redevelopment of the area. It contains a preferred land use scenario that has been refined with input from stakeholders, general public and staff. The report presents a review of the development potential, a summary of the public input that informed the process, key recommendations for redevelopment in the Cedar Avenue Study Area as well as the rationale for proposed land use changes.

## 1.2 Background

The Cedar Avenue Study Area is located in Kelowna's South Pandosy Town Centre as shown in the Figure 1: South Pandosy Town Centre map. The study area boundary is defined by Okanagan Lake to the West, West Avenue to the North, the western back lane of Pandosy Street to the East and several properties abutting Walnut Street to the south. The land use review affects a condensed area of approximately 90 properties, including park and transportation connections to adjoining areas, as well as neighboring commercial development on Pandosy Street.

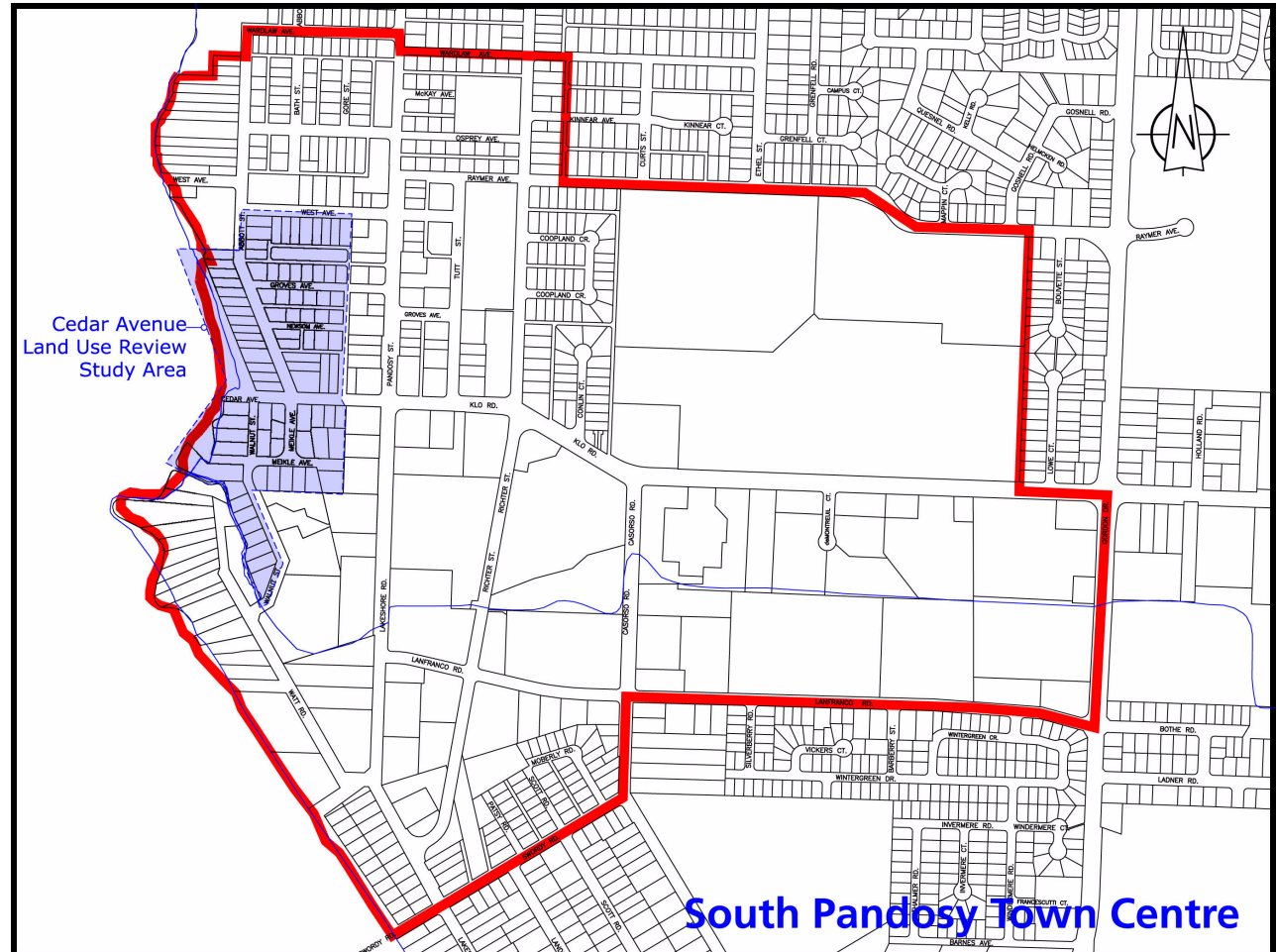
## 1.3 Need for the Study

The City's Official Community Plan identifies "Pandosy by the Lake" as a Town Centre. To fulfil that expectation, significant land use changes, are required, especially in the core of the Town Centre between Lake Okanagan and Pandosy Street. The Sector Plan, which provides some preliminary direction for possible land use changes, also acknowledges the need for "a more" specific level of planning to address site or neighbourhood specific land use issues to formulate a framework to guide development."



The study goal is to put into place a land use pattern that can be realistically developed within a 10 year period. The Cedar Avenue Area Land Use Review was conducted to ensure timely, well coordinated development which provides maximum community value and achieves the City's Town Centre objectives as noted in the City's Official Community Plan.

Figure 1: South Pandosy Town Centre







## 1.4 Schedule

Table 2: Schedule of Event

Dates	Event	Description
<b>January 13</b>	Project Initiation	consulting team held a start-up meeting with the City.
<b>February 23</b>	Landowner Workshop	consulting team identified existing conditions and presented them to area landowners.
<b>March 04</b>	Public Open House	presented summary of landowner comments and 3 alternative development scenarios.
<b>March 19</b>	Draft Report	Cedar Avenue Land Use Review draft report.
<b>March 24</b>	Interim Preferred Land Use Strategy	Preferred land use scenario delivered for review by City of Kelowna Advisory Planning Commission.
<b>March 31</b>	Final Report	Preferred land use scenario.
<b>To be announced</b>	Council Resolution	Council to review the study findings and hold a public hearing regarding the OCP amendment.



## 2.0 Methodology and Work Plan

### 2.1 Approach

The Cedar Avenue Area Land Use Review was prepared with considerable interaction between local stakeholders, the general public and City staff. Feedback on both existing land uses as well as possible alternative land use scenarios was analyzed and synthesized towards preparation of a preferred scenario. The existing OCP Future Land Use Map was used as the benchmark land use scenario, since it has already received public endorsement through the formal public review process. It is intended that the preferred scenario contained in this report could be formally endorsed by City Council and form the basis for amending the current OCP Generalized Future Land Use Map.

#### Public Input

Public consultation for the Cedar Avenue Area Land Use Review included two public events to investigate possible development options for the study area. Property owners within the study area boundaries were sent a written invitation to a stakeholder workshop held on February 23, 2004. The March 4th Public Open House was advertised in local newspapers, under City Information, on Friday, February 27, 2004. Both events were well-attended with over 40 people attending the first session and over 100 people attending the second.

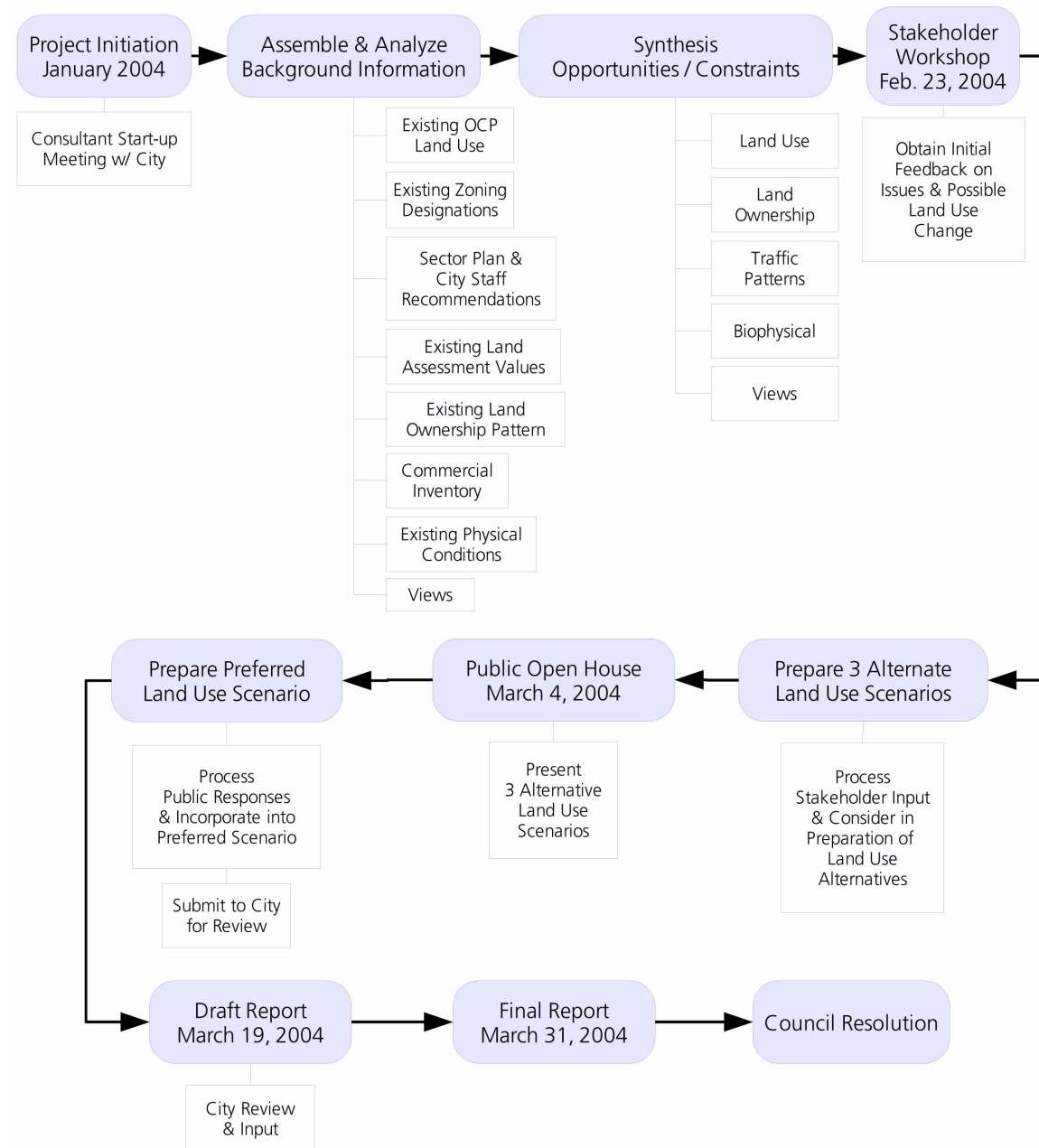
A complete record of feedback received at each public event, via comment sheets or through notes taken, will be available on file with the City. A summary of key stakeholder and public input is contained in the appendices of this report.

### 2.2 Work Plan

The Land Use Review was an opportunity to evaluate the relationships between land economics, built form, the community and the natural environment. An inventory of various ideas and possibilities for the study area was conducted. Public input informed the entire process to ensure optimization of redevelopment in a socially, economically and environmentally responsible manner. In addition, meetings with City staff were held to discuss land use alternatives based on input received from stakeholders and the general public. The following flowchart (Figure 3: Cedar Avenue Land Use Review Study Process) is a summary of the process conducted with key dates highlighted.



Figure 3: Cedar Avenue Land Use Review Study Process



March 29, 2004





## 3.0 Inventory and Analysis

An overview analysis was conducted by the Consulting Team to review exiting physical conditions, land use policy as well as general economic conditions which would influence future development within the study area. The following provides a summary of that analysis.

### 3.1 Existing Physical Conditions

The study area is comprised of approximately 90 properties of mainly older single family homes. The City of Kelowna owns 11 lots on the waterfront and there is evidence of recent land assembly initiatives from the private sector. The road pattern within the study area consists of a network of city streets and lanes which collectively create a relatively complicated transportation pattern while resulting in an inefficient configuration of land parcels.

Natural features include the lakefront and Fascieux Creek with their associated public parks spaces. Fascieux Creek passes along the southern boundary of the study area, in generally an east-west orientation. Due to upstream waterfowl habitat influences, the creek has very poor water quality. This, along with a shallow bay and limited wave action due to the surrounding shoreline configuration, results in an elevated coliform count at the lakefront park, rendering it unsuitable as a swimming area. Possible extension of creek outlet into the lake could improve this condition. A summary of existing conditions as well as associated opportunities and constraints is contained in Figures 4 and 5.

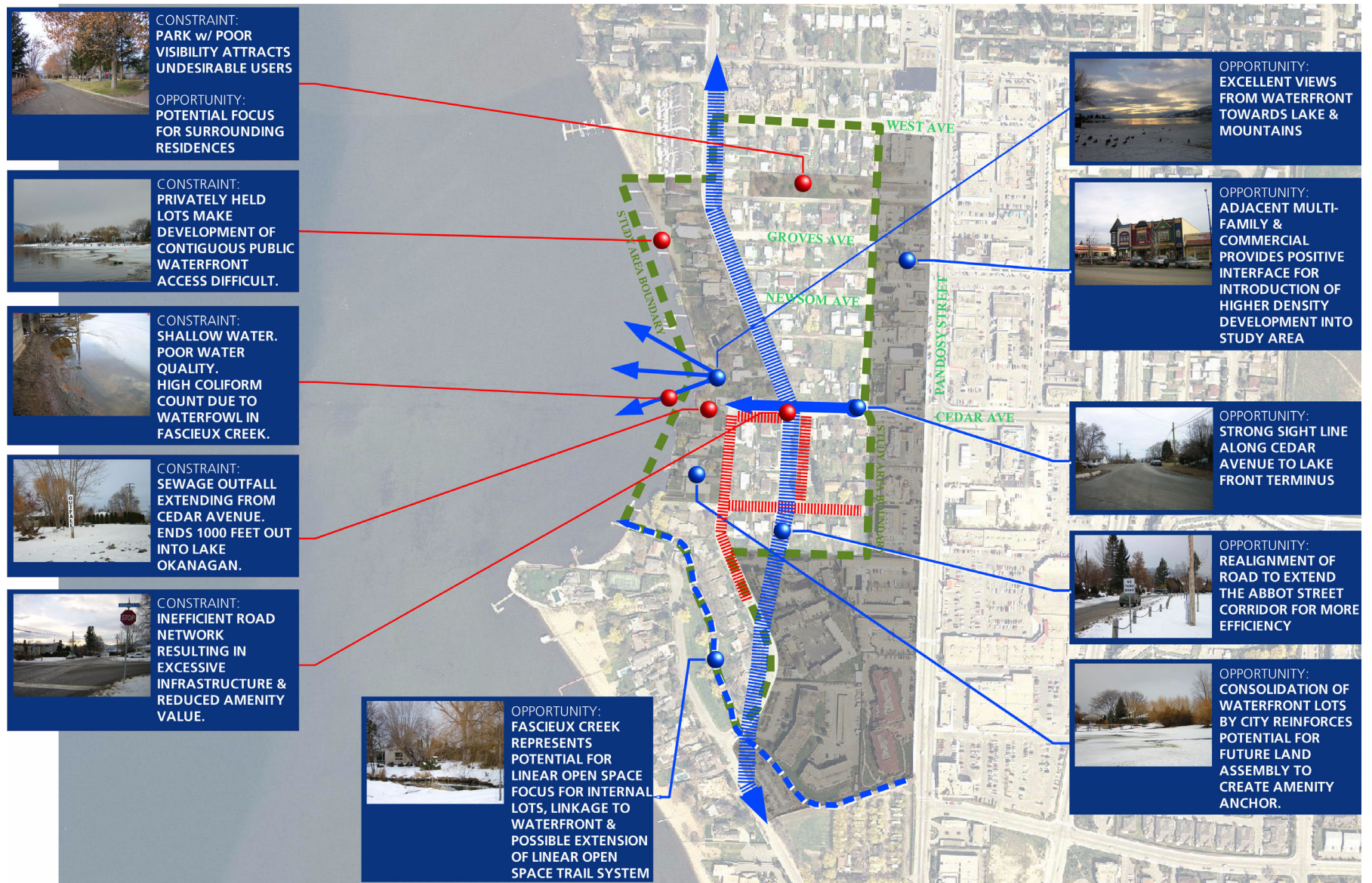


Figure 4: Existing Conditions





Figure 5: Summary of Opportunities and Constraints

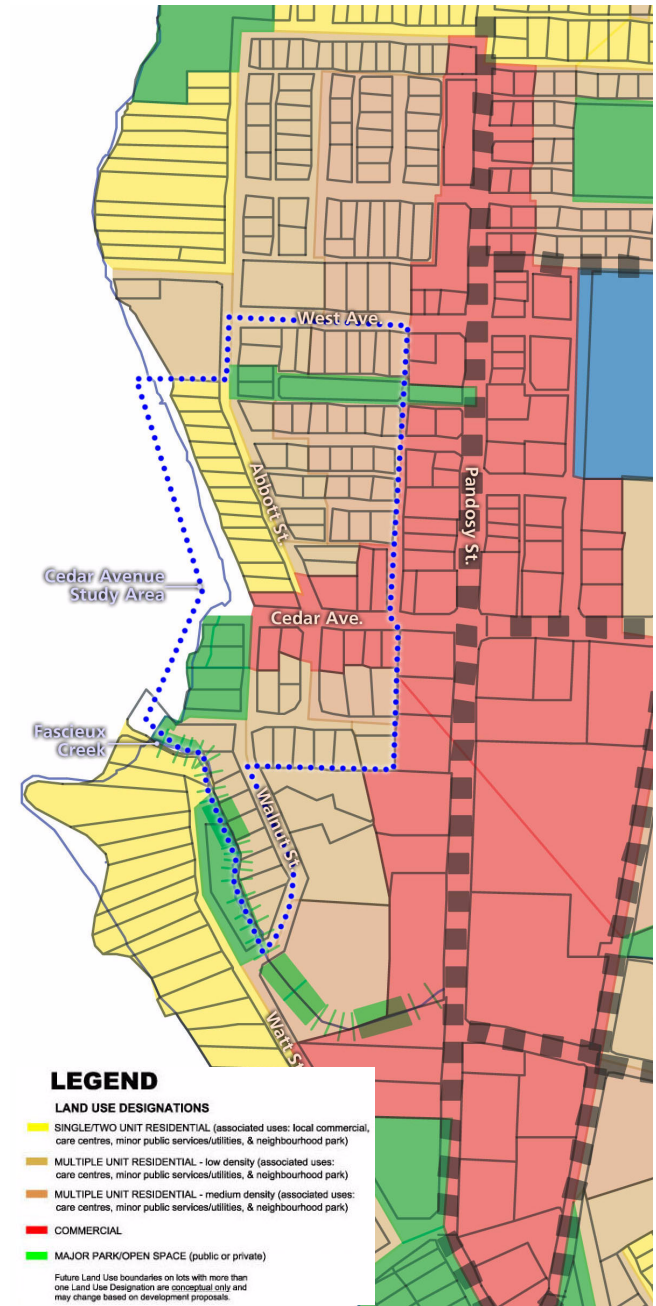




## 3.2 Existing OCP Designations

The Generalized Future Land Use Map illustrates existing designated land uses within the study area as approved through the public process. The plan contemplates a mixture of low and medium density multi-family residential on internal parcels with single family residential retained on both City-owned and non-City-owned waterfront lots. Cedar Avenue itself is designated for commercial development extending to Abbott Street. An enlarged waterfront park is depicted on City-owned lands. Please refer to Figure 6: OCP 2020 - Generalized Future Land Use Map.

Figure 6: OCP 2020 - Generalized Future Land Use Map







### 3.3 Summary of Sector Plan Recommendations

Below are objectives relating to redevelopment in the Cedar Avenue Area as expressed in the South Pandosy / KLO Sector Plan (1997):

#### Urban Form and Design

- protect scenic views and encourage the development of landmark buildings at key intersections,
- utilize architecture and built form to seamlessly "fit" new development into existing streetscape and reduce the mass in multi-family projects,
- limit height to 3 stories of residential development above structured parking; whereas commercial buildings may reach 4 to 6 stories,
- massing and density of commercial structures should be greatest along Pandosy Street / commercial core,
- avoid creating large blocks of land (over 5 ha. without through streets or parks) developed as medium density multifamily residential development.

#### Waterfront / Open Space

- strengthen relationship to waterfront through parks, access points and commercial development,
- network of open space to allow for active and passive recreation,
- waterfront access near Town Centre,
- integrate natural areas into developments to promote interpretive opportunities,
- acquire more waterfront lots in strategic locations to enable better public access along the foreshore,
- create green spaces to enhance environmental comfort and the experience of place and to facilitate social interaction and cultural events.

#### Neighbourhood

- protect integrity of outlying low density neighbourhoods.

#### Commercial Uses

- enhance commercial districts by integrating tourist facilities with strategic waterfront locations, especially restaurants,
- encourage accessible public open space that is compatible with the use and design of the building,
- strongly encourage special retail/boutique shops, restaurants and hotels, and eventually recreation and entertainment uses to expand the tenant mix and tourist atmosphere of the area.

#### Residential Uses

- higher density housing adjacent to Town Centre including a proportion of affordable housing stock,



- encourage mixed-use and multi-family residential buildings with usable exterior balconies and arcades. Also, encourage landscaping on the balconies and roofs of these buildings,
- encourage integration of special housing needs.

### Transportation

- provide a commercial standard rear lane along the westerly boundary of the Town Centre separating the commercial and residential uses between Cedar and Wardlaw Street,
- close Watt Road at Lakeshore Road and improve beach area parking.

### Area Specific

- consider a lakefront type restaurant / boutique shops at the western end of Cedar Ave. near the lake,
- consider re-alignment of the Abbott/Wardlaw, Cedar/Walnut/Meikle/Abbott and Watt/Walnut intersections to provide a more continuous flow of local vehicles from north to south, from Kinsmen Park to Gyro Park. In addition, consider redevelopment of the streetscapes of this Abbott/Watt corridor to appear as a grand residential "drive",
- encourage the development of residential buildings fronting on the Abbott/Watt corridor to present a grander or more stately image than other residential areas and that enhances the desired character of the corridor,
- recognize the need for a community centre in the South Pandosy/KLO sector.

## 3.4 Existing Zoning

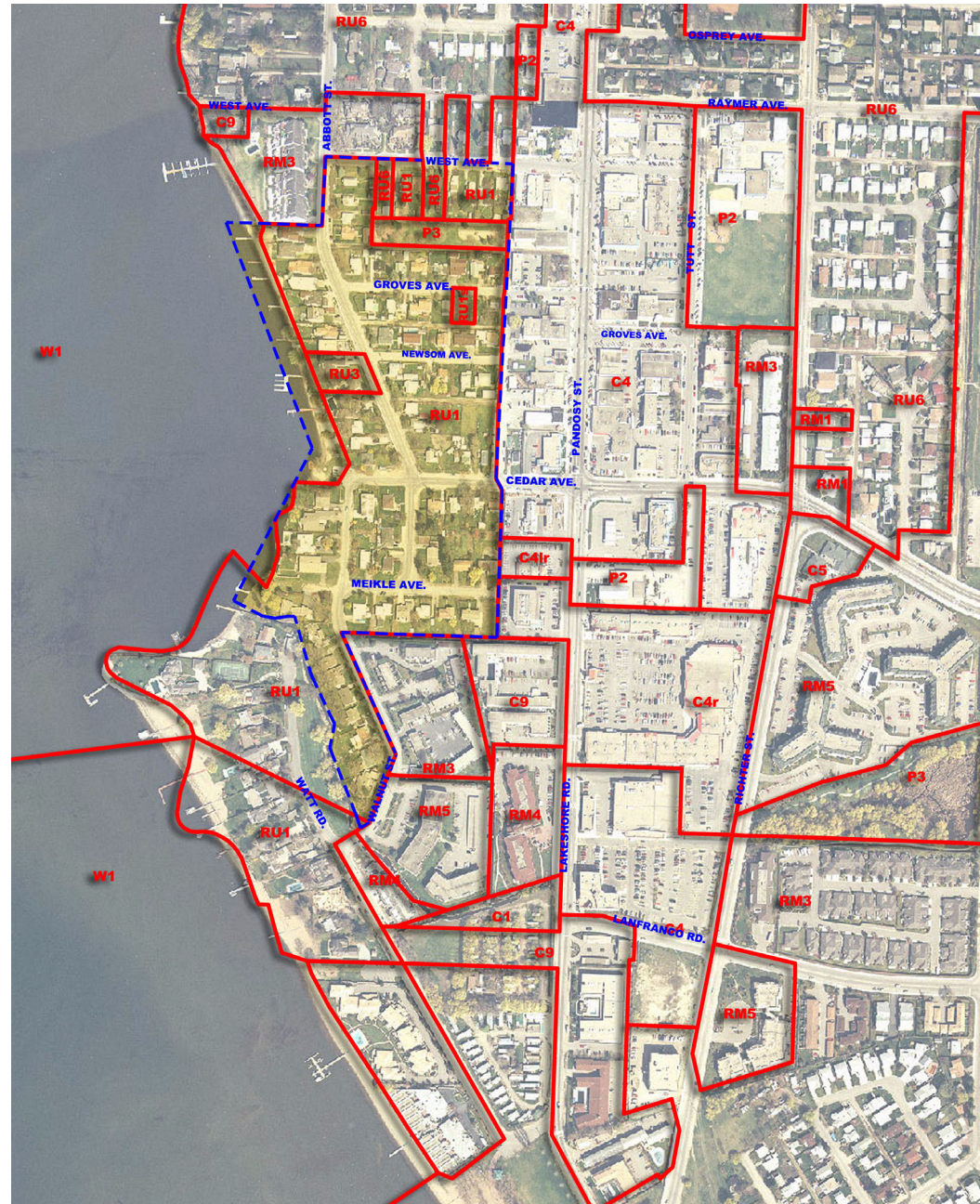
Present zoning within the study area is predominantly an RU1 designation with the exception of limited interspersed parcels of RU3 and RU6 - all single family zoning designations with RU6 allowing for duplex dwellings. The only non-residential zoning designation is West Avenue Park within a P3 Parks and Open Space zone. See Figure 7: Existing Zoning Plan.

This zoning pattern does not conform to the recently adopted OCP Land Use designations. In order to establish consistency, future rezoning of study area lands will be required.





Figure 7: Existing Zoning Plan





### 3.5 Commercial Economic Considerations

The initiative to allow for commercial development on Cedar Avenue and the related economic feasibility implications rely on a number of key factors. These are summarized as follows:

- total amount of commercial space in South Pandosy Town Centre is 50,000 square metres according to the City of Kelowna. Of this total 16,000 square metres is on Pandosy Street located between Cedar and Wardlaw,
- only major retail tenants on Pandosy Street between Cedar and Wardlaw are Liquidation World and Lakeview Market,
- commercial development along Cedar Avenue may provide an opportunity for small independent retailers similar to those currently located along Tutt Avenue to find an affordable location in the study area,
- vacancy rate for commercial space along Pandosy is quite low (about 3%),
- rents along Pandosy currently range between \$10-\$20 per square foot for ground floor retail space and between \$6-\$12 per square foot for second floor office space,
- successful street retail locations require good exposure to significant levels of vehicle and pedestrian traffic, proximity to one or more anchor tenants and convenient on-street parking,
- pedestrian traffic and exposure to drive-by traffic along Cedar Avenue is minimal compared to Pandosy,
- existing land uses at three of the four corners of the Pandosy / Cedar intersection (two gas stations and a bank) make it difficult to get shoppers to "turn the corner" onto Cedar,
- no anchor tenant or major attraction at the west end of Cedar Avenue at the present time,
- possible anchor tenants include a major waterfront park, a waterfront restaurant, a lakeshore walkway, a resort development similar to Mission Shores and the Eldorado Hotel or some combination thereof,
- commercial development along Cedar Avenue would require street beautification similar to Pandosy and provision of parking along both sides of the street,
- commercial development along Cedar Avenue west of Pandosy could attract a lot of "non-local" traffic into the adjoining residential neighbourhoods,
- rents on Cedar will be lower than on Pandosy, making it difficult for one or two storey commercial projects to be financially feasible,
- allowing for mixed use development (ie. two or three storeys of residential over ground floor commercial) would help from a financial standpoint and could introduce a different mix of land uses into the study area (ie. live work studios).



## 4.0 Land Use Planning Scenarios

Based on the inventory and analysis of relevant data, discussions with local land owners, the City of Kelowna, and public input received during the focus group/workshop sessions, land use programming alternatives were established to govern the subsequent development of appropriate land use scenarios.

From the input obtained, three alternative land use scenarios were developed, employing the existing OCP Generalized Future Land Use Map as the benchmark for public endorsement. The following is a summary of the three land use scenarios which were generated and presented at the March 4th public open house.

### 4.1 Alternative Land Use Scenarios

The various features of the Land Use Scenario are supported in the following ways:

#### Scenario 1: Modified OCP Option

This scenario basically reflects land uses depicted on the existing OCP with minor adjustments to reflect rationalized land use/parcel boundaries.





Generally, medium and low density multi-family development serves as a transitional land use between the commercial use along Pandosy Street to the east and waterfront single family uses to the west. A significant commercial component is contained on either side of Cedar Avenue terminating at a large waterfront park located at the foot of Cedar Avenue on the lakefront. A total of approximately 272 residential units and 7080 square metres of commercial would be possible. Possible street closures include portions of Walnut & Meikle streets in addition to potential consolidation of some City lanes. West Avenue Park is shown to extend all the way to Pandosy Street to the east and to Abbott Street to the west. Figure 8: Modified OCP Option, illustrates this scenario as presented to the public.

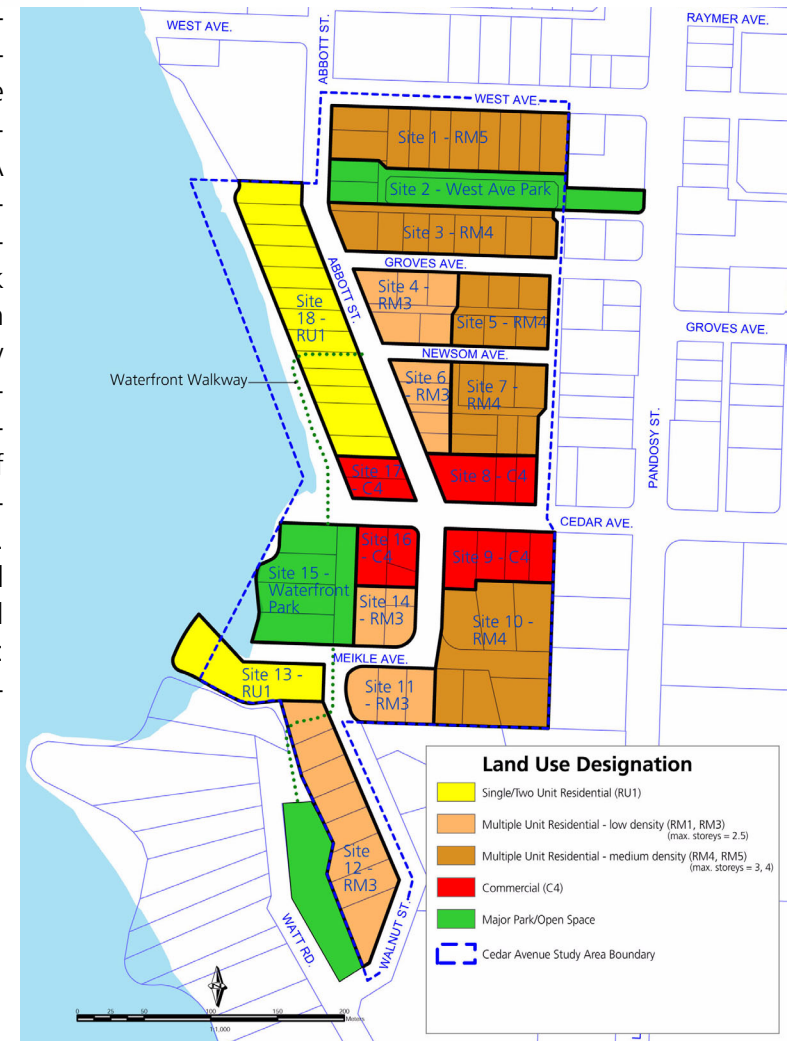


Figure 8: Modified OCP Option



### Scenario 2: Lakeside Resort Option

This scenario represents a more bold land use statement, with the introduction of an approximately 5 acre site consolidated for a waterfront resort use extending to Abbott Street.

This scenario contains all low and medium density multi-family with no single family use retained. Street closures contemplated include portions of Walnut, Newsom and Meikle Streets as well as a portion of Cedar Avenue. In addition, the potential consolidation of city lanes is presented in an effort to create more efficient and usable multi-family parcels. Extension of the Abbott Street beautification program was also a consideration of this scenario. A significant linear waterfront park is proposed to be constructed from fill into the lake to the West. This park would include a possible jetty feature which could also facilitate a public boat moorage facility. Dredging the foreshore combined with extension of the Fascieux Creek outlet might render this a swimming area.

A reduced commercial component is contemplated due to the potential extent of the resort land base. A total of 455 residential units and a total of 3480 m<sup>2</sup> of commercial (including the proposed C-9 tourist commercial area) could be possible under this scenario. Figure 9: Lakeside Resort Option illustrates the proposed Scenario 2.

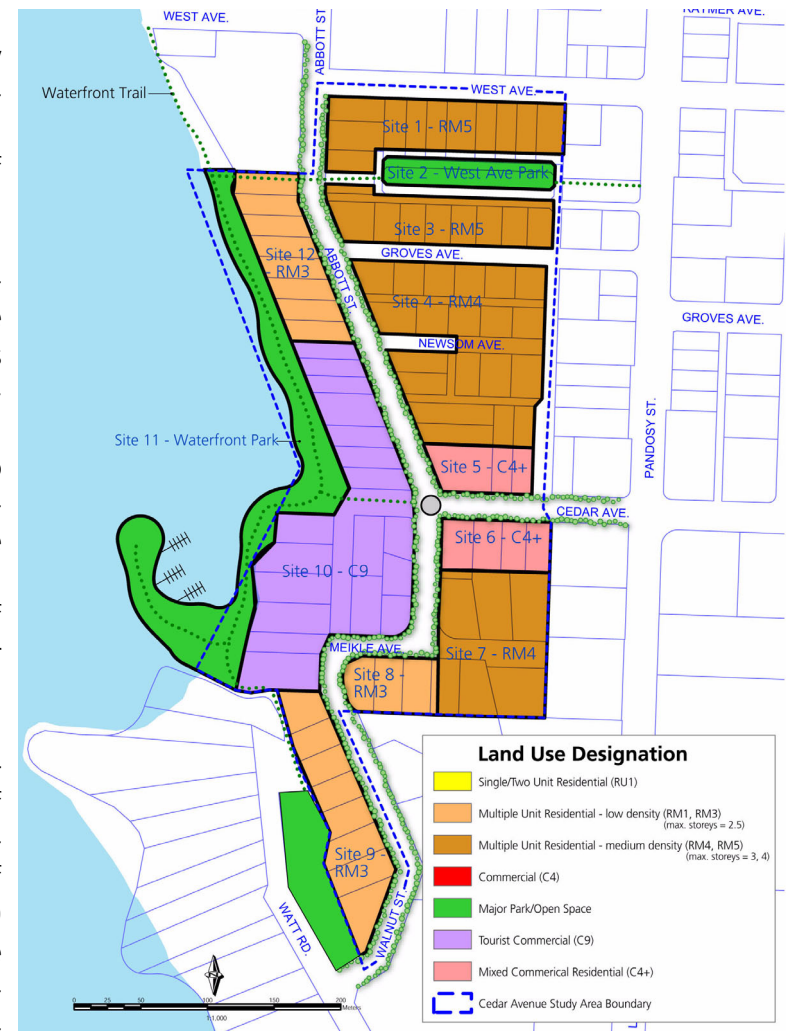


Figure 9: Lakeside Resort Option





### Scenario 3: Waterfront Park and Road Realignment

This scenario was considered as a homogenized approach to achieving general OCP land use densities. It did not contain any real key distinguishing features, consisting entirely of low and medium density multi-family uses and public open space with commercial uses limited only to a waterfront restaurant.

This scenario illustrates realignment of Abbott Street combined with partial closures of Walnut and Meikle Streets and a portion of Cedar Avenue. City lanes may also be consolidated into possible future development parcels.

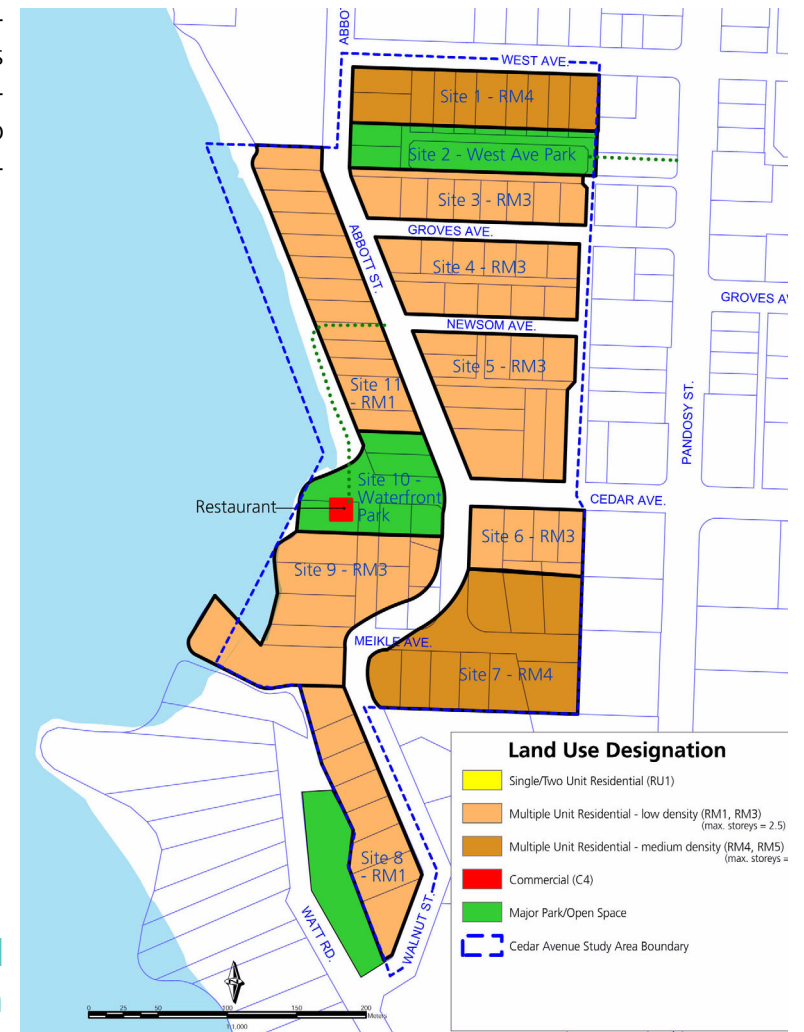


Figure 10: Waterfront Park and Road Realignment Option



## 4.2 Public and Stakeholder Commentary

As illustrated in Table 11: Survey Response Matrix, the public indicated predominant support for Option 2: Lakeside Resort, with notable support for features in Options 3 and 1.

Briefly, the public supported the following features:

1. Street beautification along Abbott Street.
2. West Avenue Park as configured in Option 1.
3. Mixed-use commercial development along Cedar Avenue.
4. Waterfront park as configured in Option 3.

In addition, it is acknowledged that some public requests are not part of the scope of a land use review or are not consistent with the City's Official Community Plan. However, they express views that stakeholders feel strongly about; these are listed in the bottom section of the survey responses.

### How to read the Survey Response Matrix

The blue bands highlight an overall preference for a Development Option. While its associated features are listed below. Only positive responses for a feature were given a value ("1") and thereby summed. For example, under Option 1 feature "West Avenue Park" received 5 responses which means 5 people liked or generally preferred that configuration for West Avenue park. "X" indicates a requests to exclude certain features. Marking negative responses with an "X" allows us to scan through the matrix and visually survey unpopular features while it avoids "voting" against a feature.



Table 11: Survey Response Matrix

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	Option Total	Feature Total
Option 1: Modified OCP	1							0.5	0.5						1																						1			1		1		X			6		
West Ave Park	1						1				1					1												1												1							6		
Cedar Ave Commercial									1						1			1																													3		
Waterfront Park	1							1								1			1																												2		
Waterfront Walkway	1																																															1	
Site 18 as RU1							1				1																																				2		
Beach Access						0.5					1					1																															2.5		
Option 2: Lakeside Resort		1		1				0.5					1	1			1				1	1	1		1	1			1				1		1				1	1				X			15.5		
Waterfront Walkway/Park			X				1																																									3	
Walnut-Cedar Closure		X	X																			X										1																1	
Park extension into lake				1										1									1																								3		
Marina		X																					1																									1	
City Lands as park							1											1	1																												3		
Mixed-use commercial				1			1																																								4		
Lakeside Resort Hotel				X			X								X																																0		
Abbott Street Beautification		1	1				1									1																															5		
Option 3: Waterfront Park & Road Realignment	1			1		1			0.5																			1			1	1	1			1	1							1	X			10.5	
Restaurant	X							1	X							1			1	1																												4	
Waterfront Park					1			1																																								4	
Beach Access						0.5																																										0.5	
West Ave Park																												1						1														2	
Road Realignment	X						1							X							X	X		X																							1		
Requests																																																	
Lake preservation										1																					1																	4	
SF on Groves & Newsom						1	1																																									5	
Restrict heights to 3 stories		1					1																																									3	
Site 8+7 - Opt 2 as RM5															1							1	1		1	1																					5		
Fascieux Creek preservation		1																																													3		
Fascieux Creek area as RU1																																																1	
Vehicle Parking		1	X																																												2		
SF on Abbott								1																																								1	
Restrict heights to 2 stories						1					1																																					1	

## 4.3 Recommended Land Use Scenario

While three alternative scenarios were shown at the public open house, the Lakeside Resort option evolved as the generally preferred direction (see Table 11: Survey Response Matrix). This option was therefore used as a basis for the recommended land use scenario. Refinements to this option were made in response to comments received during the public open house and further input received from City staff. As a result, the final preferred land use strategy includes the following characteristics:



### 1. Site 1: Medium Density Multi-family RM5

- Properties designated to support 4 storey apartment buildings on both sides would support the Sector Plan goal of encouraging more housing in transitional areas.

### 2. West Avenue Park as Configured in Option 1.

- maintain an emergency access route through the park.
- allow local commercial tenants access to the lane parallel to Pandosy Street.
- landscape the park in a manner to support it as a public open space to avoid a private feel.
- establish clear sight lines from Abbott Street through West Avenue Park and the lane to Pandosy Street.

### 3. Street Beautification along Abbott Street.

- include bike paths and ornamental lighting.
- promote as a recreation corridor for more active modes of transportation such as walking and cycling.
- establish Abbott Street as the main north-south pedestrian connection.
- extend streetscaping treatments to locations outside the study area.

### 4. Mixed-use Commercial Development along Cedar Avenue.

- designate properties fronting on Cedar Avenue to permit ground floor commercial with residential above.
- place rear access lanes behind Cedar Avenue to service and strengthen the proposed mixed-use commercial.

### 5. Waterfront Tourist Commercial Site

- require a road closure of Walnut Street between Cedar and Meikle. Option 3 showed a waterfront park that was also popular. Option 2 can accommodate a waterfront park in a different configuration (such as shown on Option 3).
- allow for a clear pedestrian access through a green space off the end of Cedar Avenue.

### 6. Waterfront Walkway

- assess the environmental impacts of the marina portion of the park extension into the lake, seek Provincial approval.
- site walkway within 10 metre (dedication) of shore zone above the high water mark unless park extension receives Provincial approval.

### 7. Upgraded Interface between Fascieux Creek and Lake

- enhance this area of biological value.





- properties backing onto Fascieux Creek would permit townhouse development. It should be noted that this area is subject to leave strip standards to protect against human disturbance.

### 8. Site 12: RM3

- redeveloping to RM3 in terms of density increases would help create transitional areas. Despite the home/property values on this site, RM3 is achievable given the economic trends seen elsewhere along waterfront properties.

### 9. Road Realignment

- soften the hard curve along Abbott-Meikle-Walnut to facilitate movement through the area for all users while minimizing disturbances for local residents.

Table 12: Study Area Development Potential

<u>Parcel Identifier</u>	<u>Proposed Zoning</u>	<u>Land Area(2)</u>	<u>Assumed Building Form</u>	<u>Residential Development Potential(3)</u>	<u>Commercial Development Potential(4)</u>
Site 1	RM5	7,923	four storey apartment	68 units	
Site 2	P	6,031	West Avenue park		
Site 3	RM5	5,930	four storey apartment	51 units	
Site 4	RM4	7,449	three storey apartment	42 units	
Site 5	RM4	6,479	three storey apartment	36 units	
Site 6	C4+	2,691	residential over commercial	26 units	1,340 sq m
Site 7	C4+	3,137	residential over commercial	32 units	1,640 sq m
Site 8	RM4	11,153	three storey apartment	63 units	
Site 9	RM3	7,057	townhouse	24 units	
Site 10	C9	19,851	tourist commercial	85 units	500 sq m
Site 11	P	6,801	waterfront park		
Site 12	RM3	5,294	townhouse	18 units	
Area Totals		89,796		445 units	3,480 sq m

1) Development Consulting Group and Stonefield Development Consultants estimates.

2) Land area in square meters based on information provided by the City of Kelowna.

3) Residential development potential assumes the maximum FSR which requires all parking under the building.

4) Development potential for sites 6 and 7 assumes ground floor commercial along Cedar Avenue and three storeys of residential above.





Figure 13: Recommended Land Use Strategy





## 5.0 Recommendations

The following sections provide a summary of the key values inherent in the preferred land use scenario along with major recommendations contained in the plan.

### 5.1 Summary of Process and Findings

The study process was conducted successfully resulting in the establishment of a preferred land use strategy for the Cedar Avenue study area. It represents the coming together of public and private interests for the long term benefit of the entire community. The land use strategy which has evolved represents a sustainable model from economic, social and environmental perspectives. It provides a focus for waterfront activity which serves as a tourist destination anchor complementing the existing well established commercial district on Pandosy Street thus reinforcing the identity of "Pandosy by the Lake" as a viable town centre. The scale of development is sensitive to existing and future surrounding uses while creating the required critical mass to ensure overall economic viability of land uses. Reclamation of the Fascieux Creek corridor and the lake foreshore will improve environmental conditions while significantly enhancing neighbourhood as well as community recreation values. Consolidation of land parcels through partial street closures and lane removal improves both vehicular and pedestrian circulation patterns as well as waterfront access. In retrospect, the process and study results reinforce the policies and strategies of the OCP and sector plan recommendations by completing and formalizing the next level of land use planning which was always contemplated.

### 5.2 Major Recommendations

#### Designating for Multiple Unit Residential

The Cedar Avenue area should permit an evolution from the older low density housing to a more transitional area of low and medium density housing stock. Any upzoning will encourage redevelopment; this process will occur regardless of land values. Generally, the greater the upzoning, the greater the financial incentive to redevelop and the sooner it will occur.

Under the appropriate zoning, most sites will redevelop to their highest and best use within a 10 year time frame. However, it is estimated that Site 12 may be the last one in the study area to redevelop, simply because some of the existing home owners will not be interested in selling regardless of price. If one or two property owners refuse to sell, it will be difficult to assemble a large enough portion of Site 12 to make for a viable project in the short run.



### Facilitating Mobility

In order to increase safety and regulate traffic speeds, bikeway and traffic calming improvements are recommended. In its current configuration, the hard curve of the Abbott-Meikle-Walnut collector road may benefit from some softening since it might present congestion problems in the future if the area redevelops to higher densities and traffic increases as a result. The proposed plan would help reduce congestion and parking problems in the following ways:

- Providing strong neighbourhood connections through the area to encourage pedestrian travel,
- Creating mixed-use commercial areas would connect residents to their daily needs and reduce the need for vehicle trips,
- Designing a safe recreational corridor along Abbott Street to encourage active modes of transportation such as walking and cycling,
- Focusing traffic back onto major thoroughfares such as Pandosy Street, where it is more appropriate, instead of encouraging travel through neighbourhoods,
- Including traffic calming measures such as a dedicated bike laneway and traffic circle at Cedar Avenue and Abbott Street. The circle could also be a good location for public art.

### Lane Access

Lanes and parking need to be placed where they are most strategically needed. It would be appropriate to provide access to the rear of the proposed mixed-use commercial sites along Cedar Avenue. In addition, providing on-street parking is preferable to any upgrading of existing back lanes (ie. the lane that parallels Pandosy Street) in order to lessen traffic into service areas. Any upgrade of the features on the proposed plan would help increase vital lane access in the following ways:

- maintaining the lane connection from the park to the commercial properties fronting Pandosy Street in order to service commercial tenants and emergency access into the park,
- maintaining Newsom Avenue open to traffic,
- reinforcing strong east-west traffic flow onto Pandosy from the study area.

### Pedestrian Access

It is important to create appropriate public pedestrian connections both north-south and east-west. Pedestrian access through Site 4 could be ensured through strong development permit area guidelines that would include a requirement for public access easements. This would achieve control over development without having to resort to formal Right of Way designation which in turn could result in fractured and inefficient development parcels. In addition, the following recommendations apply to other sites:



- creating a strong north-south east-west pedestrian connection could be accommodated by extending Abbott Street streetscape treatments to other streets both inside and outside the study area (much of what happens may be development driven),
- establish clear sight lines from Abbott Street through West Avenue Park and the lane to Pandosy Street.

### Development Nodes

Large blocks of consolidated parcels need to allow for pedestrian access. To be consistent with the terms of the study, the Land Use Alternative map illustrates areas of land use designation similar to the current OCP Generalized Future Land Use Plan. The exception being that roads are not coloured so they can be seen and addressed independently. Thereby the sites are represented not as development parcels but as zones of land use designation.

Public access could be secured through easements and development permits. This ensures that all the objectives related to pedestrian access and open space can be accomplished through a process that allows the staff to assess individual projects based on their merits. An additional overlay could be prepared to establish possible appropriate parcelizations. The recommended land use strategy would help connect the neighbourhood with the proposed development in the following ways:

- maintain critical site lines and a strong trail connection to the waterfront from Cedar Avenue.
- ensure that lakefront resort development be truly of a "tourist commercial" nature in order to avoid turning it into an exclusive residential development.

### Parks

A link from the north end of the "waterfront trail" back into West Avenue park through the north-most lot would be desirable to strengthen the connection between the waterfront and West Avenue Park allowing pedestrians to travel from the commercial core along Pandosy Street, through West Avenue Park to the lake, then south to Cedar Avenue or Fascieux Creek.

The recommended land use strategy would help establish continuity in the park system / pathway system through increased connectivity in the following ways:

- maintaining a strong trail connection to the waterfront from Cedar Avenue,
- ensure that West Ave. park is landscaped to support it as a public open space to avoid a private feel,
- connecting the proposed marina to the Watt Road green space.



## 6.0 Implementation

Implementation of the preferred land use strategy will be achieved over time through different levels of land use legislation and guideline policy enforcement. These are summarized below.

### 6.1 OCP Amendment

Change long term land use policy as reflected in General Future Land Use Map and Development Permit Area Guidelines.

### 6.2 Phased Zoning Amendments

Site specific implementation of OCP land use designations by rezoning on a parcel-by-parcel basis in accordance with the City of Kelowna Zoning By-law, in response to land owner applications.

### 6.3 Subdivision

Consolidation and reconfiguration of development parcels and traffic systems in accordance with City of Kelowna subdivision standards, in response to land owner applications.

### 6.4 Development Permits

Implementation of existing environmental guidelines, and establishment of more detailed form and character guidelines to ensure execution of cohesive development which reinforces overall sense of place, environmental protection and open space access goals and objectives.

Require land owners to apply for public access easement through the development permitting process. Regulate private open space through zoning or within general multi-family development parcel guidelines.





# 7.0 Appendices

## 7.1 Stakeholder Workshop Panels

## 7.2 Public Open House Panels

