

# Memo



**Date:** February 9, 2011  
**File:** 1340-54  
**To:** City Manager  
**From:** P. McCormick, Planner Specialist, Urban Design  
**Subject:** Downtown Plan Review Update

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## **Recommendation:**

THAT City Council receives, for information, the report from the Planner Specialist, Urban Design dated February 9, 2011, with respect to the Downtown Plan Review Update.

## **Purpose**

To provide Council with an update on activities related Phase 2 and Phase 3 of the Downtown Plan.

## **Background**

On September 20, 2010, staff presented a report to Council providing a timeline and strategy for completion of the Downtown Plan. Council agreed that staff would complete the Downtown Plan in three phases:

- Phase 1: Research and Analysis
- Phase 2: Charrette
- Phase 3: Implementation Strategy

## **Phase 1: Pre-Charrette Information and Analyses**

The information assembled by staff in advance of the charrette was outlined in the January 31, 2011 report to Council. This information will profile and otherwise provide a snapshot of the Subject Area (Attachment 1) in terms of land use, social environment, the state of existing utilities, and patterns of vehicle, bicycle, and pedestrian movement, to name a few pertinent parameters.

It will also set out the expectations of the Ministry of Transportation and Infrastructure, as well as BC Transit and any other agencies whose operational requirements need to be coordinated within the charrette. This package of information will guide the Consultant (see below) and the stakeholder teams in setting limits, such that the charrette outcomes will be realistically implementable.

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## Phase 2: Charrette

### Dates

The charrette will take place from June 7 to 13, 2011.

### Location

The venue for the charrette is expected to be the Royal Anne Hotel, 348 Bernard Avenue. All stakeholder meetings during the charrette will take place at the Royal Anne Hotel. The hotel will also be the base of operations for staff and the Consultant (see below) during the charrette.

### Stakeholder Outreach

The proposed Downtown Plan charrette will involve extensive community outreach leading up to the event. This component of the project is aimed at informing the public and charrette participants, as well as at generating interest in and support for the project.

To this end, staff has compiled a comprehensive list of stakeholders. In addition to the public, other stakeholders have been prioritized by staff according to each stakeholder's level of interest in the outcomes of the charrette. Stakeholders with a high level of interest have been identified as key stakeholders. Key stakeholders include the Downtown Kelowna Association, the Kelowna Chamber of Commerce, and the Urban Development Institute - Okanagan Chapter. City Council will also be a key stakeholder (see below)

The outreach strategy has been mapped as a series of consultations, the nature of which depend upon whether a stakeholder has been identified as a 1) key, 2) secondary stakeholder, or 3) a member of the public.

1) Key stakeholders will receive prime consideration in terms of levels of pre-charrette consultation and participation during the charrette. Staff will request a meeting with the principal decision makers associated with the identified stakeholder groups at which time:

- the proposed process will be outlined including expected timelines for completion of the Downtown Plan;
- underlying goals and principles, and expected outcomes of the charrette will be reviewed; and
- stakeholders can identify issues and key concerns.

2) Secondary stakeholders will receive an information package outlining the above information and an invitation to participate in the charrette but will not necessarily be afforded a pre-charrette consultation.

3) Public or grassroots participation is essential to the success of the project. To this end, a pre-charrette focus-group session with the public is being planned by Community and Media Relations staff. This session will similarly provide background information and an overview of the process, as well as allow participants to identify issues. Notice of the date will be posted on the City website and advertised in the local media.

Attachment 2 to this report provides more information on the Outreach Strategy and the focus group session.

### Council

Council is identified as a key stakeholder. A meeting will be arranged with Council prior to the charrette to review the information identified in 1) above. As well, pre-scheduled meetings with Council will take place during the charrette (see below) to critique the urban design concept and to receive input as the concept develops during the charrette. A report on the charrette outcomes will be presented to Council on the concluding day of the charrette.

### Consultant

A consulting team (Consultant) to be hired by the City will facilitate the charrette exercise. The Consultant's role will be to work with the participants to ensure a respectful cross-fertilization of points of view and that a broad range of ideas are fed into the process. More than this, the Consultant will ultimately be responsible for channeling the ideas generated into a single vision that can be supported by the key stakeholders.

In addition to facilitation skills, the Consultant could be called upon to provide other skills, in conjunction with City staff that will be necessary to effectively conduct the charrette. These include urban design, mobility, transportation demand Management, economics and land use, and environmental-impact expertise.

The particulars of the charrette are anticipated by staff to be as follows:

**Day 1** - invited stakeholders will convene at the charrette venue. Up to forty individuals are expected to be on hand. The stakeholders will be assigned to teams, each team led by the Consultant. Up to five teams are expected. In this format, each team will brainstorm ideas to produce a concept plan. The concept plans, under the guidance of the team leaders will capture a vision of the area with respect to:

- the location and quality of outdoor public spaces including activities that can be accommodated, as well as the overall network of, and linkages between key spaces;
- land uses participants would like to see take place within the Study Area including residential unit types that can accommodate a broad range of households;
- building form and character including preferred heights;
- opportunities to reduce the community's carbon footprint, e.g., storm water mitigation strategies, etc.;
- infrastructure that supports a modal split with less reliance on trips by private automobile and more trips by foot, bicycle, and public transit; and
- other parameters that help shape a sustainable, mixed-use urban centre that is pedestrian-oriented, supportive of local, independent business, and conducive to private-sector development.

**Day 2** - the concept plans, one from each of the teams from Day 1, will then be amalgamated into a single plan, capturing the best ideas in each concept, to form a comprehensive urban design vision for the Subject Area. This work will be done by the Consultant. The stakeholder participants who generated the concepts will not be part of this exercise.

On the evening of Day 2, the individuals who participated on Day 1 to generate the preliminary concepts, will reconvene at the charrette venue to review the Consultant's work. Comments from those attending will be taken into consideration by the Consultant with the intent of moving forward with a concept that all attendees can support.

**Day 3** - the Consultant will meet with the principal decision-makers within each of the key stakeholder groups to critique the preliminary concept. These meetings will be scheduled with the stakeholders well in advance of the charrette. It is expected that, given the number of key stakeholders, these meetings will continue throughout the day. At the end of each meeting, the information gathered will be fed into refining the concept which will be an on-going, continuous process running parallel throughout the day, with the stakeholder meetings.

Some amount of analysis could begin on this day, undertaken by the Consultant as necessary, to test the impacts of proposed ideas in order to advance them as feasible alternatives within the evolving concept.

**Day 4** - the format from Day 3 will be repeated on Day 4, providing a continuous feedback loop of information as the concept moves from a preliminary to a more advanced stage of detail.

A public open house will be held the evening of Day 4. The proposed concept will be available for viewing and the Consultant will be on hand to explain and receive comments.

**Day 5** - comments from the open house will be reviewed by the Consultant and incorporated, as appropriate, into the concept. By the end of the business day on Day 5, a final concept will have been formulated. The consultant will have the option of taking a break in the evening of Day 5 and into Day 6.

**Day 6** - the Consultant will prepare the Council presentation.

**Day 7** - the Consultant will use the morning and afternoon as necessary to add final touches and will make a presentation to Council in the evening. The presentation to Council, in a public forum, will summarize the process to date, explain the proposed urban design concept, and outline next steps. Council will be asked to direct staff to proceed with Phase 3 of the project.

#### Online Input

A summary of the information and analyses completed prior to the charrette (Phase 1) will be posted online. It will be posted at the commencement of the stakeholder outreach component of the project and will be updated each day as new information becomes available. This information will help support all stakeholders and the public in providing informed input into the process.

Additionally, the concept plan will be posted to the City website as it evolves. This will begin with the concept plans developed by the charrette teams on the evening of Day 1. It will be followed by the consolidated concept developed on Day 2. Successive iterations of the concept as it changes in response to the stakeholder committee meetings will be available throughout Day 3 and Day 4. The final concept will be posted upon conclusion of the open house on Day 4.

Online input will be received and given due consideration until the conclusion of the open house on Day 4.

#### Urban Design Storefront

An urban design storefront will run concurrently with the charrette from Day 1 to Day 4. This will be a gallery maintained at the charrette venue. Copies of images, e.g., photographs, photocopies, etc., generated by the Consultant will be posted to be viewed on a drop-in basis by visitors to the charrette site.

Visitors will be able to receive up-to-date information. City staff and the Consultant will be present to answer questions, and visitors will be able to provide written comments which will be relayed to the Consultant for due consideration in the refinement of the urban design concept.

#### Implementation

The creation of an urban design concept will be the first component in shaping a vision for the Subject Area. The other component will be an implementation strategy that can deliver the outcomes identified in the urban design vision.

The implementation strategy will include timelines, funding sources and mechanisms, and identification of the City's role and those of other key players. Formulation of the strategy will require some degree of analyses, e.g., market projections, pro forma analysis, traffic impact analysis, etc. Some of these analyses could take place during the charrette by the consulting team. Some, due to complexity and scope will likely need to take place subsequent to the charrette and require further consultation with pertinent stakeholders.

The implementation strategy will commence following the charrette and will be completed by the end of 2011 for the consideration of the newly-elected Council. Ultimately, the urban design vision and the implementation strategy will form the Downtown Plan that will be presented to Council in early 2012.

#### Next Steps

Next steps are to begin the community outreach and to draft the consultant RFP. Attachment 3 identifies the anticipated steps and timelines leading to delivery of the Downtown Plan.

#### **Conclusion**

The charrette will produce a feasible Downtown urban design vision, based on the City's sustainability principles, that has the support of the community and can be presented to City Council for its consideration early in 2012. Further, the charrette will set the baseline for an implementation strategy including timelines, funding sources and mechanisms, and identification of the City's role and those of other key players.

The charrette will achieve these outcomes through its inherent structure: bringing together community representatives to formulate an implementable plan in a compressed timeframe that generates a high-level of creative energy and an enhanced dialogue among stakeholders.

In anticipation of the charrette, extensive community outreach will inform the public and charrette participants, and generate interest in and support for the project.

#### **Personnel Implications:**

Staff has formed an inter-departmental Downtown Plan Project Team to ensure that work on the Charrette is appropriately coordinated.

#### **Financial/Budgetary Considerations:**

Council has previously authorized \$30,000 from the 2010 budget to be used towards the Downtown Plan. As part of Council's 2011 budget deliberations, Council approved a further \$75,000 budget allocation.

## Community & Media Relations Considerations:

As outlined in the report.

### Existing Policy:

- Official Community Plan
- Downtown Plan (2000)

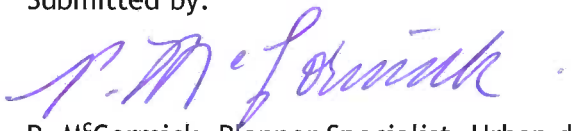
### Considerations not applicable to this report:

Legal/Statutory Authority  
Alternate Recommendation  
External Agency/Public Comments  
Legal/Statutory Procedural Requirements

### Internal Circulation:

Downtown Plan Project Team

Submitted by:



P. McCormick, Planner Specialist, Urban design

Approved for inclusion:



J. Paterson, General Manager, Community Sustainability

cc: General Manager Community Sustainability  
Director, Infrastructure Planning  
Director, Community and Media Relations  
Director, Real Estate and Building Services  
Director, Regional Services  
Director, Land Use Management  
Director, Policy and Planning



# Attachment 1: Subject Area Map

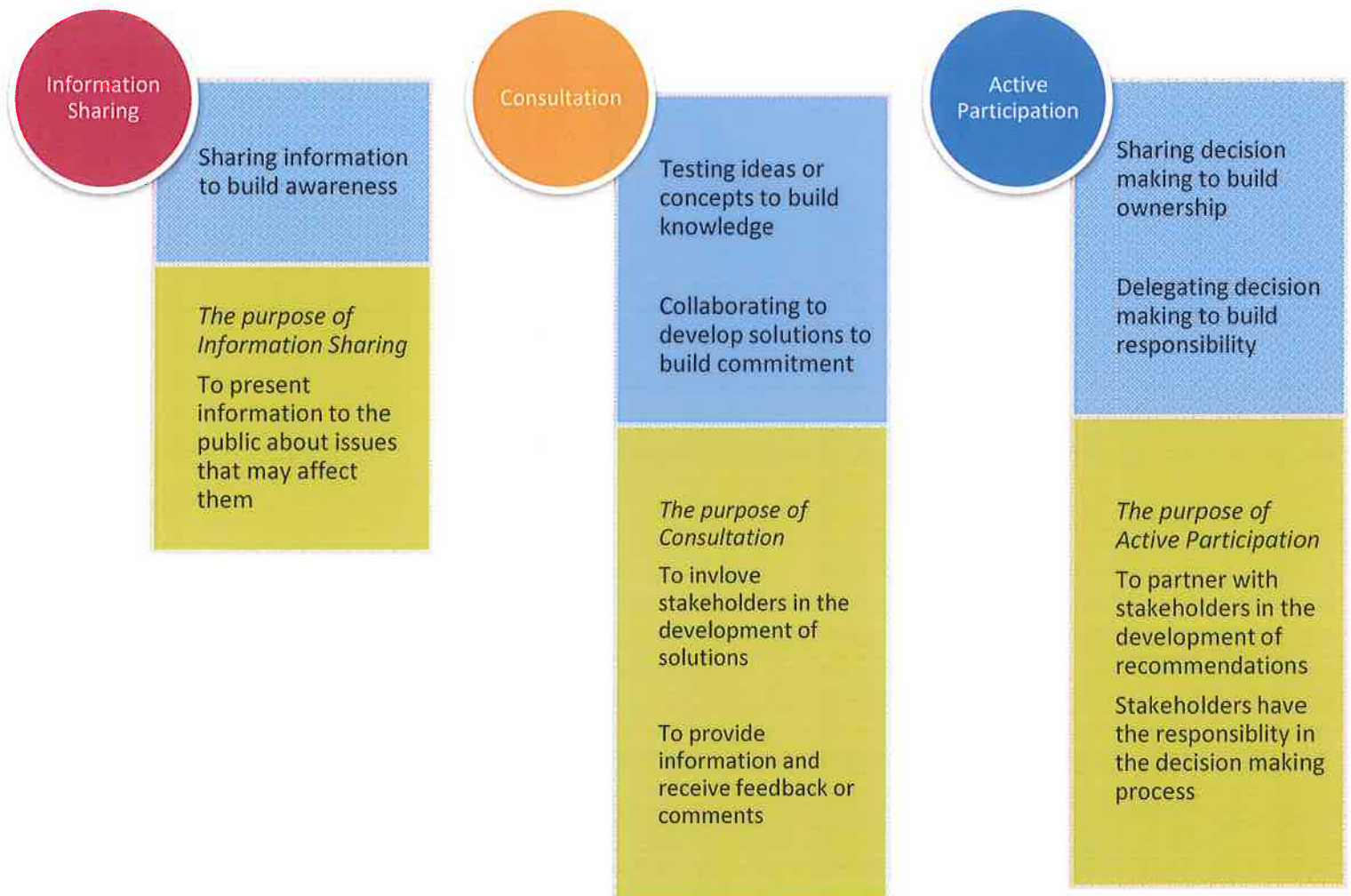


## Background

City Council requested staff to prepare a timeline and implementation plan for the next steps of the Downtown Plan. Council approved a budget request during last December's Provisional Budget Review.

While the Planning Charrette is a major focus, it is important that broader community stakeholders participate as well. The process will focus on the principles of public engagement building blocks: Information Sharing, Consultation and Active Participation.

### Public Engagement Building Blocks





## Guiding Principles

The City of Kelowna will support an informed public process that is transparent, accountable, and inclusive as reflected in the Sustainability Infrastructure Policy.

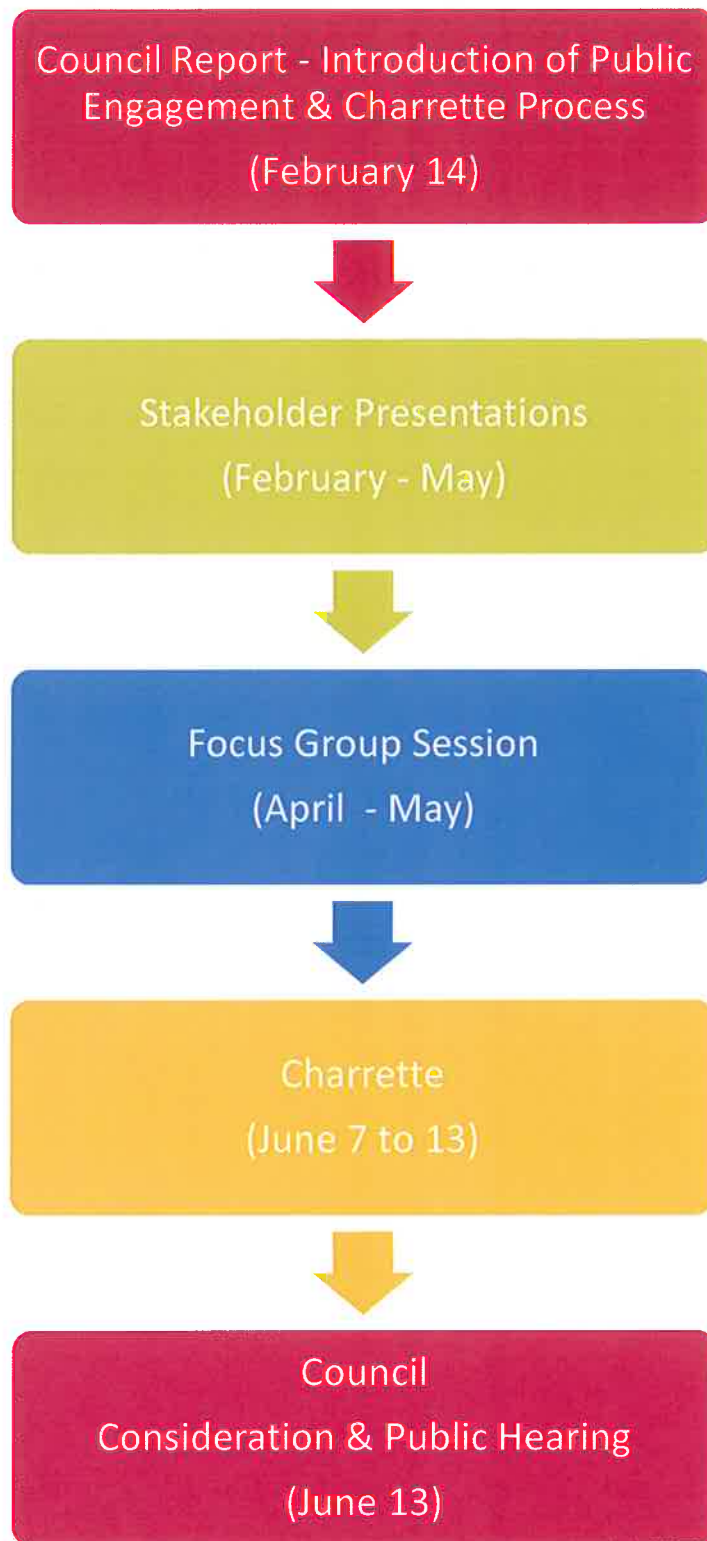
## Engagement Process Summary

The primary objective of the engagement outreach is to identify issues and key elements of the project where opportunities exist for public input. Ensuring clarity around how public input will influence the outcome of the Downtown Plan is critical to its success.

Staff has developed an engagement process to encourage and promote participation in the process:

- 1) Stakeholder sessions and presentations including technical reviews
  - a. Coordination of stakeholder meetings and presentation to outline key decision points, timelines, determination of what information is required from stakeholders and incorporation of input, i.e., “what we’ve heard.”
- 2) Focus group sessions
  - a. In an effort to engage a broad range of participants, including directly affected stakeholders, staff propose to develop a focus group to include 20 to 30 community representatives to concentrate on issue identification and priorities prior the planning charrette.
- 3) Planning charrette
  - a. A summary of outcomes from the outreach activities will feed into the consultant’s work as part of the charrette
  - b. The charrette will engage directly-affected stakeholders through a series of informative meetings. In addition to website and social media tools, the general public will also have an opportunity to be a part of the process through public drop-in to view displays as the concept evolves.
- 4) Open house
  - a. The public will have an opportunity to view the final concept prior to Council’s consideration.
  - b. Feedback forms
- 5) Online
  - a. A summary of the outcomes from the outreach activity will be publicized through the City’s website.
  - b. Other opportunities for input include website and social media tools and an online input.

## Downtown Plan Consultation Plan














## Communications Tools

- Website
- Presentation
- Information packages (Overview, FAQs)
- Email updates (GovDelivery)
- Online format for input
- Open house panels
- Statistically valid survey post charrette (optional)

## Process Evaluation criteria will include

- Feedback forms (open houses & presentations)
- Tracking participation levels
- Focus group testing
- Media monitoring
- Review

### Attachment 3: Proposed Timeline

Phase/Activity	2011												2012		
	J	F	M	A	M	J	J	A	S	O	N		D	J	F
1. Project Team Meetings															
2. Base Data Research & Analysis															
3. Stakeholder Identification & Analysis															
4. Prepare Outreach Strategy															
5. Council Report															
6. Prepare Consultant RFP															
7. Consultant Selection															
8. Stakeholder Outreach															
9. Charrette															
10. Phase 3															
11. Council Report															

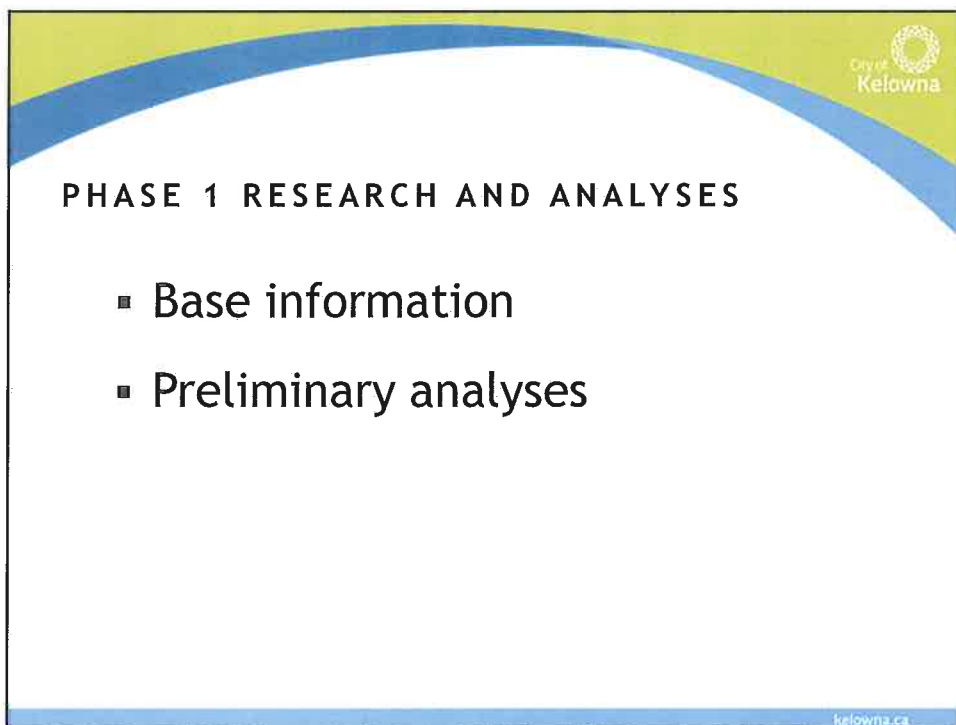
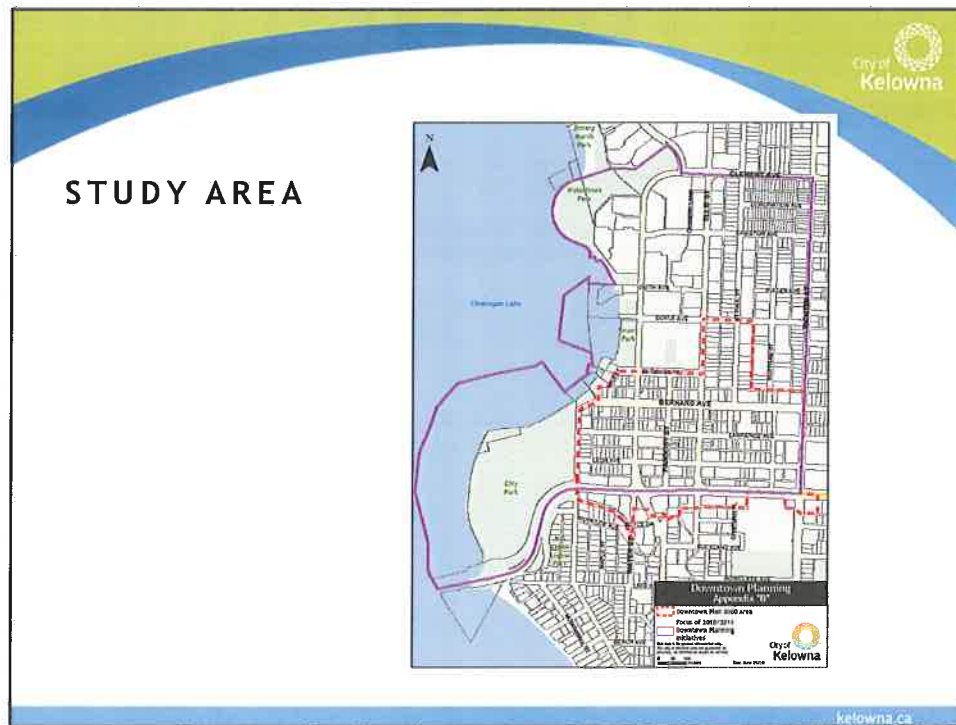



## DOWNTOWN PLAN, 2011



### BACKGROUND

- ▶ Direction from Council to do a new Downtown Plan
- ▶ A 3-phase process:
  - 1) Research and analysis
  - 2) Charrette
  - 3) Implementation strategy






**PHASE 2: CHARRETTE**

- ▶ June 7 to 13, 2011
- ▶ Royal Anne Hotel


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**PHASE 2: CHARRETTE**

- ▶ Community Outreach
- ▶ Charrette

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## COMMUNITY OUTREACH

- ▶ Stakeholder identification
- ▶ Levels of interest


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## STAKEHOLDERS

Council	Cultural District Representatives
Senior Management	Public Art Committee
APC	Heritage Commission
Access Awareness Committee	Downtown Service Providers
Local Architects, LA's, Engineers and Planners	Community Policing Office
BC Transit	Housing Committee
MoTI	Women's & Community Advisory Committee
Emergency Response	Residents Associations
Kelowna Cycling Coalition	UBCO & OC
DKA	School District No. 23
Chamber of Commerce	IHA
UDI	Yacht Club
Property Owners	Strata Owners
EDC	Major Employers
Liquor Licensee	Downtown Rotary Club
Hotel/Motel Association	Youth Groups, Young Professional Groups
Leasing agents	Community-at-large
CHBA	Media


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**LEVEL OF INTEREST**

- ▶ Key
- ▶ Secondary
- ▶ Public

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**KEY STAKEHOLDERS**

- ▶ Pre-charrette consultation
- ▶ Charrette participation

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## KEY STAKEHOLDER MEETINGS

- ▶ Process
- ▶ Principles
- ▶ Goals
- ▶ Issues
- ▶ Outcomes

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## SECONDARY STAKEHOLDERS

- ▶ Information package
- ▶ Charrette participation

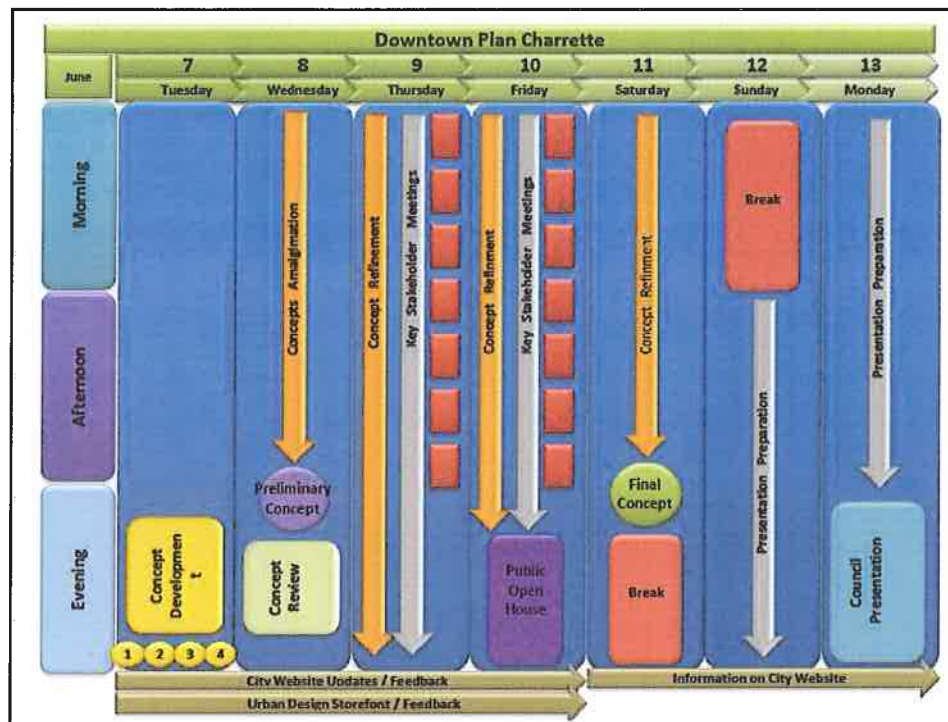
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## PUBLIC

- ▶ Pre-charrette focus group
- ▶ On-line input
- ▶ Charrette participation

## CHARRETTE STRUCTURE





City of Kelowna

The charrette will create a Downtown master plan that:

- is based on sustainability principles
- has the support of the community
- will be the basis for a feasible implementation strategy


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**PHASE 3: IMPLEMENTATION STRATEGY**

- ▶ Completed by December 2012

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**NEXT STEPS**

- ▶ Begin community outreach
- ▶ Prepare consultant RFP

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