

Memo



Date: September 15, 2010
File: 1200-40
To: City Manager
From: Signe Bagh, Policy and Planning Director
Subject: Timeline for Downtown Plan Next Steps

Recommendations:

THAT Council receive, for information, the September 15, 2010 report from the Policy and Planning Director regarding a timeline for implementation of the Downtown strategies endorsed by Council on July 26, 2010;

AND THAT Council direct staff to prepare 2011 budget submissions in support of a Downtown Charrette.

Purpose:

The purpose of this report is to respond to Council's July 26, 2010 request that staff "report back with respect to an implementation timeline for the strategies set out in the report of the Director of Policy and Planning dated July 20, 2010".

Background:

Staff's previous presentations to Council have referenced the notion of using a charrette process for the next stage of downtown planning. This report builds on Council's positive feedback on that concept by formally recommending use of a charrette (further details provided later in this report).

Although a charrette is recommended as the main focus of downtown planning in 2011, a charrette will not be successful without first conducting related background research and without subsequently documenting the results of the charrette, endorsing key directions, amending necessary bylaws/policies, and implementing recommended strategies. It is recommended that next steps be approached in three phases:

- Phase 1: Research/Laying the Groundwork
- Phase 2: Charrette (Community and Stakeholder Consultation)
- Phase 3: Implementation Strategy

Phase 1: Research/Laying the Groundwork (September 2010 to March 2011)

For a charrette to be successful, all participants must have enough information to make good decisions during the planning process. Some of the information that will be required for good decision-making is not yet available. To support community discussion and dialogue and ultimately Council's decision-making, it is recommended that during the remainder of 2010 and early 2011, staff gather information that will assist with the charrette design and implementation discussions. Such may include assessing land uses, preparing

3D modeling of building heights, understanding the market dynamics (vacancies, rental rates, property taxes, DCCs etc.), and undertaking parking/transportation studies etc. It is recommended that the above initiatives be undertaken by a team of interdepartmental staff, lead by Policy and Planning. The tasks would need to be completed by the time the charrette is initiated.

Phase 2: Charrette (April 2011 to June 2011)

A charrette is an intensive planning session where citizens, stakeholders, and pertinent professionals collaboratively build a vision for a particular area (in this case, Kelowna's downtown). Charrettes are organized to encourage the participation of all who are interested in creating high-quality urban environments: residents, as well as developers, business interests, and other stakeholder groups.

It is recommended that the following outcomes be pursued through a charrette process:

- determine what changes to the road network (e.g. Leon and Lawrence, Ellis Street, Mill Street, Bernard/Abbott intersection, potential road and lane closures etc.) and transportation system (e.g. Bus Rapid Transit system, street-car/trolley service etc.) are desired to improve the Downtown pedestrian environment, enhance economic development opportunities, and create livable environments (including consideration for how streets and public spaces can create a 'sense of place' and support social interaction/bonding);
- determine whether streetscape investments along Leon and Lawrence Avenues would assist in stimulating development;
- identify additional pedestrian linkages needed through and to the Downtown area to improve access to the Cultural District and across the Highway to Mill Creek;
- develop a building height plan for the downtown;
- prioritize amenities (e.g. contributions to housing reserve fund, streetscaping, public pier fund, or protection of off-site heritage assets) to be required in cases where additional height is permitted;
- discuss which buildings, facilities, and services the City should locate in the Leon/Lawrence area to stimulate development;
- identify how urban design criteria can be applied to ensure that services for the homeless and needy can be provided in a fashion that will be supportive of redevelopment in the Leon and Lawrence areas;
- discuss potential refinements to the Revitalization Tax Exemption Bylaw 9561; and
- identify opportunities to take advantage of heritage assets, including alleyways.

The work undertaken in Phase 1 would support charrette discussion on the above.

Staff recommend that a design studio be set up in the Leon/Lawrence Avenue area. This will help charrette participants focus on the part of Downtown deemed in greatest need of attention. The studio would provide space for mini-charrette sessions and would also serve as office space for involved staff for a 2-3 month period between April and June 2011. The major charrette session involving a broad range of stakeholders would likely be held towards the end of the 2-3 month period and would probably require a two-three day rental of suitable premises large enough to provide for working space for all anticipated participants.

It is recommended that the charrette process be an interdepartmental effort - led by Infrastructure Planning (Urban Design Planner -- Pat McCormick)

Phase 3: Implementation Strategy (July 2011 to January 2012)

Phase 3 would be aimed at amalgamating the ideas and concepts developed in Phase 2, testing the ideas against market dynamics, and developing an implementable plan that identifies timelines and assigns roles for key players.

A few of the July 26, 2010 Council-directed items cannot be resolved until the public and political process identifies the amount and type of development that is supportable. The following items could be completed upon conclusion of the charrette process:

- identify the extent to which amenity contributions from anticipated development would be able to fund affordable housing, streetscaping, pier construction and heritage protection; and
- draft revisions to Zoning Bylaw 8000 (C7 zone).

Once all of the Council-directed initiatives are completed, staff could then be directed to package the material. Should there be Council support for moving forward, staff could present key recommendations for Council endorsement early in 2012.

The implementation strategy would be overseen by the City's designated Downtown Champion -- Jim Paterson, GM Community Sustainability.

Other

The following items assigned to staff by Council in the July 26, 2010 report, have now been completed:

- ✓ The City Manager has assigned a staff person to champion the Downtown.
 - Jim Paterson, General Manager of Community Sustainability, has been assigned that role. Furthermore, to allow for knowledge and expertise about civic policies and programs related to the downtown to be efficiently and consistently applied, Luke Turri, within the Land Use Management Department, will be the coordinating planner for major downtown development applications.
- ✓ Staff has prepared preliminary information on the cost implications (land acquisitions etc.) of incorporating concepts from the CD21 zone (i.e. the Market Green, The Crossing and Sails Plaza) in future planning for the Downtown.
 - Appendix A contains supporting information.
- ✓ Staff have drafted a "Downtown First" policy for possible inclusion in the revised Official Community Plan. The draft policy will be the subject of public input in the fall of 2010.

Existing Policy:

Official Community Plan
Downtown Plan (2000)
Zoning Bylaw 8000
Revitalization Tax Exemption Bylaw 9561

Financial/Budgetary Considerations:

Council has previously authorized \$30,000 from the 2010 budget to be used to commence action on the recommended initiatives. This amount will be used to initiate work on the Phase 1 initiatives noted in this report. The Infrastructure Planning Department will be bringing forward a 2011 budget request for funding of required transportation-related research (Phase 1) and for the charrette (Phase 2).

Provided that Council approves the necessary budgets as part of the 2011 budget process, and provided the OCP and 20 Year Servicing Plan/Financing Strategy are substantially complete by early 2011, staff anticipate that substantial progress could be made on downtown initiatives by the fall of 2011.

Personnel Implications:

Other communities conducting charrettes of this type have typically found that such processes require the dedicated effort of one staff person (project manager) for at least three months leading up to the start of the charrette, during the course of the charrette and for several months after the charrette. It is expected that the time commitment for Kelowna's Downtown charrette will be similar. Staff time would be required to prepare background materials, organize equipment, secure a venue, arrange for participation of stakeholders and design professionals, communicate with media, consolidate ideas, analyze charrette outcomes, oversee accounts, process invoices and report to Council.

In addition to the time involved in organizing the charrette, there will also be the need for approximately eight staff to be heavily involved with the on-site design studio. The role of these staff will be to support the work of charrette participants.

Staff have formed an interdepartmental Downtown Planning liaison team that will ensure that work on assigned items is appropriately coordinated.

Internal Circulation:

Director, Land Use Management
Director, Real Estate and Building Services
Director, Infrastructure Planning
Director, Regional Services
Urban Design Planner

Considerations not applicable to this report:

Legal/Statutory Authority:

Community & Media Relations Comments:

Alternate Recommendation:

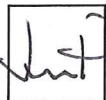
External Agency/Public Comments

Legal/Statutory Procedural Requirements:

Submitted by:


S. Bagh, Policy and Planning Director

Approved for inclusion:



J. Paterson, General Manager, Community Sustainability

Attachment: Appendix A -- Cost Implications of Incorporating CD21 Components

cc:

Director, Land Use Management
Director, Real Estate and Building Services
Director, Infrastructure Planning
Director, Regional Services
Urban Design Planner

APPENDIX A -Cost Implications of Incorporating CD21 Components
COUNCIL RESOLUTION FROM THE JULY 26, 2010 P.M. REGULAR MEETING:

AND THAT Council direct staff to report on the cost implications (land acquisitions etc.) of incorporating concepts from the CD21 zone (i.e. the Market Green, The Crossing and Sails Plaza) in future planning for the Downtown;

The amenity collection and expenditure envisioned in the CD#21 redevelopment plan with respect to the above noted parks were specifically related to development of the respective sub-areas. Two of the sites (Sails Plaza and The Crossing) cannot be practically acquired and/or constructed as planned in the CD#21 without substantive redevelopment taking place and incentive or compensation plans attached.

Given the nature of ongoing operations on two of the subject sites in particular (Sails Plaza and The Crossing) any acquisition without redevelopment is highly complex as it would involve the buying of businesses, breaking leases, revenue and/or relocation compensation payments, building demolitions, land ownership compensation, etc.

Specific Opportunities:

1. **The Market Green** - It is estimated that the remaining land for Market Green could be acquired in its entirety assuming willing sellers. Adding in the cost of the City owned land already acquired, the total for this (unconstructed) amenity is approximately \$2.6 million. Very preliminary construction costs for this urban park were estimated to be \$600k + \$100k for demolition/remediation for a total of approximately \$3.2 million depending on the timing for acquisition.
2. **The Crossing** - It is not plausible that land and buildings could be acquired in order to see this amenity constructed without full redevelopment taking place. Should full redevelopment occur and some form of compensation/incentive agreement be achieved with the owner for the land portion, the construction costs for the urban park have been estimated at \$500k. It is not possible at this point in time to estimate an accurate compensation amount for the proposed acquisition at the time of redevelopment. However, staff believe it would be in the multi millions due to the reasons noted above.
3. **The Sails Plaza** - The Sails Plaza, as envisioned in the CD#21 plan, cannot be fully built out until such time that the redevelopment of the sub-area takes place. Should full redevelopment occur and some form of compensation/incentive agreement be achieved with the land owner, the construction costs of the land acquired have been estimated at \$1.59 million. Estimate if completed prior to development occurring - \$5 million+.

Should Council wish to redevelop the Sails Plaza to a lesser extent, therefore avoiding substantive costs for business interruption, demolition, etc. a new design and a new costing would have to take place.

4. **Public Pier** - The preliminary estimate for the public pier, as designed for the CD#21 redevelopment initiative, including day moorage, breakwater, etc. was \$6.76 million.

Should Council wish to consider developing the public pier in a different and perhaps smaller form, new design and associated costing would have to take place.

In addition to the above-noted capital costs, there would be on-going operational costs.