
CITY OF KELOWNA

MEMORANDUM

Date: March 31, 2004
File No.: File #:6520-20

To: City Manager
From: Director of Planning and Corporate Services
Subject: CEDAR AVENUE LAND USE REVIEW

RECOMMENDATIONS

THAT the Cedar Avenue Land Use Review (Appendix 1) document attached to the March 31, 2004 report from the Planning and Corporate Services Department be endorsed to provide direction for future land use decisions relating to this rapidly evolving part of the City;

AND THAT the Official Community Plan amendment OCP04-0008 shown in Appendix 2 of the Planning and Corporate Services Department's report of March 31, 2004 be supported and forwarded to a Public Hearing for further consideration;

AND FURTHER THAT once the Public Hearing has been concluded, the six-month moratorium on rezoning applications in the Cedar Avenue study area that began on December 8, 2003 be ended.

BACKGROUND

On December 8th, 2003 Council asked staff to initiate a process to review land uses within the Cedar Avenue neighbourhood in South Pandosy. Staff was asked to complete the review within six months so that the work would be finished by the time the related six-month study area "rezoning moratorium" was slated to expire (June 8th, 2004).

The purpose of the land use review was to identify whether OCP amendments would be required to facilitate redevelopment consistent with the objective of creating a vibrant mixed-use neighbourhood within the Cedar Avenue neighbourhood in the South Pandosy Town Centre.

PROCESS

In response to Council's direction, staff issued a proposal call for consultant assistance. The proposal call resulted in Stonefield Development Consultants being commissioned to review study area land uses. The consultants began their work in mid-January 2004.

Stonefield Development Consultants assessed area land use patterns and market conditions. They also reviewed city policy documents such as the South Padosy Sector Plan (1997) and the Official Community Plan. This work formed the basis for subsequent public dialogue on land use options.

Early in February the City sent letters to those owning the approximately 90 lots within the study area. Those letters explained the process that was being undertaken and invited owners to attend a meeting on February 23rd. Attached to the letters were response forms that provided those not able to attend the meeting with an opportunity to provide feedback. The February meeting attracted 40 participants with wide ranging perspectives on their neighbourhood's future. The input received at that session provided the consultant with inspiration to draft land use scenarios subsequently offered for wider community input.

An Open House was held on March 4, 2004 to provide the general public with an opportunity to provide comment on three draft land use scenarios (shown on pages 13-16 of Attachment 1). Approximately 100 people attended the Open House. The feedback received (summarized in Attachment 1 on pages 17-18) helped the consultant identify which land use patterns/features were most popular. That information, combined with the consultant's independent analysis of market conditions and land use patterns, as well as staff feedback provided the basis for the refinements which eventually led to the creation of the recommended land use pattern shown as Figure 13 in Attachment 1 (page 21).

At the outset of this project, Council directed that the Urban Centres Implementation Committee (UCIC) provide guidance into the review of future land use designations in the Cedar Avenue area. On March 10, 2004 the UCIC was briefed on the three draft scenarios and the public feedback received on February 23rd and March 4^h and on staff's intention of forwarding the material for review by the Advisory Planning Commission. The UCIC indicated broad support for the process and did not suggest any refinements beyond those identified through the public process.

On March 30, 2004 the Advisory Planning Commission reviewed the recommended land use pattern and indicated support in principle.

OUTCOME

The Cedar Avenue Area Land Use Review (Attachment 1) recommends tourist commercial, mixed-use commercial, residential and park uses. A mix of housing styles (low and medium density multiple unit residential) is proposed for much of the study area. Lakefront resort development is recommended for the area where Cedar Avenue meets Okanagan Lake. Ground floor commercial, with several floors of upper storey-apartments is recommended for the properties fronting Cedar Avenue. Proposed parks build on existing OCP designations for West Avenue Park and the waterfront. It is recommended that park uses be added at key locations to provide for connections between the waterfront and existing parks/road access

points. The Land Use Review recommends that the City approach the Province for permission to undertake some filling of the lake to address area water quality problems thought to be caused by a combination of shallow water, limited circulation resulting from the area's shoreline configuration, and large numbers of waterfowl frequenting Fascieux Creek.

SUMMARY OF RECOMMENDED OCP AMENDMENTS

The purpose behind the Land Use Review was to identify potential OCP amendments. Attachment 2 shows how the land uses noted above would translate into the language of the Official Community Plan.

IMPLEMENTATION

The recommendations of the Cedar Avenue Land Use Review could begin to be implemented upon adoption of the OCP amendments shown in Attachment 2.

If OCP amendments are approved, then the next step would be for land-owners to come forward with redevelopment proposals. In most cases, development proposals will require rezoning and development permits. Future development applications would be considered in the context of the direction shown in Attachments 1 and 2. When redevelopment applications are submitted, the City will need to assess the need for any associated servicing upgrades. It is possible that infrastructure upgrades will be required before development can be approved.

Development applications may in some cases lead to discussions about the need for new laneways. The Land Use Review process identified the potential need for lanes servicing new commercial uses along Cedar Avenue (between Abbott and Pandosy). Transportation staff have suggested that there may be merit in extending a lane north through West Avenue Park to West Avenue. If extended, this lane could have impacts on West Avenue Park. This issue will therefore likely warrant further discussion. Other transportation issues that may arise as part of future discussions in the area include the possible need for traffic calming measures (a traffic circle at Abbott and Cedar?) and the possible need for slightly realigning Abbott Street at Meikle/Walnut.

The City could also play a role in implementing recommended land uses. The City of Kelowna currently owns eleven waterfront lots in the central part of the study area. These lots are proposed to be designated for a mix of park and commercial uses. The City could use this property to take a lead role in stimulating development. The City could specify objectives which it would want satisfied as part of any redevelopment (provision of park space, access to and along the waterfront, provision of additional amenities etc.) involving its land.

A key part to implementing the plan will be enhancing the Cedar Avenue waterfront. Any initiatives involving changes to the configuration of the shoreline would require provincial approval. Dialogue regarding the potential for such approvals could be pursued in conjunction with redevelopment of the adjoining waterfront lots. In the worst case scenario, the Province would not agree to any changes and the City would be limited to providing waterfront access on lands now above high-water. In that situation, the City might want to consider expanding the park uses at the end of Cedar Avenue beyond what has been shown in Appendix #2. It is recommended that the City obtain feedback on the likelihood of Provincial approvals before

approving any waterfront development on the commercially-designated lots along Abbott Street. The design of the waterfront environment will depend in large measure on whether water quality in the area can be improved enough to allow for water-contact.

SUMMARY

It is recommended that the Cedar Avenue Area Land Use Review shown in Appendix 1 be adopted to provide direction for future land use decisions relating to this rapidly evolving part of the City. It is further recommended that the Official Community Plan be amended as necessary to reflect the land use pattern shown in Appendix 2.

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SKB/sb

Approved for inclusion ☐

R.L. (Ron) Mattiussi, ACP, MCIP
Director of Planning & Development Services

Attachments

APPENDIX # 1: CEDAR AVENUE LAND USE REVIEW

APPENDIX # 2: OCP AMENDMENTS (OCP04-0008)